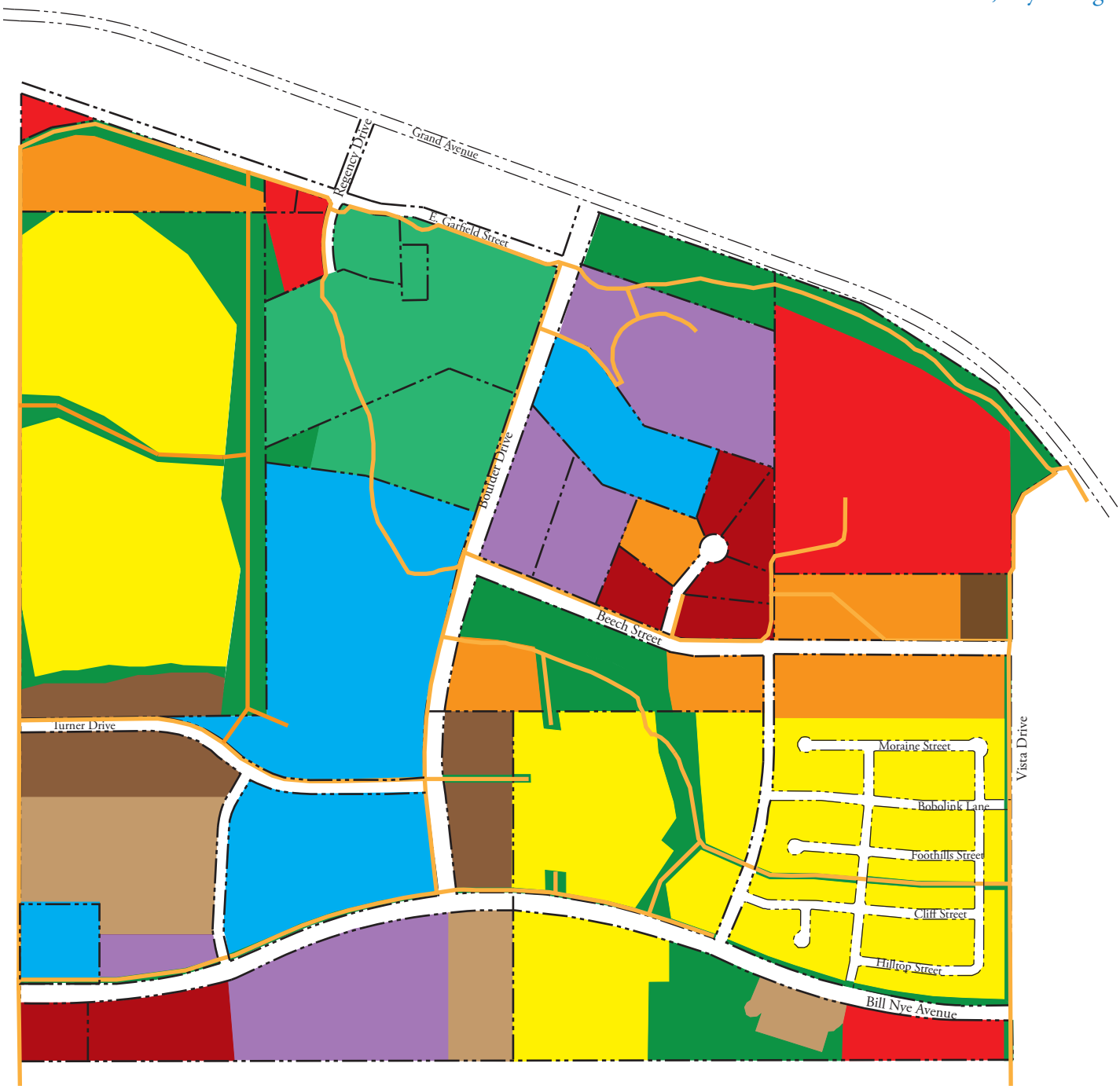
Turner Tract Area Plan - 2013

Laramie, Wyoming



LARAMIE

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I. SUMMARY

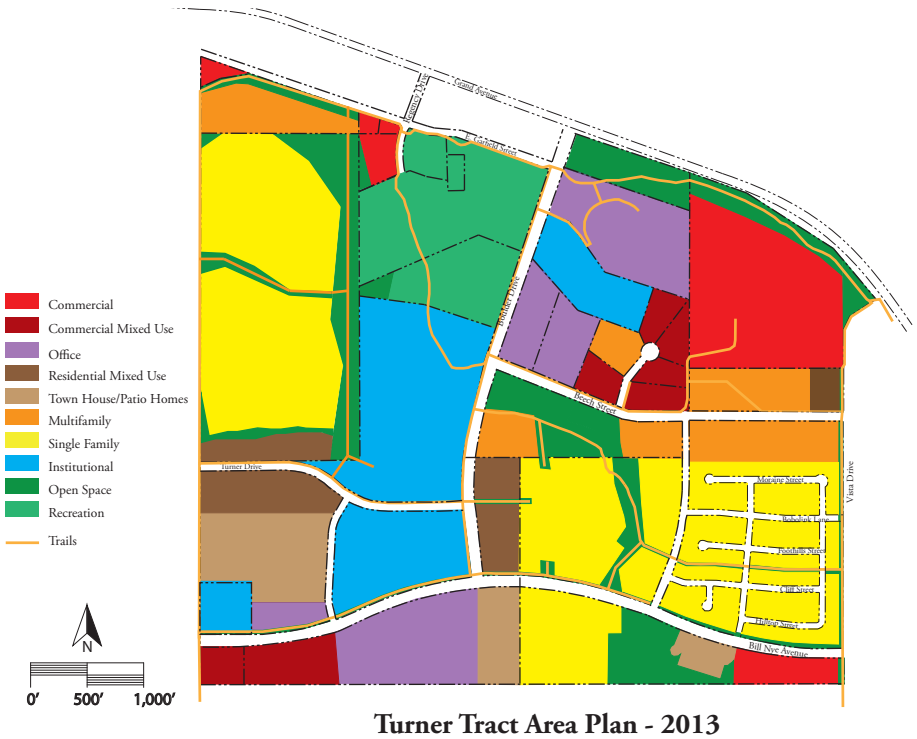
In 2001, the City of Laramie undertook its first detailed area plan which encompassed approximately a 442 acre site in southeast Laramie. Identified as the Turner Tract, this location was viewed as a prime area for future live-work neighborhood development that would make the Turner Tract a major office employment, residential, and civic center. The City revisited the original plan in 2013, and this update is the result of that effort.

The plan update was conducted in three phases. Phase 1 consisted of a background study and analyses of current conditions on the ground and existing documents, and public outreach. Phase 2 involved the preparation of the draft plan, and Phase 3 was the preparation and adoption of the final plan update.

Four alternative development options were considered with regard to the future growth of the Tract. Alternative 1 retained the focus of the 2001 Plan and designated the remaining vacant land for live-work development. Alternative 2 developed the remaining vacant land with a commercial and office focus, while Alternative 3 developed the vacant land with a residential emphasis. Alternative 4 maintained civic and educational anchors and provided opportunities for mixed use development consisting of residential and office uses. Each was assessed for the positive and negative benefits of implementing that alternative, and consideration was given to how to efficiently and effectively develop the remaining vacant land within the Tract that would lead to the most benefit of the City.

Based on the analysis, the 4th alternative became the preferred scenario for the future development of Turner Tract. The final plan builds on the excellent civic and educational facilities that are already onsite while also maintaining open space and greenways, as well as promoting pathways for linking various land uses within the Tract. Mixed use development will allow the City to increase residential density and also maximize commercial and office uses which will create jobs and further stimulate the local economy. It is conceivable too that some of the residents living in the Turner Tract may be employed by businesses and offices that locate in the Tract, which will solidify the Tract as a true live-work community.

Implementation of the alternative hinges on adherence to six policies: Require compliance with the Turner Tract Area Plan for any development proposed within the planning area boundaries; Market the Turner Tract as a mixed use neighborhood that offers a variety of uses and opportunities related to housing, employment, education, civic engagement and recreation and easy connection with the rest of the Laramie community; Encourage non-residential, commercial and office development in the central portion of the Tract; Allow for a variety of housing densities and styles; Continue to establish a circulation system that enhances connections both within the Turner Tract as well as connecting with other neighborhoods to the west and east; and Continue recreation and civic uses as major anchors for the Turner Tract.



Turner Tract Area Plan - 2013

II. BACKGROUND

Existing Land Use

The Turner Tract planning area is approximately 442 acres in size and is located in the southeast portion of the City of Laramie, generally south of Grand Avenue and Garfield Street, north of Interstate 80, west of Vista Drive and east of 30th Street. Land uses surrounding the Turner Tract include commercial development to the north between Garfield Street and Grand Avenue west of Boulder Drive; and medical offices, a motel, and residential development on land east of Vista Drive to Grand Avenue. The remainder of the immediatly surrounding properties is large acreage, mostly vacant land with some large lot residential development.

Land use in the Turner tract is geographically dominated by public and institutional uses and residential development. (See Fig. 2 - Existing Land Use Map) With the City Recreation Center and plans for additional recreational development, the City has created a community focus that currently anchors land use in this portion of Laramie. Combined with the educational facilities of both the existing Albany County Campus of Laramie County Community College and the planned high school and elementary school, the non-residential land use emphasis has changed from office park development as envisioned in the 2001 Turner Tract Area Plan to more of a community center. Residential development has been concentrated in the southeast quadrant with development of the Eastridge and Grand View Heights subdivisions and two newly developing multi-family projects (a 48 unit affordable housing project and a 36 unit senior housing project) in the northeast quadrant of the planning area. Additional multi-family development

