

# CHEYENNE PARKS & RECREATION MASTER PLAN

— — —  
February 2025





# ACKNOWLEDGEMENTS

## PLAN TEAM ACKNOWLEDGEMENTS

The Cheyenne Parks Division and Community Recreation & Events Department sincerely thank the individuals, organizations, and staff whose dedicated contributions, time, and effort were essential in producing this document. The successful collaborative effort was made possible through the commitment to this plan by those listed below.

## MAYOR

Mayor Patrick Collins

## CITY COUNCIL

Pete Laybourn, Ward I

Scott Roybal, Ward I

Jeff White, Ward I

Bryan M. Cook, Ward II

Dr. Mark Rinne, Ward II

Tom Segrave, Ward II

Dr. Michelle Aldrich, Ward III

Richard Johnson, Ward III

Ken Esquibel, Ward III

## STEERING COMMITTEE

### CITY COUNCIL

Pete Laybourn, Ward I

Bryan M. Cook, Ward II

Dr. Mark Rinne, Ward II

Tom Segrave, Ward II

Ken Esquibel, Ward III

Jennifer McClelland, Executive Assistant to City Council

## CITY STAFF

Jason Sanchez, Director, Community Recreation & Events, Project Oversight

Charles Bloom, AICP, Planning and Development Director

Jeanie Anderson-Shrednik, Greenway and Parks Planner, Planning and Development, Project Lead

Sam Payne, Deputy Director, Community Recreation & Events

Seth Lloyd, Planning and Development

Erin Fagan, Planning and Development

Brittany Hooper, Program and Facilities Manager, Community Recreation & Events

Andrew Coe, Recreation Manager, Community Recreation & Events

Brandon Peterson, Park Manager, Community Recreation & Events

Steven Trowbridge, Weed and Pest Manager

## CITY PARTNERS

Betsey Hale, Cheyenne LEADS

Bryce Hamilton, Laramie County Planning and Development

Jim Walter, Visit Cheyenne

## CONSULTANT TEAM

### DESIGN WORKSHOP

Anna Laybourn, Principal-in-Charge

Ashley Hejtmanek, Project Manager

Jennifer Pintar, Planner, GIS Analyst

Ketaki Ghodke, Planner

Alexandra Pollock, GIS Support

### BALLARD\*KING

Scott Caron, Operations and Maintenance, Fiscal Planning

# LETTER FROM THE DIRECTOR

The City of Cheyenne's first city park, "Old City Park," was established in 1882 through the generous donation of a local businessman and cared for by volunteers. Our community members continue to show what it means to 'do our part' in contributing to parks, trails, open space, and recreation programs, as demonstrated by the input they provided to crafting this plan. Their feedback shows a great affinity and pride for what Cheyenne has to offer, but also how we can do better for more people and plan for the future.

In my 29 years as part of the City of Cheyenne's Community Recreation & Events Department, I have been continuously amazed by the resourcefulness, adaptability, and commitment of our city staff. We find great purpose in caring for essential community spaces and providing services that improve public and environmental health, foster social connections, and are the backdrop to people's lives. We work to evolve the park system, such as the expansion of the Greater Cheyenne Greenway that weaves along our waterways and through our prairie landscape. Our recreation services continue to adapt and change to meet community needs. This planning process has helped us to prioritize and envision the steps we need to take over the next 10 years to leave a legacy for future generations.

However, we must acknowledge the critical challenge posed by a desire to maintain what we have while operating on a static budget. Our financial resources are well below peer communities, and this shortfall significantly hinders progress. This study confirmed that a community of our size and, with our climate, has a great need for a big investment in additional indoor recreation and program space. Our goal is to secure funding from diverse sources, some of which will require community and political support. This plan document provides flexibility to implement what we can afford over time but with an aspirational vision for improvements throughout Cheyenne.

I am excited for you to read more about the ideas in this plan to support a community that is active year-round, meets more needs, celebrates community culture and place, environmental stewardship, and aligns and expands funding. We look forward to working together to bring this vision to life.

Sincerely,  
Jason Sanchez  
Director of Community Recreation & Events  
City of Cheyenne



Jason Sanchez



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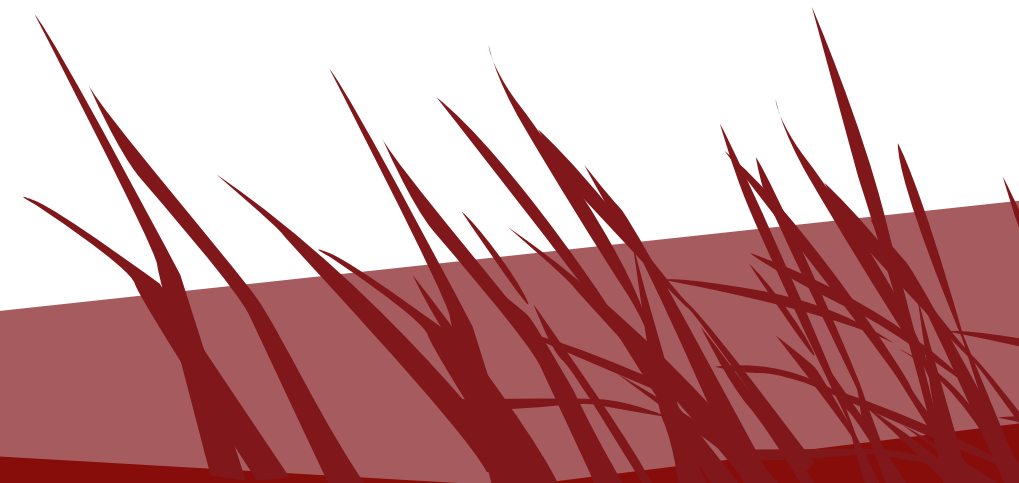


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# EXECUTIVE SUMMARY

— — —

- » Plan Overview
- » Current Park System
- » Community Engagement
- » Opportunities for Consideration
- » Plan Themes
- » Vision for the Future





# PLAN OVERVIEW

## ABOUT THE PLAN

This Plan, adopted in 2025, replaces the previous Cheyenne Parks and Recreation Master Plan, last updated in 2006. Much has changed in the past nearly 20 years, including changes in the city's expanding footprint and population, changes in recreation trends, and park and greenway development.

This plan serves as a strategic roadmap, guiding the City in ensuring equitable access to quality parks, green spaces, recreation facilities, and community programs. It is designed to meet the community's current and future needs, promoting a healthier and more connected Cheyenne. While the City of Cheyenne's Community Recreation & Events Department is largely responsible for implementing this plan, other City departments, City leaders, regional organizations, partners, and citizens will contribute to making this plan a reality.

Overall, Cheyenne's parks and recreation offerings significantly enhance the quality of life in Cheyenne by offering a tranquil escape from urban life, promoting health and wellness, and creating a strong community bond. Commitment to stewardship is evident through maintenance efforts, preservation initiatives, and educational programs, highlighting the City's dedication to ensuring a healthy environment for current and future generations.

This plan reflects Cheyenne's community values and is tailored to its attributes and resources. Priorities identified for improvements and program offerings result from extensive community input collected throughout 2024. Many needs and interests were identified through this process, with a recognition that funding and resources are limited. This 20-year vision provides flexibility in implementing projects and initiatives based on budgetary ability over time and achieving meaningful improvements throughout Cheyenne.

## WHY A PARKS AND RECREATION SYSTEM PLAN?

- » Provide a long-term vision for the community;
- » Capture an understanding of current community needs and desires;
- » Address projected community change; and
- » Identify new policies, maintenance approaches, community services, and investment priorities.

## PARKS AND RECREATION PLAN VISION STATEMENT

To promote cultural enrichment and foster community stewardship in Cheyenne by creating exceptional parks, natural spaces, recreational facilities, and opportunities that enhance the quality of life and contribute to the greater economic development of the city.

## COMMUNITY RECREATION & EVENTS MISSION STATEMENT

“The mission of Cheyenne's Community Recreation & Events Department is to create community through people, parks, events, and programs by providing recreational, health, and entertainment opportunities that positively impact quality of life, economic and workforce development, and youth retention.”



Lions Park



# CURRENT PARK SYSTEM

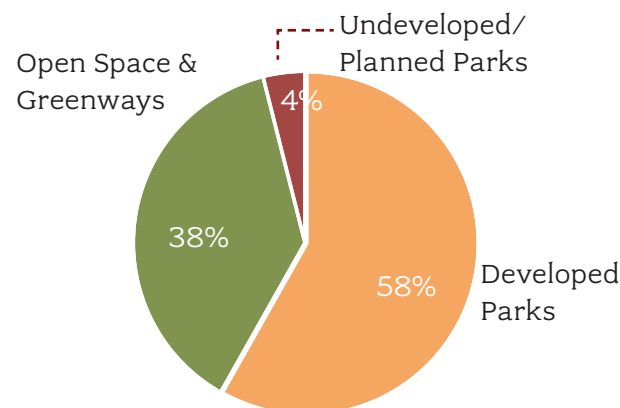
## PARKS AND RECREATION OFFERINGS SUMMARY

Cheyenne owns and manages 61 publicly accessible parks, open spaces, and undeveloped properties totaling approximately 1,077 park acres. This park acreage includes 633 acres of developed parkland and 412 acres of natural land as categorized in Figure 1. The City also has an extensive greenway network of 47 miles and an additional 11 miles of shared-use trails. See Figure 3 for Cheyenne’s park system inventory map. The City of Cheyenne has eight outdoor sports complexes, seven indoor community facilities and event spaces, and two aquatic centers, the Cheyenne Aquatics Center, and the Johnson Swimming Pool.

### CHEYENNE METROPOLITAN PLANNING ORGANIZATION (MPO) BOUNDARY

The Cheyenne service area, defined by the Cheyenne Metropolitan Planning Organization (MPO) boundary, is considered throughout this project to gain insights into demographic and recreational trends for the city and nearby communities, as seen in Figure 3. The MPO boundary is used to help understand future growth and is currently used in other planning efforts in Cheyenne.

**Cheyenne Total Parks and Open Space = 1087 acres**



**Figure 1:** Percent Parkland Acres

## LEVEL OF SERVICE AND NEEDS ASSESSMENT

The current system analysis includes an evaluation of Level of Service (LOS) standards for parks, trails, and recreational facilities to understand its implications for the City of Cheyenne.

The analysis considers current trends, community input, and a variety of metrics to evaluate community needs and interests, including the following:

- » recreation trends;
- » updated park classifications;
- » recreation facilities assessment;
- » walkshed analysis for parks, greenways and trails, and destination parks;
- » level of service assessment;
- » equity priority analysis; and
- » current city properties assessment.

The analysis provides valuable insight into the necessary enhancements required for the park system, informing the establishment of project priorities. Overall, with population growth expected to slow over the next ten years, these findings point to Cheyenne being able to maintain current levels of service of park and open space acres per population (12 acres per 1,000) with the addition of developing a few planned projects. However, the level of service should be improved regarding the quality of offerings, number of amenities in parks, indoor programs, and addressing gaps in park locations. A more detailed analysis of these findings is in Chapter 3.

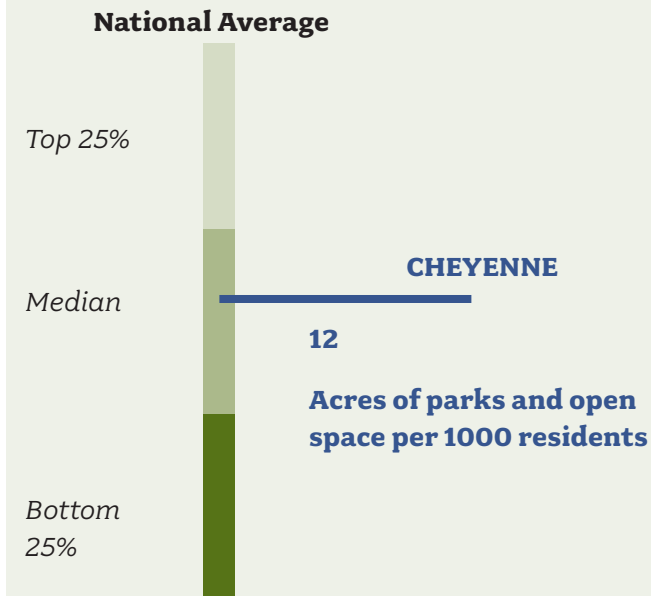
### PROPERTY TYPES

Currently, 58% (31 properties, totaling 633 acres) of Cheyenne’s parklands are developed parks, and 38% (27 properties, totaling 412 acres) are natural areas (Figure 1).

## PARK AND OPEN SPACE PROVISIONS

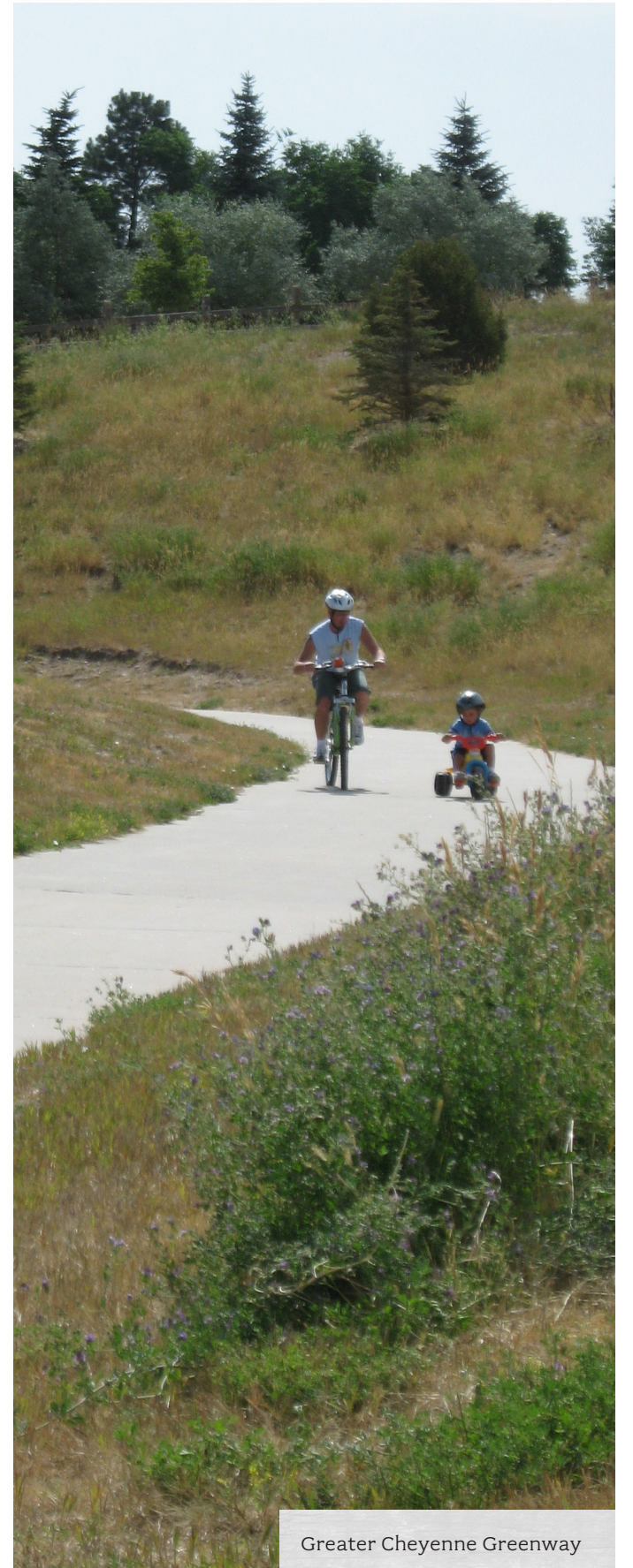
Cheyenne has slightly more park and open space acres per 1,000 residents (12 acres) than the median of similar size communities (10.2 acres) (Figure 2). Nearly 40% of Cheyenne’s park acreage is made up of open space or greenway natural areas.

**Cheyenne Total Park Acres Per 1,000 Population (2023) = 12 acres**



\* National Recreation and Park Association 2024 Agency Performance Report for Agencies with Populations between 50,000 to 99,999 residents. Parkland includes maintained parks and accessible open space.

**Figure 2:** Park and Open Space per 1000 Residents



Greater Cheyenne Greenway



# CURRENT PARK SYSTEM



**31** public parks



**412** acres of natural land



**58** miles of trails



**8** outdoor sports complexes



**7** indoor community facilities

## CHEYENNE'S PARK SYSTEM MAP

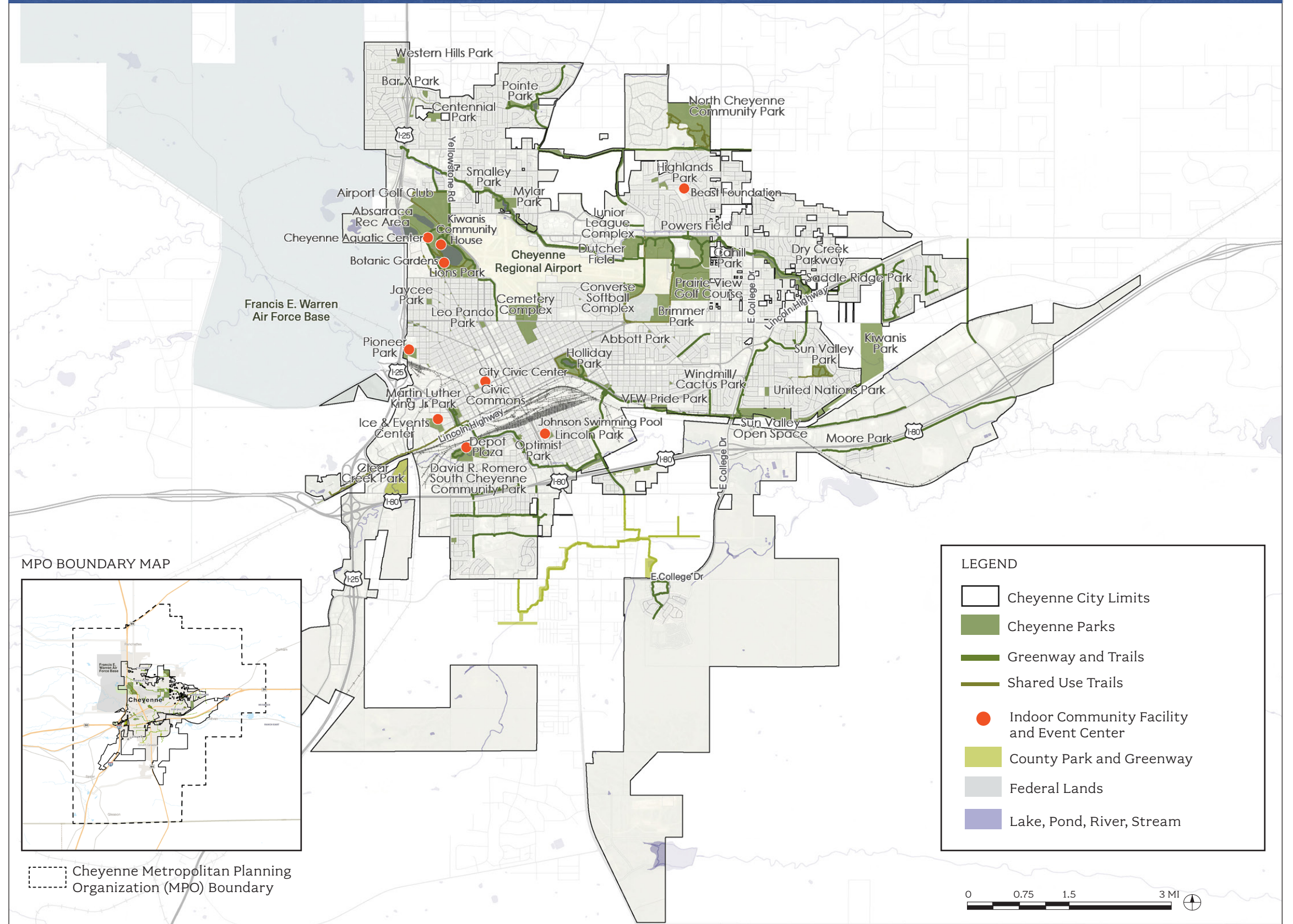
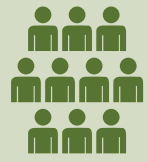


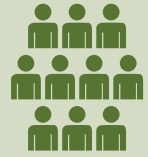
Figure 3: Park Inventory Map



## COMMUNITY AT A GLANCE



**90,045**  
Cheyenne Metropolitan Planning Organization (MPO) Boundary Population (2023)



**66,208**  
Cheyenne City Limits Population (2023)



**2.33**  
Median Household Size



**38.7**  
Median Age



**64.3%**  
Homeownership



**\$59,994**  
Median Household Income



**2%**  
Unemployment Rate



**43.2%**  
Employment in the Service Industry



**54.4**  
Diversity Index

Source: Esri Business Analyst 2023. The demographic data includes the City of Cheyenne and the surrounding service area, specifically the Cheyenne Metropolitan Planning Organization (MPO) Boundary.



**78.9%**  
Not Living a Healthy Lifestyle  
(Laramie County 2017-2021)

Source: Wyoming Department of Health 2017-2021. The health data includes Laramie County adults reporting smoking, no leisure time activity, or not being at a healthy weight.

## RECREATION DATA TRENDS AT A GLANCE

As part of the park system evaluation, it's important to understand current recreation trends to determine changing recreation patterns and identify service gaps to improve planning efforts.

The below highlights key national, state, and regional adult trend activities informed by sources like the Wyoming Outdoor Recreation Report and the Statewide Comprehensive Outdoor Recreation Plan (SCORP), among others. More information is available in Chapter 3, and a more detailed report is in the Appendix.

### Popular Outdoor activities



- » Barbecuing
- » Hiking
- » Swimming
- » Overnight camping
- » Bicycling (road)

### Popular Fitness activities



- » Walking for exercise
- » Weightlifting
- » Jogging/running
- » Yoga
- » Aerobics

### Popular General Sports



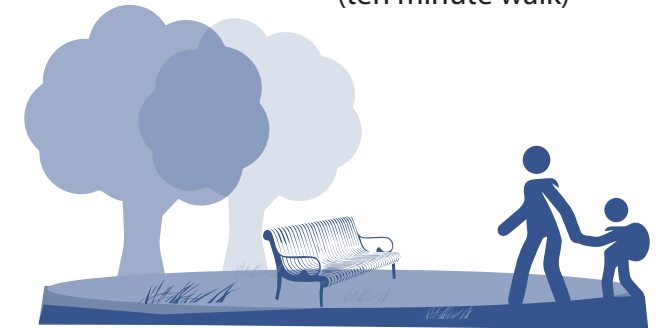
- » Golf
- » Basketball
- » Tennis
- » Soccer
- » Baseball

## PARK WALKSHED ANALYSIS

A walkshed is the time it takes to walk from home to a park or trail using pedestrian-friendly sidewalks or paths.

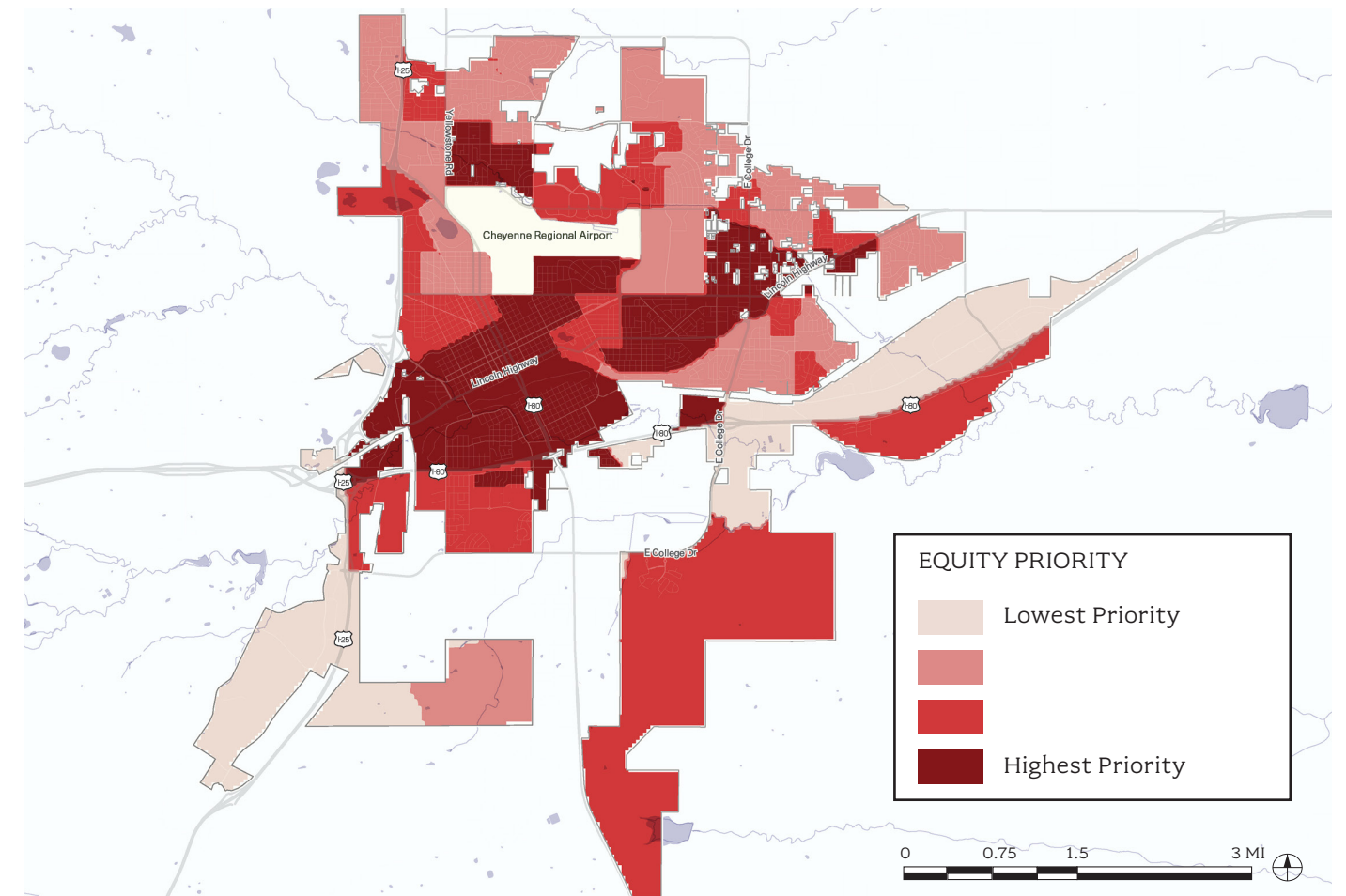
**83%** of Cheyenne households are within a 10-minute walk from a park

Park Walkshed: 0.5 mile  
(ten minute walk)



## EQUITY PRIORITY AREAS

Higher priority equity zones are shown in the darker red and indicate areas that require the most attention and resources due to indicators of higher concentrations of vulnerable populations, health conditions, and environmental inequities. These areas are primarily situated in the southwest and central parts of the City and tend to be near highways, railways, and other infrastructure routes. See Chapter 3 for more information.





# COMMUNITY ENGAGEMENT

## COMMUNITY INPUT OPPORTUNITIES

Community input was gathered using various methods to understand the needs and desires of the community. Through these various methods, the process exceeded the goals of hearing from representatives of all city and surrounding area residents, park and recreation users, and partners such as youth program providers and visitor services. Engagement methods included:

-  **City Department Discussions**
-  **Steering Committee and City Council Meetings**
-  **Focus Group Meetings**
-  **Online Community Survey**
-  **Community Workshop Open House and Pop-up Event**
-  **Draft Plan Review**



Community Open House: Engagement Boards

## PUBLIC ENGAGEMENT PARTICIPATION

<b>Community Survey</b>	<b>710</b> Respondents
<b>Community Workshop with Mapping Exercise</b>	<b>41</b> Participants
<b>Six Focus Group Discussions</b>	<b>53</b> Total Stakeholder Participants
<b>Draft Plan Review Questionnaires</b>	<b>52</b> Respondents

Adult Athletics and Activities, City Youth Athletic Programs, Community Growth and Tourism, Operations and Maintenance, Special Populations and Program Providers, Greenways and Trails/Open Space and Natural Resources

## Why do you choose to visit Cheyenne's parks and recreation facilities?

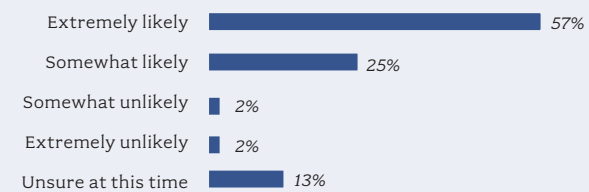


Community Survey

## COMMUNITY SURVEY HIGHLIGHTS


- » **62%** of respondents most commonly use Cheyenne's parks and recreation system for **walking, hiking, and running.**
- » **5 in 10** respondents most commonly use Cheyenne's parks and recreation system for **spending time with family and friends and enjoying nature.**
- » **60%** of respondents identified **seasonal weather constraints** as the most common reason preventing the use of parks and recreation facilities.
- » **73%** of respondents indicated need for **more indoor recreation spaces.**
- » **Providing places and programs for people to maintain and improve their health and fitness, providing places for all to play, and protecting natural environments** were identified as the top three most important purposes of Cheyenne's parks and recreation.
- » **82%** of respondents indicated they would be extremely willing or somewhat likely to support additional funding and spending for parks and recreation improvements in the future.

### Likelihood of supporting additional funding and spending.



Community Survey

## FOCUS GROUP HIGHLIGHTS

-  Year-round weather constraints lead to a strong desire for indoor recreation opportunities.
-  Amenities like sports courts, fields, and ice face high demand at peak times.
-  There is a need to improve connections and expand offerings on the south side.
-  There are differing perceptions of the role of manicured lawn and natural areas.
-  The greenway is an exceptional asset to the city.
-  Clear policies and standards are needed for new open spaces, particularly for developers.
-  There are opportunities for placemaking and art in parks and along the greenway.
-  There is a need for additional maintenance and renovation funds.
-  Desire to prioritize quality over quantity when making decisions about new park facilities and maintenance.

Focus Group Meetings



# OPPORTUNITIES FOR CONSIDERATION

## WHY THIS IS IMPORTANT

These opportunities for consideration describe the overarching areas of focus and aspirations represented throughout this master plan document. They have been derived through a needs assessment, conversations with stakeholders, and considerations of resources.

## OPPORTUNITIES

### DIVERSE PROGRAMMING, CULTURE AND ART

The City of Cheyenne's park and recreation system strongly focuses on sports programming, particularly aquatic and youth activities. There is a high demand for more sports courts and field availability. However, there is also an opportunity to reach a broader audience by expanding diverse programming, increasing the availability of cultural programs, and offering more diverse indoor and outdoor options. Addressing the gap in non-sports programming, such as art classes, music, theater, and cultural workshops, opens avenues for creative engagement that can appeal to a wider demographic and is not provided for robustly by other organizations in the community.

Other opportunities could incorporate all-inclusive programming that spans all ages and promotes intergenerational learning, collaboration, and community cohesion, creating spaces where everyone feels welcome. However, there are currently limitations of indoor space, program staff, and funding that must be overcome. Emphasizing placemaking through integrating art and culture in public spaces further enhances a sense of identity and belonging, making cities more vibrant and engaging. Cheyenne has an opportunity to use design and art in public spaces to express more of its culture and unique landscape.

