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INNOVATIVE FINANCE ANALYSIS, TRANSPORTATION IMPROVEMENT PROGRAMMING PROCESS, AND 1997 PROJECT LIST UPDATE

**Approved by the ChATPP Policy Committee
December 15, 1997**

**Prepared for
Cheyenne Area Transportation Planning Process**



**Cheyenne Area Transportation Planning Process
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1. FOREWARD

Planning Information Corporation (PIC) was contracted by the Cheyenne Area Transportation Planning Process (ChATPP) to update its twenty-year list of road and street transportation improvement projects. ChATPP is responsible for ensuring that federal funds for transportation projects in the Cheyenne urban area are spent in compliance with local government development guidelines and federal regulations. The original project list was developed for the Cheyenne Area Master Transportation Plan in 1994. Section 3 of this Master Plan Update includes the updated twenty-year project lists for the City of Cheyenne, Laramie County (within the urban planning boundary), and the Wyoming Department of Transportation (WYDOT).

A second aspect of this Master Plan Update was development of a more systematic programming process for transportation improvement projects. Section 4 of this report describes the proposed programming process for the ChATPP. The programming process uses the existing ChATPP Committee structure and includes a technical analysis, quantitative priority-ranking system and financial analysis.

Section 5 of this Master Plan Update includes a very important analysis of current funding for road and street maintenance and improvements and an analysis of the potential application of innovative sources of funding for certain types of transportation projects. This section includes recommendations for certain actions by the City of Cheyenne and Laramie County.

Section 6 provides a summary of planning information which is available for many of the proposed projects listed in Section 3.

Proposed 5-year transportation improvement programs for the City of Cheyenne and Laramie County are provided in Section 7.

2. EXECUTIVE SUMMARY

Section 3 of this report includes an updated list of roadway projects currently planned by the City, County, and State Department of Transportation for the next twenty years within the Metropolitan Planning Boundary. They are ranked by high, medium, and low priority. The projects shown as high priority have the greatest chance to be developed within the next five years (some are in the process of being designed or constructed). Due to the limited funding available for transportation improvements and maintenance, the list of projects is limited almost entirely to road and street improvement efforts on arterials and collectors (higher volume streets). The list of projects should not be considered all-inclusive. Emergency situations, natural disasters, changes in development patterns, political considerations and other factors will necessitate the development of additional projects which are not yet being planned. Thus, the total cost figures presented in the Tables 1-4 should be considered conservative (low) estimates of the expected cost for construction of road and street improvements for the Cheyenne Area transportation system. The total cost for proposed City of Cheyenne and Laramie County projects (including the projects in Tables 1-3) is about \$170 million.

Section 4 of the report outlines a recommended programming process which was requested by the City of Cheyenne Planning Department. The proposed programming process is intended to bring a more systematic approach to the City's project development process. The programming process includes a technical needs analysis, public input process and a much more detailed priority-ranking process. It will use the outputs of management systems, other technical analyses and public input to identify transportation improvement projects. The process will also include a financial analysis to be updated when major changes are anticipated in important funding sources. A clear picture of available funding and a prioritized list of projects will facilitate more effective programming of transportation projects. The programming process would also provide useful information for renewal of the optional 1% sales and use tax and for potential capital facilities tax requests.

An analysis of a variety of innovative funding sources for road and street improvements is contained in Section 5. Funding from dedicated sources for the City of Cheyenne and Laramie County is currently less than adequate to fund needed improvements and maintain the existing system. The estimated shortfall in funding of \$4 million to \$7 million over twenty years (comparing projections of dedicated funding sources from Table 5 and estimated project costs for City and County projects in Tables 1-3) does not provide a realistic picture. Laramie County cannot spend all of its road and street funds within the Cheyenne area. Project costs are increasing at a faster rate than dedicated revenues. In addition, Tables 1-3 do not include all projects that will have to be constructed over the period. The need for new projects and additional maintenance spending will add significantly to the current funding shortfall. The City's interest in beautification, while enhancing the community, has added to the cost of projects above the rate of inflation. The City and County are coordinating projects with the utility companies which increases some project costs in the short run and sometimes adds projects to the construction schedule on short notice. In summary, the amount of funding currently available for the improvement and maintenance of roadways in the Metropolitan Planning Area is well below the level needed to maintain the system at its current level.

In Section 6, PIC evaluated a number of potential sources of funding for road and street projects. Any projects which might be funded through these sources will allow the City and County to complete additional high-priority maintenance and improvement projects with existing funding sources. The information in Tables 8 and 9 provides a summary of the innovative funding sources evaluated for the

Cheyenne MPO. It should be noted that many of the funding sources identified through WYDOT are funded through the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA) which only provides funding through the current fiscal year. It is impossible to know at this time whether any or all of the special federal funding programs in ISTEA will continue with the next federal Transportation Funding Bill. Also included is an evaluation of the potential application of FHWA TE-045 innovative financing mechanisms. Unfortunately, these financing tools were intended primarily for state transportation departments. The analysis in this Section attempted to identify innovative sources of funding for specific projects on the updated 20-year project list.

Section 6 provides a summary of planning information which is available for many of the proposed projects listed in Section 3.

PIC worked with the City of Cheyenne and Laramie County to develop the proposed transportation improvement programs presented in Section 7. These were completed by evaluating available funding from dedicated sources and possible innovative sources. High-priority projects were then scheduled according to estimated funding availability.

3. UPDATED TWENTY-YEAR PROJECT LIST

The following list of roadway projects is an update of the twenty-year project list in Chapter 8 of the *Cheyenne Area Master Transportation Plan*. These projects have been identified as necessary or desired for construction, reconstruction, or implementation during the next twenty years, depending on availability of funding, within the Cheyenne Metropolitan Planning Boundary. Estimated costs are included for each project, although more detailed estimates have been used for high and medium priority projects when such information was available. The following tables identify each potential project by jurisdictional responsibility and funding sources for high and medium priority projects.

The following tables exhibit all roadway projects currently planned by the City of Cheyenne, Laramie County, and the State Department of Transportation for the next twenty years within the Metropolitan Planning Boundary. They are ranked by high, medium, and low priority. The projects shown as high priority have the greatest chance to be developed within the next five years (some are in the process of being designed or constructed). Those projects under construction or planned for development within the next three years are listed in the Cheyenne Area Transportation Planning Process' (ChATPP) *Transportation Improvement Program* (TIP). Medium-ranked projects are planned for development within the next ten years and will require current or near-term planning. Low-ranked projects include projects under consideration but not currently being planned (due to the unavailability of funding) and those road improvements that are the responsibility of developers. Developer-financed improvements have a low priority due to the uncertainty of the timing rather than the need.

Due to the limited funding available for transportation maintenance and improvements, the City of Cheyenne must concentrate its road and street improvement efforts on arterials and collectors. Construction of new collector and local roads in new subdivisions remains the responsibility of developers and property owners (in addition to curbs, gutters and sidewalks). When the City accepts responsibility for maintenance of local roads and streets, they are placed in the City's pavement management program which is used to suggest the type and frequency of future maintenance. At this time, Laramie County does not have a pavement management system or any other systematic means of allocating maintenance funding for County roads. It would be beneficial for the efficient use of County maintenance funding for City of Cheyenne to share information from its pavement management system with Laramie County for County roads within the urban area. ChATPP is now working to expand the pavement management system throughout the urban area.

Table 3 includes a listing of special transportation-related City and County projects which are planned over the next twenty years. The list includes combined maintenance spending of about \$2 million per year for the City and County and substantial drainage improvements planned by the City and County of about \$24 million which include some roadway improvements. The list also includes a new intermodal facility/parking structure and a new parking structure for State government. These special projects are included in the list because many of these projects compete for the limited amount of available funding with other transportation projects or because they have been identified as necessary for improvement of the Cheyenne area transportation system even though they may be the responsibility of other entities (e.g. additional parking for State government employees). Other projects such as drainage improvements are included because they add to the cost of transportation improvement projects or may necessitate transportation improvements be completed in conjunction with drainage improvements.

Table 1. City of Cheyenne Projects

H=High, M=Medium, L=Low			
Priority	Project Name And Location	Estimated Cost	Potential Jurisdiction or Funding
H	Crow Creek structure on 1st Street between Waltersheid Boulevard and Morrie Ave.	\$1,520,000	1%/SFLB
H	Storey Blvd. extension and construction between Sycamore and College including the reconstruction of the Storey Blvd. and Powderhouse intersection.	\$4,500,000	STP-U/1%/SFLB
H	15th Street reconstruction between Pioneer Ave. and Bent Ave. and Bent, O'Neil, and Thomes between 15th St. and Lincolnway, Bid Letting 1997.	\$1,169,000	1%/SFLB
H	Ridge Road reconstruction between Dell Range Blvd. and Carla. 1997.	\$650,000	1%
H	Converse Avenue construction between Ogden and Storey Blvd.	\$852,000	1%/STP-U/SFLB
H	Pershing Blvd. reconstruction between House Ave. and Pioneer Ave. 1997.	\$2,000,000	1%/SFLB/WYDOT-Safety
H	Morrie Ave. reconstruction between 20th Street and 15th Street.	\$670,000	1%/SFLB
H	Norris Viaduct reconstruction and realignment to connect onto 5th Street (2 blocks east of existing connection).	\$6,500,000	BROS/CFT
H	5th Street upgrade and reconstruction west to Morrie and Morrie Ave. upgrade and reconstruction between 5th and 1st Streets.	\$1,500,000	CFT
H	Evans Ave. reconstruction and curve straightening near 4th Avenue.	\$600,000	1%
H	Capitol Ave. reconstruction from Lincolnway to 20th Street including streetscape (coordinated with BOPU).	\$1,108,000	1%
H	Yellowstone and Dell Range access management study/improvements.	\$500,000	1%
H	Upgrade traffic control computer system.	\$250,000	1%/CFT/State
H	Pershing Blvd. reconstruction from Pioneer to Snyder.	\$1,400,000	1%
H	Deming and Waltersheid reconstruction between Ames and Fox Farm.	\$1,400,000	1%
H	LEADS Phase I - Includes the reconstruction of the Campstool and College Drive intersection. Joint City/County/WYDOT (Developer will fund realignment).	\$850,000	FED./STATE/CFT/1%/Developer
M	9th street upgrade and reconstruction from I-180 to Deming. This will include a new structure over Crow Creek to accommodate the Greenway and drainage needs.	\$600,000	CFT/1%/SFLB Drainage
M	Morrie Ave. reconstruction between Pershing Blvd. and 20th Street.	\$290,000	1%/SFLB

