

Cheyenne Area Master Plan

Executive Summary

Guide to the

Community Plan

Parks and Recreation Master Plan

Transportation Master Plan



November 2006

PlanCheyenne grew from the Vision2020 process...

The Community-Defined Vision2020

Before *PlanCheyenne* began, the Greater Cheyenne Chamber of Commerce supported a public process to create a master vision for the Cheyenne area. It provided strategic direction and set the foundation for *PlanCheyenne*. Vision2020 can be found in the *ShapeCheyenne - Community* introduction, or viewed on the Internet at www.cheyennecity.org/Vision_2020.

PlanCheyenne is based on four building blocks...

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Building Blocks

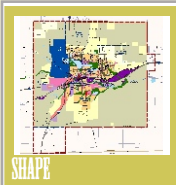


Snapshot

Provides information and analysis about the state of the community today. The information benchmarks the community's population, employment, parks and recreation, transportation, and other data.

Structure

Determines the Cheyenne Area's architectural identity and describes the elements that make neighborhoods, districts (like downtown) livable and unique. Parks and Transportation have Structure elements, described in those plans.

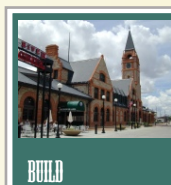


Shape

Incorporates details about individual elements the community must consider in the future, including: neighborhoods, parks, economic development, transportation, and more. Shape contains the goals, policies, and physical plan directions to guide decisions in the future.

Build

Provides implementation tools to carry out the many ideas of the Plan.



Executive Summary

Introduction

Welcome to *PlanCheyenne*—an integrated community (city and county) master plan that defines the Cheyenne area’s future. Created with extensive involvement of citizens, city and county officials, and planners, *PlanCheyenne* represents a complete revamping of our approach to growing as a “community of choice.” *PlanCheyenne* contains three major plan components:

- The Community Plan
- The Parks and Recreation Master Plan
- The Transportation Master Plan

A Guide to *PlanCheyenne* Building Blocks

PlanCheyenne, the master plan for the Cheyenne Area, follows a 4-step building block approach – *Snapshot*, *Structure*, *Shape*, and *Build*, which is common to all three plan components.

The first building block, *Snapshot*, captures the existing conditions of the community. The *Snapshot* reports provide information and analysis about the state of the community today, including the community’s population, economy and employment, parks and recreation, transportation, and other data. Also included are inventory maps.

The second building block, *Structure*, is the form-giving and design-based part of the larger planning effort. For instance, the *Community Design Handbook* presents the Structure Plan and design principles for development in the public realm (streets and other public areas), and for new development (*i.e.*, of housing, employment, and commercial areas).

Shape is the part that establishes the guiding principles for how and where the community should grow in the future. It includes details about elements the community must consider in the future, and includes goals and policies and specific plan directions, including subarea plans for focused areas of the community.

Build is the final building block that establishes strategies to implement the plan. Plan Amendment Procedures, which outlines the process for regularly updating this plan and undertaking minor amendments to this Plan, are also included in *Build*.

PlanCheyenne Components

The Community Plan is the core element of *PlanCheyenne*. It includes the four building blocks that address the overall community and its land use plan. It also lightly addresses transportation and parks issues, but leaves the detail to those more specific plans. The Community Plan is supported by the **Parks and Recreation Master Plan** and the **Transportation Master Plan**. Each plan follows the same 4-step building block approach – *Snapshot*, *Structure*, *Shape*, and *Build* – to ensure that they are closely integrated.



Integrating Land Use, Transportation, and Parks and Open Space

From the outset of the planning process, *PlanCheyenne* was intended to be different from most community master plans by placing specific emphasis on integrating three major elements of our community's planning efforts: land use, transportation, and parks and recreation and open space. These three major elements support one another and build on the vision for our community established by *Vision2020*. In preparing *PlanCheyenne* the community sought to fundamentally change the typical non-integrated planning process so that land use, parks and open space, and transportation are more closely linked, bringing the concepts of mobility and livable communities into a sharp focus.

The benefits of this integrated approach are broad and somewhat intangible. Yet in some instances, this approach has led to some real changes in the future development patterns and policies for the Cheyenne Area which will provide for taxpayer savings and alleviation of potential problems in the long-term.

Integrated Planning Example: I-25

Early transportation modeling showed that future roads near I-25 south of the city would face severe traffic (with Level of Service "F" indicated by the red lines in the graphic). The planning team adjusted the Future Land Use Plan to include more mixed-uses along the Interstate and to shift some of the non-residential uses to the east side.