### PARTNERSHIPS AND COLLABORATION

Cheyenne has the potential for partnerships and collaborations between community organizations and other third-party alliances. These partnerships

are key to expanding access to diverse programming and ensuring long-term success. With changes in the public school system's facility availability for public use and recreation offerings, many programs that were once accessible, such as after-school activities, have shifted, creating gaps in access for students and families. By partnering with organizations like the Boys and Girls Club and others, communities can help bridge this gap, providing alternative learning, growth, and social development spaces. Volunteer programs provide extra support, involving community members in mentoring and leadership roles to expand program reach.

Expanding the availability of cost-accessible programming and ensuring that all families, regardless of income, can participate in these enriching experiences is also important to the community.

### NATURAL ASSETS, OPEN SPACE AND GREENWAY

The City's greenways are valuable assets that help support the growing demand for walking, biking, and hiking, aligning with current health and wellness trends. Greenways provide recreational connectivity throughout the city as well as to nature. There is an opportunity to continue to enhance open space surrounding trails to improve experiences, healthy natural systems and wildlife habitat, and create a more resilient community. Greenways can link parks and open space together to create a linear park system that encourages active lifestyles.

Preserving natural areas and supporting tree and native landscape health, such as the endangered short-grass prairie ecosystem, is an important role of the City's outdoor spaces. Promoting education about the benefits of natural areas can deepen community support for conservation efforts, inspiring more outdoor activities for personal well-being and environmental stewardship.

## CHALLENGES

### FUNDING AND MAINTENANCE

Cheyenne has beautiful parks and facilities that are currently maintained year-round. One of the main challenges for funding and supporting the park system is finding a balance between the increasing demands for program expansion and the ongoing need to maintain existing facilities.

Maintenance costs are often high, particularly as parks age and infrastructure requires regular upkeep. Expanding programming increases the financial burden, requiring more resources to support new offerings without compromising existing quality. Another challenge is the lack of staff, which further complicates these efforts. Resources are often stretched thin, with fewer personnel to manage day-to-day operations and long-term projects. Ensuring sustainable funding is critical to overcoming these challenges and maintaining vibrant, well-functioning parks and recreation systems.

### CHANGING COMMUNITY DYNAMICS

There have been slight shifts in Cheyenne's demographics that are important to address to meet the diverse needs of its residents. With the city not projected to experience significant population growth, the challenge becomes maintaining or enhancing services without the economic boost that growth typically provides. Recreation and parks contribute greatly to quality of life, but unmet needs can prompt people with choice, especially young adults, families, and seniors, to move to communities that better meet their expectations.

Lower-income populations often rely heavily on public parks and recreational services for accessible leisure, health, and social interaction. Still, funding constraints may limit the quality and availability of these services. Additionally, when development is already planned out with limited room for new or adaptive projects, it can be difficult to pivot or introduce new initiatives to meet the changing needs of the community. These dynamics require thoughtful, inclusive planning to

ensure parks and recreation continue to serve all residents effectively.

### CLIMATE RISK AND PUBLIC HEALTH

Climate risk and public health pose increasing challenges for Cheyenne's parks and recreation systems as extreme weather events, such as strong winds, flooding, heat exposure and wildfire risks, become more frequent. These conditions limit outdoor activity, can damage park infrastructure, reduce ecosystem biodiversity and wildlife habitat health, and expose visitors to harmful pollutants, making parks less safe and appealing.

A lack of shade in many public spaces heightens these risks, leaving people vulnerable to heat stress and UV exposure, especially during hotter months. Flooding further intensifies these challenges by eroding trails, damaging vegetation, and disrupting access to recreational areas. As global challenges like climate change continue to impact local environments, parks will need to be adapted to mitigate these risks through resilient infrastructure, enhanced green spaces, and innovative design solutions that prioritize public and natural systems health. This will require planning for immediate weather-related risks and considering long-term sustainability in urban parks to protect both the environment and the communities that depend on these public spaces for recreation and wellness.

## CONSIDERATIONS FOR THE PLAN THEMES

The Plan Themes incorporate these opportunities for consideration and address key areas identified through research and community engagement. Each theme reflects a commitment to enhancing the quality of life in Cheyenne, aligning with the community's values, and responding to the priorities identified through the needs assessment and resource evaluation. Together, these themes set a framework for decision-making that will shape Cheyenne's park and recreation system over the coming decade.



# PLAN THEMES



## PLAN THEMES

Through comprehensive community engagement, stakeholder discussions, and a detailed needs assessment, five key themes have emerged that encapsulate the distinctive characteristics and priorities of Cheyenne. These themes are crafted to establish a framework that not only improves the quality of parks and recreation services but also fosters community cohesion.

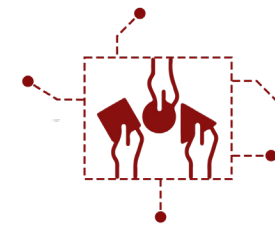
Collectively, these themes articulate a unified vision for Cheyenne's Parks and Recreation Plan, addressing the community's aspirations and challenges. They serve as a strategic roadmap for enhancing the accessibility, sustainability, and cultural significance of the park system, ultimately enriching the quality of life for all residents.

The themes represent the overall vision for the plan. They communicate and direct the focus for the next ten years.



## Active Year Round

Cheyenne focuses on providing recreational amenities and programs that attract and serve the population during all seasons. It includes extending the use and play at existing facilities, completing planned park projects, and sharing information widely to inform the public about what Cheyenne has to offer. This focus is critical for community health and being a place people want to be.



## Meet More Needs

Cheyenne recognizes the need for improved health and well-being of underserved populations through parks and recreational programs, as well as opportunities that contribute to population (youth) retention through various means, including cultural enrichment and arts.



## Celebrate Community Culture & Place

Cheyenne has much to celebrate as a City - its Western identity and supporting history, a community of highly invested stewards and volunteers that have a reputation for giving and shaping their community, and its position as Wyoming's State Capitol — to name a few. These will be evident in the city's places and programs.



## Environmental Stewardship

Cheyenne's Community Recreation & Events department demonstrates ingenuity and resourcefulness. It's a hallmark of our operational structure. The City works with the natural systems as environmental stewards to promote a healthy ecosystem, promote climate resiliency, educate the community about the benefits of natural systems, and deliver the highest quality parks, facilities, and offerings for the community.











## Align and Expand Funding

Cheyenne places great importance on its park and recreation system, focusing on practical elements of funding, implementation, and real estate management — how to best leverage developer fees through updated rates, how to fund new facilities and amenities, how to provide clear policies on appropriate land dedications towards parks and recreation, and how to support the park system through partnerships.



# VISION FOR THE FUTURE

The Plan Vision Map (Figure 4) reflects the plan's themes, goals, and values identified during the engagement process and through site observations. The Vision Map highlights locations for major physical improvements, connectivity opportunities, and priority areas to address gaps and needs over the next decade or more. For more detailed information on the plan's themes, goals, and values, refer to Chapter 4. Chapter 5 expresses details for making this vision a reality, including prioritized action items with potential time periods for projects, policy changes, and operational improvements.

-  Sports Complex Improvements
-  Aquatics Facility Improvements
-  Nature Education Opportunity
-  Trail Connection Opportunity
-  Planned Parks
-  Potential Future Parkland Development
-  Park Master Plan
-  Playground Renovations

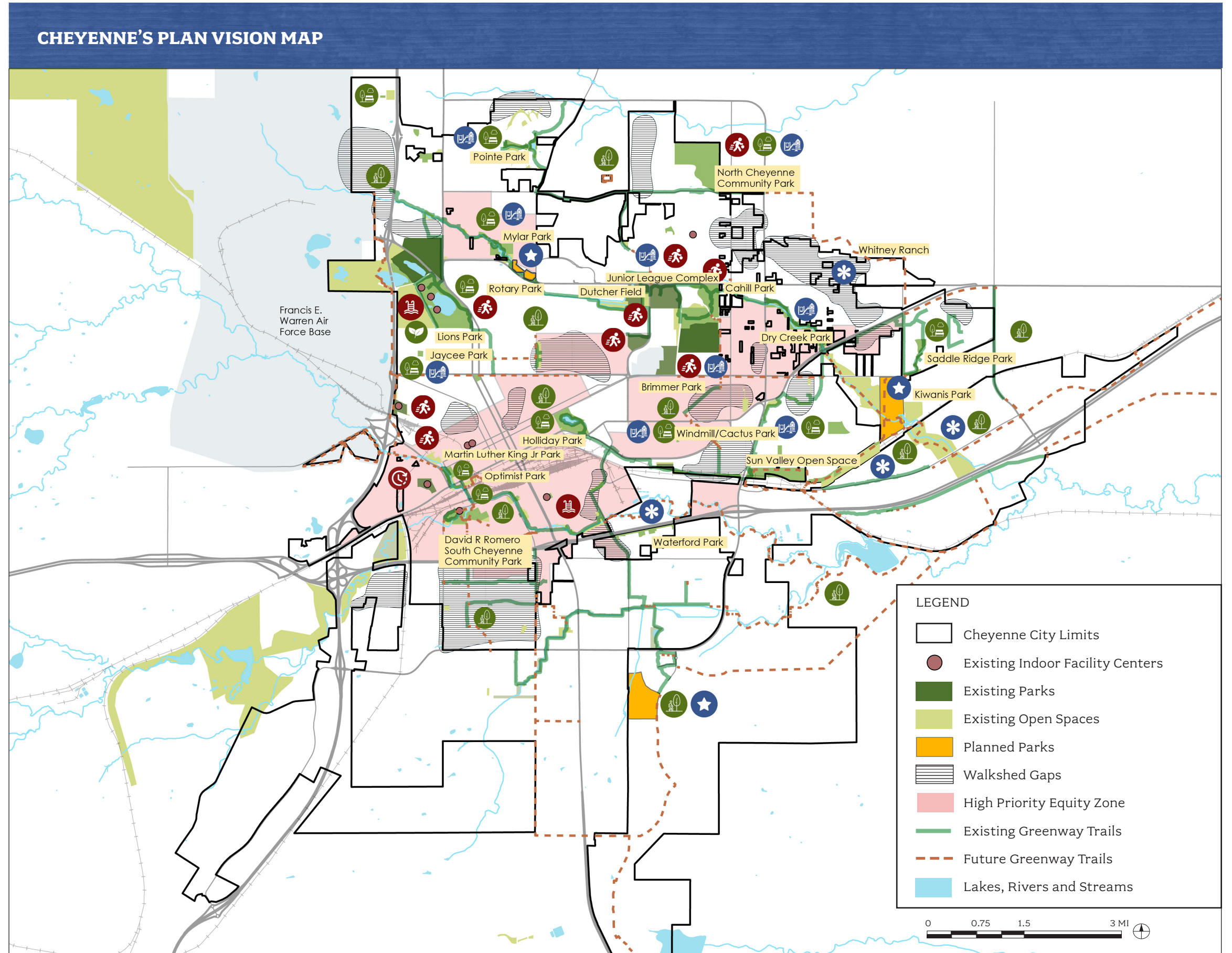


Figure 4: Plan Vision Map





## **INTRODUCTION**

- » Plan Purpose
- » Cheyenne Parks and Recreation History
- » Past Plan Accomplishments
- » Department Structure
- » Inventory
- » Relevant Plan Summary
- » Alignment with Relevant Plans





# PLAN PURPOSE

## WHAT IS A PARK SYSTEM PLAN?

The Cheyenne Parks and Recreation Plan will guide decisions for the next ten years and help chart a deliberate path for growth and adaptation alongside the community.

### THIS PLAN ANSWERS:

- » How should the City manage its Parks, Trails, Open Space and Recreation assets for the next 10 years?
- » How are the current parks functioning? How can they better serve the community?
- » What are the community needs? How can programming better serve the community?
- » What should the City prioritize for updating, replacing, and caring for facilities and parks?
- » How can the park system be more accessible and welcoming to all?
- » What new capital projects should be prioritized within the next decade?
- » What additional funding is needed to maintain and improve Cheyenne's offerings?

## WHY A PARK SYSTEM PLAN?

The plan is a long-range planning document that guides the City in developing and maintaining programs, facilities, parks, and natural lands. This planning effort takes a fresh look at the system and, with multiple opportunities for community outreach and engagement, reflects the community's values.

The future improvements identified within this plan are not a mandate or promise, as they are funding dependent. As a guiding plan for City leadership and staff, the strategies and projects identified are flexible to respond to changing opportunities and influences.



Greenway Volunteers

## PLAN CREATION PROCESS

The planning process included three stages of plan development (Figure 5): 1) Establish a foundation of understanding, 2) Create a shared vision, and 3) Final vision plan. The first stage focused on assessing the existing conditions of the current Cheyenne parks and recreation system. Additionally, it kicked off community engagement through focus groups and steering committee meetings.

The second phase focused on developing and drafting the plan with additional input from city staff and the community to envision the project's

core values and goals. The final phase involved the City Council's approval and adoption of the plan.

The plan content evolved at each stage to incorporate community feedback, analysis findings, prioritization, and strategy development. Additionally, community engagement was intertwined throughout each development phase, including interactive workshops, surveys, public and steering committee meetings and direction, and city staff and leadership workshops.

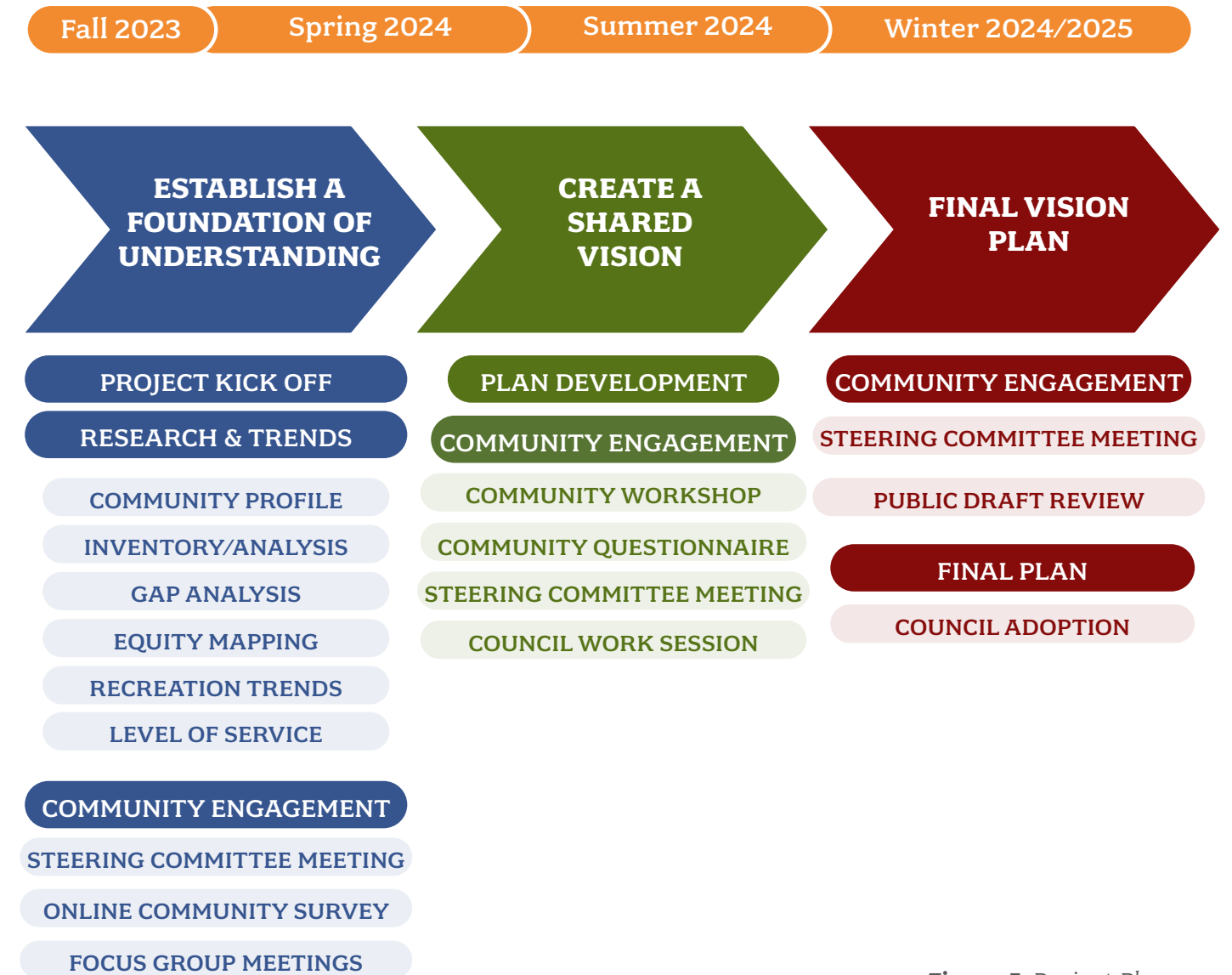


Figure 5: Project Phases

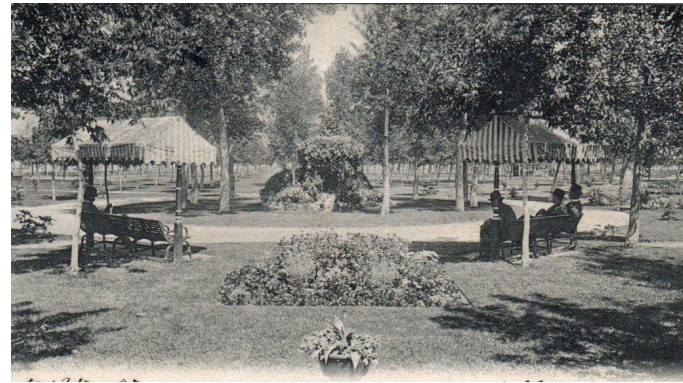


# CHEYENNE PARKS AND RECREATION HISTORY



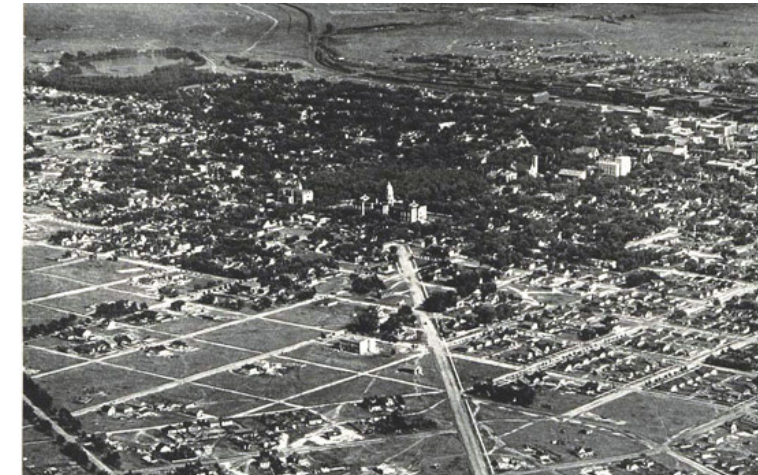
The early years of Cheyenne were rife with the types of lively entertainment synonymous with the "Wild West." Cheyenne was a lively place with five "variety" theaters in operation simultaneously. Every other building was a saloon. The shows had regular stages and gave what was called "burlesque" performances with plenty of female performers.

**1870**



The expansion of Cheyenne's park system began with James Jenkins, who planted the first tree in 1878 and led fundraising efforts to establish Old City Park in 1882. In the early 1920s, Jenkins served as Park Commissioner, overseeing further improvements at Sloan's Lake and other parks. By the mid-20th century, the original site of Old City Park became home to the Wyoming State Supreme Court Building and the Wyoming State Museum.

**1882-1920**



Open Space Plan for Cheyenne and Laramie County: The plan recommended a system of greenways and pathways throughout the Cheyenne area. The plan and the vision for Crow Creek was officially adopted to a community-wide greenway with a comprehensive system of bike lanes and bike routes in 1991.

**1975-1991**

**1867**

On July 4, 1867, the first tents were pitched on the site now known as Cheyenne. Cheyenne means "aliens" or "people of foreign language." The Sioux Indians gave this name to the Indian tribe, "Dzitsistes," who roamed the open plains. Their spelling was Shyenno. The first settlers were men who moved west to work on the Union Pacific Railroad. The majority of settlers moved away when the railroad was completed in November of that same year. Those who stayed joined to form this new thriving western town.

**1880**

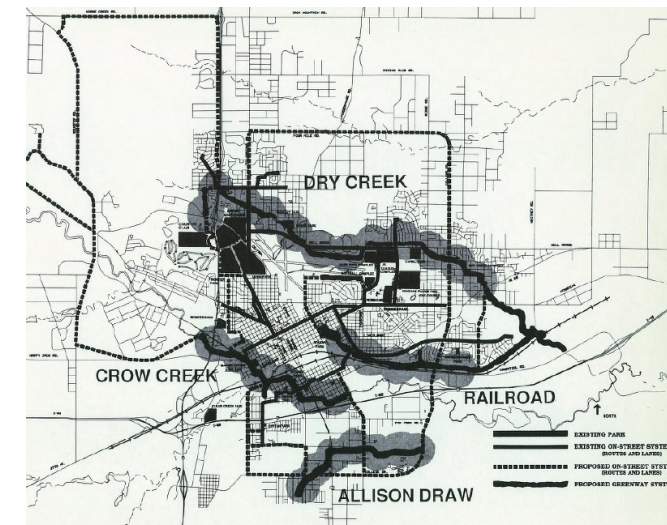
As Cheyenne developed into a civilized city, larger community parks began to develop. In the late 1800s, many were sited around lakes or in the undeveloped fringes of the old City. Over time, many of the larger parks were reduced in size to accommodate more development.



Rest House, Cheyenne City Park, Cheyenne, Wyo.

**1930**

Two Cheyenne businessmen retained S.R DeBoer to create a scenic drive along Crow Creek. Their intent was to emphasize the creek's assets and to eliminate its hazards.



**1992 - 2006**

The first Parks System Master Plan was developed in 1992. This plan emphasized developing the park system within the urban area and including indoor recreational facilities and community centers that fall within the scope, responsibility, and authority of the City Parks and Recreation Department. This plan was updated in 2006, with the current 2025 plan building upon previous efforts.





# PAST PLAN ACCOMPLISHMENTS

The 2006 Parks and Recreation Master Plan was one part of a comprehensive four-part plan designed to address the city’s expected growth in all facets of city infrastructure and long-range planning. The Parks and Recreation Plan focused on assessing parklands and the need for parks, recreational facilities and programs, trails, cemeteries, and open spaces in light of the projected growth.

## PARKLAND GROWTH SINCE THE 2006 PLAN

The 2006 plan combined the functional park area, showing 70.19 acres of developed neighborhood and pocket parks and 333.93 acres of developed community parks and sports complexes. Since then, the Community Recreation & Events Division has incorporated an additional 228.55 acres of developed parks (Table 1). Moreover, the City has built over 31 miles of new greenway trails, supported various park and recreation projects, and preserved an additional 300 acres of open space, natural lands, and natural corridors. The City recently took over the Beast gym and has been constructing a new gymnastic facility to support indoor programming that was no longer being provided by other entities.

**Table 1:** 2006 Plan Parkland Acres Comparison

PARKLAND ACRES COMPARISON		
Developed Parks	2024 Acres	2006 Acres
Community and Sports Complexes	524.67	333.93
Neighborhood and Mini/Pocket	108.00	70.19
<b>Total Developed Park Acres</b>	<b>632.67</b>	<b>404.12</b>
Natural Lands/Natural Corridors	411.86	111.08
<b>Total Acres</b>	<b>1044.53</b>	<b>515.20</b>

## PROJECTS COMPLETED SINCE THE 2006 PLAN

### PARKS AND OPEN SPACE

- » 228.55 added acres of developed parkland
- » 111.08 added acres of natural lands, open space and greenway corridors
- » Development of David R. Romero Park
- » Acquisition, master plan, and access to Kiwanis Park
- » Belvoir Ranch and Big Hole Master Plan (2008, 2025 update)
- » Development of Civic Commons

### FACILITIES

- » Gymnastics Facility (2024/2025 projected opening)
- » The Beast acquisition (2024)
- » Playground upgrades (Lincoln Park, Optimist Park)
- » Added 20 pickleball courts to the system

### GREENWAY AND TRAILS

- » 31.02 added miles of the Greater Cheyenne Greenway



Cahill Park



# DEPARTMENT STRUCTURE

## COMMUNITY RECREATION & EVENTS

The Community Recreation & Events Administration oversees the entire department, which includes the Parks Division, Programs & Facilities Division, Recreation Division, and other divisions such as Aquatics, Botanic Gardens, Cemetery, Civic Center, Clean & Safe, Ice & Events, Golf, Urban Forestry, and Weed & Pest (Figure 6).

These operations focus on ensuring the provision of quality parks, recreational services, and diverse programs. This encompasses activities such as beautification, grounds maintenance, capital improvements, and the management of facilities. The Community Recreation & Events also assists in larger projects and planning efforts, such as this vision plan and greenway trail planning.

The Parks Division plays a crucial role in maintaining the City's outdoor facilities and is responsible for maintaining 61 city parks, including open space, greenway corridors, undeveloped properties, and 58 miles of the Greater Cheyenne Greenway and shared-use trails. In addition, the City oversees the management and maintenance of storm detention areas and visual resources, including the triangular and median strips throughout the city. Other areas of responsibility include the maintenance of the sports fields, including softball, baseball, and soccer.

The Programs & Facilities Division oversees the day-to-day operations and coordination of the indoor and outdoor facilities, sports complexes, community centers, and event centers. The division is responsible for managing childcare programs, the event space in the community and facility centers, handling rentals, including park shelters, the amphitheater, and sports fields, and overseeing events in parks.

The Recreation Division offers a variety of programs and classes, including instructional, classroom, sports and fitness activities, gymnastics, youth and adult athletics, and special events.



Sun Valley Park

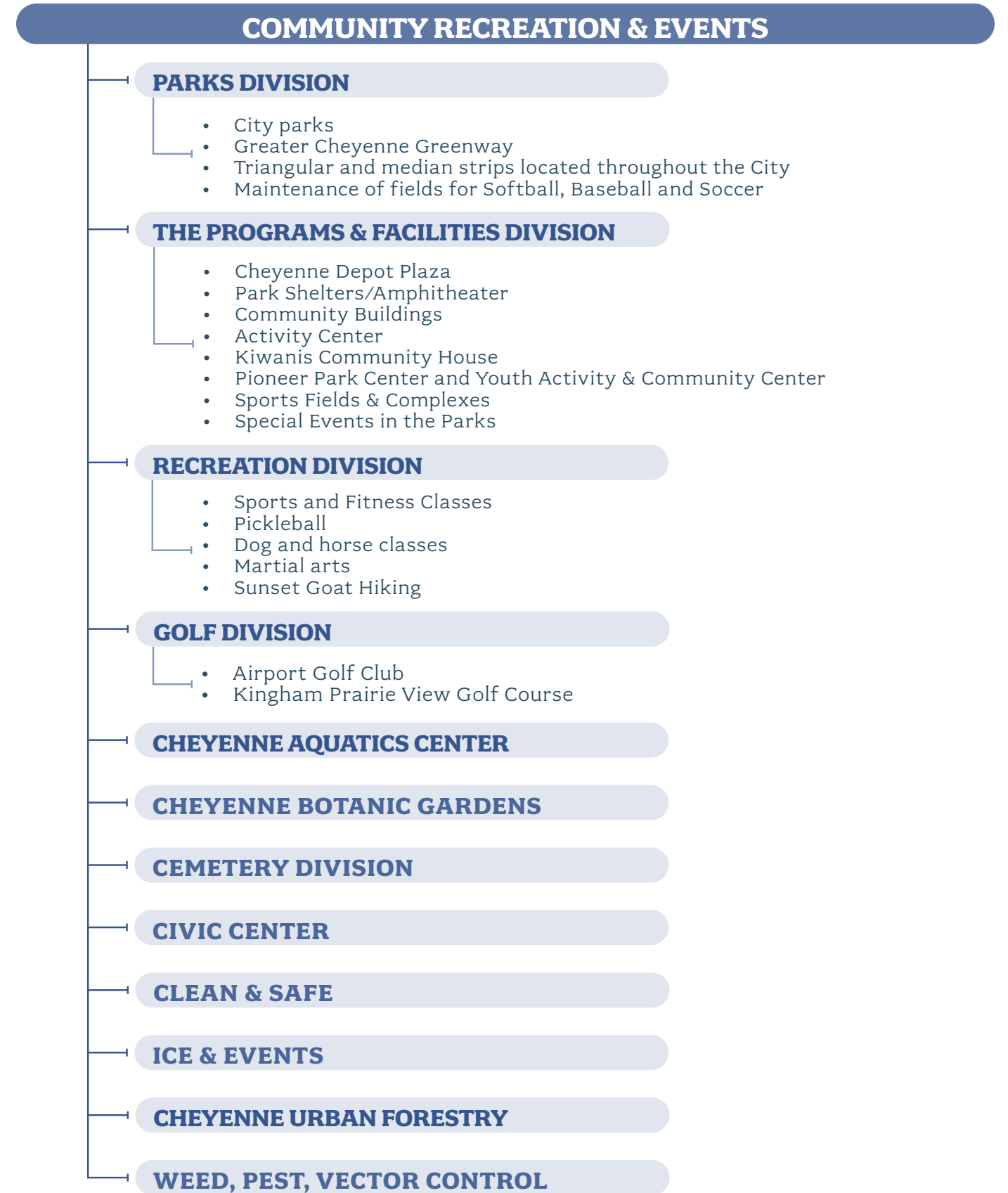


Figure 6: Department Organization



# INVENTORY

## PARKS AND OPEN SPACE

The City of Cheyenne provides a wide variety of parks for residents of Cheyenne, its surrounding areas, and Laramie County. Currently, Laramie County provides recreational services at Clear Creek Park, hosts events at the Archer Events Complex, and manages parts of the Greater Cheyenne Greenway, with many residents living outside the city limits utilizing Cheyenne’s park system and recreational facilities.

The City of Cheyenne’s Parks Division manages 61 parks, covering 1,087 acres. This includes 31 developed public parks, including community parks, neighborhood parks, mini parks, and sports complexes. The park inventory includes 27 open space properties and greenway corridors, totaling 412 acres. These areas protect natural resources and provide outdoor recreational opportunities, with the greenway corridors offering access to the trail system and space for park-like recreation. A list of the City’s parks, open spaces, and greenway corridors are listed in Table 2. The Parks Division owns three undeveloped properties intended for future parks or open space, currently inaccessible to the public (Table 3). In addition to these parks, the Division oversees storm detention areas and visual resource areas, although these facilities do not provide recreational opportunities. The Golf Division manages the Airport Golf Club and Kingham Prairie View Golf Course.

The Division also provides approximately 58 linear miles of trails throughout the trail system. This includes an expansive greenway with 150 trails and 40 shared-use trails, offering connections, recreational opportunities, and multimodal transportation throughout the City.

The Belvoir Ranch and Big Hole Properties, located 8 miles west of Downtown Cheyenne, add approximately 18,800 acres of open space to the city’s land holdings. This land is undergoing a separate master plan process and is not yet accessible to the public.

Appendix A shows a full list of inventories for parks and trails.



