

Cheyenne, Wyoming

A Community of Choice



A Case Study of the City's Award Winning Comprehensive Plan *PlanCheyenne*



Arkansas State University Delta Center for Economic Development • East Arkansas Planning
and Development District • UALR Institute for Economic Advancement

Cheyenne: A Community of Choice

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Introduction

Successful community development requires strong partnerships. The ASU Delta Center for Economic Development is appreciative of the support provided by the United States Economic Development Administration. EDA shares our commitment to provide community development services and resources to rural areas of Arkansas. Our working partnership provides the critical technical support necessary for even our least populated communities to develop strategic plans for their economic future.

The Delta Center is equally appreciative of our working relationship with the East Arkansas Planning and Development District and the University of Arkansas Little Rock Institute for Economic Advancement. Our recent collaboration was made even more successful through the expertise of EAPDD members Richard Spelic, Pam Alexander and Rob Middleton. Recognizing the importance of community development is much more evident when individuals give of their own time and resources to seek best practices and learn from the success of others. We are deeply appreciative of such dedicated individuals as Arkansas State Representative Joan Cash and Ms. Betty Shaw who joined us as we traveled to Cheyenne, Wyoming to better understand their success with respect to community planning. We benefited from the participation of Jonesboro Mayor Doug Forman, Public Works Director Eric Woodruff and Jonesboro City Planner Otis Spriggs.

Our visit to Cheyenne was overwhelmingly successful. We owe a great amount of gratitude to Matt Ashby and the leadership team within the City of Cheyenne for their generous contribution of time and valuable expertise during our visit. The importance of visiting the location of a successful initiative should never be underestimated. While having researched the successful Plan Cheyenne initiative, we gained significant insight from sitting across a table from those most closely involved and by personally witnessing the beneficial outcome of public investment.

Alan McVey, Executive Director
Arkansas State University
Delta Center for Economic Development

Executive Summary

Cheyenne, Wyoming has an area population of approximately 85,000 and selected as an area of study for its approach to developing a comprehensive plan to guide the area's physical growth. Steady population growth, the need to maximize resources and an aggressive economic development movement were factors recognized by civic and city leaders and served as the impetus to launch *PlanCheyenne*. The city's elected and professional leadership believed in the power of community involvement and engaged citizens in a variety of ways in the pursuit to develop a true "people's plan." In April 2007, the city of Cheyenne received the American Planning Association's Daniel Burnham Award for a Comprehensive Plan based on its integration of land-use, transportation, parks and recreation and commitment to generating public interest and participation.

A Land-Use Plan serves as the foundation and is overlaid with both a Parks and Recreation and Transportation Plan. All three components have four sections. The *Snapshot* chapters provide an accounting of existing conditions; the *Structure* sections address design concepts; *Shape* defines where and how the community should grow; and the *Build* chapters lay out strategies for implementation.

The city's planning staff coordinated community meetings and participated in discussion centered on the importance of using land and resources efficiently and developing housing and commercial space that would be more integrated. Citizens had an opportunity to participate in design charrettes – a hands-on mapping exercise that provides participants the ability to better visualize concepts that are new to an area. An interactive *PlanCheyenne* website was used to

engage people unable to attend public meetings and as a means to keep the community-at-large informed throughout the process.

The *PlanCheyenne* project was introduced to the public in October 2004 and adopted in full by all governmental entities in November 2006. City officials continue to work on ordinance and other revisions to incorporate *PlanCheyenne* into the city's Unified Development Code.

Retail development in the Cheyenne area has soared since 2007 and a mixed-use development project has successfully incorporated living and commercial space. The city is continuing to expand its parks and trail areas – both deemed as high priority issues by citizens in the area. Historic preservation including a \$19 million dollar Union Pacific Depot project has enabled the Cheyenne area to hold fast to its western and rail heritage. Recommendations in *PlanCheyenne* include design elements that compliment the city's early architecture and incorporate modern-day living concepts that appeal to persons and families looking for places that offer choice, amenities and a balanced living environment. The recent economic downturn will likely heighten the highly competitive nature of economic development. “The Present and Future of Innovative Economies” conference hosted by the International Economic Development Council in 2009 will explore the recent decline of jobs and examine communities that are innovative in building its technology resources and labor market. Cheyenne's timing to initiate their plan couldn't be better. In 2011, the city will be home to one of the world's largest computer centers – a \$532 million dollar project that will include recruiting some of the world's best scientists to the City of Cheyenne.

Cheyenne, Wyoming **“A Community of Choice”**

Cheyenne, Wyoming is located in the American Great Plains and serves as the northern anchor to the Front Range. It is home to the nation’s largest rodeo held the last week in July as part of the city’s annual Frontier Days celebration. Cheyenne’s early origins however, were not inspired by cowboys and cattle, but by the movement of the Union Pacific Railroad from the east to west. In 1867 the first settlers moved to the site that is now Cheyenne to lay rail track. In a few years, the settlement grew to a more diverse population including soldiers from Fort D.A. Russell which operates today as the F.E. Warren Air Force Base. Cheyenne became a major stop between east coast cities and San Francisco. This had a great influence in the city’s early years. Many of the nation’s most gifted entertainers performed on Cheyenne stages and opera house as they traveled from cities like New York and Philadelphia to San Francisco. Fine furniture and apparel also made its way to local stores as settlers prospered and the economy became more diverse. Cheyenne’s cultural amenities rivaled many cities in the east. By 1880, the economy grew even stronger with the introduction of purebred Hereford cattle to the region. Wyoming Hereford Ranch was known around the world for its stock. The Cheyenne Club, designed to resemble an English gentleman’s club was made famous by cattle barons who spent summers in the region and could be found there most evenings.¹ Today’s Cheyenne is a city of approximately 55,000 with a total county population of 85,000. The city continues to embrace its rail and western heritage; remains a culturally rich city with a diverse economy and is the capitol of Wyoming, the state ranked by Morgan Quitno Press as the fourth most livable in the union.²

In 2002 the Greater Cheyenne Chamber of Commerce launched Vision 2020, a community-driven visioning process. Out of this effort came the idea to develop a city master plan to fully integrate transportation, recreation (including parks and open space) and land use. In 2004, the City of Cheyenne, the Cheyenne Metropolitan Planning Organization (MPO) and Laramie County launched *PlanCheyenne*. Early in the process, members of the Vision 2020 committee worked with officials from both local governments and the MPO to create a process that involved the public in a meaningful way. It was believed this would result in a “people’s plan” with forums designed to generate new ideas, excitement and open the line of communication between local government and the public.³ It was also believed that new policy stood a better chance of being adopted if recommendations were driven by citizen input. *PlanCheyenne* was completed in 2006 and includes growth strategies to maximize the use of land and resources. Developers are exploring fresh ways to mix development and methods of transportation to move people and traffic with greater ease.

Elected officials and professional staff with the city of Cheyenne have demonstrated excellent leadership and are working diligently to grow the community in a way that meets the expectations of its citizens now and in the future. The emphasis on layering land-use, transportation, parks and recreation rather than addressing each separately also make *PlanCheyenne* unique. In 2007, *PlanCheyenne* was awarded the Daniel P. Burnham Award for a Comprehensive Plan by the American Planning Association.⁴ The Cheyenne Metropolitan Planning Organization also received the award for Outstanding Achievement in Metropolitan Transportation Planning for MPO’s with fewer than 200,000 people in 2007 and 2008.

City of Cheyenne

The City of Cheyenne operates on a \$50 million dollar annual budget. The primary source of revenue is derived from sales tax. The state of Wyoming has a four-cent sales tax with approximately 28 percent allocated to Cheyenne and Laramie County. State turn-back derived from a severance tax on the sale of coal generates approximately \$4 million annually for the city. In addition to the state's sale tax, a "fifth penny" county-wide local option tax passed in November 2006 for four years will generate approximately \$45 million for the city of Cheyenne to use in street and infrastructure projects. The state of Wyoming allows counties to utilize a "sixth penny" tax for special projects. In November 2003, citizens in the county passed a tax to fund capital improvement projects including a \$28 million dollar viaduct project that will replace the original bridge constructed in the 1950's. Approximately \$12 million from the special projects tax has been utilized to leverage additional state and federal monies. Mayor Jack Spiker explained that in May 2008, citizens in the county will have an opportunity to vote for a new round of sixth penny special projects. The tax is projected to generate \$1.3 million in revenue per month based on past collection and new retail development. Citizens in Laramie County have the option to use the sixth penny to fund special projects. Once projects are complete the tax is removed until citizens have an opportunity to vote on a new slate of projects.

The city follows a mayor-council form of government. Ken Lewis, Planning and Development Director noted a mayor-council form of government provides the mayor almost total administrative control versus the manager-council form whereby the mayor serves more as a figure-head. Lewis noted that using professional managers in towns and cities around the country is common as it helps alleviate political pressure if projects or action are met with resistance. In the case of Cheyenne, however, Lewis acknowledged Mayor Spiker as extremely

progressive and willing to spend the time necessary to promote ideas and projects that are sustainable and good for the future of the city. Also a key factor is the strength of the city's professional staff. The city's Planning and Development Department was reorganized by Mayor Spiker to include and maximize the use of the city's engineering staff that had previously worked under Public Works. The city's Planning and Development Department has 35 full-time professional and support staff. Services include:

- Historic preservation
- Development services
- City planning commission
- Building services
- Metropolitan Planning Organization (MPO)
- Engineering
- Construction management
- Traffic engineering
- GIS
- Urban planning
- Code enforcement

The City of Cheyenne encompasses 21 square miles and has a population density of 2,511 per square mile. Within the city limits of Cheyenne are roughly 36 unincorporated properties. Forced annexation is not a policy of the city, and members of the city's planning department noted that annexation is costly to property owners. The cost ranges from \$35,000 to \$75,000 for utility hookups; installation of gutters; curbing and on average, an increase of 7.5 percent to property taxes. There are memorandums of understanding between the city and

county to provide some services, including police and fire. The city operates a revolving loan fund that provides one percent interest loans to homeowners requesting annexation.⁵

The city's water system serves citizens in Cheyenne proper, Warren Air Force Base and the South Cheyenne Water and Sewer District. A \$50 million dollar water project has doubled capacity and can serve a population of 100,000. Water is collected through a series of reservoirs and an elaborate piping system that transcends mountain ranges and crosses the continental divide. Deep water wells contribute to 25 percent of the city's annual water consumption.⁶

Cheyenne Light, Fuel and Power supplies electric and natural gas for customers in the area. In 2005, the Black Hills Corporation based in Rapid City, South Dakota acquired the utility. The acquisition enhanced the utility's capacity and reliability which was a major factor in Cheyenne being selected as the site for the world's largest computer.

Wide Open Space and Trails

In 2003, the City of Cheyenne purchased the Belvoire Ranch, a 17,000 acre spread southwest of the city. An additional 1,700 acres, known as the Black Hole Nature Preserve was added two years later. The preserve borders the state of Colorado. Acquisition of the ranch was made to insure the city had open space for water exploration, to meet landfill needs and as a site for future wind farms. A longer-term goal is the development of a trail system for extreme hiking and biking that would connect to an existing system in Colorado. Another interesting and historic feature of the ranch includes an Atlas Missile site constructed in the late 1950's and operational until 1964. Remains of this cold war era construction project are being considered for restoration as an interpretive center. The land is regarded as a major asset and a strong commitment to guard its natural resources, cultural and historical integrity is evident within city

hall. A master plan using the *PlanCheyenne* principles will assure the space and other natural resources are used in responsible ways that will benefit citizens in the decades to come.⁷

Developing parks, trails and protecting green space is also important within the city limits. According to consultants with *PlanCheyenne*, the city is short of green space, primarily in the way of neighborhood parks. Compared to cities with similar characteristics, Cheyenne has 1.9 acres for every 1,000 people while others average 2.5 acres. A positive feature of the city's recreation system is the 21 miles of completed, mixed surface trails that connect parks and neighborhoods throughout the city.

Planning Cheyenne

Cheyenne's Metropolitan Planning Organization (MPO) served as the lead organization in the *PlanCheyenne* project. Tom Mason is director of the Cheyenne MPO, a function of the city's Planning and Development Department. Organized in 1981, the MPO initially handled matters related to all modes of transportation. Transportation planning continues to be the primary focus of the organization; however, development issues that affect the quality of life in the Cheyenne region are also addressed. Mason cited numerous plans had been developed over the years to address transportation, drainage and land-use issues, but all were done in isolation and didn't particularly build on or compliment the other and a primary factor in the city's pursuit of a comprehensive plan. Clarion Associates, a Denver based land-use consulting firm was retained to assist in the project with an agreement it would be completed in two years for a cost of \$370,000. Federal funding was secured to cover a significant portion of the costs.

Matt Ashby, a land-use planner with the MPO was designated as coordinator and worked closely with Clarion to develop a *four-stage* approach for each of the three major areas – Community, Transportation and Parks / Recreation:

- ***Snapshot*** sets the stage for discussion by providing a view of the existing conditions of the community in all three major areas; demographic data; existing plans relative to residential areas, transportation; parks/recreation and goals from Vision 2020.
- ***Structure*** analyzes the community's architectural forms and helps to define design principles for future development. The Community Design Handbook identifies areas that have unique qualities and serves as a guide in new development both in public places and private development.
- ***Shape*** – this section defines the foundations, principles and policies and *gives detail* to how the area should develop land, neighborhoods, transportation and parks in the future.
- ***BuildCheyenne*** is the implementation component and details the strategies and actions necessary to implement the plan.

Ashby noted that over 50 presentations were made to groups by city staff explaining the *PlanCheyenne*. Civic meetings, displays at sporting events and tables in stores around the city were used as venues to build awareness. A *PlanCheyenne* website and email notification system was also used to generate feedback and inform citizens of public meetings.

The city's planning team held focus group meetings with builders, citizens and other stakeholders to identify issues that would likely surface. The meetings led to the formation of a citizen's steering committee. The committee was involved in all aspects of the project and served as advisors to city and county officials by indentifying priorities and policy revisions. The 14-member committee included students, builders, residents, agriculturalists, park and open space advocates and business leaders. Steering committee members attended 10 public meetings and 2 design charrettes from October 2004 to February 2006.

In addition to a community-based steering committee, the MPO worked with a Technical Advisory Committee (TAC) made up of persons from other agencies and organizations and with community leaders that possessed expertise and information that could further enhance the outcome of the plan. The TAC committee also served in an advisory capacity for the Parks / Recreation and Transportation Master Plans. The Cheyenne City Council, Laramie County

Board of Commissioners and the Regional Planning Commission were provided updates and had the opportunity to offer feedback through small group work sessions.

A one-week promotional blitz to launch *PlanCheyenne* was held in November 2004. Local newspapers took a strong interest and kept the public informed throughout the process. In addition to news stories, advertisements and public notices were published to inform the public of meetings and special events. A total of 36 meetings before 20 different organizations were held to encourage participation. The interactive website www.plancheyenne.com provided meeting and event information and was used to post summaries and drafts of the plan. The site was also instrumental in capturing public opinion through surveys and general commentary. The site remains active and includes all documentation and the completed 750-page plan. An implementation site is currently in place with up-to-date information on accomplishments, design standards and drafts of regulatory codes that upon approval will become part of the city's Uniformed Development Code (UDC).

