



Lander Master Plan 2012

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Lander Master Plan

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Our Vision

Preserving the Past, While Embracing the Future

The City of Lander values and respects its small town atmosphere, scenic beauty, western character, and local traditions. Lander has developed in a way that is welcoming and inviting to residents and visitors alike. The City's effective plans and policies promote private investment and entrepreneurship for Main Street and businesses, affordable neighborhoods, and educational, cultural, and recreational opportunities for its citizens. Plans also protect citizens and investment from natural disasters and enhance the natural environment. People move easily around the community by foot, bicycle, wheelchair, and automobile. The City works cooperatively with the county, state, and tribal leaders to ensure that the areas surrounding Lander are developed in a manner consistent with its vision.

Our Plan

The Lander Master Plan establishes guidelines for growth and development within the City through the year 2030. These guidelines serve to assist the City Council, Planning Commission, staff, citizens, and land developers in decision-making regarding a wide variety of land develop-



ment related issues. It is a policy document, not a regulation. This plan contains our vision and a map of how to achieve it, but our vision cannot be fully realized unless it is implemented through changes in our regulations, pro-

cesses, procedures, and approaches that guide land development.

As a central city, a tourism destination and a wonderful place to live, Lander is certain to grow and change. How we respond to this pressure will determine what Lander will be and the quality of life of our citizens for generations to come. We can wait and react when change is coming, or we can plan for and guide that change to make sure Lander remains a place our citizens are proud to call home.

Through this planning process, Lander has taken the time to carefully think through what it wants to be as a city and how it can grow in ways that are consistent with that vision. Throughout the planning process, many questions were used to guide the discussion including the following :



What is the future of Main Street?

Main Street is the heart of Lander. Its historic architecture and land development patterns define what Main Street has been, but should that define the future of Main Street?

What natural features are most important and why? Views of the Winds, the Popo Agie River, clean air and water, and abundant wildlife are part of Lander's heritage. Are they part of its future?

Where will Lander grow residentially and what kind of residential development is most needed? Although the 2000 Census indicated that housing in Lander and Fremont County is generally

affordable, there is a widening gap between homes priced below \$200,000 and those priced above \$500,000. Will the children of Lander today be able to afford to be residents of Lander tomorrow?

How will Lander respond to the needs of an increasing older population? Lander is a retirement destination for active seniors and those interested in living in a small community. Senior housing at all levels is in fairly high demand. Will there be room for more senior residents in the future?

Will Lander grow commercially and, if so, where? An increasing population will demand more goods and services. What types of development is needed? Will Lander remain a city of small, home-grown business and industry?

Is cycling and walking important to Lander's future? Cycling and walking are important forms of transportation in Lander today. Can they be accommodated safely in the future if traffic increases and land use patterns change?



The Plan provides answers to these questions through a detailed list of goals and actions focused on six specific topics: 1) land use, 2) natural resources, 3) community and economic development, 4) community appearance and design, 5) transportation, and 6) intergovernmental relations.

The Land Development Plan is the culmination of more than twelve months of study, discussion and deliberation by staff, a steering committee, City Council, and the Planning Commission. In addition to

regular meetings held by each of these groups to develop this plan, the City held two public workshops and two public hearings to solicit and consider general public input. Draft documents were displayed for public review on the project website and at City Hall.

The Master Plan is divided into five parts: 1) an introduction, 2) a look at the past, present and future of Lander, 3) an action plan, 4) a future land use map, and 5) an implementation plan. All parts of the Plan complement each other and should be used together when making decisions. Requests for amendments to ordinances, policies, utility and road improvement plans as well as requests for rezonings, budgeting and infrastructure expansions and similar actions should be reviewed for conformity to this Plan.

Our Community Values

This Plan was guided by our vision but driven by our core community values, which surfaced during hours of thoughtful discussion and consensus. What emerged are guiding principles that reflect what the City is and what it wants to become. They define our identity. Simply stated, these are:

- Development patterns that respect our character and maintain a compact community that provides a full range of choices for where and how we live, work and play.
- Quality natural resources that continue to nurture and sustain our quality of life, an active outdoor lifestyle and a thriving tourism economy.
- Economic opportunities that offer living wages, respect the natural environment, and provide choice for all citizens.
- Community appearance and design that reinforces our heritage, values our downtown, and reflects our spirit. Real. Western. Spirit.
- Transportation systems that safely accommodate motorists, pedestrians, cyclists, and public transit.
- Cooperative, productive relationships with neighboring jurisdictions that help us safeguard our future and respond to challenges and opportunities.

Our History and Our Character

Lander is a city of more than 7,000 people living in one of the most picturesque regions of America. Independent and proud of their heritage, the citizens of Lander enjoy a high quality of life and a strong sense of community. Although the City is small by nearly all standards, like larger cities it offers a wide range of opportunities and services as well as employment and housing choices that address most citizen's needs.

Lander was founded in 1869 along the banks of the Popo Agie River as an army post established to assist pioneers headed west across the South Pass. It was named after Frederick W. Lander, an explorer and engineer with the Department of the Interior, who laid out the Lander Road Cutoff, an alternate route of the Oregon Trail that saved travelers several days' time. Once known as the place "where rails end and trails begin," Lander was the western terminus of the Chicago and North Western Railway, known as the "Cowboy Line;" however, service was terminated in 1972. The City's current nickname, "The City of Bronze", is inherited from the local Eagle Bronze Foundry which produces statues enjoyed around the country. Recognized as one of the Best Small Towns in America, Lander enjoys a heritage steeped in the old west. The City claims the first professional (paid) rodeo and is home of the Museum of the American West. While the lands around the City remained wild, the City quickly became a seat of government as well as culture within Fremont County, boasting two opera houses. Then and now, residents were progressive, forward-thinking individuals with one



foot in the past and the other in the future.

Existing Land Use Patterns

Lander citizens value the fact that they can purchase most of the goods and services they need on a daily basis within the city limits. This, along with housing choices, is evidenced by the variety of colors that can be seen on the City Zoning map shown in the following pages. The distribution of these colors, or uses, also highlights how Lander has grown. Its commercial district has followed Highway 287, the major northwest-southeast arterial. Lying on either side of this divide immediately adjacent to the central commercial axis are areas zoned for multi-family followed by single-family uses beyond.

Public uses are located within the City limits in significant concentrations to the northwest and southeast. Substantial open spaces follow the Popo Agie River. A number of acres controlled by the federal and state government lie within the planning area beyond the City limits; otherwise, most the unincorporated planning area is dominated by agricultural land and large lot development.

Population Growth and Characteristics

In 2010, 7,487 people called Lander home. While the vast majority of residents today are of European decent, Lander was once the home of Plains Indians. The City sits at the southern edge of the Wind River Indian Reservation, the seventh largest reservation in the United States. The reservation is home to Eastern Shoshone and Northern Arapahoe, relocated to the reservation from Colorado in 1878.

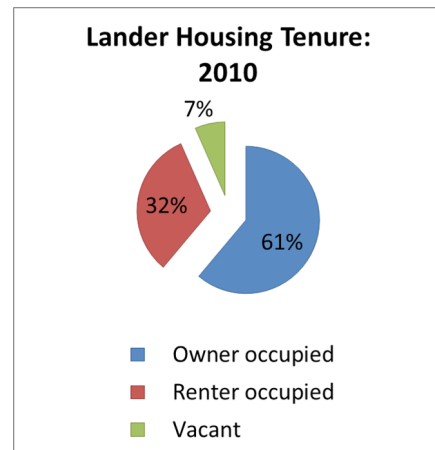
Lander's population has steadily increased from a total of 7,023 recorded in 1990. The City's population growth has historically and is predicted to continue to follow the pattern of growth in Fremont County as a whole. While growth is projected through the year 2030, the rate of growth from

2010 through 2030 is expected to be modest at about 10% resulting in a 2030 population of 8,062. Growth is predicted for all age groups, but the fastest growing age group is expected to be those 65 and older, increasing by nearly 90% from 2010 to 2030. This trend is reflected in the fact that median age increased from 32.1 in 1990 to 40.3 in 2010.

Housing Availability and Demand

In 2010 there were 3,385 housing units in the City of Lander. Detailed housing data from this census hasn't been released, but based upon the distribution of housing types recorded in the 2000 census, almost 70% of the total units are single family homes, about 14% are multi-family, and almost 16% are mobile homes, which includes manufactured homes as well as single-wide mobile homes.