**31** public parks

**5** community parks

**11** neighborhood parks

**7** mini parks

**8** sports complexes



**412** acres of natural land

**266** acres of open space

**146** acres of greenway corridors



**58** miles of trails

**47** miles of greenway

**11** miles of shared-use trail



**8** sports complexes, including:

- » Softball and baseball complexes
- » Soccer complex
- » Multi-purpose fields

**Table 2:** Cheyenne’s Publicly Accessible Park Inventory

Park Name	Classification	Acres
Cahill Park	Community	32.82
David R. Romero South Cheyenne Community Park	Community	37.04
Holliday Park	Community	39.53
Lions Park	Community	129.17
North Cheyenne Community Park	Community	117.13
Highlands Park	Neighborhood	2.80
Jaycee Park	Neighborhood	2.16
Lincoln Park	Neighborhood	1.94
Martin Luther King Jr. Park	Neighborhood	10.25
Mylar Park	Neighborhood	26.03
Optimist Park	Neighborhood	2.67
Pointe Park	Neighborhood	16.27
Saddle Ridge Park	Neighborhood	13.59
Smalley Park	Neighborhood	4.82
Sun Valley Park	Neighborhood	16.14
United Nations Park	Neighborhood	2.85
Abbott Park	Mini Park	0.40
Bar X Park	Mini Park	2.29
Depot Plaza	Mini Park	1.57
Leo Pando Park	Mini Park	2.22
Moore Park	Mini Park	0.80
Western Hills Park	Mini Park	0.84
Windmill/Cactus Park	Mini Park	0.37
Brimmer Park	Sports Complex	33.64
Converse Softball Complex	Sports Complex	18.97
Dutcher Field	Sports Complex	30.06
Ice & Events Center	Sports Complex	13.19
Junior League Complex	Sports Complex	30.28
Pioneer Park	Sports Complex	12.67
Powers Field	Sports Complex	23.03
VFW Pride Park	Sports Complex	7.14
Cahill Park Open Space Area	Open Space	45.29

Park Name	Classification	Acres
Centennial Park	Open Space	8.20
Dry Creek Parkway	Open Space	40.51
Kiwanis Park	Open Space	104.23
Lake Absarraca Recreation Area	Open Space	19.38
Sun Valley Open Space	Open Space	48.79
Converse Ave	Greenway Corridor	7.05
Crow Creek	Greenway Corridor	19.30
Dakota Crossing Connector	Greenway Corridor	0.09
Dell Range Blvd.	Greenway Corridor	2.29
Dry Creek	Greenway Corridor	31.85
Education & Manewal	Greenway Corridor	0.62
Evans Ave	Greenway Corridor	0.51
HR Ranch Rd.	Greenway Corridor	10.42
Masonway	Greenway Corridor	0.39
Pointe	Greenway Corridor	2.50
Powderhouse	Greenway Corridor	0.45
Saddle Ridge 1	Greenway Corridor	1.52
Sheridan St. Connector	Greenway Corridor	0.16
South Link	Greenway Corridor	4.57
South Park	Greenway Corridor	0.96
Storey Blvd.	Greenway Corridor	12.39
Sun Valley	Greenway Corridor	28.08
US 30	Greenway Corridor	5.09
Wapa Corridor	Greenway Corridor	13.75
Whitney Rd.	Greenway Corridor	1.89
Windmill Rd.	Greenway Corridor	1.57
Chukker Ridge	Storm Detention Area	1.08
Civic Commons	Storm Detention Area	1.69
Council Bluffs	Storm Detention Area	1.86
Porcupine Park	Storm Detention Area	0.70
Western Hills Detention Pond	Storm Detention Area	5.78

**Table 3:** Cheyenne’s Undeveloped/Proposed Park Inventory

UNDEVELOPED/PROPOSED		
Park Name	Classification	Acres
Future Greenway Parcels	Undeveloped/Proposed	22.20
Rotary Park	Undeveloped/Proposed	9.93
Waterford Park	Undeveloped/Proposed	10.83



# INVENTORY

## PARK CLASSIFICATIONS

Parks are typically categorized for planning purposes according to their intended purpose or function, site characteristics, size, and the typical distance residents would travel to access them.

The park classifications use standards and definitions similar to those of the City of Cheyenne's 2006 Parks and Recreation Master Plan, providing an overall update to Cheyenne's current park system (Table 5).

Park Classifications include Community, Neighborhood, Mini, Sports Complex, Open Space, Greenway Corridor, Undeveloped/Planned, Cemetery, Golf Course, Storm Detention Area, and Visual Resource. Table 4 summarizes Cheyenne's park system properties by classification, number of properties, and acres.

The Park Classification Map is on the following page, illustrating the park inventory by classification (Figure 7). Displaying parks by classification shows how these parks are distributed throughout the city.

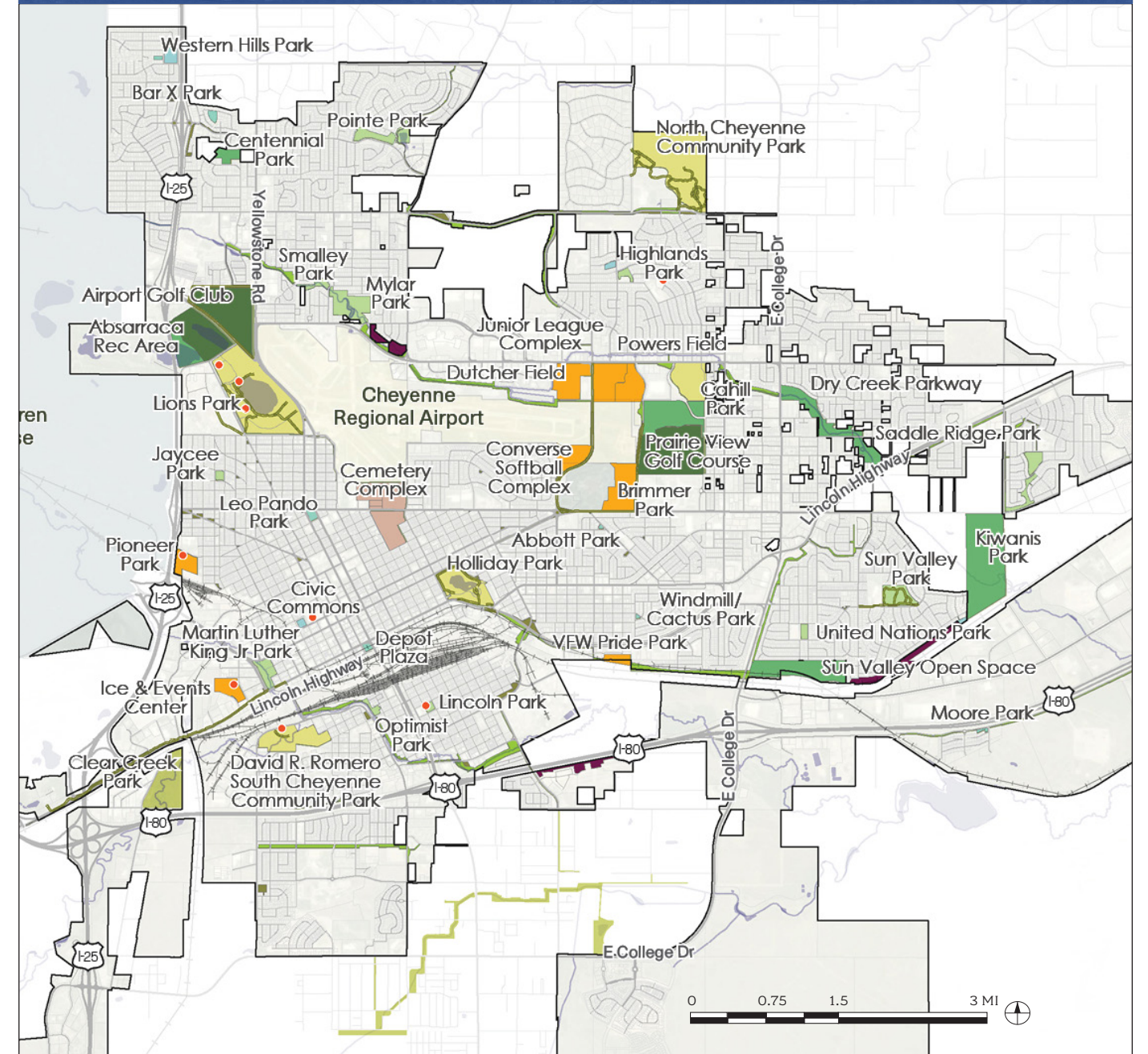
**Table 4:** Cheyenne Parks by Classification

CHEYENNE PARK SYSTEM TOTALS		
Classification	Number of Properties	Acres
Community	5	355.69
Neighborhood	11	99.52
Mini	7	8.48
Sports Complex	8	168.98
<b>Total Developed Parks</b>	<b>31</b>	<b>633</b>
Open Space	6	266.40
Greenway Corridor	21	145.46
<b>Total Natural Lands</b>	<b>27</b>	<b>412</b>
Undeveloped/Planned	3	42.88
<b>Total</b>	<b>61</b>	<b>1087</b>
Cheyenne Properties with no recreational opportunities or public access		
Cemetery	5	60.04
Golf Course	2	204.13
Storm Detention Area	5	11.1
Visual Resource	55	50.2



Holliday Park

## CHEYENNE'S PARK SYSTEM BY CLASSIFICATION MAP



**Figure 7:** Park Classification Map

### CHEYENNE PARK BY CLASSIFICATION

- Community Park
- Neighborhood Park
- Mini Park
- Sports Complex
- Cemetery
- Golf Course
- Open Space
- Greenway Corridor
- Undeveloped Park Lands
- Storm Detention Area
- Visual Resources
- Indoor Community Facility and Event Center

### OTHER PARKS BY CLASSIFICATION

- County Park and Greenway
- Federal Lands



# INVENTORY

## CLASSIFICATION STANDARDS

**Table 5:** Parkland Classifications and Standards

SIZE	PURPOSE AND FUNCTION	SITE CHARACTERISTICS	SERVICE AREA	ACCESS
<b>Community Park</b>				
30+ acres	Larger parks that serve the entire community are distributed throughout urban areas. Includes community-wide activities that serve a broad purpose, self-directed and programmed activities. It may include sports fields, courts, multipurpose playground equipment, large play structures, fitness trails, and picnic shelters. May include waterbodies, natural features, and gardens.	The site should have minimal topography to support passive and active recreational activities, active sports fields and events like festivals and performances.  Might have a mixture of maintained and natural areas.	Serve homes within 1 mile walk of the park.	In Urban areas that typically have access from an arterial street and are easily accessible by car, bicycle, or foot. Access to the greenway trail system and public transit is desirable.  Off-street parking should be provided but may be supported by on-street parking.
<b>Neighborhood Park</b>				
2-30 acres	Intended to serve residential neighborhoods in developed areas. Should provide active and passive recreation for short daily leisure periods for neighbors of all ages to gather, socialize, and play. May include leisure activities, small gathering spaces, shade pavilion, playground, looped trails, court/field games, skating, and sports play.	Typically, manicured landscaping with walking surfaces can withstand the impacts of heavy foot traffic. Portions of the site should have gentle topography to accommodate play equipment, creative play areas, and paved areas for team sports.	Serve homes within ½ mile walk of the park.	Are centrally located within residential areas. Accessible to the neighborhood population with safe walking and bicycle access and free of major highways and railroads. Access to pathways, sidewalks, and trails is ideal. On-street parking is typically adequate.
<b>Mini Park</b>				
2 acres or less	Smaller parks intended to serve a limited area or neighborhood. Often provide visual relief within the urban landscape for the homes. Typically, has limited amenities but may include playground equipment, a small shade pavilion, park benches, and open turf areas for informal play. If space allows, mini parks may include a sports court.	Mini parks might have active or passive opportunities and addresses a specific neighborhood need.	Serve homes within ¼ mile walk of the park.	Centrally located within neighborhoods, along collector streets, along trails or drainage corridors, or in urban centers. Connected via sidewalks and pathways to residences. On street parking is adequate.

SIZE	PURPOSE AND FUNCTION	SITE CHARACTERISTICS	SERVICE AREA	ACCESS
<b>Sports Complex</b>				
Varies	Provides specialized active recreation opportunities for the entire community. Offers programmed or self-directed sports including baseball, softball, soccer, tennis, hockey, and skateboarding. Sports complexes often fill service gaps for specialized sports facilities. Might offer additional amenities like play equipment, benches, greenway access, and concessions.	Varies based on the requirements of the park's purpose. The location of sports complex properties should be carefully planned to ensure access, traffic control, and lighting and noise issues do not negatively impact neighborhoods.	Entire community	Typically have access from an arterial or collector street. Access to the greenway trail system and public transit is desirable. Parking should be provided off-street.
<b>Open Space</b>				
Varies	Open space sites protect significant natural areas and resources. These areas are typically maintained naturally and help preserve views, provide wildlife sanctuaries, and preserve lands. May support opportunities for passive recreation through recreational trails, educational signage, nature art, and nature play elements. Depending on site conditions, public access may be limited.	Natural land areas are designated to protect natural resources or environmentally sensitive areas. These areas are typically unsuitable for development but provide other potential benefits.	City or regional draw	Varies. May include access to the greenway and trail system. May support off-street parking.
<b>Greenway Corridor</b>				
Varies	Greenway corridors are areas with direct access to the greenway trail system. May provide space for park-like recreation and place-making such as public art, and interpretive signage.	Greenways corridors are typically maintained as open space.	Not applicable	Located adjacent to the greenway trail system that provides multi-modal recreational opportunities for commuters and recreational users.
<b>Undeveloped</b>				
Varies	Dedicated park space that will be reclassified as planning evolves.	Varies. Properties may include natural or maintained areas. Undeveloped properties will be reclassified as their planning evolves.	Community wide	



# INVENTORY

## SPORTS COMPLEXES

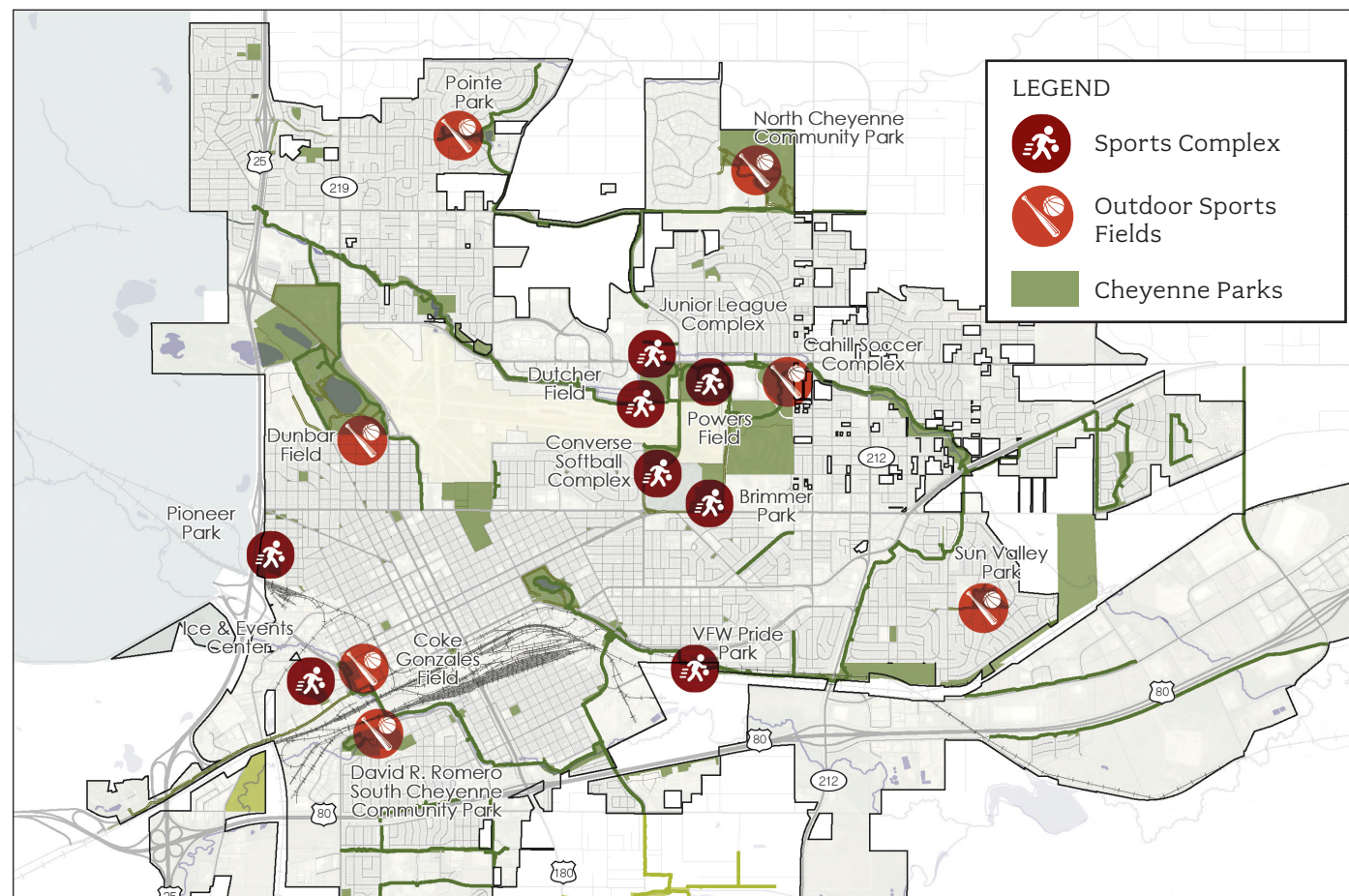
The Programs & Facilities Division is essential in managing the City's outdoor facilities, which include a variety of venues such as sports fields and complexes. Sports fields are typically outdoor spaces dedicated to specific activities like baseball, softball, and soccer, while sports complexes are larger facilities that often include multiple fields and support organized sports, tournaments, and community events.

Cheyenne is home to eight sports complexes significantly contributing to the city's vibrant sports culture (Table 6). The Ice & Events Center is included as a sports complex offering a unique blend of both indoor and outdoor recreational activities. The location of the sports complexes, along with other outdoor field facilities, is illustrated in Figure 8.

The Parks Division is specifically tasked with maintaining fields designated for softball, baseball, and soccer. In addition to this, the Recreation Division administers a wide range of sports, classes, and specialty activities, ensuring a comprehensive recreational experience for the community.

**Table 6:** Cheyenne Sports Complexes

SPORTS COMPLEXES	ACRES
Brimmer Park	33.64
Converse Softball Complex	18.97
Dutcher Field	30.06
Ice & Events Center	13.19
Junior League Complex	30.28
Pioneer Park	12.67
Powers Field	23.03
VFW Pride Park	7.14



**Figure 8:** Sports Complexes and Sports Fields



Brimmer Park



Powers Field



# INVENTORY

## INDOOR COMMUNITY FACILITIES AND EVENT CENTERS

In addition to the outdoor facilities and sports complexes, the City owns/manages several indoor community facilities (Figure 9). These include seven event centers, including the newly acquired Beast Foundation, and four indoor community centers. The City is finishing construction on a new gymnastics facility in 2025. The Programs & Facilities Division ensures that these spaces are well-maintained and accessible to everyone.



The Beast

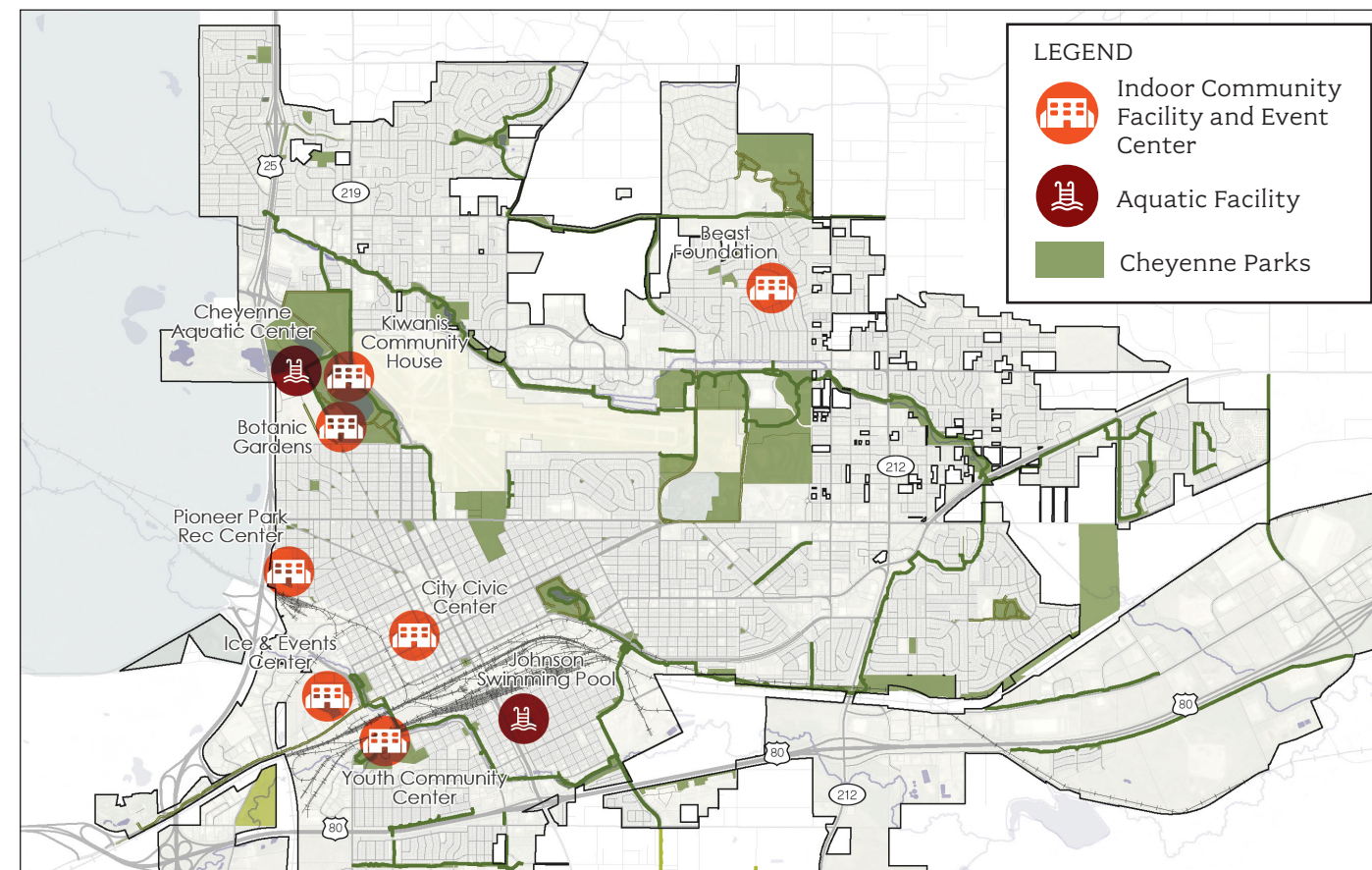


Figure 9: Indoor Recreation Facilities

### CHEYENNE BOTANIC GARDENS

The Cheyenne Botanic Gardens is part of the Recreation and Events Department and is also associated with Friends, a non-profit foundation. The Botanic Gardens provides free admission to its facilities, which include the Conservatory, the Paul Smith Children’s Village, and the gardens. Additionally, they offer various activities and art workshops, including cultural events.

### CHEYENNE AQUATICS CENTER

The Cheyenne Aquatic Center is an indoor facility that offers membership, daily admission, and various programs. It includes a lazy river, lap pool, diving well with 1m and 3m diving boards, water slides, a rock-climbing wall, and basketball hoops. Originally known as the Municipal Pool, it was renovated and expanded in 2015.

### ICE & EVENTS CENTER

The Ice & Events Center opened in 2000, offers a variety of activities such as miniature golf, bumper cars, laser tag, ice skating and roller skating. It also provides programs like curling, hockey, and skating. Additionally, the facility has a 17,000 sq. ft. arena for concerts, trade shows, sporting events, and wedding receptions.

### YOUTH ACTIVITY AND COMMUNITY CENTER

David R. Romero Community Park has an indoor Youth Activity Center (YAC) that offers youth events, programs, activities, and birthdays. The youth activity center also provides an indoor pickleball court, meeting room, kitchen, and gym with two portable basketball goals.

### CHEYENNE CIVIC CENTER

The Cheyenne Civic Center is a performing arts facility built in 1981 in downtown Cheyenne. It can accommodate approximately 1,500 people and hosts a variety of events, including performances by the Cheyenne Symphony Orchestra, concerts, Broadway productions, comedy shows, and ballets.

### KIWANIS COMMUNITY HOUSE

The Kiwanis Community House, built in 2003, is a rental facility accepting program registration. It includes a 3,800-square-foot room that can be divided into two spaces and a kitchen.

### BEAST FOUNDATION

The Beast Foundation building is a 28,000-square-foot multi-purpose facility with basketball, pickleball, and volleyball courts, as well as classroom and meeting room space. The City took ownership of the facility in spring 2024.

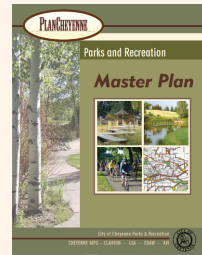


Botanic Gardens



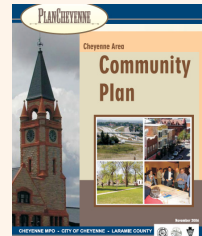
# RELEVANT PLAN SUMMARY

The successful implementation of the Cheyenne Parks and Recreation Plan update depends on how well it aligns with other planning efforts in the City of Cheyenne. Several past and recent planning documents were reviewed as part of the plan update to identify areas of collaboration and find existing recommendations that impact Cheyenne’s park and recreation system, directly or indirectly. Below is a brief summary of the content of these documents.



## PLANCHEYENNE: CHEYENNE PARKS AND RECREATION MASTER PLAN 2006

The most recent Parks and Recreation (P&R) master plan for the City was completed in 2006 as part of the PlanCheyenne process. It identified six types of organizational resources: parkland, visual green spaces, open space, cemeteries, golf courses, and recreational facilities. The plan was developed to address projected city growth. It included recommendations such as creating a legacy of parks and open space, expanding proposed and current parks and recreational facilities, and developing adequate land acquisition tools and funding sources.



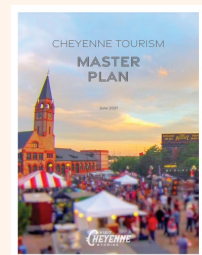
## PLANCHEYENNE: CHEYENNE AREA MASTER PLAN – COMMUNITY PLAN (2006, 2014)

PlanCheyenne was an integrated community master plan that combined the city and county to define the area’s future. The plan included the Community Plan, Parks and Recreation Master Plan, and Transportation Plan, focusing on seven key foundations for development.



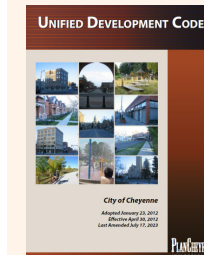
## PLANCHEYENNE: CHEYENNE AREA MASTER PLAN – TRANSPORTATION PLAN (2006, 2014, 2019)

The Transportation Master Plan emphasized strategies for improving bicycling and pedestrian movement, including completing missing segments, addressing ongoing maintenance for facilities, and adopting standards for new development. The 2014 plan is a major update of the 2006 plans, focusing on the Community Plan and Transportation Plan. It emphasizes serving families and a diverse population and includes revisions to future land use and transportation networks. In 2019, the Transportation Plan was amended for a 5-year window to qualify for Federal and State funds. The 2020 “Connect 2045 Long-Range Transportation Plan” provides a 25-year outlook for the region’s transportation strategy.



## CHEYENNE TOURISM MASTER PLAN (2021)

The Cheyenne Tourism Master Plan is a 10-year vision for managing and understanding future tourism in the city. It includes promoting more winter events, improving gateways, incorporating railroad attractions, supporting sports facilities and additional attractions, expanding outdoor recreation options, and implementing a multi-year action plan for recreation at the Big Hole / Belvoir Ranch.



## CHEYENNE UNIFIED DEVELOPMENT CODE (2023)

The Unified Development Code (UDC) outlines the guidelines and criteria for Open Space Systems across the city. It mandates that plat applications designate certain areas of land as non-buildable to be used for public or civic purposes. The UDC was adopted in 2012 and has had several amendments since then.



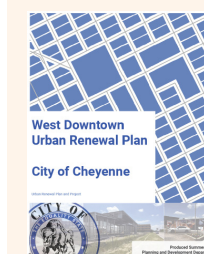
## CHEYENNE GREENWAY PLAN (1992); GREATER CHEYENNE GREENWAY AUDIT REPORT (2019)

The Cheyenne Greenway Plan was developed in 1992 to expand Crow Creek into a community-wide greenway system. It included four off-street corridors: Dry Creek, Crow Creek, Allison Draw, and an abandoned railroad bed south of Nationway. The 2019 Cheyenne Greenway Audit Report outlined current issues and suggested improvements, including signage, safety, lighting, drainage, and design enhancements.



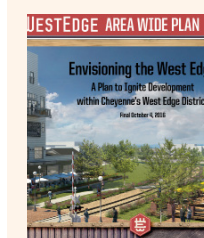
## MARKET & FEASIBILITY STUDY: PROPOSED SPORTS COMPLEX (2023)

Cheyenne LEADS engaged HVS Convention, Sports & Entertainment Facilities Consulting (“HVS”) to conduct a Market and Feasibility Study for a potential sports complex in Cheyenne in 2023. The plan recommends an indoor sports facility with hardwood courts for basketball, futsal, and volleyball and an adjacent turf field for soccer and baseball, among other sports.



## WEST DOWNTOWN URBAN RENEWAL PLAN (2023)

The 2023 West Downtown Urban Renewal Plan identifies blighted areas downtown and proposes urban renewal activities. It includes redevelopment through uses like a Children’s Museum and Downtown Hotel, as well as restoring historic structures, remediating environmental contamination, facilitating economic development, and improving streets and sidewalks.



## CHEYENNE’S HISTORIC WEST EDGE REIMAGINED (2016)

The plan aims to enhance the vitality and livability of the Lower Capital Drainage Basin and the West Edge of Downtown Cheyenne. It includes creating new public amenities and parks, improving public safety, strengthening community identity, enhancing environmental quality, increasing tax revenue and new businesses, providing more housing and workplace options, enhancing pedestrian and bicycle connectivity, and fostering greater collaboration among partner agencies.



# ALIGNMENT WITH RELEVANT PLANS

## COMMON PLAN TAKEAWAYS

Themes that are most common between all of reviewed plans are:

- » Economic Development
- » Natural Systems
- » Culture and History
- » Connectivity and Access

### ECONOMIC DEVELOPMENT

Many of the plans highlight the importance of economic development in the City of Cheyenne, specifically balancing tourism, fostering a sense of place, and retaining youth and teenagers within the community. Several plans focus on parks and recreation amenities and programming for residents and visitors to help boost local economies.

