

PUBLIC DISCUSSION DRAFT  
PLANNING COMMISSION HEARING JUNE 22, 2020

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**July 2020**

# CITY OF COWETA

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# **CERTIFICATE OF ADOPTION**

## **Coweta Planning & Zoning Commission**

This document was adopted and recommended for approval by the Planning & Zoning Commission of the City of Coweta on the xth day of x, 2020.

-----  
x, Chairman

## **Coweta City Council**

This document was approved and adopted by the City Council of the City of Coweta on the xth day of x, 2020.

-----  
Evette Morris, Mayor (Ward 2 Councilor))

Attest:

-----  
x, City Clerk / Treasurer

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## CHAPTER ONE: INTRODUCTION

### PURPOSE

The primary purpose of *Coweta 2030* is to update the current City of Coweta Comprehensive Plan (1994-2020), adopted in 1994. The Plan was amended in 2003. As might be imagined, planning practice has changed both nationally and in Oklahoma during the time since the current Plan was prepared. Comprehensive Plans have evolved and continue to do so. Also, of note is the fact that Coweta appears to be entering a period of potentially unprecedented growth. *Coweta 2030* addresses the potential for the City to reach 25,000 persons by 2030, with some level of accompanying annexation south of the Muskogee Turnpike from east to west. Current residential growth pressure and the construction of an Interchange from the Muskogee Turnpike (anticipated to be located at either 257<sup>th</sup> or 273<sup>rd</sup> East Avenue) are the primary growth inducers.

### AUTHORITY AND USE

In 1923 the Oklahoma Legislature enacted legislation that established the scope, procedures, and limitations for planning cities and towns in the State. This legislation authorized the establishment of a planning commission that would act as a zoning commission and was granted the authority to conduct planning work within the municipality. This grant of authority is set forth in Title 11 Sections 43-103 of Oklahoma Statutes. Section 43 also addresses the ability to create and enforce zoning. Coweta has a City Council-Manager form of government.

The approach to Community Planning varies across the state of Oklahoma, partially due to the fact that state statute provides a significant amount of latitude. As a result, the form and content of Comprehensive Planning documents varies significantly community by community. As Oklahoma moves into the second decade of the 21<sup>st</sup> Century it is becoming apparent that there is growing support for a document that provides a vision for growth with a statement of the policies that are intended to support the achievement of that vision.

Community Planning in the City of Coweta is an evolving effort. Previous planning documents in the Western portion of Wagoner County have included the Wagoner Metropolitan Area Master Plan (1981); the Coweta Comprehensive Plan 1994

#### 2019 EDUCATION SESSION: PLAN and PROCESS

- The purpose and legal basis of planning
- An explanation of the planning process
- Preparing a comprehensive plan
- Discussion of implementation tools (i.e., subdivision regulations, zoning ordinances, and capital improvement programming)
- Community visioning and goal setting



- 2020; (1994) an Amendment to the Comprehensive Plan that focused on the Highway 51 Corridor in Coweta (2003); and, the Zoning Code of the Coweta Metropolitan Area (1988).

Currently, the Coweta Planning Commission addresses land use and zoning issues within the City limits. It coordinates with the Wagoner County through the Coweta Metropolitan Area Planning Commission for decisions that may impact that area of Wagoner County that lies within Supervisorial District 3. *See Figure 3.*

**Coweta 2030** is a Comprehensive Plan having authority within the Coweta City Limits. It also suggests policy for that area within the Coweta fence line, lying under the jurisdiction of Wagoner County. The Comprehensive Plan is a policy document whose primary purposes are to document vision, goals, opportunities, and land use. It provides guidance to decision makers and information to the public and the development community.

The planning process includes the city staff, Planning Commission, City Council, consultant team and the general public. The role of each of these entities can be described as follows:

#### **City Staff**

City staff accepts and reviews proposals for development and redevelopment within the community. Review is based on the Comprehensive Plan and the Zoning Code. The staff of the Community Development Department makes recommendations to the Planning Commission for those proposals that are designated by the Zoning Code to go before the Commission.

The City Manager and Staff also oversee the preparation of the Comprehensive Plan, review its recommendations, findings, provide/assist with information gathering and make recommendations to the Planning Commission.

Staff also functions as the official liaison between the City Council, Planning Commission, and the general public during the preparation, review, and approval of the Plan

#### **Planning (and Zoning) Commission**

The Planning Commission consists of citizens appointed by the City Council. Its function is to assist the Coweta City Council by assessing the long range needs of the community, preparing plans for growth, recommending action regarding development proposals and programs for capital improvements, and recommending appropriate action to successfully complete growth projects.



### **ELEMENTS OF A COMPREHENSIVE PLAN**

- Structure, Purpose, and Process of Planning
- Community Visioning and Goal Setting
- Developable Land
- Annexation
- Parks, Recreation, and Natural Amenities
- Historic Sites and the Downtown Area
- Infrastructure Condition
- The Hwy 51 Corridor
- Industrial Land
- Dilapidated Structures and Vacant Lots
- Economic and Social Trends
- Environmental Resources
- Existing and Future Land Use
- Recommendations for Plan Implementation

This appointed citizen body was envisioned and created to expand the effectiveness of policymaking.

The Planning Commission reviews the Comprehensive Plan, holds public hearings, and makes a recommendation to the City Council regarding Plan adoption.

### **City Council**

The City Council is elected by the citizens of Coweta and serves as the final authority regarding content and adoption of the Comprehensive Plan. The Council also has the authority to cause the Plan to be revised and updated as needed to reflect changes in the community to ensure the Plan's usefulness and relevance.

### **ELEMENTS AND CONTENTS**

The preparation of *Coweta 2030* has included a variety of outreach and information gathering activities. These have included interviews with City and Water / Sewer District Staff, volunteers, stakeholders, and information / comments sessions with local residents. Part of that effort included an educational workshop to describe the purpose and impact of a Comprehensive Plan.

### **The Existing Plan: *Coweta 1994 - 2024***

The existing plan is primarily oriented toward land use and physical form. It includes information on physical constraints as well as policies that guide various types of physical development. The 2003 amendment added guidance for development in the Highway 51 Corridor.



The 10 Goals (summarized) of the current Plan include:

- The area within the Coweta fence line is intended to be put to its best use, based on a variety of considerations.
- Achieve the best quality of life (living, economic, environmental conditions) for Coweta residents.
- Achieve a coordinated and compatible arrangement of living, working and recreational areas.
- Provide the best possible public services, facilities, utilities, and transportation system.
- Protect and enhance the natural environment.
- Provide a variety of economic and employment.
- Provide a variety of living styles, with a primary focus on single family dwellings.
- Empower the Planning Commission to lead the detailed short, mid, and long-range planning needed to implement the goals, objectives, and policies of the Comprehensive Plan. Utilize the Coweta Comprehensive Plan as a long-range guide for physical development in the Coweta area, updating it as needed to address unforeseen circumstances.

**Current Update – Coweta 2030:**

In mid-2017, discussions began between Wagoner County and the City of Coweta regarding an update to the Comprehensive Plan in the area under the jurisdiction of the Coweta Metropolitan Area Planning Commission. Discussions continued into late 2018 with the result that the Plan would formally encompass only that area within the Coweta City Limits. In early 2019 the Update was formally begun with a target completion date of June 30, 2020.

**COWETA 2030: COMMENTS**

- The relationship between single family homes, large lots and attached homes is a primary topic
- Youth and school activities are key elements of community character
- Street maintenance and sidewalk repair is important – particularly downtown
- Police and Fire Departments need new space
- Cultural opportunities, and quality dining
- Community-wide appearance.
- Appearance of the Hwy 51 corridor is important
- Industrial development and job growth is important but not necessarily a primary focus for residents
- Recreational amenities for youth are important – accessible by bicycles and pedestrians
- Downtown rebirth is important – three stories is acceptable
- Code enforcement.



As noted above, Oklahoma State Statute gives individual jurisdictions wide latitude regarding the preparation of a Comprehensive Plan. As such, each Plan is an individual document that should be crafted to the needs and character of the community that it will serve.

In the case of Coweta, the availability of historical information and recent guidance documents (such as Major Street and Highway Plan or Parks Plan) was limited. Therefore, a primary source of information for the preparation of the document was obtained through interviews and public comments sessions.

The effort began with electronic data collection, determination of Plan goals and focus and interviews with City and Service District Staff, School District, Chamber of Commerce, Youth Sports Organizations, the Wagoner American and Wagoner County Planning Staff.

**Existing Information, Reports and Studies:**

As noted above, this *2030* Update pulls together information from a number of recently prepared documents - all of which included a significant measure of Community Input. These studies have been compared and contrasted to help build a current picture of Coweta. *See Appendices*



**Comments and Goals:** As the interview process began, a preliminary picture of Coweta emerged. Coweta residents have a clear picture of themselves, their community and why they call it home. In summary, Cowetans are comfortable in their role as a Commuter Community.

**GROUPS AND INDIVIDUALS CONSULTED**

- Coweta Planning
- Coweta Public Works and Engineering
- Community Service Districts #4 and #5
- Coweta Chamber of Commerce
- Coweta Public Schools
- Wagoner American
- Coweta Youth Baseball

- “It’s an easy drive to Broken Arrow or Tulsa to shopping or work and then we can come home.”
- “The lower cost of housing makes it worth it.”
- “Schools are good and we like the small-town atmosphere.”
- “We just need a little more shopping along the Hwy and maybe some restaurants downtown.”
- “We want to maintain our single-family housing character. Higher density brings lack of maintenance and possibly crime.”
- “The core of the community is youth sports and school.”

From these discussions it became clear that the City is experiencing significant pressure to accommodate additional housing. Discussions with City Community Service District Staff indicates that foreseeable growth can be accommodated by sewer and water systems. Street systems may require improvements and bicycle and pedestrian opportunities are needed. One area of concern is the relationship of existing single-family homes and proposed multi-family housing.

**Preparation and Approval Process:**

In **August 2019**, a public information session was held to discuss the purpose, elements and / intent of a Comprehensive as well as to obtain a first sample of community comment. Two separate Stakeholders meetings were held at that time.

Approximately 40 persons were in attendance. At this meeting, the Planning effort was introduced along with the purpose of and authority for a Comprehensive Plan. Previous planning documents were summarized.

The history of Wagoner County was discussed as well as events that impacted Coweta’s early growth. Growth trends were acknowledged with a brief overview of historical population. Facilitated discussion followed. Items of discussion included:

- Broadway improvements
- Hwy 51 operationally and as a character builder
- Parks and Trails
- Youth Sports and the Sports Complex
- Annexation
- Downtown Design Standards
- Industry
- The use of AG lots within the City Limits
- Housing Availability and Preferred Types
- Code Enforcement
- Growth Pressures



In **November 2019**, a second public information session was held to introduce the elements of the first draft Plan, based on the information obtained previously. Additional comment was received. Stakeholders and Staff were interviewed. The primary topics of discussion were the proposed Turnpike Interchange at 273<sup>rd</sup> East Avenue, potential amendments to the Land Use Map, the definitions of density and intensity and the potential increase in population.

*Summary of Discussion:*

The impacts of the Interchange including land use, growth and traffic were discussed.

- Land Use Map (LUM): The revised LUM was received positively, it was agreed that the consistent color scheme made it much easier to understand.
- Density ranges were generally accepted.
- The possible areas of annexation, locations of additional multi-family housing and commercial development were generally agreed to. However, the amount of development was questioned. A thirty- year time frame for “buildout” was discussed. The term “multi-family” causes concern.
- Water production can support the estimated growth. City sewer treatment can potentially support to **50,000** persons at this time. **SEE MANAGERS COMMENT, TALK TO CDD**
- Concern was expressed regarding population growth of up to 60,000 persons.
- Bike and Pedestrian trails were discussed and are important – locations to be identified.

In **January 2020**, a third information session was held with the primary main topic being verification of the population estimates, based on information regarding the location of a Turnpike Interchange at the intersection of the Muskogee



Turnpike and East 273<sup>rd</sup> Street. The companion topic was land use based on those estimates. A revised estimate of 25,000 to 30,000 persons by 2030 was discussed. The proposed revisions to the Land Use Plan were presented.

After the meeting **Coweta 2030** was refined based on public comment and discussions with Staff and Stakeholders.

*Summary of Discussion:*

- The population increase estimate as presented was larger than has been generally considered. While outside the traditional character / perspective of the City most comments were positive – growth, under control, can be a positive thing.
  - “Affordable housing” was again defined. “Affordable” has to do with quality housing for working families
- Questions arose regarding the complete scope of **Coweta 2030** – much of the current discussion has been about land use, physical development and population.
  - The document will include and address items such as goals, vision and character, health, community meeting space, parks and trails.
- Discussion occurred regarding the public’s opportunity to comment on the document as it moved forward. The document would be reviewed by Staff and would then be made available to the Public via email, as requested. Posting on the City’s website would be explored.
- The document would be presented to Planning Commission for discussion and then revised. After revision it would be presented to the Commission with the goal of making a recommendation to the City Council. An anticipated action date by the City Council was sometime during the month of July.

The COVID-19 pandemic impacted the document presentation schedule. In **June 2020**, the Draft Comprehensive Plan was presented to the Planning Commission in a Public Hearing. Comments were received and the Plan was revised.

***Summary of Discussion:***

In June the Comprehensive Plan was presented to the Planning Commission in public hearing. Comments were received and the Plan was revised for presentation to and decision by the City Council.

***Summary of Comments:***



The **Coweta 2030** Comprehensive Plan was formally approved and adopted by the Coweta City Council on July XXX 2020.

During the Update, the existing Comprehensive Plan was utilized as the base for organization and as a valid description of the City's overall goals, vision and opportunities for the future. This **2030** Update, refines the vision and goals, focuses on opportunities for growth and charts a pathway to success. While preparing **Coweta 2030** formal and informal update discussions indicated that the City, Stakeholders and the public had a working understanding of the Scope and Purpose of a Comprehensive the Plan, the Approval / Implementation Process and the desired focus of the revisions to the Plan. During the **Coweta 2030** Update process it has been observed that core community goals, policies and vision have not changed significantly.



What has changed are the opportunities, challenges, the attitude toward success and the techniques to achieve that success. The construction of the Turnpike Interchange is a growth inducer of a scale not seen since the introduction of the railroad.

In summary, discussions with Residents, Stakeholders, Staff and Officials indicated a general satisfaction with community. Perception of leadership (Council and Manager). Residents appear to be largely satisfied with Coweta as a “hometown” community – travel to work, recreation and entertainment was largely acceptable. Crime was and community appearance were not identified as primary concerns and schools were well spoken of.

Primary areas of concern were the appropriate location and character of affordable housing largely due to a long-standing apprehension regarding “affordable” housing as “Section 8” housing. Over time, successful examples should be able to alleviate some of this concern.

Parks and trails (youth and non-pedestrian mobility) are important issues. While total Park area in the City meets national standards, the large majority of that area is difficult to access, being located east of the City core at the intersection of the Muskogee Turnpike and Hwy 51.

The introduction of the Turnpike Interchange and the increasing “wave” of new residential construction will require street improvements and coordination between the City and Service Districts for water and sewer Service. Street improvements will be coordinated between City and County.

**COWETA 2030:  
AREAS FOR FOCUS**

- Consistent design standards along Hwy 51
- Street improvements in the northern portion of the City to accommodate residential development
- Street improvements to accommodate traffic from the Interchange
- Parks, Trails and recreational amenities
- Youth activities
- Street maintenance and sidewalk repair in the downtown area
- Drainage.
- Areas for of industrial development.
- Increased access to Sports Complex, particularly for youth
- Consistent quality of residential development
- Cooperation between City, County and Developers to equitably distribute cost of infrastructure for new development
- Affordable Housing in appropriate areas.



## CHAPTER 2: COMMUNITY PROFILE

*Coweta 2030* uses the City’s history, demographics, environment and quality of life issues to: understand; plan for and achieve desired growth and development. Chapter 2 provides summary and analysis of these growth factors and Detailed data and additional information is provided in **Appendices XX - XX**. This Chapter lays the groundwork for the goals, objectives, policies, opportunities and recommendations that are discussed in Chapters 3 and 4.

- GROWTH FACTORS:**
- Regional Setting
  - Physical Characteristics
  - Demographics
  - Economics
  - Land Use
  - Housing
  - Infrastructure
  - Public Facilities
  - Services

### OVERVIEW

#### HISTORY

As with many areas of Oklahoma, Native Americans were the first settlers in what was to be known as Coweta. Between In 1828 and 1841 more than 40,000 Creek Indians had been relocated into the area surrounding Ft. Gibson – the vast majority of them being brought up the Arkansas River on keel boats and, sometimes, Steamboats to the three rivers area (Arkansas, Grand, Verdigris).

In 1843 Rev. Robert Loughridge was granted permission to open the Koweta Mission by the Presbyterian Church. Although the Chief was concerned about the potential for interfering with the Kowetan’s customs. He requested that the mission be located in the town. The first mission

/ school operated for about three months. In 1850 a new mission was built at Tullahassee, approximately 17 miles to the southwest. It was abandoned and then burned during the Civil War.

In the 1840’s the “Shawnee Trail” or “Texas Road” was established, moving cattle parallel with the Grand River past Ft Gibson on their way from Texas to St. Louis. In 1857 the Fort was temporarily closed, largely because the Creek Indians were concerned that there was too much alcohol and too many brothels there. It was reopened during the Civil War. During the Civil War, the cattle along the Texas Road suffered from Texas Fever and the cattle drives were curtailed. The road continued in use as a major route for troop movement. The Chisholm Trail to the west of Tulsa became the primary cattle route north.

In 1867 the Creek Nation was divided into six districts. The Koweta District included the area on the northeast side of the Arkansas River, including what is now Tulsa. The political center of the Koweta District was the Coweta square. Typical Creek towns were divided on opposite sides of a creek or river with fields on one side and residences on the other. A community square contained the building made of poles and mud that was used for council meetings.



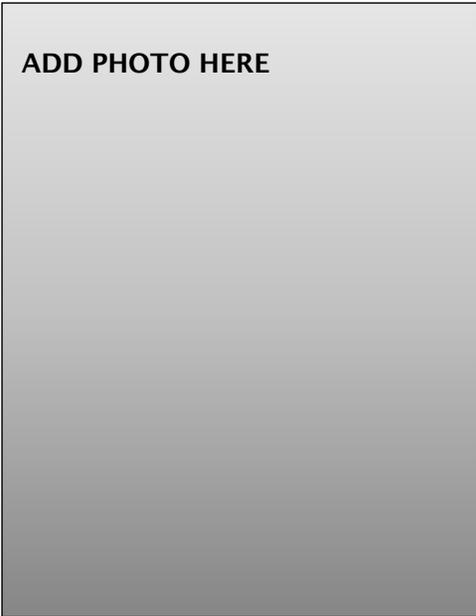
A one room log house was built on the bank of Coweta Creek, approximately ¼ mile southwest of Coweta’s present day downtown.

In 1871, the Missouri Pacific Railroad was authorized to build into Indian Territory, extending their line from Parsons, KS to the three rivers area. In 1872 a bridge was built over the Arkansas River to a point about 1 ½ miles south of the river. This was the beginning of Muscogee. Muscogee incorporated in 1889. In 1882 the Atlantic and Pacific brought a line from Vinita to Tulsa. Tulsa incorporated in 1899. In 1903 the Midland Valley Railroad established a line from Ft Smith Arkansas, through Muscogee to Tulsa.

In 1880 the Federal Government build a boarding school on Koweta’s east side, near Ben Lumpkin Road and SH 51. 60 students were enrolled. The first post office opened in 1897 and Koweta incorporated in 1901. The spelling of the name became Coweta. During the next few years, the heart of the community moved east, due in large part to the MKT Railroad running a spur line from Muscogee to Tulsa. Weigh stations along the way were located in Porter, Coweta and Broken Arrow. In 1903 the line was operational. The connection at Muscogee provided connection to Texas and to the Gulf of Mexico. Coweta was to be a weight station along that line. Although there was a Coweta Depot at one time the exact location has been lost.

Seeing the growth of the region the Arkansas Valley Townsite Company platted three new towns – Porter, Coweta and Broken Arrow. News of the railroad spurred growth in Coweta. Banks and businesses opened. National Bank (later Security Bank and Banc First), Farmers and Merchants Bank and Coweta State Bank all opened during this period. During this period merchants flourished; a Rexall Drug Store was opened. Electric lights were available in 1905 with streetlights turned on by the end of the year. By 1907, the year Oklahoma became a state, there were 1,105 persons in Coweta. In 1908 the County seat was selected with Wagoner winning the election by approximately 500 votes. Around that time Coweta had become a cotton producer with hundreds of acres surrounding the city in cotton production. The going price for a bale was typically between \$50 and \$60. Eventually, the Coweta weigh station closed in and cotton growing ceased completely in the 1960’s.

In 1933 Hwy 51 was extended east out of Tulsa to the Arkansas state line. In 1969, the Muskogee Turnpike opened, connecting Tulsa to i-40. The population of Coweta was 2,457 persons in 1970 - an increase of 1,352 persons over the 1907 census.



**DOWNTOWN:**

In 1867 the Creek Nation was divided into Districts with the political center of this District being the Coweta square. A one room log courthouse was built on the banks of Coweta Creek. Most Creek towns of the time- period had a town square that consisted of an open area surrounded by terraces or banks, a circular mound topped with a rotunda and a square terrace on which the public square stood. Family plots surrounded the square with agricultural plots beyond that. The 1891 Creek Nation census indicates that the population of Koweta was 590 persons.

The heart of the community moved east in the first few years of the 1900's when the Arkansas Valley Townsite Company platted the town, responding to the Katy Railroad running a branch line from Muskogee to Tulsa. Banks sprung up in the new downtown and merchants opened their stores - primarily along Broadway in a two block stretch from Sycamore to Pecan. The alignment continued south and intersected the Arkansas River near to the location of a keel boat crossing. Two of the original banks buildings still stand along Broadway, the National bank of commerce at Sycamore and Broadway and the Farmers and Merchants Bank at Pecan and Broadway.

The Coweta depot was located along the Katy Railroad, possibly near the current intersection of Sycamore and the railroad. The exact location of the depot is unknown. In 1907 the First Presbyterian Church of Coweta opened at the corner of Cypress Street and Bristow Avenue. It operated as a church until 1970. The building remains and placed on the National Register of Historic Places in 2003.

A number of churches were located in and around downtown in the early part of the 20<sup>th</sup> century. They included the Methodist church, the Episcopal Church, and the Missionary Baptist Church. The first school was built one block west of the Methodist Church on Division Street in 1903 and 1904. In 1907 a two- story brick building was completed, and the site was used for school, community center, courthouse and Baptist Church.

During this early period of growth, Coweta could boast of two lumber yards that carried (besides lumber), furniture, buggies and a wide range of harnesses. The first cotton gin was built in 1903, hotels were built, and gas, electricity and telephone were all available before 1910. Two movie theaters were built along Broadway not long after.



Housing in the original downtown area is primarily made up of small lots from the original Arkansas Valley Townsite plat, located between 141<sup>st</sup> Street in the north, 151<sup>st</sup> Street in the south, the Coweta creek in the west and Guthrie Avenue in the east.

Parades, bands, eating places and gathering places – downtown has history.

Over time, the Coweta’s Downtown and SH 51 have competed for retail clientele with Downtown experiencing a rise and fall of fortune as a result. The emerging trend appears to be healthy – larger chain retailers and businesses relying on easy vehicular access are locating along the Hwy with a more local, pedestrian feel in Downtown. An uptick in growth is occurring Downtown which is also healthy – this new activity Downtown can be used as a base to attract residents and visitors who will be locating in the northern portion of the City.

## **PUBLIC SERVICES**

### **Medical Facilities and Services**

Coweta has one Health Care Center – the Koweta Indian Health Center, a joint venture with the Muscogee (Creek) Nation Health Service. Services include Primary Care, Pediatrics, Vision and Dental Exams, Labs and Radiology, a pharmacy and preventative services such as diabetes prevention.

A privately owned health care and emergency clinic is also located in town. Private Practice Medical professionals in Coweta include Dental, Vision, Physical Therapy, Nutritional Advice and General Practitioners / Family Practice. Most practices are located along Hwy 51 and in the downtown area.

### **Public Utilities and Services**

The primary carriers are as follows:

- Electric – Public Service Company of Oklahoma
- Natural Gas – Oklahoma Natural Gas Company
- Internet: Cox, Windstream, Viasat, various satellite Communications





**Media / Telecommunications:**

The Wagoner County American Tribune (a subsidiary of the Tulsa World) provides once a week publication with a circulation of approximately 2,600 persons as well as on-line readers. The paper has provided news to Coweta since 1986.

**GOVERNMENT:**

The City of Coweta utilizes a Council / Manager form of Government. City Departments currently include:

- Animal Control and Shelter
- City Clerk / Treasurer
- City Engineer
- City Manager
- Community Development
- Fire
- Human Resources
- Municipal Court
- Parks and Recreation
- Police Department
- Public Library
- Public works Authority
- Vernon Cemetery



**Water and Sanitary Sewer:**

The City of Coweta owns and operates its own water and sanitary sewer plants. The primary Water source is from an oxbow of the Verdigris River. A 12” raw water feed line runs from the river to the water plant which is located at 141st Street and 353<sup>rd</sup> East Avenue. The plant can currently provide 1.5 to 4.0 million gallons per day (MGD). Current production / demand is approximately **XX** MGD. Pressure in the water mains varies from 90 pounds per square inch (PSI) to 25 PSI.

The Coweta Waste Water Treatment Plant is located on 289<sup>th</sup> Street on the east side of Hwy 72 at its intersection with the Arkansas River. The Treatment Plant has a realistic capacity of approximately .9 MGD and typically operates at approximately 100% capacity. **TALK TO CDD PLANS?** Storm water intrusion into the aging sanitary sewer system continues to be a concern.



**Community Service Districts:**

Two Rural Water Service Districts provide water and wastewater service to areas inside and outside the current Coweta City Limits. Wagoner County Rural Water District #5 provides water to much of the area immediately surrounding Coweta. District #4 provides water and sewer service to areas northwest of Coweta, generally being the area north of 111<sup>th</sup> Street South and west of 257<sup>th</sup> East Avenue. Moving to the west the limits of the District include areas south to approximately the ½ mile between 121<sup>st</sup> and 131 Streets South.

These two Districts draw water from the Verdigris River with Rural District #4 having its wastewater treatment plant located at 61<sup>st</sup> Street and 305<sup>th</sup> East Avenue and its water plant on 71<sup>st</sup> Street South and 353<sup>rd</sup> East Avenue. The Rural District #5 water plant is located on 141<sup>st</sup> Street South and 369<sup>th</sup> East Avenue.

**EDUCATION:**

**Coweta Public Schools:**

Coweta public schools’ enrollment is approximately 3,300 students. The success of Coweta Public Schools is a key element of the City’s future growth. Young and established families alike seek quality education for their children and typically evaluate the School District when considering a move to be confident in the education that their children will receive.

The Coweta School District encompasses a majority of the area within the current limits, excepting an area at the north eastern corner of 111<sup>th</sup> S and E 273<sup>rd</sup> Streets which is in the Broken Arrow District. It contains a large area of Wagoner County running north to approximately 31<sup>st</sup> Street and east from 289<sup>th</sup> Street. An area south and west of the Muskogee Turnpike, bounded on the west by County Line Road and the south by 131<sup>st</sup> Street is also in the Broken Arrow District. District boundaries realignment is not expected at this time. *See Figure 11.*





There are currently eight school sites: *See Figure 11.*

- Coweta High School (11<sup>th</sup> and 12<sup>th</sup> grades)
- Coweta Intermediate High School (9<sup>th</sup> and 10<sup>th</sup> grades)
- Coweta Junior High School (7<sup>th</sup> and 8<sup>th</sup> grades)
- Heritage Intermediate Grade Center (4<sup>th</sup>, 5<sup>th</sup> and 6<sup>th</sup> grades)
- Mission Intermediate Grade Center (4<sup>th</sup>, 5<sup>th</sup> and 6<sup>th</sup> grades)
- Central Elementary (pre-K – 3<sup>rd</sup> grades)
- Northwest Elementary (pre-K to 3<sup>rd</sup> grades)
- Southside Elementary (pre-K to 3<sup>rd</sup> grades)

Although there is a schools complex in the Downtown Core, schools are also located in residential areas of the City. Discussions with the District indicate that cooperation with developers of future subdivisions to locate new schools within the development would be welcomed. City wide safe pedestrian and bicyclist access to schools is an area that should be addressed.

Coweta Schools enrollment has stayed stable over the last 10 years with 2010 enrollment being approximately 3,150 students and 2019 enrollment being approximately 3,300 students. The District is seeing an annual growth rate of 40 to 50 students. This is expected to increase as new residential development increases.

**TABLE 1**

COWETA PUBLIC SCHOOLS				
GRADE LEVEL	2000 ENROLLMENT*	2010 ENROLLMENT*	2015 ENROLLMENT*	2019 ENROLLMENT*
Primary (PK – 3)	861	852	907	916
Intermediate (4 -6)	590	728	719	754
Jr. High School (7-8)	392	497	473	502
Intermediate High School	388	496	497	488
High School (9-12)	372	447	444	465
Total	2,603	3,259	3,288	3,369

\* Source: Coweta Public Schools



Coweta Schools students come from a diverse ethnic background with approximately 61% white and 26.5% Native American. Other ethnicities make up the rest of the student population.

Graduation rate is approximately 87% with a student to teacher ratio of 18.1 District wide. All students take the ACT Test with approximately 50% moving on to a four-year university, and 20% moving on to a two-year college. Preferred Universities include Northeastern State University, University of Oklahoma and Oklahoma State University. Proficiency leans slightly toward Literature, History and the Arts, however, the District is introducing the STEM Program (Science, Technology, Engineering and Math) to increase proficiency. Coweta’s band is among the finest in Oklahoma and the choir program is fast reaching that elite level.

In 2014 Coweta residents passed a 38.2 million dollar school bond, the core element being the new Central Elementary facility. Another major improvement was the Coweta Tigers (high School) fieldhouse and turf project. Another \$300,000 for transportation equipment was also approved. The bond will be retired in 2024, the millage rate being 30.

