

2010  
CITY OF DOUGLAS

COMMUNITY DEVELOPMENT  
PLAN



Adopted \_\_\_\_\_

## **ACKNOWLEDGEMENTS**

### **DOUGLAS CITY COUNCIL**

Mayor Marilyn Werner  
Bob Chiapuzio  
Kathy Russell  
Val Marshall  
Tony Reynolds

### **DOUGLAS PLANNING COMMISSION**

Imo Harned, Chairman  
Dave Angiolillo  
Mike Flaherty  
Liz Batton  
Ron Barnard  
Carol Johnston

The City of Douglas would like to thank the members of the community, the elected officials, and the staff members who participated in the creation of the Converse County Together Now and Tomorrow – A Growth Management Plan, as well as the 2010 City of Douglas Community Development Plan.

## RESOLUTION

**WHEREAS**, the Douglas Planning Commission is empowered under the provisions of Wyoming Statutes 15-1-501 through 15-1-512 to prepare and adopt a Community Development Plan for the physical development of Douglas and its environs, and;

**WHEREAS**, this Community Development Plan involves the usage of land within the incorporated limits of the City of Douglas as well as land in the one-mile peripheral unincorporated area adjacent to the city limits, and;

**WHEREAS**, the adoption of the Community Development Plan shall promote public health, safety, and welfare as well as efficiency and economy in the development process for this Douglas Planning Area.

**NOW, THEREFORE, BE IT RESOLVED**, by the Douglas Planning Commission, that the Community Development Plan for the City of Douglas, with the accompanying maps, including the Douglas Future Land Use and Douglas Future Transportation maps, be approved and adopted as the Community Development Plan.

Passed, approved, and adopted this 18<sup>th</sup> day of October,  
20 10.

  
Imo Harned, Chairman  
Douglas Planning Commission

Attest:

  
Patricia Larson  
Community Development Administrative Clerk

**CERTIFICATION**

**Community Development Plan**

**City of Douglas**

**TO:** Douglas Mayor and City Council

I hereby certify that the copy hereto attached is a true copy of the Master Planning Document for the City of Douglas, approved and adopted in accordance with Wyoming State Statutes 15-1-501 through 15-1-512. The original is on file in the City of Douglas City Clerk's Office.

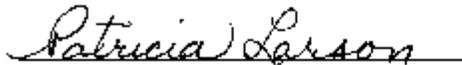
Prior to approval and adoption, the Plan was made available for public inspection on the 6<sup>th</sup> day of October, 2010, and a Public Hearing on the same was held the 18<sup>th</sup> day of October, 2010.

Signed this 18<sup>th</sup> day of October, 2010



**Imo Harned, Chairman**  
**Douglas Planning Commission**

**ATTEST:**



**Patricia Larson**  
**Community Development Administrative Clerk**

**A RESOLUTION REVISING AND ADOPTING THE COMMUNITY DEVELOPMENT PLAN FOR THE CITY OF DOUGLAS**

**WHEREAS**, the Douglas City Council supports the development of rules and regulations, which shall allow the City to promote public health, safety, and welfare, as well as innovation, efficiency and economy in the development process for this community; and

**WHEREAS**, the Douglas Planning Commission is empowered under the provisions of Wyoming Statutes 15-1-501 through 15-1-512 to prepare and adopt a Community Development Plan for the physical development of Douglas; and

**WHEREAS**, this Community Development Plan involves the usage of land within the incorporated limits of the City of Douglas;

**NOW, THEREFORE, BE IT RESOLVED**, by the Governing Body of the City of Douglas, that the Community Development Plan for the City of Douglas, with the accompanying maps, including the Douglas Future Land Use, the Douglas Future Transportation and the WYDOT Street Classification maps; and descriptive and explanatory matter be approved and adopted as the Community Development Plan for the City of Douglas.

**Approve and adopted** this \_\_\_\_\_ day of \_\_\_\_\_, 20\_\_\_\_.

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Marilyn Werner, Mayor

**Attest:**

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Cheryl Ewing, City Clerk

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**CITY OF DOUGLAS**  
**COMMUNITY DEVELOPMENT PLAN**

<b>Section I</b>
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**INTRODUCTION**

The first Land Use Plan developed by the Town of Douglas was approved in March, 1976 as part of an Interim Concept Plan that included goals and policies, population trend estimates, physical and environmental characteristics, housing analysis, transportation modes, and land uses. In 1982, a new Growth Policy Plan was adopted. During the seven years between plans, data was collected covering the many substantial changes in Douglas. In 1991, the City, in conjunction with a number of consultants, added a Community Development Plan Amendment to the Growth Policy Plan, to take into account goals, objectives, and policies for the future of the Entryways and Core Area of the City of Douglas.

The adjustments and changes made to the Growth Policy Plans adopted in the past took place due to a number of factors. Some of the most significant factors included:

- The approximate doubling of population between 1977 and 1982.
- Past annexations of land areas contiguous to the City of Douglas in anticipation of expected rapid population growth;
- Completion of capital facilities improvements, including the Municipal Water Treatment Facility; Wastewater Treatment Facility, and the Richards Street Bridge; and, construction of a new Converse County Airport north of Douglas.
- The Development of the Highway 59 By-Pass.

A 1997 revision to the Plan updated and improved upon the 1982 Land Use Plan to incorporate modifications providing planning and decision making guidance for the future health, safety, and welfare of the public. The study area included all lands within the incorporated limits of the City of Douglas as well as within the one mile peripheral area to the City limits

This 2010 revision is based to a significant degree upon an innovative county-wide effort to develop a comprehensive growth management plan by the various incorporated communities, the county, and the local economic development entity under the umbrella of Converse County Together Now & Tomorrow (CCTNT). The purpose of the CCTNT document is to provide a unified guide for all governmental entities in Converse County regarding land use and public investment decisions to address the balance of community health, safety, welfare, and individual rights.

## Section II

### **GOALS AND OBJECTIVES OF THE PLAN**

This Community Development Plan is designed to be a guideline for planning and decision-making, a tool for local government, developers, business persons, the general public, and others interested in the future of Douglas. It should be recognized that the Community Development Plan is primarily a foundation, or basic reference point, from which to consider future situations on an individual basis.