### NATURAL SYSTEMS

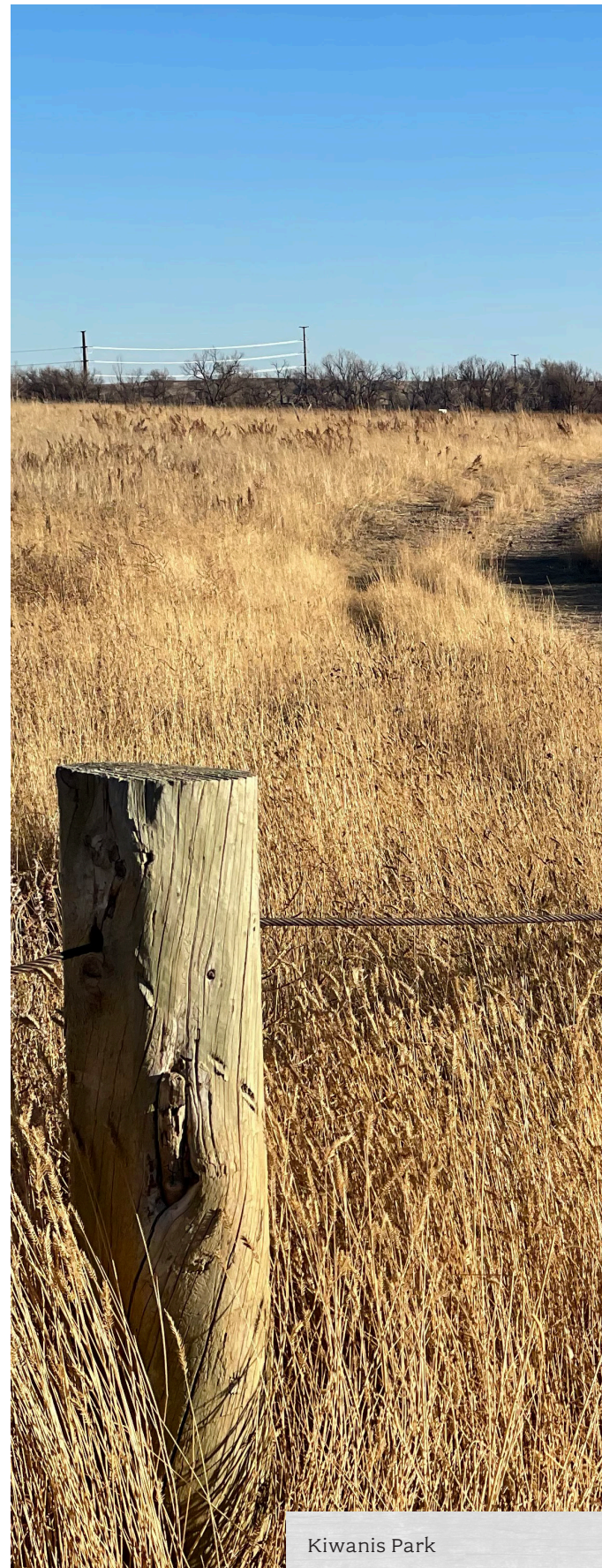
Numerous plans emphasize the importance of preserving and safeguarding Cheyenne's natural areas, green spaces, and parklands. This includes the maintenance and management of these systems and the mitigation of climate risks. For example, there is a focus on conserving the shortgrass prairie ecosystems.

### HISTORY AND SENSE OF PLACE

Multiple plans focus on celebrating Cheyenne's local history, promoting current cultural events and attractions such as the rodeo, railroads, western-themed museums, and the Historic District while also emphasizing community identity.

### CONNECTIVITY AND ACCESS

The Greater Cheyenne Greenway is a system in Cheyenne that connects residents and visitors, providing access to parks and the city. Several plans include goals and objectives to increase accessibility by walking, biking, and commuting.



Kiwanis Park



Optimist Park

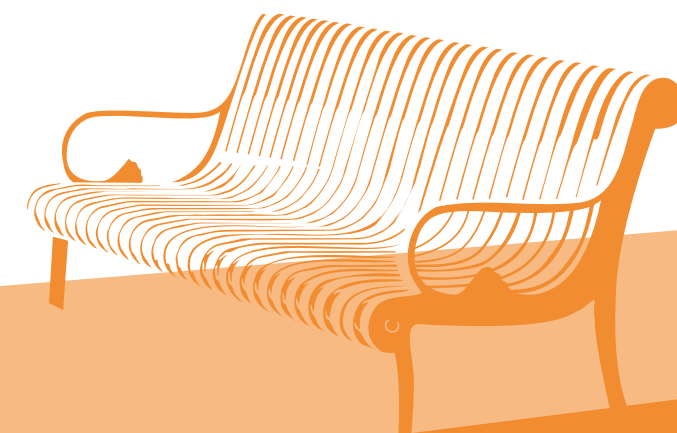




# 2

## COMMUNITY INPUT AND VALUES

- » Engagement Summary
- » Focus Groups
- » Community Survey
- » Community Workshop





# ENGAGEMENT SUMMARY

## ENGAGEMENT PURPOSE

This plan is shaped by understanding community member's needs and values, with multiple opportunities for the public and stakeholders to provide input in plan creation. This input guides Cheyenne's strategic planning and investment decisions over the next decade, ensuring that the City's recreational infrastructure continues to meet the evolving needs of its residents, with a significant portion of the community expressing willingness to support additional funding.

## COMMUNITY ENGAGEMENT PROCESS

Community input was gathered using various methods to understand the needs and desires of the community. Engagement methods included focus group and City Council discussions, steering committee discussions, workshops for both community members and city staff, an online community survey, an online draft plan review questionnaire, and mapping exercises.

The City implemented various outreach efforts, including a dedicated project website offering ongoing updates, resources, and key milestones throughout the process, several press releases to announce the online surveys and public meetings, and invitations to key stakeholders to participate in focus group discussions. During the entirety of the planning process, the City has remained deeply involved and committed to active engagement and understanding the community's desires for this plan.



Figure 10: Engagement Timeline



# FOCUS GROUPS

## FOCUS GROUP SUMMARY

The City of Cheyenne, in collaboration with Design Workshop and Ballard\*King, organized a series of six focus group sessions from November 13 to November 14, 2023. The primary aim of these sessions was to delve into the specific needs of the City's park system. The overarching objectives were to kick-start the project by gaining comprehensive insights into the diverse interests of the community, understanding their concerns, identifying opportunities, values, and needs, and collecting input about what currently works well, where improvements can be made, and potential strategies for enhancement. A diverse group of over 50 people participated, including subject matter experts, key stakeholders, City of Cheyenne staff, and community members.

The focus group meetings were typically organized around the six discussion areas below:

### FOCUS GROUP TOPIC DISCUSSIONS

1. **Adult Athletics and Activities**
2. **City Youth Athletic Programs**
3. **Community Growth and Tourism**
4. **Operations and Maintenance**
5. **Special Populations and Program Providers**
6. **Greenways and Trails / Open Space and Natural Resources**



## FOCUS GROUP INPUT HIGHLIGHTS



There is a strong desire for **indoor recreation opportunities** due to year-round weather constraints.



There is a high demand for amenities like **sports courts, fields, and ice rinks.**



There is a need to **improve connections and expand offerings on the south side.**



There are differing perceptions of the role of **manicured lawn and natural areas.**



The **Greenway** is an exceptional asset to the city.



There is a need for **clear policies and standards** for new open spaces, particularly for developers.



There are opportunities for **placemaking and art** in parks and along the Greenway.



There is a need for **additional maintenance and renovation funds.**



There is a desire to prioritize **quality over quantity** when making decisions about new park facilities and maintenance.



## SURVEY SUMMARY

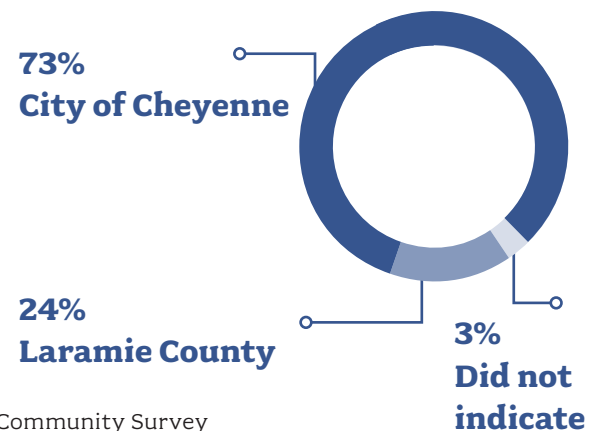
The Master Plan survey is the primary tool for engaging the broadness of the community in understanding their needs and desires for parks and recreation. The survey was advertised through all of the City and partner's channels to invite participation between April 8 and May 14, 2024.

The survey response rate exceeded goals for statistical relevance with 710 completed surveys, resulting in a margin of error of 4%. Demographic question responses show representation is similar to the city's makeup of age, income, race/ethnicity, length of tenure, and included appropriate representation from park users that live outside the City of Cheyenne. Participants also included those who indicated they rarely or never visit Cheyenne's parks or recreation facilities. While typical to a survey, only 3% of respondents indicated they are below the age of 24. However, 239 respondents indicated they have youth under the age of 19 living in their household.

## WHO WE HEARD FROM

- » **710 total Survey Respondents**
- » **73%** of respondents indicated they live in the City of Cheyenne.
- » **59%** of respondents indicated they are between the age of 30 and 54.

### Respondents were from...



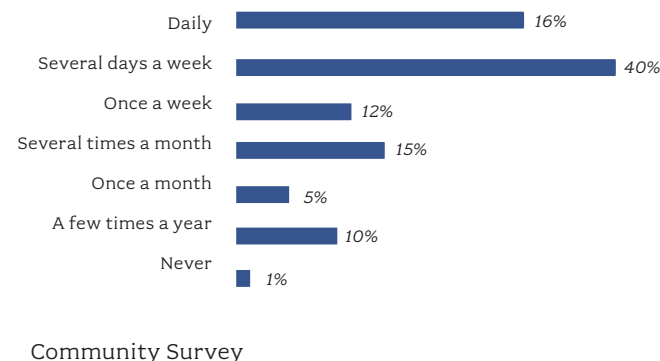
## VISION FOR THE FUTURE

- » Provide places and programs for people to maintain and improve their health and fitness
- » Provide places for all to play
- » Protect natural environments
- » Build additional indoor recreation/community facilities

## NEED MORE OF...

- » Indoor recreation spaces
- » Outdoor education and nature exploration programming
- » Diverse programming for teens, people with low household income, and people with special needs
- » Outdoor swimming/spray water play and restroom facilities

### How often do you visit Cheyenne's parks or recreation facilities?

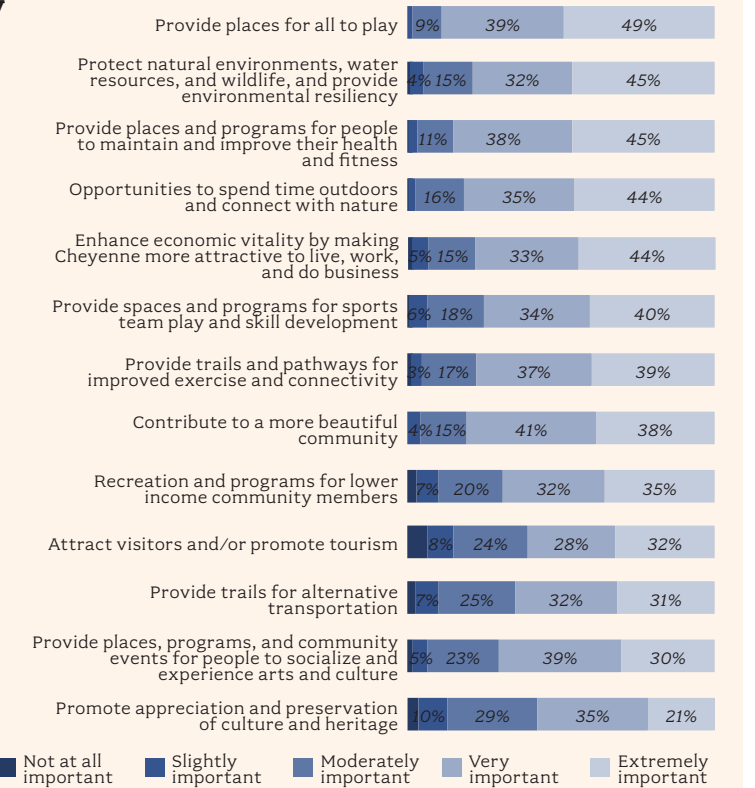


## WHAT WE HEARD

### Top 5 responses for very and extremely important purposes.

- » **88%** of respondents indicated places for all to play
- » **83%** of respondents indicated health and fitness
- » **79%** of respondents indicated spend time outdoors and connect with nature
- » **77%** of respondents indicated enhancing economic vitality
- » **77%** of respondents indicated protecting natural environments

### Please rate how important you think each of these purposes is for Cheyenne.



Community Survey

## MAINTENANCE

- » **61%** of respondents indicated the overall park daily maintenance is good or excellent.
- » **42%** of respondents indicated that community centers and indoor recreation have a poor or average condition.

## FUNDING

- » **82%** of respondents indicated they would be extremely willing or somewhat likely to support additional funding and spending for parks and recreation improvements in the future.

## VISITATION FREQUENCY

- » **68%** of respondents visit Cheyenne's park and recreation facilities at least once a week.

## BARRIERS

- » **60%** of respondents identified seasonal weather constraints as the most common reason preventing the use of parks and recreation facilities.
- » **22%** of respondents selected that facilities are often booked or overcrowded.



# COMMUNITY WORKSHOP



## COMMUNITY WORKSHOP SUMMARY

A community workshop took place in Cheyenne on June 3, 2024. Forty-one local and nearby residents attended and participated in the workshop. Engagement activities included:

### MAPPING OPPORTUNITY AREAS WITH STICKERS

The community workshop conducted a mapping exercise where participants were asked to provide their input and ideas. Figure 11 is a map composite of all collected input, which informs the final vision plan. Below is some of the feedback from the mapping exercise:

- » Improving access to parks for ADA accessibility.
- » Restrooms at Lions Park, Dry Creek Parkway, Lions Park, Brimmer Park, Mylar Park, Holliday Park and Western Hills Park.
- » Bike ramp tracks, skills trails, and dirt jumps at North Cheyenne Community Park.
- » More natural elements, tree planting, and open space in parks.
- » Recreation center to serve the south and west sides of Cheyenne.
- » Safety and maintenance concerns at Holliday Park, Dutcher Field, and MLK Jr. Park.
- » Amenities like disc golf, volleyball, and skateboarding.
- » Swings, rubber mats, and wood chips in parks.

### LIVE POLLING

Participants shared views on Cheyenne’s recreational offerings responding to multiple choice questions. They were asked about their desired recreational activities, concerns about the parks and recreation system, and suggestions for future investments. These responses provided a deeper look into community member preferences building off the community survey responses.

## WORKSHOP FEEDBACK

- » Increase amenities in parks, like seating, restrooms, shaded play areas, and play equipment.
- » Additional outdoor activities such as walking paths, sports courts, skateboarding, bike tracks, and disc golf.
- » Desire for a dedicated recreation center, an indoor track, soccer, and baseball/softball facilities.
- » Expressed that the greenway is a top asset. Desire to expand biking/walking areas, add pet stations, and connect High Plains Arboretum and Belvoir Ranch.

## LIVE POLLING

- » Most respondents indicated an indoor running/biking track is needed, followed by a gymnasium with multiple sports courts

### Focus on parks and recreation in the next 10 years...

- » **21%** of respondents indicated they would like to add an indoor recreation/community center
- » **18%** of respondents selected they would like to enhance the environment and protect nature



Community Workshop

## INTERACTIVE WORKSHOP EXERCISES

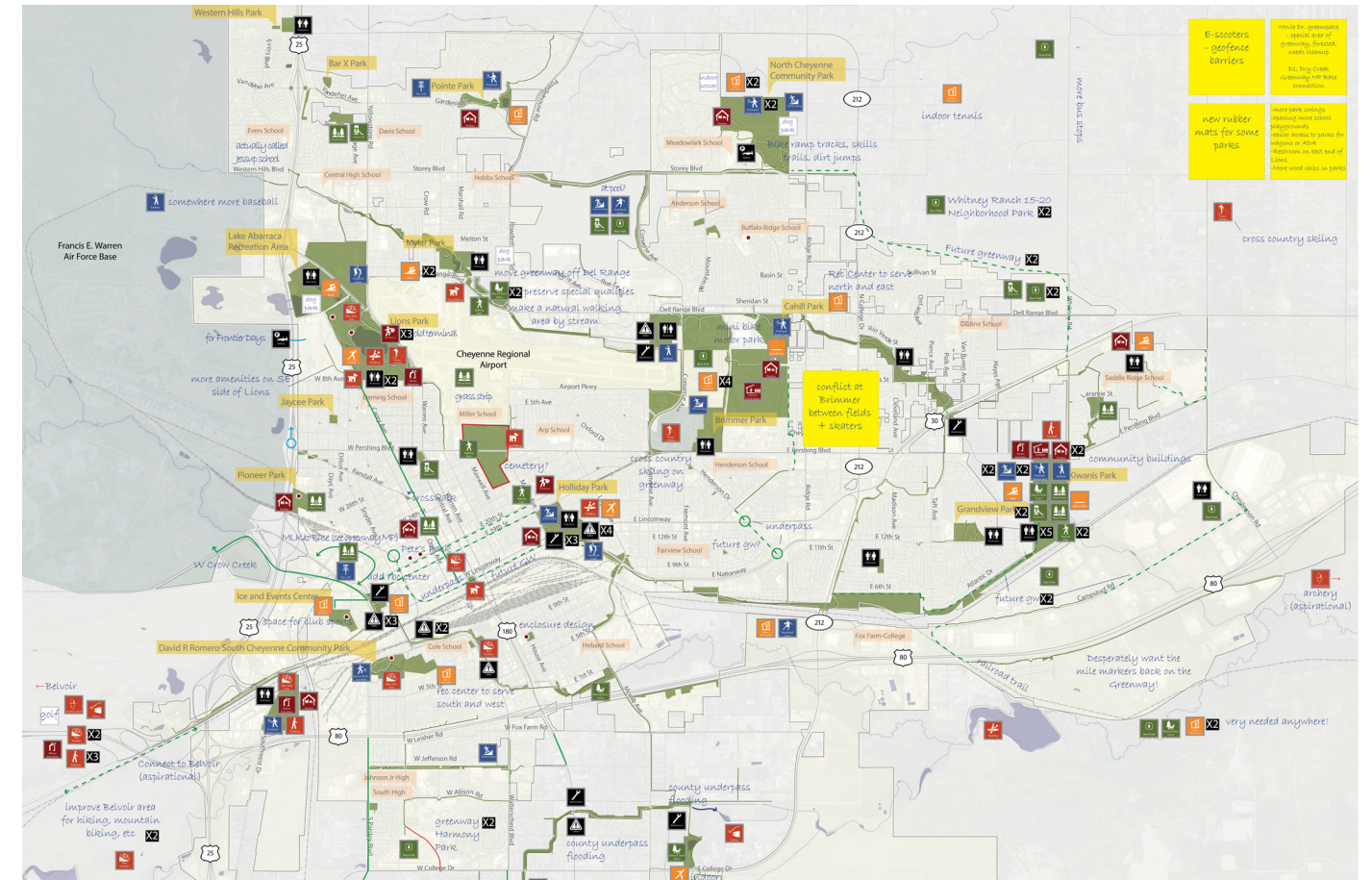


Figure 11: Mapping Exercise Summary

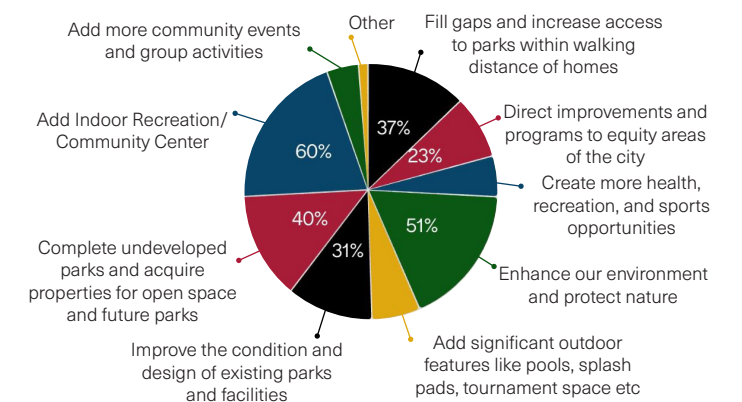
### POP-UP EVENT

At the Super Day event, the City of Cheyenne engaged with participants by distributing informative flyers and organizing an interactive sticker map exercise. This interactive activity encouraged participants to mark their favorite spots and provide feedback on what amenities they would like to see in Cheyenne’s Park System and where.

### CITY DEPARTMENT DISCUSSIONS AND STEERING COMMITTEE MEETINGS

The City of Cheyenne and the Design Workshop team collaborated with the Steering Committee and City Council throughout the plan creation. This collaboration provided a platform to share insights, address community needs, and align priorities among various stakeholders.

### Top three priorities to focus on in parks and recreation in the next 10 years?



Live Polling Results

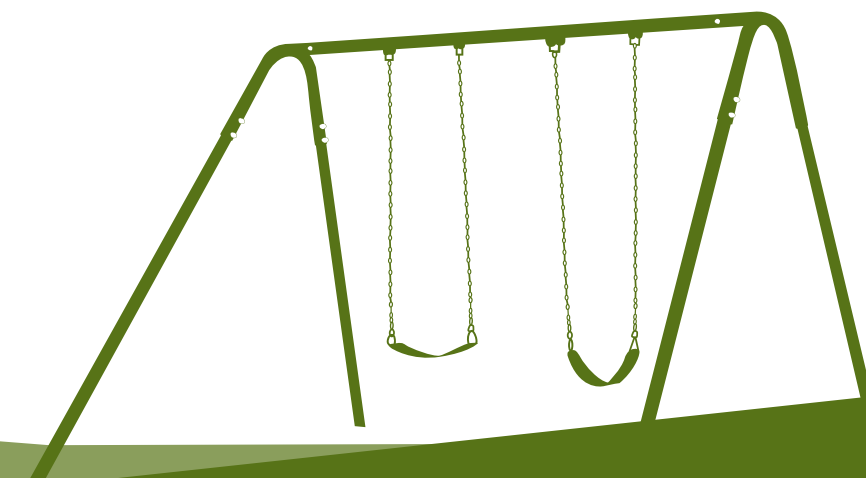




# 3

## **PARK SYSTEM EVALUATION**

- » Community Profile
- » Recreation Trends
- » Level of Service Assessment
- » Walkshed Analysis
- » Park Operations Assessment
- » Community Facility Fees and Contributions
- » Facilities Assessment
- » Recreation Programs and Services Assessment
- » Equity Priority Mapping





# COMMUNITY PROFILE

## POPULATION & GROWTH PROJECTIONS

The City of Cheyenne and the surrounding service area, defined by the Cheyenne Metropolitan Planning Organization (MPO) Boundary, are home to about 90,045 people (Table 7). This makes up 88% of the Laramie County population. The 2023 population within the Cheyenne City Limits is 66,208. The city experienced relatively high growth from 2010 to 2020, but it's expected to slow down over the next five years, with a growth rate of about 0.28% per year according to Esri demographics data.

Most of the population density is centered within the Cheyenne city limits, with the highest density east of downtown and south of Cheyenne Regional Airport, primarily due to higher-density housing in the downtown area.

Many people in Cheyenne own their own homes, with 64.3% owner-occupied, 29.5% rented, and 6.2% vacant. The number of people owning homes has increased from 2010 to 2023 and is expected to grow slightly by 2028 (56.4%). In line with the expected growth rate, the projected annual increase in the number of households (0.64%) is expected to rise by less than one percent, similar to the state trends.

The average household size in the Cheyenne service area in 2023 is 2.33 individuals. Most of the population consists of adults, with a median age of 38.7. The age groups 25-44 and 55-54 make up the largest percentage of the population, accounting for almost 40% (Figure 12). There is a relatively low number of residents under 15 and over 75. With nearly a quarter of the population aged over 55, the demographic of older residents is expected to increase in the near future.

**Table 7:** Population Trends, 2010-2028

	Total Population (2010)	Total Population (2023)	Population Density 2023 (per Sq Mi)
Cheyenne Service Area	81,489	90,405	425.1
Laramie County	91,738	102,453	38.1
Wyoming	563,626	578,766	6.0

Source: Esri Business Analyst

## COMMUNITY HEALTH

According to the Wyoming Department of Health's 2017-2021 County Data, 65.7% of the adult population in Laramie County is considered overweight or obese. Approximately 23.4% of adults reported that they do not engage in any physical activities or exercises, such as running, calisthenics, golf, gardening, or walking for exercise outside of their regular jobs. A large portion of the population (78.9%) reported not leading a healthy lifestyle, which includes adults who smoke, do not engage in leisure activities, or are not at a healthy weight.

### COMMUNITY AT A GLANCE

78.9%

Not Living a Healthy Lifestyle (Laramie County 2017-2021)

Laramie County adults reporting smoking, no leisure time activity, or not being at a healthy weight.

Source: Wyoming Department of Health 2017-2021 County Data

### COMMUNITY AT A GLANCE

Source: Esri Business Analyst 2023

2.33

Median Household Size

64.3%

Homeownership

54.4

Diversity Index

2%

Unemployment Rate

38.7

Median Age

## HOUSEHOLD INCOME & WORKFORCE TRENDS

The median household income in the Cheyenne service area is \$59,994, which is lower than the average for the county (\$61,858) and the state (\$65,783). Over the next five years, household incomes are expected to go up, reaching around \$65,745 by 2028. Based on the income distribution, 72% of people in the area make less than \$100,000, and 28% make less than \$35,000 (Table 8).

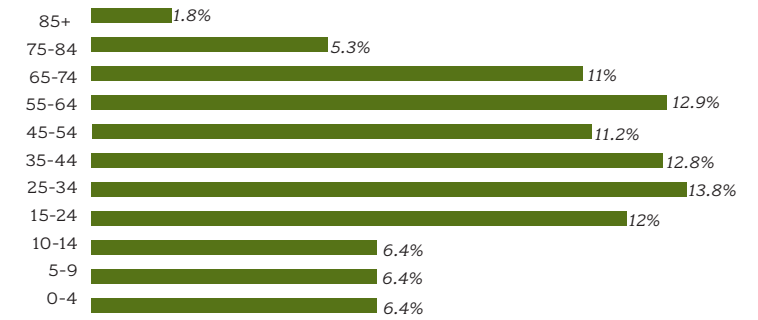
In the Cheyenne service area, most residents over 25 have obtained at least a high school education, with 31.4% holding a Bachelor's or Graduate/Professional degree, which is slightly higher than the state average.

The Cheyenne Service Area has a low unemployment rate of 2.0%, which aligns with the state of Wyoming's rate of 2.7%. Almost half of the population, specifically 43.2%, is employed in the service industry. Additionally, significant numbers work in retail trade (16.1%), public administration (12.4%), transportation/utilities (8.2%), and construction (7.2%). F.E. Warren Air Force Base and the State Capitol also serve as economic drivers, contributing to Cheyenne's workforce trends.

## RACIAL DISTRIBUTION & DIVERSITY INDEX

The majority of people in the Cheyenne area in 2023 are white, making up 78.7% of the population. Seventeen percent (17%) of residents identify as Hispanic origin, followed by Black or African American (2.6%), Asian (1.4%), American Indian/Alaskan Native (1.2%), and Native Hawaiian/Other Pacific Islander below 1%. Other residents identify as belonging to multiple races or ethnicities (11.1%) or identify as other racial or ethnic groups (4.9%).

The Esri Diversity Index measures race and ethnicity diversity on a scale from 0 to 100, with 100 indicating complete diversity. The Cheyenne service area's Diversity Index for 2023 is 54.4, higher than the state's 41.8. Projections show Cheyenne reaching 55.9 diversity by 2028.



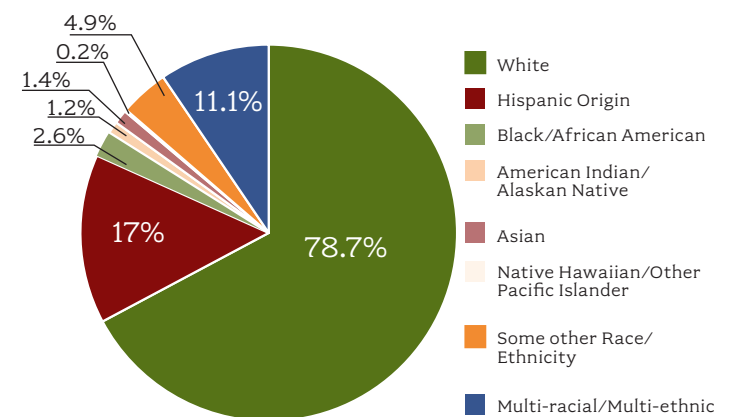
**Figure 12:** Age Distribution in Cheyenne MPO, 2023

Source: Esri Business Analyst

**Table 8:** Income Distribution, 2023

	Cheyenne Service Area	Wyoming
Less than \$15,000	8.9%	9.60%
\$15,000 - \$24,999	8.8%	7.90%
\$25,000 - \$34,999	10.3%	8.70%
\$35,000 - \$49,999	13.1%	10.80%
\$50,000 - \$74,999	17.8%	18.20%
\$75,000 - \$99,999	13.1%	14.70%
\$100,000 - \$149,999	18.4%	16.50%
\$150,000 - \$199,999	5.9%	7.40%
\$200,000 or greater	3.6%	6.20%
Average Household Income	\$81,183	\$90,928

Source: Esri Business Analyst



**Figure 13:** Racial Distribution, 2023

Source: Esri Business Analyst



# RECREATION TRENDS

Data sources for national, state, and local recreation trends provide insight into larger trends. Appendix A provides additional recreation trends data that informs this outlook.

## RECREATION ACTIVITIES

Table 9 compares outdoor activity trends from Business Analyst’s Sports and Leisure Market Potential with the likelihood of adult residents in Cheyenne participating in these activities compared to the national average. The report’s Market Potential Index (MPI) reflects the likelihood of adults participating in activities, using a national average of 100. When a community’s participation number falls below the national average, it often indicates a lack of available facilities or programs or an inability to afford these services. A higher MPI suggests greater opportunities to provide those programs, activities, and facilities.

The activities are defined by four categories: General Sports, Fitness, Outdoor Activity and Money Spent on Recreation.

- » General Sports with the most adult participation are golf, basketball, and tennis.
- » Fitness activities with the most adult participants are walking for exercise, weightlifting, and jogging/running.
- » Outdoor activities with the most adult participants are barbecuing, hiking, and swimming.

## ACTIVITY KEY FINDINGS

- » The activities with significantly higher percentage participation than the U.S. population are golf, canoeing/kayaking, bicycling (mountain), backpacking, yoga, swimming, fishing and frisbee.
- » None of the participation in activities is radically lower than the U.S. averages, with only soccer (87 MPI), horseback riding (87 MPI), and softball (86 MPI) below 95% MPI.
- » 10.6% of residents of Cheyenne spend \$250+ on sports and recreational equipment annually, with a market potential index of 103 (higher than the U.S. average).
- » Cheyenne residents spend the most on membership fees for social/recreational/health clubs (\$210.08), followed by fees for recreational lessons (\$105.05) for outdoor recreation.



## RECREATION ON A REGIONAL SCALE

Wyoming is home to popular outdoor destinations like Yellowstone National Park, Grand Teton National Park, Medicine Bow National Forest, and Jackson Hole. It offers diverse landscapes, including forests, prairies, deserts, mountains, rivers, and hot springs, making it a key outdoor recreation hub.

Based on the 2024-2028 Statewide Comprehensive Outdoor Recreation Plan (SCORP) online community survey, 75% reported increased outdoor recreation demand in Wyoming over the past 5 years, with 64% noting increased demand from their organization.

