THE LONG RANGE PLAN – 2020
ADA, OKLAHOMA

LONG RANGE PLAN – 2020
FOURTH REVISED PLAN ADOPTED
by
THE CITY OF ADA, OKLAHOMA
JUNE 21, 2010

ATTEST

Darrell Hemmett — MAYOR

Sally Pool — CITY CLERK

ORIGINAL LONG RANGE PLAN ADOPTED	APRIL 3, 1972
FIRST REVISED PLAN ADOPTED	FEBRUARY 6, 1978
SECOND REVISED PLAN ADOPTED	FEBRUARY 1, 1988
THIRD REVISED PLAN ADOPTED	OCTOBER 1, 2001

ADA METROPOLITAN AREA PLANNING COMMISSION

APPROVED:

R L Norman — CHAIRMAN

SEPTEMBER 17, 2009 — DATE

R 5 E R 6 E R 6 E R 7 E

T 4 N T 3 N

SANDY CREEK
U.S. HIGHWAY NO. 377
CR 1510
PRUITT RD.
STATE HIGHWAY NO. 3E & 3W
CITY OF ADA SOLID WASTE DISPOSAL
OKLAHOMA DEPARTMENT OF HIGHWAYS
COUNCIL FOR LAW ENFORCEMENT EDUCATION AND TRAINING
CITY OF ADA
ADA MUNICIPAL AIRPORT
RUNWAY 36 PLANNED IN FUTURE
PROPOSED AIRPORT INDUSTRIAL AND BUSINESS PARK
WASTE WATER TREATMENT PLANT
ROSEDALE CEMETERY
COUNTY JAIL
FAIR GROUNDS
CITY PARK
LITTLE SANDY CREEK
HOMER – FRANCIS ROAD
BURLINGTON NORTHERN R.R.
HOMER SCHOOL
ELKS CLUB
ARLINGTON
STATE HIGHWAY NO. 1
VALLEY VIEW REGIONAL HOSPITAL
CITY OF ADA
OAK HILLS GOLF COURSE
EAST CENTRAL UNIVERSITY
ADA MIDDLE SCHOOL
ADA HIGH SCHOOL
WINTERSMITH PARK
KINGS ROAD
LAKEWOOD GOLF COURSE
PROPOSED LOOP
THOMAS RANCH ROAD
PONTOTOC COUNTY SKILL DEVELOPMENT CENTER AND INDUSTRIAL INCUBATOR PARK
ROBERT S. KERR MEMORIAL
ROBERT S. KERR RESEARCH CENTER
CHICKASAW NATION MEDICAL CENTER
CLEAR BOGGY CREEK
LATTA SCHOOL
STATE HIGHWAY NO. 1
STATE HIGHWAY NO. 99
STATE HIGHWAY NO. 3
CONVEYOR BELT
RECREATIONAL AREA
PICKET
CEMETERY
STATE HIGHWAY NO. 19 (CAUSEWAY)
SANDY CREEK DRIVE
SPRING BROOK CREEK
SANDY CREEK
SCISSORTAIL LAKE
PROPOSED
RECREATIONAL AREA
RECREATIONAL AREA

LEGEND

RESIDENTIAL
- LOW DENSITY
- MEDIUM DENSITY

COMMERCIAL
- RESTRICTED NEIGHBORHOOD
- OFFICE
- NEIGHBORHOOD
- GENERAL

INDUSTRIAL
- RESTRICTED LIGHT
- LIGHT
- HEAVY

OTHER
- TRANSITIONAL
- PUD — PLANNED UNIT DEVELOPMENT
- AIRPORT APPROACH ZONE
- ADA CITY LIMITS

PUBLIC
- EXISTING PARKS & RECREATION
- PROPOSED CONSERVATION, RECREATION, DRAINAGE WAYS, & OPEN SPACE AREAS
- PROPOSED SUB-NEIGHBORHOOD PLAYGROUND
- PROPOSED NEIGHBORHOOD PARK
- EXISTING ELEMENTARY SCHOOL
- OTHER PUBLIC USES
- PROPOSED PUBLIC USES

STREETS
- EXPRESSWAY
- PRIMARY ARTERIAL STREETS
- SECONDARY ARTERIAL STREETS
- COLLECTOR STREETS

OTHER
- LAND AREA WITH 10% OR GREATER SLOPE
- SPECIAL FLOOD HAZARD AREA – as of 2009
- PROPOSED RESERVOIR

N

SCALE 0 800 1600 2400 3200 FEET

PREPARED BY
ROBERT GOINS, AICP
URBAN PLANNER
2010

PRIVATE PROPERTY

RESIDENTIAL USES

GOALS: To provide all the people of the City of ADA with housing of good quality and design, a diversity of choice of housing types, and of sufficient size to produce a healthful and satisfying living environment. To locate housing in quiet, safe and attractive neighborhoods that provide each dwelling unit with convenient and safe pedestrian and vehicular access to an elementary school, church and recreational areas located within the neighborhood unit. To locate each residential area within convenient travel time and distance of work centers, shopping areas, and community recreational, educational and cultural facilities.

MAP INTERPRETATION: Residential areas have been designated either for low density or medium-high density use. Low density shall be interpreted as permitting not to exceed five dwelling units per net acre devoted to housing uses, and medium-high density shall be interpreted as permitting six or more dwelling units per net acre devoted to dwelling uses. It is expected that these general density policies will be further refined and implemented through application of the development standards of the ADA City Zoning Ordinance which will permit the establishment of a more precise density range.

Density requirements are not to be interpreted as requiring only one type of dwelling or a specific architectural style. Single-family dwellings, townhouses, and apartments are to be permitted where appropriately designated different dwelling types may be employed together under the "planned unit development" provisions of the Zoning Ordinance.

POLICIES: Residential areas have been designated as Neighborhood Units where the shape and size of the area will permit the use of neighborhood unit principles of development. Other areas also have been designated where, because of location, topography, and other factors, they are desirable for residential use, but are not suitable in size or shape to be developed as a neighborhood unit.

The Neighborhood Unit indicates an area planned as a unit and used principally for residential purposes, but which contains recreational, religious, educational, and retail shopping facilities needed to serve the residents of the neighborhood.

PLANNED UNIT DEVELOPMENT (PUD)

GOALS: To provide flexibility in planning and development processes that will encourage unified design of large-scale housing, commercial, industrial, and institutional projects and areas, and to permit a greater variety of land uses in integrated developments having a harmony of design and a variety of function which will encourage the achievement of the following:

a. A maximum choice in the types of environment and living units available to the public.

b. Open space and recreation areas.

c. A pattern of development which preserves trees, outstanding natural topographic and geological features, and prevents soil erosion.

d. A creative approach to the use of land and related physical development.

e. An efficient use of land resulting in smaller networks of utilities and streets; and thereby lowering housing and development costs.

MAP INTERPRETATION: There are several planned unit development areas appearing on the Long-Range Plan - 2020 Map. The planned unit development approach provides certain advantages over traditional zoning classifications because of the design agreements that are required prior to development. Additional planned unit development may be designated wherever appropriate. These PUD's should be developed in conformance with both the use requirements of the Long-Range Plan and the applicable sections of the ADA Zoning Ordinance.

POLICIES: Planned Unit Developments shall be in accordance with the provisions of the ADA Zoning Ordinance.

RELIGIOUS INSTITUTIONS

GOALS: To assist in providing sites of appropriate size and location for the various religious uses of land needed in Ada.

MAP INTERPRETATION: The location of churches and other religious institutions are not indicated on the Long-Range Plan Map since each facility should be designed as an integral part of the area in which it is situated. However, area and location standards and general planning requirements are given in the Inventory and Analysis section of the Planning Document to give guidance to those who are responsible for planning religious institutions.

POLICIES: Sites should not be located in residential areas but near the outer edge of the neighborhood unit on a collector street, with convenient access to a major street.

COMMERCIAL USES

GOALS: Each commercial use should have a location which provides convenient access for customers in an attractive, safe, and sanitary environment, and which is related to other uses in a manner to receive maximum benefit and support from compatible uses and community facilities. All strip commercial development, except those especially designed and located on state highways to serve tourists, is to be discouraged.

MAP INTERPRETATION: Commercial areas have been designated on the Long-Range Plan Map to permit four different zoning classifications. Existing and proposed areas are delineated using color codes to define the location and size of development. The four commercial zoning classifications are: Restricted Neighborhood (C-I-R), Office (C-O), Neighborhood (C-I), and General (C-2).

POLICIES: It is intended that the central business district of ADA continue as the focus of commercial, wholesaling, banking, office and governmental activities of the ADA urban and metropolitan area. Commercial shopping areas on the fringe of the urbanizing areas have been included in this Plan.

INDUSTRIAL USES

GOALS: To provide a variety of sites for diversified industrial uses. The arrangement, size, and location of sites is intended to provide adequate area for expansion, be conveniently accessible to living areas, and have a location and arrangement so external effects of the industrial activities will not adversely influence adjacent areas.

MAP INTERPRETATION: A wide range of areas have been designated on the Long-Range Plan Map to permit three different industrial zoning classifications: Restricted Light (I-1), Light (I-2) and Heavy (I-3).

POLICIES: Distinction between various classifications is based on the operating and service requirements of each use and on the external effects generated, including the amount of smoke, noise, odor, dust, traffic, blast, and vibration produced beyond the boundaries of the site on which the establishment is located. Land designated for restricted industrial use is intended primarily for manufacturing and assembly plants and warehousing that are conducted so that each operation is completely confined within an enclosed building. The raw materials and finished products involved should not produce the volume of freight generated by the uses of light and heavy industrial districts. Buildings and improvements should be architecturally attractive and surrounded by landscaped yards. Light industrial uses are intended primarily for manufacturing, assembling, and fabrication which is conducted within an enclosed building or on open areas screened from view from adjacent areas, and operated in a manner so that external effects will not adversely influence adjacent areas. Heavy industrial uses are located adjacent to major rail and highway facilities and provide for operations which may create a large volume of traffic, noise, dust, odor, blast, and smoke.

MAJOR STREET PLAN

GOALS: The Major Street Plan has been developed to promote the orderly development and use of land within the existing and future urban area; to eliminate existing traffic congestion and facilitate the rapid, safe, and efficient movement of people and commodities; to make provision for anticipated future transportation needs and to permit the acquisition of right-of-way for transportation purposes that will effect maximum economy balanced with optimum convenience and utility for the citizens of the community. The intent is to create a system of transportation which clearly reflects the social objectives of the city as evidenced in land use patterns; and to provide the local system that is fully integrated with the metropolitan, state, and national transportation systems.

PUBLIC FACILITIES

OPEN SPACE

GOALS: To provide recreation areas, preserve significant natural features, enhance the visual character of the city, serve conservation purposes, provide drainage ways for surface water runoff, establish corridors for transportation, buffer the adverse external effects of certain land uses, and control the urban growth of the community.

MAP INTERPRETATION: Individual building site open spaces are primarily preserved through zoning and subdivision codes and are not specifically designated on the map. In general, neighborhood scale space is indicated by symbol to give flexibility in the integration of open space with other neighborhood elements in the design process. Community scale open space has been more specifically shown by indicating boundaries and the alignment of corridor spaces whenever possible.

POLICIES: The airport approach zones of the north-south and cross-wind runways of Ada Municipal Airport are designated for open space uses. Corridor open space has been designated along drainage channels, transportation rights-of-way, and at appropriate locations to establish an interconnected system of public greenways for use as recreation space, bicycle, and pedestrian paths, and as buffer strips. These strips should be connected with larger open spaces to be used as neighborhood and community parks.

Land areas with ten per cent or greater slope have been indicated to denote those areas that will require very careful engineering and development attention before sound urbanization can take place. Areas near the highway entrances into the City of Ada should be carefully developed since they distinguish clearly the edge of the urban area and should provide visually attractive entrances to the City. Special flood hazard areas have been indicated on the Long-Range Plan Map in a dark green color. The areas indicated as special flood hazard areas reflect in general those areas within the lOO-year flood boundary. These boundaries were taken from the Flood Insurance Study for the City of Ada completed in 2009 and provided by FEMA.

RECREATIONAL AREAS

GOALS: To provide a full range of parks, playgrounds, and educational facilities for all age groups.

MAP INTERPRETATION: Symbols are used to indicate the approximate location of schools, parks, and playgrounds. The exact future location and design of each site should be planned as an integral part of each neighborhood. Symbols and standards have been employed to permit flexibility of design of each neighborhood unit. Unique topographic conditions, tree masses, or other site characteristics have been designated for preservation and should be designed for public use precisely as each is delineated on the map.

POLICIES: All of the following facilities, as designated on the Long-Range Plan Map, are to be provided: sub-neighborhood playgrounds, neighborhood parks and playgrounds, community parks and playgrounds, and areas for specialized recreation. Facilities planned for neighborhood oriented recreation are not intended for general use by community groups living outside of the neighborhood.

CITY COUNCIL
Darrell Nemecek
Shane Sweeney — Dick Scalf
Roger Cupps — Matt Layton

COUNTY COMMISSIONERS
Danny Davis — Winford Wood — Gary Starns

ADA METROPOLITAN AREA PLANNING COMMISSION
Bob Neman, Chairman

CITY MEMBERS
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Shane Sweeney
James Treas
Paula Roberts
Dick Scalf

COUNTY MEMBERS
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Lanny Murphy
A. T. Scroggins
Lynn Hoppe
Winford Wood

NEW MEMBERS, 2010
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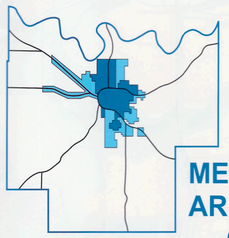
Tami Rudd

ADMINISTRATIVE STAFF
David Hathcoat, City Manager
Cody Holcomb, Assistant City Manager
Alvin Files, City Attorney
Donna Doolen, Finance Director
Randy McFarlin, Parks & Public Facilities Director
Sally Pool, City Clerk
Sandi Smith, Planning & Zoning Coordinator
Roger Abbott, Planning & Zoning Coordinator

PLAN PREPARED BY
Robert Goins, Planning Consultant to the City of Ada
Adopted June 21, 2010

The Long-Range Plan - 2020 was adopted by the City Council on June 21st, 2010. It is an update of the Long-Range Plan - 2010, a part of The Planning Document for Ada, Oklahoma which was adopted by the City Council on April 3rd, 1972. Its purpose is to provide the official statement of comprehensive policies, in written and graphic form, for providing broad and general guidance and direction of all public and private physical development of the community for the next fifteen or more years. The Plan is developed from the various studies, determinants, and standards presented in the Planning Document. Implementation of the Long-Range Plan is to be accomplished through the Zoning Ordinance, Subdivision Regulations, Major Streets and Highway Plan, Building Code, Housing Code, Capital Improvements Program, and other related plans and regulations, including the Community Development Block Grant program.

CITY OF ADA
OKLAHOMA



ADA METROPOLITAN AREA PLANNING COMMISSION

THE LONG-RANGE PLAN
2020

THE PLAN

PURPOSES: To provide the official policies for the physical development of the City of Ada and its environs. To guide and coordinate the development and use of privately-owned land, buildings and facilities, and establish the nature and extent of public interest therein, and policies for providing public facilities and services.

GENERAL GOALS: To develop the City of Ada with an identity as a physical environment of order and beauty in which private and public uses are carefully integrated and are mutually supporting, and in which the quality of public buildings, open spaces, and other facilities give inspiration and confidence to private citizens to invest their time, energies and monetary wealth in the future of the City. To provide diversity and freedom of choice of public and private facilities and uses for a wide socio-economic population range.

GENERAL POLICIES: The public facilities that are to serve primarily the whole community, including major streets and highways, community recreation facilities, and civic buildings, the location, extent, and functional relationships are delineated on the Long-Range Plan Map and are further explained in the written material of the Planning Document. Those public facilities which are located or designed to serve a limited group or area in the community, including neighborhood parks and playgrounds, sub-neighborhood playgrounds, elementary school sites, are expressed as policies in the Long-Range Plan through use of map symbols and area and location standards.

It is intended that these general policies be implemented through the effective use and administration of Subdivision Regulations, Comprehensive Zoning Ordinance, Building Code, Housing Code, Capital Improvements Program and to assist in programming for acquiring and developing community facilities, and other related plans and regulations.

The plans for the use of land, for transportation facilities, and for community facilities are set forth on the Long-Range Plan Map. All of the written material contained in the Long-Range Plan Document shall be considered as further explaining and defining the material set forth on the Map. The Long-Range Plan shall include the written and graphic material set forth herein.

CITIZEN PARTICIPATION

The public policies herein established are for the purpose of providing public facilities and services and guiding private development and uses of land. They are intended to protect and serve the citizens of the community and will be effective for this purpose only when they represent a strong public consensus and are thereby supported.

For this reason persons are encouraged to take part in public policy-making through committee participation, consultation with public officials, study sessions, informal discussions, and public hearings. Many of these opportunities arise during the year and people are urged to contact the Planning and Community Services Department in City Hall for more information.

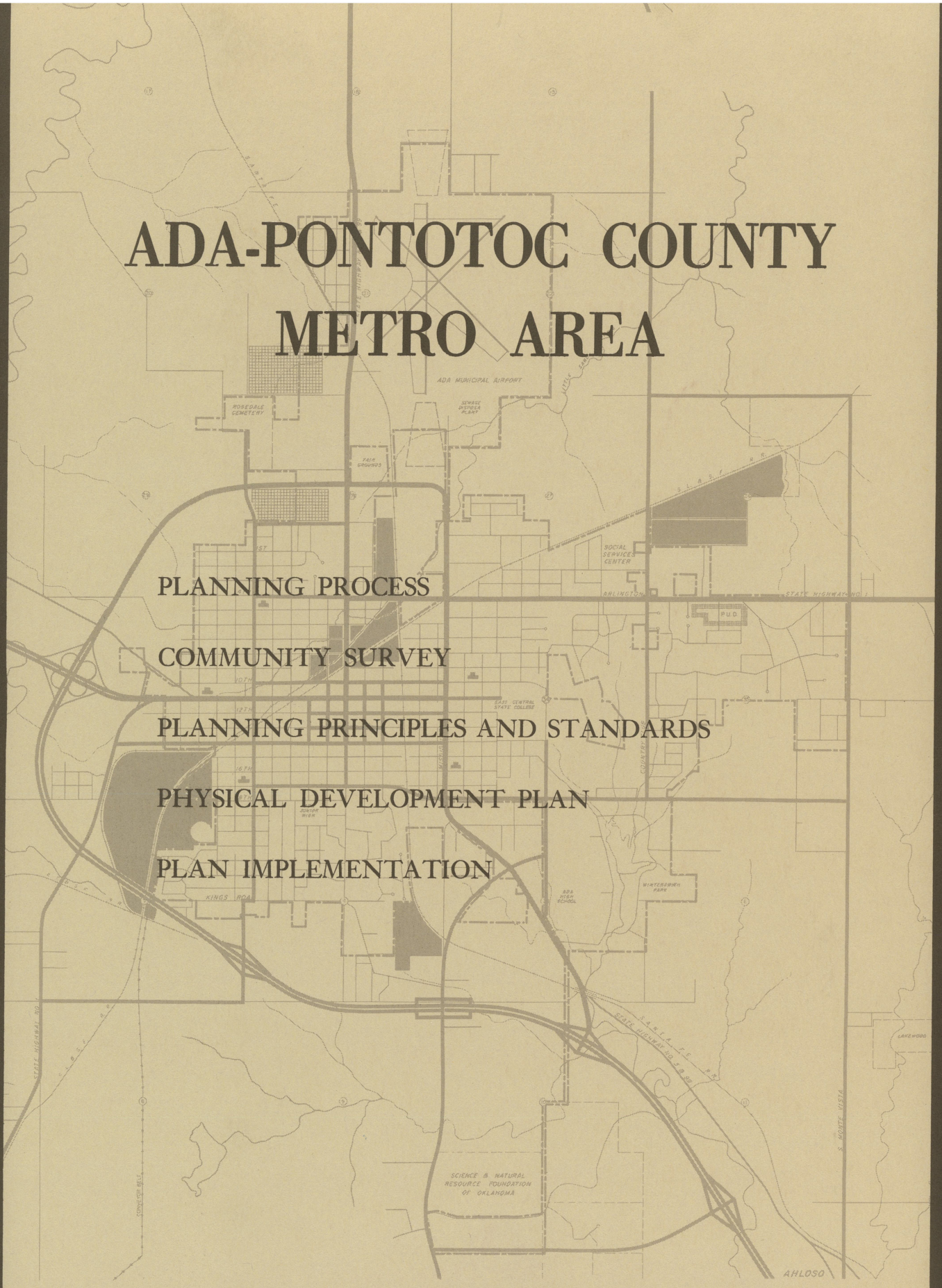
REZONING PROCESS

If a person wishes to have their property rezoned they should come by the Planning and Community Services Department and pick up an application. The present zoning and the zoning the owner desires will be checked. There is a fee for filing a zoning application and it must be paid to the City Clerk. The amount of the fee is set by the City Council or by the Board of County Commissioners.

A study and report is made by the Planning Staff at a meeting of the Ada Metropolitan Area Planning Commission. The Planning Commission then makes a recommendation which is sent on to either the City Council or the Board of County Commissioners depending whether the rezoning is in the city or the county. Final action on the request is taken by the governing body that has jurisdiction over the area in which the rezoning request originated. Throughout the re-zoning process various planning principles are taken into consideration such as the location of the request and the surrounding land uses. How the request carries out the Long-Range Plan and its conformance with the Plan are also considered.

The Planning Commission which initially reviews the request has ten members, five from the city and five from the county. Guidance is provided by the policies within the Long-Range Plan. Presently, zoning is only provided in parts of the county. The Board of County Commissioners of Pontotoc County has had a consistent policy of placing under the Ada Metropolitan Area Planning Commission only those areas in the county in which they have received a petition from owners of 51 percent of the land requesting zoning and subdivison regulations. These zoning tools aid the Board of County Commissioners in protecting property values in urbanizing areas and in promoting sound, logical development of the land.

ADA-PONTOTOC COUNTY METRO AREA



PLANNING PROCESS

COMMUNITY SURVEY

PLANNING PRINCIPLES AND STANDARDS

PHYSICAL DEVELOPMENT PLAN

PLAN IMPLEMENTATION

THE PLANNING DOCUMENT

THE PLANNING DOCUMENT
ADA, OKLAHOMA
AND URBANIZED VICINITY

CURRENT ISSUES

PLANNING PROCESS

COMMUNITY SURVEY

PHYSICAL DEVELOPMENT PLAN

PLAN IMPLEMENTATION

This document was prepared for the Oklahoma Industrial Development and Park Department, State Planning Agency, and was financed in part through an urban planning grant from the Department of Housing and Urban Development, under the provisions of Section 701 of the Housing Act of 1954, as amended.

1971

ABSTRACT

THE PLANNING DOCUMENT FOR THE CITY OF ADA, OKLAHOMA AND URBANIZED VICINITY

June, 1971

The City of Ada, Oklahoma has had a history of civic interest and concern in the forces that have determined its past and will shape its future. With this concern for control over its destiny, the City of Ada and certain urbanizing areas of Pontotoc County have been involved for the past twelve years in the development of the Ada Metropolitan Planning Commission. This Planning Commission represents both the City of Ada and certain areas of Pontotoc County and has acted in an advisory capacity to the City Council of Ada and the Board of County Commissioners of Pontotoc County.

The principal concern of the Planning Commission was to carry out a consistent approach to development and improve change in the urbanizing fringes surrounding the City of Ada. The city limit lines of Ada were tight and most of the opportunities for growth were in the county. Thus, should those areas outside the City be allowed to urbanize with no standards or direction, the future of a greater Ada was in doubt. This concern for sound new development and wanting to renew and enhance the old led the Planning Commission to work toward a comprehensive overview of the Ada Urban Area.

The Planning Commission has exercised zoning and subdivision review over a growing area for about twelve years. The need to update both mapping data and regulatory instruments was expressed by the Planning Commission and this need led to the development of the Planning Document for the Ada Metropolitan Area.

The Ada Metropolitan Planning Document has been designed to serve three basic objectives: (1) It is designed to clearly express the official public policies relating to the physical development of the community. (2) It provides a record of the planning process and in developing policy decisions. (3) It is prepared to serve public officials and citizens as a handbook on community development.

The features of the Ada Metropolitan Planning Document include the following:

A. The document has been prepared both in looseleaf form and in permanently-bound copies. The looseleaf copies are designed to facilitate amend-

ments and updating. These are official copies to be used by public officials. Bound copies are for library and other uses that will not be continuously updated.

B. The official policies of the Long-range Plan--1985 are separated from the material compiled as a part of the planning process. Index tabs and color-coding are used to differentiate among different types of material.

C. The Long-range Plan--1985 clearly distinguishes between policies for public facilities development and policies for guiding private development. Words and terms are defined and organization permits adoption of the policies by ordinance.

D. The Planning Document is divided into four basic divisions: Community Survey; Planning Principles and Standards and Analysis; Official Policies for Physical Development (the Long-range Plan--1985); and Plan Implementation.

The community survey includes factual information on the history of the city, land use, and physical features, population, and social factors.

The second major division sets forth the basic concepts, principles and standards which should be followed in community analysis and plan development. Extensive information is provided on housing; neighborhood development; religious and institutional planning; and commercial, industrial, recreational, educational, and open space planning. This serves as a reference for the analysis of functional elements and as a handbook to give guidance to citizen planning groups.

The official community development policies for land use, public facilities, and transportation are contained in the third major division. This contains the policies for the Long-range Comprehensive Physical Development of the city and is entitled the Long-range Plan--1985.

The final section contains implementing codes including zoning and subdivision regulations. As planning in Ada continues it is expected that a housing code will be added to this section.

E. The document is designed for use by public officials, private citizens, members of the business community, and officials of other communities of the metropolitan area. It can be continuously revised as may be required.

CITY COUNCIL

CITY OF ADA

J. L. Putman, Mayor

Joe Parsons
Oren Bradshaw
Heard Broadrick
Guy Shipe

COUNTY COMMISSIONERS, PONTOTOC COUNTY

Rae Thomspon, Chairman

Dave Gray
Clyde Haskins

ADA METROPOLITAN AREA PLANNING COMMISSION

Dr. Harvey Price, Chairman

City Members	County Members
*J. L. Putman (Mayor)	*Rae Thompson (Chairman)
Homer W. Peay	Dr. Harvey Price
Wayne Maxwell	Clinton Sturdevant
Conner Logsdon	Tom Murphy
Bat Shunatona	Louis Hazlewood

*Ex officio members, Planning Commission

James J. Cook, City Manager
Leslie B. Younger, City Attorney
Olan Henderson, Building Inspector

Gordon Melson, District Attorney

June, 1971

THE PLANNING DOCUMENT

ADA, OKLAHOMA, AND URBANIZED VICINITY

This Document was Prepared by

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and
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Research Staff

Stan Ewing	Research Assistant
Bill Reeds	Research Assistant
Margaret Lester	Secretary

June, 1971

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INTRODUCTION TO PLANNING FOR ADA-PONTOTOC COUNTY METROPOLITAN AREA

This planning document contains material developed as a part of the planning process required in the review and updating of the Long-range Plan--1985 for the physical development of Ada, Oklahoma. The following discussion is intended to indicate the nature and purpose of the planning document and of the plans developed out of the planning process used in Ada, the officials responsible for plan preparation and adoption, the organization for planning, and the history of its development in Ada, and inter-agency responsibilities related to local decisions.

RESPONSIBILITY FOR THE PLANNING DOCUMENT

The planning document for Ada, Oklahoma, represents the combined efforts of the City Council, Board of County Commissioners, and Ada Metropolitan Planning Commission, the City Manager, and staff of consulting planners who have worked on a continuing basis in Ada since 1959. The material contained in this document has been prepared during three years of continuous study, review, and critical appraisal by public officials, citizens, and technical staff, who have prepared and reviewed each phase of the work.

The City Council is the final authority for adopting the policies contained in each phase of the plan related to the areas within the city limits of Ada. The Board of County Commissioners is the final authority for policies related to areas outside the city limits. However, it should be clearly recognized by all who use the material contained herein that policies expressly prepared at one time will need to be changed as social and economic conditions are altered. A policy at one point in history may be entirely unworkable at another time. Consequently, the data on which these policies are made will need to be continuously updated and it is also intended that the Ada Metropolitan Area Planning Commission, the Council, and the Board will need to review annually the policies expressed herein to insure that they are consistent with the social, economic, and physical conditions of the community and the goals and aspirations of citizens of Ada and the urbanized vicinity.

THE NATURE, PURPOSE, AND SCOPE OF THE PLANNING DOCUMENT

There is wide variation in the organization and content of the planning documents used by cities throughout the United States. Most "comprehensive general plans"[1] prepared during the past decade have contained policy statements mixed with factual information, forecasts, development standards, historical data, analysis, and implementing measures. This has led to continual confusion and misunderstanding on the part of both professionals and laymen as to the nature and purpose of public plans, who should prepare them, whom they are designed to serve, and how they should be completed. This document is organized to eliminate this confusion between policy statements and material that records or is developed as a part of the planning process.

Contents of the Planning Document

This planning document brings together material related to the physical planning and development of Ada, Oklahoma. The first part of this planning document describes the planning process and organizational structure established for conducting planning in Ada. The second part contains a description of the physical, social, and economic characteristics of the community, and an evaluation of the physical components, i.e., residential, commercial, industrial, and public elements of the city. The third portion presents the official policies and plans for the physical development of Ada, and the final section covers material related to implementation of policies and plans. This organization of material is used to separate the material developed in the study, research, and analysis of the city, which is required for plan development, from the actual official policies and plans for environmental development. The process of planning and the implementing measures are clearly distinguished from the official development policies and plans through organization of material, nature of the wording and use of color coding on index tabs. A brief discussion of the components of the document will indicate the reasons for this format.

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[1] Several terms have been employed to describe the physical development plan. The most widely used term today is "The General Plan"; however, other names have been given, including "The Master Plan," "The Long-range Physical Development Plan," and "The Comprehensive Plan." Each of these terms refers to essentially the same type of plan--a policy statement for physical development of the community. It can be characterized as long-range in that it covers 15-50 years in the future; it is comprehensive in that it relates to land use, transportation, and community facilities elements of the total community, and indicates their interrelationships; it expresses broad general policies through use of graphic and written material; it is intended as an official statement of public policy for guiding both public and private decision-making. For a comprehensive discussion see T. J. Kent, The Urban General Plan (San Francisco: Chandler Publishing Co., 1964).

THE PLANNING PROCESS

The Ada metropolitan area is composed of approximately 16,000 people, living in 6,500 households on ten square miles of land. This territory is subdivided into approximately 7,000 separately-owned parcels, each of which is owned by an individual with personal ideas about the use of the property. To a large extent, the city is an expression of this incremental planning and development process--private people building, landscaping, living, and doing the many things that 16,000 separate personalities living in a free and democratic society may desire. The city is also composed of relatively large-scale networks of services--streets, sewers, water lines, power and fuel transmission lines--the large systems that connect land parcels and provide the services and amenities that create a city out of a large number of individual units.

The city, as a physical entity, may be viewed at several different scales which reflect different levels about which decision-making is required. In the discussion of city form, Kevin Lynch has distinguished four levels or scales. These include objects--a building, a bridge, a picnic unit; projects--a complex of buildings having a unity of function and control; systems--a network of facilities such as streets and sewers and water systems; and city or urban scale--the complex mixtures of interrelated objects, projects, and systems that form the city.[2]

The problem of public decision-making relative to building a city is somewhat more complex in several ways than is the area of private decision-making. Private persons are primarily concerned with the construction of "objects" or "projects" on individual land parcels, while public policy-makers are principally involved with large-scale projects, systems, and the coordination of development of the total urban environment.

Public decision-making at urban scale is too complex to rely on the capacities of city officials to see and acquire a "feel" of needs of people and their requirements for services. The experiences of one individual and his capacity for assimilating knowledge are too limited to permit understanding of the variety of alternatives which should be examined in public decision-making at the systems and city scales. For one official or a small group to be sensitive to and aid in the fulfillment of the aspirations of the current population of 16,000 people of the Ada urbanized area requires organization and methodology that reaches beyond the radius of daily experiences and training of policy-makers. One of the primary purposes, therefore, of the planning process is to provide public decision-makers with accurate information, objective analysis, and evaluations of alternative courses of action. This use of scientific knowledge is needed to supplement personal intuition and experience in the expression of collective wisdom through political process.

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[2]Kevin Lynch, "City Design and City Appearance," in Principles and Practive of Urban Planning, ed. by William I. Goodman and Eric C. Freund (Washington, D.C.: International City Managers' Association, 1968), p. 249.

A most difficult aspect of the local decision-making process is to achieve objectivity, particularly in small cities, where public officials also are friends and neighbors of many citizens of the community. In an effort to use the methods of science and introduce objectivity into policy-making, the planning process in Ada was conducted in the phases set forth below.

Phase 1--General Goals and Policies

This initial phase should determine and define the general social, economic, and physical development goals for the community and establish a general policy framework for effecting goals. This goal and policy phase has been an almost continuous process in Ada for the past several years and is manifested in the updating of land use planning and housing studies, zoning review, major street and subdivision planning, and public utility development.

Phase 2--Community Inventory

This involves the collection and maintenance of data on land use, transportation, social and economic characteristics, and municipal finance to give an accurate portrait of each of these elements and to chart their interrelationships. This phase should provide comprehensive information essential for understanding the nature of the city and how its physical pattern is shaped by various forces. This is primarily a fact-gathering function and does not involve analysis or evaluation.

Phase 3.--Community Analysis

This involves two parts. The first is the determination of planning principles and standards for major functional elements: housing, commercial and industrial uses, recreation, and educational facilities, and transportation facilities. Secondly, these standards then can be employed as measurements for evaluating each existing element of the community to determine deficiencies based on established goals. The community analysis phase requires the equating of facts and standards which creates an objective reference for measuring the quality of each element of the physical environment.

Phase 4--Policies for Community Development

The equating of community development goals with the community analysis phase provides the bases for establishing official policies for programs. This includes the specific assumptions made in forecasting population growth that are to be used in development planning, the fiscal policies relating to cost allo-

cation, and the approaches to evaluation of alternative programs. General goals should be refined and made specific for translation into policies and plans that can be implemented.

Phase 5--Plans for Physical Development

The plans required for community development can be divided into three broad categories based on the time and processes required for their execution. Long-range plans are needed to provide comprehensive and general policies for guiding community growth. These types of plans should be prepared for time-periods ranging from fifteen to twenty years. They should provide a guide for both private and public decision-making by clearly indicating policy for development at each element. These plans are community-wide in scale and should reflect the interrelationships of the various facets of the urban environment.

Mid-range plans should have a time-range of five to fifteen years and are more limited in scale and more specific in application than are long-range plans. They have a project orientation and may take the form of a neighborhood development plan or a plan for a civic center. They should be consistent with the long-range plan.

Short-range plans are those required for specific projects and buildings which can be completed within a one- to five-year time range. These are the types of plans generally contained in a capital improvements plan and should clearly reflect the policies of the long-range and mid-range plans.

Phase 6--Plan Implementation and Review

Plans are implemented in a variety of ways, including the enforcement of codes and ordinances, voluntary cooperation, the development of precise plans to carry out phases of general plans, and through community facilities programs. As plans are carried out, the whole process of planning should continue with a periodic review of goals, policies, and plans, and a continuous updating of the inventory of the community. The planning for a city must use phasing and methodology that maintains objectivity in decision-making, but it also is a continuous process of review and analysis of past accomplishments, present policies, and future trends. The documentation of information and methodology of the planning process is provided in this document and to permit this continuity of plan review.

WHO SHOULD USE THE PHYSICAL DEVELOPMENT PLANS

The Physical Development Plans contained in this planning document are official statements of public policy by the City Council and the Board of County

Commissioners concerning growth and development of the Ada metropolitan area. These plans are intended to be used by the Board and Council, by departments of city and county government, units and agencies of other governments, and by private citizens and members of the business community. It is intended to be used by the legislative bodies as a guide for legislative decisions and as a reference to indicate needed policy changes. It is intended to be used by operating departments as the basis for planning capital improvements and rendering the services for which each department is responsible. These Physical Development Plans should provide the necessary information to other units and agencies of local, state, and federal government that will permit coordination of planning and development programs. The Physical Development Plans document should provide individual citizens and members of the business community with sufficient information to facilitate planning, protect existing development, and indicate new areas of opportunity for private action.

AN EXPLANATION OF THE NATURE AND PURPOSE OF PHYSICAL DEVELOPMENT PLANS

The Physical Development Plans for the Ada metropolitan area are intended to provide the official policies for the physical development of Ada and its environs. The policies which are expressed graphically on the Long-range Plan Map--1985, and expressed in written form in this document, embrace two sectors of the public policy. These include (A) general policies for guiding and coordinating the development and use of privately-owned land and establishing the nature and extent of public interest therein; and (B) policies for providing public facilities and services.

(A) Policies for guiding and coordinating the development and use of privately-owned land for residential, commercial, industrial, and institutional uses, and for agriculture are limited in scope and application to those areas of concern which the City Council and Board of County Commissioners have determined to be of significant public interest. The purpose of this aspect of the Physical Development Plan is to provide direction and coordination of private development, and protect public interests, but in a manner that will not stifle individual initiative and creativity. Therefore, the most flexible, general, and minimum directiveness possible to accomplish this purpose is employed. Long-range general policies are graphically presented on the Long-range Plan and are explained further in the written material of the long-range plan.

These policies are intended to be implemented through the voluntary acceptance and use of the plans by private individuals and through the administration of the municipal codes relating to urban development; the subdivision regulations governing land subdivisions, the zoning ordinance which provides standards for land use, the building code covering materials and structural

characteristics of construction, and the housing code which establishes minimum standards for residential environment.

(B) The policies for providing facilities for public services are set forth on the Long-range Plan--1985 and explained further in the written material of the Long-range Plan--1985 document. These elements cover transportation facilities, including major streets and highways, areas and facilities for public education and recreation, municipal uses, and public open space including drainage. These policies are expressed in two ways. For those facilities that are to serve and be financed primarily by the whole community, including major streets and highways, community recreation facilities, and civic buildings, the location, extent, and functional relationships are delineated as precisely as possible on the Long-range Plan--1985. Those public facilities which are located or designed to serve a limited group or area in the community, including neighborhood parks and playgrounds, sub-neighborhood playgrounds, and elementary school sites are expressed as policies in the Long-range Plan--1985 through use of map symbols and area and location standards.

The public elements of the Physical Development Plan which are of community-wide concern, such as the location and cross sectional elements of a major street, are given as precisely as possible to facilitate decision-making by private individuals about private property development and to coordinate public facilities development. The greatest possible preciseness and detail is desirable for this sector of the policy. Where possible, engineering plans and specifications would be a valuable supplement to the short-range plans in aiding private decision-making. Precise plans for renewal or neighborhood design also would fall in this category.

Detailed engineering plans are appropriate as a supplement to the Long-range Plan only when the time and financing schedule fit the sequence of urban growth of a particular community. For example, the functional alignment of a major street is indicated in the Long-range Plan, but the detailed engineering plans for the facility should be prepared only if construction is imminent. Yet private decisions must be based on the fairly precise location and character of the facility. To what degree will it be limited access? What will be the capacity of the roadway and of the ramps of particular interchanges? Answers to these questions are required to permit adjacent private development. Thus, if construction is not pending the policy in the Long-range Plan should be made as definite as possible by providing design standards to be followed, such as details of cross sectional elements including number of lanes and lane widths, access control, location of major interchanges, all stated as standards which will be followed in engineering design at a future date. The contention that standards will be obsolete at some future date is valid only if there is no continuous plan review procedure for constant updating of the plan in accordance with new facts. This would include updating standards where necessary.

Design standards which have their basis in laws of physics and vehicle characters, such as lane widths, probably will require very little revision over a long time period. Standards based on population density and distribution, traffic generating characteristics of land use and similar social and economic determinants, such as number of traffic lanes, may be subject to considerable change even in one decade, and should be reviewed and updated frequently.

The degree of definiteness in which a policy relating to public facilities can be expressed is dependent on the imminence of implementation. For this reason a capital improvements program usually is projected for a period of four to ten years. Its purpose is to provide a project-by-project sequence for financing and construction based on community-wide needs. A longer time span for this type of precise programming would serve no purpose. The time schedule of the comprehensive plan is based on a five- to fifty-year period, and therefore indicates more general policies.

The nature of public policy and the degree of preciseness or generalness is determined by:

1. Nature of the function--public or private
2. Degree of uniqueness of the element
3. Nature and scale of projects as each relates to the design process
4. Extent of public interest
5. Extent to which conflicting private interests may develop which requires public supervision or coordination

Public facilities required by a limited group within the community, such as a neighborhood park or elementary school site, should be designed as an integral part of the overall neighborhood plan. When a precise neighborhood development plan is provided as a part of the mid-range or short-range plan, the size and location of the site can be set forth in exact detail (provided this public disclosure of exact location does not create acquisition problems). When private developers have responsibility for land planning the policy expression should take the form of sufficiency standards relating to area and function. Standards establish the precise requirements necessary to protect the public interest, yet provide a flexibility in the process of design by not rigidly determining the exact site around which the neighborhood would have to be designed.

The nature and scale of the design process has great influence on the preciseness with which policy should be expressed. The expressway is a major design element and is predicated on other large-scale elements of the community. The neighborhood park is a small design element of a larger unit, i.e., the neighborhood. To be precise about the neighborhood park often would restrict the designer unnecessarily and would tend to add rigidity to the neighborhood design. In contrast a precise plan for an expressway would provide a frame of

reference for other design elements in the community.

ORGANIZATION FOR PLANNING IN THE ADA METROPOLITAN AREA

City planning commissions have been used extensively by cities and towns throughout the United States for the past four decades. Several factors contributed to this trend. First, civic leaders saw the appointment of members as a method of drawing knowledgeable citizens into public service. The same citizen might be quite unwilling to enter the political arena required for elective public officials. Secondly, the planning commission was to examine long-range policies and planning matters. Not only was it difficult for city commission members to devote the time required to develop long-range plans, they were often required to make decisions on which intense political pressure was exerted and under such conditions had difficulty in deciding what might be best for the whole community. The power of the city commission was not reduced, but use of an advisory group of informed citizens could provide new insight and objectivity to the decision-making process. Thus the planning commission was established to study and recommend policies.

In 1923, the Oklahoma Legislature enacted laws which established the political machinery by which cities might delegate the authority to develop long-range plans. The scope, procedures, and limitations for planning are also outlined in this grant of authority set forth in Sections 401-425 of Title 11, Oklahoma Statutes. This legislation authorized the appointment of a city planning commission and a zoning commission, providing that, should a planning commission exist, it would act as a zoning commission.

This rather broad grant of authority only applied to the areas within the corporate limits of the city; therefore, the area immediately outside the city limits was not effected. In most towns and cities in Oklahoma a large part of the growth and development occurs outside the corporate limits. Thus, the Board of County Commissioners in many instances has been confronted with problems of urbanization, but they have had only limited means with which to cope with such problems. County government in Oklahoma was designed to serve rural areas with relatively low population densities. It is not a government of inherent powers; county officials in Oklahoma can exercise only those powers expressly granted by the Constitution or the State Legislature. Thus, development in the urban fringe of most Oklahoma cities has been carried on in a relatively uncoordinated, unplanned manner.

The Oklahoma Legislature, in 1957, recognized the problems associated with city growth and development in the urban fringe and adopted enabling legislation which is commonly referred to as the City-County Planning Act of 1957. In May, 1959, the Ada Metropolitan Area Planning Commission was appointed as authorized under Oklahoma Statutes, Title 19, Chapter 19a, Section 1-35. The

City-County Planning Act of 1957 provided for a ten-member planning commission. Five members are appointed by the county and five appointed by the city. This commission is authorized to recommend plans and development standards to either the Board of County Commissioners or the City Council, whichever has jurisdiction.

The City-County Planning Act provides the Board of County Commissioners with a number of tools to aid them in protecting property values in urbanizing areas and in promoting sound, logical development of the land. The enabling legislation gives the Board of County Commissioners the power to adopt and implement the following enumerated items:

1. Comprehensive plan
2. Major street and highway plan
3. Urban renewal plans
4. Conservation plans
5. Zoning regulations
6. Subdivision regulations
7. Building line regulations
8. Capital improvements program
9. Public facilities plan
10. Building code and other construction codes
11. Housing code

Thus, the enabling legislation gives the Board of County Commissioners additional authority in order that they may cope with the problems indicated by experience and existing conditions. It is left to the discretion of the Board of County Commissioners to determine which powers should be exercised. The implementation of the powers granted is contingent upon certain requirements and, in turn, their use is restricted and controlled in various ways.

The Board of County Commissioners of Pontotoc County has had a consistent policy of placing under the Ada Metropolitan Area Planning Commission only those areas in the county in which they have received a petition from owners of 51 percent of the land requesting zoning and subdivision regulations. The areas of Pontotoc County, including the City of Ada, presently under zoning and subdivision review of the Ada Metropolitan Area Planning Commission is presented in Figure 1.

The planning program which is now in process in Ada and the unincorporated area around the city is intended to help the Planning Commission, Board of County Commissioners, City Council, and the public make the necessary decisions for developing and effecting necessary plans for the development of the area. Each public official and each property owner has the responsibility of analyzing each element of the program in the light of his experience and knowledge.

AGENCIES WITH WHOM EXTENSIVE COORDINATION IS REQUIRED

Agencies at all levels of government are currently involved in solving urban problems and are therefore responsible to some degree for community planning. State and regional agencies have planning programs which will have an impact on the Ada Metropolitan Area. Federal agencies are not only sources of funds for development and implementation of plans, they can also provide a wealth of information and financial support necessary for a continuing program. Coordination with these agencies at all levels of government--federal, state, regional, and local--is essential in order to achieve an effective planning program.

Coordination With Federal Agencies

The federal government supplies an increasing number of services to the local community. These federal services play a significant role in defining the workload, influence, and scope of local planning operations. The use of federal programs can relieve local revenue pressures, making feasible a wider range of in-depth planning activities. The additional revenue available through these programs can also make feasible the implementation of plans and projects which a community could carry out only with great strain to its fiscal capabilities. As a result, the extent to which these services are used may become a measure of the effectiveness of a city's planning program.

