



DOUGLAS MASTER PLAN





City of Douglas
Planning & Community Development

Special thanks to the community of Douglas.

Douglas Master Plan
June 30, 2014

FINAL DRAFT



CONTENTS

EXECUTIVE SUMMARY	ES-1	CHAPTER 3. POLICY FRAMEWORKS.....	3-1
A STRATEGIC LOCATION AND POINT IN HISTORY	ES-1	LAND USE, HOUSING & COMMUNITY CHARACTER.....	3-1
WORKING TOGETHER FOR THE FUTURE.....	ES-2	TRANSPORTATION & INFRASTRUCTURE.....	3-17
A COMMUNITY-BASED VISION.....	ES-4	ECONOMIC DEVELOPMENT	3-25
A CHARACTER-BASED PLAN	ES-6	PARKS, RECREATION & COMMUNITY AMENITIES.....	3-31
A FRAMEWORK FOR THE FUTURE	ES-8		
MONITORING OUR PROGRESS	ES-8	CHAPTER 4. IMPLEMENTATION	4-3
		ADMINISTRATION	4-4
CHAPTER 1. COMMUNITY VISION	1-1	MONITORING	4-5
CREATING A VISION	1-1	PLAN UPDATE PROCESS	4-5
A VISION FOR DOUGLAS	1-1	SAMPLE 2014 ACTION PLAN.....	4-6
CITY OF DOUGLAS VISION STATEMENT.....	1-3		
		APPENDICES	
CHAPTER 2. CHARACTER DISTRICTS.....	2-1	APPENDIX A: EXISTING CONDITIONS REPORT	
EAST RICHARDS DISTRICT & SUBAREAS.....	2-2	APPENDIX B: COMMUNITY VALUES SURVEY RESULTS	
CENTRAL DOUGLAS DISTRICT & SUBAREAS.....	2-7	APPENDIX C: STAKEHOLDER INTERVIEW SUMMARY	
WEST YELLOWSTONE DISTRICT & SUBAREAS.....	2-12	APPENDIX D: COMMUNITY CHOICES SURVEY RESULTS	
WAGONHOUND	2-16	APPENDIX E: OPPORTUNITIES FRAMEWORK MAPS	





ACKNOWLEDGMENTS

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EXECUTIVE SUMMARY

EXECUTIVE SUMMARY

A STRATEGIC LOCATION AND POINT IN HISTORY

The Comprehensive Plan has one foot in the past and one in the future. Douglas is located in east-central Wyoming and is the county seat for Converse County. The community is situated on the banks of the North Platte River along I-25, between the Cities of Casper and Cheyenne. As the "Home of the Jackalope," it has a rich cultural base. Incorporated in September of 1887 with a total population of 805, Douglas was born as the result of the extension of the Fremont, Elkhorn, and Missouri Valley Railroad through Central Wyoming.

Douglas lies at the intersection of highways, historic trails, rivers, and resource development. Situated along the Oregon, Bozeman, and Old Overland Trail and near Fort Fetterman, the City has always been located in a strategic position. It continues to evolve as a quality of life community and was highlighted in Norman Crampton's book, "The 100 Best Small Towns in America," because of its location, viable economic base, population diversity, high education level, good schools, readily available health care, and low crime rate.



The Plan is based on the commitment of the citizens of Douglas to be a part of the community, to understand that the whole is greater than the sum of its parts; that working together they can create more than any of them can as individuals.

WORKING TOGETHER FOR THE FUTURE

The Master Plan is based in the philosophy that working together can create more than the sum of the parts. The community worked over the course of a year to complete the following phases, each of which included a series of Technical and Advisory Committee meetings.

PHASE I - FOUNDATION & VISIONING. The project started with one-on-one interviews with the community. These interviews allowed people to express their deepest vision, values and opportunities to help make Douglas even better in the future. Additional activities were held at the Takin' it to the Streets event in downtown Douglas, and an online survey was launched to gather additional input. The comments were compiled and summarized into the Vision Document that was accepted by City Council.

PHASE 2 - PLAN, POLICY & EXISTING CONDITIONS ASSESSMENT. The community evaluated the existing plan and identified data to better understand where Douglas is and where it is going. In addition to the Technical and Advisory Committee meetings, a citizen peer review group refined the data gathered.

Recipe for creating a visionary plan:

NINE public events

three online **surveys**

43 Stakeholder **Interviews**

5 **Advisory** Committee meetings

5 **Technical** Committee meetings

Six meetings with **Planning Commission** and **City Council**

ONE **Citizen Peer Review** Panel

1 **Draft Plan Open House**



PHASE 3 - OPPORTUNITIES & CHOICES. It was time to think boldly about the future of Douglas. The community explored opportunities to realize their vision—from new housing, growth areas, and economic development, to downtown enhancement strategies, parks and trails. A series of public meetings were held during a week-long period, all across Douglas, including the Senior Center, Moose Lodge, schools, and football and volleyball events. An online survey gathered additional information.

PHASE 4 - DRAFT PLAN PREPARATION. A draft plan based on input to date began to take form. Special studies were included to achieve early implementation action. This included the

development of public/private partnerships; location, funding and programming for a new recreation center; Wagonhound Land and Cattle Company Master Plan annexation; Converse County Signage Analysis; and the John Lambert Subdivision Master Plan. After integration, this Plan was unanimously accepted by both the Technical and Advisory Committees. Drop-in sessions and an online survey are currently being used to review the Plan, and additional discussion will be open to the public at a joint work session with Planning Commission and City Council.

PHASE 5 - FINAL PLAN PREPARATION & ADOPTION PROCESS. Final adoption by Planning Commission and City Council will occur after the public review period.



A COMMUNITY-BASED VISION

“The home of the Jackalope will continue to be one of the friendliest and best small towns in America, and will be a stable, safe, and attractive community where residents share a sense of pride, celebrate heritage, and plan for the future.”

Our community will continue to:

- Have a sense of pride, caring, and a sense of place;
- Focus on preserving the heritage of the past and our strong identity;
- Foster our small town values, community pride in our western culture, spirit of independence, and creativity;
- Value the contributions of our citizens and recognize the importance of youth in shaping the present and the future of the Douglas community;
- Provide a high quality of life for our citizens and encourage community-oriented governance through partnerships with citizens and both public and private organizations;
- Understand the value of investing in our community in order to create a diversified, healthy economy and environment; and
- Continue to grow in a responsible, organized, and forward-thinking manner to lead us into the future.







A CHARACTER-BASED PLAN

A thriving and growing city relies on a strong sense of community and a healthy balance of housing, jobs, services, and opportunities for enjoyment. Douglas lies in a unique location in

Wyoming and provides a rich natural and cultural landscape that attracts visitors, but it also offers the opportunities and amenities that contribute to a high quality of life for those who live here. Ensuring the area's appeal to visitors, residents, and employers alike is a high priority for the community. The Plan tailors its vision and policies to distinct areas of the community known as a "Character Districts."



**A plan based
on our desired
character.**

**East Richards
Character
District**

*John Lambert
Subarea*

*East Richards
Corridor Subarea*

*High School
Subarea*

*Golf Course
Subarea*

*Brownfield
Subarea*

**Central Douglas
Character
District**

*North Antelope
Subarea*

*Riverside Park
Subarea*

State Fair Subarea

*Downtown Core
Subarea*

*Downtown
Neighborhood
Subarea*

**West
Yellowstone
Character
District**

Riverbend Subarea

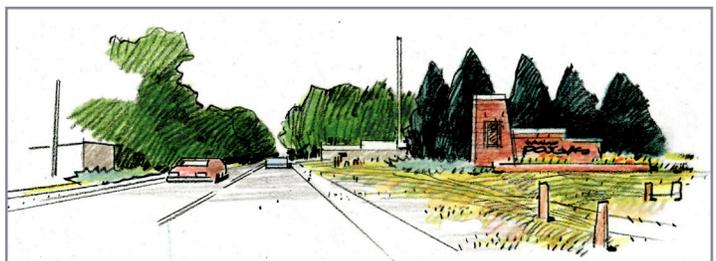
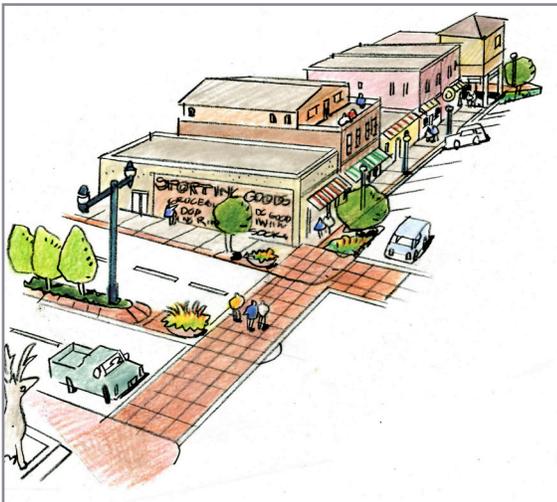
*West Central
Subarea*

*Business Park
Subarea*

*West Yellowstone
Corridor Subarea*

**Wagonhound
Character
District**

*Wagonhound
Annex*



Plan Highlights

Land Use & Community Character	Transportation & Infrastructure	Economic Development	Parks, Recreation & Community Amenities
Growth areas to protect community resources	Improved connectivity: a new interchange and underpass	Economic catalyst areas focused on key centers and corridors	New civic complex New recreation area
Quality neighborhoods and commercial areas	Revitalized gateways and signage	Walkable shopping areas	Three new parks and one new park expansion
New amenities to attract and retain families	New context-sensitive street standards that promote walkability and biking	Downtown enhancements	Expanded trail system to the west, from foothills to the river
Protection and expansion of our cultural and historic attractions			

A FRAMEWORK FOR THE FUTURE

Complementing the Character Districts are four city-wide future frameworks and their associated goals and policies: land use and community character; transportation and infrastructure; economic development; and parks, recreation and community amenities. As Douglas grows, certain amenities will come with it, including new and quality neighborhoods; walkable commercial areas; greenways; an expanded trail system; new education and health facilities; a revitalized downtown and branded gateways.

One of the best small towns in America has its eyes set on being even better.

MONITORING OUR PROGRESS

A key aspect of any plan is how it is carried out once it is adopted. The policies of this Plan enumerate broad goals that aid in the fulfillment of the community vision. The Plan is premised on the concept this should be a “living plan.” Due to the ever-changing conditions in the region, and the potential for new catalyst projects outlined in the Character Districts, the Plan should be continually monitored and adjusted as needed. Implementation includes plan administration, annual monitoring, and updating, since the Plan is intended to adapt to Douglas’s changing needs.



C O M M U N I T Y
V I S I O N

CHAPTER 1. COMMUNITY VISION

CREATING A VISION

Visioning is a critical step for every planning process, adding defensibility and creating a foundation for more effective community engagement. Visioning ensures that the values and goals of residents are accurately reflected in the Master Plan's elements, policies and frameworks. Visioning also provided the foundation for Opportunities & Choices and overall Plan Development.

This Vision builds off the Community Values Survey (conducted online and at the Takin' it to the Streets Event in downtown Douglas), interviews with community leaders and stakeholder groups, input from City staff, and results of exercises completed by the Master Plan Advisory Committee during their first meeting.

A VISION FOR DOUGLAS

A vision statement and guiding principles for each plan element arose from direction given through input by Advisory Committee, stakeholders, City staff and the public through the Community Values Survey and other outreach efforts. The result is this Vision, comprised of the following elements:

- Community Pride & Character
- Housing
- Parks, Recreation & Trails
- Economic Development
- Land Use & Development
- Transportation
- Natural Resources & the Environment
- Education, Health Care, Adult Care & Child Care

Vision statements, guiding principles and opportunities were developed based on the comments received during this process, and are included in the following pages.



CITY OF DOUGLAS VISION STATEMENT

“The home of the Jackalope will continue to be one of the friendliest and best small towns in America, and will be a stable, safe, and attractive community where residents share a sense of pride, celebrate heritage, and plan for the future.”

A Community-Driven Vision

The following statements are based on input from Douglas residents and reflect the vision for the Douglas community:

- Our community has a sense of pride, a sense of caring and a sense of place.
- We focus on preserving the heritage of the past in an effort to create an identity for the present and a vision for the future.
- We are committed to preserving our small town values, fostering community pride in our western culture and its inherent values, spirit of independence, and creativity.
- We value the contributions of our citizens and recognize the importance of youth in shaping the present and the future of the Douglas community.
- We will provide a high quality of life for our citizens and will encourage community-oriented governance through partnerships with citizens and both public and private organizations.
- We understand the value of investing in our community in order to create a diversified, healthy economy and environment. We will encourage development to occur in a responsible, organized, and forward-thinking manner to lead us into the future.



Community Pride & Character

GUIDING PRINCIPLES

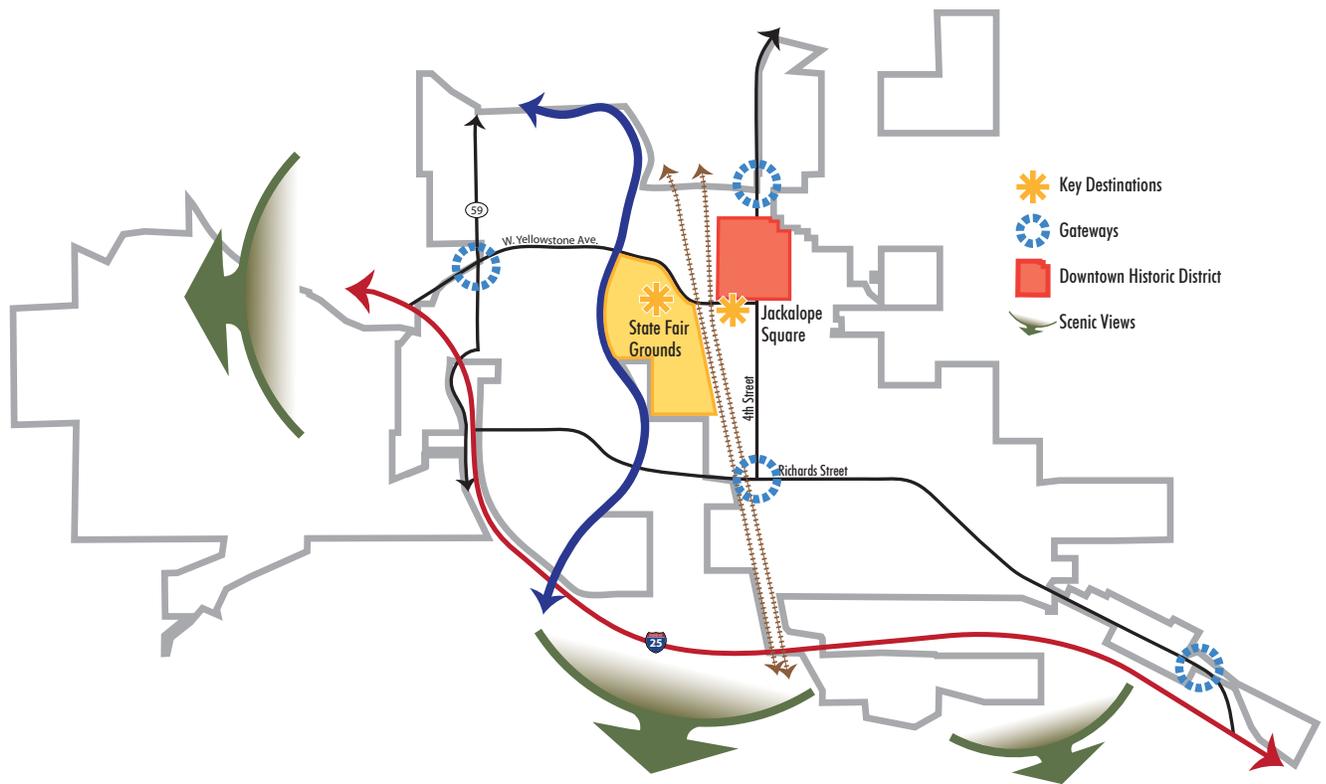
- Maintain small town feel, sense of community, and distinct identity.
- Honor our community's heritage.
- Promote volunteerism and civic engagement for all age groups.
- Promote arts and cultural activities.
- Open space, natural landscapes, and scenic views are important contributors to Douglas' identity.
- Ensure that new growth protects or enhances the character of Douglas.
- Balance the community's spirit of independence with the protection of our desired character.

OPPORTUNITIES

- Improve the aesthetics of community gateways.
- Offer many events and celebrations throughout the year.
- Utilize volunteer power to meet community needs.
- Engage youth, seniors, and other demographics in civic processes.
- Identify opportunities to protect open space, agricultural land, and scenic vistas.
- Use public art, interpretive features, or other elements to celebrate Douglas' heritage.



Community Pride & Character



Housing

GUIDING PRINCIPLES

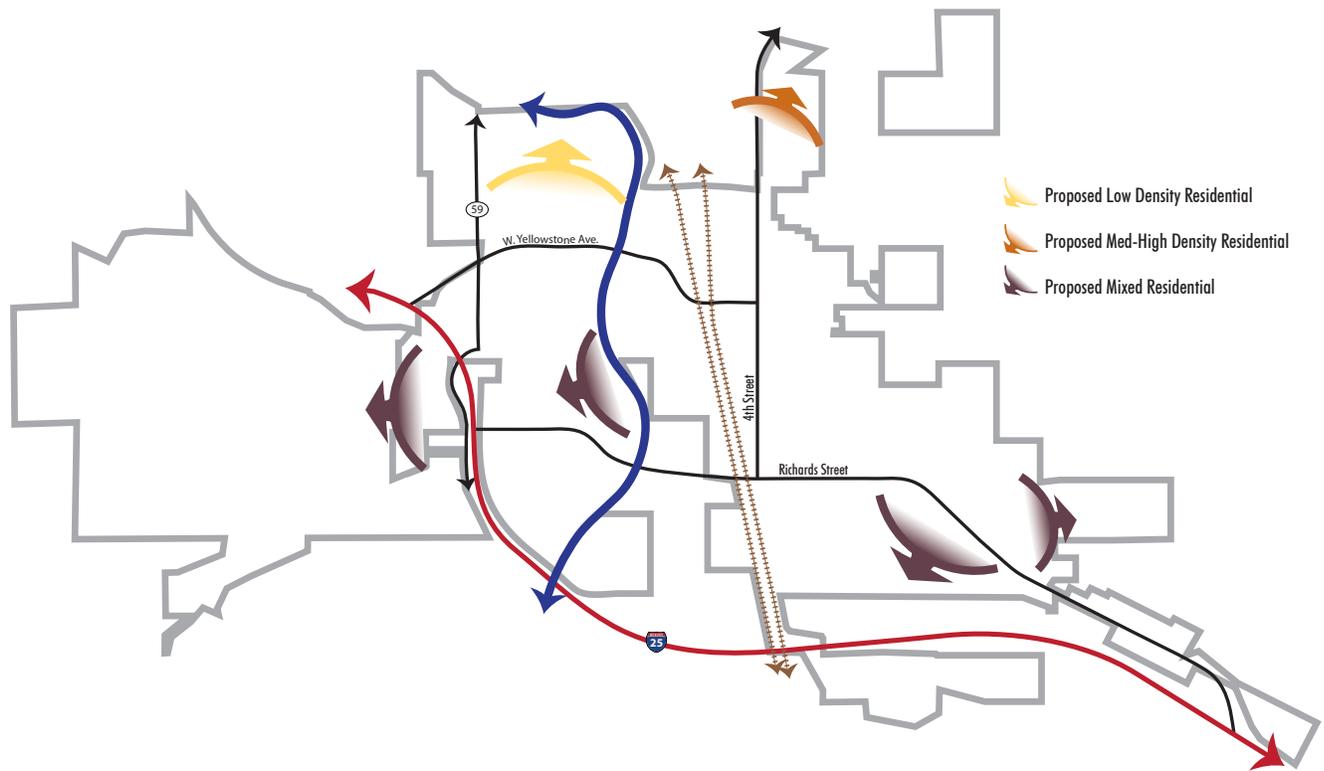
- Offer a complete range of housing options for Douglas residents.
- Increase options for mid-level housing for the local workforce.
- New housing should be of quality and built to last.
- Offer adequate rental and flexible housing for the energy workforce and other residents.
- Senior housing options should be explored.

OPPORTUNITIES

- Evaluate need for and options to help match residents to housing.
- Identify areas of the community appropriate for various housing types.
- Mix townhomes and higher density housing with single family housing.
- Identify and seek to address barriers to market production of needed housing types, including temporary and senior housing.
- Provide opportunities for smaller, more affordable homes and properties.
- Senior housing options should include independent living, assisted living, and nursing care, with opportunities to age in place.
- Incorporate surrounding lands/ areas into the City to meet additional housing needs.
- Explore infill opportunities to meet housing needs.



Housing



Vacant Land Proposed for Residential Use



Parks, Recreation & Trails

GUIDING PRINCIPLES

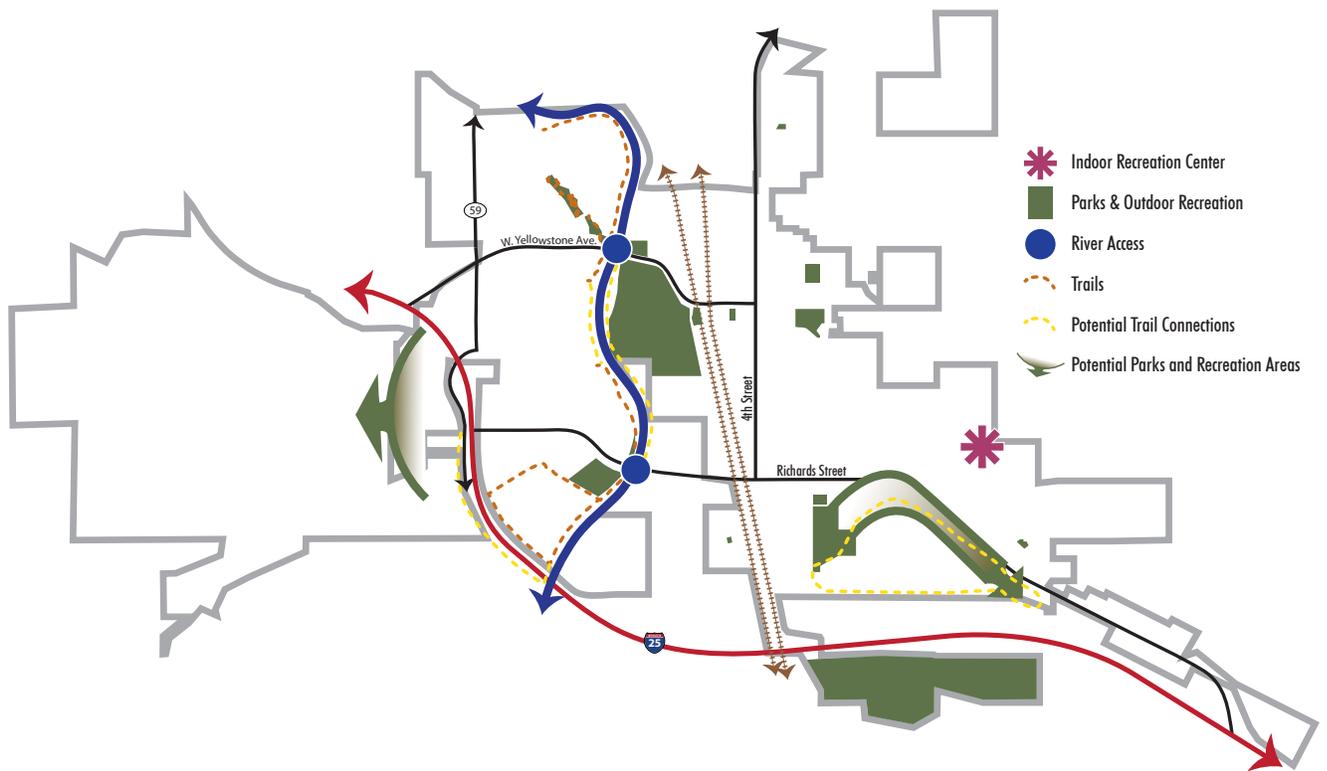
- Improve connections to the river, and better utilize the river as a recreational attraction and amenity.
- Enhance opportunities for trail activities, such as additional trail connections and expansion.
- Cultural events and entertainment are important activities in Douglas.
- Support partnerships among recreation activity providers.
- Encourage diverse, affordable year-round recreation opportunities for all age groups.
- Ensure there are adequate facilities for indoor and outdoor recreation throughout the city.

