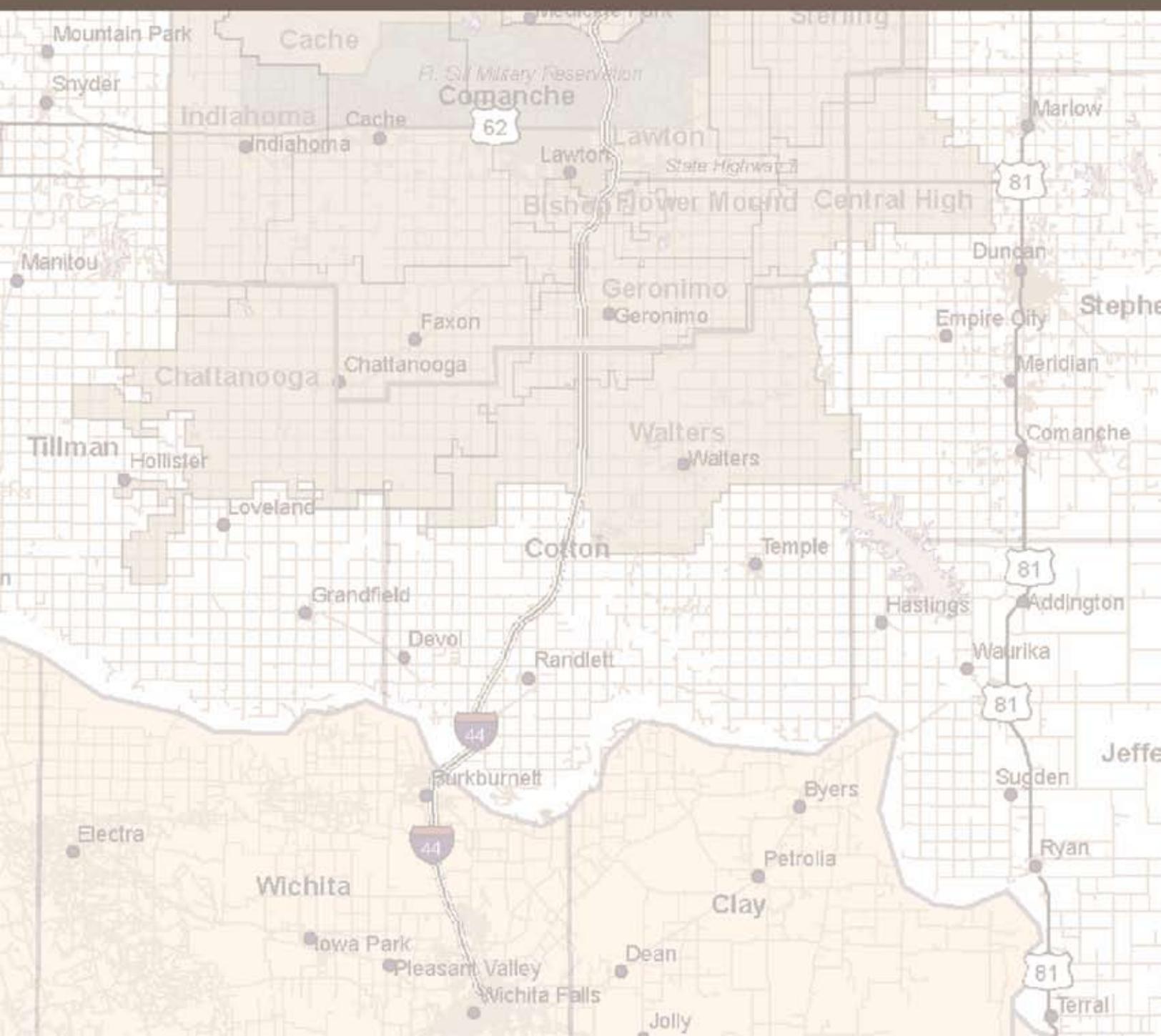


# CHAPTER 5 LAND USE & PLANNING





## CHAPTER 5

### Introduction

*The introduction of approximately 23,000 new residents and upwards of 6,700 new jobs into the region over the next 10-15 years will have significant impacts on the land use patterns in the study area. This chapter summarizes the key findings and overall assessment of the area's ability to manage and accommodate this anticipated growth and the changes it will bring about in the local landscape. First, a background summary of the anticipated growth areas and the planning and growth management "tools" that are available to the growth communities to deal with these upcoming land use changes is presented. Next, the key findings and assessment of critical shortcomings in the community's preparedness will be evaluated. Finally, overall recommendations for action and detailed implementation strategies for the region, as well as for the specific communities, will be provided.*

In the development of a growth allocation model for the study area, the planning team consistently encountered a widely held belief and attitude by the region's leaders and study participants that helped to define how the planning team evaluated the potential land use impacts due to BRAC. The areas (communities) expected to experience the greatest growth and impact due to BRAC are generally well known and consistently agreed upon by the region's leaders, thus a clear delineation of a "primary" impact area and a "secondary" impact area were established. The consensus research findings supported the notion, as one committee member expressed,

*"Lawton and Comanche County are 'ground zero' for feeling the impacts due to BRAC"*

- Infrastructure Committee Member

Furthermore, during the course of the research and throughout the conducting of numerous public meetings, it was clear that this perception was shared by the majority of the community, and upon detailed land use modeling and analysis, the planning team confirmed this assumption. It follows then that the primary impact area (Comanche

County) will likely feel the greatest "physical" impacts (i.e. land uses, utility infrastructure, transportation, etc.) due to BRAC and thus warranted a more detailed examination.

### Where Will We Grow – Designation of Primary and Secondary Impact Areas

As a part of the planning effort, the planning team developed a growth model that forecasted the location and extent of future developments in the region based on the population and employment growth emanating from the BRAC. The direct and indirect impacts resulting from the REMI economic forecasting model, were used as the basis for the growth allocation model. Numerous analyses were conducted to determine potential growth areas based upon their ability to attract and accommodate the projected residential and non-residential developments. In the end, four major factors contributed most directly to the results of our growth allocation model:

- **Development Constraints Analysis** – The model evaluated critical natural (i.e. floodprone areas, soils, slopes, etc) and manmade (i.e. ownership patterns, infrastructure capacity, roadways, current zoning, approved developments, etc.) characteristics in the study area to determine the potential communities that are most likely to experience and accommodate the development pressures that will be associated with BRAC changes. The southwestern, eastern and western portions of the city of Lawton were most capable and possessed the greatest capacity for new development according this analysis. Exhibit 5.1 provides a confirmation of this analysis with the data and graphics indicating that the City has approved over 5,500 residential units for development in the last three years. More recent data now estimates over 5,800 units approved and in the development "pipeline."

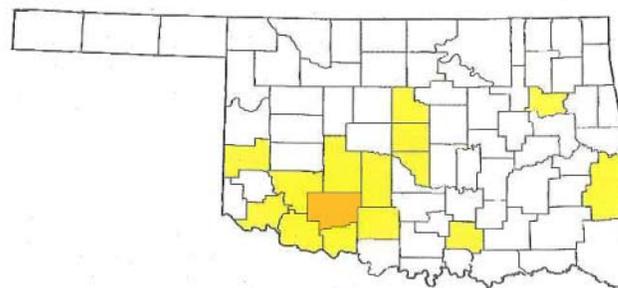
# Exhibit 5.1



- Quality of Life Factors – Education, Education, Education: A review of school enrollment data over the last five years suggests that a critical factor impacting the growth allocation model was the quality of life factors available in potential growth communities, particularly the overall perception of the community's school system. While the data was imperfect in regard to estimating the real growth in schoolage children from a military family in each district, the data suggests that the Cache and Elgin school districts have seen significant increases in this data group. Increasingly, these communities are viewed as suitable alternatives to the Lawton area due to the reputation and excellence of their schools, thus their share of new single family residential units being developed over the planning period should continue to increase.
- "Supply Creates Demand" perception and Available Housing Areas in Lawton: As depicted in Exhibit 5.1, the Lawton area has already undergone an intense development approval cycle that has netted over 5,500 new residential units being approved in the various growth areas of the city. Based on conversations with local real estate professional and planning leaders, this abundant supply has already created its own "demand," by providing a distinct impression that these already planned and newly developing areas are the most logical locations for BRAC newcomers. More recent private development projects in the Lawton area have pushed the "approved units" total to approximately 5,847 residential units as of November, 2008. The smaller communities of Elgin, Cache, Sterling, Geronimo and Walters also have new developments in place and/or approved and will also benefit from this mindset. Furthermore, the analysis indicated that the Lawton area has been and will continue to be the major recipient of multifamily housing developments in the study area based on its ability to handle the urban level infrastructure needs of this land use type and a prevailing negative attitude about this housing product in the smaller communities.

- Historical Precedence and Residency Patterns for Fort Sill Personnel: Recent data from Fort Sill's Annual Yearbooks (2000-2007) indicates that the civilian and military personnel employed at Fort Sill live in eighteen (18) counties across central and southwest Oklahoma (see graphic), but the majority of these employees (86%) choose to reside within Comanche County. Understanding that one of the primary ingredients of the BRAC growth is the relocation of the Air Defense Artillery School and its large civilian and contract personnel, the referenced data begins to shed light on the question of where the BRAC personnel will choose to live. A review of available residency data from Fort Sill and extensive interviews with local real estate professionals suggested that this trend will likely remain intact over the planning period.

Based on these factors, the proposed growth allocation model forecasts that the majority of the total growth that will occur as a direct result of BRAC will be centered in Comanche County, with the cities of Lawton, Elgin and Cache receiving the greatest pressures for new growth and development and thus being designated as "primary impact area" communities. Exhibit 5.2 provides a summary graphic depiction of the anticipated growth trends. The model provided estimates of the number of residential units and overall non-residential square footage for these communities which translated into the Lawton area receiving approximately 75% of all BRAC growth (primarily on the strength of the multifamily



**Figure 5-1: Oklahoma Counties with Fort Sill Personnel - 2006**

residential units and anticipated commercial retail/ office uses) and Cache and Elgin receiving 10% and 13% of the growth respectively (primarily single family residential units).

