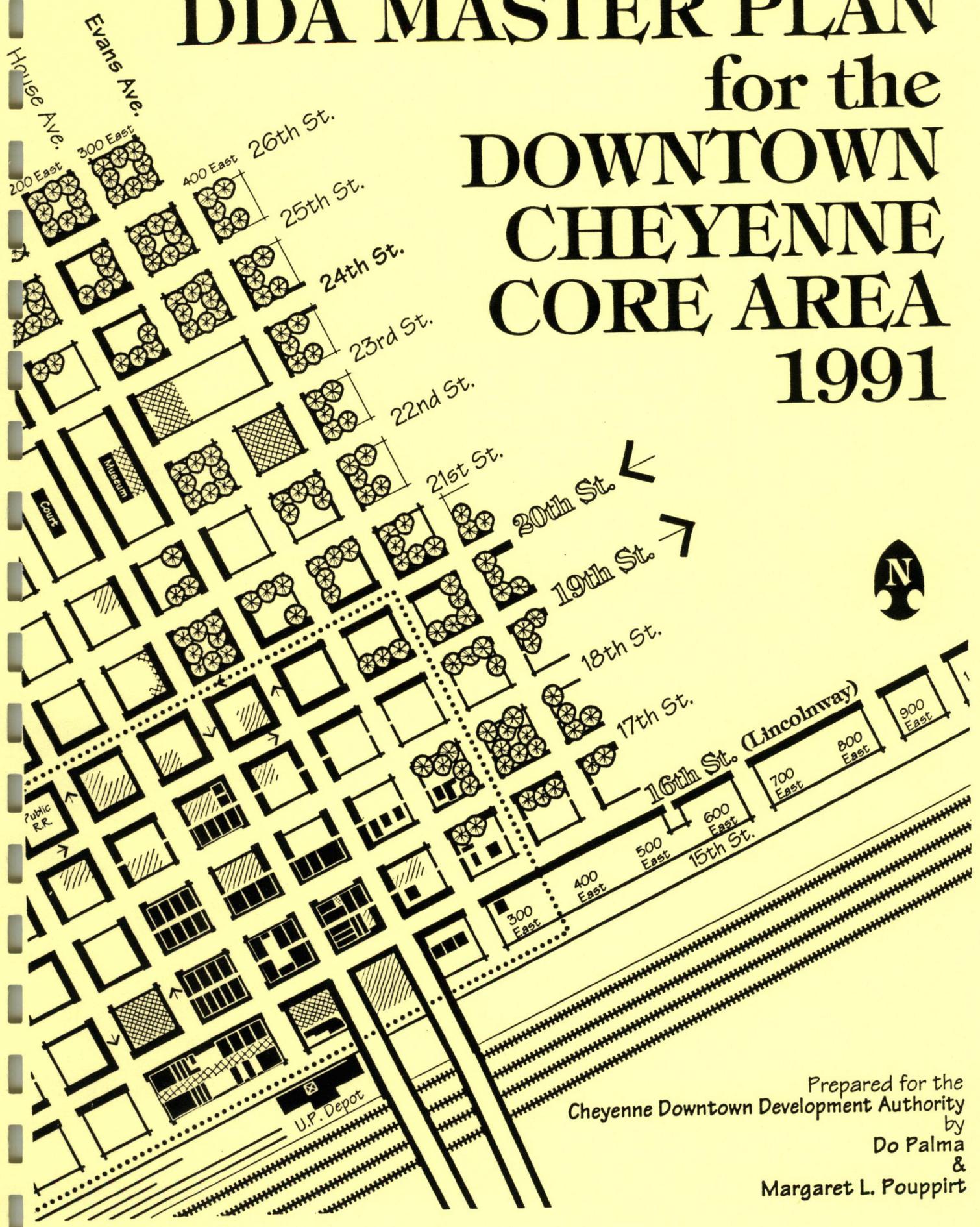


DDA MASTER PLAN for the DOWNTOWN CHEYENNE CORE AREA 1991



Prepared for the
Cheyenne Downtown Development Authority
by
Do Palma
&
Margaret L. Pouppirt

MASTER PLAN
for the
DOWNTOWN CHEYENNE CORE AREA
1991

Prepared for the
Cheyenne Downtown Development Authority
by

Do Palma
and
Margaret L. Pouppirt

Maps and Illustrations
by
Glen E. Garrett, AIA

Cheyenne, Wyoming

AKO
12-5-91

RESOLUTION NO. 3238

ENTITLED: "A RESOLUTION ADOPTING THE DOWNTOWN DEVELOPMENT AUTHORITY'S MASTER PLAN FOR THE DOWNTOWN CHEYENNE CORE AREA, 1991, AS THE PLAN OF DEVELOPMENT FOR THAT SAME AREA."

WHEREAS : The Downtown Development Authority (DDA), with the advice and assistance of the downtown community caused the DDA Master Plan for the Downtown Cheyenne Core Area, 1991, to be prepared; thoroughly reviewed, again with the assistance of the downtown community, and recommends the adoption of this Plan; and

WHEREAS : The Plan was advertised for public review and a hearing 30 days prior to the Cheyenne-Laramie County Regional Planning Commission's Hearing on November 18, 1991; and

WHEREAS : The Planning Commission, after reviewing the Plan and reviewing the discussion and comments made during the November 18th Hearing, does adopt and recommends the adoption of the Plan by the Governing Body of the City of Cheyenne; and

WHEREAS : A copy of the Plan in final draft form, the notices advertising the November 18th Public Hearing, the transcript of the Planning Commission's Hearing and the Planning Commission's written recommendations are attached.

NOW, THEREFORE, BE IT RESOLVED BY THE GOVERNING BODY OF THE CITY OF CHEYENNE, WYOMING, THAT:

Section 1. The Governing Body finds that there is a need to take corrective measures to halt and prevent deterioration of property values and structures as well as halt and prevent the growth of blighted areas within the area addressed by the Plan.

Section 2. The area defined in the Plan is that area contained within the following streets: 20th Street on the north, Evans Avenue on the east, O'Neil Avenue on the west, and the Union Pacific railyard on the south.

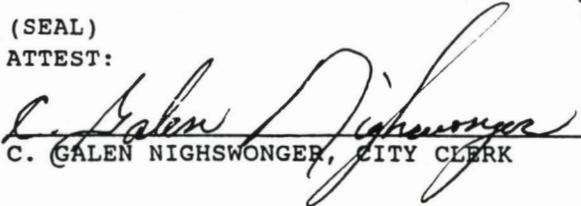
Section 3. The DDA Master Plan for the Downtown Cheyenne Core Area, 1991, is adopted and is the Plan of Development for the area defined in Section 2 and will be used by the City of Cheyenne to help the DDA achieve the goals set out in the Plan.

PRESENTED, READ AND ADOPTED THIS 23rd DAY OF December, 1991.



GARY SCHAEFFER, MAYOR

(SEAL)
ATTEST:



C. GALEN NIGHSWONGER, CITY CLERK

Cheyenne Downtown Development Authority

Helen Sumner, Chairman
Doug Reeves, Vice Chairman
Marilyn Noblitt, Treasurer
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Cheyenne-Laramie County Regional Planning Commission

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Sandy Rounds
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Planning Director

James T. Bonds

DDA Downtown Programs Coordinator

Jan Clark

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INTRODUCTION

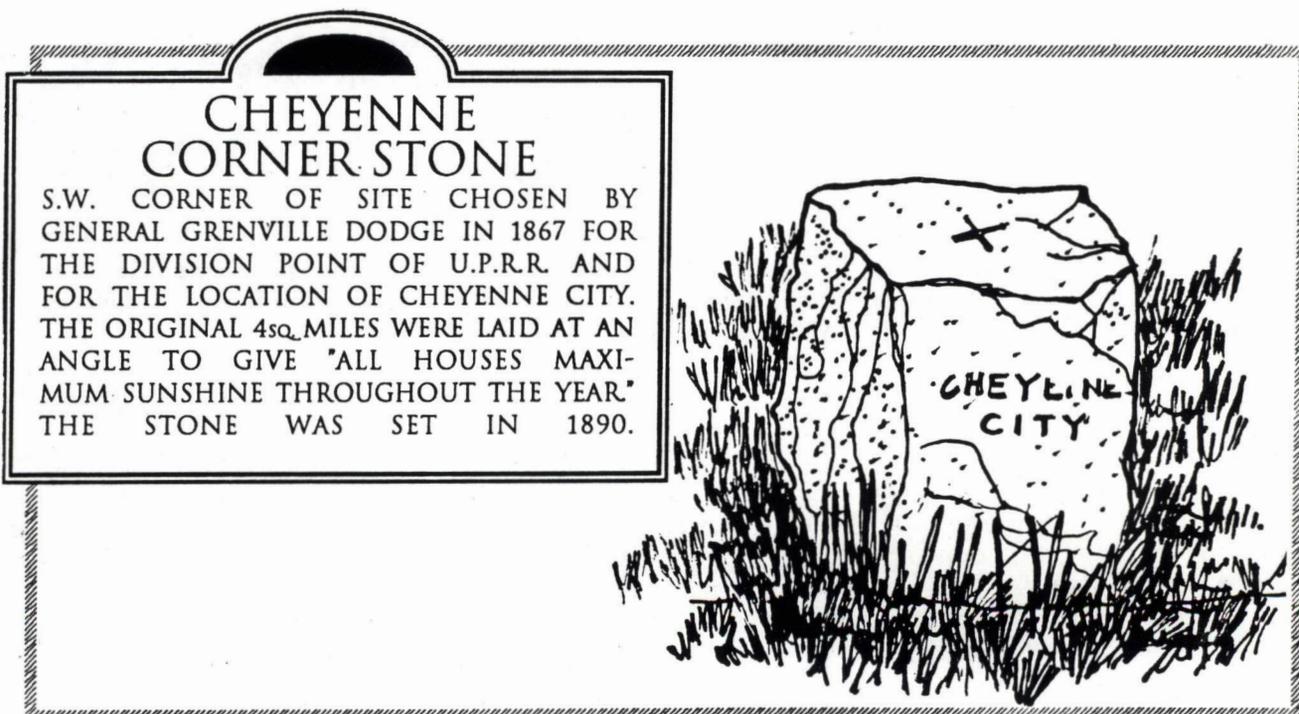
Cheyenne - A Historical Perspective

In June of 1867, there was no sign of any permanent settlement amidst the wind-swayed sage and buffalo grass along Crow Creek. Vast, rapid changes occurred with the building of the transcontinental railroad. By November 13, 1867, a "Magic City" of 3,000 residents greeted workers bringing Union Pacific railroad tracks to the city limits. On the next day the first passenger train from Omaha arrived.

Like other rail boomtowns, Cheyenne developed a "hell on wheels" reputation for several years. But contrary to this widely held image spread via reporters' colorful narrations of the "wild west" town where "no man ever died a natural death," Cheyenne was not totally given over to violence, gambling, prostitution and murder.

The year 1867 also heralded the arrival of the first newspaper, *The Cheyenne Daily Leader*, the U.S. Post Office, and the First National Bank of Denver. Two months later approximately 300 assorted businesses served an estimated population of 5,000. Quickly established were churches, and the first school, followed by elegant hotels and theaters.

Thanks to the thriving cattle business, "Millionaire's Row" was built and the cattle barons made Cheyenne a cosmopolitan city with international interests. The Cheyenne Opera House seated 1,000 (the current Cheyenne Civic Center seats 1,500) and the Capitol Avenue Theater hosted such luminaries as Sarah Bernhardt. Younger folks rode the streets on high bicycles imported from England and Scotland and the famous Cheyenne Club flourished. Cheyenne owes much of its architectural and cultural heritage to this period.



Historical monument located near the new Johnson Junior High School on the north side of the playing field.

Along with the livestock business, transportation and mineral industries have played strong roles in Cheyenne's development, with Cheyenne's fortunes and population varying over the years with the economic turns of these industries. Cheyenne served as a transportation hub not only for the Union Pacific Railroad, but also for the Cheyenne-Deadwood stage during the gold rush, and as a major stop on the New York-San Francisco airmail line. The army military base, Fort Russell, now F.E. Warren Air Force Base, has served as a major stabilizing factor for Cheyenne's economy since the city's founding. (An army supply post, officially named Cheyenne Depot but also called Camp Carlin, was situated halfway between Fort Russell and the town. Camp Carlin was closed before the turn of the century.)

The arrival of the railroad, reporters' continued reports of the wild west and touring wild west shows, and the opening of the Lincoln Highway in 1913 assisted a new Wyoming industry - tourism. Cheyenne Frontier Days, first held in 1897, has always drawn those curious about the "wild west" and those eager to demonstrate their cowboy skills, and over the years has developed the "wild west" genre into a multi-million dollar tourist attraction.

"I am a surgeon in a State Insane Asylum and used to excitement, but Cheyenne takes the cake." The words of Dr. Jeremiah Meyer of Toledo, Ohio, were about the first Frontier Days, but could also be applied to Wyoming's political arena, which became focused in Cheyenne, the state capitol. During the range wars, which culminated in the "Johnson County Invasion," it became obvious that "people in high places" became actively involved in the support of the cattle barons. The Wyoming Legislature in 1871 defeated an effort to repeal women's suffrage established in Wyoming in 1869. And Cheyenne's courts housed the trial that resolved the Teapot Dome Scandal forced by Wyoming Senator John Kendrick.

Throughout Cheyenne's tempestuous history, the city has managed to maintain its "milk-wagon" atmosphere of casual western hospitality. In the early 1900's, Grand Duke Alexis, son of the Czar of Russia, planned a stop in Cheyenne. The local ladies gathered on the train platform to meet him and had spent much time learning to curtsy; they curtsied and the acting mayor arrived in his milk-wagon to take the Duke on a tour of Cheyenne.

Much of what the early pioneers were forced to bear "taming the west" is what visitors and new settlers are now seeking. The economic "booms and busts" are old problems demanding new solutions. Cheyenne has the opportunity to come full circle - to forge an exciting, energetic city based on its western heritage.

DDA History

In 1980, a group of Cheyenne residents interested in Downtown formed the Cheyenne Downtown Association in an effort to maintain the Downtown as a viable commercial area at a time when the downtown vacancy rate approached 40%. This Association succeeded in focusing public policy thinking about Downtown's problems of physical deterioration and potential redevelopment.

Following successful state-level lobbying efforts for enabling legislation, Cheyenne was the first Wyoming community to hold an election to form a Downtown Development Authority (DDA) District. In the 1984 election, which had the largest voter turnout of any

special city-wide election up to that time, the electors voiced their opinion that they wanted a healthy Downtown by passing the ballot issue by a margin of more than two-to-one.

Subsequently, the DDA applied for and was selected as one of the urban demonstration cities in the National Main Street Project. The DDA administered the program which was funded by \$50,000 of city funds and approximately \$50,000 in matching contributions from the National Trust for Historic Preservation for each of the program's three years.

During the Main Street Program's duration, the downtown vacancy rate dropped, Downtown's potential became more positively viewed, and the realization that Downtown must establish its own path to economic vitality was established.

However, during the past three years, the DDA has suffered setbacks in public credibility and cooperative efforts. In the spring of 1990, the DDA board resigned. Mayor Schaeffer, realizing the importance of a vital Downtown for Cheyenne appointed new board members in December 1990.

Downtown Cheyenne Today

Downtown Cheyenne retains various assets, many of them the envy of other cities of similar size. The Downtown's historic buildings are compactly situated, capable of being rehabilitated to make the central city a gem within the region. However, Downtown doesn't have a clear personality and is in need of dedicated attention. Broken curbs, peeling paint, dirty sidewalks, minimal landscaping and a lack of general pedestrian amenities are conspicuous.

Downtown, fortunately, remains the area of the city in which the largest number of people are employed. While currently not a major retail center, professional and government offices are flourishing. Joining several long-standing retail establishments are a handful of specialty retail stores and an increasing number of art galleries.

Downtown does not have to and should not compete with the mall. There are market niches not filled by the mall which can be filled Downtown. **The DDA can concentrate its leadership in these areas, to build an image for Downtown which sets it apart.**

Master Plan for Downtown

An initial action plan drafted for the new DDA board in early 1991 recommended a Downtown master plan. This plan was commissioned by the DDA to develop comprehensive recommendations and guidelines for the development of downtown Cheyenne. Previous plans on file in the Cheyenne-Laramie County Regional Planning Office, many of which have been successfully implemented, were reviewed for relevance to the downtown planning process.

As one of the initial steps in the DDA's downtown redevelopment process, public comment on the draft of this plan was solicited widely. The DDA used these comments to revise the plan before approval and presentation to the Cheyenne City Council for adoption.

The area within which the DDA is enabled to act, based on the 1984 election which established the DDA, is substantially larger than the area encompassed by this plan. This plan deliberately focuses on the downtown core area, where business activity is concentrated and where immediate and consolidated effort is perceived to be most urgent and may achieve tangible results. The DDA defined this focus area to include all the blocks bounded by O'Neil and Evans Avenues on the west and east, 20th Street on the north and the railroad tracks on the south. Boundaries for special improvement districts and tax increment financing districts may be set independently from this plan and from the DDA's district.

Objectives of this plan include:

1. To identify Downtown assets.
2. To define Downtown problems.
3. To recommend action to build on assets and to overcome problems.
4. To eliminate duplication of efforts and to promote cohesive/complementary efforts.
5. To review and utilize appropriate information from previous studies.
6. To provide guidance for uniform development of Cheyenne's Downtown.
7. To foster public support for downtown development.
8. To serve as the reference document for the previously prepared and adopted DDA action plan.

Plan Organization

The Highlights and the body of the plan are divided into the following sections: Image/Physical Development, Land Use/Business Mix, Parking/Traffic, Cultural and Entertainment Opportunities, and DDA Leadership. The Highlights section accents pivotal recommendations drawn from an analysis of Downtown's assets and challenges.

Image/Physical Development - Building on Downtown's central historic structures, working to correct the "run-down" visual appearance and increasing the pedestrian experience of Downtown are emphasized. Major foci include 16th and 15th Street projects, open space, Downtown "gateways," and design guideline enforcement. Downtown promotions are a key ingredient of image development; the DDA must cooperate closely with the downtown merchants' association to clearly define roles with regard to promotions.

Land Use/Business Mix - DDA should initiate active business retention and recruitment, both for retail and professional businesses. Other opportunities include open space plans and suggested educational facilities.

Parking/Traffic - Section three presents recommendations for diagonal parking, analysis of all public and private parking lots, alley development, pedestrian amenities, and the enforcement of design guidelines for new parking lots and structures.

Cultural and Entertainment Opportunities -The plan encourages development of various arts programs and events, recruitment of galleries, and resumption of an annual Trainfest festival, among other activities. Animation activities include encouraging existing

retail and restaurant businesses to expand into outdoor spaces, and placement of retail uses, cafes and kiosks along pedestrian routes. Appropriate promotional roles for the DDA are featured in this section.

DDA Leadership - DDA's role as a leader in establishing a strong identity for Downtown centers around the building of a "visionary" Cheyenne (that is, a Cheyenne which realizes the DDA's vision for the future; see page vi). Assumption of this leadership role implies consistency of vision, growth within a liaison role, adoption of an action plan, effective public relations efforts, obtaining multiple funding sources, active lobbying for appropriate laws/regulations, and support of/participation in appropriate human service programs. Alternatives for funding the many programs recommended in this plan are reviewed in this section.

Supporting Documentation

As this plan was prepared, a variety of supporting documentation was obtained, including the following:

1. Detailed summaries of 28 plans, prepared for various purposes, many of which have been fully or partially implemented, which are relevant to downtown development.
2. The results of an informal, non-statistical survey of Cheyenne residents regarding their attitudes toward and activities in Downtown.
3. The results of a non-statistical survey of downtown owners and tenants and residents of historic districts regarding their attitudes toward historic preservation and pertinent regulations.
4. Various summaries of demographic and retail demand information used for projecting future development and needs.

Copies of the above are available from the Cheyenne-Laramie County Regional Planning Office.

Also available at the Planning Office is a review for infrastructure improvement in the Downtown. This information, critical to downtown planning, was not within the scope of this master plan.

Plan Review and Update

As this plan is used, its flexibility should be maintained. No planning document can foresee all possible variations on a community's future and this document is no exception. The DDA will be called upon to interpret the plan when its provisions are unclear or when two or more of its recommendations appear to be in conflict with each other. In these cases, the DDA must act to maintain the integrity of the plan's vision for Downtown's future by making fair interpretations which respect the principles articulated here.

The Downtown Master Plan should be reviewed annually by the DDA, and appropriate amendments presented to the City Council for adoption. The DDA should assure that any amendments or alterations conform to the vision statement.

DDA MISSION STATEMENT

The mission of the Cheyenne Downtown Development Authority is to provide leadership for the economic and physical improvement of the Downtown.

To this end, the DDA will:

- advocate for downtown welfare, creating and maintaining a positive and constructive image for Downtown among all sectors of the public,
- support the numerous groups and individuals concerned with economic growth and quality of life, coordinating their efforts relative to Downtown and serving as a liaison between the downtown community and governmental entities,
- promote a comprehensive and long-range approach to downtown issues, framing them within regional and national contexts,
- foster diversity, good management, excellence in design, and excitement in the Downtown, and
- seek funding to accomplish this mission.

Economic improvement means the planning or management of development or improvement activities; landscaping or maintenance of public areas; promotion of commercial activity or public events; activities in support of business recruitment or development; improvements in parking systems or parking enforcement; and any other economic improvement activity.

DOWNTOWN VISION STATEMENT

From the beginning, Cheyenne was associated with important people and events: a transportation hub, the seat of government, a professional workplace, a retail and service center benefitting the area's workers, a home to wealthy cattle barons, a community of fine period architecture, and a tourist attraction. Downtown Cheyenne will exemplify this exciting style of life and beauty on the high plains of the wild west.

