



# City of Broken Arrow

## Minutes

City Hall  
220 S 1st Street  
Broken Arrow OK

### Elm Place and New Orleans Small Area Plan - Advisory Committee

*Chairperson Roy Wood*  
*Vice Chair Chase Elkins*  
*Member Tatum Adams*  
*Member Jim Beavers*  
*Member Fred Dorrell*  
*Member Karla Dyess*  
*Member Scott Eudey*  
*Member Christi Gillespie*  
*Member Danny Miller*  
*Member Mindy Payne*  
*Member James Ring*  
*Member Lee Whelpley*

---

**Thursday, October 3, 2019 6:00 p.m.**  
**Broken Arrow Nazarene Church**  
**401 W. New Orleans St.**  
**Broken Arrow, OK**

---

#### 1) Roll Call

On October 3, 2019 at approximately 6:00 p.m. Chairperson Roy Wood called the meeting to order and roll call was conducted.

**Present:** James Ring, Danny Miller, Jim Beavers, Roy Wood, Mindy Payne, Lee Whelpley, Chase Elkins, Scott Eudey (came in at 6:30 p.m.)

**Absent:** Fred Dorrell, Christi Gillespie, Tatum Adams, Karla Dyess, Scott Eudey

**Support Staff:** Tammy Ewing, Norm Stephens, Larry Curtis, Kenny Schwab, Farhad Daroga, Curtis Green, Diana Reyes, Shea Harrod, Jason Claunch, Tom Cook

#### 2) Approval of September 19, 2019 Meeting Minutes

Chairperson Wood asked if there were any corrections, additions or deletions regarding the September 19, 2019 Meeting Minutes; hearing none, he called for a motion.

MOTION: A motion was made by Jim Beavers, seconded by James Ring.

##### **Move to approve the September 19, 2019 Meeting Minutes**

The motion carried by the following vote:

**Aye:** 7 - James Ring, Danny Miller, Jim Beavers, Roy Wood, Mindy Payne, Lee Whelpley, Chase Elkins

#### 3) Discussion of Other Cities' Revitalization Efforts

Mr. Jason Claunch with Catalyst reported he would review several examples of projects in other cities in which Catalyst had been involved. He reviewed a project on I-40 in Midwest City, Oklahoma; the Midwest City Town Center. He noted in 1990 there were many houses in this location and a military base, a TIF District was formed and the area was revitalized. He displayed and discussed before (2003) and after (2018) pictures of the area. He stated goal objectives were created at the beginning of the project: 1) Revitalize the City and revitalize sales tax revenue, property values and economic stability; 2) Retain and create jobs; 3) Preserve and enhance the tax base; and 4) Create growth. He noted the project was started

in 1999 with a Hospital Authority Grant, in 2000 the Contracts were awarded to the Master Developer, and the planning process was initiated, followed by negotiations with prospective users. He reported in 2002 the City had a Letter of Intent, the TIF was established and the project plan was adopted; in 2003 all agreements were finalized between the new entity and the Hospital Authority. He commented it was a long process. He stated the original development proposal included \$50 million dollars of retail development, but the actual amount was \$109 million dollars in retail development. He stated \$7 million dollars was allocated and spent on public improvements. He discussed how the \$7 million dollars on public improvements was spent. He displayed and discussed a picture of the completed project in 2018.

Chairperson Wood asked if a single developer built all the structures for the project. Mr. Claunch responded in the affirmative; Sooner Investment Realty was the Master Developer for the project. Chairperson Wood asked if the businesses owned or leased the spaces. Mr. Claunch responded some businesses owned and some businesses leased.

Mr. Claunch discussed a redevelopment project in Midwest City, the Sooner Rose Shopping Center. He reported this project area was considered a blighted area in 1999; in 2011 Home Depot became an anchor in the intersection and it was felt there was an opportunity for redevelopment and growth in the area. He reported Phase 1 included the Hospital Trust and an Economic Development Agreement. He noted this was also a Sooner project; Sooner was required to acquire the land, acquire incentives, develop leases, and execute development consistent with the PUD.

Chairperson Wood asked about the Hospital Trust. Mr. Claunch responded the Hospital Trust was Midwest City's development arm. Mr. Larry Curtis explained Midwest City sold the Midwest City Hospital and the proceeds associated with the sale went into the Hospital Trust to be used for economic development.