The remainder of housing units and growth associated with BRAC (approximately 2%) is forecasted to occur outside of these “primary impact area” communities, with the communities of Walters, Medicine Park and Geronimo being the most likely candidates for this growth. This “secondary impact area” will continue to be affected by the lack of sufficient urban infrastructure necessary to accommodate large scale developments, as well as the increasing cost of fuel and basic commodities in the short term.

### How can we Manage our Growth – Growth Management Toolkit

In addition to determining the forecasted pattern and extent of future growth and development related to BRAC, the planning team also evaluated the policies, regulations, codes and other standards that are in place or being utilized on a “de facto” basis by the communities poised to receive this growth. The primary purpose of this investigation was to determine if these subject communities had the necessary “tools” to effectively manage and direct the anticipated growth in a manner that would promote quality development and provide a net benefit or increase in

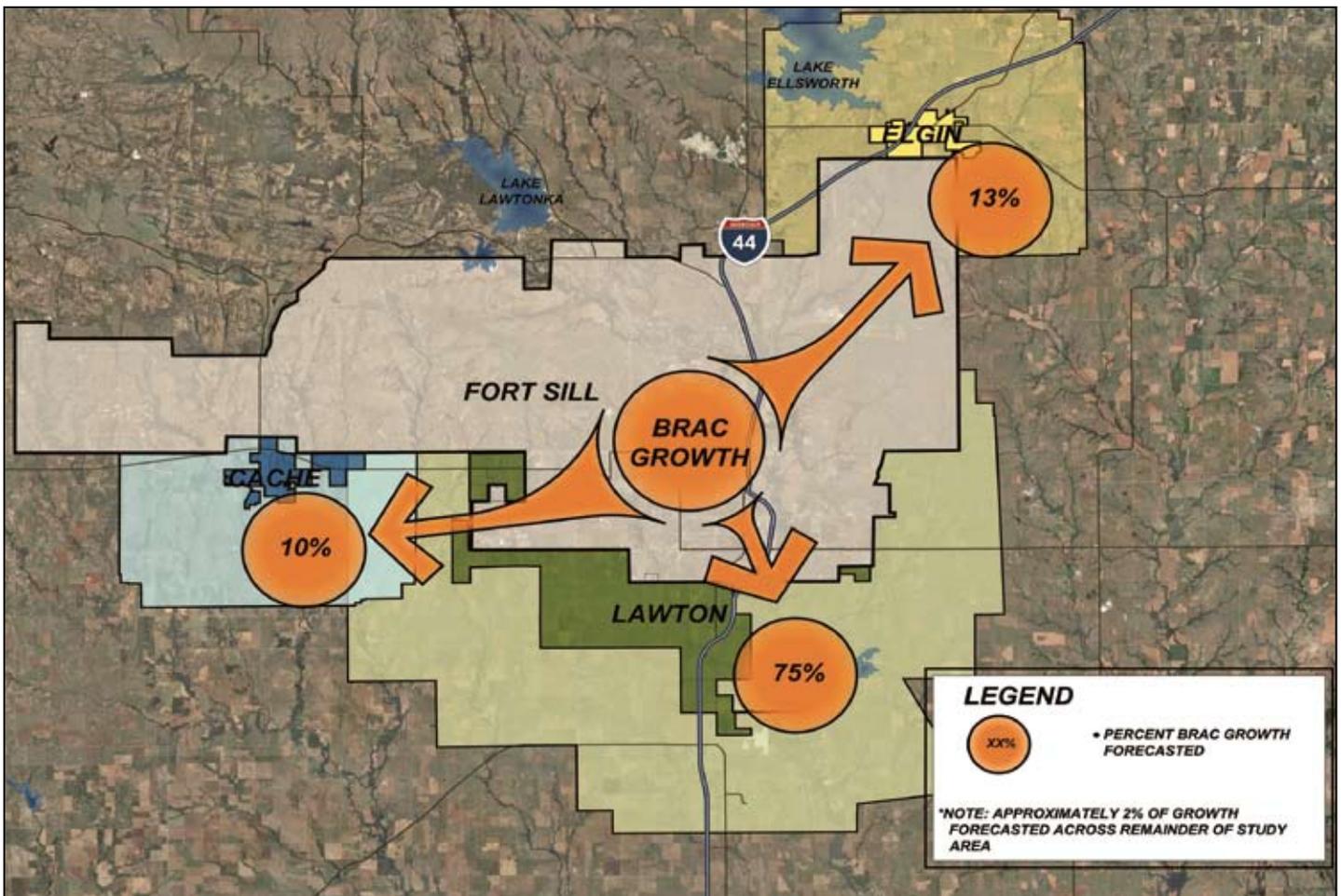


Exhibit 5.2: Growth Allocation Model

the quality of life within each city and the overall area. The team evaluated existing planning documents, zoning and design ordinances, subdivision regulations and applicable development and building codes and evaluated them against eleven growth management practices or policies that could help shape quality growth and development in the area. Figure 5-2 presents the eleven practices that constituted the team's idea of a suitable growth management "toolkit" that any community should utilize.

The team considered and reviewed the available regulations, policies, codes and ordinances of all of the study area communities with particular attention to the primary impact area communities of Cache, Elgin and Lawton. Our review did not necessarily mandate that a written or formal policy or standard be in place for a community to be judged as proficient or possessing of a particular "tool." Many of these items work together to form a coherent and productive policy.

Our research indicated, however, with the exception of the city of Lawton, the communities within the area are woefully deficient in terms of their understanding and use of these tools. Figure 5-3 (next page) provides a summary examination of our findings for the primary impact communities and the other communities likely to see measurable growth from BRAC. In general, these findings are not inconsistent with the overall approach to land use planning and zoning practices in the state of Oklahoma. Oklahoma can be categorized as a "property rights" development environment in which the rights of private property owners are generally viewed as superior to the local government's desire for or promulgation of land use regulations and ordinances. While this environment is generally held in high regard throughout the state, it does not prepare many communities for the dynamic and challenging circumstances that may arise during periods of tremendous growth and development. On the other hand, during the process of developing the growth management plan, the planning team observed the increasing desire on the part of many communities within the study area (particularly the primary impact area communities) to begin a formal planning vocabulary and education within their city in order that they can understand and control the inevitable growth and impacts of BRAC.

### **Growth Management Strategies/Tools**

- + **Comprehensive Plans** adopted as basis for growth management
- + **Flexible Zoning** to respond to diverse development types
- + **"Sense of Place" Design** standards emphasizing creative and lasting design of the built environment
- + **"Complete Streets"** standards that permit multimodal travel choices
- + **Sustainability provisions** that encourage conservation over consumption of critical resources
- + **Infill and Clustering provisions** that permit quality design with minimal infrastructure investments
- + **Downtown's Significance** as the "heart" of the community
- + **Codes/Subdivision Regulations** addressing current best practices
- + **Planning & Zoning Relationship** to ensure that community vision is carried out via zoning
- + **Infrastructure Concurrency** to ensure adequate services are available as development occurs
- + **GIS Database & Mapping** to assist in evaluating potential impacts

**Figure 5-2: Growth Management Tools**

## Existing Conditions & Summary of Key Findings

Previous sections of this chapter detailed the anticipated growth that is projected to occur in the primary impact area, with most of the BRAC-related housing and employment growth forecasted for the Lawton area and the remainder of the single family housing and small pockets of retail and professional services growth happening in the "suburban" communities of Cache and Elgin. These projections were based on several influencing factors including the availability of zoned, developable tracts of land, presence of quality schools, prevailing attitudes within the real estate industry concerning quality growth areas

Growth Management "Toolkit" Community Checklist									
Growth Management Tools	Lawton	Elgin	Cache	Comanche County	Medicine Park	Walters	Geronimo	Other "Secondary Impact Area" communities	
Comprehensive Planning	High	Low	Low	Low	Low	Low	Low	Low	Low
Flexible Zoning	Medium	Medium	Low	Low	Low	Medium	Low	Low	Low
"Sense of Place" Design & Zoning Standards	Medium	Low	Low	Low	Low	Low	Low	Low	Low
"Complete Streets" Regulations	Medium	Low	Low	Low	Low	Low	Low	Low	Low
Sustainability Provisions	Medium	Low	Low	Low	Low	Low	Low	Low	Low
Infill Provisions/Clustering	Medium	Low	Medium	Low	Low	Low	Low	Low	Low
Downtown District Significance	High	Medium	Medium	Low	Medium	Medium	Low	Medium	Medium
Codes/Subdivisions Regulations	Medium	Medium	Medium	Low	Low	Medium	Low	Low	Low
Relationship to Plans/Zoning	High	Low	Low	Low	Low	Low	Low	Low	Low
Infrastructure Concurrency Policy	High	Medium	Medium	Low	Medium	Medium	Medium	Low	Low
GIS Database & Mapping	High	Low	Low	Low	Low	Low	Low	Low	Low

**Legend**

**LOW** - no evidence that "tool" exists or is currently being utilized on an informal basis

**MEDIUM** - inadequate policy in place and/or "ad hoc" policy being utilized to manage growth

**HIGH** - adequate and effective policies/regulations in place to permit growth management

**Note: Other "Secondary Impact Area" communities include: Apache, Cyril, Fletcher, Sterling, Central High, Faxon, Chattanooga and Indianhoma.**

**Figure 5-3: Growth Management "Toolkit" Checklist**



and the availability and proximity to public services and community amenities.

With this growth allocation model in place (see Exhibit 5.2), the issues related to managing this growth and directing its impacts must be addressed. Several data sources and planning reports were reviewed and analyzed in the research of land use and planning impacts expected in the study area (see highlight box). Our research pointed to an overall dearth of planning studies and day-to-day planning occurring within the study area, with the City of Lawton being the only municipality that is able to effectively staff and complete comprehensive land use planning for their community. That is not to say that the other primary impact or secondary impact area communities do not have an idea or vision for their future.