In local communities, hiking and walking were popular activities, while water sports like rafting, swimming, paddling, canoeing, and boating were favored by visitors and travelers. Hiking, backpacking, and trail running were also prevalent, aligning with local trends.

The preferences of full-time residents prioritize accessibility, bike trails, and water sports. Visitors showed a slightly greater preference for RV camping sites, although all groups showed strong overall interest.



**Table 9:** Top activities by number of participants in Cheyenne, 2024

PRODUCT/CONSUMER BEHAVIOR	EXPECTED NUMBER OF ADULTS	PERCENT OF POPULATION	MARKET POTENTIAL INDEX (MPI)
Walking for Exercise	18,026	35%	103
Barbecuing	16,945	32.9%	103
Hiking	10,036	19.5%	103
Swimming	8,151	15.8%	105
Overnight Camping	7,235	14%	104
Weightlifting	7,192	14%	99
Bicycling (Road)	6,132	11.9%	99
Jogging/Running	6,000	11.6%	106
Yoga	5,958	11.6%	106
Fishing (fresh water)	5,710	11.1%	105

Source: Business Analyst, Sports and Leisure Market Potential, Esri Forecast 2024



# LEVEL OF SERVICE ASSESSMENT

Level of Service (LOS) standards for parks and recreation measure the ability to meet the current population's needs and plan for future population growth. One way to determine if more park space is needed is to analyze the number of acres of parkland per 1,000 residents. This LOS offers a land requirement guideline for parks, recreation areas, and facilities. The purpose of measuring LOS acreage per population is to monitor a community's availability of developable and publicly accessible parkland and consider the implications of population growth on its capacity.

633 acres of Cheyenne's parks are identified as developed for recreation purposes. This includes five Community parks, 11 Neighborhood parks, seven Mini parks, and 8 Sports Complexes. This equates to 6.9 acres of developed parks per 1,000 people. Over the next five years the City will need to add nine acres of developed parkland to provide the same level of service per population (projected to grow by over 1,000 people in five years). The City has nearly 43 acres of undeveloped park properties, some of which are appropriate to improve for public recreation and in locations in need of parks.

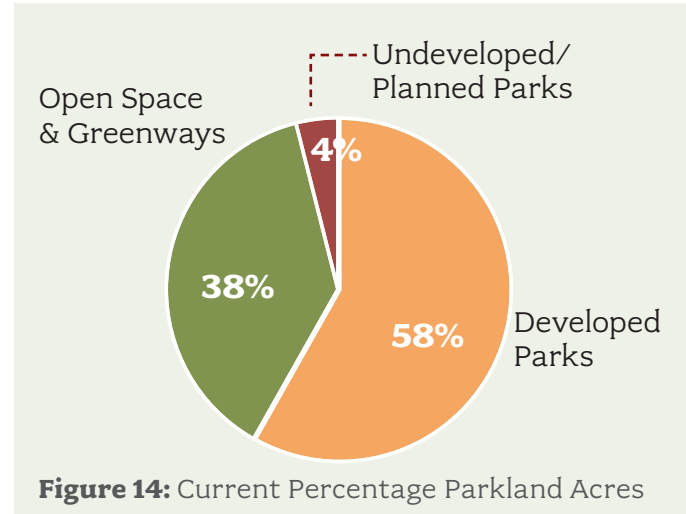
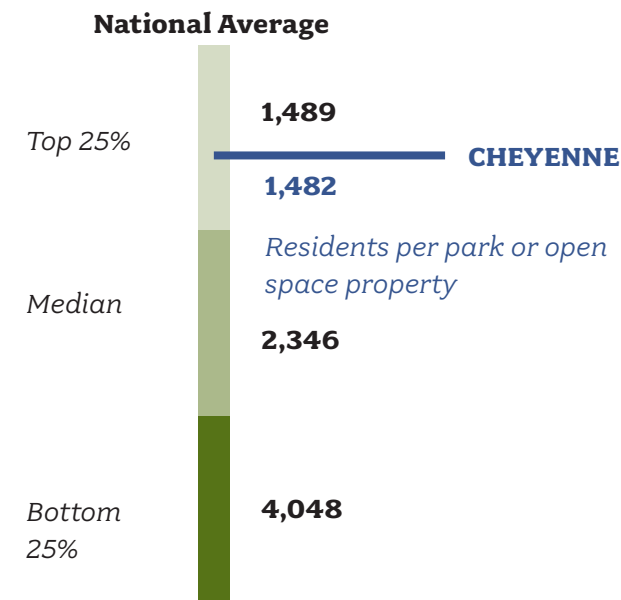


Table 10: Park Acres Level of Service, 2023

PARK SYSTEM TOTALS					
Park Category	Acres	Number of Properties	Acres per 1000 people 2023 Service level (Population 90,045)	Acres per 1000 people 2028 Service level (Population 91,675)	Acres needed to meet current level of service standards in 2028
Community	355.69	5	3.9	3.88	5
Neighborhood	99.52	11	1.1	1.09	1
Mini	8.48	7	0.09	0.09	0
Sports Complex	168.98	8	1.87	1.84	2
<b>Total Developed Parks</b>	<b>633</b>	<b>31</b>	<b>7.00</b>	<b>6.90</b>	<b>9</b>
Open Space	266.40	6	2.95	2.91	4
Greenway Corridor	145.46	21	1.61	1.59	2
<b>Total Natural Lands</b>	<b>412</b>	<b>27</b>	<b>4.56</b>	<b>4.49</b>	<b>6</b>
<b>Total</b>	<b>1,045</b>	<b>58</b>	<b>11.56</b>	<b>11.39</b>	<b>15</b>
Undeveloped/Planned	42.88	3	0.47	0.47	1

**61 PROPERTIES**  
**Parks and Open spaces**  
 (includes greenways, open space and undeveloped properties)

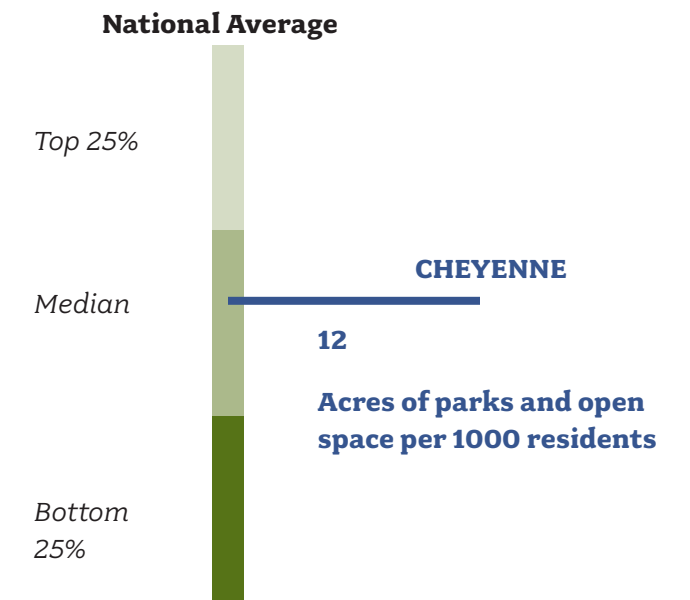
**Cheyenne has more parks per resident than the National Average.**



The above figures compare Cheyenne's park acres and number of properties to national averages for cities with similar sized populations. This finds that Cheyenne is slightly above or near the median of park and open space provision by other similar sized cities.

**1,087 ACRES**  
**Parks and Open spaces**

**Cheyenne is slightly more park and open space acres per 1,000 residents than the median of similar size communities**



\* National Recreation and Park Association 2024 Agency Performance Report for Agencies with Populations between 50,000 to 99,999 residents. Parkland includes maintained parks and accessible open space.

## KEY FINDINGS

- » Total park and open space acres per 1,000 population (2023) = 12 acres
- » Total developed park acres per 1,000 population (2023) = 6.9 acres.
- » 9 additional acres of developed parkland needed by 2028 to meet current LOS.

» Cheyenne's number of park and open space properties and acreage per population is similar to the national average. However, much of Cheyenne's acreage is unimproved open space and Cheyenne should focus on the overall quality and diversity of recreation offerings and ecological value of lands to compete with peer cities.



# WALKSHED ANALYSIS

## WALKSHED OVERVIEW

A walkshed analysis helps evaluate the accessibility of the current park system and measures the walking distance between residential addresses and publicly accessible park and recreation properties. This type of analysis determines the time it takes to walk from home to a park or trail using sidewalks or paths to reveal residences that are and are not within a half-mile walking distance.

In the Cheyenne Parks and Recreation Master Plan survey, most respondents indicated they would walk or bike to a park, playground, greenway/trail, or recreation facility. 67% of respondents indicated they are willing to walk one mile or less to a recreation facility.

## PARK WALKSHED PARAMETERS

The Park Walkshed Map (Figure 15) highlights the accessibility of publicly accessible parks within a half-mile (10-minute) walking distance of the City of Cheyenne. Park categories within the walkshed analysis include community parks, neighborhood parks, small parks, sports complexes, and open spaces. Categories not considered in the analysis are cemeteries, golf courses, storm detention areas, visual resources, undeveloped land, and greenway corridors. These properties are not included because they would need to offer recreational opportunities or public access. The walkshed analysis also considers access barriers like highways, roads, railroads, and waterways.

## PARK WALKSHED FINDINGS

The analysis indicates that 83% of the population can access a park within a 10-minute or half-mile walking distance. However, nearly all of southern Cheyenne, south of Interstate 80, is not within a half-mile distance and has the largest service area gap within the city. The next largest gap includes several neighborhoods to the east, specifically to the east of 212. Other gaps include neighborhoods to the north, areas just west of Interstate 25, central Cheyenne just south of the airport, and parts of the historic district.

## KEY FINDINGS

» **35%** are willing to walk or bike a half-mile or less.

Community Survey

» **83%** of Cheyenne households are within a 10-minute walk from a publicly accessible park.



Lions Park

## 10 MINUTE WALKING DISTANCE TO A PARK

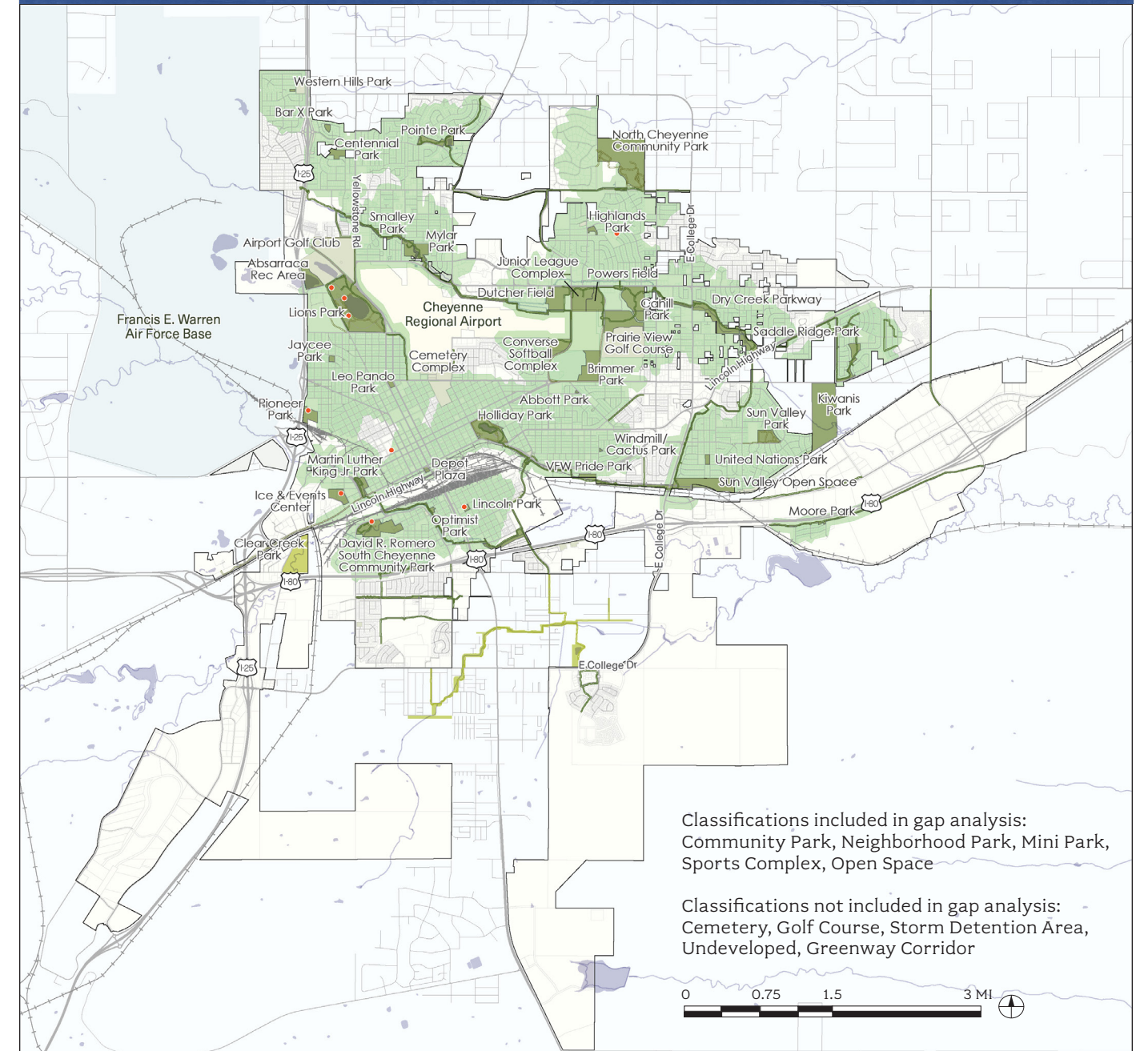


Figure 15: Park Walkshed Map

- Half-Mile (10-Minute) Walking Distance to a Park
- Cheyenne Parks
- Greenway and Trails
- Event Center/Indoor Recreation Center
- County Park and Greenway
- Federal Lands
- Lake, Pond, River, Stream
- Cheyenne City Limits



# TRAIL WALKSHED

## TRAIL WALKSHED PARAMETERS

A walkshed analysis for Cheyenne's greenway and trail system measures the half-mile walking distances to each trail through trail access points, existing transportation, and pedestrian networks. The result of the trail accessibility analysis helps provide an understanding of areas well served by Cheyenne's trail system. The Greater Cheyenne Greenway, city-owned trails, and trailheads are included in the walkshed. The walkshed analysis also considers access barriers such as highways, roads, railroads, and waterways.

## TRAIL WALKSHED FINDINGS

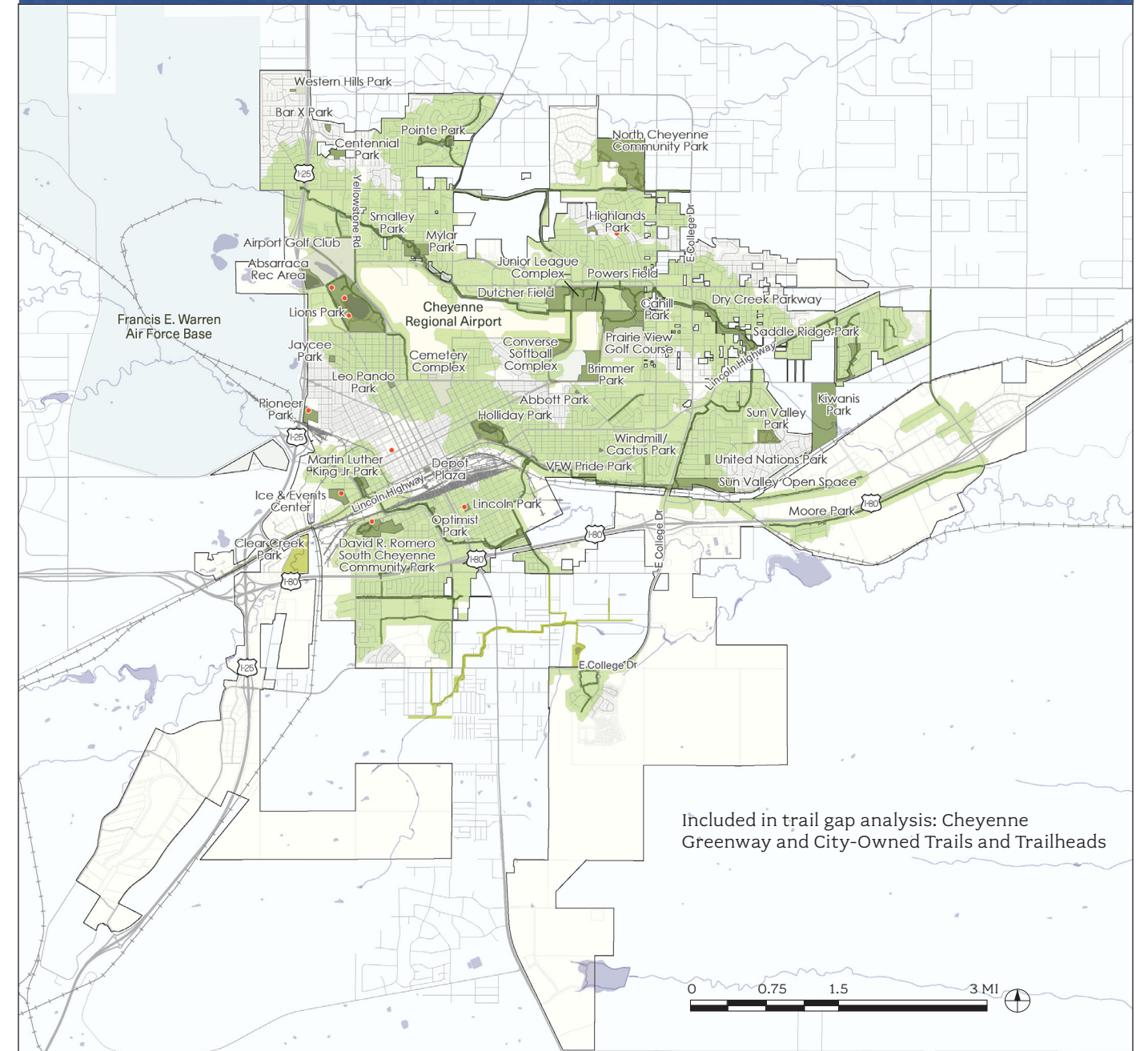
The Greenway and Trails Walkshed Map (Figure 16) shows that most Cheyenne residents are within a half-mile of a greenway or trail access. Areas not within half a mile from a greenway or trail include northwestern areas in Cheyenne, south of the airport, east of Interstate 25, and several neighborhoods to the east. These gaps align with the park walkshed map. However, the accessibility of the trail and park systems varies significantly between the communities in the southern region. Note, the trail segment for the Greenway at Wilderness and Dixon in Saddle Ridge was not included in the original walkshed mapping, but it has since been completed.

## KEY FINDING

- » **77%** of Cheyenne residents are within a 10-minute walk from a greenway or trail
- » **58 miles** of greenways and shared-use trails



## 10 MINUTE WALKING DISTANCE TO A GREENWAY OR TRAIL



**Figure 16:** Trail Walkshed Map

### LEGEND

- Half-Mile (10-Minute) Walking Distance to a Greenway or Trail
- Cheyenne Parks
- County Park and Greenway
- Greenway and Trails
- Event Center/Indoor Recreation Center
- Federal Lands
- Lake, Pond, River, Stream
- Cheyenne City Limits



# PARK OPERATIONS ASSESSMENT

## PARKS MAINTENANCE

The Parks Division is responsible for the upkeep and maintenance of a variety of spaces, including parks, athletic facilities, open spaces, detention areas, roadway enhancements, greenways, special-use path corridors, and visual green spaces. The following assessment of the Division identifies key challenges, staffing gaps and responsibility considerations.

## ORGANIZATIONAL STRUCTURE & STAFFING

The Division has a manager, supervisor, foremen, and technicians. 30-35 seasonal employees supplement full-time staff. Seasonal staff joins in May and continues through August. A bulk of these are high school and college students. The Park Division staff provides day-to-day maintenance tasks, primarily mowing and picking up litter. The staff has increased in the past three years. With the addition and expansion of the trail system, additional staff will be required.

## STAFFING LEVEL STANDARDS

Staffing in parks is complex due to the variety, approach, and expectations. As a result, a range of staffing levels has been developed as a general guide. Table 11 outlines full-time equivalent staffing levels for low and high scenarios across different park categories, sports complexes, and trails. The staffing levels vary based on the type of park, facility, and trail and their specific maintenance needs.

Overall staffing ranges from 76.1 (low level)



David R Romero Park

## AREAS OF OPERATIONS

- » Parks (non-athletic fields)
- » Athletics
- » Irrigation
- » Greenway

to 120.3 (high level), including parks, sports complexes, and trails.

Community parks and open spaces require the highest staffing allocation. Staffing for sports complexes depends on the number of fields rather than the total acreage, leading to different staffing calculations. In contrast, trail staffing is significantly lower compared to parks due to reduced maintenance requirements.

Table 11: Staffing Level Standards, 2024

PARKS	ACRES	STAFFING LOW LEVEL	STAFFING HIGH LEVEL	
Community	355.7	29.6	44.5	
Neighborhood	99.5	8.3	12.4	
Mini	8.5	0.7	1.1	
Open Space	266.4	14.8	22.2	
Greenway Corridor	145.5	8.1	12.1	
Undeveloped	33.0	1.8	2.7	
<b>Total</b>	<b>908.5</b>	<b>63.4</b>	<b>95.0</b>	
TRAILS	MILES	STAFFING LOW LEVEL	STAFFING HIGH LEVEL	
Greenway	46.9	2.3	4.7	
Shared Use Trail	11.5	0.6	1.2	
<b>Total</b>	<b>58.4</b>	<b>2.9</b>	<b>5.8</b>	
Sports Complex	# Of Fields	Acres	Staffing Low Level	Staffing High Level
Sports Complex	39	169.0	9.8	19.5

## RESPONSIBILITIES ASSESSMENT

- » The Golf Division has two mechanics who maintain small motor equipment and assist other city departments. They service equipment for all CRE Divisions, including Parks, Forestry, Cemetery, Weed & Pest, and Botanic.
- » The Parks Division currently manages pavement maintenance and parking lot striping. Transferring these responsibilities to the Public Works department would align them with similar operational tasks and improve management efficiency.
- » The Parks Division is responsible for clearing snow from all parking lots and facilities in parks, while Public Works manages the street plowing.
- » Park Division does monthly inspections of playgrounds through ParkZapp but does not have a Certified Playground Safety Inspector (CPSI) on staff.
- » Maintenance staff is scheduled Monday-Friday with rotational on-call staff. A team is scheduled over the weekend.
- » Park maintenance is an organized function, not planned around geographical locations of the park. Tasks are assigned each day.
- » Most park maintenance functions are conducted by park staff rather than being contracted out.
- » The majority of the irrigation systems are centralized, allowing for efficient watering. The Parks Department does not pay for water.

## CHALLENGES

- » "One size fits for all" approach for maintenance and operations for all parks or facilities
- » Varying safety surfaces under each play structures leading to inconsistency
- » Parks are mowed from curb-to-curb, with no dedicated space for native grasses and wildflowers
- » Inconsistency with types and brands of equipment used across all the parks
- » Current CIP budget inadequate for repair of ageing facilities
- » Lack of formal athletic field maintenance practices
- » Inadequate funding and staff to manage and maintain open spaces
- » Addition of trails and responsibilities to the department without provision of additional support
- » The Parks Division maintains infrastructure and facilities that should be under the scope of Public Works



Lions Park



# COMMUNITY FACILITY FEES AND CONTRIBUTIONS

## CURRENT FUNDING SYSTEM

Funding the operation, development and maintenance of parks and recreation facilities and services remains a challenge for many cities across the country. In the last 10 years there has been less reliance on the general fund of most cities as the primary funding source. Cheyenne relies on the following sources to fund current parks and recreation services and capital projects.

- » **General Fund** (Taxes, Charges for Services and Misc.-Cemetery & Rentals)
- » **Special Revenue Funds**
  - » Weed & Pest (Taxes)
  - » Recreation (Charges for Services)
- » **Capital Project Fund**
  - » Golf Facilities (Charges for Services)
- » **Proprietary Funds**
  - » Civic Center (Charges for Services, Transfers-Taxes)
  - » Ice & Events Center (Charges for Services, Transfers-Taxes)

## NATIONAL FUNDING TRENDS

- » Current level of funding nationally is 62% of operating expenditures being derived from the general fund. (2023 NRPA Agency Performance Review study).
- » An average of 25.2% of operational costs were off set through fees and charges. (2023 NRPA Agency Performance Review study).
- » Establishing dedicated tax funding sources for on-going parks and recreation operations, also for capital projects.
- » Diversify capital funding to utilize local tax dollars, also broader funding through the state and federal government as well as fundraising and grant funding for larger projects.

## SERVICE CATEGORIES

Programs and facilities can be divided into categories based on the primary beneficiary. Typical ones include:

- » **Community/Public:** Services that enhance the health, safety and livability of the community and therefore require minimal obstacles to participation. Includes free play at playgrounds, use of open space, general administrative services, unscheduled outdoor courts and athletic fields. Cost of basic services and facilities shall be primarily funded by the general tax base.
- » **Recreation/Basic/Special:** Services that benefit a broad range of users and are targeted to promote physical and mental well-being. This area includes fitness programs, summer camp, swim lessons, pool admission, instructional classes, and membership-based services. The user shall share in the cost of providing special services to offset tax dollar support.
- » **Individual/Private:** Services targeted to specific individuals or user groups with limited community benefit. Private services and facilities are beyond the scope of traditional parks and recreation services in which only the recipient of the service receives the direct benefit of the service. Private services include trips, facility rentals, athletic field permits, picnic shelter rentals, golf and private instruction.

## COST RECOVERY GOALS

- » **Community Services:** 0% to 25% of all direct costs.
- » **Public/Basic Services:** 25% to 75% of all direct costs.
- » **Special Services:** 75% to 100% of all direct costs and 0% to 50% of identified indirect costs.
- » **Private Services:** 100% minimum of all direct costs.

## COMMON REPORTING STANDARD (CRS) REVENUE

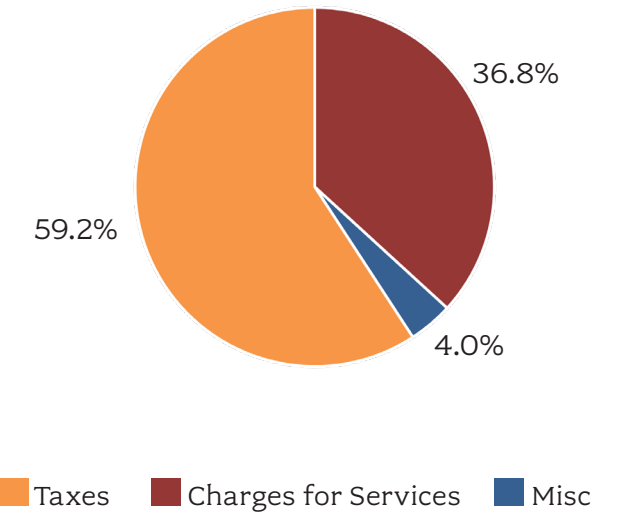


Figure 17: CRS Revenue Chart

## COMMON REPORTING STANDARD(CRS) EXPENSES

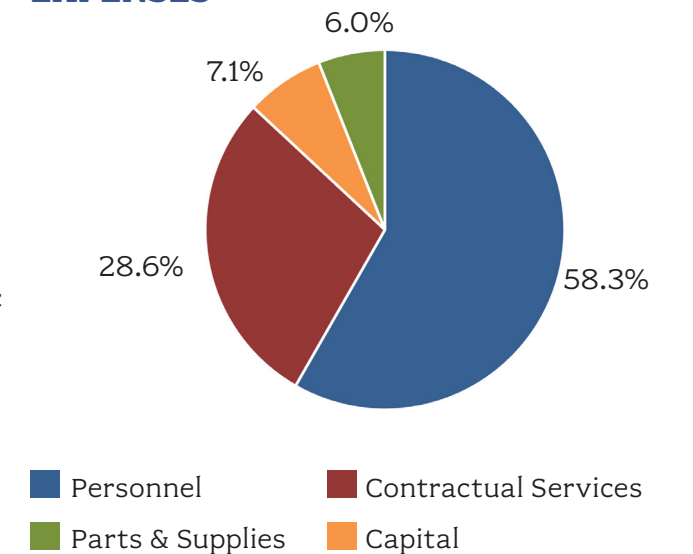


Figure 18: CRS Expense Chart



Jaycee Park



# FEES AND PRICING STRUCTURES

## FEES AND CHARGES

Fees and charges, along with cost recovery performance, should be reviewed on a consistent basis. This is typically done with the budget process, but at a minimum should be done every three years. For most agencies, there are two categories, direct costs and indirect costs. It should be noted that any capital expenses by their definition are indirect costs but should not be listed as such for cost recovery purposes. Below are definitions of costs:

- » **Direct Costs:** Costs associated with the customer's or user's direct experience. These costs typically include supplies, materials, basic equipment that is unique to the program (under \$500), instructors, officials, special insurance, and other expenses that can be directly attributed to the operation of the program or facility.
- » **Indirect Costs:** Departmental expenses, which are not directly incurred by the program or facility but may be charged to it. They include, but are not limited to, administrative staff, printing, standard equipment, utilities, maintenance/custodial, recreation supervisory staff and other costs that are indirectly related to the program or facility.

## DIFFERENTIAL PRICING

The charging of a different price to different groups for the same service, even though there is no directly corresponding difference in the costs of providing the service to each of those groups. Differential pricing is often provided for youth and seniors as there is often support for encouraging their participation. At times military, veteran and family discounts are also provided.

Another consideration is resident and non-residents. Residents are those living in the city limits thus making a significant contribution and support to the Parks and Recreation Department. Non-residents are charged a higher fee to account for the lack of property taxes paid to the City that support the programs and facilities. The amount typically ranges from 10-50% greater than the resident rate.

If there is a non-resident fee, it is usually applied to program registration, facility reservations (ballfields, indoor facilities, pavilions), and recreation center/aquatic center memberships. The biggest challenge with having a difference in the daily fee is that it's typically a small amount (\$1-\$2), and staff taking the money may not consistently charge the increased fee amount or feel comfortable inquiring about residency. Also, these staff may not be trained or equipped to handle the inevitable conflict when someone is unhappy about it.

## PRICING

A program pyramid is a way to categorize programs based on the market for services, potential cost recovery, and demonstrated public benefit. When programs are designated in various categories, the collective program cost recovery can then contribute to the cost recovery of a facility.

The following image is meant to provide a graphical representation of a cost recovery pyramid for Cheyenne. Trends (local, regional, national), program history, and maximizing participation are the basis for the tiers represented in this pyramid.

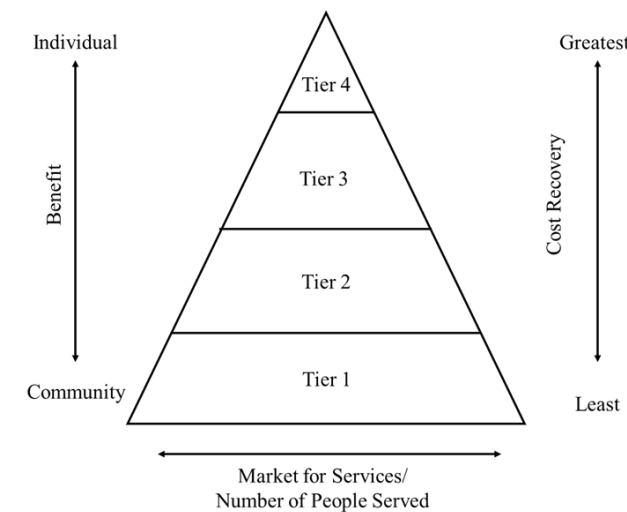


Figure 19: Program-Pricing Pyramid

### MARKET FOR SERVICE

At the base of the pyramid, the market for services is the greatest, i.e., it has the largest appeal to the community. It is important to note this pyramid illustrates the entire city. There are undoubtedly areas of the community where "appeal" varies based on the population.