The Department of Housing and Urban Development

The Department of Housing and Urban Development (HUD) administers a number of grants-in-aid programs. Among these are grants for:

1. Urban planning
2. Urban renewal and neighborhood development
3. Mass transportation
4. Urban beautification
5. Code enforcement
6. Preservation of historic areas
7. Construction of neighborhood facilities
8. Construction of water and sewer facilities

In addition, HUD provides a wide range of planning information on the form of suggested standards, conference reports, and technical bulletins. Continued coordination with HUD is necessary to keep abreast of current developments and administrative procedures concerning these programs.

Other Federal Agencies

A number of other departments and agencies offer services related

to urban planning and development.

HEW--The Department of Health, Education and Welfare provides assistance for planning and construction in several areas, especially in the fields of health and education. Grants are available for hospital and medical facilities, community mental health programs, solid waste disposal, and library construction.

DOT--The Department of Transportation and the Federal Aviation Agency (FAA) provide assistance for airport developments.

SCS--The Soil Conservation Service, U.S. Department of Agriculture, provides assistance and information on soils, drainage studies, and watershed development.

BOR--The Bureau of Outdoor Recreation administers a grant-in-aid program for the acquisition and development of open space. Funds from this agency have been provided to finance a portion of the construction of facilities in a play lot just recently developed.

Other federal services include maps and charts available through the Army Map Service and U.S. Geological Survey, data from the Bureau of the Census, Bureau of Labor Statistics, and Federal Reserve Bank.

Coordination With State Agencies

The state is playing an increasingly important role in local planning affairs. Originally, the extent of state involvement in local planning was largely limited to the creation of legal machinery for municipalities to carry out planning activities. Gradually the state began developing planning programs and procedures for aiding cities through the High Department, State Health Department, and Industrial Development and Park Department. The development of state planning requires close coordination with city planning officials to avoid state-local conflicts. State-level interest in comprehensive planning can facilitate rational, area-wide planning as well as minimize local financial burdens. The Office of Community Affairs and Planning administers funds for 701 planning and for other programs which are made available to municipalities on a matching basis.

The importance of local-state coordination is further increased due to the fact that some state departments, in addition to administering their own planning programs and services, acts as the administrative agencies for federal programs. Applications for the Bureau of Outdoor Recreation open-space funds must be submitted to the Office of Community Affairs and Planning and applications for HEW funds for library construction are submitted to the Office of the State Librarian. The policy followed in Washington for designating state government agencies as the administering unit for federal grants-in-aid will require even more local-regional-state coordination in the future.

Coordination With the Southern Oklahoma Development Association (SODA)

One of the major coordinating devices in southcentral Oklahoma is the Southern Oklahoma Development Association known as SODA. The Board of Directors of SODA is composed of three persons from each of the ten counties that are involved: Atoka, Bryan, Carter, Coal, Garvin, Johnston, Love, Marshall, Murray, Pontotoc. Part of the responsibility of SODA is to review the planning programs of the ten counties and collect data to assist in the creation of comprehensive area-wide planning. The process can help reveal conflicts among plans or policies. Area-wide planning can lead to cooperative solutions to such problems as crime control, pollution control, sewage and solid waste disposal, and health planning.

In November of 1969, SODA was designated by the Office of the Governor as the official regional clearinghouse for the 10-county District. In this capacity, the SODA Executive Committee reviews almost all local applications for federal gunds being generated within the District. This procedure assures that all local projects for which federal assistance is requested will be consistent with comprehensive planning and development objectives of the District.

. . . . . .

The review process is called A-95 and grew out of the Intergovernmental Cooperation Act of 1968. There are four basic objectives of the review system. One, to encourage and facilitate state and local initiative and responsibility in developing, organizational and procedural arrangements for coordinating comprehensive and functional planning activities. Two, to eliminate overlap, duplication and competition and to encourage the most effective use of state and local resources available for development planning. Three, to minimize inconsistency among federal administrative and approval requirements placed on the state. Four, to encourage the states to exercise leadership in delineating and establishing a system of planning and development districts or regions in each state.

The regional clearinghouse procedure is required on 51 types of projects administered by 10 federal agencies. Each applicant must include in his application SODA's comments before it will be processed by the federal agency.

SODA has 30 days after receipt of a project notification to inform appropriate local governments and other regional or sub-regional agencies in the area, and to arrange to confer and consult with the applicant on regional and local interests. SODA advises all interested agencies to submit their comments on a particular project before it is brought before the Executive Committee. If there are no adverse comments, and the project is in line with regional planning in the District, it is reviewed by the Executive Committee at its next monthly meeting.

If, however, there is a conflict of interest in any way a conference is held with all interested parties to try and work out these differences, and make the project consistent with overall planning.

In its review of projects, SODA can give a favorable review, an unfavorable review, or no comment.[3]

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[3]Cooperation '70, annual report of the Southern Oklahoma Development Association, Ardmore, Oklahoma.

HISTORICAL BACKGROUND

Pontotoc County was part of the eastern edge of the Chickasaw Indian Nation prior to statehood in 1907. The terrain of the county ranges from level to rather jagged and rolling with a number of streams that can be quite treacherous following a heavy rain. The county is approximately 719 square miles in size and in 1910, following statehood, it had a population of 24,331--the population in 1970 was 27,867.

The county seat of Pontotoc County, Ada, made its debut as a city as one small store established by Jeff Reed. It officially became known as "Ada" in 1893 when a post office was established in this small village in the Chickasaw Nation and was named after one of Reed's daughters, Ada Reed.[1]

By 1900 the survey on the second part of the original townsite had been completed; a bridge had been constructed over Little Sandy; and the businesses in "Old Town," the 500 and 600 blocks of West Fourth Street, had been moved to the business district in the new townsite.[2] In 1901, Ada held its first city election.[3] The following statement indicates the early progress of Ada.

> Late in 1907, the 25,000 Club, successor to the original Commercial Club as the major promotion body of the community, published a pamphlet listing Ada's major assets as follows: Population, 5,000; an ice factory, machine shops, flour mill, bottling works, seven churches, four gins, a steam laundry, a fire department, cotton compress, ice cream factory, canning factory, brick and tile plant, three banks, cotton seed oil mill, two job printing offices, light plant, good schools, six loan and trust companies, one daily and two weekly newspapers, three railroads, the Frisco, Katy, and Oklahoma Central, and a mammoth cement plant under construction.[4]

The way of life which prevailed during this period of Ada's development gave the

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[1] J. Hugh Biles, The Early History of Ada (Ada: Oklahoma State Bank, 1954), pp. 6 and 7.

[2] Ibid., p. 9. [3] Ibid., p. 39. [4] Ibid., p. 35.

city its present form. Transportation was dependent upon the horse and the railway. The horse was taken for granted and railroads were promoted, for without a railroad a potential city had very little future. The citizens of Ada acquired three railroads and attempted to promote other railroad routes through the town. Agriculture was the primary element of Ada's economic base during this period with cotton the main crop. In the fall, 1904, 20,000 bales of cotton were marketed in Ada.[5]

Because of its unique location, Ada soon became a thriving center of trade. The natural resources of the area soon attracted several industries to Ada. Due to sizable deposits of shale, limestone and silica sand near Ada, manufacturers of cement and glass established plants in the city. These two plants--Ideal Cement and Brockway Glass Company--play an important role in the economy of Ada. There are also deposits of clay in the county used for making bricks. The Superior Clay Products Company has operated a large plant in Ada for several years. Ada receives its city water supply from a natural spring of the underground reservoir. The springs have a flow of over fifteen million gallons daily of water with a high degree of purity.

Between 1890 and 1950, there was no major deviation from the grid system of subdividing land that was used in surveying the original townsite. Consequently, the present physical form of the city has not changed greatly from that which existed at the turn of the century. Although the physical form of Ada has changed very little there have been other significant developments which have modified the character of the city. Shortly after statehood, Ada acquired East Central State College. Primarily a teachers college, liberal arts degrees may be earned in a number of fields and the college has recently begun work in connection with the Robert S. Kerr Research Laboratory to offer additional degrees in the sciences.

During the 1930's, Pontotoc County had an oil boom which has played a large part in the lives of the people in the county and in Ada. The largest field discovered was the Fitts in 1933. By 1936 it had more than 1,000 producing wells. Oil production was also developed at Oil Center, Harden City, Jessie, and Allen. The importance of gas and oil production as part of the economy declined to an extent, but exploration for gas reclamation in the Fitts Field has maintained this industry as an integral part of the economy.

Cotton declined as the major cash crop of the surrounding agricultural area and the emphasis changed to beef and dairy cattle. Today, beef cattle is the biggest factor in agriculture in Pontotoc County and the rest of the retail trade area. This area describes some of the state's finest native grass and pasture lands. The principal livestock auction market handles over 90,000 cattle annually. In 1969 the dollar volume exceeded $10,000,000. Cattle sold at this auction move to feed lots, feeders in the corn belt, other ranches and the two local packing plants.[6]

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[5]Ibid., p. 33.

[6]Information provided by the Ada Chamber of Commerce.

NATIONAL HISTORICAL INFLUENCES

The city today, as throughout history, is a place where man can work, live, and pass leisure time in close association with one another. Historically, the physical pattern of each city usually reflected the ways and institutions of its inhabitants and the region of which it was a part. Civilizations were molded by a handicraft system changed slowly. The form of cities of these eras was equally slow to change. Prior to 1850 there was no great lag in the changing ways of people and the urban environment which housed their activities. This cannot be said of the American city today. Its general form characteristics predate the industrial revolution, while the activities conducted in this physical setting reflect a high order of technology and industrial processes. A brief sketch of three significant urban influences in recent history should indicate some of the basic problems facing the citizens of Ada in the 1970's and 1980's. These include the effect of the Industrial Revolution on the craft picture of the nineteenth century, changing philosophy concerning use of private property, and alteration of the form of the city to accommodate an industrial culture.

Two Inventions That Changed the City

The pre-1850 city design was based on a craft system of production which was characterized by clusters of homes grouped around a small distributing or handcraft plant. In many instances homes also served as production centers on a piece-work basis. A radial or grid plan commonly was used for street and lot layout to provide for convenient pedestrian circulation.

Low population density characterized urban development. Buildings of all types were limited in height to two or three stories, primarily because of limitations of structural systems and the fact that human leg power was the principal means of going up and down. Low density development not only prevailed in the early part of the nineteenth century but represented the pattern of urbanization of the preceding 9,000 years of human history. Within fifty years following 1850, this condition was completely altered. Elisha Otis invented the elevator in 1852 and it was electrified in 1892. During this same period the open hearth process was developed which permitted the manufacture of inexpensive steel for construction. A building no longer had to be constructed of thick masonry walls in which materials were always in compression and which placed severe limitation on height. The use of steel made possible a skeleton with light curtain

walls resulting in a multi-story building at a reasonable cost. This radically altered density patterns by permitting people to be concentrated in vertical arrangements.

At no time in human history had the change in urban form lagged so far behind the changing ways of people. The factory displaced the crafts center. Smoke, noise, dirt, and traffic poured out through housing areas clustered around factory sites. Swiftly the cry arose, "Protect our homes from industry."

A catastrophe, the Chicago Fire of 1871, with losses estimated to exceed $200 million profoundly affected the small cities and towns of the Midwest. This fire storm that swept away homes of more than 9,000 people was a dramatic illustration of the danger of high concentrations of population housed in wooden buildings. Fire codes soon were adopted in cities and towns across the country. These codes usually required that commercial buildings in the central business district should be constructed of fire-resistant masonry walls thirteen inches thicks. In the cities and towns of Oklahoma, block after block of masonry cells were constructed twenty-five to fifty feet in width with dividing walls thirteen inches thick. As changing merchandising methods dictated the need for larger spaces, the remodeling of existing buildings on "Main Street" proved to be economically unfeasible and structurally impractical. Thus many businesses, including most food stores, were compelled to move out of the central business district and construct new space in less congested locations in outlying areas. Although the congestion of the city center was partly responsible for the suburban shopping center, it also can be attributed to the inflexible structure of buildings in most central business districts.

The first skyscraper which developed in 1884 brought into focus an additional problem. If tall buildings were constructed adjacent to one another, how could each be built on the property line of each site, as was the custom for one-story commercial buildings, and still provide sufficient light, air, and open space required to serve the upper floors of such buildings? Also, such construction would create downtown streets which would become ribbons of darkness at the bottom of deep masonry canyons. City officials, when confronted with this problem together with the problem of air pollution and noise of industrial operations, began the search for new tools for the control of urban growth and a review of the historical concept of property rights. The noise, dust, traffic, and smoke generated by a cotton gin was an unwelcome intrusion in the peaceful and quiet atmosphere of the residential neighborhood. New legal instruments were needed to resolve the conflicts resulting from the different types of uses individuals desired to make of private property.

Property Rights--A Changing View

The natural rights doctrine of John Locke concerning private property had become an American condition. This doctrine, though greatly altered and often misinterpreted today, was based on the assumption that man could make the

earth his property by adding to it his labor and that he had the right to possess it so long as he made use of the land without waste. Waste was sinful but proper use was the right of every man. In a country having a vast frontier where there was plenty of land for all, this right of use had great appeal and the doctrine took firm foothold in American law and property systems. The term has actually been preserved in many state constitutions.[1] This philosophy appealed to independent frontiersmen and agrarians who could easily identify the things they produced by labor, and where vast undeveloped areas provided space to separate different and conflicting uses. The undeveloped frontier served as the relief valve for those who could not tolerate their neighbors. A man could always "move on." However, in an industrial society with its impersonal production line where the results of the labor of men's hands could not be identified, the doctrine had little meaning. Neither would it prove an acceptable method of resolution of the conflicts resulting from a variety of urban uses tightly fit into rapidly-growing cities.

A new idea was developing in the first part of the twentieth century--that the legislative body of cities and towns should be responsible for protecting homes from smoke and dirt, resolve conflicts of interests in uses, and require masonry construction to alleviate danger of fire--thus to legislate for the general health, safety, and welfare of all of the inhabitants. This concept and use of the police power was accepted and expanded broadly in many areas.

New York City passed the first zoning ordinance in 1916 and zoning spread across all the country during the next decade. Only seven years later, in 1923, the Oklahoma Legislature passed the first Zoning Enabling Act under which most Oklahoma cities and towns still operate. Here was indicated a profound and basic change in philosophy concerning property. The right to reside on property in peace superseded the right to use property for production. Most of the early zoning ordinances were designed to protect residential areas from the adverse effects of the factory system. Most of the best situated tracts of land in the community were placed in a residential restricted district. An industrial classification often was given only to those tracts of land that were either already used industrially or were located in low swampy areas or at the outer edge of the community and thus were undesirable for homes and sites. The concept of "higher" and "lower" uses resulted. Residential uses were considered "higher" type uses and industrial uses "lower" type activities. The manufacturing plants, which were the backbone of the urban economy of many cities and provided so many of the new amenities, were given second-class status in zoning legislation. Homesites for the expanding population absorbed land rapidly, including industrial sites needed for plant expansion and future industrial use.

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[1] Article I of the 1947 Constitution of New Jersey declares, "All persons are by nature free and independent, and have certain natural and unalienable rights, among which are those of . . . acquiring, possessing, and protecting property . . . ."

Changing Urban Forms

The conflicts among various uses of land produced by the factory system occurred very rapidly. Smoke, dirt, noise, and grime permeated every corner of the community and rich and poor alike suffered the intolerable consequences of the mushrooming of factories scattered throughout the cities of the north and east. Although the poor could only complain and accept, the rich and well-educated demanded action that would remove the rapidly developing urban chaos. The Chicago World's Fair of 1893, known as the Columbian Exposition, was proposed as a demonstration in civic design that would point the direction for new approaches to urban development. The Fair was to be called the White City in contrast to the gray grime of the factory center, and was an elaborately prepared architectural scheme on a grand scale with broad boulevards, handsomely landscaped, providing the setting for the neo-classic exhibition buildings. The effect across America was almost instantaneous. Citizen groups in many cities prepared during the first decade of the twentieth century a grand plan for the development of the community, with magnificent public buildings, avenues, and parks. This attempt at civic embellishment served the purpose of focusing attention on the need for order and aesthetic quality but it was unsuccessful in effecting any real change. These early plans attempted to cover up dirt and ugliness rather than concentrate on the real need for spatial and functional reorganization of the city. Basic changes in urban form were required. Experiments were already being conducted in England and other places that were to lead the way for America.

The English ran out of land much earlier than the Americans with their vast frontier and turned more rapidly to industrialization to fill the gap. Thus they were confronted with the problems of the factory system at an earlier period than were the cities and towns of the United States. Sir Patrick Geddes, Ebenezer Howard, and other British planners were proposing the renewal of major English cities and the construction of completely new "garden cities" away from the congestion of the central metropolis. Ebenezer Howard chose the term "garden cities" as meaning a city in a garden or surrounded by serene and lovely countryside, as much as for the purpose of indicating it was to be a city of gardens. These first garden cities, Wellwyn and Letchworth, were intended to be complete communities containing major commercial and industrial concerns. Industries were to be placed in parklike settings or greenbelts that would provide insulation of homes from the smoke and noise of manufacturing. Thus the design reflected the incompatible relationship between a high traffic, noise, and smoke-generating industry and places of residence and recreation.

The experiments of Howard provided encouragement for new efforts in America. The classic grid which William Penn used for the design of Philadelphia in 1682 was copied in the large metropolitan centers and small towns all across America. It had the advantages of being easy to survey and provided a convenient circulation system for the pedestrian strolling along the short blocks.

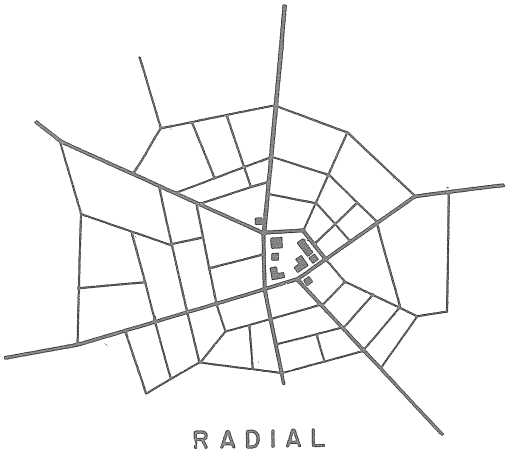
Traffic could be dispersed along any street within the community.

Nowhere is the lag between city design and requirements of the contemporary city more apparent than in the development of a transportation system on a grid pattern. An automobile traveling on a street requires approximately 1,000 square feet of surface area. The storage of the same vehicle uses an additional 300 square feet. The pedestrian needs not more than ten square feet of area for movement and the average horse and buggy could be accommodated on a street area of not to exceed 300 square feet. The grid pattern that provided direct movements in four directions at street intersections located 300 to 400 feet apart permitted every street to become a cross-town thoroughfare and made every intersection a conflict point conducive to accidents and congestion. The central business district of 1890 was designed to serve the pedestrian and horse-drawn vehicle. Today the same space needs to accommodate the automobile which requires 3 to 100 times as much space. The planners of the British new towns movement recognized this problem and proposed a completely altered street pattern that was later modified and expanded in developments in the United States.

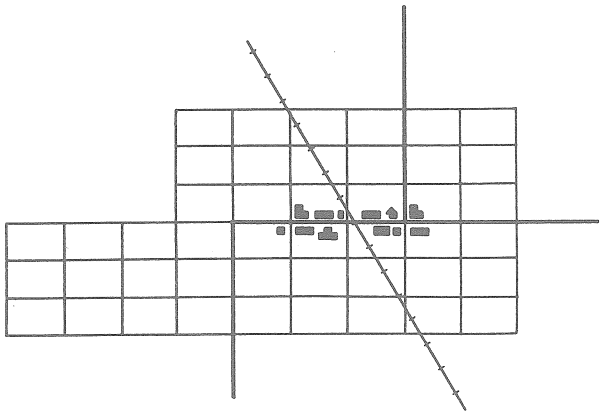
The Radburn plan was perhaps the most interesting and influential of all the redevelopments. As shown in Figure 2, it was based on the superblock concept in which houses were clustered around short dead-end streets. One of the unique aspects of the development was the location of individual dwellings and the arrangement of the walkway system. Dwellings faced away from the street so that the street side served the purpose of service. Houses fronted on a system of interior pedestrian walkways located where the traditional alleys were placed in the grid pattern. These walks traversed small landscaped front yards and connected with larger green malls that extended throughout the neighborhood and connected with school and playground facilities. Children could walk directly from home to play or school and return without being exposed to the dangers of automobile traffic. The construction of Radburn started in 1928 and the first neighborhood area was completed just prior to the depression of 1929 which terminated construction. The development remained a neighborhood rather than a complete community.

During this same era the rapidly-expanding New York metropolitan region received the attention of some of the finest planners of the day. A talented staff headed by Thomas Adams prepared the Regional Survey of New York and Its Environs, published in eight volumes. In this classic study, Clarence Perry first presented the Neighborhood Unit Plan. This concept for physical development which had its roots in Howard's garden cities proposals offers one of the best approaches available for designing cities for an industrial era. Already it has received limited acceptance in neighborhood design in Oklahoma, and is recommended as a design form for use in designing residential areas in Ada during the next decade.

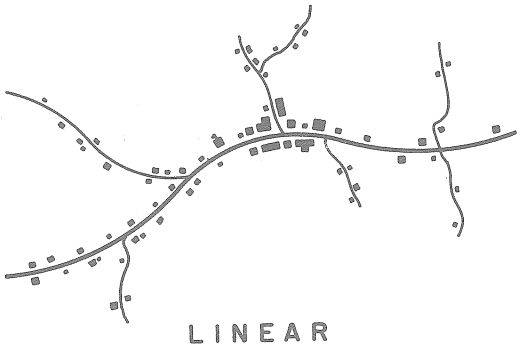
TOWN FORMS



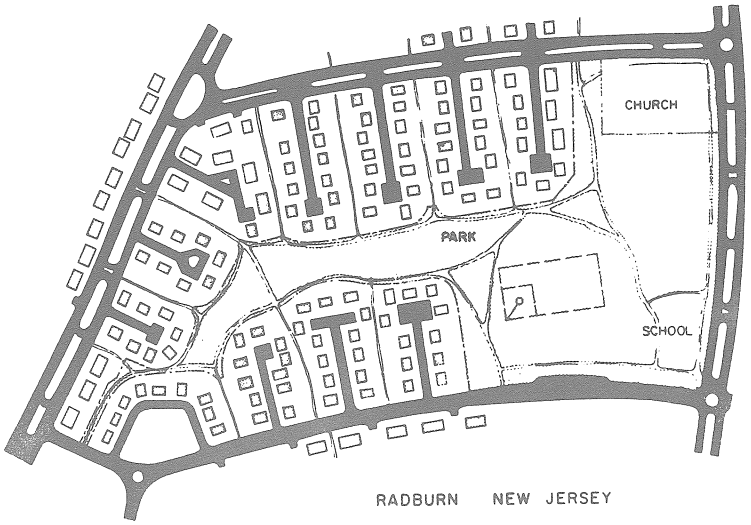
RADIAL



GRID



LINEAR



RADBURN NEW JERSEY

Figure 2

A wide variety of new urban activities and forms have been developed during the past three decades. These changes include use of the neighborhood unit concept, the emergence of shopping centers and discount stores as retail centers of the community, planned industrial parks, and the development of a street pattern based on the functional requirements of various land uses, thus modifying the more rigid design of the traditional grid and radial street patterns. Certain distinctive characteristics of each of these new forms of urban activity are identified below.

The Neighborhood Unit Concept

> The same neighborhood unit may be defined as a natural or planned area within the town whose limits are defined by the radius of many of the major daily activities of the families living in that section of the town. These activities may group around the school, the shopping district, churches, or other centers of social activity. The neighborhood unit may not be self-sufficient or a self-conscious group at the present, but its elements such as the school, park, church, or social activities provide a potential or a community interest.[2]

To define further the physical limits of the neighborhood, it is often considered to be of a size which can be served by one elementary school. For most cities in Oklahoma, neighborhood population will range from 2,000 to 8,000 persons, where single-family housing predominates. This will require a land area ranging from 360 to 630 acres. School planners generally do not consider it desirable for the elementary school child to have to travel over one-half mile to school, thus limiting the neighborhood unit to a maximum size of approximately one square mile.

A schematic diagram of the principles established for the neighborhood development is given on Figure 3. The following design principles are especially important.

1. Topography for residential areas can be of a rough or rolling character. Such land will provide good drainage and an attractive setting for the individual house. Careful lot layout and site planning will be required to provide good orientation for each unit.

2. The elementary school with the surrounding neighborhood park and playground is located in the center of the residential area while major streets are routed along the

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[2] Chicago Recreational Commission, Principles of Chicago's Recreational Plan (Chicago: The Commission, 1952), p. 5.

perimeter of the neighborhood. This enables children to travel between home and either school or park without having to cross arteries of heavy traffic.

3. Minor streets provide good access to the residential units but are designated so that they will not be used as arterial traffic routes. Pedestrian traffic should be separated from vehicular traffic. Sidewalks should be provided to give convenient access to individual dwelling units and to connect with churches, schools, parks, and other neighborhood facilities.

4. Children can walk to school and recreation areas along ribbon park strips separated from streets and hazards of moving vehicles.

5. The neighborhood shopping center is placed close to the major traffic arteries. This gives good access both from within and outside the neighborhood. Shoppers coming from other areas can drive to the commercial center without having to pass along residential streets within the neighborhood.

6. Public buildings and the more intense types of residential development are located so as to form a buffer between the greater noise and congestion of the shopping center and the quiet atmosphere of the single-family residential areas.

7. Neighborhood facilities are a non-residential character, such as churches and schools, should be located on parcels of land of adequate size to accommodate the activities generated by the institutions. Land and open space should be provided around institutional buildings of a character and extent that will protect adjacent residential units. Institutions, such as churches, that are located within a residential area but may serve the people from several different neighborhoods, should be located on the outer edge of the neighborhood and should be conveniently accessible to a major street.

8. The principles outlined in the schematic diagram show that people desiring to move within the neighborhood do so easily while those having no business there can pass by quickly without delay.

It is obvious that there will be many small land parcels which are

suitable for residential development that still cannot qualify as a neighborhood unit because of size and location. However, this need not limit the value of such parcels. Usually they can be combined with other areas to form a planning unit of appropriate size.

In summary, the general principles set forth in the neighborhood unit classify streets according to their function, provide space for each type of land use on the basis of need and performance, and give appropriate consideration to convenience and aesthetic factors. These principles are suitable for adaptation to each special problem as it arises. A wide variety of housing groups, street patterns, park and playground areas, and sites for public buildings can be provided throughout the city using the neighborhood unit principles of development.

TOPOGRAPHY AND DRAINAGE

The topographic characteristics of the Ada townsite are unique and account for much of its identity and for many of the development considerations, both past and future. The geology of Pontotoc County is generalized as follows:

> The southern part of the county is included in the Arbuckle Mountain geologic and physiographic regions. The greater part of the county lies in the area of Pennsylvanian rocks which form the Sandstone Hills region. The rocks in the Arbuckle Mountain region consist principally of limestones with thinner shales and sandstones. In the Pennsylvanian area they are thick sandstone separated by shales. The surface of the whole county is quite hilly, with the relief of the southern portion exceeding that of the northern.
>
> Canadian River forms the northern boundary but receives the drainage of only about one-third of the county, which is drained through Sandy Creek and its tributaries. The southeastern and eastern portions of the county are drained to the southeast through the headwaters of Blue River and Boggy Creek. . . .[3]

Figure 4 indicates the relationship of the present-day street and highway pattern in relationship to the topography. It can be noted from Figure 4 that the City of Ada is greatly influenced by three major ridge lines. Many of the hills and ravines in and around Ada have slopes ranging from 10 to 15 percent, which makes development both difficult and very costly.

Rainfall

The rainfall of southcentral Oklahoma averages around 36 to 45 inches annually. Pontotoc County receives an annual precipitation of about 39 inches.

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[3]L. C. Snider, "Geography of Oklahoma," Bulletin No. 27, Oklahoma Geological Survey (September, 1917), p. 310.

TABLE 1.--Average Monthly Rainfall

January	1.92	July	3.13
February	2.55	August	3.12
March	2.77	September	3.43
April	3.79	October	3.45
May	6.38	November	2.40
June	4.47	December	2.35

Annual Average 39.76

Temperature

Pontotoc County has an average annual temperature of 62.8 degrees. The winters are moderate but summer months are often marked by hot days with temperatures frequently over the 100-degree mark. The average daily minimum temperature in January is 31.2°, while August has an average daily minimum temperature of 94.6°.

TABLE 2.--Daily Average Temperatures

January	41.6	July	82.9
February	45.6	August	82.8
March	52.4	September	75.5
April	62.3	October	65.3
May	69.8	November	51.6
June	78.4	December	43.9

Average 62.7

USE OF LAND IN ADA

The network of streets pieced together through the years from plans of individual subdivisions compose the community, tie the many tracts of urban land together and give access which, in turn, determines usability and economic value of each parcel. It is within this network of streets that different land use patterns develop and together they give a city its own particular identity. This relationship of the street system and land use patterns often determines the desirability of a

city as a place to live and work.

The use of land in Ada is illustrated by Figure 5. This map shows the various relationships of the major land use categories, highway facilities, principal drainage channels, and railroad rights-of-way. The uses of land have been tabulated for each major use category for both the platted and unplatted areas within the urbanized area and are presented on Table 3. This tabulation was compiled from ownership records, aerial photographs, and field check of each parcel of land under separate ownership. This material is graphically recorded on maps which are in the office of the Building Inspector.

Residential Areas

The City of Ada has 1,105 acres devoted to residential purposes with the single-family unit as the predominant dwelling type. Developmentof housing in the past has generally been accomplished with a minimum of crowding with most of the homes situated on land parcels of at least 5,000 square feet of area. The population density in Ada varies from three to five families per gross acre of land. Both the zoning ordinance and subdivision regulations now in effect in Ada require 6,000 square feet of land for single-family dwellings.

The predominant single-family character of the community is typical of residential development in suburban areas across the United States. This trend can be expected to continue for many years. Although there is a resurgence of multi-family development in large population centers and additional apartment houses can be expected in Ada, high-density housing probably will not constitute a significant percentage of the housing supply during the next ten to fifteen years. As a consequence, one of the principles on which the Long-range Plan--1985 for Ada has been based is that single-family housing will be the predominant type of residential use in Ada in the foreseeable future.

Commercial Uses

The central business district of the City of Ada has developed between two early-day railroads. This pattern of commercial development was not unusual since this represented the crossroads or focal point of the community. With the coming of the automobile, highways were constructed linking Ada to other towns in the south, west, and east. Highways 13 and 19 were routed through the business district and this accentuated an already active trading area. Residential and industrial uses bordered the business district on all sides. Many churches and other institutional uses have developed on the fringes of the business area, especially to the south.

The development of commercial and industrial uses along major arteries of traffic reflects the impact of the automobile and the trucking industry upon the City of Ada. State Highways 3 and 99 have been developed on both sides by com-

TABLE 3.--Use of Land by Category in the City of Ada and Urbanized Vicinity, 1969

Type of Use	Area Inside City (acres)	% Inside City	Acres Outside City	Total[a]
Residential				
Single family	1080.7	30.3	162.5	1243.2
Two family	18.5	0.5	1.2	19.7
Multiple and mobile homes	5.9	0.2	0.5	6.4
	1105.1	31.0	164.2	1269.3
Commercial	116.9	3.3	4.6	121.6
Industrial	21	0.6	241.4	262.4
Public and Quasi-public				
Schools	62	1.7	0	62
Churches and church property (school and camp ground)	34.9	1.0	18.8	53.6
Cemeteries	21.3	0.6	43.6	65.0
Parks and playgrounds	139.6	3.9	3.4	143.0
Country club	3.6	0.1	85.0	88.6
Medical	11.6	0.3	3.9	15.4
Airport	278.9	7.8	320	598.9
Municipal government	4.2	0.1	6.0	10.2
Fairgrounds	21.5	0.6	0	21.5
College	59.5	1.7	0	59.5
Other	8.7	0.2	2.8	11.5
	645.8	18.1	483.5	1129.2
Transportation Easements				
Streets and highways	645.8	18.1	300.6	946.4
Alleys	54.2	1.5	1	55.2
Railroads	151.6	4.3	129.5	281.1
	851.6	23.9	431.1	1282.7
Vacant Land				
Platted	458.2	12.9	148.3	606.5
Unplatted	364.5	10.2	3923.9	4288.4
	822.7	23.1	4072.2	4894.9
Total	3563.1	100.0	5397.0	8960.1

[a]Total area includes land use by categories for 14 sections of land--see Fig. 5. Sections included are: 2, 3, 4, 5, T3N, R6E; 21, 22, 26-29, 32-35, T4N, R6E.

mercial and industrial uses virtually all the way from the intersection of Stadium Drive and Cradduck Road north past Arlington Road.

The usual pattern of strip development begins with the acquisition of property abutting on a traffic thoroughfare. This property may either be vacant or there might be an old house or building on the land. Often, if there is an existing structure, it may be used to accommodate the business or industry. Subsequently, need for additional space and area develops and the only alternative is to acquire land either adjacent to the existing business or across the alley to the rear. If the first alternative is used, which often may be the more expensive solution, this extends strip development along the traffic arteries. Should the property behind the business be acquired and developed, this often means further penetration of commercial activity into a residential area.

The central business district of Ada is similar to the business areas of many other cities in this part of the United States. It has reached an age at which most of the commercial buildings are obsolete, both structurally and functionally. Shoppers today expect year-round air conditioning, good lighting, and attractive surroundings for display of consumer goods. Well designed and lighted all-weather parking facilities have become an anticipated part of shopping. With the completion of the four parking lots in the central business district, Ada has provided adequate, convenient, safe parking for shoppers and employers in the downtown area. While adequate off-street parking in the central business district is seemingly the most obvious need in many shopping areas, the total problem may well be much more involved. Modernization of retail stores, new merchandising techniques, safe and attractive pedestrian walkways, with convenient parking and landscaping, can all combine to restore the central business district to its historic place, not only for buying and selling but also for the exchange of ideas, amusement, and cultural interchange.

Industrial Uses

Existing industrial uses occupy 241.4 acres in the Ada urban area. The Long-range Plan--1985 proposes additional areas for industrial use. Because of the variety of economic forces influencing industrial development, it is almost impossible to predict the nature or extent of industrial needs in Ada during the next fifteen years. Excellent industrial sites exist in close proximity to transportation facilities, but the development of these sites will depend largely upon the ability of local leadership to attract industry. This will require individual initiative and close cooperation of civic groups and financial institutions.

In the City of Ada, 851.6 acres of land, 23.9 percent of the city area, is dedicated as public streets and alleys, railroad rights-of-way, and highways. Many of the dedicated streets in Ada have never been opened for use; nonetheless, they are still intended for public use and cannot be taxed or utilized for private purposes until they are vacated. The use of the grid pattern of platting in Ada has

resulted in considerable amount of land being used for street purposes. Good subdivision design and careful planning of commercial and individual areas can greatly reduce the amount of area required for streets, the capital investments in street construction, and cost of street maintenance.

Schools, Parks, and Playgrounds

At the present time, schools and parks absorb 201.6 acres, 5.6 percent, of the land in the City of Ada. This figure includes Wintersmith Park (126.6 acres) and Ada High School (39.5 acres), which totals 166.1 acres or 4.5 percent, which means the entire remaining school and park system constitutes only one percent of the total land area. The existing park areas are few in number and are poorly located in regard to existing residential areas. In the Long-range Plan, it is proposed that several new park sites in the older sections of Ada be acquired.

SOCIAL FACTORS

The nature of a culture and the social institutions by which it is characterized deeply determine the location and arrangement of various types of land uses, and the consequent form of the urban area. Cities devoted to tourism and recreation often have a linear form characterized by commercial and residential uses ribboned along the major traffic arteries. These urban patterns are very different from the highly centralized cores of the communities of the Midwest which form a service and retail trade center for the agricultural hinterland. Fishing villages have a form reflective of the unique lifestyle of man dependent both on land and sea for his livelihood and the positioning of both the trade center and place of residence reflect this dual attachment. The "Widows' Walks" constructed on top of the two-story Cape Cods along the shores of New England which permit the wife a clear view of the ocean to watch for returning sailors is an architecture completely alien to the requirements of hill people working the land and mining resources of eastern Oklahoma. If a physical environment is to be provided which will best serve the unique lifestyle of a particular community it is essential to identify the social characteristics that shape the physical form of a city. Two facets of the problem must be considered and both should receive attention in city planning studies.

The influence of social factors on urban form should be clearly reflected in the spatial patterns of land use of the community. Equally important is the concern for the social conditions of people and influence of environment upon them. This linkage was poignantly expressed by the U.S. Supreme Court in an opinion delivered by Mr. Justice Douglas in the landmark case, Berman v. Parker, which upheld the right of local government to initiate urban renewal programs and to give special attention to the aesthetic quality of the community. The opinion stated:

> . . . Miserable and disreputable housing conditions may do more than spread disease and crime and immortality. They may also suffocate the spirit by reducing the people who live there to the status of cattle. They may indeed make living an almost insufferable burden. They may also be an ugly sore, a blight on the community which robs it of its charm, which makes it a place from which men turn. The misery of housing may despoil a community as an open sewer may ruin a river. [1]

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[1] Berman v. Parker, 348 U.S. 26, 75 S.Ct. 98 (1954).

Social conditions have been a concern of the city planning movement for the past half century. The first national conference on city planning met in 1909 to consider the problems of population congestion in urban areas. Broad public concern about slum conditions, poverty, and especially the plight of newly-arrived immigrants from western Europe was a major catalyst in bringing together professionals from many disciplines who launched city planning as a profession in the first decade of the twentieth century. This concern has been a continuing one though often has led to misdirected efforts.

A most notable example was the focus of urban renewal, particularly in the early days of the program initiated under the 1949 Housing Act and expanded under the 1954 Act. Slums tended to be viewed as a condition of property rather than a problem of human needs. Early programs concentrated efforts on clearing dilapidated housing. Little attention was given to the problems of inhabitants of the dwellings that were demolished. This approach tended to contribute to rather than diminish the problem. As the supply of low-income housing was reduced, the natural result was an increase in crowding in low-income areas as more and more families were forced together in the remaining low-income housing units in the city. The need was for more housing, new kinds of employment opportunities, and a better education program for adults and children who inhabited the slums. Fortunately, there has been a recent shift toward this new emphasis represented in the block grant approach of the Model Cities Programs, in the increased local and federal emphasis on construction of housing for low-income groups through such programs as Operation Breakthrough and through broader local understanding of the problems of low-income groups.

Currently, extensive knowledge is not available about the general level of mental and physical health and welfare and economic conditions of lower-income families, and of the general social conditions of Ada and Pontotoc County. While there are several agencies who are concerned about these issues, a comprehensive study of the social characteristics of the City and County has not been made and it should be placed high on the priority list of things to be accomplished in the immediate future.

Characteristics of Community

There are two contrasting views of what makes up a community and the differences in viewpoint are based on the involvement that one has in urban development. The developer, architect, and engineer are concerned about physical form and environment of an urban area. This concentration on physical characteristics has tended to overshadow and sometimes distort the citizen's view of his city. Residents of a city tend to think of it more in social and economic terms, as a community in which values are shared and the quality of life is important. This difference in viewpoint often creates conflicts based on differences in philosophy. For example, a developer normally views land as a commodity to be divided into building sites and sold at a profit. In contrast, the homeowner who plans to remain in the community

for a long period of time sees it as a place where he will rear and educate his children, find satisfaction in a productive vocation, and form friendships with neighbors. This causes the resident to view land primarily as a resource which should be protected to create a relatively stable social and economic environment. Quality of life, rather than maximizing profit, is the primary concern. One of the greatest problems confronting the Council, Board, and Planning Commission in preparing plans and making decisions concerning future growth and development is the resolution of these differences in philosophy concerning the utilization of property. An understanding of the characteristics of community is a prerequisite to policy-making.

One of the most definitive studies of the nature of community is in Warren's Community in America. He states that "[v]arious criteria thought to characterize community include a specific population, living within a specific geographic area, amongst whom there are present shared institutions and values and significant social interaction."[2]

Cultural changes have tended to produce corresponding changes in concepts of community. The increase in size and density of urban areas, a greater degree of mobility, mechanization of agriculture, and other factors have been destructive of small towns and rural communities. The suburban community may be an attempt to recreate the characteristics of small-town communities, yet the suburb is an integral part of a much larger economic and social unit and therefore quite a different type of community.

> On a more fundamental level, certain major changes have been occurring in American society which operate to transform the structure and function of American communities. These changes include an increasing specialization and division of labor, both within and among communities; the development of differentiated interests among local people who thus associate more often on the basis of specialized interests than on the basis of merely living in the same place; increased interdependence within communities, with other communities, and with social systems in the larger society; increased bureaucratization and depersonalization; the entrance of many formerly local functions into the money-price-exchange-market system; the growth of large metropolitan areas with central cities and suburbs; and finally, a gradual change in many earlier values which reflect the other changes just enumerated. . . .[3]

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[2]Roland L. Warren, The Community in America (Chicago: Rand McNally & Company, 1963), p. 2.

[3]Ibid., p. 5.

Even though characteristics of community change, there is much that is valid in the concept.

> . . . The term "community" implies something both psychological and geographical. Psychologically, it implies shared interests, characteristics, or association, as in the expression "community of interest" or "the business community." Geographically, it denotes a specific area where people are clustered. Sociologically, the term combines these two connotations. It relates to the shared interests and behavior patterns which people have by virtue of their common locality. . . .[4]

The term "local community" relates to the organization of the various types of social activities which are required to meet the daily needs of the people. These activities have been categorized as five major functions by Warren.

1. Production-distribution-consumption relates to local participation in producing, distributing, and consuming those goods and services needed locally and in daily life.

2. Socialization involves the process by which society transmits knowledge, behavioral patterns and values to its individual members.

3. Social control is the method used by a group to influence the behavior of its members to conform to group-established norms.

4. Social participation relates to significant involvement in group activity. Local access to community is achieved by individuals through religious organizations, civic clubs, and a wide variety of formal and informal groups which provide social participation channels.

5. Mutual support is a major function which is required on the local level. This has many forms--care of the sick, exchange of labor, and corporate groups or local religious groups.[5]

The creation of community obviously involves a variety of complex social and physical relationships which undergo constant changes within each community and which vary from community to community. If the functions that characterize community are to be achieved in new towns, each member will require acceptance by the group, meaningful participation in the common work and responsibility of the group, and respect, understanding, and acceptance of associates. This type of involvement requires shared experiences of a significant nature over relatively long time periods. Respect and understanding occur only

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[4] Ibid., p. 6.

[5] Ibid., pp. 9-11.

from repeated encounters. Cities that form the physical environment for real communities therefore cannot be constructed quickly from imported ideas and plans. Cities as physical units should have order and a high quality of design, but as true communities they must grow out of and reflect the culture of the region, and the unique life-style of the inhabitants--those factors that enhance the special quality of familiarity, of belonging, of participation in the creation of community. The success of a physical environment can be measured only in terms of its success as a human community.

POPULATION

The population of a community should be studied in a variety of ways for purposes of urban planning. The design of services is based on measurements of people as consuming units. The size and location of streets, sewers, water supply, and other public services are based on the density and distribution of individuals as users of these services. The economist is concerned with the evaluation of people as producing and consuming units. The economic capacity of the labor force in a city involves the aggregation of the individual vocational, technical, and professional skills of the residents. The social and behavioral sciences study people in social roles, their life styles as reflected in their value systems, and institutional patterns. The study of population, therefore, is necessary under several headings in this document. The general information on existing population is included under the Economic Factors category, but could just as appropriately have been located under social or physical planning factors.

Urbanization Trends in the United States and Oklahoma

In a period of increasing urban population, the demand for local government services has been regularly increasing. As the number of urban dwellers increase, the complexities of public service facilities increase. Not only do traditional governmental functions expand, but new facilities and services are demanded such as welfare service agencies, specialized school and recreation facilities, public health services, and cultural programs (museums, art galleries, libraries, symphony orchestra, etc.) and complex sewer, water, sanitation, and transportation systems.

Urbanization trends in the United States and Oklahoma during the past seventy years[1] are shown in Table 1. As may be noted, urban growth in the United States has been on the increase since the turn of the century with gains each decade. At the same time, Oklahoma has been urbanizing at a much faster rate. In 1900, Oklahoma was 92.6 percent rural while the United States was 39.7 percent urban. Fifty years later, in 1950, the nation was 64.0 percent urban, only 13 percent

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[1] The percent of urbanization in the United States in 1970 was not available at the time this report was prepared.

more urban than Oklahoma. The difference between the two figures in 1960 was only 7 percent. In 1970, Pontotoc County was 53.3 percent urban.

TABLE 1.--Urban Population Shown as a Percent of Total Population, United States and Oklahoma, 1900-1970

Year	United States	Oklahoma
1900	39.7	7.4
1910	45.7	19.2
1920	51.2	26.5
1930	56.1	34.3
1940	56.5	37.6
1950	64.0	51.0
1960	69.9	62.9
1970	----	67.9

Source: U.S. Department of Commerce, Bureau of the Census, Census of Population: 1960, Vol. I, Characteristics of the Population (Washington, D.C.: Government Printing Office, pp. 4 and 38-8; 1970 Census of Population, "Oklahoma Advance Report," PC(VI)-38, p. 1.

Table 2 gives the population changes that have taken place in Oklahoma since the turn of the century. From a population of 790,341 in 1900, Oklahoma has grown to over two and one-half million inhabitants. The most rapid advancements were made prior to 1930, with generally stable population growth totals noted to the present time.

While state population totals have reached a general level with minor gains and losses occurring the past forty years, urban population in the state has continued to expand significantly. As indicated in Table 2, the urban segment of Oklahoma inhabitants has grown each year despite decreases which have taken place in the state population. In 1910, the urban population of Oklahoma was 31,975; by 1970, this figure had increased to 1,740,137.

Population Trends in the South-central Counties of Oklahoma

The population trends of the counties which comprise the Southern Oklahoma Development Association (SODA) can be noted in Table 3. This ten-county area lost 3,840 people from 1960 to 1970 which represents an approximate 2-1/3 percent loss.