Throughout the conducting of several public meetings and workshops, community leaders and meeting participants espoused several planning strategies and land use visions for Cache, Elgin and the other communities, but these planning strategies had not been shared or formalized, thus they have tended to be acted on implemented on ad hoc basis. Accordingly, this section provides a summary of the land use and planning issues facing the primary impact area communities and outlines proposed recommendations that can assist them in managing and shaping the growth that will result due to BRAC.



**Medicine Creek - Medicine Park, Oklahoma**

#### **Key Data Sources/Documents Used in Our Research**

- + Interviews with planning officials and developers
- + City of Lawton 2030 Land Use Plan
- + Fort Sill Army Compatible Use Buffer (ACUB) Plan
- + Lawton Regional Airport Master Plan
- + Lawton MPO 2030 Transportation Plan
- + Lawton Downtown District Master Plan
- + Community zoning and subdivision regulations

## Existing Land Use Characteristics

As shown in Exhibits 5.3 through 5.5, the existing land uses within the primary impact area communities indicate the overwhelming influence of the Fort Sill employment “center” on northern and western Comanche County. The land use patterns found in Cache, Elgin and Lawton are characterized by three major elements (see box) and our research indicates that these land use influences and trends will continue throughout the planning period.

### **Land Use Characteristics and Key Findings**

- + *“Strip” Commercial uses dominate major roadways*
- + *Multi-family uses are centered in the Lawton Area*
- + *Residential (single family) uses are dispersed throughout the study area and characterized in a pattern of development best described as “suburban sprawl”*

First, each community is characterized by “strip commercial” uses along all of its major transportation routes and streets, with the City of Lawton displaying this characteristic most profoundly. This trend is most clearly evident at the southern edge of Fort Sill, but it is also prevalent throughout the City of Lawton and to a lesser degree in Cache and Elgin. It is important to recognize that the current fiscal realities impacting Oklahoma cities and municipal governments strongly influence this land use trend. Commercial uses, and their accompanying sales tax revenue potential, are particularly sought after and generally accommodated at most locations by Oklahoma cities, thus this zoning and development practice is unlikely to be abated.

Second, Lawton contains the majority of multiple family dwellings (townhomes, apartments, etc.) within the study area, and this trend is likely to continue based on our review of the existing zoning and the prevailing attitudes concerning this land use within each city. Lawton is clearly the urban core of the region and this land use type is viewed as “urban” in nature.

Last, despite the presence of several infill development opportunities within each community, single family residential developments continue to “push to the fringe,” as one committee member noted. While “smart growth” initiatives were mentioned favorably by many committee and community participants, the region’s planning and land use history and its foreseeable future is marked by developers identifying and developing greenfield tracts at the edges of the primary impact area cities. In general, infrastructure networks are extended to accommodate this land use philosophy at significant costs, both from a fiscal and environmental standpoint.



**Multi-family development in Lawton, Oklahoma**

# Exhibit 5.3: Cache Existing Land Use Plan



# Exhibit 5.4: Elgin Existing Land Use Plan



**Exhibit 5.5: Lawton  
Existing Land Use Plan**

## Impact Assessment and Key Issues

*Based on our review of current data and plans, talking with local leaders and conducting visioning sessions within each of the primary impact area communities, the following items emerged as critical issues for both the region as a whole and each individual city.*

### Region-wide Land Use Issues

The planning team's investigations revealed that there are four region-wide issues related to land use and comprehensive planning that dramatically impact the area's ability to accommodate and manage the anticipated BRAC growth. These issues are outlined below.

#### *"Push to the Fringe" Development Patterns and Philosophy*

Based on the research conducted through June 2008, opportunities for new housing development and housing choices are plentiful throughout the region, but the lack of comprehensive planning and interlocal planning agreements discourage "smart growth" practices and quality housing standards. The primary impact area appears to be sufficiently supplied with adequate housing options for prospective buyers, with Exhibit 5.1 depicting the location of new planned developments in the City of Lawton. These developments represent almost 6,000 new units "in the pipeline" and are of the appropriate size, quality and price point to accommodate the anticipated demand. These exhibits also depict a couple of disturbing and self-defeating trends for the Lawton area communities as they struggle to meet service and utility demands with an inadequate taxing base and structure. First, developers increasingly are exploring new rural sites at the edge of urban areas in search of cheaper land and more favorable or permissive building regulations. The lack of infrastructure in these areas and the lack of building codes in the counties surrounding Lawton compromise "smart growth" initiatives by requiring extensive and expensive utility extensions by financially-strapped cities, the development of "disconnected" residential areas, and the probable

construction of new housing and subdivisions that would not meet minimum municipal building standards. As one Committee member said, "If we keep letting development get pushed to the fringes, we are just setting ourselves up for higher costs or less services in the future."

#### *Threat of conflicting land uses in the Army Compatible Use Buffer Zone*

There is no greater threat to the economic viability of this region than a diminished or constrained operational capacity at Fort Sill, and those operations can be severely limited by conflicting land uses or activities on private properties at the post's boundaries. The region, with major assistance provided by the state, has initiated the purchase or acquisition of easements for roughly 900 acres of properties within the ACUB Zone, but more acquisitions are required to ensure current and future mission critical operations at Fort Sill. The current ACUB Master Plan (see Exhibit 5.10) identifies critical acquisition zones and the region's communities' comprehensive plans do little to facilitate this acquisition or limit potential conflicting uses. This issue may be further exacerbated with Fort Sill's potential as a future air mobility center within the broader framework of the overall military combat mission.

#### *Lack of Comprehensive Planning*

Most of the region's communities do not have an active planning staff in place that would enable them to respond to potential land use conflicts or devise comprehensive strategies for the development of their community. With the exception of the Planning Department's at the City of Lawton and Fort Sill, most communities react to development proposals on ad hoc and sometimes arbitrary basis. This issue surfaces most dramatically in those areas in between the communities (i.e. Pecan Valley residential area between Lawton and Cache), in which many residents believe there should be planning and infrastructure networks in place to provide urban level services and amenities, yet these developments reside within Comanche County and are afforded neither the services nor amenities they expect. These situations and locations are likely to expand and increase as BRAC growth begins in earnest in 2010.



*Lack of protection from (and design standards for) Strip Commercial land uses along major growth corridors*

Commercial land uses along major roadways is the land use reality for the communities of southwest Oklahoma. Historical “pro-development” attitudes and the fiscal inflexibilities associated with state municipal finance laws all but require area cities to encourage and develop these corridors as their one primary source of sales tax revenues for their community’s operations. The issues that must be addressed in the Plan is whether these corridors can be designed and developed in such a way that they do not negatively impact the carrying capacity of the adjacent roadways and increase the level of aesthetics and development quality within these growth areas that contributes to overall property values within the region.

*Lack of Building Codes and Environmental Protection Measures Across the Region*

Comanche County’s current land use and building regulations are minimal and may not offer the full measure of adequate protection to future homeowners and business developers. Current building codes and environmental protection best management practices used by most cities in the region would provide a safeguard for the health, safety and general welfare of current and future citizens. These requirements are crucial in light of the current trends of developing new County subdivisions outside of current municipal boundaries and the reach of urban services (i.e. fire, police, sanitation, etc.).

*Vulnerability of Downtown Districts (particularly in Primary Impact Area communities)*

The historic downtowns of Lawton, Cache and Elgin should remain treasured assets for the communities within the primary impact area. Over the past twenty years, however, the main focus of these communities has been the development of new residential and commercial areas at their urban fringes, and the downtown districts began a slow but precipitous decline in terms of value, significance and overall quality. The development pressures that have been identified with the proposed BRAC growth are likely to be felt most intensely in these newly developing fringe areas, and it is also likely that much of the cities’ technical and financial support will be targeted in these areas. This reality offers a potentially stark future and a particularly intense vulnerability for the downtown districts without significant changes in planning and public policies related to these areas.



# Exhibit 5.10: ACUB Map



## Specific Issues Related to Primary Impact Area Communities

In addition to the overarching region-wide planning issues that need to be addressed, there are several land use issues confronting the primary impact areas of Lawton, Cache and Elgin. These issues will undoubtedly affect how growth occurs in the community.

### Key Land Use Issues for Lawton

The following issues were identified in the City of Lawton based on the team's review of current land use codes, regulations and development patterns. In general, four key land use and planning findings were identified.

*Smart Growth Initiatives are Needed.* As Exhibits 5.1 and Figure 5-4 (next page) graphically displays, the city of Lawton and the surrounding areas are facing enormous development pressures on opposite ends of their community and its infrastructure network. The areas at the eastern limits of Lawton continue to experience residential growth and the entire southwest portion of the City has been fully "primed" for growth since the Fort Sill BRAC transformation announcement was made. While the City has already pledged or committed significant infrastructure improvements to accommodate growth in these areas, the fiscal realities of the City warrant a further investigation as to how the practice of extending infrastructure to its urban fringes continues a unsustainable cycle of "leapfrog" development at these edges.

*Downtown Lawton Master Plan offers Infill Opportunities.* Due to a variety of circumstances and past policy decisions, downtown Lawton has struggled to remain a vital component of the City's growth trajectory over the past 5-10 years. While development at the city's urban fringes continues unabated and at significant municipal costs, there are several infill residential and business opportunities available in downtown. These infill development opportunities have been recognized in the City's latest Downtown Master Plan, and the new Tax Increment Financing district and legislation passed by the City may offer potential developers with increased incentives for developing new residences and businesses in this vital location, just south of Fort Sill.

*Lack of design-based zoning and development controls.* Throughout the planning process, the participants from Lawton espoused the desire and need for the City to gain more from the BRAC growth process than "just some more houses and some more retail." As one participant stated, "...this is Lawton's last chance to fully capitalize on Fort Sill's impact and raise the bar for development in our community." Currently, however, there is insufficient regulatory tools available to the City and/or developers to fully capitalize on the growing development trend of form-based, mixed use development scenarios that could easily be applied in the downtown TIF district and other more dense multiple family developments occurring on the near west side of Lawton. Furthermore, comprehensive streetscape and commercial corridor development standards are lacking in the City, thus complicating the City's efforts to increase the design aesthetics of commercial areas along key roadway corridors.