### BENEFIT LEVEL

A program that has community benefit can also have individual benefit and vice versa. The differentiators as one evaluates the benefit level should include:

- » **Skill level of the instruction:** As the skill level of the instruction increases, so does the individual benefit. For example, drop-in participation classes require the instructor to be a resource rather than teach a specific skill.
- » **Program consumable:** Many community benefit programs primarily use supplies that can be reused rather than consumables. A good example of this is an after-school program. However, as a program focuses more on individual benefits, it often relies more on one-time consumables.
- » **Specialization of facility:** As the specialization of the facility increases so does the individual benefit. Example: drop-in basketball at an outdoor court v. indoor basketball league where officials, scorekeepers, and exclusive access is needed.
- » **Exclusivity of facility usage:** If a program needs exclusive use of space and does not allow other activities to take place in a similar location at the same time, there is significant individual benefit.

## KEY FINDINGS

- » In Cheyenne, three areas that may be the most difficult to implement pricing differentials for those facilities and integrate them into a pricing pyramid are the Botanical Garden, Civic Center and Ice & Events Center. Botanical Gardens may rely more on non-residents than residents.
- » Most likely the organizers hosting events at the Civic Center and Ice & Events are non-residents. Adding a non-resident fee for those facilities may have a negative impact on overall revenue.



David R. Romero Park



# FACILITIES ASSESSMENT

## AQUATICS

The community is served well by the indoor aquatic center, as it has two separate bodies of water. One water body has lap lanes for competitive swimming, a diving well and shallow water teaching area, and is kept at a lower temperature. The other pool is a recreational pool with a zero depth, play structure, lazy river and water slides, and is kept warmer. An inflatable can be used in the lap pool to expand the recreational use. The City should continue to monitor the programs, activities and use of the facilities, and make adjustments accordingly. Johnson Pool in Lincoln Park is currently in a re-design process with full facility replacement anticipated.

The comfort of water bodies to support different users is tricky. Lap swimmers prefer around 80 degrees, recreation users around 84, and then therapy 88+. Public comment indicates some water bodies have been too cold. The City should continue to adjust facilities according to user trends and demands.

## PICKLEBALL

For populations of 50,000 - 99,999, it's about 1 court per 10,000. Sports Fitness Industry Association (SFIA) has produced a benchmark for pickleball. The national average for dedicated courts is:

- » Over 100,000 population - 0.65 per 10,000
- » 10,000-100,000 population - 1.59 per 10,000

The private sector has been pretty aggressive with building facilities for pickleball, with more of a focus on indoor versus outdoor. The addition of the Beast to the system provides good public access to indoor courts.

## DISC GOLF COURSE

Disc Golf courses are a popular amenity. Park districts are able to provide baskets in locations without creating full courses, as demand occurs. Cheyenne has three courses: Dry Creek Parkway, Mylar and Romero. The current provision of disc golf is adequate, especially compared to other communities of Cheyenne's size. A good standard is 1 per 50,000 in population.



Table 12: Sports Facility Amenities

SPORTS COMPLEXES				
	Athletic Fields	Batting Cages	Concessions	Lights
Brimmer Park	3	Yes	Yes	Yes
Converse Softball Complex	4	Yes	Yes	Yes
Dutcher Field	5	No	Yes	Yes
Junior League Complex	9	Yes	Yes	Yes
Pioneer Park	1	No	Yes	Yes
Powers Field	1	No	Yes	Yes
VFW Pride Park	2	No	No	No
OUTDOOR SPORTS FACILITY				
Cahill Soccer Complex	4	No	No	No
North Cheyenne Community Park	5	No	No	No
Coke Gonzales Field	1	No	No	No
Dunbar Field	1			No
Pointe Park	1	No	No	No
Romero Park	1	No	No	No
Sun Valley Park	1	No	No	No
TYPE	NO OF FIELDS	LIGHTED	ARTIFICIAL TURF	
<b>Diamond</b>	<b>27</b>	<b>12</b>	<b>5 Infield</b>	
Adult (300 ft +fence)	5			
Youth	22			
<b>Rectangular</b>	<b>13</b>	<b>0</b>	<b>0</b>	
Adult (150 ft x 240 ft)	5			
Youth	8 (striped for 24)			
<b>Total</b>	<b>39</b>	<b>12</b>	<b>5</b>	

## KEY FINDINGS

- » Compared to similar-sized communities, Cheyenne lacks indoor recreation space.
- » The athletic fields in Cheyenne are adequate, but the lack of lights limits their use during the busy spring and fall seasons for many athletic programs.
- » Athletic complexes are not distributed across the City.
- » Many of the athletic complexes need more adequate parking.
- » The Beast acquisition provides the only indoor recreation center, while the other facilities are more typical community center spaces.
- » Overall, the facilities and athletic fields are maintained in good condition.
- » Investments have been made in the Civic Center, and it needs to continue to maintain its place in providing performing arts.
- » Maintenance and storage should be provided at multiple complexes, with additional maintenance and storage provided at Brimmer, Cahill, Cheyenne Junior Baseball, Converse, Dutcher, and North Cheyenne.
- » Batting cages are expensive to operate with minimal return.
- » A facility plan should be developed to address the aging infrastructure and modern conveniences found in newer facilities.



# RECREATION PROGRAMS AND SERVICES ASSESSMENT

## PROGRAM DELIVERY

Several divisions within the organization offer an array of models for implementing programs designed to benefit the community. Among these are the Programs & Facilities Division, Recreation Division and Aquatics Division. The City of Cheyenne's primary models can be described as follows:

- » **Staff Run:** These programs are organized and led by full-time and part-time staff, and they can occur on a seasonal or annual basis.
- » **Third Party:** These programs may or may not appear in the program brochure but are managed by a third-party contractor. The instructors are compensated on a contract basis, and there is typically a revenue-sharing arrangement between the contractor and the Programs & Facilities Division.
- » **User groups:** These programs, which may or may not appear in the program brochure, are organized by an external group using the facility or field space provided by the Programs & Facilities Division.

### HIGH PROGRAM AREAS

- » Aquatics
- » Self-Directed Sports
- » Youth Programs

### MEDIUM PROGRAM AREAS

- » Cultural Arts
- » Outdoor Recreation
- » Special Events

### LIMITED PROGRAM AREAS

- » Education
- » Fitness
- » General Interest
- » Older Adults
- » Social Services
- » Special needs
- » Teens

## KEY FINDINGS

- » Most of the programming efforts focus on aquatics, sports, and youth.
- » The majority of the programming is provided by part-time staff or affiliated organizations and associations.
- » There has yet to be a formal plan to identify future needs or develop strategies for them, but staff has created an internal strategic plan for existing programs.
- » Program fees vary depending on the program and the instructor's level of involvement.
- » Recreation programs and services are typically planned and delivered at the facility level to meet diverse needs and expectations.
- » Recreation programs lack a comprehensive marketing plan.
- » The Programs & Facilities Division maintains basic performance measures and records for recreation programs.





# EQUITY PRIORITY MAPPING

Cheyenne is committed to ensuring that every resident, regardless of age, gender, or physical ability, has equal access to parks and recreation. This includes not only those within the City but also those in surrounding areas. Cheyenne is dedicated to creating a park system that embraces inclusivity and provides something for everyone, including playgrounds, sports fields, greenway trails, and open space so the whole community feels welcome and valued.

## EQUITY PRIORITY ANALYSIS

Equity Priority Mapping is an analysis that provides insight into addressing equity gaps and can be a key tool in identifying priority areas within Cheyenne. It can also help determine where additional resources are needed, understand the local factors currently driving the cumulative impacts, and develop strategies to address the source of these impacts.

## EQUITY PRIORITY ZONES

The Equity Priority Zones represent areas within the City of Cheyenne with higher concentrations of vulnerable populations and health conditions indicative of environmental inequities. The Equity Priority Zones shown in Figure 20 visually represent these zones.

The Equity Priority Zones map shows the composite of three equally weighted sub-indexes on the following pages. Each sub-index includes factors related to quality-of-life determinants that could inform parks and recreation provision. The equity zones are then categorized using a ranking scale that indicates the priority level.

The highest priority areas for equity are in the southwest and central sections of the city, including the historic district, areas between the I-25 and I-80 corridors, along the railway, and around the Cheyenne Regional Airport to the north and south. Additional areas include neighborhoods to the east, around Highway 212 and the Lincoln Highway.

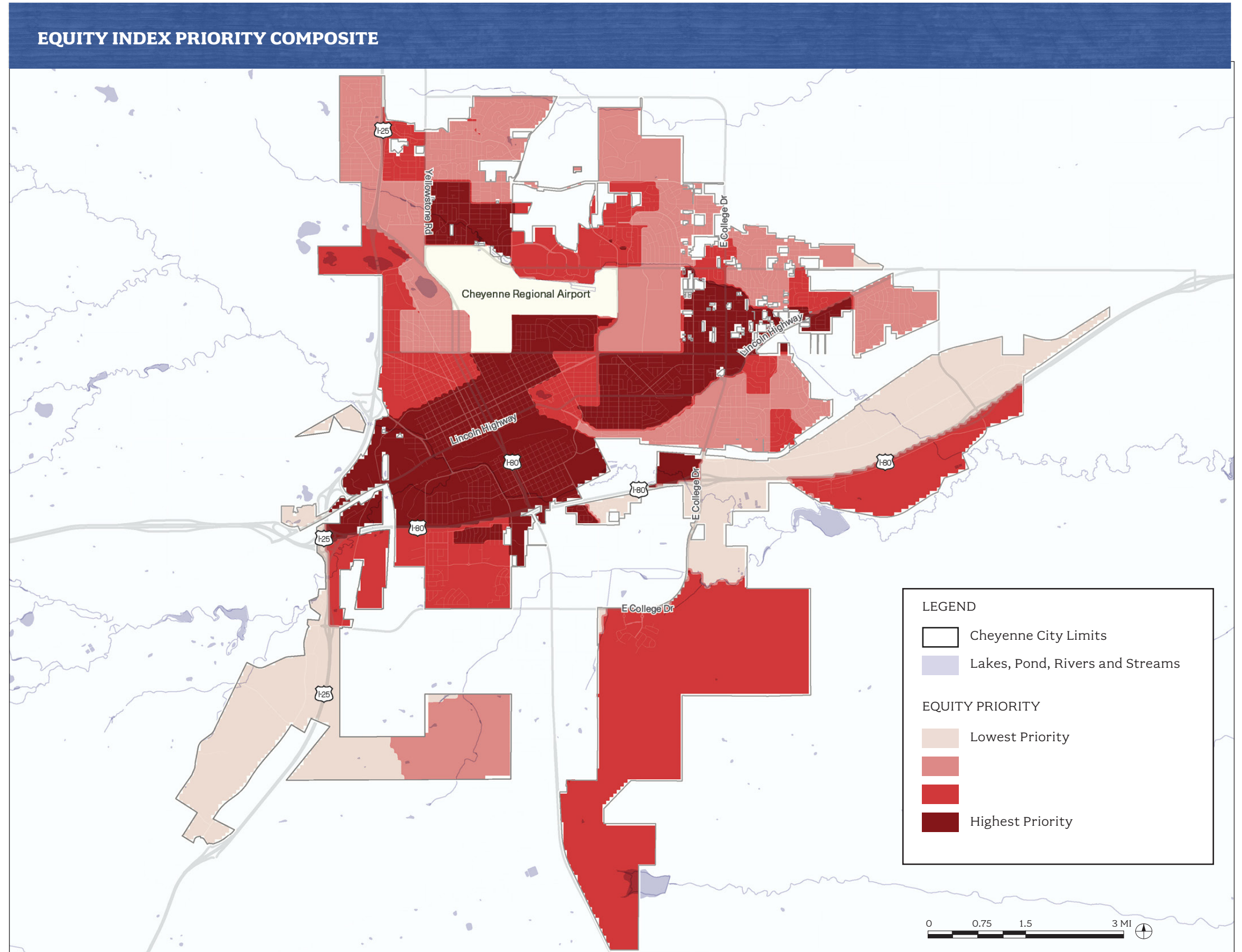
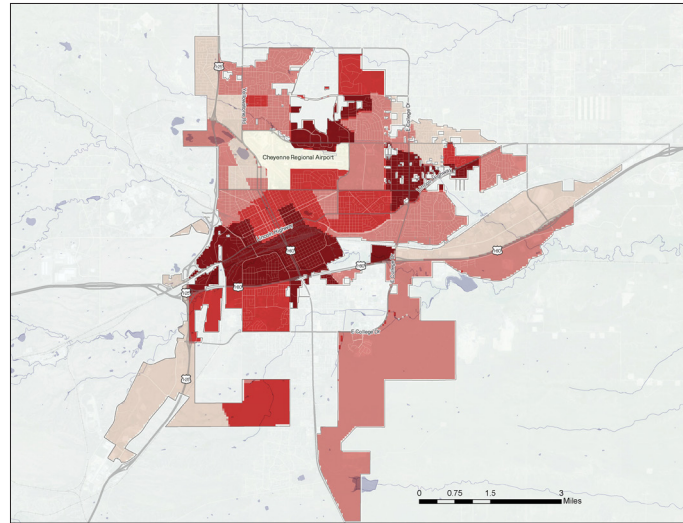


Figure 20: Equity Index Priority Map Composite



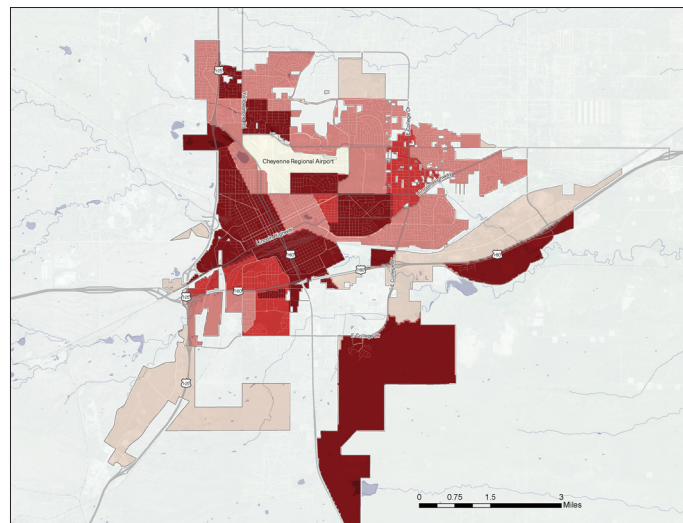
# EQUITY INDICATORS



**Figure 21:** Age, Ability, and Health Indicators Map

## AGE, ABILITY, AND HEALTH INDICATORS INCLUDE: (12 FACTORS)

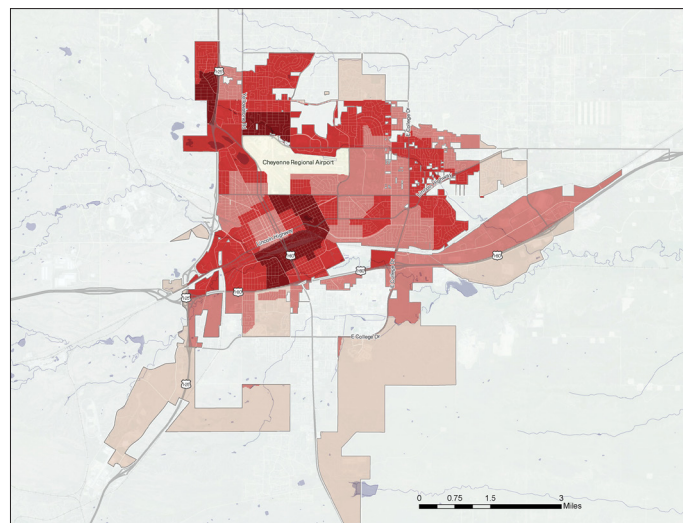
- » Uninsured Population
- » Food Stamps/SNAP
- » Asthma
- » Heart Disease
- » Diabetes
- » Mental Health
- » Physical Health
- » Disability
- » Hypertension
- » Respiratory Disease
- » Senior Population
- » Young Children



**Figure 22:** Demographic, Economic, and Social Indicators Map

## DEMOGRAPHIC, ECONOMIC, AND SOCIAL INDICATORS INCLUDE: (9 FACTORS)

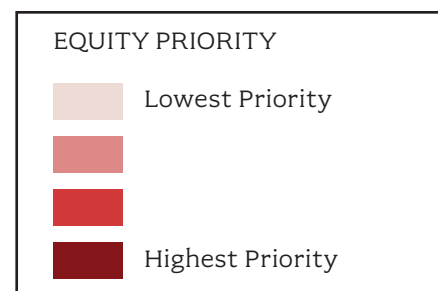
- » Poverty
- » Unemployment
- » Vehicle Access
- » Cost Burden
- » Housing Tenure
- » Racial Minority
- » Housing Condition
- » Population Density
- » Internet Access



**Figure 23:** Natural and Environmental Hazards Indicators Map

## NATURAL AND ENVIRONMENTAL HAZARDS INCLUDE: (3 FACTORS)

- » Tree Canopy Cover
- » Impervious Surfaces
- » Flood Risk



## ABOUT THE METHODOLOGY

The Equity Mapping Methodology considers equity through the lenses of health, socioeconomic, and environmental justice indicators. It incorporates a wide range of demographic, environmental, and community factors relevant to park-related equity.

For this analysis, equity was calculated as a composite of three sub-indexes (weighted equally), each containing several indicators combined to generate a specific sub-index score.

The first sub-index incorporates indicators relating to age, ability, and health (Figure 21). The second sub-index looks at the demographic, economic, and social aspects (Figure 22). The third includes natural and environmental hazards (Figure 23).

Each sub-index has its own set of indicators that summarize multiple criteria that combine multiple data criteria into a single measure. This is achieved by standardizing different data types to ensure all characteristics are on the same scale. This approach enables direct comparisons of different data, making it easier to evaluate them on an equal basis. When combined, the three sub-indexes generate an Equity Priority Zones composite map (Figure 20).

## WHY THESE EQUITY INDICATORS ARE IMPORTANT

### AGE, ABILITY, AND HEALTH INDICATORS

Spending time in parks and nature has numerous health benefits, including improved respiratory health, blood pressure, cholesterol levels, and overall well-being. It also positively impacts mental well-being and cognitive function and is linked to increased physical activity for better overall health.

Age-related indicators help understand the diverse needs of different generations in parks, such as inclusive play areas for children and rest areas for older adults. Parks should also accommodate individuals with limited mobility and disabilities. Considering these indicators helps identify health disparities, age gaps, and ability differences.

### DEMOGRAPHIC, ECONOMIC, AND SOCIAL INDICATORS

Understanding the link between park access and socioeconomic status is crucial for identifying environmental injustices. A 2021 Trust for Public Land study found that low-income communities have 42% less park access than high-income neighborhoods. Additionally, parks serving low-income households are, on average, four times smaller than those serving high-income households (25 acres versus 101 acres).

Nationally, neighborhoods with mostly non-white populations have 44% less park acreage than predominantly white neighborhoods. According to a Trust for Public Land study, predominantly Hispanic/Latinx neighborhoods have 54% less park acreage per person compared to predominantly white neighborhoods.

### NATURAL AND ENVIRONMENTAL HAZARDS INDICATORS

Excessive heat can lead to health issues such as heat exhaustion, heatstroke, poor mental health, and cardiovascular stress. According to a Trust for Public Land study, evidence indicates that parks are one of the most effective ways for cities to protect their residents from the impacts of extreme heat.

Areas with limited green spaces are at higher risk of flooding because vegetation captures stormwater, preventing it from flooding streets and homes.





# 4

## **THEMES, GOALS AND STRATEGIES**

- » Plan Framework
- » Plan Themes
- » Plan Vision
- » Active Year Round
- » Meet More Needs
- » Celebrate Community Culture and Place
- » Environmental Stewardship
- » Align and Expand Funding





# PLAN FRAMEWORK

## INTRODUCTION

This chapter provides guidance and recommendations for the City of Cheyenne to continue to provide high quality parks and programs into the future. This Master Plan is intended to provide direction for the next ten years.

## PLAN VISION STATEMENT

The following vision statement was crafted from public and city staff input to express the desired outcome of this plan- what Cheyenne will seek to become in its parks and recreation within the next ten years. This vision statement provides overall guidance for plan goals and the organization of strategies.

**“To promote cultural enrichment and foster community stewardship in Cheyenne by creating exceptional parks, natural spaces, recreational facilities, and opportunities that enhance the quality of life and contribute to the greater economic development of the city.”**

## DEPARTMENT MISSION STATEMENT

The mission of Cheyenne’s Community Recreation & Events Department is to create community through people, parks, events, and programs by providing recreational, health, and entertainment opportunities that positively impact quality of life, economic and workforce development, and youth retention.

## VISION

### Where do we hope to be in 10 years?

A Vision Statement is to guide direction on where the city is headed and steer towards desired outcomes.

## THEMES

### What is the focus of the plan?

Themes provide focus and categories for the plan goals. They emphasize what needs to be addressed to accomplish the plan vision.

## GOALS

### What do we aspire to achieve?

The goals are specific opportunities under each theme for the city to move forward towards the vision.

## STRATEGIES

### What is the approach to take?

This is the method or flexible approach recommended to undertake. Strategies are not promises, but rather a guide for how to achieve the goals.

## ACTION ITEMS

### What are the next steps?

This is the prioritized “to-do-list” and include policy, future projects or plans. See Chapter 5 Implementation for Action Items derived from the plan Strategies.

# PLAN THEMES



## ACTIVE YEAR ROUND



## MEET MORE NEEDS



## CELEBRATE COMMUNITY CULTURE AND PLACE



## ENVIRONMENTAL STEWARDSHIP



## ALIGN AND EXPAND FUNDING





# PLAN VISION

## DESCRIPTION

The Plan Vision Map aims to geographically locate areas of intervention and potential opportunities, correlating with goals, strategies, and actions under each of the respective themes. These are locations identified for potential physical changes or projects over the next ten-years or more.

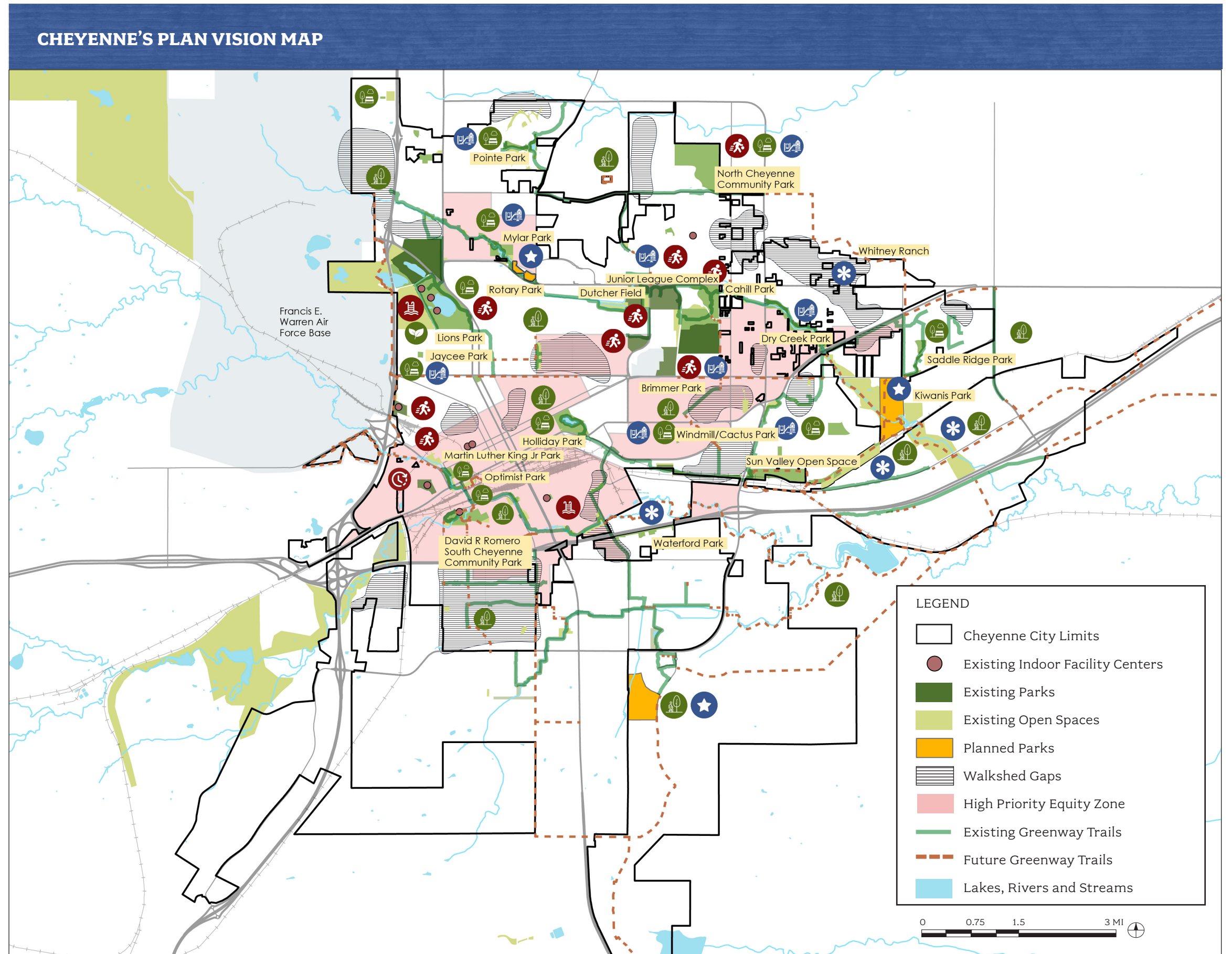


Figure 24: Plan Vision Map





## ACTIVE YEAR-ROUND

### “WE ENCOURAGE YEAR-ROUND HEALTHY LIVING”

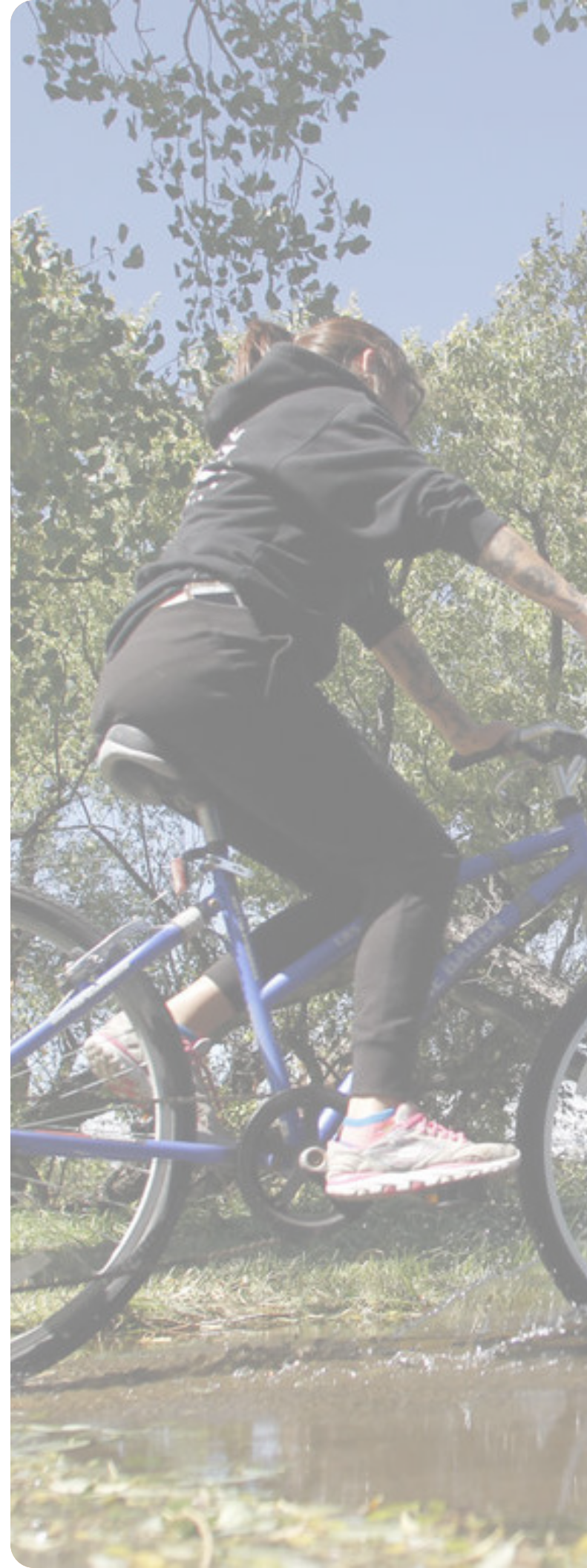
Cheyenne focuses on providing recreational amenities and programs that attract and serve the population during all seasons. It includes extending the use and play at existing facilities, completing planned park projects, and sharing information widely to inform the public about what Cheyenne has to offer. This focus is critical for community health and being a place people want to be.

**G1:** Increase Indoor Recreational Opportunities throughout the City

**G2:** Extend Capacity of Existing Facilities

**G3:** Enhance Trails and Greenway

**G4:** Enhance Public Information



### WHAT WE HEARD...

- » 60% of survey respondents identified seasonal weather constraints as the most common reason preventing the use of parks and recreation facilities.
- » 73% of survey respondents indicated that there is a need for more indoor recreation spaces.
- » According to the 2024-2028 Wyoming Statewide Comprehensive Outdoor Recreation Plan (SCORP), the leading outdoor recreation activities in Laramie County are hiking/walking (81.8%), viewing natural scenery (77.9%), and driving for pleasure (75.5%).
- » Locally and across Wyoming, there is a growing interest in winter recreational activities.
- » The most popular activity for adults in Cheyenne is walking for exercise (35% of the population), with jogging/running trailing close by with 11% of the population, collectively indicating a strong use and need of local trails.
- » National participation in sports and fitness has increased in 2022, with 77.6% of people participating in at least one physical activity.
- » Approximately 68% of respondents visit Cheyenne’s parks and recreation facilities at least once a week.



# ACTIVE YEAR-ROUND

## GOAL 1

### **INCREASE INDOOR RECREATIONAL OPPORTUNITIES THROUGHOUT THE CITY**

#### **STRATEGIES**

- 1.1:** Conduct an Indoor Recreation Feasibility Study, including the exploration of location alternatives and the potential range of costs. Many communities are now developing an indoor facility level of service (LOS) standard that is between 1 sq ft to 2 sq ft per person. Evaluate the development of financially sustainable indoor recreation facilities that may include such amenities as artificial turf and sports courts that accommodate a wide range of year-round recreation activities, ice, gym space, classrooms, arts and culture facilities, etc.
- 1.2:** Evaluate additional indoor services opportunities and providers, i.e., teen centers, arts and culture, health services, and gym rentals.
- 1.3:** Develop a voter support campaign to promote funding indoor recreation facilities.
- 1.4:** Seek opportunities to partner with organizations to provide public recreation programs within their facilities.
- 1.5:** Develop an Indoor Facility Concept Plan in order to develop a design and inform an estimate of costs for construction and long-term operation.

