

## ACTION PLAN

### *Purpose*

The Action Plan is the heart of the Lander Master Plan. Each of the six focus areas identified in the Plan Introduction is covered in detail in the Action Plan. For each focus area there is a goal statement, objectives, and actions that will help the City address the issues identified in the Plan and advance the Goal. The actions set forth in the Action Plan are carried forward into the Implementation Plan. They establish policies that will help guide the City through the next twenty years.

### Land Use

**Goal: Direct growth in ways that protect and support our quality of life and that balance diverse interests in housing, employment and the environment.**

**Core Principle: The ways in which we use the land will impact the character and future of Lander.**

In Lander, Wyoming, the love of the land and its value to our community's past, present, and future is the heart and soul of who we are; it's part of our identity and often, our livelihood. This land that defines Lander is a finite resource. It could be lost to erosion, poorly used, or covered by haphazard development. Cared for properly, this land could sustain and foster our community into the future.

**Objective: Promote development patterns that protect open space and public and private investment.**

Our city is home to a changing, growing community. We will experience

cycles of new development, as well as times when older areas are adapted to new uses as obsolete structures and plans are replaced. When this pattern of growth, adaptation and regeneration occurs in harmony with the community, the City is strengthened and prospers. Unregulated growth can encroach upon existing neighborhoods and businesses, while creating pockets of vacant, underused or poorly utilized space.

The City of Lander honors the rights of property owners to determine the best use of their land. We also recognize the wisdom in ensuring that a framework of land use standards is enacted to keep Lander a healthy, thriving city for all landowners and residents, now and in the future.

### **Actions:**

1-1. Encourage infill development.

Infill development is the development of vacant or underused sites located in otherwise developed areas of the City. This may be a vacant lot next to a gas station, a vacant tract between two housing developments, or an abandoned property falling into disrepair. While potential infill sites can take many forms, they do have similar characteristics. They are generally surrounded by developed areas, they usually have good access to public infrastructure such as streets and utilities, and they are often, but not always, single parcels or small tracts. Occasionally they may have environmental challenges, such as contamination, flooding, slopes and gullies, but often they have just been overlooked or ignored. Tract home builders, for example, prefer large, contiguous relatively level tracts of land that can be easily divided and developed en masse by a single or select few home builders constructing homes having a common or repetitive footprint and style. By contrast, building homes on infill lots in residential areas often means scattered sites and custom floor plans to address characteristics of the individual site.

Infill development does not mean building on every square inch of land in the City. It does not mean building houses on public parkland, eliminating public open spaces, or requiring development of all vacant parcels. It also does not mean prohibiting development at the edges of the City. A public policy to support and encourage infill simply means that the city places a higher priority on the use of developable sites within the existing city fabric and will use its resources to remove barriers and create incentives for these sites to be used.

There are many benefits of infill development. Infill makes better use of the land already within the City and minimizes the consumption of raw land at the edges. It helps to ensure that jobs and homes are located conveniently within the City. It bolsters the real estate market and values of property in older areas of the City. It makes better use of existing public infrastructure—instead of running new water lines a mile away, infill helps add customers to existing lines decreasing the per capita costs of the maintenance of those lines, and it increases the tax base.

- 1-2. Develop a zoning plan that promotes graduated densities and intensities of development with the highest density and intensity in the downtown and the lowest at the edge of the planning area.

Historic plans for cities and towns called for the greatest intensity of use at the center decreasing as you moved outward toward the edges. Uses were often mixed in ways that supported a largely pedestrian environment in higher density areas with larger agricultural uses located around the edges, but close enough to support the City. Graduated densities and intensities of development are also important visual signals that let the traveler know when they are entering a town as well as when they are approaching or moving away from town center.

With zoning came the ability to segregate uses, a phenomenon that

has been taken to the extreme in modern times. The advent of the automobile allowed cities to push residential and employment centers to the edge of town and beyond creating auto-dependent suburbs that in many communities are use islands cut off from other parts of the City by thoroughfares, fences, and fears of incompatibility. The result has been sprawl, congestion, and indifference, if not hostility, toward pedestrian access.

As a small central city, Lander still enjoys many of the attributes characteristic of historic small towns. This is partly due to the fact that Lander has been growing and developing very slowly. If the rate of growth and redevelopment increases, however, the current zoning plan does not provide enough guidance to ensure that we continue to be a well-integrated and walkable city with a well-defined center and rural edges.

- 1-3. Fully integrate land use and infrastructure planning.

It is an interesting and well documented relationship that land use drives infrastructure needs and infrastructure drives land use; yet these two very important parts of community planning often occur with only a nod toward one another. Time and again in communities across the country, a new water line, sewer line, or road has redirected growth in often unintended or unplanned ways. Likewise, land use policies may steer growth to areas where infrastructure is inadequate requiring millions of dollars in retrofits, upgrades and new extensions that were unplanned and unbudgeted. This can be resolved by ensuring that land use and infrastructure planning is completely integrated. An integrated plan will result in directed public investment that makes sure that areas identified for future housing, commercial and industrial uses have the infrastructure they need and that those areas can be served in the most economical way.

#### 1-4. Protect and support important community facilities.

Lander is blessed with many wonderful and important facilities that serve the needs of our citizens. These facilities range from the airport to the hospital to Lander Mill and the City cemetery. Each makes a unique contribution to our quality of life, often reflecting millions of dollars in public and private investment, and is worth our care and protection.

One of the biggest threats to the ongoing health and efficacy of our community facilities is land use incompatibility. Whether its development that hems in the airport or housing developments too close to industry, we must be aware of what each facility needs in terms of neighbors to keep it working and prospering for our citizens. The following is a list of some of these facilities and the issues that might need to be addressed.

- The City of Lander Hunt Field Airport is a small, general aviation airport with big plans. Currently Wyoming's busiest and largest general aviation airport, the airport is constrained by slopes, the current Rodeo Grounds and the municipal golf course. The Rodeo Grounds are moving soon to make way for additional hangar space and airport support facilities to support the projected need. The 2010 Airport Master Plan, however, calls for the relocation of the runways as well as a reclassification of the airport to a C-2 facility that can handle larger aircraft. These changes will require deft treatment of current obstacles as well as the prevention of future constraints that will impair implementation of the master plan and future growth of the airport. Existing airport overlay zoning districts should be expanded to address potential land use impacts of the airport on surrounding land uses and those land uses on the airport. Currently, the standards address height and lighting, but do not address uses that congregate the public or serve the needs

of children, the elderly and the infirm.

- Like similar facilities everywhere, the City of Lander Landfill facility should be monitored for environmental impacts and protected against encroaching incompatible land uses.
- Lander City Park is a jewel. It is extremely popular with citizens and heavily used during much of the year. It is the site of family picnics and of large community events. Occasionally, noise can become an issue for adjacent residences and it's become increasingly obvious that the park needs to expand in the future to meet the needs of our community. The City should capitalize on the availability of adjacent properties to expand the park when possible.
- The Rodeo Grounds are moving to make room for an expanded airport facility. While the grounds average low daily and weekly attendance, peak events such as the July 4th Rodeo require that the City plan for adequate infrastructure while making sure that the use of the grounds does not negatively impact surrounding properties. Also, as Lander grows more events at the grounds are likely so plans should include making sure that adjacent uses don't unduly limit future expansion opportunities.
- The Wyoming Life Resource Center (WLRC) is a State of Wyoming residential facility that provides therapeutic, medical and vocational services for its residents living with intellectual disabilities and acquired brain injuries. It is located on a 90-acre campus adjacent to large undeveloped tracts of land. As these undeveloped tracts build out, care will need to be taken to ensure that new uses do not negatively impact the residents. Many of the residents are sensitive to visual, auditory and sensory stimuli so attention should be given to uses that may generate noise, light, vibration and dust as well as any that would create an incongruous visual border with

WLRC.

- The Lander Business Park and planned Industrial Park are facilities that provide a supportive environment for business and industry. One reason business and industry find parks to be desirable locations is that by co-locating with similar uses it minimizes the risk that existing and future neighbors will experience or perceive negative impacts from their operations. The City should continue to work to ensure that lands surrounding the existing business park and the proposed industrial park develop and redevelop in ways that are complementary to the parks.
- The National Guard facility located on Leedy Drive is an active site. The National Guard periodically uses the site to stage personnel exercises, equipment and logistics. These activities do have some offsite impacts, which should be considered when surrounding lands are developed and redeveloped. Fortunately, Dillon Park provides a buffer for the facility along one side.
- Residential development has been allowed to encroach on the County Jail facility creating what some feel is an unnecessary safety risk for the residents of those homes. Future development and redevelopment surrounding the jail should be with uses and densities that minimize these risks.
- The City's Wastewater Lagoons are important features in the treatment of public wastewater; however, they do have sight and odor issues that may be a problem if residential development encroaches too closely. As opposed to being a potential nuisance, the Water Treatment Plant and Intake are community resources that could suffer from inappropriate land use getting too close. Certainly, any uses that could degrade water quality by contaminating surface or groundwater supplies should be excluded from a ½ mile buffer of

these facilities or closely monitored to ensure they do not threaten community water supplies.