OPPORTUNITIES

- Explore options and locations for a new multi-activity recreation center or consolidated community center.
- Improve access, connections, and recreation amenities along the River, including walking, hiking, bicycling.
- Identify opportunities for a greater role for the city to support and provide community recreation, including partnerships with the school district, Boys and Girls Club, and Douglas Youth Recreation Commission.
- Work with the State Fairgrounds to better utilize the site year-round.
- Explore demand and options for an ice rink, arena, civic auditorium, additional multipurpose fields, and other recreation facilities.
- Improve advertising of recreational opportunities in and around Douglas.
- Identify opportunities to host sports tournaments, and facilities to support such events.
- Consider improvements to Jackalope Square and its surroundings, as well as other existing parks.
- Provide and creatively promote recreational activities to tourists



Parks, Recreation & Trails



Economic Development

GUIDING PRINCIPLES

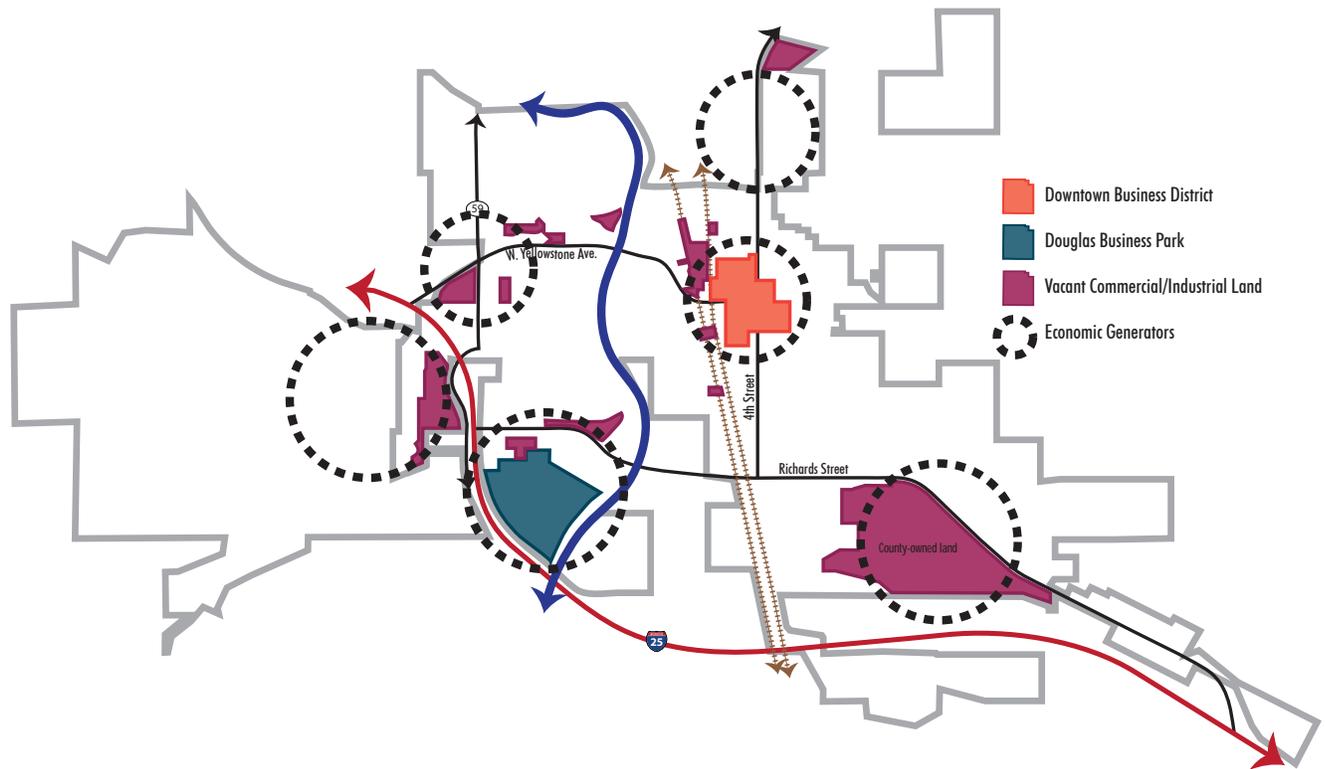
- Establish a more diverse economic base by preserving existing businesses and expanding and attracting a variety of industries.
- Support an active, diverse and economically viable downtown that is vibrant for both tourists and residents.
- Energy development remain important industries for the Douglas economy.
- Foster a business-friendly atmosphere that says Douglas is “open for business.”
- Foster a talented long-term workforce.
- Promote activities and events that make Douglas attractive to tourists.
- Capitalize on economic booms to support long-term community goals.
- Incentivize local commerce and new business.

OPPORTUNITIES

- Support initiatives that work to economically revitalize Downtown.
- Implement branding and directional signage to better draw people into town.
- Promote attractions and events that increase tourist visitation and participation by local residents.
- Support housing, infrastructure and amenities that assist in recruiting top-quality employees.
- Strengthen partnerships between the city, Chamber of Commerce, CANDO, Main Street, Converse County Tourism Board, EWC, and other economic development organizations.
- Accommodate energy development in a coordinated way to ensure it benefits, not detracts from, the community.
- Improve attractiveness of community at gateways, along corridors and downtown.
- Improve the quality and variety of restaurant and retail offerings.



Economic Development



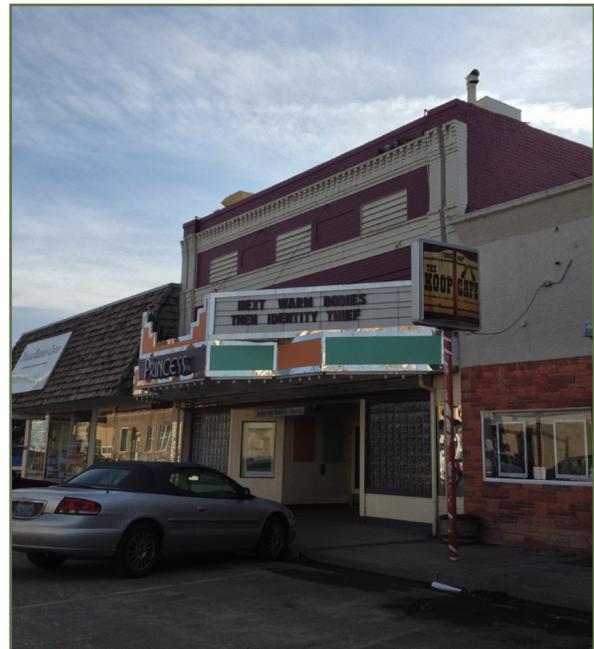
Land Use & Development

GUIDING PRINCIPLES

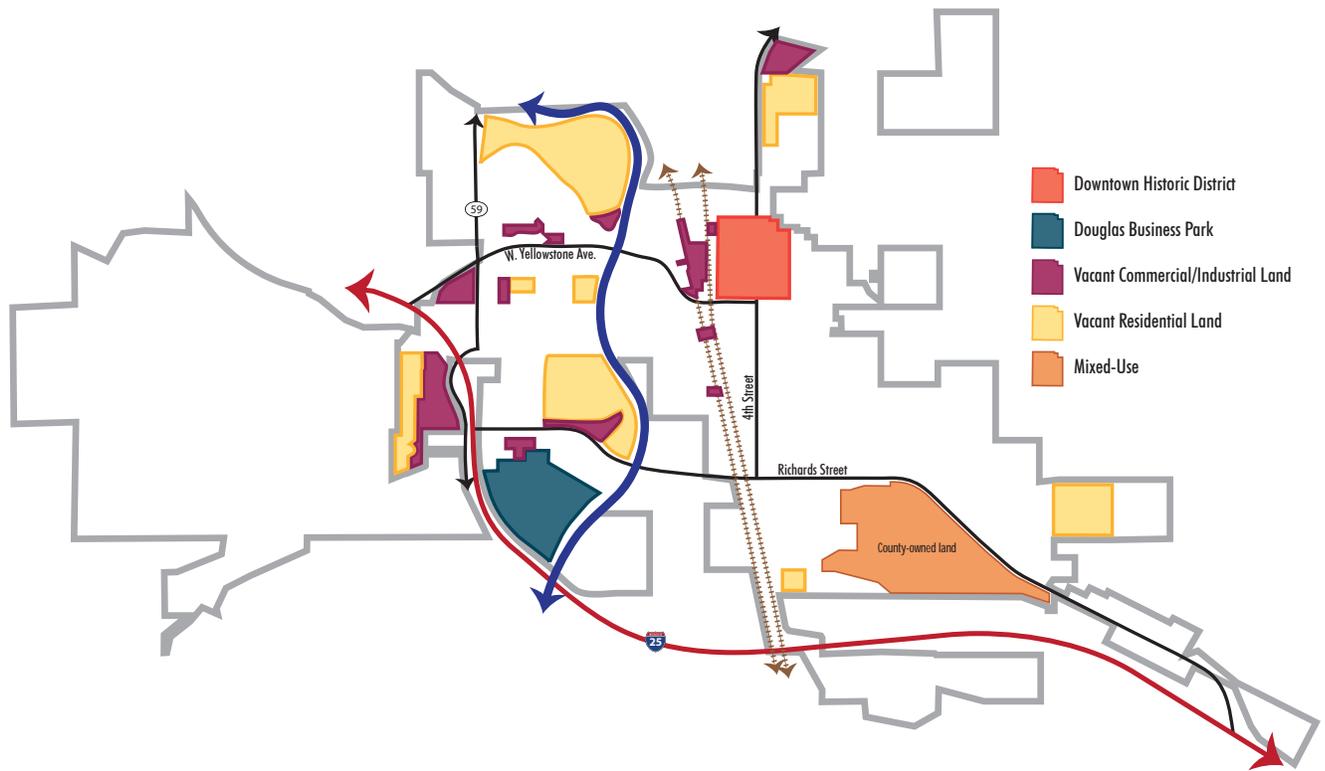
- Protect historic properties and neighborhoods.
- Foster adequate commercial and office space.
- Protect properties from incompatible adjacent uses.
- Plan for the expansion of the city into appropriate areas.
- Create an attractive community by encouraging maintenance and upkeep of buildings, streetscapes, visual aesthetics, urban forestry, and landscaping.
- Promote appropriate land use throughout the city within context of community values.
- Promote high-quality development throughout the City.

OPPORTUNITIES

- Identify appropriate locations for new residential neighborhoods.
- Identify appropriate locations for new commercial, office, industrial and mixed-use development.
- Maximize the use of the existing business park.
- Update zoning, sub-division regulations, development regulations, and other related regulations.
- Identify locations outside the city where future annexations and expansion of utilities and development would be most appropriate.
- Capitalize on existing economic trends while working with various existing economic sectors.
- Plan for redevelopment of aging neighborhood and neglected properties.



Land Use & Development



Transportation

GUIDING PRINCIPLES

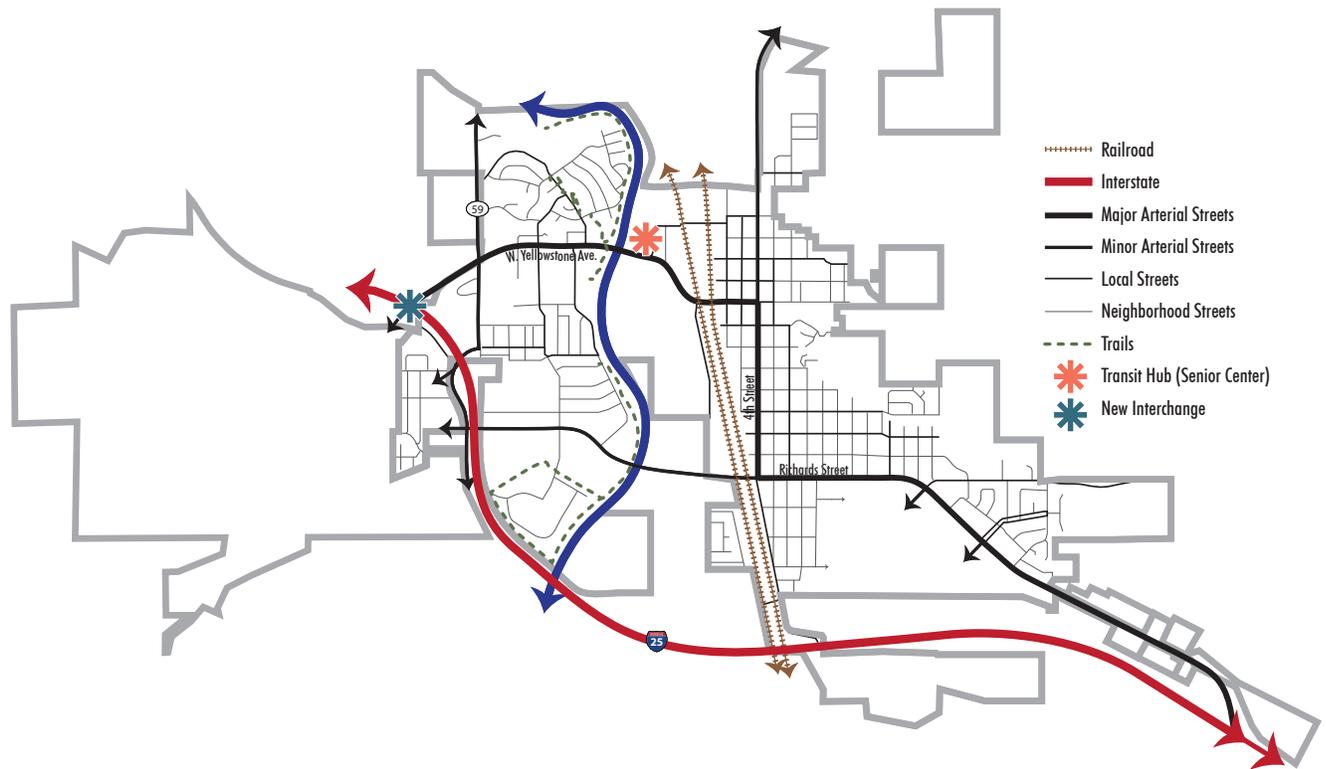
- Create a complete, connected transportation network that supports the safety and mobility of all residents.
- Provide for a safe, connected sidewalk and bicycle network throughout the city.
- Enhance the safety, accessibility, and infrastructure for bicycling.
- Maintain and enhance trees and landscaping along roadways.
- Support public transportation options.
- Ensure intersections safely manage vehicle, pedestrian, bicycle and other traffic.
- Protect residential areas from truck and heavy industrial traffic.

OPPORTUNITIES

- Improve the condition and safety of existing transportation infrastructure.
- Evaluate intersections for upgrades and safety improvements.
- Identify missing connections in the pedestrian and bicycling networks.
- Evaluate demand and options for public transportation, taxi, commuter bus, and other service for those without access to personal vehicles.
- Determine the potential costs and benefits of an industrial truck bypass.
- Evaluate requirements for sidewalks, multi-use trail provisions and landscaping along public rights-of way.
- Identify opportunities to improve the regional connectivity of the City by multiple modes of transportation.
- Plan for the connectivity of City roads beyond City limits for future expansion.



Transportation



Natural Resources & the Environment

GUIDING PRINCIPLES

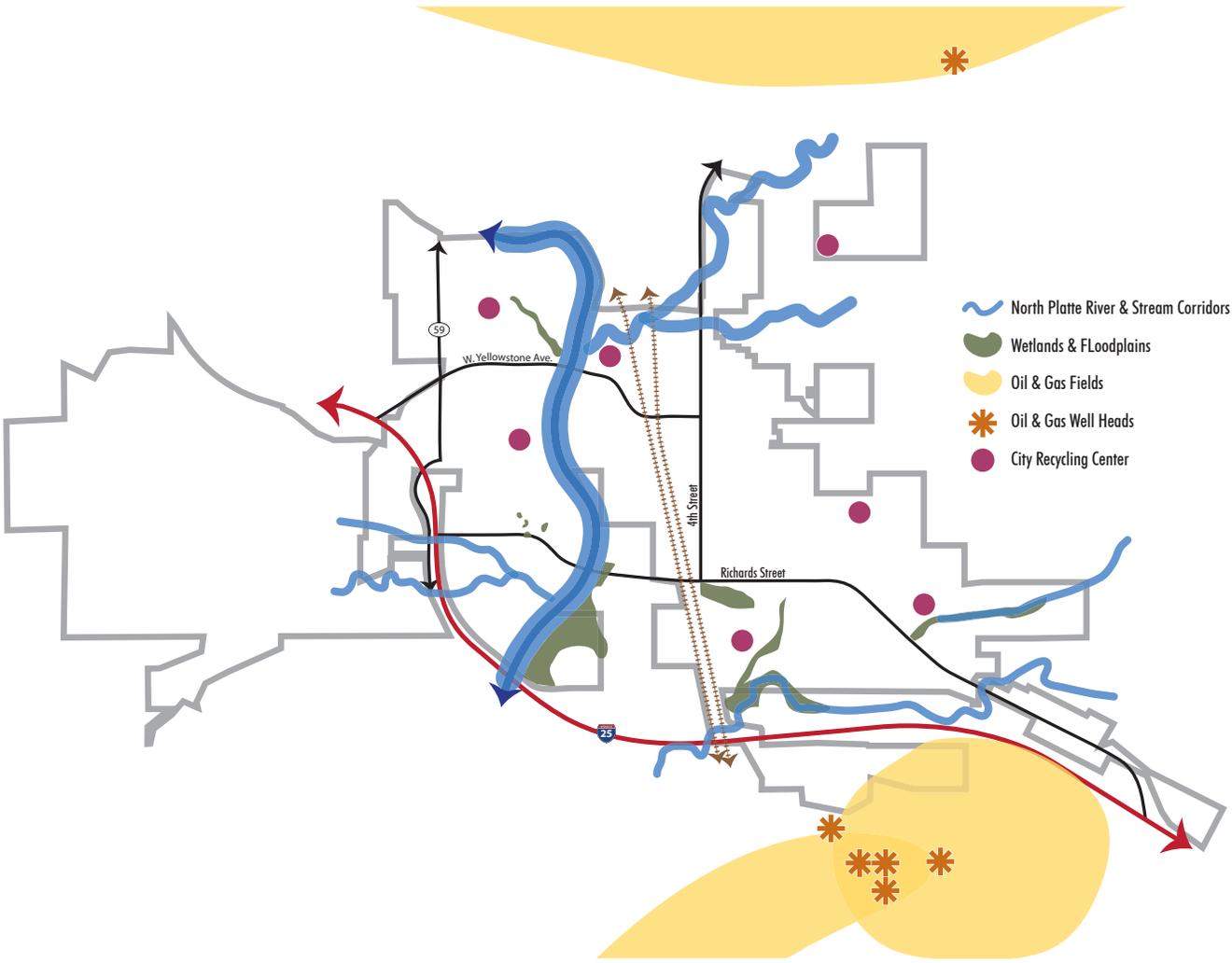
- Protect and celebrate the North Platte River and Laramie Peak as the community's most prominent natural features.
- Protect clean air and water resources.
- Maintain access to public lands for recreation.
- Protect wildlife habitat, scenery, agricultural land, and other open space around the city.
- Continue the production energy resources.
- Conserve water and energy resources for present and future Douglas residents.
- Maintain natural skylines and other landscape features.

OPPORTUNITIES

- Support programs that enhance the North Platte River and improve recreational connections.
- Identify and reduce sources of air and water pollution.
- Improve service and programs for reuse, recycling, and composting within the city.
- Consider opportunities for wind, solar, or other renewable energy production.
- Identify opportunities to protect open space, agricultural land, and scenic vistas.
- Evaluate the need and demand for energy and water conservation programs.



Natural Resources & the Environment



Education, Health Care, Adult Care & Child Care

GUIDING PRINCIPLES

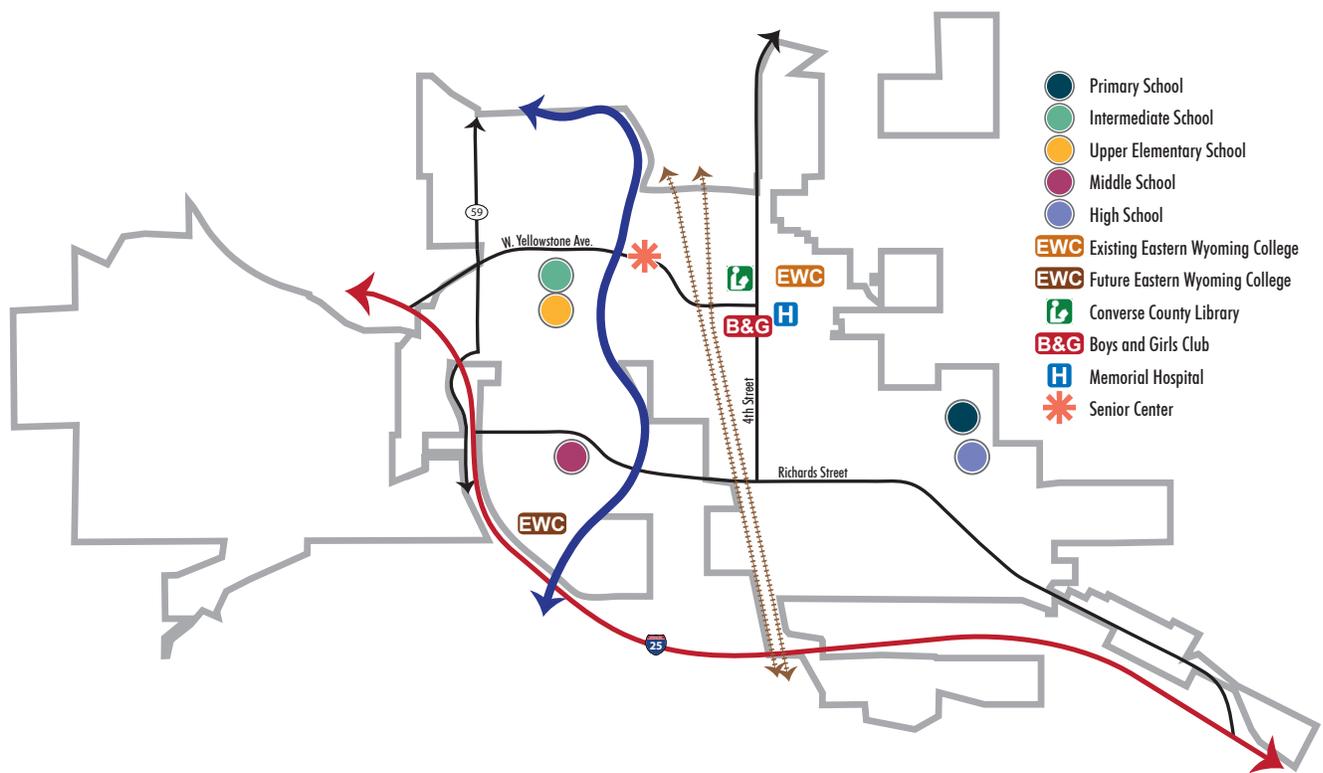
- Continue to support a high-quality education for all students in Douglas.
- Support expansion of opportunities for technical education and lifelong learning.
- Support youth development, recreation, and education.
- Support first-class hospital, medical care, and senior care offerings in Douglas.
- Support essential service providers in the community.
- Support adequate, affordable access to child care for the workforce.
- Support adequate, affordable access to adult care for aging citizens.

OPPORTUNITIES

- Maintain strong partnerships between Converse County School District, Eastern Wyoming College (EWC), and the Converse County Memorial Hospital.
- Develop partnerships for youth development and recreation between the Boys & Girls Club, 4-H, Douglas Youth Recreation Commission, Boy Scouts, Girl Scouts, and other organizations.
- Maintain the concurrent/dual-credit program between Douglas High School and EWC.
- Support adult and technical education options through EWC.
- Continue to support the senior center.
- Continue to support Boys & Girls Club in providing youth development programs.
- Support strategies to address shortage in child care offerings.



Education, Health Care, Adult Care & Child Care



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CHARACTER DISTRICTS

CHAPTER 2. CHARACTER DISTRICTS

A thriving and growing city relies on a strong sense of community and a healthy balance of housing, jobs, services, and opportunities for enjoyment. Douglas lies in a unique location in Wyoming and provides a rich natural and cultural landscape that attracts visitors, but also offers the opportunities and amenities that contribute to a high quality of life for those who live here. Ensuring the area’s appeal to visitors, residents, and employers alike is a high priority for the community. Considering the City’s diverse areas, it is important to tailor the vision and policies to distinct areas of the community. To protect the features and ensure that new growth fits achieves the vision, four “Character Districts” have been defined within the Urban Growth Boundary (see Figure 2-1). Character Districts are areas with common natural, scenic, cultural, and physical attributes, values, needs, and social interaction. The character of residential, commercial, office, industrial, mixed use and other development should be treated differently in the various neighborhoods and commercial corridors within the City, based on the unique setting of each area. As such, the vision and policies for different areas of the community should also differ. Each Character District is intended to be aspirational in nature and plans, diagrams, figures, and text represent one of many possible futures. The intent of each District is state what we would like to see—but not dictate the final direction.