Every part of this Community Development Plan has been designed to be readily understandable and useful to the general public by using generally accepted meanings of words and a common sense approach. This Plan has been developed, and is to be implemented, with full consideration given to the fact that its goals and objectives can be achieved only through everyday planning, citizen support and participation, a commitment by decision makers to the principles, and by appropriately re-evaluating this Plan as community goals, values, and circumstances change.

One of the main objectives of this Plan is to provide guidance for government in planning for the population growth and physical development process of the Douglas Planning Area, so that all governmental entities within the planning area act in a consistent and coordinated effort toward the same goals, as delineated in the CCTNT Growth Management Plan. In formulating policies for planning and development in the Douglas Planning Area, the following goals and objectives should be observed:

- Orderly growth and balance by encouraging housing, retail and service growth in a responsible manner focusing on the location of existing essential infrastructure and the fiscally responsible development of further service, while respecting key community values;
- Sustainable economy by encouraging the expansion and diversification of industries and jobs, and the development of new commercial and light industrial locations;
- Diverse housing that meets immediate growth needs and provides for long-term quality neighborhoods for different income levels, ages, and lifestyles;
- Transportation connectivity that addresses current and long-term maintenance of roads and streets and provides for alternative forms of transportation as demand evolves;
- Efficient provision of quality infrastructure improvements and utilities;
- Provision of high quality social services, law enforcement, fire protection, and emergency medical services in coordination with health and human service providers and school districts;
- Conservation of natural resources by encouraging development away from flood plain areas, and continued efforts to build the public inventory of trees, enhance the North Platte River corridor, and preserve area historic trails.

### **Section III**

#### **VISION STATEMENT**

This Community Development Plan is intended to support the Vision Statement for the City of Douglas, which was adopted by the Douglas City Council on February 23, 2009.

- ❖ The Home of the Jackalope will continue to be one of the friendliest and Best Small Towns in America.
- ❖ Our attractive community has a sense of pride, a sense of caring and a sense of place.
- ❖ We focus on preserving the heritage of the past in an effort to create an identity for the present and a vision for the future.
- ❖ We are committed to preserving our small town values, fostering community pride in our western heritage and its inherent values and spirit of independence.
- ❖ We value the contributions of our citizens and recognize the importance of youth in shaping the present and the future of the Douglas community.
- ❖ We will provide a high quality of life for our citizens and will encourage community-oriented governance through partnerships with citizens, public and private organizations.
- ❖ We understand the value of investing in our community in order to create a diversified, healthy economy and will encourage responsible, progressive development that will lead us into the future.

## Section IV

### **COMMUNITY PROFILE**

#### **History**

Douglas is situated along the North Platte River, and was incorporated in 1887 as a result of the extension of the Fremont, Elkhorn and Missouri Valley Railroad. The City is named after Stephen A. Douglas, the noted statesman from Illinois with powerful ties to the railroads of the period. It is known worldwide as the “Home of the Jackalope”, a mythical creature half jackrabbit and half antelope. Rich in history, Douglas lies along a number of historic trails, including the Oregon and Bozeman trails. The history of the area includes Native American heritage and culture; frontier Fort Fetterman, located eight miles away; and the establishment of small homesteads and large ranching operations. Railroads played an influential role in the original design and development of the city of Douglas, as it served as a major shipping point for the cattle and sheep industries.

Douglas was a stable, static community until World War II, when it became the location of an extensive prisoner of war camp. During the camp’s three year life span it was home to 3,000 German and Italian prisoners and 500 U.S. Army personnel. Following the war the population dropped back to its historic level of 2,000. The 1970s brought major changes to the community and the county as uranium, oil, coal, and gas developments spurred increased activity and population. That growth leveled off, leaving a stable population of 5,000 with modest growth over the past twenty years.

#### **Location**

Douglas is located in the eastern part of central Wyoming and is the County Seat of Converse County. Burlington-Northern/Santa Fe Railroad and the Union Pacific Railroad operate in the Douglas area and serve the coal mining areas north of Douglas. The southern terminus for Wyoming State Highway 59 lies at the center of Douglas, while Interstate Highway 25 passes to the south and west offering access to metropolitan centers beyond the area, such as Casper, fifty miles to the west, and Cheyenne (the State Capital), one hundred thirty miles to the south.

Major land uses within the county include rangeland, dryland farming, irrigated agricultural lands, surface coal mining, in-situ uranium production, and oil and natural gas production. The Powder River Basin Coal field north of Douglas is the largest coal deposit in the United States and impacts population and employment in the Douglas area.

#### **Climate**

Prevailing winds from the west, coupled with an average annual precipitation of 14.2 inches, produces the semi-arid prairie surrounding Douglas. With generally dry summers,

the winter snowfall supplies a large portion of the annual moisture. The average wind speed is 10.3 mph. The average annual snowfall is 52 inches. The annual mean temperature in the Douglas area is 47 degrees with an average July high temperature of 87 degrees and an average January low temperature of 11 degrees. The average growing season in Douglas is 132 days.

## **Topography**

Nestled along the banks of the North Platte River, Douglas is surrounded by rolling hills rising to mountainous terrain in the area of Laramie Peak, approximately thirty (30) miles south of Douglas. A multitude of drainages from the hills to the river have created a moderate topographic relief in this region. The base elevation of the City is 4,830 feet.

## **Infrastructure**

### **Water**

The City of Douglas has three sources of water adequate to meet the conservative needs of a population of 10,000 to 15,000. The Little Boxelder Spring, a high quality gravity-fed water source located west of Douglas, provides up to 1.7 million gallons per day and meets the water demands for the current population in the fall and winter. The second source of water is the Water Treatment Plant which treats water from the North Platte River; and also contains the municipal lab, which performs daily tests on the city's water supply. The Water Treatment Plant has a production capacity in the summer of 2 million gallons per day. It is not designed to service the community in the winter, but can be brought online under emergency circumstances. The third source of water is the 1.5 million gallon per day Sheep Mountain Well. This well supplements the city water supply during peak demand. Water is potentially available for users outside the city limits provided a rural water service improvement district is in place for the area to be served.

The City has four water storage facilities: a three million gallon and a one hundred thousand gallon tank west of the city, a two million gallon tank at the cemetery, and a one million gallon tank east of the city.