- The Library and County Courthouse generate a lot of activity. Automobile and foot traffic to and from the site can be heavy at times. Both facilities are surrounded by existing development, including a residential area. Care should be taken to minimize impacts should these properties redevelop or either of the public facilities expand.
- Lander Regional Hospital is an 89 bed facility providing a full range of services to Lander and surrounding areas. Like most hospitals, Lander Regional generates a significant amount of traffic and noise, issues which should be taken into consideration when surrounding lands are developed or redeveloped.
- The Historic School House that is currently the Mason Building, located at 6th and Garfield, was built in the late 1800s. It is a symbol and a marvelous example of early Lander and Wyoming history. Another, iconic, historic and community landmark is Lander Mill. Once an active mill that processed animal feed for Purina, the mill's silo can be seen from many places in town. The Historic Railroad Depot, currently occupied by the Chamber of Commerce, is another historic jewel. As the City ages and grows, it will face pressure to demolish its historic buildings to make way for modern development. Lander will need to work hard to preserve its past by encouraging preservation through adaptive reuse and appropriate rehabilitation of its historic structures.
- Many other areas of Lander including Lander Valley High School, and the Museum of the American West, warrant special attention when new development or redevelopment is proposed for surrounding areas.

- Mt. Hope Cemetery owned by the City of Lander is currently surrounded on three sides by open field and agricultural land. This is hallowed ground visited frequently by citizens and family wishing to pay their respects to the deceased in reverence and solitude. The serenity of the site could be lost if the open land around the cemetery is replaced by intense development or development that has offsite impacts such as noise, light, odor, or vibration. The City will also need to consider expanding the cemetery in the future, which won't be possible if all available land is dedicated to other uses.
- The abandoned railroad right of way and rail lines leading east out of town point to a time in the City's historic past when it was the western terminus of the Chicago and Northwestern Railway. In many communities, abandoned rail lines have been transformed into active trails, providing a shared use path for pedestrians, cyclists and horseback riders. Lander may also have a need for another secondary road in that location in the future. Whatever the future holds, the City should carefully plan how the rail bed can be transformed into a new city resource without losing its place in history.
- The recent unfortunate fire at the Lander community center has removed an important facility that citizens used for community and social events. This loss also presents an opportunity for a new, more modern community center to be constructed. Considerable interest was also expressed by local residents in having a year round recreation center, and that use could potentially be coupled with a new community center for the further use and enjoyment by Lander's citizens.

- 1-5. Require infrastructure concurrency whenever possible when making land use decisions.

Infrastructure concurrency simply means making sure the infrastructure to support development is in place concurrent with the development of property. Too often, development is allowed to occur which stresses the ability of our roads and utilities to provide adequate levels of service especially during peak times. After development is in place, the cost of upgrading these systems usually falls entirely to tax and rate payers. This can be avoided by requiring concurrency.

- 1-6. Protect established residential neighborhoods from incompatible development.

Many non-residential uses, such as churches, daycares, professional offices, small retail, neighborhood scale food establishments and hair salons can be very compatible and highly desirable mixed in or close to residential neighborhoods. Other uses can destabilize a neighborhood causing property values to plummet and forcing residents to move. Boundary uses around established neighborhoods should be well planned and regulated to make sure they prosper without causing harm to the neighborhood.

**Objective: Create more opportunities for housing diversity and affordability.**

Income has not kept pace with the cost of housing across the country including Lander. Despite the recent housing crisis in many cities, the value of properties in Lander has continued to increase making housing less affordable for many residents and workers. This is helping to create a workforce shortage in the City.

While the problem of affordability can be fairly complex, some of the

solutions are not. Encouraging housing diversity is one such solution. Single-family detached dwellings tend to be the most expensive housing and require the most money and time to maintain. Because of this, they are becoming less desirable in areas with an aging population, empty nesters and young professionals. Condominiums, townhouses, patio homes, and apartments provide greater alternatives for housing choice and affordability. Currently, Lander does not have many of these choices, and some, like apartments, do not meet current demand.

**Actions:**

- 1-7. Encourage residential development above downtown shops and businesses.

One often overlooked place for new housing development is the downtown. That is ironic since downtowns were the residential place of choice in many historic cities. Housing more people downtown strengthens and vitalizes the downtown in many ways. It provides more people to shop and eat at downtown locations seven days a week morning, noon, and night. It ensures that there are more “eyes on the street” helping to reduce the potential for crime and loss of property due to fire or other causes. And, having residents downtown and not just tourists or workers makes the downtown feel more alive, more real.

- 1-8. Expand opportunities for workforce, senior, and first-time homebuyer housing.

Lander does not directly provide housing for any of its citizens. It can, however, encourage certain types of housing through land use policies, grants, and fees. Lander needs more housing for its workforce, especially those employed in the service industry, which tend to be some of the lower paying positions. The City needs more housing that meets the needs of its growing senior population. This ranges

from handicapped-accessible single-family detached structures to full time nursing care. And the City particularly needs more first-time homebuyer housing to encourage a young workforce.

- 1-9. Allow small scale, well designed multi-family housing in more areas of the City.

Encouraging different types of housing shouldn't mean creating new zoning districts or designating a single spot or area for multi-family housing, although that has been the trend for much of the last 50 years across the country. A better, more sustainable, and community-building strategy is to allow small scale, well designed alternative housing in most areas of the City that currently permit residential development. This will require thought, changes in codes and approaches as well as perhaps some public education, but the results should be a stronger, more robust housing market.

- 1-10. Expand infrastructure to new areas suitable for residential development.

City water and sewer has not been expanded in many years. This has helped to create a bottleneck for residential development. Workforce housing will need densities that require public water and sewer and developers need the City to expand these utilities to new areas for development.

**Objective: Expand and diversify the economic base.**

Lander's current economy is centered on retail, service, and education and government industries. Much of the economy in terms of jobs and income is derived from tourism associated with outdoor sports and activities. As Lander looks to the future, it will need to focus on diversifying the job base and capitalizing on its already significant tourist draw.

A key to diversifying the economy is to grow Lander's industrial base. The Lander Business Park has been very successful. Now it is time to look at establishing a new industrial park, hopefully one that will attract more manufacturing and business enterprises that will complement instead of compete with existing business and industry. Expanding opportunities for light industry—industry that has little if any offsite impacts—so that small-scale light industrial businesses can locate in commercial areas is another option for increasing opportunities for new industry.

Tourists bring a lot of dollars into the Lander economy each year, most of which is tied to Lander's spectacular position as a gateway to some of the nation's top outdoor adventure areas. While tourists may play and learn in one of the many outdoor areas, they tend to spend at least a portion of their time sleeping, shopping, and eating in Lander. While they are here, there is the opportunity to expose them to many other facets of Lander they may find interesting. The historic downtown and other historic properties are assets that should be capitalized on as well as our numerous quaint shops, festivals, and parks. Development of a new theatre/arts district is also a possibility that should be considered not only for tourists but for the enrichment of our citizens as well.

**Actions:**

1-11. Support policies that strengthen downtown and reinforce its position as the heart of Lander.

Our downtown is the heart of Lander. It represents the center of business and government and provides diverse opportunities for shopping, dining, doing business and viewing a slice of historic Lander. In many cities, downtowns were abandoned in the 60s and 70s by business and government alike in favor of newer, more modern shopping centers and locations along new thoroughfares. What most of them have found out since then is there is no replacement

for downtown. Without a central business district, towns lack identify and focus. Luckily, Lander's downtown is still intact and, while challenged by some vacancies and not nearly as vibrant as it could be, continues to thrive.

1-12. Develop a new business park adjacent to the current City limits.

There is currently a serious lack of space available for new business sites within Lander. Specific needs include new ready-to-build 10 acre sites as well as new buildings for BLM and WYDOT.

1-13. Consider allowing more light industrial uses in non-residential portions of the City.

Light industry can include everything from a place that makes dentures to a dress-makers shop to a business that makes and repairs home appliances and electronics. As a group, these types of business have few offsite impacts and can provide a diversity of jobs and opportunities for home-grown business. With a little effort, it is easy for them to integrate seamlessly into many non-residential areas including downtown.

1-14. Promote Lander as a tourist destination.

Tourism is a major component of the City's economy, so why spend time and effort promoting it? Perhaps the best answer is that despite Lander's acclaim and success and a gateway to the Wind River Range, it actually has more to offer than that. Lander has history and small town character that make it a wonderful tourist destination, even for those who care nothing about backpacking, camping, fishing, rock climbing or the myriad other outdoor opportunities that entice our current tourists.

