

CHEYENNE'S HISTORIC WEST EDGE REIMAGINED

CITY OF
CHEYENNE
WEST EDGE
VISIONARY
BLUEPRINT

CHEYENNE, WY
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Acknowledgements:

On behalf of our EPA Coalition including the City of Cheyenne, Laramie County, and Cheyenne Downtown Development Authority, in addition to our consultant team of Ayres Associates Inc and DHM Design, we would like to extend our sincere appreciation to the U.S. Environmental Protection Agency (USEPA) for its' funding support. The USEPA graciously awarded the City of Cheyenne Brownfield Coalition several grants totaling \$2,000,000 to assist in funding the environmental and planning activities outlined in this report. Without this funding support, this report and many of our redeveloped Brownfield sites may have laid idle indefinitely.

DHM Design, Ayres Associates, Dave Knopick, MindMixer, Warehouse Twenty-One



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Executive Summary

Great potential exists in the Downtown Cheyenne area, but as with many other communities, the future of Downtown Cheyenne is related to the past and present context of the area. In an effort to address the environmental context in and around Downtown, the City of Cheyenne pursued and was selected to receive a brownfields assessment coalition grant. This grant set a foundation for focusing planning and implementation efforts on achieving the vitality and vibrancy of an attractive, inviting and livable place in the Lower Capital Drainage Basin and the West Edge of Downtown Cheyenne.

Overcoming brownfields to activate the West Edge

Virtually every town has abandoned, idle, or underused properties available for reuse. Whether they lie vacant because of actual environmental contamination or the perception of possible contamination, these properties can have a blighting influence on the area in which they exist.

Downtown Cheyenne is no exception. The West Edge area exists between the Downtown core, railroad tracks and existing residential neighborhoods. The \$1 million Brownfield EPA Coalition Grant awarded in 2011 helped position our community to start redevelopment in the West Edge for a revitalized Downtown, with a vision that incorporates surface stormwater drainage features along with improved streetscape and Downtown park spaces. This effort will assist in closing the gap associated with the perceived and real potential for the existence of brownfield(s) in the West Edge.

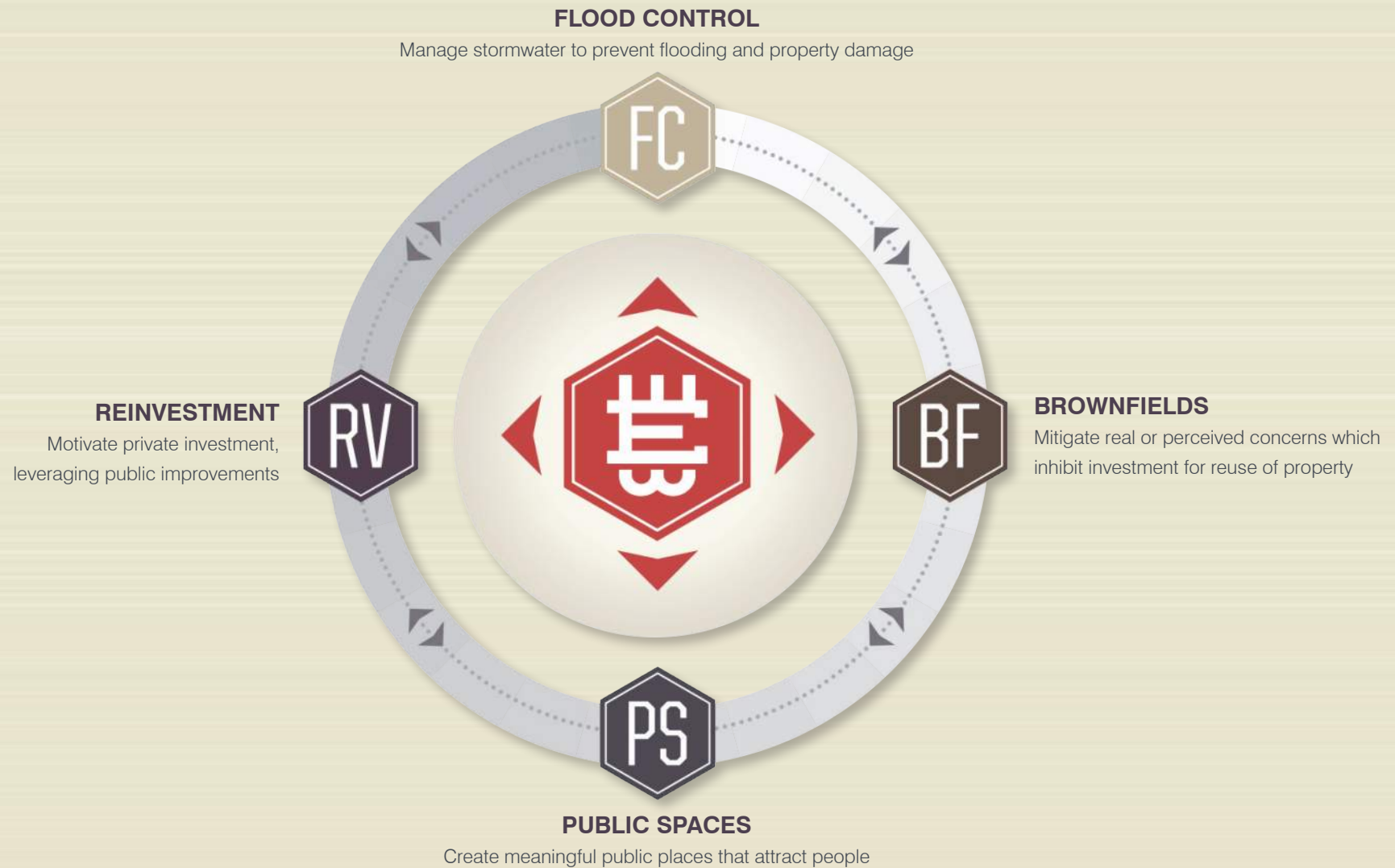
The Cheyenne Community Vision

The EPA grant included funding for community involvement in shaping a vision for the West Edge. Several meetings were held in 2012 and 2013 and community input was gathered through a MindMixer website. The community vision includes public and private improvement ideas. These concepts are for long-range visualization only and actual improvements have not yet been designed, See Section 2.0 of this report.



West Edge “Compass Approach”

Downtown revitalization is a complex issue with multidimensional challenges. The West Edge Project seeks to advance a multi-pronged approach to help advance meaningful progress toward a common goal; a thriving core. To this end, here is the West Edge project in a nutshell:



Several significant historic structures survived decades of transformation, many with attractive brick and stone block detailing. New businesses have already emerged, adapting warehouses for re-use as offices and other commercial use. A number of large employers, including the City and Wyoming Tribune Eagle newspaper, bring employees who could support additional retail and services in the area. The walkable nature of the West Edge and Downtown core suggests the potential for residential. With incremental infill, the West Edge holds great potential to become a vibrant area to live and work.

The vision of a revived West Edge formed by the local community includes livability, diversity, and economic development goals.

Outcomes following revitalization will include:

- New public amenities and parks
- Heightened public safety
- Enhanced community identity
- Stormwater control
- Improved environmental quality
- Improved tax base putting new businesses on vacant land
- Increased affordable housing and workplace options
- Enhanced pedestrian/bicycle connectivity
- Increased collaboration between civic, non-profit, and for-profit partners
- Enhanced opportunities for healthy, active recreation for all ages and income levels

Next Steps

Since the West Edge planning and design project began, several grants have been received to help build a foundation of public funding that can be leveraged for specific reinvestment activities and opportunities.

Through the 6th Penny vote in August 2012, citizens approved a Specific Purpose Sales Tax to designate \$4.8 million to begin addressing stormwater management in the Lower Capital Basin, a central component of the West Edge Project. Envisioned to help seed matching funding and property acquisition, the confidence exuded by the voters demonstrates the value placed upon Downtown Cheyenne. The Specific Purpose Tax fund expenditures are limited to those items listed in the ballot, and provide one source of funding for a limited scope of the improvements associated with the Capital Basin. Coupled with the significant time invested in planning efforts, and by choosing to fund this project in a responsible and strategic manner, the prospects for advancing the vision appear bright.

Following the public investment, private development has the opportunity to add contemporary buildings and a wider range of goods and services to this neighborhood, adding even more value to the West Edge.

For more information on Cheyenne's West Edge District, visit www.CheyenneWestEdge.com or contact the City of Cheyenne: 2101 O'Neil Avenue, Cheyenne, WY 82001
Project Manager: Matt Ashby, 307.637.6271, mashby@cheyennecity.org

1.0 SNAPSHOT



1.0 SNAPSHOT

1.1 Introduction

“Downtown Cheyenne represents the heart and soul of the Cheyenne community and the vitality of the Downtown development district set the pace for the community, as well as Cheyenne’s place among other Front Range communities. As such, Downtown Cheyenne can position itself as a unique vibrant urban experience by becoming an attractive, inviting, and livable central gathering place” (Market-Based Downtown Plan, 2006).

Welcome to Cheyenne’s West Edge Plan, where vision intersects with action. As reflected in the statement above, Downtown holds a special place in the hearts of Cheyenne’s residents, and the many visitors who come here to experience the best of what we have to offer. Yet, many studies over the years have indicated that we need to do more to pump vitality into our Downtown. As we look to overcome the many hurdles that need crossing on our way to enlivening Downtown, we reflect on the recent Historic Placemaking study, which noted the following:

The sense that Cheyenne is poised on the precipice of change is striking. “We’re on the cusp,” people agreed, but with no clear consensus on what should emerge next.

The Wyoming Tribune Eagle provided an editorial vision to the emerging issues in January of 2014 entitled “Vitalizing Cheyenne: Attitudes and Amenities.” Among the issues highlighted, writers highlighted the importance of attracting and keeping younger professionals in the community, noting that; “Perhaps the biggest needed change here is that of mindset. Cheyenne must no longer view itself only as part of the Wyoming

community, doing things the way they always have been done in the Cowboy State. Rather, if this city hopes to enjoy a high-tech future, it must come to see itself as an integral part of the Front Range and everything that demands in terms of amenities and attitude.”

It is with this clarity in mind, that the concept for the West Edge emerged.

Many of the easy actions have already been accomplished, leaving some of the more fundamental – and complicated – issues left to be resolved to enable more large scale progress toward revitalization.

These factors, along with years of public discourse about the future of Downtown, led to the pursuit of a more holistic approach to addressing the aspirations of our community. One issue seemed to lead to another, which wrapped in yet another key barrier to overcome.

Ultimately, in an effort to address the environmental context in and around Downtown, the City of Cheyenne pursued and was selected to receive a brownfields assessment coalition grant in 2011. This

program allows the community to simultaneously address the following items in an integrated manner (i.e. The “Compass Approach”):



Managing stormwater quality and flood control issues to protect life and property investments;



Assessing and mitigating brownfields to address any real or perceived environmental concerns;



Creating public spaces and recreation amenities to create neighborhood focal points; and



Inspire private investment and redevelopment in the area.

This grant set a foundation for focusing planning and investment efforts on achieving the vitality and vibrancy of an attractive, inviting and livable place in the Lower Capital Drainage Basin and the West Edge of Downtown Cheyenne.

The process, recommended vision, and implementation strategies are contained within this plan to help guide future endeavors to bring the community’s bold vision to life.

1.2 What are Brownfields?

From a brick building with its boarded-up windows to an empty lot surrounded by a wire fence – brownfields are not uncommon. Virtually every town has abandoned, idle, or under-used properties available for reuse. Whether they lie vacant because of actual environmental contamination or the perception of possible contamination these properties can have a blighting influence on the area in which they exist.

Many times people hear the word brownfields and immediately conclude that a large parcel of land contains hazardous materials – an old industrial or mining site or rail yard for example. In reality, a brownfield can be the aggregation of many smaller parcels used for many different purposes in which a number of hazardous materials have been stored or used.

In some cases an entire district can be considered a brownfield because of the migration of hazardous materials via the air, soil or groundwater.