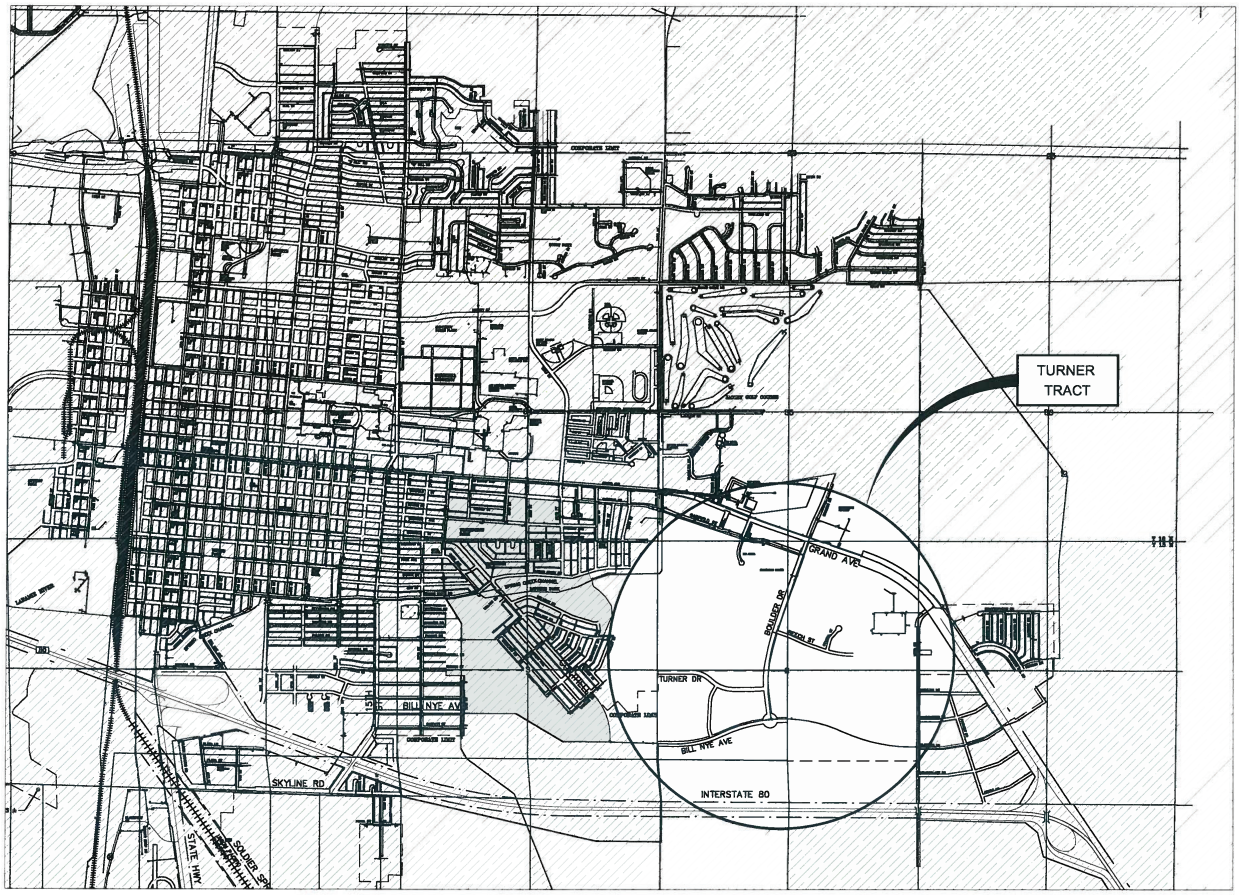


Figure 1 - Vicinity Map

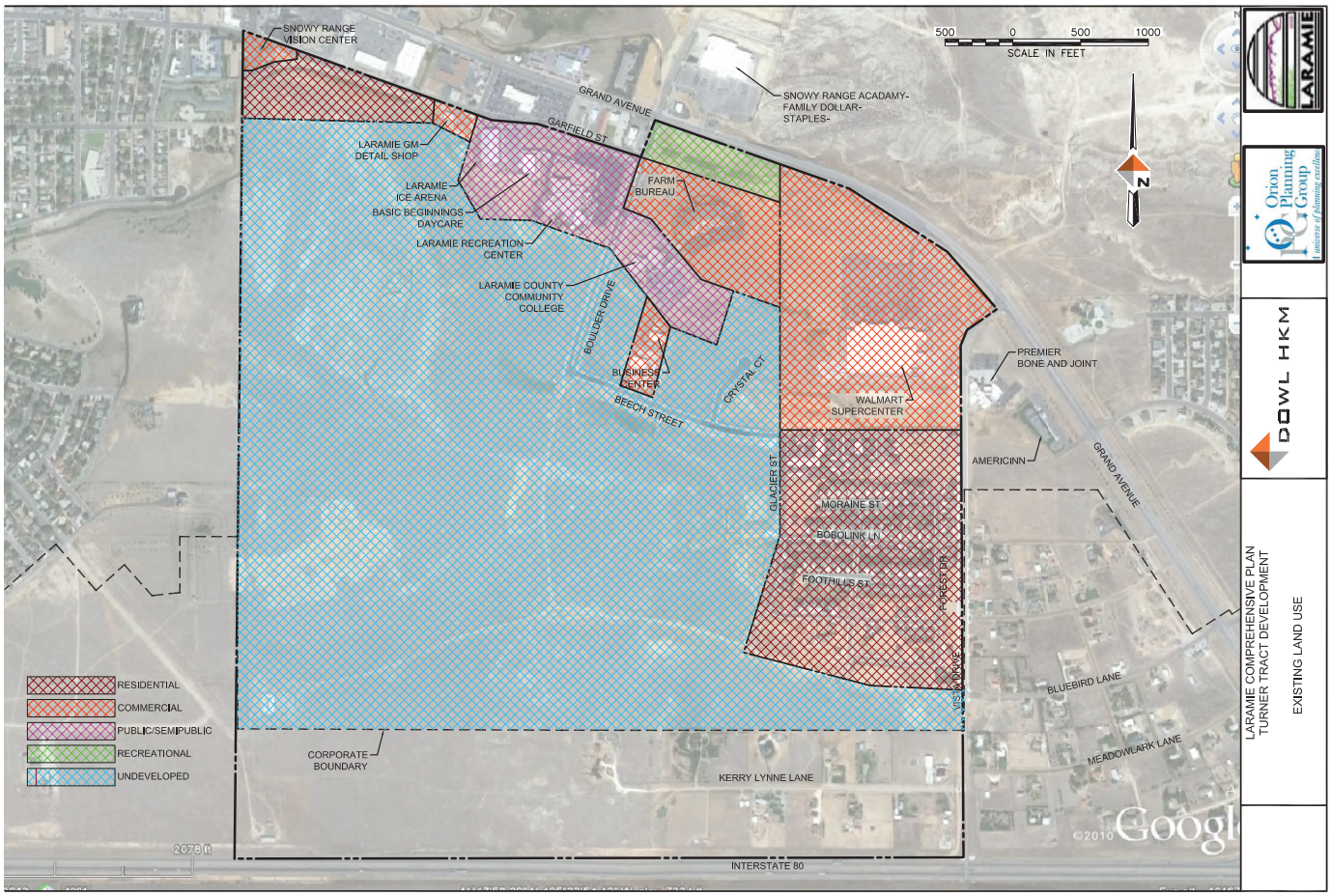


Figure 2 - Existing Land Use

has occurred in the northwest corner of the Tract.

Ownership

Ownership patterns in the Turner Tract have been dominated by the City of Laramie which originally owned over 274 acres at the time of the 2001 Turner Tract Area Plan. Over the years the City has transferred ownership of property to facilitate development, most recently with the transfer of 54 acres to the Albany County School District for construction of a high school and elementary school. Even with these transfers, the City retains ownership of approximately 135 acres (see Appendix B for City ownership overlayed on the adopted land use map). The remaining area is in private ownership. (See Fig 3 - Ownership Map)

Infrastructure

Water supply (both domestic and fire flows) and sanitary sewer services have adequate capacity to meet the needs of existing and planned development in the Tract. In addition, design work has recently been completed for the Laramie high school showing that water supply for fire flows and sewer capacity are adequate to meet the need for that new development. Water for the area comes from two different pressure zones of the municipal water system. While fire flows in general are adequate for a build-out of the Turner Tract, the pressures are at the low end of the desirable range. A project scheduled by the City of Laramie Public Works Department to construct a new tank to the north of the planning area and north of Grand Avenue to improve the water system for south Laramie will not only improve pressures to the Turner Tract area but will increase available flows. However, it should also be noted that there are areas at higher eleva-

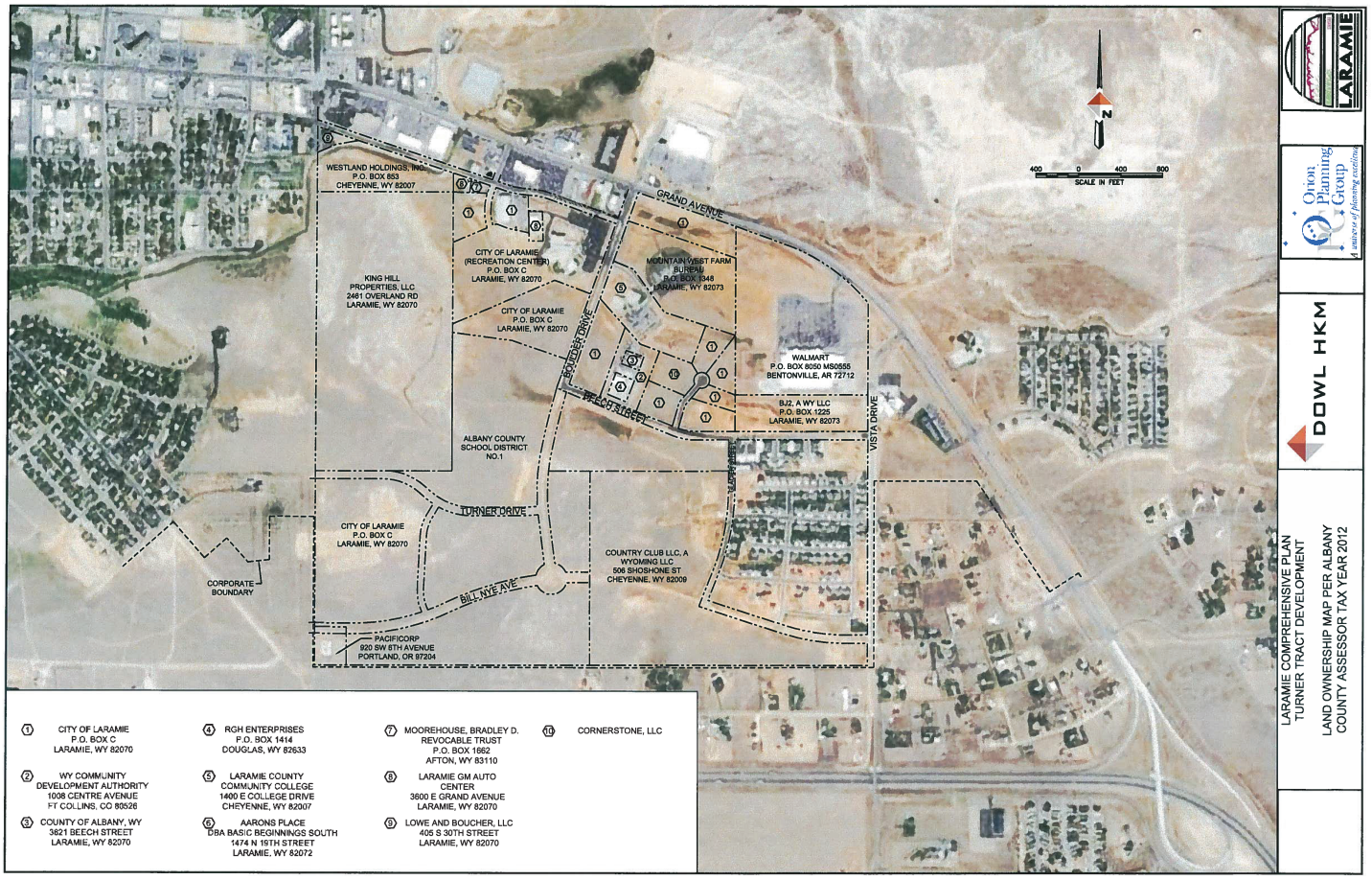


Figure 3 - Ownership Map

tion within the Tract that are either difficult or unable to be served, regardless of improvements.

