

A Comprehensive
Plan for the City of
Guthrie, Oklahoma



The Guthrie Plan

Prepared by
RDG Crose Gardner Shukert
Town Planners
Omaha and Des Moines

2002

Acknowledgements



The authors gratefully acknowledge the friendship, support, and commitment of the citizens of Guthrie. We dedicate this plan to them with best wishes for a great future of the city. We would like to express special gratitude to the Mayor, City Council, and their staff for their support, insight, and assistance. We also thank the Planning Coordinating Committee for their hours of work, matched only by their supply of insight and good ideas. We appreciate the efforts of these people and others who joined the process of developing this plan.

Mayor

Jon Gumerson

City Manager

Joseph Portugal

City Council

Grant Aguirre

Robert Davis

Walter Chambers, Jr.

Randy Foster

Brad Morelli

Jason Murphey

Plan Coordinator

Melody Kellogg

Director of Community Development

Ronnie Ford

Director of Municipal Services

Glenn Hayes

Planning Commission

Ed French, Chair

Doug Hehn

Ralph Galbraith

Rene' Spineto

Charles Smith



Introduction



Chapter 1
A Profile of Guthrie



Chapter 2
A City of Distinctive Quality



Chapter 3
Growth and Land Use



Chapter 4
An Urban Design Program



Chapter 5
Housing for Guthrie's Future



Chapter 6
A Balanced Transportation System



Chapter 7
A Quality Park and Recreation System



Chapter 8
Quality Public Services

A PLAN FOR GUTHRIE INTRODUCTION



Guthrie is a city of rich history and unusual quality, Oklahoma's first capital and a city that combines superb architecture with a distinctive natural environment. The Guthrie Plan is designed to provide a comprehensive vision of the city's future, based on taking community actions that will take advantage of the community's special assets.



Guthrie's initial growth during the late nineteenth and early twentieth centuries was based on its central role in the settlement and early governance of Oklahoma. This role, reinforced by the presence of the Santa Fe Railroad, was formalized by the designation of the city as Oklahoma's territorial capital and, for three years, the capital of the State of Oklahoma. Capital status gave building in Guthrie a quality of civic importance and aspiration, resulting in its superb architecture that remains one of the city's greatest assets. After the relocation of the capital to Oklahoma City, Guthrie continued to grow at a slower rate, reaching its population peak in 1920. Since that peak, the city's population has fluctuated along with the economic health of local industries. In 2000, Guthrie's population of 9,925 made up only about 29% of Logan County's population, down from a peak of 51% in 1960. During the same time, Guthrie has grown significantly in area.

Yet today, Guthrie also finds itself on the cusp of significant opportunities for growth. The northward expansion of urban development in the Oklahoma City metropolitan area has brought major development to the edge of Guthrie. The city's combination of direct Interstate 35 access, a major regional airport, and the Burlington Northern & Santa Fe Railroad mainline presents substantial economic development opportunities. Finally, the city offers present and prospective residents a unique combination of historic architecture and lake environments. These unique assets can lead to a resurgence of growth in Guthrie if properly managed and marketed.

Indeed, taking advantage of growth opportunities is especially important to Guthrie, which covers over 17 square miles of area within its municipal limits. Taking advantage of land resources can improve the efficiency of city services, and take better advantage of existing facilities. A decreased marginal cost of basic services allows the city to afford community features that in turn make it more competitive at attracting residents and businesses.

Guthrie completed its last comprehensive plan in 1977, in a very different planning environment. Today's city represents a place mobilized to take advantage of substantial opportunities. Some of the specific priorities of this current Plan for Guthrie include:

- The need to capitalize on growth potential and environmental attributes in ways that encourage growth while maintaining and conserving community quality.
- The need to establish strong centers for economic development, diversifying the city beyond its current specialty retail and general service base.
- The need for development of the road network necessary to unify the city and provide better access between the north and south sides of the city.
- The issues of aging infrastructure and housing stock within the historic community.
- The need to take advantage of the city's unique attributes and lakes, creating a quality of life that can make Guthrie a place of choice in the Oklahoma City metropolitan area.

This plan is designed to respond to the new opportunities presented to the city in the 21st century.

■ ROLES OF A COMPREHENSIVE PLAN

This comprehensive development plan for Guthrie has two fundamental purposes. The first provides an essential legal basis for land use regulation such as zoning and subdivision control. Secondly, this

comprehensive plan presents a unified and compelling vision for a community – derived from the aspirations of its citizens – and establishes the specific actions necessary to fulfill that vision.

• *The Legal Role*

Communities prepare and adopt comprehensive plans for legal purposes. Cities adopt zoning and subdivision ordinances to promote the “health, safety, morals, and general welfare of the community.” Land use regulations such as zoning ordinances recognize that people in a community live cooperatively and have certain responsibilities to one another. These regulations establish rules that govern how land is developed within a municipality and its extra-territorial jurisdiction.

However, a city may not adopt land use ordinances without first adopting a comprehensive development plan. The basis for this is the premise that land use decisions should not be arbitrary, but should follow an accepted and reasonable concept of how the city should grow.

The Guthrie Plan provides the ongoing legal basis for the city’s continuing basis to regulate land use and development. It establishes the general distribution of land use in the city and establishes criteria to guide decision makers in considering future growth directions and proposals.

• *The Community Building Role*

Guthrie’s comprehensive development plan has an even more significant role in guiding the growth of the community. This plan establishes a picture of Guthrie’s future, based on the participation of residents in the planning of their community. This vision is particularly crucial at this time in the community’s history. Beyond defining a vision, the plan presents a unified action program that will implement the city’s goals. Indeed, the plan is designed as a working document that both defines the future and provides a working program for realizing the city’s great potential.

■ **THE COMPREHENSIVE PLAN: APPROACH AND FORMAT**

The comprehensive plan takes a thematic and goal-oriented approach to the future development of Guthrie. The plan considers eight key areas of concern to the city, corresponding to its most important strategic development and investment issues. The traditional sections of a comprehensive plan, such as land use, housing, infrastructure, and transportation, are interwoven, enabling the plan to tell the story of the city’s future development and presenting an integrated vision of the city’s growth.

The eight chapters are:

1. A Profile of Guthrie

This chapter considers demographic and economic variables in Guthrie, and includes forecasts of the city’s future population.

2. A City of Distinctive Quality

This chapter examines the character of Guthrie and the forces that created the city’s urban pattern. It uses this character to establish a vision of the future community and to establish development principles designed to bring about that future.

3. Growth and Land Use

This theme addresses growth projections and needs for Guthrie and establishes directions for the city’s future growth and development. The theme takes the position that managed growth can produce the greatest economic and qualitative benefits for the city. It also provides a framework by which decision-makers can evaluate and act on individual land use issues.

4. An Urban Design Program

In Guthrie, with its strong attraction to outside visitors, good design is clearly tied to the city’s economic health. This section addresses community design issues, and establishes guidelines and policies

Approach and Format

needed to maintain the character of a unique community.

5. Housing for Guthrie’s Future

This theme examines the housing and neighborhood conditions in Guthrie and presents a coordinated housing and community development policy for the city.

6. A Balanced Transportation System

This theme considers transportation and street systems and relates mobility needs to other development objectives. It considers strategic transportation system improvements and policies for strengthening non-automobile modes of transportation in the city.

7. A Quality Park and Recreation System

This theme describes Guthrie’s parks and recreational facilities. It presents improvement plans for new and existing parks and trails, to be integrated into the City’s growth, housing, and regional tourism efforts.

8. Quality Public Services

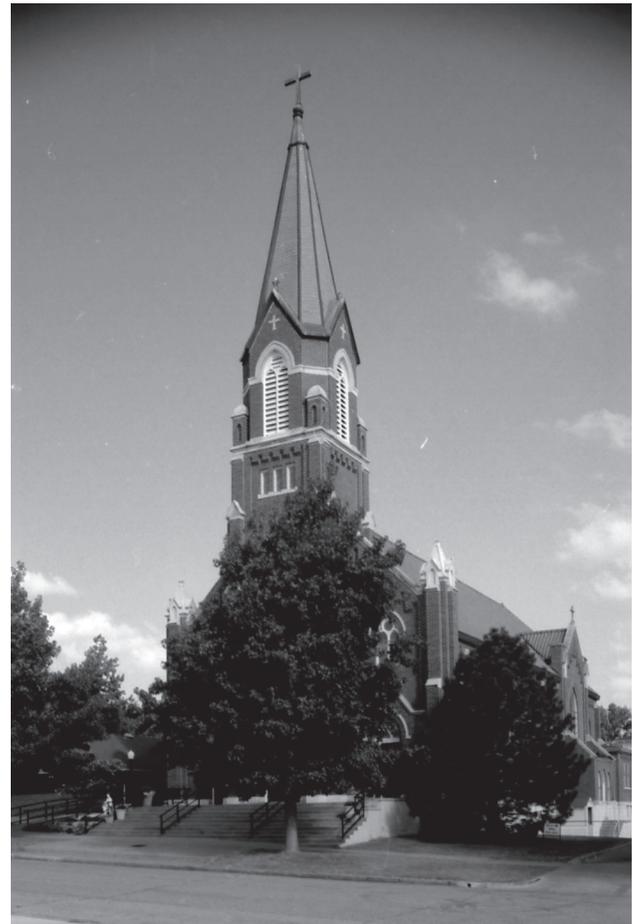
This theme examines the quality of infrastructure and public facilities within Guthrie. These facilities are vital to the city’s ability to support growth and to serve present and future residents.

Each chapter is presented in a uniform, easy-to-follow way. The four sections contained in each chapter include:

- *An Introduction to the theme.*
- *Goals.* This section sets forth the general goals that each theme will address.

- *Analysis of Existing Conditions.* This section provides a detailed analysis of the facts, issues, and trends that affect the fulfillment of each theme. The facts and analysis section provides extensive information and statistics that can provide a useful basis for decisions and policy development.

- *Policies and Actions.* This section presents the program of detailed actions necessary to complete individual themes and their goals. The overall objective of this plan is to provide Guthrie with the planning tool necessary to realize its potential for an exciting and distinctive future.



A PROFILE OF GUTHRIE



This chapter examines important demographic and regional trends that will affect Guthrie as it plans for its future. This analysis will examine the community's population and demographic dynamics, including an examination of the city's future population composition. In addition, it will analyze important regional issues that will affect the quality of the city's environment.

Population History and Characteristics



■ HISTORY

In 1889, Guthrie was the location of the United States Land Office for claims from the eastern district of the newly opened lands of Oklahoma Territory. Guthrie was settled by participants in the 1889 Land Run when, on April 22 at 12:00 noon, thousands of men, women and children raced for land. Guthrie was literally settled overnight. What was prairie one day was a thriving community of 10,000 to 12,000 the next with four separate, but adjacent, townsites of 320 acres each.

Subsequently, Guthrie served as the capital of Oklahoma Territory until statehood in 1907 and as the Oklahoma state capital until 1910 when it was moved to Oklahoma City. After 1910, Guthrie literally remained dormant until the 1970s when local residents began the city's rebirth through preservation of the city's historic downtown.

In 1974, the Guthrie Historic District was placed on the National Register of Historic Places. This historic district is described as containing the largest and best-preserved collection of pre-statehood commercial, residential and cultural buildings in the state. The district is 400 city blocks and 1400 acres in size. One of the most notable areas within the Guthrie Historic District is the downtown which possesses an outstanding collection of masonry commercial buildings, most of which were constructed between 1889 and 1910. Part of downtown Guthrie is recognized as a National Historic Landmark (1998), in large part due to the high degree of integrity of its historic resources.

Continued preservation efforts along with a growing presence of the arts and quality festivals have made Guthrie a popular destination in the past two decades. Guthrie is currently in the position where it needs to build on its downtown successes and expand into the rest of the community.

■ POPULATION HISTORY AND CHARACTERISTICS

Guthrie's current population of 9,925 is nearly 15 percent less than it was at the time of statehood in 1907. Table 1.1 shows Guthrie's population trend over the past 93 years and reveals that the population of the city has ranged from a high of 11,757 in 1920 to a low of 9,502 in 1960.

Population Dynamics and Migration

Population change in a town is explained by three basic factors:

Table 1.1: Population Change for Guthrie and Logan County, 1907-2000

Year	Guthrie	Logan County	% of County	Oklahoma	% of State
1907	11,652	30,711	38%	1,414,177	0.82%
1910	11,654	31,740	37%	1,657,155	0.70%
1920	11,757	27,550	43%	2,028,283	0.58%
1930	9,582	33,738	28%	2,396,040	0.40%
1940	10,018	25,245	40%	2,336,434	0.43%
1950	10,113	22,170	46%	2,223,650	0.45%
1960	9,502	18,662	51%	2,328,284	0.41%
1970	9,575	19,645	49%	2,559,253	0.37%
1980	11,382	26,881	42%	3,025,487	0.38%
1990	10,440	29,011	36%	3,145,585	0.33%
2000	9,925	33,924	29%	3,450,654	0.29%

Source: U.S. Bureau of the Census

- *A comparison of births and deaths.* If more people are born in a community than die, the population of the town will increase. Therefore, a city with more population in younger age groups (particularly with people in childbearing or family formation years) will tend to grow.
- *Migration patterns.* During any period in a city's life, people move in and out. If more people come to the city than leave, its population will tend to increase. A community that is building new housing may experience significant in-migration, some of which are residents new to the city, while others are relocating from surrounding rural communities.
- *Annexation.* Annexation of large residential populations increases a community's population.

In order to assess the dynamics of Guthrie's population during the 1990's, the city's expected population based solely on natural population change is calculated and compared with the actual outcome of the 2000 census.

These calculations are based on the following assumptions:

- Use of a cohort-survival method to develop predictions. This method "ages" a five-year age range of people by computing how many of them will survive into the next five-year period. The cohort survival rates that are used were developed by the U.S. Bureau of the Census.
- Generally, birth rates in Oklahoma tend to approximate 15 per 1,000 residents. However, overall birth rates are related to the numbers of people in various age groups of the population.

Table 1.2 summarizes the results of this analysis. It indicates that natural population change would have predicted a 2000 population of 10,582, an increase of 64 persons. The city's actual 2000 population of 9,925 indicates that the population decreased by almost 600 persons. This would indicate a significant out-migration during the 1990's.

Table 1.3 compares predicted and actual population change for each age group in the city. The predicted population projects how many people would be in each age group in 2000 if the city had experienced neither migration nor population increases caused by annexation. The variance percentage shows how well this prediction agrees with reality - where people in a given age group tended to move into or out of Guthrie.

Table 1.2: Guthrie's Population Predicted vs. Actual Population Change, 1990-2000

	1990	2000	Change	% Change
Predicted Population (based on survival and birth rates)	10,518	10,582	64	0.61%
Actual Population	10,518	9,925	-593	-5.64%

Source: U.S. Bureau of the Census, 1990, 2000; RDG Crose Gardner Shukert, 2001

Table 1.3: Predicted and Actual Age Cohort Changes: All Residents, 1980-1990

Age Group	1990 Actual	2000 Predicted	2000 Actual	Actual-Predicted	% Variance: actual/predicted
Under 5	690	654	632	-22	-3%
5-9	773	640	599	-41	-6%
10-14	763	688	656	-32	-5%
15-19	1,059	771	960	189	25%
20-24	761	758	749	-9	-1%
25-29	689	1,049	637	-412	-39%
30-34	730	754	475	-279	-37%
35-39	700	682	684	2	0%
40-44	586	721	652	-69	-10%
45-49	471	688	686	-2	0%
50-54	433	569	569	0	0%
55-59	407	449	456	7	2%
60-64	432	399	413	14	4%
65-69	453	358	393	35	10%
70-74	422	355	384	29	8%
75-79	409	336	324	-12	-4%
80-84	340	271	269	-2	-1%
85+	400	439	387	-52	-12%
Total	10,518	10,581	9,925	-656	-6%

Sources: U.S. Bureau of the Census, Total Fertility Rates, 1988, National Center for Health Statistics, Historical Survival Rates, RDG Crose Gardner Shukert, Inc., 2000.

Population History and Characteristics/Population Projections

- *Guthrie experienced its most significant cohort out-migration among people aged 25 through 34.* The loss of these child bearing cohorts lead to a decrease in population among the children under the age of 9. Attracting young adults back to the city after completing college will be an important component to overall population growth in the future.
- *Guthrie experienced a population decline among its oldest residents.* Those over the age of 75 were more likely to move out of the city. Guthrie was able to attract recent retirees with an increase of 64 residents ages 65 to 74.
- *Guthrie gained population among those ages 15 to 19.* Many communities lose population among this cohort to college attendance and beginning careers. Maintaining this population as these residents enter child bearing age cohorts will be important to the future growth of the community.

Table 1.4 illustrates changes in age distribution for Guthrie.

Table 1.4: Age Composition as Percent of Total Census Population: 1990-2000					
Age Group	1990 Population	2000 Population	Change 1990-2000	% of Total 1990	% of Total 2000
Under 5	690	632	-58	7%	6%
5-9	773	599	-174	7%	6%
10-14	763	656	-107	7%	7%
15-19	1059	960	-99	10%	10%
20-24	761	749	-12	7%	8%
25-29	689	637	-52	7%	6%
30-34	730	475	-255	7%	5%
35-39	700	684	-16	7%	7%
40-44	586	652	66	6%	7%
45-49	471	686	215	4%	7%
50-54	433	569	136	4%	6%
55-59	407	456	49	4%	5%
60-64	432	413	-19	4%	4%
65-69	453	393	-60	4%	4%
70-74	422	384	-38	4%	4%
75-79	409	324	-85	4%	3%
80-84	340	269	-71	3%	3%
85+	400	387	-13	4%	4%
Total	10518	9,925	-593	100%	100%

Sources: U.S. Bureau of the Census, Total Fertility Rates, 1988, National Center for Health Statistics, Historical Survival Rates, RDG Crose Gardner Shukert, Inc., 2001.

- *Guthrie has a very evenly distributed population.* Majority of the cohorts account for between 4 and 7 percent of the overall population.
- *Guthrie's largest cohort in 1990 and 2000 were those between the ages of 15 and 19.* Many communities experience a higher percentage among the baby boom population (approximately 40-55 in 2000). Guthrie has not experienced this phenomenon and has its largest concentration of population between the ages of 15 to 24.

In summary, Guthrie's age distribution indicates that:

- Guthrie will need to work on attracting young families to the community by providing additional economic opportunities.
- The number of seniors has remained fairly steady despite a significant loss among those over the age of 75.

■ POPULATION PROJECTIONS

Projecting the future size and makeup of Guthrie's population helps predict the future demographic character of the town. This is critically important for the city's planning and policy decisions regarding future investments and growth.

Future population for Guthrie is forecast by:

- Basing population forecasts on 1990 Census statics for age distribution. As before, the cohort survival method is used to project population, utilizing birth and death rates developed by the Bureau of the Census and the National Center for Health Statistics.
- A migration model has been utilized to demonstrate what likely occurred during the 1990's. Table 1.5 displays this model with a base (0%) population forecast and a -6% migration scenario, similar to what actually occurred during the 1990's.

Table 1.5: Guthrie's Population Projections 1990-2020

	1990	2000	2020
No net migration	10,518	10,582	
-6% migration	10,518	9,957	
2000 Census		9,925	
-6% migration		9,925	9,003

Table 1.6: Guthrie's Population Projections 2000-2020

	2000	2010	2020
.25% Annual Growth Rate	9,925	10,176	10,433
.5% Annual Growth Rate	9,925	10,433	10,966
1% Annual Growth Rate	9,925	10,963	12,110

The experience of the 1990's indicates that Guthrie lost a significant amount of population beyond the 0% migration scenario. If the city provides opportunities for new growth, desirable residential sites, and high quality education and medical support services, it should be able to reverse the overall population loss. For this reason a goal of a 1% annual growth rate is used to project Guthrie's future population. Table 1.6 illustrates this scenario along with 0.25% and 0.5% annual growth rate scenarios. Achieving a 1.0% annual growth rate would produce a 2010 population of 10,963 and 12,110 by 2020. As opposed to a migration scenario an annual growth projection is not dependent on birth and death rates. If reversal does not occur and the 1990 trend would continue the city would experience a 2020 population of 9,003.

Potential growth in Guthrie could exceed present trends. Guthrie may grow well beyond these projections because of its environment, the amenity of its "small community" qualities, and the successes of its employers and the local economy. The continued commercial and industrial development of the airport and along the city's major corridors may produce additional employment opportunities. Under such an alternative future development scenario, the city's future population growth could accelerate. The Guthrie Plan's land use concept accommodates this potential by designating growth centers within the city.

Summary

Guthrie's population has experienced fluctuations since 1940, mostly in response to the changing industrial and agricultural markets. The projections in this plan become very important in establishing development policies for the city. Guthrie, as a growing community, must assure that growth occurs in places that will provide the greatest benefits to the city and its residents. A key premise of this plan is creating a framework for planned growth. This means that development areas are designated that relate to the amount of growth that the city can realistically expect. This approach assures that transportation and utility systems are designed and built in an orderly and cost-effective way, and that the city ultimately takes full economic advantage of its expansion.

The opposite approach, in which development is undirected and diffuse, can result in expensive initial development costs and overextended public services. As a result, the public cost of supporting new growth is increased, also increasing the burdens placed on the city's taxpayers.

Population projections are an inexact science to be sure. However, projections can help a city set out its priorities. A clear future challenge for Guthrie is its ability to sustain growth and accommodate it in a cost-effective, economical and high quality community development structure.



Economic Characteristics

■ ECONOMIC CHARACTERISTICS

According to the "Summary of Economic Conditions in Logan County, Oklahoma," published in 1999 by the Cooperative Extension Service of Oklahoma State University, major economic characteristics of Guthrie include the following:

- Logan County is a significant exporter in the farm agriculture service, forestry, fishing and other, mining, construction, and state and local government sectors.
- The county appears to be self-sufficient in retail trade, finance, insurance, and real estate services.
- The county is an importer in the following sectors: manufacturing, transportation and public utilities, wholesale trade, federal government, and military government.
- The total number of in-commuters was 1,210 (persons coming into Logan County to work), and total out-commuters was 6,257 (persons residing in Logan County but working elsewhere).
- In 1997, the per capita personal income for Logan County was \$18,552 while per capita personal income for the State was \$20,305.
- The agriculture sector supports many agribusiness firms; in turn, these firms influence the importance of agriculture in Logan County.



Employment

Guthrie's economy is based on local employment opportunities that are fairly diverse. The largest percentage of residents are employed in retail trade. In 1990 many residents worked outside the city, or at sites just outside the city. This section examines various economic characteristics and dynamics of Guthrie's population, in order to establish a basis for economic planning.

Table 1.7 compares employment makeup of Guthrie's residents with those in Logan County for 1990 the most recent data available. This information indicates:

- *Guthrie's residents are more likely to have jobs in retail trade.* Beyond retail trade at almost 21% it is difficult to identify another distinctive employment sector with several sectors fall between 9 and 8 percent.
- *Retail trade is also the largest employer in Logan County.* Similar to the City of Guthrie, 17% of the county's residents are employed in retail trade while the remainder of the county is evenly distributed among other industries.
- *The fewest number of people are employed in communications and utilities industries in both the City of Guthrie and Logan County.*

Table 1.7: Employment by Industry: Guthrie and Logan County, 1990

Industry	City of Guthrie		Logan County	
	Employed	%	Employed	%
Total Employed	4,223	100%	12,430	100%
Agriculture, mining	167	3.9%	1,077	8.7%
Construction	312	7.4%	944	7.59%
Manufacturing	404	9.6%	1187	9.6%
Transportation	171	4.1%	462	3.7%
Communications & Utilities	112	2.7%	383	3.1%
Wholesale Trade	134	3.2%	575	4.6%
Retail Trade	875	20.7%	2098	16.9%
FIRE	268	6.4%	790	6.4%
Nonprofessional Services	372	8.8%	1193	9.6%
Health Services	353	8.4%	994	8.0%
Education	355	8.4%	1105	8.9%
Professional	364	8.2%	783	6.3%
Public Administration	336	7.9%	839	6.8%

Source: US Bureau of the Census, RDG Crose Gardner Shukert.

Table 1.8: Income Distribution for Households by Percentage (based on 1999 estimates)

	Under \$10,000	\$10,000 -14,999	\$15,000 -24,999	\$25,000 -34,999	\$35,000 -49,999	\$50,000 -74,999	Over \$75,000	Median HH Income (est.)
Guthrie	19.7%	11.1%	17.5%	11.8%	15.1%	14.6%	10.3%	\$26,714
USA	9.0%	7.0%	13.4%	12.5%	15.5%	18.9%	23.8%	\$42,148

Source: U.S. Bureau of the Census, Claritas, Inc.

Income

Table 1.8 displays 1999 income distribution for Guthrie and the United States.

In comparison to the United States, Guthrie has a greater number of residents in the lowest income brackets, 31% compared to 16% earning less than \$15,000. However, the city was comparable in the number of residents in the middle income ranges. Guthrie also has a significantly lower median income than the nation as a whole.

Commuting Patterns

Over 42% of Guthrie residents worked outside the City of Guthrie and would account for a mean travel time to work of over 20 minutes. Table 1.9 compares commuting patterns with other regional communities. Only Edmond with almost 67% of its residents working outside the city exceeds Guthrie’s rate. The city also has a significant number of residents who work at home or walk to work, exceeded in this comparison only by Stillwater.

Sales Tax

Table 1.10 compares sales tax changes between 1990 and 1999 for Guthrie and other regional markets. Clearly, Guthrie has experienced a loss of retail sales to Oklahoma City. This is evidenced by Guthrie’s slightly slower sales tax growth rate compared to other cities.

Table 1.9: Commuting Patterns for Guthrie and Other Regional Cities, 1990

	% Working outside place of residence	% Who Walk or Work at Home	% Use Public Transportation
Guthrie	42.1	8	0.1
Edmond	66.9	5.2	0.28
Oklahoma City	16.1	4.2	1.1
Perry	32.4	4.4	0
Shawnee	31.2	6	0.29
Stillwater	11.6	13.3	0.24

Source: U.S. Bureau of the Census, 1990

Table 1.10: Sales Tax for Guthrie and Regional Cities (\$000)

	1990	1995	1999	% Change 1990-1999
Guthrie	1,756	2,015	2,525	44%
Edmond	6,423	12,660	19,516	204%
Oklahoma City	109,588	202,110	235,207	115%
Perry	1,090	1,230	931	-15%
Shawnee	6,809	8,833	10,886	60%
Stillwater	7,479	10,117	12,703	70%

Source: Oklahoma Cooperative Extension Service, Oklahoma State University, 2000



A CITY OF DISTINCTIVE QUALITY

A Development Concept for Guthrie



Guthrie is a city of special qualities and physical features. Its urban environment incorporates four settings: the unique architecture of the traditional town, east of Cottonwood Creek, the west side of the city rising gently above the creek valley, the lake environment created by Lake Guthrie and Lake Liberty and the decentralized suburban area between the traditional town and the lakes.

Development and Townbuilding Patterns



The merging of the urban and rural, the historic and contemporary, give Guthrie a distinctive quality that is one of its greatest assets as it faces the opportunities and challenges of significant urban growth.

Many images contribute to its community quality. The urbanism of the town center and the restoration of the vitality that distinguished Guthrie in its early history make the community special for residents and unforgettable to visitors. The many special events, most notably the city's famous bluegrass festival, are times of special activity and magic. The winding Cottonwood Creek framed by rolling hills, Lake Guthrie surrounded by houses, the relative solitude of Lake Liberty – these features provide images of a community that has a unique sense of place. This character is one of the city's greatest assets as it finds itself in the path of the expansion of the Oklahoma City metropolitan area.

As it prepares to meet these growth opportunities, Guthrie does face significant economic challenges. The city is very large in area, covering over 17 square miles within its incorporated limits. In Oklahoma's legislative environment, which places strict constraints on the financing abilities of cities, this large area, supported by about 10,000 residents, creates major financial pressures. Guthrie also has significant problems of poverty and housing deterioration. Flooding on Cottonwood Creek has taken large areas in the center of the city out of productive use and the city has become a major landowner through its active flood area buyout programs. Despite its strong town center and exemplary downtown revitalization program,

Guthrie lacks local industry and tends to leak retail dollars to commercial centers to the south. Finally, the increasing growth pressure from the south must be managed in order to maintain a special and economically efficient community. This plan presents a concept for Guthrie's future that conserves the city's quality and uses its growth potential productively.

This section presents a guiding vision for Guthrie that establishes the foundation for more detailed sections of this comprehensive plan. It is a vision that is developed through three areas of analysis:

1. *A consideration of the patterns and relationships that have defined Guthrie's growth and made it distinctive.* By understanding these relationships, the town can define new principles to guide new growth and investment that capitalize on and reinforce the city's special character.
2. *A discussion of challenges that face Guthrie as it begins a new century.* Understanding the challenges and forces that the city faces can help it define its future community agenda.
3. *A development vision for Guthrie, establishing an overall concept for how the city may grow and considering the guiding principles that can help it meet its development and planning objectives.*

■ DEVELOPMENT AND TOWN BUILDING PATTERNS

This section considers the special physical features and characteristics that help give Guthrie a distinctive environment, providing a base for further growth during the next twenty years.

ORIGINAL SETTLEMENT PATTERNS

The Oklahoma Land Rush of 1889 created an unusual circumstance that caused Guthrie to grow almost overnight as a significant town. The site along Cottonwood Creek just south of the Cimarron River had rail service and a depot, as well as a physical environment that in its native form was extremely attractive

to settlement. These features caused the location of one of two US Land Offices placed in the Oklahoma District and literally made Guthrie both the capital of the Land Rush and the original capital of Oklahoma. The designation of Guthrie as territorial capital assured an importance that created a high level of aspiration, investment, and building quality, distinguishing Guthrie from other boomtowns of the early settlement period. Even though the capital eventually moved to Oklahoma City three years after statehood, the built environment created during this critical period remains one of the city's most important strategic assets.

TOWN DESIGN

Guthrie's rolling land was relatively friendly to the layout of a town. Outside of the Cottonwood floodplain, its slopes were neither too steep to pose real constraints nor too shallow to prevent adequate drainage. A more significant, although artificial, constraint was a half-section restriction on townsites, to prevent urban development from encroaching on potential agricultural land. To evade this problem, Guthrie was created as an aggregation of four adjacent half-section townsites, with Division Street and Oklahoma Avenues as the axes of the new combined town. This pattern assured that these two streets would become important community arterials. Division evolved into the major north-south highway, ultimately Highway 77, while Oklahoma became the "community street," including major features of the city's public life. The easternmost of the four townsites, incorporated as Capitol Hill, included a four square block reservation on axis with Oklahoma Avenue, now the site of the Scottish Rite Temple. With the exception of the block from 1st to 2nd Street, the four townsites were laid out with uniform square blocks 300 feet on a side.

COTTONWOOD CREEK

Cottonwood Creek, meandering through the city and prone to frequent flooding, was a major form determinant of Guthrie. The original Guthrie townsite was literally platted over the top of the creek, with Noble Park established as a six square block parksite between 7th and 9th Street at the boundary of Guthrie



and West Guthrie. The location of crossings over the creek had a significant effect on development patterns. Ultimately, Noble Avenue became the main crossing between the east and west banks of the creek because it permitted the closest east-west access to the center of the city that could be provided by one bridge. Because of the stream's meanders, continuing the Oklahoma Avenue access would require three spans. As a result, Noble rather than Oklahoma became the principal east-west trafficway, returning back to the Oklahoma Avenue section line near the present Interstate 35 interchange.

Interestingly, early plats called for the development of a boulevard along the west bank of the creek, designed to integrate the corridor as part of a greenway system. However, this concept was never implemented beyond its appearance on early city maps.

The creek's flooding has also posed constant problems for the city. During the 1990s, the city purchased large amounts of flood-prone land on the western bank of the creek. This flood buyout, combined with other flood mitigation measures, has greatly reduced Guthrie's vulnerability to flood hazards. However, the closing of the Ninth Street Bridge has cut off access to Noble Park and other areas defined by the bend between the creek and West 14th Street.

JOSEPH FOUCART

Rarely does an individual have as much impact on a community's environment as Joseph Foucart, a Belgian-born architect who arrived in Guthrie in 1889 and left the city in 1906. Foucart was the architect of

Development and Townbuilding Patterns



Guthrie's critical development years and his superb downtown and residential structures continue to dominate the city. These buildings include the Victor Building (1893), the Heilman house (1893), the Foucart Building (1891), and the State Capital Publishing Company building (1902).

LAKES GUTHRIE AND LIBERTY

Dams on tributaries of Cottonwood Creek created Lakes Guthrie and Liberty, which function as the city's principal water reservoirs. Lake Guthrie has attracted significant residential development, concentrated largely on its northeastern shore. These areas continue a corridor development pattern along Sooner Road, the original route of US Highway 77. Some lower density growth has also occurred on the lake's western side. Lake Liberty remains a much more open environment. The city controls the shores of both lakes, with particularly substantial holdings around Lake Liberty.

TRANSPORTATION PATTERNS

Guthrie owes a major part of its original rapid growth to its location on the Santa Fe Railroad, and the existence of a station at the site prior to the beginning of the Land Run. Ultimately, road development led to the emergence of two principle routes, a north-south regional corridor that extended along the Division Street section line and became Highway 77, and an



east-west corridor that was ultimately aligned on Noble Avenue as Highway 33. Highway 77, as the main southward route to Oklahoma City, became a major regional arterial, a trend that has continued with the contemporary growth of automobile-oriented commercial development. More recently, Interstate 35 replaced the local road as the principal north-south regional roadway. The relatively rapid access provided by I-35 brings Guthrie within easy commuting distance of job centers in the center and north part of Oklahoma City, helping to fuel potential growth in the community.

COMMUNITY STREETS

Community streets grow into centers of urban life, linking neighborhoods together and, at their best, becoming lifelines of the community that transcend any one type of movement. They are a characteristic of traditional community development and urban form. Frequently, community streets are lined with grand historical houses, activity centers, and major institutions. Oklahoma Avenue emerged as such a street in Guthrie's early development history, forming the ceremonial access between the center of the city and the capitol site. The street remains a special corridor, rich with history and with major community institutions.

CHALLENGES



The previous discussion has described features and relationships that contributed to the form and character of Guthrie. But other forces, including economic and technological change, had a significant effect on the city. These substantial challenges and changes include:

- PROVISION OF URBAN SERVICES
- GROWTH MANAGEMENT AND COMMUNITY CHARACTER
- NEIGHBORHOOD PRESERVATION
- INFRASTRUCTURE EXTENSIONS
- CREEK CORRIDORS
- ECONOMIC DEVELOPMENT
- A FRAGMENTED CITY
- TRANSPORTATION CONNECTIONS

PROVISION OF URBAN SERVICES

Guthrie, in common with many Oklahoma cities, has annexed large areas of land beyond the original four half-section townsites that together made up the city's original area. Part of the reason for this aggressive annexation is statutory — Oklahoma communities enjoy relatively wide-ranging annexation powers but have little jurisdictional control outside of their corporate limits. In addition, Guthrie annexed the lakes that account for much of its water supply. The result is an area of about 17.5 square miles, supported by a current population of about 10,000 people. This dispersal of services over such a large area creates significant challenges for a city that has limited ability to raise operating funds. Growth policies should encourage development first in those areas that can either use existing services or provide the greatest return per dollar invested to the city.

GROWTH MANAGEMENT AND COMMUNITY CHARACTER

With the suburbanization of north Oklahoma City and Edmond, Guthrie is particularly attractive to people tied to the metropolitan area but seeking a distinctive living environment. Guthrie's traditional town and scenic lake settings stand in marked contrast to the traditional suburban form that characterizes much of the metropolitan area's growth to the south. This has created a significant demand for development in the southern, lake-oriented part of the city during the last two decades, trends that are likely to continue with a continued strong regional economy. It is important that Guthrie maintains its distinctive community character in the face of this growth potential by managing the location and character of new development.

NEIGHBORHOOD PRESERVATION

While many of Guthrie's principal challenges relate to growth and service provision over low-density areas, the health of the traditional town, so architecturally distinctive and historically important, requires major attention. Parts of the city's south quad-

Challenges

rant, generally between Harrison Street and Snake Creek from Division to Pine Streets, display significant problems of housing deterioration and disinvestment. This results in a pattern of vacant lots scattered throughout the district, most evident close to the creek. The neighborhood provides an excellent revitalization opportunity, combining rehabilitation with new residential construction on vacant lots. Other significant vacant buildings, including the city's original hospital and the former Masonic Home, also create significant redevelopment opportunities. Guthrie cannot attend only to new development and investments without protecting the human and built environment of the historic town.

