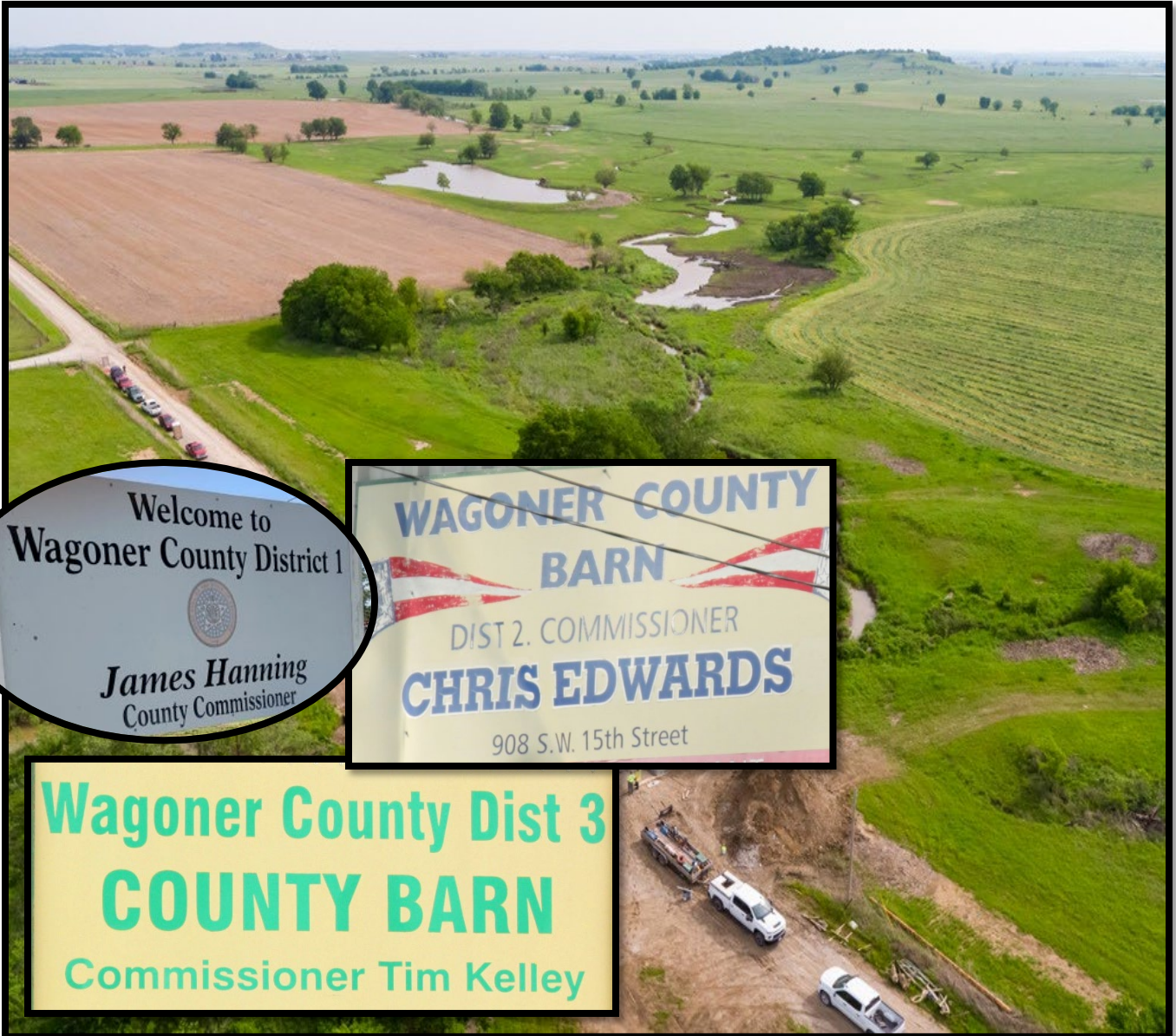


WAGONER COUNTY 2023-2035

A Comprehensive Plan



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This document was prepared by:

Planning and Zoning Department
Wagoner County, Oklahoma

in association with:

Scott Bruce

8216 East Madison Street
Broken Arrow, OK 74014

Mapping support by:

INCOG

2 W Second Street
Tulsa, OK 74103

COUNTY OF WAGONER

Wagoner County Board of Commissioners

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Chris Edward: District 2
Tim Kelley: District 3

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Planning and Zoning Director

Lisa Miller
Planning and Zoning Deputy Director

Skyler Burrows
Office Manager

Kacie Sanders
Planning and Permitting Technician

Patrick Plumlee
Code Enforcement Officer

Gene Gillespie
Building Inspector and Drone Pilot

Jeremy Goggans
Right of Way Coordinator

Stakeholders Discussion Group

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Roger Kolman – City of Coweta
Robyn Murray – City of Coweta
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Daryl Moore II – Town of Red Bird
Doug Moore – City of Wagoner
Joe Robson – Town of Fair Oaks
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Darla Heller – Wagoner County Economic
Development Director



CERTIFICATE OF ADOPTION

Wagoner Metropolitan Area Planning Commission

This document was recommended for approval by the Wagoner Metropolitan Planning Commission on the _____ day of _____, 2023.

Jessie Reich, Chair

Wagoner County Board of Commissioners

This document was approved and adopted by the Wagoner County Board of Commissioners on the _____ day of _____, 2023.

Chris Edwards
Chairman, Board of Commissioners

Attest:

Lori Hendricks
Wagoner County Clerk



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EXECUTIVE SUMMARY

WAGONER COUNTY 2023-2035, A *Comprehensive Plan* is an update to the existing **Wagoner Metropolitan Planning Area Master Plan**, prepared and approved in 1981. **WAGONER COUNTY 2023-2035**, focuses primarily on Land Use and Economic Development trends yet also addresses other items of good planning practice such as Health, Youth, Demographics, and Recreation.

Located in the northeastern portion of the state of Oklahoma, Wagoner County has an approximate area of 590 square miles, being nearly 30 miles east to west and 25 miles north to south at the longest points. Created at statehood in 1907 the 1910 population was approximately 23,000 persons. The 2020 US Census indicate the population to be 80,981 persons, an increase of 7,553 persons over the 2010 Census (approximately 1% per year). 2021 estimates place the population at 84,050.

The primary purposes for **WAGONER COUNTY 2023-2035** are to update the existing condition, to create useful maps, make land use recommendations, and provide insight into growth potential and economic development for the County. One example is the potential impact of the proposed Muscogee Turnpike Interchange north of the City of Coweta. The Plan will also address the County's relationship with each of the seven incorporated areas, focusing on services, infrastructure, and approval process for new growth within their "fenceline" or "spheres of influence". The document will also address the character of the County, addressing such items as higher density housing and significant

commercial development attraction and design standards. The document's evaluation and recommendations must acknowledge the variety of growth conditions in the east, west, north and south portions of the County.

WAGONER COUNTY 2023-2035 documents the existing condition and makes recommendations to accommodate the anticipated growth over the next 12 years. Areas of recommendation include:

- Vision and Goals
- Land Use, including maps and relationship to Zoning
- Annexation
- Roadway Improvements, with associated bicycle and pedestrian trails, recreational plans
- Parks Improvements and Recreation
- Growth along SH 51
- Recreation and Land Use at the Lakes
- Natural Resource Protection
- Public Health
- Density and Responsible Growth

WAGONER COUNTY 2023-2035 provides guidance to County Staff, Elected and Appointed Officials, the public, and the development community when considering and proposing land use changes, infrastructure and service upgrades and capital improvement budgets. It supports and enhances community character. **WAGONER COUNTY 2023-2035** is a policy, not a regulatory document and should be regularly amended as new public services are available and development projects and infrastructure are approved and constructed.

HOW TO USE THIS PLAN

WAGONER COUNTY 2023-2035 is a Comprehensive Plan for the County made up of 12 Chapters. It describes the planning process and its organization, articulates the vision for the County, and presents recommended actions. Over its lifetime it is anticipated that this document will be updated or amended.



- 1 INTRODUCTION:** Introduces this Update. Discusses the need and purpose for the Update, its authority and its anticipated users.
- 2 COMMUNITY PROFILE:** Presents the existing condition (such as history, demographics, environment, existing development and services) as a basis to guide future growth and development.
- 3 VISION AND GOALS:** Focuses on the Goals and Vision for the County as it moves forward toward its anticipated future during the horizon period.
- 4 EMPLOYMENT AND ECONOMICS:** Identifies the type and location of revenue producing land uses in the County. Focuses on some of the ways that these use types can be incorporated into the economic landscape while supporting the preferred County character and image.
- 5 GOVERNANCE AND BUDGET:** Focuses on the organization, structure and responsibilities of County Government and provides a summary of the County's budget and revenue streams.
- 6 LAND USE AND ZONING:** Describes the relationship of the Land Use, Development Intensity and, Zoning. Locates uses and intensity of uses. Discusses Subdivision Regulations and Design Guidelines.
- 7 RECREATION OPPORTUNITIES:** Identifies current County character, existing recreation opportunity and provide recommendation for improvements during the planning period.
- 8 ANNEXATION PROCESS:** Focuses on annexation from the County's perspective, encouraging annexation to provide infrastructure and services. Concentrates on high growth areas such as western Wagoner County (near Broken Arrow and Coweta) and includes southeastern Wagoner County as an emerging large lot residential favorite.
- 9 HOUSING AND NEIGHBORHOODS:** Residential land use, size of lots, County character and the methods of providing Infrastructure and services.
- 10 INFRASTRUCTURE FACILITIES AND PUBLIC SERVICES:** Provides information on the providers of available water, sewer and storm drain infrastructure as well as emergency and safety services.
- 11 TRANSPORTATION:** Provides and overview regarding the existing highway and arterial street system in the County. Proposes road improvement projects.
- 12 ENVIRONMENTAL RESPONSIBILITY, HEALTH AND YOUTH:** Focuses on the County's natural features, sustainability and farmland. Discusses goals and services for good health and youth.



AMENDMENTS AND UPDATES

Briefly put, *Amendments to WAGONER COUNTY 2023-2035* are “mid-course” corrections that may occur on a frequency of once or twice a year or every other year as development applications, other growth indicators, and community sentiment provide additional information. These Amendments are typically brought to the Planning Commission for review and comment by Staff. The Commission may then send a recommendation to the County Board of Commissioners. Typically, Amendments to a Comprehensive Plan reflect items such as Land Use changes, revisions to remain consistent with the Zoning Code or changes to street designations. A clearly identified process for Amendments is established in Oklahoma Statute Title 19 Section 866.

Updates are large scale revisions that may occur once every ten years. The Updates reflect information obtained through data analysis, projections and budgets. *WAGONER COUNTY 2023-2035* has been constructed to update the 1981 Wagoner County Metropolitan Area Master Plan, identify the current condition and provide information largely anticipated to be applicable through 2030. As the County moves into the fourth decade of the 21st Century, discussions should begin regarding an Update. Growth rates and the availability of public infrastructure and services are anticipated to be significant factors in determining the scope of the next Update.





CHAPTER ONE INTRODUCTION

CHAPTER ONE SUMMARY

Chapter One introduces the *WAGONER COUNTY 2023-2035* update. The Chapter discusses the need for and purpose of the update, the County's authority to prepare the Plan, the users of the Plan, the contents of a Comprehensive Plan and the process through which it has been prepared.

MAJOR TOPICS

- Purpose
- Authority
- Users
- Contents
- Preparation Process





CHAPTER ONE: INTRODUCTION

PURPOSE

The primary purpose of *WAGONER COUNTY 2023-2035* is to update the current Metropolitan Area Master Plan, adopted in 1981. In Wagoner County, a primary reason for a Plan Update is the need for improved mapping and to more clearly identify current land use as well as proposed changes to land use. Other reasons that Plans are updated include: presentation and use of current demographic and economic data, and the evolution of community planning tools and techniques. *WAGONER COUNTY 2023-2035* addresses anticipated growth, proposed land use, housing profile, public services, infrastructure classification, and employment data for the entirety of Wagoner County.

WAGONER COUNTY 2023-2035 is a Comprehensive Plan having authority within the unincorporated area of the County. It suggests policies to evaluate projects; providing guidance to decision makers and information to the public and development community.

AUTHORITY

The Oklahoma Legislature has enacted laws that established the scope, procedures, and limitations for planning and zoning within the unincorporated areas of the state. In 1957, this authority was granted to a Metropolitan Area Planning Commission (MAPC). A MAPC may prepare a Comprehensive Plan for the County and the City and or Cities under its jurisdiction as set forth in Title 19 Section 866.10 of Oklahoma Statutes. Section 866.16 of the same statute provides regulation regarding zoning powers – the primary tool used to implement a Comprehensive Plan.

The approach to Community Planning varies across the state of Oklahoma. As a result, the

form and content of Comprehensive Planning documents significantly varies community by community. Planning and zoning actions are legislative in nature resulting in a variety of governing styles.

Community Planning in Wagoner County is a continuing and evolving effort. On April 11, 1966, a resolution was signed by the Board of Commissioners to form the Wagoner County Lake Area Planning and Zoning Commission which encompassed all unincorporated areas of Wagoner County. It is likely that a comprehensive plan and zoning code was not completed because the next step in planning for the county was taken on November 5, 1979, by resolution, with the formation of the Wagoner County Metropolitan Area Planning Commission (WMAPC), having jurisdiction in unincorporated Wagoner County and within the City of Wagoner via jurisdictional agreement. The WMAPC administered the 1981 Master Plan. Coweta didn't want to be left out so on June 20, 1988, a Coweta Metropolitan Area Planning Area Planning Commission (CMAPC) was formed, having authority in District 3 of western Wagoner County and in the City of Coweta (the WMAPC jurisdictional boundaries were modified at the same time to make room for the CMAPC). Sometime between 88', and 2020, the City of Coweta formed their own municipal planning commission and no longer appointed members to the CMAPC; for this reason in 2020, Resolution #2020-097, outlined the dissolution of the CMAPC by rescinding the 1988 resolution which formed it and modified the WMAPC. Again the WMAPC had authority over all unincorporated area in Wagoner County and in the City of Wagoner. The County and the City each employ planning, inspection, and enforcement staff within their respective jurisdictions.



In 2022, the Board of County Commissioners (BOCC) has chosen to re-evaluate (in coordination with the cities of Broken Arrow and Coweta) the concept of a Metropolitan Area Planning Commission for the western portion of the County. A transition team has been established to identify the goals and merits of such an endeavor. There may be some benefits to have a planning commission in partnership with the largest city in the county, targeting more specifically the goals in that growth area. It may be that the best route is to partner on an annexation policy for the City of Broken Arrow. The 2035 update to the Comprehensive Plan will follow-up on those developments.

WAGONER COUNTY 2023-2035 addresses the area that is currently under the jurisdiction of the WMAPC.

Should a new MAPC be formed or annexation policy be developed, a new board or the municipal planning commission would oversee zoning and planning activities, respectively. *See Figure 8.1 for the areas being evaluated for either a new planning commission or area for annexation policy development.*

USERS

The planning process includes project review by the County Staff, Planning Commission, Board of Adjustment, County Commissioners, and the general public.

Staff

- County staff accepts and reviews proposals for development and re-development within the jurisdictional boundary as outlined in the resolved agreement. Review is based on the Comprehensive Plan, the Zoning Code and, Subdivision Regulations. Staff then makes recommendations to the Planning Commission who then recommends to the Governing Body.
- The Staff also oversees the preparation of, and amendments to, Zoning Code, Subdivision Regulation, and Comprehensive Plan. They review recommendations, findings, provide and assist with information gathering, and make recommendations to the Planning Commission.
- Staff also functions as the official liaison between the Board of Commissioners, Planning Commission, and the general public during the preparation, review, and approval of the Plan.

Planning Commission

- The WMAPC consists of citizens appointed by the Board of County Commissioners and the City Council of Wagoner. Its primary functions are to assess the long-range needs of the community, prepare plans for growth, recommend action regarding development proposals for capital improvements, recommend actions regarding land use change requests, and recommend appropriate action to the Governing Body.
- Currently, the WMAPC addresses Land Use and Zoning issues in the unincorporated areas of the County and city limits of Wagoner.
- The Planning Commission reviews the Comprehensive Plan, holds public hearings, makes a recommendation to the Board of Commissioners regarding Plan adoption as well as makes recommendations to the City Council of Wagoner regarding their governing documents.



Board of County Commissioners

- The Board is elected by the citizens of Wagoner County and serves as the final authority regarding content and adoption of the Comprehensive Plan as well as the other governing documents for the unincorporated areas within the WMAPC. The Board also has the authority to cause the Plan to be revised and updated as needed to reflect changes in the County to ensure the Plan's usefulness and relevance.

ELEMENTS AND CONTENTS OF A COMPREHENSIVE PLAN

The Existing Plan: *1981 Master Plan*

The 1981 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 1981 Plan identified Goals and Policies for its Administration and Use. The large majority of these Goals and Policies remain as part of *WAGONER COUNTY 2023-2035 UPDATE*. At a minimum, these goals and policies remain as "spirit and intent" for this Plan.



ADMINISTRATION:

Goals:

1. Provide effective direction for future development through adherence to adopted goals, policies and plans.
2. Develop and maintain clear, concise and consistent guidelines and administrative techniques regarding zoning and land use considerations, subdivision regulations, building permits, location and density decisions, and related concerns within the planning area's jurisdiction.
3. Direct the development of the various land use intensities in a manner to be most harmonious with the natural and man-made conditions .
4. Encourage citizen participation and community involvement in the planning and implementation process.

Policies:

1. The Plan will be examined annually to determine if the needs of the planning area are being served. Update of the Plan should occur every 5 to 7 years, particularly as the communities within the planning area grow and expand into the undeveloped area where demands for higher intensity uses could occur.
2. Prior to instituting a zoning change which is not consistent with the Comprehensive Plan, the Plan will be amended as a minor amendment through the public hearing process, to reflect the zoning change.
3. The Commission shall adopt and adhere to a set of procedural guidelines concerning the timely



processing of zoning amendments and building permit applications.

Metropolitan Area Planning Commission.

4. The Commission shall use the Federal Emergency Management Agency (FEMA) information and standards, or any maps developed to their criteria or higher in the regulation of development in flood areas.
5. The Planning Commission is responsible for developing land use policies, mainly based on needs brought forward by the public. The Board of County commissioners must formally adopt, by resolution, policies to be included in the Comprehensive Plan. At least one public hearing must be held by both the Planning Commission and the County Commissioners (advertised 15 days in advance) for major changes to the Plan. Plan review must be carried out at a minimum of every two years to assess changing conditions and needs.
6. Major revisions in the Plan affect a large geographical area or wide-ranging policy. They should be carefully considered and instituted infrequently, generally not more often than every two years. Changing the Plan is not a trivial matter. Not only must adequate findings of public need be established, and factual information developed for such a change, but the Plan and Zoning Ordinance must agree. All policies within the Plan must also be compatible.
7. Factual information may be added to the Plan by resolution of the County Commissioners, upon recommendation by the Wagoner

8. The Plan is to be used for normal land use decisions such as development control, park improvements or sewer planning; it should be consulted for budget formulation, economic development and the writing of grant applications. In short, the Plan is to be used as an active tool. Implementation of the Plan shall be through the Zoning Ordinance, Subdivision Regulations, Capital Improvements Program or other County Ordinances related to land use.

DEVELOPMENTAL:

Goals:

1. Encourage specific types of development in specific areas of the County which are convenient, compact, efficient, and attractive.
2. Maintain a high quality of life in keeping with the natural environment.
3. Encourage the development of vacant land areas in incorporated areas and nearby areas of the County which are presently served by public utilities and facilities, with uses that are compatible with existing development.
4. Encourage the preservation and enhancement of the natural resources and amenities of the planning area – particularly floodplains, soils and prime farmland.
5. Facilitate the systematic urbanization of land by sequentially providing



utilities, transportation systems, and public services.

6. Coordinate public and private proposals for land use, street improvements and utility extensions with the county and adjacent municipalities where common areas are involved.

Policies:

1. The Plan and County Regulations shall promote development that complements and protects the Wagoner Metropolitan Planning Area environment.
2. These documents shall be developed to provide for flexibility in regulating growth; to direct growth into areas that can best support it, based on physical suitability of the land and availability of public facilities.
3. Information included in the resource inventory section of the Plan shall be used in regulation of development and shall be updated as new information becomes available.
4. Site specific geologic studies shall be a prerequisite in raising development intensity of in known areas of soil constraint and flood hazard, as identified by the Plan's resource inventory information.
5. Social, environmental, and economic considerations should guide the land use decisions of the Wagoner Metropolitan Area Planning Commission.

6. The best use of land is that which best suits the community at large, rather than special interests.
7. Long range benefits and costs should be considered in all planning decisions.
8. Public facilities and services such as sewer, water, fire protection, and emergency services shall be extended in an orderly, efficient fashion.
9. Annexation activities shall support the above policy and are encouraged for orderly provisions of public services.
10. Setbacks and buffers from all streams as identified in subdivision regulations and zoning code shall be required for the protection of streambank vegetation and for the prevention of flooding and erosion.
11. Development and other activities shall not encroach on streams or natural drainages, reduce their ability to drain the land, or cause or increase erosion of the banks.
12. Five intensity levels have been applied to the land lying within the jurisdiction of Planning Commission. The intensity levels have been defined. The intensity levels are defined by the total amount of development allowed per acre for residential, office and commercial, and industrial uses within each intensity level, modified by the expected traffic generation for each land use classification within each level. The intensity levels are further defined by inherent suitability characteristics of the land.
13. Development of land within each intensity level should not exceed the limit of the total amount of



development allowed for that intensity level or average intensity level if more than one is assigned to a site.

For Further Information Regarding Intensity Classifications Please See Chapter 6.

The 1981 Plan also included Goals and Policies for:

- Land Use
- Transportation
- Public Facilities / Utilities

The majority of these Goals and Policies continue to be of value today and are further addressed in **Chapter 3** of this document.

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 Incorporated Areas
- Infrastructure Condition
- The Turnpike and Highways Corridors
- Industrial Land
- Economic and Social Trends
- Environmental Resources
- Existing and Future Land Use
- Recommendations for Plan Implementation

Current Update - WAGONER COUNTY 2023-2035:

Existing Information, Reports and Studies:

This Update pulls together information from a number of documents. Examples include Census Data, online sources for historical data, Parks Information, topical information on

agriculture and soils, traffic information from Oklahoma Department of Transportation (ODOT), Indian Nations Council of Governments (INCOG), and similar. These studies, reports and historical perspectives have been compared and contrasted to help build an accurate picture of the County. **See Sources**

In the case of Wagoner County, the availability of recent guidance documents (such as Major Street and Highway Plan or Parks Plan) varies

GROUPS AND INDIVIDUALS CONSULTED

- Wagoner County Planning Department
- Wagoner and Coweta Planning Departments
- Wagoner County Engineering
- Water and Sewer Districts
- Wagoner and Coweta Chambers of Commerce
- Wagoner, Coweta, Porter, Okay, Broken Arrow, Public Schools
- Fire Districts
- Oklahoma State University Extension Services
- Muskogee Nation
- Wagoner, Okay, Porter, Tulahassee, Red Bird, Coweta, Fair Oaks, and Broken Arrow municipalities

in detail and availability with the geographical location in the County. Areas near future development tend to have more data than areas more rural or those primarily engaged in agriculture. A significant source of information was obtained through discussion, interview, and public comments sessions.





PREPARATION AND APPROVAL PROCESS:

Wagoner County has considered an update to the Comprehensive Plan for approximately three years.

WAGONER COUNTY 2023-2035 COMMENTS

- The County should maintain its agricultural heritage
- New development should occur near or within service areas of existing incorporated areas and service providers
- Youth and school activities are key elements of the County's character
- Street maintenance should remain a primary focus of the Commissioners
- Cultural opportunities and quality dining are important
- Appearance of Highway corridors is important
- Lake Area homes need sewer
- Industrial development and job growth is important but not necessarily a primary focus for residents
- Recreational amenities should be a larger part of the County's character – and a tourist draw
- A trail system, accessible by bicyclists, pedestrians, and equestrians should be explored. Use of portions of the Jean Pierre Choteau Trail is an example
- Maintaining the character of each individual community is important
- More Code Enforcement.
- Protection from inappropriately placed density

In late 2020, Wagoner County Commissioners directed that an update to the existing Comprehensive Plan be performed. Consultants were contacted and INCOG was approached to provide mapping services.

Zoning maps were updated and provided to be used as the basis for Land Use Plan revisions. In early 2021, the update formally began with a target completion for Public Hearings to begin in January 2022. In 2021, COVID impacted production of the Plan with a year of delays as the result.

The effort began with electronic data collection, determination of Plan goals and focus, and contact with a representation of the County's: Rural Water Districts, School Districts, Chambers of Commerce, Organizations, Planning Staffs for Wagoner County, Wagoner, Broken Arrow, and Coweta.

Comments and Goals: As early discussions began, a preliminary picture of the County emerged. In summary, County residents are comfortable with the historically agriculture and single-family atmosphere although they acknowledge that growth is important:

- Single family residences on large lots should predominate.
- Infrastructure should precede development.
- Additional discussion is needed regarding methods to fund new infrastructure.
- The lower housing prices make the commute into Broken Arrow or Tulsa worth it.
- Growth in Wagoner County has several different faces.
- Wagoner County is fortunate to offer a number of recreational opportunities.
- Commercial Districts should be created along major transportation routes.
- The Coweta Sports Complex and other centrally located land should be explored for use as the County Fairgrounds.

From the early discussions it became clear that the County continues to experience significant residential growth pressure, particularly in that area west of the Muskogee Turnpike. The



addition of a new turnpike interchange north of Coweta, connecting to state highway 51, is anticipated to add to growth pressure in that area and in the area to the north of the Turnpike, between it and 71st Street South, along 273rd East Avenue. Another area of potential residential growth is the Lake District, approximately 10 miles east of Wagoner. This growth primarily serves empty nesters, vacationers, and long-time residents seeking to upgrade their homes.

PUBLIC REVIEW SESSIONS

In **September 2021**, a public information session was noticed on the County's Webpage and published in the American Tribune. Stakeholders such as Public Schools, Elected Officials, Chambers of Commerce, the Economic Development Authority, City Leaders, and developers were present. The purpose and goals for a Comprehensive Plan, the existing conditions in the County and the process and schedule for the Update were discussed.

Additional items included:

- Land Uses in the County
- Development near existing transportation corridors and infrastructure
- Parks and Trails
- Youth Sports and the Sports Complex
- Annexation
- Design Standards along major Highways
- Industry
- Potential for cannabis and hemp cultivation and manufacturing
- Housing Availability and Preferred Types of New Development
- Recreation at the Lake
- Code Enforcement
- Growth Inducers

In **November 2021**, a second public information session was held to introduce the elements of the in-process draft Plan, based on the information obtained previously and the continuing research. The concept of three or four development “districts” was introduced. Additional comment was received. Stakeholders and staff were interviewed. Primary topics of discussion included the proposed Turnpike Interchange in the vicinity of 273rd East Avenue, potential amendments to the Land Use Map, the relationship of land use to zoning, the need for sewer infrastructure in the Lake District, and emerging growth north of the Muskogee Turnpike.



Summary of Discussion:

- The Plan was presented as a policy, not a regulatory document. It makes recommendations for future actions.
- The diversity of the County in growth rates and character creates complexity in preparing a Comprehensive Plan. Separating the County into several Districts and addressing the future “in parts” appears to be a sensible approach.
- Three Districts were proposed:
 - Western County (high growth adjacent to Coweta and Broken Arrow)
 - Central and South County (impacted by floodplain and largely agricultural)
 - Eastern County / Lake District
- A fourth District was proposed along SH 51B in South County



- Concern was expressed regarding the need for individual incorporated areas to retain the ability to express their own unique character.
- The need for sewer infrastructure for small lots at the Lake appears to be a priority – County led formation of a sewer district or districts was discussed.
- Simplification of land use categories and their relationship to zoning categories was well received.
- Mapping examples and an example list of exhibits was presented.
- The potential for bike and equestrian trails along the Verdigris River and the revitalization of the Jean Pierre Choteau Trail were presented and well received.
- The Coweta Sports Complex should be evaluated as a potential site for the proposed County Fairgrounds.

In **January 2022**, a stakeholders meeting was held. The primary purpose was to present and discuss the potential focus and approach of the Plan and to gain input regarding significant topics. Some of those topics included recreation, transportation improvements, storm water drainage, consistent subdivision regulations and the land / use zoning relationship.