HIGHLIGHTS:
DDA MASTER PLAN
for the
DOWNTOWN CHEYENNE CORE AREA, 1991

HIGHLIGHTS

I. IMAGE/PHYSICAL DEVELOPMENT

A. CLEAN UP

PILOT BLOCKS

Begin organizational efforts for the downtown clean-up **immediately**. Include a broad variety of clean-up-fix-up endeavors which can be completed promptly.

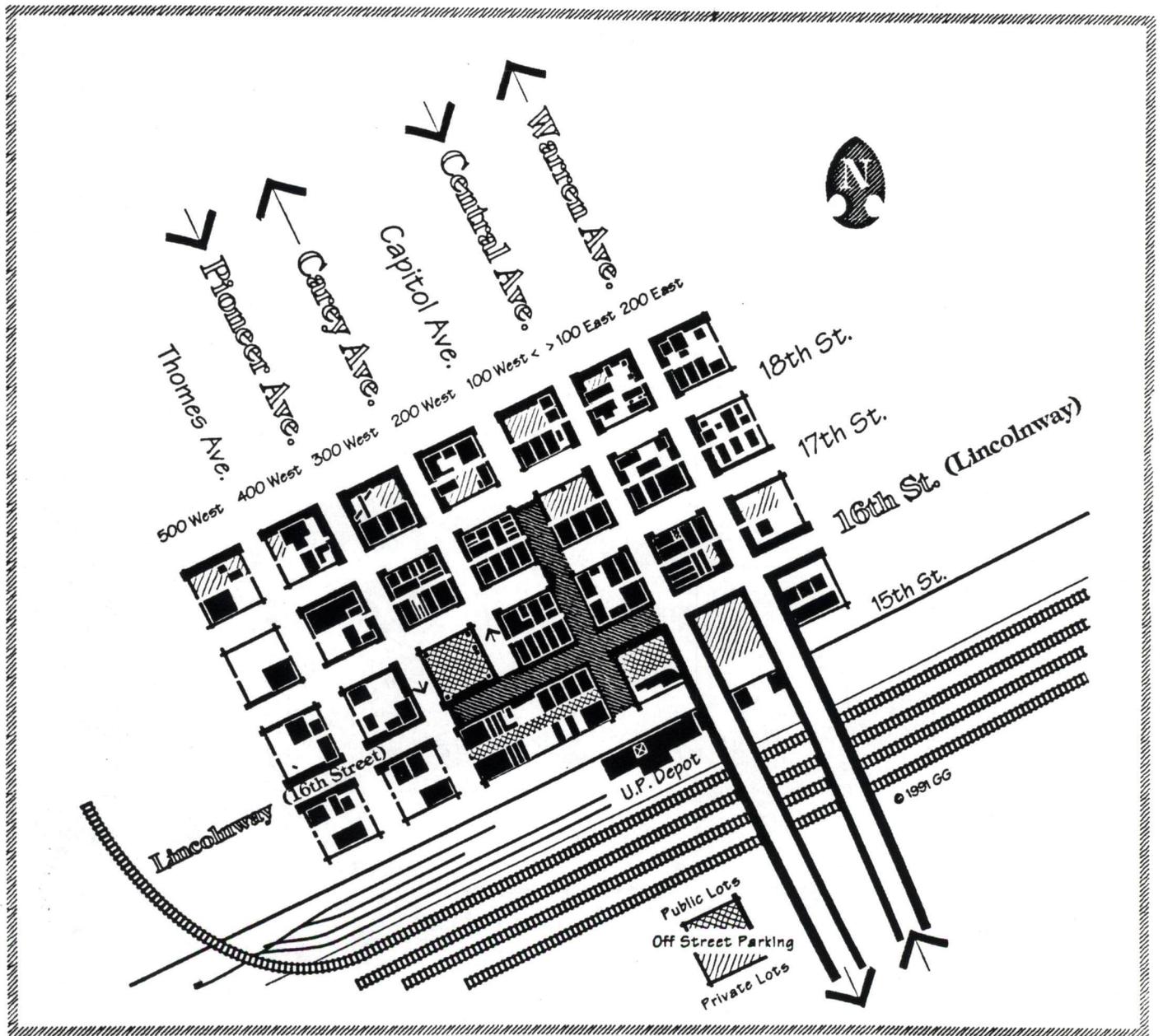


Figure 1: Pilot Blocks for immediate Clean Up Effort

B. STREETSCAPES

FUNDING/ IMPROVEMENT DISTRICT

Initiate immediate efforts to establish a downtown core improvement district to implement a full range of streetscape improvements beginning in the summer of 1992 or as soon as practicable.

- ▶ Capitalize on support for the improvement district from City Council and the Forum 1999 steering committee.
- ▶ Ask the city to commit to improvements on public property Downtown.

Use the process by which streetscape designs are developed to build consensus about Downtown's image and identity. Assure that streetscape design is a visual articulation of DDA goals.

PHASING

Begin streetscape improvements along 16th Street between Pioneer and Central Avenues and on Capitol Avenue from the Depot to the Capitol. Carry out subsequent efforts along designated pedestrian linkages, then throughout the balance of the core area.

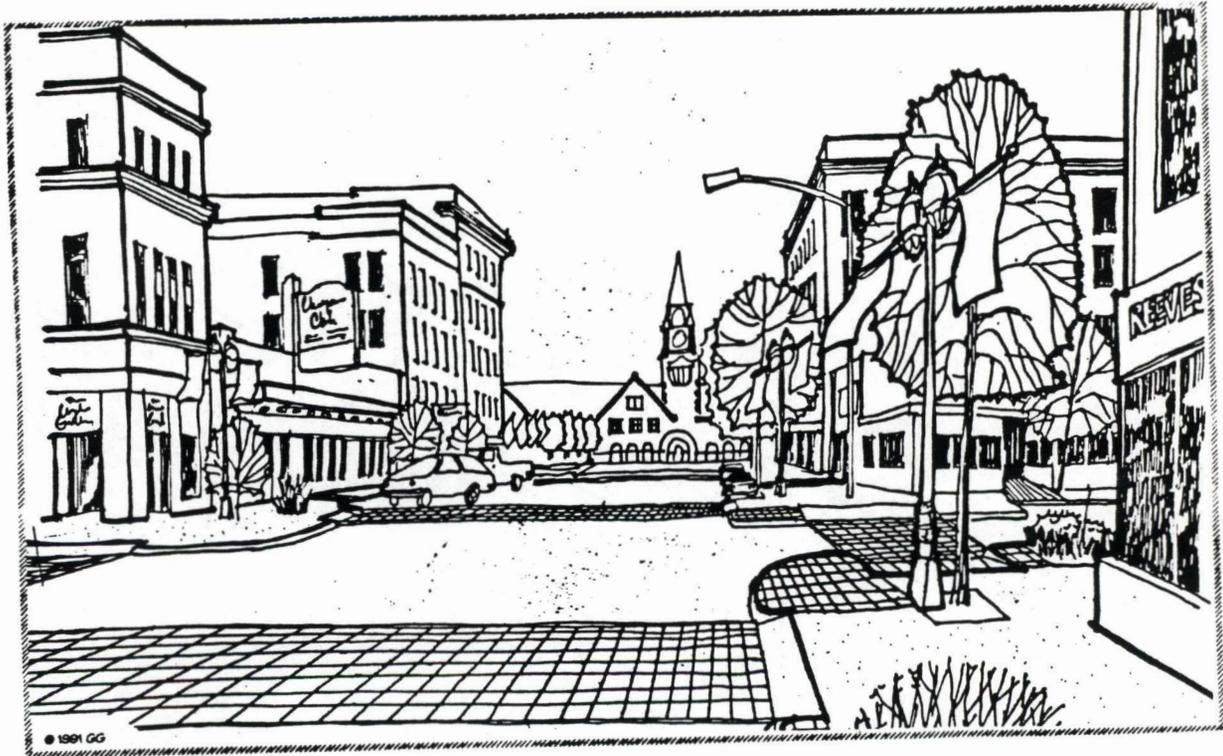


Figure 2: Streetscape Sketch

C. PEDESTRIAN LINKAGES

LOCATION

Manage the following streets as pedestrian linkages:

- ▶ 15th Street, Capitol to Pioneer,
- ▶ 16th Street, Central to Pioneer,
- ▶ 17th Street, House to Pioneer,
- ▶ 18th Street, Warren to Pioneer,
- ▶ Capitol Avenue, Depot to 18th (for retail concentration and streetscape improvements),
- ▶ Capitol Avenue, 18th to Capitol Building (for streetscapes only),
- ▶ Central Avenue, 16th to 18th, and
- ▶ Carey Avenue, 16th to 20th.

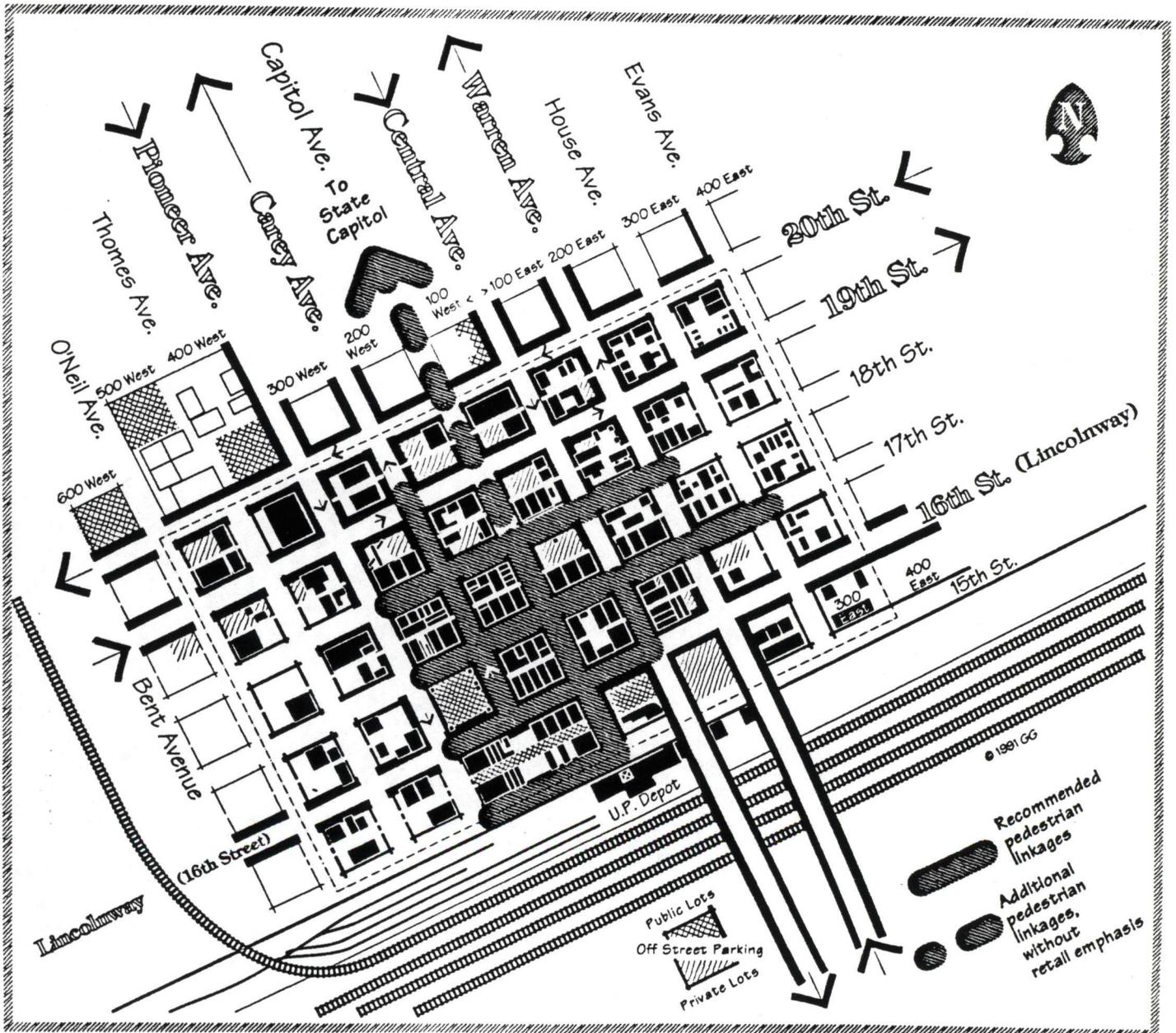


Figure 4: Pedestrian linkages

**RETAIL
CONCENTRATION/
PEDESTRIAN
INTEREST**

Concentrate retail uses and maintain first-level storefronts along pedestrian linkages (with the exception of Capitol Avenue from 18th Street to the Capitol). Guide non-retail development, such as professional offices and banks, away from these linkages.

AMENITIES

Improve pedestrian linkages with pedestrian amenities, including crosswalk paving which is both decorative and appropriate for use by handicapped persons, pedestrian bulges in sidewalks at crosswalk locations, public restrooms, drinking fountains, benches, lighting, landscaping, public art, mailboxes, trash containers and public telephones. Assure provisions are made for handicapped access in accordance with accepted standards. Make streetscape improvements a priority on pedestrian linkages.

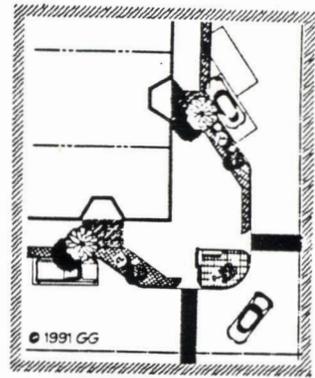
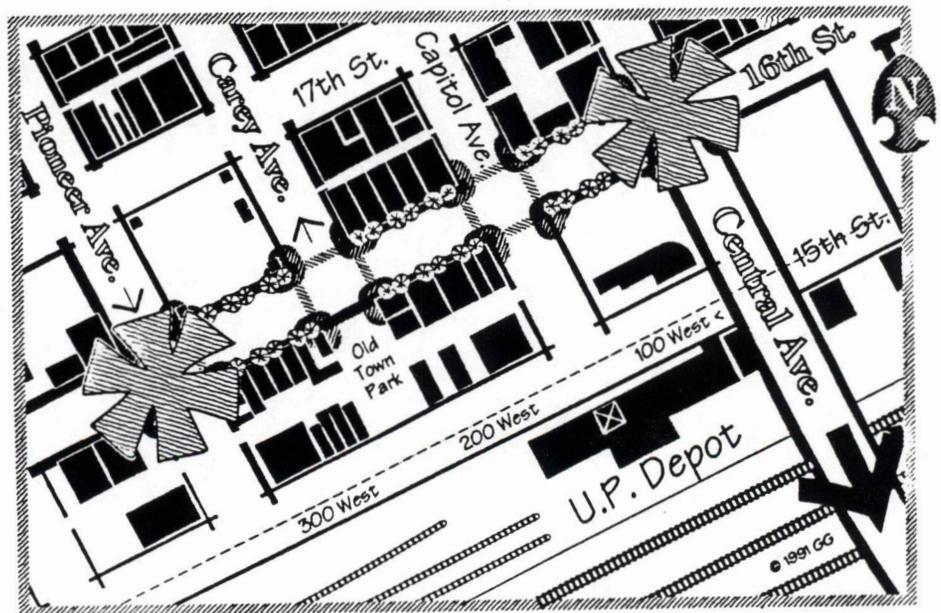


Figure 3: Pedestrian island with accent paving

D. 16TH STREET

GATEWAYS STREET

Emphasize significant and visible improvements to 16th Street, as such improvements are critical to reinforcing Downtown's new image. Include intensive landscaping (regularly spaced street trees as well as smaller and more diverse private efforts such as planters and window boxes), facade rehabilitation, changes in signage to support Downtown's image and to promote Downtown's pedestrian scale, and new approaches to window displays. Critical to gateway development is the resolution of confusion created by current signage/signal congestion.



-  Downtown Gateway Areas
-  Pedestrian Improvements
-  Pedestrian Islands at cross walks

Figure 5: 16th Street Gateways

**STREET
IMPROVEMENTS/
PEDESTRIAN SCALE**

To promote business activity, pedestrian interest and public safety, advocate for no increase in street width, no removal of parking and no reduction in sidewalk width on 16th Street. Maintain speed limits on 16th Street at or below 20 miles per hour and time stop lights accordingly. Road construction standards for the Downtown must consider pedestrian needs and commercial vitality as important as safety and efficiency of traffic movement. The street must be viewed as having both traffic and downtown revitalization functions.

**IMPROVEMENTS TO
THE EAST AND
WEST**

Promote the initiation of streetscape improvements along 16th Street beyond Downtown, both east and west, as the gateway corridor to Cheyenne's central city. Of particular importance in these locations are sign controls and improved landscaping.

Concepts illustrated from plans by Anderson, Mason & Dale 1989 and by D. Palma & P. Poupirt 1991

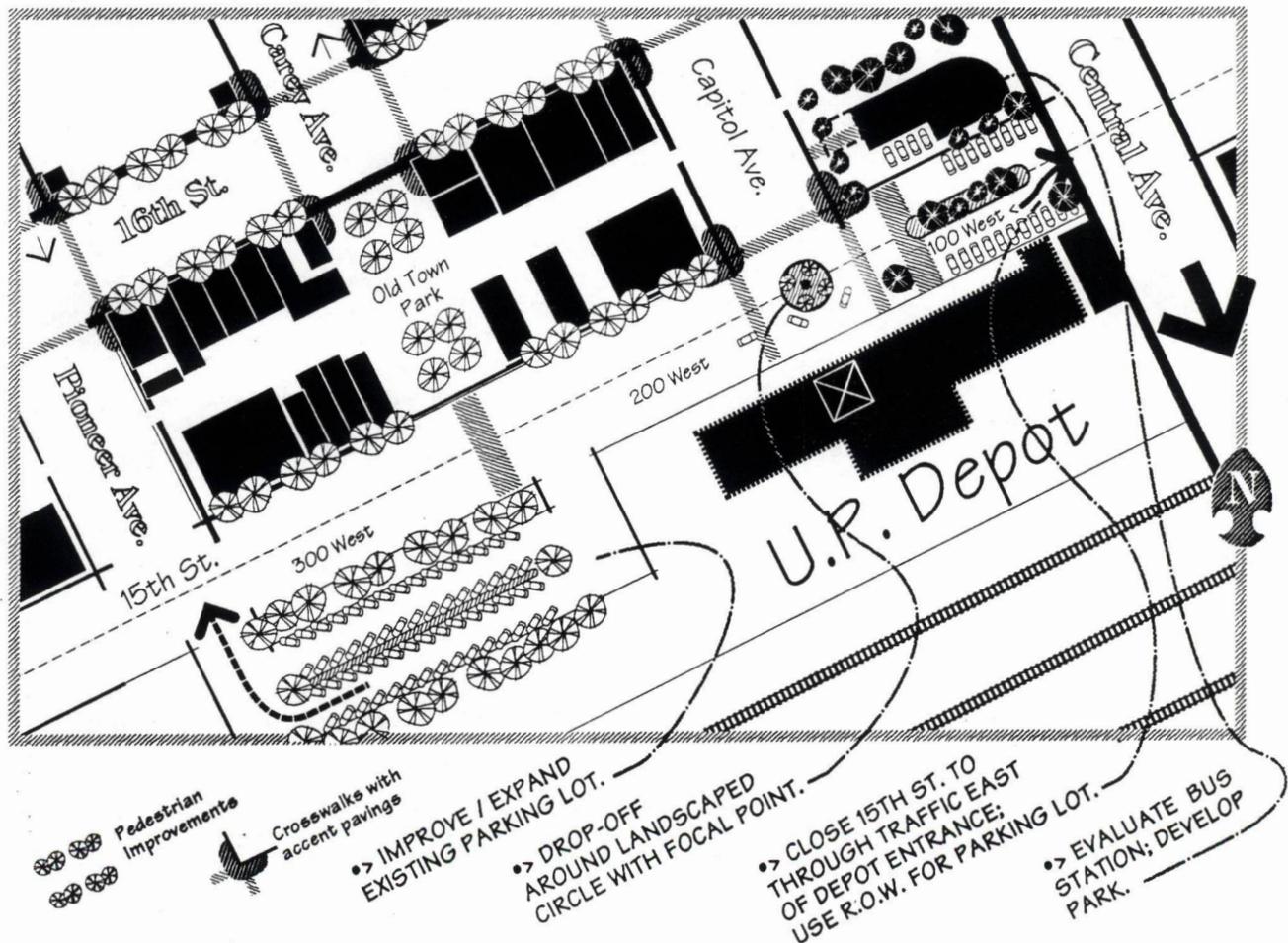


Figure 6: 15th Street/ Depot Project

E. 15TH STREET/DEPOT PROJECT

MUSEUM/ FINANCING

The most critical initial point of focus for the DDA is the redevelopment of the depot. Begin immediately to build broad community support for the development of a transportation museum of national stature in the Union Pacific Depot. Work with the legislative delegation to obtain appropriate support from the State for the depot project.

BUS TERMINAL

Evaluate the Greyhound Bus Terminal in light of its architectural contribution to the Downtown and its potential for use as an annex to a museum located in the depot. Consideration should be given to removing the west cafeteria addition to the building and restoring the original west facade in order to improve visual access to the depot building.

TRAFFIC

Consider closing 15th Street to through traffic east of the main entrance to the depot. Provide a turn-around for buses dropping visitors off at the museum at the front door, around a landscaped circle which may include an installation of public art. Adequate parking for new uses in this area is essential.

OPEN SPACE

Create a downtown park suitable for large gatherings in the vicinity of the depot. Evaluate the potential of future use of the Union Pacific parking lot between the Central/Warren overpasses or the closed 15th Street right-of-way east of the depot entrance for this purpose.

AMENITIES

Consider 15th Street a focal area for new development and a critical segment of the set of downtown pedestrian linkages and improve it accordingly. Design accent paving for smooth access by handicapped persons.

BUILDING REHABILITATION

Energetically recruit developers and tenants with active street-level uses for the buildings on 15th Street. Building rehabilitation may be necessary in order to attract tenants; encourage the City to assume some of this economic development risk.