Sewer flows are routed to the north and west down Garfield Street. Improvements scheduled to extend sewer down the future Bill Nye Avenue to the west from the Turner Tract will adequately increase sewer capacity for any anticipated build-out. To ensure the Turner Tract is primed for future development, it is imperative that these planned improvements to the water and sewer systems are constructed according to the anticipated timelines in the City's Capital Improvement Program and any updates to that plan. Updates to the improvement schedule in the CIP may be required based on the timing/pace of the actual build out.

Individual parcels of land will be required to meet the City of Laramie Standards for drainage (surface water run-off) at the time of development by providing for on-site detention. The City will also look at surface water run-off for the area as a whole. Currently drainage is generally from east to west flowing to the detention pond just west of the Laramie Recreation Center in the northwest corner of the Turner Tract. After the new high school and future proposed elementary school are constructed some flows will run to the southwest. As build-out occurs, drainage will be handled in a series of individual detention ponds and some regional facilities. Although drainage features take up developable land, they also present an opportunity to incorporate desirable visual features into landscaping and can be designed to double as open space and park areas.

The franchise utilities (natural gas, power, and communications including telephone, cable TV, and fiber

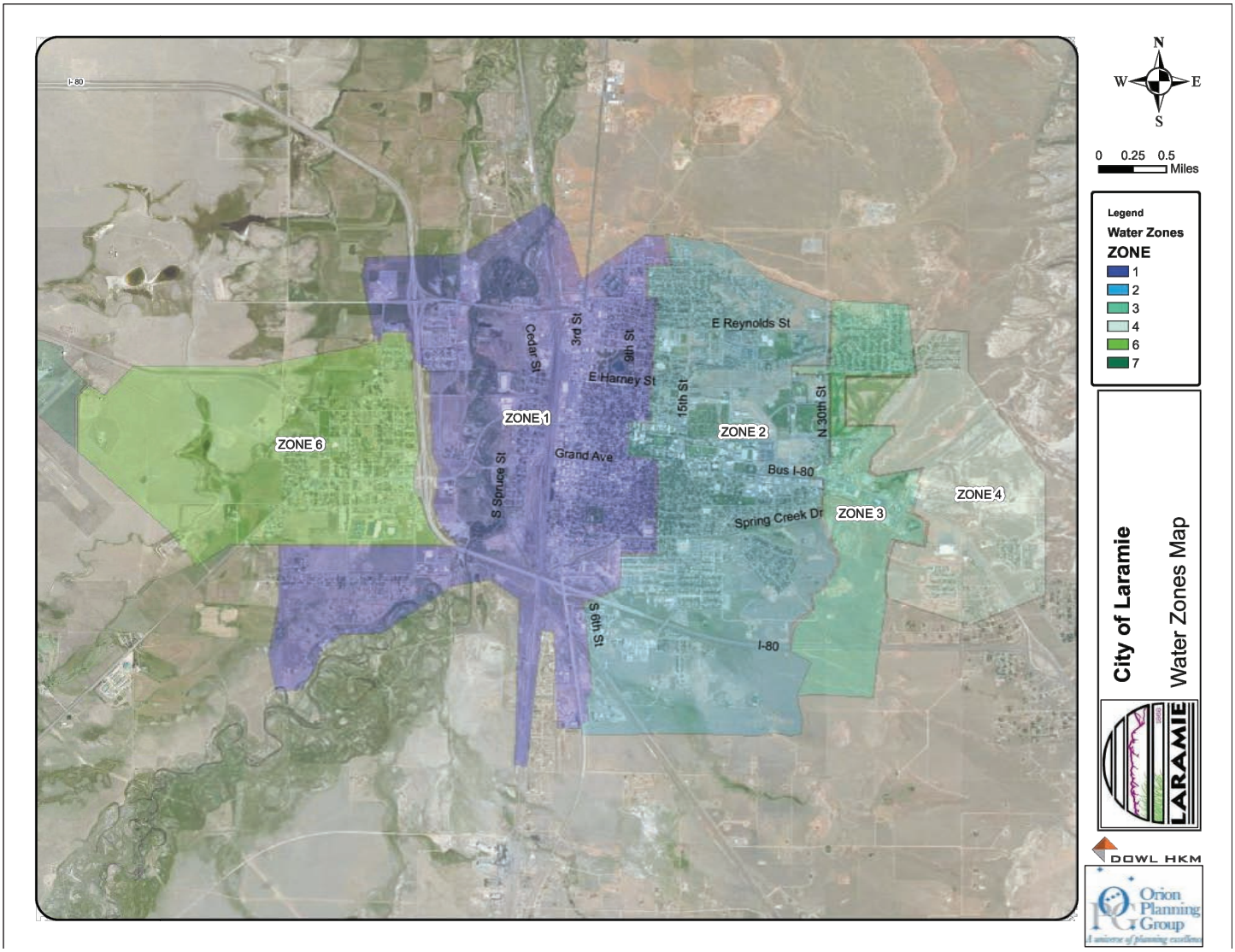


Figure 4 - Water Pressures Zones Map

optics coming from 30th Street and Vista Drive) to the Turner Tract Area are able to serve the current development, and adequate service is available for future development. The construction of the new Laramie High school will bring these utilities conveniently into the center of the Tract. Planning is still the key. These utilities are included in the development review process at the time of land subdivision and will frequently install their services soon after the final plat is approved. Providing them with the updated Plan will alert them to expected future development levels.

Open Space and Trails

Parks and recreation, open space and trails are a central feature of the Turner Tract. The Recreational Center is a focus both for existing residents and businesses as well as the City as a whole. Planned recreational development south of the recreational center along with the development of athletic facilities at the high school will continue to enhance the area as a recreational focus in the City. Trails and open space exist along Vista Drive, Bill Nye Avenue, Boulder Drive and Garfield Street. Plans for Grand View Heights will continue to emphasize trail connections and parks. All future development will be expected to continue the parks and trail system and eventually create non-vehicular connections to the rest of the City.

Circulation

Current access to the Turner Tract Area is via Grand Avenue or Garfield Street to Boulder Drive from the north and from Vista Drive from the east. There is currently no access from the west and south, which is problematic for future development. The intersection of 30th Street and Grand Avenue has been defined as 'the bottleneck' in the street system for all of east Laramie. Providing for additional east-west traffic connections at more locations along 30th Street is reasonable and prudent for responsible development for the area.

The City of Laramie Comprehensive Plan and Major Street Plan includes a vision for the future build-out of streets in the Turner Tract Area and all of Laramie. Bill Nye Avenue is planned to connect from 3rd Street to Vista Drive and will provide additional east-west traffic flow options. Additional road improvements include the planned extension of 30th Street from Garfield Street to Interstate 80, a future interchange at Interstate 80 and 30th Street, and the connection of Boulder Drive and Bill Nye Avenue. As the Turner Tract continues to develop, additional access to the west needs to be pursued with the preferred location being a connection to Spring Creek Drive. These street improvements will eventually improve access into and out of the Turner Tract as well as improve the current condition at 30th Street and Grand Avenue. As with the water and sewer improvements, it is imperative that these planned future improvements to the streets are completed as anticipated in the Capital Improvements Plan. A new intersection at Spring Creek Drive should be a condition of approval when the property on the east side of 30th Street develops. An opportunity for using federal urban funds administered through the Wyoming Department of Transportation to fund some of these street improvements remains viable.

Aquifer Protection

Critical to development in the northern and eastern portions of the planning area is the need to address possible impacts to the Casper aquifer. Many properties in this area fall within a designated area known as Zone 2 of the Casper Aquifer Protection Overlay Zone (Ord. 1748 A). Compared to Zones 1 and 3, Zone 2 is the most vulnerable area with the least amount of natural protection to the aquifer. The Casper Aquifer supplies more than sixty percent of the City's fresh drinking water and one hundred percent of the fresh drinking water to the rural homeowners in the Casper Aquifer Recharge Area. Four of the City's municipal well fields are included in the Casper Aquifer Protection Area, with one well field located in the Turner Tract (See Fig 5 - Aquifer Protection Areas Map).

The Laramie City Council has adopted two aquifer protection ordinances. The first, Ordinance #1404, was adopted in October 2002 because it was determined that the Casper Aquifer provided a critical component of the existing and future drinking water supply for City residents. The second, Ordinance #1748A, was adopted in June 2008 and supersedes the first ordinance. This ordinance was created to reinforce safeguards for the City's drinking water provided by the Casper Aquifer, which is critical to the protection of Laramie's public health, safety and welfare. In conjunction with these ordinances, the City of Laramie has adopted the Casper Aquifer Protection Plan (CAPP).

The CAPP states that inappropriate development on the Aquifer Protection Overlay Zone (APOZ) can adversely affect the quality of the City's drinking water through the intentional or unintentional release of contaminants that are harmful to the health, safety and welfare of City residents. The plan was developed to control all aspects of zoning within the APOZ and to list prohibited activities.

The plan requires that no development be permitted in the APOZ unless the proposed development meets the following general criteria:

- A site-specific investigation (SSI) has been performed for all developments proposed within the APO Zones 2 and 3. The stated purpose of the site-specific investigation is to identify, as a minimum, the impacts, if any, of the proposed development(s) on the Casper Aquifer.