Community Plan (Land Use)

PlanCheyenne – Community Plan includes a number of comprehensive elements that address our community's basic form and land use patterns. These elements include:

- Community *Snapshot*
- Community *Structure*
- Community *Shape*
 - Key Land Use Concepts
 - Seven Foundations
 - Future Land Use Plan & Subarea and Functional Plans
- Community *Build*
 - Implementation Strategies & Action Plan

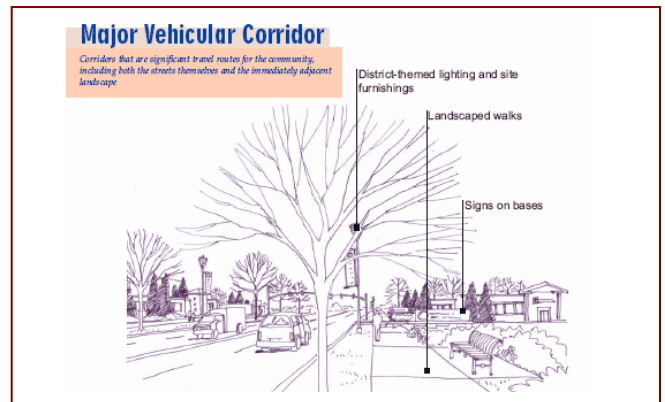
The following is a brief summary, with cross-references, for each of these key elements.

Community Plan – *Snapshot* Report

The Community Plan *Snapshot* Report provides comprehensive reports and maps for issues, such as population, housing, and public safety.

Community - *Structure*

The Structure Plan (*Community Design Handbook*) is the community-driven design piece of *PlanCheyenne* that will help guide our community to develop great public spaces and quality development as it grows in the future.



To achieve our goals of character, quality, and authenticity, the *Community Design Handbook*

includes two types of tools: (1) the Structure Plan Map and Elements, that define community form and where it exists in the Cheyenne area, and (2) the Design Principles that inform the community about how to achieve our goals in public spaces and in new development.

✓ For more information see the *Structure Plan Community Design Handbook*

Community Plan - Shape

Plan Foundations, Principles, and Policies

The *Shape* section contains a set of Foundations, Principles, and Policies that represent the values and ideals of the Cheyenne community. They guide how the Cheyenne Area should maintain its distinctiveness and livability and grow and prosper in the future. The seven foundations are summarized below:

Foundation 1: ***Growing as a Community of Choice***

The Cheyenne area will be a community with a reputation as a great place to live and do business, by providing for a variety of housing (predominantly in attractive hometown neighborhoods), making opportunities for employment, and essential retail and other services, and focusing on quality of life factors.



Foundation 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.

Foundation 3: ***Fostering Vital Employment and Activity Centers***



PlanCheyenne aims to continue to support a solid economy built on family-wage jobs and a vibrant business community. It promotes on-going partnership efforts among the many economic development organizations and others to selectively recruit and foster business and industrial development.

Foundation 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, for all modes of travel.

Foundation 5: ***Celebrating Our Character and Varied Heritages***



As the Cheyenne Area 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.

Foundation 6: Creating a Legacy of Parks, Open Spaces, and Trails

PlanCheyenne 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. The Plan also aims to conserve “significant” open space lands—to weave the natural environment through our built environment and around it.



Foundation 7: Developing in a Fiscally Responsible Way

The Plan aims to guide future growth to promote efficient use of public and private resources and to provide adequate public facilities.



✓ For more information see Chapter 2 of *Community Plan - ShapeCheyenne*

Key Land Use Concepts

ShapeCheyenne identifies land uses and a pattern for development of the Cheyenne Area in the future. The Future Land Use Plan illustrates the distribution of residential, business and industry, mixed-use, and public or civic land uses. The purpose of the plan is to move towards a community that is healthy, livable, and fiscally balanced, resulting in the development of future places with the following characteristics:

1. Urban development focused within an Urban Service Boundary (USB);
2. A balanced mix of housing and jobs;
3. Neighborhoods with housing choices;
4. A variety of vital “Activity Centers;”

5. Connected and coordinated transportation system;
6. System of connected parks throughout our neighborhoods and community;
7. Viable agricultural and ranch lands;
8. Natural/cultural resource conservation;
9. Attractive community gateways and Interstate corridors; and
10. Flexibility in land use categories.

✓ For more information, see Chapters 1 and 3 of *Community Plan - ShapeCheyenne*

Future Land Use Plan

The Future Land Use Plan provides a land use framework for future development in the Cheyenne Area. It is not intended to change stable neighborhoods—its primary focus is on places where new development or redevelopment will likely occur in the future. The land use categories allow our future neighborhoods and activity centers to become distinctive, diverse places with a mix of compatible activities. They also provide some flexibility to respond to market conditions.

