



CITY OF LARAMIE
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CITY OF LARAMIE
PARKS, TRAILS & RECREATION MASTER PLAN AD HOC ADVISORY COMMITTEE
AGENDA

MEETING DATE: October 31, 2012

TIME: 11:30 AM

LOCATION: Recreation Center large conference room – 920 Boulder Drive

Consent Agenda

1. Approval of the minutes from the October 24, 2012 meeting.

Motion by _____, seconded by _____, that the consent agenda be approved and that each specific action on the consent agenda be approved as indicated. (Items listed on the consent agenda are considered to be routine and will be enacted by one motion in the form listed above. There will be no separate discussion of these items unless a Committee Member or citizen so requests, in which case the item will be removed from the consent agenda and will be considered on the regular agenda.)

Regular Agenda:

1. Analysis and discussion of preliminary park service area deficiencies for the following service areas: 1, 2, 23, 24, 25, 14, 13 and 15.
2. Discussion of future meeting schedule:
November 17, 2012: Possible Saturday work session to cover trails.
3. Discussion of public meetings.
4. Other business

New business:

Public Comments

Next Meeting Date: Wednesday, November 7, 2012 @ 11:30am

CITY OF LARAMIE
PARKS, TRAILS & RECREATION MASTER PLAN AD HOC ADVISORY COMMITTEE
October 24, 2012
Minutes of Meeting

MEMBERS PRESENT: Amber Travsky, Amy Williamson, Bill Gribb, Dave Hammond, Evan O'Toole, Joe Lord, Mike Moeller, Peggy McCrackin, Vicki Henry

MEMBERS NOT PRESENT: Dan McCoy, Scott Mullner

CITY OF LARAMIE STAFF PRESENT: Paul Harrison, Parks & Recreation Director; Derek Teini, Senior Planner; Mel Owen, Administrative Assistant; Cody Jennings, Assistant Planner; Eric Jaap, Civil Engineer

The regular meeting was called to order by Dave Hammond at 11:38 a.m.

Consent Agenda:

1) Approval of the minutes from the October 10, 2012 meeting.

Motion by Williamson, second by McCrackin, that the consent agenda be approved. Motion carried 8-0, (Lord abstaining).

Regular Agenda:

1) Analysis and discussion of preliminary park service area deficiencies.

Teini presented the draft map of Park Service Area 10 showing proposed sites for new parks. Staff made the Committee aware that it has been proposed that the Turner Tract Master Plan be updated due the High School development within the Turner Tract Area. The Committee asked to review the current Turner Tract Master Plan to become more familiar with the existing plans for the area. Staff stated that the Plan would be provided to the Committee as well as a definitive location of the future High School and an overall map displaying current property lines. The Committee noted a desire to include more natural areas within Service Area 10, as there is an opportunity to utilize the yet undeveloped land throughout the area. It was recommended that the slope behind the Recreation Center and the land south of the proposed "Pointe" development be explored as potential natural area sites. The Committee discussed potential land acquisition for natural areas southwest of the Recreation Center, which would help to provide pedestrian and cyclist access to the High School from 30th Street. It was also recommended that the current trail which runs along Garfield Street, from the Recreation Center down to 30th Street, be moved back (off of Garfield Street) in order to mitigate safety issues along high traffic areas adjacent to the auto details shop. Staff noted that trail placement will be further vetted out during upcoming discussions on community shared use paths. The possible addition of a bike park within Service Area 10 was also briefly discussed.

Teini presented Park Service Area 7 for the Committee to review and discuss. The Committee expressed a desire to extend the proposed natural area along Spring Creek until it joins up with the canyon located within state lands. They noted that such an extension could provide a route to mountain trails if access was opened up in the future. The Committee stated they wished to focus on the preservation of large natural areas within Service Area 7, particularly over the aquifer protection zone and along the Spring Creek Drainage.

Teini presented the proposed park areas within Service Area 11 for discussion. The Committee suggested the addition of a trailhead park in order to provide access to future trail systems along the outer edge of the community. It was also suggested that the proposed natural area within the service area should be increased and extended to join up with other natural features such as canyons or draws within that area. The Committee also suggested that an additional playlot be explored within the platted subdivision along the east side of Service Area 11, especially since the area could potentially be annexed by the City in the future. It was noted that the addition of detention pond areas within parks and designated natural areas would be a worthwhile amenity and be of benefit in planning for future development. The Committee briefly discussed the placement of a bike park within Service

Area 11, however it was suggested that a more central location would provide greater access to more people.

2) Discussion of future meeting schedule.

The Committee discussed adding more meetings to the regular schedule in order to progress faster through the review of each park service area. The Committee agreed to add meetings on October 31st and November 7th.

New Business

None.

Public Comments:

None.

Meeting adjourned at 1:04 pm.
Respectfully submitted,



Mel Owen
Administrative Assistant
Parks and Recreation
City of Laramie



City of Laramie
Community Services Department
Planning Division
P.O. Box C
Laramie, WY 82070

May 31, 2001

Dear Residents and Friends of Laramie:

It is our pleasure to present to you the Turner Tract Area Plan. This document represents the product of many hours and weeks of hard work by City staff, Planning Commission, City Council, consulting team, and the public.

The City of Laramie staff and elected and appointed officials worked hard and enthusiastically to respond to the challenge of potentially losing an important and long-time employer by developing a plan that not only ensures that Mountain West Farm Bureau will be able to build their new home office in Laramie, but provides a vision for a mixed-use area that will accommodate new office development, a mixture of nearby cohesive residential neighborhoods, a new commercial center along I-80, and a civic and recreational center as a strong and perpetual anchor.

At the core of the vision and plan is an open pedestrian and automobile-oriented development area that will help make Laramie a more economically competitive community within the region. The office park and residential neighborhoods described in this plan will not emerge overnight, but it is achievable. The plan while rooted in the pragmatism of economic and engineering analysis, recognizes the vital need for the Turner Tract area to compliment the downtown and other economic centers in the community as well as a place that is human and economically viable.

Our sincere thanks to all those who have dedicated their talent, energy and ideas to this effort.

