

# Additional Issues

### **LAKE #2 – MOTORIZED VS. NON-MOTORIZED.**

*The Twin Lakes Master Plan calls for selective “No Wake” areas near key amenities on Lake #2 but allows motorized watercraft to operate at full speed on the remainder of Lake #2.*

### **SHORELINE PROTECTION.**

*The Twin Lakes Master Plan calls for increased setbacks/buffering along each shoreline. Additionally, new uses should limit their impact on the natural environment via Low Impact Development.*

Revenue potential may be enhanced by a greater number of non-residential land uses and/or higher density development patterns.

Infrastructure enhancements to reduce Fire and EMS response times will need to occur at key locations

Higher intensity growth supported by public water and sewer might be feasible in the long-term if channeled to specific locations.

Further development of outdoor recreation and accommodations (public and private) can be ‘low-impact’ to the landscape and provide for immediate revenue-generating opportunities.

Code enforcement policies may be modified to reduce hazards within the lakes and to maintain the value of property owner and lease-holder investments.

Enhanced land development, proactive code enforcement and more robust permitting for access to the water can serve to better maintain the qualities of the waters in Twin Lakes.

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The city should survey and plat lease lot boundaries to accommodate mixed land uses and a variable fee structure.

Capital park investments should include methods to increase the collection of fees.

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**POTENTIAL PARTNERS.** City departments and other non-municipal agencies (public or private) may lead implementation or may support the implementing city agency.

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While the creation of the leased lots provide revenues to the City, the lot boundaries are not clearly identified and fees not be consistent with market rates. The City should survey and plat lease lots. A consideration of existing fees, as well as any future lease program fees should be evaluated to ensure they are consistent with market demand.

The Lakeshore Protection Overlay Zone is only applicable for leased properties along the lake. The overlay should apply to the entire lake and provide stricter native buffering and vegetation requirements.

## STRATEGIES

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**Future Development Plan.** Use the Final Development Plan to guide growth and development in the study area.

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**Lot Lease Program.** Modify the lake lot lease program to help offset the costs of providing public services.

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**Improvement Districts.** Evaluate the adoption of an Improvement District for property within Lake District place types to help fund infrastructure projects.

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**Study Area Design Standards.** Adopt design standards for non-residential development in the Twin Lakes area.

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**Conservation Development.** Prepare and apply conservation subdivision standards.

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**Destination Recreation.** Incentivize private investment in "Destination Recreation" attractions and accommodations.

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**Lake 2 Shoreline.** Reserve a perpetual conservation buffer around Lake 2.

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Incorporating bicycle and walking facilities and special transit routes from Shawnee proper during events or peak visitation, can provide better access to lakeside recreation areas and future development.

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Higher development within the Twin Lakes is dependent on public water and sewer. Given the significant up-front cost to the City to extend water lines to the site and develop a wastewater treatment facility, the City should consider soliciting public and/or private development partners.

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Revenues derived from the existing permitting process are limited and are not sufficient to pay for current maintenance needs, much less to fund additional amenities. The City's near-term approach for reducing revenue shortfalls is three-tiered: A) Improving existing permitting process; B) Making all recreation areas fee-access; and C) Investing in enhanced overnight accommodations.

Adjustments to permitting processes may include:

- Boat stickers to easily identify those who have a permit.
- Printed or digital permits for hunting and fishing.
- Camping reservations accompanied by a permit.
- Parking for non-trailer vehicles in City parking lots to monitor lake usage and increase revenues.
- Increased pavilion rental fees during busier months.
- Improvements to the online and on-site permitting systems.
- Gates and fee stations at all recreation area access points.

Create new park enforcement and maintenance positions to monitor and maintain park improvements, overnight stay areas, and park areas.

The Lake 1 Boat Ramp Park would remain Shawnee's principal access for motorized boating. Features include ramp and pier improvements, a new swim beach, hill top lawn and play areas, and supporting restrooms and concessions. This fee accessed park would also be connected to an extensive multi-use trails system. Space would be provided for a new police boat launch, public safety equipment, and office space for future staffing.