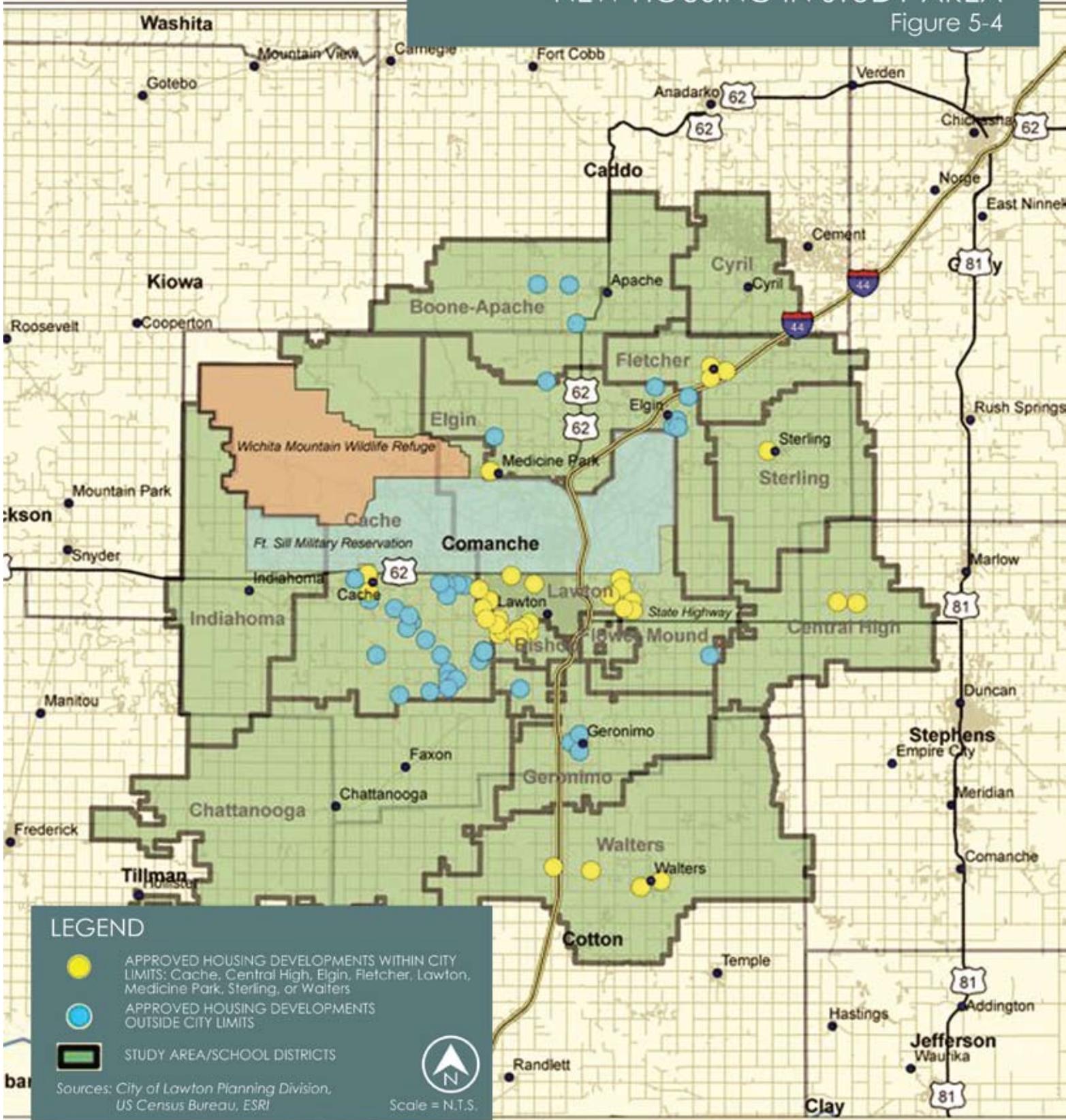
*Need for Neighborhood-based Plans for High Growth Areas* A review of the current planning efforts and physical design of subdivisions and properties in the high growth areas of Lawton (i.e. southwest Lawton, east Lawton, etc) indicates a need for more detailed, neighborhood-based planning and design policies and ordinances in the City. Many of the former "high growth" areas of the City have suffered long term loss in value and quality of life, even after their initial, intense development periods. The lack of a community-based and distinct neighborhood planning effort which would serve to ensure that adequate community facilities and services (i.e. parks, schools, pedestrian-friendly streets and commercial areas, etc.) were in place in these areas has contributed to this decline. Future growth areas should not follow this model.



**New housing in Lawton, Oklahoma**

NEW HOUSING IN STUDY AREA

Figure 5-4



### **Key Land Use Issues for Cache**

The following issues were identified in the City of Cache based on the team's review of current land use codes, regulations and development patterns. In general, the City's history of exercising significant land use and planning controls and regulation has been very limited, but there is a realization within the community (as evidenced by the comments at various community meetings) that the following issues are important to the City's future prosperity as it seeks to manage and direct the BRAC growth.

*Need for connection across the railroad and to Downtown.* During the planning process, a significant new residential development proposal was unveiled in Cache and it was located north of the railroad from downtown. As one participant in the community visioning meeting exclaimed, "...we want this development to serve as a connector for downtown, from Old Cache Road, to downtown and then across the railroad to Highway 62. That would help to connect Cache to its history and its future." The development of a pedestrian friendly north-south connector street would serve to open up this land for development and provide a parallel reliever for cars utilizing Eighth (8th) Street during peak hours.

*Need for retail opportunities.* Currently, there are only a few small commercial land uses within the City, outside of the downtown area, but if the future residential growth occurs as anticipated, new commercial and retail opportunities for the City will take place. A key concern of the community was that these retail opportunities should be located and consolidated in key areas in order to make those future businesses as strong as possible. As one community leader stated, "we need to make these areas are strong as possible to withstand the draw from Walmart 8 miles down Old Cache Road."

*Opportunities for new residential are near the city core and can be infill lots.* The city's current land use strategy is to encourage and accommodate development wherever it may be located, but the clear preference in the community visioning sessions was to consolidate new growth in and around the city's core area. The city currently has in place a program that provides for the demolition of abandoned and unsafe housing that could provide a significant starting block for a new infill redevelopment program.

*"Raise the bar" for community design standards.* A constant theme and issue raised in the community meetings was the desire for more appealing developments and increased city amenities for all of Cache. As one participant stated, "...we need to raise the bar for our facilities so that we get the kind of growth that we want and deserve."



***New housing in Cache, Oklahoma***

### ***Need for Community Master Plan***

The lack of comprehensive planning and a complimentary zoning ordinance and design tools have hampered the city's ability to effectively manage its past growth, as well as shape the design and aesthetic qualities of that development. This growth period for the community may not be experienced again in the community's overall lifetime, and without a coordinated set of planning policies and zoning standards, the City risks the opportunity to attract quality growth throughout the duration of this planning period.

### **Key Land Use Issues for Elgin**

The following issues were identified in the City of Elgin based on the team's review of current land use codes, regulations and development patterns. Similar to Cache, the City's history of exercising significant land use and planning controls and regulation has been very limited, but there is a realization within the community (as evidenced by the comments at various community meetings) that the following issues are important to the City's future prosperity as it seeks to manage and direct the BRAC growth.

*Protection of the SR277 "gateway" from strip commercial influences.* Since Elgin is forecasted to receive significant single family growth from the BRAC transformation, there is a strong desire on the part of the community to capitalize on this growth by adding a stronger retail, commercial component to their city. A clear issue for Elgin is the crucial balance that must be found in accommodating future commercial along SR 277, from the Interstate to the downtown area, without sacrificing the aesthetic quality of the community and without negatively impacting the overall operational characteristics and carrying capacity of this critical gateway corridor. As one community meeting participant said, "...if we make this road to congested and ugly, what have we really accomplished out of this tremendous BRAC growth."

*Provide and promote the new Industrial land use base.* The introduction of the BAE Systems facility in Elgin is a significant event for Elgin and the entire region. This industry will produce state-of-the-art military artillery that will help ensure the viability and continued significance of the training and knowledge base that is on-going at Fort Sill. The City must accommodate this land use, provide for efficient access to the area and promote the extension and expansion of complimentary land uses that can provide jobs and income for the City and the region.

*Increased community design standards.* As was the case in Cache, Elgin leaders and residents were concerned that BRAC growth become a positive influence on their community. The desire for more appealing developments and increased city amenities for the city was a common issue raised.

### *Need for Community Master Plan*

The lack of comprehensive planning and a complimentary zoning ordinance and design tools have hampered the city's ability to effectively manage its past growth, as well as shape the design and aesthetic qualities of that development. This growth period for the community may not be experienced again in the community's overall lifetime, and without a coordinated set of planning policies and zoning standards, the City risks the opportunity to attract quality growth throughout the duration of this planning period. The regulations and design standards prescribed in a quality Community Master Plan will be viewed by developers as an indication of the City's intent to provide certainty, value and community character to its land use decisions. These measures may be crucial for the City to attract the quality development and developers they desire.



***New housing in Elgin, Oklahoma***

## Recommendations for Action

*Based on our review of the key land use issues within the region, this section presents a coordinated set of recommendations for use by the study area communities in preparation for the BRAC growth to occur. First, several "General Recommendations" are provided to address the overarching issues currently impacting communities across the region and may require coordinated, regional action to implement. Second, a set of "Specific Recommendations" are provided for each of the primary impact area communities. These strategies address the local conditions and provide specific strategies that are in addition to or expansions of some of the "general" recommendations previously presented. Finally, an implementation matrix is provided that summarizes these strategies and provides an accounting of the key roles and responsibilities, timeframes, costs and potential sources of funding for each of the major recommendations.*

### General Recommendations

In order to address the key land use and planning issues affecting the study area, the following three general recommendations are proposed. Within each recommendation there are several ancillary recommendations that will also be offered.