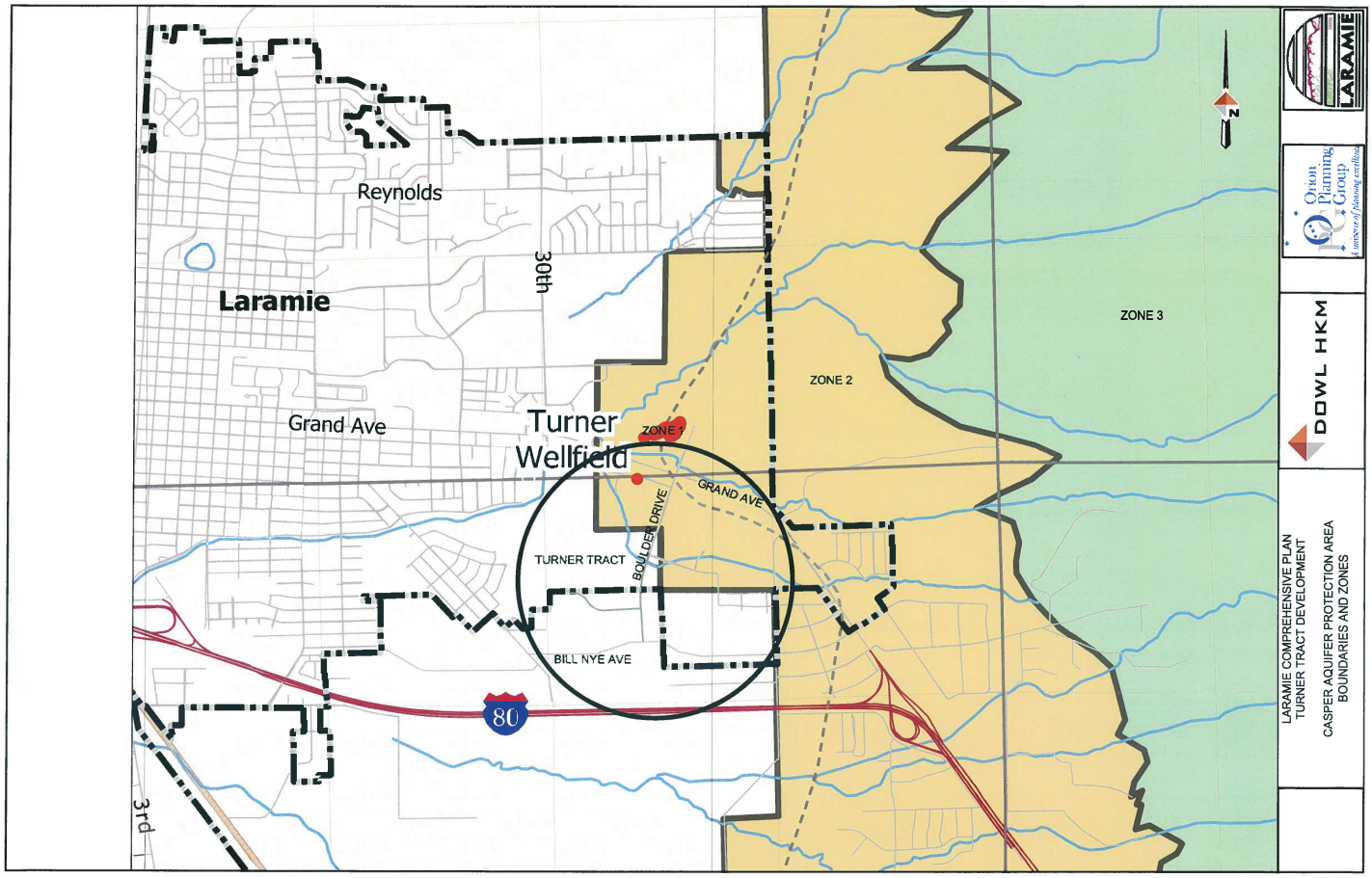


Figure 5 - Aquifer Protection Areas Map

- A professional who has the required skills in the areas of groundwater evaluation, geologic formation analysis, and the science of contaminant transport must review the SSI and verify that the proposed development meets the requirements and overall objectives of the Casper Aquifer Protection Plan and the ordinance.
- No vulnerable feature exists within 100 feet of the proposed development. Vulnerable features include wells, faults and outcroppings of the water bearing formation.

The ordinance allows the City to attach conditions of approval to ensure the protection of the groundwater quality, including, but not limited to, further evaluation, reasonable technical improvements, monitoring or other mitigation measures.

Future development in the Turner Tract will have to comply with the Aquifer Protection Plan for areas that fall within the APOZ. However, portions of the plan are currently undergoing a cooperative review by the City of Laramie Planning Department and Laramie Economic Development Corporation. There have been discussions regarding improving the consistency between individual site specific investigations, making practical changes to the triggering mechanisms for site specific investigations, and eliminating the probability of redundancy with individual site specific investigations. There have also been discussions regarding APOZ boundary adjustments based on evolving science and engineering, and possible future monitoring wells in the Turner Tract.

Pending Development

Early in 2013, ownership of approximately 65 acres of land was transferred from the City of Laramie to the Albany County School District. The planned use of this

property is a new high school on approximately 36 acres and a new elementary school on approximately 18 acres. The new high school is expected to be built in 2015, and the elementary school is to be constructed in 2017 or 2018, pending state funding. Grand View Heights Subdivision will continue to develop. A preliminary plat to build out the development has been recently approved by the City. The subdivision's next phases are proposed to include single family homes, a park, and a self-storage facility. Additionally, a 36 unit senior housing project is being planned on Crystal Court as well as a 48 unit multi-family project at the southwest corner of Glacier and Beech Streets. These new housing projects will expand residential choices by type of unit within the Turner Tract. The range of options will include multi-family units that are suitable for young families, single residents, and students; single family dwellings that are appropriate for families; and senior housing that is designed for older populations. It makes the Turner Tract an excellent example of how good design and access to nearby services can support a mixture of housing types that accommodate a wide range of residents.

III. 2001 TURNER TRACT AREA PLAN

The following is a summary of the Turner Tract Area Plan that was prepared and adopted in 2001 by the City of Laramie. The initial impetus for the Plan was the City's review and consideration of providing land for the development of a new home office for Mountain West Farm Bureau. After initiating the Plan, the City realized there were a number of other needs that the Turner Tract could potentially meet relative to housing, office park development, and area recreation. Office development was particularly attractive as it would add new jobs and increase property tax revenue for the City. Therefore the Plan's focus broadened to include the development of a live-work neighborhood with an emphasis on office and residential land uses.

The Turner Tract Area Plan has the distinction of being the first detailed area plan that was developed by the City of Laramie. It was intended to provide a conceptual plan for future urban development in southeast Laramie and a portion of the southeast Spring Creek drainage by guiding development of an approximately one-square mile property as a human-scale, multimodal, live-work district anchored by civic spaces and buildings. The area was proposed to become a major office employment, residential, and civic center. The Plan was created due to pressures to develop what was then the largely publicly owned Turner Tract and to do so before market pressure caused development to occur that did not adequately consider the long term needs of the City.

Guiding Principles and Vision Statement

In the course of the Plan's formation, several community meetings were held including a community workshop. With participation from citizens, Planning Commission, and City Council members, this process led to the following six guiding principles for the development of the Turner Tract:

1. Natural resource protection
   - Keep dense development away from the most sensitive areas. Protect and respect the natural topography and land features

2. Accessible open space network
   - Develop a spine of interconnected natural features, parks and corridors
   - Provide multiple points of access
   - Establish trails and transportation links to outside the plan area
   - Utilize natural resource conservation and habitat protection, passive and active recreation, and pedestrian and bicycle trail system to meet multiple purposes

3. Distributed but concentrated development
   - Distribute pedestrian-scaled employment and recreation within walking distance of most residences
   - Move larger scale employment and commercial centers to more heavily traveled transportation corridors with transit potential

4. Development pattern/landscape fit
   - Establish land uses and development patterns

compatible with landscape character
- Keep dense patterns in already developed areas
- Create least dense patterns on hillsides, especially with hilltop view sheds
- Have most streets parallel contours

5. Transportation alternatives to private automobiles
   - Provide safe, direct and convenient bicycle and pedestrian routes
   - Establish both on-street and off-street alternative mode systems

6. Local employment/housing
   - Strategically locate major employment
   - Provide easily accessible housing

The Vision Statement for the Plan was also generated as a result of the community workshop. It was adopted as part of the Plan and stated the following:

> *In an effort to generate high paying jobs, create a significant tax base and enhance the economy of the city, the Turner Tract Area should be used to promote a high quality, mixed use economic center that focuses on the city's non-retail target industries including: logistics, semiconductors and electronics, finance, research, business and professional services, telecommunications and software and multimedia development.*
>
> *The Turner Tract will attract high paying jobs and enhance the economy of the city by:*
> - *Creating a Live-Work Community*
> - *Establishing Links and Connections*
> - *Offering Transportation Choices*
> - *Building Civic-Anchors*
> - *Being Human Scale*

To sum up the main points of the 2001 Area Plan, it was envisioned that the Turner Tract Area would be developed as a live-work district connected by an open space and trail network that took advantage of the area's natural setting. One of the key land uses was to be the development of office parks or other job generators which would help establish the live-work district. Residential uses were proposed primarily for the eastern edge of the area, with low density development to the west along 30th Street. The creation of a recreation center and ice arena was also a strong component of the Plan with these civic components serving as an additional anchor for future development. Other proposed land uses included public facilities and schools close to parks and open space, and non-strip style commercial development at a future I-80/30th Street interchange.

Suitability of Guiding Principles and Vision Statement for the 2013 Plan Update

The six guiding principles are fairly general in their focus, and some of the principles remain as relevant today as when they were first adopted in 2001. However, onsite development has occurred that does not conform to all of the principles or the vision statement. One example is multi-family residential development on the hillside at the northwest corner of the planning area contrary to the guiding principle stating that hillsides should develop with lower densities. Another principle promoted an accessible open space network in Turner Tract that had a spine of interconnected natural features, parks, and corridors. The ability for this to happen may now be reduced as land within the Tract has continued to be set aside for other uses besides interconnected open space. With regard to major employment opportunities, no office park or other mixed use development has occurred since the Plan's adoption, although the new schools will bring employment openings with them and may also stimulate additional residential construction in the southern and western portion of the area. Ultimately while the Plan's vision statement touted Turner Tract's ability to become a live-work community with an established trail system and transportation choices, the work aspect of the vision has not yet come to fruition.

General Policies for Development of Turner Tract

The 2001 Plan listed six general policies that originated from the Plan's vision statement. As specified in the Plan, the policies were intended to 'be used to provide more detailed guidance when considering where to locate various uses to best utilize the land to enhance the community's economy.' The policies highlight the

importance placed on mixed-use development, office parks, limited retail development, design standards, and residential development.

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

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

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

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

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

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

Relevance of 2001 Policies for Today

As noted previously, the six policies were derived from the 2001 Plan's vision for the area. The policies were next linked to the proposed land uses for the Tract: public spaces and plazas, civic center anchor, residential, public facilities and schools, office, and commercial retail.

A key land use that was encouraged in the 2001 Plan was the civic center anchor. This is probably the most successful component of the original Plan with construction of the recreation center and ice arena. Both facilities are highly used and draw residents from all over town as well as regionally for athletic events. Additional City owned land south of the recreation center is being reserved for future recreation development, possibly a shared facility with the future high school.

Another key component of the 2001 Plan was to be the development of office parks primarily along Boulder Drive. This may be the biggest disconnect between what was envisioned and what has happened to date. Larger well-designed campus style development would have provided the employment opportunities for the live – work neighborhood the Turner Tract was envisioned to become with attractive master planned areas for financial, high tech, service oriented and commercial office uses. To date no new office park has been developed. One exception is the Mountain West Farm Bureau site which is likely to expand into a more campus-like environment in the future. Their existing building area already has a walking path, outdoor spaces, and other assets that are the type deserved within the Turner Tract.

Looking at proposed residential uses, the recommended densities have largely been adhered to with the exception of multi-family development in the northwest corner of the planning area where multi-family development has been allowed to develop on the hillside in an area the 2001 Plan designated for low density. Open space spines that connect development areas have not been completed. However, the potential still exists to create linkages for connections between major land uses with plans for a multi-use trail at least along Bill Nye Avenue. Finally, the policies and proposed land uses targeted general commercial development in the area designated for the future I-80/30th Street interchange. That area remains

vacant pending improved access.

The policies and their accompanying proposed land uses have been revised to reflect what has actually occurred in the years following the original Plan's adoption. The king pin of the 2001 Plan was the concept of master planned office parks. With the adoption of this Plan update, the City has decided to focus a mixture of office and commercial development on the limited amount of non-residential designated property left.