Mark Sawyer
Planning Manager
City of Laramie

Acknowledgments

The Turner Tract Area Plan was prepared with the assistance of City staff, Planning Commission, City Council, Mountain West Farm Bureau, Laramie Economic Development Corporation, and community and area residents. Thanks to all who participated including, but not limited to:

City of Laramie

City Council

Joe Shumway, Mayor
Fred Homer, Vice-Mayor
Bob Bell
David F. Williams
Erik Stone
Trudy McCracken
Jeanette Reisenburg
Annie Nordin
Amy Sunshine Moon

Planning Commission

Richard Moore, Chairman
David Paulekas, Vice-Chairman
Natalie Miller
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Roger Soener, Consultant Project Manager

Mountain West Farm Bureau

Sam Clark, CEO

Project Funding

This project is funded by the City of Laramie and Mountain West Farm Bureau (MWFB).



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Panels

- 1. Framework Plan Map
- 2. Illustrative Concept Plan Map
- 3. Proposed Zoning Map (to be added)



The Turner Tract Area Plan is a framework for strategic actions that will reinforce the role of the Turner Tract area as one of the community's major office employment, residential, and civic centers. The plan is intended to guide future development of a one-square mile area as a multimodal, live-work district anchored by civic spaces and buildings.

As a result of the plan's focus on creating an attractive live-work district, the Turner Tract area will be an exciting place to locate a new business or buy a home. The area will offer abundant open space and views, live-work opportunities, parks and recreation facilities and trail connections to rest of Laramie. This new live-work district will contain a mix of uses including employment, a new commercial retail area, mixed housing, recreation facilities and pedestrian and bicycle areas. A balanced transportation system for pedestrians, bicyclists, future public transit, and motor vehicles will maximize travel mode choices.

While the development of the plan was initiated to review the appropriateness of providing land for development of a new home office for Mountain West Farm Bureau, after initiating the plan's development it became apparent that the city had a

number of pressing needs with respect to housing, office park development, and recreation that the Turner Tract area could help resolve through the development of an integrated live-work district.

After substantial public outreach and Planning Commission and City Council deliberation of such factors as an analysis of primary and secondary employment, property and sales tax revenue, additional operating and capital costs, and other qualitative consideration, the plan concluded that the City of Laramie would most benefit from office and residential uses in the Turner Tract area. Developing a significant new area for office development could help the city add significant numbers of new jobs and increase property tax revenue.

At the time of adoption of the Turner Tract Area Plan, there was no office park development area identified in the community and only 25 acres of scattered undeveloped commercial land that could reasonably be expected to accommodate moderate and large office-based businesses. Clearly part of reason there is limited office land available is due to a lack of demand for office land, the ability of the private sector to finance an office park development with more limited demand, and the more significant

retail and residential market pressure.

In an effort to foster the adopted vision of creating an integrated live-work district and employment center, the Turner Tract area plan has evaluated a series of potential policies and actions. The following is a summary of the actions recommended to implement the plan:

Zoning:

Adoption of this plan should be followed up with policy work to eliminate the existing conventional zoning designations in the Turner Tract planning area and establish a mixed-use PUD zoning district with detailed design standards based on the goals of this plan.

Annexation:

The City should initiate annexation and zoning of those areas necessary to support the development of the Turner Tract Office Park and the live-work environment.

Land Acquisition:

Establish acquisition strategies to acquire surrounding lands for development of the Turner Tract Area Plan. The inducement of residential development in the near term may only be achieved via City participation, such as property ownership.

Phases:

Identify stand-alone phases that are integrated with the City's Capital

The City of Laramie has extremely limited area for office park development. Infrastructure in many locations around the community is restricted due to inadequate water pressure or volumes or inadequate sewer system capacity. The Turner Tract Planning Area, however, offers a unique opportunity to develop a high quality office park with nearby supporting residential uses.



Improvement Program (CIP) projects.
Funding:

City staff and City Council should update the Capital Improvement Program (CIP) that addresses major government facilities and infrastructure projects. CIP elements from the Turner Tract Area Plan should be sorted and prioritized, and funding sources analyzed during the process. City staff should also begin analyzing other funding strategies for the live-work district. The City should carefully investigate grant programs to leverage any infrastructure investment including, but not limited to, recreation facility development associated with any special purpose tax.

Major Civic Uses:

The City should demonstrate commitment to the plan by designating the Turner Tract Planning Area as the location for the community recreation center and other specific major civic uses during the Capital Improvement Plan process.

Marketing:

The City should develop a marketing and financing package to use in facilitating the investment in the property. This should include the development of a marketability study to help identify potential markets as well as barriers to attracting target businesses or promoting residential

development.

Incentives:

The City should evaluate and develop incentives based on the marketability study. These incentives could include financing, land, etc. The incentive should be integrated into the marketing and financing package to help attract some large office users or housing investment.



1. Introduction

Overview

The Turner Tract Area Plan is the first detailed plan to be developed by the City of Laramie. The plan represents a mid-level plan lying somewhere between the broad comprehensive planning scale and the site-specific planning scale. As an area plan, the plan establishes a conceptual plan for future urban development in southeast Laramie and the urban fringe encompassing a portion of the southeast Spring Creek drainage

This plan was developed in response to pressures to develop the public-owned Turner Tract. The plan was developed in order to establish a vision for the Turner Tract area before market pressures caused it to develop without consideration of its development potential and the overall long-term needs of the community. The general purpose of the plan is to consciously plan for the development, preservation and enhancement of the area in a manner that helps ensure that future changes are beneficial to the area's citizens and to the City as a whole.

What is an Area Plan?

An area plan is a plan for a specific area of the community as defined by physical boundaries such as roads, development character, and

common public facilities such as schools and parks.

Area plans provide an agreement among citizens and city departments on the future development of the area, create a common understanding among residents of expected changes in the area, and develop implementation methods for achieving the goals of the area plan. The goals of developing an area plan are:

1. Create a vision for the future of the area that support the needs of area residents and the community as a whole.
2. Establish the plan, the approach, the priority and schedule for implementing an area plan by identifying the means of financing plan elements, establishing a framework for reviewing public projects, land use changes, and development proposals and establishing the broader community context in which to select appropriate locations and projects for expenditures of public funds.

The planning horizon for an area plan is approximately 20 years.

Project Purpose

The Turner Tract Area Plan is an integrated planning tool guiding future development of the Turner Tract and surrounding area. The project's primary function is to create

an area-specific plan that establishes future land use patterns and innovative development designs to meet the needs of current and future residents.

