

# DOUGLAS BLUEPRINT

*Bridging Vision with Action*

*2026 Community Blueprint*

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# COVER PAGE

## *What is the Community Blueprint?*

Our Community Blueprint is a comprehensive guide to Douglas' future! It is designed to be visionary and unique, challenging the notion that a plan must be filled with excessive text and content to justify its purpose. The Douglas Community Blueprint adopts a quicker, lighter, and more efficient approach to comprehensive planning. Our community came together to create an ambitious yet attainable blueprint to guide our City forward. The Douglas Community Blueprint aims to be:



Our Community Blueprint serves as a living document that is encouraged to be revisited every five years. This document should be flexible to encourage changes as the community evolves and conditions change. As an advisory document, the Community Blueprint outlines our vision and goals and provides direction for appointed and elected officials in making decisions regarding the long-range planning needs of our community.

## *How to Use the Community Blueprint*

City staff and appointed and elected officials should consult the Community Blueprint when considering development proposals, updating policies and regulations, outlining work plans, budgeting, and determining capital expenses. This document works in conjunction with our innovative Strategic Doing initiative, launched in 2023. Strategic Doing provides a flexible approach that goes beyond conventional methods of developing strategic plans and annual budgets.

The actionable implementation strategies in this plan will inform the Strategic Doing now and into the future. The format of the Community Blueprint follows a branded “pocketbook layout.” Each topic includes four elements: Introduction, Physical Considerations, Policy Direction, and Action Steps. The action steps are collated in the Action Plan at the end of the document and is used by the community to track responsibility, timeframes, potential funding sources, and metrics of success.

### **HOW CAN I USE THE COMMUNITY BLUEPRINT?**

- **Community Members:** The Community Blueprint outlines our community's vision and values for the future while documenting community priorities. The action plan helps our community understand that desired enhancements and improvements are “on the list,” along with the anticipated timing and funding required to see these efforts take shape. We use this plan to ensure ongoing alignment of citywide decisions with the goals and aspirations of our community.

- **Council:** City Council members use the Community Blueprint as a guiding document to align policies, zoning and development decisions, and capital investments with our long-term goals. This helps them make thoughtful and informed decisions in harmony with our goals.
- **Staff:** City staff use the Community Blueprint to inform their daily actions and decisions, ensuring that projects, permits, and policies are consistent with our long-term goals.
- **Non-profit:** Community organizations use the Community Blueprint to identify key areas where their goals align with our priorities, which can strengthen funding proposals, inform policy, and uncover opportunities for collaboration on shared goals.
- **Business and Development Community:** The Community Blueprint provides guidance on how to best achieve community expectations and fulfill our vision, improving communication, collaboration, and consistency while implementing development and business plans.

*The Process*



5  
TARGETED COMMUNITY  
MEMBER EVENTS

6  
YOUTH, STAKEHOLDER,  
AND COMMITTEE  
MEETINGS

19  
ENGAGEMENT  
ACTIVITIES

>335  
ONE-ON-ONE  
CONVERSATIONS WITH  
ENGAGED RESIDENTS

~625  
COMMUNITY MEMBER  
CONNECTIONS

# Youth and Senior Voices

Youth and senior community members make up nearly half of Douglas' total population. With this distribution, it was critically important for us to hear directly from these groups and reflect their vision and values in our Plan.

## YOUTH ENGAGEMENT

We met with students in a lively, interactive setting designed to spark ideas and gather honest feedback. The energy was high, and the insights were clear. Themes were captured in two visual graphics to the right.

### HERE'S WHAT THE YOUTH LOVE MOST ABOUT OUR TOWN.

- **Community Events:** The variety and opportunities to celebrate.
- **Small-Town and Family-Friendly Feel:** It's easy to feel a sense of belonging.
- **Bowling-Theater Venues:** These spots are fun and bring us together.
- **State Fair:** It's a highlight we look forward to every year.

### THEY ALSO SHARED WHAT THEY HOPE TO SEE MORE OF.

- **Indoor Recreation Facilities:** Places to be active year-round, especially colder months.
- **Family Restaurants:** More places to eat out with families.
- **Community and School Events/Programs:** More ways to get involved and connect.
- **Shopping Opportunities:** More local and diverse options.
- **Housing Options:** Affordable and varied housing.



## SENIOR ENGAGEMENT

At the senior center, we hosted activities that encouraged open sharing. Seniors voiced thoughtful concerns and aspirations. Seniors are optimistic about seeing more businesses, amenities, and beautification efforts that make Douglas even more livable. What we heard most included the following.

- **Affordability:** Rising prices are a real concern.
- **Services:** There's a need for more accessible and reliable services.
- **Infrastructure:** Improvements to sidewalks, roads, and utilities throughout.

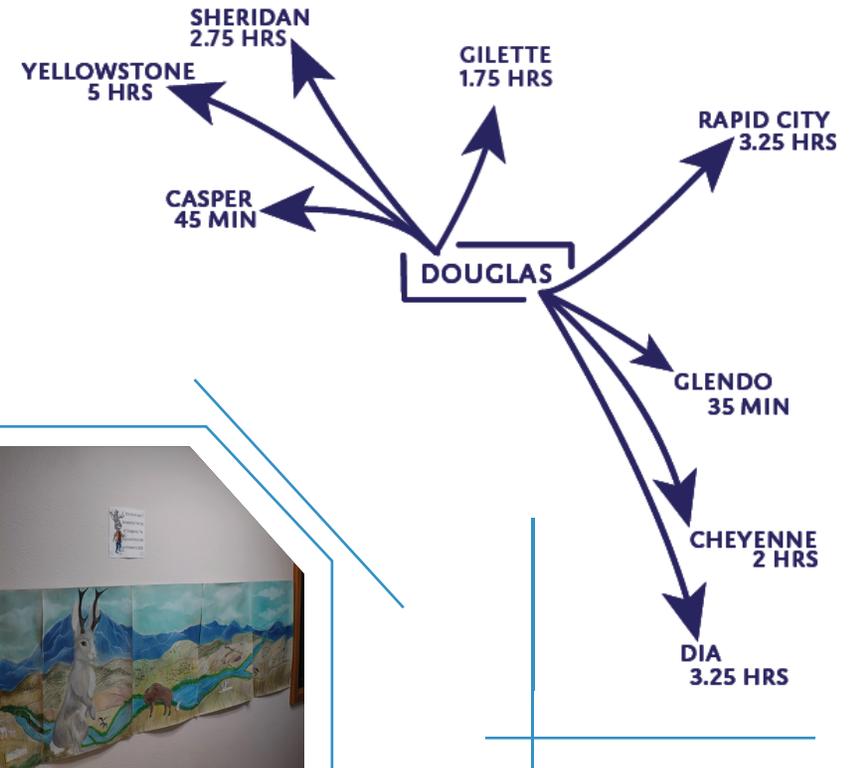


# ELEVATIONS (COMMUNITY OVERVIEW)

Douglas is a community on the move, and it doesn't take long to figure out that our future is bright.

## *Our Community*

Douglas, Wyoming, is our charming City nestled along the banks of the North Platte River, surrounded by the vast, open beauty of the Wyoming prairie. Known as the "Home of the Jackalope," we embrace our quirky heritage while providing a warm and welcoming community atmosphere. Our City is framed by rolling hills and endless skies. With our historic downtown, picturesque parks, and proximity to outdoor adventures like hiking and fishing, Douglas offers a delightful blend of rustic charm and natural wonder, perfect for anyone seeking a peaceful yet spirited slice of the West.



# Regional Context



# Community Snapshot

## Demographics



**POPULATION: 6,512**



**MEDIAN AGE: 37.8**



**AVERAGE HOUSEHOLD SIZE: 2.4**

## Economic

**UNEMPLOYMENT: 2.3%**

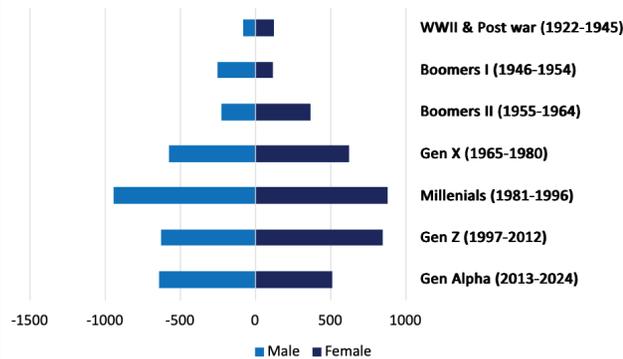
**FAMILIES IN POVERTY: 12.6% UP FROM 6.2% (2013)**

**50% OF WORKERS LIVE IN THE CITY**

**COST OF LIVING: DOWN 8.6%**

**JUST UNDER 50% OF THE LABOR FORCE HEAD WEST, WITH 42% WORKING IN CASPER**

Douglas Generational Population Pyramid

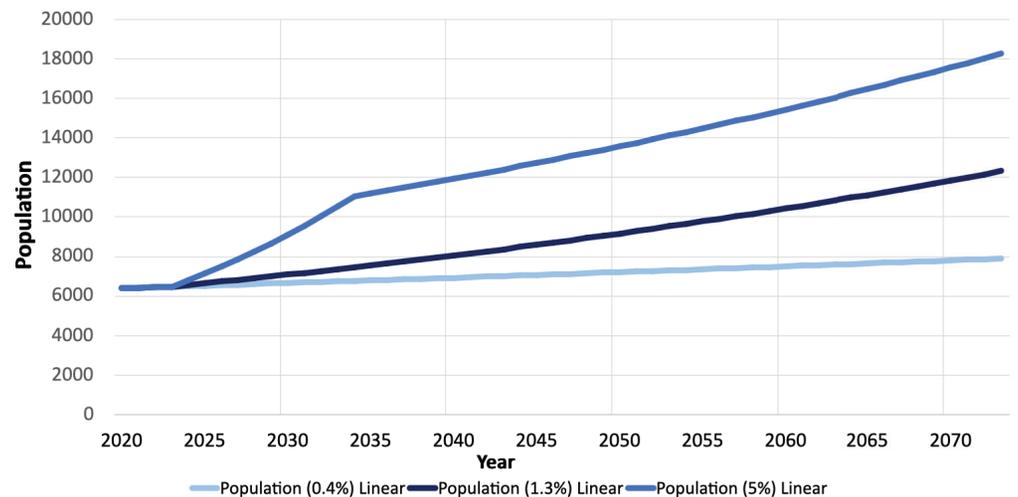


*Key priorities to support population growth include:*

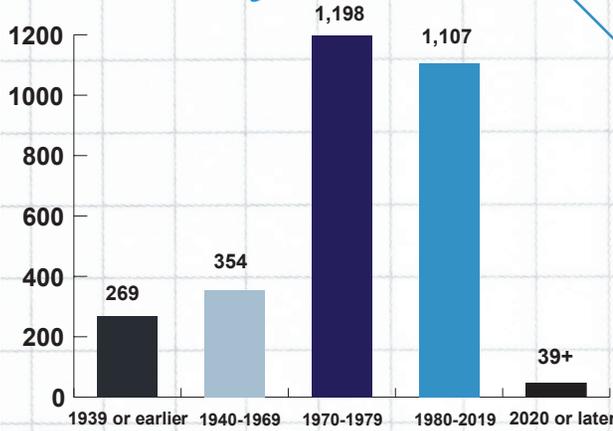
- **INFRASTRUCTURE & PLANNING:** Reliable utilities, efficient transportation, and comprehensive urban planning.
- **HOUSING & ECONOMY:** Affordable housing, mixed-use development, business incentives, and workforce training.
- **COMMUNITY SERVICES:** Strong education, healthcare, public safety, parks, and cultural amenities.
- **SUSTAINABILITY:** Green spaces, public transit, and renewable energy.
- **GOVERNANCE:** Data-driven policies, public engagement, and adaptability to change.

*By integrating these efforts, Douglas can attract and retain residents, ensuring long-term growth and prosperity.*

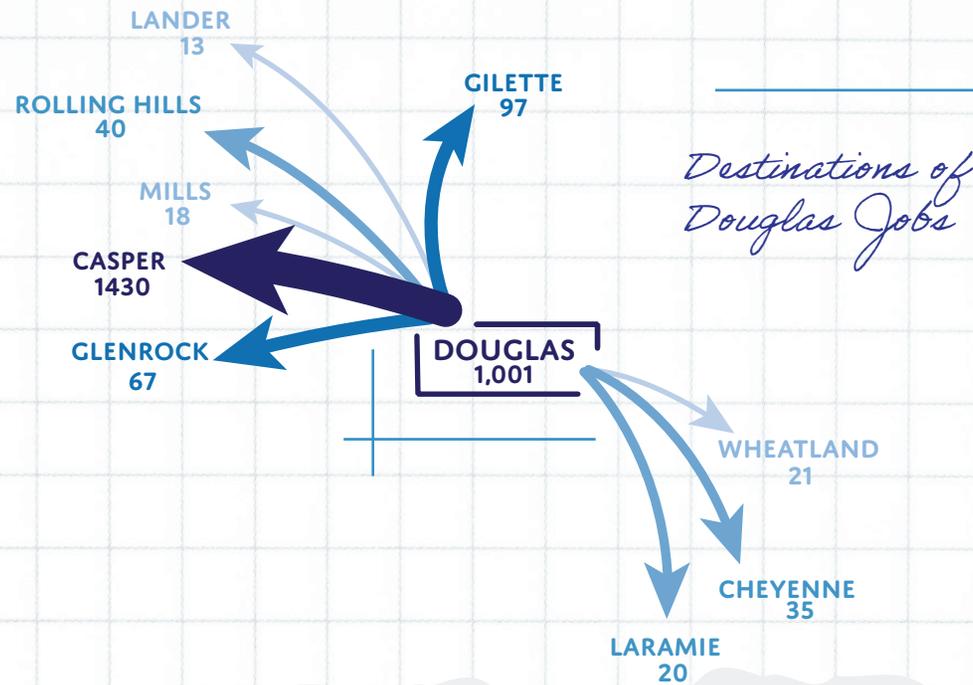
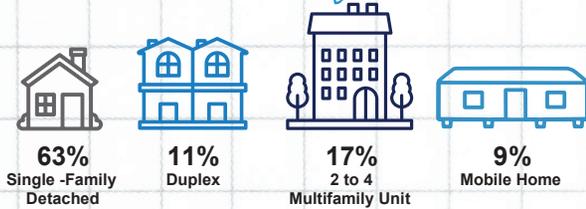
Population of Douglas, WY with varying growth rates



## Age of Housing



## Housing Types



## Key Takeaways:

- Strong housing diversity.
- Lower cost of living index.
- Potential for population growth if water and infrastructure can keep up.
- Aging population results in the need for healthcare, aging-in-place support, and senior living options.
- Home values are increasing at a lower rate when compared to the state. This could be due to a supply-demand imbalance, affordability constraints, or a lack of local employment opportunities.
- Unemployment below 3% indicates an overheated labor market (labor shortages and rising wages) that can lead to inefficiencies, inflation, and economic instability.
- The number of families experiencing poverty has doubled in the past 10 years. Employment opportunities may not provide a livable wage.
- The higher vacancy rate indicates a potential surplus of housing units, which may keep rental prices down.

## Housing

💰 **MEDIAN INCOME: \$85,832 UP 7.5% FROM 2020**

★ **OWNER VS. RENTER: 74% V 26%**

🚫 **VACANCY: 9%**

🏠 **MEDIAN HOME VALUE ESTIMATES**

- 2013: \$179,000
- 2018: \$190,100 UP 6.2% FROM 2013
- 2023: \$251,500 UP 32.2% FROM 2018
- 2024 MEDIAN SOLD PRICE: \$290,300 UP 15% FROM 2023 ESTIMATE

🏠 **MEDIAN HOME PRICE: \$324,000 UP 5.6% FROM 2023**

# DIMENSIONS (HISTORY)

Our City has a vibrant history that reflects the resilience and spirit of our community. From our early days as a home to native tribes to our growth as an agricultural and energy hub, we've continually evolved while maintaining our unique charm. Among the major events that shaped Douglas, the creation of the Yellowstone Highway, positioned us on a key interstate route and spurred tourism and infrastructure improvements. For more details on this era and its impact, see the South Douglas Historic District Nomination on file with the City. Below, we highlight key moments that shaped our City, setting the stage for the detailed timeline graphic on the following page.

## PRE-19TH CENTURY

- Before Douglas was founded, the area was home to the Cheyenne and Arapahoe tribes, who had a rich cultural presence.

## 19TH CENTURY

- 1840s: The Oregon Trail passed 8 miles south of Douglas, leading to early settlement and economic development.
- 1852: The Child's Cutoff spur of the Oregon Trail came through Douglas.
- 1860s: The Bozeman Trail brought settlers, causing conflicts with natives. Fort Fetterman established for protection.
- 1886: Douglas was founded and grew agriculturally with the arrival of the Fremont, Elkhorn, & Missouri Valley Railroad.

## 20TH CENTURY

- 1905: The Wyoming State Fair was established in Douglas, boosting the local economy and cultural identity.
- 1920s: Yellowstone Highway linked Douglas to national routes, driving auto tourism and major road upgrades.
- 1930s: The Great Depression and Dust Bowl brought challenges, but Douglas's population increased by 15%.
- 1940s: During WWII, Camp Douglas housed POWs, leading to increased demand for food, supplies, and labor.
- 1959: A coal power plant opened in Glenrock, followed by the discovery of uranium in 1968, boosting the local economy.
- 1970s: The energy crisis led to a boom in oil, gas, and coal production, tripling Douglas's population.

## 21ST CENTURY

- 2008: The Global Recession impacted Douglas, but Converse County's labor force grew, and unemployment declined.
- 2020: The COVID-19 pandemic disrupted business and everyday life. Energy uncertainties and inflation increased poverty and lowered income.
- Today: Douglas is shaped by agricultural heritage and energy production. It is a hub for recreation and tourism.



**SOCIAL HISTORY**

**Pre-1800**  
Arapahoe & Cheyenne Tribes

**1840s**  
Oregon Trail

**1860s**  
Bozeman Trail Conflicts

**1880s**  
Settlements Grow  
Douglas Incorporated (1887)

**1890s**  
Wyoming Added as 44th State

**1940s to 1960s**  
POW Camp Douglas  
Uranium found  
New Power Plant Brings Residents

**1970s to 1990s**  
Energy Crisis  
Population Triples

**2008 to 2010s**  
Global Recession  
Population Stagnates

**2020s**  
Committee and Organization  
Citywide Efforts

**ECONOMIC HISTORY**

**1840's**  
Migration

**1860s**  
Fort Fetterman Established  
Coal Mining Begins

**1880s**  
Fremont, Elkhorn  
& Missouri Valley  
RR Track Extended

**1890s**  
Agricultural  
Growth

**1905**  
State Fair Established  
in Douglas

**1940s to 1960s**  
Increased Demand for Goods and Labor  
Improved Infrastructure and Interstate System  
Power Plant Opens in Glenrock

**1970s to 1990s**  
Population Triples  
Energy Crisis Increases Oil & Gas and Coal Production

**2008 to 2010s**  
Unemployment Decreases  
Coal Production Decreases

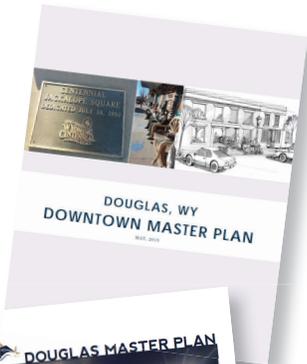
**2020s**  
Converse County #1 in  
Wyoming for Oil Production and  
#3 in Natural Gas Production  
Citywide Development and  
Redevelopment Initiatives

# FIXTURES AND MATERIALS (RELATED PLANS)

Our Community Blueprint continues, rather than replaces, previous Douglas and Converse County planning efforts, ensuring continuity, building on past successes, and addressing unresolved challenges. Reviewing these plans helps us identify trends, evaluate the effectiveness of past policies, and align our new plan with regional priorities and initiatives.

