

FORWARD GREATER CHEYENNE IMPLEMENTATION PLAN

Submitted by Market Street Services, Inc.
www.marketstreetservices.com

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PROJECT OVERVIEW

Community leaders in Greater Cheyenne have embarked upon a strategic planning process to help make the community a more prosperous and vibrant place to live, work, and do business. By initiating this process to develop an ambitious yet actionable Community and Economic Development Strategy, numerous organizations and community partners in the Greater Cheyenne region are taking a vital step to secure and advance the community's future competitive position.

PHASE 1: STAKEHOLDER ENGAGEMENT

The Community and Economic Development Strategy must be adequately informed by the wants and needs of Greater Cheyenne's residents, workers, and employers. A series of one-on-one interviews and focus groups were conducted in December 2017. This input is complemented by feedback received from an online survey open to all residents and business in the Cheyenne area. Stakeholder input sessions will augment the perspectives brought by the Steering Committee and serve as an opportunity for diverse constituents to offer solutions and innovative ideas for the community and economic development strategy.

PHASE 2: COMMUNITY ASSESSMENT

The Community Assessment will provide a detailed examination of Greater Cheyenne's competitiveness as a place to live, work, and do business, weaving qualitative feedback from phase one with quantitative analysis to produce a set of "stories" that examine the community's past, present, and future with respect to community vitality and economic competitiveness. Findings from the research phases will frame the challenges and opportunities that need to be addressed in the forthcoming Strategy and Implementation Plan.

PHASE 3: ECONOMIC AND WORKFORCE PROFILE

The Economic and Workforce Profile will build upon the Community Assessment with detailed analysis of the area's economic and workforce composition, and will help focus strategic recommendations on growing sectors and in-demand occupations.

PHASE 4: COMMUNITY AND ECONOMIC DEVELOPMENT STRATEGY

Informed by the input and research findings of phases one through three, the Community and Economic Development Strategy will detail a series of goals and objectives related to the community's identified challenges and opportunities, and a corresponding set of actions, investments, and initiatives to help meet those goals and objectives. The strategy will be holistic, actionable, measurable, and considerate of relevant best-practice programs, policies, and initiatives from communities around the country.

PHASE 5: IMPLEMENTATION PLAN

If the Strategy represents what Greater Cheyenne and its community leadership will do to advance economic competitiveness and community improvement, the Implementation Plan will help define how the community's leadership can collaboratively, effectively, and efficiently advance implementation. Specifically, the Implementation Plan will identify and clarify roles and responsibilities for implementation partners, evaluate financial and staff capacity to support implementation, prioritize investments and initiatives, and define performance metrics to track implementation progress and return on investment.

STEERING COMMITTEE

This process is supported by multiple sponsoring organizations and will be guided by a diverse Steering Committee comprised of representatives from the public, private, and non-profit sectors. The following individuals have generously volunteered their time to serve the community and this process by providing strategic guidance, input, and oversight throughout the process, attending seven meetings from December 2017 through July 2018.

INDIVIDUAL

Brian Heithoff (Co-Chair)
 Mike Williams (Co-Chair)
 Dale Steenbergen
 Joe Schaffer
 Randy Bruns
 Darren Rudloff
 Vicki Dugger
 Desiree Broth
 Patrick Madigan
 Marian Orr
 Troy Thompson
 John Lyttle
 Shirley Welte
 Tara Nethercott
 Kim Withers
 Nick Dodgson
 Paula Poythress
 Kathy Cathcart
 Lisa Tabke
 Dickie Shanor
 Linda Heath
 Trista Ostrum
 Olivia Sanchez
 Tom Hirsig
 Ray Fertig
 Easter Gunn
 JJ Chen
 Brandi Marrou
 Bob Nicholas

REPRESENTING ORGANIZATION

High West Energy
 Jonah Bank of Wyoming
 Greater Cheyenne Chamber of Commerce
 Laramie County Community College
 Cheyenne LEADS
 Visit Cheyenne
 Downtown Development Authority
 Downtown Development Authority
 Cheyenne Regional Medical Center
 City of Cheyenne
 Laramie County
 Laramie County School District #1
 Black Hills Energy
 Woodhouse, Roden, Nethercott
 Meridian Trust Credit Union
 Midas/Kawasaki
 First American Title
 Align
 Cheyenne Board of Realtors
 Wyoming Department of Education
 County Commissioner
 Congressional Award
 Laramie County Fair
 Cheyenne Frontier Days
 5 R Construction
 Ethnic Hair Care
 Cheyenne Regional Medical Center
 MHP
 House District 08

IMPLEMENTATION PLAN

This Implementation Plan serves as a critical complement to the Forward Greater Cheyenne Community & Economic Development Strategy. While the Strategy helps define *what* the community will implement to advance its vision for the future, the Implementation Plan helps define *how* the community can pursue efficient and effective implementation. Specifically, it includes recommendations related to the role of an **Implementation Committee**; **staff resources** required to support implementation; **financial resources** required to support implementation; potential **organizational realignment**; **timelines** for pre-implementation and implementation activities, and; **performance metrics** to gauge return on investment.

FORWARD GREATER CHEYENNE: OVERVIEW

Community Vision

The following vision statement unifies the community behind a consensus vision for the future. It has been derived from the input of nearly 2,400 residents and businesses that provided their feedback.

Greater Cheyenne is an inviting and exciting community that works together to cultivate engagement and attachment. Our legacy as a cultural anchor of the Western Frontier and our emergence as an economic and entrepreneurial engine of the Front Range reflects our identity as a community of pioneers.

Strategic Initiatives

1. DOWNTOWN REVITALIZATION

Facilitate revitalization of Downtown Cheyenne through a series of intentional investments, new incentives, and redevelopment projects.

2. CHEYENNE GREENWAY TRANSFORMATION

Transform the Cheyenne Greenway into a unique and differentiating amenity along the Front Range.

3. LCCC EXPANSION: APPLIED BACCALAUREATE DEGREES

Begin offering applied baccalaureate degrees at Laramie County Community College (LCCC) to support long-term economic and workforce competitiveness.

4. CHEYENNE CENTER FOR ENTERPRISE & ENTREPRENEURSHIP (C²E²)

Develop an environment for entrepreneurship through purposeful investments, programs, and policies that support and encourage small business formation and development.

5. BUSINESS RETENTION, EXPANSION, AND ATTRACTION

Implement a targeted, proactive economic development program supporting the community's economic diversification through business retention, expansion, and attraction.

6. COMMUNITY BEAUTIFICATION

Enhance community attractiveness and image through purposeful investments, programs, and policies that support beautification and blight removal.

7. PRIDE, ENGAGEMENT, AND ATTACHMENT

Enhance resident pride, engagement, and attachment by expanding opportunities to positively influence and impact the community.

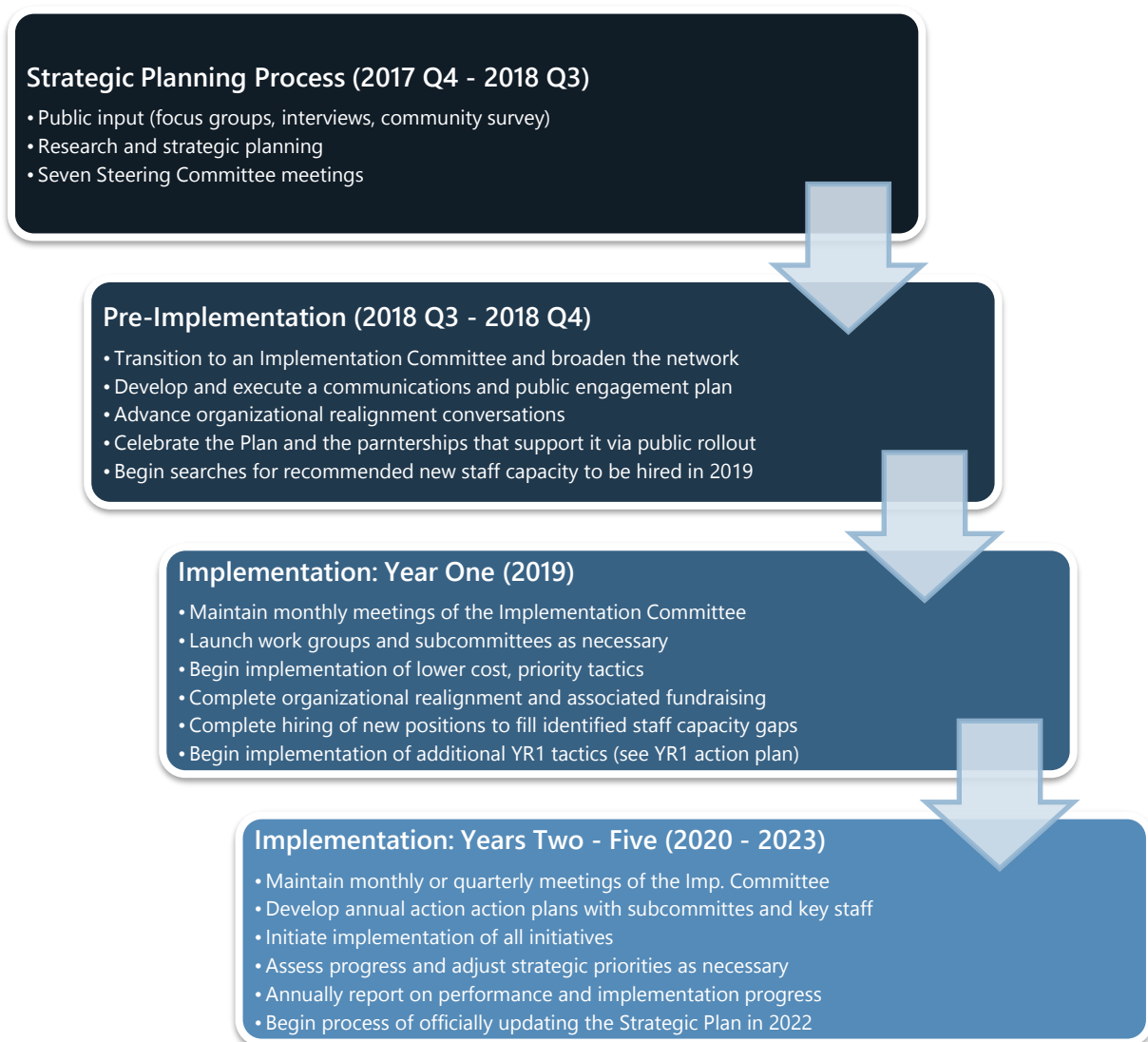
8. REGIONAL ASSETS AND INFRASTRUCTURE

Advocate for investments in high-priority transportation, economic, and social infrastructure that is central to our economic prosperity and long-term vision.

