

East 5th Street CORRIDOR PLAN



October 16, 2012

ACKNOWLEDGEMENTS

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How to Use This Plan

This Plan is intended to coordinate local stakeholder needs with the larger community's utilization of East 5th Street as a major transportation corridor. It asks the question: "What are solutions to the corridor's unique challenges and opportunities?" The recommendations contained within the Plan are intended to be used by WYDOT, County and City staff and local Boards and Commissions in understanding where the community, local leaders and elected officials should focus their energy.

The East 5th Street Corridor Plan contains the following chapters:

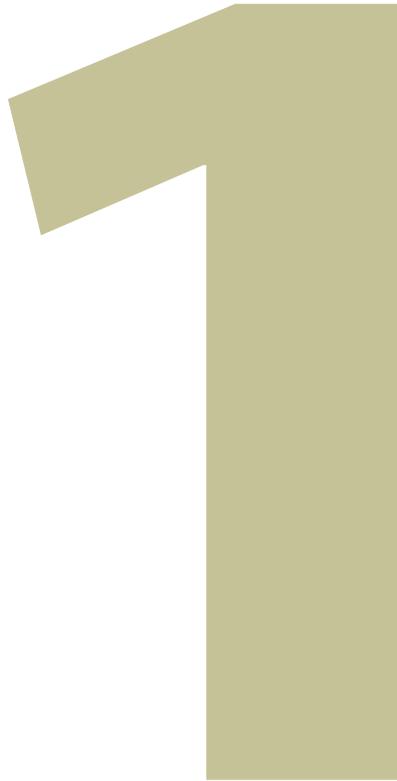
Chapter 1: Plan Foundations describes the Plan's purpose, previous planning efforts and history of the corridor.

Chapter 2: Existing Conditions and Issues describes the Corridor's unique opportunities and constraints, technical findings, and issues identified by the community.

Chapter 3: Vision translates the community's values into big ideas for the future.

Chapter 4: Framework Plan, Goals, and Policies represent the Plan's big ideas in physical form (the Framework Map) and policy form (Goals and Policies), drafting a blueprint for each idea: Land Uses and Business Activity, a Complete Transportation System, Utilities, Community Appearance and Design, Community Partnerships and Financing, and Natural Resources and Drainageways.

Chapter 5: Implementation outlines the barriers to change, key opportunity sites for development, and a list of actions for WYDOT, the City, County, business and property owners, residents, and other partners to make the Plan a reality.



PLAN FOUNDATIONS

Sheridan's East 5th Street corridor is central to the community's history, from its origin as a major travel trail route for Native American tribes, fur trappers and traders; as a key emigrant route of the Bozeman Trail; and, finally, as a road that provides direct connection between Interstate 90, downtown and surrounding neighborhoods, employment areas and smaller communities to the east.

This Corridor Plan is a policy document prepared jointly by the Wyoming Department of Transportation (WYDOT), Sheridan County and the City of Sheridan to implement a community-based vision of East 5th Street which defines the corridor's future and a guideline of the implementation actions. As such, the Plan provides a framework of community-based principles, policies, design options and implementation strategies.

Purpose of the East 5th Street Corridor Plan

As one of the key entryways into Sheridan and its award-winning historic downtown, the future of East 5th Street has been discussed since the 2008 Sheridan County Comprehensive Plan process, touched on during the North Main and Transportation Policy Plans (2009), and addressed in the recently adopted Sheridan Scenic Character Plan and City of Sheridan Entryway Code revisions. Numerous studies, most recently the Railroad Historic District Master Plan, the Railroad Quiet Zone Study and the Railroad Grade Separation Feasibility Study, have included specific design recommendations for this corridor.

Still, no planning process has provided a definitive vision that considers the area's land use trends, constraints and opportunities. Utilizing the Sheridan County Comprehensive Plan and the Future Land Use Plan for the Joint Planning Area process, the Sheridan City Council, WYDOT and Sheridan County Commission recognized the need for a Community-driven plan that encapsulates the desires of those who live or work in this corridor while integrating previous plans and information that has emerged over the years.

The purpose of the East 5th Street Corridor Plan is to articulate a common vision reflective of stakeholder objectives. The stakeholders are a diverse group that include business and property owners, residents, WYDOT, the City of Sheridan, Sheridan County, and the broader community. As a policy document, the Plan describes the goals, policies, and implementation strategies that can achieve the community's vision. While this Plan's content is important for the direction it provides to the community, the planning process itself has been invaluable for increasing collaboration and cooperation among stakeholders. However, this planning process is just the beginning for East 5th Street. For this Plan to be successful, stakeholders need to continue the

engagement and continue implementing the vision for East 5th Street.

The East 5th Street Corridor Plan study area centers on East 5th Street (State Highway 336) from N. Main Street on the west to just north of the intersection of state Highway 336 (referred to as “Wyarno Road” in this section) and County Road 84 on the East (see Figure 1). East 5th Street serves as the major east-west thoroughfare for Sheridan, accessible from the second of three community interchanges along I-90. The road provides the main access to motels, the Sheridan County Museum, Chamber of Commerce, State Visitor Center, Wyoming Game and Fish Department’s Visitor Center, and industrial employment, and is a primary access to the downtown and the surrounding neighborhoods. The study area extends about 1/4 mile north and south of East 5th Street. The Plan largely focuses on vacant or underutilized lots fronting on East 5th Street and the roadway itself.

A Community-Based Plan

Between November 2011 and May 2012, business owners, property owners and neighbors helped envision the East 5th street Corridor’s future with two public events, plus a series of focus groups and one-on-one meetings:

- Stakeholder Interviews – October 25, 2011
- Kick-off and Public Values Workshop – January 17, 2012
- Options Public Workshop – May 24, 2012

Through these events and numerous phone calls, emails, and one-on-one visits, citizens answered key questions about the Corridor, such as the following:

- “What are your specific issues with the transportation system, landscaping, building appearance, etc.?”
- “What is your vision for the corridor?”
- “What should be the type, character, location, and timing of new growth?”
- “What areas within the corridor are likely to be the focus of new development and redevelopment?”

Existing Plan Foundations

Early planning efforts influencing the East 5th Street Corridor began with the railroad underpass study in 1982 and the quiet zone study in 2006. These efforts were followed by the Sheridan Area Growth Management Plan (2001; commonly referred to as Vision 2020), and the Sheridan Joint Planning Area (JPA) Land Use Plan. The JPA is a component of the Sheridan County Comprehensive Plan which was adopted in December 2008, and provided an overall framework of land uses. The relationship between these and other plans to the East 5th Street Corridor Plan are discussed in the next sections.

Sheridan Joint Planning Area Land Use Plan

In 2009, Sheridan County and the City of Sheridan adopted a joint land use plan for the urban area surrounding the City to be served by a full range

of transportation and utility services. This plan is an element of Sheridan’s Comprehensive Plan and covers an area of approximately 60 square miles, of which approximately 10 square miles are currently incorporated into the City of Sheridan. The boundary encompasses an area where future decisions and development/conservation activities are of joint interest to both City and County residents and government.



Figure 1. Plan Study Area



According to the JPA plan, “The draft Future Land Use Plan map for the Sheridan Joint Planning Area provides a framework for future development. The map and land use categories will help the City and County to work together to accomplish the desired land use pattern—by designating where different types of urban and town-level development and compatible activities can occur within Sheridan’s Urban Service Area,” and that “As the area around the City of Sheridan grows, a transportation and utility network with multiple options will be needed to address the infrastructure challenges. This Plan recognizes the close relationship between transportation and land use and suggests that solutions to mobility issues require a comprehensive integration of the two elements. In the future, the City will continue to work with the County and the various transportation planning entities to develop a transportation system focused on safe, cost efficient, connected streets and roads and that also offers multiple transportation options (e.g., walkways, roads for vehicle travel, public transit, bike lanes, and off road trails), especially within Sheridan’s Urban Service Area. The City and County should collaborate on a more detailed transportation plan that is in harmony with adopted comprehensive plan documents.”

One of the key JPA Plan recommendations was to identify areas suitable for light and heavy industry. This is particularly important along the east end of the East 5th Street corridor, where industrial uses have gradually relocated since the time of interstate construction.

Figure 2. JPA Map

Sheridan County Comprehensive Plan

The County's Comprehensive Plan also describes how corridors such as East 5th Street serve the community on many levels: as arteries for the movement of goods and people, as drainageways and as recreation areas. Transportation Corridors are based on existing roadways, with cars being the primary means of travel while accommodating safe and convenient pedestrian, bicycle and transit access.

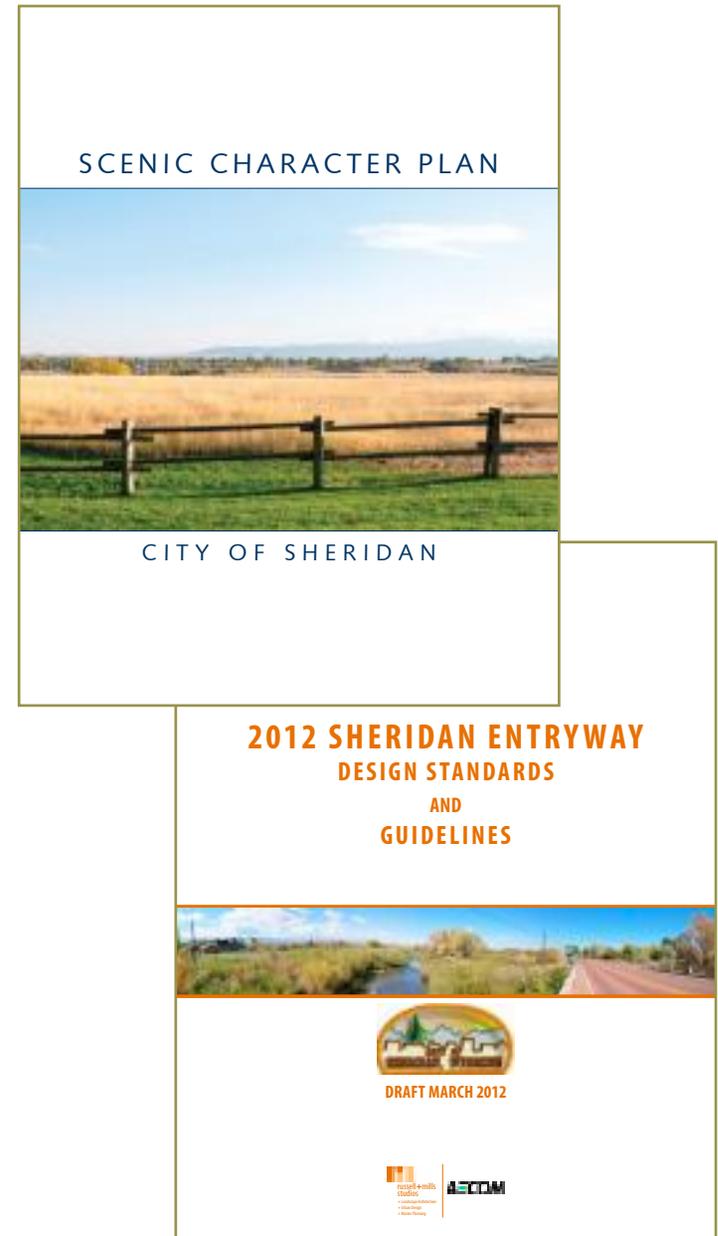
The Plan makes specific references to the East 5th Street Corridor with respect to alternative cross-country truck routes that connect County communities in the event of accidents or natural disasters. Also shown is a bicycle and pedestrian 'loop' that would allow users to circumnavigate the City while staying largely on an interconnected system of off-road trails and paths.

Sheridan Scenic Character Plan (2011)

The Scenic Character Plan included a scenic amenity inventory, corridor analyses, and policy recommendations intended to protect the scenic quality of Sheridan's entryways. Implementation of the Scenic Character Plan is achieved through revised City of Sheridan entryway regulations and guidelines. The East 5th Street Corridor is subject to the City's amended entryway standards that include provisions for landscape buffers from I-90, ridgeline landscaping, parking area and site landscaping, and architectural standards.

North Main Area Master Plan (July 2009), (adopted as an amendment to the Sheridan Joint Planning Area Land Use Plan)

In addition to providing an overall framework for development along the North Main corridor, the North Main Area Master Plan included a design concept for the East Gateway to the Railroad Historic District that consists of streetscape improvements along East 5th Street, including landscaped medians, sidewalks, a steel truss gateway arch, and an infill development concept for vacant properties east of the railroad tracks.



Sheridan Transportation Policy Plan (November 2009)

A companion document to the JPA Plan is the Sheridan Transportation Policy Plan that provides policy direction for how decisions regarding the implementation of the transportation system should occur. Transportation-related policies were adopted that would further the connection between land use and transportation and create an efficient multi-modal system. The following excerpts from the transportation goals and policies of the Plan are relevant to this analysis:

Goal 4.1: The transportation network will be well connected and coordinated with adjacent land uses.

Policy 4.1 a: Construct a well-connected road network

The City will plan and construct a well-connected road network that allows for different widths, speeds, and access requirements as appropriate to the transportation needs of the areas being served.

Policy 4.1 b: Coordinate land use and transportation planning

By way of its comprehensive plan and any future adopted transportation plan, the City will plan its future transportation system to complement and encourage development patterns adopted as a part of the Future Land Use Plan. This includes constructing new roads that interface with adjacent land uses in a safe manner for all right-of-way users. New urban development should contain “complete street” systems that allow for internal pedestrian, bike and auto circulation. They should also be comprised of a mix of compatible uses, so residents have services, recreation, jobs and shopping near homes.

Goal 4.2: Urban areas will have “complete streets” to accommodate motorized vehicles, public transit, bicycles, and pedestrians.

Policy 4.2 a: Accommodate all transportation modes

Ensure that all new streets provide for efficient and safe movement for all transportation modes (i.e., vehicles, public transit, bicycles, and pedestrians).

Policy 4.2 b: Extend pathways

Extend the pathway system for bicycles and pedestrians to encourage transportation and recreation travel consistent with the Pathways Master Plan. The pathways systems will complement, but not substitute for, improvements to the roadway network for bicycling and walking.

Goal 4.3: The city will ensure that new development provides adequate transportation improvements to accommodate needed services

Policy 4.3 a: New development will provide adequate transportation facilities

The City will require that new development adequately addresses system-wide impacts that the development creates for all modes of travel, and will identify necessary improvements to be made as a part of the development approval process. The City will allow new development only where adequate facilities exist, or can be constructed or upgraded prior to development or phased as development occurs.