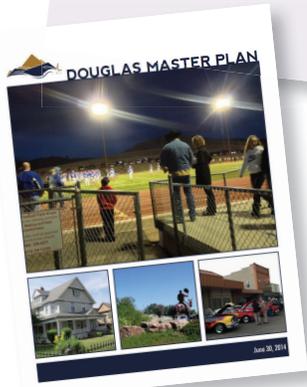
## *2010 Rehabilitation Standards for Downtown*

Our community adopted ten standards based on the Secretary of the Interior’s Standards for Rehabilitation. The goal was to ensure proposed changes would be compatible with the historic character of the properties they affect and be appropriate within the downtown historic district.



## *2015 Downtown Master Plan*

This plan articulated strategies for physical improvements to downtown and regulatory changes that would enhance our underutilized historic commercial and civic hub. An update to the plan will be finalized in 2025.

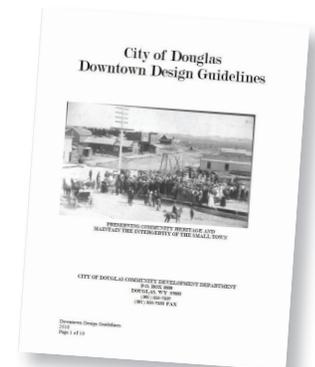


## *2014 Master Plan*

The 2014 plan established “character districts,” used to align vision and policies. Policies were categorized into four frameworks: Land Use, Housing, & Community Character; Transportation & Infrastructure; Economic Development; and Parks, Recreation, & Community Amenities. This Blueprint is a comprehensive, ten-year review. Some goals have been achieved, others are obsolete, but some remain relevant and are reflected in this plan.

## *2018 Downtown Historic District Design Guidelines*

These were adopted to encourage renovation and development within the downtown area, promoting visual continuity, retaining historic integrity, and encouraging creative design solutions. The guidelines outline choices for achieving design compatibility and help protect property values by encouraging improvements that maintain buildings as viable assets. An update to the guidelines will be completed Q4 2025 / Q1 2026.



## 2024 Converse County Housing Assessment and Workforce and Training Assessment

These studies provided an initial assessment of housing needs, workforce issues, and economic trends for the region. Elements from these studies were incorporated into this plan, based on alignment and accuracy of information to our community.

### Strategic Doing

Our Strategic Doing is a proactive approach to strategic plans and annual budgets. It fosters collaboration by integrating essential documents like our comprehensive plan (Community Blueprint), capital improvement plans, and operating budgets. This effort is reviewed annually with constant progress monitoring. Our Community Blueprint's actions serve to support and supplement those found in the Strategic Doing.

### 2026 Downtown Master Plan (Downtown Blueprint)

The Downtown Master Plan builds on the foundation of the 2015 plan and aligns with our community's vision for a vibrant, thriving downtown. It provides a flexible framework to guide future improvements, supporting Douglas Main Street's efforts to strengthen the community core through economic vitality, design enhancements, organizational support, and active promotion. This plan is intended to evolve as needed to incorporate emerging opportunities and community priorities.



## CENTER LINE (VISION & VALUES)

Our VISION sets the destination, and our VALUES outline the principles and behavior necessary to reach that destination. When both are clearly defined, they create a powerful framework that drives success, fosters unity, and builds a sustainable path forward to ONE DOUGLAS. We asked residents of Douglas about their vision for our City and what they valued most in their community.

### *Vision*

**Douglas is Vibrant, Resilient, and Welcoming**

### *Values*



#### **ATMOSPHERE**

We emphasize neighborhood connectivity, family-oriented spaces, and foster collaboration and loyalty. We encourage our community to be courageous, forward-thinking, and not complacent.



#### **ECONOMY**

We support local businesses through new and expanded commerce and restaurants, improve our gateways and the downtown area, and attract statewide events and conferences. A stable and balanced economy, workforce housing, and opportunities for small businesses are important to our community.



#### **RECREATION**

We create fun and inviting places for youth, provide recreational spaces, and promote outdoor activities for enthusiasts, local and regional tournaments, and residents and visitors of all ages and abilities. We believe in enhanced safety and access through pedestrian infrastructure improvements. Special attention is given to youth programs, senior activities, and healthy family-oriented events and activities.



#### **HOUSING**

We expect and encourage well-designed, diverse housing options, ranging from entry-level, workforce, and senior housing. Through partnerships with our development and business communities, we can see our community prosper.



#### **INFRASTRUCTURE**

We focus on creating beautiful, welcoming environments with enhanced wayfinding, sidewalks, lighting, and connections between destinations such as our gateways, schools, community facilities, the downtown, and the state fairgrounds. Improving the conditions of our public infrastructure, from water and wastewater facilities to local roadways is a top priority.





# CROSS SECTIONS (PLAN ELEMENTS)

The elements of our Blueprint plan offer a structured approach to guide growth, development, and resource management by addressing key areas including Land Use & Character, Housing, Infrastructure, Recreation & Tourism, Historic Preservation, Art, and Culture, and Economic Development. Each element ensures that our community goals are achieved in a balanced and coordinated manner, promoting a vision that reflects the needs and aspirations of our community while considering environmental and economic impacts. Together, these elements form a cohesive blueprint for achieving orderly and equitable development over time.

*One Douglas*

LAND USE & CHARACTER

*Douglas is Home*

HOUSING

*Foundations of Douglas*

INFRASTRUCTURE

*Destination Douglas*

RECREATION & TOURISM

*Douglas Uncovered*

HISTORIC PRESERVATION

*Upstart Douglas*

ECONOMIC DEVELOPMENT



# ONE DOUGLAS (LAND USE & COMMUNITY CHARACTER)

The One Douglas cross section presents strategies and actions related to unified and purposeful land development.

Collaboration is key to creating a welcoming, vibrant City where we all feel at home. We can work together as community leaders and business owners to support beautification and property maintenance, promote local businesses, sponsor community events, and increase information flow, all while fostering a sense of pride in our community through art, historic preservation, and cohesive design. By maintaining aesthetic appeal, hosting events, and improving linkages such as biking paths, sidewalks, and safety measures, we can keep visitors longer while showcasing Douglas’s unique community spirit. Our goal is to make Douglas the best-kept secret, offering a welcoming, connected environment that appeals to both residents and tourists alike.

As stated boldly on the City of Douglas website, Douglas is one of the best small towns in America “because of the commitment of its citizens to be a part of the community, to understand that the whole is greater than the sum of its parts; that working together we can create more than any of us can as individuals. It’s a community where initiative and hard work are the keys to success, and where we still have the roll-up your sleeves spirit that sends a message that in Douglas, Wyoming, we are very definitely open for business.”

## *Physical Development Considerations*

- 1**  
NATURAL ASSETS, SUCH AS THE NORTH PLATTE RIVER CORRIDOR AND THE EASTERN HILLS
- 2**  
CONTINUITY ACROSS THE INTERSTATE
- 3**  
DOWNTOWN FOCUS
- 4**  
EXTENT OF MUNICIPAL SERVICE AREA

# Strategy Direction

## CHARACTER CONNECTION

- Consider intensity, density, and aesthetics of development over category of use, allowing for live/work opportunities.
- Respect the character, scale, and historic context of the surrounding area when developing or redeveloping.
- Create compatibility between land uses using transitional elements such as berms, buffers, and screening to mitigate potential conflicts.
- Facilitate community clean-up opportunities and abate nuisances.

## INTERGOVERNMENTAL CONNECTION

- Coordinate with Converse County on development within and around the Urban Growth Boundary (UGB).
- Cooperate with Converse County School District #1 in planning for population growth and the demand for school facilities.

## NATURAL CONNECTION

- Identify, preserve, and protect character-defining natural features, such as the North Platte River, and scenic views.
- Require new developments to interlock greenspace corridors and to connect to existing pedestrian networks wherever possible.
- Maintain and enhance trees and landscaping, appropriate for the region, along roadways and within gateways.
- Minimize structural and fiscal losses by regulating areas subject to natural hazards, such as special flood hazard areas in accordance with state and federal law.

## COMMUNITY CONNECTION

- Foster effective communication and collaboration with local businesses and residents to increase community participation in City projects and encourage shared ownership of beautification and development efforts.
- Increase frequency and mode of communication of City information.
- Collaborate with community partners on beautification, clean-up days, landscaping, and public art projects to foster a strong sense of community pride.
- Include youth in local government considerations and decision-making.



## *Action Items:*

### **COMMUNITY IDENTITY AND BRANDING**

- Develop a unified City brand that highlights local attractions, outdoor spaces, and events to attract tourists.
- Utilize the Wagonhound land to enhance the City's appearance by providing a welcoming gateway.
- Establish a strong welcoming presence at the major entryways into the community off Interstate 25, also known as gateways.
- Distribute calls for local artists first to celebrate local entrepreneurs and the creative industry around Douglas.

### **PUBLIC SPACES AND AMENITIES**

- Add amenities such as shade structures, lighting, and a stage to Jackalope Square to create a more vibrant and functional public space.
- Develop programs and spaces that attract young families, such as new playgrounds, splash pads, and youth-centered events.
- Evaluate and create pedestrian linkages between public spaces, amenities, and local destinations such as downtown, schools, public facilities, and gateways.

### **YOUTH AND COMMUNITY ENGAGEMENT**

- Create a youth advisory committee that meets regularly to provide input on citywide initiatives such as projects and capital improvement plans.
- Develop a communication plan for reaching businesses and residents more effectively, frequently, and across a variety of mediums.

### **BEAUTIFICATION AND COMMUNITY INVOLVEMENT**

- Provide opportunities for businesses and residents to engage in beautification efforts.
- Create a volunteer community clean-up squad.
- Evaluate and, if feasible, implement grants or funding resources to help property owners. See "Foundations of Douglas."

### **DEVELOPMENT AND GOVERNANCE**

- Establish an Intergovernmental Agreement (IGA) with Converse County for common development standards within the UGB.
- Add flexibility and efficiency to the Unified Land Development Code to simplify and encourage development that meets the goals of the community.

# FUTURE LAND USE VISION

The Future Land Use Map is a critical tool in planning that illustrates our community’s vision for long-term growth and development. It guides our decision-making, balancing competing needs. By providing a clear framework, the map ensures sustainable, organized, and strategic development while preserving our community’s character and resources.

## *Opportunity Areas*

In 2015, our community adopted four distinct “character districts” to better define our neighborhoods, allowing the vision and actions to be tailored to each area of City. The Future Land Use Map also shows residential, employment, and open space opportunity areas.

## *Employment Opportunity Areas*

We have numerous commercial and industrial sites that are nearly shovel-ready, ideal for employers wishing to relocate or expand existing businesses. The Future Land Use Map denotes Employment Opportunity Areas for economic development, based on access to highways, rail, and public infrastructure. Protecting the vibrancy of the downtown core takes priority. Redevelopment of existing commercial and industrial sites is also strongly encouraged. The types of employment that are acceptable are determined by the context of the site itself. See the “Upstart Douglas” section for economic development-specific strategies and actions.

## *Residential Opportunity Areas*

Economic health hinges on rooftops. We need people to thrive. Community feedback indicated a strong desire for not only housing, but the amenities that make a place home. Residential areas should be characterized with access to parks, trails, and safe pathways to schools and stores. Neighborhood support services such as daycares, places of worship, coffee shops, and fuel stations should have a place at major intersections and along collector streets. Neighborhoods should fit into the existing street grid, increasing access and safety. The Future Land Use Map designates Residential Opportunity Areas as places where new residential development is encouraged. See the “Douglas is Home” section for housing-specific strategies and actions. In specific areas around the perimeter of the community, Estate Residential Areas are identified, separate from more urban and traditional residential neighborhood areas.

### HOW TO USE THE FUTURE LAND USE MAP

1. Guide Zoning Decisions
2. Evaluate Development Proposals
3. Plan Infrastructure Investments
4. Preserve Natural Resources
5. Coordinate with Regional Plans
6. Engage the Community

## *Open Space Opportunity Areas*

The Open Space Opportunity Areas are land or water areas that have the potential to be set aside, preserved, or managed for public or private use to provide recreation, conservation, or aesthetic benefits. These areas could include parks, greenways, trails, natural habitats, wetlands, and undeveloped land. Open spaces are generally protected to enhance environmental quality, preserve biodiversity, and contribute to the well-being of a community by offering spaces for outdoor activities and scenic beauty. The North Platte River riparian corridor is the largest open space in our community. The Open Space Opportunity Area brings attention to land that for one reason or another could be used as open space, not that it has been reserved for open space except for instances of natural hazard, such as steep slopes, floodplain, or particularly sensitive ecological habitats.

## *Character Districts*

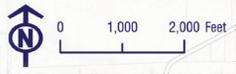
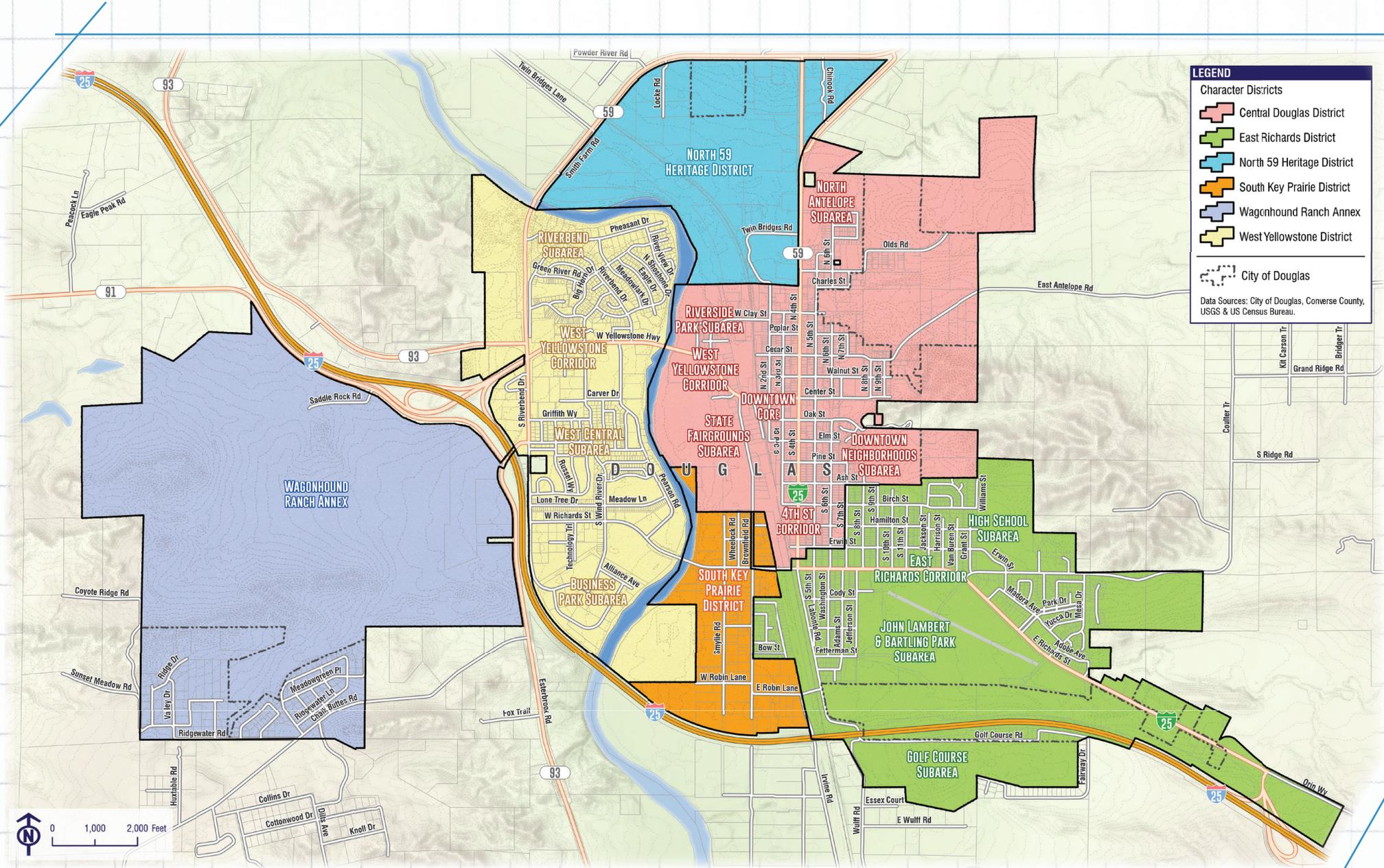
Character Districts are areas with common natural, scenic, cultural, and physical attributes, values, needs, and social interaction. The character of development should be treated differently in the various neighborhoods and commercial corridors within our City, based on the unique setting of each area. As such, the vision and strategies for different areas of the community should also be differentiated. 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 to state what we would like to see — but not to dictate the final direction.



### **CHARACTER DISTRICTS**

- 1. East Richards District**
- 2. Central Douglas**
- 3. West Yellowstone District**
- 4. Wagonhound Ranch Annex**
- 5. South Key Prairie District**
- 6. North 59 Heritage District**

# Character District Map



## East Richards District

Welcome to East Richards, our community’s southern gateway that serves as the I-25 business loop. This area provides for a dynamic mix of uses including highway commercial and light industrial, residential neighborhoods, civic landmarks, parks, and wide-open spaces.

At the heart of it all is Richards Street, a key connector with existing retail, restaurants, and employment uses. Surrounding Richards Street are established neighborhoods and important civic anchors:

- The Converse County Joint Justice and Dispatch Center, a symbol of regional collaboration.
- Douglas High School, a hub of education and youth activity.
- The Community Golf Course, offering recreation just south of I-25.

Large vacant tracts, including the former airport now known as the John Lambert Subdivision, offer unique redevelopment opportunities that will shape the next chapter of our southern gateway.