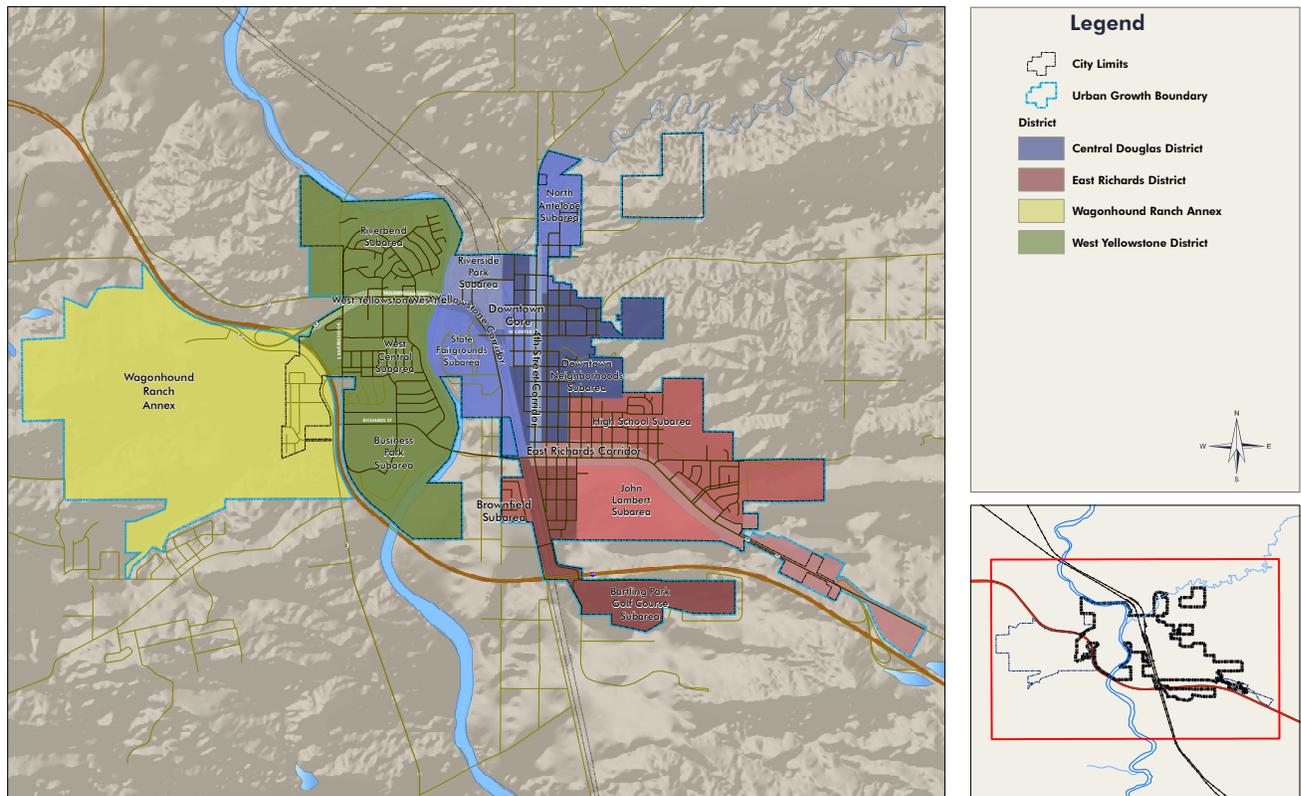


Figure 2-1. City of Douglas Character Districts



EAST RICHARDS DISTRICT & SUBAREAS

EXISTING CHARACTER

The East Richards Area serves as the southern entryway to the Douglas. The area includes an eclectic mix of highway commercial, residential neighborhoods, civic uses, parks and large areas of vacant lands (see Figure 2-2). The Richards Street area continues to be an important shopping area for residents with the presence of neighborhood retail. Local landmark restaurants are also located on this strip that are both local and tourist destinations. Residential areas sit on either side of Richards Street. Civic areas include the Douglas High School, north of Richards, and the City of Douglas Municipal Golf Course located just south of I-25. Large vacant lands break-up the highway commercial areas, including the John Lambert Subdivision, currently county-owned and serving as a race track.

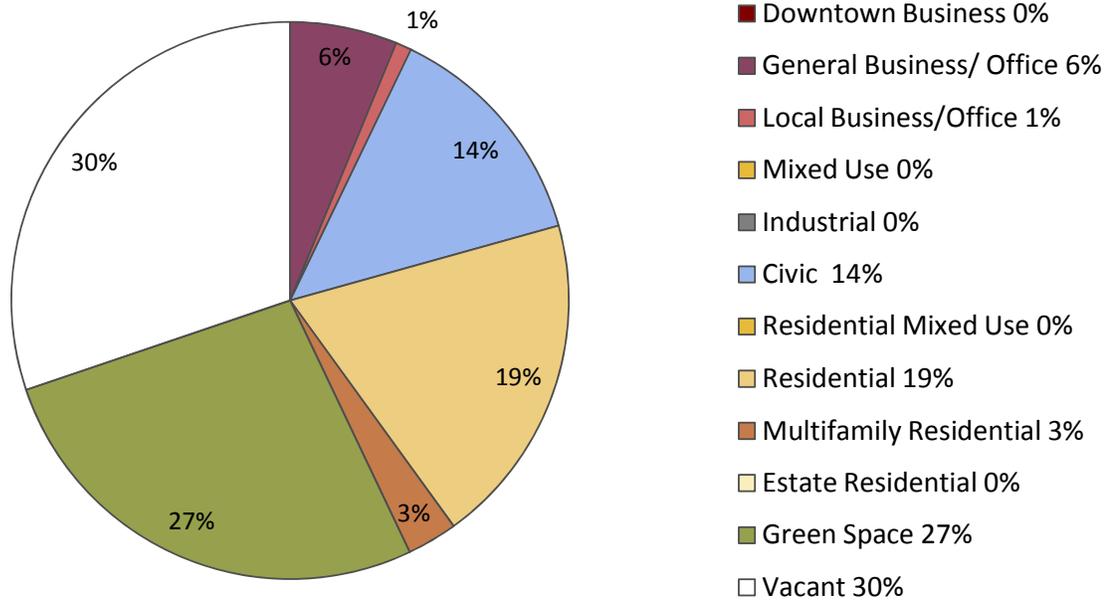


Figure 2-2. Existing Land Use Mix

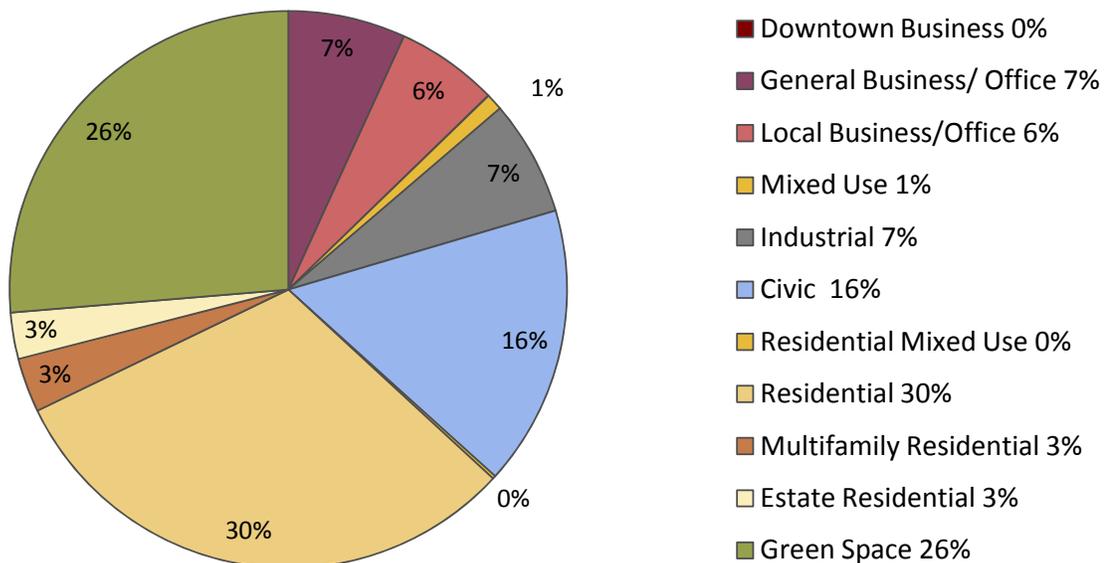


Figure 2-3. Future Land Use Mix

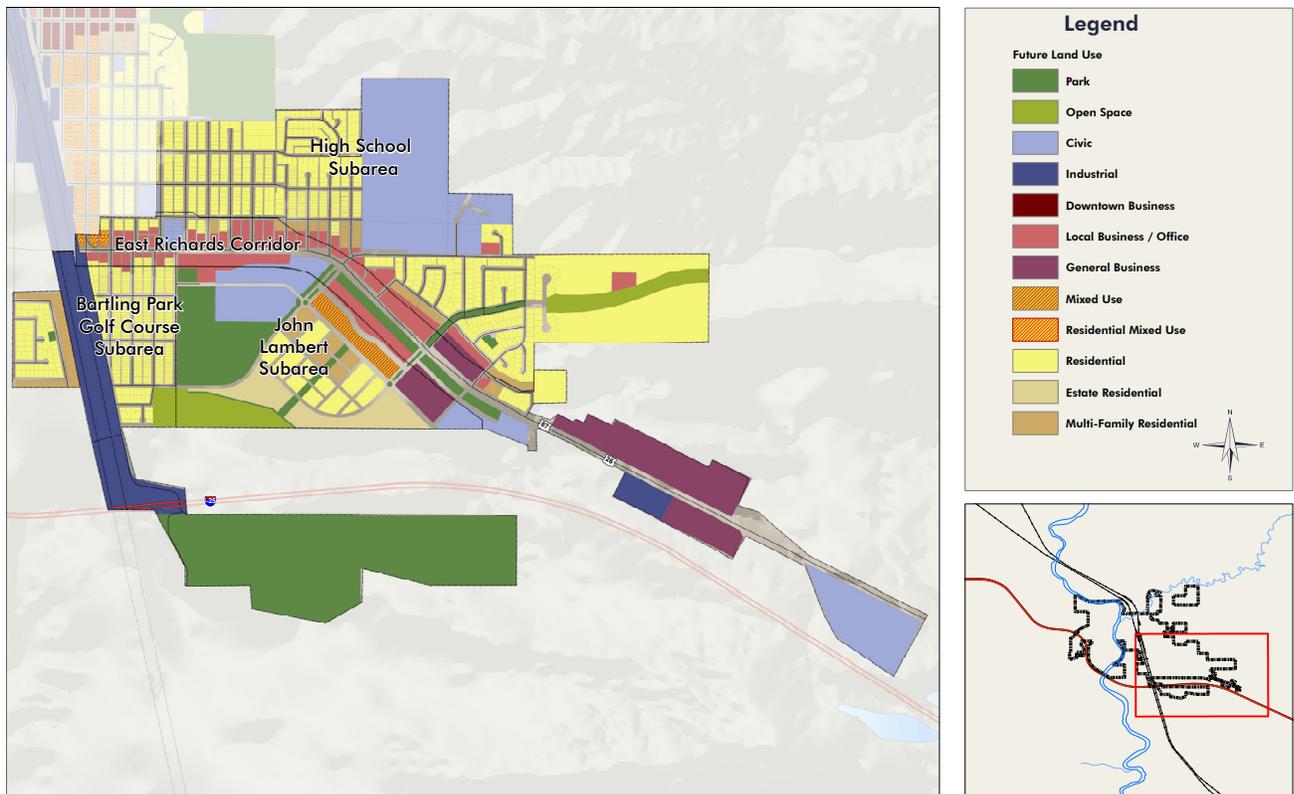


Figure 2-4. East Richards Corridor

FUTURE CHARACTER

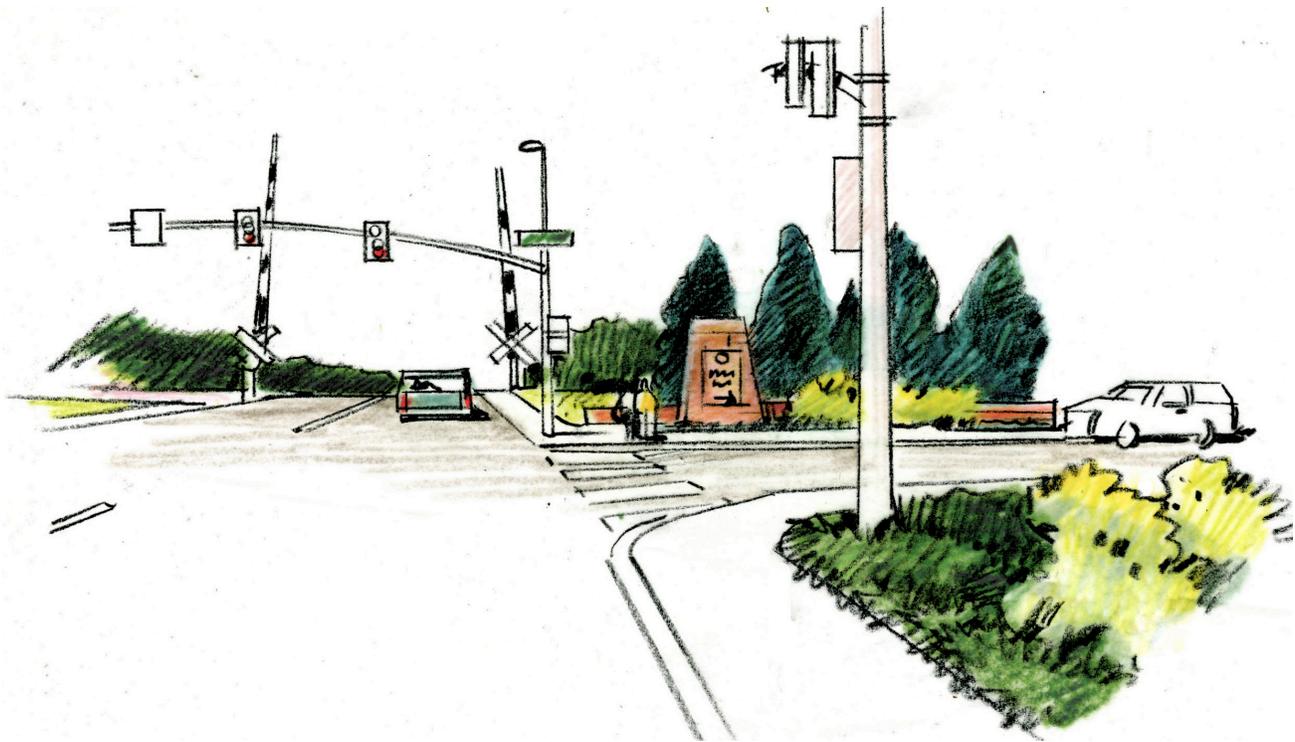
The desired future character for this subarea is a cohesive mix of land use that form Douglas’s southern gateway (see Figure 2-2). Over time, strip commercial along Richards should redevelop in a manner to include higher quality development. Key focus areas such as the John Lambert Subdivision site will become a catalyst for this redevelopment by providing new mixed uses in-town. Richards Street will evolve as a new great street, with a focus on aesthetics, pedestrian accommodation and safety, and a consistent street frontage of buildings and landscape. In conjunction with WYDOT, street improvements will occur and include detached sidewalks, landscaping, medians, gateway elements, and wayfinding signage. A new gateway element will occur at the intersection of Richards and 4th will provide an appropriate entryway to Downtown.

EAST RICHARDS CORRIDOR

As one of the main entrances into Douglas, the East Richards Corridor is an important gateway. Enhancing the aesthetics of the entryway through landscaping, streetscape, sidewalks screening, signage management, and other improvements will help lure visitors into the heart of the City.

In addition to constructing an attractive gateway feature at the east end of the corridor, welcoming visitors to Douglas, an attractive feature should be incorporated at the intersection of 4th Street and E. Richards Street through wayfinding signage and landscaping improvements. This feature should direct visitors to Downtown. Over the long-term, Richards may be extended using an underpass, creating a new connection to the proposed Wagonhound amenities and the new City Recreation Center to the west of I-25.





Since the Corridor is a state highway, coordination with WYDOT is critical to improve traffic flow and safety within the corridor. This could include development of a regularly updated joint plan with WYDOT, to collaborate expansion plans, access management, vehicular and pedestrian safety, landscaping, and other considerations. Currently, the character of the corridor is dominated by strip-commercial but overtime, the area will transition to higher quality buildings set closer to the street.

In addition to vehicles, pedestrian and bicycle activity should be encouraged along this primary arterial. Where possible, a multi-use detached pathway should be used for bicyclists and pedestrians, alternatively an on-street buffered bike lane would be necessary to ensure safety. Street cross-sections are depicted in Chapter 3 and alternatives to those cross-sections are depicted within this chapter.

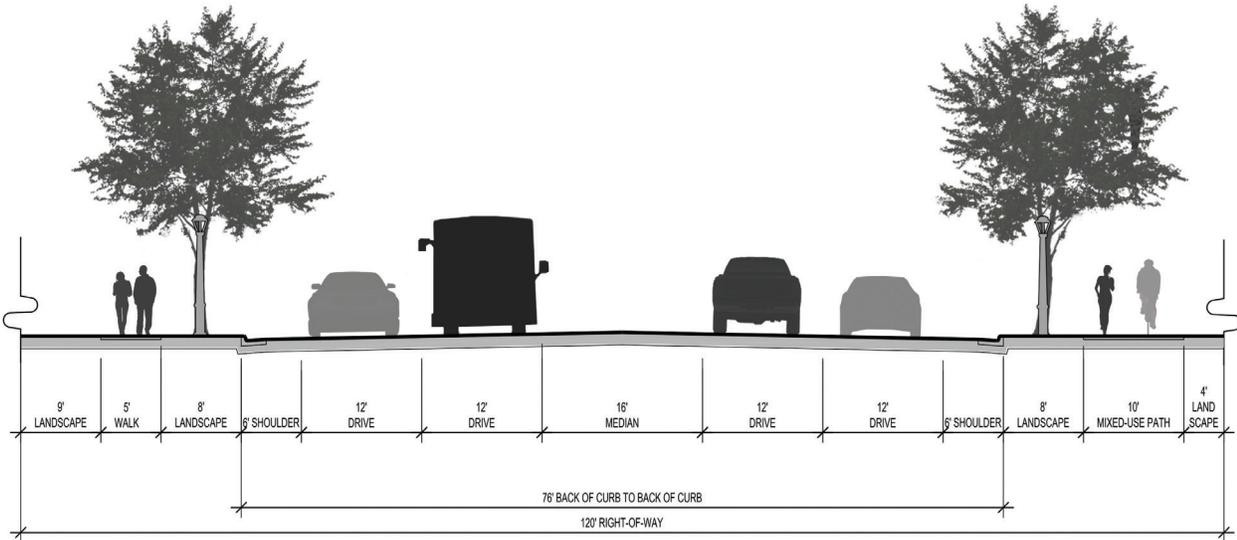


Figure 2-5. Detached multi-use path

JOHN LAMBERT SUBAREA

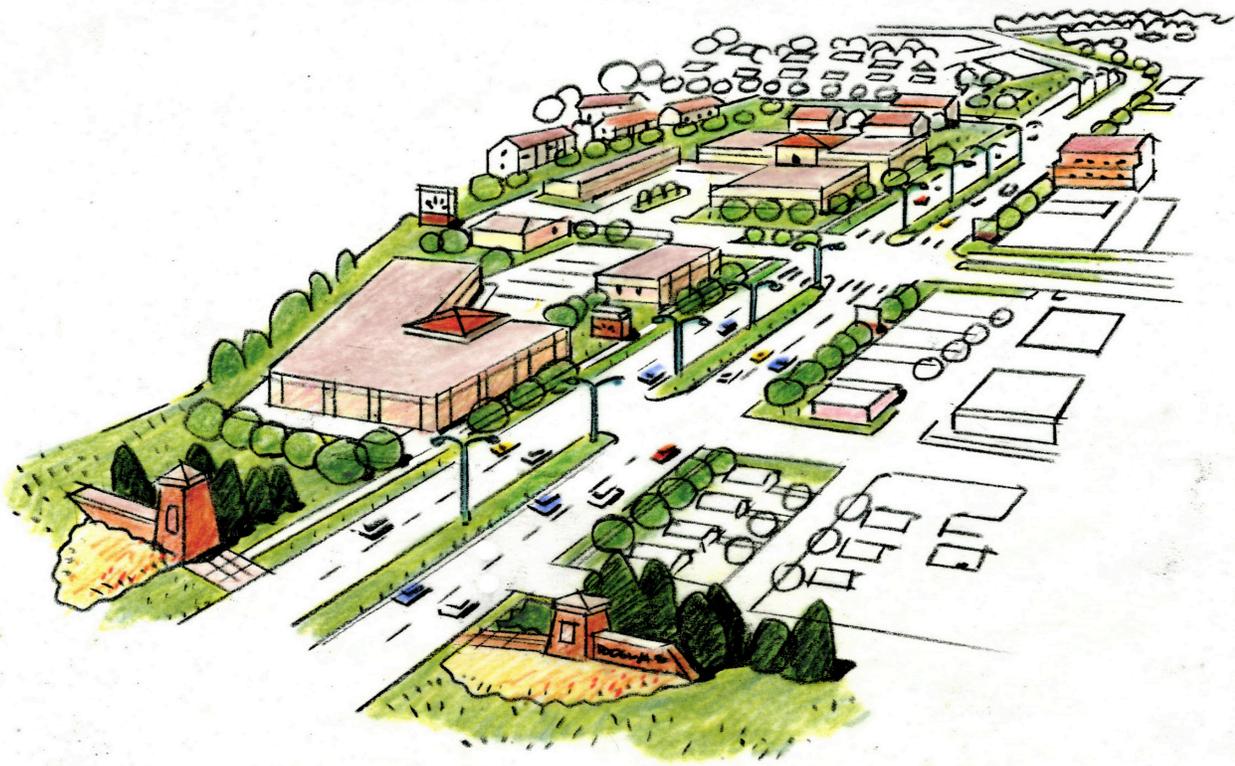
Being one of the largest undeveloped lots in Douglas, the John Lambert Subdivision has enormous potential to provide commercial and housing opportunities over the next decade. The City of Douglas, as well as the property owner, Converse County, recognized this potential and realized that it merited deeper analysis and future land use planning. Through collaborative workshops, a preferred land use plan took form based on an overarching vision. This vision integrates natural resources, parks, and trails; reserves land for future public uses; provides a mix of housing options; and capitalizes on access to existing commercial areas along Richards.

The theme of “in-town living in a park” is at the core of the vision for this area. The site will have a large landscape greenway and detached sidewalk located along Richards Street, creating a gateway element for those driving along this heavily used road. The trail and smaller greenway will encircle the development, buffering the rear of the development from I-25. The greenway will be fronted by commercial areas with patios with on-street parking located on the local street within the development. The second block of the commercial area will include a new hotel and mixed use buildings. The eastern edge of the development will include a small visitors’ center or gateway feature and may include a camping area. The western edge, adjacent to Bartling Park, will include a future civic services area. Bartling Park will be expanded to include a local club house and community facility. New senior homes will face the park. A mix of housing types is expected to occur in the center of site, including small-lot, single-family homes, duplexes, apartments, and large-lot estates. Due to the size of the area, three phases are planned, starting with the first phase which includes the extension of Park Avenue and Cheyenne Boulevards into the property and the development of the commercial development and associated residential.



Figure 2-6. John Lambert Conceptual Master Plan





HIGH SCHOOL SUBAREA

This area is centered on the Douglas High School, and will continue to be a center of activity. Neighborhood enhancements will continue in this area including the addition of new neighborhoods on the periphery of this area. New off and on-street trail connections and road connections across Richards to the John Lambert Subdivision master planned area will further connect this area to the rest of the City.

GOLF COURSE SUBAREA

The Douglas Community Golf Course, opened in 1950, is still one of the largest outdoor recreation facilities in Douglas. Very little change is expected to this community amenity. Neighborhood redevelopment and enhancements are expected to occur as the John Lambert area evolves in residential areas adjacent to Bartling Park. Located within a traditional gridded street network, key housing units will slowly redevelop to more permanent single family dwellings.

BROWNFIELD SUBAREA

This area contains stable single-family residential homes, but has the potential for residential infill and expansion and development of new neighborhood amenities.

CENTRAL DOUGLAS DISTRICT & SUBAREAS

EXISTING CHARACTER

The central core of Downtown includes a multi-block central business district, government buildings, and adjacent historic and traditional neighborhoods. Although the framework of a great downtown is present, key buildings are underutilized and streets lack a consistent streetscape treatment. The hospital and a new emerging medical center have begun to revitalize Downtown. Areas adjacent to Downtown include a mix of high density residential and industrial areas. The Riverbend Park, Pioneer Museum and Senior Center provides nearby community and tourist attractions.

FUTURE CHARACTER

The desired future character for this subarea is one that reinforces the heart of the community by building on what is already present. A key focus should be the creation of a vibrant Downtown. Redevelopment and renovations of buildings along with a consistent streetscape and along 2nd, 3rd, and 4th Streets are a community priority. New restaurants and stores should be incentivized and supported in this location. The redevelopment of City buildings will create an additional catalyst to complement the medical industry. Other areas adjacent to Downtown should also be reinforced to ensure they remain current and relevant. Continued improvement to the Fairgrounds and the riverfront will continue along with the improvement of 4th Street.