Currently, the Coweta District has the facilities to adequately accommodate upcoming growth, at least for the short term (potentially through 2030). It is anticipated at this time that a future school bond would be passed – Cowetans love their schools.

**Coweta Public Library**

The Coweta Public Library has over 25,387 books on hand and offers an on-line catalogue. It houses an excellent collection of genealogic resources and offers children’s services and a summer reading program.

**Regional Education Opportunities:**

A number of higher education opportunities can be found with 45 miles of Coweta. They include but are not limited to: The University of Tulsa; Oral Roberts University; Tulsa Community College; Northeastern State University; the University of Oklahoma and Oklahoma State University’s Tulsa campuses. OU and OSU have medical campuses in Tulsa and there are satellite campuses from a variety of colleges that are oriented toward degrees for working adults. The College of the Muscogee Nation is in Muscogee.

In February 2017, ground-breaking occurred on a 20-acre parcel south of the City on Hwy 51 adjacent to the Health Center. In January 2020, the City Council approved a Resolution supporting a US EDA grant application for sanitary sewer to the school site. Course offerings are expected to include: industry credentialed training in welding, nursing (including certified

nursing assistant), information technology and plumbing. The campus is expected to generate wages of \$600,000 to \$750,000 annually for instructors and support staff.

The Northeastern State University (Broken Arrow) campus was opened in 2001 and is located on the west side of the Creek Turnpike and the north side of 101<sup>st</sup> Street South. The University is geared toward working adults offering courses for third and fourth year and graduate students. Approximately 3,500 students are now enrolled, studying for one of 30 undergraduate degrees or 18 graduate degrees. Housing is not available on campus.

### HOUSING:

Housing in Coweta reflects the financial fortunes and history of the community. Two primary housing types are present, those located in or near the Downtown Core and those built more recently in the outlying areas. Lots in the downtown area are typically 25' by 140', most often they are grouped together to form a larger lot. Homes in and near Downtown are generally modest, with no Victorian Homes or other traditional / historical examples of significant examples of financial success.". Most of the units are less than 1,500 square feet in size. While the community had an early banking and railroad presence the homes from the period are modest with the predominant feel being bungalow or "shotgun" style in the 1990's a downtown renovation of sorts began. More than 50 units have been demolished and rebuilt or renovated since that time.



East of Hwy 51 and slightly north the homes were built primarily from the 50's through 80's, in small subdivisions. Those further outside the core have most often been built since the 1970's, being production housing, varying in lot size from 6,000 sf to ½ acre, with many lots being over ¼ acre in size. Land prices have historically been lower than those in Broken Arrow, accordingly, many families move to Coweta to afford a larger home.

There are approximately 3,700 units in Coweta. More than twenty percent (20%) of the City's housing stock was built prior to 1940 and another thirty seven percent (37%) was built between 1940 and 1960 - reflecting the post war home building efforts. Therefore, nearly sixty (60%) percent of the City's homes were built prior to 1960.

Approximately 33% of Coweta's residence have been built since 2000. Approximately 28% were built between 1980 and 2000 with approximately 22% being built in the 1970's. Approximately 14% were built from 1940 to 1970 with 3% being built prior to 1940. These numbers indicate that Coweta has had a relatively stable home building industry, including times of economic downturn in the oil industry and / or at the national level.



Many Coweta Neighborhoods can be dated by their architecture, typically the farther away from downtown, the more recent the construction.

### **PHYSICAL CHARACTERISTICS:**

The physical characteristics of a community can be an asset, or they may present challenges. Many times, studying the factors that attracted the first settlers to a community and the factors that shaped the form of that community can provide good ideas for the future. Some of the factors that influence the success or struggles of a community include:

#### Regional Location

- Existing Configuration
- Climate
- Transportation
- Recreation Opportunities
- Water and Sanitary Sewer
- Flooding
- Topography and Soils
- Natural Resources

Because of the existing water and sewer infrastructure (City and Service Districts) Coweta's future growth should initially be located in the area between the city limits and the Muskogee Turnpike. In the future it should grow in other areas currently served by similar infrastructure. Primary natural features in Coweta include drainage ways which are heavily vegetated. Those drainage ways should be protected when considering new development, including drainage from that development. Other natural features include rolling hills and soils suited to cotton, wheat and potentially, hemp.

### **REGIONAL LOCATION:**

Coweta is situated in the western part of Wagoner County, in northeast Oklahoma. It lies approximately 25 miles south east of the City of Tulsa and approximately 25 miles northwest of Muskogee. Coweta lies approximately 16 miles west of the City of Wagoner, the County seat. Interstate 40 can be reached via Hwy 72, being approximately 42 miles south. *See Figure 1.*



CITY	MILES	POINT OF INTEREST
Broken Arrow	13	5 <sup>th</sup> largest City in the State, Northeastern State University (NSU) Campus
Port of Catoosa	21	Furthest port inland in US. Access to Gulf of Mexico via Verdigris, Arkansas and Mississippi Rivers
Tulsa	38	2 <sup>nd</sup> largest city in State, University of Tulsa
Muskogee	44	Port of Muskogee on the Arkansas River Navigation System
Grand Lake	87	Fishing, boating water sports. 60 miles long and 73 sq mi in size
Oklahoma City	103	Capital City, Will Rogers World Airport,

**EXISTING CONFIGURATION:**

The urbanized area of Coweta is approximately 7.0 miles wide in the east-west direction (along SH 51) and 6.5 miles long in the north-south direction.

**CLIMATE:**

The hot season lasts a little over 3 months from Early June to mid-September. During that time the average daily high temperature is approximately 84 degrees. The cold season also lasts for about 3 months, from late November to late February. During that time the average high temperature is 57 degrees and the average low is 29 degrees.

**TRANSPORTATION:**

**Vehicle and Truck Travel:**

SH 51 travels through Coweta for approximately eight-and-one-half miles, from 241<sup>st</sup> East Avenue in the west to the Muskogee Turnpike in the east. The intersection of SH 51

and SH 72 (Broadway) is the “core” of the community. Hwy 72 runs south through downtown Coweta and intersects SH 62 which provides access to Okmulgee in the west and Muskogee in the east. The Muskogee Turnpike runs just north of the City limits and provide through connection to Tulsa in the west and US 40 in the south. The Oklahoma Turnpike Authority (OTA) is pursuing development of an interchange in Coweta – 273<sup>rd</sup> East Avenue is a primary candidate for the Interchange. From there, Oklahoma Department of Transportation (ODOT) is studying a connection south to SH 51, a distance of approximately three quarters of a mile.

**The Union Pacific Railroad (UPRR):** maintains a line between Muskogee and Tulsa using the alignment laid out in the early part of the 1900’s. There is no station in Coweta. The railroad system provides access to the Gulf of Mexico at Houston and New Orleans, Los Angeles and the Pacific Ocean, the Pacific Northwest, the Great Lakes, Mexico and Canada. *See Figure 2.*



**The Port of Muskogee and Port of Catoosa:**

The Port of Muskogee, 44 miles to the east is located on the McKlellan-Kerr Arkansas River Navigation system which is the nation’s most inland all-weather waterway. It provides access to Ports along the Ohio, Illinois and Mississippi Rivers and to international ports via the Gulf of Mexico.

The Port of Catoosa is located in the City of Catoosa, approximately 27 miles north of Coweta. Also on the McKlellan-Kerr Arkansas River Navigation system. This port is one of the largest and most inland ports in the United States and includes a 2000 industrial park which is home to 70 companies and nearly 3,000 workers. Access from the port to New Orleans and the Gulf of Mexico is possible.

**Tulsa International Airport:**

The Tulsa International Airport is located approximately 24 miles northeast of the City. The airport is served by American, Delta, Southwest and United Airlines, American Eagle and United Express, Allegiant Air and Frontier Airlines giving it excellent access to most parts of the nation. There are approximately 100 commercial flights per day with a little over three million passengers traveling in 2019. Air taxis and private planes also use the airport with approximately 180 aircraft being based there.

The airport is also the headquarters for American Airlines Maintenance and Engineering activities worldwide.

**Pedestrian and Bicycle Transportation**

Walking and bicycling are important means of transportation for some segments of the population, more specifically, youth and, for the fit, seniors. For this reason, it is important that traffic-safe facilities be provided for walking and bicycling throughout the community. Sidewalks and to some extent bike trails provide the principal infrastructure important for supporting these forms of transportation. Currently the Coweta bike and trail system is undeveloped. However, effort is being made toward establishing such a system and connecting it to the Tulsa Metro Area system. *Please refer to Chapters 6 and 7 for discussion of non-vehicular circulation.*

**TRANSIT:**

Coweta Transit utilizes three 18 passenger and three handicap accessible vans that seat five to seven passengers. Service is available weekdays from 8 AM to 4PM. Fees for local trips are \$2 per round trip with Children under 5 free. Longer trips cost more.



**RECREATION OPPORTUNITIES:**

There are a number of boating, swimming and fishing opportunities within 35 miles of Coweta. These include Lake Bixhoma (9 mi), Skiatook Lake (35 mi), Sequoyah State Park (24 mi) lake Yahola, (22 mi). Sequoyah State Park, 2,200 acres in size, is located 8 miles east of the City of Wagoner on Lake Fort Gibson and includes a lodge, golf, horseback riding and a nature center.

The Golf Club of Oklahoma is a private club with a course designed by Tom Fazio. The Club is open to the public for weddings, receptions, business and team building events.

**City Parks:**

The City of Coweta prepared a Parks Master Plan in 2008. That document provides good information regarding the needs for parks, parks standards and the facilities existing in the City at that time. That Plan is still useful and is available to be regularly utilized by the Public Works Department to identify new improvements and prioritize maintenance. An update to the Plan should be prepared as budget permits. ***See Volume Two, 2008 Coweta Parks Master Plan.***

**EXISTING PARKS:**

- Centennial Plaza
- Graham Park
- Jimmy Lee Campbell Park
- Roland Park
- Sports Complex

**Total Park Area = 102 acres**

The 2008 Plan based parks needs on population and on location of population concentrations. Over the past twelve years population and density patterns have stayed relatively stable. That Plan identified needs for improvements at existing facilities and construction of new park sites. Recommendations at that time were A new Neighborhood Park north of 12<sup>st</sup> Street, a Community Park north of 121<sup>st</sup> Street, a new Community Park Downtown and a dog park at Cottonwood Acres.

The National Recreation and Park Association standards for park area indicate that a typical park and recreation agency provides approximately 9.6 acres of park land per 1,000 residents. Although current park / recreational acreage equals approximately 10 acres for every 10 persons, current growth rates and the anticipated growth to **2030** appear to increase the need for additional park space and access to the parks (particularly by non-vehicular means).

A bicycle / pedestrian trail system, on 141<sup>st</sup> Street, 241<sup>st</sup> East Avenue, 101<sup>st</sup> Street and along Coweta Creek, is being recommended, drawing in part of the INCOG GO Plan. This concept fits well with the “Safe Routes to School” concept and the goal for youth to travel safely without the use of the motor vehicle. ***See Chapter 7 for additional information.***



## **ENVIRONMENTAL CHARACTERISTICS:**

### **TOPOGRAPHY AND DRAINAGE:**

The topography of Coweta is primarily gently rolling. A number of drainage ways cut through the area, the largest of which is Coweta Creek which bisects the City and empties into the Arkansas River approximately 2 ½ miles south of Downtown.

Drainage flows from the western border of Wagoner County east to Coweta Creek and from the high point east of 305<sup>th</sup> East Avenue west to the Creek. The area east of the high point flows east to the Muskogee Turnpike.

Drainage ways and low-lying areas in Coweta limit development area and create drainage challenges along roadways – particularly when looking to widen roads and / or create trails.

*See Figure 19 for the location of drainage ways in the City.*

**SOILS:** Soil type and condition can impact ease, cost and success of development. Soils Information for Wagoner County has been taken from USDA Natural Resource, Conservation Service which provides graphic representation of areas of soils limitations for dwellings, septic systems and roads. Although this information is helpful from a general perspective, additional evaluation should occur on a project by project basis. Soil types in the Coweta area are generally categorized as being appropriate for residential construction with potential moderate challenges related to road construction and use of septic tanks. Septic systems are typically not allowed in the City Limits.

The Maps from the Web Soil Survey are based on a system which preserves direction and shape but distorts distance and area. They also include more than one soil survey area. These survey areas may have been mapped at different scales, with a different land use in mind, at different times, or at different levels of detail. This may result in soil properties and interpretations that do not completely agree across soil survey area boundaries.

### **DWELLING UNITS (and Commercial Development):**

This category includes dwellings and structures of three stories or less. For construction without basements, the foundation is assumed to consist of spread footings of reinforced concrete built on undisturbed soil at a depth of 2 feet or at the depth of maximum frost penetration, whichever is deeper.

The ratings for dwellings are based on the soil properties that affect the capacity of the soil to support a load without movement and on the properties that affect excavation and construction costs. The properties that affect the load-supporting capacity include depth to a water table, ponding, flooding, subsidence, linear extensibility (shrink-swell



potential), and compressibility. Compressibility is inferred from the Unified classification of the soil. The properties that affect the ease and amount of excavation include depth to a water table, ponding, flooding, slope, depth to bedrock or a cemented pan, hardness of bedrock or a cemented pan, and the amount and size of rock fragments.

Much of the area in and around Coweta has been rated as “Not Limited” or Somewhat Limited”. “Not limited” indicates that the soil has features that are very favorable for the specified use. Good performance and very low maintenance can be expected. “Somewhat limited” indicates that the soil has features that are moderately favorable for the specified use. The limitations can be overcome or minimized by special planning, design, or installation. Fair performance and moderate maintenance can be expected.

#### SEPTIC SYSTEMS:

In the soils study, only that part of the soil between depths of 24 and 60 inches has been evaluated. The ratings are based on the soil properties that affect absorption of the effluent, construction and maintenance of the system, and public health. Saturated hydraulic conductivity (Ksat), depth to a water table, ponding, depth to bedrock or a cemented pan, and flooding affect absorption of the effluent. Stones and boulders, ice, and bedrock or a cemented pan interfere with installation. Subsidence interferes with installation and maintenance.

Much of the area in and around Coweta is generally categorized as “Very Limited” for septic system installation and use. “Very limited” indicates that the soil has one or more features that are unfavorable for the specified use. The limitations generally cannot be overcome without major soil reclamation, special design, or expensive installation procedures. Poor performance and high maintenance can be expected.

#### LOCAL ROADS AND STREETS:

Local roads and streets have an all-weather surface and carry automobile and light truck traffic all year. They have a subgrade of cut or fill soil material; a base of gravel, crushed rock, or soil material stabilized by lime or cement; and a surface of flexible material (asphalt), rigid material (concrete), or gravel with a binder. The ratings are based on the soil properties that affect the ease of excavation and grading and the traffic-supporting capacity. The properties that affect the ease of excavation and grading are depth to bedrock or a cemented pan, hardness of bedrock or a cemented pan, depth to a water table, ponding, flooding, the amount of large stones, and slope. The properties that affect the traffic-supporting capacity are soil strength (as inferred from the AASHTO group index number), subsidence, linear extensibility (shrink-swell potential), the potential for frost action, depth to a water table, and ponding.

Much of the area in and around Coweta is generally categorized as “Very Limited” for local road and street construction. “Very limited” indicates that the soil has one or more features that are unfavorable for the specified use. The limitations



generally cannot be overcome without major soil reclamation, special design, or expensive installation procedures. Poor performance and high maintenance can be expected. The City of Coweta and Wagoner County are very familiar with the limitations of the soil and methods to construct and maintain successful streets. *See Figures X, X and X*

### DEMOGRAPHIC CHARACTERISTICS

To prepare a Plan for the future it is wise to evaluate and understand the historic economic and social aspects and trends of community. Population has grown slowly in Coweta from its inception with slightly more rapid growth from 1970 on.

However, it is anticipated that the last half of the 2010’s decade and the decade of the 2020’s will show significant growth – well beyond the traditional growth curve. Social factors (age, ethnicity, education, income and similar) should also be evaluated when preparing statements for goals of the future.

#### HISTORIC POPULATION:

As noted in the Overview at the beginning of the Chapter, the boom time in Coweta was during the earliest part of the 20th Century, with much of that growth prior to 1910. During that time, the railroad came to Coweta, and banks and businesses sprouted. Oklahoma became a State and Wagoner County was born.

HISTORIC POPULATION:		
	City	County
1910	1,187	22,086
1920	1,318	21,371
1930	1,274	22,428
1940	1,455	21,642
1950	1,601	16,741
1960	1,858	15,673
1970	2,457	22,163
1980	4,554	41,801
1990	6,159	47,883
2000	7,139	57,491
2010	9,943	73,085
2018	9,944	80,110
Estimate		
*US Department of Commerce, Census Information		

Coweta has traditionally weathered downturns in the national economy well. Population grew by 14% in the 1930’s (Depression), 35% in 1980’s (Oil) and 39% in the first decade of the 21<sup>st</sup> Century (Recession). Although 2018 American Community Survey (ACS) estimates show very moderate population growth it is anticipated that the 2020 Census will show a population of something over 12,500 persons. Estimates for Wagoner County show that population growth – increasing from 73,082 in 2010 to 80,110 in 2019. The bulk of Wagoner County growth has been around and west of Coweta.

The State of Oklahoma grew from 1,657,155 persons to 3,751,351 (44%) from 1910 to 2010. Projected population in 2020 is approximately 3,956,971.

*See Appendix XX for additional historic data. APPENDICES – 2<sup>nd</sup> VOLUME - IDENTIFY*

#### POPULATION TRENDS AND PROJECTIONS:

To plan for the future needs of Coweta, it is important to establish a picture of what the size of the community will be during the planning period.



This information enables the City to plan for services such as police and fire; infrastructure such as roads, water and sewer; and, to evaluate its stated goals policies and objective for the future.

Population is subject to shifts caused by births, deaths, and migration both into and out of the community, in large part due to economic conditions and perceived quality of life. The 1994 Comprehensive Plan for Coweta utilized US Census Bureau and Oklahoma Department of Commerce (ODOC) data for their projections. Currently, ACS and ODOC estimate approximately 9,944 residents. As noted above, this is in line with traditional growth projections. However, City Officials and Staff believe that the uptick in residential growth (2017-2020) will increase the 2020 population to more than 12,000 persons. Additionally, recent residential construction in the County adjacent to the City will increase the numbers of persons in the immediate vicinity.

<b>POTENTIAL GROWTH 2030:</b>	
Additional Homes	3,000
Additional Area for Commercial Use	150 ac+

Given the historically slow growth of Coweta’s population, a significant population increase in the next decade (to **2030**) has not been considered likely. However, recent indications are that the Oklahoma Department of Transportation (OTA) will be locating an interchange at either 273<sup>rd</sup> East Avenue or 257<sup>th</sup> East Avenue and the Muskogee Turnpike within the next five to seven years. Given this major new source of vehicle access to Coweta, population and highway commercial land use is anticipated to increase rapidly – beyond previous expectations. *See Chapter 4 for discussion of growth producing factors and growth potential.*

**Age:** Understanding the current and historical and trends is a key element to planning for the anticipated needs of the community. The age composition of the population has a significant impact directly affects planning efforts for elements, such as parks, recreation, housing, and public / private services.

**AGE FACT:**

Average Age has stayed relatively constant over the past 20 years.

2000	31.1 years
2010	33.6 years
2020	32.9 years

Young adults (25 to 44) make up 30% of the population.

**TABLE 2**

AGE	2000 (%)	2010 (%)	2017 (%)
<b>Under 5</b>	<b>8.7</b>	<b>8.3</b>	<b>9.2</b>
<b>5 to 18</b>	<b>24.9</b>	<b>23.2</b>	<b>22.6</b>
<b>20 to 24</b>	<b>6.7</b>	<b>5.7</b>	<b>5.2</b>
<b>25 to 44</b>	<b>31.0</b>	<b>28.6</b>	<b>29.5</b>
<b>45 to 59</b>	<b>16.7</b>	<b>18.4</b>	<b>17.2</b>
<b>60 to 75</b>	<b>7.7</b>	<b>11.5</b>	<b>10.0</b>
<b>Over 75</b>	<b>4.2</b>	<b>4.4</b>	<b>6.3</b>

As can be noted from the Table, the general age makeup has stayed consistent during the past 20 years. Also to be noted is the fact that more than 45% of the population is made up of adults during their prime working years (25 to 59).



**See Chapter 4 for additional information.**

**Ethnicity:**

The ethnic composition of Coweta remains relatively stable with Whites comprising slightly more than three quarters of the population. Native Americans comprise approximately 8% of the population with and African Americans and persons Hispanic / Latino ethnicity comprising approximately 6%.

In Coweta, the White population has increased slightly and those residents who identify themselves as “one race” has decreased by approximately 2%. The Native American Hispanic populations have decreased by approximately 2%.

**Marital Characteristics:**

**MARITAL FACT:**

Coweta has a large percentage of singles (never married, those widowed and divorced) when compared with the State of Oklahoma.

Estimates of “marital status” are based on those persons who are 15 years of age and older. In Coweta, approximately 7,166 persons (75%) are included in this age range.

The population is split 48% male and 52% female. Approximately 28% of males over 15 and 23% of females over 15 have never been married. 7% of the total population over 15 is widowed and 15% has been divorced. Just over one-half (51%) are married and 25% have never married.

By comparison, it is of interest to note that the percentage of “never married” persons in City is relatively low compared to the state of Oklahoma (25.3% to 28.6%). Divorcees in Coweta slightly outpace the State (15.2% to 13.1%). **See Chapter 4 and Appendix 1** for additional information.



<b>HOUSEHOLD FACTS:</b>		
<b>Total Households</b>	3,449	
<b>Family Households</b>		
2010	2,760	75%
2017	2,479	72%
<b>Husband / Wife Families</b>		
2010	2,021	55%
2017	1,722	50%
<b>Families With Related Children under 18 Years</b>		
2010	1,497	40%
2017	1,412	41%
<b>Single Person Households</b>		
2010	787	21%
2017	776	23%

**Household Characteristics:**

“Households” addresses the persons who live in the homes in Coweta, not to be confused with “Housing”, below addresses the unit itself, its size and cost. Most household characteristics in Coweta, (2017 estimates), have remained relatively unchanged when compared with the 2010 Census. Total number of households has decreased slightly from 3,701 to 3,449 with household size rising slightly from 2.66 to 2.75 persons. This is due in part to the de-annexation of several existing subdivisions during the early 2010’s. Family size has risen from 3.07 to 3.19

Coweta households continue to include a large percentage of two person households (33.9%) and households including four or more persons (25.4%). Single person households have risen to 23%. As such, one and two person households now make up more than half (56%) of the total.

Nearly 13% of Coweta households are single parent. 32.5% of households include at least one person over 60 years of age. In summary, Coweta continues to be largely family oriented in a traditional sense. However, it should be noted that household characteristics are changing. This change should be studied when 2020 Census data is available and should be considered when identifying housing needs.

*See Chapter 4 and Appendix X for additional information.*

**“Tapestry” Information:**

Esri is an international ARCGIS company that provides statistical data in a variety of areas. One type of data is their “Tapestry Segmentation” system which classifies US neighborhoods based on their socioeconomic and demographic composition. Although generalized to cover the entire nation, a brief summary of Tapestry information provides a valuable 2015 snapshot of life in the households of Coweta.

- Southern Satellites” (22.5%). These residents are mostly married couples with no children, a number of multigenerational households are present. Approximately 78% of these residents own their homes. Median household income and value tend to be below average. These residents enjoy country living and outdoor activities.



- “MiddleBurg” (20.5%): Family Landscapes. These neighborhoods transformed over the last decade from easy country living to semi-rural subdivisions. Median age of these residents is approximately 36 years (nationwide) for these conservative, family-oriented consumers. More country than rock and roll these residents are thrifty, willing to carry some debt and already investing in their futures. They are electronically savvy, comfortable with their smartphones and mobile devices. They prefer to buy American and travel in the US. A younger market growing in size and assets.
- “Heartland Communities” (17.2%): Well settled, close-knit, semi-rural and semi-retired these older householders are primarily homeowners with many having paid off their mortgages. Their children have moved away but they have no plans to leave home. Traditional and patriotic, they support their local businesses, always by American and prefer driving vacations over foreign plane trips. They trust TV and newspapers over any other media.
- “Traditional Living” (17.1%) Hometown. These residents live in low density older neighborhoods with a mix of married couples and singles. Many families include two generations who have lived and worked in the community – their children may follow suit. Primary employment sectors are manufacturing, retail trade and health care. This is a younger market of beginning householders with youthful interests in style and fun.
- Rustbelt Traditions” (14.2%): GenXurban. A mix of married of married couple families and singles who live in communities of married couple families and singles. This work force is primarily white collar with concentrations of workers in manufacturing, retail trade and health care. These stable, hard-working consumers have modest incomes but an average net worth of nearly \$400,000. Family oriented, they value time at home. They have lived, worked and in the same area for years.
- Green Acres” (7.2%) Cozy Country Living. These residents enjoy country living and self-reliance. As avid do-it-yourselfers, they maintain and remodel their own homes, owning all the necessary power tools to do the work. Gardening and maintaining their large lots, they enjoy outdoor living such as camping, hunting and fishing and even golf. Self-described conservatives they tend to be pessimistic about the future but are heavily invested in it.
- “Salt of the Earth” (1.3%): Cozy Country Living. These citizens generally are older and have children that have moved away. They cherish family time, vegetable gardens and making homemade meals, embrace the outdoors and spend much free time preparing for their next fishing, camping or boating trip. The majority has some college education and has worked in manufacturing and related industries and possess good “hands on” skills. They use technology but prefer face to face interaction. Their household income tends to be in line with the national median, and their net worth nearly double the national median.



- “Comfortable Empty Nesters” (0.1%): GenXurban. Residents in this growing segment are older (nearly half 55 years or more), Median age (nationwide) is 48 years of age. Many still live in the town where they grew up. Most are professionals working in government, health care or manufacturing, earning a comfortable living and benefitting from years of prudent saving and investing. Their net worth is well above average and many are enjoying the transition from child rearing to retirement. They value their health and financial well-being.

**For Additional Information See [Appendix X](#)**

**ECONOMIC CHARACTERISTICS:**

The economic health of a community can be evaluated in part by looking at items such as the level of educational attainment, the number of and types of jobs available in the city, employment rates, personal income, and housing starts.

Coweta has traditionally provided affordable housing to working families and good value per square foot to families looking to purchase a larger home. The City provides a relatively in-expensive source of housing to many residents whose work is located in Broken Arrow or Tulsa. Median Household Income has risen to \$51,515 with a Median Mortgage / Rent being \$900 per month. The majority of residents work in Management, Business, Education and Health Services with a large number in Sales and Service Occupations.

The 2020 COVID 19 virus has significantly impacted employment across the nation. Definitive unemployment numbers are not available at this time.

**EDUCATION:**

	2010		2018	
	18 -24%	25 UP%	18-24%	25 UP%
< 9 <sup>th</sup> Grade		4.9		1.9
HS No degree	17.5	14.7	24.5	7.8
HS Degree	32.8	36.4	29.2	33.3
Some College	45.2	25.1	36.5	26.7
Associate		6.1		9.5
Bachelor	4.5	8.2	9.8	14.6
Post Graduate		4.5		6.2

Source: ACS Table 1501

**Educational Attainment:**

Coweta residents, as a whole, have made strides in the levels of education they have received. More than 36% have some college and another 20.8% have a college or bachelors or advanced degree. As a whole, more than 90% have achieved at least a High School diploma.

Coweta has an educated work force able to perform a wide range of technical, vocational and professional tasks.



**TABLE 3**

EDUCATIONAL ATTAINMENT	Workforce Participation (%)	Unemployment (%)	Median Wage (Male over 25)	Median Wage (Female over 25)
<b>Less than High School Diploma</b>	42.4	12.2	\$31,196	---
<b>High School Graduation</b>	78.9	6.2	\$34,452	\$22,500
<b>Some College</b>	77.8	3.0	\$43,750	\$28,425
<b>Bachelor's Degree / Higher</b>	91.9	2.3	\$50,179 / \$75,694	\$39,844 / \$41,991

*\*Source: S 2301 ACS 2018 5-year estimate \*Source s2001 ACS Earnings Past 12 months*

**Employment Types:** Nearly all of Coweta’s 4,312 workers are employed in five major types of employment:

- Management, Business, Sciences, Arts: Management, Computer Technology Engineering and Science, Education; Community Service and Media; Health Care.
- Sales and Office: Sales and Administrative Office Support.
- Service: Healthcare support, fire and police, food preparation and serving, building and grounds maintenance, personal care and service.
- Natural Resources, Construction and Maintenance.
- Production, Transportation and Material Moving. Note that 490 persons (11.3%) work in production and approximately 30% of the workforce is employed in a labor-intensive occupation.

PRIMARY EMPLOYMENT TYPES:	
Management, Business, Sciences, Arts:	27.4%
Sales /Office	23.3%
Service:	18.5%
Production, Transportation, Material Moving:	15.7%
Construction, Maintenance, Natural Resources:	14.9%

*Source: ACS 2013 - 2017 DP03*

**Travel to Work:**

As noted above, a majority of Coweta’s residents enjoy the feel of a smaller community feel and the associated savings in housing cost. Conventional wisdom indicates that most residents commute long distances to experience this lifestyle. Upon further review, it is of interest to note that 21.3% of residents travel less than 15 minutes and 51.5% travel less than 30 minutes. 38.4% travel between 30 and 45 minutes.



92% of residents commute to work with 86% driving alone. A significant percentage of workers (12.7%) leave home between Midnight and 5:00 AM with the large majority (71.2%) leaving home between 5:00 AM and 8:00 AM. 19.9% of households operate one vehicle, 47.6% operate two vehicles and 31.1% operate three vehicles or more. 2013-2017 ACS estimates indicate that 69% of residents work outside of Wagoner County. However, when compared with more recent data it appears that this trend may be changing.

**Employers:**

More recent data (*INCOG XXX 2019*) indicates that there are approximately 475 employers in the City with another 40 nearby in the County. The large number of the small businesses employ less than 10 people. Government, Walmart and Coweta Schools employ more than 150 persons. These 500+ employers provide jobs to approximately 3,500 persons – approximately 80% of the available work force.