Mr. Claunch explained the Hospital Trust's responsibilities in the Sooner Rose project which included contributing funds and delivering infrastructure. He noted there were mechanisms in place to allow for public/private financing. He stated the City set some goals in terms of additional restaurants and entertainment venues. He reported Phase 2 of the Sooner Rose project included an additional development agreement and set boundaries for TIF District #2 (TIF District #1 was for Midwest City Town Center). He reviewed the TIF process and noted the development was to have an anchor entertainment venue with surrounding restaurant, retail, office, and mixed use. He discussed TIF #2 and how the funds were estimated and allocated. He noted the first two tenants for the Sooner Rose development were Hobby Lobby and the Academy, followed by Burlington and Warren Theater; Sooner was responsible for negotiating leases. He noted there were many different moving parts involved including City responsibilities, developer responsibilities, and tenant responsibilities. He noted a market study was completed for this project to help estimate the TIF.

Mr. Claunch reviewed several Oklahoma City downtown projects including Project 180 and TIF District #8. He discussed differing funding mechanisms. He discussed the "before" projects were similar to Elm and New Orleans as it was currently with wide streets, narrow sidewalks, lack of landscaping, and lack of continuity. He noted the projects included development of wider sidewalks with safe crosswalks, more landscaping, aesthetic building designs, and green space. He discussed some of the mistakes made with one project: lack of public involvement, lack of existing business involvement, lack of contingencies built into the project, and multiple noncommunicating engineers' involvement. He explained these mistakes caused many problems and slowed down the process; once communication was established, and the engineers were consolidated, the process moved forward. He noted a liaison was enlisted to communicate with the existing businesses, which was extremely helpful. He discussed the similarities between the Oklahoma City downtown projects and the Elm and New Orleans project, such as creative funding mechanisms. He stated prioritizing

projects was important. He stated citizen input was valuable, but it must be balanced with professional consultant input. He stated, in summary, the projects began with a vision, created a plan, created a schedule, created a committee, and funding mechanisms were developed. He stated it was important to “pay as you go” and, if possible, build debt-free, get multiple reviews from different stakeholders, develop a final master plan, and establish timelines.

Mr. Claunch reviewed a project from Texas which was a much smaller scale in a community of approximately 8,800 residents. He noted the community was adjacent to the Fort Worth Alliance Airport which employed 70,000 individuals. He noted Phase 1 was approximately \$7.6 million dollars and most of this went towards 4,000 sq feet of roadway improvements including streetscape, parking lots and creating an urban environment. He noted the challenge in this particular area were the overhead power lines which essentially stymied development potential. He reported Phase 2 was another \$4 million dollars in roadway projects. He stated establishing zoning was very important to ensure in-fill development aligned with the area plan. He noted Broken Arrow Zoning may be inappropriate and too flexible in and around the Elm and New Orleans area. He stated design standards were critical.

He discussed a small scale project for which a city owned the land which was to be developed. He explained the city contributed the real estate for development and created a hybrid TIF; the newly created real estate taxes and sales taxes went to the developer for a number of years to offset the cost to the developer, which enabled the developer to lease the spaces for less, which in turn encouraged businesses to lease in the new development. He stated the project encountered difficulties when one of the tenants failed as a business and as a result the real estate and sales taxes were not coming in at the expected rate.

He discussed a Restaurant Park in Richardson, TX. He noted the area which needed redevelopment was made up of many different parcels of land with many different owners and difficulties were encountered when some of the owners did not wish to move or cooperate with redevelopment. He stated the area did not have a good reputation, but there was a lot of traffic through the area due to development in the surrounding areas. He noted there was no anchor in the area. He noted the goals of this project were not the same as Broken Arrow’s goals with Elm and New Orleans, but the establishment of a project with goals and figuring out how to execute the project within said goals was the same process. He discussed how the Restaurant Park goals were met including the TIF which was already in place for this area, and how the TIF funds were utilized. He discussed the requirements of the developer for this area including creation of a certain amount of retail space and a certain number of jobs before the City would release right-of-way and contribute TIF funds.

Mr. Claunch noted his take away from reviewing these different developments was there was no perfect formula. He indicated Broken Arrow had an opportunity to craft a policy and plan which would be unique to Broken Arrow. He stated all of the projects he reviewed began with a vision and a plan. He noted design guidelines mattered and details mattered. He stated the merchandizing mix (type of tenant) was 50% of the equation, while design was the other 50%. He indicated a good plan would address both development design and merchandizing mix. He noted it was important to understand how to leverage public resources to maximize profit investment. He noted plans inevitably took longer than anticipated and there was no way to mitigate all risk; however, having a good plan with zoning in place, as well as community cooperation, would reduce risk. He noted it was important to understand public limitations: the City could endorse and market Elm and New Orleans and it could offer incentives, but these were the primary tools the City had at its disposal. He stated step one was to establish goals, step two was create a process and timeline with prioritized projects, and step three was to follow the plan.