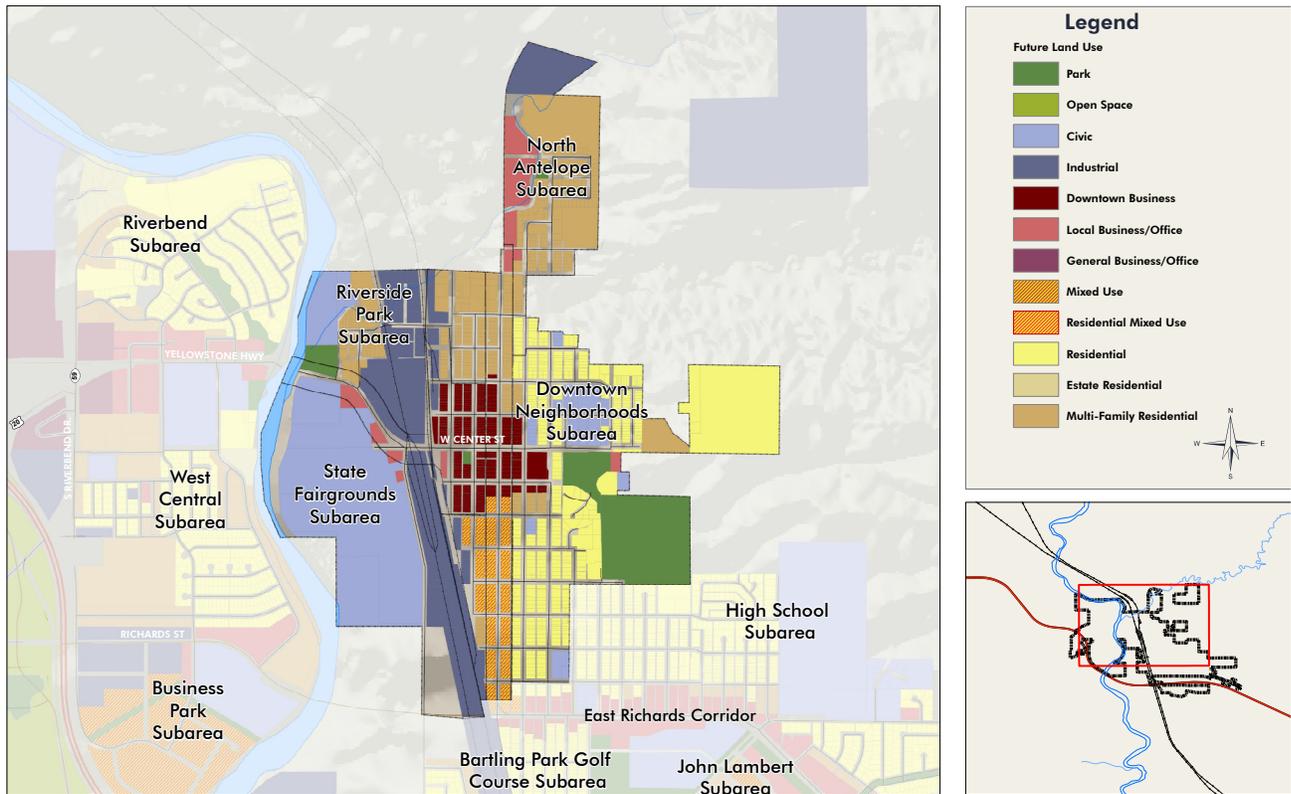


Figure 2-7. Central Douglas District

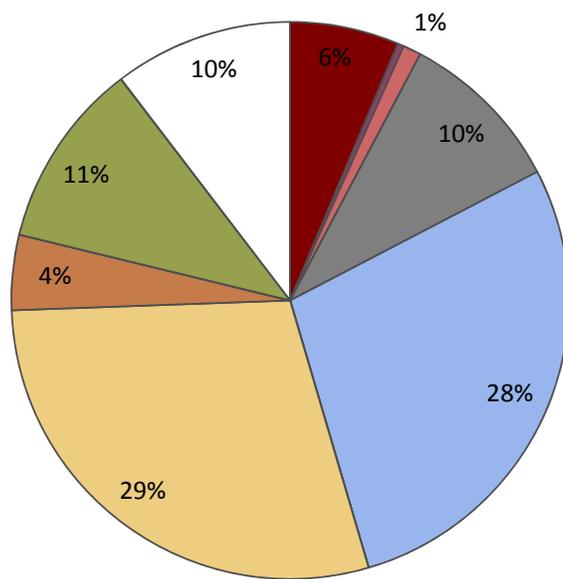


Figure 2-8. Existing Land Use Mix

- Downtown Business 6%
- General Business/ Office 0%
- Local Business/Office 1%
- Mixed Use 0%
- Industrial 10%
- Civic 28%
- Residential Mixed Use 0%
- Residential 29%
- Multifamily Residential 4%
- Estate Residential 0%
- Green Space 11%
- Vacant 10%

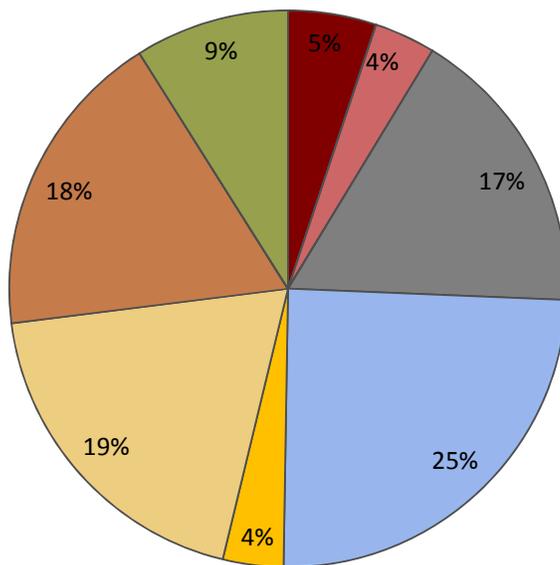


Figure 2-9. Future Land Use Mix

- Downtown Business 5%
- General Business/ Office 0%
- Local Business/Office 4%
- Mixed Use 0%
- Industrial 17%
- Civic 25%
- Residential Mixed Use 4%
- Residential 19%
- Multifamily Residential 18%
- Estate Residential 0%
- Green Space 9%

NORTH ANTELOPE SUBAREA

The area is expected to grow into a mix of commercial, industrial, and residential uses. Enhancements to these local neighborhoods should continue with the addition of future on-street and off-street bike paths and other amenities. Buildings fronting 4th Street should be encouraged to be of higher quality and include landscaping elements.

STATE FAIRGROUNDS SUBAREA

The City of Douglas will work with the State Fair Advisory Board to continue to evolve this important statewide asset. In addition to the State Fairgrounds, the Pioneer Memorial Museum provides a complementary tourist destination. The desired future condition for this area includes improved branding and wayfinding from West Yellowstone Corridor. New facilities or uses that have a tourism or interpretative element should be encouraged and planned in conjunction with the State within this site.

Bike routes along Brownfield Road and other minor arterials should be encouraged and could include either on-street or detached multi-use paths, allowing north-south connectivity.

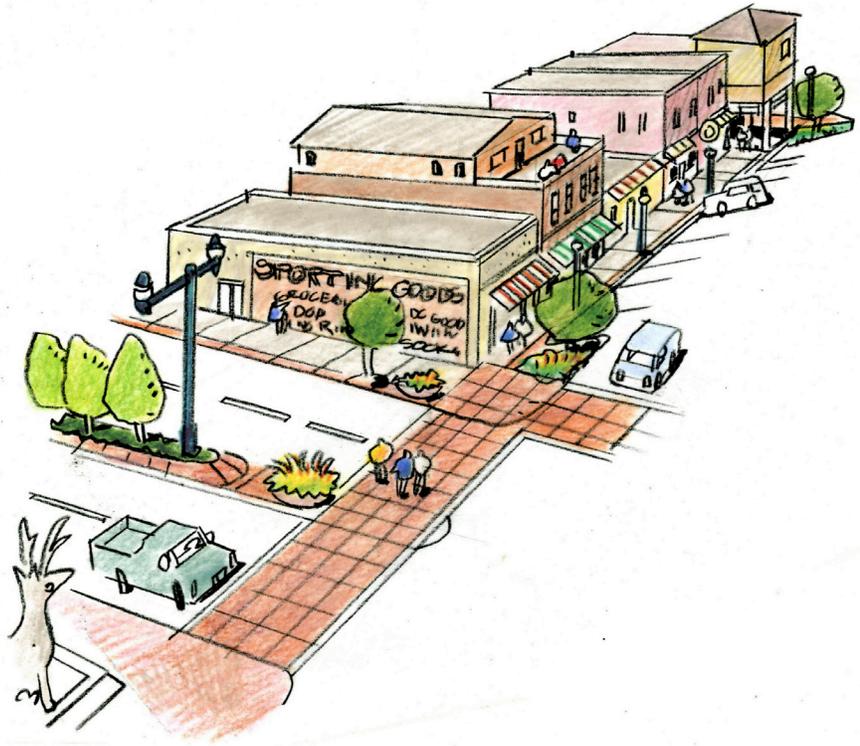
RIVERSIDE PARK SUBAREA

Riverside Park area is expected to continue to grow into an highly amenitized area. The park and river trail and its associated amenities will continue to be improved. Higher quality multi family developments should be encouraged. Industrial areas should be carefully integrated with residential areas.



DOWNTOWN CORE

Downtown should be accessible and pedestrian-friendly, a welcoming place for both residents and visitors, and the central hub for shopping, dining, lodging, entertainment, gathering, and socializing. There should be abundant opportunities for outdoor dining, plazas, public art, cultural and special events, live entertainment, and places to congregate. Public investment and land use decisions should be consistent with the long-term economic health of the Downtown. These improvements



should be supported with a new Downtown Business District composed of local business owners. Core municipal functions should continue Downtown and these buildings should be redeveloped in order to create a catalyst for redevelopment. Complementing features such as a recreation center, library or police services to be located in adjoining subareas. New investments should be targeted at renovating historic buildings, encouraging new business to open, incorporating artwork and the creating a standard streetscape for 2nd, 3rd and 4th Streets. The scale of Downtown streets should be reduced, creating a more inviting environment through the addition of a planted median, building on the look and feel of Center Street. North-south crossings of Center should be enhanced through bulb-outs at intersections, wider medians and pavement treatments. The sidewalks along Center should be increased in width to allow for both pedestrians and bicyclists.

**DOWNTOWN NEIGHBORHOODS
SUBAREA**

This area can be considered an extension of Downtown. Its future desired condition combines the preservation of adjacent historic neighborhoods with new medical facilities. Existing buildings should be redeveloped in a manner that complements this emerging medical and downtown residential district. Areas such as the Eastern Wyoming College campus should be developed to meet specific community, education, housing or economic development goals, such as a senior housing village.



4TH STREET CORRIDOR

As the northern gateway to Douglas and the edge to Downtown, the desired future condition of this area is to continue to be the City's tree-lined street into the community and Downtown. Although the identity and character of the street transitions from rural, to residential, to urban - the landscape should be the unifying element. As you approach Downtown, the character will be greatly influenced by future redevelopment and infill. Redevelopment and infill buildings in this area should mimic the form of other buildings in Downtown, with very little set-back, and include high design standards. Downtown streetscape elements should also be applied to this area. The street should capitalize on the large number of trees planted along the road near Downtown. New uses could include second-story apartments and a mix of office and retail uses in order to increase activity during the day and evening. There should be little or no setbacks for buildings in this area and the architectural identity of historic commercial buildings and their facades should be preserved. Other buildings facades should be improved along with new streetscape elements and public art.

The residential character along 4th Street south of Downtown should be preserved. Its residential character should be encouraged and enhanced while allowing low-intensity businesses and mixed uses within existing residential structures, or new structures that adhere to the existing scale and character of the area. The street scale should be maintained until traffic volumes require additional laneage. At that time, WYDOT and the City should reevaluate other alternatives before going to widest cross-section. This should include alternative routes, improved bicycle and pedestrian facilities, streetscape improvements. If 4th Street is de-designated as a state highway, the cross section should remain unchanged, or improved to the interim cross section with a center, planted median, and be designed as one of the primary streets into Downtown.

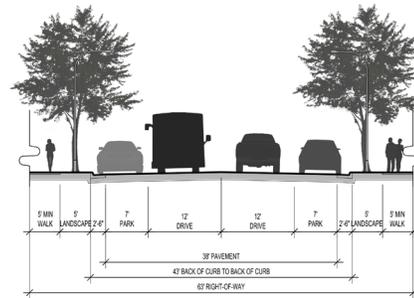


Figure 2-10. Existing Street Section

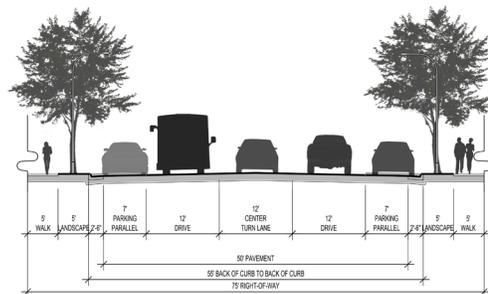


Figure 2-11. Interim Street Section

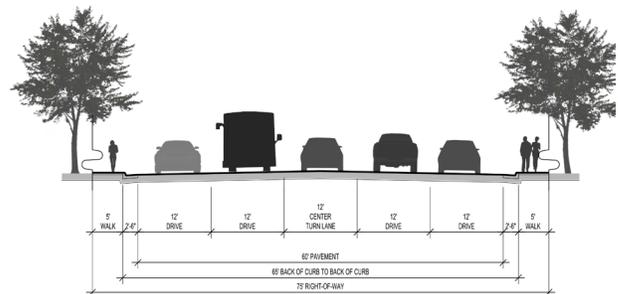


Figure 2-12. Ultimate Street Section

WEST YELLOWSTONE DISTRICT & SUBAREAS

EXISTING CHARACTER

The West Yellowstone area consists primarily of large neighborhoods, retail, hotels, and businesses. The area includes the West Yellowstone Highway, one of the primary gateways into Downtown.

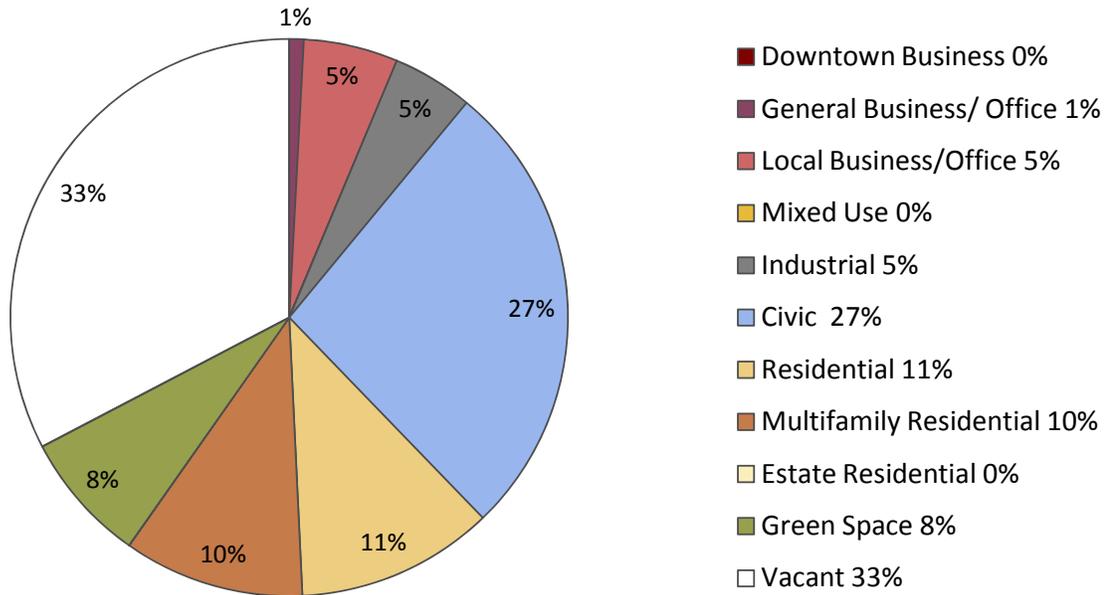


Figure 2-13. Existing Land Use Mix

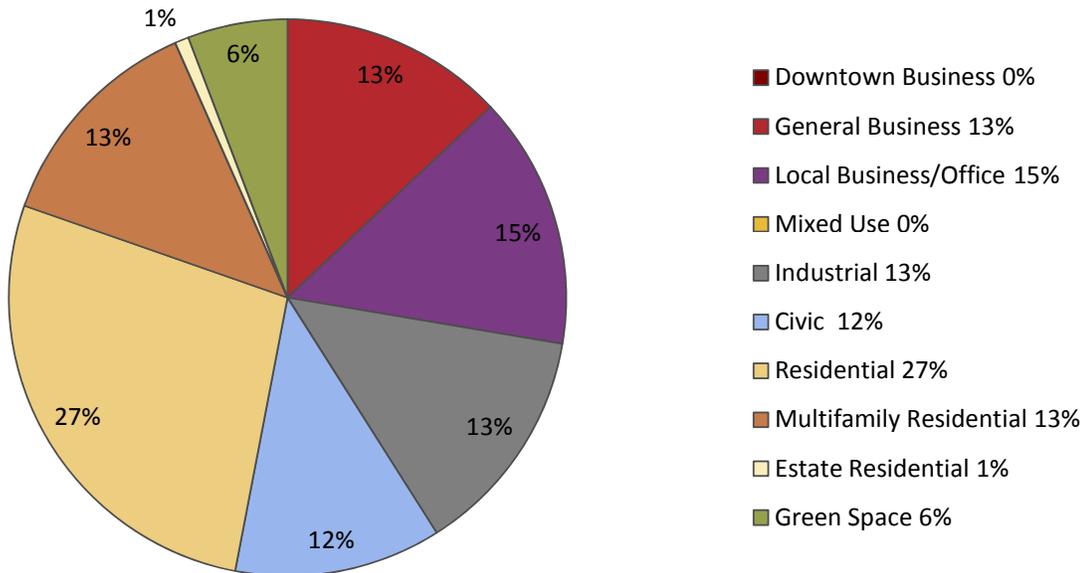


Figure 2-14. Future Land Use Mix

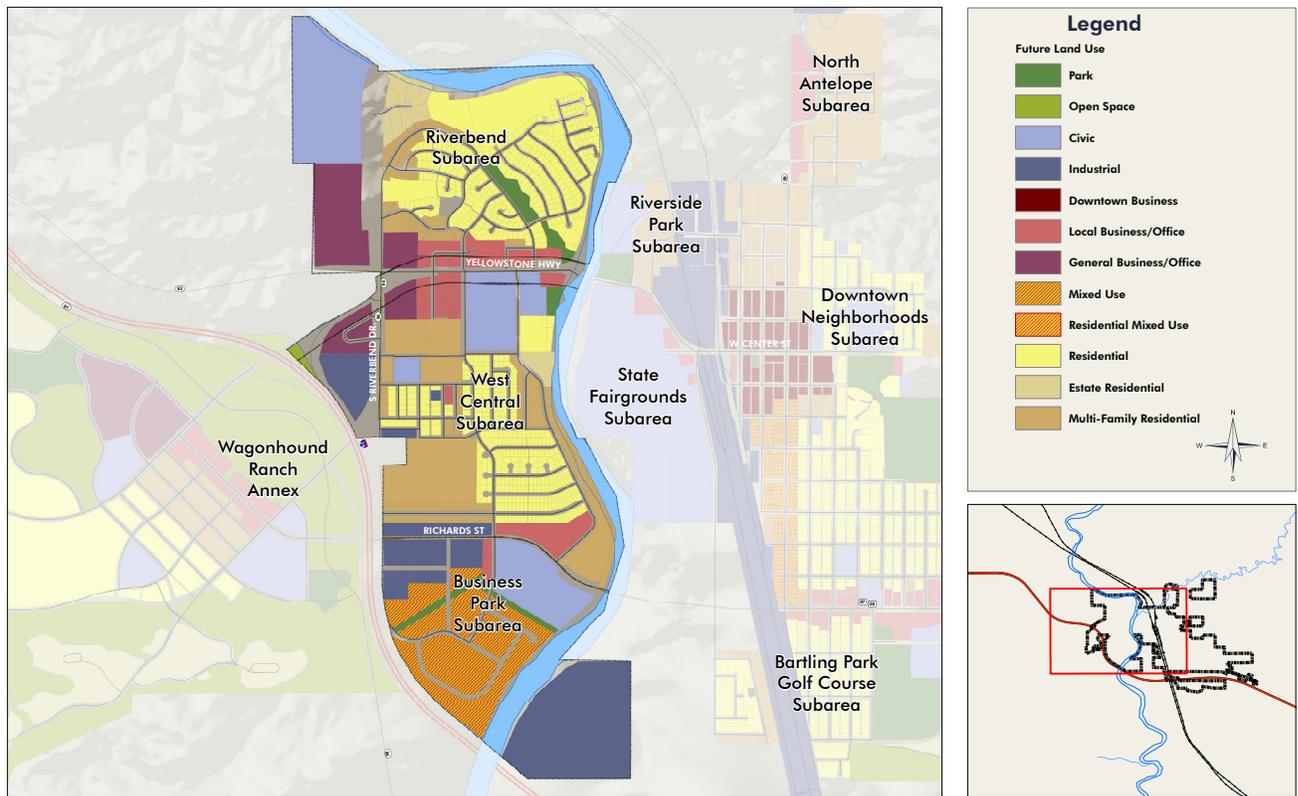


Figure 2-15. West Yellowstone District

FUTURE CHARACTER

The desired future character of this area is focus on the further evolution of several distinct areas. A future business park, student housing, and campus will anchor the south. The central part of the subarea will include a mix of housing types. Many of these areas are separated and lack street connections. Other residential neighborhoods are in need of enhancements and redevelopment. To the north, the neighborhoods and the West Yellowstone Highway will continue to evolve and provide an appropriate gateway into the City and Downtown.



WEST CENTRAL SUBAREA

The desired future condition should build around the presence of the school and the multi-family development on the north, near Yellowstone Highway. Areas in the center should continue to evolve to higher quality neighborhood development. Overtime, the southern neighborhood areas may transition from mobile homes to single or multi-family housing neighborhoods.

THE RIVERBEND SUBAREA

The desired future of this area is as a stable family neighborhood. New amenities including sidewalks or on street bike paths will slowly be put into place. New infill development is expected in this local neighborhood.

WEST YELLOWSTONE CORRIDOR

This area has come to be known as hotel row. New hotels have lined this area, providing an appropriate gateway to the City. As development continues, especially as development will naturally cater to the traveling public, it is imperative for corridor and site planning to integrate these uses within the corridor. Further commercial development can be accommodated in this area on undeveloped land parcels situated on the north side of Holiday Inn Express and Sleep Inn. Retail commercial activities in this area can target both the needs and preferences of visitors staying at nearby accommodations and tourists at large events (e.g. State Fair), as well as Douglas residents living in adjoining residential subdivisions in northwest Douglas.

The West Yellowstone Corridor and it's connection to Downtown should focus on streetscape and pedestrian environment improvements. New development should be required to have wider sidewalks and where possible, detached sidewalks with a landscape buffer to encourage a feeling of safety. This area has the potential to be a key bicycle and pedestrian connection between hotels and Downtown.

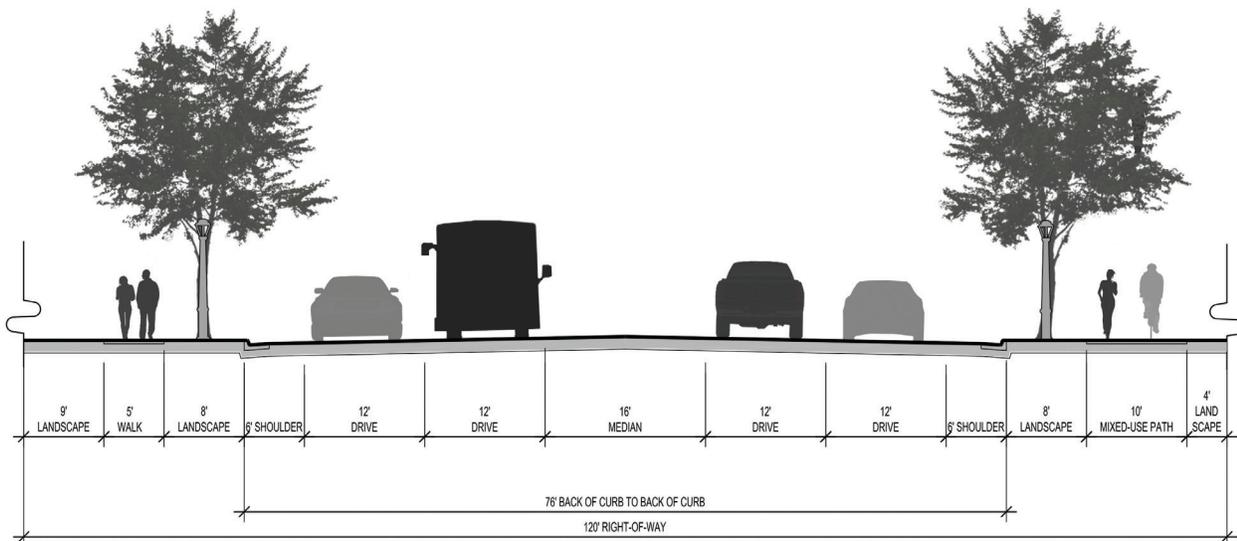


Figure 2-16. Detached multi-use path



BUSINESS PARK SUBAREA

The original intent of the business park was to attract businesses that would support workforce development and generate new primary jobs in the local economy, as other locations in the community already provide potential expansion areas for retail trade and other commercial services. The construction of the new Eastern Wyoming College (EWC) campus in the business park helps support this goal. It is important to ensure that new development conforms to and reflects the intent of the protective covenants set forth for the Douglas Business Park.