A great deal of time was taken to complete research, recover from COVID, and **In July 2023**, the Comprehensive Plan was made available on the County's web site for public comment and was presented to the Stakeholders and to the public in an information session.

In **August 2023**, a final stakeholder and public meeting was held. The final draft was presented to the Planning Commission in August as well resulting in a recommendation to adopt the plan and send to the Governing Body for action.

The **WAGONER COUNTY 2023-2035** Comprehensive Plan was formally approved and adopted by the Wagoner County Board of Commissioners on the 18th day of December, 2023.

Summary of Discussion:

Plan Organization:

- The “Three Districts” concept was satisfactory with the stipulation that each individual community should retain its own character.
- Land Use categories should be simplified and integrated with zoning categories. Consistency with County communities would be helpful.
- Overlay districts should be considered at the turnpike interchange and lake areas to promote a design standards and a specific land use plan.

Recreation:

- Lakes and access to lakes should be emphasized.
- The status of the existing trail system along the Verdigris River should be evaluated and used as a basis for a County trail system.
- The Coweta Sports Complex (Muskogee Turnpike and SH 51) is a viable candidate for the proposed County Fairgrounds.

Transportation:

- Potential primary transportation routes were discussed. Those included 71 Street east to the Verdigris River, circulation at the anticipated 273rd E Ave / Turnpike Interchange and a northbound connector along Elevator Road to the area of the Black Fox Industrial Park near the Port of Inola.



- Passenger Rail connection from Muscogee to Broken Arrow was discussed.
- The potential for regional air service in the area just to the west of the Verdigris River was discussed with the result that it did not appear viable during the horizon period of the Plan.
- Residential lots that directly access existing section line roads can negatively impact future improvement / expansion of those roads.
- Establishment of an Ad Valorem millage, via ballot proposition, for infrastructure reconstruction.
- Establishment of Rural Road Improvement Districts for infrastructure reconstruction.



Industry:

- Connections to Black Fox and the Port of Inola should be a priority.
- Emphasize the Mid America Industrial Park
- Remember sod and grain shipments from Port of Inola

Residential Development:

- Availability of sanitary sewer is the primary constraint, along with soils that are not well suited for leach field / septic use.
- Spheres of Development or similar should be established around

individual communities, those being areas for higher intensity residential use, based on sewer availability.

- Regional sewer should be considered for a District including Porter, Okay and Redbird
- A sanitary sewer district should be explored for the lakes area.
- Standardization of Subdivision Regulations between jurisdictions should be pursued.
- The principle constraint to smaller lots / density was identified as being the amount of available water, sewer and transportation and the level of available public services.

Stormwater Management:

- Review the proposed Adams Creek Conservancy District
- Review Yellow Water Ditch District
- Improve stormwater related development criteria, particularly in unincorporated areas

During the *WAGONER COUNTY 2023-2035* update process the traditional community goals, policies, and vision were determined to have not changed significantly. As a result, this Plan establishes a path that focuses residential growth in relationship to available infrastructure and services. It highlights agriculture, recreation opportunities and anticipates and identifies areas of future commercial and industrial growth, served by an efficient roadway system.

Significant Policy Change:

In spring and summer 2022, the Board of County Commissioners (BOCC) heard a request for zone change to allow lots of approximately 6,000 sf in size. The Board denied that request. On October 03, 2022



the BOCC approved Resolution 2022-134 to suspend approval of lots less than 1/2 acre in size until a time in the future where infrastructure and services were shown to be adequately available.





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CHAPTER TWO COMMUNITY PROFILE



CHAPTER TWO SUMMARY

The *WAGONER COUNTY 2023-2035* approach is to use the County's history, demographics, environment, existing services, economic development goals, and desired quality of life to understand and plan for growth and development that fits best. The purpose of the Community Profile chapter is to provide orientation and organization, and a basis for the discussion presented in following chapters. This chapter provides overview, base information, and summaries. It also references chapters in the remainder of the document and suggests ways to address the anticipated growth, by topic.

MAJOR TOPICS

- Beginnings and Historic Setting
- Demographic Characteristics
- Housing
- Evolving Economic
- Concentrated Development Areas
- Parks, Recreation and Open Space
- Education
- Health
- Governance
- Public Services and Facilities
- Infrastructure
- Transportation

CHAPTER TWO: COMMUNITY PROFILE

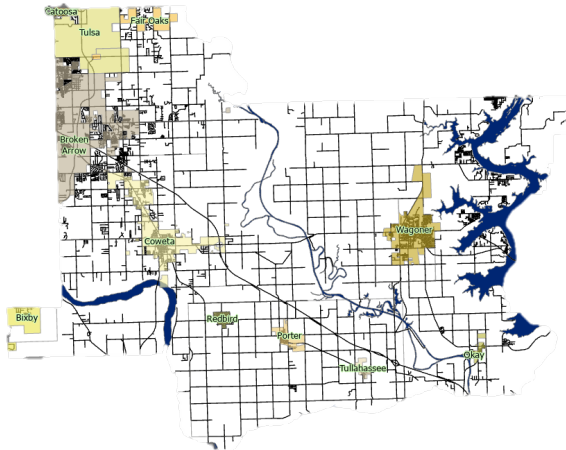
INTRODUCTION

GROWTH FACTORS:

- Regional Setting
- Physical Characteristics
- Demographics
- Economics
- Land Use
- Housing
- Infrastructure
- Public Facilities
- Jobs

Wagoner County is situated in northeast Oklahoma. It abuts Tulsa County to the west with the County line

being approximately 25 miles east of the City of Tulsa. The County is less than 100 miles from the state of Arkansas to the east and the state of Missouri to the north. In the west the City of Broken Arrow straddles the Tulsa County / Wagoner County line and in the southeast the City of Muskogee is situated just south of the Wagoner County southern boundary on SH69. The two major cities in the County are Wagoner in the east and Coweta in the west, lying approximately 16 miles apart along SH 51. Interstate 40 can be reached via Hwy 72, being approximately 42 miles south. *See Figure 01.*



REGIONAL LOCATION (from City of Wagoner, County Seat)		
CITY	MILES	POINT OF INTEREST
Broken Arrow	27	4 th largest City in the State, Northeastern State University (NSU) Campus, Rose District
Port of Catoosa	38	Furthest port inland in US. Access to Gulf of Mexico via McClellan-Kerr Arkansas River Navigation System (MKARNS)
Fort Gibson Lake	10	Sequoyah State Park: Boating, Fishing, Camping, Horse Back Riding, Golfing and Nature Center
Tulsa	54	2 nd largest city in OK, University of Tulsa, Tulsa International Airport, Gathering Place
Muskogee	18	Port of Muskogee on the Arkansas River Navigation System, Batfish
Grand Lake	72	Fishing, boating, water sports. 60 miles long and 73 sq mi in size
Oklahoma City	143	Capital City, Will Rogers World Airport, Bricktown, OKC Thunder

Wagoner County is approximately 591 square miles in area. The County includes 6 incorporated communities: Coweta, Fair Oaks, Porter, Okay, Tullahassee, Redbird, Wagoner, portions of Broken Arrow and Bixby. The population of Census Designated Places (CDPs), Cities, and Towns, organized by Commissioner District, from the 2020 Census can be found in the below tables.

Commissioner District 1

Place Name	Total Population
Broken Arrow	12,777
Catoosa	1,812
Coweta	70
Fair Oaks	61
Tulsa	37

Unincorporated 12,644

Total Population
Commissioner

District 2

Place Name Total
Population

Broken Arrow 523

Coweta 6,625

Mallard Bay CDP 280

Okay 505

Rocky Point CDP 946

Taylor Ferry CDP 819

Toppers CDP 911

Wagoner 7,621

Whitehorn Cove
CDP 1,201

Unincorporated 7,408

Total Population 26,839

Unincorporated
plus CDPs 11,565

Commissioner

District 3

Place Name Total
Population

Bixby 186

Broken Arrow 7,056

Clarksville CDP 17

Coweta 2,959

Porter 561

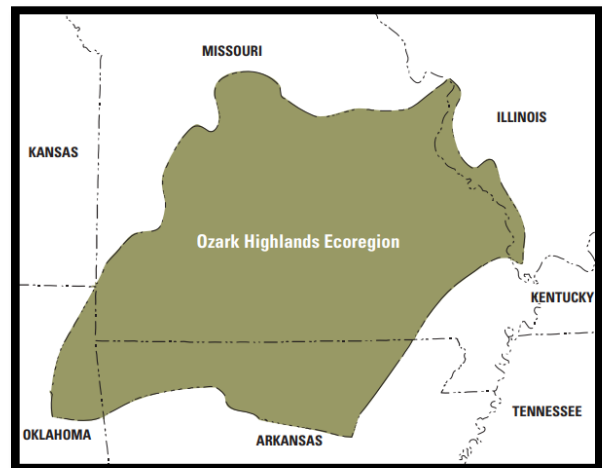
RedBird 89

Tullahassee 83

Unincorporated 15,790

Total Population 26,741

Unincorporated
plus CDPs 15,807



Wagoner County is included in the far west portion of the Ozark Highland Ecoregion and is in bounded on the south by the Arkansas River. Topography varies from rolling, forested hills and mountain streams to low-lying river bottom ideally used for agricultural production. A significant amount of drainage way and low lying areas cut through the County, flowing generally north to south and emptying into the Arkansas River, Fort Gibson Lake, and the Verdigris River. *See Figure 12.1.* These floodplains also make up a significant portion of the County's Prime Farmland. *See Figure 12.4.*

These drainage ways, low-lying areas, and shallow bedrock can limit development area

due to drainage and sanitary sewer challenges. Each proposed development site should be evaluated as part of the approval process for ability to build structures, extend infrastructure, and drain.

The [Oklahoma Climatological Survey](#) publishes County specific climate data. From this source Wagoner County has an average annual temperature of 60 degrees with the highest recorded temperature of 119 recorded in 1901 and the lowest recorded temperature of -16 degrees in 1905. Annual precipitation averages at 45 inches with the wettest year ever recorded in 1973 at 69.68 inches and the driest year recorded in 1936 at 22.37 inches. Wagoner County experiences about 50 thunderstorm days per year with an average humidity of 70%. Wagoner County has 8 inches of average annual snowfall with a 211 day growing season from April 2nd to November 1st.

THE EARLY YEARS



According to the Oklahoma Historical Society, there is evidence of prehistoric inhabitation. The Caddoan Mound Builders (AD 300 to 1200) were most prolific. In the late eighteenth century French traders and trappers worked in the region to include Jean Pierre Chouteau who founded the first white settlement in 1796; long before the Trail of Tears or any tribe of Indians had permanent villages in the area. Today the settlement is known as Salina. (*The Encyclopedia of Oklahoma History and Culture, the Oklahoma Historical Society, McMahan*)

Jean Pierre and his brother Auguste were the wealthiest and most influential citizen of the upper Louisiana Purchase, completed in 1803, and they had a virtual monopoly on the fur trade for nearly half a century; he recruited the

Osage Indians to the territory to establish trade relations. The Chouteau family established a chain of trading posts across the state from east to west and at one time SH69 was named the Jean Pierre Chouteau Highway. At the establishment of the MKARNS in 1971, the associated 59 mile long recreational trail was also named for the Chouteau's: The Jean Pierre Chouteau Trail. *(Tulsa Sunday World at Robert F. Hunter Visitor Center, Lock and Dam 18, 1980).*

Following the French settlement spearheaded by the Chouteau's, the Creek Indians signed a treaty in Washington D.C. for settlement in Indian Territory in 1826. The Cherokee Indians obtained their lands in 1826, which includes the eastern and northern portions of Wagoner County; the Creek Indian territory including the central and western portions. *(The Encyclopedia of Oklahoma History and Culture, the Oklahoma Historical Society, McMahan)*

By 1907, Oklahoma statehood, three towns

HISTORIC POPULATION:			
	County	Wagoner	Coweta
1910	22,086	4,018	1,187
1920	21,371	3,436	1,318
1930	22,428	2,994	1,274
1940	21,642	3,535	1,455
1950	16,741	4,395	1,601
1960	15,673	4,469	1,858
1970	22,163	4,959	2,457
1980	41,801	6,191	4,554
1990	47,883	6,894	6,159
2000	57,491	7,669	7,139
2010	73,085	8,323	9,943
2020	80,981	7,621	9,654

*US Department of Commerce, Census Information

were settled and competed for the honor of county seat: Porter, Wagoner, and Coweta. The County was named after the city that won the

honor. In 1907 the county was smaller; Yonkers was annexed into the County in 1923 in a special election removing it from Cherokee County. *(The Encyclopedia of Oklahoma History and Culture, the Oklahoma Historical Society, McMahan)*

Wagoner was the first City to incorporate in Indian Territory (1896). In 1895 an incorporation committee was formed and a petition circulated. In 1896, the U.S. District Court approved the application for what is today the Wagoner County seat. A privately funded, three-story rock courthouse was built housing the U.S. Western District Court in 1897. *(The Encyclopedia of Oklahoma History and Culture, the Oklahoma Historical Society, Williams).*

Wagoner was founded in 1887 at the intersection of the Missouri-Kansas-Texas railway and the Kansas and Arkansas Valley Railway (a branch of the Missouri Pacific Railway). It sits along the path of the Texas Road cattle trail which became the Jefferson Highway – a part of the early National Train System which roughly aligns with today's US Route 69. The railroad allowed the City to become a shipping center for cotton, hay and cattle. A privately funded courthouse was built in 1897 which housed the newly formed US Western District Court. By 1910 twenty passenger trains a day were passing through town.

Koweta incorporated in 1901 with the spelling of the name becoming Coweta. The MKT Railroad began building a spur line from Muskogee to Tulsa in the early 1900's with weigh stations along the way located in Porter, Coweta, and Broken Arrow. In 1903 the line was operational. The connection at Muskogee provided connection to Texas and to the Gulf of Mexico.

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 in both Wagoner and Coweta. Banks were opened, electric lights were installed, and hotels built.

Agriculture has historically been a mainstay of the County, including cotton, soybeans, wheat, peaches, and sod over the years. Since 2000, wheat, soybeans and sod have been the primary crops, peaches and hemp are also important. A number of festivals around the County celebrate its agricultural heritage.

As the automobile became more prevalent filling stations and services garages appeared, however, blacksmith shops remained active. The automobile allowed people to travel to Tulsa and Muskogee for day trips. People also rode the MKT (Katy) Railroad into these larger cities. In 1933, SH51 was extended east out of Tulsa to the Arkansas state line.

The completion of Fort Gibson Lake in 1950 has been the impetus for recreation and residential development in that area of the County. The MKARNS opened in 1971, allowing transportation of agricultural and manufactured products to and from the Gulf of Mexico.



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 the County from its inception. The rate of population growth has increased by 23,490 persons 2000 an average of 1,175 persons per year. Between 2010 and 2011 the yearly average growth rate was approximately 1.1 %.

It is anticipated that the 2020's will continue to show growth, particularly in western Wagoner County. This growth is anticipated to increase in the area near Coweta, due in large part to the anticipated construction of a Turnpike Interchange, potentially in the area of 273rd East Avenue. Such an interchange could impact both commercial and residential growth as well as increased visitor traffic to Coweta. It should be noted that the Board of County Commissioners recent decision to limit residential growth in the County to lots over ½ acre will have an impact on the amount of growth that locates in the unincorporated area of the County forcing annexation discussions.

HISTORIC POPULATION

As noted previously, Wagoner County was officially organized in 1907. Population decreased during the 1940's, 50's and rebounded in the 1960's with the result that the 1970 population was roughly equivalent to 1910. Periods of significant growth included the 1970's (57%), 1990's (27%) and 2000's (22%). Growth by percentage slowed from 2010 to 2020 (10%).

Wagoner County weathered the Depression Era well with population staying stable. Significant population loss occurred during and post-World War II. The oil crisis of the 1980's slowed growth. Although percentage growth slowed after 2000, total population growth was significant being 15,594 individuals from 2000 to 2010 and 7,896

from 2010 to 2020, rebounding in the 1960's and 1970's.

The State of Oklahoma grew from 1,657,155 persons in 1910 to 3,959,353 in 2020 with a 5.4% growth rate in the period from 2010 to 2020.

POPULATION TRENDS AND PROJECTIONS

To plan for the future needs of Wagoner County, it is important to establish a picture of what the population size of the County will be during the planning period. This information enables planning and projections for services such as police and fire; infrastructure such as roads, water, and sewer; and, to evaluation of stated goals, objectives, and strategies for the future.

Population is subject to shifts caused by births, deaths, and migration both into and out of the County, in large part due to economic conditions and perceived quality of life. The 1981 Master Plan for the County utilized Oklahoma Employment Security Commission (OESC) and Bureau of Economic Analysis (BEA) information for Wagoner City and County for its projections. At approximately the time of adoption (1978) the OESC and BEA estimates for County population were 30,700 persons.

As noted above, growth in this century has been approximately 1,200 persons per year, with the larger portion of that growth being between 2000 and 2010. US Census 2021 estimates show an increase of 3.4% between 2020 and 2021. County officials, Staff and many County residents are of the opinion that residential growth may significantly accelerate, increasing the 2035 population. Any significant increase in population must be balanced with increased levels of infrastructure and services. To date, significant increases are not keeping up with increased building permit activity. It is possible that

growth in western Wagoner County may be primarily located in or near to the cities of Coweta and Broken Arrow.

Recent projections indicate the Oklahoma Turnpike Authority (OTA) will be locating an interchange at either 273rd East Avenue or 257th 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.

AGE

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

<i><u>AGE</u></i>	<i><u>2000 (%)</u></i>	<i><u>2010 (%)</u></i>	<i><u>2020 (%)</u></i>
<i><u>Under 5</u></i>	7.1	6.9	5.5
<i><u>5 to 9</u></i>	7.9	7.1	6.4
<i><u>10 to 14</u></i>	8.1	8.0	7.8
<i><u>15 to 19</u></i>	7.9	7.1	6.2
<i><u>20 to 24</u></i>	5.1	5.2	5.7
<i><u>25 to 44</u></i>	28.5	26.5	25.7
<i><u>45 to 59</u></i>	20.7	14.5	18.8
<i><u>60 to 75</u></i>	10.8	7.7	16.9
<i><u>Over 75</u></i>	3.9	4.4	6.2

As can be noted from the table, the average age of County residents has increased slightly over the past 20 years. Note that children aged 0 to 20 decreased while the adults aged 45 to end of life have increased. Also, to be noted is the fact that 44.5% of the population is made up of adults during their prime working years (25 to 59).

ETHNICITY

The ethnic composition of the County remains relatively stable with whites comprising approximately 75% of the population. However, during the period between 2010 and 2020 the percentage of whites has

MARITAL FACTS:

Currently, 55.7% of County residents over 15 are married and 25.9 % have never married.

In the State of Oklahoma, 48.5 % of persons over 15 are married and 29.7% have never married.

decreased slightly (3%) with Blacks remaining stable at approximately 3.5 %, American Indian residents rising to approximately 10% and Hispanic / Latino residents rising slightly to near 7%. Nearly 9 % of the population identifies as more than one race.

MARITAL CHARACTERISTICS

Estimates of “marital status” are based on those persons who are 15 years of age and older. In the County, approximately 80% of residents are included in this age range.

Male to female percentages are closely aligned with approximately 99.3 males to 100 females. Males tend to be slightly older (38.9 years to 38.0 years). Between 2010 and 2020 the number of married persons declined by approximately 7.6%, the number of divorced persons climbed by approximately 2.3 and the number of persons never married increased by approximately 4%. 20.3% of males 45 to 54 and 20.6% of females 45 to 64 are divorced.

These numbers are rather low compared to the state of Oklahoma (23.7% to 28.5%). Divorces in the County are slightly fewer than the State (12.3% to 13.3%).

HOUSEHOLD FACTS:

Total Households

2010	26,290
2021	30,502

Family Households*

2010	20,215	79.0%
2021	22,344	73.3%

Husband / Wife Families*

2010	16,596	63.1%
2015	16,627	57.7 %
2021	17,590	57.7 %

Families With Related Children under 18 Years *

2010	6,647	40.0%
2021	6,173	27.6 %

Single Person Households*

2010	4,245	16.1%
2021	6,222	20.4%

*Percent of Total Households

Source ACS Table S1101

Comparing the County to the cities of Wagoner and Coweta, a larger proportion of the County’s population is married, fewer are widowed or divorced and fewer have never married. In short, the County appears to maintain a stronger traditional family character than the two primary cities within it.

<u>15 YEARS and OLDER</u>	<u>COUNTY %</u>	<u>WAGONER %</u>	<u>COWETA %</u>
<i>Married</i>	57.5	47.8	50.3
<i>Widowed</i>	5.7	9.2	7.7
<i>Divorced</i>	12.6	16.4	15.4
<i>Never Married</i>	22.7	24.4	25.2

Source: Table ACS s1201

HOUSEHOLD CHARACTERISTICS

“Households” addresses the persons who live in the homes in the County, not to be confused with “Housing”, below which addresses the unit itself, its size and cost. Most household characteristics remain relatively unchanged when compared with the 2010 Census.

AGE FACT:

Median Age has slightly increased over the past 20 years.

2000	36.2 years
2010	37.6 years
2019	38.8 years

Young adults (25 to 44) make up 26% of the population.

Total number of households has increased from 26,290 to 30,502 (16%) with household size remaining stable for both families and non-families (2.75% and 3.2) persons, respectively.

County households continue to include a large percentage of husband and wife households (57.7%) however, this number decreased between 2010 and 2021 by something over 5%. Single person households have risen from 16.1% to 20.4% during the period from 2010 to 2021. As such, married households and one person households now make up more than 93.7% of the total. 35.1% of households include at least one related person less than 18 years of age – a decrease when comparing 2010 to 2021.

Just over 10.6 % of County households are single parent with 4% being a single male parent. 41.7% of households include at least one person over 60 years of age. These percentages have risen over the last decade.



Based on review of the US Census Data it appears that the County continues to be largely family oriented in a traditional sense. It should be noted that trends are emerging which appear to show slowly decreasing Husband / Wife families, decrease of related children under 18 in the home and increasing numbers of households with persons over 60.

HOUSING

(REFER TO CHAPTER 9)

Housing in Wagoner County has its roots in agriculture in the early part of the 20th Century. Large lots, acreage and single family residences are predominant, many times situated along “farm to market roads”. In the latter part of the 20th century residential growth began spilling out of Tulsa County in the west and northwest as evidenced by subdivisions dated in the 1970s.

Manufacturing Homes (formerly “mobile” homes) comprise a larger proportion of the housing stock than in the communities of Coweta and Wagoner. This is particularly true near Lake Ft. Gibson.

TYPE	COUNTY	WAGONER	COWETA
Single Unit	80.7%	76.2%	84.7%
Two to Nine Units	4.5%	15.4 %	8.5%
Ten Units and Above	2.2 %	3.9%	4.0%
Manufactured	11.2 %	4.6%	2.7%
Total Units	33,486	3,862	3,891

Source: Table ACS DP04 2021

The Median unit size in the County is just over 2,000 square feet and the median listing price is between \$255,000 and \$265,00, depending on the reporting agency. Approximately 43% sell above the list price and 36% sell below the list price. Currently, most home sales range between 15 and 50 days.



Median sales price in the County is significantly higher than in the cities of Coweta and Wagoner and is approximately equal with median sales price in Broken Arrow (\$262,606). Home sales continue at approximately 75 per month as of fall 2022. Prices continue to rise in Wagoner County, estimated to be approximately 16% higher than in late 2021. *Source Rocket Homes.com.*

MEDIAN VALUE	COUNTY	WAGONER	COWETA	PORTER
	\$	\$	\$	\$
Median Value Table DP04 *	162,900	110,000	141,500	NA
Median Value Zillow **	255,850	172,139	239,959	240,776

* Based on owner's estimate of value of home were it to be placed on the market

**Based on list price of homes currently for sale

Wagoner County has traditionally been a potential option for more affordable housing (including property taxes) and good value per square foot for families looking to purchase a larger home. Many Wagoner County residents work in either Broken Arrow or Tulsa. **Chapter 11, Transportation** highlights some of the anticipated road improvements that will help residents travel toward the Tulsa metro area more efficiently.

At a median sales price of approximately \$239,000 Wagoner County is competitive with Tulsa County (\$213,000), and Rogers County (\$244,000). Median Household Income has risen to \$64,958 with a Median Mortgage being \$1,280 and median rent being \$892 per month. The majority of residents work in Management, Business, Education and Health Services with a large number in Sales and Service Occupations.

As noted above, an important characteristic of the County is that housing character and price varies significantly within the County and the communities within it.

For purposes of this document, "Regions" within the County include: **See Figure 1.3.**

- The far west (near the City Broken Arrow)
- The central portion of the County from the Muskogee Turnpike, to Wagoner, from the north to south County boundaries
- The Lake Area
- Corridors along major transportation routes
- Smaller "subregions" to help ensure that individual communities maintain their individual character

EVOLVING ECONOMIC ENVIRONMENT

(REFER TO CHAPTER 4)

The economic health of a place can be evaluated in part by comparing the numbers and types of jobs that are available with the level of education and degree types, employment rates, personal income, and housing starts.

EDUCATIONAL ATTAINMENT

Wagoner County residents, as a whole, have made strides in the levels of education they have received. More than 25.1% have some college and another 34.9% have a college, bachelors, or advanced degree. As a whole, more than 90% have achieved at least a High School diploma.

PRIMARY DEGREE TYPES	
Science and Engineering	30.5%
Business	25.9%
Arts and Humanities	20.6%
Education	17.5%
Science and Engineering Related	11.3%

Source S1502 ACS 1 year estimate

County residents are an educated work force able to perform a wide range of technical, vocational, and professional tasks. This proficient workforce should play a significant role in efforts to attract new manufacturing and technical employers to the County.

EMPLOYMENT TYPES

Nearly all of the County's 39,784 workers, 57.9% of the population, are employed in the following industries:

EMPLOYMENT BY INDUSTRY	2021 %
<i>Education, Health Care, Social Assistance</i>	21.2
<i>Manufacturing</i>	13.8
<i>Retail Trade</i>	11.4
<i>Arts, Entertainment, Recreation, Accommodation and Food Service</i>	7.8
<i>Professional, Scientific and Management, Administrative, Waste Management</i>	8.8
<i>Finance and Insurance, Retail Estate Rental and Leasing</i>	5.3
<i>Transportation, Warehousing, Utilities</i>	7.4
<i>Public Administration</i>	4.7
<i>Other Services</i>	5.1
<i>Wholesale Trade</i>	2.9

Source: www.data.census.gov/profile/Wagoner_County

CONCENTRATED DEVELOPMENT AREAS

(REFER TO CHAPTER 9)

As noted above, development intensity in Wagoner County varies by geographic location within the County, **See Figure 6.3 & 6.4**. The majority of new development and development intensity occurs in the western portion of the County and along major collector and arterial streets. Significant future growth is anticipated to the north and west of Coweta and east of Broken Arrow along 71st Street.

The area near the Lakes in the eastern portion of the County is gaining a reputation as a quality recreation and retirement location. Coweta and Wagoner remain as the largest municipalities located completely within the County while the population of the City of Broken Arrow continues to grow to the east

from the city core. 2020 Census information indicates that Coweta and Wagoner both experienced a loss of population in the period from 2010 to 2020. The Coweta loss may be explained to some extent by the de-annexation of residential areas west of the City. Census Tract level information appears to indicate that those areas of the County within the Broken Arrow City Limits have grown in population as that area within the City of Tulsa.

Downtown Wagoner and Coweta provide a historical downtown atmosphere with small local businesses dominating the retail opportunities in the area. Broken Arrow (City center in Tulsa County) provides both a thriving historic downtown and a variety of more modern shopping opportunities that serve the subdivisions in the western portion of Wagoner County. These three downtowns plus the City of Porter are the locations of most of the festivals that celebrate the history and the future of the County. These include events such as the Coweta Fall Festivals, the Wagoner Bluegrass and Chili Festival, the Wagoner County Free Fair held at the Fairgrounds in Coweta, the Porter Peach Festival and, Broken Arrow's Rooster Days. Also the City of Broken Arrow has developed a robust farmer's market that operates all summer long.

The area near the anticipated Turnpike interchange (273rd and SH51) will become an area of Highway Commercial and Mixed Use, including higher density residential potentially three stories in height: anticipated to be the greatest commercial area in the County. The SH51 Corridor from Broken Arrow to Wagoner continues to be one of the primary commercial corridors in the County.