IMPLEMENTATION SCHEDULE

OVERVIEW: IMPLEMENTATION SCHEDULE

Successful communities and the organizations that support them never stop thinking strategically about the pathway to a more prosperous future. But successful communities and organizations also do not allow the processes of conversing and *planning* – as important as they are – to impede the process of acting and *doing*. The challenge for the community and implementation partners will be to swiftly move from the strategic planning phase to the implementation phase. Many communities have unfortunately found that a failure to maintain momentum between strategic planning and implementation can erode support, enthusiasm, and consensus developed during the strategic planning process. The following graphic provides a high-level overview of the transition from strategic planning to various phases of the implementation effort.



PRE-IMPLEMENTATION PHASE (2018)

Prior to the launch of implementation, the Steering Committee and lead implementers will need to advance a variety of important activities to ensure that the Strategy’s initiatives and intended outcomes are effectively communicated to a wider audience while also advancing the recommended community capacity (by transitioning to an Implementation Committee) and the recommended organizational capacity (by realigning organizations and associated resource development efforts) that supports implementation.

Transitioning to an Implementation Committee: During its June meeting the Steering Committee endorsed the transition to an Implementation Committee to support the ongoing, collaborative efforts required to effectively implement the Community and Economic Development Strategy (*see section entitled “Community Capacity: The Implementation Committee” for a detail discussion of the Committee’s roles, responsibilities, and operations*). A first meeting of the Implementation Committee will be scheduled for October 2018.

Transitioning to the Implementation Committee	Aug	Sept	Oct	Nov	Dec
Seek commitments from members of the Steering Committee	█				
Identify new individuals from key partners to serve on the Imp. Comm.	█	█			
Speak in-person with identified individuals to extend an invitation		█			
Develop a meeting schedule for the remainder of 2018		█	█		
Identify locations for future Implementation Committee meetings		█	█		
Support the Communications and Engagement Subcommittee’s activities		█	█	█	█
Support the Organizational Analysis Subcommittee’s activities		█	█	█	█
Invite partners to serve on subcommittees and convene subcommittees		█	█	█	█

Communications, Engagement, and Public Rollout: During its August meeting, the Steering Committee initiated the formation of a Communication and Engagement Subcommittee to develop a strategy supporting public relations, communications, and a public rollout event associated with Forward Greater Cheyenne. This Subcommittee will meet in September to take on this task and work with key staff from partner organizations that may support such an event and associated communications. The Subcommittee will provide an update to the Implementation Committee at its October meeting, to review a clear yet concise communications plan for the coming months. Associated activities could reasonably include:

Communications and Rollout	Aug	Sept	Oct	Nov	Dec
Identify individuals interested in serving on the Subcommittee	█				
Develop a timeline for public rollout and plan a public rollout event		█			
Engage any required, specialized assistance to support the plan		█	█		
Engage media partners and evaluate interest in an op-ed series		█	█		
Transition the project website to a tool for communicating progress		█	█		
Draft a speakers template/presentation for Committee members		█	█		
Draft social media content and talking points for Committee members		█	█		
Draft press releases associated with the Strategy and a public rollout event		█	█		
Host public rollout event			█	█	

IMPLEMENTATION SCHEDULE (2019-2023)

The following tables present a set of potential priority actions to complete supporting each of the eight initiatives, consistent with the activities outlined and discussed in the Forward Greater Cheyenne Community & Economic Development Strategy. Potential lead implementers and supporting partners are identified according to existing organizational structures in the community (see section entitled “Organizational Alignment”). A comprehensive yet non-exhaustive table of potential partners supporting all initiatives is included in the Implementation Capacity section (see subsection entitled “Implementation partners”). Finally, a set of notes regarding potential costs and funding sources are included to inform estimates of total program and staff-related costs supporting the implementation effort (see subsection entitled “Implementation Capacity: Staff and Financial Resources”).

The Implementation Committee, its various subcommittees, and key staff from organizations leading implementation should work together to establish annual action plans supporting each initiative. As outlined in the section covering the Implementation Committee, this is one of its key responsibilities: advancing implementation by developing and refining tactics to support the ongoing activities of each initiative in partnership with key organizations and their professional staff members that support community, economic, and workforce development efforts in the community.

Initiative #1: Downtown Revitalization		2019	2020	2021	2022	2023
1.1	Aggressively implement existing strategic plans supporting downtown development, including but not limited to the West Edge Area Plan, the Reed Avenue Rail Corridor Plan, and other relevant plans.					
1.2	Enable new mechanisms to finance and guide intentional redevelopment in Downtown Cheyenne.					
1.3	Invest in broadband infrastructure - potentially including a free public wireless network - to facilitate job creation and Downtown Cheyenne's economic evolution.					
1.4	Implement a collaborative plan leveraging the Bloomberg Mayor's Challenge and associated "Fight the Blight" initiative to promote occupancy, rehabilitation, and utilization in the downtown area.					
1.5	Invest in catalytic projects that can help kick start investment and transformation.					

POTENTIAL LEAD IMPLEMENTERS: Downtown Development Authority (DDA)

POTENTIAL SUPPORTING PARTNERS: City of Cheyenne; Cheyenne LEADS; Greater Cheyenne Chamber of Commerce; Private Employers/Existing Businesses; State of Wyoming; Laramie County Community College; Downtown Development Foundation; Visit Cheyenne; Arts Cheyenne;

POTENTIAL COSTS: Capital project costs associated with implementing the various visions for downtown (West Edge, Reed Ave, Downtown Core Plan, etc.) are highly variable depending upon the projects advanced and the level of public-private support required for individual projects.

POTENTIAL FUNDING SOURCES: DDA funds (including mill levy); Tax increment financing (TIF); sixth penny sales tax or seventh penny economic development sales tax; City of Cheyenne; Cheyenne LEADS; private contributions and sponsorships (for wireless network development); Bloomberg Mayor’s Challenge

IMPLEMENTATION SCHEDULE (2019-2023), CONTINUED

Initiative #2: Cheyenne Greenway Transformation		2019	2020	2021	2022	2023
2.1	Develop a "Greater Greenway" vision for the transformation of the Cheyenne Greenway.					
2.2	Effectively position and promote the Cheyenne Greenway as a defining attribute of Greater Cheyenne.					
2.3	Continue to invest in the expansion and connectivity of the Cheyenne Greenway.					
2.4	Develop a network of experiences along the Greenway that encourage interaction, play, and recreation.					
2.5	Identify sites for development and redevelopment that is oriented towards the Greenway.					
2.6	Identify sites for public art and promote opportunities for residents to influence the Greenway aesthetic.					

POTENTIAL LEAD IMPLEMENTERS: City of Cheyenne

POTENTIAL SUPPORTING PARTNERS: Cheyenne Greenway Foundation; Cheyenne LEADS; Greater Cheyenne Chamber of Commerce; Private Employers/Existing Businesses; Laramie County School District #1; Laramie County School District #2; Laramie County Community College; Cheyenne Professional Network; United Way of Laramie County Emerging Leaders; Cheyenne MPO; State of Wyoming

POTENTIAL COSTS: Capital project costs associated with implementing a vision for the transformation of the Cheyenne Greenway will vary tremendously depending on the vision established and the degree to which the public sector supports and incentivizes public-private redevelopment projects along the Greenway.

Cost associated with the development of that vision could reasonably approach \$200,000 in planning and consultant fees.

Cost associated with the development of a network of experiences along the greenway, inclusive of public art projects, could reasonably comprise a conservative annual budget of \$100,000 to invest in such experiences.

POTENTIAL FUNDING SOURCES: Sixth penny sales tax or seventh penny economic development sales tax; City of Cheyenne; Cheyenne Greenway Foundation; federal transportation funds via Cheyenne MPO could support planning efforts

IMPLEMENTATION SCHEDULE (2019-2023), CONTINUED

Initiative #3: LCCC Expansion: Applied Baccalaureate Degrees		2019	2020	2021	2022	2023
3.1	Develop a coalition through Forward Greater Cheyenne to build support for the development of applied bachelor's degree programming at LCCC.					
3.2	Launch the Cheyenne Area Workforce Alliance to help develop appropriate programming and curriculum, and ensure alignment of K-12 career pathways with existing and new LCCC programming.					
3.3	Evaluate opportunities to establish LCCC instructional and residential facilities in Downtown Cheyenne.					