The area should evolve into a new campus surrounded by complementary tech industry, incubator, and office uses as well as student, live/work, multifamily housing, and limited neighborhood-serving retail. Adjacent industrial uses may occur on the property but should be adequately buffered from other uses. The character of the residential area should be designed in a way to complement the light industrial, technological character of the employment areas. Heavy industrial uses should not be allowed within the area.

The Business Park is expected to have a spectrum of complementary uses to create a cohesive area and meet its intended purpose.



WAGONHOUND

EXISTING CHARACTER

The area currently consists primarily of agricultural lands and small scale industrial and commercial uses along Esterbrook Road. A small area on the east side of the West Yellowstone interchange was annexed for traditional big box commercial development.

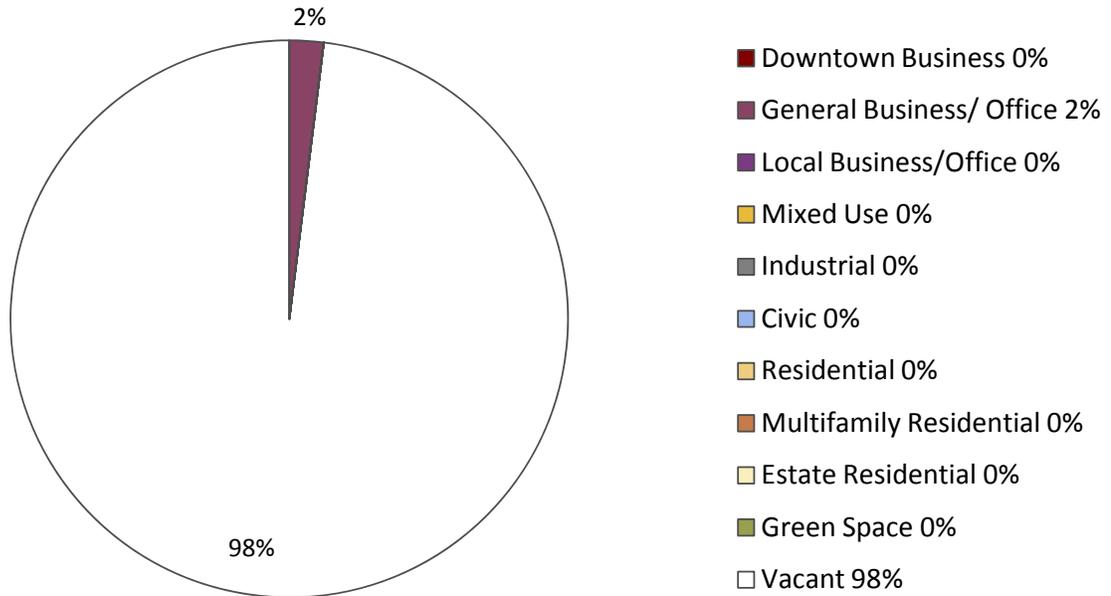


Figure 2-17. Existing Land Use Mix

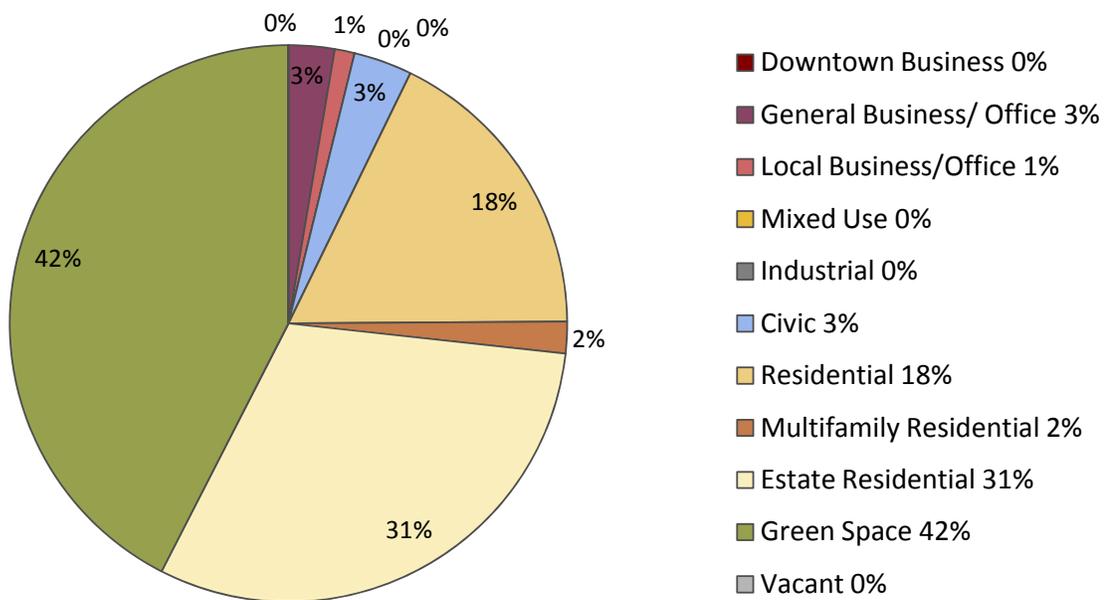


Figure 2-18. Future Land Use Mix

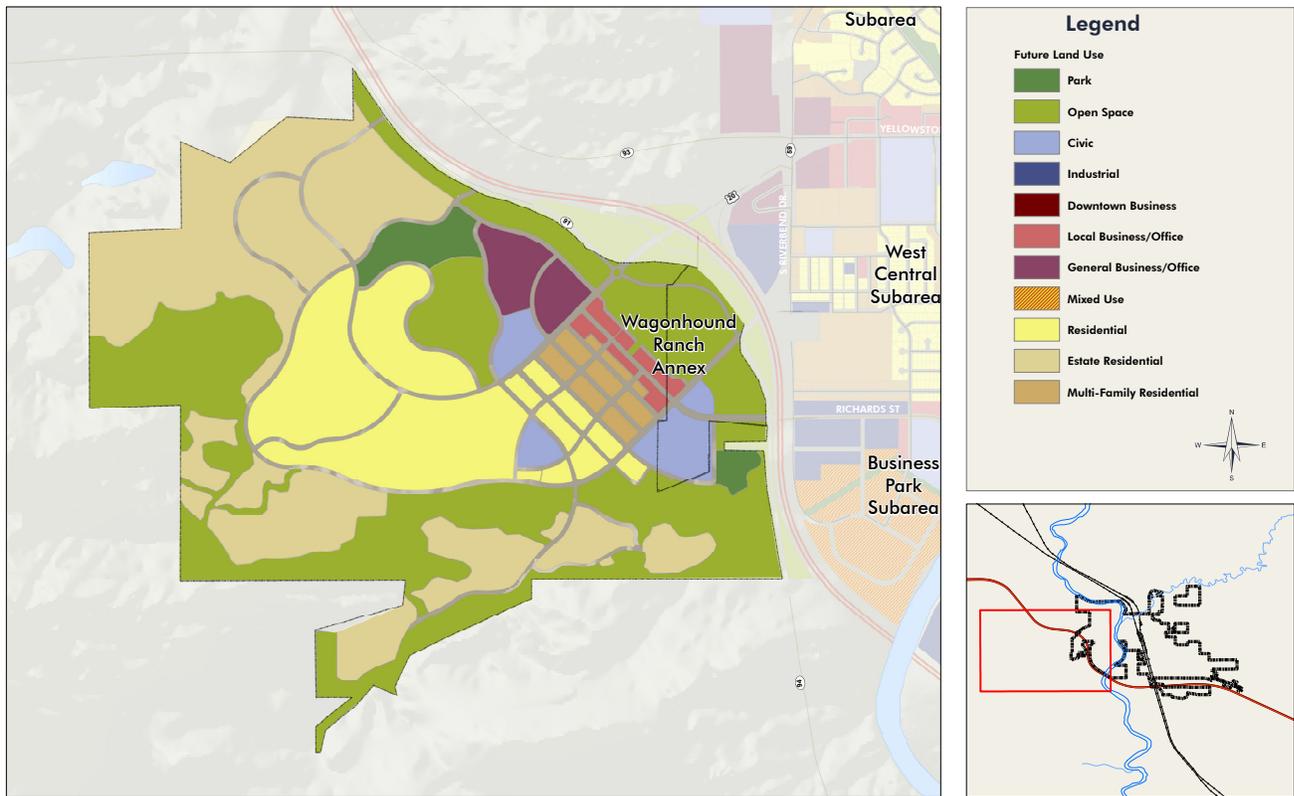


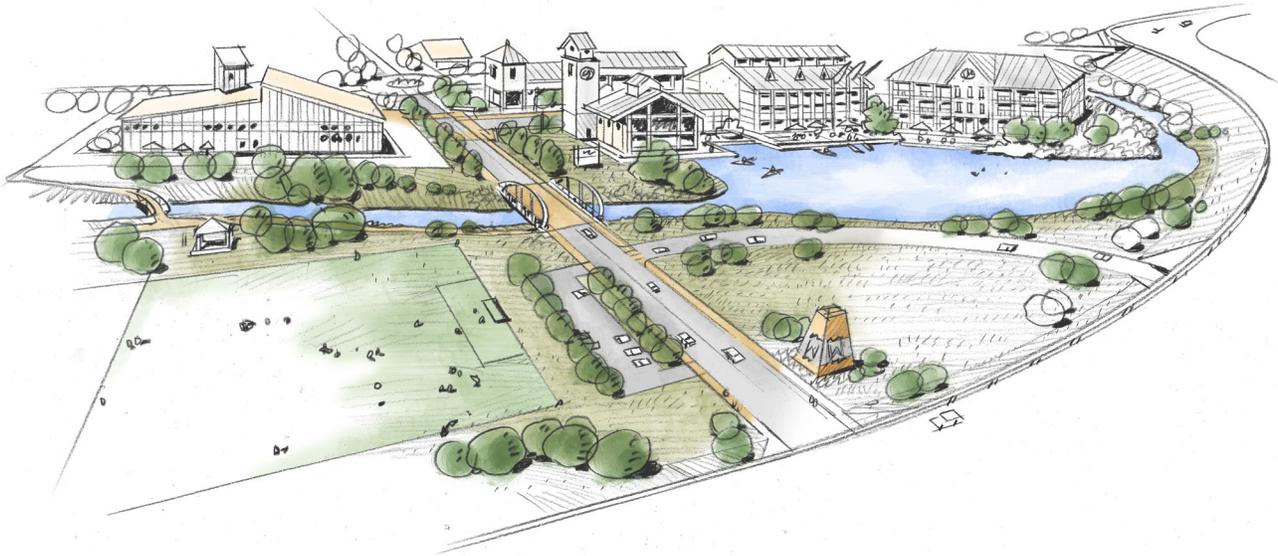
Figure 2-19. Wagonhound Ranch Annex District

FUTURE CHARACTER

The desired future character for this subarea is to become one of the City’s future livable communities. The area will provide amenities not currently found in the City. The future area is designed to be a mix of uses with a large portion of open space. The area is designed to be directly visible from I-25 to showcase the development and make it attractive to the local market and tourists. The extension of the City is located within a 1,200-acre enclosed valley. The area would be accessed from an improved full system interchange, improved underpass at Esterbrook Road and a future underpass extending West Richards Street. These roads provide local connections to school, the business park, community college, school, and Downtown.

This livable community includes a pedestrian-oriented multi-story retail area, with restaurants and hotels. One side of the businesses will front a greenway, stream and trail system located in the highly visible bend of I-25. A walkable pedestrian street will be located in the middle of the retail core flanked by mixed-use buildings. The first phase of development will be anchored by the proposed recreation center, trailheads, recreational fields, day care, and hotel. The northern end of the retail area is anchored by big box retail and office.

Located further up the valley are a series of livable neighborhoods including alley-loaded neo-traditional homes, apartments, townhomes, and single-family homes and an equestrian center. A chain of stepped ponds flanks the southern ends of the neighborhoods, while the interior is focused on a linear park. A series of large greenways, open space, and trails allows residents and visitors to access the river and the foothills. An equestrian center provides a center of this recreational system. The District will be phased over the next 20 years, beginning with the area near the recreation center,



including the first phases of residential, retail and civic amenities. Future phases will be accelerated with the improvements to the interchange.

Overall connectivity between this new community and existing areas of the City will be improved through a series of on-street bike lanes and off-street trails. A key connection will occur from the mixed-use center across Esterbrook, and to Riverbend using both sidewalks and new on-street bike lanes. A new off-street trail will connect to the regional trail system as I-25 crosses the North Platte River.



P O L I C Y
F R A M E W O R K S

CHAPTER 3. POLICY FRAMEWORKS

When reviewing projects, please consider the Vision statements contained in Chapter 1, the Character District descriptions in Chapter 2, and the following policies in this chapter. Additional data maps are found in Appendix A: Existing Conditions Report.

LAND USE, HOUSING & COMMUNITY CHARACTER

CONTEXT

The City of Douglas will experience continuing growth. The plan accommodates a population growth of up to 15,000 residents with a buildout over the next 40 years. This growth will create a need for an expansion of the Urban Growth Boundary and the identification of new development areas for housing and other uses. Demand for housing is already strong in the community, one indication of which is the fact that many residential properties are sold without ever having been listed.

Oil and gas exploration activities are expected to remain strong for the next several years, which bring a transient workforce and a continuing strong demand for rental housing. In the coming decade, demands for senior housing will also increase, which may create a need for new independent living units as well as housing where seniors can receive assisted-living services.

Consumer expenditures in the community are impacted by a relatively small consumer base and the availability of shopping opportunities in nearby Casper and other areas in the surrounding region. Commercial areas in the community also face several specific challenges; namely inadequate signage and access management. Expanded housing development and options will create the opportunity to expand necessary additional retail services. Opportunities for redevelopment of the Downtown are limited by the visibility of vacant commercial buildings and the deteriorating



appearance of some buildings. However, there are some improvements, including new eating and drinking establishments, improvements to the Princess Theatre, and renovation of a building that will house a micro-brewery. Additional office space, anticipated to be needed by oil and gas producers, would help to establish a more substantive consumer base that could increase retail sales and enhance the financial viability of other businesses in this area.

The community has a shortage of land available for light industrial use, which highlights the need to designate land area that is suitable for accommodating some light industrial uses and the jobs they bring to the community. New growth in the community also creates demand for expanded public facility needs, including

an opportunity to consolidate services at an expanded City Hall as well as a potential need for satellite fire stations on the east and west sides of the community.

These issues, which are described more fully in Appendix A: Existing Conditions Report, influenced development of the goals and policies that follow. Goals and policies have been defined to promote a balanced land use mix, including a diversity of housing types, while maintaining the community's small town feel and character and protecting historic buildings and revitalizing the Downtown. Related to this is protecting the community's visual character through protection of scenic vistas and enhanced gateways.

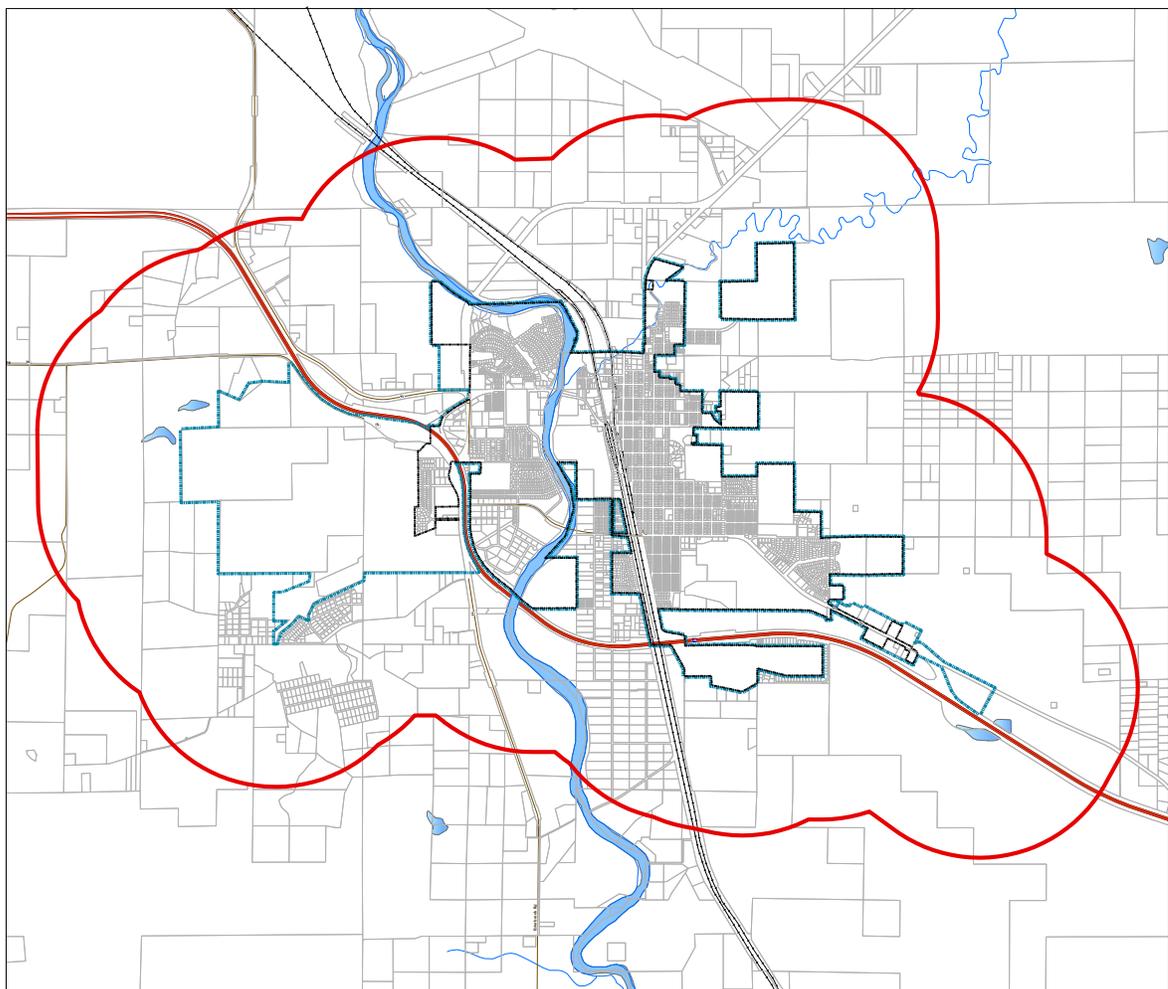


Figure 3-1. Planning Area

Urban Growth Boundary

The Urban Growth Boundary (UGB) will define, guide, and manage growth beyond the city limits. The UGB is the primary area where most new population growth will likely be absorbed, in accordance with the vision of this plan. Much of this area can be immediately considered for annexation and can be most efficiently served by utilities and other urban services.

Planning Area

The Planning Area will define, guide, and manage growth within one mile beyond the UGB. The Planning Area represents the next phase of growth beyond the UGB at the buildout level, which, according to land use analysis, should occur 20-30 years from now. These areas can be considered for annexation; however, additional analysis will be necessary to evaluate the feasibility of the provision of adequate services and facilities and consistency with vision and goals of this Plan.

Influence Area

The purpose of the Area of Influence (synonymous with a 5-mile planning area) is intended for the City to have a formal voice in actions that impact the City through development review, open space planning, rural preservation, recreation development, and natural resource preservation. The Influence Area is intended to preserve the rural nature and scenic qualities as well as historic and natural resources of Douglas' edges through zoning and other tools.

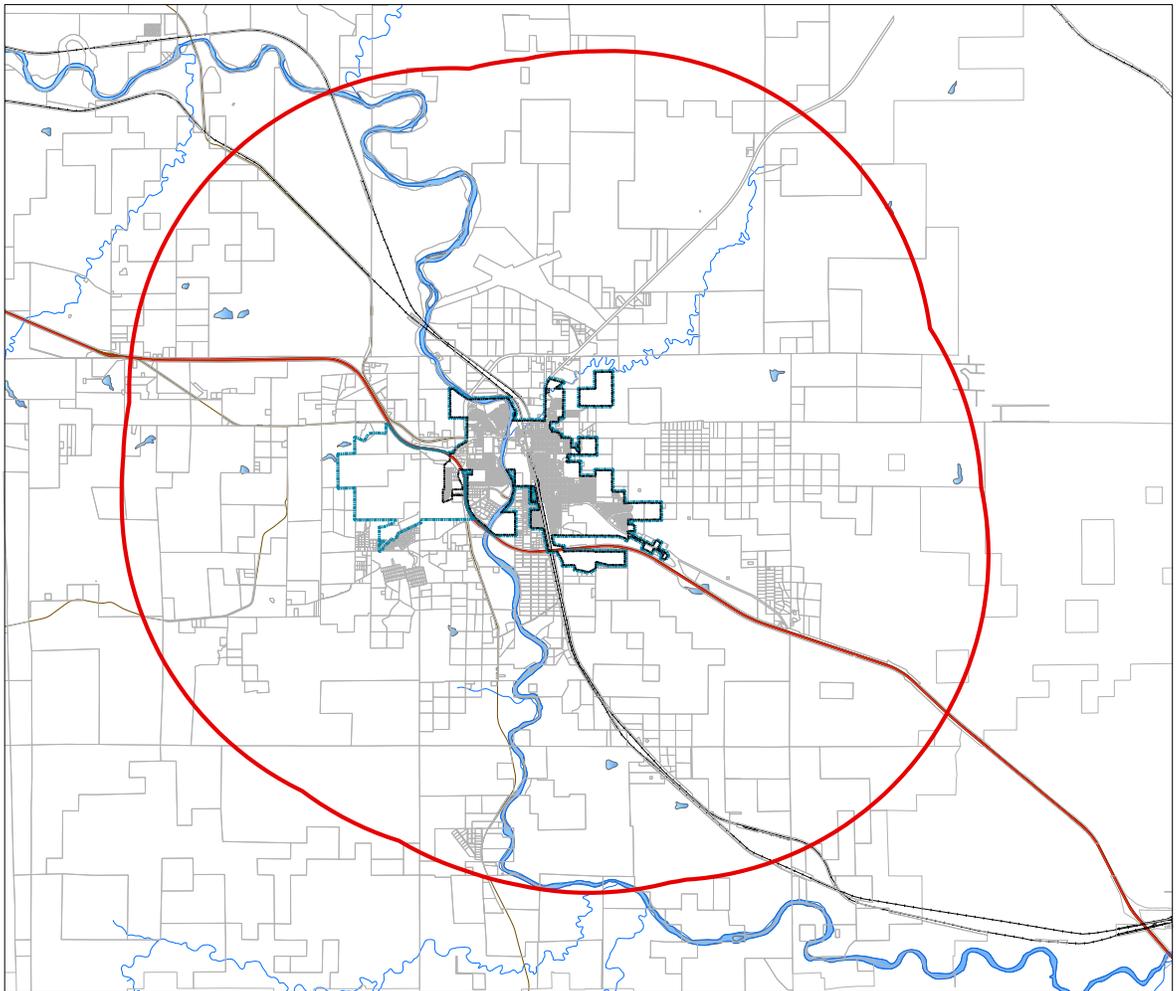


Figure 3-2. Influence Area



FUTURE LAND USE FRAMEWORK

The Future Land Use Framework is designed to encourage quality development, promote revitalization of declining areas, and maintain the stability of established neighborhoods. All land within the city limits and designated Urban Growth Boundary has a specific land use designation that contributes to an organized and efficient land use pattern.

The Future Land Use Map proposes the future distribution and location of housing, business, industry, civic uses, and parks in Douglas. Each category of land use has been located and depicted with the goals of enhancing community character, providing reasonable opportunities for growth and economic development, and enabling the City to provide necessary public services in an efficient and cost-effective manner. The Future Land Use Map should be viewed as what the community will grow to become, as it will be the guide for future zoning and development within the City. The map reflects what the community currently considers an appropriate intensity, density, and ratio of land uses for future growth. For areas outside of the current city limits, the map designations do not become effective until annexation, at which time zoning should be applied in a manner that implements the City's land use designation.

Development approvals, capital improvement programs, and implementation ordinances should all consider and be consistent with the land use designations indicated on the official future land use map. The land use designation for a property is to be the primary consideration in determining whether the contemplated zoning of that property complies with the Master Plan. However, in interpreting the Future Land Use Map, realize that it is not a zoning map, in that the boundaries between land use designations are not rigid and can accommodate reasonable rezoning requests that may encroach across boundaries depicted on the map. Rezoning requests that represent wholesale changes to an area should not be approved without first considering the Future Land Use Map and ensuring the change is consistent with the community's vision, the goals and objectives of the Master Plan, and the desired future character of the specific area.