Noted previously, the Board of County Commissioners' October 2022 (Resolution 2022-034) residential density decision limiting minimum lot size to ½ acre will, for a period of time, guide small single family lot

and multi-family development to existing municipalities where adequate public services may be available.

PARKS, RECREATION AND OPEN SPACE (REFER TO CHAPTER 7)

PARKS IN THE COUNTY



There are several state and federal parks in Wagoner County that abut either a Lake or River. These parks are improved to different facility levels, most have parking and water access. Bathrooms, picnic facilities and play equipment are available at some. These parks create the key public access locations needed for a successful trails network. Additional park space is available in incorporated places.



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. With approximately 40,000 persons residing in unincorporated areas the park provision would be approximately 384 acres. The available recreation area controlled by US Army Corps of Engineers (USACE) and the State far exceeds this recommendation.

RECREATION



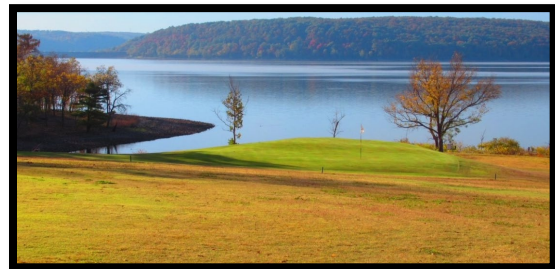
Wagoner County water sports (fishing, boating and swimming) and hunting have unrealized potential. Two examples are the McClellan Kerr Wildlife Management Area (WMA) and the Ft Gibson Wildlife Management Area, located in eastern Wagoner County. The large majority of the County's recreation opportunities are located in the eastern portion of the County, clustered around Ft. Gibson Lake and the Verdigris River. Ft Gibson Lake is 19,900 acres of surface area at normal pool elevation



of 554' with 225 miles of shoreline (<https://www.swt.usace.army.mil/Locations/TuIsa-District-Lakes/Oklahoma/Fort-Gibson-Lake/>).

The area around Ft. Gibson Lake is managed by USACE and Oklahoma State Parks. The Billy Creek and Choteau Portions of the McClellan Kerr WMA and the North and South portions of the Ft Gibson WMA are easily accessible from the City of Wagoner. These WMA's stretch beyond Wagoner County into Cherokee County.

Golf courses are located in the County. The Golf Club of Oklahoma, located west of the City of Coweta 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. Forest Ridge Country Club is located in the City of Broken Arrow approximately 7 miles north of the Muskogee Turnpike. The Sequoyah State Park Golf Course is a 9 hole course located in the State Park, near the Lake.



The Wagoner County Fairgrounds is located in downtown Coweta near the schools complex. The Wagoner County Board of Commissioners is currently in the process of initiating the construction of a new fair barn with multiple locations considered.

See Figure 7.1 for Parks and Recreation Opportunities

EDUCATION

MULTIPLE SCHOOL DISTRICTS

There are nine school districts that serve Wagoner County citizens and one private school.

The success of the schools in Wagoner County is a key element of the County's future growth. Young and established families alike view

quality education as essential when considering a geographical move, evaluating District performance so that they can be confident in the quality of education that their children will receive. Quality of education and capacity of the existing facilities are key factors for homebuilders when considering locations for new development.

Discussion with School Districts indicates that they are equipped to provide for students during the horizon period of the Plan, given consistent growth rates (approximately 1% per year).

Discussion with representatives of the Broken Arrow and Coweta Districts indicate that current facilities and plans for new facilities are considered adequate to accommodate continued level of growth that is anticipated for the western portion of the County.

The focus on available infrastructure and services is anticipated to moderate growth in the County, allowing the County's school districts to better accommodate the new students. *See Figure 10.5 for School District Boundaries*

REGIONAL EDUCATION OPPORTUNITIES

A number of higher education opportunities can be found within or near Wagoner County. The Northeastern State University (NSU) Campus is located in southeast Broken Arrow, easily accessible at the intersection of the Creek Turnpike and 101st Street South. Other close-by NSU campuses include the Muskogee and Tahlequah campuses. Campuses within approximately one hour of the City of Wagoner include but are not limited to: The University of Tulsa (TU); Oral Roberts University (ORU); Tulsa Community College (TCC); the University of Oklahoma (OU) and Oklahoma State University's (OSU) Tulsa campuses, RHEMA Bible Training Center. 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 Okmulgee.



In May 2022 the Indian Capital Technology Center broke ground for a 20 acre campus located east of Coweta along SH51. The concept is to open the facility with six initial programs including Health Careers Certification, Practical Nursing, Automotive Service Technology, Cosmetology, Welding and Plumbing. Four more programs are anticipated in the future.

HEALTH

(REFER TO CHAPTER 12)

MEDICAL FACILITIES AND SERVICES

Hospitals in Wagoner County include Wagoner Community Hospital in Wagoner, and the Koweta Indian Health Center in Coweta for registered members of Native American Tribes.

Nearby Health Care facilities include a Veterans Affairs Hospital, St. Francis Hospital and a Pediatric Hospital, all in Muskogee within 15 minutes of the City of Wagoner. St John's hospital is located in Broken Arrow.

Health Clinics as well as a number of doctors' and dentists' offices from a range of specialties are located in Wagoner and Coweta. There are also several urgent care locations in the County.

The Wagoner County Health Department with locations in Wagoner and Coweta offers a range of testing and education options. Besides performing administrative/ regulatory

tasks such as licensing of occupational and business programs the Department provides services to individuals including offerings such as Child Health, Family Planning, Immunizations, and STD/HIV support.

GOVERNANCE

(REFER TO CHAPTER 5)

The County of Wagoner is governed by an elected Board of County Commissioners with the support of a number of other elected Officials, Boards and Commissions. There are three Commissioners, each representing a District within the County. Current Boards and Commissions include the Economic Development Authority, the Equalization Board, the Excise Board, the Fair Board, the Tax Roll Corrections Board, the Wagoner County Metropolitan Area Planning Commission (WMAPC) and the Wagoner County Board of Adjustment.

The Court Clerk provides financial and administrative support to the Commissioners and appointed boards and commissions.

ELECTED COUNTY OFFICIALS

- County Clerk.
- Court Clerk
- Assessor
- Treasurer
- Sherriff
- District Attorney.

The County also provides Emergency Response Personnel including 911 response coordination and Sheriff's Personnel. It also provides Emergency Management (EM) which acts as the Emergency Operations Center for the County during Natural Disasters. EM is critical to plan for disasters in advance as well as provides a grant funding vehicle for hazard mitigation type projects.

COUNTY BUDGET

The County of Wagoner operates on a July to June fiscal year in accordance with Oklahoma statutes. In March or April of each year the Excise Board prepares and presents a draft Estimate of Needs and Financial to the Commissioners for discussion. Typically in June, the Commissioners adopt a final budget for the subsequent fiscal year.

For more information, please refer to Chapter 5.

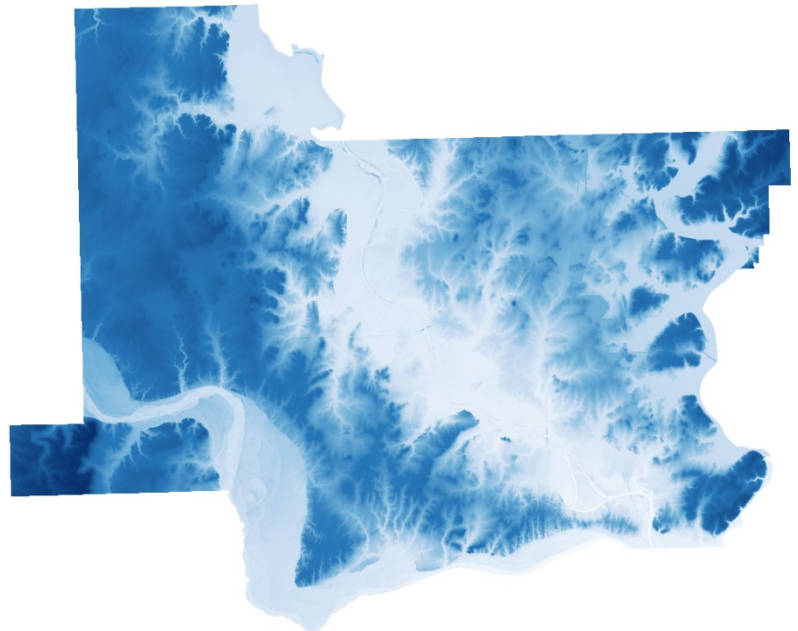
PUBLIC SERVICES AND FACILITIES

(REFER TO CHAPTER 10)

QUASI PUBLIC UTILITIES

Much as with water and sewer provision, electricity and power service in Wagoner County is offered by a variety of providers:

- Electric – Lake Region Electric



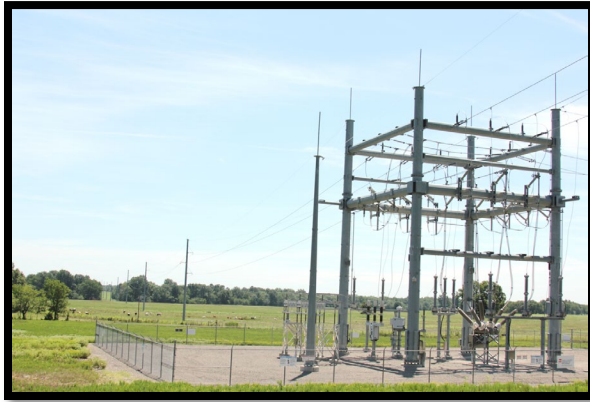
Cooperative (LREC), Public Service of Oklahoma (PSO), Oklahoma Gas and Electric (OG&E) Wagoner Public Works, East Central OK Electric, Verdigris Valley Electric

- Natural Gas – Oklahoma Natural Gas Company (ONG), W.P. Oil and Gas LLC, City of Red Bird

COMMUNICATION

- Internet and Satellite TV: Windstream, Cox, US Cellular, The Junction, Dish, Direct TV, Hughes, Valor, LREC

The American Tribune (previously two separate papers: the Wagoner Tribune and the Coweta American) provides once a week publication with a circulation of approximately 2,600 persons as well as on-line readers.



ENVIRONMENTAL CHARACTERISTICS AND SUSTAINABILITY (REFER TO CHAPTER 12)

TOPOGRAPHY AND DRAINAGE

The topography of Wagoner County is gently rolling and large portions of river bottomlands.

A number of drainage ways cut through County. Drainage in the western portions of the County is divided between the Arkansas River and Verdigris River. Drainage in the eastern portion of the County is directed to Ft. Gibson Lake and the Verdigris River. The region drains in a southeasterly direction toward the Gulf of Mexico.

Drainage ways and low-lying areas in the County limit development area and create drainage challenges along roadways; particularly when looking to widen roads, open section lines or create trails.

SOILS

Refer to Chapter 12.

Soils constraints in Wagoner County include shallow depth to bedrock and prime farmland soils. *See Figure 12.2.*

Shallow depth to bedrock can impact roadway construction, septic tank percolation and the possibility of basements. Construction in areas of prime farmland reduces the potential for crop and animal production.

Soils Information for Wagoner County has been taken from USDA Natural Resource Conservation Service (NRCS) 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 County area are generally categorized as being appropriate for residential construction with potential moderate challenges related to road construction and use of septic tanks.

STRUCTURES

Much of the County's land area has been rated as "Not Limited" or "Somewhat Limited" for two story residential use. "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

Much of the area in the County 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

Much of the area in the County 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. Wagoner County is very familiar with the limitations of the soil and methods to construct and maintain successful streets.

SUMMARY

Septic systems are a significant factor in residential development. Lots under ½ acre require a closed pipe transmission system to a treatment lagoon or plant “Sanitary Sewer”. Cost of street construction and maintenance, particularly for industrial uses should be part of the evaluation process when making decisions regarding preferred land use. *See Figures 6.2, 12.5, and 12.6*

INFRASTRUCTURE

(REFER TO CHAPTER 10)

WATER

Water in Wagoner County is provided primarily by a number of Rural Water Districts (RWD’s) *See Figure 11.1*. Additionally, the incorporated areas of Okay, Porter,

Tulahassee and Redbird receive their water from Muskogee. The Cities of Wagoner, Coweta, Broken Arrow, Bixby and Tulsa own and operate their own water and sanitary sewer plants and may have authority to serve in the County. In addition, Rural Water Districts may have the authority to provide service within portions of incorporated places. Good water supply is required not only for potable use but also for fire flow.

SANITARY SEWER

Effluent for much of the County (particularly for large lot single family land use) is treated by individual septic systems. However, RWD4 does treat some areas of the western County as does the City of Coweta outside the City Limits. The cities of Wagoner, Coweta, Porter, Okay, and Broken Arrow have their own systems and treatment plants. The RWD4 system utilizes a lagoon, no mechanical treatment is available. The Towns of Okay, Porter, and Redbird are served by treatment lagoons while Tullahassee is served by individual septic systems.

The Lake Area is an area of focus given the number of existing small lots, less than the optimum size for a successful septic system. To address this issue, nine potential Sewer Improvement Districts are being considered. Formation of these Districts will require the approval of a majority of landowners. *See Figure 11.2*. Other Districts are being considered near Fair Oaks and Porter, Redbird and Tullahassee.

TRANSPORTATION

(REFER TO CHAPTER 11)

VEHICLE AND TRUCK TRAVEL

The primary west-east connector from Tulsa County (Broken Arrow) to Muskogee and points south is the Muskogee Turnpike which travels southeast, eventually connecting to I-40 in the south. In western Wagoner County, SH51 parallels the Turnpike and travels

through Coweta for approximately eight-and-one-half miles, from 241st East Avenue in the west to the point where it intersects the Muskogee Turnpike in the east. From there, SH51 continues east through the City of Wagoner, across Lake Ft Gibson and into Cherokee County. SH51 provides connection to Arkansas to the east.

Other primary travel routes include:

- SH 72 which runs south through downtown Coweta and intersects SH 62, providing access to Okmulgee in the west and Muskogee in the east.
- SH 51B which travels south from Coweta through south County, providing access to Redbird, Porter and Tullahassee, eventually intersecting SH 69 at Muscogee.
- SH 69 which runs north south through Wagoner. Intersecting I-44 in the north and I-40 in the south.
- The Creek Turnpike which runs through western Wagoner County from US 412 / I-44 in the north through Fair Oaks and eastern Broken Arrow, turning west just north of 121st Street South.

See Figure 1.3

AIRPORTS

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.

HEFNER – EASLEY

This City owned airport sits approximately 2 miles east downtown Wagoner, between the City and the Lake. This 68 acre site includes a 3401' runway with weight capacity of 12,500 pounds. Several hangars are available.

THE PORT OF MUSKOGEE AND PORT OF CATOOSA

The Port of Muskogee, located approximately 18 miles southeast of the City of Wagoner is located on the MKARNS 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 39 miles north of Wagoner, located on the MKARNS also. This port is one of the largest and most inland ports in the United States and includes a 2000-acre 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.



THE UNION PACIFIC RAILROAD (UPRR)

UPRR Maintains a cargo line between Muskogee and Tulsa using the alignment laid out in the early part of the 1900's. The UPRR system in Oklahoma 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 02.*

HIGH OCCUPANCY VEHICLE (HOV) GROUND TRANSPORTATION SYSTEMS

While a single, coordinated transit system is not yet available, several individual systems are present, potentially providing connection from Muskogee to Tulsa.

KI BOIS AREA TRANSIT SYSTEMS (KATZ) WAGONER TRANSIT

A demand and response service, fees for In-Town trips are \$1.00 per stop for adults and are free to children under 10 years. Hours of Operation are 8:00 to 4:30 pm. Service is provided to Toppers, Rocky Point, Gibson Station, Whitehorn Cove, Taylor's Ferry and Okay. Costs range from \$2 to \$4 one-way.

COWETA 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.

Service is provided to Tulsa, Muskogee, Wagoner, RedBird, Broken Arrow, Oneta and Porter.

BROKEN ARROW TRANSIT STUDY

In August 2022 the City of Broken Arrow completed a year-long Transit Study. The study was initiated based, to significant degree, on the number of households who have access to one or less vehicles and the growing number of seniors in the community. The Study recommended that a Micro-Transit System (small scale, on-demand) be utilized during the time that a fixed route system was being planned. This system could help Wagoner County residents reach specific points of interest in Broken Arrow and also

help connect them to the larger Tulsa Metro Area.

TULSA TRANSIT

Metropolitan Tulsa Transit Authority, usually known as MTTA or Tulsa Transit, is the public transit system operating buses and paratransit for Tulsa, Oklahoma. In existence since 1968, the system consists of 21 regular routes and 4 night routes, with two major transit hubs: Memorial Midtown Station at 7952 E. 33rd St. in Midtown Tulsa, and the Denver Avenue Station at 319 S. Denver across from the BOK Center in Downtown.

Tulsa Transit's bus service is available Monday through Saturday throughout the City of Tulsa, extending into Jenks, Sand Springs and Broken Arrow. Tulsa Transit also offers reduced fares for youth, seniors and persons with disabilities.

PEDESTRIAN AND BICYCLE TRANSPORTATION

Walking and bicycling can be an important means of health and exercise for Wagoner County citizens. In some cases, they also can provide viable transportation alternatives. Therefore, it is important that traffic-safe facilities be provided for walking and bicycling to the extent possible throughout the County. These non-motorized transportation routes are important to youth as one method of safe, independent transport to a variety of venues such as sports facilities, activity centers and schools. Creating these routes is a challenge in many areas given the size and separation of activity nodes and facilities.

In the County, trails rather than sidewalks are anticipated to make up the principal infrastructure important for supporting these forms of transportation, beyond a purely recreational use. Trails in the County may also include use by equestrians.

County trails should most likely take advantage of existing trails along waterways

such as the Jean Pierre Choteau Trail and in floodway maintenance easements. County trails should also tie into and take advantage of various trails systems, both existing and proposed, in and around Coweta, Wagoner and Broken Arrow.

COMMUNITY PROFILE SUMMARY

The County of Wagoner consistently demonstrates the ability stability and a sound financial footing and approach. Public Rights of Way is consistently a priority. Future focus should include the ability to provide, and coordinate with others to provide additional emergency services and sanitary sewer. Recreational facilities (leveraging off of existing water oriented facilities) should be improved and the County's proposed fairgrounds should be a priority.

The County's approach to housing is being examined, as evidenced by recent revisions to the Zoning Code, eliminating lots of less than 1/2 acre in size in order to ensure adequate public services are available before residential density demands. Recent trends appear to indicate that housing prices are rising, tempering somewhat the County's position as a source of living accommodations that are less expensive than Tulsa County. This position on housing starts will be reviewed during the life of this document and may be

revised as infrastructure and services are more readily available. Over time, a potential need for a wide range of housing choices, in a wide range of prices should be anticipated.

It is anticipated that Wagoner County will continue to grow at a moderate pace (approximately 1 % per year) for the remainder of the decade. As infrastructure and service become more available, the County Commissioners may choose to allow smaller lot (less than 1/2 acre) and multifamily growth.

The anticipated construction (2025 to 2030) of the Muskogee Turnpike Interchange in the vicinity of 273rd East Avenue will encourage the location of high intensity commercial uses and increased density of residential development. It remains to be seen whether the area of new construction will be annexed into the City of Coweta or remain in the County. It is possible that RWD4 could provide sewer service to this area.

Residential development is anticipated in western Wagoner County, with annexation into the cities of Coweta and Broken Arrow. Pressure for development near Lake Ft Gibson will remain, however, availability of sewer will be a primary factor in allowing additional homes in that area.

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CHAPTER THREE VISION and GOALS

CHAPTER THREE SUMMARY

This Chapter focuses on the Goals and Vision for Wagoner County moving into the next decade: A recreation oriented, large homesite County growing to a population of approximately 90,000 persons. It identifies five primary goal groups and briefly discusses the elements that are to be included in achieving those goals.

MAJOR TOPICS

- Wagoner County's Vision
- Five Primary Goals
- Residential Development tied to Infrastructure and Services
- Recreation and Trails Development
- Coordinate County-wide Infrastructure Improvements
- Commercial and Industrial Development
- Government Facilities



CHAPTER THREE: VISION AND GOALS

VISION:

“Wagoner County enjoys a unique history which shapes a legacy worth carrying into the future. We will grow consistently in population and industry. Wagoner County values the natural resources granted by God: river-bottom land for agricultural production, shale and sand for develop, and its lakes and rivers for protection and recreation. We invite friends, old and new, to experience our great County. Our County will maintain and grow good places to work and good places to shop. Wagoner County will remain a safe place to raise a family, retreat, retire, work, dine, shop, and worship. Wagoner County is a great place to call home.”

GOALS:

WAGONER COUNTY 2023-2035 seeks to guide the community toward achieving the Vision. To do that, five major Goals have been identified. They include:

1. TARGETED RESIDENTIAL

DEVELOPMENT: Demand for high residential development intensities will increase as job opportunities, recreation, and attractive commercial businesses move into the County. Annexation by municipalities to provide infrastructure and services is the way forward until such time as adequate public services and infrastructure can be funded in unincorporated areas (vote of the people or legislative action). Lower intensity residential is the way forward in combination with annexation plans with Cities in the County.

2. RECREATION AND TRAILS

DEVELOPMENT: Recreational opportunities should be emphasized and enhanced. These include use of lakes, wildlife management areas, and rivers, opportunities for youth sports, continued support for festivals, and the County Fair. ODOT Lake and Industrial Access grants should be pursued to increase Lake access as should ODOT Transportation Alternatives Program (TAP) for trails.

3. COORDINATE INFRASTRUCTURE

COUNTY-WIDE: Funding for streets, sanitary sewer, water and storm drainage should be coordinated between County, Cities and Towns, and the Development Community to support anticipated growth.

4. SUPPORT COMMERCIAL AND

INDUSTRIAL DEVELOPMENT: Find and pursue opportunities for quality, successful commercial development. Locate development in areas that enhance county character and attraction, locate industrial development in areas close to needed infrastructure that do not negatively impact large areas of residential development and agriculture. Evaluate current land use maps along with proposed and existing development to identify areas of opportunity.

5. PROVIDE GOVERNMENT

FACILITIES AND SERVICES: Use of current Wagoner County Facilities should be optimized, consolidated, and leveraged to attract resident and business support use. A government center and Fairground should be considered for centrally located parcels with the appropriate access and visibility. (The current Coweta Sports Complex in an example). Sheriff

substations and emergency response personnel should be located in joint-use facilities in several locations in the County to expand presence and decrease response time.

GOAL ONE: TARGETED RESIDENTIAL DEVELOPMENT

Allow opportunities for responsible growth that is compatible with existing infrastructure. Explore ways to provide sanitary sewer to existing small lot neighborhoods. In the short term, limit the development of lots less than one-half acre to incorporated places that have adequate support infrastructure and public services. Explore ways to expand and enhance infrastructure to areas within one mile of incorporated places as part of annexation planning. Growth should work in harmony with the environment.

- **HOUSING AND NEIGHBORHOODS:** A goal of *WAGONER COUNTY 2023-2035* is to create a path that provides opportunity for housing that complements Wagoner County character. In the short and mid-term, work to support existing residential neighborhoods by addressing any existing health and safety issues. Strategically, increase the number of quality homes in the County to attract employment providers. Anticipate future need for infrastructure and services, identify intensity zones suitable for high intensity residential and multi-family development as part of annexation planning. Provide a simple fee schedule that attracts quality builders.
- **INFRASTRUCTURE:** Focus on improved street access, transportation safety, multi-modal design, and proximity to municipal services with the intent to increase density of residential development

proportionally. Utilize and prioritize the improvement of existing infrastructure. When infrastructure is available, locate new residential development near existing section line roads while at the same time limiting direct access that may impede future expansion of right of way. Explore the use of regional sewer districts in the Lake Area and near existing Incorporated Places. Explore the use of road improvement districts for transportation improvement funding. **See Figures 10.2 & 11.8**

- **FLOOD PLAIN MANAGEMENT:** Identify existing flood prone areas and restrict development accordingly. Leverage existing grant opportunities, such as State and Federal Hazard Mitigation Programs through Oklahoma Emergency Management (OEM) to reduce roadway bridge overtopping. Explore paths to establish Conservancy Districts (Title 82 O.S. 531 et. seq.) such as the Adams Creek Conservancy District. Utilize the existing Choska Conservancy, also known as the Yellow Water Ditch, as an example. **See Figure 12.3**
- **EMERGENCY SERVICES**
Work to increase Services capacity (fire, sheriff, ambulance) for residential development in all areas of the County. Facilitate cooperation between neighboring providers. Track Building Permit activity and provide updates.



GOAL TWO: RECREATION AND TRAILS DEVELOPMENT

Utilize existing natural resources and features, particularly lakes and rivers as the focus for recreational opportunities. Create a trails system that provides bicyclists, pedestrians, hikers, and equestrian users a non-vehicular circulation system throughout the County. Gear the system toward recreation enthusiasts, locals and tourists.

- **VERDIGRIS RIVER TRAILS:** Identify existing, the Jean Pierre Chouteau Trail, and proposed trails along the River and explore methods to utilize and expand the existing facilities. Utilize existing parking for staging areas include bicycles and equines.



- **LAKES:** Identify existing facilities, their level of improvement, their current condition, and their ownership. Use these facilities as a basis for a park system. Include these facilities in the trail concept. Create effective communication with USACE regarding the potential for County lease agreements. Promote the lakes as recreational areas, utilizing them as a core element of the County's character. Encourage commercial development near existing and proposed infrastructure.
- **CREEKS AND STORMWATER MANAGEMENT AREAS:** Explore trails in floodplain management areas including their use by maintenance personnel.

- **MAJOR STREETS:** Explore trails along selected major streets and include their construction with street improvement plans. Connect to and expand the GO Plan. *See Figures 8.3 and 12.3.*

GOAL THREE: COORDINATE INFRASTRUCTURE COUNTY-WIDE

- **ANNEXATION POLICIES AND "SPHERE OF INFLUENCE":** Establish a coordinated concept of annexation that is tied to the anticipated growth and land use needs of the County and that anticipates the potential growth of the Cities within the County. Focus on the areas that provide economic benefit, jobs, jobs, jobs. Include infrastructure providers in the discussions and study the need for street improvements (both condition and capacity). Coordinate with communities to create a map of the ultimate area and goals for land use types and intensities.
- **SEWER AND WATER PROVISION:** Work with, identify and map the service areas of each water and sewer provider. Identify the capacity of served areas and develop a strategy to increase service capacity, based on demand for urbanization. Explore the requirements of fire flow for platted subdivisions. Explore County Sewer Improvement Districts, particularly in areas with small lots from older, non-DEQ compliant development and areas ripe for tourism development around the lake. Include providers in project review on technical advisory meetings.
- **TRANSPORTATION:** Provide a safe, capacity focused, 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 for safe and efficient non-vehicular transportation opportunities in targeted areas such as recreational and commercial districts, emphasizing connections to residential development.

- **SUSTAINABILITY:** Achieve economic resiliency through enforcement of high quality development standards and thorough inspections of newly constructed facilities prior to acceptance into maintenance inventory.
- **RESIDENTIAL DEVELOPMENT:** Locate and allow higher intensity with increased proximity to existing infrastructure. Coordinate timing with new infrastructure provision. Amend *WAGONER COUNTY 2023-2035* as public services and infrastructure become available. Ensure a decent living environment through a code enforcement program. Cluster subdivisions to decrease infrastructure costs and maintain and increase open spaces. Single family residential subdivisions shall be discouraged and multi-family developments shall be prohibited until such time as these areas can and will be served adequately by utilities and transportation infrastructure to ensure a high level quality of life. Infill development shall be strongly encouraged. Mobile home parks shall be located either adjacent to collector or arterial streets or provide direct access from a street such to prevent multi-family traffic through single-family neighborhoods.

GOAL FOUR: SUPPORT COMMERCIAL AND INDUSTRIAL DEVELOPMENT

Find and pursue opportunities for quality, commercial development and job providers. Locate commercial development in areas that serve the most citizens, attract outside shoppers and impact quality of life the least. Locate industrial development in areas close to needed infrastructure that do not negatively impact large areas of residential development. Evaluate current land use maps, proposed and existing development to identify areas of opportunity for project that create employment opportunities.