## GOAL 2

### **EXTEND CAPACITY OF EXISTING FACILITIES**

#### **STRATEGIES**

- 2.1:** Extend use and play during peak demand times in city park facilities. Access to the facilities is limited due to factors such as adverse weather conditions, staffing/maintenance, and evening restrictions. Prioritize facility upgrades, including lights, artificial turf, flexible surfacing, wind screens, shade structures, reservation systems, staff increases, and facility solutions to increase the use of facilities by extending daily and seasonal use.
- 2.2:** Complete the implementation of individual park master plans and replacement of deficient park amenities.
- 2.3:** Promote programming opportunities around outdoor winter recreation activities such as cross-country skiing, sledding, community celebrations, and winter fat biking.

## GOAL 3

### **ENHANCE TRAILS AND GREENWAY**

#### **STRATEGIES**

- 3.1:** Complete planned trail connections with a focus on linking parks and open space, residences, schools, and civic spaces. Refer to "Figure 25: Open Space Potential Map" on page 103 for identified Greenway Connection Gap areas to be addressed.
- 3.2:** Prioritize a list of trail enhancement and creation projects remaining to be implemented from previous trail plans and create a timeline for capital investments.
- 3.3:** Continue to maintain select park walking loops and greenway trails year-round to encourage fitness and mobility.
- 3.4:** Evaluate city trails for additional amenities (i.e., trailhead parking, restroom access, benches, plantings, etc.) and connections.
- 3.5:** Continue to connect neighborhoods to city parks and recreation facilities through safe and convenient sidewalks and trails.
- 3.6:** Create a comprehensive city trail master plan that expands the types and design of trails beyond the Greater Cheyenne Greenway to include dirt and soft surface options.

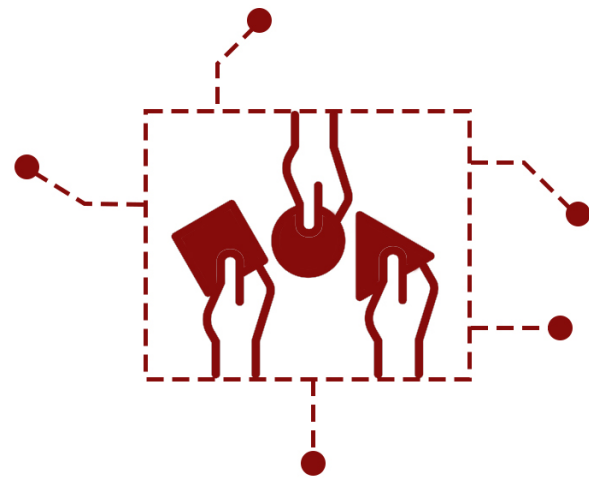
## GOAL 4

### **ENHANCE PUBLIC INFORMATION**

#### **STRATEGIES**

- 4.1:** Increase awareness around the city's parks and recreation by investing in additional advertisement and outreach methods.
- 4.2:** Increase outreach methods for community involvement in parks and recreation planning and design.
- 4.3:** Collaborate with community partners like schools and libraries to raise awareness about outdoor educational and nature-based programs.





## MEET MORE NEEDS

**“WE PROVIDE A PHYSICALLY INTERCONNECTED SYSTEM OF RECREATIONAL RESOURCES AND AIM TO SERVE A DIVERSE POPULATION, WELCOME ALL MEMBERS OF THE COMMUNITY, AND FACILITATE OPPORTUNITIES TO CONTRIBUTE TO POPULATION RETENTION”**

Cheyenne recognizes the need for improved health and well-being of underserved populations through parks and recreational programs, as well as opportunities that contribute to population (youth) retention through various means, including cultural enrichment and arts.

**G1:** Equitably Address Neighborhood Needs

**G2:** Increase Service to Underserved Groups

**G3:** Promote Youth Retention



## WHAT WE HEARD...

- » The gap analysis studies identifies South Cheyenne as the neighborhood with significant service gaps and populations with higher socio-economic and health disparities.
- » The facilities assessment identifies a lack of intergenerational and family-based programming.
- » 40% of survey respondents feel that there are too few programs for teens, low-income households, and people with special needs.



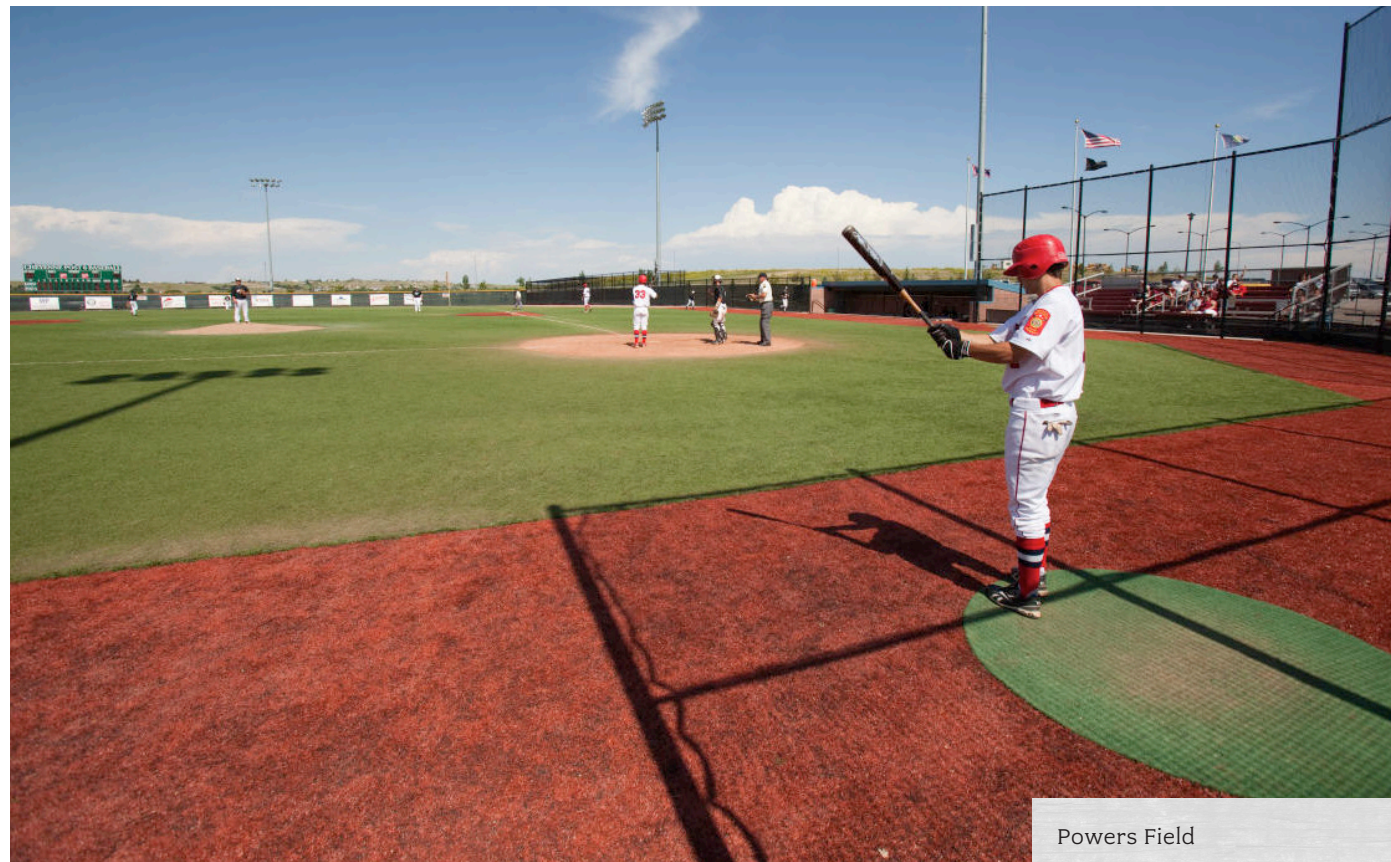
# MEETING MORE NEEDS

## GOAL 1

### EQUITABLY ADDRESS NEIGHBORHOOD NEEDS

#### STRATEGIES

- 1.1:** Address geographic access gaps in park provision by improving walking connections and providing parks in locations identified in the walkshed gaps shown in Figure 24: Plan Vision Map.
- 1.2:** Complete planned new parks in the city to fulfill existing and proposed service gaps.
- 1.3:** Promote equitable access to the park and recreation system for all by investing in parks, programs, and connections in equity zones.
- 1.4:** Form a parks and recreation commission and encourage a broad range of diversity within the commission to represent the sectors of the community.
- 1.5:** When conducting park, programming, and trail planning activities, engage community members to understand the features and amenities that will best serve particular areas and city members.
- 1.6:** Establish a secure and inviting park atmosphere, enhancing the perceptions of safety.
- 1.7:** Design parks to reflect the culture, history, and influence of the diversity of the population to encourage a sense of welcoming and celebration.



Powers Field

## GOAL 2

### INCREASE SERVICE TO UNDERSERVED GROUPS

#### STRATEGIES

- 2.1:** Improve marketing of available programming by developing a marketing plan directed at critical populations (different providers may deliver service).
- 2.2:** Focus program offerings to fill gaps and design parks to reach critical populations - teens, people with disabilities and special needs, older adults and seniors, intergenerational and families, ethnic communities, and low-income households.
- 2.3:** Cultivate introductory recreational experiences and opportunities to create positive connections with the outdoors, designed with inclusivity and equity at the forefront.
- 2.4:** Support the efforts of community recreation partners to reach diverse populations and expand participation in nature-based recreation and education activities.
- 2.5:** Create comprehensive diversity, equity, and inclusion policies to guide department operations and management.
- 2.6:** Implement strategies for improved inclusive recreation for all ages and abilities, such as the Americans with Disabilities Act (ADA) and Universal Design.
- 2.7:** Expand programming to serve populations with lower rates of physical activity and participation in group activities, such as seniors and young women.

## GOAL 3

### PROMOTE YOUTH RETENTION

#### STRATEGIES

- 3.1:** Expand the engagement of young people in community improvement projects to gain and incorporate their perspectives, needs, and goals.
- 3.2:** Expand partnerships with organizations such as the Boys and Girls Club, schools, and the library to enhance the latest activity trends, program offerings, and events.
- 3.3:** Participate in job readiness programs for equipping youth with skills and experiences to prepare them for future employment.
- 3.4:** Develop a campaign to build awareness in youth and young adults of the range of outdoor places, programs, recreation activities, and events available.
- 3.5:** Expand activities of interest to teens and young adults, such as arts and culture, fitness programs and equipment, social activities and events, skill building, outdoor exploration/adventure recreation, and more.





## CELEBRATE COMMUNITY CULTURE AND PLACE

### “WE CELEBRATE CHEYENNE’S UNIQUE FEATURES AND ASSETS THROUGH OUR PARKS AND RECREATION SYSTEM”

Cheyenne has much to celebrate as a City - its Western identity and supporting history, a community of highly invested stewards and volunteers that have a reputation for giving and shaping their community, and its position as Wyoming’s State Capitol — to name a few. These will be evident in the City’s places and programs.

**G1:** Invest in Placemaking and Artful Design

**G2:** Facilitate Cultural Enrichment and Arts

**G3:** Promote Celebrations and Gatherings

**G4:** Contribute to the Preservation of History



### WHAT WE HEARD...

- » Online survey respondents commented that there are limited opportunities offered by the department for cultural arts program and activities.
- » Focus groups felt there should be a focus on placemaking and art through parks and greenway.
- » 56% of survey respondents felt that it was very important to promote appreciation and preservation of culture and heritage.
- » 69% of survey respondents felt it was very important to provide places, programs, and community events for people to socialize and experience arts and culture.



# CELEBRATE COMMUNITY CULTURE AND PLACE

## GOAL 1

### INVEST IN PLACEMAKING AND ARTFUL DESIGN

#### STRATEGIES

- 1.1:** Enhance parks with amenities, design, and programs of interest to be representative of the surrounding community.
- 1.2:** Enhance trail infrastructure and user experiences with improved wayfinding and signage, amenities, and ecological experiences.
- 1.3:** Participate in the creation of a city-wide public art plan to identify locations for types of art to incorporate in strategic parks and recreation locations.
- 1.4:** Expand the successes of the Cheyenne Botanic Gardens to additional parks and public spaces by including plant materials such as ornamental grasses and flowering trees that celebrate the region's climate and landscape.

## GOAL 2

### FACILITATE CULTURAL ENRICHMENT AND ARTS

#### STRATEGIES

- 2.1:** Activate park spaces with events and community programming and encourage partnerships with event organizing and hosting groups.
- 2.2:** Identify art and interpretive signage locations for new, undeveloped, and existing parks and trails.



Cheyenne Lacrosse Team Volunteering

## GOAL 3

### PROMOTE CELEBRATIONS AND GATHERINGS

#### STRATEGIES

- 3.1:** Design parks and public spaces infrastructure to host events and community gatherings throughout the city.
- 3.2:** Expand offering community events that cater to underserved groups and the diversity of cultures in the community.
- 3.3:** Forge partnerships with other providers to promote opportunities for community events and programming around culture and the arts.
- 3.4:** Collaborate with the public to better use and improve park spaces to build a sense of community and togetherness, including consideration of resources, policies, volunteer availability, maintenance, and activating different park types.

## GOAL 4

### CONTRIBUTE TO THE PRESERVATION OF HISTORY

#### STRATEGIES

- 4.1:** Work with city organizations to identify lands, structures, monuments, and other assets within Cheyenne that have historical and/or cultural significance and identify a process for preservation.
- 4.2:** Incorporate informational and interpretative signage throughout park and recreation spaces to help with storytelling around historic resources and celebrate the diversity of people who have contributed to Cheyenne.
- 4.3:** Promote and celebrate Cheyenne's Western identity and standing as Wyoming's State Capitol.



Underpass Art at Holliday Park





## ENVIRONMENTAL STEWARDSHIP

**“WE ARE STEWARDS OF OUR CITY’S LANDS AND NATURAL RESOURCES AND DELIVER THE HIGHEST QUALITY PARKS AND FACILITIES”**

Cheyenne’s Community Recreation & Events department demonstrates ingenuity and resourcefulness. It’s a hallmark of our operational structure. The City works with the natural systems as environmental stewards to promote a healthy ecosystem, promote climate resiliency, educate the community about the benefits of natural systems, and deliver the highest quality parks, facilities, and offerings for the community.

**G1:** Plan for Climate Adaptation and Mitigate Hazards

**G2:** Enhance Open Space and Natural Resource Management

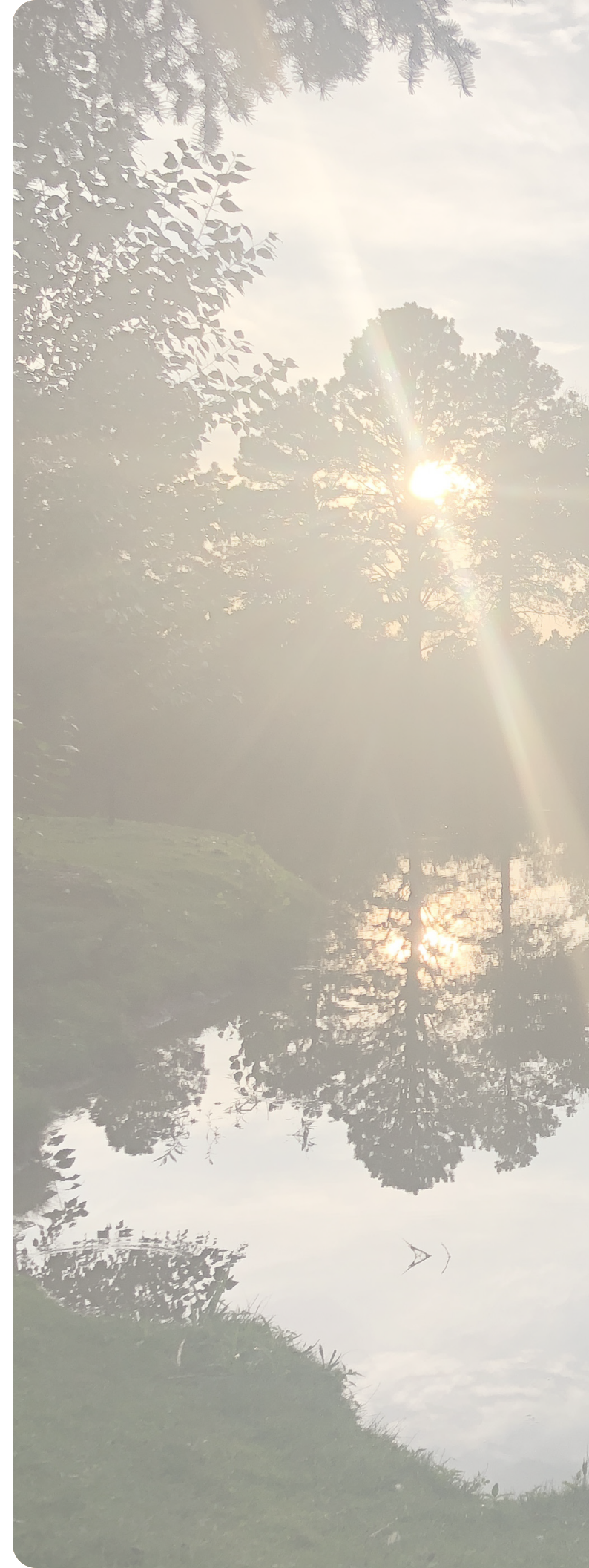
**G3:** Promote Stewardship and Environmental Education

Opportunities

**G4:** Optimize Everyday Operations and Maintenance Practices

### WHAT WE HEARD...

- » 51% of survey respondents believe that there is a lack of outdoor education, nature exploration programming provided by the City.
- » 44% of survey respondents think spending time outdoors and connecting with nature is extremely important, and another 38% find it very important.





# ENVIRONMENTAL STEWARDSHIP

## GOAL 1

### PLAN FOR CLIMATE ADAPTATION AND MITIGATE HAZARDS

#### STRATEGIES

- 1.1:** Consider how park and open space facilities can support hazard mitigation.
- a.** Collaborate with community wildfire planning by considering the use of open space corridors as fire breaks and parks with fire-smart landscapes/maintenance.
  - b.** Use green infrastructure to combat extreme temperatures, wind, and stormwater discharge through urban forestry best practices, rain gardens, wind breaks, wetland expansion, and adaptive plant materials.
  - c.** Integrate with city emergency management response. Consider how park and recreation facilities can be used as community resilience hubs, such as cooling stations, food distribution, and disaster shelters.
  - d.** Increase shade through tree canopies and shade structures to shelter users from extreme weather, particularly in areas of active recreation such as sports complexes and playground areas.
- 1.2:** Identify and prioritize habitats that offer critical ecological functions and develop mechanisms to protect, restore, and expand these habitats, including capturing and cleaning stormwater, improving air quality, providing and improving habitat, and reducing heat-island effects.
- 1.3:** Prepare for drought with consideration of plant material tolerant to drought, irrigation needs and water efficiency, and ground-water storage.
- 1.4:** Align priorities for climate adaptation and hazard mitigation with Cheyenne's Comprehensive Climate Action Plan, anticipated 2026, to include measures to reduce greenhouse gas emissions and enhance carbon sinks with nature-based solutions.



## GOAL 2

### ENHANCE OPEN SPACE AND NATURAL RESOURCE MANAGEMENT

#### STRATEGIES

- 2.1:** Seek open space conservation and environmental stewardship opportunities as identified in Figure 25: Open Space Potential Map.
- 2.2:** Promote healthy native plant communities and bird, mammal, and amphibian habitats through maintenance, restoration, and education.
- 2.3:** Increase staff and resources for innovative natural resource management and restoration.
- 2.4:** Maintain member responsibilities under the Colorado River Compact in the stewardship of water resources within a dry climate.
- 2.5:** Develop a natural and sensitive areas plan that features the preservation of unique or sensitive environmental resources (riparian, prairie, ranchland, ridgelines), key views, and ecological features that contribute to Cheyenne's "western" identity.
- 2.6:** Reduce water use and intensive maintenance practices in parks and public spaces by limiting irrigated and managed turf areas. This includes converting current turf grass areas to more sustainable materials. Turf areas should support active recreation uses.
- 2.7:** Actively seek land protections for endangered short-grass prairie ecosystems within and surrounding the city. Implement maintenance plans and restoration projects to enhance this ecosystem and mitigate disturbance.
- 2.8:** Prioritize adding open space and greenway conservation along waterways and waterbodies to increase environmental protection of water resources. Seek to join open spaces for contiguous land preservation and wildlife movement.





# ENVIRONMENTAL STEWARDSHIP

## GOAL 3

### PROMOTE STEWARDSHIP AND ENVIRONMENTAL EDUCATION OPPORTUNITIES

#### STRATEGIES

- 3.1:** Promote introductory recreational experiences designed with inclusivity and equity to connect citizens to Cheyenne's outdoor opportunities.
- 3.2:** Support the efforts of community partners to expand nature-based offerings.
- 3.3:** Encourage connections with nature in the city and neighborhoods.
- 3.4:** Increase volunteer opportunities to engage citizens with their parks and recreation system.
- 3.5:** Partner with the Botanic Gardens to host educational community events that encourage learning about and stewarding Cheyenne's unique natural qualities.
- 3.6:** Provide opportunities for the public to see and learn about native ecologies and plant communities through demonstration areas.



Kiwanis Park Pond

## GOAL 4

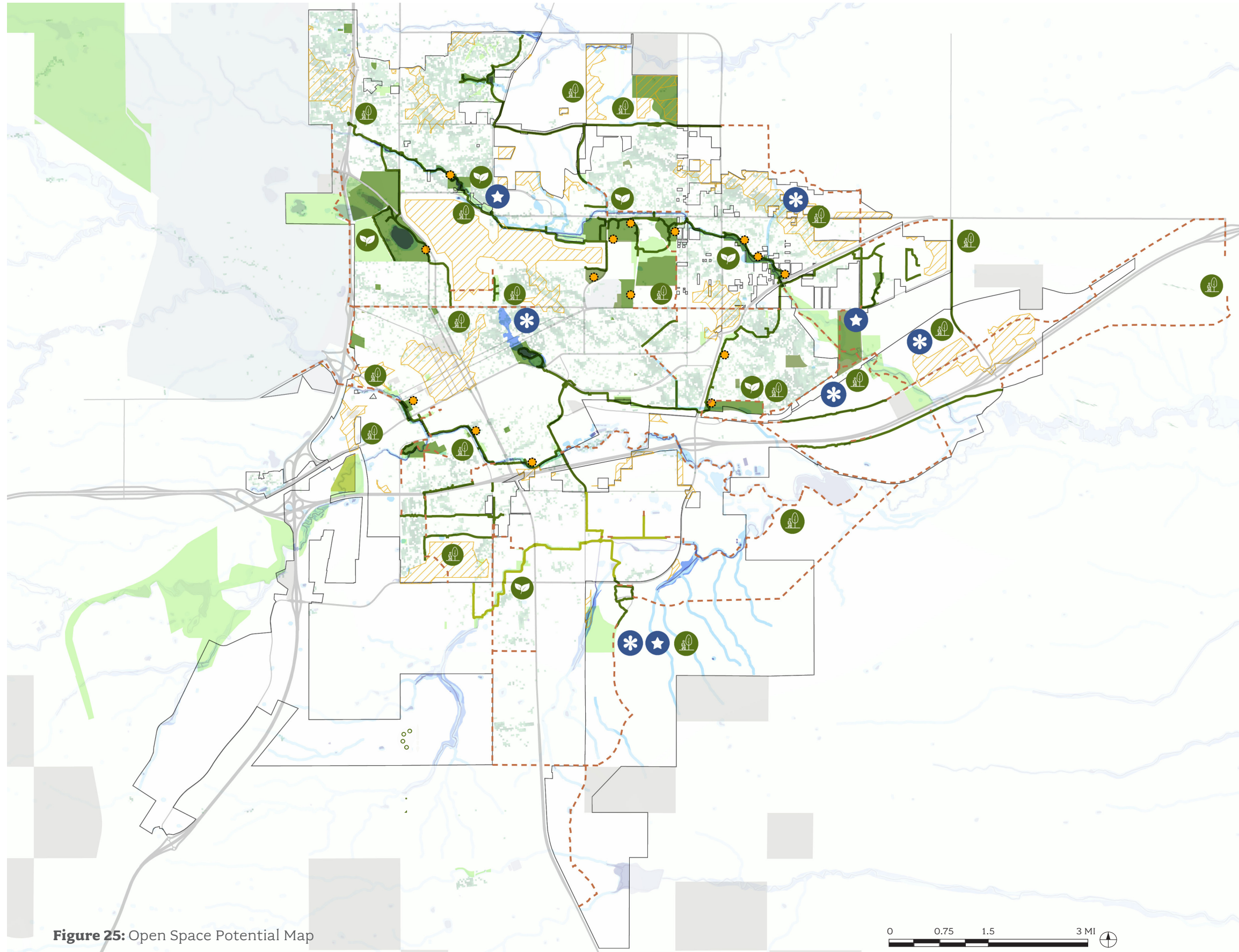
### OPTIMIZE EVERYDAY OPERATIONS AND MAINTENANCE PRACTICES

#### STRATEGIES

- 4.1:** Emphasize taking care of and extending the use of the resources already within the system above acquiring new ones. Conduct a facility assessment to determine specific requirements for each park/facility.
- 4.2:** Emphasize the quality of facilities, including their long-range life cycle costs, in planning and design.
- 4.3:** Delineate clear departmental responsibilities and collaborate with other departments to coordinate maintenance and capital improvement projects based on staff, equipment, and skill efficiencies within the city structure.
- 4.4:** Evaluate, track, and measure the department's operational details on a regular basis.
- 4.5:** Establish management plans for different types of properties (parks, open spaces, and trails) that lead to code amendments.
- 4.6:** Reduce the long-term energy inputs of maintenance and operations through careful analysis and guidelines that inform long-term operations of existing and planned resources.
  - a.** Provide additional maintenance and storage facilities at Brimmer, Cahill, Cheyenne Junior Baseball, Converse, Dutcher, and North Cheyenne.
- 4.7:** When creating tree management plans for park spaces, consider species selection and succession timelines and follow sustainable forestry management practices and policies that respect Cheyenne's native ecology and available water resources.
- 4.8:** Maintain investment in the asset management system and continue to integrate internal systems to track and develop plans to address maintenance and capital improvement goals.
- 4.9:** Implement crime prevention through environmental design by:
  - » Installing lighting in key areas such as restrooms, pavilions and parking lots with motion sensors.
  - » Maintaining landscape to ensure clear sightlines and eliminating hiding spots. Limit the use of dense vegetation near playgrounds, pavilions, restrooms, and other features prone to vandalism.
  - » Utilizing vandal-resistant materials to minimize damage to signs, benches, and other site amenities.
  - » Integrating technology into doors, locks, and gates for scheduling.
  - » Increasing patrols of parks by engaging law enforcement and establishing volunteer programs.



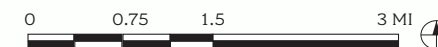
# ENVIRONMENTAL STEWARDSHIP



- Cheyenne City Limits
- Cheyenne Parks
- County Park
- Existing Open Space
- Tree Canopy Cover
- Existing Trailheads
- Greenway Walkshed Gaps
- Cheyenne Greenway Existing
- County Greenway Existing
- Future Greenway Trails
- State Lands
- Federal Lands
- Lakes, Rivers and Streams
- Wetlands
- Flood Hazard Zones

- Nature Education Opportunity
- Trail Connection Opportunity
- Planned Parks
- Potential Future Parkland Development

**Figure 25:** Open Space Potential Map







## ALIGN AND EXPAND FUNDING

### “WE ARE RESPONSIBLE STEWARDS OF PUBLIC FUNDS AND ASSETS”

Cheyenne places great importance on its park and recreation system, focusing on practical elements of funding, implementation, and real estate management — how to best leverage developer fees through updated rates, how to fund new facilities and amenities, how to provide clear policies on appropriate land dedications towards parks and recreation, and how to support the park system through partnerships.

**G1:** Increase Park Funding and Invest in the Vision

**G2:** Align Developer Policies and Fees with City Needs and Priorities

**G3:** Strengthen Partnerships

**G4:** Update Pricing Structure

### WHAT WE HEARD...

- » 82% of survey respondents indicated they would be extremely willing or somewhat likely to support additional funding and spending for parks and recreation improvements in the future.
- » Focus on investing in existing infrastructure and efficiently utilizing current resources before expanding further. (Online Survey & Focus Groups)
- » While Laramie County offers recreational opportunities at Clear Creek Park, Archer, and a few miles of Greenway, many communities outside Cheyenne rely on Cheyenne's parks and recreation system. Work towards a fair system of sharing the costs of park and recreation resources across user groups. (Focus Groups)
- » Lack of clarity on policies and responsibilities surrounding city properties and maintenance schedules (Focus Groups)



# ALIGN AND EXPAND FUNDING

## GOAL 1

### INCREASE PARK FUNDING AND INVEST IN THE VISION

#### STRATEGIES

- 1.1:** Pursue increased allocations and distributions of internal city funding sources, including, but not limited to general fund dollars, 6th penny/5th penny for maintaining the current system and offerings. See the list of potential funding sources in Chapter 5 for more information.
- 1.2:** Collaborate with other city departments to leverage the distributions to diversify funding sources.
- 1.3:** Expand revenue-generating activities in park spaces by creating a coordinated marketing strategy, increasing rental/fee opportunities, and utilizing staff resources to promote activities, park space events, and activity rentals.
- 1.4:** Provide annual reporting on investments and projects completed to inform the public on progress in the park system.
- 1.5:** Support improvements that strengthen opportunities for economic development (sales tax revenue), such as tournament tourism, marketing the botanic gardens and greenway, and supporting community events and unique Cheyenne experiences.
- 1.6:** Seek voter support for funding the creation of indoor recreation facilities.

## GOAL 2

### ALIGN DEVELOPER POLICIES AND FEES WITH CITY NEEDS AND PRIORITIES

#### STRATEGIES

- 2.1:** Revise developer requirement (UDC) for parks, open space, and recreation contributions to provide a fair share of funding to fund increased growth and need demands.
- 2.2:** Where applicable, dispose of lands that are not useful to the department or its mission. Refer to Figure 26 Acquisitions and Disposals Map for identified locations.
- 2.3:** Set clear standards and requirements for parkland dedications by developers as to the qualities of the property and its potential for recreation value.
- 2.4:** Conduct an impact fee study to update rates for developer impact fees to match market conditions. Review at a minimum every three (3) years.
- 2.5:** Pursue strategic acquisitions that accomplish resiliency planning, connectivity goals, and access gaps.

## GOAL 3

### STRENGTHEN PARTNERSHIPS

#### STRATEGIES

- 3.1:** Strengthen partnerships between the city and county in the provision of park and recreation amenities and programming and align with a shared vision.
- 3.2:** Support volunteerism and community fundraising.
- 3.3:** Determine the specific areas of responsibility for the City of Cheyenne Community Recreation & Events Department while leaving other functions to other organizations and entities.
- 3.4:** Define and recognize the core recreation services for delivery and recognize those that do not fall within the values or vision of the parks and recreation division.
- 3.5:** Expand opportunities with outside providers to promote services to the community that fall within the department's mission of supporting community health, recreation, and entertainment opportunities.
- 3.6:** Re-establish recreational programs and activities in collaboration with the school district to provide more opportunities to engage in cost-supportive sports, arts, and other activities.