INFRASTRUCTURE EXTENSIONS

Full urban infrastructure serves the traditional town north of Snake Creek and follows the South Division Street corridor toward Industrial Road, about one mile south of the University Avenue alignment, the southern limit of the four original townships. A significant part of the city's inhabitants use septic systems for wastewater treatment. Utility extensions will be necessary to serve desirable development in the "midway area" between the lake district and the limit of existing services. Urban infrastructure extensions and the growth that requires them should be phased to provide maximum efficiency and reduce capital and operating costs per unit of development.

Managing the character of growth is equally important. Large lot rural residential development, occurring in some parts of the lake district and east of Pine Street, typically uses well and septic systems. This type of development should be directed to areas that will probably never receive full urban services. Growth using individual systems can block sound, higher yield development in those parts of town that can be efficiently provided with urban services.

CREEK CORRIDORS

Guthrie's major creek corridors – the broad Cottonwood Creek floodway and the narrower, east-west Snake Creek drainageway – provide both challenges and opportunities. The early planners of Guthrie envisioned a parkway along the western bank of Cottonwood Creek, but flooding and the exigencies of rapid townbuilding probably derailed that visionary idea. More recently, Guthrie's commendable buyout of land along the creek has reduced hazards to life and property, but has also created large amounts of open land that tend to divide the eastern and western parts of the city. The severing of the creek crossing at 9th Street has in fact left a substantial part of the original platted city inaccessible. Using this open land for productive public purposes is a significant community challenge.

Snake Creek, a narrow but extensively overgrown drainage corridor creates a significant boundary on the south edge of town as well. The creek divides the south quadrant from a section of school property bounded by Pine, South Division, University, and Industrial Road. The potential development of a sports complex on a portion of this property, using Snake Creek as a greenway corridor linking back to historic Mineral Wells Park, can help revitalize the south quadrant and make effective use of Snake Creek.

ECONOMIC DEVELOPMENT

Guthrie has implemented one of the nation's most effective downtown revitalization programs, and its unique character, businesses, and special events have become staples of its local economy. Despite this, however, incomes in the community remain relatively low and industrial and business development is relatively scarce. Guthrie has a very small industrial base, although some new developments around its substantial municipal airport are very promising. Despite its unique town center, Guthrie is also an exporter of consumer dollars, as its relatively limited local retail environment directs many people to the more extensive retail resources of Edmond and Oklahoma City.

A FRAGMENTED CITY: DEVELOPMENT PATTERNS AND LANDFORMS

Guthrie is a city that is fragmented by geography. The four original townsites are divided by the wide Cottonwood Creek corridor into specific eastern and western communities. Moreover, lake development generally south of Triplett Road is separated from the main part of the city, and is linked only by the narrow commercial umbilical of South Division Street. Many residents view the South Division corridor as a barrier itself, a major trafficway that is not an attractive link between the districts of the city. Development patterns and initiatives that bridge these gaps can create a unified community that brings the special features and varied settings that make up Guthrie within the reach of all.

TRANSPORTATION CONNECTIONS

Related to the fragmentation of the city is the relative lack of continuous transportation links. While the historic town appears to have good street continuity, drainageways or the Burlington Northern & Santa Fe (BNSF) right-of-way interrupt the grid. As a result of limited creek crossings and a single grade separation over the busy railroad, most of the city’s east-west traffic uses Noble Avenue. Similarly, major north-south through traffic is generally directed to South Division, creating a mixed stream of local and regional traffic. Movements along Division are complicated by frequent curb cuts and a narrowing of the street at the city’s water plant. Guthrie lacks connections between the west part of the city and the South Division commercial corridor and the lake areas, putting additional pressure on Noble and Division through the center of the city.

As Guthrie grows, it will be challenged to develop a street pattern that provides alternative routes and can increase the efficiency of existing arterials by creating new routes for residents to use for routine trips.



Development Principles

A DEVELOPMENT PLAN FOR GUTHRIE

Principles of the City Development Concept



The previous discussion defined patterns of the built environment that make Guthrie distinctive, and described challenges that can affect that character and economic health. Guthrie, in common with larger cities, faces such fundamental questions as:

- How can the city reinvest in and strengthen its urban foundation: traditional neighborhoods, historic city center, and other commercial and industrial areas?
- How can Guthrie use its potential to capture a larger share of regional growth, using its assets in such a way as to attract new investment while maintaining its distinctive community character?
- How should the city balance needed reinvestment in its established neighborhoods with the need to finance new capital projects?

- How can the city increase the efficiency of services by encouraging new development in areas that have relatively low marginal costs for services?
- What impact will various infrastructure and land use decisions have on the economic strength of the city and its ability to support necessary public services?

In the nineteenth century, Guthrie as territorial capital developed with a solidity and eye to aesthetics that made it a special place. Toward the end of the twentieth century, the city discovered how to use its heritage to great advantage. The new century creates new opportunities, where good transportation links, metropolitan growth trends, and a growing appreciation for Guthrie's environmental amenities come into play. This section presents a concept for development in Guthrie over the next two decades, defined by principles that can help the community achieve its potential. These principles include:

- CREATION OF DISTINCTIVE COMMUNITIES
- A UNITY OF FOUR ENVIRONMENTS
- NEW TOWN BY THE LAKE
- PHASED DEVELOPMENT WITHIN THE CITY LIMITS
- WESTSIDE CONNECTION
- TRANSPORTATION CONTINUITY
- A MIDWAY ECONOMIC DEVELOPMENT COMMUNITY
- SOUTHEAST QUADRANT/MIDWAY CONNECTION
- CONSERVATION RESIDENTIAL DEVELOPMENT
- A VITAL COMMUNITY CORE
- COMMUNITY STREETS
- A COMPREHENSIVE GREENWAY SYSTEM
- ECONOMIC OPPORTUNITY AREAS
- NEIGHBORHOOD RECONSTRUCTION
- ANNEXATION POLICIES

Each of these principles is presented in the following section.

■ CREATION OF DISTINCTIVE COMMUNITIES

As Guthrie grows, it should grow in ways that maintain its distinctiveness among its urban and suburban neighbors.

Guthrie is a special and distinctive community. Its fortunate position as the original capital of Oklahoma, its attractive natural setting, the vision of the builders of the town, and the stewardship of succeeding generations of residents have contributed to this quality. Guthrie now faces significant growth opportunities because of its location on the north edge of Oklahoma City’s commuting radius via I-35. Contemporary urban development has created monotony in the environment that tends to blur the special qualities of distinctive places. Within Guthrie itself, the commercial strip development of the South Division corridor illustrates this tendency to pave over our special qualities, although such unusual features as Mineral Wells Park and the waterworks continue to assert the town’s individuality.

Guthrie’s future lies in maintaining its special qualities. Indeed, this is the town’s particular niche and mission – to merge the new and old, to provide a unique variety of settings. Should a prospective resident’s tastes tend to the qualities of an historic town, Guthrie should be the place of choice to live. If that resident or investor wants the peace or character of a rural lake setting that is nevertheless near a major metropolitan area, Guthrie again should be the logical choice. If he or she is interested in a more contemporary urban environment with full services in a subdivision setting, Guthrie again should offer excellent options. Guthrie must resist the powerful forces of sameness; there are other places for that kind of development. Instead, this community should remain as special as it has been from its early years.

■ A UNITY OF FOUR ENVIRONMENTS

Guthrie should define and capitalize on its four urban environments and establish the framework systems which link them into a unified community.

Guthrie can be visualized as a city of four separate

districts, each with individual qualities but divided from one another by streams, landforms, floodplains, and railroads. These communities are:

- The traditional town, generally on the east side of Cottonwood Creek and the railroad and north of Snake Creek. This town includes the downtown district, the Capitol (Scottish Rite Temple) site, most of the city’s housing, and growing visitor service development along the I-35 corridor.
- West Guthrie, rising on hills above the west bank of Cottonwood Creek. This district includes large areas of publicly-owned land acquired through floodway buyouts, and the hospital and Job Corps complexes.
- The “Midway” area, generally south of Snake Creek and north of Roller Coaster Road/Triplett Street. Major features include the South Division Street commercial corridor and Guthrie Regional Airport. The district also includes conventional urban subdivisions generally centered around Industrial Road and South Division, as well as much of Guthrie’s contemporary industrial development. Industrial sites include the industrial park northwest of the Industrial/Division intersection and north of the airport.
- The lake district, dominated by Lake Guthrie and Lake Liberty and including substantial residential development to the northeast and west of Lake Guthrie.

Each of these districts should develop as balanced communities, with individual market niches that grow out of the context and characteristics of each. In addition, the Midway area, with its adjacency to Guthrie’s substantial regional airport and Interstate 35, provides excellent opportunities for major industrial and business park development. But the four settings should achieve a unity by being connected to one another by a framework of greenways and transportation linkages. Key to this system of linkages are:

- A Cottonwood Creek Greenway system that links all four of the city’s environments along the Cot-

Development Principles

tonwood Creek and railroad corridors. The main “trunk” of this system would follow the east side of the railroad corridor, and would extend from Bird Creek to Lake Liberty. Branches and trail loops to the east and west connect each of the areas to this connecting trunk.

- An improvement and extension of Backhaus Road, connecting Industrial Road to Old Highway 33, linking West Guthrie to the South Division corridor and the Midway district.
- An improvement and connection of Davis Road and Coltrane Road to provide a second link between the northern part of the city and the lake district.
- Development of a Snake Creek greenway and a sports complex southwest of University and Pine Street, forming an active boundary between the traditional town and the “Midway” district.

■ NEW TOWN BY THE LAKE

Lake development around Lakes Liberty and Guthrie should have the character of a designed community, rather than improvised, piecemeal growth.

Guthrie’s two lakes present a major opportunity for the city. The city offers residents the ability to live in a quality lake environment within a short commute of the Oklahoma City metropolitan area. Most distinctively, while lake residential opportunities are usually in unincorporated areas within rural or exurban areas, Guthrie’s lake environments are linked



to a superb traditional town.

But lake residential settings tend to be scattered developments of piecemeal subdivisions opportunistically using shores and water resources. This can reduce the quality and potential of the lake environment. Unmanaged developments can also have environmental implications, because they frequently uses individual wastewater treatment systems. This is particularly critical for Guthrie, where the lakes are integral to the quality of the city’s water supply.

The two lakes’ potential can be used most effectively if the development of the surrounding area is envisioned and managed as a “new community.” The city’s ownership of the Lake Guthrie shore and of large areas around Lake Liberty allows it to shape growth in an optimal way. Components of the “new community” concept include:

- Establishing the circumference of Lake Guthrie’s waterfront and major lands around Lake Liberty as major public parks. These lakefront parks should be linked together along a connecting drainageway and to the proposed citywide Cottonwood Greenway.
- Using parkways that connect development areas together and form the structure of the new community. One parkway would follow an alignment that arches from Sooner Road near the southern tip of Lake Guthrie to Lakewood Drive between the two lakes. The other would extend the alignment of Chris Madsen Road, directly linking the two lakes. These parkways would include extensive landscaping and parallel trails.
- Creating a village center, a centrally located, pedestrian-oriented mixed use district that incorporates local commercial services and higher density residential development. The development concept proposes this village center near the proposed intersection of the interlake parkway and a realigned Seward Road.
- Using Davis Road and Coltrane Road to create an improved western route, incorporated into the

proposed interlake parkway. This would reduce pressure on the picturesque but narrow and winding Lake Road.

- Relating residential development to topography. In areas that are unlikely to receive sewer service, projects should utilize conservation subdivision standards, which plan around slopes, wooded areas, and other areas of important environmental quality.
- Packaging development around Lake Liberty into a unified project. The city should discourage piecemeal development around the lake, instead encouraging and even marketing a comprehensive approach to major areawide developers.
- Ultimately extending urban services to the core of the new community. Gravity flow sewers are possible and can extend from this area to the current wastewater treatment plant.

■ PHASED DEVELOPMENT WITHIN THE CITY LIMITS

Guthrie should plan for the long- range development of areas within its corporate limits and annex strategically when necessary. This development, and the extension of utilities to serve it, should occur incrementally, with areas that can create the greatest yield at the least expenditure occurring first.

Guthrie covers an extremely large area. While the market will not generate nearly enough demand to absorb the open land within the city limits, it is important to plan for the long-term form of the community. Thus, the development concept considers the entire area of the city limits and incorporates some relatively small areas currently outside of the city.

As the city grows, it is essential that it grows first into those areas that allow the greatest incremental benefit and the most desirable growth potential with the least difficulty or public expense. Thus, the growth concept identifies five growth priority areas for Guthrie:

- Priority One are areas that are undeveloped but

served by existing infrastructure.

- Priority Two are areas that can be developed by incremental extensions of infrastructure or utilities. These areas generally do not require major trunk line sewer or water extensions.
- Priority Three are areas that require major extensions of interceptors or trunk lines to open them for development, but which can generally be served by gravity flow sewers and fall within the capacity of the existing wastewater treatment system.
- Priority Four are areas that require major extensions as well as downstream capacity expansions, parallel interceptor sewers, and/or lift stations.
- Priority Five are areas where extension of urban services are very costly and unlikely to occur. These areas are most appropriate for individual wastewater systems at relatively low residential densities.
- Special Opportunity Areas, such as the proposed lake community, requiring special public and private investments.

■ WESTSIDE CONNECTION

Guthrie should develop better transportation connections on its west side to provide alternatives to the exclusive use of the South Division/Highway 77 corridor.

South Division is currently the only link between the northern and western parts of the city and the lake areas. This channels all southbound traffic from west Guthrie through downtown and along South Division, and creates a bottleneck in the narrower portion of the street between Harrison Street and the Fairgrounds. This situation should be improved by establishing alternate west to south routes. Recommended connections include:

- An improvement and extension of Backhaus Road north of Industrial Road and curving into Old Highway 33.

Development Principles



- An improvement and realignment of Davis and Coltrane Roads from Industrial Road south to Lakewood Drive.

In addition to relieving South Division, these westside projects utilize the existing bridge at Industrial Road, open some land for development, and give vehicles bound from the west to new industrial areas a route around Downtown Guthrie.

■ TRANSPORTATION CONTINUITY

As it grows, Guthrie should maintain a connected street network, providing better options for movement around the community.

Guthrie should maintain an effective transportation framework to maintain both good local and through traffic circulation. This is especially important because much of Guthrie’s development occurs in small pieces, leading to discontinuous local systems. Important elements of this principle include:

- Completing key links in Guthrie’s traditional grid where they are lacking or where local streets terminate.
- Providing a circulation framework for new neighborhoods, as well as a high degree of street connectivity in local street systems.
- Separating regional and commercial traffic streams by providing north-south collectors generally parallel to South Division Street and serving adjacent commercial and mixed use development.

- Developing parkway type collectors through the “Midway” area to extend the Cottonwood/Santa Fe Greenway into new residential areas.

■ A MIDWAY ECONOMIC DEVELOPMENT COMMUNITY

The area between the traditional town and the lake area should be a balanced community that offers a variety of land uses with full urban services.

The “Midway” district includes the area south of Snake Creek and north of Triplett Road, and is tied together by the South Division commercial corridor. This area can be largely served by an interceptor sewer extension and provides an opportunity for major development with full urban services. Because of its transportation access by air and road and its central location, Midway should include a variety of land uses with a particular emphasis on economic development. Midway’s components should include:

- Residential development in the corridor between South Division Street and the BNSF, linking Mineral Wells Park and the waterworks area with the lake community. This development should provide a mix of densities along a secondary north-south corridor using an improved Davis Road/Coltrane Road alignment.
- A deeper commercial and mixed use corridor oriented to South Division but with access from parallel collector streets.
- Major industrial and business park development around the Regional Airport and in the quadrants between the airport and I-35. A new interchange at Industrial Road would provide this area with superb interstate access that would not require passage through urban areas and could develop as a premier business site in northern Oklahoma.

Midway’s various development areas should be linked to regional amenities by a parkway loop that connects to the proposed Cottonwood Greenway. The district’s residential areas should include adequate community park spaces, connected to the Cottonwood greenway.

A corridor enhancement program along South Division can make this important corridor function more effectively as a main street for an emerging economic development community.

Midway should not be the forgotten area between the historical town of Guthrie and the recreational basis of the lake communities. Instead, it should be a well-planned and integrated growth area that in many ways becomes a significant business and residential center.

■ SOUTHEAST QUADRANT/MIDWAY CONNECTION

Regional recreation facilities should form a seam that knits the traditional town and its Southeast Quadrant together with economic growth in the Midway district.

Guthrie’s Southeast Quadrant forms the southern edge of the traditional townsite and exhibits higher incidence of vacant land and deteriorating buildings toward its south along Snake Creek. Developing the section of land between Pine Street, South Division Street, the Snake Creek corridor, and Industrial Road can strengthen redevelopment potential in the Southeast Quadrant, link the Midway “economic development community” to the traditional townsite, and create a strategically located recreation area. Some of this area includes land originally set aside for public school use, but unlikely to be completely used for this purpose. Because of its location between Midway and the original townsites of Guthrie, this area is developable with small infrastructure extensions. Important elements of the growth of this area will include:

- Development of a citywide sports complex southwest of Pine and Snake Creek. This project was originally proposed in 2000 and appears to be dormant as this plan is prepared, but remains an important concept.
- Extension of a trail loop along Snake Creek, continuing to the south and west around Guthrie Municipal Airport.
- Industrial and business park development north

of the airport.

- Mixed density residential development immediately south of Snake Creek on the west side of the proposed sports complex site.
- Airport improvement with surrounding limited industrial and business park use.

■ CONSERVATION RESIDENTIAL DEVELOPMENT

Residential development in environmentally sensitive areas designated for low-density development should conserve the quality of the rural landscape.

Hilly and wooded environments in the lake areas or rural settings along the I-35 corridor have experienced some large-lot single-family development. These areas generally have high environmental quality and/or cannot accommodate conventional urban development because of topography and the cost of providing urban services. Here, conservation subdivision techniques are recommended to guide low-density development. Conservation subdivisions provide the same gross densities permitted for conventional projects by the underlying zoning. However, smaller permitted lot sizes allow a substantial portion of the total land area to be preserved as open space, placed in agricultural, recreational, or common open space use.

Conservation subdivisions are designed on a specific parcel using a four step process, including:

1. Identifying potential conservation areas on a site specific basis. These include such features as:
 - Soils that do not support residential development.
 - Wetlands.
 - Floodplains.
 - Wildlife habitats.
 - Significant stands of trees.
 - Class I and Class II farmlands.
 - Historic sites.
 - Ridgelines and view corridors.

Development Principles

2. Locating house sites, maximizing view lots or adjacency to significant site assets. Street alignments should maximize the design quality of the site and should generally be interconnected.

3. Designing the street and trails system to serve the residential sites.

4. Drawing in parcel lines.

Conservation development is most appropriate to:

- Areas east of Pine Street to Interstate 35, which are unlikely to have full urban services.
- Lower density areas in the lake development district.

■ A VITAL COMMUNITY CORE

Downtown Guthrie should continue to develop as a unique regional mixed use district, combining traditional retail, office, and civic uses with significant quality features.

Downtown Guthrie is a unique mixed use district, renowned regionally and even nationally for its rich mix of uses, architectural forms, and civic activity. It is the central focus and image center for the whole city. Guthrie's downtown revitalization program is an eloquent testimony to the power of doing things right. The district maintains strong design standards, reinforced by local preservation ordinances and its status as a National Historic Landmark district; a well-designed streetscape; a strong organization and an exemplary program of festivals and events; and a lively and interesting mixture of businesses and services. As a result, it presents the hard to quantify but easy to recognize quality of joy and fun that is characteristic of great urban districts.

But no downtown district, however great, can rest on its past accomplishments. Continuing priorities for Downtown Guthrie include:

- Developing a directional graphics system, cur-

rently under development.

- Improving the Santa Fe corridor on the lower part of downtown, including developing a reuse program for the Santa Fe depot.
- Upgrading or redeveloping deteriorated buildings on the edge of the downtown district.
- Integrating downtown into the regional Cottonwood Greenway, generally following the Santa Fe right-of-way. This trail will link downtown to the lake area, connecting the city's two major physical features.
- Continuing current downtown marketing and development efforts.

■ COMMUNITY STREETS

Several strategic streets in Guthrie have a special quality, defining them as Main Streets for their neighborhoods. The character of these streets should be reinforced by environmental improvements.

Some of Guthrie's streets are especially central to their neighborhoods, and, as a result require special design treatments. These streets should be viewed as public spaces, with enhancements that include:

- Consistent streetscape features, landscaping, and special lighting.
- Special graphics, including historic interpretation.
- Pedestrian amenities.
- Street furniture.
- On auto-oriented streets, access consolidations.
- Improved landscape standards for non-residential properties.

These key streets include:

- *Oklahoma Avenue from 1st Street to Pine Street.* This is Guthrie's classic "community street," designed with an eye to its monumentality and originally bisecting the four townsites that joined together to form historic Guthrie.

- *Noble Avenue.* West of Cottonwood Creek, Noble is the main street of West Guthrie. It includes commercial development that has survived the floodway buyout program, and, on the slopes above the creek's floodplain, quality houses and important civic buildings. East of the creek, Noble is the city's principal east-west arterial, forming the north edge of downtown and continuing through attractive residential areas to the growing commercial center at the I-35 interchange. The planned replacement of the Noble Avenue bridge over the BNSF and Cottonwood Creek creates a special opportunity to reinforce this key connection between the east and west parts of the city.
- *South Division Street,* the principal commercial corridor that links Guthrie's subdistricts together, and runs past Mineral Wells Park, the Fairgrounds, and the city's water treatment facility.
- *The Midway Parkway* envisioned by the development concept to serve economic development areas around the Regional Airport.

■ A COMPREHENSIVE GREENWAY SYSTEM

Open space pervades Guthrie. The natural environment and its relationship to the city should be one of Guthrie's quality of life signatures, with the power to recast the image of the community.

The principles in this Development Plan identified the creeks, lakes, hills, and trees of Guthrie's environment as key natural features, resources that should be elevated as the focuses of a city development policy based on the quality of community. These major facilities should be reinforced by a greenway system that links them together, and touches both established and new neighborhoods in the city.

The Guthrie concept envisions a major north-south regional trunk trail, generally following the BNSF Railroad and Cottonwood Creek and connecting the traditional town with the lakes to the south. A series of loops and branches would extend off this trunk greenway corridor, connecting both established and



new city neighborhoods to it. Important parts of such a system, which incorporates greenways, trails, and in some cases neighborhood streets and existing and planned parks, include:

- *The Cottonwood Greenway,* which would become Guthrie's trunk trail and greenway link. This trail would generally follow the Santa Fe right-of-way from Fogarty School in the north part of the town through the town center, along the west edge of the Midway district, and to Guthrie Lake and Lake Liberty.
- *Trail and park reservations around both lakes that connect to the Cottonwood Greenway.*
- *A Highland/Bird Creek Greenway,* extending east from the Cottonwood Greenway along Bird Creek to Highland Park and continuing north of Noble Avenue to the commercial area at the I-35/Highway 33 interchange.

Development Principles

- *A Snake Creek/Airport Loop*, extending from the Cottonwood Greenway at Mineral Wells Park along Snake Creek to the proposed sports complex, and continuing south along Pine Street and west along the south side of the airport along Prairie Grove Road back to the trunk Cottonwood Greenway.
- *Midway Parkway*, between Industrial Road near I-35 and the Cottonwood Greenway between Prairie Grove Road and Triplett Road.
- *A West Guthrie Trail Network*, using the existing 5th Street Bridge to connect the town center to a proposed Cottonwood Flats park on flood buyout land; and following the creek's west bank and landforms to create a new greenway linking to the proposed Backhaus Road extension. The route would then use the westside connection concept to return to the Cottonwood Greenway.

■ ECONOMIC OPPORTUNITY AREAS

Guthrie should use the Interstate 35 and the Airport as catalysts for significant economic development.

Guthrie lacks substantial industrial development, although some significant growth has occurred along the Industrial Road corridor. Older industrial areas along Cottonwood Creek and railroad spurs associated with the railroad in the center of town have deteriorated because of both industrial change and flood issues. Guthrie's most strategic industrial and commercial growth in the future will be related to I-35 and the airport rather than to the rail service that heavy industry typically demands. City policy should take advantage of growth opportunities within these development areas, which include:

- *Guthrie Municipal Airport and surrounding industrial areas*. A possible westside connection, and improved access from the east, along with programmed airport improvements, can create an excellent location for new business park and industrial development. This includes the proposed Midway economic development community, including areas around the airport as far south as Triplett Road. These areas would also be greatly benefited by an



interchange at I-35 and Industrial Road.

- *The I-35 corridor between the US 77 and Seward Road interchanges*. The upgrading of the US 77 interchange has improved access to these areas. Lake development can increase the use and importance of the Seward Road facility.
- *Commercial and industrial development at the Highway 33 interchange*. Major visitor service development has occurred at this interchange.
- *The South Division corridor*. Parallel collector streets and east-west access "deepen" the strip quality of this development, opening additional sites to commercial, office, and higher density residential uses.

■ NEIGHBORHOOD RECONSTRUCTION

Guthrie should place a high priority on conserving its existing urban neighborhoods and on reclaiming its urban fabric where it has eroded, with a particular emphasis on the Southeast Quadrant.

Guthrie's community character is a vital community asset. Maintenance of this asset is of extreme importance to the city. Yet forces over the years have tended to cause some erosion to neighborhood quality and housing stock, particularly in the city's historic Southeast Quadrant. While the area includes many substantial houses, it has also suffered from disinvestment. This has resulted in the deterioration and in some cases demolition of houses, leaving behind vacant lots.



However, the Southeast Quadrant also presents a superb opportunity for neighborhood reconstruction. Its location along Snake Creek, a potential greenway corridor, and adjacent to the proposed Sports Complex can give it advantages that support reinvestment. Vacant sites in the neighborhood, now liabilities that erode its fabric, can instead become assets for its reconstruction. Recommended actions include:

- *Creation of a nonprofit developer with the capability and capitalization to develop affordable housing.* A neighborhood-based Southeast Quadrant Development Corporation may be the correct vehicle.
- *Acquisition of vacant lots for redevelopment.* Some of these lots may be acquired by the city through voluntary acquisition. Others, especially when owners are difficult or impossible to locate or are not open to negotiation, may require exercise of the city's redevelopment powers. Lots or sites that represent concentrations that can change the character of a block are preferable to scattered, individual lots.
- *Assembly of financing tools and definition of project types.* Projects should generally include single-family, owner-occupied housing, using tools such as deferred payment second mortgages to increase affordability; and rental developments with homeownership characteristics, such as rent-to-own developments.
- Continued focus of residential rehabilitation efforts in the Southeast Quadrant.

Neighborhood conservation is also an important policy outside of the Southeast Quadrant target area. Such a concerted neighborhood conservation effort includes:

- Continued and accelerated activity in rehabilitation and home improvements.
- Programs directed toward the special issues involved with economic rehabilitation of large, historic houses.
- Improved code enforcement and site maintenance standards.
- Phasing out of incompatible land uses that discourage reinvestment.

■ **ANNEXATION POLICY**

Guthrie should implement an annexation policy that incorporates areas needed for growth, but which recognizes the relatively high cost of providing services to dispersed areas.

Guthrie's size creates a large area for services supported by a relatively small population. The amount of available, undeveloped land within existing corporate limits significantly exceeds projected land needs over the next twenty years. As such, this plan takes a relatively conservative approach to annexation, recommending incorporating only those additional areas that meet specific criteria for annexation. In some cases, annexation in advance of development may be needed to assure implementation of this comprehensive plan or take full advantage of development opportunities.

Guthrie should adopt an annexation policy that establishes objective criteria for annexation and identifies candidate areas for incorporation into the city. Areas considered for annexation should meet at least one of the following criteria:

- **AREAS WITH SIGNIFICANT PRE-EXISTING DEVELOPMENT.** Areas outside the city that already have substantial commercial, office, or industrial

Development Principles

development are logical candidates for annexation. In addition, existing residential areas developed to urban densities (generally higher than 2 units per acre) should be considered for potential annexation.

- A POSITIVE COST BENEFIT ANALYSIS. The economic benefits of annexation, including projected tax revenues, should compensate for the additional cost of extending services to newly annexed areas. With development contiguous to the city, the marginal cost of providing municipal services is relatively small. In these cases, annexation is usually feasible. In outlying and low-density areas, the capital and operating costs related to providing public services may be relatively high. A financial analysis of areas considered for annexation should be performed to quantify the economic costs and revenues of expanding the municipal limits. This financial analysis:

- Identifies tax revenues from existing and probable future development in areas considered for annexation.
- Calculates the costs and financing features for public improvements necessary to serve newly annexed areas.
- Calculates the added annual operating costs for urban services, including public safety, recreation, and utility services, offered within newly annexed areas.

The analysis should be structured as a ten-year operating statement. Generally, areas that reach an accrued break-even point meet an economic criterion for annexation.

- PUBLIC SERVICES. In many cases, public service issues can provide compelling reasons for annexation. Areas for consideration should include:

- Parcels that are surrounded by the city, but remain outside of its corporate limits. In these situations, city service may provide enhanced public safety service with improved emergency response times.
- Areas that are served by municipal infrastructure.
- Areas to be served in the short-term by planned improvements, including trunk sewer lines and lift stations.

- LAND USE CONTROL. In outlying areas, including areas with rural density subdivision development, land use control is exercised by Logan County rather than by the city. Extension of land use control to these areas may be necessary to implement the recommendations and growth directions of the comprehensive plan. In addition, some areas, especially between Pine Street and Interstate 35, have experienced low-density residential development and may experience further subdivision. In other cases, proximity to previous developments or to scenic and environmental amenities may also encourage development. City land use controls of these adjacent areas may be desirable to assure that residential densities are consistent with the capacity of wastewater disposal systems and with the objectives of the comprehensive plan.

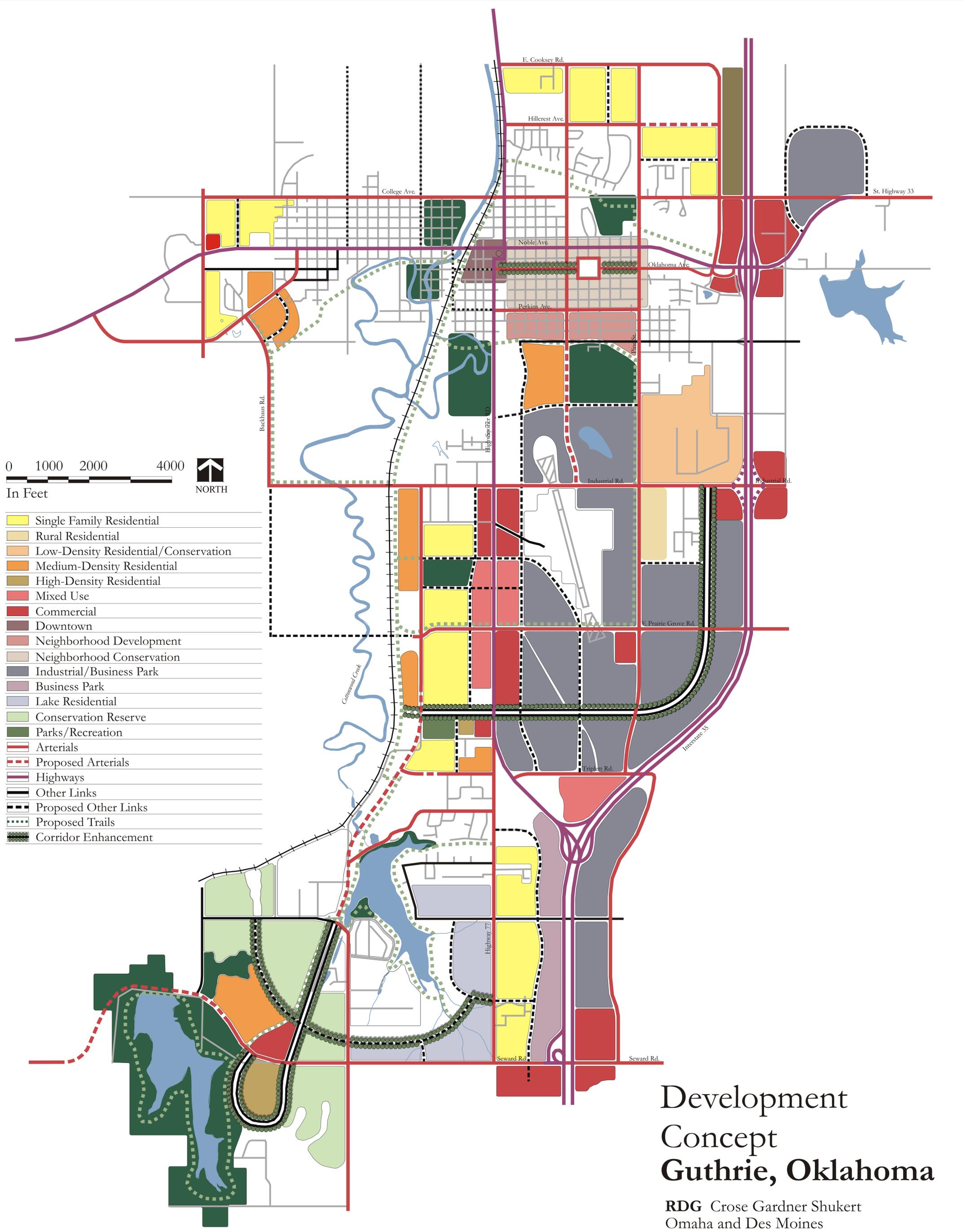
In addition, land use control may be desirable in outlying areas to discourage very low density development on septic systems in the path of future urban development; to ensure that low density development maintains development standards that preserve the rural or scenic character of land, as proposed in the principle CONSERVATION SUBDIVISION DEVELOPMENT; or to maintain land with significant open space value.

Areas that appear to be consistent with one or more of these criteria include :

- Unannexed areas east of Interstate 35 along Highway 33.
- The section between Prairie Grove and Triplett Roads between Pine Street and South Division Street.
- The east side of the I-35 corridor between the US 77 and Seward Road interchanges.
- The Davis /Coltrane Road corridors west to Cottonwood Creek.
- Lands that would be influenced by a westside connector utilizing Industrial Road and Backhaus Road.
- The Industrial Road and I-35 interchange in the event of interchange construction there at any time in the future.
- A small parcel in the northwest part of the city adjacent to North Highway 77.

The City of Guthrie should consider city land use control in these future areas and on existing lands that are outside of the city but west of Interstate 35 to the Highway 77 interchange. Because of their rural density development, these areas may not be annexed, but do have a direct effect on the city's development.





0 1000 2000 4000
 In Feet 

-  Single Family Residential
-  Rural Residential
-  Low-Density Residential/Conservation
-  Medium-Density Residential
-  High-Density Residential
-  Mixed Use
-  Commercial
-  Downtown
-  Neighborhood Development
-  Neighborhood Conservation
-  Industrial/Business Park
-  Business Park
-  Lake Residential
-  Conservation Reserve
-  Parks/Recreation
-  Arterials
-  Proposed Arterials
-  Highways
-  Other Links
-  Proposed Other Links
-  Proposed Trails
-  Corridor Enhancement

Development Concept Guthrie, Oklahoma

RDG Crose Gardner Shukert
 Omaha and Des Moines



GROWTH & LAND USE

An Assessment of Land Use Needs and Policies



The previous chapter of the Guthrie Plan considered the factors that have helped form the city's urban environment. It also discussed factors which present challenges to the management of growth and the preservation of this character. Finally, it presented a Development Plan, establishing basic principles to help encourage growth that remains true to the distinctive features and

Goals

development opportunities for Guthrie. This chapter considers existing land use characteristics in Guthrie and projects the amount of additional land that will be needed to stabilize its population declines of the last two decades and maintain a target population in the range of 13,000 during the twenty years. It also considers the condition of existing neighborhoods and concludes by identifying the growth areas that will experience significant development during the next twenty years.

