



CHEYENNE'S WESTEDGE AREA WIDE PLAN

Envisioning the West Edge A Plan to Ignite Development within Cheyenne's West Edge District

Final October 4, 2016



Acknowledgements

City Council

Ward I

Scott Roybal
Jimmy Valdez
Jeff White
Annette Williams

Ward II

Bryan M. Cook
Mark Rinne
Dicky Shanor

Ward III

Jim Brown
Richard Johnson
Mike Luna

City of Cheyenne

Brandon Cammarata
Logan Graves

Metropolitan Planning Organization

Tom Mason

Planning Consultants

DHM Design
Ayers Associates
dPlan It
Leland Associates
Warehouse 21

Funding Provided

Funding for this project was provided by the City of Cheyenne with assistance from the EPA Area Wide Planning program. Funding was also provide by the Cheyenne Metropolitan Planning Organization (MPO).

A portion of this report has been financed in part through grant[s] from the Federal Highway Administration and Federal Transit Administration, U.S. Department of Transportation, under the State Planning and Research Program, Section 505 [or Metropolitan Planning Program, Section 104(f)] of Title 23, U.S. Code. The contents of this report do not necessarily reflect the official views or policy of the U.S. Department of Transportation.

Table of Contents

Chapter 1: Introduction.....5
 Bringing Development Within Reach5
 Removing Obstacles to Revitalization6

Chapter 2: Existing Conditions.....7
 Context.....7
 Perceptual Impression.....7
 Land Use9
 Zoning Regulations..... 10
 Existing Road Framework.....12
 Significant Buildings14

Chapter 3: Public Involvement.....17
 Edge Fest 2015 Public Kick-Off Meeting.....17
 Key Stakeholder Meetings19
 Precedent Projects Tour.....19
 Civic Commons Park Meetings, June 2016.....19
 Capture West Edge..... 20

Chapter 4: District Planning21
 Proposed Sub-Districts in the West Edge 21
 Sub District Overview 21
 The Civic Place Sub-District..... 24
 The Urban Living Sub-District 26
 The Pedestrian Retail Sub-District..... 28
 The Rail Line Sub-District 30
 The Central Business District..... 32
 Transition Zones Between Sub-Districts 34
 Circulation Framework Recommendations..... 35
 Factors that Inform Scale..... 36

Chapter 5: Design Guidelines..... 37
 Architectural Guidelines 37
 Guideline Administration 37
 Goals..... 37
 General Design Principles and Recommendations 38
 Architectural Detailing 39
 Design Principles for Different Building Types..... 43
 Office/Warehouse..... 44
 Mixed Use..... 44
 Commercial..... 44
 Residential 45
 Adaptive Re-Use Design Principles..... 46

Chapter 6: Streetscape Recommendations49
 Complete Streets - A Proposed Road Framework for the West Edge 49
 Roadway and Streetscape Improvements..... 50
 Key Elements of the Streetscape 50
 Typical Parkway Block Plan 51
 Parkway Construction and Maintenance Costs 52
 Typical Common Street Grid Plan..... 53
 Common Street Grid Construction and Maintenance Costs 55
 Connector Streets 56

Chapter 7: Catalyst Sites 57
 Steam Plant 57
 Rail Corridor 59
 Reed Avenue as Multimodal Greenway Corridor..... 59
 Civic Center Commons..... 63
 Pump House Park..... 64
 Residential Infill..... 64
 Grainery and Bakery..... 65

Chapter 8: Funding and Implementation 67
 Opportunities and Actions for Cheyenne West Edge..... 67
 Enabling Statutes 68
 New Statutes 69
 Business Improvement Districts..... 69
 Tax Increment Financing 70
 Special District Assessment 71
 Conclusion..... 71

Chapter 9: Appendix72
 Meeting Notes 72



Introduction

Bringing Development Within Reach

There are three main drivers of development: Demographics, Economics and Real Estate.

Demographics

Based on the 2012 census, Cheyenne was ranked as the 20th fastest-growing metropolitan area within the United States. The City of Cheyenne is projected to have population growth in several key areas over the next five years. By 2020, the group with the largest population growth is projected to be adults age 65-74 (Baby Boomers), followed closely by adults age 35-44 (Millennials). This presents opportunities for urban living alternatives as these two groups share similar housing needs. Baby Boomers are looking to move into active senior housing or downsizing to smaller housing alternatives such as attached ownership dwellings or rental housing. Purchases of housing within neighborhood centers and urban activity centers are on the rise with this age group, while single-family residences in golf course communities are on the decline. Millennials are looking for opportunities for apartment rentals or first-time ownership purchases. According to Cushman & Wakefield, by 2020, 46% of all US workers will be Millennials. By 2025, the percentage grows to 75% of the US workforce. Millennials are looking for housing alternatives which are high-tech, flexible and expressive. This type of housing is a perfect fit for offerings within the West Edge District, especially urban housing alternatives which are converted from existing buildings with unique architectural character.

Economics

According to Cheyenne LEADS, the Cheyenne-Laramie County Corporation for Economic Development, the local economy is stable. Workforce employment is largely formed by government jobs, being home to both the Wyoming capitol and FE Warren Air Force Base. In addition to government jobs, Cheyenne also has many large employers including Cheyenne Regional Medical Center, Veterans' Affairs Medical Center, Laramie County Community College, Sierra Trading Post, Union Pacific Railroad, Lowe's Companies Inc. distribution center, EchoStar Broadcasting Corporation, Holly Frontier Oil and Great Lakes Aviation to name a few. Two of these large employers are currently located within the West Edge District; Taco Johns, Inc. and the Wyoming Tribune Eagle.

In addition to these large employers, Cheyenne also has lots of small businesses. 90% of Laramie County businesses employ fewer than 20 people. This equates to 2,590 businesses, including Gannett Peak Technical Services, Freedom's Edge Brewing Company, Paramount Café, Warehouse Twenty One and West Inc. which are all currently located within or adjacent to the West Edge District.

Real Estate

Community livability is vital to economic growth in today's market. The workforce, especially in market sectors that do not necessarily need to be in a specific physical location, is more interested in locating themselves in places with high quality of life. The West Edge District is poised to be a draw for the City of Cheyenne. As redevelopment continues, the neighborhood itself becomes the amenity. Neighborhood dining, outdoor gathering rooms such as locations for farmers' markets and outdoor social events, the ability to have the "anywhere office" and opportunities for recreation will draw potential residents and businesses into the district.

Input from public meetings and national trends suggest that there is still a need for rental or smaller owned-unit housing opportunities within Cheyenne. The West Edge District could help fill this void by providing dense housing opportunities including town-homes, urban cottages, mixed use live/work opportunities and apartment or condominium developments.

The existing architectural inventory also provides opportunities for a variety of employment types. Open warehouse spaces are easily convertible into urban retail locations, breweries, restaurants, cafes, coffee shops, craft and artisan studios and professional offices.

Diversifying the Economy

Wyoming has a strong and robust history in manufacturing, agriculture and mining. These industries serve as a critical foundation for the State's economy. However, with an ever changing economy, diversification is critical. There are emerging opportunities in science, technology, engineering and math (STEM) occupations tied to these foundation industries, which leverages the unique talent base and Wyoming culture. The Bureau of Labor Statistics (BLS) projects that the top 20 occupations with the most jobs between 2014 - 2024 includes computer system design and related services (#8) and management, scientific and technical consulting services (#12). Interestingly, BLS cites that the top paying industry for computer system design occupations is the mining industry. Laramie County Community College (LCCC) and Wyoming Business Council recognize these opportunities and are exploring pilot projects in coding schools, co-working space, and entrepreneurial start-up support to propel the technology industry prospects forward. This exploration appropriately supports Laramie County's significant small business growth of 13 percent while the nation is declining overall in this area. Such innovative pilot projects aligns well with identified catalyst sites in West Edge or other downtown buildings.

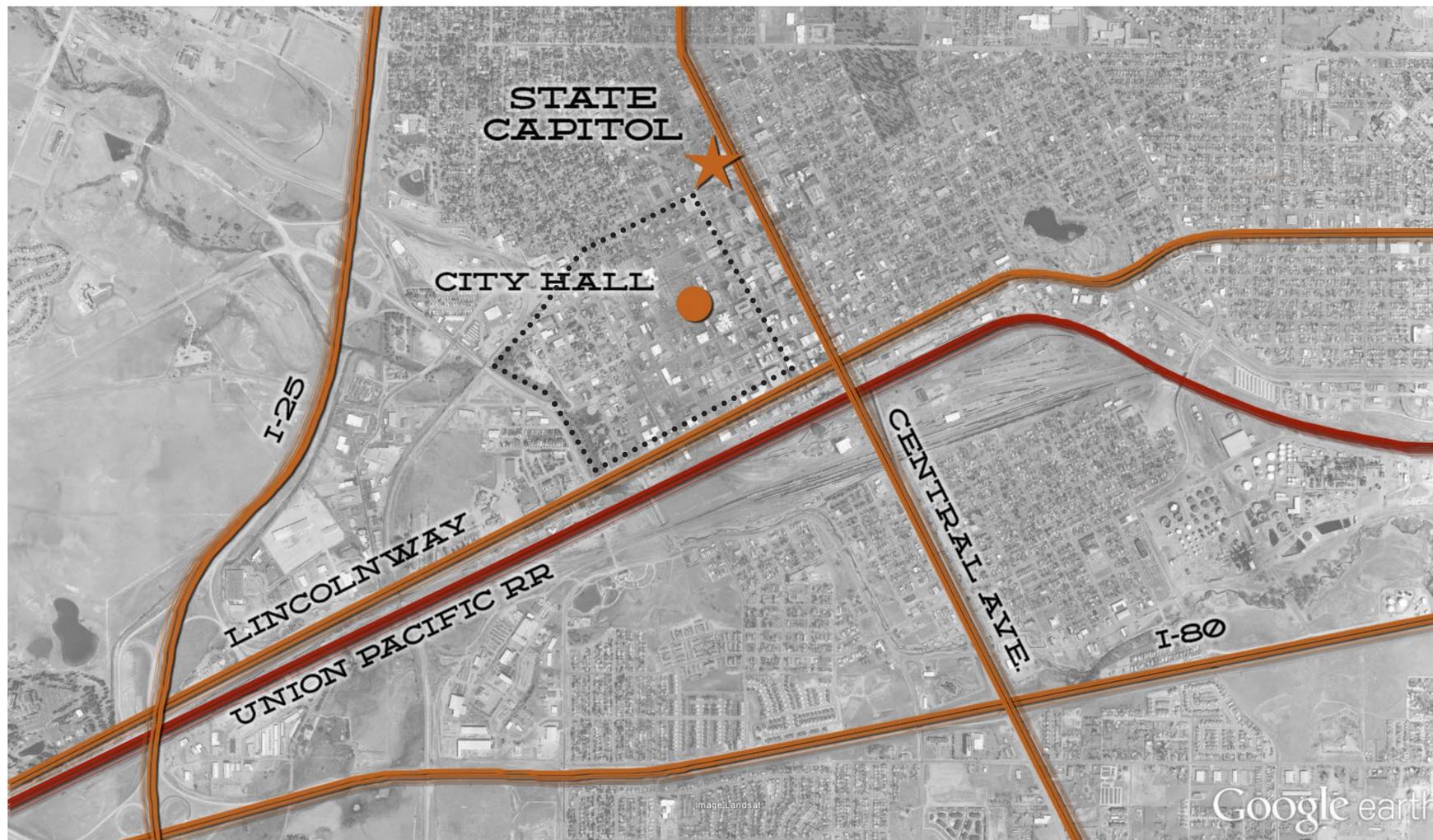
Attracting Talent

The national economy is becoming increasingly more talent-based than resource-based. Furthermore, this highly-sought after talent is largely within the Millennial generation that is highly mobile and seeking urban amenities. Communities thriving today are the ones that develop, retain, and attract talent.

West, Inc., an environmental and statistical consulting services, exemplifies this growing trend with their young and highly educated workforce that favors the company's downtown Cheyenne location. Dale Strickland, CEO of West, Inc. recently stated that unless downtown improves its amenities and quality of place, he may need to look elsewhere for a location that will help him attract talent. The recent workforce study by LEADS Cheyenne affirms this concern of business leaders in noting that the "limited investment in cultural amenities, infrastructure, and community development, could increase the challenge of attracting talented workers." It is clear that investing in downtown Cheyenne and the West Edge is critical for the future growth of the Cheyenne economy.

Removing Brownfield Obstacles

The West Edge district vision began prior to this effort as described in the West Edge Blueprint plan. Based on the idea of strengthening the downtown core, this plan focuses on the Western portion of downtown that offers great redevelopment potential with a location that can build off existing assets in an area with relatively low start-up costs. Previously held back by a range of Brownfield type barriers that challenged investment, with the EPA funding assistance through the previous Assessment grant efforts, the West Edge area now has great potential to host new growth.



Removing Obstacles to Revitalization

Positively Influencing Development in the West Edge

Development in Cheyenne's West Edge has been (in the past) negatively influenced by three main factors: the Railroad, Seasonal Flooding, and a lack of Economic Drivers. Revitalization plans for the district have found solutions for each of these, once considered negative, influencers on the West Edge. The perception of the Railroad will be that it is an asset to the district—inspiring mixed-use and park development along the rail corridor. Seasonal Flooding is being combated with a new and improved storm water management system that promotes more efficient drainage in the West Edge. Also, economic incentives (funding and development revitalization) are being introduced to promote commercial development in the West Edge.

The Railroad

The railroad first influenced the development of Cheyenne's downtown area with historic buildings and shops all vying for a close location to the railroad—the main mode of transportation of goods into town. Later, as the primary mode of transportation changed from the railroad to vehicles, the area around the train tracks inspired more industrial development. The goal for the future of Cheyenne's rail corridor is for it to be a celebrated feature of the West Edge. Mixed-use and commercial development will follow the rail corridor, along with parks and greenways to enliven the space.

Seasonal Flooding

The West Edge is located in a lower elevation area than most of Cheyenne—meaning that water, especially storm water drain into the West Edge District. This caused the West Edge to experience seasonal flooding, which stunted development in this area. To combat this climatic challenge, Cheyenne is currently investing in better storm water management infrastructure that will reduce flooding and better direct water to drainage basins for the city. As a result, developers should not be negatively influenced by the past flooding of the West Edge to consider investing in future development in this key district of Cheyenne.

Economic Drivers

The compilation of the railroad, seasonal flooding, and a lack of significant commercial development in the West Edge all negatively influenced the economics of the West Edge. However, the City of Cheyenne is actively working to revitalize this district. Grants have been won and funding has been allocated to develop an Area Wide Plan for development in the West Edge. A streetscape revitalization plan is also in place. These efforts, in addition to addressing the railroad and seasonal flooding, are acting to spur economic development in the West Edge. As a result, economic drivers (funding and revitalization efforts) are being actively integrated into Cheyenne's West Edge, inspiring new businesses and redevelopment to occur.

Existing Conditions

Context

It is important to not only look at the West Edge as a defined area, but to also consider its immediate context within and connections to other parts of Cheyenne.

The West Edge is generally located within the area from 24th Street to the Union Pacific (UP) rail yard between Pioneer / Carey Avenues and Missile Drive, with a number of streets and avenues that serve as connectors to other parts of Cheyenne. The following narrative describes the perceptual impression; existing land use pattern; and zoning framework of the West Edge area. It is not a quantitative analysis, but a qualitative description of the West Edge leading to key planning considerations that need to be addressed in the future.

Perceptual Impression

A common tool that planners use is Kevin Lynch's perceptual mapping framework, which seeks to identify paths, barriers, nodes, significant buildings, and districts that impact how a person moves around and experiences a place. It is not necessarily an existing conditions assessment identifying building or property conditions, although those items can factor into the perception of the place. For the purpose of this project the identified paths, barriers, nodes, culturally significant structures, views, and districts are based upon observations of the built and natural environment, as well as daily activity as seen from public streets during several visits to the West Edge.

Paths

Significant paths are routes that people tend to repeatedly take. Paths may be streets, alleys, sidewalks, trails, rail lines or other formal and informal routes that are routinely used to go from place to place. Within the West Edge there are several clearly defined paths.

On the North, East and West edges of the area 24th Street, Pioneer / Carey Avenues (a one-way pair) and Missile Drive respectfully are community pathways that Cheyenne residents and visitors alike utilize to get to / from and circulate around the central part of Cheyenne. These are primarily automobile routes, which are most heavily used during the morning and afternoon rush hours. Lincolnway on the south edge of the area is also an important automobile and truck route, but it serves regional traffic throughout the day and carries greater regional significance as a business route maintained by the state.

Within the West Edge there are very few well-defined paths that stand out. There is little pedestrian or bicycle activity, and transit routes are not easily identifiable. Sidewalks are present throughout the area and some bus stops are noticeable, but use appears to be minimal. The paths through the West Edge that are most noticeable are the Burlington Northern Santa Fe (BNSF) Rail line that runs within the Reed Avenue rights-of-way and the 19th / 20th Streets one-way pair.

The rail line is an active route for freight movement through the West Edge and serves several users in or near the West Edge. The 19th / 20th one-way pair is a path that serves people wanting to get through the West Edge via automobile from the central business district to points west – this path only stands out for a very short period of time during the day associated with rush hour traffic.

Barriers

Barriers may be natural or built features that tend to divide the area or separate functions in the area. Barriers are usually difficult to cross or create conflicts at points where they intersect with other features. Within and around the West Edge the primary physical barriers are associated with separating the area from other parts of Cheyenne or dividing the area.

The BNSF and UP rail yards create significant barriers to the northwest and south of the West Edge that separate the West Edge from other parts of the community. The same is true of the Missile Drive / Crow Creek corridor to the west, especially given the change in topography that occurs north of 19th Street. Additionally, the active BNSF rail line running through the West Edge currently acts as a barrier or a separating feature that divides the West Edge. Adjacent to the southern portion of the rail line (south of 19th Street) a topographic change reinforces this sense of division.

Additionally, the 24th Street, 19th / 20th Streets one-way pair, Lincolnway and Missile Drive paths have a separating influence in the West Edge especially during periods of heavy vehicular traffic. The paths can act as barriers that may be difficult to cross due to speed, volume and / or type of traffic that is present, as well as due to the physical parameters of the roadway.

Nodes

Activity nodes are places where people routinely gather. The activity may be programmed or un-programmed, yet people come to these locations to experience the place. Within and around the West Edge, there are a number of activity nodes: Martin Luther King Park, Depot Plaza, the library, St. Mary's School and the Civic Center, as well as the various state and local public buildings / properties. Unfortunately, these nodes feel somewhat isolated or disconnected from one another, or specialized by the nature of their function, and therefore do not leverage the full potential for drawing residents and visitors to the area for multiple reasons or experiences as part of a single trip to the West Edge.

Landmarks / Views

Landmarks and views help identify important or valuable locations. Landmarks not only stand out in the minds of residents and visitors as they experience a place, but they also serve as directional guides for getting around an area. While the State Capitol, the historic Cheyenne Depot and the UP Roundhouse serve as significant historic and cultural landmarks there are no landmarks with the West Edge area that carry the same community value or regional significance currently.

The significance of landmarks in the West Edge is related primarily to the scale and visibility of the landmark. The historic pumphouse, which is owned by the City is not in a highly visible location and the highly identifiable cowboy sign located along Lincolnway has recently been removed. That leaves the old steam plant and the Wyoming Tribune Eagle Building as landmarks as a result of their scale and visibility.

In regard to views no street view in the West Edge comes close to framing the view like the one that exists along Capitol Avenue from the Cheyenne Depot to the State Capitol, but views to the west can be captured at the end of 22nd Street looking toward the Rocky Mountains.

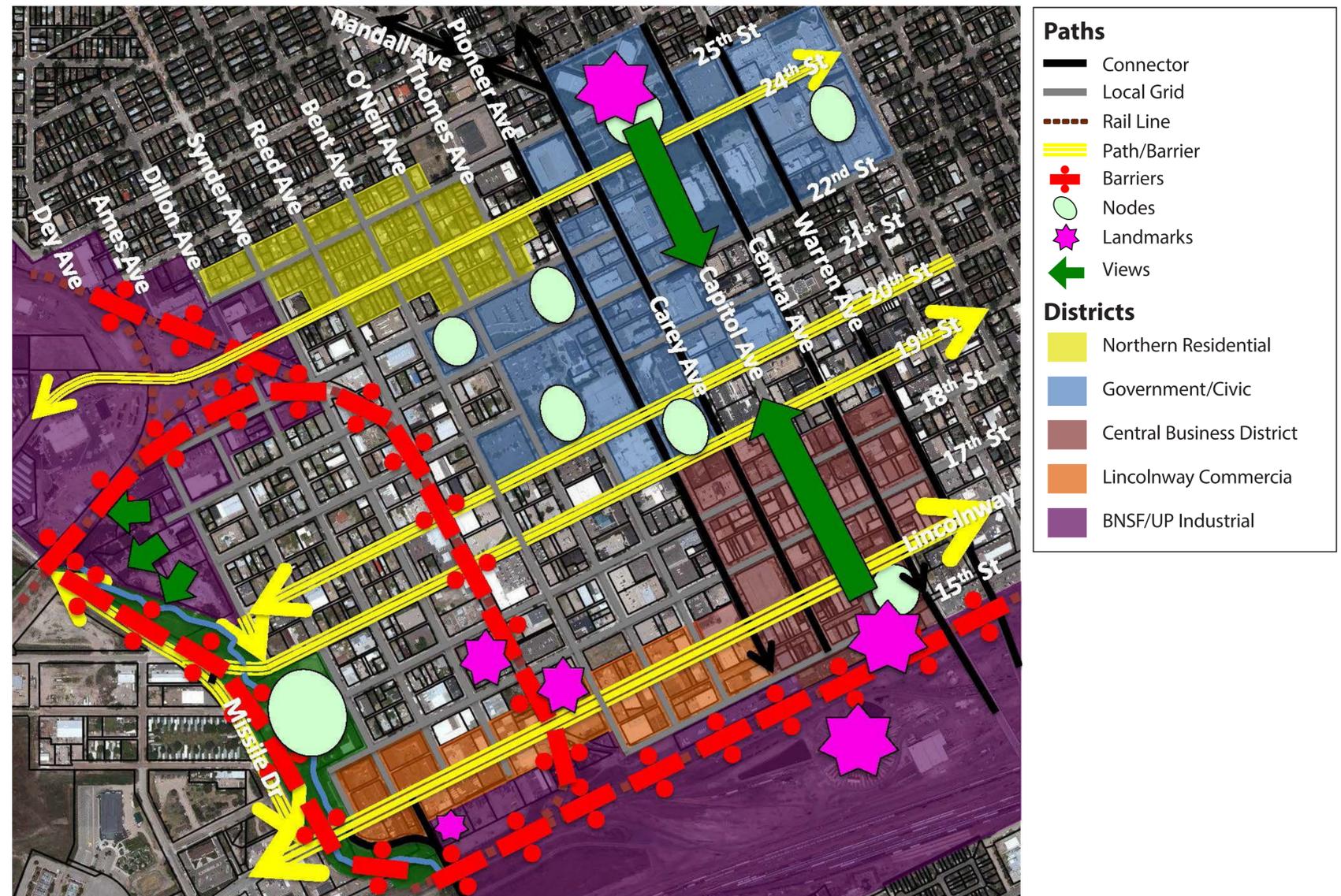
Districts

Districts become identifiable because of a concentration of physical qualities, or uses, or functions and activities, or styles, etc. that differentiate them from other areas. Within and around the West Edge there appear to be six districts based primarily on concentrated similar uses and/or character found in each district.

- **Northern Residential District:** This aggregation of blocks between 23rd and 25th Streets is a stable core of primarily single-family uses. These blocks feel like a typical near-downtown residential neighborhood because of the density and pattern of the housing development.
- **Government / Civic District:** This district is defined by the numerous public functions and government uses that are concentrated in the northeastern portion of the area. The uses are primarily government administration mixed with civic elements such as the library, civic center and St Mary's school.
- **Central Business District:** This is the heart of Cheyenne. The structures set the physical framework for the area – multi-story, zero setback and brick/masonry. The character reflects the historic nature of downtown Cheyenne with a concentration of commerce and business activity.

- **Lincolnway Commercial District:** Along Lincolnway a variety of automobile oriented commercial retail and service providers influence the character of Lincolnway prior to entering the Central Business District from the west. These buildings tend to be single story buildings with off-street parking on site. The character is more highway commercial in nature than historic downtown.
- **BNSF / UP Industrial Districts:** These two areas are large features woven into the fabric of Cheyenne. They are functioning rail yards and industrial in character with activity serving the country and region through the movement of freight.

It is important to note that much of the core of the West Edge does not feel like a district, but instead feels like an area of individual uses and physical features that are not tied together in a manner that provides a sense of place.



Land Use

The character of and functions within the West Edge change block-to-block and in some cases from property-to-property.

The West Edge area consists of a wide variety of land uses ranging from parks and open spaces to public buildings to single-family and multi-family homes to highway and downtown commercial retail and services to warehouse, storage, industrial and utility uses, as well as vacant and mixed-use properties. As a result there are times when somewhat conflicting uses are located next to each other or are even located on the same property.

Because of this eclectic land use pattern it becomes relatively easy to describe the West Edge as a nondescript place within Cheyenne. Is the West Edge an industrial or commercial area? Is it a residential neighborhood or civic center? Or, is it a part of downtown Cheyenne? In effect, the West Edge is none of these things, yet it is all of these things.

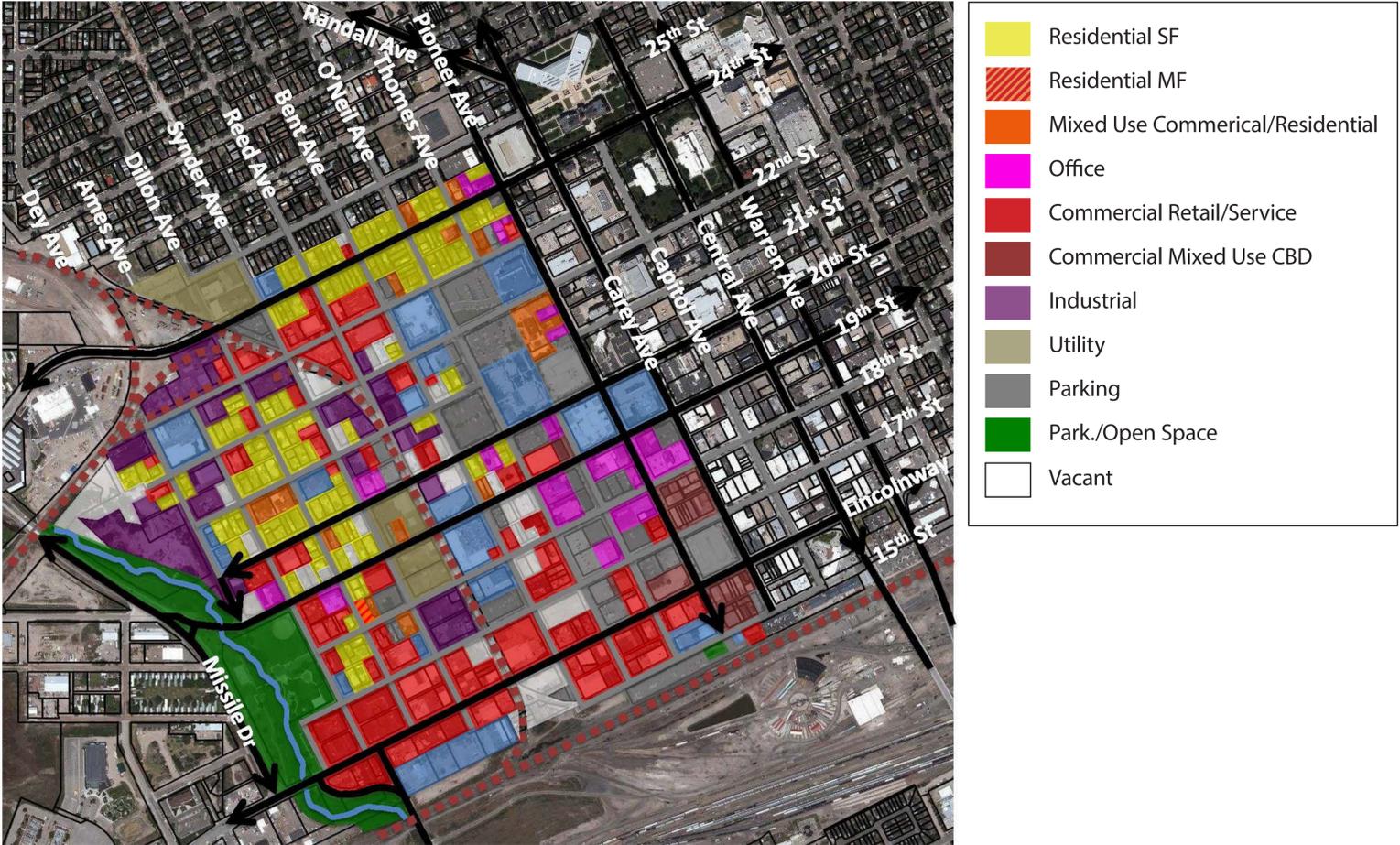
Residential uses tend to be located along the northern edge or the northwest quadrant of the area. This scattered pattern of use and the lack of a cohesive or significant aggregation of numerous blocks used for residential purposes makes it difficult to refer to any part of the area as a "residential neighborhood" in a traditional sense.