POTENTIAL LEAD IMPLEMENTERS: Laramie County Community College

POTENTIAL SUPPORTING PARTNERS: Cheyenne Area Workforce Alliance (recommended); Wyoming Community College Foundation; Wyoming Department of Education; Laramie County School District #1; Laramie County School District #2; University of Wyoming; Wyoming Department of Workforce Services; Wyoming Workforce Development Council; City of Cheyenne; Laramie County; Downtown Development Authority; Cheyenne LEADS; Greater Cheyenne Chamber of Commerce; Private Employers/Existing Businesses

POTENTIAL COSTS: Cost associated with transitioning programming and establishing a downtown campus are highly variable depending upon the facilities identified and a variety of associated factors. A budget for the Cheyenne Area Workforce Alliance should be established based on the priority activities identified by Alliance stakeholders. The majority of the cost associated with the Workforce Alliance's efforts will come from investment in new staff supporting education and workforce development (see section entitled "Organizational Capacity: Staff and Financial Resources").

POTENTIAL FUNDING SOURCES: LCCC (bond referendum and other mechanisms); state funds (potentially including available loans for residence hall development); other public and private partners may be able to contribute to project costs through the provision of land and other assets

IMPLEMENTATION SCHEDULE (2019-2023), CONTINUED

Initiative #4: Cheyenne Center for Enterprise & Entrepreneurship (C2E2)		2019	2020	2021	2022	2023
4.1	Establish a C2E2 Board of Advisors to help advance C2E2 startup efforts.					
4.2	Establish a virtual Center to promote available resources and the vision for C2E2.					
4.3	Develop an operating plan and identify a physical location for C2E2 in Downtown Cheyenne.					
4.4	Evaluate opportunities to capitalize and establish a Cheyenne-focused angel fund to support emerging entrepreneurs.					

POTENTIAL LEAD IMPLEMENTERS: Greater Cheyenne Chamber of Commerce

POTENTIAL SUPPORTING PARTNERS: City of Cheyenne; Laramie County; Downtown Development Authority; Cheyenne LEADS; Wyoming Small Business Development Center; SCORE Mentors; Wyoming Business Council; Wyoming Nonprofit Network; Laramie County Community College; University of Wyoming; Private Employers/Existing Businesses

POTENTIAL COSTS: Capital costs associated with developing a new physical center are highly variable depending upon the facility selected and the degree to which it is co-located with other community institutions and facilities.

A reasonable annual budget associated with the development and maintenance of the virtual center, and program and service delivery associated with the virtual and physical center, is between \$50,000 and \$100,000 annually. Costs will be associated with employing a Director of C2E2 will also be incurred, with total costs (salary and other personnel related expenditures) near or exceeding \$100,000 annually.

POTENTIAL FUNDING SOURCES: New monies will be required to support program expansion (see section entitled “Organizational Alignment” for a discussion of fundraising considerations). In addition to local fundraising efforts to support program and service delivery, state funds from the Wyoming Business Council and grants from the newly-established Kickstart:Wyoming can support Center establishment and potentially service delivery.

IMPLEMENTATION SCHEDULE (2019-2023), CONTINUED

Initiative #5: Business Retention, Expansion, and Attraction		2019	2020	2021	2022	2023
5.1	Formalize a collaborative Business Retention and Expansion (BRE) outreach program that prioritizes existing business care within the community's economic development program.					
5.2	Implement a targeted approach to corporate recruitment that aligns with the community's economic vision and is supported by best practice investments.					
5.3	Reevaluate long-term industrial land development strategies and reorient land holdings to capitalize on job creation opportunities that align with community's economic vision.					

POTENTIAL LEAD IMPLEMENTERS: Cheyenne LEADS

POTENTIAL SUPPORTING PARTNERS: Greater Cheyenne Chamber of Commerce; Wyoming Business Council; Utilities; Private Employers/Existing Businesses; City of Cheyenne; Laramie County; Visit Cheyenne; Governor’s Office; Downtown Development Authority; Manufacturing Works; Cheyenne Area Workforce Alliance (recommended); Laramie County Community College; University of Wyoming

POTENTIAL COSTS: Enhancement of business retention and expansion programming should be supported by a new staff member (see section entitled “Organizational Capacity: Staff and Financial Resources”) whose total personnel costs could reasonably begin at \$80,000 annually, and an annual program budget of roughly \$20,000 to support responsiveness to employer concerns and the maintenance and deployment of customized survey-deployment and customer-relationship management (CRM) software for business retention and expansion.

Adjustment to the community’s approach to corporate recruitment should in part be covered by realignment of existing expenditure. However, an additional \$25,000 annually can help ensure that various program components (comprehensive website update, targeted attraction efforts generated from existing business leads, additional out-of-market and inbound trips, proactive media relations and story placement, etc.)

POTENTIAL FUNDING SOURCES: New monies will be required to support program expansion (see section entitled “Organizational Alignment” for a discussion of fundraising considerations).

IMPLEMENTATION SCHEDULE (2019-2023), CONTINUED

Initiative #6: Community Beautification		2019	2020	2021	2022	2023
6.1	Prepare public and private spaces for public art installations, and provide adequate incentives to encourage the spread of public art installations in the community.					
6.2	Proactively mitigate blight and promote beautification in targeted neighborhoods through implementation of a new "5x5 program" as a component of the City's "Fight the Blight" initiative.					
6.3	Launch a small, matching beautification grant program.					
6.4	Proactively invest in corridor and gateway improvement to improve first impressions.					
6.5	Advocate for the enablement of new tools that can support blight removal and redevelopment.					

POTENTIAL LEAD IMPLEMENTERS: City of Cheyenne for public art, corridor beautification, and blight removal; area nonprofits to manage beautification fund

POTENTIAL SUPPORTING PARTNERS: Private Employers/Existing Businesses; Laramie County; Downtown Development Authority; Visit Cheyenne; Arts Cheyenne; Greater Cheyenne Chamber of Commerce; Wyoming Department of Transportation; Cheyenne Housing Authority; Cheyenne Greenway Foundation; Laramie County Community College; United Way of Laramie County; Wyoming Community Foundation

POTENTIAL COSTS: A reasonable annual budget to cover the development of a public art program (\$50,000) and a small matching beautification grant program (\$10,000) should be established. Cost associated with corridor beautification is highly variable; a set of projects and corresponding annual budget requests should be established to advance key projects. Many gateway improvement projects featuring attractive signage, landmark artistic features (including public art), landscaping, and other attractive elements often range from \$75,000 - \$150,000. Corridor beautification efforts are more highly variable depending upon scope components.

POTENTIAL FUNDING SOURCES: City of Cheyenne general fund; Laramie County general fund; potential new Business Improvement Districts (BIDs); private contributions (for the beautification fund)

IMPLEMENTATION SCHEDULE (2019-2023), CONTINUED

Initiative #7: Pride, Engagement, and Attachment		2019	2020	2021	2022	2023
7.1	Launch the "Shape Cheyenne!" Challenge - a series of business and resident "challenges" to be coordinated over a weeklong period of giving, influencing, and shaping the future of the community.					
7.2	Support the evolution of the Cheyenne Professional Network into a more inclusive and impactful catalyst for positive change in the community.					
7.3	Launch a newcomer welcoming initiative: Around the Table.					

POTENTIAL LEAD IMPLEMENTERS: United Way of Laramie County; Greater Cheyenne Chamber of Commerce

POTENTIAL SUPPORTING PARTNERS: Wyoming Nonprofit Network; Align; Cheyenne Day of Giving; Private Employers/Existing Businesses; Cheyenne Professional Network; United Way of Laramie County Emerging Leaders; Laramie County School District #1; Laramie County School District #2; Cheyenne Board of Realtors

POTENTIAL COSTS: A reasonable annual budget to support the development, marketing, and implementation of the Shape Cheyenne! Initiative and its various components is \$50,000-\$75,000 to support program development, execution, marketing, and associated communications, although primary costs will be staff and volunteer time. The Cheyenne Professional Network should be supported by a modest budget annually, comprised ideally of contributions from members as well as a match from the supporting organization (Greater Cheyenne Chamber of Commerce), potentially ranging from \$10,000 - \$20,000 annually to support proactive efforts to influence the community's well-being. A reasonable annual budget to support communications and coordination associated with the Around the Table program is \$5,000.

POTENTIAL FUNDING SOURCES: Charitable contributions

IMPLEMENTATION SCHEDULE (2019-2023), CONTINUED

Initiative #8: Regional Assets and Infrastructure		2019	2020	2021	2022	2023
8.1	Support efforts to expand transportation capacity and options along the Front Range.					
8.2	Proactively support the retention, expansion, and attraction of federal and state investments in Greater Cheyenne including but not limited to F.E. Warren Air Force Base, the Wyoming National Guard, state government operations, and new investment opportunities.					
8.3	Facilitate continued dialogue regarding the potential development of two key amenities that many residents highlighted as central to their vision: an indoor Recreational Center and a Children's Museum.					