Tourism promotion is also more than trying to get people to visit. It is about making sure that once they're here they feel welcome. Lander is not shy on the individual hospitality our residents freely give, but we are lacking in community hospitality. This is evident in our lack of wayfaring signage and visitor parking especially parking for large vehicles such as buses and RVs.

1-15. Adopt economic development strategies that create job diversity.

Diversifying the job base will not be easy. It will mean creating an economic development plan that identifies in detail the types of industries and services that are complementary with the current economy as well as the character and goals of Lander. It will also require the City to create a targeted approach to business recruitment and retention and to support job training that will be required to prepare our citizens for new types of jobs. There are many industries Lander could grow and foster that are closely linked to the industries we already have, but that meet our need to diversify—we just have to find them!

One way to attract new business and industry to Lander is to develop a new industrial park. Lander's current business park is near capacity. Industrial parks provide new prospects ready-to-build land, a guaranteed business-friendly neighborhood, and good access to major streets.

**Objective: Increase opportunities for recreation, culture, and tourism.**

Quality of life is a term mentioned frequently by citizens and industry as the reason they chose to locate in a particular place. While this term is somewhat vague and can mean many things to many people, it nearly always means access to quality cultural and recreational opportunities. While

Lander is the gateway to one of the nation's best wilderness playgrounds, having community scale recreational resources and opportunities within the City itself is important. This is evidenced by the huge popularity of City Park and the fact that demand now exceeds capacity during many events. Still, City Park even if expanded is not enough. The City needs to have a program for the long term expansion and maintenance of recreational facilities specifically parks, trails and open spaces. Citizens have also expressed a real need for an indoor recreational center especially during the winter months.

Culture is another term that can have many meanings. For our purposes it means the chance to come together as a community to explore and appreciate our capacity as human beings to act imaginatively and creatively as expressed through all forms of art. Lander is the home to Eagle Bronze Inc., an internationally known and locally celebrated bronze art producer. We are blessed to have outstanding examples of their work placed strategically around our community, but we need to encourage other forms of art as well and create a community showcase.

Lander is a popular tourist destination, but principally as a gateway to federal lands. There is a lot of latent tourism capacity in the City, which, if capitalized on, could have a significant impact on community wealth. While Lander should continue to be highlighted as a gateway, we need to position and highlight our community as a tourism destination as well. The history of Lander is, in many ways, the history of Wyoming and the story told in our historic buildings, museums, and downtown is one worth preserving and sharing.

**Actions:**

1-16. Develop a program for land and right-of-way acquisition to expand and maintain parks, trails and public open spaces.

Along with maintaining the recreational resources Lander citizens

and visitors already enjoy, the City needs to focus on how and when to acquire new right-of-way and where such land is needed to expand our current park and recreation offerings. Of particular need is a comprehensive trails plan that identifies areas for future expansion including connections to Fort Washakie, Riverton and adjacent areas. These trails should be planned and designed to accommodate pedestrians, cyclists, horses, and snowmobiles.

- 1-17. Explore the feasibility of creating an all-season public recreational center.

While the great outdoors will always be the City's most important recreation venue, citizens have expressed the need for an indoor facility that can accommodate individual and group activities throughout the year. These may include basketball, fitness, gymnastics and similar activities, but will need to be better defined based on public need.

- 1-18. Expand City Park.

City Park is a wonderful public resource, but it can no longer accommodate demand during peak times and events. There is also a need to create and maintain a property buffer between the park and adjacent residential areas to make sure that noise, especially music and amplified sound during special events, is not disruptive to those areas.

- 1-19. Consider establishing a theatre/art district in the downtown area.

Our downtown is a wonderful place to establish a cultural showcase in the form of an art district complete with studios, galleries, and a theatre for performing arts. Not only would such a district be a great place for residents, but it could also draw tourists into the downtown helping to establish it as a tourism destination. A rich cultural environment is also an amenity that keeps giving back in terms of stimu-

lation and pride in Lander.

- 1-20. Strengthen the historic district and its tourism potential.

We have a strong history that is alive in our historic buildings and structures. They help us tell the story of Lander and serve to remind us of the values that helped establish our city and our state. Many people come to Wyoming looking for the authentic west and hungering for real examples of our history. If preserved and promoted, Lander's historic district and other historic structures could be a significant tourism draw helping us to further establish Lander as a destination and not just a gateway.

**Objective: Plan for adequate community services.**

While homes, businesses, roads, utilities, medical facilities, schools and similar assets are essential for community prosperity, the services needed to support them are also important and shouldn't be overlooked. Whether it is waste management, communications, or the protection of life and property, adequate services are needed to ensure we remain strong.

**Actions:**

- 1-21. Develop a robust recycling program.

The City of Lander currently operates a free, voluntary recycling center at the Lander Bale Facility. While many residents bring some portion of their recyclables to the facility, it is a very small fraction of what could be recycled. Recycling not only reduces waste and demand for landfill space, it also reduces resource consumption. Making recycling easy and convenient is the key to a strong voluntary program. The City should consider placing other recycling facilities at strategic places and encouraging shops and stores to recycle paper and plastic bags.

1-22. Install a fiber optic line to Ft. Washakie to create system redundancy for our communications network.

High capacity, reliable fiber optic communication lines are essential for twenty-first century communities. While Lander does not have the transportation capacity to handle large manufacturing or distribution facilities, it does have the wonderful surroundings and quality of life that is attractive to communication-based industries such as call centers. Running a new fiber optic line to Ft. Washakie to create a “loop” or redundancy will help to ensure that we are in a position to take advantage of the best opportunities available to us in the communication and digital age.

1-23. Acquire strategic sites for snow storage.

The winter weather that makes Lander a year-round outdoor playground and brings large amounts of snow puts a strain on our public works department. Removing snow from the streets means more than scraping. It also means moving the snow to a place where it can be stored until it melts. When snow storage areas are far away or inconveniently located, more labor is required to move the snow. That costs money. If snow storage sites aren't properly sited, they can also create problems when the snow begins to melt. The City should examine its current facilities and capacities and develop a plan for immediate and long-range solutions to snow removal problems.

1-24. Maintain acceptable levels of service for water, wastewater, police, fire, and emergency services.

Utilities, police, fire and emergency services provide backbone support for Lander and help us to ensure public safety and welfare. As a community changes its services must respond. Aging water and

sewer lines mean more opportunity for inflow and infiltration that can overwhelm wastewater plants during storms and contaminate ground and surface waters. Lines carrying too much or too little capacity can also lead to problems with line pressure, blockages, and lack of capacity for economic development. Currently, the City's police, fire and emergency services are centralized and response times acceptable. As the City grows creating more roof tops, more citizens, and more congestion response times will need to be monitored to determine when satellite facilities may be needed.

## Natural Resources

**Goal: Maintain natural features within and surrounding Lander that contribute to our character, our quality of life, and our economic potential.**

**Core Principle: Management of natural resources is an investment in the health, safety, beauty, prosperity, and quality of life enjoyed by Lander.**

Lander is blessed with an abundance of natural resources. In many ways, nature defines our city's character and is integral to who and what we are. It is a shared wealth that, managed wisely, will continue to sustain us into the future.

**Objective: Promote and maintain green spaces, open spaces, trees and vegetation**

Perhaps more than any other state, Wyoming means wide open places. Covered with grass and sagebrush dotted with trees outlining streams and rivers and crowning taller peaks, these places are havens for wildlife and one of the features Lander residents love best. One of our most significant challenges is to find a way to grow in harmony with our landscape so

that we preserve rather than destroy the elements that define what it means to live here.

**Actions:**

- 2-1. Require a minimum of 20% preserved open space within each residential development consisting of ten or more lots.

Requiring permanently preserved open space within each residential development helps to ensure that we preserve as we grow. It also makes each development accountable for paying for and managing this space. During implementation, the City should consider allowing some or all of this space to be donated to a governmental or non-profit association set-up and willing to maintain it in perpetuity. The City should also consider allowing dedication and donation of offsite parcels equal to 20% of the land developed whenever such parcels are within or adjacent to an established or planned park, wilderness area, or trail system.

- 2-2. Encourage cluster development for subdivisions with more than ten lots.

Cluster development means grouping houses on smaller lots within a development site while permanently preserving the remaining land as common open space or conservation areas. Clustering can create a win-win situation for both the developer and the City. The upfront costs of the development for infrastructure such as streets, water lines, sewer lines, and sidewalks may be greatly reduced. The City's cost of maintaining this infrastructure is reduced, and the public benefits in having more permanently protected open space. Open space may be along rivers and creeks and in wetlands, which could improve water quality and habitat, and potentially reduce the risk of flooding. It could be donated to a public park, wilderness or trail system expanding the area for all to enjoy; or, the open space could be

maintained by a homeowners association for the benefit of the residents reducing demand for public parks and open space. Establishing minimum standards for clustering as well as incentives to exceed those minimums in the subdivision regulations will be required to implement this action.

- 2-3. Encourage infill development.