- **COMMERCIAL LAND USE:** Attract numerous commercial businesses of all sizes who provide a full range of goods and services in a manner that supports the needs of residents and attracts from outside of the County. Include focus on tourist-oriented goods and service near Lake Ft. Gibson. Support the recruitment and retention efforts of Wagoner County municipalities in efforts to grow retail and commercial offerings around intersections and major streets.
- **INDUSTRIAL LAND USE:** Work to optimize the County's existing Industrial Park opportunities as well as develop new properties with the input and guidance of the Wagoner County Economic Development Department and the Wagoner County Economic Development Authority (WCEDA). Provide good connections to Tulsa Ports, Port of Muskogee, and Oakley Port 33, the largest existing Industrial Park in unincorporated Wagoner County. Attract new industries whose needs integrate with the skills and education of our well qualified residents. Leverage and coordinate with areas that have rail, port, and arterial connections for job creators.
- **HIGH TRAFFICKED CORRIDORS:** Attract and provide for new development appropriately designed and located along these corridors that promotes the County's preferred character and image.

Retain existing quality office, retail, institutional, and industrial establishments.



- MUSKOGEE TURNPIKE INTERCHANGE:** Optimize highway commercial opportunity along with related high density residential development on both sides of the Turnpike. Utilize this node as an attractor for Broken Arrow residents living near high traffic corridors.



GOAL FIVE: PROVIDE GOVERNMENT FACILITIES AND SERVICES

Provide primary facilities and services as well as recreational facilities and gathering places. Work to renovate existing facilities and to locate facilities such as Fairgrounds and County Administrative Complex in visible areas that serve residents and guests.

- 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.
- PUBLIC SERVICES, FACILITIES AND SAFETY:** Provide and attract public service providers and personnel (police and fire, health care facilities, and emergency services) that protect the health, safety, and welfare of the people and property of Wagoner County.
- EMERGENCY SERVICES:** Coordinate development review among Service Providers. Provide adequate notice to providers so they may weigh in on availability.
- PUBLIC BUILDINGS AND PROPERTY:** Provide and maintain efficient and adequate facilities to house the functions of government that support and provide public health, education, safety, governance, libraries, emergency service facilities, and parks. Schools, although not under the jurisdiction of the County, should be supported. Encouragement of public recreational facilities will continue and funding will be sought.
- INFRASTRUCTURE:** Provide transportation and storm water management criteria systems that adequately serve the current and future needs of the Wagoner County residents. Promote economic development, and efficient use of land and fiscal resources. Establish a “phasing program” that projects a timeline for anticipated infrastructure improvements. Establish a program to upgrade the street system in the County where necessary to facilitate present and future development.

Examples may be collection of statistical data in order to engage the population in voting on future infrastructure development initiatives utilizing a variety of tax funding options. Major thoroughfares shall be developed along section-lines, connecting communities, and businesses from home, to work, to shop utilizing public right-of-way whenever possible. Sufficient dedication of right-of-way shall be required with all new subdivisions in order to prepare for future roadway expansion. Streets will be designed and built based on traffic volume.



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CHAPTER FOUR EMPLOYMENT AND ECONOMICS



CHAPTER FOUR SUMMARY

County growth is impacted by location and type of development (commercial, industrial, agricultural, residential and recreational uses). Many of the commercial uses will be located along or near major highway corridors. Industrial uses may be located near arterial roadways, rail spurs, or even barge access. This Chapter focuses on some of the ways that these use types can be successfully incorporated into the economic landscape of the County while supporting its character and image.

MAJOR TOPICS

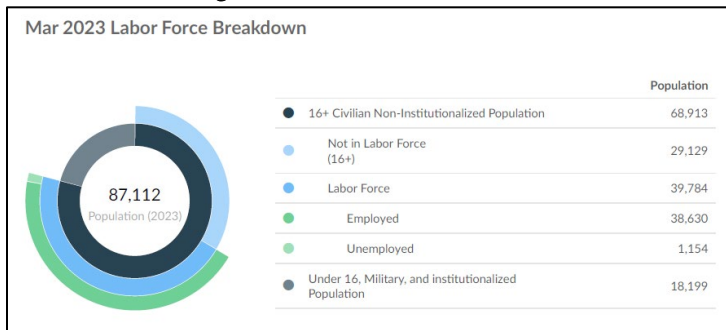
- Employers and Employment
- Travel to Work
- Income Characteristics
- Commercial Land Use
- Industrial and Agricultural Land Use
- Major Travel Corridors
- Muskogee Turnpike Interchange
- Recreation and Tourism
- Relationship with Higher Education



CHAPTER FOUR: EMPLOYMENT AND ECONOMICS

EMPLOYERS AND EMPLOYMENT:

The Wagoner County labor force is comprised of 39,784 workers as of March 2023. There are 10,886 jobs available in Wagoner County. The labor force participation has decreased over the last 5 years, from 2017 – 2022, by 1.2% while the available jobs increased during the same timeframe by 4.7%. The top three industries reported in 2022 for Wagoner County are Building Equipment Contractors, General Merchandise Stores, and Educations and Hospitals. *Source: Lightcase Q2 2023 Data Set/lightcase.io*



Source: Lightcase Q2 2023 Data Set/lightcase.io

TRAVEL TO WORK:

As noted above, a majority of the County’s residents enjoy the agricultural and semi-rural feel as well as 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 the average travel time for commuters is 23.6 minutes.

93% of residents commute to work with 83% driving alone. While some workers, 5%, leave home between Midnight and 5:00AM, the large majority leave home between 5:00AM and 8:00AM. 14.1% of households operate one vehicle, 37.3% operate two vehicles and 45.9% operate three vehicles or more. *Source: Lightcase Q2 2023 Data Set/lightcase.io*

Wagoner County Industries Civilian 16 yrs +

Agriculture, Forestry, Fishing and Hunting, and Mining	1.6%
Construction	8.8%
Manufacturing	13.8%
Wholesale Trade	2.9%
Retail Trade	11.4%
Transportation and warehousing, and utilities	7.4%
Information	1.3%
Finance and insurance, and real estate and rental and leasing	5.3%
Professional, scientific, and management, and administrative and waste management services	8.8%
Educational services, and health care and social assistance	21.2%
Arts, entertainment, and recreation, and accommodation and food services	7.8%
Other services, except public administration	5.1%
Public administration	4.7%

Where Talent Works			Where Talent Lives		
ZIP	Name	2022 Employment	ZIP	Name	2022 Workers
74014	Broken Arrow, OK (in W...	4,887	74014	Broken Arrow, OK (in W...	20,195
74467	Wagoner, OK (in Wagon...	2,881	74429	Coweta, OK (in Wagone...	6,856
74429	Coweta, OK (in Wagone...	2,658	74467	Wagoner, OK (in Wagon...	5,630
74454	Porter, OK (in Wagoner ...	320	74454	Porter, OK (in Wagoner ...	1,162
74446	Okay, OK (in Wagoner c...	104	74446	Okay, OK (in Wagoner c...	273

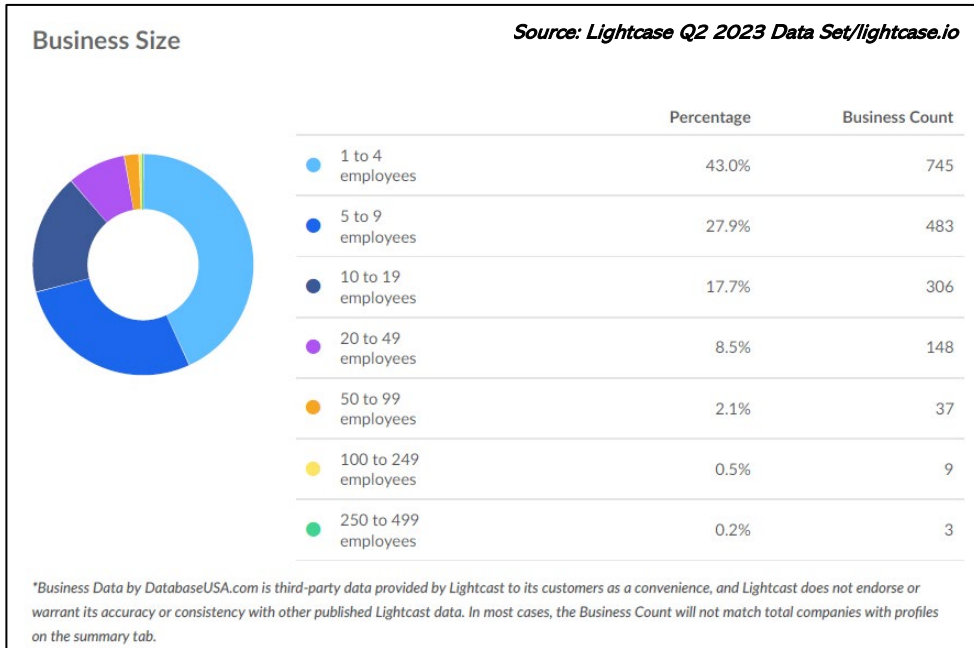
**INCOME CHARACTERISTICS:
PERSONAL INCOME**

Current US Census provides median income estimates for all workers in Wagoner County who are 16 years of age and older. These estimates address only those that are actively engaged in the work force. This information is a valuable piece of the overall economic picture of the County, particularly when correlated with the demographics of the workforce, education levels, jobs by type and similar.

HOUSEHOLD INCOME

The median household income for Wagoner County, according to the US Census ACS 2021 Estimate, is \$70,313.00 a 21% increase over 2015 (\$55,715.00).

By comparison, the median income for all of Oklahoma Households is \$55,826.00. The poverty rate in Wagoner County is currently estimated at 8.8% for individuals 18 years and up which is lower than the state average of 15.6%.



The median “family” income in Wagoner County (a married couple) is \$92,952.00. Married couple families in Wagoner County make up 58.4% of the County’s households.

Income for Wagoner County residents should also be evaluated in terms of potential net worth. It appears that the value of residential real estate in the County (and the incorporated places in it) 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.

Source: www.data.census.gov/profile/wagoner_county

COMMERCIAL LAND USES:

Commercial uses in Wagoner County include a range of retail, office, service, supply, and highway uses, most often found along major corridors such as SH51 and SH69. In the future, new higher intensity commercial uses are anticipated to be located adjacent to the proposed Turnpike Interchange in the vicinity of 273rd East Avenue and to increase along SH51 west of the Muskogee Turnpike.

OBJECTIVE	STRATEGIES	TYPE	TIMEFRAME	LEADERSHIP
GUIDE THE LOCATION AND LOOK OF SUCCESSFUL COMMERCIAL DEVELOPMENT				
ONE	a. Encourage commercial activity to locate in existing commercially zoned areas	Policy	On-going	Planning Commission
	b. Promote regional shopping and overnight stay near the location of the proposed interchange	Policy	On-going	Economic Development
	c. Concentrate commercial activity per the proposed land use map, maximizing use of existing infrastructure	Policy	On-going	Planning Commission
	d. Commercial subdivisions should be designed to provide or share common access off of SH51 or other arterials	Policy	On-going	County Engineer
	e. New commercial development should be attractively designed and meet a County design standard for parking, landscape, and setbacks. Development should be of sufficient size and depth to support the proposed use type	Action	Short	Planning Commission
	f. Mutually supportive commercial use types that focus on Tourist Orientation and highway services should be gathered or concentrated near Ft. Gibson Lake: Create Overlay “nodes”	Action	Short	Planning Commission
	g. Create a path to conformance for landowners whose commercial establishments are “previously non-conforming”	Policy	On-going	Planning Commission
	h. Encourage Commercial Development near the Lakes; explore creation of a Community Service District to provide sewer	Action	Long	Economic Development & Planning Commission

OBJECTIVE	STRATEGIES	TYPE	TIMEFRAME	LEADERSHIP
PROMOTE AND ATTRACT QUALITY COMMERCIAL AND RECREATION ORIENTED DEVELOPMENT				
TWO	a. Build communication between Chambers of Commerce, Economic Development Authority, Municipalities, Festival Boards, Industries, and Lake Organizations	Action	Short	Economic Development
	b. Promote recreation development and opportunities	Action	Short	Economic Development
	c. Develop Annexation Policy with both City of Coweta and City of Broken Arrow	Action	Short	County Engineer & Board of Commissioners
	d. Prioritize capital expenditures for selected trails and recreation oriented infrastructure (Vote of the People, Grant Applications, Partnership with Tribes, Cities, USACE, ODOT, and neighboring counties)	Action	On-Going	County Engineer
	e. Encourage retail related land use along SH51 and SH69 to provide space and visibility for water-oriented retailers	Action	Short	Economic Development
ESTABLISH PREFERRED COMMERCIAL CHARACTER AND MINIMIZE THE ADVERSE IMPACT ON ADJACENT LAND USES				
THREE	a. Develop Design Standards for Commercial Overlay Districts (Tourism around the lake and Retail around new interchange at 273 rd East Ave and SH51/Muskogee Tpk)	Action	Mid	Planning Commission & Economic Development
	b. Ensure that all decisions regarding commercial land use include review of character of adjacent neighborhoods to adequately address potential traffic impacts.	Policy	On-going	County Engineer
	c. Commercial Zoning Regulations should be reviewed at a minimum of three-year intervals to ensure Staff and Commission familiarity	Policy	On-going	Planning Commission
	d. Identify the commercial uses that are allowed by right and those allowed with conditions (update Permitted Use Table in Zoning Code)	Action	Short	Planning Commission

INDUSTRIAL LAND USES:

INDUSTRY AND MANUFACTURING:

Wagoner County is not currently home to a large range of manufacturers or industry. Although the proposed Land Use Plan includes additional High and Medium Intensity Industry. In 2023 Wagoner County Board of Commissioners created an Economic Development Department to recruit new industries to areas where ports, rail, and arterial roads are available. It is the mission of the newly created economic development department to coordinate with Wagoner County Planning Commission, Engineering, the Wagoner County Economic Development Authority as well as the municipalities to seeking funding and resource to add to Wagoner County's infrastructure assets to further encourage industrial development in accordance with approved land use outlined in this plan.



Anticipated growth areas includes industrial activity in the northwest corner of the County at SH412, soon to be transitioned to I412, and 305th East Avenue. Oakley Port 33 has pavement and port access with land for expansion for industry recruitment due to infrastructure availability and low housing density.

Wagoner County's continued growth will make it possible to attract new, suitably located Industries, that can provide quality jobs. Other locations in the county provide rail and arterial roadway access and there is a grain elevator on 240 Rd and SH51, Port of Duncan. Additional opportunities will be examined along State Highway 51 and US 69.

The McClellan-Kerr Navigation channel runs through Wagoner County. The Channel's northernmost point is located in the City of Catoosa, minutes north of the County. More than 4,000 persons are directly employed along the segment of the Channel between Catoosa and Muskogee with a payroll of more than \$85 million.



INDUSTRIAL LAND USES:

OBJECTIVE	STRATEGIES	TYPE	TIMEFRAME	LEADERSHIP
GUIDE THE LOCATION OF SUCCESSFUL INDUSTRIAL DEVELOPMENT				
ONE	a. Identify areas to be recommended for and expanded Industrial Land Use	Policy	On-going	Economic Development
	b. Require industry to locate in areas that are currently served by adequate infrastructure and that minimize impacts to surrounding land uses and residents	Policy	On-going	Planning Commission
	c. Identify existing vacant and/or underutilized industrial & manufacturing sites.	Policy	On-going	Economic Development
	d. Work to coordinate industry locations with truck, port, and rail access. Limit residential development along proposed arterial improvements	Policy	On-Going	Economic Development & Planning Commission
	e. Partner with local realtors to locate and “market” available industrial locations	Policy	On-going	Economic Development
	f. Consider light industrial development as a complementary use to some commercial areas	Policy	On-going	Planning Commission
	g. Cluster compatible uses including factors such as intensity of use, noise, odor, and light pollution	Policy	On-Going	Economic Development & Planning Commission
SUPPORT NEW LOW-INTENSITY INDUSTRIAL DEVELOPMENT				
TWO	a. Identify areas for new low intensity industrial development, with a business park feel. Consider corresponding land use and zoning map revisions	Policy	On-going	Planning Commission
	b. Coordinate with municipalities on design standards for business parks near incorporated places.	Action	Short	Economic Development
	c. Help to locate an incubator park that caters to specific types of low intensity industry, tied to skills, experience and educational offerings in the County. Create and implement an attraction strategy.	Action	Short	Economic Development
	d. Identify the types of industry that can benefit from programs of study at: Indian Capital Technical Center (ICTC) in Wagoner County and nearby technical and college centers.	Action	Short	TBD
MINIMIZE ADVERSE IMPACTS OF INDUSTRIAL DEVELOPMENT ON ADJACENT LAND USES				
THREE	a. Locate industrial uses in areas not highly visible or audible from residential areas and tourist activities	Policy	On-going	Planning Commission
	b. Industrial uses should be screened from surrounding uses unless those uses are located in industrial parks. Industrial	Policy	On-going	Planning Commission

	properties at the edge of business parks should be screened.			
c.	Noise, light and odor should be contained on site	Policy	On-going	Planning Commission
d.	Ensure that all industrial land use planning decisions include review of the character of the surrounding residential development to plan for mitigation of impacts and maintain residential character	Policy	On-going	Planning Commission
e.	Locate and design industrial sites to separate traffic movement from residential neighborhoods	Policy	On-going	Planning Commission
f.	New industrial development should be designed to County standards for structures, lighting, paving, landscape, setbacks, access, and on-site circulation. Design review should be offered to municipalities a part of PD review, particularly within 1 mile of incorporated places or along major streets and highways important to those jurisdictions	Policy	On-going	County Engineer
g.	Zone changes to allow Industrial Use should be denied until adequate infrastructure is available, or a phasing plan is in place	Policy	On-going	Planning Commission

Recommendations for the short term (to 2030):

- *Prioritize street improvements that can provide significant access to the most citizens and that have the highest economic impact.*
- *Encourage utility upgrades in concert with manufacturing.*
- *Coordinate with the Wagoner County Economic Development Authority to provide incentives for targeted industries that can benefit from the skills of County residents.*
- *Work with Chambers of Commerce and the Economic Development Authority to provide marketing information for industries in the County. Provide a clear understanding of how the particular skills sets and educational pursuits of local students can be a significant resource to particular industries.*
- *Work with the development industry to explore the potential for sewer*

improvement districts, allowing intensification of land use.

- *Create design guidelines for industrial uses – encouraging a business park character when appropriate.*
- *Communicate with the Economic Development Authority when amending the land use map for industrial development. This enables the Board to target specific corporations in specific industry clusters, related to the educational base and transportation needs.*
- *Work to maximize the potential for Wagoner County industrial, manufacturing, and agricultural users through land use and transportation decisions.*
- *Per the Wagoner County Economic Development Department, create marketing assets including a website to attract new industry, talent and visitors to Wagoner County.*

AGRICULTURAL LAND USES:

The [2017 USDA Census of Agriculture](#) indicates that Wagoner County continues to be largely an agricultural county. More than 51% of total county area, 591 acres, is devoted to farmland: 194,466 acres (304 square miles). The average farm size is 184 acres. Croplands comprise 100,563 acres of the farmlands with the remaining 93,903 acres being utilized for livestock operations.

While the total market value of products sold is nearly \$46,000,000.00, the average net farm income is just over \$6,700. This information should be balanced with the facts that 117 farms had sales volume over \$50,000 and 100 farms are 500 acres in size

or larger. Soybeans (40,424 acres) Forage crops (34,025 acres) and Wheat (11,690) acres are the primary crop types. 98% are family farms and 16% of those farms hire outside labor.

Through 2035 Agriculture in Wagoner County will remain a significant revenue producer although agricultural employment is anticipated to remain small (approximately 1%) of total employment. The realities of supply chain challenges experienced during the Federally declared pandemic of 2020 – 2022 has caused many to realize that local “farm to table” operations may be a stable provider of farm products. With the ability to reach out on social media platforms many producers are breaking into the retail, at a minimum, wholesale production market targeting their neighboring residents for sales.



AGRICULTURAL USES:

OBJECTIVE	STRATEGIES	TYPE	TIMEFRAME	LEADERSHIP
MINIMIZE IMPACT TO PRIME SOILS AND EXISTING GROW OPERATIONS				
ONE	a. Identify the location and acreage of Prime Soils that are currently undeveloped.	Policy	On-going	Planning Commission
	b. Require proposals for new development over 10 acre in size to estimate anticipated loss of agricultural production. Include acreage, volume or quantity of livestock.	Policy	Mid	Planning Commission
	c. Prioritize preservation of family farms as indicated in the adopted land use map	Policy	On-going	Board of County Commissioners
MINIMIZE IMPACTS BETWEEN NEW DEVELOPMENT AND AGRICULTURE, EXISTING AND ANTICIPATED				
TWO	a. Amend the Zoning Code to include buffers on perimeter of new development between agriculturally zoned land, sufficient to protect residences and uses from dust and chemicals	Action	Short	Planning Commission
	b. Ensure buffers between new development and agriculturally zoned land, sufficient to protect agriculture from impacts by residential pesticides, pets and persons	Action	Short	Planning Commission
	c. Include buffers as part of PD submittals for projects that require PD approval	Policy	On-going	Planning Commission
	d. Work with agricultural experts such as OSU, ODFD and local farmers & ranchers to identify best setbacks and practices appropriate for Wagoner County	Action	Short	Planning Commission
	e. Prioritize existing ag operations & prime farm soils over development pressure	Policy	On-going	Board of County Commissioners
EXPLORE METHODS OF ENHANCING WAGONER COUNTY'S POSITION AND CHARACTER AS AN AGRICULTURAL RESOURCE				
THREE	a. Economic Development Authority and Chambers of Commerce work to promote and support the County's farms & ranches with a focus those "farm to table" operations as well as the promoting of job creation opportunities	Action	Short	Economic Development
	b. Explore opportunities to advertise Wagoner County opportunities for large scale production including topics such as amount of available land, prime soils types, and access to national transportation opportunities.	Action	Short	Economic Development

MAJOR TRAVEL CORRIDORS:

High Traffic vehicle corridors are a primary source of potential sales tax revenue. These corridors are key to the continuing economic evolution of the County. As such, these corridors should be protected as a resource and should be encouraged to be used to their potential.

Wagoner County is traversed by several primary vehicular corridors. Those include SH51, SH51B, SH72, SH69, SH16 and SH251A. The Muskogee Turnpike (SH351) provides high speed access through the County from northwest to southeast. *See Figure 1.3 and Chapter 11 for additional information.*

STATE HIGHWAY 51:

SH51 is a primary non-toll corridor through the County, connecting Broken Arrow in the west with Ft. Gibson Lake hitting both Coweta and Wagoner along the way. This Highway 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. Much of the western portion of this Highway travels through the City of Coweta, the portion lying east of the intersection with the Turnpike is located in the County until it reaches the City of Wagoner. A large portion of the "Mid County" right of way travels through flood prone lands, minimizing the potential for development.

SH51 is also the connection to a small unincorporated community between the City of Wagoner and Lake Ft. Gibson, known as Taylor's Ferry. While the corridor is a successful commercial entity, the existing uses, lack of architectural & design theme and

general quality of upkeep do not naturally communicate the preferred County character.



In the western portion of the County, SH51 acts as the primary access between Coweta and Broken Arrow. SH51 also functions as the City's primary commercial corridor. While this is an efficient use of lane miles, these two functions can sometimes be in conflict as commercial use as traffic volume increases. Growing commercial use within the Coweta city limits has increased congestion. The anticipated Muskogee Turnpike interchange which connects to SH51 will take on an additional level of importance providing a "relief valve" to the Turnpike from the Highway. With the addition of several stop lights, SH51 no longer acts as a highway between places but a commercial roadway which has reduced capacity significantly over the last decade.

Traffic volumes on SH51 in western Coweta are approximately 24,400 average daily trips (ADT's). Volume is approximately 19,200 trips at the entry to Downtown Coweta (SH72) and 8,500 trips east of downtown, potentially showing that a number of these travelers turn south in Coweta to head toward Haskell and also that residents south of Coweta use SH51 to reach Broken Arrow (and potentially Tulsa) for work and shopping. East of the Muskogee Turnpike, trips are approximately 9,300 with approximately 10,600 trips at the western boundary of the City of Wagoner. East of the Wagoner the volumes decrease to approximately 5,400 with approximately 3,600 at the Lake. It is of some value to note

that use of SH51 decreases significantly as traffic moves east.

STATE HIGHWAY 69:

This Highway is the second most traveled in the County, providing access to Rogers County in the north and Muskogee County in the South. This highway experiences high volumes of truck traffic as it connects to Dallas, TX. The City of Wagoner is located at the intersection of SH 51 and SH 69. Traffic volume is approximately 19,000 ADT's south of the intersection with SH 51 and 14,000 at the northern limits of the City of Wagoner. Volumes decrease slightly to 11,400 as SH 69 approaches the Rogers County boundary. Trips decrease to approximately 14,600 at the intersection with the Muskogee Turnpike (SH351) and increase to 19,900 as SH 69

approaches the Muskogee County boundary. From this it appears that a majority of trips into and out of Wagoner travels in a north / south direction.



STATE HIGHWAY 72:

This highway provides access out of Coweta south across the Arkansas River to Haskell as well as to Stone Bluff via County Road 191st Street. ADT's are approximately 5,100 in southern Coweta and 3,800 at the Wagoner County border.

STATE HIGHWAY 51B:

This highway connects SH72 in Coweta through the communities of Redbird, Tullahassee, and Porter, intersecting SH69 in the east at the Porter Peach Barn. Continuing east onto Okay-Porter Road 4.5 miles will connect travelers to SH16 which provides access to the City of Okay to the north and Muskogee County to the south.

STATE HIGHWAY 16:

This highway connects from south out of Wagoner, intersecting SH251A in the vicinity of Okay then continues to Muskogee. SH251A provides access to Ft. Gibson Dam and the USACE Ft. Gibson Lake office. Cherokee County is to the east and Muskogee County is to the south. Volumes along SH16 in the vicinity of Okay are approximately 1,900 with volume on 251A being 2,400 and increasing to approximately 4,100 as it reaches the County boundary.

COMMERCIAL CORRIDORS:

OBJECTIVE	STRATEGIES	TYPE	TIMEFRAME	LEADERSHIP
IMPROVE THE APPEARANCE OF THE COUNTY'S TRAVEL CORRIDORS				
ONE	a. Introduce a Corridor District Overlay along all Highways in the County. Include an area ½ mile on either side of all Highways	Action	Long	Planning Commission
	b. Prepare design standard for the SH51 Corridor District, coordinating with the Coweta Corridor District, include landscaping and lighting	Action	Long	Planning Commission
	c. Work with ODOT to develop consistent signage, landscaping and lighting	Action	Long	Planning Commission
	d. Coordinate informational signage such as for residential and developments, incorporated places and towns, places of interest such as "Lake District" and similar	Action	Long	Planning Commission
	e. Enforce building codes along all corridors	Policy	On-going	Planning Commission

MUSKOGEE TURNPIKE INTERCHANGE :

The anticipated Turnpike Interchange may be the single most impactful economic development feature in the County during the life of this Comprehensive Plan (to 2035) . The location of the Interchange will open large, previously undeveloped areas for high intensity commercial use and higher intensity residential use. Wagoner County Economic Development Authority (WCEDA) is also hopeful that office and professional job providers can occupy this area as well. There may be as much as one hundred and fifty acres of undeveloped land available.

This Interchange, anticipated to be located in the vicinity of 273rd East Avenue, also provides improved access into the anticipated commercial district from the turnpike and the 71st street arterial. The new access to the Turnpike may spur further development of the 71st Corridor to the east. Oklahoma Department of Transportation (ODOT) is the project manager for this effort utilizing state level funding, Oklahoma Turnpike Authority

funding and managing applications for Federal Grants.

This interchange location is currently located in the County although the Coweta 2030 Comprehensive Plan calls for the area to be annexed by 2030. This will be an item for discussion between City and County officials.

Recommendations for the short term (to 2025):

- *Determine a preferred position regarding annexation of the Interchange location.*
- *Amend the Land Use Map, accordingly, identifying potential uses adjacent to the proposed Interchange location.*
- *Explore and define limits of a potential annexation.*
- *Evaluate potential traffic and land use impacts of anticipated growth.*
- *Consider Design Overlay District or PD requirement for Interchange area as a whole .*

RECREATION AND TOURISM:

Wagoner County, located in the heart of Oklahoma, offers a diverse range of natural beauty, cultural attractions, and recreational opportunities for residents and visitors alike. **WAGONER COUNTY 2023-2035**, aims to enhance the county's appeal as a desirable destination for travelers and residents seeking both relaxation and adventure for the further development of tourism related revenue generation and business development.