TABLE 2. --Total and Urban Populations in Oklahoma, 1900 - 1970

Year	Total Population		Urban Population	
	Number	% Change From Previous Census	Number	% Change From Previous Census
1900	790,341	209.6	58,417	516.0
1910	1,657,155	109.7	318,975	446.0
1920	2,082,283	22.4	538,017	68.7
1930	2,396,040	18.1	821,681	52.7
1940	2,336,434	— 2.5	879,663	7.1
1950	2,233,351	— 4.3	1,139,481	25.9
1960	2,328,284	4.3	1,464,786	28.5
1970	2,559,229	9.9	1,740,137	18.8

Sources: U.S. Department of Commerce, Bureau of the Census, Census of Population: 1960, Vol. I, Characteristics of the Population (Washington, D.C.: Government Printing Office), p. 38-8; 1970 Census of Population, "Oklahoma Advancement Report," PC(VI)-38, p. 38.

TABLE 3. --Population Data for the Counties of the Southern Oklahoma Development Association (SODA), 1970

County	1970	1960	Numerical Change
Atoka	10,972	10,352	+ 620
Bryan	25,552	24,252	+ 1,300
Carter	37,349	39,044	- 1,695
Coal	5,525	5,546	- 21
Garvin	24,874	28,290	- 3,416
Johnston	7,870	8,517	- 647
Love	5,637	5,862	- 225
Marshall	7,682	7,263	+ 419
Murray	10,669	10,622	+ 47
Pontotoc	27,867	28,089	- 222
	163,997	167,837	- 3,840

Source: 1970 Census of Population, Bureau of the Census.

Population Trends in Ada and Pontotoc County

Table 4 shows the population changes in Ada and Pontotoc County from statehood to 1970. Ada experienced a consistent and very rapid rate of growth up to 1940. In the decade 1940 to 1950, the rate of growth dropped off decisively, and in the decade 1950 to 1960, Ada experienced a rather large decrease in population. From 1960 to 1970, the population of Ada increased 512 persons or approximately 3.4 percent.

The resident population of Ada is given on Figure 6. Each dot on the map represents one average household unit of 2.44 persons.

The population of Pontotoc County increased at a fluctuating rate up to 1940. In the decade following 1940 the county experienced a numerical decrease in population of almost 9,000 people. From 1950 to 1960, the county lost another 2,952 in population; however, more than one-half of this loss occurred in the City of Ada. From 1960 to 1970 the county lost a total of 222 people.

TABLE 4. --Population Data by Census Years for Ada and Pontotoc County

Year	Pontotoc County		Ada	
1907	23,057		3,257	
1910	24,331	+ 1,274	4,349	+ 1,042
1920	30,949	+ 6,618	8,012	+ 3,663
1930	32,469	+ 1,520	11,261	+ 3,249
1940	39,792	+ 7,323	15,143	+ 3,882
1950	30,875	- 8,917	15,995	+ 852
1960	28,089	- 2,786	14,347	- 1,648
1970	27,867	- 222	14,859	+ 512

Source: 1970 Census of Population, Bureau of the Census.

Table 5 presents a comparison of percentages of age groups in Ada, Pontotoc County, and the State of Oklahoma. These percentages reflect that both Ada and Pontotoc County have a larger percentage of population in the age groups of 55-64 and 65 and over than the average for the state. Ada has a smaller percentage of population in the age group of 25-54 than the state average which may partly explain the low percentage of population in the age group 0-15 years.

TABLE 5. --Percentage of 1970 Population by Age Groups of Ada, Pontotoc County and the State of Oklahoma

Age Groups	Ada Population	% of Ada Population	% of Pontotoc County Pop.	% of Oklahoma Population
0 - 15	3,239	21.8	24.7	28.9
16 - 24	3,069	20.6	16.9	15.6
25 - 54	4,293	29	30.8	33.9
55 - 64	1,807	12.2	12.1	9.9
65 and over	2,451	16.4	15.5	11.7

Source: 1970 Census of Population, U.S. Bureau of the Census.

Table 6 presents the composition of population of Ada by age groups and by sex for 1970.

TABLE 6. --Composition of Population by Age Groups and by Sex for Ada, 1970

Age Group	Male	Female	Age Group	Male	Female
Under 5	445	407	21	184	178
5	78	99	22-24	400	377
6	109	93	25-34	680	690
7 - 9	330	298	35-44	604	727
10 - 13	455	448	45-54	712	880
14	127	97	55-59	398	518
15	130	123	60-61	159	223
16	123	114	62-64	222	287
17	122	126	65-74	585	908
18	197	259	75 & over	354	604
19	266	278	Total	6,862	7,997
20	182	263	Grand Total	14,859	

Source: 1970 Census of Population, U.S. Bureau of the Census.

The composition of population of Ada by race for 1970 can be noted in Table 7.

TABLE 7. --Composition of Population by Race, City of Ada, 1970

White	13,618
Negro	676
Indians	540
Other	25
Total	14,859

Source: 1970 Census of Population, U.S. Bureau of the Census.

Population Trends

The population trends since statehood of Ada and Pontotoc County can be noted in Table 4. While the State of Oklahoma experienced an increase of population of 9.9 percent from 1960 to 1970, Pontotoc County and the ten-county region comprising SODA had a small loss of population. The City of Ada had an increase of 512 persons from 1960 to 1970. This averages out to be an increase of approximately 52 persons per year or less than the rate of natural increase (births over deaths). Although interpretation of this type of data should be carefully made, this suggests that over the ten-year period from 1960 to 1970 Ada experienced an out-migration of people.

The future population trend of an urban area is difficult to predict, especially when that area is situated in a large geographic region that is losing population. Long-range population forecasts based on inadequate data and presented for a specific and limited area are of questionable and limited value, particularly since there is no statistical methodology that could be employed with any validity.

In examining the population trends of Ada projected to 1985, certain assumptions could be made:

1. Should Ada increase at the same rate to 1985 that was experienced from 1960 to 1970, the estimated population of Ada in 1985 would be approximately 15,700 people.

2. Should Ada increase from 1970 to 1985 at the same rate of growth of 9.9 percent that the State of Oklahoma experienced from 1960 to 1970, the estimated population of Ada in 1985 would be approximately 17,150 people.

These projections reflect figures for present-day city limits. The 1970 population for the City of Ada of 14,859 does not include approximately 1,150 people who live in the urban areas immediately surrounding Ada. If projections were to be made of the Ada Urban Area, the population figures would be different.

1. Should the present-day Ada urban area of 16,000 people increase at the rate of 3.4 percent up to 1985, the approximate population would be 16,850.

2. Should the present day Ada urban area of 16,000 people increase at the rate of 9.9 percent up to 1985, the approximate population would be 18,454.

The Comprehensive Transportation Plan completed by the Department of Highways, State of Oklahoma, projected a population of 22,000 by 1980.

The future economic health and growth of southeastern Oklahoma is still related to its natural and human resources. Maximum conservation of these human and natural resources, as well as the urban areas of this region should form the foundation for its future. The future of stabilizing the population of Ada and Pontotoc County is closely related to the economic development of south-central and southeastern Oklahoma.

PLANNING FOR FUNCTIONAL ELEMENTS: RESIDENTIAL, COMMERCIAL, INDUSTRIAL AND PUBLIC AREAS, AND TRANSPORTATION FACILITIES

Planning principles and standards and projections for each functional element of the urban community are presented in this section. These provide the basic principles and quantitative standards for evaluating the inventory of facts about the functional elements of Ada--residential, commercial, industrial, and public services. This will permit the determination of deficiencies, and establish the reference for the development policies of the Long-range Plan--1985.

FACTORS WHICH INFLUENCE THE RELATIONSHIP OF VARIOUS LAND USES

Three types of factors determine the location of each functional element in the community: (1) internal requirements of each use including site characteristics, public services such as power, water supply, and transportation facilities, accessibility to customers, raw materials, and other supply and demand factors; (2) relationship of one use to another based on the degree of interdependency of different uses; and (3) the external effects of each use.

The internal requirements for each use are based on the operational processes involved. For instance, a large manufacturing plant with a production line requiring horizontal flow of materials would need a large level site near certain kinds of transportation facilities. There would be only a limited number of such sites available in a community. In contrast the single-family home could be located on a variety of land slopes in many areas in the community. Consequently, those land uses whose internal processes require unique locations should be given special consideration.

The relationship of one use to another has a significant influence on the land use pattern. The amenities of a housing area are dependent on having homes in close proximity to and yet insulated from churches, schools, shopping, and recreation areas. This indicates a relationship of being near but not adjacent which requires skillful and comprehensive planning.

The external effects or performance of different land uses has been

the principal basis for establishing districts under the zoning ordinance. External effects may be measured as to the amount of traffic, smoke, noise, odor, dust, vibration, or blast which is generated by a particular use beyond the site on which it is located. Attendant operational hazards such as the storage of explosives also may be a factor. External effects also include psychological factors. The location of a cemetery would fall in this category. As a general rule, uses having intensive external effects tend to dominate an area and require a location away from uses having low external effects. For instance, it is obvious that a concrete batch plant should not be located near a residential neighborhood. Neither is it compatible with a research laboratory, department store, or automobile agency. Thus the basic requirements of each land use are dependent on its internal processes, its interrelationship with other uses, and its external effects. An evaluation of the different major categories of urban uses should indicate location and space requirements within the community.

PLANNING FOR RESIDENTIAL AREAS

In the cities and towns of nineteenth-century America, men tended to work in or near their places of residence and the radius of daily activities was generally limited to an area near the home. Churches, schools, shops, and small craft industries were mixed together in a relatively compact and integrated pattern. Wide separation of place of work and place of residence was rare. This spatial organization contributed to strong community ties in which individuals were involved with neighbors in many ways. The same individuals tended to encounter one another at work, at worship, while shopping and recreating, and in a variety of casual and familiar ways, which contributed to interdependency and deepened community ties at the neighborhood level. While this same type of community may exist today in some small towns, generally there has been a drastic shift in both the physical form of the residential area and the community characteristics of its inhabitants.

Residential areas have tended to become highly specialized in recent years as large subdivisions devoted solely to housing have been constructed separately from commercial and industrial areas. Contemporary cities have been developed as large clusters of separate specialized housing, industrial, and commercial cells. This has contributed to increased travel within urban areas as people have developed large transportation systems to move from one activity center to another. In recent years efforts have been made to increase diversity of activities and offer a wider choice of services concentrated within one place for convenient pedestrian access. Several of these concepts can be utuilized for new developments in Ada. Perhaps the most significant is the neighborhood unit concept which has been discussed previously.

Planned unit development is another concept that is receiving widespread current attention. One of its most significant characteristics is the variety of different land uses arranged in a unified plan. Different housing types and densities are combined with recreation and local shopping facilities. Common open space usually is an essential element of the plan. The following description of a planned unit development is contained in Article 5 of the Ada Zoning Ordinance.

> It is the intent of this section [Planned Unit Development] to encourage unified design of housing, commercial, industrial, or institutional areas and facilities, or combinations thereof, to provide for

integrated developments having harmony of design and variety of function. It is not intended to permit a greater density of uses different from those set forth in the regulations of the district in which the development is located, but this section is to provide for a greater flexibility in the design of buildings, yards, courts, and circulation, than would otherwise be possible through the strict application of district regulations, and to produce:

(1) A maximum choice in the types of environment and living units available to the public

(2) Open space and recreation areas

(3) A pattern of development which preserves trees, outstanding natural topography, and geologic features, and prevents soil erosion

(4) a creative approach to the use of land and related physical development

(5) An efficient use of land resulting in smaller networks of utilities and streets and thereby lower housing costs

(6) An environment of stable character in harmony with surrounding development

(7) A more desirable environment than would be possible through the strict application of other sections of the Ordinance

The Planned Unit Development section is designed to provide for small- and large-scale developments incorporating a single type or a variety of residential and related uses which are planned and developed as a unit. Such development may consist of individual lots or it may have common building sites. Common land must be an essential and major element of the plan which is related to and effects the long-term value of the homes and other development. A planned unit shall be a separate entity with a distinct character in harmony with surrounding development.[1]

A variety of dwelling and building types is encouraged in the planning of a unit development, but a harmony of architectural design is essential. Greater flexibility of design is permitted in planned unit development through zoning exceptions to yard, setback, and height requirements. However, the overall density and intensity of use requirements of the zoning district must have maintained by means of cluster development and the resulting accumulation of open space.

The planned unit development usually ranges in size between fifty and several hundred living units. There is no upper limit to the size of a planned unit, some offering all the amenities of a self-contained community in a new town. However, practical problems of costs and organizational realities make planned units of less than fifty homes unpracticable. For this reason, the Ada Zoning Ordinance requires a minimum size of ten acres for a residential planned unit development.

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[1] Zoning Ordinance, City of Ada, Oklahoma, Article 5, March, 1971.

To summarize, the neighborhood should be more than a place for single-family housing, it should provide a variety of housing choices, single-family, townhouses, garden apartments, and high-rise dwellings, and conveniently-located schools, churches, recreational, and commercial services. A healthy, safe, and aesthetically pleasing residential environment is a primary prerequisite. The principles and standards for achieving these objectives are discussed below.

Minimum Requirements for Healthful Living

Before a residential area can qualify as what the American Public Health Association terms "an adequate environment," it must provide for its residents at least the following:

1. Protection against accident hazards
2. Protection against contagion and provisions for maintenance of cleanliness
3. Provision for adequate daylight, sunshine, and ventilation
4. Protection against excessive noise
5. Protection against atmospheric pollution
6. Protection against fatigue and provision of adequate privacy
7. Provision of opportunities for normal family and community life
8. Provision of possibility for reasonable aesthetic satisfaction[2]

Health codes and zoning ordinances based on quantitative standards are designed to insure the provision of most of these requirements for an adequate environment. However, quantitative methods for the measurement of aesthetic quality are unavailable. The provision of the possibility for reasonable aesthetic satisfaction can be achieved only by the creative design and development of residential area may be increased by:

1. Creatively making the best possible use of land and open space
2. Establishing variety in the physical development of residential areas in order to extend freedom of choice and community integration
3. Encouraging maximum compatibility between types of

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[2] American Public Health Association, Committee on the Hygiene of Housing, Planning the Neighborhood (Chicago: Public Administration Service, 1960), p. vii.

housing and between housing and other neighborhood functions

4. Protecting and properly utilizing the unique physical features of the land
5. Providing the maximum desirable privacy for each dwelling unit while also creating adequate public places for use by the residential area inhabitants
6. In addition to the activities usually provided within the interior of the dwelling, the following functions must be provided for within and/or outside of the following:
   a. play space for children
   b. patio and garden area
   c. storage for refuse, garden tools, bicycles, etc.
   d. clothes drying
   e. yard space for light and air corridor for dwellings which may be combined with other functions
   f. driveway and off-street parking for storage of resident and visitor automobiles

In addition to providing these minimum requirements for healthful living and privacy, the amenities of residential areas can be greatly increased by following basic principles of neighborhood design. Following is an enumeration of design considerations which should be followed in planning residential areas.

1. Topography for residential areas can be of a rough or rolling character. Such land will provide good drainage and attractive settings for the individual house. Careful lot layout and site planning will be required to provide good orientation for each unit.
2. Each neighborhood should be developed as a completely integrated unit. The neighborhood should provide space principally for residential use. However, recreational, religious, educational, and neighborhood shopping facilities to serve the residential neighborhood should be provided. The elementary school and park should be approximately in the neighborhood center so as to be accessible from each residential area. Uses that are incompatible with a residential area should be excluded.
3. The residential area should be in close proximity to work and recreational areas.
4. The design for traffic circulation in each neighborhood should provide easy access to the individual dwelling units and neighborhood facilities. Major streets should be routed around the perimeter of the neighborhood. Minor streets should be designed in a manner that will

discourage their use except by those having the neighborhood as their destination.

5. Pedestrian traffic should be separated from vehicular traffic. Sidewalks should be provided to give convenient access to individual dwelling units and connect with churches, schools, parks, and other neighborhood facilities.

6. Neighborhood facilities of a non-residential character, such as churches and schools, should be located on parcels of land of adequate size to accommodate the activities generated by the institutions. Land and open space should be provided around institutional buildings of a character and extent that will protect adjacent residential units. Institutions, such as churches, that are located within a residential area but may serve people from several different neighborhoods, should be located on the outer edge of residential areas and should be conveniently accessible to a major street.

CHURCHES

Historically, churches have been located within the residential neighborhoods of the community, but they have not been restricted by public regulation from any area within the community. Many older churches were located originally near or within the central business district and even today some are placed within industrial areas. Because of the wide diversity of religious denominations, and the types of facilities provided by each, there has been a growing concern about where the church should be located in relation to the other elements of the community. While private covenants often have been used to exclude them from residential areas, it is still generally accepted, and upheld in the courts, that the church should be an integral part of the residential neighborhood.

The early churches often were located in the neighborhood so as to be within convenient walking distance of the places of residence of members of the congregation. Today, the concentration of people and their automobiles around the church building at many times during the week while participating in the extensive programs of the contemporary church, often have greatly depreciated the value of adjacent properties. The answer to the problem is not to remove the church from the neighborhood, but rather to make sure that each church to be located within the city follows appropriate planning standards in the acquisition and development of site and facilities. Since the church building represents a more intensive use of land than does a single-family dwelling, planning standards designed specifically for churches in residential areas should be followed.

The Zoning Ordinance adopted by the City of Ada establishes a larger building site and greater setback requirements for church buildings than for residential units (see Article 2, sec. 3.4E(3)). Also, off-street parking requirements are established to prevent congestion on adjacent residential streets. It is recommended that new churches to be located within the area, or established churches which are to be relocated, follow the area standards set forth in Table 1 for the acquisition of a suitable site. These area standards have been developed for churches which are to be located in Oklahoma cities. Although the standards exceed the size of the sites of most older churches of the community, they represent the minimum area required to provide adequate off-street parking, building area, and yard space for landscaping and for the assembly of people. If the church is to continue to play an important role in the life of the community, the architecture and siting of the building should signify this role.

TABLE 1.--Minimum Area Standards for Church Sites in Urban Areas in Oklahoma

Maximum Seating Capacity of Sanctuary	Building Area in Square Feet[a]	Yard Area Square Feet[b]	Off-street Parking[c]		Total Area Required for Site	
			Square Feet	No. of Spaces	Minimum Acres	Desirable Acres
200	6,400	12,800	15,000	50	0.8	1.6
400	12,800	25,600	30,000	100	1.6	3.2
600	19,200	38,400	45,000	150	2.3	4.6
800	25,600	51,200	60,000	200	3.1	6.2
1000	32,000	64,000	75,000	250	3.9	7.8
1500	48,000	96,000	112,500	375	5.9	11.8
2000	64,000	128,000	150,000	500	7.9	15.8
3000	96,000	192,000	225,000	750	11.8	23.6

[a]Based on an area of 16 square feet per person in the church sanctuary and an equal amount for educational space.

[b]Area for yards and landscaping is twice the area provided for buildings, thus establishing a maximum coverage factor of 33 percent. This is compatible with maximum densities for most residential areas in Oklahoma.

[c]One off-street parking space is provided for each four seats in the sanctuary.

The quality of church buildings is indicative of the character of the community. Too often individual groups of people erect sub-standard and inferior buildings to be used for "religious purposes" and let the lack of finances provide the excuse for inferior development. Such buildings often are located on small parcels of land without adequate parking facilities, yards, or open spaces. This type of facility has a deteriorating effect on surrounding property and on the neighborhood in general. A similar quality of development of a residential, commercial, or industrial nature would not be tolerated by the community. Neither should the community countenance inferior planning standards for religious institutions.

One of the major problems encountered by churches desiring to locate in a city is the difficulty of acquiring a suitable site. Lots laid out for home sites are neither large enough or appropriately located to serve religious institutions. Church sites of appropriate size should be planned as a part of the initial development of the neighborhood. The number of churches averages 1.3 per thousand population in Tulsa and Oklahoma City and increases as the size of city decreases

to 2.0 churches per thousand population for cities of 5,000 people.

Since churches of a variety of faiths and denominations may be located in one neighborhood and may serve people from all over the community, sites should be located on the outer edge of the neighborhood.

HOUSING ANALYSIS AND STUDY DESIGN, ADA, OKLAHOMA

Housing has long been recognized as a significant element in community development. The nation's overall goal was clearly stated in the 1949 Housing Act which was designed to provide "a decent home and a suitable living environment for every American family." In 1968, this goal was reinforced by Congress when a ten-year housing goal of 26 million units was established. Its objective is to give every American "the opportunity to obtain a decent home in a suitable living environment at a price he can afford, in a community of his own choosing, within a reasonable distance of his work and other daily activities."

This ten-year goal represents an increase of 40 per cent over the 1968 national housing inventory excluding housing losses by attrition. Six million units are to be subsidized by the federal government and this will mean a sharp increase in government subsidized housing. In the thirty-year history of federal housing programs up to 1968, only one million units have been built with subsidies.

Total housing production in 1969 and the estimated housing production for 1970 will be approximately 3.6 million units which means that the 1968 housing goal is falling short and in order to meet this goal greater production will be required in subsequent years. To help meet this national goal, the analysis and planning for housing should be an important component of the comprehensive planning process.

What constitutes the "housing element" is not fully defined or agreed upon by housing authorities. Problems of definition relate to the fact that social and perceived cultural values are often more significant than structural quality and economic cost. Home ownership in the United States has special status and in most communities the single-family dwelling is viewed as more desirable than an apartment. In 1969, the owner-occupancy rate of all housing units in the U.S. was 64.2 per cent. In 1970, in Pontotoc County, the rate of home ownership was 61.9 per cent compared with 57.7 per cent in 1960. The 1970 rate of home ownership in the City of Ada was approximately 55.6 per cent.[3]

The American Public Health Association (APHA), which has been involved in housing research for several decades, includes both physical and social factors in

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[3]U.S. Bureau of the Census, 1970, Census of Population.

discussion of housing concepts. The APHA Committee on Hygiene of Housing has stated that the

> . . . housing environment comprises that area which embraces all the public facilities and conditions required by the average family for its comfort and proper development within the vicinity of the dwelling. Standards for housing environment must deal at least with the smallest geographic unit which includes those basic facilities and conditions; a unit which will permit organization of physical surroundings to eliminate inconveniences and hazards; and which will provide a physical form suitable for the full development of community life.[4]

The social implications of housing are reflected in land use and neighborhood design policies and in density policies set forth in the Long-range Plan and Zoning Ordinance. The socio-economic population mix can be radically influenced and controlled by the lot size requirements and the size and cost of dwelling units available to citizens. Many communities have effectively excluded large population segments by establishing standards that provided lot sizes and housing units that only middle and upper middle income groups could afford. While "snob zoning" cannot be socially justified in a democracy and has had difficulty in receiving legal sanction in the United States, the fact remains that housing of adequate quality to provide a healthful physical and psychological living environment is costly. It cannot be afforded by lower income groups unless some type of income or housing subsidy is provided.

Recent studies indicating the actual cost of providing adequate housing to families of different sizes in cities in Oklahoma are summarized below.

Housing Cost Elements in Oklahoma, 1970

The cost of various components of housing have been divided into improved land costs, building costs, and other factors. Improved land costs range from $9,000 per acre for single-family housing to $12,000 per acre for townhouses and $18,000 per acre for highrise apartments. The figures for improved land costs include costs for the following: raw land cost, engineering, grading of the site, 8" sanitary laterals, 6" water lines, 26-foot wide street (with curb) of Portland cement and site drainage. Dwelling unit construction costs are set forth in Table 2.

A summary of the cost of living in an adequate single-family house in Oklahoma in 1970 is given in Table 3. The term "adequate" is based on providing a dwelling unit having a net habitable floor area as set forth in Table 4. The net floor area of the dwelling is equal to approximately 80 per cent of the gross floor area, when gross floor area is defined as the total area of the dwelling measured

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[4]American Public Health Association, Planning the Neighborhood, p. 1.

to the outside face of the outer walls of the building. While these areas are somewhat lower than American Public Health Association standards, they are sufficient to provide a high-quality living environment if good dwelling design and mechanical equipment, including central air conditioning and heating, are provided.

TABLE 2.--Estimated Construction or Replacement Cost Per Gross Square Foot by Type of Dwelling Unit in Oklahoma, 1970

Type of Unit	Construction Cost Per Sq. Ft.
Single-family	$ 13.00
Two-family	12.40
Rowhouse/townhouse	12.40
3-story apartment	11.50
6-story apartment	17.75

TABLE 3.--Cost of Living in an Adequate Single-family Dwelling by Household Size in Oklahoma, 1970

	Household Size in Number of Persons							
Items	1	2	3	4	5	6	7	8
Principal/Int.	$ 64.92	$ 64.92	$ 74.87	$ 91.72	$107.58	$128.60	$139.36	$160.38
Taxes	10.87	10.87	12.10	13.72	16.16	18.87	22.17	24.72
Maintenance	6.42	6.42	6.42	7.74	7.74	9.00	10.32	11.70
Furnishings	11.77	14.99	19.26	23.53	23.53	29.95	38.52	38.52
Utilities	33.49	37.53	46.53	50.39	55.54	62.32	64.96	67.25
Electricity	13.87	13.87	18.37	20.38	22.18	26.21	27.00	27.60
Gas	5.40	5.40	6.60	7.80	8.70	9.60	10.20	10.80
Water	7.20	9.36	10.70	11.95	13.20	14.45	15.70	16.76
Telephone	7.02	8.90	10.86	11.46	11.46	12.06	12.06	12.06
Total/month	127.47	134.73	159.18	187.10	210.55	248.74	275.33	303.14
Total/year	1529.64	1616.76	1910.16	2254.20	2526.60	2984.88	3303.96	3637.68
Income needed	7650	8100	9550	11250	12650	14900	16500	18200

It is evident from the figures set forth in Tables 3 and 4 that adequate housing is relatively costly. These social and economic problems of housing are not unique to the City of Ada, but prevail in most large and small communities throughout the United States, and their solutions cannot be developed in this initial study. The primary focus of this analysis concerns the quality of the physical housing en-

vironment of existing dwelling units.

TABLE 4.--Summary of Standards for Space Needs in Net Square Feet of Floor Area by Household Sizes and Household Functions

Function	Household Size by Persons							
	1	2	3	4	5	6	7	8
Bedroom	100	120	240	320	340	440	460	560
Bathroom	40	40	40	40	80	80	80	80
Kitchen	60	60	75	90	100	110	120	130
Living-dining	100	180	180	230	280	330	380	430
Closet-storage	36	46	56	66	81	91	101	111
	336	446	591	746	881	1051	1141	1311

Ada Housing Analysis

The study of housing in Ada covers three basic elements: quality of the housing structure; quality of the immediate on-site environment of the dwelling; and quality of the neighborhood environment.

1. Quality of Housing Structure.--The quality of the housing structure is concerned with size, design, and equipment of space within a dwelling and includes such factors as crowding, light, ventilation, and aesthetic conditions. Quality of design and construction is significant, including materials and methods used in construction, quality of maintenance, and age of structure. The nature and scope of this initial analysis is designed as an external survey to evaluate factors that can be observed without entering the dwelling or analyzing factors of occupancy. The following criteria were used in evaluating dwelling units in Ada by a field survey conducted in June, 1970.[5]

Sound Housing is defined as that which has no defects, or only slight defects which normally are corrected during the course of regular maintenance. Examples of slight defects are need of repainting; slight damage to porch or steps; slight wearing away of mortar between bricks or other masonry; small cracks in walls, plaster, or chimney; cracked windows; slight war on porch floors, doorsills, doorframes, window sills, or window frames; and broken gutters or downspouts.

[5] Adapted from definitions of sound, deteriorating, and dilapidated housing in U.S. Bureau of the Census, U.S. Census of Housing: 1960, Vol. I, States and Small Areas: Oklahoma, Final Report HC(1)-38 (Washington, D.C.: Government Printing Office, 1962.

Minor rehabilitation is housing in the first stages of deterioration which would need more than that regular maintenance required to return it to sound condition. Examples would be structures in need of major recalking and repainting; roofs which require individual renewal to prevent rotting; and masonry in need of major repainting.

Major rehabilitation is housing in an intermediate stage of deterioration. Such housing has several defects of an intermediate nature that must be corrected if the unit is to continue to provide safe and adequate shelter. Examples of intermediate defects are: holes, open cracks, rotted, loose, or missing materials over a small area of the foundation, walls, roof, porch, floors, or porch ceilings; defective or unsafe porch, steps, or railings; several broken or missing windowpanes; some rotted or loose window frames or sashes that are no longer rainproof or windproof; broken or missing stair treads, or broken, loose, or missing risers, balusters, or railings of inside or outside stairs; deep wear on doorsills, doorframes, outside or inside steps or floors; missing bricks or cracks in the chimney which are not serious enough to be a fire hazard; and makeshift chimney such as a stovepipe or other insulated pipe leading directly from the stove to the outside through a hole in the roof, wall, or window. Such defects are signs of neglect which lead to serious structural deterioration or damage if not corrected. The distinction between minor and major rehabilitation requirements is primarily the degree of deterioration that has occurred and the period of time which intermediate defects have existed. A roof which has leaked for several years will result in internal rotting and moderate structural damage which can be repaired.

Critical is dilapidated housing which does not provide safe and adequate shelter and in its present condition endangers health, safety, or well-being of the occupants. Such housing has several critical defects and intermediate defects in sufficient number or extent to require considerable repair or rebuilding; or is of inadequate original construction. The defects are either so critical or so widespread that the structure should be extensively repaired, rebuilt, or torn down.

Critical defects result from continued neglect or lack of repair, or indicate serious damage to the structure. Examples of critical defects are: holes, open cracks, or rotted, loose, or missing material (clapboard siding, shingles, bricks, concrete, tile, plaster, or floorboards), over a large area of the foundation, outside walls, roof, chimney, porch floors, or porch ceilings; substantial sagging of floors, walls, or roof; and extensive damage by storm, fire, or flood.

Structure Evaluation Elements

Major Components	Roof and roofing materials
	Exterior wall
	Foundation

Minor Components
- Gutters or downspouts
- Exterior paint
- Windows and doors
- Porches and exterior stairs
- Site drainage
- Walks and drive

Degree

Sound: in need of only normal maintenance or less (0-10% of component or system)

Minor: structural or non-structural item is worn, loose or cracked (10-20% of component or system)

Major: structural or non-structural item is badly deteriorated and in need of major repair (20-50% of system is loose, cracked, damaged, worn or rotted to an extent requiring replacement)

Critical: structural or non-structural item is badly deteriorated, sinking, leaning, non-operative or non-functional, out of plumb or unsafe to an extent requiring complete replacement (50% or more of system requiring replacement)

2. Quality of On-site Environment. --Evaluation of the environment of the site on which the housing was situated was made as a part of the structural quality survey. Factors which were considered included site drainage, landscape, hard-surfaced drives, and off-street parking spaces, condition and coverage of accessory buildings, quality of general maintenance, and potential for rodent and pest infestation.

3. Quality of Neighborhood Environment. --Evaluation of neighborhood environment included an analysis of those factors which established the general environmental quality. These included the public services available: sanitary sewers, public water supply, paved streets, and improved drainage channels. The quality of subdivision design, housing density, incompatible land uses, and intrusion of external traffic and other undesirable elements were also considered. The results of this analysis and recommended action to remedy problems and conserve existing values is set forth below.

External Survey Results

Several limitations related to the survey method should be noted. First, the survey was entirely an external one. Dwelling units having sound external conditions still can be internally deficient through lack of basic sanitary facilities and mechanical equipment, poor internal design or maintenance, or other factors. Secondly, the external survey did not indicate conditions of internal crowding that would be caused by too many people living in too small an area. The relationship between dwelling functions and space requirements based on family size is given on

Table 3, which was used previously to determine costs of adequate housing (see page 11). The primary method for implementing public policies relative to occupancy is through the adoption and enforcement of a housing code. In no other way can there be any assurance that the number of occupants will not exceed the space available for healthful housing, regardless of the quality of the structure.

A summary of the housing analysis of the Ada Urban Area is set forth on Table 5. A total of 6,244 dwelling units were evaluated and of this number 5,786 were inside the city limits. The geographic distribution of units classified in need of major rehabilitation or classified in critical condition can be noted on Figure 7.

TABLE 5.--Evaluation of External Conditions of Housing of Ada and Urban Vicinity, 1970

	In City Limits	% of Total Units	Outside City Limts
Sound	1,543	27 %	145
Minor rehabilitation	2,176	38	145
Major rehabilitation	1,654	29	73
Critical	313	6	21
Subtotal	5,686	100 %	384
Mobile homes	42		10
Units not rated	58		64
Total	5,786		458

An environmental survey of the City of Ada was made in 1969. This survey was prepared by the Pontotoc County Health Department in cooperation with the Oklahoma State Department of Health and the Southern Oklahoma Development Association. As part of this survey, a housing inventory was made classifying dwelling units as being sound, deteriorating, and dilapidated. A comparison of the County Health Department housing survey and the survey made as a part of this study can be noted in Table 6. A more detailed breakdown of housing analysis by section is presented in Table 7.

In Table 6, some of the housing survey classifications used in the long-range planning study have been combined to more closely reflect the classifications used by the U.S. Census of Housing of 1960 and by the Pontotoc County Health Department in their housing surveys of 1959 and 1969. In the planning study survey those housing units classified as sound and in need of minor rehabilitation have been combined as sound housing in Table 6. Housing considered in need of major rehabilitation has been considered deteriorating and critical rated housing is considered dilapidated in Table 6.

TABLE 6. --Comparison of Housing Survey for City of Ada by Pontotoc County Health Department in 1960 and 1969; Long-range Plan, 1970; U.S. Census, 1960

	Census of Housing 1960		Pontotoc County Health Dept.				Long-range Planning Study	
	Number	% of Total	1959	% of Total	1960	% of Total	1970	% of Total
Sound	4,347	78 %	4,575	90 %	3,307	60 %	3,719	65 %
Deteriorating	806	15	182	4	1,784	32	1,654	29
Dilapidated	388	7	292	5	415	8	313	6
Totals	5,541	100 %	5,054	100 %	5,507	100 %	5,686	100 %

Sources: U.S. Bureau of the Census, Census of Housing; 1960; records of Pontotoc County Health Department; field survey, June, 1970.

TABLE 7.--Housing Analysis by

Sec.	Sound In City	Sound Out of City	Minor Rehal In City	Minor Rehal Out o: City	Grand Total
21	8	0	25	2	184
22	0	0	0	0	16
29	21	4	37	1	155
28	52	2	88	1	251
27	178	0	130	0	439
26	18	16	1	11	50
32	105	3	324	41	839
33	169	0	649	0	1628
34	214	49	468	0	1127
35	376	7	71	1	466
2	0	0	0	0	29
3	44	23	30	51	183
4	205	27	253	15	559
5	153	14	94	22	318
Total	1453	145	2176	145	6244

Source: Field survey,

Evaluating housing with the intention of making comparisons with past evaluations does not lend itself to a satisfactory rating system. The problem is that different people at different times are viewing the same housing, trying to establish some frame of reference for making evaluations. With this limitation in mind, the data on Table 6 indicates that the housing inventory in Ada is not in as sound a state of condition in 1970 as it was in 1960. The survey made in 1969 by the Pontotoc County Health Department and the survey made in 1970 as part of the Long-range Planning Study are quite close in their classification of housing in Ada. These two surveys indicate that there are approximately 1,650 to 1,785 dwelling units in need of major repair and maintenance. This represents around 30 percent of all housing or 3 out of 10 dwelling units need major repairs. The same two surveys also indicate that between 300 and 415 housing units are in a dilapidated state of condition. The problem of these housing units is serious and there is considerable question if it is economically reasonable to make the repairs necessary to bring these structures up to standard condition. The above figures suggest that between 6 and 8 percent of the housing in Ada should be replaced immediately and that unless a concerted effort is made to provide adequate repair and maintenance on the 1,650 to 1,785 housing units needing major rehabilitation many more dwellings will soon be beyond repair.

NEIGHBORHOOD ANALYSIS IN ADA

The City of Ada is difficult to delineate into convenient, precise, and clearly-recognized neighborhoods. Under present Ada School District rules, a child may attend any elementary school of his choice. Although, according to the Superintendent of the Ada School District, most children attend the school nearest their home, there seems to be relatively no strong feelings concerning a sense of "neighborhood schools." Other factors which make neighborhood definitions difficult are the crisscrossing of railroads, highways, hilly topography, and large institutional areas that tend to break up residential areas.

The delineation of the City of Ada and the immediate urbanized area into neighborhoods can be noted on Figures 7 and 8. The Housing Analysis section of this document contains an evaluation of housing structures and environmental factors in Ada. This material should be considered a part of neighborhood analysis. The following analysis covers the six neighborhoods as delineated and indicates the requirements for protecting and improving each of these as individual neighborhoods.

Delineation of Neighborhood Planning Districts

The general factors to be considered in the delineation of neighborhood boundaries may include an emphasis on ethnic and socio-economic diversity or homogeneity of the population. Many residential areas which are classified as neighborhoods either by planners or by local residents often are composed of populations having similar income, ethnic, and cultural characteristics. These relatively uniform areas have a large degree of homogeneity and the boundaries that separate them from other neighborhoods usually are formed by major streets, railroads, corridor open space, and changes in land use patterns, and housing types. While residents often seem to attach great importance to living among neighbors holding similar values (usually measured in terms of economic and racial class), social planners and minority group leadership have tended to stress the need for greater socio-economic mixes within neighborhoods. This is clearly evidenced in the integration of the primary and secondary school systems and the de-emphasis of the neighborhood school.

These are value judgments that must be dealt with at the community level and will influence the spatial organization, density, land use, and the boundaries of each neighborhood. Other factors which have a significant influence on neighborhood delineation include the boundaries formed by major transportation

arteries or changes in land use, topographic and other physiographic features, particularly those which affect the cost of constructing utilities, population densities, competitive factors, and entrepreneurship.

Relationship of Community Facilities to Neighborhood Planning Districts

The location and land use of existing schools and parks in the City of Ada can be noted on Figure 8. The relationships of these various public facilities to the residential neighborhoods is discussed in the following pages.

Community and Neighborhood Characteristics

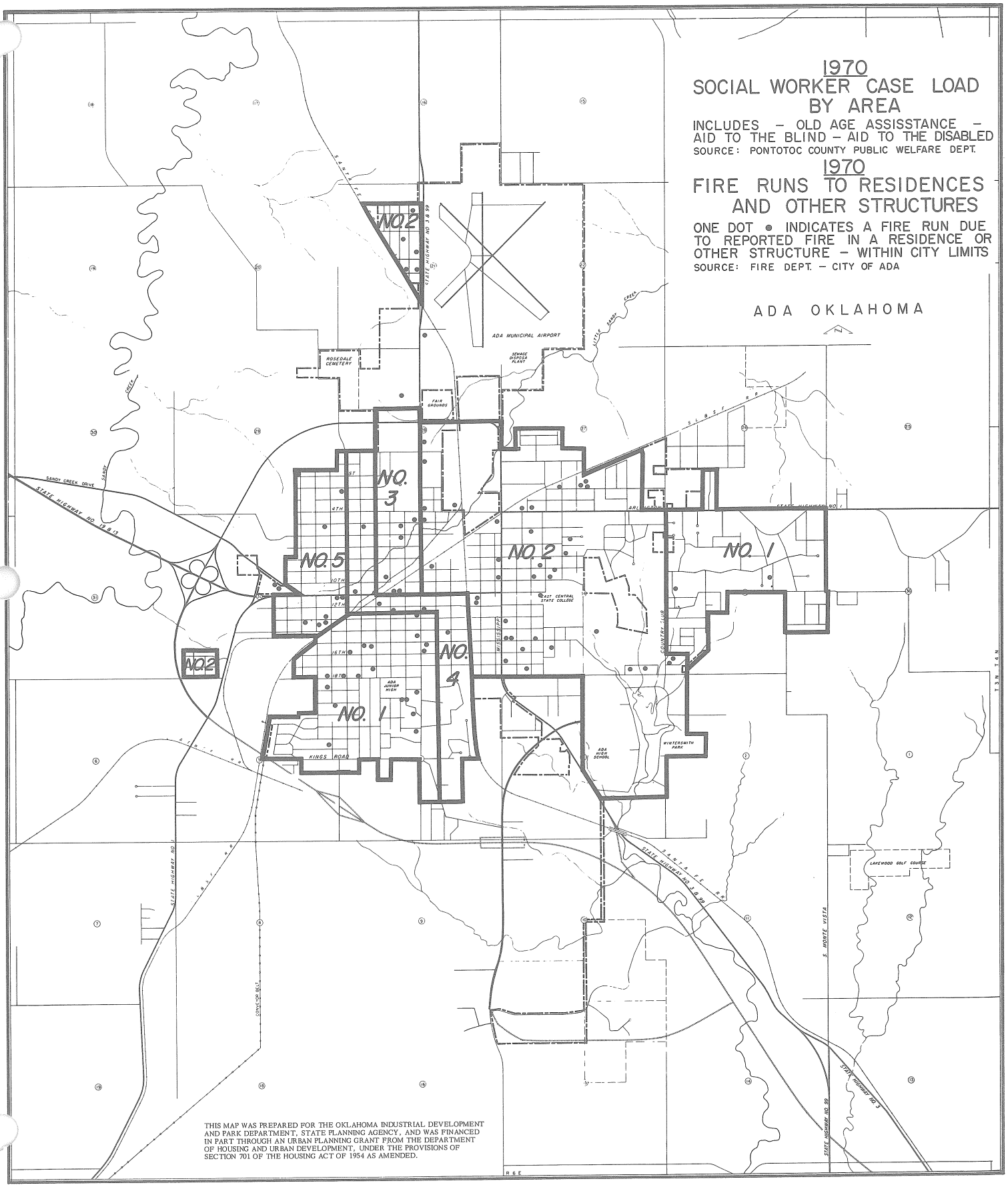
Population. --The 1970 population of the incorporated limits of the City of Ada was 14,859, which represented an increase of 512 persons from the 1960 population of 14,347.

Family Size. --The number of persons per occupied dwelling in Ada in 1970 was 2.67 compared with 2.83 in 1960.

Population Composition. --The 1970 population of Ada was 91.6 percent white, 4.5 percent Black, 3.6 percent Indian, and less than one-half percent was classified as other. The Black population is located in Neighborhoods "A" and "F." There does not seem to be any intensive concentration of the Indian population into a particular residential area.

Elderly or Retired. --The City of Ada has a higher percentage of population over 55 than does the average for the State of Oklahoma. In Ada in 1970, 28.6 percent of the total population was over 55 as compared with 21.6 percent of the total population for the State of Oklahoma. Of those over 65, Ada had 16.4 percent of its total population as compared with 11.7 percent of the total population of Oklahoma over the age of 65. Additional data for people over 65 can be noted in Table 8.

Public Assistance. --The social worker case load by area for the City of Ada can be noted on Figure 9. This information was supplied by the Pontotoc County Public Welfare Department to help illustrate those areas of Ada which have more need for the various forms of assistance available from the Welfare Department. Information on location of individual cases was not disclosed but the graphics of Figure 9 help identify those residential areas with the greatest need. Since welfare is a county function, the Pontotoc County Public Welfare Department generally does not make distinction between city and county services. The flow of monies related to public assistance in Pontotoc County can be noted in Table 9. Of the 1,952 cases noted in Table 9 for Pontotoc County, 1,170 of those cases were in Ada. The various types of assistance provided to the residents of Pontotoc County



THIS MAP WAS PREPARED FOR THE OKLAHOMA INDUSTRIAL DEVELOPMENT AND PARK DEPARTMENT, STATE PLANNING AGENCY, AND WAS FINANCED IN PART THROUGH AN URBAN PLANNING GRANT FROM THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT, UNDER THE PROVISIONS OF SECTION 701 OF THE HOUSING ACT OF 1954 AS AMENDED.

FIGURE 9

in March, 1971, are as follows:

Old Age Assistance

Cases Added	Cases	Persons	Payments	Average Case/Person	Cases Closed
10	1,283	1,359	$87,699	68.35/64.54	10

Aid to Families With Dependent Children

Cases Added	Families	Persons Total	Adults	Children	Payments	Average Case/Person	Cases Closed
11	298	1,023	281	742	$36,333	121.92/35.52	15

Aid to the Blind

Cases Added	Cases	Persons	Payments	Average Case/Person	Cases Closed
0	22	26	$2,605	118.41/100.19	0

Aid to the Disabled

Cases Added	Cases	Persons	Payments	Average Case/Person	Cases Closed
8	336	384	$31,983	95.19/83.29	9

TABLE 8.--Persons 65 Years Old and Over by Household Relationships

Head of family	836
Wife of head	495
Other family member	139
Male primary individual	153
Female primary individual	745
Non-relative (roomer, boarder, etc.)	12
Inmate of institution	69
Others in groupquarters	2

TABLE 9.--Sales Tax and Amount Returned Per Dollar Collected and Summary of Cases and Persons for Pontotoc and Adjoining Counties, March, 1971

County	Sales Tax Receipts[a]	Payments[b]	Returned Per $1.00/Sales Tax Receipts	Cases	Persons
Pontotoc	82,643.81	159,882.52	1.93	1,952	2,810
Coal	7,088.99	58,129.00	8.20	678	999
Garvin	59,152.09	159,775.00	2.70	1,932	2,774
Hughes	20,875.88	121,240.00	5.81	1,523	2,169
Johnston	9,428.18	74,311.00	7.88	907	1,340
Murray	19,403.04	68,659.00	3.54	879	1,193
Pottawatomie	112,413.26	214,700.85	1.91	2,617	3,727
Seminole	53,082.50	224,555.00	4.23	2,532	4,267

[a]Receipts from February, 1971, collections of January sales transferred in March by the Oklahoma Tax Commission.

[b]Includes payments from both state and federal funds.

Source: Monthly Bulletin, Published by Oklahoma Public Welfare Commission, March, 1971.

Public Health.--Data collection regarding case incidence of disease and treatment thereof is not adequate at the county or city levels to be of any value in neighborhood analysis. The Pontotoc County Health Department does have some data but the necessary information to have a clear record of all incidence of disease is not available at this time.