Table 1. City of Cheyenne Projects

H=High, M=Medium, L=Low			
Priority	Project Name And Location	Estimated Cost	Potential Jurisdiction or Funding
M	Prairie Avenue reconstruction between Dell Range and Hoy with drainage improvements at Dry Creek and Greenway separation.	\$500,000	1%
M	Capitol Ave. reconstruction from 20th to 24th Street.	\$282,000	1%
M	Omaha Rd. reconstruction between Lincolnway and Ridge.	\$1,000,000	1%/STP-U
M	5th Street Intersection at Warren Avenue reconstruction for truck access.	\$300,000	1%
M	Seminole/Weaver/Melton reconstruction with Dry Creek drainage improvements and Greenway grade separation.	\$600,000	1%
M	19th and 20th intersection with Missile Drive reconstruction.	\$2,500,000	1%/CFT
M	Weaver Road at Dry Creek reconstruction and improvement with Greenway underpass.	\$600,000	1%/Drainage/TEAL
M	Pershing Blvd. reconstruction between Dunn and Salem.	\$2,300,000	1%
M	Pershing Blvd. reconstruction between Salem and Converse.	\$2,000,000	1%
M	LEADS Phase II - Includes the construction of Christensen Road between I-80 to Pershing Blvd. Joint City/County/WYDOT.	\$3,500,000	FED./STATE/CFT/1%/IR Private
L	Converse decel lane construction on south bound lane at Airport Parkway.	\$100,000	
L	Weaver Road reconstruction between Storey and Gardenia with a cul-de-sac of Willshire at the top of the hill.	\$850,000	
L	20th Street between 21st and Logan and 21st Street between 20th and 19th: convert to one-way streets.	\$100,000	
L	Pershing Blvd. reconstruction between I-25 and Snyder.	\$2,000,000	
L	Parsley and Tank Farm Road upgrade between College Drive and Pacific. Joint City/County.	\$2,500,000	
L	Southwest Dr. reconstruction from West Lincolnway to College joint City/County.	\$2,000,000	
L	Powderhouse/Airport Parkway underpass construction between Airport Parkway and Dell Range/Powderhouse intersection.	\$25,000,000	
L	Converse Avenue construction between Four Mile Road and Tranquility joint City/County.	\$2,000,000	
L	Snyder, Logan and Evans - minor widening when traffic volumes demand.	N/A	
L	LEADS Phase III - Includes Whitney Road construction between Campstool Road and Pershing Blvd. Joint City/County/WYDOT.	\$4,000,000	

Table 1. City of Cheyenne Projects

H=High, M=Medium, L=Low			
Priority	Project Name And Location	Estimated Cost	Potential Jurisdiction or Funding
L	LEADS Phase IV - Includes the widening of I-80, Campstool. Joint City/County/WYDOT.	\$5,000,000	
M	Chief Washakie extension and construction north from Storey to Four Mile Road.		Developer
L	Converse Avenue construction between Storey Blvd. and Tranquility. Joint City/County.		Developer
L	Gardenia construction between Weaver and Powderhouse.		Developer
L	Gardenia construction between Yellowstone and Volar.		Developer
TOTAL		\$83,491,000	

Table 2. Laramie County Projects

H=High, M=Medium, L=Low			
Priority	Project Name And Location	Estimated Cost	Potential Jurisdiction or Funding
H	Avenue "C" construction and reconstruction from College to Murray Road. 1997.	\$250,000	SC-CFM/SFLB
H	Ridge Road reconstruction between Carla and Riding Club Road; Riding Club reconstruction between Yellowstone and Ridge. 1997.	\$3,500,000	FED/SFLB/1%
H	Christensen Road construction between East Pershing and US 30.	\$75,000	1%
H	Christensen Road construction and reconstruction from US 30 to Four Mile Road. 1997.	\$500,000	SC-CFM/SFLB
H	South Cheyenne Streets new pavement (York, Plum, 1st, Murray, Artesian, "B6," and Avenue "C"). 1997.	\$500,000	SC-CFM/SFLB
H	New pavement for various rural County roads.	\$4,000,000	SC-CFM/SFLB
M	Whitney Road construction and reconstruction between Dell Range and Beckle Road	\$125,000	1%
M	Whitney Road new construction from Beckle to Four Mile Road.	\$100,000	1%
M	Four Mile Road construction and reconstruction between College and Christensen.	\$150,000	1%
M	Division Avenue construction from College Drive to Wallick Road and Wallick from Division to South Greeley.	\$200,000	1%
M	Riding Club Road construction between Ridge and Whitney Road.	\$100,000	1%

Table 2. Laramie County Projects

H=High, M=Medium, L=Low			
Priority	Project Name And Location	Estimated Cost	Potential Jurisdiction or Funding
M	Dell Range Blvd. reconstruction and widening between James and U.S. 30 (including U.S. 30 intersection).	\$2,000,000	1%
L	Christensen Road construction and reconstruction from Four Mile Road to Iron Mountain Road.	\$50,000	
L	Storey Blvd. extension and construction between College and Christensen.	\$3,000,000	
L	Whitney Road construction between Four Mile Road and Iron Mountain Road.	\$50,000	
L	Wallick Road construction between South Greeley Highway and Avenue "C"	\$40,000	
L	Iron Mtn. Road construction and reconstruction from current end to Christensen	\$50,000	
L	Riding Club Road construction between Whitney and Christensen.	\$500,000	
L	Four Mile Road construction between Christensen and Reese.	\$50,000	
L	Cribbon Avenue construction between Pinto Lane and Allison Road.		Developer
L	Hayes Road construction between Pershing and 12th Street.		Developer
L	Otto Road/South Fort Access Road connector construction and I-25 /West College Drive Interchange.		Developer
TOTAL		\$15,240,000	

Table 3. Ongoing and Special City & County Projects

H=High, M=Medium, L=Low			
Priority	Project Name And Location	Estimated Cost	Potential Jurisdiction or Funding
H	Ongoing maintenance on all City and County roadways within the Metropolitan Planning Area. (Minimum of \$2 million per year.)	\$40,000,000	1%
H	Storm water drainage improvements to include bridges over waterways. This will include Greenway considerations whenever appropriate.	\$8,000,000	Drainage Utility ¹
H	Storm Sewer improvements on local streets	\$10,000,000	Drainage Utility ¹
H	Allison Draw drainage improvements, Phase I. Includes all drainage improvements on the LCCC property, (east of S. Greeley Hwy) 1997.	\$1,000,000	1%/SC-CFM/ NRCS/State

Table 3. Ongoing and Special City & County Projects

H=High, M=Medium, L=Low			
Priority	Project Name And Location	Estimated Cost	Potential Jurisdiction or Funding
H	Allison Draw Drainage improvements, Phase II. From S. Greeley Hwy southwest to W. College Drive. Includes property acquisition and relocation (\$1.5 million) and draw construction (\$1 million) 1998-2000.	\$2,500,000	1%/SC-CFM/NRCS/State
H	Allison Draw Drainage improvements, Phase III. From W. College drive to beginning of channel. Includes additional construction, 2000-2002.	\$2,500,000	1%/SC-CFM/Other
H	Intermodal Facility at City Center Parking Lot. To include downtown employee and long-term parking garage, Cheyenne Transit Program transfer center, Amtrak Depot Office, Interstate and Intrastate Bus Depot, Charter Bus drop off, airport transfer, taxi, bike racks, etc.	\$6,000,000	ISTEA/CFT/Private/etc.
H	Parking Structure for State Employees at Parking Lot in block west of the Capitol	\$3,500,000	State Legislature
M	Site Safety Improvements at various intersections in the area	N/A	1%
M/L	Miscellaneous local and collector systems as development occurs	N/A	Developers

¹ A drainage utility funding source is now possible since the Wyoming State Legislature passed a Bill which allows the creation of drainage districts and the imposition of service charges.