F. GATEWAYS

LOCATION

Use gateway features at pivotal locations to clearly define Downtown and to build interest. Locate the gateways near 16th Street and Pioneer Avenue (west gateway) and near 16th Street and Central Avenue (east gateway). Consider a future gateway located at the southern entrance to Downtown (16th Street and Warren Avenue). Should traffic patterns be changed Downtown, gateway locations should be appropriately modified.

FEATURES

Incorporate the downtown logo within gateway features to identify entrances to Downtown. Gateway features may include small columns, sculptures or objects constructed of materials and in a style complementary to Downtown's historic architecture. Pedestrian bulges at crosswalk locations and intensive landscaping at gateways will communicate a more intimate scale and a sense of narrower streets, making the Downtown more attractive to pedestrians.

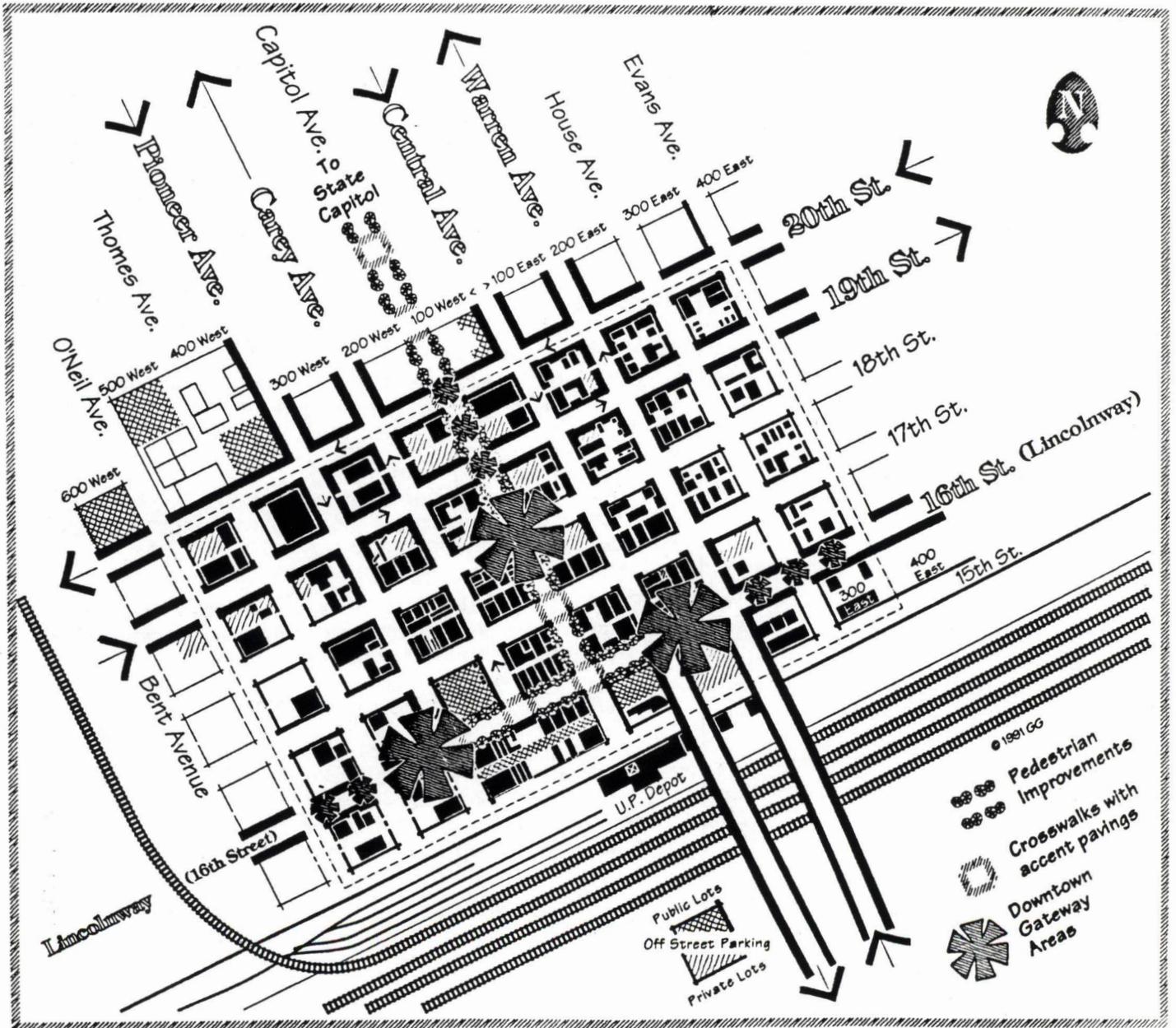


Figure 7: Gateways and Pedestrian Improvements

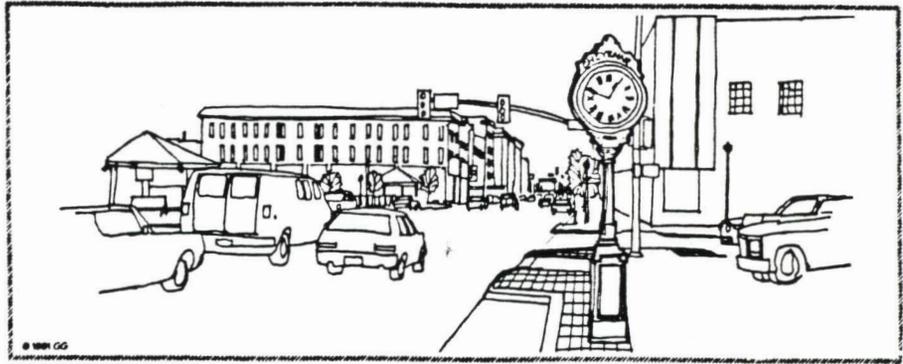


Figure 8: Illustration of gateway concept: columns for downtown Cheyenne should reflect historic architecture of core area.

G. DESIGN GUIDELINES

STRENGTHEN AND ENFORCE DESIGN GUIDELINES

In cooperation with downtown developers and investors, strengthen, clarify and enforce design guidelines in order to make them effective. The quality of the downtown environment is a broad, public concern; protection of this quality in the interest of community well-being and future generations is appropriate. Use guidelines to address specific areas of concern, including:

- ▶ facades;
- ▶ signs, sign posts and awnings;
- ▶ landscaping, street furniture and other public improvements;
- ▶ new construction, including design, maintenance of facade lines and surface materials; and
- ▶ demolition.

Should DDA fund downtown projects in the future, recipient enterprises should be subject to design review to assure that downtown design objectives are met.

COMMUNITY SUPPORT

Work with City Council, Forum 1999 and the Historic Preservation Board to marshal public support for enforcement of design guidelines. Downtown. Such enforcement is consistent with Forum 1999's recommendations, City Council's long-range goals and the results of the Historic Preservation Board's recent survey. Develop specific criteria and procedures for review of construction and demolition proposals.

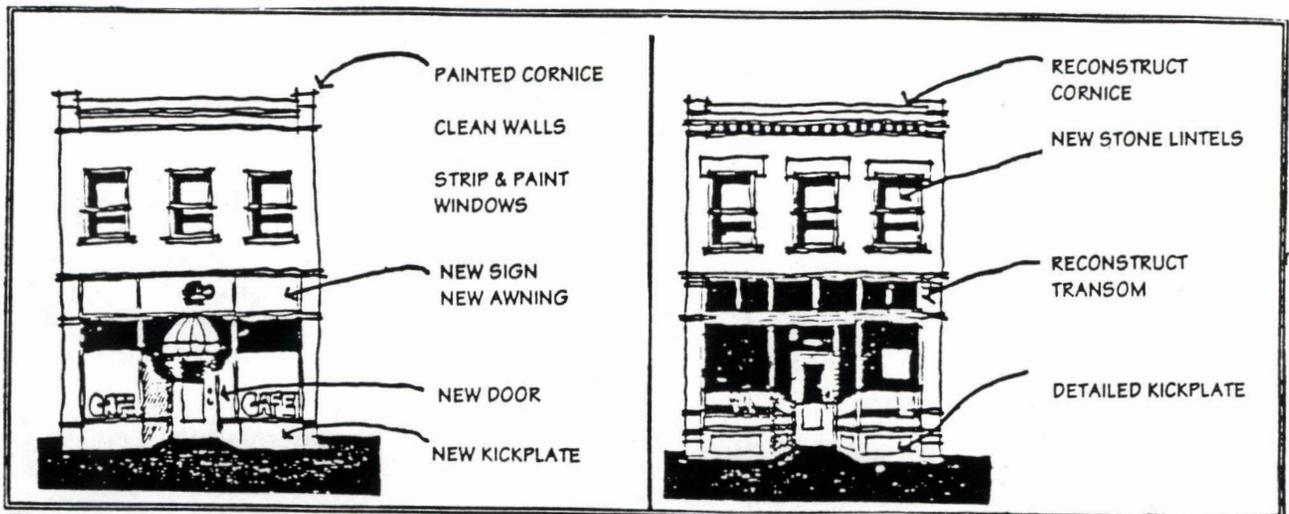


Figure 9: Changes to facades should reflect each building's integrity

H. R/UDAT

COOPERATION WITH FORUM 1999

Consider the merits of initiating a cooperative effort with the Forum 1999 steering committee to persuade the City to invite a Rural/Urban Design Assistance Team (R/UDAT) from the American Institute of Architects to Cheyenne in order to address specifically defined downtown needs.

II. LAND USE/BUSINESS MIX

A. BUSINESS RETENTION/RECRUITMENT

PROGRAM

Initiate an immediate, ongoing, active business retention and recruitment program with a focus on businesses which will meet downtown needs or which are particularly suited to the downtown environment and image. An important priority is the attraction of business activity to 15th Street and the perimeter of Old Town Mall, to support and capitalize on the redevelopment of the depot.

RESIDENTIAL USES

Promote residential uses in and near Downtown and encourage the development of high-quality residential units on the upper floors of downtown buildings.

PEDESTRIAN LINKAGES

Direct retail and other pedestrian-oriented businesses to pedestrian linkage routes. Encourage businesses which will not increase the animation at street level to locate on other downtown routes. If DDA is active in the recruiting of new businesses, steering them to locations consistent with the master plan will be less difficult than if locating Downtown is left to the businesses alone.

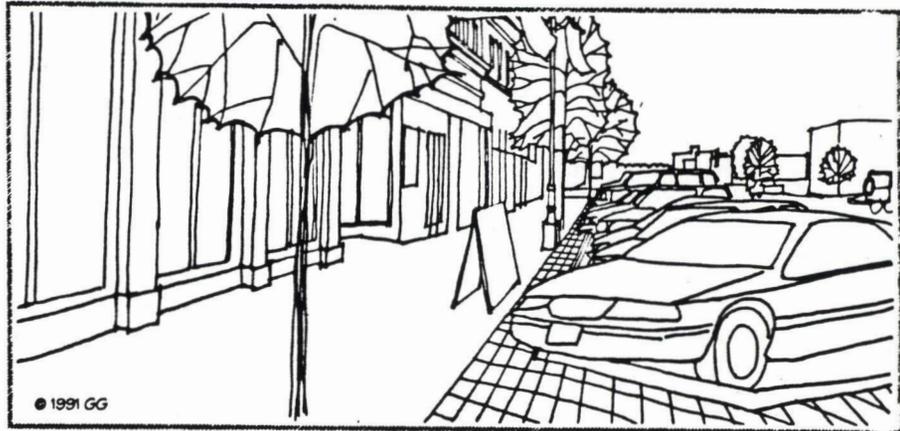


Figure 10: Concentrate retail uses along pedestrian linkages.

SYNERGISM

Development of active business retention and recruitment programs, open spaces and pedestrian linkages, and cultural and entertainment events will result in increased Downtown utilization as different users provide self-reinforcing demands for goods and services. This synergism makes mixed-use development an appealing alternative for Downtown.

B. OPEN SPACE

LOCATIONS

Locate a major landscaped open space area, suitable for large gatherings, near the front of the depot. Establish a small open space area in the north/central part of Downtown. Design these spaces as high quality parks, restful places which provide a respite from Downtown's busy-ness and paved surfaces. Include public art, eating and meeting places, areas of both shade and sun, restrooms (including facilities accessible to handicapped persons), public telephones, small play areas (such as climbing rocks or wading pools), and extensive landscaping. Encourage public and private developers to provide small "vest-pocket" parks in association with new construction and redevelopment projects.

OLD TOWN

Clean up and improve the Old Town Mall to the standards anticipated for new parks. Couple this effort with encouragement to perimeter businesses to create pedestrian interest and to promote outdoor activity.

C. HIGHER EDUCATION FACILITY

LOCATE EDUCATIONAL OPPORTUNITIES DOWNTOWN

Develop education facilities (such as annexes for Laramie County Community College, the University of Wyoming, Regis University, Chapman College, the University of Southern Illinois and Leslie College, all of which currently provide higher educational opportunities in Cheyenne) in a downtown educational center. Also recruit other privately sponsored educational programs/seminars for Downtown.

D. HOTEL/CONVENTION CENTER

LONG-TERM PLANNING

Conduct a preliminary investigation into the potential for a high-quality, substantial hotel/convention center, as a rehabilitation of existing downtown lodging or as a new development. Since feasibility studies for such a facility have been completed in the past, another feasibility study should not be done unless preliminary research suggests that the cost of the study is justified.

CONCESSIONS

If research suggests that a hotel/convention center would flourish in the downtown area, the City may have to assist the developer (in ways such as using eminent domain to amass land) in order to make such a facility a reality. If a hotel/convention center is to be recruited, include negotiations regarding such concessions and a clear understanding of what concessions are acceptable before contacts are made.

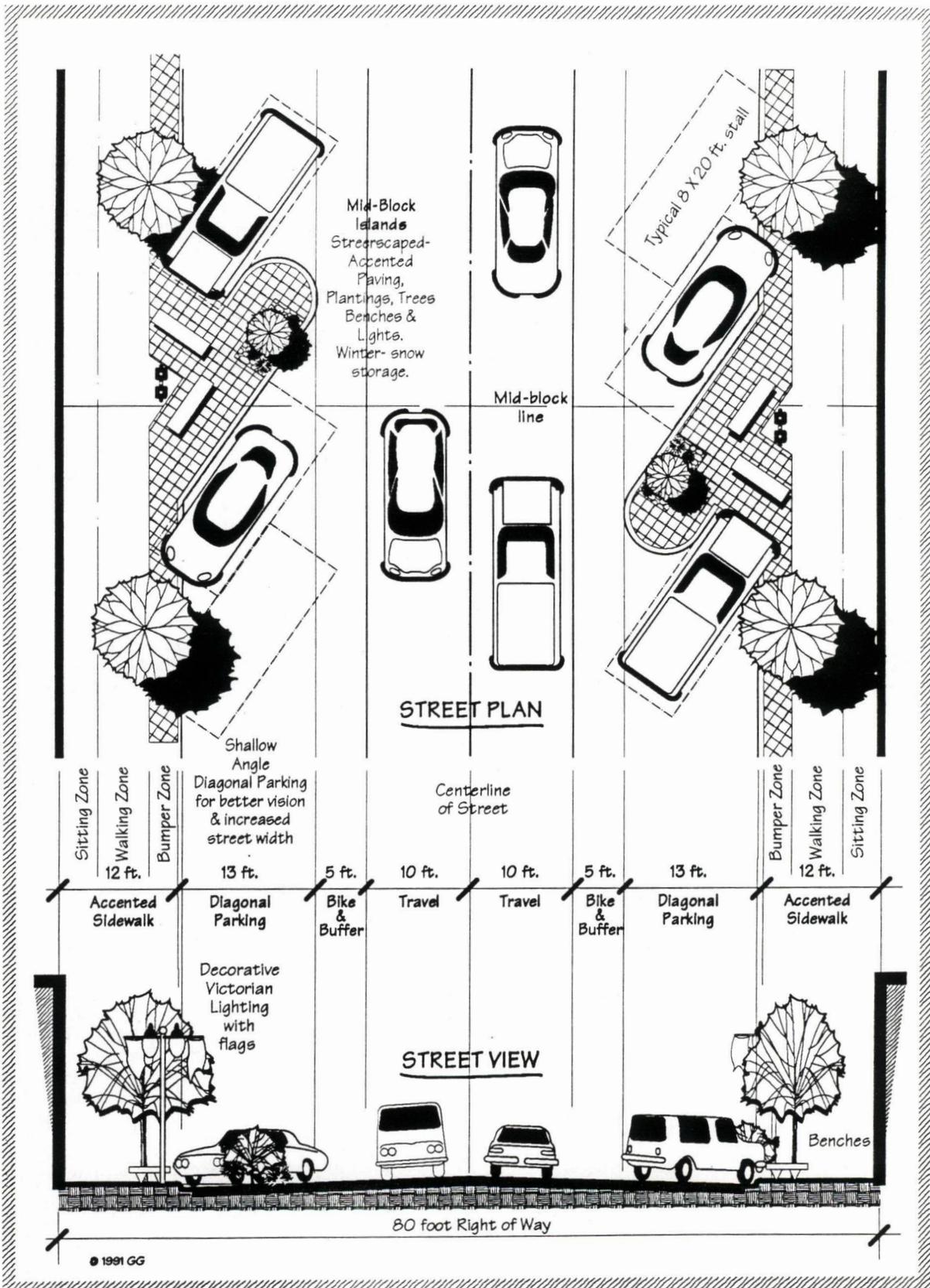


Figure 12: Diagonal Parking to include landscaping and other pedestrian amenities

III. PARKING/TRAFFIC

A. PARKING

LOCATION

Enhance diagonal parking on 17th and 18th Streets. Include adequate provisions (and signage) for handicapped parking. Consider additional diagonal parking within the downtown core area.

PEDESTRIAN AMENITIES

Install high-quality pedestrian amenities, including landscaping throughout and pedestrian islands at crosswalks. The same amenities should be added to existing diagonal parking areas in the Downtown.

B. PARKING LOTS

ANALYZE EXISTING LOTS

Organize private and public parking lot owners and managers to inventory existing lots to identify:

- ▶ number of spaces;
- ▶ ways to increase capacity;
- ▶ existing amenities;
- ▶ locations, supply and signage for handicapped spaces; and
- ▶ specific recommendations to bring the lots into compliance with downtown design guidelines (including buffering, landscaping and lighting).

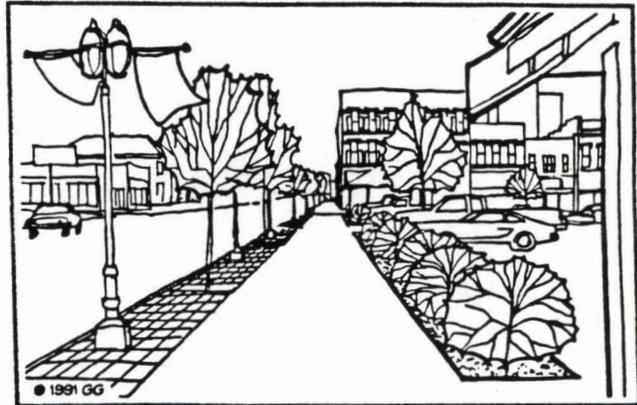


Figure 13: Parking lots should be adequately screened from pedestrians.

NEW PARKING LOTS

Consider at-grade parking the last choice for adding to Downtown's parking capacity; above or below grade parking is preferable to lots without buildings which disrupt the patterns of downtown development. Assure that all new parking lots meet or exceed the spirit and the letter of the downtown design guidelines. This must include publicly developed parking facilities such as the addition to the Cox Lot and any future addition to the City Center Lot.

ADDITION TO THE CITY CENTER LOT

Take the lead in planning and funding the construction of additional level(s), above or below grade, on the City Center Parking Lot. A vital component of downtown development will be the availability of adequate parking for employees and clients to attract new business.

**PARKING
STRUCTURE
DESIGN**

Assure that the City Center Lot parking structure, and any other new parking structures, in the heart of Downtown include provisions for retail or other active use of the street level frontages and are designed to be architecturally compatible in scale and style with Downtown's historic buildings. Parking structures must include adequate provisions for use by handicapped persons.

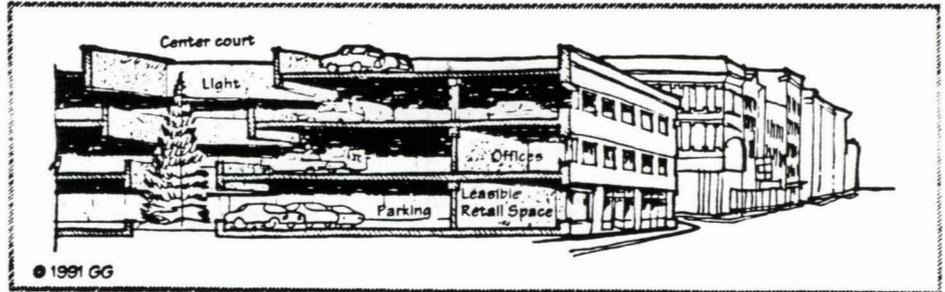


Figure 14: Parking structures should be designed to include active uses at street level frontages.

C. PEDESTRIAN CONCERNS

**PEDESTRIAN
ORIENTATION**

In order to make Downtown more pedestrian friendly, reduce downtown speed limits (and time lights accordingly). Require that vehicles stop for pedestrians (either throughout Downtown or at all crosswalks). Construct landscaped pedestrian islands at all corner crosswalks and install accent paving on all sidewalks and crosswalks within the core area, beginning with the pedestrian linkages. Assure that accent paving is designed for smooth use by handicapped persons (including wheelchairs, canes, electric scooters and crutches).

ALLEYS

Some alleys can be designed to be effective pedestrian spaces, communicating the downtown image. Clean up all downtown alleys; give consideration to burying some or all downtown power lines.