Policy 4.3 b: New development and high impact users will pay equitable shares for improvements

The City will implement mechanisms that require new development and other high impact users to pay an equitable share of necessary improvements to the transportation system.

Policy 4.3 c: Prioritize transportation improvements through Capital Improvement Program

The City will continue its Capital Improvement Program (CIP) for transportation facilities that emphasize the importance of reducing traffic congestion, maintaining the existing roadway system, providing “complete streets” that accommodate a variety of mode types, and building structures that are compatible with neighborhoods and with land uses designated on the Future Land Use Plan. The CIP will also enable the City to leverage available funds from local and state funding sources.

Policy 4.3 d: Reserve road/utility corridor rights-of-way

The City will reserve adequate additional rights-of-way, at the time of the subdivision process, for those roadway and/or utility corridors the City anticipates extending or widening in the future.

Sheridan Pathways Master Plan Update (2007)

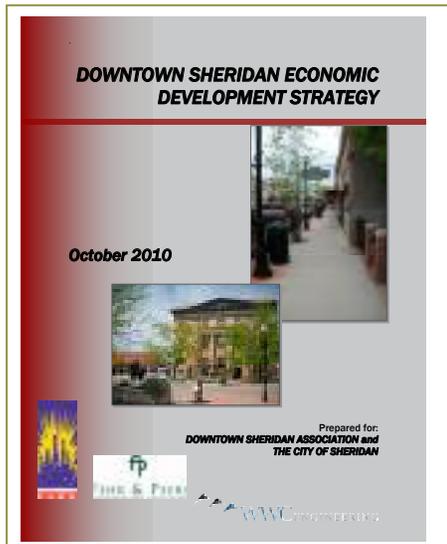
The plan aims for a “pedestrian-friendly development” via implementation of designs that encourage walking by providing site amenities for pedestrians and to develop pedestrian-friendly environments to reduce automobile dependence.

East 5th Street has been designated as a “Street Oriented Route” from N. Sheridan Ave. to East Ridge Road. N. Sheridan Ave is a “Priority Sidewalk Development” connecting to existing pathway on W. 1st Street. East Ridge Road is a Tier 2 Multi-Use Pathway Project.

A Street Oriented Route is a route in which the traveled roadway is shared by bicyclists and motorists, and upon which a sidewalk is located on one or both sides of the street. The street cannot accommodate the separation of bicycles from automobiles due to the narrow right-of-way.

Downtown Sheridan Economic Development Strategy (2010)

The Downtown Sheridan Economic Development Strategy (DSEDS) was developed to address concerns about the long-term sustainability of the historic Downtown.



A baseline market analysis and economic development model were developed to identify downtown strengths and weaknesses, and was then used as a basis for developing economic and market recommendations, traffic and parking solutions and building restoration and design support alternatives.

The DSEDS includes a market assessment and an implementation action plan.

Railroad Grade Separation Feasibility Study (1982)

Several alternatives to the 5th Street at-grade railroad crossing were considered in this study. In addition to the cost implications for each option, the analysis showed that the grade-separated alternatives have significant design challenges.

Both of the two underpass options would require continual pumping of groundwater given the depth of the water table in this location near the Goose Creek drainage. An overpass would also be incongruous with the character of the area, with the elevated roadway surface approximately 38 feet above grade at its highest point as it passes the historic Sheridan Inn and adjacent contributing historic buildings.

Alternate A, Plan 1 (underpass)

Under this underpass option, Fifth Street would be a depressed section between Gould and Custer Streets, and pass between the railroad tracks and Crook Street. Single lane, one-way frontage roads were to connect to Gould Street and Broadway, and Crook and Custer Streets, at the surface level.

Projected cost: \$3.8 million*

Alternate A, Plan 2 (underpass)

The second underpass option included Fifth Street as a depressed section between Broadway and Custer, and passed underneath the railroad tracks and Crook Street. Single lane, one-way frontage roads connected Crook and Custer Streets.

Projected cost: \$2.8 million

Johnson Plan (overpass)

The only overpass option included a flyover of the railroad tracks diagonally from 1st Street at Broadway to 5th Street at Crook Street.

Projected cost: \$3.0 million

Shelby Plan (at grade improvements)

Under this at-grade option, Gould and Custer Streets, between 5th and 1st Streets, would be improved. Advance warning signs and signals would divert traffic to the 1st Street crossing when the 5th Street crossing was blocked.

Projected cost: \$0.51 million

*all costs shown as 1982 estimates

Railroad Quiet Zone

The City of Sheridan commissioned a study in 2006 to evaluate possible options for a Quiet Zone at multiple at-grade crossings of the BNSF rail line between 1st and 5th Streets. The evaluations were based on the criteria found in the Final Rule of Use of Locomotive Horns at Highway-Rail Grade Crossings.

Under the Train Horn Rule, the Federal Railroad Administration allows engineering improvements at the at-grade crossings that will permit eliminations of the train horn. The Final Rule dictates that the following engineering improvements must be considered:

- Temporary Closure of a Public Highway-Rail Grade Crossing
- Permanent Closure of a Public Highway-Rail Grade Crossing
- Gates with Non-Mountable Medians or Mountable Medians with Channelization Devices
- One Way Street With Gate(s)

The City of Sheridan elected to use a Four-Quadrant Gates system in order to comply with the Federal rules. This approach required that gates be installed at the crossing sufficient to fully block traffic, with the gates lowered, that the crossing be equipped with Constant Warning Time Curcuitry, and that



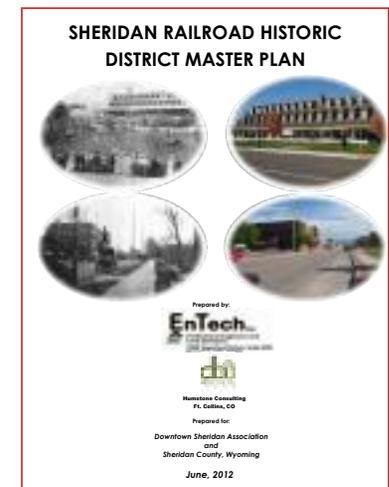
Figure 3. Non-traversable median at train crossing

Qwik-Curb separators be installed that act like a non-traversable median.

Sheridan's East 5th Street Quiet Zone went into effect February 2011.

Sheridan Railroad District Master Plan

The Downtown Sheridan Association (DSA) and Sheridan County have used grant funding to develop a Historic Preservation/Economic Development Plan for the Sheridan Railroad Historic District. This ongoing planning effort describes the history of the district, the significance of resources within it, and specific recommendations for improving infrastructure and individual buildings. With a portion of the District forming the west side of the East 5th Street corridor, the Railroad District Plan helps to guide recommendations made in the Plan.



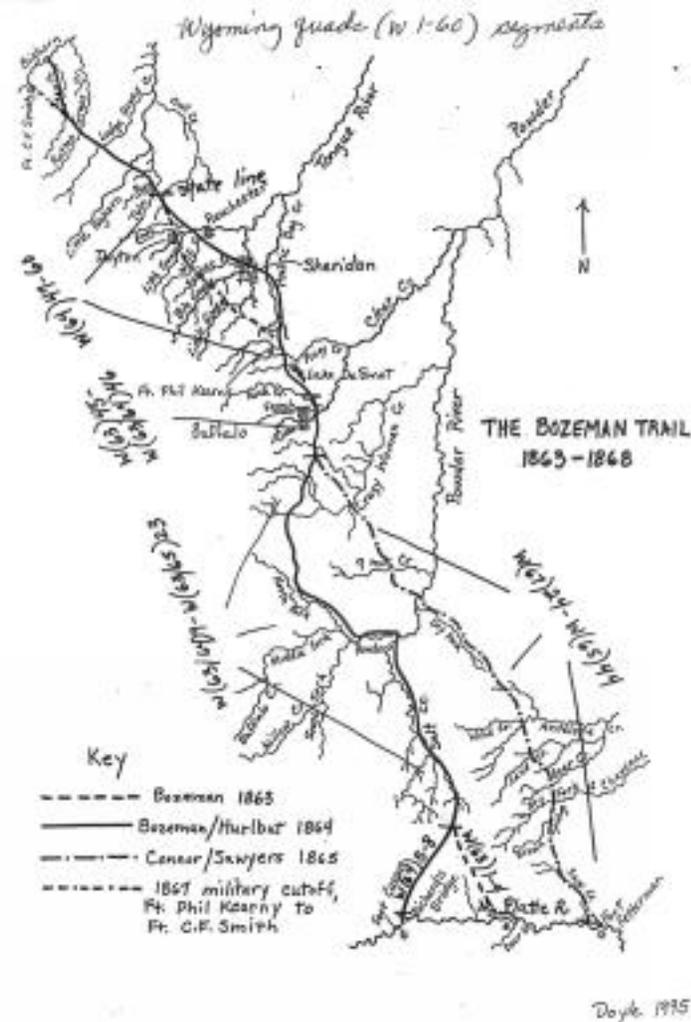
East 5th Street Corridor History

Bozeman Trail

A portion of the emigrant route of the historic Bozeman Trail coincides with or parallels the alignment of East 5th Street. Just south of Sheridan, the route of the Trail traversed Battle Ridge and then split, with the military route turning near Big Horn, then west of Sheridan near the Mountains. The emigrant route took an easier way, and traveled parallel to I-90 along Prairie Dog Creek, and then westward just north of 5th Street, near the State Visitor's Center, past the Sheridan County Museum, and continuing westward turning with a keystone road near the Sheridan County Sportsman Gun Club. Wagon wheel ruts are still prominently visible on the west side of Sheridan, just beyond the Sportman's Club.

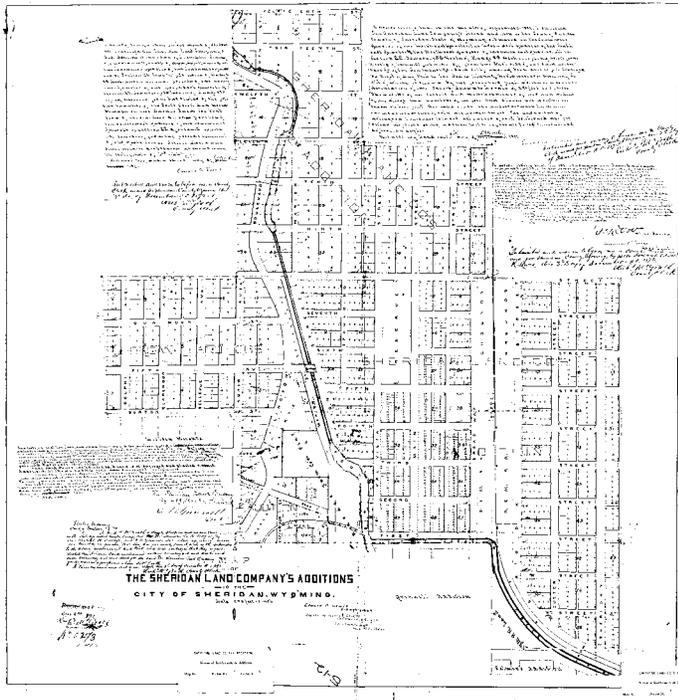
In her book "Journeys to the Land of Gold" historian Susan Badger Doyle describes the emigration period of travel on the Bozeman Trail as lasting from 1863 to 1866. It then became primarily a military transportation route through closure in 1868. Although used by later military expeditions in the 1870's and civilian settlers during the last quarter of the Nineteenth Century, 1863-1868 is the most historically significant era of pioneer travel and ferocious military conflict on the trail. While only thirty-five hundred people traveled its five hundred miles during the four years of emigration, it was, as Doyle wrote, "the last great overland emigrant trail in the American West."

The Bozeman Trail originated along the South Platte River near Julesburg, Colorado and continued approximately 500 miles north and west to the Town of Virginia City, Montana, which lessened the distance by almost by 400 miles from the previously established route through this area.



The Bozeman Trail through Wyoming

Source: Susan Badger Deyle



Subdivision Plat: Sheridan Land Company Addition, 1892 (Source : City of Sheridan)



Early Residential Development - Sheridan Land Company Addition (Source : The Wyoming Room, Sheridan County Fulmer Public Library)

Early Residential Development

With the platting of a new addition to the original Town Site by the Sheridan Land Company in 1892 came the development of the Sheridan Inn, the community's first passenger rail service, and the beginning of residential development along the East 5th Street Corridor.

One of the early Sheridan settlers along the East 5th Street Corridor was John A. "Jack" Webb, who established his home at the corner of East 5th and Skeels Streets. In 1928, he started working for the Sheridan Street Department where he continued to work until 1931. From 1932 to 1948, he contracted work and then became the Sheridan Street Commissioner in 1948. Jack and his wife Mary were well known for their contributions to the Sheridan community (source: Sheridan County Heritage, 1983).

Bullet Glances Off From Officers Badge- Policeman Guy Webb Has Narrow Escape from Death When Burglar Shoots at Him: "Police Officer Guy Web narrowly escaped being shot to death Friday night by Chester Faulk whom he was arresting on a charge of burglary. The bullet from Falk's pistol struck officer Webb's large badge over his heart and glanced off, after bending the badge" (Sheridan Enterprise, June 14, 1914 p. 1).



Jack Webb's brother Guy was a Sheridan police officer famous for his narrow escape from death. Above: Webb homestead. (Source : The Wyoming Room, Sheridan County Fulmer Public Library)

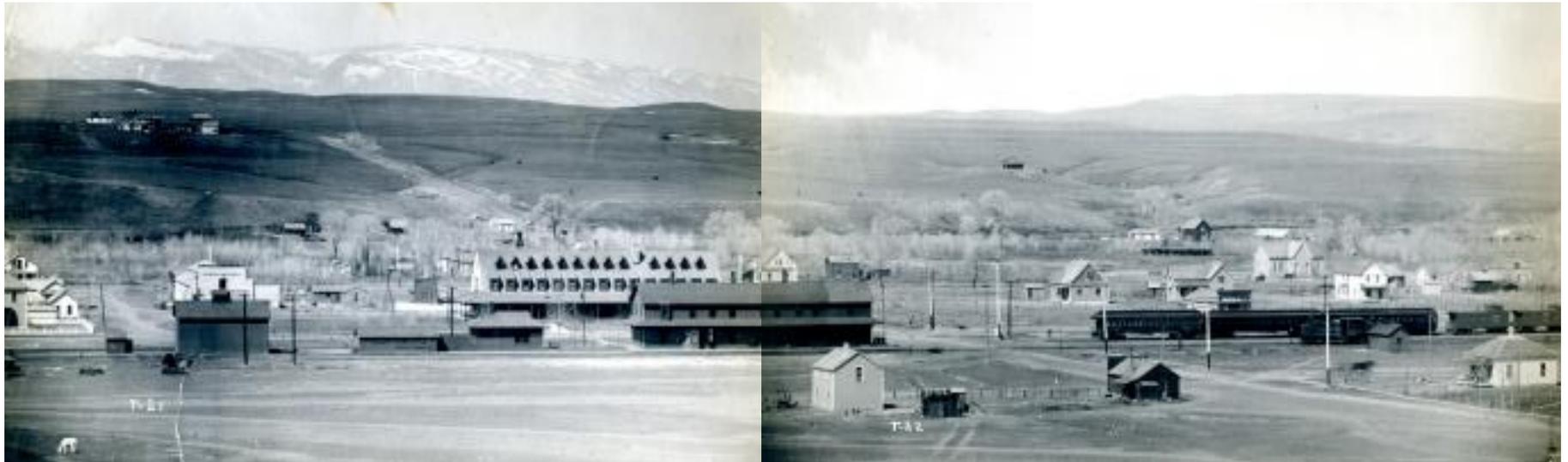
Trolleys Serving East 5th Street

In 1911, a local electric streetcar system called the “City Line” began operation through town, and served as a direct line to the coal mines. Its path began at the East 5th Street railroad station and wound its way down Main Street.