This data appears to indicate that small businesses, located closer to town make up the backbone of employment in Coweta. From that, it appears that many Cowetans bring their business to town or create one so that they can work near where they live. This trend should be evaluated when 2020 Census Data is available. Given recent growth in Coweta (2015 – 2020) it is also possible that the Coweta work force has grown. As noted previously, new construction will bring additional employees.

Most businesses in Coweta located along Hwy 51 or Broadway and have less than 20 employees. The majority of the remainder are scattered in or near the Downtown area. A large number of these business are retail sales oriented and / or hospitality (food and overnight stay), banks and financial services. Auto repair, some auto sales, grocery, food service and convenience stores are also present. Some doctors’ offices and clinics are present.

Small manufacturing operations are present including the makers of storm shelters and metal buildings, welders and metal fabrications. Contractors, a lumber yard and insulation manufacturers and automobile repair are among the blue-collar businesses that employ nearly one half of the residents. Largest employers include the City of Coweta, Coweta Public Schools, Walmart and Bluebell Ice cream.



**TABLE 4**

MAJOR EMPLOYMENT TYPES	2020
<b>Construction and Contractors, Trucking, Landscaping</b>	434
<b>Social and Individual Services, Churches and Youth / Senior Day Care</b>	188
<b>Department and Convenience Stores, Clothing, Furniture, Appliances</b>	351
<b>Grocery, Drug Stores, and Liquor Stores</b>	374
<b>Auto Sales, Auto Parts, Auto Service, Tires and Gasoline</b>	115
<b>Restaurants and Food Service, Hotels</b>	327
<b>Banking, Insurance, Attorneys and Accounting, Real Estate</b>	514
<b>Health Care</b>	346
<b>Schools and Education</b>	483
<b>Government</b>	173
<b>Farms, Ranches, Veterinary and Pet Care, Farm and Garden Sales</b>	84
<b>Manufacturers and Equipment Wholesale</b>	144
<b>Other</b>	

EMPLOYER FACTS:	
1 - 4 Employees	66.6%
5 - 9 Employees	19.1%
10 - 19 Employees	8.2%
20 - 49 Employees	4.4%
50 - 99 Employees	1.1%
100 + Employees	0.5%
46% of jobs are "Blue Collar"	
53% of jobs are "White Collar"	
<a href="http://www.zoombroker.com">www.zoombroker.com</a>	

*See Chapter 4 and Appendix X for additional information*

**Employment:**

Current (pre-COVID-19) unemployment estimates for the residents of the City of Coweta vary from 3.5% to 6%. However, the 2020 pandemic significantly increased unemployment rates nationwide. Therefore, it is not possible to estimate unemployment at this time.



**FINANCIAL SUPPORT FOR FAMILIES WITH CHILDREN UNDER 18: Food Stamps (SNAP) Cash Public Assistance, Social Security**

Total Families with Children Under 18 years: 2,825  
 Receiving Support: 57%  
 • Married Couple: 16.5%  
 • Single Male: 17.0%  
 • Single Female: 66.5%

More than 36% of all families (with children under 18) who receive support are headed by Single Females.

*\*Source: INCOG: Coweta Stats America*

**INCOME CHARACTERISTICS:**

**PERSONAL INCOME:**

Current US Census estimates indicate that Median Income in Coweta (for all workers over 16 years of age) is \$31,102 for males and \$23,919 for females. For full time workers these figures increase to \$40,557 for males and \$36,179 for females. Median Income for Households is \$51,151 indicating that the majority of households in the City (75.1%) include more than one full time wage.

The median income for the majority of males (63.1%) falls between \$25,000 and \$65,000. The median income for the majority of income for females (71.1%) falls between \$15,000 and \$50,000. It is of interest to note that females outpace males (31.1% to 28.8%) in the \$35,000 to \$49,000 wage range. Approximately 32% of full-time workers earn between \$15,000 and \$34,999 per year.

7.4% of Coweta residents have supplemental Social Security Income, and 15.7% have retirement income. 11.3% are assisted with Food Stamp / SNAP Benefits. *\*S2001 ACS 2013 to 2017 Estimate, one-year earnings \*DPOC ACS 2013 to 2017 estimate*

**HOUSEHOLD INCOME:**

The median household income for Coweta, according to the US Census ACS 2017 Estimate is \$51,151 a 15.4% increase over 2010 (\$44,331). The poverty rate in Coweta is currently estimated at 12%, lower than the national average of 13%. The median income for Oklahoma households is \$51,424 and for those in the Tulsa Metropolitan area \$55,633

The median family income is (different than household income) is \$55,016 (\$4,845 per month).

Income for Coweta residents should be also be evaluated in terms of potential net worth. It appears that the value of residential real estate in Coweta (an in fact in the region) is on the rise. Given that most residents have owned their homes long enough to experience some level of equity increase, this should be included in the evaluation.



**TABLE 4**

Income	Total (%)	Families (%)	Married Families (%)	Couple	Non-Family (%)
	100.0	72.7	49.9		28.1
<\$10,000	4.5	5.0	0.8		6.1
\$10,000-\$24,999	14.6	7.9	6.3		30.2
\$25,000 - \$49,999	29.5	30.2	25.1		31.7
\$50,000-\$74,999	36.4	22.2	23.9		20.5
\$75,000 - \$100,000	14.0	16.2	21.5		3.7
\$100,000 +	15.4	18.5	22.4		7.7

Source: ACS 2013 - 2017 Estimates, Table S1901

**HOUSING:**

**GENERAL CHARACTERISTICS:**

- There are 3,737 housing units in Coweta. 3,449 of those are occupied (92.3%). This occupancy estimate is slightly below the 2010 Occupancy Rate of 92.7%. Of the currently occupied units, 72.6 are occupied by owners, 27.4% are occupied by renters.
- 2010 Census data indicated 3,701 total units with 5,250 occupied (83%). 65% of those were occupied by owners with 35% occupied by renters.
- 83.7% of all housing units are single family detached units with another 6.3% being made up of two to four attached units in one structure. 5.4% of homes within Coweta are located in buildings of 5 to 20+ units. 3.9% of homes in Coweta are mobile homes. Therefore approximately 18% of Coweta’s residents live in a housing type that is not detached single family residential.
- More than 80 percent of the homes in Coweta have either two or three bedrooms. 15.5% of homes include two (2) bedrooms and 64.9% include three (3).



- 33% of all homes in Coweta were built since 2000. Nearly 28% were built in the 1980’s and 1990’s and another 22% were built in the 1970’s. This accounts for approximately 83% of the City’s housing stock. 117 homes were built prior to 1940.
- Residents in Coweta tend to stay in their homes for a significant period of time. Approximately 37% have lived in their current home for more than 10 years with another 35% living in their home for more than six years. Nationwide, average length of homeownership is approximately 8 years and 1 month.

**See Appendix 1. Source: 2010 Census Table QT-P11 Source: ACS 2013 - 2017 Estimates, Table DP-04**

MEDIAN HOME VALUE	
\$0 to \$50,000	7.3%
\$50,000 to \$99,000	21.8%
\$100,000 to \$149,000	32.2%
\$150,000 to \$199,000	26.2%
\$200,000 to \$299,000	10.3%
\$300,000 and Above	2.2%

**Median Home Value:**

The 2013 - 2017 American Community Survey (ACS) Estimate for Median Home Value in Coweta is \$132, 000. Review of current estimates by others indicates that the Median Home Value in Coweta is currently estimated at approximately \$161,000. This is approximately a 10% increase over January 2017 estimates and an 18% increase over February 2010 (\$132,000). By comparison, Median Home Value in Broken Arrow is approximately \$179,000 and is \$171,000 in Wagoner County.

*Source: ACS 2013 - 2017 Estimates, Table DP-04*

**TABLE 5**

LOCATION	Median Home Value Estimated	Median Home Value Listed	Median Home Value Sales	Median Price Per Square Foot	January 2017	January 2021 Estimate
Coweta	\$160,871	\$176,950	\$168,500	\$116	\$145,000	\$169,000
Broken Arrow	\$179,393	\$214,728	\$182,000	\$105	\$166,000	\$186,000
Wagoner County	\$171,054	\$187,900	\$174,400	\$108	\$153,000	\$179,000

*Source: Zillow Home Value Index, January 2020*



### Monthly Housing Costs:

- It is of interest to note that 31.2% (782) of owner-occupied units do not have a mortgage. This is 22.6% of total occupied units in the City.
- Of those with a mortgage, 34.3% have Selected Monthly Owner Costs (SMOC) between \$500 and \$999 per month. SMOC includes mortgage, taxes, insurance and utilities. 53.6 are between \$1,000 and \$1,499 per month.
- Of those who rent, Gross Rent is less than \$500 for 15.4% of households and between \$500 and \$999 for 55.3% of households. 27.8% pay between \$1,000 and \$1,500 per month.

Many government agencies consider housing costs exceeding 30% of gross income as generally being “excessive”. In Coweta:

- For owner occupied units paying a mortgage; 27.2% pay more than 30% of their gross income. Of those, 23.3% pay more than 35% of their income. For those without a mortgage 13.2% pay more than 30%.
- For those who rent, 46.1% pay more than 30% of gross income.
- Approximately 0.3% of mortgages are delinquent.

*Source: Zillow Home Value Index, January 2020*

*Source: ACS 2013 - 2017 Estimates, Table DP-04*

**See Chapter 4 and Appendix X** for additional information



**BUILDING ACTIVITY:**

**Residential Building Activity**

In Coweta, residential construction has traditionally stayed relatively stable, despite economic condition. New home construction averaged 68 per year in the 1970's, 39 per year in the 1980's, 47 per year in the 1990's and 91 per year in the first decade of the 21st Century. From 2010 to 2015 145 Permits were issued (29 per year). However, significant increase has occurred in the period from 2015 to 2020 with 315 Permits being issued.

**NEW CONSTRUCTION:**

More than 315 Residential permits for new construction were pulled between January 1, 2015 and February 29, 2020.

More than 80 Commercial Permit pulled in same time period - remodel, new construction, Certificate of Occupancy (C of O)

Currently, there are 740 lots in the mapping process that are being readied for single family home construction. 50 multi-family units have been built since 2017 with 56 under construction. Discussion with local real estate professionals indicates that homes in Coweta are currently remaining on the market for an average of approximately 53 days. New subdivisions are located in the northeastern part of the City in the vicinity of 111<sup>st</sup> Street and 273 East Avenue and in the southern part of the City on 151 East Avenue east of 273<sup>rd</sup> East Avenue. *See Figure 17.*

**Overall Permit Activity:**

Building permits / housing starts and Sales Tax are two traditional indicators of a City's economic health. As noted above, building activity has increased during the period from 2015 to the present with the majority being residential in nature.

In the period from 2015 to the present, activity along SH 51 has include construction by churches, ministorage, car wash, Wal Mart remodel, pharmacy, general store, gas / convenience (Quick Trip), professional offices, fast food, coffee and pastry shops and auto supply store (O'Reilly). Significant commercial efforts in Downtown Coweta included RCB Bank and Taco Bueno.

In the period of between January 1, 2015 and February 29, 2020 1,435 permits of all types (electrical, plumbing, mechanical, signs) were pulled. This equates to an average of approximately 23 per month. Construction is strong and growing in Coweta.



**TABLE 6**

BUILDING PERMITS 2015 - 2020						
	2015	2016	2017	2018	2019	2020*
Residential	40	42	89	34	90	22
Commercial	18	23	15	9	17	0
All Types	246	265	317	254	305	48

*Source, City of Coweta 2020*

*\*Through February 2020*

**Downtown:**

Downtown Coweta was established and grew in one great growth spurt during the early part of the 20<sup>th</sup> Century. Since that time, there has been a relatively small amount of new construction in the downtown area. Projects of note since the year 2,000 include the Central Elementary School and Taco Bueno both located along Broadway between Chestnut and the Railroad Overpass. Coweta City Hall was located in a completely renovated structure at the southwest corner of Pecan and Broadway. In the late 1990’s, the City completed sidewalk and lighting improvements along Broadway, a two block stretch from west of Chestnut to Cypress Street.



Also during the late 1990’s, a significant amount of new residential construction was completed in the downtown area. During that period, aging and dilapidated housing was removed to accommodate approximately 50 new homes, most of them ranging from 1,100 to 1,500 square feet in size. This new construction in a way spurred a rebirth of downtown housing, encouraging owners to renovate / refresh their existing homes. Housing in the downtown area is generally in good repair, a number of vacant lots are available, most of them 25’ x 140’ in size and adjacent to a vacant similar sized lot.

In 2019 RCB Bank completed a major façade renovation which significantly impacts the character and “feel” of downtown. A future project of note is the potential renovation of the Police and Fire Facility located at the northwest corner of Chestnut and Broadway.



Given the age of many of the remaining structures along Broadway, maintenance and stability can be challenges in renovating the structures. Another challenge is the grade difference between the structures of the street with some of them being accessed via a “step” before reaching the sidewalk. Parking downtown appears to be sufficient with diagonal parking along Broadway and area for parking in the rear of the buildings that face Broadway. Downtown Coweta’s main street doubles as HWY 72, a significant route to south county. As such it experiences a significant amount of truck traffic. Current discussion over potential height of structures in the downtown area appears to indicate that there is potential for increase to three stories. Availability of fire- fighting equipment is a constraint at this time.

There is interest in, but as yet no movement toward creating residential apartments over retail commercial space in the downtown area. Also, commercial development is current concentrated along Broadway, not spreading laterally.

**Cost of Construction and Price of Leased Space:**

One of the ways that new construction is of value to the Community is that it creates equity for the owner which can then be leveraged / loaned against, increasing funds available for other purchases and investment. It can also increase the City’s overall bonding capacity.

Currently, the average cost of residential construction is approximately \$100 per square foot, the average cost of retail commercial construction is approximately \$120 per square foot. No industrial space has been added recently.

As noted above, Single Family Residential average sales price is approximately \$108 per square foot for properties not on acreage. Retail commercial space leases for approximately \$XXX per square foot in the downtown area and XXX along Hwy 51



**REVENUE SOURCES:**

Revenues in Coweta come from numerous sources:

**TAXES:**

- Sales Tax
- Use Tax
- Hotel / Motel Tax
- Gross Receipts Tax
- Franchise Tax

**LICENSES AND PERMITS**

- Business Licenses
- Park and Recreation Fees
- Building Permits

**CHARGES FOR SERVICES**

- Fees for Fire and Ambulance Runs
- Zoning Fees
- Animal Shelter Fees
- Water and Sewer Usage Fees
- Reimbursements for Services

**INTERGOVERNMENTAL**

- Alcohol Beverage Tax
- Gasoline Excise Tax
- E 911 Tax
- Tobacco and Various Grants

**FINES AND FORFEITURES**

**OTHER REVENUE**

**INVESTMENT INCOME**

**CITY BUDGET AND REVENUE:**

**FISCAL YEAR 2019-2020**

The Coweta FY 2020 Budget is a "... balanced budget that is focused on maintaining service levels while addressing the long -range infrastructure needs of the community." The annual budget allows the City to review its history and to look into the future.

Some of the basic elements addressed by a successful City Budget include:

**Personnel and Equipment**

Personnel includes salaries and benefits for the Staff that keep the City operating. These include Administrative and Finance personnel, Public Works, Building and Community Development and Health and Safety personnel (Police and Fire). These Staff members have equipment needs including computers, personal protection equipment, machinery for street maintenance and piping repair and, police and fire vehicles.

**Infrastructure**

Infrastructure refers to the basic foundations of a community, such as transportation systems, sanitary sewer and water systems, drainage facilities, and other public facilities.

**Community Facilities**

These include publicly owned and maintained facilities other than the community's infrastructure. Community facilities include public buildings such as civic centers, municipal buildings, park facilities, golf courses, public airport, police stations, and fire facilities.



**Capital Improvement**

A capital improvement is any major, non-recurring expenditure such as construction and/or acquisition of public land, buildings, road, utilities (infrastructure), landscaping, or other similar expenditure for physical improvements. These improvements are relatively fixed or permanent in nature, having a long-life expectancy of generally more than 5 years. Normally, capital improvements are valued at greater than \$10,000.

**SUMMARY:**

**2020 Budget**

The proposed budget for all City of Coweta funds for FY 2020 includes expenditures of \$12,662,431 and transfers of \$10,188,894 for a total of \$22,851,325. By comparison, budgeted expenditures in FY 2016 were \$9,041,222 and \$9,912,412 in FY 2017. In 2019, total expenditures were \$22,573,974 – a 0.6% increase over FY2018. The General Fund Balance increased by \$1,104,600 from 2018, partly due to sales tax increase. Over the past several years, Coweta has consistently succeeded in “living within” it’s balanced budget.

Coweta has consistently worked to improve available services and infrastructure in pursuit of what the City Manager’s office calls a well-rounded community where citizens can live and work.

**HIGHLIGHTS:**

**Personnel:**

- Two new positions – and added Firefighter / EMT and a Water Plant Supervisor.
- A 2.5% cost of living wage for all non-contractual personnel.
- Projected increase in Workers Compensation and Health Insurance premiums.
- 1% increase over FY2019 in Employer Retirement Contribution.

**Infrastructure and Improvements:**

- A 2.4% Increase in utility and service rates, tied to December 2018 Consumer Price Index.
- \$250,000 for general roadway repaving projects.
- Continued focus on parks and leisure – \$435,000 budgeted for splashpad and improvements at Roland Park.
- ADA Upgrades to the bathrooms at the Sports Complex.
- An overflow parking lot for Downtown events.
- Body Armor for Police officers.

<b>SALES TAX REVENUE</b>	
<b>2013:</b>	<b>\$2,968,355</b>
<b>2019:</b>	<b>\$3,736,047</b>
<b>Increase:</b>	<b>\$762,692</b>
	<b>26.8%</b>
<b>SALES TAX RATES</b>	
<b>Coweta Rate:</b>	<b>3.0%</b>
<b>Wagoner County</b>	<b>1.5%</b>
<b>State of Oklahoma</b>	<b>4.5%</b>



- A police vehicle, replacement trucks for the Cemetery Department and Refuse, Public Works equipment.
- \$1.03 Million to the emergency reserve fund.

**Public Works Authority (PWA):**

The PWA is currently servicing two Tax Exempt Revenue Bonds dated September 30, 2016. In the amounts of \$23,790,000 and \$615,000. These Bonds are collateralized by utility revenues and pledged sales tax. In 2019, no money from the General Fund was required for debt service.

Subsequent to June 30, 2019 the PWA issued a \$11,373,000 Clean Water Promissory Note to finance upgrades to the City’s wastewater treatment plant. Repayment of Principal is scheduled to begin the March of September 15 following the date the project is complete, or September 15, 2022. Maturity date is March 15, 2052.

**Sales Tax**

A primary income producer for the City is sales tax collected by Coweta merchants. Not only is sales tax a major source of revenue for the community, it is also an indicator of economic growth in the business sector. The State of Oklahoma sales tax rate for tangible personal property is 4.5% of gross proceeds. The City has a sales tax rate of 3.0% which is collected in addition to the State’s levy. Wagoner County Taxes are 1.5% Sales Tax Revenue increased by 10.9% over 2018 (\$400,700).

**Property Tax:** Property Tax can be used to repay General Obligation (GO) Bonds which are typically utilized to fund Capital Improvements in the City. Currently, the City has no debt service on GO Bonds. The majority of these tax dollars are used to fund Coweta Schools, Vo Tech, County Roads and County Health Services.

These taxes are computed by multiplying the assessed value of a parcel by the assessment ratio set by the County (11.2%). This number is then multiplied by the “millage rate” or ad velorem rate which is currently (FY 2020) approximately \$.07 per dollar (\$6.63 per \$100) or (\$66.30 per \$1,000). In Wagoner County, the median assessed fair market value for a home is \$133,500. Typically, a Coweta resident will pay approximately \$1,089 per year in property tax.

**AD VELOREM:**

- School District
- Vo-Tech
- County General
- County Health
- City



On a related note, typically only 3% of statewide motor vehicle tax stays local, being dedicated primarily to VO Techs and the originating County.

**ANY CURRENT GRANT MONEY? CM / CDD**

**SUMMARY:**

The City of Coweta consistently demonstrates stability and a sound financial footing and approach. Public Infrastructure is consistently maintained and approved, utility service rates are well balanced to service the repayment of the Revenue Bonds, issued in 2016. No payment support from the General Fund was required in 2019.

The City works hard to provide high quality benefits and equipment to current employees while looking forward to slowly expand staff as needed. Parks and Recreation are a priority, including and pedestrian access to reach those facilities.

Although Coweta has historically provided economically priced quality housing to families are employed outside the City, a primary goal for the future is to expand to be a more completely rounded community by 2030.

Coweta appears to be poised for a large growth in housing, retail commercial, entertainment / recreational commercial with possible growth in manufacturing to follow. This growth will be fueled by the construction of the Muskogee Turnpike Interchange anticipated to be located at 273<sup>rd</sup> East Avenue. Projected opening is approximately 2025. The interchange potentially prepares the way for a significant amount of Highway Service Commercial uses land is available for more than 1,000,000 square feet of commercial use. Increased residential development will provide housing for new employees, create a new market for entertainment and provide an expanded employee base. Increased access and activity in this location can potentially provide support for increased commercial development along Hwy 51 on the east side of City.

The City currently does not have GO Bond Obligation, the anticipated development activity can be projected to increase the City's bonding capacity to support the development. **Check with CM**

*\*Sources: City of Coweta Proposed Budget and Financial Plan; City of Coweta Financial Report and Operating Report, June 2019; Wagoner County Tax Levies Report 20019-2020, October 2019*



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**GOALS:** Are broad statements of the expectations of the citizens of the City, describing the kind of community they would like to create.

**OBJECTIVES:** Are general statements of how to achieve the goals.

**Policies:** Are officially adopted courses or methods of action to achieve the objectives.

## CHAPTER 3: GOALS, OBJECTIVES, AND POLICIES

The role of *Coweta 2030* is to update the previous document and to provide the Community with a Plan that enables the City to respond to the needs of its citizens without regard to race, gender or economic status, understanding that these needs change over time. Part of that Plan is a statement of vision and goals for community life in Coweta.

While a significant purpose of the Plan is to provide guidance to the partnership of public agency and private enterprise as physical development occurs, an equally important purpose is to identify elements that improve the social and health well-being of Coweta’s residents. By coordinating development activities with the policies as proposed in this Plan Coweta can become a better community made up of better neighborhoods, constructed at lower cost.

### COWETA’S VISION:

From interviews and conversations with residents, stakeholders, staff and appointed and elected officials the goals and vision for Coweta’s future can be stated as follows:

*“Our vision is to be a growing community that maintains its history and community feel. Coweta should continue to be a great place to have a home and raise families and it should grow in its role as a great place for children and their parents to play, with good places for their parents to work. Our community is safe, attractive and a place to know your neighbors.”*

### COMMUNITY GOALS – OVERVIEW

A Comprehensive Plan uses three levels of language to guide a Community toward the Target / Vision: Goals, Objectives and Policies.

The following are the broad goal statements for the key areas of Community life; achieved and implemented by using the objectives and policies.

## GROWTH MANAGEMENT AND COMMUNITY IMAGE

**Growth Management:** Provide opportunities for responsible growth while at the same time maintaining Coweta’s close-knit community character. Living, working and recreation areas should be inter-related, easily accessible and efficiently served by support infrastructure. Growth should work in harmony with the environment.

**Community Image:** Demonstrate pride in our community by building upon the base of our historic architecture, land use patterns and cultural relationships. Develop and attract business, industry, residents and visitors to Coweta.

**Residential Land Use:** Strengthen existing neighborhoods to provide safe, diverse, attractive, high quality, affordable and attainable housing. Increase the number of homes in the community to attract commercial businesses and industrial growth. Identify appropriate locations for affordable, “work force” housing.

**Commercial Land Use:** Attract numerous commercial businesses of all sizes who provide a full range of goods and services in a manner that supports and strengthens our community image. Reduce sales tax “leakage”.

**Downtown:** Achieve a “rebirth” in the Downtown area, becoming a gathering place for entertainment, art, and culture in Coweta’s version of an urban environment. Include opportunities for youth entertainment and non-vehicular access.

**Industrial Land Use:** Attract new Industries, including cannabis related businesses, suitably located, to provide jobs for our well qualified residents.

**Economic Excellence:** Use the land within the Coweta City Limits to maximize the use for which it is best suited. Coordinate with Wagoner County to plan for future uses in the Coweta Fence-line. Provide a balanced fee and tax structure that attracts quality construction while providing for its future maintenance. Provide a variety of economic and investment opportunities for investment and employment.

## **PUBLIC SERVICES AND FACILITIES (GENERAL)**

*Provide high quality, technologically advanced, efficient, and well-maintained public services and facilities.*

**Water Systems:** Provide a water distribution and storage system that adequately serves the current and future needs of the residents, promotes economic development, and efficiently uses land and fiscal resources.

**Sanitary Sewer:** Provide a sanitary sewer collection and treatment system that adequately serves the current and future needs of the residents, promotes economic development, and efficiently uses land and fiscal resources.

**Solid Waste:** Provide energy efficient, economically responsible, and environmentally safe solid waste collection and storage services.

**Storm Drainage:** Provide an efficient and affordable system that collects, stores and releases storm water, minimizing the adverse effects of flooding, erosion, siltation, and standing water.

**Public Health, Safety and Welfare:** Provide and attract public service providers and personnel (police and fire, health care facilities, libraries, schools that protect the health, safety, and welfare of the people and property of Coweta.

**Transportation System:** Provide an integrated, multi-modal transportation system that allows for the safe and efficient movement of people and goods in the volume that supports the desired growth and growth pattern of the community. Provide safe and efficient non-vehicular transportation opportunities.

**SH 51 Corridor:** Attract new development appropriately designed and located along SH 51 that promotes the Coweta community image and that retains existing quality office, retail, institutional, and industrial establishments.

### **PARKS, RECREATION, AND OPEN SPACE**

Provide opportunities for responsible growth while at the same time maintaining Coweta's close-knit community character. Living, working and recreation areas should be inter-related, easily accessible and efficiently served by support infrastructure. Growth should work in harmony with the environment.

### **ECONOMIC DEVELOPMENT AND TOURISM**

Attract visitors and new development that supports and enhances our historic growth pattern of development, that respects environmental sensitivities and that promotes our image in the region. Increase business and employment opportunities to increase household incomes. Promote an expanded Downtown, (particularly the Broadway District) our easy access from the Muskogee Turnpike, and our Sports Complex as a Regional Facility.

### **ENVIRONMENTAL RESOURCES**

Protect and enhance Coweta's creeks, vistas, vegetation and special plant/animal species in ways that integrate with and support responsible growth and development. Protect and enhance Coweta's Arkansas River frontage. **CLARIFY**

### **YOUTH AND EDUCATION**

Identify, evaluate and support successful programs within the community that address the education, recreation, education and social needs of Coweta's youth. Provide age appropriate opportunities for ages ranging from pre-school through college. Establish closer ties to Northeastern State University.

### **CULTURE AND HISTORIC PRESERVATION**

Clearly identify, communicate and promote the history and culture of Coweta, using it as a resource for future growth decisions. Find opportunities to work with and support the Native American Community.

### **GOVERNANCE**

Successfully accomplish the health, safety and welfare functions of government. Provide a platform for public participation in policy development and decision making. Identify, evaluate and support successful community and stakeholder initiatives.

### **HEALTH**

Provide for walkability and bicycle transport. Work to ensure adequate access to health care for all age groups and support access to fresh produce. Include health considerations in policy decision making process.

## **COMMUNITY GOALS, OBJECTIVES AND POLICIES**

The following focuses on the Objectives and Policies for community life in Coweta.

### **GROWTH MANAGEMENT AND COMMUNITY IMAGE**

#### **Growth Management:**

##### **Goal:**

Provide opportunities for responsible growth while at the same time maintaining Coweta's close-knit community character. Living, working and recreation areas should be inter-related, easily accessible and efficiently served by support infrastructure

##### **Objectives:**

- **Create a fiscally responsible pattern of development that relates to and logically builds on the existing physical form. Prioritize infill over extending infrastructure.**
- **Ensure that project submittals for development in or adjacent to all neighborhoods and / or corridors provide screening, landscaping, setbacks, and parking plans that are compatible with the area.**
- **Ensure that all project submittals evaluate traffic, noise, light, glare, visual impacts on and from surrounding development.**
- **All new development shall be served by City infrastructure (streets, sewer, water, storm drain) and service or coordinated with Rural Water Districts and Wagoner County as appropriate.**
- **Coordinate with Wagoner County to develop compatible growth and land use policies at the boundaries / edges of the Community.**

##### **Policies:**

- **Create a compact and defined community land use / growth pattern that expands logically.**
- **Prioritize new development that is served by currently existing arterial streets, support infrastructure, services and emergency response personnel.**
- **Prioritize in-fill development of vacant or under-developed properties. Encourage use of vacant, under-utilized and dilapidated parcels in the downtown area. Emphasize sidewalks, and bike access.**

- Develop and document clear methods for funding the extension and maintenance of support infrastructure and services. Explore the potential for developer participation.

### **Community Image:**

#### **Goal:**

Demonstrate pride in our community by acknowledging our historic architecture, land use patterns and cultural relationships. Use our history to create a future that develops and attract business, industry, residents and tourists.

#### **Objectives:**

- Clearly identify Coweta's primary entrances and highly visible sites. Locate Gateway and / or Identity features at those locations.
- Utilize the existing Comprehensive Plan Design Standards and expand their use along the entire SH 51 Corridor. Create similar Development Standards for Downtown and SH 72. Standards should introduce the Coweta character and work together to produce a quality visual experience, entering, within and leaving town.
- **Celebrate Coweta's architectural character and cultural history. Draw from architectural examples in downtown Coweta. RESPOND TO COMMENT**
- Neighborhoods are the building blocks of the Community. Create guidelines and enforce codes that celebrate the character of individual neighborhoods and that protect their physical appearance and safety, increasing property values.
- Enforce codes to minimize inappropriate or conflicting land uses, negative visual impacts and eliminate deteriorating / unsafe structures.
- **Develop street planting guidelines for the complete hierarchy of street types including both existing and new development. Emphasize low water use and minimal maintenance. Use INCOG guidelines as a base. RESPOND TO COMMENT**
- Improve publicly owned rights-of-way with landscaping as identified by the Street Planting Guidelines. Prioritize streets by volume and visibility. Ensure good lighting.