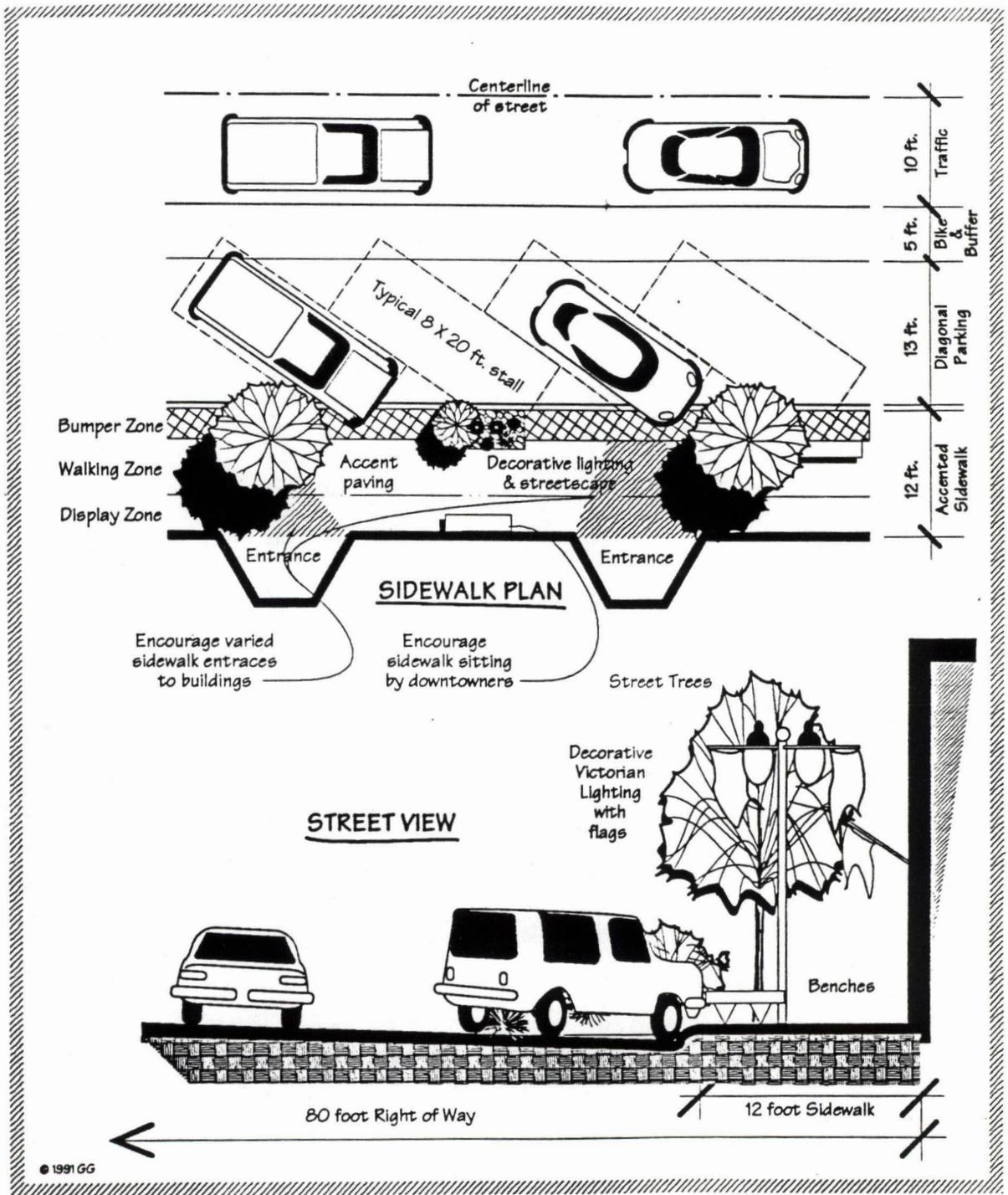


Figure 15: Pedestrian amenities are critical to downtown's quality of life.

**IV. CULTURAL AND ENTERTAINMENT OPPORTUNITIES,
SPECIAL EVENTS, ANIMATION**

A. ARTS PROGRAMS

**PROMOTE PUBLIC
ART**

Encourage the installation of public art in the Downtown. Support the Chamber of Commerce in seeking a city-wide percent-for-art policy or ordinance.

EXHIBITS

Institute an art-in-corporate-offices program to enhance Downtown's arts image as well as that of the businesses involved and the careers of the exhibited artists. Consider expanding the exhibits program to retail and other downtown businesses.

**GALLERIES AND
STUDIOS**

Encourage Downtown's galleries to promote themselves in a way that makes their variety of merchandise clear to interested customers. Strengthen existing galleries and studios and recruit more galleries and studios for Downtown to aid in developing an arts image for the core area.

FESTIVAL

As Downtown's image as an art center grows, establish an art festival as an annual event. Consult with the Lincoln Theatre, the Wyoming Arts Council, the Cheyenne Visual Arts Association and the Cheyenne Artists' Guild to plan a festival which meets the needs of Downtown as well as the state's arts community.

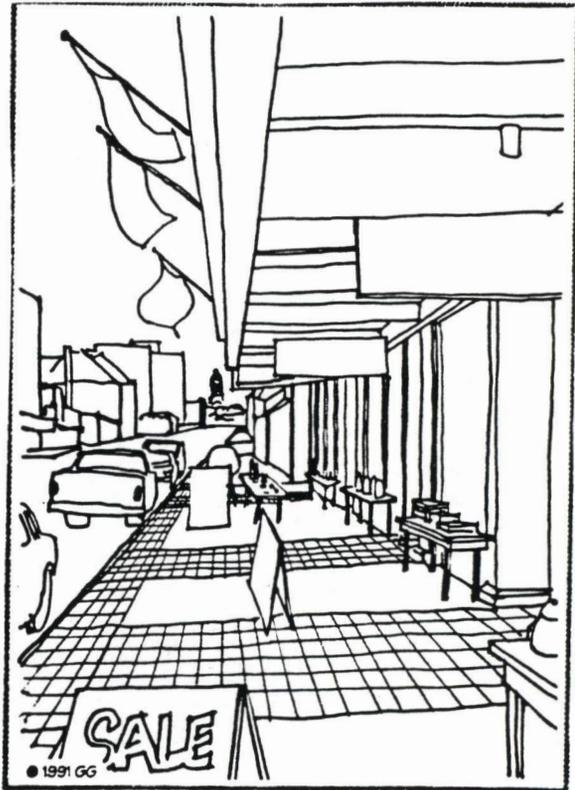


Figure 16: Outdoor vendors lend interest and animation to pedestrian spaces.

B. ANIMATION

**TARGET OFF-
SEASON NEEDS**

Counter the broad presumption that Downtown can only be enjoyed in the summer by concentrating effort on shoulder season and winter events for the Downtown. Plan and publicize events on a year-round basis.

BANNERS

Consider the use of banners and other moving installations to add to the sense of movement Downtown. As recommended by the Chamber of Commerce, investigate a system in which seasonal banners are "sponsored" by various groups.

OUTDOOR VENDORS

In order to increase the activity Downtown, promote the continued success of the Outdoor Farmers' Market, encourage downtown businesses to participate in outdoor vending and actively recruit outdoor vendors. Support the valuable efforts of the Cheyenne Gunslingers and recruit street performers as well, with an emphasis on a wide diversity of performances. City ordinances which restrict these activities should be changed.

OUTDOOR CAFES

Encourage existing restaurants Downtown to seat patrons at outside tables or in sunspaces or windows which relate to sidewalk activity. Also recruit outdoor cafes, and change ordinances which restrict outdoor eating and drinking.

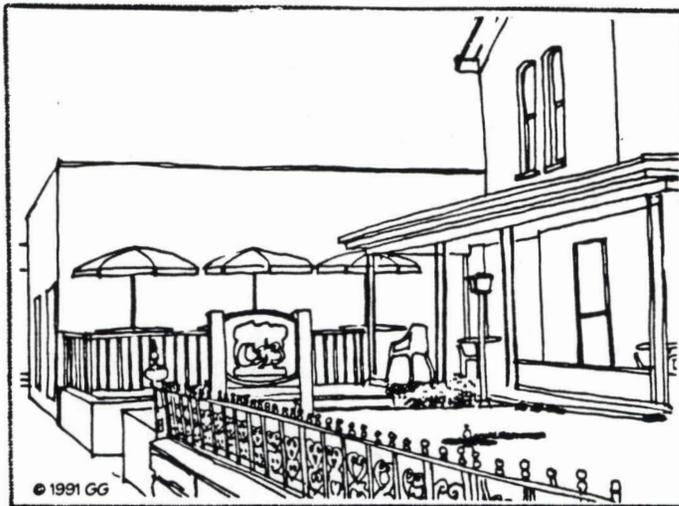


Figure 17: Outdoor cafes maintain interest and activity at street level.



Kiosk

KIOSKS

Locate kiosks for the posting of announcements and other written/graphic materials in three or four places Downtown, preferably near activity centers. Design the kiosks to be consistent with Downtown's image, architecture and logo.

LOCATION

Locate animation activities along designated pedestrian routes. Make assigned locations available to specific vendors and entertainers.

RESTROOMS/ TELEPHONES

Provide public restrooms and telephones in one or more locations Downtown, preferably in association with recreational open spaces. Assure adequate maintenance and make provisions to reduce vandalism.

C. TRAINFEST

TRAINFEST

Coinciding with the opening of the depot museum, institute a major annual festival of national stature. (Consider reviving the successful Trainfest festival of 1986.) Such an event will require careful orchestration, tireless fundraising and sustained enthusiasm, but these efforts will pay off with increased economic activity in and an enhanced image for the community.

V. DDA LEADERSHIP

A. VISION/INTANGIBLE ASSETS

DOWNTOWN IDENTITY

The DDA will assume the leadership role in establishing a strong identity for downtown Cheyenne and developing a plan that cultivates this identity. It is the DDA's role to focus on Downtown's image, while association and promotion activities are better handled by the downtown merchants' association and perhaps the Chamber of Commerce. An awareness of what Cheyenne was from the beginning should be rekindled within Downtown, and within the community: Cheyenne was the seat of government, a professional workplace, a retail and service area benefitting associated workers, a transportation center, and a tourist attraction.

SUB-IMAGES

Review Downtown's image and consider different images, or sub-images (such as old-west, Victorian or institutional), for different parts of Downtown to publicize the diversity of different areas and to aid in business recruitment.

CONTINUITY

Institute an annual review of DDA and downtown activities for correlation with "visionary" Cheyenne (as outlined in the DDA's vision statement). Develop a recognition program for activities/businesses actively fostering development of this vision.

B. ORGANIZATION, PARTNERSHIPS AND RESPONSIBILITIES

LIAISON

Act as a liaison between potential downtown developers and existing community resources. Maintain DDA communications with those interested and active in the downtown market.

NEWSLETTER

Continue to publish a periodic DDA newsletter to promote communication among downtown business persons, property owners and others. This provides the DDA with a ready mechanism for contacting its constituents, and is a vehicle for celebrating downtown successes.

ACTION PLAN

Revise the DDA action plan to meet the objectives of Board members and the city, then use the Action Plan as an ongoing guide for DDA efforts.

MAYOR'S AWARDS

Continue the Mayor's Awards program into the future. Use the awards to recognize contributions such as job creation and investment in the Downtown as well as design achievements.

LAWS

Actively work to change laws (state and local) which thwart downtown goals and objectives. In this effort, join with other groups and agencies, such as city government, Forum 1999 and LEADS.

TRANSIENTS

Work cooperatively with social service agencies to find compassionate solutions to the problems of Cheyenne's homeless and transient populations and support actions to extend the hours during which the COMEA shelter is open. Work to assure that shelter facilities are located outside of the downtown core and away from residential areas.

FUNDING

Hand in hand with the necessity to provide DDA with the means to implement the downtown recommendations is the need to provide a means to finance these recommendations. Continue work to obtain funding through a tax assessment district along with establishment of a 501(c)(3) non-profit charitable organization and procurement of private donations, corporate sponsorships, and grant monies. A variety of diverse funding sources are a vital requirement for effective DDA efforts.

DOWNTOWN CHEYENNE IMPROVEMENTS MASTER PLAN

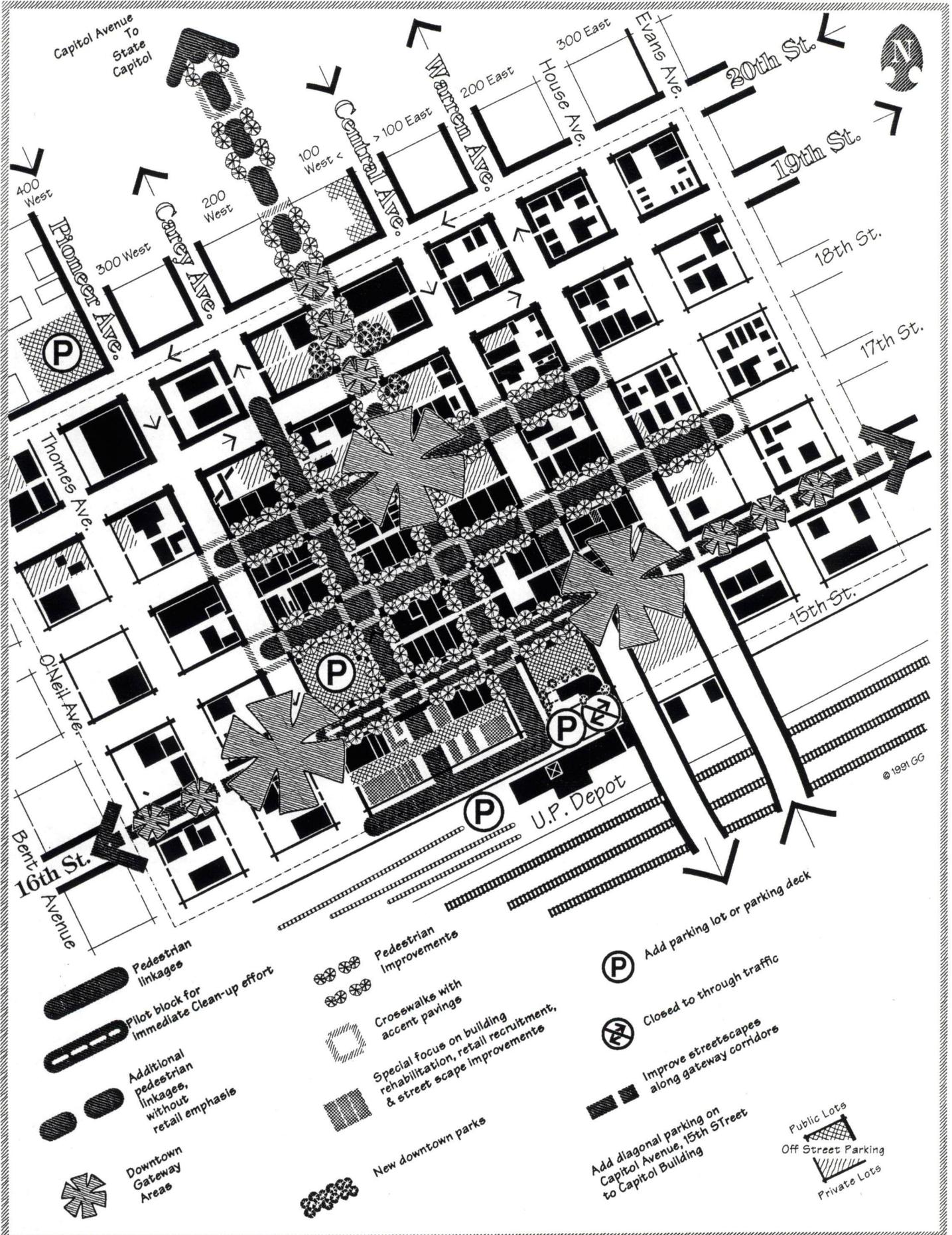


Figure 19: DOWNTOWN CHEYENNE MASTER PLAN—Locations for streetscape, pedestrian improvements & new parking

MASTER PLAN
for the
DOWNTOWN CHEYENNE CORE AREA
1991

IMAGE/PHYSICAL DEVELOPMENT

The concept of the public welfare is broad and inclusive ... The values it represents are spiritual as well as physical, aesthetic as well as monetary. It is within the power of the legislature to determine that the community should be beautiful as well as healthy, spacious as well as clean, well-balanced as well as carefully patrolled.

- United State Supreme Court, in an urban renewal case (Berman v. Parker, 348 U.S. 26 [1954])

ASSETS

Downtown Cheyenne has various assets, many of them the envy of other cities of similar size. The outstanding historic buildings in Downtown are compactly situated, capable of being rehabilitated to make the central city a gem within the region. The Downtown is still the area of the city in which the largest number of people are employed; and it includes governmental institutions at all levels: city, county, state and federal. There is still a small-town atmosphere in Downtown: by and large, people feel safe there.

Streetscape improvements can do more to enrich Cheyenne's unique character and sense of place than any other single effort.

CHALLENGES

Unfortunately, Downtown doesn't have a clear personality. And Downtown needs an identity to set itself apart from the rest of the city.

- A visual review of the Downtown reveals a place in need of basic repair and clean-up. Broken curbs, peeling paint and dirty sidewalks are common.
- There is little landscaping or street furniture. Many areas designed for landscaping are empty or filled with trash and untended.
- Where installed, landscaping and street furniture have been located without regard for planning or design.
- Property owners and others who are in control of the upkeep of building facades have paid little attention to maintenance of the buildings' integrity.
- Many parking lots, including the city center lot, appear seedy. Landscaping is minimal, there are few buffers between parked cars and pedestrian walkways, and upkeep is poor or nonexistent.

- Downtown's infrastructure (utilities, drainage, etc.) needs a careful evaluation and a plan for upgrading and maintenance.
- While some old-fashioned lighting was installed years ago, downtown property owners complain that it currently is in need of repair.

As land uses in the Downtown have changed over time, little thought has been given to the pedestrian experience of Downtown. While there have been many high-quality renovation projects which have helped maintain an important employment base Downtown, few building facades have been designed to catch the attention of passersby. In fact, many projects have sealed up storefronts and windows, turning their backs on pedestrians. This detracts from the vitality of the street, and gives the public the impression that nothing is going on.

Downtown beautification, repair and clean-up remain major objectives listed in downtown business and consumer surveys and in the Forum 1999 results. There are many immediate, modest actions that can be taken to assist in the clean-up, foster pride in the downtown area, and reverse the negative physical image of downtown Cheyenne.

Regardless of who is technically responsible, it is in the entire community's best interest for the Downtown area to appear clean, accessible, neat and visually appealing.



© 1991 GG
Street bench

GOALS

1. Make Downtown a pleasant, interesting, exciting place to be, reflective of the "visionary" image.

- ▶ Promote the maintenance of historic facades in a way that highlights each building's character and best features.
- ▶ Promote development and redevelopment which enhance the pedestrian experience and preserve the opportunity for interaction between pedestrians and activities at the ground floor of buildings.
- ▶ Promote new construction which is fine contemporary architecture and sensitive to the historic environment in which it is placed.

2. Beautify downtown streetscapes to advance Downtown's image.

- ▶ Enhance downtown streetscapes by implementing a full range of improvements by Summer 1992.
- ▶ Improve streetscapes to make Downtown more "pedestrian-friendly."
- ▶ Establish a green space plan for Downtown.

DDA ISSUE STATEMENT

In cooperation with downtown developers and investors, the DDA will coordinate regulation in accordance with design and historic codes in the downtown area. Inconsistent use of and non-compliance with guidelines will undermine cohesive development efforts. All construction/demolition permits in the downtown area will be reviewed for assistance in complying with both design codes and historic guidelines.

SHORT-TERM OBJECTIVES

1. Clean up and fix up Downtown.

- ▶ On a block-by-block approach, starting with a "pilot block" and working with property owners, businesses and the city, begin an immediate clean-up-fix-up campaign. This program should include:
 - curb, gutter and sidewalk repair;
 - street and curb painting;
 - landscaping replacement (including

- weeding and pruning);
- dumpsters and trash cans (request Design Committee advice on design);
- changes to window displays (to reflect Downtown's high-quality image), coordinated by the downtown merchants' association;
- facade improvement (including painting and window washing);
- repair or replacement of lighting fixtures on pilot block;
- basic safety improvements including enhanced law enforcement in the core area;
- preliminary efforts toward a solution to transient problems; and
- coordination with the City and others about plans for downtown improvements such as utilities and road projects).

- ▶ DDA staff should manage the clean-up effort, addressing questions of when, where, funding, matching funds, etc.
- ▶ Publicize this campaign through the media and communicate about it with downtown business persons via a newsletter or other correspondence. Announce schedules and advertise successfully completed blocks.
- ▶ Sustain an ongoing effort toward maintenance of public and private streetscape elements. Downtown should appear clean, feel safe and pleasant, and shine with pride.
- ▶ Approach the city about the institution of a clean-up crew/litter patrol that regularly patrols the Downtown, removing trash and litter left over from normal public and private cleaning. The visibility of such a crew will add to the perception of cleanliness in the Downtown.

2. Produce a streetscape plan for Downtown.

- ▶ Retain an appropriate consultant to update and suggest ways to implement the streetscape recommendations of the 1988 design guidelines. Streetscape improvements should be designed to promote Downtown's image and to set Downtown apart from its surroundings and from other business areas. Issues to be addressed include:
 - vistas/views;
 - pedestrian comfort and points of conflict between pedestrians and vehicles;
 - open space;



© 1991 GG

Streetscape

- maintenance of facade lines;
 - surface materials;
 - trees, grates and spacing;
 - other landscaping;
 - access for handicapped persons;
 - lighting and style and spacing of light poles;
 - street furniture;
 - signage, sign posts and horsehead caps;
 - parking lot design and screening;
 - banners
 - public art;
 - alleys;
 - utility lines; and
 - maintenance.
- ▶ Repair or replace existing old-fashioned street lamps currently installed in parts of Downtown and install similar lighting throughout the downtown core. At the time

this work is done, electrical hookups for seasonal lighting should also be provided. Low-level lighting is essential to creating a pedestrian scale.