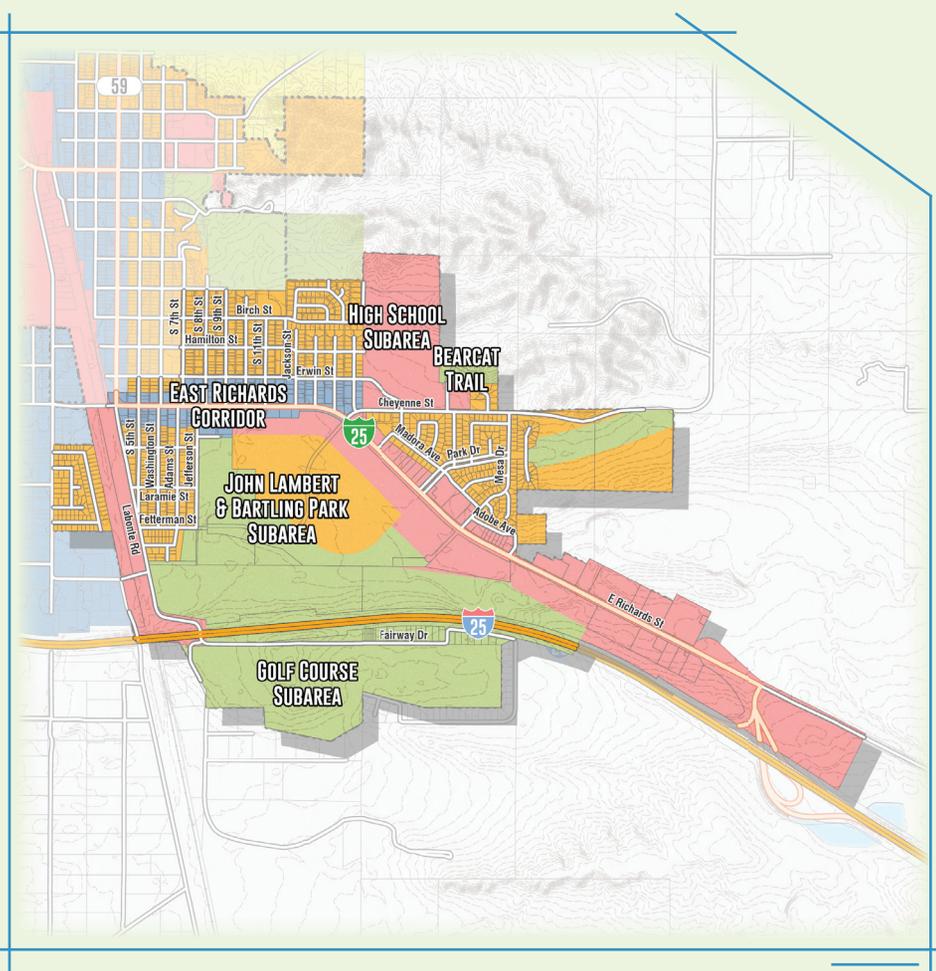
### FUTURE CHARACTER

#### HIGH SCHOOL SUBAREA

**Primary Land Use Vision:** Preserve residential character around the High School.

#### Goals and Priorities

- Maintain tree-lined streets and landscaped front yards.
- Use native, water-wise plants and grasses.
- Ensure redevelopment aligns with existing neighborhood character.
- Enhance pedestrian network through sidewalk improvements and ADA upgrades.



#### BARTLING PARK SUBAREA

**Primary Land Use Vision:** Diverse and affordable residential housing.

#### Goals and Priorities

- Encourage walkability and neighborhood interaction.
- Support innovative housing types such as cottages, tiny homes, and townhomes.
- Smaller lots to increase affordability and reduce maintenance.
- Build on energy and excitement of future improvements planned for Bartling Park.

## JOHN LAMBERT SUBAREA

**Primary Land Use Vision:** Diverse and affordable residential housing (concept layout to the right).

### Goals and Priorities

- Encourage walkability and neighborhood interaction.
- Support innovative housing types such as cottages, tiny homes, and townhomes.
- Smaller lots to increase affordability and reduce maintenance.
- Build on energy and excitement of future improvements planned for Bartling Park.

## EAST RICHARDS CORRIDOR

**Primary Land Use Vision:** Continued commercial use with integrated residential, civic, and light industrial.

### Goals and Priorities

- Enhance aesthetics and pedestrian safety.
- Maintain consistent street frontage.
- Add designated sidewalks and improved ADA ramps throughout.
- Improve building and landscape cohesion.
- Collaborate with WYDOT on corridor improvements and redevelopment activities.

## GOLF COURSE SUBAREA

**Primary Land Use Vision:** Maintain recreation and residential character.

### Goals and Priorities

- Preserve existing homes and golf course amenities.
- Maintain Golf Course Road as a key connector across I-25.
- Improve pedestrian connectivity to the rest of the community.



## Central Douglas District

Central Douglas: the heart of our community housing our historic downtown. Our multi-block downtown is surrounded by government buildings, the hospital, and historic neighborhoods. It serves as the civic and cultural core of our community, with a strong foundation for continued revitalization and growth.

The area includes a mix of residential densities, businesses, and varying industrial uses along the railway. Key community and tourist destinations enhance the area's vibrancy.

- Riverbend Park, a scenic public space offering recreation and gathering opportunities along the North Platte River.
- Pioneer Museum, a cultural landmark celebrating local heritage.
- The Wyoming State Fairgrounds, which attracts thousands of visitors throughout the year.
- Douglas Railroad Interpretive Museum and Visitor Center where you can learn more about our community's history.

Revitalization efforts are already underway, with plans to enhance the district's walkability, economic vitality, and connection to surrounding neighborhoods.

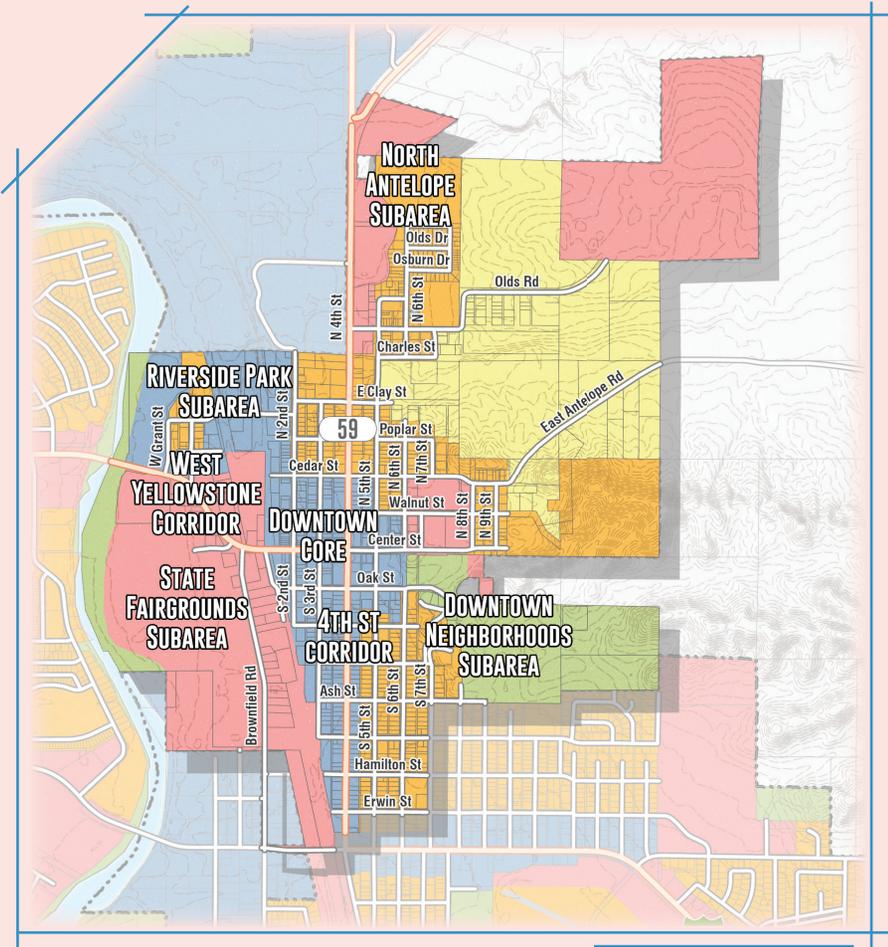
### FUTURE CHARACTER

#### NORTH ANTELOPE SUBAREA

**Primary Land Use Vision:** Mixed-use growth with commercial, industrial, and residential development.

#### Goals and Priorities

- Encourage higher-quality buildings fronting 4th Street.
- Integrate landscaping elements along corridors and at entry points.
- Evaluate the viability of on-street and off-street bike paths, integrate recommendations.
- Improve pedestrian safety by repairing sidewalks and adding ADA-compliant ramps.



#### STATE FAIRGROUNDS SUBAREA

**Primary Land Use Vision:** A mix of commercial, civic, and employment uses.

#### Goals and Priorities

- Enhance the gateway experience for visitors attending the State Fair and entrance into and out of downtown from the west.
- Improve landscaping and business facades along the corridors.
- Strengthen wayfinding signage.
- Enhance pedestrian connectivity between the fairgrounds, parks, and downtown district.

- Explore creative public amenities such as art installations, benches, bike racks.
- Focus public-facing improvements along West Yellowstone Highway between the North Platte River and 4th Street.

**RIVERSIDE SUBAREA**

**Primary Land Use Vision:** Residential and public amenity expansion.

**Goals and Priorities**

- Maintain connectivity and orderly design as the area builds out with strong park and trail connections.
- Support continued infill development and property clean-up efforts.
- Identify and promote redevelopment and investment for uses supportive of the Senior Center and nearby facilities.
- Partner on gateway improvements to the Fairgrounds and Downtown as the western gateway to these areas along Yellowstone.

**DOWNTOWN CORE SUBAREA**

**Primary Land Use Vision:** A mix of commercial, civic, and residential uses (primarily upper floor or higher density residential) in a vibrant, pedestrian-friendly environment for all.

**Goals and Priorities**

- Promote outdoor dining, public plazas, and gathering spaces.
- Integrate public art and cultural events.
- Renovate historic buildings.
- Attract new businesses.
- Establish cohesive streetscape along 2nd, 3rd, and 4th Streets.
- Improve connectivity, safety, beautification, and public infrastructure.
- Implement Downtown Blueprint recommendations.

**DOWNTOWN NEIGHBORHOODS SUBAREA**

**Primary Land Use Vision:** Supporting civic, employment, recreation, and park uses.

**Goals and Priorities**

- Preserve historic residential neighborhood design and characteristics.
- Support live-work and senior living opportunities.
- Explore adaptive reuse and infill development.
- Maintain neighborhood identity while integrating new uses.
- Promote beautification and property clean-up efforts, including public infrastructure opportunities exist that could be used for senior living or other live-work situations.



## West Yellowstone District

Our western gateway along Yellowstone Highway welcomes visitors from I-25 and Highway 59. This district is a key arrival point for those attending the Wyoming State Fair and other community attractions, offering a first impression of Douglas's character and vitality.

Separated from the rest of the City by the North Platte River and the I-25 corridor, West Yellowstone features a diverse mix of land uses that have evolved over the past 40–50 years. The district features numerous pad-ready sites for new residential, commercial, and business development. Revitalization efforts are possible within existing light industrial areas along the western and southwestern edges, particularly adjacent to the interstate. With its strategic location, mixed-use character, and development-ready parcels, West Yellowstone serves a central role in shaping growth and the community experience now and into the future.

### FUTURE CHARACTER

#### WEST CENTRAL SUBAREA

**Primary Land Use Vision:** Mixed-density residential development with evolving neighborhood characteristics.

#### Goals & Priorities

- Develop the Community Center Subdivision, a Mixed-Use Planned Unit (MU-PUD) neighborhood development centered around the new Douglas Community Center with a focus on attainable housing, recreation, and a neighborly sense of belonging.
- Support high-quality neighborhood development with infill and revitalization opportunities.
- Encourage creative housing solutions such as tiny home communities, duplexes, and townhomes.
- Maintain compatibility with area and incorporate transitions to commercial and industrial to the west.
- Continue strong connectivity using a street grid pattern and pedestrian amenities that meet ADA compliance.

#### WEST YELLOWSTONE CORRIDOR

**Primary Land Use Vision:** Commercial corridor serving both travelers and local residents with a mix of hospitality, business, and commercial uses.

#### Goals & Priorities

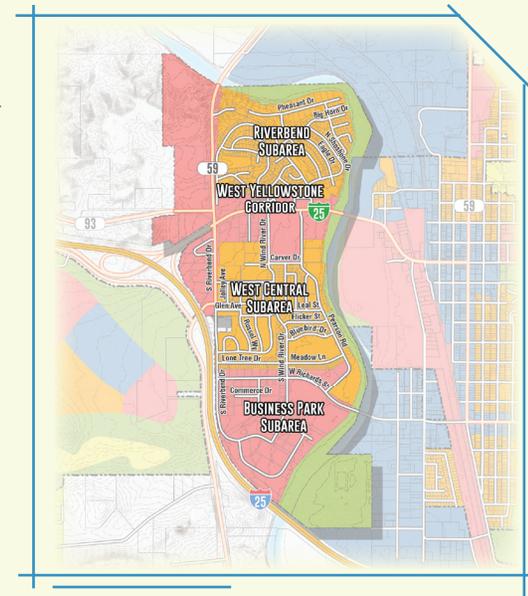
- Support hotel and retail development growth.
- Enhance gateways with entry monuments, lighting, and landscaping.
- Ensure properties are maintained with streetscaping.
- Redevelop vacant and underused sites on Yellowstone.
- Improve traffic and pedestrian safety with walkways and consolidated access.

#### BUSINESS PARK SUBAREA

**Primary Land Use Vision:** Industrial and commercial employment center with educational and conservation uses.

#### Goals & Priorities

- Attract new light industrial and commercial users.
- Ensure new development aligns with Douglas Business Park design standards.
- Remove barriers to investment and capitalize on new and existing business expansion plans.



## Wagonhound District

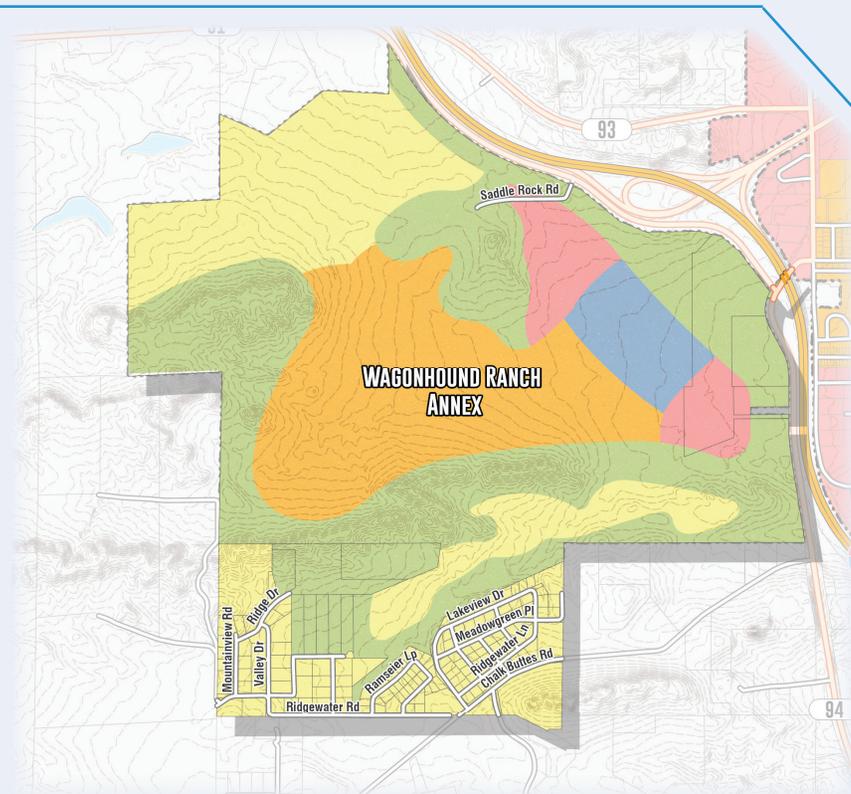
Welcome to Wagonhound, Douglas's frontier for future growth. Located west of the I-25 corridor, this district is currently undeveloped agricultural land with excellent visibility from Interstate 25. Access is limited today, primarily via the Esterbrook Road underpass, but future plans envision Wagonhound as a vibrant extension of the community.

### FUTURE CHARACTER

**Primary Land Use Vision:** With its strategic location and open landscape, Wagonhound is ideally suited for a flexible mix of uses that respond to market demand and community needs.

### Goals & Priorities

- Improve vehicle and pedestrian access to integrate Wagonhound with the rest of Douglas.
- Upgrade the existing Esterbrook Road underpass.
- Explore a potential second underpass to extend Richards Street westward.
- Remove prescriptive land use limitations to allow for creative, market-responsive development.
- Encourage site planning that leverages visibility from I-25 and proximity to West Yellowstone and Downtown districts.
- Preserve sizable open space areas for recreation, stormwater management, and visual relief.
- Promote green infrastructure and trail connectivity as part of future development.
- Investigate and develop a plan for serving the district with water and critical infrastructure.



## South Key Prairie District

This area is a unique part of our community, composed of unincorporated properties surrounded by the City on the west, north, and east. Bounded by the North Platte River to the west, Interstate 25 to the south, and railroad tracks along the eastern edge, this district is physically separated from the rest of the community but remains an integral part of our future.

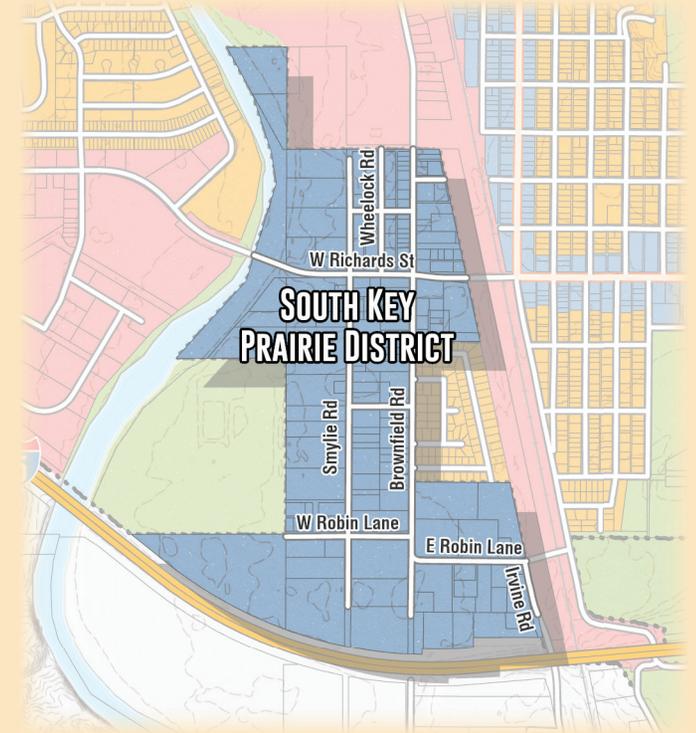
The northern third of the district is home to existing employment and industrial businesses, while the remaining area features estate and ranchette sized parcels, reflecting a more rural development pattern. With its mix of uses and natural boundaries, the South District offers opportunities for thoughtful integration that respects its existing character while improving connectivity and infrastructure.