#### ***Increase the Use of and Enhance Land Use Planning Efforts at all levels within the Region***

The lack of comprehensive planning throughout the region, and particularly in the primary impact area communities, has undermined the communities' ability to successfully and proactively manage and direct the population and business growth in the past. The region is not prepared adequately to address the complexity and intensity of growth issues that will result from BRAC with their current planning efforts. Accordingly, the following major action strategies/recommendations are offered in order to achieve the overall recommendation of increasing land use planning efforts:

*Develop, Adopt and Implement Community Master Plans for the Primary Impact Area:* With the exception of the City of Lawton and its 2030 Land Use Plan, the primary impact area communities and Comanche County do not possess a comprehensive master plan for their communities that can provide a vision for the future of their community. Without

this critical planning document, land use decisions and growth management practices can appear to be arbitrary and inconsistent. These communities, including Lawton, should develop (or update in Lawton's case) a comprehensive Community Plan that forms the foundation of sound land use, infrastructure and community services planning to ensure that all future growth is well managed, well designed and minimizes any potential negative impact on the environment. The community Vision Plans for Lawton, Cache and Elgin included herein (see Exhibits 5.6, 5.7 and 5.8 on the following pages) provide a logical starting point for the development of these plans.

*Incorporate the provisions of the ACUB Plan into all Local/Regional Plans:* The positive economic impacts of Fort Sill operations on the region are tremendous, and many of the region's communities have not adequately incorporated the provisions of Fort Sill's Army Compatible Use Buffer Plan into their land use decision making processes. As the BRAC growth continues to increase, the potential for incompatible uses on bordering lands with Fort Sill may also increase. Consequently, the cities of Lawton, Cache, Elgin, and Medicine Park, along with Comanche County, should develop and adopt the appropriate zoning restrictions and land use standards recommended by the ACUB Plan. Furthermore, the new Comprehensive Community Master Plans should distinguish these buffer areas and properties with a separate land use category and overlay zoning district to ensure that their development does not compromise the critical activities at the post.

*Develop, Adopt and Implement Neighborhood and Subarea Plans for high growth locations within Lawton:* Due to the size and complexity within the overall limits of the city of Lawton, the current 2030 Land Use Plan does not sufficiently address the potential planning and zoning issues that may result in the high growth areas identified in Exhibit 5.8 (i.e. southwest Lawton, east Lawton – Nine Mile Creek area, Downtown district, and west Lawton at 82nd Street). Based on the research, these areas will attract and accommodate over 85% of the future growth anticipated in Lawton, but the current level of planning and development regulations do not recognize these areas as distinct "neighborhoods" or attempt

to differentiate them from other areas in the City. A community-based planning effort should be initiated for these areas (particularly southwest Lawton and Nine Mile Creek area) to ensure that a shared vision is created for these areas and that a stable, vibrant and sustainable neighborhood is developed. These plans should also contain the necessary zoning and design standards that can accommodate increased housing densities, mixed use developments and current urban design methodologies (i.e. “complete streets,” LEED certified neighborhood designs, etc.)

***Develop and Adopt a comprehensive set of policies and regulations to reduce or eliminate urban “sprawl” development and its impact on the region’s environment***

The “sprawl” pattern of development is a well-established development practice within the Lawton area, and it is a practice that will be difficult to reverse and overcome. But the damaging impacts of this practice and policy are beginning to be realized in Lawton and the surrounding areas, with municipal budgets straining under the burden of infrastructure extension and maintenance costs and a landscape that is threatened by environmental issues and the blurring of urban/rural vistas. The following strategies/recommendations are offered in order to reduce this pattern of “sprawl” development:

*Develop, Adopt and Implement an Urban Growth Boundary (UGB) and Extraterritorial Planning Jurisdiction (ETJ) for Lawton, Cache and Elgin:* The state of Oklahoma’s enabling legislation provides its cities with the ability to create ETJ’s that can encompass up to a 3 mile radius of current city limits. These ETJ’s allow the municipality to govern development standards (i.e. subdivision and building codes) within that area, thus helping the communities to ensure that future developments will be developed to reasonable standards. But beyond the imposition of the ETJ, these primary impact communities should develop an UGB that delineates their reasonable and cost effective “reach” of urban infrastructure and services, thus establishing a potential, future city limits. With these regulatory policies in place and adopted by both cities and counties, developers would understand the limits of infrastructure and density at these urban fringes.

*Develop and Adopt a Regional Land Use and Infrastructure Master Plan and Create a Regional Plan Commission:* The need to act in concerted and coordinated manner on this key land use and development issue is pressing. Once the communities have developed their Community Plans (with their ETJ’s and UGB’s embedded as policies within the Plan), the governments of Lawton, Cache, Elgin and Comanche County should work together to develop and adopt a Regional Land Use and Infrastructure Plan that confirms these separate policies as part of a united regional approach and proposes a Regional Plan Commission to oversee the implementation of the Plan through its authority to review and approve developments within the ETJ’s. Additionally, the Regional Plan Commission could be vested with the authority to review and make recommendations concerning land uses in the ACUB Plan areas.

*Investigate the Use of Development Impact Fees for properties in the ETJ:* Currently, the City of Lawton’s policy of charging impact fees for new developments occurring within the city limits is a reasonable measure to recoup their capital outlays for the infrastructure required to service development. However, if developers recognize the inherent cost savings of developing on the fringe of the city (but outside the city limits) while still gaining approval of similar housing or commercial land use densities in the County, the effectiveness of this policy in reducing sprawl and its impacts are minor. The City and County should develop their UGB’s and ETJ’s and then determine if a similar impact fee or assessment should be imposed on developments occurring outside the City but within their ETJ. With this policy in place, developers and local governments would more rationally plan their future infrastructure and housing developments using the real costs and benefits of providing these critical community resources.

*Investigate the Use of Transfer of Development Rights (TDR) for properties in the ETJ:* As an additional strategy to reduce sprawl, the County and Cities should investigate the use of TDR’s within the area. TDR’s would permit a developer/landowner who owns a particularly sensitive or critical habitat land and desires to develop it the ability to transfer those

rights to a nearby property (perhaps within the urban growth boundary of an adjacent city). The sensitive property could then be owned by conservation trust (similar to those properties affected in the ACUB buffer area) or have development restrictions placed on it in perpetuity so that sprawl development patterns could be eliminated and a “greenbelt” land use strategy could be commenced in the surrounding area.

*Develop and Adopt Rural Development and Design Standards for Comanche County:* For many newcomers to the Lawton region, the rural lifestyle and housing options will be preferable to “city life.” Yet in many instances around Comanche County, the rural landscape is ceasing to exist due to sprawl development patterns and the blurring of rural and urban landscapes. Additionally, the conventional, mini farm development pattern in the County can accentuate the infrastructure weaknesses and needs of an area and place additional burdens on the rural character and environment. New rural development standards and guidelines should be developed to provide an alternative development style and pattern in those areas to remain rural in nature, with some key elements of these new regulations to include:

- Identify and protect sensitive environmental or cultural areas by prohibiting development sites within their boundaries
- Develop these sites using cluster housing techniques to minimize impact on sensitive areas and preserve rural landscape vistas
- Develop these sites at densities that are commensurate with adjacent rural infrastructure and significantly less than densities afforded by adjacent municipalities

### **Develop a comprehensive “Toolkit” of Growth Management Policies and Regulations**

In general, with the exception of the City of Lawton, the communities within the region lack the basic planning, zoning and building codes regulations and standards that would prepare them for the challenges of new growth. This deficiency, combined with the lack of overall community planning in the region, places them in a position of desiring quality

growth and development but lacking the “tools” to ensure that developers can plan, zone and design new developments that meet these standards. Accordingly, the following major action strategies/ recommendations are offered in order to achieve the overall recommendation of develop a new set of “tools” for managing BRAC growth:

*Adopt consistent building codes for all communities in the Primary Impact Area:* In order to ensure the quality standards of new housing meets or exceeds Department of Defense standards, all communities (including Comanche County) should adopt the 2006 International Residential Building Code for new housing.

*Develop, adopt and implement new form-based and place-based, mixed use design and zoning regulations and subdivision standards:* The existing array of zoning and design standards available in each community are limited in their ability to adequately address new urban design forms and development practices. The specific nature of these zoning and design standards for each community will be presented in the next section of recommendations (Specific Recommendations for Cache, Elgin and Lawton).

*Develop and adopt revised land use and zoning restrictions and standards for ACUB buffer properties which are consistent with current ACUB Plans:* The city of Lawton’s current regulations form a sound basis for these new regulations, but with the growing influence of the air mobility at Fort Sill, Lawton and all other primary impact area communities should update and adopt new standards that address the potential conflicting land uses in these critical areas of their community.

*Develop, adopt and implement new “corridor planning and design standards” for critical transportation routes within the primary impact area:* The critical transportation arteries throughout the study area will always be likely targets for intense growth and development, but in many ways, the region’s current land use and zoning tools for developing these corridors have not advanced



beyond the 1950's zoning and design methodologies. New regulations and planning standards are needed to ensure that these corridors maintain their operational capacity (i.e. access control and management standards), while at the same time, providing new and current urban design standards that permit quality commercial development (i.e. mixed use typologies, signage controls, landscaping requirements, etc.).

## Specific Recommendations

In addition to the general, region-wide and overarching recommendations to be applied to the study area, the following recommendations are offered for the specific communities of Cache, Elgin and Lawton.