### **RESIDENTIAL LAND USE**

*Residential land use includes areas near the historic Downtown Core, existing neighborhoods outside the Downtown core, new development focused primarily north of 111<sup>th</sup> Street to the north, and other residential development to the south and to the west of the City in Wagoner County. This Update addresses both new construction and renewal in the Downtown area.*

### **Goal**

Strengthen existing neighborhoods. Provide safe, diverse, attractive, high quality, affordable and attainable housing in new neighborhoods. Increase the number and variety of homes in the community to attract commercial businesses.

### **Objective:**

**Renew older neighborhoods near Downtown by adding new homes on vacant lots and restoring existing structures.**

### **Policies:**

- a. Attract developers with small home in-town experience and those that can efficiently renovate existing structures.
- b. Explore “urbanization”, higher density and mixed use in the Downtown Core that is appropriate for Coweta. Explore allowing three stories.
- c. Create Coweta Guidelines for home renovation near Downtown.
- d. Encourage small home construction and allow assembling of smaller lots to accommodate larger homes.
- e. Work with local contractors to create efficient demolition of dilapidated structures and provide local jobs.
- f. Identify lots to recommend for community facilities such as neighborhood parks. Explore mechanisms for public / private purchase such as an Owner’s Association.

### **Objective:**

**Encourage a variety of housing types, densities and price ranges that express the character and quality of a Coweta that is proud of its development history.**

### **Policies:**

- a. Revise the Land Use Map to clearly identify areas for mixed / moderate density residential and mixed uses (residential over commercial). Residential areas adjacent to the Downtown core, along SH 51 east of 305<sup>th</sup> East Avenue and near the anticipated interchange on the Turnpike are prime examples.
- b. Consider infrastructure maintenance in and around the Downtown core to ensure service capacity for additional development.

- c. Explore the potential for and encourage granny and multi-generational units. Amend the Zoning Code as needed.
- d. Investigate the availability of grant funding to build, repair, replace or build new low to moderate-income housing.
- e. Identify areas for larger size, upscale housing appropriate for professional families.
- f. Explore and consider the use of manufactured homes on small lots in the areas in and adjacent to Downtown with architectural review, permanent foundations and garages. **RESPOND TO COMMENT**
- g. Explore and consider manufactured homes on a fixed foundation with garage and “tiny homes” in existing mobile home parks or older subdivisions.
- h. Minimize the approval of new mobile home parks/subdivisions. Amend the Zoning Code to limit new “mobile” projects to manufactured homes on permanent foundations with architectural review and garages.

**Objective:**

**Encourage the development of affordable housing that serves all citizens of Coweta and is compatible with Coweta character.**

**Policies:**

- a. Recognize the housing needs of the developmentally disabled, mentally disabled, elderly and economically disadvantaged.
- b. Integrate housing which is responsive to the needs of these and other special needs groups by amending the Zoning Code to include appropriate guidelines, standards and review procedures.
- c. Review all group quarter and assisted living center applications to ensure compliance with special life safety requirements, parking needs, or other appropriate standards.
- d. Support builders and developers that focus on and provide non-government housing for segments of the population with special housing needs. Seniors are an example.

**Objective:**

**Provide an integrated residential experience that limits negative impacts from adjacent uses and blends compatible housing types.**

**Policies:**

- a. Ensure that land use planning decisions protect the established character of an existing neighborhood. Density and intensity of proposed uses should be clearly compatible with the existing neighborhood.
- b. Prioritize future residential growth in areas that are contiguous to existing development in order to maximize the use of existing public systems such as utilities, fire protection, streets, schools, parks, etc.
- c. Promote harmony and compatibility between neighborhoods. New residential areas that are proposed to adjoin and interact with other residential areas should consider elements such as home orientation at neighborhood edges, techniques to minimize traffic impacts on existing neighborhoods, landscaped entries and neighborhood identification signage.
- d. Locate multi-family housing, churches, secondary schools, commercial sites, and similar facilities with intensive activity in locations that provide appropriate street access and do not negatively impact adjacent neighborhoods.
- e. Some Commercial Uses can integrate with Residential Uses. Clearly identify (Land Use Map and Zoning Maps) the areas appropriate for commercial uses in and adjacent to residential areas.
- f. Identify appropriate intensity, landscape continuity and separations / buffers. Project review should pay particular attention to parking, lighting and hours of operation.

**Objective:**

**Prioritize Neighborhood Safety.**

**Policies:**

- a. Minimize through-traffic in neighborhoods.
- b. Discourage the location of new residential units that front on collector and arterial streets.
- c. Prioritize lighting and visibility for police personnel. Identify priority areas and identify City maintained sidewalks and lighting in need of improvement. Make improvements as funds allow.
- d. Support neighborhood organizations such as neighborhood watch and patrol programs. Consider city-wide neighborhood watch signage.
- e. Provide regular fire inspection for aging properties, particularly structures in the Downtown or Downtown Adjacent areas.
- f. Work with County to establish a fire buffer on larger parcels adjacent to smaller lots in City.

**Objective:**

**Encourage housing attractiveness, pride of ownership and tenancy and, protect property values**

**Policies:**

- a. Encourage community involvement to develop solutions to housing and neighborhood problems.
- b. Study and adopt programs and incentives to renovate and redevelop older neighborhoods.
- c. Encourage property owners and residents to maintain the appearance and aesthetics of our neighborhoods.
- d. Encourage positive neighborhood identification.
- e. Encourage private homeowners to rehabilitate and maintain the historic character of older homes.
- f. Enforce any adopted Building Code, Flood Plain Management Regulations and Property Maintenance Codes.
- g. Actively identify and pursue programs that assist owners to rehabilitate or remove of houses that the Building Official declares to be dilapidated, in violation of City regulations. Associated blight (a health and safety hazard) shall also be removed.
- h. As funding and staffing permits, establish a program to address dilapidated structures and blight in the Downtown area. Identify older subdivisions outside the Downtown Core for a similar program. Address curbs, gutters, and sidewalks maintenance and construction.
- i. Lot splits and land use shall conform to Zoning Code requirements and Subdivision Regulations.
- j. Encourage infill / new units in Downtown Area Neighborhoods and older subdivisions to encourage / incentivize maintenance by existing land owners.
- k. Promote opportunity for Downtown Housing as an entry level alternative or as home for empty nesters.

**Objective:**

**New residential developments should integrate with the natural environment.**

**Policies:**

- a. Develop residential areas with careful attention given to the natural features such as creeks and significant vegetation and to any sensitive animal species such as large birds of prey, water dwellers and similar. All residential units should be served by the Sanitary Sewer System provided by the City or Service District as appropriate. However, septic systems may be allowed on lots satisfying percolation and minimum size requirements.

## **DOWNTOWN CORE**

*Downtown Coweta is an unrealized opportunity. While SH 51 and the areas near the anticipated interchange may be the primary economic drivers, Downtown has the hearts of Cowetans and is the key component to creating demonstrating the character of Coweta.*

### **Goal**

Achieve a “rebirth” in the Downtown area, becoming a center for business, art, and culture in Coweta’s version of an “urban” environment

### **Objective:**

**Maintain and improve the commercial viability of the Core.**

### **Policies:**

- a. Support efforts and opportunities to enhance the Core. Identify entry and exit in Downtown.
- b. Emphasize Coweta character to the new residents of Coweta, leverage access from Turnpike.
- c. Review development standards and processes for efficiency. Include Design Standards.
- d. Ensure that there is adequate parking in the Core.
- e. Identify locations for open air events.
- f. Encourage and include uses that cater to young persons and to college students.
- g. Separate vehicular traffic from pedestrian and bicycle traffic whenever possible in the Core.
- h. Ensure walkability connections into the Downtown Core.
- i. Work with ODOT to reconfigure travelway, bike lanes and traffic control design elements on Broadway.
- j. Work with ODOT to explore alternative routes for truck traffic.
- k. Expand areas for commercial and office uses to east and west.
- l. Look for opportunities for additional “pocket parks.”
- m. Explore high density residential units downtown to support evening commercial activity.
- n. Create a mix of residential units, family friendly activities, uses such as brew pubs and an environment that will support quality restaurants.

## COMMERCIAL LAND USE

*Commercial land use in Coweta includes a range of retail, office, service, supply and Highway Uses, most often found along SH 51. Higher intensity commercial uses are generally located along the northern reaches of SH 51 north with retailers and service providers occurring more frequently near Downtown. Commercial uses are anticipated to increase along SH 51 east of town.*

### Goal

Attract numerous commercial businesses of all sizes who provide a full range of goods and services in a manner that supports and strengthens our community image.

### Objective:

**Guide successful commercial development.**

### Policies:

- a. Encourage commercial activity to locate in the existing commercial areas and in unused facilities. Incentivize improvement to existing commercial areas, particularly along SH 51, to conform to current and evolving City landscape and design standards.
- b. Promote the location of regional shopping activities and quality overnight stay facilities, particularly near the location of the anticipated interchange.
- c. Concentrate commercial activity per the recommended Land Use Map. Prioritize existing zoning, lots and structures to make maximum use of the City's existing infrastructure.
- d. Commercial subdivisions should be designed to provide shared or common access, limiting the number of access points onto SH 51 or other arterials.
- e. New commercial development should be designed to City standards for parking, landscaping and setbacks and should include structures of sufficient size and depth to support successful use by the intended use type.
- f. Commercial use types that are mutually supportive should be "gathered" or "concentrated" to the extent possible. Diagnostic labs to support physicians is an example. Parts suppliers near mechanics is another. Clinics and other physician support uses are an example. Conditional Use Permits are a mechanism to identify specific use types.
- g. Work with Land Owners to examine "previously existing non-conforming uses" that are structurally deteriorating, financially underperforming commercial establishments, including those that underutilize their lot. Consider path for conformance to the underlying zoning designation.

**Objective:**

**Attract quality commercial and office development.**

**Policies:**

- a. The City should take the lead on presenting a coordinated package of information for the City as a whole. As the primary forum for information transfer, work closely with the Chamber of Commerce and Downtown Activities Committee to attract quality development in the Broadway District and Downtown as a whole.

**Objective:**

**Minimize the adverse impact of commercial development on adjacent land uses.**

**Policies:**

- b. Concentrate commercial activities around landscaped parking with storefronts oriented toward pedestrians and the street. Minimize linear, “strip mall” retail commercial development.
- c. Require commercial properties in commercial districts, to provide an on-site landscaped buffer that decreases visual and noise impacts.
- d. Review Commercial Zoning Regulations and Guidelines at a minimum of three-year intervals to ensure familiarity with the Code by Staff and the Planning Commission. Include the types of uses permitted by right and those permitted with additional review.
- e. Commercial development should implement the spirit and intent of Land Use and Zoning Maps.
- f. Commercial development should conform to and include elements of Coweta’s preferred architectural style and character, as appropriate for its use type.
- g. Ensure that all commercial land use-planning decisions include a review of the established character of the existing and proposed residential neighborhoods to plan logically for existing and future traffic conditions. Projects should be approved accordingly.

**INDUSTRIAL LAND USE**

*Industry and Manufacturing have not historically been a large part of Coweta’s economic landscape. However, with the anticipated increase in the number of residents (potential employees) and improved access to the Muskogee Turnpike, Coweta has the opportunity to be more attractive to potential manufacturing employers.*

### Goal

Attract new Industries, suitably located, to provide quality, living wage, jobs and make Coweta a better-rounded community.

### Objectives

#### Guide successful industrial development

#### Policies:

- a. Encourage industry to locate in areas that are currently served by adequate infrastructure and that minimize impacts to surrounding land uses and residents. *See Land Use Maps, Figures 6, 7, 8.*
- b. Explore and document potential uses for vacant manufacturing sites and their structures. Identify the original reasons for locating a particular use at a particular location. “Recycle” these sites.
- c. Locate industries that benefit from truck service in areas that easily access SH 51 and that do not impact residential areas.
- d. Consolidate the location of compatible industries, those of the same intensity of use and similar types of external impacts, noise, emissions, visual, etc.
- e. Partner with local realtors to identify and market available industrial locations.
- f. Evaluate areas adjacent to the City, currently located in Wagoner County for potential industrial. Development.
- g. Consider light industrial development adjacent to complementary commercial areas. *See Chapter 8 for recommendation regarding Low Intensity Industrial Land Use.*

**Objective:**

**Support new low-intensity industrial development.**

**Policies:**

- a. Encourage a business park feel for new industrial development, providing a variety of sites for diverse high tech and clean manufacturing uses.
- b. Explore the potential for medical cannabis manufacture.
- c. Explore the potential of an incubator park that caters to specific types of low impact manufacturing. The medical and electronic industries are examples. Identify feasible locations for this type of Park.
- d. Identify the types of Industry that can benefit from programs of study offered at NSU and at OU, OSU and TU Campuses in Tulsa.

**Objective:**

**Minimize adverse impacts of industrial development on other land uses.**

**Policies:**

- a. Locate industrial uses in industrial parks and in areas not highly visible from residential areas and the traveling public.
- b. Industrial uses should be screened from surrounding properties unless located in industrial parks.
- c. Noise and odor should be contained on-site.
- d. Ensure that all industrial land use-planning decisions include a review of the established character of surrounding residential neighborhoods to plan logically for existing and future conditions.
- e. Locate and design industrial sites to prevent traffic movement through residential neighborhoods.
- f. Require mitigation in conformance with local, state, and federal laws prior to the approval of building occupancy with particular focus on smoke, air born release of chemicals and release into waterways.
- g. New Industrial development should be designed to City standards for structures, parking, landscaping lighting, setbacks, access and on-site circulation. Design review should be included.

## **PUBLIC BUILDINGS AND PROPERTY, INFRASTRUCTURE AND SERVICES**

*The City of Coweta sets the standard for the community regarding maintenance, efficiency, functionality and appearance. Pride of heritage is shown through maintenance.*

### **Goal**

Provide efficient, well-maintained and contemporary public buildings and infrastructure.

## **PUBLIC BUILDINGS AND PROPERTY**

### **Objective:**

**Maintain public property in a functional and well-maintained condition.**

- a. **Maximize the use of existing public structures and property. These include City Hall, Library, Police and Fire Stations, Sports Complex. Renovation and expansion of existing sites and structures is generally preferable to purchase of new properties / new construction.**
- b. **If new sites are to be purchased, leverage existing facilities to the amount feasible.**
- c. **Cleanliness and order should be prioritized over contemporary design and aesthetic improvements.**
- d. **Publicly owned lots and rights of way should be well maintained.**
- e. **Drought tolerant and low-maintenance landscape materials from an approved landscape palette should be used.**
- f. **A phased program of curb, gutter, drainage facility and sidewalk repair should be established.**
- g. **Prioritize “walkability” to provide access to public buildings for persons of all ages.**

### **Objective:**

**Provide for future community buildings:**

- a. **Community Center.**
- b. **Police and Fire Stations.**
- c. **Partner with the County for joint use of the proposed Fairgrounds.**

## **INFRASTRUCTURE:**

### **Objective:**

**Provide fully functional and adequately sized infrastructure to all citizens and businesses of Coweta.**

### **Policies:**

- a. Prioritize a compact, contiguous pattern of development to optimize current infrastructure prior to expansion.
- b. Consider the long-term economic costs and benefits of providing adequate sanitary sewer services and water prior to rezoning land and approving new projects.
- c. Coordinate with County proposed improvements.
- d. Determine needed / required private sector participation to fund expansion of public infrastructure. Consider Impact Fees.
- e. Prioritize maintenance and improvement of existing infrastructure over expansion.
- f. Maintain a quality working relationship with quasi-public utilities (phone, cable, electric, gas). Explore joint facilities and cost-sharing when extending improving infrastructure.
- g. Coordinate the timing of City, County and Rural Water District infrastructure improvements (water, sewer, streets) to the amount feasible to maximize efficiency and minimize cost.
- h. Work toward balancing user rates with costs of operations and maintenance.
- i. Encourage the underground installation of electrical lines.

### **Water System Policies:**

- a. Assure that the water system has sufficient pressure and quantity to provide water public consumption and fire protection to all areas.
- b. Evaluate potential expansion and construct additional treatment and storage capacity when appropriate to meet the needs of the potential development through 2030. In the short term, focus on maintenance of the existing system.
- c. Encourage conservation practices through methods such as: public education as to sources and supply: encouraging the use of drought tolerant landscaping; and recommending the use of low flow fixtures and toilets in new construction and renovations.
- d. Study the fiscal impact of annexation - will the annexed area be served by City or Rural Water District?

- e. Maintain fire hydrants through a prioritized and rotating program of maintenance.

**Sanitary Sewer System Policies:**

- a. Collect and process sanitary waste in a manner that meets or exceeds federal, state and local standards. Focus on protection of local creeks and watershed.
- b. As funds allow, study energy efficient and environmentally superior alternatives for sewage disposal.
- c. Septic tanks for single residences on large lots may be permitted on a limited basis in areas not served by the City or Service District sanitary sewer system. They must satisfy minimum percolation requirements. Septic systems will not be used for new commercial or industrial uses.
- d. Provide a sanitary sewer system with capacity to support planned new growth, including residential, commercial and industrial users.
- e. Increase the size and capacity of existing lift stations if appropriate before adding new ones.
- f. Pursue grant funding to serve properties to the east of downtown located in the SH 51 corridor.
- g. Prioritize City sewer service at the corner of Lone Star Road and SH 51.

**Transportation System Policies:**

**Goal**

**Provide an integrated transportation system that allows for the safe and efficient movement of people and goods and supports the desired land uses in the community.**

**Objectives and Policies:**

- a. Coordinate with ODOT and OTA regarding future engineering and design studies for transportation improvements at the Turnpike, in the SH 51 Corridor and in and near downtown / SH 72.
- b. In the short term, focus on maintenance and targeted expansion. Prioritize long-term durability.
- c. Work to minimize industrial and commercial traffic on local residential streets.
- d. Minimize the number of curb cuts on the arterial street system. Prioritize safety and traffic flow.
- e. Identify and address intersections with high accident rates.
- f. Prioritize the anticipated Turnpike Interchange as the primary method to move vehicles into and out of the City.
- g. Minimize congestion on SH 51 making it the primary “in town” arterial.
- h. Develop an ultimate / buildout traffic signal map for SH 51.

- i. Provide coordinated access from south county (SH 72) to the Turnpike. Consider 289<sup>th</sup> East Avenue as north / south connector.
- j. Land Use, Zoning Changes and Project Review should be coordinated with system improvements.
- k. Apply the following principals to subdivision design:
  - i. Link neighborhoods together to provide ease of access for pedestrians and public vehicles, including police, fire, sanitation, school buses, and utility vehicles.
  - ii. Discourage access of residential lots directly onto collector streets. Eliminate / redesign existing accesses as possible.
- l. Promote walkability and bike use, connecting the downtown area to the NSU campus.
- m. Promote bike use for recreation and transportation.
- n. Encourage private and non-profit organizations offering transportation mode alternatives.
- o. Evaluate the project review process for rezonings to establish thresholds for inclusion of a traffic impact study. Include subdivisions over 10 units, and multifamily, commercial, and industrial uses over 3 acres in size.

## **SERVICES**

### **Public Safety: Police and Fire:**

#### **Goal**

Provide public services that protect the health, safety, and welfare of the people and property of Coweta.

#### **Objective:**

**Eliminate fire hazards that endanger life and property.**

#### **Policies:**

- a. Create standards for new development adjacent to natural open space.
- b. Create and implement defined process that results in property owners' removal of the remains of burned structures on their site after a fire.
- c. Incentivize a program that achieves regular inspections of office / commercial and multi-family structures downtown. An example is to work with insurers to reduce premiums accordingly is an example.
- d. Require maintenance (weed and brush abatement), on existing non-improved lots, including lots adjacent to new subdivisions and near downtown.

**Objective:**

**Provide adequate water supply for fighting fires.**

**Policies:**

- a. Continue the annual hydrant testing program.
- b. Identify funds to repair / replace water hydrants that are noted for maintenance after the annual hydrant testing, prioritized by the Fire Chief.

**Objective:**

**Evaluate all new development proposals to determine if the layout, utilities and visual access are adequate to provide sufficient police and fire protection**

- a. Ensure that police and fire are included early in the review process so that the departments have time to prepare for and comment at Technical Advisory Committee.

**Objective:**

**Provide fire and police with sufficient equipment, building space, and personnel.**

**Policies:** Evaluate needs based generated by expansion near Turnpike Interchange.

- a. Evaluate a “4 district” approach for police protection for the future.
- b. Provide training and teaching opportunities to increase level of officers’ expertise.

**Objectives:**

**Maintain and improve current levels of solid waste service, commensurate with growth**

**Policies:**

- a. Monitor the solid waste disposal program to assure energy efficiency and environmental sensitivity.
- b. Encourage the recycling of glass, paper, and plastic. Increase curbside pickup.
- c. Continue to enforce standards to eliminate pollution from disposal facilities.
- d. Enforce City ordinances governing the proper disposal of solid waste.
- e. Consider an additional “Trash Off” event in the fall of each year.

## SH 51 CORRIDOR

### Goal

Provide for careful development along SH 51 to promote the City of Coweta and attract and retain quality office, retail, institutional, and industrial establishments where appropriately located within the corridor

### Objective:

**Improve the appearance of the SH 51 Corridor by fully implementing the SH 51 Corridor Overlay District Plan**

### Policies:

- a. Implement the standards of the Corridor District Overlay Plan and extend its jurisdiction to include an area ½ mile north and south of SH 51 throughout the Coweta City Limits.
- b. Clarify the requirements for redeveloping parcels to adhere to the Overlay Guidelines.
- c. Work with ODOT to develop consistent signage, landscaping, and lighting throughout the Corridor
- d. Add entry signage at west and east ends of the Corridor, announcing City of Coweta and the Highway Commercial District.
- e. Add signage at future SH 51 access to Interchange and at entry to Downtown.
- f. Add guidelines for Highway landscaping and lighting.
- g. Strictly enforce structure and property maintenance codes. Review existing code and strengthen as needed.
- h. Enforce existing building codes along SH 51.

## PARKS, RECREATION, AND OPEN SPACE:

### Goal

Provide recreational opportunities and programs to meet the needs of the citizens, increase recreation participation, buffer incompatible land uses, enhance the beauty of the City's parks and community as a whole, and preserve and conserve significant natural resources and features.

### Objectives:

**Integrate parks and open space as a core element of visual character, day to day experience and visitor attraction in Coweta.**

**Policies:**

- a. Continue to implement the Coweta Park Master Plan prepared by the City in October 2008. Budget for a Plan revision.
- b. Improve existing parks and utilize existing City owned property.
- c. Create a clear picture of open space through the City, utilizing creek system.
- d. Consider enhanced maintenance, creating a useable open space system.
- e. Encourage developers to provide and maintain parkland in new subdivisions.
- f. Work to establish workable shared maintenance between Developer, Homeowners' Association and City.
- g. Design and locate new recreational facilities to integrate with adjacent uses, minimizing adverse impacts on either.
- h. As funding permits, develop recreational trails in appropriate areas throughout the City, ensure that the trail system is visible.
- i. Encourage the joint use of detention / flood management facilities and recreational uses as appropriate.
- j. Clearly identify opportunities of and potential for Sports Complex as a Regional Attractor.

**Objective:**

**Emphasize and facilitate cost effective maintenance of recreational facilities.**

**Policies:**

- a. Design and develop recreational activities that minimize the need for security, maintenance, and manpower.
- b. Prioritize the development of recreational activities that are financially self-supporting.
- c. Consider user fees and other fee generating activities to provide income for the maintenance of public parkland and facilities.
- d. Require parkland that is to be dedicated to and maintained by the City to be clean and functional at acceptance, with a program for funding maintenance.
- e. Formalize the yearly process for funding Public Works program for Park improvement and maintenance. Prepare five-year improvement goals.
- f. Consider a Development Impact Fee to help support parks and trails.

**Objective:**

**Continue to develop recreation facilities that address the varying needs of residents.**

**Policies:**

- a. Plan parks, recreation facilities, and programs to meet the needs of citizens of all ages and physical abilities.
- b. Encourage the development of both active and passive recreational facilities and programs.
- c. Provide opportunities for a variety of organized and unorganized recreation activities.
- d. Establish separate play areas in existing and future parks based on the age and type of user.
- e. Seek to provide recreational opportunities on a year-round basis for all age groups. Include indoor spaces such as a joint recreational center / community center.

**Objective:**

**Optimize the shared use of school district, City and County facilities.**

**Policies:**

- a. Explore the joint use of the existing recreational facilities in Coweta for league and tournament play by citizens and the school system.
- b. Explore a joint use community center / indoor recreation facility.
- c. Work with Wagoner County to explore joint use of the proposed Fair Grounds.
- d. Include Youth Sports Organizations in the conversation.

**ECONOMIC DEVELOPMENT AND TOURISM:**

**Goal:**

Sustain and attract development that supports desired growth patterns, increases employment opportunities, increases household incomes, and is regionally competitive. Leverage existing community opportunities and assets.

**Objective:**

**Optimize Positive Interchange Potential for Growth** **REVIEW MANAGER'S COMMENT**

**Policies:**

- a. Evaluate the potential for high intensity / large scale commercial development at and around the Interchange.
- b. Identify and improve a clearly defined “loop system” that ties the Interchange to the SH 51 commercial corridor, ties SH 51 to the Broadway District / Downtown Core, and ties the Broadway District / Downtown to the Interchange with the Turnpike east of Downtown. The two interchanges should act as two anchors of this loop, similar to a mall concept. Use signage, landscaping and other visual cues.
- c. Encourage big box stores, overnight stay facilities and restaurants / entertainment at each “node”.
- d. Provide directional signage at each node to direct traffic to Broadway District / Downtown.
- e. Include access to south county (SH 72) as part of the loop system.
- f. Explore ways to capture south county to Turnpike traffic for merchants in the Broadway District / Downtown area.
- g. Include high density residential development at each node to provide clientele and employees.
- h. Market the increased number of residents and increased traffic counts to regional / national chains.

**Objective:**

**Optimize Downtown Coweta:**

**Policies:**

- a. Continue to advertise the Broadway District as the heart of Coweta.
- b. Support local businesses in the Downtown Core with programs by making them aware of opportunities such as low interest loans / grants for façade improvements.
- c. Evaluate and program sidewalk, street and landscaping improvements along Broadway to create walkable Coweta character.
- d. Optimize use of pocket parks.
- e. Include non-vehicular links to the schools complex.
- f. Build on the Zoning Code and the example of the SH 51 Overlay District to guide growth in the Broadway District / Downtown.
- g. Encourage high quality growth and development in the Central Business District.

- h. Encourage Downtown events to attract more people to the area to eat and shop.
- i. Explore potential relationships with NSU.
- j. Create consistent working relationship with ODOT to continue to explore Broadway improvements. and truck, vehicle, pedestrian relationship Downtown.

## **ENVIRONMENTAL RESPONSIBILITY:**

### **Goal**

Preserve and protect Coweta's environmental resources in ways that support growth and development.

### **Objectives:**

**Integrate open space and development, growing while maintaining a "country" feel**

### **Policies:**

- a. Protect areas that have unique natural beauty and/or historical, geological, and archaeological value.
- b. Maintain, improve and beautify public properties that include significant natural vegetation or access to open space and creeks. Provide public access as appropriate, walking trails are an example.
- c. Ensure proper recycling and handling of hazardous materials.
- d. Create a business environment that values energy and water conservation and "green" construction techniques.
- e. Consider implementation of LEED objectives.

## **YOUTH AND EDUCATION:**

### **Goals**

Support programs within the community that address the needs of Coweta's youth and enhance educational opportunities.

**Objectives:**

**Value and show pride in the youth of Coweta.**

**Policies:**

- a. Work toward a culture of self-confidence and tolerance.
- b. Explore a program where the Chamber of Commerce, in coordination with Coweta Public Schools, the City of Coweta and the Downtown Group identifies and promote programs that are developed within the community to address the emerging social issues specific to the youth of Coweta.
- c. Explore ways to provide facilities and “staff” for after-hours educational opportunities within the community, potentially focused in the Downtown Core.
- d. Establish the Coweta Public Library as a youth hub.
- e. Include youth-oriented retail needs, entertainment, gathering spaces in Downtown. Reach out to NSU to encourage collegiate influence.
- f. Provide safe bicycle and walking trails between activities hubs including, schools, downtown, recreational sites.

**CULTURE AND HISTORIC PRESERVATION:**

**Goals**

Preserve and promote the culture of Coweta and historically significant sites.

**Objectives:**

**Recognize the significance of Coweta’s own culture and people -- their accomplishments and history. Explore ways to utilize this as a character builder and attractor to Downtown Coweta and the Broadway District.**

**Policies:**

- a. Explore a program to Identify and preserve specific sites and structures of historic significance. Establish a pedestrian route that links these sites.
- b. Explore ways to assist / incentivize private homeowners to purchase, rehabilitate and maintain homes of historic character.

- c. Consider the adoption of Guidelines for a Historic Preservation District that guide redevelopment for residential and commercial structures. This District should be specific to Coweta, influenced by but less stringent than Historical Register Standards. The architecture of historical structures destroyed by fire should be included.
- d. Explore potential of including additional structures on the National Register.

## **GOVERNANCE:**

### **Goal**

Provide competent and progressive leadership and information that promotes public participation in policy development, decision-making, and enforcement.

### **Objectives:**

- a. **Provide easy, accessible, and responsive communication with City staff and City commissions and boards.**
- b. **Effectively communicate with citizens.**
- c. **Create forums that encourage public involvement and volunteerism.**
- d. **Support opportunities to develop information and data for promotion of Coweta as a business center and a great place to live.**
- e. **Continue to support the programs and activities of the Coweta Chamber of Commerce and Coweta Area Development Corporation.**
- f. **Establish and support civic information activities.**
- g. **Encourage the development of a support network for neighborhood associations and watch groups.**
- h. **Promote leadership development programs for residents with definable benefits for completing the program.**
- i.