Recommendations for the short term (to 2025):

- *Enhance trail systems in Wagoner County around Fort Gibson Lake and the MKARNS for hiking, biking, and horseback riding by further investigating the resurrection of the Wagoner County arm of the former Indian Nations Trail system.*
- *Continue to research the feasibility of trail systems in Wagoner County which will support and promote health lifestyles for residents, quality of life benefits for workforce development as well as bringing tourism revenue to the county.*
- *Enact revenue streams that will support the long-term dedication to tourism in the County through grant research, lodging tax adoption and private investment.*
- *Promote water-based activities such as boating, fishing, kayaking, and paddleboarding through rentals and guided tours by supporting efforts underway by the non-profit organizations and local businesses.*
- *Support family-oriented*
- *Support through collaboration and promotion the retention and establishment tourism based business capitalizing on the county's serene landscapes including: attractions like adventure playgrounds, mini-golf courses, and petting zoos; farms for agritourism*

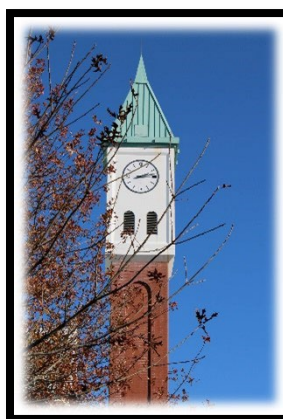
experiences, such as pumpkin patches and corn mazes.

- *Create an interactive website and mobile app showcasing attractions, activities, and event calendars as a collaborative effort supporting economic development to be utilized by various municipalities and organizations.*

RELATIONSHIP WITH HIGHER EDUCATION IN WAGONER COUNTY

Wagoner County is positioned to take advantage of higher education opportunities regionally with 24 post-secondary institutions within a 60-minute drive time offering over 2,000 programs. The County is home the **Northeastern State University**, Broken Arrow Campus and **Indian Capital Technology Center**, Coweta Campus.

Northeastern State University, Broken Arrow is located at 101 Street South and the Creek Turnpike. This Campus provides upper division and graduate courses to approximately 3,500 students who are typically working adults. Course offerings include business and technology, education, liberal arts, science, and health. In the fall of 2023, NSU rolled out a new bachelor's degree program in mechanical engineering to help



meet Oklahoma's workforce challenges at the BA campus. The campus is part of a larger university system with locations in Muskogee and the home campus in Tahlequah with a total 2023 student population of 7,300.

Indian Capital Technology Center (ICTC) District No. 4 is a technical school dedicated

to preparing youth and adults to become productive and economically efficient in our society. ICTC was established to serve secondary students, post-secondary students, adults in upgrading skills, on-the-job trainees, and business & industry. Current campus locations include Muskogee, Sallisaw, Stilwell, and Tahlequah. The Coweta campus opens April 2024 offering six initial programs including health, practical nursing, automotive service technology, cosmetology, welding, and plumbing. The campus will house a multipurpose center for community use and an office dedicated to small business development. In 2002 ICTC served more than 10,000 students in its service area providing mover and 1,500 certificates annually with an 85% completion rate.

Strengthening the relationships with NSU and ICTC will be beneficial to the County to address workforce needs, business recruitment and retention.

Recommendations for the short term (to 2025):

- *Establish Wagoner County Economic Development Director office at ICTC campus.*
- *Promote the NSU and ICTC programs and graduating students' skill sets to business and industry in the county.*
- *Promote opportunities for businesses in the area to upskill current workforce utilizing short-term program or curriculum offered through NSU Continuing Education and ICTC's Business and Industry Division.*
- *Explore the concept of an incubator business park, designed to meet the needs of business that can best utilize the emerging skills of the emerging students.*
- *Consider a bike trail system that links students to the campuses, housing, job centers and recreation.*

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CHAPTER FIVE GOVERNANCE AND BUDGET

CHAPTER FIVE SUMMARY

This Chapter provides an overview of the organization and function of government in Wagoner County. It also provides insight into budget, revenue sources and expenditures.

MAJOR TOPICS

- County Governance
- Responsibilities
- County Budget
- Revenue Sources
- Governance Objectives

CHAPTER FIVE: GOVERNANCE AND BUDGET

COUNTY GOVERNANCE

In accordance with Oklahoma State Law, Wagoner County has nine elected offices where the officials responsible for the offices are elected by the eligible voters. These include the County Commissioners, Clerk, Assessor, Treasurer, Sheriff, Court Clerk and District Attorney. Each of these elected officials serves a four-year term in office. Terms are staggered:

<i>OFFICE</i>	<i>ELECTIONS</i>
<i>Commissioner District 1</i>	2022 - 2026
<i>Commissioner District 2</i>	2020 - 2024
<i>Commissioner District 3</i>	2022 - 2026
<i>County Assessor</i>	2022 - 2026
<i>County Treasurer</i>	2022 - 2026
<i>County Clerk</i>	2020 - 2024
<i>County Sheriff</i>	2020 - 2024
<i>Court Clerk</i>	2020 - 2024
<i>District Attorney</i>	2022 - 2026

WAGONER COUNTY BOARDS INCLUDE

As noted above, the Wagoner County Board of County Commissioners (BOCC) is an elected body. There are a number of other Boards that provide direction – the members are appointed by the BOCC or elected.

- Economic Development Authority (appointed)
- Equalization Board (appointed)
- Excise Board (appointed)
- Fair Board (elected)
- Tax Roll Corrections (appointed)
- Wagoner County Development Authority (appointed)
- Wagoner County Metropolitan Planning Commission (appointed)

- Wagoner County Board of Adjustment (appointed)
- Election Board (County Staff with Secretary appointed by the State)

WAGONER COUNTY DEPARTMENTS

To perform the functions of government the County employs staff members who function in the following departments:

- E911 Mapping and Addresses
- Emergency Management and Disaster Response
- Fire Departments (Title 19 & Municipal under Title 11)
- Planning and Engineering Services
- Economic Development
- Road Construction and Maintenance (District Barns)

RESPONSIBILITIES

COUNTY COMMISSIONERS

Wagoner County Commissioners are the Chief Executives for the County elected from three Districts, each approximately equal in population. Although the Commissioners are responsible for maintaining and constructing County roads and bridges, this is not their principle role.

County Commissioners approve financial activities for the county, write the General Fund budget, approve all purchase orders, open and approve all bids, create and approve all county contracts, passes resolutions for local rules, can set propositions for votes of the people, sets annual holidays, and verifies county inventories.

COUNTY CLERK:

The County Clerk serves as the registrar of deeds and the custodian of records for the County. The Clerk also acts as Secretary to the Board of County Commissioners, the Excise Board, the Board of Equalization, the Board of Tax Roll Corrections, and others. The Clerk

disperses County funds and is the recorder of private and public legal documents including birth, marriage and death certificates. The Clerk maintains a judgements docket that records orders from the District Court regarding real property.

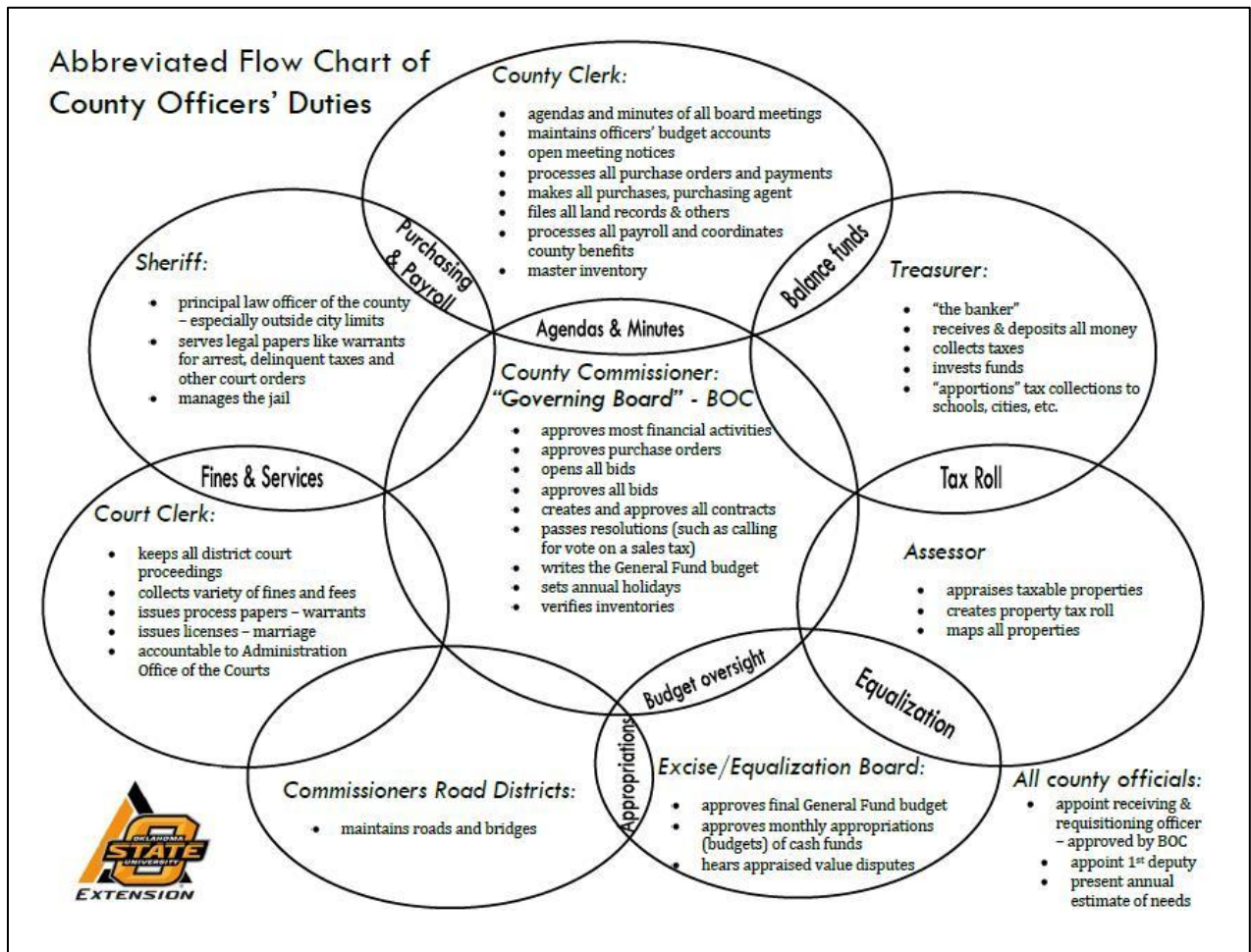
COUNTY ASSESSOR:

The County Assessor appraises and assesses the real and personal property (at fair cash value) within the county for the purpose of ad valorem taxation. The Assessor receives certified millage rates from the County Excise Board and computes taxes due yearly,

deposited with the County Treasurer. The Treasurer also collects ad valorem tax payments for the County and its political subdivisions (such as schools, cities and towns). Thus the Treasurer serves as the financial officer for the County.

COURT CLERK

The has the primary responsibility to record, file and maintain permanent records of the different divisions of the District Court. The Clerk serves as a processor and license agent for subpoenas and orders from the court to be issued by County Sherriff or other authorized



computing total assessed valuation.

COUNTY TREASURER:

All revenues received by County Government from ad valorem taxes and other sources are

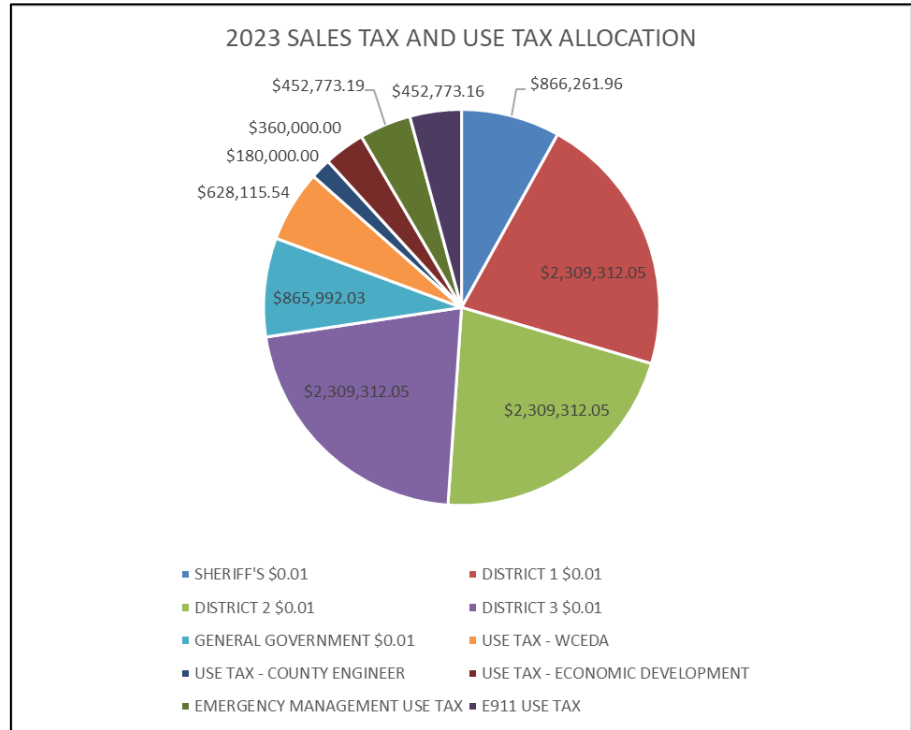
party. The Clerk also issues marriage licenses, passports, pool hall licenses and private process server licenses.

The Clerk is mainly accountable to the Court Administrator’s Office, a unit of the Oklahoma Supreme Court.

- Presentation of recommended documents to the Board of County Commissioners
- Contractor work permits

COUNTY SHERRIF

The County Sherriff is responsible for preserving the peace and protecting life and property within the County’s jurisdiction. The Sherriff may also work with other units of County Government on a fee basis. Related tasks may include items such as serving process papers for the County Board of Health and delinquent property tax warrants for the County Treasurer.



DISTRICT ATTORNEY:

There are 27 District Attorney Districts in Oklahoma. District Attorneys are elected by the citizens of every County every four years. The District Attorney serves as the Chief Prosecutor for the County, and as the Chief Legal Advisor. They may provide witness and victim assistance. Wagoner County is part of District 27 which includes Adair, Cherokee, Sequoyah and Wagoner counties. The District Office is located in Sallisaw.

- Code Enforcement disputes
- Administration of the Wagoner County Master Plan
- Engineering services as assigned by the BOCC
- Stormwater Management of the ODEQ designated MS4
- Floodplain Administration

PLANNING AND ENGINEERING:

The Planning and Engineering Department assists citizens in Wagoner County with:

- Development Review
- Home building permits and standards
- Zoning Changes and Zoning Map Updates
- Administrative duties associated with the Planning Commission and the Board of Adjustment

EMERGENCY SERVICES:

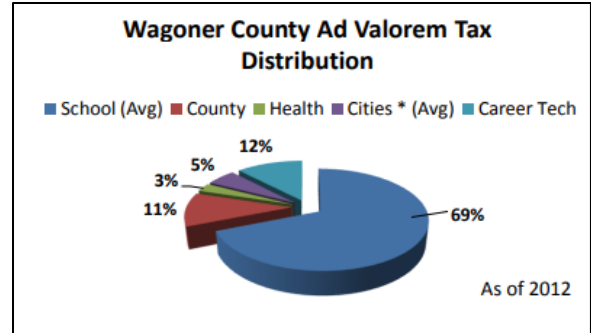
Wagoner County Emergency Services include the E911 Mapping and Addressing Department, and Emergency Services Department. E911 provides information to service providers and the public including correct addresses, road names and streets, and dispatching services. Emergency Management coordinates effective disaster response and recovery efforts in support of local governments. The Department's goal is to minimize loss of life and property as well as

the potential effect of natural disasters and technological attack.

FIRE DEPARTMENTS

See Chapter 10, Public Safety

Fire protection in Wagoner County is accomplished through the joint efforts of 16 Fire Districts. These Districts are formed as City Fire Departments, Corporate & Charitable Departments, Ad Valorem Departments. As such, these Departments are not funded by the County Sales Tax, Donations, and City funds.

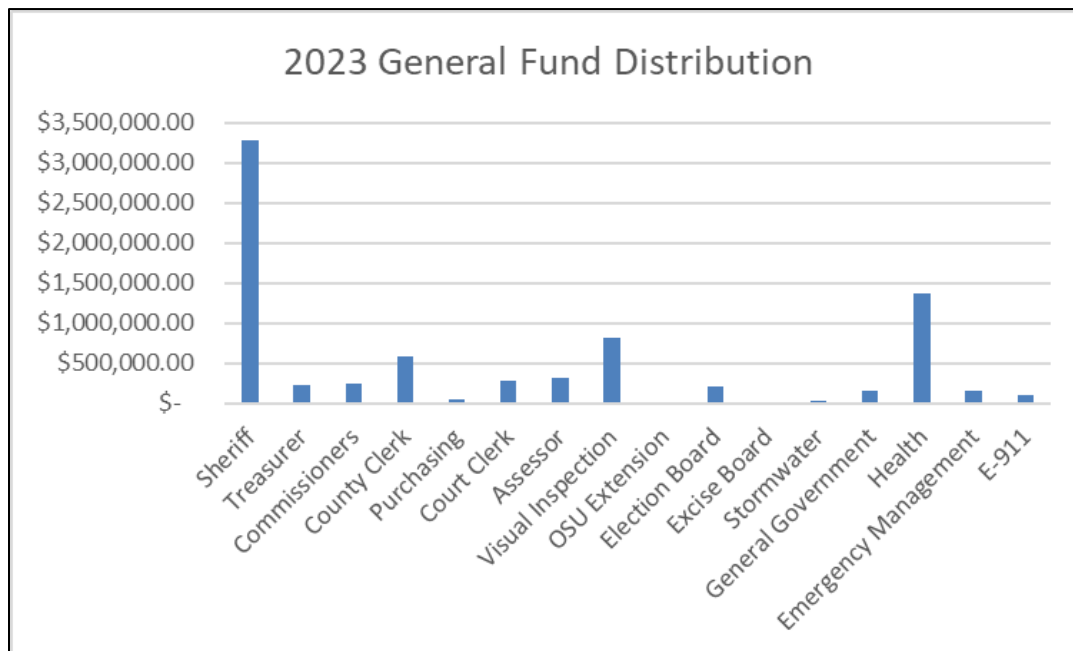


HEALTH DEPARTMENT

The County maintains and operates two facilities, one in the City of wagoner and one in the City of Coweta. These facilities, in cooperation with the State of Oklahoma Department of Health provide a variety of health services from exams to family planning support to education.

**COUNTY BUDGET
FISCAL YEAR 2022-2023**

The Wagoner County FY 2022 - 23 Budget is balanced, measured, and focused. The annual budget allows the County to evaluate its history and to look into the future.

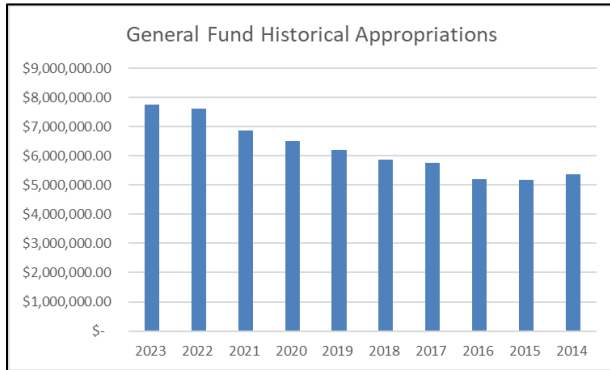


Annually, an estimate of needs is approved by the excise board and the board of county commissioners. Every department and elected official submits their need and that is then compared to the 11% of county ad valorem tax apportionment collected by the Treasurer's office from county property owners. This 11% is referred to as the "General Fund." Total valuations for Wagoner County in 2022 totaled \$788,280,259.00.

Source:

https://www.ok.gov/wagonercounty/Elected_Officials/County_Clerk/Wagoner_County_Financials/index.html

The General Fund has increase over the last 10 years as seen by the below chart:



The apportionment between departments served by the General Fund for 2023 can be seen in the below chart. The County Clerk retains all records of County finances and all detailed expenditures and estimation of needs for each department may be found on the county website or obtained in person at the Courthouse.

Ad Valorem is calculated as follows. The Assessor's Office values property, at a "millage" rate of 11.2% of market value. Exemptions such as Homestead are applied. A appropriate School District Levy is applied. As previously discussed, there are 13 Districts in the County. Each District has its own rate, as set by their respective school boards. In Wagoner County rates range between from 76.32 (07632) for Okay to 105.26 (.10526) for Bixby. The Wagoner Schools rate is 92.60,

REVENUE SOURCES: Revenues in the County come from numerous sources:

Local:

- County Clerk Fees
- Visual Inspection Fees
- Building Permitting
- Floodplain Permitting
- Development Engineering Review
- Treasurer Tax Sale Earnings
- Sheriff's Service Fees
- Contract Prisoners

State:

- Ad Valorem Apportionment
- Miscellaneous Revenue Apportionment
- OTC Motor Vehicles Tax
- OTC Tobacco Tax
- Election Board Reimbursements

Federal:

- Surface Trans. Block Grant Program
- Emergency Relief Funds
- Transportation Alternatives Program

Miscellaneous:

- Reimbursements for Expenditures
- Administrative Fees
- Tribal Partnerships
- Programs and Grants

COUNTY HIGHWAYS:

- Co. Bridge & Rd. Improvement Fund
- Co. Highway Fund
- Co. Sales Tax
- Co. Improvement Rds & Bridges Fund
- Co. Rd. Mach & Equip. Rev. Fund
- Lake & Ind. Access Funds

Coweta Schools rate being 95.72 and Broken Arrow Schools being 99.77.

Assessed Value is then multiplied by the school levy, providing ad valorem tax for the year. For example, a property with a \$200,000 market value would have a \$22,400 assessed value. When multiplied by the Wagoner Schools levy rate of .0926 the tax responsibility would be \$2,074 for the year.

11% (\$228) of this would go to the County's General Budget.

REVENUE SOURCES

COMMISSIONER DISTRICTS – ROAD IMPROVEMENTS

The County Commissioners are each responsible for road improvement and maintenance within their particular District. Roads and Bridges are funded primarily through the County Sales Tax. 80% of the county sales tax goes to the Commissioner's Districts and it is divided evenly. In 2022, each district was apportioned \$2,309,312.05. Many counties do not have a sales tax. As the Commissioners would tell you, if it weren't for this tax Wagoner County would be all mud streets.

For most counties, the County Highway Fund, subject to Title 69 O.S. 1503, is the primary source of maintenance funding for the County Highway System. County labor, equipment, and materials are eligible expenses. Revenue for this fund is a portion of the state's gasoline, diesel, special fuel, motor vehicle, and gross production taxes. Apportionment is monthly using formulas which account for land area, road mileage, and population. More information on apportionment can be found at the Oklahoma Tax Commission's website. Wagoner County was apportioned \$2,776,771.77 in Fiscal Year 2023.

Counties also receive County Bridge and Road Improvement (CBRI) Funds, subject to Title 69 O.S. 657. These funds are highly restricted. Commissioners in the County have used funds for asphalt, chip-seal, and gravel road construction and right-of-way acquisitions. In fiscal year 2023 the County was apportioned \$446,915.16. These funds, like the Highway Funds, are also distributed by formula to each county from the state monthly.

With County Sales Tax apportionment of 80%, CBRI, and Highway funds, the county road

system is funded to approximately \$11,500 per mile. This includes materials, labor, and equipment. When labor, human resources, is extracted from the equation the actual funds available for roads (materials and equipment) comes out to approximate funding of \$9,500 per road mile. The county as of March 2023, Wagoner County has 864 certified road miles as reported by ODOT.

Federal Highway Funds: Federal funds are also available for Highway Improvements. As a member of the Indian Nation Council of Governments (INCOG), Surface Transportation Program (STP) funding is available through competitive application with other member organizations annually and sometimes bi-annually depending on funding availability. Additionally, STP funds are also managed by ODOT and can be applied to projects by approval from ODOT Local Government. The Federal Highway Administration also has a Federal Lands Access Program. This program is one that Wagoner County may successfully apply for in the future due to the area of Federal Lands in the County (MKARNS and Ft. Gibson Lake areas). Finally other Federal funds can be obtained through successful grant applicant. Type and availability is dependent on the year and the administration. Much of federal fund availability is through grant programs which are competitive. Wagoner County may be one of the fastest growing counties in the State but is competitive in federal grant applications under the current administrations priorities.

State Highway Funds: The County Improvements for Roads and Bridges (CIRB) Fund, under the authority of Title 69 O.S. 507 and administered through ODOT according to Oklahoma Administrative Code (OAC) 730:10-23, provides funding for construction of county roads and bridges on the county highway system. Projects are submitted by each County, through the Circuit Engineering District (CED). Projects are prioritized at the CED for their member counties and then

submitted to ODOT. Wagoner County is not a member of a CED; therefore project prioritization goes directly from the BOCC to ODOT. It is up to the Transportation Commission, based on recommendation by ODOT Local Government Division, to prioritize projects for funding. The current program is capped at \$120M annually. If distributed equally, which is not the intent or a requirement, Wagoner County would be apportioned \$1.6M - \$1.8M annually. Since the CIRB was created Wagoner County has been apportioned \$21.8M. Total programmed amount of CIRB funds through 2030 is \$34.8M.

The State also administers to Industrial, Historic Site and Lake Access Funds program under the OAC section 730: 10-1-13 & 10-1-14. This program provides surfacing funds for roads that provide access to recreational areas, historic places, and industrial parks.

The County Road Machinery and Equipment Revolving Fund, under the authority of Title 69 O.S. 636.1, is an avenue for the purchase, lease, or lease-purchase of new and used equipment. Commissioners submit requests for equipment and are selected on the basis of fund availability and need.

The state also have a Rural Economic Action Plan (REAP) Grant that is administered through the Councils of Governments. Wagoner County is a member of two COGs, INCOG and EODD. These two organizations allow for competitive application of REAP grants to which Wagoner County has been a beneficiary in the past. Currently Wagoner County is working on a recreational bathroom facility in its only recreational park to encourage rodeo and other event use for economic development benefits.

SALES AND USE TAX

As previously discussed, a significant County revenue stream is the 1% sales tax. The

Commissioner Districts equally share 80% of this total revenue. The Sheriff's Office receives 10%, totaling \$866,261.96 in 2023, which funds operations of the jail facility. The remaining 10% funds insurance for County facilities and equipment, workers compensation insurance and other general obligations.

An important aspect of the Sales Tax is that it allows (by state statute) the collection of sales tax on purchases made out of state, such as on-line sales. In Wagoner County, Use Tax funds E-911, Emergency Management, Economic Development Department, WCEDA, County Engineer, and Floodplain Administrator. It also funds administrative support to the courts, programs for juveniles, senior citizen centers and, the County Fair. Although the County collects the state sales 4.5% tax, these funds are passed through to the state for programs.

GOVERNANCE OBJECTIVES:

- a. Remain transparent and responsive in communication with County Staff, Commissions and Boards.
- b. Create forums and website subscriber lists that encourage public involvement and volunteerism.
- c. Work with and support the programs and activities of the Service Districts, Fire Districts and County Departments.
- d. Ensure adequate infrastructure, facilities, and emergency response personnel.
- e. Regularly review budget, expenditures and levels of infrastructure and service.



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CHAPTER SIX LAND USE AND ZONING



CHAPTER SIX SUMMARY

This Chapter describes the relationship of Land Use (text and map) with Zoning (text and map) It also discusses Subdivision Regulations and Design Guidelines. It provides recommendations for refinements of each.

MAJOR TOPICS

- Comparing Land Use and Zoning
- Recommended Land Use and Zoning Efforts
- Subdivision Regulations
- Design Guidelines
- Existing Condition
- Amendments and Updates
- Summary and Recommendations

CHAPTER SIX: LAND USE AND ZONING

The Wagoner Metropolitan Planning Area Master Plan, prepared in 1981, served as a framework for public and private decision makers. As a general statement of community aspirations, it was intended to achieve certain goals, including:

- *Creating a functional, healthful, and viable physical environment as a setting for residential and business activities in Wagoner County.*
- *Guiding the implementation of area-wide development policies.*
- *Bringing technical knowledge to bear on the decision-making process.*

The 1981 Plan included a focus on the City of Wagoner and provided information on existing Land Use within the City. The concept of 'Intensity' was a core framework in land use decisions; however, over time the original documents and mylars were lost or damaged resulting in a black & white copy which was difficult to read and nearly impossible to use for decision guidance. The concept was proposed for the purposes of:

- Accessibility of the land areas to the road system
- Ability of the land to undergo or accept development (soil type, floodplain, utility availability, surrounding land use, multi-modal transit)
- Proximity to amenities such as Ft Gibson Lake, existing development areas, urban centers, etc.