Chairperson Wood asked how tenants were encouraged to leave in the Restaurant Park project. Mr. Claunch responded the developer had to buy out the tenants in place which was expensive. He stated the City donated land to the developer which balanced out the expense and made the buying out of certain tenants affordable. He discussed the land and existing tenants and prospective tenants associated with this project.

Committee Member Lee Whelpley asked about the TIFs which were established with the two projects in Midwest City. Mr. Claunch stated the TIFs in the Midwest City projects were done through property taxes and business property taxes, not sales tax. Discussion ensued regarding big box businesses, the changing market and the difficulty in finding enough tenants to fill retail spaces without a large big box tenant, grocery still being active and profitable, entertainment and restaurants being big drivers in today's economy, online shopping versus brick and mortar shopping, eclectic environments, new methods of urbanization, open space shopping with kiosks for retailers and restaurants, and bringing in additional mixed residential.

Chairperson Wood asked how politically difficult it was to rezone an area. Mr. Claunch noted every project he previously discussed required rezoning of some type. He noted public education would ease the process; rezoning would create intrinsic value for property owners, not detract value. Committee Member Scott Eudey noted the rezoning for the Elm and New Orleans area would be similar to the rezoning done through the Overlay District, and as long as there was a sensible explanation the public would generally approve (there were always those few who would disapprove). Vice Chair Chase Elkins stated communication was key; zoning classifications were recently updated to add zoning which was not available in the 1980's and as such there were opportunities to make this corridor current through mixed used zoning. Mr. Claunch discussed rezoning done for previous projects he had been involved in and rezoning which had unintended negative consequences.

Vice Chair Elkins thanked Mr. Claunch for his presentation. He noted while the scale of the projects differed, the basic process was the same.

#### **4) Topics and Goals**

Community Development Director Larry Curtis reported City Council had certain expectations of the Committee and set standards for the Committee through a very large document. He stated he worked with Chairperson Wood and discussed the need to break the document into sections, to work on each section, and then reassemble the sections into a plan. He suggested breaking the document up as follows: transportation, parks, finance, community development, infrastructure, and public safety. He noted the first section for discussion today would be parks. He asked if the Committee approved of this process. Discussion ensued regarding breaking the document up into sections; there was no objection to Mr. Curtis's suggestion.

Mr. Curtis stated the Committee should decide how the document should be broken down into topics, and when each topic would be discussed, in order to enable the proper staff members to be in attendance during discussion. He reviewed the differing staff members who would participate for each section.

#### **5) Topic No. 1: Parks**

Mr. Larry Curtis distributed packets of information including the appropriate segment of the Committee Document, the eight year plan, and associated land uses. He stated the Parks and Recreation Director could not be present for tonight's Meeting; however, he met with him to review the Elm and New Orleans Plan. Mr. Curtis asked Mr. Claunch to discuss active and passive green spaces.

Mr. Claunch stated there were opportunities to connect the regional trail system and connectivity plan. He noted there was a deficiency in terms of parks in the area. He noted

the retention/detention area near the water tower could be improved. He noted there were some places where it was natural to create green spaces within the parks and plazas; however, green spaces would be added as the project unfolded. He discussed the idea of “parklettes,” small green spaces within development, such as restaurant patios and active spaces.

Mr. Curtis explained passive parks, such as Vandever Park, had associated amenities (golf, tennis, playgrounds), but there were no associated activities which required programming. He stated active parks were programmed. He noted Broken Arrow did not have many active parks. He stated Broken Arrow had activity parks such as swimming facility parks, which were managed by staff, but there was no programming associated with this type of park. He explained most active parks (programmed parks) in Broken Arrow involved soccer teams, football teams, and other such sports. He noted none of these types of parks were managed by the City of Broken Arrow. He noted active parks were also spaces which held bandstands and concert events, food truck events, movie nights, etc. He reported green space was desirable, but it was expensive to purchase, build and maintain. He stated all the green space and foliage in the Rose District was maintained by the Broken Arrow Parks Department at great expense.

Mr. Curtis stated tactical urbanism provided an opportunity to hold short activities which would show the public different options for certain spaces. He stated tactical urbanism could be done in the Elm and New Orleans area, potentially early next year. He stated a quarterly rotating event could be planned for this area as well, such as movie night with food trucks, mobile bandstand concerts, etc. He indicated he felt having an active green space with planned events would be of high benefit to the area. He asked for input from the Committee.