As alluded to above, properties where such conditions exist or where there is even the perception of such conditions existing become less desirable for the purposes of reinvestment and community development. These properties generally become vacant and dilapidated, and property owners find that they do not have the resources to clean-up the property and there are no buyers in the private marketplace that desire to take on the liability of clean-up efforts.



Wyoming Tribune-Eagle

But, the redevelopment of these areas can increase property values, create jobs, and generate local property and sales tax revenues. To entice redevelopment and reinvestment by the private marketplace, intervention measures must be taken to close the gap created by the potential cost and liability associated with brownfields.

Downtown Cheyenne is no exception; our community has brownfields. The \$1 million Brownfield EPA Coalition

Grant awarded in 2011 was initially intended to help our community redevelop the West Edge into a revitalized Downtown amenity, incorporating stormwater drainage and stormwater quality features. This is accomplished by supporting planning and design efforts and focusing brownfield assessment efforts into this area of the community. This effort will assist in closing the gap associated with the perceived and real potential for the existence of brownfield(s) in the West Edge.

1.0 SNAPSHOT

1.3 What and where is the Lower Capital Basin and the West Edge?

The physical location and context of the West Edge is unique because it is located within the Lower Capital Drainage Basin and is the “west edge” of Downtown Cheyenne. The Lower Capital Basin area has many assets, including treasured historic buildings and proximity to the Downtown and the depot. This area has historically been challenged by the risks of flooding and the high costs of addressing impacts from previous industrial development in the area.

The drainage basin is a developed area located within the central portion of Cheyenne. During rain events stormwater flows across the area, but has a tendency to pool because of: the relatively flat topography; the large amount of impervious surface; the barrier created by the Union Pacific rail yard to the south; and the limited points where water can flow out of the basin.

It should be noted that because of topography and climatic pattern, flash flooding is not uncommon in this area when rains come in large amounts over short periods of time. In 1985, approximately six inches of rain fell in three-and-one-half hours trapping many people. In addition to \$65 million in property damage, 12 people were killed and 70 were injured in that storm event.

The associated map shows the location of the Lower Capital Basin and delineates the areas that would be affected by a 100-year flood event (1% chance of

flood) if it were to occur today. Pavement and building expansions over time have significantly increased the amount of storm run-off in the area, even though there are now requirements for stormwater detention and retention facilities associated with new development.

Even with the extensive improvements made in the last 25 years, the next major storm may cost the Cheyenne community more than \$70 million directly and total more than \$100 million, including indirect costs. The potential impacts of such an event could be devastating to the West Edge, as well as other portions of Downtown Cheyenne. Increasing the pipe sizes and detention capacity of the existing stormwater sewer system is a possible solution, but will be very expensive and do little to improve the overall livability of the neighborhood.

The West Edge neighborhood is a valuable place in the historic and current fabric of Cheyenne, hosting several distinctive buildings that tell a story about Cheyenne's past. These architectural gems provide interest and variety to the public environment.

The existing historic and unique architectural character of Cheyenne features local stone and detailed brick work that can be preserved and built upon. Currently, Downtown Cheyenne and the West Edge are host to vital activity and jobs that are potential catalysts for future business development and for building an even stronger economic core for the city. Losing these assets to a flood event does not appear to be an acceptable solution to a public that recognizes this value.



**General Map of the existing
West Edge Conditions**



1.0 SNAPSHOT

1.4 Planning and Improvement Efforts

Since the flood event of 1985, the City of Cheyenne has worked diligently to plan, design and implement infrastructure systems and development guidelines and requirements to avoid such future occurrences.

Such efforts have ranged from public flood control and stormwater conveyance improvements to requirements for stormwater retention and detention improvements associated with private development.

Several citywide, topic and area plans have set the tone for making many recent community improvements, but also have set the tone for future improvements in Downtown, which includes the West Edge.

Corlett/CBD West Redevelopment Plan (1989)

Twenty-five years ago, community leaders envisioned a thriving neighborhood west of Downtown, encompassing 450 acres - a great deal more property than is currently contemplated by the West Edge.

This redevelopment plan highlighted similar potentials embodied in the area, and sought to spur on investment through what was called a Development Incentive Overlay District. Improvements along Crow Creek were envisioned along with the concept to convert the Steam Plant into a museum.

Although similar in broad concepts, the plan focused heavily on public/private partnerships, indicating that incentives were the key to progress. Although similar limitations still exist for such incentives today, the West Edge project benefits from new programs that have been developed in intervening years that may be able to help bridge some of the funding gaps.

Vision 2020 (2001)

Prior to PlanCheyenne, the Greater Cheyenne Chamber of Commerce sponsored a public process to create a community vision for Cheyenne. A Vision 2020 committee was formed to establish a vision of Cheyenne in the year 2020. During this effort many people were asked to share their vision of the

community in 20 years. Focus groups, surveys and town hall meetings were conducted. As a result of this effort a set of priority actions were developed to use as opportunities presented themselves.

The following statement from this effort has provided a backdrop for later planning efforts –

While staying firmly rooted in the best of the West, the Cheyenne area of the future will take advantage of new possibilities.

One of the possibilities identified during this process was a vital Downtown that includes unique businesses, a range of housing and attractive gathering places.



Municipal Building



Historic Pump House

PlanCheyenne (2006, 2014)

As with many comprehensive plans, **PlanCheyenne** is a citywide plan that takes an integrated view at the future of the community. This planning effort looks at existing conditions and the desired vision, and sets the path for future growth and development by establishing goals and identifying implementation actions for achieving those goals at a broad level.

The **PlanCheyenne** process incorporated extensive involvement of citizens, and city and county officials to outline our approach for growing as a “community of choice.” This guiding statement is one of seven themes in the plan.

In Cheyenne, being a “community of choice” means being a place where a wide variety of people can find what they are looking for in a hometown, while providing an exemplary standard of living that’s second to none.

Market Based Downtown Plan (2006)

Certain planning efforts like this one, led by the Downtown Development Authority, take a more specific look at areas of the community.

By assessing the role of Downtown within a changing Cheyenne marketplace, tangible action-oriented improvements to attract new investment were identified.

The following niche strategy for Downtown was identified to capitalize on Downtown’s opportunities:

Downtown Cheyenne should position itself as a unique, vibrant urban experience that celebrates its western heritage and advances its New West future. Downtown can accomplish this vision by becoming a central gathering place for the community that is attractive, inviting, fun and livable.

Historic Placemaking (2012)

“It’s clear that Cheyenne’s people yearn for a Downtown that bustles with economic, cultural and social activity: a pleasant place to live, work, shop and dine as well as (the) capital city (of) Wyoming deserves.”

The recent Historic Placemaking Project emerged from growing interest among community leaders in exploring how Downtown Cheyenne can progress. Over 400 champions for and stakeholders in Downtown Cheyenne developed recommendations and strategies during this one-year collaboration process. The strategies cover about five years of work with an investment of \$5.4 million identified to create enjoyable, distinctive communities and authentic environments.

The West Edge project fits well with several recommended strategies. These past and recent planning efforts indicate the importance of Downtown Cheyenne and the West Edge.

Many people throughout the community have invested a great deal of time and effort to reach the conclusion that reinvestment is necessary in this area and that reinvestment must build upon existing strengths and assets, while addressing environmental concerns and creating meaningful places and experiences.

The West Edge effort is the logical extension of the planning done to date and brings us closer to real reinvestment and development actions.

1.0 SNAPSHOT

1.5 The West Edge Effort – Moving Forward

Successful reinvestment must come from both the public and the private sector. It must be made in a wise and strategic fashion to leverage the maximum benefits for the dollars invested. The interrelated context of flooding, brownfields, and Downtown revitalization points to the priority of strategic reinvestment in the West Edge.

Reinvestment in the West Edge offers an opportunity to create improved infrastructure; remove the uncertainty of environmental clean-up; and provide public amenities that can benefit Downtown Cheyenne by serving as catalysts for private investment in the form of both residential and commercial development.

Through multi-faceted improvements to the stormwater system in the West Edge area there is the opportunity to reduce the threat and minimize the potential impact of flooding in the Lower Capital Basin. These improvements do not need to be traditional storm drains, underground pipes or improved stream ways. Open space features and amenities can be created that effectively deal with quantity and quality issues related to stormwater, while creating amenities such as ponds, fountains, pathways and landscaped areas that enhance neighborhoods and become venues for community events and activities.

By reducing the liability and cost gap associated with brownfield assessment and potential clean-up activity, private property in the West Edge area will no

longer be under a cloud and the private marketplace can begin to reinvest in the West Edge area.

With catalyst public investment projects in the form of enhanced stormwater amenities providing functional and aesthetic improvements, such private investments will immediately benefit from unique physical features that are integrated into the West Edge neighborhood.

Ultimately, a healthy West Edge contributes to a healthy Downtown Cheyenne. As reinvestment occurs, private development projects working in concert with public improvements and amenities create an environment where people want to be.

CITIZEN FEEDBACK

“Perhaps the city could make some incentives for building owners to make their empty buildings move-in ready. Many buildings Downtown have the same potential as the Dinneen Building yet sit empty with realtor signs on them waiting for the new owner or lessee to provide the funds.”

- Dustin



St. Mary's School

CITIZEN FEEDBACK

“... Studies have proven the positive economic impact and change in quality of life just from art. I support the idea of “public art” always... murals, statues, bronzes, music, architecture and on and on.”

- *Dustin*



People do want to be in the West Edge and ultimately in Downtown to shop, to work, to live and to gather at community events and activities – to experience a place like no other in Cheyenne.

Since the West Edge planning and design project began, several grants have been received to help build a foundation of public funding that can be leveraged for specific reinvestment activities and opportunities. But, even more importantly, the citizens of Cheyenne and Laramie County have bought into the foundational work and need for the West Edge project.

Through the 6th Penny vote in August of 2012, citizens approved a Specific Purpose Sales Tax to designate \$4.8 million to begin addressing stormwater management in the Lower Capital Basin, a central component of the West Edge Project. Envisioned to help seed matching grant funding and property acquisition, the confidence

exuded by the voters demonstrates the value placed upon Downtown Cheyenne. Coupled with the significant time invested in planning efforts, and by choosing to fund this project in a responsible and strategic manner, the prospects for advancing the vision appear bright.

People do want to be in the West Edge and ultimately Downtown to shop, to work, to live and to gather at community events and activities – to experience a place like no other in Cheyenne. And they want the option to live in a vibrant, thriving urban neighborhood where amenities are just a stone’s throw away.

While this challenges the typical notion of what a “home” looks like in Cheyenne, broadening the residential market by enabling opportunities for loft-style living gives young professionals to aging boomers alike a choice of lifestyle not widely available in Wyoming. While the market demand may be small at first, the

growth of this housing segment will closely follow demand once a tangible product is available.

CITIZEN FEEDBACK

“[There is a] shift among young people to want to live Downtown. Not in a neighborhood near Downtown but actually above businesses in a dense urban center. The trend is not only in big cities, but in even smaller cities such as Scottsbluff, Laramie, Billings, and Great Falls MT. Cheyenne could stand to make itself more appealing to young professionals.”

- *Abby*



2.0 STRUCTURE



2.0 STRUCTURE

2.1 Introduction

A critical component of every planning effort involves the identification of a vision. The determination of what is desired as an outcome of not only the planning process, but also the implementation actions that result is the physical design, development and improvement of an area.

Identifying a vision that can be achieved requires the engagement and involvement of citizens. It cannot be something that is developed in a backroom and forced into action. Instead, it must evolve from a planning process that is informative, educational and inclusive. In many ways it must be responsive of the desires of citizens, yet also point to a solution that will improve the current conditions of an area.

As noted in the previous section of this report, there are a number of concerns and issues impacting the West Edge. Some are easily seen and identified. Others may be below the surface, unseen, or only periodically witnessed by the citizens of Cheyenne and the residents and businesses of the West Edge neighborhood.