When the City decided to repave downtown Main Street in 1923, it also decided that the stretch of double track on Main Street would not be replaced due to decreased passenger counts. So, in September, 1923, service on the City Line was discontinued.



Sheridan Inn with Streetcar (Source : The Wyoming Room, Sheridan County Fulmer Public Library)



1902, Sheridan Depot (previous location) in the center, with the Sheridan Inn behind (Source : Sheridan County Fulmer Public Library)

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EXISTING CONDITIONS AND ISSUES

The East 5th Street Corridor presents several challenges such as access management (particularly in the residential/retail areas east of downtown and in the railroad historic district), sub-standard infrastructure, long delays at the at-grade railroad crossing, inconsistent appearance of landscaping and architectural design elements, and inadequate directional signage.

The Corridor also benefits from site-specific opportunities and assets. Historic and civic amenities include the Sheridan Inn, the Sheridan County Historical Society Museum, the State Visitor Center, the Bozeman Trail, and the railroad historic district, depot, and train. Established neighborhoods and nearby parks are complemented by expansive vistas, Prairie Dog Creek, and its surrounding agriculture areas. Existing businesses and hospitality activities, coupled with resident and property owner interest and involvement and underutilized properties ripe for infill and redevelopment, plus large pastures and undeveloped lots to the east provide opportunities for growth.

This chapter highlights both issues identified by the community and findings of the project team. Additional findings from the public meetings and surveys are included in the appendices. Issues and technical findings identified to date are organized by the following headings:

- Land Use
- Business Activity
- Transportation System
- Appearance and Design
- Streetscapes
- Building and Property Appearance
- Gateway
- Utilities

Land Use

Corridor Segments

Currently, the East 5th Street Corridor is comprised of three distinct districts, each of which possesses unique character opportunities and constraints and requires different approaches tailored to local conditions. The districts are (1) the Railroad Historic District, (2) Residential /Transitional District, and (3) the Interchange, Hospitality and Employment District.



Railroad Historic

Residential/Transitional

Interchange, Hospitality and Employment

Figure 4. Corridor Segments



Interchange, Hospitality and Employment



Railroad Historic District



Residential / Transitional District



Interchange, Hospitality and Employment District

Railroad Historic District

The westernmost district of East 5th Street occurs from Main Street, where the surrounding area begins a transition from downtown, with its array of retail, restaurant and office land uses, to the east side of the BNSF rail line. This area falls within the Sheridan Railroad Historic District and is greatly influenced by the character of its intact historical buildings fronting on the corridor. This area will be affected by the success of the Historic District as a new cultural district for the community, and as development occurs on vacant or underutilized properties.

Residential/Transitional District

The middle district generally occurs from Crook to Skeels Streets. Properties are typically subdivided as 50' x 140' or 50' x 180' lots that were part of the early platted additions to the City. The area is predominantly residential; however, some lots have been assembled to create larger building sites for non-residential uses, such as warehousing, a motel, convenience store, and small retail center.

Interchange, Hospitality and Employment District

The easternmost segment occurs from Skeels Street east to the Wyrarno/Wildcat Road junction, where tourism and hospitality uses are centered near the I-90 interchange. A more 'open' landscape character is expressed in this area. Further east of the interchange near East Ridge Road, light industrial become more dominant; however, a large percentage of land in this area is vacant or used for livestock grazing. Just west of the study area boundary is the Sheridan Urban Service Area boundary. This demarcates where the City will provide municipal water and sewer service.

Land Uses

Land Use	Sum of Acres	Percent of Total Land Use
Agricultural	193.7	27%
Commercial/Industrial	108.7	15%
Residential	93.8	13%
Exempt / Public Uses	68.5	9%
Not Classified	13.7	2%
Vacant Land	80.3	11%
Right of Way /Public Uses	167.0	23%
Total	726.0	100%



Figure 5. Map of existing land use

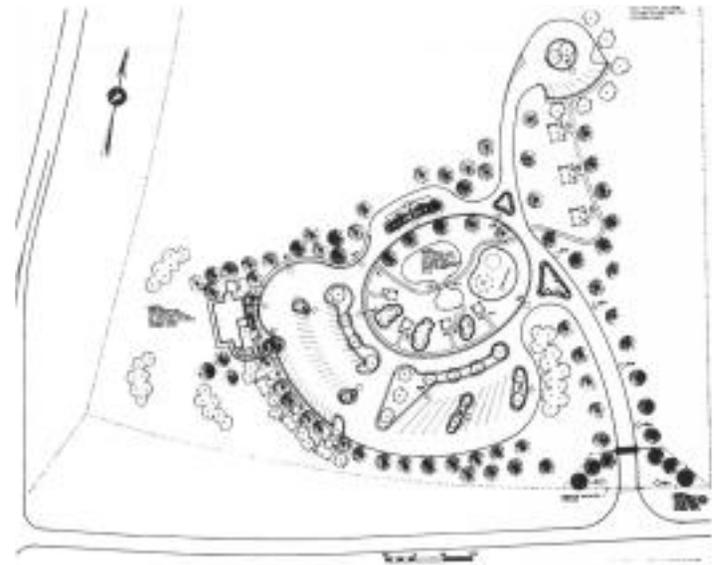
Properties within the City boundary are zoned R-1 and R-3 (Residence Districts), and B-1 and B-2 (Business Districts).

- R-1 generally allows single-family dwellings on lots that are at least 6,000 square feet.
- R-2 generally allows single and multi-family dwelling up to 45 feet tall on smaller lots (e.g., 4,000 square feet)
- B-1 allows residential uses, retail businesses, public garage or filling stations, hotels, and other commercial businesses. Height can be up to 45 feet.
- B-2 allows a much greater variety of commercial and retail uses. It restricts most heavy industrial uses.

In Sheridan County, the properties north of the road are zoned for Urban Residential (UR). South of the road (outside the City), properties are zoned Industrial 1 (I-1). Further to the east, Agriculture zoning predominates. The A district allows agricultural and residential uses with a density of 1 unit per 80 acre, or 1 unit per 40 acres (with a Conservation Design Subdivision).

The UR district allows residential dwellings, mobile home parks and agricultural uses on a minimum lot area of 6,000 square feet per dwelling unit if served with central water and sewer, or 2 acres per dwelling unit if the lot is outside a Groundwater Protection Area (GPA). Smaller lots would be permitted with a Conservation Design Subdivision.

I-1 district allows for almost all commercial and industrial uses with no minimum lot area if connected to central water and sewer, or 2 acres per industrial building if the lot is outside a GPA.



Original Plan for the State Visitors Center, 1971 (Source : WYDOT)

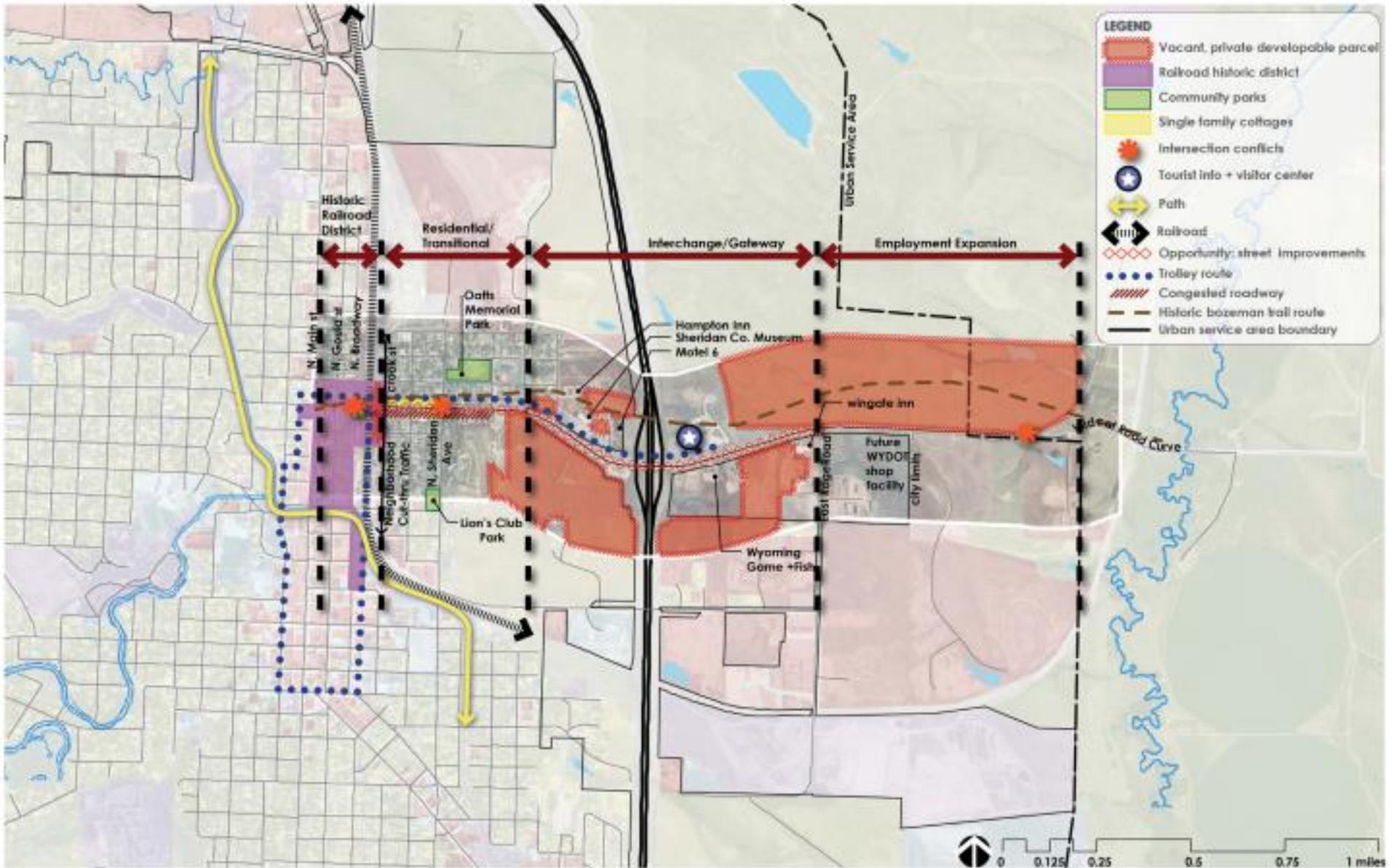


Figure 6. Strengths, Weaknesses, Opportunities and Threats (SWOT) Map

Business Activity

The East 5th Street corridor offers an array of land uses, from single-family homes to hotels, motels, industrial uses, offices, retail and public facilities. The visual quality of these land uses is also diverse with historic structures, older pre-fabricated metal buildings, visible outdoor storage, single-family houses, and newer motels and other commercial structures.

Businesses along East 5th Street serve a variety of markets. Those clustered around the interstate are directed toward the tourism industry and include lodging options at different price points. Industries geared toward marketing and promotion are also located in this area. A cluster of light industrial, manufacturing, and construction trades are concentrated in two areas: on the South side of East 5th Street in between Crook and Saberton Streets, and south and east of Eastridge Road.

Transportation System

East 5th Street west of the I-90 interchange is a relatively typical example of highway entryway commercial and industrial corridors built before today's development standards. In some of the Corridor in between the railroad district and the Interstate, non-residential development forms a shallow linear strip of low intensity uses along the roadway. Historically, direct access to businesses from the main road was the primary goal versus community mobility and safety.

These older industrial and commercial uses within the area often have wide, relatively uncontrolled access driveways onto East 5th Street. While it appears that these access points have not historically caused traffic conflicts, the potential for vehicular conflicts is increasing as traffic counts rise gradually and train delays cause additional backup.

Residents and businesses have identified improving traffic controls, traffic safety, pedestrian and bicycle access, and controlling cut-through traffic onto adjacent residential neighborhood streets as important issues. One improvement project was completed by WYDOT in 1996 on the stretch of East 5th Street between Saberton and Valley View Road. The roadway was widened, attached sidewalks constructed, and provisions made for on-street bicycle movement.