Organization of the Land Use Categories by Type

The land use categories are organized into five categories, including:

- Agricultural and Rural;
- Urban Residential;
- Mixed-Use;
- Business and Industry; and
- Civic and Other Activities.

The Land Use chapter also contains development principles and criteria to address:

- Rural Design Principles;
- Urban Neighborhood Design Principles;
- Mixed-Use Design Principles; and
- Business and Industry Development Principles.

✓ For more information see Chapter 3 of *Community Plan - ShapeCheyenne*

Mixed-Use Emphasis

Cheyenne's Downtown historic core traditionally had mixed-use areas—where offices, homes, and shopping coexisted. However, more recent development trends in the community have shifted away from this pattern of mixed-use. The automobile as the dominant mode of transportation has led to a more dispersed pattern of land uses, and consumer demand for larger single family homes on larger lots has dispersed the community more over time. This Plan promotes mixed-use development patterns in activity centers designated on the Future Land Use Plan to maintain Cheyenne's identity, to create livable neighborhoods with safe and inviting pedestrian environments, to stimulate development and revitalization of some areas, and to promote smart, energy-wise development patterns.



Community Plan - BuildCheyenne

BuildCheyenne is the implementation section and includes a detailed list of strategies and actions needed to implement each of the key Plan foundations and the Future Land Use Plan of *PlanCheyenne*. Also included are procedures for amending *PlanCheyenne* on an on-going basis. The highest priority actions are briefly described below, by category; actions for each of the seven foundations are described in more detail in the Build section.

Code Revisions

- Adoption of development review procedures to ensure plan conformity.
- Revised infill development and (multi-family) residential development standards.

- Revisions to county open space design (cluster) regulations.
- Code revisions to eliminate business expansion barriers.
- Standards/Criteria for Activity Centers.
- Standards for “big box” development.
- Parkland dedication requirements.
- Revisions to existing zoning districts to align the city and county's zoning regulations with *PlanCheyenne*.
- Design guidelines for historic districts.
- Development standards and incentives to protect natural areas.

Programs and Policy Decisions

- Incentives for workforce housing.
- Increased focus and coordination of Downtown efforts.
- Right-of-way preservation for the region's transportation system.
- Development review evaluation standards for all modes of travel.
- Designation of landmark buildings.
- Transfer of Development Rights (TDR)/density transfer programs to protect agricultural areas.
- Connection of Greenway trails.
- Establishment of a joint city/county open space program (including funding mechanisms).