POTENTIAL LEAD IMPLEMENTERS: Greater Cheyenne Chamber of Commerce

POTENTIAL SUPPORTING PARTNERS: State of Wyoming; Governor’s Office; City of Cheyenne; Laramie County; Wyoming Department of Transportation; State of Colorado (CDOT); F.E. Warren Air Force Base, U.S. Department of Defense; Private Employers/Existing Businesses; Cheyenne Professional Network; United Way of Laramie County Emerging Leaders; Cheyenne Housing Authority; Cheyenne Board of Realtors

POTENTIAL COSTS: Primary cost associated with advocacy efforts is staff time; a modest increase in the Chamber’s advocacy/legislative affairs budget (\$5,000 annually) could support enhanced in-person advocacy efforts (state or federal) as opportunities and needs arise. A more substantive increase could support more aggressive communications and voter turnout campaigns associated with referenda influencing community projects (serious advocacy campaigns associated with major referenda or bond packages in communities of similar size to Cheyenne often exceed \$50,000).

POTENTIAL FUNDING SOURCES: Chamber advocacy/legislative affairs budget

IMPLEMENTATION CAPACITY

Throughout the strategic planning process, it has been acknowledged by various stakeholders, Steering Committee members, and the Market Street Services team that the community needs a clean plan to ensure that adequate capacity is developed to implement the Forward Greater Cheyenne Community & Economic Development Strategy (“the Strategy”), a plan that promotes ongoing cooperation and accountability among implementation partners. This section of the Implementation Plan details the mechanisms with which the Steering Committee can help strengthen community capacity (by transitioning to an Implementation Committee) and organizational capacity (through potential organizational realignment) to ensure that adequate partnerships and resources support the attainment of the community’s vision and the efficient and effective implementation of Forward Greater Cheyenne.

Community Capacity: The Implementation Committee

As the strategic planning process comes to an end, the Steering Committee should formally transition to an **Implementation Committee**. The Implementation Committee would serve as the “keeper of the goals,” playing a critical role as a convener and coordinator of implementation efforts associated with Forward Greater Cheyenne’s eight strategic initiatives and their various tactical components. Although many questions remained regarding an Implementation Committee’s potential role and operations, the Steering Committee endorsed this transition during its June meeting. **Committee members expressed a desire for an implementation structure that would sustain cooperation, increase community engagement, eliminate organizational siloes, promote accountability, and improve strategic alignment among the many institutions and organizations that support the well-being of the community’s residents and businesses on a daily basis.**

Implementation Roles and Responsibilities: An Implementation Committee can advance the aforementioned objectives by filling multiple roles in the implementation of the Strategy. First, the Implementation Committee must be **champions** of the strategic planning process, its recommendations, and the associated implementation effort. They must work to **inform and educate the community, building support** for specific initiatives along the way. They must remind themselves and the community that the vision and initiatives that comprise Forward Greater Cheyenne were derived from extensive research and public input, a process that engaged nearly 2,400 area residents and business owners through interviews, focus groups, and surveys.

The Implementation Committee should principally serve as a **convener** and a **catalyst**. It should be the primary convener of implementation partners and will need to consistently remain focused on actions and results. The members of the Implementation Committee will need to engage a wide variety of organizations, institutions, and individuals that are necessary partners to carry out the Strategy’s recommendations. As a catalyst, the Committee must remain focused on activating the various recommendations with the assistance of professional staff from key partners.

Finally, the Implementation Committee must **track results and communicate progress**, evaluating the success of its implementation efforts and regularly sharing these results with the public. The Committee should evaluate past year successes on an annual basis, helping partner organizations adjust priorities and tactics as necessary (*see section entitled “Performance Measurement”*). However, it is important to remember that the Strategy and its initiatives represent an evidence-based set of recommendations that were

developed over many months with extensive input. Committees must resist the urge to “rewrite” the Strategy but rather, should seek to refine the community’s efforts over time while responding to unforeseen challenges and new opportunities that align with strategic initiatives and objectives contained in the Strategy.

Composition: The Implementation Committee will be comprised of roughly 20-25 individuals that serve in key community leadership and volunteer leadership functions within specific organizations that will be heavily engaged in Forward Greater Cheyenne implementation. During its first few years of operations, a large portion of the Implementation Committee will be comprised of individuals that previously served on the Steering Committee. This continuity in membership is important; Steering Committee members are familiar with the community input, the research findings, their strategic implications, and the strategic recommendations themselves. While not all Steering Committee members will be willing or able to make a long-term commitment, those who are interested and willing should ideally make a multi-year commitment of continued service. In addition, the Implementation Committee will also include the of chairpersons of the eight subcommittees (*see subsequent section entitled “Subcommittees and Work Groups”*); these individuals will serve as liaisons, providing updates to the Implementation Committee on their subcommittee’s progress while receiving any strategic feedback or direction from the Implementation Committee.

Implementation Committee membership and size can evolve over time; this is natural over the course of an implementation phase as communities learn what is most appropriate and effective over time. Some communities find that a relatively large Implementation Committee can be necessary, particularly those with multiple subcommittees with individuals serving as liaisons between committees. In these instances, some communities have found it valuable to establish a smaller Executive Committee that meets to make key decisions. However, it is important that communities think carefully about the need to establish additional committees and subcommittees; while the intent is often to promote heightened engagement and or improved governance, the tendency to create an array of subcommittees can, at times, fragment an effort that is predicated on improved collaboration or place a significant burden on volunteer coordination.

Leadership: The Implementation Committee is ideally chaired by multiple individuals (co-chairs or tri-chairs) throughout the implementation effort. Co- or tri-chairs could rotate on an annual or biennial basis, nominated and elected by the Implementation Committee. All chairpersons should be required to serve on the Implementation Committee during the years immediately preceding and following their service as a co-chair (or tri-chair). Many communities seek to strategically appoint incoming/vice chairpersons of the board of key lead implementers (often an economic development organization, community foundation, or chamber of commerce) as chairpersons of the Implementation Committee in the year immediately preceding their service as board chair. This provides a level of strategic leadership and awareness with respect to strategic implementation that can valuable when serving as chairperson of the board for key lead implementers; it helps promote continuity and alignment in strategic execution.

Subcommittees or work groups (*see next subsection*) should also have chairpersons or co-chairs. These individuals should ideally serve on both the Implementation Committee and the subcommittee that they chair. In this regard, these individuals serve critical positions as **liaisons**; they will provide regular updates to the Implementation Committee on the progress and action that is taking place within the subcommittees.

Subcommittees and Work Groups: Many communities choose to create subcommittees or work groups supporting the Implementation Committee that align with specific objectives, investments, or initiatives. These smaller groups, often comprised of roughly 10-15 individuals but occasionally much larger, focus on **the development of tactical plans to advance specific initiatives in partnership with any staff that may also be guiding and contributing to implementation of a specific initiative.** Some groups may meet for the entire duration of the implementation phase while others may convene and dissolve after a few months or years as work is completed and they have served their purpose. They are typically comprised of volunteers with a passion for a specific initiative, complemented by key staff leaders and members from organizations and institutions that are critical implementation partners in advancing each specific initiative (*see section entitled "Implementation Partners"*). This composition helps ensure that subcommittees are advancing a collaborative approach to implementation, one that is considerate and inclusive of existing, ongoing efforts related to a specific initiative, rather than attempting to "reinvent the wheel."

The Steering Committee has endorsed the establishment of eight work groups or subcommittees to correspond to the eight initiatives contained in the Strategy. As previously mentioned, each subcommittee will be chaired by at least one individual, with this subcommittee chairperson serving as a liaison to the Implementation Committee.

Meeting Schedule: During its first full year of operation (2019), the Implementation Committee will attempt to meet monthly. This level of frequency in the first year of implementation is often necessary to advance key startup efforts, launch subcommittees, and sustain the momentum. Once the effort is well underway and subcommittees have been established to help advance more tactical work, the Implementation Committee could reasonably elect to convene on a quarterly basis with its subcommittees meeting monthly or as needed. The strength of this first-year implementation effort is a strong predictor of a community's long-term success in activating its Strategy and preventing it from becoming a document on a shelf. Getting started is often the hardest but most impactful task. Many communities lose momentum following the strategic planning phase; any amount of delay could cause some individuals involved in the strategic planning process to lose interest, disengage, and view the process as "all talk and no action."

Meeting Structure, Conduct, and Facilitation: The Implementation Committee – and particularly its co-chairs – will determine the appropriate ways to structure, facilitate, and conduct meetings. A common format for meetings is to utilize the first half to allow Committee members (particularly subcommittee or work group chairpersons, and staff from lead implementers) to provide updates on implementation efforts in recent months. The second half of the meeting then becomes a work session to discuss the tasks and responsibilities of the Committee – both collectively and as individuals – in activating specific recommendations in the months ahead. Essentially, meetings begin by taking a look back at the work that is in progress and/or has been accomplished in recent months, and conclude with a look forward at the work that needs to be accomplished in the coming months. There will be times when certain individuals are more heavily involved than others in implementation as necessitated by their subject matter expertise, interest level, or role as leaders at an organization that is working with the Implementation Committee to advance a specific recommendation. The Implementation Committee should be supported by a designated Implementation Coordinator to assist in meeting scheduling, taking notes and recording meeting minutes, and assisting with communications with partners and the general public, among other activities (*see Section entitled "Organizational Capacity: Staff and Financial Resources"*). The Steering Committee has discussed the potential adoption of Robert's Rules of Order to guide meeting conduct moving forward.

Transition: As of September 2018, the Steering Committee has begun the process of formally transitioning to an Implementation Committee (see *Pre-Implementation Timeline referenced in the "Implementation Schedule" section*). The Implementation Committee will meet for the first time in October 2018, receiving an update from the Communications and Engagement Subcommittee (see *"Communications, Engagement, and Public Rollout" subsection*), the Organizational Analysis Subcommittee (see *"Organizational Alignment" section*) and advancing a variety of other activities outlined in the aforementioned pre-implementation timeline.