Specific objectives of the Turner Tract Area Plan planning process include:

1. Identify community development needs, land and development restrictions and establish an appropriate land use plan for the area that meets some or all of the community's land development needs.
2. Update land use designations in the area consistent with policies in the plan.
3. Evaluating the area's transportation needs per recommendations in the updated 2001 Major Street and Highway System Plan.
4. Explore innovative site design techniques that promote development options enhancing alternative transportation.
5. Identify and protect significant natural resource features.
6. Evaluate options for urbanization and develop a preferred alternative specifying appropriate land uses, street connectivity, development design criteria, residential densities,

A wide variety of ideas were generated in the public sessions and workshops. Some of those ideas are represented here. While the community identified many ideas and needs. The community overwhelmingly saw the need for office park and residential development in an open and well-landscaped environment as a top priority and most appropriate use for the area.



innovative design patterns for nonresidential development and commercial centers, parks and open space, and a multimodal transportation system.

7. Identify implementation measures with recommended Comprehensive Plan (or Land Use Element) and zoning amendments, potential design criteria, and infrastructure financing mechanisms.

8. Determine whether Mountain West Farm Bureau's need for a site for their new home office in Laramie could be met on land owned by the City of Laramie.

How Will the Plan Be Used?

The plan will be used to provide a framework for development decisions on the Turner Tract and in the surrounding area such as:

1. Budget setting and capital

improvement priorities;

2. Evaluation of annexation and development proposals;
3. Parkland acquisition and development;
4. Urban design improvements; and
5. Economic development initiatives.

Planning Process

The Turner Tract Area Plan

Workshop Thoughts

Parks & Recreation:

- Tie the existing greenway system to Spring Creek by extending it through TT.
- The city to consider exchanging land with Mountain West (MW) at Sherman Hill Estate (SH) in order to develop that area as a major entry gateway/parkway to the city.
- It is desirable to have a public park in TT that connects to other natural amenities.
- If the future recreation center is approved to be located here, it could be tied to the greenway system and share parking with the future ice arena.
- There is community support for an outdoor swimming pool. TT could provide an area for such a facility. The negative point about locating the outdoor swimming pool here is that all recreational facilities would appear to be concentrated at one end of town. This is also a strong positive point about locating this facility here: parents could take their children to one location for variety of activities without spending lots of time driving around town in order to meet different children's recreational interest.
- The location of the outdoor swimming pool in close proximity to the other two recreational facilities at TT makes fiscal sense.

Housing & Lodging Needs:

- Most recent housing projects focus on high-end housing

developments. There is a need for more middle-income (80k-125k) single-family housing stock within the city as well as fixed income senior housing.

- Is it necessary to create a buffer between different types of housing? Or is it desirable to have a mixed development that provides for all types of housing needs from starter homes to high-end houses to senior independent living?

Commercial & Retail Developments:

- A major goal of the charette exercise is for the city to end up with an inventory of a dozen available (and varying size) commercial parcels at TT in order to entice potential companies such as Mountain West to relocate to the area. Currently there are no such parcels available for companies that employ more than 25 employees.
- Once potential companies relocate to the area, housing stock must be improved to accommodate the new employees.
- The design team is urged to establish a set of architectural covenants, signage and green space requirements to set aesthetic standards for all types of land uses within the tract.
- Some uses (such as used car lots) should be prohibited.
- Downtown Laramie is currently thriving with charming specialty shops but no major clothing stores

for men/women. Most shoppers travel +60 miles to the 2 major retail centers outside of the city for their shopping needs (estimated 40% leakage). There is a feeling that bringing some of these large stores to Laramie would keep retail dollars in the city although no one suggested that TT was the appropriate location for a regional shopping center.

- There is a sense that once commercial and office developments are established at TT, retail will follow growth. The needs of large-scale retail (big box) will have to be anticipated and planned for at master planning stages.

Miscellaneous Discussions:

- The community is not culturally starved; there is a civic center utilized by the community that meets their current cultural needs. The building should be renovated at some future time.
- Future municipal buildings could be located at TT.
- Change existing requirements of street width etc. through establishment of PUDs.
- TT should become a showcase example of mixed use that would inspire other similar developments in the future. A more integrated planning concept should replace the traditional pyramid approach to planning. The planning of TT should be comprehensive and not piecemeal.

project was an intensive process managed by City staff in concert with a project consultant team composed of Brooks Borgs Skiles Architecture, Farm Bureau Financial Services, and Mountain West Farm Bureau. The project benefited tremendously from the guidance, support, and assistance of residents, the Planning Commission and City Council.

The Planning Commission and City Council conducted six meetings to review work products and provide technical support, while City project staff worked regularly with the consultant team on plan development, evaluation, and refinement.

The Consultant's work began with research and data collection, review of applicable adopted plans and documents, and synthesis of this information to develop an understanding of the project area, existing physical conditions, development constraints, and planning context. The task included an intensive community workshop in May. The City provided broad notice of workshop to the general public and specifically to area residents, property and business owners, employees, and representatives of various interest groups.

At the workshops, community members, Planning Commission members and City Council members:

- Discussed project planning objectives;
- Generated a vision for the study area; and
- Provided input on Plan alternatives.

The workshop yielded a series of important comments that helped determine the content of the Turner Tract Area Plan. Some of the comments received are identified in the "Workshop Thoughts" inset. Ultimately, the workshop resulted in six principles that guided the development of the Turner Tract Area Plan.

Guiding Principles

- 1) Natural resource protection
 - keep dense development away from the most sensitive areas
 - protect and respect the natural topography and land features
 - 2) Accessible open space network
 - develop a spine of interconnected natural features, parks and corridors
 - provide multiple points of access
 - establish trail and
- transportation links to outside the plan area
- utilize natural resource conservation and habitat protection, passive and active recreation, and pedestrian and bicycle trail systems to meet multiple purposes
- 3) Distributed but concentrated development
 - distribute pedestrian-scaled employment and recreation within walking distance of most residences
 - move larger scale employment and commercial centers to more heavily traveled transportation corridors with transit potential
 - 4) Development pattern / landscape fit
 - establish land uses and development patterns compatible with landscape character
 - keep dense patterns in already developed areas
 - create least dense patterns on hillsides, especially with hilltop viewsheds
 - have most streets parallel contours
 - 5) Transportation alternatives to

The City publicized the planning effort throughout the process. This included invitations to area and nearby property owners, ads and articles in the newspaper, and radio stories.

private automobiles

- provide safe, direct and convenient bicycle and pedestrian routes
- establish both on-street and off-street alternative mode systems

6) Local employment/housing

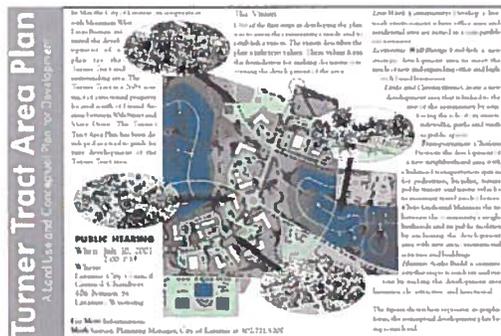
- strategically locate major employment
- provide easily accessible housing

Based upon these guiding principles, the Consultant and City staff prepared a draft Plan for review and input. The Plan was adopted by the Planning Commission and City Council after being refined by staff based on input from the Planning Commission, City Council and public.