Commercial uses, including office uses, are also scattered throughout the area. While commercial land use tends to be the more predominant use as you move closer to central business district and Lincolnway, there are still numerous commercial service type uses to be found scattered throughout the area. Commercial uses seem to have located here more out of visibility, or convenience, or availability of inexpensive land versus the purposeful forming of a commercial district or the expansion of downtown.

Many folks think of the West Edge area in terms of an industrial or service yard character. The presence of an active rail line along with the dispersed pattern of industrial, utility and government agency service yards feeds this perception. But these uses are not very intensive in nature and tend to utilize large parcels of land primarily adjacent to or near the BNSF rail line and rail yard. The primary impact of the industrial uses is related to visual quality and nature of traffic associated with the functions of these uses.

In addition to public agency service yards, there is a large amount of public land use and activity influencing the West Edge. This influence is associated with schools, government offices, civic functions (e.g. civic center, library) to the northeast and parkland in the southwest quadrant of the West Edge.

Finally, there is a number of vacant and underutilized properties in the area. Vacant property exists on numerous blocks and occurs in the form of single lots up to half block areas. These vacant properties have in some cases lent themselves to become impromptu or undeveloped parking areas. That function supplements a number of surface and structured parking lots located primarily east of the rail line.



Zoning Regulations

Within the West Edge area six zoning districts are utilized to guide new development and redevelopment activity.

The Cheyenne Zoning Regulations outline the intent, applicability and context for each of the six districts as follows. Additionally, a brief analysis statement is provided below to summarize the application of each zoning district in the West Edge.

MR-1 Medium-density Residential District

- **Intent:** The MR-1 District is intended for a mix of density and dwelling types within a neighborhood. All uses require full access to public infrastructure and city services. The regulations are designed to protect the neighborhood character of the district and protect the primarily residential use of land.
- **Applicability:** The MR-1 District is applicable to areas where more compact neighborhood development patterns are desired, and specifically the Urban Residential Category in the Cheyenne Comprehensive Plan.
- **Context:** Typically this district should be used only in areas that are no more than 1/2 mile from any existing or planned Activity Center. Large uninterrupted applications of this district without transitions to activity centers should be avoided so that significant populated areas that must rely solely on automobile travel and which are remote from necessary municipal services are not created. This district should be supported by a highly connected street network with street design types that have low design speeds and residential character streetscapes.
- **Analysis:** This district covers four square blocks located on the north side of 24th Street from Synder Avenue to Thomes Avenue. This area is primarily used for residential purposes, thus the zoning district as applied in this area appears to be consistent with existing land uses and the intent of the district.

CB – Community Business District

- **Intent:** The CB District is intended for Retail, Employment, Service and Civic uses that may serve a number of residential neighborhoods or other districts in meeting daily needs, discretionary needs, or other business functions. The district regulations are designed to encourage these uses, while also protecting the abutting and nearby areas.
- **Applicability:** The CB District is applicable in areas where moderate- or large-scale business uses are appropriate, specifically larger Mixed-use Commercial Activity Centers, Community/Regional Activity Centers, or Community Business areas of the Comprehensive Plan.

- **Context:** The total area of the district may be between 20 and 100 acres, with over 125,000 square feet of retail uses for the entirety of the district (individual applications may be smaller). Larger and more intense applications within this range should be limited to Regional Centers located between 2 to 5 miles from other similar districts and smaller mixed-use and activity centers. This district should employ a well connected internal network to facilitate a park- once, walkable atmosphere and good internal circulation, and transitions to adjacent areas should be designed to minimize impacts on surrounding areas and transportation networks.
- **Analysis:** The CB district is found adjacent to Lincolnway between Dey Avenue and Thomes Avenue. Approximately 8 square blocks of automobile oriented commercial retail and service uses are located in the CB area within the West Edge. These uses primarily serve traffic along the corridor that may be going to or coming from downtown and western portions of the city and county. In regard to the applicability of the district, these blocks do not appear to form a larger mixed-use commercial activity center, community/regional activity center, or community business area with many moderate to large scale business uses.

CBD – Central Business District

- **Intent:** The CBD is intended for a wide range of Retail, Employment, Service, Civic, Residential, and Public uses forming the financial, governmental, and cultural core of the community. A balance of old and new development as well as the preservation and restoration of noteworthy buildings is desired. The district regulations are designed to promote diverse activity, more intensive development, and continuation of the traditional urban form of downtown.
- **Applicability:** The CBD district is applicable to the central urban core of the City, specifically the CBD designation in the Comprehensive Plan.
- **Context:** It requires a tightly integrated network of diverse streets, which should be maintained and reinforced through any redevelopment.
- **Analysis:** The application of the CBD zoning in the West Edge area reflects a desire to see the downtown Cheyenne fabric and character expand westward in the future. This zoning district has been applied to blocks in the southeastern portion of the West Edge which currently are home to commercial, office, parking and vacant uses. Generally, the uses are singular in nature and not at the intensity typically found in the core of downtown Cheyenne.

MUB – Mixed-use Business District

- **Intent:** The MUB District is intended for a diverse mix of Residential, Retail, Service, Employment and Civic uses integrated into a walkable compact development pattern. Non-residential uses may serve adjacent or nearby neighborhoods, as well as uses within the district, where transitions in the intensity of use and scale of buildings ensure compatibility with those neighborhoods. The target mix of use types in the district should be the following:
 - 30% to 60% Retail
 - 0 % to 20% Service
 - 5% to 40% Employment
 - 5% to 40% Residential
 - 10 % to 25% Civic.

No use category should comprise more than 15% above the target range for the district in any case, without future plans for contributing to the overall mix in the district. The extent of the mix of uses should increase, the greater the overall district size. This district is also intended as an alternative format for moderate or larger scale commercial uses than that of the CB District. The district regulations are designed to allow a wide variety of compatible uses, and establish the necessary relationship between these uses, civic amenities, and the public realm.

- **Applicability:** The MUB District is applicable to areas where more intense development and diverse mix of uses is appropriate with a high level of pedestrian and civic amenities, specifically areas designated Mixed-use Commercial Emphasis, Mixed-use Commercial Activity Centers, and Community/Regional Commercial Activity Centers in the Comprehensive Plan.
- **Context:** The total area of the district should be between 20 to 80 acres before transitions to supportive adjacent zoning districts and land uses, and should be located at least 1 to 1 1/2 miles from similar districts or other activity centers. The district should primarily feature businesses that serve a typical target market area of 1/2 to 1 1/2 miles for the majority of its on-site business, and generally contain between 100,000 and 200,000 square feet of ground-level Retail district-wide. The MUB district requires a highly connected transportation network within the district and surrounding areas, with smaller blocks and pedestrian- oriented streetscapes on the primary streets.

- **Analysis:** This district is located in the north central to northeast portion of the West Edge covering approximately 10 square blocks. The existing land use in this area is a mixture of uses including residential use, public use and some commercial use. In general the use mix and the application of this zoning district on these blocks appears consistent with the stated intent, yet overall it would be hard to describe these 10 blocks as having a commercial emphasis or being a mixed-use or community/regional activity center.

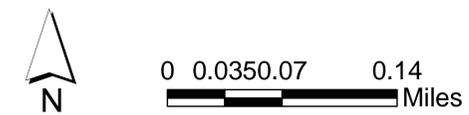
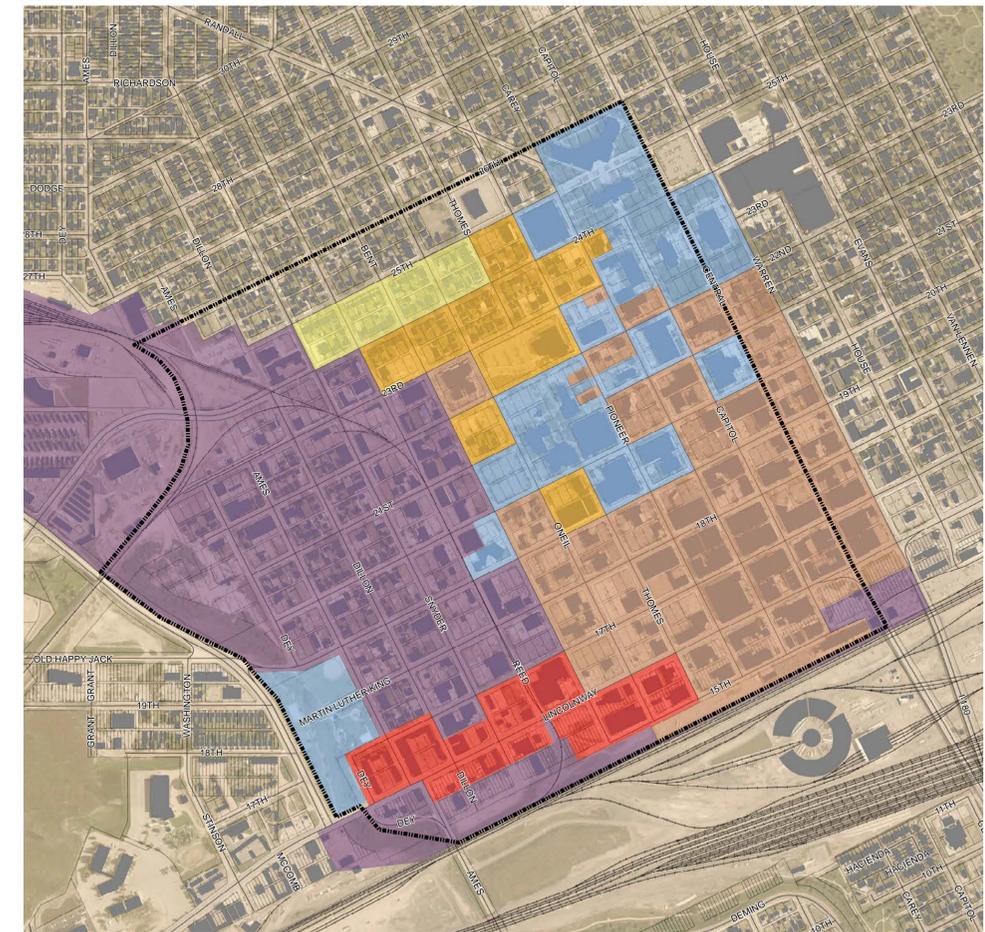
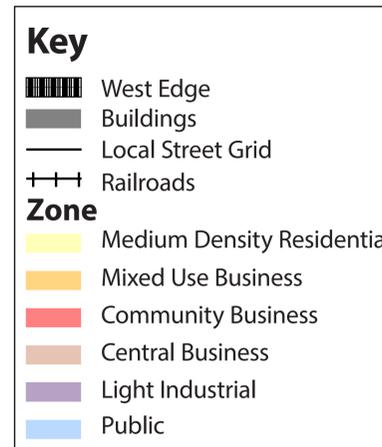
LI – Light Industrial District Standards

- **Intent:** The LI district is intended for environmentally controlled manufacturing or intensive employment uses that may have accessory commercial, service or office uses, but which can not readily fit into other general business or mixed-use areas due to the nature or intensity of operations. The uses and building and site designs associated with uses in this district produce little or no impacts beyond the property lines.
- **Applicability:** The LI district is applicable to larger land areas that are capable of providing substantial buffers to adjacent sites, buildings, and land uses to minimize the potential for incompatible and negative impacts of uses in the district.
- **Context:** This district is most appropriate in areas with access to major regional transportation infrastructure, specifically areas designated Industrial in the Comprehensive Plan, and in limited applications within Mixed-use Employment Campus in the Comprehensive Plan. The district should be sized according to market demands and employment forecasts.
- **Analysis:** Most of the West Edge area is zoned Light Industrial, although actual industrial use of land in the area makes up a relatively small amount of land in the West Edge. The 30 plus square blocks zoned light industrial cover properties that are currently used for everything from single family residential to multi-family residential to commercial to office to public and mixed-use development. While the context and applicability of this district appear to fit the area, currently there are many non-conforming uses that would require redevelopment in order to accomplish the intent of the LI zoning district as currently applied to the area.

P – Public District Standards

- **Intent:** The P district is intended primarily for public sites, buildings and uses where activities conducted provide service to the public, including educational facilities, recreational areas, and community service facilities. The sites, buildings, and uses in this district may create important identifying features of the neighborhoods and centers of the City, and should incorporate distinctive civic architecture and site design that emphasizes Cheyenne’s regional architectural identity through character, quality, and authenticity where appropriate.

- **Applicability:** The P district is applicable to government buildings and uses in areas where it is necessary to support adjacent or nearby development with public services or facilities, and specifically the Parks and Open Space or Public and Quasi-public future land use categories in the Comprehensive Plan.
- **Context:** If property or a portion of property with this classification is sold or transferred to a nongovernmental entity, the classification shall be changed before the property can be utilized. The uses permitted in the P District may also be allowed as secondary or support uses in other zoning districts according to the standards of the other zoning districts, so it is not always necessary to rezone to the P District. However, the P District is applicable where the standards of those other districts conflict with the governmental function, and special consideration for government uses are necessary.
- **Analysis:** Within the West Edge area the Public zoning district appears to have been applied to existing government / civic buildings and functions such as offices, parking areas and parks that provide a service to the public. Yet some locations such as the library and several semi-public schools, places of worship, offices associated with service yards, and community non-profits are not zoned Public in the West Edge. The application of this district in the West Edge appears to be consistent with the stated intent and context of the zoning district, yet several public properties are zoned differently.



Existing Road Framework

Local Grid System

Access and convenience are critical functional elements of any mobility and circulation system. In the Downtown and West Edge area of Cheyenne, the existing roadway framework is the skeletal structure that provides a variety of vehicular, bicycle and pedestrian routes. This framework is based on a local grid system of streets and alleys, which is common for older urban areas. Primary features found within the rights-of-way making up the local grid include sidewalks, on-street parking area, streets, utilities (above and below ground), lighting, and in some case landscape or streetscape areas.

Several streets within the existing framework are designated as community connectors. These roadways are usually wider in nature and may incorporate transit and bicycle features. Their purpose is to serve as the primary connectors from Downtown to other parts of Cheyenne. Generally, traffic operates at higher speeds and there are more traffic control devices along these connectors as the volume of traffic is higher and the routes serve to get people into, through, and out of the area.

The existing community connectors include: Warren / Central (one-way pair) and Carey / Pioneer (one-way pair) Avenues; Missile Drive; 24th, and 20th / 19th (one-way pair) Streets; and Lincolnway (Business Highway – state maintained).

Portions of the local grid have also been identified as part of the bicycle and greenway system in Cheyenne. Bicycle routes exist along the entirety of O’Neil Avenue and 22nd Street in the area, and along segments of Carey, Pioneer, Thomes, Dillon and Dey Avenues; and, 24th and 18th Streets. Greenway trail elements exist in Martin Luther King Park and along Ames Avenue in the southwest corner of the West Edge area. And, shared use routes are designated along portions of 24th Street, the BNSF rail line; and Lincolnway in the northwest and southwest corners of the West Edge. The 2012 bicycle plan and greenway plan update provides an analysis of and identifies system gaps that exist within the bicycle and greenway network.

In light of the existing roadway framework, it is important that the West Edge Area Wide Plan take into consideration how the various routes and elements within the rights-of-way support future development and fulfill urban livability qualities by being assets for daily use by residents, employees and visitors to the area in addition to pass-through traffic.

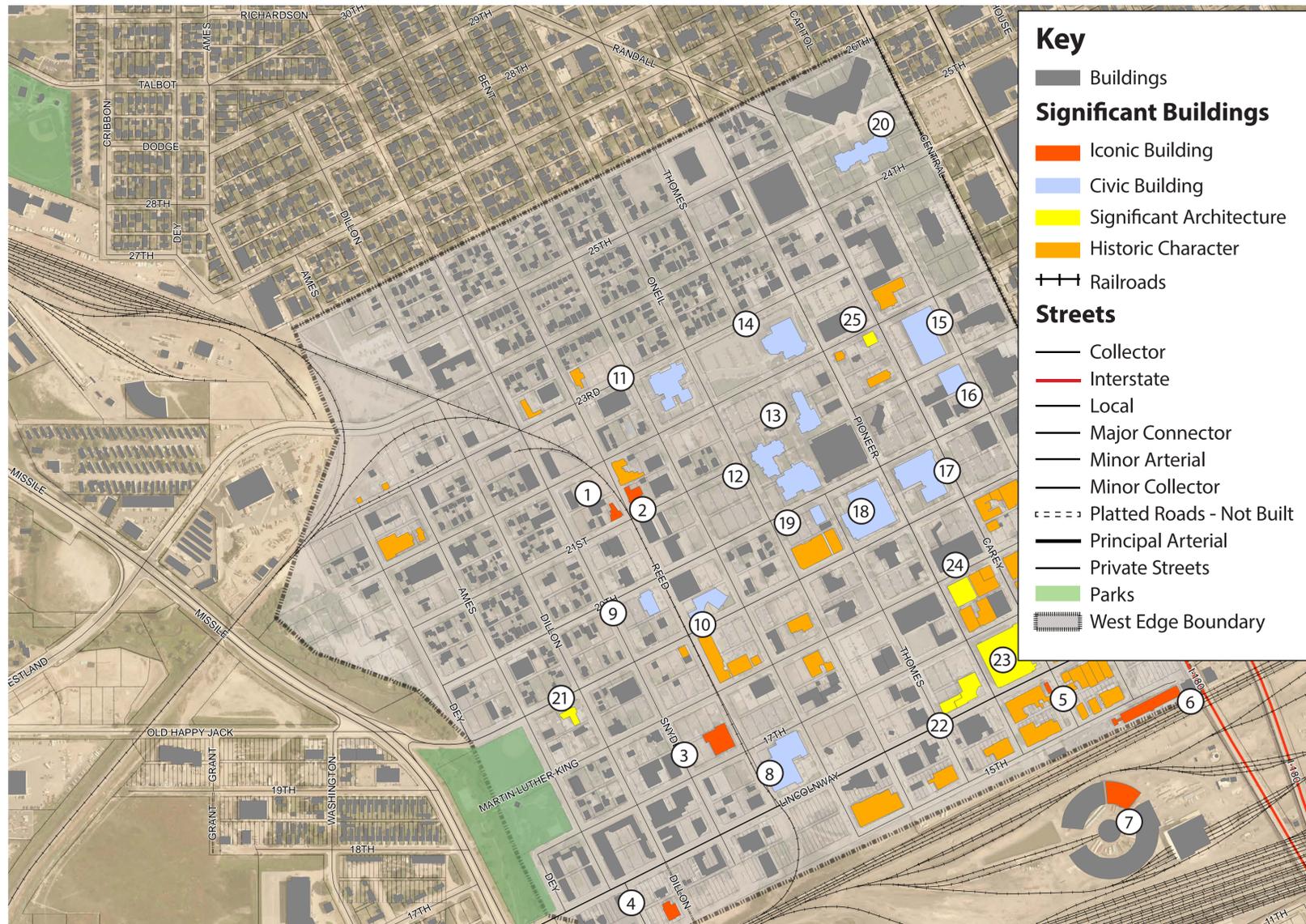
Key

- West Edge
- Buildings
- Parks
- Existing Landmark
- Railroads

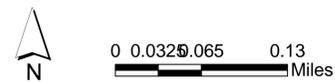
Road Type

- Bike Route
- Community Connector
- Greenway
- Rail Line
- Shared Use
- Local Street Grid





- 1 Grainery & Bakery
- 2 Old Visitor Center Building
- 3 Steam Plant
- 4 Pump House
- 5 Building at W. Lincolnway & Carey Ave.
- 6 Train Depot
- 7 Round House
- 8 Wyoming Tribune Eagle
- 9 State of Wyoming Building
- 10 Fire Station
- 11 St. Mary's School
- 12 Municipal Building
- 13 Senior Activities Center
- 14 Library
- 15 Joseph C. O'Mahoney Federal Center
- 16 Police Station
- 17 Laramie County Governmental Complex
- 18 Detention Center
- 19 City Center Building
- 20 State Capital Building
- 21 Building at 1820 Dillon Ave.
- 22 Dinneen Building
- 23 Parking Garage
- 24 Building at W. 18th St. & Pioneer Ave.
- 25 Building at W. 22nd St. & Carey Ave.



Significant Buildings

Cheyenne has a rich history leaving landmark buildings from span of many decades. As the Wyoming State Capitol, the classic National Historic Landmark building and site provides the Northern anchor to a corridor of continuous building massing downtown along Capitol Avenue. The Historic Union Pacific Train Depot provides the southern terminus, built in the same 1880's era, and is a highly ornamental stone building, attractive inside and out. Several books provide an in-depth description of the existing building stock and the eras that they represent. For the purposes of this report, the value of the existing buildings is noted because of the risk of loss of some that are currently unoccupied. The list of significant buildings included here is a subjective and incomplete summary that was formed and edited with public input to represent styles, detailing and materials of the area that provide unique and valuable quality to the West Edge and downtown location. While many of the buildings are not historic, they provide rich representation of a range of timeframes, and add scale and richness to the neighborhood. They tell a story of Cheyenne's industries and culture. Many of the more functional structures demonstrate Cheyenne's important relationship to the railroad, both present and past. Several of the significant buildings noted also provide core employment opportunities, important to a thriving future.

With infill to the West Edge, the intent is to not compete, but instead bolster the health of downtown. This can be achieved by adding infill uses to the overall vitality of the greater downtown area and fill vacant and underutilized areas that have suffered from obstacles slowing healthy development that supports a vibrant commercial and residential neighborhood.



1 Grainery & Bakery



2 Old Visitor Center Building



3 Steam Plant



4 Pump House



5 W. Lincolnway & Carey Ave.



6 Train Depot



7 Round House



8 Wyoming Eagle Tribune



9 State of Wyoming Building



10 Fire Station



11 St. Mary's School



12 Municipal Building



13 Senior Activities Center/Burke Highrise



16 Police Station (Old)



19 City Center Building



22 Dinneen Building



24 W. 18th St. & Pioneer Ave.



14 Library



17 Laramie County Governmental Complex



20 State Capital Building



23 Parking Garage



25 22nd St. & Carey Ave.



15 Joseph C. O'Mahoney Federal Center



18 Detention Center



21 1820 Dillon Ave.

Public Involvement

Edge Fest 2015 Public Kick-off Meeting

The first public meeting was held for the project on September 19, 2015. The project team planned an interactive agenda for the meeting to continue to highlight the vision for the West Edge District established in the City of Cheyenne West Edge Visionary Blueprint. It was a primary goal when establishing the agenda to inspire a high level of participation in the public meeting, especially in the 25-45 year old demographic who are likely to be key users within the district. In order to accomplish this goal, it was important to include activities beyond the typical digital presentation in a meeting room. This progressive meeting was branded as Edge Fest 2015 and included project presentations, a tactical urbanism demonstration within the district and a music festival complete with three musical acts and a food truck bazaar.

The meeting portion of the festival was scheduled to be held in the Asher Building, a converted Union Pacific building built in the early 1900's and located within the boundaries of the West Edge District at West 15th Street and Thomes Avenue. The Asher Building provides a perfect example for other historic structures located within the West Edge District. The Asher Building has been converted to house business services, meeting space and conference rooms, a coffee shop that serves breakfast and lunch, hosts arts and cultural events and dinner theater and musical entertainment in the evenings.



Public meeting participants receive an update on the West Edge District

The project team began the meeting by presenting initial ideas for the main elements of the project including district analysis, proposed district land uses, architectural character, streetscape elements, storm water systems and financing. Project objectives were outlined as follows:

- Help achieve a highly desirable and unique place to work, live and meet.
- Create a unique place based on both historic fabric and future opportunities.
- Create a walkable neighborhood where each building adds to the quality of the larger place.
- Allow for flexibility and creativity while preserving quality for neighbors.

The project schedule was outlined in three phases. Phase 1 was scheduled from August to October 2015, and included district planning, market research and public outreach. Phase 2 was scheduled from November 2015 through January 2016 and included developing design standards, completing catalyst site studies, creating financial models and continuing public outreach. The final phase includes creating 3D models, land use plans, setting up meetings with potential developers and completing the project report.

Opportunities were identified within each of the main elements of the project. District planning identified potential for key roadway and multi-modal corridors to create loops of opportunity for live/work trips, recreational cycling and walking and connective social travel between new businesses.

Streetscape components were identified as missing throughout the majority of the West Edge District. However, the right-of-way dimensions are 80' wide throughout the district, which provides sufficient room to explore changes to traffic lanes, walks and parking to accommodate bicycle and walking corridors, trees, site furnishings and improved storm water solutions.

The district storm water system was identified to need advancements to help create a hybrid system that adds surface filtering and detention to the existing subsurface system. The potential to create basins within parks, primarily the catalyst sites identified adjacent to the municipal complex and the area in the south end of the district adjacent to the historic pump house, will significantly increase the effectiveness of the system to help eliminate flooding within the district. Additional opportunities to provide smaller components and bioswales within individual sites or the right-of-way will help to connect the larger surface systems and provide further opportunities to reduce flooding and acquire funding designated for storm water improvements. These new surface storm water improvements can be used as a tool to visually improve the West Edge District and provide a unified identity for the district which is unique from the rest of the City of Cheyenne.

The West Edge District also has a wealth of buildings with architectural character unique to the West Edge District. Buildings like the steam plant, the pump house, the grainery and bakery and other warehouse and rail oriented buildings provide exciting opportunities for adaptive reuse of existing structures. This approach to redevelopment will establish a unique character for the district.

An interactive activity was introduced by the project team to highlight the unique architecture and materials present in the West Edge District. The "Capture West Edge" photography contest was launched as part of Edge Fest 2015. The contest provided a way for the general public to showcase past and present conditions of the West Edge District. Over fifty photographs of the West Edge District have been submitted to date. The submitted photography was analyzed as part of the plan to identify the locations, buildings and materials that Cheyenne residents and the general public found most significant. These became critical tools in developing the proposed character developed within this plan.

In addition to the photography contest, a virtual tour of the West Edge District was introduced at the meeting. The virtual tour works with mobile technology so that residents and potential investors can walk throughout the district and scan QR codes posted throughout the district. The QR code will take visitors directly to content related to the location they have scanned, such as conceptual redevelopment imagery, aerial maps of the district and virtual 360° panoramas which allow the user to stand at a point and rotate 360° with their mobile device to see what that location might look like post-redevelopment.

The final portion of the presentation focused on financing. Strategies were outlined that have been used successfully in other cities to incentivize urban development. The City of Cheyenne may want to consider some of the following strategies to help boost redevelopment within the West Edge District.

- Flexible zoning
- Financing incentives (loans, grants, tax credits)
- Streamlined permitting / fee reduction
- Marketing support & branding
- Public amenities: parks, parking, plazas
- Public infrastructure: streetscapes, sidewalks, utility improvements, storm water
- Land assembly

Urban Design 101

After the formal presentation, the team facilitated a tactical urbanism demonstration within the West Edge District to demonstrate some of the concepts presented during the meeting. The event was scheduled for September 18th, 2015, which was national Parking Day (www.parkingday.org). Every year on the third week in September, artists, designers and citizens transform parking spaces into temporary public parks.