With a low population, the desire for permanent police and fire stations is not feasible. Shawnee must balance needs with resource requirements in Shawnee proper. Pre-positioned resources such as a new police dock and boat, may assist response times and improve on-water patrolling during busy summer months in the meantime. "Pre-positioning" of staff resources may also be accommodated by providing housing at recreation areas for public safety staff.

CODE ENFORCEMENT. The current system is reactive and complaint based. A proactive approach may need to be taken to improve safety on the lakes, including the evaluation of docks and shoreline seawalls. This may include an annual permit, inspection for all docks to ensure they are safely maintained and regular visual inspections for shoreline debris.

## PUBLIC HEALTH AND SAFETY STRATEGIES

<p><b>Public Safety Housing.</b> Include housing for public safety at campground locations.</p>
<p><b>Recreation Area Access.</b> Install gate-controlled access to recreation areas.</p>
<p><b>Code Enforcement Officer.</b> Create a new code enforcement position to proactively monitor and enforce regulations.</p>
<p><b>Code Enforcement System.</b> Improve reporting and monitoring systems for code enforcement cases.</p>

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Shoreline protection and restoration measures to control erosion and reduce turbidity may include:

- Modifying setbacks and buffer requirements from the lake shore.
- Requiring the use of “low impact development” techniques for development near the lake shore.
- Permit management for lakeside structures and docks.
- Limiting public roadways within the floodplain, or relocating existing roads out of the floodplains to not block water flow.

While it may be appropriate to maintain motorized boats on Lake 1, ***limitations on Lake 2 boat usage to man-powered boats such as kayaks and canoes should be considered in the long-term.***

## **NATURAL RESOURCES STRATEGIES**

<p><b>Shoreline Restoration.</b> Restore lake shorelines including the use of native vegetation that will support long-term water quality and reduce erosion.</p>
<p><b>Infrastructure Debris.</b> Remove infrastructure debris (i.e., Walker Road culvert) from the lake shore.</p>
<p><b>Cleaning Station.</b> Construct an off-lake water cleaning station to reduce the spread of zebra mussels.</p>
<p><b>Permitting Staff.</b> Ensure there is adequate staff to review permits and inspections for boat docks and septic systems.</p>

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## **DEVELOPMENT ASSESSMENT**

The City of Shawnee operates a land lease program with 144 leases along Lake 1. Lease holders pay a \$750 per year lease to the City for the right to reside and make improvements to the property in return for municipal services. The lease-holder fees do not cover the cost of providing municipal services in the area. The lease program was established nearly 50 years ago, and has not created new leases in recent years. The leases are not based on lot size or lake frontage. The lease programs allows the City to maintain control over the critical water resource and shoreline.

There are limited short-term rental options, typically in the form of a detached guest house. The properties are kept in different conditions, including storage of equipment, quality and usability of docks, and shoreline protection measures. The City uses the standard accessory structure permit for docks, sea walls, and other lake specific uses.

**REGULATORY CODE UPDATE** The City is in the process of re-writing their zoning regulations. This will allow any code-based recommendations that are a result of this Master Plan to be incorporated into the larger regulatory update.

**OTHER CODES AND REGULATIONS** The City of Shawnee’s Code places additional restrictions on property within the Twin Lakes. Codes that specifically apply include: • Chapter 16 – Lakes; Chapter 20 Article IV – Nuisances; and Chapter 21 - Parks and Recreation. The Twin Lakes Master Plan will likely necessitate amendments to implement the vision and guiding principles.

**FISCAL ASSESSMENT SUMMARY** Based on existing conditions, revenues equate to approximately \$300,000 annually, and expenses nearly \$890,000 annually. This results in a \$590,000 deficit.

**FUTURE PARK AMENITIES** Based on the needs assessment, the following amenities should be considered: • A mixture of paved and soft-surface trails along Lake 2, within lake parks, and connecting to Shawnee proper; • Additional parking areas; • Incorporation of overnight stay accommodations (including RV campsites, yurts, cabins, or a lodge); • Large destination-based recreation opportunities that are fee-entry to draw more visitors; and, • Supportive commercial uses such as a bait shop, vending machine or kiosk, small convenience store, restaurant, or food truck area.