Walmart) and proposed recreation facility (i.e., ice arena). Within the urban fringe are scattered rural residential uses. Large and moderate-scale commercial uses, and other higher intensity developments are located along Grand Avenue to the north of the area. Low density residential development bounds the planning area to the east and moderate density residential development bounds the planning area to the west.

Turner Tract Plan Area

The Turner Tract Area Plan boundaries are roughly formed by I-80 on the south, Grand Avenue on the north, Vista Drive on the east and 30th Street on the west. The total area includes approximately 30 existing residents and more than 15 dwellings on 628 acres, of which only 42% is within the city limits. Uses within the city limits near Grand Avenue include commercial retail development (i.e.,



2. The Plan

The Turner Tract Area Plan is a framework for strategic actions that will reinforce the role of the Turner Tract area as one of the community's major office employment, residential, and civic centers. The plan is intended to guide future development of a one-square mile area as a human-scale, multimodal, live-work district anchored by civic spaces and buildings.

The Parts

The plan is divided into five parts:

1. **THE VISION** defines the primary values for the Turner Tract Area. These values should guide our public and private decisions about development in the Turner Tract Area.
2. **THE FRAMEWORK** is the skeleton around which development will evolve over time. The framework is structure that links the various elements or development in the area into cohesive district.
3. **THE PROGRAM** defines the uses which are proposed to be located in the Turner Tract Planning Area. The program is designed to promote development that reinforces the physical framework and the cohesiveness of the district.

4. **THE IMPLEMENTATION STRATEGY** outlines an approach towards the realization of the vision for the Turner Tract Planning Area. It outlines a number of action steps to be taken by the City to help implement the plan. The implementation plan also includes projections and anticipated phasing.

5. **PHASE I DEVELOPMENT** summarizes the objectives, steps and procedures for initiating development of Phase I of the Turner Tract Planning Area.

The combination of these five elements forms a plan that provides for the realization of a new live-work district in the City of Laramie.

Trails and trail connections through residential neighborhoods and the office park are key features of the live-work district concept. Trails should be placed in greenways that have been designed to handle storm drainage. By using "green" techniques, stormwater issues can be resolved while providing open space, parks and recreational space for area residents and employees to enjoy and forming a functional backbone or development framework for the area.



The vision describes the plan's inherent values, which are intended to guide development of the Turner Tract Planning Area. The combination of these values forms the foundation for making decisions consistent with the overall plan.

The Vision

In an effort to generate high paying jobs, create a significant tax base and enhance the economy of the city, the Turner Tract Area should be used to promote a high quality, mixed use economic center that focuses on the city's non-retail target industries including: logistics, semiconductors and electronics, finance, research, business and professional services, telecommunications and software and multimedia development.

The Turner Tract will attract high paying jobs and enhance the economy of the city by:

Creating a Live-Work Community: Develop a live-work environment where office use and residential uses are mixed in a compatible environment.

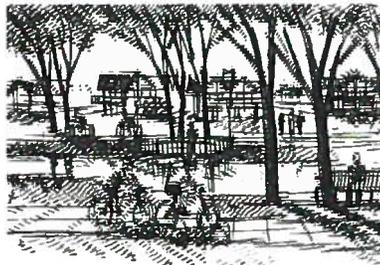
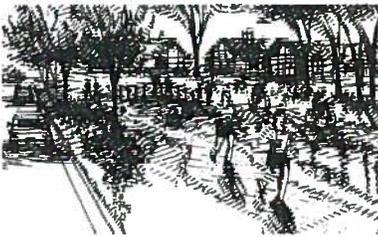
Establishing Links and Connections: Links and connections to the rest of the community will be

reinforced using city streets and public spaces.

Offering Transportation Choices: A balanced transportation system for pedestrian, bicyclist, future public transit, and motor vehicles will maximize travel mode choices.

Building Civic-Anchors: The development of the area will be anchored by civic/recreational activities and buildings including city parks, open space, areas for gathering, trials, and other major civic functions.

Being Human Scale: Streets and public spaces in the Turner Tract Planning Area will be attractive, functional and designed to make walking easy for the pedestrian.



4. The Framework

The Framework Plan (Panel 1) presents the structural elements of a cohesive district. It provides a logical system for development of the Turner Tract Live-Work District. The Turner Tract Area Plan uses two primary frameworks to structure the public realm: open space and trails. Continuous spines of open space and parks extend through the major public buildings and connect them to the Spring Creek Greenway and residential and office development areas.

The central organizing elements of the plan are two open space spines that connect various buildings within a unified public realm of parks, plazas, and trails. The parks, plazas, and trails provide meeting and gathering places, while providing linkages for people to walk to work, recreation and shopping.

In addition to these major open space spines running east/west and north/south, tree-lined streets and boulevards provide a comfortable space for pedestrians and provide visual interest for the pedestrian and motorist alike. The tree-lined streets and deep building setbacks provide significant open space and vistas along the roadway network that links throughout with the trail network.

New residential areas, that will

ultimately provide housing for area workers, buffer existing lower-density residential develop from the impacts of office park development.

In laying out the framework, the vision was translated into the following general policies for development of the Turner Tract. These policies not only helped guide the development of the framework, but should be used to provide more detailed guidance when considering where to located various uses to best utilize the land to enhance the community's economy.

Policy 1: Master-planned, mixed-use development with a small retail component. The development must be of a unified character with non-retail target industries as the predominate land sue. Ancillary retail uses must be integrated into the overall development scheme.

Policy 2: In an effort to promote the office park character of this area, retail development should be discouraged from locating on the Grand Avenue frontage and away from major intersections in clusters.

Policy 3: New automobile, truck boat sales, or other such retailers and service uses are not designated as target industries and should not be permitted.

Policy 4: Certain retail and commercial sues are deemed incompatible with the intent and purpose of the Turner Tract Area. These uses include retail gasoline stations, motels, etc. Retail uses should only be permitted when the use can demonstrate that the number, location and development timing of such uses correspond to and are not detrimental to the city's overall goal of promoting an environment favorable to the location, retention and attraction of non-retail target industries to the Turner Tract Area.