Police Records.--The police department of the City of Ada maintains complete detailed records of all citations issued or all complaints received. The type and number of violations in 1970 can be noted in Table 10.

Fire Runs.--The number and distribution of five runs made in 1970 due to a reported fire in a residence or other structure can be noted on Figure 9. In 1970, the Ada Fire Department responded to 282 fire calls which included responses for first-aid and other special calls. The financial loss estimated to have been caused by fire in 1970 was $164,341.13.

TABLE 10.--Types and Number of Violations and Persons Booked in City of Ada, 1970

Hazardous traffic violations	2,392
Non-hazardous traffic violations	591
Municipal violations	1,572
Persons booked in	4,058
Persons booked on municipal charges only	1,392

Neighborhood Elements Analyzed

The quality of a residential neighborhood is determined not only by the quality of individual housing units, but also by the variety of the neighborhood services and facilities, and the general convenience and pleasantness produced by their arrangements. The elements usually required in a neighborhood in addition to housing include primary schools and sub-neighborhood playgrounds for young children, neighborhood parks for family recreation, convenience shopping and personal service commercial uses, library facilities, churches, and recreation halls, gymnasia, and arts and crafts centers for social, educational and recreational activities of residents, and general health facilities and services. The size, location, and arrangements of these facilities have been discussed in the Physical Features section of this document which provides a detailed examination of the neighborhood unit design concepts, and in the section devoted to Planning Principles and Standards for Residential, Education, Recreation, and Open Space.

The factors requiring analysis in each of the study neighborhoods concerning urban conservation and arrest of blight include the following:

1. Physiographic features including topography and drainage
2. Land use patterns and land use relationships
3. Housing quality
4. Development densities
5. Public facilities and utilities including schools, public recreation facilities, and convenience commercial centers
6. Neighborhood Plan: aesthetic and design quality including circulation system, platting patterns, open space, visual quality, maintenance of public space

ANALYSIS OF NEIGHBORHOOD "A"

See Figure 10.

Physiographic Features.--As noted on Figure 10 a major ridge line runs through the west-central part of the neighborhood. This required that a sewage lift station be developed in order that gravity flow sanitary sewers could be used on the west side of the ridge line. The topography on the west side becomes very rough with slopes from 10 to 15 percent with very shallow soil cover. This area should not be urbanized due to the steep slopes, poor soil conditions, and general condition of existing development. The area to the east of the ridge line is platted and extensively developed. A drainage ditch in the area from Glenwood Park northeastward to 5th Street will need continued careful attention to minimize overflow problems.

Land Use Patterns.--Neighborhood "A" is part of the original townsite of Ada and is therefore part of the oldest development in the city. The neighborhood is virtually all single-family residential with industrial and commercial activities on the edges of the neighborhood near the central business district. There are a few home occupations and small commercial activities in the interior of the neighborhood--most of which are located on Oak Avenue. An old early-day cemetery is located in the northwest part of the neighborhood. This cemetery is owned by the City and the burial lots have long been sold off. It is very well maintained; however, there is a narrow strip on the north and west sides that is poorly kept and tends to have a depressing effect on adjoining property. The area to the south is well maintained and there is an old single-family residence on the southwest corner that is in excellent condition. This cemetery can be a very effective key in upgrading this part of the neighborhood. It is proposed that the City continue the excellent maintenance of the cemetery while extending and improving the edges to the north and west.

Housing Quality.--The housing quality of Neighborhood "A" can be generally characterized as old; most of it was constructed prior to 1920 with 40 percent of the dwelling units either deteriorated or dilapidated. There was a total of 1,237 dwelling units in the neighborhood on the date of the housing survey in June, 1970. Of this total, 345 (28 percent) of the neighborhood dwelling units were deteriorating and in need of major repairs, and 147 (12 percent) were in a critical or dilapidated condition. The general location of the deteriorating and dilapidated dwellings can be noted on Figure 10.

Development Densities.--Most of the dwellings are located on lots of 7,000 square feet or more. These lots are generally 50 feet or greater in width and 140 feet in depth. This proportion and size of lot is typical of urban land subdivisions in the early part of this century--narrow, long lots with a 25 foot front yard setback for the building line. Residential street rights-of-way are almost all 80 feet in width. In a number of situations a second dwelling has been built behind the dwelling facing the street and this has resulted in inadequate access to the rear house. There are other examples of inadequate side-yard setback lines, poor orientation of house to street, and overbuilding on a lot.

Public Facilities and Utilities. --Neighborhood "A" is served by Irving Elementary School (1970-71 enrolment--267) with grades one through six. Glenwood School, located on the south edge of the neighborhood was used in the last school year for kindergarten and Headstart. Irving is centrally located and is sited on 2.8 acres of land. This site does not meet recommended area standards but the surrounding areas are all developed and the acquisition of additional property is not warranted at this time.

Glenwood Park is located on the south edge of the neighborhood on Main Street. This is an excellent neighborhood park and is extensively used; however, due to its location it does not serve the central and northern residents of the neighborhood. There are no other park areas in the neighborhood and very little undeveloped land remains available for well-located park and playground areas. Two areas have been proposed for sub-neighborhood parks--they can be noted on Figure 10.

Most residents of the neighborhood are served by city water and sanitary sewers; however, as can be noted on Figure 10, there are many deficiencies in the existing sewer and water lines. These deficiencies were noted by the Superintendent of the Water Department and include water line breakages, water valve problems, undersized water and sewer lines, overloaded lines, sewer joint problems, and general deterioration of lines.

Streets of Neighborhood "A" are generally in good shape; however, there are approximately 8,000 lineal feet of streets that are not surfaced. The City of Ada has an extensive slurry seal program underway to cover all unsurfaced streets, but this is an interim treatment and requires constant maintenance. Oak Avenue, 4th Street, and North Street have been proposed as secondary arterial streets on the Long-range Plan--1985.

Neighborhood Plan. --Generally, Neighborhood "A" is a rather homogeneous area from the standpoint of land use. However, it will require considerable attention in the future to prevent extensive blight and decay. The area is comprised of old housing in a deteriorating state and while precise social and economic family data are not available at this time the area can generally be characterized as housing families that are older and in the lower income brackets. There are very few areas left in Neighborhood "A" that are suitable and economical for development. Undeveloped land on the west side is too rough for economical development and the developed areas on the east side are a mixture of land uses. The residential areas east of Broadway have been proposed for redevelopment to industrial and commercial uses.

Neighborhood "A" can continue to serve as a needed and desirable residential area if it is protected and improved. Land use controls must continue to provide protection for homeowners and thereby encourage continued maintenance of homes. If the residents of the neighborhood have confidence that their homes will

not be depreciated by allowing an incompatible land use activity to be built next door or on their street, they are more likely to maintain and continue to invest in their property. This approach to maintaining and improving the neighborhood must be viewed in terms of years, not weeks or months. Neighborhood "A" lends itself quite well to many of the benefits of the federal program of urban renewal.

ANALYSIS OF NEIGHBORHOOD "B"

See Figure 11.

Physiographic Factors.--From Figure 4, it can be noted that a major ridge line divides Neighborhood "B" with south and east areas draining to the southeast. There is a sharp drop in the topography just south of Kings Road which marke the southern edge of development in the neighborhood. With the exception of a small area south of Kings Road, the topography of Neighborhood "B" does not pose any major problems for residential development.

Land Use Patterns.--The northern part of Neighborhood "B" is part of the original townsite of Ada. The southern part is composed of subdivisions of varying ages--ranging from some platted early in the century to some that have been platted in the last few years. Therefore, this neighborhood has a wide range of subdivision age and design. The edges of the neighborhood are delineated by either a transportation facility or an extensive change in land use. The interior of the neighborhood is predominantly single-family residential with a scattering of minor commercial activities or home occupations.

The west side of the neighborhood is dominated by the Ideal Cement Plant which tends to effect the environmental level of the area. The principal problem is the generation of fine, air-borne dust which, under certain wind conditions, settles over most of the west half of the neighborhood. A dominant land use feature on the east side of the neighborhood is the brick plant which has been in operation for many years. Due to the topography and location of the railroad and the Kerr Research Road it does not adversely effect the residents of the neighborhood.

Housing Quality.--The housing of Neighborhood "B" is a mixture of old and new, poor and good. As mentioned, some of the oldest areas as well as some of the newest areas are in this neighborhood. At the time of the housing survey in June, 1970, there was a total of 1,900 dwelling units in the neighborhood. Of this total, 424 (22 percent) of neighborhood dwellings were in a critical or dilapidated condition. From Figure 7, it can be noted that housing needing major repairs is concentrated in the northern part of the neighborhood which is the older residential area.

Development Densities.--The dwellings in the older parts of the neighborhood are built on lots averaging 7,000 square feet or larger. These lots are generally 50 feet wide and 140 feet in depth. The lots in the more recently platted areas range from 9,200 square feet (70 feet wide by 132 feet deep) up to 20,000 square feet in land area. The street rights-of-way in the older sections of the neighborhood are 80 feet wide, while the rights-of-way in the newer subdivisions are 60 feet wide, which is the minimum required by subdivision regulations.

Public Facilities and Utilities.--Neighborhood "B" is served by Washington Elementary School with grades one through six (1970-71 enrolment--340). From Figure 11, it can be seen that it is fairly centrally located to serve the neighborhood. It is on a site of 2.8 acres which is completely surrounded by developed property. This site does not meet recommended area standards but the acquisition of additional property is not warranted at this time. The Ada Junior High (1970-71 enrolment--590) is located in this neighborhood on a site of 7.7 acres. While this site is not as large as the standards recommended, it is adequate for the immediate future.

The only existing park and recreational area besides the school grounds of Washington and Ada Junior High is Richardson Park located in the extreme southeast corner of the neighborhood. Richardson is an excellent new sub-neighborhood park site on 1.3 acres of land. It will serve well the residents located nearby, but the remainder of Neighborhood "B," expecially the smaller children, have inadequate neighborhood park and playground facilities.

Several proposals regarding future parks and playgrounds can be noted on Figure 11. The two sub-neighborhood parks are needed at this time. The neighborhood parks will be needed if additional development takes place, especially in the area south of Kings Road. An alternate site for a neighborhood park is noted on the corner of Hickory Avenue and 21st Street.

Most of the residents of the neighborhood are served by city water and sanitary sewers. Existing deficiencies can be noted on Figure 11.

Streets of Neighborhood "B" are nearly all surfaced and have curbs and gutters. There are approximately 1,300 lineal feet of streets that are not surfaced at this time. Oak Avenue, 14th Street, and 17th Street are proposed as secondary arterial streets with 17th Street being proposed to be extended east across the railroad and then curving south to align with 18th Street.

Neighborhood Plan.--Neighborhood "B" is a homogeneous residential area that has a wide range of housing quality and costs. The southern part of the neighborhood is newer and generally is an area of families of middle to upper incomes. This area is stable and future concern is largely one of maintaining the quality of housing. The proposed park and recreational areas will help to sustain

the long-range life of this area.

The northern half of Neighborhood "B" is older and in a more deteriorating state. The growth and activity of the central business district has considerable impact on the northern residential areas of the neighborhood. The residential area west of the St. Louis & San Francisco Railroad is in need of careful rehabilitation, if it is to continue as a needed and adequate residential area. Land use controls in this part of Neighborhood "B" will be especially important to help guide the changes that will occur as the central business district expands.

ANALYSIS OF NEIGHBORHOOD "C"

See Figure 12.

Physiographic Factors.--Neighborhood "C" is divided by a major ridge line as can be noted from Figure 4. The area to the southeast tends to become rougher with slopes between 5 and 10 percent. This percent of slope does not prohibit development, but it does require more careful engineering and more selective land use policies.

Land Use Patterns.--Neighborhood "C" has a wide number of land use activities ranging from single-family, multi-family, and commercial to large public and institutional land areas. The western part of the neighborhood is part of the original townsite of Ada and is separated from the main area of the neighborhood by Mississippi Avenue.

In the platted areas of the neighborhood there are very few vacant lots left. Most of the undeveloped land is in the east and south areas of the neighborhood and these areas are owned by public institutions or have been proposed on the Long-range Plan--1985 to be acquired by public institutions. The other large tracts of undeveloped land have been recommended for high-density residential.

The eastern side of Neighborhood "C" is characterized by large open land areas that make it possibly one of the more interesting and beautiful areas in Ada. The new Ada High School, Wintersmith Park, East Central State College, Oak Hills Golf Course, and several churches are well maintained and give the eastern part of the neighborhood a refreshing open quality.

Housing Quality.--The housing of Neighborhood "C" reflects a wide mixture of ages, conditions, and costs. Beginning on the west side along the old Oklahoma City, Ada and Atoka Railroad and moving eastward, the dwellings change from older deteriorating housing to newer middle and upper income housing. At the time of the housing survey in June, 1970, there was a total of 1,601 dwelling units (does not include housing units of East Central State College) in the neighborhood.

Of this total 442 (28 percent) of the neighborhood dwellings were deteriorating and in need of major repairs, and 16 (1 percent) were in a critical or dilapidated condition. From Figure 7, it can be noted that the housing in need of major repairs is concentrated in the northwestern part of the neighborhood which is the oldest residential area of the neighborhood.

Development Densities.--The dwelling sites in the older areas are predominantly 50 feet wide by 140 feet deep. The area between Mississippi Avenue and East Central College is primarily a residential area of single-family dwellings with an even scattering of two-family dwellings throughout the area. The lot size in this area is very similar to that in the original townsite. The dwelling sites in the Norris Hills Subdivision are quite large with the smallest lot having about 20,000 square feet of land area. The street rights-of-way in the older section of the neighborhood are 80 feet wide.

Public Facilities and Utilities.--Neighborhood "C" is served by two elementary schools with grades one through six. Willard School (1970-71 enrolment--341) serves the northern half of the neighborhood and Hayes School (1970-71 enrolment--254) located on Mississippi Avenue serves the southern half. The present plans of Ada School District call for continued use of both schools. Hayes School is scheduled to have extensive work done on the physical plant in the immediate future. Both schools are located on small sites (Willard--2.1 acres; Hayes--2.7 acres) with extensive development on all sides. Willard School could add 14,000 square feet of land area to its site by acquiring the property on the southwest corner of the block on which the school is located. Because of the cost involved in acquisition of additional land at this time, no proposals have been made to encourage larger sites for these two schools.

Neighborhood "C" does not have any neighborhood or sub-neighborhood parks or playgrounds at this time except those areas in the Norris Hills Subdivision which have been set aside for open space. The school grounds of Willard and Hayes help relieve some of the need for play lots and those residents living near the city-wide facility, Wintersmith Park, can use the playground equipment. The problem of developing sub-neighborhood play lots in the future in Neighborhood "C" is the lack of vacant land in the intensively developed areas.

Sewer and water line deficiencies can be noted on Figure 12. These deficiencies were noted by the Superintendent of the Water Department and include water line breakages, water valve problems, undersized water and sewer lines, overloaded lines, severe joint problems, and general deterioration of lines.

Most of the streets of Neighborhood "C" are surfaced and have curbs and gutters; however, there are approximately 3,450 lineal feet of streets that are not surfaced at this time. Country Club Road is proposed as a secondary arterial street from 18th Street to Woodland Drive. Presently Country Club Road cannot be

extended to Arlington Boulevard because of the arrangement and layout of Oak Hills Golf Course. It is recommended that should there be a land use change in the location of the club house, Country Club Road should be extended to Arlington Boulevard. It is also recommended that 18th Street be classified as a secondary arterial street.

Neighborhood Plan.--Neighborhood "C" is really best described as a series of sub-neighborhoods because it is cut up by major streets, public institutions, and some mildly rough terrain. The residential areas west of Mississippi and east of the railroad are divided by Main Street. Both of these residential areas are predominantly older single-family areas. These areas are going to be subjected to more and more tendencies for change. Housing is getting older and the commercial areas along Main and Mississippi will tend to attract more traffic and other commercial activities. If these two residential areas are to remain as useful and needed housing areas, they will require carefully applied land use controls and building code enforcement. The area south of Main Street has been proposed on the Long-range Plan--1985 as a medium to high residential density.

The residential area west of Mississippi is a stable older area which is completely developed to the College. The housing of the area is deteriorating as can be noted on Figure 12. There has recently been a large apartment complex constructed on the southwest corner of 18th and Stadium Drive. More land in that general area has been proposed for higher residential densities.

The area south of 18th Street is badly cut up by major streets and highways. Much of this area has been proposed for apartment use.

ANALYSIS OF NEIGHBORHOOD "D"

See Figure 13.

Physiographic Factors.--Neighborhood "D" (Section 35) is divided by two major ridge lines as can be noted in Figure 13. There are two areas of steep slopes with grades of 10 percent or greater. These areas have been noted on Figure 13 to call attention to the extent of the land area covered by these slopes. This is not to imply that these areas could not or should not be developed, but these areas will require careful engineering treatment, especially if adequate development standards are to be followed.

Land Use Patterns.--Neighborhood "D" has been developed completely in single-family dwellings at this time. The neighborhood is less than half developed and presently there are approximately 466 families living there.

Housing Quality.--Housing in Neighborhood "D" is in very good condition. Most of the housing is believed to be less than ten years old and can generally be characterized as belonging to the middle and upper middle income groups. At the time of the housing survey in June, 1970, there were 466 dwelling units in the neighborhood. Of this total, 8 (less than 2 percent) of the neighborhood dwellings were deteriorating and in need of major repairs, and 1 house was found to be dilapidated.

Development Densities.--All of the residential development is relatively new and the subdivision design of the area is quite different from the old grid pattern of platting. The lot sizes are generally quite large, with the smaller lots having 75 foot fronts and a depth of 135 feet.

Public Facilities and Utilities.--Neighborhood "D" is cut in half by the Ada School District and the Byng School District. This fact plus the low residential densities have resulted in there being no elementary school in the neighborhood. The elementary school-age children living in the Byng School District attend Homer School, which is one mile east of Monte Vista Road, and the children in the Ada School District may attend any elementary school they choose. The present policy of the Ada School District is not to construct a school in this neighborhood. The Long-range Plan--1985 reflects this policy; however, as this neighborhood continues to develop and the number of families living there increases, this policy may need to be continually re-evaluated.

There are no parks or recreational areas in Neighborhood "D" at this time. Because of the lower densities and large residential tracts, there is little feeling of crowding and lack of open space. However, as more and more vacant areas urbanize and more of the large tracts are re-subdivided, this open space quality will disappear. As can be noted on Figure 13, three sub-neighborhood parks have been proposed and one centrally-located neighborhood park has been proposed.

Existing sewer and water line deficiencies can be seen on Figure 13. These deficiencies have been noted by the Superintendent of the Water Department.

The streets of Neighborhood "D" consist of a wide range of surfaces--some streets are in excellent condition and need no maintenance, while other streets, many of them new streets, have been poorly built and require almost continuous maintenance. The streets in this condition are good lessons in what happens when a city does not have adequate development standards. These residential areas consist of well-built and expensive homes, yet the streets in the areas are poorly and cheaply constructed. Ada has adopted new development standards within the last year and, if enforced, these standards will be a large step in prohibiting poor streets in the urban areas of Ada.

Monte Vista Road and 18th Street have both been proposed as secondary arterial streets. Their alignment in the southeast corner of the neighborhood can be

noted on Figure 13. This alignment is suggestive of the space corridor needed; however, because of the steep slopes, final alignment will need careful engineering.

Neighborhood Plan. --Of all the neighborhoods delineated on Figure 7, Neighborhood "D" lends itself to the principles developed in the neighborhood unit plan as shown in Figure 3. This area of Ada has developed in a rather fragmented way with little attention given to a major and collector street system, and there have been no provisions for parks or playgrounds.

Neighborhood "D" is considered one of the better areas to live in Ada and upon seeing the area it becomes evident why. Housing is in excellent condition and built on large lots with many trees. To protect this, good subdivision design must be used and development standards for streets and utilities must be maintained.

ANALYSIS OF NEIGHBORHOOD "E"

See Figure 14.

Physiographic Factors. --Neighborhood "E" (Section 27) slopes to the north and drains into Little Sandy Creek. The topography of this area is relatively flat and presents no special development problems. The sanitary sewers of the area flow into the sewage disposal plant located in the northwest corner of the neighborhood.

Land Use Patterns. --The existing residential areas of the neighborhood are divided by the St. Louis and San Francisco Railroad. The area south of the railroad is bordered on the south by commercial areas on Arlington Boulevard. The dominant land use activity in this residential area is St. Joseph Church and School. The residential area north of the railroad is nearly all single-family development.

Housing Quality. --Housing quality in Neighborhood "E" varies widely with a concentration on the west side of housing which needs repair and maintenance. At the time of the housing survey in June, 1970, there was a total of 435 dwelling units in the neighborhood. Of this total, 101 (23 percent) of neighborhood dwellings were deteriorating and in need of major repairs, and 5 (1 percent) were in critical or dilapidated condition.

Development Densities. --The residential area north of the railroad is comprised of two areas: the older Sunnyside Acres and the recent Howard-Thompson Addition. Sunnyside Acres has been divided into deep, mostly narrow, lots with residential sites ranging in area from 7,500 to 34,000 square feet. The Howard-Thompson Addition is still being developed. Lot sizes average 7,500 square feet. The residential area south of the railroad has lots ranging in size from 7,000 to 10,000 square feet.

Public Facilities and Utilities. --Neighborhood "E" does not have a public elementary school. Children in this neighborhood must go into other neighborhoods to attend school. There is a parochial school operated by the Catholic Church, but it does not function as a neighborhood school. All of Neighborhood "E" is in the Ada School District which makes it feasible to propose a future site for an elementary school. This can be noted on the Long-range Plan--1985. This proposal is made with the assumption that it can only be justified if there is future extensive residential development in this neighborhood north of the railroad.

There are no parks or playgrounds in either residential area in the neighborhood. The church and school grounds of St. Joseph tend to serve partially as a sub-neighborhood playground.

In the Long-range Plan--1985, three sub-neighborhood parks and a neighborhood park have been proposed. Two of the sub-neighborhood parks are proposed for existing housing areas, one on each side of the railroad. The sub-neighborhood park south of the railroad is proposed to be located in the north edge of the Social Services Center. The neighborhood park is proposed to be developed as part of the future elementary school in this neighborhood.

Sewer and water line deficiencies can be seen on Figure 14 and were noted by the Superintendent of the Water Department.

Streets in Neighborhood "E" are generally in good condition; however, as noted in Figure 14, there are some segments that have not been surfaced. In early 1970, there were approximately 3,700 lineal feet of streets that were not surfaced. Country Club Road has been proposed as a secondary arterial street.

Neighborhood Plan. --Neighborhood "E" has the potential of becoming a very homogeneous residential neighborhood. Like Neighborhood "D," the design principles outlined in the neighborhood unit plan can meaningfully be applied to Neighborhood "E." One major problem with this area is the railroad which cuts through at an awkward angle and tends to divide the neighborhood.

The area north of the railroad is under large-tract ownership and both the topography and accessibility to sanitary sewers would allow the land to be readily developed. Corridors and buffer zones of open space have been proposed along the drainage ways, railroad, and along Country Club Road. These corridor open space areas are intended to help protect and shield the residential areas from adjoining activities and also provide connecting walkways and hiking paths.

ANALYSIS OF NEIGHBORHOOD "F"

See Figure 15.

Physiographic Features. --Neighborhood "F" has developed away from the main urban area of the City of Ada. It is a triangular-shaped piece of land containing approximately 90 acres which is bounded by a railroad, highway, and partially opened sectionline road. The neighborhood is west of a major ridge line and slopes to the southwest where it drains into Sandy Creek.

Land Use Patterns. --Neighborhood "F" has developed into a single-family area in which most of the Black population of Ada resides. As noted on Figure 15, the area has been platted in a grid system of streets and only a small area of the triangle remains unplatted. There are five churches in the neighborhood and a child day-care center. There are no facilities offering convenience shopping goods. The Ada Municipal Airport is across the highway to the east; however, the air traffic is light and runway corridors do not pass over the neighborhood.

Housing Quality. --Housing quality in Neighborhood "F" is very inadequate. At the time of the housing survey in June, 1970, there was a total of 166 dwelling units in the neighborhood. Of this total, 85 (51.2 percent) of the dwellings were deteriorating and in need of major repairs, 57 (34.3 percent) were in critical or dilapidated condition. Therefore, only 24 or 14.5 percent of all dwellings in Neighborhood "F" were considered to be in sound condition.

Development Densities. --The residential areas of Neighborhood "F" have been platted into 50 foot wide lots with an average 130 foot depth. Although the lots are small, there is very little overcrowding of the land. Average lot size is 6,500 square feet.

Public Facilities and Utilities. --There is no elementary school in or near Neighborhood "F." Napier School, located near the south end of the airport, served as a neighborhood school until it was closed after the 1966-67 school year. The neighborhood is cut by the Ada School District line in the southern part (see Figure 8) so that 80 percent of the land area is in the Byng School District. Most neighborhood children are transported by bus to Byng School.

There are no neighborhood parks and playgrounds in Neighborhood "F." There seems to be a great need for park and recreational facilities in the neighborhood. A sub-neighborhood park has been proposed in the Long-range Plan--1985 for Neighborhood "F."

Until the last three years, there were no adequate public utilities in the neighborhood, but both city water and sewer are presently available to all dwellings.

The streets of Neighborhoof "F" are generally in poor shape. As can be noted in Figure 15, all of the interior streets are unsurfaced. In the early part of 1970, there were approximately 9,400 lineal feet of streets that were not surfaced.

Neighborhood Plan. --The problems of Neighborhood "F" are quite different than those of the other neighborhoods. Having a concentration of the Black community and being geographically removed from the main urban area of Ada presents a much more complex social and physical situation.

There are many small cities and towns in Oklahoma and throughout the United States in which the Black population constitutes less than 10 percent of the total population of the community; in Ada the Black population is 4.59 percent of the total population. It may be that Blacks living under these conditions are subjected to even greater social and economic segregation and have less opportunity for upward social mobility than their counterparts in larger city ghettos due to the very fact of small size. A group of 500 to 1,000 Blacks living within a small, predominantly White city tends, by its very nature, to be confining and isolating of the Black minority. There is very limited vocational opportunity due to the limited numbers and types of jobs and Black employment opportunities are especially restricted, resulting from discriminatory hiring practices and the limited range of skills in the Black labor pool. Forms of discrimination may include lack of access to normal sources of credit, housing, better-paying jobs, and membership in community religious and social institutions. There tends also to be an isolation of Blacks relative to neighborhood functions. It is doubtful that these conditions can be altered without external resources and the local citizens must become concerned to improve resources and quality of community life for Blacks.

PROGRAM FOR IMPROVEMENTS

The problems of community renewal, neighborhood renewal, and adequate housing for all citizens for cities the size of Ada is indeed a challenge. Limitations in municipal finances, lack of personnel, and entrenched social and community values that are difficult to alter combine to make community rehabilitation complicated and involved. Often communities find it difficult to convince citizens that many areas can only be changed with great effort over a long period of time. For example, the impact that land use controls (zoning) has on an aging and declining residential neighborhood has to be viewed over years of application and even then the role that these controls play in stabilizing a neighborhood is not clearly understood.

This planning study has attempted to provide guidelines and an approach for the City of Ada to a program for improving existing urban development as well as future development. This section on residential standards, housing evaluation, and neighborhood analysis is intended to be used as part of this program for improvements. In addition, there is another element of this section which follows treating environmental factors of neighborhood and subdivision improvement policies and cost allocations. This is followed in the overall study by the Long-range Plan--1985 maps and document and finally by the section on capital improvements programming.

The proposals and recommendations offered in those sections are structured within the framework of either existing or potential city policies, experiences, and regulations. Programs that a city can carry out under existing situations should not be overlooked.

Protection and Improvement of Private Property

Through comprehensive long-range plans, the city can build confidence on the part of citizens in city policies; thus carefully administered land-use regulations can reassure property owners that residential neighborhoods will be protected. Investment in private property can then be made with more confidence. The enforcement of codes and ordinances regulating construction, trash, weeds, nuisances, animals, densities, setbacks, curb cutbacks, etc., help the private citizen to build and improve his home and neighborhood.

City Responsibilities

The city can play a large role in creating the kind of image which citizens have regarding themselves and their city. The normal and expected services, such as fire and police protection, garbage pick-up, water and sewer services, street maintenance, and other services, affect the citizens' attitudes toward the collective community--the city.

The use of general fund monies and resources for a city-wide capital improvements program can greatly influence the appearance, safety, and convenience of the city. City government can lead the way for both private investment and public funds by developing and enforcing good standards for development.

Federal Assistance Programs

The City of Ada has the capacity to improve and redevelop many aspects of older parts of the city; however, there are dimensions of the city, both public and private, which are beyond the immediate resources of the city and some of the private citizens. There is a number of elderly and disabled citizens who are living on low, fixed incomes and cannot be expected to finance privately needed residential and neighborhood improvements. These circumstances exist in every community in the United States and do not need to reflect adversely on any single person or community. The federal government has established a number of assistance programs in order to help individuals and communities improve their homes, neighborhoods, and communities. These federal assistance programs are available to local governments, private agencies, citizen groups, and individuals. However, to qualify for many of the federal aids a community must be carrying out an official plan of action that is certified by HUD as a Workable Program for Community Improvement which includes public and private resources to eliminate slums, prevent blight, and foster local development. Essential elements of a Workable Program are effective codes and code enforcement, comprehensive planning and programming, provisions for housing and relocation, and provision for citizen involvement. Initial certification of a Workable Program is for two years with recertification based on review of programs submitted by the community to HUD every two years. The federal assistance programs for which a Workable Program is required are:

1. Grants for concentrated code enforcement projects
2. Demolition of unsound structures
3. Grants for urban renewal
4. Mortgage insurance for private housing financed under FHA's below-market-interest-rate provisions and under

its special urban renewal housing programs

5. Loans and annual contributions for public low-rent housing

6. Loans and grants for rehabilitation, both inside and outside, urban renewal, and code enforcement areas

7. Loans and grants for neighborhood development in one or more urban renewal project areas

8. Interim renewal programs in areas where major renewal is planned

Some of the more important and more often used federal assistance programs are discussed below.

Urban Renewal Projects

Grants, planning advances, and temporary loans are made to help finance blight elimination through surveys and planning, land acquisition and clearing, rehabilitation of existing structures, new building construction, and the installation of public improvements. Technical and professional assistance for planning and developing local urban renewal programs is provided. Relocation assistance and federal relocation payments must be provided for individuals, families, and businesses displaced by program activities. Direct federal 3 percent rehabilitation loans and rehabilitation grants are available to eligible owners and tenants of property in the area.

Code Enforcement

A program to help communities restore the stability of neighborhoods and prevent blight by programs of concentrated code enforcement and the provision of adequate supporting facilities and services. Eligible project expenses include planning, administration, and public improvements, such as necessary streets, sidewalks, curbs, street lighting, tree planting, and similar improvements. Direct federal 3 percent rehabilitation loans and rehabilitation grants are available to eligible owners and tenants of property in the area.

Community Renewal

A program to assist communities in assessing overall needs for renewal and developing a staged program of action to meet needs.

Demolition of Unsound Structures

Grants are made to pay up to two-thirds of the cost of demolishing structures which, under state or local law, have been determined to be structurally unsound or unfit for human living.

Model Cities

A program to enable cities to improve the quality of the physical and social environment.

Neighborhood Development

A program to help communities carry out neighborhood development programs of urban renewal in one or more urban renewal areas on the basis of annual increments.

Open Space Land

A program to help communities acquire and develop land for park, recreation, conservation, scenic, or historic purposes in urban areas.

Public Facilities

A program to provide long-term loans to help communities finance the construction of needed public works, such as construction of water and sewage facilities, gas distribution systems, street improvements, public buildings (except schools), recreation facilities, jails, or other public works.

Rehabilitation Grants

Rehabilitation grants are made to low-income owner-occupants in federally-assisted urban renewal programs and code enforcement areas to help finance repairs and improvement of their home. The grants may not exceed $3,000 per house and must be used for improvements required to bring the property up to public standards for safe and sanitary housing.

Rehabilitation Loans

Loans bearing 3 percent interest are made for the improvement of residential and nonresidential properties in areas of federally-assisted urban renewal areas and code enforcement areas. Residential property loans may not exceed $10,000 per dwelling unit, nonresidential property loans may not exceed $50,000.

Urban Beautification and Improvement

A program to help communities carry out programs for the beautification and improvement of publicly-owned and controlled land in urban areas. The grant may be used for park development, upgrading, and improvement of malls and similar public areas, and street improvements.

These brief descriptions of various federal assistance programs can be misleading about tools available to communities to help in their efforts to improve themselves. The money must be available for these programs, the city must be able to qualify, and last, but very important, the city must know how to use the federal assistance programs wisely. To propose this or that program for a certain problem area of Ada is not reasonable, based upon the initial community, neighborhood, and housing data gathered in this study.

EVALUATION OF THE HOUSING ELEMENT IN ADA

Major Areas of Housing Concerns and Obstacles to Elimination of Various Problems

The principal obstacles to the elimination of housing problems in Ada are outlined as follows:

1. Ada has a considerable number of housing units that are in a dilapidated or critical condition (300-415). This is especially serious of housing occupied by Blacks since approximately 50 percent of the housing units occupied by Blacks in Ada are dilapidated.

2. General lack of maintenance of a large number (1650-1785) of housing units--most of these are over forty years old.

3. Existing 1970 census data suggests that Ada has a higher percentage of people over 65 years of age (16.4 percent) than is reflected in the average for the State of Oklahoma (11.7 percent).

4. General deteriorating condition of residential neighborhoods: unpaved and dusty streets, inadequate or troubled utility service (see Figures 10 through 15), poor subdivision platting.

5. Number of housing areas in which dwellings face on to alleys or do not have primary access to a public street. In some cases, dwellings are located on inadequate lots, limited setbacks, and have limited access both for pedestrians and vehicles.

Summary of Major Actions and Resources Committed to Solving Housing Problems in Ada, 1967-1972.

The current housing problem in Ada and the urban area is similar to the housing problems in other older Oklahoma cities. The present housing inventory includes approximately 38 to 40 percent of all dwellings being considered either deteriorating or dilapidated. Nearly all of these dwellings are over thirty years old

and most are older. It can generally be said that most of these dwellings were constructed before the adoption of the building code by the City of Ada or before standards were developed by FHA. Therefore it can be assessed, based on information from the Building Inspector of Ada, that many of these dwellings lack adequate electrical wiring or plumbing by today's standards.

The housing problem of Ada has two aspects: improving old existing housing and establish and implement high standards for new housing which is being constructed by the private sector of the economy.

Resources which have been utilized during the period 1967-1970 include actions on the part of the City Council and Planning Commission who have revised a comprehensive zoning ordinance, subdivision regulations, and have adopted a mobile home park ordinance. They have also entered into a comprehensive planning program and have attempted to upgrade standards relative to street construction, drainage, sewer, and water supply development. Two public housing groups opened for occupancy during this period: (1) The Aldridge Hotel was remodeled into sixty units of housing for the elderly; (2) A new development of public housing was built in the northern edge of the city containing eighty units for the elderly and sixty general family units. Both of these housing groups presently accommodate approximately 337 people.

During the period 1969-72, a Long-range Comprehensive Physical Development Plan should be studied and adopted. A housing code and comprehensive drainage standards should be adopted to supplement the existing subdivision and zoning codes and the national building code. A comprehensive plan for the development of water, sewer, and drainage for the total urban area should be prepared. A comprehensive capital improvement program to allocate costs of new development to those who are the primary beneficiaries of improvements should be officially adopted.

Presently in Ada, there is a number of houses built and being constructed under provisions of Section 235 of the present Housing Act. In addition, the Bureau of Indian Affairs is active in providing housing for Indian families, both built and being constructed, in the City of Ada and in Pontotoc County. The private housing industry in the area currently can adequately construct housing in present price ranges for the lower-middle to upper-middle income groups. However, some type of public subsidy and public housing programs will be required if housing is to be provided for lower-income groups.

Federal Assistance Programs

The City of Ada has already experienced the impact that various federal assistance programs can have upon the housing inventory of a community that wants to effectively improve the level of housing for all citizens. The Federal Housing

Administration (FHA) both for traditional loans and the more recent 235 program and public housing have had considerable results in the last four years in Ada. With the exception of remodeling the Aldridge Hotel for public housing for elderly and remodeling of a few single-family residences for the Indian Housing Authority, the housing provided by the various federal programs has been new.

Major existing city-wide housing problems in Ada could be viewed as the large number of older housing units that are in need of both minor and major repairs and rehabilitation. Many of these units are inhabited by elderly people of very modest and fixed incomes or by families of low income who, in simple terms, do not earn enough money to maintain their homes, let alone make major repairs or improve the street, driveway, drainage areas, etc. People living in these conditions will not be able to overcome the many obstacles to their living in what has been outlined as minimum adequate housing without aid.

One major avenue of assistance available to people in the conditions described above is the federal program of urban renewal.

The various housing assistance programs of the federal government available to eligible communities are outlined below.

Low-rent Public Housing. --This is a program to help local public agencies provide decent, safe, and sanitary housing for low-income families at rents they can afford. The local housing authority provides housing in various ways:

1. By planning and constructing new housing

2. By purchase and rehabilitation of existing structures

3. By purchase from private developers or builders of completed housing (Turnkey method)

4. By lease from private owners of single-family housing or of apartments. Local authorities may also acquire structures containing leased units and sell these units to the tenants on terms that they can afford.

Housing for the Elderly or Handicapped. --There are several programs to provide assistance in housing for people who are 62 years of age or older or who are handicapped.

1. Local public housing authorities may provide low-rent public housing with special considerations of the needs of elderly or handicapped people.

2. Through HUD, there is a program to help private nonprofit

organizations, cooperatives, and limited-profit sponsors provide rental housing and related facilities for the elderly and handicapped. This housing is for those people with incomes above the public housing limit but below the level needed for standard private housing.

3. Mortgages on private rental housing are insured by FHA to finance new or rehabilitated rental housing projects of eight or more dwelling units specifically designed for occupancy by the elderly or the handicapped.

Housing Financed with FHA-insured Mortgages. --The Federal Housing Administration (FHA) has a number of mortgage-insured programs to assist in the purchase of private housing and development of private rental cooperative or condominium housing.

1. Mortgages are insured by FHA to finance construction, purchase, or improvement of one to four family homes.

2. Low and moderate income families who are marginal credit risks may purchase homes with mortgages insured by FHA (Section 237).

3. A program to provide rental and cooperative housing within the means of low and moderate income families and individuals by providing mortgage insurance by FHA (Section 221(d)(3)).

4. A FHA program to help provide rental housing for people displaced by government action and for low and moderate income families in general (Section 221(d)(4)).

5. Mortgages are insured by FHA for the purchase of individual family units in multifamily housing projects (Section 234).

6. Mortgages are insured by FHA on cooperative housing projects of five or more dwelling units to be occupied by members of nonprofit cooperative ownership housing corporations (Section 213).

7. Supplemental loans may be insured by FHA to pay for alterations, repairs, additions, or improvements to any multifamily housing project financed with an FHA-insured mortgage (Section 241).

8. Property improvement loans made to provide financing for repairs and improvements that add to the basic livability and usefulness of properties.

9. Major home improvements may be financed with loans insured by FHA under several different programs. A home mortgage on a one- to four-family dwelling can be refinanced with a new Section 203(b) mortgage in an amount sufficient to pay off outstanding mortgages and finance improvements. Such mortgages include special terms for veterans. Loans of up to $10,000 per family unit ($14,500 in high-cost areas) with terms up to 20 years are insured by FHA under Section 203(k) for improving or rehabilitating one- to four-family homes located inside or outside urban renewal areas. Similar loans may be insured under Section 220(h) on one- to 11-family dwellings in urban renewal areas.

10. Mortgages are insured by FHA on new or rehabilitated homes or multifamily structures located in designated urban renewal areas and in areas with concentrated programs of code enforcement and neighborhood development. Supplemental loans are insured by FHA to finance improvements that will enhance and preserve salvable homes and apartments in designated urban renewal areas. Mortgage terms under this program are more liberal than those under FHA regular home mortgage and rental housing mortgage insurance programs (Section 220).

11. Project mortgages bearing the market rate of interest are insured by FHA to finance the purchase and rehabilitation of substandard, dilapidated housing by qualified nonprofit mortgagors. After rehabilitation is completed the interest rate is lowered to 3 percent. The units in the project are then released from the project mortgage for purchase by low-income families with individual FHA-insured mortgages bearing an interest rate of from 1 to 3 percent, according to the home buyer's income. The project must consist of at least four one-family dwelling units (Section 221(h)).

12. Mortgages of up to $20 million for private mortgagors and $50 million for public mortgagors are insured by FHA for construction or rehabilitation of rental housing. The rental housing project must contain at least eight dwelling units. Housing financed under this program, whether in urban or suburban areas, should provide rental accommodations

suitable for family living (families with or without children) and available at reasonable rents (Section 207).

13. FHA is authorized to insure mortgages financing the repair, rehabilitation, construction, or purchase of housing in older, declining urban areas where conditions are such that certain normal eligibility requirements for mortgage insurance under a particular program cannot be met. Normal economic soundness and economic life requirements in such areas may be waived, and decisions concerning location eligibility may be based on individual merit and need for housing for low- and moderate-income families. No property will be rejected for FHA insurance solely on the basis of its being in an older neighborhood (Section 223(e)).

14. Mortgages bearing market interest rates are insured by FHA to finance the construction, purchase, or rehabilitation of one- to four-family homes. The mortgage amount on a single-family home may be up to $15,000 ($17,500 in high-cost areas--plus another $2,500 for large families). Families displaced by governmental action or by natural disaster may pay as little as $200 down on a single-family home. A 3-percent downpayment is required from others (Section 221(d)(2)).

15. HUD makes monthly payments to the mortgagee to reduce interest costs to as low as 1 percent on a home mortgage insured by FHA. The homeowner must pay at least 20 percent of his adjusted monthly income on the mortgage. Amounts of subsidies vary according to the income of the individual homeowner and the total amount of the mortgage payment at the market rate of interest. Family income and mortgage limits are established for eligibility in each locality. Assistance may be provided for new or substantially rehabilitated homes and, in a limited number of cases, for existing homes without rehabilitation (Section 235).

16. HUD makes monthly payments to mortgagees, on behalf of mortgagors, of a part of the interest on market-rate mortgages financing rental or cooperative housing projects for low-income families. Interest-reduction payments may also be made on rental or cooperative housing projects owned by private nonprofit, limited-dividend, or cooperative entities which are financed under a state or local program

providing assistance through loans, loan insurance, or tax abatement.

Interest-reduction payments cannot exceed the difference between the amount required for principal, interest, and mortgage insurance premium on a market-rate mortgage and the amount required for principal and interest on a mortgage at 1 percent interest. The purpose of the payments is to bring the monthly rental charges down to a level that low-income families can afford to pay with at least 25 percent of their adjusted monthly income (Section 236).

PROBLEMS RELATING TO ENVIRONMENTAL FACTORS OF NEIGHBORHOODS, SUBDIVISION IMPROVEMENTS POLICIES, AND COST ALLOCATIONS

The principal problems related to housing in Ada and the urban area do not relate solely to structural quality, but involve other factors: environmental quality, development densities, subdivision improvement policies, and cost allocations. As can be noted in Figures 10 through 15, there are many residential areas presently serviced by utilities that are either inadequate or trouble-prone.

Currently there are no standards for development of drainage channels. Widely-scattered development on large lots may not be severely affected by local flooding; however, as higher-density subdivisiondevelopment continues, drainage becomes an exceedingly important and costly problem. There should be comprehensive drainage standards for all land undergoing subdivision.

Street construction standards represent another major environmental problem and one that in future years may prove excessively costly to remedy. High-type asphaltic concrete or Portland cement concrete streets, twenty-six feet in width with six-inch vertical curbs, will cost from $12 to $14 per lineal foot to construct. Maintenance on this type of facility over a thirty- to forty-year economic life is relatively low. Conversely, gravel streets with drainage ditches on each side may be constructed for as little as $2 per lineal foot, but the maintenance cost over the same time-period will be from three to four times the actual capital investment and maintenance costs of a high-type street. The same general rule applies to bituminous surface on a gravel base without curb and gutter. Consequently it is false economy to permit initial construction of urban streets of a lower type with the expectation that savings will be effected. Eventually property owners will not only under the continual inconvenience of poor street surfaces and inadequate drainage, but they also will be confronted with either constant assessment for repair or the whole community will have to pay a disproportionately large cost in street maintenance that should be borne by the individual property owner. The cost of construction of streets in individual subdivisions that are designed to provide access to individual lots are solely the responsibility of the individual property owners under the laws of the State of Oklahoma. This same legal requirement for fixing financial responsibility also applies to sewer laterals that serve individual properties. Consequently, the community should establish policies by ordinance requiring high-type street construction when subdivision development is first initiated. Lesser standards are excessively costly to both the community and the individual property owner when measured over the economic life of the facility.

One of the great difficulties concerning policy for street and utility development standards relates to density of development. Large lots, containing an

acre or more of area and having a frontage of 200 or more feet, makes high-type street construction, sewer construction, and water line construction with fire hydrants almost prohibitively expensive. These facilities cost a total of $12 to $14 a front foot to provide streets and utilities in Ada. This is approximately $1400 per 100-foot lot; therefore, lots with frontages of 200 to 400 feet in width would require streets and utilities costing from $2800 to $5,000, a prohibitively high investment for most suburban dwellers.

For a number of both economic and ecological reasons, it is not feasible to create an unlimited range of choices in lot sizes which are available to the urban dweller. Most urban development in small cities and towns in Oklahoma results in a density of three to four dwelling units per acre and a lot size of 10,000 to 15,000 square feet per unit. In areas of this type it is economically feasible to require high-type public utilities and street facilities for all areas. The difficulty occurs in lots ranging from one acre to three or four acres in size. It is still feasible to provide sanitary sewers rather than individual unit disposal systems where lot widths do not exceed approximately 200 lineal feet, and water systems for domestic service but not for fire protection can be reasonably provided. However, the quality of street construction will have to be greatly reduced. The use of lot areas of this intermediate size also presents a major environmental problem. They are too small to treat as agricultural units and yet too large to be maintained with normal mowing and home landscape maintenance equipment. Weed control, excessive erosion, erratic maintenance, and insect and pest control may all become problems. Farm animals housed on these lots may generate odor and insect problems unless careful and continual maintenance and cleaning is provided, and this tends to be an area in which an urban dweller usually is less experienced than his rural counterpart. These types of problems usually diminish, however, when lot areas are five to ten acres in size or greater. The area is treated more as rural territory. Landscape is not as heavily trampled and has more chance to recover during normal growing seasons. Larger sites of this type tend to have a greater ecological balance. Development standards should be established that result in densities either of three dwelling units per acre or greater or densities of less than one dwelling unit per five acres. In these low-density areas the lower traffic volumes would permit construction and maintenance of low-type street facilities and use of unit sewage disposal devices.