Youth participation was especially meaningful as MPO staff worked with students from a local high school to conduct a photo vision exercise and political science students at Laramie County Community College conducted surveys and published a report entitled, "Cheyenne: Living the Legend in the 21st Century." Survey results indicated young people were interested in more job opportunities, enhanced night life, would support a new recreational center and were concerned about the lack of affordable housing. Student participation and the level of interest to improve the quality of life were high with many offering innovative solutions to problem areas. The report is included in the Community Foundations segment of the plan.⁸

PlanCheyenne
www.plancheyenne.com
**“What the city looks like in the next 30 years could be
shaped largely by the planning done in the next two”**
Wyoming Tribune Eagle
November 2004

Community Plan

The year 2030 was targeted as elected officials and citizens began to discuss how to make the best use of land, resources and develop neighborhoods to fulfill the vision of being a “community of choice”. The Community Plan is the land-use component and serves as the core piece including maps that display a comprehensive view of the community. The Parks / Recreation and Transportation Master Plans are also broken out by section - *Snapshot*, *Structure*, *Shape* and *Build* to provide consistency.

SnapshotCheyenne

Cheyenne has experienced steady population growth of approximately 1 percent annually since 1990. In 2003, the area had a population of approximately 79,000. A one percent annual growth in population would result in a population of 103,500 over the next 20 years. The aggressive state of economic development activity in the area could result in higher growth patterns and even greater demand for more housing choices and services. Ashby noted city hall, the chamber of commerce and economic development organization are aggressive and have implemented sound programs to build the economy – a major factor in the city’s decision to launch a long-term, comprehensive planning project.

Land-use

The *Snapshot* report charts how land is currently being used in the county and city, by acreage and percent in 17 categories. Trends and key issues of significance are highlighted in text boxes. The city has 2,100 acres of land available for residential and commercial growth.

Based on current trends of a 1 to 2 percent annual population growth, the city would need to expand by over 125 square miles over the next 20 years if growth should move to a steady 2 percent. Identifying areas for future housing is especially important in Cheyenne to maximize the use of basic services and natural resources such as water.

Economy

The Cheyenne economy is also growing with over 7,400 jobs created from 1991 to 2003 representing a 21.3 percent increase. Public sector jobs including the air force base, state and other federal government jobs represents 29 percent of the employment. Job growth was charted at 2.7 percent in 2003, significantly higher than the net annual growth of 1 percent in years past.

Housing

Current housing conditions reflect a good mix of housing types in the single-family category, but like many parts of the country, the average cost to rent or purchase has risen. From 1999 to 2004, the average cost of a single family home went from \$106,169 to \$146,584 representing a 28 percent increase over the five-year time period. The average cost for either a condo or home in the county increased by 33 percent. Single-family dwellings in Cheyenne represent 73 percent of the housing stock.

Interviews and community forums with young and older citizens revealed an interest in more affordable housing options and variety. Citizens talked favorably about mixed-use neighborhood development which could create more affordable housing opportunities and at the same time, weave in amenities that create a greater sense of community. The common definition of affordable housing is a mortgage or rental payment that does not exceed 30 percent of the combined gross incomes of all household members. Local realtors reported in public forums

that as the area grew, home values were increasing but at the same time, families and individuals were having difficulty meeting minimum income requirements.

Water, Sewer and Storm Water

The *Snapshot* report includes water, sewer, waste-water facilities and storm water facts; details on where utilities are located and capacity to serve future development. The Board of Public Utilities (BOPU) Master Plan completed in 2003 has a 10-year capital improvement and financing plan with the assumption the population will grow at a rate of one percent over the next 50 years. City staff explained the BOPU understands the need for long-range planning due to the complexity of delivering water for residential and business use. Mason, Director of the Cheyenne MPO noted 6,000,000 gallons of water are saved annual due to reclamation of brown water.

An area of concern is the absence of adequate storm-water infrastructure. New development projects are not required to include or pay for improvements for flood protection. Voters declined to improve funding a storm-water division which will make it necessary to find alternative solutions to fund high-priority flood protection projects. A Physical Features section maps basins in the area in need of improvements.

Public Properties

Public use facilities including schools, libraries, museums and other structure that support cultural and tourism activities are mapped and included in the master plan. The Laramie County School District includes 22 elementary schools, 3 middle schools and 3 senior high schools. A total of \$229 million is designated for new construction and renovation of seven schools by the year 2012 with an additional \$23 million dedicated to maintenance. Laramie County Community College reported an enrollment of 3,700 full time students in 2007. Colorado State

University, the University of Wyoming and University of Northern Colorado are all within 50 miles of Cheyenne. Cultural facilities include the Cheyenne Civic Center, four museums including the recently restored Union Pacific Depot, the historic Move Palace where first-run shows continue to play plus three additional centers for stage productions and art displays.

Transportation

The city of Cheyenne has a strong road system consisting of interstate, local streets, principal and minor arterials. Local streets account for 71 percent of the area's road system. The *Snapshot* report provides analysis of those areas experiencing congestion, but overall, the issue is not serious. Maps address existing needs and improvements and future development that has little to no road access.

An impressive element of the city's plan is the addition of bike lanes and sidewalks in its principal, minor, collector and local street system. The multi-modal approach is in response to citizen input at public meetings and review of cities that have effectively incorporated these elements to enhance livability and provide alternative measures to "move people." Landscaped medians are included in principal streets and serve dually as an aesthetic quality and a safe place for pedestrians.

Parks and Recreation

Parks and recreational opportunities are impressive and a significant element in how citizens view the livability of Cheyenne. There is currently 1,012 acres of public space which includes 235 acres of golf courses and 428 acres of community parks, but city officials say more neighborhood park development is needed to support the needs of its current citizens and in future growth of the city. The Greater Cheyenne Greenway currently has 16 miles of trail space and five additional miles designated for future development. Neighborhoods in the city's older

section and large lot development in outlying areas are not connected to a park or trail system. The city is well served by its large recreational areas, such as Lions Park, home to the city's Botanic Gardens. The Botanic Gardens staff oversees 50 sites that include 50,000 bedding plants every year. On average, 30,000 people visit the gardens each year. In addition to bedding plants, the Forestry Division maintains public properties that includes over 13,000 trees, shrubs and other plantings. The program is also used as an educational tool for private citizens and professionals. Lions Park is home to the Kiwanis Community House, a new \$980,000 facility constructed through various partnerships and citizen contributions. The 5,700 square foot meeting space has maple floors, vaulted ceilings, catering kitchen and an outdoor patio. Holiday Park is also a Cheyenne favorite and includes an art center, basketball courts, picnic areas, tennis courts and bike path.

Top activities for adults according to a 2004 survey included walking and biking, attending concerts and festivals, enrolling in classes and team sport participation. While three-fourth of the citizens are satisfied, there exists a high level of interest in more open space near creeks, lakes and ponds that will preserve the scenic quality of the area. There is also a deficiency in neighborhood parks – the city currently has approximately 1.2 acres for 1,000 people in the city limits. The average for cities similar to Cheyenne is 2.1 acres of neighbor park space for every 1,000 people. Community park averages for cities is 4 acres per 1,000 people. Adding parks to existing neighborhoods and in new development would also provide an outlet for people to access walking trails without driving to one of the city's large parks. Survey reports also indicated an interest for a central recreation center that will likely be voted on by citizens in the 2008 round of sixth penny projects, according to Mayor Spiker.

A June 2005 community meeting revealed a growing interest in community park development. Much of the land in and around neighborhoods is fully developed with little opportunity to designate areas as green space. Awareness of the benefit is evident as residents in one area considered a neighborhood fundraiser with proceeds going toward the development of a five-acre plot set aside for a park. Currently, developers pay facility fees which are directed to Parks and Recreation for services but do not generate adequate revenue for new development. Concern was expressed about developers being saddled with additional fees for park development which could be passed on to homebuilders. City leaders were encouraged to explore ways to expand park and green space but not at the cost of holding back housing development.⁹

Historic Preservation

The loss of the Cheyenne Carnegie Library (c 1912) and the Cheyenne 1902 Post Office were factors in the development of the Cheyenne Historic Preservation Board in 1986. Since its inception, the board has actively promoted the preservation of buildings and in using land to preserve the integrity of its historic areas. The area currently has seven historic districts and an additional six are identified for future surveying and assessment. A preservation board can be an effective and important component to any city with significant historical assets. Surveying the historic quality of buildings and land provides interested developers important information and can expedite restoration projects. It is the active voice in protecting historic properties and in promoting the best use of properties.

Public Safety

The general Level of Service (LOS) standard for police protection is 2 officers for every 1,000 residents. The Cheyenne area currently meets the LOS standard, but redistricting due to

the city's growth patterns may warrant an additional substation or new headquarters. The city's 5th penny tax generally provides the necessary revenue to renew and maintain its fleet and other equipment, but future growth may make it necessary to utilize the city's 6th penny sales tax to meet the demand for additional officers if receipts from one-penny do not meet the need.

The *Snapshot* component of the Cheyenne Community Plan is a thorough assessment and provides important background necessary in developing any plan. The information provides insight about existing conditions and identifies future concerns. Ashby explained sharing the information with the public prior to community meetings paved the way for a more informed exchange of ideas. The *Snapshot* feature is supported with maps that define the planning area, land-use, ownership, utilities, police patrol, fire districts and other service areas.¹⁰

StructureCheyenne

The PlanCheyenne process has a number of goals, but one of the most important is to make it a “people’s plan”
PlanCheyenne

The Structure Plan is the community driven piece that also serves as a *Community Design Handbook*. Hands-on community work sessions, also known as a charrette were effectively used to define existing characteristics and secondly, establish design principles for future development. The Structure Plan identifies the existing downtown district, historic areas, rural lands, gateways, employment and commercial nodes. Physical features such as creeks, ridgelines and agricultural lands are also featured as important qualities in the city's desire to preserve its heritage and scenic views. The Structure Plan entitled, *StructureCheyenne* describes the character, quality and authenticity of public places. Design principles for new housing and commercial development that meet modern-day needs and incorporate qualities that reflect the city's proud past are included.

Structure Plan Development

The first step in creating the Structure Plan involved the identification of the city's gateways, corridors, landmarks, districts and activity nodes (an area of high activity in a significant or special place) and the unique qualities of each. *PlanCheyenne* steering and technical committees and community members teamed to conduct the exercise. The city's planning staff provided technical support and consultants facilitated the session.

The next step involved identifying areas in need of change, preservation or improvement and ways to improve visual quality. Strip shopping malls constructed of metal and glass materials were "okay" according to participants, but did not reflect Cheyenne's image. Results of the first charrette were reported by the local media and appeared on the *PlanCheyenne* interactive website. This allowed citizens that could not attend the meeting an opportunity to provide input.

A second design charrette allowed the committees and teams to review its previous work which was compressed to maps; identify future development opportunities; and further define areas in need of improvement, preservation or change. After the second charrette, the city planning team prepared sketches of the design principles for the city's key structures.

An important point made by the city's planning staff is that the *design principles* were guided by the public and committees. The role of the planning team was to provide technical assistance in the production of posters, photos and maps to serve as visual aids through the process. The public considered six different development concepts: Multi-family Residential; Single-family Residential; Office/Flex/Industrial; Large Tenant Commercial; Neighborhood/Downtown Commercial and Convenience Commercial. The planning team prepared sketches and design principles based on input from the first session. The second

charrette allowed both committees and citizens to review, edit and make additional suggestions. Included in the Structure Plan are a list of “likes” and “dislikes” identified by community participants. Public comments were documented in text boxes in the final version of the Plan which would prove to be useful in the development of new code addressing design principles¹¹:

What Do We Like About Cheyenne?

- Historic downtown and neighborhoods
- Union Pacific Railroad Depot restoration
- Existing parks and greenway
- Variety of housing types
- Variety and interest in architectural types in residential areas
- Public green space in residential areas
- Landscaping
- Pedestrian walks along streets
- Pedestrian connections between residential areas, parks and commercial areas
- Attractive public fronts to office, industrial and commercial buildings
- Public gathering space downtown
- Distinctive regional architecture
- Attract signage

What Would We Like to Change About Cheyenne?

- Overly repetitious residential design
- Overly simple architectural design
- Widespread growth of large lot ranchettes
- Residential streets dominated by cars and garages
- Billboards
- Overhead utility lines
- Poor pedestrian connectivity
- Streets without sidewalks
- Impersonal, placeless design that could be anywhere in the country
- Tall signs that overwhelm the setting

According to a June 2005 news story in the Wyoming-Tribune Eagle, public commentary about the appearance of gateways into the city was significant. Ashby noted the growing awareness about first impressions. Community leaders participating in the meeting identified billboards and firecracker stands as structures that were among the most offensive. Randy

Bruns, president of Cheyenne LEADS, the city's economic development organization explained he had been questioned about fireworks stand by business prospects. He acknowledged it becomes easy to stop seeing unappealing physical features but are often the first things visitors notice. Darren Rudloff, Cheyenne Area Convention and Visitors Bureau agreed the view from the interstate does not depict the quality of the community, but the upside is absence of national chains near the interstate provides Cheyenne an opportunity to develop in a way that showcases its uniqueness. Ashby noted the city's name has a strong name and is known internationally, but gateways into the city do not depict the city's "historic fiber".¹²

Regional Architectural Identity

Cheyenne has a long tradition of planning for its future. The first plan was developed in 1867, the year the city was founded. Innovation was evident even in its early days. The original four square-mile grid included 23 degree angles to the northwest to maximize the sun and minimize the impact of prevailing winds. This section of the handbook is a study of the different types of architecture that depicts building trends over time. While architectural styles are varied, there remains a unique regional vibe influenced by the presence of the railroad, ranching and military functions. The information is to provide architects, builders and residents a historical perspective of how the town was built for consideration in future design decisions.

An impressive example of incorporating historic architecture into new construction is the city's downtown parking garage. A corner clock tower, a mix of neutral earth colors, embellished trim and ornate windows gives the appearance of a row of historic buildings reminiscent of the popular Art Deco style of the 1920-1930 eras. This design concept has inspired property owners in the downtown district to restore and improve historic properties for use as retail, professional office and living space. In another section of the city, construction

from the 1950's era dominates one of the city's busiest corridors. Custom neon signs advertising eateries and roadside motels remain in excellent condition and are treasured in this historic district.

Early residential architecture reflects the city's origins as a town that grew and prospered rapidly. The wealthy built large homes reflecting their place of origin including many European inspired homes. The young city's "Cattle Barons" constructed homes in a section of town that is now known as the Rainsford Historic District. Many of the city's large homes covered a one-quarter block area with large yards and gardens. Construction from 1920 to 1940 occurred in newly developed areas known today as the Avenues. From the 1950's to present day, large subdivisions have flourished. Development and design patterns have changed over time providing a diverse mix of housing in Cheyenne. Modern day ranch architecture is easily identified with its low profiles and absence of ornamental design elements. It is an important characteristic of the area and continues to influence new residential construction today.