Streets and Roads

East 5th Street Jurisdiction and Design Description

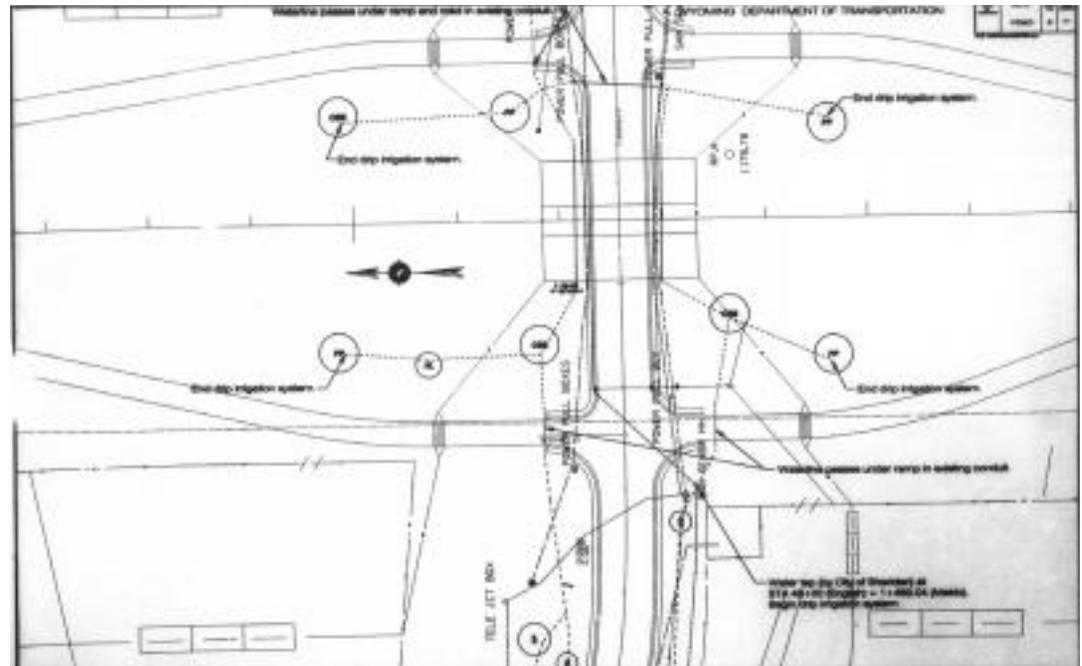
East 5th Street, which is designated as State Highway 336, is part of WYDOT's Urban and State Highway System. As such, WYDOT is responsible for its operation and maintenance. East 5th Street begins on the west side of the study area at North Main and extends to the east beyond the Plan study area. The functional classification of East 5th Street is Minor Urban



Arterial west of I-90 and is a collector east of I-90. It is part of WYDOT's Primary Highway system between Joe Street east to a point approximately 1,000 feet northeast of the intersection with Wildcat Road (CR84). At this point, State Highway 336 becomes part of the Secondary Highway System.

East 5th Street within the study area is comprised of four different roadway sections:

1. From North Main to Skeels Street: This section is an Urban Arterial with a single lane extending both directions, with parallel parking, curb and gutter and sidewalk both attached (streetside) and detached (boulevard) on each side of the roadway, except at the crossing of the two BNSF railroad tracks and along the frontage between Sheridan Ave. and America's Best Value Inn. Roadway widths vary from 43 feet to 49 feet (back-of-curb to back-of-curb) in this section.
2. From Skeels Street east beneath I-90 to Valley View Drive: This section is an Urban Arterial with a single lane extending both directions, and curb and gutter and sidewalk on each side of the roadway. However, in lieu of parking along each driving lane, a center turn lane exists, with 9 foot-wide lanes for bicycle use (although not marked specifically as bike lanes) on each side of the street. The roadway width in this section is 56 feet from back-of-curb to back-of-curb.
3. From Valley View Drive to East Ridge Road (CR139): This section features a 52 foot-wide asphalt roadway width with a single lane extending both directions, no curb and gutter or sidewalk, a center turn lane, and a 9'-wide lanes for bicycle use (although not marked specifically as bike lanes) on each side.
4. From East Ridge Road to the east end of the study area: This section features a 40 foot-wide roadway with no curb and gutter, sidewalks, center turn lane, or bike lanes.



1996 I-90 and East 5th Street Improvement Plans (Source : WYDOT)

Recent improvements to East 5th Street include:

- Improvements to the intersection with North Main (2011).
- Improvements to allow for a Quiet Zone for the East 5th Street crossing of the BNSF railroad tracks (2011).
- I-90 Bridge over East 5th Street vertical clearance improvements (2000).
- Roadway widening and sidewalk installation between Saberton Street and Valley View Road (1996).

There are no improvements listed on the WYDOT State Transportation Improvement Plan (STIP) for the years 2012-2017. WYDOT does not have plans at this time for additional landscaping or other streetscape enhancements along East 5th Street. Landscaping and streetscape enhancements are normally not performed by WYDOT; maintenance of such improvements typically falls to the local jurisdiction.

Traffic Counts and Safety

WYDOT has performed traffic count studies at various locations along East 5th Street over the past several years. Figure 1 portrays data from these studies. Peak average daily traffic (ADT) for East 5th Street occurred in 2009 just east of the North Main intersection. Traffic counts showed a slight decrease from 2009 to 2010, which may be indicative of the downturn in the economy.

HKM Engineering performed a traffic study for the City of Sheridan in 2001. The HKM study defined East 5th Street as a “Major Arterial Roadway.” This study indicated that 17 accidents occurred between 1995 and 2000 at the intersection with Broadway, and 14 accidents occurred at the intersection with Saberton. (The study only showed accident numbers along 5th Street and throughout the City if they exceeded 10.)

BNSF Railroad Crossing

East 5th Street crosses two BNSF railroad tracks that are directly adjacent to each other. These tracks currently provide an average of 32 daily train movements. As such, a continuing problem for 5th Street traffic is the delay caused by trains blocking the traveled route. These delays slow the response time for emergency vehicles, although, due to the Sheridan Avenue bridge beneath the BNSF railroad approximately ½ mile south of East 5th Street, they do not totally prevent

emergency response east of the tracks. Advisory signage does not exist alerting the public to this alternate route.

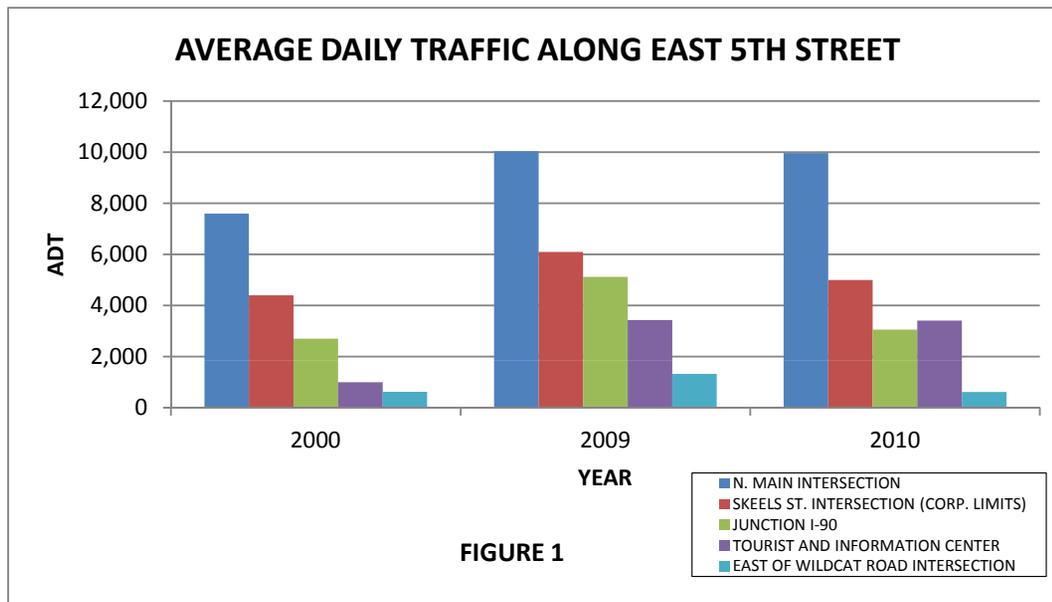
East 5th Street has a maximum grade throughout the study area of approximately 7%. This percentage grade is the maximum street grade allowed by the City for an arterial as defined in its current ordinances.

Access Control

Due to its historical use, the current access spacing distances for East 5th Street are far less than the distances typically allowed by either the City or WYDOT for urban arterials, which are 330 feet for public streets and 1,320 feet for signalized intersections. WYDOT urban arterial access requirements do not allow access other than from public streets, which is not the current situation throughout most of the length of East 5th Street.

Signalization

With the exception of the railroad track crossing and the North Main intersection, there are no traffic signals or stop signs on this section of East 5th Street.



Other Streets within City Limits and Study Area

All streets other than East 5th Street that are within both the City of Sheridan and the study area are defined as being local streets, except for the following :

- North Main (arterial)
- Broadway (collector)
- Sheridan Avenue (collector)
- East Ridge Road (CR139) intersects East 5th Street and extends south to the City of Sheridan Landfill and eventually to US Highway 14

Recent construction projects associated with these other streets within the study area include the following:

- North Main improvements (2011)
- Broadway/Gould street improvements (2008)
- Scott/Broadway improvements (2006)
- Areas adjacent to East 5th Street between Crook Street and Sheridan Avenue (1997 and 2001)

Other Roads Outside City Limits within Study Area

One County road exists within the study area, as follows:

Wildcat Road (CR84) begins at the easterly end of the study area and extends east beneath a BNSF Railroad bridge, which is located outside the study area. CR84 intersects State Highway 336 at an oblique angle approximately 3,000 feet east of the East Ridge Road intersection. Users of CR84 have expressed the following concerns regarding safety at this intersection:

1. CR84 does not intersect State Highway 336 at a right angle, creating an unsafe condition.
2. Sight distances along CR84 are limited.

There is a narrow bridge beneath the BNSF Railroad, owned by BNSF. It is immediately outside the study area. At this time, Sheridan County does not have plans to implement any improvements along CR84 within the study area. This decision is primarily due to the fact that CR84 is currently a fairly low-volume road. However, County staff is currently compiling traffic counts along CR84 and plan to approach the railroad division of WYDOT about widening the bridge and determine if funds might be available through WYDOT for this purpose. At this time, it is assumed that the BNSF would not pay any costs associated with improvements to the bridge.



Figure 7. Roadway map

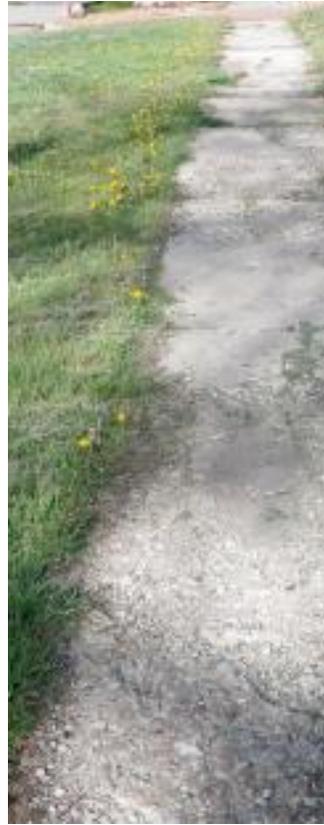
Pedestrian and Bicycle Facilities

Pedestrian movements along the corridor are challenging due to a lack of an interconnected sidewalk system, missing sidewalk links, and some sidewalks in a poor condition. The lack of sufficient sidewalks was an issue that residents and businesses repeatedly raised, and is identified in this Plan as a top priority.

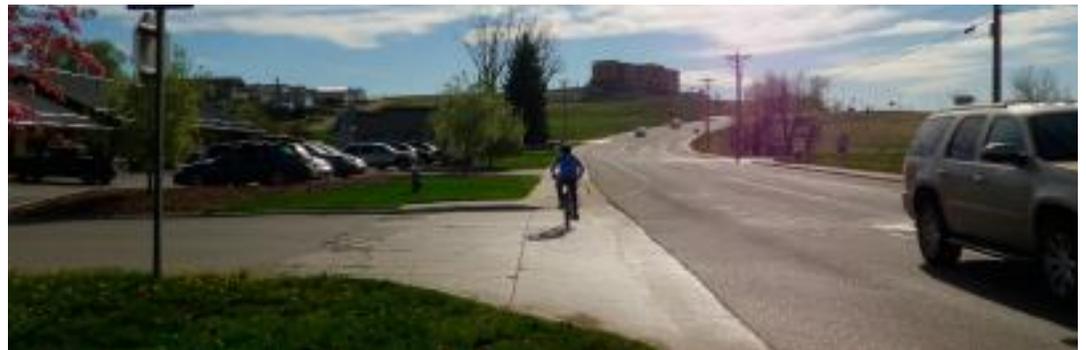
Gaps in the sidewalk system occur in the following locations:

- South side of East 5th Street, between Broadway and Crook Streets; and between North Sheridan Avenue and Saberton Street
- North side of East 5th Street between Saberton Street to a point 300 feet to the west
- East and west sides of Saberton Street, between 5th and 6th Streets
- East and west sides of Skeels and Joe Streets
- North and south sides of East 5th Street between Valley View Road and the end of the urban area

Formal bicycle facilities are limited within the study area. As stated previously, only a 9 foot-wide striped on-street lane capable of supporting safe bicycle movements now exists along East 5th Street on each side of the street from Skeels Street east to East Ridge Road. In addition, none of the businesses within the corridor provide secure bicycle rack parking, which is an important component of the bicycle network.



Vertical displacement of sidewalk and tripping hazard, missing sidewalk links, and deteriorating concrete



Bicyclists use the sidewalk in the absence of formal bicycle facilities

Transit Facilities

The only existing transit service along East 5th Street is a seasonally operated trolley. In 2000, the Downtown Sheridan Association began operating two rubber-tired trolleys, approximate replicas of the historic electric trolley cars. The regular trolley route, which starts and stops at the State Visitors Center on East 5th Street, has an established stop on the north side of the street adjacent to the Sheridan County Museum, and picks up and drops off at select historic sites such as the Sheridan Inn and Main Street. The trolley operates from Memorial Day to Labor Day on an hourly loop.

Appearance and Design

Many of the buildings west of I-90 are older and have outdated layouts or facades. There is widespread agreement by businesses and residents that the quality of commercial buildings and the appearance of the corridor are critically important elements that will contribute to the long-term economic success and an enhanced entryway experience for the Sheridan Community. Many participants in the public process asked for improved “quality of commercial buildings” and “more landscaping, street trees, and beautification.”



Sheridan trolley and transit bench (Source : Downtown Sheridan Association)

In some parts of the corridor, community design considerations such as safety, walkability and visual quality have been neglected. More intensive landscaping is limited to a few isolated locations where new development has occurred. These aspects provide a sense that the corridor needs additional business and neighborhood investment.

Streetscapes

The streetscape lacks basic elements of pedestrian lighting, and has inconsistent street trees, sidewalks and landscaping. The installation of street trees or other vegetation, pedestrian scale lighting, and public spaces would improve the Corridor’s appearance. As on any state highway, landscaping along the parkway and medians may run counter to WYDOT concerns regarding safety and ease of maintenance/snow removal. However, street trees and other streetscape features should have nearly equal importance to other elements, much like the community has with recent Main Street improvements.

Street lighting along East 5th Street extends from North Main to Valley View Drive. Most light fixtures within the corridor are one of two types: large-scale ‘cobra head’ style typical on an interstate highway or high volume arterial roadway, or a smaller cobra head fixture mounted to a wood utility pole. Unattractive overhead utility lines on wooden poles run along the south side of East 5th Street between North Sheridan Avenue to Skeels Street, crossing to the north side of the East 5th Street in front of the Sheridan County Museum. These lines are located underground at the interchange.