On the surface, many may say that there is nothing wrong with the West Edge neighborhood. It is an older neighborhood with a mixture of uses located adjacent to Downtown Cheyenne. But flooding has been an issue and the previous industrial and service uses in the area have made an impact on environmental conditions, whether perceptual or factual. In light of the need to establish a vision of the West Edge in the future that will address the issues and concerns for the area, this planning process started in late summer / early

fall of 2012. It started by engaging the public through a variety of traditional and technological methods.

Throughout the following public engagement activities over 13 people were involved in the discussion and development of the West Edge vision.

2.2 Public Engagement

2.2.1 Community Meetings

As part of the planning process, a series of three public open house style meetings were conducted. Each of these events were designed to engage the public by not only providing the opportunity for education, but also by providing the opportunity to describe their desires for the West Edge and influence the creation of a vision that they felt was achievable and of benefit to the West Edge.

The first meeting was held in September 2012. This open house event was set-up to begin the discussion with citizens of Cheyenne and residents of the West Edge by informing them of the problems at hand related to both stormwater and brownfield issues, which were the basis for initial funding of the planning project. Additionally, people were asked to provide their thoughts regarding issues in the area; their

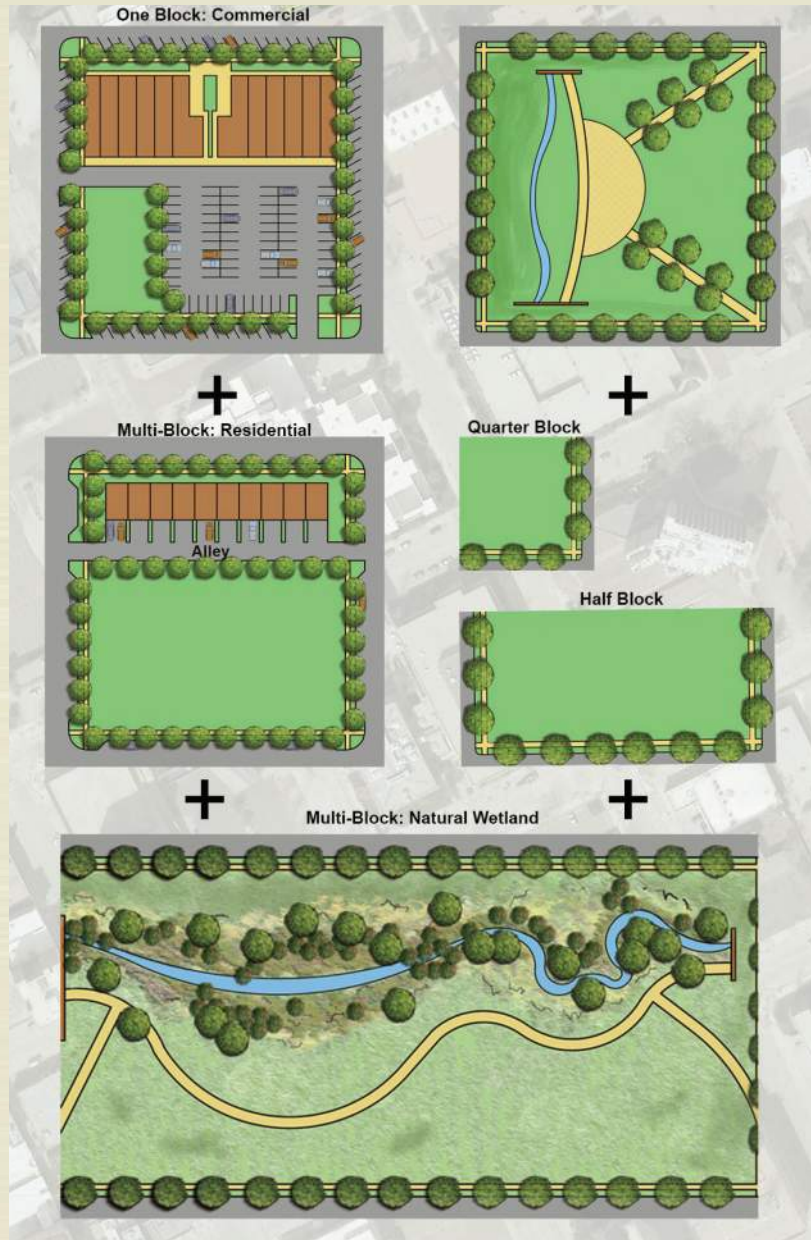
general vision for the area and important criteria that the planning team should take into consideration.

The second meeting focused upon developing an approach for addressing issues and concerns. This meeting, held in October 2012, included a trolley tour of the West Edge so that people could look at specific problems and opportunities, as



First West Edge Public Meeting

2.0 STRUCTURE



Conceptual block diagram used at the second public meeting to visualize the potential of West Edge

well as some of the improvements made to the area. This tour was supplemented with an exercise that depicted how improvements to the area may be made in the future.

For those that participated, the context was set by indicating that improvements could not work from a position of predetermined specific properties or designs. Instead, issues and problems would need to be resolved by working with willing property owners; flexibility in design approaches; and in concert with a private marketplace that would see opportunities in the area.

To emphasize this context participants had the opportunity to use “property typology puzzle pieces” to show how they might envision stormwater and recreational assets in the West Edge. The pieces consisted of various footprints – linear (within rights-of-way), alley, a quarter block, one block face, a full block and two full blocks. In addition to the footprint some pieces reflected a natural approach to such an amenity and others a formal approach.

By placing pieces together, participants saw the complexity of the task at hand as they tried to connect the pieces to create a multi-faceted amenity for recreational and stormwater use. By completing this exercise, ideas were presented that showed how it was important to connect such an amenity to other amenities in the area. Also, it gave everyone a view of the importance for working with property owners and being responsive to private marketplace proposals in designing a potential solution.

As a result of the second public meeting, it was determined that the goal of this planning process was to outline a flexible vision / approach to future improvements and development rather than a rigid design plan.

In May of 2013, the last public event was held. This open house event set the stage for presenting the vision and the approach to be utilized in pursuing public improvements in the West Edge neighborhood. At this meeting a recap of all the public input was provided. Additionally, plan and design concepts were presented for reaction. Through comments made at the meeting and the reporting of comments from the MindMixer project website, the project team was provided with the basis for this report and future action.

2.0 STRUCTURE

2.2.2 MindMixer

Supplementing and running concurrently to the community meetings, MindMixer provided an on-line forum for providing public input and discussion. The Cheyenne West Edge MindMixer website allowed individuals to engage in the planning process at their convenience.

The MindMixer site has had over 1,200 visitors, which on average have looked at 6 to 7 pages per visitor. A total of 200 participants registered and of those 171 were active participants engaged in the on-line discussion and project activity on the site. These participants were asked questions, and reviewed and commented on concepts that coincided with the content of the public meetings.

During early stages of the project the site was used to announce meetings and activities. These announcements, just as concepts later in the project, were then posted and broadcast on the web and via social media links. Additionally, a variety of initial questions asked of the project participants focused upon generating ideas and discussion around the West Edge of today and tomorrow. Photo sharing, instant polls, and questions like:

- What are the greatest strengths and challenges of the West Edge?
- What is important to the participants in the process?

Later in the process, using input received from the



Horse-drawn wagon during an event in Cheyenne demonstrates the importance of Cheyenne's "Old West" past

public at the meetings and through the MindMixer site, specific design concepts, approaches and thoughts regarding potential implementation were presented on-line for reaction, comment and further discussion by participants. The use of graphic depictions, as well as narrative descriptions allowed participants to view draft elements of the plan and provide feedback that was utilized to further refine the plan.

Overall, 140 ideas and 287 comments were recorded on-line and used by the planning team to formulate the

vision and development framework for the West Edge Plan. This on-line engagement combined with the public meetings provided very strong guidance in regard to the vision, outcomes and approach to the project. All of the ideas and comments from the website have been compiled into a summary report (Appendix A).

Prior to beginning design of any project, staff and contractors should review this document as "required reading" to gain a better understanding of how to best move forward.

2.0 STRUCTURE

The website encouraged users to upload photos of places we should draw inspiration from. Here's a few we received:



"Ultimately, I think the west edge should be a warehouse district that is the city's center for tech, art, and music!"



"Evanston, WY used a combination of funding sources to revitalize their Roundhouse Railyard area."



"Spaces that allow for gathering could engage vendors set up for key events or activities."



"Sheet metal sourced and inspired from the west edge can serve to define its flavor."

"I like it. A variation of this could be used on the old pumphouse, linking it to the railroad depot and the railroad history of Cheyenne. This was used by a smaller community here in Wyoming and shows what we can learn from our neighbors within the state."



"Austin, TX has a similar project. Waller Creek flows through 28 acres or 11% of the Downtown. MVVA and Thomas Phifer created this design."

2.0 STRUCTURE

2.3 Outcomes / Vision

The most important outcome of the public engagement process was the realization that the vision and approach of the project could not be oriented toward a specific property or properties, but had to be based on cooperative property owners and private market dynamics in regard to implementing a solution.

Thus, the “puzzle piece” exercise described above allowed both the planning team and the public to view, model and examine a variety of incremental and segmented solutions.

What was revealed through the public engagement process was a clear desire to prompt West Edge reinvestment efforts through a multi-purpose Downtown amenity with a flexible footprint or framework that when completed would accomplish the goal of improving the handling of stormwater and strategically addressing potential brownfield mitigation in the West Edge. Such a feature would serve as the cornerstone for promoting private investment in residential and commercial revitalization efforts by including both aesthetically pleasing and functional civic amenities.

While no specific footprint or framework for locating such an amenity was identified, a variety of potential design concepts were presented. In addition to the idea of a flexible footprint or framework, citizens also provided their thoughts and reactions

regarding the visualization of the following conceptual applications, all of which found general acceptability in regard to the public comments received.

As a result, the vision of a flexible footprint amenity in the West Edge, as depicted above, must adhere to several key guiding principles:

1. Stormwater should be handled through a connected series of features. The solution will not be as effective with a variety of disjointed elements.
2. Ultimately the goal is to intercept much of the flow of the stormwater and take it to Crow Creek, not Downtown.
3. Stormwater quantity and quality should be addressed through combined effect of all of the system features.
4. System features should accomplish multiple goals whenever possible - public recreation / open space, stormwater handling, brownfield mitigation, aesthetic improvement.
5. Formal and natural features may be mixed to create a complete system.
6. Certain existing public properties should be leveraged to be part of the system – municipal parking lot, City facility near the UP rail yard.
7. Any new amenity should be well-connected to other amenities in and around the area.