Infill development means using land within existing developed areas for further construction or development. Lots in these areas often have adjacent roads, sidewalks, and utilities that can support additional growth without further public or private investment. They are convenient to city residents and are not typically providing any significant public benefit as an undeveloped or underdeveloped site. Infill often increases the tax base without further public investment and it helps to prevent sprawl.

- 2-4. Update the City's tree inventory to identify trees that are significant in terms of their size, their species, or their contribution to the heritage of Lander.

Trees provide habitat, food and shade. They stabilize river banks and prevent erosion. They remove pollutants from the air and enrich the soil around them. Trees can be landmarks and windbreaks, and they can define public spaces. Some trees are more special than others due to their size, their beauty, their role in the natural environment, and their place in history. Protecting these trees is important to protecting what we love about Lander. The first step in protection is to have an up-to-date inventory of the healthy tree stock within Lander that identifies what we want to protect. Lander has an Urban Forestry Council. The Council conducted an inventory of City Park in 2009. They also produced a 63 page brochure titled "Trees and Shrubs of Lander, Wyoming," which highlights the types of trees and shrubs

growing in the Lander area as well as the location of specimen plants.

2-5. Adopt an ordinance to protect significant, healthy trees.

Having a tree inventory that identifies important trees won't protect those trees from deliberate destruction. Adopting an ordinance tied to the inventory will. In addition to minimum regulation, the ordinance should include incentives for protection of healthy trees.

**Objective: Preserve important public lands and scenic vistas**

Lander is the gateway to significant public lands used for recreation, hunting, teaching, fishing and habitat. Most of this land is owned and managed by the federal government, although some is owned and managed by the state. Protecting this land is important to the identity and future of Lander.

**Actions:**

2-6. Support state and federal programs that acquire and protect public lands, trails, and scenic areas.

While Lander has no authority over state or federal lands, it can influence decision makers who do. Closely monitoring the status of laws, policies and potential acquisitions and sales is critical. Lander should provide input at every opportunity to ensure that lands, trails and scenic areas are protected and, whenever possible, expanded.

2-7. Promote and protect public access to public lands and rivers.

Having significant public lands and rivers is important to Lander. Having public access to those resources, however, is very important to our citizens and many of our businesses. Without access, these resources provide mostly indirect benefits to the City. The direct

benefits associated with using public lands and rivers for recreation, hunting, fishing and teaching require good public access.

**Objective: Protect habitat and wildlife areas**

Habitat and wildlife areas are important not only to the wildlife that lives there, but to the citizens and businesses within Lander that depend on that wildlife. As a gateway to the Wind River Range and significant public lands, Lander's economy is dependent upon quality public lands and a healthy and robust wildlife. Destruction of animal and plant habitat would significantly reduce the number and variety of species as well as the overall health of the ecosystem on which we all depend.

**Actions:**

2-8. Encourage the use of native plants in private landscape areas and require the use of native plants in public landscape areas. Non-native species can provide interest and beauty in the landscape, but too often they become invasive and may replace native species that provide critical habitat and food supplies for wildlife. Non-native species are also far less likely to thrive without significant investments in water, fertilizer, and pesticides.

2-9. Preserve existing stands of native trees and shrubs whenever possible, especially along riparian corridors.

Native trees and shrubs provide critical habitat for wildlife. Located along riparian, or streamside, corridors, native plants prevent stream bank erosion and help to moderate the temperature of the water, which can be very important to native plants and animals.

2-10. Map and protect important wetland areas.

Wetlands, once thought of as wastelands, are now known to play a

very important role in our ecosystem. They improve water quality. They provide temporary storage for flood waters preventing downstream erosion and flooding. They are critical habitats for fish and wildlife and one of the most biologically productive ecosystems on the planet.

- 2-11. Minimize development within riparian areas that impacts vegetation and natural stream bank contours or otherwise impacts bank stability.

A stable streambank withstands periodic flooding and provides a defined channel and critical wildlife habitat. Healthy rivers and streams have stable banks. Where stream banks have become unstable, erosion increases, fish populations decline, and the overall health of the ecosystem is compromised.

- 2-12. Map and protect important wildlife corridors.

Thousands of species of mammals, fish, insects, birds, reptiles and amphibians migrate every year across land, along rivers and streams, and in patterns that vary from north to south, east to west, high to low altitude and then in reverse. Species that don't migrate seasonally still frequently travel moderate to great distances in search of food and mates. These migrations often occur within corridors. When residential subdivisions, roads and businesses pop up within these corridors the results can be damaging if not devastating to both animals and people. Knowing where these corridors are and protecting them from unnecessary development and mitigating impacts where development is necessary helps to ensure a healthier habitat and a safer environment for all. The City should consult with Wyoming Game and Fish to see if they have any mapped corridors.

## **Objective: Successfully manage the Popo Agie River**

The Popo Agie River is a defining characteristic of Lander. It provides life-sustaining water and serves as a recreational and wildlife resource. Successfully managing the river will mean protecting it from overuse and development and respecting its natural cycles and rhythms.

### **Actions:**

- 2-13. Respect and preserve the natural rhythm and flow of the Popo Agie River to the maximum extent practicable.

The Popo Agie River has a natural flow and rhythm tied to the seasons. During the fall and winter months, snow in the Wind River Range accumulates and stores water. During the spring the snow melts releasing stored water, which quickly drains away from the mountains in rivers like the Popo Agie. Spring flow is peak flow for the Popo Agie. As snowmelt gradually disappears river levels decrease and may reduce to very low flows during the dry months of middle and late summer. The natural systems and habitat associated with the river are dependent on the cycles of the river. Withdrawing too much water causing prolonged low flows or channeling additional water into the river resulting in unnaturally high summer flows could disrupt the natural ecosystem.

- 2-14. Encourage conservation of public water supplies and other direct draws from the Popo Agie.

The Popo Agie provides enough water to sustain the current City of Lander and projected growth as long as we use our water wisely. Wasting water may lead to overuse, which could cause unnaturally low flows during much of the year endangering wildlife and changing the character of the river.

## 2-15. Minimize impervious coverage in the 100 year floodplain.

The 100 year floodplain has a one percent chance of flooding in any given year. Any development within the floodplain that reduces the ability of the land to absorb and store stormwater can increase the likelihood of flooding and reduce groundwater levels needed to maintain river flow during the summer months. Impervious surfaces such as asphalt, roof tops, packed gravel, and concrete cause stormwater to runoff quickly, often onto adjacent lands or into streams where erosion and flooding can occur.

## 2-16. Encourage low impact stormwater design for all new development.

Low impact stormwater design means managing stormwater as close to where it falls as possible using decentralized, small controls such as rain barrels, bioretention (“rain gardens”), and filter strips. The goal of low impact design is to mimic the pre-development hydrology of the site as much as possible. That means reducing the velocity of runoff and retaining as much runoff as possible to allow for slower releases and groundwater recharge.

## 2-17. Develop and implement a river management plan and a flood management plan that balance the need to protect public and private investment with the need to preserve the quality and function of the Popo Agie.

Lander has experienced significant flood events twice over the past fifty years. One such event, the 1963 flood, caused significant damage. The more recent 2010 flood event was a reminder that flood hazards are real. A flood management plan would allow the City the opportunity to plan for and lessen the impacts from a major flood event reducing the likelihood of damage to property and loss of life. The City does have a flood management plan, but it is out of date.

The City of Lander, the US Corps of Engineers, and the Popo Agie Conservation District currently have a memorandum of agreement to update the flood management plan.

## Community and Economic Development

**Goal: A diversified economic base that stimulates local investment and spending.**

**Core Principle: Lander’s many assets can be used to grow the City’s economic prosperity and increase its standing as a major economic center in Fremont County. Proactive leadership by the public and private sectors can go far to stimulate economic diversification through proactive land use practices, sufficient public infrastructure, and services that will accommodate new economic opportunities.**

Lander has much to offer area residents, property owners, and visitors: a beautiful setting, services addressing the needs of all ages, quality education offerings from elementary school through higher education, a well-established medical community, and entertainment. The backbone of the City’s character is the area’s economic health. Having a diverse, interesting, and resourceful economy brings a natural vibrancy to a community. A strong local economy results in more local spending, and more spending helps both private enterprise and the City to not only survive but thrive. Proactive policies that stimulate local investment will enhance the continued quality of life of Lander’s citizens.

**Objective: Support Lander’s diversified economic base by providing adequate land and infrastructure to make the City attractive to expanding local businesses**

The State of Wyoming offers several programs that support local economic development, particularly through infrastructure improvements. Exam-

ples include the Community Development Block Grant for infrastructure improvements, Wyoming Business Council grants and loans that support shovel ready projects, and State Loan and Investment Board support for major facility improvements. There are also tax incentives for building preservation, and local programs can be set up that offer tax deferrals or abatements to private property owners in exchange for business retention and expansion.

**Actions:**

- 3-1. Monitor and market availability of appropriately zoned land for commercial development.