- ▶ Enlist the assistance of Cheyenne Botanic Gardens staff in planning and implementing streetscape improvements.
- ▶ Encourage downtown property owners and tenants to beautify their properties with planters, window boxes and hanging plants, as well as facade improvements and upgraded window displays. This may be accomplished with public recognition programs, matching grants, low-interest loans, and other incentive programs.
- ▶ Assure that development of the new County facility is consistent with the streetscape plan.

3. Establish an improvement district for Downtown to implement a full range of streetscape improvements beginning in the spring of 1992.

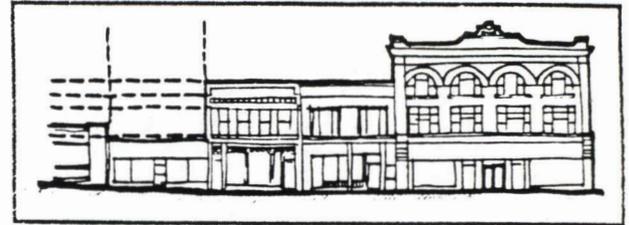
- ▶ Use the process by which streetscape designs are developed to build consensus about Downtown's image and identity. Assure that streetscape design is a visual representation of DDA's goals. Build public support for the streetscape plan by widely publicizing professional illustrations, maps and sketches of proposed streetscape improvements.
- ▶ Coordinate street furniture (trash receptacles, benches, large planters to be installed with public funds, kiosks, newspaper boxes, etc.) to reflect Downtown's image. Street furniture is an essential element of streetscape improvement.
- ▶ Begin streetscape improvements along 16th Street between Pioneer and Central Avenues and on Capitol Avenue from the depot to the Capitol. Subsequent efforts should begin with designated pedestrian linkages, then proceed to the balance of the core area.
- ▶ Evaluate optimum boundaries for and the potential income from a special improvement district for streetscape improvements. Use this information to promote a reasoned, credible plan for use of special improvement district receipts.

- ▶ Convince owners, businesses and government to support the improvement district.
- ▶ Work with city government to identify elements of the streetscape plan which should and will be completed by the City. Monitor progress.
 - Assist the City in preparing an improvement plan for the city center lot, and persuade the city to complete those improvements.
- ▶ Include repair or replacement of historical lampposts in streetscape improvements.
- ▶ Coordinate streetscape improvements with other plans for capital improvements (road repair, utilities, etc.).
- ▶ Publicly recognize accomplishments which further the streetscape plan.
- ▶ Work with the Planning Office to identify other sources of funding to carry out streetscape plan recommendations.



Streetscape Corner

4. **Promote awareness of the guidelines for building facades among downtown property owners and business persons.**
 - ▶ Use the media for a city-wide campaign, and a newsletter or correspondence for internal purposes.
 - ▶ Obtain a speaker to discuss facade design issues with the DDA and with interested individuals.



Design guidelines

- ▶ Visit with property owners about facade design.
 - ▶ Obtain the assistance of the Historic Preservation Board in promoting appropriate facade improvements.
5. **Identify and define owner and city responsibilities for upkeep of sidewalk, curb, gutter, and alleys according to city ordinance.**
 - ▶ Disseminate facts about upkeep responsibilities to downtown businesses. Work with the City to ensure enforcement.
 - ▶ Identify and encourage repair of sidewalks and curbs needing repair, including sidewalks and curbs interrupted by obsolete driveways and other obstructions. Investigate funding assistance for upkeep and repair.
 - ▶ Work with the City to publicize and administer street and alley cleaning schedule.
 6. **Meet with City Council to consider the DDA's role.**
 - ▶ Discuss city board functions which would be assumed by the DDA (when pertinent to the Downtown). Clarify the DDA's role with the City Council.

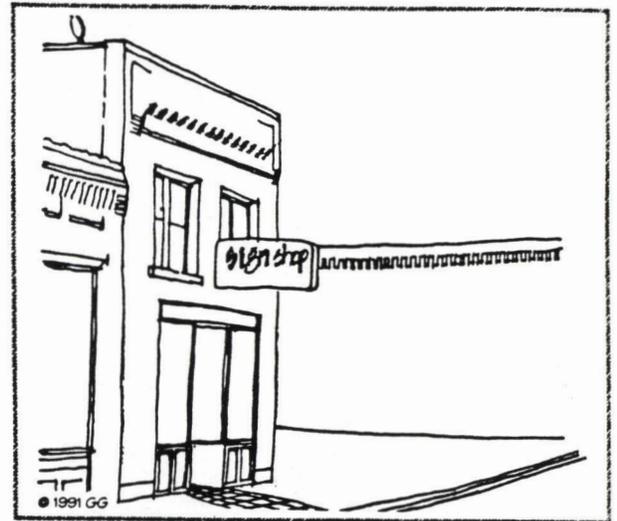
INTERMEDIATE OBJECTIVES

1. **Strengthen the design guidelines, both in terms of content and administration.** In order to improve Downtown's image to present a clear, consistent image to residents and visitors, changes to Downtown must also be consistent.
 - ▶ Make the design guidelines more specific where necessary to clarify interpretation.
 - ▶ DDA is a pivotal facilitator for design improvements Downtown and for the

promotion of effective adherence to the design guidelines. The quality of the downtown environment is a broad, public concern; protection of this quality in the interest of community well-being and future generations is appropriate.

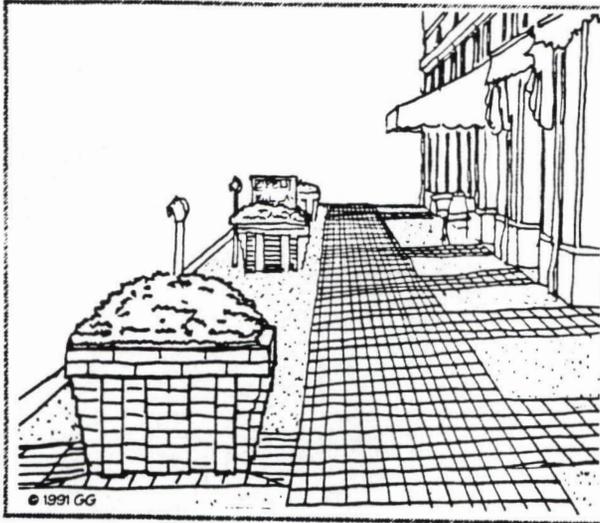
- ▶ Sustain the commitment to assure regulation in accordance with design and historic codes in the downtown area. Inconsistent use of and non-compliance with guidelines will undermine cohesive development efforts. Assure that all construction/demolition permits in the downtown area are reviewed for compliance with both design codes and historic guidelines.
- ▶ Develop specific criteria and procedures for review of construction and demolition proposals. Clearly define roles for the DDA and the Historic Preservation Board.
- ▶ Marshal broad community support for enforcement of design guidelines. Enforcement of design guidelines in the Downtown is consistent with Forum 1999 recommendations, City Council's long-range goals and results from the Historic Preservation Board's recent survey. The design guidelines should be a focus for all plan reviews pertaining to downtown development.
- ▶ Use the design guidelines to:
 - promote building facade rehabilitation in keeping with historic character and integrity.
 - create low-key and high quality signage, relaying the downtown image at a pedestrian scale. Public signs should be changed to suit Downtown's image. Over time, parallel changes should occur in private signage as well.
 - require that public projects, especially landscaping, streetscape improvements, open space and parking facilities, promote Downtown's image and set a high standard for private development.
 - promote the design of new construction to enhance historic patterns in terms of architecture, massing, height, setbacks, materials, window patterns and visual character.
 - protect the way buildings are massed and to avoid unnecessary blank spaces;

this is central to the Downtown character. Historically, downtown buildings are three to five stories high and built up to the sidewalk. Vacant spaces along the sidewalk frontage weaken this historic framework.



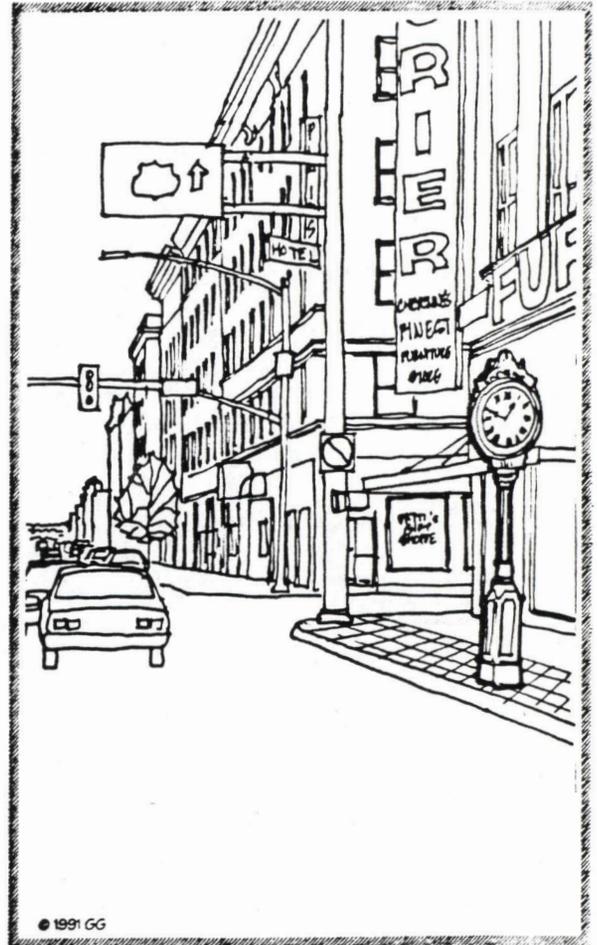
Preservation guidelines

- ▶ View design planning as a continuing process; develop guidelines which are reasonably flexible and able to be modified as needs change.
 - ▶ Discourage the demolition of contributing historic structures.
 - ▶ Should DDA fund or otherwise assist downtown projects, recipient enterprises should be subject to design review to assure that downtown design objectives are met.
- 2. Encourage and enrich pedestrian activity along routes which connect activity centers and which provide the most animation and pedestrian interest.**
- ▶ Downtown pedestrian linkages are defined as:
 - 15th Street, Capitol to Pioneer,
 - 16th Street, Central to Pioneer,
 - 17th Street, House to Pioneer,
 - 18th Street, Warren to Pioneer,



Streetscape details

- Capitol Avenue, Depot to 18th (for retail concentration and streetscape improvements),
 - Capitol Avenue, 18th to Capitol Building (for streetscapes only),
 - Central Avenue, 16th to 18th, and
 - Carey Avenue, 16th to 20th.
- ▶ Concentrate retail uses and work to maintain first-level storefronts along pedestrian linkages (with the exception of Capitol Avenue from 18th Street to the Capitol): ideally, retail uses should continually line the ground floors of all new development along the linkages. Non-retail development, such as professional offices and banks, should be guided away from these linkages.
 - ▶ Improve pedestrian linkages with pedestrian amenities, including paving on crosswalks and sidewalks which is both decorative and suitable for access by handicapped persons, pedestrian bulges in sidewalks at crosswalk locations, public restrooms, drinking fountains, benches, lighting, landscaping, public art, mailboxes, trash containers and public telephones. Assure that provisions are made for handicapped access in accordance with accepted standards. Pedestrian bulges increase waiting space for pedestrians and emphasize the pedestrian nature of Downtown.



Gateway feature

- ▶ Streetscape improvements (including landscaping) along pedestrian linkages are a priority.
 - ▶ Public awareness about the need to maintain active uses at the street level is critical. Many owners, tenants and others are not aware of the important role continuous retail uses and open storefronts play in keeping Downtown interesting to pedestrians.
3. Identify and construct gateways to Downtown in order to clearly define Downtown and build interest. Traffic entering the downtown should be alerted to the existence of a special district.

- ▶ Locate gateways at:
 - 16th Street and Pioneer Avenue (west gateway),
 - 16th Street and Central Avenue (east gateway), and,
 - for future consideration, 16th Street and Warren Avenue (south gateway).

Should downtown traffic patterns be changed Downtown, gateway locations should be appropriately modified.

- ▶ Include small columns constructed of materials and in a style complementary to Downtown's historic architecture at each gateway.
- ▶ If speed limits are to be decreased on 16th Street, do so approaching gateway locations.
- ▶ Incorporate signage including the downtown logo at gateways, identifying them as entrances to Downtown.
- ▶ Install pedestrian islands at crosswalk locations and increase landscaping at gateways to communicate a more intimate scale and a sense of narrower streets within the Downtown, thus making the Downtown more attractive to pedestrians.



Compatible signage

4. Cultivate 16th Street as the "first face" of Cheyenne's Downtown: significant and visible improvements to 16th Street are critical to reinforcing Downtown's new image. These improvements should include:

- installation of gateway features at east and west entrances to the downtown core;
- intensive landscaping (regularly spaced street trees as well as smaller and more diverse private efforts)

- facade rehabilitation;
- changes in signage to support Downtown's image and to promote Downtown's pedestrian scale;
- installation of pedestrian amenities, including sidewalk bulges at crosswalks, provisions for handicapped access and accent paving of sidewalks, public restrooms, drinking fountains, public telephones, and crosswalks; and
- new approaches to window displays.

- ▶ Resist efforts to increase street width, to remove parking, or to reduce sidewalk widths on 16th Street. Consider downgrading the classification of 16th Street in the Major Street and Highway Plan. If necessary in the future, designate a downtown by-pass route for through traffic. Road construction standards for the Downtown must consider pedestrian needs and commercial vitality as important as efficiency of traffic movement.
- ▶ Consider requiring that traffic stop for pedestrians on 16th Street between Central and Pioneer Avenues.
- ▶ Improve Old Town Mall as usable open space in the Downtown. Business recruitment efforts should include the encouragement of businesses on the perimeter of the park to create pedestrian interest and to promote outdoor activity. Events such as brown bag concerts should be held frequently in the Old Town Mall. Cleanliness should be a priority and groups who use the park should be encouraged to do so in ways that promote the downtown image.
- ▶ In addition to special gateway features, improve 16th Street at a distance from Downtown, both east and west, as the gateway corridor to Cheyenne's central city. Streetscape improvements along this corridor should be initiated, especially landscaping and sign control.
- ▶ Work with the Wyoming Department of Transportation to obtain appropriately scaled signage for the intersections of Warren and Central Avenues and the viaduct.

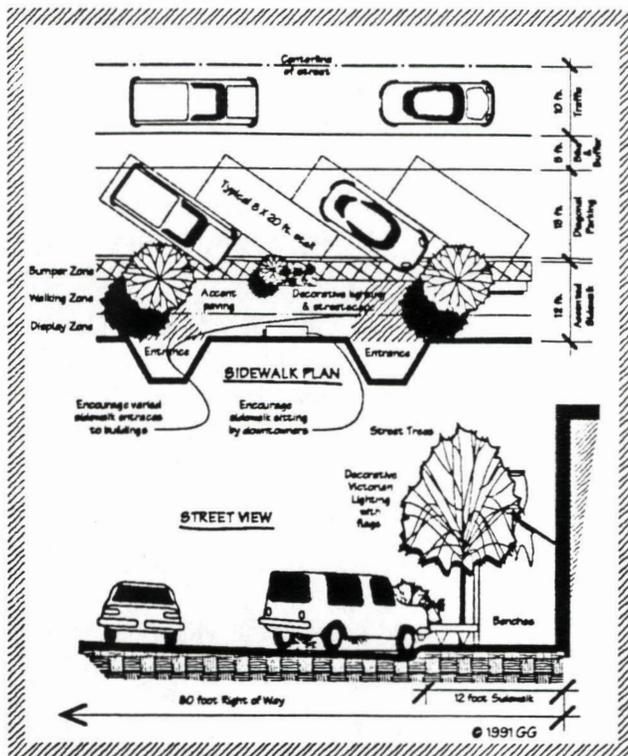


Figure 28: Pedestrian amenities (also see Figure 16)

5. Focus attention and energy on support for rehabilitation of the Union Pacific Depot and on redevelopment of associated properties on 15th Street. This is the most critical challenge facing the newly reconstituted DDA.

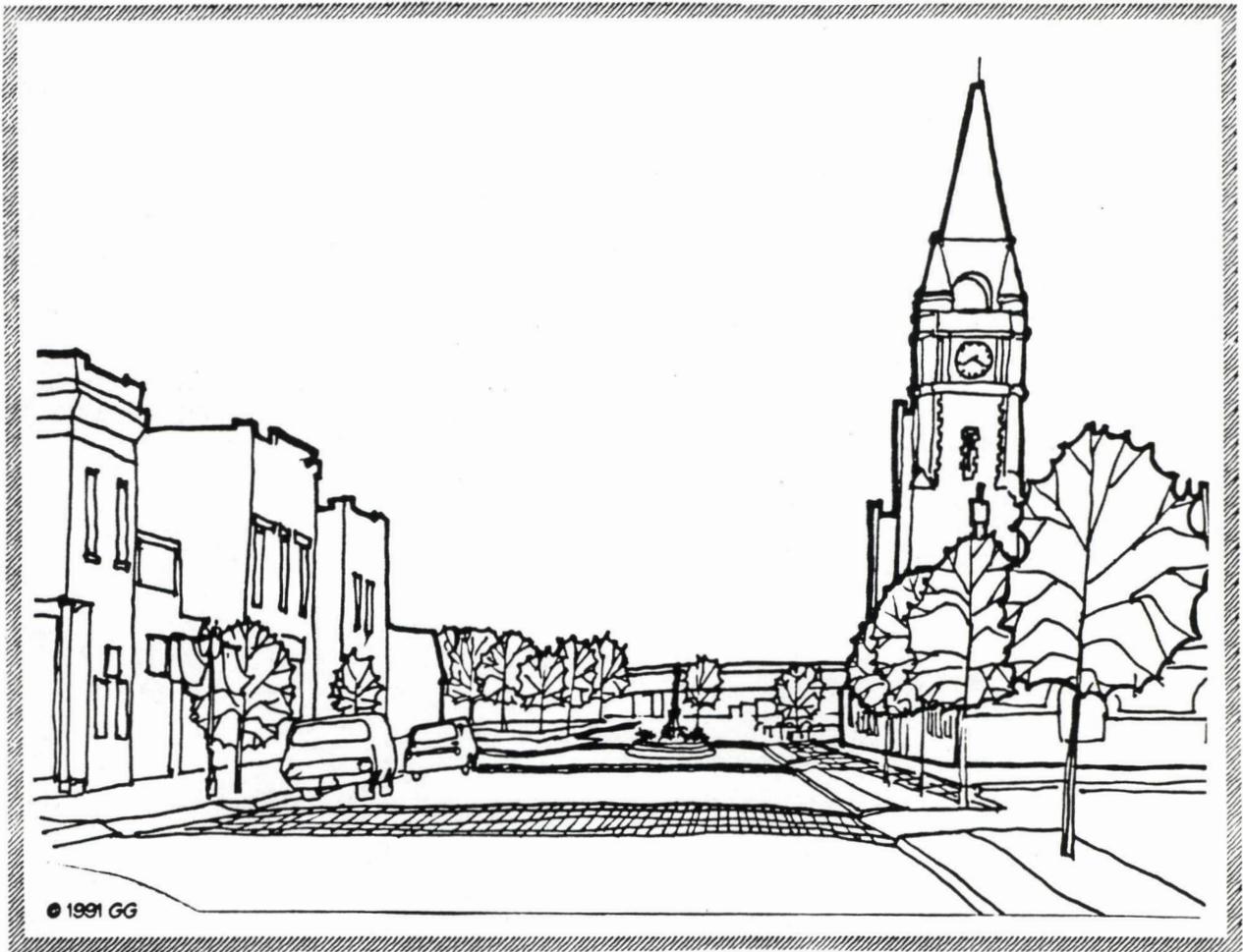
- ▶ Begin immediately to build broad community support for the development of a transportation museum of national stature in the depot. Work with the legislative delegation to obtain appropriate support from the State for the depot project.
- ▶ Evaluate the Greyhound Bus terminal in light of its architectural contribution to the Downtown and its potential for use as an annex to a museum or other use in the depot. Consideration should be given to removing the west cafeteria addition to the building and restoring the original west facade in order to improve visual access to the depot building.
- ▶ Consider closing 15th Street to through traffic east of the main entrance to the depot. Provide a turn-around for buses

dropping visitors off at the museum at the front door, around a landscaped circle which may include an installation of public art. Adequate parking for new uses in this area is essential.

- ▶ Create a downtown park suitable for large gatherings in the vicinity of the depot. Evaluate the potential of future use of the Union Pacific parking lot between the Central/Warren overpasses or the closed 15th Street right-of-way east of the depot entrance for this purpose.
- ▶ Distinguish 15th Street as a street mainly for pedestrians. Improve sidewalks and crosswalks with accent paving, provisions for handicapped access and pedestrian bulges at crosswalks; require vehicles to stop for pedestrians throughout the redevelopment area. Install intensive landscaping, including regularly spaced street trees, shrubbery and flowers.
- ▶ Assure that adequate parking is provided for the depot and associated uses, including expanded retail use on 15th Street and the open space in front of the depot. If 15th Street is to be closed to through traffic east of the entrance to the depot, using part of the right-of-way for parking should be considered.
- ▶ Energetically recruit developers and tenants for the buildings on 15th Street. Active uses should be located at the street level. The Historic Preservation Board should assist with preservation issues. Building rehabilitation may be necessary in order to attract tenants; the City should be willing to assume some of this economic development risk.
- ▶ Downtown should be redeveloped in keeping with the age, quality and style of its historic resources, with particular emphasis on its fine older architecture.