### **Wastewater**

The City's wastewater treatment system is four cells with one anaerobic pre-treatment cell and three complete mix aerated lagoon cells. The design capacity of the system could serve a population of approximately 15,000.

### **Landfill**

The Landfill facility is owned and operated by the City. It handles approximately 37,000 cubic yards of material per year and has a sixty two year design life as of 2009.

Additionally, the City engages in an active recycling effort that collects approximately twenty tons of recyclables every six weeks, and has a successful neighborhood composting program. The City is currently challenged with facing new DEQ regulations which will require substantial modifications to the existing facility.

### **Public Rights-of-Way**

The Wyoming Department of Transportation repairs and maintains State Highways 20/26 and 87 within the Douglas Community. This includes the designated arterials of East Richards Street, South 4th Street, Center Street and West Yellowstone Highway. The City repairs and maintains all other public rights-of-way within the community, including approximately 65 miles of paved streets and alleys.

### **Other Utilities**

Electricity service is provided by Rocky Mountain Power. Natural gas service is provided by SourceGas. Qwest supplies local telecommunications service. Communicomm provides cable television service. Fiber optic capacity and cable modem access to the Internet is available in the Douglas community.

### **Police Department**

The Police Department is staffed by seventeen certified police officers, one who also serves as a School Resource Officer; five certified dispatchers; a Community Services Officer; a Clerk of Municipal Court; and an administrative clerk. All police officers and dispatchers are required to be Police Officer Standards & Training (POST) certified through the Wyoming Law Enforcement Academy. The department also operates a volunteer Retired Senior Volunteer Patrol (RSVP) program, which offers daily house watch checks and may work with crime prevention citizen groups, under the direction of a sworn officer.

### **Parks/Recreation**

Nearly 180 acres of public parks and open spaces provide the community with a variety of recreational opportunities. Baseball fields, tennis courts, a skateboard park, horseshoe pits, bike paths, soccer fields, access areas to the North Platte River, ponds, free overnight camping, playgrounds and picnic areas are available in the community. Spaces for large gatherings or community events are available at Keith Rider, Jackalope Square and Bolln Memorial, Washington, and Bartling Parks. The Douglas Railroad Interpretive Center is located at Locomotive Park. The Douglas Municipal Waterpark features an outdoor swimming pool with two water slides and a splash park. An ice skating rink, operated by the Youth Hockey Association is located at the Wyoming State Fairgrounds and is available in the winter months. Converse County School District No. 1, in conjunction with the Douglas Youth Recreation Commission, operates the Community

Recreation Center, an indoor swimming pool, and a number of organized athletic programs.

The Douglas Community Golf Course is owned by the City and operated by the Community Club. The course features an 18 hole scenic golf course complimented by a pro shop and full service restaurant. With a challenging par 71, the course ranks among the top in the state.

The North Platte River is a premier recreational area within the community with its extensive network of bike paths, fish and wildlife habitats and picnic areas. Abundant wildlife and outdoor recreational opportunities are an important asset to the area.

The Medicine Bow National Forest, located approximately one hour south of Douglas, offers campgrounds, hiking, fishing and winter recreational activities. The Thunder Basin National Grasslands, north of the city, provides hiking, fishing, hunting and scenic opportunities. Trophy antelope, elk, and deer hunting brings enthusiasts from throughout the United States.

### **Cemetery**

The Douglas Park Cemetery, established in 1902, is a beautiful and serene 40 acre facility owned and carefully maintained by the City. Expansion capacity is expected to be sufficient for 50 years from the date of this plan.

### **Fire Protection**

The City of Douglas and Converse County maintain a volunteer 45 person department with one fire station equipped with two pumpers, two tanker pumpers, six fast attack units, a 50' snorkel ladder truck, 114' aerial platform truck, a plow truck, a rescue unit, and a command vehicle.

### **Education**

Douglas has a primary school serving kindergarten through second grade with an average 2009 population of 383 students, an intermediate school serving third through fifth grade with 369 students, a middle school for sixth through eighth grades with 359 students, and a high school averaging 534 students. The four rural schools in Converse County School District No.1 have approximately 47 students. An effort is underway to add an additional facility to serve the elementary grades.

Eastern Wyoming College has a branch campus in Douglas and offers a variety of basic academic associate degrees and vocational courses, serving a population of approximately 200 students per semester. Non- accredited community education classes are also available.

Douglas is also home to the Wyoming Law Enforcement Academy, a state facility

providing training for all Wyoming peace officers, detention officers, communication personnel, and coroners, as well as providing training opportunities for out of state law enforcement personnel. The Academy oversees the state Homeland Security Training, as well as a number of advanced training and education programs on a variety of topics.

### **Medical Facilities**

Memorial Hospital of Converse County is a 25 bed Critical Access facility with a complete laboratory, leading-edge diagnostic equipment, physical therapy and medical teleconferencing capabilities. Extensive outpatient services are provided by a number of visiting regional specialists who supplement the staff of board certified physicians serving the community. Temporary lodging for families of patients is available on a donation basis at Bobbi's House, a hospital hospitality house affiliated with the hospital.

Wyoming Medical Center is expected to open a specialty clinic in early 2011.

Medical services in the community are complemented by the Converse County Health Department, a variety of home health care services, and an extended care facility.

### **Human Services**

The City of Douglas provides financial support to a wide variety of social service agencies and organizations which provide services essential to the community's welfare.

Solutions for Life is a private, non-profit organization which provides comprehensive mental health and substance abuse treatment, education, and consultation to area residents.

The Douglas Senior Citizen Center provides meals, health services and recreational programs for the local senior citizens, as well as an adult day care. Three senior housing facilities serve the Douglas area.

The Douglas Child and Family Development Center provides programs for Early Head Start, Head Start, and developmental disabilities from birth to age 5.

The Converse County Coalition Against Violence provides services and community education for victims of domestic violence, sexual assault, and other violent crimes.

Jubilee House provides a transitional home for women upon release from prison or as an alternative to incarceration, while on supervised probation. In addition to housing, the program offers opportunities for education, employment, and counseling to encourage and support residents in becoming responsible, contributing members of the community.