The land use designations of the Future Land Use Map are described on the following pages. These categories should be considered as guidelines, with flexibility provided in the specific zoning district regulations, such that an appropriate mixing of uses and densities may occur to provide variety, opportunities for transitional densities, efficient land use patterns, and other desirable situations that will result in an attractive, efficient, and well-organized community.

DOUGLAS LAND USE DESIGNATIONS

The Future Land Use Map and associated land use designations are recommendations as to how the City should approach future development. These land uses are to be used for guidance, and should inform any changes to the regulatory zoning categories.

Residential Designations	
<ul style="list-style-type: none"> • Estate Residential. This residential designation applies to large lot and low-density residential areas. Average lot sizes range between ½ acres and 5 acres and can include single-family homes, barns, and animal shelters. Estate residential land uses are generally located adjacent to open space, sensitive natural resources such as the North Platte River, and other residential areas. 	
<ul style="list-style-type: none"> • Residential. This designation is for residential neighborhood development. It includes single family detached residential housing and allows for traditional single family home development and preservation of Downtown historic single family homes. Residential also allows for live/work facilities and housing occupations. 	
<ul style="list-style-type: none"> • Multi-Family Residential. The Multi-Family Residential areas allow for higher densities of residential. This includes duplexes, townhouses, apartments, mobile homes, boarding houses, and senior housing. It is typically adjacent to mixed use and/ or commercial areas, or to provide a transition from commercial to low-density residential neighborhoods. 	



Commercial Designations

- **Downtown Business.** This designation identifies properties located in the Downtown subarea which together create an activity center for retail, office, personal service, entertainment, and public facilities. This area should offer a variety of attractions and destinations for residents and visitors, both during the day and evening.



- **Local Business / Office.** The Local Business designation is intended to support low intensity neighborhood uses, such as small-scale retail, professional office, and other “nine-to-five” uses. Since these properties generally support neighborhoods and local residents, they should be compatible with adjacent residential neighborhoods.



- **General Business.** The General Business designation applies to a wide range of community and regional retail, office, business, and other commercial uses, or a limited amount of industrial uses.



- **Mixed Use.** The Mixed Use designation is intended to provide a balanced combination of residential and commercial uses, including opportunities for office, entertainment, retail, restaurants, and housing.



- **Residential Mixed Use.** The Residential Mixed Use designation encourages the preservation of neighborhood character while allowing low-intensity businesses and mixed uses within existing residential structures, or new structures that adhere to the existing scale and character of the area.



Other Designations

- Industrial. Industrial areas support employment activities, including light manufacturing, research and development, storage, production, and wholesale trade and distribution. Generally these properties should be adjacent to major roadways and be well-screened from view of residential neighborhoods.



- Parks. This category applies to public lands such as parks and recreation centers that support a high quality of life for Douglas residents.



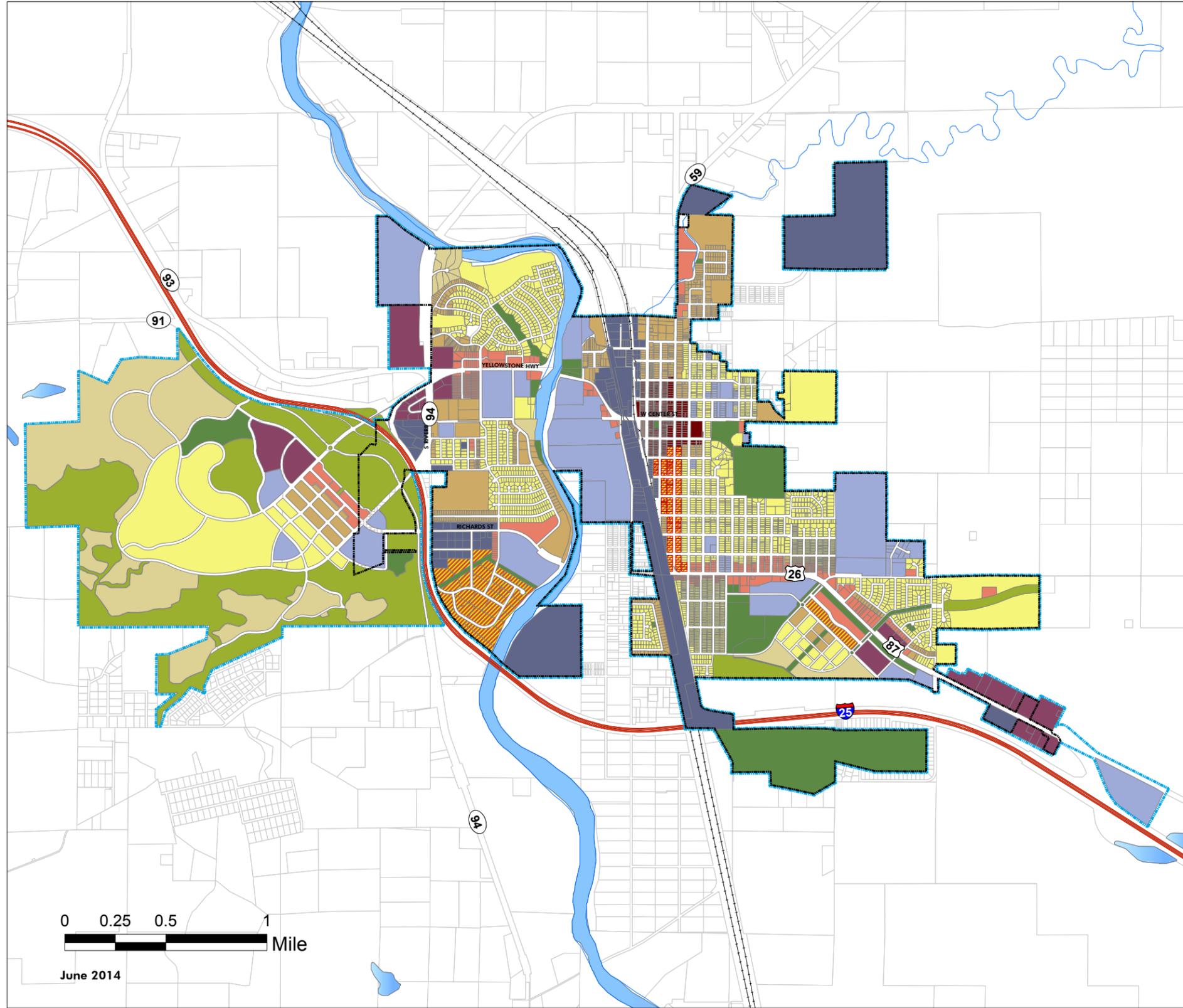
- Open Space. This category applies to open space areas that protect environmentally sensitive areas, including wildlife habitat and riparian areas.



- Civic. The Civic land use designation applies to government, community, and school properties that are primarily devoted to public or quasi-public uses. Public schools, libraries, and government or medical facilities are examples of properties to which this designation applies.



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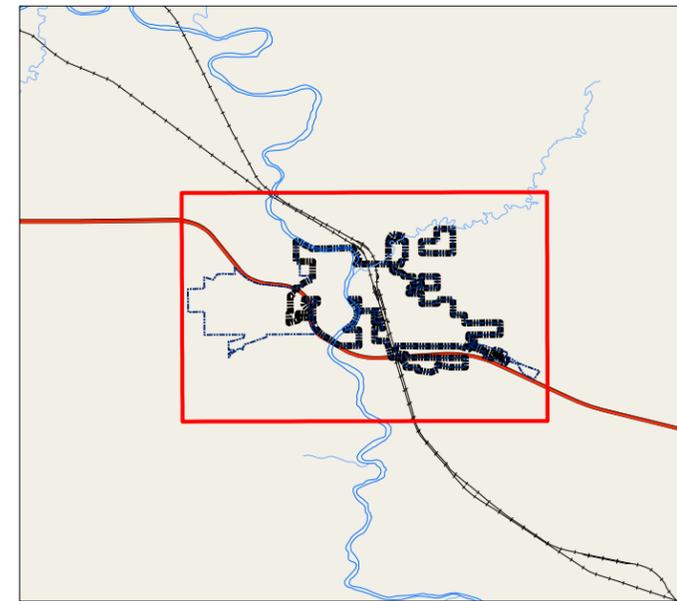
June 2014

Legend

- City Limits
- Urban Growth Boundary
- Parcels

Future Land Use

- Park
- Open Space
- Civic
- Industrial
- Downtown Business
- Local Business/Office
- General Business/Office
- Mixed Use
- Residential Mixed Use
- Residential
- Estate Residential
- Multi-Family Residential

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GOALS & POLICIES

A. Land Use. The City will ensure a harmonious relationship between land uses, which will promote health and safety, convenience, aesthetics, and efficiency.

Goal A1. Protect the City of Douglas' long-term viability to continue to evolve to be one of Wyoming's quality of life communities.

Policy A1-1. Projects within the Urban Growth Boundary should meet the goals and policies contained within this Master Plan in anticipation of annexation.

Policy A1-2. All projects within one mile of the Urban Growth Boundary should be jointly reviewed and approved by the Board of County Commissioners and City Council. These projects should include all subdivisions, commercial development, industrial development, and infrastructure projects. Projects should be reviewed for consistency with city standards, in anticipation of those projects being annexed.

Policy A1-3. Review and provide comments for significant development applications and infrastructure projects within five miles of Douglas' Urban Growth Boundary.

Goal A2. Promote a balanced land use pattern and high-quality development throughout the City within the context of community values.

Policy A2-1. To conserve natural and financial resources, new construction should be surrounded by or adjacent to existing development. Non-contiguous development is discouraged to reduce isolation and the costs of providing services to the area. New areas will be allowed to develop only as municipal services and capacity are available.

Policy A2-2. In an effort to reduce the financial burden of development on Douglas residents, developers should be responsible for the cost of new infrastructure to service the development.

Goal A3. Protect properties from incompatible adjacent uses.

Policy A3-1. Utilize land use, zoning, and development requirements to plan for and improve the separation and buffering of incompatible land uses to create a more organized and harmonious land use pattern.

Goal A4. Foster adequate commercial and office space.

Policy A4-1. Concentrate commercial development in zoned commercial areas. Encourage live/work options within both mixed use and residential areas.

Policy A4-2. Ensure that business and retail uses are balanced throughout the City in order to serve neighboring residents. In particular, consider how Downtown, East Richards corridor, West Yellowstone corridor, Douglas Business Park, Wagonhound, and any other commercial areas complement and interact with each other and their surrounding neighborhoods.

Goal A5. Provide adequate space for public facilities, including administrative, civic, and recreational facilities.

Policy A5-1. Identify locations and buildings that may be appropriate for future civic, cultural, and recreational uses, including vacant properties such as the future EWC campus.

Goal A6. Plan for City expansion into appropriate areas.

Policy A6-1. Ensure that new annexations offer a community benefit, outweigh the infrastructure and public service costs, and meet city standards.

Policy A6-2. Ensure that new annexations are serviced by city services, including water and sewer.

Policy A6-3. Coordinate with Converse County on the requirements for new development within the Douglas Planning Area.

Policy A6-4. Encourage Converse County to implement a basic zoning scheme, particularly for areas within the Douglas Planning Area.

Goal A7. Create opportunities for mixed land uses within subdivisions or individual buildings in key locations in the community.

Policy A7-1. Allow a mix of residential, office, and light industrial uses in areas that prioritize job creation, and can benefit from proximity, such as the Douglas Business Park.

Goal A8. Streamline the Development Review process to be straightforward, efficient, and predictable; and to provide staff and decision makers with enough guidance to make informed recommendations and decisions.

Policy A8-1. The City will review development proposals in accordance with good planning principles, including consideration of physical constraints and natural features. Plans should reflect natural constraints, transportation connectivity, building site location, and density allowance.



B. Housing. The City should offer a complete range of options and variety of price points for quality housing.

Goal B1. Support a complete range of housing types and price options based on present and future needs of the population.

Policy B1-1. Encourage private and public policies designed to provide adequate and affordable housing for residents of all income categories.

Policy B1-2. Facilitate the development of quality housing for low income and senior residents through private development and public programs.

Goal B2. Increase options for mid-level housing for the local workforce.

Policy B2-1. Provide opportunities for the development of quality, single-family homes, and duplexes, which offer lower price points.

Policy B2-2. Evaluate alternatives to infrastructure requirements or other incentives to lower development costs and encourage development of moderately priced, quality housing and other desirable housing products.

Policy B2-3. Goal 3) Housing should be of quality and built to last.

Policy B2-4. Encourage and support the rehabilitation of existing housing that does not meet current building code and/or the character of the surrounding area.

Policy B2-5. Ensure that new housing is developed using building practices and materials designed to be long-lasting and durable.

Goal B3. Offer adequate rental and temporary housing for the energy workforce, service providers, students, and other residents.

Policy B3-1. Encourage the development of housing and/or lodging that is flexible enough to meet current workforce needs, with the opportunity to be later utilized by students, service providers (e.g., traveling nurses), seniors, or lower-income residents.

Goal B4. Senior housing options should be explored.

Policy B4-1. Ensure a range of senior housing options are available, including: owner or renter-occupied housing for seniors requiring little or no care; affordable, independent living units for persons who are unable to care for larger properties or have lower household incomes, including townhomes, duplexes, patio homes, and other options (e.g., Irwin Towers and Riverside Plaza I and II); assisted-living housing units where seniors are able to obtain a varying level of personal and supervisory care; and nursing homes that provide skilled nursing care and other long term care services (e.g., Douglas Care Center).

Policy B4-2. Explore opportunities for additional assisted living facilities to address the current gap in senior housing options.

Policy B4-3. Support partnerships between the City, Memorial Hospital, Senior Center, Douglas Care Center, and other service providers to identify and work to address senior housing needs in Douglas.

C. Historic Preservation. The City will focus on preserving the heritage of the past in an effort to create an identity for the future.

Goal C1. Protect historic properties and neighborhoods.

Policy C1-1. Maintain the Historic Preservation Commission. The Commission should conduct cultural resource surveys of structures and areas for the purpose of determining those of architectural, historical, cultural and/or archaeological significance. The Historic Preservation Commission should encourage the preservation or adaptive re-use of historic structures within the community, as well meeting the standards of the International Building Code.

Policy C1-2. Prioritize historic preservation within the Downtown Core subarea. Development and exterior renovation within the National Register of Historic Places and locally-designated Downtown Historic District should require Historic Preservation Commission review prior to the approval of a development plan or issuance of building permit.

Policy C1-3. Update regulations and design standards for the preservation of the historic integrity of buildings located within the Downtown Core to more specifically address the design of building additions and renovations and protection of character-defining features.

Policy C1-4. Continue to aid historic preservation efforts as a Certified Local Government, by creating National Register of Historic Places opportunities and by providing technical assistance to areas of the community, especially those in the historic downtown core, which seek to capitalize on their historic aspects.

Goal C2. Encourage development that preserves or supports historical and culturally significant places within the City.

Policy C2-1. Emphasize design improvements that help preserve the community's heritage while strengthening economic viability in the Downtown Core. Encourage renovation and new development within Downtown to provide a degree of visual continuity, retain historic integrity, and utilize creative design solutions.

Policy C2-2. Pursue and encourage opportunities for residents and visitors to understand and appreciate the significance of historic sites.



D. Community Character. The City will look for opportunities to maintain Douglas' small town feel, sense of community, and distinct identity.

Goal D1. Maintain Douglas' small town feel, sense of community, and distinct identity.

Policy D1-1. Require quality architecture and design for new buildings and renovations. Building heights and design elements should reflect the Master Plan's policy frameworks and desired future conditions described in the character district plans (See Chapter 2).

Policy D1-2. Require urban form that reflects the desired future conditions and character of an area, including building setbacks, orientation, and location of parking.

Goal D2. Honor our community's heritage.

Policy D2-1. Identify, preserve, and protect character defining features. These include elements that contribute to the identity of an area, such as historic features, large mature trees, scenic landscapes, and riparian areas.

Goal D3. Create an attractive community by encouraging maintenance and upkeep of buildings, streetscapes, visual aesthetics, urban forestry, and landscaping.

Policy D3-1. Enhance visual character through open space protection, protection of scenic vistas, landscaping and planting. Within specific character districts, developers may be required to follow certain design standards for landscaping and planting, which are described in Chapter 2 – Character Districts.

- Prioritize landscaping along entryways, commercial corridors, and key destinations in the City.
- Emphasize the use of live landscaping in addition to rock and other material. Utilize native and drought-tolerant plant species to reduce watering demands.
- Identify and promote models of good landscaping in Douglas (e.g., Visitor Center).

Policy D3-2. Protect existing trees and require the planting of new trees in new development areas.

Policy D3-3. Design signage to blend with the character of the neighborhood and not detract from the general streetscape.

Policy D3-4. Encourage new development to attain a higher level of quality in design, site layout, and building form.

- Improve the attractiveness and pedestrian access within commercial corridors and districts by encouraging site layouts that locate buildings at the front of the lot with parking behind.
- Encourage site layouts that improve attractiveness and pedestrian access within commercial corridors and districts.
- Review code enforcement policies, staffing, and resources to ensure that city-wide aesthetics can be adequately maintained and enforced.
- Consider the development of design guidelines or standards for new development.

Goal D4. Create attractive, cohesive entryways to the City of Douglas. Entryways include 4th Street, East Richards Street, Center Street and West Yellowstone Highway.

Policy D4-1. Use consistent thematic design enhancements and wayfinding features in the City's entryways and along major corridors.

Policy D4-2. Implement mandatory thematic landscaping requirements in the entryway areas. The streetscape design will primarily use native plants with low watering requirements. Compatible shrubbery and plants with higher water requirements is suggested at limited areas, including focal points, interpretive displays and other activity centers along the corridor.

Policy D4-3. Provide for signage, wayfinding, and interpretive elements along the entryways that promote and explain the rich history of the community.

Policy D4-4. Continue to advance corridor planning by undertaking a series of Corridor & Gateway Plans for the City, such as 4th Street, East Richards, and West Yellowstone.

Goal D5. Promote arts and cultural events and activities in Douglas.

Policy D5-1. Continue to support year-round festivals and events for residents and visitors at key locations, including downtown Douglas, State Fairgrounds, and parks.

Policy D5-2. Support opportunities for new events in Douglas, including sports tournaments, downtown concerts, summer farmers markets, and other family-oriented events and attractions.

Policy D5-3. Support the establishment of a multi-purpose cultural and entertainment space in Douglas (e.g., at the existing EWC building).

Goal D6. Recognize open space, natural landscapes, and scenic views as important contributors to Douglas' identity.

Policy D6-1. Identify, preserve, and protect character defining natural features. These include elements that contribute to the identity of an area, such as open space and scenic landscapes.

Goal D7. Ensure that new growth protects or enhances the character of Douglas.

Policy D7-1. New development should respect the character and historic context of the surrounding area.

TRANSPORTATION & INFRASTRUCTURE

CONTEXT

Douglas has a comprehensive network of highways and streets that provide access to the region and connectivity within the community. A variety of street improvements are identified over the next five years as well several street extensions, including the following:

- West of I-25 off Riverbend
- Connection between Yellowstone Highway and Richards Street
- Connection south of I-25 into the area of the Douglas Golf Course
- Connection north of East Richards Street and east of current Cheyenne Street terminus.

Other transportation enhancements focus on improving the 4th Street commercial area, which is an attractive corridor but has limited on-street parking and safety issues. The creation of several parking bays and/or a few off-street parking areas along both sides of the corridor would alleviate these issues.

East Richards Street has the greatest volume of vehicular traffic and is in need of aesthetic improvements. A combination of landscaping, signage, and pedestrian facilities would enhance this key gateway.

Other infrastructure needs focus on water supply and treatment. Anticipated population growth is expected to increase overall demand from 1.4 million gallons/day today to over 2 million gallons/day in 2023. The community has several options for meeting this additional demand, including developing another groundwater well and development of a raw water distribution system that would help to meet increased seasonal demands associated with landscape irrigation. The City also has a need to replace several water mains in the future.

Although population growth and increased water usage will also increase wastewater treatment volumes, the City has adequate capacity to meet these needs with the existing treatment plant.

STREETS FRAMEWORK

The Streets Master Plan and corresponding cross-sections outline a complete, multi-modal network of streets, on-street sidewalks and off-street paths. Douglas' street types are illustrated below. While the cross-sections have been designed to match the existing right-of-way (ROW) width for streets throughout the City, lane widths and parking widths may deviate as needed depending on existing on-the-ground conditions.

The goals and policies that follow respond to these needs, including maintaining an integrated and enhanced transportation system that provides access to newly developing areas and protects residential areas from truck and heavy industrial traffic. The need for enhanced aesthetics, pedestrian/bike circulation, and the efficient expansion of other infrastructure are also addressed.



The following street cross-sections are general street standards. Context-sensitive street design variations can be tailored to site-specific conditions and community desires. Cross-sections of these alternatives can be found in Character Districts in Chapter 2.