■ **GOALS**

In considering land use needs, patterns, and development policies, Guthrie should:

• **PROVIDE ADEQUATE LAND FOR PROJECTED AND POTENTIAL GROWTH.**

Land use projections and planning should anticipate future growth needs and permit a reasonable amount of flexibility, accommodating change and providing adequate choice to potential developers. A plan that designates too little land for development either artificially raises land costs by limiting supply or, more probably, assures that it will be ignored. On the other hand, a plan that designates too much land for development or fails to offer guidance in the sequence of development loses control of the urbanization process.

Normally, land use projections are built on precedents – that is, past growth and population trends provide a reasonable basis for predicting future needs. This method generates relatively modest new land needs for Guthrie. However, the city is in the unusual situation of having development potential that cannot be predicted by past trends. Despite a history of slow population growth, Guthrie is on the leading edge of the rapidly developing Oklahoma City metropolitan area. This metropolitan growth has fueled rapid suburban development in Edmond, Guthrie’s municipal neighbor to the south. Guthrie’s combination of history, architecture, and lake environments, combined with a commuting distance of 30 minutes to downtown Oklahoma City, provide opportunities for unprecedented growth. Without being unrealistic, the

plan must maximize the benefits of this opportunity for Guthrie.

• **USE NEW DEVELOPMENT TO HELP GUTHRIE EVOLVE AS A UNIFIED CITY.**

Guthrie’s corporate limits enclose about 17 square miles, about 70% of which is open or undeveloped area. Within its corporate limits, Guthrie is actually composed of four concentrations or clusters of development – the traditional town east of Cottonwood Creek, the west side on the opposite side of the creek, the lake community to the south, and neighborhood clusters generally related to Industrial Road and South Division Street. These development districts are connected by the city’s two highway axes – east-west Noble Avenue and north-south Division Street. New growth should efficiently use the intervening open land to unify these separate districts in Guthrie.

• **ASSURE THAT NEW DEVELOPMENT CREATES THE GREATEST ADVANTAGES FOR BUILDING THE COMMUNITY.**

The city should benefit from the vitality and energy created by development and investment. All too often, though, development produces monotonous, joyless places that dissipate this energy by their failure to conceive of the city as an ensemble of projects that relate to one another. The original builders of Guthrie understood this as they built a place with a unique character. New growth should create excellent environments for living, shopping, and working and should enhance existing commercial and residential areas. Development should strengthen the positive characteristics of the city and should not turn away from its existing fabric.

• **ENCOURAGE THE CONSERVATION AND DEVELOPMENT OF ESTABLISHED NEIGHBORHOODS.**

A plan for Guthrie cannot address new development only. The city’s existing stock of housing is a vital resource that must be preserved. Some parts of the city, most notably the southern part of the historic

town, exhibit patterns that are characteristic of “inner-city” neighborhoods – distressed older housing and a substantial number of vacant lots. Strategies that preserve and build neighborhoods are integral to Guthrie’s land development effort.

- **GUIDE ECONOMIC EXTENSIONS OF GUTHRIE’S INFRASTRUCTURE AND SERVICES.**

Guthrie’s large land area and dispersed development pattern outside of the compact historical city mean that city services are geographically stretched. The land use plan should help guide development in such a way as to minimize its marginal public cost. Sites that utilize natural topography for wastewater flows and can be served by incremental utility extensions reduce development costs and long-term maintenance and operating expenses. The Development Concept for Guthrie calls for phased growth, encouraging development in stages according to the difficulty of projects necessary to provide urban services. This allows the city to plan for a longer-range perspective.

- **ADD VALUE TO THE COMMUNITY BY INVESTING IN AND MARKETING MAJOR QUALITY OF LIFE FEATURES.**

Guthrie, as a distinctive community on the north edge of a major metropolitan growth center, has a unique development opportunity. Yet, Guthrie competes with other regions (including unincorporated parts of South Logan County) for a proportionate share of this growth. The land use concept should capitalize on Guthrie’s natural assets to create an array of quality of life enhancements that attract these resources. Furthermore, as Guthrie grows, it should maintain the quality of these important assets of the built and natural environment.

■ EXISTING LAND USE

This section describes land use characteristics and trends that will help determine the amount of land needed to accommodate future development in Guthrie. In addition, it will project the community’s

probable housing demand and residential land requirements for the next twenty years.

Guthrie is unusual in the amount of land incorporated within its municipal limits. The entire city incorporates about 11,215 acres, or 17.5 square miles, of which 68.5% is in agricultural, water, or open land uses. The developed area of Guthrie includes slightly over 4,000 acres, or about 6.3 square miles.

The Existing Land Use Map summarizes current land uses in Guthrie based on a detailed field survey completed in 2000 as part of this planning process. In addition to providing acreage and percentage breakdowns by general land use categories, the survey provides detailed information on specific uses.

Residential Uses

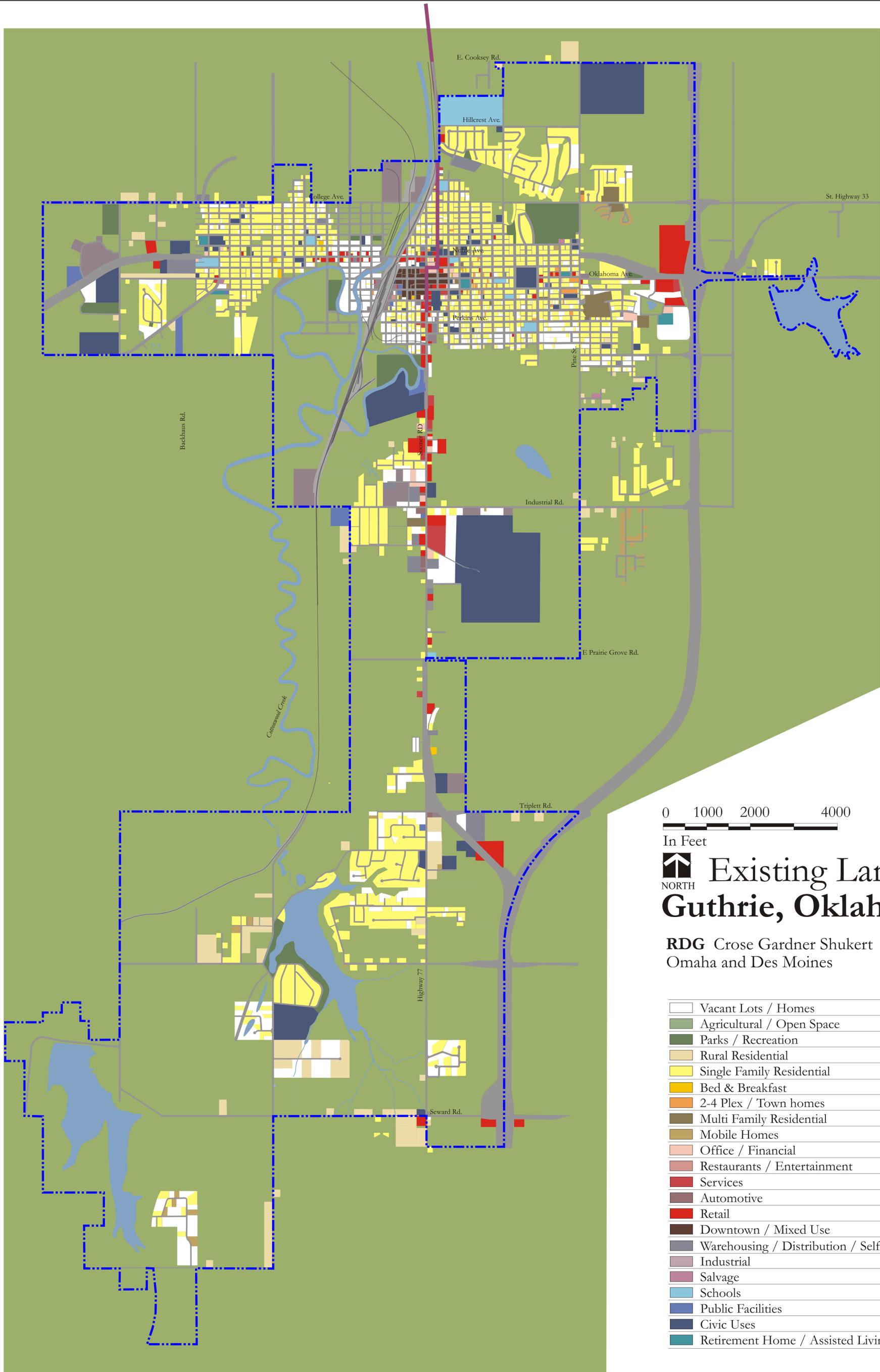
Residential uses make up Guthrie’s dominant urban land use, accounting for about 1,206 acres, or 30% of the city’s developed land area. Over 94 percent of this land is used by single-family residential development; large lot residential development accounts for another 11% of this total. Multi-family development (including duplexes) accounts for just under 4% of developed residential land.

The city’s stock of housing structures was largely single-family in 1990. The 1990 census indicated that about 82% of the city’s housing supply was in single-family detached units, with 2 to 4 unit structures accounting for an additional 7.7% of the housing stock. Multifamily structures account for only about 3% of the city’s total 1990 housing supply.

Commercial Uses

Commercial and office development accounts for about 153 acres or about 3.8% of total developed land in Guthrie. The largest concentrations of commercial uses include:

- *Downtown Guthrie*, the historic and pedestrian-oriented center of the community.



0 1000 2000 4000

In Feet



NORTH

Existing Land Use Guthrie, Oklahoma

RDG Crose Gardner Shukert
Omaha and Des Moines

- Vacant Lots / Homes
- Agricultural / Open Space
- Parks / Recreation
- Rural Residential
- Single Family Residential
- Bed & Breakfast
- 2-4 Plex / Town homes
- Multi Family Residential
- Mobile Homes
- Office / Financial
- Restaurants / Entertainment
- Services
- Automotive
- Retail
- Downtown / Mixed Use
- Warehousing / Distribution / Self-Storage
- Industrial
- Salvage
- Schools
- Public Facilities
- Civic Uses
- Retirement Home / Assisted Living

Land Use Distribution and Density

- *Noble Avenue on the north edge of Downtown.*
- *South Division Street, the city's principal auto-oriented commercial corridor. Businesses along South Division are primarily oriented to the consumer needs of residents and people in the surrounding region.*
- *The Interstate 35/Highway 33 interchange, developing with an expanding cluster of visitor services, including restaurants, lodging, and convenience commercial uses.*

Secondary clusters include West Noble Avenue, where a remnant of commercial uses survived the city's floodway buyout program; convenience commercial near Pine and Noble; and commercial and office uses near west 21st and Noble.

Industrial Uses

About 173 acres, or about 4.2% of Guthrie's developed land is in industrial use. Industrial uses in Guthrie are located in three concentrations:

- *The Industrial Road corridor, including the Guthrie Industrial Park northwest of South Division and Industrial, and sites north of the airport. This area contains much of Guthrie's contemporary industrial base.*
- *Academy Road and West Noble Avenue, including construction materials yards.*
- *Old industrial areas north of College Street in Cottonwood Flats and along the BNSF Railroad. These older industrial areas once served by an extensive system of spurs off the Santa Fe mainline have suffered from flood damage, poor truck access, and general obsolescence.*

Civic Uses

Civic uses, including public and semi-public lands, account for about 777 acres, or almost 19% of developed land use in the City of Guthrie. Major civic land users include:

- The city's park and recreation system. Parks and recreational uses account for over 151 acres of land in Guthrie. Highland and Mineral Wells Parks make up the largest existing open spaces. Park area does not include publicly owned land around Lake Liberty.
- The two lakes.
- Guthrie Municipal Airport.
- Other public spaces, including the city's cemeteries and Santa Fe Country Club.
- Civic uses do not include substantial areas in Cottonwood Flats acquired as part of the flood buyout program.
- The Job Corps campus.

■ LAND USE DISTRIBUTIONS AND DENSITIES

A review of Guthrie's land use distribution offers additional insights into the city's growth patterns and its functional specializations.

- *Guthrie has an extraordinarily large amount of open land within its corporate limits. Of the city's total area of 11,215 acres, or about 17.5 square miles, about 4,044 acres, or 36%, is actually developed with urban uses. Guthrie's extensive territory beyond the traditional town includes a substantial amount of vacant or open land, in addition to the two large reservoirs and surrounding territory. In addition, Guthrie includes about 438 acres of vacant urban land, accounted for primarily by floodplain buyouts in the Cottonwood Flats and vacant land in the Southeast Quadrant.*
- *Guthrie provides about 11.5 acres of residential land per 100 residents. This classifies it as a relatively low-density community, not surprising given the character of the city's land and its rather wide dispersal across the landscape. "Compact" towns in our database display a density of 6 to 9 residential acres per 100 residents; medium density towns*

range from 9 to 11 acres per 100; and low density towns exceed 11 acres.

- *Guthrie is in many ways a composite of development patterns.* Thus, the traditional town has a development density that is typical of compact cities. On the other hand, the southern parts of the city, including the lake district, exhibits a very low development density. Density can be important because it is a predictor of the cost of providing urban services. Invariably, compact towns can be served more economically because of the lower marginal cost of building and maintaining a unit of development. Compact development serves more houses with a given length of sewer or road; and public safety staff has fewer miles to patrol for a specific number of residents.
- *Guthrie provides about 1.65 acres of industrial land per 100 residents, comparing favorably with other communities in our database.* However, it dedicates a relatively small percentage of developed land to industrial uses.
- *Guthrie provides about 1.46 acres of commercial and office land per 100 residents. This is comparable to similarly sized communities in our experience.* Generally, a city with less than 1.0 acres of commercial land is considered average in commercial development density.

■ LAND USE PROJECTIONS

Using Guthrie’s population and existing land use ratios, forecasts of land development over the next twenty years can be developed. If Guthrie achieves a 1% annual growth rate during the next twenty years, it will achieve a population of 12,772 by 2020. A 1.5% annual growth rate indicates a year 2020 population of 14,048. A 1% annual growth rate is typical of a steadily growing community, but nevertheless exceeds the relatively flat population change experienced by the city. The 1% scenario is utilized for the purpose of projecting probable land needs during the next twenty years. However, if Guthrie were able to capture an increased share of regional growth, it could attain a 1.5% annual growth rate, more typical of a

moderately growing suburb.

Based on a 1% annual growth scenario, Guthrie would exhibit a 20-year demand for about 1,075 housing units, or just over 50 units annually. This projection is based on the following methods and assumptions:

- The basic method used in projecting annual demands is to compare the number of units needed in a given year (number of households plus projected vacancy rate) with the number of units available during that year (housing supply during the year less the units that leave the housing supply and must be replaced).
- Household size in Guthrie is expected to decrease slightly during the twenty-year period from 2.48 in 2000 to about 2.38 people per household in 2020.
- The city’s non-household population (people in student dormitories, institutions, groups quarters, or nursing homes) does not produce a demand for conventional housing. This projections assumes that the non-household population will remain at its 1990 rate of 10.19% of the city’s population.
- Guthrie’s nominal 1990 vacancy was recorded at a high 15.86% by the census. The housing projection model projects a gradual vacancy rate decline to a more typical 7% by the year 2020. Part of the high 1990 vacancy rate might have been accounted for by vacant mobile home units or houses in floodplain acquisition areas.
- The projection model assumes that between 2000 and 2010 that 10 units annually will be lost to demolition, redevelopment, or conversion to other uses.
- Higher-density housing forms that maintain single-family characteristics (single-family attached and townhouse configurations) will grow in popularity, accommodating an aging “baby-boomer” and empty-nester population. Nationally, housing project types that offer higher density housing, often in attached configurations and

Land Use Projections

with maintenance provided, have been popular with this increasing market sector.

- Affordable housing development will generally take the form of townhouses and multi-family development.
- Mobile homes will be a relatively small component of Guthrie’s housing supply. It is important to distinguish “mobile homes,” which are generally placed on a site without permanent foundations, from “manufactured housing.” Manufactured housing units include certification by the US Department of Housing and Urban Development, are placed on permanent foundations, and may include specific design standards for roof pitch and exterior materials. Under state law, these units are not distinguished from conventional single-family housing.

Of the projected demand for 1,075 residential units during the next twenty years, about 60% of these units should be developed for owners (predominantly in single-family detached or attached configurations) and 40% should accommodate renters (predominately in multi-family, duplex, townhomes, and mobile home units).

Required Residential Area

Residential land projections estimate the amount of land that will be needed to accommodate growth during the next twenty years. Projections are based on the following assumptions:

- Typical gross densities will be 3 units per acre for single-family detached, 6 units per acre for medium density (small lot or attached) housing and mobile homes, and 12 units per acre for high density (multi-family) housing.
- Land designated in the land use plan for residential development over a twenty year period should be about twice the area that new growth actually needs. This is necessary to preserve competitive land pricing.

Based on these assumptions, Guthrie will develop about 645 single-family houses, 108 medium density units, 269 high-density units, and 54 mobile home units. This requires a total land area of about 264 acres, or an annual actual absorption of about 13 acres. Using the rule of designating land at a rate of two times the “hard demand”, this suggests a total reservation of land for residential development of about 529 acres over the twenty-year period.

Commercial Development

This plan does not include a comprehensive retail market analysis. However, probable development needs and the plan’s overall policy of encouraging appropriate development suggests that Guthrie will require new commercial space during the next twenty years. Two methods can be used to help project commercial land needs:

- *A population service relationship.* This method relates commercial growth to population projections. It assumes that the absolute amount of commercial land per 100 people will remain relatively constant and that new commercial development will grow in proportion to population growth. Guthrie currently has about 1.54 acres of commercial and office land per 100 residents. The projection forecasts a moderate increase in this ratio, to 1.74 acres per 100 by 2020. This suggests a need for about 57 acres of new commercial and office land between 2001 and 2020.
- *Residential use proportion.* This assumes a constant relationship between the amount of land used for residential and commercial purposes, thereby relating commercial growth directly to residential development rates. Guthrie currently has about 0.115 acres of commercial/office land for each acre in residential use. Based on this method, Guthrie will need about 30 acres of new residential land during the next 20 years.

These projection methods forecast a need for between 30 and 60 acres of commercial land during the next

twenty years. In order to provide alternative sites, the land use plan should designate 1.5 times the hard demand for commercial land. This means that about 90 acres of land should be needed for commercial and office development during the next 20 years.

Industrial Development

The need for industrial land is not directly related to population growth, making it much more difficult to predict. A single major corporate decision can dramatically increase (or decrease) the projected industrial demand in a community. In addition, a decision by the city to pursue industrial development aggressively can affect industrial land needs. For example, the concept of a Midway economic development community, defining and marketing the area around Guthrie Regional Airport as a major regional industrial and business park for northern Oklahoma, make traditional land use forecasting techniques less applicable.

As a baseline, the projection methods used to forecast commercial demand may also be used to approximate industrial needs. Effective marketing of the Midway area for industrial and business development, reinforced by an Industrial Road interchange at I-35 and continued enhancement of the airport, could increase the likelihood of major development in this district. The two methodologies generate the following forecasts:

- *Population service relationship.* Guthrie currently exhibits about 1.74 acres of industrial land per 100 residents. Assuming that this ratio increases moderately to 1.94 acres per 100, Guthrie will absorb about 61 acres of new industrial land between 2001 and 2020.
- *Residential use proportion.* Guthrie currently has about 0.132 acres of commercial/office land for each acre in residential use. Based on this method, Guthrie will need about 35 acres of new residential land during the next 20 years.

The population and residential use proportion methods described above suggest that Guthrie should absorb about 60 acres of new industrial land in and adjacent to the city. In order to provide maximum flexibility, the land use plan should designate about three times the “hard demand” for industrial use, requiring reservation of about 180 acres of industrial and business park land in and adjacent to the city. However, the designation of the area around the airport for industrial and business park development may produce far more demand for industrial development, based on regional rather than local, population-based demand.

THE LAND USE PLAN



This section presents land use strategies that will enable Guthrie to plan successfully for projected growth and respond to the pressures of internal land use change and external developments. Overall development patterns should reinforce the functional and aesthetic values of the historic community, even while new development extends out into the surrounding landscape. New development should be designed to provide a high degree of pedestrian and vehicular mobility. In addition, Guthrie's growth program should take maximum advantage of existing features, including vacant lots in the Southeast Quadrant that are already served by utilities and the city's substantial investment in its Regional Airport.

The city's growth program should:

- Designate growth areas for residential development, designed to provide the appropriate amount of land for urban conversion.
- Ensure that new development maintains continuity and linkages among neighborhoods.
- Encourage adequate commercial growth to respond to potential market needs in Guthrie.
- Provide adequate land to support economic development efforts that capitalize on Guthrie's historical and environmental attractions, and excellent transportation access.
- Maintain development patterns in lower density areas that conserve the natural landscape and preserve the long-term growth prerogatives of the city.
- Prevent or discouraged uncontrolled development that can siphon energy and investment away from already established areas without adding to the city's net economy.

The components of this program include:

- ADEQUATE LAND SUPPLY
- COMPACT DEVELOPMENT PATTERN
- GROWTH CENTERS
- MIXED USE URBAN CORRIDORS
- COMMERCIAL NODES
- INDUSTRIAL GROWTH AREAS
- LAND USE REGULATION WHICH IMPLEMENTS POLICY GOALS

Each component of land use policy is described below. The Land Use Plan maps the concepts presented in these policies and recommendations.

■ ADEQUATE LAND SUPPLY

Guthrie should anticipate providing enough land for new development to accommodate an annual growth rate of at least 1% to the year 2020, corresponding to a population of about 12,100. However, the long-range land use plan should plan for the phased development of the area within the city's corporate limits.

The land use forecasts in this section present the amount of land needed for residential, commercial, and industrial uses to accommodate an annual growth rate in Guthrie of 1%. In an era of declining household size because of aging and establishment of new, small households by the children of "baby boomers," maintaining this population will nevertheless produce substantial growth in the number of households, generating substantial demand for new development.

The proposed land absorption approximates demand closely enough to allow managed growth, while providing adequate choices of sites to potential developers. The Guthrie Land Use Plan proposes six development policy zones, implementing the principles of managed growth discussed previously in this section. These zones correspond generally to phasing and the types of infrastructure investments necessary to provide urban services.

- *Priority Area 1. The Existing Urbanized Area*, corresponding to the built-up portion of Guthrie. This area includes vacant residential land, largely in the Southeast Quadrant, that provides significant redevelopment opportunities. City policy should encourage infill development of these sites, including construction of affordable housing.
- *Priority Area 2. Incremental Extensions*. These include areas that are developable with incremental extensions of existing water distribution or sewer facilities. These are areas that can be opened for development at relatively low cost to the city. They include the Midway area between Snake Creek and Industrial Road, between Pine Street and South Division; the western edge of the city north of Noble Avenue; and the northern part of the city, extending existing development patterns

north from Hillcrest Avenue to Cooksey Road.

- *Priority Area 3. Main Extensions with Gravity Flow Sewer*. These areas require the extension of interceptor sewer and water distribution mains, but provide service with gravity flow sewers. While requiring more substantial infrastructure investments than Area B, gravity flow provides relatively expeditious service. "C" areas include much of the Midway district, incorporating areas between Industrial Road and Triplett Road, between Pine Street and Cottonwood Creek. These areas incorporate much of the expanded "economic development community," adjacent to the airport.
- *Priority Area 4. Major Infrastructure Investment Areas*. In addition to extensions of interceptors or primary distribution mains, these areas also require lift stations or expansions of sewer capacity downstream. Development of these areas will generally come later than the "C" areas because of greater infrastructure investments. They include the sector east of the Airport, adjacent to a proposed Industrial Road interchange between Pine Street and I-35; the I-35 corridor between Pine Street and Sooner Road; and parts of the east bank of Lake Guthrie.
- *Priority Area 5. Conservation Development*. These areas are unlikely to develop to a density that warrants full urban services. Here, low-density development is permitted, developed in a way that conserves natural landforms and environmental resources. The city's land development regulations should provide tools such as lot clustering to encourage preservation of open space without reducing the potential yield of land. Conservation development areas include rural residential development areas between University Avenue and Industrial Road east of Pine Street; and areas south of University Avenue and west of Cottonwood Creek, now outside of the city. Some parts of the lake district may also be used for conservation development.
- *Priority Area 6. Special Opportunity Areas*. These incorporate areas that require major infrastructure

Land Use Plan

investments in order to complete comprehensively planned communities. This area includes the proposed inter-lake “new town,” using the unique potential created by Guthrie’s two lakes to generate a comprehensively planned project, probably done in coordination with a group of specific, large-scale developers.

- *Priority Area 7. Agricultural Zones.* These areas will not be required for urban development in the long term and should be preserved in agricultural use.

New development in Guthrie should be focused in those areas designated by the Land Use Plan and should generally follow the phasing program presented in Chapter Two. Such a disciplined approach will help to insure cost-effective, efficient land use patterns that maximize the benefits of development to the community by taking advantage of existing infrastructure investments. Additionally, development should occur within the context of the transportation and open space framework presented in this plan.

■ COMPACT DEVELOPMENT PATTERN

Guthrie should encourage compact growth that generally grows incrementally from previously developed areas.

Public policies which execute a strategy of Compact Development should:

- To the greatest degree possible, define and channel growth into development areas contiguous to existing or planned infrastructure, existing developments, and with street patterns consistent with the city development concept.
- As these areas develop, encourage growth in areas where infrastructure can be extended at relatively moderate costs.
- Encourage residential development that builds from existing community investments. The city should encourage growth that uses existing sanitary sewers or takes advantage of improvements which can have multiple benefits. Additional

growth adjacent to remote developments on the edges of the city’s urbanized area must be contiguous to existing subdivisions and should not exceed the carrying capacity of planned infrastructure.

- Limit outlying development in areas at odds with the city’s development policies. Guthrie and Logan County should work together to discourage the expansion of urban density residential, commercial, or industrial development beyond areas served by existing or potential sewer extensions except when identified for conservation development.

■ GROWTH CENTERS

Guthrie should establish a framework of growth centers connected to one another by collector streets and greenways, designed to create better neighborhoods and improved linkages.

The Development Concept presented in Chapter 2 is designed to accommodate potential growth while strengthening the overall community character. These principles can be realized by conceiving of the city’s growth areas as distinct growth centers, each providing a balance of development types and community services as essential parts of the whole, and each requiring community investments and features that create desirable living environments.

Growth centers in Guthrie are defined by natural and man-made features, including topography, ravines and drainage corridors, major streets, community institutions, and Interstate 35. The Growth Center concept defines these development areas as definable neighborhoods, connected to one another by collector streets and greenways. Attributes of the Growth Centers include:

- A mixture of housing types and lot sizes.
- Organization of new neighborhoods around continuous street patterns, often including a community boulevard or greenway that links civic, educational and park facilities.

- Dedication of new neighborhood parks, trails and active recreation areas, designed as central open spaces that are focuses of the neighborhood.
- Development of higher-density residential and limited commercial, service, and civic uses at nodes along boulevards and open spaces, or at strategic locations that link communities.
- Care in establishing setbacks, landscaping, and streetscape standards along boulevards to ensure the appearance of a traditional community promenade.

The elements of these systems are woven throughout the themes of this plan.

The six principal Growth Centers are presented below.

North Growth Center

This area extends north of Noble Avenue to Cooksey Road. This growth center continues patterns of new development to the north of Guthrie, one of the city's most active areas of later twentieth century development. It has gentle topography and can be easily served by incremental infrastructure extensions, placing it within development priority area 2. Primary development in this growth area would be residential, with higher density uses along the I-35 corridor. Continued commercial and office development should occur around the Noble Avenue interchange. Elements of the framework to support this growth center include:

- A street system that provides an east-west links and an access road parallel to but well away from Interstate 35.
- Incremental sewer system extensions.
- Completion of a major trail from the Cottonwood Greenway to the I-35 interchange along Bird Creek.

North Midway Growth Center

This growth area includes areas south of Springer Avenue to Industrial Road. This area includes significant infill redevelopment opportunities in the South Quadrant and includes readily developable new land on the "school property" south of Snake Creek. Land use in the area envisions industrial and business park development along Industrial Road north of the airport. It also anticipates the completion of a community sports complex on a site southwest of Snake Creek and Pine Street, designed to help tie the Southeast Quadrant and Midway areas together. Framework improvements to encourage development in this area include:

- Outfall sewer extensions to serve the development area.
- Improvement of Pine Street as a major north-south access route to complement South Division Street.
- Eventual development of the sports complex.
- Completion of trail/greenway corridors along Snake Creek and around the airport, looped back into the trunk cottonwood Greenway.
- Possible extension of an east-west street just south of Snake Creek, providing better citywide access to the sports complex.
- Future development of an interchange at Industrial Road.
- Completion of a local street system to serve the development area, including an east-west collector that extends the Wal-Mart access road east to Pine Street.
- Creation of a rear access road and circulation system to deepen development along the Highway 77 corridor. Such a road reduces the necessity for frequent curb cuts and allows better utilization of property along the highway corridor.

Land Use Plan

Midway Growth Center

The Midway area incorporates major potential development districts within the city limits between Industrial Road and Triplett Road. The development concept envisions the airport and access to Interstate 35 to develop a major industrial and business park site for northern Oklahoma. An enhanced and broadened South Division corridor will serve as a mixed use artery, linking the traditional town, Midway, and the lake district together. Residential development will predominate in the Midway area west of Division Street to the railroad corridor and the Cottonwood Creek floodplain. Improvements necessary to encourage development of the Midway growth center include:

- Extension of interceptor sewer service south of Industrial Road to Triplett Road, following a diagonal, northwest to southeast alignment southwest of the airport.
- Water main extension parallel to Highway 77 to Triplett Street.
- Development of a local and collector street system that includes north-south collectors parallel to Division, providing alternative access and widening the development corridor to accommodate a variety of uses.
- A Midway Parkway between Industrial Road and Division Street to provide local access within the proposed business and industrial park district.
- Extension and improvement of Davis Road.
- A trail loop related to the parkways and linking Midway into the Cottonwood Greenway system.
- Community parks related to the parkways and serving the area's future residential growth.
- Development of the Cottonwood Greenway parallel to the BNSF tracks and linking the lake area with the traditional town.

- Completion of the proposed Airport Trail loop, along the south edge of the Airport and linked to the sports complex.
- Future development of an interchange on Interstate 35 at Industrial Road.

Lake District Growth Center

This area, located south of Triplett Street, anticipates development of a residential lake community with a village center oriented to Guthrie Lake and Lake Liberty. This area provides opportunities for a comprehensively planned community, complementing the more traditional development frameworks of the historical town and the Midway area. Improvements necessary to encourage development in this area include:

- Extension of an interceptor sewer south along the BNSF corridor, and construction of a reliever interceptor north of Industrial Road to increase overall system capacity.
- Construction of the Cottonwood Greenway, including loops round the two lakes.
- Development of collector parkways, providing structure and connections through the lake residential community.
- Extension of water mains to the area.
- Park development around Lake Guthrie and creation of a major passive recreational and environmental park around Lake Liberty.
- Improvement and realignment of Seward Road.

West Guthrie

This area provides additional residential development opportunities on the west edge of town to Academy Road. Development is supported by incremental utility extensions. Major improvements designed to support development of this growth area include:

- Completion of the westside connection concept, utilizing Backhaus Road and Industrial Road to link the area to the South Division corridor.
- Trail links to connect to the Cottonwood Greenway.
- Development of Cottonwood Flats as a community recreation area.

South Quadrant Infill Development

While not a geographic growth center, infill development on vacant lots in the Southeast Quadrant should be an important part of city development policy. These individual lots may be most effectively reutilized for new single-family or rent-to-own housing development. Such a program often involves a public-private partnership between the city and a non-profit development organization such as a Community Development Corporation (CDC). In this concept, the city buys the property and conveys it to the CDC. Public resources may assist with acquisition, clearance and preparation of the site, and deferred second mortgages.

■ **MIXED USE URBAN CORRIDORS**

Guthrie's major urban corridors should act as major community spaces that link to major community entrances, accommodating mixed uses and providing an attractive public environment.

Mixed use corridors include Noble Avenue and South Division Street. Land development policy should as-



sure that these streets maintain their mixed use character, permitting several uses without threatening the environment and scale of a residential neighborhood. Components of this policy include:

- Implementing land use regulations which permit mixed uses, generally including residential, office, civic, and low impact commercial uses.
- Adopting land development standards which limit parking that is directly visible from the corridors and permit small setbacks from property lines.
- Instituting design standards and review of projects, potentially implementing a performance standard system to regulate development and land use patterns.
- Maintaining a quality public environment, with attractive sidewalks, landscaping, street graphics, and lighting.
- Along South Division, completing an enhancement program to upgrade the appearance and transportation function of the arterial.

■ **COMMERCIAL NODES**

Guthrie's commercial development should be located within well-defined nodes or districts, each with a unique and complementary role.

Commercial uses are important both economically and as centers for community activity. In order to



Land Use Plan

maximize its twin business and city-building roles, commercial growth should occur in specific nodes or districts, each with a specialized function.

Commercial strategies are linked to the function that different commercial areas fill for the city. This plan envisions a hierarchy of commercial areas, with distinct roles to play. Growth of each area will result from a combination of new construction, public improvements, changes to land and building use, conversions and redevelopment, and improved zoning and subdivision processes and regulations. Zoning regulations, specifically, should be precise enough to describe the specific roles of proposed commercial districts.

Major Commercial Districts

Guthrie's major regional commercial centers will continue to be the traditional downtown and the South Division Street corridor. South Division's development pattern should extend beyond its relatively shallow depth to provide mixed use development behind the commercial frontage.

Neighborhood Commercial Areas

While most development in Guthrie will be concentrated in these major commercial districts, other areas should accommodate convenience commercial uses and services. These areas will accommodate neighborhood services and complement the city's major commercial centers by providing limited convenience and neighborhood services on sites that are appropriately located in growth areas. Potential neighborhood service nodes, related to growth centers, include:

- Academy and Noble.
- The proposed lakefront Village Center.

Visitor Service Commercial

These areas anticipate significant commercial growth at interchanges to serve travelers and local needs.

■ INDUSTRIAL GROWTH AREAS

Guthrie should provide attractive sites for future industrial and business park development, placing special emphasis on airport development.

Guthrie should continue to provide diverse economic opportunities for its residents. Economic development efforts should take maximum advantage of the community's primary assets — its quality of life, physical environment, and good regional transportation access with the airport, a mainline railroad, and Interstate 35.

The land use plan proposes expansion of Guthrie's existing patterns of industrial development. Major industrial areas will include:

- The primary Midway industrial and business park area surrounding Guthrie Municipal Airport.
- Completion of the Guthrie Industrial Park.
- Development of the I-35 corridor between the Highway 77 and Seward Road interchanges.

Development policies that support high quality industrial development include:

- Promoting master planning for industrial and business park projects, relating buildings to one another and providing common parking and pedestrian plans.
- Encouraging key transportation improvements, including continued airport development, a west connection to Highway 33 using the Industrial Road/Backhaus Road concept, and an Industrial Road interchange.
- Integrating industrial parks into the city's planned recreation trails and open space system.

■ FRAMEWORK FOR DECISION-MAKING

Guthrie's future land use map and policies should provide both guidance and flexibility to decision makers in the land use process.

A Future Land Use Plan provides a development vision for the city that guides participants in the process of community building. However, it cannot anticipate the design or specific situation of every rezoning application. Therefore, the plan should not be taken as an inflexible prescription of how land must be used. Rather, it provides a context that helps decision-makers, including city administrative officials, the Planning Commission, and the City Council, make logical decisions which implement the plan's overall principles.

The Land Use Plan establishes a number of categories of land uses, some of which provide for single primary uses while others encourage mixed uses. The discussion below identifies various use categories and establishes criteria for their application. This forms a framework for findings by the Planning Commission and City Council that provides both needed flexibility and consistency with the plan's overall objectives.

Agriculture and Open Space

Use Characteristics

- Generally in agricultural or open space use.
- Agriculture will remain the principal use during the planning period.
- Extension of urban services is unlikely during the foreseeable future.

Features and Location Criteria

- These areas should remain in primary agriculture use. Urban encroachment, including large lot subdivisions, should be discouraged.
- Primary uses through the planning period will remain agricultural.
- An agricultural district will be needed to apply to areas maintained in reserve if the city annexes more widely than its current corporate limits.

Urban Reserve

Use Characteristics

- Generally in agricultural or open space use.
- Areas may be in the path of future urban development after the planning horizon contained in this plan.
- Very low-density residential uses may be located in the area.

Features and Location Criteria

- These areas should be reserved for long-term urban development.
- Primary uses through the planning period will remain agricultural.
- Any interim large lot residential development should accommodate future development with urban services.