The Boys and Girls Club offers a safe environment for children 5-18 that provides affordable developmental courses, recreational activities and a variety of services through

after school and summer programs. The Club currently serves approximately 250 children.

### **National Guard Armory**

Douglas is the home of the Wyoming National Guard's 30<sup>th</sup> Alpha Company, 960<sup>th</sup> Brigade Support Battalion, a distribution company providing water purification, fueling, and supply support for a fire brigade. The Armory was constructed in 1993 and is available for community activities.

### **Wyoming State Fair**

Douglas is home to the Wyoming State Fair. First held in Douglas in 1905, the State Fair is an annual, week -long event filled with rodeos, commercial exhibits, grandstand attractions, carnival events, and livestock, agricultural and arts and crafts shows. Off-season activities fill the fairgrounds year-round with a variety of events from horse shows to conferences, with facilities including four primary arenas, a full service cafeteria seating 570, capacity for 600 plus recreational vehicles with a 456 space campground with full hookups, shower, and restroom facilities, 277 horse stalls, an equine center with 238 stalls and seating for 750, two state of the art livestock pavilions totaling 130,000 square feet of exhibit space with show rings, dormitories with a total occupancy load of 952, park and picnic areas, and exhibit and meeting spaces to accommodate up to 4,500.

The facility also provides space for an equine therapy program for children and for the Converse County Ag Extension office, which provides services in the areas of 4-H, agriculture, and family and consumer services.

### **Wyoming Pioneer Museum**

The Fairgrounds is also home to the Wyoming Pioneer Museum, operated by the State of Wyoming. This facility is dedicated to collecting, preserving, interpreting, and displaying historical and cultural materials related to the Westward Expansion, to the West in general, and to Wyoming pioneers in particular.

### **Library**

The Converse County Library has a total volume of over 65,000 items, including books, DVDs, compact discs, magazines, and audio books along with internet access and interlibrary loan availability, serving almost 110,000 visitors a year through a variety of services and events.

### **Churches**

Douglas is served by approximately 17 churches, representing a cross section of denominations.

### **Converse Area New Development Organization**

Converse Area New Development Organization (CANDO) is a non-profit economic development agency serving Converse County by aiding in future infrastructure planning, encouraging new businesses, and developing retention and growth strategies for existing businesses, while respecting the area's dedication to its' quality of life. Specific services include business recruitment, in general and specifically for location in the recently developed Douglas Business Park; working in conjunction with Eastern Wyoming College to provide customized workforce training for area employers and pre-employment training; personalized soft skills training for existing businesses in fields such as marketing, management skills, etc.; and youth development efforts.

### **Main Street Douglas**

Douglas Main Street was authorized by Wyoming Main Street, an agency of the Wyoming Business Council, in 2009. The program provides a way of strengthening local pride and promoting the downtown commercial district through focused historic preservation efforts and by utilizing the National Trust for Historic Preservation's Main Street Four Point Approach® of design, promotion, organization, and economic restructuring. The program is presently housed with the Converse Area New Development Organization. The program currently sponsors a successful farmers' market and a variety of downtown events.

### **Douglas Area Chamber of Commerce**

The Douglas Area Chamber of Commerce is housed in the historic passenger depot of the Fremont, Elkhorn & Missouri Valley Railroad located at the Douglas Railroad Interpretive Center in Locomotive Park. The organization actively promotes the Douglas area, its' businesses, and attractions; and provides a number of recreational events throughout the year for area residents and visitors.

### **Converse County Airport**

Private air service is available at the Converse County Airport. The airport is an all weather facility with two large runways (6532' x 100' and 4760' x 75') with enough strength to handle general aviation type aircraft, as well as corporate jets. Hanger space, fueling, and mechanic services are available. Commercial air service is available at nearby Natrona County International Airport.

## Section V

### POPULATION

The nature of the community's population is of major importance in understanding and developing future growth policies. Population projections for the Douglas area should be of short time frames and relatively general in nature. The estimated population in 2007 was 5624 for the City of Douglas. Statewide 2009 projections anticipate a 1 percent per year population increase for the immediate future. The population of Douglas, as in Wyoming generally, is a rapidly aging one. This translates into a diminishing skilled workforce that will require different housing options and goods and services, particularly in the area of healthcare.

The City of Douglas, Converse County, the State of Wyoming, and the Rocky Mountain Region have been greatly influenced by energy resource exploration and development activities in the past. Currently, growth trends in Wyoming, while still dominated by energy based industries, are increasingly influenced by quality of life issues.

The City of Douglas will continue to address growth in a positive manner, taking into account the general growth trends of the Western United States, as well as the potential to diversify both its economy and its population base. The Converse County Together Now & Tomorrow Growth Management Plan calls for Douglas to maintain its' livability and appeal for residents and businesses through fiscally responsible growth.

#### 2007 Demographic Information

Median Age - 35.4 years  
Percentage of Females – 51.4%  
Percentage of Males – 48.6%  
White Non-Hispanic – 91.1%  
Hispanic – 6.6%  
American Indian - 1.4%  
Other Races – 4.9%

Per Capita Income - \$25,398

2009 Unemployment Rate – 4.2%

## Section VI

### **COMMUNITY DEVELOPMENT**

#### **PRINCIPLES AND POLICIES**

##### **Community Impression**

The City recognizes that quality of life is important and that how the community looks relates directly to an impression of livability and economic vitality. An attractive community has a sense of pride, a sense of caring and a sense of place. Individual uses should not negatively affect neighboring property values.

All development is subject to appropriate aesthetic considerations and controls through the use of tools such as nuisance abatement and zoning.

Visual enhancement through open space protection, protection of scenic vistas, landscaping and plantings are used to enhance the beauty of the community. In the entryways and central core area, developers are required to follow certain design standards for landscaping and planting which are detailed in subsection Community Corridor Element.

Trees are not considered frills or cosmetic add-ons. The protection of existing trees shall be encouraged and the planting of new trees is required in new development areas.

Signage is designed to blend with the character of the neighborhood and shall not detract from the general streetscape.