2.3.1 Public Spaces

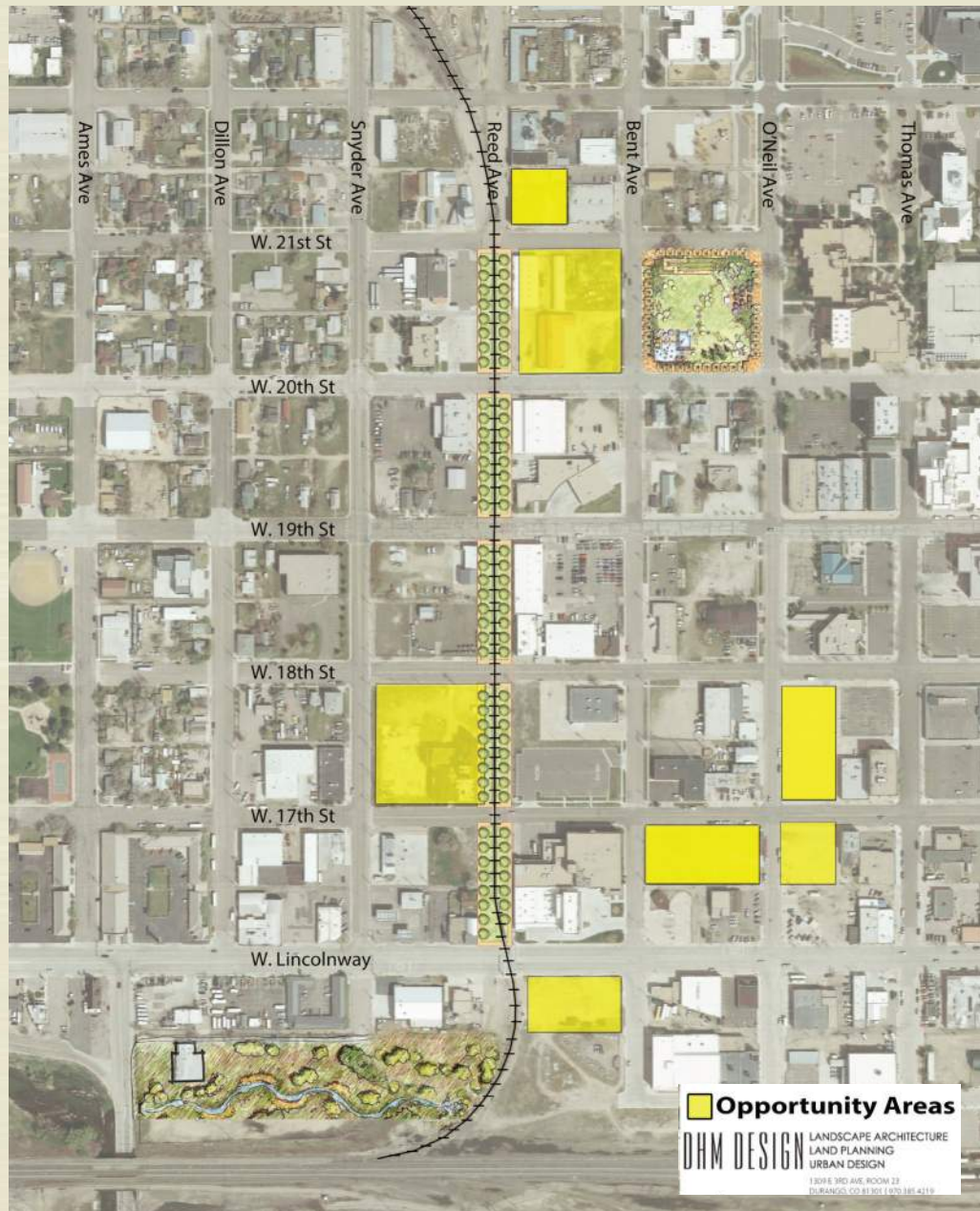
Public spaces are envisioned to be one of the primary catalysts to inspire private investment in the West Edge. By creating spaces that merge stormwater management with carefully crafted civic amenities, we can create places people will want to live nearby, thus helping create the market for Downtown residential housing.

The following illustrations provide concepts for how different configurations of space could be arranged with a diversity of features and amenities.

Each page includes a description of the concept, including key design considerations for how to make the space successful, the typology of land that would be needed to accommodate the feature, along with public comments we received about the concept. How should these concepts be used? Prior to designing a project, the key elements of these concepts should be reviewed and used as the basis for refining a location-specific design that will be finalized with additional public discourse.



2.0 STRUCTURE



This map depicts specific locations in the West Edge that would be ideal sites for infill and redevelopment. Conceptual plans for new parks would provide urban green space for Downtown residents, employees and visitors. The yellow blocks are shown as additional opportunities for infill and redevelopment on city owned parcels. Several of these locations are depicted with “before and after” simulations in the video and on following pages. A green corridor along the railroad is illustrated so the city can begin exploring this concept with BNSF to address the vision while maintaining rail services and area businesses.

Thanks to the owners of the highlighted properties who allowed development concepts to be created for their parcels to help illustrate how the pieces could start to fit together over time.



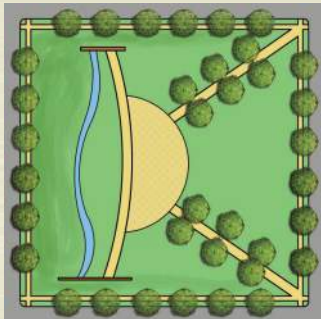
2.0 STRUCTURE

2.3.2 Public Space Vision

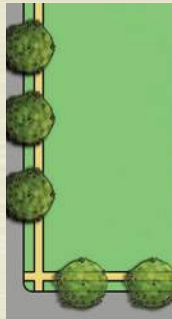
The following images depict the character for Public Spaces throughout the West Edge. The Public Space improvements include parks, general streetscape enhancements, and stormwater treatment elements.

TPOLOGY

Formal Full-Block



Linear Park



CITIZEN FEEDBACK:

"How about a small dog park Downtown?"

-James

Concept: Street Level Plaza

A plaza can provide a pedestrian gathering space at the street level which terraces down to an adjacent park. The plaza would create a buffer zone from the street creating a more friendly pedestrian experience. It would be lined with formal street trees as well as benches for ample opportunities for seating.



2.0 STRUCTURE



Concept: Full Block Terraced Park

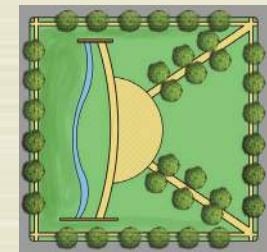
Imagine converting an under-utilized parking lot in the West Edge into a beautiful park. The park would be terraced creating a bioretention basin which is an engineered basin constructed to hold stormwater run-off and allow it to filter slowly. Trails, lawn areas, gardens and trees would also be incorporated, tying the bioretention basin to a more formal park-like setting. Stone seat walls would wrap the park creating an amphitheater feel, allowing for event hosting and other community gatherings.

TPOLOGY:

Formal Two Blocks



Formal Full Block



CITIZEN FEEDBACK:

“We have ‘infill’ areas of the city that could be used for quality residential construction. There are empty lots within the city that have been vacant for decades. Other lots have boarded up structures that have also been empty for decades. These assets could provide some, but not all of the space, needed for major population growth in the future. There are new residential design concepts that are of a smaller scale, but high quality residences, that would fit into existing smaller empty lots and areas.

-Stephen



2.0 STRUCTURE

City Block Park

The current City Municipal parking lot could be removed to make way for a full block sunken park. With amphitheater seating and walking trails, this formal park would create a gathering place for West Edge residents. Stone seat walls would terrace down to a lower basin within the park that would retain stormwater during a large event. The added green space will encourage residential condominium development on adjacent blocks. The surrounding streets will further add widened, tree lined walkways, creating better connections between existing Downtown facilities, like the library and new development in the West Edge.

CITIZEN FEEDBACK

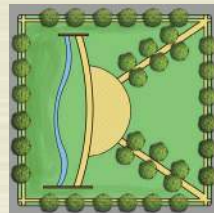
"If you look at successfully revitalized urban areas, the best ones are those that enliven the sidewalks, making these public places inviting to the passerby."

-Melissa

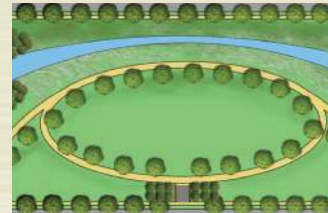


TPOLOGY:

Formal Full Block



Formal Two Blocks



Conceptual Plan of City Block Park adjacent from the Municipal Buildings





Before Revitalization

Concept: Half-Block Infill

Some vacant lots could be transformed into parks with playgrounds in the middle of the West Edge. Amenities like playgrounds attract young families to the area, making adjacent development more appealing. Special care should be taken when integrating family-friendly spaces with storm-water management areas. However, with the proper designs, these spaces can be attractions for families who want to reside in the West Edge.

TPOLOGY:

Half-Block



CITIZEN FEEDBACK:

“... formalized green space that includes walking/jogging paths, benches, a playground, or even tennis, volleyball, or basketball courts will be important to have nearby future residential redevelopment.”

- Boyd



After Revitalization

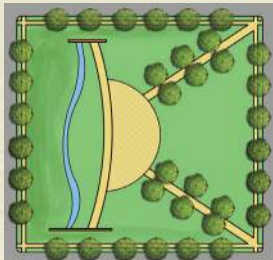
2.0 STRUCTURE

Concept: Greenway Underpass

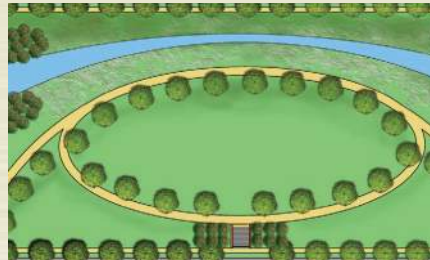
Underpasses would be designed to allow pedestrians and bicycles to traverse parts of the West Edge without crossing any major streets. Underpasses allow a park to be continuous and not disturbed by traffic. They would be designed with adequate lighting creating a safe environment for all users. Special care should be used to address the floodwater channel during flood events.

TYOLOGY

Formal Full Block



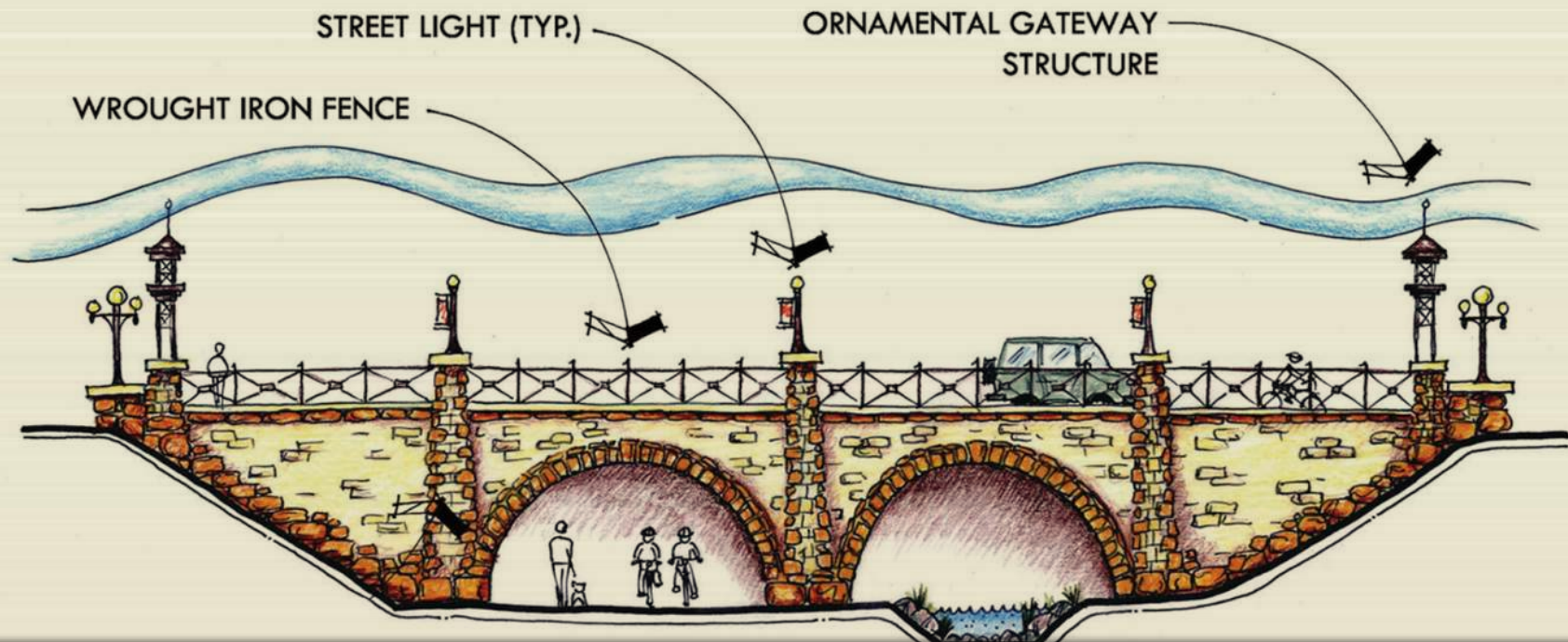
Formal Two Blocks



CITIZEN FEEDBACK:

"Downtown needs to be extremely pedestrian oriented."