Recommended Action

The following action is recommended to provide protection to established housing areas and to insure high standards for new housing as it is developed throughout the City of Ada. Items are listed generally in the order of importance; however, they are so interrelated and complementary in nature that implementation of each of the recommendations should proceed concurrently.

Neighborhood Design

A high-quality neighborhood design should be maintained and to the maximum extent possible the neighborhood unit concept, as defined and illustrated in the Planning Document for Ada, should be followed. These should be in accordance with the land use and circulation policies set forth in the Long-range Plan of the City of Ada.

Housing Density and Improvement Standards

Housing density should be established so that high-type streets and a high-quality water distribution and sanitary sewer system can be provided to all urban areas. A careful analysis of drainage problems and improved drainage channels and satisfactory sheet runoff characteristics should be provided in all housing areas. A comprehensive drainage, water, and sewer plan should be prepared for all of the area within the Ada Urban Area and each individual subdivision should have services constructed in accordance with this overall plan. The cost of providing services and improvements to individual lots and to subdivisions should be consistent with the laws of the State of Oklahoma and should be allocated in a way that future maintenance and improvements would not become an unreasonable or inequitable tax burden for the community as a whole. As a general rule, all improvements that are primarily for the benefit of individual properties or subdivisions should be constructed during the initial development of a subdivision and should be charged to the owners of the properties benefited. A summary of suggested residential improvement policies and cost allocations for Ada is set forth on Table 11.

Comprehensive Code Enforcement

The administration of a comprehensive code enforcement program is one of the most important tools to insure development and maintenance of a high-quality housing area. The City of Ada has adopted the National Building Code, a comprehensive zoning ordinance, and subdivision regulations. However, a housing code has not yet been adopted. Since each code covers a special facet of overall development policy, it is essential that a housing code also be adopted and that the codes be enforced through a comprehensive and continuous program of administration. Since the enforcement of codes is one of the primary methods for implementing the physical development plan, the interrelationship between various codes and overall planning policy should be clearly understood.

Regulatory codes that establish standards for building and environmental development are only useful if they receive careful and comprehensive administration. It is traditional with many enforcement departments in smaller cities and towns throughout the United States to enforce building codes by inspecting plans for new

construction and then through periodic inspections of plumbing, wiring, and structural features during the course of construction. However, housing and zoning regulations usually are enforced primarily on a complaint basis, that is, when a neighbor or some party who is adversely affected by a code violation calls the building inspector and asks the inspector to "do something about this problem." This type of complaint administration usually results in detection of only a limited number of violations and over a relatively long time-period will contribute to deterioration of housing environment and citizen disenchantment with local government. A description of purposes of the different codes will indicate the value of each in implementing development policies.

Building and Housing Codes. --Building and housing codes are just as important as land use zoning in establishing good development standards. All three types of codes are needed to insure minimum standards for residential, commercial, and industrial development. A building code is needed to properly regulate building materials and structural conditions. The City of Ada has adopted the National Building Code which provides excellent building standards if enforced.

A housing code is concerned with the quality of residential environment and should regulate such things as health and sanitation, heating, lighting and ventilation, garbage disposal, and similar features. It should establish standards for the general sanitary condition of the dwelling unit, sanitary equipment, heating equipment, minimum conditions of occupancy, and should prevent over-crowding of dwellings. Many of the things that should be included in a housing code are already covered by health and sanitation laws and ordinances. However, many of these health regulations, by their very nature, have to be remedial rather than preventative, and they are not fully comparable to the environment standards that are included within a housing code.

Zoning Ordinance. --The zoning ordinance provides one of the principal means of implementing the land use plan. It is obvious that existing land use in Ada does not completely conform to proposed development plans and policies. Since municipal growth requires the coordination of a large number of individual developments to be carried out by many different people, the zoning ordinance is needed to coordinate individual efforts with the policies expressed in the Long-range Plan.

Zoning and Population Density. --The significance of zoning in regulating population density often is overlooked. The distribution and density of population within a community varies according to the time of day or night that it is considered. A nighttime population distribution analysis will find people concentrated in the various residential areas of the community. However, a daytime population study will indicate that people move from the residential areas into the commercial and industrial areas and to schools and other institutions of the community. The distribution of population during weekend daylight hours will be considerably different from that of the other five days. The peak concentrations of population at different

locations during the different times each week throughout the year necessarily form the basis for public facilities planning. Street systems, water supply and distribution systems and power systems must be designed on the basis of peak demands. These peak demands must be determined by relating them directly to the number of people using a facility for a given length of time. Consequently, the development of the Long-range Plan must have as a basis a policy relating to the establishment of maximum population densities. This is done both directly and indirectly through the zoning ordinance.

The zoning ordinance regulates the use of land and buildings, amount of yards and open spaces around buildings, and establishes minimum lot sizes. This forms indirect but effective regulation of population density. For instance, when an area is zoned for single-family use, a maximum population density of approximately five families per acre is established because the yard requirements cannot be complied with if more than five building sites per acre are created. Since the number of single-family dwellings cannot exceed one per lot, the maximum number of families that could be located in a single-family district would be fixed at five families per acre. As long as no zoning district change is made, this maximum figure can be used as a design figure for providing public facilities for the single-family residential area.

A second method of more directly controlling population density through zoning relates to the composition of the land use plan. The maximum concentration of people to be employed in an industrial area or to be serviced in a shopping center generally can be fairly accurately determined. Thus, the zoning of a parcel of property that will permit a given type of industrial, commercial, or institutional use will determine directly the approximate population concentration at a particular location for a specified period of time.

Relationship Between Zoning and Plat Restrictions. --There has developed a great deal of misunderstanding throughout the country in regard to the use of zoning and use of plat or deed restrictions or private covenants for regulation and control of land use. Therefore, a brief discussion of the relationship between plat and deed restrictions and zoning is presented below.

Plat and deed restrictions are private covenants which run with the land and which bind the parties thereto in a contractural relationship. These regulations are authorized under the power to make contracts which apply only to the persons agreeing to the covenants, that is, to all persons purchasing properties which are covered by the restrictions. The agreement to purchase also constitutes an agreement to abide by the private restrictions relating to the property. A violation of these restrictions would represent a violation of contract, the remedy for which must be sought by a party to the contract. Thus, enforcement action must be initiated by another person owning land within the subdivision covered by the restrictions. This contractural relationship does not come under the supervision of

any city official and the city has no right, through its building inspector, to take action to enforce plat restrictions on private property.

Zoning is a public function based on the exercise of the police power.[6] It is established and administered by the legislative body and must be applied in a manner that will relate to the public health, safety, and welfare of the community as a whole. Thus, it should be clear that zoning and plat restrictions are not related since one is based on the contract power and the other on the police power.[7] One is administered by private parties and the other by the public official acting at the direction of the legislative body. A private covenant cannot be enforced by a public official since the city is not a party to the contract.[8]

Where there is a conflict between zoning and private restrictions, generally the courts will uphold the highest restriction. For instance, the council may see fit to zone for commercial use a parcel of property for which private restrictions permit only residential construction. While the public agency is not responsible for enforcing the private restrictions, any private citizen coming under the restrictions can have the residential restriction enforced through the courts.

As a general rule, the council and planning commission cannot dictate the contents of the plat restrictions. Consequently, the acceptance of a plat and the restrictions relating thereto by a planning commission and city council in no way binds the public body to the conditions of the restriction. For instance, a plat may be prepared in which all lots except one are reserved for residential purposes. By implication, the developer may declare that the one lot not restricted to residential use was reserved for commercial use and should be placed in a commercial zone because the commission approved the plat. Actually, this has no relationship to the zoning classification. The commission has no right to require the developer to place a residential restriction on the lot in question, so commission approval of the plat is not an implied approval of commercial zoning. The zoning classification should be made on the basis of maintaining a logical relationship of the land uses of the area. It may be changed at any time social and economic factors dictate merely by amending the zoning ordinance. Contractural obligations are much less flexible and are more difficult to change. Provision is usually made within the private covenant for the method of change. Ordinarily nearly all of the parties to the contract must

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[6]Oklahoma, Statutes, Annotated (1959), in re Dawson, et al., 136 Okla. 113, 277 P, 226, 229.

[7]Castleman v. Avignone, 56 app. D.C. 253, A2F(2D) 326 (1926); Kramer v. Nelson, 189 Wisconsin, 560, 208 N.W., 252 (1926).

[8]Snow v. VanDam, 197 N.E., 224 (1935) Mass.

consent before a change can be made, or a long time-period must elapse, or there may be a general breakdown in the restrictions through lack of enforcement.

There is another major difference between zoning and plat restrictions. The state and federal courts of the United States have continually held that zoning cannot be based on color, class distinctions, or race.[9] For instance, a zoning classification cannot restrict on the basis of value the type of structure to be located on the land. However, zoning based on a minimum size residential structure has been upheld in several states on the basis of public health requirements.[10] Plat restrictions may provide many more restrictive conditions than can be established under zoning. They may restrict the value of structure, establish the type of architecture, completely control the use of land, and even provide for the type of materials to be used in construction if the land developer desires. However, private restrictions based on race, creed, or color have been held to be unenforceable by the U.S. Supreme Court. Thus, private covenants and zoning both have their place in the control of urban land use. The nature and purpose of each should be recognized so that one method of control will not be substituted for the other.

Subdivision Regulations. --The subdivision of land is the first step in the process of urban development. The arrangement of land parcels in the community for residential, commercial, and industrial uses and for street utility easement, schools, parks, and other public purposes will determine to a large degree the conditions of health, safety, and economy that prevail in the urban area. Consequently, detailed regulations governing the subdivision of land have been part of the planning program for the Ada Urban Area.

Subdivision regulations are designed and intended to carry out the following purposes:

1. Implement the Long-range Plan

2. Provide neighborhood conservation and prevent the development of slums and blight

3. Harmoniously relate the development of the various

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[9] City of Birmingham v. Monk, 185 F(2d) 859 (Crd. denied by U.S. Supreme Court, May 25, 1951).

[10] Zoning in the metropolitan areas of New York and Connecticut and in cities of other states have been using minimum floor area standards for residential buildings and have been upheld by the courts. DeMars, et al. v. Zoning Commission of the Town of Bolton, Court of Common Pleas of Conn., Lollard Co., August 8, 1954, 109A(2) 876.

tracts of land to the existing community and facilitate the future development of adjoining tracts.

4. Provide that the cost of improvements which primarily benefit the tract of land being developed be borne by the owners or developers of the tract, and that the cost of improvements which primarily benefit the whole community be borne by the whole community

5. Provide the best possible design for the tract

6. Reconcile any differences of interest

7. Establish adequate and accurate records of land subdivision

The subdivision regulations adopted by Ada and Pontotoc County are designed to serve three principal functions: (1) they establish the standards to be employed in the preparation of the subdivision plat; (2) design standards for planning the subdivision are provided so that the general intent and purposes set forth in the Long-range Plan can be carried out; (3) standards for public improvements required within the area being subdivided are referenced and discussed. Each of these elements is discussed briefly below.

Procedure for Plat Preparation

A plat of a subdivision of land is a map which defines in graphic form the division of land into various tracts. Each plat has to be recorded in the office of the county clerk before it becomes an official instrument. The plat actually is the plan of a particular land area. If the plan is to be coordinated with other elements of municipal development, it must be reviewed by proper authorities prior to official filing. The state enabling law which permits municipalities to establish a planning commission gives the city planning commission and the municipal legislative body the right to review plats. This law states in part:

> All plans, plats or replats of land laid out in lots or plats, and the streets, alleys, or other portions of the same, intended to be dedicated to public or private use, within the corporate limits of any city or town, shall first be submitted to the city planning commission for its approval or rejection, and before such plans, plats or replats shall be entitled to record in the office of the county clerk they must be approved by the legislative body of said city or town.
>
> It shall be unlawful to receive or record any such plan, plat, or replat in any public office unless the same shall bear thereon, by endorsement or otherwise, the approval of the legislative body of said city or town.

> The disapproval of any such plan, plat or replat by the legislative body of said city or town shall be deemed a refusal of the proposed dedication shown thereon.[11]

The procedures established in the Ada and Pontotoc County Subdivision Regulations for the preparation of a plat are divided into two separate parts. First, the subdivider is required to submit to the planning commission a preliminary plat. The material required to be presented on the preliminary plat should be adequate to give detailed information about the subdivision plan. Upon approval of the preliminary plat, the subdivider then is authorized to prepare the final plat. This is a more complete form of the preliminary layout. Approval of this plat by the planning commission and acceptance by the council or board gives authorization for filing the document with the county clerk.

Design Standards

The design standards contained in the subdivision regulations are proposed to establish general standards for street utility easement widths, the maximum and minimum lot sizes and block sizes, appropriate street patterns, and encourage a good quality of design for the various aspects of subdivision design. Setback lines are required to be shown on all plats. In this manner, the design criteria established for all subdivisions will help achieve a unified type of development.

Improvements

The section of the subdivision regulations dealing with improvements establishes standards for construction of utilities. Detailed specifications are not provided but are referenced in the regulations and are proposed to be provided and administered by the city administrative staff upon approval by the City Council, or if in the county they must be approved by the Board of County Commissioners.

Implementing Subdivision Regulations. --Subdivision regulations should be helpful in implementing other phases of the Long-range Plan. Through their use residential street development can be properly coordinated with the major street plan. Land areas needed for parks, schools, and other public facilities can be anticipated ahead of time. Wider easement widths needed for commercial development can be provided at the time of need. Detailed planning required in the preparation of a good subdivision often will improve the land use pattern. In many instances, the sale of property along streets and highways by "metes and bounds" description will reduce

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[11] Oklahoma, Statutes, sec. 423 (1951).

the usability of the rear portion of large lots. The proper design of a subdivision will greatly assist in maintaining good traffic movement and a stable pattern of land uses, and will assist in the economical development of needed public facilities.

SUGGESTED SUBDIVISION IMPROVEMENT POLICIES AND COST ALLOCATIONS

The suggested allocation of costs of improvements in new subdivisions are outlined below and in Table 11. In many instances, this cost assessment is established by state law. However, the extent and quality of the improvement is not generally included under Oklahoma law. Since the ability to obtain long-term financing is dependent on the type and quality of the improvement, this influences the financing methods and thus should be included in local development standards.

Street Improvements

For purposes of municipal finance, generally street improvements fall into two categories: major streets and minor streets. Since freeways and expressways in Oklahoma have been constructed primarily from state and federal funds, they are not included in the cost considerations for Ada.

Street Easements

Minor Streets. --The subdivision regulations adopted by Ada and Pontotoc County establish the minimum width of the minor street easement as 60 feet. Since the primary purpose of this street is to provide access to adjacent properties, it should be the complete responsibility of the developer. This is the policy now being followed in virtually all other communities throughout the United States.

Collector Streets. --Subdivision regulations require a 60-foot easement for collector streets. Since the purpose of this street is to provide for internal circulation within the neighborhood, it also should be the full responsibility of the developer.

Primary and Secondary Arterials. --These form the internal arterial street system of Ada. Section line roads which lie on the perimeter of residential neighborhoods fall within this classification. Subdivision regulations require an 80-foot easement for secondary arterials, and 100-foot easements for primary arterials. Since these arterials are immediately adjacent to residential neighborhoods, provide access to them, and are required to connect the neighborhood with other parts of the city, they are necessary to the proper development of each neighborhood unit. Consequently, it has been established in the subdivision regulations that 80 feet of ease-

ment should be provided for secondary arterials and 100 feet should be provided for primary arterials by the developer whose property is adjacent thereto. Since these generally follow section line roads, each developer would be responsible only for one-half of the easement. Where rights-of-way in excess of this amount are needed, it is proposed that the city or other governmental agency be responsible for acquiring the excess.

Expressways and Freeways. --These are within the urban area and are arterial routes for the high-speed movement of vehicles within and through the urban area. Although it is desirable for individual subdivisions to have reasonable access to an expressway, such a facility should not run directly through the area. Thus, the primary purpose of an expressway is not to serve an individual subdivision, but the city as a whole, and the cost of expressways and freeways should not be charged to developers. Frontage and service roads along such facilities might or might not be the responsibility of the developer depending on the nature of adjacent land use, type of other access facilities, etc.

Type of Improvement

Minor Streets. --The present policy of Ada requires that a minor street be paved 27 feet in width and curb and gutter provided. High-type pavement is required that should last twenty years or longer with normal maintenance. This should be the total responsibility of the developer.

Collector Street. --Since the primary purpose of the collector street is to provide for internal neighborhood circulation, a variable standard is proposed. When a collector street is designed so that individual building sites do not front on the street, but rather side up to the street, and driveways do not connect with it, satisfactory circulation can be maintained on a 26-foot street surface. However, when residential lots front on a collector street, additional paving width is needed to provide on-street parking and to accommodate the driveways used for ingress and egress. It is recommended that where a collector street has lots fronting upon it for more than 20 percent of its total length that 32 feet of pavement with curb and gutter be provided. This street facility should be the full responsibility of the developer since its purpose is to serve the neighborhood.

Primary and Secondary Thoroughfares. --The financing of primary and secondary thoroughfares is difficult to work out on an equitable basis. Generally speaking, these types of streets should not be less than four lanes or 48 feet in width. Where lots front upon them, an additional 10-foot parking lane should be provided. Two approaches are suggested for study.

The first policy for consideration would be that the developer provide the cost of one lane having 12 feet of width for moving traffic and one parking lane

of 10 feet in width where lots front on the thoroughfare. It would be the responsibility of the city to provide for the remaining lanes. Although this is an equitable division of cost based on benefit to individual neighborhoods, two serious problems are encountered in attempting to implement the policy. The first problem relates to the timing of construction. Often the developer is responsible only for a small section of major street and desires to complete his development long before a four-lane facility is either needed or the city can afford to finance one. Extensive advanced engineering must be carried out if the developer constructs his portion of the improvement when he develops the subdivision, and even good advanced engineering may not provide a satisfactory solution since often the grades and other design criteria desired for a four-lane major street cannot be coordinated with existing pavement. A second problem relates to the difficulty of administering the program where land already has been subdivided by metes and bounds into very small parcels and where there is considerable diversity of ownership. An individual who is concerned with the development of a two-, five- or ten-acre parcel often does not have the financial ability to provide the expensive improvement on a major street. Also, the policy as applied in this situation may prove to be an inequitable one, particularly where ownership is divided in such a manner that a small acreage has a large amount of frontage on a major street. This condition would present a hardship case that should be handled as an exception in policy application.

A second policy recommendation for consideration is the establishment of a unit charge based on a unit of land area for each lot that is to be subdivided and improved. This unit charge would be intended to defray the cost of developing the portion of major street for which the developer should be responsible as outlined in the policy stated above. In addition, the unit cost also could be used to defray the cost of other neighborhood improvements, such as parks, for which the developer should bear the cost, but for which the city could more effectively coordinate development than could an individual subdivider. A unit charge has been employed extensively in certain metropolitan areas as an annexation charge. However, there seems to be little precedent for such a charge applied directly to developing properties within the city. The legal aspects of the question should be researched. The approach is not inconsistent with present assessment district procedures however. The unit charge should be made only for improvements that benefit a particular area and thus would fall in the same category that special assessments come under. These have been held by Oklahoma courts not to be taxes but rather improvement charges, and therefore they can be regulated by municipal charter and ordinance rather than by state law. Further legal research in this field should be conducted before such a policy is adopted.

Financing of Improvements

Expressways and Freeways. --The financing of these facilities should be the responsibility of the governmental agency involved and not the responsibility of

the developer.

Street Trees. --All trees adjacent to major and minor streets are primarily for the benefit of adjacent properties even though proper massing of trees in the landscape greatly enhances the appearance of the city. Planting of trees should be the full responsibility of the developer.

Street Signs and Lights. --The developer should be responsible for paying the cost of materials used in street signs on streets within the development and the city furnishes the labor for installation. Street lights on all streets and street signs and traffic control devices on major streets should be financed by the city.

Sidewalks

Sidewalks of 4 feet in width serving residential property and all sidewalks serving commercial and institutional property primarily benefit and improve individual lots and neighborhood areas. Thus, the cost should be borne by developers. Although it has not been a policy in Ada to require sidewalks, it is recommended that a re-study of the situation be made with consideration given to provide for adequate pedestrian circulation to schools and parks. Sidewalks should be required along all collector streets and such other minor streets and major streets as would be needed to connect residential areas with neighborhood and community facilities.

Water Distribution

The method of distributing the cost of distribution lines for the municipal water system has been one of the most controversial issues in the field of municipal finance in Oklahoma during the past ten years. The issue is not where the burden of cost falls, but in the method of applying it.

Prior to 1940, cities and towns in Oklahoma installed water mains at their own expense and repaid the cost of such installation through receipts received from the sale of water. However, during the period from 1925-1932, many cities expanded water systems into proposed residential developments that were never completed. This contributed to many problems including municipal bankruptcy in some instances. In order to remove the city from speculation in land development, a repayment system was worked out whereby the developer installed the lines and the city repaid the developer from the sale of water to customers using that portion of the system. This method was used extensively in the 1940's. However, the procedure offered serious problems in rapidly-developing cities which used their water systems as the primary source of revenue for financing other government functions. In some instances, repayment contracts with developers materially reduced income from water and curtailed other activities which were dependent on water revenue. Consequently, many

community leaders advocated that all water lines serving an individual neighborhood should be charged off initially in development costs in the same manner that sewer laterals were, as required by state law.[12] This would mean that homeowners would still pay for water lines but through the payment for the house rather than through the payment of water revenue. This latter approach probably is the most desirable one because of the very limited number of revenue sources available to the city.

Sanitary Sewers

The Oklahoma Statutes, Title 11, sec. 273, clearly define who should pay the cost of various types of sewers. In general, the law states that sewer laterals should be charged to the property benefited while mains, sub-mains, and outfall lines are to be paid for by the city. However, where mains and sub-mains also serve as laterals, the property benefited shall be charged the equivalent cost of the lateral. This can be done either through a tie-on fee, direct payment, or an assessment district. Usually, lateral lines are either eight or ten inches in diameter, while mains, sub-mains, and outfall lines will vary from ten inches in diameter upward. Many cities and towns throughout the state have in the past accurately interpreted what constituted a lateral and have installed these at public expense.

Storm Drainage

It is recommended that a comprehensive study of the primary drainage channel be made for the whole city in order to determine the extent of municipal responsibility for financing and constructing the system. This study should be made well in advance of development and should be based on the land use pattern proposed in the Long-range Plan.

POLICIES RELATING TO ACQUISITION OF PARK LAND

Establishment of policies whereby parks, playgrounds, and open space are acquired at the time of need or prior thereto is essential to the proper functioning of the recreational system and to healthy city growth. Many cities in the United States have tended to give consideration to their recreational and open space needs only after the financing of streets, water mains, sewer mains, and other public utilities have been worked out. The urban dweller has formed the habit of demanding pure water at each tap. He complains loud and long to public officials about poor street surfaces.

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[12] Oklahoma, Statutes, Title 11, sec. 273.

Sewer systems are taken for granted. However, few voices are raised in those cities where inadequate recreational programs exist, primarily because citizens do not recognize the important place a well-rounded recreational program plays in American life. Consequently, it is necessary often for public officials to take the leadership in the development of such a program.

Since there are many different recreational facilities needed to provide a well-rounded recreational program, several types of policies are required to insure that each need is met. It has been fundamental in Oklahoma municipal government that the construction of municipal utilities such as streets and sanitary sewers, which increase the value of the properties that these utilities serve, should be paid for by the properties benefited. These improvements usually are financed by special assessment. At the same time, municipal facilities which benefit all of the people within the municipality should be paid for by all citizens. It is reasonable to assume that the same application should be made to the acquisition of recreational facilities. For instance, a lighted ball diamond having city-wide use should be paid for by all of the citizens. The neighborhood park and playground which primarily benefit only those people within the individual neighborhood which it serves should be paid for by the people of that neighborhood. Consequently, policies relating to the development and financing of neighborhood parks will be different from those for acquisition of city-wide facilities.

City-wide Facilities

Financing of land and facilities used for recreation on a city-wide basis can be accomplished through the use of general obligation bonds or financed directly out of the general budget. Since the courts have held that the operation of parks can be classified as a public utility operation, the bonds do not come within the 5 percent debt limit imposed on public debt in Oklahoma. The financing of facilities from the general budget can be accomplished where adequate sources of revenue exist year in and year out to provide such facilities. Most cities in Oklahoma do not have adequate revenue for this purpose.

Neighborhood Parks

Where deficiencies of neighborhood parks exist in the present system, a bond issue or general fund monies might be used, provided all sections of town receive equal benefits at the same time. This would mean that added benefits would accrue to each neighborhood. As the city grows it would seem advisable to provide for neighborhood parks at the time of initial platting and development so that the cost of park land would be based on undeveloped land costs rather than on platted urban property costs.

Many cities in the United States have required that each developer set aside for park purposes amounts of land ranging from 2 to 10 percent of the total land which is being developed.[13] There is an alternate provision usually provided when small areas, that is, less than twenty acres, are being platted. At the option of the City Council an equivalent amount of money may be required in lieu of giving land. This money is required to be reserved for the purpose of providing a neighborhood park in the area.

It is recommended that where possible in newly-developing areas the City of Ada work closely with the developer in acquiring land for neighborhood parks. On large tracts, it is recommended that the developer be responsible for providing 50 percent of the cost of the facility and that the city provide the remaining 50 percent of the financing.

Sub-Neighborhood Playgrounds

Each residential area should have a sub-neighborhood playground if the provisions of the Long-range Plan are followed. It is recommended that in the development of new residential areas these facilities be the complete responsibility of the developer. In already developed areas, the city will have to acquire and develop the proposed areas as recommended in the Long-range Plan--1985.

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[13] Planning Advisory Service Information Report No. 46 (Chicago: American Society of Planning Officials, 1953).

TABLE 11.--A Summary of Suggested Residential Subdivision Improvement Policies and Cost Allocations for Ada, Oklahoma, 1971

ITEM	SIZE	IMPROVEMENT FINANCING RESPONSIBILITY AS A PER CENT OF TOTAL COST		
		Developer	City	Other Govt.
A. Street Easements				
Minor	60 feet wide	100%	none	none
Collector	60 feet wide	100%	none	none
Secondary thoroughfare	80 feet wide	100%	none	none
Primary thoroughfare	100 feet wide	100%	none	none
Expressway	Variable	none	variable	variable
Frontage road	Variable	variable	none	variable
B. Street Improvements				
Minor	26 ft. wide with curb	100%	none	none
Collector	26-32 ft. wide with curb	100%	none	none
Secondary thoroughfare	44-68 ft. wide with curb			
Primary thoroughfare	44-68 ft. wide with curb			
Expressway	Variable			100[a]
Frontage Road	26 feet wide with curb	variable	none	variable
C. Street Signs[b]		Materials	Labor	none
Street trees		100%	none	none
Street lights[b]		none	100%	
D. Sidewalks	4 feet wide	100%	none	none
E. Water Distribution				
Mains	6-8 inch diameter	100%		
Trunk lines	Above 8 inch diameter	variable[c]	variable[c]	
Meters				
F. Sanitary Sewers				
Laterals	8-10 inch diameter	100%		
Sub-main	Above 10 inch diameter	variable[d]	variable[d]	
Main	Above 12 inch diameter	variable	variable[d]	
G. Storm Drainage				
Primary channels		(e)	100%	
Secondary channels		100%	none	
H. Parks and Playgrounds				
Sub-neighborhood	2.5-5 acres	100%		
Neighborhood	7-15 acres	50%	50%	
Community	In accordance with general plan		100%	

(a) Under certain conditions the city might be required to assist in right-of-way costs.

(b) Exclusive of expressways

(c) Where a trunk line serves as a main, the developer should pay the equivalent cost of a 6 inch line; the city should bear all other costs.

(d) In accordance with O. S. Title 11, Sec. 273, the city is required to finance mains and sub-mains except where they serve as laterals also. In those cases, the equivalent cost of the lateral should be paid by the developer.

(e) The developer is not responsible for improving primary channels except to the extent that his development increases runoff in the channel.

COMMERCIAL AREAS

Commercial areas within the city have been undergoing fundamental changes since the decentralization of urban activities in the 1920's altered the relationship between the transportation system and retail activities. Before World War I, the principal mode of travel within and around cities was on tracks, that is, on street cars, elevated lines and subways, or on suburban railroads. These lines radiated from the downtown area and made it easier to go to the central business district than any other point in the city. As a consequence, most retailing was conducted in a single market place and many industrial concerns and other places of work tended to concentrate in the same general area. Even in the suburbs the corner grocery store and other shops dispersing convenience goods concentrated at street car stops. The effect of this commercialization along rail lines still can be observed in older suburbs of many metropolitan areas although tracks may have disappeared more than twenty years ago.

With the advent of the automobile and bus lines, which unlike street car lines could easily be rerouted, the accessibility of retail locations in outlying areas were competitive with downtown locations. Decentralization of retail activities was accelerated through congestion of the central business district and lack of parking for the automobile. Since the food store was a sensitive barometer of accessibility, it was one of the first major drawing powers to move out of downtown.

The supermarket drew customers, so other compatible shops and stores followed. From this came the planned shopping center, followed by the discount house and a variety of drive-in establishments. The purpose of this resume is not to analyze new patterns of commercial activities and new merchandising methods but to provide insight into the different types of retail development that may be expected to be useful in the Ada Metropolitan Area during the next twenty years and to indicate the relationship that exists between these different types of commercial uses.

Two types of commercial areas are reflected in the Long-range Plan for the Ada Metropolitan Area. These include planned shopping centers and designated areas for a variety of commercial activities including strip development along major streets. The distinguishing characteristics of each of these different commercial areas are discussed below.

The American Central Business District

The American central business district, like its European predecessors, developed rapidly during the nineteenth century as a highly centralized area devoted to commerce, worship, and communication. These central districts achieved their size and concentration due to many factors: the convergence of rail lines on a central terminal, located near a port, a network of streets and highways, the telephone, and other transportation and communication devices developed from the Industrial Revolution.

Central Business District Characteristics

The following characteristics are typical of most central business districts in large and small cities throughout the United States.

1. Central business district is characterized by a large number and variety of establishments located on separately owned parcels of land; thus there is great diversity of ownership in contrast to the single entity ownership of the shopping center.

2. Although most central business districts were located in a relatively central area, the asymmetrical growth of residential and industrial uses has left the central business district out of the geographic center. However, transportation lines still tend to converge on it and therefore the CBD is the point of most convenient access from all parts of the city.

3. It is generally the oldest section of the city, is characterized by multi-story buildings, and serves not only the city but an extensive hinterland.

4. The greatest variety of activities in the trade area served by the city is usually found concentrated in the CBD.

5. The CBD is the point of highest land values and highest assessment rates within the city. Therefore it is a major source of tax revenue.

6. The CBD often lacks architectural unity and human scale; it is highly congested with both pedestrians and vehicular traffic, lacks functional organization, and tends to violate the principle of compatibility of uses.

The Planned Shopping Center

The Urban Land Institute defines a shopping center as

> . . . a group of commercial establishments, planned, developed, owned, and managed as a unit, with off-street parking provided on the property

(in direct ratio to the building area) and related in location, size (gross floor area) and type of shops to the trade area that the unit serves--generally in an outlying or suburban territory.[1]

The terms "neighborhood center," "community center," and "regional center" are widely used as shopping center classifications. Distinguishing characteristics of each type of planned center are set forth on Table 1 and summarized below.

The Neighborhood Center

This type of shopping center is located within or near the residential neighborhood and primarily provides convenience goods and personal services for day-to-day living needs. Usually it is built around a supermarket as the major tenant, serves from 5,000 to 20,000 people and is located within two miles or less of its customers. It will range in size from 25,000 to 100,000 square feet of floor area and will have a site of 4 to 10 acres. This center serves the same people that the cluster of shops at the street car stop served in 1910. This is where people go to buy food, pick up drycleaning, wash laundry, and acquire a haircut. Convenience is the primary emphasis and comparison shopping items are limited.

The Community Center

This center should be located in an interceptor position between residential areas and downtown and will serve several neighborhoods having a population ranging from 20,000 to 100,000 persons. In addition to convenience goods and personal services, it will provide for the sale of wearing apparel, hardware, and appliances. Shops will provide a larger selection of merchandise. The principal drawing power usually is a variety store or junior department store, and one or two supermarkets. The size of building ranges from 100,000 to 300,000 square feet and a site of 10 to 30 acres or more is required.

The Regional Center

The regional center is built around one or more major department stores and provides greater variety of goods for comparison shopping. The size of building will range from 500,000 to 1,500,000 square feet or more. The regional center requires a population of at least 500,000 persons and has a better chance for success with a trade area containing a million people. Thus the regional center is most similar to and competitive with a central business district of a large metropolitan area.

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[1] Urban Land Institute Technical Bulletin No. 30, Parts I and II (Washington, D.C.: Urban Land Institute, February and May, 1957).

TABLE 1.--Shopping Center Characteristics for Cities and Towns in Oklahoma

	Neighborhood	Community	Regional
Leading tenant	Supermarket	Jr. Dept. Store	2 Dept. Stores
No. of stores	5-20	20-40	40-100
Area of stores (sq.ft.)	20,000-100,000	100,000-250,000	250,000-1,500,000
% of area occupied by leading tenant		20%	36-43%
Area of site (acres)	4-20	29-40	40-100
Radius of trade area (miles)	1/2 - 1-1/2	1-1/2 - 3	40 min. driving time
No. of persons in trade area	3,000-20,000	20,000-200,000	500,000 or more

Source: Adapted from field studies of shopping centers in Oklahoma and publications of the Urban Land Institute.

In summary, each planned shopping center, no matter what its size, has these general characteristics:

1. A unified development, usually controlled by a single entity.
2. It is designed on a human scale. Automobile traffic is completely separated from pedestrian circulation. Shops and stores are arranged to give the customer the advantages of a convenient location in an attractive setting.
3. There is ample off-street parking for automobiles provided without charge to customer and employee.
4. The shopping center is conveniently accessible to the people of the area which it serves.
5. The center usually developed because other retail centers in the community were inadequate in size, functionally obsolete, or were inaccessible.

Certain distinctive differences between a planned shopping center and a central business district should be noted. In the central business district competition occurs due to a diversity of ownership of land on which different shops and stores are located. Competition is among shops and stores in the same general area. Even in regional shopping centers competition tends to be between shopping centers rather than between individual stores within a center. Since a center is controlled by a single entity who negotiates with certain major drawing powers there cannot be the degree of competition for space that exists in a central business district.

The Principle of Compatibility

The shopping center usually provides a grouping of highly compatible shops and stores, thus providing maximum convenience to the customer. The measure of compatibility is the degree to which individual business establishments interchange customers. Businesses which are highly compatible will have a larger degree of customer interchange, while businesses which are deleterious will actually repel customers from one another. A department store and variety store located together will draw more customers than each would separately. A variety store and used car sales area located together will have the opposite effect. The presence of the used car sales area will tend to reduce the number of customers of the variety store. Since a planned shopping center can be carefully organized, a maximum degree of compatibility can be provided. In the central business district, rent-paying abilities largely determine the relationship of different uses. Thus the degree of compatibility between individual businesses in the central business district will be difficult to determine.[2]

Mixed and Strip Commercial Development

There is a wide variety of desirable commercial uses in many communities which may not be compatible with other retail shops and stores. These include automobile service stations, new and used car sales, amusement enterprises, plumbing shops, repair shops, and a variety of other uses. These types of activities are not suitable for location in the retail center of downtown or in a planned shopping center. They tend to occupy older buildings in a central business district or the commercial areas which string along major streets and highways. As a consequence, areas should be provided in appropriate locations for the non-shopping type of commercial uses. The location of these non-shopping types of commercial uses often tends to be along major arteries of traffic and this results in strip commercial development. Strip development is undesirable for many reasons, including the following:

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[2]Richard L. Nelson, The Selection of Retail Locations (New York: F. W. Dodge Corporation, 1958), pp. 52-55.

1. Congestion and accident potential on the street system are at a maximum. A large amount of marginal interference is created by automobiles entering and leaving the street at any point.
2. Strip development produces a maximum amount of conflict area between different types of uses. The transition between residential and commercial uses usually occurs at the back of each property. A long strip of commercial property will produce the maximum lineal footage of residential and commercial mixture.
3. Strip development must be solely geared to the automobile since the length of pedestrian travel usually is excessive between different types of shops and stores.
4. Appearance and other aesthetic factors in strip development usually are not satisfactory. Unified architecture is almost impossible to achieve.
5. More ribbon commercial development occurs because "the land along a major street is not suitable for anything else," rather than because it is highly desirable for commercial use. The factors that cause such areas to be undesirable for other uses, congestion, and large traffic volumes, also tends to reduce accessibility for commercial use. Better land use planning and not commercial strip zoning is the answer to this problem.

Whenever possible it is far more desirable to group shops and stores together in a rectangular or square arrangement, rather than to string them out along a major street. There is one significant exception. Commercial establishments designed to serve tourist traffic need to be grouped along the tourist route.

Planned Unit Development (PUD)

Provision has been made in the Ada Zoning Ordinance for planned unit developments for commercial as well as residential developments, or combinations thereof. (See Ada Zoning Ordinance, Article 5.) This will permit the unified planning and development, not only of retail shopping facilities, but also of a greater variety of commercial, religious, residential, and other uses that may be appropriately clustered in a neighborhood or sub-community center.

The PUD classification is employed in the Long-range Plan--1985 to provide encouragement for cooperation among different owners of commercial and institutional properties. This forces the preparation of a comprehensive site development plan for the area before the detailed zoning plan is prepared and before construction of public facilities.

INDUSTRIAL AREAS

The processes and requirements of modern industry vary more widely than any other major category of land use. Land for industry often has received only casual attention in municipal planning studies. This lack of concern partly stems from the fact that early zoning ordinances were developed to protect homes from the smoke, traffic, dirt, and grime generated by nearby industries. The zoning ordinance and general plan both based industrial land categories on the apparent external effects of major industries. These external effects or "performance standards," represented an assessment, often unscientific, of the amount of smoke, odor, dust, traffic, and other effects generated by the industry. This method of classification was not refined and used to indicate substantial variation in different types of industrial uses. Industries usually were grouped together in one or two categories in the zoning ordinance so that the small parts manufacturer and feed mill were forced to reside side by side, regardless of the fact that the location requirements of each industry were not the same.

While municipal government officials have used external effects as the basis for classifying industries, industrialists seeking sites have used entirely different factors. Locational determinants for new industries were based on the requirements growing out of internal processes of the industrial operation and the need for community services and facilities. The availability of utilities, power, housing for workers, relatively level land to accommodate horizontal flow of materials in the production processes and access to the transportation system are significant, but requirements vary greatly for different types of industries. The reserve of industrial land in the general plan should be based on both methods of evaluating industrial needs, that is, on external effects and on requirements of the internal processes and services of each industry.

A research laboratory, manufacturer of small appliances or a similar activity which has the same general external effects as a major office building or college building could have the same close relationship to housing areas that the non-industrial uses have. Space for heavy industries should be preserved on appropriate tracts which were well insulated from housing and commercial areas. General location consideration for industrial uses include the following:

1. Manufacturing concerns devoted to extensive industrial activities require large tracts of relatively level but well-drained land.

2. Industrial subdivision planning must provide a flexible approach. Industrial areas should be subdivided in a manner that will suit the particular needs of each industry. Street layout, off-street parking and loading, the storage and handling of goods, and location and design of production units will differ for various industries.

3. Industrial areas must be protected from encroachment of incompatible land uses which would restrict plant operation. Ample area should be provided for future expansion.

4. Industrial land use planning should provide that compatible industries be located together. This requires a careful analysis of requirements and performance of each industry to be located in this area. Direct access to commercial and public transportation facilities is necessary. The extent of need of railroads, highways, and airports will depend on the type of industry.

5. The availability of public utilities, including power, water supply, fuel, and waste disposal, will determine the type or extent of industrial activities that can be supported.

6. Industrial areas should be within easy traveling time of the labor force.

Two types of industrial areas have been used extensively during the past twenty years to provide a location for industrial uses. These include industrial districts and planned industrial parks. The Office of Technical Services, U.S. Department of Commerce, defines an organized industrial district as follows:

> An "organized" or "planned" industrial district is a tract of land which is subdivided and developed according to a comprehensive plan for the use of a community of industries, with streets, rail lead tracks, and utilities installed before sites are sold to prospective occupants.[1]

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[1] Theodore K. Pasma, Organized Industrial Districts, A Tool for Community Development (Washington, D.C.: Government Printing Office, 1954), p. 1.

An industrial park is an area planned for industry but is much more restricted and carefully controlled in relation to the types of industries permitted, effects on one another, and relationship of the industrial park to other uses in the community. The development of industrial districts preceded the industrial park, and originally were for the purpose of providing well-situated tracts reserved for industrial use which would provide adequate room for expansion of individual industries. The industrial park concept grew out of experience with industrial districts and placed added emphases on restrictive covenants which would control plant design, landscaping, open space, and other aesthetic features, in addition to the provision of rail and highway facilities and other services and utilities required by industry. The concept of an "industry in a park" represented an attempt to re-integrate industry into the land use pattern of the community and provide it with a closer relationship to housing and commercial uses.

Industrial Density Standards for Ada

The determination of industrial land requirements can be made by reference to the density of workers for different types of industrial uses. The following are density classifications used by the City of Tulsa which would be generally applicable to the Ada Metropolitan Area.

TABLE 1.--A Listing by Density Categories of Future Industrial Densities for the Tulsa Metropolitan Area, 1975

	1975 Workers Gross Per Acre	Planning Standard
Intensive		
Printing, publishing, allied industries	60.2	
Food and kindred products	37.2	42.7
Lumber and wood products	52.0	
Intermediate-intensive		
Research development/testing laboratories	23.2	
Machinery (except electrical)	22.4	
Professional, scientific, controlling instruments	22.1	20.3
Primary metals industries	17.9	
Fabricated metal products	16.1	
Intermediate-extensive		
Motor freight transportation/warehousing	14.7	
Wholesale trade	13.8	
Paper and allied products	10.0	11.9
Electrical machinery equipment, supplies	9.0	
Extensive		
Chemical and allied products	5.0	

TABLE 1. --Continued

	1975 Workers Gross Per Acre	Planning Standard
Extensive (continued)		
Furniture and fixtures	4.4	3.9
Petroleum and coal products	2.5	

Source: Adapted from 1975 Metropolitan Tulsa Industrial Land Needs, A report prepared by the Tulsa Metropolitan Area Planning Commission, December, 1958, p. 33.

TABLE 2. --Industrial Density Standards Recommended for Ada, Oklahoma

Density Category	Workers/ Net Acre
Intensive	36.0
Intermediate-intensive	16.0
Intermediate-extensive	8.0
Extensive	3.0

RECREATION AND EDUCATION AREAS

Recreation Defined

For the individual, recreation may be any wholesome, leisurely experience engaged in solely for the satisfaction derived therefrom. It includes games, camping, hiking, dancing, picnics, discussion groups, drama, music, arts and crafts, and other activities of personal choice.[1]

Recreation can be anything beyond the normal line of duty that a person does not have to do but does just for the enjoyment in it. It is not just games or active sports, parties or singing, meetings or socials, or hobby handicrafts. It is not merely play or exercise. It should not be considered a waste of time. It is something that provides relaxation and diversion from the requirements of regular work.[2]

If recreation is to serve the purposes outlined in the above definition, the program must be designed to accomplish the following objectives:

1. Recreation must be provided for all seasons of the year. Special recreation planning is needed during the summer months to absorb the large amount of leisure time of children and family groups. However, the recreation needs, particularly of the adults of the community during the winter months when outdoor activities are at a minimum, cannot be ignored.

2. Both active and passive recreation need to be provided. Often recreation is considered to include only such organized sports as baseball, football, and basketball. While these activities are an essential part of a recreation program, they do not meet the total needs of the various age groups within the community. Many people do not have the interest, the physical capability, or the skill to participate in these more active forms of recreation. They can enjoy

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[1] The Athletic Institute, Essentials for Developing Community Recreation (Chicago: The Athletic Institute, Inc., 1946).

[2] E. J. Milderfrank and Virginia Musselman, Planning Recreation for Rural Home and Community, Agricultural Information Bulletin No. 20 (Washington, D.C.: Government Printing Office, 1950), p. 1.

watching an exciting game, but they miss the gratifying sense of participation and accomplishment experienced by participants. The individual needs to be able to participate in some form of recreation in which he has the ability to gain some recognition from the group. This may be acquired either in active or passive recreational endeavors. Generally speaking, passive recreation is more in demand for older age groups; however, younger individuals generally desire some passive forms of recreation during part of their leisure time. Consequently, a well-rounded recreational program needs to provide both passive and active recreational outlets.

3. Recreation is for all age groups. People of different age groups have different interests, abilities, and recreation requirements. Age groups should be considered in planning a well-rounded recreational program.

Types of Recreational Areas

Municipal recreational facilities for Ada can be classified into four separate types on the basis of the number and resident location of the people using the facilities. These four types of areas are neighborhood, city-wide or community, regional, and specialized facilities. Neighborhood recreational facilities are those located within the residential neighborhood, and which serve primarily people living in adjacent residential areas. Community recreational facilities are those which serve all of the people of the urban area. Regional recreational facilities are those which serve not only the people of the urban area but also people from all of south-central Oklahoma, such as the athletic programs of East Central College. Specialized facilities are those serving special segments of the population and which require specialized facilities. These include such activities as gun clubs, riding clubs, and drag strips. The separation of neighborhood recreational facilities from city-wide and regional facilities is important for the purpose of location, planning, and development. Also, classification according to function provides a basis for working out equitable methods for acquiring land and financing development.