Table 4. Wyoming Department of Transportation Projects

H=High, M=Medium, L=Low			
Priority	Project Name And Location	Estimated Cost	Potential Jurisdiction or Funding
H	Various maintenance projects on all state highways in the area (Approximately \$1,000,000 per year).	\$20,000,000	FED/STATE
H	Vandehi interchange resurface and structure widening of I-25 from milepost 13.64 to 17.6. FY1998	\$8,505,000	FED/STATE
H	I-80 from I-180 to Archer interchange resurface and structure repair (I-180 Interchange). FY1998	\$10,080,000	FED/STATE
H	West Lincolnway reconstruction of .65 miles from milepost 361.55 (Crow Creek to Capitol Avenue). FY1997-98	\$3,250,000	FED/STATE
H	College Drive widen, resurface, and landscaping from milepost 0.28 to 3.24, Southwest Drive to Avenue "C".	\$3,623,000	FED/STATE
H	Otto Road widen and overlay, FY1999	\$880,000	FED/STATE

Table 4. Wyoming Department of Transportation Projects

H=High, M=Medium, L=Low			
Priority	Project Name And Location	Estimated Cost	Potential Jurisdiction or Funding
H	College Drive cross road reconstruct at Sun Valley interchange. FY1998	\$2,100,000	FED/STATE
H	Allison Draw replace box culvert on College Drive. FY1997	\$400,000	FED/STATE
H	Horse Creek Road reconstruction from milepost .51 to 8.31 (I-25 to outside Metropolitan Area).	\$3,498,000	FED/STATE
H	Dell Range Blvd. to the I-25/Central Ave. interchange access improvement. (Consideration for this access improvement will be sensitive to the Airport Golf Course.)	N/A	FED/STATE
H	Avenue "C" and Fox Farm intersection upgrade.	\$100,000	FED/STATE
M	Central Ave. and Warren Ave. reconstruction from 24th Street to 8th Avenue.	\$5,000,000	FED/STATE
M	Torrington U.S. 85 Interchange on I-25 reconstruction.	\$4,000,000	FED/STATE
M	West Lincolnway reconstruct .71 miles beginning at Milepost 360.84 (Westland to Missile) 1999.	\$1,552,000	FED/STATE
L	Fort Access Road construction of I-80 interchange.	\$1,000,000	FED/STATE
L	Hynds Blvd. construct a right hand turn lane to Four Mile Road.	\$300,000	FED/STATE
L	College Drive/Four Mile Road widen 2 lane sections to 4 lanes when the need warrants.	\$4,000,000	FED/STATE
L	Riding Club Road construction of I-25 interchange.	\$2,000,000	FED/STATE
L	Parsley Road construction of I-80 interchange.	\$2,500,000	FED/STATE
TOTAL		\$72,788,000	

4. RECOMMENDED ChATPP PROGRAMMING PROCESS

The following process is recommended for the programming of transportation improvement projects within the Cheyenne urban area. The process utilizes the existing ChATPP Citizens' Transportation Advisory, Technical, and Policy Committees. Members of these Committees have developed a base of knowledge and experience on transportation issues.

4.1 General Description of the Process

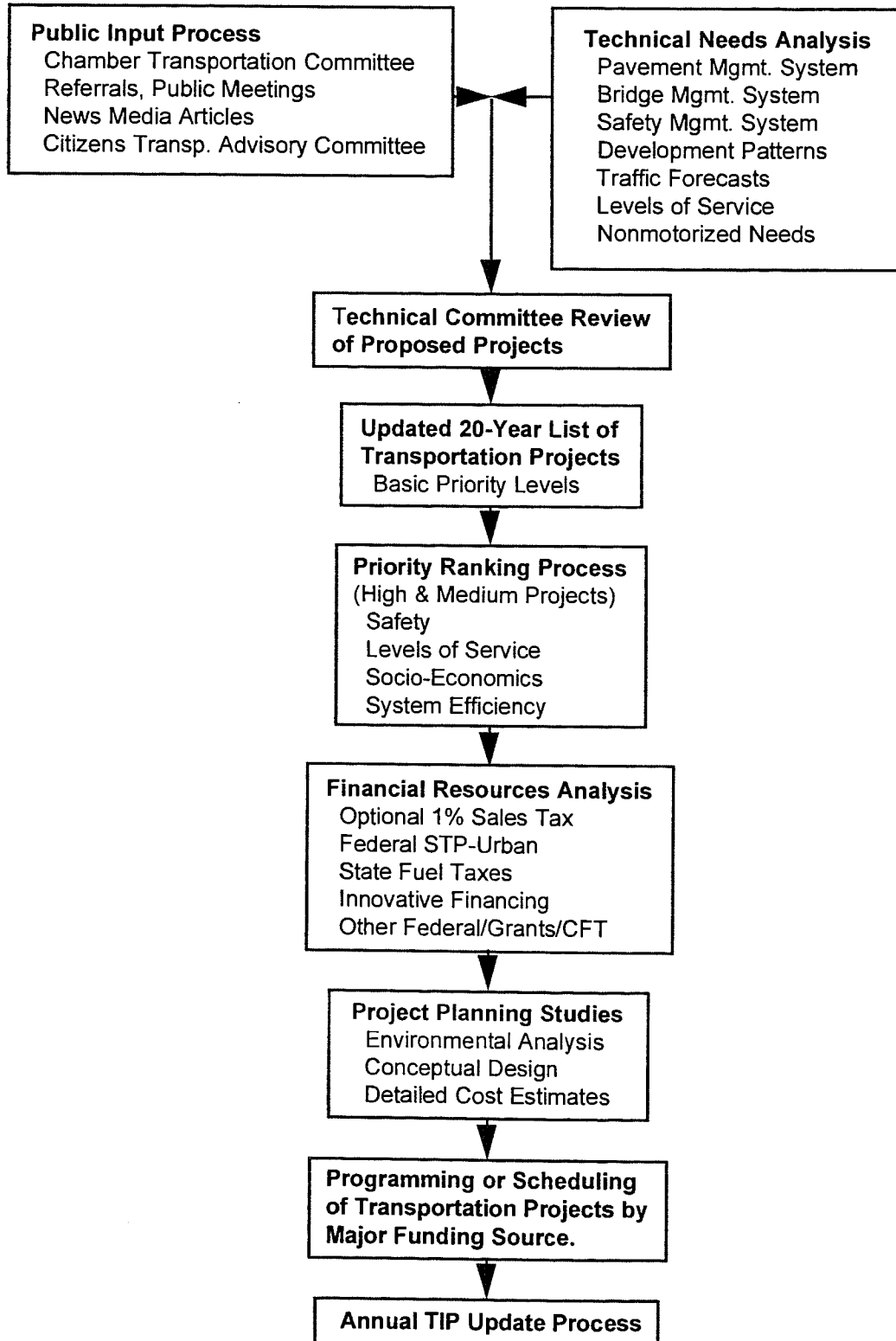
The recommended programming process would involve a major needs analysis effort every four or five years (depending on major funding sources) with an annual update of projects scheduled for construction in the next annual TIP. The four- or five-year revision would involve updates of the technical inputs into the needs analysis process (such as traffic and population forecasts, analysis of development patterns, accident location analysis, etc.). The annual updates would focus on priority-ranking of projects and funding availability.

4.2 Five-Year Programming Process

The first step of the programming process must be to identify potential transportation improvement projects within the Cheyenne Metropolitan Area. This would begin with the existing twenty-year project list from the *Cheyenne Area Master Transportation Plan*. This list would be updated through a public input process and a technical needs analysis process. Both of these processes can be used to identify new projects needed to improve or maintain access and mobility. The Citizens' Transportation Advisory Committee can provide a forum for residents to provide their ideas, concerns or suggestions at a special meeting every five years (in addition to their regular meetings). This special meeting would have to be advertised and promoted in order to facilitate comments from the general public. The City and County Planning Staffs would be responsible for appropriately defining new projects suggested by the public. The Technical Committee should then evaluate the need, feasibility and potential relationship with other projects of any suggested projects to determine whether they are economically viable and should be carried any further through the process.

The second phase of the five-year needs analysis process would involve a quantitative needs analysis which would include the existing pavement management system, safety and bridge management systems, and analysis of accident records, levels of service (for collectors and arterials), geometric design and volume to capacity ratios. This technical analysis process will provide valuable information on needed transportation improvements to ChATPP. The technical process should include an update of traffic/travel demand forecasts updated every five years (and calibrated to the census every ten years). This would include a staff evaluation of development patterns within the Cheyenne Metropolitan Area and the goals of the City and County for growth and development to determine if changes in development support any additions or deletions to the twenty-year list of projects.

Transportation Improvement Programming Process



The City Planning Staff should continue to use the pavement management system on an annual basis to identify streets where preventive maintenance or overlays are needed. The five-year technical analysis should include the safety and bridge management systems and some congestion analysis even if no specific management systems is developed. The technical analysis should include accident location analysis and determination of levels of service (for arterials and collectors). Level of service analysis would evaluate traffic levels and physical or geometric characteristics of arterials and major collectors. This type of analysis will enable the City and County Planning Staffs to identify streets and/or intersections with safety, congestion or design problems. The results of this analysis should allow the Staffs to define transportation improvement projects to correct specific problems. With the approval of the Technical Committee, these projects should then be added to the twenty-year list of projects. The City and County Planning Staffs should recommend a general priority level for each project: high priority (for projects expected to be developed within five years); medium priority (for projects expected to be developed within ten years); and, low priority (for projects expected to be developed within twenty years).

After the Technical Committee has approved the projects to be added to the twenty-year project list in the Cheyenne Area Master Transportation Plan, a more explicit prioritization process is recommended for the high and medium priority projects. This process would consider a variety of factors and would give each project a composite score based on the weights attached to each of the criteria. The recommended priority-ranking process is explained in the following section.

4.3 Road and Street Project Priority Ranking Process

The priority ranking process, based on a review of certain characteristics of road and street projects, would begin after the twenty-year project list has been updated and before the funding analysis has been completed. The process would result in a list of projects ranked according to their relative scores (determined by the benefits of each project). A list of priority-ranked projects, based on a quantitative process, will be useful to ChATPP in selecting projects for its annual TIP and to the City of Cheyenne and Laramie County in identifying transportation projects to prepare for the renewal of the optional 1% sales tax (every four years). The results of the prioritization process may also be used to identify special transportation projects for a future capital facilities tax. The technical project evaluation and scoring would be performed by the City and County Planning Staffs and reviewed by the Technical Committee. The priority ranking process would result in a list of prioritized projects with a relative ranking (comparing the characteristics of each project to the others).

Each project will be evaluated based on its expected performance or significance in five transportation improvement criteria: (1) Safety/Design Improvement; (2) Improve/Maintain Adequate Service Levels; (3) Socio-Economic Impact; (4) Physical Condition; and (5) System Continuity or Efficiency. The relative ranking of a project will be determined by its total score. The project's total score is determined by multiplying its score (from 0 to +2 for each criteria with the exception of socio-economics which ranges from -2 to +2) under each criteria by the criteria's weight. The project score is then calculated by adding the score for the road and street project under each criteria. The evaluation criteria used in this process were developed loosely from the 16 factors that all MPOs are required to consider in their planning process (ISTEA, Section 450.316 of Title 23) and information provided at the FTA/FHWA Seminar on Transportation Improvement Program Development (Denver, Colo. 10/97). The relative scores resulting from this process will enable the City of Cheyenne and Laramie County to rank the relative benefits of the high and medium priority projects from the twenty-year list relative to each other. Table 5 below lists the five recommended evaluation criteria, their weights and the potential scoring range. Table 6 provides guidelines for project scoring under each of the criteria.