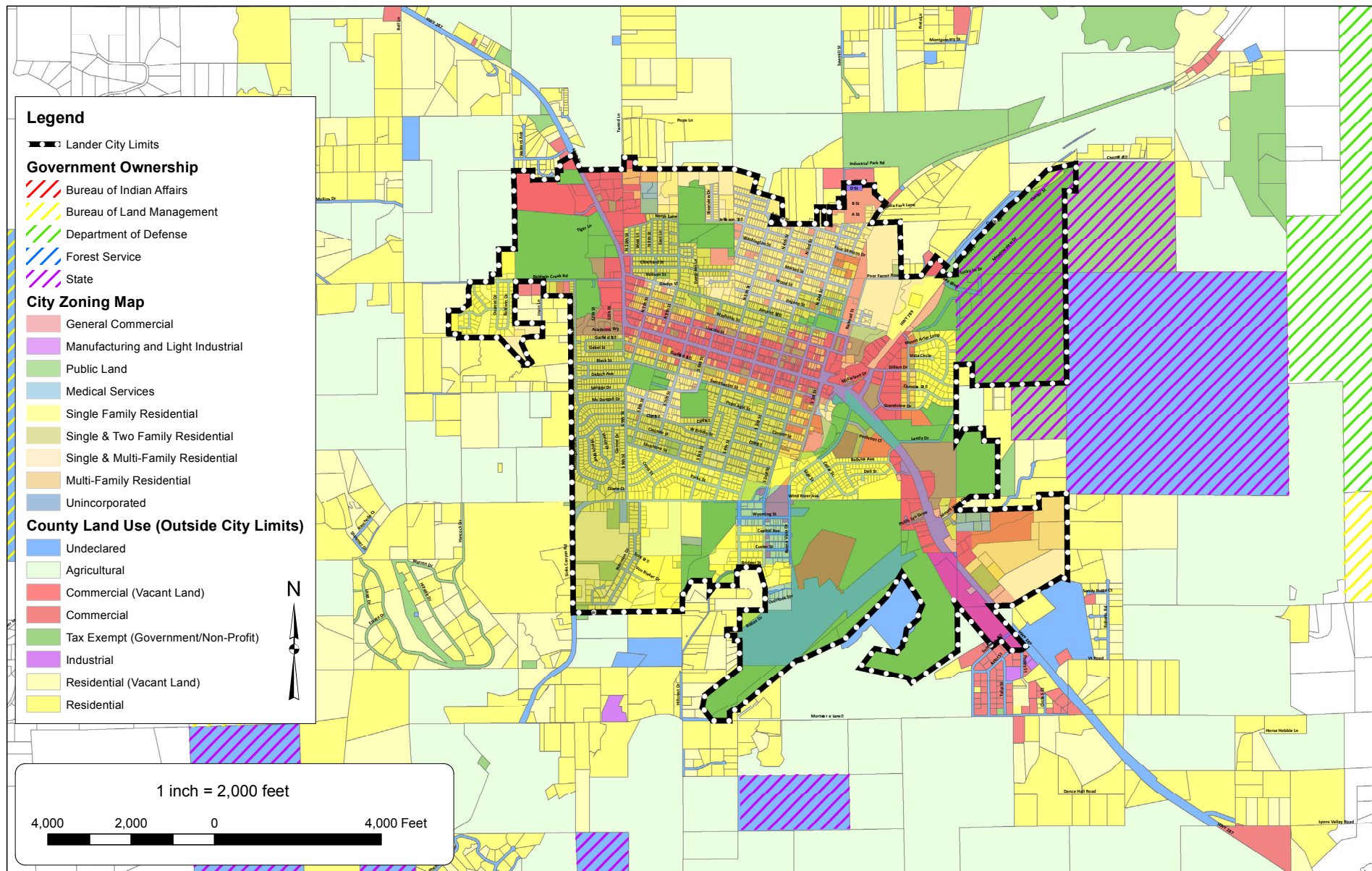
Well over half of all housing units in Lander, or 61%, are owner occupied. This percent is in line with past national and state averages that indicate roughly two-thirds of housing units are owner occupied and one-third are renter occupied. While statistics on owner occupancy have been used to infer everything from community stability to housing quality, aging populations, decreasing family size, and an increasing number of adult-only households are changing the way many in the US decide to live. The recent collapse of housing markets across the country has accelerated the trend toward rentals in many cities despite historically low mortgage rates. However, the state projects that the number of renter-occupied households in Fremont County will increase from 2010 to 2030 at a slower rate than owner-occupied households. In 2010, renter-occupied housing accounted for 32% of all hous-



ing units in Lander. More than 55% of these rental units were non-family households, such as individuals living alone and non-related individuals sharing a home.

During the past decade, vacancy rates peaked in the first half of 2002 possibly as a result of multi-family construction in 2001 when 48 new units were added. Twenty additional multi-family units were added to Lander's housing stock in 2003 and another 32 in 2005, but demand remained high and vacancy rates remained below the 10-year average until 2009 when the national economic recession likely caused vacancy rates to increase as growth-related jobs disappeared and home mortgage rates fell. The number of permits issued for single-family homes in Fremont County was lower in 2010 than any year since 1991. Of the 32 permits issued for residential construction that year, 6 (or 19%) were for duplex, tri-plex, and four-plex units.

Once considered a problem in only the largest urban areas, housing affordability has become a national concern. The price of housing over the past several decades has increased faster than median family income creating a housing crisis in many areas of the country, even some rural areas. In Fremont County, the median family income remains below the state average, but the 2000 US Census indicated that housing was generally affordable: a family earning the median income could afford to purchase a median-priced home, but very few are available. Data for 2010 has not yet been released, but there is evidence that affordability is becoming a much larger concern. For residents who need help, the US Department of Housing and Urban Development reports that Lander has two subsidized apartment complexes: Dignity Apartments at 240 Valley View Drive and Sunrise Villa Apartments at 117 Jefferson Street. These are 1 and 2 bedroom apartments.



Existing Lander Zoning and County Land Use Map

Transportation Trends and Key Issues

Introduction

This chapter provides an overview of transportation issues within the City of Lander by identifying existing conditions, analyzing future forecast transportation demand, and offering strategies to meet the challenges that the City of Lander will face over the next twenty years. The intent of the chapter is to outline citywide objectives, provide direction through recommendations, and offer a framework for evaluation of progress made in meeting these objectives.

The influences of land use, historically significant areas, and the environment must be taken into account in developing a comprehensive transportation system for the City of Lander. The system must work efficiently to serve all residents, employment centers, parks, and schools. It is evident that the conclusions and challenges outlined in the other sections of this Master Plan closely interrelate with transportation issues.

An efficient transportation system is critical to moving people and goods into and through the City. Such a system becomes more effective as it provides alternative modes of travel, including opportunities for transit and services or facilities that may serve older, younger, and disabled populations which may have limited access to conventional transportation modes. This local transportation network plays a role within a much larger regional system as well. Local transportation planning must therefore occur in coordination with state, regional, and county plans.

The City of Lander is fortunate to have a well-developed system of roads and highways meeting the needs of automobile travelers, although the City will need to continue maintenance and development of this network as local and regional growth creates additional demands. The City is served by limited passenger and freight air services. Transportation systems such as bicycle and pedestrian networks and transit services are not fully devel-

oped, and will become increasingly important as the community grows and its demographics change. Likewise, the need for public transit services may increase.