Comparison of 2001 Framework Map with Current Land Use and Ownership

Panel 1 of the 2001 Turner Tract Area Plan (see Appendix C) displayed the framework map for the area, indicating the broad land use categories for the tract. It should be noted that the Walmart site was not included in the 2001 plan although the parcel was part of the original Turner Tract property and is included in this Plan update. The land uses shown on the map are office, single family residential, open space, multi-family residential, retail, and recreation/civic. Much of the land was proposed to be in office and residential use. Open space was designated throughout the map, with a noticeable ability to connect land uses by use of what appear to be trails and paths. Recreation/civic uses were to be located in the north center of the map. Retail land uses were relegated to the southwest corner of the Framework Map on currently unincorporated land that is adjacent to the Turner Tract boundary.

By 2013, the Laramie ice arena, a daycare facility, and the Laramie Recreation Center had been developed in the general location of the Framework Map's recreation/civic designated area. Room exists for expansion of the recreation center or new recreational facilities both behind the existing facilities and on City owned property to the south of the Recreation Center. One area designated as office now includes the Mountain West Farm Bureau office, Laramie County Community College, and a business center plus subdivided, vacant land held by the City of Laramie. Another large portion near the center of the Tract that was designated for office uses is slated to become the site of a high school and an elementary school. The City of Laramie maintains ownership of a parcel of land designated for office and open space. Pacificorp has a structure at the location of the proposed retail area in the southwest corner of land that adjoins the Tract. They have indicated that this facility will be moved in the near future.

Looking at residential uses, the northwest corner of the Tract was designated for open space and single family residential in the 2001 Plan's Framework Map. However, a portion of that area has developed with multi-family units on the northern hillside. The opportunity for single family development still exists on vacant land in the western portion of the Tract consistent with the Framework Map. Another area in the Tract's southeast corner is also vacant. It was designated in the Plan to become multi-family and single-family residential and open space. This area, which consists of the final phases of the Grand View Heights subdivision, has received preliminary approval for continued single family, small lot attached single family, a commercial storage area and open space / park facilities. Additionally, two multifamily housing projects have been submitted for the City's consideration within the Tract, one for a 36 unit senior housing project on Crystal Court and the other for a 48 unit multi-family project at the southwest corner of Glacier and Beech Streets.

Next Steps in Plan Implementation

The 2001 Plan laid out specific implementation strategies related to zoning, annexation, phases, funding, marketing, major civic uses, and incentives. Some of the strategies have been accomplished, such as annexation of land into the City of Laramie and the construction of major civic uses. Other strategies remain unfulfilled, particularly the development of office uses and a detailed marketing plan for the area.

Although many of the Plan's principles and policies were not fully implemented, there are still a few opportunities left for fulfilling parts of the 2001 Turner Tract Area plan. Portions of the tract are vacant and are proposed for either residential or office land uses. Interest remains in the pursuit of an office park at this location. Even

though the Cirrus Sky Technology Park is being located at another location in Laramie, organizations like the Laramie Economic Development Corporation continue to support the idea of an office park in the Turner Tract because it will lead to both job creation and job growth within the city. Major differences exist between the two developments, with the Cirrus Sky development marketing to large-scale technology companies and corporate headquarters and the Turner Tract offering a mixed use neighborhood with employment, recreational and residential opportunities.

IV. PLANNING PROCESS

The process for updating the Turner Tract Area Plan was carried out in three phases. Each phase is described below.

Phase 1: Background Study, Analysis and Public Outreach

Phase 1 consisted of detailed reviews of existing documents related to past, present and future development of the area. Understanding the adopted Turner Tract Area Plan, the Laramie Comprehensive Plan, Major Street Plan and the Casper Aquifer Protection Plan were critical. Additionally, interviews were held with 15 stakeholders and property owners including City of Laramie departments and private land owners. A public open house was also held to introduce the project to area residents and receive their comments on the future of the Turner Tract. Lastly, the Planning Commission and City Council reviewed the results of the background analysis and the public outreach and provided their thoughts on the direction of the planning process.

Phase 2: Preparation of the Draft Plan

The second phase was the development of alternative land use scenarios and the preparation of a draft plan including a proposed land use map and revised policies for public review and comment. The draft plan was posted on the City's website for review and comment from the public at-large. Two public open houses were held to receive comments from the public, land owners and other stakeholders. Additionally, worksessions were held with the Planning Commission and City Council so they could hear the results of the public input and offer their thoughts and direction on the Plan.

Phase 3: Adoption of the Final Plan Update

The Final Turner Tract Area Plan Update was developed as a result of the comments and direction received on the draft plan and is represented by this document.

Community Input

Keys to the planning process were the observations by the public and stakeholders during the first phase, along with feedback from the Planning Commission and City Council. Insights were received from City departments and private property owners about opportunities and constraints for potential growth in the Turner Tract Area, future development plans for various properties, and observations about the continued viability of the 2001 vision.

The most frequently mentioned observations from those who were interviewed included:

- 30th Street and Grand Avenue is a major bottleneck, not just for traffic but for everything that passes through the intersection including utilities. Planning for future development in the Turner Tract needs to consider additional east–west traffic and utility connections.

- Plans to connect 30th Street to Interstate 80 need to be retained. This will provide additional, direct highway access to the Turner Tract which will enhance its development potential.

- The ridgeline and slope areas need to be protected as development continues in the northwestern quadrant. Many believe that the multi-family project south of Garfield and east of 30th Street unnecessarily intrudes into the visual character

of the slope above Garfield Street, and there is concern about the visual appearance of any new development on the hillside and ridge top of the westernmost property.

- The existing architectural and design standards for the Turner Tract need to be maintained regardless of the future development patterns.

Medical facilities have been discussed as a potential use for land in the Turner Tract. Ivinson Memorial Hospital, Laramie's only hospital, is less than 1/4 mile north of the Turner Tract on 30th Street. Clinics and specialists benefit from proximity to one another. Encouraging this type of use, especially in the area north of Beech Street, will continue to advance the vision for the area.

Also of note was the lack of consistency among stakeholders about whether the original vision of the Turner Tract as a live-work environment was still valid. Some commented that the vision had been compromised: The large commitments of land to community/recreational and educational facilities meant that significant office park development is no longer viable. Others believe it is important to maintain the vision as an option, although on a smaller scale as an alternative to extensive commercial and retail development interior to the Tract.



V. ALTERNATIVE DEVELOPMENT OPTIONS

Four alternative development scenarios were presented during the draft plan stage with three summarized here. The 4th alternative was the selected alternative map and is presented as the final plan.

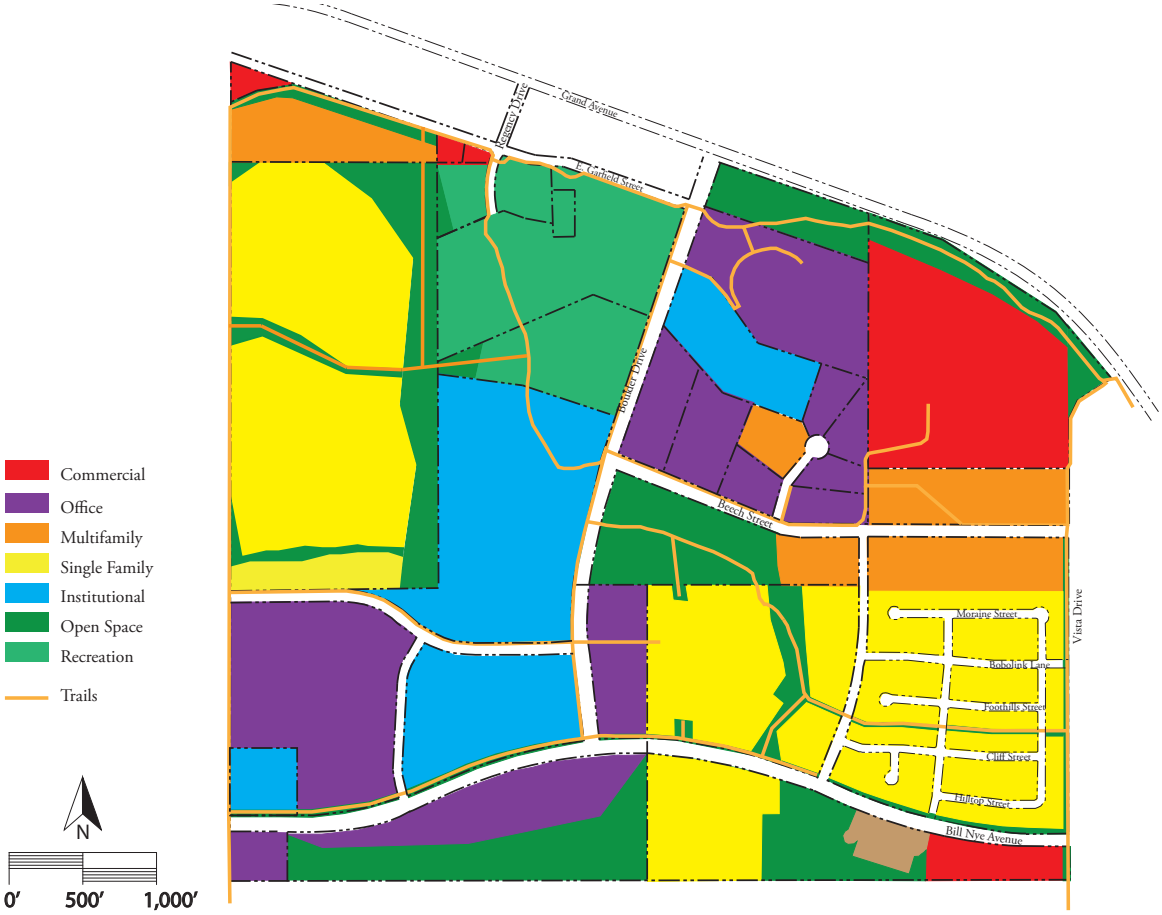
Alternative 1 – Status Quo

This alternative retained as much of the original plan as possible. All of the uses proposed in the 2001 plan would have been permitted, and the idea of a live-work neighborhood with good connectivity and civic use anchors would remain the primary goal. Guiding principles from the 2001 plan that could still be realized would be kept.

In this alternative, the revised land use plan was altered to recognize development that has occurred since 2001, but otherwise remained faithful to that original plan.

The school properties interfere with the synergy of the original plan by splitting the single family residential area to the west from the remainder of the Turner Tract to the east. While the original plan envisioned open space and trails within office park developments, school development will require pedestrians and bicyclists to go around school property. Given that the schools will significantly affect the overall mix of land uses, they do add another element that may be attractive to new residents, which in turn could make this an attractive place to locate a business knowing it could draw potential employees and customers.

Alternative 1 would have limited residential development primarily to single family detached homes. While opportunities for other housing types and densities besides single family detached units would exist, those opportunities are relativity limited.