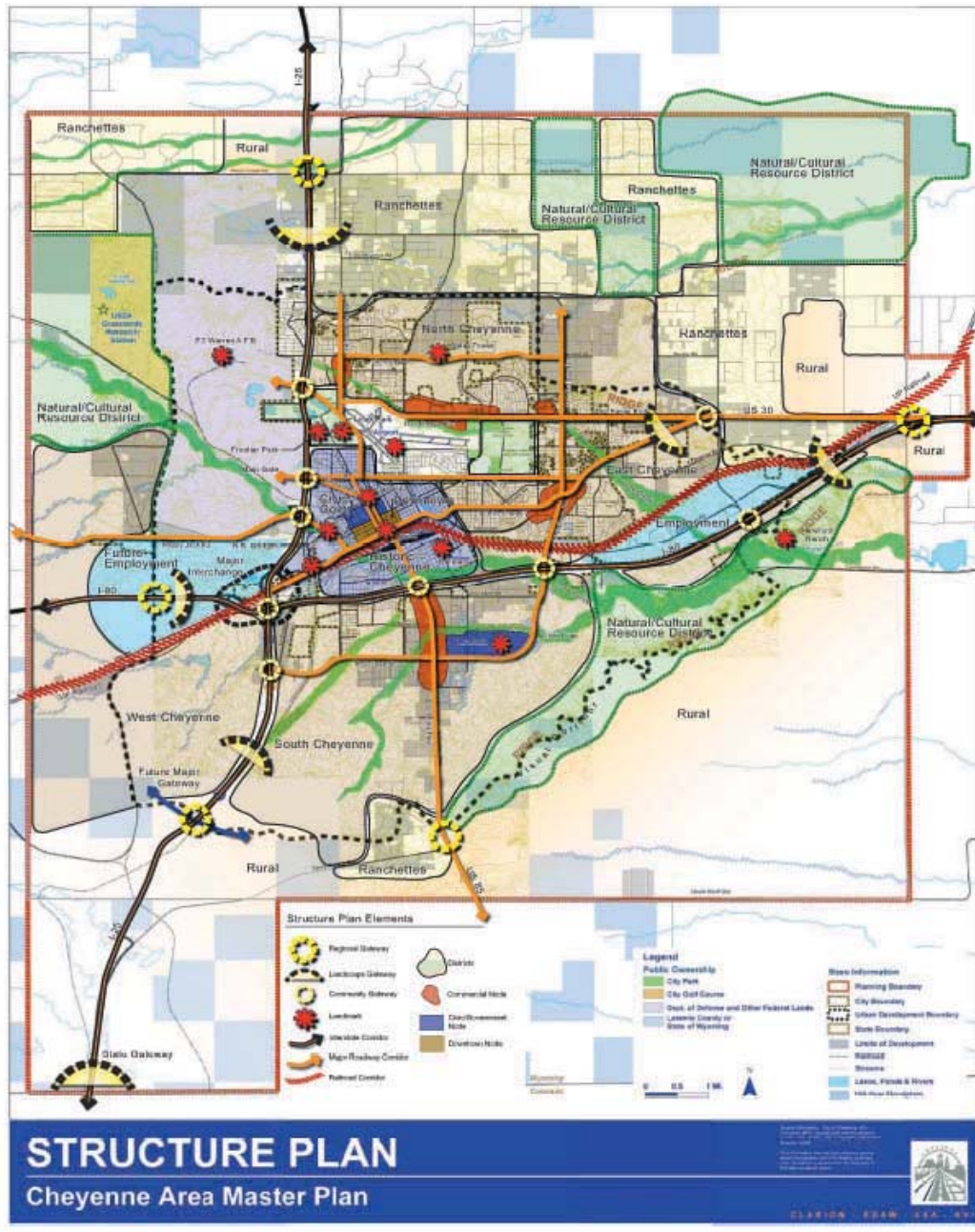
The F.E. Warren Air Force Base was established to protect the railroad and dates back to the beginning of Cheyenne. Over 240 brick and wood buildings provide office space, living quarters and recreation. Buildings within the base constructed between 1885 and 1920 have been designated as a National Historic District and are slated to receive status as a National Landmark. New construction projects use the same or similar materials and are designed to blend with the base's older structures. The diversity of architecture in the Cheyenne area can be confusing as residents try to define what is meant by "preserving its heritage". The Structure Plan component of the handbook includes a paragraph that clarifies "regionally appropriate" architecture as a guide for users of the plan:¹³

What is “Regionally Appropriate” Architecture?

Cheyenne has had a rich architectural history, from the false-front saloon to the recent Community Center in Lions Park; from the pioneer log homes and the Cattle Baron mansions to contemporary ranch houses and suburban homes. The Cheyenne Community is proud of its heritage and desires the extension of unique, regionally appropriate architecture in today’s construction. By taking cues from past materials and styles, new buildings can provide design that is both innovative yet part of the community. New construction in the Cheyenne Area, in both existing and new districts, should adapt to and respect the regional traditions expressed through materials, forms, massing and architectural detailing and respond to, but not copy, these architectural traditions. New construction should reflect the context of historic and existing buildings, respecting regional architectural expression while also allowing for change and new traditions.

Structure Plan Map & Elements

This section of the plan or “handbook” includes a map that identifies the city’s Gateways, Corridors, Landmarks, Districts and Nodes - the elements or “building blocks” that are the foundation of the community. Text in the section provides detail to the location of each element.¹⁴



Design Principles – The Structure Plan

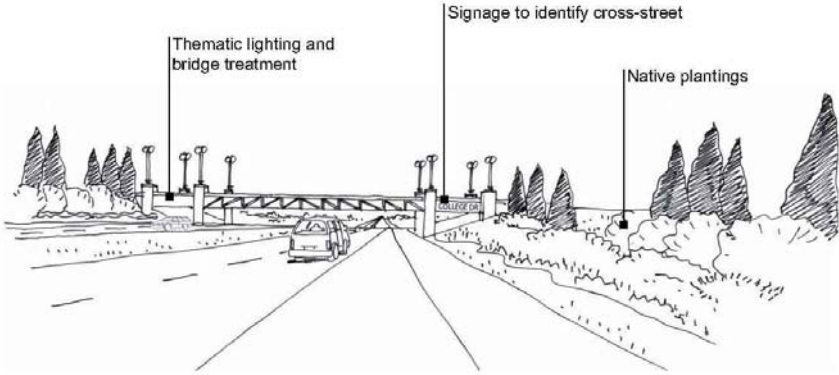
The Design Principle of the Structure Plan includes sketched renderings, an explanation of the Design Principles and “Why Are These Principles Important” which were established from discussion in the community work sessions and feedback through the *PlanCheyenne* website.

DESIGN PRINCIPLES for STRUCTURE PLAN ELEMENTS

4

Community Gateways

The entries directly into Cheyenne from either the interstates or major corridors



Design Principles

- Enhance overpass bridges with surface treatments (such as stucco, stone or brick), planting, and appropriately-scaled signage.
- Gateway landscaping should use native or regionally-adapted species that minimize water use.
- Create a sense of arrival through the cohesive use of landscape treatments and signage.
- Include “exit” signs that thank visitors for coming to Cheyenne.
- Design signage that identifies businesses without dominating the setting (ground-plane signs rather than tall poles signs).

WHY ARE THESE PRINCIPLES IMPORTANT?

- Enhanced treatment of these gateways help define Cheyenne as a quality place to live and visit, and differentiates Cheyenne from other communities.
- Current treatments present a sterile environment that does not present a “proud & positive” image of the City.
- Tall pole-signs stick out in the landscape; low, integrated signs present a positive image for businesses as well as our community.

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The Community Gateways rendering includes design principles identified in the community charrettes. Recommendations for Regional Gateways/Interstate Corridors and District Gateways are also included in the handbook.

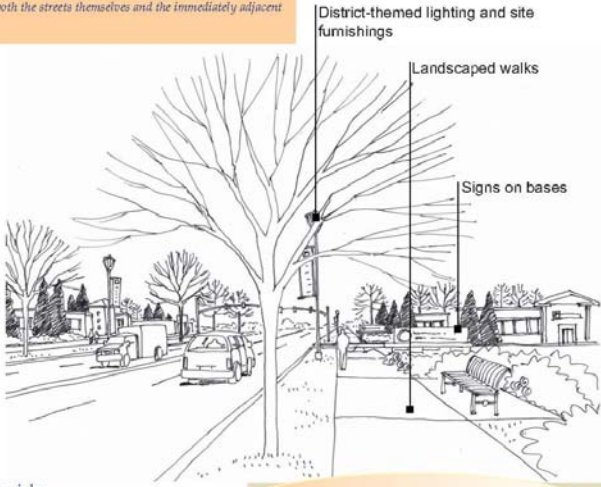
The Major Vehicular Corridor addresses local street construction and adjacent landscaping to accommodate pedestrian traffic. Redevelopment and new development recommendations include sidewalks.

DESIGN PRINCIPLES for STRUCTURE PLAN ELEMENTS

4

Major Vehicular Corridor

Corridors that are significant travel routes for the community, including both the streets themselves and the immediately adjacent landscape



Design Principles

- Incorporate landscaped medians to divide travel lanes at intersections in high travel areas.
- Include sidewalks adequate for several people walking, separated from the roadway with landscaping.
- Provide safe and clearly marked pedestrian crossings.
- Design adequate setbacks between the roadway and adjacent uses to buffer the impacts of traffic.
- Design corridors in the character of the Districts through which they pass.
- Include attractive street lighting that is standardized along a corridor, down-directional and dark-sky friendly.
- Enhance the visual quality of roadways by burying overhead utilities.
- Design signage that identifies businesses without dominating the setting or skyline.

WHY ARE THESE PRINCIPLES IMPORTANT?

- An oft-mentioned belief during the *PlanCheyenne* process is that the community should be less defined by cars—landscaping can help make our streets more walkable.
- Safety for pedestrians is also an important objective if we are to create a more livable community.
- By standardizing a theme along a corridor, other areas can become distinctive districts, like Downtown Cheyenne has become.
- Many residents appreciate the black light posts in the Downtown area, and would like to see more of them in the community.
- If properly designed, signs can be an attraction, not a distraction, for the motorist.

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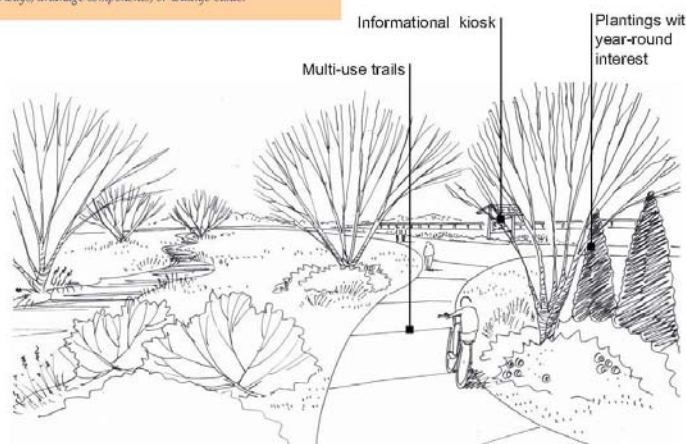
Space to accommodate walking, jogging and cycling are also important amenities cited in public forums and surveys and are featured in the Open Space/Greenway Corridor plans. Sketches in this section of the Structure Plan address public areas, but collaboration between the public and private sector provide the best chance of creating these features and cast a positive image for the community. The section also addresses Landmarks, and the Downtown/Government Center.

DESIGN PRINCIPLES for STRUCTURE PLAN ELEMENTS

4

Open Space/Greenway Corridor

Corridors that have a focus on the natural environment and are defined by their lack of built features. They may include trails, waterways, drainage components, or wildlife value.



Design Principles

- Design paths and trails to provide a comfortable width for several people walking, riding bicycles, or horses.
- Use primarily native vegetation in open space/natural areas, with maintained landscapes in adjacent park areas.
- Incorporate landscaping to enhance the visual aspects of corridors.
- Design trails and open space corridors to take advantage of distant views.
- Increase pedestrian and bicycle connections between residential areas, businesses, and other key destinations.
- Improve visibility of access points through trailhead signage and information kiosks that are attractive and integrated into the setting.

WHY ARE THESE PRINCIPLES IMPORTANT?

- Greenway facilities that are designed to accommodate multiple users will attract more people.
- In our dry climate, we should plan our landscapes carefully into high and low water use areas, as appropriate for levels of activity and usage.
- Open space and greenway corridors can serve an important role in linking our neighborhoods with other areas of the City.

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Design Principles – New Development

A topic that received considerable attention and debate was the design principles for new residential and commercial development. Public opinion favored housing that was not overwhelmed by giant garages; however, it was acknowledged that costs would likely continue to be a factor in home design.¹⁵ Developers in the commercial market were even more vocal.

Retail development was gaining momentum at the time with the opening of a 220,000 square foot Wal-Mart Supercenter. The recommendation to establish design standards sparked debate as developers expressed concern that the city being could be removed from a retailer's short list if regulations proved too cumbersome. By the spring of 2007 however, over 30 commercial projects were in the works. Establishing a design standard ordinance for "big box retail" based on recommendations from *PlanCheyenne* was one of the first official acts by city government. In its original form, the ordinance called for standards to apply to structures with a minimum square foot of 25,000 and apply primarily to smaller chain stores. Recommendations from the Cheyenne-Laramie County Planning Commission voted to change the minimum to 50,000 square feet. The design standard established by Cheyenne officials calls for a mix of high-quality materials with neutral colors or texture on all exterior walls; pedestrian walkways; landscaped islands and space to support a clock tower, patio, plaza, water feature or play area for children.¹⁶

The following renderings represent design principles. It was noted in the public forums that *PlanCheyenne* in and of itself would not be regulatory but rather "a plan" created by the city's professional staff, business community and citizens in the Cheyenne area. Action by the city council would be necessary to change code or pass a new ordinance. Design principles often

reflect characteristics of a city’s culture and heritage and can greatly enhance the overall appearance.

Design Principles for Multi-Family Residential include amenities that contribute to the idea of creating a neighborhood atmosphere. Outdoor living space that include front porches, sitting space and play areas are recommended.¹⁷

DESIGN PRINCIPLES for NEW DEVELOPMENT

5

Multi-Family Residential

Attached housing units, such as condominiums or townhomes.

Design Principles

- Use differing, yet coordinated, building materials, colors, textures, and architectural details.
- Minimize repetition of facades, and vary the rooflines and planes of the facades.
- Arrange buildings to include space between to provide natural light and opportunities for planting.
- Consolidate parking away from building entrances and provide parking behind buildings.
- Design for people first and cars second; create pedestrian connections between buildings, parking, and other areas.
- Include individualized and inviting entries to buildings that include features such as sitting areas and porches.
- Include on-site amenities such as play areas or athletic facilities that are centrally located.

WHY ARE THESE PRINCIPLES IMPORTANT?

- Multi-family housing can be more acceptable to adjoining neighborhoods if it is attractively designed and does not have a “barracks-like” appearance.
- Careful design and location of parking areas helps to avoid the appearance of buildings located in a sea of parking.
- Designing for pedestrian use increases safety for residents, and increases livability and quality of life.
- On-site amenities and recreational facilities can make multi-family residences function more like a distinct neighborhood.

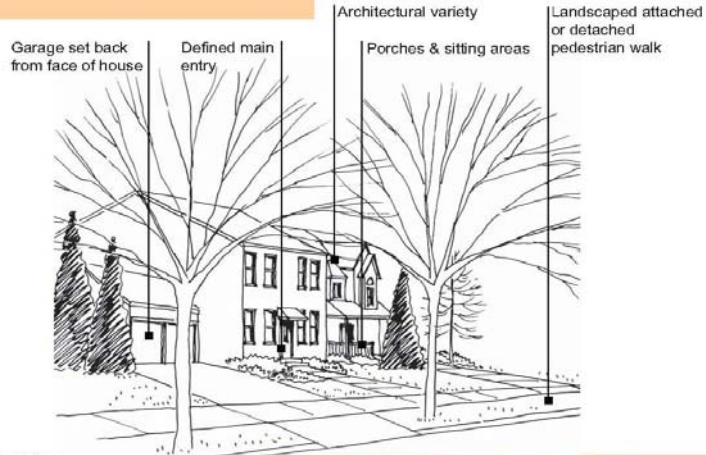
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DESIGN PRINCIPLES for NEW DEVELOPMENT

5

Single Family Residential

Individual housing units that are located on separate lots.