Policy 5: Provide appropriate transition of intensity between the Boulder Drive Corridor and existing or proposed residential neighborhoods outside of or on the corridor fringe is provided through design standards in the PUD overlay. Office park traffic routes should be designed and located so as not to negatively impact fringe neighborhoods.

Policy 6: Any residential zoning along the Boulder Drive Corridor is not consistent with the intent and purpose of the corridor and should not be permitted.

The Turner Tract Planning Area should be designed as live-work district. Office buildings should be developed around a spine of open space and trail network that connects work to home and takes advantage of the Turner Tract Planning Area's natural setting.



The program establishes the land uses for the area. The proposed land use program illustrates the location and types of uses that are consistent with the vision and the framework for the development of the area. All uses will be subject to approval of the necessary funding and application of the City's land use regulations. Factors considered in identifying these uses included projected needs for civic buildings based on anticipated growth, opportunities for private development, and identified demand for various land use types within the community. The various land uses are summarized in Table 1.

Proposed Land Uses

The following is a description of the land uses included within the program.

1. Public Spaces and Plazas: The central organizing elements of the plan are two open space spines that connect various buildings and development areas within a unified public realm of parks and plazas. The parks and plazas provide meeting and gathering places, while providing linkages for

people to walk or ride bikes to civic activities, employment and shopping and connect to a larger recreational trail network in the community.

2. Civic Center Anchor (Recreation Center and Ice Arena): If residents of Albany County approve the Special Purpose Tax at the ballot in August, a new recreation center will be the second phase of development within the plan area. The City Council is proposing to build a new 50,688 square-foot recreation center with indoor and outdoor pool, running track, gym, and meeting rooms. The development will also include an indoor ice arena and outdoor park space.

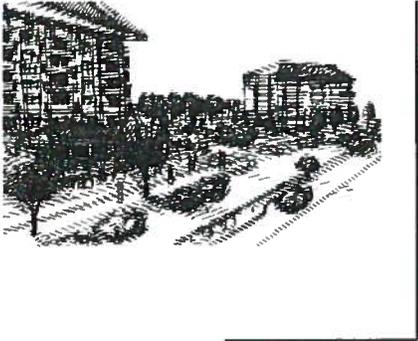
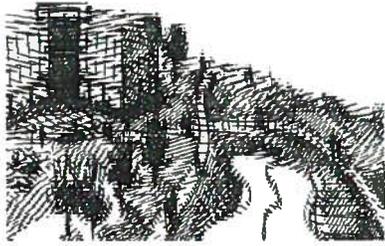
3. Residential: Single family, townhomes and multifamily units are proposed primarily along the eastern edge of the planning area. Low-density residential units and executive housing is proposed along the western edge of the tract along 30th Street. Residential units will create attractive streets and walking environments with

sidewalks, tree-lined planter strips, front yards and porches. Housing will act to buffer proposed commercial development from existing neighborhoods, and will help increase security in the evenings and on the weekends.

4. Public Facilities and Schools: With area for over 1,200 new families, a school or other public may be required to support development of the area. A school should generally be located in close proximity to planned parks and open space to allow these resources to be shared.

5. Office: Areas designated for office are intended for financial, high tech, real estate and commercial office uses. Offices shall be the primary use, and manufacturing or warehousing uses should be prohibited. This area should be in a campus-like, master-planned setting with large setbacks, abundant open space, trails, and attractive landscaping.

6. Commercial Retail: There is a long-term need in the City



for additional commercial retail space to accommodate large retailers and highway/regional-oriented commercial development. General commercial areas will provide the full range of sales and service activities. These uses will occur in a self-contained center. Commercial uses should be designed to protect adjacent residential uses from such impacts as noise or traffic. General commercial development is designated at a future I-80/30th Street interchange. New development should be designed to utilize internal accessways and not designed to encourage strip style commercial development.

Planning and Design Guidelines

These general guidelines pertain to all building types within the Turner Tract Planning Area. Guidelines pertaining to specific building types are described on the following pages.

General Design Considerations:

1. Avoid blank walls along streets, plazas and parks. Building facades facing these

public spaces should be composed of high quality materials and finishes, and should generally contain windows and entries.

2. Use architectural elements to establish human scale and massing for buildings when viewed from the street. This includes providing a cornice or "top", a "base", and windows located and proportioned to express the structural bay dimensions of the building.
3. Emphasize vertical proportion in the design of the building openings, windows, and panels.
4. Encourage the use of sandstone in all buildings, especially civic buildings, to establish visual continuity and a local "sense of place."
5. Reinforce the Turner Tract area's central axis by establishing a series of parks and plazas linked along this spine via clear pedestrian and visual connections.

City Recreation Center/Civic Uses

The proposed City of Laramie recreation center is located near the

intersection of Boulder Drive and Garfield Street to serve as the northern focus of the Turner Tract area's central axis. The recreation center also provides the northern edge to the east-west cross axis of the park/trail system and is integrated into the Spring Creek Greenway. Civic uses should meet the following design and use guidelines:

1. Locate the primary building entrance oriented to the east towards Boulder Drive, along the Turner Tract area's central axis and cross axis. Provide a secondary entrance off of Regency Drive, along the Turner Tract area's cross axis. The building entrances shall be connected to allow pedestrians to see and walk through the building, thereby creating a continuous series of parks and plazas along the central axis.
2. Provide varied roof forms to create architectural interest. Reduce the visual scale of the building and make it inviting by the use of architectural elements such as corner roof structures, cornice lines, niches, and other human-scaled features.

The Turner Tract Planning Area should be anchored with civic uses including an network of open space, trails, parks that are focused around a community recreation center and ice arena.



Parks and Open Space

The plan incorporates a significant and vital series of open space areas and planned civic and park areas. These areas serve as a major defining character element of the area. The park and open space features are shown as a mixture of types from developed green space to more natural areas of open space. Generally, when locating and designing parks and open space, the following design and use guidelines should be followed.

1. Parks should be conveniently located. Neighborhood-level recreational facilities needed by their residents including playgrounds, free play areas, basketball courts, picnic tables, etc. should be provided in association with all developments.
2. Design parks in conjunction with streets and walkways, to be a purposeful part of any land development, and not merely the residual leftovers from site planning for other purposes.
3. Parks should be mostly surrounded by local or collector

streets or house fronts, to maintain safety and visibility.