### FUTURE CHARACTER

**Primary Land Use Vision:** Ongoing estate and ranchette residential, employment and light industrial land uses with open space transitions along the river and interstate corridors.

### Goals & Priorities

- Upgrade street and utility infrastructure to support existing and future uses.
- Add pedestrian connections to improve access across the district and to adjacent areas.
- Maintain estate and ranchette development patterns in the southern portion of the district.
- Enhance the visual appeal of W. Richards Street.
- Improve the river corridor as a scenic and recreational asset.



## North 59 Heritage District

The district is located along the northwest edge of our community, encompassing a mix of employment and industrial uses in unincorporated areas along Highway 59 and the North Platte River. The railway bisects the district, adding both logistical value and physical separation from adjacent neighborhoods.

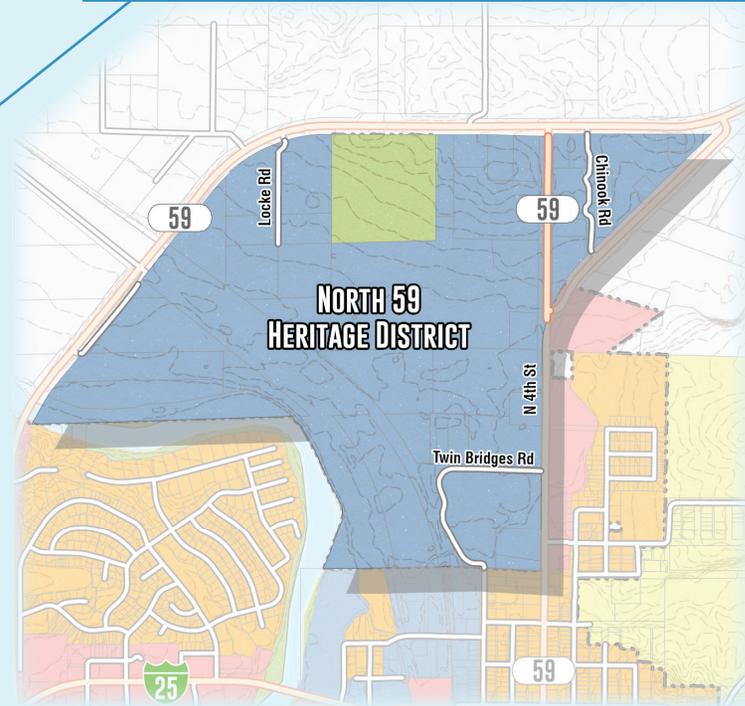
Additionally, the district is home to several important cultural and historical assets, including the City's historic Pioneer Cemetery and preserved tracks from the Oregon Trail. With some of the best panoramic views of Douglas and the surrounding landscape, the Northern Community District offers a unique blend of heritage, economic opportunity, and natural beauty.

### FUTURE CHARACTER

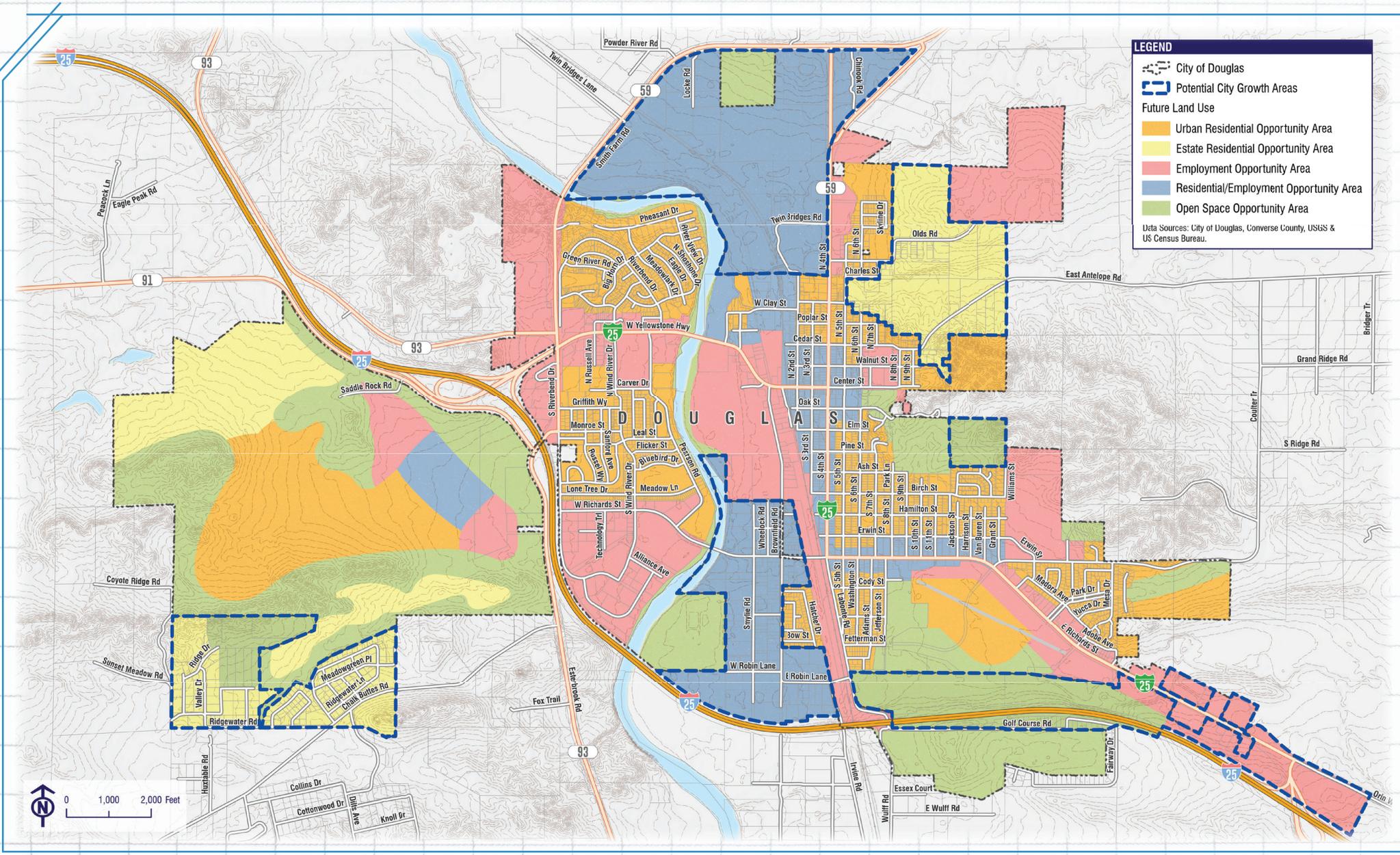
**Primary Land Use Vision:** Future development is expected to maintain the existing employment and industrial pattern along Highway 59, while introducing integrated mixed-use and residential uses closer to the middle and southern edge where infrastructure can support growth. Open space should be preserved along the river corridor and around historically significant areas.

### Goals & Priorities

- Assess existing properties for clean-up opportunities using brownfields grants and related funding sources.
- Develop a master plan vision for the district to guide build-out scenarios and opportunities for public/private partnerships.
- Identify utility and infrastructure connections needed to support future growth.
- Protect and promote view corridors to the south and open space areas along the river.
- Maintain the integrity of the Pioneer Cemetery and Oregon Trail historical assets.
- Identify and attract major industrial employers to diversify the local economy and create new jobs.



# Future Land Use Map



**LEGEND**

- City of Douglas
- Potential City Growth Areas
- Future Land Use**
- Urban Residential Opportunity Area
- Estate Residential Opportunity Area
- Employment Opportunity Area
- Residential/Employment Opportunity Area
- Open Space Opportunity Area

Data Sources: City of Douglas, Converse County, USGS & US Census Bureau.

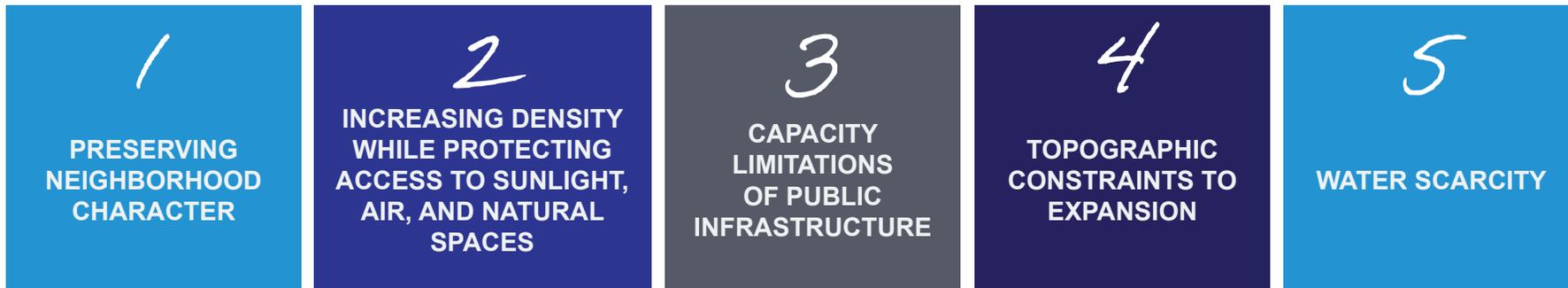
# DOUGLAS IS HOME (HOUSING)

Our community is focused on enhancing the quality of life by fostering great neighborhoods with thoughtful housing and design. We strive to maintain a small-town feel through careful zoning while building on the strengths and assets already in place.

We face significant housing challenges including a limited inventory of attainable and mid-range housing options, especially for first-time homebuyers, seniors, and single individuals. The community struggles to attract developers due to high construction costs, and a shortage of contractors. Strategies such as providing infrastructure grants to builders, encouraging infill development, and activating upper-story apartments downtown could help expand the housing stock. Addressing these issues can directly impact workforce retention and improve the overall economic vitality of our community.

There is a strong need for more housing options, including multifamily units, senior housing communities, and accessible entry-level homes, which would help alleviate housing shortages and free up existing homes for others. The specific type of residential allowed is contextually determined. For example, new residential in the downtown core should be combined with first floor commercial opportunities. Multifamily units are encouraged along busier major roadways. Single-family units should be buffered from arterials and highways.

## *Physical Development Considerations*



## *Strategy Direction*

### **HOUSING DIVERSITY AND AFFORDABILITY**

- Allow and encourage a mix of housing product types within new and redeveloped areas to meet the varied needs of the community, such as affordability or aging in place.
- Facilitate the development of quality housing for low-income and senior residents through private development and public programs.
- Consider incentives and infrastructure partnerships for infill projects and multifamily units in key areas like Downtown.

### **NEIGHBORHOOD REVITALIZATION AND PRESERVATION**

- Promote the revitalization of older neighborhoods by integrating historic preservation efforts into broader community development projects, encouraging the adaptive reuse of residential properties while maintaining overall character.
- Support the rehabilitation of substandard or noncompliant housing to bring into conformance.

### **QUALITY AND DESIGN STANDARDS**

- Ensure that new housing is developed using building practices and materials designed to be long-lasting and durable.
- Use residential design standards to create memorable streetscapes that residents can associate with their neighborhood identity.

### **FAMILY-FRIENDLY DEVELOPMENT**

- Ensure new residential developments are supported by amenities that will attract and retain residents of all ages.

### *Action Items:*

- Promote infill development in underutilized areas including the construction of upper-story apartments in Downtown spaces to maximize available land and support urban revitalization.
- Encourage area non-profits and major employers to partner in developing senior housing communities and aging-in-place solutions, allowing seniors to live independently longer and helping to free up existing homes for other buyers.
- Implement strategies to attract developers to build more housing options, especially multifamily units, townhomes, middle- and entry-level homes, by offering incentives and support for new construction.
- Review municipally enacted development fees to ensure they cover development costs but are not overly burdensome to developers.
- Market development opportunities regionally and nationally to address the shortage of local contractors.
- Support trade programs at local schools by exploring options and coordinating efforts to expand the local trades shortage.
- Support targeted programs and incentives to support first-time homebuyers and small families, helping to increase the availability of affordable housing options for these groups.

# FOUNDATIONS OF DOUGLAS (INFRASTRUCTURE)

The community is focused on improving its transportation infrastructure, with an emphasis on expanding and repairing bike paths, sidewalks, and crosswalks. Key priorities include enhancing accessibility, adding more signage for river paths, and ensuring safe routes to schools. Efforts are underway to improve regional bike routes, extend trails to connect key locations like the river and golf course, and enhance walkability, particularly in downtown areas. There is also a push for better traffic control, including roundabouts, traffic lights, and crosswalks, especially in high-traffic areas like Richards and Brownfield. Additionally, improvements to water, sewer, and drainage systems are needed, along with public transportation options such as bus routes and local taxi services to ensure connectivity and ease of access for all residents.

By prioritizing smart growth and improving infrastructure, the aim is to ensure the area continues to develop in a way that supports long-term sustainability and success.

## *Physical Development Considerations*



## *Strategy Direction*

### **COORDINATE MUNICIPAL AND UTILITY SERVICES**

- Phase utility upgrades in areas with deficient service or planned development.
- Ensure new annexations align with the Comprehensive Plan and meet City standards.
- Promote creative stormwater management strategies for better filtration and aquifer recharge.

### **SUPPORT EMERGENCY AND PUBLIC SERVICES**

- Provide adequate facilities and equipment for police, fire, and rescue agencies.
- Ensure municipal operations meet state and federal environmental standards.

### **FUND INFRASTRUCTURE WITH DEVELOPMENT**

- Require those benefiting from new infrastructure to bear associated costs.
- Use developer funding or agreements for streets, sidewalks, bike lanes, and storm sewers in new developments.

## DEVELOP AND EXPAND TRANSPORTATION NETWORKS

- Implement traffic management strategies that enhance safety and ease of movement, including the installation of traffic signals, stop signs, and the introduction of railroad silent crossings.
- Continue existing street patterns into new developments.
- Enhance Multi-Modal Connectivity.
- Prioritize intersection improvements for safety and accessibility for pedestrians and cyclists.
- Continue to expand and enhance regional bike routes, trails, and river access, connecting key locations for both recreational use and improved transportation options.
- Improve connectivity for children to schools, parks, and other destinations.
- Investigate future public transit options like commuter buses.
- Collaborate with WYDOT to improve pedestrian and bicycle safety along highways.

## ENCOURAGE SUSTAINABLE WATER USE

- Maintain up-to-date water studies to understand expected demand.
- Explore alternative water sources.
- Require and encourage water conservation to maximize availability for residents.
- Use conservation practices on municipal lands and in City-owned facilities.
- Encourage the use of native plants with low watering requirements.
- Encourage water and energy conservation education and outreach programs.

### Action Items:

- Prioritize repairs and expansion of bike paths and sidewalks, with a focus on critical areas like Richards and 4th Streets, to ensure safe and accessible pedestrian routes.
- Develop and enhance safe walking paths, bike routes, and connections to major trail systems, including adding crosswalks, bridges, and connections to the river and golf course areas.
- Enhance crosswalks and signage, particularly at key river path entrances, Yellowstone by the schools, and around the Fairgrounds, to improve visibility and safety for pedestrians and cyclists.
- Install traffic control measures to improve traffic flow and safety, with particular emphasis at Center, Brownfield, and Richards.
- Extend the duration of crosswalk lights in downtown areas to ensure adequate time for pedestrians to safely cross busy streets.
- Add a Park & Ride on the north side of town near Highway 59.



# DESTINATION DOUGLAS (RECREATION & TOURISM)

Recreation and tourism are essential for the economic health of our community as they create jobs across various sectors such as hospitality, transportation, and retail, while boosting local revenue through visitor spending. This revenue helps fund public services, infrastructure, and community development initiatives, benefiting tourists and residents. Tourism also diversifies the economy, reducing reliance on a single industry and making us more resilient to economic changes. Additionally, tourism promotes the preservation of local culture and heritage, attracts investment, and can balance seasonal economic fluctuations. Recreation and tourism provide significant economic growth opportunities, support business development, and enhance our long-term stability.

## *Physical Development Considerations*

1

CONNECTIVITY IS CONSTRAINED BY THE RIVER, INTERSTATE, AND RAILROAD.

2

DOUGLAS ALREADY BOASTS GREAT RIVER ACCESS.

3

NEIGHBORHOODS ARE NOT WELL INTERCONNECTED BY PEDESTRIAN AND BICYCLE PATHWAYS.

## *Strategy Direction*

### **RIVER ACCESS AND OUTDOOR CONNECTIVITY**

- Focus on improving access to the river and expanding connected walking and biking paths, making the river and surrounding areas more accessible year-round.
- Focus on expanding recreational facilities (such as parks, trails, and bike paths), and enhancing riverfront access to improve the community's overall livability and aesthetic appeal.

### **SUSTAINABLE RECREATION**

- Promote sustainable outdoor recreational activities that foster tourism and local economic growth.
- Promote “rewilding” by restoring self-sustaining ecosystems within the city, creating opportunities for residents to experience nature close to home, while conserving water and minimizing demands on City resources.
- Encourage the development of river-related recreational businesses.
- Focus on community engagement to maintain and grow local amenities.

### **RECREATIONAL OPPORTUNITIES**

- Invest in recreational opportunities to improve quality of life, such as new parks, sports facilities, and community spaces.
- Support efforts that offer additional recreation opportunities for all residents.
- Maintain existing City-owned parks and recreation facilities to the National Recreation and Park Association (NRPA) standards.

## TOURISM AND EVENT PROMOTION

- Capitalize on the City's natural and cultural assets like dark sky tourism, river activities, and youth sports events to attract visitors and support local businesses.
- Support opportunities for new events in Douglas including sports tournaments, downtown concerts, summer farmers markets, and other family-oriented events and attractions.
- Strengthen partnerships with the Converse County Tourism Board, Pioneer Museum, State Fairgrounds, and other groups to better unify and reduce duplication of tourism efforts.
- Continue to support year-round festivals and events for residents and visitors at key locations including the Downtown, State Fairgrounds, and community parks.
- Promote events catering to outdoor enthusiasts such as fishing tournaments and river-related activities.
- Work with local government entities, tourism offices, and community partners to enhance the City's tourism offerings, improve accessibility, and support local businesses.