Current Conditions

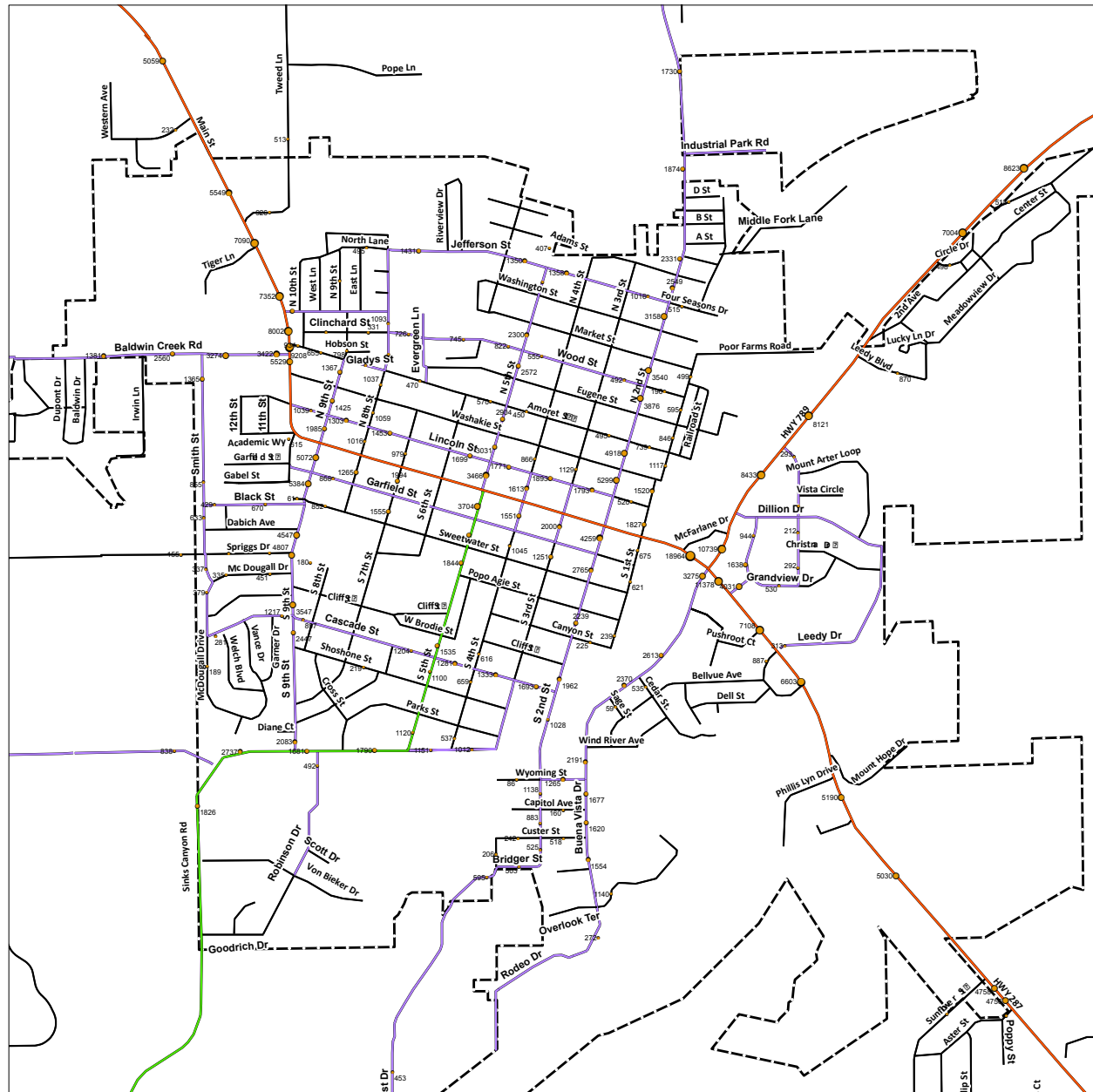
Description of Existing Roadway Network Roadway Evaluation

Roadways and streets are classified by the way they function and the service they provide. Low mobility streets with slower speeds to facilitate access to driveways, alleys, and curb cuts are classified as local streets, while high mobility streets with faster speeds and limited access are classified as arterial streets. Collector streets typically connect local streets to arterial streets and balance the functions of access and mobility.

The connectivity of a transportation network influences the ability of a street to function as an arterial, collector, or local street. Adequate connectivity in the network is as important as mobility or access in defining the function for individual streets. Without sufficient connections and parallel routes of similar functions, traffic of all types (local and regional) will be focused on the streets that connect across the network, regardless of function. For example, if sufficient arterials or collectors are not available, traffic will utilize local roadways as necessary to connect across the network often times resulting in an unsafe situation. Exhibit 1 demonstrates the current classification of the streets in the City of Lander as well as the average daily traffic counts from 2011.

The proposed 2012 Lander Urban Roadway Functional Classification map, as to be adopted by the City of Lander and Fremont County officials and approved by WYDOT and the Federal Highway Administration, was incorporated into this Master Plan. The adopted functional classification system categorizes existing and proposed roadways as arterials, collectors, or local streets, based on the intended use for each roadway and distin-

Exhibit 1 Current Network



Legend	
Traffic Counts (Annual Daily Average)	
46 - 1217	Local
1218 - 3031	Collector
3032 - 5549	Minor Arterials
5550 - 11378	Principle Arterials
11379 - 18964	City Limits

guishes between new, existing, and substandard roadways. This system is used as a basis for the traffic forecasting model for the Lander area and to identify and prioritize transportation improvement projects.

In order to evaluate improvement alternatives for Lander that will enhance the future transportation network, street criteria were reviewed. One criterion focused on the functional role of the roadways in the transportation network looking at existing classification and design, while the other evaluated network connectivity.

Roadway Classification Criteria

Arterial/Minor Arterial – Arterials are intended to connect points of major destinations to provide for regional traffic movement; as such arterials typically move greater volumes of traffic at higher speeds. Limited access improves the arterial's mobility and safety. Target speeds are in the range of 35 to 50 mph with slower speeds appropriate in the urbanized core of the city and higher speeds appropriate to outlying areas and areas where access control has been established. Typically, arterials tend to be four-lane roadways, but can be wider or narrower as volumes dictate. Parking is generally not allowed along arterials and access spacing is controlled appropriate with target speed. Rule of thumb criteria suggests providing arterials at $\frac{1}{4}$ to $\frac{1}{2}$ mile spacing in urban areas and at $\frac{1}{2}$ to 1 mile spacing in suburban and rural areas.

Collector – Collectors service neighborhoods and districts by connecting traffic movement between arterials and local streets. This function commonly provides for some limited direct access to abutting property. These are moderate speed streets with target speeds in the range of 30 to 40 mph. Lower target speeds are appropriate in residential and mixed-use areas, while higher target speeds may be appropriate in commercial, industrial and rural areas. The frequency of access and the type of access design will be affected by higher target speeds. Parking may be allowed along collectors, particularly those with lower target speeds. Typically, collectors

would be provided at a spacing to subdivide the arterial grid.

Local-through – These streets are local streets (see below) that provide limited connectivity between residential subdivisions. As such, they have a limited collector function, but are essentially residential in character. Target speeds on local-through streets are 25 to 30 mph and are dependent upon width and activity. Establishing local-through streets is beneficial for subdivisions as well as the overall transportation network. Subdivision standards should require collector streets to subdivide the arterial grid and provide local-through streets where necessary.

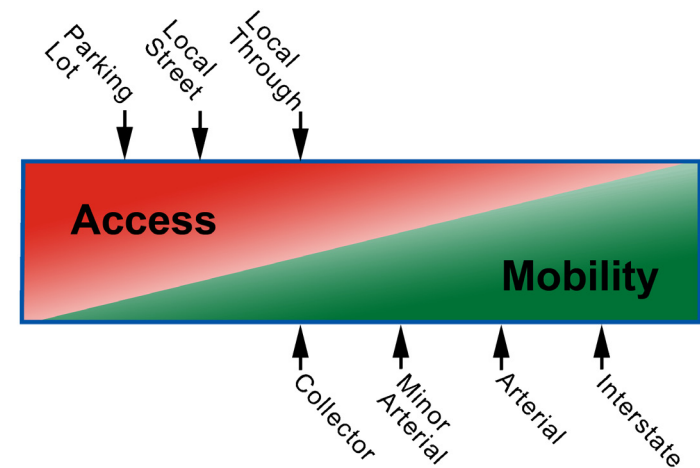


Figure 1: Roadway Function in Terms of Access and Mobility

Local – A local street provides circulation, on street parking, and access to adjoining properties and parking facilities. These streets provide the greatest degree of access, have lower speeds, and yield the right of way to all higher street classes. Street architecture and traffic calming on local streets may be used to discourage through traffic and higher speeds. Target speeds on local streets are typically 20 mph or less dependent on width and activity. Figure 1 illustrates how each type of roadway is designed to