County-wide maps of flood-prone areas, soil constraints (including depth to bedrock),

prime agricultural land and existing land use were analyzed. The goals for the Plan as expressed by the Planning Commission were:

- Direct the development of various land use intensities in a manner to be most harmonious with the natural and man-made conditions.
- Encourage the preservation and enhancement of the natural resources and amenities of the planning area, particularly floodplain, soils and prime farmlands.
- Provide for a diversity of residential, commercial industrial, educational and recreational use.
- Resolve existing incompatible land use conflicts through the encouragement of appropriate residential, commercial and industrial land use patterns and mixes.

WAGONER COUNTY 2023-2035 seeks to address the goals expressed by the 1981 Plan, while benefitting from current mapping technology and information as well as the evolution in planning tools and techniques.

This Chapter is intended to address the relationship of the Comprehensive Plan (Land Use) with Zoning and to provide recommendations for refinement. It draws heavily from the policies of the existing Comprehensive Plan and the current Zoning Code.

One of the major components of the **WAGONER COUNTY 2023-2035** effort has been to propose revisions to the County's Land Use Map, with attendant revision to the Zoning Map as completed by Meshek and Associates in 2021. These two efforts are directly related to Comprehensive Plan and Zoning Text. Two Land Use / Intensity maps are being prepared, the Current Conditions map is based on current zoning and the Future

Intensity map is based on anticipated growth patterns through 2035.

The proposed **WAGONER COUNTY 2023-2035** Land Use and Zoning information has been prepared from a planning perspective, utilizing an approach standardized over time by the American Planning Association and community planners across the nation. This includes Land Use and Zoning categories. The Intensity Map has been prepared using Intensity Categories which are correlated by this Chapter to appropriate Land Use. *See Table 6.1.* Similarly, the 1981 Master Plan utilized Intensity Levels, comparing and correlating them to the to the approved Zoning Classifications from the 1981 Zoning Code.

Proposed revisions to the maps are based on the existing maps, as well as aerial photographs, in-field observations, discussions with County and stakeholders and anticipated growth.

EXISTING LAND USE:

The County's Land Use Map (not officially adopted) evolved over time, prepared as a joint effort between the Planning Department and the County Assessor's Office. "Land Uses" represented on that Map included:

- Unclassified
- Public Service Real Estate
- Turnpike Authority
- Rural Agriculture
- Urban Agriculture
- Rural Commercial / Industrial
- Urban Commercial / Industrial
- Rural Residential
- Rural Residential Platted
- Urban Residential
- Urban Residential Unplatted

EXISTING ZONING:

The Wagoner Metropolitan Area Planning Commission Zoning Code was originally adopted in 1981. It has been amended several times, the most recent being in 2023. The Text divides Land Uses into Districts:

- Agricultural
- Residential
- Parking
- Office
- Commercial
- Industrial

*As noted previously, the Zoning Designations previously included both the County and City of Wagoner, being under the jurisdiction of the Wagoner County Metropolitan Area Planning Commission. **WAGONER COUNTY 2023-2035** is limited to Intensity Designations and Zoning lying within the County, outside incorporated places.*

The Zoning Map for the County is a living document. Revisions take place as intensities change and corresponding land use is assigned. The 1981 Map was not revised until 2021 – zoning decisions had previously been recorded, filed, and tracked but not mapped.

LAND USE AND ZONING RELATIONSHIP:

A characteristic of a successful Intensity Map is to clearly identify Land Use goals at a glance. Many jurisdictions in the nation use Land Use as the basis of their Comprehensive Plan. The **WAGONER COUNTY 2023-2035** Proposed Land Use Intensities Map has been prepared using the concept of Intensity. Land Use Intensity colors are related to standardized American Planning Association (APA) Land Use colors to the greatest extent possible.

The updated Zoning Map has been prepared to accurately represent the districts as noted in the Zoning Code. The maps will be presented to the Board of Commissioners for adoption as part of this Comprehensive Planning Process.

The current Zoning Map may not, at this time, completely correspond with the Intensities Map. It is anticipated that individual parcel designations on the Land Use Intensity Map will be further revised over time as Staff includes it in daily work efforts. It will also be revised as zoning decisions are made. Note that the Zoning Map is required to conform to, and implement, the Land Uses allowed by the Intensity Map.

Some of the factors included in reviewing and recommending Land Use determinations include:

- Size of the project and proposed parcels
- Existing and proposed transportation system (streets, rail, air, ports, pedestrian, bikes, and public transit).
- Adjacent land uses.
- Rate and type of needed expansion.
- Natural physical factors such as topography
- Developmental challenges areas (soils and floodplains)
- Nuisances (odor, noise, light)
- Utility capacity
- Public Services

The Intensity Map, *See Figure 6.2*, represents the County's view for its future and provides a general guide for decisions regarding the location of a particular type of land use. The Zoning Map, *See Figure 6.4*, accompanied by the Zoning Text, identifies the particular zoning designation that has been assigned to implement the preferred Land Use Intensity.

The Land Use Intensity Map and the Comprehensive Plan text should reflect the goals, objectives, and policies of *WAGONER COUNTY 2023-2035* while acknowledging past policies and direction. The Proposed Land Use / Intensity Plan has been crafted to corresponds to the community profile in Chapter 2 and the Vision and Goals introduced in Chapter 3. It addresses the future use of all property within the County. It maintains the traditional agricultural / large lot feel of the County and it focuses higher densities toward the western portion of the County, near incorporated places and, near the Ft Gibson Lake. It identifies areas suitable for differing types of land use, establishing predominantly low intensity with and higher intensities where services are accessible and surrounding uses are compatible.

Zoning should be not only be compatible with the *WAGONER COUNTY 2023-2035* Plan, but also an implementation tool. As noted above, the Zoning Map in this plan update was prepared by graphically representing the results of the zoning approvals having taken place since 1981 to March of 2023.

New actions should be documented by revising the map. Over time, Staff can review the map for compatibility with the existing condition and with opportunities for new development. When a Land Use Change is approved, the Zoning Map should be changed to reflect it.



MAP DIFFERENCES
COMPREHENSIVE PLAN AND ZONING

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

The Land Use Intensity Map (provides the location of general, long range preferred uses grouped by Intensity. The Zoning Map, along with Zoning Code provides specific criteria and regulations for specific use categories and locations.

DEVELOPMENT REVIEW AND
MAP CHANGE PROCESS:

When Staff receives a request for new development or new use at a particular location, the first step is to review the Land Use Intensity map.

- a. If the request *is in conformance* with the Land Use Intensity Map (which contributes to achieving the objective of the Plan), the ***Zoning Map should be reviewed to verify that the two maps are in conformance***.
- b. When the Zoning Map is reviewed, the ***Zoning Text and Categories should be reviewed*** as well to ensure that the Zoning Map and Text are consistent and accurate.

If the request is not in conformance with the Land Use Intensity Map but may contribute to achieving the objective of the overall Land Use Intensity Plan, an amendment to the Land Use Intensity Map should be considered.

If it is found that the Land Use Intensity Map should be changed, an appropriate Zoning Category should be selected and the ***Zoning Map should also be changed***, reflecting the change to the Land Use Intensity Map. To the maximum extent possible, the Land Use Intensity Map and Zoning Map should be in conformance at all times. The Zoning Map

should reference the appropriate category from the Zoning Text.

At this point, the Zoning Map and the Zoning Code provide the development standards that will govern. These zoning regulations provide detailed information such as lot coverage, setbacks, parking requirements, and height restrictions.

Although it is rare, the County may initiate a Zoning Map Amendment if it can be shown that there is an inconsistency with the Land Use Intensity Map. ***The Zoning Map should conform to the Land Use Intensity Map.***

The County may also initiate a Comprehensive Plan or Land Use Intensity Map Amendment. If a change is contemplated, the Planning and Zoning Staff must be directed by the governing body to make a change, must issue public notice, with Public Hearings before both the Planning Commission and Board of County Commissioners, in accordance with state law..

INTENSITY LEVELS:

The Land Use Intensity Map indicates one of five Intensity Levels that is appropriate for a particular area of the County. Land Uses such as agriculture, residential, commercial, industrial or open space can correspond to these Intensity Levels, depending on the characteristics of the particular Use. These Intensity Levels are then further defined by particular zoning types. For example, a particular type of commercial Land Use *may* be appropriate for a particular Intensity category, a specific Zoning District *may be* appropriate. However, it does not guarantee that *all* uses allowed in a particular Zoning District are appropriate. To determine if a use is appropriate, the Staff, Planning Commission, and County Commissioners will review the request, the current zoning, the Intensity (Impacts) of the requested project and any

proposed rezoning of land prior to approving the request.

Some of the factors that affect Land Use Intensity are:

- Location
- Adjacent Uses
- Soils Types
- Drainage
- Transportation Routes
- Utilities
- Restricted development areas

Some of the Intensity Factors that can be considered include:

- Light
- Noise
- Odor
- Traffic
- Hours of Operation
- Utility Needs

LEVEL I INTENSITY AREA:

These are rural areas that lie within the FEMA Special Hazard Flood Area (SHFA) or any locally adopted flood maps that differ from that of FEMA Flood Insurance Rate Maps (FIRMS). This area also includes prime farm lands, extremely shallow depth to bedrock as reported by the United States Department of Agriculture (USDA) Web Soil Survey (WSS). The area is characterized by less than 1 dwelling unit per acre and are primarily residential single family or public recreational facilities. These areas should be sparsely developed because of the inherent hazard of flooding, septic limitations, and the desirability of keeping fertile croplands in agricultural production.

<i>LAND USE</i>	<i>FAR</i>
<i>Office</i>	830 SF/ACRE

LEVEL II INTENSITY AREA:

These areas are appropriate for residential development, typically at no more than 2 units

per acre (1/2 acre maximum residential density). Office buildings and neighborhood commercial business are compatible or potentially compatible, respectively.

<i>LAND USE</i>	<i>FAR</i>
<i>Office</i>	4900 SF/ACRE
<i>Commercial</i>	2700 SF/ACRE

LEVEL III INTENSITY AREA:

These lands are those which might act as transition between suburban and urban development and are generally found along collector and arterial corridors. These areas mostly are served by enclosed sanitary sewer rather than individual sewer or lagoon systems. Hard surfaced collector streets are present within predominantly within 1 mile of an incorporated place or abutting a collector street may be found appropriate. Smaller lots, townhomes, and mobile home parks are appropriate inside corporate limits or areas with planned annexations. Multi-modal transportation facilities, offices, and community level shopping may occur. Community level sports fields may be appropriate.

<i>LAND USE</i>	<i>FAR</i>
<i>Office</i>	11,700 SF/ACRE
<i>Commercial</i>	6500 SF/ACRE

LEVEL IV INTENSITY AREA:

These areas are served by infrastructure, predominantly within 1 mile of an incorporated place served by collector and arterial streets, clustered at intersections, and form nodes where community serving commercial can be found. May include mixed residential uses, commercial uses, and light industrial uses in coordination with a municipal annexation plan. Regional sports fields are appropriate. These uses tend toward noise, glare, odor and traffic. Land values tend to make residential uses an underutilization of the land.

LAND USE	FAR
Office	32,500 SF/ACRE
Commercial	25,000 SF/ACRE
Industrial	20,000 SF/ACRE

INTENSITY LEVEL V:

These areas may be appropriate for large scale commercial development including highway commercial usually served by arterial streets. Heavy industrial uses are appropriate with mitigation as well as high intensity commercial. The availability of rail, barge, and trucking access will encourage manufacturing job creation which would be a driver in increased areas of the County being planned for this intensity level.

LAND USE	FAR
Office	132,000 SF/ACRE
Commercial	95,000 SF/ACRE
Industrial	43,560 SF/ACRE

Consideration of modifications to the Zoning Code Bulk and Area Use Table may be required to synchronize the Floor Area Ratio (FAR) with the Comprehensive Plan.

SUMMARY AND TABLES:

The following summarizes the types of uses that are *Compatible* under the various Intensity Classifications.

Table 6.1

	ZONING INTENSITY				
	I	II	III	IV	V
<i>AG</i>	C	C	C	C	C
<i>RS7.5</i>	P	C	P	I	I
<i>RSMH7.5</i>	P*	P*	P*	I	I
<i>RS5</i>	P	C	P	I	I
<i>RSMH5</i>	P*	P*	P*	I	I
<i>RS2.1</i>	I	P	P	I	I
<i>RSMH2.1</i>	I	P*	P*	I	I
<i>RS0.5</i>	I	P	P	I	I
<i>RSMH0.5</i>	I	P*	P*	I	I
<i>RMH</i>	P*	P*	P*	I	I
<i>OFFICE</i>	P	C	C	P	P
<i>C1</i>	P	P**	C	I	I
<i>C2</i>	P	P**	C	P	I
<i>C3</i>	I	I	P	C	P
<i>C4</i>	I	I	P	C	C
<i>C5</i>	I	I	I	P	C
<i>I1</i>	P	P	C	C	P
<i>I2</i>	I	P	P	C	P
<i>I3</i>	I	I	I	P	C
<i>I4</i>	I	I	I	I	C

- C = COMPATIBLE
- P = POTENTIALLY COMPATIBLE
- I = INCOMPATIBLE
- ** = MAY REQUIRE CONDITIONAL USE PERMIT
- * = SURROUNDING LAND USE HIGHLY WEIGHED

RECOMMENDED LAND USE AND ZONING EFFORTS:

- Review “Intensity” definitions for commercial and industrial development to include items such as traffic generation, noise, odor, glare, etc. Evaluate FAR as standard for intensity.
- Provide specifics regarding methods to evaluate potentially appropriate uses on case by case basis.
- Identify areas of the county for a TOURISM overlay district to further define character and industrial impacts on the intended use.

- Create highway overlay districts for clarity on specific limits on intensities (increased commercial but reduced industrial for example.)

TABLE 6.2 LAND USE AND ZONING COMPARISON

LAND USE DESIGNATION	INTENSITY	ZONING TYPE	MIN LOT AREA (ACRES)	DU PER ACRE	MAX FAR
<i>Agriculture</i>	I	AG	10	0.1	N/A
<i>Residential Low</i>	II	RS & RSMH	5 – 9.9	0.2	N/A
<i>Residential Medium</i>	II (POTENTIAL)	RS & RSMH	0.5 – 4.9	2	N/A
<i>Residential High</i>	III	RS & RSMH	FUTURE DENSITIES - 0.5	2+	N/A
<i>Commercial Local</i>	I – III	C1	N/A	N/A	0.3
<i>Commercial Neighborhood</i>	I – III	C2, O	N/A	N/A	0.4
<i>Commercial Community</i>	III - VV	C3, O	N/A	N/A	10
<i>Commercial Highway Service</i>	III – V	C4	N/A	N/A	6
<i>Commercial Regional</i>	IV – V	C5	N/A	N/A	0.5
<i>Industrial Restricted</i>	I – II	I1	10	N/A	0.1
<i>Industrial Light</i>	II – V	I2	N/A	N/A	0.5
<i>Industrial Medium</i>	IV	I3	N/A	N/A	0.5
<i>Industrial Heavy</i>	IV – V	I4	N/A	N/A	0.5
<i>Open Space , Parks</i>	I & II	AG	10	N/A	N/A
<i>Community Recreation</i>	III	C3	N/A	N/A	N/A
<i>Regional Recreation</i>	IV	C4	N/A	N/A	N/A

SUBDIVISION REGULATIONS:

Subdivision regulation is the governmental control over the splitting of a parcel into smaller lots or 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 the parties responsible for financing capital improvements that are 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 reservation for future public use 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 County’s subdivision regulations should address:

- 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



DESIGN GUIDELINES AND REGULATIONS:

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 and allow 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 Wagoner County.

Regulations and guidelines are created by Resolution by action of the County Commissioners. Guidelines are recommendations and Regulations are mandatory.

EXAMPLE DESIGN ELEMENTS:

Structures

- Residential
- Commercial
- Industrial

Site

- Setbacks
- Parking
- Lighting
- Fencing

Landscape

- Type
- Quantity

Signs

This **WAGONER COUNTY 2023-2035 Update** recommends that Guidelines be evaluated as a basis for tourism and highway overlay districts. The Guidelines may also be helpful in preparing PD criteria.

EXISTING CONDITION

SUMMARY:

- Residential growth in the County continues to average approximately 500 to 600 units per year. The commensurate population increase would be between 1500 and 1800 persons per year.
- Residential growth continues to be subdivision growth, particularly in the western portion of the County.
- During the life of the Plan, it is anticipated that Higher Residential Intensity and Mixed-Use development will be located in incorporated places. As public services and infrastructure improvements become available, higher intensity development may be considered. At that time, additional PD review will be required to develop lots of

½ acre or less. The Land Use Intensity Map, Zoning Map and Zoning Code will be amended at that time.

- The traditional character of the County will be reinforced – agricultural use, recreational use and large lot residential development.
- Commercial development should occur along State Highway Corridors and at selected arterial street intersections.
- Local commercial development and industrial uses in agricultural areas may be permitted with additional project review.
- County subdivision regulations should be compatible with those that govern development within the Cities of Broken Arrow, Coweta and Wagoner. Steps should be taken to identify the areas (particularly in western Wagoner County) that require joint jurisdictional reviews.

EXISTING LAND USE DESIGNATIONS:
 A Comprehensive Land Use Intensity Map has been prepared based on standard Land Use Classifications. The Zoning Map includes previous zoning cases, dating back to 1981. The Land Use Intensity Map has been prepared to represent, to the amount possible, current zoning. It also provides recommendation for future Land Uses, based in large part on the concept of concentrating development intensity near incorporated places.

Land Use Areas Summary:

Wagoner County is approximately 591 square miles in size (377,600 acres). Much of the County’s land area is impacted by floodplain, 35%, and 45% of the total county area is designated by the USDA as prime farmlands.

Accordingly, a very large portion of the County’s total land area is designated low intensity. Although lower intensity commercial and industrial projects *may be allowed* in low intensity areas the majority of medium and

higher intensity residential, commercial and industrial areas are concentrated near incorporated places. Intensity Levels III - V in the unincorporated areas comprise approximately 4.2% of the County’s total land area.

Table 6.3

LAND USE TYPE	2023	
	Acreage	%
Agriculture	269,765.50	71.37%
Residential Very Low	6,470.17	1.71%
Residential Low	11,873.51	3.14%
Residential Medium	5,729.72	1.52%
Residential Medium High	1,922.78	0.51%
Residential High	44.19	0.01%
Commercial Light	82.70	0.02%
Commercial Local	92.00	0.02%
Commercial Neighborhood	98.60	0.03%
Commercial Community	47.00	0.01%
Commercial Highway Service	127.00	0.03%
Commercial Regional	1,005.50	0.27%
Industrial Restricted	98.10	0.03%
Industrial Light	921.10	0.24%
Industrial Medium	562.40	0.15%
Industrial Heavy	865.80	0.23%
Parks and Open Space	49,965.28	13.22%
Public Facilities	199.60	0.05%
Floodplain	131,328.20	34.74%

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 34.7% of total land area is included in floor-prone areas.

Vacant Land:

All lands in the County are designated with a particular use type and are zoned. However, not all are developed. Vacant land area is comprised primarily of undeveloped portions of agriculturally zoned parcels.

SUMMARY AND RECOMMENDATIONS:

WAGONER COUNTY 2023-2035 anticipates continued steady residential growth at or near historic norms. Medium and higher density residential growth will be clustered near existing incorporated places to utilize existing infrastructure and concentrate development intensity. This is in keeping with the goal of maintaining and emphasizing the historic agricultural, water, recreation, attract manufacturing to large parcels with multi-modal access, and low density residential character. It also anticipates commercial growth along major roadways, and at the proposed Turnpike interchange north of Coweta. Industrial growth will also be encouraged to be in close proximity to major roadways and near incorporated places although, separation from residential development in agricultural areas may be allowed with additional review. Use of a Planned Development (PD) for higher density near incorporated places as public service and infrastructure capacity become available.

The existing Land Use and Zoning Maps have been reviewed and updated. The *WAGONER COUNTY 2023-2035* effort has provided a Land Use Intensity Map to guide land use decisions and has been instrumental in preparing a Zoning Map that documents past

zoning cases. Updates and Amendments to Land Use and Zoning information should continue as staff time and funding allow.

A number of revisions have been recommended for the Zoning Map which 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. *WAGONER COUNTY 2023-2035* presents a development approach that should be reviewed and acted on during the horizon period. Much of that review will result in recommended actions that will be brought to the Planning Commission for decision.

<i>CONSTRAINT TYPE</i>	<i>2023</i>	<i>2035 ANTICIPATED</i>
<i>Floodway Flood Plain</i>	34.7%	34.7%
<i>Prime Farmlands</i>	45.7%	45.7%
<i>Significant Slope (+18%)</i>	9.8%	9.8%
<i>Total Gross Area</i>	55.5%	55.5%
<i>Total Developable Area</i>	44.5%	44.5%

In the short term (to 2025) the County should continue to review the Land Use Intensity Map as well as the Zoning Code and Zoning Map, taking time to familiarize Staff, the Planning Commission and the public with the inter-relationships. Also, the development process should be reviewed with the public frequently with online resources, videos, tutorials, and public meetings.

Growth is anticipated in the western portion of the County, in the area around the proposed Interchange and along 71st St. toward the

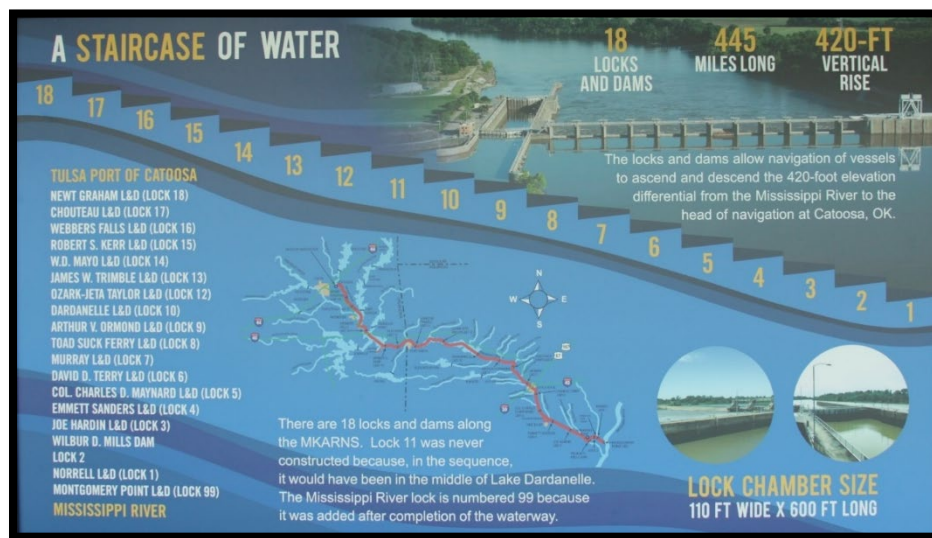


Verdigris River. Residential and Commercial Growth is anticipated around the Lake and to

some extent in the Porter area. Industrial growth will be encouraged along the MKARNS, railroads, and arterial roadways, including strong connection to the BlackFox industrial park, Tulsa Ports, Port of Muskogee, Oakley Port 33, and Port of Inola although floodplain sensitivities do exist.

As has been noted previously, the County does not provide sewer service. Rural Water Districts provide water with Rural District having the authority to provide sanitary sewer in some areas. Utility coordination between the county and provides is essential in developing an accurate picture of land use in the future.

Agreements should be created between Cities and the County regarding street improvements and items such as phased transition of responsibility for street and drainage construction and maintenance. Annexation planning, interlocal agreements, and partnerships on grant applications for public facility development is key to preparing a place for the future growth the County seeks.



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CHAPTER SEVEN RECREATION OPPORTUNITIES

CHAPTER SEVEN SUMMARY

This Recreation Opportunities Chapter provides comment regarding existing Wagoner County opportunities and recommendation related to potential for improvements during the planning period (2035).

MAJOR TOPICS

- Existing Condition
- Opportunities
- Existing Facilities
- Proposed Improvements
- Summary and Recommendations

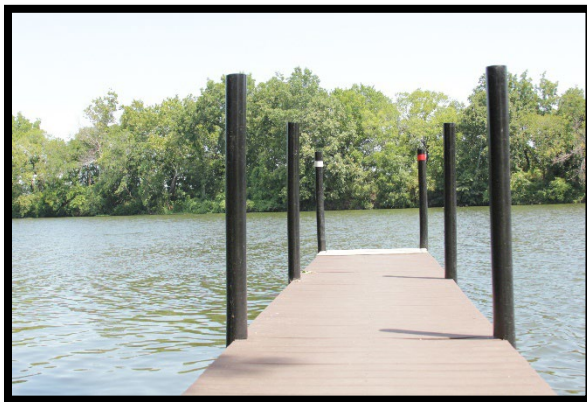


CHAPTER SEVEN: RECREATION OPPORTUNITIES

BACKGROUND:

Wagoner County leadership in present day agrees with the priorities of the leadership that commissioned the WMAPC and the 1981, Master Plan: "maintain a high quality of life in keeping with the natural environment." Benefits extend beyond the physical to include mental and emotional wellness of citizens while also "preserves and enhances the natural resources and amenities of the planning area particularly floodplains and prime farmlands." 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 2022, the health of individuals, particularly that of children has become an increasingly important issue in planning efforts across the nation. As evidenced by a range of studies cited by the American Medical Association, the Center for Disease Control (CDC) and the American Planning Association, 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 County. The National Parks and Recreation

Association recommends that all parks have some form of active and passive recreation within them. 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 and other social gatherings.



Park needs are typically based on population and the location of population concentrations. Over the past twelve years population in Wagoner County has increased consistently adding approximately 1,100 persons per year. Density appears to be concentrating to some degree in the west.

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. The 2023 Agency Performance Review indicates that leading agencies across the nation are currently averaging approximately 10.8 acres per 1,000 residents.

The 2020 Census shows Wagoner County population at approximately 80,981 persons.



NATIONWIDE AGENCY PERFORMANCE

Residents per park	2,287
Residents per playground	3,759
Trails (50,000 to 99,000 persons)	19 mi
Trails per County	36 mi
Full Time Employees per 10,000 residents	8.9

Source: 2023 National Parks and Recreation Agency Performance Review

Lake in eastern Wagoner County is a significant regional resource and can be considered as a core element of the County's recreation opportunities.

Grand Lake of the Cherokees with approximately 46,500 surface acres of water is approximately 1 ½ hours northeast (85 miles) both lakes are well developed with camping and barbeque facilities, launch ramps, swim beaches, skiing, and fishing. Overnight stay facilities are available.

County growth through 2035 is anticipated to be stable, increasing by approximately 7,500 persons, to a total of just under 90,000. Therefore, County Park needs would grow to approximately 900 acres.

Park and Open Space area accessed by non-vehicle means is an important element when providing adequate area for recreation area.

Besides Lake Ft Gibson and the Verdigris River, other boating, swimming, and fishing opportunities are located nearby. These include Lake Bixhoma (near Bixby), Skiatook Lake (35 mi northeast of Coweta, near Skiatook). Lake Eufaula to the south and Lake Oologah to the north are approximately 60 miles away.

EXISTING CONDITION

Wagoner County is rich in natural recreation opportunities, many of which are water oriented. Boating, fishing, swimming are all present in the lakes and river areas in the eastern portion of the county. Hiking, biking, hunting and horseback riding are also available.

Other outdoor opportunities include fruit picking and farmers markets.

These significant water bodies (as well as rivers in the County) are significant recreational resources whose potential has not been realized.

While these natural opportunities abound, on private, state or federal lands, formalized parks are present primarily in the Cities of Wagoner, Coweta and Broken Arrow as well as other incorporated places. Wagoner County operates one park site in the Toppers area near Lake Fort Gibson. It provides primarily rodeo and shooting opportunities.

SEQUOYAH STATE PARK:



REGIONAL RECREATION OPPORTUNITIES

Wagoner County is a gateway to lake recreation and camping to greater extent than might be generally recognized. Ft. Gibson

Sequoyah State Park is located at Lake Ft. Gibson, just east of the Wagoner County border in eastern Cherokee County. It is easily accessible via SH51. The State Park has over 19,000 surface acres of water (nearly 30



square miles) and 225 miles of shoreline. Beaches, camping, boating and hiking are available.