### *City of Cache – Recommendations for Action*

“Near” Term Actions:

**1. Develop and adopt a comprehensive Community Master Plan.** The need for an overall vision for this community is clear and the planning effort should be comprehensive, community-based and focus on providing the following key elements:

- Incorporate the ACUB Plan provisions and land use strategies to protect these critical interface areas with Fort Sill
- Utilize the concepts and recommendations contained within the Vision Plan for Cache as a logical starting point for the planning effort (See Exhibit 5.6)
- Recognize the importance of coordinating the land use, infrastructure and community services components of the Plan with other regional partners (Comanche County, Lawton)

**2. Develop and adopt an Interlocal Planning agreement with Comanche County and Lawton.**

Using the Community Master Plan as the basis for this effort, develop a regional partnership with these entities that provides for and supports the following key aspects:

- Development and adoption of an Urban Growth Boundary and Extraterritorial Planning Jurisdiction
- Requirement that all developments within UGB be

- serviced with adequate infrastructure by the City
- Development and confirmation of a new Regional Plan (land use and infrastructure elements are key components) and Regional Plan Commission that has authority to review and approve developments within the UGB and ETJ, as well as properties subject to ACUB restrictions

**3. Develop and adopt new zoning and design standards and “tools” to manage near term growth pressures.** The new and/or revised zoning and subdivision regulations for the City should focus on the following elements:

- Include appropriate overlay zoning district and regulations for ACUB restricted properties
- Include new zoning and design standards for mixed use, form-based development patterns and urban design methodologies

“Mid” Term Actions:

**1. Develop and adopt a comprehensive Infrastructure Master Plan and Capital Improvements Budget.** Once the overall vision for the community is established with the Community Master Plan, a more detailed infrastructure planning effort is required to accurately gauge future infrastructure needs and costs for specific utilities and community services.

**2. Investigate the use of a Development Impact Fee for new developments in the City.** Impact fees are rational and defensible planning tools and policies that can tie the costs of new growth to those developments that are directly impacting and creating the need for new infrastructure. The city should investigate this policy, in conjunction with its Infrastructure master planning effort, to determine its applicability to their community (using Lawton’s current impact fee legislation and model as a prototype example).

**3. Develop and adopt new subdivision regulations that manage the long term impacts of BRAC growth:** As the BRAC growth continues to occur; Cache needs to develop a complete “toolkit” of growth management policies and regulations that can help the City direct and guide the development standards and quality of this growth. The new regulations should address the key aspects of the growth management “toolkit”



including:

- New “complete streets” standards that include provisions for multimodal traffic options (i.e. pedestrians, bikes, etc.)
- Sustainability provisions based on the principles of LEED Neighborhood development accreditation
- Infill housing provisions that support the densification of the City’s urban core and provides incentives for infill housing developments
- Infrastructure concurrency policies and standards (in coordination with the Infrastructure and Community Master Plan)

#### **4. Develop and adopt a special Subarea Planning study for the Old Cache Road commercial district.**

The importance of this corridor for the City can not be overstated. This area represents the most logical area to provide new commercial development for the City, but this development can not negatively impact the carrying capacity of Old Cache Road. Specific, site-based land use and infrastructure policies should be created in order that the area develops in a manner that is economically vibrant and visually appealing.

“Long” Term Actions:

**1. Develop and adopt new zoning and design guidelines/manuals that support the Old Cache Road planning study.** In order to properly carry out the vision created in the Community Master Plan and the Old Cache Road commercial district planning study, a new set of design standards and zoning ordinances are needed. These standards should present regulations that cover mixed use commercial designs (vertical and horizontal), pedestrian-focused designs, access control and critical stormwater management design options.

#### **2. Investigate the use of a Transfer of Development Rights (TDR) policy and ordinance for the City.**

Although this policy may not be widely used in Cache, its ability to provide viable options to the continued sprawl of suburban style developments into the rural areas around Cache may become important over the planning period. The City’s desire to become an ecotourism center/gateway for the region will require a strategy of highlighting the rural character and primitive surroundings of Cache. Suburban sprawl, even to the minor degree that it may occur in Cache, goes against this rural character strategy.

# Exhibit 5.6



## City of Elgin – Recommendations for Action

“Near” Term Actions:

### 1. Develop and adopt a comprehensive Community Master Plan.

The need for an overall vision for this community is clear and the planning effort should be comprehensive, community-based and focus on providing the following key elements:

- Incorporate the ACUB Plan provisions and land use strategies to protect these critical interface areas with Fort Sill
- Utilize the concepts and recommendations contained within the Vision Plan for Elgin as a logical starting point for the planning effort (See Exhibit 5.7)
- Recognize the importance of coordinating the land use, infrastructure and community services components of the Plan with other regional partners (Comanche County, Lawton)

### 2. Develop and adopt an Interlocal Planning agreement with Comanche County and Lawton.

Using the Community Master Plan as the basis for this effort, develop a regional partnership with these entities that provides for and supports the following key aspects:

- Development and adoption of an Urban Growth Boundary and Extraterritorial Planning Jurisdiction
- Requirement that all developments within UGB be serviced with adequate infrastructure by the City
- Development and confirmation of a new Regional Plan (land use and infrastructure elements are key components) and Regional Plan Commission that has authority to review and approve developments within the UGB and ETJ, as well as properties subject to ACUB restrictions

**3. Develop and adopt new zoning and design standards and “tools” to manage near term growth pressures.** The new and/or revised zoning and subdivision regulations for the City should focus on the following elements:

- Include appropriate overlay zoning district and regulations for ACUB restricted properties
- Include new zoning and design standards for

mixed use, form-based development patterns and urban design methodologies (particularly for developments proposed along the SR 277 corridor)

“Mid” Term Actions:

### 1. Develop and adopt a special Subarea Planning study for the SR 277 “Gateway” district.

This gateway corridor into the City is particularly important as it represents the most visible and development-prone commercial area. As the BAE Systems plant comes online and the surrounding industrial area begins to develop, this corridor will feel the pressure of new traffic and new development. Specific, site-based land use and infrastructure policies should be created in order that the area develops in a manner that is economically vibrant and visually appealing.

### 2. Develop and adopt a comprehensive Infrastructure Master Plan and Capital Improvements Budget.

Once the overall vision for the community is established with the Community Master Plan, a more detailed infrastructure planning effort is required to accurately gauge future infrastructure needs and costs for specific utilities and community services.

### 3. Investigate the use of a Development Impact Fee for new developments in the City.

Impact fees are rational and defensible planning tools and policies that can tie the costs of new growth to those developments that are directly impacting and creating the need for new infrastructure. The city should investigate this policy, in conjunction with its Infrastructure master planning effort, to determine its applicability to their community (using Lawton’s current impact fee legislation and model as a prototype example).

### 4. Develop and adopt new subdivision regulations that manage the long term impacts of BRAC growth:

As the BRAC growth continues to occur; Cache needs to develop a complete “toolkit” of growth management policies and regulations that can help the City direct and guide the development standards and quality of this growth. The new regulations should address the key aspects of the growth management “toolkit” including:

- New “complete streets” standards that include provisions for multimodal traffic options (i.e. pedestrians, bikes, etc.)
- Sustainability provisions based on the principles of LEED Neighborhood development accreditation
- Infill housing provisions that support the densification of the City’s urban core and provides incentives for infill housing developments
- Infrastructure concurrency policies and standards (in coordination with the Infrastructure and Community Master Plan)

“Long” Term Actions:

**1. Develop and adopt new zoning and design guidelines/manuals that support the SR 277**

**“Gateway” planning study.** In order to properly carry out the vision created in the Community Master Plan and the SR 277 corridor planning study, a new set of design standards and zoning ordinances are needed. These standards should present regulations that cover mixed use commercial designs (vertical and horizontal), pedestrian-focused designs, access control and critical stormwater management design options.



# Exhibit 5.7



## City of Lawton – Recommendations for Action

“Near” Term Actions:

**1. Develop and adopt critical Neighborhood Subarea Master Plans for the southwest Lawton and Nine Mile Creek planning areas.** These two areas are forecasted to receive new growth in the near term and although a land use plan is in place for southwest Lawton, those planning strategies fail to provide sufficient zoning and design standards for new development. This effort should be comprehensive and community-based and focus on providing the following key elements:

- Utilize the concepts and recommendations contained within the Vision Plan for Lawton as a logical starting point for the planning effort (See Exhibit 5.8)
- Develop clear planning policies and design standards for areas within the city’s UGB and ETJ
- Develop planning policies related to open space conservation and cluster development provisions in order that these fringe areas can maintain a distinct and viable separation of rural and urban landscapes
- Provide a detailed examination of the appropriate size, nature and location of critical community facilities and services (schools, public safety, parks, street patterns, trail networks, etc.) needed in these areas, thus creating and planning a “neighborhood” environment rather than just a collection of housing subdivisions.
- Recognize the importance of coordinating the land use, infrastructure and community services components of the Plan with other regional partners (Comanche County)

**2. Update the Lawton 2030 Land Use Plan. The updated Plan should take into account the following key elements:**

- Incorporate the recommendations and planning policies contained in the Neighborhood Plans
- Revised and updated ACUB Plan provisions and land use strategies to protect these critical interface areas with Fort Sill
- Recognize the importance of coordinating the land use, infrastructure and community services

components of the Plan with other regional partners (Comanche County, Cache)

**3. Develop and adopt an Interlocal Planning agreement with Comanche County and Cache. Develop a regional partnership with these entities that provides for and supports the following key aspects:**

- Development and adoption of an Urban Growth Boundary and Extraterritorial Planning Jurisdiction
- Requirement that all developments within UGB be serviced with adequate infrastructure by the City
- Development and confirmation of a new Regional Plan (land use and infrastructure elements are key components) and Regional Plan Commission that has authority to review and approve developments within the UGB and ETJ, as well as properties subject to ACUB restrictions

**4. Develop and adopt new and updated zoning and design standards and “tools” to manage near term growth pressures. The new and/or revised zoning and subdivision regulations for the City should focus on the following elements:**

- Include appropriate overlay zoning district and regulations for ACUB restricted properties
- Include new zoning and design standards for mixed use, form-based development patterns and urban design methodologies that may be required for new developments (particularly in southwest Lawton and east Lawton)
- Include new rural conservation and clustering zoning and design provisions that implement the “rural character” policies and concepts associated with the Neighborhood plans



# Exhibit 5.8



“Mid” Term Actions:

**1. Develop and adopt a comprehensive Infrastructure Master Plan and Capital Improvements Budget.** Once the overall vision for the community is established with the Community Master Plan, a more detailed infrastructure planning effort is required to accurately gauge future infrastructure needs and costs for specific utilities and community services.