IMPLEMENTATION PARTNERS

The following table includes a **non-exhaustive list of potential implementation partners** which should appropriately be engaged in the implementation of various initiatives. Representatives from these organizations and stakeholder groups (and others not listed here) should appropriately be considered for inclusion on the Implementation Committee and/or any subcommittees and work groups supporting it.

Organization	Organization
Align	Laramie County School District 2
Arts Cheyenne	Manufacturing Works
Cheyenne Area Workforce Alliance; <i>recommended</i>	Office of the Governor
Cheyenne Board of Realtors	Private Employers/Existing Businesses
Cheyenne Center for Ent. & Entre. (C2E2); <i>recommended</i>	SCORE
Cheyenne Day of Giving	State of Colorado
Cheyenne Frontier Days	State of Wyoming
Cheyenne Greenway Foundation	United States Department of Defense
Cheyenne Housing Authority	United Way of Laramie County
Cheyenne LEADS	United Way of Laramie County Emerging Leaders
Cheyenne Metropolitan Planning Organization (MPO)	University of Northern Colorado
Cheyenne Professional Network	University of Wyoming
Cheyenne Regional Airport	Utilities
Cheyenne-Laramie Co. Eco. Dev. Joint Powers Board	Visit Cheyenne
City of Cheyenne	Wyoming Business Council
Colorado State University	Wyoming Community College Commission
Colorado State University	Wyoming Community Foundation
Downtown Development Authority (DDA)	Wyoming Department of Education
Downtown Development Foundation	Wyoming Department of Transportation
F.E. Warren Air Force Base	Wyoming Department of Workforce Services
Greater Cheyenne Chamber of Commerce	Wyoming Nonprofit Network
Laramie County	Wyoming Small Business Dev. Center (SDBC)
Laramie County Community College (LCCC)	Wyoming Tech. Transfer & Research Products Center
Laramie County School District 1	Wyoming Workforce Development Council

Organizational Capacity: Staff and Financial Resources

The Forward Greater Cheyenne Community & Economic Development Strategy includes a variety of recommended capital investments – projects whose potential costs vary widely and are thereby difficult to estimate reliably at this stage. However, there are also a variety of recommended enhancements to programs and services that will require new expenditure and new staff capacity to support. In many cases, these new programs and staff expenditures are appropriately housed within the two organizations that, at present, are principally responsible for supporting the economic prosperity of the community and its existing businesses: Cheyenne LEADS and the Grater Cheyenne Chamber of Commerce.

This section briefly reviews estimates of potential new program, service, and staff-related costs that will need to be incurred by the community to effectively advance the Forward Greater Cheyenne initiatives. This discussion is supported by the next section that presents a set of options for consideration related to resourcing the Strategy through potential organizational alignment.

CAPITAL PROJECTS

As suggested throughout the Strategy and the implementation schedule that is included in this Implementation Plan, the overwhelming majority of the costs associated with Forward Greater Cheyenne implementation are highly variable capital costs associated with downtown revitalization, Cheyenne Greenway transformation, potential new LCCC residential and instructional facilities downtown, community beautification and public art installation, gateway and corridor improvement, and other initiatives.

As the Implementation Committee and key partners in such capital projects (notably the City of Cheyenne, the Downtown Development Authority, LCCC, and Cheyenne LEADS) develop and advance specific action plans for each initiative, budget requests will need to be submitted for general fund expenditures and other investments supporting such projects. However, the Implementation Committee will also need to work with these key partners to develop plans for voter referenda (bond issuance, sixth and seventh penny) to support specific projects requiring new financing mechanisms.

PROGRAMS AND SERVICES

A variety of new community, economic, and workforce development programs and services are recommended as components of the various initiatives outlined in the Strategy. This includes new expenditure to support programs such as business retention and expansion, targeted corporate recruitment, the Shape Cheyenne! initiative, the Cheyenne Professional Network, the recommended Cheyenne Area Workforce Alliance, and services delivered at the recommended Cheyenne Center for Enterprise & Entrepreneurship (C2E2), among others. Many, although not all, of these program and service expenditures would reasonably be incurred by the two organizations in the community that are principally responsible for supporting the existing business community's growth and prosperity: the Greater Cheyenne Chamber of Commerce and Cheyenne LEADS. This is consistent with their identification as "potential lead implementers" in the accompanying implementation schedules. **Across these two organizations, new program and service costs associated with implementation of Forward Greater Cheyenne initiatives begins conservatively around \$225,000 annually. This estimate is derived from individual estimates provided for each initiative in the Implementation Schedule included herein. This does include any associated new expenditure on staff resources (see next section).**

STAFF RESOURCES

As previously mentioned, the Forward Greater Cheyenne strategy calls for the expansion of programming and service delivery in a few key areas of community, economic, and workforce development. Most notably, it calls for heightened investment in business retention and expansion, entrepreneurship, and workforce alignment. Additional capacity will be needed to effectively guide these efforts. The City of Cheyenne could also potentially benefit from additional capacity to support redevelopment and associated projects and initiatives (from downtown revitalization and housing to blight removal and corridor beautification). Additionally, the community will need staff capacity – an Implementation Coordinator – to support the operations of the Implementation Committee and various other volunteer subcommittees and work groups that will meet regularly to advance implementation of the Strategy. Accordingly, Market Street recommends that the following additional staff resources be considered:

- ✓ Program Manager, Business Retention and Expansion
- ✓ Director, Cheyenne Center for Enterprise & Entrepreneurship (C2E2)
- ✓ Coordinator, Education and Workforce Development (potentially half-time or part-time)
- ✓ Implementation Coordinator (half-time or part-time)
- ✓ Project Manager, Redevelopment

ASSUMPTIONS RELATED TO STAFF EXPENDITURE: Estimates associated with staff expenditure are derived from a variety of assumptions. Specifically, staff expenditures are estimated using information (when available) on average salaries for specific positions in the field with salaries inflated by a factor of 1.3 to account for the provision of benefits and other employee-related costs.

The **Program Manager, Business Retention and Expansion** would be responsible for the day-to-day management and deployment of the community's business retention and expansion program. They would conduct regular site visits and work with a team of professionals in community, economic, and workforce development to proactively and quickly address challenges facing individual businesses in the community. They will deploy surveys to a broader network than those receiving site visits, gather information, and produce regular reports to inform other strategic endeavors in the community. The position is ideally filled by an individual with at least five years of experience in economic development project management to include significant time devoted to business retention and expansion. According to the International Economic Development Council, the average salary of a business retention and expansion project manager was roughly \$63,000 in 2017. This equates to an annual personnel expenditure of roughly \$82,000 (assuming benefits and other employee related costs reflect an additional 30% of salary). This individual should be hired as soon as funds are available in 2019. At present, this individual would be most appropriately housed at Cheyenne LEADS (see following section entitled "Organizational Alignment").

The **Director of the Cheyenne Center for Enterprise & Entrepreneurship (C2E2)** would be responsible for overseeing the development and programming of a virtual and physical Cheyenne Center for Enterprise & Entrepreneurship (C2E2). The ideal candidate is either an experienced entrepreneur or small business owner that has successfully assisted other companies or an individual with professional experience managing the deployment of small business assistance programming and facility management (such as incubation management). A reasonable salary for such an individual would range from \$75,000 - \$90,000 depending upon qualifications, equating to a total personnel expenditure range of \$97,500 - \$117,000. At present, this

position would most appropriately be housed at the Greater Cheyenne Chamber of Commerce (see following section entitled “Organizational Alignment”).

The **Education and Workforce Coordinator** would add dedicated capacity to support the recommended Cheyenne Area Workforce Alliance and associated efforts. The individual would serve as a liaison between the business community and key partners in education and workforce development, notably Laramie County School Districts 1 and 2, Laramie County Community College, University of Wyoming, and other nearby institutions of higher education. This position could eventually comprise a full-time job if substantive programming is added within the Workforce Alliance but at present, half-time capacity should be sufficient to support startup efforts and establish a dedicated liaison to support LCCC expansion and alignment efforts. If a qualified individual is identified with appropriate skill sets, potential exists for this individual to fill other roles such as the recommended Implementation Coordinator. The implementation budget should incorporate a salary of \$25,000 (and other associated personnel costs) to accommodate the potential need to hire a new part-time individual or cover the cost of a half-time individual. At present, this position would most appropriately be housed at the Greater Cheyenne Chamber of Commerce (see following section entitled “Organizational Alignment”).

The **Implementation Coordinator** would be responsible for supporting the work of the Implementation Committee and related subcommittees or work groups. This includes a variety of administrative tasks from meeting scheduling and coordination to preparing materials and taking meeting minutes. The individual will also be responsible for managing communications related to the implementation effort. The ideal candidate has some background performing administrative tasks and developing effective communications, but also ideally brings experience and knowledge of the community and economic development landscape in the Cheyenne area. The position is most effectively filled by an individual that has existing networks and experience working with nonprofits in the community. As a part-time position likely requiring up to 20 hours per week, potential exists for this role to be filled by an individual that is already on staff at an area nonprofit. The implementation budget should incorporate a salary of \$25,000 (and other associated personnel costs) to accommodate the potential need to hire a new part-time individual or cover the cost of a half-time individual. A variety of organizations could reasonably provide this staff support; at present, the Greater Cheyenne Chamber of Commerce is likely best positioned to support this function and the continued coordination of the Implementation Committee.