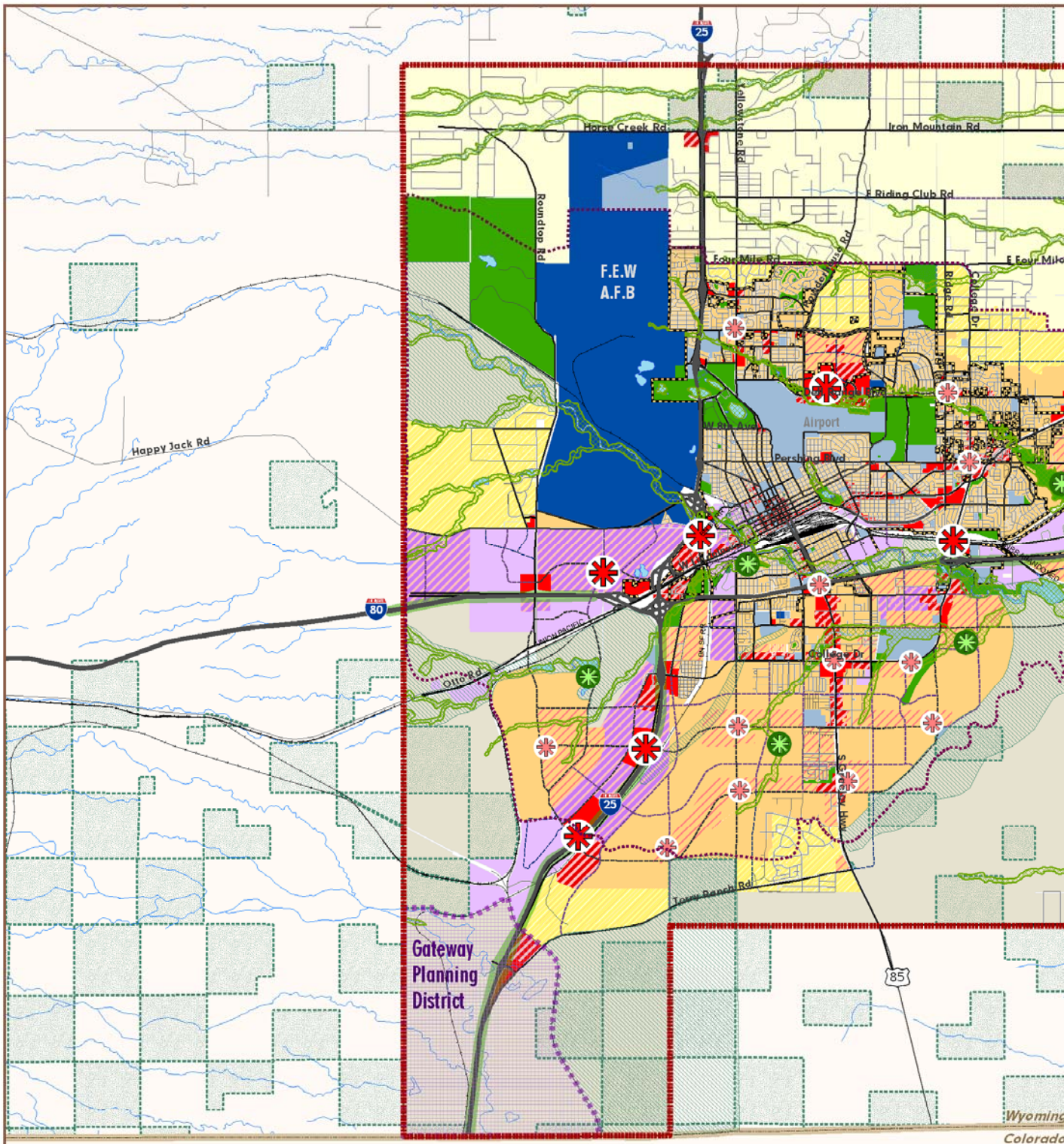
Regional and Agency Coordination

- City/county Intergovernmental Agreement to implement the plan.
- Coordination with Board of Public Utilities and other utility providers to ensure adequate urban infrastructure within the urban service boundary.
- Coordination with existing economic development programs.

New Funding Mechanisms

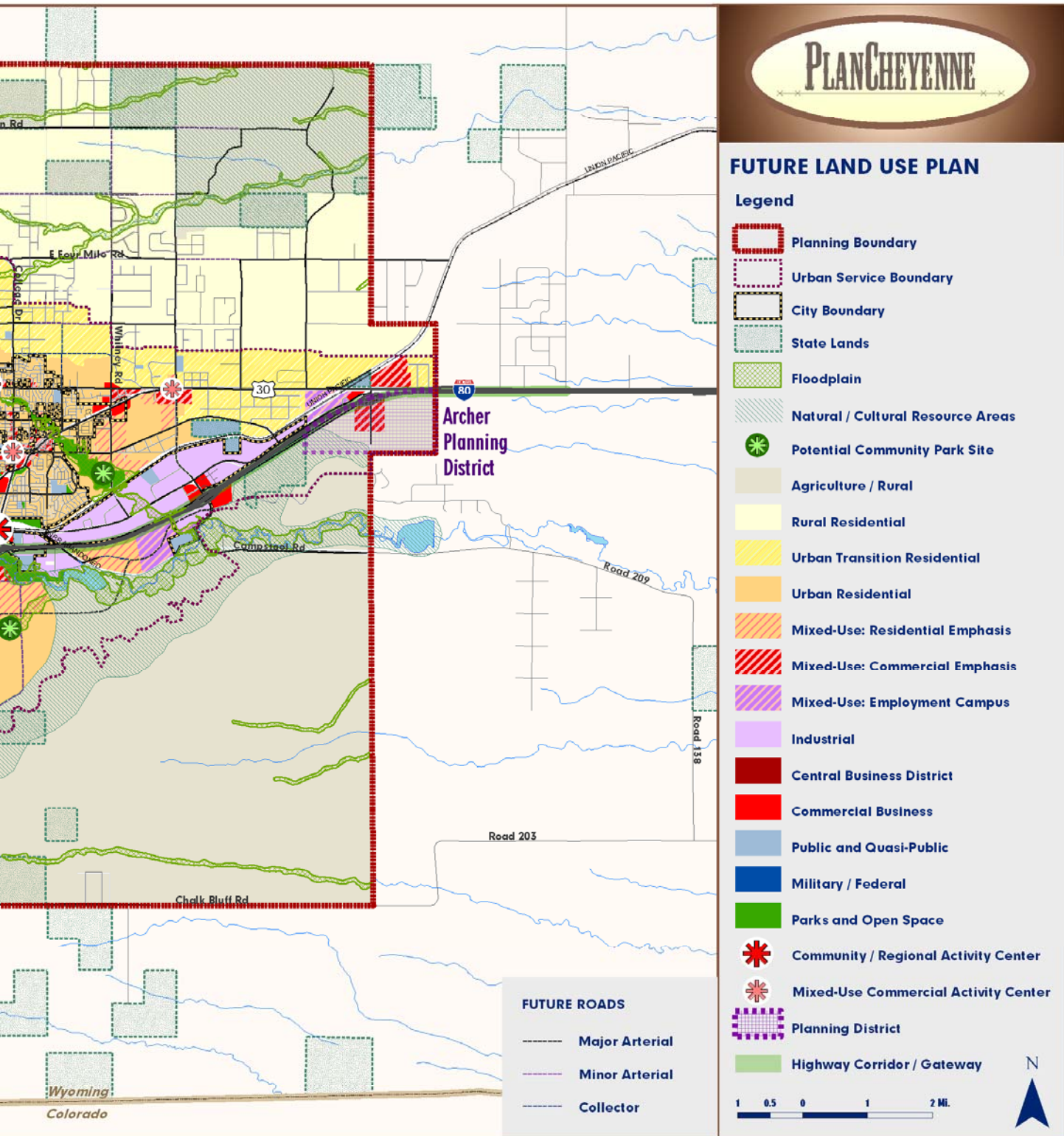
- Funding of transportation improvements.
- Programs and regulations that require development to fund its “fair share” of costs.
- City/county capital improvements program with the objectives of *PlanCheyenne*.
- Continued funding for “quality of life” services.