### *Action Items:*

- Expand access to the river with connected walking and biking paths, starting with key points like the Fairgrounds for activities like tubing and kayaking.
- Clean up and enhance the River Walk area by clearing vegetation, adding water features, and creating a more inviting space.
- Develop new recreational spaces such as indoor recreational amenities and features for youth, multi-use facilities (such as equestrian trails and moto-cross tracks), and/or a regional sports complex for tournaments.
- Build new parks and/or recreational areas in underserved locations to provide additional activities.
- Support the creation of a multi-purpose cultural and entertainment space in Douglas.
- Foster business incubation for river-related enterprises and promote outdoor attractions like zip lines and river-themed events.
- Improve Fort Fetterman and Camp Douglas as tourist destinations with living history, tours, and regular operating hours.
- Utilize the Pioneer Museum and State Fairgrounds as year-round regional attractions.
- Ensure recreational areas are safe with improved lighting and police patrols, especially at night.
- Activate parks and trails with wayfinding signs, interpretive information, resting areas, and gathering spaces.
- Partner with the U.S. Forest Service to promote outdoor opportunities for tourists and residents.
- Collaborate with recreation providers, search and rescue groups, and others to offer outdoor safety and recreation training (such as canoeing, climbing, and snowmobiling).
- Pursue state, federal, and railroad (Rails-to-Trails) grant funding to expand the trail system and connect commercial and residential areas.
- Create and distribute materials to inform the public about recreational opportunities and events, encouraging participation and connections to nature.

# DOUGLAS UNCOVERED (HISTORIC PRESERVATION, ART, & CULTURE)

Embrace our past, tell our story. We are focusing on promoting our rich history through heritage tourism, aiming to educate and engage residents, particularly youth, in preserving local history. Plans include developing and expanding historical tourism opportunities, such as the Child's Trail, Pioneer Cemetery, and promoting historic sites like the Oregon Trail, Fort Fetterman, Camp Douglas, and the railroad. Efforts will also focus on enhancing community pride, improving communication about local history, and collaborating with tourism offices to harness arts and culture for economic benefit. The importance of preserving and protecting historic properties is emphasized.

To boost tourism and economic growth, we are exploring various initiatives including dark sky tourism, stargazing events, and better utilization of outdoor spaces like the river and nature trails. Public art, murals, and cultural tourism are seen as ways to bring more visitors while celebrating local identity. There is also a focus on improving infrastructure, such as better sidewalks and bike paths, and creating a more welcoming environment for residents and tourists alike. Collaboration with local artists and the community's enthusiasm for outdoor activities and arts is a key part of fostering a vibrant, connected City.

## *Physical Development Considerations*



## *Strategy Direction*

### **PRESERVE HISTORIC PLACES**

- Preserve historic structures in the Downtown by adhering to adopted Secretary of the Interior standards, thereby retaining historic integrity and visual continuity.
- Maintain the Historic Preservation Commission to conduct cultural resource surveys, identify and preserve structures of architectural, historical, cultural, or archaeological significance, encourage adaptive reuse of historic structures, and provide technical assistance for renovations and development within historic areas.

## PROMOTE LOCAL HISTORY

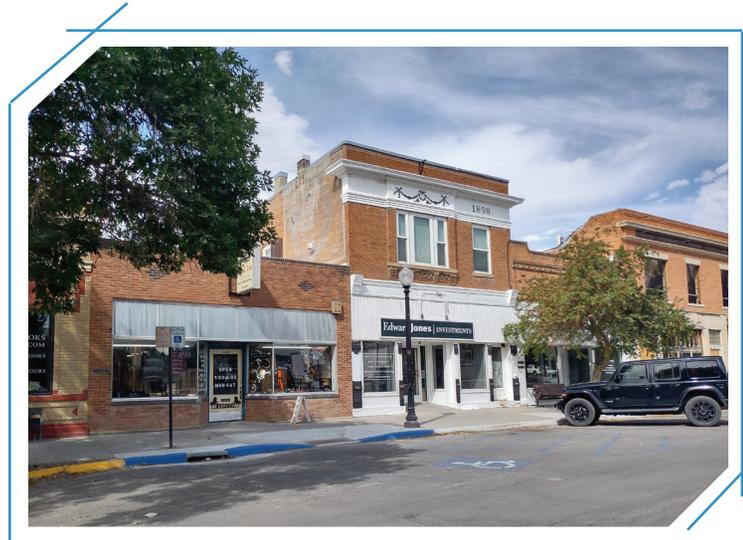
- Pursue and encourage opportunities for residents and visitors to understand and appreciate the significance of historic sites.
- Create educational opportunities that connect younger generations with local history and culture, fostering a sense of pride and belonging.
- Focus on increasing awareness and engagement with the City's historical assets, supporting preservation efforts, and incorporating heritage tourism into the community's identity.

## CULTURAL AND PUBLIC ART DEVELOPMENT

- Encourage public art initiatives including murals and other cultural tourism activities to celebrate local heritage and attract visitors while enhancing the City's visual identity.
- Integrate public art into new development projects throughout the community.
- Embrace the local arts community.

### *Action Items:*

- ❑ Create engaging experiences and expand interpretive services at historic locations like the Oregon Trail, Fort Fetterman, and Pioneer Cemetery to attract more visitors.
- ❑ Develop youth-oriented tours, educational programs, and events to connect younger generations with local history and foster family participation.
- ❑ Commission murals and public art by local artists that highlight the City's heritage and enhance its cultural tourism appeal.
- ❑ Enhance walking and biking paths, sidewalks, and connections between historic sites and key destinations for residents and tourists.
- ❑ Partner with local artists, businesses, and residents to enrich the City's atmosphere and promote its historical and cultural identity.
- ❑ Continue to protect the Pioneer Cemetery as an important historical asset.
- ❑ Mark and celebrate remaining historic trail features within the City.
- ❑ Provide opportunities for entrepreneurship and spaces to educate, train, and share art.
- ❑ Evaluate and create programs that incentivize and promote the revitalization of historic Downtown structures.
- ❑ Create a tiered historic preservation strategy to evaluate properties and determine those that require preservation approaches versus those that do not require strict application of rehabilitation standards.



# UPSTART DOUGLAS (ECONOMIC DEVELOPMENT)

We aim to diversify our economy and reduce dependence on the energy sector by supporting entrepreneurial efforts and recruiting businesses that attract and retain jobs. This includes promoting workforce development, especially in retail, through training programs, job fairs, and collaboration with local institutions like schools and businesses. Target industry studies and entrepreneurial initiatives will help identify areas for growth, and efforts will be made to support small businesses through training, grants, and business incubation such as utilizing the fairgrounds commercial kitchens for pop-up food businesses. Collaboration among City, county, and business stakeholders is key to creating a sustainable economic environment.

In addition to economic growth, we are focused on enhancing quality of life through initiatives that support a thriving Downtown, historic tourism, and recreational opportunities. There is a push to improve local amenities while promoting local shopping and tourism by hosting special events and enhancing the visitor experience. A commitment to Downtown beautification, trail connections, and providing activities for families will contribute to a dynamic and engaged community.

## *Physical Development Considerations*

1

BUILDING FACADES ARE BEING RENOVATED THROUGH THE MAIN STREET FACADE IMPROVEMENT PROGRAM.

2

SOME DOWNTOWN BUILDINGS REQUIRE EXTENSIVE RENOVATIONS.

3

NOT ALL SIDEWALKS AND CROSSWALKS ARE ACCESSIBLE IN COMMERCIAL AREAS.

4

BUSINESS PARKS AND SOME MAJOR EMPLOYERS AND NOT ACCESSIBLE FOR ALL RESIDENTS.

## *Strategy Direction*

### **ECONOMIC DEVELOPMENT**

- Reduce dependence on the energy sector by supporting entrepreneurship and recruiting businesses with a larger employee base.
- Encourage business and industries that serve to diversify the local economy including agricultural, telecommunications, healthcare, electronics, warehousing and distribution, tourism, technology, and outdoor recreation.
- Provide training and job fairs in collaboration with local schools, businesses, and institutions, focusing on retail, building trades, and other important local sectors.
- Conduct target industry and entrepreneurial studies.

- Encourage local business development through upgrading Downtown streetscapes, storefront improvements, business collaboration on beautification efforts, and promotion through regional media and community events.
- Encourage the development of upper floor residential and office uses above first-floor retail and entertainment uses.

### **COLLABORATION AND PARTNERSHIPS**

- Support MainStreet efforts to support continued revitalization and economic growth.
- Foster strong partnerships between The Enterprise, Main Street, EWC, CCSD #1, and major employers to improve workforce development efforts.
- Support business incubation (such as commercial pop-up kitchens and retailers).
- Facilitate high-speed internet access to support growth and innovation.

### **COMMUNITY AND VISITOR ENGAGEMENT**

- Develop a unified City brand that highlights local attractions, outdoor spaces, and events to attract tourists, while improving connections to nature through expanded walking and biking trails.
- Promote the community's history to attract visitors and enhance tourism opportunities.
- Enhance the visitor experience through signage and communication to boost tourism and local engagement.
- Promote events that draw hobbyists and outdoor enthusiasts for recreation and sports activities.

### **BEAUTIFICATION**

- Enhance sidewalks and lighting to improve connectivity and accessibility to commercial centers.
- Focus on continued Downtown and gateway beautification to attract more visitors.
- Encourage development of wind, solar, and other renewable energy sources.

### *Action Items:*

- Work with local public and private partners to improve the use and aesthetics of existing Downtown buildings to increase small business opportunities.
- Use tax and lease incentives to promote long-term occupation and revitalization of the Downtown Core.
- Create fun zones for youth Downtown to draw families in to shop and dine.
- Host family-friendly activities Downtown.
- Consider rezoning land by the airport and business park to accommodate light industrial or industrial mixed-use development to attract additional business investment.
- Maintain inventory of downtown businesses to track conditions and opportunities.
- Maintain the façade improvement program to incentivize aesthetic improvements to downtown properties.
- Focus on commercial infill along primary corridors.
- Partner with major employers providing primary jobs such as MHCC and CCSD#1.
- Work with The Enterprise to encourage attraction and development of primary jobs.

# DETAILS (ACTION PLAN)

To ensure the successful implementation of the Douglas Blueprint, a separate Action Plan Matrix will be maintained as a living document by City of Douglas staff. This matrix will outline specific action steps, identify responsible entities, list potential funding sources, and provide estimated completion dates for each initiative. By keeping this document dynamic and regularly updated, the City can effectively track progress, adapt to changing circumstances, and maintain momentum. This approach will help ensure that projects move forward efficiently and that Douglas continues to advance its goals.

Below is a complete list of the action steps outlined in this plan, compiled for ease of reference and usability. In addition to the list of action steps by theme, the accompanying Prioritization Matrices on page 45 map the community benefit and resource demand for each action item.

## ONE DOUGLAS (LAND USE & COMMUNITY CHARACTER)

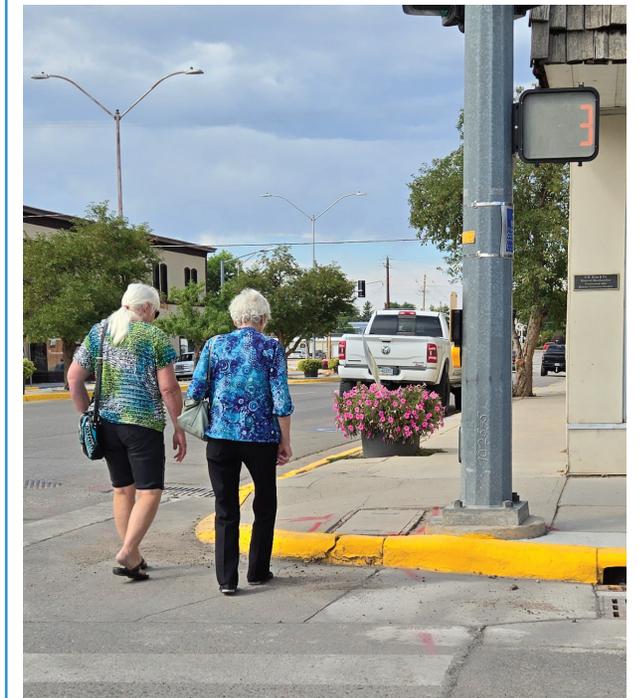
- ❑ L1. Develop a unified City brand that highlights local attractions, outdoor spaces, and events to attract tourists.
- ❑ L2. Utilize the Wagonhound land to enhance the City's appearance by providing a welcoming gateway.
- ❑ L3. Establish a strong welcoming presence at the major entryways into the community off Interstate 25, also known as gateways.
- ❑ L4. Distribute calls for local artists first to celebrate local entrepreneurs and the creative industry around Douglas.
- ❑ L5. Add amenities such as shade structures, lighting, and a stage to Jackalope Square to create a more vibrant and functional public space.
- ❑ L6. Develop programs and spaces that attract young families, such as new playgrounds, splash pads, and youth-centered events.
- ❑ L7. Evaluate and create pedestrian linkages between public spaces, amenities, and local destinations such as downtown, schools, public facilities, and gateways.
- ❑ L8. Create a youth advisory committee that meets regularly to provide input on citywide initiatives such as projects and capital improvement plans.
- ❑ L9. Develop a communication plan for reaching businesses and residents more effectively, frequently, and across a variety of mediums.
- ❑ L10. Provide opportunities for businesses and residents to engage in beautification efforts.
- ❑ L11. Create a volunteer community clean-up squad.
- ❑ L12. Evaluate and, if feasible, implement grants or funding resources to help property owners. See "Foundations of Douglas."
- ❑ L13. Establish an Intergovernmental Agreement (IGA) with Converse County for common development standards within the UGB.
- ❑ L14. Add flexibility and efficiency to the Unified Land Development Code to simplify and encourage development that meets the goals of the community.

## DOUGLAS IS HOME (HOUSING)

- ❑ H1. Promote infill development in underutilized areas including the construction of upper-story apartments in Downtown spaces to maximize available land and support urban revitalization.
- ❑ H2. Encourage area non-profits and major employers to partner in developing senior housing communities and aging-in-place solutions, allowing seniors to live independently longer and helping to free up existing homes for other buyers.
- ❑ H3. Implement strategies to attract developers to build more housing options, especially multifamily units, townhomes, middle- and entry-level homes, by offering incentives and support for new construction.
- ❑ H4. Review municipally enacted development fees to ensure they cover development costs but are not overly burdensome to developers.
- ❑ H5. Market development opportunities regionally and nationally to address the shortage of local contractors.
- ❑ H6. Support trade programs at local schools by exploring options and coordinating efforts to expand the local trades shortage.
- ❑ H7. Support targeted programs and incentives to support first-time homebuyers and small families, helping to increase the availability of affordable housing options for these groups.

## FOUNDATIONS OF DOUGLAS (INFRASTRUCTURE)

- ❑ I1. Prioritize repairs and expansion of bike paths and sidewalks, with a focus on critical areas like Richards and 4th Streets, to ensure safe and accessible pedestrian routes.
- ❑ I2. Develop and enhance safe walking paths, bike routes, and connections to major trail systems, including adding crosswalks, bridges, and connections to the river and golf course areas.
- ❑ I3. Enhance crosswalks and signage, particularly at key river path entrances, Yellowstone by the schools, and around the Fairgrounds, to improve visibility and safety for pedestrians and cyclists.
- ❑ I4. Install traffic control measures to improve traffic flow and safety, with particular emphasis at Center, Brownfield, and Richards.
- ❑ I5. Extend the duration of crosswalk lights in downtown areas to ensure adequate time for pedestrians to safely cross busy streets.
- ❑ I6. Add a Park & Ride on the north side of town near Highway 59.



## DESTINATION DOUGLAS (RECREATION AND TOURISM)

- ❑ R1. Expand access to the river with connected walking and biking paths, starting with key points like the Fairgrounds for activities like tubing and kayaking.
- ❑ R2. Clean up and enhance the River Walk area by clearing vegetation, adding water features, and creating a more inviting space.
- ❑ R3. Develop new recreational spaces such as indoor recreational amenities and features for youth, multi-use facilities (such as equestrian trails and moto-cross tracks), and/or a regional sports complex for tournaments.
- ❑ R4. Build new parks and/or recreational areas in underserved locations to provide additional activities.
- ❑ R5. Support the creation of a multi-purpose cultural and entertainment space in Douglas.
- ❑ R6. Foster business incubation for river-related enterprises and promote outdoor attractions like zip lines and river-themed events.
- ❑ R7. Improve Fort Fetterman and Camp Douglas as tourist destinations with living history, tours, and regular operating hours.
- ❑ R8. Utilize the Pioneer Museum and State Fairgrounds as year-round regional attractions.
- ❑ R9. Ensure recreational areas are safe with improved lighting and police patrols, especially at night.
- ❑ R10. Activate parks and trails with wayfinding signs, interpretive information, resting areas, and gathering spaces.
- ❑ R11. Partner with the U.S. Forest Service to promote outdoor opportunities for tourists and residents.
- ❑ R12. Collaborate with recreation providers, search and rescue groups, and others to offer outdoor safety and recreation training (such as canoeing, climbing, and snowmobiling).
- ❑ R13. Pursue state, federal, and railroad (Rails-to-Trails) grant funding to expand the trail system and connect commercial and residential areas.
- ❑ R14. Create and distribute materials to inform the public about recreational opportunities and events, encouraging participation and connections to nature.



## **DOUGLAS UNCOVERED (HISTORIC PRESERVATION, ARTS, & CULTURE)**

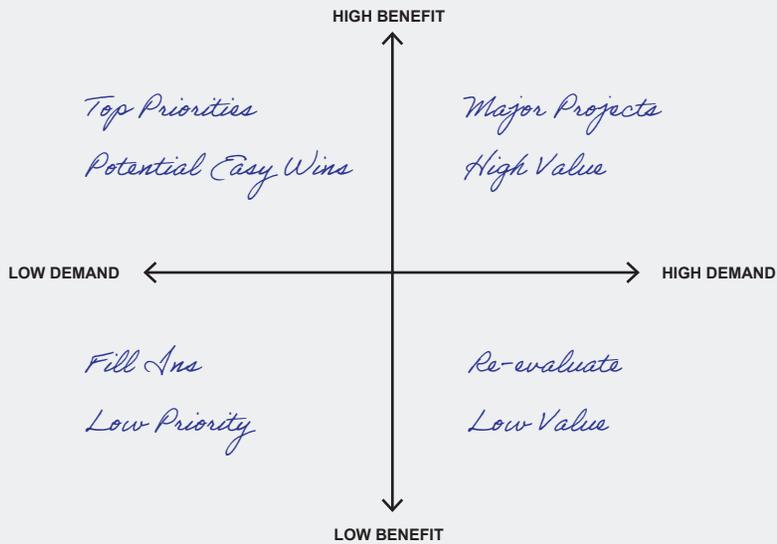
- ❑ C1. Create engaging experiences and expand interpretive services at historic locations like the Oregon Trail, Fort Fetterman, and Pioneer Cemetery to attract more visitors.
- ❑ C2. Develop youth-oriented tours, educational programs, and events to connect younger generations with local history and foster family participation.
- ❑ C3. Commission murals and public art by local artists that highlight the City's heritage and enhance its cultural tourism appeal.
- ❑ C4. Enhance walking and biking paths, sidewalks, and connections between historic sites and key destinations for residents and tourists.
- ❑ C5. Partner with local artists, businesses, and residents to enrich the City's atmosphere and promote its historical and cultural identity.
- ❑ C6. Continue to protect the Pioneer Cemetery as an important historical asset.
- ❑ C7. Mark and celebrate remaining historic trail features within the City.
- ❑ C8. Provide opportunities for entrepreneurship and spaces to educate, train, and share art.
- ❑ C9. Evaluate and create programs that incentivize and promote the revitalization of historic Downtown structures.
- ❑ C10. Create a tiered historic preservation strategy to evaluate properties and determine those that require preservation approaches versus those that do not require strict application of rehabilitation standards.