The **Redevelopment Project Manager** would serve as a critical liaison between the City, the development community, and key partners in economic development, downtown development, and redevelopment. They would oversee and coordinate various blight removal initiatives, manage special projects related to redevelopment objectives, and represent the City on multi-disciplinary teams working to advance catalytic projects in the community. Market Street understands that the City has budgeted for an economic development position, and this position could potential fill this role. The position is most appropriately housed in the City’s Planning and Development office, with a qualified individual having a background in urban planning, development services and permitting, and/or real estate development. The median starting salary for an AICP-certified urban planner is roughly \$77,000, equating to a total annual personnel expenditure of roughly \$100,000.

CURRENT ORGANIZATIONAL REALITIES: IMPLICATIONS FOR RESOURCING FORWARD GREATER CHEYENNE

As demonstrated in the preceding sections, the majority of the capital costs associated with Forward Grater Cheyenne will be supported by taxpayers in some form or another, through City funds, DDA funds, LCCC funds, and the various public revenue sources that support them. The majority of the program, service, and staff costs (with a few exceptions) are to be absorbed by the Greater Cheyenne Chamber of Commerce and Cheyenne LEADS, two entities that, at present, share commonality in their missions to support the economic property of existing businesses and the community at-large. **Potential new annual expenditures on programs, services, and staff at these two entities equates to roughly \$465,000 on the conservative end of estimates.**

At present, the combined budgets of these two organizations exceeds \$3.5 million. The majority of the LEADS budget (total revenue of roughly \$2.7 million) is supported by rental income on properties and state grants. Membership dues contribute roughly \$290,000 to the LEADS budget while local government monies provide another \$150,000 to LEADS annually. Membership dues at the Chamber are roughly \$470,000 while non-dues revenues provide the remaining \$380,000 in revenue (total revenue of roughly \$850,000).

Meanwhile, Cheyenne LEADS has considerable assets in the form of land and buildings that generate considerable revenues while helping position the community to compete for certain industrial projects. In total, these assets are valued at roughly \$24 million on the LEADS balance sheet; fair market value of these assets has been reported by LEADS staff to be closer to \$60 million. These assets have been developed over time, and it will be important that they are used wisely moving forward to continue supporting economic development that aligns with the community's economic vision for the future. Few communities of comparable size have such substantive assets to support its economic development efforts. While there could be a tendency to view them as a source of income to support programs or other operations, it is important to remember that these assets – land and buildings – are a foundational component of the community's value proposition to prospective new employers. Given the relatively limited flexibility of Wyoming communities with respect to financial incentives, the provision of land and buildings at below market rates is an important incentive to maintain. However, as previously suggested, it is also important for the community and its economic development organization to remain mindful that the community's vision as defined by Forward Greater Cheyenne – a long-term vision that requires some realignment in focus economically (heightened focus on professional and corporate services vs. manufacturing and distribution), geographically (heightened focus on downtown urban core vs. outlying industrial parks), and programmatically (heightened focus on business retention and expansion vs. business recruitment).

The following section presents a set of options that can support the long-term funding needs of both organizations while supporting the implementation of Forward Greater Cheyenne Community & Economic Development Strategy.

ORGANIZATIONAL ALIGNMENT

The Cheyenne Area Partnership (CAP)

As previously suggested, Steering Committee members expressed a desire in their June meeting for an implementation structure that would sustain cooperation, increase community engagement, eliminate organizational siloes, promote accountability, and improve strategic alignment among the many institutions and organizations that support the well-being of the community's residents and businesses on a daily basis. Accordingly, Committee members supported the transition of the Steering Committee to an Implementation Committee to help fulfil these objectives. But Committee members also expressed some level of reservation or apprehension about this approach; concerns existed that a purely volunteer-led committee structure may be insufficient to promote the necessary alignment and accountability among organizational partners.

Since the onset of the Forward Greater Cheyenne strategic planning process, various stakeholders – interviewees, focus group participants, survey respondents, and Steering Committee members – have observed that the Cheyenne area's efforts to support community, economic, and workforce improvement have been inhibited by a variety of factors related to organizational cooperation, from a lack of clarity regarding roles and responsibilities to duplication of efforts to poor communication between staff.

While there are of course many success stories with respect to organizational collaboration, stakeholders have suggested that these factors have at times inhibited the area's progress and well-being for years if not decades. And for many, there is a belief that Forward Greater Cheyenne can bring an end to this era. That it represents an opportunity to not only strengthen the community's strategic approach but also its organizational approach. In order to achieve the goals that the community has yet to achieve, the Steering Committee has recognizes that the community may have to do things they have never done before. This includes examining and possibly adjusting the way the community is organized and structured to advance community, economic, and workforce development.

As the community begins implementation of the Forward Greater Cheyenne strategy, it will embark upon a set of initiatives that are, in most instances, predicated on a high degree of collaboration among multiple partners contributing to implementation. With more collaborative and intentional approaches to business retention and expansion (BRE), workforce development, entrepreneurship, downtown development, community engagement, young professional development, and a variety of other initiatives, there is a need for an implementation structure that ensures accountability; so too is there heightened risk associated with continued fragmentation. Committee members have voiced concerns about a continuation of the status quo; that fragmented organizations might stay in their siloes, attempt to "protect their turf," and do little to promote greater accountability to one another throughout implementation. And so, it is clear to Market Street Services that the status quo from an organizational standpoint is not a desirable option. Accordingly, **Market Street has recommended that the Steering Committee evaluate two options associating with the formation of a new Cheyenne Area Partnership (CAP) to promote organizational alignment.**

- 1. The formation of the Cheyenne Area Partnership (CAP), a new 501(c)(6) membership organization merging the Greater Cheyenne Chamber of Commerce and Cheyenne LEADS, and including Visit Cheyenne and the Downtown Development Authority as independent partners.**
- 2. The formation of the Cheyenne Area Partnership (CAP), a new 501(c)(3) umbrella partnership including the four entities referenced above yet maintaining independent governance structures.**

In addition to alleviating the aforementioned concerns, such a partnership (in either form) could help advance a variety of additional benefits to the community and the various stakeholders, investors, and members supporting each organization and the implementation of Forward Greater Cheyenne.

- ✓ **A new Partnership can demonstrate to stakeholders (members and investors) that the community not only has a plan for new strategic initiatives and heightened strategic investment, but also a plan for heightened operational efficiency and effectiveness to ensure that these initiatives and investments generate a strong return on investment and produce desired outcomes.**
- ✓ In the short-term, organizations will need to raise monies to support the implementation of new programs, services, and initiatives outlined in the Forward Greater Cheyenne strategy, and the hiring of recommended staff to support them. The formation of a **new Partnership can eliminate the potential for competing, siloed fundraising efforts related to resourcing the strategy.** Forward Greater Cheyenne can become the Partnership's five-year strategic campaign to advance community, economic, and workforce improvement. These campaigns would complement a new dues structure and other funding streams (i.e. public monies, grants, etc.).
- ✓ A new Partnership could also be predicated on a **single membership model and associated dues structure.** This would eliminate the current reality whereby two 501(c)(6) membership organizations (the Chamber and LEADS) court membership dues from the same set of prospective members in order to fulfil similar missions related to the advancement of economic prosperity and competitiveness in the Cheyenne area. The current mission of the Greater Cheyenne Chamber of Commerce is *"to make the greater Cheyenne area a more prosperous and quality community."* The current mission of Cheyenne LEADS is to *"...propagate a healthy, local economy for the prosperity of current and future generations of Laramie County by focusing on recruiting and retaining primary jobs and attracting new capital investment."*
- ✓ A new Partnership can project this **shared, unified vision, supported by unified messaging, communications, and branding.** This can help convey to stakeholders that the Partnership is interested in advancing a more seamless and coordinated approach to community, economic, and workforce improvement. In this regard, a new Partnership can exemplify the holistic mindset, leadership, and structure that appropriately complements the community's holistic Strategy.
- ✓ A new Partnership can also **improve external perceptions of the community,** and clarify organizational roles and responsibilities for external audiences by establishing a single point-of-contact with one "organizational gateway" to the community's collective efforts related to community, economic, and workforce improvement. Site selectors, corporate decision-makers, prospective developers and investors, and many other external audiences need a clear entry point and single point-of-contact to guide them through their evaluation and investment in the community. While Cheyenne LEADS fills this function today to many of these external audiences, site selection consultants increasingly emphasize the importance of a coordinated approach from community institutions and organizations when advancing an economic development project. **Any possibility of fragmentation within the community can convey a negative image, and is a risk not worth taking.** Companies are interested in investing in communities that appear cohesive, committed, and collaborative in their efforts to support business expansion.
- ✓ A new Partnership can provide opportunities for **operational efficiency and cost savings** by eliminating potentially duplicative expenditures and sharing certain functions.

Option 1: Cheyenne Area Partnership (CAP)

A MERGER OF THE GREATER CHEYENNE CHAMBER OF COMMERCE & CHEYENNE LEADS

Countless communities and regions across the country have advanced mergers of their economic development functions and chambers of commerce in recent years and decades to create a single, streamlined organization responsible for advancing economic opportunity and well-being. They have done so for myriad reasons, but maximizing organizational efficiency *and* organizational effectiveness are often common threads in merger conversations. Just as there is value to be obtained from strategic alignment, so too is there is value to be extracted from operational alignment. Countless communities and economic regions have derived benefits from merging their chamber and economic development functions. Examples include Tulsa (Tulsa Metro Chamber), Jacksonville (JAXUSA Partnership), Orlando (Orlando Economic Development Partnership), Raleigh (Greater Raleigh Chamber), and Spokane (Greater Spokane, Inc.). These are just a few of the hundreds of communities that have advanced such mergers in recent years and decades.