Design Principles

- Vary similar models along a street by using variations in materials or architectural details and varied building elevations.
- Create a “front yard community” through the use of defined entries, sitting areas or porches, and garages located towards the rear or sides of houses.
- Allow for flexibility in setbacks to provide variation in the orientation and distance of houses to the street.
- Provide landscaped pedestrian walks and sidewalks of an adequate width (i.e., comfortable for two people side-by-side), and connect walks to parks, open space, and other neighborhoods.
- Residential street widths should be at a scale that creates intimacy and encourages pedestrian activity.
- Use corner lots to create an attractive public face to both streets.
- Tree lawns (landscape strips between the sidewalk and street), if used, should be of sufficient width for effective and efficient irrigation.

WHY ARE THESE PRINCIPLES IMPORTANT?

- Variety in architectural styles and design create a more attractive street that avoids a “cookie-cutter” appearance.
- Streets that are dominated by garages are uninviting and create a sterile environment.
- Detached walks and tree lawns can result in a safer environment for pedestrians and children playing.
- Neighborhood streets that are too wide encourage speeding.
- Providing windows that face the street so residents can watch the street and enhance neighborhood security.

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One goal of *PlanCheyenne* is the development of single-family housing that offers more variety in the city’s neighborhoods. New developments in the city include a mix of townhouses and single-family homes. This trend, according to Ashby, will work well in Cheyenne and better prepare the city as newcomers to the area look for more options in housing.¹⁸ City planners explained the design principles for new development and redevelopment was a collaborative effort. Principles that would stand the test of time as opposed to using design and materials that

would not be as long-lasting were considered throughout the process.¹⁹ An option for developers is using a Planned Unit Development (PUD) designation in lieu of traditional zoning. This approach allows the developer and city to negotiate the removal of traditional regulations (such as the number of parking spaces, setbacks) in exchange for design excellence or additional public amenities.

DESIGN PRINCIPLES for NEW DEVELOPMENT

5

Office

A place of business where professional and clerical duties are performed rather than manufacturing or sale of goods to the public.

Design Principles

- Allow for distinctive architecture that has a physical presence in the area and is regionally appropriate.
- Use differing, yet coordinated, building materials, colors, textures, and architectural details.
- Screen maintenance and service areas with landscaping and materials that are consistent with the main building's design elements.
- Design signage that identifies businesses without dominating the setting.
- Incorporate landscape islands within large parking lots to break up the expanse of pavement.
- Design integrated outdoor public spaces with coordinated site furnishings.
- Provide vehicular and pedestrian connections between adjacent developments.

WHY ARE THESE PRINCIPLES IMPORTANT?

- Architectural elements can be used to create a distinct identity and sense of quality.
- Well-designed, low scale signage provides a positive image and can advertise a location effectively without dominating the skyline.
- Connecting adjacent sites means that parking lots and sidewalks connect, so that it's not necessary to drive out to the main street to go next door.
- Gathering places can provide workers with areas to relax and socialize during breaks.

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ShapeCheyenne

ShapeCheyenne is the physical guide for all components, and further defines *how and where* the community should grow while blending its unique qualities with modern amenities. This section includes principles and policy foundations that serve as the “framework” to guide decisions and actions by landowners, citizens, staff, elected and appointed officials. This section of the plan was also developed as a result of community feedback woven with approaches presented by public officials that have been adopted in cities that adhere to development standards that support building a high quality of place.²⁰

1. Growing as a Community of Choice.

The focus of Foundation 1 is maintaining "quality of life" and attracting new jobs to compete in the region as our community grows. The community will continue to plan for growth that provides opportunities for people of all generations and retains traits that have made it livable and that will attract businesses and economic development. In addition, the Cheyenne area will be a community that provides a variety of housing (predominantly in attractive hometown neighborhoods), opportunities for employment, and essential retail and other services. Focusing on quality of life factors, including conserving land resources, retaining our western heritage, and planning for distinct urban neighborhoods that are efficiently served, will help our community attract a broader variety of employers to a place with a diverse and multi-generational workforce. Cheyenne will be a community with a reputation as a great place to live and do business.

2. Creating Livable "Hometown" Neighborhoods

As we build new neighborhoods, the Cheyenne area will strengthen our community by raising the bar on the quality of new residential development and ensure that neighborhoods contain a mix of uses and amenities such as parks, integrated trails and open space, schools, convenience retail and personal services, and civic uses. In addition, neighborhoods should continue to be safe, to showcase our civic pride, and provide options for housing, including workforce housing and housing for seniors.

3. Fostering Vital Employment and Activity Centers

This Plan aims to continue to support a solid economy built on family wage jobs and a vibrant business community. It promotes ongoing partnership efforts among the many economic development organizations (e.g., the Chamber, Cheyenne LEADS) and others

(such as the city, county, and Laramie County Community College (LCCC) to selectively recruit and foster business and industrial development. In addition, one of the strengths of this Plan is its focus on providing new employment business parks, regional commercial activity centers, and mixed-use commercial activity centers. These places will provide jobs and services and continue to keep the Cheyenne area and our neighborhoods vital, safe, and livable.

4. Developing a Connected and Diverse Transportation System

As the Cheyenne area grows, the transportation system will need to grow also to meet our mobility needs. The city and county will improve existing roadways and construct new roads. In addition, improvements to roads must occur with minimal impacts to our existing neighborhoods. For new development areas, the mixed-use pedestrian-friendly areas shown on the Future Land Use Plan provide opportunities to support and improve transit, bicycle, and pedestrian mobility throughout the Cheyenne area to serve not only people who cannot drive, but also those who prefer not to use a car. Trails and streets are part of the transportation system.

5. Celebrating Our Character and Varied Heritages

As Cheyenne grows; we will celebrate and enhance our character and heritage by focusing on preserving our historic areas and downtown, creating and maintaining public places, supporting cultural events, and preserving our rural ranching and cultural landscapes. Cheyenne area citizens will continue to have opportunities for cultural exchange, recreation, and learning—it fosters our well-being as a community, strengthens community involvement, and makes Cheyenne a unique places for residents and visitors. In addition, our natural areas and wildlife are part of our character and heritage, and we aim to conserve natural landscapes to the extent we are able and support continuing farming and ranching. Our heritage consists of the land, historic resources and our community.

6. Creating a Legacy of Parks, Open Spaces, and Trails

This Plan aims to improve neighborhood and community parks—providing adequate land to meet our needs and provide high quality, accessible parks that are integral parts of neighborhoods. As our community grows in the urban area, we will add new community and neighborhood parks that extend the Greenway and trails to serve new neighborhoods and connect activity centers. Our public park system will continue to be enhanced by a system of smaller private "pocket" parks and green spaces. This Plan also aims to conserve "significant" open space lands—to weave the natural environment through our built environment and around it. Open space adds beauty, creates a unique image and sense of place for the Cheyenne area, provides relief from our built environment, helps maintain water and environmental quality. This is an opportune time to identify and conserve natural and cultural landscapes before development changes them. Parks and recreation are important to quality of life in Cheyenne.

7. Develop in a Fiscally Responsible Way

This Plan aims to guide future growth to promote efficient use of public and private resources and to provide adequate public facilities. On the private side, new development should "pay its own way" and provide the necessary services for the new development concurrent with the development. Government and the public should determine how to invest our fiscal resources strategically to achieve our vision and principles in this Plan.

Each of the seven foundations includes principles and policies that clearly define the intent and rationale of each statement. A substantial amount of resources, research, and community input have been devoted to each area. The following appears in its original form to demonstrate the depth of the plan:

Growing as a Community of Choice

- 1. Our community will continue to have a balanced use pattern, with choices of housing and employment for long-term stability.**
 - Balanced mix of land uses
 - Flexibility to respond to market demands
 - Regional cooperation on land use and development issues
- 2. The major growth of the Cheyenne area will take place within the Urban Service Boundary to promote efficient long-term use of land.**
 - Urban service boundary
 - Monitor plan's growth area
 - Additional county enclaves not desired
- 3. Our community will contain a diversity of housing and neighborhoods to accommodate all generations.**
 - Neighborhoods as building blocks
 - Variety of housing in neighborhoods
- 4. Revitalization and infill in our urban core will provide choices for housing, employment and services in our older neighborhoods and districts.**
 - Infill opportunities
 - Locations for future revitalization
 - Downtown revitalization and mix of uses

5. Our community leaders will act strategically to make Cheyenne a competitive community.

- Position in regional economy
- Education leader
- Community marketing

Creating Livable Hometown Neighborhoods

1. The Cheyenne area will protect and strengthen our existing neighborhoods to keep them livable.

- Existing neighborhoods enhanced and stabilized
- Transition between existing and new neighborhoods
- Neighborhood revitalization
- Conversions of homes along arterials
- Historic neighborhoods protection

2. Our community will design future urban neighborhoods in traditional patterns with a mix of uses, amenities and convenient connections to services.

- Neighborhoods with centers
- Mix of uses in neighborhoods
- Connected streets and sidewalks
- Neighborhoods with amenities
- Neighborhood common areas

3. Our future urban neighborhoods will contain a mix of housing types, styles and densities.

- Mix of housing types
- Higher density housing

4. Future rural residential areas north of the Urban Service Boundary will continue to provide a rural lifestyle choice

- Rural residential only where designated
- Rural residential open space design preferred

5. The Cheyenne area will continue to have affordable workforce housing throughout our community.

- Community housing needs met
- Workforce housing throughout the community
- Quality workforce housing

6. Our community will contain housing for senior citizens and other populations with special needs, truly making it a place for all generations.

- Senior and special needs housing throughout the community
- Senior housing with access to facilities

7. Our future housing will be of high quality to give lasting value to neighborhoods and community.

- Residential development quality

Fostering a Vital Economy and Activity Centers

1. Our community will continue to promote a thriving and vital economy.

- Existing small businesses
- New employers recruitment
- Business supportive environment
- Active Cheyenne airport
- Coordination with F.E. Warren Air Force Base
- Minimized conflicts between development and agriculture

2. Downtown Cheyenne is community's vital center

- Mix of activities downtown
- Active uses on the street level
- Pedestrian environment and people places
- Historic context-sensitive design
- Auto-oriented uses discouraged
- Compatible parking location and design

3. Our businesses and jobs will primarily be located in commercial, mixed-use, and employment activity centers.

- Designate commercial business activity centers
- Employment activity centers

4. Our commercial and mixed-use activity centers will be pedestrian-oriented and well-designed with public spaces.

- Center characteristics
- Activity centers circulation and access
- Parking design and location
- Architectural character for big box stores

Developing a Connected and Diverse Transportation System

1. Roadways in and around our new neighborhoods will be designed to accommodate traffic growth.

- Arterial roadway capacity
- Arterial roadway access
- Major roadways and neighborhoods
- Major roadways and schools
- Traffic study requirements

2. The Cheyenne area will minimize impacts to existing neighborhoods when making road improvements.

- Limit major roadway widening in neighborhoods
- Consider alternative solutions to road widening
- Impacts on historically significant neighborhoods

3. The Cheyenne area will have a diverse transportation system that consists of streets, sidewalks, bicycle facilities and transit.

- Multi-modal streets
- Neighborhood design to support walking and bicycling
- Public transit
- Interconnected neighborhood, street, bikeway, and sidewalk patterns
- Loop trail systems connects greenway

Celebrating our Character and Varied Heritages

1. Our community will preserve historic districts.

- Historic building restoration

2. The Cheyenne community will preserve our cultural resources and heritage

- Archaeological and cultural sites protected
- Conservation design and development
- Cultural resources education and awareness

3. Our community will conserve natural resources and landscapes.

- Natural and cultural resource areas designated
- Limited development in natural and cultural resource areas
- Use a variety of tools to conserve natural and cultural areas
- Restricted future development in hazardous areas

4. Our community will manage its natural resources that are part of our heritage and legacy and economic sustainability for use by current and future generations.

- Water conservation
- Water quality
- Air quality
- Energy efficiency

5. Our community will maintain its ranching and agricultural heritage

- Functioning agricultural lands to the south
- Rural residential development to the north only
- Support agriculture and ranching
- Alternative development patterns encouraged

6. Our community will identify and enhance our gateways.

- Gateway districts
- Cohesive gateway design
- Open space and vistas around gateways

7. Our public spaces will be designed for people to support local gathering and events that contribute to reinvestment in our community.

- Attractive, inviting public spaces

8. Our community will recognize and celebrate arts and culture and the diversity of our people.

- Partnerships to recognize and supports arts and culture
- Art in public places
- Heritage and history learning opportunities
- Facilities for cultural activities and arts
- Events and festivals
- Funding

Creating a Legacy of Parks, Open Spaces, and Trails

1. Our neighborhood and community parks will continue to be a legacy for our community.

- Adopt and implement parks and recreation master plan
- Park level of service standards
 - Neighborhood and community parks*
- Other Facilities

- Dedicated funding for parks
- Joint parks and schools planning
- Pocket parks enhance system

2. Our community will extend and enhance our trail system and Greenway.

- Connected Greenway system
- Connected community-wide trail system
- Dedicated Greenway funding

3. Our community will conserve lands of community-wide significance.

- Lands of community-wide significance protected

4. Our community will develop an open space system.

- Open spaces related to Western identity
- Coordinate city and county programs
- Dedicated funding for open space

5. The Cheyenne area supports expanding and maintaining our recreation facilities.

- Centrally located recreation facilities to serve the community
- Other outdoor active recreation
- Parks and recreation facilities as reinvestment tool
- Dedicated funding for recreation

Developing in a Fiscally Responsible Way

1. Our community will coordinate and plan for growth regionally to ensure efficient and cost effective services and utilities.

- Consistent development standards
- Regional coordination
- Capital improvements coordination

2. The Cheyenne area will provide adequate public facilities and services for current and future residents in a fiscally responsible manner.

- Service standards
- Timing of facilities
- Maintain level of service
- Coordinated schools
- Maximized infrastructure investments

3. Our community will continue to provide high quality and cost-effective government services and access to information.

- Digital planning information

4. Our community will continue to provide essential services in an effective and efficient manner.

- Funding and standards for essential services
- Long-term water supply

5. Our community will consider how to fund quality of life services in an effective and efficient manner.

- Funding for quality of life services

Future Land Use Plan

An important feature of any comprehensive city plan is the future land use component to guide new development and redevelopment. The city of Cheyenne's existing plan had not been updated since 1993 according to Ashby. In August 2005, a draft was presented to the public. Design charrettes, public comment and design models from other cities were combined to draft the map. Ashby explained the land use portion of the plan is not a cookie cutter instrument, but tailored to take into account the ideas and interests expressed throughout the process and included approximately a one-mile area outside the city boundary. In addition to broad public input, the concept of "neighborhood centers" or mixed housing and business space, makes the draft different than previous maps. The map also reflects areas of the community that are appropriate in the quest to preserve open space, scenic views, agricultural and ranch land. The loss of visible ridge lines were discussed in community meetings and recognized as an important feature of the area's western heritage.