4. Open space areas should be designed and located to preserve environmentally sensitive areas including wildlife habitat, wetlands, steep hillsides, unstable soils, ridgetops, and riparian corridors.

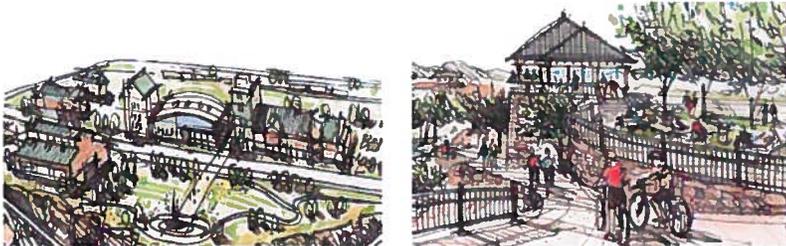
5. Open space areas should be connected by a trail system that provides public access along drainages, and connects with regional open space resources to promote public recreation.

6. Open space and parks should be connected or adjacent to schools, whenever possible.

7. Streets and sidewalks should be considered as part of the public realm and open space or linear park features and should be designed in consideration of their role as public spaces. For example, in some cases street right-of-ways should be widened to allow for landscaping and other special design treatments or include

Table 1. Land Use Allocation

Use	Land Area (Acres)
Commercial Retail	
Business	30
Office	130
Residential	
High Density	50
Medium Density	70
Low Density	20
Very Low Density	45
Public	
Open Space	105
Public/Recreation	20
Other Existing	159



temporary and permanent art along major pedestrian corridors.

Single Family Homes, Townhomes, and Multifamily Development

New single family homes, townhomes, and multifamily developments are proposed along Vista Drive south of Walmart to add somewhat more affordable housing to the area and extend the existing residential neighborhoods to the east and south. These units will help buffer existing residential development at lower densities from the higher density office development proposed along the Boulder Drive Corridor connecting the Grand Avenue commercial area to the I-80/30th Street interchange. In addition, these units will help establish a live-work development orientation for the Turner Tract area where private residences are located within walking/bicycling distance of work.

Residential uses and neighborhoods should meet the following design and use guidelines:

1. Permit somewhat smaller lot sizes to enhance affordability and diversity in the area.
2. Create an attractive street and walking environment with sidewalks, tree-lined planter

strips, front yards, and appropriate building features. Primary entries shall be visible and accessible from the street. Front porches, window bays, and balconies shall face the street. Locate garages to the rear of the lots with either alley or side drive access.

3. Hip, gable, and gambrel roofs are required. Flat roofs are not permitted.
4. Permit duplex units in the single-family area so that smaller individual units have the appearance of the larger units in the neighborhood.
5. Residential neighborhoods should be designed to incorporate a mixture of houses, duplexes, and apartments. Very low, low, and moderate income households shall be integrated into neighborhoods through the use of innovative housing types, rather than merely creating isolated pockets of apartments.
6. New residential areas should be compatible with the existing residential development, primarily through appropriate density placement. Generally,

multifamily and duplex residential development is suitable transitional use that should be effectively located when possible between higher density development (such as commercial) and lower density development (such as single family residential) or integrated into a mixed use neighborhood.

7. Residential neighborhoods should be varied in design. Building facades should be articulated to provide visual interest to pedestrians. Neighborhoods should not consist of unarticulated blank walls or unbroken series of garage doors. Multifamily housing should offer variation between buildings while maintaining an "overall design theme".
8. Multifamily housing projects should incorporate the characteristics and amenities typically associated with single family homes. These characteristics include orientation of the front door to a neighborhood sidewalk and street, individual identity, private outdoor space, privacy, and security.

The I-80/30th Street Interchange should be reserved for regional commercial uses. The retail businesses should face and access an internal network of streets rather than facing I-80 or fronting 30th Street. The development should be well landscaped and connected to the pedestrian/trail system.

Office/Business Park

One of the key land uses within the Turner Tract Planning Area is the development of an office park to accommodate large office employers. The office park is organized around the primary open space spine and Boulder Drive. Office has been included to meet the demand for office development areas and to help establish a live-work district. Office uses should meet the following design and use guidelines.

1. Offices should be located as a transitional use between higher density development (e.g. retail, commercial, or industrial) and lower density development, such as single family residential. Office development may also be used to provide a transition between single family development and public facilities.
2. Offices should be connected by pedestrian and bicycle routes and trails to promote alternative transportation modes for commuters.
3. Office users should be located on parcels of land large enough to adequately support the type of office development

proposed including possible expansion, and minimize any adverse effects upon surrounding properties.

4. Office areas should provide appropriate pedestrian linkages connecting parking lots to encourage internal trip capture and reduced impact on roads. Be designed to provide just enough commercial parking in small parking lots at the side or rear of buildings. Parking lots shall not be permitted to dominate the street frontage, interrupt pedestrian routes, or negatively impact surrounding neighborhoods.
5. Office lots should be designed to provide adequate area and road frontage to allow for controlled access points and proper spacing between driveways to minimize the impact on the operating capacity and safety of the adjacent road network.
6. Offices should be developed to provide adequate buffers, maintain adequate tree cover, and maximize visual compatibility. Generally, office development should be part of a parklike setting with significant green area and long-

vistas.

Streets, Trails and Other Transportation System Components

The design, location, and orientation of streets determine how an area feels and how the transportation system functions. The following design and use considerations should be reviewed when designing streets, trails and other transportation system components within the Turner Tract Planning Area.

1. Streets should be designed to slow traffic in residential neighborhoods. Arterials or through traffic streets should be located on the periphery of residential neighborhoods. Arterials should never bisect neighborhoods.
2. The transportation system should not be designed to accommodate the automobile at the expense of other modes of transportation. Improvements identified to achieve a desired level of service for the automobile must not negatively impact the level of service for pedestrians or bicycles. Consider pedestrian levels of service measurements including directness, continuity, street crossings, visual interest and amenities, and security when



designing the road system. Street crossings for pedestrians should include crosswalks, lighting, median refuges, corner sidewalks widening, ramps, signage, signals, and landscaping. Crosswalks should be well marked and visible to motorists.

3. Form an interconnected network of neighborhood streets and sidewalks within a neighborhood and between neighborhoods, knitting neighborhoods together and not forming barriers between them. Narrower streets create a more interconnected neighborhood and reduce travel speeds.