## **UPSTART DOUGLAS (ECONOMIC DEVELOPMENT)**

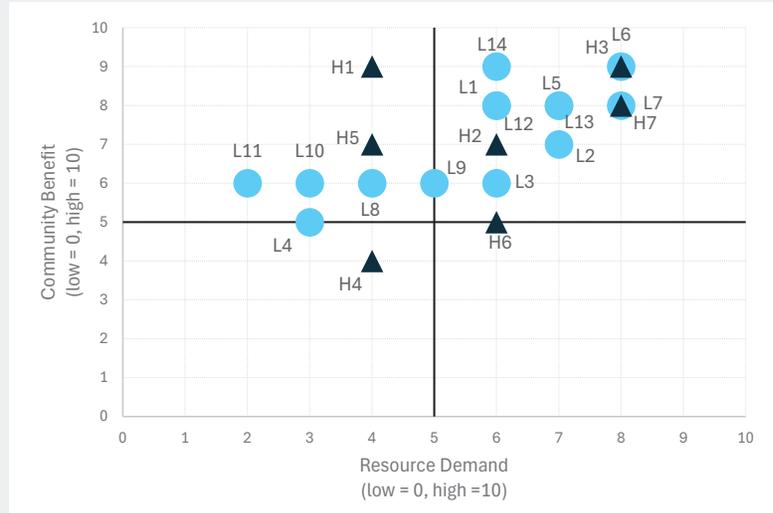
- ❑ E1. Work with local public and private partners to improve the use and aesthetics of existing Downtown buildings to increase small business opportunities.
- ❑ E2. Use tax and lease incentives to promote long-term occupation and revitalization of the Downtown Core.
- ❑ E3. Create fun zones for youth Downtown to draw families in to shop and dine.
- ❑ E4. Host family-friendly activities Downtown.
- ❑ E5. Consider rezoning land by the airport and business park to accommodate light industrial or industrial mixed-use development to attract additional business investment.
- ❑ E6. Maintain inventory of downtown businesses to track conditions and opportunities.
- ❑ E7. Maintain the façade improvement program to incentivize aesthetic improvements to downtown properties.
- ❑ E8. Focus on commercial infill along primary corridors.
- ❑ E9. Partner with major employers providing primary jobs such as MHCC and CCSD#1.
- ❑ E10. Work with The Enterprise to encourage attraction and development of primary jobs.

# Prioritization Action Matrix

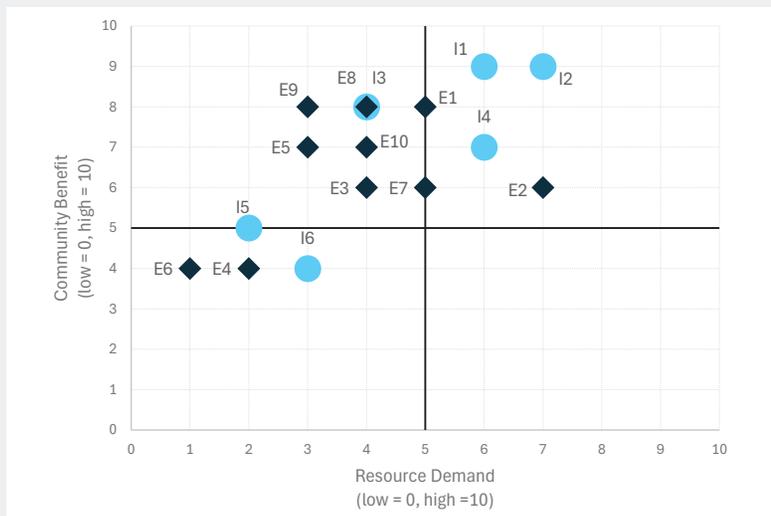
## COMMUNITY BENEFIT - RESOURCE DEMAND



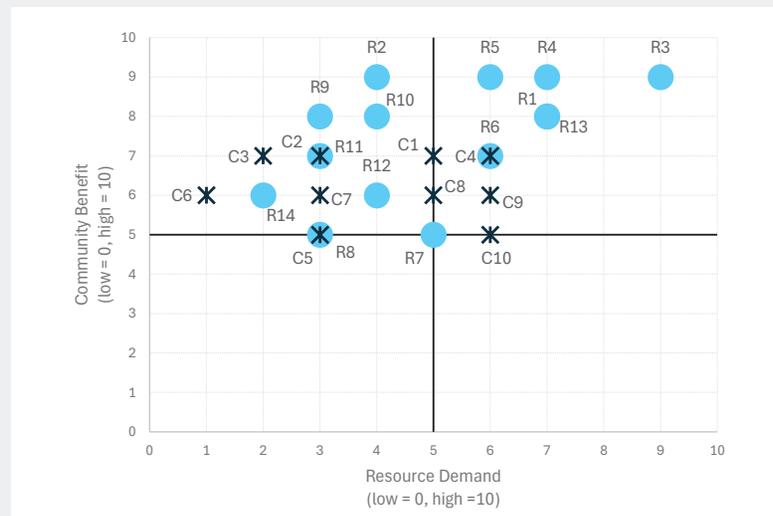
## LAND USE & COMMUNITY CHARACTER - HOUSING MATRIX



## INFRASTRUCTURE - ECONOMIC DEVELOPMENT MATRIX



## RECREATION & TOURISM - HISTORIC PRESERVATION, ARTS, & CULTURE MATRIX



# APPENDIX A: SIGNATURE BLOCKS

## *Acknowledgements*

A very special thank you to our community, the residents and stakeholders of Douglas for their insights and guidance of our Blueprint Plan.

### **CITY COUNCIL MEMBERS**

- Kim Pexton, Mayor
- Perry Hershberger
- Ron McNare
- Matthew Schmidt
- Joel Weeks

### **PLANNING AND ZONING COMMISSION MEMBERS**

- Jay Hancock (chairman)
- Dave Patterson (vice chairman)
- Scott Bauman
- Carl Kusters
- Robin Velasquez

### **CITY STAFF**

- J.D. Cox, City Manager
- Clara Chaffin, Deputy City Manager / Community Development Director
- Heidi McCullough, Planning Technician

### **STEERING COMMITTEE MEMBERS**

- Converse County Bank
- Converse County Planning
- Converse County Tourism Board
- Douglas Historic Preservation
- Douglas Main Street
- Douglas Middle and High School Student Council Members
- Douglas Senior Center Members
- Downtown Business - Allure Boutique
- Downtown Business - College Inn Bar
- Downtown Business - Hotel LaBonte
- Memorial Hospital of Converse County
- The Enterprise (Economic Development)
- Wagonhound Land and Livestock
- Wyoming Business Council
- Wyoming State Fair

### **CONSULTANT TEAM**



# APPENDIX B: MAPS



**AYRES**

**Context Map**  
Douglas Comprehensive Plan • Douglas, Wyoming



**DOUGLAS  
BLUEPRINT**  
Building Vision with Action

**AYRES ASSOCIATES**  
214 W. Lincolnway, Suite 22  
Cheyenne, WY 82001  
Project 51-0706 • 1.23.2025

**MAP 1**

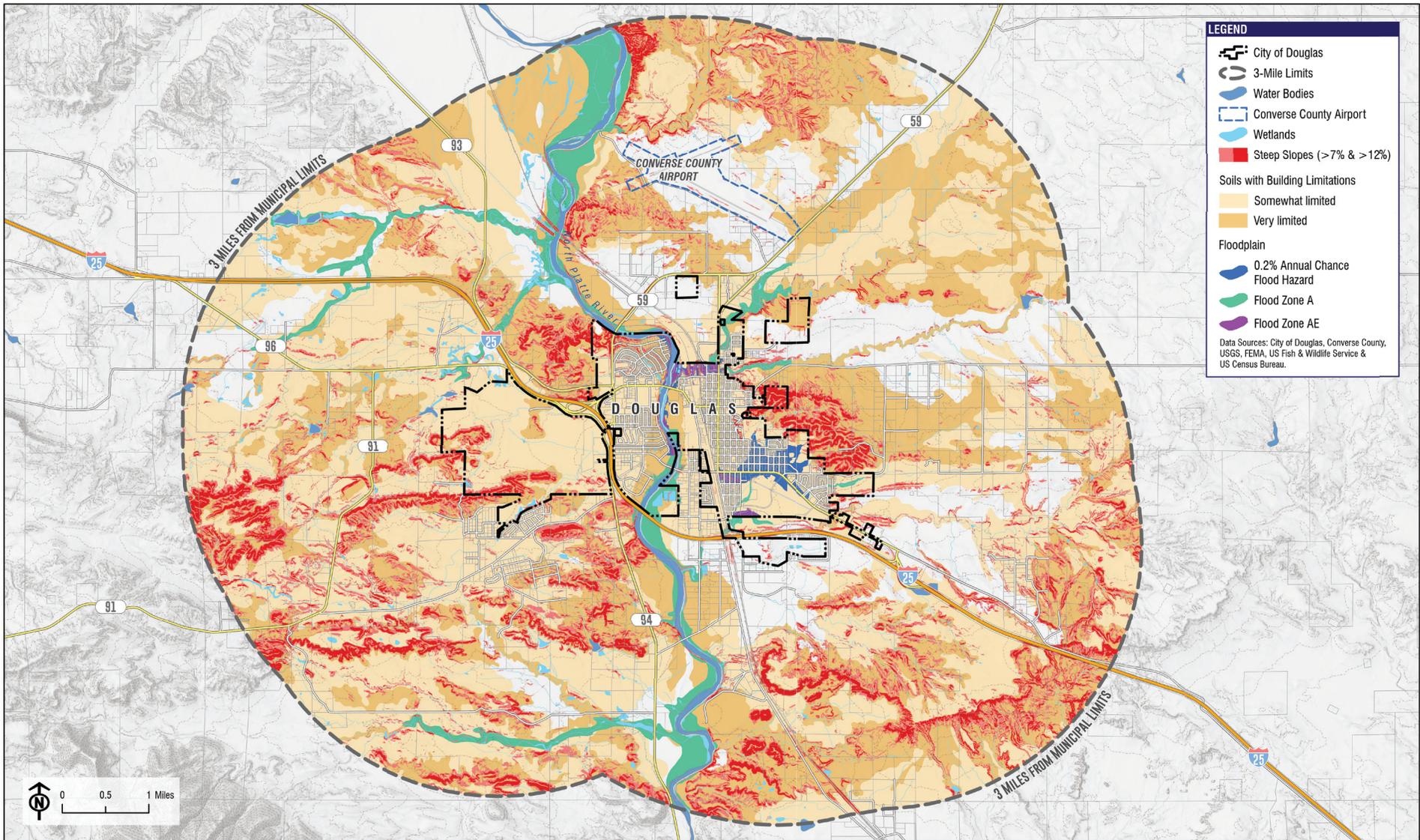


**Regional Context Map**  
Douglas Comprehensive Plan • Douglas, Wyoming



**AYRES ASSOCIATES**  
214 W. Lincolnway, Suite 22  
Cheyenne, WY 82001  
Project 51-0706 • 1.31.2025

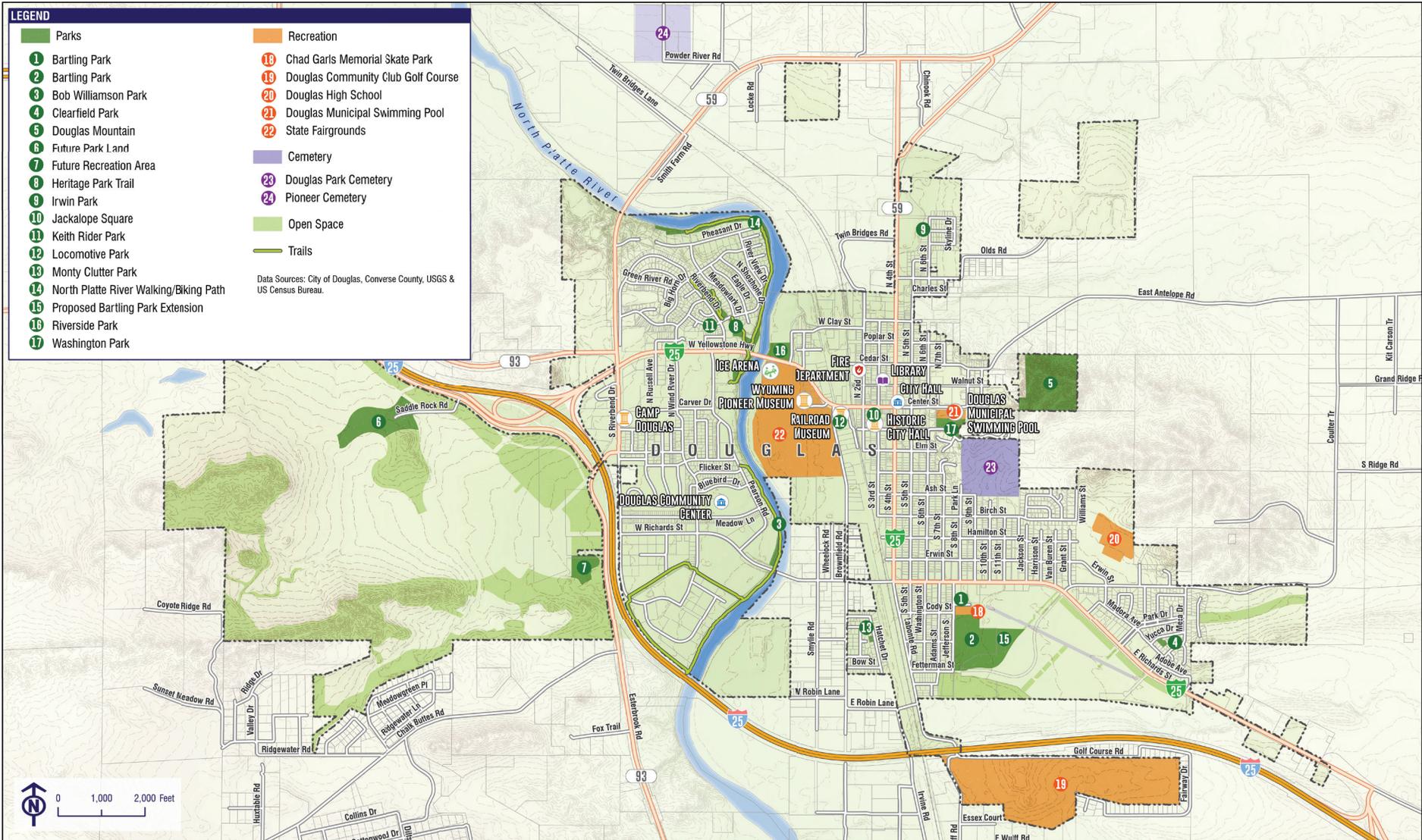
**MAP 2**

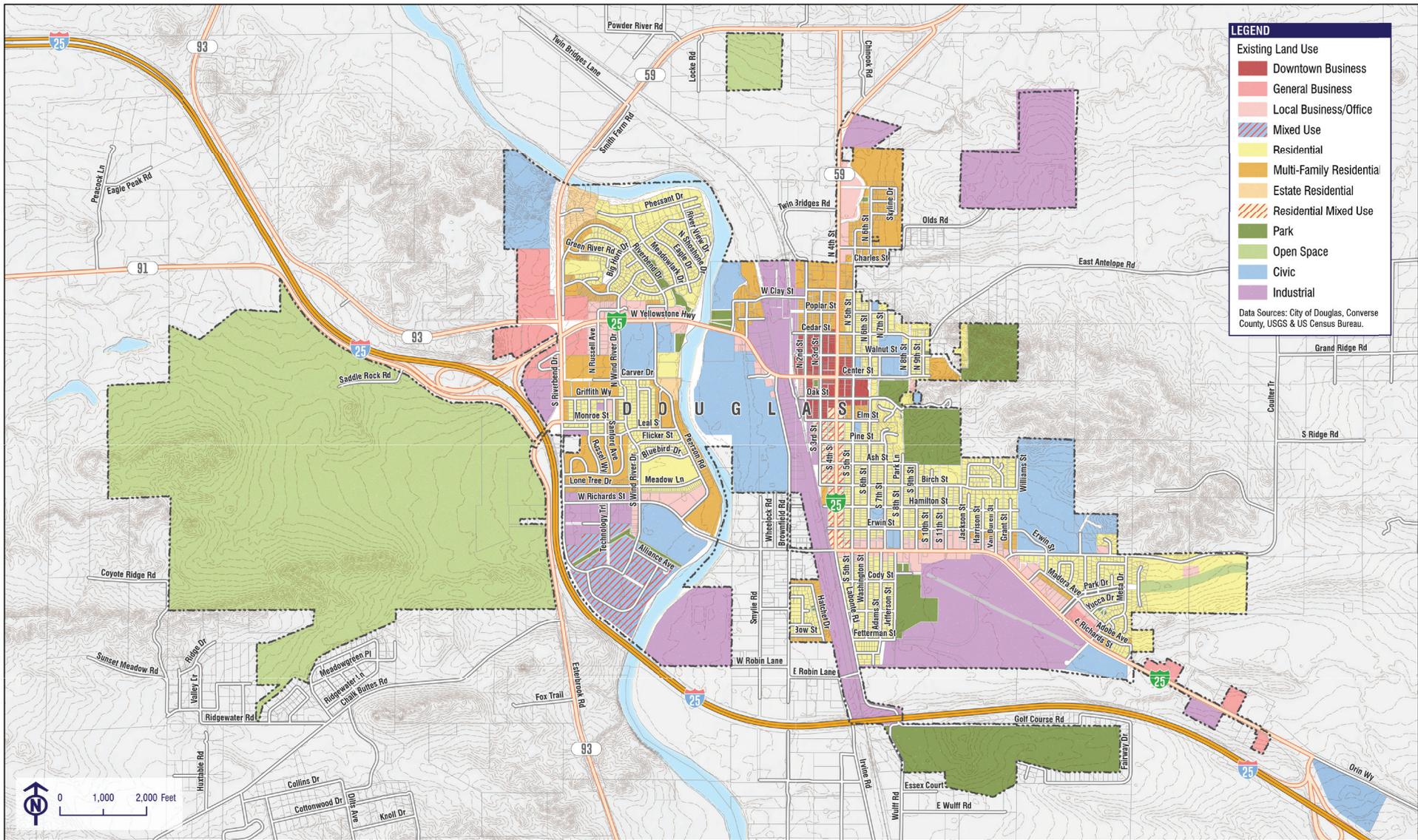


**LEGEND**

- City of Douglas
- 3-Mile Limits
- Water Bodies
- Converse County Airport
- Wetlands
- Steep Slopes (>7% & >12%)
- Soils with Building Limitations**
- Somewhat limited
- Very limited
- Floodplain**
- 0.2% Annual Chance Flood Hazard
- Flood Zone A
- Flood Zone AE

Data Sources: City of Douglas, Converse County, USGS, FEMA, US Fish & Wildlife Service & US Census Bureau.