Table 5. Road and Street Project Evaluation Criteria

Project Evaluation Criteria	Criteria Weights	Scoring Range
Safety/Design Improvement	25	0 to 50
Improve/Maintain Adequate Service Levels	20	0 to 40
Socio-Economic Impact	20	-40 to 40
Physical Condition	20	0 to 40
System Continuity or Efficiency	20	0 to 40
Total	105	-40 to 210

Source: PIC

Table 6 below provides a more detailed description of the process to be used to calculate the relative score for each project. The five criteria are given weights to indicate the relative importance of the various criteria. Each project is given a score under each criteria (from -2 to +2). The score under each criteria is multiplied by the weight of the criteria and the scores are summed to calculate the score of the project. The maximum possible score would be 210 and the lowest possible score would be -40. This relative ranking process will provide a more quantitative method of priority-ranking different types of road and street projects.

Table 6. Road and Street Project Prioritization Scoring Process

Criterion	Scoring Guidelines	Score
Safety/Design Improvement (Weight = 25)	Project is expected to substantially improve a known existing safety problem or inadequate design problem. (2)	50.
	Project is expected to bring an existing substandard design up to existing standards but may not be intended to correct a demonstrated safety problem. (1)	25.
	Project is not expected to provide safety improvements. (0)	0.
Improve or Maintain Adequate Service Levels (Weight = 20)	Project is expected to bring a road or street which is below an acceptable service level up to an acceptable level. (2)	40.
	Project is expected to keep a road or street from falling below an acceptable service level. (1)	20.
	Project is not expected to noticeably affect the level of service of affected roads or streets. (0)	0.

Table 6. Road and Street Project Prioritization Scoring Process

Criterion	Scoring Guidelines	Score
Socio-Economic Impact (Weight = 20)	Project is expected to have positive impacts on community lifestyles or allow development consistent with the Cheyenne Area Development Plan, or is expected to reduce vehicle travel costs for a substantial number of residents. (2)	40.
	Project is expected to have limited positive effect on community lifestyles or economic development in the Cheyenne area, or is expected to provide some reductions in vehicle travel costs for a smaller number of local residents. (1)	20.
	Project is not expected to affect community lifestyles, economic development or vehicle travel costs. (0)	0.
	Project is expected to have little adverse effect on community lifestyles or may allow some economic development inconsistent with the Cheyenne Area Development Plan. (-1)	-20.
	Project is expected to have adverse impacts on community lifestyles or may encourage development inconsistent with the Cheyenne Area Development Plan. (-2)	-40.
Physical Condition (Weight = 20)	Project will maintain or improve the surface condition on an important component of the transportation system, or will provide substantial reductions in maintenance expenses which would otherwise have been incurred in the next 1-5 years. (2)	40.
	Project will maintain or improve the surface condition of a less important street or road (minor collector or below), or will provide limited reductions in maintenance expenses which would otherwise have been incurred in the next 1-5 years. (1)	20.
	Project is not expected to have a noticeable impact on physical condition or maintenance expenses. (0)	0
System Continuity or Efficiency (Weight = 20)	Project is expected to provide a continuous connection (which does not now exist) between important points of origin and destination for major roadways within or outside the Cheyenne Area. (2)	40.
	Project is expected to complete or upgrade an existing segment of major roadway(s) to appropriate standards which will improve continuity of the local transportation system. (1)	20.
	Project is not expected to improve the continuity of the existing local transportation system. (0)	0.

Source: PIC

It would not be necessary to run the entire twenty-year list of projects through the priority-ranking process. Only those projects anticipated to be constructed within five years and some of the more significant 10-year projects would need to go through that process. However, it might be advantageous to have all of the high and medium priority projects ranked to facilitate longer-range planning of projects for optional sales tax or capital facilities tax elections. When preliminary results of the process are provided to the Technical Committee, a rationale for the scores given to each project should be provided. After the project scores have been approved by the Technical Committee, a brief or less technical explanation of project scores could be made available to interested parties.

4.4 Financial Analysis/Project Funding

Most sources of funding for transportation projects in the Cheyenne Urban Area are relatively stable over certain periods of time. Federal funding for the Surface Transportation Program, Urban Program (STP-U) and for the Metropolitan Planning Organization's planning efforts are relatively stable during a particular Federal Highway funding bill (such as ISTEA). Funding from the optional 1% sales and use tax is relatively predictable over four-year periods and the capital facilities tax provides a specific level of funding for approved projects. However, at this time, a great deal of uncertainty exists regarding future federal funding levels while Congress is working on a new Transportation Funding Bill.

The City of Cheyenne and Laramie County rely heavily on the local option 1% sales and use tax for road and street improvements and maintenance. The optional 1% sales and use tax provides more than 73 percent of the City's dedicated funding for road and street improvements and maintenance. The tax provides about 58 percent of the County's dedicated funding for roads and streets. Under current Wyoming Statutes, the optional 1% tax must be approved by voters every four years. As long as the public continues to support this tax for road and street funding, the City and County will be able to fund at least their most urgent transportation improvements and maintenance needs. However, there is some risk that at some point in the future the public may fail to approve the tax. If that should happen, both the City of Cheyenne and Laramie County would be unable to maintain their existing roadway systems, let alone construct improvements.

A tentative four-year development plan of projects will be needed every four years for the optional one percent sales tax election. A future capital facilities tax would also require a general plan for development of any transportation and utility projects to be funded. Projects proposed for funding through the optional sales and use tax or the capital facilities tax must not only meet the technical and other criteria but must have broad public support as well. Otherwise, the public may reject those funding sources at the polls.

A detailed forecast of available funding for transportation projects would not need to be updated every year. This forecast should be updated whenever major sources of funding change (e.g. new federal transportation bill, new local option tax approval, increase in state motor fuel tax, etc.). Given the uncertainty in federal funding sources at the present time, it is difficult to forecast those revenues. Table 7 provides a forecast of available dedicated revenues available for transportation projects over the next five years (assuming that government policies will remain the same). This type of forecast will be needed for the annual TIP update. Funding forecasts and project cost estimates will be needed to schedule projects for upcoming optional 1% (every four years) and potential capital facilities tax votes.

**Table 7. City of Cheyenne and Laramie County
Road and Street Funding Forecasts (\$000s)**

Funding Source	1998	1999	2000	2001	2002	5yr-Totals
Gas Tax	530	534	538	543	547	2,692
Special Fuels	153	156	160	163	167	799
Optional 1% S&U	3,843	3,881	3,920	3,959	3,999	19,602
STP-Urban	708	708	708	708	708	3,540
Cheyenne Total	5,234	5,279	5,326	5,373	5,421	26,633
Gas Tax	252	254	256	258	260	1,280
Special Fuels	292	299	305	312	319	1,527
Optional 1% S&U	1,605	1,621	1,637	1,653	1,670	8,186
SC-CFM (State)	629	619	626	631	633	3,138
County Total	2,778	2,793	2,824	2,854	2,882	14,131

Sources: PIC estimates; WYDOT (Gas Tax, Special Fuels and SC-CFM).

4.5 Project Planning and Studies

Upon completion of the funding analysis and the priority ranking process, the City and County Planning Staffs would be responsible to begin conducting planning studies, conceptual design and preparing technical reports (and environmental analyses when necessary) for any new highly ranked projects. It will be necessary at this stage to develop more detailed cost estimates for each project by major funding category which might be completed within ten years, given available funding. For the highest ranking projects, it will be necessary to finalize route selection and obtain right-of-way (for new construction) and to begin preliminary or final engineering.

The City and County Planning Staffs and Public Works Directors would recommend projects for funding with federal funds, optional sales and use tax revenues or other revenues. While project studies are being prepared, other funding sources should be considered for different types of projects which may be eligible. A variety of potential funding sources for different types of projects are described in the Innovative Finance Section of this report. For certain sources of funding, it will be necessary to prepare grant applications. Many grant application processes will require as much as a year of lead time before funding may be available for the project. After all available funding is known for a particular year, selection of projects for the annual TIP could be a straight-forward process of matching available funding with prioritized projects.

The Policy Committee would then be responsible for approval of recommended projects from the priority-ranked list of projects for the Transportation Improvement Program (TIP). The TIP would include projects to be funded with Federal STP Funds, Federal Planning Funds, optional sales and use tax and other funding sources. In order to allow the public and other interested parties an opportunity to comment on the annual TIP, it should be approved by the ChATPP Citizens' Advisory Committee (the Cheyenne/Laramie County Planning Commission) at their regular advertised meetings.

4.6 Scheduling of Projects

To effectively schedule projects for the TIP, funding availability for the various stages of project development must be considered. This is especially important for construction of new roads and streets where acquisition of right-of-way is involved. Following is a listing of the typical phases of development for a new road project:

- Identify Need
- Planning Study/Route Selection
- Preliminary Engineering
- Obtain Right-of-Way
- Design Engineering
- Project Construction

Coordination of project scheduling with the Cheyenne Board of Public Utilities (BOPU) and Cheyenne Light, Fuel and Power (CLFP) should continue. The TIP already includes a listing of BOPU water and sewer projects planned for the next four years. This coordination is an important application of the "3C" (Continuing, Cooperative and Comprehensive) planning process. Coordination with utilities is essential to minimize unnecessary costs of road and street repairs caused by utility maintenance and improvements, especially on new transportation improvements and reconstruction projects. The existing Technical Committee may be used to continue and improve existing project coordination through effective communication. A practical time for coordination of project scheduling among the City, County, BOPU and CLFP would be in the fall and winter when specific plans are being made for improvements during the next construction season.