The project team used this concept to demonstrate how simple changes to a neighborhood can influence change. The key tools that were highlighted were:

- Visual Improvements, including landscape and building improvements
- Usability, including ideas like providing site furnishings and programmed activities
- Infill Development

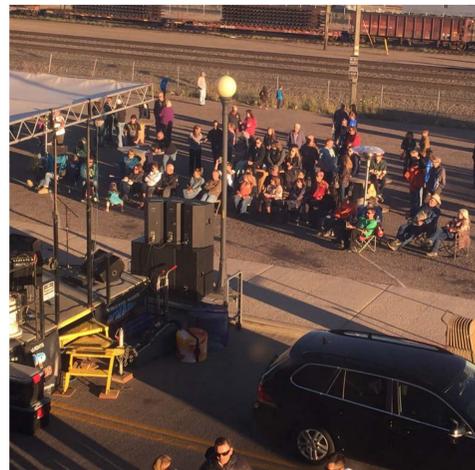
Activity participants were divided into four teams and challenged to create a 20'x20' park, the equivalent of two parking spaces, in a parking lot within the West Edge District. Assorted elements were available to the teams to use, such as café tables and chairs, benches, Adirondack furniture, bike racks, pallets, temporary marking paint, brick pavers and landscape materials. Four very unique park solutions were created by the participants, and by the end of the exercise all of the new spaces had users relaxing in the parks which were empty parking spaces a few hours before. It provided a powerful demonstration of how small changes can make a large impact on how a place is experienced and valued. The project team then also pointed out that the same principles apply to the overall district plan – using elements like new park spaces, improved streetscapes and community events to spur public activity within the district, which in turn will draw private developers to invest in additional improvements. Many participants stated that they plan to implement their own temporary parks for the next Parking Day to provide a more widespread impact within the West Edge District in the future.

Edge Fest 2015

The public meeting was concluded with a demonstration of how programmed public activities can activate the West Edge District. A free public concert, dubbed Edge Fest, was provided complete with three bands, Luna Rae, Grace Askew and Midas Whale. The concert took place on 15th Street, where a portion of the right-of-way was temporarily closed for the event. Food trucks were invited and provided an outdoor food and beverage element to the festival. The project team captured the opportunity for increased exposure for the project exhibits, displaying the concepts started for the West Edge District during the event in an open house format allowing for flexible review of the plans and an opportunity for concert attendees to provide comments and feedback on the vision for the district. Over 100 individuals explored the exhibit during the event, including many from the 35-44 year old age group who are critical end users of the neighborhood and typically do not participate in planning meetings.



Public meeting participants create temporary parks in the West Edge District.



Edge Fest 2015



Landscape materials prepared for public meeting participants to transform parking spaces into parks.



Concert attendees visit the West Edge District Open House to explore project concepts and provide input.



Teams of public meeting participants make plans to transform parking spaces into parks.

Key Stakeholder Meetings

Connecting the Dots for New Development

Stakeholder meetings were held with area business and property owners in November and December 2015, as well as economic development leaders from the greater Cheyenne area:

- Property owners expressed enthusiasm for the West Edge concept
- Many property owners appear to be waiting for someone to make the first move towards development, or see a more concerted effort by the City to support West Edge area development
- Development hurdles include low rents, parcelized properties, property owner “squatting,” lack of sales comparable (for the finance community), and slow economic growth
- There are incentives from the Wyoming Business Council, the City, LEADs, and others that can be tapped for gap financing

Financial models for catalyst sites were prepared to help property owners evaluate costs and phasing associated with developing key parcels within the west edge. Additionally, 3D renderings were updated for use in promoting the vision for the development potential.

Civic Commons Park Meetings, June 2016

In June, 2016 a series of meetings was held at the City library that continued discussion of the West Edge and focused on gathering input to shape the Civic Commons site. This location is funded with a substantial grant from FEMA and a combination of other sources. Meetings included dedicated meetings with area stakeholders including property owners and public open house. Public hearings to complete the plan are anticipated Fall of 2016.



Black Shirt Brewing Company

Black Shirt Brewing Company. Digital Image. Mile High Happy Hour, Web <www.milehighhappyhour.com/>.

Precedent Project Tour

Making Development Connections

In order to provide real world examples of successful brownfield redevelopment, a project tour was held February, 2016 for key stakeholders to visit recent improvement projects that are relevant to the West Edge District. This tour included meeting with the developers, design teams, the EPA and public officials for projects in Fort Collins, CO and Denver, CO in an effort to create valuable connections between potential Cheyenne developers and City of Cheyenne leaders and individuals who have successfully navigated the process in other communities.

Old Town Alleys (Fort Collins, CO)

Site visits began with a tour of recently improved alleyways in Old Town in Fort Collins led by Matt Robenalt, Executive Director of the Fort Collins Downtown Development Authority, . The Fort Collins Downtown Strategic Plan identified the alleyways as an important opportunity for improved pedestrian corridors and connectivity between Colorado State University, Old Town Square and the River District. The alleys were visually improved to encourage increased sense of personal safety, thus spurring increased use of the spaces by pedestrians. Pavers, lights, string lights at the alley entries, site furnishings, planters, improved stormwater management techniques, improved trash enclosures, and public art were added in 3 pilot projects for the program including the Old Firehouse Alley, the Montezuma Fuller Alley and the West Myrtle All. Increased economic vitality has already been achieved adjacent to these public improvements, including a new beer garden adjacent to the Montezuma Fuller Alley.

The Source (RiNo District, Denver, CO)

The second stop on the tour included a tour and lunch at The Source in the River North (RiNo) District in Denver, led by architect Frank Buono. The project occupies a former 1880's brick foundry, and now houses 15 merchants including restaurants, bars, a bakery, a florist, a brewery, a coffee shop, produce and specialty foods markets, galleries and a photography studio. The building includes approximately 20,000 sf of space, making it similar in scale to the West Edge



The Source

Web: <http://www.thesourcedenver.com/>

Steam Plant. The urban market concept demonstrated at The Source has been a successful development tactic in communities throughout the country, especially when used in edge districts. The Source has been a major catalyst project for Brighton Boulevard, the main street of the RiNo District.

TAXI (RiNo District, Denver, CO)

The third stop on the tour included a tour of TAXI hosted by BRS and Dynia Architecture firms. The TAXI campus is also located in the RiNo District of Denver, housed in the former Yellow Cab terminal. The project began with the redevelopment of the original terminal building and has expanded to include 8 buildings, 80 businesses and 44 residences. It currently includes 2 restaurants, a coffee shop, service businesses like hair salons, creative and high-tech businesses, dance, fitness and yoga studios and an early childhood education center. The combination of these redevelopment projects and the availability of old industrial buildings waiting for adaptive reuse has turned the RiNo District into the fastest growing district in Denver.

Black Shirt Brewing Company (RiNo District, Denver, CO)

The final stop on the tour included a tour of the Black Shirt Brewing (BSB) Company, hosted by CEO Chad Miller. The brewery and tap room are adapted from an old furniture store, which was a disco before the store and a brothel before that. The brewery also regularly hosts live music events, which help to activate the RiNo District beyond their own establishment. BSB provided tour attendees with experience in non-traditional financing for projects in emerging districts like the West Edge. When BSB began their development, the RiNo District was still depressed and the building they purchased was mid-renovation. They were turned down for traditional financing from banks, and were finally able to secure financing through the Colorado Enterprise Fund, a network of private organizations and non-profit lenders. BSB has spurred additional private investment in the blocks surrounding their brewery.



TAXI 2

TAXI 2 Building Digital Image. Suter Media Relations, Web www.sutermediarelations.com/.

Capture West Edge

The Capture West Edge Photography Contest was a way to showcase past and present conditions of the West Edge District, whether it's old stone or brick work, a distinctive building or an architectural gem, as part of Edge Fest 2015.



Proposed Sub-Districts in the West Edge

Sub District Overview

Five districts form the future framework for the West Edge area. Although each district may have a unique goal or focus, these districts are intended to enhance and complement each other in a manner that forms a vibrant urban environment made up of employment opportunities, housing choices, recreational and cultural experiences, and community activities.

These district recommendations along with the design guidelines describe a vision for future development in the West Edge. The district description address community level objectives, and the guidelines address building and site specific elements. Circulation framework recommendations apply across the whole West Edge. Each sub district is described in more detail in the next section.

Civic Place Sub-District

Institutional architecture is prevalent in this district. This is the hub of governance activities at the national, state and local levels in Cheyenne. It incorporates civic venues and activities through the presence of both active indoor and outdoor spaces. Education, medical, religious, and government uses create a campus feel because of the scale and style of buildings. These uses fulfill local and regional functions that serve the needs and desires of the citizenry.

Primary Land Uses

Government; education; medical; religious; public venues; office; multi-story high density residential; street level commercial support; public park(s)

Density / Intensity

2 stories or greater; 24 units per acre or greater

Private Property Character

Urban intensity with a campus feel; 15 foot minimum setback; structured parking; public plazas and open space interspersed; single-use or mixed-use buildings.

Urban Living Sub-District

Living in the West Edge is an energetic experience. It incorporates diverse uses and styles. It embraces the blending of different concepts in an eclectic manner. The Edge places you close to and within the context of variety. While this district is primarily residential in nature it is not unusual to find “street corner” commercial or business activities within the neighborhood. Diverse housing types and styles define a walk to work or downtown or a park in this neighborhood. Modern and traditional urban neighborhood living meet in The Edge.

Primary Land Uses

High density residential (various formats – multi-story lofts / studios / condos; townhomes/ duplexes/four-plexes); single family homes (including “tiny houses”); live-work mixed-use; office.

Density / Intensity

12 units per acre or greater; 2 stories or greater (preferred)

Private Property Character

Urban; 0 to 15 foot setback; garages / parking areas / driveways to alleys; a mixture of architectural styles.

Pedestrian Retail Sub-District

As the name implies the activity spines for this district are 17th and 15th Streets. These spine lend themselves to an entertainment and festival atmosphere. This is the place to be afterwork and on weekends. Unique eateries, cultural and entertainment venues, and retail shops come alive as people casually interact within a walkable environment framed by brick buildings, as well as displays and outdoor eating areas. The streets in this district are used for vehicular purposes, but can easily be converted into plaza space for special events such as outdoor concerts, sports or recreational activities, and community festivals.

Primary Land Uses

Mixed-use street level commercial (restaurant and entertainment venues; retail boutiques, museums, art / artisan studios and galleries) / upper story office, studio and residential lofts.

Density / Intensity

1 story to 3 stories

Private Property Character

Urban intensity “main street” feel; outdoor eating and entertainment areas; 0 foot setback; no off-street surface parking; on-street business activity allowed; retention of traditional architecture and signage; on-street community events and festivals.

Rail Line Sub-District

The working rail line defines what this district is all about. Rail activity is not just a fact of life, but is embraced as an integral part of life in the West Edge. Along the rail line uses include traditional industrial or commercial uses, and cutting edge technology or creative based business. These businesses see rail service as an asset to the area and in some cases are served by the railroad. The incorporation of aesthetic improvements and safety features along the rail line mitigate impacts, and provide unique experiences including the rail line trail.

Primary Land Uses

Mixed-use street level commercial / upper story office and residential; Artisan / high tech / creative / cultural venues and employment opportunities; traditional industry and warehousing.

Density / Intensity

2 stories or greater

Private Property Character

Urban / industrial; an eclectic blend of traditional and contemporary uses and architecture; varying setbacks; visibility of off-street parking is minimized (behind building and other features).

Central Business Sub-District

The mention of Cheyenne and Wyoming still evokes a strong western heritage and history. The Central Business District retains that heritage and historic character. It is the place residents come to conduct retail and commerce activities routinely, but it is also the place that visitors want to experience when they come to Cheyenne. Views are framed by continuous building frontages of brick and stone. Everything about this place speaks to the western spirit that makes Cheyenne a unique place.

Primary Land Uses

Mixed-use street level commercial (primarily retail) / upper story office and residential; hotel / lodging.

Density / Intensity

2 stories or greater

Private Property Character

Urban intensity “main street” feel; 0 foot setback; structured parking as part of mixed-use structures / blocks; on-street business activity allowed; public plazas and open space interspersed; retention of traditional architecture and signage.

Sub Districts and Circulation Framework

Key

- West Edge
- Catalyst Sites
- Buildings
- Parks
- Railroads

Node Type

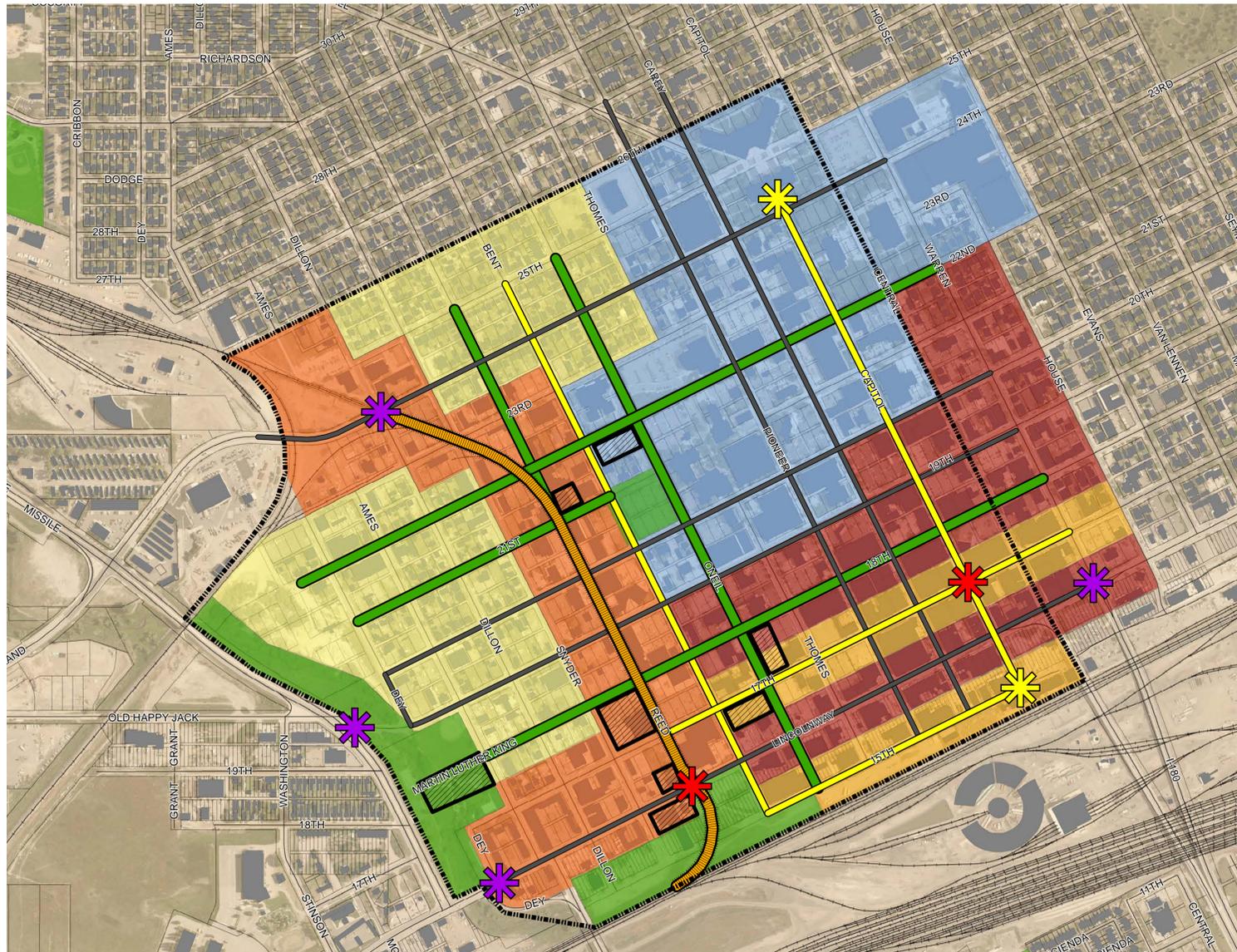
- Existing Landmark
- Important Intersection
- Proposed Gateway

Road Type

- Parkway
- Common Street Grid
- Rail Corridor
- Vehicular Connector

Districts

- Civic Place Sub-District
- Urban Living Sub-District
- Pedestrian Retail Sub-District
- Rail Line Sub-District
- Central Business Sub-District



Preferred Land Use Map

Based upon public meetings and discussions held throughout the West Edge Planning Process, the current zoning districts do not provide the opportunity for properties to redevelop in a manner that would support the vision for the West Edge District. Additionally, existing residential properties are currently non-conforming in the Light Industrial Zone District. There is also consideration that the existing light industrial uses that are present in the area are part of what makes the neighborhood unique. In order to balance the needs for allowing the existing uses to be continued while also enabling opportunities for streamlined redevelopment, the planning team has suggested the use of an Overlay District. This planning tool has been used in Cheyenne before and provides an opportunity for properties to retain their existing 'base zone' while offering a streamlined process to transition to a new zone while taking advantage of flexibility specifically tailored to help advance the West Edge vision.

Each of the character districts identified in the West Edge vision (Rail Line, Urban Living, Pedestrian Retail, etc.) help to define the types of uses that may be appropriate in these sub-districts within the West Edge. The Preferred Land Use Map will help to identify the specific zone districts these properties may wish to transition to in order to advance redevelopment. Specifically, the following table identifies the alternative zone districts applicable to each character district.

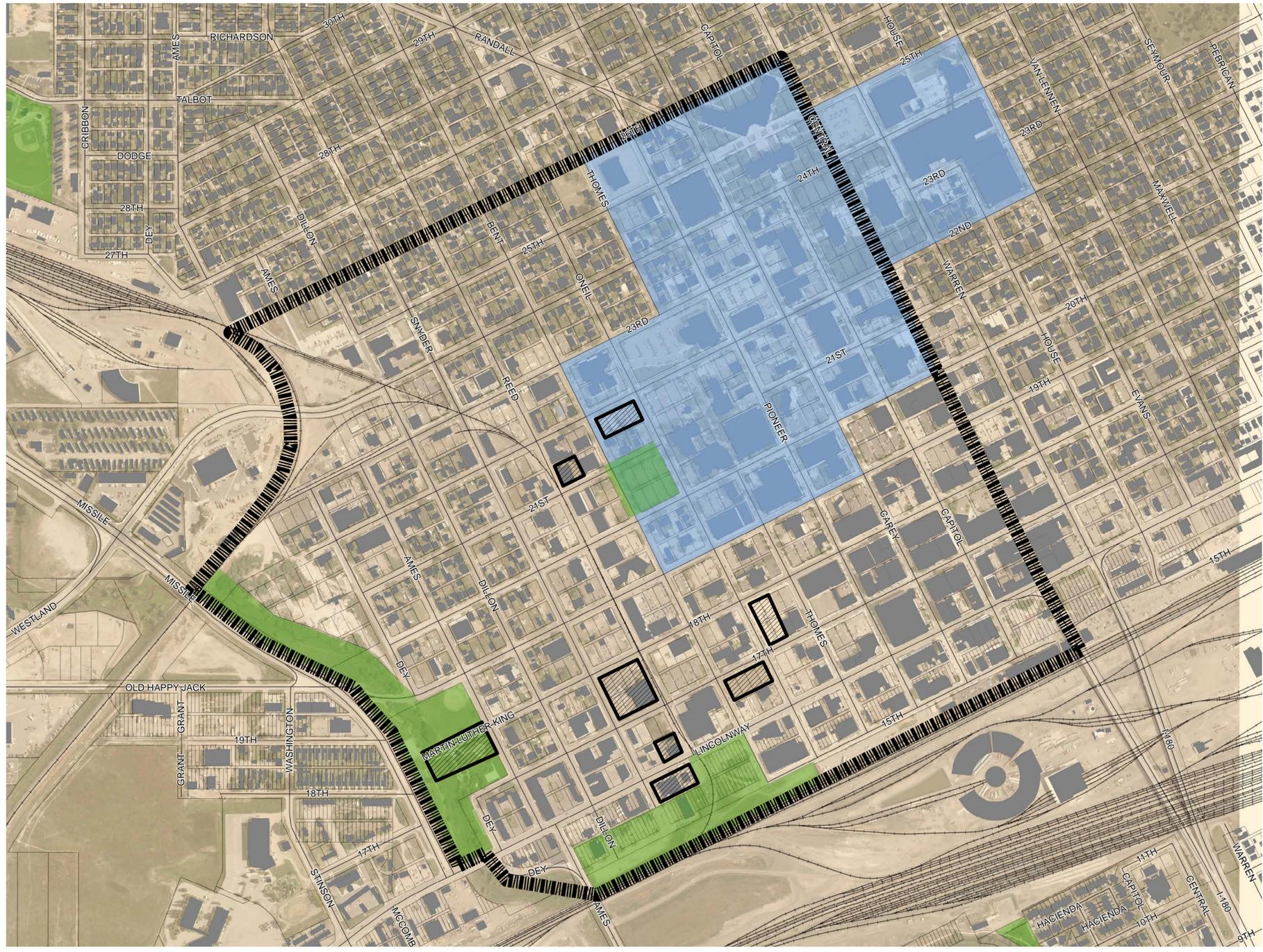
Character District	Appropriate Base Zone
Civic Place Sub-District	P -Public CBD - Central Business District
Urban Living Sub-District	NR₃ - Neighborhood Residential MUR - Mixed Use Residential
Pedestrian Retail Sub-District	MUB - Mixed Use Business
Rail Line Sub-District	MUB - Mixed Use Business
Central Business Sub-District	CBD - Central Business District

Key

-  West Edge
-  Catalyst Sites
-  Buildings
-  Parks
-  Railroads
-  Local Street Grid

Districts

-  Civic Place District



The Civic Place Sub-District

District Definition & Guidance

The Civic Place sub-district is an urban campus within the West Edge that consists of public land/ parks and community/government buildings and facilities. This district should be encouraged to be a very pedestrian friendly environment, while also allowing for vehicular access to these services.

Building Mass

The basic mass and proportions of a new building or addition should be compatible with the massing of surrounding buildings within the Civic Place sub-district. The building massing of Civic Place sub-district buildings tends to be large standalone buildings with usually no more than three buildings on a single city block. (Oftentimes, there are only one to two buildings on a city block.) Some infill of other civic buildings or the creation of public open spaces would be well-suited for this area. The building massing within this district should not be as dense as in the Central Business, Pedestrian Retail, or Rail Line sub-districts. This sub-district is categorized by its iconic standalone buildings.

Building Scale

The overall scale of new buildings should relate to that of adjacent buildings within the Civic Place sub-district. Most Civic Place buildings are multi-story (some over 10 stories tall). The ground-level scale of new buildings should be compatible with a human scale to encourage pedestrian activity. A sense of human scale is achieved when one can reasonably interpret the size of a building by comparing features of its design to comparable elements in one’s experience such as a traditional brick or windows. Materials with texture applied in units, panels, or modules can help to convey this sense of scale on the ground level, while large panelized products and extensive featureless surfaces are inappropriate. Upper levels of these buildings should be distinct from the ground-level pedestrian scale design; this could be achieved by varying facade patterns or the rhythm of the upper story windows. Where opportunities exist, new buildings in this district should provide a transition between existing buildings of differing scales—see the District Transition Zones section of this document for more information.

Adaptive Reuse & Compatible Infill

Adaptive Reuse and/or infill within the Civic Place sub-district should be comprised of buildings that relate to the scale and materiality of adjacent buildings in the district. Adaptive reuse of important civic buildings should pay tribute to the history of the place; however, creative, contemporary uses and applications of compatible materials found in the district are encouraged.

Streetscape

Human Scale

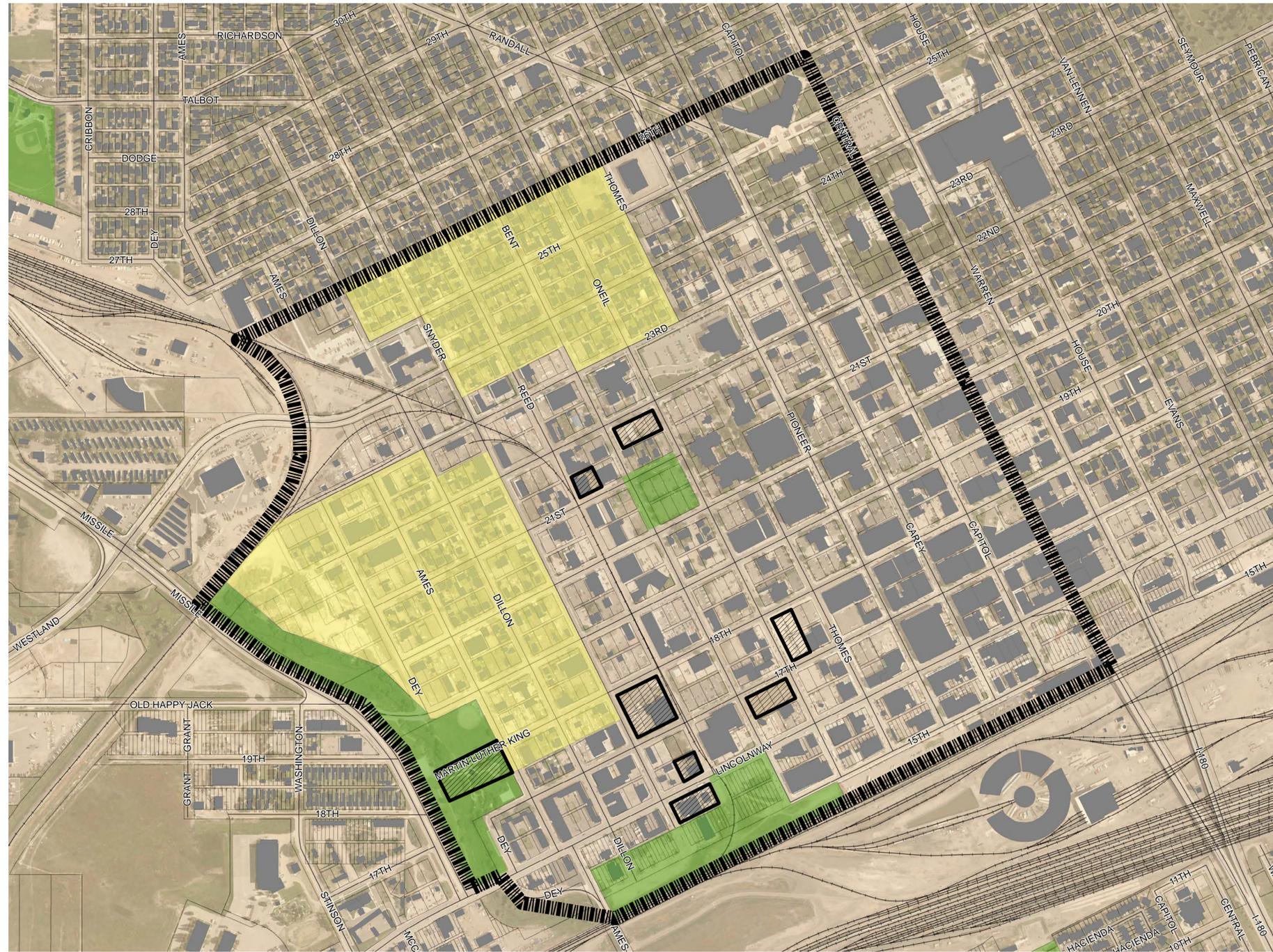
A human scale should be promoted in the streetscape design throughout the Civic Place sub-district. In addition to building facade articulation in nominal sizes, the human scale can be promoted via the installation of street trees, planting areas, and site furnishings such as waste/recycling receptacles, benches, bollards, planters, and street lighting.

Parking

Parking for the Civic Place District should be off to the side of the building or behind it. A large parking area should not be located in front of the building because it would make the building less pedestrian friendly and would detract from the building’s visual impact on its surroundings. Civic Place buildings should be located at the corner of a city block near a street intersection for visual prominence if this is possible.

Setbacks

Setbacks for Civic Place buildings should be further from the street than in the Central Business, Pedestrian Retail, or Rail Line sub-districts. Since the Civic Place buildings are often large in scale, a sidewalk, plaza, or lawn area with plantings between the street and the building can create a more pedestrian friendly entrance.



Key

-  West Edge
-  Catalyst Sites
-  Buildings
-  Parks
-  Railroads
-  Local Street Grid

Districts

-  Urban Living District

The Urban Living Sub-District

District Definition & Guidance

The Urban Living sub-district is composed of modern and traditional neighborhoods within the West Edge. Housing offered in this sub-district should be single-family residential with several apartment complexes or duplexes also available. This district should be encouraged to be a very pedestrian friendly environment, with sidewalks and narrower streets to promote traffic calming.

Building Mass

The basic mass and proportions of a new building or addition should be compatible with the massing of surrounding buildings within the Urban Living sub-district. The building massing of the Urban Living sub-district buildings tends to be comprised of predominantly single-family homes with usually between 12 and 16 buildings on a single city block. These homes often have detached garages at the back of the lot with interior alley access. The construction of several duplexes or apartment buildings would be well-suited for this area; it would increase the density in the district and offer more affordable living space for West Edge employees. The building massing within this district should not be as dense as in the Central Business, Pedestrian Retail, or Rail Line sub-districts. This sub-district is categorized by its single-family residential buildings.