☑ For more information see Chapters 1 and 2 of *Community Plan - BuildCheyenne*



FUTURE LAND USE PLAN

Cheyenne Area Master Plan



November 2006



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Parks and Recreation Master Plan

The Parks and Recreation Master Plan, prepared as part of *PlanCheyenne*, includes a number of elements that address our community's parks and recreation needs. These elements include:

- Parks and Recreation - *Snapshot*;
- Parks and Recreation Building Blocks - *Structure*;
- Parks and Recreation Foundations, Principles, and Policies - *Shape*; and
- Parks and Recreation Implementation Strategies - *Build*.

The following is a brief summary, with cross-references, for each of these key elements.

Parks and Recreation - *Snapshot*

In addition to the summary materials contained in the *PlanCheyenne* Snapshot Report, the Parks and Recreation Master Plan contains extensive background information on the City's parks and recreation needs and resources. Information in the report includes a summary of existing public parks and recreation lands and facilities; existing levels of service and peer city comparisons; potential parks, open space, and trails resources; and a summary of issues and needs (including the results of a citizen survey conducted in 2004 as part of the planning process).

✓ For more information see the *Parks and Recreation Master Plan Snapshot Chapter*

Parks and Recreation Building Blocks - *Structure*

As with the Structure Plan element of *PlanCheyenne*, this section is intended to help guide the community to develop great parks, open spaces, and trails as it grows in the future. To achieve our goals of character, quality, and authenticity, the Structure Plan includes four distinct sections with tangible, useable tools:

- **Elements of a Park and Recreation System:** This section describes the elements that make up a park system, including a park classification system. For each major park type, a definition is provided along with general guidelines on the types of facilities that are appropriate, layout and other development guidance. Similar information is provided for the trail system.
- **Structure Plan Map:** The Structure map provides context for further development of the parks system by geographically depicting the locations of foundational elements of the entire system.
- **Design Principles:** This section illustrates desirable design themes and qualities that contribute to making Cheyenne parks great.
- **Emerging Park Needs and Opportunities:** This section illustrates areas of the community where new growth is expected to create additional park needs.

✓ For more information, see the *Parks and Recreation Master Plan Structure Report*



Parks and Recreation - *Shape*

Shape is the component of the Parks and Recreation Master Plan that establishes how and where the parks and recreation system in Cheyenne should grow in the future. *Shape* begins by describing the foundation, principles, and policies that will help guide the parks and recreation system within Cheyenne for years to come. The foundation, "Creating a Legacy of Parks and Open Space," is one of seven created as part of the community *Shape* section of the

Community Plan. Foundations represent the values and ideals of the community and are also the organizing “big ideas” for *PlanCheyenne*. The more specific principles are broad-based directions for the community, much like goals. They carry forward many of the ideals the community seeks— from *Vision2020* and as defined during the *PlanCheyenne* planning process.

✓ For more information, see the *Parks and Recreation Master Plan Shape* section



Future Parks and Recreation Master Plan Map

Shape contains a Future Parks and Recreation Master Plan that provides a framework for future development of parks, trails, open space, and recreation facilities in the Cheyenne area. (See the Master Plan on page E-10.) Its primary focus is on areas where new development is likely to occur in the future, and the subsequent needs and desires of the residents of these areas. Although it is not intended to change existing parks, it highlights areas where there is a current need for additional and/or upgraded parks and facilities, including some areas that may see redevelopment. The Parks and Recreation Master Plan includes a map that indicates locations for parks and trails, as well as targeted areas for protecting open space and/or cultural resources in the Cheyenne urban area.