While it is important not to flood local markets with too many areas that are zoned for commercial use, it is also important to have land available for development to accommodate the right opportunities. For example, a recent state-initiated Target Industry Analysis for the Lander region indicated that the creation or expansion of three industries should be encouraged: call centers and back offices, creative and western arts, and home furnishings. There can be city competition for these types of industries, and having sites ready for commercial use will give Lander an advantage.

- 3-2. Target areas for future commercial activity and include those sites in infrastructure extension or development.

It is much more cost effective for the City to include future expansion areas in plans for infrastructure extension than doing it after the fact. By looking ahead, the City will be able to provide adequate land for potential development that meets the needs of new businesses and existing businesses that wish to expand.

- 3-3. Support the expansion of local businesses with business friendly regulations and assistance in guiding businesses to potential funding

resources.

New or expanding businesses can benefit from local regulations that offer flexibility in design standards, setbacks, parking, or other requirements. In addition, access to information about the availability of loans or grants for business and facility improvements will help property owners make more informed decisions when they are considering a possible expansion or opening a new business.

**Objective: Locate industrial areas that have efficient access to transportation systems including major streets and the airport.**

There is the potential for significant increases in uranium mining in Fremont County. This may lead to the need for industrially zoned land that can accommodate the storage of equipment for mining, for example, or staging areas as production occurs. There is also interest in locating a new industrial park for the City, which would also be an attractor for new industrial users.

**Actions:**

- 3-4. Identify opportunities to expand existing industrial sites by rezoning adjacent properties as they become available.

As land is available and assuming that the property owners are interested, consider rezoning land that adjoins industrial areas to light industrial. This will expand the economic base for industrial land uses at a location that already has an established pattern of industrial development.

- 3-5. Work with private developers to create a new industrial park for Lander.

The existing industrial park is nearing its capacity. A state of the

art, well designed industrial park will be an asset for attracting either new industrial uses or the expansion of existing industrial businesses keeping them in the community.

**Objective: Work with the State and County to promote tourism and continue to redevelop major gateways into Lander so they are aesthetically appealing for visitors, residents, and both new and existing businesses.**

Tourism is one of the leading economic drivers in Wyoming, and Lander follows suit. The local economy benefits from visitors to the City, and the dollars they spend shopping, dining, relaxing, and touring. Natural attractions abound, including the Wind River Range and Sinks Canyon. At the same time, assets such as the tours at Eagle Bronze, the Museum of the American West, the annual Brew Fest and other downtown activities pull in visitors.

**Actions:**

- 3.6 Support the activities of the Wind River Visitors Council to promote local activities and resources that will appeal to visitors.

The Wind River Visitors Council and Chamber of Commerce are major local providers of information to visitors coming to the Lander area. Their efforts have led to a better understanding of the local history and assets that are available for enjoyment.

- 3.7 Showcase Lander’s unique assets through the Internet and media.

Lander has a solid reputation for outdoor activities based on its Western history, access to hunting and fishing, availability of horseback riding, and trails for hiking. The City’s assets have been further enhanced by the presence of the National Outdoor Leadership School (NOLS) and the substantial rock climbing community. The Visitors

Council and Chamber continue to promote all of these features and more, in print and through social media. The Internet in particular can reach significant numbers of potential visitors, so it makes sense to have up to date and appealing information readily available online for the viewer.

- 3.8 Identify opportunities to work with National Outdoor Leadership School and other major outdoor employers to promote Lander as an ecotourism destination.

Tourism is typically regarded as a clean industry that generates considerable revenue for local communities. Working in partnership with major outdoor employers to promote the Lander area as a visitor destination can result in a win-win situation: more visitors and more users of local programs and products.

**Objective: Focus and expand retail and personal service uses within the City.**

Considerable potential exists for expanding retail and personal service businesses. The Catholic College envisions substantial growth in their enrollment and faculty in the coming years. At the same time, the retirement community is growing as older aged citizens are choosing to retire in Lander. Continued improvements to downtown will bring even more positive attention to the City and what it has to offer. Visitors consistently state that quality matters to them, and their definition of quality can range anywhere from unique offerings available for purchase to the sense of pride the community exhibits.

**Actions:**

- 3.9 Promote area businesses through regularly scheduled ‘buy local’ campaigns.

One great example of a buy local campaign is the Lander farmers' market. By taking advantage of special events for advertising, campaigns that encourage the purchase of local goods will have better traction and visibility. This can be followed up with routine promotions throughout the City to buy local.

- 3.10 Publicize the availability of specialized services offered by Lander businesses.

A number of specialized businesses already exist in Lander, and they are perfect examples of using today's technology to run a business from any locality. Local examples include an art restoration service, and an art transportation company. Business owners are no longer required to be tied down to a specific location in order to offer their services.

- 3.11 Expand and market services that appeal to retirees.

According to the 2010 Census, half of Lander's population is aged 50 and over. The median age of the population is 40; the median age for the State of Wyoming is 37. Retirees can be a significant financial resource to the City, provided there are local services available for them to take advantage of. This may include specialized medical care, shuttle services, recreational offerings geared to older adults, clothing, and social activities.

- 3.12 Target the expansion of retail and personal services for younger populations.

A consistent theme heard throughout the development of this plan is the interest in keeping Lander's youth in town after they graduate high school or college. Along with the availability of jobs, another aspect that can help entice young adults to remain in Lander is age-

appropriate shopping and service opportunities.

- 3.13 Support downtown businesses through implementation of the Community Appearance and Downtown Goal.

Lander's Main Street is the gem of the community. The Downtown Merchants Association and City are actively working to keep downtown viable and attractive. Pursuit of the actions listed in the Community Appearance and Downtown Goal will help further the mission of having a healthy downtown for years to come.

- 3.14 Provide a program that local property owners and businesses can use in order to take advantage of tax incentives for preservation activity.

Business owners and entrepreneurs that own historic structures are in the best position to pursue building preservation and rehabilitation. Tax incentives are available for preservation of historic structures, and information about this tool can be made to property owners through inserts in City mailings, newsletters prepared by the Downtown Merchants Association, or through the Chamber of Commerce.

**Objective: Build on the prime location of Lander for manufacturing, logistics and services supporting agri-businesses and outdoor recreation**

Fremont County has a long history of ranching, agriculture, and outdoor enjoyment. It stands to reason that businesses which support these activities should be able to thrive, which will then benefit the business owners, their employees, and the population needing specific services for ranching and outdoor activities.

**Actions:**

- 3.15 Pursue industries and commercial businesses that support local

ranching and outdoor activities.

Manufacturing takes place in Riverton and to a lesser extent in Lander. Partnering in order to take advantage of the manufacturing activities that already take place in Riverton could be a cost effective way for private operators to produce more items that can be sold locally. New businesses or existing ones could pursue specific niches, such as technical gear for rock climbing. People do care about where items are made, and promoting the fact that these items have been made locally will resonate with some of the purchasing public.

**Objective: Develop public-private partnerships and strategies to promote economic development for growing Lander's economy.**

Lander offers charm and small town appeal for many people. The Downtown Merchants Association continues to promote downtown through special events, and there are unique businesses in the City that cater to high end clients, including art restoration and an art transportation company. We need to build on what is unique about Lander and continue to expand the local economy through business development and promotion.

**Actions:**

3.16 Support existing nonprofit organizations based in Lander and encourage other nonprofits to locate to the community.

Nonprofit organizations can contribute to local economies as revenue generators through payments for office space, employee wages, hiring of local interns, local spending, and delivery of services. It is a clean industry that already has a presence in Lander and can easily be expanded upon as long as Lander is viewed as a suitable location.

3.17 Identify gaps in existing services that will need to be filled in order to accommodate the anticipated increases in faculty members and

students at the Catholic College and CWC.

Services are readily available for Lander's current population. However, projected increases in college student and faculty numbers may create a strain on services or infrastructure such as housing, the hospital and medical community, and personal services. By monitoring trends and projections, the local business and service community can be prepared to handle the needs of Lander's future population.

3.18 Support ongoing local workforce development that meets the skilled labor needs of area employers and encourages jobs for high school and college graduates.

Programs are available through Fremont County BOCES, Workforce Development/Wyoming Business Council, Central Wyoming College, and others to assist in the development of skilled laborers for the local job market. Ongoing communication between the area's major employers (for example the hospital and medical community, school district, federal and state governments, and the National Outdoor Leadership School) and the providers of training programs is essential to make sure their graduates will have the skills needed to enter the local job force.

3.19 Provide entrepreneur training to encourage new businesses and the expansion of existing small businesses.

Small businesses are the typical mainstay of local downtown economies and small cities, and Lander is no exception. Supporting entrepreneurs who wish to either expand or start businesses can therefore have positive benefits for the entire community. In addition, Lander is uniquely situated to accommodate nontraditional economic development related to the arts and downtown development of mixed uses. Capitalizing and investing in what is special about Lander will

directly contribute to the community's overall economic health. This type of training may also be important to offset job losses that may occur in the government sector in the years to come.