Neighborhood Recreational Facilities

The arrangement of recreation space in the neighborhood unit should provide a variety of opportunities for both active and passive recreation for residents of the neighborhood. Three types of open space for recreation purposes should be provided. These include the neighborhood park and playground, sub-neighborhood playgrounds, and strips of public open space.

The neighborhood park and playground should serve as the center of family recreation. A site of ten to fifteen acres is needed and most of the following facilities should be provided:

1. Separate space for pre-school children
2. Apparatus area for elementary school age children

3. Surfaced area for court games such as tennis, handball, paddle tennis, shuffleboard, and volleyball
4. Open space for informal play
5. Field for games such as softball, modified soccer, touch football, and mass games
6. Area for storytelling, crafts, dramatics, and quiet games
7. Spray pool or water activity area for pre-school children
8. Picnic area
9. Shelter building with toilets and washbowls
10. Drinking fountains

Separate play areas in the neighborhood park should be established for pre-school children, elementary school children, and older youth and adults. These should be arranged so that playfields for group games do not have to be crossed to reach other facilities. The maximum service radius of the neighborhood park should be approximately the same as for the elementary school site. A child should not have to walk more than one-half mile from home to playground. Since the neighborhood park and playground is residentially oriented, special emphasis should be placed on serving children of younger age groups.

The second important recreation area is the sub-neighborhood playground. This playground should serve children in the younger age groups and should be located within one-fourth mile of every home. A site of two to four acres in area should be reserved and equipped with an apparatus area for the pre-school and elementary school age children, a field for informal play of group games, a surfaced area for court games such as volleyball, handball, and tennis, drinking fountains, a shelter and equipment building, surfaced walkways for wheel toys, and landscaping.

Corridor parks and open space situated along drainage ways and in appropriate locations to provide visual beauty, pedestrian circulation and informal recreation is a third important recreation element in the neighborhood. The inter-relationship of the central neighborhood park and playground, sub-neighborhood playgrounds, and connecting ribbons of open space which flow through the neighborhood can be observed in the theoretical design of the neighborhood unit plan (Figure 3).

Schools as Neighborhood Facilities

It is desirable to have a neighborhood park immediately adjacent to the elementary school ground if the school is well located in relation to the children being served. Maximum utilization can be made of the combined areas.

In locating schools and neighborhood parks the same general standards apply. Both should be near the center of residential population of the area to be served, both should be in a residential area away from major traffic arteries, and both should be within one-half mile of the intended patrons. Consequently, properly

located schools are well situated for use as neighborhood recreational facilities.

School grounds with their recreational facilities can be utilized as a part of the neighborhood recreational facilities provided proper arrangements can be worked out between the city council and the school board. However, the use of school grounds as a part of the neighborhood recreational system has definite limitations. Some schools are poorly located for use by the neighborhood and the school playground facilities, by their very nature, are largely restricted to the use of elementary age children. However, some equipment and areas on a school ground can be used as a part of the year round municipal recreational program, as well as for school children during the months school is in session. Softball diamonds, basketball courts, tennis courts, and informal play areas all can be used by different age groups.

Even with these limitations, the school grounds and facilities can provide recreational facilities for an appreciable percentage of the neighborhood population. This use of school facilities eliminates the expenditure of public funds for recreational facilities which duplicate each other. The advantages achieved in the joint development and use of recreation and education facilities usually far exceed the disadvantages.

City-wide Facilities

There is a large number of recreation facilities required by every community which can be designed to serve the whole population. These facilities should be located to carry out their particular functions. For instance, stadiums and athletic fields designed for spectator sports should be accessible from the major street system and should not be located within residential neighborhoods. However, parks containing gardens, picnic areas, and passive recreation facilities for all citizens of the community would not be objectionable if located in the edge of a residential neighborhood.

Specialized activities such as gun clubs, auto race tracks, drag strips, and rodeo grounds that are used extensively by special groups generally should not be mixed in with general recreational facilities. They should have separate locations suitable for the conduct of these specialized activities.

The following outline of recreation facilities for city-wide use indicates the types of facilities which are suitable for location in a city recreation area. The list is not all inclusive; however, the general types of facilities which any community should provide are clearly indicated. These fall into five general groups.

1. Cultural Group
   a. Municipal auditorium
   b. Community building to house the following activities:

(1) Youth activities
(2) Arts and crafts
(3) Museum
(4) Club rooms for men's and women's groups
(5) Lounge
(6) Folk games and dancing
(7) Indoor games
(8) Kitchen facilities
(9) Special activities

c. Formal gardens, walkways, and landscaping

2. Social Group
   a. Pavilion for multiple use for square dancing, band stand, roller skating
   b. Small games including horseshoes, shuffleboard, table games out-of-doors, and croquet
   c. Informal gardens
   d. Children's play area

3. Large Areas for Active Outdoor Sports
   a. Baseball
   b. Softball
   c. Tennis
   d. Handball
   e. Basketball
   f. Volleyball
   g. Badminton
   h. Bicycle paths and bridle paths
   i. Swimming pool
   j. Football

4. Picnic Area
   a. Picnic Areas
      (1) Fireplaces
      (2) Tables
      (3) Garbage disposal
      (4) Water
   b. Footpaths, landscaping
   c. Open area for informal games, kite flying, etc.
   d. Shelter houses
   e. Small games area
      (1) Volleyball
      (2) Shuffleboard
      (3) Badminton
      (4) Horseshoes

f. Play area for children
   (1) Slides
   (2) Sandboxes
   (3) Swings
   (4) Other play equipment

5. Special Facilities

Regional recreational facilities generally cannot be separated from city-wide recreational facilities in urban areas such as Ada. For purposes of planning for recreational facilities in Ada, no distinction has been made to plan or develop separately those facilities which serve the city and those which serve a larger area. Hereafter in this study, all facilities of a city-wide or regional nature which are the responsibility of the City of Ada will be referred to as city or community recreational facilities.

Standards for Recreational and Educational Facilities

The test of adequacy of recreational facilities is based on three elements:

1. Sufficiency--are there enough facilities to serve everyone?
2. Usability--are the facilities the right type to serve the people for whom they are intended?
3. Relative location--are the facilities located so that they will adequately serve those who need them?

Most recreational standards are based on these three concepts. Admittedly, these standards never apply equally well to all communities or to different parts of one community. The physical layout of each community or neighborhood and the social characteristics of its population determine the real needs for public recreational facilities. However, certain standards of adequacy have been worked out and are useful for comparative purposes.

Sufficiency of Recreation Facilities

The following standards of sufficiency are generally agreed upon by the National Recreation Association and are used by many cities throughout the United States.

Baseball diamonds: 1 for each 6,000 persons or fraction thereof.
Softball diamonds: 1 for each 3,000 persons.
Swimming pools: capable of serving 3 percent of the population at one time. The surface area should provide 27 square feet per person except within a radius of 10 feet of each diving board which can accommodate only 12 persons.
Tennis courts: 1 for each 2,000 persons.

Gymnasium: 1 for each 10,000 persons.
Auditorium: 1 for each 20,000 persons.
Game room: 1 for each 10,000 persons.
Arts and crafts workshop: 1 for each 10,000 persons.
Club or multiple-use room: 1 for each 4,000 persons.
Indoor swimming pool: 1 for each 50,000 persons. The surface area should provide 27 square feet per person except within a radius of 10 feet of each diving board which can accommodate only 12 persons.

Sufficiency of Land Area

Standards of sufficiency are concerned with the amount of land area devoted to recreational and educational uses. For cities of 10,000 or more population, the National Recreation Association, the National Park Service, and other recognized national leaders in recreation advise that a well-balanced recreation program will require a minimum of one acre of permanently-developed, publicly-owned park and playground area for each 100 persons. This largely applies to the recreation areas within the immediately adjoining city.

TABLE 1.--Area Standards Recommended for Schools, Parks, and Playgrounds, Ada, Oklahoma

Type of Facility	Minimum Area in Acres (A)	Maximum Travel Distance
Elementary school	5 A. + 1 A. per 100 pupils	1/2 mile
Junior high school	10 A. + 2 A. per 100 pupils[a]	1
Senior high school	20 A. + 2 A. per 100 pupils[a]	2
Sub-neighborhood playground	2 A. per 1,000 population	1/2
Neighborhood park and playground when combined w/elementary school	2 A per 1,000 population	1/2
Neighborhood park and playground not combined w/elementary school	3 A. per 1,000 population	1/2
TOTAL AREA ALL USES	not less than 10 A per 1,000 population[b]	

[a]Exclusive of athletic fields for inter-school competition.

[b]This figure excludes areas for specialized recreation facilities including golf courses. Area requirements for these facilities are in addition to other totals.

Existing Parks in Ada, 1970

Land area in existing parks for the City of Ada in 1970 are given in Table 2. The location of these parks can be noted on Figure 8.

TABLE 2.--Sizes and Types of Parks in Ada, Oklahoma, 1970

Park	Acres	Type of Facility
Wintersmith	126.6	city-wide
Glenwood	6.0	neighborhood
Richardson	1.3	sub-neighborhood
West end of Northwest Drive[a]	.4	"
Lake Drive and Sunset Lane[a]	1.2	"
Sunrise Lane and West Parkway[a]	1.7	"
Northwest Drive and West Parkway[a]	.4	"
Total	137.6	

[a]Not improved or equipped for intensive recreational use; best characterized as open spaces for visual use and occasional play.

Wintersmith Park is an excellent city-wide park and recreational facility. Few towns and cities in Oklahoma have a comparable park. The City of Ada has done an outstanding job of maintaining Wintersmith Park. This facility will serve the citizens of the Ada Urban Area quite adequately in the foreseeable future as a city-wide park.

Glenwood Park is another well-kept public facility that serves as both a neighborhood and a partial city-wide park. As Ada continues to grow to the east, Glenwood will become more important as a community park to the citizens who live primarily on the west side of Ada. Because of its small size and intensive use, Glenwood Park should be carefully maintained and protected. Should Glenwood School be discontinued as a serviceable facility to the school system, the building and especially the land area of the school should be acquired for additional land for Glenwood Park

Richardson Park is a very new sub-neighborhood park located in a small newly-developing subdivision. It has been extensively planned and developed and if maintained it should be an attractive and sorely needed public facility for the residents in the south part of Ada.

The four park areas of Norris Hills Subdivision are examples of open spaces that serve to add visual interest and beauty to a residential area but are not arranged to serve as intensive recreational areas.

The existing park and recreational areas are examples of the types of facilities needed in the City of Ada. Wintersmith Park is an excellent city-wide park that is well designed as a mixture of areas for very intensive use and areas left more natural and for passive leisurely use. Glenwood Park is a good example of a neighborhood park, but is not well located just to serve a residential neighborhood. The City of Ada needs several more parks of this general character and size. The proposed neighborhood parks would not need the extensive amount of play apparatus or the swimming pool, but they should be located more in the center of the residential areas they are intended to serve. Richardson Park is of the size and design to be a fine sub-neighborhood park that is intended to serve small children primarily. The City of Ada should have several of these small parks to serve all residential areas of the city.

Ada has an exceptional city-wide park but the city does not have an adequate number of smaller parks and playgrounds to serve residential areas. The grounds of the various schools in Ada do help to supplement the need for parks and playgrounds; however, they are not evenly located throughout the city (Figure 8).

Recreation Land Acquisition Proposed in the Long-range Plan--1985

The proposals for land acquisition for parks, recreation, drainage, and open space can be noted on the Long-range Plan--1985. Many of the details of these recommendations can be seen on Figures 10 through 15. Neighborhood-type spaces are indicated through use of map symbols and open spaces, including parks and corridor-type open space, have been designated specifically on the plan and are intended to be acquired as indicated.

The Long-range Plan--1985 proposes the acquisition of corridor-type open spaces. These continuous strips of public land are located along drainage channels, and some transportation easements to provide a pattern of public spaces suitable for hiking trails, bridle paths, and bicycle ways. These corridor-type open spaces will not only provide significant recreation space, but also will serve other functions. They will give access to drainage channels for sanitation and maintenance purposes, provide a buffer strip separating dissimilar land uses, protect significant natural features, prevent urban development in some areas subject to flooding and will serve as a dominant element in establishing the physical form of the community. A more detailed discussion of these functions is set forth in the section on open space.

OPEN SPACE

In recent years rapid urban expansion has brought about an increasing awareness of the need for open space and the necessity for government and private action for planning and preserving it. Currently, open land is being converted from rural to urban use at the rate of a million acres per year.[3] Open space will not automatically be provided in the natural course of urban development unless special effort is made to protect it. This raises several questions. What is meant by the term "open space?" Why is there a concern for open space? What are the forms of open space? How can open space be preserved? These basic questions must be answered in order to understand the nature of open space and to establish a frame of reference for an open space program.

Definition of Open Space

The term "open space" has a variety of meanings. The Urban Renewal Administration defines open space as

> . . . undeveloped land in an urban area which has value for any of the following: a) park and recreation purposes, b) conservation of land and other natural resources, c) historic or scenic purposes.[4]

Another view, and one well-suited for defining an open space program, is that expressed by Stanley Tankel. He sees open space as ". . . not only all land and water in and around urban areas which is not covered by building, but space and light above as well. . . ."[5]

Concepts of Open Space

The concepts of open space, as do the definitions, vary according to emphasis on point of view. A negative concept of open space stresses the absence

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[3]Urban Renewal Administration, Housing and Home Finance Agency, Preserving Urban Open Space (Washington, D.C.: Government Printing Office, 1963), p. 4.

[4]Urban Renewal Administration, Housing and Home Finance Agency, Open Space Land and Program Guide (Washington, D.C.: Government Printing Office, 1962), p. 2.

[5]Stanley B. Tankel, "The Importance of Open Space in the Urban Pattern," in Cities and Space: The Future Use of Urban Land, ed. by Lowdon Wingo, Jr. (Baltimore: Johns Hopkins Press, 1963), p. 57.

of something. It equates open space with unused or unusable land or land that has been left over after urban development. In the scale of time, "negative" open space is a temporary thing which is thought of as an absence of value, that is, land that at the present cannot be economically developed for urban purposes.

The positive concept of open space emphasizes the fact that open space is a structural element for urban growth. It separates urban functions and provides space for movement, recreation, and visual satisfaction. In this sense it can be thought of as a tool for urban design for use in guiding the pattern of urban development.

Another concept of open space and probably the most common is the "greenery concept" which places emphasis on the difference between "open space" and "urban space." "Open space is conceived of as informal, natural, park-like areas of greenery. Urban spaces are the focus of urban activity and are qualified by the urban presence."[6]

These concepts may be explained further in terms of function which may be classified into service and structural categories. Open space serves as a refuge from the stress of urban life. It provides protection to people and property when maintained for flood control, soil erosion control, water pollution control, and airport glide path restrictions. Open space further serves as a place for social interaction, recreation, and a location for educational and cultural amenities. As a structural element open space is used to help guide the growth and development pattern of the urban area, whether it represents the space between buildings or rural lands separating communities. Structural open space can be useful in eliminating urban sprawl by defining boundaries and by promoting the formation of distinct, cohesive urban areas.

There is presently no quantitative measurement for determining the adequacy of open space, for location and distribution appears to be more significant factors than size alone. There are, however, certain factors which can aid in the development of an open space program.

1. Open space must be considered a positive value to be organized rather than a void to be conquered.
2. Open spaces at all levels should be interrelated and linked to form an open space network.
3. Open space should offer opportunities for formal as well as informal activities.
4. Open space should be flexible enough to accommodate a wide range of changes in use and function.
5. Open space should not be dedicated just as left over, unusable land.
6. Open space should not be designed solely for recreational purposes.

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[6]Paul D. Spreiregen, Urban Design: The Architecture of Towns and Cities (New York: McGras-Hill Book Co., 1965), p. 76.

7. Open space design should clearly distinguish between public and private places.

Forms of Open Space

Scale is an important element in establishing a hierarchy of spaces within an open space system. The categories of open space based on geographic scale may include:

1. Street and building scale
2. Neighborhood scale
3. City scale
4. Metropolitan scale
5. Regional scale

The relationships within this hierarchy of open space are important to realize for

> . . . the pattern of open space at any one scale has an impact on the pattern at other scales although the potential impact is not equal at each scale. For example, the permanent reservation of open space at the scale of the region theoretically may have the effect of reducing lot sizes, depending on its amount, its accessibility, and suitability for development, but the reverse phenomena is of far greater importance: large average lot sizes may be associated with inferior regional and county-level open space. At each scale urban open space has critical policy implications, in terms of its effects on other open space and its relation with its adjacent development, which warrant some exploration.[7]

Open Space at the Street and Building Scale

Open space at the street-building scale is that space which surrounds buildings and represents the space frequently and intimately experienced as people walk about in daily life. It may be further divided into private and public or semi-public open space. Private open space is that space which immediately surrounds the dwelling unit--front, back, and side yards. Private open space functions primarily as a density control and a buffering element. By controlling the proximity of dwellings and inhabitants it promotes privacy as well as provides light and air circulation for the dwelling unit. It may also serve for aesthetic, drainage, and minor recreational purposes. Public or semi-public open space is represented by such spaces as public plazas and courts and public easements. Basically, it has the same characteristics

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[7]Tankel, "The Importance of Open Space in the Urban Pattern, p. 60.

as private open space, but does vary to some degree in function. Public or semi-public open space takes on the added functions of acting as an element for social inter-action and circulation.

The development of standards associated with this level of open space is related to the concept of how much space is required by an individual for healthful living. These standards are defined largely within the zoning and subdivision regulations of the city which considers not only the minimum physical space for privacy and freedom of movement, but also open space for utility easements to provide necessary public services.

Open Space at the Neighborhood Scale

Neighborhood open space is found in the forms of neighborhood parks and playgrounds, tot lots, pathways, secondary streets, school playgrounds, drainage and street easements. As with the street-building scale, it is primarily designed and built or planted, but as one progresses through the hierarchy, open space becomes less man-made and more natural.

Like open space at the street-building scale, neighborhood open space serves as a density control and as a buffering element. However, it has other equally important functions. It acts as a structural element in delineating the neighborhood unit and separating the elements within the unit. Closely related to this structural function are the recreation and circulation functions. All pedestrian movement and most recreation activities take place within neighborhood open space. Therefore, the location and distribution of open space is as important as the quantity or geographic size. Open space should be located to be accessible for recreation, it should separate neighborhood elements and serve as a buffer, and it should be located to link neighborhood elements as a means for pedestrian circulation.

Open Space at the City Scale

Open space at the city scale can be classified according to its function.

1. Open utility spaces: these are the surface spaces needed for water supply, for drainage and flood control, the air spaces for aircraft movement and the space for production.
2. Open green spaces: land and areas used for parks and recreation, greenbelts and greenways, building entourage, and natural and scenic protection.
3. Corridor spaces: rights-of-way for movement, transportation, and passage.[8]

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[8]S. B. Zisman, "Open Spaces in Urban Growth," Proceedings of the 1964 Institute on Planning and Zoning, Southwestern Legal Foundation (Dallas: 1965), p. 126.

Since much of the open space at the city scale is related to movement corridors and utility spaces the design of open space at this level must be flexible to reflect changes in land use patterns. In fact, as a structural element, open space at the city scale may be used to guide the pattern of development by serving as borders and edges for development.

Open Space at the Metropolitan Scale

Metropolitan open space represents all external city open space that is within an urbanized area and can be found in the forms of parks, parkways, minor conservation areas, flood plains, lakes, and watershed areas. The function of metropolitan open space has primarily been thought of as either recreational or conservational. However, it also performs a major structural role. It acts as a linkage element within the urban area and is an important tool in guiding and controlling its growth and development. Metropolitan open space can shape the urban pattern, but it has little influence on density. It acts as a broader element in providing the community with a distinct boundary.

Open Space at Regional Scale

Regional open space is more a product

> . . . of policy than of design, for at the regional level, much of the emphasis will be on the economic problem of resource allocation and development, whereas physical land use and design problems will tend to predominate at the city scale.[9]

Open space at this scale may be both public and private and is found in the form of state parks, major conservation areas, large bodies of water, hilly countryside, rivers, agricultural uses, and wilderness preserves. Open space at the regional scale predominates in most sections of the United States. It may serve recreational and conservational purposes or be used for production of crops, but it also can play an important role in guiding the pattern of urban development. Natural features, such as rough terrain, can shape the pattern of urban growth by forcing development around them. However, with advances in technology and today's demand for land, ecological limitations to development are being ignored or altered and thus, regional open space and open space policies take on added importance in shaping the urban pattern.

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[9]Benjamin Chinitz, "Contrasts in Agglomeration: New York and Pittsburgh," American Economic Review, Vol. 51, No. 2 (May, 1961), 279-289, cited by John Friedmann, "Regional Planning as a Field of Study," in Regional Development and Planning, ed. by John Friedmann and William Alonso (Cambridge: The MIT Press, 1964), pp. 63-64.

Open Space Influence on Urban Form

Geographic orientation of a person in a city is produced by marked contrasts in land uses and by significant changes in building height and architectural form. The tall buildings of a central business district or the spires of universities and religious institutions act as visual reference points. A geometric major street pattern may also serve this purpose, as exemplified by the Outer Drive in Chicago, Canal Street in New Orleans, and the radial street patterns which enhance the monumentality of Washington, D.C. Edges also provide useful references. The high contrast between town and rural countryside is most evident and is strongly experienced in driving through the widely-spaced small cities on a trip across the Great Plains.

Corridor Open Space

Corridor type open space is indicated in the Long-range Plan--1985 and is closely coordinated with the planning and design requirements of residential neighborhoods. It not only gives form and identity to the city but also serves many other equally important functions. The greenways are designed to provide hiking, bicycle, and bridle paths throughout Ada. They form extensions of neighborhood parks and playgrounds and can be used for a variety of recreation purposes. Corridor spaces have been located along drainage channels when possible to serve a conservation and access function for maintenance and protection of waterways. They have also been placed along railroads and arterial streets to form a buffer between those transportation facilities and adjacent housing areas.

EDUCATIONAL FACILITIES

The limits of the Ada School District can be noted on Figure 8. At the present time the school district includes nearly all of the urbanized areas of Ada except the northern part of Hammond Heights and the east half of Section 35. The adjacent or surrounding school districts include Byng, Ahloso, and Latta school districts. These surrounding school districts preclude any expansion of the Ada School District unless there is consolidation or joining of districts. Speculation on that type of development is beyond the scope of this report.

The location and land area of the existing schools in the Ada School District are shown on Figure 8. The size in land area of each school can be noted in Table 3.

Ada High School is an excellent new facility that has been in operation only two years. It is located on a forty-acre site with good access to the major street system. With the construction of the high school, the old Junior-Senior High School site can now be devoted entirely to the Junior High. This will greatly enhance the opportunities to improve necessary facilities for the Junior High.

TABLE 3.--Land Area of Existing Schools in the Ada School District, 1970

School	Area in acres
Ada High	39.5
Ada Junior High	7.7
Irving	2.8
Glenwood	2.0
Willard	2.1
Hayes	2.7
Washington	2.8

During the school year of 1970-71 the Ada School District used four of the elementary schools for grades one through six: Irving, Willard, Hayes, and Washington. Glenwood had kindergarten and Headstart programs. There was one class of special education at Irving Elementary School. The enrolment in the various schools of the Ada School District for the past five years can be noted in Table 4.

TABLE 4.--Ada City Schools Enrolment, 1966-1971

Year	Senior High	Junior High	Glenwood	Hayes	Irving	Napier	Washington	Willard
1966-67	487	588	149	217	162	46[a]	344	353
1967-68	513	590	142	241	208		313	357
1968-69	505	557	137	249	198		306	376
1969-70[b]	521	606	131	266	275		344	330
1970-71	559	590	127	254	267		340	341

[a]Use of Napier School was discontinued after the 1966-67 school year.

[b]Ada School District began kindergarten enrolment in this school year.

Source: Superintendent of Schools, Ada School District.

The trend in enrolment of the Ada School District has been at best at a stable level. The totals in Table 5 need to be reviewed to keep in mind that the kindergarten enrolment was added to total enrolment beginning in the 1969-70 school year. The average number of people per occupied dwelling unit has dropped in Ada from 2.83 persons in 1960 to 2.67 persons in 1970.[10] This figure, along with observation that the percentage of population from the ages 0-15 in Ada is 21.0 per cent compared to 28.9 per cent for the State of Oklahoma, would suggest that the trend for school enrolment in Ada is not going to be increasing in the immediate future. The percentage of people over 55 years of age in Ada is 28.6 per cent compared to 21.6 per cent for the State of Oklahoma.

TABLE 5.--Total Enrolment for Ada School District From 1966 to 1970

Year	Senior High	Junior High	Total Elementary School Enrolment	Total Enrolment
1966-67	487	588	1,271	2,346
1967-68	513	590	1,261	2,364
1968-69	505	557	1,266	2,328
1969-70[a]	521	606	1,346	2,473
1970-71	559	590	1,329	2,478

[a]Ada School District began kindergarten enrolment.

Source: Superintendent of Schools, Ada School District.

The future need for school sites of the Ada School District is going to be affected by the following factors:

1. Overall population trend of Ada and Pontotoc County is not one of growth.
2. Population composition of Ada since 1960 has reflected a smaller percentage of school-age population.
3. Family size in Ada is becoming smaller--meaning fewer children.
4. School District boundaries of Ada are limited and much of the recent urbanization in and near Ada has taken place outside the school district.

[10]U.S. Census of Population, 1960 and 1970.

TRANSPORTATION

This section on transportation is primarily concerned with street and highway transportation. Streets and highways must be planned at both the community and metropolitan scales. The principal concern of this study is coordination of local street and highway requirements with the Comprehensive Transportation Plan prepared by the Oklahoma State Department of Highways in 1967.

The Transportation Plan is composed of the Major Street Plan and is set forth on the Long-range Plan Map to indicate the relationship of major streets and the land use pattern. Planning standards discussed here are for the purpose of explaining certain classifications of streets and to indicate the approach used in development of the Ada Transportation Plan.

PURPOSE AND SCOPE OF THE ADA URBAN AREA COMPREHENSIVE TRANSPORTATION PLAN

The completion in June, 1967, of the Comprehensive Transportation Plan, Ada Urban Area, was the result of several years of study of traffic and parking considerations for the City of Ada.

The initial phase of the transportation study is covered in the Traffic Control Study, which was published in 1963. The recommended program for traffic control improvements was adopted by the Ada City Council and implemented through the purchase and installation of traffic control devices as proposed in the plan. The Parking Report, published in 1964, represented the second major phase of the transportation study. Changes in the type and location of present and proposed parking space were recommended in this report. This last publication, the Comprehensive Study, covers all elements of the entire transportation study including the findings derived by the analysis procedures and the development of the transportation plan.

It is the purpose of this study to provide a transportation framework upon which the city will function and grow. This was accomplished by first identifying the present and future travel patterns which are based on the present and forecast land usage, population, employment, vehicle

ownership and other factors that affect travel; and then identifying the needs as reflected by these travel patterns. Recommendations for implementation of the proposed transportation plan were established by priorities, and were devised so as to support a continuous improvement program based on the needs of the community. The schedule was devised in such a manner as to spread the expenditure at a relatively even rate throughout the proposed construction period. [1]

At the present time, the Department of Highways is coordinating a study with the City of Ada to update the Ada Urban Area Comprehensive Transportation Plan. This plan has been based on the classification of streets according to function. Streets in an urban area can be classified according to traffic use as set forth below.

The Functional Classification of Streets

Expressway

Purpose. -- These are limited access routes that provide for rapid long-distance movement within and through an urban metropolitan area designed to permit high-speed movement of vehicles and have full access control. They should perform no direct land-service function.

Location. --The expressway has as its primary function rapid vehicle speed and high capacity. It should be located along the most direct route between present and projected future traffic origins and destinations. The expressway as a limited access street is a major physical barrier which separates land uses. It should, therefore, also be used to contain or channel physical development by skirting the perimeter of homogeneous land uses rather than bisecting and dividing them.

Access. --The expressway is a multi-laned facility with complete control of access. Grade separation structures which are used for intersections should be at widely-spaced intervals.

Arterial Streets--Primary and Secondary

Purpose. --This system along with expressways serves as the principal network for through-traffic flow. Arterials should connect areas of principal traffic

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[1] Ada Urban Area Comprehensive Transportation Plan, a report prepared by the Planning Division, Urban Transportation Planning Branch, Department of Highways, State of Oklahoma (June, 1967), p. 2.

generation as well as the important rural highways entering the city, and should also provide for distribution of through traffic to and from the collector and local street systems. Arterials may also serve as access streets for abutting property, but land service should be subordinate to the traffic movement function. They should also help to define particular land use areas such as neighborhoods.

Classes of Arterials.--(a) primary arterial: in the metropolitan area these streets should be designed to move traffic to and from principal traffic generators such as industrial areas and the central business district; (b) secondary arterials: these streets should be designed to move traffic within the city to and from minor generators such as shopping areas and recreational areas.

Location.--Arterials form the most definitive edges separating land use activities and urban design elements such as commercial areas and neighborhoods. If at all possible they should be used as such. However, their primary function is that of distribution of traffic. They should connect major traffic generators, expressways, shopping areas, and community facilities. Coordinated design with existing local streets and continuity of route is important if the arterial is to contribute to the unity of urban form.

Access.--Access to abutting properties is permitted, but should be discouraged to minimize possible conflict points and marginal interference. Parking and loading should be prohibited. Intersections at grade should be located no closer than one-fourth mile apart and signalized.

Collector Streets

Purpose.--Collectors serve as connectors between local streets and arterials and are used mainly for traffic movement within residential, commercial, and industrial areas. These streets also serve to connect adjacent neighborhoods and are designed to be the most intensively used internal neighborhood streets.

Location.--The collector street is the highest order minor street and the primary internal neighborhood traffic route. It provides access to arterials from local streets and is designed for intermediate volumes. While providing access to and from the local streets, the collector should be designed to discourage its use by through traffic.

Access.--Direct access to abutting property is permitted within the limits of allowable curb cuts. Intersections of collector streets with major arterial streets should be limited in number and spaced at one-fourth mile intervals or greater when possible.

Local Streets

Purpose.--These streets should serve the purpose of providing access to properties within a given area. Each area should be laid out so that it will be used only by traffic having a destination within the immediate area. In this manner, street surfaces and widths will be required to handle specific types of traffic. This street may be in the form of a minor residential street or a frontage road paralleling an expressway or arterial street.

Location.--The local street is exclusively land service, providing access to adjacent properties. It should be placed to provide the best arrangement of lot groupings for the most efficient land use pattern. The local street should be designed to carry no through traffic and serve only low-speed vehicles.

Access.--Full access to abutting properties is permitted.

Cul-de-sac and Loop Streets.--The local residential street may take the form of a loop, connecting at each end with the neighborhood collector street in such a manner as to discourage through traffic. The cul-de-sac is a "dead-end" street which is suitable for use in cluster development. Except where unusual topographic conditions prevail the length of a cul-de-sac should be limited to 500-600 feet and should have a design for a turn-around at the end to serve both passenger and service vehicles. The detailed design standards and plan for transportation are set forth in the Long-range Plan--1985.

THE LONG-RANGE PLAN--1985

CHAPTER I

GENERAL PROVISIONS

ARTICLE 1. DEFINITION OF TERMS

Section 1. Long-range Plan--1985 Defined--The official statement of comprehensive policies, in written and graphic form, for providing broad and general guidance and direction of all aspects of the physical development of the community for the next fifteen or more years. This includes the public policies to guide and direct the development of privately-owned residential, commercial, industrial, and institutional uses, and the public recreation, education, open space uses, public utilities, drainage ways, and the transportation system.

Section 2. Terms Defined

A. Planning Commission--the Ada Metropolitan Area Planning Commission, comprised of ten members, four of whom shall be appointed by the mayor and confirmed by the council; four members shall be appointed by the Board of County Commissioners which members shall not be residents of any incorporated city or town; the mayor and chairman of the Board of County Commissioners shall be ex-officio members of the Planning Commission.

B. Council--the five-member City Council of Ada.

C. Board--the three-member Board of County Commissioners of Pontotoc County

D. Goal--a general statement of community desires and aspirations indicating a broad social, economic, or physical state or condition which the community

E. Objective--a more limited and precise aim, purpose, or condition than a goal, which is officially adopted and is intended to be realized in various ways, including among others, through the implementation of the Long-range Plan--1985.

F. Assumption--an official postulation regarding some aspect of the nature of the city as related to its present or future status.

G. Policy--an officially-adopted course or method of action intended to be followed.

H. Principle--a primary or basic doctrine, an indication of fundamental relationships.

I. Standard--a definite rule providing qualitative and quantitative measurement which is to be used as the basis for design or course of action.

ARTICLE 2. GENERAL POLICIES

Section 1. Long-range Plan--1985 as the Fundamental Policy Guide

The policies for the development of the physical environment of the Ada Metropolitan Area are set forth in the Long-range Comprehensive Physical Development Plan set forth herein, and in the Zoning Ordinance, Building Code, Subdivision Regulations, and other codes and ordinances relating to the physical environment. Long-range policies which indicate the interrelationships of private and public elements in a comprehensive form are set forth in the Long-range Plan--1985. This is intended to be the basic and fundamental development policy of the community. All other plans and codes and ordinances, and amendments thereto, shall be in conformity with the intent of policies both explicitly and implicitly expressed in the Long-range Plan.

Development plans, codes, ordinances, and amendments thereto which are proposed and which are not in conformity with the Long-range Plan--1985 shall be approved until the conflicts with the Long-range Plan--1985 have been eliminated either through a change in the proposals or through official changes in the Long-range Plan. It is intended that the study, public hearings, and official changes in the Long-range Plan shall be completed before the Ada Metropolitan Area Planning Commission shall recommend action to the City Council or the Board of County Commissioners on plans, ordinances, and amendments thereto which caused plan changes to be initiated.

Section 2. Review of Plans and Policies

The plans and policies expressed herein shall be reviewed annually by the Planning Commission during the first three months of each year. The Commission shall review, among other things, the growth and change in population and land use, changes in social and economic conditions, and other factors which may influence the physical environment, and the plans and policies relating thereto. The Planning Commission shall file a report with the City Council and Board of County Commissioners of such findings including recommended changes in the Long-range Plan. This annual plan review report shall be filed at the first Council or Board meeting in April of each year. A more comprehensive review of all goals, assumptions and policies for community development shall be made at least once every five years by the Planning Commission. In general, this review shall be carried out within two years following the publication of the federal decennial census, and again approximately five years thereafter, or as otherwise requested by the Council or Board or initiated by the Planning Commission.

Section 3. Citizen Participation

The public policies herein established are for the purpose of providing public facilities and services and guiding private development and uses of land. They are intended to protect and serve the citizens of the community and will be effective for this purpose only when they represent a strong public consensus and are thereby supported. Types of policies vary widely and not all affect or interest citizens equally. In the process of public policy-making, it is intended that citizens who will be significantly affected by a proposed policy or who may have a special interest or expertise in the area of concern shall be identified and given opportunity to contribute to the policy-making process through public hearings, study sessions, informal discussion, committee participation, and consultation with public officials, and that careful deliberation shall prevail on the study of proposals and possible consequences.

CHAPTER 2

THE LONG-RANGE COMPREHENSIVE PHYSICAL DEVELOPMENT PLAN--1985

ARTICLE 1. GENERAL PROVISIONS

Section 1. Nature and Purpose

This Plan is intended to provide the official policies for the physical development of Ada and its environs. The policies which are expressed graphically on the official Long-range Plan--1985 Map and in written form embrace two sectors of public policy. These include general policies for guiding and coordinating the development and use of privately-owned land, buildings, and facilities, and establishing the nature and extent of public interest therein, and policies for providing public facilities and services.

Policies for guiding and coordinating the development and use of privately-owned property for residential, commercial, industrial, and institutional uses, and for agriculture are limited in scope and application to those areas of concern which the Council or Board of County Commissioners has determined to be of significant public interest. The purpose of this portion of the Long-range Plan is to provide coordination and direction of private development and protect public interests, but in a manner that will not stifle individual initiative and creativity. Therefore the most flexible, general, and minimum directiveness possible to accomplish this purpose is employed. General policies are graphically presented in the Long-range Plan Map and are explained further in the written material of the Long-range Plan.

The policies for providing public facilities cover transportation facilities, including major streets and highways, areas and facilities for public education, recreation, and open space, and civic buildings. These public facilities policies are expressed in two ways. For those facilities that are to serve primarily the whole community, including major streets and highways, community recreation facilities, and civic buildings, the location, extent, and functional relationships are delineated on the Long-range Plan Map and are further explained in the written material of the Long-range Plan Document. Those public facilities which are located or designed to serve a limited group or area in the community, including neighborhood parks

and playgrounds, sub-neighborhood playgrounds and elementary school sites, are expressed as policies in the Long-range Plan through use of map symbols and area and location standards.

It is intended that these general policies be implemented through the effective use and administration of Subdivision Regulations, Zoning Ordinance, Primary and Secondary Street Plan and related setback regulations, Building Code, Housing Code, Capital Improvements Program for acquiring and developing community facilities, and other related plans and regulations. These ordinances and regulations establish the detailed principles and standards necessary to effect the policies set forth herein.

Section 2. The Long-range Plan Map

The plans for the use of land, for transportation facilities, and for community facilities are set forth on the Long-range Plan Map. All of the written material contained in the Long-range Plan Document shall be considered as further explaining and defining the material set forth on the Map. The Long-range Plan shall include the written and graphic material set forth herein.

ARTICLE 2. GOALS AND POLICIES FOR THE USE OF PRIVATE PROPERTY: RESIDENTIAL, COMMERICAL, INDUSTRIAL, RELIGIOUS, AND INSTITUTIONAL USES

Section 1. Residential Uses

1.1 Goals--All of the people of the Ada metropolitan area should be provided with housing of good quality and design, a diversity of choice of housing types, and of sufficient size to produce a healthful and satisfying living environment. Housing is to be located in quiet, safe, and attractive neighborhoods that provide each dwelling unit with convenient and safe pedestrian and vehicular access to an elementary school, churches, and recreation areas located within the neighborhood unit. Each residential area is to be located within convenient travel time and distance of work centers, shopping areas, and community recreational, educational, and cultural facilities.

1.2 Map Interpretation--Residential areas have been designated either for low density or medium-high density use. Low density shall be interpreted as permitting not to exceed five (5) dwelling units per net acre devoted to housing uses, and medium-high density shall be interpreted as permitting six (6) or more dwelling units per net acre devoted to dwelling uses. It is expected that these general density policies will be further refined and implemented through application of the development standards of the Zoning Ordinance which will permit the establishment of a more limited density range. This can best be determined at the time each project and area is proposed for development.

Density requirements are not to be interpreted as requiring only one type of dwelling or a specific architectural style. Single-family dwellings, townhouses, and apartments are to be permitted where appropriately designated different dwelling types may be employed together under the "planned unit development" provisions of the Zoning Ordinance. This is provided to encourage overall project planning that will integrate different types of uses and buildings to create a harmonious relationship.

1.3 General Policies

A. The Neighborhood Unit--The residential neighborhoods are to provide space for those activities and uses that are needed to serve the daily needs of families and which are appropriate to the housing environment. These elements include various types of dwelling units, religious institutions, local commercial services, recreation, and open space, education and health facilities, transportation services, and public utilities. Residential areas in Ada are not intended to be limited solely to dwelling units, but should contain the variety of facilities necessary to provide an interesting, convenient, and safe residential environment with special concern for amenities.

Areas for residential use have been designated as Neighborhood Units where the shape and size of the area will permit the use of neighborhood unit principles of development. Other areas also have been designated where, because of location, topography, and other factors, they are desirable for residential use, but are not suitable in size or shape to be developed as a neighborhood unit; however, it is intended that the principles of the Neighborhood Unit be applied where feasible.

The Neighborhood Unit indicates an area planned as a unit and used principally for residential purposes, but which contains recreational, religious, educational, and retail shopping facilities needed to serve the residents of the neighborhood. Each of these elements should be provided as an integral part of the plan for the neighborhood and in accordance with the following principles:

(1) The neighborhood unit should be of a size which can be served by one elementary school.

(2) The elementary school and neighborhood park and playground should be located in the approximate center of residential population.

(3) The size of areas devoted to recreational and educational purposes should be in accordance with the standards set forth in Article 3, Section 1, herein.

(4) The street system should be designed in accordance with the principles and standards set forth in Chapter 3 herein. All primary streets should be routed along the perimeter of the neighborhood. Minor residential

streets should be designed to provide good access to abutting property, but should be arranged to discourage their use by through traffic. Collector streets should provide fairly direct connection between minor streets and neighborhood recreational, educational, or shopping facilities, or major streets. Whenever possible residential dwelling units should not face on or have direct ingress and egress to a collector street.

(5) The neighborhood shopping center should be located or planned in accordance with the standards and requirements set forth on the Long-range Plan Map and in Section 2 herein.

(6) The neighborhood shopping center, churches, and other institutional activities which are intended to serve both persons within and outside of the neighborhood should be located near the outer edge of the neighborhood with good access to the perimeter major street system. Building sites should be large enough to provide yards and open spaces consistent with the scale and function of individual buildings. Landscaping and site planning should be employed to protect residential dwellings from the more intensive activities of institutional uses.

B. Other Residential Design Factors--The large body of design theory has been developed concerning the arrangement and design of residential areas and their relationship to the other land uses of the city. These are illustrated by the neighborhood unit concept and planned unit development, both of which have influenced residential design in many parts of the United States. The neighborhood unit is intended to be employed as a concept for development of residential areas in Ada. However, it is not proposed that a single design concept or prototype be used for design of residential areas; variations in design are encouraged by providing broad policy guidelines relative to land uses and densities in the Long-range Plan; and within those guidelines highly qualified designs are intended to be employed for both private and public projects and are to be given the maximum possible flexibility in solving different environmental problems. Plans and regulatory codes and ordinances have been prepared to implement this goal.

C. Neighborhood Functions Not Involving Housing

(1) Churches.--Sites for churches should be provided in the plan for each neighborhood unit. Sites should be located near the outer edge of the neighborhood unit on a collector street, with convenient access to a major street, and planned to provide insultation of

residential units from church-related activities. Sites should have a minimum size of two acres and should be in accordance with the standards for churches set forth in Section 4 herein.

(2) Neighborhood Parks and Playground Sites.--Neighborhood parks and playgrounds and sub-neighborhood playgrounds should be provided in accordance with the policies and standards provided in Article 3, Section 1, herein.

(3) Elementary School Sites.--Elementary school sites should be provided in accordance with the policies and standards provided in Article 3, Section 1, herein.

(4) Neighborhood Shopping Center Sites.--Neighborhood shopping center sites should be provided in accordance with the policies and standards provided in Section 2 herein.

Section 2. Commercial Uses

2.1 Goals.--Each Commercial use should have a location which provides convenient access for customers in an attractive, safe, and sanitary environment, and which is related to other uses in a manner to receive maximum benefit and support from compatible uses and community facilities. All strip commercial development, except that especially designed and located on state highways to serve tourists, is to be discouraged.

2.2 Master Plan Map Interpretation.--Commercial areas have been designated on the Long-range Plan Map in two different ways. Existing and proposed general commercial and neighborhood commercial areas are delineated using a color code to define the general location and size of development, whenever land planning and development of the area permits precise definition of boundaries. Symbols are used to denote the general location of planned neighborhood shopping centers.

2.3 General Policies

A. The Central Business District.--It is intended that the central business district of Ada continue as the focus of commercial, wholesaling, banking, office, and governmental activities of the Ada urban area and vicinity. Orderly expansion, diversity of ownership and compatibility of uses are intended to be encouraged through the careful administration of zoning regulations.[1]

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[1] A precise plan for central business district development will be needed as a part of a future planning program.

B. Planned Shopping Centers.--The planned neighborhood shopping center is intended to be a unified grouping of compatible retail shops and stores, planned as a unit, situated on a site of sufficient size to provide adequate off-street parking space for customers and employees, oriented and designed to protect adjacent land uses, and located to provide convenient access from surrounding residential areas.

(1) Neighborhood shopping centers should have the characteristics set forth in Table 1.

(2) Location for neighborhood shopping centers have been indicated by symbols on the Long-range Plan Map.

TABLE 1.--Characteristics of Planned Neighborhood Shopping Centers, Ada, Oklahoma

Characteristic	Neighborhood
Leading tenant	supermarket
Number of stores	5-20
Area of stores (square feet)	20,000 - 100,000
Area of site (acres)	4-20
Radius of trade area (miles)	1/2 - 1-1/2
Number of persons in trade area	3,000 - 20,000

C. General Commercial and Tourist Commercial Areas.--Commercial development has been proposed adjacent to major streets for those types of commercial areas required by the community which are not appropriate for inclusion in a unified shopping center. It is intended that those uses which are compatible or have a low degree of incompatibility be grouped together in the same area, and in a unified grouping of buildings when possible. Strip commercial development along major streets is undesirable except where businesses primarily serve tourist traffic. Where commercial development is proposed adjacent to major streets it is intended that where possible the principal means of access be provided on frontage roads and not directly on the major street.

Section 3. Industrial Uses

3.1 Goals.--To provide a variety of sites for diversified industrial uses, served by suitable transportation facilities, and public utilities. The arrangement, size, and location of sites is intended to provide adequate area for expansion of individual operations, be conveniently accessible to living areas, have a location and arrangement so external effects such as noise, traffic, dust, smoke, odor, blast,

and vibration will not adversely influence adjacent uses and areas, and provide a physical environment appropriate for the operation of each use.

3.2 Long-range Plan Map Interpretation. --The boundaries of industrial areas have been delineated on the Long-range Plan Map for restricted, light, and heavy industrial classifications.

3.3 General Policies. --Land for industrial use has been divided into three categories: restricted, light, and heavy industrial uses. Distinction between various classifications is based on the operating requirements and service requirements for each use and on the external effects generated by each use, including the amount of smoke, noise, odor, dust, traffic, blast, and vibration produced beyond the boundaries of the site on which the establishment is located.