**LEGEND**

Existing Land Use

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

Data Sources: City of Douglas, Converse County, USGS & US Census Bureau.



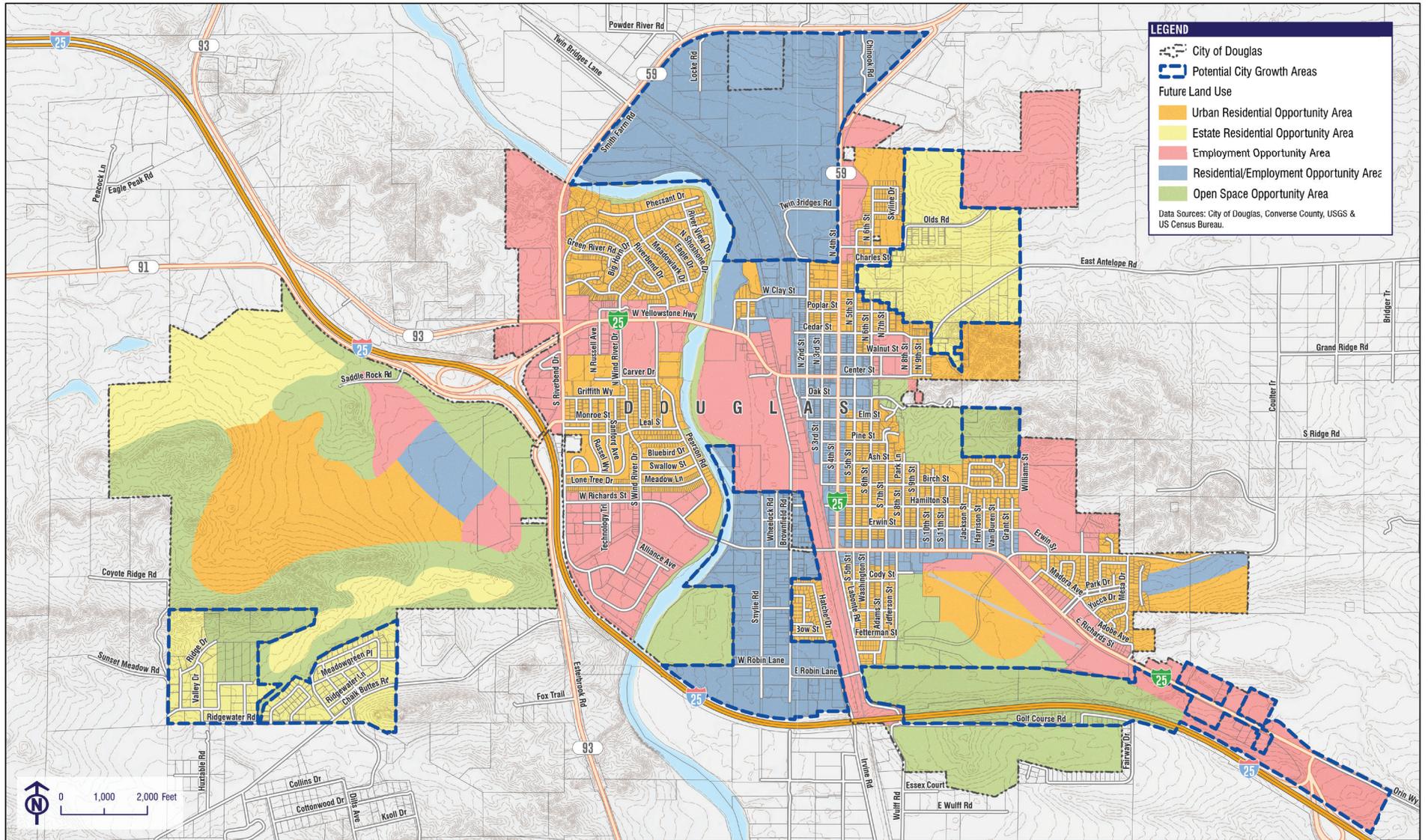
**Existing Land Use**  
Douglas Comprehensive Plan • Douglas, Wyoming



**DOUGLAS BLUEPRINT**  
Building Vision with Action

**AYRES ASSOCIATES**  
214 W. Lincolnway, Suite 22  
Cheyenne, WY 82001  
Project #1-0706 • 12.12.2025

**MAP 4**



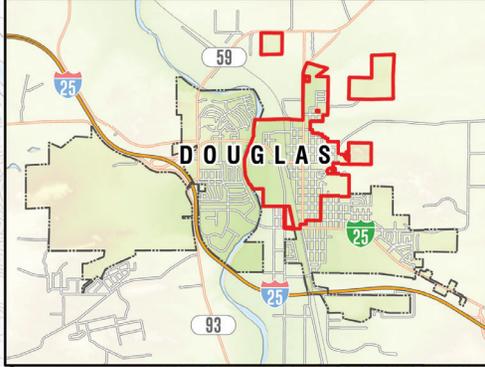
**LEGEND**

- City of Douglas
- Potential City Growth Areas
- Future Land Use**
- Urban Residential Opportunity Area
- Estate Residential Opportunity Area
- Employment Opportunity Area
- Residential/Employment Opportunity Area
- Open Space Opportunity Area

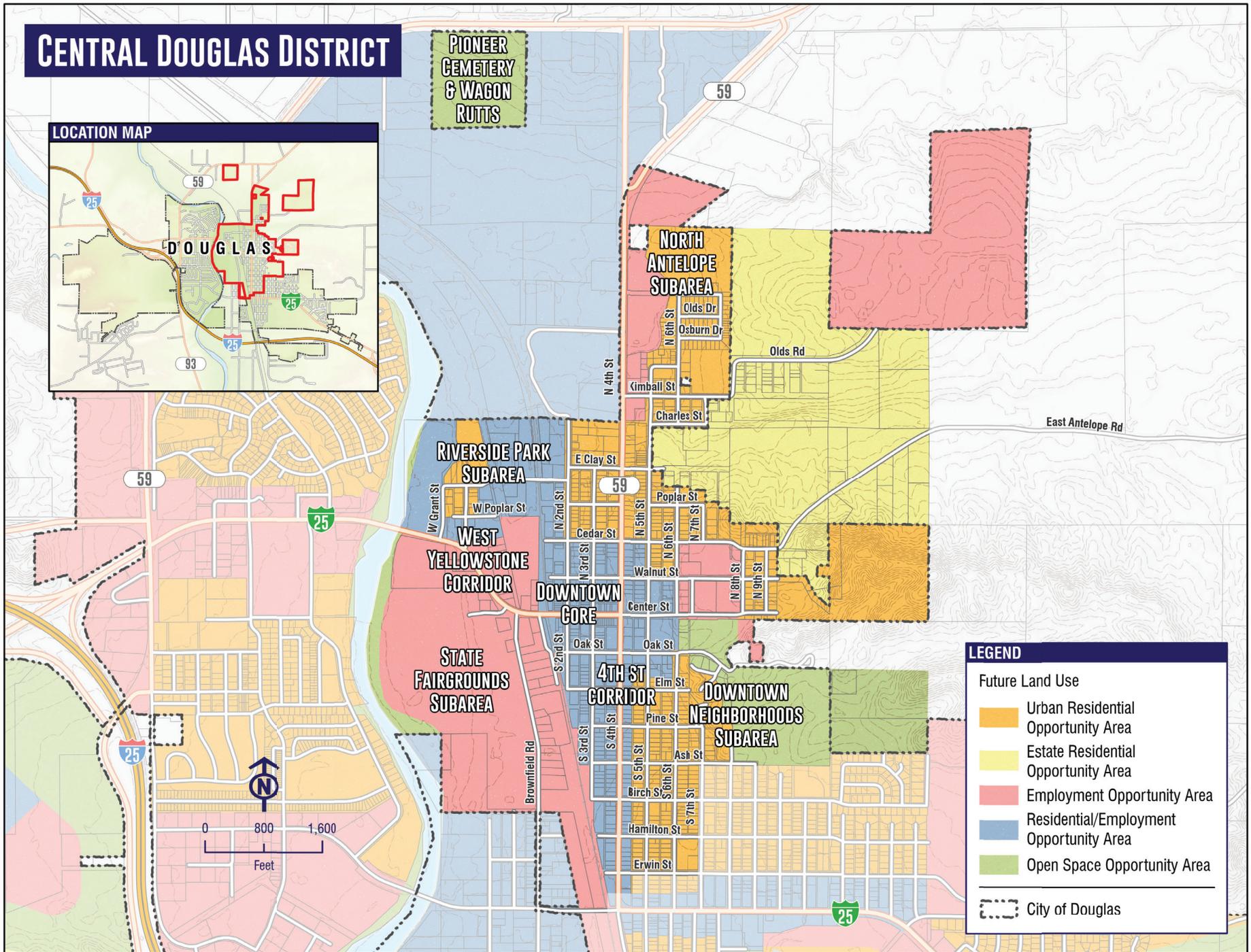
Data Sources: City of Douglas, Converse County, USGS & US Census Bureau.

# CENTRAL DOUGLAS DISTRICT

LOCATION MAP



PIONEER  
CEMETERY  
& WAGON  
RUTTS



**LEGEND**

Future Land Use

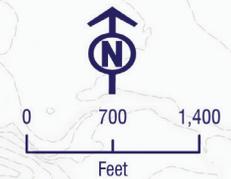
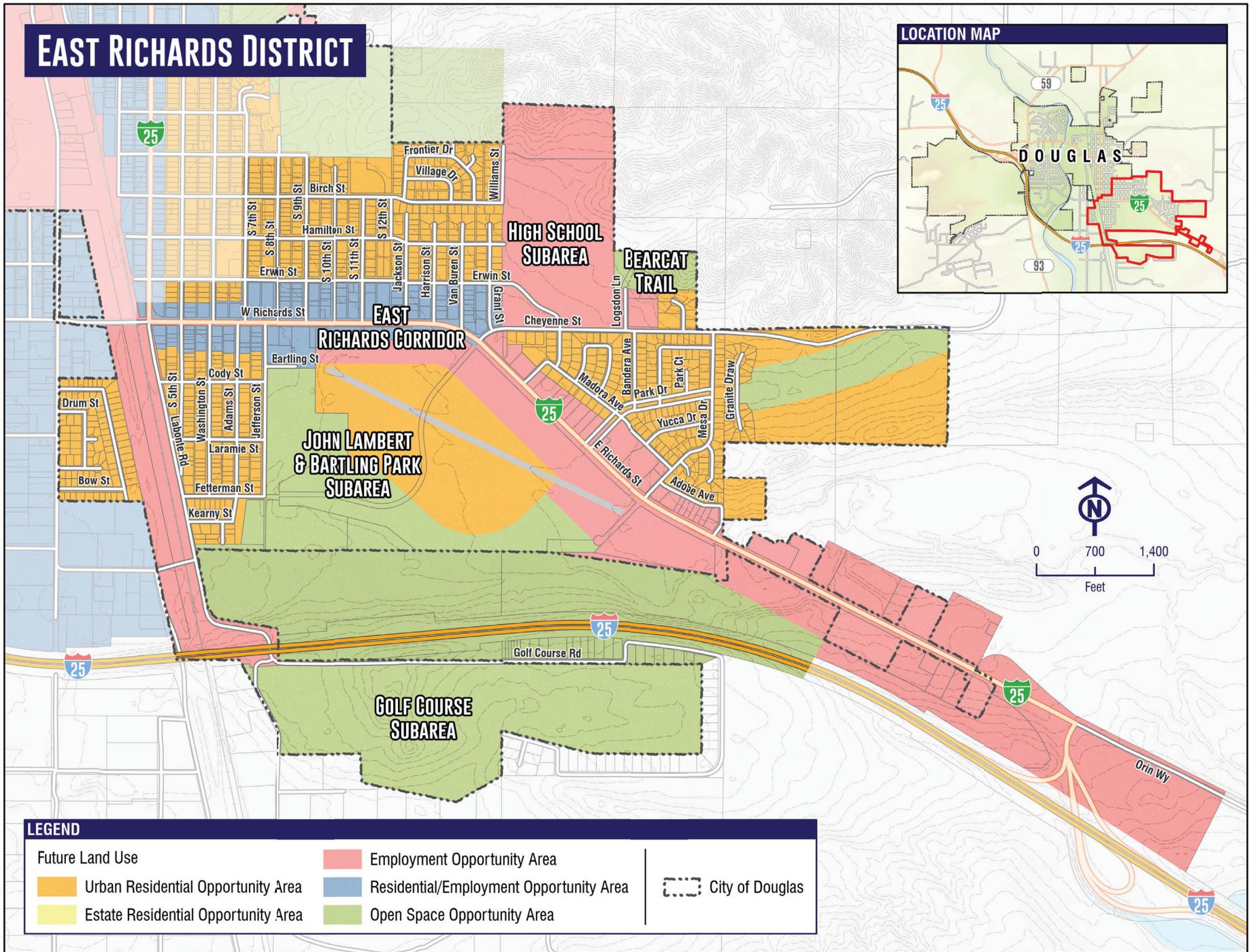
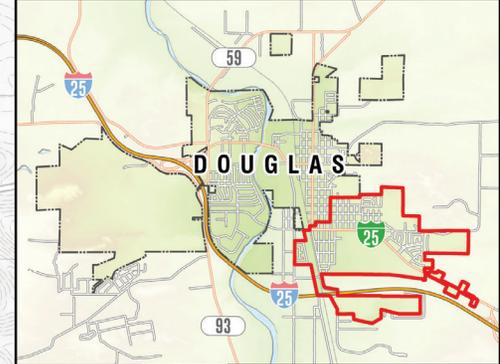
- Urban Residential Opportunity Area
- Estate Residential Opportunity Area
- Employment Opportunity Area
- Residential/Employment Opportunity Area
- Open Space Opportunity Area

City of Douglas



# EAST RICHARDS DISTRICT

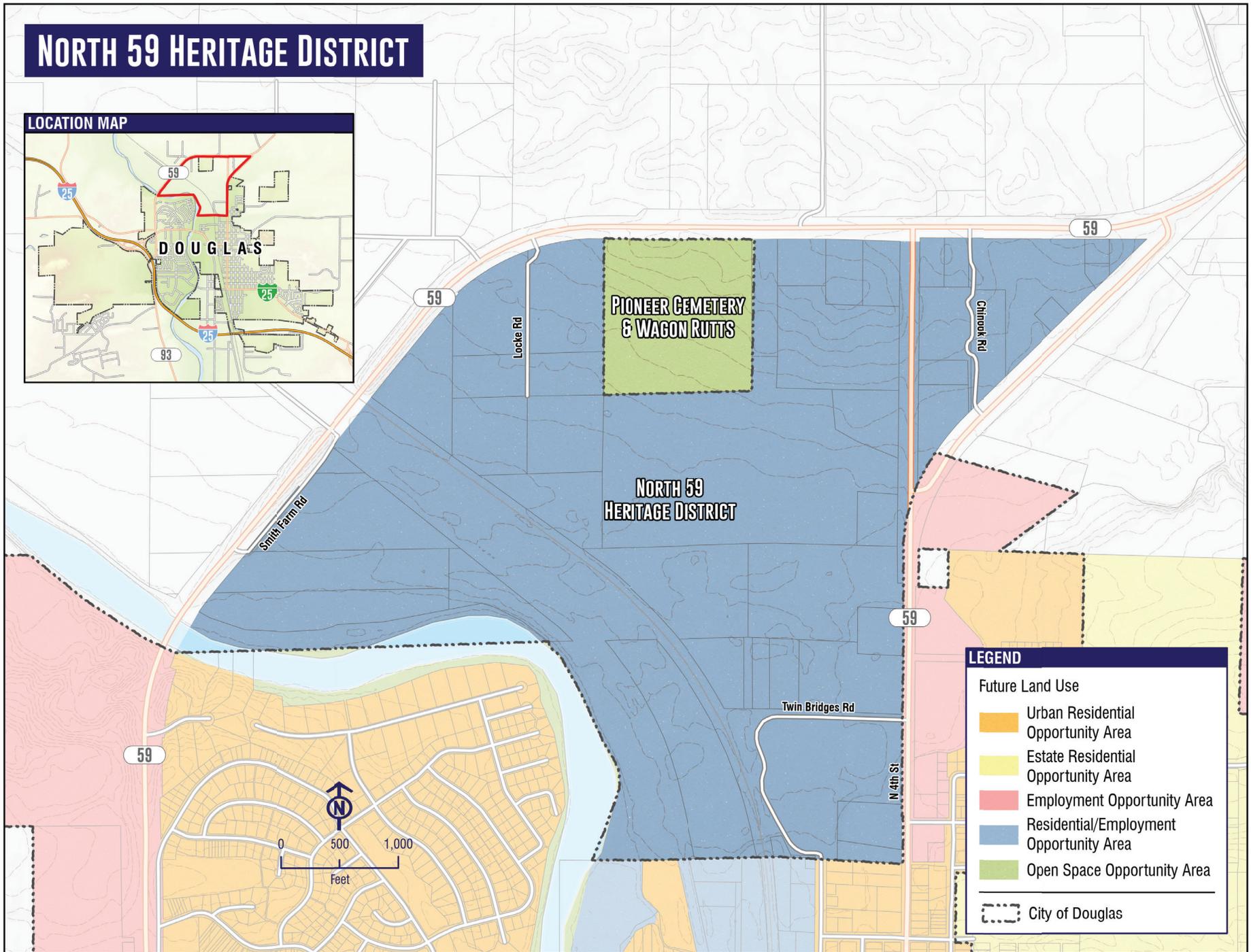
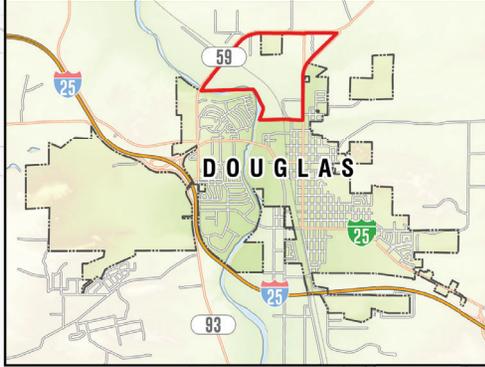
## LOCATION MAP



<b>LEGEND</b>		
Future Land Use	Employment Opportunity Area	City of Douglas
Urban Residential Opportunity Area	Residential/Employment Opportunity Area	
Estate Residential Opportunity Area	Open Space Opportunity Area	