- 3.20 Support the creation of a formal economic development organization for Lander.

LEADER is a very good think tank in the consideration of future economic development for the community. The group greatly assists the local economy by leading discussions about prospective projects and providing a forum to talk about Lander's economic potential. Even more can be accomplished if LEADER or a comparable organization is formally established and funded to pursue and work with entrepreneurs wishing to expand or locate businesses in the City.

## Community Appearance and Design

**Goal: Encourage design in buildings, developments and infrastructure that maintains and extends the REAL.WESTERN.SPIRIT. of Lander and improves the comfort, safety and enjoyment of citizens and visitors.**

**Core Principle: Lander's small town western character is a key element in the City's identity, citizen and visitor satisfaction, and is a profoundly important asset to the community. This character should be preserved in the older parts of the City and extended to its newer sections.**

**Objective: Identify and recognize the importance of existing historic resources and key design elements in Lander that contribute to resident and visitor sense of place and quality of life**

The role historic resources play in a community's identity can easily be

overlooked. These resources define who we are and where we've been and represent an important economic resource, yet they may go unnoticed or unappreciated until threatened or destroyed. Identifying and preserving key historic resources before this happens can help protect Lander's character and increase tourism potential.

### Actions:

- 4-1. Update the Historic Resources Survey to identify structures that now may be eligible to be included in the Lander Historic District.

A historic Resources Survey identifies historic resources within a community. Properties must be over 50 years in age to be eligible for potential listing on the National Register. With the passage of time, more properties may be considered historic so periodic updates are needed.

- 4-2. Install markers on historic buildings identifying them as listed on the National Register of Historic Places.

There are currently many properties within the Lander Historic District which are eligible for National Register Plaques. It is important to mark these buildings to illustrate their importance and role in the heritage of the community.

- 4-3. Determine eligibility of meaningful places in Lander, such as Lander Mill, under the Wyoming Markers and Monuments program and establish markers for those places.

Markers and monuments reinforce our collective memory, emphasize meaning and significance and serve to tell the Lander story. Not only is this useful and informative for our citizens, it strengthens our tourism environment and adds to our community character.

**Objective: Embrace the economic potential of downtown by protecting and preserving Lander’s community character**

An economically healthy downtown is an indicator of an economically healthy community. The historic development patterns in downtown demand unique strategies to maintain and promote economic viability. Many cities and towns have developed vital downtowns by using economic incentives, preserving and promoting design character, and establishing unique events and promotions that attract visitors and shoppers. Lander is well positioned to take advantage of these strategies, employing them in the City’s overall economic development efforts.

**Actions**

- 4-4. Provide information to owners of historic buildings related to the availability of historic preservation tax credits.

Owners of historic properties are eligible for various tax credits when rehabilitation is carried out in a historically appropriate manner. Owners may be unaware of this information and an outreach effort may increase the number and viability of potential rehabilitation projects.

- 4-5. Increase investment downtown by establishing a local facade grant/loan program.

Many communities have pooled local financial resources through banks or other sources to create loan pools with favorable interest rates or even grant programs as an incentive for property owners to engage in appropriate rehabilitation activities.

- 4-6. Increase the economic vitality of downtown by participating in the Wyoming Main Street Program, accessing its resources and expertise.

The Main Street approach to downtown revitalization is a proven strategy for improvement. The Wyoming Main Street Program offers a variety of resources and training opportunities to member communities. Participation in Wyoming Main Street would likely result in substantial improvements.

- 4-7. Establish design guidelines to promote appropriate new construction and rehabilitation in the downtown core.

While mandatory design standards are the most effective way to ensure design quality in sites and buildings, they are sometimes resisted because they involve additional rules. Voluntary standards, however, could be used with property owners who are motivated to contribute to a quality townscape and need guidance on how to achieve this goal. These voluntary standards could also be used in conjunction with grant and loan programs.

- 4-8. Create a systematic historic preservation program by establishing a Historic Preservation Commission.

A preservation commission serves as an official vehicle for pursuing preservation activities such as the historic resources survey and educational and training activities for local property owners and the community at large. Having a preservation commission is also a prerequisite for Certified Local Government status.

- 4-9. Pursue Certified Local Government status from the Wyoming Historic Preservation Office to access preservation funds.

Certain historic preservation funds are reserved for communities that qualify as “Certified Local Governments.” Accessing these resources will help fund preservation activities.

4-10. Establish an annual awards program recognizing the best private development and redevelopment efforts that advance the design goals of Lander.

Rehabilitation projects that contribute to Lander's character should be acknowledged and rewarded with community appreciation and recognition. An annual awards program is a vehicle for such recognition and serves as a "thank you" to those who contribute to make Lander better.

4-11. Conduct a retail market analysis for attraction of new downtown commercial activity.

A market analysis can help uncover opportunities and unique strategies for business development in the downtown. It is an excellent tool for marketing and can provide a wealth of information for existing business.

**Objective: Ensure that the built environment of downtown offers a pleasant and enjoyable experience for visitors and residents.**

In addition to creating incentives and guidelines for appropriate development and redevelopment of private properties, Lander can expand the quality of the downtown environment through well directed public initiative and investments. These investments often include infrastructure improvements that increase pedestrian activity and comfort, complemented by development policies which emphasize living, recreating and doing business in a traditional small downtown environment.

#### Actions

4-12. Maintain and extend the walkable and compact development pattern that exists in the heart of Lander through appropriate development coding that establishes build to lines rather than deep setbacks, en-

courages infill development and ensures upper floor housing provisions are feasible.

The Lander zoning ordinance and subdivision controls have a profound impact on the form and livability of the City. The codes have shaped what Lander is like now and will be in the future. Recognizing their impact, they should be thoroughly reviewed for effectiveness in producing a walkable, bikable, compact city form, particularly in and near the downtown.

4-13. Review the Lander Zoning Ordinance for uses and development patterns that undermine the character and experience of downtown.

In addition to impacting the form of the City, the manner in which land is used will support or detract from community character and quality. Zoning categories should be reviewed for their effectiveness in meeting the design objectives of the plan.

4-14. Establish a tree plan that will increase tree canopy and shade downtown.

The benefit of trees in a city environment is well established. Many of the increases in comfort, aesthetics, environmental benefits, and property values can be achieved in no way other than through a program of tree planting and care.

4-15. Consider the placement of street furniture along Main Street to enhance downtown as a pleasant and enjoyable space.

The placement of street furniture in appropriate locations will enhance the pedestrian convenience and comfort and provide adequate additional amenities to support economic development efforts downtown. Street furniture makes the downtown more attractive to parents

with young children and aging citizens.

4-16. Create alternative parking configurations downtown.

Parking efficiency can increase capacity and encourage more customers. Rather than add additional surface parking, which could have the effect of undermining character, a parking management plan can identify inexpensive ways to increase capacity by managing existing resources.

4-17. Design and implement a means of shortening the pedestrian crossing distance of Main Street by way of curb islands or pedestrian stripping for the safety and convenience of downtown visitors.

The distance of crossing from one side of Main Street to another is difficult to manage for pedestrians, particularly if they are older or are accompanied by young children. These distances can be considerably shortened through the use of curb islands or other devices to make crossing easier, increasing safety and convenience.

4-18. Increase the sense of arrival and distinction of the community by enhancing community gateways.

Well-designed gateways tell us when we have arrived in a significant place. They help set the character and tone as well as the expectation of the visitor. Lander has excellent opportunities to enhance gateways through welcoming signage, crosswalks, decorative lighting, landscaping and other visual enhancements.

**Objective: Increase citizen and visitor activity downtown.**

The presence of people in the downtown is essential to its ultimate success. Where there are people there is vitality. Where there are no people,

there is no vitality. Promoting events and activities that attract people to the area will increase the viability of downtown as a destination.

**Actions**

4-19. Establish a pedestrian court at Third Street and Main Street that can serve as a location for downtown events.

A portion of Third Street to the east of Main is fronted by few buildings and offers an opportunity to explore a pedestrian court or street space that can be used for downtown gatherings and events. Exploration of the practicality and benefit of using the street space in this manner may yield a unique place and expand capacity to host more visitors in the downtown.

4-20. Locate a Farmers Market downtown.

Farmers markets are excellent tools to increase access to fresh and local produce, create opportunities for community interaction, provide a market for locally grown foods, and create additional economic activity in the downtown.

4-21. Celebrate Lander by adding one or more downtown events or festivals, or expanding existing events to further promote community life and interaction.

Community events downtown attract visitors, increase community interaction, and enhance economic potential. Increasing the number of or expanding existing events will provide additional activity.

4-22. Establish a wayfinding system to direct citizens and visitors to Lander's institutions and attractions.

The well planned placement of graphically pleasing wayfinding signs

can increase the visibility and the ease of access to local institutions and attractions.