4. Avoid the use of deadends and cul-de-sacs.

5. Trails, sidewalks and on-street bicycle facilities should be located in association with utility easements (overhead transmission lines, gas and water) when practical. This off-road corridor system should be designed and developed to connect neighborhoods to recreation and open space facilities.

6. Trails should be required to be built when roads are

under construction or reconstruction where an on-street trail would support linkage between residential neighborhoods or between residential neighborhoods and commercial areas.

7. The major goal in design is to create a trail system that addresses quality, consistency, safety, security, ease of use and cost-effective maintenance.

Illustrative Concept Plan

The illustrative concept plan map (Panel 2) introduces a series of new residential neighborhood with mixed densities and housing styles in close proximity to an office park anchored by open spaces and civic recreational facilities forming a new live-work district in the City of Laramie. The concept plan is not intended to illustrate proposed building footprints, but to illustrate proposed uses and relationships, as well as, proposed civic spaces and linkages.

A variety of residential neighborhoods should be provided to meet the needs of various employees. These areas should include low-density residential areas for executive housing on the west side and moderate and high density housing to accommodate moderate income families and individuals.

The Turner Tract Area Plan outlines a framework and principles for development of the area over the next ten to twenty years. That vision will be realized as various public agencies, developers, and corporate and community leaders use the plan to guide their individual decisions. The implementation strategy outlines an approach to begin that realization. It describes the actions that are needed to bring the plan to life, and the choices that must be made by City officials.

Zoning

There are five separate zoning districts identified in the plan area: B2-General Business, LR-Limited Residential, R2-Limited Multifamily Residential, R3-Multifamily Residential, and RR-Rural Residential (See Panel 3. Proposed Zoning). There are discrepancies between uses permitted and uses proposed. For example, office uses are not permitted in the low-density single-family zone district. In addition, some allowed uses are probably incompatible with the desired future uses and plan for the Turner Tract Planning Area. It should be noted that the City’s current zoning district regulations include area, setback, and density regulations that

may interfere with the development of the desired plan. Some of the city’s zoning regulations may also discourage development.

Recommendation: Adoption of this plan should be followed up with policy work to eliminate the existing conventional zoning designations and establishment of a mixed-use zoning in the form of a PUD district or special office park district. In addition, the city should review the zoning ordinance to identify possible impediments to the development of the Turner Tract in accordance with this plan. Any such ordinances should include design guidelines that will promote the compatibility of new development with existing and planned development within or near the district. Finally, the city should work with property owners to annex and rezone their property within the Turner Tract area to be in conformance with the Turner Tract Area Plan at no cost to the property owner.

Annexation

Only about one half of the plan area is currently annexed. In order to facilitate development of the plan area, the entire area should be

zoned and annexed.

Recommendation: Adoption of this plan should be followed up with annexation of the Turner Tract Plan area. The City should consider offering incentives to property owners who are willing to annex and zone their property in accordance with the plan including waiving plant investment and tap fees for water and sewer service.

Phases

The plan should be broken into logical phases. Build-out of the phases may begin as early as 2001 and may take twenty to fifty years to complete. The order in which the various phases build out will be dominated by market forces, citizen approved capital improvement plans and funding and private/ public funded projects. Phase I has been identified and is scheduled for detailed planning, engineering and design during the 2001-2002. A detailed description of Phase I development initiative can be found in “Section 7-Phase I Development “ of the Turner Tract Area Plan. The City of Laramie in cooperation with Mountain West Farm Bureau is initiating development of Phase I of the Turner Tract



Area Plan. Mountain West Farm Bureau plans to construct their new home office on a 15 acre parcel located at the southeast corner of the intersection of Boulder Drive and Garfield Street.

Recommendation: Identify stand-alone phases that are integrated with the Capital Improvement Program (CIP) projects. City staff and City Council are currently updating the City's CIP to address major government facility and infrastructure projects. CIP elements from the Turner Tract Area Plan should be sorted, prioritized, and funding sources analyzed during this process.

Funding

There are various methods available to finance the public facilities and improvements envisioned in this plan. Generally they include the following:

1. **General Obligation Bonds**-Bonds maturing beyond the current year that are backed by the full faith and credit of the municipality and secured in part by the pledge of the issuer's general taxing power. The Wyoming State Law requires voter approval and a

complex checklist of things to be done regarding the election. Interest rates are ordinarily lower on general obligation bonds than on other types of bonds.

2. **Revenue Bonds**-Revenue bonds are payable from a special bond fund containing the net income revenue of the project or facility financed with bond proceeds. They may include funds from a specific or limited source other than general property taxes, such as sales or use tax. Revenue bonds require voter approval.

3. **Special Assessment Bonds**-Special assessment bonds are obligations issued by the municipality for the purpose of constructing or installing improvements in connection with a special improvement district. Special assessment bonds require voter approval.

4. **General Improvement Districts**-With City Council acting as the governing body, the district has authority to issue general obligation bonds and revenue bonds.

5. **Development Authority**-A separate corporate body with

the power to acquire property, construct, lease, and sell property and levy a general property tax.

6. **Business Improvement District**-The district has the power to enter into contracts, acquire and operate improvements, collect property tax, and issue general obligation bonds.

7. **Special Purpose Tax**-The city has the power to implement an optional sales tax to support special projects. Although the city will commit those funds for nearly 10 years if the special purpose tax is passed in August 2001, the city may use those funds in the future to support subsequent phases of the development.

7. **Urban Renewal Authority (URA)**-A URA may be established to eliminate slum or blighted areas within a municipality and clear areas for development or redevelopment. The URA has the power to acquire property by purchase or condemnation.

8. **Public Building Authority**-A not-for-profit public building authority established by City Council. A

Major roads such as Boulder Drive will be designed as boulevards. Boulder Drive and its design elements will be used to begin to tie the design of the office park together.

building authority can issue certificates of participation to obtain financing. Lease payments by the City to the authority, would be subject to annual appropriations only.

9. Private Sector-Several forms of private-public partnerships exist including: private funding, joint funding, leasing, franchises, sale of assets, and contracting out.

10. Pay-As-You-Go Financing- Paying for improvements from existing funds, saved up over time, and not extending a burden on future taxpayers.