The idea of mixed-use development prompted discussion again when developers in the area cited market conditions, development costs and traditional approaches to housing and

shopping (areas zoned for one or the other) would be difficult to overcome. City officials cited that neighborhoods with a variety of housing and businesses are working well in other places and fall in line with today's desire to drive less and live within closer proximity to services and amenities. The use of a SimCity type exercise allowed city staff to demonstrate different scenarios by incorporating parks and transportation corridors that demonstrated how a more integrated approach could add value to the city's living conditions. The exercise proved to be a powerful tool according to Ashby.²¹

Educators in the area had a more positive reaction and felt that mixed housing would positively impact schools as children would come from a range of economic backgrounds bringing more diversity to the classrooms which is mandated by the state. Residents responded to developer's comments by citing the need to create neighborhoods with multi-generational activity centers and parks versus a subdivision of houses with high fences.²²

Ashby explained the land-use plan is not regulatory, but will serve as a blueprint for ordinances to be drawn and adopted in the traditional policy-making process. He also noted that the land-use plan should be flexible and response mechanisms in place that would allow amendments to be made as conditions change, plus the overlay of parks, trails and transportation to a future land use plan is a city's best shot of getting residential and business construction right the first time around. Identifying land for public facilities such as schools, fire and other protective services is also made easier because the overlay provided a big picture perspective. The Land Use Plan includes five major categories described as primary and secondary uses, general characteristics and location.²³

Agricultural and Rural

- Agricultural and rural
- Rural residential

Urban Residential

- Urban transition residential
- Urban residential

Mixed-use

- Residential emphasis
- Employment campus
- Commercial emphasis

Business and Industry

- Industrial
- Central business district
- Community business

Civic and Other Activities

- Parks and open space
- Public and quasi-public

Design and development principles are also recommended in this section to address the following:

- Rural Design Principles
- Urban Neighborhood Design Principles
- Mixed-use Design Principles
- Business and Industry Development Principles
- Parks and Public Spaces Principles
- Schools Criteria


Neighborhood Business Centers; Mixed-Use Commercial Activity Centers and Community/Regional Activity Centers

A Neighborhood Business Center is an area designed to provide services for a neighborhood and is not intended to stand alone. It can occur in an area recommended for Urban Residential or Mixed-Use Residential. Mixed-use Commercial Activity Centers are located throughout the community to serve the needs of multiple neighborhoods.

Community and Regional Activity Centers are typically “lifestyle” centers, outlet malls and big box facilities and are recommended for areas adjacent to an Interstate interchange or at the intersection of two major arterials.

3 Land Use • How to Use the Plan: Locational Criteria

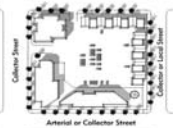
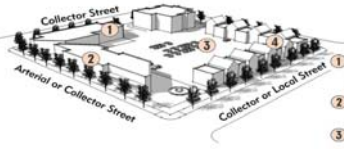
Neighborhood Business Centers
Not shown on the Future Land Use Plan.



Neighborhood Business Centers are NOT specifically designated on the Future Land Use Plan as activity centers. The intent for Neighborhood Business Centers is to locate them to serve the convenience shopping needs of a neighborhood. The community will use the following criteria in determining the location of this type of center. It should:

- Occur in an area designated for Urban Residential or Mixed-Use Residential.
- Have frontage on an arterial and a collector or two collector roads.
- Range in size up to five acres.
- Serve a trade area up to 3/4 of a mile.
- Be accessible by walking from neighborhoods.
- Contain amenities such as a pedestrian plaza, sidewalks, and landscaping and signs and access control to create a cohesive development.
- Ensure that commercial development is integrated with and enhances the surrounding neighborhoods.

Example of a Neighborhood Business Center Design.

1 Buildings are internally focused to frame internal parking and to create a pedestrian-friendly atmosphere—allowing easy walking between uses.

2 Commercial buildings are located to be visible from the arterial and/or collector streets.

3 Parking is internally located and away from the street.

4 Medium density housing or offices can provide a transition to surrounding neighborhoods.


• Community Plan - ShapeCheyenne 3-4 •

The land-use section of *PlanCheyenne* includes examples of photos, sketched designs and text box information to provide clarity and better define how streets, buildings and housing can co-exist in mixed-use development.

The Land Use Section includes 40 pages of photographs, renderings and recommendations, plus maps.

3 Land Use • How to Use the Plan: Locational Criteria

Mixed-Use Commercial Activity Centers





Use the following criteria in determining the location and design of Mixed-Use Commercial Activity Centers (as designated on the Future Land Use Plan OR to designate new centers). This type of center should:

- Be located on one quadrant of the intersection of two arterials in places designated for "Mixed-Use" on the future land use plan.
- Vary in size depending on the mix of uses.
- Serve a trade area up to 2 miles.
- Have a gross floor area up to 200,000 square feet of non-residential uses.
- Typical format consists of one anchor store, such as a supermarket or drug store, and smaller retail and services. The project should also contain some residential development (either vertically or horizontally mixed). (See *Design Principles for Mixed-Use Development*.)
- The main part of the development should contain amenities such as a pedestrian plaza and landscaping as well as sign and access control to create a cohesive development.
- Additional Mixed-Use Activity Centers can be located in the community provided that traffic impacts are mitigated and transitions are provided for residential areas.

Mixed-Use Commercial Activity Center Example.

Mixed-Use Commercial Activity Centers are located throughout the community to serve the day-to-day commercial needs of surrounding neighborhoods.

1 Buildings are oriented to and close to an internally-focused "main street" to create a pedestrian-friendly street edge.

2 Buildings are oriented to frame an internal network of streets, allowing easy walking between uses.

3 Commercial buildings are located to be visible from the arterial or collector streets.

4 Parking is in smaller lots, is centrally-located, away from streets, and pedestrian-friendly.

5 Medium density housing or offices can provide a transition to surrounding neighborhoods. Site should contain walkways through from commercial core to houses.

• Community Plan - ShapeCheyenne 3-5 •

Land Use Categories Tables

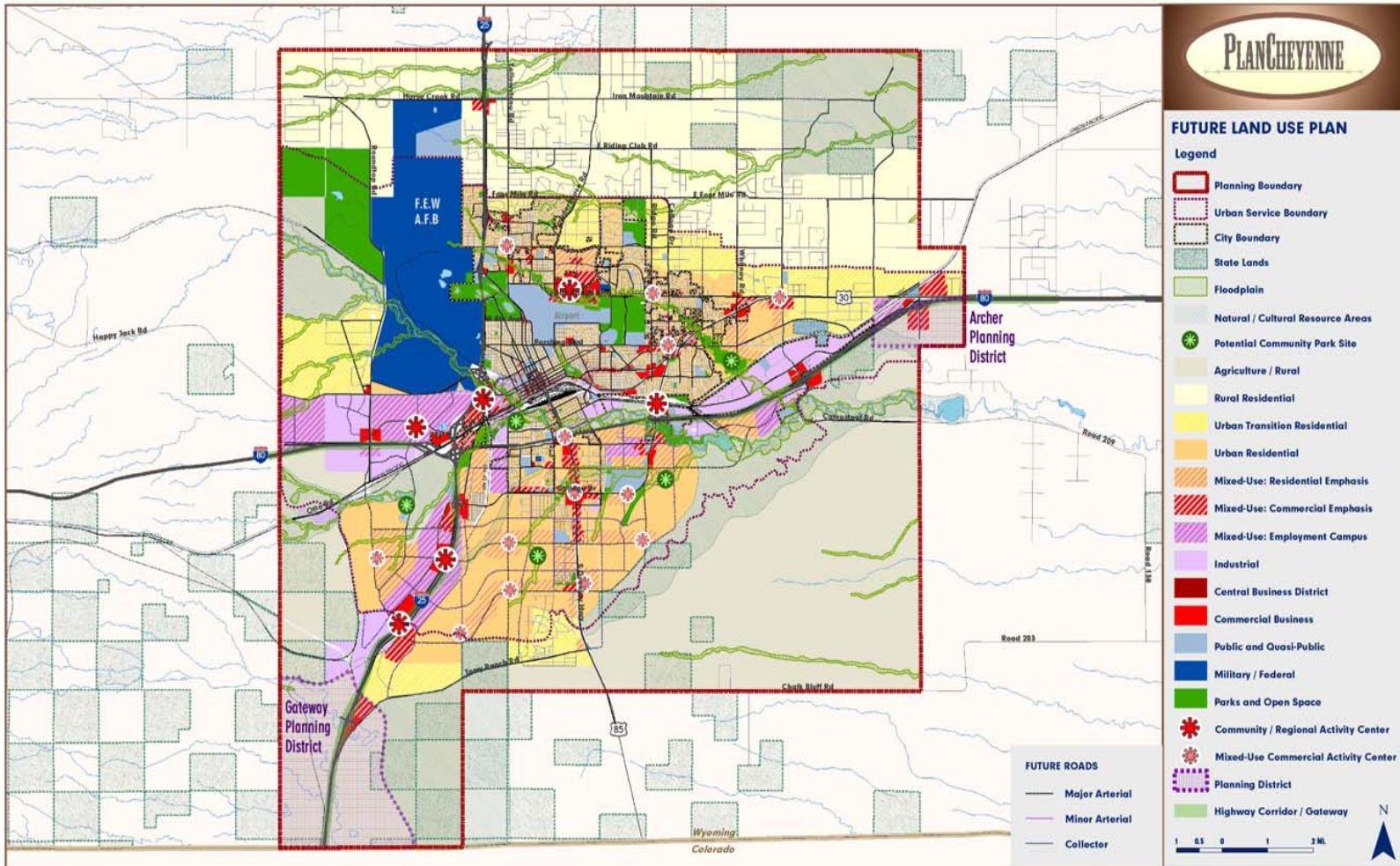
The following tables provide a summary of the categories, recommended use and defining characteristics and location. It may be impractical to consider this range of categories in all communities.

Land Use Categories Table

Category	Land Uses and Activities	Characteristics and Location
AGRICULTURE & RURAL		
Agriculture/ Rural	<p>Primary: Farming, ranching, and agriculturally related uses.</p> <p>Secondary: Agriculture-related businesses and ranch support services. Residential on large lots (e.g., 35 acres or greater) or clustered. Wind and other energy production facilities should be located away from the urban area.</p>	<ul style="list-style-type: none"> ▪ Located in the southern part of the planning area outside of the Urban Service Boundary (USB) in Laramie County. ▪ Areas for continued ranching and farming—requiring large parcels of land. ▪ Scattered areas of residences on large lots rely on individual well and septic. ▪ No urban services available. ▪ Minor County roads provide access. ▪ New residential development is limited and clustered to the extent possible.
Rural Residential	<p>Primary: Single family residences on large lots (generally 2 ½ acres+), clustering encouraged. Farm animals and horses.</p> <p>Secondary: Supporting and complementary uses, including open space and recreation, equestrian uses, schools, places of worship, and other public uses.</p>	<ul style="list-style-type: none"> ▪ Located to the north of the City in Laramie County outside the USB. ▪ Development densities are lower than typically found in the urban residential areas (i.e., within the USB); an area for rural lifestyles, such as keeping horses, with accessory structures, such as barns and stables. ▪ Roads are usually gravel, but may be paved. ▪ Large lot single-family rural residential, or clustered development on smaller lots (encouraged) to conserve open space, views, and other natural features.
URBAN RESIDENTIAL		
Urban Transition Residential	<p>Primary: Limited range of lower density residential uses—blending urban and rural standards. Single family and multi-family, including duplexes, patio homes, and townhomes.</p> <p>Secondary: Supporting and complementary uses, including open space and recreation, equestrian uses, schools, places of worship, and other civic uses. Senior housing, if compatible with the surrounding area. Farm animals or horses.</p>	<ul style="list-style-type: none"> ▪ Along the edge of the City of Cheyenne within the USB. ▪ Homes may develop at densities higher than currently found in the County, but lower than typically found in the urban residential areas. ▪ County Health Department standards apply for density and utilities (i.e., lots smaller than 1.5 acres must be connected to central water and sewer). ▪ Incentives for developers to provide urban improvements or clustered development.
Urban Residential	<p>Primary: Includes a broader variety of residential types, including single-family residences, duplexes, patio homes, townhomes, condominiums, and apartments.</p> <p>Secondary: Supporting and complementary uses, including open space and recreation, schools, places of worship, and other public or civic uses. Senior housing facilities. Neighborhood business is appropriate in newly developing areas if it meets locational and design criteria.</p>	<ul style="list-style-type: none"> ▪ In the USB. ▪ Served by municipal water and sewer and paved streets and sidewalks. ▪ Includes a wide variety of residential types, styles, and patterns and amenities such as parks and open space. ▪ Secondary uses are complementary to the neighborhood. ▪ Streets and sidewalks provide connections, making it safe and convenient for people to walk and ride bicycles. ▪ Transitions provided between different intensities or activities.

Category	Land Uses and Activities	Characteristics and Location
MIXED-USE		
Mixed-Use: Residential Emphasis	<p>Primary: The Mixed-Use Residential category promotes self-supporting neighborhoods primarily containing housing, ranging from suburban to urban. Includes single-family residences, duplexes, patio homes, townhomes, apartments, condominiums, and live-work units built on a majority of any site.</p> <p>Secondary: These mixed-use areas should also include retail, offices, and light trade (on 10-30% of the site) related to the neighborhood and open space, parks, plazas, and other public or quasi-public uses as appropriate, such as schools, places of worship, libraries, and community centers.</p>	<ul style="list-style-type: none"> ▪ In the USB. ▪ Appropriate near activity centers and near major arterial and collector streets. Also could be “neighborhood centers” surrounded by urban residential. ▪ Includes “suburban” and “urban” models, depending on the location. In a more urban type, some vertical mix of uses could occur, including some multi-family loft-style residential (<i>Note: discuss whether the plan shows areas that should be more urban, in addition to downtown</i>). ▪ The core of the mixed-use areas are where the highest-intensity and greatest mix of uses occurs. ▪ Generally a park or plaza or other public area is also at the core. ▪ Building heights evaluated during the development review process. Height transitions and step-downs provided to make mixed-use compatible with adjacent development.
Mixed-Use: Commercial Emphasis	<p>Primary: Primarily retail, office, and light industrial. Parks, plazas and open space are part of the core of mixed-use commercial areas. No single use exceeds 80% of the land.</p> <p>Secondary: Apartments and townhomes and other residential should be included. Places of worship and other public or civic uses.</p>	<ul style="list-style-type: none"> ▪ Located in the USB, near collector or arterial streets or transit facilities and in or near larger activity centers. ▪ Create an environment with employment and shopping, a range of housing types and parks, open space, and civic uses. ▪ Uses mixed vertically and/ or horizontally. ▪ Developed in an integrated, pedestrian-friendly manner and are not be overly dominated by any one land use or housing type. ▪ Building heights evaluated during the development review process. Height transitions and step-downs provided.
Mixed-Use: Employment Campus	<p>Primary: Office and light industrial designed in a business campus setting with open space, parks and plazas, and pedestrian walkways. Retail and services are important components.</p> <p>Secondary: Places of worship and other public or civic uses are also appropriate.</p>	<ul style="list-style-type: none"> ▪ Located in areas shown on the plan. ▪ Create an environment with employment opportunities integrating buildings and outdoor spaces transportation and parks, open space, civic uses, and other uses as appropriate. ▪ Uses may be mixed either vertically or horizontally. ▪ Should be developed in an integrated, pedestrian friendly manner and should not be overly dominated by any one land use. ▪ Higher intensity employment is encouraged in the core of Mixed-Use Business Campus areas, or adjacent to collector or arterial roadways. Building heights should be evaluated during the development review process. Where appropriate, building height transitions and step-downs should be provided to be compatible with adjacent development.