Conservation Development

Use Characteristics

- Restrictive land uses, emphasizing housing and open space.
- Civic uses may be allowed with special use permission.

Features and Location Criteria

- Applies to wooded or hill environments with significant environmental features. Golf course subdivisions share characteristics of conservation development.
- Development regulations should promote reservation of common open space and design of projects to take best advantage of open space resources.
- Gross densities will generally be less than two units per acre, although lot clustering may produce smaller individual lots.
- Special regulations are needed to promote conservation developments.

Land Use Plan

Large Lot Residential

Use Characteristics

- Restrictive land uses, emphasizing housing and open space.
- Civic uses may be allowed with special use permission.

Features and Location Criteria

- Includes area that have developed to low densities, but utilize conventional subdivision techniques.
- Applies to areas where conventional large lot subdivisions have been established.
- Most houses use individual wastewater systems and are unlikely to experience extensions of urban services.
- Gross densities will generally be less than one unit per acre.

Low-Density Residential

Use Characteristics

- Restrictive land uses, emphasizing single-family detached development, although unconventional single-family forms may be permitted with special review.
- Civic uses are generally allowed, with special permission for higher intensity uses.

Features and Location Criteria

- Primary uses within residential growth centers.
- Should be insulated from adverse environmental effects, including noise, smell, air pollution, and light pollution.
- Should provide a framework of streets and open spaces.
- Typical densities range from 1 to 6 units per acre.

Medium-Density Residential

Use Characteristics

- Restrictive land uses, emphasizing housing.
- May incorporate a mix of housing types, including single-family detached, single-family attached, and townhouse uses.

- Limited multi-family development may be permitted with special review and criteria
- Civic uses are generally allowed, with special permission for higher intensity uses.

Features and Location Criteria

- Applies to established neighborhoods of the city which have diverse housing types, and in developing areas that incorporate a mix of development.
- Developments should generally have articulated scale and maintain identity of individual units.
- Develop in projects with adequate size to provide full services.
- Tend to locate in clusters, but should include linkages to other aspects of the community.
- Typical maximum density is 6 to 10 units per acre.
- Innovative design should be encouraged in new projects.

High-Density Residential

Use Characteristics

- Allows multi-family and compatible civic uses.
- Allows integration of limited office and convenience commercial within primarily residential areas.

Features and Location Criteria

- Locate at sites with access to major amenities or activity centers.
- Should be integrated into the fabric of nearby residential areas, while avoiding adverse traffic and visual impacts on low-density uses.
- Traffic should have direct access to collector or arterial streets to avoid overloading local streets.
- Requires Planned Unit Development designation when developed near lower intensity uses or in mixed use developments.
- Developments should avoid creation of compounds.
- Attractive landscape standards should be applied.
- Typical density is in excess of 10 units per acre.

Mobile Home Residential

Use Characteristics

- Accommodates mobile homes that are not classified under State law as “manufactured housing.”
- May include single-family, small lot settings within planned mobile home parks.
- Manufactured units with HUD certification that comply with other criteria in State statute are treated as conventional construction.

Features and Location Criteria

- Develop in projects with adequate size to provide full services.
- Generally locate in complexes, but should include linkages to other aspects of the community.
- Typical maximum density is 8 units per acre.
- A new zoning district and updated regulations should be established to govern development of mobile home facilities.
- Development proposals always require Planned Development designations.

Mixed Use

Use Characteristics

- Incorporates a mix of residential, office, and commercial uses.

Features and Location Criteria

- May apply to planned areas in new districts that incorporate an urban mix of residential, office, and commercial uses.
- Developments should emphasize relationships among parts.
- Pedestrian traffic should be encouraged and neighborhood scale retained when applicable.
- Projects should avoid large expanses of parking visible from major streets.
- Signage and site features should respect neighborhood scale when located in or near residential areas.
- Commercial and office development in mixed use areas should minimize impact on housing.
- Current R-5 districts partially accommodate

mixed uses. A new district for mixed uses, including residential, office and commercial uses with good development and signage standards should be implemented.

Limited Commercial/Neighborhood Commercial

Use Characteristics

- Includes a range of low-impact commercial uses, providing a variety of neighborhood services.
- Includes low to moderate building and impervious coverage.
- May include office or office park development.

Features and Location Criteria

- Should be located at intersections of major or collector streets.
- Should avoid a “four corners” configuration, except within neighborhood business districts.
- Development should emphasize pedestrian scale and relationships among businesses.
- Uses should be limited in terms of operational effects.
- Good landscaping and restrictive signage standards should be maintained.
- Good pedestrian/bicycle connections should be provided into surrounding areas.
- The dominance of automobiles should be moderated by project design.

Community Commercial

Use Characteristics

- Includes a variety of commercial uses, with larger buildings and parking facilities than Limited Commercial uses.
- Generally includes major retailers, multi-use shopping centers, restaurants, and service enterprises.

Features and Location Criteria

- Should be located at intersections of arterials or other major streets.
- Traffic systems should provide alternative routes and good internal traffic flow.
- Negative effects on surrounding residential ar-

Land Use Plan

- eas should be limited.
- Good landscaping and restrictive signage standards should be maintained.
- Good pedestrian/bicycle connections should be provided into surrounding residential service areas.
- Buffering from surrounding uses may be required.

General Commercial

Use Characteristics

- Includes a wide variety of commercial uses, some of which can have significant external effects.
- Accommodates auto-related commercial uses.

Features and Location Criteria

- Should be located along arterials or other major streets, and in areas that are relatively isolated from residential, parks, and other vulnerable uses.
- Traffic systems should provide alternative routes and good internal traffic flow.
- Negative effects on surrounding residential areas should be limited by location and buffering.
- Activities with potentially negative visual effects should occur within buildings.
- Development should maintain a reasonable amount of landscaping, focused in front setbacks and common boundaries with lower-intensity uses.

Main Street Mixed Use

Use Characteristics

- Traditional downtown district of Guthrie.
- Includes mix of uses, primarily commercial, office, upper level residential, and warehousing/ industrial uses.
- Primary focus of major civic uses, including government, cultural services, and other civic facilities.

Features and Location Criteria

- Establishes mixed use pattern in the traditional city center.
- Historic preservation is a significant value.

- Recognizes current development patterns without permitting undesirable land uses.
- District may expand with development of appropriately designed adjacent projects.
- New projects should respect pedestrian scale and design patterns and setbacks within the overall district.

Limited Industrial/Business Park

Use Characteristics

- Limited industrial provides for uses that do not generate noticeable external effects.
- Business parks may combine office and light industrial/research uses.

Features and Location Criteria

- Limited industrial uses may be located near office, commercial, and, with appropriate development standards, some residential areas.
- Strict control over signage, landscaping, and design is necessary for locations nearer to low intensity uses.
- Most proposed industrial locations in the Guthrie Plan are relatively isolated from residential uses.
- A new district for business parks, including office and office/distribution uses with good development and signage standards should be implemented.

General Industrial

Use Characteristics

- General industrial provides for a range of industrial enterprises, including those with significant external effects.

Features and Location Criteria

- General industrial sites should be well-buffered from less intensive use.
- Sites should have direct access to major regional transportation facilities, without passing through residential or commercial areas.
- Developments with major external effects should be subject to Planned Development review.

Civic

Use Characteristics

- Includes schools, churches, libraries, and other public facilities that act as centers of community activity.

Features and Location Criteria

- May be permitted in a number of different areas, including residential areas.
- Individual review of proposals requires an assessment of operating characteristics, project design, and traffic management.

Public Facilities and Utilities

Use Characteristics

- Includes facilities with industrial operating characteristics, including public utilities, maintenance facilities, and public works yards.

Features and Location Criteria

- Industrial operating characteristics should be controlled according to same standards as industrial uses.
- When possible, should generally be located in industrial areas.

LAND USE COMPATIBILITY ISSUES

Some of the most difficult issues in planning implementation arise at edge conditions, where more intensive uses are proposed adjacent to less intensive uses. The following compatibility guide assesses the relationships between existing land uses and provides a basis for review of land use proposals based on their context.

High Incompatibility: The proposed use is incompatible with adjacent land uses. Any development proposal requires a Planned Unit Development and extensive documentation to prove that external effects are fully mitigated. In general, proposed uses with this level of conflict will not be permitted. This condition exists for general or heavy industrial uses are proposed adjacent to low- or medium-density residential uses.

Medium Incompatibility: The proposed use has significant conflicts with the pre-existing adjacent use. Major effects must be strongly mitigated to prevent impact on adjacent uses. A Planned Unit Development may be required to minimize project impact and define development design. The following are examples of this condition:

- Community and general commercial development proposed against residential uses.
- Limited industrial development proposed against residential uses.

Potential Incompatibility: The proposed use may have potential conflicts with existing adjacent uses, which may be remedied or minimized through project design. Traffic and other external effects should be directed away from lower-intensity uses. Landscaping, buffering, and screening should be employed to minimize negative effects. A Planned Unit Development may be advisable. The following are examples of this condition:

- High-density residential development proposed against lower density residential uses.
- Office and limited commercial development against residential uses.

Compatible with Minor Conflict Potential: The proposed use is basically compatible with the pre-existing adjacent use. Traffic from higher intensity uses should be directed away from lower intensity uses. Building elements and scale should be consistent with surrounding development. Examples include medium density residential proposed against low-density residential uses.

Compatible: Identical to pre-existing land uses or totally compatible. Development should be designed consistent with good planning practice.

The Appendix displays a Compatibility Guide Table that sets forth the system of compatibility ratings for adjacent land uses.

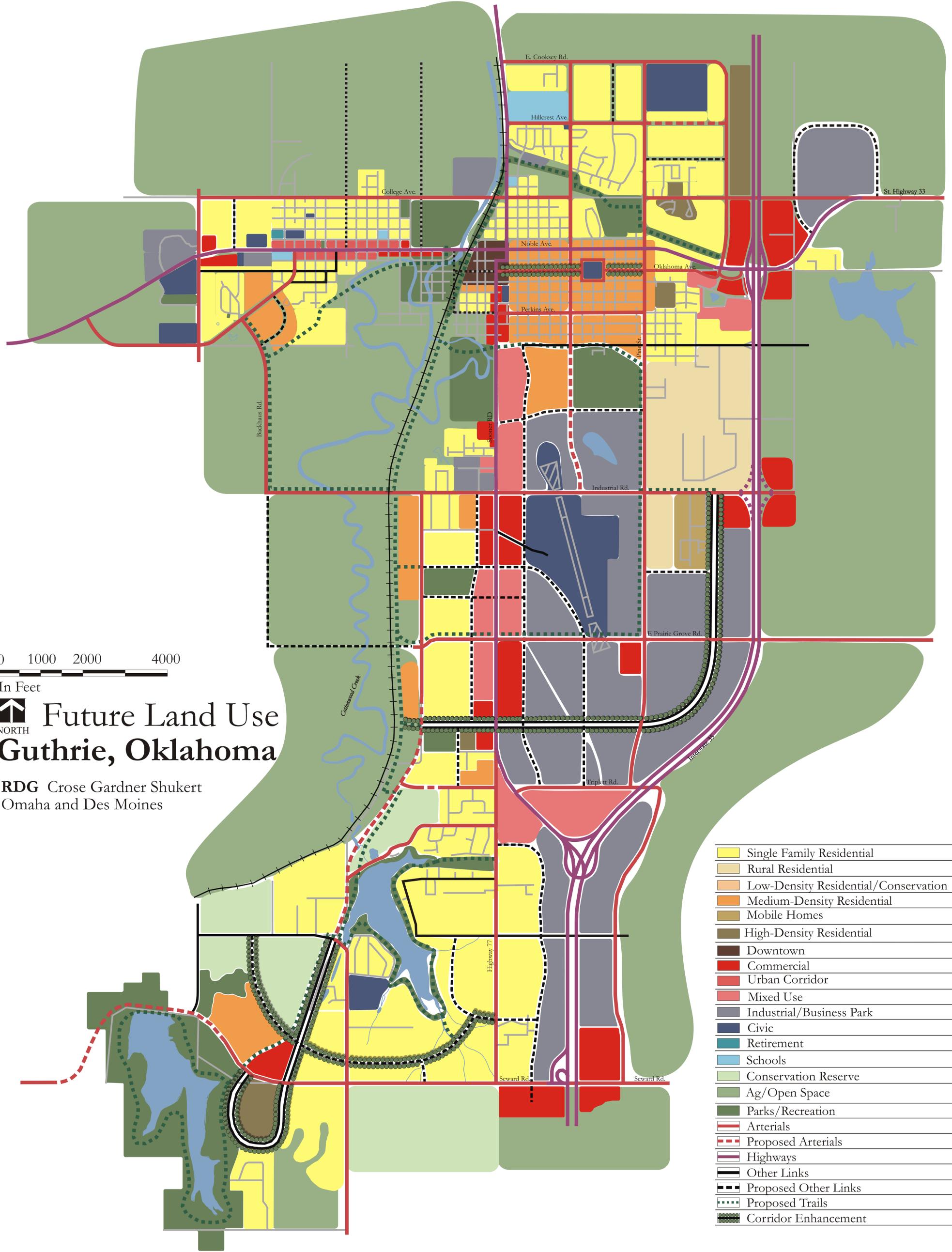
0 1000 2000 4000

In Feet

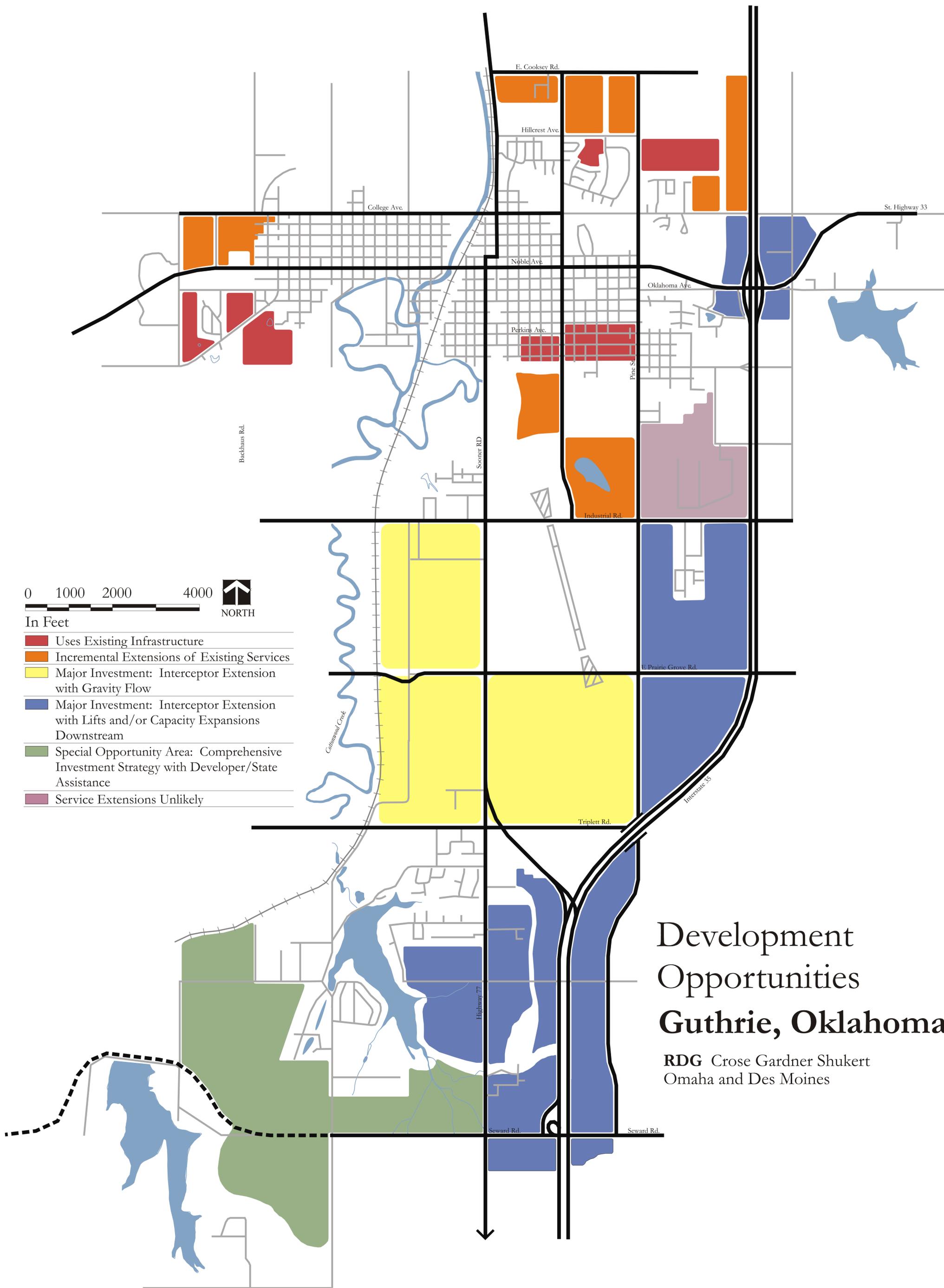


Future Land Use Guthrie, Oklahoma

RDG Crose Gardner Shukert
Omaha and Des Moines

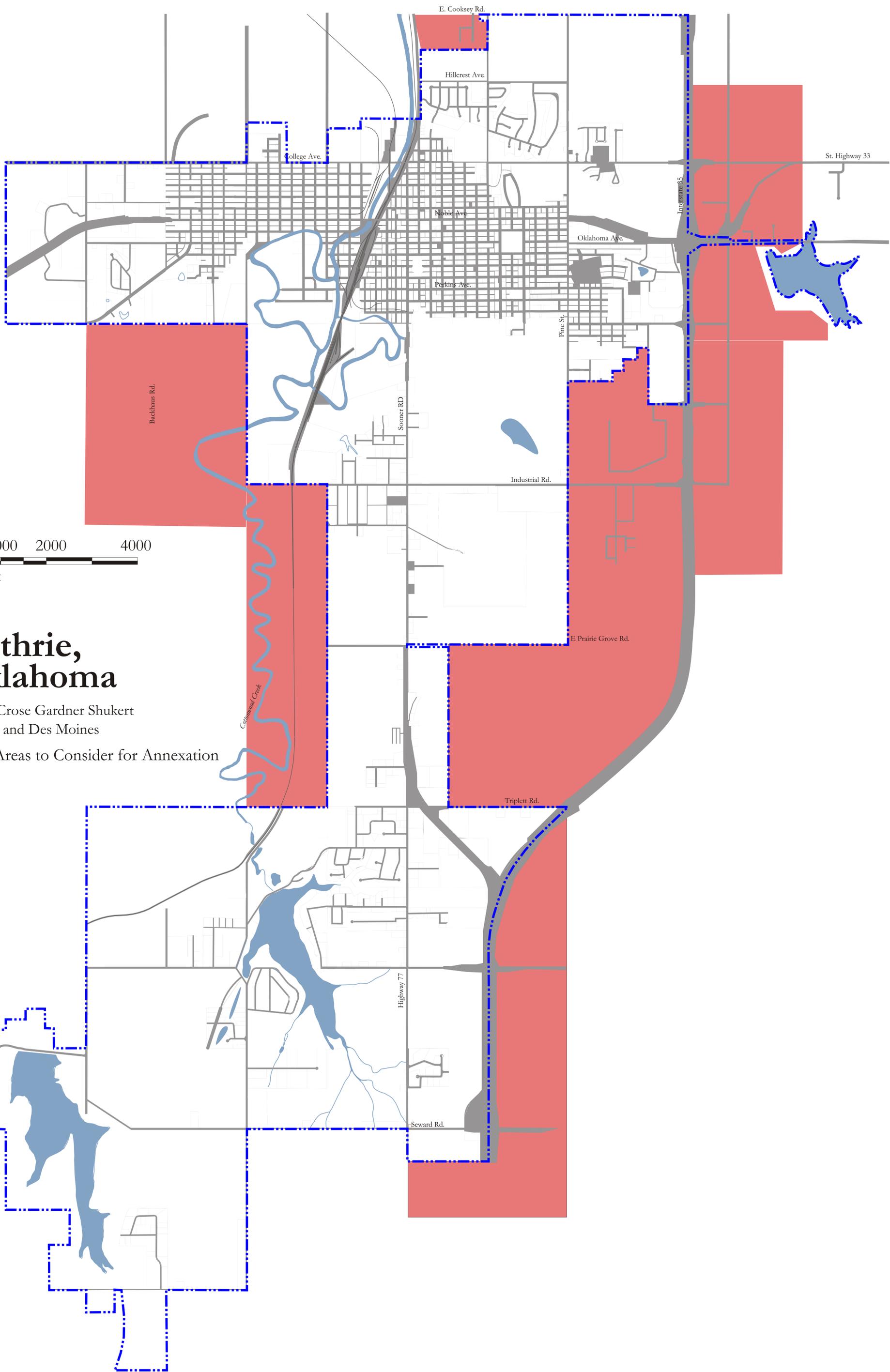


- Single Family Residential
- Rural Residential
- Low-Density Residential/Conservation
- Medium-Density Residential
- Mobile Homes
- High-Density Residential
- Downtown
- Commercial
- Urban Corridor
- Mixed Use
- Industrial/Business Park
- Civic
- Retirement
- Schools
- Conservation Reserve
- Ag/Open Space
- Parks/Recreation
- Arterials
- Proposed Arterials
- Highways
- Other Links
- Proposed Other Links
- Proposed Trails
- Corridor Enhancement



Development Opportunities Guthrie, Oklahoma

RDG Crose Gardner Shukert
Omaha and Des Moines



0 1000 2000 4000

In Feet



NORTH

Guthrie, Oklahoma

RDG Crose Gardner Shukert
Omaha and Des Moines

 Areas to Consider for Annexation



AN URBAN DESIGN PROGRAM FOR GUTHRIE



Urban design considers the overall appearance of a community – the sum total and relationships of different components of its built environment and the interaction between the urban and natural setting. Chapter Two, establishing a Development Constitution for Guthrie considered large-scale elements of urban design, such as the physical and economic patterns that generated the city’s form.

Goals

It also proposed a community development concept that defines a future urban structure based on the city’s characteristics and resources. This chapter will consider the design of specific elements of Guthrie’s urban environment, including landscaping of the public environment and of major private development projects, streetscape, signage, downtown building appearance, residential neighborhoods, and major transportation corridors.

Good urban design adds value to the community, increasing property values and producing a city that its residents find rewarding. Good urban design promotes community growth and establishes an environment for healthy neighborhoods. Just as the growth, transportation, parks, and community services elements of this plan define aspects of its development vision, the urban design helps to describe the long-term vision of the City’s physical appearance. This is particularly true in Guthrie, whose traditional town is defined by three major design elements: the civic quality of its substantial downtown historic district; the four-block square of the Masonic Temple (former capitol) site; and the Oklahoma Avenue axis that connects them.

People choose to live in places that are attractive and have a high quality of life. Guthrie’s character has been and will continue to be dependent on its urban design. Although no one likes to be restricted in the use of their own property, it is in everyone’s best interest to control certain elements in order to increase property values and make Guthrie a place to RESIDE WITH PRIDE.

Guthrie’s reputation for having a strong preservation ethic has laid the foundation for future planning and development. All planning and development should continue to be sensitive to Guthrie’s historic character. Guthrie has experienced a high level of success in historic preservation in the Capitol Townsite Historic District (downtown). This traditional quality should be extended to the other commercial and residential sectors of the city.

■ GOALS

In developing an community-wide urban design program, Guthrie should:

- **ASSURE THAT COMMUNITY ENTRANCES AND MAJOR TRANSPORTATION CORRIDORS CONVEY A STRONG STATEMENT OF COMMUNITY QUALITY AND ACCOMMODATE A VARIETY OF USERS.**

Guthrie’s gateways are a visitor’s first glimpse of the community. The city’s front doors should welcome and invite visitors, making a dramatic statement about the quality and character of the community. But entrances and corridors are also important to residents who use the city every day. Major corridors like Noble Avenue, Division Street, and North Wentz Street are important places of commercial and civic activity. They are public spaces that should accommodate a variety of users in an attractive and functionally efficient way. Indeed, many communities have found significant economic benefits in the aesthetic upgrading of key community corridors, created by a consequent improvement in the quality and even intensity of adjacent development.

- **PROVIDE CONSISTENT STANDARDS FOR THE DESIGN OF MAJOR PRIVATE DEVELOPMENT PROJECTS.**

The Capitol Townsite was developed during a period of great aspiration, when the builders of the community were creating a statement of permanence and quality. This was a period when the builders and developers of commercial buildings were proud to put their names on the fronts of their structures. Much contemporary auto-oriented development, with its “big boxes,” strip centers, and free-standing buildings surrounded by parking lots, has surrendered this concept of building a legacy for the future. While it is impossible and uneconomic to mandate a return to the standards and detail of a Foucart or State Capitol Publishing Buildings, Guthrie should establish improved site development standards to improve the quality of current projects.

- **MAINTAIN THE HIGH QUALITY AND HISTORIC CHARACTER OF DOWNTOWN.**

Downtown is Guthrie's signature district and lends the city much of its special distinction, as well as its attraction to visitors and retail strength. The conservation and enhancement of the quality of this unique district is a fundamental part of city policy.

- **ENHANCE THE PHYSICAL ENVIRONMENT AND DEVELOP A SENSE OF PRIDE IN THE APPEARANCE OF THE CITY'S STREETS AND NEIGHBORHOODS.**

"Reside With Pride" is much more than just a motto for Guthrie...it's a rallying cry!! Guthrie's citizens affect how the city looks, and how the community feels about itself. Efforts to beautify the neighborhoods have a positive impact on the city, while carelessness through littering and lack of property maintenance has a drastically negative impact on the city. Together these actions make a statement about Guthrie to both visitors and residents.

The story of Guthrie is written in its streets. The city has broad avenues like Oklahoma Avenue with dramatic anchors, quaint Victorian neighborhoods and scenic roads around the lakes and parks. Each individual street contributes to the life of Guthrie. Even streets that need attention can reach their potential through community effort. Each street in each neighborhood should be adopted by its residents.

This Urban Design component addresses four major portions of the built environment consistent with these goals:

- **COMMUNITY ENTRANCES AND PRINCIPAL CORRIDORS**
- **DESIGN AND DEVELOPMENT STANDARDS**
- **DOWNTOWN IMPROVEMENTS**
- **COMMUNITY STREETS**
- **NEIGHBORHOOD PROPERTY MAINTENANCE**



■ **COMMUNITY ENTRANCES & PRINCIPAL CORRIDORS**

Guthrie should implement programs to enhance the physical appearance of its major crossroads highways, along with their associated community entrances.

Guthrie's major crossroads highways – north-south US Highway 77 and east-west State Highway 33 – form Guthrie's major gateways and arterial corridors. Each of these corridors has a different personality, requiring individual design policies.

Noble Avenue (State Highway 33) from the east

The Noble Avenue interchange from Interstate 35 is Guthrie's principal community entrance. The street is a mixed-use community corridor, with a major commercial cluster around the interchange, a secondary cluster at the Pine Street intersection, and a number of large and significant homes west of Pine Street to Downtown. In design, Noble Avenue has a four-lane section with a simulated brick median to Pine Street, and reverts to a more residentially scaled

Community Entrances and Principal Corridors

three-lane section west of Pine. Here, the street was developed with relatively deep sidewalk setbacks, providing generous parkway strips once lined by Siberian and American Elms. Dutch Elm Disease claimed many of these stately original trees.

In 2001, a landscaping plan was initiated with plantings on the south side of Highway 33 fronting the Townhouse Motel, Texaco, and Phillips 66. This gateway was targeted as a first phase for three main reasons:

- The Highway 33/I-35 interchange is the highest volume entrance to Guthrie, making this area extremely visible to visitors.
- The intersection of Oklahoma Avenue and Highway 33 experiences significant circulation conflicts which will be addressed more comprehensively in later phases.
- The former traffic patterns and current business uses have a high percentage of impervious surfaces with little or no landscaping.

Urban design policy for this corridor segment should include the following principles:

- *Maintaining the current cross-section of Noble Avenue from Pine Street to Downtown.* Widening of this street would have dramatically negative effects on the character and scale of the sound residential frontages in this segment. It would also have the likely effect of increasing vehicle speeds on the segment as the street approaches the pedestrian



environment of the Capitol Townsite Historic District.

- *Reforesting the street corridor where disease has destroyed tree cover.* Lacebark Elm, a tree with similar characteristics to the American Elm, is an appropriate replacement species.
- *Continuing the landscaping plan of the right-of-way and medians of Noble Avenue between I-35 and Pine Street as funding permits.*
- *Using thematic directional graphics and pictograms to identify the street as a distinctive corridor.*

State Highway 33 (Noble Avenue) from the west

The design personality of Noble Avenue changes as it continues to the west. The city center segment of the street between Broad Street and the Cottonwood Creek bridge includes transitional commercial uses that relate to both a vehicular corridor and the pedestrian scale of the downtown historic district. The Cottonwood Creek Bridge is a relatively narrow, two-lane facility with inadequate pedestrian access. In 2001, the Oklahoma Department of Transportation proposed replacement of this obsolete bridge, presenting a significant urban design opportunity. The transportation element of this plan discusses the bridge in more detail and suggests a design to improve lane widths, reflect community design values, and provide pedestrian and bicycle accommodations.

The west gateway to Guthrie presents a generally positive environment, with the hospital presenting a significant presence on the street as it transitions from rural highway to urban street. The slowing of traffic through this transition is an important design consideration as the corridor passes Cottler Elementary School. The segment from 13th to 20th Streets is a mixed-use, but primarily residential segment that resembles East Noble from Pine to Broad. As West Noble drops into the Cottonwood Creek floodway, it is lined by automobile-oriented commercial businesses that remained after the buyout of residential properties in the Cottonwood

Flats area. A replacement bridge with a longer west approach to of some improve vertical sight lines and grades may require acquisition of some of these properties.

Several residential and commercial properties in this segment from Thirteenth Street to the bridge are experiencing some deterioration, requiring significant investment to meet basic property maintenance standards.

Urban design actions in this segment of the corridor should include:

- *More appropriately marking the west entrance into Guthrie, probably at Academy Road, and including design features that tend to slow traffic and establish the transition from the high-speed environment of a rural highway to a slower-speed urban corridor.*
- *Strengthening property maintenance standards along the corridor, identifying violation of these standards, and taking appropriate enforcement actions.*
- *Encouraging the gradual phase-out of commercial uses in the floodway and 100-year floodplain portion of the corridor.*
- *Developing Cottonwood Flats in accordance with the Landplan design concept for public open space. Incorporating Noble Avenue as a trail corridor linking West Guthrie to the Cottonwood Creek/ Santa Fe Trail system.*
- *Maintaining and interpreting special civic features along Noble Avenue. These include such small-scale details as the trolley stop markers and the historic Fire Station #2. Proposed modifications to this fire station should be consistent with its distinctive architectural character.*
- *With the Oklahoma Department of Transportation, replace the existing Cottonwood Creek Bridge. If replaced, a new bridge should include significant design amenities, including ornamental railings, special lighting, and trail accommodations.*

- *Using thematic directional graphics and pictograms to identify the street as a distinctive corridor.*

South Division Street (Highway 77 south of Noble)

South Division Street (US Highway 77) links I-35 with Downtown Guthrie and is the city's principal contemporary commercial corridor. The segment from Noble Avenue intersects with I-35 and is the major north south access through Guthrie. Adjacent development between Noble and Harrison is part of the downtown historic district. Uses south of Downtown to Snake Creek includes a variety of commercial uses, much of which are auto-oriented but relatively small in scale. The historic Rock Island Railroad depot is a distinctive part of this segment. Continuing to the south through the Snake Creek/ Cottonwood Creek floodplains, the west side of the corridor includes such important public uses as Mineral Wells Park, the water treatment plant, and the County Fairgrounds; the east side is primarily auto-oriented commercial uses. Farther to the south, the road widens to a four-lane undivided and divided section, characterized by larger-scale, auto-oriented commercial development.

Urban design policies appropriate for South Division include:

- *Providing continuous sidewalk or roadside trail access along South Division. Sidewalks where present are often in deteriorated condition; other parts of the street lack pedestrian or bicycle accommodations, despite the presence of major visitor services along the corridor. Roadside trails should be linked into the citywide system and offshoots along Snake Creek.*
- *Implementing a comprehensive corridor enhancement program, using such components as landscaping, trails, both low-scale and roadway lighting, and environmental graphics. Landscaping in the higher speed segments of the corridor can be a particularly effective device. Appropriate species include Lacebark Elms where in areas without possible interference with overhead utilities. Where*

Community Entrances and Principal Corridors

utilities exist, Oklahoma Redbud would be a better choice.

- *Establishing improved site development standards for new growth along the corridor.*
- *Including design features that mark the transition from higher to lower-speed environments along South Division.*

Wentz Street (Highway 77 north of Noble)

Wentz Street serves as the north entrance to town. Guthrie High School, which generates a significant amount of traffic, is located at the street's north end. A pattern of mixed commercial development along with traffic volumes have caused residential properties along Wentz to experience steady decline during the past 20 years. Given the high traffic volume on Wentz and its importance as an entrance, it is important to improve the appearance of this gateway.

Wentz Street also acts as the principal entrance to downtown from Noble Avenue. The stone wall of the High School Stadium anchors the south end of Wentz at Harrison Street. Commercial properties on Wentz Street have minimal landscaping, while some properties have maintenance problems and relatively uncontrolled signage.

Urban design policies for the Wentz Street corridor include:

- *More effectively defining the north entrance to Guthrie, along with features that mark the transition of US 77 from a rural highway to an urban corridor.*
- *Enforcing improved property maintenance standards.*
- *Designing and implementing a corridor enhancement program, with the objective of establishing Wentz as a tree-lined avenue. This would help bring the streetscape back into proportion, restoring the scale once established by large buildings that have been removed.*

General Issues and Policies

The following policies pertain to each of these four principal corridors.

Signage. In auto-oriented settings, often characterized by substantial building setbacks and large parking areas, signs have a greater impact on environmental design than other structures. Guthrie should develop sign regulations and practices that:

- Discourage excessively high pole signs and provide incentives for monument and ground signs.
- Encourage developers to develop comprehensive sign plans for their properties.
- Link the maximum amount of signage permitted on a property to the amount of frontage along streets, and restrict the number and size of individual signs on a property.
- Remove constitutionally challengeable distinctions between on- and off-premise signs. These include regulations that control signs differently depending on their editorial message. Signs should be regulated on the basis of size, setback, aesthetics, and other physical or design issues.

Dilapidated structures along the corridor: The City is charged with addressing the condition and maintenance of structures. High code enforcement priority should be given to deteriorating or poorly maintained structures and sites with high visibility from major community corridors.

Visual clutter: Another way to improve the design of principal corridors is to reduce visual clutter where possible. This can be accomplished by grouping signage, reducing posts and other obstacles (this has the added benefit of making the public works staff job easier by reducing maintenance and improving safety), relocating monuments to a place where they are more easily accessed and appreciated by the

public, and implementing a comprehensive program for welcome signage and directional graphics. All City signage, directional and informational, should be of consistent design.

■ DESIGN STANDARDS FOR PRIVATE DEVELOPMENT

Guthrie should develop detailed, consistent, cohesive guidelines for the design and development of residential, commercial, and industrial properties.

Many communities believe that establishing good design standards is somehow “unfriendly” to development. In fact, communities with consistent, predictable guidelines thrive and prosper, and generally attract better projects and greater investment. Design guidelines that apply to new construction and future growth benefit both the development community and the public at large. The community benefits from the knowledge that all development will have at least a minimum level of quality and amenity. Developers benefit by knowing that their projects are being built in a community where consistent standards are applied, thereby protecting their investment and ensuring resale. In addition, developers appreciate predictable standards, consistently applied to all projects. In many cases, enhanced standards make project approval easier by allowing the city to enforce site design and landscaping principles.

Design standards should also apply to contemporary industrial development. While industrial sites are often utilitarian, they should still meet minimum standards in order to remain hospitable to their neighbors and to present a positive public image. In addition, new industrial growth often includes flex buildings, combining aspects of light industrial and office development. These projects often require good site development to market themselves effectively.

The following presents general areas for enhanced site development standards.