‘Cobra head’ light

Gateway

The “sense of arrival” into the Sheridan community occurs for many tourists at the East 5th Street exit, although the City begins two miles south at Brundage Lane. Property owners and residents recognize the importance of the corridor’s highway and gateway functions, and how promoting the corridor as a gateway could positively influence businesses within the corridor itself as well as key destinations like the Downtown and Railroad Historic Districts. Unified landscaping, special signage and well-designed new development and redevelopment on key parcels near the interchange can also help to improve appearance and create a distinct gateway identity.

Views to the south and west from the I-90 interchange feature an expansive prominent natural feature topped by a water tank (reservoir) with a hillside and drainage area below and the mountain backdrop. The dramatic viewshed here carries across this private, largely vacant property. The lower drainage is the source of wetlands and natural grassland prairie.



Large, undeveloped properties off of East Ridge

Natural Features

Several large open properties and natural drainages occur within the east half of the study corridor. Traveling west on East 5th Street, from the Prairie Dog Creek drainage, are vacant lands on both sides of roadway. Expansive views of the Big Horn Mountains exist from these open, rolling properties.

Opportunities to reinforce the natural values include buffering new development from natural features, reducing ridgeline impacts through landscape buffering, treating water quality at the development site, and restoring natural drainage features and vegetation.



Drainage conditions

Utilities

An assessment of the Corridor’s existing utility systems (gas, electric, water, sewer, stormwater) found that there are no insurmountable limitations to accommodate new development or redevelopment within the Urban Service Area (USA) . Water transmission lines and sanitary sewer trunk lines are in place to service development west of East Ridge Road, and water lines could readily be extended further to the east. An existing sanitary sewer line follows the south side of East 5th Street, yet a future lift station would need to be constructed to accommodate most of the future development east of East Ridge Road. Smaller water distribution and sanitary sewer collection lines to specific developments may have to be installed to connect these developments to existing mains, as is typical for any proposed project. There is adequate water pressure to serve new developments within the USA boundary.

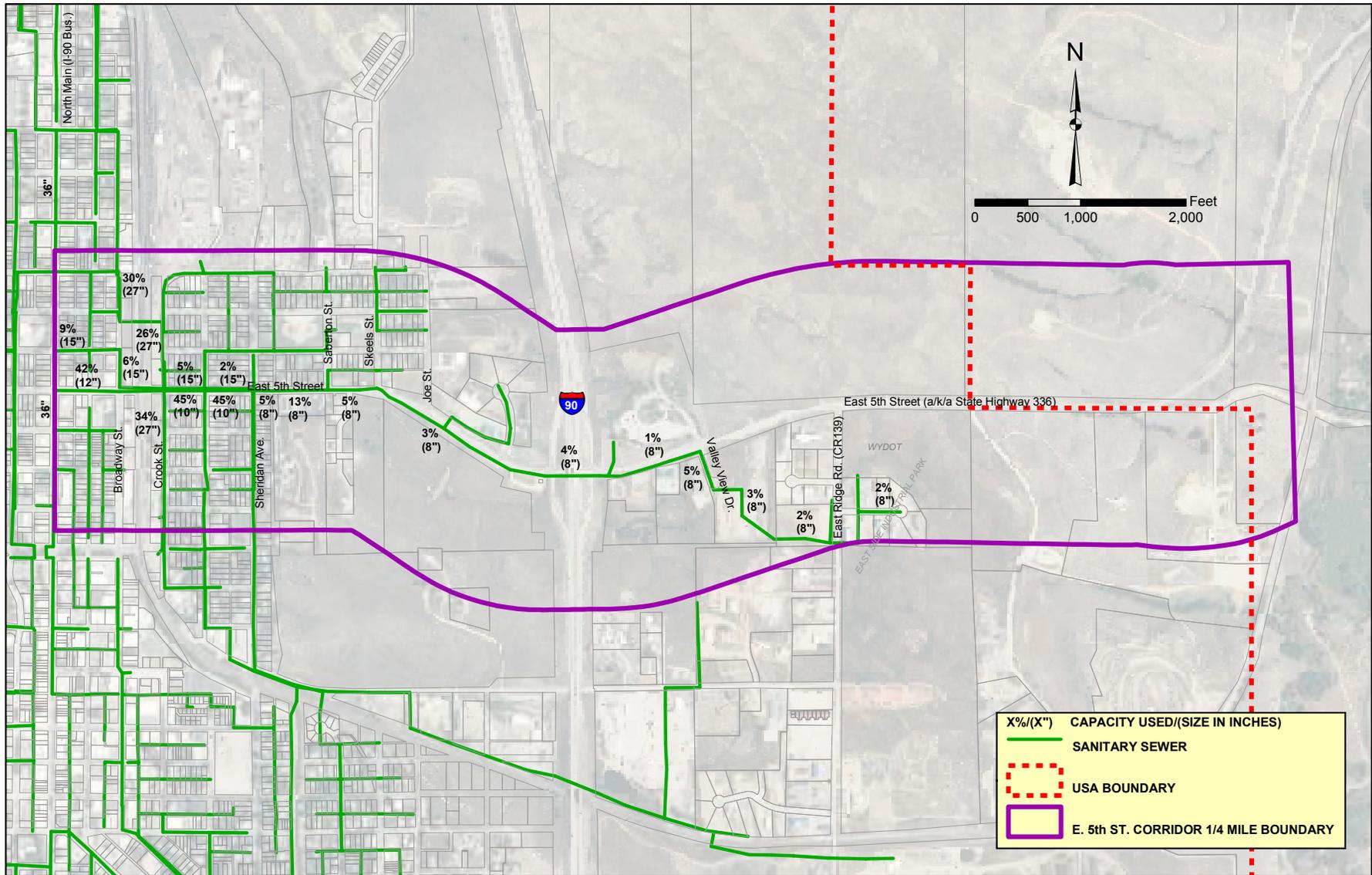


Figure 8. Sewer capacity map

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The vision for the future of East 5th Street draws from the Corridor's many unique opportunities and assets: historic buildings and resources, expansive views, well-established neighborhoods, and a host of employment opportunities. The Corridor serves as an important tourism and hospitality center for Sheridan and the region. As the Downtown area gateway into Sheridan, the East 5th Street corridor is key to maintaining and enhancing the community's positive western image and high quality of life.

The vision, as expressed in this Plan, means a description in words and images about what the area will look like in the future. It is important for this vision to be grounded in the values of those who visit, work or live in the area. The reality is that pre-existing conditions - uses, buildings, the presence of I-90, major landforms, etc. - also means that some aspects are unlikely to change no matter the effort. The vision must extend from what is already provided.

Throughout the planning process, several common themes were articulated by local property owners and the broader community, which, when combined, provide a unifying vision for the Corridor:

A Safe, Well-Designed Street with Multiple Travel Options

A primary focus of the East 5th Street Corridor Plan is the provision of transportation improvements that balance the needs of motorists, rail users, pedestrians, bicyclists, and businesses. New multi-use trails, a highway pedestrian underpass crossing, pedestrian connections between businesses and neighborhoods, and trolley system improvements (transit stops and increased trolley frequency) will allow users to access businesses more conveniently. Transit stops will be conveniently located and well-designed, with walkways connecting the stops to public sidewalks and businesses.

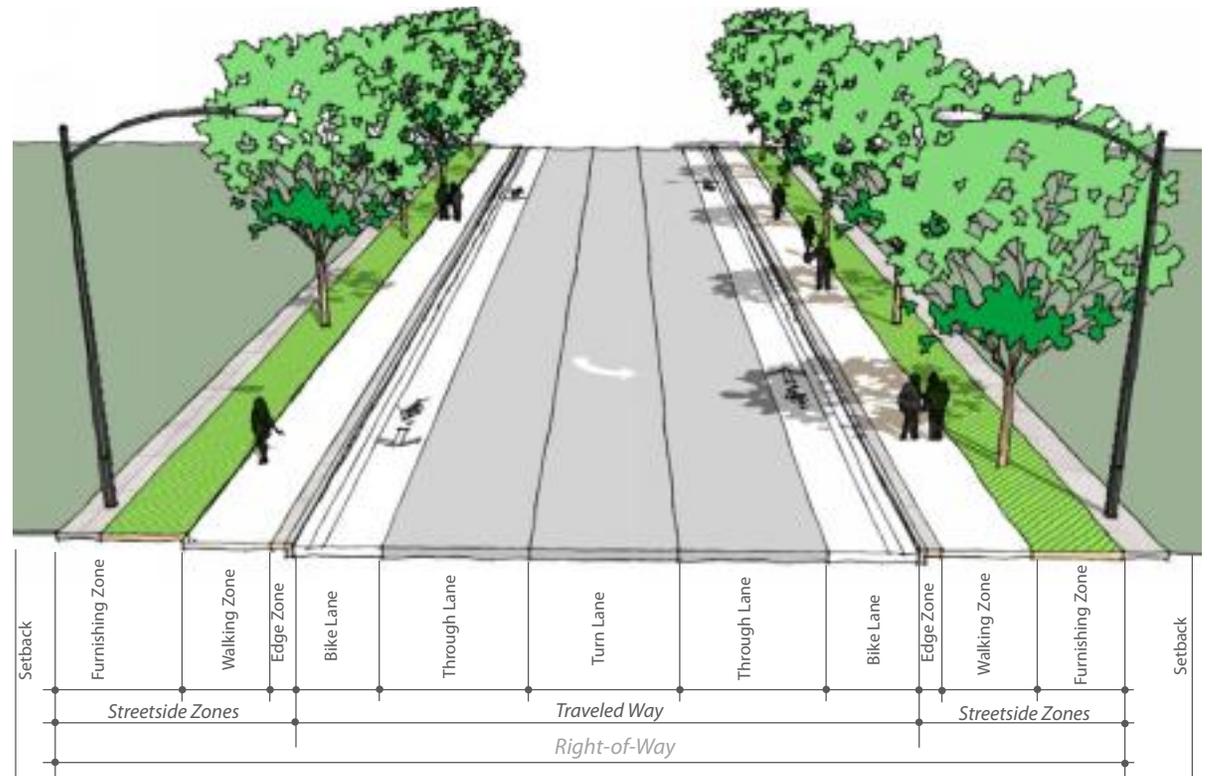
As the Corridor evolves and traffic counts continue to rise, the overall function of the roadway will change to better balance mobility and local access. The street will also become a safer place with dedicated turn lanes and medians in strategic locations that will assist in side street access and provide safer turning movements, particularly in light of the frequent delays caused by crossing trains.

Each Corridor Segment has a unique roadway cross-section to address the needs of different travel users, available road right-of-way, and character of the particular area.

Interchange, Hospitality and Employment District Street Design

Key elements of the street design for the Interchange, Hospitality and Employment District include the following:

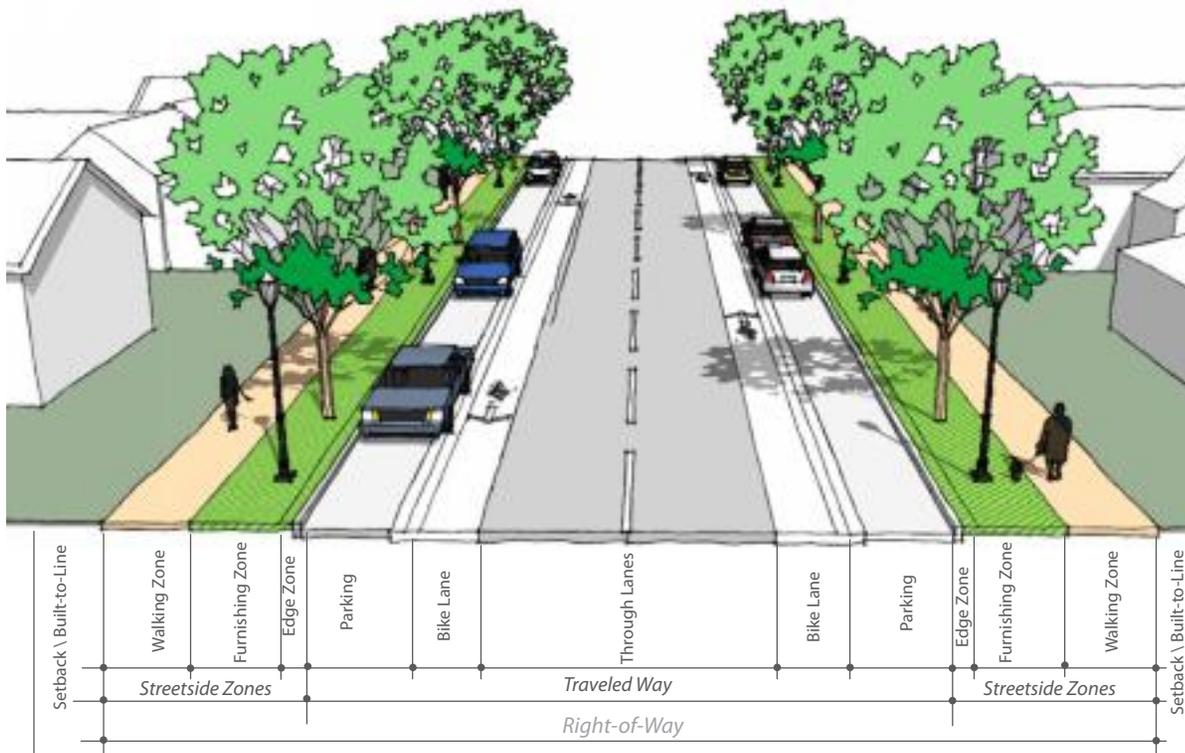
- Middle turn lane to provide safe left turns and keep traffic through lanes moving
- Attached concrete sidewalks with curb and gutter
- Wider travel lanes to accommodate higher speeds and truck movements
- Continuous street tree plantings behind the sidewalk
- Maintain existing 'cobra head' lighting
- On-street bicycle lanes with pavement markings and signage





Key considerations for the street design of Residential/Transitional District include following:

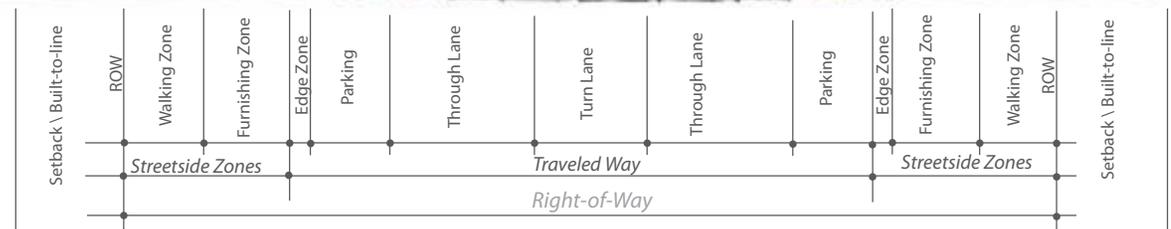
- Two through lanes, with sufficient width to accommodate truck passage
- On-street parking to provide easy access to residences and businesses
- On-street bicycle lanes with pavement markings and signage
- Continuous street tree plantings within the planting strip between the sidewalk and curb
- Ornamental street lighting
- Detached concrete sidewalks
- Signage for bicyclists alerting users to designated bike routes on Sheridan Avenue and Crooks Street
- Turn lane at Sheriden Avenue



RAILROAD HISTORIC DISTRICT STREET DESIGN

Key elements of the street design for the Railroad Historic District include the following:

- Two through lanes
- Some limited on-street parking when sight distance and lack of median provide sufficient locations
- Continuous street tree plantings within the planting strip between the sidewalk and curb
- Ornamental street lighting
- Wider detached concrete sidewalks when conditions permit; some sections of attached sidewalks would be retained
- Middle turn lanes controlled by landscaped center median to facilitate safe left turning movements onto side streets.
- Medians within the Railroad Quiet Zone to prohibit drivers from traversing the street when a train is crossing





Examples of a sculpture park (Benson Sculpture Garden, Loveland, Colorado)

Create an Attractive Gateway to Downtown and Surrounding Area

Upon entering the East 5th Street Corridor from I-90, the first impression will be one of distinctiveness: travelers clearly know when they are entering Sheridan. This uniqueness will be supported by how buildings are designed, the attention to detail of landscaping, lighting and other design elements within the street right-of-way, the multiple hospitality options for different types of travelers, the vibrancy of neighborhoods, quality of property maintenance, and the way in which development relates to the beautiful open vistas to the Big Horns and other natural features.