A. Restricted Industrial Uses. --Land designated for restricted industrial uses is intended primarily for manufacturing and assembly plants and warehousing that are conducted so the noise, odor, dust, and glare of each operation is completely confined within an enclosed building. These industries may require direct access to rail, air, or street transportation facilities; however, the size and volume of the raw materials and finished products involved should not produce the volume of freight generated by the uses of the light and heavy industrial districts. Buildings and improvements should be architecturally attractive and surrounded by landscaped yards.

B. Light Industrial Uses. --Land designated for light industrial uses is intended primarily for the conduct of manufacturing, assembling, and fabrication which is conducted within enclosed buildings or on open areas screened from view from adjacent areas, and operated in a manner so that external effects will not adversely influence adjacent areas.

C. Heavy Industrial Uses. --Land designated for heavy industrial uses to be located adjacent to major rail and highway facilities and is provided for operations which may create a large volume of traffic; however, the generation of noise, dust, odor, blast, and smoke should be limited to the area designated for heavy industrial use, and should not adversely affect adjacent uses and areas.

Section 4. Religious Institutions

4.1 Goals. --Planning for churches and other religious institutions, which has largely been considered a private responsibility, also is of significant public interest. The inclusion of planning standards is not intended to restrict or interfere with freedom of religious practices, but is included to assist in providing sites of appropriate size and location for the various religious uses of land required in Ada.

4.2 Map Interpretation.--The location of churches and other religious institutions are not indicated on the Long-range Plan Map since each facility should be designed as an integral part of the area in which it is situated. However, area and location standards and general planning requirements are given in the Planning Principles and Standards section to serve as a guide to those who are responsible for planning for religious institutions.

4.2 General Policies

A. Site Size.--The recommended size of a church site, based on sanctuary seating capacity, is given on Table 2.

TABLE 2.--Minimum Recommended Site Size for Churches in Ada, Oklahoma

Maximum Sanctuary Seating Capacity	Building Area in Gross Sq. Ft.[a]	Yard Area Sq. Ft.[b]	Off-street Parking		Total Minimum Area Required for Site	
			No. of Spaces[c]	Square Feet[d]	Square Feet	Approx. Acreage
200	10,000	30,000	80	24,000	64,000	1.5
400	20,000	60,000	160	48,000	128,000	3.0
600	30,000	90,000	240	72,000	192,000	4.5
800	40,000	120,000	320	96,000	256,000	6.0
1000	50,000	150,000	400	120,000	320,000	7.5
1500	75,000	225,000	600	180,000	480,000	11.0
2000	100,000	300,000	800	240,000	640,000	15.0

[a]Based on an area of 16 square feet per person in the church sanctuary and 20 square feet for education space which totals 36 net square feet per person. Net square feet is equal to approximately 70% of gross floor area or approximately 50 square feet per person.

[b]Yard area is assumed as 3 times the floor area of the building, thereby creating a 25% coverage factor of one-story buildings.

[c]Based on 2.5 persons per vehicle.

[d]300 square feet per vehicle for storage and driveways

B. Location.--It is intended that churches and other religious institutions be located in conjunction with neighborhood or community education, recreation, health, and commercial activities; or clustered with other churches and

religious uses of land; or located on the outer edge of a neighborhood unit with direct access to a collector or arterial street.

C. Site and Architectural Design.--Religious uses of land often are included as an appropriate part of a residential neighborhood and may be intensely used for many hours per week. If such areas are to exist harmoniously with dwelling units and other residential elements and without adverse effects, careful site planning of off-street parking and architectural design of buildings is essential and is intended to be accomplished by careful coordination of religious facilities planning with other neighborhood elements.

Section 5. Agricultural Areas

There are many tracts of land in the Ada Metropolitan Area devoted to agricultural uses. It is anticipated that many of these areas will undergo urbanization and the appropriate urban uses are so indicated on the Long-range Plan--1985. An agricultural zoning designation is used in certain areas to protect the area from premature unplanned urbanization, and not for the purpose of prohibiting urban uses. When a full range of public services and utilities are available to each agricultural area and subdivision development plans have been prepared in accordance with the use and development policies of the Long-range Plan, it is intended to authorize urbanization of agricultural tracts.

Section 6. Planned Unit Development

6.1 Goals.--It is the purpose of the Planned Unit Development (PUD) policies to provide a flexibility in planning and development processes that will encourage unified design of large-scale housing, commercial, industrial, and institutional projects and areas, and to permit a greater variety of land uses in integrated developments having a harmony of design and a variety of functions, and which will encourage achievement of the following:

A. A maximum choice in the types of environment and living units available to the public

B. Open space and recreation areas

C. A pattern of development which preserves trees, outstanding natural topographic and geological features, and prevents soil erosion

D. A creative approach to the use of land and related physical development

E. An efficient use of land resulting in smaller networks of utilities and streets and thereby lower housing costs

F. An environment of stable character in harmony with surrounding development

6.2 Map Interpretation. --Areas which are intended to follow planned unit development provisions are designated with a boundary and the letters PUD. These areas should be developed in conformance with both the use requirements and planned unit development provisions of the Long-range Plan--1985, and the applicable sections of the Ada Zoning Ordinance. It is intended that planned unit developments be required on those areas so indicated by the PUD symbol on the Long-range Plan Map, and at any other locations which have an appropriate use designation.

6.3 General Policies. --Planned Unit Developments shall be in accordance with the following policies.

A. Locations. --Planned unit developments are appropriate for high-density residential, commercial, industrial, and private institutional areas which are designated in the Long-range Plan--1985, and which meet the provisions of the Zoning Ordinance.

B. Design Characteristics. --The planned unit development shall provide a unified and integrated architectural design and organization of land and building uses with special attention to aesthetic appeal, efficient function, and diversity of compatible and supporting uses.

C. Minimum Site Size. --The minimum size of the site upon which a planned unit development is located shall not be less than three (3) acres for commercial uses; not less than ten (10) acres for residential, educational, medical, and other types of institutional development; and not less than twenty (20) acres for industrial uses. Where a combination of residential, commercial, or institutional uses and accessory uses is developed, the size of the site shall not be less than ten (10) acres.

D. Development Procedures. --The design standards, site plan requirements and procedures for development shall be in accordance with the provisions of the Zoning Ordinance.

ARTICLE 3. GOALS AND POLICIES FOR THE DEVELOPMENT OF PUBLIC FACILITIES AND AREAS

Section 1. Recreational and Educational Areas

1.1 Goals.--Areas required for public recreational and educational facilities are intended to be provided in advance of need, of adequate scope and variety to serve all age groups in the community, and located conveniently accessible to those whom the facilities are planned to serve. Facilities for active and passive recreation for all age groups are needed for use during all seasons of the year. A wide range of facilities at the neighborhood, community, and metropolitan levels is proposed to serve these purposes.

1.2 Long-range Plan Map Interpretation.--The location and area for recreational and educational facilities have been designated on the Long-range Plan Map in two different ways. Symbols are used to indicate the approximate location of schools, parks, and playgrounds. The exact location and design of each site designated by symbol should be planned as an integral part of the design for each neighborhood and residential area in accordance with the area and location standards set forth in sub-section 1.3 below. Symbols and standards have been employed to permit flexibility of design of each neighborhood unit.

When unique topographic conditions, tree masses, or other site characteristics exist which have been designated for preservation for public use, the exact boundaries of these areas are designated on the Long-range Plan Map. The neighborhood development plan for each area should be designed to preserve these areas for public use precisely as each is delineated on the Map.

1.3 General Policies.--Areas for recreational and educational facilities are intended to be provided as set forth on the Long-range Plan Map in accordance with the area and location standards of Table 3.

1.4 Policies for Sites for Recreational Facilities.--It is intended to provide a full range of parks and playgrounds for all age groups. Facilities planned for neighborhood-oriented recreation are not intended for general use by community groups living outside the neighborhood.

All of the following facilities, as designated on the Long-range Plan Map, are intended to be provided:

A. Sub-neighborhood playgrounds

B. Neighborhood parks and playgrounds

C. Community parks and playgrounds

D. Areas for specialized recreation

TABLE 3.--Area and Location Standards for Schools, Parks, and Playgrounds, Ada, Oklahoma

Type of Facility	Minimum Area in Acres (A)	Maximum Travel Distance
Elementary school	5 A + 1 A per 100 pupils	1/2 miles
Junior high school	10 A + 2 A per 100 pupils[a]	1
Senior high school	20 A + 2 A per 100 pupils[a]	2
Sub-neighborhood playground	2 A per 1,000 population	1/4
Neighborhood park and playground combined w/elementary school ground meeting above standard	2 A per 1,000 population[b]	1/2
Neighborhood park and playground not combined w/elementary school	3 A per 1,000 population	1/2
Community parks and playgrounds	3 A per 1,000 population[c]	2
Total area for all recreation uses in the city	not less than 10 A per 1,000 population	----

[a]Exclusive of athletic fields for inter-school competition

[b]The elementary school site and neighborhood park and playground site should be located adjacent to each other whenever possible.

[c]Excludes space for specialized recreations including golf courses

1.5 Policies for Sites for Educational Facilities.--Sites for elementary schools have been designated by symbol on the Long-range Plan Map. Although the responsibility for locating and acquiring school sites resides with the School Board rather than the City Council, school sites need to be planned as a part of the public facilities program for each area, and the Long-range Plan is intended to reflect appropriate area and location requirements of these facilities.

Section 2. Open Space

2.1 Goals.--A variety of types of open spaces are proposed for preservation through acquisition and regulation. These are designed to provide recreation area, preserve significant natural features, enhance the visual character of the city, serve conservation purposes, establish corridors for transportation, buffer the adverse external affects of certain land uses, and control the urban form and growth of the community. The importance of open space is to be understood not only in terms of uses, but also at the different levels at which it is encountered.

Building and neighborhood scale spaces are those with which individuals are intimately associated and are intended to be carefully designed and maintained. These spaces are both private and public responsibilities. Standards for private yards and areas are regulated through zoning and housing codes. The public spaces are in the form of neighborhood parks and playgrounds, local streets, drainageways, elementary school grounds, and should be located and developed as an integral part of the total area in which they are situated. This type of space not only serves the primary functions but should have secondary uses including density control and as a buffering element. City and metropolitan scale open space are larger in scale than neighborhood spaces and are intended to form the linked corridors for utilities and transportation and large-scale recreation, education, and civic functions that give a structural form to the community and shape the pattern of urban physical development.

2.2 Map Interpretation.--Open space is designated on the Long-range Plan Map by specifically delineating the area to be acquired and the purpose to be served through use of color codes or through the use of map symbols which relate to standards set forth in the written material. Building scale open space is primarily preserved through zoning and subdivision codes and is not specifically designated on the Map. In general, neighborhood scale space is indicated by symbol to give flexibility in the integration of open space with other neighborhood elements in the design process. Community scale open space has been more specifically shown by indicating boundaries or the functional alignment of corridor spaces whenever possible.

2.3 General Policies.--The following types of open spaces are provided in the Long-range Plan: corridor space, drainage channels, areas for educational facilities, recreation space, lakes and lagoons, and transportation rights-of-way. The general policies relating to each type are set forth below.

A. Corridor Space.--Corridor open space has been designated along drainage channels, transportation rights-of-way, and at appropriate locations to establish an interconnected system of public greenways for use as recreation space; bicycle, bridle, and pedestrian paths; and as buffer strips. These spaces should be acquired in excess of land required for drainage and other purposes. Corridor-type space will need to be acquired over a long time period using a variety of methods and sources of funding.

In general, the minimum width to be acquired should not be less than one hundred (100) feet except for short distances where it is economically unfeasible to obtain strips in this width. Where possible, corridors of greater width should be acquired and these should be connected with larger open spaces to be used as neighborhood and community parks.

B. Drainage Channels. --The open space requirements for drainage are primarily based on engineering considerations. Location and acquisition of drainage ways are closely related to the development of corridor-type open space and is so indicated on the Long-range Plan Map.

C. Education and Recreation. --Policies relating to education and recreation are set forth in Section 1 of this chapter.

CHAPTER III

MAJOR STREET PLAN, ADA, OKLAHOMA

ARTICLE 1.

Section 1--Purpose

This plan for street facilities is intended to promote the orderly development and use of land within the existing and future urban area; to eliminate existing traffic congestion and facilitate the rapid, safe, and efficient movement of people and commodities; to make provision for anticipated future transportation needs and to permit the acquisition of right-of-way for transportation purposes that will effect maximum economy balanced with optimum convenience and utility for the citizens of the community; to create a system of transportation which clearly reflects the social objectives of the city as evidenced in land use patterns; and to provide the local system that is fully integrated with the metropolitan, state, and national transportation systems.

Section 2--Title, Elements and Relationship to the Comprehensive General Plan

This element shall be designated as the Major Street Plan and shall be a part of the Long-range Plan--1985.

ARTICLE 2. THE STREET PLAN

Section 3--Definitions and Functional Classification of Streets

For the purpose of function, the streets of the Ada Metropolitan Area shall be classified and defined as follows:

A. Expressway.--a divided multi-lane arterial street designed for rapid unimpeded movement of large volumes of traffic with full control of access and grade separations.

B. Primary Arterial--a multi-lane arterial street designed primarily for traffic movement and secondarily for providing access to abutting properties, and with a minimum number of at-grade intersections.

C. Secondary Arterial--a multi-lane facility for traffic movement and for giving access to abutting property which provides connections between the local and collector streets and the primary arterials and expressways and which provides for movement of relatively large volumes of traffic for short distances within the community.

D. Collector--a street located within a neighborhood or other integrated use area which collects and distributes traffic from local streets and connects with arterial streets or community or neighborhood facilities, with intersections at grade and with the functions of low-speed traffic movement and access equally important in the design of the facility.

E. Local Street--a street which collects and distributes traffic between parcels of land and collector or arterial streets, with the principal purpose to provide access to abutting property.

Section 4--Purpose of the Street System

Streets in Ada have the purpose of providing for the movement and parking of vehicles and providing land service (giving access to adjacent properties); however, it is intended that each facility serve only those purposes for which it is functionally designed. Expressways are designed to serve only for traffic movement. Primary arterials shall be designed principally for traffic movement, and the land service function, including the design of ingress and egress structures, shall be consistent with this primary purpose. Secondary arterials shall be designed both for traffic movement and for land service, but all ingress and egress structures and adjacent land uses shall be designed so that movement will not be significantly impeded. Collector streets shall be for traffic movement, for land service, and for the parking of vehicles; however, the design of the facility should provide that the parking of vehicles will not interfere with the movement and land service functions. Local streets shall provide equally for land service, parking, and low-speed traffic movement. It is intended that the design of the total street system reflect these purposes, in the horizontal and vertical alignment, cross sectional elements, intersection design, materials for construction, and design for ingress and egress structures.

Section 5--Major and Minor Streets Designated

A. Major streets in Ada shall be expressways and primary and secondary arterial streets so designated on the Long-range Plan Map of the City of Ada. This map and all explanatory material thereon and herein contained is hereby made a part of this Plan.

B. Minor streets shall be all collector streets, local streets, and streets not otherwise designated as major streets in the City of Ada.

Section 6--Design Standards

The engineering design of each street designated in the Major Street Plan is intended to be determined immediately prior to the time of construction and should be based on the traffic generating characteristics of existing land uses which the facilities serve and on the density levels indicated in the Long-range Plan for areas subject to future development. The following general standards are intended to be followed in the design of each facility.

A. All lanes for moving traffic on primary and secondary thoroughfares should be not less than twelve (12) feet in width.

B. Angle parking should not be permitted on any major street, except where necessary on a temporary basis in the central business district.

C. All parallel parking lanes should not be less than eight (8) feet in width on minor streets and ten (10) feet in width on major streets.

D. Standard Designs for Driveway Entrances for Oklahoma Highways, as prepared by the Oklahoma State Department of Highways, should be followed in constructing all driveways on private property having a direct connection with a major street and in most cases for all minor streets as well.

E. Whenever possible, on-street parking should not be permitted on primary and secondary thoroughfares.

Section 7--Setback Requirements

8.1 Setback Lines. --No building or structure shall be located within the setback lines herein established, except as otherwise designated in these regulations. Setback lines are hereby established parallel to and on both sides of the right-of-way of all major streets in accordance with the following schedule, except as otherwise designated in this section.

A. Expressways--setback lines are hereby established parallel to and distant one hundred seventy-five (175) feet from the center line of the easement, but not less than twenty-five (25) feet from the outside edge of the right-of-way.

B. Primary Arterials--setback lines are hereby established parallel to and distant seventy-five (75) feet from the center line thereof, but not less than twenty-five (25) feet from the outside edge of the right-of-way.

C. Secondary Arterial--setback lines are hereby established parallel to and distant seventy-five (75) feet from the center line thereof, but not less than twenty-five (25) feet from the outside edge of the right-of-way.

IMPLEMENTING THE LONG-RANGE PLAN--1985

The Long-range Plan--1985 is to be implemented in three basic ways. If plans have public acceptance and propose good solutions to development problems, they will be followed voluntarily by many citizens carrying out specific private objectives. Voluntary compliance is of primary importance in carrying out plans. Secondly, regulatory codes and ordinances are required to insure compliance with acceptable standards. Finally, the plans for public facilities may be implemented by preparation of more precise plans for individual projects and through providing a capital improvements program for determination of financing methods. Project plans may include redevelopment plans, and plans for streets, parks, and recreation areas, schools, and other public buildings and facilities. Thus, plans may be implemented through voluntary cooperation, through use of precise public plans and through compliance with effectively administered codes and ordinances.

Three different aspects of the problem need to be covered by regulatory ordinances. First, the use of land, buildings and structures, and building height and bulk standards may be provided in a comprehensive zoning ordinance, and land subdivision standards are needed to insure that the division of land into separate parcels will be coordinated with the uses proposed to be made of each area. Second, the materials used in construction and the structural engineering of each building usually is regulated by building and utility construction codes. Third, standards for the environmental conditions of buildings and areas occupied by people can be established by housing codes and health and sanitation codes. All of these standards, when applied to the construction of a new building, would regulate the use of the building, the engineering and materials used in construction and the environment created within and around it. Codes are discussed in the section on Housing Analysis. The Zoning Ordinance, Subdivision Regulations, and Building Code of the City of Ada are contained in the codified ordinances.

CAPITAL IMPROVEMENTS PROGRAMMING

A comprehensive planning program cannot be carried on effectively unless an orderly method is worked out for financing needed public facilities. Few cities in Oklahoma receive a large amount of operating revenue from ad valorem taxes. A major portion of the general fund budget comes from revenue received from the operation of municipal utilities, and from sales and franchise taxes. While the operation of utilities has been made a separate responsibility in Ada by creating the Ada Public Works Authority in 1962, the revenues still support the general operation of government functions. Many cities are finding it continually more difficult to finance the various services required in a growing municipality. Service demands and costs of rendering services have increased rapidly throughout the years. Sources of revenue have not kept pace with this expansion in services and costs. Few Oklahoma cities can sustain any large expenditures for capital improvements out of the general fund budget. Consequently, major financing of needed capital improvements often must come from the use of general bond issues both for public utility and non-public utility improvements and through trust financing. This requires long-range planning and coordination of capital budget expenditures to meet the diverse municipal needs.

Recent efforts have been made at the national, state, and local levels to coordinate public policy planning and capital budgeting through use of system analysis (PPBS). These efforts have been based on the recognition that public program planning and fiscal planning are inseparable. Public facilities cannot be built if they cannot be financed. The competing demands for public services and facilities in many areas--health, welfare, recreation, education, transportation, public utilities, and others--have made comparative analysis and evaluation of both operating and capital budget requests increasingly difficult. Large cities have attempted to meet the problem through comprehensive planning programs utilizing data collection and retrieval, systems analysis, and accounting techniques employed in the space-oriented industries. This has led to development of increasingly sophisticated methods for capital improvements programming. Some of the same approaches are equally useful to smaller cities since the quality of information is improved for decision-making for both management and private citizens.

A long-range program for capital improvements is needed if citizens are to be kept adequately informed about the conditions of all public facilities and the needs relating thereto. Three units of local government--the city, the county, and the school district--all resort to bond issues for financing improvements.

The needs of the municipality and methods for financing must be coordinated with the financial programs of these other units of local government. The same taxpayer pays school, county, and municipal taxes. He equates the value of each program regardless of whether they are related at the planning level by public officials. Often, needed bond issues are defeated at the polls because citizens felt that their individual tax burdens were too large. In such cases a long-range program which assessed the relative needs of each unit of local government might have insured that the tax dollar was spent where it was needed most.

The burden placed on each taxpayer within the city is an important consideration in financing of capital improvements. Special assessments for sewers and street improvements are not considered to be taxes. However, they often represent large expenditures on the part of individual taxpayers. It would be difficult to obtain support for a municipal bond issue when a large portion of the citizens were faced with heavy special assessment payments. An orderly method of financing must be based on the total amount of taxes and special assessments each citizen is required to pay to all units of local government.

EQUITABLE FINANCING OF IMPROVEMENTS

Planning and engineering studies can determine the various physical improvements needed by a developing city. However, before any public improvements program can be carried out, a financing program that is considered equitable by the citizens must be prepared. Thus, the question of who shall pay for each capital improvement is one which constantly confronts the municipal legislative body, particularly where the development of new areas is involved.

The method of financing certain improvements is clearly established by state law. For instance, the statute covering the financing of sewers is very explicit. O. S. Title 11, Section 273, states as follows:

> Mains and sub-mains of whatever size or extent, shall be paid for by the city or town, except that where a petition signed by the owners of more than one-half in area of the land that will be drained or benefited by the construction of such mains or sub-mains, the mayor and council or the board of trustees or other legislative body may create a district and order the construction of such mains and sub-mains and provide for the payment therefor to be made by the owners of the property included within such district in accordance with the procedure for the construction of and payment for district sewers as is provided in Section 4405 of the Compiled Oklahoma Statutes, Annotated, 1921; laterals shall be paid for by the owners of the property abutting on such laterals, in the manner provided by

> law for the estimate of cost and assessments for district sewers; provided, that where, for the purpose of better drainage, or for other reason, a main or sub-main shall be constructed in any alley or other place where otherwise a lateral would have been constructed, and where such main or sub-main serves the purpose of a lateral for the property abutting thereon, the owners of such property shall be assessed in amounts equal to that which they would have been required to pay for a sufficient lateral; and that where, for any reason, any private connection is made with a main or sub-main, instead of with a lateral, the owner of the premises so connected shall pay to the city or town an amount equal to that which he would have been required to pay for a lateral so constructed as to provide similar service; such amounts to be charged for connections with mains and sub-mains, or for mains used as laterals to be ascertained by the city or town engineer, or the engineer in charge of such work, and assessed against the property and collected in the manner provided by law in the case of district sewers. R.L. 1910, § 464; Laws 1925, ch. 58, p. 91, § 1.

However, this statement is subject to question when attempts are made to define the term "lateral" and to distinguish it from a "sub-main." A general principle that is reflected in much of the law relating to municipal finance is that the cost of an improvement that materially benefits and adds value to a particular parcel of property should be charged against the parcel. Assessment district improvements are based on this principle. Improvements which benefit the community as a whole should be paid for by all members of the community. A corollary to these principles would be that an improvement that primarily benefits a small area or a neighborhood unit, as defined in the long-range plan, should be paid for by the people of the neighborhood. Thus, the assessment of costs on the basis of benefit is a principle that should be followed consistently if a plan for financing most municipal capital improvements is to succeed.

FINANCING CAPITAL IMPROVEMENTS

There are several types of financing that can be employed for capital improvements in Ada. The following is a list and brief explanation of each.

General Obligation Bonds for Public Utilities

The state laws of Oklahoma impose no limit on the amount of public utility debt that can be created by a municipality. Consequently, a long list of activities have been classified as "utilities" for financing purposes. The courts have construed the term "public utilities" to include municipal hospitals, public auditoriums, water works, parks, storm sewers, electric light and power plants, street cleaning equipment and machinery, and cemeteries. Also included within

this category are fire stations and equipment, jails, convention halls, and town halls, art galleries, and municipal parking lots. Sanitary sewer mains and sub-mains are held to be public utilities, but the lateral lines are not.

The only limitation on this type of indebtedness is the ability to sell bonds. The extent to which a utility is revenue-producing, to a considerable degree, determines the amount of bonds which can be issued. Although Oklahoma municipalities cannot issue revenue bonds, still the same general type of financing can be accomplished by issuing general obligation bonds but paying for them from a portion of the revenues received from the utilities rather than from a sinking fund tax levy. Bonds for electric light and power plants and water works have been paid in this manner. However, it is apparent that bonds for non-revenue producing activities which have been defined by the courts as being "public utilities" for financing purposes, such as street cleaning equipment, sanitary sewers and storm sewers, could be paid off only by a sinking fund levy. The limit on indebtedness for general obligation bond issues, therefore, is dependent on the total existing indebtedness of the city and upon the purposes for which the bonds are to be issued.

General Obligation Bonds for Non-Utility Purposes

Article X of the Constitution of the State of Oklahoma limits the indebtedness of cities and towns to ~~five percent (5%)~~ 10% of the assessed valuation. The courts have construed this limitation as applying only to bonds issued for purposes that are not public utilities. Bridges and street improvements are the principal municipal activities that fall within this non-utility classification. However, since the constructing of streets is the most costly single municipal facility program, this tends to be a severe limitation.

Building Fund Levy

Article X, Section 10, Oklahoma Constitution, gives cities the right to increase the tax rate each year not to exceed five (5) mills, upon annual approval of the voters, for the purpose of erecting public buildings. Few Oklahoma municipalities have used this source of revenue, although this same type of levy has been used extensively by many of the school districts throughout Oklahoma and provides an excellent method for pay-as-you-go financing. The reason for this lack of municipal use seems to be based on a distrust of the local legislative body by the voters. Since the revenue that would accrue from this tax over a one-year period would be small, the tax would have to be voted for several successive years in order to provide enough funds to construct major buildings.

Revenues Received for the General Operation of Government

General fund revenues may be used to finance some permanent improvements. However, since the demand for services continues to increase, it is doubtful whether large sums from the general fund could be programmed on a long-range basis for permanent improvements. Whenever funds are available from this source, they represent a pay-as-you-go method to supplement the long-range capital budget. A number of major capital items were financed in the 1968-69 fiscal year including $99,790 for water supply and $27,861 for sanitation, and similar levels of expenditure are contained in the 1970 and 1971 budgets.[1]

Special Assessments

Special assessments offer another form of municipal income which can be used to finance permanent improvements. The special assessment is a levy for local improvements against properties which benefited therefrom. Sanitary sewer laterals, sidewalks, and streets can be financed in this manner.

The Oklahoma Supreme Court has held that special assessment for local improvements is a matter purely of local concern. Therefore, charter provisions may regulate construction and financing. It would seem reasonable to expect that a charter provision might expand the use of special assessments to other activities such as the purchase of neighborhood parks, although court test would be required to insure the validity of such procedure.

Revenue Bonds

The issuance of revenue bonds by a municipality has been held unconstitutional in Oklahoma. Nevertheless, cities have used this method of financing by establishing a special trust under which a proprietary function of the city is operated, and the revenues from the operation are used to pay off the bonds. The financing of water systems, industrial areas, toll roads, airports, office buildings, and other revenue-producing activities has been accomplished by state and local agencies in Oklahoma in this manner. The pros and cons of the use of trusts are too involved for discussion here. The trust method of financing is useful for certain activities, and has been used by the Ada Public Works Authority to finance water, sewer, airports, and garbage collection and disposal.

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[1] General Fund Budget, City of Ada, 1970-71.

FINANCIAL FACTORS RELATED TO THE CAPITAL IMPROVEMENTS PROGRAM FOR ADA

A capital improvements program for Ada involves three elements: (1) the preparation of a program for development of community facilities consistent with the Long-range Plan; (2) the preparation of a capital budget for financing the facilities and major long-term equipment; (3) coordination of the capital budget program with the operating budget. In municipal fiscal planning it is essential that a comprehensive program reflect both capital and operational requirements, including short-term and long-term operational demands. The capital improvement program should consist of projects for which priorities and costs have been established which are to be carried out over the next five-year period. Priorities for construction will need to be based on the overall importance of each project as determined by the City Council and the level and type of financing which is available. A successful capital improvements program will have to reflect the fiscal capacity of the community and have the confidence and support of individual citizens who will bear the burden of financing the program. Certain general principles and policies should be followed to achieve these objectives. These are discussed below.

Tax Rate Fluctuations

The capital budget arranged for financing improvements should be programmed to eliminate large fluctuations in the city tax rate. These fluctuations are due to the fact that general obligation bonds are not voted annually, but rather are submitted to the electorate every few years for varying amounts. While it is not possible to submit a general obligation bond issue annually, the building fund levy could be used as an aid in stabilizing the tax rate.

The building fund levy, authorized by Article X, Section 10, Oklahoma Constitution, gives cities the power to increase the tax rate by an amount not to exceed five (5) mills annually for the purpose of erecting public buildings. The levy must be authorized annually by the voters. School districts throughout Oklahoma have used this type of levy extensively; however, its use by municipalities has been exceedingly limited. It is suggested that the building fund levy and small allocations from the General Fund be used to maintain a relatively constant tax rate. Since the building fund must be voted annually, the millage rate can be adjusted by increasing or decreasing the proposed building levy. While the amount of revenue received from a five mill levy is not large enough to finance a major building in one year, it is a highly productive source of revenue when voted over a continuous period of several years. A five mill building levy would have produced approximately $60,000 for Ada if it had been approved for the 1969-70 fiscal year based on an approximate annual valuation of $12,000,000. Additional income also would be derived from interest received from investment of funds during the period between collection and expenditure of revenues.

During the past ten years the tax rate of Ada has constantly declined as indicated on Figure 16. The rate in 1960 was 30.70 mills and this declined to a 12.63 rate in 1970.

In order to maintain a reasonably stable tax rate for citizens it will be necessary to coordinate City of Ada financing programs with those of other units of local government, the county, and school district. The intergovernmental cooperation for coordinating capital improvements and funds for general operation of government has been lacking in the past as reflected by the figures on Table 1. The increasing millage levels of the county and school district during the periods between fiscal 1960 and 1970 more than offset the decreasing city rates and cause both fluctuation and an upward trend in the composite rates for the three governmental units. The composite rate for the three units of local government during the last decade ranged from a low of 69.4 mills in 1964 to a high of 90.42 mills in 1966. To instill taxpayer confidence in the fiscal operation of municipal government, it would be highly desirable to plan for a more stable composite tax rate. This will require increased cooperation among the three local government units in planning capital improvement programs.

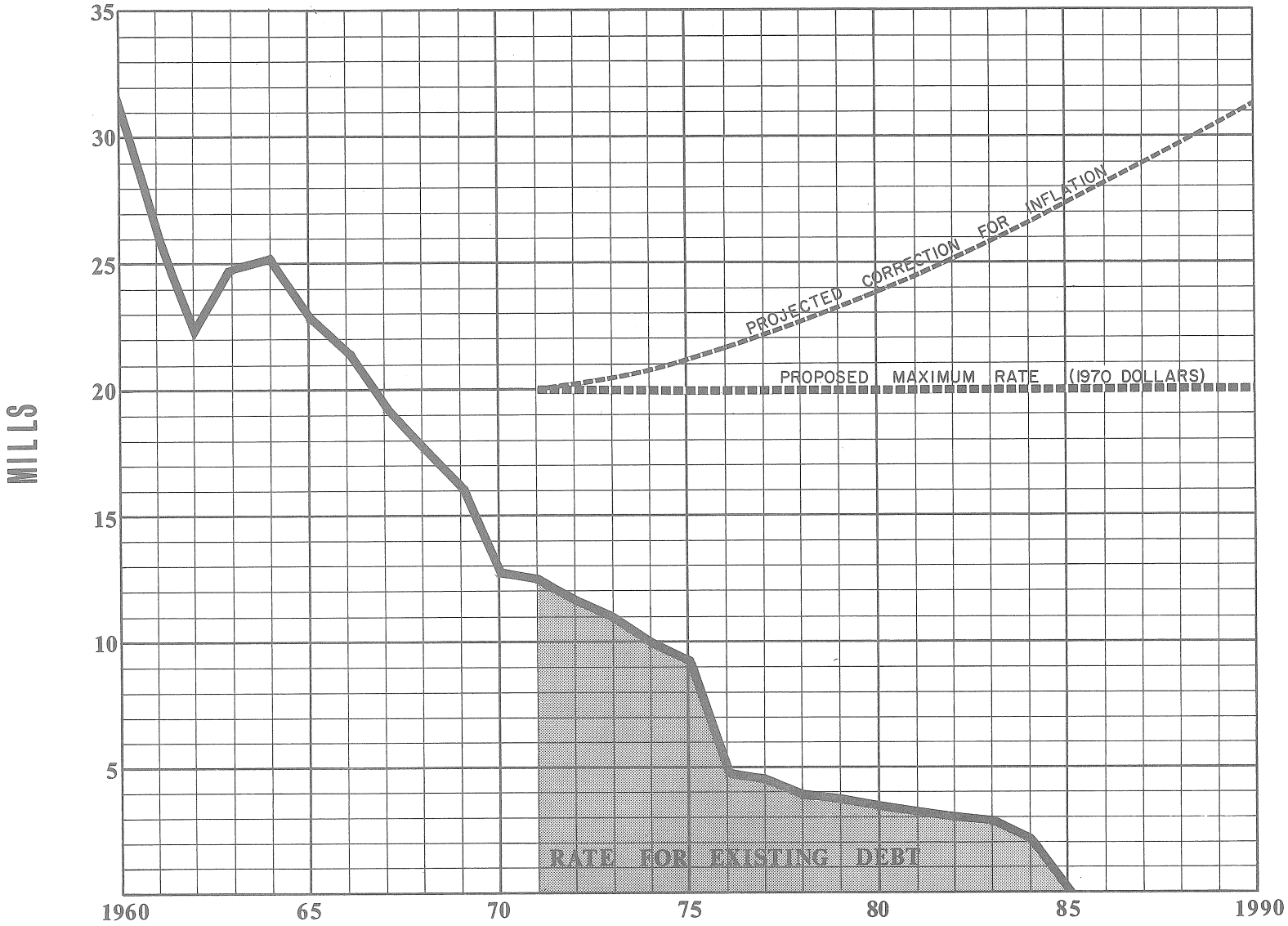
TABLE 1.--A Comparison of the City of Ada, Pontotoc County, and Ada School District Tax Rates, 1960-1970

Year	Tax Rate (in mills)			
	Ada	Pontotoc County	Ada School District	Composite
1960	30.70	9.30	38.92	78.92
1961	25.90	9.60	38.55	74.05
1962	22.00	9.50	38.02	69.52
1963	24.60	9.65	37.47	71.72
1964	25.05	9.50	34.85	69.40
1965	22.88	16.87	40.00	79.75
1966	21.40	16.85	42.17	90.42
1967	19.21	12.35	44.12	75.68
1968	17.62	12.35	57.80	87.77
1969	16.00	12.10	54.00	82.10
1970	12.63	11.40	48.90	72.93
1972	11.34			85.05
1973	9.26			81.86
Est 1974	8.6			79.00
Est 1975	4.6			73.00

Source: Pontotoc County Assessor's Office.

FACTORS AFFECTING CAPITAL BUDGETING

The factors affecting capital budgeting and debt capacity of a community are both tangible and intangible, and are somewhat comparable to the



ADA CITY TAX RATE

FIGURE 16

factors that influence the credit rating of individuals. These include the history of debt payment and demonstrated fiscal responsibility, quality of community facilities, quality of tax and revenue sources, and overall economic stability. These elements can be measured individually as tangible evidence of ability and willingness to meet financial obligations. Collectively these factors tend to establish an intangible climate of confidence that will influence bond buyers and determine the interest paid within the current prevailing range. Municipal corporations, like private corporations and individuals, may achieve and maintain a "preferred customer" status in the money market with a history of sound, responsible fiscal management. This is particularly important in financing capital improvements. Due to the frequent and generally high rate of turn-over in elected public officials and short tenure of many city managers in Oklahoma, this is an area where continuity of policy is difficult to achieve. Fortunately, the City of Ada has had less difficulty in attracting and holding top management talent than have other communities of equivalent size in the state and tenure of both elected and appointed public officials has followed the same pattern. This should prove to be a major asset in the development and implementation of capital budget programs. There are several specific factors which will greatly influence fiscal planning for capital expenditures.

Public utilities which are revenue producers--water distribution mains--usually are less difficult to finance that are non-revenue producing facilities--public parks and libraries. The former can be financed through direct charges to the user, while the latter are dependent upon general tax revenues for financing and the user may contribute little or nothing directly to amortizing the cost of the facility. Therefore the financing methods to be employed should be appropriate to the public purposes to be served. This also has strong political implications. Parks and recreation areas are widely recognized and accepted as community assets, yet the youth who may predominate as users of parks and receive direct benefits may pay no taxes, while those who pay for the facilities may participate in no public recreation activities. Willingness to pay for parks, therefore, will stem from recognition of indirect benefits. These may be seen in the form of improved neighborhood services which are reflected in stable property values, aesthetic factors, social satisfaction, and improved community health. These indirect benefits must be clearly identified and equitably distributed throughout the community to generate the necessary support for financing the program.

A second significant consideration is based on the fact that certain public facilities and programs have "built-in" constituencies that will generate support while others do not. The street, water, and sewer users, and solid waste disposal users are not organized, self-conscious groups, but they tend to respond in a unified manner when the service drops below an acceptable level, and public officials have to take immediate action. This is because the service is a highly visible one which affects a wide cross section of the population.

These are also citizens to whom municipal officials are highly sensitive--the consumers of revenue-producing services. Conversely, there are many other public services that may have as great a degree of public significance but do not have the high visibility and broad support of influential citizens. These include health, welfare, education, and recreation and open space facilities and programs. Costs and benefits are more difficult to allocate for these facilities and therefore these generate more public controversy and are more difficult to handle legislatively.

A third significant factor in capital improvements planning is the long-term inflationary spiral that has produced constantly increasing costs. For example, building costs increased 44 percent during the 1960-1970 decade and major construction costs rose by 58 percent during the same period, based on the Engineering News Record indices.

This requires that cost increases be reflected in every long-range capital budget and that anticipated increases in construction costs be programmed at the time financing is proposed to citizens.

A fourth factor relates to the rising expectations and levels of services demanded by citizens. The quality of private housing, commercial spaces, and transportation equipment has greatly increased during the past three decades. These are reflected in improved interior finishes, central air conditioning and wide choice in furnishings and mechanical equipment. The equivalent improvements must also be provided in public facilities and services in the form of improved recreation facilities and open space, better neighborhood design and higher quality public buildings. The increased unit costs required to meet these demands must be carefully programmed if new facilities are not to become obsolete almost before construction is completed.

Debt Capacity of Ada

The debt capacity of the City of Ada cannot be established at a precise dollar figure, but there are specific principles which should be followed to provide a guide concerning appropriate debt levels at a particular time. These principles include the need to maintain a relatively stable tax rate, coordination of capital budgeting of the three units of local government, and maintenance of a debt level that will protect the credit rating of the city. These objectives form the basis for the following recommendations.

1. The fiscal condition of Ada should be evaluated by one or more major bond companies when a new major bonding or other capital funding program is contemplated to ascertain the estimated impact on the overall financial condition of the city. (This practice has been followed in the past.)

2. Programmed expenditures for capital improvements to be financed

from sinking fund levies could be established at an annual level of about 20 mills based on current dollar purchasing power. This millage level would permit maintenance of a good credit rating and would be low enough to enable an increase if necessary to meet unanticipated emergencies.

3. All municipal capital improvements should be programmed on a four- to six-year basis and re-evaluated every two years. This would tend to reduce the need for crisis programs.

Evaluation of the capital budgeting capacity of Ada, based on an average annual 20 mill levy, is set forth below. This does not include those types of revenue producing facilities and services which would be of a self-liquidating financing nature.

Projected Assessed Valuation

The net assessed valuation (valuation with homestead extemptions excluded) for the City of Ada, Pontotoc County, and the Ada School District, 1951-1970, is set forth on Table 2. The projected net assessed value for the period 1971-1985 for the City of Ada is given on Table 3. The average annual increase in the net assessed value for the City of Ada was 3.34 during the decade 1961-1970. For purposes of projection, a 4 percent increase has been assumed for the period 1971-1985. This rate of increase is shown on Table 3.

Projected Millage Requirements

A summary of outstanding sinking fund obligations at the beginning of the 1970-71 fiscal year is given on Table 4. This summary, as tabulated by Mr. Jerry Farnham, Ada City Clerk, indicates the total annual requirements for both principle and interest from 1971-1985, the final retirement date of existing bonds. The approximate millage requirement to meet existing obligation is also given on Table 4. This was calculated from the projected net assessed valuation and is set forth on Figure 16. If an attempt is made to stabilize the sinking fund requirements of the City of Ada at a 20 mill level, the unused debt capacity can be determined by subtracting the millage required to pay existing bonds from the 20 mill level. This is graphically indicated on Figure 16. For example, since the requirement for 1970-71 is approximately 12.4 mills, there is a total of 7.6 mills (20 - 12.4 = 7.6) of unused capacity.

Adjustments for Inflation

Funding for capital improvements should include anticipated changes in construction costs. This has been increasing consistently for many years. Indices of cost published each week in the Engineering News Record indicated an increase in cost of building construction for the period 1960-1970 of 44.2 percent and an increase of major construction of 58.2 percent for the same period. While

TABLE 2. --Net Assessed Valuation by Year, 1950-1970, City of Ada, Ada School District, Pontotoc County

Year	Net Assessed Valuation		
	City of Ada	Ada School District	Pontotoc County
1950	5,976,042	7,759,675	16,352,418
1951	6,167,266	8,099,342	17,009,779
1952	6,335,710	8,473,058	17,693,497
1953	6,526,538	8,705,391	18,244,112
1954	6,672,088	8,973,883	18,314,045
1955	6,090,590	9,318,916	19,342,354
1956	7,088,097	9,620,685	20,026,278
1957	7,577,557	10,242,136	20,573,920
1958	7,857,252	10,868,052	21,290,001
1959	7,582,816	10,939,899	23,669,791
1960	8,150,878	11,447,863	24,878,835
1961	8,978,452	12,508,304	26,556,764
1962	9,111,393	12,954,446	27,130,706
1963	9,287,245	13,152,306	27,514,130
1964	9,699,849	13,494,645	27,985,579
1965	9,957,912	13,713,642	28,520,239
1966	10,808,297	14,044,676	29,054,275
1967	11,036,738	14,632,265	29,935,269
1968	11,404,470	15,153,902	30,649,491
1969	11,784,860	15,690,560	31,782,632
1970	12,410,435	16,058,226	32,409,088
1973	14,822,941	18,365,890	36,972,977

Source: Compiled from records in Pontotoc County Clerk's Office.

TABLE 3.--Net Assessed Valuation of the City of Ada, 1951-1970 and Projected Net Annual Valuation for 1971-1985

Year	Net Assessed Valuation	Change from Previous Year	
		Numerical	%
1951	$ 6,167,266	$ 291,224	4.87
1952	6,335,710	168,444	2.73
1953	6,526,538	190,828	3.00
1954	6,672,088	145,550	2.23
1955	6,909,590	237,502	3.43
1956	7,038,097	178,507	2.51
1957	7,577,557	489,460	6.91
1958	7,857,252	279,695	3.69
1959	7,582,816	- 264,436	- 3.36
1960	8,150,878	567,062	7.47
1961	8,978,452	827,574	10.15
1962	9,111,393	132,941	1.47
1963	9,287,245	175,852	1.93
1964	9,287,245	412,604	4.44
1965	9,957,912	258,063	2.66
1966	10,808,297	850,385	8.53
1967	11,036,738	228,441	2.11
1968	11,404,470	367,732	3.22
1969	11,784,860	380,390	3.34
1970	12,410,435	625,575	5.35
	Projection		
1971	12,906,852[a]		4.0 [a]
1972	13,423,126		4.0
1973	13,960,051		4.0
1974	14,518,453		4.0
1975	15,099,191		4.0
1976	15,703,158		4.0
1977	16,331,284		4.0
1978	16,984,535		4.0
1979	17,663,916		4.0
1980	18,370,472		4.0
1981	19,104,280		4.0
1982	19,868,451		4.0
1983	20,663,189		4.0
1984	21,489,716		4.0
1985	22,349,304		4.0

[a]Assumed 4% increase per year, 1971-1985.

Source: Pontotoc County Assessor's Office.

TABLE 4.--Summary of Projected Sinking Fund Requirements, 1970-1985, Based on 1970 Outstanding Indebtedness, City of Ada

Year	Bonds Outstanding Beginning Fiscal Year	Regular Interest	Terminal Interest	Bond Retirement	Total Requirements	Projected Net Assessed Valuation[a]	Approx. Millage Required[b]
1970-71	1,222,000.00	39,685.31	155.56	120,666.67	160,507.54	12,906,852	12.4
71-72	1,065,000.00	35,494.69	155.56	120,666.67	153,316.92	13,423,126	11.6
72-73	940,000.00	31,330.94	155.53	120,666.67	152,153.14	13,960,051	10.9
73-74	815,000.00	27,012.08	142.46	115,666.67	142,821.21	14,518,453	9.8 9.26
74-75	690,000.00	22,832.92	142.48	115,666.67	138,642.07	15,099,191	9.2 8.6 est
75-76	570,000.00	18,320.11	85.17	55,666.67	74,071.95	15,703,158	4.7 4.0 est
76-77	460,000.00	16,434.17	85.16	55,666.67	72,186.00	16,331,284	4.4
77-78	405,000.00	14,488.33	81.76	50,666.67	65,236.76	16,984,535	3.8
78-79	350,000.00	12,706.67	81.76	50,666.67	63,455.10	17,663,916	3.6
79-80	300,000.00	10,860.00	81.76	50,666.67	61,608.43	18,370,472	3.3
80-81	250,000.00	8,960.00	81.76	50,666.67	59,708.43	19,104,280	3.1
81-82	200,000.00	7,060.00	81.76	50,666.67	57,808.43	19,868,451	2.9
82-83	150,000.00	5,120.00	81.76	50,666.67	55,868.43	20,663,189	2.7
83-84	100,000.00	2,940.00	70.00	40,666.67	43,676.67	21,489,716	2.0
84-85	---	---	---	---	---	22,349,304	---

[a]Based on an assumed 4% increase per year (see Table 3).