Figure 3: Typical Collector Street

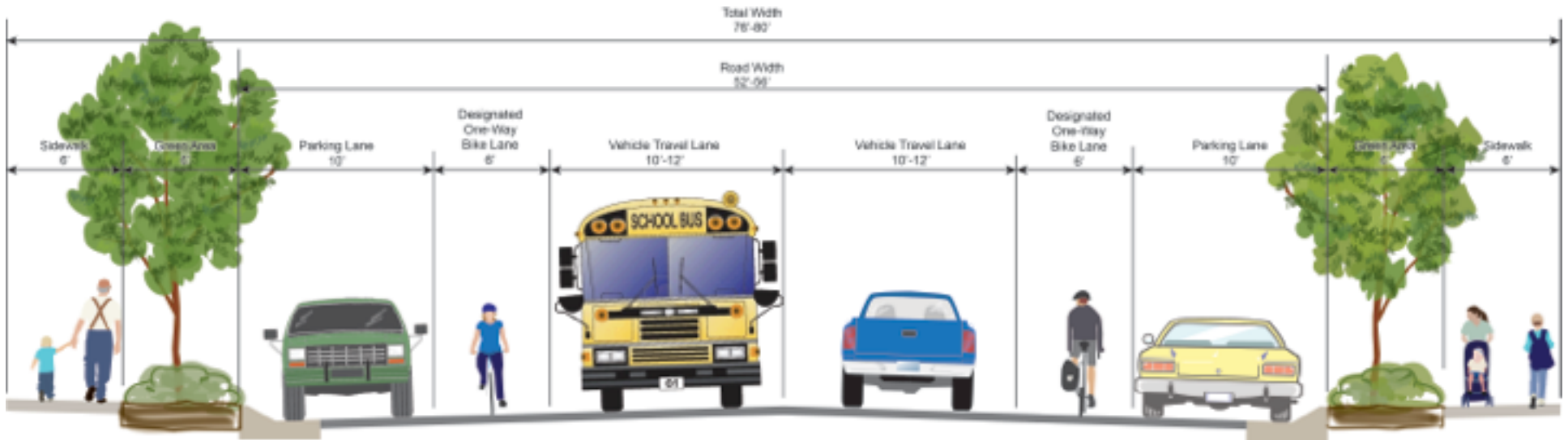
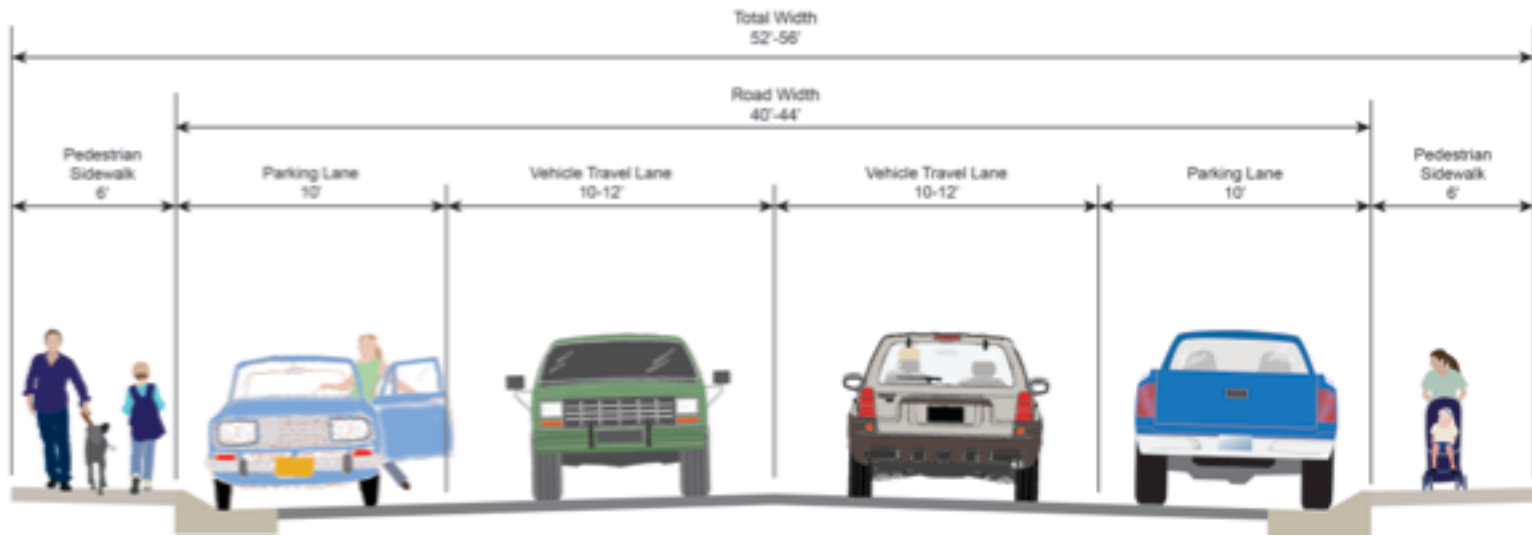


Figure 4: Typical Local Street



Traffic Modeling

The WYDOT TransCAD model was used to verify capacity issues on the existing transportation network. Three 20 year growth scenarios (.5%, 1.0%, and 1.5%) were considered for the model. These growth scenarios produce future traffic volumes that fall within the accuracy of the existing current year model. Therefore the traffic component of the Master Plan focused primarily on addressing existing transportation issues and expanding the roadway network (for corridor preservation) based on rule of thumb spacing for arterial roadways.

Existing Issues and Recommendations

- Main Street is the principal arterial through Lander and should provide an acceptable amount of mobility; however, multiple access points exist along this street particularly between 9th St and Baldwin Creek Road. These closely spaced access points create congestion and safety hazards.

This situation can be mitigated by using proper access management. Access Management is the proactive management of vehicle access points to residential, commercial and industrial properties. Good access management promotes safe and efficient use of the transportation network and encompasses a set of techniques that state and local governments use to control access to highways, major arterials, and other roadways.

The City of Lander should address public and private access by finding opportunities to reduce the number of driveways for lots with multiple access points, and consolidating, relocating, or removing existing driveways if multiple lots are consolidated or redeveloped, or the land use changes. Other techniques include studying and controlling local circulation needs and using medians and signalized intersections. It should be required that during the development review process, cross-access between adjoining parcels be should considered as a technique to minimize the number of



Figure 5: Poor Access Management Example



Figure 6: Proper Access Management Example

access points onto arterial and collector streets. The following figure demonstrates acceptable access management.

- There are several problem intersections throughout the City of Lander. The intersection of Highway 789/287 is a traffic bottleneck. This intersection sees a large amount of traffic including large trucks. The intersection of 9th/Sweetwater St/Black Blvd is a 5 legged intersection adjacent to Starrett Administration Building with poor visibility and an offset configuration. The intersection creates safety hazards for both pedestrians and motorists. Many of the intersections on downtown Main Street have line of sight and congestion hazards that make turning movements and pedestrian crossings potentially dangerous.

Intersections should operate in a multimodal transportation network as to allow pedestrians, bicycles, cars, buses and trucks to maneuver in a safe and efficient manner. Because of the high level of activity and shared space, intersections condense conflicts involving all modes of transportation and are often the scene of most collisions. Well-designed intersections should:

- minimize conflicts between modes with signal phasing, bicycling lanes, pedestrian refuge islands, and crosswalks,
- provide good driver and non-driver visibility with features such as curb extensions or pedestrian bulbouts,
- minimize pedestrian exposure to moving traffic by keeping crossing distances short and controlling turning movements,
- strive for simplicity, and
- accommodate the disabled.

Figures 7 and 8 demonstrate intersections that incorporate several different techniques to manage traffic speed and direction, as well as pedestrian crossings.

- Signal phasing and timing affects more than just individual intersections, it affects entire corridors. The City of Lander has 8 signals along Main Street that are operated by WYDOT. Phasing and timing plans for these signals should be evaluated regularly and updated to provide the most efficient transportation system possible.

The City of Lander should coordinate with WYDOT to ensure that the level of service for every mode of transportation at each signalized intersections is acceptable and that the proper timing is given for pedestrians to comfortably cross.

- Pavement surfacing requires continual maintenance. 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. Pavement management plans are a valuable tool to help local officials determine the most beneficial way to spend pavement rehabilitation funds.

Current street conditions in City of Lander should be inventoried so that city officials can properly and effectively manage and prioritize street repair. This inventory can then be compiled into a capital improvement program that will guide the public works department, City Council, Urban Streets Committee, and WYDOT to the highest priority projects and help them better locate and allocate available funding.