##### **Community Corridor Element**

A consistent use of streetscape design elements reflecting the indigenous natural land forms, plant materials and historic characteristics shaping Douglas shall improve the visual experience for all. The goals of this element include:

- Create attractive, cohesive entryways to the City of Douglas. Entryways include 4th Street, East Richards Street, Center Street and West Yellowstone Highway.
- Tie the core area of the community to entryways through the use of consistent thematic design enhancements, providing improved access and circulation to the core area. The core area includes that property in and surrounding the downtown commercial business district bounded by Cedar Street on the north, Fifth Street on the east, Elm Street on the south and Brownfield Road on the west.

- Use of mandatory thematic landscaping requirements in the entryway area. The streetscape design will primarily use native plants with low water usage. Compatible shrubbery and plants with higher water requirements are suggested at focal points, interpretive displays and other activity centers along the corridor.
- Buffalo grass is the recommended turf grass at most locations. Fescue/perennial rye grass/blue grama grass blends shall be used for greener focal point areas.
- Boulders are suggested in planting areas to add visual interest.
- Provide for signage and written material along the entryways which promotes and explains the rich history of the community. This signage shall incorporate low stone walls, treated pine pole and beam structures and flood lit message panels.

### **Business and Industry**

Commercial development shall be concentrated in zoned commercial areas. Home occupations, where these uses are conducted entirely within a dwelling and carried on by the occupants thereof, will be allowed within residential zones. Conditional use permits may apply.

Business growth which preserves historical and culturally significant places is encouraged. The City aids these efforts as a Certified Local Government, by creating National Register of Historic Places opportunities and by providing technical assistance to areas of the community, especially those in the Core Area, which seek to capitalize on their historic aspects. Design and rehabilitation standards for the preservation of the historic integrity of buildings located within the core area have been adopted by the City and are mandatory in that area. Opportunities to promote renovation of existing building and infill vacant properties shall be a priority.

Business and industries which serve to diversify the local economy are encouraged. Examples of these include; agricultural related industries, telecommunications industries, health related industries, electronics, tourism, outdoor recreation products and services, Western Heritage products, warehousing and distribution, and catalog sales businesses.

Environmentally friendly industries and businesses will be encouraged.

The City shall evaluate alternatives to traditional infrastructure requirements in an effort to lower infrastructure costs for future development.

## **Community Services and Facilities**

The maximum usage of existing community and public facilities as multiple-use centers shall be encouraged.

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

Equipment and facilities for police, fire, ambulance and rescue agencies in the community shall be provided.

## **Education**

The City shall cooperate with Converse County School District No.1 in planning for future population growth and its impacts on demand for school facilities. Future locations and needs for schools will be a key consideration for the approval of future subdivision developments.

The City shall work with Converse County School District No.1 and other local governmental entities to develop a program to share resources and enhance educational and learning opportunities in the local government arena.

## **Health, Safety, and Welfare**

A quality environment is a prerequisite for the good health and well-being of individuals in the community. In cooperation with appropriate regulatory agencies, the City shall be proactive in the protection of the local environment, the citizens of the community and the property within the community and shall adopt rules, regulations and policies to protect the health, safety and welfare of the community.

The City shall continue to adopt and implement policies, rules, and regulations relating to:

### **Health & Safety**

The City shall continue to develop rules and regulations governing the construction, alteration, removal, demolition, use and occupancy, location and maintenance of buildings and structures within the city limits and shall encourage adoption of said regulations within the planning area. Adoption and implementation of the International Fire Code, International Building Code, Uniform Code for the Abatement of Dangerous Buildings, International Residential Code, International Mechanical Code, National Electrical Code, International Plumbing Code, International Fuel Gas Code, and International Existing Building Code assists in the protection of life and property.

The City shall not allow fireworks use or sale within the city limits.

Exceptions may be made for public displays.

Regulations for gasoline, fuel oil, crude oil or other inflammable and combustible liquids have been established.

The City has the power to declare nuisances and to require abatement of same by property owners. Nuisances shall include, but not be limited to, accumulation of refuse, garbage and debris; maintenance of sidewalks; snow and ice removal; weeds; burning of garbage and refuse; discharging offensive fluid matter; and offensive drains, pools, sewers, open cellars, pits or vaults.

The flood hazard areas of the community are subject to periodic inundation which can result in loss of life and property, health and safety hazards, disruption of commerce and governmental services. Policies shall continue to be enacted to minimize public and private losses due to flood conditions

### **Vehicles and Traffic**

The city shall continue to adopt regulations governing the movement of traffic throughout the community in order to provide a safe and efficient traffic environment.

### **Historic Preservation**

The City shall pursue and encourage opportunities for residents and visitors alike to understand and appreciate the significance of historic sites.

The City of Douglas shall maintain a Historic Preservation Commission. The Commission will conduct cultural resource surveys of structures and areas for the purpose of determining those of architectural, historical, cultural and/or archaeological significance. The Historic Preservation Commission will encourage the preservation or adaptive re-use of historic structures within the community, and the International Existing Building Code shall be utilized where appropriate.

Historic Preservation shall be a priority within the Downtown Douglas Historic District. Development and exterior renovation within this core area of the community shall require a review by a panel consisting of members of the Douglas Planning Commission, the Douglas Historic Preservation Commission, and Main Street Douglas prior to approval of a development plan or issuance of a building permit.

Design improvements that help preserve the community heritage, while strengthening economic viability in the downtown area, shall be emphasized and enhanced through the City's continued support of the Main Street Douglas program. Renovation and new development within the downtown area that provides a degree of visual continuity, retains historic integrity, and utilizes creative design solutions shall be encouraged.

## **Housing**

The City shall encourage private and public policies designed to provide adequate shelter for all residents. These policies shall include facilitating creation of affordable housing for all demographic categories.

A wide variety of housing types and prices shall be encouraged, based on present and future needs of the population, including temporary workforces.

The development of quality housing for low income and elderly persons through programs of government assistance and private development shall be supported.

Rehabilitation of existing housing shall be encouraged

The City shall evaluate alternatives to traditional infrastructure requirements in an effort to lower development costs for future housing subdivisions, without sacrificing aesthetics or safety.

## **Local Governments**

Cooperation among all levels of government within Converse County shall be encouraged by keeping other local governments informed of City activities, seeking input on City projects, and sharing information with other entities.