-Karen F.



2.0 STRUCTURE



Concept: Linear Pathway

Natural linear pathways would create an informal pedestrian pathway connecting the West Edge as well as conveying stormwater to a larger basin. Local stone would be used to create a natural water feature that would be a unique amenity for the area.

TPOLOGY:

Natural Two Blocks



Natural Full Block



CITIZEN FEEDBACK

"I say bigger boulders, and wild differences in the path width! And it would be great for birds. Maybe even a community art project to build cool shelters appropriate for attracting the smaller, colorful birds. This is my favorite design. "

- Angi

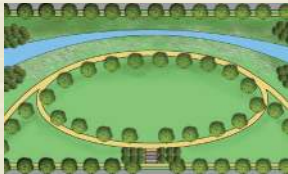
2.0 STRUCTURE

Concept: Natural Channel with Crossing

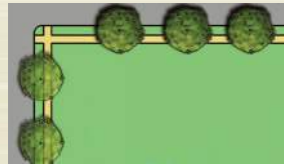
Low-flow channels are shallow swales with wetland plants growing along the edge that typically connect to a constructed wetland. These channels create the opportunity to slow stormwater and allow it to infiltrate into the ground where it is naturally filtered. Check dams may be incorporated into swales to reduce velocity and further encourage infiltration. Boardwalk-like crossings can be built to allow pedestrians to easily traverse the park and view the wetland ecosystem that is created. These vegetated swales also become attractive to wetland birds, building the biodiversity of the park.

TYPOLOGY:

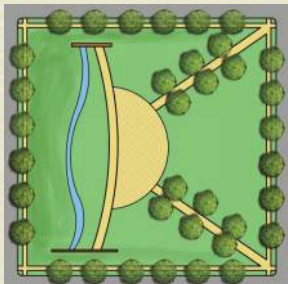
Formal Two Blocks



Linear Park



Formal Full Block



CITIZEN FEEDBACK

"The Lincolnway entrances to the Downtown of Cheyenne are depressing sights and gives Cheyenne an extremely poor image. A good start was made on the West Edge with the trees and center planters at the interstate. To build on this, continue to add green space zones along the rail tracks and other spaces."

-Stephen



CITIZEN FEEDBACK:

"I would suggest the area to the west of City Hall to Snyder and south to Crow Creek from City Hall. There are several vacant blocks in this area that can be used for flood control basins and drainage with appropriate landscaping, trees, sidewalks as green space in a flood control corridor. If some of the more obvious blight areas can be cleaned up as part of the project, you transform blight anchors into anchors for private development and improvements on either side of the project."

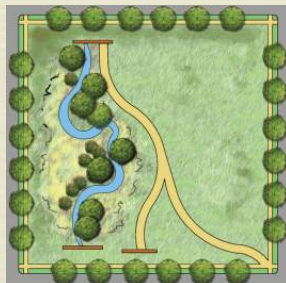
- Stephen

TPOLOGY:

Natural Two Blocks



Natural Full Block



Concept: Natural Wetland Area

A constructed wetland will be built to naturally treat stormwater run-off from impervious pavement surfaces. A wetland allows nature to filter and restore water instead of using chemical treatment. The constructed wetlands will become excellent habitat for wildlife, especially birds. The wetland will be stepped down in terraces from the street level to the lowest point in the park. The adjacent real estate will become ideal for the development of new offices and restaurants which would overlook the newly constructed wetlands.

In many cases, green infrastructure can be less expensive than a traditional piped stormwater system. Not only can it be more affordable, but it also can provide added benefits to the community in the form of parks and additional green space, wildlife and bird habitat, visual appeal and multi-modal transportation options.



2.0 STRUCTURE

Pumphouse Park

Pumphouse Park is where stormwater would enter a constructed wetlands, eventually being released into Crow Creek. This park would be less formal and provide significant stormwater detention. The outfall could also double as an overlook with interpretive signs explaining how the constructed wetlands function. The trail system in Pumphouse Park would connect to the greater Cheyenne Greenway system. Corporate offices could overlook the open space and natural wetlands. Trails would meander through the cottonwood trees leading to the restored historic stone Pumphouse, home to a popular bistro or community gathering space. This multi-stage, multi-partner vision is one of many exciting opportunities the community could work to prioritize in the West Edge.

CITIZEN FEEDBACK

"The old pumphouse located south of Lincolnway near Snyder is empty and boarded up. If this building can be restored as part of the Capital Basin drainage project, it not only preserves some great history but provides additional meeting or office space for government, education, non-profit or leasing to business. "

- Stephen



Conceptual Plan of Pumphouse Park



2.0 STRUCTURE



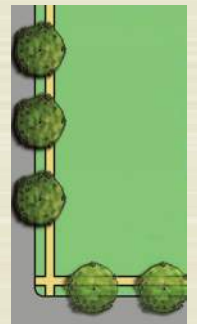
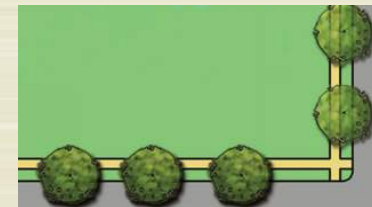
Concept: Improved Rail Spur Corridor

The Rail Spur is an active line that may support passenger use in the future. This corridor has the opportunity to provide patios and outdoor retail space.

Additionally, the Rail Spur can have an attractive water quality and conveyance swale meandering through the landscape strip between the sidewalk and the street. Not only does this swale allow for movement of stormwater, it also creates a buffer between the pedestrian zone and the street making the sidewalk more “walkable.”

TPOLOGY

Linear Park



CITIZEN FEEDBACK

“A restaurant or deli type restaurant would be a great addition to Downtown. Panera, Coal Creek Coffee, McAllister’s, those kind of places I think would draw in lots of people.”

- Michelle

2.0 STRUCTURE

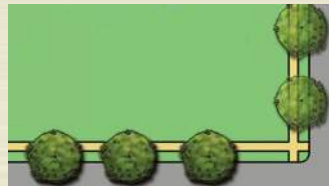
Concept: Feedloft and Rail Spur Redevelopment

Historic buildings in the West Edge can be renovated into loft buildings and restaurants creating development that could emerge as the West Edge Warehouse District. The area between the Feedloft and the train tracks allows for a rare opportunity to create a parkway, retaining rail service, while adding landscaping and other elements that make the rail corridor a primary focal point for visitors and residents alike. The parkway could connect the entire length of Reed Ave to the Pumphouse Park, creating a north/south spine.



TYOLOGY

Linear Park



CITIZEN FEEDBACK

"I think the trail of the track takes us on a nice shopping, dining, art and live music journey right down to the center of town and connects right at 15th street- and then into the plaza at the city center! This section viewed as pictured- is perfect for outdoor patio and roof top seating opportunities. "

- Dave



CITIZEN FEEDBACK

“This would make a great artist space with live/work options. It could include some apartments, studio spaces for both live in and out, and a good restaurant, maybe a few shops.”

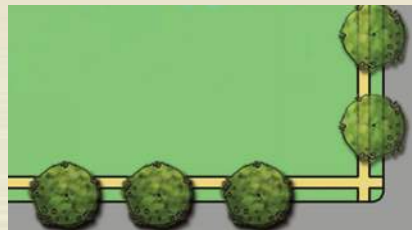
- Camilla

Concept: Steam Plant and Rail Spur Redevelopment

The Old Steam Plant could be re-purposed for lofts, a museum, or even converted into a brewery and pub. By creating green space along the train track, it makes the area feel more open and inviting to pedestrians. This area would be optimal for outdoor seating and café space. With ongoing discussions between area property owners, along with BNSF, the railroad character of this area could attract significant investment.

TYOLOGY

Linear Park



Before Revitalization



After Revitalization

2.0 STRUCTURE

2.3.3 Private Infill Vision

The following images depict the character for Private Infill development throughout the West Edge. The Private Infill would include residential, commercial, and mixed-use developments.

CITIZEN FEEDBACK

"I would like to see a mixed use of retail, convention, residential and entertainment in the west end tying into the Downtown area."

- Karen F.

Concept: Downtown West Infill

Under-utilized surface parking could be redeveloped into a new mixed-use building. The mixed use buildings could be 2-3 stories with a combination of office, retail and residential opening onto a street level plaza creating a strong pedestrian and commercial emphasis to the street. Street trees and landscaping would help create a pedestrian-friendly setting along the roadway. Residents would utilize parking along the street or alley and potentially in a structured parking garage and "tuck-under" parking. Buildings should line the street with a zero-lot line configuration.

TPOLOGY

Residential Block



Before Revitalization



After Revitalization

CITIZEN FEEDBACK

“This concept appears more inviting to business in that area. I believe it would draw more business to the West side and in so doing expand the Downtown area.”

- Terry

Concept: Quarter-Block Infill

This type of infill development allows for a work-live situation, where a small business owner could rent an office space or street-front on the first level and live on the upper levels in a condo. This scenario eliminates the need for commuting and will add life to the West Edge. The building should be oriented to the street, creating a safe and friendly streetscape encouraging cars to park either on the street or behind the building.

TPOLOGY

Commercial Block



Before Revitalization



After Revitalization



3.0 SHAPE



3.0 SHAPE

3.1 Introduction

To accomplish the vision identified above, it is important to understand the tools available to the City, as well as the approach necessary to achieve successful project implementation. The idea of a flexible footprint and market-responsive project implies that the work of the City will need to be very strategic and flexible in nature. Additionally, it will require working closely with property owners and developers.

The ability to develop partnerships, leverage funding sources, and appropriately apply and enhance various policies will shape the outcome of this project. The following sections of this document are intended to identify the tools and approach that can be drawn upon to accomplish the vision for this project.

Cooperativeness, partnering, problem solving and leveraging are several words you will hear repeatedly in the remainder of the document. These are the keys to accomplishing the vision and revitalizing the West Edge neighborhood.



Event Held in Cheyenne's Depot Plaza

3.2 Toolbox

Every community has a toolbox of policies, incentives and regulations. These tools assist in guiding both public and private investment in the community. How these tools are used is a precursor to determining how successful a project will be. In Cheyenne, there are a few critical tools in the toolbox that when used appropriately will help the envisioned West Edge project come to fruition and be successful.

Development Agreements

Development agreements are a contractual tool that can be utilized to set certain project performance parameters in exchange for policy and process incentives. Essentially, such an agreement between a developer and the City will incorporate stipulations that extend beyond typical regulatory requirements. For instance, design parameters that require an urban style of development may be discussed in a development agreement. For the developer, such targets might be tied to securing tax abatement or other incentives. Such agreements can be used on a project-by-project basis, or through a master developer approach to an entire area. The city currently utilizes this tool with other development projects.



Hand Painted Boot Sculptures found throughout Cheyenne

Urban Renewal Authority

For redevelopment of blighted areas and to provide a funding mechanism that can encourage redevelopment, a City may prepare an urban renewal plan. Such an authority could oversee the implementation of the plan, and typically does not create new tax layers, but relies on the increment of additional revenue based on rising property valuation.

It has the authority to set aside the increment of net new tax proceeds, and to issue bonds to fund infrastructure improvements within the plan area. An Urban Renewal Authority was used in the development of the Municipal/Civic Center Complex.

General City Fees

The City's establishment of fees is a policy decision made by the Governing Body that balances the need to fund essential City services with economic development and other considerations.

Several options may be available for consideration, including adopting an area-specific fee schedule based on the desire to stimulate redevelopment. An alternative approach may be to establish grant programs with local partners to address all or a portion of such fees.

This will require careful review by legal staff to ensure the approach is consistent with limitations in the Wyoming Constitution and Statutes.