Committee Member Beavers asked how a movie night would work in the current space. Mr. Curtis responded the City would work with the business owners to utilize some parking space. He noted it was important to ensure the parking area chosen was safe (without potholes). He stated he believed the various property owners would wish to become involved, especially after the first event or two, and the event could move around the Elm and New Orleans area. Discussion ensued regarding the tactical urbanism event idea. Mr. Curtis noted there would be no cost in land acquisition as the events would be held in existing parking lot space. He discussed a successful tactical urbanism program in Roanoke and noted he felt this type of program would be important for the development of Elm and New Orleans. Committee Member Eudey stated Broken Arrow held these types of events in various locations throughout Broken Arrow and he felt the endeavor would be successful. Discussion ensued regarding who organized the events, event rules and regulations, the City organizing such events in the beginning, commercial partners for the events, community partners, event sponsorships, and Broken Arrow merchant associations.

Mr. Curtis asked the Committee for its thoughts about the Elm and New Orleans space. Chairperson Wood noted there was too much empty parking space and the area looked abandoned even during busy open hours. He stated he hoped to see green space with small “parklettes.” Discussion ensued regarding green spaces breaking up the parking area, parklettes being excellent areas for children to play, the City needing to acquire property for green spaces, encouraging businesses to participate, developing an overlay district for the area which required a certain amount of united green space, and developing a landscape plan for the area.

Mr. Curtis asked if the Committee felt a park space or landscaping was more important. He asked if the Committee felt landscaping was more important in the 2 to 3 year track, 4 to 5 year track, or 8 to 10 year track. Discussion ensued regarding park space versus landscaped green space, park space maintenance cost versus landscaping maintenance cost, and landscaping maintenance being expensive. Committee Member Miller stated he believed landscaping was more important than park space for beautification. Discussion ensued regarding streetscape landscaping, the Kum & Go landscaping being attractive on one corner

of Elm and New Orleans, duplicating this landscaping on the other three corners, the landscaping at the Kum & Go being required by the City, the City not being able to landscape private property, streetscaping and tactical urbanism being within the City's purview, tactical urbanism encouraging businesses to invest in landscaping and beautification, and parking islands.

Mr. Curtis stated it sounded as if the thought was beginning stages of the project should include tactical urbanism and active parks, middle stages should include landscaping and streetscaping, and ending stages should establish a permanent park of some type. Vice Chair Elkins stated streetscaping, tactical urbanism, and finding ways to utilize the existing concrete was important. He discussed Owasso's food truck event which was held monthly and he hoped Broken Arrow could organize a similar event. Mr. Curtis noted City Staff knew how to organize food truck events.

Committee Member Miller asked if utilities would hinder landscaping and streetscaping. Mr. Curtis stated there were many power lines in the area and there were opportunities to bury the power lines or move the power lines to the back of the lots. Committee Member Miller asked if easements could be used for green space around the intersection. Mr. Kenny Schwab responded there were issues with narrow right-of-way space on a couple of the corners. He noted the utilities needed to be addressed to make room for green space. He stated there were 33,000 vehicles which drove through this intersection daily; however, he felt there was room to narrow the roadway to five lanes to create more space for streetscape, landscaping, walkability, and utilities. Discussion ensued regarding burying utility lines, the difficulty in maintaining buried lines, there being plenty of space to move the utility lines behind buildings, rerouting utility lines being more affordable than burying lines, potential State funding available for utility line relocation, moving the power lines in stages, the City having the ability to create more easement space through condemnation for infrastructure purposes, the City not being permitted to condemn space for economic development, and property condemnation being a last resort.

Committee Member Whelpley noted if the utilities lines were moved it would be a "show of faith" that the City was serious about improving this corner and it would encourage the community and businesses to become more involved. Committee Member Eudey agreed and noted the movement of the utility poles and the planting of some landscaping, even just on the corners, would be very encouraging to all involved. Discussion ensued regarding the trees in front of the McDonald's, improving the landscaping in this location, and the Committee outlining priorities. Mr. Curtis stated the timeline and priority list would be developed after the Committee reviewed and discussed each of the sections of the Committee Document. Discussion ensued regarding the utilities and the need to discuss parks before worrying about utilities and infrastructure.