A tentative four-year development plan of projects is needed every four years for the optional one percent sales tax. A future capital facilities tax would also require a general plan for development of any transportation and utility projects to be funded. The actual scheduling of those projects must then include appropriate coordination among the City, County and local utilities.

5. INNOVATIVE FINANCE

The impetus for this section of the report is the inadequacy of existing sources of funding for maintenance and improvement of the Cheyenne area transportation system. The City of Cheyenne and Laramie County are stretching available funding as far as they can. The City has developed a pavement management system to increase the efficiency of its street maintenance program. The City and County must both focus on arterials and collectors (higher volume roads) while less traveled roads continue to deteriorate. The City has increased its coordination with local utilities to coordinate improvements, reduce street cuts and other maintenance costs. Continued coordination of improvements with utility companies, developers and others working within the public right-of-ways can reduce long-term maintenance costs. However, all of these efforts have not been sufficient to provide enough funding to adequately maintain and improve the area transportation system for its growing population.

Funding for maintenance and improvement of the Cheyenne area transportation system is currently less than adequate. A comparison of available dedicated funding from Table 7 (extended to twenty years) and estimated project costs for City and County projects in Tables 1-3 indicates a shortage of about \$4 million to \$7 million over twenty years. However, Laramie County cannot spend all of its road and street funds within the Cheyenne area. The amount of funding currently available for the maintenance of roadways in the Metropolitan Planning Area is well below the level needed to maintain the system at its current level. Also, project costs are increasing at a faster rate than revenues. In addition, the current twenty-year list of projects does not include all projects that will have to be constructed over the period. Emergency situations, natural disasters, changes in development patterns, political considerations and other factors will necessitate additional projects which are not yet being planned. The need for additional maintenance spending and new projects will add significantly to the current funding shortfall. The City's interest in beautification, while enhancing the community, has added to the cost of projects above the rate of inflation.

A number of City streets and County roads in the area were constructed during the 1950s and 1960s and are now nearing the end of their useful lives. Maintenance costs are increasing and very little funding is available for reconstruction of those roadways. WYDOT is experiencing similar problems with the State Highway System. Additional funding is needed now at all levels (State, County and City) just to maintain roadways at their current condition. The proposed five-cent increase in the State's motor fuel tax with the current share designated to counties and cities would have increased State and local fuel tax revenues by 63 percent. A local option motor fuel tax could provide a much needed increase in funding for transportation maintenance and improvements. WYDOT, Laramie County and the City of Cheyenne (as well as other local governments in Wyoming) are all in need of additional transportation funding.

The 1991 *Wyoming Road Systems Study* conducted by De Leuw, Cather and Company identified a statewide shortfall of \$105 million per year in 1991 dollars. "This shortfall includes only high and medium priority needs which exhibit positive economic rates of return and, if funded, will improve the transport competitiveness of the State of Wyoming." If the State's roadways had experienced no additional wear since 1991, the annual shortfall would have increased to about \$122 million in 1997 dollars. The result of the Wyoming Legislature's inaction on this problem has resulted in increased reconstruction costs which are unfundable, a deterioration of the State's roadway system, and increased transportation costs for vehicle operators. The situation for WYDOT, Laramie County and Cheyenne can only be expected to worsen without additional funding for roadway maintenance and improvements.

An alternative to increased transportation funding for WYDOT, Laramie County and the City of Cheyenne would be to reduce the tolerable standards for road and street surface conditions. Another alternative to reduce the cost of construction and maintenance of roads and streets would be to lower the design standards for new construction. Design standards and speed limits could be reduced on many roads and streets to be more appropriate for existing uses (especially for local streets). Construction and maintenance costs would be reduced by reducing the width of streets. It would be a number of years before reductions in maintenance costs would be realized, but reducing design standards could be considered as a partial solution to the funding shortfall.

5.1 Innovative Sources of Transportation Financing

PIC has evaluated a number of potential sources of funding for road and street projects. It would be beneficial for the City and County Planning Staffs to consider these potential sources of innovative financing for specific projects. Any projects which might be funded through these sources will allow the City and County to complete additional high-priority maintenance and improvement projects with existing funding sources. The information in Table 8 provides a summary of the innovative funding sources evaluated for the Cheyenne MPO. It should be noted that many of the funding sources identified through WYDOT are funded through the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA) which only provides funding through the current fiscal year. It is impossible to know at this time whether any or all of the special federal funding programs in ISTEA will continue with the next federal Transportation Funding Bill. An evaluation of the potential application of the FHWA TE-045 financing mechanisms is presented in the Section 5.2.

Table 8. Summary of Innovative Finance Mechanisms

Innovative Financing Program	Brief Description
Wyoming Farm Loan Board	Competitive State grant & loan program.
Developer Fees & Requirements	Based on planning & zoning regulations.
Capital Facilities Tax	Sales & use tax requires voter approval.
WYDOT IR & TEAL Programs	Competitive grant programs for special projects.
Other WYDOT Funding Programs	Federal funding for safety, bridge or other projects.
Special Funding Districts	Drainage, transportation or other improvements.
Regional Transportation Authority	County-wide entity to promote & develop transportation.
Abandoned Mine Lands	Competitive grant program for public facilities.

A brief description of each of these innovative road and street financing mechanisms is provided below followed by a discussion of their potential application to road and street projects in the Cheyenne Metropolitan Area.

1. State Farm Loan Board: The Wyoming Farm Loan Board administers a competitive grant and loan program with a portion of the State's share of federal mineral royalties and coal lease bonus payments. Wyoming counties, cities, towns, special improvement districts and other public agencies may request up to 50% matching grant funding for a variety of public projects including roads, sewer and water. An

applicant seeking funding for a project must demonstrate that it will meet one of three criteria: (1) planning, construction, acquisition, improvement or replacement of essential public services; (2) alleviate an emergency situation relative to an essential public service; or (3) comply with a state or federal mandate relative to an essential public service. The Farm Loan Board Rules and Regulations define *essential public services* as: "...a public service facility owned by the applicant and available for use by the general public including: water and sewer projects, street and road projects, solid waste projects, acquisition of emergency vehicles, public administration buildings, health care facilities, senior citizen centers, jail and detention facilities, facilities needed to provide services to the disabled and similar facilities authorized by the Board." They define an *emergency situation* as: "...a direct and immediate threat to health, safety or welfare." Due to the competitive nature of the program and the limited funding available in comparison to the amounts requested, it would be difficult to receive grants in excess of \$750,000 for a single project. A substantial local match of at least 50% is also required on most projects. A higher local commitment of matching funds may demonstrate the importance of a project to the Board. If multiple applications are submitted at one meeting of the Board, the applicant must establish a priority ranking of the projects. Joint Powers Act Loans are also available through the Farm Loan Board as an alternative to other debt financing. However, interest rates on those loans may not be competitive.

Potential: The City of Cheyenne and Laramie County have been successful in utilizing the Farm Loan Board Grant Program. Both should continue to seek matching grants with an emphasis on projects which will serve a large percentage of the local population. The Capitol Avenue reconstruction would serve a large portion of the local population and provide access to many State Government offices for all Wyoming residents. The remaining phases of the Pershing Boulevard reconstruction would also serve a large percentage of the local population. Applications must include a full description of the project, including costs for each phase of construction and a description of the method used to estimate costs.

2a. Developer/Private Funding: *The Cheyenne and Laramie County Road and Street Planning and Design Standards* require developers to plan, design and construct collectors and local streets to specific standards. The governing body is responsible for the planning, design and construction of arterials. The location of arterial and collector streets is governed by the Cheyenne Area Master Transportation Plan. If the roads constructed by the developer pass inspection, they are accepted by the City or County as public roads.

Potential: The City and County should adopt a general policy that new developments should pay their own way. This is partially being done through the requirement that developers construct local and collector streets for new developments. However, construction of new arterial streets (without a substantial contribution from new developments) places a heavy burden on residents of already developed areas of the Cheyenne area. Given the shortage of available funding for road and street maintenance and construction, it seems equitable for residents of new developments to pay a larger share of new road construction for which they will be the primary beneficiaries. New developments may require other improvements as well such as traffic control, intersection or interchange improvements, additional parking, etc. The City and County should expand the type of improvements required to be provided or funded by developers.

2b. Street Oversizing Fees: A number of municipalities charge oversizing fees for roads and utilities. Street oversizing fees are typically assessed on all new residential, commercial and industrial developments in order to fund the municipality's cost of serving new developments with higher volume arterial streets. A city may use funds in a street oversizing fund to reimburse developers for the incremental cost of constructing arterials versus collectors (which they are already required to construct in Cheyenne).

However, it may be preferable for the City to use those funds to construct its own arterial streets. In the latter case, the developer(s) would be required to contribute the cost of constructing a collector to the city. Oversizing fees could also be expanded to cover other types of improvements such as those mentioned in 2a, above.

Potential: It is recommended that the City of Cheyenne and Laramie County seriously consider adopting some type of street oversizing fee schedule for new residential, commercial and industrial developments. These fees need not cover the entire additional cost of constructing new arterial streets but should cover at least a portion of those costs. The fees should be used by the City and County to construct their own arterial streets. Lack of these fees allows residents of newly developed areas and/or developers to benefit at the expense of residents of already developed areas of the city. At the very least, the City and County should require developers to set aside and dedicate sufficient right-of-way for streets which are projected to become arterials so that if they are upgraded in the future, the City or County would not have to purchase additional right-of-way to widen the roadway. The City and County could consider expanding this type of development fee to other types of improvements required as a result of new developments.