Landscaping and Screening

- Developments should be required to meet minimum landscaping standards. Standards should require a minimum depth of landscaping adjacent to public right-of-way and within large parking lots to break up large areas of paving. Ordinances should also provide incentives for installation of irrigation systems and lighting. Trees should be required within landscaped areas.
- Landscaped buffers should be required when more intensive land uses are developed adjacent to less intensive land uses. Landscaping or fencing should be used to screen utility areas, dumpsters and other trash receptacles, outside storage areas, and other unsightly areas. Utilities that are visible should enter the buildings in an inconspicuous location. Buffering and screening can be provided by evergreen trees, berms, or fencing.

Signage and Displays

- Guthrie should establish and enforce guidelines producing appropriately scaled signage that communicates effectively without becoming the dominant feature on the streetscape.
- Regulation should also be established and enforced for commercial sites addressing itinerant merchants and outside merchandise display.

Paved Areas and Impervious Coverage

- Guthrie should establish a maximum percentage of impervious coverage within each zoning district. Impervious coverage includes hard surfaces, building footprints, and any other areas on the site that prevent penetration of water to the soil.
- Parking lots should be developed with both perimeter and interior landscaping. Ideally, large parking areas should be divided into smaller units to reduce continuously paved areas, help

Design Standard for Private Development/ Downtown Improvement Program

to detain storm flows, and provide easier orientation for users. The number of curb cuts should be restricted based on the size of the lot but should accommodate the needs of the business.

Street and Pedestrian Relationships

- Development standards should encourage location of parking areas to the side or back of new commercial and office development. A clear relationship between the public streets sidewalk and the entrance to buildings should be established. The city’s ordinances should establish a maximum amount of required parking that can be located between the street and the front wall of a building.
- Large parking lots should provide clear pedestrian paths to building or store entrances.
- Sidewalks should be required with all new construction and site or structure alterations.
- Consistent with the development principles outlined in Chapter 2, a citywide trails and/or sidewalk system should be constructed to improve pedestrian access and circulation. The private and public sectors can work together to accomplish this goal. The City of Guthrie will continue to seek and match grant funding to install trails within the parks and other public spaces. The private sector should be required to construct sidewalks on their properties when engaging in new construction or alterations.

New Development Forms

- The city should encourage innovative development designs, including small lot residential development, “New Urbanist” development, and conservation development. New Urbanist (or neo-traditional) development includes a mix of uses and densities within an environment that includes significant public and civic spaces and a high degree of street and sidewalk continuity. Conservation development

encourages the preservation of open spaces and environmentally sensitive features while allowing the same overall density permitted under conventional zoning.

■ DOWNTOWN IMPROVEMENT PROGRAM

Guthrie should implement a program of downtown improvements designed to increase the degree of safety and comfort that it provides to users.

Downtown is Guthrie’s signature district and its most distinctive physical asset. The community has implemented one of Oklahoma’s most effective downtown revitalization programs, resulting in both a superb physical environment and a strong economic engine for the city’s retail and service community. However, any successful retail project must continue to make investments and improve to maintain and expand its share of the market. Elements of a continued investment program for Guthrie include the following.

Streetscape

Brick sidewalks and period lighting were installed in the downtown historic district in the 1980s. Most of these improvements occurred on the west side of Division, leaving almost half of the downtown with minimal improvement. These streetscape improvements should be continued along Division and Wentz and on Cleveland, Oklahoma and Harrison east of Division with brick sidewalks and period lighting.



Landscape and Shade

- Visitors to Guthrie frequently state a need for more shade and tree cover in downtown Guthrie. Because Guthrie depends on tourists for a significant part of its economy, it is particularly important to make visitors more comfortable during their time in town. Appropriate species of trees should be planted in well-selected areas to avoid blocking important views. One possibility is planting in front of one-story buildings. These locations will avoid blocking the view of historic elevations and will maintain the scale of the street by filling in voids with a tree canopy.
- The parking lot located at Wentz and Oklahoma is underused and would benefit from a beautification project similar to the Harrison/ Division Parking Lot.

Public Restrooms

Public restrooms should be made available through the construction of new facilities or the establishment of an incentive system for designated business owners to permit use of their restrooms.

Visitor Information

Future kiosks/gazebos containing water fountains, lists of current events, and maps showing restroom locations, museums, shopping, and other key features should be located at major entrances to downtown. Potential locations include the northwest corner of



Harrison and Division and the southwest corner of Wentz and Oklahoma.

Alleys

The City should work with business owners to encourage consolidation of trash receptacles by businesses in the same block. Consolidation of trash receptacles will provide safer travel and more parking, cost savings to business owners, and a more attractive alley environment.

■ COMMUNITY STREETS

Guthrie should enhance the physical environment and develop a sense of pride in its community streets.

Community streets are streets that are often not arterials but have special significance to the city. They are frequently lined by significant uses or distinctive structures, including churches, museums, schools, or large houses; or have elements of scale or landscape that create excellent environments. Several streets in Guthrie are special for various reasons and can be considered to be community streets. They require special design treatment to showcase their distinctive quality. Community streets in Guthrie include:

- *Oklahoma Avenue:* Oklahoma Avenue from the Cottonwood Creek to the Masonic Temple is the original “Main Street” of Guthrie and is the main route of all local parades. The street links downtown with the monumental Masonic Temple. Framing the axis with Oklahoma Redbuds would strengthen the design of the street. This concept is thematically appropriate because Oklahoma Redbud is the state tree. Sidewalks along this important street should be in uniformly good condition.
- *Airport Approach:* The airport renovation project will bring more visitors to Guthrie whose first view of the city will be from the airport. A landscape and signage plan should be developed and implemented for the route from the terminal to South Division Avenue.

Neighborhood Conservation

- Railroad Depot Approach:* An excursion train or Amtrak service may eventually be instituted in Guthrie. People walking up the hill along Oklahoma Avenue from the depot should be greeted as at any other community gateway. The streetscape at this end of Oklahoma Avenue should include enhanced landscaping and decorative lighting.

These Community Streets should be considered for placement of banners identical to those located downtown. These banners could be attached to telephone poles, streetlights and other existing signage.

■ NEIGHBORHOOD CONSERVATION

Guthrie should implement programs to maintain the appearance and upkeep of established neighborhoods.

While Downtown and associated areas are Guthrie's "signature" attractions, its neighborhoods represent its biggest aggregate investment. Therefore, measures that maintain the appearance and environmental quality of residential areas are vital to the quality of community design. The housing component of the Plan for Guthrie describes specific program approaches that can be used to conserve and enhance Guthrie's neighborhoods. From the perspective of urban design, Guthrie should pursue the following neighborhood conservation measures.

Code Compliance

Many of the issues related to improving the appearance of the city's neighborhoods involve enforcement of existing codes and ordinances. Common situations such as cars parked on unpaved areas in yards and junk or inappropriate furniture stored on-site and visible from the street seriously detract from the design of neighborhoods and are likely to cause the value and desirability of property to decline. The City should continue to address code compliance, with a focus on site conditions that seriously affect residential areas. In cases where houses are vacant or beyond the ability of an owner to maintain, the City should work to create a

mechanism for the acquisition, resale, and rehabilitation of the structure.

Neighborhood Associations

Neighborhood associations are especially important to community design, because strong neighborhood groups are often the first line of defence in the preservation of residential areas. The City, working with residential areas and available technical assistance agencies in the metropolitan area, should encourage the natural creation of neighborhood associations. Each association should develop a specific plan to beautify its neighborhood and develop a visible pride in it. This process can begin with small but effective projects such as group weed pulling, community plantings, shared painting projects, and other activities. Neighborhood associations can also act as the "eyes" of the City in spotting significant code violations.

Education

Voluntary compliance with code and property maintenance standards is far more efficient than enforcement through the legal system. The City should develop and distribute a user-friendly, attractive Property Maintenance Standards Manual to all residential property owners. This manual, possibly backed up by posters and other materials, would establish the expectations that the community as a whole has for property upkeep. It can also provide technical information on such issues as appropriate colors, additions, alterations, fencing, lighting, and landscaping; and helpful advice and referrals on common problems such as disposing of major household items.

The City can also encourage residents to improve their properties and neighborhoods through targeted education programs and by supporting the establishment of neighborhood associations. Block or neighborhood parties could be held to describe the styles of houses in their area and educate the homeowners and renters on issues related to appropriate maintenance and rehabilitation. Similar information could be shared through other avenues,

such as the local newspaper, to generate interest and reach a larger audience.

Neighborhood Development

Guthrie’s population loss during the 1990s is due in part to floodplain buyouts during the decade and demolition of deteriorated houses in some parts of the city. While demolition is occasionally necessary, the preservation of the fabric of a neighborhood is a key design principle for the city. Implementing a neighborhood development program that preserves houses and fills voids in neighborhoods is extremely important to the health of neighborhoods. Components of this program, also discussed in the housing element, include:

- *A Community Development Corporation*, a nonprofit development corporation with the ability to complete strategic projects. The CDC’s initial focus should be housing development and residential conservation, but may have the ability to do other types of project.

- *An acquisition/rehab/resale program.* In this program, a CDC can acquire vacant houses or other units whose owners want to sell at a relatively low price; completely rehabilitate the unit; and resell it at affordable prices to new homeowners. This program, with a demonstrated record of success in many communities, helps preserve housing and create opportunities for new homeowners.
- *New housing development on vacant lots in neighborhoods.* Infill development, in styles that reflect the traditional design and styles of houses in the surrounding neighborhood, can re-establish the fabric and population of residential areas.
- *Public improvements.* The installation of curbs, gutters and sidewalks should be a requirement for all new developments for both residential and commercial properties. Where possible, existing brick sidewalks should be uncovered and restored. A maintenance and repair program for sidewalks should be developed by the city.





HOUSING FOR GUTHRIE'S FUTURE



Guthrie's ability to preserve its existing stock and develop adequate new housing to meet future needs and support economic expansion is critical to the city's future growth and development. Despite a prosperous national and regional economy and a decade marked by growth in many communities,

Goals

Guthrie experienced a population decline during the decade. This unexpected occurrence was at least partially caused by floodplain buyouts and demolition of deteriorated houses. Yet, Guthrie was not able to build enough housing to fully replace lost units; during the 1990s, the city actually lost over 4% of its housing stock.

Guthrie’s housing supply represents its single largest cumulative capital investment. A substantial portion of the city’s housing stock is relatively old; in addition, housing in some neighborhoods, most notably the Southeast Quadrant, show significant signs of deterioration. Where older units have been demolished, vacant lots result that can be a substantial resource for new development. This chapter considers housing and neighborhood conditions and establishes a program to both take advantage of growth potentials and development opportunities, and improve the quality of the city’s existing housing stock.

This chapter examines dynamics of Guthrie’s housing market and reviews housing condition information compiled as part of a housing market study completed in December, 1998. It also suggests general policies and actions to assure neighborhood vitality.

■ **GOALS**

Basic goals for neighborhood-based policies are presented in this section. These goals begin with the assumption that Guthrie’s neighborhoods have special, unique qualities that demand individualized actions to:

- **PRESERVES GUTHRIE’S EXISTING SOUND HOUSING STOCK.**

Guthrie is a community with a long history and a substantial stock of older housing. About 54% of the city’s housing supply was built before 1960. Clearly, housing preservation is a critical priority for the community. Guthrie’s most significant affordable

housing resource is already on the ground and is very difficult to replace.

- **CREATE AN ENVIRONMENT IN GUTHRIE THAT OFFERS BETTER HOUSING OPPORTUNITIES FOR ALL.**

Between 1990 and 2000, Guthrie experienced the construction of about 103 new single-family units and no multi-family development. Floodplain buyouts and other demolition resulted in a net loss of about 200 units from the total housing supply during the decade, despite the fact that the number of occupied units increased slightly. Clearly, a number of deteriorated or uninhabitable units have been removed, an important community priority during the last ten years. But now, Guthrie must rebuild, partly by providing new opportunities for affordable housing. Providing new housing to serve a range of people, including young families, professionals moving into the city, low-income households, and seniors, is important to the city’s ability to attract business and young households.

- **BUILD AN ENVIRONMENT THAT ALLOWS PEOPLE FROM ALL PARTS OF THE CITY TO PARTICIPATE IN ITS GROWTH AND DEVELOPMENT.**

Processes that involve the citizens of Guthrie are necessary to implement changes and improvements in the physical form of the city. Planning and city improvement is as much about people participating in decision-making as it is about physical improvements. Strong neighborhoods usually have a nucleus of residents who understand the importance of citizen participation in making communities work. This kind of grass-roots involvement is important to the neighborhood conservation process, particularly when issues of individual property maintenance standards, volunteerism, and access to government are important.

● **CREATE COMMUNITY CONNECTIONS THAT WILL UNITE NEIGHBORHOODS OF THE CITY.**

Growth in a city as geographically large as Guthrie must create physical connections that cause subdivisions to develop as neighborhoods of the city. Community streets, parks, and public facilities can work to strengthen the city and its identity to residents. New areas, when they develop, must be integrated into the existing fabric of the city, rather than existing as enclaves.

● **ASSURE THAT EACH NEIGHBORHOOD IN GUTHRIE REMAINS HEALTHY.**

The success of a community depends upon the ability of its neighborhoods to achieve a wholeness that provides a good living environment. A neighborhood's public facilities and services must be readily available to all sections of the community. In addition, access to retail services and other private amenities are also important in defining the quality of wholeness. Neighborhood policies and strategies must address both public and private sector service issues if the city is to provide complete living environments.

● **ASSURE THAT EACH NEIGHBORHOOD PROVIDES A GOOD RESIDENTIAL ENVIRONMENT FOR ITS RESIDENTS.**

A good residential neighborhood provides high quality schools, churches, day-care facilities, parks, and cultural facilities to support the city's living environment. One of the most fundamental services a city can provide is the protection of housing areas from major intrusions and hazards. Deteriorated streets, traffic problems, poor property maintenance, poor pedestrian circulation, and code violations can diminish the living quality that neighborhoods offer. These conditions interfere with resident's enjoyment of their own property, reduce property values, and make neighborhood rejuvenation more difficult. Thus, neighborhood policies must accentuate the positive aspects of a neighborhood, and seek to reduce negative or deteriorating influences.



■ **HOUSING CHARACTERISTICS IN GUTHRIE**

This discussion will examine housing value and physical characteristics of Guthrie's housing stock.

Housing Occupancy and Tenure

Between 1990 and 2000, Guthrie lost 194 housing units. Owner-occupied units decreased by 68 units, or 2.65%, while rental units increased by 134 units, or about 11%. The city's vacancy rate decreased substantially during the decade, from a very high 15.9% in 1990 to 10.5% in 2000. This probably reflects elimination of some of Guthrie's uninhabitable units. During the last ten years, the number of owner-occupied units decreased by 68 units, while rental occupancy increased by 134 units. These changes in occupancy suggest a conversion of some owner-occupied units to rental occupancy and demolition of many other units. Guthrie experienced moderate new housing development during the 1990's, with the construction of about 103 single family units from 1990 to 1999. The city developed no new multi-family units during the 1990's. The city averaged about 10 single-family units annually during the decade.

Table 8-2 illustrates estimated changes in the composition of Guthrie's housing stock, based on the 1990 Census and subsequent construction. As of 2001, specific unit distribution statistics have not been released. Table 8.2 is based on the assumption that Guthrie's 194 lost units were evenly distributed by type according to the 1990 distribution. This estimate suggests that single-family detached housing remains

Housing Development Needs

the dominant housing type in the city, and makes up a larger percentage of the total supply in 2000 than in 1990.

Housing Costs and Affordability in Guthrie

Guthrie displayed relatively low housing values in 1990, again a reflection of high vacancy rates during that period. Median house value for owner-occupied units in 1990 was \$40,932, and about 66% of all owner-occupied housing had values below \$50,000. Median monthly gross rent was \$286 in 1990. An analysis that matches income distributions and housing process in 1990 indicated a relative shortage of both very low and higher cost units in Guthrie. As a result, higher earners occupied housing that, if available, could be affordable to a more moderate-income market. New single-family construction since 1990 tended to focus on these higher income groups and a “move-up” market.

Housing Conditions

Table 8-3 summarizes the results of a citywide housing condition survey, completed as part of the 1998 housing needs assessment for the city. The survey reviewed about 3,500 units or about 80% of the citywide total. Housing was tabulated for each of the city’s four urban settings: the traditional town, West Guthrie, Midway, and the Lake District. Houses were rated in one of six categories:

- *Excellent*: Like new. No signs of physical deterioration. No significant rehabilitation required.
- *Good*: No signs of physical deterioration. No significant rehabilitation required.
- *Average*: Relatively sound structure, but needs attention to roof, siding, paint, and/or windows/doors.
- *Fair*: Visible evidence of physical deterioration with attention needed to roof, siding, paint, and/or windows/doors.

- *Poor*: Visible evidence of severe physical deterioration with immediate attention needed to roof, siding, paint, and/or windows/doors.

- *Dilapidated*: Beyond point of feasible rehabilitation.

The survey indicated substantial rehabilitation needs in the city. About 48% of the housing stock was considered to be in “excellent” to “good” condition, while about 30% were in “average” condition. An additional 22% are in fair to poor condition, requiring major rehabilitation. If interpolated to the entire housing stock, this suggests that 1,262 units require maintenance or minor rehabilitation and 937 units need major rehabilitation. Assuming an average rehabilitation costs of \$5,000 for minor rehabilitation and \$30,000 for major rehabilitation, total citywide residential rehabilitation needs are about \$34 million.

■ HOUSING DEVELOPMENT NEEDS

Guthrie displays a potential ten-year demand for 497 units. This overall demand can be developed as a ten-year, development and pricing program, based on the city’s current estimated relative income distribution. The program provides production targets for various cost ranges of rental and owner-occupied units. The development program is based on the following assumptions:

- New development in Guthrie will be about 60% owner-occupied and 40% renter-occupied housing. This is approximately consistent with the current owner/renter occupied split.
- Owner-occupied housing will be distributed generally in proportion to the income distribution of households for whom ownership is a realistic strategy. Some of the market for lower-cost owner-occupancy may be shifted toward market rate rentals.
- Lower-income households will generally be accommodated in rental development.

The analysis indicates the following specific needs by price:

Rental Units

- 207 units over a ten-year period, divided into the following ranges:
 - 106 units with an effective rent to tenants under \$400. These rents are achieved through rental projects taking advantage of low-income housing tax credits, rental rehabilitation, or additional Section 8 vouchers.
 - 60 units with rents in a range of \$400 to \$600. These rents are achieved by low-income housing tax credits, public property acquisition and tax increment financing, to reduce the production cost of housing.
 - 41 units with market rate rentals above \$600. City policy can support this development by appropriate zoning of sites.

Ownership Units

- 290 units over a ten-year period, divided into the following ranges:
 - 70 units with an effective cost to the buyer between \$60,000 and \$80,000. This can be achieved through rehabilitation and resale of existing housing, infill development on vacant lots to avoid new infrastructure costs, attached housing designs, and deferred payment mortgages.
 - 90 units priced between \$80,000 and \$110,000. This can be accomplished through normal construction with assistance in infrastructure and public improvement costs, and deferred payment mortgages.
 - 87 units in moderate ranges priced between \$110,000 and \$170,000.
 - 35 units in market ranges between \$170,000 and \$225,000.
 - 23 units in the high-end market over \$225,000.

Specific strategies for delivery of affordable housing are discussed in the Housing and Development Policies section of this chapter.

■ SUMMARY

An analysis of Guthrie's housing situation reveals that:

- During the 1990s, Guthrie lost a significant amount of housing, primarily representing a loss of deteriorated or disinvested units or houses located in floodplain buyout areas from the housing supply. During the last decade, Guthrie added about 103 single-family houses, but the overall supply saw a transition of some owner-occupied units to rental-occupancy. With demolitions, the city experienced a net loss of about 194 units during the 1990s.
- About 80% of all Guthrie's housing units were in single-family structures.
- The city's vacancy rate has dropped significantly during the 1990's, from about 16% in 1990 to a nominal 10.5% in 2000.
- Guthrie's housing values tended to be relatively low in 1990
- About half of Guthrie's single family supply of housing needs some form of repair or maintenance, and about 22% requires significant rehabilitation. These problems are concentrated in older neighborhoods in both the traditional town (specifically in East Guthrie and Capitol Hill areas) and some parts of West Guthrie.
- Guthrie should build about 300 units of affordable housing over the next ten years. Given past development activities, this will require a significant mobilization of community resources.

HOUSING & DEVELOPMENT POLICIES



Preservation of existing housing and development of new housing to support new growth are vital elements of Guthrie’s community development strategy. While land use and community investment strategies are important to housing planning, specific efforts are needed to address housing priorities. This section considers initiatives that, if combined with existing programs, can help address these major priorities.

The city’s primary housing challenges include:

- Developing an adequate supply of housing, with a concentration on affordable housing, to meet community needs.
- Establishing a cooperative, community-wide system for the development of affordable housing.
- Increasing the quantity and quality of rental housing available to Guthrie’s present and prospective residents.
- Developing an effective, multi-faceted neighborhood conservation and rehabilitation program.
- Establishing an effective method of financing subdivision development, particularly for mid-level housing development.
- Maintaining the structural integrity of older homes and the quality of Guthrie’s existing housing supply.

Policies which address these issues include:

- AGUTHRIE HOUSING PARTNERSHIP
- AFFORDABLE HOMEOWNERSHIP
- RENTAL HOUSING PRIORITIES
- TAX CREDITS
- HOUSING CONSERVATION

■ **GUTHRIE HOUSING PARTNERSHIP**

Guthrie should consider the creation of a housing partnership, organized to develop affordable housing.

Despite once having an organization certified as a Community Housing Development Organization (CHDO), Guthrie currently lacks a unified delivery system for the construction of affordable housing, particularly in neighborhood settings such as the Southeast Quadrant. This will be especially important if Guthrie is to approach a goal of 30 affordable units annually.

The community should establish a Guthrie Housing Partnership composed of four elements: a reconstituted community development entity, a supporting Lending Consortium, and an information and counseling service. It is important to note that this structure supports and complements but in no way substitutes for the private sector. Other parts of this overall strategy are intended to remove obstacles that prevent the private sector from meeting affordable housing needs. The Housing Partnership should only be involved as a development entity for worthy projects that for various reasons cannot be executed by private businesses. The Partnership itself includes:

- A revitalized Community Housing Development Organization (CHDO) or a Community Development Corporation (CDC). This reconstituted CHDO's primary initial focuses should be infill development on vacant lots in both the Southeast Quadrant and on available sites in West Guthrie; and a purchase/rehab/resale program. The CHDO directly develops or organizes affordable housing efforts that are not occurring or practical in the private market.
- The Lending Consortium shares the risk of lending for untested or higher risk projects. Specific areas of concentration for a consortium may include:

- Projects developed by a CDC/CHDO.
- Mortgage lending to marginally bankable, low and moderate-income buyers.
- Construction lending to builders of affordable housing.
- An information and counseling service, to assist new homebuyers with such issues as credit counseling and qualification assistance.

The Community Development Corporation (CDC)

These bodies are private, nonprofit corporations that operate as developers or general partners in affordable housing ventures. CHDO's are a type of CDC which meets specific federal requirements for community representation on its board of directors and are authorized to receive direct funding from the state-administered HOME program. The proposed Housing Partnership should include such a corporation, and should be a key participant in:

- Affordable single-family development.
- New, affordable rental housing development.
- Rehabilitation projects that involve purchase and resale of houses.
- Organization of housing development partnerships with private developers.

The Lending Consortium

The Lending Consortium shares the exposure of risky, but strategic, housing developments. The consortium approach can help assure a collaborative approach to lending for unconventional projects.

The central missions of the consortium should include:

Guthrie Housing Partnership

- Construction and long-term financing of key project types that are identified in the community as high priorities. This may include financings of both private and nonprofit projects.
- Construction lending to private builders of affordable housing, particularly single-family or duplex/townhouse projects. Interim financing using a community housing investment fund can help involve small builders in the development of key housing types, while lowering the risk of builders in important, but marginally profitable areas. A construction loan pool eases the flow of capital to strategic project types, while shifting the complete risk for these projects from individual enterprises to the private community at large. It permits small businesses to realize economies of scale by building a group of houses as part of a project, rather than individual, scattered units one at a time. In addition, this shift of the risk allows builders to expand an inventory of available speculative houses.
- Mortgage financing to low and moderate-income buyers. The consortium may be a mortgage lender to bankable low and moderate-income buyers who fall outside of normal underwriting standards for institutions. A consortium shares the risk of these mortgages among lenders. In these situations, the consortium may hold the mortgage notes in its own portfolio, as secondary markets are not always available.
- Rehabilitation financing. The consortium may be the financier of a community rehabilitation program, again sharing the private side exposure among the community's institutions and the CDC's capital fund.

Capitalization of the Consortium and its programs should be accomplished as follows:

- Proportionate funding by lenders. An equitable model would be participation in individual loans or in the construction loan pool proportional to overall assets.



- Corporate contributions and investments. The Guthrie Housing Partnership, including the consortium, should finance and develop in the public interest, but should not be a charitable organization. Thus, investments from Guthrie's business community may be an important source of working capital. These investments, creating a community housing investment fund, might be focused on:
 - Construction financings, with shorter-term paybacks, and
 - Long-term financing of key development projects, such as senior housing.

Information and Counseling Service

The Partnership should maintain a housing assistance capability, potentially through arrangement with another organization or a Community Credit Union, which provides:

- Information to newcomers on available housing in the community.
- Information and educational assistance, helping new buyers navigate through the home purchase process.
- Referrals to other programs and sources of funding.
- Counseling and assistance with debt management, if required.

■ AFFORDABLE HOMEOWNERSHIP

The Guthrie housing strategy should remove obstacles and provide new opportunities for low- and moderate-income buyers. These approaches should be designed to help the private sector meet affordable housing needs to the maximum degree possible.

To the maximum degree possible, Guthrie should create opportunities for the private sector to deliver quality owner-occupied housing at affordable prices. Several major obstacles exist which prevent these units from reaching their target market. These include:

- Risks involved in the speculative construction of moderate cost housing. Lower price ranges carry both the highest risk and the lowest profit expectations for builders. A construction loan program using the lenders consortium can help to insulate small builders from this risk.
- The front-end cost of public improvements in subdivisions, including the cost of special assessments for infrastructure, which can add monthly costs that disqualify potential buyers. The next section addresses concepts to address the issue of public improvement financing.
- The mismatch between the cost of even affordable housing and incomes of potential buyers.

Programs to address these obstacles include:

Participatory Deferred Payment Loans

The participatory mortgage concept can be used to extend the capacity of a moderate- income buyer to afford a new home. In this scenario, a deferred payment mortgage – sometimes referred to as a “soft second mortgage” – reduces the amount that must be borrowed at normal market rates. For example, an affordable housing unit is designed for sale at \$95,000. Assuming a 3% downpayment and a 7.5% interest rate with 30-year amortization, this unit would require a monthly payment of \$644 for principal and interest.

In the deferred payment situation, \$20,000 of the mortgage cost may be written as a deferred payment second mortgage. The effective initial cost of the unit is reduced to \$75,000. The monthly payment for principal and interest then drops to \$508. The mortgage deferral could utilize CDBG/HOME funds.

The mortgage would have a participation clause, by which the second mortgage is repaid as a proportionate to its participation in the initial purchase. Assume that on resale, the house sells for \$105,000. The initial public funding accounted for 21% (\$20,000 of \$95,000) of the house’s price. On resale, the Housing Fund similarly recaptures 21% of the sales value, or \$22,050. These funds are then used for similar purposes. If the value of the house declines, the City’s recovery of the mortgage similarly declines.

Vacant Infill Lots

A significant part of a new construction program should involve a reconstruction of major parts of Guthrie’s “central city,” with a particular focus on the revitalization of Guthrie’s Southeast Quadrant. This work will be accomplished most successfully when a significant number of lots can be developed in a compact enough area to make a substantial impact in a neighborhood. The City should gain title to selected concentrations of vacant lots, using its redevelopment land assembly powers if required. These vacant lots, as well as others that may be contiguous or in the vicinity, can be packaged and conveyed to builders for development of affordable housing.

Actions which are needed to promote development of these sites include:

- Possible acquisition and assembly of vacant lots by the city of CDC. Design criteria for houses should be established. Public acquisition should only occur if private builders are unable to assemble sites.
- Changes in development regulations to permit construction of new houses on lots which may not meet contemporary development

Rental Housing Priorities/ Housing Conservation

regulations. These regulations may allow smaller lots or lot widths, reduced setbacks, or other allowances on legal lots of record.

- Participation of approved affordable housing in the participatory deferred payment program.

Purchase And Resale by a Nonprofit Partner

This program represents an approach to the preservation and rehabilitation of existing housing. Here, the community development corporation buys and rehabilitates suitable houses for resale to new owners. The Lenders Consortium finances the acquisition and rehabilitation, with a take-out on the interim financing funded as an FHA or conventional mortgage. Houses are marketed through the normal real estate sales process.

■ RENTAL HOUSING PRIORITIES

Development of new, affordable rental housing is an important development priority for the community. When possible, new development should provide a transition to owner-occupancy and avoid a large project orientation.

The conservation of existing rental housing and development of new rental resources are important priorities for Guthrie. The housing development program suggests a significant need for low and moderate-income rental housing. Yet, a recent proposal to develop a 128-unit project in West Guthrie failed to proceed. Priorities for rental housing development include:

Affordable rental housing. Development for low-income households can utilize HOME funds, TIF, and Section 42 tax credits for financing. The proposed CDC may act as a general partner assembling limited partnerships to help promote needed housing for the city's low income population. Rent-to-own development, outlined as a potential CDC project, can provide avenues for low-income people to transition from renter occupancy with greater economic self-sufficiency.



Rent-to-Own. This new approach provides an opportunity for households of moderate income settling in Guthrie to rent a home while building equity toward eventual purchase. In this program, a CDC builds new rental housing in single-family, duplex, townhouse, or four-plex configurations. These units may be built with the assistance of the Section 42 tax credit. A portion of the family's rent is placed in an escrow that is directed toward downpayment. At the end of a specific period, the residents can then use the accumulated escrow as a downpayment to purchase either a new house or an existing unit. The rent-to-own program gives young families the opportunity to try out Guthrie as well as building equity and wealth. This program is appropriate to a community that is positioning itself to attract a new generation of residents.

Rental rehabilitation. Options for this program are discussed under HOUSING CONSERVATION strategies.

■ HOUSING CONSERVATION

Guthrie should expand existing rehabilitation and code enforcement efforts into a comprehensive, multi-faceted rehabilitation and neighborhood development program.

Housing rehabilitation is a critical priority for Guthrie. Rehabilitation initiatives should include:

Comprehensive Rehabilitation Programs

Many of Guthrie's housing units require at least moderate repairs or rehabilitation. A coordinated rehabilitation strategy, operating on a reliable, multi-



year basis, is vital to ensure preservation of the area's critical supply of existing housing. A comprehensive rehabilitation program, appropriate to the respective needs of individual residential areas and towns, should include three program types. These include:

- *Direct rehabilitation loan programs.* This program would make direct forgivable loans and grants to homeowners from Community Development Block Grant (CDBG) funds. The program is most appropriate to homeowners with low incomes who are not otherwise bankable.
- *A leveraged rehabilitation loan program.* This approach leverages private loan funds (often through the FHA Title I Home Improvement Loan program) by combining private loans with CDBG or other public funds to produce a below market interest rate for homeowners. The program works most effectively in moderate-income neighborhoods with minor rehabilitation needs and some demand for home improvements. It is effective in expanding the amount of work completed by a fixed amount of public funding. Loans in a leveraged loan program can be originated through individual lenders or through the proposed lenders' consortium. The experience of local lenders with FHA Title I can help expedite implementation of this program.
- *Purchase and rehab programs.* The purchase/rehab/resale concept is described above. A more complex variation of this program combines a purchase/acquisition program with development of affordable housing for moderate income seniors, converting their equity in existing housing into

equity for new, moderately priced condominiums. In this concept, the CDC builds one or two-bedroom attached units, with a target cost of (for example) \$60,000 per unit. The CDC agrees to purchase the senior resident's current home at \$30,000. That home is then rehabilitated and resold. The senior purchases the new attached unit, using the sale proceeds of the house as a substantial downpayment. The balance is amortized, with an approximate monthly cost of \$300. Assuming that additional costs for maintenance and utilities is \$125 per month, the new housing setting costs the senior household \$425 per month, a moderate price for an appropriate new ownership unit.

Rental Rehabilitation

A rental rehabilitation program recognizes that about 40% of the city's housing is currently in rental occupancy. Such a program should provide financing for the improvement of sound rental properties in need of rehabilitation on an area-wide basis.

The rental rehabilitation program should operate through a leveraged rehabilitation program. Mechanically, the foundation of a rental rehabilitation program should be private financing. An individual institution or the lenders' consortium should take a leading role in marketing the availability of rehabilitation loans to small rental property owners. A reservation of HOME funds could be secured and utilized by the city to assist with blended loans when some form of subsidy is needed. In some cases, unit rehabilitation may be paired with Section 8 certificates, to help provide adequate cash flow to meet debt service.

Handyman Program

A Home Handyman Program can provide minor home repair assistance for elderly and disabled homeowners, using volunteer assistance. This might be a substitute to full rehabilitation for units whose value does not justify a comprehensive investment. Features of the program include:

Housing Conservation

- Administration and staffing through a community action agency or other public service agency.
- Focus on minor repairs, such as screen replacements, gutters, painting, and other repairs.
- Purchase of materials through charitable contributions or through a community foundation.
- Identifying potential infill sites in the area and developing residential projects with architectural designs consistent with the character of the neighborhood.
- Where necessary, making supporting improvements to streets and infrastructure.

Target Area Concept

The city should consider a more comprehensive neighborhood conservation concept within the Southeast Quadrant. The ideal rehabilitation target area combines observed needs with a strong existing neighborhood fabric. This comprehensive approach includes:

- Targeting a residential rehabilitation program to the area.



A BALANCED TRANSPORTATION SYSTEM



Guthrie's transportation system must provide good local circulation for a variety of users around and through town. In addition, transportation helps to form and unite the city and its future development areas – the transportation network should support the development concepts contained in the future land use.

Goals

Finally, Guthrie’s streets are also important as public spaces – streets like Oklahoma and Noble Avenues have physical qualities that make them especially important in Guthrie’s urban context. Because streets make up about 25% of Guthrie’s developed urban area, they must be considered a key part of the city’s environment.

This chapter is designed to provide Guthrie with a transportation system concept that:

- Addresses existing and emerging circulation problems.
- Unifies the four environments of the city, assuring that these individual urban settings are linked as the city continues to grow.
- Defines desirable development patterns and land uses.
- Links activity and employment centers in Guthrie with neighborhoods and with one another, and provides access to them from the larger region.
- Continues to supplement automobile transportation with alternative modes, including public transportation, and non-motorized transportation.

■ GOALS

Guthrie’s combined pattern of land use and transportation systems development should:

- **MAINTAIN A BALANCED TRANSPORTATION SYSTEM THAT PROVIDES ALL RESIDENTS WITH SAFE AND CONVENIENT MOBILITY.**

Safety is a fundamental consideration for all elements of a transportation system. Transportation conflicts and a mixture of turning movements create traffic “friction” that slows travel and increases the probabilities of accidents. For example, South Division Street (like many commercial corridors) mixes a variety of traffic movements, including

regional highway traffic on US 77 and local retail customers. A traffic system that sorts out these varied demands and provides alternatives will become a safer and more effective system.

Transportation in Guthrie is now highly dependent on the automobile. Supplementary systems exist to a limited degree. These include the First Capital Trolley system, oriented to tourist-related routes through the historic city center and special transportation niches, such as shuttle services to Oklahoma State University at Stillwater. Trail development in Guthrie is in the advanced planning stages, although the city has not completed a significant trail link as of 2001. Continuing to provide balanced transportation that provides mobility for all residents depends on continuing and enhancing these alternative modes. This chapter will address these concerns, provide solutions for identified problems and suggest direction for future needs that emerge from community change.

- **ASSURE THAT THE TRANSPORTATION SYSTEM PROVIDES BOTH ADEQUATE ACCESS AND CAPACITY.**

Transportation systems should provide mobility to residents and access to the features of the community. “Mobility” often depends on the ability of the system to move required volumes of traffic, while “access” implies physical connectedness among the city’s neighborhoods and to its major features and activity centers. In Guthrie, most of the city’s streets provide capacity adequate to meet traffic demand. Capacity and congestion problems are most significant around the historic city center and along the Division Street corridor. Some of these problems are seasonal, and relate to such major events as the annual Bluegrass Festival, while other issues occur on a regular basis. The issue of access to community features, requiring the development of a continuous street network, is at least as important as increased capacity. Natural and man-made barriers, including creek and drainage corridors, lakes, the north-south BNSF corridor, and topography interrupt street continuity. The physical dispersion of the city, across its

relatively large area, also complicates the development of a connected street network.