City annexation, subdivision and development regulations, as well as county subdivision and development regulations within the Douglas Planning Area, shall be consistent with the Community Development Plan.

The City, having adopted the International Building Code and other related codes to ensure that construction meets established life, safety and health standards, shall encourage adoption of the International Building Code for development within the county portion of the Douglas Planning Area.

The City shall promote citizen involvement in local government activities by utilizing mass media, public information programs, citizen advisory boards, student advisory boards and facilitating public outreach programs.

## **Parks, Recreation, and Natural Resources**

Where economically feasible, the City shall assist in providing a full range of recreational areas accessible to all segments of the community. The city's function is not to act as primary provider of recreational programs in the community. The City's role shall, as much as possible, be limited to the maintenance and improvement of existing city-owned parks or the development of new parks or recreational areas.

The City shall cooperate with School District No.1 in providing sites for the community's recreation programs.

The City shall cooperate with the U.S. Forest Service to promote outdoor recreational opportunities for tourists and community residents.

The City recognizes the intrinsic value of the conservation of natural resources. The City shall strive to preserve the natural beauty that enhances the area's environment. The Heritage Trail along the North Platte River shall be recognized and maintained as one of the premier recreation areas in the City.

When considering developments, the City shall take into account the impacts on all natural resources.

Under current Municipal Code, the City requires a contribution towards the funding of new parks in new subdivisions. The City will attempt to draft updated legislation which provides flexibility in both the fee basis and in the application of those funds.

Municipal operations shall be in compliance with appropriate state and federal environmental standards for air, water and land quality.

The City shall continue to make every effort to provide adequate and interlocking floodway and greenspace corridors through the utilization of utility easements, topographical elements and zoning regulations.

## **Transportation**

With public safety, aesthetics and community standards in mind, the City shall provide an integrated transportation system of local and collector streets distributing traffic to arterial routes, which adequately accommodates vehicular and pedestrian travel within the community. All street right-of-way shall have sidewalks and crosswalks, and allow for alternative forms of transportation where possible. The City shall reserve rights-of-way for collector and arterial streets, as identified in the Douglas Future Land Use Plan, to provide a connected transportation system for future residential and commercial areas. Where possible, transportation design shall be integrated into the design of neighborhoods so that Traditional Neighborhood Design (TND) elements, such as work-live, limited commercial and residential, can be designed to limit the amount of new roadways constructed and foster non-motorized travel elements.

Safety, efficiency and maintenance of the existing transportation infrastructure shall be a high priority in the community.

The City shall identify changes in all types of traffic and, where appropriate, modify infrastructure to meet public needs.

The City shall continue to work with the Wyoming Department of Transportation in the integration and development of new highways, streets, and other forms of transportation conveyance.

Pedestrian and bicycle traffic are important elements of the overall transportation plan, and provide valuable recreational components to the community. The City shall continue to provide and enhance interconnected pedestrian and trail networks such as the Heritage Trail system, as identified on the CCTNT Douglas Transportation Map.

The City shall work with the County Planning Office to coordinate future expansion of streets and roads into the county and to assure that County developments have appropriate access to developed rights-of-way.

## Section VII

### **LAND USE PLAN AND POLICIES**

#### **Introduction**

The Land Use Plan is a document which is the basis for future physical development decisions by the Local Government. The plan is a physical map of the community which is supported by goals and policies.

This section serves as the written goals and policy for the Land Use Plan Map. The map serves as the basis for any implementation regulations (i.e. zoning, development codes, transportation standards, etc.)

#### **Principles and Considerations**

The Land Use Plan is designed to achieve and maintain quality development and promote revitalization of the Douglas Urban Service Area and Planning Influence Area (see CCTNT Growth Management Plan).

All land within the City limits and designated planning area has a specific land use designation, ranging from industrial to low density residential development.

Development is most efficient when it is efficiently grouped. To save money, energy, and natural resources, new construction shall be located in or adjacent to existing development. Fringe development is discouraged to reduce isolation and the costs of providing services to the area. New areas will be allowed to develop only as services become available. The developer is responsible for all new infrastructure costs to service the development.

The costs of providing police and fire protection, utility services, and street maintenance in the transition area between City and County far exceeds the revenues derived by local governments from these areas. This will be considered when land is being annexed to the City.

Areas subject to natural hazards, such as flood zones, will be subject to City, State and Federal regulations. The City will administer and enforce flood plain regulations under the direction of the Federal Emergency Management Association.

Certain land which is valuable to the community as a natural resource or natural drainage area should be protected from intense development. These areas include the greenspace corridor along the North Platte River, green areas along the railroad, Antelope Creek area, and specified areas within the City limits.

The City will review development proposals in accordance with good planning principles including an awareness of physical constraints and natural features. Plans shall reflect those factors with proper street layout, building site location, and density allowance. There shall be an interconnected system of streets and highways, walkways, and bike

paths which serves and enhances the various areas of the community. Alternative building methods are to be encouraged in new development areas.

### **Residential Land Use**

Residential land development shall occur in areas presenting the fewest and least severe environmental constraints. Infill in Douglas historic neighborhoods shall fit the scale and character of those districts. Specific areas suitable for future housing development exist in the Meadowlark Trails, Stone River Meadows, Meadow Acres No. 2, Clearfield East, and Stone Valley Subdivisions. The John Lambert and Trails West Subdivisions shall also provide areas designated as residential combined with a mix of commercial uses.

Whenever possible, residential development shall occur in areas contiguous to present residential development, which can be fully served by local government without creating an economic liability for the community. Residential development should be designed to support existing community activity centers, school facilities, and natural amenities such as parks and open space.

The City shall encourage a diverse variety of housing options in developing neighborhoods to meet the community's long term needs. Greater emphasis will be placed on higher density housing incorporating high quality design with open space for recreation; convenient access to jobs, schools, and services; and promotion of lower impact transportation means through increased pedestrian and bike traffic. Special attention will also be paid to developing creative housing to meet the needs of an aging and diverse population.

### **Commercial Land Use**

Commercial development is encouraged to locate in designated commercial districts which conveniently provide a full range of commercial activity, minimize impact on the natural environment, and enhance rather than degrade living areas. New commercial areas shall be designed and developed to serve the resident populations, workers, and visitors, focusing on those areas identified on the CCTNT Future Land Use Map. Future development along South 4<sup>th</sup> Street shall blend with the existing residential character.