**Objective: Increase support for Lander’s creative community.**

Creative activity among artists and artisans has been shown to contribute to overall community well-being. Increasing support for creative activity should result in expanded community interest, but these activities require specialized environments and organizations. Lander has a rich art heritage with which to partner to create an expanded role for the arts.

**Actions:**

4-23. Encourage and celebrate the rich array of public art in Lander through additional displays, a walking tour to include historic areas, and distribution of interpretive material.

Eagle Bronze has set the tone for public art in Lander and its public displays have become landmarks. These displays should be celebrated and expanded. Interpretation of public art displays, and even historic places, by means of a walking tour or distribution of interpretive material will increase appreciation for these sites while generating pedestrian and tourist activity.

4-24. Establish additional arts venues such as galleries and shops, particularly in downtown Lander.

Arts activity requires appropriate venues for viewing, appreciating, buying and selling. While some venues are present, promoting an increase in the number of galleries and arts related businesses will contribute to a thriving creative community and increase economic activity in this sector.

4-25. Arrange for and coordinate the display of art in available vacant win-

dows along Main Street.

Vacant buildings can give a negative impression of a business district sending a message of deterioration. Filling the vacant windows with local art for display offers an attractive alternative to vacant storefronts, creating interest and activity.

4-26. Establish a performing arts center.

Performances in Lander currently must access school facilities for production. Dedicated facilities would offer more stability and permanence for performing arts, allowing a far more consistent and concentrated effort, expanding offerings and enhancing community life.

**Objective: Guide the design of new development in a way that contributes to and supports Lander’s overall character and avoids the negative consequences of sprawl.**

While the health of downtown is critical to Lander’s success in the future, the community is greatly impacted by design issues located throughout the community. The distinctiveness, overall health, and satisfaction of the City will be undermined by inappropriate patterns of sprawl and building that are disrespectful of the City’s unique heritage. The promotion of compatible designs in sites and buildings will extend the best of Lander throughout the community.

**Actions:**

4-27. Integrate new development design into the overall character of Lander by means of voluntary design standards.

New development beyond the core of Lander can contribute to the overall vitality of Lander and reinforce community identity when sites and buildings are constructed to be reflective of community charac-

ter. Many franchise establishments will observe community design goals in this regard when guidelines and encouragement are provided. Voluntary standards are a means for achieving this action.

- 4-28. Ensure that new site and parking facilities are appropriately landscaped both internally and at their perimeter.

A key design element and sound environmental practice is to ensure that adequate green space and landscaping are included in new site design, rather than vast expanses of asphalt. New sites should include ample landscaping to meet this objective.

- 4-29. Fully integrate new development into the overall development pattern of Lander by designing pedestrian and cycling facilities and including greenways, paths and trails.

The Lander Area Pathway System and sidewalk and bicycle facilities are essential to maintaining a balance of mobility choices and contributing to Lander's quality of life. New development should be carefully reviewed for ways in which it can reinforce these City elements through building location, connections, and the provision of onsite pedestrian and cycling infrastructure. The design of new developments should include connections to existing facilities and the extension of those facilities according to the Lander Area Pathway System Plan.

**Objective: Fully integrate open space and recreation into the overall design of Lander to promote a healthy city as well as environmental stewardship.**

In addition to well-designed sites and buildings, the integration of open space and recreational infrastructure into the townscape supports community health by providing ample facilities for active living and enhances the

environmental stewardship efforts. The promotion and establishment of one or more community gardens can address healthy eating.

**Actions:**

- 4-30. Review the Lander Area Pathway System Plan for consistency with design goals, feasibility of listed projects and overall progress.

Lander has an established pathway plan known as the Lander Area Pathway System. This system is a core element of overall City design and updating and implementing this plan should be one of the highest priorities for the City to increase non-vehicular mobility throughout the City.

- 4-31. Establish greenway connections to new neighborhoods as they develop.

New neighborhoods should be designed in a manner that integrates and extends the Lander Area Pathway System. Subdivision controls should be reviewed to ensure that adequate requirements exist to account for pathway connections.

- 4-32. Add pocket parks and community gardens in appropriate locations.

Underused properties may offer an opportunity for the creation of additional park spaces and community gardens. The inventory of municipal properties as well as underused private spaces should be reviewed to identify these opportunities. Once identified, additional parks and gardens should be established.

- 4-33. Pursue improvements for Centennial Park and consider improvements for Jaycee Park.

Centennial Park and Jaycee Park serve as important places at the

gateway to Lander. Improvements to accommodate users will support the overall all goal of increasing the number visitors and supporting downtown activities.

## Transportation

**Goal: A safe and effective transportation system that is accessible and functional for all members of the community.**

**Core Principle: Lander's prosperity and quality of life are dependent upon its ability to move people and goods safely and efficiently throughout the City.**

When properly planned, a transportation system provides choices for drivers, bicyclists and pedestrians. These systems increase effectiveness of local service delivery, promote walking and bicycling, connect neighborhoods and local destinations, reduce vehicle miles and travel times, improve air quality, reduce emergency response times, and free up capacity to better service regional travel needs.

**Objective: Establish an expanded pathway network that connects Lander's residential, commercial, schools, and green spaces and allows for safe and efficient travel for cyclists and pedestrians.**

A major concern of the community regarding the transportation system is the need to maintain and improve the bicycling and pedestrian pathway throughout the City of Lander.

### Actions:

5-1. Acquire/establish continual pathway easements.

The acquisition of adequate rights-of-ways and easements is required prior to, or during, the development process for economical and ef-

ficient implementation of a bicycle pathway system.

5-2. Prioritize and incorporate planned pathways into existing pathway network.

Pathways identified by this Master Plan in conjunction with the Lander Area Pathways System Committee should be prioritized by community interest and funding should be sought to begin creating linkages and connecting neighborhoods.

5-3. Require development along pathway system to incorporate pedestrian and cycling features.

Pathway facilities should be incorporated into capital improvements, private development, and redevelopment projects where possible. All development, at the time of platting, should be required to demonstrate that the design of the development includes the pathway linkages pursuant to the Lander Master plan, Lander Area Pathway System plan, or other applicable plan. This includes making new streets along a proposed pathway, no matter the classification, multi-modal in nature. By integrating pathways into other projects and developments, the proposed pathway system can be implemented in a more timely and efficient manner.

5-4. Incorporate pedestrian and cycling pathways into existing infrastructure.

A transportation network works most efficiently when components work with one another. Where pathways intersect and merge with current infrastructure, improvements should be made to ensure the continuity of the system including sidewalks, curb cuts, and ADA ramps.

5-5. Improve/increase signage and markings designating the pathway system.

Signage is the most effective method of communicating routes and rules. Without proper signage and markings pathways can be confusing and dangerous.

**Objective: Increase safety and mitigate hazards and bottlenecks at problem intersections on Main Street.**

Safety is a fundamental part of any transportation system. The location of facilities as well as the facility design, timing of signals, and visibility of signs and markings all influence safety. To a large extent the use of transportation facilities is dependent on the comfort level of potential users and the perceived level of safety, particularly in the case of pedestrians and cyclists. Main Street has several intersections that, in their current condition, pose potential safety hazards to motorists, pedestrians, and cyclists.

**Actions:**

5-6. Study options to control and direct traffic at the intersection of Main and 1st Street.

Left hand turns on Main Street from 1st Street are challenging. Controls at 1st Street will manage traffic flows from the north and south. These controls would also assist pedestrians and cyclist in crossing Main at 1st.

5-7. Improve line of sight through engineered controls and parking restrictions on Main Street.

Improvement of line of sight would reduce collisions caused by turning as well as prevent collisions with pedestrians and cyclists.

5-8. Coordinate with WYDOT to improve design and/or functionality at the intersection of HWY 789 and 287.

The intersection of Wyoming Highways 789 and 287 is the highest traffic area in Lander. The location and design of this intersection creates an unsafe environment for pedestrians and cyclists as well as vehicle traffic by limiting line of sight and providing multi-direction traffic hazards for crossing pedestrians.

5-9. Incorporate engineered controls at Safeway entrance and Lincoln Street.

The construction of the Safeway entrance has significantly increased the amount of traffic at the intersection of Main and Lincoln Street. The blind corner near 9th Street creates line of sight and timing concerns that could be addressed with engineered controls.

5-10. Study pedestrian crossings and signal timing/phasing to ensure adequate timing and controls are provided for safe crossings.

Many pedestrians feel rushed to cross the five lanes of traffic on Main Street. A study would identify solutions such as improved traffic signal timing/phasing and integration of engineered controls to improve the safety of these crossings allowing pedestrians to cross comfortably while still allowing for a high level of service.

5-11. Adopt an ordinance to control access from Main Street.

Limiting the number and locations of access points to Main Street will increase the level of service and capacity and decrease accidents, pollution, and congestion. All nonresidential buildings, structures and parking areas should be physically separated from arterial or collector streets by vertical curbs and other suitable barriers to prevent

unchanneled motor vehicle access. Each property should not have more than two access ways to any one street, unless unusual circumstances demonstrate the need for additional access points.