6. Recruit liaisons to DDA Board to cultivate working relationships with community organizations.

7. Obtain the installation of Federal and State highway signage that directs travellers to historic Downtown.



Depot Area

8. Encourage a continued cleanliness program for Downtown.
 - ▶ Work with the City to publicize and administer a street and alley cleaning schedule.
 - ▶ Sponsor the "Operation Clean Sweep" voluntary program in which business/building owners enlist their own janitorial staffs to sweep and vacuum sidewalks and curbs outside their buildings.
9. Work with city government to improve safety and law enforcement Downtown.
10. Evaluate the merits of a cooperative effort with the Forum 1999 steering committee to persuade the City to invite a Rural/Urban Design Assistance Team (R/UDAT) from the American Institute

of Architects to Cheyenne. If invited, the R/UDAT team should be asked to address specific issues of particular concern to the Downtown, including:

- ▶ How should the recommendations of the master plan be implemented? What concerns are not addressed adequately by the master plan?
- ▶ What is the optimal design for 16th Street improvements? How can pedestrian and traffic needs best be balanced?
- ▶ How can additional levels be added to the City Center lot in a way that promotes Cheyenne's downtown architecture? How can retail uses best be incorporated into the street level frontages of the parking lot? How can

existing parking lots be improved from both design and functional points of view?

- ▶ What landscape design is best for improving the Old Town Mall? for the new park in front of the depot? for another park in the Downtown?
- ▶ How should public signs in the Downtown be designed to set Downtown apart from the rest of the community and to communicate Downtown's high quality image?
- ▶ What streetscape elements should be consistent throughout the Downtown? What other streetscape elements are recommended for specific locations? How can streetscape design promote the Downtown's high quality image?

LONG-TERM OBJECTIVES

- 1. Influence property owners to restore historic facades appropriately and publicize restoration projects.**
- 2. Monitor local ordinances and other applicable regulations affecting downtown design issues and develop a supporting regulatory environment for the downtown vision.**
- 3. Consider future means of economic incentives for existing properties to improve and/or restore building facades.**

LAND USE/BUSINESS MIX

... the potential for new retail development exists in every city that has the determination and will to undertake the complicated and sometimes very costly process that is involved to succeed.

- Mathias J. DeVito, President and CEO of the Rouse Company, speaking on the "Great Potential of Cities"

ASSETS

Improving appearances and amenities can help boost downtown patronage and retailer and investor interest in Downtown when undertaken with more fundamental measures. But as the main focus of a downtown effort they cannot compensate over the long-term for basic economic weaknesses in a downtown or its market area.

Overall, the state's economic picture appears to be improving, as evidenced by the increase in new corporations, higher activity in loan programs, and relative success in encouraging businesses to locate in Wyoming. According to the State Division of Economic Analysis, Wyoming's economic indicators, primarily sales taxes, have been positive since 1988.

Cheyenne's location as the northern anchor city of the expanding front range continues to be a focus for economic development. Denver ranks as the 17th "opportunity" metro among U.S. metropolitan areas projected to have the largest increase in population and employment through the year 2010. According to Craig Harrison, development guru of the Front Range, Cheyenne will increasingly capitalize on its position at the crossroad of two interstates and serve as a strong spoke to the new Denver International Airport.

Reinforcing the concept of Cheyenne's position as a satellite community along the front range are demands for affordable housing, corporate space and pleasant surroundings. These factors are projected to energize new regional centers, like the Front Range, and promote development of "far-flung exurbs" beyond commuting distance to core cities.

In addition to location, Cheyenne's "livability" provides a tremendous marketing tool both for general economic prosperity and tourism. Robert McNulty, president of Partners for Livable Cities, notes that regions that have both agricultural and mining backgrounds develop

communities with good qualities of life. Key social issues for the aging baby boomers include quality of life, education and the environment, with the search for community, safety, and meaning preoccupying boomers in the 1990's.

While these trends continue to indicate Cheyenne's growth opportunities, Cheyenne's population increases have been less than projected. Compared to Wyoming's 3.4 percent population loss during the last decade, a reflection of rural community abandonment, Cheyenne's 3.3 percent population increase can be viewed positively. In addition, the supporting areas of Albany and Goshen counties also showed increases of 9.3 percent and 2.7 percent, respectively.

Cheyenne's population trends demonstrate an aging population with the increase in the baby boomer segment (ages 35-49) from 19.7 percent of the 1960 population to 21 percent in 1989 (*Sales and Marketing Management*). The over 50 population increased from 17.9 percent to 21.4 percent since 1960; and the largest gain occurred in the 25-34 age group - from 15.3 percent to 19.1 percent of total population.

Future population projections for Laramie County through 1994 remain in the 3 percent range, with an 7 percent total population increase projected from 1991 through 1994.

Although Cheyenne's retail sales growth has mirrored population and economic growth, remaining basically stagnant over the past decade, an initial look at market potential demand (based on 1983 data from Coley-Forrest, Inc., and revised with updated population figures) indicates that in a constant 1983 dollar comparison, there is ample "potential" retail demand although retail sales in Laramie County remain flat.

Cheyenne remains the largest retail market in Wyoming. Each household in Cheyenne (*Sales & Marketing Management*) spends \$19,326 in the retail market. The total effective buying income - take-home income which employees are free to

spend - is \$738,984,000 (1989) for Cheyenne residents alone and is projected to grow to \$1,187,447,000 by 1994. The 1989 Laramie County retail sales figure of \$587,706,000 indicates about 79 percent of take-home income is spent on retail sales (including auto sales) within the county. Using the state's retail sales figure, which excludes auto sales, the amount is about 42 percent of effective buying income spent on retail sales in Laramie County.

F.E. Warren's employment and the preponderance of government employees (accounting for 34 percent of jobs available in the county and 41 percent of total earnings), have helped stabilize the local economy even though the base's MX impact was less than projected, and 1990 base expenditures were about \$3.7 million less than 1989. By the end of 1992, the base will have completed a workforce reduction of 133 jobs. However, the base is projected to remain a stabilizing factor as a major employer in Laramie County.

The top 30 employers in Laramie County are: federal, state, county and city governments; Union Pacific; Memorial Hospital; Rocky Mountain Bank; Key Bank; Cheyenne Newspapers; and Cheyenne Light Fuel & Power. All are downtown tenants or border Downtown.

A strong trend toward an increase in professional offices in the Downtown is occurring. These offices bring large numbers of relatively well-paid employees to the city's center every day. Projections of the Laramie County Forecast Task Force indicate that Downtown will capture 18 percent of the increase in jobs through 1999; this may equate to as many as 1,661 additional jobs for Downtown. On average, an increase in 1,000 downtown office workers is accompanied by a \$3.32 million increase in retail sales. Downtown office workers clearly represent an important and growing source of sales for downtown retailers. Some retailers have situated themselves to take advantage of this market; many more could do so.

An increase in the number of art galleries in the Downtown is also occurring. Galleries can enhance the image of Downtown as a place where professionals work and shop, and can give the entire city a better cultural image. Promotion of galleries, if done carefully, will attract more galleries and related businesses, as well as boosting tourism.

An additional asset is the compactness of Downtown's historic buildings. This configuration can be used to promote compatible land uses within close proximity to each other — the kind of proximity needed for mutual benefit among businesses, especially retail enterprises.

Fifteenth Street, with its rich historic buildings, is an area prime for redevelopment. This two-block row is one of the oldest parts of the city, and its architecture and history are worthy of promotion. Refurbishment of the depot will be an added incentive to develop these underused structures.



Downtown revitalization

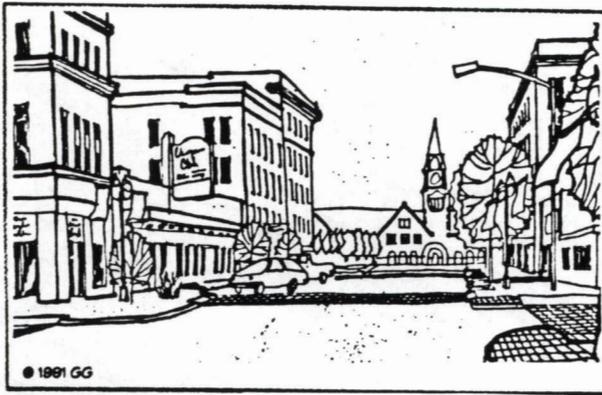
CHALLENGES

Cheyenne can offer access to quality of life amenities such as safety, community spirit and environmental superiority, but needs to expand offerings of recreation, art, education, galleries, theaters and restaurants. The community will need to respond to the challenge to raise revenues and provide services to residents.

Most small city downtowns will never regain dominance as primary retail centers, but they can

maintain economic strength by encouraging office, recreational and residential uses. In order to become and remain vibrant, small city downtowns must capitalize on local, regional and national trends.

Shopping itself has become a significant recreational activity for the American family and the destination image is therefore crucial. "Recreational shoppers" still want a multi-purpose attractive destination where they can walk, wander, shop, eat, browse and relax. If this destination is located near where they work, that enhances the potential of recreational shopping.



Retail revitalization

Demographics for the 35 to 44 and 45 to 54 age groups, which are major segments of Cheyenne's population, spend more than the average household on food away from home (26 percent and 37 percent more), clothing (35 percent and 42 percent more), entertainment fees and admissions (46 percent and 37 percent more), reading materials (22 percent and 25 percent more) and education expenses (33 percent and 98 percent more). In addition, summaries of merchandise line sales show that 57 percent of women's and girls clothing purchases occur in apparel specialty stores, compared to the 49 percent national figure; 50 percent of men's and boys' clothing purchases occurs in apparel specialty stores compared to the national rate of 44 percent. These figures appear to support the argument that women (primary shoppers) in less urban regions tend to shop more in specialty stores.

Today's economy also demands that people work with their brains, not with their hands. Retraining is going to be a phenomenal challenge for the workforce in the year 2000. To stay current in their fields, people will have to retrain six to seven times in their lifetime. An expanded

downtown educational "annex" for Laramie County Community College's custom-designed programs and continuing education classes, University of Wyoming, and Regis University's Front Range Expansion program could provide a benefit to downtown businesses as well as an additional captive market for the Downtown.

The combination of business, art and education produces a special opportunity for Downtown. Development of a Business of Art Center will provide shared studio facilities, small business seminars, a museum quality exhibition gallery, and a sales shop for participating artists that can boost cultural, retail, and educational drawing power.

Conventions, conferences and trade shows provide another source of downtown growth; according to Dr. Tucker Hart Adams, the convention market will remain a dynamic force at least through the year 2000. Consideration should be given to actively soliciting developers for a downtown hotel and committing public resources to be used in combination with private funds. Greeley, Colorado, exemplifies the convention potential even for small cities. In 1985, Greeley hosted 27 conferences and corporate meetings, generating \$3.9 million in Revenues; in 1989, 85 meetings generated revenues of over \$11 million.

Another major downtown anchor lies with the redevelopment of the Union Pacific Depot, making it a strong focal point on the south side of the downtown core. Redevelopment should incorporate additional parking and a large landscaped green space near the entrance to the depot and a small open space area in the vicinity of 19th Street and Capitol. (The few available benches in a landscaped area near this corner currently experience intensive use.)

A review of current downtown uses in comparison with past business utilization gauges changes in Downtown's multi-purpose use and provides an opportunity to consider a realistic and desirable mix of downtown use. Both consumer and business owner interviews conveyed the realization of a trend toward the Downtown as a service/business center rather than a major retailing sector. This intuitive acknowledgement is verified by continued and projected growth in employment in the sectors of finance/insurance/real estate; federal civilian, state and local governments; and service, all of which are prime office inhabitants of the downtown area.

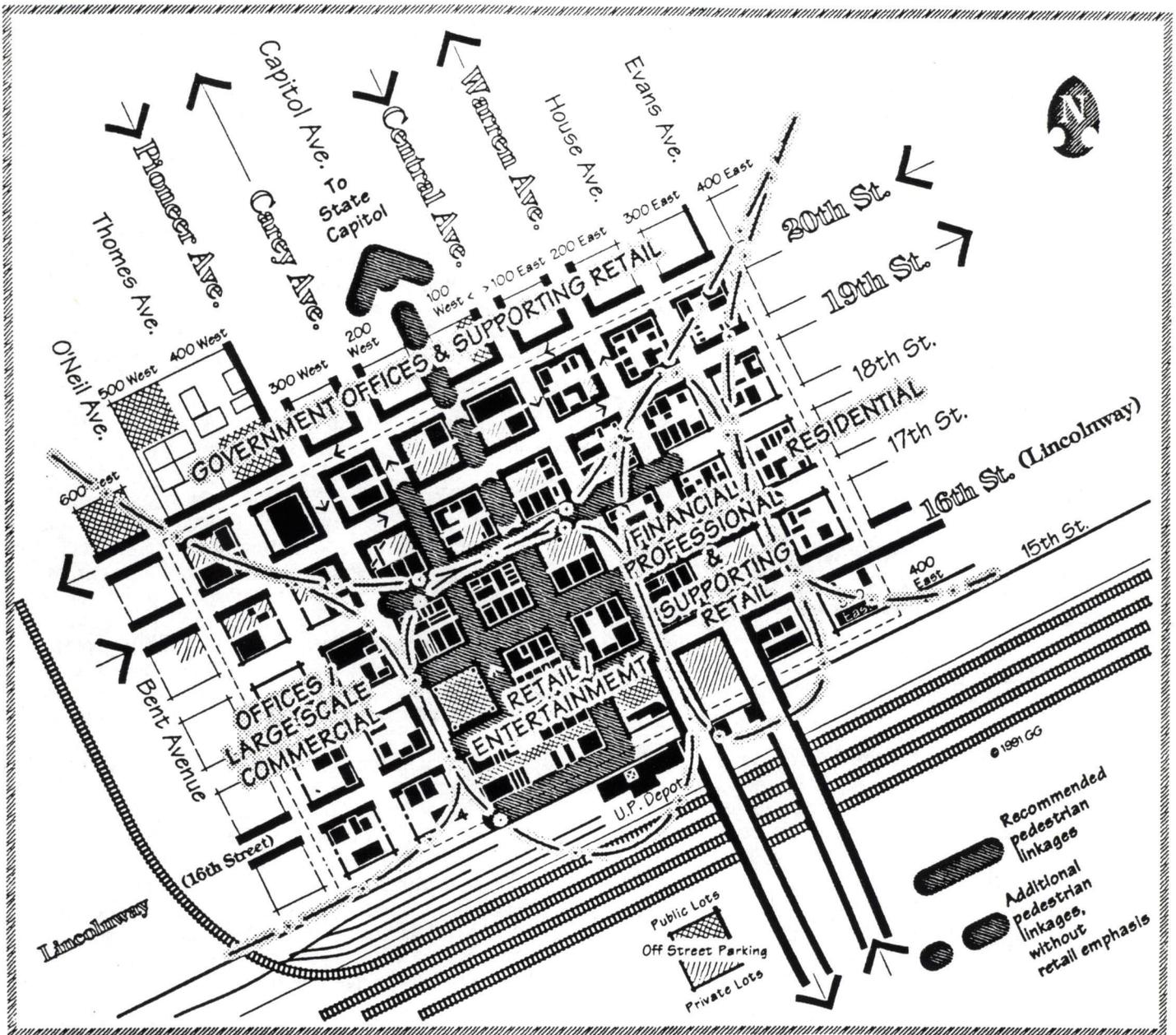


Figure 32: Downtown's major activity centers and pedestrian linkages

Accompanying this increase in professional office use of the Downtown has been a corresponding decrease in retail space. The major change in vacant retail space since the 1985 Coley/Forrest study is that one large vacant major retail store has been converted to office space (Penneys/Reeves) and another major retail anchor is now vacant (Fowlers).

Two concepts are fundamental to a program for rebuilding retail strength Downtown: clustering and recruiting. Clustering involves grouping together mutually-supportive businesses that supply a market to form a localized place for specific goods and services. Recruiting then mobilizes a range of people, organizations and tools to attract businesses and to guide them into the optimum cluster for their own success; DDA leadership includes the recruitment of appropriate businesses.

A commercial center has only two ways of gaining increased sales: the number of customers it serves can be increased or the dollar amount spent by current customers it serves can be increased. Clustering, if done correctly, can increase both. Clusters should be established over time, through strategic business placement, existing business enhancement and existing business reorientation and/or relocation.

An overview of Cheyenne's downtown area indicates four major activity centers - government office and supporting retail; financial/professional center and supporting retail; specialty retail/entertainment areas; and office/large-scale commercial areas. The current trend for location provides potential for a favorable blend of mixed land use with the potential for efficient and pleasant travel opportunities.

Target markets for all these areas include downtown employees, local residents, and region-wide residents. Visitors and downtown students are also potential customers for all entertainment and retail areas.

A number of business, service and land use needs in the Downtown can be specifically identified:

- There is a perceived need for more quality restaurants.
- Active and passive open space is lacking. Pocket parks, benches, and play areas, appropriately situated and developed, will draw workers out of their offices and will attract people from other parts of the city. Furthermore, such spaces can help retain visitors for a longer period of time. Another critical need, public restrooms, can be located and maintained in conjunction with public open space.
- There is presently no quality lodging option in the Downtown. A first-class lodging and convention facility would place more visitors Downtown than any other single development.
- There is an insufficient mix of retail uses to meet a diversity of needs. This reduces the level of activity in the area.
- Downtown retail is in large part invisible. The public is aware of major vacancies and

has made the generalization that all or most of Downtown is empty. In addition, sealed up storefronts, often for long distances between points of interest, result in a lack of visual continuity for window shoppers and other pedestrians.

- Specialty, upscale retail uses are succeeding in Downtown, but there are few of these, and many people are not aware of them. There is also some demand for more convenience shopping. Both types of retail directly service the type of professional clientele which is increasing in the downtown area.
- In order to make Downtown more of a 24-hour activity center, more residential opportunities should be available in and very near to the Downtown.

Downtown is missing a sense of place. It is the city's largest employment district, but lacks the "busy-ness" normally associated with such a center. It is the historic heart of the city, and exceptional architectural resources remain from the city's earliest days. Enhancing the Downtown's "sense of place" should be a priority.

Open space will reinforce the civic importance of Downtown by creating a strong image that will be attractive to shoppers and visitors. New construction should be reviewed for inclusion of green space and current parks/open spaces. Existing parks/green areas should be improved to the standards anticipated for new parks.

Designed for quality and providing a respite from paved surfaces, the parks should include public art, small play areas (such as climbing rocks), eating and meeting places, shady and sunny areas, restrooms (with provisions for access by handicapped persons), drinking fountains, public telephones, and extensive landscaping. Appropriate green spaces, pocket parks, and play areas encourage a play - social activity - recreation - shopping sequence, a self-reinforcing cycle that helps build the market for other activities as well as retail services.

GOALS

- 1. Promote a well-rounded assembly of high-quality land uses in keeping with Downtown's image.**
 - ▶ Improve the business mix Downtown to meet a broader range of needs for upscale and convenience shopping.
 - ▶ Identify and activate strategies for making the downtown land use pattern seem less disorganized.
- 2. Develop clearly defined policies for guiding all types of development, both public and private, in the Downtown.**

DDA ISSUE STATEMENT

The DDA will establish business retention and business recruitment programs for the downtown area; such programs will include both retail and office sectors. The success of downtown retail depends on spatial and functional linkages with all other downtown elements, including offices, government, hotels and cultural events. Relating existing and new retail to downtown facilities and events and offering unique retail attractions can facilitate the participation of the downtown office worker and attract others Downtown.

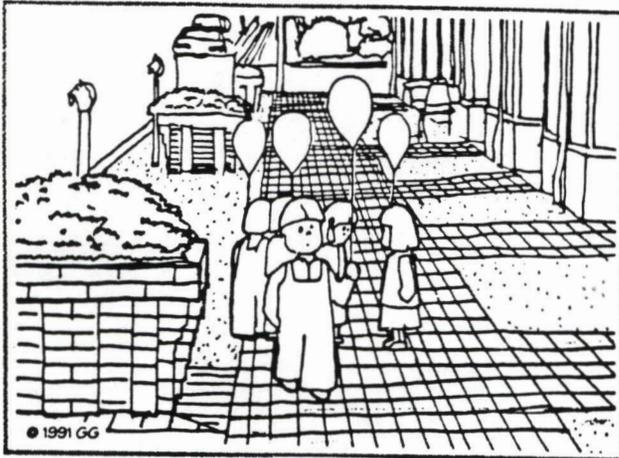
SHORT-TERM OBJECTIVES

- 1. Meet with city staff to review zoning regulations pertinent to the Downtown.** Evaluate the effectiveness of these regulations to promote Downtown's image and to advance the goals of this plan. Recommend and effect changes where appropriate.
- 2. Maintain a current inventory of downtown properties, including owners, business types, and historic integrity.**
- 2. Meet with the developers of the depot to discuss their plans.** Assist with planning in the context of Downtown's image and goals, incorporating green space and parking into the planning stages.
- 3. Until revisions are completed, use existing design guidelines as a reference when discussing or reviewing proposed developments.**

INTERMEDIATE OBJECTIVES

- 1. Conduct an immediate, ongoing and active business retention and recruitment program.** Businesses currently recommended for recruitment for vacant space:
 - additional professional offices;
 - restaurants, especially with an outdoor orientation (relating to sidewalk activity whether indoors or out);
 - convenience goods directed to office and professional workers;
 - quality clothing and accessories stores;
 - drug store;
 - soda fountain/ice cream shop;
 - leather goods;
 - art supplies; and
 - artists' studios.
 - ▶ Retail and other pedestrian-oriented businesses should be directed to pedestrian linkages. Businesses which will not increase the animation at street level should be encouraged to locate on other downtown routes.
 - ▶ Education facilities (such as annexes for Laramie County Community College, the University of Wyoming, Regis University, Chapman College, the University of Southern Illinois and Leslie College, all of which currently provide higher educational opportunities in Cheyenne) should be developed in a downtown educational center. Other privately sponsored educational programs and seminars should also be recruited for Downtown. Locations to be considered for educational uses include the old Seton High School building and upper floors of the Hynds Building, the Financial Center, and Fowlers.
- 2. Assemble policies for guiding development in Downtown into one reference document.** Identify places where additional policies are needed and develop these with the assistance of pertinent City staff.
- 3. Develop a downtown green space plan, including plans for existing and future parks, coordinating with pedestrian linkages.**
 - ▶ Solicit assistance from the City Parks and Recreation Department and Botanic Gardens staff for plans and plantings.

- ▶ Contact appropriate business owners/developers about development of green spaces/pocket parks on private land.