✓ For more information, see the *Parks and Recreation Master Plan Shape* section (Ch. 3)

Parks and Recreation - Build

This chapter contains the implementation strategies and action plan to implement the Parks and Recreation Master Plan. The actions and strategies are described under the following headings, each of which is described in more detail in the *Build* section of Parks and Recreation:

Funding Mechanisms

The Cheyenne Area needs additional tools to finance the costs of new growth and development as it occurs in the community, as well as for financing on-going operations and maintenance of parks and recreation facilities. The plan proposes several new or amended financing mechanisms.

Code Revisions

Shortly after adopting the Plan, the city and county will need to make development regulations consistent with the Parks and Recreation Master Plan. For example, the Plan recommends the adoption of new tools for the conservation of sensitive resource areas.

Departmental Structure/Programs

The Plan recommends a number of changes to how the Parks and Recreation Department is structured.

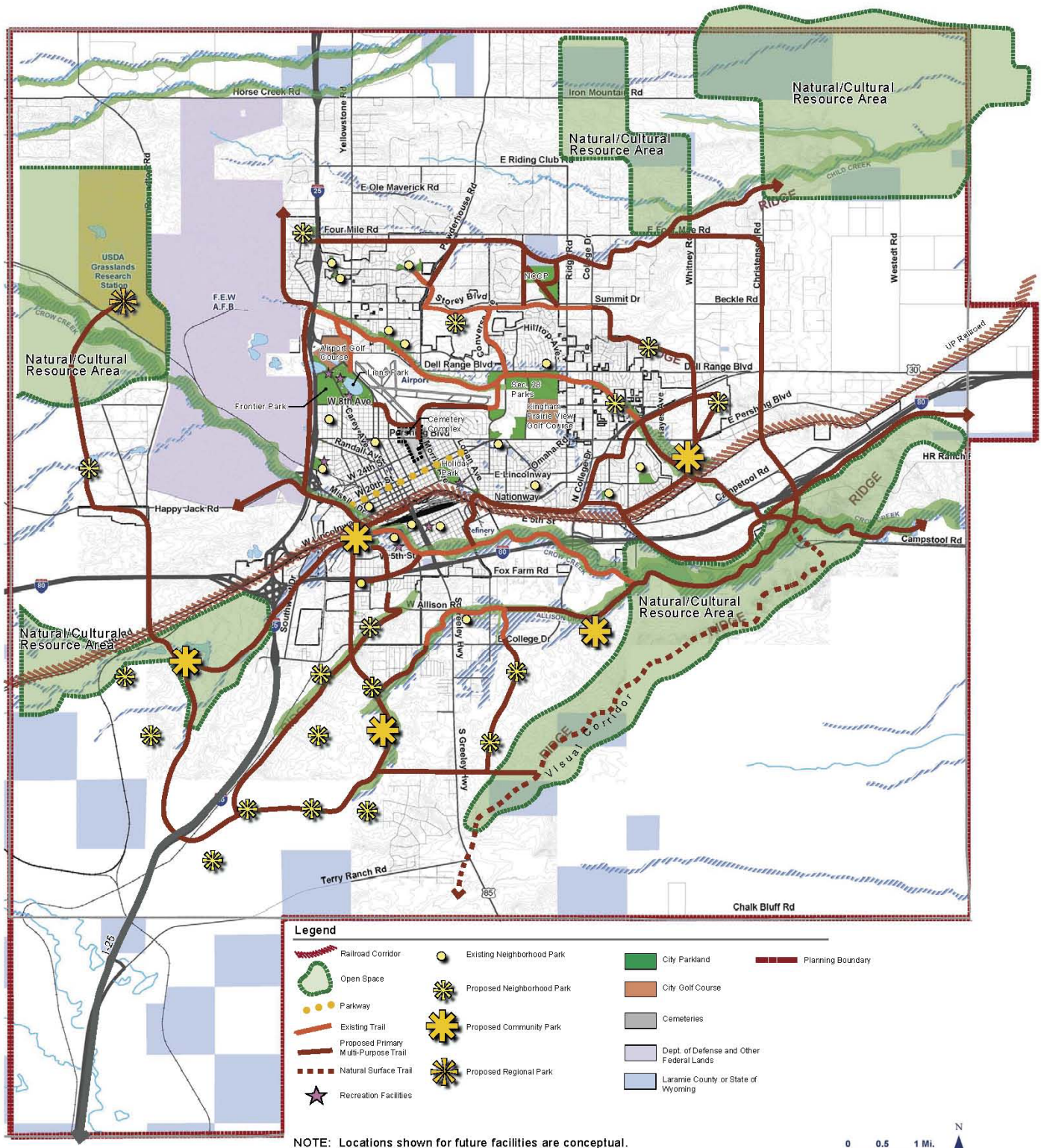
Regional/Agency Coordination

Several plan recommendations can best be accomplished through new or amended Intergovernmental Agreements between the city and county and other governmental entities.