- **USE THE TRANSPORTATION NETWORK TO SUPPORT DESIRABLE PATTERNS OF COMMUNITY DEVELOPMENT.**

Transportation systems do more than move people from one place to another. They also form the structure of the community and are a very important implementation tool in the comprehensive planning process. Reserving transportation corridors provides structure for new development in the city and channels growth into areas that can be provided with public services. In addition, transportation availability determines the location of major activity centers.

- **DEVELOP A TRANSPORTATION SYSTEM THAT RESPECTS STREETS AS IMPORTANT FEATURES WITHIN THE PUBLIC ENVIRONMENT.**

Streets in cities have traditionally been important parts of the public environment. Many of Guthrie’s streets have a scale, quality, and built and landscaped environment that make them important features of the cityscape. Streets with such a “civic” quality include Oklahoma Avenue, the axis that links the city’s historic downtown to the monumental Masonic Temple; Noble Avenue, the city’s primary east-west spine and link between the east and west sides of Cottonwood Creek; Capital Street, the front entrance to the Scottish Rite Temple; Warner Avenue, along the south edge of Highland Park; and Lake Road/ Coltrane Road, the defining edges of Guthrie Lake; and Division Street, the primary north-south spine connecting the historic town, the Midway district, and the lake community. However, contemporary street design rarely addresses the public character of streets, instead viewing them solely as conduits for cars. Streets should be conceived as community corridors that can create special places and add, rather than detract, from their surrounding neighborhoods.

This section examines important elements of the transportation system that will assist in developing

specific projects and policies. It discusses the structure of the city’s street system and the role that its individual parts play.

■ **THE STRUCTURE OF THE STREET NETWORK**

The structure of Guthrie’s transportation system is made up of three principal parts:

- *The traditional grid, elongated on an east-west axis and created by the platting of the original town. This grid generally extends from Pine Street to 21st Street, and from College to University Avenues. The structure of section lines underlies the grid, and includes Pine Street, Division Street, 14th Street, and Academy Road. Within the one-mile wide original townsite, Noble Avenue provides the only single continuous east-west axis from the east to west city limits.*
- *The section line grid of the Midway area between University Avenue and Triplett Road. Within this grid, small subdivisions provide local street access. The continuous east-west section line roads include Industrial, Prairie Grove, and Roller Coaster Roads. Within this area, Division Street (US Highway 77) is the principal north-south axis, paralleled by Pine Street, one mile to the east.*
- *The more irregular pattern of the lake district, where the section line grid is interrupted by Guthrie and Liberty Lakes. Here, some streets follow alignments determined by topography or geographic features. Lakewood Drive, Seward Road, Sooner Road (Old Highway 77), Coltrane Road, and Academy Road define the underlying structure of the section line grid.*

Within this structure of streets, only Noble Avenue from east to west and Division Street/Sooner Road from north to south provide continuous crosstown access. Pine Street from Roller Coaster Road to Cooksey Road and Davis Road/Coltrane Road from Industrial Road south also provide major north-south routes. The relative lack of through connections, channeling traffic onto Noble Avenue and Division

Street Classifications

Street, is one of Guthrie’s major transportation problems.

■ STREET CLASSIFICATIONS

Streets in Guthrie are placed in the following functional classifications by the Oklahoma Department of Transportation:

Interstate Highways. Interstate 35, with interchanges at Noble Avenue (State Highway 33), US Highway 77, and Seward Road.

Other principal arterials. Principal arterials provide major regional highway connections and moderately high speed or limited access links through the city. Principal arterials generally carry between 5,000 and 30,000 vehicles per day. They include non-interstate expressways and regional arterials, and may include divided road sections with limited median cuts and access points, or other multi-lane facilities. Principal arterials in Guthrie form the spines of the city’s traffic system and include:

- Noble Avenue.
- Division Street/US 77 from Noble to the I-35 interchange.

Minor Arterials. These roads provide connections to the regional highway system needs and connect major activity centers. They generally carry between 4,000 and 15,000 vehicles per day. Some streets in Guthrie that carry minor arterial designation because of their position in the city’s street configuration, but function more like collector or even local streets. Minor arterials in Guthrie include:

● North-South

- Pine Street from Noble to Triplett Street.
- Walnut Street from Noble to Hillcrest Avenues.
- Capitol Street from Noble to Perkins Avenues.
- Wentz Street (US 77) from Cleveland to the north city limits.
- Academy Road from Noble to College.



● East-West

- College Avenue from Wentz to Academy Road.
- Perkins Avenue from 5th to Capital Streets.
- Industrial Road from I-35 to Division Street.
- Prairie Grove Road from I-35 to Division Street.
- Roller Coaster Road from Pine Street to US 77.
- Cleveland Street from Wentz to Division Streets in Downtown Guthrie.

Collectors. The collector system links neighborhoods together and connects them to arterials and activity centers. Collectors are designed for relatively low speeds (25-30 mph) and provide unlimited local access. Collectors in the current Guthrie system include:

● North-South

- Pine Street from Noble to Hillcrest Avenues
- 5th Street from Noble to Perkins Avenues.
- 19th Street/Old Highway 33 from Noble to Academy Road.
- Sooner Road from US 77 to the south city limits.
- Lake Road/Coltrane Road from Sooner Road to Seward Road.

● East-West

- Hillcrest Avenue from Pine Street to Walnut Street.
- Oklahoma Avenue from 5th Street to Capital Street.
- Seward Road from the I-35 interchange to Coltrane Road.

■ TRAFFIC VOLUMES AND SYSTEM PERFORMANCE

Overall System Characteristics: A Qualitative Evaluation

Topography, geographic features and barriers (most notably, the railroad, Cottonwood Creek, and the two lakes), and the large area included in Guthrie’s corporate limits have made it difficult for the city to develop a connected transportation system. The existing system’s major features include:

- Interstate 35, functioning as a partial bypass on the east edge of the city. The Highway 33 interchange has emerged as a major center for visitor services.
- A single primary north-south principal arterial South Division Street fills a number of functions – a regional highway, the main link connecting several of Guthrie’s development districts, and local access to multiple uses along the corridor. This reliance on a single corridor creates congestion problems, particularly along the “bottleneck” portion of the street between Downtown and the Fairgrounds. The mix of high speed and local access commercial traffic also creates potential hazards in the higher speed segment of the corridor between the Fairgrounds and Pulse Road.
- A single east-west arterial across the traditional town. This channels substantial traffic along Noble Avenue. Noble between Pine Street and Downtown Guthrie is a tree-lined street with adjacent residential uses and a three-lane section. A street widening would injure an attractive urban environment. Signals in the city center and the narrow viaduct over Cottonwood Creek and the Burlington Northern & Santa Fe (BNSF) Railroad create additional functional problems.
- Limited opportunities for additional east-west corridors. While College Avenue, Perkins Avenue, Harrison Avenue, Hillcrest Avenue, and other streets provide east-west relievers in some parts of the city, Snake Creek, Cottonwood Creek, and Bird

Creek limit the opportunity for additional crosstown access.

- The section line grid south of the Snake Creek corridor. This provides reasonable, if not completely continuous, east-west access along Industrial, Prairie Grove, Triplett, and Seward Roads, and additional opportunities for north-south connections.
- An additional north-south corridor at Pine Street. This rural section, paved road provides some relief for South Division Street.
- Limited crossings over major barriers. Cottonwood Creek is bridged at:
 - Noble Avenue, the principal east-west high-water crossing.
 - College Avenue.
 - 5th Street.
 - Industrial Road.
 - Prairie Grove Road.

The BNSF mainline is also a significant barrier. Only the Noble Avenue crossing, a narrow viaduct west of Downtown, provides a grade-separation. Surface crossings are provided at College Avenue, Oklahoma Avenue, Perkins Avenue, Industrial Road, Prairie Grove Road, and Bryant Road.

Capacity Analysis and Issues

A capacity analysis compares the traffic volumes on a street segment with the design traffic capacity of that segment. The ratio of volume over capacity (V/C) corresponds to a “level of service” (LOS), which describes the quality of traffic flow.

MEASURES OF LEVELS OF SERVICE (LOS)

System performance of a street is evaluated using a criterion called the “level of service” or LOS. LOS is a qualitative measure that examines such factors as speed, travel time, traffic interruptions, freedom of maneuvering, safety, convenience, and operating costs of a road under specific volume conditions. A ratio of

Traffic Volumes and System Performance

volume to capacity (that is how much traffic the street carries divided by how much traffic the street was designed to carry) provides a short method for determining LOS. LOS categories range from LOS A, providing free-flowing operation, to LOS F, representing a breakdown in the system. Typically, streets are designed for LOS C, identified as stable operation and usually representing an average daily traffic (ADT) volume equal to 70-80% of capacity.

Cautions about the LOS System

The LOS measure is essentially a measurement of traffic speed. Clearly, LOS is an important measure, because the basic purpose of streets is to move traffic efficiently. However, LOS is insensitive to other important values, including neighborhood preservation, environmental quality, economic vitality and access, energy conservation, and efficient development patterns. Indeed, a dispersed development pattern may actually improve LOS, but may also cause people to drive longer distances. This can increase the total amount of traffic, the amount of street that the city must maintain, and the length of average trips. In some situations, like downtowns, a poor LOS may be desirable from an urban or economic point of view. Thus, while LOS is a useful measurement tool, it should not be used to the exclusion of other values. The transportation system should serve, rather than dominate, the overall city environment.

Capacity Issues

Comparing actual traffic volumes to capacities for various street types and sections defines the following capacity issues in Guthrie's transportation system:

- *Noble Avenue from approximately Pine Street through Division Street.* The corridor currently carries volumes of up to 7,200 vehicles per day in this section. Noble is a two-lane facility here, providing left turn lanes at two intersections, with a capacity of approximately 9,000 vehicles per day. With a volume to capacity ratio of about .80, this corridor should be monitored, but still operates within capacity on a daily basis.

However, some congestion problems appear during the AM and PM peak periods.

- *Division Street from Noble Avenue through University Avenue.* Daily traffic in this urban commercial corridor is about 11,000 vehicles. Much of this section of the corridor is a four-lane undivided roadway. North of University Avenue, a three-lane section displays multiple access points or very wide access drives resulting from a lack of access control. Here, short block spacing and limited access control at mid-block points reduce the capacity of the corridor. While the capacity of a four-lane arterial within the central business district is about 17,000 vehicles per day, the actual capacity of this segment of Division Street is closer to 12,000 to 13,000 vehicles per day. Thus, this segment of Division Street has a volume to capacity ratio of approximately 0.85. This area experiences congestion at certain periods.
- *Intersection of Division Street/Noble Avenue.* Congestion exists during the AM and PM peak periods at this intersection. Problems are more likely during the school year than during the summer months. During summer observations of the intersection, major movements are east and west along Noble Avenue and eastbound to southbound right turns. During this period, vehicle queues approached the length of the painted turn bays, but did not exceed the bay length. Summer conditions do not include the effects of school traffic.

System Issues

System problems occur when:

- The defined function of a corridor and its actual function in the system are in conflict;
- The transportation network lacks continuity or fails to provide access to an area; or
- A lack of parallel streets or alternative routes channels excessive traffic down single corridors, increasing the number of miles driven, reducing

convenient access, or creating conflicts in types of traffic.

Major system problems in Guthrie’s traffic network include:

- *Noble Avenue/I-35 Area Access.* The area immediately west of the I-35/Noble Avenue interchange is an expanding retail/commercial district in the community. The corridor contains a number of highway commercial uses and high turnover restaurants. These are all relatively high traffic generators per unit of development. Access to the adjacent uses is provided from Territorial Trail, Spring Creek Avenue and a number of private drives directly off Noble Avenue. Many of the uses within the relatively limited frontage area have multiple access points. Driveway access points in this area are not well defined for a number of the uses on the south side of the corridor. A lack of definition of access for individual uses has lead to confusing access/egress patterns. The merging of Oklahoma Avenue into Highway 33 at the interchange commercial area further complicates the area’s traffic patterns.
- *Circulation/Intersection Control in the Downtown.* Many of the intersections lack adequate sight distance for entering vehicles, largely caused by on-street parking too close to the intersections. City ordinances prohibit parking within 30 feet of an intersection; however, enforcement does not appear fully effective. The limited use of traffic control signage in the downtown area compounds the problem, causing drivers to use right-of-way rules. Potentially hazardous intersection conditions result from these situations.
- *Access Control Along Division Street.* Division Street is the only continuous north-south primary arterial through the heart of the community, and provides direct access to many retail uses. Thus, Division Street both provides a high level of vehicle mobility and local access to the adjacent businesses. Many of the access drives along the

corridor are wide enough to create confusing access/egress patterns to the businesses. Increasing the control of access points along the corridor would help the corridor serve its arterial function in the system. Other solutions include providing local access roads that parallel the main highway, as well as alternative corridors.

- *Noble Avenue Bridge:* The deteriorating condition of the 1938-vintage bridge over the BNSF rail corridor and Cottonwood Creek is a significant regional transportation issue. The viaduct currently carries two lanes of traffic and a three and a half foot walkway on both the north and south sides. Drive lanes are 12 feet wide. In addition to its structural condition, the intersection of the 2nd Street/south side frontage road intersection at the bridge’s east approach has required the City to:
 - Restrict northbound left turns from 2nd Street onto westbound Noble Avenue.
 - Designate 2nd Street north of Noble as a one-way northbound street.
- *Reliever corridors.* One of Guthrie’s most severe systemic problems is its lack of through corridors and heavy dependence on the Noble Avenue/ Division Street axes. Pine Street provides an opportunity for an improved north-south arterial, and is already designated as such in the city’s functional classification system. A west side link between Industrial Road and the west part of Guthrie could also relieve traffic on the most congested segment of South Division Street. Section line roads (including improvements already scheduled for Industrial Road north of the Regionsl Airport) provide opportunities for east-west movement through the mid-section of the planning area. However, additional east-west crosstown links to supplement Noble Avenue in the original town appear to be infeasible.

Other Transportation Modes/Conclusions

■ OTHER TRANSPORTATION MODES

Public Transportation

First Capital Trolleys provides a visitor-oriented service, using rubber-tired vehicles, on a regular route in Guthrie. These narrated tours are valuable to visitors, but do not provide only very limited local public transportation for residents. The operator also provides specific contract services, including shuttle service between Guthrie and Oklahoma State University at Stillwater.

Sidewalks

Guthrie maintains a relatively complete sidewalk system within its traditional grid. However, this system breaks down in outlying development areas, and on the edges of the traditional grid, especially in the southeastern part of town.

Trails and Bicycle Transit

In 2002, Guthrie lacks a developed trail system, although segments of a system are in the planning stages. Detailed planning has occurred for a Bird Creek Trail, extending from the middle school on Wentz Street to Highland Park. Trail and greenway development can be an important part of a unified transportation system for the city.



CONCLUSIONS

This analysis suggests that:

- In general, Guthrie's transportation system provides adequate service, despite the city's difficult topography, natural and man-made barriers, and limited corridors
- Reliance on single north-south and east-west corridors create most of the city's functional transportation problems. This is compounded by a mixing of traffic streams along the South Division corridor, Guthrie's busiest street segment.
- In the absence of good east-west corridor opportunities, Noble Avenue's functionality should be improved in ways that do not compromise the integrity of the surrounding street environment.
- Opportunities exist for relief corridors for South Division and for traffic management and redistribution techniques to help relieve traffic conflicts along this commercial corridor.
- Supplemental transportation modes, including bicycle transit, and sidewalks can be particularly important in Guthrie and should be part of a balanced transportation program.

THE TRANSPORTATION PLAN



The transportation program for Guthrie should meet current and future mobility and access needs and connecting the city's development districts together effectively, while enhancing the character of the city's urban environment. This general policy includes:

- Maintaining and enhancing good traffic circulation through the city, including addressing potential trouble spots and bottlenecks in the transportation system.
- Providing alternative transportation routes where possible to avoid funneling all movements through the South Division and Noble Avenue conduits
- Addressing the functional problems of key bottlenecks in the city's systems.

- Developing a continuous network of facilities to accommodate non-automobile transportation.
- Developing street corridors which serve other community and economic development objectives, including leading visitors from regional approach routes to major commercial and cultural destinations within the community.

The components of this program include:

- STREET CLASSIFICATION SYSTEM
 - ALTERNATIVE CONNECTIONS
 - STRATEGIC ARTERIAL SYSTEM IMPROVEMENTS
 - INDUSTRIAL ROAD INTERCHANGE
 - LOCAL CONNECTIVITY
 - STREETS AS PUBLIC SPACES
 - PEDESTRIAN AND TRAIL SYSTEM
 - DOWNTOWN SAFETY
 - WAYFINDING
 - SUPPORT FOR PUBLIC TRANSPORTATION SERVICES
 - REGIONAL RAIL SERVICE
- STREET CLASSIFICATION SYSTEM

Guthrie should define the roles of various streets within its traffic system.

The Street Classification Plan defines the various functions that major street segments have in the Guthrie system, and establishes streets that are eligible for Federal funding assistance under the Transportation Equity Act for the 21st Century (TEA-21 or successor program). The plan recommends maintaining the current classification system established in the Oklahoma Department of Transportation's current classification map of 2001, with the following additions:

Minor Arterials

- Pine Street from Cooksey Road to Seward Road
- University Avenue from Midwest Boulevard to South Division Street

Street Classification System/ Alternative Connections

- Academy (Bryant) Road from College Avenue to Old Highway 33
- Industrial Road from I-35 to Backhaus Road
- Prairie Grove Road from I-35 to South Division Street.
- Triplett Street (Roller Coaster Road) from Pine Street to US 77.
- Camp Road/Lakewood Drive from Pine Street to Lakeside Drive.
- Seward Road from Pine Street to Lake Liberty.

Collectors

- Cooksey Road from I-35 to Wentz Street.
- Hillcrest Avenue from Walnut to Wentz Streets (an addition to previous collector segment from Pine to Walnut))
- College Avenue from Pine to I-35 and Walnut to WentzStreets (an addition to previous collector segment from Wentz to Academy Road)
- A new east-west link from Pine to South Division between University Avenue and Industrial Road. This ties in to the Wal-Mart north drive.
- A parkway connecting Industrial Road and South Division Street, providing local access to the proposed Midway economic development community around the Municipal Airport.
- Prairie Grove Road from South Division to Backhaus Road. (an addition to previous collector segment from I-35 to South Division)
- North 7th and North 14th Streets from Noble Avenue to the BNSF.
- Sharpe Road and Coltrane Road from Backhaus Road to Noble Avenue
- Backhaus Road from Prairie Grove Road to SW 19th Street.
- Davis Road from Industrial Road to Lake Road.
- Walnut Street from Noble Avenue to Industrial Road.

■ ALTERNATIVE CONNECTIONS

Guthrie's major street system should feature improved street continuity and links to relieve reliance on Noble Avenue and South Division Street.

The transportation system's major functional problem is its reliance on Noble Avenue and South Division Street as its exclusive arterial corridors. Adjacent land uses and the urban contexts of both streets make their widening very difficult. A better solution is the creation of alternative corridors that more effectively distribute traffic and provide alternative travel routes.

Recommended additional routes include:

- **Pine Street.** This continuous north-south route can provide important relief for South Division and should be upgraded to function as a minor arterial from Seward Road to Cooksey Road. The corridor's existing two through lanes is adequate to handle probable traffic. Turn lanes should be considered at University Avenue, a new east-west collector tied into the Wal-Mart system, and Industrial Road.
- **Walnut Street.** Walnut Street should be extended as a two-lane facility south to Industrial Road. This provides a continuous facility from industrial to Cooksey one-half mile east of South Division Street. Left-turn lanes may be necessary at University Avenue and Industrial Road.
- **Backhaus Road.** Guthrie can create an enhanced west side connection by improving Backhaus Road north of Prairie Grove Road and extending it north to SW 19th Street. This provides residents on the west side of Cottonwood Creek with access to the South Division commercial corridor and I-35 south without going through the city center or the South Division "bottleneck." Improvement of Sharpe and Coltrane Roads can further connect this new link to Noble Avenue and to the center of the "west side" community.
- **Davis Road improvement.** An improved Davis Road can provide a secondary link between the Industrial Road corridor and the lake district, relieving South Division and the winding Lake Road. The Davis Road/Coltrane Road combination should be paved and realigned for more direct access to the lake area.

- **University Avenue.** University Avenue should be defined as a corridor and extended between South Midwest Boulevard and South Division Street. This provides an alternative east-west route near Noble Avenue and also provides direct access to the proposed city recreation complex southwest of University and Pine.
- **Industrial Road.** In the proposed system, Industrial Road becomes a critical east-west arterial link through the Midway district of the city. It is also vital in distributing the loads generated on the new north-south segments, including Backhaus Road, and Walnut and Pine Streets. Planned upgrades to industrial to permit adequate functioning as a two-lane arterial should be completed.
- **College Avenue.** College Avenue is a continuous route from Walnut Street to Academy Road, and includes a railroad grade crossing and low-water bridge at the creek. This corridor should be upgraded to improve its function as a two-lane collector, serving local and inter-neighborhood traffic north of Noble Avenue.

■ STRATEGIC ARTERIAL SYSTEM IMPROVEMENTS

Guthrie should make strategic improvements to enhance the function of its existing major streets.

The program described above builds a more effective overall street network by providing alternative routes. However, improvements are also needed on the existing major street system, most notably South Division Street and Noble Avenue, to improve their operations for all types of traffic. However, both streets have significant contextual problems that make widening very difficult without seriously affecting neighbors or the quality of the surrounding environment.

South Division Street

A program for South Division Street should include:

- *Alternative Routes.* Providing alternative north-south routes for local and inter-neighborhood traffic is the most effective mechanism for managing traffic along South Division.
- *Access Management.* The Division Street corridor north of University Avenue provides access to individual adjacent parcels, with a number of parcels having multiple access points and/or very wide access drives. Consolidated or defined access points could have a moderately beneficial effect on flow and safety in the corridor, and improve the pedestrian environment.
- *Pedestrian Improvements.* South of Perkins Avenue, sidewalks are lacking on at least one side of the street. Well-maintained, continuous sidewalks would provide safe pedestrian access through the corridor, and respond to the natural connection between Downtown, Mineral Wells Park, and restaurants and visitor services along South Division.

While continuous walks will have at best a limited effect on traffic operations, South Division Street is a primary gateway into the community. Improved articulation of vehicular and pedestrian domains, along with defining entry points and improving landscaping can improve the design image of this important corridor. Based on the speeds, arterial classification and traffic volume in the corridor, pedestrian facilities be set back a minimum of eight feet from the curb line. Walkways should be at least six feet wide; these walks may be upgraded on one side to a roadside trail, typically ten feet in width.

Noble Avenue

While options for widening Noble Avenue or removing parking to provide a three-lane facility within the existing street channel exist, either alternative has significant effects on the city or adjacent properties. Capacity problems on the main part of the corridor east of Cottonwood Creek simply do not warrant the impacts created by either of these alternatives. Development of alternative routes can

Strategic Arterial System Improvements

effectively expand the ability of Noble Avenue to accommodate traffic demands. However, two areas of major concern should be addressed along Noble Avenue: the Cottonwood Creek Bridge and the Oklahoma Avenue confluence near the I-35 interchange.

Cottonwood Creek Bridge

- *Bridge replacement.* The Cottonwood Creek/BNSF bridge is a significant bottleneck to traffic along the corridor. The issue is less one of capacity than of configuration. Narrow lane widths, limited site distance, and the difficult configuration of the 2nd Street intersection with adjacent frontage roads at the bridge's east approach compound these difficulties. The current bridge has been in service for over 60 years and may be approaching the end of its useful life. This strategic crossing should be replaced by a new facility that includes good vertical sight lines, standard land widths, and a ten-foot pedestrian and bicycle way on one side of the bridge.

Current preliminary concepts for a new bridge call for lengthening of the west approach to 9th Street to achieve standard vertical sections. This change may require acquisition of commercial properties along Noble Avenue between the current landing and 9th Street.

A replacement bridge also provides a significant urban design opportunity. Special lighting, railings, and bridge design should be incorporated to strengthen the aesthetic quality of this key community connection.

- *South side frontage road intersection at 2nd Street.* The frontage road provides access to parking and service entrances to buildings with frontage to 2nd Street. Cleveland Avenue provides more acceptable access to these same areas. This frontage road should be eliminated with a new creek and railroad crossing.

- *Frontage road on the north side of Noble Avenue.* This road provides the only access to buildings between the BNSF railroad tracks and Cottonwood Creek, making a simple closure unacceptable. A bridge study should review potential alternatives that balance access and safety. Options considered by this study should include:

- Acquisition of the parcels by the city and elimination of the use.
- Alternative access to the south side by establishing a connection under the Noble Avenue bridge. Providing adequate clearance is a significant issue in this alternative.
- Modifying the vertical design component of the bridge. A second creek crossing exists directly below the current bridge. Part of the sight distance issue associated with the upper bridge at 2nd Street is the height of the deck at the 2nd Street/Noble Street Frontage intersection. The lower bridge falls within the 100-year floodplain, making reconstruction at that elevation inadvisable. A bridge elevation that is located between the upper and lower elevations and produces improved sight distance should be considered. This may allow maintenance of the north side frontage road.
- Consideration for aligning the new bridge slightly to the south. This may produce enough separation between the north side frontage road and the bridge to allow maintenance of the north side intersection.

Oklahoma Avenue Intersection

This intersection includes an acutely angled merge of Oklahoma Avenue into Noble Avenue, a complicated intersection of drives and streets, and poorly defined private accesses. An improved design should:

- Channel Oklahoma Avenue into Noble at a right angle intersection, possibly using the existing Blake Street intersection.

- Define and narrow driveway accesses.
- Align key entrance points to developments north and south of Noble with one another. Signalization of one key intersection may be warranted.
- Provide landscaping to improve the appearance of the intersection and provide better definition of traffic patterns.

■ INDUSTRIAL ROAD INTERCHANGE

Guthrie should work with the Oklahoma Department of Transportation toward the development of an Industrial Road interchange with Industrial Road. The first step in this process involves initiating an interchange justification study.

The proposed Guthrie transportation system designates Industrial Road as an important east-west arterial. Industrial Road provides direct access to the Midway development district, and ties the proposed system of north-south routes, including Pine Street, South Division Street and parallel service roads, Davis Road, and Backhaus Road together. Because of this role, direct access to Interstate 35 from Industrial Road will become increasingly important. Additionally, an Industrial Road interchange:

- Provides an alternate east-west through route, reducing growing traffic volume concerns in the Noble Avenue corridor.
- Increases access to Guthrie Regional Airport. The airport has been designated as a regional business airport. Thus, operators are eligible for new sources of funding to enhance the airport facilities and attract more regional business aircraft. By providing more direct access to the interstate, the airport's convenience for business and shipping is greatly increased, allowing Guthrie to become a major general aviation center for the north part of the Oklahoma City metropolitan area.

The first step in the process is the execution of an interchange justification study that:

- Documents alternate routes, capacity of those routes, and effects that the Industrial Road interchange would have on operations at those other routes.
- Reviews and reports on the accident history along alternate routes and the projected accident experience on Industrial Road should an interchange be built.
- Documents congestion effects on the proposed location and on alternate routes. The purpose of this analysis is to document the regional significance the interchange provides in the system and its potential to relieve deficiencies along alternate routes.
- Evaluates the potential economic impacts associated with locating an interchange at this location.
- Documents the local commitment to improving routes affected by the interchange.
- Completes an environmental overview of the potential impacts of locating an interchange at this location.

■ LOCAL CONNECTIVITY

The local street network in developing residential and commercial areas should be designed with multiple connections and relatively direct routes.

Within the framework of higher-order streets (arterials and collectors), local street systems will develop to serve individual developments. These systems should be designed with clear circulation patterns that preserve the quiet qualities of local streets while providing residents, visitors, and public safety and service vehicles access which is comprehensible and direct. The following standards or techniques should be used in local street design:

Streets as Public Places

- **Hierarchy and Cueing.** Local street networks should have a natural order to them that provide cues, leading residents and visitors naturally to their destinations. Hybrid street networks combine the ease of use of a grid with the privacy of a contemporary street pattern.
- **Connectivity.** The street network should have segments that connect to one another internally and to collector streets. Several measures to evaluate the connectivity of street networks have been developed. One measure is the ratio of the number of street links divided by the number of nodes (intersections or cul-de-sac heads). A target ratio of 1.40 produces a good neighborhood mix of connectivity and privacy.
- **Alternatives to Cul-de-Sacs.** Cul-de-sacs are often valued by developers and homebuyers for their privacy, but are difficult and expensive to serve with public safety and maintenance. Alternatives are available which maintain the positive characteristics of cul-de-sacs while limiting some of the liabilities. These include:
 - Access loops, which provide two points of access.
 - Circles or bulbs at the corners of streets or access loops. These provide many of the features of cul-de-sacs, including safe environments observed by a cluster of houses.
 - T-intersections, which reduce the number of traffic/pedestrian conflicts.
 - Short cul-de-sacs, shorter than 300 feet in length.
- **Design for Low Speeds.** Traffic in a local street system should move at slow speeds. This can be accomplished by:
 - Providing local streets with design speeds that are the same as speed limits. This produces self-enforcing speed limits, by which motorists drive at appropriate speeds.

- Using traffic calming devices. Such devices include narrowing at mid-block, neckdowns at intersections, speed tables (a more gradual and spread out version of the speed bump), traffic circles, and gateways.

- **Rearage service corridors parallel to South Division Street.** These provide double loaded access ways to encourage good access to commercial and mixed use properties along the corridor without requiring frequent local access cuts onto the US 77 corridor.

The supporting street systems identified by the development concept in Chapter Two of this plan illustrate these general principles of connectivity.

STREETS AS PUBLIC PLACES

Major streets in Guthrie should have multiple uses, becoming green corridors that link the “rooms” of the city.

In addition to moving vehicular traffic, streets are also important public spaces, providing the front yards for homes and businesses. Yet, cities rarely consider this quality in street design. Some of Guthrie’s major streets have traditionally been more than conduits for vehicles. They have been important locations for commercial and civic activity as they pass from one neighborhood to another. Particularly in a city with the historic and aesthetic qualities of Guthrie, the quality of street design is especially important. These community streets, identified in the Development Constitution, should emphasize their other role as significant public spaces by including:

- Features such as ornamental lighting, landscaped medians, and additional greenway width and landscaping.
- Parallel facilities for pedestrians and bicyclists. This often includes wider than standard sidewalks on at least one side of the street to accommodate both pedestrians and recreational users. Paths may include gentle curves and street

furniture to provide interest and accommodations for users. In business districts, corner nodes and streetscaping may be used to reduce the distances that pedestrians must negotiate.

Community streets in Guthrie include:

- Oklahoma Avenue from 1st Street to Pine Street.
- Noble Avenue across town.
- South Division Street between Downtown and the Fairgrounds.
- Parkways proposed in the development concept, including newly developing areas in the Midway and lake districts.

PEDESTRIAN AND TRAIL NETWORK

Guthrie should maintain a supplemental system of trails, sidewalks, and pedestrian ways to augment the vehicular transportation system.

A multi-use trail and walkway system can complement automobile trips by providing a good environment for non-motorized transportation. The trail aspects of the system are described in more detail in the Development Constitution and the Parks and Recreation element of this plan. In Guthrie, a trail and greenway system has the additional ability to help link the city’s development districts and enhance the attractiveness of the community to both residents and visitors. The system includes several levels of facilities:



- **Off-Street Trails**, providing exclusive paths separated from parallel streets. The major off-street trail links would include:
 - The Cottonwood Greenway, connecting the traditional town to Guthrie Lake and Lake Liberty residential and recreational areas.
 - The Highland/Bird Creek Greenway, connecting the Cottonwood Greenway to the Noble Avenue interchange and Highland Park along Bird Creek.
 - The Snake Creek/Airport Loop, connecting Cottonwood Creek, Mineral Wells Park, and the new sports complex along the Pine Street corridor.
 - The Midway Parkway system, connecting the Midway development district to the trunk Cottonwood Greenway.
 - The West Guthrie Trail Network, connecting the west side of town, including Cottonwood Flats, to the trunk trail system.
- **Roadside trails**, providing trail facilities parallel to streets. These trails generally include a wide, multi-use sidewalk, and are proposed for :
 - Pine Street.
 - Industrial Road.
 - Seward Road.
 - South Division Street.
 - Portions of the off-street system that parallel major streets.
- **Share-the-Road segments and sidewalks**, including designated routes for pedestrian and bicycle use. Guthrie should consider a system of numbered bicycle routes leading to specific destinations. These can be used to route cyclists of all ages and capabilities onto streets that have manageable grades, experience relatively low or moderate traffic and gentle geometries, and lead to key destinations.

Downtown Safety/ Wayfinding

In addition, Guthrie should view sidewalks along significant streets and community corridors as a vital utility, rather than a special benefit. Generally, continuous sidewalks should be provided along the city's minor arterials and collectors, and gaps along these major facilities should be filled. Major routes that link these streets to schools, parks, and other activity centers should also have high priority for sidewalk continuity.

■ DOWNTOWN SAFETY

Guthrie should take steps to enhance pedestrian and motorist safety in its major visitor destination and economic asset – the historic downtown district.

Pedestrians and vehicles in Downtown Guthrie face hazards, generally caused by inadequate sight distances at intersections. The high volume of pedestrians in this historic district makes this an especially important concern. Vehicles are typically parked on street within 10 to 20 feet of many intersections, creating blind spots for approaching traffic. Visibility problems are compounded by the lack of stop signs or signals at some intersections. An improved safety program for downtown should include:

- Enforcing the current ordinance that restricts parking within 30 feet of an intersection. The primary purpose for restricting parking near an intersection is to provide adequate sight distance for drivers approaching the intersection. To re-enforce the setback and provide an amenity to downtown pedestrian circulation, corner nodes could be provided at intersections in the downtown. Corner nodes make pedestrians more visible to approaching traffic. They also provide opportunities for streetscape elements, including street furniture and interpretive elements.
- Completing a circulation study in the central business district, examining travel patterns and volumes in the downtown area. The study should include:

- Current traffic counts and evaluation of major versus minor approaches to key intersections.
- Analysis of accident data to determine whether higher than expected rates exist in the downtown area.
- Traffic control warrant analysis for the key intersections, including stop control and traffic signal warrants.

■ WAYFINDING

Guthrie should continue efforts to establish a community-wide directional graphics system.

Clear directional graphics are particularly important in a community like Guthrie with its substantial visitor traffic. As of 2001, the city is in the process of implementing a wayfinding system, directing travelers from I-35 to major attractions in Guthrie's historic district. This is an important project that should be extended to the city as a whole. A citywide system should incorporate other access points to the city and should include other important destinations, including:

- Guthrie Lake and Lake Liberty
- Trailheads
- Major commercial districts, such as the Midway district
- Visitor services, including the airport, campgrounds, and visitor information.
- Surrounding visitor attractions, including golf courses, major parks, and Langston University.

The design of a citywide system must be easy to read, avoid confusion, and provide clear, unambiguous, and attractive information. The design of a regional system should define a network of gateway routes – the primary routes by which visitors will travel around the region – and define decision points within that network. Graphics should generally be located at these information points.

■ SUPPORT FOR PUBLIC TRANSPORTATION SERVICES

Guthrie should continue to support privately-provided public transportation services in the city.

First Capital Trolleys provides a visitor-oriented circulator service around historic Guthrie. The company also provides special contract services, including transportation services at Oklahoma State University. These shuttle services reduce short distance auto trips in the center of the city, improving both safety and the experience of the historic business district. The City should support First Capital Trolleys efforts as required by:

- Accommodating trolley stops in the downtown district and in the design of additional public environments.
- Incorporating trolley stops and directions to stops within downtown directional graphics system.
- Including local transportation services in marketing materials about the historic downtown district.

■ RAIL PASSENGER SERVICE

Guthrie should support efforts to implement regional rail passenger service to the city.