Activities for children

- ▶ Locate a large landscaped open space area, suitable for large gatherings, near the entrance to the depot. Establish a small open space area in the north/central part of Downtown. Design these spaces as high quality parks, restful places which provide a respite from Downtown's busy-ness and paved surfaces. Include public art, eating and meeting places, areas of both shade and sun, restrooms (with provisions for handicapped access), public telephones, drinking fountains, small play areas (such as climbing rocks or wading pools), and extensive landscaping.
 - ▶ Encourage public and private developers to provide small "vest-pocket" open spaces in association with new construction and redevelopment projects.
 - ▶ The Old Town Mall should be cleaned up and improved to the standards anticipated for new parks. This effort should be coupled with strong recruitment of businesses to locate on the mall's perimeter.
- 4. Facilitate development of 15th Street and Old Town Mall perimeter structures in conjunction with development of the Union Pacific Depot by working with owners, developers and appropriate businesses.**
- ▶ New business recruitment should begin with 15th Street. Consideration should be given to negotiations with a single developer for more than one building when

appropriate in order to maintain the area's character and to complete improvements in a timely manner. This effort should be coupled with encouragement to businesses on the perimeter of Old Town Park to create pedestrian interest and to promote outdoor activity.

- 5. Promote residential uses in and near Downtown.** People living near Downtown contribute significantly to making Downtown a 24-hour activity center.
- ▶ Encourage the development of high-quality residential units on the upper floors of downtown buildings, including nearby off-street parking and assurances of neighborhood safety.
 - ▶ Support neighborhood organizations near the Downtown. Help to strengthen housing on the fringes of the core area.
 - ▶ Encourage the development of retail uses in the Downtown which will support nearby residents.

LONG-TERM OBJECTIVES

- 1. Improve the business mix Downtown.**
- ▶ Publicize the results of the evaluation of and recommendations for Downtown's business mix, as detailed in this Plan and in the 1985 Coley/Forrest market study. Review zoning (and other regulations as appropriate) for its potential as a tool for land use management in the context of the study.
 - ▶ Maintain a current downtown business inventory to be used for measuring goal attainment and adjusting business mix as appropriate.
- 2. Investigate the rehabilitation of downtown hotels to meet first-class lodging and conference center needs.**
- ▶ Cooperate with Wyoming Tourism Division (Department of Commerce) and Cheyenne Area Visitors Council in assessing potential.
 - ▶ Investigate the potential for new lodging/convention center facilities. Since feasibility studies for such a facility have been completed in the past, such a study should not be done unless preliminary research

suggests that the cost of the study is justified.

- ▶ Promote Downtown to convention guests by providing them with clear and appealing information and maps, by making interesting shopping available, and by assuring that Downtown has an enticing appearance.



Convention kiosk

- ▶ Consider working with the owner of the Plains Hotel, as the Plains remains a valuable downtown historic resource.
- ▶ If research suggests that a hotel/convention center would flourish in the downtown area, the city may have to assist the developer (in ways such as using eminent domain to amass land) in order to make such a facility a reality. If a hotel/convention center is to be recruited, include negotiations regarding such concessions and a clear understanding of what concessions are acceptable before contacts are made.

TRAFFIC/PARKING

Traffic engineering ... should be driven by four considerations: safety, efficiency of service, livability, and economy. Critics of conventional traffic engineering contend that the profession has been driven by a desire to achieve the first two goals - at the expense of the last two.

- William Fulton, "Winning Over the Street People," *Planning Magazine*, May 1991

ASSETS

The 1991 downtown parking study prepared by Walker Parking Consultants/Engineers, Inc., concluded that there are sufficient parking stalls Downtown to meet current and reasonable short-term future needs. The report lists interim measures for increasing downtown parking which can be taken prior to the construction of a large new lot or level on an existing lot.

A parallel issue, not addressed in the parking study, is the role of parking and parking lots in the course of downtown development. Many Cheyenne business people cite the lack of downtown parking as a reason companies new to the community are hesitant to locate Downtown. Parking can be seen as a tool to boost economic development; as such, it must be available before businesses make their relocation decisions.

Many of Cheyenne's wide downtown streets are suitable for diagonal parking accessed by two-way traffic. Diagonal parking increases the actual number of stalls on the street and has the additional benefit of building a public perception that there are more parking spaces Downtown.

CHALLENGES

Parking is perceived to be a problem. The 1991 parking study was not well-received, in large part because downtown businesses are acutely affected by insufficient parking for employees, customers or both. All too frequently, employees are plugging meters in places intended for customer and client use.

Because Downtown is not a coherent attraction, potential inconveniences (access, variety of goods, available parking) become exaggerated in their role as liabilities and barriers to the potential shopper/client. When probed further, the amount of parking is less frequently the real issue than location. Workers can walk a few blocks, but shoppers will not.

While it is the easiest to develop, at-grade parking should be considered the last choice for adding to Downtown's parking capacity; above or below grade parking is preferable to lots without buildings which disrupt the patterns of downtown development.

GOALS

1. Use the provision of additional, well-designed and strategically located parking to attract new businesses to downtown Cheyenne.
2. Improve the public perception of the downtown parking situation.
3. Improve the quality of design of existing parking lots and assure that new parking lots are designed in accordance with the downtown design guidelines.

DDA ISSUE STATEMENT

The DDA will assume the leadership role in the development of downtown parking. A vital component of downtown development will be the availability of adequate parking for employees and clients to attract new business. Initial public support very likely will be necessary to spur this development and the DDA will work for a shift toward a more entrepreneurial government and endorse the city's investment in construction of additional downtown parking.

SHORT-TERM OBJECTIVES

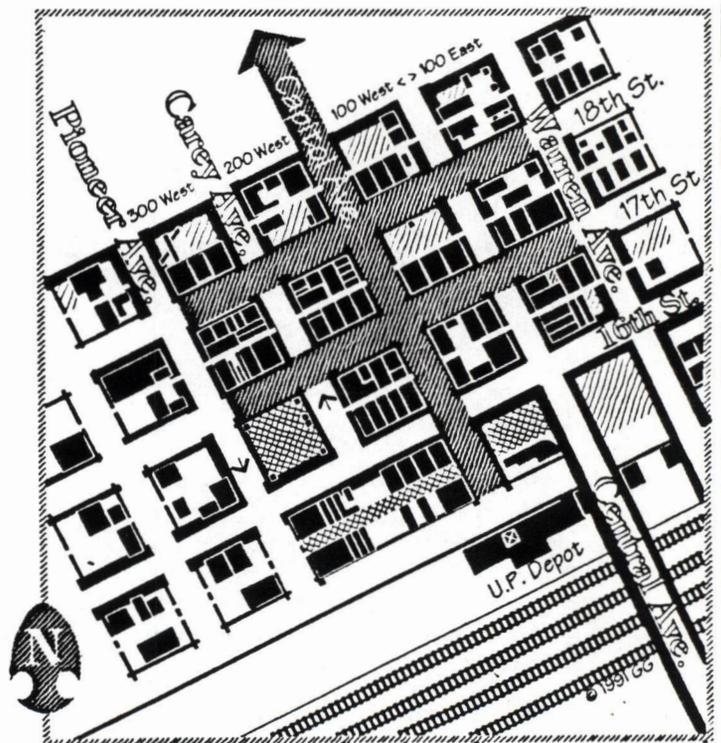
1. While meeting with City staff, review regulations pertinent to the design of downtown parking facilities.

- ▶ Evaluate the effectiveness of these regulations to promote Downtown's image and to further the standards in the design guidelines. Recommend and effect changes where appropriate.
 - ▶ Assure that City regulations discourage the development of more at-grade parking in the Downtown.
2. **When meeting with the developers of the depot, assist with planning to assure that adequate parking is provided** for both the depot building itself and associated uses on 15th Street and in the open space planned near the entrance to the depot.
 - ▶ The addition of a large parking lot on the Union Pacific property west of the depot could significantly reduce the current shortfall in downtown parking in this area.
 3. **Work with developers of the depot project to identify appropriate changes to downtown traffic patterns.**
 - ▶ Close 15th Street to through traffic east of the main entrance to the depot. Provide a turn-around for buses dropping visitors off at the museum at the front door.
 4. **As plans for the new level on the Cox Parking Lot are publicized, work with the County government to assure that the design meets downtown design standards and objectives.**
 5. **Mount a publicity campaign to change public perception of the downtown parking situation.**
 - ▶ Publicize the positive results of the parking study.
 - ▶ Meet with the downtown merchants' association to develop programs to assist in locating off-street parking for employees.
 - ▶ Consider at-grade parking the last choice for adding to Downtown's parking capacity; above or below grade parking is preferable to lots without buildings which disrupt the patterns of downtown development.
 6. **Maintain a pedestrian-friendly Downtown by reducing speed limits, requiring vehicles to stop for pedestrians at all downtown crosswalks, constructing pedestrian islands,**

incorporating bicycle paths/lanes, and provisions for handicapped access at crosswalks located along pedestrian linkages, and resisting efforts to find ways to move traffic through the Downtown more quickly.

- ▶ Advocate for no increase in street width, no removal of parking and no reduction in sidewalk width on 16th Street. Maintain speed limits on 16th Street at or below 20 mph and time stop lights accordingly.
- ▶ Use gateway features at pivotal locations to clearly define Downtown and to build interest. Gateway locations should be consistent with downtown traffic patterns.

7. **Coordinate improvements on State system roads, including signing, with the Wyoming Transportation Department. Assure that all Transportation Department improvements are consistent with the DDA's goals for Downtown's image and identity.**



Possible locations for diagonal parking and associated pedestrian amenities.

INTERMEDIATE OBJECTIVES

1. Examine parking requirements Downtown as a critical step in the preparation of a business recruiting program.
2. Enhance diagonal parking on 17th and 18th Streets. Include the following pedestrian amenities:
 - pedestrian islands at crosswalks,
 - landscaped islands at mid-block,
 - regularly spaced street trees,
 - accent paving (designed for smooth use by handicapped persons) on sidewalks and crosswalks, and
 - appropriately signed and designed stalls for use by handicapped parkers.
3. Consider additional diagonal parking within the downtown core area.

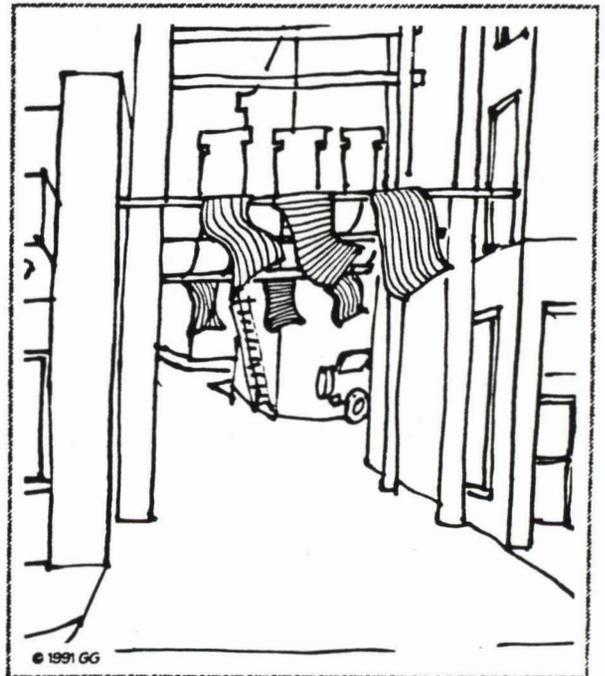


Parking buffers

4. Improve the capacity or design quality of every downtown parking lot, private and public.
 - ▶ Assess existing facilities and obtain professional recommendations for improvements in layout, capacity, amenities, buffering, location and signage of spaces for use by handicapped persons, lighting and other design objectives.
 - ▶ In refining the design guidelines, assure that clear, specific standards have been articulated for new parking lots, both grade level and multi-storied.
 - Grade level parking lots should be discouraged throughout Downtown. Existing grade-level lots should be adequately screened from pedestrians and passing motorists. Interior landscaping should also be provided.
 - Multi-storied parking lots should include

retail uses at street level when fronting on pedestrian linkages. The design of multi-storied lots should be consistent in scale and style with Downtown's historic architecture.

- Seek funding and incentives, private and public, for the improvement of downtown parking lots.
 - ▶ Assure that all new parking lots meet or exceed the spirit and the letter of the downtown design guidelines.
5. Plan for the construction of one or more levels of parking above the City Center parking lot.
 - ▶ Build public support for this effort through an understanding that the construction of public parking is a way for the City to take a lead role in economic development efforts.
 - ▶ Assure that design is compatible with Downtown's historic architecture and the goal of maintaining activity at the street level; include retail or other active uses at street level on at least the south and east sides of the lot.



Alley places

6. **Develop a program to aid downtown parkers by publicizing available parking.**
 - ▶ Install a comprehensive system of in-town parking direction signs.
7. **Examine alleys for parking use and increase alley parking where possible. At the same time, encourage development which improves alley entrances to buildings and provides pedestrian amenities in alleys, including beautification, lighting and safety. Explore the feasibility of locating utility lines underground.**

LONG-TERM OBJECTIVES

1. **Complete one or more levels of parking above and/or below the City Center parking lot. Assure that design is compatible with Downtown's historic architecture and the goal of maintaining activity at the street level; include retail or other active uses at street level on at least the south and east sides of the lot.**

CULTURAL AND ENTERTAINMENT OPPORTUNITIES/ SPECIAL EVENTS/ANIMATION

Provide places for people to sit together, talk to and watch each other, areas for the community to assemble and small corners for spontaneous happenings.

- The Downtown Plan, Springfield, Illinois

ASSETS

Downtown Cheyenne remains one of the city's most vital assets, representing the heritage of the city, providing a sense of identity and reflecting the specific character and uniqueness of Cheyenne. These are desirable qualities for a city to offer its people and people's awareness of their cultural settings serves to strengthen a community.

Architectural sites and cultural events such as ethnic festivals play a significant role in building the image of the community and creating an exciting and inspiring environment that attracts customers, investors and tourists. Continual occurrences of personal and significant events in downtown areas provide enriching experiences. Stage areas for such events gradually symbolize what has happened in and around them. The strengthening of these places perpetuates the vitality of a city, its people and their customs. While the DDA should not duplicate activities and/or services provided by other organizations, it can support and encourage Downtown events.

The 1990 Wyoming Centennial celebration brought a large number of people to the north part of Downtown and demonstrated the enthusiasm that can be generated by an exciting, high-quality event. Many of the hurdles frequently cited as reasons such an outdoor celebration will not work here were satisfactorily overcome. Others have been identified and can be surmounted in the future.

Downtown is filled with fine facilities for cultural events: the Civic Center, the State capitol complex, the Union Pacific Depot, the Lincoln Theater and the Atlas Theater. In addition to these, the Downtown hosts numerous galleries and locations for smaller gatherings and exhibits.

CHALLENGES

No city ever achieved greatness by filling potholes. What sets cities apart are the "extras" - walkways, arts and entertainment opportunities, the aesthetics of Downtown. These are the things that can draw people - and businesses - to a community.

A real factor from which many downtowns benefit is increasing sidewalk activity. Animated areas attract potential customers and a number of retailers believe it is extremely important to orient downtown retail projects toward the street. Public art, vendors, sidewalk cafes, pocket parks, play areas, information kiosks, pushcarts and craft booths provide pedestrian interaction points and can add to the activity on the sidewalk level, encouraging people to linger when Downtown for business, shopping or cultural events.

The quality of cultural events is critical to the success of the event and absolutely pivotal to the image of the location in which it is held. In order for an event to attract large numbers of visitors and to progress year after year, it must be diligently planned and must grow around a theme that communicates quality, excitement, and broad interest. Such an event must include activities appropriate to all age and income levels, and to local residents as well as out-of-town visitors.

The Downtown does not have a strong track record for quality in special events. In the past, most special events have been promotional sales; there has been little or no cultural focus.

A particular difficulty in planning for special events is that Downtown lacks a good space for accommodating them. A "commons" similar to those planned in the center of the early colonial towns would suit Downtown's cattle baron and railroad image. Such a gathering place would also promote a more active street life in the Downtown.

A parallel concern is the perception that Downtown lacks day-to-day cultural and recreational activities. There is a need to target the broadest range of publics in this context: seniors, children, young adults, tourists.

Additionally, there is a general perception that the only season in which Downtown can be enjoyed is summer. As new events are planned, the focus should be on shoulder-season and winter events.

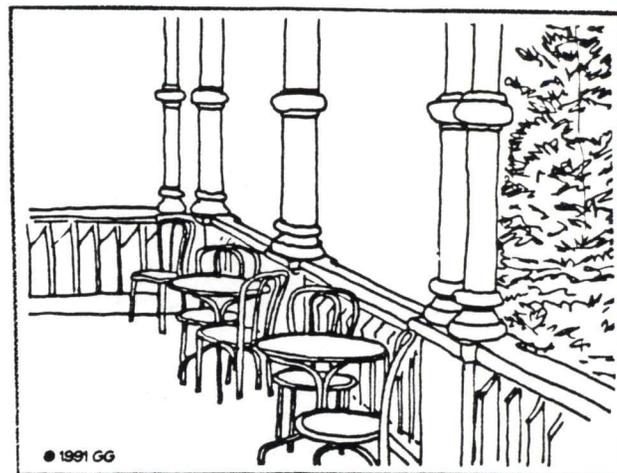
Potential development of a museum at the Union Pacific Depot provides an exciting opportunity to meet the above challenges through coordinating a transportation/train oriented major event with the depot's redevelopment. Previous railroad museum studies indicate that visitation in a year for a museum alone would be 92,200, based upon effective marketing programs, high quality exhibits and basically pass-through visitors. The development of a major transportation event would provide also provide an opportunity for end-destination travelers.

The National Railway Historical Society, Society for Industrial Archaeology, *Mainline Modeler*, Railway and Locomotive Historic Society, *Passenger Train Journal*, *Trains Magazine*, *Railroad/Railfan Magazine* and the Railroad Station Historical Society all provide information on railroad subjects and such special activities - even annual conventions.

Museums, galleries, concert halls, theaters, outdoor cafes, educational facilities, green space commons - these kinds of people-attracting, "quality of life" factors located in Downtown provide a potentially powerful driver for downtown retail development and together the two segments can attract residents and visitors Downtown to be entertained, to eat, to work and to shop -- a dynamic Downtown and an improved business climate.

GOALS

1. Promote a lively street life in Downtown, day and night and year-round.
2. Enrich and promote Downtown's prominence as an arts and cultural center for Cheyenne.
3. Institute one annual, high-quality event of national stature that correlates with and enhances the image of "visionary" Cheyenne.



Outdoor eating

DDA ISSUE STATEMENT

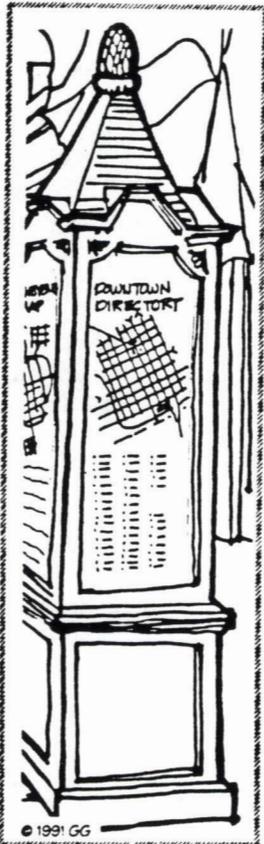
The DDA will assume the leadership role in the development of downtown cultural, recreational and entertainment events. Well-planned, high-quality cultural, recreational and entertainment opportunities will aid in realizing the downtown vision, will promote the community as a whole and will attract people for indirect support of downtown retailers.

SHORT-TERM OBJECTIVES

1. Continue sponsorship of the annual Mayor's Awards program.
 - ▶ Use the program to recognize a broad range of contributions. Maintain the emphasis on quality for both the awards and the event.
 - ▶ Consider expanding the awards event into a major fund raiser.
 - ▶ Solicit support and staff assistance for this event from the Mayor's office.
2. Assign a DDA liaison (not necessarily a board member) to groups sponsoring events in Downtown, such as the Mayor's Street Fair and Frontier Days. Pay special attention to the DDA's relationship with the downtown merchants' association and its events and promotions plans. The DDA should not be pressed into sponsorship of too many events or of events which may not meet its standards;

the liaison should be directed to work to improve the quality of an event and to help it dovetail with "visionary" Downtown.

- ▶ Send each DDA board member to one major high-quality downtown event in another city (comparable in size to Cheyenne).
3. **Review and encourage amendment of city ordinances relating to the regulation of street vending, sidewalk performers, push carts, sidewalk cafes and craft booths.** Draft regulations and agreements for sidewalk vendors and performers.
 4. **Draft a plan for location of public sidewalk amenities,** including information kiosks, pocket parks, public art, vendor locations, mailboxes, trash containers, public telephones and public restrooms.
 5. **Promote the downtown walking tour by making the tour guides widely available.**



Directory

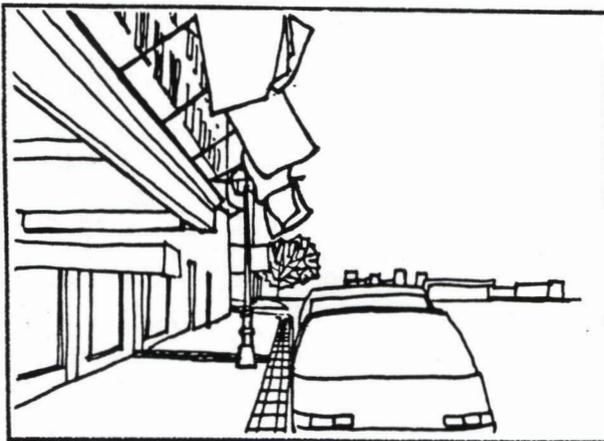
INTERMEDIATE OBJECTIVES

1. **With the assistance of the civic center, produce, distribute and publicize an arts and cultural calendar for Downtown. Market events in combination with other activities to encourage workers and others to stay Downtown longer.**
 - ▶ Assure that the quality and design of the publication promote Downtown's image. Seek volunteers from the downtown design community for layout assistance.
 - ▶ Use the calendar to promote secondary economic activity associated with

attendance at cultural events.