Category	Land Uses and Activities	Characteristics and Location
BUSINESS & INDUSTRY		
Industrial	<p>Primary: Industrial, office, distribution, warehouses, and manufacturing.</p> <p>Secondary: Supporting retail or office uses.</p>	<ul style="list-style-type: none"> Located in the USB with access to major transportation facilities. Includes the heavier and light industrial areas and generally provides locations for less restrictive regulations. Outdoor storage and heavy industry may be allowed in certain areas and will be evaluated as part of the development review process, but higher quality design necessary in high visibility locations.
Central Business District	<p>Primary: The Central Business District is intended for a variety of commercial businesses and civic uses. Business uses are smaller scale and not dependent on direct vehicular access. Residential uses for upper floors and offices are encouraged.</p> <p>Secondary: Places of worship and other public or civic uses are also appropriate.</p>	<ul style="list-style-type: none"> The community's downtown historic core in the City of Cheyenne. Development is in keeping with the historic character. Buildings have strong relationships with public streets and sidewalks. Downtown is a walking environment and vibrant public spaces are important.
Community Business	<p>Primary: General retail to serve neighborhoods and the community and offices. No intensive industrial activities.</p> <p>Secondary: Supporting uses, open space, and recreation, multi-family housing (e.g., apartments and townhomes), and other public or civic uses.</p>	<ul style="list-style-type: none"> In the USB. Generally located at the intersection of two arterial streets or at the intersection of a collector and an arterial street. Retail centers that provide shopping service to adjacent and surrounding community and region. Where possible, internal streets and sidewalks provide access and connections to nearby neighborhoods. Businesses blend with nearby neighborhoods or development with scale, design, signage, and lighting. <p>(See Centers Criteria)</p>
CIVIC/OTHER		
Open Space and Parks	<p>Public and private open space, public and private parks, country clubs, and golf courses. Some public utilities or facilities may be appropriate. May also include trail corridors.</p>	<ul style="list-style-type: none"> Existing open space and parks are shown on the Future Land Use Plan. It also illustrates the location of some potential future open space areas but not all future parks. Open space includes sites and areas for active and passive recreation, conservation and mitigation of environmental hazards. Neighborhood parks to be addressed through the policies and during neighborhood development. Location, access, terrain, size and design will vary for future open space, depending on the specific use.
Public and Quasi-Public	<p>Uses related to community services, such as fire stations, schools, libraries, community centers, hospitals, civic buildings, and places of worship.</p>	<ul style="list-style-type: none"> The Future Land Use Plan shows existing Public and Quasi-Public facilities and future schools. Future locations will vary depending on the type of facility.



FUTURE LAND USE PLAN

Legend

- Planning Boundary
- Urban Service Boundary
- City Boundary
- State Lands
- Floodplain
- Natural / Cultural Resource Areas
- Potential Community Park Site
- Agriculture / Rural
- Rural Residential
- Urban Transition Residential
- Urban Residential
- Mixed-Use: Residential Emphasis
- Mixed-Use: Commercial Emphasis
- Mixed-Use: Employment Campus
- Industrial
- Central Business District
- Commercial Business
- Public and Quasi-Public
- Military / Federal
- Parks and Open Space
- Community / Regional Activity Center
- Mixed-Use Commercial Activity Center
- Planning District
- Highway Corridor / Gateway

FUTURE ROADS

- Major Arterial
- Minor Arterial
- Collector

1 0.5 0 1 2 MI.

North arrow pointing up.

FUTURE LAND USE PLAN
Cheyenne Area Master Plan

November 2005

CLARION · EDWARDS · LSA · AVI

Smart Growth

In July 2005, The U.S. Environmental Protection Agency selected Cheyenne to participate in a Smart Growth technical assistance program for communities involved in developing a comprehensive plan.²⁴ Smart Growth principles were adopted and initiated by the Environmental Protection Agency (EPA) in the mid 1990's. The overall guiding principle of Smart Growth is to encourage communities, large and small, both urban and rural to avoid premature build-out or "sprawl". When sprawl occurs, land, buildings and infrastructure closer to existing development may lay under-utilized often placing added expense on local government and utility providers. Smart Growth principles also encourage mixed-use and neighborhood development.²⁵

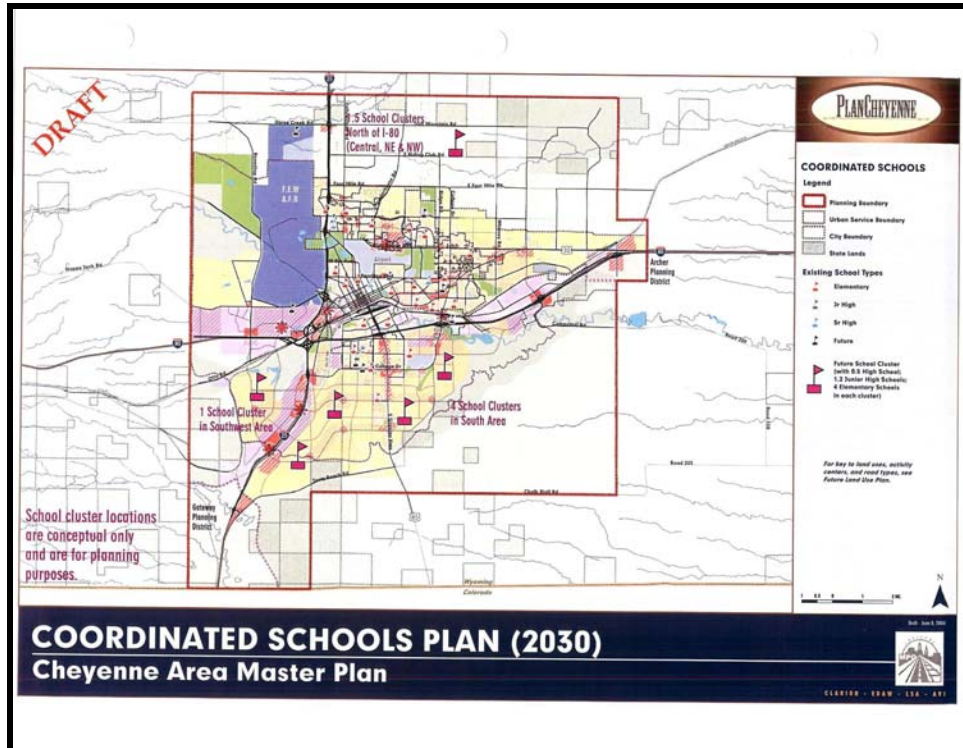
The EPA selected Cheyenne as one of five communities to participate in the Smart Growth Implementation Assistance program based on a letter of support from Mayor Spiker and the city's involvement in *PlanCheyenne*.

Cheyenne officials requested the EPA assist in a review of ordinances and city code that should be revised or implemented to remove unnecessary steps in the development process without jeopardizing the integrity or quality of new construction and to assist in public forums to help garner support for development practices outlined in the plan.

Coordinated Planning

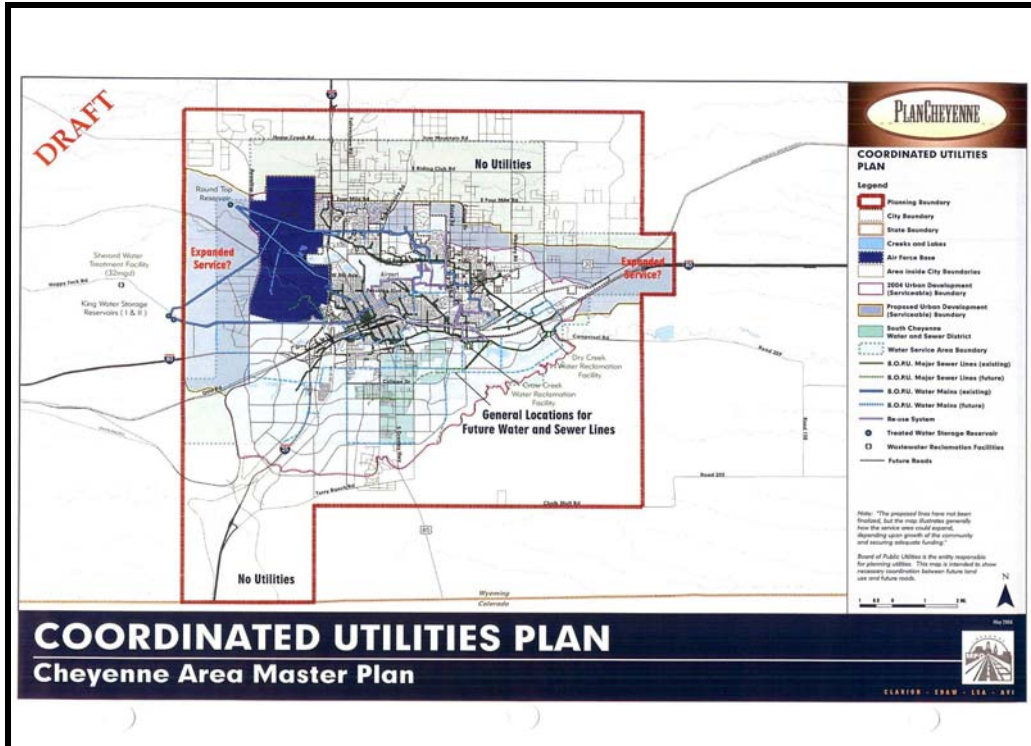
If the projected 2 percent annual growth rate reflected in the *Snapshot* report is met by 2030, the Cheyenne area could have up to 59,000 new residents and a total of approximately 135,000 people. The overlay of the land use, transportation and park systems allowed planners to examine the viability of each component and reconcile any areas that compete or are not a good fit. This integrated approach would better assure that the plan would be used as a guide,

provide savings to private investors, alleviate potential problems and maximize public resources and dollars. The Coordinated Planning chapter in the *ShapeCheyenne* section provides detailed examples of the results and benefits that can be expected if the plan is adhered to in development and policy making decisions. Maps below include utilities, fire stations, schools, and open space, parks and trails plans based on elements of the Future Land Use Plan.



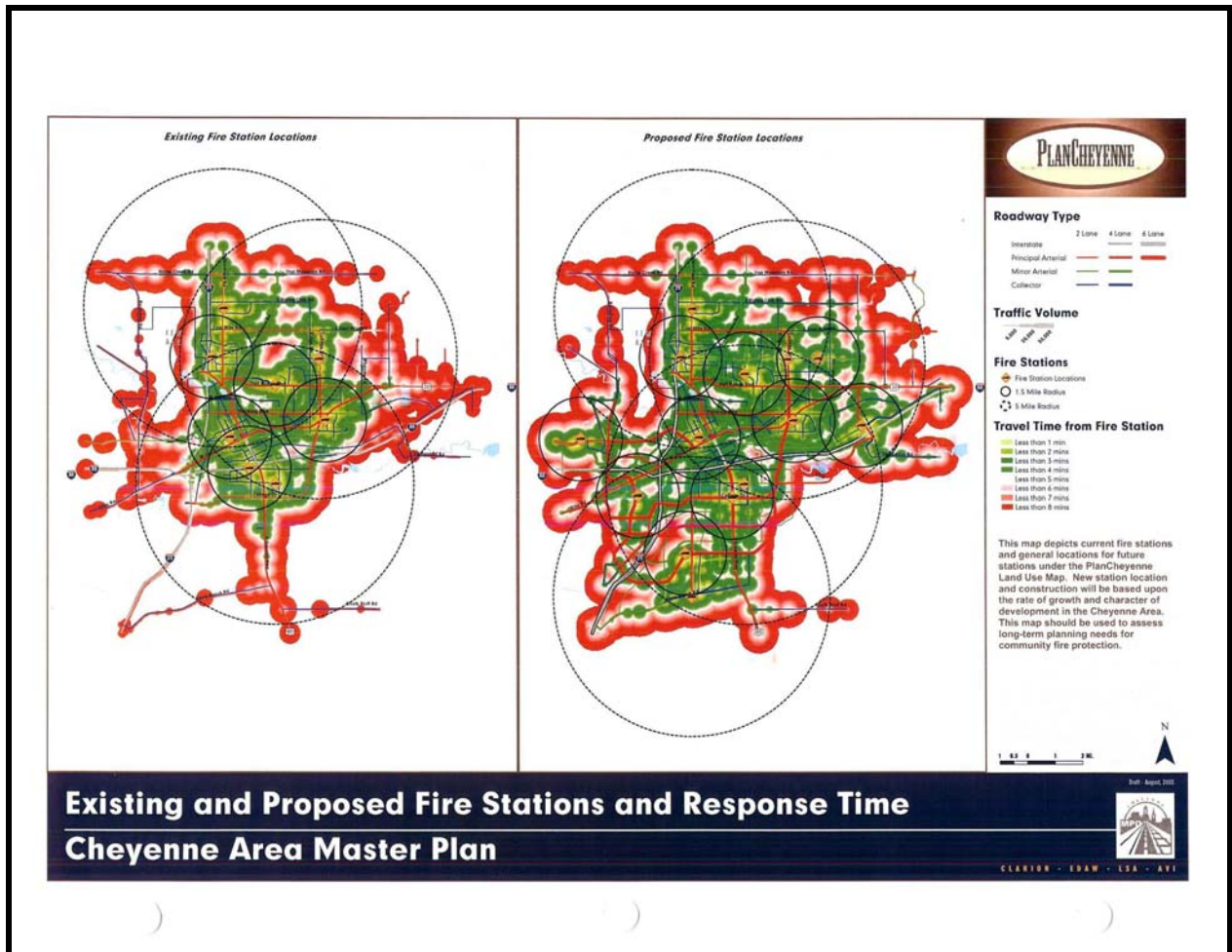
Consideration for Locating Schools

- **Locate adjacent to a collector street or streets within neighborhoods. Avoid locations adjacent to major thoroughfares or arterials**
- **Locate near parks, trails, and other recreational facilities to maximize use by public and school children**
- **Combine middle and high school campuses to share facilities and transportation**
- **High Schools – 20 acres with one school for every 1,200 students or 5,000 households**
- **Middle Schools – 10 acres with one school for every 850 students or 3,400 households**
- **Elementary Schools – 10 acres with one school to serve every 330 students**