## **HEALTHY COMMUNITY:**

### **Objective:**

**Create a Community that supports and improves Physical, Spiritual and Mental Health.**

**Policies:**

- a. Create opportunities to walk and bike to recreation and employment.
- b. Provide access to locally grown produce. Explore the location of community gardens.
- c. Encourage group meeting places.
- d. Support churches of all types as key members of the community.
- e. Provide opportunity for seniors to mentor youth.
- f. Work to attract additional medical providers, prioritizing those that focus on seniors.
- g. Explore and expanded Parks and Recreation to coordinate natural and formal exercise activities.
- h. Coordinate with and provide access to the services of the Wagoner County Health Department
- i. Ensure that adequate facilities to house health and social programs are provided and maintained.
- j. Identify opportunities to educate city officials and employees regarding ways that the built environment affects health and physical activity.

**PLAN IMPLEMENTATION:**

**Goal**

Use *Coweta 2030* to guide growth and development of the City and protect the health, safety, and welfare of its the citizens.

**Objectives and Policies INCLUDE CDD COMMENT**

- a. Use *Coweta 2030* to direct and coordinate new developments and capital improvements.
- b. Coordinate with the county to develop compatible growth and land use policies.
- c. Periodically review and update Coweta 2030. It is recommended that Coweta 2030 be updated (at a minimum) in 2025 and fully updated in 2030. The purpose is to address changing growth pressure, social needs, demographic changes and development / living styles.
- d. City Staff should conduct a thorough review of all City ordinances and policies related to growth, services, neighborhood preservation, and economic development to identify revisions needed to promote the goals, objectives, and policies of the Comprehensive Plan.
- e. Continually encourage public involvement in the planning process, acknowledging demographic shifts utilizing emerging electronic communication techniques.

- f. Review the Land Use Map, the Zoning Map and the Zoning Code yearly to assure consistency, to accurately reflect changes / development approvals and to include evolving thought in development that is compatible with the goals and character of Coweta.
- g. Revise and update the Subdivision Regulations a maximum of every five years.

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## CHAPTER 4: GROWTH OPPORTUNITIES, TRENDS, and RECOMMENDATIONS

As noted previously, *Coweta 2030*, the update to the 1994 - 2020 Plan looks to the future: from 2020 to 2030. It is structured to identify the existing condition, the emerging trends and growth pressures, to identify an anticipated future and to make recommendations to achieve the anticipated future (2030).

### OVERVIEW:

From discussions, interviews and review of existing documents *See Appendices*, it is anticipated that Coweta is entering a potentially unprecedented period of rebirth and renewal. Two primary factors are key to this renewal. These include:

- Increased developer interest in Coweta for residential construction.
- The location of a Muskogee Turnpike Interchange tentatively set for the intersection with 273<sup>rd</sup> East Avenue.

These two elements will:

- Add significant population.
- Add easy access from the Turnpike and Broken Arrow.
- Open areas for High Intensity Commercial and Residential Use.
- Significantly increase commercial floor area in the City.
- Add potential employees.
- Increase Coweta’s attractiveness to national chains.
- Enable SH 51 to create an image of a commercial corridor.
- Provide potential clientele for retail sales and restaurants Downtown.

### THOSE CONSULTED:

- Residents
- Stakeholders
- Staff
- Officials
- Service Districts
- Wagoner County
- INCOG
- ODOT
- OTA
- Existing Documents

### DEMOGRAPHIC PROFILE:

As noted in *Chapter 2*, population size, age and ethnic mix have not changed significantly over time, and not since the year 2010. Areas of note include:

- The overall age of the population has remained stable (approximately 33 years of age) with the number of persons over 60 not increasing significantly.
- An uptrend in educational attainment – those with a Bachelor’s or Graduate degree have grown from 12.7% to 24.4%. More than 90% have received a High School degree or more.
- More than 45% of Coweta’s population is made up of adults in their prime working years.
- The number of Family households remains high (approximately 72%).

## DISCUSSION:

### DOWNTOWN:

Coweta's downtown has a long history, but it could be said that it has never really achieved its full potential. In 1867 the Creek Indians divided their nation into six Districts with the political core of the District being located along Coweta Creek. In the late 1800's it was moved east a few blocks, partially due to the location of the railroad and the railroad depot. Anticipating growth, banks and hotels appeared in the early part of the 1900's. Doctors, dentists, lawyers and real estate agents located in Coweta. Coweta developed as a viable community with large acreages of cotton, a brick factory, lumberyard, drugstores and mercantiles Downtown. Broadway was used for parades and festivals, many times led by one of Coweta's community bands. But the anticipated level of growth did not materialize.

In 1918 the four-year Coweta High School was established. A number of Cowetans fought in and died in World War II and the tightly knit community remained stable. A number of members of the community attended the Democratic National Convention in 1947 and several attempts were made to attract business to Coweta. Fall Festival continued every year on Broadway and residents gathered at Downtown restaurants and coffee shops. In the period between 1940 and 1960, more than 350 homes were built, many of them clustered near Downtown, the core of a community whose population did not reach 2,000 persons until the 1960's. Around XXX the railroad no longer stopped at the depot.

Over time, a number of Coweta's original buildings burned, including the Coweta Hotel in 1934 and a large section along Broadway in 1970. In the mid and late 1990's the City undertook a significant effort to "freshen up" a section of Broadway from Cypress Street to just north of Chestnut, widening and improving sidewalks and adding decorative streetlights. A Downtown Merchants Association was formed as an Advisory Body to the City. Also, during this period street trees were removed at the request of Downtown merchants and two pocket parks were established. Concepts to encourage parking to the rear of buildings fronting Broadway were discussed. Occupancy along Broadway increased.

Three significant projects have occurred along Broadway since 2010. These include the Elementary School in 201X, Taco Bueno in 2018 and the renovation of an abandoned commercial center for use as City Hall in 201X. **CONTACT PLANNING**

SH 51 was designated a State Highway in the early 1930's. Over time, the properties along the Highway became more and more valuable as commercial properties and Downtown as a retail destination and core of the community suffered. This "competition" between the Highway and Downtown continues to the present.

**SH 51:**

SH 51 intersects the Muskogee Turnpike approximately 3.5 miles west of the City limits, it also intersects the Creek Turnpike in that area. SH 51 runs through the northern portion of the City from approximately 241 East Avenue in the west to the Muskogee Turnpike in the east, approximately 15 miles of frontage.

Because of this configuration and alignment SH 51 acts as the primary access into town and also as the primary commercial corridor. While this is an efficient use of lane miles, these two uses can sometimes be in conflict as commercial use and traffic volume grow. Currently, there are seven traffic signals from the City limits in the west to Downtown with one signal anticipated. Between signals there are multiple access points. The entry to the Broadway District / Downtown occurs approximately halfway along the route from west to east.



Traffic volumes on SH51 in western Coweta are approximately 16,600 average daily trips (ADT's). Just west of Downtown the ADT's rise to approximately 19,600 with volumes east of Downtown being approximately 8,900 ADT. SH72 (Broadway) carries approximately 10,400 ADT through Downtown proper, dropping to 5,300 ADT as SH 72 nears the Arkansas River. Volume on the Muskogee Turnpike near the location of the anticipated Interchange is approximately 21,900 ADT's. *See Figure 16.*

SH 51 was commissioned in the 1930's and has been used as a commercial corridor since before its designation as a Highway. Since that time, the Highway frontage has been used to advertise and sell goods and services, some of which are offered by the owners of the residences along that frontage. More recently, stand-alone fast food restaurants and offices, churches, convenience store / gas stations, commercial strips and small centers and Walmart have been established.

While the Corridor is a successful commercial entity, its mixed uses and architectural character do not naturally create a sense of arrival to the community and / or community character.

**MUSKOGEE TURNPIKE INTERCHANGE**

The anticipated Turnpike Interchange may be the single most impactful feature over the next 10 years in Coweta. The location of the Interchange will open largely developed areas for high intensity commercial use and higher intensity residential use. In fact, there is apparent potential for several hundred thousand sf of commercial floor area.

This Interchange, anticipated to be located at 273<sup>rd</sup> East Avenue also provides improved access into the City from the Turnpike and from eastern Broken Arrow, to the north. The 71<sup>st</sup> Street Corridor (a major east / west arterial in Broken Arrow) and the Forest Ridge Community are three miles to the north. Access to Coweta at this location has the potential to increase Walmart traffic from eastern Broken Arrow.

Discussions with Oklahoma Department of Transportation (ODOT) indicate that the Department is currently focused on creating arterial access from the Interchange southwest for a distance of approximately ¾ miles to SH 51. It is anticipated that this additional activity can be leveraged to positively impact commercial activity in the SH 51 Corridor and, potentially in Downtown, located approximately four miles to the east. **GRAPHIC HERE**

### RESIDENTIAL DEVELOPMENT IN NORTH COWETA

The anticipated Turnpike Interchange will add energy to the existing residential growth in northern Coweta, currently centered near 273<sup>rd</sup> East Avenue and 111<sup>th</sup> Street South. Three large subdivisions are either being platted or are under construction. This current activity will attract commercial activity in and around the Turnpike Interchange and along SH 51 in the commercial subdivision located just south of the Walmart Center. As roads are improved in this area to accommodate the increased traffic additional residential development will be attracted. *See Chapter 6 Transportation*



### HOUSING ADJACENT TO DOWNTOWN:

A successful, fully functional downtown can be the core of a fully functional community. Part of a fully functional downtown is a range of housing types. A walkable community with night-time entertainment, office space and shopping close to an affordable home is a significant opportunity.

“Homes Adjacent to Downtown” for the purposes of *Coweta 2030* includes those homes within an area bounded by 141<sup>st</sup> Street South on the north, 151<sup>st</sup> Street South on the south, Division Street on the west and Guthrie Avenue on the east. Within this area are cottages and shotgun homes from the 30’s 40’ and 50’s. Some homes influenced by the Green and Green movement are present. More recent apartment housing is available as are a number of vacant lots. While levels of maintenance vary, structural integrity is generally good.

Home prices in Downtown Coweta are affordable for young families and seniors with a number of homes available for under \$125,000. Lots can be purchased for under \$25,000.

This price range makes housing available to the group of people likely to gravitate toward “in-town” living – young professionals and recent college graduates, entrepreneurs who would like to open office space downtown and need

affordable housing near work, and young families with children of infant / toddler and pre-school age. This price range is also attractive to older residents and single mothers.

Traditional Apartments are available on the edges of Downtown but there are currently no Townhouses / Condominiums, lofts or mixed-use housing. With additional residents coming to Coweta, the need and potential for an entertainment, retail, arts, community gathering place core is more feasible than in the past. These uses support each other, residents living downtown support business and entertainment / business Downtown attracts residents.

#### **INDUSTRY AND MANUFACTURING:**

Early Coweta included a base of manufacturing and industry including a brick plant, a glass plant and lumber mill. Over time, manufacturing and industry have not continued to be a major portion of the Coweta economy. The primary locations concentration of manufacturing and industry are in the area of 257<sup>th</sup> East Avenue south of Hwy 51, 305<sup>th</sup> East Avenue at 154<sup>th</sup> Street South and near the City's wastewater treatment plant at the Arkansas River. The City should consider cannabis and / or hemp manufacturing.

#### **NORTHEASTERN STATE UNIVERSITY (NSU)**

NSU (Based in Tahlequah, OK) opened its Broken Arrow Campus in 2001. This campus, located at The Creek Turnpike and 101<sup>st</sup> Street South now serves more than 3,500 juniors, seniors and graduate students. Oriented toward working adults in their late 20s and early 30's NSU offers over 30 undergraduate programs and 18 graduate programs. The University has formed strong working relationships with Tulsa Community College and other two-year institutions in the region.

The NSU campus is located approximately four miles east along 101<sup>st</sup> Street from the proposed location of the Interchange. It is also approximately seven miles to Coweta's Downtown (101<sup>st</sup> Street to SH 51 and east). As noted above, higher density housing and commercial retail is anticipated in the area of the Turnpike Interchange and may be considered for the Broadway District / Downtown. The synergy between affordable housing, jobs and the University should be explored. Downtown should consider methods to attract NSU students.

#### **INDUSTRY AND MANUFACTURING:**

Early Coweta included a base of manufacturing and industry including a brick plant, a glass plant and lumber mill. Over time, manufacturing and industry have not been a major portion of the Coweta economy. The primary locations concentration of manufacturing and industry are located on 257<sup>th</sup> East Avenue south of Hwy 51, 305<sup>th</sup> East Avenue at 154<sup>th</sup> Street South and near the City's wastewater treatment plant at the Arkansas River.

**SPORTS COMPLEX: CM / CDD COMMENTS?**



The period from 2020 to 2030 is anticipated to see expansion from the west near the east and at the Interchange of SH 51 and the Muskogee Turnpike in the area of the Sports Complex. Established in the late 1990’s, this 80-acre complex was located at this site largely to attract traffic to the region. While still looking to reach its potential, the Coweta Youth Sports Organization has sponsored Baseball Tournaments drawing over 800 players from as far away as Ft Smith, Arkansas. The potential is for the Complex to be an attractor that encourages the location of overnight stay and eating facilities along the SH 51 Corridor and in Downtown Coweta. The challenge is to provide sewer to the east side of the Turnpike.

**REGIONAL RECREATION:**

Coweta is closer to lake recreation and camping than might be generally recognized. Sequoyah State Park at Ft. Gibson Lake with 19,000 acres of water surface and 225 miles of shoreline is approximately 30 minutes east in Western Wagoner County. Grand Lake of the Cherokees with approximately 46,500 surface acres of water is approximately 1 ½ hours north east (85 miles) both lakes are well developed with camping and barbeque facilities, launch ramps, swim beaches, skiing and fishing. Overnight stay facilities are available. The City should include this resource in its marketing information.

**PRIMARY AREAS OF FOCUS AND TIMING:**

These following areas are recommended as primary areas of focus for the period from to a mid-term (2025) future. All provide a vital piece of a successful Coweta:

- Street Improvements in Northern Coweta to accommodate increased traffic from residential development.
- Work with local landowners to identify potential parcels for annexation around the Turnpike Interchange.
- Connection from Interchange to SH 51.
- Work Force Housing.
- SH 51 Commercial Improvements east of Downtown.
- Broadway Improvements and Traffic flow Downtown.

- Downtown “Urbanization” Plan.
- Programs to Encourage Downtown Residential Growth.
- Sewer east of Muskogee Turnpike.
- Manufacturing Attraction.
- Connections with NSU.

**RECOMMENDATIONS:**

**NORTHERN COWETA:**

This area is anticipated to the experience the most significant amount of growth during the planning period, it is also anticipated that this area has the potential to change the course of Coweta’s history. The area in question can be generally described as:

- the area between SH 51 and the Muskogee Turnpike, bounded by 101st Street South and 111<sup>th</sup> Street South, 273<sup>rd</sup> East Avenue on east and 289<sup>th</sup> East Avenue on the east.

As noted above, the anticipated Interchange will occur here, high intensity commercial and residential development will occur and an arterial connection will be established to SH51. Significant numbers of single-family homes are currently being developed in this area.

**Recommendations to 2025:**

- *Evaluate potential land uses around the Interchange, include the recommended Land Use Plan.*
- *Estimate potential commercial floor area, area for mixed use, potential residential units by type, potential new residents.*
- *Reach out to existing land-owners.*
- *Prepare an Annexation Plan to annex prior to OTA announcements of final improvements concept.*
- *Evaluate impact to Emergency Services.*
- *Consider Impact Fees for new development.*
- *Study needed improvements to arterial streets in the above described study area. See Chapter 6 for additional information.*
  - *Coordinate with scheduled Wagoner County Street Improvements.*
  - *Coordinate with ODOT and landowners to provide arterial connection from Turnpike to SH51.*

- *Explore use of INCOG Street Tree Standards.*
- *Evaluate potential uses of golf course and buildout of commercial subdivision on 116<sup>th</sup> Street South – will this impact extension of 273<sup>rd</sup> Street South?*
- *Coordinate with Rural Water District #4 to ensure service. Coordinate with District #5 as appropriate.*
- *Explore the potential for locating a police / fire station in this area.*

#### **Recommendations to 2030:**

- *Complete street and drainage improvements as identified in studies, above.*

#### **SH 51CORRIDOR:**

The current Comprehensive Plan (Coweta 1994 – 2020) was amended in June 2003 to include a Design Overlay District along SH 51 in the area east of Downtown. This amendment was a first step toward detailed design guidelines in the SH 51 Corridor.

Implementation of these suggestions along the whole Corridor is one key to desirable growth in the Corridor that will result in long-term success. A major Corridor such as SH 51 is quite possibly the single most important “image of the community” factor in a City of Coweta’s size and physical form. Given the potential for additional access onto the Highway from the Turnpike, visitors traveling the Corridor to explore the Community and utilize available services will otherwise rarely have the opportunity to get to know the real Coweta.

When operating optimally, the Corridor will be a significant sales tax producer, causing residents and visitors to stop and use services / shop and will advertise and draw them to Downtown. When this occurs, an opportunity is created to introduce them to Coweta as the residents know it.

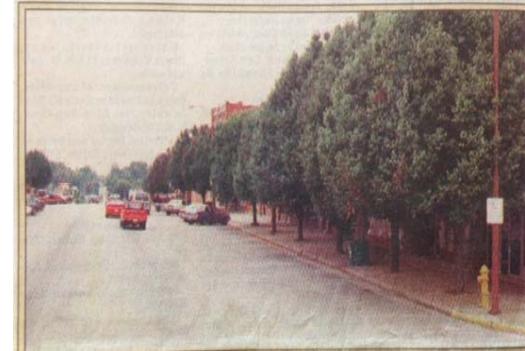
#### **Recommendations (to 2025):**

- *Extend use of Design Guidelines Overlay to include entire length of Corridor through the City Limits.*
- *Clarify use of guidelines for redevelopment projects.*
- *Begin to enforce guidelines for architecture, landscape architecture, maintenance and access.*
- *Review guidelines for needed improvements, including maintenance of existing properties.*
- *Work with ODOT to create an acceptable signage, lighting and landscaping program for the Corridor.*
- *Minimize ODOT required signage – coordinate with local signage.*
- *Explore use of INCOG Street Tree Standards. Create preferred intersection template.*

- *Work with property owners and ODOT to provide landscaping at significant intersections and along property frontages.*
- *Create and place arrival signage at west and east.*
- *Include similar signage identifying the location of the Sports Complex.*

**BROADWAY DISTRICT / DOWNTOWN:**

The fortunes of Downtown Coweta have risen and fallen through the years, especially since the 1970's. Currently, Downtown is experiencing a level of renovation along Broadway and, occupancy is rising. Coupled with significant growth in Northern Coweta and new subdivisions to the south there a basis for strong optimism regarding Downtown's future. As with many historic Downtowns, the main street (Broadway District is the core of Coweta's history and character while SH 51 is the commercial engine.



**Recommendations (2025):**

- *Create a Downtown Advisory / Merchants Group to work with Chamber of Commerce and City and establish a "brand".*
- *Use the recommended Land Use Plan as base and identify commercial core, areas for mixed use and for higher intensity housing.*
- *Use SH 51 Design Guidelines Overlay as base for a Downtown Design Guidelines. Include consistent Historic Downtown feel.*
- *Identify areas where three stories might be acceptable.*
- *Consider allowing three stories and mixed-use.*
- *Work with owners to study the potential gain in floor area to the rear of lots facing Broadway.*
- *Explore grant funding to support Downtown Redevelopment and Housing.*
- *Work with ODOT to identify acceptable design and traffic calming standards for Broadway. An example is to explore the potential for a median.*
- *Work with ODOT to identify temporary truck rerouting to allow for Broadway parades, Fall Festival, bike events, Farmers' Market and similar.*
- *Explore the inclusion use of street trees.*
- *Extend decorative streetlights from Railroad Overcrossing to 151<sup>st</sup> Street.*
- *Continue to Celebrate / Emphasize the railroad crossing as the entrance to the Historic Downtown.*
- *Continue to explore the potential for Farmer's Market.*

- *Identify appropriate locations for sidewalk improvements, create pedestrian access through Downtown from Division Street to the Schools Complex.*
- *Identify Historic Sites to be linked by pedestrian ways.*
- *Focus on goods and services for “locals” – visitors enjoy the experience of an authentic community.*
- *Explore Coweta Creek bike and pedestrian improvements from 141 Street to the former Cottonwood Addition.*
- *Create a realistic concept with a realistic schedule and budget for Coweta Creek Improvements Downtown.*
- *Consider sale of Mission Bell Museum for commercial space – with conditions to maintain the Historic Context.*
- *Explore reuse or redevelopment of the Police / Fire station.*
- *Create Historic Guidelines similar to SH 51 Guidelines. Amend Zoning Code accordingly.*

**Recommendations 2025 to 2030:**

- *Budget for and begin improvements along Coweta Creek.*
- *Add pocket parks in High Intensity core.*
- *Work with property owners to improve parking on rear of lots facing Broadway.*
- *Police / Fire site should be improved.*

**HOUSING ADJACENT TO DOWNTOWN**

Housing Adjacent to Downtown is a valuable resource. This type of lower cost housing benefits young families and seniors and it provides “built in” clientele for merchants, supporting a viable Downtown Commercial Core. As noted previously, existing housing Downtown is primarily single family in nature, older, in good maintenance with homes ranging from approximately 1,000 sf to approximately 1,500 sf. A number of vacant lots are present.

*Coweta 2030* recommends a Land Use Plan that increases Commercial / Mixed Use space along Broadway and extends it, primarily to the west. The Plan also assigns Medium Intensity Residential Use to the majority of the Downtown area. This Use Intensity allows six to twelve units per acre which accommodates homes on small lots, duplexes and some types of attached product. The Zoning Code should be reviewed and amended to address the details of mixed use.

**Recommendations to 2030:**

- *Install sidewalk improvements in selected locations to provide pedestrian circulation, connections from schools to Coweta Creek and links to Historic Sites.*
- *Explore a street tree and decorative lighting program in coordination with the sidewalks concept.*
- *Identify vacant lots and explore best use. Evaluate higher density residential and office use.*

- *Enforce lot maintenance codes, particularly regarding parking and storage in front yards.*
- *Work with Chamber, Downtown Advisory Group and realtors to create integrated “marketing” approach that provides information on lot and home prices, first time homebuyer financing, potential for redevelopment.*
- *Persons with experience building small homes in an in-town environment should be consulted and the Chamber of Commerce should identify and contact persons specializing in home restoration to inform them of the emerging opportunity.*
- *Homes nearing an unacceptable level of structural safety should be identified and mapped.*
- *Guidelines for renovating older structures should be prepared – related to but not as restrictive as Department of the Interior Federal Register Standards.*
- *Historic Downtown Residential District Identification signage related to should be installed.*

### **RELATIONSHIP WITH NSU**

As noted above, the Broken Arrow Northeastern State University Campus is located at 101 Street South and the Creek Turnpike. This Campus provides upper division and graduate courses to approximately 3,500 students who generally range from later twenties to mid-thirties in age. These students are generally working adults. Course offerings are in business and technology, education, liberal arts, science and health.

The Broken Arrow NSU campus does not provide student housing, rather, students find housing in close by market rate apartments and homes. It would appear that developing a strong relationship with NSU might be beneficial from several perspectives. Examples are providing affordable student housing, creating a Downtown Coweta experience that is attractive to students, providing close to campus service jobs and shopping, providing mentorship to Coweta High School Students and, attracting business and industry that can utilize the skills taught at the University.

### **Recommendations (to 2025):**

- *Reach out to NSU to understand ways in which the City and the University can partner together for the benefit of the students.*
- *Form ties with student groups on campus to better understand their needs.*
- *Encourage residential and commercial developers to consider the needs of NSU students.*
- *Promote the graduating student’s skill sets to business and industry evaluating Coweta as a base of operations potential.*
- *Create a bike trail system that links the campus with Downtown.*
- *Create a bike trail system that links the campus and the Interchange at the Turnpike.*

**MANUFACTURING:**

Coweta is not currently home to a large range of manufacturers or industry. Although the proposed Land Use Plan includes a growing amount of High and Medium Intensity Industry it is anticipated that a significant amount of that land area is and will be underutilized or vacant.

Outside of the ONETA Energy Plant at SH 51 and 257<sup>th</sup> East Avenue, and the Sand and Gravel Operations at the Arkansas River there is no other significant high intensity manufacturing or industrial use. Manufacturing or Industrially related uses in Coweta include welding and steel fabrication, machine shops, tool and die makers, building and pool contractors, well drillers, vehicle and equipment repair.

**Recommendations (to 2025):**

- Prioritize street improvements that enhance good access to industrial sites.
- Provide sewer and water to industrial and commercial property on the east side of the Muskogee Turnpike.
- Evaluate and quantify skills and experience sets of Coweta residents.
- Consider tax incentives for targeted industries that can benefit from the skills of Coweta residents.
- Create marketing information that communicates target industries in Coweta and that provides a clear understanding of the how local students with particular skills sets / education can be a significant resource to particular industries.
- Communicate the superior land values in Coweta and the growing availability of affordable housing for local workers.
- Work with the development industry to increase the availability of work force housing.
- Explore the potential for Medical Cannabis Manufacturing and provide targeted marketing materials.
- Create design guidelines for industrial uses – encouraging a business park character when appropriate.

**Recommendations (2020 to 2025):**

- *Target specific corporations in specific industry clusters, related to the educational base.*
- *Improve transportation modes (air, rail, truck via US75). Improve infrastructure, coordinate schedules, work with carriers to establish a coordinated network that can be leveraged to attract particular industry types.*
- *Explore potential for hemp manufacturing, consider annexing areas to south and east of the current City Limits. See Land Use 2030, Figure 7.*

### **ANNEXATION:**

The Coweta City Limits generally reflect the configuration of SH 51 west to east and SH 72 north to south. Over time, the City Limits should incrementally include areas for potential income generating land use in the area between the current city limits and the Muskogee Turnpike. Areas for residential growth should be considered for annexation, primarily to ensure quality of development. At a minimum, joint City / County construction and subdivision standards should be considered. Area to the north and east sides of the Muskogee Turnpike should be considered toward the end of the current decade and in the 2030's, depending on growth in the 2020's.

It should be noted that the majority of area to be annexed is and will be served by Rural Water District #4 and #5. District #4 provides water and sewer to areas north and west of the current City Limits. District # 5 provides water to areas north and east of the City Limits. Any efforts toward annexation must be coordinated with the Service Districts and Wagoner County. *See Figure 12, 5, 6 and 7.*

Annexation should be strategically initiated for purposes that include but are not limited to:

- Promoting orderly development.
- Protecting existing land uses from adverse impact.
- Protecting environmental resources. For example, water quality should be protected from contaminated runoff.
- Optimize economic development within the City.
- Ensure public facilities capacity and service for City residents.

Areas to be considered for annexation in the short term (to 2025) include:

- **North:** The proposed Turnpike Interchange is the primary growth factor in Coweta's future. As noted above, this interchange provides additional access to the City, potentially opens land for high intensity commercial development, potentially opens for land for higher intensity / work force residential development and potentially creates an environment that in turn create jobs.

- **North:** Coweta needs additional area for Industrial land use. The recommended Land Use Map includes an area of approximately 13 acres, south of the Oneta Power Plant, for future Light Industrial Use. It is recommended that the quarter section south of The Power Plant and North of 111<sup>th</sup> Street South be included in annexation discussions.
- **Northeast:** Coweta has historically had an agricultural base with cotton was being a good income producer during the first half of the 20<sup>th</sup> Century. In 2020, hemp production is gaining momentum, due in large part to its medicinal value. Hemp provides the base for cannabidol (CBD) based medicines which do not include the hallucinogenic effects of THC (Tetrahydrocannabinol) commonly found in the Cannabis plant. Currently, portions of Wagoner County to the east are under Hemp production. Coweta land values and the availability of water make it attractive for this type of Agricultural use.

**ANNEXATION**

**NORTH: High Intensity Commercial, Higher Density Residential, Medium Intensity Industrial**

- North of City Limits to Turnpike
- North of 121<sup>st</sup> Street, North to City Limits, East to 289<sup>th</sup> East Avenue
- Quarter Section 111<sup>st</sup> Street South, to Oneta Power Plant

*See Land Use Map, Figures 5, 6 and 7*

**ANNEXATION**

**NORTH EAST and SOUTHEAST: Agricultural Use, focused on attracting Hemp Growers**

- 305<sup>th</sup> East Avenue at 131 Street South to Muskogee Turnpike
- 15th Street South to 241<sup>st</sup> East Avenue, South to Arkansas River

*See Land Use Map, Figures 5,6 and 7*

- **South:** Coweta would benefit by adding to its Industrial Base. The area from 161<sup>st</sup> Street South to 171<sup>st</sup> Street South between SH 72 and SH 51B should be considered. The area south of 131<sup>st</sup> Street and adjacent o 337<sup>th</sup> East Avenue should also be considered for possible hemp manufacturing.
- **East:** The SH 51 corridor should be delineated and protected for City uses. The area between the current City Limits and 151<sup>st</sup> Street South should be included. The area north of the current City Limits bounded by the 131<sup>st</sup> Street South alignment and the Muskogee Turnpike should be considered as area for potential agricultural and / or manufacturing uses.

## REGIONAL RECREATION (LAKES)

Sequoyah State Park / Lake Ft. Gibson and Grand Lake of the Cherokees have not traditionally been recognized as having benefit to Coweta. Both are excellent recreation centers and should be included in Coweta’s marketing materials. One example of benefit is the possibility for new family-oriented home builders to advertise lake / recreational access, being closer to the lakes, particularly Lake Ft. Gibson, than Broken Arrow and the Tulsa Metro Area.

### Recommendations to 2025:

- Work with Chamber, Stakeholders, Youth Sports, Church Groups and similar to create links to Lake use. These can include
  - Conferences and Retreats.
  - Fishing and Boating.
  - Family Use.
- Consider “Gateway to Sequoyah State Park” or similar as part of the Coweta Character and Attraction.
- Work with Chamber to attract boat sales and sales and rental of water-oriented equipment to SH 51.
- Expand to include Grand Lake Use.



## STAKEHOLDERS: **NEEDS CM COMMENT**

During the preparation of *Coweta 2030* a Stakeholders Working Group was formed that included representatives from various aspects of life in Coweta. These Stakeholders represented the Banking and Home Building Industries, Chamber of Commerce, Downtown Merchants, School District, Bike Enthusiasts, Youth Sports, Oneta Power and similar.