3. Capital Facilities Tax: Wyoming counties may impose an additional 1% sales and use tax for the planning, construction, equipping or debt service for specific capital projects approved by local electors. The County Commissioners and at least two-thirds of the incorporated municipalities within the county must adopt a resolution approving the proposition to be placed on the ballot and the procedures to be used in the election. The voters of Laramie County rejected the last capital facilities tax (CFT) which included numerous recreation projects and a limited number of other public facility projects. Two previous CFTs were approved by County voters for a new County Law Enforcement Center and for a new County Courthouse, City/County Health Building and other capital projects.

Potential: A substantial advantage of the CFT is that tourists and other visitors to Laramie County would pay a substantial portion of the tax. Laramie County voters have been willing to tax themselves for necessary capital facilities in the past. This source of funding should not be relied upon as a steady source of transportation improvement funding but may be used occasionally for large, expensive projects with broad community support. This tax can also be an important source of funding for transportation improvements in the smaller communities in Laramie County. Projects which might be funded through a future CFT include the Norris Viaduct reconstruction, LEADS Phases I and II, and Missile Drive intersections with 19th and 20th.

4a. WYDOT Industrial Road Program: A limited source of funding for roads which provide access to industrial facilities is the WYDOT Industrial Road (IR) Program. A maximum of \$200,000 is available per project from the IR Program with a 50 percent local match which cannot be matched with other State or federal road funds. A county is only eligible for one IR grant per biennium. However, some counties have been successful at phasing projects over two bienniums in order to receive a total project maximum of \$400,000. Funding is allocated through a competitive application process.

Potential: Although funding is realistically limited to \$400,000 per project (through creative phasing), IR funds could stretch other local funding for the LEADS Phase I Project. Optional 1% or developer funding could be used to match the IR funds for any project which provides access to an industrial facility.

4b. WYDOT TEAL Program: A limited source of funding for eligible transportation enhancement activities is the WYDOT Transportation Enhancement Activity - Local (TEAL) Program. A maximum of

\$500,000 in federal funds are available per project on a cost reimbursement basis. The TEAL Program requires a 20 percent local match which cannot be matched with other federal road funds. The Program allocates funding on an annual competitive application basis. The City of Cheyenne or Laramie County may apply for TEAL funding but multiple project applications from the Cheyenne area would have to be prioritized. Applicants should be able to demonstrate public support for a project and need to include a detailed budget for all phases of the project. Transportation enhancements funding is also available for WYDOT projects constructed in urban areas on State Highways. This funding must be requested through the District Engineer and must go through WYDOT's programming process.

Potential: Eligible transportation enhancement activities do not include road or street construction or reconstruction. However, TEAL funds can be used to enhance a road construction or reconstruction project by funding landscaping or streetscaping associated with a project (e.g. the Capitol Avenue reconstruction project). Other eligible activities include: pedestrian and bicycle pathways; acquisition of scenic easements, scenic or historic sites; scenic or historic highway programs; landscaping and other beautification; historic preservation; rehabilitation and operation of historic transportation buildings, structures or facilities; preservation of abandoned railway corridors; control and removal of outdoor advertising; archeological planning and research; and mitigation of water pollution due to highway runoff.

5. Special WYDOT Funding Programs: ISTEA either continued or created separate allocations for certain types of transportation projects such as safety, bridge replacement and rehabilitation, and congestion mitigation. Limited funding is available for safety studies through the Section 402 State and Community Grants Program. Other safety funds are available for engineering and construction of safety improvements (hazard elimination) and for railroad crossing structures or protective devices in the Cheyenne urban area. The City or County may submit proposed safety projects through an application process which would go through the WYDOT safety management system for potential funding. A similar competitive application process is available for off-system bridge replacement or rehabilitation. Typically a bridge must have a sufficiency rating below 50 percent to qualify for the Bridge Replacement Off-System (BROS) Program. Funding is quite limited for both of these programs. A very limited amount of funding may be available for congestion mitigation projects (such as street widening, acceleration or deceleration lanes, etc.) in the Cheyenne urban area.

Potential: Although funding for these WYDOT Programs is quite limited, they are another possible source of funding for certain types of projects. The BROS Program is a good potential source of funding for the Norris Viaduct (after its sufficiency rating falls below 50 percent). Any high priority projects which can be defined as safety improvements or railroad crossing improvements could be submitted to WYDOT's safety management system for potential funding (e.g. Evans Avenue curve straightening and the Missile Drive intersections with 19th and 20th Streets).

6a. Special Improvement Districts: Special improvement districts can be established within a county or municipality for the purpose of constructing streets, curbs, gutters and utilities. Funding would be raised by selling bonds which would be repaid through assessments on real property within the district. Provisions to form a special district are rather cumbersome and formation of a special district may well be opposed by those whose property would be assessed.

Potential: A special transportation district (or other special district) has the greatest potential for construction of infrastructure improvements which will benefit only a small number of property owners. An example might be paving of a County road which provides access to a particular new subdivision. If the property owners objected to the formation of a special district, the road could

remain unpaved. This funding source may also be used to provide sidewalks, curb and gutter and drainage improvements.

6b. Drainage Utility Districts: The City of Cheyenne may form a surface water drainage utility to provide for public needs in the area of surface water drainage management. Laramie County may also form a drainage utility for the unincorporated area of the county. The functions of a drainage utility include: designing, planning, construction, reconstruction, acquisition, operation, improvement, extending or maintaining a surface water drainage system. The City of Cheyenne may establish a surface water drainage utility through a City ordinance or Laramie County may establish a drainage utility by resolution. The utility may be administered by the governing body, a joint powers board, other board (such as the Board of Public Utilities) or another entity. The drainage utility may assess service charges for the operation of the utility or may issue bonds which would be repaid through service charges. Drainage utilities may be funded with general and special funds, revenue or other bonds and other forms of indebtedness, service charges or a combination of these source, subject to voter approval.

Potential: While a drainage utility could not fund transportation maintenance or improvements, it could fund the portion of transportation projects which is directly related to surface water drainage. The Ongoing and Special City & County Projects section of the Updated 20-year Project List includes \$18 million for storm water and storm sewer drainage projects in addition to the \$6 million for Allison Draw drainage improvements. A drainage utility could provide a source of funding for these necessary projects. However, voter approval would be required for funding of a drainage utility.

7. Regional Transportation Authority: A transportation authority may be established by resolution of the Laramie County Board of Commissioners for the promotion and development of regional ground and air transportation. Such an authority was suggested in the 1994 Cheyenne Area Master Transportation Plan for the Cheyenne Transit Program. Funding could be raised by assessing up to one-half (1/2) of a mill on the total assessed valuation of the County, subject to voter approval. This type of entity may receive grants and loans from state or federal agencies as well.

Potential: A Laramie County transportation authority could be established to benefit the road and street system, the Transit Program or both. Based on 1996 assessed valuation in Laramie County, a levy of one-half mill would raise about \$188,000. This amount of revenue would not substantially improve the County's ability to maintain or improve its road system.

8. Abandoned Mine Lands (AML) Funds: The Abandoned Mine Lands Division of the Department of Environmental Quality administers an annual competitive grant application process. To establish eligibility as a *Community Impacted by coal or mineral mining*, an applicant must demonstrate that either (1) coal or mineral mining has contributed a significant portion (at least 20%) to the local economic base prior to and since 1977 or (2) coal or mineral mining has significantly impacted (at least 20%) local tax revenues and services prior to and since 1977. Unfortunately, it is questionable whether the City of Cheyenne or Laramie County could meet either of these eligibility criteria. The Union Pacific and Burlington Northern rail crossings of major roadways should be evaluated and this source of funding investigated for the required improvements. Coal trains comprise a substantial proportion of rail traffic through Cheyenne and Laramie County.

5.2 FHWA TE-045

This Section of the report outlines the mechanisms for innovative finance which were or are being evaluated under the Federal Highway Administration's (FHWA) Test and Evaluation 045 (TE-045) Program. PIC has also evaluated the potential application of these funding mechanisms for road and street improvements for the City of Cheyenne or Laramie County.

Table 9. Summary of FHWA TE-045 Innovative Finance Mechanisms

Investment Tools	Cash Flow Tools
Flexible Match*	Post-ISTEA Advance Construction*
Title 23, Section 129 Project Loans*	Partial Conversion of Advance Construction*
ISTEA Section 1044 Toll Credits*	Phased Funding
Reimbursement of Bond Financing Costs*	Tapered Match
*Techniques have now been approved as standard features of the Federal-aid program, either by law (National Highway System Designation Act of 1995) or by administrative action.	

The TE-045 initiative had four primary objectives: 1) Increase investment in infrastructure; 2) Accelerate projects which would otherwise be delayed; 3) Promote the use of ISTEA financial provisions; and 4) Establish a basis for future legislation at the national and state levels. A brief description of each of the TE-045 innovative finance mechanisms is provided below. This is followed by a discussion of their potential application to road and street projects in the Cheyenne Metropolitan Area.

1. Flexible Match: This innovative financing mechanism allows the value of private and certain local (and other) contributions to directly offset the State share of project financing. It is possible for a private (or other) contribution to entirely satisfy the non-Federal matching requirement. Because the benefits of private contributions accrue wholly to the State, this mechanism can increase a State's incentive to actively seek private partners.

Potential: This mechanism could be used by the City to allow the use of developer- or other-funded improvements to match federal funds on certain projects. Flexible match was used by WYDOT for an interpretive signing project on the Buffalo Bill Cody Scenic Byway. This project allowed the use of US Forest Service funds to match Federal Highway funds.

2. Section 129 Loans: Section 1012(a) of ISTEA amended Section 129 of Title 23 of the U.S. Code to permit States to obtain Federal reimbursement for loans they made to toll projects. States may initiate reimbursable loans to any project with a dedicated revenue stream (not necessarily tolls).

Potential: This mechanism has little potential for the Cheyenne MPO. However, if a Special Improvement District were initiated to fund a transportation improvement, this mechanism might be used through an agreement with WYDOT.