State Legislation

Finally, actions may be necessary over and above city and county government authority – to affect the enabling legislation of the state.

✓ For more information, see the *Parks and Recreation Master Plan Build* Chapter



April 2006

Cheyenne MPC Spatial Data and Visualization Center, Univ. of Wyo., Wyo. Geographic Information Science Center
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PARKS AND RECREATION MASTER PLAN

Cheyenne Area Master Plan

Transportation Master Plan

The Transportation Master Plan, prepared as part of *PlanCheyenne*, is the long-range plan for the urbanized region that includes the City of Cheyenne as well as parts of Laramie County. The Plan identifies future transportation investments for all modes of transportation. The Transportation Master Plan includes a number of elements that address our community's transportation needs. These elements include:

- Transportation *Snapshot*;
- Transportation *Structure*;
- Transportation Needs Analysis and Vision Plans – *Shape*; and
- Transportation Strategies (including Fiscally Constrained Plan) – *Build*.

The following is a brief summary, with cross-references, for each of these key elements.

Transportation - *Snapshot*

The *Snapshot* section of the Transportation Master Plan provides a look at the Cheyenne Area today and compliments the Community - *Snapshot* portion of *PlanCheyenne*. Components in Transportation *Snapshot* include:

- **Planning Process and Context:** This section describes the process used to create the Transportation Master Plan as well as the context in which the plan was developed.
- **Planning Elements:** Required and Desired: The federal requirements and local desires that shape the plan are described in this section.
- **Existing Conditions:** The state of the transportation system in the Cheyenne Area today is presented in this section.

✓ For more information, see the *Transportation Master Plan Snapshot* section

Transportation – *Structure*

The *Structure* section of the Transportation Master Plan presents design principles and strategies for streets and site planning that contribute to the function and aesthetics of the multi-modal transportation system (including roads, transit, bicycles, and pedestrians).



Transportation - *Shape*

The *Shape* section of the Transportation Master Plan defines a transportation vision for the Cheyenne Area and needs analysis and vision plans. This Vision Plan defines the roadway, transit, bicycle, and pedestrian facilities that will be needed to provide Cheyenne Area residents with an adequate, connected, multi-modal transportation system. Elements of the Vision include:

- **Principles and Policies:** The plan includes a set of principles that reflect a vision for the character of Cheyenne's future transportation system, and associated policies that reflect a way to implement this vision.
- **Needs Assessment:** This section includes an identification of transportation needs that will arise as the region grows, including roadway needs, transit needs, and needs for non-motorized transportation (bicycle and pedestrian).
- **Vision Plans (2030 and beyond):** The Transportation Vision Plan is a fiscally unconstrained plan for the transportation system in Cheyenne. The 2030 Vision Plan provides sufficient capacity to accommodate growth on most roadways and includes new

roadways in developing areas. Also included is a Buildout Transportation Plan, to complement the buildout of the Future Land Use Plan, but it is not likely to occur until sometime after the year 2060 (see map on the next page). The buildout plan designates roadways and multi-modal corridors that the community should preserve for future use. The Transportation Vision Plan also addresses needs and facilities for transit, bicycles, pedestrians, and regional systems.

✓ *For more information, see the Transportation Master Plan Shape section*



Transportation - Build

The *Build* section of the Transportation Master Plan consists of three elements: the financial element (fiscally constrained plan), implementation strategies, and discussion about impacts. The financial element and strategies are briefly described below.

Financial Element

The purpose of this element is to balance the transportation projects recommended for implementation with community resources to build and maintain transportation facilities and services. Included is a fiscally constrained roadway plan, and an evaluation of improvement costs and prioritization for transit, bicycle, and pedestrian systems.