Gateway Trail/Sculpture Park

Development of the southwest corner of I-90 and East 5th Street will be pivotal in creating an attractive entryway experience. This unique 31-acre parcel has dramatic slopes rising from a lower drainage area. The plan calls for park-like elements on the lower portion of the site, centering on a restoration of wetland vegetation and planting of native wildflower seed mixes. It includes installation of a sculpture walk along a bicycle/pedestrian path, trailhead parking and sufficient open green space where community events can be held. Carefully placed landscaping will create a feeling of separation from the street.

Protected Ridgeline

The ridgeline above the open space and sculpture park will be further developed with housing, that is carefully sited and landscaped to minimize impacts to the predominant view toward the mountains. The ridgeline will be ringed by a combination of evergreen and deciduous trees that would provide a soft screen for residences further set back.



Gateway Area concept

Improve the Visual Quality of the Streetscape

The Corridor will be enhanced with additional landscaping, medians, public art and other attractive public features. The roadway will become an amenity that is enjoyable to visit and travel through. The landscape will create a “boulevard treatment” along East 5th Street that uses each of these elements as part of a cohesive design treatment.

Landscaping

The landscaping concept includes broad, tree-lined sidewalks along each side of East 5th Street. Planting strip locations vary within the corridor, with some sidewalks detached from the sidewalk and others attached. The streetside planting strips, from Saberton Street to just east of Main Street, will create balance between the street’s uses as a major thoroughfare road and its local purpose as a residential and commercial area. To be effective, the planting strips should include a strong row of street trees. The streetside planting strips, with detached sidewalks, have the advantage of providing safe loading space for on-street parking, keeping vehicle speeds more controlled, and providing for safe and comfortable pedestrian movements. Crossings are kept shorter, and the strips provide both an element of ‘green space’ and a noise buffer from noise and other vehicular traffic impacts.

Street trees will help to define the fast-moving street and the slower-moving pedestrian areas. Breaking down the visual scale of the street, will give the illusion of a lesser road width, which has been shown to reduce traffic speeds. Trees also create a pleasant feature for both drivers and pedestrians by providing shade and reducing glare. There is the obvious visual benefit to the community as the trees help to create a more attractive space.

Medians

The medians within East 5th Street not only control traffic movements but also play an important role in establishing the visual appeal of the community and the sense of entry. These medians are highly visible to motorists, and can be further enhanced with new ornamental plantings. Trees, groundcovers and small shrubs within the medians will be sized so as not to restrict drivers’ views.



Street trees within a planting strip



Existing tree planting efforts would be incorporated into a refined Street Tree planting plan



Example of a planted median



Existing overhead utility lines



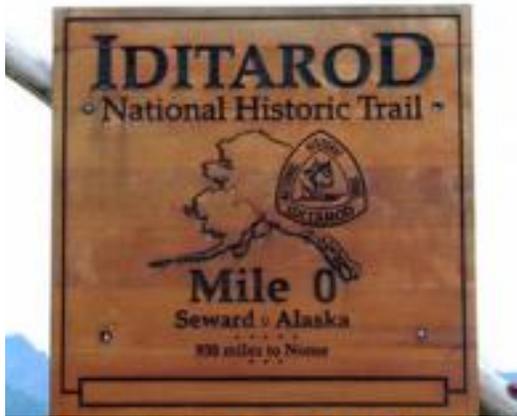
Decorative pedestrian-scale lights

Underground Utility Lines

Moving overhead utility lines underground is an important goal for streetscape improvements. The proposed concept routes dry utilities through underground duct banks that will follow the street beneath the sidewalk. Undergrounding of utility lines will improve overall utility systems reliability and allow the planting of full canopy street trees rather than smaller ornamental trees.

Lighting

To create a more pedestrian-friendly atmosphere, lighting will be provided by decorative light fixtures on posts similar to those on Main Street. The Framework Maps in Chapter 4 indicate the approximate locations of these fixtures. The fixtures will use a metal halide light source, or approved equivalent, to achieve an optimal balance of efficiency and quality of light. The fixture will also be appropriately shielded to keep light focused downward, meeting the City's Dark Skies Initiative requirements. As technology changes and new proven lamp options become available, different light sources could be considered.



Styles of upright-mounted interpretive signs



Trail monument along E. 5th Street (Source :Wyoming State Historic Preservation Office, Department of State Parks and Cultural Resources)

Celebrate the Bozeman Trail's Historical Connection to the Corridor

Bozeman Trail Signage

Interpretive signage of the Bozeman Trail will highlight the trail's significance to Sheridan and the western region and raise awareness of the trail's association with the East 5th Street Corridor. One larger, upright-mounted interpretive sign will be located near the Sheridan County Museum that is designed to link the main interpretive themes of the trail:

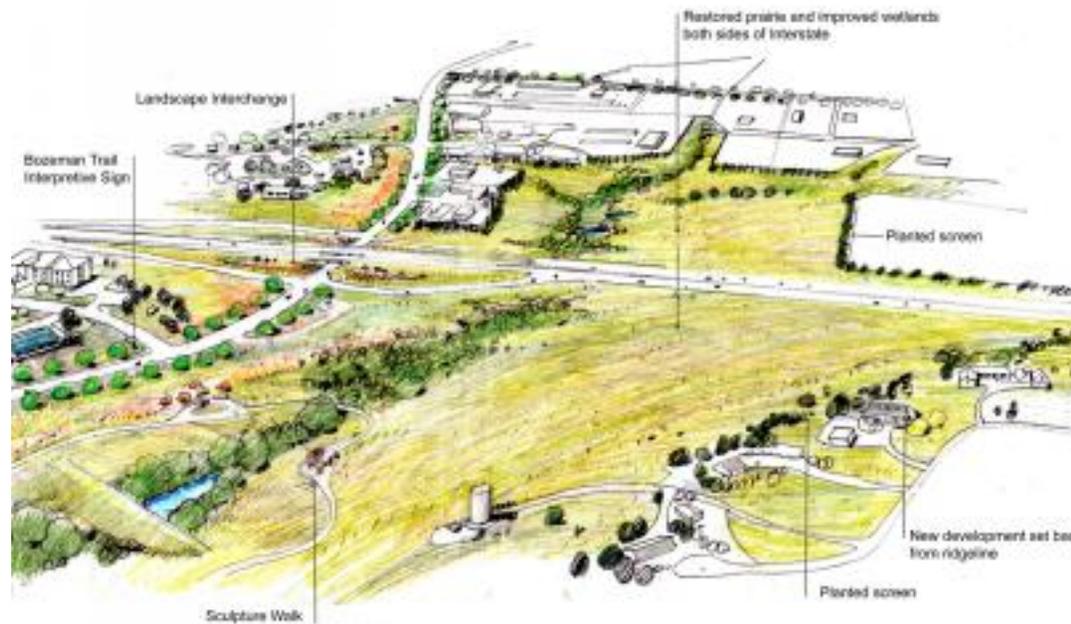
- Trail Significance
- History of the Trail
- Trail Experiences

A series of trail markers signifying the trail's alignment coinciding with today's roadway would be strategically located along the north side of East 5th Street, adjacent to the public sidewalk.

Restore Natural Drainageways

Natural features and open spaces will continue to define the character of the Corridor, even as additional development and redevelopment takes place. New buildings will be located away from natural features to minimize their impacts on wildlife habitats, views, and natural drainages. Trails will likewise be sited to respect impact to functional values of these natural features. Natural drainageways and open areas will contain native plant and wildlife communities while serving as stormwater storage, treatment, and infiltration systems. As existing developments, topography, and lot sizes constrain the feasibility of necessary stormwater infrastructure, coordination with surrounding owners, developers, and the City and County will be indispensable.

The drainage basin running between East Ridge Road and I-90, which is one of the most significant natural features, will be restored with native plantings.



Drainageway concept



Trails carefully sited within drainageways.



Example of bicycle/pedestrian underpass at I-90



East 5th Street area drainages circa 1967, immediately following I-90 construction (Source: Wyoming Department of Environmental Quality)

Improve Wayfinding for Tourists and Residents

A unified wayfinding system will be created that directs visitors and residents from I-90 to Downtown and other key community destinations accessible from the Corridor. Five major sign types will be installed:

- **Additional Motorist Signs on I-90.** Travelers on I-90 will be notified of the Sheridan Downtown Historic District and the Railroad Historic District through new interstate highway signage meeting WYDOT design standards.
- **Historic District Directional Signs.** In addition to the recently installed directional sign at the I-90/East 5th Street Interchange (shown below) more signs will be provided within the 5th Street Corridor to direct visitors to the historic districts.
- **Signs Indicating Entrance to the Railroad Historic District.** Entrance signage will denote the Railroad Historic District boundaries at key entrance points. Consistent with the Historic District Master Plan, four intersections are recommended for larger entrance signage:
 1. At the 5th Street/Crook Street intersection (east entrance to the District), possibly by relocating the existing sign on the north side of 5th Street near I-90 so that it correctly indicates the location of the “Entrance to Historic District.”
 2. Just north of the 5th Street/Main Street intersection (north entrance);
 3. Just south of the 1st Street/Main Street intersection (south entrance) or, alternatively, just south of the 1st Street/Gould Street or Grinnell Plaza/Broadway intersections.
- **Notification Signs Within the Railroad Historic District.** Through unique signage incorporated into street signs or other signage, property owners, renters and visitors to the Railroad Historic District will be educated about the existence of the District.
- **Alternative Route advisory (when railroad crossing is blocked).** When trains are blocking the tracks, advance warning signs will alert motorists to alternate travel routes.



Existing gateway signage to Historic District to be relocated to the north side of 5th and Crook Streets



Example of Advance Warning Signal (Source: WYDOT)

Support Land Uses and Business Activity

The Corridor will provide a broad, flexible mix of uses that accommodates highway users, neighborhood and community needs and supports industrial employment in locations where negative impacts are minimized.

Sheridan's industrial uses will continue to be generally concentrated on the east end of the Corridor near Eastridge Road. The area will be a mix of warehouses, light industrial uses, flexible office spaces and concentrations of heavier industry. The Plan calls for a continuation of options for lower-scale office uses and business-park oriented light industrial uses, as well as warehouse and distribution uses, with the potential to expand the district if development meets specific performance standards for operations, screening, lighting and site design.



Industrial uses near East Ridge Road

Housing will be rehabilitated along the Corridor and opportunities provided for limited commercial uses.

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4

FRAMEWORK, GOALS AND POLICIES

This chapter's framework, goals, and policies are intended to reinforce the vision expressed in Chapter 3 while matching the larger community's perspective in recent land use planning efforts. Consequently, this document does not reiterate recommendations of the Sheridan Joint Land Use Plan, Sheridan County Comprehensive Plan or the Sheridan Transportation Policy Plan. Rather, it explores unique elements not previously covered.

The vision in Chapter 3 describes promising opportunities for long-term economic vitality, a roadway network serving all modes of transportation, and a more distinct and appealing sense of place that signifies East 5th Street as the key gateway to Sheridan's Downtown and Railroad Historic Districts. The Framework maps and the goals and policies elaborate on the vision by identifying specific opportunity areas and ways in which the vision may be achieved in the future.

One Framework Map has been created for each of the three Corridor Segments. The maps show both public improvements within the street right-of-way and choices in uses, intensities of development, and character of properties fronting the Corridor. The Framework maps evolved from community input, with consideration given to consistency with the Joint Planning Area Land Use Plan and other adopted or pending plans, and site-specific conditions.

The Framework maps combine existing and future land uses, bicycle and pedestrian facilities, and capital improvements to:

- Maximize the use of existing services and facilities (streets and utilities)
- Promote the development of the corridor as an attractive gateway
- Identify the prime locations and types of new uses
- Respect the investment of existing commercial and industrial property owners.
- Enhance and protect existing residential neighborhoods.
- Protect areas that have important natural features and storm drainage functions

In conjunction with the vision, the Framework maps will be used by WYDOT, the City, and the County to direct decisions about capital expenditures. Additionally, it will serve as a tool for property owners to help inform their choices about land use improvements and redevelopment.