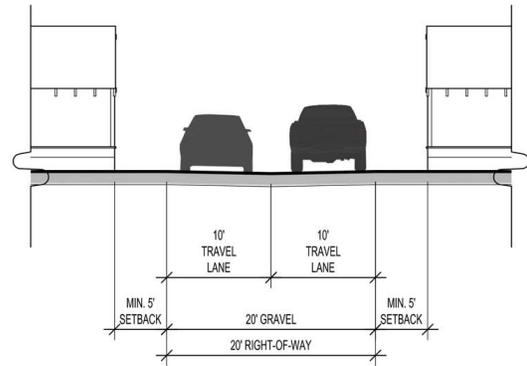


Figure 3-3. Alley Street Section

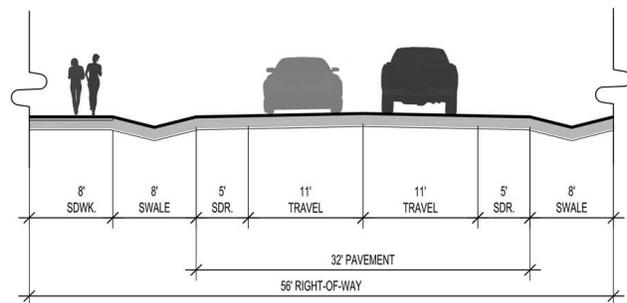


Figure 3-4. Rural Street Section

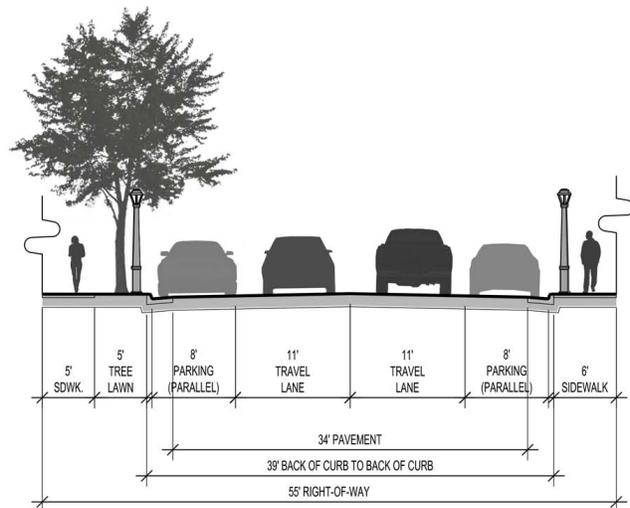


Figure 3-5. Local Street Section

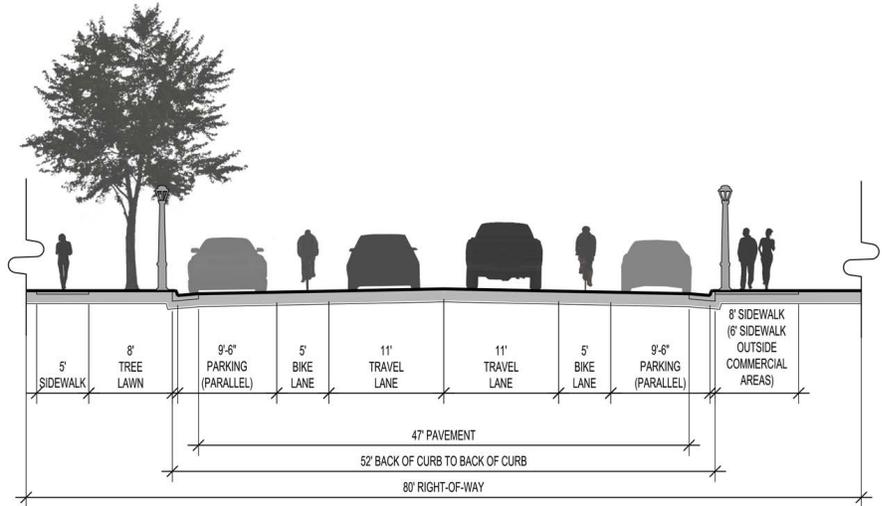


Figure 3-6. Major Collector Street Section

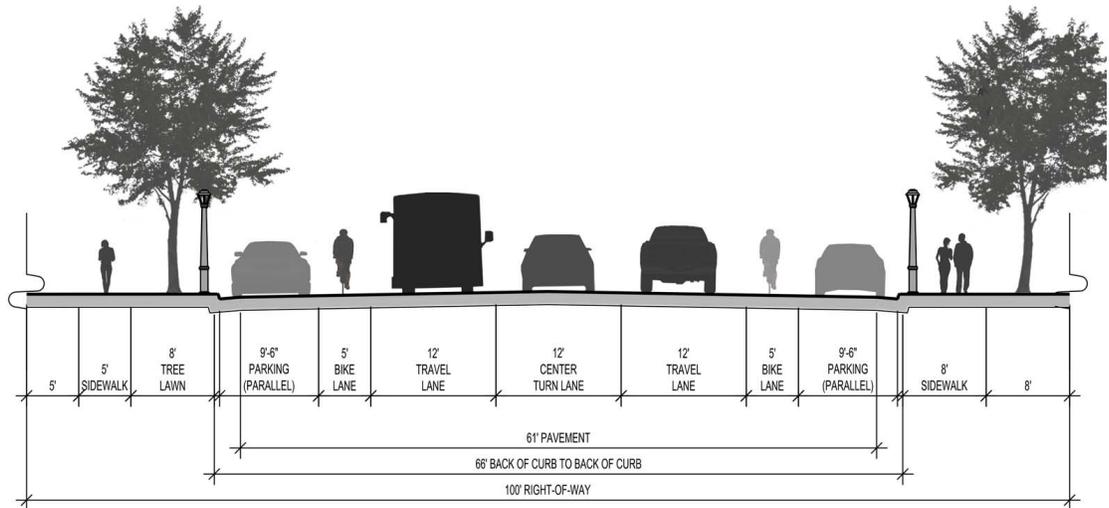


Figure 3-7. Minor Arterial Street Section

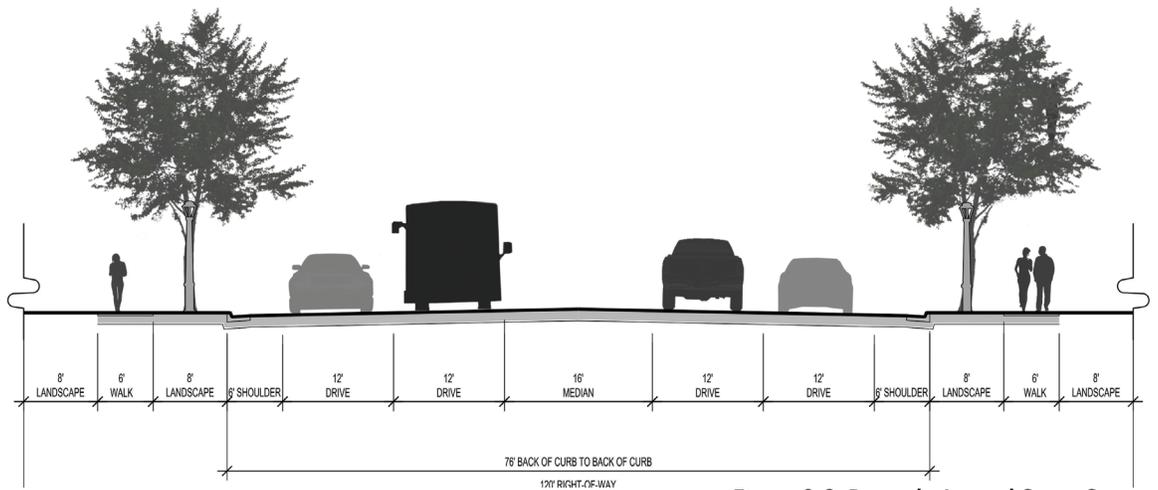
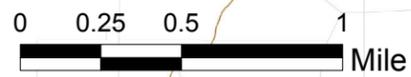
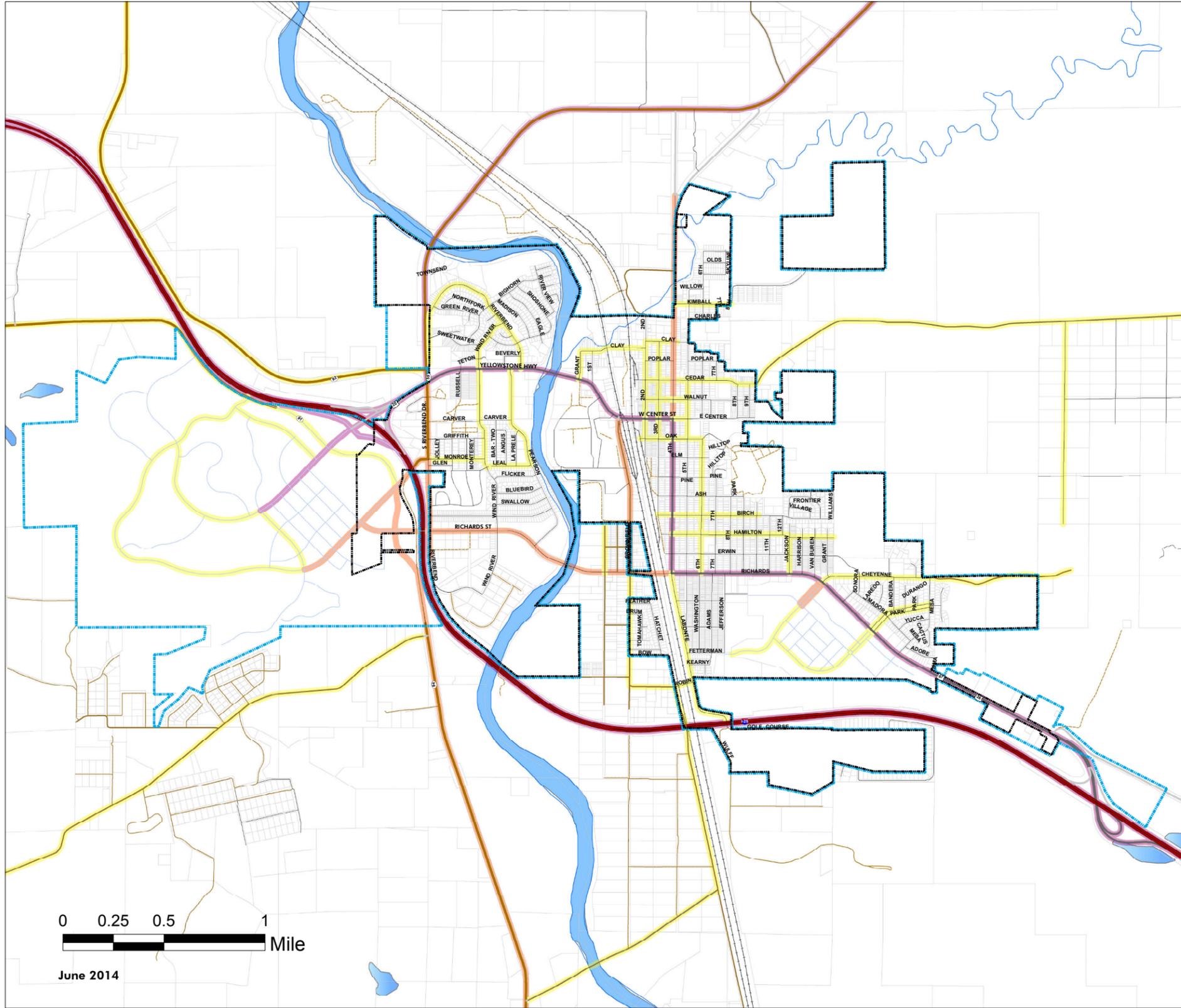
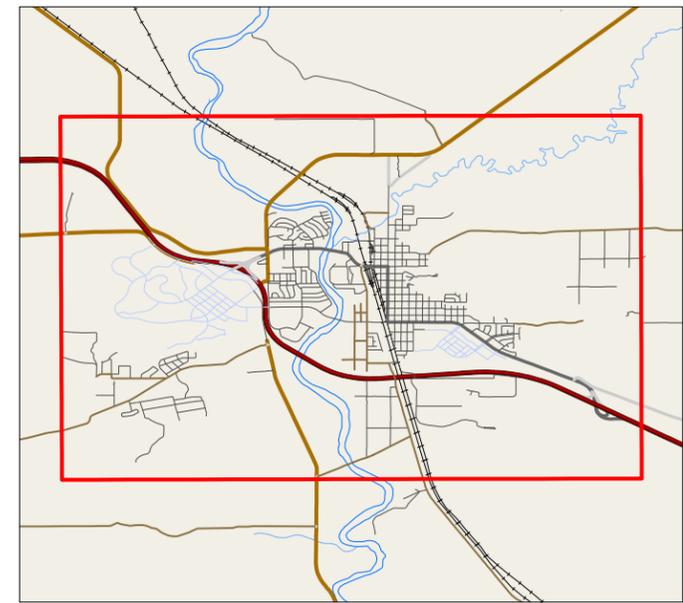


Figure 3-8. Principle Arterial Street Section

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June 2014



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TRANSPORTATION & INFRASTRUCTURE GOALS & POLICIES

A. Road Network. Create a complete, connected transportation network that supports the safety and mobility of all residents.

Goal A1. Provide an integrated transportation system that adequately accommodates vehicular and pedestrian travel within the community in a safe, aesthetic manner.

Policy A1-1. Provide a safe and efficient traffic environment throughout the community.

Policy A1-2. Identify changes in traffic patterns over time and where appropriate, modify infrastructure to meet public needs, which could include stop signs, signals and wayfinding.

Policy A1-3. Continue existing streets, roadways and their respective rights-of-way to a logical termination.

Policy A1-4. Provide additional major streets and routes as required for topography and existing and future development according to neighborhood plans, subdivision platting, and general plan amendments. Plan and engineer the alignment of any future street or route to harmonize with the existing topography and drainage patterns.

Policy A1-5. Work with Converse County to coordinate future expansion of streets and roads into the County and to assure that County developments have appropriate access to developed rights-of-way.

Policy A1-6. Coordinate with WYDOT on planned improvements to the transportation network, including interchange improvements, road expansion and realignment, pedestrian safety features, and bicycle and pedestrian mobility.

Policy A1-7. Investigate options for alternate alignments of the WYDOT state highway ROW through the City in order to retain the existing neighborhood character along 4th Street, and allow for the enhancement of a pedestrian environment, preserving Downtown.

Policy A1-8. Plan road right-of-ways based the identified street hierarchy and cross section dimensions as shown in the Street Master Plan Framework. Detailed Street Cross-Sections are found in Appendix B.

Goal A2. Create an interconnected system of streets and highways, walkways, and bike paths within newly developed areas.

Policy A2-1. Provide adequate access between newly developed area and adjacent properties in conformance with the adopted Major Streets and Routes Plan.

Policy A2-2. Supply sufficient local streets to provide access to and from newly developed areas via collectors or arterials.

Policy A2-3. Develop new streets or roadways, curb, gutter, sidewalks, and bike lanes, and appropriate storm sewers through developer-funding or agreements. If a street or roadway is on the property line between developments, the first developer needing access should be responsible for constructing the full width of the street or roadway, to be reimbursed by subsequent developers for their share of public streets adjacent to their property.

Policy A2-4. Maintain and enhance trees and landscaping along roadways. Initial development plans should include preliminary landscape concepts. Long-term landscape maintenance plans should be provided prior to approval of new development.

Goal A3. Ensure intersections safely manage vehicle, pedestrian, bicycle, and other traffic.

Policy A3-1. Prioritize intersection improvements where safer pedestrian crossings are needed.

Goal A4. Protect residential areas from truck and heavy industrial traffic.

Policy A4-1. Buffer residential development from noise and other traffic impacts on major arterials and commercial corridors using screening, buffer methods, and requiring new street cross-sections guidelines.

Policy A4-2. Investigate options for industrial truck bypasses, or more robust highway interchanges to enhance access and reroute large trucks off city streets.

B. Pedestrian and Bicycle Transportation. Develop a system of sidewalks, pathways, and trails that improve pedestrian and bicycle connectivity.

Goal B1. Provide for a safe, connected sidewalk and bicycle network throughout the City.

Policy B1-1. Minor arterial roads should have on-street bike lanes, and principle arterial roads should have detached multi-use paths for pedestrians and bicyclists.

Policy B1-2. Improve the connectivity and safety of routes for children to schools, parks, and other destinations.

C. Public Transit. Utilize public transit to enhance mobility, reduce impacts to roadways, and improve air quality.

Goal C1. Support future public transportation options.

Policy C1-1. Investigate options for future public transportation options, which could include commuter bus or other services.

D. Utilities. Plan for public utilities, facilities, and services for long-term capacity to support existing and future needs.

Goal D1. Work with the appropriate entities to ensure Douglas and the surrounding area to provide quality community services and adequate facilities to meet residents' needs.

Policy D1-1. Phase upgrades and expansion of utilities in Douglas, prioritizing infrastructure improvements in areas where service is currently deficient or where new development is planned.

Policy D1-2. Coordinate the provision of future municipal services in outlying rural areas with service providers.

Policy D1-3. Encourage the use of alleys for locating utilities in new development where feasible.

Policy D1-4. Capitalize on the expansion of the new fiber-optic loop in order to provide high-speed internet access supportive of economic development.

Goal D2. Continue to provide water to households and businesses within Douglas's service area and work to expand the system to accommodate future growth and demand.

Policy D2-1. Encourage and, if necessary, require water conservation to reduce excessive water consumption rates so that raw water from the City system is available for the most residents possible.

ECONOMIC DEVELOPMENT

CONTEXT

The resource-based economy of Converse County generates variable swings in employment and population that occur in response to ever-changing global demand. Recently, unemployment rates have fallen and, as of January 2014, Converse County had one of the lowest reported unemployment rate in Wyoming at 3.7 percent. The primary sources of employment fall within three industries, including mining and oil and gas exploration/production; accommodation and food services; and retail trade. Of the three sectors, mining and oil and gas is by far the largest sector, accounting for more than twice the number of jobs in the other two major sectors. Over time, the area is expected to experience a gradual shift to energy production rather than exploration. This shift will provide a more stable employment base and will create a demand for additional single family housing and influence demands for other community services.

Under the moderate growth scenario, detailed in Appendix A, Existing Conditions, which adds almost 900 residents to the community by 2023, an expanding consumer market would create additional opportunities for the expansion of retail commercial activity, service providers, as well as professional and technical services associated with mining and mineral extraction.

ECONOMIC FRAMEWORK

Through the planning process, a number of areas of Douglas emerged as areas of change or potential economic catalyst sites. Several of these areas are already developing Specific Area Plans that will guide future development in those areas. There are also a variety of opportunities to capitalize on historic or natural tourist areas with enhanced wayfinding, signage and programming.

The goals and policies that follow focus on capitalizing on the benefits and opportunities created by energy development to achieve long-term community goals. They also recognize the benefits of diversifying the economy through proactive efforts to promote tourism and the health and vitality of the Downtown. In addition, specific efforts to attract new businesses are identified, including designating additional land area within the City to accommodate light industrial or industrial mixed use development, thereby attracting additional business investment.



GOALS & POLICIES

Note that those goals and policies in purple text have been incorporated from the existing comprehensive plan, with minimal or no changes.

A. Energy Development. Capitalize on energy development which will remain an important industry for Douglas' economy.

Goal A1. Ensure that energy production and related growth and development do not adversely impact Douglas' community character.

Policy A1-1. Explore opportunities for increased development of wind, solar, and other renewable energy sources.

Policy A1-2. Work with Converse County to identify appropriate areas where energy development may happen, specifically within the Douglas Planning Area.

Goal A2. Capitalize on economic booms to support long-term community goals.

Policy A2-1. Identify strategies to accommodate boom-time growth in a more proactive way.

B. Tourism. Recognize the role tourism plays in the local economy by promoting and enhancing visitor activities and attractions.

Goal B1. Promote activities and events that make Douglas attractive to tourists.

Policy B1-1. Emphasize opportunities for historic and recreation-based tourism in Douglas and Converse County.

Policy B1-2. Strengthen partnerships with the Converse County Tourism Board, Pioneer Museum, State Fairgrounds, and other groups to better unify and reduce duplication of tourism efforts.

Policy B1-3. Support efforts to improve Fort Fetterman and Camp Douglas as tourist destinations, including the addition of living history, tours, and/or regular operating hours.

Policy B1-4. Better utilize the Pioneer Museum and State Fairgrounds as year-round, regional attractions.

Policy B1-5. Explore opportunities to attract conventions, trainings, and conferences to Douglas. Identify the appropriate locations, facilities, and programs needed to attract the convention market.

Policy B1-6. Improve and protect Pioneer Cemetery.

Goal B2. Create a unified wayfinding program for Douglas that integrates with the wayfinding efforts of the Converse County Tourism Board.

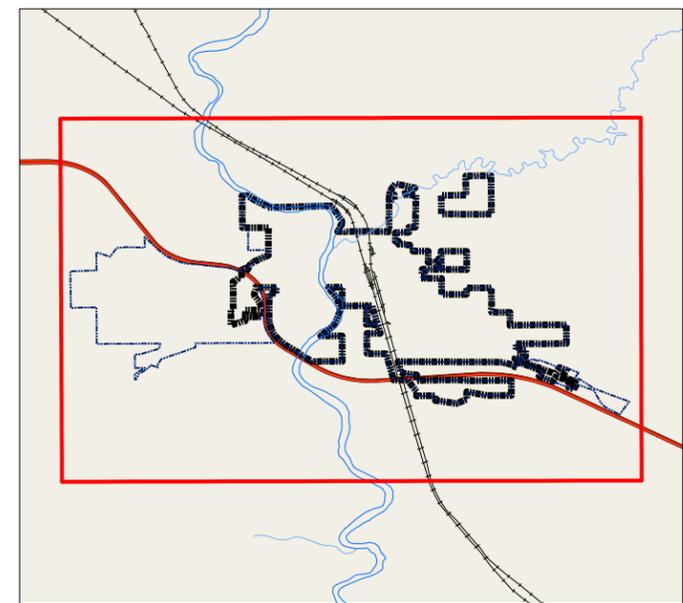
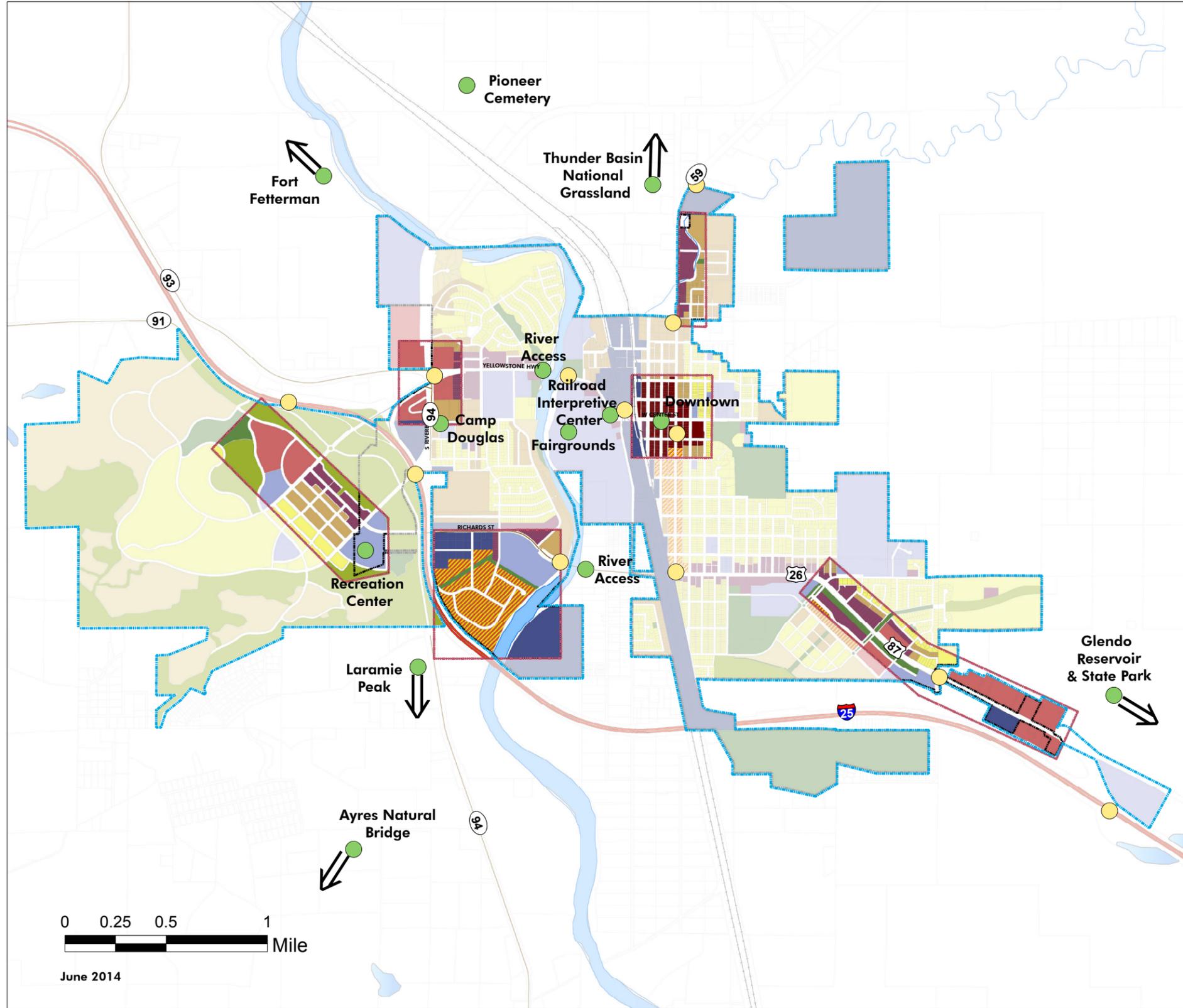
Policy B2-1. Use wayfinding and signage to direct visitors to key locations in Douglas, including the Visitor Center, Downtown, the Pioneer Museum, Fort Fetterman, national historic trail features, North Platte River, Camp Douglas, Pioneer Cemetery, State Fairgrounds, and other destinations and historic sites.

Policy B2-2. Improve connections between lodging, entertainment, and shopping opportunities to better capitalize on tourist spending.

Policy B2-3. Incorporate interpretive themes such as the railroad, ranching, historic trails, river, State Fair, "romance of the Old West," historic downtown/buildings, and historic sites.

Policy B2-4. Work with WYDOT to update signage on I-25 to encourage more visitation to Douglas.

Map 3.3. Economic and Wayfinding



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C. Downtown. Support an active, diverse, and economically viable Downtown that is vibrant for both tourists and residents.

Goal C1. Create a unified district for Downtown. Because Downtown extends over several blocks, rather than a single Main Street, it is important to create a cohesive feel that invites visitors to “turn the corner.”

Policy C1-1. Consider tax and lease incentives to promote the long-term revitalization of the Downtown Core and motivate existing landowners to improve their existing properties or sell their properties to new investors.

Policy C1-2. Develop a new façade improvement program to incentivize aesthetic improvements to downtown properties.

Policy C1-3. Create and maintain an inventory of downtown businesses to better track current conditions and potential opportunities Downtown.

Policy C1-4. Work with downtown business owners to establish standard hours of operation to encourage more activity Downtown and continual investment.

Policy C1-5. Support the existing Design Review Board in reviewing and providing recommendations on the design of new development and redevelopment within the Downtown Core.

Policy C1-6. Ensure that new retail development outside of Downtown complements, rather than detracts from, the Downtown Core.

Policy C1-7. The City should support the formation of a Downtown Business District and identify permanent funding sources to support Downtown revitalization.

Goal C2. Attract businesses that cater to young professionals and downtown workers, as well as businesses that contribute to vibrancy at all times of day (e.g., coffee shop, pharmacy, upscale bar, space for musical performance, art gallery).

Policy C2-1. Facilitate events Downtown by allowing streets to be temporarily closed for festivals, and by identifying any additional barriers to year-round events

Policy C2-2. Promote a mix of residential, commercial, retail, and entertainment uses in order to generate more pedestrian activity and a larger consumer base Downtown. In particular, encourage the development of second-story residential and office uses above first-floor retail and entertainment uses.



Policy C2-3. Improve the utilization of existing downtown properties through the activation of unused spaces, including vacant properties and second-story space above businesses through incentives and grants.

Policy C2-4. Additional incentives should be targeted at new restaurants, bars, entertainment, and retail that reinforced Downtown as a destination.

D. Diversification. Support an active, diverse, and economically sustainable base for the City.

Goal D1. Establish a more diverse economic base by preserving existing businesses and expanding and attracting a variety of industries.

Policy D1-1. Encourage business and industries that serve to diversify the local economy, including agricultural, telecommunications, healthcare, electronics, warehousing and distribution, tourism, and outdoor recreation.

Policy D1-2. Designate additional land area in the City to accommodate light industrial or industrial mixed use development to attract additional business investment. Specify the range of acceptable light industrial uses within any new zoning districts.