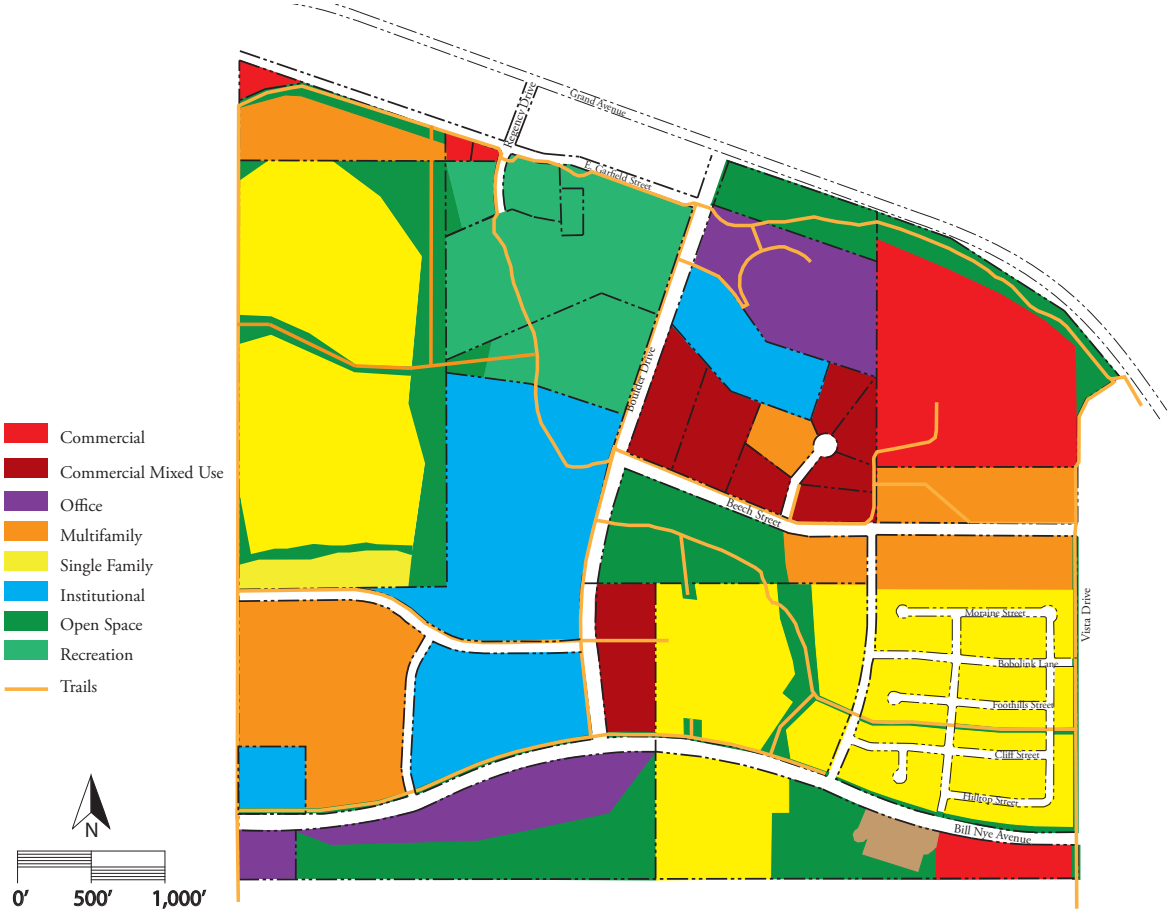
Alternative 1 - Status Quo

Alternative 2 – Mixed Use with Office Emphasis

This scenario reconsidered the Plan's original land uses based on the development that had occurred since 2001 or that was planned to occur while maintaining the vision of a live-work neighborhood. This vision included being able to walk to nearby jobs from residential areas with sufficient diverse housing for different employment population types on a system of interconnected paths and sidewalks. The ability to create an area with activity beyond the typical work day requires uses that cater to employees and residents after work hours. The recreation center is one of those types of uses.

Additional residential densities were considered and a mix of office and supporting retail was suggested at Boulder and Beech. Neighborhood scale retail uses were recommended rather than community scale. Additional medium density housing will expand the diversity of housing types. The schools, as noted in Alternative 1,could increase the activity level of the neighborhood if the school district allows evening use of its facilities for meetings, continuing education, in addition to high school sports. This could add to the variety of evening hour activities keeping the neighborhood active.

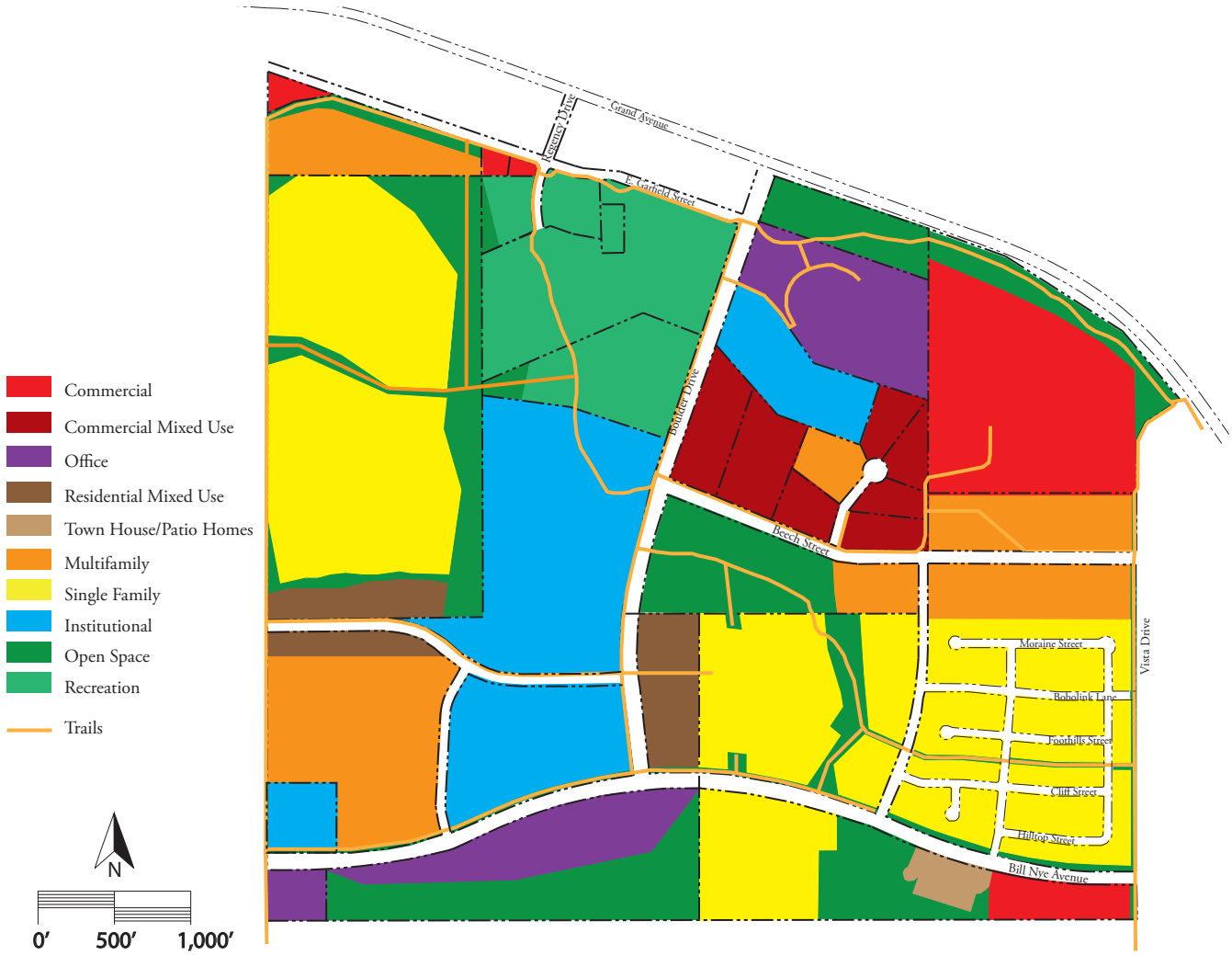
Commercial areas were to develop on smaller sites with good connectivity increasing the density of employment without detracting from the residential areas created. They would be linked by pedestrian paths and bikeways as well as the local street network.



Altenative 2 - Mixed Use with Office Emphasis

Alternative 3 - Residential with Mixed Use

A third approach to bring a greater sense of community to the Turner Tract would have included higher density residential developments which would have supported a variety of commercial and office uses. The commercial areas would have been centrally located around Beech Street and Boulder Drive, as well as to the west of the school properties along Bill Nye Avenue and 30th Street extended. This would create two nodes or sub-neighbor hoods of mixed use development, taking advantage of the split in the Turner Tract created by the schools. The node at Beech Street and Boulder Drive would have had uses catering to the whole Turner Tract, with the western area having more non-residential uses, mostly offices mixed with the residential development, located in the mixed use districts along Turner Drive.



Alternative 3 - Residential with Mixed Use

VI. TURNER TRACT AREA PLAN 2013

The original vision of the Turner Tract has partially evolved since the Plan was adopted in 2001: Land use approvals and developments in some cases deviated from the Framework Map and guiding principles; Ownership of a significant amount of property was transferred to the school district for the development of a high school and elementary school; and, An internal system of roadways that is more efficient than that envisioned in 2001 has been established. No longer can the Turner Tract be considered an economic center focusing on non-retail industries such as logistics, semiconductors and electronics, finance, research, telecommunications and multimedia development. These uses can still occur but will be on a much smaller scale that previously encouraged.

While the land use scenario from the original Plan is no longer applicable, some elements of the original vision are still valid:

Create a live-work community: While the focus is no longer soley on office uses, opportunities for maximizing commercial uses still remain viable. The future educational facilities will provide employment opportunities. The continued development of Grand View Heights as well as expanding options for multi-family development will provide the opportunity for a diverse housing stock.

Establish links and connections to the rest of the community: Streets and non-vehicular trails will provide options for connecting to the rest of the community through a transportation system that includes vehicles, pedestrians, bicycles and future transit. As new connections are built, routes into and out of the Turner Tract will result in improvements to existing problem areas such as 30th Street and Grand Avenue.

Build civic anchors: The recreation center and ice arena have established the Turner Tract as a civic anchor for the entire community. The opportunity to build shared facilities between the City and the future high school exists which will further enhance this aspect. Parks and open space resulting from future development will continue to provide gathering places for area residents.

Develop at a human scale: Design standards from the City's Unified Development Code and the Turner Tract Declaration of Covenants, Conditions and Restrictions will ensure that streets and public spaces will be functional, attractive, pleasant, and safe places for people.

Vision

The Turner Tract will provide a mixture of high quality uses within an identifiable neighborhood creating an attractive living and working environment. Anchored by civic and recreational facilities, educational facilities, and commercial and residential development, the Turner Tract will attract those interested in living and working in an area with amenities that include recreation, open space, neighborhood services, easy access, and road and trail connections to the rest of Laramie.

Land Use

The central features of the Plan are the civic and educational anchors along the west side of Boulder Drive and the office and mixed use areas along the east side of Boulder Drive. Surrounding these uses are areas for a variety of residential development and opportunities for office development. Open space remains a dominant feature providing for green areas that buffer land uses, are visually pleasing and provide pedestrian and bicycle linkage opportunities throughout the planning area and beyond. The circulation system is consistent with the Major Street Plan and approved subdivisions. With the reduced area remaining for non-residential development, the City will need to commit to following the Plan without compromising uses, especially for non-residential development, or the vision for the Turner Tract as a mixed use community will not occur.