East 5th Street Corridor Plan



- LAND USE TYPES
- Tourism
 - Industrial/Office
 - Open Space
 - Vegetation

- ROAD AND TRAIL TYPES
- Improved Road
 - Existing Road

- ROAD AND TRAIL TYPES
- New Road
 - Trail
 - Designated Bike Route

- FEATURES
- Proposed Street Trees
 - Sidewalk
 - Pedestrian Scale Lighting



Figure 10. Framework - Residential/Transitional District



East 5th Street Corridor Plan



LAND USE TYPES

-  Tourism
-  Industrial/Office
-  Open Space
-  Vegetation

ROAD AND TRAIL TYPES

-  Improved Road
-  Existing Road

ROAD AND TRAIL TYPES

-  New Road
-  Trail
-  Designated Bike Route

FEATURES

-  Proposed Street Trees
-  Ridgeside
-  Pedestrian Scale Lighting

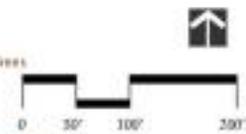


Figure 11. Framework - Residential/Transitional District

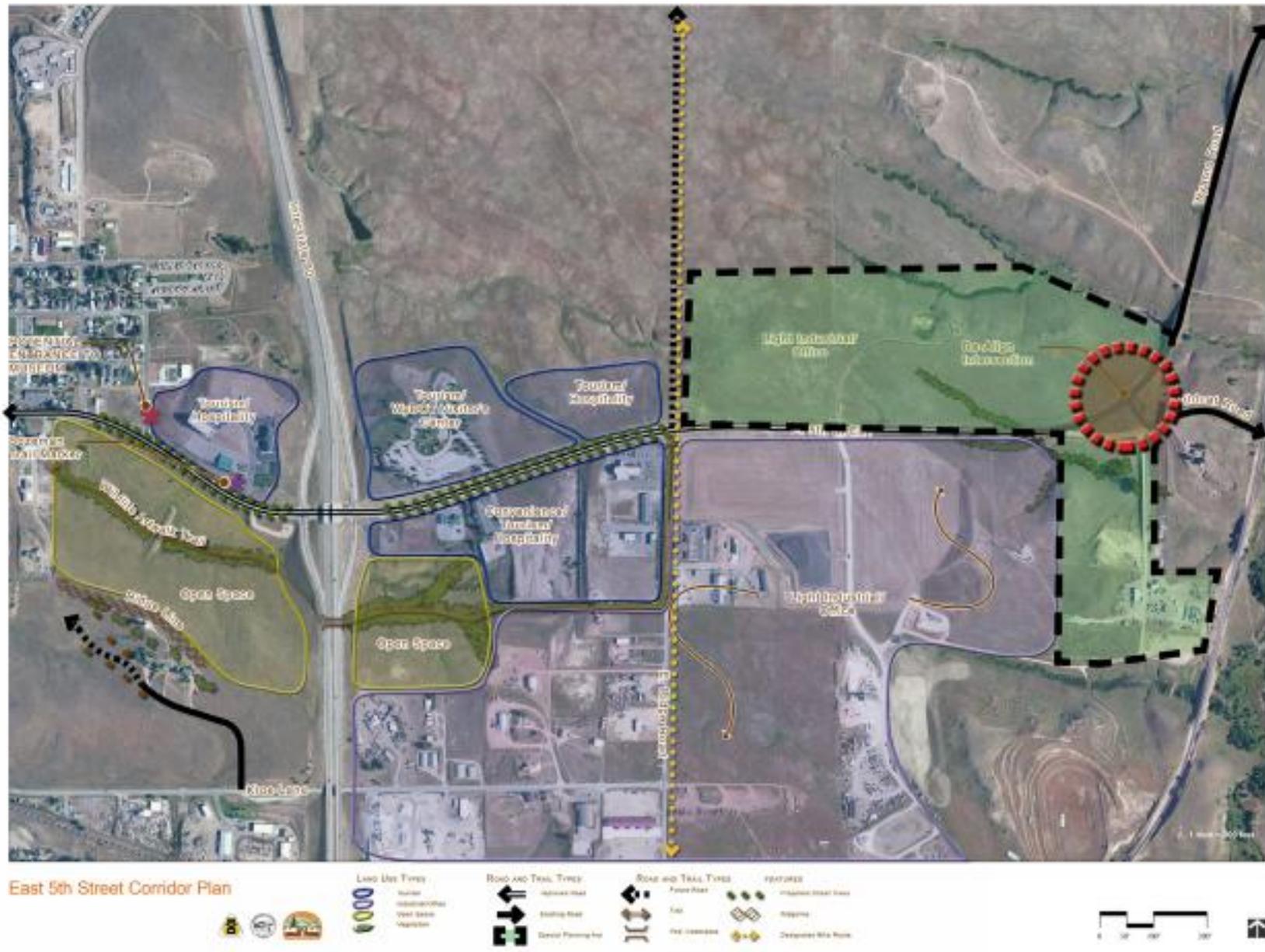


Figure 12. Framework - Interchange, Hospitality and Employment District

Complementing the Framework Maps (Figures 10-12) are goals and policies. The goals and policies are organized according to planning elements, and in many cases relate to specific locations along the Corridor. The goal statements help to support the vision, and the policies give specific guidance for how to achieve the goals. (Each goal also includes a Framework section,) which provides more clarity around goals and ideas that relate to specific locations. Goals and policies follow the Plan's seven main elements:

- Land Uses and Business Activity (LU)
- Transportation System (T)
- Community Appearance and Design (CAD)
- Utility Service Extension (U)
- Community Partnerships and Financing (CP)
- Urban Service Extension
- Natural Resources and Drainageways (ND)

Land Use (LU) & Business Activity

GOAL LU 1: Retain the existing land use mix while supporting new uses that strengthen the Corridor.

FRAMEWORK: Applies within specific locations along the corridor.

Policy LU 1.1 - Clustering Business Uses: Support private efforts to create or enhance clusters of similar businesses with walkable, or direct vehicular, connections between them.

Policy LU 1.2 - Mixed Use: Adopt zoning that will allow for mixed use and new service commercial uses in the residential/transitional district subject to operational standards that will mitigate impacts to surrounding residential uses.

Policy LU 1.3 - Performance Zoning Promoting Compatible Industrial Uses: Develop a conditional Use process that will allow development of Industrial Uses to be developed on the corridor if performance measures are met which reduce the visual and operational impacts to the surrounding area.

Transportation (T)

GOAL T 1: Improve traffic safety along the East 5th Street Corridor for all users.

FRAMEWORK: Applies throughout the corridor.

Policy T 1.1 - Location of Access: Existing access driveways will be maintained to the extent possible as allowed by WYDOT. The City and County will work with WYDOT, property and business owners to determine safe and logical access strategies as properties redevelop and/or as safety concerns increase.

Policy T 1.2 - Street Designs Matching the Character of Each Corridor Segment: Adopt street design standards that supports the function of the Corridor and that adapt to changes in the urban form. The design of roadway improvements will be compatible with changes in land uses, the evolving form of new development, and changing transportation needs.

Policy T 1.3 - Dedicated Turn Lanes: Install dedicated turn lanes in those locations necessary to ensure safe movement from the Corridor to adjacent streets.

Policy T 1.4 - Realign East 5th Street Intersections Not Meeting WYDOT Design Standards: Realign the East 5th Street/Wildcat Road intersection to provide adequate sight distance and vertical curvature standards.

Policy T 1.5- Wayfinding signage : Install wayfinding signs directing residents and travelers to Downtown, the Railroad District and tourist-related services.

Policy T1.6- Railroad Alternate Route Signage: Install signage altering travelers and emergency vehicles to an alternative route to Downtown in the event of train blockage.

GOAL T 2: Permit on-street parking in locations supportive of private sector development and where adequate right-of-way is available.

Policy T 2.1 - On-Street Parking: Provide on-street parking within portions of the Transitional/ Residential and Railroad Districts should provide on-street parking to accommodate new parking demand, and to bring pedestrian activity to streets.

GOAL T 3: Make walking and bicycling practical and enjoyable methods to access and traverse the Corridor.

FRAMEWORK: The Framework Map shows several new bicycle and pedestrian systems: 1) a 1 mile-long multi-use path running parallel to the roadway from East Ridge Road to the west; 2) dedicated bicycle routes at Sheridan Avenue and Crook Street to allow safe connections from the Corridor to adjacent residential areas and the Downtown; and 3) On-street bicycle lane on East Ridge Road and the future roadway extension north of East Ridge Road, north of East 5th Street.

Policy T 3.1 - Pedestrian Access to Businesses: Create pedestrian connections between the public sidewalk system and businesses, and from building to building.

Policy T 3.2 - Trail Connections: Create a community trail system linking East Ridge Road to the west side of the interstate through a bicycle/pedestrian underpass. As a first priority, the wildlife/artwalk trail section should be built west of I-90. Where environmental concerns or resource conflicts are identified, trails will be located, to the extent possible, to less sensitive areas.

Policy T 3.3 - On-Street Bicycle Lanes: Identify on-street bicycle lanes meeting dimensional standards should be identified through striping, signage and pavement markings.

Community Appearance and Design (CAD)

GOAL CAD 1: Enhance East 5th Street's image, creating a healthy business district defined by hospitality, employment, and mixed use development.

FRAMEWORK: Applies throughout the Corridor.

Policy CAD 1.1 - Streetscapes: Provide streetscape improvements along the Corridor including continuous sidewalks, lighting, strategically placed medians, and landscaping details to improve walkability and to emphasize the Corridor's role as the gateway to Sheridan's historic downtown and railroad districts. The streetscape will include elements - landscaping, signage, lighting, public art - that help make the area appear visually integrated.

Policy CAD 1.2 - Building Façades and Signage: Update and improve the building façades and signage in a manner that retains its local feel even as the Corridor evolves. In addition to consolidating pole mounted signs to monument signs, explore cohesive signage of areas rather than individual development pads.

Policy CAD 1.3 - Architectural Character: The overall image will continue to be defined by unique storefronts in individual buildings. While quality materials will continue to be important, creative building forms and a mixture of materials may be introduced to provide a character unique to each of the subdistricts.

GOAL CAD 2: Create new public spaces.

FRAMEWORK: Applies throughout the Corridor.

Policy CAD 2.1- High Quality Open Space Design: Seek opportunities through capital improvement and private development projects to create retail and civic destinations centered on courtyards and other outdoor areas.

GOAL CAD 3: Create a sense of arrival into the community.

FRAMEWORK: The East 5th/I-90 interchange is a significant gateway into Sheridan making the future design of the roadway, new land development, and natural area features paramount.

Policy CAD 3.1 - Gateway Design: Incorporate gateway concepts such as monument signage, multi-layered landscaping and other special plantings, high quality construction materials and building architecture, artistic features, stone or brick retaining walls, and other distinctive elements that add interest to the area along East 5th Street, west of the I-90 interchange. Together, public streetscape elements and the design of private development will help to define a distinct, identifiable entry, while remaining at an appropriate size and scale.

Community Partnerships and Financing (CP)

GOAL CP 1: Increase collaboration and mutual understanding between Corridor business owners, property owners, and residents.

FRAMEWORK: Applies throughout the Corridor.

Policy CP 1.1 - Infrastructure Improvements: Closely involve those affected by infrastructure and WYDOT improvements during any design and construction processes.

Goal CP 2: Leverage and stimulate investment with infrastructure projects.

FRAMEWORK: Applies throughout the Corridor.

Policy CP 2.1 - Financing of Infrastructure: Evaluate and pursue financing methods to pay for infrastructure upgrades. New development will provide some incremental improvements to the East 5th Street Corridor; however, WYDOT will provide a basic level of public improvements. In addition, the maintenance and operations costs should be factored into any necessary improvements.

Policy CP 2.2 - Funding of Project Amenities: Fund capital projects components that exceed the WYDOT's adopted design standards, e.g., decorative pedestrian-scale lighting and landscaped medians, through additional funding sources.

Utility Service Extension:

GOAL UI: Urban development is served by appropriate municipal systems and environmental concerns are mitigated.

Policy UI-1: Urban development will occur only within the urban service area in locations which can be served by central water and sewer services.

Natural Resources and Drainageways (ND)

GOAL ND 1: Natural resources within and adjacent to the East 5th Street Corridor will be protected and enhanced to the maximum extent feasible.

FRAMEWORK: Applies throughout the Corridor. Known natural features and drainages are identified; however, the Framework Map may not show all features that need protection.

Policy ND 1.1 - Open Space Features: Drainageways and other natural features provide welcome breaks to the urban character of the Corridor. New development will be designed to respect these spaces as community assets and avoid the impacts of buildings on natural features.

Policy ND 1.3 - Green Infrastructure: Provide green infrastructure where possible. Green infrastructure is the interconnected network of open space, such as greenways, wetlands, parks, and native plant vegetation, that naturally manages stormwater, reduces flooding risk and improves water quality. Preserve and protect natural drainages where wetlands serve not only as areas for native flora and fauna but as treatment systems for stormwater runoff.

GOAL ND 2: Solve drainage system needs to allow street and development projects while maintaining natural drainageways.

FRAMEWORK: Applies throughout the Corridor.

POLICY ND 2.1 - DRAINAGE CORRIDORS: Existing developments limit possible locations for stormwater conveyance structures and conduits for future developments. When redevelopment of an area is considered, design and review should include consideration of locations for conveyance of off-site flows through the redeveloped site.

5 IMPLEMENTATION

An outcome of the planning process was a community-based vision of an economically thriving and physically attractive East 5th Street Corridor. To be successful, this vision must be supported by upgrades to streetscapes and buildings, new uses providing local employment opportunities, better signage, a safe and functional street that is used through multiple modes of transportation, and active public-private partnerships.

This chapter describes in detail nine important strategies that would do the most to achieve the vision. The chapter also lists other less critical actions involving the City, County, WYDOT and other stakeholders.

Strategy 1: Finalize Design of Transportation and Streetscape Improvements

With direction from the conceptual street designs depicted in the Corridor Plan, the next step will be the development of more detailed street design and streetscape improvement plans. WYDOT will be responsible for completing the plans through a four-phase process: 1) programming, 2) reconnaissance and survey, 3) preliminary design, and 4) final design.

Once the transportation and streetscape design has been finalized, the City and County should work diligently with WYDOT, local property owners, and the business community to begin the contracting and installation of corridor improvements.

Application of access management practices for East 5th Street goes hand in hand with the streetscape improvements. As traffic volumes along East 5th Street continue to increase over time, a decrease in public safety will likely occur, since more vehicles will occupy the same space and it will become more difficult to complete movements into and out of properties. The sustained vitality of the East 5th Street Corridor is dependent upon many factors, one of which is continuing to provide a safe operating environment while also providing good business and residential access. Installation of more complete access control could also advance property upgrades, existing business expansion, and new business development.