Building Scale

The overall scale of new buildings should relate to that of adjacent buildings within the Urban Living sub-district. Most Urban Living buildings are currently single-family residential and are already compatible with the human scale. Should any multi-story residential buildings be constructed in this area, the ground-level scale of new buildings should also be compatible with the human scale to encourage pedestrian activity. A sense of human scale is achieved when one can reasonably interpret the size of a building by comparing features of its design to comparable elements in one’s experience such as a traditional brick or windows. Materials with texture applied in units, panels, or modules can help to convey this sense of scale on the ground level, while large panelized products and extensive featureless surfaces are inappropriate. Upper levels of these buildings should be distinct from the ground-level pedestrian scale design; this could be achieved by varying facade patterns or the rhythm of the upper story windows. Upper stories of apartment buildings should step down (like stairs) to better integrate with the single-family housing in the Urban Living sub-district. Where opportunities exist, new buildings in this district should provide a transition between existing buildings of differing scales—see the District Transition Zones section of this document for more information.

Adaptive Reuse & Compatible Infill

Adaptive Reuse and/or infill within the Urban Living sub-district should be limited to several duplexes or apartment living complexes. Any adaptive reuse homes should relate to the scale and materiality of adjacent buildings in the district. Creative, contemporary uses and applications of compatible materials found in the district are encouraged.

Streetscape

Human Scale

A human scale should be promoted in the streetscape design throughout the Urban Living sub-district. The human scale can and is currently being achieved via the continuation of sidewalks along the streets surrounded by residential lawns, planting areas, and trees. Residential homes are often constructed to promote the human scale as well.

Parking

Parking in this predominantly single-residential area is at the back of the lots via alley access—creating very pedestrian friendly streets. Street parking is currently limited. Should any apartment complexes be built in this sub-district, the parking should be located behind the building with the building fronting the adjacent single-family residential buildings. Duplexes should follow the same parking pattern that is currently being followed in the Urban Living sub-district, with parking at the rear of the lot using alley access.

Setbacks

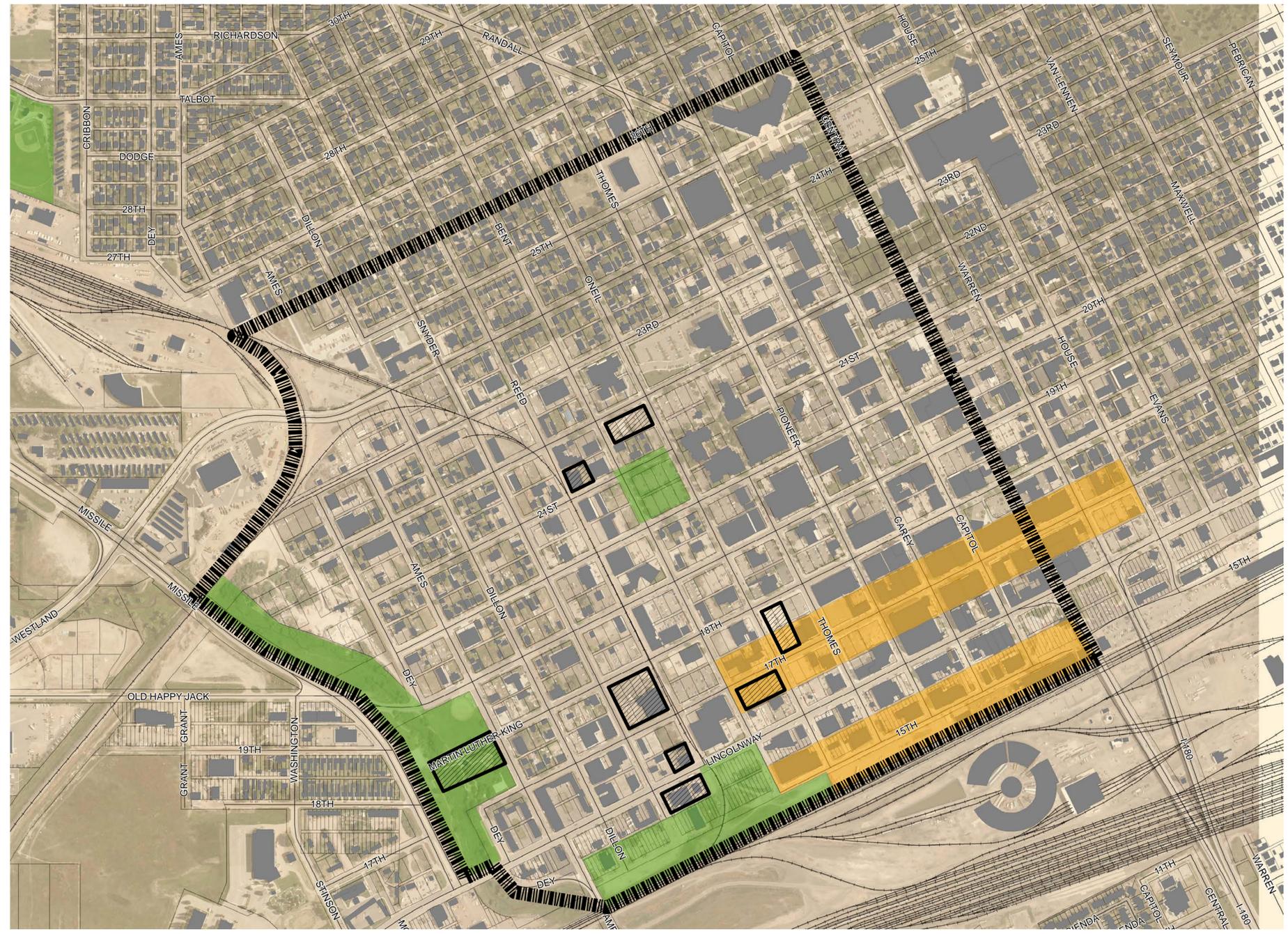
Setbacks for Urban Living buildings should be further from the street than in the Central Business, Pedestrian Retail, or Rail Line sub-districts. Since the Urban Living buildings consist of mostly single-family residential homes, a sidewalk adjacent to the street with a lawn or planting area between the sidewalk and the building can create a more pedestrian friendly streetscape and offer the families living in these homes more separation from the streets.

Key

-  West Edge
-  Catalyst Sites
-  Buildings
-  Parks
-  Railroads
-  Local Street Grid

Districts

-  Pedestrian Retail District



The Pedestrian Retail Sub-District

District Definition & Guidance

The Pedestrian Retail sub-district is a place to celebrate, offering a “Main Street” atmosphere with outdoor eating and entertainment areas that hosts many on-street community events and festivals within the West Edge. This district should be encouraged to be a very pedestrian friendly environment, with continuous building frontage along the streets and wide sidewalks provided. As no off-street parking will be provided, vehicular access to these services will be provided in the form of parking garages.

Building Mass

The basic mass and proportions of a new building or addition should be compatible with the massing of surrounding buildings within the Pedestrian Retail sub-district. The building massing of this sub-district’s buildings tends to be comprised of predominantly small businesses in multi-story historic buildings with a continuous building face fronting the street. The upper stories of these buildings could be converted into apartments (if they haven’t been already) to increase the density in this part of the West Edge. The building sizes vary, allowing as many as seven different interconnected buildings/businesses to face the street on a single city block. These buildings often have employee parking behind the building with alley access. Along many of the streets in this sub-district, the continuous building face is maintained, but in the few places where it lags, infill would be well-suited. Infill in such strategic locations would increase the density in the district and create a more vibrant retail environment. The building massing within this district should be denser than the Civic Place and Urban Living sub-districts. This sub-district is categorized by its “Main Street-like” building frontage along the street.

Building Scale

The overall scale of new buildings should relate to that of adjacent buildings within the Pedestrian Retail sub-district. Most Pedestrian Retail buildings are multi-story (usually between two and five stories tall) and are already compatible with the human scale. A sense of human scale is achieved when one can reasonably interpret the size of a building by comparing features of its design to comparable elements in one’s experience such as a traditional brick or windows. Materials with texture applied in units, panels, or modules can help to convey this sense of scale on the ground level, while large panelized products and extensive featureless surfaces are inappropriate. Upper levels of these buildings should be distinct from the ground-level pedestrian scale design; this could be achieved by varying facade patterns or the rhythm of the upper story windows. Should any new buildings be constructed in this area, the ground-level scale of new buildings should also be compatible with the human scale to encourage pedestrian activity. Upper stories of these buildings could be apartments, increasing the density in this pedestrian-oriented West Edge sub-district. Where opportunities exist, new

buildings in this district should provide a transition between existing buildings of differing scales—see the District Transition Zones section of this document for more information.

Adaptive Reuse & Compatible Infill

Adaptive Reuse and/or infill within the Pedestrian Retail sub-district should be comprised of buildings that relate to the scale and materiality of adjacent buildings in the district. Adaptive reuse of the historic buildings within this sub-district should match the surrounding buildings’ materiality, colors, pedestrian-scaled design, and setback from the street. Creative, contemporary uses and applications of compatible materials found in the district are encouraged.

Streetscape

Human Scale

A human scale should be promoted in the streetscape design throughout the Pedestrian Retail sub-district. Building facade articulation is one way of promoting the human scale. However, the human scale can also be encouraged via the installation of street trees, planting areas, and site furnishings such as waste/recycling receptacles, benches, bollards, planters, and street lighting.

Parking

Parking in the Pedestrian Retail sub-district is located at the back of the lots via alley access for business owners—with only the buildings and sidewalks fronting the very pedestrian friendly streets. No off-street parking will be included in this district; therefore, the creation of parking lots or garages will be necessary for shoppers to access the Pedestrian Retail sub-district.

Setbacks

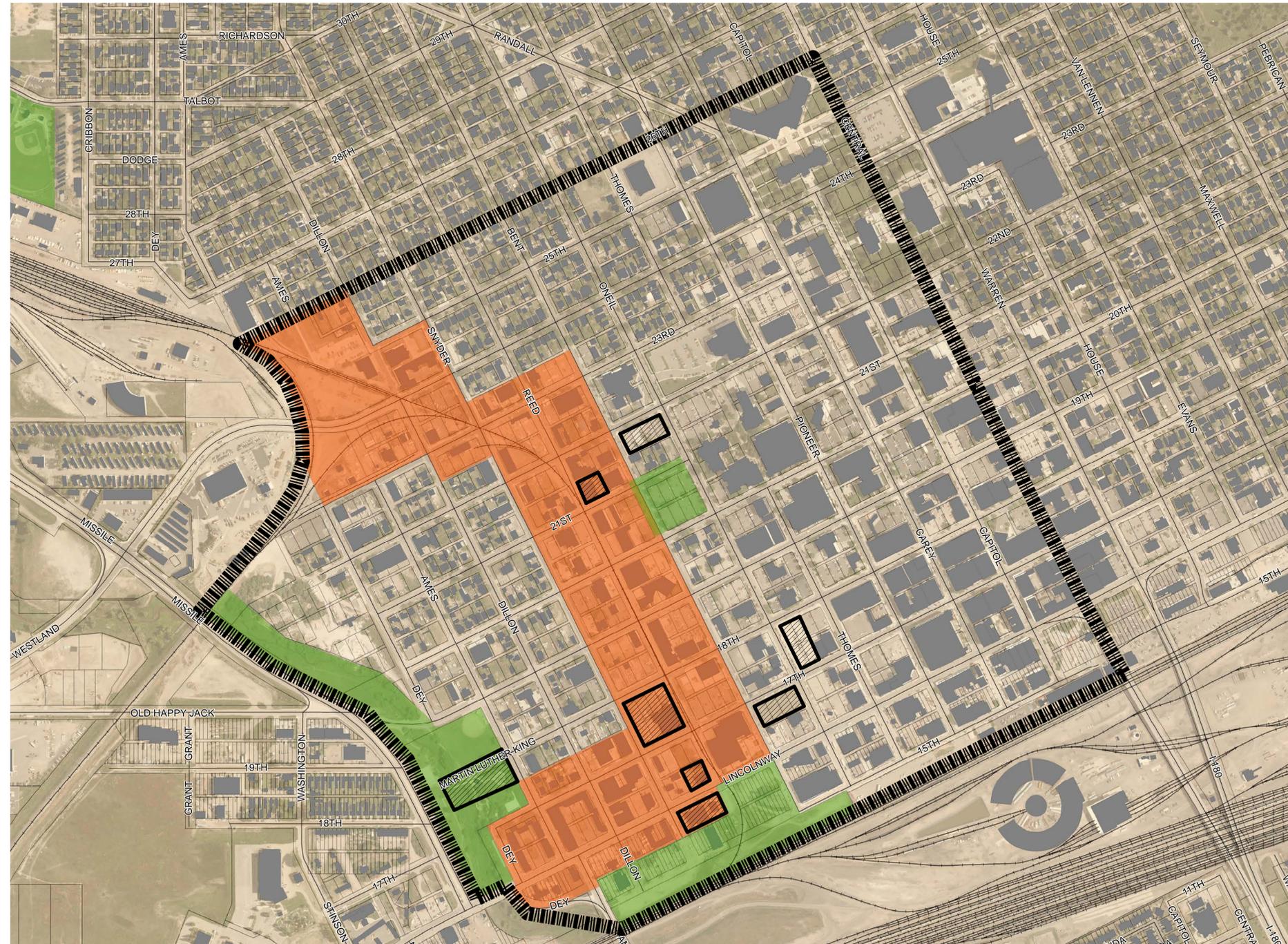
Setbacks for Pedestrian Retail buildings should be closer to the street than in the Civic Place or Urban Living sub-districts. Since the Pedestrian Retail buildings are primarily two and three story shops and boutiques with a continuous building face, they can be closer to the street so as to encourage shoppers. However, these buildings should not be located in the sight triangles for vehicular traffic, as determined by a civil engineer. Also, buildings should be set back far enough to allow sidewalk space for site furnishings and outdoor dining areas. These Pedestrian Retail setback principles will act to create a more pedestrian friendly streetscape that encourages shoppers to the district.

Key

-  West Edge
-  Catalyst Sites
-  Buildings
-  Parks
-  Railroads
-  Local Street Grid

Districts

-  Rail Line District



The Rail Line Sub-District

District Definition & Guidance

The Rail Line sub-district is a place where cultural history is abundant—a place where the past, the present, and the future collide. This district will be composed of mixed used businesses and upper story office and residential space fronting the pedestrian greenway adjacent to the rail spur. The pedestrian greenway will be a means for bicyclists and pedestrians to enjoy the sub-district’s fun, edgy, industrial vibe celebrating the historic rail spur. Vehicular access to this district will be provided in the form of on-street parking or site parking at the back of the rail spur lots. No streets will drive adjacent to the train tracks, so people will have to park in parking garages, parking lots, or in the off-street parking provided on the adjacent streets near the back of the Rail Line business lots. This district is the epitome of a very pedestrian friendly environment with continuous building frontage along the pedestrian greenway next to the rail spur.

Building Mass

The basic mass and proportions of a new building or addition should be compatible with the massing of surrounding buildings within the Rail Line sub-district. Buildings in this district are currently large boxy standalone industrial buildings with a significant amount of space between the buildings. Large parking areas are abundant. The goal for this district is to significantly increase the building density by infilling new buildings that embrace the industrial atmosphere of the rail line. Infill in this district would increase the density in the West Edge and create a more vibrant urban environment for residents. Ultimately, the Rail Line sub-district should have a continuous building frontage on either side of the rail spur. Multi-story buildings between three and six stories will be most common in this district; upper stories will be office space or residential. The building massing within this district should be denser than the Civic Place and Urban Living sub-districts.

Building Scale

The overall scale of new buildings should relate to that of adjacent buildings within the Rail Line sub-district. Most Rail Line buildings are currently multi-story (usually between two and five stories tall). New infill should be compatible with such existing building scales (widths and heights), but can be slightly larger or smaller than expressed in existing buildings. It would also be favorable to break up the facades of larger buildings (existing and proposed) into more human-scaled facades. A sense of human scale is achieved when one can reasonably interpret the size of a building by comparing features of its design to comparable elements in one’s experience such as a traditional brick or windows. Materials with texture applied in units, panels, or modules can help to convey this sense of scale on the ground level, while large panelized products and extensive featureless surfaces are inappropriate. Upper levels of

these buildings should be distinct from the ground-level pedestrian scale design; this could be achieved by varying facade patterns or the rhythm of the upper story windows. Many current buildings in the Rail Line sub-district do not promote the human scale—with continuous unarticulated building facade space and lack of differentiation in the different building stories. Therefore, should any new buildings be constructed in this area, the ground-level scale of new buildings should be compatible with the human scale to encourage pedestrian activity. Where opportunities exist, new buildings in this district should provide a transition between existing buildings of differing scales—see the District Transition Zones section of this document for more information.

Adaptive Reuse & Compatible Infill

Adaptive Reuse and/or infill within the Rail Line sub-district should be comprised of buildings that are compatible with the scale and materiality of adjacent buildings in the district; however, buildings should be constructed to be more pedestrian friendly than the existing buildings in the district are currently. Also, the materiality used in new and adaptive reuse buildings should celebrate the rail spur and the industrial nature of the district. Creative, contemporary uses and applications of compatible materials found in the district are encouraged.

Streetscape

Human Scale

A human scale should be promoted in the streetscape design throughout the Rail Line sub-district. Constructing or adapting buildings to have facade articulation is one way of promoting the human scale. However, the human scale can also be encouraged via the installation of street trees, planting areas, and site furnishings such as waste/recycling receptacles, benches, bollards, planters, and street lighting. The pedestrian greenway that will be incorporated between these buildings and the rail line will also help to create human scale in the sub-district.

Parking

Parking in the Rail Line sub-district is located at the back of the lots on adjacent streets or will be incorporated in the form of nearby parking lots and garages. Business owners and residents of the district might have back parking lots created for vehicular access to their respective buildings. Vehicular access will need to be studied along Reed regarding potential limited access for service and emergencies. Existing access on Reed may be grandfathered to remain and limited for redevelopment. Over time, as the rail corridor improves buildings should face the corridor. Parking garages would be the most aesthetically pleasing, pedestrian friendly, and space-saving way to offer parking in the Rail Line sub-district. Ideally the use of surface parking lots would be minimized so as to

encourage pedestrian activity both at the “front” and the “back” of these lots.

Setbacks

The primary concern with this sub-district is its setback from the rail spur. The buildings in this sub-district should be setback a minimum of 40 feet from the actual rail line; 30 feet of setback for rail transport purposes and 10 feet for public access easement. The pedestrian greenway sidewalk pavement should be setback 30 feet from the rail line. Landscaping can fill the 30 foot rail transport setback. Setbacks at the back of the lots for Rail Line buildings should be closer to the street than in the Civic Place or Urban Living sub-districts, unless a parking area is built at the back of the lot. However, these buildings should not be located within the sight triangles for vehicular traffic, as determined by a civil engineer. Also, buildings should be set back far enough to allow sidewalk space for site furnishings. These Rail Line setback principles will act to create a more pedestrian friendly streetscape, encouraging shoppers and residents to the district.

The Central Business Sub-District

District Definition & Guidance

The Central Business sub-district can be considered the heart of Cheyenne because it will act as the gateway into Cheyenne’s West Edge district. Composed of primarily businesses and mixed-use retail buildings, this district will be the heart of commerce in the West Edge. Much like all the other sub-districts, the Central Business sub-district should be encouraged to be a very pedestrian friendly environment, with continuous building frontage along the streets and wide sidewalks provided. On-street parking will be provided in this district as either angled or parallel parking.

Building Mass

The basic mass and proportions of a new building or addition should be compatible with the massing of surrounding buildings within the Central Business sub-district. The massing of this sub-district’s buildings tends to be comprised of predominantly businesses and offices in multi-story historic buildings with a continuous building face fronting the street. (The upper stories of these buildings could be converted into apartments (if they haven’t been already) to increase the density in this part of the West Edge. The building sizes vary, allowing as many as seven or as few as two or three different interconnected buildings/businesses to face the street on a single city block. Along many of the streets in this sub-district, the continuous building face is maintained, but in the few places where it lags, infill would be well-suited. Infill in such strategic locations would increase the density in the district and create a more vibrant retail environment. Many of these buildings often have employee parking behind the building with alley access. Along the streets, parallel or angled parking is provided for pedestrians to frequent the stores. Parking garages could also be constructed to allow more vehicular access in the district; parking lots are discouraged as they disrupt the flow of the continuous building face along the streets. The building massing within this district should be denser than the Civic Place and Urban Living sub-districts. Ideally, this would be the densest sub-district in the West Edge with the largest buildings. This sub-district is categorized by its dense and pedestrian-oriented building massing fronting the Central Business District streetscape.

Building Scale

The overall scale of new buildings should relate to that of adjacent buildings within the Central Business sub-district. Most Central buildings are multi-story (usually between two and eight stories tall) and are already compatible with the human scale. A sense of human scale is achieved when one can reasonably interpret the size of a building by comparing features of its design to comparable elements in one’s experience such as a traditional brick or windows. Materials with texture applied in units, panels, or modules can help to convey this sense of scale on the ground level, while large panelized products and extensive featureless surfaces

are inappropriate. Upper levels of these buildings should be distinct from the ground-level pedestrian scale design; this could be achieved by varying facade patterns or the rhythm of the upper story windows. Wall offset changes or variations in the roof lines from building to building along the continuous facade fronting the streetscape are other ways to promote the pedestrian scale. These buildings should also have strong entry definition to encourage shoppers. Should any new buildings be constructed in this area, the ground-level scale of new buildings should also be compatible with the human scale to encourage pedestrian activity. Upper stories of these buildings could be apartments, increasing the density in this pedestrian-oriented West Edge sub-district. Where opportunities exist, new buildings in this district should provide a transition between existing buildings of differing scales—see the District Transition Zones section of this document for more information.

Adaptive Reuse & Compatible Infill

Adaptive Reuse and/or infill within the Central Business sub-district should be comprised of buildings that relate to the scale and materiality of adjacent buildings in the district. Adaptive reuse of the historic buildings within this sub-district should match the surrounding buildings’ materiality, colors, pedestrian-scaled design, and setback from the street. Creative, contemporary uses and applications of compatible materials found in the district are encouraged.

Streetscape

Human Scale

A human scale should be promoted in the streetscape design throughout the Central Business sub-district. Building facade articulation is one way of promoting the human scale. However, the human scale can also be encouraged via the installation of street trees, planting areas, and site furnishings such as waste/recycling receptacles, benches, bollards, planters, and street lighting.

Parking

Parking in the Central Business sub-district is located at the back of the lots via alley access for business owners. Also, parallel or angled parking fronts the very pedestrian friendly streets, creating easy vehicular access for businesses and offices. Parking lots are discouraged in this sub-district because they would disrupt the continuous building frontage along the street. For this reason, the creation of garages is preferred for increasing parking, while maintaining the pedestrian-friendly atmosphere.

Setbacks

Setbacks for Central Business sub-district buildings should be closer to the street than in the Civic Place or Urban Living sub-districts—very similar to that of the Pedestrian Retail sub-district. Closer spacing to the streets encourages shoppers; however, ample sidewalk space for site furnishings, outdoor eating areas, and pedestrian circulation should be maintained. Also, sight triangles (as determined by a civil engineer) for vehicles should be preserved in the proposed building setbacks for this sub-district. These Central Business sub-district setback principles will act to create a more pedestrian friendly streetscape that encourages shoppers to the district.

Transition Zones Between Sub-Districts

Transitioning from the Civic District to the Central Business District

Buildings in the Civic District and the Central Business District should be about the same overall scale in size, although the Central Business buildings may appear larger as they are all interconnected with a continuous facade fronting the street. The incorporation of courtyard spaces or several small pocket parks into the edges of the Central Business District (CBD) would create a smoother transition from the dense building massing of the CBD to the standalone buildings in the Civic District. Maintain similar site furnishings to lessen the impact of the transition.

Transitioning from the Civic District to the Rail Line District

The Civic District, composed of iconic standalone buildings on lots surrounded by open space should transition into the Rail Line District by gradually increasing the building sizes and density. As one progresses further into the Rail Line District, buildings should be taller and more densely spaced. The edges of the Rail Line District surrounding the Civic District should incorporate pocket parks, plaza open spaces, or maybe even a few parking lot areas amidst shorter buildings to make the transition from the Rail Line more gradual to the open spaces surrounding the iconic, standalone civic district buildings. Maintain similar site furnishings to lessen the impact of the transition.

Transitioning from the Civic District to the Urban Living District

The Civic District should transition into the Urban Living District seamlessly. As the Civic District is composed of primarily standalone iconic buildings surrounded by open lawn space, the district should transition smoothly into the Urban Living District (composed of mostly single family residential buildings with yard space included between the houses and the street.) These lawn or landscaping areas around the edges of these districts should be incorporated to smoothen this transition. Multi-family, multi-story residential units could also be included on the edges of the Urban Living District adjacent to the Civic District in order to smoothen the transition from the larger building heights of the Civic buildings to the one to two story heights of the surrounding residential buildings. Therefore, these transition areas will move maximum potential building heights-away from the Urban Living District’s single family residential areas.

Transitioning from the Rail Line District to the Central Business District

The Rail Line District should transition into the Central Business District seamlessly as similar mixed-use development is occurring in both districts. The Central Business District’s development, as a whole, will maintain taller buildings than in the Rail Line District, so a gradual “stepping down” of these building heights from the CBD to the Rail Line should create a smooth transition between the districts. Also, few to no parking lots should occur in this building transition area as a goal of the CBD is to discourage such land use. Rather, parking garages or on-street parking would be a better means to accommodate for vehicular traffic in the transition zone between the two districts. Maintain similar site furnishings to lessen the impact of the transition.

Transitioning from the Pedestrian Retail District to the Rail Line District

The Pedestrian Retail District should transition into the Rail Line District pretty seamlessly as similar mixed-use development and building heights are occurring in both districts. However, should one district have taller buildings than the other, a gradual “stepping down” of these building heights from one district to the other should occur to create a smooth transition between the districts. Also, few to no surface parking lots should occur in this transition area as a goal of the Pedestrian Retail District is to discourage such land use. Rather, parking garages or off-street parking would be a better means to accommodate vehicular traffic in the transition zone between the two districts. Nevertheless, limited on-street parking is provided in the Pedestrian Retail District, so alley parking or parking garages would be better parking solutions within the edges of that district. Also, similar site furnishings should be maintained between both districts to lessen the impact of the transition.

Transitioning from the Pedestrian Retail District to the Central Business District

The Pedestrian Retail District should transition into the Central Business District seamlessly as similar mixed-use development is occurring in both districts. The Central Business District’s development, as a whole, will maintain taller buildings than in the Pedestrian Retail District, so a gradual “stepping down” of these building heights from the CBD to the Pedestrian Retail should create a smooth transition between the districts. Also, few to no parking lots should occur in this building transition area as a goal of the CBD and the Pedestrian Retail District is to discourage such land use. Rather, parking garages or off-street parking would be a better means to accommodate vehicular traffic in the transition zone between the two districts. No off-street parking is provided in the Pedestrian Retail District, so alley parking or parking garages would be better parking solutions within the edges of that district. Also, similar site furnishings should be maintained between both districts to lessen the impact of the transition.

Transitioning from the Urban Living to the Rail Line District

Buildings transitioning from the Urban Living District to the Rail Line District should be apartments or mixed-use multi-story structures. The single family residential homes of the Urban Living District should transition gradually to taller and more multi-family residential buildings. Mixed-use development with businesses and offices below and apartments on the upper stories should be on the edges of the Rail Line District to help foster this gradual “stepping down” of building height to the one and two story single family homes of the Urban Living District. This transition pattern should move maximum potential building heights away from residential areas.

Circulation Framework Recommendations

1. A framework of clearly identifiable and purposeful pathways needs to be created within the interior of the West Edge to support circulation and connections. These pathways should be designed in a manner that is responsive to adjacent land use and architectural character yet retain cohesive elements that may be extended beyond the West Edge. The pathway system should incorporate accommodations for multiple modes of transportation as appropriate, incorporate green infrastructure elements that reinforce streetscape features, and include qualities that maximize the use of pathways for multiple functions.

2. The use of 19th and 20th Streets as a one-way pair through the West Edge (west of Pioneer Avenue) should be studied to evaluate the possibility of these streets being returned to two-way streets in the future. The current design and function of this pair of streets currently serves as a dividing element in the West Edge.

3. The BNSF rail line is a working element within the West Edge and should remain active, but methods should be explored to reduce the impact of the rail line as a barrier that divides the West Edge and to feature the rail line as a prominent multiple use element within the fabric of the West Edge.

4. The area associated with Martin Luther King Park and the Crow Creek green space needs to be further enhanced to mitigate the barrier effects of the roadway and topography. This can be accomplished through enhanced connections between the West Edge and the open space area, as well as continued improvements and development of the Cheyenne trail system in the area. This location has the potential to include a gateway type feature and water quality treatment that could seek a variety of drainage related grant funding for support.