Guthrie is located along a principal freight-only Burlington Northern and Santa Fe Railroad line, connecting to Oklahoma City and Fort Worth on the south, Tulsa to the northeast, and the east-west former Santa Fe mainline across Kansas at Newton to the north. The Oklahoma Department of Transportation is executing a study examining the feasibility of passenger rail service on six segments, including:

- Oklahoma City to Newton, Kansas (via Guthrie)
- Oklahoma City to Tulsa via Bristow



- Perry to Tulsa, extending the Oklahoma City to Perry service via Guthrie.
- Tulsa to Kansas City
- Tulsa to St. Louis
- Oklahoma City to Fort Reno

Two of these route segments benefit Guthrie. An OKC to Newton service would extend Amtrak's existing Oklahoma City to Fort Worth *Heartland Flyer* to the north through Guthrie, connecting to the Chicago to Los Angeles *Southwest Chief* at Newton.

The Oklahoma City-Perry-Tulsa routing of an Oklahoma City to Tulsa service also would stop at Guthrie. This route is less direct than the Bristow route but passes through more populated areas and has greater commuter benefits. Instituting passenger service on these routes also opens the possibility of a north commuter service that would terminate in Guthrie, while serving Edmond and the northern part of the metropolitan area. This can help relieve traffic on the I-35 corridor.

Guthrie should actively support studies of the feasibility of these services and should point out the advantages of potential route segments through the city. If service is initiated, the city should also assist in adapting the historic Santa Fe station for contemporary rail passenger service.

Summary

SUMMARY

Table 5-1 summarizes the transportation development program proposed in this plan. The table outlines the major capital projects proposed and specifies:

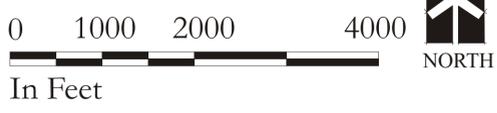
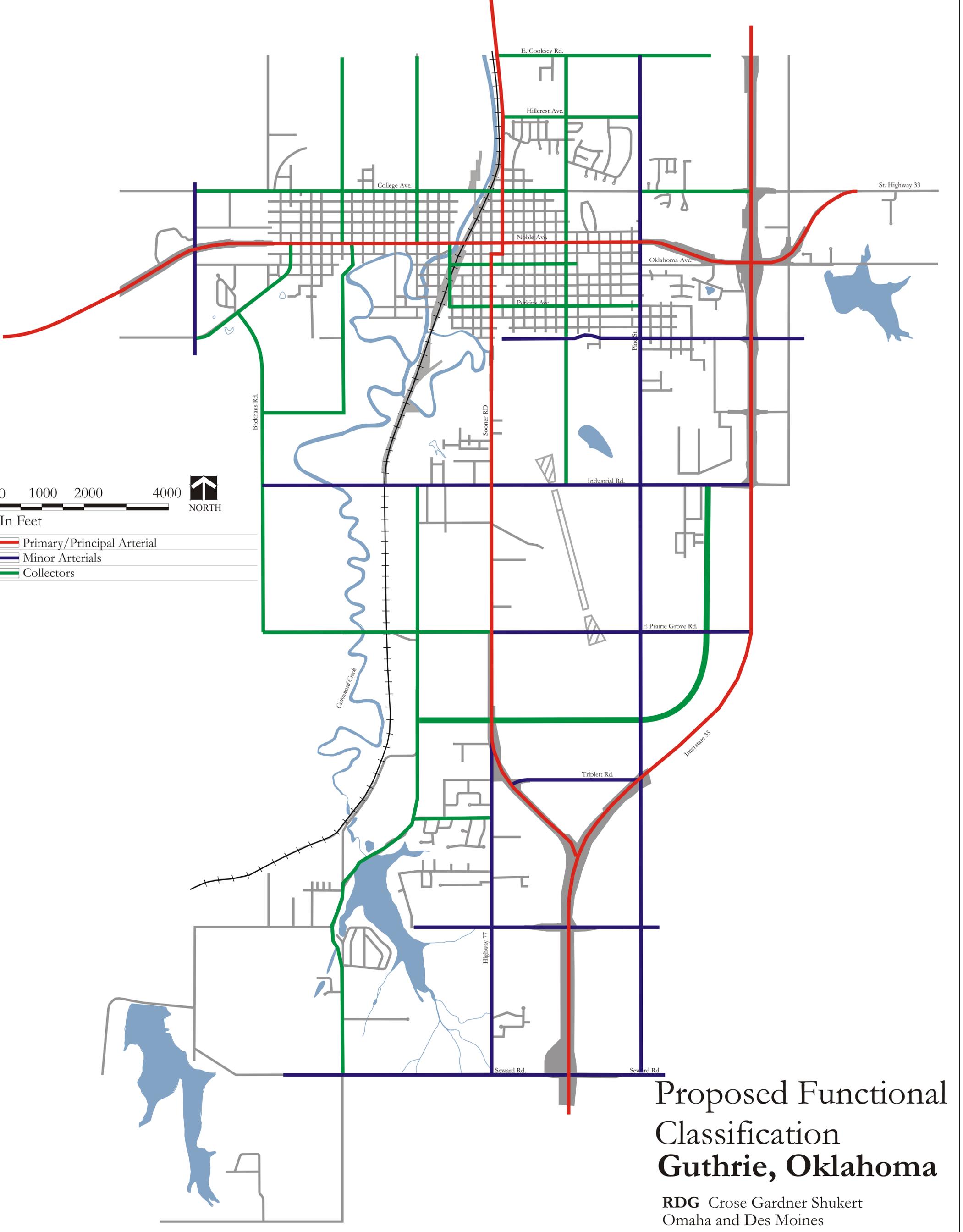
- The number of lanes that currently exist in the corridor.

- The proposed number of lanes and probable locations of turn lanes.
- Requirements for improvements or changes to the vertical or horizontal sections of the roadway. “Vertical” improvements include changes in grades to improve visibility and driving conditions, while “horizontal” improvements refer to the road width and curvature.

TABLE 5.1: Summary of Transportation System Improvements in Development Corridors

Corridor	Current Lanes	Proposed Lanes		Vertical/ Horizontal Improvements Required?
		Through Lanes	Turn Lane Locations	
University Avenue - Pine St. to Division St.	No Current Alignment	2	Division St.Walnut St.Pine St.	No
Industrial Road - Division St. to I-35	2	2	Division St.Walnut St.Pine St.Airport Access	Width should provide two standard lanes, with shoulders in rural section portions. Parallel roadside trail. I-35 interchange to be investigated with justification study, including input from ODOT/FHWA.
Pine Street - Industrial Road to Seward Road.	2	2	Industrial andPrairie Grove Roads.	Widening needed to provide two standard lanes, parallel roadside trail.
Walnut Street - Lincoln to Industrial Road	2	2	University Avenue, Extension of Wal-Mart drive, Industrial Road.	New corridor
Division Street East/West Side Rear Access Service Roads - Industrial to Prairie Grove Rd.	No Frontage Roads	2	Industrial andPrairie Grove Roads.	
Hillcrest Avenue - Pine to Spring Creek Extension	None	2		New corridor
Noble Avenue Bridge	2	2		Replacement of existing bridge; standard walkway/trail on south side of the bridge; two standard moving lanes.
Backhaus Road - Prairie Grove Road to SW 19th Street(Note 1)	2 Lanes - Prairie Grove Road to Sharpe Road.	2	SW 19th Street, Industrial Road	Paving and widening to standard two-lane section
Davis/Coltrane Road Access to Guthrie Lake	2	2		Paving and widening of Davis Road to standard two-lane section; improved alignment linking Davis Road and Coltrane Road.
Roller Coaster Road	Pine Street to South Division Street	2	South Division	Reduce vertical deficiencies
Seward Road West of Coltrane Road to Lake Liberty.	2	2		New, continuous around Lake Liberty to Bryant Road; improved horizontal alignment to reduce severity of curves.
Sharpe Road/Coltrane Road/West 12th Street	2	2		Improvement of existing roads
College Avenue, Walnut to Academy Road	2	2		Improvement to collector status

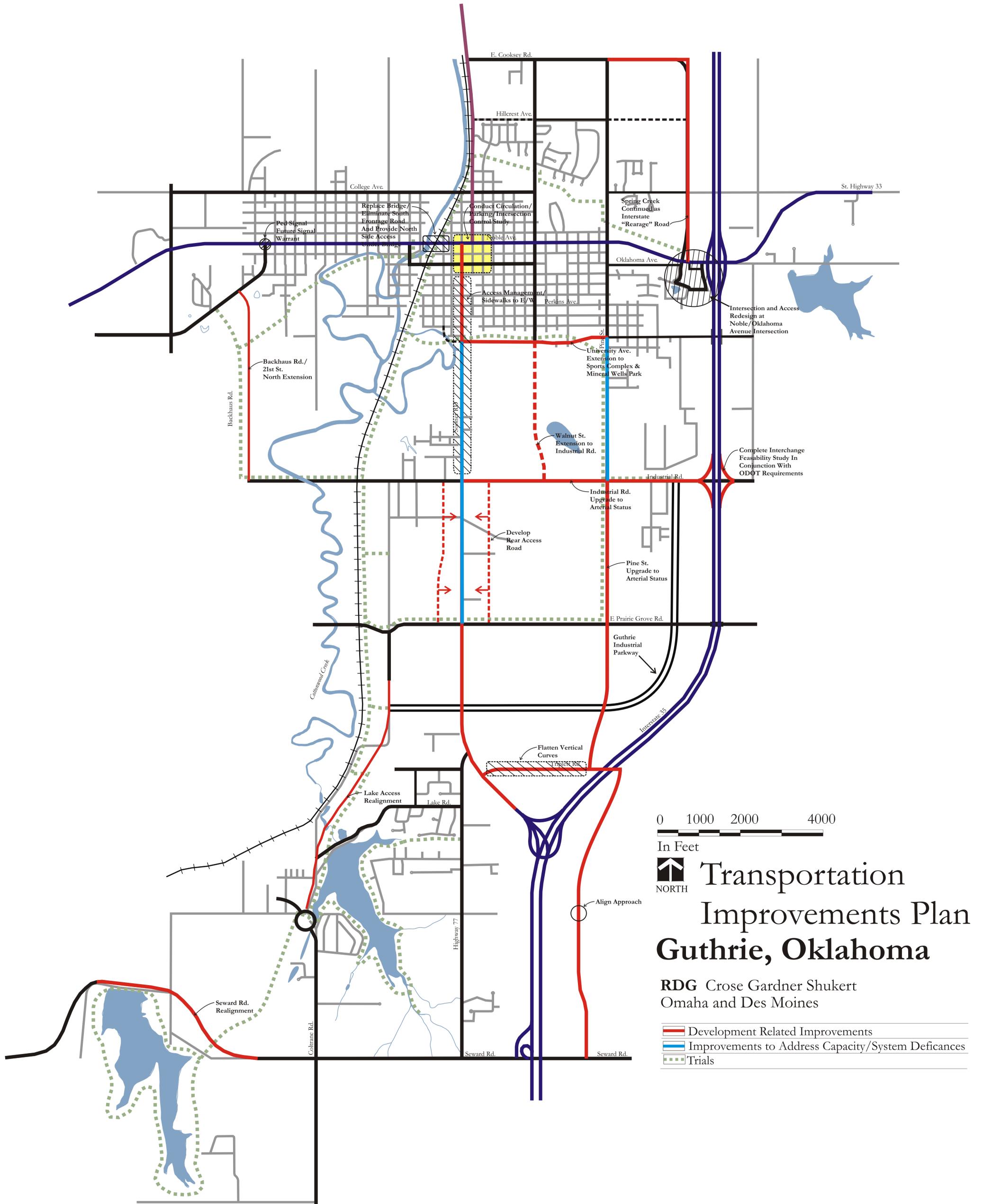
Notes: 1 - The potential for additional traffic at 19th Street/Noble Avenue resulting from continued development and the Backhaus Road extension and activities at the school likely warrants investigation of a pedestrian signal at Noble Avenue/19th Street.



- Primary/Principal Arterial
- Minor Arterials
- Collectors

Proposed Functional Classification Guthrie, Oklahoma

RDG Crose Gardner Shukert
Omaha and Des Moines



In Feet

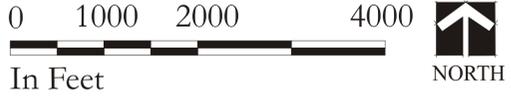
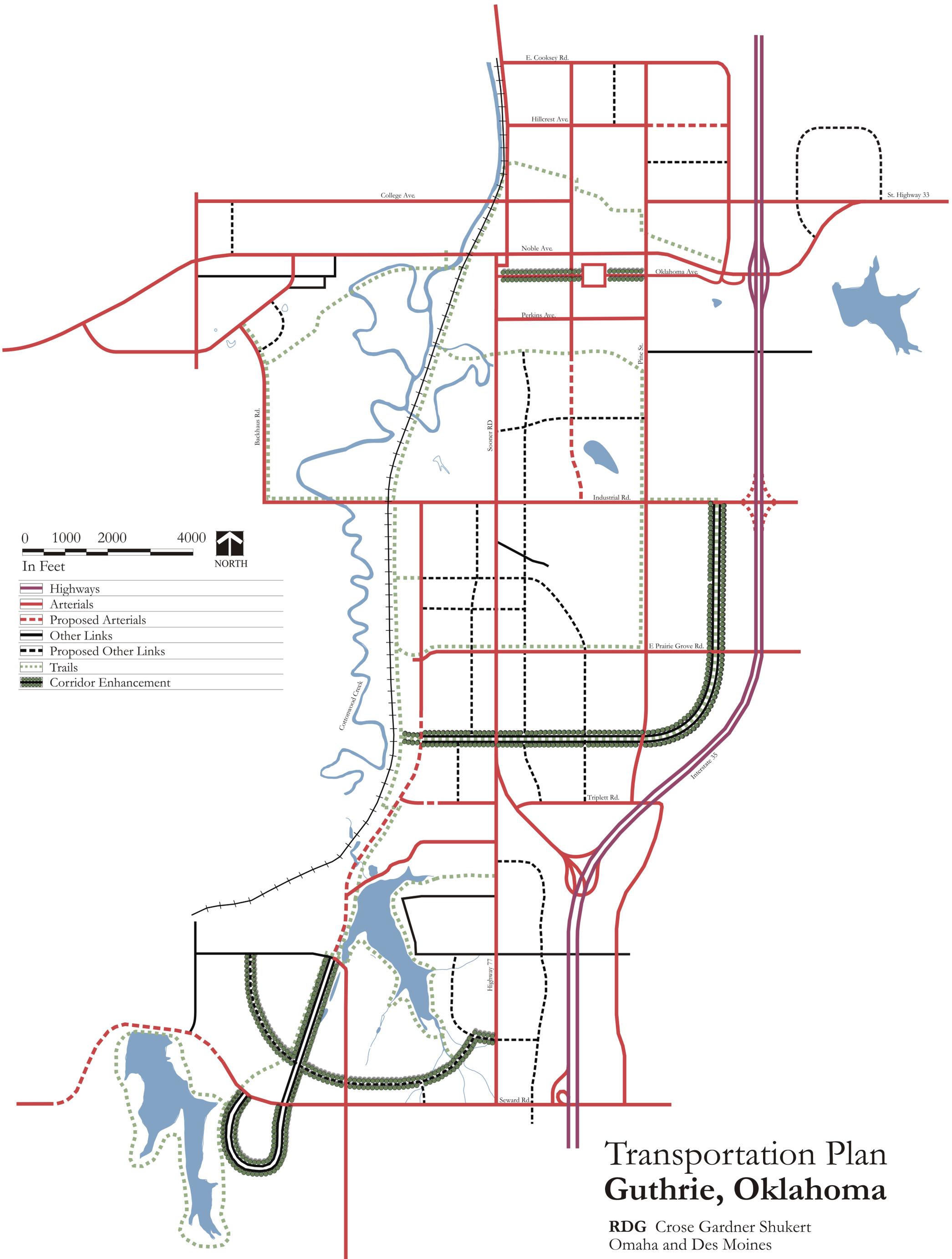


NORTH

Transportation Improvements Plan Guthrie, Oklahoma

RDG Crose Gardner Shukert
Omaha and Des Moines

- Development Related Improvements
- Improvements to Address Capacity/System Deficiencies
- - - Trials



- Highways
- Arterials
- Proposed Arterials
- Other Links
- Proposed Other Links
- Trails
- Corridor Enhancement

Transportation Plan Guthrie, Oklahoma

RDG Crose Gardner Shukert
Omaha and Des Moines

A QUALITY PARK & RECREATION SYSTEM



An urban lifestyle with abundant access to parks and open spaces is an important attribute of Guthrie. The city's distinctive natural environment, with its lakes, streams, and wooded areas, combined with its generally favorable climate, makes outdoor life an area of rich community potential.

Goals

Guthrie’s open spaces should provide settings for a range of activities, among which are organized sports, informal recreation, bicycling, running, family events, and quiet contemplation. This plan envisions an open space network that balances nature and recreation and connects the city’s four “city ecologies,” in effect melding the natural and built environments. Yet, in Guthrie, park development also has an important community growth dimension. The development concept discusses the inefficiency of providing services to a relatively small population spread over a 17 square mile area. Guthrie must encourage development within its large incorporated area to increase the efficiency of urban services. Yet, the city’s moderate population decline during the 1990s, in contrast to overall growth in the Oklahoma City metropolitan area, indicates that Guthrie is not positioning itself to capitalize on overall regional housing and development demand. A park and open space system that takes advantage of Guthrie’s intrinsic resources can be an important tool in the city’s community marketing efforts.

Parks and Community Growth

Parks and open spaces within a community affect both the satisfaction that residents gain from their city and the city’s ability to experience healthy growth. These systems add value to the community and enhance the experience of community life and the value of property. Public parks and open spaces provide areas designed for specific recreational activities, with appropriate equipment and facilities. They also include public areas that are readily available for less structured use and enjoyment. Private enterprises also contribute to the city’s recreational system, offering opportunities in the Guthrie area such as privately owned and operated golf courses and RV parks.

Quality parks and open spaces have many benefits. They benefit the physical and mental health of residents, and can add value to both existing neighborhoods and new areas proposed for development. Studies conclude that a high quality, diverse park and recreational system ranks second only to the educational system in its importance to

prospective new residents. Open spaces serve as good buffers between different types of land uses and add rhythm and character to contemporary development. In Guthrie, the open space system also can provide transportation alternatives to automobiles, offering safe routes for pedestrian and bicycle traffic. Guthrie’s park and recreation system should be fully integrated into the city’s development pattern.

Guthrie has two signature community parks: Highland Park in the northeastern part of the city and Mineral Wells Park along Cottonwood Creek south of the traditional town. These parks are heavily used and are the foundations of the city’s recreational system. The city’s two large city-owned and publicly accessible lakes also provide unusual recreational opportunities. Finally, the city’s buy-out of property in the flood-prone Cottonwood Flats area provides another significant recreational opportunity. However, these superb resources have not coalesced into a community-wide open space system. Both traditional and emerging neighborhoods are relatively underserved by parks. In addition, the city currently lacks facilities designed for active recreation. Potentials for trails and greenways are also not fully realized. This park element is intended to address these specific issues, leading, if implemented, to a high quality open space and recreational system.

■ GOALS

To improve its facilities and use its open space system as central features contributing to community quality, Guthrie should:

- **UPGRADE ITS CURRENT PARK SYSTEM TO PROVIDE HIGH QUALITY PARK FACILITIES AND RECREATIONAL PROGRAMMING.**

Guthrie’s existing parks are the heart and foundation of a future system. All components of the parks and recreation system must be well maintained with up-to-date equipment and attractive amenities. This requires a program of regular investment to assure that each park provides comfort and convenience to

its users and has the minimum facilities identified within this plan. Additionally, year-round recreational programs should be provided for residents of all ages.

• LINK GUTHRIE’S NEIGHBORHOODS, PARKS, SCHOOLS AND LAKES THROUGH A SYSTEM OF TRAILS AND GREENWAYS.

Linking Guthrie’s four urban settings with greenways is fundamental to the city development concept proposed by this plan. These greenways represent a nexus of urban form, recreation, and transportation. In addition to providing facilities for some of the most popular recreational activities, a comprehensive trail system provides alternate transportation to parks, schools, work, and shopping; links the main part of town with the lakes; and provides an important visitor amenity. Detention ponds on the northwest side of town also provide potential recreation resources that might be linked into an overall city system.

• PROVIDE ATTRACTIVE GREEN SPACE FOR A VARIETY OF PUBLIC USES.

Guthrie’s natural environment of creeks, valleys, rolling hills, and wooded areas is important to the character of the community. Green space preserves these settings and contributes to the beauty of the town and attracts walkers, joggers, and passive recreation. Natural settings are important green spaces and should be preserved where possible.

• DISTRIBUTE ACTIVE RECREATION ACROSS THE GEOGRAPHICAL AREA OF THE CITY TO MAINTAIN A HIGH LEVEL OF SERVICE TO ALL NEIGHBORHOODS.

Quantity and geographic distribution of facilities are measures of the adequacy of park service. As the boundaries of the City of Guthrie have expanded to the south, the need for parks to serve these areas has emerged. Other than a relatively small park on the shore of Guthrie Lake, the city lacks recreational facilities south of Mineral Wells Park, about four miles from Guthrie’s southern boundary.

• ESTABLISH SERVICE STANDARDS IN GROWTH AREAS AND A FINANCING SYSTEM FOR PARK ACQUISITION AND DEVELOPMENT.

Acquiring and developing new parks in growth areas can present major challenges. Service standards establish a basis for determining how much parkland and what kinds of facilities are needed to serve future growth. A park finance system should ensure that new development funds a fair share of the demand that it creates for new facilities, balanced by the city’s overall need to position itself to attract a larger share of regional development.

■ PARKS AND RECREATION FACILITY ANALYSIS

Park facilities are evaluated in four ways:

- *Classification.* Parks can be evaluated by functional category, based on the range of facilities and geographic areas served.
- *Population Service Standards,* evaluating the amount of park area as a function of population.
- *Geographic Distribution.* The service radius of various facilities are analyzed to identify geographic gaps in service.
- *Park Inventory and Assessment.* Parks that are in poor condition do not serve residents well, despite the nominal presence of adequate park area and facilities.

Facilities by Classification, Service Standards, and Distribution

This section classifies Guthrie’s park facilities, and considers the adequacy of parkland based on types of parks.

Overall Open Space: The City of Guthrie owns and maintains six parks for a total of 92 acres. The city also includes 30 acres of sports complex facilities and 440 surface acres of lake area. Traditional park standards recommended by the National Recreation

Parks and Recreation Facility Analysis

and Park Association (NRPA) suggest one acre of parkland per 100 residents. Based on Guthrie’s 2000 population of 9,950, this indicates a need for about 100 acres of park area. Discounting the water area of Guthrie and Liberty Lakes, Guthrie is slightly under this standard in usable park space. One of the city’s nominal parks, Noble Park, is within the Cottonwood Creek floodway and is currently inaccessible. More recent NRPA work recommends a “level of service” standard, evaluating the individual needs of a community by the standards that it has traditionally set for itself. Guthrie should provide a minimum of 8 additional acres of usable open space to meet current needs, and to provide a minimum of 30 acres of new parkland to meet potential community growth demands.

A park classification system developed by the NRPA is used to classify the facilities in Guthrie’s system. These categories include:

Pocket parks: Pocket parks generally address specific recreation or open space needs. Generally, these parks are usually less than one acre in size and have a service radius below 0.25 miles, placing them within easy walking distance of most users. Pocket parks are too small to provide a variety of park services and can be relatively inefficient to maintain. Two of Guthrie’s six parks fall into this category: Lions and Ritzhaupt Parks.

Neighborhood Parks: Neighborhood parks are typically considered the basic unit of community park systems, providing a recreational and social focus for residential areas. These parks desirably provide space for informal active and passive recreation. Neighborhood parks desirably include from 5 to 10 acres and have a service radius of about 0.5 miles. The most appropriately located neighborhood parks feature strategic neighborhood locations, safe access by foot or bicycle to neighborhood users, and connection to a regional greenway system. Rule of thumb standards call for 1 to 2 acres of neighborhood parks per 1,000 people. Guthrie’s only “neighborhood park” by size is Noble Park, an inaccessible 7.5 acre open space within the floodway encircled by

Cottonwood Creek. Two larger parks, Highland and Mineral Wells, also serve neighborhood park functions. The lack of neighborhood park coverage is a significant deficiency in Guthrie’s park system.

Joint Use Parks: School parks involve co-location of school sites and public parks, or use the grounds of a school for public recreation purposes. The Guthrie High School campus provides some facilities available for public recreation. Other school sites are typically too small to provide meaningful public recreational resources.

Community Parks: These parks include areas of diverse use and environmental quality, and are typically considered the signature parks of a city. They meet community-wide recreational needs and often incorporate significant environmental resources. Typical criteria for community parks include:

- Adequate size to accommodate activities associated with neighborhood parks, but with space for additional active and passive recreational activity.
- Special attractions that draw users from the larger community, such as swimming pools or aquatic facilities, specialized sports facilities, or unique cultural or environmental features.

Community parks generally contain between 10 and 50 acres and serve a variety of needs. A community park may serve a radius from 0.5 to 2.0 miles. Traditional NRPA standards suggest 5 to 8 acres of community park area per 1,000 people. Guthrie meets these standards with its two major community parks – Highland and Mineral Wells Parks.

Natural Resource Areas. These include lands that preserve important natural resources, landscapes, and open spaces. Guthrie and Liberty Lakes fall within these categories. Open space development along the west shore of Guthrie Lake takes on some functions of a neighborhood open space for lake area neighborhoods. In addition, Cottonwood Flats, created as the result of a buyout of private properties

in the Cottonwood Creek floodway, also falls into this classification.

Greenways. These open spaces tie park system components and other community features together to form a connected green space environment. Greenways follow natural settings, most notably drainageways, or man-made features such as railroad corridors, parkways, and other right-of-ways. Greenways may also be incorporated into development designs. Guthrie is in the process of developing the Bird Creek corridor as a greenway. The Cottonwood Creek corridor also has the potential to be a major component of a citywide greenway system.

Sports Complex. These spaces consolidate heavily programmed athletic fields and facilities to large sites with strategic locations. Typically, sports complexes exceed 40 acres. These facilities may be incorporated into school sites and community and regional parks. Two existing facilities, Owen Softball Fields and the Soccer Complex, may be categorized as sports complexes. The city should consider the development of a modern sports complex on the west side of Pine Street south of Snake Creek.

Special Use Parks. These include a variety of facilities usually oriented to a single use, and may include social and cultural sites, or highly specialized public facilities. Honor Park at 2nd and Harrison is classified as a Special Use Park.

This classification of open spaces in Guthrie indicates that:

- Large areas of the city lack adequate community park service. Statistically, Mineral Wells and Highland Parks meet park area standards for community parks. However, much of West Guthrie and areas south of Prairie Grove Road fall outside the service radius of these parks. Some level of recreational development at Guthrie and Liberty Lakes, development of the proposed Pine Street sports complex, and expanded use of Cottonwood Flats can help address these community park issues.

- The city's most serious deficiency is in neighborhood parks. Only the northeastern part of the city, within Highland Park's neighborhood service radius, is adequately served. Most of Mineral Wells Park's one-half mile neighborhood service radius is unpopulated. Park development on the west shore of Guthrie Lake also provides a modicum of neighborhood open space for the lake communities. Other areas are either not served or must rely on the city's two pocket parks.
- Guthrie has significant opportunities for greenway development, utilizing the Cottonwood Creek, Bird Creek, and Snake Creek corridors. Planning is most advanced along Bird Creek, where a trail connecting Highland Park and the Middle School has been proposed by the City.

Park Facility Analysis

The following reviews the facilities and needs of Guthrie's existing open spaces.

Major Park And Open Space Issues

Based on the analysis contained in this section, the following issues emerge for the Guthrie park system:

- Maintenance, rehabilitation, and enhancement of existing park facilities where needs exist.
- Lack of neighborhood park service for most parts of the city.
- Limited coverage of developed community parks in many parts of Guthrie.
- Continued development of a comprehensive trail and greenway system, integrated into the structure of the city and capable of providing safe access from existing city neighborhoods to major community park and recreational resources.

PARK DEVELOPMENT PLAN



This section describes strategies designed to help Guthrie’s park system become a leading community feature. The overall concept:

- Envisions a linked park system, using existing and future parks and greenway corridors to form a green network that unites the community’s four urban settings and makes each major park part of the territory of all residents.
- Proposes new centers for recreation, filling current geographic and service gaps and providing facilities that grow with the community.
- Provides recreational and park facilities needed to meet city priorities.

The components of the program include:

- INCREASED PARK INVESTMENT
- FILLING SERVICE GAPS
- LINKED GREEN NETWORK
- PARK DESIGN
- NEW RECREATIONAL FACILITIES
- RECREATION COORDINATION AND STAFFING

- INCREASED PARK INVESTMENT

Guthrie should implement a predictable, annual program of investing to upgrade the quality of existing park facilities.

The foundation of any future park system for Guthrie is the city’s existing facilities. Unfortunately, because poor park maintenance does not result in short-term threats to public health or safety, city governments pressed for funds often defer or eliminate park maintenance and enhancements. This has been the case in Guthrie, where parks have been maintained at minimum levels for many years. The first priority for the City of Guthrie is to establish a regularly budgeted, incremental program of improvements and upgrades at all of Guthrie’s parks and lakes. All improvements should be based on the city’s parks master plan. The basic park maintenance program should:

- Establish priorities based on an assessment of existing furnishings and amenities in each park. The assessment should evaluate facilities relative to their age, condition, degree of obsolescence, and appearance.
- Maintain, repair, or replace playground equipment and furnishings as needed.
- Replace playground equipment with safer, more attractive and more modern equipment.
- Improve the roads within each park and at the lakes.
- Define existing parking with striping, curbing or other means. Add parking where indicated on master plan.
- Clean up trash and weeds on the west side of Liberty Lake.
- Equip each park that has adequate space with the following facilities and amenities at a minimum: pavilion, restrooms, drinking fountains, picnic tables, barbecue grills, park benches, green space, paved parking, a connection to the trails and possibly a trail node.

■ FILLING SERVICE GAPS

Guthrie should develop new parks in areas where the populations are currently underserved.

The preceding analysis indicates that Guthrie has major gaps in service in community parks and is generally lacking in neighborhood park service. These significant gaps may be closed by adding new open spaces to the city system and developing greenways and trails that increase the reach of existing parks into more city neighborhoods. Opportunities for new park development include the following areas:

- *The “peninsula” on the south side of Guthrie Lake.* The existing use of this area is causing deterioration to the natural resources. A new park at this

location would offer an ideal fishing spot as well as trails, playground and picnic facilities, and it would be conveniently located for South Guthrie residents. Mitchell Park, currently under development, fills part of this need.

- *Cottonwood Flats*, incorporating the floodway bounded by Noble, College, Fifth and Eighth Streets. Development of a park at this location can provide additional green space in Guthrie, accommodate bicyclists, walkers, joggers, and sports teams seeking a practice site, and provide needed neighborhood park space for neighborhoods on the west side of Cottonwood Creek. Cottonwood Flats development should continue to accommodate existing baseball fields and campgrounds currently used primarily by patrons of the International Blue Grass Festival. The addition of trails, basketball courts and picnic facilities within Cottonwood Flats would make the area desirable for residents and more attractive for campground users. Development of Cottonwood Flats should follow a park master plan that reflects the fact that the area is within the Cottonwood Creek floodway. In order to prevent damage to property or interruptions of flood flows, no structures should be built in the area other than flood-resistant picnic facilities and restrooms.
- *Southeast Guthrie.* Possible recreational sites include school property, city-owned lots, or the potential site of the new community center/ outdoor recreational complex.
- *The “Midway” area.* The development concept identifies potential neighborhood park sites west of South Division Street between Industrial and Prairie Grove Roads to serve potential development within that section. These Midway neighborhood parks should be developed in concert with surrounding residential development and should be designed as public space integrated into the design of new neighborhoods in the area.

Linked Green Network

- *Noble Park.* The City should determine the feasibility of restoring access to this park and maintaining it for recreational use or passive nature study and environmental preservation. Guthrie should continue to explore alternative uses for the Noble Park site.

Adding parks will require the City to address several general issues. New parks will add to the maintenance burden of the parks maintenance staff. Therefore, the ongoing maintenance cost of new facilities must be incorporated into overall project costs. For new parks not currently on city-owned sites, property should be dedicated to the City at minimum additional cost to the public at large. Thus, the city's subdivision regulations should include a mechanism by which new projects creating new neighborhood park demand contribute either land or funds for land acquisition for the purchase of suitable sites. Finally, the city should evaluate the impact of the proposed trails system on the need for new parks. Often, some low-coverage neighborhood park facilities (such as picnic shelters, playground equipment, and basketball courts) can be incorporated as nodes along linear greenways. In addition, greenway connections from parks to neighborhoods can expand the service area of parks for many types of users.

■ LINKED GREEN NETWORK

Guthrie should develop a community-wide trails system to link neighborhoods to schools, parks, lakes and Downtown.

The City of Guthrie has started to develop a community-wide trails system, starting with plans to rehabilitate, enhance, and construct trails within Highland Park. This system is a fundamental part of the comprehensive plan's development concept. Conceptually, the trail system envisions:

- A main spine trail generally following the Cottonwood/Santa Fe Corridor from Lake Liberty to the Bird Creek confluence.



- East-west offshoots from this main corridor to Guthrie Lake and neighborhoods to the east; along Snake Creek to the proposed Pine Street sports complex; along Bird Creek to Highland Park and the I-35 interchange; and into West Guthrie.

Major individual components of the proposed system include:

- The Liberty Trail, surrounding Liberty Lake
- The Crosstimber Trail, linking Liberty Lake and Guthrie Lakes
- The Shoreline Trail, connecting northeast along the shoreline through the new north park at Guthrie Lake.
- Santa Fe South Trail, continuing along the BNSF tracks from Industrial Road to a location northwest of Mineral Wells Park and southwest of downtown.
- Santa Fe North Trail, continuing north along the Cottonwood Creek/BNSF corridor to the Fogarty School.
- Mineral Trail, branching off the Santa Fe North Trail, past the north side of Mineral Wells Park and along Snake Creek to the proposed location for a recreation center near Pine Street and University Avenue.



- Highland Trail, extending along the railroad tracks from the Santa Fe North Trail to Fogarty School then along Bird Creek to Highland Park.
- A West Guthrie trail network, connecting Downtown and the Santa Fe Trails to West Guthrie and Cottonwood Flats by way of the existing 5th Street Bridge. The west trail would also follow Cottonwood Creek south and follow the proposed Backhaus Drive extension to Industrial Road.

■ PARK DESIGN

Guthrie should enhance the appearance of its parks while providing for the comfort and convenience for park users.

Guthrie can address the issues of park appearance and usability by a coordinated design enhancement program. Elements of this program include:

- A coordinated landscaping plan with consistent elements throughout the system. If possible, an automatic irrigation system should be included as part of the plans to minimize the burden on parks staff.
- Improved signage and graphics to identify directions, amenities, park rules, and other information important to making the parks easy to use. Good quality graphics that are consistent throughout the parks system should be used.

■ NEW RECREATIONAL FACILITIES

Guthrie should provide facilities and programs that offer its residents a high quality parks and recreational experience with year-round activities for all ages.

Volunteers and non-profit organizations have historically organized the recreational programming for Guthrie’s youth and adults. The City of Guthrie’s primary role has been to provide and maintain facilities. Programs available to youth include baseball, football, girls’ softball, soccer, basketball, swimming, arts, and wrestling. Adults can participate in baseball, softball, basketball, square dancing, and water safety courses through the YMCA, churches and other organizations,. Other leisure activities include the programs offered through the Art Center, which is operated by a committee of the Park Board.

In order to continue and enhance its recreational programming, two major facility initiatives have emerged: a sports complex/community center development and a replacement for the Highland Park Pool.

- Many entities have expressed interest in a multi-field complex for baseball, softball, soccer and football. Efforts have been made to conceptualize a proposed recreational complex and a community center that can help meet the needs of expanded recreational programming. Such a center is also the ideal location for an indoor swimming pool. Meeting space, banquet facilities, and other spaces that meet the needs of the gathering public would also be incorporated into the community center as designed. Although the City has already identified the need for a multi-field complex, a telephone survey conducted in the summer of 2000 showed minimal support for such facilities. Within the planning period of this document, the City should reconsider the proposed complex and center and initiate another effort to build the same.