Under this model, the Greater Cheyenne Chamber of Commerce and the Cheyenne LEADS brand identities cease to exist and a new identity is developed: the Cheyenne Area Partnership (CAP). The two organizations are merged, eliminating the existing governance and funding structures supporting them. A single board of directors is elected to govern to the new Partnership, which would remain structured as a 501(c)(6) membership organization. A new tiered dues and investment structure would be established to support the combined operation. In order to support the utmost flexibility with respect to fundraising endeavors for Forward Greater Cheyenne, a complementary 501(c)(3) could be established (*contributions to 501(c)(3) entities are tax deductible as charitable but contributions to 501(c)(6) entities are not tax deductible*).

The new Cheyenne Area Partnership (CAP) would also encompass the Downtown Development Authority and Visit Cheyenne but each would maintain their independent governance structures (board of directors), executive leadership, and operations given the requirements associated with their funding (public monies). The DDA is currently governed by a board appointed by the Mayor and ratified by City Council. Visit Cheyenne is governed by the Tourism Promotion Joint Powers Board.

The new Partnership would be guided by a Chief Executive Officer; Market Street recommends that a search committee be formed and existing executive leadership from the community be included in the candidate pool if they desire. However, it is Market Street's opinion that an objective, national search must be conducted to instill confidence in the hiring process and the eventual leadership selected by a committee of Partnership investors and stakeholders. A professional search firm should aid this endeavor.

This potential process of advancing a merger and developing a new Partnership would necessarily take many months; while some communities have advanced similar mergers in just a few months, it can take more than a year for the respective boards to take necessary action, and for stakeholders to develop a new operating plan. During a period of transition such as this, it is important that existing operations be maintained for a specified period. Any substantive delay in the transition from strategic planning to implementation can result in lost momentum and derail an otherwise successful implementation phase. All staff positions should be secured and maintained through any transition. While there is always potential for certain functions and associated positions to be eliminated during a merger, it is by no means a requirement. Furthermore, it is important to remember that effective implementation of the Forward Greater Cheyenne strategy will require additional capacity, not less.

Option 2: Cheyenne Area Partnership (CAP)

AN UMBRELLA PARTNERSHIP COVERING THE CHAMBER, LEADS, DDA, & VISIT CHEYENNE

While many communities have advanced mergers of their economic development functions and chamber of commerce to promote operational efficiency and effectiveness, many other communities have elected to maintain separate operations but establish a new umbrella partnership to enable a singular leadership voice, provide common branding and messaging across organizations, and to support strategic alignment in fundraising and resourcing operations through shared services.

Under this model, a new Cheyenne Area Partnership (CAP) would be formed as a 501(c)(3) organization to serve as an umbrella partnership supporting the operations of four existing organizations that would continue to exist independently as currently structured: the Greater Cheyenne Chamber of Commerce, Cheyenne LEADS, the Downtown Development Authority, and Visit Cheyenne. This new Partnership would appoint a relatively small Board of Directors comprised of appointees from each of the four partners' independent board of directors. In this regard, the Partnership is governed by a "board of boards" or a "chairs council." A Chief Executive would be hired or appointed to lead the Partnership. In many communities, an individual will fill dual roles as chief executive of the Partnership as well as a chief executive of one the partner organizations. However, Market Street recommends that a search committee be formed and existing executive leadership from the community be included in the candidate pool if they desire. It is Market Street's opinion that an objective, national search must be conducted to instill confidence in the hiring process and the eventual leadership selected by a committee of Partnership investors and stakeholders. A professional search firm should aid this endeavor.

Under this model, there is likely less potential for operational efficiency to be gained, less potential for operational alignment in strategic execution, and heightened potential for competitive dues structures as compared to a model where the Chamber and LEADS are fully merged. Nonetheless, there are still benefits that can be obtained in terms of efficiency and effectiveness. Many similar Partnerships (the Greater Topeka Partnership, the Greater Des Moines Partnership, the Southwest Louisiana Economic Development Alliance, Elevate Rapid City, the Greensboro Partnership, etc.) have derived benefits from this approach.

Alternatives: Hybrid Models and the Status Quo

In reviewing the two aforementioned, recommended options, the Steering Committee acknowledged that options for organizational realignment may be viable and merit consideration or evaluation. Similarly, it was suggested by Steering Committee members that the status quo is also an option that should be evaluated. Accordingly, the Steering Committee has suggested that four options merit further evaluation or analysis:

1. **Status Quo:** Leaving things as they currently are
2. **Partnership/Umbrella Organization:** Existing groups remain as partners under a new group ("Option 1" in Market Street's recommendation)
3. **Mergers:** The merger of all community business and economic development groups into one organization as appropriate and legally permissible ("Option 2" in Market Street's recommendation)
4. **Hybrid Model:** A combination of two or three of the above

Process: Organizational Analysis

It is Market Street's opinion that if such a conversation is not advanced at this time it is unlikely that the community will have another opportunity with comparable justification and urgency (i.e. resourcing a Strategy predicated on collaboration and shared vision) in the years and potentially decades to come. A lack of organizational harmony and alignment that some have cited as an impediment to the community's progress may only become more obstructive over time.

The Forward Greater Cheyenne Steering Committee began this conversation at its July 2018 meeting. During this meeting, the Committee reviewed the options presented above as part of a draft Implementation Plan. Following full discussion and input from all Committee members in attendance, the Committee reached consensus that Forward Greater Cheyenne must include an organizational analysis of the four primary stakeholder organizations (Cheyenne LEADS, the Greater Cheyenne Chamber of Commerce, the Downtown Development Authority, and Visit Cheyenne) and, depending upon the outcomes of this analysis, a corresponding recommendation to the boards of directors of these organizations associated with potential organizational realignment necessary to most efficiently and effectively support the community's vision as articulated by Forward Greater Cheyenne, and its long-term economic prosperity.

During its July meeting, the Steering Committee also endorsed the establishment of a smaller Organizational Analysis Subcommittee to advance the aforementioned evaluation. As previously suggested, it was acknowledged by Steering Committee members that other options for organizational realignment merit consideration and evaluation, including the maintenance of the status quo. Accordingly, the Organizational Analysis Subcommittee has been tasked with evaluating the four aforementioned options:

1. **Status Quo:** Leaving things as they currently are
2. **Partnership/Umbrella Organization:** Existing groups remain as partners under a new group ("Option 1" in Market Street's recommendation)
3. **Mergers:** The merger of all community business and economic development groups into one organization as appropriate and legally permissible ("Option 2" in Market Street's recommendation)
4. **Hybrid Model:** A combination of two or three of the above

To support this evaluation, a small group of Steering Committee members led by Forward Greater Cheyenne co-chairs assembled the Organizational Analysis Subcommittee in July and August, and developed a Request for Information (RFI) that was distributed to each of the four organizations. It was communicated in this RFI that the Organizational Analysis Subcommittee has been formed to:

"...assess the strengths and potential shortcomings of how the community is currently configured to support community, economic, and business development objectives, proposing any changes to organizational structure that could more effectively and/or efficiently position the community to achieve the vision and recommendations identified within the Forward Greater Cheyenne strategy."

Information covering strategic and organizational direction (missions, strategic plans, action plans, etc.), program of work, governance and staff structure, finances, and other items (organizational achievements, organizational accountability measures, etc.) was requested. This information is to be submitted to the Organizational Analysis Subcommittee for review in early September.

Following receipt of all information, the Subcommittee will review and discuss the information received, evaluating the strengths, weaknesses, opportunities, and threats associated with manner in which the community is currently organized to support community, economic, and workforce development, and advance the vision defined by Forward Greater Cheyenne. In this regard, the Subcommittee will evaluate the *collective* strengths and weaknesses of the community's structure as opposed to an evaluation of the *individual* strengths and weaknesses of specific organizations. The Subcommittee will also endeavor to solicit input from community, business, and organizational leadership in similar communities that have embarked upon organizational realignment in recent years to gather feedback on their experiences. The Align team, led by Forward Greater Cheyenne Steering Committee member Kathy Cathcart, will aid the Subcommittee with their evaluation and help facilitation discussion.

The information submitted and the options for organizational realignment presented will be evaluated by the Subcommittee in a series of meetings beginning in September. Once a consensus conclusion has been reached, the Subcommittee will develop a brief report on its findings to deliver to the Forward Greater Cheyenne Implementation Committee. Following the Implementation Committee's review and potential endorsement of the Subcommittee's recommendation, the report and recommendation will be delivered to the respective boards of the organizations referenced herein. It is the intention of the Subcommittee to complete its evaluation and deliver its report to the Implementation Committee by the early November, with a goal of advancing any potential recommendation for organizational realignment to the respective boards of directors shortly after the Thanksgiving holiday. Potential exists to advance the process aggressively such that any required board discussions (and potentially, decision-making and resulting action) could be undertaken by the end of the calendar year.