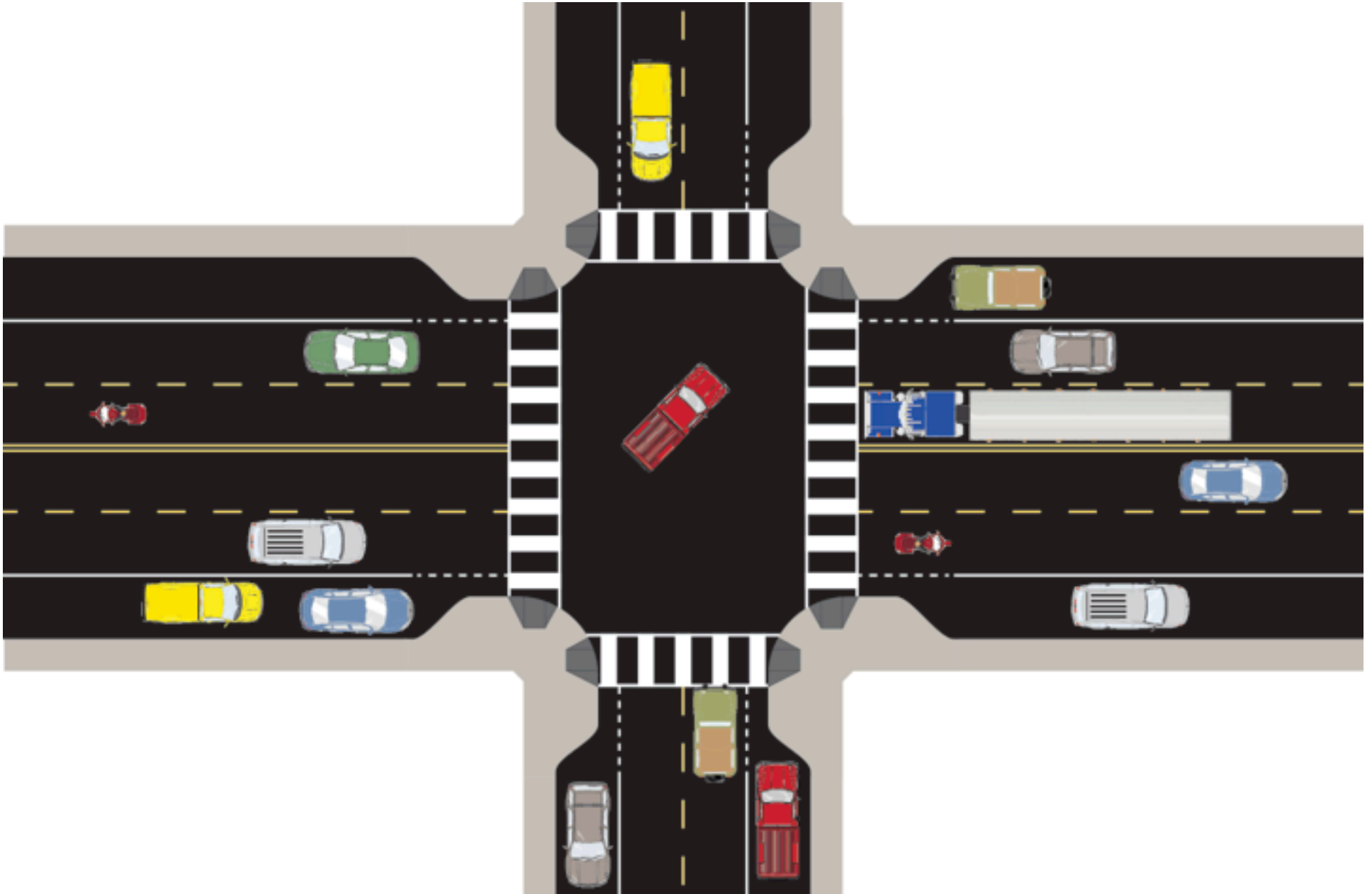


Figure 7: : Intersection Example with Pedestrian Bulbouts



Figure 8: Intersection Example with Traffic Circle

Alternate Modes of Transportation

Air Service

The Wyoming Aeronautics Division is responsible for planning and budgeting for airports within the State of Wyoming. The Division's responsibilities include: 1. initiate, compile and monitor activities of the Aeronautics Commission, 2. Initiate, develop, monitor and maintain airport capital improvements program, 3. Maintain, release and approve grants and loans, and 4. Ensure each airport maintains approved long range planning and environmental documents for their facilities.

The Hunt Field Airport is a general aviation facility located on the south-east side of Lander near US 287. The airport is owned and operated by the City of Lander and the Lander Airport Board is the administrative body that sets policies and advises the City Council in management of the airport. Wind River Aviation is the only Fixed Base Operator (FBO) on the airport.

The existing facilities include one paved 5,005-feet x 100-feet primary runway. There is a single parallel taxiway and one parking apron. The apron has 34 tie downs which are adequate for current airport activity. There are 42 hangars located at the airport, but it does not currently have available lots that offer either a paved or gravel taxi line access.

Currently there are plans to extend the taxi lane and provide more area for hangars at Hunt Field Airport. With these plans and future plans to extend the airport runway in accordance with the Federal Aviation Administration, a relocation of the Lander Rodeo Grounds is required. Currently, the City of Lander is administering efforts to locate and acquire land for the new rodeo grounds. As of this document draft, the City of Lander and the associated Rodeo Ground Relocation Committee are evaluating locations for the new rodeo grounds.

Pedestrian and Bikeways

The Lander Greenway Committee, a sub-committee of the Lander Parks and Recreation Commission, was established in 1991. The Greenway Committee serves as an advisory committee to the Lander City Council. The mission statement of the Greenway Committee is "To enhance the quality of life for the citizens and visitors of Lander and to encourage them to enjoy the beauty of the great outdoors by providing safe and enjoyable pathways for all non-motorized modes of transportation."

The Lander Area Pathway System, LAPS, is a system proposed by the Greenway Committee, which is expanded and enhanced from the existing paths and greenways which will continue to be used by the community and visitors.

The Lander Area Pathways System Development Plan was drafted in 2008. The goal of the Greenway Committee is to expand LAPS to "encompass the entire City of Lander, providing safe access to schools, outlying businesses, and open space resources in addition to improving the walkability and connectivity of the community." The pathway system expansion is intended to "facilitate diversification of transportation modes, enhancement of recreational and leisure opportunities and significantly contribute to the sense of cohesiveness and character of Lander".



The current system stretches along the existing greenway of the Middle Fork of the Popo Agie River, along surface streets to Lander City Park, and on through McManus Park. See Exhibit 2: Lander Area Pathway System (LAPS) for current and proposed greenway routes.

The current system lacks connectivity due to discontinuous pathway easements and sidewalks as well as limited dedicated bicycle lanes. The current system does not reach several neighborhoods, and is blocked from many public centers and schools. Additionally, parts of the existing routes are in disrepair and require upgrades to mitigate safety hazards.

Facilities existing outside of the current pathway system are generally incomplete or nonexistent. Most areas in Lander do not have a direct, continuous, and safe pedestrian system. Many places throughout the transportation network have missing or poor condition sidewalk, missing ADA ramps, line-of-sight issues due to parked vehicles, lack of signage, and missing or barely visible crosswalks.

A number of roadways through Lander are not compatible for on-road bicycle travel because of high traffic volumes, narrow/no shoulders, parking, or high travel speeds. This includes most of the arterial and collector streets such as Main Street and 5th Street.

Transit Services

Currently there are only two forms of public transit in Fremont County and the Lander Area. The most widely used is the Wind River Transportation Authority (WRTA) which serves Lander in three locations and is a direct route to Riverton. WRTA has three pickup times in the morning starting at 6:30 a.m. and has three drop off times ending at 6:55 p.m. These routes start and end in Lander at ALCO and Pamida and go to various locations in Riverton, Ethete, and Fort Washakie. The fare is currently \$1 per ride per person or discounted bus passes are available on a monthly basis. Central Wyoming College (CWC) students ride for free with a valid student ID card. WRTA only services community to community travel; there are no stops within Lander.

Lander Senior Bus, which is sponsored by the Senior Citizen's Center, runs during weekdays and allows for general public use and senior citizens to

ride for a discounted fee. This service is scheduled and operates up to five miles outside the City of Lander.

Future Transportation Network Development

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.

Proposed Roadway Network Improvements

Sinks Canyon Scenic Byway

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. The Wyoming Department of Transportation and Wyoming Tourism Council have teamed together to create the Wyoming Scenic Byways and Backways program. Its purpose is to promote and enhance tourism and the understanding and appreciation of the State's heritage in concert with the preservation, protection and enhancement of the State's scenic, historic and cultural resources. The City of Lander can apply to have Sinks Canyon Road designated as a Wyoming Scenic Byway. This program