Strategy 2: Create Gateway at I-90 and East 5th Street

The I-90 and East 5th Street interchange (Exit #23) is the most significant entrance into Sheridan and its local historic districts. Because it provides the first impression of the community for many visitors, the gateway is an important opportunity to convey a positive and lasting image and to provide a clear sense of entry into Sheridan.

A special gateway theme builds on the streetscape enhancements along the Corridor. This theme is characterized by protection of stunning views to the Big Horn's across an open, park-like setting on the Griffith Property, with a multi-use path and sculpture walk, coordinated landscaping across both sides of the roadway, attractive entryway signage, and a high level of architectural detail.

The purpose of the gateway is to celebrate the most central of the entry points into Sheridan with unique and high quality streetscape near the East 5th Street interchange. The intent is to clearly distinguish the streetscape and adjacent development as unique places that the community can be proud of and that are inviting to the public.

Elements of the Gateway

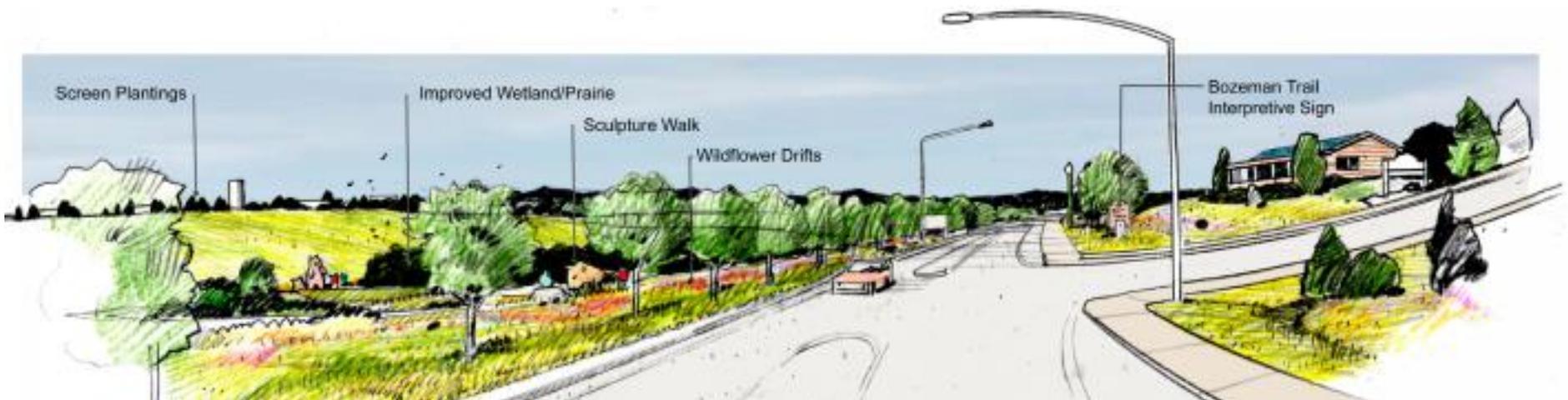
In addition to the City of Sheridan Entryway Code standards, the following streetscape elements are additional consideration:

- Special gateway landscaping should consist of groups of deciduous, evergreen, and ornamental trees repeated across both sides of the Corridor, in a coordinated massing pattern, with openings between groups coordinated as well.
- The massing pattern of tree groups and openings can be placed to manage views, and reinforce features and spaces along the streetscape, and community identity features such as welcome signs and public art.

Strategy 3: Develop Public Funding Strategy for Landscape and Visual Enhancements

Streetscape amenities such as landscaped medians and property landscaping, are essential to the development of the East 5th Street Corridor; however, some of these improvements will not be funded by WYDOT. Delivering these essential improvements to the corridor presents a huge financial challenge for the City and County, and the existing business and property owners in the study area.

One potential solution to the challenge would be to utilize an approach similar to that of the North Main Neighborhood Association (NMNA) which provides a voluntary landscaping program to help local landowners beautify property fronting on North Main Street. This is a



case where a grant from the City of Sheridan's Optional 1 Cent funding assists with landscaping effort and distributes funding to eligible property owners.

Another potential funding source is through Transportation Enhancement Activities - Local (TEAL) grants, which are a partnership between WYDOT and local government. Transportation Enhancement Activities are a sub-component of the federal Surface Transportation Program.

Of the 12 eligibility categories for Transportation Enhancement funding, the two categories below apply; all show a clear link to the transportation corridor:

1. Landscaping and other scenic beautification.
2. Inventory, control, and removal of outdoor advertising (applicable to Railroad Historic District billboards).

Strategy 4: Underground Utility Service

The Wyoming Underground Conversion of Utilities Law allows local jurisdictions to create a Local Improvement District (LID) to fund the undergrounding of overhead electric and communication utility services.

Under this scenario, a Costs and Feasibility Report would be developed as a first step in the process. The Report provides an estimate of the total underground conversion costs for the district and the cost of underground conversion of facilities to the public utility. Included would be the public utility's recommendations concerning the engineering feasibility of the project based on the physical characteristics. The report would also make recommendations concerning inclusion or exclusion of areas within the district.

The City of Sheridan would consider the public utility's recommendations concerning feasibility and may amend the boundaries of the proposed improvement district provided the costs and feasibility report of the public utilities contains a cost

figure on the district as amended, or it may request a new costs and feasibility report from the public utilities concerned on the basis of the amended district.

Strategy 5: Expand Trolley Service

With East 5th Street a major travel route for tourists, expanding the existing rubber tire trolley operated by the Chamber of Commerce would best leverage existing capital investments to provide transit service to the Corridor. To be a viable transportation alternative, the length of operation would need to be expanded from the Memorial through Labor Day Schedule and the daily hours expanded (presently operating from 2:00 pm until 9:00 pm) to include service earlier in the day.

Barriers to expansion of trolley service include:

- Increasing operating revenues sufficient to cover expanded cost for service. At the present time, the trolley is operated entirely on funds raised through fares, charters, advertising and sponsors.
- Increasing in fuel costs beyond ability to increase revenues.
- Increasing trolley car maintenance and repair costs as trolley use increases.

These barriers to expanded operation represent a sizeable financial challenge that will require future investment of public and/or private funds to cover additional trolley maintenance



Trolley stop in front of Sheridan County Museum

and operation costs. Since it is unlikely that the Chamber of Commerce is equipped to shoulder additional costs and maintenance responsibilities alone, a partnership arrangement between a public or private entity that can be eligible for rural transit funding through the WYDOT's Section 5311 grant funding.

Strategy 6: Amend the City R-3 District to permit Mixed Uses along the Corridor

Mixed-use is a reference to a zoning district that allows for a variety of uses within one district. Mixed-use Transition areas along East 5th Street are intended to provide space for low-intensity non-residential uses that still maintain the small-scale residential character that recall the area's history. The Mixed-Use zone district designation permits combining residential and office uses on a site by allowing home occupations or professional office spaces or other lower intensity non-residential use within a house. This mixed use area limitations would be much more restrictive than under in the B-1, Business District, which permits gas service stations, convenience retail, theaters and other higher-intensity uses that have significantly higher off-street parking demand and potential for impacts to surrounding properties.

Allowing a greater range of non-residential uses, while still maintaining the existing residential structures, can encourage rehabilitation of existing building stock; and, therefore, result in a more attractive, aesthetically pleasing streetscape.

Strategy 7: Create a City Conditional Use Permit Process to allow Expansion of Industrial Uses within Special Areas.

A Conditional Use Permit (CUP) is a development review process that communities require for certain land uses which may need special conditions to ensure compatibility with surrounding land uses.

The Corridor Plan recommends that a CUP process be adopted by the City allowing additional industrial uses within special use area east of I-90 if the proposed use meets performance criteria. Major issues involved with the evaluation of CUP requests typically include compatibility with surrounding land uses; conditions to ensure compatibility; land suitability and physical constraints; project design; availability of adequate access, public services, and facilities to serve the development; and potential environmental impacts and mitigation measures.

There are numerous factors when development plans are being considered when the City makes a decision on a Conditional Use Permit. Review criteria are typically based on whether the proposed use must meet the general intent of the zoning district and any requirements from the Comprehensive Plan or other adopted plans that pertain to the site. The use must be compatible with the existing uses in the area.

Specific review criteria that are typically considered under a Conditional Use permit review include:

- Parking
- Building size
- Building placement
- Access to streets and utilities
- Hours of Operation
- Noise level
- Landscaping and screening
- Traffic generation

Strategy 8: Finalize Design of Bozeman Trail Interpretive Signs and Monuments

Final signage design for both the trail interpretive monument and markers will need to be completed which considers the size, scale, materials, content and final placement for all signs. Final Plans would also include scaled drawings.

Funding could potentially come through the Wyoming Office of Tourism Sign Grant Program which funds sign projects along Wyoming's highways, such as interpretative signs for cultural facilities. The Bozeman Trail has been specifically listed as an eligible cultural facility. Eligible costs include design, fabrication and installation. Organizations eligible to apply include the City, County, and non-profit organizations including the Chamber of Commerce. Sign grant projects require a 20% cash and/or in-kind match. If placed in the State Highway right-of-way, the State of Wyoming then assumes ownership of the signage, erects, monitors, and insures them.

Strategy 9: Restore Drainageways

Storm drainage improvements are an essential to the Corridor. In addition to protecting property, storm drainage improvements can provide other important benefits. In many communities, storm drainage channels are a vital element of the parks, trails and open space system. In these regions, drainage improvements are routinely designed and constructed as multi-purpose projects that achieve flood protection, and also create opportunities for trail development, resource conservation and enhancement of the natural environment.

Natural or natural-appearing drainages provide the most optimal recreational experience. They often have the lowest maintenance cost compared to other flood control structures. Many other flood control districts nationwide have further found that the cost of protecting natural washes (through building setbacks, acquisition, easements, etc.) is less than the capital installation costs if such washes were channelized.



Example of a restored drainageway

<i>GOAL</i>	<i>ACTION</i>	<i>RESPONSIBLE PARTIES</i>	<i>TIMELINE</i>
<i>LAND USE</i>			
Goal LU 1: Retain the existing land use mix while supporting new uses that strengthen the Corridor.	Support private efforts to create or enhance clusters of similar businesses with walkable, or direct vehicular, connections between them.	City and County	Immediate
	Zoning allowing for mixed use and new service commercial uses in the residential/transition district subject to operational standards that will mitigate impacts to surrounding residential uses.	City	Immediate
	Develop a Conditional Use process allowing development of industrial uses on the Corridor if performance measures are met which reduce the visual and operational impacts to the surrounding area.	City	Immediate
<i>TRANSPORTATION</i>			
Goal T 1: Improve traffic safety along the East 5th Street Corridor for all users.	Existing access driveways will be maintained to the extent possible as allowed by WYDOT. The City and County will work with WYDOT, property and business owners to determine safe and logical access strategies as properties redevelop and/or as safety concerns increase.	City, County and WYDOT	Short Term
	Adopt Street Design Cross Sections matching the character of each Corridor segment's transportation needs.	City, County and WYDOT	Immediate
	Install dedicated turn lanes in those locations necessary to ensure safe movement from the Corridor to adjacent streets.	City and WYDOT	Immediate
	Realign the East 5th Street/Wildcat Road intersection to provide adequate sight distance and vertical curvature standards.	WYDOT and County	Short Term
Goal T 3: Make walking and bicycling practical and enjoyable methods to access and traverse the Corridor.	Create a community trail system linking East Ridge Road to the west side of the interstate through a bicycle/pedestrian underpass.	City, WYDOT and Property Owners	Long Term
	Design and construct wildlife/artwalk trail section west of I-90.	City, Property Owners	Short-Term
	East 5th Street (on-street) bicycle lanes meeting dimensional standards identified through striping, signage and pavement markings.	WYDOT	Immediate
<i>CORRIDOR APPEARANCE AND DESIGN</i>			
Goal CAD 1: East 5th Street's image will evolve to a healthy business district defined by hospitality, employment, and mixed use development.	Design and construct Streetscape improvements along the Corridor, providing continuous sidewalks, lighting, strategically placed medians, and landscaping details.	City	Short Term
	Rehabilitate existing houses and update/improve commercial building façades. Support property owner efforts to convert pole mounted signs to monument signs.	Property Owners	Short Term

Immediate = 1-5 yrs Short-Term = 5-10 yrs Long-Term = 10-20 yrs

<i>GOAL</i>	<i>ACTION</i>	<i>RESPONSIBLE PARTIES</i>	<i>TIMELINE</i>
Goal CAD 2: Create new public spaces.	Seek opportunities through private development projects to create retail and civic destinations centered on courtyards and other outdoor areas, e.g., porches, patios.	City and Property Owners	Short Term
Goal CAD 3: Create a sense of arrival into the community.	Incorporate gateway concepts such as monument signage, multi-layered landscaping and other special plantings, high quality construction materials and building architecture, artistic features, stone or brick retaining walls, and other distinctive elements that add interest to the area along East 5th Street, west of the I-90 interchange.	City, County and Property Owners	Immediate
<i>URBAN SERVICE EXTENSION</i>			
Goal UI: Urban development is served by appropriate municipal service	Clarify urban service extension policy in the Sheridan Joint Land Use Planning Area	City and County	Immediate
<i>COMMUNITY PARTNERSHIPS AND FINANCING</i>			
Goal CP 1: Increase collaboration and mutual understanding between Corridor business owners, property owners, and residents.	Those affected by infrastructure and state highway department improvements will be closely involved during any design and construction processes.	WYDOT, Property and Business Owners, with encouragement from City and Chamber of Commerce	Immediate
Goal CP 2: Leverage and stimulate investment with infrastructure projects.	Evaluate and pursue financing methods to pay for infrastructure upgrades. New development will provide some incremental improvements to the East 5th Street Corridor; however, WYDOT will provide a basic level of public improvements. In addition, the maintenance and operations costs should be factored into any necessary improvements.	City, County, Property and Business Owners.	Immediate
	Capital projects components that exceed the WYDOT's adopted design standards, e.g.-decorative pedestrian-scale lighting and landscaped medians, will require an additional funding source.	City, County, Property and Business Owners	Immediate
<i>NATURAL RESOURCES AND DRAINAGEWAYS</i>			
Goal ND 1: Natural resources within and adjacent to the East 5th Street Corridor will be protected and enhanced to the maximum extent feasible.	Design new development to respect drainageways and other natural features.	Property Owners.	Immediate
	Provide green infrastructure in public and private projects where possible.	WYDOT, County, City and Property Owners.	Immediate

Immediate = 1-5 yrs Short-Term = 5-10 yrs Long-Term = 10-20 yrs

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