**2. Develop and adopt a Neighborhood Subarea Master Plan for the west Lawton-82nd Street area.**

This area is likely to see new growth in the long term and a comprehensive and coordinated set of planning strategies and standards are needed. Similar to the city’s other planning efforts, this study should be comprehensive and community-based and focus on providing the following key elements:

- Utilize the concepts and recommendations contained within the Vision Plan for Lawton as a logical starting point for the planning effort (See Exhibit 5.8)
- Develop clear planning policies and design standards for areas within the city’s UGB and ETJ
- Develop planning policies related to open space conservation and cluster development provisions in order that these fringe areas can maintain a distinct and viable separation of rural and urban landscapes
- Provide a detailed examination of the appropriate size, nature and location of critical community facilities and services (schools, public safety, parks, street patterns, trail networks, etc.) needed in these areas, thus creating and planning a “neighborhood” environment rather than just a collection of housing subdivisions.
- Recognize the importance of coordinating the land use, infrastructure and community services (particularly Cache School district) components of the Plan with other regional partners (Comanche County, Cache and Cache school)

**3. Develop and adopt a revised Master Plan and Implementation Strategy for the Lawton Downtown District.** Exhibit 5.9 provides additional strategies and tools that the City might use in their efforts to revitalize the downtown district. The major recommendations and strategies contained within the Downtown Vision

Plan include:

- “Strong Neighborhoods” Strategy that focuses on the revitalization of the housing stock and creating a new residential component to the downtown area by: (1) Creating an Infill Housing Initiative for the Downtown TIF District that provides the City’s financial support for landowners and developers that demolish and replace substandard housing, new homebuyers that are associated with BRAC that desire to accomplish rehabilitation or upgrades on the existing housing stock, and existing owners that can qualify for CDBG Housing Rehab grants for housing renovations; and (2) Creating new, higher density housing developments along 2nd Street in the TIF District by providing city financial support for these potential rental units for BRAC soldiers or civilian personnel through the elimination of impact fees for these developments, per unit construction cost subsidy, and potential rent subsidy or assistance for BRAC military or civilian personnel.
- Corridor and Streetscape Enhancement Program that focuses on developing an inviting and visually-appealing public realm within the Downtown District that promotes and creates an environment suitable for new residential and commercial development. This streetscape also assists in enhancing the overall community image as visitors enter the downtown from Interstate 44.
- “Retail Resurgence” Strategies that focus on the development of two key downtown projects that will create a daytime population in the downtown that can support new retail. First, the City should continue to investigate the potential associated with a new downtown arena, hotel and convention center. Second, the City should begin to investigate the potential funding programs and necessary implementation steps to create a Department of Defense Campus for related contractors and vendors to Fort Sill. Both of these projects would create the necessary people and employment bases to warrant a significant new downtown retail environment as envisioned in the original Downtown Plan.

Lawton Fort Sill Growth Management Plan Implementation Checklist Subject: Land Use/Planning		Responsibilities		Timing	Estimated Cost	Potential Funding Sources
		Primary	Secondary			
<p><b>Issue:</b> Lack of overall comprehensive planning efforts within study area communities that could help guide key land use and growth management decisions</p> <p><b>Recommendation:</b> Develop and implement a coordinated set of community master plans within the region that provide comprehensive local land use strategies to accommodate anticipated population and development growth</p>						
<p><b>Action 1:</b> <i>Develop and implement Comprehensive Community Master Plans for the primary growth communities of Cache, Elgin, Lawton and Comanche County</i></p>						
Action 1.1	Coordinate and reference all applicable master planning documents into the Community Master Plans with specific emphasis on the ACUB Plan for Fort Sill, this Regional Growth Management Plan and its population and employment forecasts, etc.	CITY, CO	FORT	Near	\$5,000	LOCAL
Action 1.2	Utilize the Community Vision Plans (See Exhibits 5.6, 5.7, and 5.8 in this report) for each primary impact community (Cache, Elgin and Lawton) as logical starting points in the development of the Community Master Plans.	CITY, CO	HBA, LRA, LAND, DEV, CoC, ASCOG	Near	\$100,000	LOCAL, STATE, OSMC
Action 1.3	For the city of Lawton's Community Master Plan, an update to the Lawton 2030 Land Use Plan is appropriate. Coordinate and reference the following planning documents in order to create a single comprehensive community planning document for the City (MPO's 2030 Long Range Transportation Plan, the Lawton Airport Master Plan, the Lawton Downtown District Plan, etc.)	CITY	HBA, LRA, LAND, DEV, CoC	Near	\$50,000	LOCAL, STATE, OSMC
<p><b>Action 2:</b> <i>Develop "neighborhood-based" comprehensive plans for the high growth areas in Lawton in order to provide policies and actions that create stable, vibrant and sustainable neighborhoods in these areas (Southwest Lawton, East Lawton- Nine Mile Creek area, 82nd Street area, Downtown district, etc.)</i></p>						
Action 2.1	Conduct series of neighborhood meetings and workshops with residents in affected areas to determine critical needs and potential planning ideas and visions for these emerging neighborhoods and subareas of the City.	CITY	HBA, LRA, LAND, DEV, CoC	Near	\$100,000	LOCAL, STATE
Action 2.2	Investigate, develop and implement "place-based" zoning standards and guidelines for these areas that emphasize and reinforce the desired physical makeup and design for the community as expressed in the neighborhood meetings (and as warranted based on a market review of the proposed real estate (housing and commercial) products)	CITY	HBA, LRA, LAND, DEV, CoC	Mid	\$100,000	LOCAL, STATE
Action 2.3	Continue to focus on the revitalization of Lawton's Downtown by implementing the major recommendations of the Downtown District Plan (as approved by City Council) and as amended within this report. See Exhibit 5.9 of this report as a logical starting point for the development of an updated Downtown District Plan.	DOWN	CITY	Mid	\$500,000	LOCAL, TIF, IMPACT
<p><b>Action 3:</b> <i>Develop and implement Infrastructure Master Plans and Capital Improvements Budgets for each community that support and implement the major recommendations and land use strategies contained within the Community Master Plans and Neighborhood Subarea Plans.</i></p>						
<p><b>Legend / Key</b></p> <p><b>Implementation Partners / Agencies</b>                      CITY - Local government planning departments or city administrations                      CO - County governments                      FORT - Fort Sill                      ODOT - Oklahoma Dept. of Transportation                      ASCOG - Assoc. of South Central Oklahoma Governments                      CoC - Local chambers of Commerce                      DOWN - Lawton Downtown Redevelopment Authority                      OEA - Office of Economic Adjustment                      DEV - Private Developer                      LAND - Land owners                      HBA - local Homebuilder Associations                      LRA - local Realtors Association</p> <p><b>Timing</b>                      Near - 2008 - 2009                      Mid - 2010 - 2011                      Long - 2012+</p> <p><b>Funding Sources</b>                      LOCAL - bond/general revenues from local governments                      STATE - State revenue source                      TIF - revenue from TIF funding allocations (Lawton)                      OEA - Office of Economic Adjustment                      OSMC - Oklahoma Strategic Military Commission                      IMPACT - facility fees/impact fee revenues</p>						

Lawton Fort Sill Growth Management Plan Implementation Checklist Subject: Land Use/Planning		Responsibilities		Timing	Estimated Cost	Potential Funding Sources
		Primary	Secondary			
<b>Issue: "Sprawl" development is increasingly occurring at the fringe of urban service areas and leading to a strain on current and future infrastructure and an erosion of the rural character of the unincorporated areas</b>						
<b>Recommendation: Develop and implement a coordinated set of zoning and development policies and standards that encourage compact development in existing urban service areas and lessen the impact of future development on the environment and rural character of the area</b>						
<b>Action 1:</b>	<i>Revise planning, zoning and code regulations to separate urban and rural urban areas, promote urban development extensions into rural areas</i>					
Action 1.1.	Develop a regional Land Use and Infrastructure Plan that is the regulatory template for future growth and development (urban growth boundaries, Extraterritorial Planning Jurisdictions, enhanced codes, etc.) to be reviewed and adopted by each municipality and county	CITY, CO	ASCOG, FORT	Near	\$150,000	LOCAL, STATE, OSMC
Action 1.2.	Develop and implement an ETJ for primary impact area communities of Lawton, Cache and Elgin to provide a logical urban growth boundary for each city and to ensure that new development meets the minimum design and codes standards of the applicable municipality	CITY, CO	ASCOG, FORT	Near	NA	NA
Action 1.3.	Investigate the use of an Infrastructure/Housing Impact Fee (or facilities fee) on all new developments within newly created ETJ's to finance the infrastructure and facilities required as a result of development in these areas	CITY, CO		Mid	\$10,000	LOCAL
<b>Action 2:</b>	<i>Develop land use and development regulations that will protect rural and agricultural areas from development and lessen the impact (visual and environmental) of new growth at the edge of urban areas</i>					
Action 2.1.	Develop new land use policies and zoning categories (including planned development standards) that give density bonuses for developments that are located within the current city limits or ETJ as opposed to those outside of these areas	CITY, CO	HBA, LRA, LAND, DEV, CoC	Mid	\$50,000	LOCAL, STATE
Action 2.2.	Develop and implement new zoning and design standards for the areas within the ETJ limits that promote cluster housing developments and open space preservation and retention of the rural "character"	CITY, CO	HBA, LRA, LAND, DEV, CoC	Mid	\$25,000	LOCAL, STATE
Action 2.3.	Investigate the use of a new Transfer of Development Rights (TDR) policy and ordinance that enables landowners/developers to "transfer" development densities and rights from properties outside of city limits/ETJ's to properties located within these areas	CITY, CO	HBA, LRA, LAND, DEV, CoC	Long	\$10,000	LOCAL, STATE
Action 2.4.	Enhance existing and develop new regulations/provisions for developments containing environmentally-sensitive areas (floodways, etc.) with special overlay districts that minimize development in the area and require buffers or protected open space	CITY, CO	HBA, LRA, LAND, DEV, CoC	Mid	\$25,000	LOCAL, STATE