Given that the future of Coweta appears to include significant growth and an opportunity to re-establish Downtown and the Heart of Coweta the formalization of a Stakeholders Group is recommended. The growing rebirth and rejuvenation of Coweta is directly related to the actions of these Stakeholders.

Briefly, the recommended Stakeholders Group should function as an Advisory Body and as a resource for accomplishing Actions Items, supporting and integrating with City Staff to guide and encourage future growth.

### **RECOMMENDED MEMBERS:**

To achieve a comprehensive approach with a comprehensive perspective the group should include (but not be limited to):

- Business Community: Representing SH 51 businesses.
- Downtown Merchants.
- Real Estate Community: Representing Coweta Realtors from housing and commercial orientations.
- School District and NSU.
- College and High School Student Representatives.
- Ministerial Alliance / Churches.
- Youth Sports Organizations.
- Not-for-Profit Service Groups.
- Bike and Health Enthusiasts.

Coordination by and between these Stakeholders and the responsibility for performing assigned mutually agreed to action items is critical to growing momentum for the 2020's. The Group can be a key component of understanding and coordinating movement toward Coweta's shared future. The Task is larger than can be achieved by individuals operating individually.

### **Recommendations (to 2025):**

- *Consider approaching the Chamber of Commerce to function as the coordinator / moderator – regularly coordinating with and receiving input / direction from the City Manager's Office.*
- *Formalize a Stakeholders group with regular meetings, action item responsibilities. The concept is to provide a "working group" for members to bring and receive information, resulting in collaboration on joint areas of interest. Another benefit is current information exchange to be used in forward /strategic planning by all parties.*
- *Prepare a summary of the observations, direction and recommendation of the Stakeholders to date.*
- *Set a meeting schedule, review **Coweta 2030** update and set action items with "Champions" to implement specific 2020 objectives. The list should be small to start and can be added to over time.*
- *Closely follow growth curve and opportunities / challenges that arise. Refine the objectives as growth trends become clear.*

### **Recommendations (2025 – 2030):**

*By 2025, it is anticipated that significant residential development will have occurred, the Turnpike Interchange will be under construction and the impacts to SH 51 and Downtown will be becoming evident. It is anticipated that SH 51 will be fulfilling its role as the commercial engine, that annexation has occurred to the north and that plans are being prepared for additional Commercial and Residential growth in that area. It is also anticipated that Downtown will have strengthened and that it is moving toward fulfilling its role as the Heart of Coweta.*

The following recommendations are based on this anticipated scenario:

- Prior to 2025, evaluate progress and set goals and objectives related to high growth from 2025 to 2030.
- Set goals to be achieved by 2030.
- Stakeholders should consider:
  - The look, location and impacts of High Intensity Commercial and Residential Growth.
  - Redevelopment of housing adjacent to downtown.
  - Three stories and mixed- use Downtown.
  - Expansion east along SH 51.
  - Hemp as an agricultural product.
  - Coordination with NSU and opportunities for NSU Students.
  - Targeted Industry attraction.
  - Achieving the potential of the Sports Complex.
- Youthful residents of Coweta should be a focus. This can include, recreation facilities, safe transportation for non-drivers, downtown events and gathering opportunities and similar.
- Regularly communicate findings to City Manager’s Office or designee, including recommendations regarding timing of and budget for capital improvements.
- Assign Teams to Champion these five-year goals. Individuals should not be required to remain team members for the entire period however, the goals and efforts of the Team should be clearly communicated prior to resignation. The “Team” should be responsible for the success of the goals and action items.
- Consider partnering with members of the Stakeholders Group to provide funding for tasks such as promotional materials such as video and website.
- Stakeholders should reach out to their respective networks, sharing information from the City and the Stakeholders and receiving input from the community.

## **COMMUNITY CHARACTER AND THEMES: CM COMMENT**

Based on an evaluation of historical strengths and current growth trends, a potential Coweta character and image includes:

- A fully functioning community with jobs opportunity, quality housing at an affordable cost, a well -developed recreational life, commercial shopping, and a family-oriented community that celebrates its roots.
- SH 51 and the Turnpike Interchanges as (273<sup>rd</sup> East Avenue and at SH 51) as commercial drivers.
- Downtown Coweta as the heart of the Community:
  - The Broadway District as a true Oklahoma “Main Street”, used for parades (with bands) and events.
  - Walkable.
  - Reproducing historic Coweta Architecture for commercial and offices uses as well as drawing from structures such as the Mission Bell Museum and Coweta Hotel.
  - Family and Youth orientation as evidenced by a significant proportion of single-family housing.
  - Signage and landscaping that capture Coweta’s agricultural and work oriented past.

As noted above, the City will lead the communications / marketing effort, drawing heavily from and working closely with the Chamber of Commerce, SH 51 and Downtown Merchants, the School District and Stakeholders group.

### **SUMMARY:**

Coweta is in a entering a period of growth not previously encountered. With it will come an anticipated City-wide renewal. From it will emerge Coweta as a well-rounded, fully functioning and close- knit community, potentially providing an attractive alternative to the larger community lifestyle of Broken Arrow.

The City of Coweta’s Officials and Staff have successfully crafted a community that is stable and successful, as evidenced by the numbers of residents who have called Coweta home for many years. The approaching growth is unique in the history of the community and will require widespread help / support from community organizations and its individual residents.

## CHAPTER FIVE: COMMUNITY FACILITIES AND SERVICES

Coweta residents expect that the governing body will provide certain services efficiently and economically. In addition, The City County provides facilities and services that are often used by residents other than those who reside in the City of Coweta.

During the preparation of this *2030 Update*, representatives of the Public Works, Police and Fire Department were interviewed. From those interviews it became clear that the Departments are and have been actively engaged in maintenance and improvement, of existing infrastructure, efficiently targeting and applying available funds to a prioritized list of projects. Emergency Service provision has been and is being treated similarly

The primary functions of the Public Works Department in Coweta are provision and maintenance of streets; water and sanitary sewer; storm water drainage; and parks. Public Works also provides solid waste collection. These community services and their associated facilities are fundamental to the public health, safety, and welfare of residents and the future growth of the City.



In addition to Public Works activities, the City also provides public safety services (police and fire protection) and recreation facilities and programs that are vitally important to the future growth and livability of the community.

This chapter of the Comprehensive Plan focuses on the following:

- Water Distribution and Storage System
- Sanitary Sewer System
- Storm Drainage
- Solid Waste Collection
- Fire Protection
- Police Protection

Streets and Transportation and Recreation Facilities are addressed in Chapters 6 and Chapter 7 respectively.

## EXISTING PUBLIC WORKS FACILITIES AND SERVICES

Age, location, capacity, and cost of maintenance and improvements are some of the critical components that impact Coweta's ability to serve existing development and to attract new business and construction. Also, the City is now entering a period of expansion, particularly to the north and west of the Downtown Core. In this case, the provision of new infrastructure (water, sewer, streets, storm drain) will be key. As has been noted previously, expansion outside of the current City Limits requires coordination between several entities: City, County, Rural Water District 4 and Rural Water District 5.

Wagoner County currently provides street improvement and maintenance outside of the City Limits. Rural District 4 provides water and sewer to the west and north of the current City Limits. Rural District 5 provides water to the east and north of the current City Limits. The City of Coweta provides water, sewer and street improvements within the City Limits and will provide street and sewer infrastructure in newly annexed areas to the north and east and street improvements in newly annexed areas to the north and west.

The following is an overview / summary of existing public services and facilities, provided as a "primer". For additional, more detailed information the Public Works Department and the appropriate Service Districts should be contacted.

### **Water Supply, Distribution, and Storage**

Safe potable water supply in adequate supply combined with efficient treatment and distribution are a key to encouraging redevelopment and attracting new business and construction.

**The City of Coweta** derives its principal water supply from the Verdigris River. Permits issued to the City by the Oklahoma Water Resources Board presently allocate a total public usage of XXX acre-feet per year with maximum pumping of XXX MGD per day. Water from this source is presently treated at a single plant north of SH 51, in an oxbow on the west side of the Verdigris River.

The existing water plant was improved during the period of 2012 to 2014 at the cost of approximately \$13 million, it has capacity of approximately 4.0 MGD with the potential to be increased to 6.0 MGD. 1.0 million gallons of storage is available at the adjacent clear well.

The Skyview Water Tower located north of 131<sup>st</sup> Street near 289<sup>th</sup> East Avenue has a capacity of approximately 1.5 million gallons. Water is transmitted from the plant to the City via a transmission line that runs along the north side of SH 51. In 2019, the City completed repairs to an 18" transmission line that that brings domestic water approximately three miles

from the water treatment plant on 353rd East Ave to the Skyview Tower. This line provides system redundancy to the Skyview Tower and helps to ensure an uninterrupted flow of water to residents.

Future efforts will include repairs to the undersized water system Downtown and storm water intrusion.

The **Rural District 5** water supply is also drawn from the west side of the River at XXXX, pulling its water directly from the Verdigris River. The District serves approximately 3900 customers in Wagoner County adjacent to Coweta, Porter and Red Bird and serves to north of 71<sup>st</sup> Street. The District Water Plant was put online in August 2007. The District utilizes more than 300 miles of line, 100 miles of which is less than 15 years old with another 100 miles being between 15 and 25 years old. Plant capacity is approximately XXX MGD and storage is approximately XXX MGD with use being approximately XXX MGD

The **Rural District 4** water supply is drawn from the Verdigris River, north of the Coweta intake. The District Water Plant is located at XXX and has a production capacity of XXX MGD with approximate use of XXX MGD Storage capacity is XXX million gallons. There are currently approximately 11,600 taps onto the system, approximately 12.5 miles of line are being upgraded. The District serves primarily in western Wagoner County south of 121<sup>st</sup> Street and all the way to Stone Bluff.

In 2011 the District completed a 1.1-million-gallon water tower as part of a \$6.2 million District-wide improvement project. The project included a 1.5 million-gallon clearwell at the water plant, a new trunk line and 6,2 miles of distribution line. The project enabled the District to deliver approximately 8 MGD.

During the short (2025) term, future residential development inside of the municipal limits is anticipated. The demand from this development can be accommodated by the existing facility. Significant commercial / industrial development is not anticipated at this time. From 2025 to 2030 residential growth will continue and commercial / industrial growth is anticipated to increase. No significant industrial users have been identified.

At some point during the horizon period the City Limits will be expanded to include the area surrounding the Turnpike Interchange improvements. **Coweta 2030** anticipates annexation to occur prior to 2025, however, a significant increase to need for water is not anticipated. When this need occurs (2025 to 2030) it will be served by the City of Coweta, Rural District 5 and Rural District 4.

***Recommendation:***

*It appears that both the City's and the Rural District's water plants are and will be well positioned to provide adequate treatment for the proposed levels of growth. The City of Coweta, Rural District 4 and Rural District 5 should begin / continue discussions to identify the location and timing for proposed annexation. In addition, the anticipated amount of growth, its type and location as well as the anticipated quantity of water required should be cooperatively reviewed with a joint plan for service. Wagoner County should be included in the discussions.*

*In addition, the specific boundaries for service and the method to cooperatively review development proposals should be addressed. See Chapters 8 and 9.*

### **Sewage Treatment**

Although safe water is a significant key to growth, the primary growth maxim is "growth follows sewer". The Coweta sanitary sewer system adequately and efficiently collects and treats residential and commercial wastewater and industrial effluent. Two key tests of the system are the absence of odor and any negative environmental impact downstream of the system release point. **CDD Comment**

**The Coweta plant**, designed in 1992 for a 20-year life, utilizes aerated lagoons and is capable of processing .75MGD. It is located south of 161<sup>st</sup> Street South and east of SH 72 at the Arkansas River. The plant serves the City primarily through gravity flow – the plant sits "downhill" from most of the community.

In October 2019, the Oklahoma Water Resources Board (OWRB), approved a loan to the Coweta Public Works Authority in the amount \$11,373,000. The loan is to be repaid over a period of 30 years and is secured by revenues from the water, sewer and sanitary systems and a 3% sales tax. The proposed improvements will not only increase capacity to 1.5 MGD but will better preserve the aquatic habitat in the Arkansas River through improved quality of discharge. Proposed improvements include a new lift station, a concrete lagoon, two new aeration basins, two secondary clarifiers, sludge drying beds and modification to the existing disinfection basin.

During the short (2025) term, future residential development inside of the municipal limits is anticipated. The demand from this development can be accommodated by the existing / improved facility. Significant commercial / industrial development is not anticipated at this time. From 2025 to 2030 residential growth will continue and commercial / industrial growth is anticipated to increase. No significant industrial users have been identified.

At some point during the horizon period the City Limits will be expanded to include the area surrounding the Turnpike Interchange improvements. **Coweta 2030** anticipates annexation to occur prior to 2025, however, a significant increase to need for sanitary sewer is not anticipated. When this need occurs (2025 to 2030) it will be served by the City of Coweta and Rural District 4. Rural District 5 has authority in this area but does not provide Sanitary Sewer.

**Rural District 4** operates a Sanitary Sewer plant located on Coal Creek, north of 91st Street South and west of 305<sup>th</sup> East Avenue. The plant is “uphill” from Coweta and requires lift stations to reach it. Plant capacity is **XXX** MGD

In October 2019, Oklahoma Water Resources Board approved a loan to Rural District 4 in the amount of \$14,835,000. The proposed improvements are to include construction of a new plant with capacity of **XXX**, two new lift stations, equalization basins and generators with odor and corrosion control. The improvements will increase the quality of effluent discharge.

**Recommendation:**

*It appears that both the City’s and the Rural District’s sewage treatment plants are and will be well positioned to provide adequate treatment for the proposed levels of growth. The City of Coweta and Rural District 4 should begin / continue discussions to identify the location of future annexations. Also, the anticipated amount of growth, its type and location and the anticipated quantity of required treatment should be cooperatively reviewed, with a joint plan for service. Wagoner County should be included in the discussions.*

*In addition, the specific boundaries for service and the method to cooperatively review development proposals should be addressed. See Chapters 8 and 9.*

**Storm Drainage NEED COMMENT**

The City’s storm drainage facilities collect and carry rainwater from “impervious” surfaces such as roofs, roadways and parking lots during storm events. The facilities also increase the capacity of natural drainage ways. The goal is to protect life and property from flooding and erosion.

Coweta Creek bisects much of the City from the Muskogee Turnpike in the north to the Arkansas River in the south. A large portion of the City’s drainage flows toward / into the Creek. Coweta’s original downtown was located on the eastern banks of this creek. **See Figure 8.**

Historically, storm water damage / losses in Coweta have been limited to some areas near downtown, particularly in the location of the Cottonwood Addition which was **abandoned** after repetitive losses. New development is concentrated in the northern portion of the community, therefore increased release will occur into Coweta Creek commensurate with the increase in building footprints and paved street and parking areas which diminish the area of absorption and increases that amount and velocity of runoff.

### **CDD COMMENT ENTIRE SECTION**

#### **Recommendation:**

- *A Storm Drain Master Plan should be scheduled, budgeted and prepared*
- *As possible, increase budget for major Storm Water Improvements, as identified in the proposed Plan .*

#### **Summary:**

Generally, the City's existing water, wastewater, and stormwater drainage systems have capacity to serve existing and short term / mid-term development throughout its corporate limits. Existing maintenance and upgrade programs are sufficient.

While available water storage capacity remains adequate, the present consumption may on occasion exceed the allocated supply, and, the treatment plant capacity. Given the projected levels and type of growth through 2025 and 2030 the present system may be an impediment to redevelopment and new development. Line sizes and condition limit distribution in some older areas of town but should be of minimal impact to new growth.

Storm Water intrusion is a known constraint and the Public Works Department has worked continually to address storm water infiltration. Future industrial discharge could be an area of potential concern as may be significant residential growth.

**INFO ON NEW PLANT HERE.**

Maintenance of and improvement to the storm drainage system should be a priority to continue to ensure safety to life and property. Increase to existing runoff, based on projected growth levels and types, may be significant.

No service deficiencies are noted or expected for solid waste management, fire protection, or police protection services.

Current levels of budgeted investment in the water and wastewater, systems for the short term (2020) appear to be adequate. Additional investment should be made in significant storm drainage improvements.

**EXISTING FIRE AND POLICE PROTECTION:**



The Coweta Fire and Police Departments operate from one location in Downtown Coweta, at the northwest corner of Chestnut Street and Broadway. The facility is approximately 10,000 sf in size.

**Fire Protection:**

The Okmulgee Fire Department protects life and property by providing efficient and effective facilities and services for fire prevention, fire suppression, hazardous materials control, and emergency response. To accomplish this, the Department provides fire suppression training, construction inspection, code compliance, and cooperative mutual aid agreements and inter-local arrangements.

The Department currently has a response rate of 4.5 5 minutes 90% of the time for all firefighting, rescue, or extraction response within the City limits. Ambulance response is slightly less. Responses outside City limits in support of County Fire make take longer. The current ISO rating is **XX** which is within the standard range for a community of Coweta’s size.

The Coweta Fire Department responds to calls from the Wagoner County line in the west to the Verdigris River in the East. Emergency Response Service (EMS) is shared between Coweta, Wagoner and Wagoner County. 5 ambulances are available.

The Coweta Fire Department currently is Staffed with 19 full time personnel and 2 administrative personnel. The Department operates one engine / pumper and one brush truck. The Department currently has the ability to fight fire to a maximum of three stories or 30 feet in height. An 85’ quint would be needed to reach structures taller than that. Acquisition of a new (used) engine (approximately \$500,000) or a rescue pumper (approximately \$750,000) is in early discussions. **FIRE COMMENT**

One of the primary concerns for the department is wildland and / or brush fires. The increase of new residential development adjacent to open space and the smaller lot sizes against large lots is a cause for concern.

New commercial development around the Turnpike Interchange and along SH 51 may create the need for additional personnel as might new Industrial Development should the anticipated “full service” community scenario be realized.

**Recommendation (to 2025):**

- *Ensure that the Department is “in the loop” early in the development process, particularly in the creation of new subdivisions.*
- *Provide equipment (brush trucks) and medical protocols necessary to address needs in areas adjacent to open spaces.*
- *Prioritize funding as possible to provide testing and maintenance for hydrants.*
- *Explore need for equipment to fight fire in taller (three and four stories).*

**Police Protection”:**

The Coweta Police Department is presently budgeted for 24 certified officers. The staffing level provides the City with slightly more than 2.4 officers per thousand residents. This compares favorably with a recommended ratio of 1.4 to 3.0 officers per thousand residents.

The present level of service is expected to remain adequate through 2025. However, the anticipated population growth may begin to impact service levels in or about mid-decade.

Discussion with Department representatives indicates that traffic accidents and violations are the majority of officer response actions. The Turnpike Interchange is seen as positive, potentially reducing future traffic levels on SH 51.



The Department is exploring / evaluating future methods of improving service and future goals. These include:

- Dividing Coweta into 4 Districts with “floating” Supervisors.
- Providing a consistent 5 to 7-minute response time.
- Ensuring that all vehicles are traded out after 100,000 miles.
- 10-hour shifts with three days on and 4 days off.
- Adding one animal control officer and one part-time person.

- New station at current location.
- Establishing a station in northern Coweta.

**Recommendation:**

- *Review existing equipment for maintenance and replacement needs.*
- *Prioritize funding for officer safety training and equipment.*

**Summary:**

By 2030 it is anticipated that City population may be near 25,000 persons. If that is the case, staffing should increase. For example, police personnel should increase to 60 to maintain the existing officer to population ratio. The number of vehicles should increase accordingly.

Fire Department expansion to maintain levels of service will also require additional personnel. However, the increased number of structures may be a larger factor than the increased population. The increase in the number of structures will require additional equipment. Equipment needs can be estimated in part by estimating the increased number of units and commercial floor area.

Location of a new or second Police / Fire facility should be evaluated in northern Coweta to address growth near the Turnpike Interchange and along SH 51. During the period from 2025 to 2030 growth along SH 51 to the east may occur; emergency response personnel and equipment should be discussed / considered accordingly.

**Solid Waste**

Collection and disposal of solid waste in Okmulgee is provided weekly. Pickup is accomplished with three vehicles; the City has one more truck available as a backup if needed. Eight positions are budgeted, not all are filled at this time. Coweta primarily transports solid waste to the Covanta Trash to Energy Plant located at Yukon Avenue on the west side of I 244 at West 21<sup>st</sup> Street South. The distance from the City to the Covanta Plant is approximately 25 miles.

The Covanta Plant processes approximately 1,125 tons per day, creating approximately 298,000 lbs. per hour of steam. That steam is sold to Public Service Company of Oklahoma or to Holly Frontier, an independent refinery adjacent to the Plant. Burning at approximately 2300 degrees the Plant typically operates at between 95% and 98% of the eleven mandated EPA target limits. The Coweta contract allows the City to “deposit” a maximum of approximately 10,000 tons per year.

Conversation with Coventa indicates that a doubling of the Coweta contract does not appear to be an issue. The current contract runs into 2022. Recycling is not required; however, plastics reduce hourly capacity because they create higher burn temperatures.

In the event that the Energy Plant is closed the City takes the solid waste to the Waste Management operated Land Fill located on 46<sup>th</sup> Avenue North in Tulsa, east of SH 75. The distance from the City to the Land Fill is also approximately 25 miles. Covent representatives indicate that plant maintenance occurs in the spring and the fall, typically less than 2 weeks each in duration. Capacity during maintenance is typically reduced to 700 tons per day.

When one or more of the boilers at the Coventa plant close for maintenance the refuse trucks are diverted to the Land Fill on 46<sup>th</sup> Street North operated by Waste Management. This may occur once or twice per year for two-week periods.

It is anticipated that the number of persons residing in Coweta may double during the decade of the 2020's and that commercial floor area will significantly increase. If that is the case, the number of truck trips from Coweta to the disposal site will double – from six to twelve per week with total travel increasing from 600 to 1200 miles per week.

Although current staff could accommodate the increased need for trash collection, “days off” from collection are currently used for other Public Works related tasks. Therefore, additional staffing needs are anticipated.

***Recommendation:***

*Anticipated additional solid waste production do not appear to warrant significant expansion to the solid waste disposal system.*

**CITY HALL AND LIBRARY: CONTACT PLANNING**

## CHAPTER SIX: TRANSPORTATION

The purpose of this Transportation Section is to provide comment / recommendation for improvements related to mid (2025) and long-term (2030) growth, based on a review of the existing 1993 Major Street and Highway Plan, evaluation of the existing condition and evaluating the anticipated levels and location of growth. . Any effective transportation system should:

- Support desired land use with proper street design.
- Optimize the use of highways, streets, and vehicle storage (parking) facilities.
- Coordinate all modes of transportation:
  - business oriented (truck, with potential connections to rail and air).
  - personal vehicles and vans.
  - visitor oriented (ex: connection from Interchange to Downtown).
- Provide methods of youth-oriented transportation (pedestrian and bike) to youth-oriented facilities (school, recreation, Downtown).

Transportation and Land Use are closely related in that the transportation system (specifically the street network) must be capable of accommodating the traffic that is generated by the adjacent land use as well the through traffic, (visitor and commuter). Traffic congestion, collisions, and similar can be created in areas where the density and intensity of land use exceeds the designed carrying capacity of the street.

The City of Coweta is an established City that has traditionally grown at a slow to moderate rate with an established, operational street system. Even during periods of growth, given the overall population size of the City, total trips increase could be accommodated by the existing system. Historically, a successful approach to Transportation needs has been to target the optimized use of existing streets, focusing on surface maintenance and occasional widening. Additional discussions have included:

- Intersections with high accident rates.
- Connections between NSU and Downtown.
- “Complete Streets” (pedestrian inclusion and safety) starting in the Downtown Core.
- Youth oriented transportation.
- Senior Transportation.

Beginning in 2000 Coweta began experiencing residential growth pressure which was dampened by the mid-decade downturn. Over the past five years (since approximately 2015) residential growth has again increased, indicators are that it will continue well into the next decade. In addition to that residential growth, commercial use has increased along SH 51. Within the next five years Oklahoma Turnpike Authority will begin construction of an interchange on the Muskogee Turnpike, anticipated to be located at 273<sup>rd</sup> East Avenue. Along with that construction, Oklahoma Department of Transportation is anticipated to construct a connector arterial linking the Interchange to SH 51. These improvements are anticipated to spur significant growth in the area, creating the need for street improvements beyond what the City has typically undertaken.

*Coweta 2030* identifies potential / anticipated trends, makes comment and provides a recommended approach to address the potential impacts of growth. To further explore the impacts and to identify an appropriate plan of action, larger scale new development proposals should provide a traffic analysis. Additional engineering analysis and revision to the 1993 MSHP should occur concurrent with development of and around the Turnpike Interchange.

## **1993 COWETA MAJOR STREET AND HIGHWAY PLAN (MSHP) SUMMARY**

The 1993 Major Street and Highway Plan recognized that Coweta “has become an integral part of the Tulsa metropolitan area”. Two important goals for / results of the Plan included integrating Coweta into the overall metropolitan system and, providing an efficient system for circulation within the City itself.

The Plan inventoried the existing system, information was gathered regarding the Federal Aid System classifications in the area and traffic counts were taken at 16 locations. The Plan was prepared to:

- Develop goals and objectives that represented Coweta’s desires and values.
- Develop street functional classifications and design standards.
- Designate Coweta’s streets per the adopted functional classifications.
- Develop a guide for the allocation of development intensities.

## **STREET NETWORK AND CLASSIFICATIONS**

### **MSHP Classifications**

The 1993 Plan identified Streets and Highways are classified according to their role and expected Level of Service (LOS).

**TABLE 7**

<b>STREET CLASSIFICATIONS</b>			
<b>TYPE</b>	<b>DESCRIPTION</b>	<b>MINIMUM RIGHT OF WAY</b>	<b>MINIMUM PAVING</b>
<b>Freeway</b>	Limited access multi lane facility designed to carry large volumes of traffic safely, quickly and smoothly and long distances	Per ODOT or OTA Standards	Per ODOT or OTA Standards
<b>Primary Arterial</b>	Controlled access multi lane facility designed to carry large volumes of traffic to and from freeways and between major activity centers, over moderate distances while providing access to abutting properties.	120 feet	101 feet 6 lanes, 25-foot median
<b>Secondary Arterial</b>	Multi-laned facility designed to move traffic short distances, connecting and giving access to collector and residential streets while giving access to abutting properties. Should be used through corridors through high density districts requiring continuous access. Most section line roads are designated as Secondary Arterials	100 feet	50 feet 4 lanes
<b>Secondary Arterial Alternate</b>	Multi-laned facility designed to move traffic short distances. Contains center continuous left turn lane, connects and provides access to collector and residential streets and abutting properties. Should be used through corridors through high density districts requiring continuous access.	100 feet	63 feet, 5 lanes
<b>Commercial / Industrial Collector</b>	Streets within commercial or industrial districts which collect and distribute traffic from local streets to arterial streets. Low speed traffic movement. Access is a major design factor.	80 feet	40-50 feet
<b>Residential Collector</b>	Streets which collect and distribute traffic from residential streets to arterial streets. Low speed traffic movement with access as major factor.	60 feet	24-36 feet
<b>Residential Street</b>	Streets with primary function to provide access to residential property.	50 feet	26 feet

**TABLE 8**

1994 MSHP COWETA CLASSIFICATIONS: STREET CLASSIFICATIONS	
TYPE	LOCATIONS
Freeway	
<b>Creek Turnpike</b>	Northwest corner of Coweta
<b>Outer Loop</b>	Western portion of Coweta, west of 225 <sup>th</sup> E Ave. <b>Still proposed?</b>
<b>Muskogee Turnpike</b>	Length of community, southwest from 101 <sup>st</sup> St and 273 <sup>rd</sup> E Ave
Primary Arterial	
<b>121<sup>st</sup> Street South</b>	193 <sup>rd</sup> E Ave to 273 <sup>rd</sup> E Ave
<b>141<sup>st</sup> Street South</b>	193 <sup>rd</sup> E Ave to 289 <sup>th</sup> E Ave
<b>193<sup>rd</sup> E Ave (County Line Road)</b>	101 <sup>st</sup> Street S to Arkansas River
<b>241<sup>st</sup> E Ave (Oneta Road)</b>	101 <sup>st</sup> Street S to 141 <sup>st</sup> Street S
<b>289<sup>th</sup> East Avenue / SH 72</b>	151 <sup>st</sup> Street S to (and across) Arkansas River
<b>SH 51</b>	Through community, east to Verdigris River
<b>SH 51B</b>	SH 72 to 321 <sup>st</sup> E Ave
Secondary Arterial	
<b>209<sup>th</sup> E Ave</b>	101 <sup>st</sup> Street S to 161 <sup>st</sup> Street S
<b>225<sup>th</sup> E Ave (Evans Road)</b>	101 <sup>st</sup> Street S to 161 <sup>st</sup> Street S
<b>257<sup>th</sup> E Ave (Midway Road)</b>	101 <sup>st</sup> Street S to 161 <sup>st</sup> Street S
<b>273<sup>rd</sup> E Ave (Oak Grove Road)</b>	121 <sup>st</sup> Street S to 161 <sup>st</sup> Street S
<b>289<sup>th</sup> E Ave (Turkey Springs Road)</b>	101 <sup>st</sup> Street S to 151 <sup>st</sup> Street S
<b>305<sup>th</sup> E Ave (Ben Lumpkin Road)</b>	31 <sup>st</sup> Street S to 161 <sup>st</sup> Street S
<b>321<sup>st</sup> E Ave</b>	101 <sup>st</sup> Street S to 161 <sup>st</sup> Street S
<b>337<sup>th</sup> E Ave (Arlis Badley Road)</b>	121 <sup>st</sup> Street S to 161 <sup>st</sup> Street S
<b>353<sup>rd</sup> E Ave (Loan Star Road)</b>	71 <sup>st</sup> Street S to 161 <sup>st</sup> Street S
<b>71<sup>st</sup> Street S</b>	273 <sup>rd</sup> E Ave to 353 <sup>rd</sup> E Ave
<b>81<sup>st</sup> Street S</b>	273 <sup>rd</sup> E Ave to 353 <sup>rd</sup> E Ave
<b>101<sup>st</sup> Street S</b>	273 <sup>rd</sup> E Ave to 353 <sup>rd</sup> E Ave
<b>111<sup>th</sup> Street S</b>	193 <sup>rd</sup> E Ave to 353 <sup>rd</sup> E Ave
<b>121<sup>st</sup> S Street</b>	SH 51 to 353 <sup>rd</sup> E Ave
<b>131<sup>st</sup> Street S</b>	193 <sup>rd</sup> E Ave to 353 <sup>rd</sup> E Ave
<b>141<sup>st</sup> Street S</b>	SH 51 to 353 <sup>rd</sup> E Ave
<b>151<sup>st</sup> Street S</b>	193 <sup>rd</sup> E Ave to 353 <sup>rd</sup> E Ave
<b>161<sup>st</sup> Street S</b>	193 <sup>rd</sup> E Ave to 353 <sup>rd</sup> E Ave



<b>STREET CLASSIFICATIONS (continued)</b>	
<b>Collector</b>	
289 <sup>th</sup> E Ave	31 <sup>st</sup> Street S to 101 <sup>st</sup> Street S
321 <sup>st</sup> E Ave	31 <sup>st</sup> Street S to 101 <sup>st</sup> Street S
337 <sup>th</sup> E Ave (Arlis Badley Road)	81 <sup>st</sup> Street S to 101 <sup>st</sup> Street S
91 <sup>st</sup> Street S	273 <sup>rd</sup> E Ave to 353 <sup>rd</sup> E Ave

See Figure 15 and Appendix **XX** City of Coweta Major Street and Highway Plan

Generally speaking, the MSHP created a grid throughout the planning area which was, in effect, the area within Coweta’s Fence line. It is of note to remember that the street section associated with Primary Arterials are 6 lanes with sidewalks on both sides and the street section associated with Secondary Arterials is 4 lanes with sidewalks located on both sides. In 2020, it is clear that the level of capacity proposed by the 1994 Plan anticipated a level of growth that has not been realized. As an example, the previous (1994 - 2020) Comprehensive Plan tiered off of the 1993 MSHP proposing commercial / medium intensity uses at the four corners of each section through most of the area from the Muskogee Turnpike south to the Arkansas River.