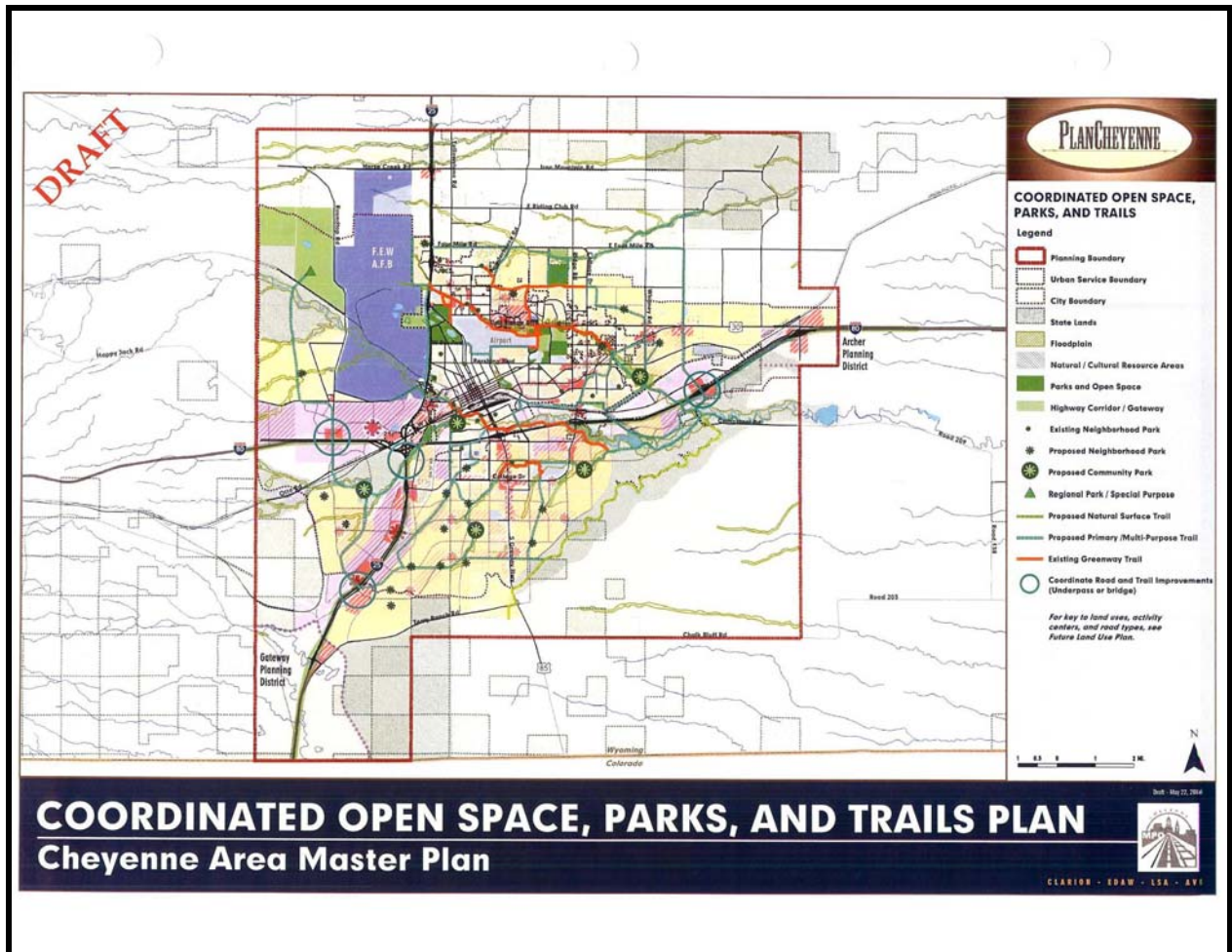


Utilities and Growth Areas

- Design trunk lines to consider future land uses and development potential
- Phase construction of utility corridors to allow for incremental development
- Consult the Parks and Recreation Master Plan when developing water re-use system, and coordinate those lines with greenway trails when possible
- Consult the Master Transportation Plan when designating new utility corridors. Consider utilizing new ROW corridors to minimize the need to destroy and replace existing roads
- Support zoning and development practices that maximize the utilization of the system, while minimizing maintenance costs
- Revise water and wastewater service area boundaries to reflect urban growth areas identified by *PlanCheyenne* (Community Plan – ShapeCheyenne)



- City fire and other districts consider participation in study to determine potential fee structure to pay for new capital improvements and explore land dedication policies.
- City fire and districts evaluate how to transition from rural to urban service as community grows
- City fire should consult PlanCheyenne in evaluating future station locations and the character of community “build-out” in the vicinity
- District coverage is generally sufficient within the PlanCheyenne boundary, provided the southeast area remains agricultural and does not develop into rural residential
- Existing stations north overlap with coverage areas provided by city fire. If the district moves stations in the future, consider moving away from city areas to provide more central protection to the rural areas served.



Benefits of Coordinated Parks, Trails and Transportation

- Trail connections meet major transportation facilities and parks
- Trails and roads can share infrastructure (underpasses and right-of-way)
- A more functional trail system that connects with bikeways and other major destinations
- Neighborhoods with access to high quality parks
- Community and regional parks to serve future growth of the community and ability to reserve land in anticipation of growth

Plan Summary

The final chapter of *ShapeCheyenne* summarizes related and more specific planning efforts in the area. Sub-area plans divide the Cheyenne area into seven sections and include the downtown district. Incorporating the past work of groups that represent the county or a specific area of the community with the vision, goals and elements that fit the present-day *PlanCheyenne* piece further demonstrates the commitment to developing a product that would be supported and utilized by the community at large. An action plan for each area describes the project, lead agency or organization and status.

The South Cheyenne Community Development Association founded in 1994 is one of those organizations that for over a decade has worked to enhance south Cheyenne's image through clean-up, beautification, drainage and park projects and a business retention and expansion program geared toward retail and professional services. The group works closely with LEADS, the economic development organization for the city and county. South Cheyenne includes some of the area's older neighborhoods. Volunteers within the area are actively involved and have initiated activities to aid in the removal of yard debris and have built new homes on once dilapidated properties. This area includes properties in and out of city limits which created varying levels of standards for new construction. That changed, however, with the adoption of building codes for unincorporated areas in Laramie County. *PlanCheyenne* recommends both governments work to adopt the same standards, an issue that Ashby deems as critical as the area continues to grow beyond existing city boundaries. A second area that will require cooperation between two governing bodies involves water. Residents within the city limits are served by the Cheyenne Board of Public Utilities and outlying areas by the South Cheyenne Water and Sewer District. A 1970 agreement stipulates that once the district has

relieved its debt, the city may annex the area.²⁶ While many residents are not advocates of being annexed into the city, all agree that ample land and recent patterns indicate the south side is destined for growth.

South Cheyenne lies south of Interstate 80. The vision for the area is continued development in the way of a semi-rural neighborhood inviting to people of all income levels. Goals have been established to support a range of activity including retail and professional services, enhanced quality of the area's neighborhoods, marketing that portrays a high-quality image and an integrated parks, trails, and open space system.

BuildCheyenne

BuildCheyenne is the final piece of the four-part plan that defines strategies for implementation and outlines a process for updates and amendments for the Cheyenne area to the year 2030. Cooperation and coordination with the county and other governmental entities is cited as an important feature, especially in areas involving annexation, agreements between districts, and partnerships that have regional impact. The seven Foundations identified in Chapter 2 of the Plan are further defined by a set of strategies and actions; the ease with which each can be accomplished; type of action and a priority rating of high, medium or lower:²⁷

1. Growing as a Community of Choice

Utilizing land in a balanced and responsible way is the core principle in Foundation 1. Formal agreements between local governments and utility companies through Intergovernmental Agreements (IGA) would help assure growth and recommended use of lands and transportation projects in Cheyenne proper and in areas located in the county that are within the Urban Service Boundary follow the plan and incorporate the same level of standards. Revenue sharing agreements between the city and county would also aid in generating funds to implement elements of the plan that address lands within the Urban Service Boundary.

2. Creating Livable “Hometown” Neighborhoods

“Pocket neighborhoods”, a term coined by a local Cheyenne resident is described as an area that incorporates variety in housing, streets, sidewalks and paths that support traffic and pedestrians, parks, commercial and employment opportunities. To protect existing neighborhoods, the Plan suggests infill standards and guidelines which would be especially helpful in protecting historic areas and patterns. The placement of garages, porches and setback criteria would also aid in the aesthetic quality in existing and future residential developments.

A revision in Code will be necessary to implement many of the principles that address criteria, standards and incentives for new development. The Plan also addresses rural residential development with recommendations that the county review its County Open Space Design to determine what provisions are working or many need to be adjusted, and to include options for creative site design.

A housing needs assessment at the city and county level is recommended in response to public comments referencing the lack of affordable housing. If the study reveal a severe lack of housing, a revision in Code to reduce or waive fees and allow variances from certain standards are options to encourage development.

3. Foster a Vital Economy and Activity Centers

Strategies in this area emphasize the importance of coordinated efforts with the F.E. Warren Air Force Base, Chamber of Commerce, Downtown Development Authority (DDA) and LEADS, the county’s economic development organization. Revisions in the city’s Code to allow more flexibility in its fee structures and incentive packages is recommended to allow for greater business expansion.

The downtown business district is a source of pride and is a core activity center in the city. Significant capital improvements have been made with public and private dollars. It is recommended that the city implement a grant or low-interest loan program as incentives for future development and Downtown Development Authority remain as the lead in revitalization efforts. A Downtown Review Board to establish guidelines, standards and recommend Code revisions would help insure that any future development would be compatible and within the historical context of Cheyenne’s downtown district.

Mixed-use development is an important feature of *PlanCheyenne*. Recommendations to enhance the city’s “activity centers” (downtown, strip shopping centers) through mixed-use development will result in a higher quality use of the area. Design standards to guide big-box development and signage are also strategies recommended that will insure future commercial development is high-quality and depicts the vision that community and civic leader’s vision of a high-quality community that continues to embrace its proud past while preparing for future growth.

4. Develop a Connected and Diverse Transportation System

The projected population for Cheyenne over the next 20 years based on annual growth of one to two percent is 135,000. Road design and maintenance through coordinated efforts of the city, county and MPO will help to insure uniform design standards in the Cheyenne area, in particular, all areas within the Urban Service Area (area of the city and county served by city water and sewer).

Strong public sentiment exists to incorporate multimodal design standards to accommodate pedestrian, bicycle and mass transit connections. The Plan further recommends that surveys should be conducted every three to five years to track conditions for use as updates are made to the comprehensive plan. Traffic counts along key arterials and identifying the peak hours of pedestrian usage along sidewalks and bicycle lanes will be included in a “Mobility Report Card.” It is further recommended that the development of high density activity centers occur on only one corner with access points that does not hinder traffic flow.

5. Celebrate our Character and Varied Heritages

This component of the Plan identifies strategies that will lay a solid foundation in the preservation of the area’s historic features and further enhance its cultural amenities. Recommendations include expanding the Local Historic Register to include more buildings and map additional districts; develop a joint city and county commission to map historic features; develop educational and outreach programs.

Design guidelines for historic districts and a local incentive program including both low interest loans and grants. Historic preservation of properties will require Code revisions to insure sites and archaeological features are protected. It is also recommended the city adopt ordinances to safeguard the demolition or neglect of historic structures and discourage development in significant natural areas.

A Transfer of Development Rights (TDR) program is recommended to designate “receiving” locations within the USB that can be served with water and sewer. A TDR is created by ordinance and is a deed restricting mechanism that encourages development in areas that the city wants to see grow and can be supported by infrastructure versus development in an area the city would prefer to save. Historic areas, open space and agricultural land are examples of areas that often fall into this category. Agricultural protection and education strategies that protect the use of agricultural land are an important piece of the Plan. Preserving and managing how the area’s open lands are used will protect the scenic quality of the range and natural resources such as water.

Entrances or “gateways” into the city were identified as areas in need of restoration through property clean-up, limitations on signs and development that is inviting and adequately depicts the qualities of the city. Developing Overlay Districts is recommended for regional gateways which would provide additional zoning requirements to enhance the appearance without changing the original zoning. A

recommendation to revise the Code to include incentives for public art in development projects and preparing a “Cultural Plan” are also recommended.

6. Create a Legacy of Parks, Open Spaces and Trails

Outdoor space, parks and recreation are recognized as important qualities in today’s best places to live and were considered priority issues worthy of deep exploration by Cheyenne officials and community leaders. A separate Parks and Recreation Master Plan developed in unison with *PlanCheyenne* details and outlines strategies that identify:

- Funding mechanisms
- Code revisions
- Department and organizational structure to oversee programs
- Regional and agency coordination
- General costs for land acquisition and new facilities

PlanCheyenne provides a general overview of the Parks and Recreation Master Plan which clearly defines the high standards that have been established for the Cheyenne area. Code revisions and IGAs will be necessary to implement projects such as a city – county open space program, trails that move in and around both the city and outlying areas. It is also recommended that the city’s Parks and Recreation Department enter into IGAs with school districts that would allow local school play areas to serve dually as neighborhood parks.

Recommendations for new trail and park construction include –

- Neighborhood Park Land to develop 12 to 18 parks. Total costs – \$13.8 million
- Community Park Land to develop 2 to 3 parks. Total costs – \$19.3 million
- 75 miles of multi-purpose and off-street trails. Total costs - \$17.2 million
- Recreation center. Indoor/outdoor aquatics, 119,794 sq.ft. - \$34 million

7. Develop in a Fiscally Responsible Way

The city and county are recommended to conduct annual reviews of its Capital Improvement Programs to assure consistency with *PlanCheyenne* and develop guidelines for approval. In order to sustain the city’s budget, the Plan recommends new development share in the costs when it is necessary to expand services. Revisions in the city’s Code should define “level of service and land dedication standards.” Standards could take into consideration issues such as 1) response time for fire and police protection, 2) land for parks, 3) intersection improvements. Another approach would be to establish impact fees which are imposed on developers to offset infrastructure improvements and/or expanded services to support the project. This will help to insure that essential services are funded through general funds and new development pays its fair share. In a review of neighboring cities, Cheyenne officials note that the City and County Development Office have a fee schedule significantly lower.

Throughout the *PlanCheyenne* process, cities across the country who have successfully adopted development practices to enhance living conditions and the business climate were identified and used as examples. These cities are identified and made part of the chapter to further support strategies identified in each of the seven foundations. The advantages and disadvantages of each approach provide an objective assessment that will be helpful in the local decision making process.

Tools to Help Guide Implementation and Use of the Plan

BuildCheyenne includes a table with former classifications and new terms to identify the best use of land in the area. The final version of the Future Land Use Plan was consistent with existing zoning for the most part. Changes would be necessary in some cases to provide more flexibility in new development ideas identified in the Plan and to establish minimum requirements to meet quality standards. A second table further identifies revisions in zoning ordinances to assure the updated categories are consistent with the recommendations in the Plan.

The “Plan Conformity Checklist” tool is introduced in the *BuildCheyenne* section. A five-page questionnaire enables developers, staff and other decision-makers to determine how well a project complies with recommendations in the Plan. A future consideration is the use of a “PlanCheyenne Stamp of Approval” to further expedite the review process.

A section of the final chapter is devoted to identifying priority items that should be moved on immediately following the adoption of the plan. Detail is provided on the rationale of each and ways to effectively carry out the action. The final piece is a schedule that defines the type of action; responsible party/parties and priority. Items numbered 1 are scheduled to commence upon adoption of the plan. Items in the number 2 category are recommended for completion in one year and level 3 items within a five year span.

Strategic planning can be disappointing when time, effort and financial resources are directed to developing a document that is not utilized. The city of Cheyenne used the services of a consulting firm to facilitate meetings and manage content. The Mayor and city's professional staff provided leadership and inspired citizens of Cheyenne to envision the city in ways that are important to people looking for a place where the living is healthy, wholesome and good. In November 2006, *PlanCheyenne* was adopted in full by the City Council, the Cheyenne-Laramie Regional Planning Board and Laramie County Commission. The city's commitment to development that is sustainable and innovative makes it easy to understand why Cheyenne was the winner of the American Planning Association's top award in 2007.

Historic Downtown Cheyenne

Downtown Cheyenne should position itself as a unique, vibrant urban experience that celebrates its western heritage and advances its New West future.

Downtown can accomplish this vision by becoming a central gathering place for the community that is attractive, inviting, fun and livable.