Implementation Strategies

Included are a number of recommendations to implement the Transportation Master Plan for

roadways, transit, bicycle, and pedestrian facilities. These are briefly summarized below:

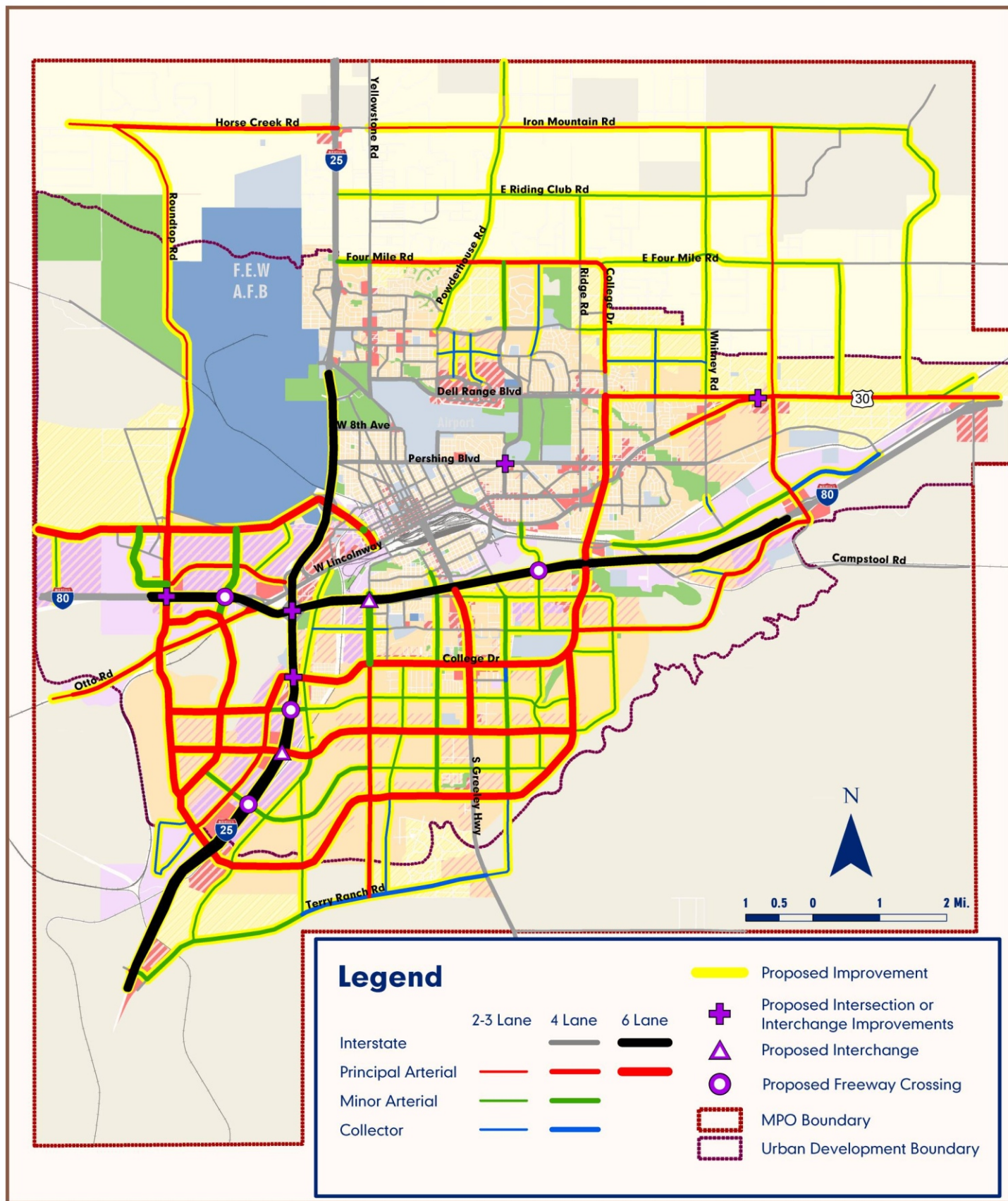
- **Roadway Strategies:** include maintaining roadway design standards as uniform requirements; developing and funding of an access management phasing plan for critical corridors with access control problems; and preserving right-of-way needed for the buildout roadway system.
- **Transit Strategies:** include ongoing monitoring of transit performance and service, and development of a long-term transit funding strategy.
- **Bicycle Strategies:** include identifying funding sources to implement the plan; completion of missing bicycle segments; and pursuing maintenance agreements for facilities on state roadways.
- **Pedestrian Strategies:** include funding for pedestrian improvements, and adopting pedestrian standards for new development.

✓ *For more information see the Transportation Master Plan Build section*

Mixed-Use Corridors Emphasis

The *PlanCheyenne* Community and Transportation Plans promote developing mixed-use and activity centers along a network of principal arterials in the community. Over time, development along the corridors will be compact enough to support greater transit use. Commercial activity centers will be designed to promote walking and should be connected to neighborhoods with local streets, sidewalks, and trails.





*This map defines Buildout roadway configurations.
It can be used to preserve right-of-way for future use.
The Land Use plan is shown for reference.*



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