3.0 SHAPE

Reduction of Development Impact Studies

As part of the typical development process, developers are required to provide specific studies related to traffic, parking, stormwater drainage, and occasionally utility impacts of the proposed development. In the case of the West Edge, much of the street network facilities and service infrastructure is already in place. For that reason it is possible to reduce or waive the requirements for many of these types of studies. To help streamline the review process, it is critical to create clear thresholds of when studies will be required or when they will not trigger a new study.

Regulatory and Financial Incentives

The development of the West Edge neighborhood is likely to entail both new construction and rehabilitation efforts. Building and development codes for such projects may require adjusting. Adoption of rehabilitation building codes that recognize given aspects of older building design / construction and allow flexibility for adaptive reuse of the structure should be part of the toolbox. Additionally, planning and zoning regulations need to recognize the urban fabric and character of the West Edge Neighborhood, and apply more urban-oriented design standards, similar to Downtown or other near Downtown neighborhoods, versus suburban standards.

The International Existing Building Code was recently adopted addressing one need, and the Form Based Zoning component of the Unified Development Code could also provide a more



Downtown Cheyenne's Character

flexible approach to development regulations that are more tailored to the area's unique context.

Additionally, financial programs and incentives should be part of the toolbox for encouraging and addressing development of the West Edge Neighborhood.

Such incentives suggested by members of the public include – grants to install fire sprinklers in historic buildings; property tax valuation freeze for new construction and improvements; and façade easements / grants for historic buildings. These types of incentives should be applied strategically and be seen as primers

for kick-starting development and incorporate "sunset" or expiration timelines and other standards or limitations on incentives. Such incentives suggested by members of the public include setting a special rate for tipping fees at the City's landfill for projects that are providing environmental remediation. Each of these programs will require a certain level of effort, possible changes in legislation, or other endeavors to establish.

Prioritization and creating a strategy for how each tool gets established will require significant time investment by City Staff and/or consultants.

3.3 Project Approach

While the contents of the toolbox are important, the manner in which the tools are utilized is critical. The policy and funding resources of any government are limited in application by a variety of laws and rules. The key is using the right tool, at the right time, in the right manner.

For the City of Cheyenne, that means that effective partnerships will need to be created and monetary resources will need to be leveraged to maximize the potential for accomplishing a vision that is ultimately embraced by private property owners and the market place. Local government must remain focused on what it does best – providing high-quality public facilities and services to prompt private investment and ensure that high-quality private development reflects the values and desires of the community.

But, that must be accomplished in the spirit of cooperativeness, responsiveness and foresight.

Plan Adoption

The West Edge Vision is a bold and ambitious endeavor for the community to undertake. As such, it will require ongoing funding support for various implementation strategies, as well as additional public funding for public infrastructure and amenities and grant match. The daily work of spearheading this vision will require dedication of staff time and resources to advance these initiatives. Due to this commitment, it

is critical to have a clear direction from the Governing Body regarding support for the plan. Therefore, adoption of the plan is recommended to provide indication that the actions contained herein should be pursued with the understanding that while individual actions may experience debate, adjustment, and realignment, that overall broad direction is appropriate and supported by Cheyenne's elected officials.

3.3.1 Working with Property Owners

There will be two critical times when the City of Cheyenne should expect to be working closely with property owners (many of whom are residents or

business owners in the West Edge). First, is when the City is planning, designing and constructing public improvements in the West Edge area. Second, is when property owners are faced with proposals and decisions regarding proposed private development. In either case, the role of the City is to assist the property owner in understanding the situation so that they are respectfully engaged in the improvement process and able to make informed decisions accordingly.

In the context of the vision for this project that means that the City should be prepared to work with individual property owners proactively.



Cheyenne's Unique Skyline

3.0 SHAPE



The Wrangler has been a cornerstone in Cheyenne since 1943

By taking the lead role in engaging, informing and educating property owners and residents at the individual level, the likelihood of addressing concerns and finding solutions that are beneficial to the property owner and the overall revitalization of the West Edge neighborhood will be greatly enhanced.

The key to project success will be working with property owners and residents by initiating communication, and providing education and information proactively and directly to property owners and residents in the West Edge Neighborhood via multiple means – door-to-door, on-line, written mailing / newsletters, and public meetings, etc. This will be a time intensive effort, but also a very

rewarding and respectful effort in that all parties impacted will be engaged in informative discussions and decisions.

3.3.2 Working with Developers

The word partnership is critical when considering the relationship of the City with developers in the West Edge. Developers will be looking for the last increment or bridge to making a project feasible. The City will be interested in attracting qualified proven developers that will meet the desired vision and standards of the community.

There will be a variety of different development interests and objectives that will come to the City from the private marketplace. Some will be proactively

brought to the table through project Requests for Proposals. Some will have a specific expertise in particular types of projects. Some will have knowledge on how to complete projects in an urban context.

Others will be looking to build projects that do not fit into the vision for the West Edge.

The City, while being a potentially willing partner, will need to say 'no' periodically to development proposals. Through an up-front clear statement of vision and objectives for the area, as well as parameters and standards for providing policy or financial incentives, the time to say no can be measured and decisive. Developers that cannot meet the expectations as stated will likely not come forward, or should be identified early in the process of assessing their proposal(s).

Yet, as developers come forward and partnerships begin to form, the City will need to be diligent in ensuring that any and all approved projects meet the expectations of the community and that any and all incentives are fairly and consistently applied.

The identification of a West Edge Project Manager or Project Management Team will be critical for dealing with individual developers and/or developers that are selected to construct projects in the West Edge. The project manager and/or project management team will need to be able to work directly with the developer and have a working knowledge of multiple city functions and

requirements – planning, public works, engineering, economic development, finance, etc. – so that they can work to resolve problems appropriately and quickly, while avoiding departmental conflict late in the process.

The individual / team representing the City must also be able to bring options and solutions to the table with the confidence that decision makers will support projects. This will require close communication between the project manager / management team and political leadership. Finally, it should be noted that this individual and team must and will work closely with the property owners / residents in the West Edge Neighborhood.

3.3.3 Implementing the Project

Revitalization of the West End is a large undertaking involving cooperation between public and private entities and individuals. As with any large, project the most effective approach will be an incremental one. The ability to secure grants and accomplish goals should be developed around a “fundable chunks” approach.

Due to the approach described earlier, this project could not be specifically designed from start to finish. Without a fixed design in hand, funding for the project also needs to follow a flexible model.

Although securing sales tax ballot support for the entire project would reduce the effort needed to fund the project, the community has benefitted from the flexible approach by being able to tailor grant

applications to discrete aspects of the project.

The West Edge project was initiated with a \$1 million Environmental Protection Agency Assessment Grant. Because of the broad nature of the project, touching aspects of environmental remediation, life-safety issues, and economic revitalization, West Edge has been successful in creating a meaningful narrative that can successfully address a wide variety of grant program criteria. The approach has allowed the team to find funding where and when it is available. As success builds upon itself, it is recommended that this approach continue into the future to bring additional resources to the project.

The taxpayers of Laramie County are also due credit for their support of \$4.8 million from the 2012 6th Penny Specific Purpose Tax. This funding has allowed the project team to leverage these dollars against other grants to stretch the budget further.

This strategy to use existing assets to leverage against available state or federal grant programs has proven successful and is recommended to continue into the future.

In order to prioritize grant writing efforts, the City has committed a portion of the 6th Penny funding toward strategic analysis of eligible programs and the competitiveness of the West Edge project in meeting grant goals and objectives. This prioritization effort

Grants Secured to Date: 2014

- **\$1,200,000 EPA Revolving Loan Fund Grant**
- **\$1,000,000 State Revolving Loan Fund**
- **\$419,600 EPA 319 Nonpoint Source Grant**
- **\$132,000 CDBG Funds**
- **\$120,000 Impact Assistance Funds**

is recommended to continue, with annual updates to refresh upcoming grant opportunities and project focus.

Similarly, a focus on private sector sponsorships can be a key funding opportunity. Because the West Edge project will be creating public gathering spaces, opportunities exist for corporations or individuals to contribute to the project in exchange for naming rights or other consideration. For instance, an amphitheater or plaza located adjacent to a corporate office could reflect the donor of significant capital that was used in creating that amenity. It is anticipated that a sizable amount of funding could be generated through an aggressive sponsorship campaign.

3.0 SHAPE

3.4 Dinneen Block: Sample Project

The Dinneen Project bordering on the West Edge is a great example demonstrating how multiple resources and organizations can work together in generating big things for Downtown. The following project sample highlights the various resources that have been used to support this redevelopment, and provide tangible examples of how the tools described in this section can be layered to create an investment supportive community environment.

Private Investment:

- \$6 Million - Dinco LLC (Dinneen Family)
- Restoration/Rehabilitation of Historic Dinneen Building
- Construction of 20,000 SF 2-Story Addition
- Historic Rehabilitation Tax Credits

Public Investment:

- \$900,000 - Wyoming Business Council Grant - Streetscape (Lincolnway Median + Enhancements, Streetscape, & 17th Street Festival Lighting Demonstration Block)
 - » \$25,000 - Downtown Development Authority Match
 - » \$90,000 - Dinneen Family Match
 - » In-Kind: Dinneen Family - Design + Recapture Agreement
 - » City Grant Writing & Management

Current Tenants:

- West Inc.—50 Employees
- HCMS — 40 Employees
- Cator-Ruma — 2 Employees
- Wyoming Rib & Chophouse — 70 Employees



The Dinneen Project, above, included private investment to expand and renovate the historic building, with support from a variety of public entities to help create an attractive streetscape and pedestrian environment that supports the needs of employees in the area and benefiting the community by creating an attractive gateway to Downtown.

Spirit Hospitality—Hilton Garden Inn

The northeast corner of the Dinneen Property has been identified by Spirit Hospitality for the construction of a 130+/- room hotel with conference facilities and restaurant. The project is anticipated to total 10 stories, while utilizing the Public Parking Structure to accommodate visitors.

Private Investment:

- \$18.5 Million – Spirit Hospitality
- 130+ Rooms, Conference Facilities, Pool, Restaurant

Restaurant Public Investment:

- \$750,000 - Wyoming Business Council Grant & Loan
 - » \$562,000 Business Ready Communities Grant Funds - Construction of an elevated walkway connecting the second story of the Hotel to the Parking Structure.
 - » \$187,500 - Spirit Hospitality - Lease of the elevated walkway to pay for the loan portion of the WBC Grant/Loan.
- \$118,000 - Economic Development Joint Powers Board (Funding for 4-stop Elevator serving the northwest corner of the Parking Structure.)
- \$5,000 - Dinneen Family Match (Elevator)
- \$20,000 - Environmental Phase I / II Studies (EPA Brownfield Assessment Grant)
- EPA Revolving Loan Fund - Cleanup Funding for Brownfield Remediation (If Necessary)



The proposed Hilton Garden Inn is sure to be a major catalyst for the West Edge, bringing additional visitors and residents to the area. The project builds upon the foundation of previous investments, including the Parking Structure, that help make the hotel viable in this location.

Previous Public Investment:

- \$6.5 Million Public Parking Structure (Built 2005)
- Parking spaces required as part of securing Hilton Garden Inn Franchise for the property.

Potential Employment Numbers:

- Hilton Garden Inn – Estimated: 20 Employees
- Restaurant — Estimated: 40 Employees

Partnership Approach:

As has been described, significant projects are readily possible in Cheyenne's West Edge when community partners work together to partner for success. This model is anticipated to become the norm in the West Edge to bring our community's vision to reality in supporting business activity and vitality that bolsters Downtown.

While these types of partnerships involve a large number of moving pieces, clear communication and understanding of the various funding mechanisms is critical to addressing challenges that may arise.





4.0 BUILD

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4.1 Introduction

The vision outlined in this plan is no less than ambitious. However it embodies the public will to see Downtown Cheyenne thrive as a vibrant community center in the future.