5-12. Evaluate options to purchase and maintain tools and equipment to assist law enforcement.

No intersection, no matter how well designed, is safe if traffic laws are not obeyed and enforced. Law enforcement cannot be everywhere at once, but tools such as red light and speed limit cameras may increase traffic law compliance.

**Objective: Improve and maintain roadway surfaces.**

Potholes, debris, and damaged markings present considerable safety hazards for drivers, pedestrians, and cyclists as well as reflecting poorly on the City. Maintaining streets, sidewalks, lighting, signs, signals and markings assure that the transportation network will continue to function as designed.

**Actions:**

5-13. Inventory current street conditions.

Identifying and documenting current street conditions will allow the City to properly and effectively manage and prioritize street repair.

5-14. Compile and maintain capital improvement plan for street department.

This plan is created to better guide the public works department and the Urban Streets Committee to the highest priority projects and help them better allocate available funding.

5-15. Obtain grants and loans through funding agencies.

Grants and loans would allow for Lander to make necessary improvements without burdening the citizens of Lander with a tax levy.

**Objective: Maintain high connectivity and service throughout Lander as new development expands the current network.**

As Lander's transportation system expands the access and circulation system should accommodate the safe, efficient, and convenient movement of vehicles, bicycles, and pedestrians throughout new development, and provide ample opportunities for linking adjacent neighborhoods, properties, and land uses. Neighborhood streets systems should knit separate developments together, rather than forming barriers between them.

**Actions:**

5-16. Identify new/potential arterials and collectors.

Currently Lander has five main arterials, two running east-west and three running north-south, that currently carry most of the traffic through Lander. The identification and implementation of new streets outside of residential areas would not only alleviate congestion on current arterials, but allow for a safer multi-modal transportation network by pulling high speed high volume traffic away from residential centers. These streets would also allow for through traffic to reach state and county arterials without using Main Street, taking pressure off the bottlenecks in the Downtown and Baldwin Creek areas.

5-17. Require new developments to integrate into the current transportation network.

If new developments rely strictly on the existing road networks to ab-

sorb all of the new demand they create, congestion will increase even in areas where roads are not operating at capacity. All new developments should provide public street connections, and if there are no adjacent public streets the development should provide connections and land for future connections spaced at intervals appropriate for the area.

5-18. Encourage alternative design approaches where appropriate.

There has been a growing regional movement to adopt alternative approaches to roadway design, including traffic calming (such as roundabouts), context-sensitive design, and narrow streets within planned developments. On a case-by-case basis, Lander may consider adopting such practices where there is a clear benefit to the community.

**Objective: Use the transportation system as a tool to promote tourism and local attractions.**

Lander's location and proximity to some of the best outdoor adventure areas and environments in the country make it a unique place to live, work, play, and visit. A well-planned and designed transportation system allows for straightforward access to these attractions and makes the experience even more enjoyable.

**Actions:**

5-19. Apply to the Wyoming Department of Transportation to have Sinks Canyon Road designated as a Wyoming Scenic Byway.

This program not only promotes and enhances tourism, but qualifies this roadway for additional state funding for improvements such as rest areas, signage, turnouts, shoulder improvements, overlooks, and pedestrian and bicyclist facilities. This designation would benefit the Lander community by protecting cultural resources in area adjacent to

the highway and developing and providing tourist information to the public.

5-20. Improve wayfaring signage in Lander to better direct the public to local attractions.

Currently the City of Lander has very little and confusing wayfaring signage. This lack of direction creates unnecessary confusion for any Lander visitor.

## Intergovernmental Relations

**Goal: Foster cooperation between Lander, Fremont County, State, Federal and Tribal governments to achieve sustainable and cost efficient land use development within and surrounding Lander.**

**Core Principle: Intergovernmental cooperation by the City, County, State, Federal, and Tribal governments will increase opportunities for more cost efficient services and land use development.**

**Objective: Maintain a written intergovernmental agreement between Lander and Fremont County that outlines the land use policies for development of unincorporated land within one mile of the City limits.**

The upfront coordination of land use decisions that occur within the one mile planning review area will allow Lander to make better use of its limited resources for infrastructure improvements and the extension of new services. Ongoing communication between the County and City about land use policies can also lead to a documented review process that provides developers with a solid understanding of how the process for subdivision plat reviews will be conducted.

**Actions:**

- 6-1. Draft, review, and approve intergovernmental agreement for land use practices within one mile of the incorporated city limits.

An interlocal agreement for land use practices will assist the development community and the City and County staff by establishing a clear set of procedures for hearing and deciding on subdivision proposals in the one mile joint planning area. It can lead to a coordinated approach to land use decision-making that meshes with the standards of both local governments.

- 6.2 Reauthorize intergovernmental agreements every five years or so as conditions warrant.

It is important to make sure the agreements remain relevant for local decision makers. Having a set timeline for review and reauthorization of these agreements will assist in keeping the document pertinent to match today's conditions and values.

- 6-3. Continue to work with Fremont County to review and comment on subdivisions within one mile of Lander.

Communication with County officials will be the key for sound land use development practices that can have long term impacts on the City of Lander.

- 6-4. Consider joint planning and zoning commission meetings when subdivision plats are submitted for potential development in the one mile review area.

Joint meetings and hearings could streamline the subdivision review and approval process. It will also encourage face-to-face discussions and resolve any issues related to applications that could impact either governmental entity.

**Objective: Conduct routine updates of the Lander Master Plan with input from Fremont County to ensure the City and County have common objectives.**

A master plan is only as good as its relevance. One way to assure it remains relevant is to revisit the plan's assumptions and content on a routine basis. A common rule of thumb is to review and update plans on a five year basis, which helps assure that the plan will remain fresh and up to date with current and projected conditions.

**Actions:**

- 6-5 Hold joint workshops with City and County elected officials and planning commissioners, airport authority, and their staffs to review the Plan goals and objectives and to maintain familiarity with the Plan.

The master plan is one of the guiding documents planning commissioners and elected officials can use for analyzing land use development proposals. Their familiarity with the plan is crucial to its acceptance and usefulness.

- 6-6 Update the Master Plan on a five-year cycle.

Existing conditions may change within five years of the plan's adoption. Allowing time for regularly scheduled reviews and updates will help assure that the plan remains a relevant and useful document for the City's use.

**Objective: Encourage communication between Lander, Fremont County, Federal and State agencies and Tribal governments to discuss issues relevant between the governments.**

Lander does not operate as an island unto itself. Policies and land use decisions occurring on County and Tribal land can impact the City, just as City actions may impact the unincorporated County and Tribal land. At the same time, decisions made by State and Federal agencies can directly affect the quality of life and livelihood of Lander residents. Communication between all levels of government is critical: It will demystify rumors, encourage cooperative efforts to manage resources, promote cost savings by local governments, and create an atmosphere of working together for the good of all area residents.

**Actions:**

6-7 Support the work of the Popo Agie Conservation District to maintain a dialogue with the US Fish and Wildlife Service, Wyoming Game and Fish, and elected officials and staff of Lander and Fremont County to review and discuss federal and state projects that identify, conserve, and protect fish and wildlife habitat.

The work conducted by the local Conservation District has been excellent for coordinating proactive and successful natural resource protection and conservation activities. They also continue to raise awareness about the issue of flooding and need for flood control throughout the County.

6-8 Work in close association with the Wyoming Department of Transportation (WYDOT) to continually improve area roadways and transportation systems for vehicles, bicyclists, and pedestrians.

The City has a WYDOT urban systems advisory committee that meets at least once a year. WYDOT currently provides \$140K a year for urban transportation projects in Lander.

6-9 Participate in discussions regarding the multiple and potentially conflicting use of public land in Fremont County, particularly with regard

to energy development and natural resource extraction.

City staff and officials can take advantage of opportunities to participate in resource plans that may impact the region. For example, the Lander office of the Bureau of Land Management has contacted the City during the preparation of its resource plan, giving City personnel the chance to provide input and potentially review the plan while it is underway.

6-10 Continue to participate in Fremont County Association of Governments meetings and events.

The Fremont County Association of Governments has representation from the County and municipalities in Fremont County. The group meets monthly to discuss issues and collaborate on resolving issues that are beneficial to all or some of the local governments. For example, the Association most recently worked on the optional 1% tax and its potential usage.

**Objective: Encourage compact development and coordination of the construction and maintenance of public facilities that can be shared by the City and the County within the future growth area of Lander.**

Local governments typically have limited budgets for public improvements and facilities such as storage buildings, heavy equipment yards, bus barns, shops, and so forth. Consolidation of these facilities and joint use by both local governments can potentially reduce the amount of land needed to accommodate public facilities and also increase cost savings for Lander and Fremont County.

**Action:**

6-11 Identify opportunities for cost sharing of public facilities and develop