**CURRENT FACILITIES:
WAGONER COUNTY:**

MCCLELLAND-KERR:

The McClelland-Kerr Wildlife Management Area (WMA) lies adjacent to the navigation channel of the same name and encompasses an area over more than 7,900 acres. Located along the navigation channel, the area is mainly river and bottom land habitat with scattered agricultural fields. Game Species such as deer, turkey, quail, dove, waterfowl and fur bearers are present as are catfish and black bass.

PARKS:

There are more than 15 recreation areas near water bodies in eastern Wagoner County. The majority of these facilities provide water access for boating, kayaking, fishing and swimming. They also provide campsites and picnicking. Some have play equipment. Levels of improvement and bathroom facilities vary. Also, levels of maintenance vary. *See Figure 7.1*

These parks include:

- Afton Landing (Fed)
- Blue Bill Public Use (Fed)
- Bluff Landing (Fed)
- Channel View (Fed)
- Coal Creek Recreational Area (Fed)
- Dam Site Campground (Fed)
- Flat Rock Creek Public Use Area (Fed)
- Fort Gibson Wildlife Management Area (Fed)
- Goodhope Ramp Public Use Area (Fed)
- Jackson Bay (Fed)
- McClellan Kerr WMA (Fed)
- Pecan Park Rec Area (Fed)
- Sequoyah Bay State Park (State)
- Stroud Lake Camp (Fed)
- Tulahassee Loop (Fed)
- Taylor's Ferry Recreation Area (Fed)
- Wahoo Bay (Fed)

Whitehorn Cove Use Area (Fed)

JEAN-PIERRE CHOTEAU HIKING TRAIL:

In 1796, Jean-Pierre Chouteau established a trading post along the Grand River. This post eventually became the City of Salina. Chouteau was a part of a family of fur traders and was a friend of the Osage Nation. In the early 1800's the French established a trading center at Three Forks, the confluence of the Verdigris, Arkansas and Neosho (Grand) Rivers. From this Three Forks location, goods could be loaded onto barges and boats which would use the Arkansas River to access markets in the east.

This Jean-Pierre Chouteau hiking trail is a 59 mile trail, located largely along the alignment of the Verdigris River and the McClelland-Kerr Navigation Channel. Many believe that portions of this alignment were used historically by Native Americans moving their furs to market.



The trail, on USACE lands established as part of the MKARNS opened in the early 1980's, not too long after the navigation channel opened in 1971. At one time the trail included more than 15 bridges many of which are now in disrepair.

Currently, the trail (in various conditions of repair), is open for public use on an at-your-own risk basis. The Jean-Pierre Chouteau Trail provides a superior opportunity for hiking, biking and equestrian use, potentially becoming a backbone element of the Wagoner County trail system. A 1.5 mile section at the Ft. Gibson



trailhead is easily accessible and in good condition. *See Figure 7.2*

SUMMARY AND RECOMMENDATIONS:

Water oriented, large scale parks and recreation space are the norm for the County, coupled with open space for hiking, hunting and outdoor activities. Some of the launch areas include parks, picnicking and play equipment.

Smaller scale playground-oriented parks, urban-style parks with formal landscaping, and tot-lots / kiddie parks are examples of those that are potentially not a priority for the County to pursue given the travel distance to most sites. Regional Sports Fields, equestrian facilities, rodeo grounds, and shooting ranges (archery and firearms) are examples of the types of facilities that are appropriate.

Water oriented and open space recreation should be promoted.

- There is an economic development opportunity related to Lake, Trail, and Open Space Recreation that should be recognized. Significant potential exists for water and open space oriented tourism, both facilities and equipment. This element should be a main component of the character of Wagoner County.

A County-wide network of trails should be created.

- As reported in respective planning documents, the Cities of Wagoner, Coweta, and Broken Arrow are moving toward trail systems that connect parks, and elements of their communities. These systems are also proposed to connect into the INCOG GO Plan which provides trails throughout the Tulsa Metropolitan

Region. Wagoner County trails can be a key piece in a Region-wide system. These trails should include space for hiking, biking and equestrians. Dirt bikes in specific areas should be considered similar to that which is found in NW Arkansas. Use of Safe Routes to School Funds in coordination with sidewalk and trails efforts should be explored.

REGIONAL PARKS AND RECREATION APPROACH.

- Each community has its own “niche” and its own facilities to share with the Region as a whole. These improvement and use of these facilities should be coordinated to provide all levels and types of park service. Easy access for each should be a priority. As noted above, Wagoner County’s strength is open space and large-scale water oriented uses.

AGRITOURISM SHOULD BE ENCOURAGED

Agritourism is a growing industry in Oklahoma. The Oklahoma Department of Agriculture, Food and Forestry Agritourism Program provides organization and leadership for Agritourism throughout the state. Some examples include: Hunting, Trail Riding, Corn Mazes, Country Stays, Vineyards and Wineries (with wedding venues compatible with the Home Occupation rules of the Wagoner County Zoning Code), Farm to Table opportunities, Petting Farms, Pumpkin Picking, Farm to Ranch Attractions, U-Pick opportunities, Christmas Trees, Farmers Markets and Mead, Wine and Jams Jellies Trails.

As a significant agriculture producer in the state, Wagoner County is well suited to leveraging its existing agricultural pursuits into tourism attractors. This is in keeping with the preferred character of the county.



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CHAPTER EIGHT ANNEXATION POLICY AND PROCESS



CHAPTER EIGHT SUMMARY

The issue of annexation is anticipated to be of increased importance during the remainder of the decade. With continued growth in the western portion of the County the cities of Broken Arrow and Coweta will continue to expand. An emerging trend may be new residential growth in the southeastern portion of the County, near the incorporated places of Porter, Okay, Redbird and Tullahassee supports rebirth and expansion. This Chapter focuses on annexation from the County's perspective. It focuses on reasons to support annexation which include ability to provide infrastructure and tax revenue opportunities. The discussion will include the location and size of suggested annexation and the timing of the annexation.

CHAPTER EIGHT: ANNEXATION POLICY AND PROCESS

ANNEXATION:

Annexation (the expansion of City Limits into previously unincorporated area) is initiated by an incorporated place via their governing body. The State of Oklahoma outlines clearly the options that municipalities have when seeking annexation in Title 11 O.S. Chapter 21: 101 – 115. According to this title there are two principle annexation methods when area is adjacent and contiguous to city limits:

- Written consent of property owners and population, 65% and 25% respectively
- Annexation without consent
 - Requires a 10 year municipal services extension plan that includes, but is not limited to, water, sewer, fire, and law enforcement

Wagoner County includes six incorporated places that are totally encompassed by the County and three incorporated places that have land area in neighboring Counties: Broken Arrow, Bixby and Fair Oaks. *See Figure 1.2.* Incorporated places that lie wholly within the County include: Wagoner, Tullahassee, Okay, Porter, Redbird, and Coweta.

During the horizon period of this Comprehensive Plan it is anticipated that Coweta and Broken Arrow will have the highest likelihood of seeking to annex. Coweta and Broken Arrow have recently updated their comprehensive plans, documenting their goals for the future. Wagoner County and Broken Arrow has formed a committee for the purpose of investigating a new planning commission

and discussions about annexation plans have taken center stage as they seem to result in the most goal attainment between the two entities.

Coweta will consider annexation between the current city limits and the Muscogee Turnpike as outlined in their Coweta 2030 Comprehensive Plan. The Plan also recommends annexation east from the City, between SH51 and the Muscogee Turnpike to the point where SH51 and the Turnpike intersect. The goal is to include areas for potential income generating land, partially in the areas of sales tax and jobs development.

It should be noted that the majority of area around Coweta is currently and will be continued to be served by Rural Water Districts (RWD) #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 municipal efforts toward annexation must be coordinated with the Service Districts and Wagoner County. Potential utility related revenues will be impacted by jurisdictional hierarchies. *See Figure 10.1.*

New areas for residential growth of less than one half acre should be considered for annexation primarily to ensure development densities that attract job creators and commercial development organically. At a minimum, joint City / County construction and subdivision standards should be considered for all development within one mile of an incorporated place. Area to the north toward Broken Arrow and along 71st Steet is considered for future annexation in the joint Broken Arrow and Wagoner County committee mentioned earlier. As part of this evaluation, the area included in the “fence line” is being evaluated, particularly by the City of Coweta, as a potential reduction in responsibilities as their focus turns more internal.

ANNEXATION:

OBJECTIVE	STRATEGIES	TYPE	TIMEFRAME	LEADERSHIP
STRATEGICALLY INITIATE				
ONE	a. Promote orderly and efficient development	Policy	On-going	Planning Commission & Partner Cities
	b. Implement County density policies (phased)	Policy	On-going	Board of County Commissioners
	c. Protect environmental resources such as water quality from stormwater runoff	Policy	On-going	Planning Commission
	d. Optimize economic development incentives such as tax benefits	Policy	On-going	Wagoner County Economic Development Authority
	e. Evaluation should include technical support and data such as market research, tax analysis and traffic analysis	Policy	On-going	Wagoner County Economic Development Authority
	f. Encourage Incorporated Places to annex – locating density there	Policy	On-going	Planning Commission & Partner Cities
	g. Review “fence lines” and coordinate with a proposed annexation	Policy	On-going	Partner Cities
ANNEXATION SHOULD BE COOPERATIVE				
TWO	a. Discussions should include all parties including the annexing jurisdiction, development interest, infrastructure and service providers, landowners, residents, agricultural interests	Policy	On-going	Planning Commission & Partner Cities
ANNEXATION SHOULD BE BENEFICIAL TO ALL PARTIES				
THREE	a. Benefits and costs should be balanced to amount feasible	Policy	On-going	Partner Cities
	b. Ensure consistent and compatible development	Policy	On-going	Planning Commission & Partner Cities
	c. New development should participate in infrastructure development and maintenance	Policy	On-going	Planning Commission & Partner Cities

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CHAPTER NINE HOUSING and NEIGHBORHOODS



CHAPTER NINE SUMMARY

As the County moves toward 2035, the number of homes, and the number of neighborhoods will increase. In fact, residential growth has strongly accelerated in western Wagoner County in the last five years. This Chapter focuses on the County's preferred approach to residential land use and the ways that growth can be accommodated, given the current availability of infrastructure.

That approach includes maintaining a large lot single family feel and strengthening existing neighborhood while, allowing opportunity for a variety of quality housing types and densities affordable to the County's residents through encouragement of municipal annexation. As additional infrastructure and services become available, more dense development will be considered in unincorporated areas. The preferred approach supports appropriate locations for residential growth as a means to attract goods and service providers. All residential development in

MAJOR TOPICS

- Residential Land Use
- Existing Condition

Wagoner County should reflect the County’s family feel and agricultural history.

CHAPTER NINE: HOUSING AND NEIGHBORHOODS

RESIDENTIAL LAND USE:

Residences are spread throughout the County, primarily large lot in nature and being more than 2.5 acres. A significant number of small lots and manufactured homes are located in the area of Lake Ft. Gibson. The availability of lots less than ½ acre and multi-family housing is limited, in large part due to the amount of sewer infrastructure available. The majority of residential development is located in the west (Growth District), and east (Lake District). The central portion of the County is primarily impacted by floodplain. See Figure 1.3.



OVERVIEW:

American Community Survey (ACS 2019) estimates that over 85% the County’s housing stock has been built since 1970. Approximately three and one-half percent of homes were built prior to 1950 with 11.1% built from 1950-1970, 73.1,% were built between 1970-2010, and 18.6% built between 2010-2021. Approximately 49% of housing in the County is less than 30 years old. As a general rule, housing construction in the County has historically averaged 40 – 50 units per month.

- There are 33,486 housing units in the County. 30,502 of those are occupied

WAGONER COUNTY MEDIAN HOME VALUE

\$0 to \$50,000	5.4%
\$50,000 to \$99,000	9.2%
\$100,000 to \$149,000	13.6%
\$150,000 to \$199,000	20.20%
\$200,000 to \$299,000	27.0%
\$300,000 to \$500,000	18.7%
\$500,000 and Above	1.9%

Source ACS 2020 DP04

(91.1%). Of the currently occupied units, 79.9% are occupied by owners, 20.1% are occupied by renters.

- By comparison, 2010 Census data indicated 28,905 total units with 25,576 occupied (88.5%). 83.1% of those were occupied by owners with 16.9% occupied by renters.
- 82.0% of all housing units are single-family detached units, 6.7% are attached in groups of 1 to 20+ units. 11.2% of homes in the County are mobile homes. Therefore, approximately 20% of County residents live in a housing type that is not detached single-family residential.
- 70.2% of homes have either two or three bedrooms. Another 21.8% have four (4) bedrooms. The percentage of four bedroom homes has increased since the ACS 2019 estimates – from 19.6% to 21.8%.

- As noted above, historical County home building averages 40 to 50 units per month. In the decade of the 2020's the average has been 46, to date. Wagoner County also historically experiences a steady rate of turnover and resident relocation. 55.4% of units have been newly occupied since 2010 with only 10% of units have been occupied by the same residents since 1990. Nationwide, the average length of homeownership is approximately 8 years and 1 month.

Source: 2019 ACS Estimates Census Table DP04-2021



HOME VALUES AND SALES:
The 2017–2021 American Community Survey (ACS) Estimate for Median (mid-point of all

values) Home Value in the County is \$171,000. Median Home Value in the City of Broken Arrow is \$179,800 and the City of Coweta is \$145,900.

The 2023 Zillow Average Home Value in Wagoner County is \$252,780, an increase of 5.6% in the last year. The median sale price to list price is 99%, 20.2% of sales are above list, 55.5% of sales are below list and median days to pending sale are 15.

Redfin and Rocket Homes information from June 2023 indicates that sales rates may be slowing slightly (average sales up to 30 days). They also indicate slightly above 1/3 of sales prices being at or under list with slightly below 30% above list. Overall, housing value in 2023 continues to be strong. As the FED increases interest rates on mortgages it is anticipate that sales will slow resulting in some housing market stagnation. This is combated regionally by coastal exodus to areas of the country with more affordable living such a Wagoner County.

MARKET VALUES

LOCATION	January 2015	January 2020	\$ Increase	% Increase	April 2023	\$ Increase	% Increase
Wagoner County	\$146,875	\$174,893	\$28,018	19.0%	\$252,780	77,887	30.8%
Coweta	\$141,868	\$172,999	\$31,131	21.9%	\$243,898	70,899	29.1%
Broken Arrow	\$158,750	\$185,167	\$26,417	16.6%	\$263,019	77,852	29.6%
Wagoner	\$83,420	\$104,316	\$20,896	25.0%	\$150,721	46,405	30.8%
Tulsa County	\$123,620	\$153,752	\$30,132	24.4%	\$222,459	68,707	30.9%

Source: Zillow Home Value Index, April 2022

As can be noted above, Median Home Value and Market Value are increasing at an accelerating rate. This may be helpful to existing homeowners but may make it difficult for buyers to enter the market.

MONTHLY HOUSING COSTS:
Government agencies such as the US Bureau of the Census and the Federal Reserve Bank of St. Louis (FRED) consider housing costs

exceeding 30% of gross income (mortgage/rent, utilities, insurance, and taxes) as generally being burdensome.

- In Wagoner County, the number of Burdened Households has been on the decline since 2011 where 25.7% of households were identified as burdened. That number shrank to 20.22% in 2021.

- 2021 ACS estimates show that 9,493 units do not have a mortgage. This is 31.1% of total occupied units in the County.
- Of those with a mortgage, 19.2% have Selected Monthly Owner Costs (SMOC) between \$500 and \$999 per month. SMOC includes mortgage, taxes, insurance, and utilities. 44.0% are between \$1,000 and \$1,499 per month.
- Of those who rent, 8.7% of households have gross rent of between 30% and 35% of income while 30.6% pay rent that exceeds 35% of income. 29.7% pay less than 20% of gross income while 30.9 pay between 20% and 30% of gross monthly income.
- For owner occupied units paying a mortgage; 55.5% pay less than 20% of their gross income. 20.7% pay between 20% and 30% of their monthly income.
- For those who rent, 50.3% pay more than 30% of gross income with 35.4% paying 35% or more.

Source: ACS 2021 1 Year Estimates, Table DP-04

RESIDENTIAL BUILDING ACTIVITY



In Wagoner County, as noted above, residential construction has traditionally

stayed relatively stable. New home construction averaged just over 40 units per month, jumping to 63 per month in the 2000's. Since 2020 the monthly average has been nearly 46.

Currently, there more than 300 lots in the mapping process that are being readied for single-family home construction. No multi-family have been built since circa 2012 and there are no current building permit applications for multi-family units. Homes in the County are currently remaining on the market for an estimated average of between 16 and 32 days.

From 2019 through the first half of 2023, 3,500 residential permits have been approved. These include new “stick built” housing and mobile homes. Housing growth can be evaluated in one of two ways: One is by Commissioner District and one, as noted in Chapter 1, is by Growth District.

During the period from 2019 through March of 2022, permits for 26.25% of all units applied for have been in Commissioner District 1, 18.5% have been in District 2 and 55.25% have been in District 3. *See Figure 1.2* By comparison, approximately 70% of permits have been applied for in the Growth District with the remaining 30% spread between the Lake Areas and Agricultural areas. *See Figure 1.3.*

OVERALL PERMIT ACTIVITY:

Building permits, housing starts, and sales tax producers are traditional indicators of economic health. Wagoner County has been in the top three jurisdictions in the Tulsa metropolitan area for home starts as reported by New Orders Weekly. In the period of January 1, 2023 – August 5, 2023, Wagoner County had reported 214 starts with only Broken Arrow and Tulsa ahead at 264 and 330 respectively. There have been multiple

times in the last 5 years where Wagoner County has been number one.

“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 snapshot of life in the households of the County. Housing Characteristics are listed from most prevalent to least prevalent, below *See Figure 9.1.*

- (7,8,9,10) “Green Acres” (25.3%, 20,497 persons) 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, growing vegetables 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.
- (15) “Southern Satellites” (18.7%, 15,125). 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.
- (3,4) “Up and Coming Families“ (14.8%, 11,981) Up and Coming Families is a market in transition—residents are younger and more mobile than the

previous generation. They are ambitious, working hard to get ahead, and willing to take some risks to achieve their goals. The recession has impacted their financial well-being, but they are optimistic. Their homes are new; their families are young. And this is one of the fastest-growing markets in the country.

- (21) “Traditional Living” (7.3%, 5,933) 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.
- (17,18) “Rooted Rural” (5.8%, 4,693) This group enjoys time spent outdoors, hunting, fishing, or working in their gardens. Indoors, they enjoy watching television with a spouse and spending time with their pets. When shopping, they look for American-made and generic products. These communities are heavily influenced by religious faith and family history.
- (13) MiddleBurg” (5.6%, 4,571): 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.

- (6) “Down the Road” (5.6%, 4,567) Almost half of householders live in mobile homes; more than two-fifths live in single-family homes. These are young, family-oriented consumers who value their traditions. Workers are in service, retail trade, manufacturing, and construction industries, with higher proportions in agriculture and mining, compared to the US.
- (20) “Small Town Simplicity” (5.4%, 4,346) This group includes young families and senior householders that are bound by community ties. The lifestyle is down-to-earth and semirural, with television for entertainment and news, and emphasis on convenience for both young parents and senior citizens. Residents embark on pursuits including online computer games, renting movies, indoor gardening, and rural activities like hunting and fishing. Residents keep their finances simple—paying bills in person and avoiding debt.
- (16) “Salt of the Earth” (4.5%, 3,631: 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.
- (11) “Comfortable Empty Nesters” (3.6%, 2,913): 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.
- (19) “Senior Escapes” (3.45, 2,724) These areas are highly seasonal, yet owner occupied. Many homes began as seasonal getaways and now serve as primary residences. Nearly forty percent are mobile homes; over half are single-family dwellings. Nationwide, about half are in unincorporated and more rural areas. Nearly one-fifth of the population is between 65 and 74 years old. Residents enjoy watching TV, going on cruises, playing trivia games, bicycling, boating, and fishing. They are very conscious of their health and buy specialty foods and dietary supplements.

HOUSING AND NEIGHBORHOODS

OBJECTIVE	STRATEGIES	TYPE	TIMEFRAME	LEADERSHIP
MAINTAIN EXISTING CHARACTER AND ENCOURAGE A VARIETY OF HOUSING TYPES, DENSITIES AND PRICE RANGES				
ONE	a. Simplify land use categories and coordinate them with the Zoning Code	Action	Mid	Planning Commission
	b. Mixed use may (ultimately) occur in the area of the new Turnpike Interchange near Coweta, near existing infrastructure and within one mile of an Incorporated Place. Develop Overlay District	Action	Mid	Planning Commission
	c. Consider the creation of Sewer Districts in the Lake Area to serve existing residential development	Action	Long	Planning Commission
	d. Explore the potential for a Regional Sewer District to serve neighborhoods in Porter, Okay and Redbird	Action	Long	Planning Commission & Cities
	e. Evaluate standards for new manufactured homes	Policy	Short	Planning Commission
	f. Explore the use of a Planned Development process to provide standards of quality for mixed density development. Include methods of providing infrastructure.	Action	Mid	Planning Commission
ACHIEVE AN INTEGRATED RESIDENTIAL EXPERIENCE THAT MINIMIZES NEGATIVE IMPACTS FROM ADJACENT USES AND BLENDS INDIVIDUAL DEVELOPMENTS				
TWO	a. Ensure that land use planning decisions protect the established character of existing neighborhoods. Proposed densities and intensity of use should be compatible	Policy	On going	Planning Commission
	b. Promote new residential growth in areas that are adjacent to existing development to maximize use of existing public systems such as utilities, fire protection, schools and parks	Policy	On going	Planning Commission
	c. Evaluate impacts between new development and existing land uses such as agriculture, commerce and industry	Policy	On going	Planning Commission
	d. Work to integrate higher intensity uses such as commercial uses and higher density development, per Land Use and Zoning Maps. Project review should	Policy	On going	Planning Commission

	pay particular attention to parking, lighting and hours of operation.			
	e. When neighborhoods near each other, compatibility should be emphasized. Consider home orientation at neighborhood edges, minimize inter-neighborhood traffic impacts, coordinate entry design and neighborhood identification signage	Policy	On going	Planning Commission
	f. When density and intensity are appropriate, ensure separate access for multi-family housing, churches, commercial sites and similar to minimize new traffic impacts to adjacent neighborhoods	Policy	On going	Planning Commission
PRIORITIZE NEIGHBORHOOD SAFETY				
THREE	a. Minimize through-traffic in neighborhoods	Policy	On-going	Planning Commission
	b. Discourage the location of new residential units that front on arterial or collector streets	Policy	On-going	Planning Commission
	c. Prioritize lighting and visibility for County Sherriff and Emergency Response personnel	Policy	On-going	Planning Commission
	d. Include Sherriff's Department in project review to build a sustainable, positive law enforcement presence.	Action	Short	Planning Commission
	e. Ensure adequate lighting and sidewalks within a neighborhood and at the perimeter. Connect to an overall trail system when possible	Policy	On-going	Planning Commission
	f. Support neighborhood watch and patrol organizations	Policy	On-going	Board of County Commissioners
	g. Work with Fire Departments to obtain funding for "windshield surveys" of neighborhoods and adjacent open space	Action	Mid	Planning Commission
	h. Ensure adequate line size and number of hydrants in new and existing developments	Action	Short	Rural Water Districts
	i. Utilize principles of Crime Prevention Through Environmental Design (CPTED)	Policy	On-giong	Planning Commission
ENCOURAGE HOUSING ATTRACTIVENESS, PRIDE OF OWNERSHIP / TENANCY AND PROTECT PROPERTY VALUES				

FOUR	a. Facilitate community involvement to develop solutions for housing and neighborhood challenges	Policy	On-Going	Code Enforcement
	b. Work with Wagoner County Economic Development to study and adopt programs and incentives to renovate and redevelop older neighborhoods	Action	Long	WCEDA
	c. Encourage owners and residents to maintain the appearance and aesthetics of neighborhoods	Policy	On-Going	Code Enforcement
	d. Encourage positive neighborhood identification and attractive entry signage	Policy	On-Going	Code Enforcement
	e. Encourage homeowners to rehabilitate and maintain historic character of older homes	Policy	On-Going	Building Inspection
	f. Enforce adopted Building Codes, Flood Plain Management Regulations and Property Maintenance Codes	Policy	On-Going	Building Inspection
	g. Explore opportunities to provide curb, gutter and sidewalk in existing older neighborhoods such as the Lake Area	Action	Short	Planning Commission
	h. Subdivisions of Land and Land Use shall conform to Zoning Code and Subdivision Regulations	Policy	On-going	Planning Commission
	i. Utilize PD's for mixed density and mixed use development, particularly in areas within one mile of Incorporated Places and Tourist Areas	Policy	On-going	Planning Commission
NEW RESIDENTIAL DEVELOPMENTS SHOULD INTEGRATE WITH THE NATURAL ENVIRONMENT				
FIVE	a. Develop residential areas with careful attention to natural features such as creeks, significant vegetation and animal species including	Policy	On-going	Planning Commission
	b. To minimize groundwater impact, all residential units should be served by a Sanitary Sewer System if available. Septic systems may be used on lots over ½ acre in size.	Policy	On-going	Planning Commission
	c. Flood plain buffers should be identified and enforced to protect new homes and neighborhoods from flood damage	Action	Mid	Floodplain Administrator

d. Residential development should minimize grading to the amount possible.	Policy	On-going	County Engineer
e. New residences and neighborhood access should minimize impact to highway corridors	Policy	On-going	Planning Commission



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CHAPTER TEN INFRASTRUCTURE, FACILITIES and PUBLIC SAFETY



CHAPTER TEN SUMMARY

This Chapter provides information on the providers of available water, sewer and storm drain infrastructure that is available in the County today. Solid Waste hauling and disposal is also addressed. The Chapter also addresses County Facilities and Public Safety Services, including Sheriffs, Volunteer Fire Departments and ambulance providers.

MAJOR TOPICS

- Infrastructure
- Water Supply, Distribution, and Storage
- Sewage Treatment
- Storm Drainage
- Public Safety

Recommendations for the future are included. Street improvements, although infrastructure, are addressed in Chapter 12, Transportation.

CHAPTER TEN: INFRASTRUCTURE

INFRASTRUCTURE:

Water is provided in Wagoner County by a number of Rural Water Districts and municipalities. Sanitary Sewer is provided by Wagoner County RWD #4 and municipalities inside of their corporate limits. Age, location, capacity, and cost of maintenance and improvements are some of the critical components that impact continuation of service by these Districts. As has been discussed previously, the ability to provide infrastructure and treatment is a primary factor in the County's policy regarding development.

WATER SUPPLY AND DISTRIBUTION

Safe potable water in adequate supply, combined with efficient treatment and distribution are key to supporting new development and attracting new business and construction.

The eleven water providers in Wagoner County derive their water from the Verdigris River and Lake Ft. Gibson. Municipal providers are Porter via purchase from City of Muskogee, Tullahassee via purchase from Porter, Redbird via purchase from RWD#5, Okay via purchase from City of Muskogee, City of Broken Arrow, City of Wagoner, and City of Coweta. **See Figure 10.1.**

Rural Water Districts and municipal providers receive permits from the Oklahoma Department of Environmental Quality (ODEQ) and in most cases the United States Corps of Engineers (USACE) to draw water from rivers, lakes regulated by USACE. The Oklahoma Water Resources Board (OWRB) provides training and financial support to drinking

water providers state-wide. Any proposed development must coordinate with the appropriate Rural Water District and must obtain a “will serve”



letter prior to gaining project approval from Wagoner County. Staff has a working relationship with each District.

Development pressure specifically on RWD#4 is forcing an increased level of water purchasing during the summer from surrounding providers. The treatment plant for RWD#4 may not be keeping up with demand and it is recommended that a study be conducted across this district and others to ensure that future development projections are being accounted for.

SEWAGE TREATMENT

Although safe water is a significant key to growth, the primary growth maxim has traditionally been that “growth follows sewer”. Currently, Rural Water District #4 is the only District in unincorporated Wagoner County that provides sewer via a mechanical treatment plant.