Policy D1-3. Work with CANDO to identify and pursue opportunities to attract new types of retail and entertainment businesses (e.g., sporting goods store, corporate retail, mid-box retail, pharmacy, fast casual restaurants, sit-down dining, and other desired business types).

Goal D2. Support local commerce and new business and foster a business-friendly atmosphere.

Policy D2-1. Improve efforts to market Douglas as an ideal location for new businesses and industries.

Policy D2-2. Work with CANDO to proactively attract new businesses.

Policy D2-3. Recruit businesses to the Douglas Business Park and other commercial areas where investment in new development has already occurred.

Policy D2-4. Identify opportunities to develop infrastructure and other amenities to pre-position lots or larger areas for new business development.

Policy D2-5. Capitalize on proximity and visibility from I-25 when attracting new businesses to Douglas.

Goal D3. Foster a talented long-term workforce.

Policy D3-1. Support businesses and industry in considerations of job training and long-term investment to develop a strong, local workforce.

Policy D3-2. Foster stronger partnerships between CANDO, Main Street, EWC, CCSD #1, and major employers to improve workforce development efforts.



PARKS, RECREATION & COMMUNITY AMENITIES

CONTEXT

Douglas offers an abundance of parks facilities and amenities to its residents. Most of the City is within a comfortable walking distance (1/2-mile) of a park and the City exceeds guidelines for the amount of park area per resident, as defined by organizations such as the National Parks and Recreation Association (NRPA). The City also offers a recreation center to its residents, a municipal water park, and outdoor recreational attractions such as the North Platte River. A 3.3-mile trail is located along the west side of the North Platte River with an additional 0.6 miles of trail connecting to Keith Rider Park. Additional pedestrian connections would improve public access to this important community resource.

The community is also rich in historic attractions. In addition to a historic Downtown and several notable buildings, Douglas is located along or adjacent to a network of historic trails, including the Oregon and Mormon Pioneer Trail, the California Trail, and the Pony Express route. All of these resources create a richly historic setting for Douglas residents as well as serving as important attractions for tourism development.

PARKS, OPEN SPACE, RECREATION & TRAILS FRAMEWORK

A 2013 community survey found that Douglas residents value their setting, particularly their clean air and water and wildlife. The goals and policies that follow reinforce the important amenities and resources valued by Douglas residents and call for maintaining a diverse and accessible system of parks and open space, improving access and amenities along the North Platte River, and expanding the trail system. Protection of the setting and valued resources is also emphasized, with specific goals to protect wildlife habitat, scenery, agricultural land, and other open spaces. Other measures call for conserving water, energy, and other natural resources.

GOALS & POLICIES

Note that those goals and policies in purple text have been incorporated from the existing comprehensive plan, with minimal or no changes.

A. Parks, Recreation, and Trails. Douglas will offer a full range of recreational areas and facilities accessible to all segments of the community.

Goal A1. Maintain a City-wide system of parks and recreation system that serve residents of all ages, abilities, income, and location within the community.

Policy A1-1. Continue to support the senior center and recreation center to provide important services to youth and seniors in the community.

Policy A1-2. Maintain existing parks, trails, and sports facilities to offer opportunities for outdoor exercise and leisure for users of all ages, and develop additional facilities as needed to meet community demand and provide equitable access to free, outdoor recreation.

Policy A1-3. Ensure that existing recreation areas are safe for residents to enjoy at all times of day. Identify needs for additional lighting or police patrols in parks and along trails to improve night-time safety.

Policy A1-4. Maintain existing city-owned parks and recreation facilities to standards identified by the National Recreation and Park Association (NRPA).

Policy A1-5. Develop new parks or recreational areas to provide additional recreation opportunities and activities, particularly in locations currently underserved by such facilities.

Policy A1-6. Incorporate new natural areas and open space into the City-wide park system.

Policy A1-7. Include recreational amenities for families and children in new subdivisions or large developments (e.g., playgrounds, sports facilities and courts, water features, community gardens, and natural areas).

Goal A2. Improve connections to the Platte River, and better utilize the River as a recreational attraction and amenity.

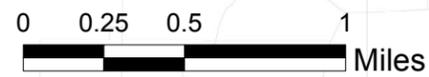
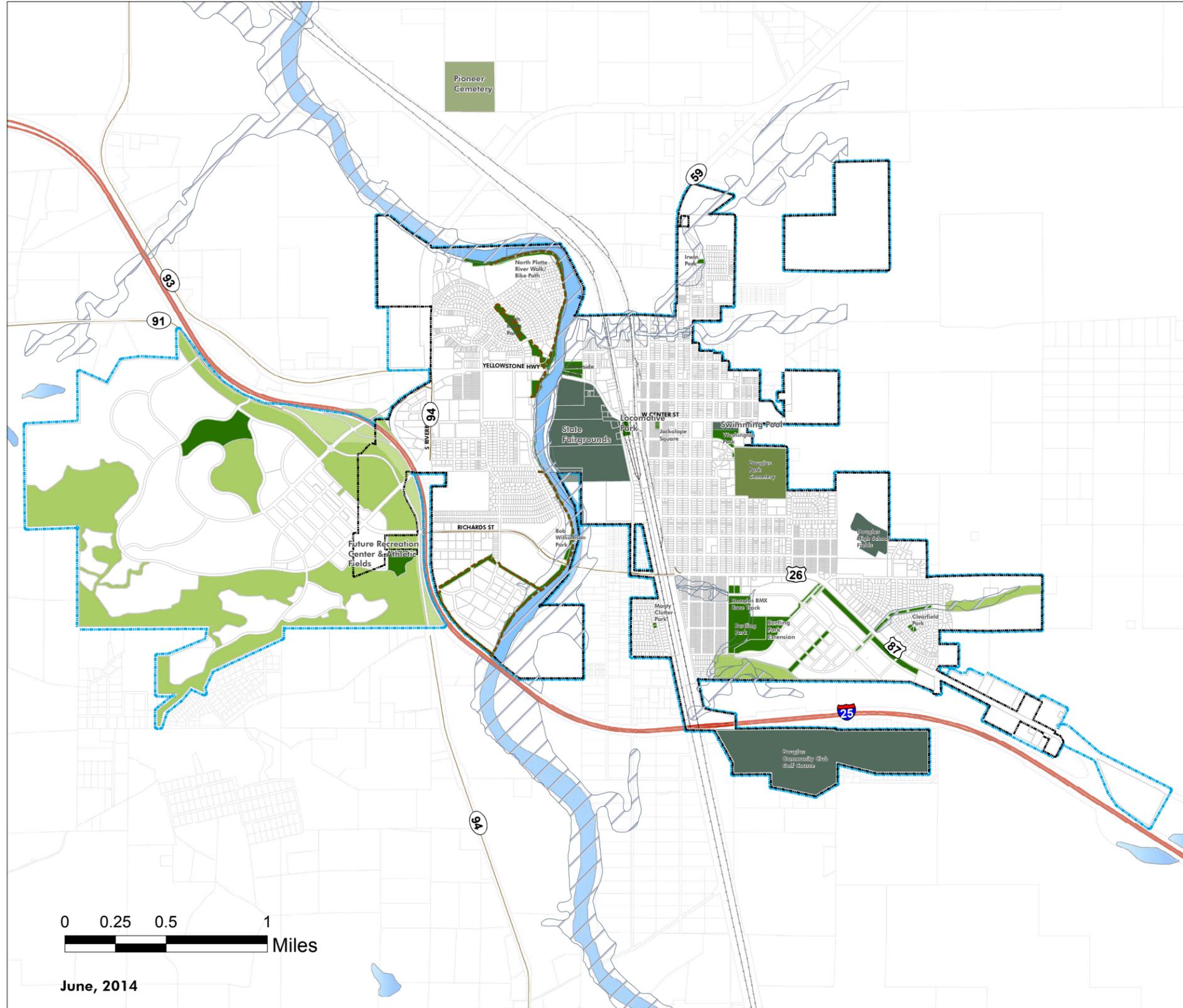
Policy A2-1. Maintain and improve upon the Heritage Trail along the North Platte River as one of the premier recreation areas in the City.

Policy A2-2. Ensure that trails along the River are safe for pedestrians via lighting, visibility, and other safety improvements.

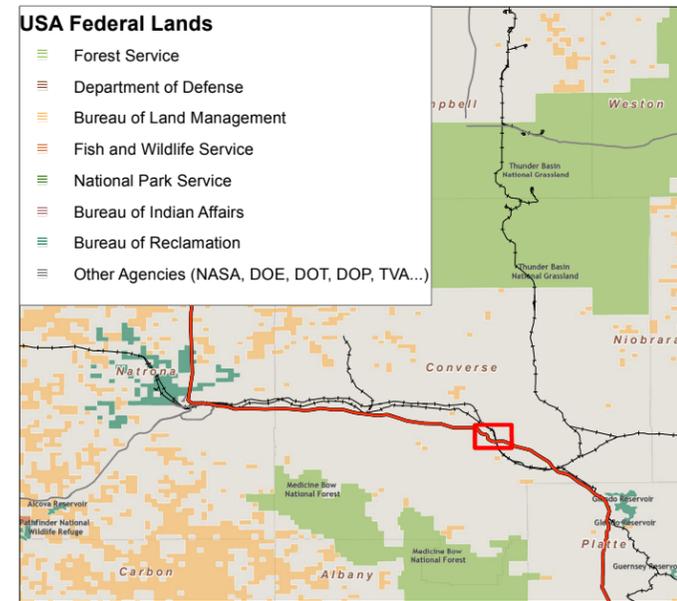
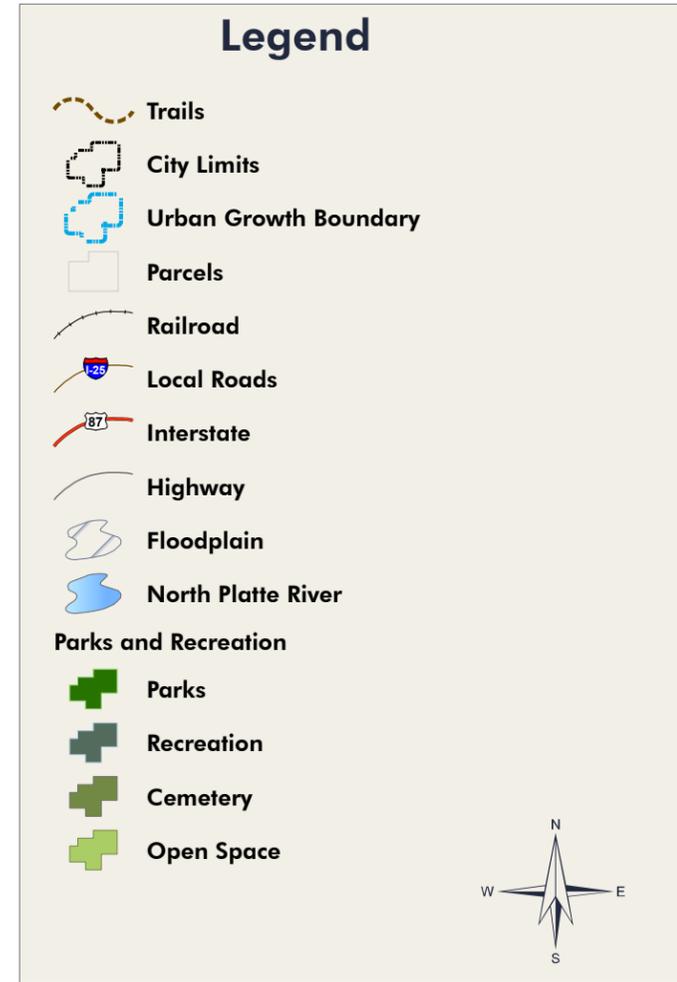
Policy A2-3. Allow for additional amenities and concessionaire activities near the River (e.g., concentrated area for rentals and outfitters, temporary food or beverage kiosks, etc.).

Policy A2-4. Coordinate with the Converse County Tourism Board to develop wayfinding signs and maps to encourage use of access points, put-ins, and take-outs along the River for fishing, boating, and other activities.





June, 2014



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Policy A2-5. Enhance opportunities for trail activities.

Policy A2-6. Improve signage for trail connections along the west side of the North Platte River.

Policy A2-7. Develop a connected trail system along the eastern side of the River, including along the State Fairgrounds property.

Policy A2-8. Investigate opportunities to convert abandoned right-of-way or rail lines to trails (e.g., Rails-to-Trails), including along the abandoned rail line through Douglas and between Douglas and Glenrock.

Policy A2-9. Incorporate walking or shared-use paths and greenways in new subdivisions and large developments.

Policy A2-10. Complete a trail and sidewalk system on the eastern side of Douglas that connects parks, schools, downtown, and other major destinations.

Policy A2-11. Better activate existing trails through wayfinding, interpretive information, resting areas and amenities, and gathering spaces.

Policy A2-12. Mark and celebrate remaining historic trail features within the City.

Policy A2-13. Improve connections between hotels, the River, and other features along sidewalks and trails.

Policy A2-14. Explore and pursue possible funding sources for the establishment of new trails and trail connections in Douglas, such as state and federal grant funding.

Policy A2-15. Investigate the feasibility of a pedestrian bridge over the River from the trail west of the River to the State Fairgrounds.

Goal A3. Maintain access to state and federal public lands for recreation.

Policy A3-1. Work with the U.S. Forest Service to promote outdoor recreational opportunities for tourists and community residents.

Policy A3-2. Work with the State of Wyoming to improve access to the State Fairgrounds property and facilities to maximize use year-round.

Goal A4. Support partnerships among recreation activity providers.

Policy A4-1. Work collaboratively with CCSD#1 and other agencies and groups to provide recreation programs and activities in Douglas and the surrounding area.

Policy A4-2. Formalize partnerships with recreation providers, search and rescue groups, and other groups for outdoor recreation and safety classes and trainings (e.g., canoeing, swift water rescue, climbing, rappelling, snowmobiling, etc.).

Goal A5. Encourage diverse, affordable, and year-round recreation opportunities for all age groups.

Policy A5-1. Support efforts that offer additional recreation opportunities for youth, teens, adults, families, and seniors.

Policy A5-2. Ensure there are adequate facilities for indoor and outdoor recreation throughout the City.

Policy A5-3. Continue to collaborate with Converse County, CCSD#1, and other recreation providers to develop and operate the planned recreation center to serve the Douglas area.

Policy A5-4. Investigate the potential development of a regional sports complex or tournament space (e.g., soccer and other field sports).

B. Natural Resources and Environmental Quality. The City recognizes the intrinsic value of the conservation of natural resources, and will strive to preserve the natural beauty that enhances the area’s environment.

Goal B1. Protect wildlife habitat, scenery, agricultural land, and other open space around the City, as well as clean air and water resources.

Policy B1-1. Protect land that is valuable to the community as a natural resource, including the riparian corridor along the North Platte River, from intense development.

Policy B1-2. Take into account impacts on all natural resources when considering developments.

Policy B1-3. Encourage environmentally-friendly manufacturing operations.

Policy B1-4. Update and enforce regulations for gasoline, fuel oil, crude oil, or other inflammable and combustible liquids as needed.

Policy B1-5. Ensure municipal operations comply with appropriate state and federal environmental standards for air, water, and land quality.

Goal B2. Conserve water, energy, and other natural resources for present and future Douglas residents.

Policy B2-1. Utilize water and energy conservation practices on municipal lands and in City-owned buildings.

Policy B2-2. Encourage water and energy conservation through education and outreach programs.

Policy B2-3. Support city-wide programs for recycling, composting, and other waste management techniques that reduce landfill usage.

Policy B2-4. Promote water conservation strategies to manage natural resources responsibly. Encourage practices that demand less water, such as landscaping with native species.



Policy B2-5. Encourage attractive or hidden on-site detention strategies for new development that provide multiple benefits, such as water filtration, water quality improvement, and aquifer recharge.

Policy B2-6. Review stormwater management plans with regard to how they integrate with stormwater management on the property, external to the property, and with adjacent existing or planned development. For large developments, allow for stormwater management and detention plans that address effects at the project level, rather than for each individual lot.

Policy B2-7. Investigate opportunities to increase the local generation and use of wind, solar, geothermal, and/or hydro energy as energy sources. Ensure that the development and use on nonrenewable energy sources is done in a way that supports Douglas's character and quality of life.

Policy B2-8. Allow on-site renewable energy generation where it does not adversely affect surrounding properties.

Policy B2-9. Investigate opportunities to increase the local generation and use of wind, solar, geothermal, and/or hydro energy as energy sources. Ensure that the development and use on nonrenewable energy sources is done in a way that supports Douglas's character and quality of life.

Policy B2-10. Allow on-site renewable energy generation where it does not adversely affect surrounding properties.

Goal B3. Maintain natural skylines and other landscape features.

Policy B3-1. Protect and celebrate the North Platte River and Laramie Peak as the community's most prominent natural features.

Policy B3-2. Limit the height of new and remodeled construction to respect the existing or desired character of neighborhoods and districts, maintain a consistent scale of development, and preserve scenic views. Building heights should be limited to two stories in most areas. A third story may be acceptable in some areas if it is stepped back from the first two stories or set back a significant distance from neighboring buildings.

Goal B4. Plan for and mitigate natural hazards.

Policy B4-1. Minimize public and private losses due to flood conditions through zoning, building codes, and other regulations and floodplain management strategies. The flood hazard areas of the community are subject to periodic inundation, which can result in loss of life and property, health and safety hazards, disruption of commerce and governmental services.

Policy B4-2. Regulate areas subject to natural hazards, such as flood zones, according to City, State, and Federal law. The City will administer and enforce flood plain regulations under the direction of the Federal Emergency Management Association.

Policy B4-3. Continue to make every effort to provide adequate and interlocking floodway and greenspace corridors through the utilization of utility easements, topographical elements and zoning regulations.

C. Education and Youth Development. Continue to provide and expand high-quality education opportunities.

Goal C1. Continue to provide a high-quality education to all students in Douglas.

Policy C1-1. Cooperate with Converse County School District #1 in planning for future population growth and its impacts on demand for school facilities. Future locations and needs for schools are a key consideration for the approval of future subdivision developments.

Goal C2. Expand opportunities for technical education and lifelong learning.

Policy C2-1. Promote and support continuing education opportunities and technical preparation programs within the school system.

Policy C2-2. Work with Converse County School District #1, Eastern Wyoming College, and other local governmental entities to share resources and enhance educational and learning opportunities in the local government arena.

Goal C3. Provide for youth development, recreation, and education.

Policy C3-1. Include young people in the decision-making processes of local government.

D. Community Services (Health/Senior/Child Care). Provide first-class healthcare for all ages within the City.

Goal D1. Work with all appropriate entities to protect public health, safety, and welfare within the City of Douglas.

Policy D1-1. Continue to develop rules and regulations governing the construction, alteration, removal, demolition, equipment, use and occupancy, location and maintenance of buildings and structures within the City limits.

Policy D1-2. Encourage the adoption of the International Building Code for development within the County portion of the Douglas Planning Area.

Policy D1-3. Enforce regulations related to nuisances and require abatement by property owners (e.g., accumulation of refuse, garbage and debris; maintenance of sidewalks; snow and ice removal; weeds; burning of garbage and refuse; discharging offensive fluid matter; offensive drains, pools, sewers; and open cellars, pits or vaults).

Policy D1-4. Provide adequate and efficient equipment and facilities for essential service providers including police, fire, ambulance, and rescue agencies. Ensure that locations and are adequate for public safety.

Goal D2. Utilize community facilities to the full capacity and encourage the maximum usage of existing community and public facilities as multiple-use centers.

Goal D3. Support the provision of first-class medical and senior care in Douglas.

Policy D3-1. Existing medical resources should be fully utilized and new resources developed so residents and visitors to Douglas have access to quality health care.

Policy D3-2. Ensure that adequate, high-quality and affordable medical and emergency care is accessible to aging residents.

Goal D4. Ensure adequate, affordable access to child care for the workforce.

Policy D4-1. Ensure that affordable, high-quality child care is accessible to Douglas residents.

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IMPLEMENTATION

CHAPTER 4. IMPLEMENTATION

The Douglas Master Plan is a policy document used to guide decision-making to achieve the community’s Vision within the City. A key aspect of any plan is how it is carried out after it is adopted. For this Plan to function over time, the City must be able to periodically review and update it to respond to significant trends or changes in the economic, physical, social, or political conditions. The policies of this Plan enumerate broad goals that aid in the fulfillment of the community vision. The implementation chapter is premised on the concept this should be a “living plan.” Due to the ever-changing conditions in the region, and the potential for new catalyst projects outlined in the character districts chapter, the Plan should be continually monitored and adjusted if needed. Implementation includes plan administration, monitoring, and updating.



Landscape along the North Platte River in Douglas.



ADMINISTRATION

Implementation of the Master Plan is the responsibility of the Douglas community. Elected officials, the planning departments, and other government and non-government organizations all have specific roles.

Planning staff is responsible for:

- Reviewing development proposals against the Plan’s vision, policy and character district guidance;
- Updating land development regulations, zoning maps and other plan implementation measures for consistency with this Plan;
- Producing and presenting annual reports to illustrate progress, presenting minor amendments and approving next year’s action plan;
- The development of annual action plans based on the policies and strategies of the Plan and direction from the elected officials. The City will identify specific action plan items to carry out this Plan’s goals and policies resulting from an Annual Summit for all City departments and elected officials. The action plan will identify the annual projects, funding and responsible parties. The annual action plan should be coordinated with the City’s budget and Capital Improvement Plan (CIP).

Elected Officials are responsible for:

- Making decisions consistent with this Plan;
- Allocating the necessary funding to implement the annual action plan, policies and strategies contained in this Plan; and
- Collaborating with other governmental and non-governmental service providers to plan for appropriate service delivery and find regional solutions to transit and housing issues

The first action plan should be developed immediately following the adoption of the Master Plan and should include the following items:

- Regulatory Documents and Plans;
- Program and Incentives;
- Intergovernmental Agreements; and
- Infrastructure Assessment

REGULATORY DOCUMENTS AND PLANS

The City will need to make its development regulations consistent with the goals and policies of the Master Plan following adoption. The City will review and create action plan items necessary to address development regulations and standards, (including zoning, design guidelines, overlays, subdivision regulations, and roadway standards) for consistency. Other items include the need for new subarea plans, corridor plans and downtown plans.

PROGRAMS AND INCENTIVES

The Master Plan establishes a foundation for new programs including incentives. New action plan items for programs could include incentive programs for downtown, mixed use development and redevelopment development. Programs have varying levels of priority, depending on the issues involved. Consequently, the City will initiate them at different timing intervals.

INTERGOVERNMENTAL AGREEMENTS

A number of the Master Plan policies will best be achieved through Intergovernmental Agreements between the City and other governmental entities, such as Converse County, WYDOT, or special districts. Once established, IGAs continue to be operative for as long as the agreements intend. Key examples include developing an IGA or MOU in relationship to developments occurring outside the UGB.

INFRASTRUCTURE INVESTMENTS

In some cases, the Plan will require that the City take a proactive role to assess current and future needs and plan for expansion and improvement to services and facilities. New interchanges, parks, recreation and road investments have a direct relationship to economic development.

MONITORING

A series of indicators should be presented at Annual Summit for all City departments and elected officials. These indicators should demonstrate the effectiveness of the plans as well as where change is needed. Key indicators should include building permits, new employment, jobs/housing balance, built amenities, and financial metrics.

PLAN UPDATE PROCESS

Since the effectiveness of this Plan in guiding and providing for future growth, development, and community needs depends on its ability to respond to changing needs, opportunities and unpredictable circumstances, a Plan Update should occur at intervals of approximately every five years, with smaller revisions occurring as needed. The purpose of a Plan Update is to re-evaluate the goals and policies contained within this Plan and to develop new policies if necessary—to make sure that this Plan remains effective.

It is intended that a formal review and update of the Master Plan take place at least every five (5) years, unless otherwise directed by the City Council or Planning Commission. The City's prime consideration in making a determination of when an update should be initiated should include what changes have occurred since the Plan was last updated. These changes may be in areas such as the economy, the environment, housing affordability, traffic congestion, local priorities, projected growth, or others. A Plan Update will include a thorough re-evaluation of the vision, goals, and policies contained within the Plan, noting those that should be changed and those that should be removed, and develop new policies if necessary. A Plan Update will also include a thorough review of the validity of all information contained within the Plan and should include extensive opportunities for involvement by the public, boards and commissions, elected and appointed officials, city staff, and other affected interests.



SAMPLE 2014 ACTION PLAN

The Action Plan will be updated annually as part of the Annual Summit and City budgeting process.

Action Item	Responsibility	Cost
Develop MOU / IGA with Converse County for the requirements of review within the 1-mile planning area and 5-mile influence area	City & County	N/A
Update of zoning in Municipal Code	Consultant	\$60,000
Completion of Downtown Plan	Consultant	\$30,000 - \$60,000
Signage Plan (In Progress)	County & Consultant	N/A
Annexation of Wagonhound Property	City & Consultant	N/A
Platting and re-zoning of John Lambert Site	City, County, & Consultant	\$10,000
Revise Douglas Business Park covenants	City, Property Owner & Consultant	\$5,000
Evaluation of staffing needs dependent on future development	City	N/A