[b]This millage projection does not reflect delinquency retirements which might necessitate a slightly higher millage. Neither does it reflect other revenue sources such as interest that might tend to reduce millage slightly.

Source: Summary of Sinking Fund requirements prepared by Jerry Farnham, City Clerk, Ada, Oklahoma.

the average annual increase was 4.4 percent and 5.8 percent respectively, it is significant to note the rapid rise during the last four years. Construction costs increases averaged 8.9 percent per year from 1967-1970 with a 12.7 percent increase recorded during 1970. Building cost increases followed a similar pattern with an average 6.1 percent per year rise and a 9.5 percent rise in 1970. While 1970 may hopefully mark the peak of the inflationary cycle, a continued increase in costs during the 1971-1985 period ranging from 4-5 percent per year in both building and other construction costs would seem to be a conservative figure for fiscal planning programs. Therefore, if a 20 mill tax levy is to be established for planning purposes, that portion of the millage levy to finance new construction would have to be increased by approximately 5 percent per year to provide equivalent purchasing power of the 1970 dollar. This estimated increase to correct for inflation is shown on Figure 16. This should be re-evaluated frequently.

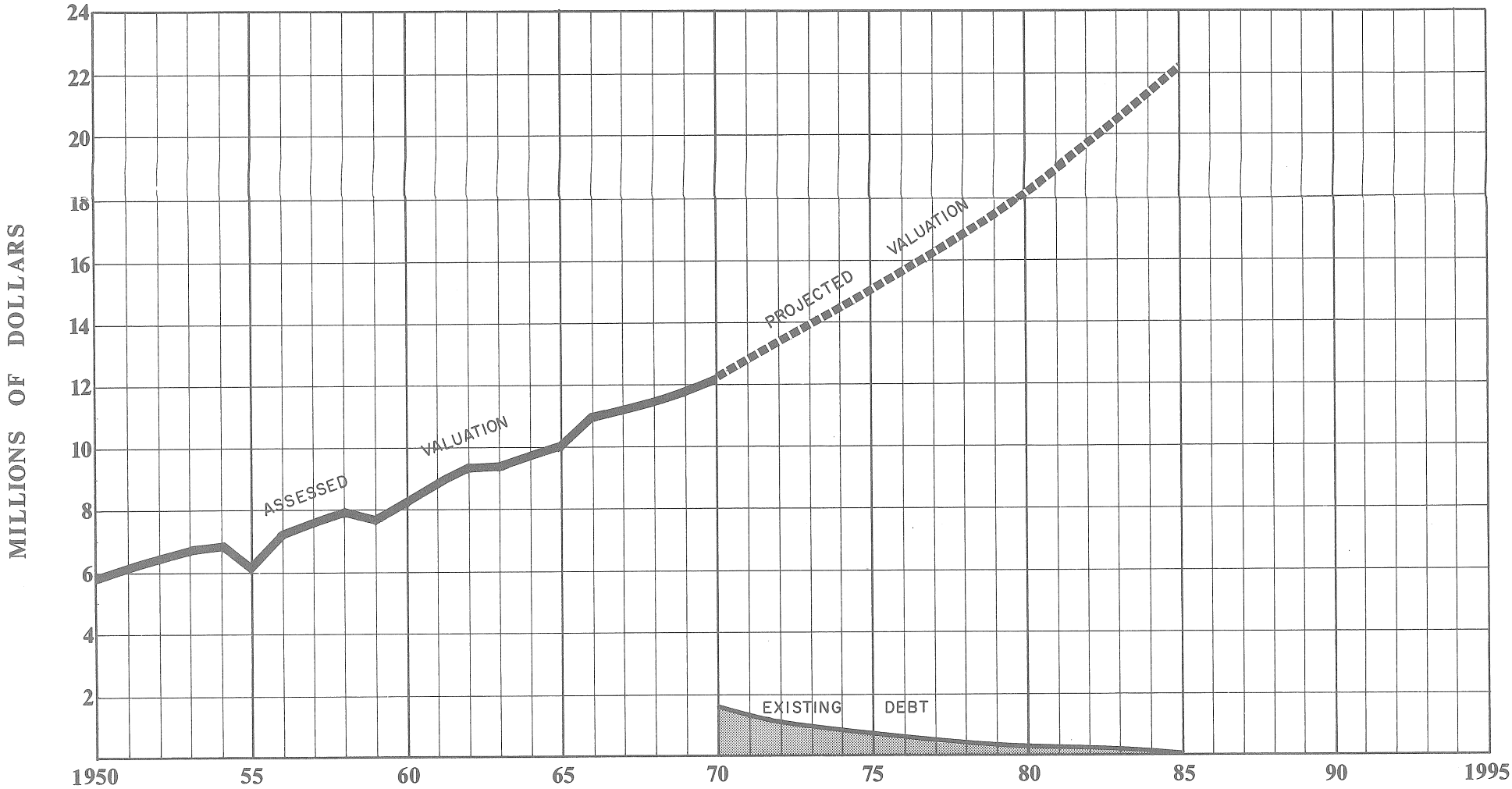
Ratio of Debt to Net Assessed Valuation

The net assessed valuation for Ada, 1951-1970, is shown on Figure 17, together with the projection for the period 1971-1985. Bonds of the City of Ada totaled $1,222,000 in July, 1970. This debt level represented 9.85 percent of the 1970 net assessed valuation of $12,410,435. It is highly probable that the bonded indebtedness of the City of Ada could reach a level of 25-30 percent of the net assessed valuation without seriously affecting the credit rating of the community. This would be limited somewhat by the amount of trust financing used for capital improvements, and also would have to represent a millage level acceptable to the voters. However, in appropriate situations a funding level in excess of 20 mills certainly might be supported.

OTHER REVENUE SOURCES

An analysis of revenues used primarily for the operation of government in Ada is given on Table 5. This indicates the amount of money produced by different revenue sources for the past three fiscal years and provides a comparison with the 1959-1960 fiscal year. The major revenue sources for the 1969-1970 fiscal year in order of productivity are given on Table 6. Two sources of revenue, sale of water and city sales tax, produced 57.7 percent of the total operating revenue for the City of Ada during the past fiscal year. Other revenue sources provided relatively small percentages of the total municipal operating revenue.

The city sales tax is a new and relatively productive revenue source that is not committed to a specific service. It might be desirable to use a portion of the sales tax from time to time to pay for capital improvements. An appropriation to the Sinking Fund could be made when necessary to maintain a relatively constant mill levy for municipal purposes. The coordination of the capital improvements budget with the various operating budgets would contribute to a more stable capital budget program.



ADA ASSESSED VALUATION

FIGURE 17

TABLE 5.--Comparison of Major Revenue Sources for Operation of Government--Public Works Authority, General Fund, Street and Alley Fund, Ada, Oklahoma, 1959-60, 1967-70 Fiscal Years

Source	1959-60	1967-68	1968-69	1969-70	72-73
Public Works Authority[a]					
Water	281,998.17	388,628.36	389,777.53	396,424.24	$470,29
Water Taps	2,790.00	2,994.60	2,998.45	3,873.56	8.78
Sewer	2,397.50	76,154.81	76,182.65	77,494.70	84,59
Garbage	67,050.10	131,935.84	133,455.45	133,775.70	156,25
Misc.	869.00	799.18	56,876.43	1,271.43	10,51
Subtotal	$355,104.77	$600,514.79	$659,290.51	$612,840.23	$730,44
General Fund	Revenue Sharing				$311,81
Alcoholic Beverage Excise Tax	26,207.81	25,196.36	25,673.99	27,877.16	$49,491.
Cemetery	8,809.20	10,014.01	11,838.80	12,650.64	12,263.
Franchise	27,896.66	58,062.48	61,119.74	65,774.06	84,328.
Library	843.07	756.66	697.47	989.30	576.
Licenses	9,706.49	10,078.77	11,505.15	12,694.25	15,546
Fire Calls	615.00	1,192.50	1,965.25	2,073.50	4,584.
Parking Meters	41,348.44	55,841.16	59,418.02	69,815.00	59,880.
Parks	8,091.61	7,919.03	7,849.36	9,376.39	9,755
Interest		1,724.35	3,362.81	13,786.97	17,762.
Fines/Forfeitures	33,078.90	37,626.00	45,665.00	45,788.00	67,349
City Sales Tax			143,807.37	376,075.31	505,853
Misc.	5,853.61	4,574.58	4,878.55	17,289.41	46,605
Subtotal	$258,419.92	$212,985.90	$377,781.51	$654,190.07	$1,066,393
Street and Alley Fund					
Commercial Vehicle Licenses	29,103.32	37,181.83	40,144.28	41,352.36	47,001.
Gasoline Excise Tax	19,217.77	19,000.39	19,822.63	20,679.56	22,162.
Bus Mileage	433.46	322.93	352.91	317.30	310.
Reimbursement for Repairs		691.51	3,685.89	10,142.90	6,238.
Insurance Adjustment		200.00		716.00	-
Other	1,914.38	1,798.96		56.16	3,719.
Subtotal	$ 50,668.93	$ 59,195.62	$ 64,005.71	$ 73,264.28	79,430
TOTAL	$664,193.62	$872,694.31	$1,101,077.73	$1,340,294.58	$2,188,075

[a]Public Works Authority established May 21, 1962. Revenue sources were part of the General Fund during the preceding years.

Source: Audit Report, City of Ada (Airport Cash Fund omitted).

TABLE 6. --Major Revenue Sources for Operation of Government Ranked in Order of Productivity, Ada, Oklahoma, 1969-1970

Source of Revenue	Revenue	Per Capita Revenue	% of Total
Water	$ 396,424.24	$ 26.61	29.6
City Sales Tax	376,075.31	25.31	28.1
Garbage	133,775.70	9.00	10.0
Sewer	77,494.70	5.21	5.8
Parking Meters	69,815.08	4.70	5.2
Franchise	65,774.06	4.43	4.9
Fines	45,788.00	3.08	3.4
Commercial Vehicle License Tax	41,352.36	2.79	3.1
Alcoholic Beverage Excise Tax	27,877.16	1.88	2.1
Gasoline Excise Tax	20,679.56	1.39	1.5
Other	85,237.81	5.73	6.3
Total	$1,340,293.58	$ 90.13	100.0 %

Source: Tabulated from Table 5. 1970 U.S. Census population of Ada: 14,859.

A recent study of the productivity of municipal revenues of forty-four Oklahoma cities with a population range of 5,000-50,000 provides a useful comparison for Ada operating revenues.[2] A comparison of major revenue sources is given on Table 7 and indicates that Ada per capita revenues are substantially larger than the median figure for the study cities. An analysis of factors contributing to Ada revenues does not indicate that citizens pay greater charges for services in a day than in other cities, however, since the per capita productivity of public utilities in Ada is slightly lower than the median figure for the study cities. While Ada garbage revenues are greater than the median, the level of service probably is much higher in Ada due to more frequent pick-ups and better disposal methods.

The major factor contributing to the greater per capita general fund revenues, as compared with the median of the study cities, is the large trade

[2]William T. Johnstone, "An Analysis of Municipal Revenue for Selected Small Oklahoma Cities: Fiscal Year 1969-70" (unpublished Master's thesis, Department of Regional and City Planning, University of Oklahoma, 1971).

TABLE 7.--Per Capita Revenue from Major Sources of Operation of Government in Ada, Ranked in Order of Productivity and Compared with Revenues Received by Forty-four Oklahoma Cities, 5,000-50,000 Population, 1969-70 Fiscal Year

Source of Revenue	Per Capita Revenue	
	Ada [a]	44 Oklahoma Cities [b]
Utilities (water, sewer, gas, elec., franchise tax)	36.25	37.87
City Sales Tax	25.31	15.77
Garbage	9.00	3.20
Parking Meters	4.70	1.66
Fines	3.08	2.14
Commercial Vehicle License Tax	2.79	1.94
Alcoholic Beverage Excise Tax	1.88	1.46
Gasoline Tax	1.39	1.33
Other	5.73	14.62
Total	90.13	79.99

[a] Tabulated from Table 6.

[b] William T. Johnstone, "An Analysis of Municipal Revenue for Selected Small Oklahoma Cities: Fiscal Year 1969-70" (unpublished Master's thesis, Department of Regional and City Planning, University of Oklahoma, 1971), Table 15, p. 54.

territory served by Ada. Sales tax, parking meter revenues, and police fines were all substantially greater than the median of the study cities. These extra revenues probably were generated primarily by people living outside of Ada but who use the community as their primary trade center. Although sales taxes tend to be considered highly regressive, in this case the City of Ada sales tax would appear to spread the tax base through taxation of non-residents who benefit from Ada's services, but who otherwise would pay no municipal taxes. This would seem to be a highly desirable policy and would counter, to some extent, the undesirable aspect of regressiveness associated with sales taxes in general. These policies of spreading the municipal revenue base should be continued and perhaps expanded when possible.

AREA UNDER ZONING AND SUBDIVISION REVIEW OF THE ADA METROPOLITAN AREA PLANNING COMMISSION

PONTOTOC COUNTY
O K L A H O M A

POTTAWATOMIE COUNTY
SEMINOLE COUNTY
HUGHES COUNTY
McCLAIN COUNTY
GARVIN COUNTY
COAL COUNTY
MURRAY COUNTY
JOHNSTON COUNTY

R4E R5E R6E R7E R8E
T5N T4N T3N T2N T1N

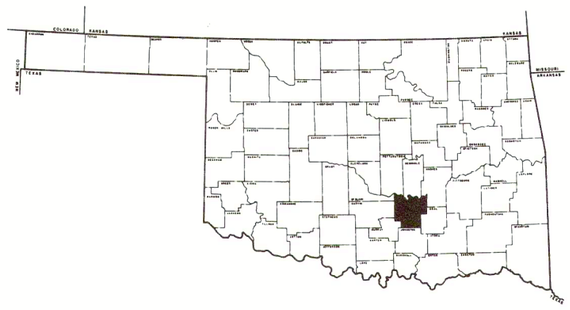
CANADIAN RIVER

OIL CENTER
BYNG SCHOOL
FRANCIS
ALLEN
CENTER
ADA
STONEWALL
ROFF
FITTSTOWN

AREA UNDER ZONING AND SUBDIVISION REVIEW OF THE ADA METROPOLITAN AREA PLANNING COMMISSION 1971

AREAS INSIDE THE CORPORATE LIMITS OF ADA ARE IN THE JURISDICTION OF THE CITY COUNCIL OF ADA

AREAS OUTSIDE THE CORPORATE LIMITS OF ADA ARE IN THE JURISDICTION OF THE BOARD OF COUNTY COMMISSIONERS OF PONTOTOC COUNTY



NORTH

SCALE 0 1 2 MILES

THIS MAP WAS PREPARED FOR THE OKLAHOMA INDUSTRIAL DEVELOPMENT AND PARK DEPARTMENT, STATE PLANNING AGENCY, AND WAS FINANCED IN PART THROUGH AN URBAN PLANNING GRANT FROM THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT, UNDER PROVISIONS OF SECTION 701 OF THE HOUSING ACT OF 1954, AS AMENDED.

PREPARED BY ROBERT GOINS, AIP - 1969.

FIGURE 1

N

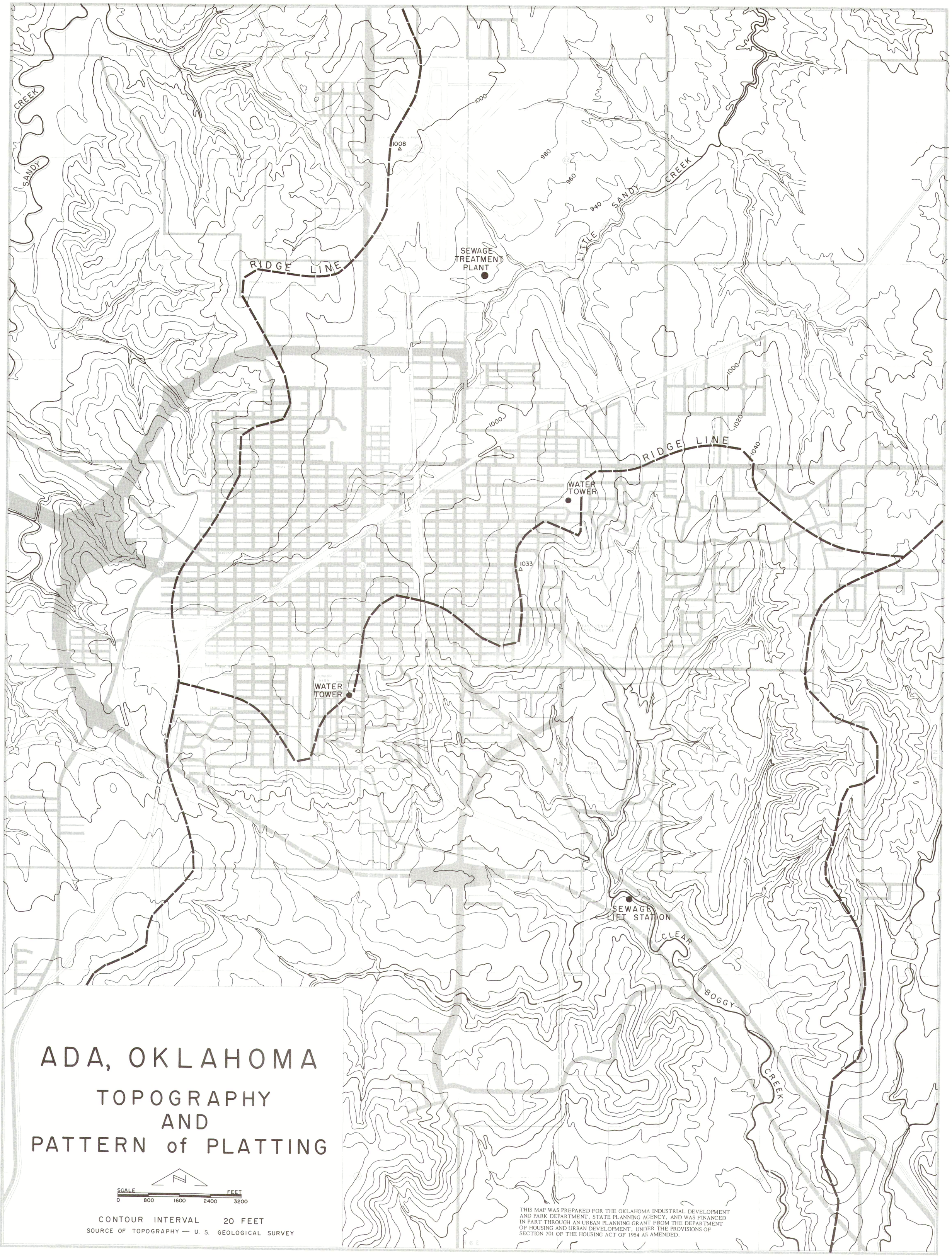
SCALE FEET
0 200 400 600 800

DESIGNED BY FRANK TALCOTT, SPRING 1969,
PREPARED FOR PLANNING 461, URBAN DESIGN
DEPARTMENT OF REGIONAL AND CITY PLANNING
UNIVERSITY OF OKLAHOMA
PROFESSORS J. LEE RODGERS AND ROBERT GOINS

PLANNED UNIT DEVELOPMENT

ILLUSTRATING NEIGHBORHOOD UNIT CONCEPTS

FIGURE 3



ADA, OKLAHOMA

TOPOGRAPHY AND PATTERN of PLATTING

N

SCALE FEET

0 800 1600 2400 3200

CONTOUR INTERVAL 20 FEET

SOURCE OF TOPOGRAPHY — U. S. GEOLOGICAL SURVEY

THIS MAP WAS PREPARED FOR THE OKLAHOMA INDUSTRIAL DEVELOPMENT AND PARK DEPARTMENT, STATE PLANNING AGENCY, AND WAS FINANCED IN PART THROUGH AN URBAN PLANNING GRANT FROM THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT, UNDER THE PROVISIONS OF SECTION 701 OF THE HOUSING ACT OF 1954 AS AMENDED.

FIGURE 4

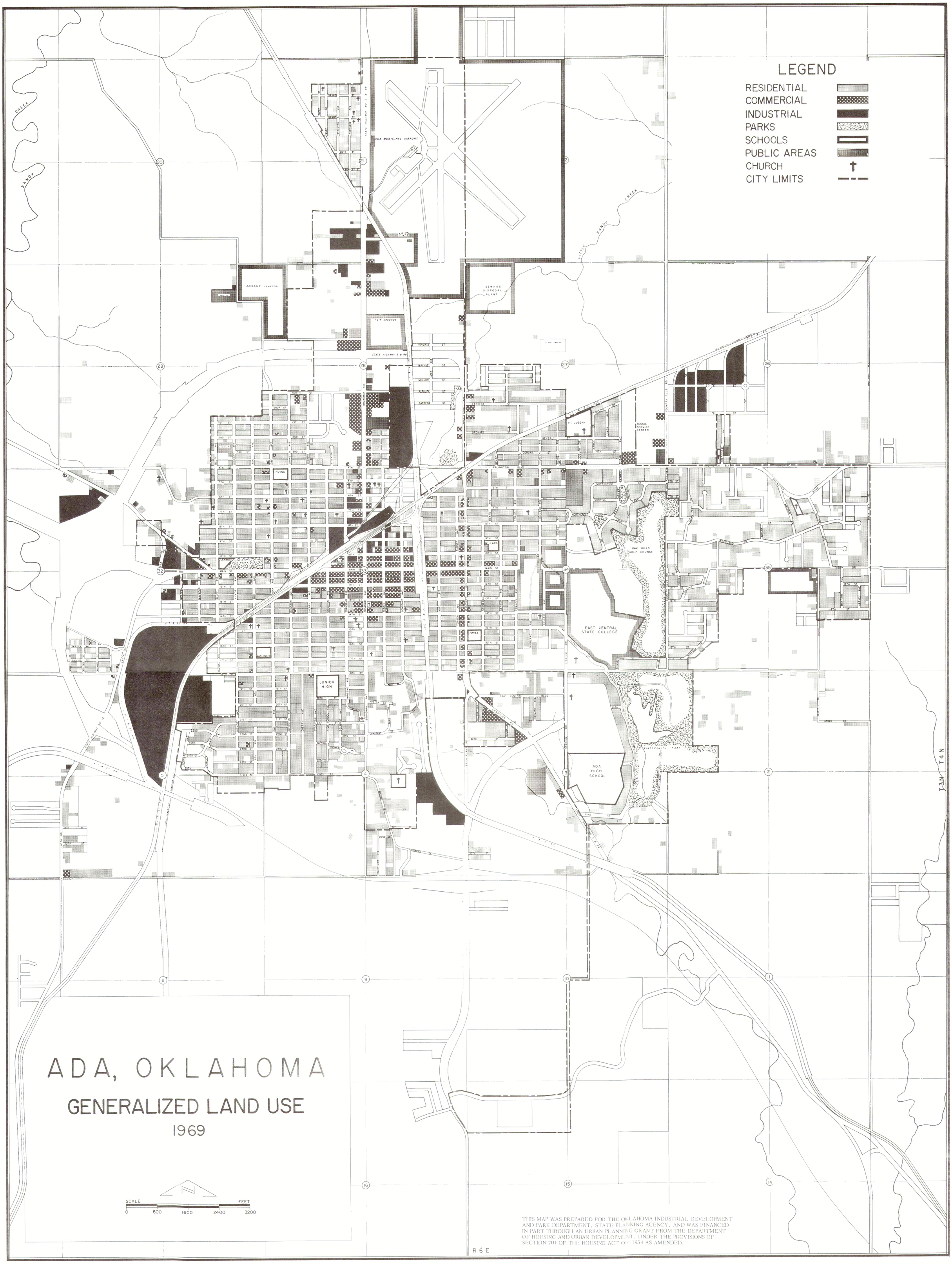

LEGEND
RESIDENTIAL
COMMERCIAL
INDUSTRIAL
PARKS
SCHOOLS
PUBLIC AREAS
CHURCH
CITY LIMITS
SANDY CREEK
LITTLE SANDY CREEK
ADA MUNICIPAL AIRPORT
STATE HIGHWAY NO 3 & 99
ROSEDALE CEMETERY
FAIR GROUNDS
SEWAGE DISPOSAL PLANT
ST. JOSEPH
SOCIAL SERVICE CENTER
OAK HILLS GOLF COURSE
EAST CENTRAL STATE COLLEGE
ADA HIGH SCHOOL
JUNIOR HIGH
IRVING
HAYES
WASHINGTON
ALLEN WOOD PARK
WINTERSMITH PARK
T 3 N
T 4 N
R 6 E
ADA, OKLAHOMA
GENERALIZED LAND USE
1969
N
SCALE
FEET
0
800
1600
2400
3200
THIS MAP WAS PREPARED FOR THE OKLAHOMA INDUSTRIAL DEVELOPMENT AND PARK DEPARTMENT, STATE PLANNING AGENCY, AND WAS FINANCED IN PART THROUGH AN URBAN PLANNING GRANT FROM THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT, UNDER THE PROVISIONS OF SECTION 701 OF THE HOUSING ACT OF 1954 AS AMENDED.

FIGURE 5

ADA, OKLAHOMA
RESIDENTIAL POPULATION DISTRIBUTION — 1969

THIS MAP WAS PREPARED FOR THE OKLAHOMA INDUSTRIAL DEVELOPMENT AND PARK DEPARTMENT, STATE PLANNING AGENCY, AND WAS FINANCED IN PART THROUGH AN URBAN PLANNING GRANT FROM THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT, UNDER THE PROVISIONS OF SECTION 701 OF THE HOUSING ACT OF 1954 AS AMENDED.

SCALE 0 800 1600 2400 3200 FEET

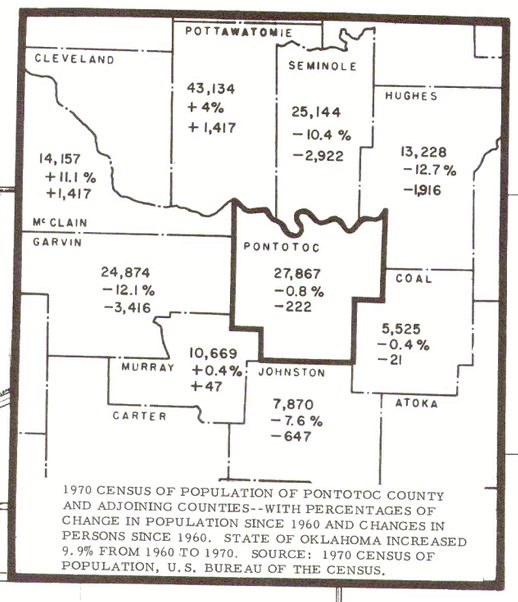
N

LEGEND

● ONE DOT DENOTES ONE HOUSEHOLD

--- CITY LIMITS

SOURCE: LAND USE SURVEY 1969



1970 CENSUS OF POPULATION OF PONTOTOC COUNTY AND ADJOINING COUNTIES--WITH PERCENTAGES OF CHANGE IN POPULATION SINCE 1960 AND CHANGES IN PERSONS SINCE 1960. STATE OF OKLAHOMA INCREASED 9.9% FROM 1960 TO 1970. SOURCE: 1970 CENSUS OF POPULATION, U.S. BUREAU OF THE CENSUS.

FIGURE 6

ADA, OKLAHOMA

CONDITION OF HOUSING SURVEY 1970

AND NEIGHBORHOOD DELINEATION

LEGEND

- DILAPIDATED DWELLING UNIT
- DETERIORAED DWELLING UNIT
- CITY LIMITS

SOURCE: VISUAL SURVEY OF EXTERIOR OF HOUSING, 1970

NEIGHBORHOOD "A"

NEIGHBORHOOD "B"

NEIGHBORHOOD "C"

NEIGHBORHOOD "D"

NEIGHBORHOOD "E"

NEIGHBORHOOD "F"

SCALE 0 800 1600 2400 3200 FEET

N

THIS MAP WAS PREPARED FOR THE OKLAHOMA INDUSTRIAL DEVELOPMENT AND PARK DEPARTMENT, STATE PLANNING AGENCY, AND WAS FINANCED IN PART THROUGH AN URBAN PLANNING GRANT FROM THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT, UNDER THE PROVISIONS OF SECTION 701 OF THE HOUSING ACT OF 1954 AS AMENDED.

R6E

T3N T4N

FIGURE 7

LEGEND

AREA IN SCHOOLS AND PARKS	ACRES
1. ADA HIGH SCHOOL	39.5
2. ADA JUNIOR HIGH SCHOOL	7.7
3. IRVING SCHOOL	2.8
4. GLENWOOD SCHOOL	2.0
5. WILLARD SCHOOL	2.1
6. HAYES SCHOOL	2.7
7. WASHINGTON SCHOOL	2.8
8. WINTERSMITH PARK	126.6
9. GLENWOOD PARK	6.0
10. RICHARDSON PARK	1.3

ADA SCHOOL DISTRICT

ADA CITY LIMITS - 1969

NEIGHBORHOOD "F"

NEIGHBORHOOD "A"

NEIGHBORHOOD "B"

NEIGHBORHOOD "C"

NEIGHBORHOOD "D"

NEIGHBORHOOD "E"

ADA AIRPORT

ADA MUNICIPAL AIRPORT

FAIR GROUNDS

SEWAGE DISPOSAL PLANT

ROSEDALE CEMETERY

SOCIAL SERVICE CENTER

OAK HILLS GOLF COURSE

EAST CENTRAL STATE COLLEGE

ADA HIGH SCHOOL

JUNIOR HIGH

IRVING

GLENWOOD

WILLARD

HAYES

WASHINGTON

CITY HALL

COURT HOUSE

FIRE STAT. 1

FIRE STAT. 2

HOSPITAL

LIBRARY

BROADWAY

MAIN

ARLINGTON

4TH

MISSISSIPPI

RICHARDSON LOOP

KERR RESEARCH ROAD

FUTURE S.W. BY-PASS

STATE HIGHWAY NO. 3

STATE HIGHWAY NO. 3 & 99

SANDY CREEK

LITTLE SANDY CREEK

T3N T4N

ADA, OKLAHOMA

LOCATION AND AREA OF EXISTING PARKS AND SCHOOLS

AND OTHER COMMUNITY FACILITIES

SCALE 0 800 1600 2400 3200 FEET

1970

THIS MAP WAS PREPARED FOR THE OKLAHOMA INDUSTRIAL DEVELOPMENT AND PARK DEPARTMENT, STATE PLANNING AGENCY, AND WAS FINANCED IN PART THROUGH AN URBAN PLANNING GRANT FROM THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT, UNDER THE PROVISIONS OF SECTION 701 OF THE HOUSING ACT OF 1954 AS AMENDED.

R6E

FIGURE 8

NEIGHBORHOOD "A"

ADA OKLAHOMA

N

0 400 800 1200

SCALE FEET

COMMERCIAL AREAS

INDUSTRIAL AREAS

UNSURFACED ROADS

MAJOR ROADS

HOUSE IN NEED OF MAJOR REPAIRS

HOUSE IN CRITICAL NEED OF REPAIRS

RAILROAD R.O.W.

1970

RIDGE LINE

NORTH STREET

SEWAGE LIFT STATION

METERY

SUB-NEIGHBORHOOD PARK

4 TH ST.

BROADWAY AVE.

OCKTON

IRVING SCHOOL

OAK AVE.

7TH ST

9TH ST

10TH ST

GLENWOOD SCHOOL

PARK

SUB-NEIGHBORHOOD PARK

8TH ST

MAIN ST.

J.A. RICHARDSON LOOP

45A RD

LEGEND

LAND AREAS WITH 10% OR GREATER SLOPES WITH SHALLOW SOIL COVER

PROPOSED SECONDARY ARTERIAL STREETS

—S— EXISTING SEWER LINES WITH DEFICIENCIES

—W— EXISTING WATER LINES WITH DEFICIENCIES

Existing sewer and water deficiencies were noted by the Superintendent of Water and Sewers of the City of Ada. Deficiencies included water line breakages, water valve problems, undersized water and sewer lines, overloaded lines, sewer joint problems, and general deterioration of lines.

This Map was Prepared for the Oklahoma Industrial Development and Park Department, State Planning Agency, and was Financed in Part Through an Urban Planning Grant from the Department of Housing and Urban Development, Under the Provisions of Section 701 of the Housing Act of 1954 as Amended.

FIGURE 10

NEIGHBORHOOD "B"

ADA OKLAHOMA

N

0 400 800 1200

SCALE FEET

- COMMERCIAL AREAS
- INDUSTRIAL AREAS
- EXISTING MAJOR ROADS
- PROGRAMMED MAJOR ROADS
- UNSURFACED ROADS
- RAILROAD RIGHT-OF-WAY
- HOUSE IN NEED OF MAJOR REPAIRS
- HOUSE IN CRITICAL NEED OF REPAIRS

1970

This Map was Prepared for the Oklahoma Industrial Development and Park Department, State Planning Agency, and was Financed in Part Through an Urban Planning Grant from the Department of Housing and Urban Development, Under the Provisions of Section 701 of the Housing Act of 1954 as Amended.

LEGEND

- PROPOSED SUB-NEIGHBORHOOD PARKS 2 TO 4 ACRES
- NEIGHBORHOOD PARKS PROPOSED 5 TO 10 ACRES
- PROPOSED SECONDARY ARTERIAL STREETS
- —W— EXISTING WATER LINES WITH DEFICIENCIES
- —S— EXISTING SEWER LINES WITH DEFICIENCIES

Existing sewer and water deficiencies were noted by the Superintendent of Water and Sewer of the City of Ada. Deficiencies included water line breakages, water valve problems, undersized water and sewer lines, overloaded lines, sewer joint problems, and general deterioration of lines.

FIGURE II

NEIGHBORHOOD "C"

ADA OKLAHOMA

N

0 400 800 1200

SCALE FEET

COUNTRY CLUB ROAD PROPOSED AS SECONDARY ARTERIAL STREET UP TO WOODLAND DRIVE--TO BE EXTENDED TO ARLINGTON BLVD.--IF THERE SHOULD BE ANY CHANGE OF LAND USE OF THE GOLF COURSE.

LEGEND

- PROPOSED SECONDARY ARTERIAL STREETS
- —W— EXISTING WATER LINES WITH DEFICIENCIES
- —S— EXISTING SEWER LINES WITH DEFICIENCIES

Existing sewer and water deficiencies were noted by the Superintendent of Water and Sewer of the City of Ada. Deficiencies included water line breakages, water valve problems, undersized water and sewer lines, overloaded lines, sewer joint problems, and general deterioration of lines.

LEGEND

- COMMERCIAL AREAS
- INDUSTRIAL AREAS
- UNSURFACED ROADS
- MAJOR ROADS
- RAILROAD RIGHT-OF-WAY
- ○ HOUSE IN NEED OF MAJOR REPAIRS
- ● HOUSE IN CRITICAL NEED OF REPAIRS 1970

THIS MAP WAS PREPARED FOR THE OKLAHOMA INDUSTRIAL DEVELOPMENT AND PARK DEPARTMENT, STATE PLANNING AGENCY, AND WAS FINANCED IN PART THROUGH AN URBAN PLANNING GRANT FROM THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT, UNDER THE PROVISIONS OF SECTION 701 OF THE HOUSING ACT OF 1954 AS AMENDED.

FIGURE 12

NEIGHBORHOOD "D"

ADA OKLAHOMA

N

0 400 800 1200

SCALE FEET

1970

COMMERCIAL AREAS

INDUSTRIAL AREAS

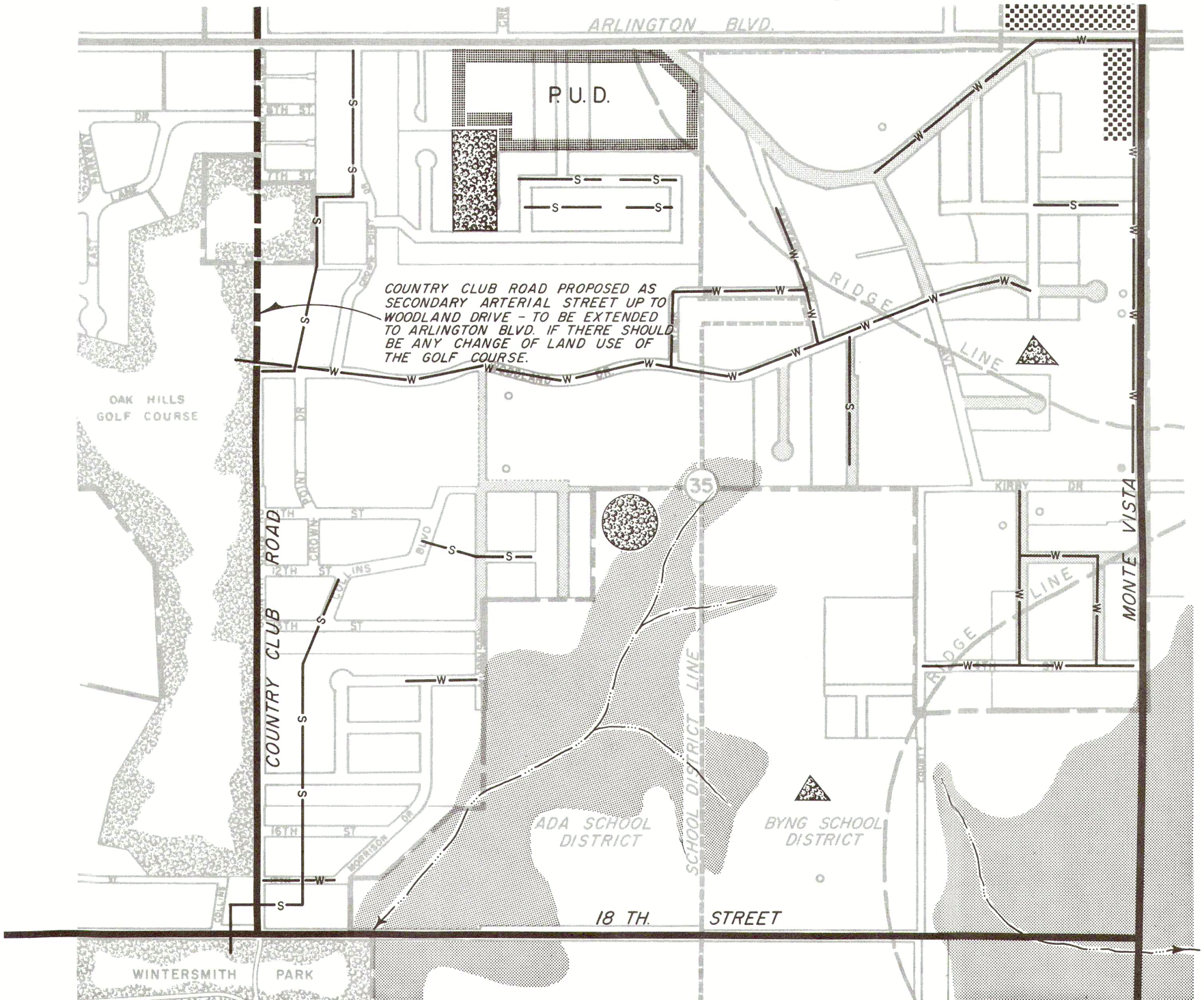
UNSURFACED ROADS

MAJOR ROADS

HOUSE IN NEED OF MAJOR REPAIRS

HOUSE IN CRITICAL NEED OF REPAIRS

This Map was Prepared for the Oklahoma Industrial Development and Park Department, State Planning Agency, and was Financed in Part Through an Urban Planning Grant from the Department of Housing and Urban Development, Under the Provisions of Section 701 of the Housing Act of 1954 as Amended.



LEGEND

- LAND AREAS WITH 10% OR GREATER SLOPES
- PROPOSED SECONDARY ARTERIAL STREETS
- PROPOSED COMMERCIAL AREAS
- NEIGHBORHOOD PARK PROPOSED 5 TO 10 ACRES
- SUB-NEIGHBORHOOD PLAY-GROUNDS — 2 TO 4 ACRES
- P.U.D. PROPOSED PLANNED UNIT DEVELOPMENT
- —W— EXISTING WATER LINES WITH DEFICIENCIES
- —S— EXISTING SEWER LINES WITH DEFICIENCIES

Existing sewer and water deficiencies were noted by the Superintendent of Water and Sewer of the City of Ada. Deficiencies included water line breakages, water valve problems, undersized water and sewer lines, overloaded lines, sewer joint problems, and general deterioration of lines.

FIGURE 13

NEIGHBORHOOD "E"

ADA OKLAHOMA

1970

N

0 400 800 1200

SCALE FEET

COMMERCIAL AREAS

INDUSTRIAL AREAS

UNSURFACED ROADS

MAJOR ROADS

RAILROAD RIGHT-OF-WAY

HOUSE IN NEED OF MAJOR REPAIRS

HOUSE IN CRITICAL NEED OF REPAIRS

ADA AIRPORT

PROPOSED DRAINAGE WAYS AND CORRIDOR OPEN SPACE

PROPOSED PLAY-LOT

PROPOSED ELEMENTARY SCHOOL

PROPOSED NEIGHBORHOOD PARK

ADA INDUSTRIAL DEVELOPMENT CORPORATION

FAIR GROUNDS

BYNG SCHOOL DISTRICT

ADA SCHOOL DISTRICT

PROPOSED PLAY-LOT

PROPOSED PLAYLOT

COUNTRY CLUB ROAD

ST. JOSEPH

SOCIAL SERVICE CENTER

ARLINGTON

VALLEY VIEW HOSPITAL

VIRGINIA ST

GARDENIA ST

ORCHARD ST

BEVERLY DR

NORTHCREST DR

SUNRISE PARKWAY

SUNSET LANE

28

27

LEGEND

PROPOSED SECONDARY ARTERIAL STREETS

—S— EXISTING SEWER LINES WITH DEFICIENCIES

—W— EXISTING WATER LINES WITH DEFICIENCIES

Existing sewer and water deficiencies were noted by the Superintendent of Water and Sewer of the City of Ada. Deficiencies included water line breakages, water valve problems, undersized water and sewer lines, overloaded lines, sewer joint problems, and general deterioration of lines.

FIGURE 14

This Map was Prepared for the Oklahoma Industrial Development and Park Department, State Planning Agency, and was Financed in Part Through an Urban Planning Grant from the Department of Housing and Urban Development, Under the Provisions of Section 701 of the Housing Act of 1954 as Amended.

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NEIGHBORHOOD "F"

ADA OKLAHOMA

N

0 400 800 1200

SCALE FEET

COMMERCIAL AREAS

INDUSTRIAL AREAS

UNSURFACED ROADS

MAJOR ROADS

1970

RAILROAD RIGHT-OF-WAY

HOUSE IN NEED OF MAJOR REPAIRS

HOUSE IN CRITICAL NEED OF REPAIRS

FUTURE RESIDENTIAL DEVELOPMENT

RIDGE LINE

BOY'S CLUB

ADA AIRPORT

CEMETERY

RIDGE LINE

BROADWAY

FAIR GROUNDS

SEWAGE DISPOSAL PLANT

J. A. RICHARDSON LOOP

VIRGINIA ST.

MAYNE AV.

MELLOR ST.

LITTLE SANDY CREEK

LEGEND

LAND AREAS WITH 10% OR GREATER SLOPES

1 DRAINAGE WAY THROUGH RESIDENTIAL AREAS IN NEED OF CHANNELING

2 PROPOSED NEIGHBORHOOD PARK

3 PROPOSED COMMERCIAL AREAS

FIGURE 15

THE LONG RANGE PLAN - 1985

ADA, OKLAHOMA

LEGEND

RESIDENTIAL
- LOW DENSITY
- MEDIUM-HIGH DENSITY

COMMERCIAL
- COMMERCIAL
- PLANNED NEIGHBORHOOD SHOPPING CENTER

INDUSTRIAL
- RESTRICTED LIGHT INDUSTRIAL
- LIGHT INDUSTRIAL
- HEAVY INDUSTRIAL

OTHER
- TRANSITIONAL
- PUD — PLANNED UNIT DEVELOPMENT
- RAILROADS
- AIRPORT APPROACH ZONE
- LAND AREAS WITH 10% SLOPE OR GREATER

PUBLIC
- EXISTING PARKS & RECREATION
- PROPOSED CONSERVATION, RECREATION, DRAINAGE WAYS, AND CORRIDOR OPEN SPACE AREAS
- PROPOSED SUB-NEIGHBORHOOD PLAYGROUND
- PROPOSED NEIGHBORHOOD PARK
- EXISTING ELEMENTARY SCHOOL
- PROPOSED COMBINED ELEMENTARY SCHOOL & NEIGHBORHOOD PARK
- OTHER PUBLIC USES
- PROPOSED PUBLIC USES

STREETS
- EXPRESSWAY
- PRIMARY ARTERIAL STREETS
- SECONDARY ARTERIAL STREETS
- MINOR STREETS
- ADA CITY LIMITS

N

SCALE FEET
0 1320 2640

PREPARED BY
ROBERT GOINS, AIP
1971

ADOPTED _____ DATE _____

ATTEST _____ MAYOR

_____ CITY CLERK

This document was prepared for the Oklahoma Industrial Development and Park Department, State Planning Agency, and was financed in part through an urban planning grant from the Department of Housing and Urban Development, under the provisions of Section 701 of the Housing Act of 1954, as amended.

ADA MUNICIPAL AIRPORT
ROSEDALE CEMETERY
SEWAGE DISPOSAL PLANT
FAIR GROUNDS
SOCIAL SERVICES CENTER
EAST CENTRAL STATE COLLEGE
ADA JUNIOR HIGH
ADA HIGH SCHOOL
WINTERSMITH PARK
LAKEWOOD GOLF COURSE
SCIENCE & NATURAL RESOURCE FOUNDATION OF OKLAHOMA
AHLOSO
LATTA
SANDY CREEK DRIVE
STATE HIGHWAY NO 19 & 13
STATE HIGHWAY NO 3 & 99
STATE HIGHWAY NO 1
STATE HIGHWAY NO 3
S. MONTE VISTA
COUNTRY CLUB
KINGS ROAD
CONVEYOR BELT
SANTA FE R.R.
SANDY CREEK
LITTLE SANDY CREEK
P.U.D.
10TH
12TH
16TH
18TH
4TH
T3N T4N
R6E