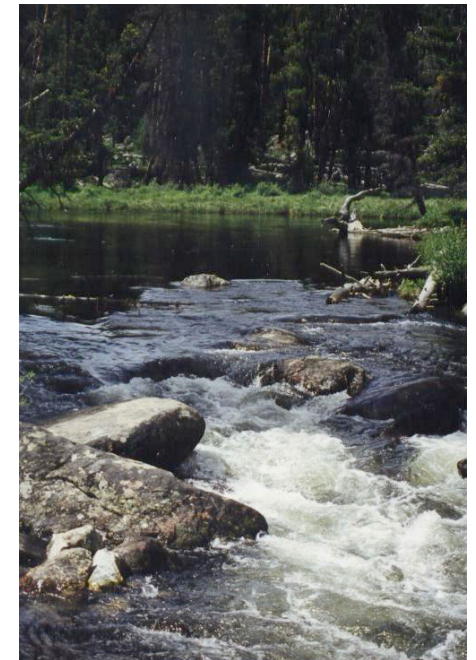
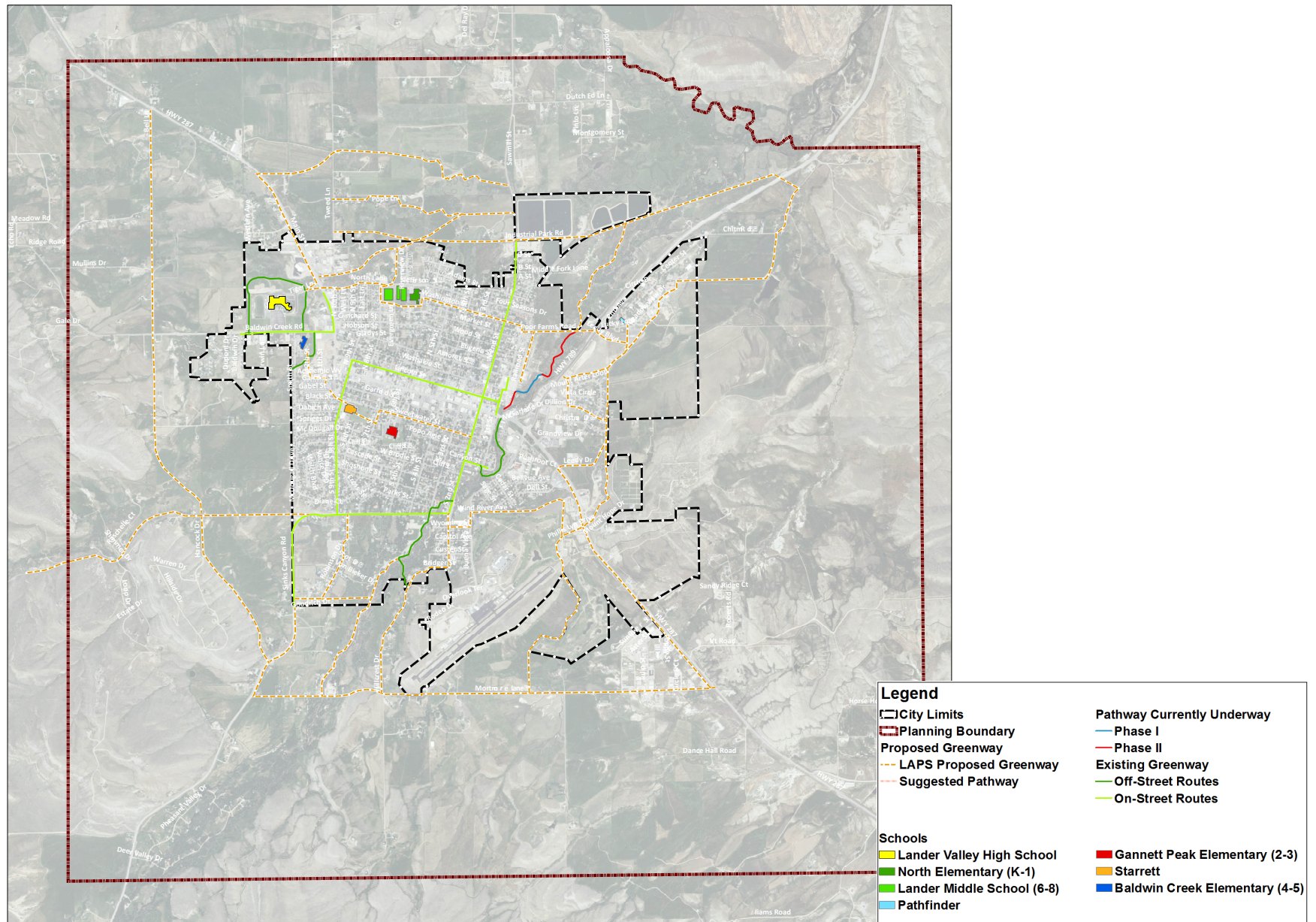


Exhibit 2 Lander Area Pathway System



not only promotes and enhances tourism, but qualifies this roadway for additional 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 areas adjacent to the highway and developing and providing tourist information to the public.

Corridor Preservation

As the City of Lander evaluates options for improving traffic flow, a process should be considered for preserving the transportation corridors identified in this report. According to a white paper prepared by the Wyoming Department of Transportation, “Wyoming municipalities have more flexibility in managing their transportation infrastructure needs. State statute allows municipalities to file official maps delineating planned transportation corridors. These maps are very strict corridor alignments that control access, subdivision development, setback and zoning ordinances. They are not restricted to the corporate city limits if there is a need for preservation of the corridor outside these boundaries.”

Wyoming State Statute, Title 15, Article 5 provides a mechanism for corridor preservation. Each city/town may establish a master plan for areas both inside and outside its City limits provided that action on such master plan, including a major street plan, occurs with concurrence from the Board of County Commissioners. Additionally, the governing body adopts an Official Map of public streets (in whole or in part) via ordinance that shall be recorded in the County Clerk’s office. After Official Map adoption, the governing body may pass an ordinance that prohibits permits to be issued for a building or structure which encroaches into the land within the lines of any street as shown on the official map. The ordinance shall allow the issue to be brought before the Board of Adjustments for public hearing as an appeal process.

Having a roadway shown on the Official Map allows municipalities, during

review of the development or building permit process, to require developments to incorporate these future roadways into their subdivision or site development plans.

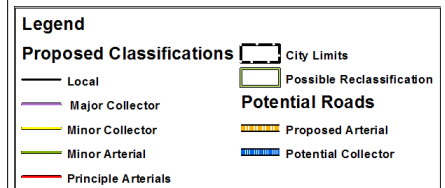
In a 2003 opinion, the Wyoming Attorney General (AG) ruled on what constitutes an adequate survey relating to preserving new street right-of-way with the Official Map. The AG opinion states that “locating a proposed route on a street plan is accomplished through accurate surveys as well as a process which includes the opportunity for input and scrutiny from several sources.”

Proposed Arterial Network

Currently Lander has five main arterials, two running east-west and three running north-south, that 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 of the bottlenecks in the Downtown and Baldwin Creek areas. The following is a summary of a proposed arterial network that will function in this capacity. These proposed arterials along with the Urban Roadway Functional Classification map are the first step in implementing corridor preservation. See Exhibit 3 for a map of the proposed network.

- 1) Road A (North Lander Arterial) runs east to west on the north side of Lander. It will start at the Ridge Road or Mullins Drive intersection with Baldwin Creek Drive and extend east across Main St to connect to Industrial Park Rd. On the east end of Industrial Park Rd the new road will cross the Popo Agie River and connect to Highway 789. Road A will be classified as an arterial road with 120 feet right of way (ROW). Road A will provide an alternative route on the north

Exhibit 3



side of town for people traveling through Lander.

- 2) Road B (East Lander Arterial) connects Hwy 789 to Hwy 287 on the east side of Lander. This route will provide an alternate connection for truck traffic between the two highways and relieve congestion at the existing intersection of 789 and 287. Road B will be classified as an arterial road with 120-foot ROW.
- 3) Road C (Spriggs Drive Extension) will extend Spriggs Drive east to connect to the proposed Road F. Road C will require additional ROW and surfacing improvements to be classified as a minor arterial road.
- 4) Road D (Squaw Creek Road Improvements) follows the existing Squaw Creek Road to the proposed Road F. Squaw Creek Road may require additional ROW and surfacing improvements to be classified as an arterial road.
- 5) Road E (Mortimer Lane Improvements) follows the existing Mortimer Lane alignment on the south side of Lander. Mortimer Lane will require surfacing improvements to be classified as an arterial road. Road E will provide an alternate route for traffic passing through Lander.
- 6) Road F runs north to south and will connect Road A to Road D on the west side of Lander. The road will start at Highway 287 on the north side of town and will connect to Road D (Squaw Creek Road) on the south side of Town. Road F will be classified as an arterial road with 120 feet ROW. Road F will provide an alternate route for traffic passing through Lander.

Recommendations for Alternative Modes of Transportation

Although the automobile will continue to be the dominant form of transportation in the Lander Area, citizens of Lander have expressed desire to create a walkable and bikeable system within the existing transportation network. As addressed earlier, for this to happen, there needs to be retrofitting of existing infrastructure and well defined design and construction requirements for new development.

Pedestrian and Bikeways

The first step in the process of expanding and improving the pathway network is to prioritize routes identified by this plan, in conjunction with the Pathways Committee, by community interest. Once priority routes have been chosen, funding should be sought to begin incorporating, acquiring, and establishing continual pathway easements. The acquisition of adequate rights-of-ways and easements is required prior to, or during, the development process for economical and efficient implementation of a pathway system.

Pathway facilities should be incorporated into capital improvements, private development, and redevelopment projects where possible. All devel-



opment, 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 plans. New streets, no matter the classification, shall be 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.