**Existing Condition**

The most heavily traveled traffic corridors in the City are:

- SH 51 with approximately 19,000 trips per day west of downtown.
- Approximately 9,000 trips per day east of downtown.
- SH 72 (Broadway) with approximately 8,200 trips per day.
- 141 Street S with approximately 4,200 trips per day.

The City recently authorized the completion of a study focusing on the intersection of 141<sup>st</sup> S and SH51. The Study found that peak morning hour travel through the intersection was 2,239 trips and peak afternoon travel through the intersection was 2,569 trips.

The large portion of the streets within the Coweta transportation network is two lanes in width with drainage ditches on either side, located on “section lines” or mile sections. Much of the frontage provides access to individual lots, many of them large parcels.

Many of the section line roads around the City remain at the statutory right of width of 49.5'. This is narrower than the minimum width identified by the 1993 MSHP *See Table XX*. As new subdivisions have been proposed, dedication to widen adjacent travelways has been required. However, dedications over time have been inconsistent and, much of the frontage has remained held by individuals over time, without potential for dedications. Therefore, additional Right of Way (ROW) will be required to improve many of the streets to the recommended Level of Service. SH 51 is the only transportation corridor in the City that is more than two lanes in width.

One impact of the standard existing ROW width is that sidewalks and bike lanes cannot be located in that width. The need for drainage along the streets further impacts the ability to create a comprehensive pathway system throughout the City.

The northern portion of the City, and the area north of current City limits south of the Muskogee Turnpike is the area of highest growth. Much of the existing and proposed residential development is in this area as is the anticipated Turnpike Interchange. The area in western Wagoner County near 193<sup>rd</sup> East Avenue and 101<sup>st</sup> Street S is also growing quickly. As a result, Average Daily Trips (ADT's) in the north are expected to increase significantly. For example, anticipated residential traffic based on current approvals could be expected to increase by more than 5,000 ADT's along 273<sup>rd</sup> E Ave and 111<sup>th</sup> Street S in that area.

10<sup>st</sup> Street South and 289<sup>th</sup> East Avenue are anticipated to be highly impacted as may be 121<sup>st</sup> and 131<sup>st</sup> E Avenues between SH 51 and 289<sup>th</sup> E Ave. Another significant traffic producer may be the potential development of an 80-acre County Fairground at the southeast corner of 289<sup>th</sup> Avenue and 131<sup>st</sup> Street S.

### **Coweta 2030 Classifications**

*Coweta 2030* proposes an alternative approach, based on the existing condition and current growth trends. While not rising to the level of a Major Street and Highway Plan, *Coweta 2030* makes recommendations that should be considered in future budget cycles and includes a recommendation for revision to the existing MSHP. Also of note is the fact that *Coweta 2030* is focused on the area currently within the City Limits and adjacent to the City Limits and those that likely to be annexed during the planning period.



**TABLE 9**

<i>Coweta 2030 TARGET STREET CLASSIFICATIONS</i>		
Primary Arterial		
Secondary Arterial		
<b>101<sup>st</sup> Street South</b>	193 <sup>rd</sup> E Ave to Creek Turnpike	Connection from NSU to SH 51 and Turnpike. Bike Lane
<b>111<sup>th</sup> Street South</b>	257 <sup>th</sup> E Ave to 289 <sup>th</sup> E Ave	Residential traffic, commercial traffic from Interchange
<b>121<sup>st</sup> Street South</b>	SH 51 to 289 <sup>th</sup> E Ave	Traffic from Medium Density Residential, connect to SH 51
<b>141<sup>st</sup> Street South</b>	193 <sup>rd</sup> E Ave to 305 <sup>th</sup> E Ave	“Belt line” connection east to west. Bike Lane
<b>Turnpike to SH 51</b>		New connector by ODOT
<b>273<sup>rd</sup> E Ave</b>	Turnpike to 111 <sup>th</sup> Street South	Residential, commercial traffic to 111 <sup>th</sup> Street
<b>289<sup>th</sup> E Ave</b>	Turnpike to 121 <sup>st</sup> Street South	Traffic from Medium Density Residential
<b>305<sup>th</sup> E Ave</b>	71 <sup>st</sup> Street South to SH 51	Future: Connector to and from Eastern Broken Arrow
Collector		
<b>Section Roads</b>	<b>Line</b>	Sidewalks included to serve subdivisions

*See Figure 15*

*Coweta 2030* recommends revisions to coordinate with anticipated growth and the proposed revisions to the Land Use Map:

**Recommendations (to 2025):**

*As noted above, significant growth is anticipated in the area bounded by 257<sup>th</sup> and 289<sup>th</sup> Avenues East, the proposed Turnpike Interchange and SH 51.*

- *273<sup>rd</sup> East Avenue and 289<sup>th</sup> East Avenue should be evaluated for potential to make each a secondary arterial*
- *111<sup>th</sup> Street South should be evaluated for the potential to make it a secondary arterial from 257<sup>th</sup> East Avenue to 289<sup>th</sup> East Avenue*

- *121<sup>st</sup> Street South should be evaluated for the potential to make it a secondary arterial from SH 51 to 289<sup>th</sup> East Avenue.*
- *Evaluation should include but not be limited to, existing right-of-way width, trail potential, landscaping concept, drainage and utility locations.*
- *Traffic estimates within the growth area described above should be part of the analysis.*
- *Trail should be added to 101<sup>st</sup> Street South, in coordination with Wagoner County Improvements.*
- *141<sup>st</sup> Street South and 241<sup>st</sup> East Avenue should be evaluated for trails location.*

**Recommendations (2025 – 2030)**

- *Traffic studies and estimates should be completed for the significant growth area as noted above to verify level of required improvements.*
- *Improvements should be budgeted and begun for the growth area.*
- *Trails along 141<sup>st</sup> South and 241<sup>st</sup> East Avenue should be funded and improved.*

**INCOG HAVE ACCIDENT COUNTS?****SHIPPING AND EQUIPMENT TRANSPORTATION**

As noted above, Coweta is located nearby several major transportation facilities that support industry. These include the Tulsa International Airport, the Port of Catoosa and the Port of Muskogee. To date, these significant goods and materials resources appear to be underutilized. Coweta is connected to each by portions of the state and federal Highway System.

**Airport**

The Tulsa International Airport is located approximately 28 miles northeast of the City. DHL, UPS, US Post Office, FED EX, American Airlines, Southwest Airlines and United Airlines all provide shipping services.

**Ports**

The Port of Catoosa located approximately 27 miles north of the City is the furthest inland port in the nation. Barge traffic connects this port to the Port of New Orleans via the Kerr-McClellan Navigation Channel, the Verdigris River, the Arkansas River and the Mississippi River.

The Port of Muskogee is located approximately 25 miles east of the City. Located on the Verdigris River it provides barge access to the Gulf of Mexico.

## **Rail**

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## CHAPTER SEVEN: PARKS AND RECREATION

This Parks and Recreation Section is to provide comment / recommendation for improvements related to mid (2025) and long-term (2030) growth, based on a review of the existing 2008 Parks and Recreational Facilities Plan, evaluation of the existing parks system and comparing it to the anticipated levels and location of growth.



The 2008 Plan emphasizes the importance of greenery in community and personal wellness. It indicates that time spent in natural surroundings relieves mental fatigue and relieves irritability. Green space also supports frequent actual contact among neighbors and builds a sense of community which creates social ties which are the building blocks of strong secure neighborhoods.

In the time since the Coweta Comprehensive Plan (1994-2020) and the 2008 Parks and Facilities Plan were prepared, the health of individuals, particularly that of children has become an increasingly important issue. This is in large part driven by increasing youth obesity and diabetes.

Recreational activities are considered to be either active or passive in nature, depending on the user’s role as participant or spectator. Both types of recreation are needed in the community. The National Parks and Recreation Association recommends that all parks have some form of active and passive recreation within them. The larger parks will usually have a higher proportion of active recreational facilities due to the larger areas required for playing fields, running paths, etc. “Passive” activities include trails, sidewalks, seating areas, grassy areas for picnics / sun-bathing and similar.

As noted previously, the 2008 Plan based parks needs on population and location of population concentrations. Over the past twelve years population and density patterns have stayed relatively stable, therefore, the existing Plan continues to provide a significant amount of applicable guidance. **Please See Appendix XX.**

The National Recreation and Park Association standards for park area have historically indicated that indicate that a typical park and recreation agency should provide approximately 10 acres of park land per 1,000 residents. At the time that the

Plan was prepared it was estimated that there were 8,967 residents in the City. Therefore, park needs at that time were approximately 90 acres.

The 2020 Census is anticipated to show that Coweta has reached a population of approximately 13,000 residents. Therefore, current park needs would be approximately 130 acres. With growth anticipated to reach 25,000 by 2030, park needs at that time would be approximately 240 acres. The amount of a park area accessed by non-vehicle means is an important factor in measuring adequate park provision.

### **2008 Parks and Recreational Facilities Plan**

The 2008 Plan identified seven types of park facilities.

- Mini-Park: Neighborhood park of one acre or less.
- Neighborhood Park: Park for day-to-day use serving surrounding area of ½ mile radius.
- Community Park: Specially developed facilities for community functions such as community events.
- Area Park: Intensive Use area for organized sports. Passive and active use serving city and surrounds.

The Plan also described special recreational facilities that exist within the above park types and / or in areas of high-density development.

- Tot Lot: Small area for use by preschool and elementary school children located in areas of dense development.
- Play Lot: Active use area having ½ to 1-mile radius of influence – for self-directed play.
- Playground: Highly developed intensive use area primarily serving young children, containing turf and paved areas.

Downtown, pocket parks should be added to the list as should an emphasis on a city-wide trails system linking parks and being an important element of physical health.

The Plan identified a number of criteria that should be considered when preparing a parks and recreation facilities program: Some of those items include:

- Average use of individual facilities.
- Participation in programs and organizations.
- Density of population in particular locations.
- Demographics including criteria such as age, ethnicity, household income, physical health.
- Total Population, (City and area for potential annexation).

- Climate
- Natural assets (vegetation, creeks, open space).
- Larger facilities in the region (i.e. Tulsa Gathering Place and Riverparks, Sequoyah State Park).

It included a facilities inventory and recommendations for improvements at facilities, an analysis of required facilities, a recommendation for new facilities, site selection criteria and sustainable landscaping concepts

The 2008 Plan identified needs for improvements at existing facilities and construction of new park sites. Recommendations were:

- A new Neighborhood Park north of 12<sup>st</sup> Street, east of SH 51.
- A Community Park north of 121<sup>st</sup> Street.
- A Community Park in the area adjacent to the Library.
- A dog park at the former Cottonwood Acres.

**Existing Facilities:**

City Park and Recreation Facilities provide approximately 100 acres of park area. However, a large amount of that area (Sports Complex) is located approximately four miles east of the Broadway District and is not easily accessible by pedestrians and bicyclists.

**TABLE 10**

PARK	LOCATION	FACILITIES	SIZE
Centennial Plaza	123 South Broadway	Benches, Memorial	3,000 sf
Graham Park	113 North Broadway	Benches, Picnic Table	3,000 sf
Jimmy Lee Campbell Memorial Park	119 East Cypress Street	Pavilion, Playground, Splash Pad, Skate Park	XXXX
Roland Park	141 <sup>st</sup> Street South	Pavilion, Picnic Tables, Playground	20 Acres
Coweta Sports Complex	SH 51 at Turnpike	Baseball, Softball, Soccer, Archery	80 Acres
<b>Total</b>			<b>101 Acres</b>

*See 2008 Coweta Park and Facilities Plan*

Citizen surveys have indicated that improving Roland Park is a high priority. As part of the 2019 / 2020 budget \$300,000 has been allocated toward improvements. A consultant is under contract and the project is in the design phase. Proposed improvements include:

- Extending walking trails.
- A splash pad.
- Resurfacing basketball courts.
- Additional parking.
- Drainage improvements.

**Coweta 2030** anticipates significant growth in northern Coweta, particularly in the area between 121st Street South and the Turnpike and between SH 51 and 289<sup>th</sup> E Ave. A significant amount of Medium Density Residential development is anticipated in this area which is recommended to be annexed in the mid-term (by 2025). Additional residential development is occurring north of SH 51 along 131<sup>st</sup> Street South **Contact** Planning in the southern portion of the city with new construction underway along 151<sup>st</sup> Street.

City Staff anticipates approximately 2,000 new homes in Coweta by 2025, based on known projects. **Coweta 2030** anticipates a similar number of homes being built between 2025 and 2030, based in large part on the construction of the Interchange. Given that persons per home average approximately 3 in Coweta, these projections would result in approximately 12,000 additional persons.

**Recommended Facilities:**

The 2008 Plan provided a listing of proposed improvements to existing Park Facilities. That list should be reviewed as a first step in identifying a “baseline” for parks improvements.

With the anticipated increase in population, approximately 150 acres in additional park land should be considered in order to accomplish the recommended parkland to person ratios.

The 2008 Plan provided standards for park facilities based on population. Using those standards, Coweta of 2030 should add the following facilities:

**TABLE 11**

TYPE	STANDARD	EXISTING	REQUIRED	
<b>Parks</b>				
			<b>2020</b>	<b>2030</b>
Neighborhood Park	1: 6,000	1	2	4
Community Park	1:6,000	0	2	4
<b>Recreation Facilities</b>				
Softball Diamonds	1:4,000	4	0	2
Volleyball Facilities	1:5,000	2	0	3
Play Apparatus Areas	1:4,000	5	0	1
Exercise Facilities	1:10,000	1	0	1
Recreation Centers	1:25,000	0	0	1
Community Pool	1:15,000	0	0	1

**Siting New Facilities:**

As can be seen from the above, locating new Neighborhood and Community Parks to serve a growing population should be a priority over the next decade. In the short term, these parks should be located in the northern portion of the City, each proposed development should be reviewed in light of its impact to park needs and its ability to address those needs.

Some of the factors that should be considered include:

- Size of required area.
- Accessibility – vehicular and non-vehicular.
- Adjacent uses and potential impacts from park onto those uses.
- Potential for joint use with other facilities.
- Distribution of facilities.

In Coweta, the total area of park land and the available area for active sports is quite good. However, facilities distribution within the City and the variety of recreational options should be addressed.

Small, easily accessible park facilities for young children and for seniors are two areas of need. For older children, Coweta schools provide recreation space for older children and youth as do Roland Park and, to some degree, Jimmy Lee Campbell Park. However, the majority of these facilities are not readily accessible to persons in the northern portion of the City, being clustered near downtown and southeast of the 151<sup>st</sup> Street South / SH 72 intersection. Roland Park and Northwest elementary are located further north on the west side of SH 51 being at 141<sup>st</sup> Street South and 131<sup>st</sup> Street South, respectively. *See Figure 18.*

### **SUMMARY AND RECOMMENDATIONS:**

Coweta currently has approximately 100 acres of park area – much of which (80 acres) is provided by the Sports Complex at SH 51 and the Muskogee Turnpike. Unfortunately, this facility is not readily accessible to non-vehicular traffic. Roland Park, located at 141<sup>st</sup> Street and 284<sup>th</sup> East Avenue provides approximately 20 acres of multi-use space, it too is not easily accessible by non-vehicular traffic. Downtown Coweta offers a number of school facilities, Jimmy Lee Campbell Park and two pocket parks. These valuable facilities also require vehicular travel to get to the Downtown core. Once the core is reached, pedestrian access is possible. Usable Open Space has not been clearly identified and is not readily accessible.

Therefore, the City's Park and Open Space Programs should emphasize:

- Location of additional park space.
- Even distribution of park space.
- Park Space in northern Coweta.
- Special attention to small children and seniors.
- Trail and Bike system to link facilities.

### **Location of Additional Park Space:**

Coweta's growth and the location of that growth triggers the need for additional space. *Coweta 2030* underscores the recommendation of the 2008 Parks Plan to locate one Community Park and one Neighborhood Park north of 121<sup>st</sup> Street South on the east side of SH 51.

Opportunities to identify and locate these spaces include:

- Discussion with residential developers during the early stages of a project to consider items such as:
  - Use and maintenance of detention basins.
  - Impact Fees and / or fees in lieu.

- Discussion with Golf Course owners to identify potential for joint use.
- Discussion with School District to identify need for and potential of a new school in the target area, focusing on the possibility of joint use.

**Even Distribution of Park Space:**

Estimates of population distribution should be accomplished by reviewing census block data and / or reviewing number of units per acre, made simpler to some extent by tracking number of lots from new Tract Maps. A quick estimate of units per square mile can be made by reviewing aerial photos. *See Figure 18 for existing Park locations.*

The metrics to be used for Area Park and Community Park are 1 per 6,000 persons, each. In Coweta, this would be approximately 2,000 homes each. As noted above, the area north of 121<sup>st</sup> Street and East of SH 51 should be prioritized for new park space. Each new subdivision should be encouraged to include seating and walking space for its residents as well as sidewalks along any adjacent collector streets.

Explore funding to enable Public Works or Community Development Staff to update the 2008 Plan inventory, identify needed improvements and sites recommend a phased budget and implementation program. Health related Grant Funds should be explored.

**Trail and Bike System, Park Access:*****Recommendations to 2025***

As part of the Inventory and Improvements effort, Staff should prepare a concept Parks Access and Trails System Plan. The Concept should include but not be limited to:

- Use of the easements along the creeks to provide trail bed.
- Concept sections for trail bed.
- Trail / sidewalk connections to each of the existing and proposed Parks.
- Concept improvements plan and Estimated Budget for trails along:
  - 141<sup>st</sup> Street from Division Street to 241<sup>st</sup> E Ave (Oneta Road).
  - 241<sup>st</sup> E Ave from 141<sup>st</sup> Street South to 101<sup>st</sup> South.
  - 101<sup>st</sup> Street South from SH 51 to the NSU Campus.
- Concept sidewalk connections plan connecting areas of significant residential use with Park Trail system, minimizing need for continuous sidewalks along section line roads.
- Exploration of Impact Fees or other mechanisms to provide sidewalk along section line roads.

- Discussions to create Park access transportation system including Coweta Transit, Youth Sports, School District, City of Coweta and Youth Sports.
- Explore use of Safe Routes to School Funds in coordination with sidewalk and trails efforts.

**Downtown Vacant Lots and Parks Connection:**

Begin an effort to identify vacant Downtown lots, along Broadway and in areas within the Downtown Core, suitable for “tot lots”, “pocket parks” targeted at Seniors and Downtown visitors. The study should include a preliminary budget and purchase schedule. Alternative methods of obtaining the properties, such as donation for tax credit, should be explored.

A Downtown sidewalks plan should be included. The plan should link residences with schools, pocket parks, City Hall and Library, Mission Bell Museum and similar historic sites. A lighting, landscape and hardscape plan should be included.

**Lakes Improvements:**

Sequoyah Lake facilities should be promoted, and methods of access should be included. A Transit connection should be considered water-oriented retailers should be encouraged. *See Chapter 2*

## CHAPTER EIGHT: LAND USE AND ZONING, SUBDIVISION REGULATIONS AND DESIGN GUIDELINES

Coweta's 1994 -2020 Comprehensive Plan was largely focused as a general policy document for future physical and socioeconomic development. Its policies were set forth to "...guide the physical development decisions of the partnership of public and private interests."

This Chapter is intended to address the relationship of the Comprehensive Plan (Land Use) with Zoning, drawing heavily from the policies of the existing Comprehensive Plan and the current (2011) Zoning Code.

One of the major components of the current *Coweta 2030* effort has been the revision to the City's Land Use Map. The current Land Use and Zoning Maps had been prepared by the Wagoner County Assessor's office and represented Land Use and Zoning from an Assessor's perspective. The revisions were based on those maps, as well as aerial photographs, in-field observations, discussions with City Staff and anticipated growth. The Land Use Map also recommends future land use preferences - the location of higher intensity residential uses and commercial uses near the Turnpike Interchange are examples.

A goal of a successful Land Use Map is to clearly identify Land Use and its intensity at a glance. Therefore, Land Use colors have been standardized, nationwide, to facilitate this purpose. The *Coweta 2030* map has been revised to use this consistent color palette. The Zoning Map has not been revised at this time. It is anticipated that individual parcels on the Land Use Map will be further revised over time as Staff includes it in daily. It will also be revised as Zoning decisions are made

Some of the factors included in Land Use determinations include:

- Demographic makeup of residents' living, shopping, recreating preferences and the type of work they do.
- Existing and proposed transportation system (streets, rail, air, pedestrian / bikes and public transit).
- Existing and proposed infrastructure treatment and transmission.
- Adjacent land uses.
- Rate and type of needed expansion.
- Natural physical factors such as topography and creeks / flood prone areas.

The Land Use Map, *See Figures 6 and 7* represents the City's view for its future and provides a general guide for decisions regarding the location of a particular type of land use / proposals for new development. The Zoning Text and Map, *See Figure 4 and Appendix XX*, identify the particular zoning designation that implements the preferred Land Use.

## COMPARING LAND USE AND ZONING

The Land Use Map and Comprehensive Plan text should reflect the goals, objectives, and policies of *Coweta 2030* while acknowledging past policies and direction. The current Land Use Plan largely corresponds to the community profile in *Chapter 2* and the policies in *Chapter 3* and makes recommendation for the future use of all property within the city limits. It discourages sprawl and depicts a development balance within the city...identifying areas suitable for various different types of land use, establishing low intensity where appropriate and higher intensities where services are accessible and surrounding uses are compatible.

Zoning should be not just be compatible with the *Coweta 2030* Plan, it should be the tool of implementation. Undeveloped areas on the outskirts of the city should be reviewed for appropriate Land Use designations and the Land use Map should revised if appropriate. Zoning should reflect any changes in Land Use designation. Undeveloped parcels adjacent to developed parcels should be reviewed for Land Use and Zoning compatibility.

Zoning Districts are not required to duplicate Land Use categories, but they should be compatible with the objectives, policies and principles that describe the intent of the categories. Three degrees of relationship may exist between Land Use categories and Zoning Districts.

### THREE DEGREES OF RELATIONSHIP:

1. Plan Category and Zoning District *IN* accordance
2. Plan Category and Zoning District *NOT IN* accordance
3. Plan Category and Zoning District *MAY BE* in accordance

For example, if Staff receives a request for multi-family residential development or a restaurant at a particular location:

- The first step is to review the Land Use map to evaluate the intended Land Use type for the Area.
  - If the request is in conformance with the Map (which would contribute to achieving the objective of the Plan), the Zoning Map should be reviewed.
  - If the request is not in conformance with the Map but may contribute to achieving the objective of the Plan, an amendment to the Land Use Map may be appropriate.
  
- The next step is to consult the Zoning Map which should be in conformance with and implement the Land Use Map. If the current Zoning accomplishes this the Zoning Category does not need to be amended.
  
- At this point, the Zoning Map and the Zoning Code providing the development standards that will govern. These zoning regulations provide detailed coverage provide information such as lot coverage, setbacks, parking requirements and height restrictions.
  
- The City may initiate a change in zone if it can be shown to be in conformance with the Land Use map. The City may also initiate a Comprehensive Plan Amendment to amend the preferred Land Use for a particular area. In the State of Oklahoma, City initiated Zoning Map changes are rather rare, Land Use Map changes are slightly more common. If a change is contemplated, the Planning and Zoning Commission must issue public notice in accordance with state law.

Thus, the Zoning Map can vary from the Land Use Map for a period of time.

As noted above, the existing Zoning Map has not been revised. Therefore, over time, the Map must be revised to utilize a consistent color scheme, with clear ties between Land Use Categories and corresponding Zoning Categories. Future revisions need to occur to ensure that current Land Use and Zoning are in conformance and to document future changes.

**MAP DIFFERENCES  
COMPREHENSIVE PLAN AND ZONING**

**Comprehensive Plan = Long Range  
Zoning = Short Range, Detailed, Precise**

**If proposed Uses are not in accord with Comprehensive Plan but are of size, nature or location that should be allowed, the Zoning Map may be amended with the Land Use Map amended at a later date.**

*See Chapter 9: Summary, Implementation and Amendments*

## LAND USE CATEGORIES

The following list highlights the Land Use categories as identified on the Land Use Map *See Figures 5,6,7*

The Land Use Map does not imply or suggest that an illustrated area is appropriate for all the uses that are permitted in its comparable zoning district. To determine if a use is appropriate, the staff, Planning Commission, and City Council will review the current zoning and any proposed rezoning of land prior to approving.

The process is used to determine the proposal's impact on other development in the area and the application's conformance with the City's policies and goals for the future, codes, ordinances, and regulations, The following are examples of the types of Zoning Districts that correspond to the various, more general, Land Use Categories shown on the Land Use Map (LUM). *For additional information refer to Coweta Zoning Code.*

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### LUM AGRICULTURAL LAND USES *See Zoning Code Chapter 3*

- Animal and Poultry
- Farming
- Horticultural Nursery
- Public Facilities, parks
- Veterinary Hospital

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### LUM RESIDENTIAL LAND USES

#### Very Low Density *See Zoning Code Chapter 4*

- Single-family residential on a minimum 1 acre lot
- Church
- Recreational facilities
- General Purpose Farm or Garden

#### Low to Medium Density *See Zoning Code Chapter 5*

- Single-family or two-family ("paired units" or "duplex") residential units
- Townhomes and Condominiums

#### High Density *See Zoning Code Chapter 6*

- Apartments
- Three Story Apartments

#### Mobile Home *See Zoning Code Chapter 7*

- Mobile homes or Manufactured Homes.

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## LUM COMMERCIAL LAND USES

### Low Intensity *See Zoning Code Chapters 9 and 10*

- Professional Offices
- Banks
- Retail shops and service providers catering to the needs of a small, neighborhood-size service area
- Hospital, Day Care
- Boarding House
- Civic and Community Service Structures

### Medium Intensity *See Zoning Code Chapter 11*

- Uses similar to those above, oriented primarily to major traffic arteries and / or extensive areas of predominantly commercial use and characteristics
  - Retail Trade and Service Establishments
  - Other Trades and Services
  - Contract Construction Service

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## LUM INDUSTRIAL LAND USES

### Low Intensity *See Zoning Code Chapter 13*

- Aircraft Assembly and sub assembly
- Apparel Manufacture
- Bakery
- Building Construction Service and Storage
- Freight Depot
- Heavy Equipment Storage
- Industrial Laundry
- Light manufacturing (i.e., electronics, furniture)
- Warehousing
- Well Drillers

### High Intensity *See Zoning Code Chapter 12*

- Uses which, when taken together, form the bulk of the City's Business District
  - Automobile service stations and vehicle repair
  - Shopping Center / Mall
  - Hotels and Motels
  - Personal and Business Professional services
  - Eating and Drinking including Drive Ins
  - Large Scale Home Improvement Stores
  - Business and Vocational Schools
  - Open Air Activities and Sales (fruit, plants)
  - Wholesale and Distribution less than 20,000 square feet

\* **Note that all uses along SH 51 are subject to Highway Overlay District**

### Medium Intensity *See Zoning Code Chapter 14*

- Aircraft Parts Manufacturing
- Alcohol Manufacturing
- Concrete Batch Plant
- Canning and Preserving
- Confectionary Manufacture
- Corrugated Metal Manufacturing
- Diesel Engine Repair
- Electrical Components Manufacturing
- Feed Grinding and Processing
- Flour Mills
- Household Appliance Manufacturing
- Livestock Auctions
- Indoor Sand Blasting
- Vegetable Oil Manufacture

**High Intensity See Zoning Code Chapter 15**

- All low and medium intensity Industrial uses
- Higher Intensity Uses with a Specific Use Permit
  - Slaughterhouse and Animal Rendering
  - Acid Manufacturing
  - Agriculture Chemicals Manufacturing
  - Blast Furnace, Coal Yard
  - Compost Yard
  - Fat Rendering
  - Garbage Dump
  - Iron or Steel Foundry
  - Junk and Salvage Yards
  - Fireworks Manufacturing
  - Incineration
  - Oil Refinery
  - Plastics / Rubber Manufacturing
  - Sandblasting (Outdoor)

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**OPEN SPACE, PARKS AND RECREATION LAND USES**

**See Zoning Code Chapter 3**

- Parks
- Greenbelts
- Golf Courses and Sports Fields

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**PUBLIC AND INSTITUTIONAL LAND USES See Zoning Code Chapter 9, 10,**

- City offices - fire, police, administration
- School buildings and school administration

**RECOMMENDED LAND USE AND ZONING EFFORTS:**

Agriculture and Low Density Residential:

- *Consider re-designating all current Agriculture land uses to Very Low Density Residential.*
- *Establish an RS-O Zoning Designation where all small-scale gardens and keeping of livestock is acceptable.*
- *Utilize AG Designation for Hemp (and other?) commercial AG Operations.*

Change of Densities and Definition of Intensity:

- *Refine Density Ranges for residential development per Table XX, below.*
- *Include High Density Residential.*
- *Revise "Intensity" definitions for commercial and industrial development to include items such as traffic generation, noise, odor, glare. Consider removing FAR as standard for intensity.*

### Changes to Non-Residential Land Use Designations

- *Consider amending the Land Use and Zoning Designations to include Light Industrial, Light Commercial and Office.*
- *Evaluate Office Use Designation for combination with Light Commercial.*
- *Identify Light Industrial and Light Commercial Uses in combination with revision to Intensity Definitions.*

### Land Use Map Changes:

- *Refer to Figures XX, XX and XX for suggested land use designations. Amend map and use as basis for future zoning decisions. Continue to review and refine Land Use Map.*
- *Remove commercial nodes at intersections of Section Line Road, per suggested map. Growth concept is to consolidate commercial uses and minimize roads expansion in areas of Very Low-Density Residential Use.*

### Zoning Code Changes:

- *Expand Chapter 27 – Downtown Historic District to be consistent in level of detail with Highway Corridor District*
- *Establish Downtown Overlay where Guidelines have authority.*
- *Revise Chapter 24 – Landscape to include major street landscaping palettes and concept, community entries. Include drought tolerant materials.*

Each group of Land Use Types is assigned a color on the Land Use Maps **See Figures 5,6,7 and 8.** . The varying intensities of use are then assigned a color within that color range that corresponds to their “intensity” of use / impact.