# NORTH 59 HERITAGE DISTRICT

## LOCATION MAP



**LEGEND**

Future Land Use

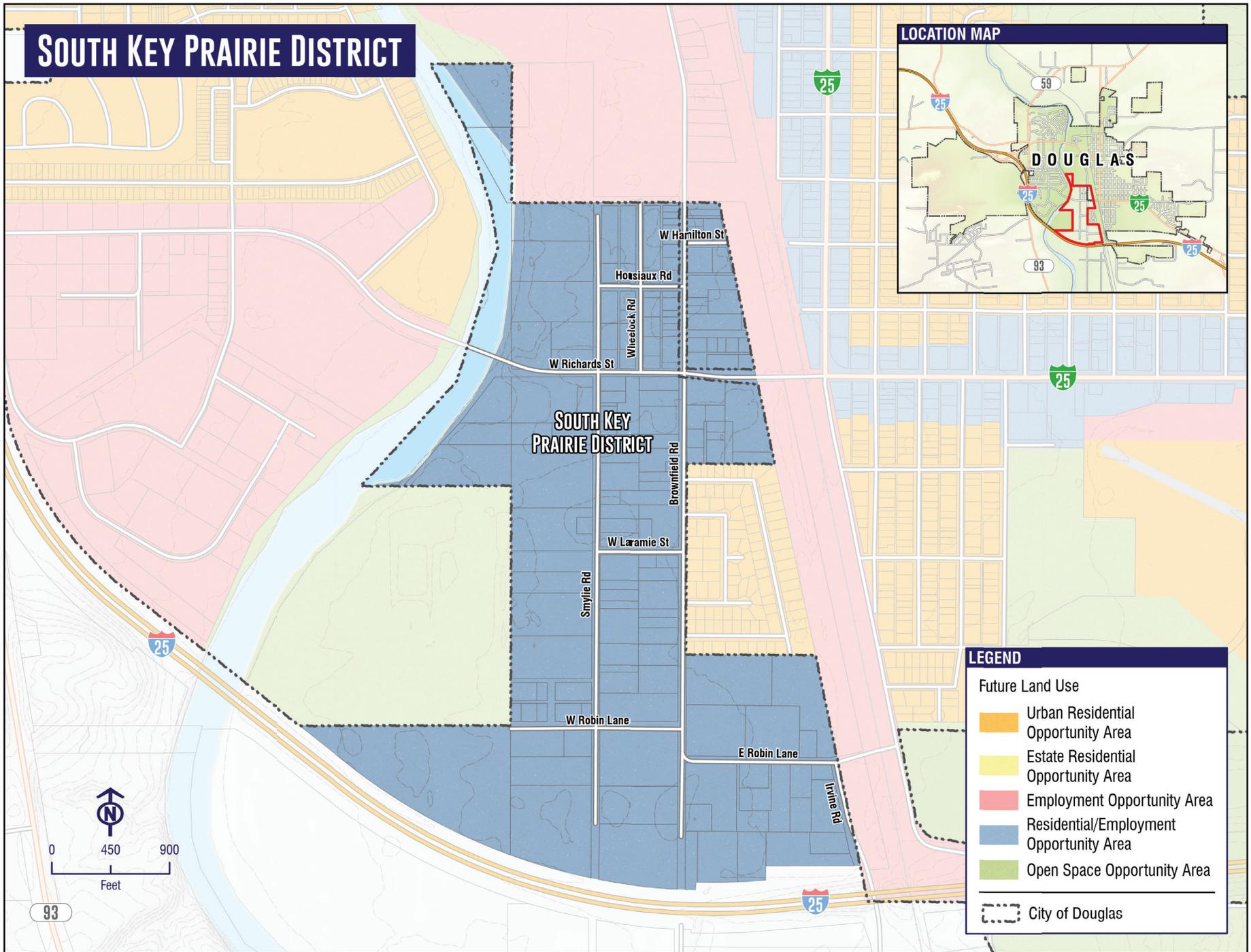
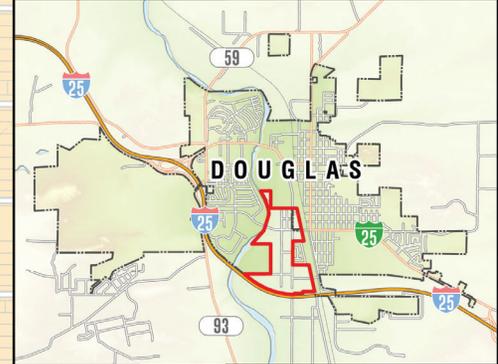
- Urban Residential Opportunity Area
- Estate Residential Opportunity Area
- Employment Opportunity Area
- Residential/Employment Opportunity Area
- Open Space Opportunity Area

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City of Douglas

# SOUTH KEY PRAIRIE DISTRICT

## LOCATION MAP



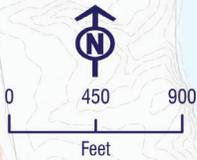
**LEGEND**

Future Land Use

- Urban Residential Opportunity Area
- Estate Residential Opportunity Area
- Employment Opportunity Area
- Residential/Employment Opportunity Area
- Open Space Opportunity Area

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- City of Douglas



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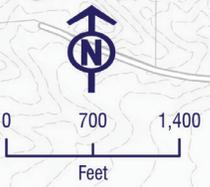
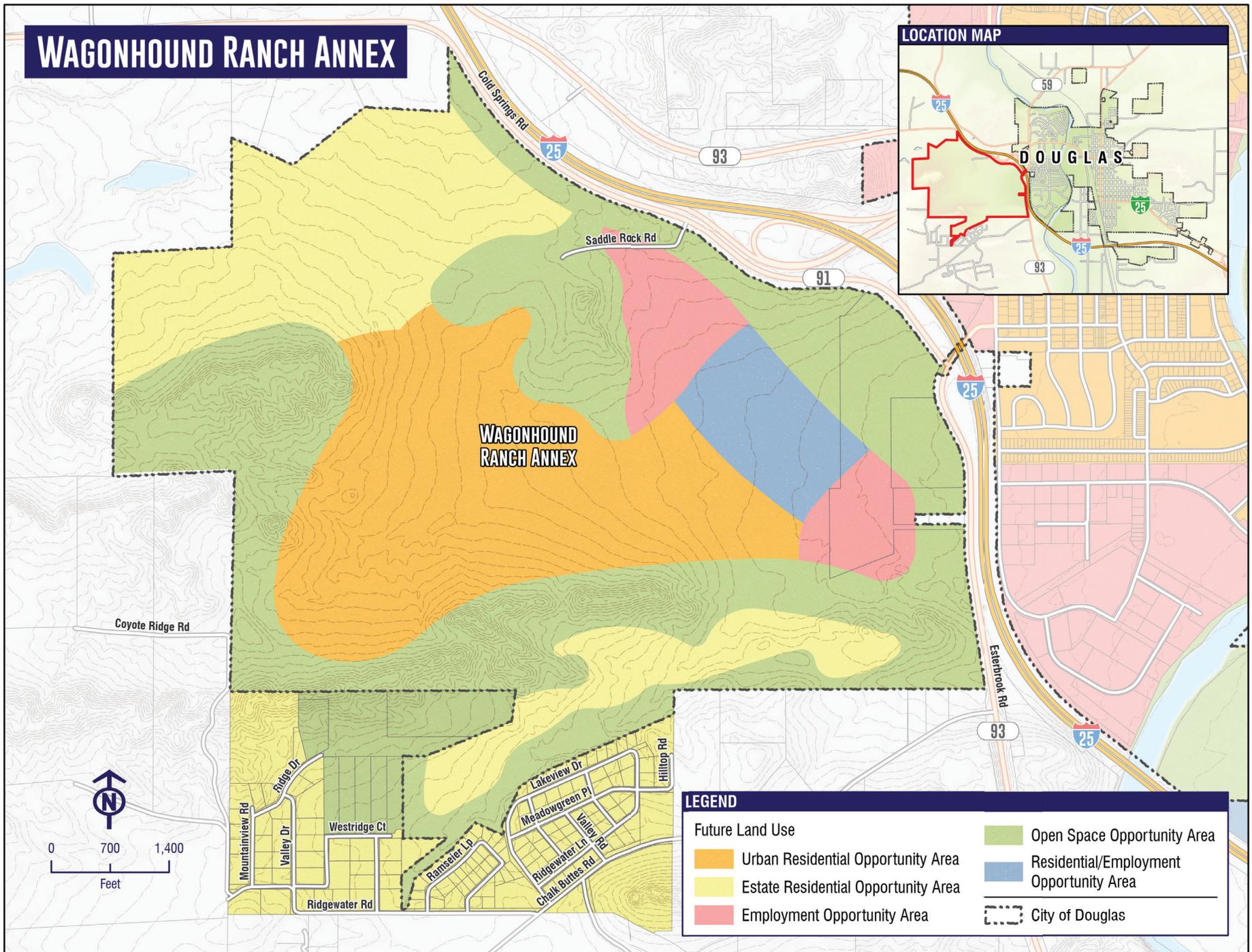
25

# WAGONHOUND RANCH ANNEX

## LOCATION MAP



## WAGONHOUND RANCH ANNEX

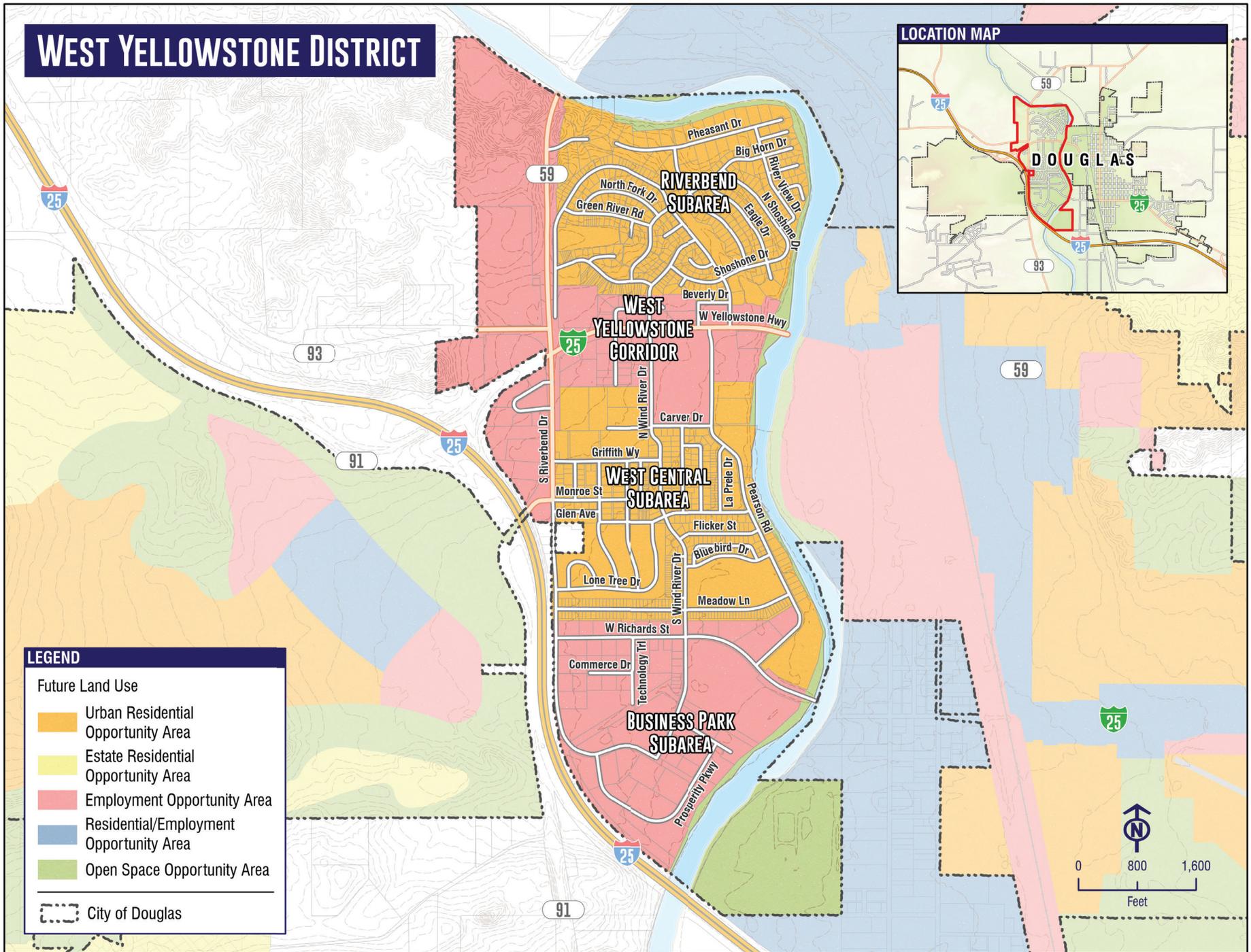
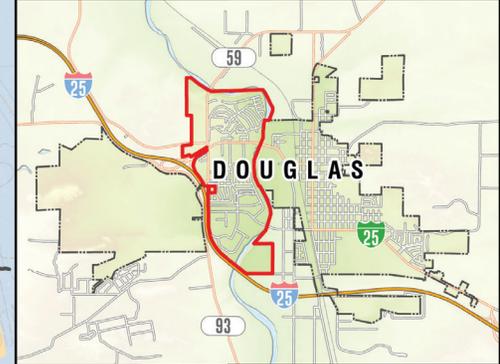


### LEGEND

- |                                     |   |
|-------------------------------------|---|
| Urban Residential Opportunity Area  | Open Space Opportunity Area             |
| Estate Residential Opportunity Area | Residential/Employment Opportunity Area |
| Employment Opportunity Area         | City of Douglas                         |

# WEST YELLOWSTONE DISTRICT

## LOCATION MAP

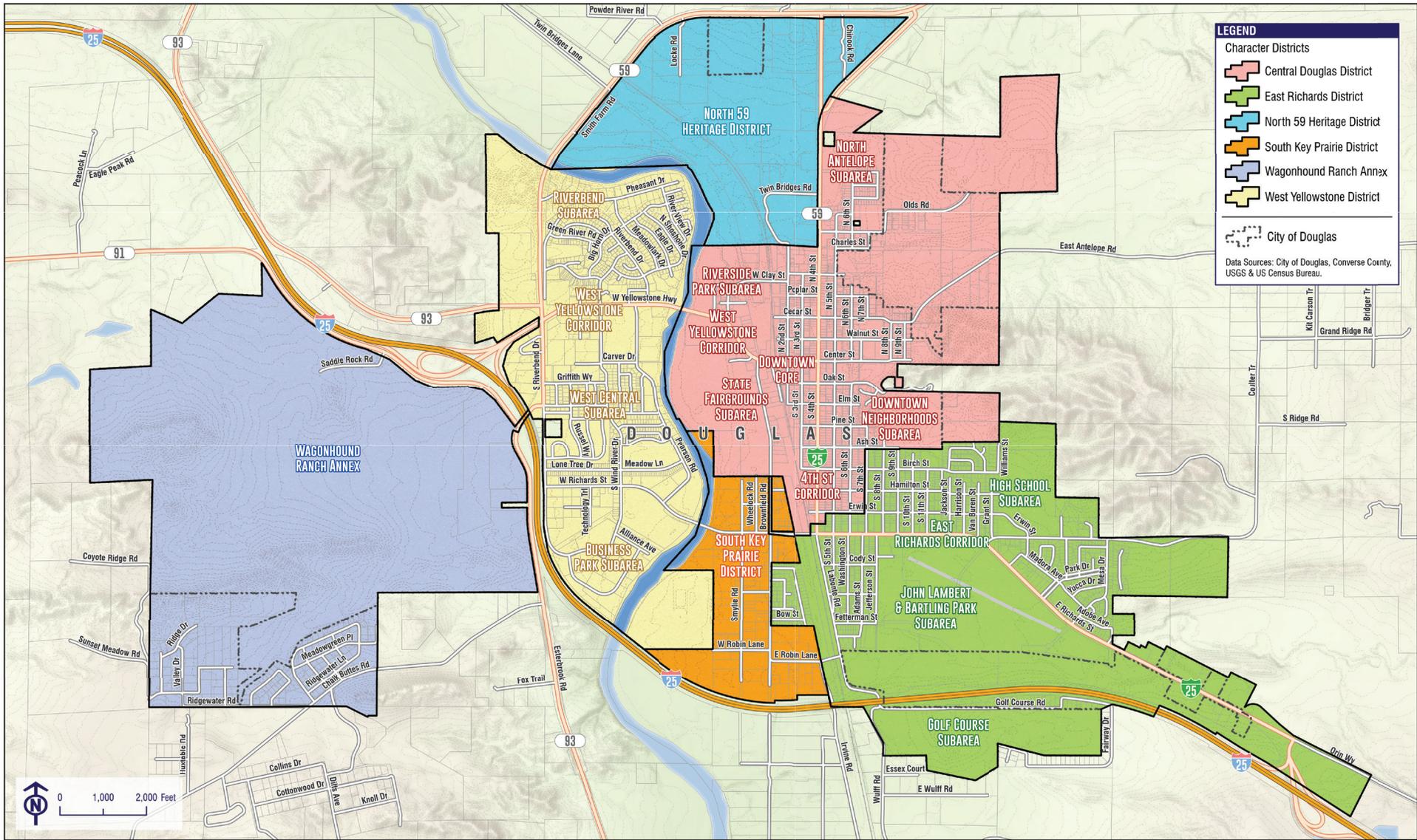


### LEGEND

#### Future Land Use

- Urban Residential Opportunity Area
- Estate Residential Opportunity Area
- Employment Opportunity Area
- Residential/Employment Opportunity Area
- Open Space Opportunity Area

City of Douglas



**LEGEND**

Character Districts

- Central Douglas District
- East Richards District
- North 59 Heritage District
- South Key Prairie District
- Wagonhound Ranch Annex
- West Yellowstone District

City of Douglas

Data Sources: City of Douglas, Converse County, USGS & US Census Bureau.

## APPENDIX C: SOURCES

- Advisory Council on Historic Preservation. 2012. Data pulled from <https://www.achp.gov/preserve-america/community/douglas-wyoming>
- City of Douglas. Data pulled from <https://www.cityofdouglas.org/155/History-of-Douglas>
- U.S. Department of Agriculture (USDA). 2023. Data pulled from [https://www.nass.usda.gov/Statistics\\_by\\_State/Wyoming/Publications/Annual\\_Statistical\\_Bulletin/index.php](https://www.nass.usda.gov/Statistics_by_State/Wyoming/Publications/Annual_Statistical_Bulletin/index.php)
- U.S. Bureau of Labor Statistics. 2024. Data pulled from <https://www.bls.gov/lau/tables.htm#mmetro>
- Wyoming Department of A & I. 1997. Decennial Census Data. Data pulled from [http://eadiv.state.wy.us/demog\\_data/](http://eadiv.state.wy.us/demog_data/)
- Wyoming Historical Society. 2014. Data pulled from <https://www.wyohistory.org/encyclopedia/peace-war-land-and-funeral-fort-laramie-treaty-1868#:~:text=In%20March%201866,%20when%20whites%20and%20Indians%20together%20at%20Fort>
- Wyoming State Fair. Data pulled from <https://wystatefair.com/wyoming-state-fair-about/>