5. Enhancing highly identifiable or unifying landmarks such as the steam plant, as well as adding new memorable features will help overcome the lack of cohesive elements and tie various parts of the West Edge together and strengthen the sense of place.

6. Currently, many non-conforming uses exist within the West Edge area. This is primarily the result of applying zoning districts based upon a past vision for the area as an industrial area. The zoning in the West Edge area needs to be evaluated and possibly changed to encourage reinvestment in desirable established uses and redevelopment of undesirable or underutilized properties.

Convenience, access, circulation, choice and experience are important features of successful movement and circulation systems. The ability for people and goods to move efficiently through, in and around the West Edge will be critical to the evolution of the West Edge in the future. Several different types of roads are intended to address functional purposes, as well as support experiential activities that will enhance the West Edge area.

Parkway

The parkway designation indicates a higher level of streetscape and multi-modal (e.g. pedestrian, bicycle, etc.) to enhance the experience as people walk and bike to parks and other nearby public places and activity areas. Enhancements may include: pedestrian scale streetscape elements and furnishings; on-street parking; sidewalks separated from the roadway; green infrastructure storm water drainage elements.

Locations:

- 24th Street
- 22nd Street from Dey Avenue to the Medical Center
- 8th Street from Martin Luther King Park to Holiday Park
- O'Neil Avenue from 15th Street to 24th Street
- Reed Avenue from Lincolnway to 24th Street

Plaza Street

The design of the plaza street is intended to support daily traffic and parking needs, but also provide amenities and elements that accommodate special events and activities such as block parties, community festivals and other special events where pedestrian and commerce activities may be expanded into the roadway. Enhancements may include streetscape elements and furnishings that support the functionality of the roadway and supplement the character, intensity and multiple use of the roadway (roads may be brick or cobblestone have narrower traffic lanes, incorporate removable bollards, etc.) with minimized curbing integrated with on-street parking and green infrastructure elements.

Locations:

- 5th Street from Bent Avenue to the Depot Plaza
- 7th Street from Reed Avenue to Warren Avenue
- Capitol Avenue from the Depot to 17th Street
- Bent Avenue from 15th St to 17th Street

Rail Spur

The design of this corridor incorporates the active rail line functioning alongside an off street multi-purpose trail within the West Edge. Landscaping and furnishings that support the functionality and safety of the trail; a 10 foot or greater trail width; highly identifiable roadway crossings; safety features to minimize use conflicts with the active rail line; connections to adjacent uses; green infrastructure elements and quiet zone implementation are prominent features.

Locations:

- Adjacent to the BNSF rail line / Reed Avenue from Lincolnway to 24th Street

Connector

These corridors primarily move traffic as well as connect the West Edge to other parts of the City. Base streetscape elements and furnishings that may be consistent with corridor-long themes or correlate to the Central Business or Civic Place Districts. On-street parking in the Central Business and Civic Place Districts; sidewalks; underground storm drainage; wayfinding signage; transit provision; and share the road bicycle accommodations are important factors to address when improving connectors.

Locations:

- Carey / Pioneer Avenues one-way pair
- 19th Street (converted two-way from Capitol Avenue to Missile Drive)
- 19th / 20th Street (one way pair east of Capitol Avenue)
- Lincolnway
- Missile Drive

Local Grid

The local grid serves as the primary framework for providing resiliency in the West Edge circulation system via road and sidewalk use, while supporting adjacent land uses and services. Enhancements may include base streetscape elements (e.g. street trees, street and pedestrian scale lighting) appropriate for existing street or alley rights-of-way scale; on-street parking parallel; sidewalks; Alleys – should be paved and may have above ground utilities.

Locations:

- All remaining roadways and alleys not identified in other designations serve as part of the local grid system.

Factors that Inform Scale

The West Edge District of Cheyenne is composed of a variety of land uses and development patterns. As a result, the architectural scale in the district varies based on the current and proposed land uses—which can be considered to be sub-districts. Pedestrian versus vehicular zones will also have an influence on the architectural scale implemented within each West Edge sub-district.

Variety of Land Uses

Land use can significantly influence building scale. A more industrial area might include large warehouses and parking areas, while a more commercial area might include a series of smaller buildings that are all connected with a continuous building face. Each of these smaller buildings may also incorporate more architectural detailing than a large warehouse might. Other land uses in the west edge include residential areas as well as civic structures such as schools and government buildings. Residential land uses could influence architectural scale in several ways. If constructed in a multi-use setting (with commercial retail on the lower stories and apartments above), then the architectural scale may be typified by larger buildings in height and width more than in a single family home residential area. Civic buildings might consist of large standalone buildings with significant architectural detailing. Although these buildings are usually large in size, they maintain a pedestrian-friendly atmosphere.

Existing Development Patterns

Existing development in the West Edge has helped to define several sub-districts within the overall district. For example, there is a good deal of commercial development in the southeast portion of the West Edge. This commercial area mostly consists of multi-story development with buildings that have a significant amount of architectural detailing. As this area is characterized by larger buildings that still maintain a pedestrian-oriented feel, similar development would be encouraged within this sub-district to strengthen the identity of the area. In comparison, to the Northeast portion of the district site, there are a lot of civic structures. These structures are often standalone large-scale multi-story buildings. Infill could take place in this area, but part of what makes these civic buildings stand-out from other parts of the West Edge is that they are iconic in their large-scale and as standalone structures. Therefore, it can be concluded that existing development patterns in each West Edge sub-district encourage similar new development to occur within these districts.

Associated Pedestrian and Vehicular Zones

Pedestrian and vehicular zoned areas can exist in every land use type; they can and should have a considerable influence on buildings’ architectural scale. Likewise, architectural scale can have a large influence on whether a zone is more pedestrian or vehicular friendly. A more pedestrian friendly architectural scale will often consist of shorter buildings that have more architectural detailing. Maintaining a continuous building face fronting the streets is another indicator of a more pedestrian-oriented zone. A more vehicular-oriented area might have taller buildings with wider streets.

Defining Architectural Guidelines for the West Edge

The West Edge is composed of several sub-districts; these sub-districts have already begun to define appropriate use, scale, mass, and street network. Therefore, each sub-district will be analyzed and an architectural response will be identified/determined that is suitable for each area. The compilation of these sub-district architectural responses will seek to create the overall Vibrant Urban Environment that is the proposed identity for the West Edge District.



Design Guidelines

Architectural Guidelines for the West Edge

What are the Design Guidelines?

Design Guidelines convey general policies about alterations to existing structures, additions, and new construction and site work. The Design Guidelines define a range of appropriate responses to a variety of specific design issues.

Why have Design Guidelines?

Design Guidelines help establish a common understanding of building principles and standards related to architecture in the West Edge. Retaining the historic character that exists in the West Edge, while also promoting new development is an important goal to the City of Cheyenne. The guidelines are not strict codes that developers must follow, but are suggestions that will promote the seamless integration of new development and redevelopment projects in the West Edge and will strengthen the overall district identity.

Guideline Administration

The West Edge Design Guidelines shall be administered along with the City zoning and land use regulations to address matters related to architectural and landscape design. The overall intent is to promote integration and compatibility between existing and proposed design elements, while allowing for a diversity of design styles and materials. The West Edge Guidelines may be amended or supplemented by the City at any time with approval by the City's Community Development Director.

Guideline Administration

When to use the Design Guidelines

The Design Guidelines should be consulted for all new development and redevelopment projects. The following is a list of common changes (new and redevelopment projects) that can have a significant impact on the integrity of creating a unified identity in the West Edge:

- The construction of a new addition onto an existing building.
- The alteration or restoration of exterior features of a historic building.
- The removal or demolition, in whole or in part, of a historic building.
- The alteration or restoration of a storefront.
- The application of a new exterior siding material.
- The addition of new window or door openings.
- The creation of a driveway or parking area.
- The construction or addition of a parking deck.
- The application of architectural features and other miscellaneous modifications, such as cornices and bulkheads.

This list is not all inclusive, but is indicative of the types of changes to which these Design Guidelines apply. For questions regarding the Design Guidelines outlined in this Architectural Guidebook, please contact the West Edge Design Review board.



Goals

Two Primary Goals

There are two primary goals that will influence the West Edge's Architectural Guidebook: 1) Creative flexibility must be allowed in development projects in the West Edge District, and 2) Any development must support the overall identity of the West Edge—which is "A Vibrant Urban Environment." If these two goals are adequately described and accounted for in the Architectural Guidebook's development standards, then any future development in the West Edge will positively contribute to the unique identity of the district's vibrant urban environment. These goals seek to promote: context sensitivity and flexibility, a community vision, a sense of place, and stimulation of the West Edge economy with good design.

Allow for Creative Flexibility in Development

Cheyenne's West Edge varies so widely in its development patterns within the overall district that it makes sense to have design solutions tailored to a block by block (sub-district) basis, rather than in a district-wide homogeneous approach. These sub-districts have been categorized into five distinct areas: 1) the Civic Place District, 2) the Urban Living District, 3) the Pedestrian Retail District, 4) the Rail Line District, and 5) the Central Business District. Architectural design guidelines for each of these sub-districts have been tailored to match the desired land use and current context for the area. Existing and desired development patterns within each sub-district have also been considered in the Architectural Guidelines.

In order for each sub-district to have a unique identity that guides and influences development, the architectural style, land use, and development patterns of each district will need to be distinct. Each sub-district, therefore, has a set of regulatory guidelines that act as suggestions for developers wishing to build or re-develop structures in a specific district. The goal of these regulatory guidelines is for them to encourage development that contributes positively toward the creation/promotion of each sub-district's community identity. Development that would detract from the community identity of a sub-district is discouraged and may be considered for re-design. These guidelines address both new development and adaptive reuse construction in each sub-district. Such guidelines are outlined in this Architectural Guidebook, which attempts to provide regulatory instruction in implementing development standards and guidelines that would enhance each West Edge sub-district identity within the context of the City's regulatory framework.

Two Primary Goals

There are two primary goals that will influence the West Edge’s Architectural Guidebook: 1) Creative flexibility must be allowed in development projects in the West Edge District, and 2) Any development must support the overall identity of the West Edge—which is “A Vibrant Urban Environment.” If these two goals are adequately described and accounted for in the Architectural Guidebook’s development standards, then any future development in the West Edge will positively contribute to the unique identity of the district’s vibrant urban environment. These goals seek to promote: context sensitivity and flexibility, a community vision, a sense of place, and stimulation of the West Edge economy with good design.

Allow for Creative Flexibility in Development

Cheyenne’s West Edge varies so widely in its development patterns within the overall district that it makes sense to have design solutions tailored to a block by block (sub-district) basis, rather than in a district-wide homogeneous approach. These sub-districts have been categorized into five distinct areas: 1) the Civic Place District, 2) the Urban Living District, 3) the Pedestrian Retail District, 4) the Rail Line District, and 5) the Central Business District. Architectural design guidelines for each of these sub-districts have been tailored to match the desired land use and current context for the area. Existing and desired development patterns within each sub-district have also been considered in the Architectural Guidelines.

In order for each sub-district to have a unique identity that guides and influences development, the architectural style, land use, and development patterns of each district will need to be distinct. Each sub-district, therefore, has a set of regulatory guidelines that act as suggestions for developers wishing to build or re-develop structures in a specific district. The goal of these regulatory guidelines is for them to encourage development that contributes positively toward the creation/promotion of each sub-district’s community identity. Development that would detract from the community identity of a sub-district is discouraged and may be considered for re-design. These guidelines address both new development and adaptive reuse construction in each sub-district. Such guidelines are outlined in this Architectural Guidebook, which attempts to provide regulatory instruction in implementing development standards and guidelines that would enhance each West Edge sub-district identity within the context of the City’s regulatory framework.

Support the Identity of the Overall West Edge District

The overall identity of the West Edge could be described as a vibrant urban environment. A vibrant urban environment is a psychological and sensory response to the entire physical environment. Architecture is a major contributor to the physical environment; however, it alone will not knit together an overall district identity; there are too many variations of land

General Design Principals and Recommendations

Pedestrian Oriented Design:

- The West Edge is a transition zone that supports the downtown core and connects to residential neighborhoods. Design of new and redeveloped sites should encourage walking with visually interesting building facades, street oriented entries and human scaled detailing.
- Elements that provide some shade such as trellises, awnings, arcades and planting are encouraged.

Define the Streetscape:

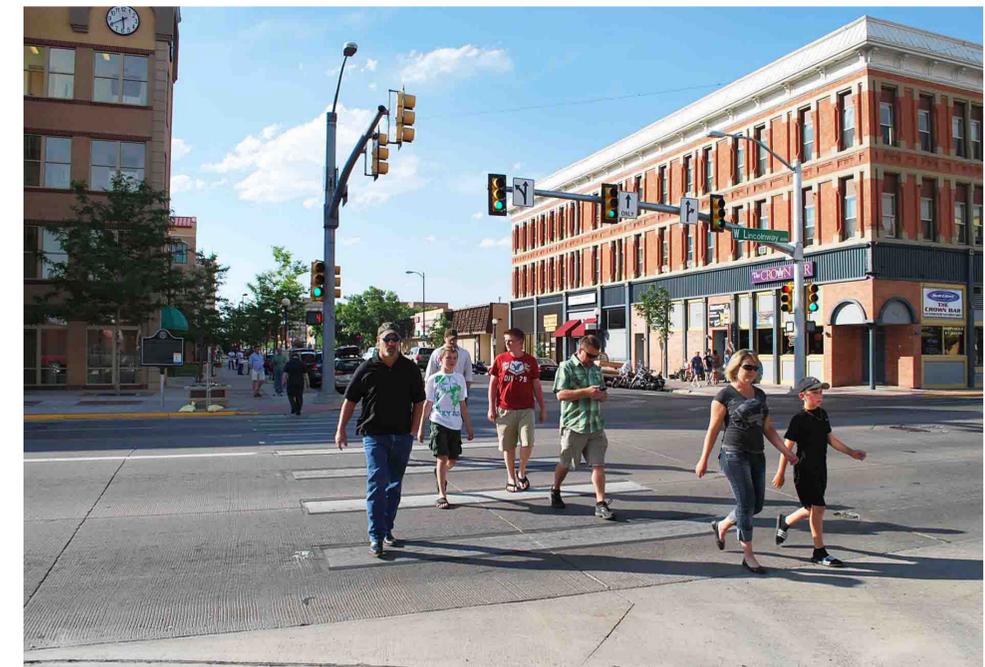
- Buildings should be located to define streetscape and support neighborhood walkability. Each building has a thoroughfare presence that contributes to the character of the West Edge district.
- Streetscape shall be visibly pleasing in terms of scale and proportion.
- Streetscape design shall include pedestrian amenities such as seating areas, lighting, furnishings, railings, ground level windows, and diverse architectural details and materials.
- Passageways and alleys shall be designed with pedestrian circulation anticipated. Corridors shall be maintained as functional, yet interesting spaces. Entries, artwork, seating, and lighting are encouraged.

Building Locations and Massing:

- Attention shall be given to the relationships between adjacent buildings regarding scale, color, height, material and form to achieve continuity and physical presence in combination. This applies to buildings in line, forming an intersection or across a street.
- Parking shall be located away from primary pedestrian corridors, behind buildings to minimize disruption of continuous building frontage along primary pedestrian oriented streetscapes.
- Large HVAC equipment, flues, swamp coolers, satellite dishes, service equipment, outdoor fenced storage areas and auxiliary structures shall be placed and screened in order to minimize visual impact on the view from the street.

Public to Private Realm Transition:

- Residential front entries elevated from the thoroughfare grade are encouraged.
- Inviting and functional outdoor living spaces are encouraged.
- Porches minimum 6’ wide and balconies are encouraged.
- Garages shall be served from alleys preferably or side streets versus primary walking oriented streetscapes. Garages shall be integrated into the overall architecture.



Architectural Detailing

Facade Articulation

Architectural Articulation and Fenestration

- The below list of methods for achieving architectural articulation and fenestration will be applied in all of the five West Edge sub-districts to create more pedestrian friendly and architecturally significant buildings. These applications will aid in promoting the vibrant urban environment identity of the West Edge.

Buildings with Windows

Wall Offsets

- Wall offsets include notches or breaks in the building facade. They should generally extend the full height of the building and are most successful when combined with changes in roof form or building materials.



Wall Offsets

Wall Projections

- Wall projections include pilasters, moldings, or columns that generally rise the full height of the building facade to add visual interest and express traditional facade widths.



Wall Projections

Step Backs

- Step backs are upper-story building setbacks that add visual interest and reduce the visual mass and scale or potential looming impacts of a larger building. (This application would not apply to single family residential buildings.)



Step Backs

Variations in Material

- Variations in material add visual interest and express traditional facade widths. Such changes may be vertical or horizontal and often follow a repeating pattern.



Variations in Material

Base, Middle, & Cap Design

- On taller (over two stories) commercial or mixed-use buildings, horizontal articulation techniques may be used in combination to express a traditional base, middle, and cap facade composition with well-defined ground or lower floors and distinctive "cap" element framing middle building floors. (This application would not apply to single family residential buildings.)



Cap

Middle

Base

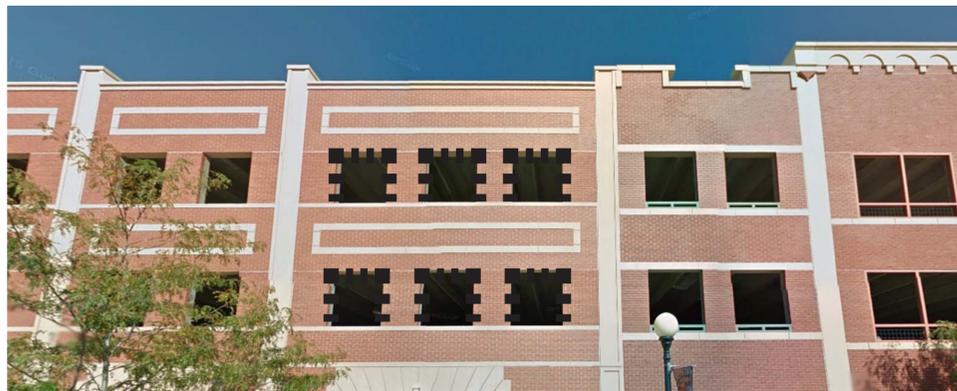
Buildings without Windows (Parking Garages)

Buildings without Windows

- These building techniques would be applicable to parking garages or other structures without windows.

Arcades

- An arcade or loggia can help create a more transparent appearance on an otherwise windowless facade, while also adding visual interest.



Architectural Details/Screens

- Details such as architectural screens or patterned materials can help create a more active appearance and add visual interest on a windowless facade.



Pergolas/Structures

- Pergolas or other landscape structures can help soften the view of a windowless facade and help create a more active appearance.



Vertical Trellis/Landscaping

- A vertical trellis allows vines and plants to cover blank wall areas and provide visual interest. A vertical trellis may work in combination with a raised planting bed.



Articulation and Transparency Alternatives

Textures and Art

- Public art, incorporating 3D texture, plantings and lighting can help add visual interest to otherwise blank and uninviting surfaces. This approach may be useful for adaptive reuse of existing warehouse structures and industrial facilities where transparency may not be suitable for the interior operations.



Close up image of the texture of the tiles.

Backyard on Blake – This illustration shows a good transition between the public and private realm. Emphasis on usable pedestrian spaces enhances the walkway corridors. Layering of design elements from curb to private spaces is encouraged.

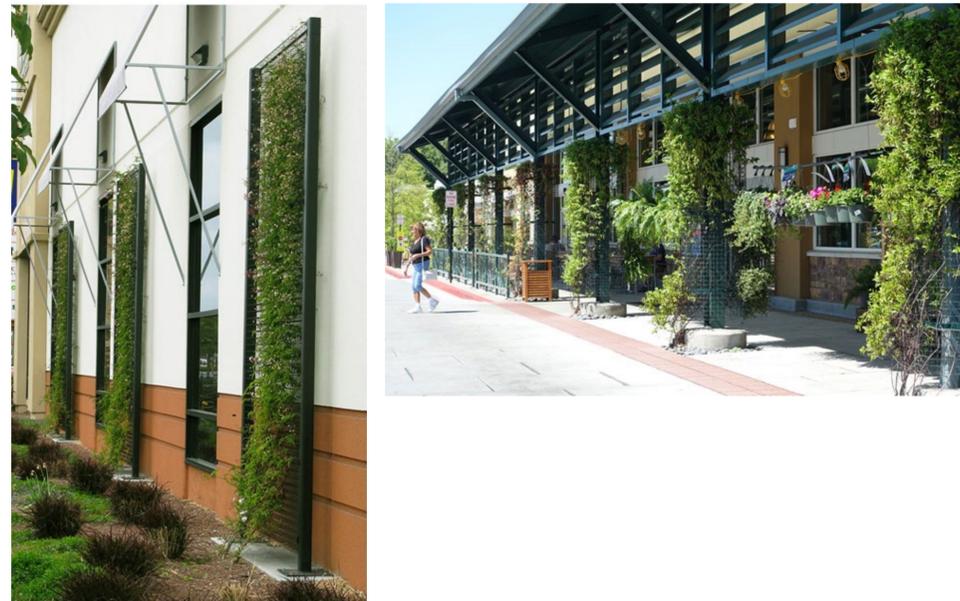


Textured panels may provide visual interest and dimension to otherwise blank walls. The integration of texture and landscaping can help to break up long expanses of walls.



Living Screens

- Creating columns with mesh or screening and vines can help to create vertical elements that can break up long expanses of a façade with minimal investment cost. This retail application could work well in various locations along the rail spur to add visual interest and soften the industrial appearance of buildings.



Retrofitting existing buildings, including concrete 'tilt-up' structures that are prevalent in the West Edge can be handled through cost effective additive elements. This image shows how green screens with vegetation have added repetition to an otherwise flat façade. Other elements to note include the metal awnings with integrated lighting that also provide visual interest.



Materiality & Colors

An Architectural Palette

The following list of Architectural Palette descriptions apply to all of the West Edge Sub-Districts.

Materials

Materials and textures should be appropriate for the building's architecture and surrounding context. Facade materials should maintain an intended finish over time, or acquire a patina which is understood to be an outcome of normal interaction with the elements. Also, materials should withstand on-going contact with the public, sustaining impacts without exhibiting substantial change in surface appearance, or be installed in locations where the building is not subject to frequent pedestrian contact.

Metal Materials

- The selected metal should have a proven durability in the Cheyenne climate.
- It should be detailed in a manner that will endure.
- Architectural metals should convey a sense of human scale. For example, a sense of scale can be achieved through the use of smaller scaled panels, varying forms and designs, creating patterns to provide visual interest, or eliminating expanses of unarticulated wall space.



Brick Materials

- The brick should have a proven durability in the Cheyenne climate.
- It should be detailed in a manner that will endure, i.e. grouting, etc.
- Brick is a great material because its modular size already evokes a sense of human scale. This sense of scale can also be promoted by creating patterns to provide visual interest.



Concrete Materials

- The selected concrete should have a proven durability in the Cheyenne climate.
- It should be detailed in a manner that will endure.
- Architectural concrete should convey a sense of human scale. For example, a sense of scale can be achieved through the use of smaller scaled panels of concrete, varying the form and design of the concrete, creating patterns to provide visual interest, or eliminating expanses of unarticulated wall space.



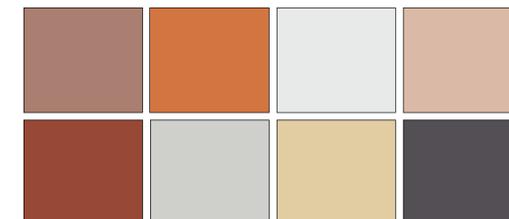
Stone Materials

- The stone should have a proven durability in the Cheyenne climate.
- It should be detailed in a manner that will endure, i.e. grouting, etc.
- Stone is a great material because its modular size already evokes a sense of human scale. This sense of scale can also be promoted by creating patterns or varying the form and scale of the stone to provide visual interest.



Color Palette

- The palette of building colors should reinforce massing and architectural concepts for a building and enhance the character of both the building and its context.
- Colors should be appropriate for the building's architecture and context. Previously unpainted masonry should not be painted.
- Below are some typical colors used in the West Edge currently. These are not exclusive required colors, but are to serve as examples for color scheme ideas in the district.



Design Principles for Different Building Types

New Construction Design Principles

Basic Principles for Site Design and New Construction

- Designing a building to fit within the existing context of the West Edge requires a developer to understand the history of the district, while also understanding that the site being developed is dynamic. A key goal of these design guidelines is that when a new building is built, it will be in a manner that reinforces the basic visual characteristics of the area. This does not mean that the new buildings must look old. A new design should relate to the traditional design characteristics of the area, while also reflecting the architecture of its time. New construction may do so by drawing upon some basic building features—such as the way in which a building is located on its site, the manner in which it relates to the street, and its basic mass, form, and materials—rather than applying detailing which may or may not have been historically appropriate. Therefore, it is possible to be compatible with the historic context while also producing a design that is distinguishable as being newer. The following list illustrates some basic site design and new construction principles that form the foundation for guiding the integration of compatible new construction within the existing infrastructure in West Edge.

Respect the Design Character of the nearby Historic Properties

- Don't try to make a new building look older than it is. The copying or exact replication of architectural styles or of specific historic buildings is discouraged. Often, a contemporary interpretation of those architectural styles as seen historically will work best.

Maintain the Setbacks and Alignments of Buildings in the Surrounding Context

- A new building should align with nearby historic buildings. Other alignments, such as those seen from similar cornice heights, storefront heights, and the relative alignment of windows and moldings are also important. Continuation of massing along the walkway is particularly important in higher density areas.

Relate to the Scale of nearby Historic Buildings

- A new building should relate at the street level to the general size, shape, and proportions of historic buildings. This does not mean that the absolute height must be the same, but that the scale of nearby historic buildings be reflected in the infill design. It is equally important for a new building to use similar primary building materials, or materials similar in appearance.

Street Front Facade

- Horizontal massing requirements shall apply to all building and to all street front facades regardless of building width. For purposes of the design standards, the rail spur shall be considered a street front façade.
- Façade openings transparencies may be substituted for detail features that replicate the required window placement. Alternative compliance may be achieved by using techniques including 3-dimensional applications of green screens, art panels, textured tiles or other similar elements. Such applications shall provide a change in the wall plane and repetition along the façade, while integrating both lighting and vegetation to help soften the building façade and add visual interest. For new construction, the first 30' of corner frontages shall incorporate transparent windows and are not eligible for this administrative adjustment.
- Consider alternative compliance – For projects incorporating two of the West Edge signature materials, the primary materials (brick or stone) may be reduced.

Adaptive Re-use Example: Cheyenne's Steam Plant Sketch Rendering



New Construction Example: Cheyenne, WY



Office/Warehouse Buildings

A typical office or warehouse building will occupy an entire quadrant of a city block with entrances at an intersection. The building type is often characterized by large windows, blocky forms, flat roofs, repeating/symmetrical patterns, brick facades, pre-cast concrete or metal panels, and a max height of three or four stories.

New office and warehouse buildings are to follow architectural design standards that are concurrent with the identity of the West Edge District. These buildings will exhibit details such as red or brown brick tones, precast concrete window sills, simple wall projections, wall offsets, and a visible concrete base.



Conceptual Round House-Inspired Building for Cheyenne, Wyoming



Location Unknown



RiNo, Denver



Asher Building, Cheyenne, Wyoming

Mixed-Use Buildings

New mixed use buildings are to follow architectural design standards that are concurrent with the identity of the West Edge District. Mixed use buildings will have capacity for retail and restaurants on the ground floor and residential or office space on the upper floors. Building heights will range between three and seven stories.

Variations in materiality are encouraged for most mixed use buildings. The contrast in materials is often used to discern between the retail ground floor and above residential levels. Buildings located in Cheyenne’s Central Business District should compliment existing commercial buildings located there. Mixed use buildings located elsewhere must still adhere to the design standards of the West Edge District, but are encouraged to be designed with a contemporary interpretation of that standard.



Cheyenne, Wyoming



Cheyenne, Wyoming

Commercial Buildings

New commercial buildings are to follow architectural design standards that are concurrent with the identity of the West Edge District. Commercial buildings to be located in Cheyenne’s Central Business District will have a distinct cap, middle, and base with well-defined ground floor with capacity for storefront retail; commercial buildings present have some flexibility to present contemporary interpretations consistent with the character of the following guidelines.