There are key distinctions between plans that present a laudable vision for the future, and plans that are successful in motivating change. That distinction is often one of follow-through. Many of the tools and actions discussed in this plan describe time-sensitive, specific strategies that could become outdated rather quickly unless acted upon. The focus of this section of the planning document is to provide background information on each strategy and any known steps needed to get the team started down the right path. Without prioritization of staff efforts, and some consensus that this plan sets a viable action framework, the vision for the West Edge cannot be realized. It will take purposeful effort over an extended period of time to make an ambitious vision like this bear fruit. Each of these recommendations is likely to require staff time, possibly consultant effort, policy support, and legislative action and/or funding to complete. Thus, while adoption of the plan does not set in stone the direction of our actions, it charts a course for our destination while sanctioning the expenditure of resources in pursuing these strategies. Because of the investment in time and resources, it is recommended that this plan be fully adopted by the Governing Body, to confirm support of the vision, and recognition of the additional investments the realization of this vision will require. An outline of each strategy is presented below.

4.2 Grant Strategy Information

4.2.1 Grant Funding

Grant funding jump-started the West Edge project and is expected to continue playing a role in the overall development of the plan.

The Project Management Team should continue to monitor available grant opportunities and target the best fits for Cheyenne. Resources for outsourcing grant writing will need to continue into the future due to the need for additional expertise and the hours often required to complete applications.

ACTION ITEM: Create Annual Grant Strategy + Funding for writing, research, technical assistance.

FINANCIAL IMPACT: Depends upon the number of grants pursued, good benchmark is \$100K - \$200K annually.

KEY TO SUCCESS: Identifying matching fund sources once the 6th Penny funding is completely leveraged. Matching funding requirements could be more significant and securing a partner or source soon is recommended.



4.3 Design / Construction Scenario

Due to the strategic nature of this plan, it is inherently different than a typical design plan. While concepts and approaches are highlighted, specific design plans are not part of the scope of this planning document. The design and construction of individual components of the West Edge project will likely be unique and tailored to each endeavor. However, the proposed vision includes both City-initiated stormwater and urban park amenity projects as well as private development projects.

Anticipated processes could include:

4.3.1 Summary of Public Construction Process

City Owned Lot. City initiated projects will include design work and public review as funding is secured. For instance, the area highlighted as “Pump-house Park” has illustrations included in this document and the 3D video. This conceptual view enables the City to pursue funding for this area with inspiring renderings that communicate a clear vision for the property.



Once grant or other funding is secured, each project component will go through a design process, including public meeting(s), prior to the City completing the design. Once designed and funded, the project is ready for competitive bidding and construction, similar to other City projects.

4.3.2 Summary of Private Construction Process

The West Edge project to date has worked to establish the community's vision for the neighborhood. While many elements considered are within the public realm, other visionary components will fall to the private sector and market dynamics to advance the vision.

With this in mind, development concepts contained in this plan were generated in consultation with property owners so that they might use the images to help motivate additional investment. Specifically, the project concepts in the 3D Model were developed with necessary parking and other market considerations incorporated to enable realistic concepts to be evaluated.

Once a private property owner decides to move forward with a project, they may proceed according to standard City development processes, but may wish to consider exploring opportunities for utilizing elements of the incentive package below. Depending upon the extent of use of the following elements, the relationship between the City and developers may vary from project to project.

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4.4 Incentive Packages

Several tools have been identified for use by prospective developers in advancing the West Edge vision:

4.4.1 Urban Renewal Authority

While the term “urban renewal” is often most associated with redevelopment efforts from the 1970s, selected tools could be useful for encouraging investment in the West Edge. One tool, eminent domain, is not a viable option because its use would severely limit the grant opportunities available to the City. It also is highly controversial and is contrary to the overall flexible approach envisioned by the community. However, one potentially viable tool enabled under the Urban Renewal Statutes is Tax Increment Financing.”

Tax Increment Financing. Reestablishment of the Urban Renewal Authority would provide an opportunity to utilize a very important tool to encourage redevelopment of the area; tax increment financing or “TIF.” A property tax-based TIF district uses future gains in property taxes to help subsidize current improvements, which are expected to create improved property values that would create the expected increases. The pre-project taxes are still paid to the local taxing authority, but the increment above the base year (pre-project taxes) are dedicated to pay for project improvements.

Currently, the Downtown Development Authority has a mill levy of 10 mills. Another tool used is a retail sales tax increment, which typically works best in areas with

predominant retail activity, like regional malls. Neither of these tools will provide the significant funding necessary to support large-scale development.

Key questions to explore in re-establishing the previously existing urban renewal authority in Cheyenne is whether the Statutory allowances for TIF districts would allow the capture of enough revenue to enable a viable program.

ACTION ITEM: Research the feasibility of Urban Renewal TIF enabling legislation.

FINANCIAL IMPACT: Research time for legal and finance experts to develop a complete feasibility report.

KEYS TO SUCCESS: This tool is critical to establishing a viable toolbox for funding reinvestment in the West Edge.

Other considerations to explore are administration of such a program and engaging state and county officials early on to increase the likelihood of success.

4.4.2 Impact Study Reductions

Discuss and quantify the conditions, locations, and thresholds under which traffic and drainage impact studies would be waived or reduced. These could be a combination of pre-determined exemptions based upon the location of an individual property, or based upon a specific threshold measure that allows developers certainty that such studies will not be triggered.

ACTION ITEM: Develop criteria and thresholds for when Impact Studies will be waived or reduced.

FINANCIAL IMPACT: The cost of implementing this strategy should be minimal, however, an alternative approach may be to have the City conduct an overall impact study to satisfy this need, which could be more costly up front.

KEYS TO SUCCESS: Providing a clear threshold as to when additional analysis will be required is key for developers completing a pro-forma for proposed projects.

CITIZEN FEEDBACK

“Participation in the Main Street program through the National Historic Trust should begin with removal of the aluminum siding on buildings and restoration of the hidden facades on those buildings that have original facades intact. In any case, the brick siding will be more attractive and hospitable to visitors Downtown than the current aluminum facades.”

- Boyd

Alternatively, an area-wide transportation and/or drainage study could be performed to provide baseline data that could be more quickly, easily, and cost effectively updated by developers.

4.4.3 Environmental Studies

The EPA Brownfield Assessment Grant has provided a successful jump-start for the West Edge project, providing Phase I and Phase II environmental characterizations for several sites.

Additionally, establishment of a locally funded program is advisable to continue extending these benefits to properties in need of assessment.

However, once the West Edge reinvestment is progressing, the inertia needed to overcome is less of an obstacle and the private market may be more willing to move into the area, despite the presence of brownfields.

ACTION ITEM: Continue to pursue funding from EPA for targeted brownfield assessments.

FINANCIAL IMPACT: Grant writing and match are likely associated costs.

KEYS TO SUCCESS: Continued monitoring of available EPA program funding.

4.4.4 Brownfield Cleanup Revolving Loan Fund

Establish and continue managing a revolving loan fund to assist private, government and non-governmental property owners to conduct clean-up efforts on their properties. Provide loans at a low interest rate for private sector (according to program requirements) and a combination of low interest loans and grants to non-profits.

Seek to loan out initial funding quickly into the community and apply for supplemental funding to increase the overall impact of this program in Cheyenne. Should the need to prioritize use of funds arise, create a matrix by which total investment, job creation, housing unit creation and other key metrics are considered.

ACTION ITEM: Finalize establishment of program. Monitor available EPA supplemental funding opportunities.

FINANCIAL IMPACT: Grant writing and match are likely associated costs.

KEYS TO SUCCESS: Fully integrating this funding source into an overall redevelopment package will ultimately create an ongoing source of incentives for years to come.



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4.4.5 Cheyenne-Laramie County Economic Development Joint Powers Board (EDJPB)

Partner with the EDJPB to establish eligible grant activities that the Board is willing to support to promote the West Edge, possibly including affordable and workforce housing initiatives, land acquisition, infrastructure and amenity installation. Develop program parameters and establish annually a potential dollar amount allocation for West Edge applications to provide financial guidance and predictability.

ACTION ITEM: Meet with and increase EDJPB awareness of the West Edge Project and identify potential project categories fundable by the Board.

FINANCIAL IMPACT: Staff time and resources will be needed to identify and pursue project funding.



KEYS TO SUCCESS: Matching West Edge needs to the overall goals and mission of the EDJPB.

4.4.6 Wyoming Business Council - Business-Ready Communities Grants

Business Committed Grant: This program requires application by a local jurisdiction for infrastructure supporting the expansion of a local business or attraction of a new business to the community. Primary job creation is a key criterion. Possible expenditures include infrastructure improvements, including water, sewer, street and stormwater infrastructure as well as streetscape and other public realm improvements.

Downtown Development Grant: This grant program provides funding for improvements that are not necessarily directly related to a specific employer, but rather creation of an environment that is conducive to enhancing a community's ability to provide a high level of amenities that support Downtown business. Similar to the Business Committed Grant, this program requires a local partner and can be used for infrastructure improvements. Recent awardees also include a façade improvement program which indicates that eligible project types may be expanding.

Community Enhancement Grant: This program provides for enhancements that will improve the physical appearance of the community in support of creating a more attractive business environment. Funding for projects in this category has been gradually shrinking.

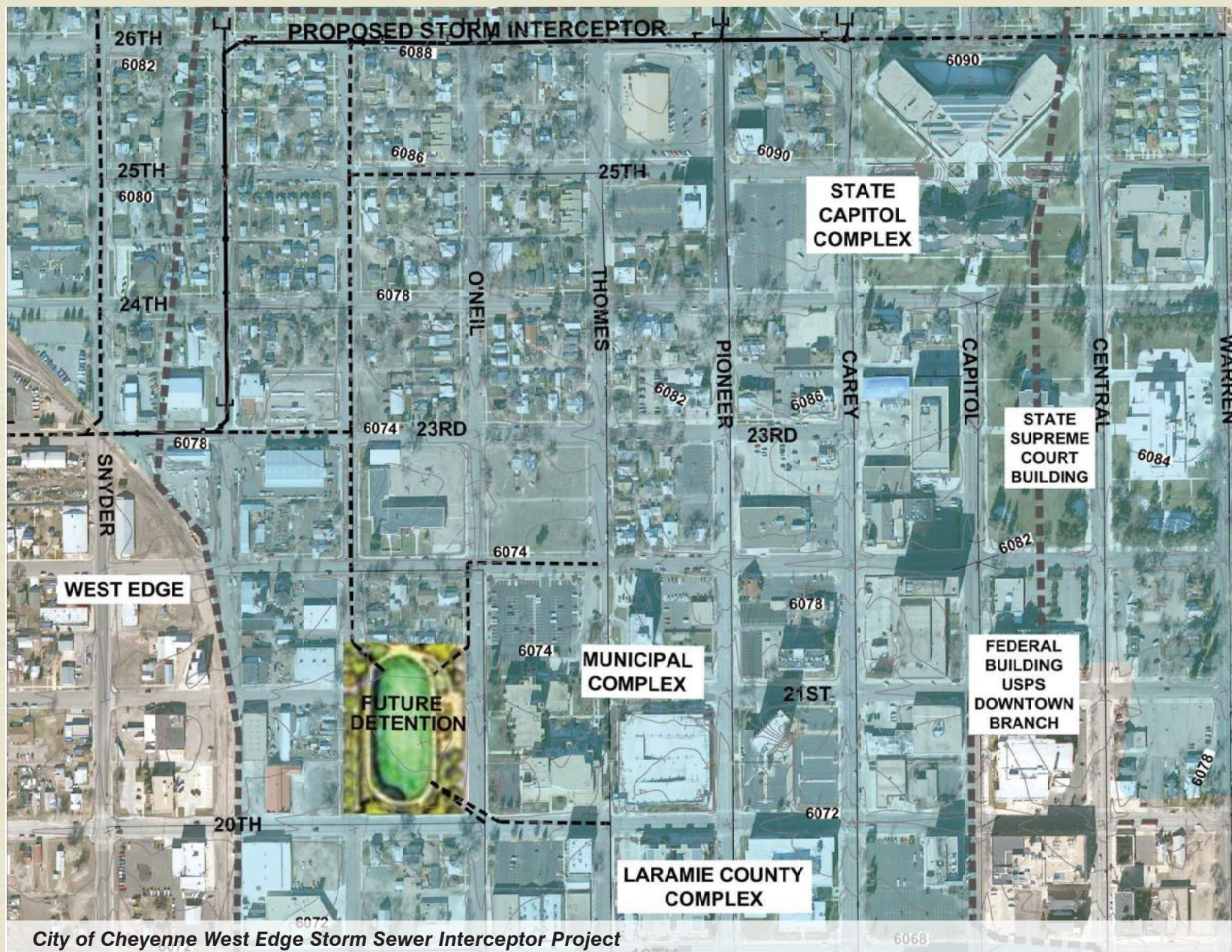
Planning Grant Project: These grants provide funding for efforts similar to the EPA grant that funded this planning document. Several of the action items recommended may need additional research or planning effort to implement. The WBC's Planning Grant may provide an avenue to pursue additional planning resources.