3. ISTEA Section 1044 Toll Credits: Section 1044 of ISTEA allows States to apply the value of certain highway expenditures funded with toll revenues toward the required state match. States must demonstrate a maintenance of effort in order to qualify.

Potential: It's difficult to envision a situation where the Cheyenne MPO might use this flexible funding mechanism.

4. Reimbursement of Bond Financing Costs: Federal-aid funds may now be used to reimburse the cost of retiring the principal, interest, issuance and administrative costs for eligible projects.

Potential: If the Cheyenne MPO were to issue bonds in order to fund a major (eligible) project, all of the costs involved would be eligible for Federal reimbursement. It is most likely that the reimbursement of bond financing costs would have to come out of Cheyenne's STP-U allocation.

5. Post-ISTEA Advance Construction: States may use State and local funds to construct projects while still preserving project eligibility for future Federal-aid reimbursement. This Federal reimbursement may extend into the next authorization period, assuming that Federal-aid apportionments continue beyond the end of ISTEA. (States must limit their use of advance construction to their unobligated balance of apportioned funding and three years of anticipated funding.

Potential: If the State or the MPO had funding available for transportation improvements beyond that necessary to match current Federal-aid, this mechanism could be used to construct projects more quickly, in anticipation of future Federal funding.

6. Partial Conversion of Advance Construction: States may obligate funds for advance construction projects in a phased fashion, such that amounts obligated approximate the amounts actually expended in a given year. Federal funds are not committed until their obligation.

Potential: Similar to #5, above, this mechanism may allow large projects to begin before Federal-aid is available for the entire project.

7. Unapproved Strategies: Three innovative financing strategies which have not yet been approved for general use have been evaluated during the TE-045 initiative: 1) Phased Funding, which is no longer being tested; 2) Tapered Match - allows states to vary the matching percentage each year on large projects as long as the total matching rate is adequate, which remains experimental; and 3) STP Simplification - allows states to bundle STP projects together rather than handling each project separately, which also remains experimental. It is questionable whether any of these mechanisms will continue due to Congressional concerns.

8. State Infrastructure Banks: The pilot program under the NHS Designation Act which Federally-capitalized State-operated banks in ten states (Wyoming was not included) will offer an opportunity to test a range of financing strategies, including conventional loans, subordinated loans, low- or no-interest loans, interest rate subsidies, letters of credit, capital reserves for debt financing and lease/purchase financing.

Potential: Wyoming is part of a group of States which have applied to FHWA to set up a multi-State infrastructure bank compact. If the pilot program is approved, the infrastructure bank could provide a source of debt financing for City or County projects which could be less complex or costly than bond financing.

WYDOT had an innovative finance project approved for the placement of signs along the Buffalo Bill Cody Scenic Byway (U.S. 14-16-20) in Park County. The innovative finance mechanism involved was the use of Federal funds (Forest Service Capital Improvement Funds) to match Federal Highway Funds on the project. According to FHWA, MPOs in Colorado and Wyoming have not undertaken any innovative

financing projects utilizing the TE-045 tools (Lau, 5/5/97). Most of the TE-045 projects in the country have been undertaken by state transportation departments.

Unfortunately, for the Cheyenne MPO, the innovative financing tools are not accompanied by increased federal funding for transportation improvements. Some of the mechanisms have the potential to accelerate development of important or large-scale projects (e.g. advance construction or partial conversion). Other tools may allow private or other funds to be used in place of typical local or state matching funds (e.g. flexible match). Still other tools make debt financing a more attractive funding mechanism than it may have been (e.g. section 129 loans). In summary, the innovative financing mechanisms included in the TE-045 initiative were designed for use by state Transportation Departments. Their primary application for the Cheyenne MPO would be for federally funded projects through WYDOT.

5.3 Funding Summary and Recommendations

Funding for the Cheyenne area transportation system from current sources is less than the level needed for its adequate maintenance and improvement. A substantial majority of the Cheyenne area's growing population (almost two-thirds) indicated a need for at least some improvement in City street maintenance in the City of Cheyenne Citizen Surveys conducted in 1995 and 1996. The City and County both rely heavily on the optional one percent sales and use tax for transportation improvement and maintenance funding (see Table 5). A number of other cities and counties in Wyoming also rely on this source of funding. It would be advantageous for the Wyoming Association of Municipalities (WAM) and the Wyoming County Commissioners Association (WCCA) to lobby the Legislature to allow for permanent adoption of the optional sales and use tax. This would reduce the risk of losing the most important source of funding for road and street maintenance. Also, WAM and WCCA should lobby the Legislature to enable municipalities or counties to levy a local option motor fuel tax to be used only for road and street maintenance or improvements. This would give municipalities and counties in Wyoming another relatively stable source of funding for roads and streets which would be funded by in-state and out-of-state road users.

The City of Cheyenne and Laramie County should continue to require developers to construct collector and local streets in new developments. Developers should be required to dedicate enough right-of-way to the City or County for construction of arterial streets where they might eventually be needed and to pay the portion of the construction cost of the arterial which would have been incurred by constructing a collector street. The City and County should also implement some type of oversizing fee schedule for streets and other improvements needed to serve new residential, commercial and industrial developments. These fees could be used to fund at least a portion of the cost of constructing new arterial streets.

The City and County Planning Staffs should attempt to utilize the other sources of road and street funding presented in this Report to the maximum extent possible. Any projects which might be funded through these sources will allow the City and County to complete additional high-priority maintenance and improvement projects with existing funding sources.

6. AVAILABLE PROJECT INFORMATION

The following Tables exhibit the type of planning information available for the high and medium priority roadway projects planned by the City of Cheyenne and Laramie County. These projects are planned for development within the Metropolitan Planning Boundary over the next twenty years.

Table 10. City of Cheyenne Project Information

PROJECT NAME AND LOCATION	PROJECT INFORMATION AVAILABLE AND SOURCE
Crow Creek structure on 1st Street between Waltersheid Boulevard to Morrie Ave.	Design is complete (1% Construction Office). Scheduled for construction in 1998.
Storey Blvd. extension and construction between Sycamore and College including the reconstruction of the Storey Blvd. and Powderhouse intersection	Environmental Analysis complete and FONSI issued (available in ChATPP Office).
15th Street reconstruction between Pioneer Ave. and Bent Ave. and Bent Ave. between 15th St. and Lincolnway, Bid Letting 1997	Plans are 85% complete. Bid letting scheduled after completion of WYDOT Lincolnway project.
Ridge Road reconstruction between Dell Range Blvd. and Carla; Riding Club Road reconstruction between Yellowstone and Ridge. Joint City/County/State Project, 1997.	Under contract for construction.
Converse Avenue construction between Ogden and Storey Blvd.	Environmental Analysis complete and FONSI issued (available in ChATPP Office).
Pershing Blvd. reconstruction between House Ave. and Pioneer Ave. 1997	Under contract for construction.
Morrie Ave. reconstruction between 20th Street and 15th Street	Conceptual plan completed (ChATPP Office).
Norris Viaduct reconstruction and realignment to connect onto 5th Street (2 blocks east of existing connection).	Conceptual plan underway (ChATPP Office).
5th Street upgrade and reconstruction west to Morrie and Morrie Ave. upgrade and reconstruction between 5th & 1st.	See Norris Viaduct project.
Evans Ave. reconstruction and curve straightening near 4th Avenue	Conceptual plan underway.
Capitol Ave. reconstruction from Lincolnway to 20th Street including streetscape (coordinated with BOPU).	Plans are 65% complete. Need to identify funding source prior to final design.
Yellowstone and Dell Range access management study/improvements.	Access management study underway (ChATPP Office).
Upgrade traffic control computer system.	Study underway by City Traffic Department.
Pershing Blvd. reconstruction from Pioneer to Snyder.	Plans are 35% complete. Scheduled for construction in 1999.
Deming and Waltersheid reconstruction between Ames and Fox Farm.	Conceptual plan underway (ChATPP Office).
LEADS Phase I - Includes the reconstruction of the Campstool and College Drive intersection. Joint City/County/WYDOT (Developer will fund realignment.)	Conceptual plan completed (ChATPP Office).

Table 10. City of Cheyenne Project Information

PROJECT NAME AND LOCATION	PROJECT INFORMATION AVAILABLE AND SOURCE
9th Street upgrade and reconstruction from I-180 to Deming. This will include a new structure over Crow Creek to accommodate the Greenway and drainage needs.	Greenway Master Plan (Engineering Department).
Morrie Ave. reconstruction between Pershing Blvd. and 20th Street	Conceptual plan completed (ChATPP Office).
Prairie Avenue reconstruction between Dell Range and Hoy with drainage improvements and Greenway separation.	No plan available at this time.
Capitol Ave. reconstruction from 20th to 24th Street.	Proposed streetscape plan (DDA).
Omaha Rd. reconstruction between Henderson and Ridge	No plan available at this time.
5th Street Intersection at Warren Avenue reconstruction for truck access.	No plan available at this time.
Seminole/Weaver/Melton reconstruction with drainage improvements and Greenway underpass.	No plan available at this time.
19th and 20th intersection with Missile Drive reconstruction.	Dated conceptual plan complete, needs to be updated (ChATPP).
Weaver Road at Dry Creek reconstruction and improvement with Greenway underpass.	Greenway Master Plan (Engineering Department).
Pershing Blvd. reconstruction between Dunn and Salem.	Plans are 35% complete, (west end of reconstruction).
Pershing Blvd. reconstruction between Salem and Converse.	No plan available at this time.
LEADS Phase II - Includes the construction of Christensen Road between I-80 to Pershing Blvd. Joint City/County/WYDOT.	Campstool/Christensen plan complete. Centerline survey complete (ChATPP).