Building heights will range between two and four stories. The base of commercial buildings in the West Edge District will have a visible predominance of tall windows with painted, detailed framing. Paint colors for this framing must be consistent with Cheyenne’s historical character – contemporary interpretation of this character is encouraged, whereas bright or neon paint colors are inappropriate.

The middle portion of the building will be characterized by tall, narrow windows grouped in twos or threes with little spacing. These windows are often rectangular with an arched top and include precast concrete framing below and above the window. The windows are typically recessed three to six inches. The material of the middle portion of the building shall tastefully contrast the material of the framing in the base portion of the building. Often times this means that the middle portion is brick while the base is painted wood or the middle portion is brick while the base portion is a match style of brick.

The cap portion of the building will display a traditional roof or highly detailed design of some kind, usually cast in concrete and installed across the width of the building. Cap level windows shall include arched tops or other detailed adornments above the window casings.



Dineen Building, Cheyenne, Wyoming

Residential Buildings

New residential buildings are to follow architectural design standards that are concurrent with the identity of the West Edge District. New single family and multi-family residential buildings can be one to three stories tall while residential apartment complexes and condominiums can range from two to seven stories in height.

Single family unit designs are to conform to traditional Cheyenne standards. Multi-family units, condominiums and apartments complexes are encouraged to be designed with a contemporary interpretation of traditional Cheyenne standards. These multi-family units may use a mix of materials including brick, metal paneling, pre-cast concrete, and weathering steel. They are to be dynamic in appearance with visible setbacks, tasteful variations in materials, and window-abundant facade patterns.



Frisco, Texas



Cheyenne, Wyoming



Durango, Colorado



Cheyenne, Wyoming



Phoenix, Arizona



Cheyenne, Wyoming



Columbus, Ohio



Sheridan, Wyoming



Cheyenne, Wyoming

Adaptive Re-Use Design Principles

Preserve Historic West Edge Buildings and Historic Parts of Adaptive Re-Use Buildings

Adaptive reuse buildings have the opportunity to set the character of the West Edge District as a unique destination within the City of Cheyenne, and are encouraged within the West Edge District to take advantage of the wealth of architectural stock available with unique historic character. Design of the building being adapted must preserve the majority of the building's significant historical quality. Historic materials or key features of historic buildings include masonry (brick, mortar, stone, and concrete), wood, and metal. Historic materials that are in good condition shall not be removed.

Buildings suitable for adaptive reuse will display significant historical character. Buildings ripe for reuse are often large brick warehouses or abandoned factory buildings and are encouraged to consider a mixed-use program in their design.

Designs of adapted buildings may include the addition of contemporary elements that tastefully play off of the building's existing traditional architectural character. Elements that are often added to existing buildings include large patterns of windows facades, cleaned and exposed structural and un-used elements such as steel I-beams, industrial sized doors, freight docks, and machinery.

Appropriate treatment to protect specific materials from deterioration include:

Masonry

- Maintain the natural water-protective layer (patina).
- Do not paint, unless it was painted historically. (This can seal in moisture, which may cause extensive damage over time.)
- Re-point deteriorated masonry mortar joints with mortar that matches the strength, composition, color, and texture of the historic material.

Wood

- Maintain paint and other protective coatings to retard deterioration and ultraviolet damage.
- Provide proper drainage and ventilation.

Metal

- Maintain protective coatings, such as paint, on exposed metals.
- Provide proper drainage.

Historic building materials shall never be covered or subjected to harsh cleaning treatments that can inhibit the function and/or appearance of the historic material, such as sandblasting, which can damage its protective coating. Use a low pressure water wash if cleaning is permitted. Chemical cleaning may be considered if a test patch does not have a negative effect on the historic fabric.



RiNo, Denver



Minneapolis Iron Works, Minnesota



TAXI, RiNo, Denver



RiNo, Denver



Skowhegan, Maine



Claremont Packing House - Claremont, California



First phase improvements with corner restaurant proposal for steamplant.

Streetscape Recommendations

Complete Streets: A Proposed Road Framework for the West Edge

Enhanced Vehicular and Pedestrian Circulation

Improving Connections in the West Edge

- Streets play an important role in the character and livability of Cheyenne’s West Edge District. Connecting individual residences and businesses with a corridor that allows for pedestrian and bicycle use will create a critical catalyst for new investment and a strengthened economy within the West Edge District.
- It is critical for the West Edge to develop routes for walking and biking for both recreation and as a means of transportation to work, urban living and social destinations. Improvements to existing infrastructure that enhance these routes will provide a catalyst for new destinations within the West Edge District. New bikeways within the West Edge District will extend the reach and provide critical connections for the Cheyenne On-Street Bicycle System and Greenway System, especially along the Reed Avenue corridor.
- There are two classifications of streets within the West Edge District; Rail Corridor, Parkway, Streets, and Common Street Grid. Each provide a unique function for the District and the overall Cheyenne transportation system.

Parkway

- The parkway designation indicates a higher level of streetscape to enhance the experience as people walk and bike to parks and other near by public places and activity areas. Enhancements may include: pedestrian-scale streetscape elements and furnishings, on-street parking, street trees and sidewalks separated from the roadway.

Potential Locations for Parkway Streets

- 22nd Street
- 21st St. from Dey Avenue to Bent Avenue
- 18th Street
- O’Neil Avenue
- Bent Avenue
- Reed Avenue

Locations for Plaza Oriented Parkway Streets

- 15th St. from Bent Ave. to the Depot Plaza
- 17th St. from Reed Ave. to Warren Avenue
- Capitol Ave. from the Depot to the State Capitol

Plaza Parkways

- The design of more commercial oriented parkway streets may also consider elements that accommodate special events and activities such as block parties, community festivals, and other events where pedestrian and commerce activities may be expand into the roadway. Enhancements may include: Implementing streetscape elements and furnishings that support the functionality of the roadway and express local character; accommodating for the increased street-usage intensity; accommodating for multiple uses of the roadway (roads may be brick or cobblestone and have narrower traffic lanes, or they may incorporate removable bollards, etc.); and minimizing the curbing integrated with on-street parking and green infrastructure elements.

Rail Corridor

- The design of this corridor will incorporate the active rail line functioning alongside an off-street multi-purpose trail within the West Edge. Potential features of the Rail Corridor include: landscaping and furnishings that support the functionality and safety of the trail; a 10 foot or greater trail width; highly identifiable roadway crossings; safety features to minimize use conflicts with the active rail line; connections to adjacent uses; green infrastructure elements; and quiet zone implementation.

Locations

- Adjacent to the BNSF rail line / Reed Avenue

Common Street Grid

- This is a baseline treatment for the basic streets within the West Edge and streets that connect the West Edge to other parts of the City and beyond. Features of this corridor could include: streetscape elements and furnishings that may be consistent with a corridor-long theme or adjust only for the Central Business or Civic Place Districts; on-street parking in the Central Business and Civic Place Districts; sidewalks; underground storm drainage; wayfinding signage; transit provision; and bike lands and share-the-road bicycle accommodations would be made as appropriate.

Locations

- Carey Ave. / Pioneer Ave. one-way pair
- 24th Street
- 19th Street / 20th Street one-way pair
- Lincolnway

Common Street Grid

- The local grid serves as the primary framework for providing resiliency in the West Edge circulation system via road and sidewalk use, while supporting adjacent land uses and services. Enhancements may include basic streetscape elements (e.g. street trees and street and pedestrian-scale lighting) appropriate for the existing street or alley right-of-way scale; on-street parking parallel; and sidewalks. Also, the alleys should be paved and may have above-ground utilities.

Locations

- Default minimum improvements along streets in the West Edge that are not parkways.

Roadway & Streetscape Improvements

The proposed new roadway standards improved pedestrian oriented streets which will define the character of the West Edge District. They provide the opportunity to provide enhanced environments for cyclists and pedestrians, create a distinctive visual character for the West Edge District, and continue to provide the necessary volume of vehicular traffic.

Like many Western Cities, Cheyenne's current streets include wide cross asphalt sections and inadequate side walks. As roads are improved, the appropriate width and cross section should be considered to achieve a width that is both functional and supports a quality multimodal neighborhood with wider walks and traffic calming. Road lanes should be narrowed to 11" to allow space for the additional necessary improvements to the streetscape. Parking should continue to be included along the street as defined by the City of Cheyenne parking study.

Improvements for bicycle routes should be coordinated with the Cheyenne Greenway and other City of Cheyenne bike routes as defined in the Cheyenne On-Street Bicycle Plan and Greenway Plan Update completed in 2012. Providing safe cycling environments will allow residents and workers within the West Edge District to have defined cycling routes and encourage increased use of alternate transportation within the district. This increase in cycling and pedestrian activity throughout the district will lead to economic development driven by the increased use.

In addition to the dedicated potential bike lanes, minimum width sidewalks should be provided on each side of the street to encourage pedestrian traffic and engagement with businesses located along these streets. Site furnishings such as benches, trash cans and planters should be included frequently along the street to encourage maximum use by pedestrians.

Planting strips used to buffer the roadway from bike lanes and sidewalks should be planted to encourage visual connection to the businesses located along the street but also to provide a desirable pedestrian environment along the corridor. Street trees should be planted 40' on-center. Planting cutouts should be protected from trampling by the inclusion of curbs, seat walls or small edging fences. Should additional funding become available.

Parkway streets in areas of high commercial concentration should consider encouraging pedestrian engagement by providing outdoor gathering spaces as part of the public realm. Consideration should be given to the concept that these roads may be closed to host larger outdoor events such as art shows, outdoor markets, holiday celebrations and concerts. Road lane width should be reduced to slow traffic. On street parking should be provided as defined by the City of Cheyenne parking study. Parking and roadways shall be divided from the pedestrian zone with planting cutouts and street tree plantings. Areas of pavement within the curb planting zone may consider use of permeable pavers to allow for maximum water and air to reach the tree roots, allowing for healthier street trees. Sidewalk zones should be included on each side of the street, allowing space for pedestrian traffic flow and the addition of outdoor retail spaces and cafe spaces which allow the street to become a vibrant destination. Site furnishings such as benches, trash cans and planters should be included frequently along the street to encourage maximum use by pedestrians. If additional funding is available, festival lighting may be installed over the street and plaza spaces to further enhance the character of the outdoor streetscape environment. Additionally, bioswales may be considered in some or all of the tree cutouts, or as a retrofit to existing tree cutouts, to help address stormwater issues and improve the pedestrian environment where feasible.

Key Elements of the Streetscape

Walk widths

Parkway corridors are more generous than the common street grid in the West Edge to accommodate more overall pedestrian and vehicle traffic and the desire for a higher level of landscape appearance. Walk widths in commercial areas should be approximately 10-15 feet wide. Eight feet wide is a minimum for pass through areas that are not in higher intensity pedestrian areas, six feet is the minimum in pass through areas. Quality public space is key to redevelopment. Public streets are opportunities to provide public space.

Trees

Refer to the City Urban Forestry standards for preferred species lists, sizes and standards. 40' Spacing is recommended. Street trees should be hardy deciduous canopy type, and provide matching species and form block per block. Variation is desirable for disease resistance to separate groups of trees within close proximity of over 10 trees per group. This can be achieved in deliberate ways that maintain important urban formality while providing accents and variation such as using district tree groups on corners or matching form of different species across blocks. Urban conditions are difficult places to grow trees. Maximizing the tree cut out area with minimum 8' landscape strip width where possible will improve success. Life span for urban street trees is approximately 10-15 years in good conditions. Irrigation is essential. Measures to minimize soil compaction, and proper soil prep improves success. Reviewing proposed street tree plan prior to construction with City Urban Forestry is highly recommended.

Pedestrian lights

Pedestrian lights are generally 12-15' height and 80' spacing, depending on the setting. Lights provide a signal for pedestrian activity and improve visibility for safety. Lights should be coordinated with downtown standards and Blake Hills power for consistency within districts.

Planters

Walls should be pink sandstone block with buff 4" sandstone capstone to match the Depot plaza and other downtown walls. Height should be under 24" inches. Planting should be hardy and spreading to achieve planter bed coverage. Overall height from walk level should be maximum 36" to maintain clear sight lines.

Parking

On-street parking is widely recognized as highly desirable within urban locations for multiple reasons. The parking can be actively managed regarding time limits, metering, service, loading and accessibility. On-street parking provides important vehicle access to public and private downtown destinations especially supporting retail and commercial uses, and accommodates short term use along with accommodating surges in parking needs to an area with walking routes along sidewalks. Availability of on-street parking can reduce off-site needs, supporting higher density development.

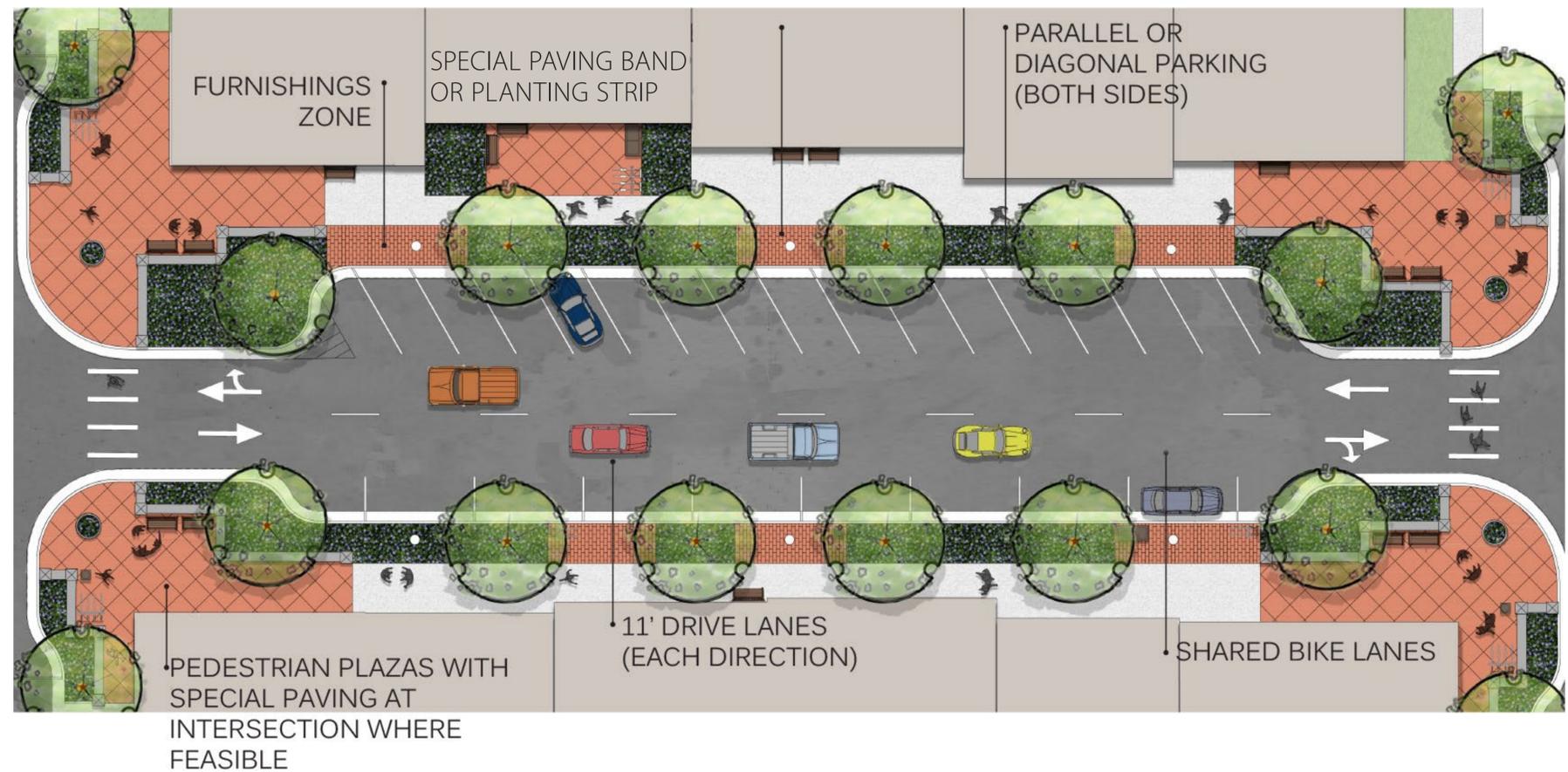
The cost savings for an individual parking space off-site can reach up to thirty thousand dollars for just construction cost, (not including land-use opportunity value), within a parking structure. So minimizing off-street parking by including on-street parking can significantly reduce development costs.

Parallel parking in particular acts well as a traffic calming strategy by providing a visual narrowing effect to the street and creating a buffer between sidewalks and the traffic lanes. It is efficient, providing spaces adjacent to the roadway instead of requiring off-street driveway cuts and access lanes.

Diagonal parking is included in the street standards in order to maximize on-street parking and accommodate public parking needs throughout the larger downtown area. In locations with adequate right-of-way width, diagonal parking can double the capacity of on-street parking compared to parallel parking. Diagonal parking has more complex considerations than parallel due to visibility and traffic considerations. Diagonal parking in the West Edge is subject to review by the City for site-specific review.

A downtown parking plan is in progress as a separate related planning report at the time of completion of this plan under management by the Cheyenne Metropolitan Planning Organization. Refer to the most recent parking plan available with the City for current parking and roadway recommendations.

Typical Parkway Block Plan

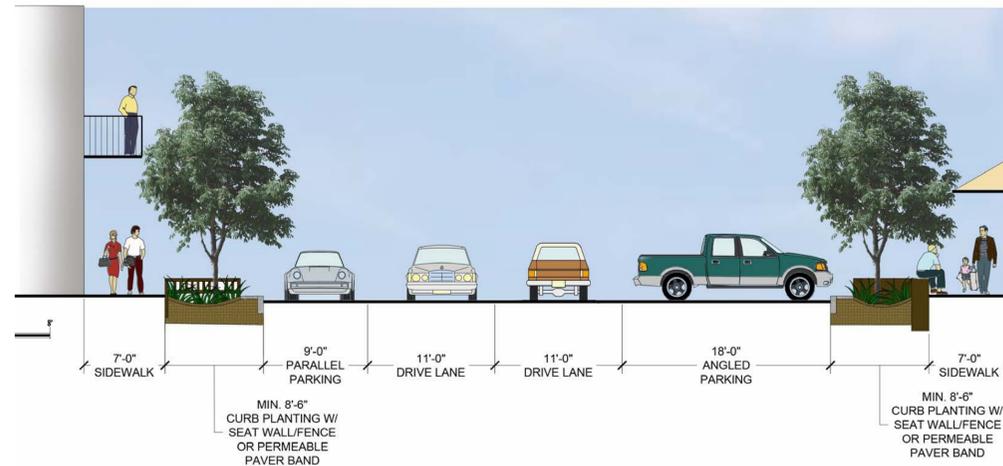


Parkway Construction and Maintenance Costs

The cost estimates provide list of standard streetscape elements and rough cost for planning purposes. Costs are continually subject to change and should be verified with current pricing. Costs only include streetscape from curb to edge of Right-of Way and do not include roadway and infrastructure costs. All of the listed items have a limited life span, and costs should consider replacement schedule and maintenance budgets.

Streetscapes take a commitment by the property owner to maintain a safe and attractive setting. The costs noted in this spread sheet factor higher costs during landscape establishment which usually takes one to two seasons. Note that in very mature streetscapes, costs for pruning large street trees can become significant and is not covered in this spreadsheet.

Typical Parkway Section



PARKWAY STREETSCAPE - Estimate of Probable Construction Costs Per Block

CONTRACT ITEM	UNIT	PLAN	Unit Cost	Total
MIXED COBBLE MULCH	SF	1015	\$ 3.50	\$ 3,552.50
SEATWALL	LF	482	\$ 40.00	\$ 19,280.00
PLANTING ZONE SHORT PROTECTION FENCE	LF	140	\$ 5.00	\$ 700.00
PLANTING ZONE	SF	3302	\$ 30.50	\$ 100,711.00
PERMEABLE PAVER BAND (TREE ROOT ZONE)	SF	1200	\$ 15.00	\$ 18,000.00
TREES	EA	12	\$ 450.00	\$ 5,400.00
STANDARD GREY CONCRETE	SF	2278	\$ 4.50	\$ 10,251.00
SPECIAL PAVING AT PEDESTRIAN PLAZA	SF	5408	\$ 15.00	\$ 81,120.00
BENCHES	EA	13	\$ 1,500.00	\$ 19,500.00
BICYCLE RACKS	EA	6	\$ 1,500.00	\$ 9,000.00
TRASH RECEPTACLES	EA	6	\$ 1,000.00	\$ 6,000.00
RECYCLING RECEPTACLES	EA	2	\$ 1,000.00	\$ 2,000.00
SAWCUT EDGE	LF	433	\$ 3.50	\$ 1,515.50
CURB AND GUTTER	LF	820	\$ 16.00	\$ 13,120.00
AGGREGATE BASE COURSE (PARKING)	TON	240	\$ 25.00	\$ 6,000.00
ASPHALT SURFACE (PARKING)	SF	4835	\$ 5.00	\$ 24,175.00
STRIPING	GAL	0.08	\$ 15.00	\$ 1.20
PEDESTRIAN LIGHTING INCLUDES ELECTRICAL (SPACING 75' O.C.)	EA	6	\$ 8,500.00	\$ 51,000.00
IRRIGATION SYSTEM	SF	3302	\$ 2.00	\$ 6,604.00

*Streetscape only. Road and utilities not included.

SUBTOTAL	\$ 377,930.20
contingency 15%	\$ 56,689.53
TOTAL	\$ 434,619.73

SF cost of entire study area	SF	26400	\$ 16.46
------------------------------	----	-------	----------

PARKWAY STREETSCAPE - Estimate of Probable Maintenance Costs Per Block

Time	CONTRACT ITEM	UNIT	PLAN	Unit Cost	Total
Year 1	Landscape establishment maintenance cost (annual)	SF	3302	\$ 0.65	\$ 2,146.30
	(208 hours per year @ \$25/hr)				
Year 2+	On going annual landscape maintenance cost	SF	3302	\$ 0.25	\$ 825.50
	(80 hours per year @ \$25/hr)				
Annual	Hardscape maintenance	SF	8886	\$ 0.10	\$ 888.60

Maintenance: Weed, fertilize, prune, spray flush, clean up, sealant, minor repair, mulch refresh, irrigation start up, shut down

Typical Common Street Grid Plan

Providing Environments for Pedestrians

Streetscape improvements within the Common Street Grid should focus on creating environments for pedestrians. In order to encourage an improved user experience within the West Edge District, walking and cycling routes need to be connected throughout the district. As improvements are made to any of the common street grid roads (any roads not outlined as included in other sections of the plan), 8' planting strips with street tree plantings should be added along the back of curb to buffer the pedestrian zone. 6' sidewalks should be provided along all streets to create a safe and connected pedestrian environment throughout the district. In addition, the new design for pedestrian plazas should be included at intersections to provide a cohesive character throughout downtown Cheyenne.

Intersection bump outs are appropriate throughout the West Edge. Locations should be coordinated with the City. Bump outs should follow recommendations in the latest version of the separate report: Lincolnway Placemaking: Downtown Pedestrian and Urban Design Plan included below for reference only.

Pedestrian Plazas at Intersections



CORNER ENLARGEMENT - 3 LANE PAVEMENT OPTION 1

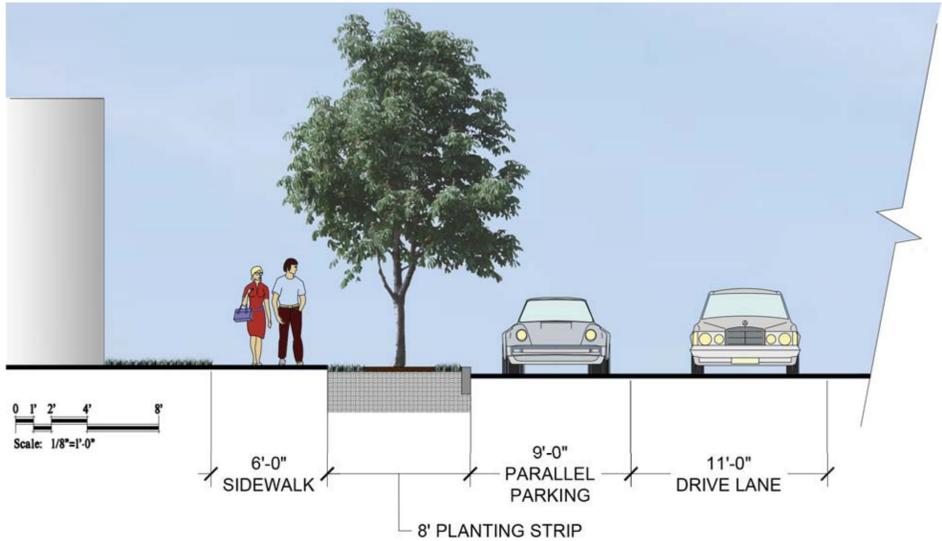
CORNER ENLARGEMENT - 3 LANE PAVEMENT OPTION 2

3 Lane - Corner Enlargements

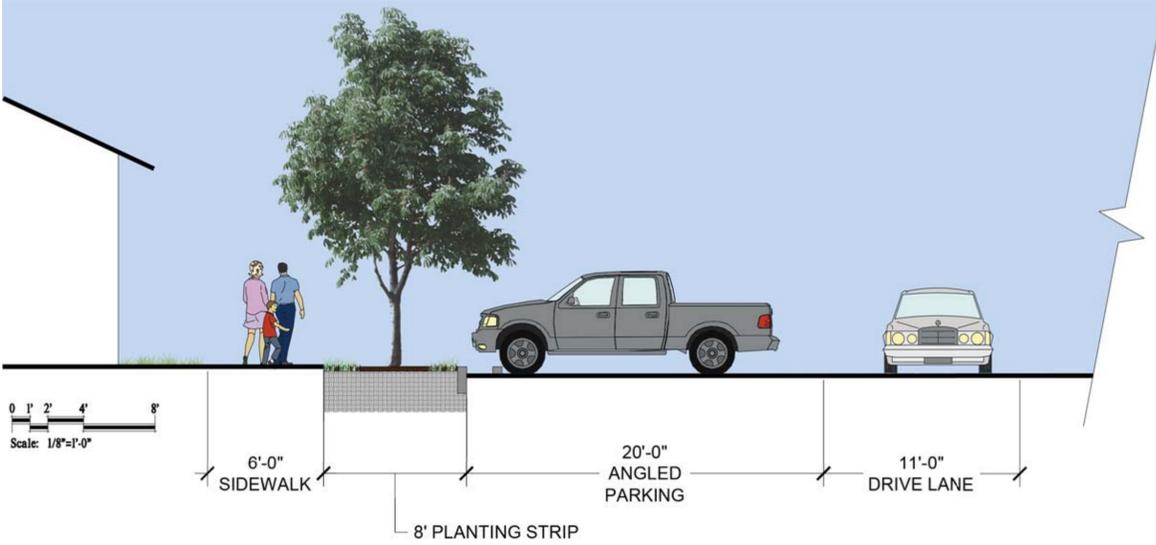
Lincolnway Placemaking: Downtown Pedestrian and Urban Design Plan

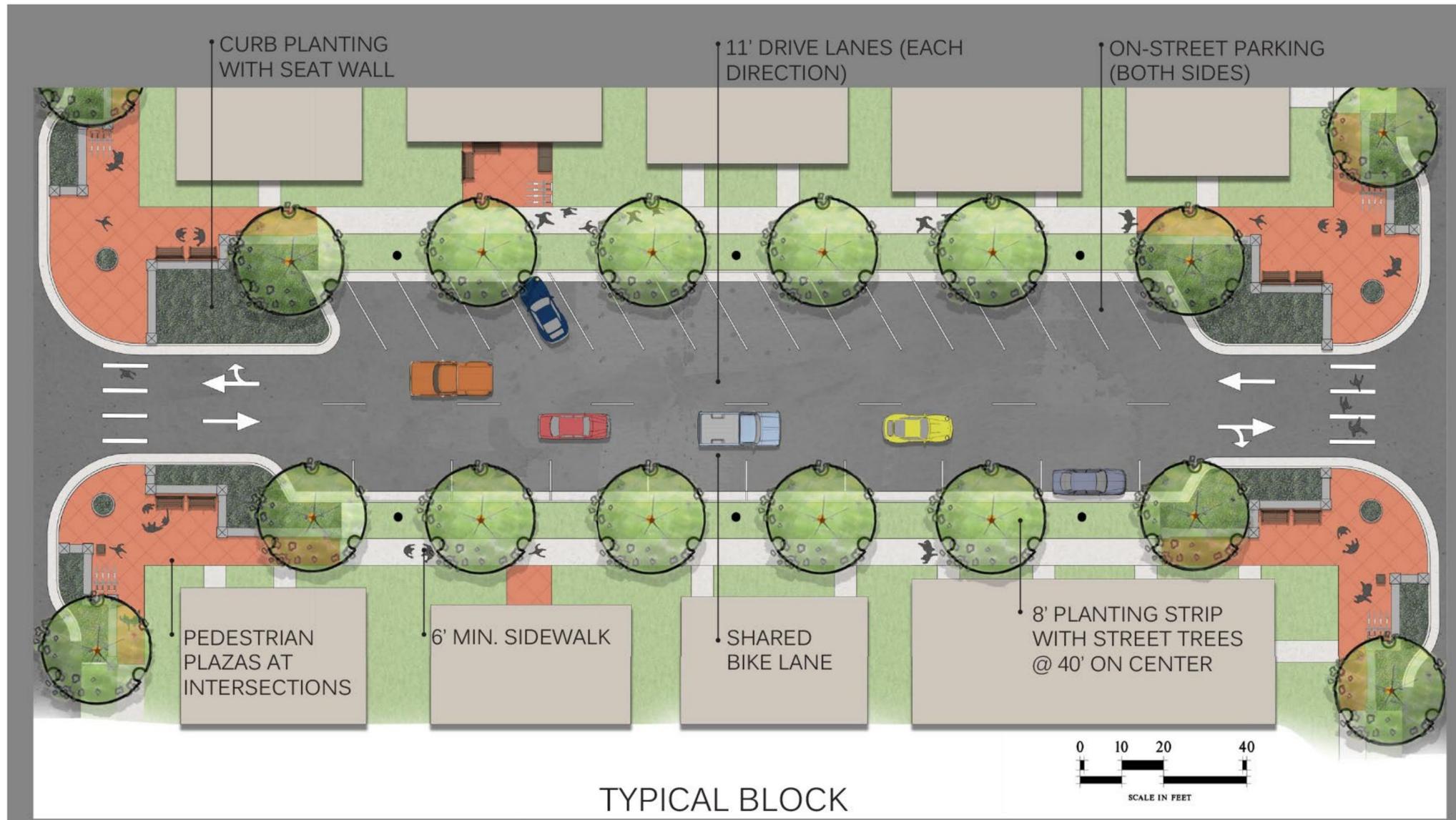


Street With Parallel Parking



Street With Angled Parking





Planting Strip with Street Trees and Sidewalk



Common Street Grid Construction and Maintenance Costs

Construction and Maintenance costs

Refer to notes on Parkway streetscape regarding applicability and assumptions associated with the described cost estimates for streetscape construction and maintenance.