Mr. Farhad Daroga noted the outdoor spaces did not necessarily need to be parks, other types of activities should be considered, such as outdoor eating spaces. He noted "park" was just a word used to describe an outside space. He noted the concrete did not necessarily need to be removed to create a usable attractive outdoor space. Mr. Curtis noted tactical urbanism was not exclusively event planning; tactical urbanism could be simply bringing in potted plants to show the public what a green space would look like in the area. He explained tactical urbanism was simply a demonstration to the public of what could be. Discussion ensued regarding outdoor space options and opportunities in the Elm and New Orleans area, demonstrating connectivity, water features and splash parks, creating "Fountains at Elm," creating a brand and purpose for the area, developing a recognizable name and theme for the area, the possibility of pop-up shops around Christmas time, rotating pop-up shops to encourage revisiting, different locations for pop-up shops, and green spaces located behind the Ace Hardware space and behind the old Applebees.

Committee Member Beavers asked how critical it was for the Committee as an entity to take

some first steps quickly, with organization of a Christmas pop-up event for example, as a show of faith to the public. Mr. Curtis stated City Council wished to see the Committee make recommendations regarding what should be accomplished the first year, second year, third year, etc. Discussion ensued regarding “picking the lowest hanging fruit” first, and progress encouraging the public and business owners alike.

Mr. Curtis stated it was important to have interactions with property owners and business owners. He stated it may be a good idea to create a parks subcommittee.

## **6) Closing Comments**

Chairperson Wood asked for closing comments.

Committee Member Ring stated he approved of reviewing the different topics for the next several meetings to lay a strong foundation.

Discussion ensued regarding the possibility of discussing two topics at the next meeting, distributing a list of the topics, adding topics to the list, blending transportation with public safety for discussion, and not wishing to combine public safety with another topic as public safety was important.

Committee Member Miller stated he agreed with Committee Member Ring.

Committee Member Beavers stated Mr. Claunch brought a large amount of experience to the table. He asked for a glossary of terms and definitions for review. Mr. Curtis stated this could be provided.

Committee Member Eudey stated it would be helpful to understand what taxing opportunities the City had, such as TIFs, including limitations. Mr. Claunch stated he could provide a summary of resources to the Committee Members for review.

Committee Member Mindy Payne asked if the summary of taxing resources could be provided prior to the next meeting for study. Mr. Claunch responded in the affirmative.

Committee Member Whelpley stated he felt creating subcommittees was an excellent idea.

Vice Chair Elkins stated he agreed discussing topics, followed by laying the groundwork, was a workable plan. He stated he felt communicating with business owners and encouraging involvement was extremely important.

Mr. Curtis stated he felt the Committee could ask City Council to support a tactical urbanism project in early spring. Committee Member Eudey stated as a City Councilor he felt it was important to act as soon as possible; not to wait until spring. He stated he could not say for certain, but he believed his co-Councilors would agree. Mr. Schwab recommended focusing on a tactical urbanism project in the winter for Christmas, followed by another event in spring. He stated until funding was established nothing else could actually be accomplished. Mr. Claunch noted any private property owner could sponsor a tactical urbanism type event. Discussion ensued regarding which businesses might sponsor this type of event, where on the property to hold such events, marketing such events, and granting subcommittees the authority to pursue discussions with property and business owners regarding the tactical urbanism events,

Chairperson Wood stated one of the merchants at Elm and New Orleans thanked the Committee for its efforts, but indicated saying the Committee was trying to “fix the problems with the area” sent a negative message to residents and possibly discouraged residents from shopping in the area. He stated going forward it was important to use terms like “improving the situation.”

**7) Confirmation of Next Meeting Dates**

Chairperson Wood noted October 17, 2019 was not a good date for many Committee Members. He asked about October 24, 2019. Discussion ensued regarding possible meeting dates in October and the importance of meeting again in October. It was decided to hold the next meeting on October 29, 2019 at 6:00 p.m.

MOTION: A motion was made by Chase Elkins, seconded by Mindy Payne.

**Move to hold the next Elm and New Orleans Advisory Committee Meeting on October 29, 2019 at 6:00 p.m.**

The motion carried by the following vote:

**Aye: 8 -** James Ring, Danny Miller, Jim Beavers, Roy Wood, Mindy Payne, Lee Whelpley, Chase Elkins, Scott Eudey

**8) Adjournment**

Chairperson Wood adjourned the meeting at approximately 7:59 p.m.

MOTION: A motion was made by Lee Whelpley, seconded by Jim Beavers.

**Move to adjourn**

The motion carried by the following vote:

**Aye: 8 -** James Ring, Danny Miller, Jim Beavers, Roy Wood, Mindy Payne, Lee Whelpley, Chase Elkins, Scott Eudey

---

Roy Wood, Chairperson

---

Lisa Blackford, Deputy City Clerk