Through proper site design, landscape guidelines and residential buffer zones, aesthetically pleasing development will provide an inviting shopping environment. Businesses whose size and character are appropriate to the existing economy are encouraged. The City shall develop a comprehensive Downtown Development Plan addressing housing, commercial uses and transportation modes, to be reviewed every three years.

The appearance of gateways to the city shall continue to be improved through landscaping, clean up, and signage in rights-of-way. New development in these areas shall project a positive image of the community.

## **Industrial Land Use**

Industrial activities shall be located and buffered to protect non-industrial land uses from encroachment. Encroachment by residential uses into industrial areas is also discouraged.

Industrial activity shall be located to take advantage of transportation facilities, having as direct an access to them as possible.

Truck transportation routes to industrial sites shall be designated so they follow only major streets and highways when possible.

Potentially hazardous industry shall not be allowed within the city limits. Industry that could be considered potentially offensive to neighboring areas shall be discouraged. The City will modify existing Industrial zoning to accommodate compatible uses with adjoining properties and shall encourage Light Industrial uses in the Douglas Business Park and the Elkhorn and C&NW Railroad Subdivisions.

## **Agricultural Land Use**

The Douglas area is dominated agriculturally by the ranching industry. Ranching calls to mind the rich western heritage of the community and enhances the visual experience of visitors to the area.

Agricultural land uses within the planning area shall be preserved where possible to continue productive use of land, to provide open scenic vistas, to maintain critical habitat for wildlife and to contribute to the unique community character.

Commercial livestock barns and commercial feed lots shall not be allowed in agricultural zones or within city limits.

Developments in agricultural zones shall be compatible with existing agricultural operations. This can be achieved by encouraging protection of contiguous open space and encouraging the protection of large blocks of open space. If there is a change or development of agricultural land to residential or commercial, cluster development shall be considered.

## **Greenspace Land Use**

The natural and scenic resources found in the Planning Area are essential components of the community character. These resources also enhance the success of the tourism industry by providing an enjoyable experience to visitors and residents of the community.

The Greenspace districts are intended to promote open vegetated areas that can maintain a natural habitat for wildlife and protect the scenic qualities of areas so designated.

The Greenspace districts are defined as publicly owned open space property or property for which scenic or greenspace easements have been dedicated or purchased for the public. Also any land which shall not be developed because it does not lend itself to safe development.

All new subdivisions shall be required to provide adequate open space dedicated to the public use for the purposes of park or natural scenic easements. Eight percent (8%) of the total acreage of a new subdivision shall be dedicated to the public use to meet this requirement. In lieu of dedication, a fee may be paid by the developer to the city for the construction of public improvements within the community. Where acreage is dedicated to public use, 50% shall remain greenspace.

### **Public Lands**

Public facilities and government-owned property shall be designated as a separate land use on the Land Use Map. Public land uses may be permitted in any zoning district.

### **Landscaping**

The trend toward xeriscaping is appropriate and shall be encouraged in any new development. This includes native vegetation; Buffalo, Blue Grama, or similar low water grasses; drought resistant groundcovers, shrubs, and trees; and other water conserving landscaping ideas

## Section VIII

### **MAJOR STREETS AND ROUTES PLAN**

The Wyoming Department of Transportation Street Classification Map for Douglas and the Douglas Future Transportation Map, in combination, identify existing and proposed streets and routes: Arterial, Collector, and Local; as well as existing and future trails.

In addition to the general goals and policies for transportation set forth elsewhere in the Plan, the following standards and policies shall apply to the major streets and routes plan.

#### **Rights-of-Way**

The minimum right-of-way widths are as follows:

1. Arterial ----- 100 feet (100')
2. Collector ----- 80 feet (80')
3. Local ----- 50 feet (50')

Differing rights-of-way may be allowed in a Planned Unit Development, for topographical reasons, or other unique functional considerations.

The city's current major arterial network consists of:

West Yellowstone Highway (US26/20/87)

West and East Center Street

4<sup>th</sup> Street (State Highway 59, US 87/26/20)

Cedar Street

Richards Street

State Highway 59 Bypass, including Riverbend to Richards Street

Future identified street extensions include:

West of I-25 off Riverbend

Connection between Yellowstone Highway and Richards Street

Connection south of I-25 into the area of the Douglas Golf Course

Connection north of East Richards Street and east of current Cheyenne Street terminus.

#### **Policies**

Developers shall be responsible for the development of streets or roadways, curb, gutter, and sidewalks, and appropriate storm sewer adjacent to and within their respective subdivisions. All developments shall provide adequate access to adjacent developed areas and to designated Collectors and Arterials, in conformance with the adopted streets and routes plan. If a street or roadway is on the property line between developments, the

first developer needing access shall be responsible for constructing the full width of the street or roadway. Subsequent developers shall be required to reimburse costs to the original developer for their share of public streets adjacent to their property.

Existing streets and roadways and their respective rights-of-way shall be continued to a logical termination. Additional major streets and routes shall be provided as required for topography and existing and future development according to neighborhood plans, subdivision platting, and general plan amendments. The final alignment of any future street or route shall be planned and engineered to harmonize with the existing topography and drainage patterns.

### **Trails**

The City shall continue to develop the existing trail system for the benefit of pedestrians and bicycles. To that end, the City will proceed with efforts to complete the trail network west of the North Platte River and begin development of a city loop trail to connect all major destinations within the community and a rail trail along the Burlington Northern Railroad road bed, as identified in the CCTNT plan. Additional pathways, with interconnectivity features, shall be included in future development plans where feasible. The locations of the trailheads and alignment of the trails shall be voluntarily negotiated with individual property owners or required through development review processes.