11. Targeted Incentives- Incentives such as tax increment financing or other tax-related incentives are possible.

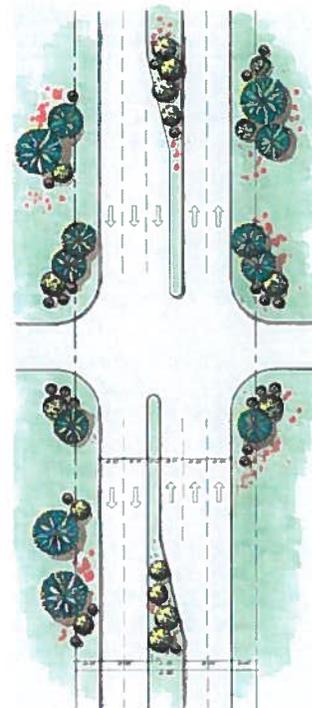
12. Economic and Infrastructure Grants- Grants supporting economic development and infrastructure development such as Community Development Block Grants, HUD Economic Development and Housing Grants, and Economic Development Assistance Grants are available and should be sought to help finance development of the area.

Grants are also available from both private and public sources for funding open space, parks, housing development, etc.

Recommendation: City staff and City Council should update the Capital Improvement Program (CIP) that addresses major government facilities and infrastructure projects. CIP elements from the Turner Tract Area Plan should be sorted and prioritized, and funding sources analyzed during the process. City staff should also begin analyzing other funding strategies for the live-work district. The City should carefully investigate grant programs to leverage any infrastructure investment including, but not limited to, recreation facility development associated with any special purpose tax.

Marketing

The realization of the Turner Tract Area Plan's development goals will require substantial investment by both the public and private sector. The City will need to ensure that the business community and investors are made aware of the plan and the City's investment schedule and strategies. In order to meet the city's goal of generating high paying jobs, creating a



significant tax base and enhancing the economy of the city, the city will need to make substantial effort to market the property to potential users. This effort should include the development of a detailed marketing plan including financial plan for the property and working with local and statewide economic development agencies to market the property.

Recommendation: The City should develop a marketing and financing package to use in facilitating the investment in the property. This should include the development of a marketability study to help identify potential markets as well as barriers to attracting target businesses or promoting residential development. Establish a local task force to review options for encouraging investment in the Turner Tract area, marketing the area as a regional employment center, and establishing attractive and competitive development packages.

Major Civic Uses

The Turner Tract has been identified for major civic facilities. The illustrative concept plan identifies at least three recreational/educational facilities for the site.

These facilities will help to establish the character of the area and ensure long-term commitment by the community in the development of the tract. Civic uses anchor the public spaces and the plan's framework. A commitment to the location of major civic uses within the Turner Tract area is necessary and essential to the success of the plan itself.

Recommendation: The City Council should continue to demonstrate a commitment to the Turner Tract Area as the location for specific major recreation and civic uses during the review and prioritization of projects within the Capital Improvements Plan (CIP). The City Council has already identified the Turner Tract as the priority location for a Community Recreation Center. A Community Ice Arena is also under construction within the planning area. Funding for the Recreation Center is on the Special Purpose Tax ballot issue in August of 2001.

Incentives

Attracting business and development to the Turner Tract will not be an easy task. Hundreds of communities compete for the very few new business and relocations

that occur each year. However, the city does need to be ready with a package of incentives to offer prospective development that would meet the city's goal of creating high paying jobs. The city should investigate potential incentives and continually update their incentive package as market conditions change. The city should also have a sound understanding of their options and limitations so that when opportunities arise the city is prepared to tailor the incentives to meet the prospective business's needs.

Recommendation: The City should evaluate and develop incentives based on the marketability study. These incentives could include financing, land, etc. The incentive should be integrated into the marketing and financing package to help attract some large office users or housing investment. The city should designate or establish an office in charge of managing the development of the Turner Tract and marketing it to prospective clients.

Road and gateway design are critical elements in establishing an identity for the Turner Tract Planning Area. Major roadways such as Boulder Drive should be designed as boulevards. Entry features should be established to provide visitors and residents with a sense of arrival. Roundabouts should be considered as not only defining features at major intersections, but as a means of enhancing traffic flow through the development.

The first phase of development is shown in Figure 1. The first phase includes the development of Boulder Drive to the proposed intersection with Regency Drive and will include gateway enhancements at the intersection of Boulder Drive and Grand Avenue. The first phase of development will provide access to three (3) office park lots and recreational/civic land including partial access to the proposed recreation center site. The costs for development of Phase I is outlined in Table 2. The costs of development is estimated at \$559,218. A portion of the required improvements will be funded by Mountain West Farm Bureau (MWFB) as shown

in Table 1. The city is seeking \$150,000 in CDBG funds to fund a portion of the city's share.

To complete Phase I of the Turner Tract Area Plan's development, the following tasks will need to be undertaken and completed no later than May 2002:

1. Establish detailed funding plan for required improvements and budget funding within city CIP in FY 2001/2002 and FY 2002/2003. Responsible party: City Manager and City Council
2. Develop a detailed Gateway Enhancement Table 1. Land Use Allocation Plan. Responsible party: Brooks,

Borgs, Skiles LLC and City of Laramie Planning Division

3. Zone the lands within the Phase I area for office and recreation/civic uses including establishing the PUD Overlay and detailed design standards.

Responsible party: Brooks, Borgs, Skiles LLC and City of Laramie Planning Division

4. Develop and approve the preliminary and final plat including engineered designs for water, sewer, stormwater, and roadway for all of Phase I of the Turner Tract Area.

Responsible party: Brooks, Borgs, Skiles LLC and City of

Table 2. Phase I Construction Cost Estimate

Description	Phase I			MWFB Lot			
	Quantity (ft)	Material and Installation Cost (\$/linear ft.)	Total	Quantity (ft)	Material and Installation Cost (\$/linear ft.)	Total	MWFB Share
Street	1220	\$273.40	\$333,548.00	560	\$273.40	\$153,104.00	\$38,276.00
Water	1220	\$52.90	\$64,538.00	560	\$52.90	\$29,624.00	\$7,406.00
Sanitary Sewer	1220	\$33.10	\$40,382.00	560	\$33.10	\$18,536.00	\$4,634.00
Bicycle and Pedestrian Trail	2500	\$28.30	\$70,750.00	1300	\$28.30	\$36,790.00	\$9,197.50
Gateway Total			\$50,000.00			\$50,000.00	\$12,500.00
Improvements Grand Total			\$559,218.00			\$288,054.00	\$84,053.50



Laramie Engineering Division
5. Bid and construct
improvements to specifications.
Responsible party: City of
Laramie Engineering Division

Work on Phase I tasks should
begin no later than August 1, 2001
and shall be completed no later than
May 2002.

Figure 1. Phase I Development Area