CHEYENNE WEST EDGE MASTER COST ESTIMATE
 Estimate of Probable Costs - DHM Design

10/15/2015

COMMON STREET GRID - Estimate of Probable Construction Costs Per Block

CONTRACT ITEM	UNIT	PLAN	Unit Cost	Total
SEATWALL	LF	374	\$ 40.00	\$ 14,960.00
PLANTING ZONE	SF	2502	\$ 30.50	\$ 76,311.00
PLANTING STRIP (SOD & SOIL AMENDMENTS)	SF	2910	\$ 2.50	\$ 7,275.00
TREES	EA	12	\$ 450.00	\$ 5,400.00
STANDARD GREY CONCRETE	SF	2246	\$ 4.50	\$ 10,107.00
SPECIAL PAVING AT PEDESTRIAN PLAZA	SF	5408	\$ 15.00	\$ 81,120.00
BENCHES	EA	8	\$ 1,500.00	\$ 12,000.00
BICYCLE RACKS	EA	4	\$ 1,500.00	\$ 6,000.00
TRASH RECEPTACLES	EA	4	\$ 1,000.00	\$ 4,000.00
SAWCUT EDGE	LF	433	\$ 3.50	\$ 1,515.50
CURB AND GUTTER	LF	820	\$ 16.00	\$ 13,120.00
AGGREGATE BASE COURSE (PARKING)	TON	240	\$ 25.00	\$ 6,000.00
ASPHALT SURFACE (PARKING)	SF	4835	\$ 5.00	\$ 24,175.00
STRIPING	GAL	0.08	\$ 15.00	\$ 1.20
PEDESTRIAN LIGHTING INCLUDES ELECTRICAL (SPACING 75' O.C.)	EA	6	\$ 8,500.00	\$ 51,000.00
IRRIGATION SYSTEM	SF	5412	\$ 2.00	\$ 10,824.00

SUBTOTAL \$ **323,808.70**
 contingency 15% \$ 48,571.31
TOTAL \$ **372,380.01**

SF cost of entire study area	SF	26400		\$ 14.11
------------------------------	----	-------	--	----------

Common Street Grid - Estimate of Probable Maintenance Costs Per Block

Time	CONTRACT ITEM	UNIT	PLAN	Unit Cost	Total
Year 1	Landscape establishment maintenance cost (annual)	SF	2502	\$ 0.65	\$ 1,626.30
Year 2+	On going annual landscape maintenance cost	SF	2502	\$ 0.25	\$ 625.50
Annual	Hardscape maintenance	SF	7654	\$ 0.10	\$ 765.40

Maintenance: Weed, fertilize, prune, spray flush, clean up, sealant, minor repair, mulch refresh, irrigation start up, shut down

Connector Streets

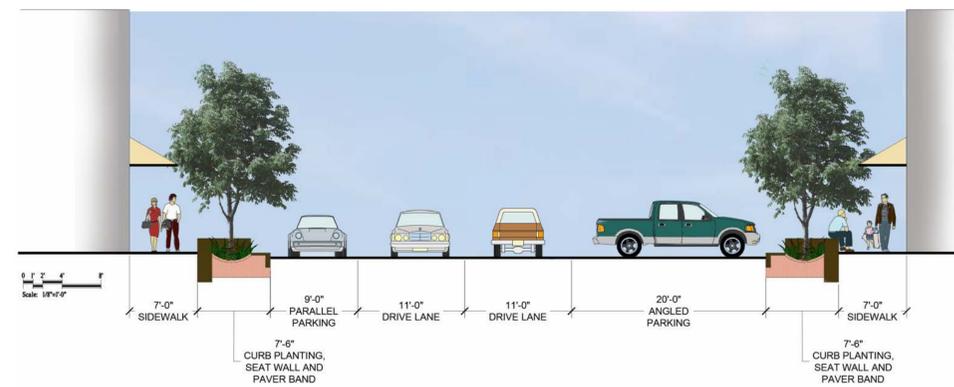
Primary Streets

W Lincolnway, Pioneer Avenue, Carey Avenue, W 19th Street, W 20th Street, Missile Drive

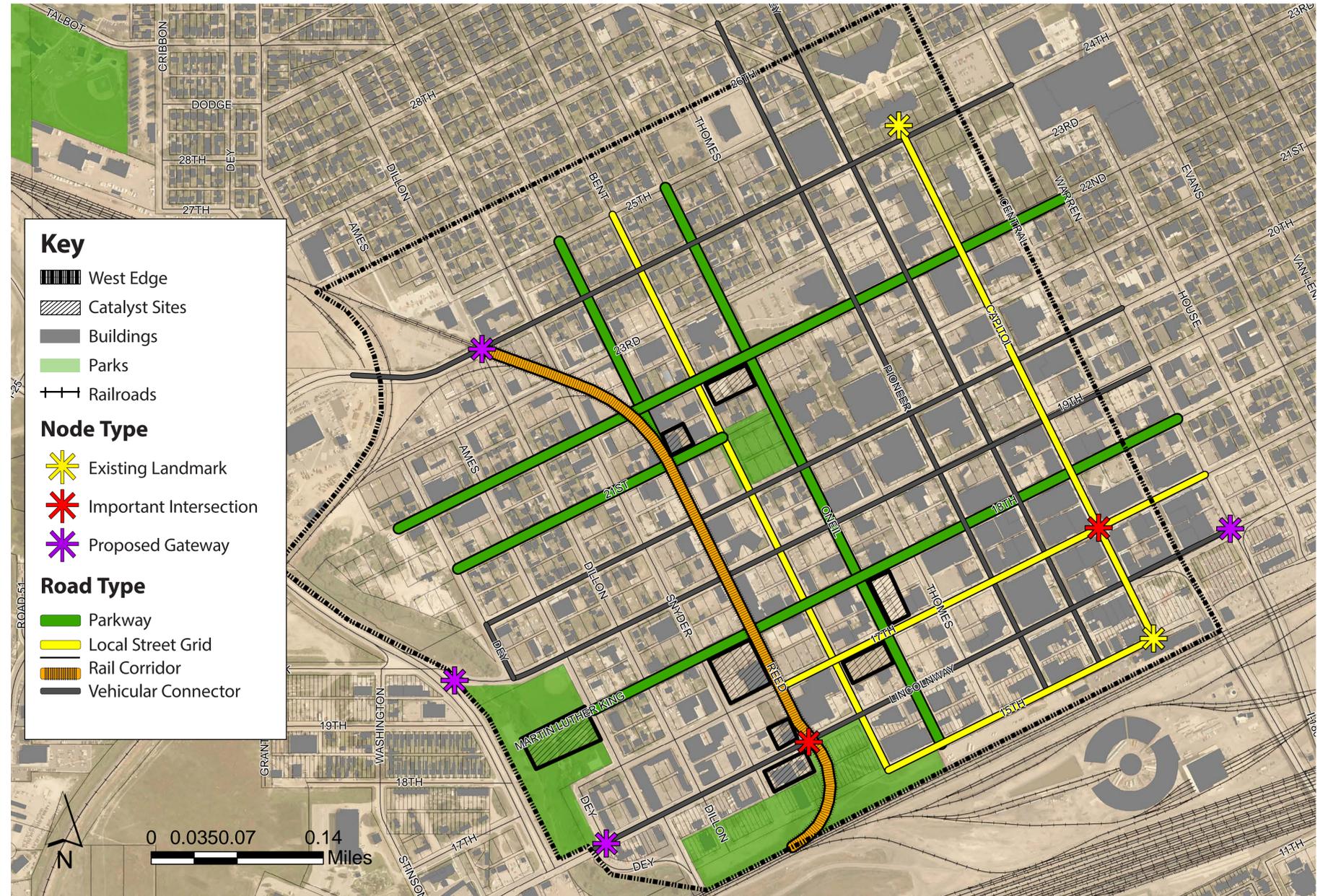
Connector Streets have the primary function of carrying a higher volume of traffic for the District. Typical sections include 2-4 lanes of vehicular traffic, parallel or angled on-street parking and sidewalks. Bicycle traffic in these corridors is typically provided for with shared lane markings. Sidewalks are provided for on both sides of the corridor, with pedestrian gathering areas provided at each corner of block intersections.

New guidelines for Connector Streets have been developed by the City of Cheyenne, and will begin to be implemented on W Lincolnway and W 19th Street in the near future. As additional streets with this designation require redevelopment they should receive the upgrades designated for these zones.

Typical Section



Proposed Road Framework



Catalyst Sites

Focus on Key Sites to Spur District Development

The West Edge District is an area ripe for redevelopment. There is an excess of underused properties within the district boundaries which can support increased density and use with existing infrastructure.

Several projects have been identified as key redevelopment projects, in addition to the redevelopment of the Reed Avenue corridor. These projects are considered critical for the successful activation of the West Edge District.

Two of the projects are public in nature, owned by the City of Cheyenne. The first is the new public gathering and storm water management space located adjacent to the City Municipal Complex. The second is an open space storm water management park, located adjacent to the rail yards south of downtown Cheyenne and Crow Creek. Funding has been secured for these two projects through the pursuit of grant funding. Getting these two projects designed under construction will be critical to show City investment in the redevelopment of the West Edge District. The completion of these two parks also creates a destination for users and facilities that can begin to host regular programming, creating a consistent draw for the public to visit the West Edge District regularly.

The additional projects are private development projects which have the ability to spur adjacent private development. The historic steam plant is the most iconic architectural landmark within the West Edge District. It has been found to be structurally sound, and includes a total in excess of 30,000 sf of developed space, plus an additional 17,000 sf of basement space. This project creates the perfect environment to redevelop into a mixed-use space including retail and restaurant space, an urban market, co-working space, office space and residential. When complete, this project would provide an important anchor along the redeveloped rail corridor.

The Holmes block is another critical block for redevelopment. This block provides a key link between the newly redeveloped Civic Commons Park and the redeveloped Rail Corridor. This project will need to be redeveloped in a way to encourage the appropriate frontage application to both the park development and the rail corridor. Development should provide engagement for pedestrians and cyclists along both of these critical facades, ensuring that parking does not become the dominant feature along Reed Avenue and Bent Avenue. This block also needs to be designed with connections between these two corridors considered so that there is visual connection for pedestrians and cyclists to travel between the two.

The Dinneen half block is located at 17th Street and O'Neil Avenue. This location has the potential to provide some critically necessary high-density housing to the West Edge District, either in the form of apartments, condominiums or townhouses. Other high density uses are also acceptable.

The final block identified as a key redevelopment is the Grainery and Bakery located at 21st Street and Reed Avenue. This project also has the potential to provide co-working space, office space and residential units to the West Edge District. It is another visually distinct building that will provide the northern landmark to the Reed Avenue rail corridor redevelopment. It is also likely that the bike trail connection the Cheyenne Greenway will occur adjacent to this property, marking it as an important destination to draw cyclists through the new Reed Avenue rail corridor.



Key Catalyst Sites Located within the West Edge District

Steam Plant

The Steam Plant is a brownfield adjacent to the active BNSF rail spur and encompasses an entire city block northeast of the intersection of Snyder Avenue and West 17th Street. The large, four-story building was Cheyenne's sole source of power in the late 1900s but has fallen into disrepair since it was taken offline in 1964. A Phase I ESA funded by the BCA grant was completed in July 2014, and a sampling and analysis plan (SAP) was submitted for approval in July 2014 and approved in September 2014. Possible contaminants identified by the Phase I include coal tar, VOCs, BTEX, PCBs, PAHs, cyanide, and heavy metals. The community vision for the Steam Plant includes reuse of the existing structure as a mixed use development with the creation of green space along the adjacent train track. With ongoing discussions between area property owners, along with BNSF, this area could attract significant investment.



Steam Plant - 17th St. and Reed



First phase improvements with corner restaurant proposal.

Parking Study

Parking summary based on current city codes and assumes sharing may be acceptable with adjacent properties contingent on civil agreements between private property owners. Early phases would likely use existing concrete pads and open gravel areas for parking to delay the need for expanded parking and associated costs.

Funding

Revolving loan funding from the EPA may provide assistance with necessary soil remediation. Other economic grants may help with public improvement and building upgrades as well. Potential grant opportunities are listed in the implementation and funding section of this plan.

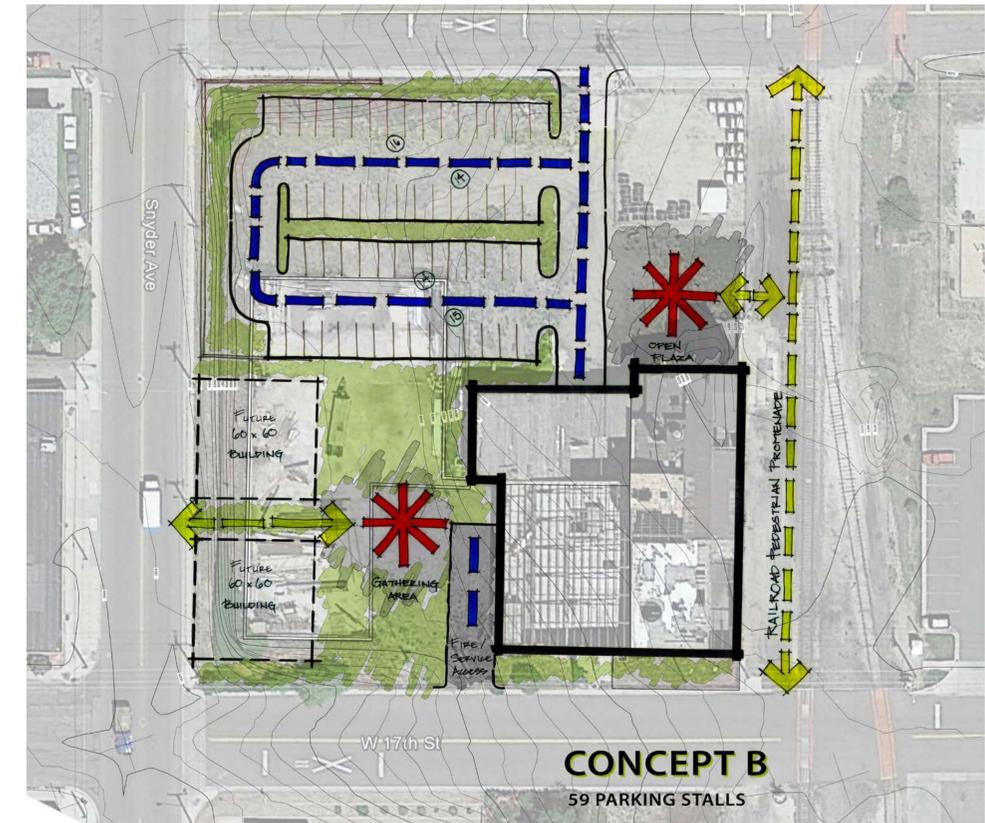
Financial planning

Websites with similar projects are available on-line with models for building a development proforma specific to adaptive reuse. Guerrilla Development has a web example including sample spreadsheets for public use: <http://guerrilladev.co/>.

Steam Plant - Conceptual Rendering with Future Building Expansion



Steam Plant Parking Diagram



Steam Plant - Shared Parking Summary: Potential Scenario

	Required Spaces	Weekday AM	Weekday PM	Weekend AM	Weekend PM	Overnight
Office	33	33	3	2	2	2
Loft	15	4	14	15	14	1
Restaurant	198	99	198	149	198	50
Storage	10	8	8	10	9	1
Total Required	256	143	223	175	223	53
Total Provided		57	57	57	57	57
Total On-Street Parking		17	17	17	17	17
Total Shared Adjacent						
Credit for Bicycle Parking		13	13	13	13	13
Credit for Permeable Paving		26	26	26	26	26

Rail Corridor

Reed Avenue as Multimodal Greenway Corridor

The rail corridor located along Reed Avenue has the potential to become a distinct destination for the West Edge District. Currently, vehicular traffic does not provide high use of the Reed Avenue right-of-way. There is also many architecturally unique buildings located along the corridor. This provides a unique opportunity to create a pedestrian and cycling destination within the West Edge District.

These types of districts are a draw to creative businesses, co-working environments, coffee shops, breweries, bakeries, urban markets and other small businesses. Creating this corridor with pedestrians and cyclists in mind will draw users and serve surrounding employees.

The architectural stock located along the rail corridor provides an incredible opportunity for adaptive reuse, allowing the creation of modern spaces with historical character. Buildings like the historic steam plant and the grainery and bakery provide visual landmarks at opposite end of the corridor, creating easy destination travel throughout the corridor with the use of existing structures. The Rail Corridor along Reed Avenue is a highlight of the West Edge District. The primary function of this corridor will be to provide a dedicated multimodal corridor for pedestrians and bicycle traffic.

The Reed Avenue Corridor is proposed to be predominately closed to vehicular traffic, allowing more room in the right of way for multi-modal use. This provides a very unique atmosphere along the corridor for shopping, dining, working and urban living.

Refer to the Cheyenne Freight Mobility Plan <http://plancheyenne.org/transportation/transportation-plans/> for long range consideration of transitioning the rail corridor to shift from freight to potential pedestrian rail use along this corridor. The BNSF rail spur will remain in operation within this corridor in the short term. Important safety considerations merit further study relative to the rail functions specific to this location.

The typical section proposes 20' for the BNSF rail line (10' on each side of the track centerline), a 5' low planted buffer zone on each side, minimum 10' setback to trees or vertical elements, a 10' wide multi-modal trail with a 5' planted buffer zone, 7' wide pedestrian zones on each side and a 10' wide café and outdoor retail zone on each side which can connect to the adjacent building use on each side of the corridor.

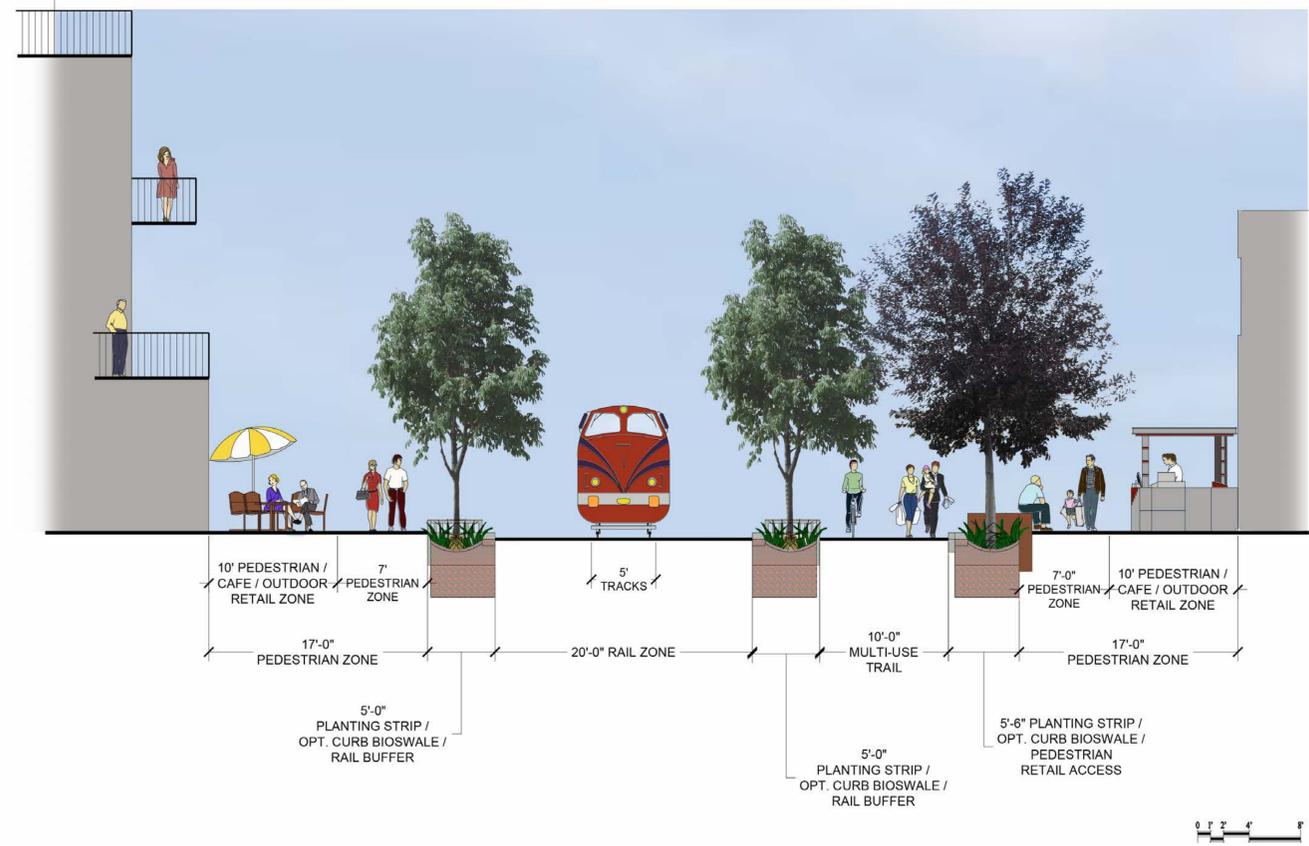


Sante Fe Rail yard
Peter Mauss, *Rail yard Park*. Digital Image. Ken Smith Landscape Architects, Behance, Web 15 January 2013 <www.behance.net/gallery/6691057/Sante-Fe-Railyard-Park>.



Atlanta BeltLine
Allene North Second. Digital Image. Society for Experiential Graphic Design, n.p. Web n.d. <www.segd.org/atlanta-converging>.

Rail Corridor Typical Section



The 10' multi-modal trail will provide a critical link to the overall Cheyenne Greenway system, providing protected bicycle traffic corridors from surrounding areas into the downtown Cheyenne core. The need for this link is outlined in the Cheyenne On-Street Bicycle Plan and Greenway Plan completed in 2012. The planted buffer zones are proposed to provide trees as a green connector in the currently landscape-starved district while bringing the Reed Avenue corridor to a more pedestrian scale. In addition, they provide the opportunity to provide additional water quality improvement as surface water is conveyed to larger water treatment areas such as Crow Creek, Civic Center Commons and Pumphouse Park. The large café and outdoor retail zones on each side of the corridor will allow for businesses to operate outside of their physical location to engage pedestrian and bicycle travelers and create a vibrant atmosphere along the corridor unlike any currently available within Cheyenne.

Rail Inspired theme

There is also an opportunity draw thematic inspiration from the active rail line to provide a unique character to the district. Trains are an important part of Cheyenne’s history, and providing users with a location where they are up close to working trains is an opportunity only provided within the West Edge District. This promotes trains and peoples’ love of them with events and outdoor environments like cafes that embrace this character within the corridor. Per the long range plans, future passenger trains could connect to destinations in Colorado, providing a significant economic boost through tourism and commuting through the rail corridor district.

Creation of the greenway connection and streetscape improvements through the corridor will be an important piece in the puzzle to spur development along the corridor. Grant funding should be pursued to complete these improvements to help create interest by private development in investing in the West Edge District. In particular, there are many opportunities to pursue grant funding that look favorably upon creating pedestrian and cycling facilities, green infrastructure such as bioswales for stormwater treatment and public streetscape improvements.

An additional way to spur development along the rail corridor would be for the City of Cheyenne to provide access to fiber optic communications lines along the full Reed Avenue Corridor. Currently, high speed Internet access is limited within the West Edge District. Knowing that edge districts with interesting architectural spaces attract creative businesses, proving access to high speed digital communications which are necessary infrastructure for these types of businesses would create an additional draw for these businesses to establish within the West Edge District.

The precedent examples illustrate combined rail and pedestrian corridors. These examples offer lessons learned from other communities. The specific considerations regarding speeds, frequencies, crossings, service, and overall safety require additional study for this concept. This is a long term vision that would best be achieved after a transition from freight lines to passenger rail.