Turner Tract Area Plan - 2013

Land Use Definitions

The following are the definitions of the Land Use Categories used on the Future Land Use Map:

Office – An office consists of building space used primarily for conducting a business, profession, service, industry, government, medical or like activity, which may include limited ancillary services for office workers, such as a restaurant or coffee shop.

Commercial Mixed Use – This identifies areas where mixtures of land uses are found within a common development. Uses could include varying types of residential, commercial, office and civic uses. Commercial Mixed Use is biased toward commercial development with high density residential either in the same building or on the same property as the commercial land use.

Residential Mixed Use – Similar to Commercial Mixed Use, this designation is biased toward residential development of varying density either in the same building or on the same property as the non-residential land use.

Multi-family – The multi-family land use designation allows for high density residential development, typically 4 units per acre or more. Buildings have multiple dwelling units that are occupied by different families or individuals. Multi-family can be either rental apartments or owner-occupied units.

Town House/Patio Homes – This is a medium density residential designation, typically developed with 15,000 square foot lots, or a density of 4 to 8 units per acre on average. Town houses and patio homes are individually owned properties located on a single lot even though construction may include common wall units. Town houses are typically two stories. Patio homes may resemble small single family homes but with common wall construction attaching 2 or more units.

Single Family – This residential land use is for single housing units on individual lots with an average density of two to four dwelling units per acre.

Institutional – Institutional lands are those owned and developed by Albany County School District and the Laramie County Community College, Albany Campus. Local government facilities such as government centers, police facilities and fire stations also fall in this category although they may occur in any land use designation.

Open Space – This designation identifies land that will remain as green space, pathways, trails, and other areas that are generally undeveloped. The open space areas provide visual relief from buildings, structures, roadways, and other built developments. They can be publicly or privately maintained.

Recreation – Recreation designated lands are facilities such as the recreation center and ice arena as well as developed parks and passive, undeveloped park areas that are open to the citizens of Laramie.

Turner Tract
Future Land Use Designations

Use	Existing Zone District (All projects must comply with the Turner Tract Overlay District)
Office	B1, B2, TO
Commercial Mixed Use*	NB, B1, B2, R3/ROB
Residential Mixed Use*	R1, R2, R3, NB, B1, B2
Multi-family	R3, R2
Townhouse/Patio Home	R2
Single Family	R1, LR
Institutional	All Districts Except LM, IP, I1, I2
Open Space	All Zoning Districts
Recreational	All Zoning Districts

*Development in Mixed Use Districts should be encouraged to use a PUD overlay for the entire project

Policies

Policy 1: Require compliance with the Turner Tract Area Plan for any development proposed within the planning area boundaries.

- Refer to the adopted Land Use Map when reviewing rezone requests for compliance with the Plan
- Require developments to follow the design standards of the Turner Tract Area Plan
- Consider a comprehensive rezoning to comply with this plan.

Policy 2: Market the Turner Tract as a mixed use neighborhood that offers a variety of uses and opportunities related to housing, employment, education, civic engagement and recreation and easy connection the rest of the Laramie community.

- Encourage mixed use, employment and commercial activities along Boulder Drive in the central portion of the planning area.
- Residential development should be encouraged in the western portion of the Turner Tract west of the school district property and as part of the mixed use areas to the east.
- Residential districts can also include a commercial component when development occurs as a Planned Unit Development.
- Continue to establish linkages for vehicles and pedestrians throughout the Turner Tract that provides connections and options for travel between the different uses.
- Heavy consideration should be given before any commercial lands are designated for any other use other than commercial.

Policy 3: Non-residential, commercial and office development is encouraged in the central portion of the Turner Tract.

- Mixed use developments that emphasize commercial and retail activities are the preferred land use east of Boulder Drive northeast and east of the school district property.
- Any retail or commercial development should be designed as a compact, unified development with easy walking connections between shops.
- Medical and allied-health uses in the Turner Tract should be encouraged, due to proximity to IMH and to existing and proposed cross-town and regional street linkages.
- Vehicular sales of all types, including recreational vehicles and boats, along with any related activities such as body shops and service uses, or uses with significant outdoor storage should continue to be prohibited.
- The prohibited uses identified in the Turner Tract Overlay district of the Unified Development Code should continue to be prohibited.
- In addition to recreation, an approximate 2 acre site, with 200 plus feet of frontage on Boulder Drive, north of the h igh school may be available for office or similar low-impact uses.

Policy 4: Allow for a variety of housing densities and styles

- Encourage a variety of housing types including single family, multi-family, patio homes and townhouses.
- Establish areas for all types of housing from single family to multi-family.
- Encourage residential developments that include a variety of housing densities.
- In large residential developments, maintain hillsides as open space by allowing the density to transfer to other areas within the development.
- When hillsides cannot be kept as open space, limit residential development on hillsides to single family densities.

Policy 5: Continue to establish a circulation system that enhances connections both within the Turner Tract as well as connecting the neighborhood with other neighborhoods to the west and east.

- Completion of Bill Nye Avenue through the Turner Tract and construction of 30th Street from Garfield Street to Bill Nye Avenue should be the highest priority for road construction.
- As development occurs on the western edge of the area, require an east-west connection to Spring Creek Drive and recommend that USAC review and approve.
- All new road construction should include sidewalks on both sides of the street and shared use paths and bike lanes where appropriate to encourage walking and bicycling.
- All streets should be striped to clearly identify

drive lanes and bike paths.
- On-street parking should be limited to local streets within the Turner Tract
- Open space areas should include trails that link destinations throughout the Turner Tract and to trails beyond.

Policy 6: Recreation and civic uses will continue to be a major anchor for the Turner Tract

- New development within the Turner Tract should provide connections that allow multi-modal access (paths, trails, roads, and sidewalks) to the recreation/civic center.
- Shared facilities and connectivity between the high school and the recreation center should be encouraged.
- The vacant property between the recreation center and the school district property should generally be reserved for recreation use.
- Provision should be made for an approximate 5 acre site in the vicinity of Bill Nye Avenue and 30th Street for a potential future City Fire Station. This location may be modified based on the preferred recommendation of the future emergency response study.

APPENDIX A – STAKEHOLDER COMMENTS

The following are notes from stakeholder interviews that were conducted March 6 & 7, 2013.

ACSD #1

- Technology park to the north may take some of the development opportunities away from Turner Tract.
- Expressed concern for fast food going across Boulder from high school – safety plus healthy nutrition.
- No bars / liquor stores.
- Prefer Offices, research, recreation – folks they could consider being educational partners.
- High school – hopefully be a place for regional / competitions: swimming, other uses including gymnasiums. Look for supporting activities that enhance this location.
- High school: Expect it to open in fall, 2015, Elementary: 2017 – 2018.

BJ2 - Bob Routson

- Originally looked at retirement type housing. Asked for B1 zoning as it formerly allowed residential. Would need zone change now to do housing.
- Still looking at health care, assisted living, memory care, maybe residential. Issue becomes the process to develop – Conditional Use, by right, etc.
- Drainage ditch through property creates a possible constraint.
- Plan should allow for more diverse residential. Office parks may not work as well as originally thought.
- WalMart has never platted – developed on parcel but still have sewer and water.
- Traffic impacts could be big issue – today only one primary way in and out at Boulder and Grand.
- Why continue to require site specific aquifer study instead of taking information already available and apply to the larger area? Prefers an overall master study / approval for aquifer area.

City Engineering Department

- Water flow will likely increase but not pressure.
- City is obligated to keep pressure between 50 & 70 psi.
- Turner Tract is in Zones 3&4 for water pressure.

Country Club LLC

- How do proposals for senior housing and other multi-family developments affect what will happen in the future. Will they have architectural standards? Design standards?
- Some of the Turner Tract standards, implementation standards need to be continued. Concerned about degradation of development standards.
- Many parcel sizes are too small for office / business uses.
- Storage facility needs –Wants Plan to include mini storage.
- 30th needs to go to Interstate.
- South of Bill Nye west of roundabout - commercial or residential.
- Grand View Heights - 4 year buildout. Out of this project by 2015-2016.
- Given high school location, east side of Boulder may be more appropriate as non-residential.
- City should consider a governmental center at TT.
- Change office park / live work to something else – perhaps commercial.
- High school and elementary school will change dynamics a lot.

Criterion 3

- Has looked at additional property to the south. Additional 13 Acres for a total of 700+ beds.
- By providing additional student housing it will free up affordable housing elsewhere.
- Question is does the community want to grow? Is it anticipating future population growth?
- Location predicated on 30th and Interstate as well as food and grocery nearby. TT quadrant is only area for housing to grow.

KAD & MD Investment

- Own property on south side of Beech west of Vista. There is one remaining lot to develop.
- Options on remaining lot include assisted housing and townhouses - no concrete plans now.

LCCC

- Out of room – hopefully expanding. Have 10 acres for expansion.
- Going through level 1 study with UW – UW has offered property for 2nd location.
- Lots of students going back and forth between UW & LCCC.
- Existing campus – hope to bring in more technical type programs. Have been meeting with local business to develop classes.
- New high school is catalyst to LCCC – enrollment from HS students.
- Have grown 82% since they located here – are offering some of their classes at UW.
- Would like to see other businesses in TT. Clean technology type not machine shops. Workforce center has been a good partnership.
- Concern with additional multi-family - has always seen TT as business park.
- Typical day has approximately 1000 students. Serves GED, adult education, continuing education. Looking to expand with technology programs.
- LCCC can act as an anchor to TT? Along with other attractors – rec center, schools, others.
- Do covenants discourage people from locating here? Are they too strict?
- Can meet City requirements but still have issues with the owners association and covenants.
- Expanding the transit system would be helpful.

LEDC

- Question whether prohibited uses should be retained in light of ownership and known land use changes.
- Original plan was good.
- Whether focus is on business or institutional uses, need a strong anchor in TT which the school and city uses do.
- Keep focus on offices
- There are economic development struggles in Laramie with a lack of options.
- TT document needs to be a dynamic document – high tech scenario may not lend itself to high tech type of development due to access, aquifer, etc.
- TT needs to continue to offer options.
- Interpretation of the plan by the City Council limits the TT in terms of marketing for EDC.
- Decision makers continue to envision a "high tech" office park.
- Re-emphasize the flexibility and dynamic proposal that addresses the needs and continues to provide options.
- Need for office space less critical today.
- Technology businesses would be ideal tenants based on Council vision – but need redundant power and fiber optics which is not available yet.
- With the other technology park to the north, might Council say they've covered the need for high tech so TT can become something else like residential and institutional? EDC thinks taking an option off the table is wrong.

Fire Department

- Need a footprint for an appropriate size station as growth continues toward TT.
- Acreage requirement is 2 – 3 acres.
- Once water is looped on the west side of TT, pressure and flow will be good for the entire TT for fire protection.
- Response times are at the edge of acceptable.
- Need to acknowledge the need for a station. Would like a dedicated site for future station in the Plan.
- Could the fire station be combined with other civic uses such as police?
- There was 29 years between stations 2 & 3.