- ▶ Establish a system for gathering information for the calendar and publishing it on a regular basis (every 3 or 4 months).
 - ▶ Design the calendar to be a reminder to the citizenry that a city's reputation is tied in part to the quality of its cultural and entertainment choices.
2. **Institute arts and cultural opportunities Downtown by establishing an arts-in-corporate-offices program in which businesses sponsor art exhibits three or four times a year in their lobbies.** Establish a committee to carry out this objective; cooperate with the Wyoming Arts Council, Cheyenne Visual Arts Association and Cheyenne Artists' Guild. Consider expanding the program to retail and other downtown businesses.
 3. **Initiate planning for an annual Trainfest celebration in Downtown.**
 - ▶ Establish a committee to research the potential for such an event, to seek corporate and other support, and to generate ideas for the festival. Gather information about the successful 1986 Trainfest and build on that success.
 4. **As part of the DDA's strategic planning effort, identify publics who use and who do not use the Downtown.** Develop strategies to attract new people to Downtown and initiate a program to carry out the strategies.
 5. **Animate Downtown. Animation activities should be located along designated pedestrian routes.** Support present animation activities, particularly the efforts of the Cheyenne Gunslingers. Specific locations should be made available to specific vendors and entertainers.
 - ▶ Promote the continued success of the Outdoor Farmers' Market and encourage downtown businesses to include street vending in their activities. Support the valuable efforts of the Cheyenne Gunslingers and identify and recruit street vendors, performers, brown bag events and sidewalk cafes through public and private financial support and promotion efforts each summer. Investigate other ways to bring more activity to the sidewalks.

- ▶ Existing restaurants Downtown should be encouraged to seat patrons at outside tables or in sunspaces or windows which relate to sidewalk activity. Outdoor cafes should also be actively recruited. City ordinances which restrict outdoor eating and drinking should be changed.
- ▶ Kiosks for the posting of announcements and other written/graphic materials should be located in three or four locations Downtown, preferably near activity centers. The design of the kiosks should be consistent with Downtown's image, architecture and logo.
- ▶ Have the City investigate policies and procedures for performers and vendors in the downtown area.
- ▶ Identify barriers to use of sidewalks and public spaces by private enterprise. Work to eliminate these barriers in a way that will promote high-quality outdoor activity. If necessary, change City ordinances.
- ▶ Consider the use of seasonal banners throughout Downtown. Banners and other moving installations decorate and add movement to the street scene. As recommended by the Chamber of Commerce, investigate a system in which seasonal banners are "sponsored" by various groups.



Flags and banners

6. Encourage the installation of public art in the Downtown and support the Chamber of Commerce in seeking a city-wide percent-for-art policy or ordinance.
7. Identify more community-wide activities which could occur Downtown and persuade

organizers to use Downtown as "the community's center for celebration."

8. Sponsor "block parties" or other events to celebrate successful initiation or completion of downtown projects.

LONG-TERM OBJECTIVES

1. Incorporate the attraction of more arts and cultural activities Downtown into DDA's recruitment program. Use existing arts businesses to attract new galleries and studios; consider persuading one or more small, high-quality performing arts facilities to locate in Downtown. Look for enterprises which will create outdoor activity.
2. Increase the amount and diversity of open space in the Downtown.
 - ▶ Develop a downtown "commons," an open air, grassed and landscaped gathering place, on the site of the Greyhound bus depot.
3. If the art-in-corporate-offices program has been successful, consider the initiation of an annual art fair.
 - ▶ Coordinate with the Lincoln Theatre, the Wyoming Arts Council, the Cheyenne Visual Arts Association and the Cheyenne Artists' Guild to identify a high-quality fine arts theme. Direct efforts toward a niche not already filled by other arts events in the city or region.
4. Work toward the appointment of a city-wide cultural events coordinator. While this person's efforts could not be directed solely toward the Downtown, city-wide progress in cultural opportunity will reflect well on the entire community. Consider encouraging the creation of a city cultural commission.
5. Institute a series of self-guided downtown tours. Include tours to see particular aspects of the Downtown (such as architecture, history) and tours by a particular means (such as bicycle and fitness routes).
6. Investigate working with the Laramie County Community College Business Incubator Program to institute a "Business of Art" Center Downtown - an incubator center providing low-cost studios, business seminars/education, gallery and retail space.

DDA LEADERSHIP:

Organization is the key to a successful downtown revitalization program. A strong, viable organization provides the stability necessary to build and maintain a long-term effort. Developing a management program that is well structured, well funded and committed to the future is the only way to make revitalization last.

- *Main Street Guidelines, National Trust for Historic Preservation*

VISION/INTANGIBLE ENVIRONMENT

ASSETS

Previous studies demonstrate that a successful community must have either a strong identity of its own or a vision of what it would like to become. The more realistic and concrete the vision, the more likely the community is to be successful.

While Cheyenne has lacked a comprehensive, visionary concept sanctioned by more than a handful of residents, the city has achieved a key component needed for mobilization of downtown revitalization — a strong sense of dissatisfaction and concern with community problems. Such discontent can serve to offset the apathy, resistance and complacency that often thwart revitalization efforts.

Cheyenne's Downtown has many remnants of the old west to satisfy those who are in search of this part of America's past: strong buildings constructed at the height of the rich cattle baron era, a unique depot built soon after the completion of the nation's first transcontinental railroad, and western goods for sale in many shops, all under the watchful eye of the golden dome of the historic Capitol building.

CHALLENGES

DDA possesses an opportunity to effectively mobilize citizen concern by addressing issues that are universally seen as problems. The resolution of such problems can be accepted by people as being in the common good for all of Cheyenne — not just Downtown.

Three keys to creating a "visionary" Cheyenne appear to be:

- ▶ Solving problems that impose a negative image on Downtown both for those who visit Cheyenne and for those who live in Cheyenne, even if they don't use Downtown now.
- ▶ Identifying and using elements of quality that have historically served as assets for building a lasting and positive emotional image for everyone who uses Downtown.
- ▶ Providing strong leadership to define the "visionary" Cheyenne and to develop a plan that cultivates this identity.

GOALS

1. **Establish a strong identity for downtown Cheyenne and develop a plan that cultivates this identity.**
 - ▶ Rekindle an awareness of what Cheyenne really was from the beginning: not a cowtown — but a permanent settlement of Victorian structures associated with important people and events.
 - ▶ Acknowledge the historic importance and vitality of Downtown as the seat of government, a professional workplace, an area serving the associated workers, a home to wealthy cattle barons, a transportation center, and a tourist attraction.
2. **Build a consensus within the community, and within Downtown itself, that Downtown's image is that of a first-class cattle baron and railroad town.**

- ▶ Foster development in Downtown which will proclaim its image.
- ▶ Communicate the message of Downtown's image throughout the community and the region.

DDA ISSUE STATEMENT

The DDA's priorities for FY 1991-1992 are:

1. staff;
2. design and physical image;
3. public relations, promotion, cultural/entertainment events;
4. business retention and recruitment;
5. seeking additional funding sources;
6. organization, including maximization of resources through work with other boards.

SHORT-TERM OBJECTIVES

1. **Define "visionary" Cheyenne and adopt a vision statement.** Request endorsement of the vision statement by City Council and the mayor.
2. **Initiate a public relations program to cultivate Downtown's first-class, cattle baron and railroad town image to both the resident and visitor segments.**
 - ▶ Obtain an updated logo.
 - ▶ Mount a continuing publicity campaign to keep Downtown's image in the public mind, and as a constant reminder that a healthy Downtown makes a healthy overall business climate for the whole community.
 - Capitalize on Downtown's positive characteristics.
 - Highlight new businesses and business improvements.
 - Make notification of the media a habit.
 - Publicize the diversity among different areas of Downtown.

INTERMEDIATE OBJECTIVES

1. **Implement and update the downtown master plan which incorporates and promotes the vision statement.**

2. **Institute a recognition program for activities/businesses that actively foster development of the "visionary" Cheyenne.**

LONG-TERM OBJECTIVES

1. **Institute annual review of DDA activities for correlation with "visionary" Cheyenne.**
2. **Review Downtown's image and consider different images, or sub-images, for different parts of Downtown.**
 - ▶ Develop micro plans for each defined section of Downtown.

ORGANIZATION, PARTNERSHIPS AND RESPONSIBILITIES

ASSETS

The Forum 1999 project revealed that there is a great deal of community support for redevelopment of the downtown area. Both the mayor and the City Council have given solid verbal support to efforts to improve the Downtown.

There is a strong venture underway to rehabilitate the Union Pacific Depot in order to capitalize on grant monies from the state legislature. Because of this, the DDA will be able to turn its attention to other downtown issues, including the development of parts of Downtown adjacent to the depot site.

Downtown does not have to compete with the mall. There are market niches not filled by the mall which can be filled Downtown. The DDA can concentrate its leadership in these areas, to build the image for Downtown which sets it apart.

Diversity of funding sources will be a vital requirement for the DDA. With increasingly restricted public budget, there is necessarily growing emphasis on leveraging more private dollars with fewer public dollars. The DDA must take the leadership role in investigating, proposing, acquiring and managing more complex financial and managerial "deals" for downtown development, encouraging the city's perception of itself as investor rather than grantor and the use of public funds to reduce private risk or costs to a level that makes downtown projects financially feasible.

Distinguishing situations where public assistance is required and a government role is proper is critical in the allocation of scarce governmental resources. Leveraging public monies with private funds also requires building strong partnerships with the private sector for capital and expertise.

Along with the philosophical responsibility for DDA activities, the board ultimately assumes the legal responsibility and accountability for the DDA program, ensuring the program fulfills legal

requirements in the conduct of its business affairs. State statutes and city ordinances provide definitions and duties for the DDA.

Although the board may delegate daily management and planning activities to the director and committees, the review of program plans, budget monitoring and evaluation of program effectiveness cannot be delegated.

According to Cheyenne City Code, DDA is required to:

- ▶ Submit, before the first day of May each year, to the City of Cheyenne a proposed operating budget for the forthcoming fiscal year, from July 1 until June 30.
- ▶ Keep a regular set of books and financial records for the operation of its projects and activities showing in detail any business transaction.
- ▶ Following the close of each month the board shall report to the governing body of the City of Cheyenne all transactions for the preceding month and financial condition of the board.

The DDA's current account balances and continued city funding provide a source for immediate action as well as future planning. In addition, while the state's banking institutions, although having relatively good deposit levels, have been labeled as tightfisted. The state's policy is rated as one of the most active in local economic development assistance and financing.

CHALLENGES

To champion the visionary Cheyenne, DDA must assume a strong and active leadership role. If the leadership comes solely from the government, the project is likely to fail. Involvement of local residents and business persons is vital.

While assuming the private sector leadership position, DDA must also build strong and productive work relationships with appropriate

public agencies at the local and state levels, as broad based political support can meet critical needs such as funding resources, government agency staffing assistance and office location.

Housing the DDA within city government certainly provides the greatest level of security, but can also inhibit the development of private sector advocacy and participation. Locating within the government may result in close political alignment and a perception of DDA as pro-government and not pro-business.

In the leadership role, the DDA board also needs to forge cooperative relationships with other Cheyenne organizations, as the entire community must rally together for successful downtown development. By working together with other organizations and/or associations, DDA can better promote the Downtown's health as a vital portion of the entire community's well-being.

As the leader for the creative "visionary" process, the DDA board should consider a logical extension of its role as defined by state statute to include stimulation of the downtown economy through education, consensus building, maximization of volunteer participation and focus on activity in the Downtown. In order for board members to represent this larger view of why downtown revitalization is crucial for the entire community, board members must agree to fully support DDA efforts.

To be viewed as legitimate and credible, the DDA board must immediately initiate a well-planned program, consistent in quality and identity, to establish its leadership role.

In addition to assuming the leadership role in redevelopment of an intangible and intangible "quality of life" Downtown, the DDA must realize the importance of human service issues. While Cheyenne's transients pose much less of a problem than in larger cities, the homeless are evident in our city. Assuming a leadership role means that DDA will work with other human service agencies/organizations to find compassionate solutions to the problems of Cheyenne's homeless and transient populations.

Hand in hand with the necessity to provide the organization means to implement the downtown recommendations is the need to provide a means to finance these recommendations. By necessity

these must include both public and private funding sources. In an era of tight financial constraints, significant progress in Cheyenne's Downtown will depend on forging a strong public-private partnership.

Inherent in this challenge is the identification and acquisition of appropriate funding sources for the Downtown Development Authority operations and monies for downtown businesses and/or landowners for development and rehabilitation. Unfortunately, the DDA, by statute, must depend upon donations to the Authority and monies borrowed and to be repaid from other funds received, pursuant to statute.

The DDA board is charged with raising sufficient funds to ensure program commitments can be met. Previous administrative funding has included donations from downtown businesses and individuals, dues, fund raisers, city allocations and a transfer from the revolving loan funds to establish the Main Street Center.

The DDA can take advantage of three types of tax-exempt financing mechanisms. Tax increment bond financing can be accomplished to provide tax-exempt financing to make improvements within a downtown area. Realistically, tax increment financing is feasible only when large improvement projects are contemplated. Revenue Bonds can be issued by the City of Cheyenne. Special improvement district financing is another method to finance downtown improvements, with the city issuing tax-exempt special improvement district bonds to provide funding and the property owners paying assessments over a specified period to pay back the cost of their share of the improvements.

A variety of other funding sources should also be explored, including Wyoming Investment Fund monies, Community Development Block Grants, historic preservation tax credits, foundation and government grants; however, to qualify for many grants, the requesting organization must be qualified as a 501(c)(3) tax-exempt corporation. The DDA should also consider future requests for allocations from the 1 percent sales and use tax and/or the lodging tax.

Many of the details regarding financial resources are already provided by other agencies/organizations (i.e., LEADS, County Grants Coordinator, Wyoming EDS Board). The key to providing the information to those

interested in downtown development is comprehensive cataloging of sources by category (e.g. operation, preservation, start-up funding), provision to downtown business and land owners and general publication. Revolving loan funds should be included in the process, but should be advertised immediately for use by downtown businesses.

Immediate challenges include unraveling past financial transactions and initiating a consistent form of financial record keeping and reporting. In the long term, the board will be faced with selecting appropriate financing mechanisms for both growing operational costs as well as special projects.

GOALS

- 1. Fulfill a leadership role for the Downtown.**
 - ▶ Demonstrate a commitment to work and succeed over time.
 - ▶ Monitor Downtown's place amid local, regional, national and worldwide trends.
 - ▶ Promote open communication among downtown businesses and between Downtown and other segments of the community.
 - ▶ Be perceived as the leaders for Downtown, the central clearinghouse for downtown planning and progress.
- 2. Establish a sense of unity among downtown businesses and communicate that solidarity to the rest of the community.**
- 3. Build public support for downtown redevelopment.**
- 4. Establish a strong public-private alliance.**
- 5. Demonstrate a commitment to work and succeed over time.**
 - ▶ Maintain and update the comprehensive action and master plans.
 - ▶ Develop membership guidelines for active recruitment, retention, training and participation for board members.
- 6. Establish standardized financial reporting form in accordance with accepted accounting procedures.**

- 7. Comply with City of Cheyenne reporting and documentation requirements.**
- 8. Ensure sufficient funds for fulfillment of program commitments.**

SHORT-TERM OBJECTIVES

- 1. Initiate public relations efforts. Create and take advantage of opportunities to highlight the positive side of Downtown in the public eye.**
 - ▶ Invite the media to all DDA meetings and events. Plan press conferences to announce major DDA decisions.
 - ▶ Monitor downtown activities and notify press of notable development activities.
 - ▶ Publicize the downtown hotline for people who want to call about downtown issues, concerns, and problems.
- 2. Improve communication with downtown businesses and among the various groups and individuals whose activities affect Downtown.**
 - ▶ Incorporate broad-based community support through use of non-board ad hoc committee members, constituent participation, public participation and recruitment and training of potential board members.
 - ▶ Institute a policy to deal with communication problems directly and immediately.
 - ▶ Maintain an internal newsletter to promote downtown communication. Distribute it among all downtown businesses, property owners, and other interested people.
 - ▶ Involve every firm/agency/business that may be affected by downtown projects; inform them of what, when, where, why and how they will be affected.
 - ▶ Build credibility for the DDA by maintaining contact with downtown businesses.
 - Listen.
 - Set up a schedule to assure that each downtown business has met with a DDA member (or another person on the DDA's behalf) within four months of approval of this plan.

- Influence businesses to identify with Downtown's image.
 - DDA members should regularly brief the board as a whole about downtown issues raised in meetings and informal discussions.
 - Institute a policy to respond promptly when issues are raised with the DDA.
- 3. Initiate ongoing contact with groups whose interests affect the Downtown,** including the downtown merchants' association, the Chamber of Commerce, and LEADS. Assign a DDA member or representative to attend regular meetings of these groups and to arrive at a clear understanding of the roles of each in relation to the DDA.
- ▶ Encourage the historic preservation board to develop and conduct a public awareness program of historically factual downtown architecture and style. Assist the preservation board with publicizing the program and encouraging involvement in preservation.
 - ▶ Encourage the downtown merchants' association to continue with promotions and events, offering DDA assistance as requested and appropriate. As a rule, DDA should focus on Downtown's image while the downtown merchants' association (and perhaps the Chamber of Commerce) concentrate on association and promotional activities.
 - ▶ Actively work with social service agencies and local governments to find a compassionate solution to the problems of Cheyenne's homeless and transient populations.
- 4. Define and adopt a mission statement, then present it to the Council and Mayor for approval and endorsement and to the public for concurrence.**

ONGOING OBJECTIVES

- 1. Use the revised DDA Action Plan to meet the objectives of Board members and the city, then use the Action Plan as an ongoing guide for DDA efforts.**
- 2. Conduct an annual DDA strategic planning session. Identify local, regional, and**

national trends and define ways to capitalize on them. Review the vision for Downtown and outline tactics for achieving the vision. Incorporate these tactics into a plan with well-defined goals and objectives.

- 3. Establish and utilize standardized record keeping system, including updating of records and maintenance of files.**
 - ▶ Provide monthly reports, including DDA operating, revolving loan, and design accounts.
 - ▶ Investigate and resolve tax identification numbers.
 - ▶ Authorize and approve annual audit and/or compilation of records.
- 4. Prepare and submit annual operating budget prior to May 1.**

INTERMEDIATE OBJECTIVES

- 1. Institute a committee support system for the DDA.** Establish, empower and monitor committees to accomplish specific projects and tasks on the basis of important work which needs to be done so volunteers don't sit idle. Involve as many people as practicable within the committee system; try to use each person's talents to the best advantage. Resolve protocol issues regarding interaction among the Board, individual Board members, committee chairs and members, DDA staff, and City staff.
- 2. Build interest in the Downtown and credibility for the DDA through a publicity program.**
 - ▶ Prepare a downtown slide show and encourage groups in town to invite DDA members to speak and present the slides.
 - ▶ Convince the newspaper to publish a regular column on Cheyenne's image and/or Downtown.
- 3. Provide a "one-stop shopping" service to businesses seeking to locate or build in Downtown.** The city has streamlined its development process requirements, so this courtesy should not require a great deal of time or energy.

4. **Institute procedures for regular review and evaluation of operations and performance standards of organization and personnel.**
5. **Develop membership guidelines for recommending, selecting, recruiting and development of individuals to serve on DDA board.** Guidelines should include:
 - ▶ Contribution of knowledge, financial resources and/or labor to the DDA program.
 - ▶ Willingness to promote DDA goals and activities to his/her own constituent groups and to the entire community.
 - ▶ Understanding and endorsement of DDA mission.
 - ▶ Ability to fulfill time requirements.
 - ▶ Encouragement of downtown leadership development within sphere of influence.
 - ▶ Promotion of unity within the organization and willingness to resolve internal conflicts.
 - ▶ Attendance at DDA board meetings and events.
 - ▶ Willingness to support board decisions, even when disagreeing with majority.
6. **Establish a strong public-private partnership.**
 - ▶ Comply with City Council requirements.
 - ▶ Define DDA's role in working with the government.
 - ▶ Encourage cooperative climate between downtown interests and local public officials.
7. **Initiate plans for passage of tax special improvement district financing.** This includes:
 - ▶ Define DDA's proposed special improvement district and reasons for/benefits of tax.
 - ▶ Research and outline projected district associated costs and income.
 - ▶ Identify potential opposition (both people and concepts) and develop counterpoints to support district formation.
- ▶ Personally contact all property owners.
- ▶ Enlist support of local government officials.
- ▶ Publicize DDA's proposal and enlist community support.
8. **Establish written policies and procedures for Revolving Loan funds to assure compliance.**
 - ▶ Review contracts with EDS board and obtain file copy for DDA records.
 - ▶ Review current files with loan administrator in city planning office.
 - ▶ Provide interested parties with copy of policies and procedures and publicize purpose and availability.
 - ▶ Provide monthly statement of loan balances.
9. **Compile list or file of potential funding sources appropriate for administrative costs and/or projects, including grants, individual and business donations, corporate sponsorships, and fundraising events, as well as government funding.**
10. **Initiate formation of separate Downtown Development Foundation 501(c)(3) non-profit corporation to serve as solicitor for private and government grants, bequests, and charitable donations.**

LONG-TERM OBJECTIVES

1. **Schedule an annual DDA board retreat to update the downtown plan. Solicit public comment before final revisions.**
2. **In cooperation with the downtown merchants' association, evaluate the potential for consolidated marketing of retail businesses Downtown.**
3. **In cooperation with the appropriate community service organizations, develop a plan to deal compassionately with the problems of transients Downtown.**

4. Identify master plan projects/programs requiring additional funding and pursue appropriate funding sources.
5. Investigate fund raising projects/events sponsored by DDA and applicable for specific programs/projects.

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