Recreation Coordination and Staffing

- Regardless of the progress made on the complex and community center, the Highland Park swimming pool, built just after World War II, will require replacement during the planning period. A planning process should begin to establish the nature of this pool.

Guthrie should also implement expanded recreational programming. Interest and feasibility in the following activities should be determined: gymnastics, casual recreation (checkers, foosball, etc.), ballroom dancing, crafts, programming for senior citizens, water aerobics and expanded swimming lessons. Arts programming should be expanded as feasible and as the equipment needed to serve the students and instructors becomes available.

■ RECREATION COORDINATION AND STAFFING

Guthrie should improve the coordination and overall efficiency of recreational programs by establishing and staffing a Park and Recreation Department.

Guthrie should establish a Park and Recreation Department to manage park maintenance and coordinate recreational programs. In Guthrie, many different organizations offer recreational programs for Guthrie’s youth and adults. A Park and Recreation Department responsible for management of city facilities can coordinate and expand these important recreational programs.

The concept of city recreational staff was initially proposed during the city’s last comprehensive planning process in 1977. A Park and Recreation Department can improve services and realize the economic efficiencies of greater coordination, more successful facility utilization, and reduced duplication of programs. Finally, a Park Department clarifies park maintenance and development responsibility and increases the accountability of these service systems.

Highland Park

DESCRIPTION

Location: 300 North Drexel
 Size: 43 acres

Highland Park, serving the northeastern part of the city, is Guthrie’s most actively used open space. Its leading features include the municipal swimming pool, now over 50 years and in serious need of attention; the Highland Hall events pavilion; the Square Dance Cabin; and other facilities for active and passive recreation. Kiwanis Ballfield, on the north side of the park, is cut off from the main body of the park by Bird Creek. Major features and facility needs are presented below.

FEATURES

- Municipal swimming pool (1947)
- Highland Hall (1935)
- Square Dance Cabin
- 2 tennis courts
- Basketball court
- Pond (Hudson Lake)
- Caretaker’s House
- Bird Creek
- 3 picnic shelters
- Playground
- Large, old trees
- ‘89 Wagon
- Wildlife

FACILITY NEEDS

- New swimming pool
- Additional parking near Highland Hall
- Improved barrier between vehicular and pedestrian traffic
- Pedestrian bridge connecting Highland Park to Kiwanis Field
- Arboretum
- Educational signage focused on vegetation and wildlife

Mineral Wells Park

Location: 901 South Division
Size: 40 acres

DESCRIPTION

Mineral Wells Park, near the confluence of Snake and Cottonwood Creeks, is Guthrie’s major historic park, and accommodates both active and passive recreation. Its historic features include the 1894-vintage Pavilion and two gazebos, as well as the relatively neglected Shakespeare Garden. While the park serves the entire community, nearly all of the area within its ½ mile neighborhood service area is unpopulated. The park is located within the Capitol Townsite Historic District, requiring review and approval by the Townsite Commission of any improvements resulting in a visual change in the park. Major features and facility needs are presented below.

FEATURES

- Large, old trees
- Pavilion (circa 1894)
- Pond
- 2 gazebos
- 2 tennis courts
- Basketball court
- Volleyball court
- Playground equipment
- Horse shoe pits
- Shakespeare Garden
- New restrooms

FACILITY NEEDS

- Partially or completely restore the Shakespeare Garden with signage to identify and recognize the garden’s uncommon history
- Pedestrian bridge to connect the two land areas
- Additional large shelter on south side of water
- Defined parking
- Road improvements

Noble Park

(abandoned)

Location: Ninth Street south of Noble Avenue
 Size: 7.5 acres

DESCRIPTION

Noble Park is located in the Cottonwood Creek floodplain, and currently has no vehicular access. While Noble Park has major significance to Guthrie's African-American community, it cannot be reopened without the ability to provide for public security and regular patrol. Additionally, not all of the land within the boundaries of the creek belongs to the City of Guthrie.

The City of Guthrie should investigate the feasibility of returning the area to a viable use. Some options include:

- Connecting the park via the proposed community-wide trails system and site one of the trail nodes within this area
- Flooding the park to create a lake and recreational area.
- Maintaining it as a nature park.

FEATURES

- Pavilion
- Restrooms
- 2 ball fields
- Cottonwood Creek
- Playground equipment

FACILITY NEEDS

A final decision regarding the use for this area can only be made with cooperation from the landowners.

Pocket Parks & Special Use Parks

Guthrie’s two pocket parks provide neighborhood playgrounds for residential areas. Lions Park serves the Hill Addition in the north-central part of town, while Ritzhaupt provides limited neighborhood park service to West Guthrie. Major features and facility needs are presented below.

Lions Park

Location: On Hill Drive in the Hill Addition
Size: 0.7 acres

FEATURES

- Playground equipment
- Trees
- Picnic Area

FACILITY NEEDS

Limit improvements to ensure park’s status as a neighborhood park. Specifically, park amenities should target those living in the residential area nearest the park. By design, many of the users will visit the park by walking, not driving.

Ritzhaupt Park

Location: 300 North 16th Street
Size: 0.7 acres

FEATURES

- 1 tennis court
- 1 basketball court
- Playground Equipment

FACILITY NEEDS

- Additional small shelter
- Limited parking

Honor Park
(Special Use Park)

Location: Second and Harrison Streets
Size: 0.1 acres

FEATURES

- Monument honoring Logan County Veterans
- Brick walks
- Plantings
- Signage

Natural Resource Areas

Guthrie’s two lakes offer passive and active recreation while serving an important function of supplying water for the community. The City of Guthrie owns and maintains these two lakes with a total surface area of 440 acres.

Guthrie Lake

Location: Four miles south of downtown Guthrie on Lake Road.
 Size: 210 acres

DESCRIPTION

Guthrie Lake is a 210-acre lake located four miles south of downtown Guthrie on Lake Road. Guthrie Lake started as a rock quarry shortly after the Land Run of 1889. Several of the buildings in Guthrie have sandstone blocks that were quarried from this site. Guthrie Lake provides some neighborhood park service for the South Guthrie communities, although it lacks most facilities for active recreation. Recreation opportunities at Guthrie Lake include fishing with associated boating, picnic areas, and camping.

Major features and facility needs are presented below.

FEATURES

- Boat ramp (remodeled in 1997)
- Restrooms
- Tackle and bait store
- Lighted camping area with barbecue grills, picnic tables, and 4 electric hook-ups.

FACILITY NEEDS

- Eliminate campground at Guthrie Lake and develop the same at Liberty Lake to meet the demand for camping facilities.
- Convert grounds around Guthrie Lake into a passive recreational area with jogging trails, restrooms, picnic tables and barbecue grills.
- Replace restrooms by constructing new restrooms as an addition to the bait and tackle shop.
- Improve lighting with bigger light standards and brighter bulbs.

Liberty Lake

Location: Southwest of Guthrie on Academy Road

DESCRIPTION

Liberty Lake is located 5.5 miles southwest of the established town of Guthrie on Academy Road, or two miles west of I-35 on Seward Road. The lake was built as a water reservoir for the expansion of Guthrie and continues to serve primarily as a water supply for the City of Guthrie. Recreation available at the lake includes fishing, boating, picnic areas, camping, hiking, and horseback riding trails. Major features and facility needs are presented below.

FEATURES

- Boat ramp
- Picnic tables
- 3 camping hookups
- Restrooms
- Tackle and bait store

FACILITY NEEDS

- Leave the area around Liberty Lake natural and designate the lake primarily for camping, boating, and fishing.
- Create “the” camping site for Guthrie’s residents and visitors at Liberty Lake by developing an RV/campground with electrical hook-ups, RV dump, restrooms, lighting, access roads along Seward Road from I-35 to Broadway, boat ramps, and a fishing dock.

Cottonwood Flats

Location: North of Noble on Fifth Street

DESCRIPTION

Cottonwood Flats was acquired by the City of Guthrie through federally funded floodway buyout programs. Because of its previous status as a developed neighborhood, this level floodway is crossed by a grid of streets. Current limited uses include baseball fields, RV hookups, practice football, and seasonal light displays. In addition, Cottonwood Flats is the primary site for the annual Oklahoma International Bluegrass Festival.

Sports Complexes

Except for Kiwanis Field on the north edge of Highland Park, Guthrie's recreational facilities are located on separate parcels of land, each one with a specific intended use. The development of most of these facilities was carried out by local volunteers, often parents of children who participate in active sports, or non-profit organizations. The City of Guthrie is responsible for maintenance of these facilities.

Owen Softball Field

Location: Academy Road and Owen Park Road
Size: About 15 acres

FEATURES

- Softball fields (3)
- Baseball fields (2)
- Electronic scoreboards
- Concession stand and storage room
- Bleachers
- Lights
- Parking

FACILITY NEEDS

- Improved parking
- Improved lighting
- Drainage and irrigation
- Restrooms

Soccer Complex

Location: North of Highway 33 on Academy Road
Size: About 15 acres

FEATURES

- 5 fields ranging from 50 x 60 yards to 110 x 65 yards
- Storage shed
- Restroom facility

FACILITY NEEDS

Short-term:

- Improved parking
- Fencing (or another effective safety barrier) between the fields and Academy Road
- Improved restrooms that are maintained and cleaned frequently
- Grading and topsoil

Longer Term:

- 6 additional fields, 80' x 120' each

Sports Complexes

Kiwanis Field

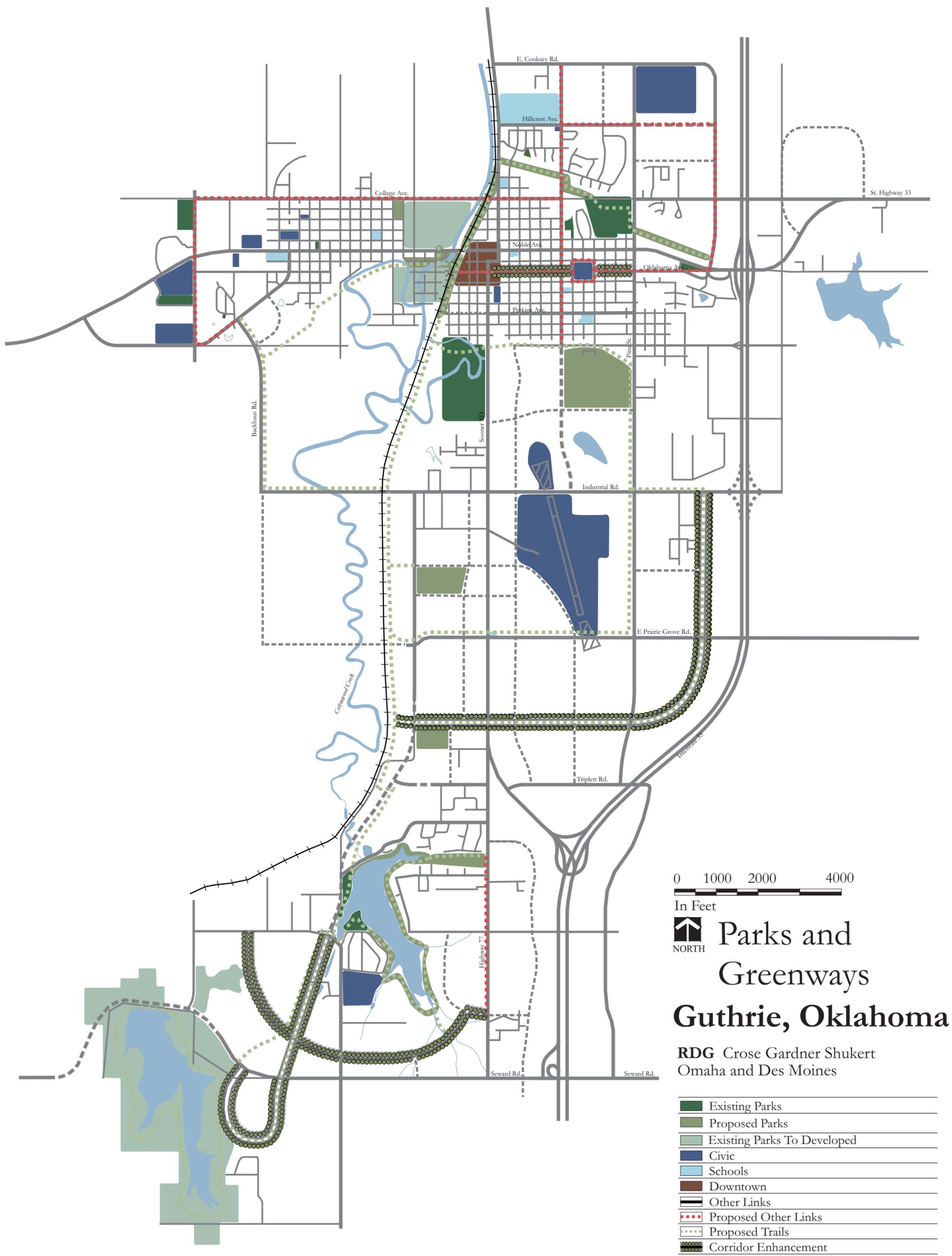
Location: Northeast corner of Highland Park (accessed from Pine Street)

FEATURES

- Restrooms
- Scoreboard

FACILITY NEEDS

- Improved parking
- Improved lighting
- Improved restrooms
- Potential trailhead location with a pedestrian bridge connecting to the rest of Highland Park
- Maintenance on scoreboard



0 1000 2000 4000



In Feet



NORTH

Parks and Greenways Guthrie, Oklahoma

RDG Crose Gardner Shukert
Omaha and Des Moines

- Existing Parks
- Proposed Parks
- Existing Parks To Developed
- Civic
- Schools
- Downtown
- Other Links
- Proposed Other Links
- Proposed Trails
- Corridor Enhancement

QUALITY PUBLIC SERVICES

Assessment of Infrastructure and Public Facilities



Guthrie's capital facilities represent major community investments. Residents' satisfaction with their community is tied closely to their experiences and perceptions of these basic services. This part of the Guthrie Plan evaluates operation of public facilities and infrastructure, assesses their physical condition. It also suggests policies and actions that will help Guthrie continue to maintain quality services into the future.

Goals

■ GOALS

In continuing to provide good municipal services to its taxpayers and users, Guthrie should:

- **ASSURE THAT PUBLIC FACILITIES AND INFRASTRUCTURE SYSTEMS CAN MEET CAPACITY AND ENVIRONMENTAL QUALITY DEMANDS.**

As Guthrie grows in both population and extent of development, its services must adjust to maintain a consistent level of service. This includes such issues as adequate coverage by public facilities to provide services to newly developing areas, extensions of major utility lines to growth areas, and maintenance of adequate capacity in such key systems as water distribution and wastewater management.

- **MAINTAIN THE QUALITY OF GUTHRIE'S PUBLIC SERVICES IN THE MOST ECONOMICAL AND EFFICIENT WAY POSSIBLE.**

Guthrie's large annexed area represents an important economic challenge to city government. Its 17 square mile area can spread service obligations broadly, requiring efficiencies in providing key public services. Land use, development directions, and public service provision are tied together – the development principles and land use concepts proposed earlier in this plan are designed to help the city use its abundant land resources efficiently, thus allowing it to take advantage of its current deployment of resources.



- **REHABILITATE AGING INFRASTRUCTURE TO MAINTAIN THE QUALITY SERVICE LEVELS EXPECTED BY RESIDENTS.**

While expanding services to new areas, Guthrie cannot defer maintenance and repair on its basic systems, serving the large majority of its population within the relatively compact original townsite. Therefore, maintaining and rehabilitating existing systems, many of which are aging, contributes to the city's overall mission of providing quality services to all of its residents.

■ PUBLIC FACILITIES

The following section inventories major public facilities in Guthrie. Public facilities include buildings and structures that are used in meeting municipal responsibilities for public services. A full inventory of public facilities is included in Appendix B.

City Hall

Guthrie's 22,000 square foot City Hall at 101 North 2nd Street was completed in 1996 and houses the offices of City Manager, Human Resources, Purchasing, City Clerk, Water, Information Systems, Planning and Community Development, and the Police Department. This new building is in excellent condition, requiring only continued routine maintenance.

Guthrie Public Library

The Public Library, at 201 North Division Street, was completed in 1969 after the integration of the city's



Carnegie Library and Excelsior Library, a facility established in the early twentieth century for African-American residents. The 7,528 square foot building contains stack areas, general reading areas, and special areas for periodicals and children's books. Benham Group has completed a major library improvement study, outlining a comprehensive development program. Specific facility needs include:

- Increased staff work area and storage area for library materials.
- Upgraded restroom facilities to meet current building codes.
- A computer lab and appropriate support areas.
- Improved quantity and quality of public reading areas, with specific attention to the children's area.
- An additional meeting room for use as a boardroom and a place for special collections.
- Improved staff entrance.
- New furniture.

Main Fire Station

The main Guthrie Fire Station, at 111 South 2nd Street, presents major challenges for continued quality operations. The facility is inadequate to meet contemporary requirements for accommodation of firefighters and fire protection operations. Specific issues include:



- Inadequate space for staff and equipment.
- Lack of separate shower/toilet facilities for men and women.
- Poor indoor air quality.
- Undersized administration area.
- Improperly located air tank charging system.
- Inadequate facilities for training.

These building deficiencies suggest a need for development of a new main fire station at a location that provides adequate response time for all parts of Guthrie. Depending on site selection, a satellite south facility may be required if substantial development occurs in the lake and Midway communities. In addition, the development of an enhanced local street network, as outlined in the transportation element, can help to improve the flexibility and timeliness of fire response.

Fire Station #2

This historic facility, at 1324 West Noble, serves West Guthrie and becomes especially important during periods of flooding on Cottonwood Creek. The station includes a single apparatus bay at street level with residential functions on the second level. Major facility issues include:

- General building condition.



Public Facilities

- Need for equal and separate shower/toilet and sleeping facilities for men and women fire personnel.
- Evacuation of fire apparatus exhaust.
- Need for new residential equipment and furnishings.

The facility needs an additional apparatus bay and renovations to living quarters. Additions must be sympathetic to the historic Dutch Colonial architecture of this structure.

Municipal Services Shop and Yard Facility

The Municipal Services facility, located at 407 Commerce Boulevard, generally meets requirements for the foreseeable future. The city's Animal Control Shelter is also located at this site. This building requires an addition for kennel space, permitting use of the existing 720 square foot space for administration and a cat room.

Excelsior Library

The former library, at 323 South 2nd Street, was built in 1954 to serve the city's African-American community. The separate library was integrated when the new main facility was developed in 1969. The building is now used as a Community Art Center and requires roof and interior rehabilitation.

Highland Hall

This attractive native stone park building in Highland Park was built by the Works Progress Administration (WPA) in 1935 and has subsequently received a 1,200 annex. The building provides for a variety of assembly functions, including Logan County Aging Services, weekend events and family gatherings on a lease basis, and precinct voting. The building received major rehabilitation in 1999, including interior painting, restroom retrofit, and new front doors. Plans for the next five years include new roof installation and exterior trim painting.

Highland Pool

The pool, located in Highland Park, is an Olympic-sized facility constructed in 1947. Roofs of the bathhouse and pump building were replaced during the late 1990s and a new filtering system was installed in 2000. Characteristic of similar aging facilities, the pool experiences continued leakage. The pool should be replaced during the planning period with a contemporary aquatic facility.

Summit View Cemetery

The 80-acre cemetery, at 1808 North Pine, currently accommodates about 16,000 gravesites. A maintenance structure was built in 1991, enabling reuse of part of the earlier office building to be converted to garage space. Current needs involve construction of a storage shed to provide dry cold storage for dirt.

Guthrie Regional Airport

Guthrie Municipal Airport is located on a 226.25 acre site between Industrial Road, Prairie Grove Road, Pine Street, and South Division Street. The facility is designated a regional airport by the Oklahoma Aeronautics and Space Commission. A regional airport is defined as a jet-capable facility that plays a significant role in the socioeconomic development of its region. The designation requires a 5,000-foot principal runway length, adjusted for temperature and elevation. The Regional Airport serves Guthrie, Edmond, and surrounding communities.

Guthrie's runway, Runway 34, is 4,100 feet long and 75 feet wide. The facility's traffic load, including business jets, requires a 5,000 foot length and satisfaction of requirements for a C-II classification. As a result, lengthening of Runway 34 is a key priority for airport development. This also requires the airport to reflect appropriate clear areas, including a runway safety area (RSA), runway object free areas (ROFA), and runway protection zones (RPZ). Improvement activities under development in 2002 include meeting required standards for the approach-end RSA for Runway 34, re-marking the runway and

taxiways with standard markings, and extending Taxiway B for future development. A terminal development program is also currently underway.

Major airport development priorities include:

- Extension of Runway 34 to a minimum of 5,000 feet.
- Securing through acquisition and/or easement appropriate RSA, ROFA's, and RPZ's to meet state and federal standards.
- Continuing current upgrade efforts of the terminal, as well as implementing other aspects of the 1999 Airport Master Plan.

Public Facilities Priorities

Based on the inventory, Guthrie's highest public facility priorities are:

- *Main Fire Station.* Replace the existing fire station at a site that affords good response time to all parts of the city. Monitor future need for a south satellite station.
- *Main Library expansion and improvements, consistent with 1999 program.*
- *Expansion of Fire Station #2.*
- *Roof replacement and exterior painting of Highland Hall.*
- *Replacement of Highland Park Pool with a contemporary water leisure facility.*
- *Completion of airport improvement program, focusing on runway extension, securing of appropriate clear areas, and implementing other aspects of the Airport Master Pan.*

■ **INFRASTRUCTURE**

This section presents an inventory and evaluation of the City's existing infrastructure systems. It includes water distribution and storage, wastewater collection and treatment, electrical system and solid

waste disposal. Key findings and projects in progress are summarized below.

Wastewater Management

Wastewater Collection System

The City of Guthrie is served by a gravity flow collection system. The system flows from south to north, and is served by one main interceptor that increases in size from a 10-inch main to a 21-inch diameter main near the Treatment Plant. A series of trunk and lateral lines connect into the main interceptor, terminating at the city's wastewater treatment plant. The plant is located approximately one mile north of the city on the Cimarron River.

The city's sewer system contains 85 miles of sewer lines, ranging in diameter from 4 inches to 21 inches. The oldest lines within the city date from about 1900. Sewer lines within the city are built of several different materials. Older lines are generally constructed of concrete and clay, while PVC is used in the most recent lines.

The wastewater collection system is in generally good condition. The majority of the developed city is served by sewers. The six year Capital Improvement Plan (2002-2008) addresses services to areas not currently served, system bottlenecks, and construction oasouth interceptor sewer. In addition, parts of the older collection system experience deterioration. Resulting functional and operational problems will require substantial rehabilitation of the network.



Infrastructure

Major recommendations for the wastewater collection system include:

- Continuing routine system maintenance.
- Establishing a reliable, annual funding program to implement the Capital Improvement Program.
- Locating problem areas in the existing system by video and replacing older lines as needed.
- Extending sewer service to growth areas identified by the development concept in order of priority. Generally, take advantage of growth areas first that require incremental extensions to existing lines.
- Adding a parallel south interceptor to provide adequate capacity to serve growth in the southern part of the city.
- Completing strategic interceptor extensions, including areas south of Industrial Road, along Pine Street south of University, and along East Industrial Road.
- Extending service to the Flasch Industrial park at the northeast corner of Interstate 35 and Highway 33.

Lift Stations

The City operates and maintains five underground sewer-pumping stations at the following locations.

- #1-Fairgrounds: Located just outside of the northwest corner of the fairgrounds.
- #2-Mineral Wells Park: Located on the west side of the corner of University Avenue and First Street.
- #3-Jaqua Lane: Located in the alley northwest of Jaqua Lane.
- #4-Masonic Home: Located on the north side of the nursing home at 2100 West Noble.

- #5-West College: Located approximately ½ mile west of the intersection of Academy Road and West College Avenue on the south side of the road.

The Fairgrounds (#1), Jaqua Lane (#3), and Masonic Home #4 are all in very good condition. The West College (#5) lift station was built during the 1960s and is in fair condition. The pumps and motor controls at this station need to be upgraded. The Mineral Wells Park (#2) lift station services Mineral Wells Park. This lift station is very antiquated and needs replacement, but has a low priority because of its very low flow.

Policies for the lift station system include:

- Continuing the preventive maintenance program.
- Upgrading the Mineral Wells and College Street lift stations through the long-range capital improvements program.
- Upgrading alarm systems at all five lift stations from an audio-visual system to a telephone system.
- Constructing new lift stations in developing areas as the need arises.

Wastewater Treatment

Guthrie's treatment plant is a Trickling Filter facility providing secondary treatment and disinfection. The plant is designed to treat a maximum of 1.35 million gallons per day (MGD) and has an average daily flow is 0.85 MGD, or 63% of its capacity. The plant was originally constructed in 1950 and was upgraded in 1985.

The load on the Wastewater Treatment Plant can increase by 25% before any major upgrades will be necessary. The ongoing CIP maintains the current facility in excellent condition until it reaches its design capacity.

Potential future growth may require additional capacity at the treatment plant. The current trickling filter system can be expanded to provide this capacity for probable residential and commercial growth. However, extensive industrial development may require conversion to another process, because of the limitations of trickling filter plants for handling industrial waste.

Future policies for the treatment facility include:

- Continuing routine preventive maintenance and capital improvement programs at the facility.
- Studying the timing and phasing of future improvements to the treatment plant including increased capacity and industries.
- Based on results of study, making designated improvements to the treatment plant.

Stormwater Management

The city's network of storm sewers and open channel drainageways conveys storm water into a number of tributaries. Major components of the drainage system include:

- Eastern half of corporate limits: Storm water is collected into Bird and Snake Creeks, conveyed into the Cottonwood Creek and conveyed to the Cimarron River.
- Western half of corporate limits: Storm water is collected into the Cottonwood Creek and conveyed to the Cimarron River.
- Developed areas in the southern portion of corporate limits: Storm water is collected in a number of tributaries that convey surface drainage to Lakes Guthrie and Liberty.

A small percentage of Guthrie's storm sewers are constructed of vitrified clay. The large majority of the city's storm sewers are constructed of reinforced concrete and/or corrugated metal pipe ranging in size from 6 to 72 inches in diameter. Most of the pipe in

the system falls within the lower one-third of this range. All developed areas of Guthrie rely on pipes to collect surface drainage from streets and convey storm water to cross-city lines which outlet into tributaries.

Guthrie has experienced excessive flooding in the past due to lower lands in and around the outlet where the Cottonwood Creek conveys directly into the Cimarron River. Flooding along the Cottonwood Creek is worsened by inadequate pipe sizes in key areas within the corporate limits and the age of pipes in the central portion of Guthrie. Future development within Guthrie and in communities south of Guthrie will have a major impact on the city's storm sewer system if not corrected. In addition, the condition of major portions of the system is unknown, requiring an inspection and inventory of the entire system.

Policies for addressing storm drainage priorities include:

- Continuing routine maintenance of the system, including maintaining and cleaning intakes and storm sewers of debris and silt.
- Inventorying the entire storm sewer system to identify sections that need replacement or repair. Repairing or replacing sections of the storm sewer system that were identified in the inventory.
- Beginning the systematic acquisition of open drainageways easements.

Water Supply System

Water Treatment Facility

Guthrie relies on two major artificially impounded lakes, Guthrie and Liberty Lakes, for its source of water. These large storage facilities were completed in 1920 and 1949 respectively. Based on a 1995 survey, the combined capacity of both lakes is estimated at a 500-day supply with the treatment plant operating at the maximum design flow of 3.0 million gallons per day. The water treatment plant was originally built in 1893 and upgraded in 1946, 1955, and 1978. 119

Infrastructure

The facility is a conventional treatment plant, incorporating sedimentation, filtration, and disinfection of the water. The treatment plant has a design flow of 3.0 MGD and an average daily demand of 1.2 MGD.

Guthrie's water supply is a critical public asset. The water sources are sufficient during years of normal rainfall and can accommodate modest growth. As Guthrie grows and is absorbed into the Oklahoma City metropolitan area, additional sources will be necessary.

The City's water treatment plant is in good condition and has been upgraded several times over the years. An additional upgrade occurred in 2001 to meet trihalomethane (THM) standards established by the Safe Drinking Water Act. Nevertheless, the treatment system is approaching obsolescence, and will require continuous updating to meet the changing drinking water standards.

The water treatment plant in its present location is subject to flooding. The floodwall built around the clearwell in 1998 protects the stored water, but protection of the treatment plant still must be addressed.

Recommendations for the water treatment facility include:

- Continuing routine preventive maintenance of the existing system.
- Developing long-range plans for adding new water sources or increasing the capacity of current water sources.
- Examining the feasibility of flood protection and future plant upgrades or relocation necessary to meet federal and state regulations within the protected area.

Water Storage

Water flows from the treatment plant to four water storage reservoirs, including:

- A clearwell next to the water treatment plant, located under ground and constructed of concrete. Built in 1978, this reservoir has a capacity of 2 million gallons of water.
- An elevated storage tank constructed in the 1930s and located on the east side of town at Cedar and East Harrison Avenue. This reservoir holds 300,000 gallons of water.
- An elevated storage tank constructed in the 1930s and located on the west side of town at 18th Street and West Harrison Avenue. This reservoir holds 250,000 gallons of water.
- A standpipe storage tank constructed in the 1970s and located on the far west side of town at the Job Corps Campus at 3106 West University Avenue. This storage reservoir holds 500,000 gallons of water.

All four facilities are in good condition. The standpipe on the Job Corps Campus and the westside storage tank were repainted inside and out in 1997 and 2001 respectively. The eastside elevated storage tank is scheduled to be repainted inside and out in 2002. The City further has a maintenance program that drains, cleans, and inspects each of the above-ground storage tanks every third year.

A comprehensive study of the City's water distribution system was conducted during Summer, 2000. The study recommended an additional water storage near Ruhl Drive and West Industrial Road to provide water to the airport area, enhance fire flows, and help alleviate low service pressures in the southern part of the system.

Policies for the water storage system include:

- Continuing the regular cleaning and maintenance of the water storage reservoirs.
- Implementing improvements recommended by the comprehensive water study.
- Constructing new storage facilities as growth requires.

Water Distribution System

The existing system of water mains in Guthrie ranges from 4 inches to 16 inches in diameter. These mains are constructed out of cast iron, ductile iron, asbestos concrete, and steel. The water distribution system was constructed from 1900 to 1999 and includes approximately 77 miles of water lines. The system has been improved through the years through various types of water system improvement projects. The City has two transmission lines that come together as one at the raw water booster station that carries raw water from Guthrie and Liberty Lakes to the water treatment plant. These lines are 16 inches in diameter, and were constructed at the same time as their respective lakes. The water system is professionally maintained and operated by the City of Guthrie.

Mains in the older sections of town are sometimes undersized, deteriorated, and in need of replacement. The water system experiences localized instances of low pressure in the southern parts of the system near Industrial Road and Pine as well as far eastern parts of the system near the Country Club east of Interstate 35. The city recently completed a comprehensive study of the water distribution system, setting priorities for the systematic replacement of deteriorated and undersized water mains in troubled areas.

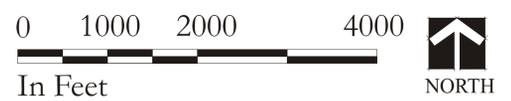
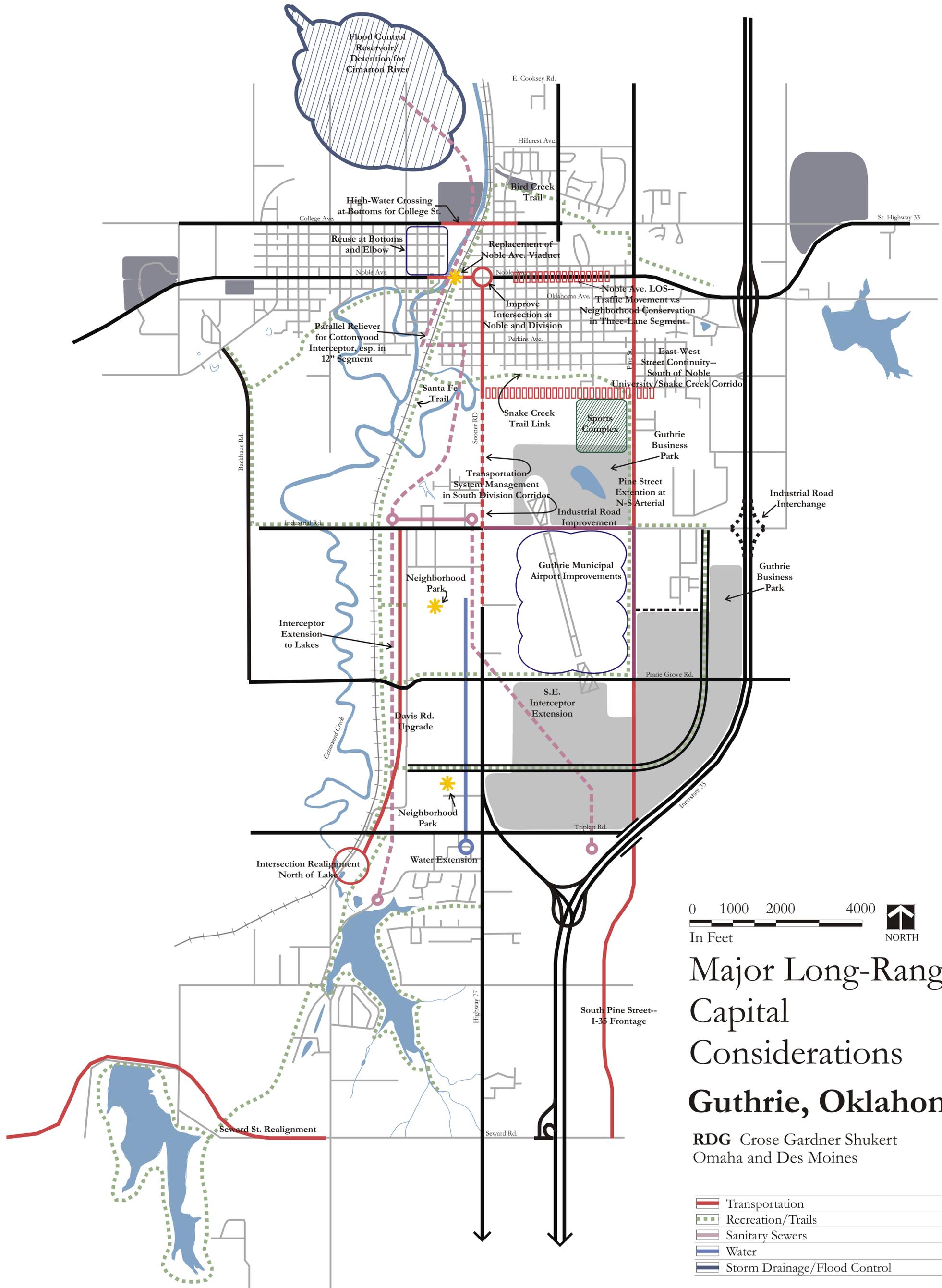
The southern part of Guthrie – from Industrial Road to Interstate 35 – is not served by city utilities. The extension of water and sewer mains to this part of the city will play a major role in what kind of development occurs in this part of the city.

Policies for the water distribution system include:

- Continuing routine preventive maintenance of the existing system.
- Implementation of the water distribution study, with systematic replacement of problem and undersized mains.
- Exploring the feasibility of extending city utilities to the southern part of Guthrie, to encourage development in this part of the city that conforms to this plan’s development concept presented in Chapter 2.
- Extending water south to near intersection of Division and Sooner Road. The area farther south is currently served by Logan County Rural Water District #1.
- Extending service to the east side of Highway 33 and I-35, to serve the Flasch Industrial Park and open the intersection for development.

Solid Waste Disposal

Residential customers currently receive curbside service for the collection of solid waste once a week. Commercial and industrial solid waste are collected according to individual agreements. All solid waste is transported to the Southeast Oklahoma City Landfill, owned by All-American Waste Control and located at 7001 South Bryant in Oklahoma City. The landfill has a conservative life span of 25 years. All-American owns three additional landfills for a total conservative life span of 100 years. In addition, the City maintains a convenience center on North Academy Road at the site of the former city landfill, closed during the late 1980s.



Major Long-Range Capital Considerations Guthrie, Oklahoma

RDG Crose Gardner Shukert
Omaha and Des Moines

- Transportation
- - - Recreation/Trails
- Sanitary Sewers
- Water
- Storm Drainage/Flood Control