Matt Clark, John Lucero

- Preliminary plat is good through 2014 - 48 lots on 80 acres.
- Commercial could perhaps work on portion of property.
- Offices should remain an option in the TT as a

whole.
- Like the idea of providing for walk to work, to rec, to home, opportunities.
- Turner Tract is Laramie's pet project.
- Acknowledges there are ridgeline issues on his property.

Parks and Recreation

- Need to reserve the lot between HS and Rec Center for recreation uses.
- Plans exist to expand the Rec Center building on north and south side
- Need trails / shared use paths on all roadways.
- Any commercial (non-residential) should go on the City owned lot SE of rec center – could be office, could be low intensity retail.
- Not opposed to subdividing back of rec center lot for some other use – currently being used for cyclocross.
- Parcel east of detention at Boulder and Beech may be reserved for a community garden. Would be managed by parks and recreation.
- Want to retain the property east of Boulder along Grand for entry beautification (Gateway Park is located at the intersection).
- Also own SW corner of Vista and Grand.
- Show multi-use pathway along east side of 30th from Garfield to Spring Creek.

Public Works

- Water supply likely never an issue. Sewer could be an issue.
- Density is developing higher than originally anticipated which may create issues for sewer & water
- Utilities driven by density – can't anticipate what's needed or issues until get a draft plan.
- Not concerned about water but could be issues with sewer - getting it out of TT, grades, outfall may not be able to handle the amount depending on density. Spring Creek may still fall into plans for sewer extension (plan on going to the south right now)
- 30th & Grand is THE potential bottleneck for everything – roads, traffic, utilities.
- Questioned if there is a way the plan can address building in redundancies for the provision of infrastructure.
- Detention /retention ponds will continue with a pattern of "regional" ponds as well as each development holding their runoff to historic rates.

Turner Tract Owners Assoc

- Aquifer overlay "stifles" development.
- Future High school traffic is a concern.
- Additions of the High school and Elementary School change the direction of TT future. Given the mixture of uses and trying to get office uses, should consider commercial uses as well – especially convenience uses that typically go into a mixed use area.
- High school site is a wind shear zone!! Is it the right thing especially given a perfectly good current site?
- Need to maintain consistency with architectural and design standards.
- Any future land use designations should factor in power lines that go across site.
- Development will displace the wildlife.
- Make drainage spaces multi-use for recreation.
- LCCC has a geothermal installation

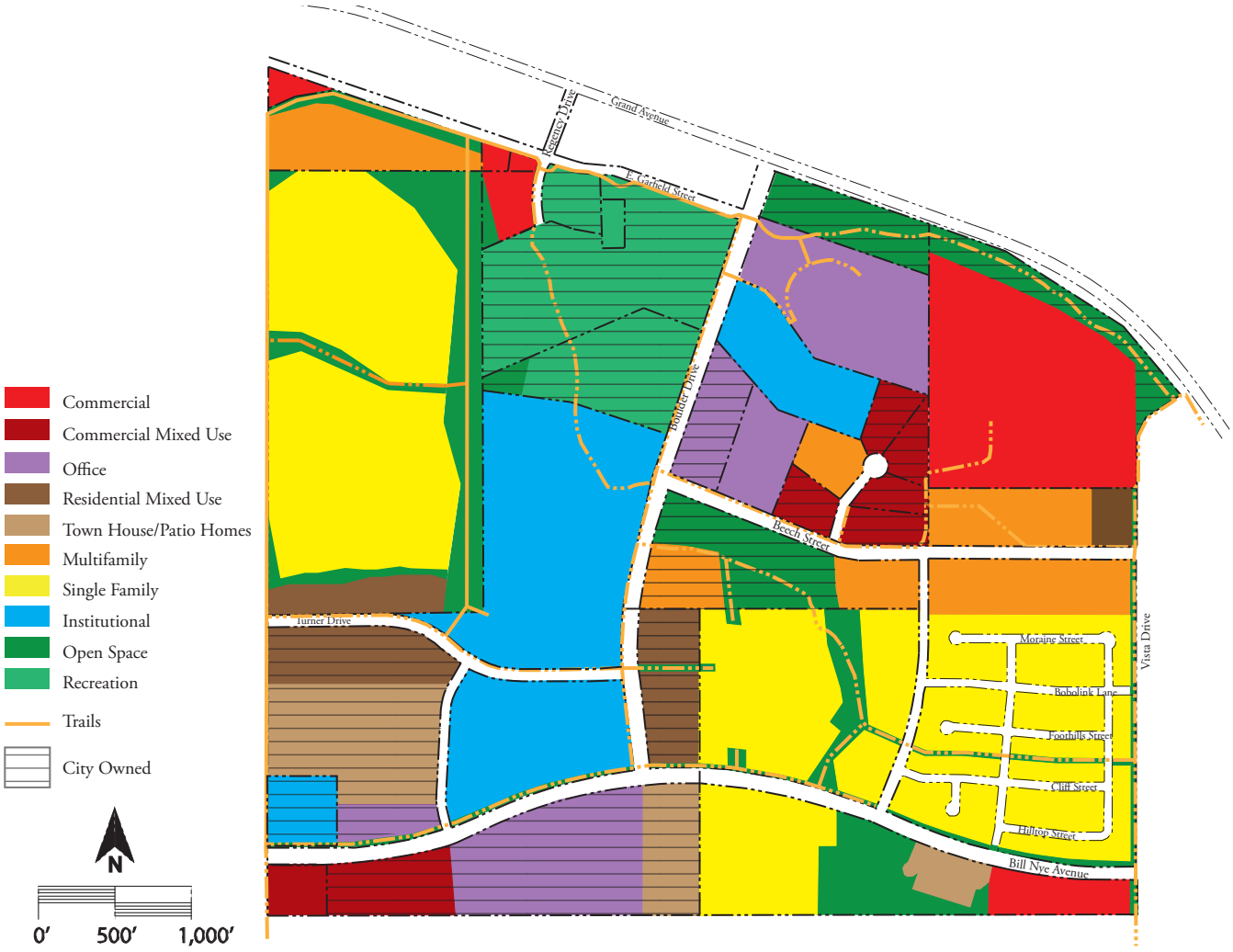
WYDOT

- No TT Tract internal roads on the state system – work with City as part of the urban system. Federal funds available with a match. WYDOT participates in funneling federal funds to locals and participate on Urban System Advisory Committees (Master Street Plans)
- Bill Nye from Vista to Boulder on the books. Boulder will be extended to Bill Nye with the high school.
- Need connectivity south and west.
- Interchange is in the future.
- Major bottleneck is 30th and Grand – biggest intersection in City. TT should anticipate connectivity to west and south. Really short on east west routes in this area.
- Tendency to develop T intersections – need to avoid this in planning process

JIM BOUCHER – EYE CLINIC

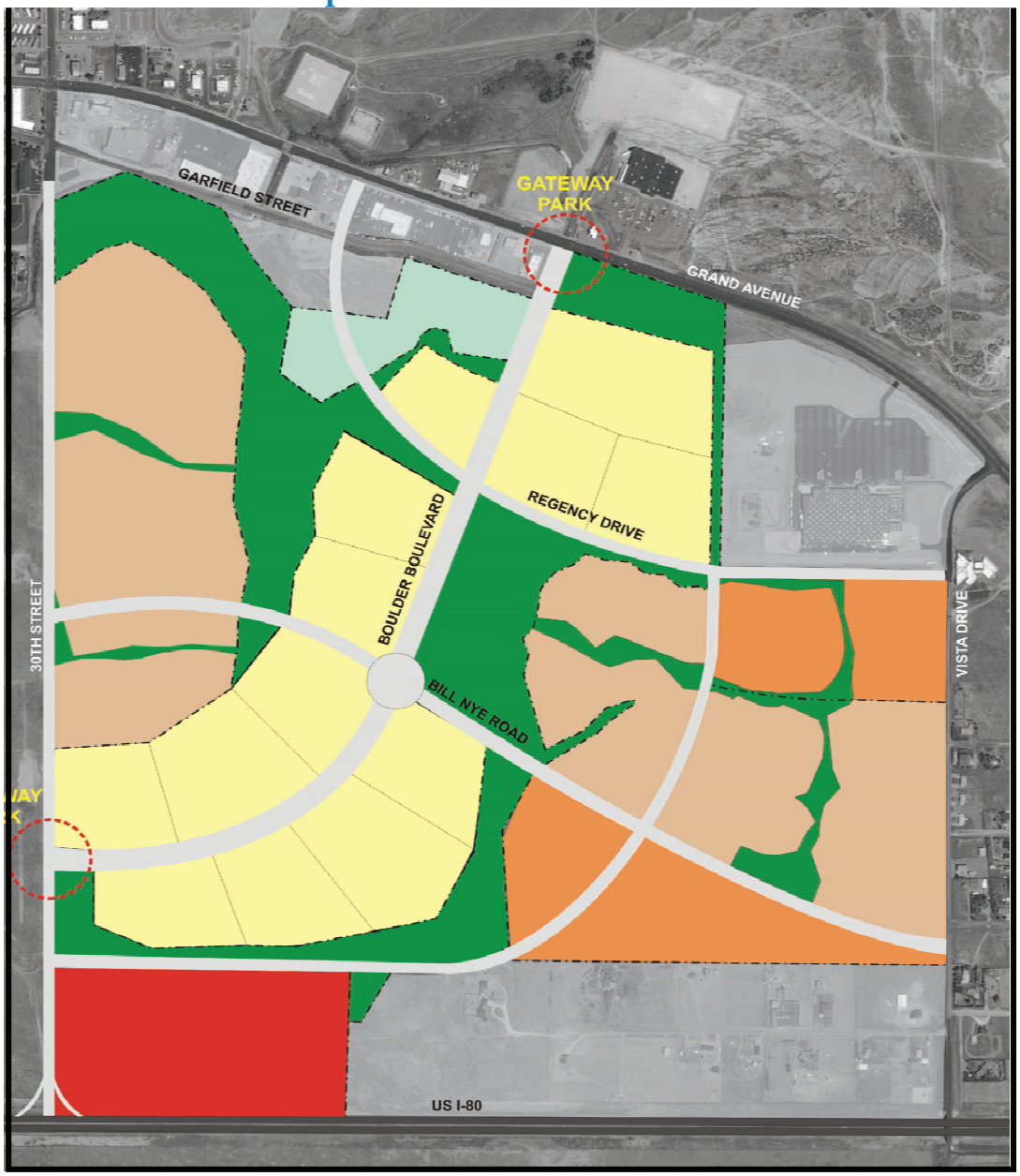
- Boulder/Garfield intersection needs to be improved and redesigned.
- Ridgeline protection requirements should be required and need to be there at least for property in the Turner Tract.
- A large park should be located next to the future grade school.
- 30th Street must extend to the interstate.

APPENDIX B - City Ownership



City Ownership - Turner Tract Area Plan - 2013

APPENDIX C – 2001 Turner Tract Area Plan: Framework Map



Panel 1: Turner Tract Area Plan: Framework Map

- Retail
- Office
- Multifamily
- Single Family Residential
- Recreation/Civic
- Open Space
- Existing

2001 Turner Tract Plan