Figure 3.22, Overnight Examples

Item	Occupancy
Tent/Primitive	Tent Pad Development
RV	Full Hookups, Pull-throughs
Cabin/Yurt	Simple or Upscale
Various	Spacing, Tree/Ground Cover, Setting (inland, waterfront, etc.), WiFi
Auxiliary	Showers/Restrooms, Laundry, Camp Store, Food Trucks, Electric Car Charging
Management	Park Rangers, On-site staff, Online Reservation System

Figure 3.23, Day Examples

Item	Occupancy
Water Oriented	Developed swimming area, slides, non-motorized watercraft rental, fishing gear rentals, pool/hot tub/sauna, marina
Land Oriented	Child play-area, bicycle rental, trail development (paved, ADA accessible, gravel, retaining structure), shore quality development
Event Spaces	Personal: Pavilions (electricity, water, cooking), Building (electricity, water, restrooms, small kitchen). Performance: Amphitheater (simple or full-stage)
Auxiliary	Showers/Restrooms, Food Trucks, Electric Car Charging
Management	Park Rangers, On-site staff, Online Reservation System

## CREATING THE GROWTH SCENARIOS

**Business As Usual Assessment** provided the fiscal implications if no changes were made to current land use and growth patterns. The estimated net fiscal performance for this scenario is \$145,396.

**Step It Up Scenario** evaluated growth based on slightly increasing allowed land uses in the study area. This scenario is estimated to have a negative net revenue for the City of approximately \$350,000 dollars annually;

**Think Big Scenario** evaluated growth based on expanding water and sewer to the area and dramatically increasing allowed densities. This scenario is estimated to have a negative net revenue for the City of approximately \$641,000 dollars annually.

**Consensus Scenario** prepared using input from the Advisory Committee and residents, is built by blending the previous scenarios, and provides a balanced mix of growth to support recreation, economic growth, and population growth. This scenario is estimated to have a negative net revenue for the City of approximately \$23,000 annually. While this scenario does not show a positive return, there are factors that can contribute to a more balanced future:

- **Land Use Mix:** The assumption includes 2,000 new residences. If growth rates are higher with greater development in retail and commercial services, there would be higher revenues due to more residents sharing the cost of the public infrastructure and greater tax revenues.
- **Recreation Fees:** Including payment for entry, rentals, overnight stay accommodations, Enhancements to the permitting system and increasing the types of permits.
- **Public Infrastructure Fees:** The expansion of municipal services may be not limited to city residents. While the rural water district provides potable water, there is not access to sanitary sewer. If residents outside of the City limits request access to the sanitary sewer system, Shawnee could charge higher rates for non-city residents. This type of fee system can supplement the City's investment into the utility system.
- **Lease Program:** The City owns a significant amount of land around the lakes and within the study area. If the lease program continues, the City should evaluate a tiered fee system in addition to increasing the existing fees to better support the provision of public services to the area.

## THE WORK PROGRAM

**POTENTIAL PARTNERS** -- There are other partners that should be involved in implementing the plan:

- City of Shawnee Departments
- Elected and appointed officials
- Community groups, volunteer groups, sports leagues, and special interest groups
- Nearby communities and counties
- Transportation agencies
- Utility companies
- Private and for-profit entities

**Action G.2: Lot Lease Program.** Modify the lake lot lease program to help offset the costs of providing necessary public services.