Proposed Lake Area Sewer Improvement Districts:

As has been discussed previously, the lakes area of the County is largely developed with small lots (5000 or 6000 sf) developed with mobile or manufactured homes. development in the lake areas began in the 1950s following the construction of the Ft. Gibson dam. These lots and units are served by septic systems that pre-date current industry standards for percolation rates and capacity. ODEQ passed a regulation in 1974 that required 22,500SF of land area for traditional or aerobic individual septic systems. All previously platted lots are “grandfathered” by ODEQ to be developed if the septic system can

physically fit onto the lot. Many septic systems around the lake range from 50 -75 years in age.

Therefore, the concept of the Independent Sewer District is being investigated by County leadership. An Independent Sewer District can be formed when residents of the unincorporated area of the County petition the County Commissioners to form an Ad Valorem taxing authority to provide sewer services. *See Figure 8.1.*

OTHER UTILITY PROVIDERS

Wagoner County has no role in providing utility services. So unincorporated areas are provided electricity, natural gas, communications, or propane services with a variety of providers. Refer to Chapter 2 for the full list.

Summary:

The large majority of the County is served by individual septic systems. Portions of the County in the west are served by Wagoner County Rural Water District 4. Wagoner County Rural Water District 9 has the rights to provide sewer if they choose to expand in their jurisdiction.

The area at the Lake is largely developed with small lots and manufactured homes. Most lots are not large enough to provide adequate leach fields for lateral lines or sprinkler fields for aerobic systems to satisfactory percolate. Potential drainage into the lake is a growing concern as existing systems continue to age.

To sustain growth in the future, a comprehensive program to provide sanitary sewer should be established. Providing sanitary sewer in the Lake Area should be a priority.

HEALTH FACILITIES

Wagoner County offers two clinic locations, one in Wagoner and one in Coweta.



State of Oklahoma Department of Health providing educational programs in Acute Disease Service (analysis, investigation, education), Children and Family Health (a range of offerings from car seat safety to breast feeding and safe sleep for babies), Chronic Conditions (such as cancer, asthma and diabetes), Community Outreach (including community development, minority health, rural health development) , Data and Reports and, Injury Prevention.

PUBLIC SAFETY

WAGONER COUNTY SHERIFF'S DEPARTMENT

The Wagoner County Sherriff's Department ideal staffing level includes:

- Sheriff
- 4 Administrators
- 5 Lieutenants
- 4 Investigators
- 1 K9 Deputy
- 21 Patrol Deputies
- 7 Reserve Deputies
- 7 Office Personnel
- 12 dispatchers (5 funded by Sheriff Department Budget; remaining 7 funded by E911)

This ideal staffing of the department would provide the unincorporated areas with slightly



more than 1.4 officers per thousand residents. This ratio is not a great metric to determine adequate coverage. Ultimately each area is unique and levels of crime vary. There is a relationship between crime levels and law enforcement response certainly but also other factors in the environment result in crime. Many metrics are related to cities where the total coverage area is significantly smaller than Wagoner County which is a full 591 square miles with many areas geographically separated such as Yonkers on the east of Ft. Gibson Lake and Stone Bluff SW of the Arkansas River. Analysis into these topics will not be covered in this plan.

The actual department staffing as of August of 2023 includes a reduction of patrol deputies from 21 to 7. There are 9 deputies in the training pipeline.

The sheriff's department is funded in part through sales tax, \$866K in 2023 which is 8% of the overall revenue. The sheriff's department also has a service fee that resulted in revenue of \$544K in 2023, a Commissary fund, and funding for Courthouse Security. Principally though, the Sheriff's department is funded through the General Fund which resulted in \$3.3M in 2023.

Discussion with Department representatives indicates that major crimes reported in 2022 in unincorporated areas include:

- Murder – 1 reported
- Rape – 18 reported

- Robbery – 5 reported
- Felonious Assault – 76 reported
- Simple Assault – 279 reported

The Violent Crime Rate is 2.25 per 1000 people. During calendar year 2022, a deputy was dispatched for service 35,266 times. Data and call type and response time has been request by E911 but as of August 2023 the data is still being mined.

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

- Constantly seek solutions to improve response times
- Provide adequate jail facilities that have the capacity and safety for required detainment of citizens
- Always dispatch deputies with the latest and safest technology and equipment
- Keep needed vehicles in good working order
- Create a professional environment with competitive benefits to recruit and retain competent and effective personnel

WAGONER COUNTY FIRE SAFETY

Fire Safety is accomplished in Wagoner County through the joint efforts of 16 Fire Districts. These Districts are formed in one of three ways: City Fire Departments, Title 11; Corporate & Charitable Departments, Title 18; Ad Valorem Departments, Title 19.

Title 11 Departments are subject to the governing body of the incorporated place with which they are associated. These include: Broken Arrow, Coweta, Okay, Red Bird, Tullahassee, Okay, and Wagoner.

Title 18 Departments are incorporated as a charitable & corporation for the purpose of

providing either a volunteer or full time Fire Department for an unincorporated area or place. They are considered an agency of the State of Oklahoma for the while performing fire protection services. They are funded by fees paid by members and non-members and are governed by a Board of Trustees who establish the Bylaws under which they operate. These include: Flat Rock, Taylor Ferry and Toppers.

Title 19 Departments are also deemed a political subdivision of the State of Oklahoma and are formed by the voters in a defined area, requesting that an election be held to determine whether or not a Fire Department should be established. These Departments are governed by a Board of Directors who serve six year terms (staggered), voted on yearly by the residents of the Fire District. Three Directors serve although the Board may increase its size to five. These Districts include Oak Grove, Rolling Hills, Stone Bluff and Whitehorn Cove. They are funded by special assessment of Ad Valorem tax, typically at no more than 7mills per dollar although it can be as high as 10 mills, if approved by the voters.

Because Wagoner County is such a large area to serve, these 16 Districts share services and personnel through cooperative agreements, mutual aid agreements and inter-local arrangements. The goal of these Departments is to protect life and property by providing efficient and effective services that include fire prevention, public safety education, and emergency services delivery. Levels of



offerings vary depending on the size of the Department. The Departments also offer new and existing fire code construction inspection, and they enforce code compliance.

AMBULANCE AND 911

Ambulance Services in unincorporated Wagoner County is provided by the municipalities closest with the first availability. Each municipality has a service area and interlocal agreements for shared responses. Wagoner EMS covers the eastern half of the county with two ambulances and crews available full time. Additional units can be put in service as staffing affords. The Coweta Fire Department also serves as the primary EMS provider for the central portion of the County. Staffing two full-time ambulances able to response to any emergency medical call. City of Broken Arrow responds into Wagoner County frequently and even the Muskogee County EMS provides response when they are first available.



Ambulance Services are intermittent and have lengthy response times, though specific data from the County 911 Computer Aided Dispatch (CAD) system has not been provided to determine actual times. This data has been requested and will be included in a minor update to this plan. The Board of County Commissioners have established an Ad Hoc Ambulance Committee in order to seek the expansion of Emergency Services in the County. A recent State House Bill 1967 met the Legislature for a 1% sales tax County option increase for Emergency Medical Services. The measure did not pass in 2023, but renewed effort statewide to support the measure is ongoing for 2024. Other options

include a Title 19, 522 Ad Valorem funding Ambulance Service; this is plan B.

SUMMARY:

By 2035 it is anticipated that County population may be somewhat over 100,000 persons, an increase of approximately 25,000 . The number of vehicles and deputies should increase accordingly. Development of higher density residential areas should be considered in conjunction with the County's ability to provide law enforcement, ambulance services, and the Fire Department's ability to serve.

Any expansion of Fire Departments to maintain levels of service will be at the discretion of decision of the appropriate Department (16 total). This may require

additional personnel, facilities, and personnel. The increase to the number of structures may be a larger impact than the increased in population. The increase in the number of structures will require additional equipment, not only for the structures themselves to but to address the increased exposure to natural open space.

Equipment needs can be estimated in part by estimating the increased number of units and commercial floor area.



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CHAPTER ELEVEN TRANSPORTATION



CHAPTER ELEVEN SUMMARY

The purposes of this Transportation Chapter are to: Provide an overview regarding the existing highway and arterial street system in the County; comment on other potential transportation infrastructure; introduce current road improvement projects; recommend improvements to 2035.

MAJOR TOPICS

- Major Street Classifications
- ODOT Rural Classifications
- Existing Condition
- Anticipated Roadway Improvements
- Recommendations
- Additional Transportation

CHAPTER ELEVEN: TRANSPORTATION

The Board of Commissioners is responsible for the County Highway system as delegated by ODOT.

As noted previously, Wagoner County typically averages construction of 50 homes per month, totaling approximately 500 to 600 per year, focused primarily in the western portion of the County. This rate of growth is anticipated to continue throughout the Plan Period.

Increased residential and tourist interest in the Lakes Area is anticipated, industrial growth in areas along the Verdigris River (Port of Inola and Port 33) is expected, commercial growth is actively being sought and promoted at the new turnpike and State Highway 51 interchange, and increased residential density is expected as cities expand their corporate limits. These growth trends must be met with strategic transportation planning efforts.

Wagoner County 2023-2035 identifies anticipated trends, makes comment, and provides a recommended approach to address the potential impacts of the anticipated growth. Currently the existing system satisfactorily addresses anticipated levels of traffic outside the incorporated places.

STORM DRAINAGE

Natural drainage in Wagoner County flows toward the Arkansas River, Verdigris River and Ft Gibson Lake (Grand River). This includes rainwater from “impervious” surfaces such as roofs, roadways, and parking lots during storm events. The goal of an effective storm drainage system is to protect life and property from flooding and erosion. The storm system is also part of the transportation system. Wagoner County has 102 bridges in the bridge inventory. The Board of Commissioners are responsible for the serviceability of these

bridges and tasks the County Engineer to manage the bridges, develop programming for bridge repairs and replacements. Since 2018 nine bridges have been replaced with 14 currently programmed for replacement in the next five years.



Any effective transportation system should:

- Support desired land use with adequate access and proper street design.
- Optimize the use of highways, arterial and local streets
- Coordinate all modes of transportation:
 - business oriented (truck, with potential connections to rail, port, and air)
 - personal vehicles
 - visitor oriented (connection from Interchange to recreation opportunities in the County)
 - Pedestrian (core commercial places)
- Provide recreational trails and access locations

Wagoner County is served by a network of State Highways and Arterial Streets. *See Figure 1.4.* This network provides good access from west to east and from north to south in the east and west.

Traffic congestion, collisions, and similar may occur in areas where the density and intensity

of land use exceeds the designed carrying capacity of the street. Transportation planning and access control is a key role for the County Engineer.

MAJOR STREET CLASSIFICATION:

Wagoner County utilizes Federal Highway Administrations (FHWA's) Functional Classification Map as the basis for the Major Streets and Highways Map (MSHP). The Functional Classification Map places traveled ways into categories by level of improvement and capacity. *See Figure 11.3.*

A historical focus of the County Commissioners' work effort, has been to provide infrastructure for vehicular traffic. As staffing and funding permit, an MSHP should be continually updated for the County, focusing on and providing for anticipated levels of vehicular traffic, based on anticipated growth and present data. The MSHP, as part of a plan should include items such as:

- Goals and objectives that represent Wagoner County's infrastructure goals
- Reference current and desired street functional classifications and design standards
- Designate County roadways per the adopted functional classifications
- Link street classifications to the allocation of development intensities
- Traffic counts throughout the County, including accident rates and dangerous intersections
- Identification of nodes or gathering places in order to provide sufficient access planning
- Pedestrian and bicycle systems
- Discussion and provision for youth and senior oriented transportation
- Funding goals

ODOT RURAL FUNCTIONAL CLASSIFICATIONS

In 1993 the Federal Highway Administration (FHWA) approved revisions to the National Functional Classification System of rural areas. The latest amendment was approved in 2022 to alter functional classification of 273rd East Avenue adjacent to the anticipated turnpike interchange. In order to qualify for most federal funding opportunities, the roadway and bridge structures are required to be functionally classified as a collector or arterial roadway; additionally, functional classification is a tool for local agencies in the areas of planning, organizing, assigning jurisdictional responsibility and cost allocation. Local jurisdictions work with FHWA to develop a classification based on anticipated growth.

Functional Classification is the process by which highways are grouped into classes according to the character of service that they are intended to provide. They serve traffic generators and attractors such as incorporated places, businesses, farms, homes, schools and recreation areas are examples.

There are several categories of rural road types:

- Principal Arterials
- Minor Arterials
- Major Collector
- Minor Collector
- Local Roads

PRINCIPLE ARTERIALS:

- Interstate Routes
- Non-Interstate Principal Highways

MINOR ARTERIALS: These Arterials are the base for a rural network, having the following characteristics:

- Link larger incorporated places and other generators such as large resorts that are

area capable of attracting travel over longer distances. These Arterials form an integrated system that forms interstate and intercounty service.

- Are spaced at intervals based on population density
- Provide relatively high overall traffic speeds with minimum interference to through traffic

MAJOR COLLECTORS:

These generally serve travel that is primarily intra-county on which predominant travel distances are shorter than on Arterials, regardless of volume. Moderate speeds are typical.

- Provide service to any County seat not on an arterial route, to larger incorporated places not directly served by the higher systems and to other traffic generators such as consolidated schools, shopping, county recreation areas, mining, and agriculture
- Link these places to larger incorporated places
- Serve the more important inter county travel

MINOR COLLECTORS:

- Spaced at intervals, consistent with population density, to collect traffic from local roads and bring all developed areas within a reasonable distance of a collector road
- Provide service to remaining smaller incorporated places

LOCAL ROADS:

- Serve as primary access to adjacent land
- Provide service to travel over relatively short distances as compared to collectors or other higher systems



EXISTING CONDITION:

Wagoner County is crossed by several Principal Arterials and Minor Arterials which provide connection through the County west to east and north to south. The Primary west to east connectors are the Muskogee Turnpike, SH51 and 51B while the Primary north to south connectors the Creek turnpike, SH72, SH 69 and SH16. *See Figures 1.4, 11.3.*

Current right-of-way (ROW) width for many roads in the County is the statutory 49.5' for the Muskogee Creek Nation and the statutory 33' for the Cherokee Nation. One impact of the existing ROW width is that sidewalks and bike lanes are difficult to fit in that width. All public utilities, by state law, are allowed in the ROW which is also another challenge when roadways require widening, resurfacing, or multi-modal transformation. The need for drainage along the streets further impacts the ability to create a comprehensive roadside trail system. Wagoner County has taken steps to control utility installation by hiring a ROW coordinator in an effort to put utilities at a depth and width to prevent relocation when road widening is required.

ODOT provides traffic count information throughout the County. INCOG also provides traffic data utilizing satellite and GPS technology for member jurisdictions. This data is publicly available and can be obtained by each organization website.

The County Engineer is managing several projects focusing on traffic counts, roadway condition, traffic collisions, and functional classification to prioritize programs for programming for an eight to ten year period. Data will be utilized to promote an initiative for funding to the people of the county in the near future.

Anticipated Roadway

Improvements:

See Figure 11.4

A number of the County's existing traveled ways have been highlighted for future improvement – based upon anticipated growth types and the amount of growth, represented by the ODOT Functional Classification Map. However, it must be noted that roadway expansion is complex and costly.

Factors to be considered in roadway expansion include, cost of ROW acquisition, drainage control, utilities requiring relocation, and existing development, particularly that development without a large setback.

Anticipated roadway expansion includes:

NORTH OF MUSCOGEE TURNPIKE:

- 273rd East Avenue from East 21st Street South to the northern boundary of the County. This provides good access to and from the anticipated interchange at the Muscogee Turnpike.
- East 71st Street South as Major Collector extending east to East 353rd Street South
- 353rd East Avenue as Major Collector North from SH51 to intersect East 71st Street South
 - This provides additional access into eastern Broken Arrow from the intersection of SH 51 and the Muscogee Turnpike
- The City of Broken Arrow is contemplating the improvement of

East 71st Street South to the Verdigris River with discussion regarding a bridge across the River. This is also of interest to the Port Authority. Connection to Elevator Road (S 220 Road) is also being discussed as a long range improvement .

- 305th East Avenue from East 101st South to the Wagoner County Line in the north. This provides additional access to SH 412 which will soon be converted to an Interstate Highway, ODOT is currently in the strategic planning phase for this transition.

SOUTH OF SH 51:

- 191st Street South from SH 64 in the west to SH 72 in the east. This provides improved access between Haskell, Bixby, and Coweta.

WAGONER COUNTY STREET CLASSIFICATIONS

TYPE	DESCRIPTION	MINIMUM RIGHT OF WAY	MINIMUM PAVING
<i>Freeway</i>	Limited access multi lane facility designed to carry large volumes of traffic safely, quickly, and smoothly and long distances	Per ODOT or OTA Standards	On
<i>Principal Arterial</i>	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	36 feet 2 12' travel lanes 6' bike lanes
<i>Minor Arterial</i>	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	28 feet 2 11' travel lanes
<i>Major Collector</i>	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	28 feet 2 11' travel lanes
<i>Minor Collector</i>	Streets which collect and distribute traffic from residential streets to arterial streets. Low speed traffic movement with access as major factor.	60 feet	28 feet 2 11' travel lanes
<i>Local Roads</i>	Streets with primary function to provide access to residential property.	50 feet	28 feet 2 11' travel lanes

Comments:

Generally speaking, the 1981 Master Plan anticipated an emerging grid system with higher intensity nodes at section line intersections in the western and west central portions of the County. High intensity development was projected along SH51. The current concept focuses on improving existing primary circulation routes, focusing commercial development there.

The *WAGONER COUNTY 2023-2035* concept anticipates:

- Continued growth south of 101st Street South in the area between Broken Arrow and Coweta. This growth will be largely accommodated by currently proposed improvements.
- New growth along 71st Street South to the Verdigris River

- New growth between 71st Street South and the Muskogee Turnpike, west of S 305th E Ave
- Additional development near Lake Ft Gibson
- Potential for single family development near Okay

Primary goals of the 2035 Transportation Concept include:

- Creating roadway capacity for developing areas
- Linking the 71st Street Corridor across the Verdigris River to Elevator (S 220) Road, providing connection to the BlackFox Plant and potential Industrial Properties along
- Providing additional access to and from the Muskogee Turnpike at S 273 E Avenue.
- Providing access north near Fair Oaks to the US 412

Recommendations to 2025:

(As noted above, significant growth is anticipated south of 101st Street between Broken Arrow and Coweta. This area is being addressed by currently proposed street improvements. See Figure 11.4)

- *Work with Broken Arrow to begin design to connect 71st Street S to the Creek Turnpike via 273rd E Ave*
- *Work with Broken Arrow to begin design to extend 71st Street S to the Verdigris River*
- *Evaluate Whitehorn Road for improvement to the Lake*
- *Build proposed connection, E 60th St N from SH16 to US69*
- *Build proposed connection S 273rd E Ave north to County border*
- *Work with USACE to evaluate Jean Pierre Choteau Trail for improvements and re-opening*

Recommendations 2025 - 2030:

- *Prepare design for improvement of S 305th E Ave from 71st north to the County border (US 412) and south to the Muskogee Turnpike*
- *Prepare design for improvement of S 353 E Ave from E 71st to SH 51 (Sports Complex & County Fairgrounds proposed location)*
- *Begin design for Wagoner County Line Road, 193rd East Ave for capacity expansion*
- *Begin design and seek funding for Stone Bluff roadway expansion, 191st Street, between SH72 and SH64*

Recommendations (2030 - 2035)

- *Begin construction of E 191st Street S from US 64 to SH 72*
- *Begin design E 201st Street S from Porter to US69*
- *Begin design S 401st Street E (Old Porter Road) SH51 to SH51 B*
- *Improve S 305th E Ave from 71st north to US412 and south to Muskogee Turnpike*
- *Improve S 353 E Ave from E 71st Street S to SH51 (Sports Complex & County Fairgrounds proposed location)*
- *Improve 193rd East Avenue*

ADDITIONAL TRANSPORTATION

Two alternative means of transportation are available in Wagoner County and should be evaluated for potential methods to increase their value. These include the Hefner-Easley Airport and the McClelland Kerr Navigation system. There are also two additional airports, one at Whitehorn Cove and the other at Rogers county-line on SH69.

The Hefner-Easley Airport is located just one mile to the east of Wagoner along highway 251C, close to Lake Ft Gibson. The airport is equipped with a single, asphalt runway that is 3,405 feet long and 60 feet wide. The airport also has a lounge with restrooms. With dusk to dawn lighting, the airport provides convenient air transportation to residents and visitors.

Improvements include a gated hangar access, a self-serve fueling station for Wagoner Flying Club members, extended runway and taxi way, and improved navigation lights.

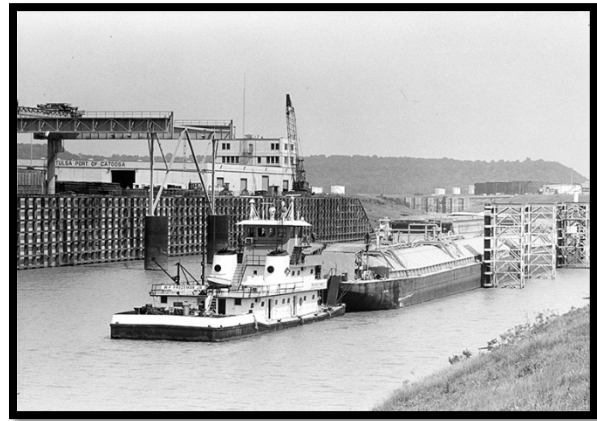


The airport is currently leased by the City of Wagoner from the U.S. Army Corps of Engineers. Wagoner County should explore the potential to partner with the City to provide needed improvements such as paved access to the hangers and a paved parking lot and to advertise the airport as access to the County's nearby recreation potential. As part of the process, car rental companies

should be contacted to discuss the potential for airport service.

The McClelland Kerr Transportation Channel provides barge access to the Gulf of Mexico. Two Ports in particular are easily accessible from Wagoner County, Oakley's Port 33 just east of where S 305th E Ave meets US 412 and Port of Dunkin, just north of SH 51 accessed from Elevator Road. The potential for movement of goods should be made known to create support for the funding process.

Tulsa's Port of Catoosa is located approximately 5 miles north of the Wagoner County boundary (US 412). It is easily accessed via the Creek Turnpike.



The County is crisscrossed with railroads. These corridors are great routes of commodity transportation. There is also some passenger transit. The rails, ports, and roadways are great assets for economic development and supply chain movement.

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CHAPTER TWELVE ENVIRONMENTAL RESPONSIBILITY, HEALTH AND YOUTH



CHAPTER TWELVE SUMMARY

The Chapter focuses on the natural setting in and around the City, primarily related to development suitability. It also includes recommendations regarding expansion related to growth.

MAJOR TOPICS

- Environmental Sustainability
- Environmental Characteristics
 - Topography and Drainage
 - Soils
 - Structures
 - Septic Systems
 - Local Roads and Streets
 - Prime Farmland
- Recommendations

ENVIRONMENT, SUSTAINABILITY

Wagoner County encompasses nearly 600 square miles of rolling terrain punctuated and draining into three rivers, Grand River (and Ft. Gibson Lake), Verdigris River, and the Arkansas River. Large portions of the County are blessed with natural vegetation and soils suitable to successful agriculture as evidenced by substantial growth of cotton in first half of the Twentieth Century. Flood prone areas in the County are prominent. *See Figures 9.3 and 12.1.*

ENVIRONMENTAL CHARACTERISTICS

The following is a brief overview of some of the significant factors that may impact development. New development should be located whenever possible in areas that do not include significant natural constraints.

Topography and Drainage:

The topography of Wagoner County is primarily gently rolling. As has been noted previously, three primary drainage ways are present, those being the Arkansas River in the south and west, The Verdigris River in the central portion of the County and Ft. Gibson Lake in the east. Several floodplains from tributaries to the rivers and lakes mentioned cross the county creating natural resources and development challenges. Two examples are Coweta Creek in western County which drains to the Arkansas River and Adams creek which drains to the Verdigris River.

Drainage ways and low-lying areas limit development area and create drainage challenges.

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 (NRCS) 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 County tend to be a challenging mix of prime farmland and shallow depth to bedrock or reduced percolation ability. They are generally categorized as being appropriate for residential construction with potential challenges related to road construction and performance of septic tanks. The USDA Web Soil Survey (WSS) is a great tool for conceptual evaluation.

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, bedrock or a cemented pan interfere with installation. Subsidence interferes with installation and maintenance.

The majority of the County is as “Very Limited” for septic system installation and use. *See Figure 12.6.* “Very limited” indicates that the soil has one or more features that are unfavorable for the septic tanks. The limitations generally cannot be overcome without major soil reclamation, special design, or expensive installation procedures. Poor performance and high maintenance are likely.

This condition was one of the factors considered in the October 2022, decision by the Commissioners to limit new residential

development to lots that are over ½ acre in size. Should Sanitary Sewer become available (most likely through a Rural Water District or Improvement District) this decision will be reconsidered.

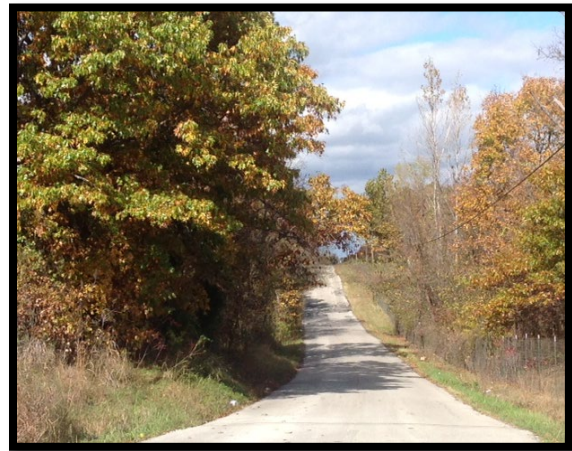
It should also be noted that this soil condition is present near Ft Gibson Lake an item of potential concern given the small lot size in that area.

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.

The majority of the County 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. Areas designated as “Somewhat limited” are also present, scattered throughout the County. Wagoner County Commissioners and road crews are well acquainted with the limitations of the soils in the County as well as

the methods to construct and maintain successful arterial and local streets. Anticipated maintenance costs for new streets should be a consideration when evaluating new development proposals. *See Figures 12.7.*



Prime Farmland:

Prime Farmland is defined by the USDA NRCS as being land that has the best combination of physical and chemical characteristics for producing food, feed, forage, fiber, and oilseed crops and that is available for these uses. It also has the combination of soil properties, growing season and moisture needed to produce sustained high yields of crops in an economic manner.

RECOMMENDATIONS: ENVIRONMENT, SUSTAINABILITY

Wagoner County 2023-2035 documents an approach to growth that maintains and builds from the historic character, culture, natural beauty and recreational resources of the County. As has been previously discussed, the preferred development approach is to limit new residential growth to lots of more than ½ acre until infrastructure and services to support additional growth have been

established. New growth in the County should:

- Protect and enhance creeks, vistas, vegetation, and prime farmlands
- Integrate with and support responsible growth and development

HEALTH:

Health in the United States is becoming an area of increased concern. This is also true for Oklahoma in general and for Wagoner County. Support through recreational development for active lifestyle is a cause that is popular among citizens.



Health is not only physical. It includes the Mental and Spiritual portions of human life. As the County endeavors to build on its historical

values of character, open space, recreation, agriculture and natural resource protection it should also endeavor to support health in a holistic context. There are no barriers in the Zoning Code for Churches to be developed in the County. The Board of Commissioners understand the value of spiritual health and the Judeo-Christian origins of our great nation. Creating avenues of development that promote the nuclear family, traditional two parent households, opportunities to work, to study, to worship, and recreate is a goal.



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APPENDICES

The following provides reference to the significant sources of information used to inform the document. While some sources have been directly quoted, others have been summarized. All have impacted and were used to create the **WAGONER COUNTY 2023-2035** document.

MAJOR TOPICS

- Sources
 - Demographics
 - Agriculture
 - Parks
 - History
 - Infrastructure
 - Schools
 - Finance
 - Traffic
 - Zoning
 - Other

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- Wagoner County Geographical Profile ACS 2021 2021 Table S0101
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- Commuting Characteristics by Sex: Table S0801 ACS 5 Year Estimate 2010
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- Poverty Status Last 12 Months: 1701 ACS 1 Year Estimate 2010
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- Employment Status: Table S2301 ACS 1 Year Estimate 2021
- Children Characteristics: Table S0901 ACS 5 Year Estimates 2010
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- U.S. Census Bureau Quick Facts Wagoner County July 1, 2019
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- Wagoner County Detailed Profile: www/city-data.com/Wagoner_County-OK
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