WBC – Other Programs: The City and DDA should consider using resources and technical assistance from the Wyoming Main Street Office. Annual grants are available via application, and several training sessions are typically programmed periodically that provide expertise and information pertinent to Main Street Communities.

ACTION ITEM: Incorporate known public and private projects associated with the West Edge into the Annual Grant Strategy report to create a WBC grant application road map and master schedule.

FINANCIAL IMPACT: While the City does have grant writing capabilities in house, management of several concurrent applications may not be feasible, requiring additional assistance. Also, projects submitted for these types of grants typically require a higher level of design detail, necessitating some level of investment in project design prior to considering application.

KEY TO SUCCESS: Matching project funding gaps to available grant sources.



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4.4.7 Downtown Development Authority Capital Improvement Grants (CIG)

Coordinate with the DDA to support grants for streetscape improvements for projects located in the DDA.

4.4.8 Property Tax Freeze

During the public feedback online, discussion included exploring the concept of a property tax freeze for a period of time after a development project is completed. This type of incentive would provide for a net reduction in taxes for a period of time. Implementation of this concept would likely require considerable effort, including potential legislation to enable this type of scenario.

ACTION ITEM: Conduct a feasibility analysis with area experts to determine if the concept is legal, and, whether there might be local or state support or opposition to the concept.

FINANCIAL IMPACT: The cost of this strategy would depend upon whether the resources to conduct a feasibility analysis are available within the City or if external expertise would be required.

KEYS TO SUCCESS: Answer key questions prior to investing significant time or money into pursuing this strategy.

4.5 Partnership Scenarios

4.5.1 Community Partnerships

Several community partners have roles relative to community development. Each of these groups, and others, should be approached to identify ways in which partnerships could advance the West Edge vision. Cheyenne LEADS, Visit Cheyenne, Chamber of Commerce, DDA/Main Street, Cheyenne Housing Authority, and others.

4.5.2 State of Wyoming Collaboration

Work closely with key partners at the State to enable collaboration as the Capitol Square project and \$259 million renovation of the Capitol facilities proceeds.

4.5.3 Revolving Loan Fund

Due to the complicated nature of brownfields funding and urban infill development, projects may require a collaborative approach to achieve success. Specifically,

CITIZEN FEEDBACK

“...maybe funds could be put aside for a yearly grant for these businesses or buildings to apply for so that in time they can renovate back to a more historic look.”

- *Dustin*

the City has established a Revolving Loan Fund for the cleanup of contaminated sites within the West Edge area. These loans are intended to provide private landowners with a cost-effective financing that serves to improve the overall environmental health of the community, while also assisting in spurring on redevelopment.

A portion of this money may also be granted to non-profit entities to conduct clean-up efforts for properties owned by a non-profit.



4.5.4 Investment Supportive Environment

The City can also create an investment-supportive environment, recognizing the value of land and adjacent infrastructure while also acknowledging the unique contributions and character of existing establishments. One of the most important aspects to supporting established businesses is the elimination or reduction of flood damage. Local businesses may also work with community partners like Cheyenne Leads or the Chamber of Commerce's new Economic Gardening program to aid in expansion, while also considering the State Small Business Credit Initiative Consortium. Added regulatory flexibility has also been provided through recent development code amendments which increase flexibility for landscaping and infill development.

Another foundation of the West Edge project, the City's intent to create public gathering spaces, can serve to support investment by complimenting the needs of adjacent development. For instance, a residential project may be able to utilize open space nearby to satisfy the needs for playground space that normally would be built into the project. Similarly, approval of on-street diagonal parking can supplement on-site parking, allowing for more efficient use of both public and private land. The net effect can address the project's needs while increasing the overall efficiency and financial feasibility of a project.

4.5.5 Land Assemblage

While several larger parcels are available in the West Edge, other areas may take time and effort to

bring together a critical mass of property needed to accommodate some development proposals. Although some cities choose to play this role, an alternative approach is to work with partners or the private sector to work with property owners in this regard.

4.5.6 Master Developer

A master developer is an arrangement whereby one interested party takes a leadership role in orchestrating the overall development of a neighborhood or area. This approach certainly could be valid for the West Edge. Generally, this approach can be useful when a municipality has several related projects or properties they wish to see developed.

Such an endeavor can be simplified and coordinated better by establishing a relationship with one developer at the outset. A clear agreement which documents the rights and responsibilities of both the developer and the City. While this strategy may be appropriate, additional research and discussion is recommended to further evaluate how a master developer might benefit implementation of the community's vision. One limitation may be that the City does not currently hold title to many parcels within the West Edge. Other communities have used a master developer arrangement to construct hotel and convention center sites, as was the case in Amarillo, Texas.

4.5.7 West Edge Creative Technology Campus

The West Edge is ripe for investment by companies whose vision doesn't fit the traditional suburban business park model. Leveraging partnerships, private developers should be encouraged and supported in creating an area of the West Edge where innovative and creative minds merge in a campus-like setting that provides shovel-ready sites for new business. The 'Galvanize' model expanding along the Front Range may be a viable concept worth exploring.

4.5.8. Historic Preservation

The historic resources in the West Edge make the area unique. Several properties could benefit from structural and architectural assessment to help in determining the extent of improvements needed to restore these buildings. The City has already conducted a Section 106 Historic Assessment of the area and found that several properties are historically relevant. One of the most evident is the Pumphouse, a focal point of the 15th Street Wetland area. Action Item: Work with the Cheyenne Historic Preservation Board and the State Historic Preservation Office to identify critical buildings and apply for Certified Local Government (CLG) grants or Historic Architectural Assessment Fund (HAAF) grants to determine improvements necessary to stabilize and rehabilitate viable historic structures. Deadlines for the CLG grants are in October/November annually. Financial Impact: Depending upon the building, structural analyses could cost between \$5,000 to \$20,000 or more. CLG grants typically require a 40% match.

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4.6 6th Penny Work Plan

4.6.1 Future 6th Penny Funding

The intent for utilizing 6th Penny Funding was for stormwater improvements. Additional funds could be utilized to improve or add public space to the system. Prior to the next round of 6th Penny discussions, staff should evaluate and provide any unfunded subsequent phases of the project that might be considered for inclusion on the ballot.

4.7 Urban Design Strategies

4.7.1 District Plan

As interest in development in the area increases, several issues should be investigated further, including possible modifications to the development standards. These include the need to examine parking supply and demand along with parking requirements to ensure that a proper balance is in place to support the parking needs of existing and new development in the West Edge. Additionally, information should

be developed to aid in communicating best practices for on-site stormwater filtration strategies that can be integrated into landscape areas.

Zoning considerations should also include the potential to explore use of the City's Form Based Code option. Due to the blend of zoning districts and the unique vision for the area, a new approach to development regulations may be appropriate to address emerging trends, as was the case in Casper, Wyoming's Old Yellowstone District, which is thriving under a form based code. Consider exploring interim adjustments to the UDC to address short term issues, while creating a more comprehensive approach, possibly through a form based code district.

Specifically, much of the area associated with the West Edge is currently zoned Light Industrial. While uses of this nature are part of what makes the West Edge unique, additional uses not typically compatible (or allowed by right) in the LI district are expected to increase. A planning effort to explore the integration of these uses along with a flexible, regulatory framework will be key to enabling investment in the West Edge.

ACTION ITEM: : Initiate a planning process to explore Form Based Codes and other strategies to address implementation of the West Edge vision and mitigate current concerns regarding legal non-conforming uses while addressing parking and on-site filtration opportunities.

FINANCIAL IMPACT: A comprehensive study and creation of a form-based code could cost upwards of \$100,000. Potential sources include: WBC planning Grant, EPA Planning Grant, Consensus Funds.

KEY TO SUCCESS: Creating a district that provides for needed flexibility and predictability to both developers and the surrounding property owners

4.7.2 Branding

Create branding and marketing strategy for The West Edge neighborhood. Part of what makes West Edge unique is that it has the potential to be a unique district in Downtown Cheyenne. With a proper branding strategy, investors can begin focusing on the assets of the area and imagining their role in that future.

ACTION ITEM: Retain a marketing firm to create a comprehensive strategy for promoting the West Edge.

FINANCIAL IMPACT: Depending upon the scope of efforts, initial strategies could have minimal cost, however, ongoing website management and marketing could become ongoing yearly expenses as redevelopment activity and interest increases.

KEY TO SUCCESS: Marketing and branding can bridge the gap between vision and reality until we have implemented the brick and mortar improvements that will drive the West Edge project.

4.7.3 Right-of-way Integration

The City may need to consider merging several stormwater facilities located on separate properties to enable more effective storage capacities. To help create a connected system, use of or integration with rights-of-way for some improvements may be desirable on a case-by-case basis.

ACTION ITEM: Develop a process to evaluate these options that integrates the diverse interests present in rights-of-way.

FINANCIAL IMPACT: This action has limited financial implications.

KEYS TO SUCCESS: Communication along with clear descriptions early in the process will be key to advancing such a concept

4.7.4 Urban Design and Streetscape Guidelines

To capitalize on the character that makes the West Edge unique, the City must ensure that new development in the area contributes to the overall vibe.

ACTION ITEM: Develop a Pattern Book of approved guidelines to assist in implementing design standards for the area.

FINANCIAL IMPACT: Explore the EPA Brownfields Planning Grant or WBC Planning Grant to supplement this effort.

KEY TO SUCCESS: Design guidelines and standards provide predictability and help guide a cohesive overall character that is key in making a place like the West Edge desirable for investment.

4.7.5 3D Model

Continue to invest in updating and upgrading the 3D Model as projects are constructed to be able to utilize this tool in an ongoing manner to encourage new investment. As the project continues, the model could be used to visualize larger changes in the area and to support grant applications.

ACTION ITEM: Integrate upcoming construction projects and planning efforts into the 3D Model. Consider funding a revision of the Promotional Video following the addition of new projects to keep the information fresh and up to date.

FINANCIAL IMPACT: The initial EPA Assessment Grant provided the funding for the first model and video. Utilize other Planning Grant Funds for updates.

KEY TO SUCCESS: Providing visual imagery can help the community and investors fully understand the impacts of a project before committing resources.

4.7.6 Develop Urban Loft Lot Type

In reviewing the vision for the West Edge project, urban residential apartment buildings have been identified as a desirable development pattern. The current Unified

Development Code allows for a suburban model of multifamily building development. Another configuration allows for a more urban context, however the Mixed Use Building Type does require a ground level retail component. While mixed use is desirable in this context, not all areas or projects may be able to support a retail or commercial component. It is recommended to add a new Urban Loft Lot Type to enable urban design and dimensional standards that would fit the West Edge area.

ACTION ITEM: Submit modification to the UDC enabling this alternative development opportunity.

FINANCIAL IMPACT: This relatively discreet change should only require minimal staff effort to pursue this modification.

KEY TO SUCCESS: Being responsive to emerging development considerations as the West Edge project unfolds will help to eliminate unnecessary roadblocks to reinvestment in the area.