Pathway systems often function better when they are separated from vehicle traffic. Therefore, sidewalks and on-street bicycle facilities (designated bike lanes) should be designed and constructed to minimum specifications for safety, type of use, and appearance. The major goal in design shall be to create a system that addresses quality, consistency, safety, security, ease of use and cost effective maintenance.

Deteriorating or nonexistent sidewalks should be repaired and regularly maintained. Dedicated bicycle lanes should be incorporated along appropriate corridors to safely accommodate bicyclists on some collector and arterial roadways in urban areas. Bicycle lanes should have a minimum width of 4-feet from gutter seam to lane stripe, with 5-feet preferred or 6-feet when adjacent to on-street parking. Bicycle lanes must be designed

in conformance with the American Association of State Highway and Transportation Officials' guidelines. See Figure 9 for an example of how a dedicated bicycle lane may be incorporated into existing streets.

Due to the large volume and high speed of traffic on Main Street, on street bicycle travel is treacherous. This causes many cyclists, particularly children, to ride on the sidewalks. This is not only a safety concern, but also creates a nuisance for downtown business owners. Much of this traffic could be diverted by creating one way bicycle lanes on Garfield and Lincoln Streets. This would allow for cyclist access to the downtown commercial district without having to brave the traffic on Main Street. It would also create a continuous and safe addition to the pathway system for east-west pedestrian and cyclist traffic.

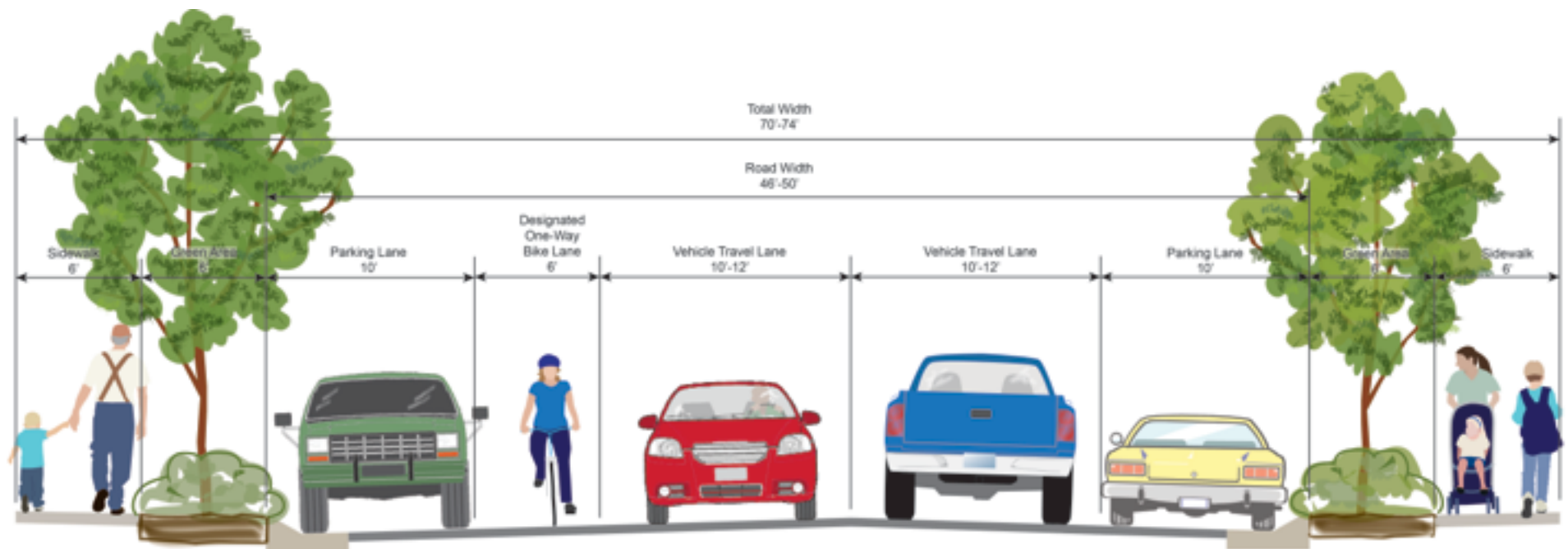


Figure 9: Proposed 1-way Bicycle Lane – Lincoln Street, Lander, Wyoming

School Facilities and Transportation Issues

Fremont County School District No. 1 (FCSD1) is based in the City of Lander and encompasses a total land area of 3,147 square miles with a district census of 10,244 residents. Approximately 1,700 students are currently enrolled within the district. FCSD1 serves the communities of Lander, Hudson, Jeffrey City, and the surrounding area. Six of the seven public schools are located within Lander. The following table describes the location, student population, and grade distribution of each school. All schools except the Lander Valley High School and the Pathfinder Alternative School within Lander underwent a reconfiguration for the 2011-2012 school year. North Elementary now houses K-1, Gannett Peak Elementary (formerly South) houses 2-3, Baldwin Creek Elementary (formerly West) houses grades 4-5, and Lander Middle School houses grades 6-8. The new Lander Middle School was completed in the fall of 2011. Gannett Peak Elementary is currently using the former Starrett Middle School facility while the new school is under construction. Construction of the new Gannett Peak Elementary is currently underway. The District plans to remodel Starrett to house Central Administration and Pathfinder Alternative School in the future.

School Name	Address	Grades	Population
Lander Valley High School	350 Baldwin Creek Road	9 - 12	511
Lander Middle School	755 Jefferson Street	6 - 8	375
Baldwin Creek Elementary	350 Smith Street	4 - 5	236
Gannett Peak Elementary	863 Sweetwater	2 - 3	268
North Elementary	626 Washington	K - 1	283
Pathfinder Alternative School	Bldg. 98 WLRC	9 - 12	32

School Transportation Issues

In 2010 DOWL HKM and the City of Lander developed a Safe Routes to School (SRTS) Master Plan that identified transportation related barriers around Lander's schools and the necessary infrastructure improvements for a safer environment and traveling routes to and from these schools.

Trends

According to parent surveys and field observations the majority of students at the elementary schools and middle school are dropped off and picked up by a parent. The majority of the rest of the students ride the bus to school. At the high school level a majority of students, approximately 40.7 percent drive themselves to school, while the majority of the remaining are dropped off by a parent/guardian or ride the bus. Bus traffic has increased significantly since the restructuring.

Key Issues

The City of Lander and FCSD1 are making an active effort to encourage students to walk and bicycle to school and make the walking and bicycling environment safer. To do this, the master plan identified transportation related barriers along the determined designated routes at each school. These barriers consisted of inadequate or missing signage, faded or misplaced crosswalks, lacking or misplaced parking restrictions, line-of-sight hazards, poor condition or lack of sidewalks/pathways, hazardous pick-up/drop-off locations, traffic signal phasing or timing, and missing or deficient ADA ramps. Specific areas of concern include the front parking lot congestion and vehicle backing hazards at Baldwin Creek Elementary, the lack of school zone signs around Gannett Peak Elementary, offset intersection hazards near Starrett, speed of traffic and pick-up/drop-off congestion at North Elementary, and the quick



stop light timing at the Main Street and Baldwin Creek Road crossing. Many of these issues are currently or planned to be addressed through Wyoming Safe Routes to Schools projects.

Since the school reconfiguration in 2011, elementary students who live in town may catch a bus at their closest neighborhood school and ride to the schools they attend. The district operates three routes: Red, Green, and Blue. These routes are for K-5 only. The buses use Main, Clinchard, Jefferson, 5th, and 8th Streets as their main in-town routes. The morning routes begin at 7:35 a.m. in-town and end at 8:00 a.m. The afternoon routes begin at 3:10 p.m. and end at 3:35 p.m.

Natural Resources

Lander's location and proximity to some of the best outdoor adventure areas and environments in the country are the reason that it is home to the international headquarters of the National Outdoor Leadership School, the Wyoming office of The Nature Conservancy, and the Wyoming Wildlife Federation. Lying at the foot of the Wind River Range, part of the Rocky Mountains and close to the Western Continental Divide, Lander residents and visitors can enjoy a host of outdoor activities in each season of the year. Nearby are Sinks Canyon State Park, Shoshone National Forest, the Popo Agie Wilderness area, the Red Desert, several rock climbing locations, and many miles of trails. Lander is also the southernmost trailhead of the Continental Divide Snowmobile Trail that leads to Yellowstone National Park 156 miles to the north.



Natural disasters are not common in Lander, but the City and county have been severely impacted by floods resulting from rapid snow melt and rainfall. The Popo Agie River, which runs through Lander and drains portions of the Wind River Range, surged in early June 2010 destroying roads, bridges, paths and homes. A draft Flood Protection Plan was developed for the Lander area by federal agencies and unveiled shortly before the flood, but has not been implemented. The plan is currently being revised to address physical changes in the floodway resulting from the 2010 event.