Table 11. Laramie County Project Information

PROJECT NAME AND LOCATION	PROJECT INFORMATION AVAILABLE AND SOURCE
Avenue "C" construction and reconstruction from College to Murray Road. 1997.	Preliminary investigation completed for SC-CFM requirement.
Christensen Road construction between East Pershing and US 30.	No plan available at this time.
Christensen Road construction and reconstruction from US 30 to Four Mile Road. 1997.	Under contract for construction.
South Cheyenne Streets new pavement (York, Plum, 1st, Murray, Artesian, "B6," and Avenue "C"). 1997.	Under contract for construction.
Whitney Rd. construction and reconstruction between Dell Range and Riding Club Road	No plan available at this time.
Whitney Rd. new construction from Beckle to four Mile Rd.	No plan available at this time.
Four Mile Road construction and reconstruction between College and Christensen.	No plan available at this time.
Division Avenue construction from College Drive to Wallick Road and Wallick from Division to South Greeley.	No plan available at this time.
Riding Club Road construction between Ridge and Whitney.	No plan available at this time.

Table 12. Ongoing and Special City & County Project Information

PROJECT NAME AND LOCATION	PROJECT INFORMATION AVAILABLE AND SOURCE
Ongoing maintenance on all city and county roadway within the Metropolitan Planning Area	Cheyenne pavement management system.
Storm water drainage improvements to include bridges over waterways. This will include Greenway considerations whenever appropriate.	Drainage Master Plan
Storm Sewer improvements on local streets	Drainage Master Plan
Allison Draw drainage improvements, Phase I. Includes all drainage improvements on the LCCC property, 1997.	Under Contract. Allison Draw Watershed Project Master Plan.
Allison Draw Drainage improvements, Phase II. Includes property acquisition and relocation (\$1.5 million) and draw construction (\$1 million) 1998-2000.	Allison Draw Watershed Project Master Plan.
Allison Draw Drainage improvements, Phase III. Includes additional construction, 1999-01	Allison Draw Watershed Project Master Plan.
Intermodal Facility at City Center Parking Lot. To include downtown employee and long-term parking garage, Cheyenne Transit Program transfer center, Amtrak Depot Office, Interstate and Intrastate Bus Depot, Charter Bus drop off, airport transfer, taxi, bike racks, etc.	Architectural plan completed.
Parking Structure for State Employees at Parking Lot in block west of the Capitol	Planning is underway (Joe Mckee).
Site Safety Improvements at various intersections in the area	
Miscellaneous local and collector systems as development occurs	

7. PROPOSED TRANSPORTATION IMPROVEMENT PROGRAMS

This section provides proposed 5-year transportation improvement programs for both the City of Cheyenne and Laramie County. These improvement programs include project schedules and proposed funding sources for each project. In future years, transportation improvement programs will be developed according to the process described in Section 4. This will include technical analysis, management systems, priority ranking of projects and financial analysis. PIC prepared the following Tables for the City of Cheyenne and Laramie County as examples of the output of the programming process.

Table 13
Summary of City of Cheyenne Projects and Funding Projections
 5-year Transportation Improvement Program

STP-Urban Funding		Estimated Cost Per Year				
Project Name And Location	1998	1999	2000	2001	2002	5-yr Totals
(1)Storey Blvd. extension and construction Phase 1 & 2	1,778,000					1,778,000
Converse Avenue between Ogden and Storey Blvd.			852,000			852,000
Storey Blvd. extension and construction Phase 4				1,000,000		1,000,000
Total STP-Urban Projects	1,778,000	0	852,000	1,000,000	0	3,630,000
Estimated Funding Available	708,000	708,000	708,000	708,000	708,000	3,540,000
Excess or (Shortfall)	(1,070,000)	708,000	(144,000)	(292,000)	708,000	(90,000)

Optional 1% Sales and Use Tax

Project Name And Location	1998	1999	2000	2001	2002	5-yr Totals
Storey Blvd. right-of-way acquisition	350,000					350,000
(2)Crow Creek structure on 1st Street		640,000				640,000
(3)15th Street reconstruction	670,000					670,000
Morrie Ave. reconstruction engr & right-of-way	100,000					100,000
Morrie Ave. reconstruction, 20th Street to 15th Street.			670,000			670,000
(4)Capitol Ave. reconstruction Lincolnway to 20th Street		943,000				943,000
Capitol Ave. reconstruction from 20th to 24th Street.					282,000	282,000
Evans Ave. reconstruction and curve straightening				600,000		600,000
Pershing Blvd. reconstruction Phase 5A			1,321,000			1,321,000
9th Street bridge replacement at Crow Creek with Greenway				600,000		600,000
Deming and Waltersheid reconstr Ames to Fox Farm.		1,400,000				1,400,000
North Industrial Road College to Campstool - LEADS Phase 1				850,000		850,000
Prairie Avenue reconstruction Dell Range to Hoy					500,000	500,000
5th Street intersection reconstruction at Warren Ave		300,000				300,000
Seminole/Weaver/Melton reconstr. & drainage improvements					600,000	600,000
Omaha Road reconstruction Lincolnway to Ridge					730,000	730,000
Miscellaneous drainage projects (incl. Buffalo Ridge)	333,000	333,000	334,000			1,000,000
Ongoing renovations & maintenance on all City roadways	2,000,000	2,000,000	2,000,000	2,000,000	2,000,000	10,000,000
Total Optional 1% Projects	3,453,000	5,616,000	4,325,000	4,050,000	4,112,000	21,556,000
Estimated Funding Available	3,843,000	3,881,000	3,920,000	3,959,000	4,000,000	19,603,000
Excess or (Shortfall)	390,000	(1,735,000)	(405,000)	(91,000)	(112,000)	(1,953,000)

Other Funding Sources (Recommended)

Project Name And Location	1998	1999	2000	2001	2002	5-yr Totals	Funding Source
(1)Storey Blvd. extension and construction Phase 1 & 2	415,000					415,000	SFLB
(2)Crow Creek structure on 1st Street		880,000				880,000	SFLB
(3)15th Street reconstruction			499,000			499,000	SFLB
(4)Capitol Ave. reconstruction Lincolnway to 20th Street		430,000				430,000	SFLB
(4)Capitol Ave. streetscaping Lincolnway to 20th Street		166,000				166,000	TEAL (WYDOT)
Total Other Funding Sources	415,000	1,476,000	499,000	0	0	2,390,000	

Table 14
Summary of Laramie County Projects and Funding Projections
 5-year Transportation Improvement Program (Urban Area Only)

SC-CFM Funding		Estimated Cost Per Year				
Project Name And Location	1998	1999	2000	2001	2002	5-yr Totals
(1)Ridge Road & Riding Club reconstruction	200,000					200,000
(2)Avenue "C" constr. & reconstr., College to Murray			350,000			350,000
(3)Christensen Road constr. & reconstr. from US 30 to Four Mil	250,000					250,000
(4)South Cheyenne Streets new pavement	250,000					250,000
(5)Prosser Road & Allison Draw Culvert		150,000				150,000
						0
Total SC-CFM Projects	700,000	150,000	350,000	0	0	1,200,000
Estimated Funding Available (5-years)	708,000	708,000	708,000	708,000	708,000	3,540,000
Excess or (Shortfall)	8,000	558,000	358,000	708,000	708,000	2,340,000

Optional 1% Sales and Use Tax

Project Name And Location	1998	1999	2000	2001	2002	5-yr Totals
Annual Maintenance Outside Urban Area	705,000	721,000	737,000	753,000	770,000	3,686,000
Annual Maintenance Within Urban Area	900,000	900,000	900,000	900,000	900,000	4,500,000
Total Optional 1% Projects (Urban Area)	1,605,000	1,621,000	1,637,000	1,653,000	1,670,000	8,186,000
Estimated Funding Available (5-years)	1,605,000	1,621,000	1,637,000	1,653,000	1,670,000	8,186,000
Excess or (Shortfall)	0	0	0	0	0	0

Other Funding Sources (Recommended)

Project Name And Location	1998	1999	2000	2001	2002	5-yr Totals	Funding Source
(1)Ridge Road & Riding Club reconstruction	400,000					400,000	ISTEA-Demo
(1)Ridge Road & Riding Club reconstruction	200,000					200,000	SFLB
(2)Avenue "C" constr. & reconstr., College to Murray			350,000			350,000	SFLB
(3)Christensen Road constr. & reconstr. from US 30 to Four Mil	250,000					250,000	SFLB
(4)South Cheyenne Streets new pavement	250,000					250,000	SFLB
(5)Prosser Road & Allison Draw Culvert		100,000				100,000	WEMA
Allison Draw Phase II		700,000	650,000	650,000		2,000,000	CFT
Total Other Funding	1,100,000	800,000	1,000,000	650,000	0	3,550,000	

8. List of Sources

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- Wyoming Statutes Chapters 15, 16, 18, and 39, 1997 Update. State of Wyoming Web Site.

9. List of Acronyms

AML - Abandoned Mine Lands Program
BOPU - Cheyenne Board of Public Utilities
BROS - Bridge Replacement Off-System Program
CFT - Capital Facilities Tax
ChATPP - Cheyenne Area Transportation Planning Process
CLFP - Cheyenne Light Fuel and Power
TE-045 - Test and Evaluation Program #045
FED - Federal
FHWA - Federal Highway Administration
FTA - Federal Transit Administration
IR - Industrial Road Program
ISTEA - Intermodal Surface Transportation Efficiency Act of 1991
ISTEA-Demo - ISTEA funding for demonstration projects on county roads
LEADS (not an acronym) - Laramie County Economic Development Organization
MPO - Metropolitan Planning Organization
NRCS - Natural Resource Conservation Service
PIC - Planning Information Corporation
SC-CFM - State, County, County-Farm-to-Market Program
SFLB - Wyoming State Farm Loan Board
STIP - Statewide Transportation Improvement Program
STP - Surface Transportation Program
STP-U - Surface Transportation Program, Urban Program
TEAL - Transportation Enhancements
TIP - Transportation Improvement Program
USDOT - United States Department of Transportation
WEMA - Wyoming Emergency Management Agency
WYDOT - Wyoming Department of Transportation