PERFORMANCE MEASUREMENT

Evaluating Implementation and Communicating Progress

Performance measurement is critical to any economic development initiative, particularly one with numerous partners and potential investors. Metrics can help determine if implementation is having the desired impact and producing the desired return on investment. They help communicate key community outcomes that Forward Greater Cheyenne intends to influence. And when combined with measurement and reporting of implementation activities, the Implementation Committee can ensure that the community remains informed and engaged regarding implementation progress and impact. The collective establishment, tracking, and reporting of performance metrics can also help keep implementation partners accountable to one another and the community at large.

COMMUNICATING PROGRESS AND ASSESSING IMPLEMENTATION

One of the primary roles of the Implementation Committee is to inform and educate the public regarding implementation progress. Similarly, it should regularly assess its progress and the community's collective progress in implementing the initiatives outlined in the Forward Greater Cheyenne Community & Economic Development Strategy and the degree to which they are influencing desired outcomes in the community.

Accordingly, the Implementation Committee should **develop an Annual Report that covers various measures of activities implemented in the previous year, along with an update to a limited set of key community outcomes** outlined herein. **Activity measures** are simply measurements of specific activities undertaken during an implementation effort (i.e. the number of students volunteering on public art projects along the Cheyenne Greenway, or the number of businesses visited annually as part of business retention and expansion outreach). **Community outcomes** are indicators of community performance and well-being that relate to critical issues identified in the research phase (the Community Assessment and the Economic & Workforce Profile). The Annual Reports can help tell a comprehensive and ever-changing story about Forward Greater Cheyenne and the community's efforts related to implementation.

Similarly, it should consider maintaining **an updated version of the project website devoted to this strategic planning process (www.forwardgreatercheyenne.com) to communicate regular updates regarding implementation and promote heightened engagement and awareness of critical community, economic, and workforce development issues**. The website can serve as an important tool in publicizing certain initiatives, galvanizing support, and spreading awareness about the collective action being taken on behalf of the Cheyenne area's residents and businesses.

Finally, many communities find it valuable to **assess implementation at a midpoint and develop a brief strategic update**. During this period the Implementation Committee will refine and adjust course by intentionally identifying new opportunities that merit investment and specific initiatives or activities that no longer merit continued investment or pursuit.

ESTABLISHING & MEASURING GOALS FOR COMMUNITY OUTCOMES: LIMITATIONS & PITFALLS

The practice of establishing long-term goals associated with community and economic development strategy implementation (i.e. “create 7,000 jobs in the next five years” or “increase per capita income to \$45,000 by 2020”) has become commonplace for a variety of reasons. These kinds of long-term goals are often perceived to be necessary by organizations, fundraisers, and at times, investors, who want to know that the strategy in which they are investing and supporting will have substantive community impact. The limitations of this long-term goal-setting approach often outweigh the potential benefit; simply put, it is difficult to establish a meaningful goal for certain metrics given the uncertainty that surrounds a variety of external factors influencing such metrics. The impact of the Great Recession provides a perfect example. Countless communities and organizations established lofty job creation goals (and similar goals for a variety of other metrics) in the years immediately preceding the Great Recession. Once the global financial crisis took hold, these organizations had little hope of hitting their established goals as business investment and expansion dried up nationwide. A variety of other factors outside the control of an implementation effort – cyclical and structural – influence community outcomes. And so, while the strategy seeks to influence a variety of outcomes (job creation, net migration, educational attainment, etc.), these outcomes are only partially influenced by the community’s implementation effort; a variety of other external factors influence them.

Furthermore, there is often such a substantial lag in the release of publicly-available data. This lag often means that organizations and regions must wait up to two or three years after the conclusion of their implementation phase to measure the degree to which they achieved certain goals or pre-established metrics. So, for example, a community that established measureable goals for 2022 associated with a five-year strategy to be implemented from 2018-2022 could have to wait until 2024 or 2025 to collect the necessary data to fully evaluate the degree to which they reached their pre-established goals. At this point, most organizations and communities are in the midst of another implementation cycle, and have necessarily already completed any associated fundraising for which such performance metrics might help communicate return on investment from past fundraising and implementation efforts.

MEASURES OF ACTIVITY

Given the aforementioned limitations associated with establishing and measuring goals for *community outcomes*, it is important that communities and organizations also focus on *activity measures* when reporting implementation progress to stakeholders and the public at large. These measures reflect key activities and outcomes that are entirely influenced by the implementation effort. Examples of activity measures include the annual number of site visits and surveys completed annually through Business Retention and Expansion (BRE) efforts or the number of volunteers participating in a Shape Cheyenne! Volunteer challenge.

Market Street recommends that the Implementation Committee and its associated subcommittees develop a set of such activity measures to correspond with each initiative and its various components. These metrics should be established as annual action plans are developed by key staff and the Implementation Committee.

COMMUNITY OUTCOMES

While there are limitations associated with the establishment of specific, measurable goals associated with community outcomes, it is nonetheless important to recognize that residents, partners, and potential funders will want to understand the community outcomes that Forward Greater Cheyenne intends to affect. And it will need a process for assessing and communicating the degree to which the community's competitive position is changing. This is perhaps the best way that many communities can measure their performance with respect to community outcomes; rather than establishing goals for community outcomes that are often influenced by macro (national and global) trends, communities can measure their performance relative to a set of competing regions. In doing so, it can help mitigate the influence of such macro trends by intentionally measuring the degree to which its competitive position has changed relative to a set of peer communities.

And so, for the purposes of conveying desired implementation impact and influence, Forward Greater Cheyenne needs an approach to measuring and communicating performance and competitive position in small set of key community outcomes. These outcomes should correspond with key findings from the research phase; outcomes that troubled Committee members when evaluating the community and which informed the eight initiatives contained in the Forward Greater Cheyenne Community & Economic Development Strategy. Potential certainly exists to incorporate additional metrics for tracking and reporting; Steering Committee members have suggested that measures of per capita income and entrepreneurship could also complement the four primary metrics recommended below.

Market Street recommends that the Implementation Committee track and communicate progress towards four key community outcomes that the Strategy intends to impact and influence. These metrics can be tracked annually with performance evaluated relative to certain benchmarks defined below. Baseline data for each of these metrics and the associated benchmarks is included in an Appendix.

Private Sector Job Creation

Maintain a rate of private sector job creation in the community (Laramie County) that exceeds the national average and rivals that of competing communities along the Front Range.

% of Adults w/ a Bachelor's Degree +

Reverse recent trends of stagnant adult educational attainment, increasing the percentage of adults with a bachelor's degree or higher and closing the community's education gap with the average American community.

Annual Net Migration

Maintain consistent levels of positive annual net in-migration from other counties in Wyoming and reverse recent trends of annual net out-migration to nearby counties in Colorado.

Jobs & Population in Downtown Cheyenne

Increase the number of jobs and residents in Downtown Cheyenne at a pace that exceeds the average rates of job and population growth across the entire county.

Appendix: Baseline Data for Performance Metrics

The following baseline information associated with performance metrics can be found in the Community Assessment along with additional information and trends over time for most indicators. It is provided here as a point of reference for the Implementation Committee moving forward as it tracks performance towards the four metrics and associated benchmarks outlined in the Implementation Plan.

PRIVATE SECTOR JOB CREATION

Goal: Maintain a rate of private sector job creation in the community (Laramie County) that exceeds the national average and rivals that of competing communities along the Front Range.

Baseline: Private sector jobs grew from 34,798 in 2012 to 36,469 in 2017 in Laramie County. This equated to a five-year growth rate of 4.8 percent (0.9 percent compound annual growth) as compared to a five-year growth rate of 9.5 percent nationwide during the same time period (1.8 percent compound annual growth).

Source: Economic Modeling Specialists, Intl. (EMSI)

% OF ADULTS W/ A BACHELOR'S DEGREE +

Goal: Reverse recent trends of stagnant adult educational attainment, increasing the percentage of adults with a bachelor's degree or higher and closing the community's education gap with the average American community.

Baseline: The percentage of adults (age 25+) with a bachelor's degree or higher declined from 27.6 percent to 27.3 percent between 2011 and 2016 in Laramie County. Over the same five-year period, the bachelor's degree attainment rate for adults in the average American community (United States average) increased from 28.5 percent to 31.3 percent.

Source: United States Census Bureau, American Community Survey, 1-year estimates

ANNUAL NET MIGRATION

Goal: Maintain consistent levels of positive annual net in-migration from other counties in Wyoming and reverse recent trends of annual net out-migration to nearby counties in Colorado.

Baseline: Between 2006 and 2016, Laramie County experienced a net out-migration of 662 residents to neighboring Larimer and Weld Counties in Colorado (annual average of 66 residents) while experiencing net in-migration of 2,709 residents from all other Wyoming counties (annual average of 271 residents).

Source: Internal Revenue Service, Statistics of Income (SOI), SOI Migration Data

JOBS AND POPULATION IN DOWNTOWN

Goal: Increase the number of jobs and residents in Downtown Cheyenne at a pace that exceeds the average rates of job and population growth across the entire county.

Baseline: Between 2006 and 2016, population grew by 13.0 percent (1.2 percent compound annual growth) while jobs expanded by 7.2 percent (0.7 percent compound annual growth) across Laramie County.

Source: United States Census Bureau, American Community Survey, 1-year estimates; Economic Modeling Specialists, Intl. (EMSI). Population and employment data covering downtown will need to be sourced from local government departments/sources, a business survey, and/or other local sources. Potential exists to also draw some conclusions from Decennial Census data that is available every ten years for census tracts and block groups that more closely approximate the boundaries of downtown Cheyenne (as opposed to larger and more encompassing zip code boundaries).