## GOAL 4

### UPDATE PRICING STRUCTURES

#### STRATEGIES

- 4.1:** Develop a program plan.
- 4.2:** Develop a fee policy with cost recovery for facilities and program categories.
- 4.3:** Make recreation and programs more cost accessible to lower-income communities.





# ACQUISITIONS AND DISPOSALS MAP

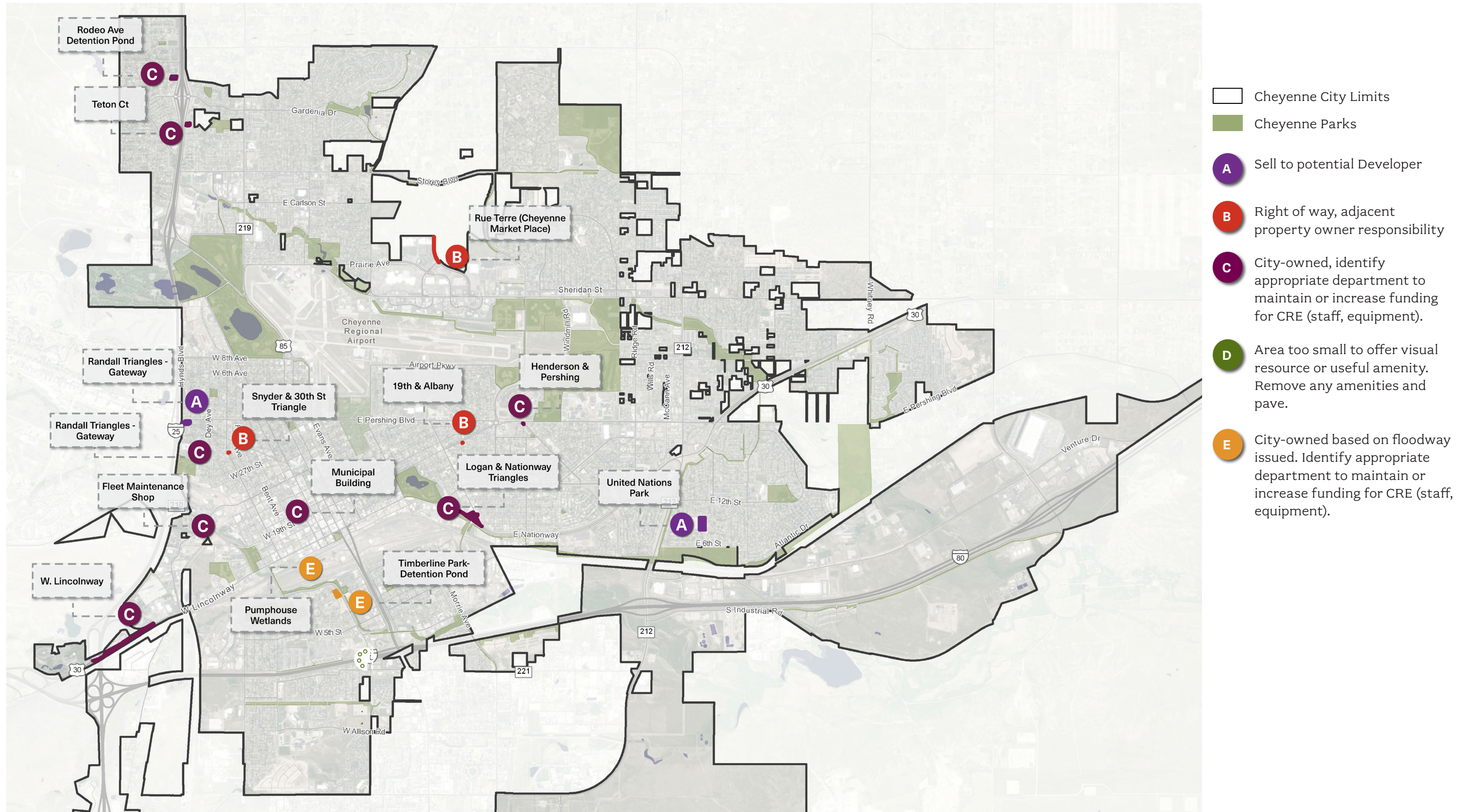


Figure 26: Acquisitions and Disposals Map



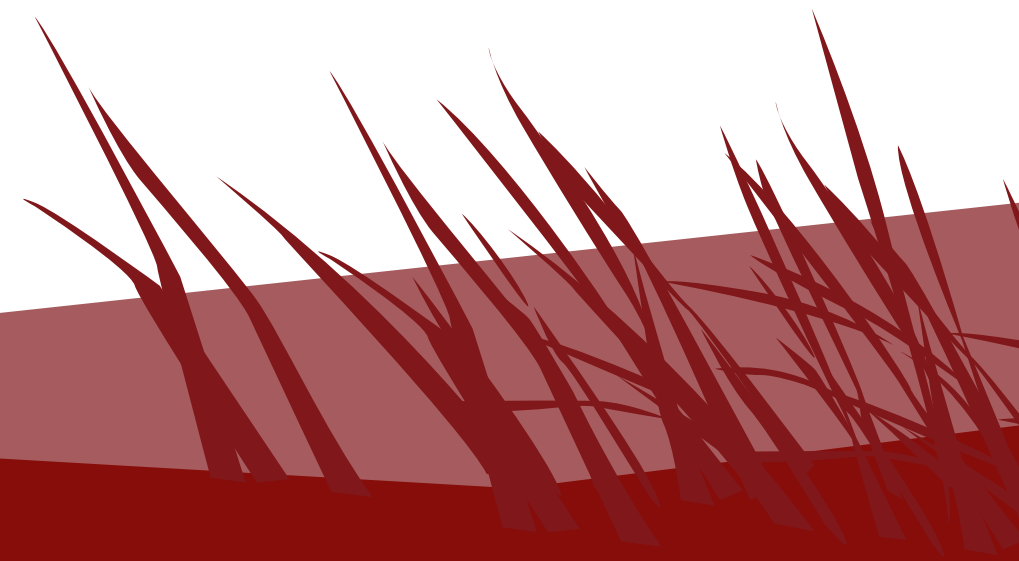




# 5

## IMPLEMENTATION

- » Capital Improvement Projects
- » Prioritizing Investment
- » Action Plan
- » Funding Methods and Sources

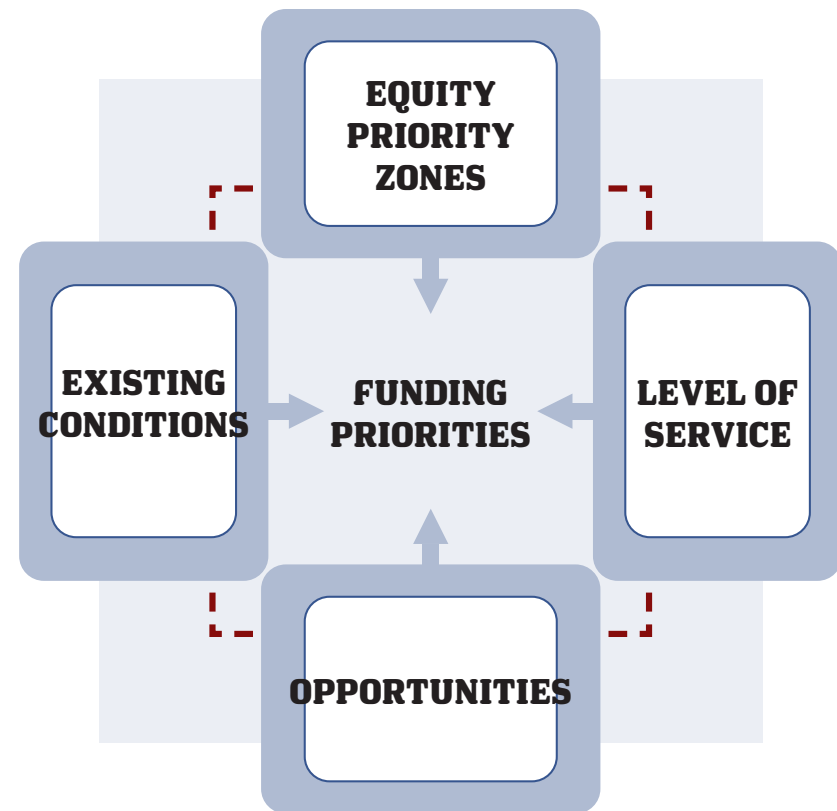




# PRIORITIZING INVESTMENT

## PRIORITIZATION DIAGRAM

The Prioritization Diagram offers a framework for effectively implementing the plan’s strategies to achieve the goals associated with each theme (Figure 27). The diagram serves as a decision-making tool that provides flexibility for continuous evaluation and guides the Parks Division to stay on track.



EQUITY PRIORITY ZONES	EXISTING CONDITIONS	LEVEL OF SERVICE	OPPORTUNITIES
<ul style="list-style-type: none"> <li>» Age, ability, and health indicators</li> <li>» Demographic, economic, and social indicators</li> <li>» Natural and environmental hazards</li> </ul>	<ul style="list-style-type: none"> <li>» Maintenance and replacement needs</li> <li>» Facility and Programming needs</li> <li>» Scale of the improvements</li> <li>» Features and amenities provided</li> </ul>	<ul style="list-style-type: none"> <li>» Park Acreage</li> <li>» Operations Assessment</li> <li>» Park Distribution and Access</li> <li>» Visitation and Recreation Trends</li> </ul>	<ul style="list-style-type: none"> <li>» Partnerships and community initiatives</li> <li>» Available funding sources</li> </ul>

Figure 27: Prioritization Diagram

## PROJECT PRIORITIZATION

The project list uses multiple factors to establish priorities. Projects were assessed based on their alignment with the plan’s values, goals, and strategies. The complexity of the projects, as well as their feasibility and capabilities, were taken into consideration when prioritizing them.

## ACTION ITEMS EXPLAINED

This section provides specific action items to support the strategies outlined in Chapter 4. These action items are meant to be near-term, initial steps to be completed and are not intended to serve as a detailed, step-by-step process but rather as a way to get the Parks Division started.

The matrix tables on the following pages outline the recommended strategies within a timeframe that allows the department to achieve the outlined goals. They are intended to be used as a guide for developing annual work plans. These tables can help align partnerships with other city departments, the City Council, neighborhood groups, non-profit organizations, and private agencies or businesses.

Action Items are categorized by whether they require capital investment, operational shift, or policy change, as defined below:

### CAPITAL IMPROVEMENTS

Capital Improvements refer to physical enhancements or improvements to the parks system, such as park upgrades, investing in undeveloped properties, acquiring land for new parks, and investing in park programs.

### OPERATIONAL IMPROVEMENTS

Operational Improvements are departmental changes that lead to shifts in the day-to-day management of the parks system, such as recommendations for grounds maintenance activities or staffing.

## POLICY IMPROVEMENTS

Policy improvements are the action items that include updates to administrative and legal processes, including planning approaches, procedural enhancements, system-wide reform, and design guidelines.

## ACTION PRIORITY TIME FRAME

Each action item is assigned a timeframe for implementation:

- » **Near-term** - priorities to be implemented within 1 to 3 years.
- » **Mid-term** - priorities to be implemented within 4 to 6 years.
- » **Long-term** - priorities to be implemented within 10+ years.

The Parks Division should regularly assess and revise its priorities using a prioritization matrix.

Each action item indicates which plan themes are supported:

-  **Active Year Round**
-  **Meet More Needs**
-  **Celebrate Community Culture and Place**
-  **Environmental Stewardship**
-  **Align and Expand Funding**



# ACTION PLAN

**Table 13:** Capital Improvements Action Matrix

CAPITAL IMPROVEMENTS		
Theme	Action Item	Priority Tier
ACTIVE YEAR-ROUND	Implement Johnson Pool Facility replacement in Lincoln Park.	Near-term
	Implement Kiwanis Community Park Improvements based on the master plan, focusing on user experiences, water quality improvements, and wildlife habitat.	Near-term
	Complete miscellaneous South Cheyenne Greenway Connector Projects.	Near-term
	Complete Sun Valley to Kiwanis Park Greenway Connector segment.	Mid-term
	Complete 2 Creek, MLK Park through FE Warren Freedom Elementary Greenway segment.	Long-term
	Complete Allison Draw Greenway.	Long-term
	Complete Downtown Connector Greenway segment.	Long-term
	Complete reconstruction of Yellowstone Underpass.	Mid-term
	Ensure signage and wayfinding support clear and safe navigation through the park and trail system, include interpretative signage where appropriate, and incorporate wayfinding standards as needed.	On-going
	Build trails, sidewalks, and pathways to parks with safe street crossings as part of the prioritization of pedestrian transportation plans.	On-going
MEETING MORE NEEDS	Implement sports complex improvements at identified locations, including spectator shade, lights, backstop upgrades, and ADA-compliant restrooms.	Near-term
	Address the service gap south of Cheyenne Regional Airport and identify the need to fill this gap in the neighborhood in the future.	Mid-term
	Implement Sweetgrass (also known as South Cheyenne Community Park) master plan through construction and future development.	Long-term
	Implement Rotary Park master plan through construction and future development.	Long-term

CAPITAL IMPROVEMENTS		
Theme	Action Item	Priority Tier
MEETING MORE NEEDS	Invest in the South side of Cheyenne.	On-going
CELEBRATING COMMUNITY CULTURE AND PLACE	Create more art-infused spaces, such as nature storytelling walks and murals along the greenway.	On-going
	Update the Civic Center to provide modern amenities for performer needs and audience experiences, such as a green room, rigging/fly systems, concessions, and VIP seating.	Mid-term
ENVIRONMENTAL STEWARDSHIP	Re-wild select city properties, such as stormwater management ponds, to promote functions that support climate adaptation. Civic Commons is an example of this in practice.	On-going
	Evaluate the potential for adding artificial turf fields to increase use and decrease mowing maintenance.	On-going
	Implement Cheyenne Botanic Gardens master plan to support public education on local ecological systems, connect people with indoor and outdoor opportunities for peaceful enjoyment, and promote sustainable garden practices.	Long-term



Kiwanis Park



# CAPITAL IMPROVEMENT PROJECTS

## GREATER CHEYENNE GREENWAY CAPITAL IMPROVEMENT PLAN

### SOUTH CHEYENNE COMMUNITY PARK (SWEETGRASS) IMPROVEMENTS

A large community park in the southern portion of the City is a priority for the Parks Department. South Cheyenne Community Park (Sweetgrass), 79+/- acres located east of Avenue C, south of Murray Road, west of Sweetgrass Drive and north of East Nation Road is intended to be dedicated to the City in the future. There is no park planning or construction costs intended by the developer and consideration should be made for planning of the new park in the next five years.

### WHITNEY RANCH PARK AND GREENWAY

The Whitney Ranch development located north of Dell Range and west of Whitney Road is a quickly expanding Development with intent for a large number of residential units. It is unknown at this time what is intended for park land dedication but Whitney Ranch 4th Preliminary Plat is under review and provides for additional linear feet of greenway to be established.

### THE KIWANIS COMMUNITY PARK IMPROVEMENTS

A large community park in the eastern portion of the City is a priority for the Parks Department and was a priority for the voters during the 2017 6th Penny Ballot Initiative. This project will enhance the user experience, improve water quality in Dry Creek and improve wildlife habitat. First projects to support this phase of project include the construction of wetlands, trails and educational signage within the Park boundaries.

## COMPLETE GREENWAY SEGMENTS

The Greenway system is intended to provide recreational opportunity and transportation alternatives for pedestrians and bicyclists to parks, recreation, schools, employment and businesses.

### W. CROW CREEK, MLK PARK THROUGH FE WARREN FREEDOM ELEMENTARY

Complete a new section of greenway to run from the existing south-end of Martin Luther King Park, north along Missile Drive, under the railroad crossing, under Westland Rd., and under I-25 to Freedom Elementary School/ FE Warren Air Force Base.

### SUN VALLEY TO KIWANIS PARK GREENWAY CONNECTOR

Expand the Greenway from the existing Baldwin trailhead, through the Sun Valley Open Space heading east to the city owned parcels north of the UPRR into and through Kiwanis Park.

### SOUTH CHEYENNE MISCELLANEOUS GREENWAY CONNECTOR PROJECTS

Miscellaneous small Greenway connectors in South Cheyenne to include the South Park Connector, Cribbon Avenue at Johnson Junior High, Parsley Bridge Greenway to neighborhood and WAPA corridor, future Division Avenue and necessary developer cost shares.

### ALLISON DRAW GREENWAY

The Allison Draw Greenway, maintained by the county, will connect users from the existing Greenway south of Arp Elementary and north of LCCC to the Niobrara Energy Park, providing a transportation alternative to these places of employment.

## DOWNTOWN CONNECTOR GREENWAY

Greenway improvements to be made along 15th Street, project will be a portion of the 15th Street Rail Experience to make a safe downtown connection from Martin Luther King Park to Holliday Park.

## RECONSTRUCTION OF YELLOWSTONE UNDERPASS

The existing Yellowstone Underpass is nearly 30 years old and was built in the bottom for Dry Creek. The underpass floods whenever the creek rises above the level of the path, leaving water and slippery sediment which can be dangerous for users. The intent is to reconstruct the underpass in proximity to the existing underpass, but to locate it out of the creek bed and line it to prevent water from seeping from above.



Kiwanis Park



# ACTION PLAN

**Table 14:** Operational Improvements Action Matrix

OPERATIONAL IMPROVEMENTS		
Theme	Action Item	Priority Tier
<b>ACTIVE YEAR-ROUND</b>	Create a marketing, community outreach, and event coordination position within the department to have a centralized point of contact and consistency.	Near-term
	Increase communications and advertisement to the public to inform them of offerings through print, web, and social media content.	Near-term
	Implement a marketing plan for programs and offerings through the parks and recreation department.	Near-term
	Replace the parks and recreation website with an interactive tool for learning about what parks and recreation facilities offer.	Near-term
	Identify and streamline a citizen reporting tool to document needs, safety, concerns, issues, and ideas.	Mid-term
	Conduct a feasibility study for year-round ice rink operations.	Mid-term
<b>MEETING MORE NEEDS</b>	Work towards regularly activating MLK Park to create more opportunities for community surveillance and grow positive interactions amongst all users.	Near-term
	Developing programs that are single day or no more than four sessions in length.	On-going
	Developing programs for youth during non-school days, winter break, spring break, and any other extended breaks.	On-going
	Expand summer camps with different areas of interest, such as outdoor recreation.	On-going
	More Saturday programs and the introduction of some Sunday programming to help expand capacity and family programming, especially in adult sports leagues.	On-going
	Expanded senior programming to better serve the Baby Boomer generation and emphasize programs and services available in the evenings and on weekends, as well as those with a more active orientation.	On-going
	Developing a baseline of programs that appeal to the family unit.	On-going
	Staggering the days and times of similar programs that are offered at multiple locations.	On-going
	Drop-in pay as you go fitness classes.	Near-term

OPERATIONAL IMPROVEMENTS		
Theme	Action Item	Priority Tier
<b>CELEBRATING COMMUNITY CULTURE AND PLACE</b>	Incorporate informational and interpretative signage throughout park and recreation spaces.	On-going



Cheyenne Lacrosse Team



# ACTION PLAN

OPERATIONAL IMPROVEMENTS		
Theme	Action Item	Priority Tier
<b>ENVIRONMENTAL STEWARDSHIP</b>	Promote education and public interaction with a demonstration of a Shortgrass Prairie.	Mid-term
	Promote the restoration of native shortgrass prairies within open space lands by supporting the conversion of turf areas that do not support active recreational or functional uses.	On-going
	Align seasonal mowing strategies in grassland areas to avoid disturbing ground nesting birds during critical nesting times.	On-going
	Promote pollinator gardens as a means to publicly demonstrate habitat connectivity.	On-going
	Integrate native plants for climate resilient design that can withstand drought and support water conservation.	On-going
	Expand and manage a tree inventory within all of Cheyenne's parks and public spaces in order to manage the long-term health and condition of the city's diverse tree canopy by identifying trees for removal and reforestation.	On-going
	Support the development of Cheyenne's urban tree canopy through "Rooted in Cheyenne," and promote the efforts in stewardship they conduct.	On-going
	Maintain guidelines and best practices for tree planting in Cheyenne that: <ul style="list-style-type: none"> <li>» emphasize native and low water-use species that will thrive in the local environment;</li> <li>» identify a diversity of species that will resist disease and insects, and;</li> <li>» identify irrigation sources to support a healthy urban tree canopy.</li> </ul>	On-going
	Support outdoor education programs and nature play connections to engage youth with the natural environment in park spaces.	On-going
	Conduct a thorough assessment of storage and parks and recreation support facilities to identify underutilized, inconvenient, and overcrowded spaces.	Near-term
	Compare current space usage against industry standards and organizational requirements.	Near-term
	Explore consolidation or relocation of parks and recreation support facilities to minimize travel and promote efficient deployment of resources.	On-going
	Assess and upgrade facility (park, recreation, and support facilities) security protocols, including locks, surveillance systems, and access control as needed to meet industry standards and deter theft and vandalism.	On-going

OPERATIONAL IMPROVEMENTS			
Theme	Action Item	Priority Tier	
	Support a culture of volunteerism and help keep parks, trails, and open spaces in a state of good repair throughout all four seasons by providing educational opportunities for trail users on how to become trail stewards (i.e., proper trail etiquette, adapting to seasonal changes, leave no trace principles, etc.).	On-going	
	Brand Cheyenne's culture of volunteerism through marketing "Cheyenne Proud," describing how it is a community of "people who do their part."	Near-term	
	Develop maintenance standards for the park system and areas within each individual park.	Near-term	
	When possible, replace heavily manicured and cost inefficient landscaping with durable, low-maintenance, and native landscaping, particularly in areas where the spaces are unprogrammed and non-functioning.	On-going	
	<b>ALIGN AND EXPAND FUNDING</b>	Develop a replacement schedule for playground structures, especially ones that are 20 + years old (Brimmer Ballfield, Junior League, Dry Creek Greenway, Mylar Park, North Cheyenne Community Park, Windmill and Cactus Park, Jaycee Park, Pointe Park West).	On-going
		Define criteria for accepting new properties as parks and recreation resources, including the importance of future functions as public resources.	Near-term
Have Public Works Department provide pavement management for parks.		Mid-term	



Greater Cheyenne Greenway



# ACTION PLAN

**Table 15:** Policy Improvements Action Matrix

POLICY IMPROVEMENTS		
Theme	Action Item	Priority Tier
<b>ACTIVE YEAR-ROUND</b>	Develop an RFP for a needs assessment of existing indoor space along with identifying additional space requirements.	Near-term
	Identify partners and develop formal agreements for providing space and/or activities.	On-going
	Conduct an aquatics assessment to determine which areas of the city are under-served by access to swimming or water play facilities. Splash pads can be integrated into the park system to provide cooling and play benefits with less management and resource demands.	On-going
	Create a comprehensive city trail master plan that expands the types and design of trails beyond the Greater Cheyenne Greenway to include dirt and soft surface options.	Mid-term to Long-term
	Update City code to require developers to include appropriate trails for recreation and pathway connectivity to parks and greenways.	Mid-term
	<b>MEETING MORE NEEDS</b>	Create a master plan for Whitney Ranch Park (north of Dell Rance and west of Whitney Road), including a greenway connection in parallel with future development.
Complete and implement a master plan for Belvoir Ranch to connect residents with a greater expanse of open space and future recreational opportunities that may include mountain biking, hiking, fishing, hunting, camping, horse riding, etc.		Mid-term to Long-term
Partner with the school district to restore access to indoor facilities.		Near-term
Redefine park service parameters in the UDC to match the updated classifications outlined in this plan.		Near-Term
<b>ENVIRONMENTAL STEWARDSHIP</b>	Work with the Arts Cheyenne on the procurement of public art in park spaces to ensure the artwork honors the diverse heritage and histories of the city.	Near-term
	Brand and advertise the Greater Cheyenne Greenway trail system by creating an iconic brand, improving signage and wayfinding, and educating the community and visitors on where to access it.	On-going
	Establish a process to collect and analyze data that will be used to determine the most ecologically valuable open spaces.	Mid-term
	Implement urban forest management best practices to increase the health of the urban forest to reduce heat island effect, improve air quality, and provide wildlife habitats.	On-going
	Educate the public about waterwise practices and water conservation.	On-going
	In partnership with Audubon, promote the conservation of critical habitats and the appreciation of birds and wildlife through education, science, advocacy, and habitat stewardship in Lions Park.	On-going

POLICY IMPROVEMENTS		
Theme	Action Item	Priority Tier
<b>ENVIRONMENTAL STEWARDSHIP</b>	Implement a landscape conversion program by establishing a fund that supports the conservation of water-consuming landscape typologies into native ecologies.	Mid-term
	Create a policy that allows unpaved parking lots on specific city properties.	Near-term
	Build upon the successes of the Greater Cheyenne Greenway volunteer structure to employ volunteer services and opportunities throughout the park system, as well.	On-going
	Continue to recognize volunteerism with “Adopt-A-Spot” Signage.	Mid-term
	Reallocate budget for responsibilities that could be handled by other departments (parking lot maintenance, asphalt striping, winter maintenance) and review on an annual basis.	Near-term
<b>ALIGN AND EXPAND FUNDING</b>	Include park assets in the Annual Capital Improvement Plan.	Near-term
	Establish a funding mechanism for the renovation of assets.	Near-term
	Apply for grants through the Wyoming Recreation Grant Program and Trails Legacy Grant Program.	On-going
	Expand 5th penny funding for street and road maintenance to include Shared Use Trails.	Near-term
	Provide clear information that outlines the use of 6th penny money for each election cycle, including operations and maintenance of the greenway.	Near-term
	Develop sponsorship policy and package.	Mid-term
	Conduct regular impact studies to determine inflationary adjustment needed, aligned with growth projections, dwelling types and demand (single-family vs. multi-family), and other contributing land uses.	On-going
	Implement a property disposal strategic plan.	Mid-term
	Develop an Adopt-a-Park/Playground/Trail program.	Mid-term
	Establish a Parks Foundation.	Long-term
Establish a user fee program that differentiates between the city and non-city residents.	Near-term	



# FUNDING METHODS AND SOURCES

## FUNDING SOURCES

The City of Cheyenne has a variety of different funding opportunities available that can assist with the funding of the department and proposed projects. Funding sources typically fall within three different categories: Local Sources, State and National Sources, and Non-Tax Sources.

### LOCAL SOURCES

Beyond the allocation of funds from the city's general fund for ongoing programs, maintenance, or the passage of bond issues for capital projects, there are other taxing sources available. While all of these options have potential, staff will have to weigh the opportunity and benefit of pursuing them.

- » **Capital Improvement Fund** — Establishing a dedicated funding source for capital projects from either a percentage of existing tax revenues or through a tax increase established for that specific purpose.
- » **Certificates of Participation (COP)** — A form of lease-purchase, COPs are issued for debt periods similar to normal bonds, but the amenity itself serves as the collateral. This funding mechanism does not usually require voter approval and is not often utilized by communities in Wyoming.
- » **Dedicated Tax** — Voters approve a dedicated parks and recreation property tax millage to fund on-going operations and maintenance as well as capital improvements. This can be supported by property or sales tax.
- » **Special Purpose Levy** — A property or sales tax levy that is for a specific purpose (community center, large park, event center, etc.). These levies are often for a limited time period.
- » **Park Dedication Fee** — For new housing, developers must either pay a per unit fee and/or dedicate so much property for future park development. Most larger communities now have this as part of their development fee.

- » **Transient Lodging Tax** — This is a tax on hotel and motel rooms where a percentage tax is collected on each room night sold. This primarily funds the promotion of facilities and events. However, a portion may be available for funds for parks and recreation amenities that attract visitors (sports complexes, ice rinks, etc.).
- » **Tax Increment Financing** — TIF funding is utilized for redevelopment of areas by dedicating future tax dollars to improvement projects. This funding has been utilized for some larger capital projects such as a recreation center or events center.
- » **User Fees** — Increasingly cities are asking users to pay a higher percentage of maintenance and programs through the fees that are charged for these services. This can also include sponsorships, permit fees for vendors, cell tower leases, concessions agreements, and other fees.
- » **Amenity Development** — Recreation amenity development that is usually done through a partnership with a private or non-profit agency to build and operate amenities such as a wedding/event center. These are amenities that have the ability to generate a strong positive cash flow and are used to help fund other aspects of operation.
- » **Special Districts** — Special Districts are boards formed to deliver specific services to a specified boundary. These districts are governed by Wyoming State Statute, such as Cemetery Districts, Conservation Districts, Local Improvement Districts, Museum Districts, and more.
- » **Partners** — The City has partnerships with organizations that may have access to additional funding sources that should be leveraged.

## STATE AND NATIONAL SOURCES

Many states have tax funding that is available through grant programs and other sources for certain programs and facilities.

- » Wyoming Recreation Grant Program
- » Trails Legacy Grant Program
- » Wyoming Wildlife and Natural Resource Trust Fund
- » Land Water Conservation Fund
- » Recreational Trails Grant
- » Next Level Trails
- » Community Development Block Grant
- » Urban and Community Forestry Assistance Grant
- » Historic Preservation Fund
- » Safe Routes to Schools

## NON-TAX SOURCES

- » Parks Foundation
- » Grants
- » Fundraising
- » Naming Rights and Sponsorships
- » Endowment Fund
- » Partnerships
- » Ground Lease of Property

## OTHER OPPORTUNITIES

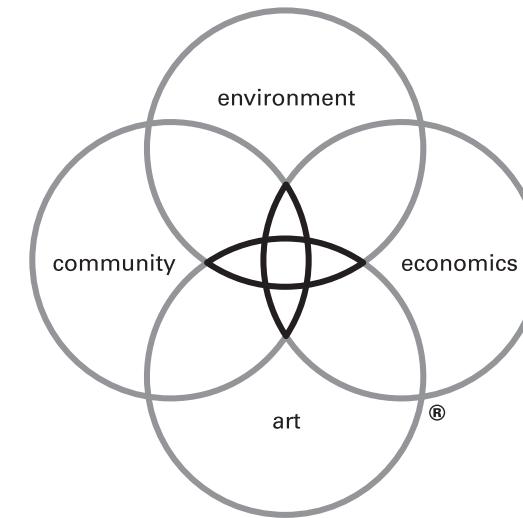
- » **Adopt-a-Playground** — Primarily utilized as a clean-up effort, organizations commit to a 3-year period to assist with maintaining a playground. The organization must clean the playground three times per year, and a sign will be placed commemorating the assistance.
- » **Adopt-a-Trail Programs** — These are typically small-grant programs that fund new construction, repair or renovation, maps, trail brochures, and facilities (bike racks, picnic areas, birding equipment, etc.), as well as providing maintenance support.
- » **Adopt-a-Park Programs** — These are small-grant programs that fund new construction and provide maintenance support. Adopt-A-Park programs can also take the form of cash contributions in the range of \$1,000 to \$5,000 per acre to cover operational costs.
- » **Operational Partnerships** — Partnerships are operational funding sources formed from two separate agencies, such as two government entities, a non-profit and a public agency, or a private business and a public agency. Two partners jointly share risk, operational costs, responsibilities, and asset management based on the strengths of each partner.







Greater Cheyenne Greenway



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