**Legend/Key**

- Implementation Partners/Agencies**  
 CITY - Local government planning departments or city administrations  
 CO - County governments  
 FORT - Fort Sill  
 ODOT - Oklahoma Dept. of Transportation  
 ASCOG - Assoc. of South Central Oklahoma Governments  
 DOWN - Lawton Downtown Redevelopment Authority  
 OEA - Office of Economic Adjustment  
 DEV - Private Developer  
 LAND - Land owners  
 HBA - local Homebuilder Associations  
 LRA - local Realtors Association
- Timing**  
 Near - 2008 - 2009  
 Mid - 2010 - 2011  
 Long - 2012 +
- Funding Sources**  
 LOCAL - bond/general revenues from local governments  
 STATE - State revenue source  
 TIF - revenue from TIF funding allocations (Lawton)  
 OEA - Office of Economic Adjustment  
 OSMC - Oklahoma Strategic Military Commission  
 IMPACT - facility fees/impact fee revenues



Lawton Fort Sill Growth Management Plan Implementation Checklist Subject: Land Use/Planning		Primary	Secondary	Timing	Estimated Cost	Potential Funding Sources
<b>Issue: Lack of overall comprehensive planning efforts within study area communities that could help guide key land use and growth management decisions</b>						
<b>Recommendation: Develop and implement a coordinated set of community master plans within the region that provide comprehensive local land use strategies to accommodate anticipated population and development growth</b>						
<b>Action 1:</b>	<b>Develop and implement Comprehensive Community Master Plans for the primary growth communities of Cache, Elgin, Lawton and Comanche County</b>	CITY, CO	FORT	Near	\$5,000	LOCAL
Action 1.1	Coordinate and reference all applicable master planning documents into the Community Master Plans with specific emphasis on the ACUB Plan for Fort Sill, this Regional Growth Management Plan and its population and employment forecasts, etc.	HBA, LRA, LAND, DEV, CoC, ASCOG		Near	\$100,000	LOCAL, STATE, OSMC
Action 1.2	Utilize the Community Vision Plans (See Exhibits 5.6, 5.7, and 5.8 in this report) for each primary impact community (Cache, Elgin and Lawton) as logical starting points in the development of the Community Master Plans.	HBA, LRA, LAND, DEV, CoC		Near	\$50,000	LOCAL, STATE, OSMC
Action 1.3	For the city of Lawton's Community Master Plan, an update to the Lawton 2030 Land Use Plan is appropriate. Coordinate and reference the following planning documents in order to create a single comprehensive community planning document for the City (MPO's 2030 Long Range Transportation Plan, the Lawton Airport Master Plan, the Lawton Downtown District Plan, etc.)	HBA, LRA, LAND, DEV, CoC		Near	\$100,000	LOCAL, STATE
<b>Action 2:</b>	<b>Develop "neighborhood-based" comprehensive plans for the high growth areas in Lawton in order to provide policies and actions that create stable, vibrant and sustainable neighborhoods in these areas (Southwest Lawton, East Lawton- Nine Mile Creek area, 82nd Street area, Downtown district, etc.)</b>	CITY		Near	\$5,000	LOCAL, STATE
Action 2.1	Conduct series of neighborhood meetings and workshops with residents in affected areas to determine critical needs and potential planning ideas and visions for these emerging neighborhoods and subareas of the City.	CITY		Near	\$5,000	LOCAL, STATE
Action 2.2	Investigate, develop and implement "place-based" zoning standards and guidelines for these areas that emphasize and reinforce the desired physical makeup and design for the community as expressed in the neighborhood meetings (and as warranted based on a market review of the proposed real estate (housing and commercial) products)	HBA, LRA, LAND, DEV, CoC		Mid	\$100,000	LOCAL, STATE
Action 2.3	Continue to focus on the revitalization of Lawton's Downtown by implementing the major recommendations of the Downtown District Plan (as approved by City Council) and as amended within this report. See Exhibit 5.9 of this report as a logical starting point for the development of an updated Downtown District Plan.	CITY		Mid	\$500,000	LOCAL, TIF, IMPACT
<b>Action 3:</b>	<b>Develop and implement Infrastructure Master Plans and Capital Improvements Budgets for each community that support and implement the major recommendations and land use strategies contained within the Community Master Plans and Neighborhood Subarea Plans.</b>	DOWN	CITY	Mid	\$150,000	LOCAL, STATE, OSMC, OEA

**Legend/Key**

**Implementation Partners/Agencies**  
 CITY - Local government planning departments or city administrations  
 CO - County governments  
 FORT - Fort Sill  
 ODOT - Oklahoma Dept. of Transportation  
 ASCOG - Assoc. of South Central Oklahoma Governments  
 CoC - Local chambers of Commerce  
 DOWN - Lawton Downtown Redevelopment Authority  
 OEA - Office of Economic Adjustment  
 DEV - Private Developer  
 LAND - Land owners  
 HBA - local Homebuilder Associations  
 LRA - local Realtors Association

**Timing**

Near - 2008 - 2009  
 Mid - 2010 - 2011  
 Long - 2012+

**Funding Sources**

LOCAL - bond/general revenues from local governments  
 STATE - State revenue source  
 TIF - revenue from TIF funding allocations (Lawton)  
 OEA - Office of Economic Adjustment  
 OSMC - Oklahoma Strategic Military Commission  
 IMPACT - facility fees/impact fee revenues

Lawton Fort Sill Growth Management Plan Implementation Checklist Subject: Land Use/Planning		Responsibilities		Timing	Estimated Cost	Potential Funding Sources
		Primary	Secondary			
<p>For the City of Cache, develop and implement: (1) an updated zoning ordinance that codifies the bulk, use and design standards proposed in their new Community Master Plan (as recommended by this Plan) and also includes mixed use and "place-based" zoning regulations for high growth, higher density areas; (2) new subdivision regulations that implement the design parameters included in the proposed zoning texts; (3) revised street design standards that emphasize pedestrian movement &amp; activities in addition to vehicular operations; (4) new standards that promote sustainable design and building features with potential density bonuses, reduced impact fees, etc; and (5) develop a GIS database for the community as a part of the proposed utility expansion and enhancement project in the City</p>	CITY	CO	Mid	\$75,000	LOCAL, STATE	
<p>For the City of Elgin, develop and implement: (1) an updated zoning ordinance that codifies the bulk, use and design standards proposed in their new Community Master Plan (as recommended by this Plan) and also includes mixed use and "place-based" zoning regulations for high growth, higher density areas; (2) new corridor design standards and overlay district for SR 277 (and other major corridors in town) in order to enhance the visual appeal of the corridor as it develops with commercial and higher density residential uses; (3) subdivision regulations that implement the design parameters included in the proposed zoning texts; (4) revised street design standards that emphasize pedestrian movement &amp; activities in addition to vehicular operations; (5) new standards that promote sustainable design and building features with potential density bonuses, reduced impact fees, etc; and (6) develop a GIS database for the community as a part of the potential sewer utility enhancement project in the City</p>	CITY	CO	Mid	\$75,000	LOCAL, STATE	
<p><b>Action 2:</b> Adopt consistent building codes for all communities within the region to ensure that new housing meets DoD standards and protects health, safety and welfare of the community</p>	CITY, CO					
<p>Action 2.1 Adopt and enforce the 2006 International Residential Building Code for all cities within the primary impact area and all of Comanche County</p>	CITY, CO	HBA, LRA, CoC	Near	NA	NA	
<p><b>Issue: Key transportation corridors are susceptible to continued strip commercial and higher density residential development that promotes traffic congestion and potentially unattractive developments</b></p>						
<p><b>Recommendation: Develop and implement detailed corridor management plans along major development and traffic corridors to improve site development standards, access control and management and overall design of these areas in the primary impact area communities</b></p>						
<p><b>Action 1:</b> Begin coordination and planning efforts with Oklahoma Dept. of Transportation on access control and management and widening policies related to key corridors within Cache (Old Cache Road), Elgin (SR 277) and Lawton (Gore Blvd., Fort Sill Blvd., Sheridan Blvd., etc).</p>	CITY	CO	Mid	NA	NA	
<p><b>Action 2:</b> Develop and implement new "place-based" and mixed use design, zoning and development standards for corridor areas that permit higher densities, vertical mixture of uses, pedestrian-focused design standards, stormwater management and access control measures</p>	CITY	CO	Long	\$50,000	LOCAL, STATE	
<p><b>Action 3:</b> Continue and expand the implementation of the City of Lawton's corridor enhancement and streetscape improvement program along major corridors, including Fort Sill Boulevard, Gore Boulevard, Sheridan Road, 11th Street at the airport and Lee Boulevard</p>	CITY	CO	Long	\$3,000,000	LOCAL, STATE	
<p><b>Implementation Partners / Agencies</b>                      CITY - Local government planning departments or city administrations                      CO - County governments                      FORT - Fort Sill                      ODOT - Oklahoma Dept. of Transportation                      ASCOG - Assoc. of South Central Oklahoma Governments                      CoC - Local chambers of Commerce                      DOWN - Lawton Downtown Redevelopment Authority                      OEA - Office of Economic Adjustment                      DEV - Private Developer                      LAND - Land owners                      HBA - local Homebuilder Associations                      LRA - local Realtors Association</p>						
<p><b>Timing</b>                      Near - 2008 - 2009                      Mid - 2010 - 2011                      Long - 2012+</p>						
<p><b>Funding Sources</b>                      LOCAL - bond/general revenues from local governments                      STATE - State revenue source                      TIF - revenue from TIF funding allocations (Lawton)                      OEA - Office of Economic Adjustment                      OSMC - Oklahoma Strategic Military Commission                      IMPACT - facility fees/impact fee revenues</p>						