Market Based Downtown Plan

June 2006

Downtown Cheyenne encompasses a 120 block area including the State Capitol. On the opposite end of Capitol Avenue, Depot Square serves as the city's premiere gathering spot for outdoor festivities and is anchored by the recently restored Union Pacific Depot. Depot restoration began in 1990 when the Union Pacific Railroad donated the museum to the City of Cheyenne. The Wyoming legislature appropriated 2 million dollars to match local dollars to begin restoration. George Notter and Associates noted for their restoration of New York's Ellis Island worked with local architects and engineers overseeing the initial phase at a cost of \$5,100,000 completed in 1997. Restoration was at a standstill until 2001.²⁸ Newly elected Mayor Jack Spiker was approached by the city's special projects manager, Bob Bradshaw who made a plea to the Mayor to consider using city funds to move the next phase of restoration

forward. The new Mayor had voiced opposition to using local public money to complete the restoration during his campaign and was reluctant. Bradshaw feared the depot would be lost if an effort was not soon initiated. The Mayor knew political ramifications could be significant, but was eventually convinced that a fully restored depot was the right thing to do and would advance additional downtown revitalization. In 2001, the City Council voted to spend \$3.25 million from its reserves to complete the project started over a decade earlier.²⁹ This new injection of money was leveraged to \$13.5 million. Restoration efforts included the use of Denver and New York artists who were able to replicate the art deco design in the lobby ceilings. Reproductions of brass chandeliers and smaller light fixtures from the 1920's era are used throughout the building.³⁰

In the fall of 2003, the public was invited to a fully restored facility. The main lobby has been returned to its original grandeur and is used as a place for public and private events. The Cheyenne Depot Museum continues to be housed on the main floor of the depot and is joined by the Shadows Brewing Company, a pub-style restaurant. The depot also serves as a one-stop shop for development. The Cheyenne Chamber of Commerce, Downtown Development Authority and Business and Visitors Bureau are housed on the second floor. Third floor space is used by the Cheyenne-Laramie County Corporation for Economic Development (LEADS) and Cheyenne Depot Museum, Inc., a 501(c) (3) organization that manages the property and oversight of future railroad related restoration projects.

Downtown Restoration

The Mayor's hope and Bradshaw's belief that restoration of the city's historic Union Pacific depot would be the impetus for additional downtown projects proved true. Shortly after the city's commitment to direct \$3.25 million to the project, private investors announced a multi-

million dollar renovation of the Plains Hotel located adjacent to Depot Plaza. Established in 1911, the hotel was considered one of the region's most palatial stopping-off places. The hotel has 130 guest rooms with custom designed furniture and original western art.³¹

Wyoming Home is a western specialty shop with department store variety offering everything from furniture to bath products. Sue Miller, owner of the store is one of the downtown district's most ardent supporters and is a member of the DDA board. In 2004, a fire that started in a bakery adjacent to Miller's store resulted in a total loss. Since, she has relocated and renovated a building steeped in western history. The upper floor has office space once occupied by U.S. Marshall Joe LeFors and is the site where Tom Horn, a local cattle detective who bragged about taking the law into his own hands one too many times was arrested and hanged. Western history enthusiasts frequently visit the office which includes memorabilia that helps tell the story. The remaining space on the upper floor is rented as office space. The lot left vacant from the fire has been sold to investors who are planning to construct an extended stay Marriott hotel, a project that Miller said would further boost the downtown district. As part of the development scheme, a skywalk linking the hotel property to the city-owned parking garage is being proposed and funded through a private and public partnership.³²

Downtown Development

In the summer of 2007, six months after the Cheyenne city council adopted *PlanCheyenne*, city planners became involved in developing mandatory design guidelines for the exterior of buildings located in the city's historic downtown district.

The Downtown Development Authority (DDA), a quasi-government body affiliated with the City of Cheyenne is supported through a special district tax and tax increment financing (TIF). The authority is charged with the planning and management of new development,

improvements, marketing, promotion and business development.³³ The DDA introduced an ordinance to the city council calling for a mandatory review process for projects requiring a permit from the city. Suggestions made during the review process would not be mandatory, only the review process in and of itself. The initial ordinance called for a 45-day review process which some business owners felt only aggravated an already tedious process while others stated it would not impede progress if it ran parallel to other steps necessary to secure building permits:

- Corner buildings have a minimum of two stories
- Stained-glass windows appropriate to period
- No stucco, adobe, metal siding or unpainted wood siding
- No overly-tinted display windows
- Encourage decorative features such as molding
- Parking in rear or under the building

The intent of the review process was to provide technical assistance to building owners and developers in an effort to preserve the historical integrity of the building and district. The ordinance would hopefully guide the project and influence those involved to include preservation measures. At the end of the 45-day review process, the owner or developer could file for a permit.³⁴

The city's planning department took an even stronger position on the side of preservation when Ashby recommended the DDA revise the ordinance to make the downtown design guidelines mandatory as recommended in *PlanCheyenne*. Over the course of a four-month period, the ordinance would go through a number of transformations including more stringent mandates for the *core area* of the district. In response to public comment, the 45-day waiting period was reduced to 10 days and properties that would fall under the ordinance was defined as commercial, retail and public buildings - leaving more latitude for buildings zoned as industrial. Properties in the *greater area* of the downtown district would be required to go through a design review, but would not be required to incorporate suggestions into the project.

Primary concerns expressed in public meetings included the government's intervention in privately held property; the possibility of design standards lowering property values; the belief that a problem didn't exist; and concerns that the original ordinance had undergone substantial change to the point the city council may not fully understand what they are voting on. As the debate continued, person's opposed feared new investment would be deterred by a review process and mandatory design standards. Downtown property owner John Dinneen voiced support for the measure noting that successful downtowns in other cities have design standards in place.³⁵

The Dinneen family owned and operated a Lincoln-Mercury dealership in the downtown district spanning four generations and 99 years. The dealership sold in 2005, however, the Dinneen building, on the National Register of Historic Places, remains fully intact and the family is committed to fully exploring its best use – a position that proponents of the design standards feared will not be embraced by all property owners.

The final meeting of the city council resulted in a three-hour session of testimony both for and against the measure. With four voting yes, two no and one member absent, the seven-member Cheyenne city council failed the ordinance which needed a majority vote to pass the third reading. Ashby explained the debate was good for the community and allowed city planners an opportunity to further discuss and elaborate on the merits of design standards.³⁶

Economic Development

The Convention and Visitors Bureau led by Darren Rudloff is county-wide and the lead in tourist attraction and local event organization. Frontier Days, a western heritage festival held every July has been in existence since 1897 and features the world's largest outdoor rodeo along with headline entertainment over a ten-day period. Christian Cherek is the Executive Director

for the Downtown Development Authority. The organization's Urban Design Committee includes individuals from the private sector and city who lend their technical expertise to review plans and monitor building projects in the downtown district. A Beautification Committee and Mercantile Association are also active.

The Cheyenne – Laramie County Corporation for Economic Development or Cheyenne LEADS as it is more commonly known, serves as the front organization for economic development in Laramie County. LEADS is a private, not for profit organization and receives funding through its dues paying members and contracts to provide economic development services for Laramie County, Cheyenne-Laramie County Joint Powers Board and the City of Cheyenne. LEADS was established in 1986 as the result of an in-depth study to determine how best to approach economic development in the area. Randy Bruns is the organization's Chief Executive Officer and has a full-time staff of three. He emphasized the power of partnering with other development organizations and the benefit that comes when working under one roof. He cited the depot project as a "good metaphor" for what Cheyenne is all about – partnering and maximizing resources. Dale Steenburgen, President and CEO of the Greater Cheyenne Chamber of Commerce said, "The cooperative spirit and environment is the best I've worked in." While both organizations are all about business, the chamber serves as the lead in providing direct and value-added services for its membership. The Cheyenne chamber initiated Vision 2020, a visioning process that led to the launch of *PlanCheyenne*.³⁷

The primary focus of LEADS is job creation. Since 1988, 4,000 jobs have been added to the Laramie County market. The organization owns two major business development sites. The North Range Business Park has a total of 620 acres and is anchored by a Wal-Mart Distribution Center. It is located at the intersection of Interstates 80 and 25. The Cheyenne Business

Parkway is a 900 acre tract and includes a diverse mix of businesses including a Lowe's Distribution Center, EchoStar Satellite Uplink Center, Quark Software, Sierra Trading Post Headquarters-Distribution-Outlet Store and a Jeld-Wen Windows Factory.³⁸

In 2003, the fundraising campaign "Progress and Prosperity" generated \$2.8 million for workforce training grants and capital improvements including the development of a business park that would later be home to one of Wal-Mart's largest distribution centers and add 600 jobs to the local market. Progress and Prosperity II was initiated in 2008 and by year-end had reached the \$4.2 million mark. "This community will really step to the plate if one makes a good case and we had a good case with the downstream results of the first campaign", according to Bruns.³⁹

The success of the second campaign was likely inspired by several factors. New investment in the area over the past two decades top the \$256 million mark and has increased the annual payroll by \$82 million. Cheyenne has a professional, knowledgeable staff providing sound direction – characteristics critical in today's global battle for new investment.

National Center for Atmospheric Research (NCAR)

"I want to put this in perspective for you. This is comparable to the revolution of the invention of the car. This will be a technology magnet for the world's best minds in geosciences and energy development. We cannot even begin to anticipate the impact on our citizens of this world-class facility. It is the difference between being a major player in the information age or watching it. This was a competitive process and we won. Please enjoy with us this moment in history for our state."

Representative Debbie Hammons
D- Worland, Wyoming
Wyoming Tribune – Eagle, January 24, 2007

Cheyenne and the State of Wyoming had cause to celebrate in January 2007 with the announcement the city had been selected to house the world's largest supercomputing data center. Cheyenne's physical infrastructure and academic capacity of the nearby University of Wyoming were attributes that played equally important roles in the selection process. The center will be used as a research facility to study the planet's atmosphere, climate, weather and earth

processes. The cost of the building is estimated at \$60 million – not a big price considering the significance of the project. The total cost of the center, however, is projected at \$531.9 million and upholds the new economy mantra that brainpower in today’s knowledge based development is more important than bricks and mortar.

The University of Wyoming located 40 miles away in Laramie was involved in the selection process and will be a partner on an ongoing basis. In addition to the intellectual capital it brings to the table, the university pledged \$10 million of its funds. The Wyoming state legislature appropriated \$20 million initially and will contribute \$1 million on an annual basis for twenty years. The state will also issue \$40.1 million in bonds for construction costs. The University Of Wyoming School Of Energy Resources established in 2006 will have access to some of the most potent computing power in the world. The ability to explore the state’s geological features and develop new mineral extraction methods provides a very direct benefit to a state rich in coal and natural gas. It also opens the university door to researchers, professors and students from around the world interested in atmospheric and geological research.⁴⁰

Mayor Spiker referred to the important role the Cheyenne Light, Fuel and Power Company played in bringing the project to the area.⁴¹ The center will use 8 megawatts, which generally equates to the amount of power necessary to run 1,000 households. The large load required by the center could effectively be met and utility officials were able to assure NCAR project managers the power would be reliable and affordable as a result of contracts with Wygen 2, a coal-fired generation plant owned by the Black Hills Corporation and Tierra Energy, a wind farm west of the city. The city’s newest business park has a strong broadband component with a north-south and east-west fiber-optic pipe system. An ample supply of land for future expansion helped complete the package.⁴²

At full capacity the center is expected to employ 60 people with wages that will be approximately 34 percent higher than the state's average income. The attention the tech-related jobs have brought to Cheyenne and the State of Wyoming is an added and very important bonus. The announcement of NCAR has captured the attention of other high-tech companies who were calling Bruns before the project was formally announced. At the time, technology related jobs captured 1.8 percent of the state's employment. "For Wyoming, this project is transformational," Bruns stated in an interview with the national publication *Business Facilities*.⁴³

A World Class Approach to Growth

The pursuit for economic vitality in any city, any size requires an approach that is deep and wide. *You can't do just one thing and stop.* Places with fully developed business sites but lack a trained and talented workforce will have a difficult time competing for new investment. Cities and towns that understand in order to keep and attract the best and brightest, strategies must be developed and carried out to create a "good life environment" equal to a "we are ready for business environment."

The NCAR project would not have been possible without the basic ingredients of a clean site, utilities and fiber optic system. Redundancy and reliability in the fiber and electric systems provided an infrastructure system unequaled in the Front Range. Elected leadership across the State of Wyoming united to put together a competitive incentive package with the understanding that what is good for Cheyenne is good for the state. The University of Wyoming located in Laramie 40 miles away was involved in the process from the beginning and supported the project wholly and heartedly.

Don Holbrook, CEcD, FM, is a partner in the Vercitas Group and involved in site location analysis for the private sector. In the Fall 2008 Economic Development Journal he has this to say in an article entitled, “Does Place Matter Anymore?...Yes, But!”

World-class communities are not determined today by geographic location, population, and natural resources. Today, they are determined by the quality and mind-set of their local leadership. The more proactive and visionary leaders are in locales today in creating competitive advantages - the more valuable a tangible geographic place is to inflows of investments from abroad and within.

Today, communities have to put their money where their mouths are in reality. You can't just claim to be a great place to live, work, play, and visit – you have to “Prove It.” Communities must produce quantifiable results and outcomes that demonstrate their mantras, not just create hollow, intangible advertorial-infomercials and marketing pitches.”⁴⁴

Such is the case with Cheyenne. The city's elected leaders and professional staff firmly believed that new growth approaches should be considered if they were going to attract and retain people and investment. They further understood there could be political consequences to initiating change but were willing to devote the time and resources necessary to discuss, debate and better position the city to adopt sustainable, high quality development. The reality of why cities should consider such an effort was driven home by Bruns in his assessment of the NCAR project, “We will be competing for the world's best scientists.”⁴⁵ The commitment to include the public in the discussion of development techniques that were successful, sustainable, smart and organize hands-on work sessions laid the groundwork for county and elected officials to vote yes to a plan that truly was a “people's plan.”

Cheyenne continues to be recognized as a leader in the country for innovative approaches to development. In November 2008 the Cheyenne MPO was honored for Innovative Practice in Metropolitan Transportation Planning. The organization has gained a reputation for initiating projects that go above and beyond its responsibility of transportation planning and project

development and has received national recognition for three consecutive years for its leadership in being involved in all aspects of growth, development and quality-of-life improvements in the area.⁴⁶

Ashby reported in December 2008 that a mixed-use development, The Village had added a second building and townhouses were under construction. A design charrette held earlier in 2008 allowed the public to be involved in developing code that could be used as zoning classification for mixed used activity centers. Cheyenne's movement in the development of a Unified Development Code includes better defined – easier to understand existing zoning regulations as well as new classifications that will remove some of the awkwardness of blending commercial and residential. Housing design standards recommended in *PlanCheyenne* will also require new regulations and the adoption process will likely involve some give and take which stimulates interesting conversation and can be beneficial in building good relations with developers according to Ashby.⁴⁷

Ashby began his career with the City of Cheyenne in 2001 and was recently named as Planning Services Director and will oversee the Planning Services Department. His credentials include an undergraduate degree in Environmental Design and a Master's Degree in Urban Planning and a second in Urban Design. Mayor Spiker explained to the Arkansas delegation he was not planning to run for re-election the following year. Since, the reigns have been passed to Rick Kaysen, former CEO of Cheyenne Light Water and Gas Company and well-known in the area for his own professional and aggressive development practices. Mayor Spiker noted the movement to improve infrastructure, bring new investment to the city and spark downtown revitalization was the result of dedicated department heads, staff and the overall cooperative

nature among the area's development organizations. Mayor Spiker continues to serve the city he is passionate about after being elected by a broad margin to the city council in November 2008.

The citizens in Cheyenne are as passionate. The level of participation and time commitment involved in planning for growth to support a modern economy without forgetting its western heritage was tremendous. That mission is being accomplished and all involved are to be commended. The NCAR project slated to start-up in 2011 came closer to reality with the naming of an architectural design team in March 2009. A few weeks later, the city broke ground on a new "Old Town, Home of the Cheyenne Gunslingers", a tourism attraction that will include the façade of an 1880's saloon and jail.⁴⁸ The tag on the city's website describes the city as a "Community of Choice," where people from all walks of life can live and thrive.

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