- Complete the platting of existing lake lease properties to correctly determine lot sizes and boundaries.
- When the current lots are platted, future lease properties should be platted concurrently to establish boundaries prior to the lease agreement for any lot.
- Update lease fees, with an initial increase and an annual review thereafter to ensure the leases reflect a fair market value. An example of the lease fee increases is provided below:
  - *Existing/Legacy leases - \$1,500 annually per acre*
  - *All new lake-front leases - \$2,250 annually per acre*
  - *All new non-lakefront leases - \$750 annually per acre*

*The Lake Lot Lease Program allows the City to maintain control over the lake shore while providing revenues dedicated for improvements to the Twin Lakes area. Existing leased lots are not surveyed or platted, which creates confusion and disputes for leaseholders. To accurately charge for leases, a formalized plat and a fee system that reflects lot size and lake frontage is necessary. Platting lots will also ensure setbacks for all primary, secondary, and ancillary uses are met.*

*The example lease prices exhibited herein are based on a review of recent land sale values in the study area during 2023. Higher fees may be appropriate based on the value of lake access to the City and its residents, regardless of land ownership. The actual values charged should be determined by the City following a more detailed revenue study.*

*When modifying the lease lot structure, additional adjustments to lease agreement language should also be considered to ensure that City-owned property is being utilized by leaseholders in accordance with City regulations and the recommendations of this Master Plan. Modified lease agreement language may consider lease lengths, terms of usage, design standards, City intervention for cause, enforcement surcharges, etc.*

**Action G.3: Improvement Districts.** Evaluate adopting an improvement district for one or more of the Lake District place types, as identified in the Future Development Plan, to help fund public infrastructure projects.

*The State of Oklahoma allows cities to establish improvement districts to help fund public improvements such as infrastructure, utilities, lighting, parks, landscaping, and parking, among others in a specified area or district (§11-39). Property owners within a district pay a special assessment to go towards these improvements. Property owners are responsible for creating the assessment district and the City administers the district on their behalf after it has been created. The improvement district would create a dedicated funding source for the Twin Lakes area, which would help expedite public improvements.*

**Action G.6: Destination Recreation:** Incentivize private investment in "Destination Recreation" attractions and accommodations.

*The development of "Destination Recreation" will take incentives, public infrastructure improvements, and significant private investments. There are a variety of measures the City can take to help encourage and support the development of destination recreation, which may include:*

- *Waiving development fees for the review process for destination recreation development plans*
- *Proactively rezone the property to reflect uses needed to support the development of Destination Recreation*
- *Reducing lease costs and adjusting lease terms for the land*
- *Extending water and sewer to the property boundary*
- *Support Economic Development partnerships and contribute funds when able*
- *Support the development of a public-private-partnership (P3)*



## **RECREATION**

Partner with organizations to recruit revenue-producing events (e.g., marathons, triathlons, and fishing tournaments).

Allow swimming on Lake 2.

Adopt user fees for lake uses, including parking, camping, fishing, boating, hunting, pavilion rentals, non-motorized aquatics rentals, etc. Incorporating fees is a way to increase revenues for parks and limit park and lake access capacities.

Develop partnerships with trail user groups to help construct and maintain soft-surface trails around Lake 2.

Incorporate small scale commercial uses within lake parks such as food trucks, equipment rentals, bait shops and restaurants. Permits will allow the City to have control over when vendors are in the park and will provide additional revenues through permitting fees and sales taxes.

## **INVESTMENTS**

Create new park enforcement and maintenance positions to monitor and maintain park improvements, overnight stay areas, and park areas.

Implement a permitting payment system that uses current technology.

Increase marketing for revenue-producing efforts at Twin Lakes. Marketing may include pamphlets, brochures, online advertising, and similar measures that draw residents from the larger region, state, and even nation.

Purchase and rent equipment to boost study area recreational activities. Examples may include kayaks, canoes, water bikes, life jackets, fishing poles, and similar rental gear.

Reserve an area for private “destination recreation”. The incorporation of RV Campsites along Lake 1 will allow for the scenic viewing from campers, and provide a source of revenue for the City to help fund other recreation improvements.

Gated Entry. Install gates at the entryway to the boat launch and parking area as a method of managing access to the water, ensuring boat access is limited and revenues are collected.

KIWANIS PARK – Install gated access; allow primitive campsites; improve day-use facilities to include pavilion rentals, kayak launch, play area, swimming beach, trails, open space and bird watching.

ISAAC WALTON PARK – Install gated access; construct various campsite accommodations including RV campsites, yurts, or cabins.

TRAILS – Construct various trails including around Lake #2 and connecting parks to boat ramp.