## Section IX

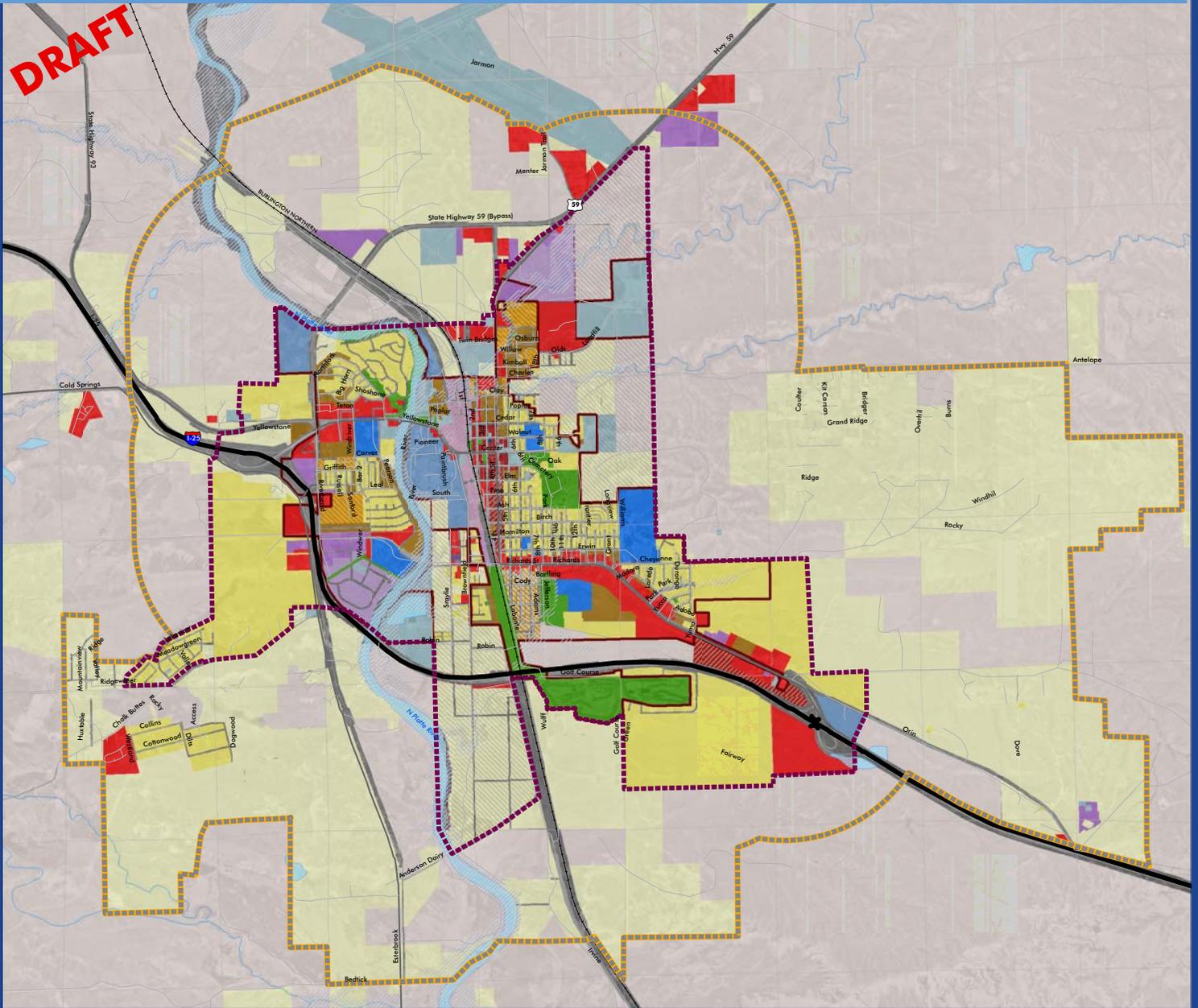
### Implementation

The following are goals and objectives designed to further implementation of this plan:

- Cooperate in developing an ongoing process with Converse County in addressing the objectives of the CCTNT Growth Management Plan.
- Review proposed subdivisions as to adherence to the stated land use goals of using existing infrastructure efficiently; providing housing alternatives for all demographic groups; enhancing transportation options and ensuring route connectivity; building neighborhoods that include a mix of residential, commercial services, and natural amenities; the impact on natural resources; and the strategic placement of schools.
- Revise City zoning regulations regarding Industrial and Light Industrial categories as to location, allowed uses, and buffering adjacent non-industrial uses.
- Consider additional measures to conserve and replenish the City's tree inventory and protect and enhance public greenspaces, with special attention to the North Platte River corridor. Revise existing municipal code to tie the 8% greenspace land dedication to new subdivisions, rather than annexations.
- Consider the adoption of more detailed landscaping standards and regulations, based on the type of development. Greater attention and adherence to landscaping design standards outlined in the **Community Corridor Element** in entryways and the central core area will be encouraged, as well as clean up and good signage.
- Work toward encouraging the renovation of existing buildings and complimenting infill in the central core area. Continue encouraging historic preservation efforts through the support of Main Street Douglas and the Douglas Historic Preservation Commission in the Downtown Douglas Historic District.
- Develop a definable and workable plan for dealing with remediation of nuisance properties, as they relate to absentee or recalcitrant landowners and/ or the necessity for demolition.
- Work toward an expanded integrated transportation system of streets and trails that integrates elements of the **Traditional Neighborhood Design**, as specified in the **Transportation** section and the **Major Streets and Routes Plan**.
- Develop a comprehensive Downtown Development Plan addressing housing, commercial uses and transportation modes.

# DOUGLAS FUTURE LAND USE

Converse County Together: Now & Tomorrow



## DOUGLAS DOWNTOWN



### LEGEND

#### DOUGLAS FUTURE LAND USE

- Agriculture/Resource
- Residential Rural/Estate
- Urban Residential Low
- Urban Residential Med/Hi
- Mixed-Use Residential
- Mobile Home
- Mobile Home Single Family
- Commercial/Business
- Downtown Business
- Mixed-Use (Commercial/Residential)
- Energy
- Industrial
- Light Industrial
- Mixed-Use River/Industrial
- Parks and Open Space
- Public/Quasi Public
- School
- State
- Federal
- Urban Service Area
- Douglas Planning Influence Area
- Douglas Incorporated Limits
- Special Planning Area (Utilities Study)
- 100-Year Floodway

FIGURE D-1

Draft 07/14/09  
CLARION

Source: Converse County GIS, Wyoming GIS Clearinghouse, U.S. Census TIGER files, 2008

0 0.5 1 Miles