La Grange, Kentucky



Santa Fe Rail yard - Santa Fe, New Mexico

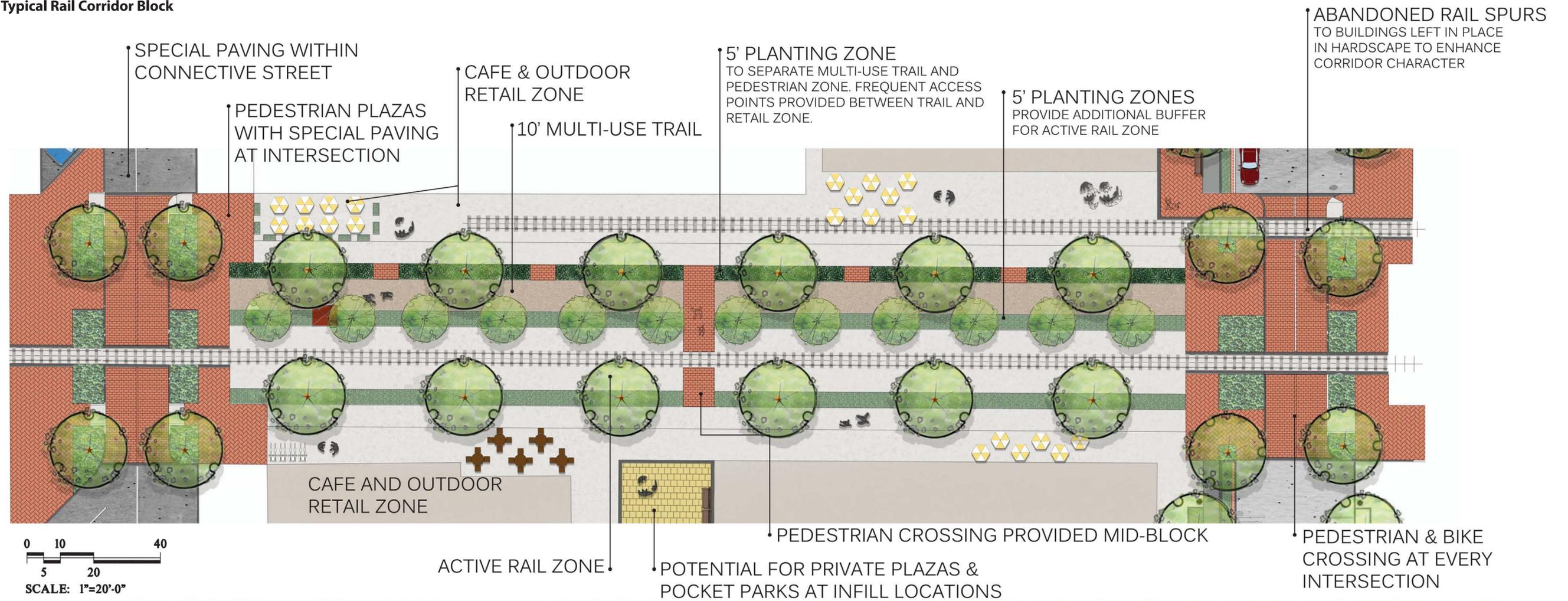


Mason Street - Fort Collins, Colorado



Santa Fe Rail yard - Santa Fe, New Mexico

Typical Rail Corridor Block



RAIL CORRIDOR - Estimate of Probable Construction Costs Per Block

CONTRACT ITEM	UNIT	PLAN	Unit Cost	Total
TOPSOIL (6" DEPTH)	CY	3	\$ 50.00	\$ 150.00
MULCHING (CEDAR BARK MULCH)	SF	162	\$ 0.50	\$ 81.00
SEATWALL	LF	263	\$ 40.00	\$ 10,520.00
TREES	EA	28	\$ 450.00	\$ 12,600.00
SHRUBS/GROUNDCOVER	SF	620	\$ 1.40	\$ 868.00
BIOSWALE (inc. soil, gravel, plants)	SF	4230	\$ 30.50	\$ 129,015.00
CRUSHER FINES	SF	7450	\$ 2.00	\$ 14,900.00
STANDARD GREY CONCRETE	SF	12800	\$ 4.50	\$ 57,600.00
SPECIAL PAVING IN STREET	SF	650	\$ 15.00	\$ 9,750.00
PAVING CUT-THROUGHS	SF	560	\$ 15.00	\$ 8,400.00
PEDESTRIAN PAVING AT INTERSECTION	SF	3800	\$ 15.00	\$ 57,000.00
BENCHES	EA	2	\$ 1,500.00	\$ 3,000.00
BICYCLE RACKS	EA	4	\$ 1,500.00	\$ 6,000.00
TRASH RECEPTACLES	EA	2	\$ 1,000.00	\$ 2,000.00
RECYCLING RECEPTACLES	EA	2	\$ 1,000.00	\$ 2,000.00
PEDESTRIAN LIGHTING INCLUDES ELECTRICAL (SPACING 60' O.C.)	EA	8	\$ 8,500.00	\$ 68,000.00
IRRIGATION SYSTEM	SF	5150	\$ 2.00	\$ 10,300.00
SUBTOTAL				\$ 392,184.00
contingency 15%				\$ 58,827.60
TOTAL				\$ 451,011.60

SF cost of entire study area	SF	26400		\$ 17.08
------------------------------	----	-------	--	----------

RAIL CORRIDOR - Estimate of Probable Maintenance Costs Per Block

Time	CONTRACT ITEM	UNIT	PLAN	Unit Cost	Total
Year 1	Landscape establishment maintenance cost (annual) (208 hours per year @ \$25/hr)	SF	4850	\$ 0.65	\$ 3,152.50
Year 2+	On going annual landscape maintenance cost (80 hours per year @ \$25/hr)	SF	4850	\$ 0.25	\$ 1,212.50
Annual	Hardscape maintenance	SF	17810	\$ 0.10	\$ 1,781.00

Maintenance: Weed, fertilize, prune, spray flush, clean up, sealant, minor repair, mulch refresh, irrigation start up, shut down

Rail Corridor Adjacent Private Development: Holmes Property

Holmes Property consists of four parcels totaling 1.4 acres located on the block immediately west of Catalyst Site 3 and adjacent to the BNSF rail spur. The property is currently owned by HWH Enterprises, LLC and is used as general storage and warehousing space. A Phase I and Phase II ESA have been completed using funds from the BCA grant. The Phase II ESA indicated that low-level PAH contamination is present in on-site soils. Structures on the property were originally built in the early 1900s as part of a lumber yard and include two general storage buildings and a restaurant fabrication business that are occupied by Holmes Equipment and Supply. The community vision for this property includes redevelopment as a mixed-use building with a combination of workforce housing and office space with some limited retail or restaurant space.



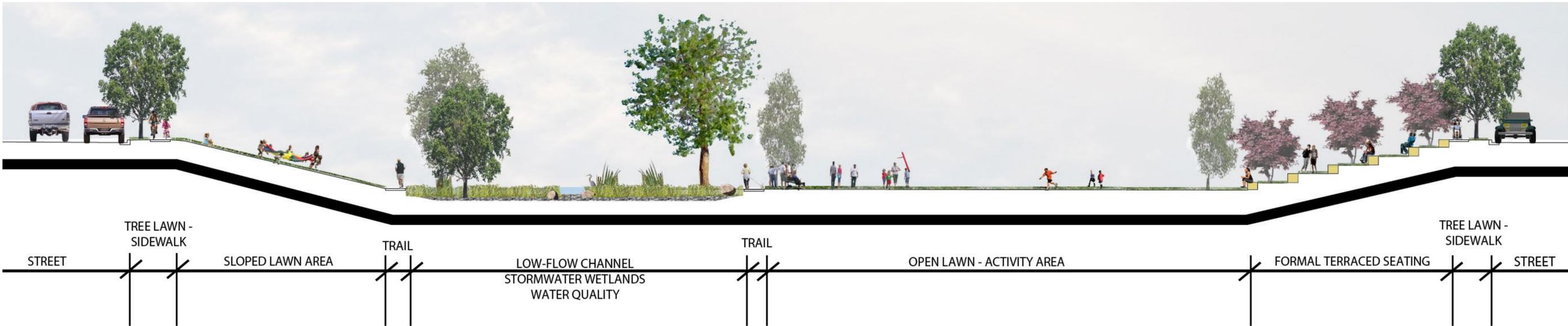
Holmes Property

Civic Center Commons

Civic Center Commons is a Brownfield consisting of an approximately 1.93-acre City-owned municipal parking lot located northeast of the intersection of Bent Avenue and West 20th Street. A Phase I grant was completed in February 2014, funded by the BCA, and identified two RECs, including the historic operation of a machine shop on the property and proximity to the ubiquitous Cheyenne PCE City of Cheyenne, WY USEPA Area-wide Planning Grant Application plume. Additionally, there may be potential impacts from contaminated fill material which is present in numerous other adjoining properties. Potential contaminants include heavy metals, PCE, and petroleum hydrocarbons. The community vision for Block 270 includes a full block subgrade park with amphitheater seating and walking trails that will also function as a storm water bioretention basin.

EPA Revolving Loan funds along with FEMA funds can help advance the completion of this project. Area business owners support the concept of a park to act as an amenity to downtown residents and employees.

Civic Commons will provide a multifunctional public amenity that hosts events, provides informal public plaza space and provides critical storm water detention in 100 year events to protect downtown buildings. With funding secured from FEMA and a number of local sources, design began in 2016 with installation planned for 2017.



Pumphouse Park

City Pump House and Snyder Avenue Properties consists of five City-owned parcels totaling approximately 3.2 acres located along the Union Pacific railroad corridor and bounded by

West Lincolnway to the north, Reed Avenue to the east, and Ames Avenue to the west. Structures on the property include a former pump house and city garage. A Phase I and Phase II ESAs have been completed for all five parcels. The assessment work for the two City Pump House parcels was funded by our BCA grant, and City funds were used on the other three parcels. The Phase II ESA indicated that

PAH, VOC, GRO, and heavy metal concentrations in site soil samples exceeded Wyoming direct contact residential SCLs on all four parcels. The community vision for these properties includes the development of a "Pumphouse Park" including constructed wetlands for storm water detention, a trail system, and restoration of the historic stone pump house for use as a community gathering place.

The pumphouse is envisioned as a possible rehab opportunity adjacent to a new detention and with quality treatment pond. EPA 319 provided funding for this project and design is underway in 2016.



Pumphouse Park - Potential Stormwater Park Plan & Character Sketches

Residential Infill Opportunities

Current market conditions point to a demand for urban residential units including apartments and townhomes. Some retail and commercial could add to the street level, such as coffee shops or some offices feasible with the market demands.



Rail Corridor Full Block Redevelopment



Dineen Quarterblock - 17th St. and O'Neil

With a location between the City's Civic buildings and rail corridor, the Holmes property has a central location that makes it an ideal site for higher density and mixed use infill.

A combination of retail, commercial and possibly warehousing can work well here. The frontage on Bent is important for pedestrian emphasis.

This illustration for the Dineen Quarterblock models 8-10 units/acre density with 2-3 BD units.



19th and O'Neil

An opportunity exists to provide multifamily residential with occasional retail and commercial opportunities on the ground floor. This example illustrates 2-3 story zero lot line infill with structured parking accessed from the alley. The continual building frontage and improved streetscape would contribute to a more connected walkable cove.

Grainery and Bakery

The Grainery & Bakery is a Brownfield adjacent to the active BNSF rail spur and encompasses a quarter block to the northwest of the intersection of Reed Avenue and West 21st Street. Multiple buildings are present on the site, including three, one-story storage buildings along with the approximately four-story Feedloft structure. Environmental assessments have yet to be completed for this site. The community vision for the Feedloft includes reuse of the existing structure as a mixed-use development, possibly including residential lofts and a restaurant. The area between the Feedloft and the train tracks could be used to create a parkway, retaining rail service, while adding landscaping and other elements that make the rail corridor a primary focal point for residents and visitors.

Improvements to the railspur can spark a variety of adjacent private investments. This simulation was done independently, without direct property owner involvement, and is meant to illustrate one of many potential suitable revitalization concepts possible along the longer improved rail corridor greenway.



Grainery and Bakery - 21st St. and Reed and Rail Corridor

Funding and Implementation Strategies

Opportunities and Actions for Cheyenne West Edge

The City of Cheyenne is in a unique position to create a mixed-use neighborhood in the West Edge District, adjacent to downtown. Cheyenne has a growing population and economy as well as a vision for an amenity-rich, mixed-use walkable neighborhood that can attract and retain residents and employers who will contribute to a strong economy. Given the city's moderate population growth and dependence upon government employment, it will benefit greatly from investments that draw young college graduates and entrepreneurs as well as adults in early retirement. The West Edge is uniquely positioned to provide the physical and social amenities that will attract these populations while simultaneously increasing property values and economic activity in the district.

Jobs

There is common understanding among regional and state economic development leaders that Cheyenne's economy needs to diversify to include the information technology industry and a foundation for entrepreneurs. There is a significant opportunity to align with the state, Laramie County Community College (LCCC), Cheyenne LEADS and Warren AFB to foster the technology industry in Cheyenne. There is a growing awareness and effort across the country to educate veterans through coding schools in order to transfer their skills and fill the shortage of talent. Once this talent is developed locally, it is important to provide them the ecosystem to stay and grow with co-working space and start-up education resources. In addition, a co-working space in Cheyenne will likely draw recent graduates from University of Wyoming seeking a more urban experience grounded in the Wyoming culture. The West Edge is the perfect location for this type of asset that serves young professionals seeking a more urban experience.

Housing

Cheyenne's residential real estate market is seeing high demand, but a slow supply side response. Home construction has slowed since the recent recession. In the past couple of years, however, multifamily construction has been picking up, perhaps indicating a shift in the multifamily residential market, a construction type that would be ideal in the West Edge. Home sales prices are slowly increasing, indicating that it may be safe to start building new homes soon. There are indications that the residential market is tight and becoming unaffordable for some of the population. Additional housing in the West Edge may alleviate pressure on the housing market in general and provide more rental options for the population. There is little urban housing product in the market and few homes in the West Edge District, providing an opportunity for housing development.

As is the trend nationally, most of Cheyenne's population lives in one or two-person households, creating a slightly smaller than average household size. Smaller households have different needs than larger family households and are drawn to smaller home sizes with more access to amenities. Furthermore, emerging downtown districts areas need local residents to support businesses and services. Housing developments in the West Edge will start to activate the area and provide the customers that restaurants and other area businesses would need to thrive.

Amenities

Cheyenne is growing at a modest but stable rate and its population by age group, by and large, matches national aging trends. Cheyenne is losing population to the critical young professional demographic that is needed for existing local businesses to thrive and grow. As identified in the recent Cheyenne LEADS Workforce Study, "Growth may also be slowed by perceptions that Cheyenne has limited social and recreational amenities, particularly for young, single adults". It is therefore critical that there is a focus on developing and supporting amenities for this age group. These amenities range from providing park and recreation facilities to promoting development of unique local restaurants and brew-pubs that serve as a gathering place.

The commercial real estate market appears stable, especially considering the small size of the Cheyenne market. The retail sector is seeing increasing rents, and declining vacancy. This suggests growing strength in the retail sector and that the downtown area can support additional amenities, especially those catering to the young professional.

Action Steps

Overall

- The city needs to develop the parks, street features, and other public infrastructure improvements in the West Edge to set the stage for private development. Developers look to the public sector for reassurance that their private investment dollars will not go to waste. Now is the time for the city to stake their commitment to the emerging West Edge area through capital improvements.
- The city should reevaluate zoning code regulations for the West Edge area in order to ensure that they are compatible with the type of development that is envisioned for the area. Particular attention should be paid to reducing parking requirements, relaxing setbacks, and generally realigning zone requirements to enable an urban form of development.
- As development proposals advance, investment in additional City planning services may be needed. With an increase of commercial business in this area, additional taxes would be generated to help cover staff needs.

Jobs

- Continue coordination with with the state, LEADS and Warren AFB to foster the development job supporting opportunities in downtown Cheyenne.
- Partner with regional and state partners to develop a local entrepreneurial start-up education resources and co-working space. Align such a facility with LCCC and a downtown campus. The Steamplant project is great opportunity for such a facility, or the Hynds Building downtown.

- The city plays the lead role in place making which is what is needed to retain and recruit talent. Encourage, support and engage with the anticipated LEADS task force for "Talent Recruitment" as defined in the Workforce Study.

Housing

- Explore opportunities for a Vertical Housing Tax Credit (VHTC). This property tax abatement tool is widely used across the nation to encourage multi-family housing in vertical structures. In general, the tool freezes the baseline value of the property for property tax assessment purposes for 7 – 10 years. At the expiration of the time period, the property is then assessed at the current value, which is significantly more than the prior vacant value. It is important to recognize that there is no revenue loss for a city because the property was vacant and generating minimal revenue in its current state. Without the incentive, the property would continue to generate minimal revenue and provide no needed housing or amenities to foster economic development, not to mention significantly more property tax revenue at a later date.

Amenities

- Provide park and recreation amenities that serve young professionals and families.
- The city needs to foster a better retail climate in the West Edge and downtown Cheyenne in general. Local retail businesses need assistance in marketing themselves and establishing the area as an identifiable destination for retail goods and services. Hiring a retail consultant to energize local business and property owners and to also build capacity with downtown and business organizations is a recommended strategy to achieve this goal.

The West Edge Plan defines a vision for redevelopment of the west edge area of downtown Cheyenne. Through investments in target infrastructure projects such as storm water management and streetscape improvements, private development will be incentivized. In order to implement the Plan, it is important for key investments to be made and incentives established that will encourage desired private development to occur. This memorandum outlines options for funding and incentives that could apply to the West Edge district.

The State of Wyoming has a limited set of funding tools enabled under current statutes. The following information is divided into those that are already enabled by current statutes and those that would require new legislation in order to be available in Wyoming. At this time, we recommend the City first pursue opportunities under enabling statute, and then support local partners in pursuing new legislation to provide additional incentive tools.

Enabling Statutes

Downtown Development Authorities (DDAs) and Urban Renewal Agencies (URAs) are special districts authorized by state statute for the purpose of assisting cities, property owners, business owners, and community members in creating and sustaining vibrant cities. Statues for both URAs and DDAs are found in the Wyoming Urban Renewal Code (Title 15, Chapter 9).

What is a Downtown Development Authority?

DDAs are created by a petition of property owners to form a special district within which the DDA's projects will be implemented and from which funding will be generated. Funding can be a combination of:

- A special levy on properties of between 5 and 30 mils;
- Tax increment financing on property taxes and/or sales taxes within the district.

DDAs become special authorities with their own governing bodies. Projects to be funded from DDA revenues can include marketing and promotion, streetscape improvements and landscaping, planning, extra street cleaning and maintenance, parking management, events and promotions, and a range of other capital and programmatic projects. Per statute, DDAs are required to be geographically tied to a city's central business district. It is unclear, but unlikely, whether a city can have more than one DDA.

What is an Urban Renewal Agency?

A URA is similar to a DDA in many aspects. Like a DDA, it creates a special district for the purposes of revitalization and economic development within a city. Also like a DDA, it can generate funding through tax increment financing, although it is only able to collect increment on property taxes, not sales taxes. A URA can be formed by city council resolution after certain conditions of blight have been met through a feasibility study. In addition to the project types that can be implemented by a DDA, a URA can take part in certain additional redevelopment activities such as the buying and selling of land, providing financial assistance for developments, as well as the construction of public facilities and infrastructure such as roads, sidewalks, and parks.

Applicability to West Edge

Per the attached map, the current DDA boundary encompasses much of the West Edge planning area. If acceptable to the DDA, we recommend further exploring the financial implications and potential opportunities for amending the boundary or creating an entirely new boundary to incorporate strategic sites and apply a potential incentive tool described as "Micro-TIF".

Micro-TIF

The concept of a Micro-TIF would encourage redevelopment within the DDA boundary by applying newly generated property taxes back to the property that generated the revenue. It is essentially tax increment financing (TIF) for a specific site. In concept, a new project within the DDA boundary would increase revenues of the mil allocation that the DDA currently receives. That new increase would go back to the property owner to off-set some of the costs for the streetscape and building improvements. This proposed process would encourage redevelopment by off-setting costs to developers. In addition, there is no fiscal impact to the DDA as the revenue increase is only refunded if there is an actual investment made on the site. At the same time, if the property sits vacant, there is no revenue to the DDA. This program would be implemented through a voluntary agreement between the DDA and property owner. Further agreements could be considered between the City of Cheyenne, Laramie County and Laramie County School District #1.

New Statutes

The following information outlines potential incentive programs if enabling legislation at the state is adopted. At this time the following programs are not permitted, but are recognized as significant tools to encourage downtown redevelopment and are commonly utilized in other states.

Tax Exemptions

Several states across the country utilize tax exemption programs in order to incentivize economic development within their communities.

Enterprise Zones

Enterprise Zones are intended to encourage industrial development and equipment investment by exempting property taxes for a certain number of years. Some states require the creation of full time employment positions at a specified wage level with the investments. Prior to a new development and/or investment occurring within a designated zone, a baseline value of the property or structure is determined. Once the investment is made, property taxes are essentially held at the baseline assessment value for a certain period of time. This exemption of taxes encourages manufacturing investment. It appears that a Wyoming State Senate Bill was proposed in 2013 but did not pass. <http://legisweb.state.wy.us/2013/Bills/SF0151.pdf>

Vertical Housing Tax Credit (VHTC)

One of the key recommendations for the West Edge Plan is to encourage multi-family housing within the area. Through interviews with local developers we heard that a property tax exemption is a significant incentive that would encourage them to build this type of housing.

The VHTC property tax abatement tool is widely used across the nation to encourage multi-family housing in vertical structures. In general, the tool freezes the baseline value of the property for property tax assessment purposes for 7 – 10 years. This reduction in property taxes reduces operating costs for the new housing (typically apartments), which can significantly enhance the economic feasibility of a project. At the expiration of the time period, the property is then assessed at the current value, which is significantly more than the prior vacant value. It is important to recognize that there is no revenue loss for a city because the property was vacant and generating minimal revenue in its current state. Without the incentive, the property would continue to generate minimal revenue and provide no needed housing or amenities to foster economic development, not to mention significantly more property tax revenue at a later date. An example of legislation for this incentive is attached.

Brownfield Tax Incentive

Local governments can provide a direct financial incentive to parties willing to redevelop brownfields by adopting a special property tax assessment on brownfields land or a property tax exemption on improvements and personal property located on the brownfield property through a tax abatement. Virtually all funds spent addressing hazardous substances in a brownfield redevelopment are potentially eligible for inclusion in the overall value of the tax abatement. Oregon recently passed such an incentive, which is attached for reference.

Business Improvement Districts (BID)

A Business Improvement District allows for an assessment on property within a defined geographic area, very similar to the mil levy that is an optional component of DDAs. Revenues from this assessment are directed back to the defined area to finance enhanced services generally for management and marketing functions as opposed to capital improvements. BIDs are formed with the consent of and active participation from property and business owners and major institutions in contrast to DDAs, which are formed by a vote of citizens of the city.

The majority of BIDs base their charges upon assessed value. Alternative assessment options include lot and building square footage and linear footage. In general, annual costs of BID assessments range from \$0.10 to \$0.25 per square foot of building and land or 5 to 15 percent of existing property taxes.¹

All preliminary research suggests that Wyoming does not have enabling legislation to create a BID per the following sources:

Becker and her colleagues' survey in 2010 identified BIDs in 48 states--the only exceptions being North Dakota and Wyoming-and Washington DC (Becker, 2010; Becker, Grossman, & Dos Santos, 2011). <https://www.questia.com/library/journal/1G1-336602957/institutionalization-of-business-improvement-districts>

Today there are an estimated 800 downtown business districts in the United States in communities ranging in population from 1,000 to over 8 million. Some cities have multiple BIDs, each geared to a different neighborhood or commercial center. All states, except Wyoming, have legislation enabling BIDs. July 14th, 2010 <http://plannersweb.com/2010/07/turning-downtowns-around-business-improvement-districts/>

The West Edge Plan defines a vision for redevelopment of the west edge area of downtown Cheyenne. Through investments in target infrastructure projects such as storm water management and streetscape improvements, private development will be incentivized. In order to implement the Plan, it is important for key investments to be made and incentives established that will encourage desired private development to occur.

An important partner in fostering infrastructure development is the Cheyenne Downtown Development Authority (DDA), which has access to a set of funding tools enabled by state legislation if approved locally. DDAs are special districts authorized by state statute for the purpose of assisting cities, property owners, business owners, and community members in creating and sustaining vibrant cities. Statutes for DDAs are found in the Wyoming Urban Renewal Code (Title 15, Chapter 9, Article 2).

It is our understanding there are two basic mechanisms for funding a DDA: tax increment financing (TIF) and special assessment district. The status of each mechanism specifically associated with the Cheyenne DDA is summarized below.

Tax Increment Financing

TIF is tool widely used across the country to foster new development in underperforming areas of a community. The completion of a new public or private project can result in more retail sales or an increase in the value of surrounding real estate, both of which generate additional tax revenue that likely would not be realized if the new project had not been built.

Most states that have TIF legislation allow for TIF to be generated from the incremental growth of all property taxes, not just the local jurisdiction’s share. For example, in both Colorado and Oregon, TIF revenues include property taxes allocated to schools and counties as well as parks, fire, drainage, and other special taxing districts.

In an effort to accelerate the timing of when other taxing jurisdictions would see new revenues from the increase in property values within a TIF district, the State of Oregon in 2009 enacted HB 3056, which established certain thresholds of increment growth, above which the TIF district would begin sharing incremental revenues with other taxing jurisdictions, even before the expiration of the district. These thresholds are tied to the district’s maximum indebtedness, a threshold set at the time of district formation and a measure of how much growth has occurred within the district.

Per Chapter 15-9-207(c) of the Wyoming Urban Renewal Code, a DDA can adopt both a sales tax and property tax TIF pending approval by the governing body of the municipality.

DDA Sales Tax TIF

DDAs may collect the incremental increase in sales taxes within the district for a period of up to 25 years. The level of sales tax revenues in the year of formation of the DDA becomes the base and increases in sales tax receipts in the future (due to increased economic activity within the district) is channeled to the DDA to fund its programs. Therefore, the DDA is motivated to foster investment and business development in DDA boundary to enhance revenues.

The Cheyenne DDA historically received about \$650,000 a year through a sales tax TIF within the boundary. The majority of this TIF revenue was produced by Cheyenne Light, Fuel and Power because its main office was in the DDA district and sales taxes on its customers’ utility bills were being included in the TIF. When Cheyenne Light recently moved out of the DDA district, the increased sales tax revenue was no longer allocated to the DDA, and now goes to the City’s general fund. This caused sales tax receipts within the district to drop below the established base, causing TIF revenues to drop to zero. The sales tax TIF will expire in June 2016 for the Cheyenne DDA.

DDA Property Tax TIF

Similar to the sales tax TIF, a property tax TIF can be created within the DDA boundary. If a property tax TIF is implemented, property tax revenues within the district at the time of district

formation would become the base and any increases in property tax receipts from the City’s mill levy (due to new development and property value increases) would be directed to the DDA to fund programs and investments. A TIF is not a new tax – existing mill rates stay the same and all taxing entities would continue to receive their tax allocations for the established base. Per statute, a DDA can levy both sales and property tax TIFs. Under 15-9-202 (xvi), property tax is defined as “the revenue derived from the eight (8) mill tax authorized under by Article15, Section 6 of the Wyoming Constitution”, which is the City’s mill levy. Property taxes for other taxing jurisdictions are not included in a property tax TIF under current Wyoming statutes.

Next Steps

The West Edge Plan could serve as basis to form a revised DDA boundary. As the sales tax TIF has expired and the property tax TIF has not been utilized, the DDA may want to consider applying both of these available tools to the potentially revised boundary. Such tools are critical in fostering investment and revitalization in area such as the West Edge. Additionally, the City and DDA should explore the feasibility of making changes to Wyoming TIF statutes to bring them more in line with models used in other states, particularly as it relates to capturing property tax increment on all mill levies as well as potential revenue sharing models such as Oregon’s. Doing so would greatly improve the revenue potential, and therefore usefulness, of this tool.

Special District Assessment

A DDA can receive a dedicated amount of property tax revenue through a Special District Assessment applied to property within the DDA boundary. For the Cheyenne DDA, identified as taxing district number 151, a mill levy of 20.00 is currently assessed under Special Districts.

Proposed Tool: Micro-TIF (Shareback)

One possible tool to incentivize development is through a Micro-TIF, or shareback, program. Under the Micro-TIF model, new projects within the DDA boundary would be eligible to receive a rebate of the incremental increase in revenues from the DDA’s mill levy (currently 20 mills) to offset a portion of the project’s development costs such as streetscape and building improvements. This proposed process would encourage redevelopment by offsetting a portion of development and/or operating costs for developers. Assuming that if the property sits vacant, there is no revenue to the DDA, there would be no fiscal impact to the DDA, as the revenue increase is only refunded if there is an actual investment made on the site. This program would be implemented through a formal voluntary agreement between the DDA and property owner. Further agreements could be considered between the City of Cheyenne, Laramie County, and Laramie County School District #1 in order to increase the total incentive amount by pledging the incremental revenues from their mill levies in addition to the DDA’s.

Case Study: Steam Plant

An overview of the type if revenue generation for the DDA that would be refunded to a proposed developer is outlined below. We are also including the City as a potential partner and therefore included their potential revenue redistribution as well.

- **Proposed Investment:** \$6.2 million
- **Commercial Assessed Value:** \$589,000 (9.5% of real market value)

If the entities entered into a 10-year agreement, this would generate approximately \$165,000 in tax revenue that would be returned to the developer that generated the new tax revenue. (This number does not consider potential increased value in the property assessment over the 10-year period.) Whether this amount is granted to the developer as an up-front incentive, paid out annually, or some combination of both would need to be determined as part of the program setup.

Implementation

As this proposed tool utilizes a rebate of mill levies that are already in place, it could be implemented at any time depending on a taxing district’s willingness to engage in an agreement with the developer. If the proposed Micro-TIF concept were adopted, we recommend that a set of objective criteria for a project is established that qualifies a minimum return on investment

(ROI) is realized by all interested entities. In addition, further consideration of terms and funding structure need to be considered that are clearly defined for transparent discussions with all eligible developers.

Overlay District – Approval Process

The process to enact an Overlay District is not specifically described within the UDC, however, the addition of a new district would indicate that the process for a Text Amendment would be an appropriate course of action.

In order to be inclusive, mailed notice to all properties within the Overlay District, and within 300-feet of the overlay boundary should be invited to an open house and the public hearing. This would provide for similar notification as a traditional zone change, enabling the broadest participation of the community to be involved in the discussion.

	Mill Amount	Annual Property Tax Revenue on Steam Plant
DDA Mill Revenue	\$20.00	\$11,780
City Mill Revenue	\$8.00	\$4,712
Total		\$16,492

Proposed Revised DDA Boundary



Appendix

Meeting Notes