Parks and Recreation

The Lander Parks and Recreation Department and Parks and Recreation Commission are responsible for the administration and upkeep of Lander's parks and facilities. The gem of the park system is City Park which offers a large expanse of playground equipment and sport fields, the administrative offices of the Parks and Recreation Office, picnic areas, limited camping facilities, and sufficient outdoor space to host events such as the annual BrewFest and Art In The Park. Other parks include North, Jaycee, Dillon, Centennial, Antelope, Ambassador, Goodrich, and McManus parks, along with the Christopher George Soccer Complex and Sinks Canyon All Seasons Center.

The City owns half of the parks and the School District owns the rest, with the City leasing them for public use. There is a shortage of land

available for future parks and a lack of funding to acquire park land even if it were available.

Other recreational facilities include the softball complex, Lander Golf Course, and the Community Center, which recently burned. It is estimated a new community center will be constructed in two years. Smaller parks and more specialized parks are also found in the City like the Chamber Park and the dirt bike park.

One issue faced by the community is the shortage of trails. Issues include the lack of private land available to use for trails, shortage of funds, and the lack of money to develop the trails that the City currently has. There are funds available through WYDOT for trails, although it is limited, competitive and involves the submission of a grant application to the State and it is a competitive process to obtain funding.

Lander has limited indoor facilities for recreation. It is possible that the



junior high school building may be used for city recreation after it discontinues use as a school facility. The City currently has access to the school pool for community use and contributes to its funding.

Huge local support has been expressed for a new recreation center. The main obstacle is funding to construct the facility. To date it has been difficult to get a one cent sales tax passed in Lander for that purpose, as the majority of voters in Fremont County will need to be in favor of the tax for it to pass. In addition, the City does not have the money to run the center, which will be an additional issue if the City is eventually able to construct a recreation center.

A significant need in Lander is the acquisition of land for future parks and trail development. Buying land is expensive. Designing a method of acquisition that uses both donated and purchased land is probably the best tactic. Prior to any acquisition however, thorough planning is needed to make sure that future parks and trails are located in the best places to serve the needs of the community and that they take advantage of existing and planned infrastructure.

Business Development

Located next to one of the nation's largest wilderness areas and numerous all season sporting activities, Lander is attractive to workers who enjoy an outdoor lifestyle as well as businesses who market to outdoors enthusiasts. A target industry analysis performed for Fremont County in 2005 found opportunities to create or expand three primary industries: 1) call centers and back offices; 2) creative arts, western arts, and home furnishings; and 3) outdoor recreational products. Small manufacturing of items such as climbing supplies, outdoor gear, guns and ammunition that could be shipped by post would be ideal. The growth in virtual industries and offices - is based on or uses internet and communications technology -

provides even more opportunity for Lander to grow its economy without sacrificing its character.

Education is another area in which Lander could possibly grow. Central Wyoming College, the National Outdoor Leadership School, Wyoming Catholic College and Wilderness Medicine Institute are examples of higher education and adult educational opportunities available in Lander. Additional programs offering specialized medical training, vocation skills, and seminary are other possibilities for future educational offerings. The continued expansion of Central Wyoming College is also a benefit to Lander. A higher educational level of Lander's citizens increases the City's potential for economic development and higher paying jobs.

While its location contributes greatly to its reputation as an ideal outdoor sports gateway, Lander's isolation makes it expensive to move goods and people and construct new buildings. Lander lacks the infrastructure to support industries that require heavy truck, air, or train access. The distance to major commercial airports and access to reasonably priced airline travel continues to be an obstacle for any business requiring frequent travel.

Most current industry in Fremont County is related to retail, construction, and



accommodation and food services. Many of the jobs within these sectors are seasonal. More than 80% of the firms in Fremont County in 2005 employed fewer than ten workers, which has been the case since at least the mid-1980s. The U.S. Small Business Administration reports that small businesses accounted for 66% of all new net jobs within the US since 1970 and currently generate 54% of all sales.

From 1970 to 2006, the number of people working for themselves (proprietors) increased both in number and as a percentage of total employment within the county. This growth has been relatively steady despite ups and downs in population growth and the economy. However, the growth and income of proprietors has remained relatively flat while the income of wage and salaried employees has continued to increase since 1990. Natural resource and mining employment accounted for less than 8% of total jobs within Fremont County in 2006, but contributed the most to the local economy in terms of wages. The second highest wage contributor was the federal government followed by professional and business services.

Lander continues to be a city of home-grown business. Over the years, citizens have repeatedly stated opposition and concern about big box retailers and national chains. Lander-based businesses contribute significantly to the City's unique character and quality of life. Still, there are recognized gaps in locally available products and services, most notably clothing stores.

The success of recent housing developments has been mixed. While some have thrived others have not. The success of these developments appears to be tied to how well they address the needs and wants of Lander citizens. For example, the lack of garages in one development, a necessity in winter, is cited as a reason it has not been very popular.

Although Lander has an active business development group and chamber of commerce, it lacks an organization dedicated to industry and business

expansion and recruitment. There have been targeted efforts to encourage economic development, and the City should continue to pursue additional targeted efforts. There is a need for a new industrial complex although there has been great difficulty finding adequate sites partly due to the unavailability of raw land that is serviced with water and sewer

Infrastructure - Condition, Capacity and Demand

Water

The City of Lander's water supply is surface water from the Middle Fork of the Popo Agie River. The City currently has water rights equaling 13 cubic feet per second (cfs) which meets the current demands.

Demand

The primary water service area for the City of Lander is within the City limits; however, the City does have a bulk sales facility for rural water customers. For customers within the City limits the average monthly production is 52.9 million gallons per month which averages to 239 gallons per day per person. The rural average monthly sales average 0.63 million gallons per month.

Supply and Treatment

Lander's primary water supply comes from the Middle Popo Agie River. The City owns two groundwater wells; however, one is no longer in use and the other is only used in house at the water treatment plant. The water treatment plant, which has been operational since June 2004, has a production capacity of 8.0 million gallons per day; however, the historical maximum yield is 5.88 million gallons per day. The treatment facility is in compliance with Safe Drinking Water Act regulations.

Storage, Transmission and Distribution

Lander has four primary storage tanks: the 4 million gallon (4MG) Tank, Ellis Tank (2 MG), Mager Tank (2 MG), and Rodeo Tank (0.5

MG). The Ellis Tank serves the majority of the residential and commercial areas within the City Limits. The Mager and Rodeo Grounds tank distribute to several subdivisions. The transmission lines consist of approximately seven miles of 8-24 inch diameter cast iron, ductile iron, asbestos cement, and PVC pipe. The distribution system consists of 55 miles of 4-12 inch diameter cast iron, ductile iron, and PVC pipe. This system extends to the FCSD #1 bus barn and the Wyoming Life Resource Center to the north and the Industrial park to the south.

The City recently has sought-out funding to make significant upgrades to the transmission mains and valving for the high pressure water system. Additionally, the City plans to upgrade the primary water transmission main into town from the Ellis Tank. The City anticipates completing these upgrades in Spring of 2015.

Wastewater

Lander's wastewater system consists of a multi-cell lagoon facility with a capacity of 6.0 million gallons per day, a sewer collection system consisting of PVC, concrete, and vitrified clay pipes, and two lift stations. The wastewater treatment plant consists of one aerated and four facultative lagoons which receive between 1.0 and 3.6 million gallons per day depending on the season. The wastewater treatment facility discharges to the Middle Fork of the Popo Agie River downstream of the City. The City was recently awarded funding to upgrade the influent structures to better control flows during high infiltration/inflow seasons, remove sludge from Cell B, the aerated cell, remove the existing deteriorated aeration system and install a new aeration system, upgrade the aeration system blowers and install variable frequency drives to increase efficiency and decrease energy consumption, and upgrade the wastewater system sideline valves. The City anticipates completing these upgrades by 2014.

Future Development and Redevelopment Potential

Lander residents are very proud of their city and understandably so. It occupies some of the most picturesque land in America. It is a major gateway to outstanding outdoor recreational areas. And its sense of community and caring about each other is almost legend. If given a choice, most residents would probably have Lander remain just as it exists today, but whether wanted or not change is inevitable. The real choice Lander citizens have is what kind of change will come, although that may be driven by circumstances beyond their control, and how that change will impact their city and their way of life.

Ninety-two percent of the land within Lander is already developed. Of the remaining undeveloped acreage, forty-five acres is zoned for commercial development and 100 acres is zoned for residential development. This vacant land could potentially contain an additional 492,000 square feet of commercial space and 200 single family residential dwellings at one to two units per acre. Redevelopment may open up even more opportunities for different land uses at different scales and intensities.