TABLE 12

LAND USE AND ZONING COMPARISON					
LAND USE DESIGNATION	INTENSITY	ZONING TYPE	MIN LOT SIZE	MAX DU / AC	FAR MAX
Agriculture	Very Low	AG	2 AC	1	
Open Space	Very Low				
Residential Very Low	Very Low	RS - 0	1 AC	1	
Residential Very Low	Very Low	RS - 1	.5 AC	2	
Residential Very Low	Very Low	RMHS 1	.5 AC	2	
Residential Low	Low	RS - 2	10,000 sf	4	
Residential Low	Low	RMHS 2	10,000 sf	4	
Residential Low	Low	RS - 3	6,000 sf	6	
Residential Medium	Medium	RMHP	5,850	10	
Residential Medium	Medium	RD (1 DU)	5,000		
Residential Medium	Medium	RD (2 DU)	8,000	10	
Residential Medium	Medium	RM - 1	5,000(1), 3,500(2), 2500, (3+)	12	
Residential High	High	RM - 2	(Multi story)	17	
---	Varies	PUD			
Commercial Medium	Medium	O,			50%
Commercial Medium	Medium	CN, CG			50%
Commercial High	High	CH			75%
Industrial Low	Medium	IL			50%
Industrial Medium	High	IM			75%
Industrial High	High	IH			75%
Public Facilities	Varies	Multiple			

### SUBDIVISION REGULATIONS:

#### Subdivision Regulations, Maps and Improvement Plans.

Subdivision regulation is the governmental control over the splitting of a parcel into smaller lots and /or building sites, including the development and construction that will occur and the infrastructure required to serve it. For areas of new

development, the subdivision of land is the first step in the process of urban development after land use determinations and zoning changes (if any) occur.

The general role of subdivision regulations is to serve the following purposes:

- Provide for adequate light, air, open space, drainage, transportation, public utilities, and other needs.
- Ensure the development and maintenance of a healthy, attractive, and efficient community that provides for the conservation and protection of its human and natural resources.
- Determine who is responsible for financing capital improvements needed to serve new growth.
- Require the platting (or mapping) of newly created lots, streets, easements, and open areas.
- Ensure the creation and preservation of adequate land records.
- Ensure that subdivisions are professionally designed.
- Ensure that a new subdivision is properly equipped.
- Ensure that a public agency or private party will be responsible for maintaining the subdivision improvements that the developer provides.
- Establish minimum standards for subdivision improvement and design to protect purchasers.

*(Source: The Practice of Local Government Planning. Frank S. So and Judith Getzels eds., International City Management Association, Washington, D.C., 1988.)*

In the process of land development, the City subdivision regulations should monitor:

- Natural hazard and critical environmental areas
- Stormwater management
- Soil erosion and sedimentation control
- Water quality
- Other environmental impacts
- Landscaping and aesthetics
- Design of streets and access ways
- Division and boundaries of lots and blocks
- Infrastructure improvements – responsibility for construction and maintenance
- Land dedication
- Land reservation for future public use

New subdivisions in Coweta are many times adjacent to lands located in Wagoner County. Therefore, infrastructure to serve new subdivisions is many times a joint effort between City, County, Rural Service Districts and the Developer. *See Infrastructure Chapter 5*

**DESIGN GUIDELINES AND REGULATIONS:**

**EXAMPLE DESIGN ELEMENTS:**

**Structures**

- Residential
- Commercial
- Industrial

**Site**

- Setbacks
- Parking
- Lighting
- Fencing

**Landscape**

- Type
- Quantity

**Signs**

Design Guidelines and Regulations guide or regulate the design aspects of a project or area. They are used to create beauty, character, order and consistency – the intent is to encourage a variety of solutions within a particular range of design styles. This consistency is attractive to visitors, tends to support strong property values, creates community character and provides assurance to individuals and businesses looking to locate in Coweta.

Guidelines are created through a Resolution, either by Planning Commission or City Council and Regulations are created through Ordinance by action of the City Council. Guidelines are recommendations and Regulations are mandatory.

In 2003 the Coweta Comprehensive Plan (1994-2020) was amended by Ordinance, creating a Highway 51 Corridor Overlay District. That Overlay District was defined by the Amendment as “District Guidelines”, identifying “recommended criteria”.

The 2003 Amendment defined the limits of the Overlay District as being “.... bounded on the West by 305<sup>th</sup> and extends East to 353<sup>rd</sup>. .... that area approximately one-half mile nor and south of Highway 51.”

**See Appendix XX: Highway Corridor Overlay District Plan**

As noted above, *Coweta 2030* recommends that:

- The Boundaries of the Overlay District be expanded to include all of SH 51 through the length of the City Limits.
- The Overlay District Guidelines be used as the basis to create Downtown Design Guidelines.
- The Overlay District Guidelines should be used as the basis to create Design Guidelines for the area surrounding the Turnpike Interchange.
- The Overlay District Guidelines be amended as appropriate to be used as the basis for PUD review.

- Residential / Subdivision Guidelines should be considered / implemented in conjunction with Wagoner County.
- Landscape Guidelines are recommended for plant material to be located along all arterial streets, to be used as guidance for City Staff and individual property owners.

### EXISTING CONDITION CDD COMMENT

#### SUMMARY:

- Total residential growth has been slow during the majority of the period from 2000 to the present.
- Residential growth, particularly subdivisions is growing.
- Mixed Density Development may occur more regularly – requiring PUD review.
- Commercial development is occurring in the SH 51 corridor – Development to the east of Downtown should be encourage.
- Downtown redevelopment should be encouraged occurring in existing buildings.
- Development is occurring outside of / adjacent to the city limits because land is available and there are limited County regulations to guide development.

#### EXISTING LAND USE DESIGNATIONS:

A general review of current Land Use designations and the area by devoted to each Land Use Types has been performed and recommendations have been made regarding the existing Land Use Map and the proposed Land Use pattern. *See Land Use, above.* A brief description of the land use pattern as recommended is as follows:

The City of Coweta currently occupies approximately 9.3 square miles (5,945 acres). A very large portion of this total land area is designated as Very Low Density (1,018 acres) and Low Density (2,735 acres). High Intensity Commercial and Medium Industrial areas include the next highest percentages of total areas. The following provides a break-down of land use with the associated percentage of the total designated area.

**Very Low Density Residential Land Use: 2020: 1,018 acres, 17.8% 2025 1,727 acres, 25.6% 2030: 5,498 acres, 38.9%**  
This is largest land use type in Coweta. This can be partially explained by the fact that the recommended revision to the existing Land Use Map re-designates Agriculture area as Very Low Residential Area. This recommendation is offered given that lot sizes in this Land Use Type vary from .5 acre up. Also, discussions with area residents indicate that the large majority of “agricultural” pursuits typically performed inside City Limits can be performed in the associated large lot zoning type (RS-O). This designation also reflects the existing parcelization / ownership pattern in the City.

**Low Density Residential Land Use: 2020: 2,735 acres, 47.7% 2025: 2,913 acres, 43.3% 2030: 2,944 acres, 20.9%**

Low intensity residential is the next largest land use type. These lots run from 6,000 sf to .5 acre and include the majority of current residential development on both the north and south portions of the City. Subdivisions in the County are typically slightly larger with new development being included in this or the Very Low Land Use Type.

**Medium Density Residential Land Use 2020: 415 acres, 7.2% 2025 442 acres, 6.6% 2030: 442 acres, 3.1%**

This Use Type includes residential development ranging from 6 to 12 units per acre. Unit types in this range typically include small lot residential, duplexes (paired or twin homes) condominiums and townhomes. These use types are generally located near higher intensity uses and highly traveled streets. This use type can also in many cases as affordable housing for working Cowetans. Medium Density may be included as part of a mixed-use project.

**High Density Residential Use 2020: 0 acres, 0% 2025: 0 acres, 0% 2030: 0 acres, 0%**

High Density Residential Use has not often been constructed in the City. This density type ranges from 12 to 17 units per acre (R-2). A few apartment complexes like the Steeplechase Apartments on 121<sup>st</sup> Street are included in this density range. With the construction of the Turnpike Interchange, the additional commercial / mixed use development along SH 51 and potential commercial / mixed use development in the Downtown Area it appears that additional High Density residential development will occur. High Density Residential Development typically includes apartment style construction with remote parking, sometimes being three stories in height.

**Light Intensity Commercial Land Use: 2020: 0 acres, 0% 2025: 0 acres, 0% 2030: 0 acres, 0%**

At this time there is no Light Intensity Land Use Designation. *Coweta 2030* recommends that the definitions for commercial intensity be revised and that locations for this Use Type be identified accordingly.

**Medium Intensity Commercial Land Use: 2020: 299 acres, 5.2% 2025: 326 acres, 4.8% 2030: 335 acres, 2.4%**

Medium Intensity Commercial Land Use is recommended for locations in the Downtown area, along northern SH 51 and between SH 51 and existing residential development. Offices uses are currently included in this Use Type Designation. If Design Guidelines are implemented as recommended, this use type will be constructed under the auspices of those Guidelines. *Coweta 2030* recommends the deletion of most “Nodes” which are currently identified at the intersection of two section line roads in the City. Traffic volumes and surrounding land use patterns do not justify this layout or this amount of commercial floor area.

**High Intensity Commercial Land Use:** 2020: 576 acres, 9.9%    2025: 809 acres, 12.0%    2030: 809 acres, 5.7%  
 Many times identified as “Highway Commercial” These uses are primarily located along SH 51 and are recommended for the area adjacent to the Turnpike Interchange. They too should be governed by Design Guidelines and will increase in area as the City Grows.

**Light Intensity Industrial Land Use:** 2020: 0 acres, 0%    2025: 0 acres, 0%    2030: 0 acres, 0%  
 At this time there is no Light Industrial Area designated in the City. The *Coweta 2030 Plan* recommends that Light Industrial use be considered for appropriate locations along SH 51 and near the Turnpike Interchange. This level of industrial development is compatible with commercial use and may be compatible with large lot residential development.  
**COMMENT NEEDED**

**Medium Intensity Industrial Land Use:** 2020: 212 acres, 3.7%    2025: 271 acres, 4.0%    2030: 1005, 7.0%  
 The *Coweta 2030 Plan* recommends that the area adjacent to residential areas near 257<sup>th</sup> East Avenue be designated as Medium Intensity. Area along Lone Star Road should also be considered. Area south of the proposed AG fields to the east (anticipated for potential hemp growing) is a logical location for hemp manufacturing. Area to the south along the Arkansas River adjacent to the AG fields may over time also become areas for manufacturing use. **COMMENT NEEDED**

**High Intensity Industrial Land Use:** 2020: 199 acres, 3.4%    2025: 199 acres, 3.0%    2030: 199 acres, 1.4%  
 This Use Type is located in the area of the Oneta Power Plant at SH 51 and 257<sup>th</sup> East Avenue. The *Coweta 2030 Land Use Plan* (2025) recommends that the area to the west of 257<sup>th</sup> East Avenue at 111<sup>th</sup> Street be designated as Medium Industrial. And that area near the Arkansas River be considered. **REVIEW and DISCUSS THIS**

**Public and Institutional Land Use:** 2020: 214 acres, 3.7%    2025: 219 acres, 3.3%    2030: 219 acres, 1.5%  
 Public land uses include transportation facilities (excluding streets), schools, libraries, utility facilities, fire stations, police stations, medical facilities, and government facilities. Note that the proposed County Fairgrounds, although ultimately surrounded by the City, will remain in Wagoner County. **NEED APPROVAL FOR POTENTIAL LOCATIONS FOR ANY NEW FACILITY LOCATIONS**

**Park and Open Space Land Use:** 2020: 274. Acres, 4.7%    2025: 274 acres, 4.1%    2030: 274 acres, 1.9%  
 This Land Use Type includes use areas such as Parks, the Sports Complex and usable Open Space.

**Agricultural Land Use: 2020: 0 Acres, 0%    2025: 0 acres, 0%    2030: 2,387 acres, 16.9%**

Agriculture production in present day Coweta is relatively non-existent. Those quasi-agricultural / “ag light” uses that do occur can be accommodated under the Very Low Residential Use Type. In the future, as the City Limits expands it is anticipated that a true Agricultural Use Type will be needed. Hemp growing may be a viable alternative. *See Chapter 8 Summary and Recommendations*

**Office and Neighborhood Commercial Land Use:**

The existing Comprehensive Plan includes Office and Neighborhood Commercial Uses under Medium Intensity. *Coweta 2030* recommends that Intensity of Use be measured *per Use Type*. Office and Neighborhood Commercial should be combined to create a new category, Light Intensity Commercial Use. Light Intensity Commercial Use may be appropriate in and adjacent to Medium Density Residential areas. **NEED COMMENT FROM CDD.**

**Vacant Land:**

All lands in the City are designated with a particular use type and are zoned. However, not all are developed. Vacant land area is largely comprised of undeveloped portions of residential, commercial and industrial property. Developmentally sensitive land is not included in this category.

**Developmentally Sensitive Land:**

This Area can contain, flood prone areas, areas of steep slope, areas of soils that are not conducive to construction. Estimates show that approximately 25% of total land area may be undevelopable in the growth scenarios for 2020, 2025 and 2030. *See Figures 19, 20 and 21.*

**TABLE 12**

ACREAGE BY SUGGESTED LAND USE						
LAND USE TYPE	2020		2025		2030	
	Acreage	%	Acreage	%	Acreage	%
<b>Agriculture</b>					2387.4	
<b>Residential Very Low</b>	1018.2	17.1	1727.3	24.0	5,498.2	38.9
<b>Residential Low</b>	2735.4	46.0	2913.1	40.6	2,944.9	20.9
<b>Residential Medium</b>	415.4	7.2	442.9	6.1	442.9	3.1
<b>Commercial Light</b>						
<b>Commercial Medium</b>	300.0	5.0	325.9	4.5	335.2	2.4
<b>Commercial High</b>	576.0	9.7	808.7	11.3	808.7	5.7
<b>Industrial Low</b>						
<b>Industrial Medium</b>	212.4	3.6	270.9	3.8	1005.0	7.0
<b>Industrial High</b>	199.2	3.4	199.2	2.8	199.2	1.4
<b>Parks and Open Space</b>	273.8	4.6	273.8	3.8	273.8	1.9
<b>Public Facilities</b>	214.4	3.6	219.1	3.1	219.4	1.5
<b>Totals:</b>	<b>5,944.8</b>		<b>7,181.0</b>		<b>14,114.9</b>	

**TABLE 13**

ESTIMATED USABLE AREA			
CONSTRAINT TYPE	2020	2025	2030
<b>Flood Plain</b>			
<b>Non-Developable Soil</b>			
<b>Significant Slop (+20%)</b>			
<b>Total Gross Area</b>	<b>5,944.8</b>	<b>7,181.0</b>	<b>14,114.9</b>
<b>Total Developable Area</b>			

## SUMMARY AND RECOMMENDATIONS:

The existing Land Use and Zoning Maps have been reviewed. A number of revisions have been recommended for the Land Use Map, The Zoning Map must be further reviewed and revised over time to bring the maps toward substantial conformance. Ultimately, the Zoning Map should be in conformance with the Land Use Map – Zoning implements Land Use. ***Coweta 2030*** recommends areas to be reviewed further and acted on during the horizon period – to 2030. Much of that review will result in recommended actions that will be brought to the Planning Commission and City Council for decision.

***Coweta 2030*** utilizes an “infill” approach, expected to be appropriate until at least 2025. This approach emphasizes optimization of existing infrastructure – utilizing vacant lots and appropriately increasing density and intensity of use. The current Land Use Map is consistent with this approach.

In the short term (to 2025) the City should continue to review the Land Use Map as well as the Zoning Code and Map taking time to familiarize Staff, the Planning and Zoning Commission and the public with the inter-relationships. Also, the Land Use / Zoning / Development process should be reviewed with the public.

***Coweta 2030*** anticipates significant growth – much of it growing off of the existing growth in residential development and the timing and scope of Interchange improvements. The timing and the development of the area to the interchange cannot be completely known at this time. ***See Chapter 9: Summary, Implementation, Amendments and Updates.***

As noted above, growth will be occurring in the north, and along SH 51. Downtown redevelopment is expected. Industrial growth may become more possible than in the past given better access to the Community, an increase in qualified workers, relatively inexpensive land and a potential relationship with NSU.

This growth pressure requires good alignment between Land Use and Zoning, an efficient process to revise Land Use / Zoning documents and maps and an efficient, consistent and comprehensive review and decision-making process

**Development in Unincorporated Areas:**

As growth occurs, pressure to expand into unincorporated areas will increase. During this process, the City must evaluate the value to the City of the area proposed for annexation, including the potential Land Use types. It is anticipated that areas for Commercial, higher intensity Residential, Industry and Agriculture will be part of that evaluation. Most of the area to be annexed will be served with water and sewer by Service Districts with agreements being created between City and County regarding street improvements and items such as phased transition of responsibility for street and drainage construction and maintenance.

Continued and enhanced coordination between the City of Coweta Planning Commission and the Coweta Metropolitan Area Planning Commission (jurisdiction in western Wagoner County) will be a key to successful annexation and growth.

*Coweta 2030* anticipates that all potential annexation during the horizon period will be south of the Muskogee Turnpike. **See Chapter 4 Growth, Opportunities, Trends and Recommendations – Annexation Page XX.**



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## CHAPTER NINE: SUMMARY, IMPLEMENTATION, AMENDMENTS AND UPDATES

### SUMMARY:

Population growth in Coweta has been traditionally slow to moderate, adding approximately 8,800 persons since 1910. However, the 2020 Census may show the total population to be approximately 13,000 persons. This would increase total growth to approximately 12,000 persons during a 110-year period. There have been growth spurts in some decades where growth increased to almost 2,000 persons in that span, the 1970's, the 1980's and the 2000's are examples.

### GROWTH ELEMENTS:

- Population
- Construction
- Sales Tax
- Physical Boundaries
- Net Assessed Value

Since the preparation of the existing Coweta Comprehensive Plan (1994 – 2020) Coweta has grown by approximately 3,300 persons with a large portion of the increase (approximately 30%) occurring in the last 5 to 7 years. As noted previously it is anticipated that Coweta will grow significantly from 2020 to 2030, potentially reaching about 25,000 persons. Age, ethnic make-up and family composition have stayed relatively stable and are anticipated to continue similarly during the planning period. The need for smaller / workforce housing units is growing.

As part of the *Coweta 2030* effort, recommended revisions to the Land Use Map have been identified, the relationship of the Land Use Planning and Zoning Text has been refined. The relationship of the Zoning Map and the Land Use Map should be examined in the future as should the accuracy of the Zoning Map.

Two factors are central to increased growth – differing from Coweta's previous history. Those two factors are the continuation of residential growth pressure (coming to Coweta from Broken Arrow) and the impact of the new Turnpike Interchange. This increased growth will be located largely in the area north of 121<sup>st</sup> Street and east of SH 51. Growth in this area will include mixed densities of residential development and higher intensity commercial development. It is anticipated that this increased activity will propel commercial development along SH 51 and can be used as a platform to increase Downtown Redevelopment Activity. Use of vacant Downtown lots and renovation of existing units are opportunities. During the latter part of the 2020's it is anticipated that commercial growth will accelerate along SH 51 east of Downtown.



Based on the information gathered during the preparation of *Coweta 2030* it appears that current levels of available water, sewer, power and solid waste disposal are adequate to accommodate the anticipated level of growth through 2025. Storm water intrusion into the City’s sanitary sewer system should be addressed.

Storm water control and the street / trails (transportation) system need to be addressed to accommodate additional vehicle traffic, facilitate non-vehicular park connections and to open up Broadway District / SH72 in the Downtown area, increasing the potential for pedestrian and festival use. Parks and Open Space should be addressed, and an updated parks plan should be prepared. *See Chapter 7.*

Over time the City should explore the potential for hemp growth and manufacturing, benefiting both Agriculture and Industry. Police and Fire facilities will need to be renovated and a new facility is recommended for the high growth area of the City in the north.

Coweta has traditionally enjoyed a stable economic status. Careful management, leveraging of new development and negotiation with potential developers (impact fees are an example) are anticipated to support the anticipated growth. Significant increase in commercial growth / sales tax is anticipated as an increased source of revenue.

**GROWTH SCENARIO**

- Growth Increase to 2030
- Turnpike Interchange
- Adequate Infrastructure
- SH 51 Commercial Growth
- Park and Open Space Needs
- Stable Finance
- Downtown Growth
- Detailed Analysis before 2025
- Additional Facilities and Staff Phased Budgetary Provisions
- Annexation
- Sufficient Schools capacity

In short, existing infrastructure, staffing and equipment and schools are largely sufficient to serve the City’s current needs and its needs to 2025. Given an increasing level of growth over the next three years, the City should prepare to make a detailed examination of its resources, growth curve, available opportunities and annexation schedule. A plan for growth should be put in place by 2025 and the Comprehensive Plan / Land Use Plan should be revised.

It is anticipated that Interchange construction will be nearly complete by 2025. That event will enable more detailed and informed scenarios for future growth.

As the City moves into the middle of the next decade, growth pressures will require coordination with Rural Service Districts and Wagoner County. Street and drainage improvements will be required as will focused facilities and staffing. Increased sales tax and bonding capacity appear to have good potential to support the additional need.



## **IMPLEMENTATION:**

*Coweta 2030* forecasts significant population increase and commercial growth, based primarily on existing residential growth trends and the construction of the Turnpike Interchange, anticipated to be located at 273<sup>rd</sup> East Avenue. Growth is anticipated to accelerate in the mid-2020's. To accommodate this growth potential, three groups of actions are recommended.

- Detailed Tracking and Analysis.
- Focused Projections and Budgeting (for both Capital Improvements and General Fund Expenditures).
- Documents and Project / Review and Approval systems Maintenance and Updates.

## **DETAILED TRACKING and ANALYSIS**

There are, primarily, two elements of Tracking and Analysis – “hard” data and “soft” data. Hard data includes statistical information such as numbers of building permits, sales tax increases, increase in Net Value, home sales, participants at the Sports Complex and similar community events. Soft Data is obtained by close contact with involved members of the business community and, more difficult to obtain, contact with groups of individual residents to constantly monitor their perceptions / feelings about the community.

**Hard Data:** Given the anticipated ability to support the growth scenario in the mid-term (to 2025), Hard Data Tracking is not yet a strong priority. However, “ramp up” for anticipated need should begin. This begins with evaluating current systems to ensure that data can be available when needed for finance decisions.

Examples of Data Include:

- Building Permits by Type (Downtown, Residential, Commercial)
- Value of Construction
- Residential Sales and Lease Agreements of all types (understanding of capacity to occupancy)
- Time on the Market and changes in (successful) sales prices
- Median Home Value
- Value per square foot of commercial development
- Projected PW expenditures by Type (Infrastructure, Drainage, Parks, etc.)
- Changes in Sales Tax, permit / license fees
- Traffic counts on SH 51, SH72, at primary intersections and on Section Line Roads
- Population projections
- Change in ownership of Downtown structures, large parcels and similar



**Soft Data:** Given the anticipated growth scenario, Soft Data Tracking is not yet a necessary priority. However, it is suggested that the Soft Data systems be identified and then implemented. It is anticipated that these systems may be an “early warning system” to Staff and decision makers regarding emerging trends.

Some Examples include:

- A formalized Stakeholders group.
- A formalized documentation of ideas and goals generated by City Council, Planning Commission and City Manager from discussion with the public, the development community and interest groups such as education / library, exercise / sports, arts /dance – particularly as it relates to youth.
- Documentation such as centrally held “meeting notes” from discussions regarding improvements to the “physical plant”.
- Personalized surveys / discussions – a booth at community events in the plaza near the Council House is an example.
- Discussions with NSU and interviews with student leadership groups at middle school, high school.
- Public Information sessions at City Council “advertised” during the range of personal “Soft Data” interactions.

**FOCUSED PROJECTIONS and BUDGETING:**

Based on the information provided by the above, projections and budgets for Capital Improvements and General Fund expenditures can be prepared and put in place by the decision makers. While this activity is standard City Management Practice, its importance has in some ways been lessened by Coweta’s period of slow growth. Given that increased growth is anticipated and that the demographic makeup of the City may change with that growth (family size, age) it is recommended that data collection, projections and budgeting become increasing priorities over the next few years.

It is anticipated that growth pressures may be such that one, three and, five-year Capital Improvement Plans may be a necessity beginning in the early 2020’s.

Enhanced tracking of potential funding such as safe routes to school, Tax Increment Financing, grants for Trails, Trees and Downtown Improvements should begin in earnest.



## **DOCUMENTS and PROJECT REVIEW and APPROVAL SYSTEMS**

As growth pressure and the number of applications increases the plans, policies, documents and systems that guide, regulate, review and result in a decision on development proposals need to be clear and efficient.

An efficiently functioning system provides clear understanding to applicants and guidance to Staff – allowing Staff to fulfill their role of implementing the direction of the decision makers, and by inference, the direction / guidance of the Comprehensive Plan.

- Policy decisions should be made through a process where discussion by Planning Commission leads to recommendations to City Council who then makes a determination.

Examples include:

- The character of the SH 51 Corridor, extending the current Overlay District throughout its length.
- Recommendations for annexation.
- Approval of the revisions to the Land Use Map.
  - Appropriate locations for Higher Density Housing.
- Land Use and Zoning Maps should be consistent, reflecting approved growth policy/preference and should be systematically updated.
- The Zoning Code and the Subdivision Regulations should be clear and up to date, reflecting City policy in regard to quality of development and developer participation.
- Design guidance should be provided for Downtown and residential development and street side landscaping.
- Growth within the City and adjacent areas in the County should be tracked by specific location and then reflected in Comprehensive Plan Updates – giving guidance to address anticipated impacts and trends.

## **AMENDMENTS AND UPDATES**

Briefly put, **Amendments to Coweta 2030** are “mid-course” corrections that may occur once or twice a year as development applications, other growth indicators and community sentiment provide additional information. These Amendments are typically brought to the Planning Commission by Staff. The Commission may send a recommendation to City Council for Amendment or decide against Staff recommendation. Typically, Amendments to a Comprehensive Plan reflect items such as Land Use changes, revisions to ensure consistency with the Zoning Code and / or changes to street designations. A clearly identified process for Amendments should be established.



**Updates** are large scale revisions that occur may once every three to five years, depending on level of growth and continued conformance with the Plan. Over time, the frequency of **Updates** should decrease as the Plan is consistently utilized, tested, and reviewed. **Updates** reflect information obtained through data analysis, projections and budgets.

**Coweta 2030** has been constructed to update the previous document (1994 – 2020), to identify the current condition and to provide information largely focused on the “mid-term” (to approximately 2025). It is anticipated that growth trends will become more clear in the next three to five years, providing a good basis for projections to 2030. It is also anticipated that in mid-decade, the Plan can be accurately revised, providing a reliable picture for the future.

For the **Coweta 2030 Update** in 2025, the City Council may wish to appoint an advisory committee (the Stakeholders might be a good start) and secure a Consultant to undertake the formal process. The Update in 2025 should endeavor to understand and respond to the renewed growth. New census data will be available and should be included.

## SOURCES



## FIGURES

1. REGIONAL LOCATION MAP
2. TRANSPORTATION (Highways, Rails, Airports, Ports)
3. CITY LIMITS AND FENCELINE (with Commissioner's Districts)
4. CURRENT ZONING
5. PROPOSED LAND USE - CITY LIMITS 2020
6. PROPOSED LAND USE - CITY LIMITS 2025
7. PROPOSED LAND USE - CITY LIMITS 2030
8. PROPOSED LAND USE - DOWNTOWN
9. ANTICIPATED NORTHWEST GROWTH AREA
10. PUBLIC FACILITIES
11. SCHOOL DISTRICT BOUNDARIES
12. SERVICE DISTRICT LIMITS
13. WATER AND SEWER INFRASTRUCTURE / PLANT LOCATIONS
14. TRAILS AND STREETS IMPROVEMENTS
15. RECOMMENDED STREETS IMPROVEMENTS
16. STREETS SECTIONS
17. TRAFFIC COUNTS AND ACCIDENTS
18. CURRENT SUBDIVISIONS AND SUBDIVISIONS IN PROGRESS
19. PARKS AND RECREATION
20. DEVELOPMENT CONSTRAINTS 2020
21. DEVELOPMENT CONSTRAINTS 2025
22. DEVELOPMENT CONSTRAINTS 2030