



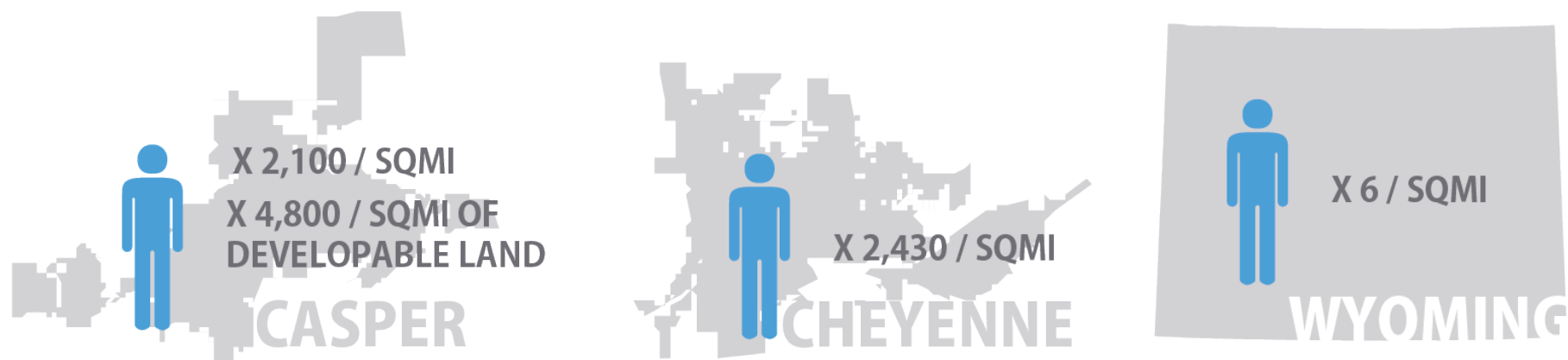
PLANNING FOR THE FUTURE

LAND USE ANALYSIS

Key Points and Assumptions

1. Casper's current city limits include 27.24 square miles. Of that area, 12.47 square miles (46%) are developable (excluding ROW and tax-exempt lands such as parks, open space, and public land like the landfill).
2. Casper currently maintains a population density of about 2,100 people per square mile; or 4,800 people per square mile of developable land (**Figure 4-8**). By concentrating residents within regional hubs, like Casper, Wyoming's western values are preserved.
3. While much of the land within Casper's city limits is currently built out, 15% of this area remains vacant. Of this vacant land, 39% is planned commercial and 61% is planned residential. These calculations assume vacant land as properties where no improvements have been made, or where the only improvement is a surface parking lot. Parks and open space have not been included in these calculations. Vacant residential land is primarily located at the outer edges of the City, while vacant commercial land lies along the major transportation corridors of East Second Street, CY Avenue, and scattered throughout the urban center.
4. Casper's residential density equals 900 housing units per square mile.

FIGURE 4-8. POPULATION DENSITY PER SQUARE MILE



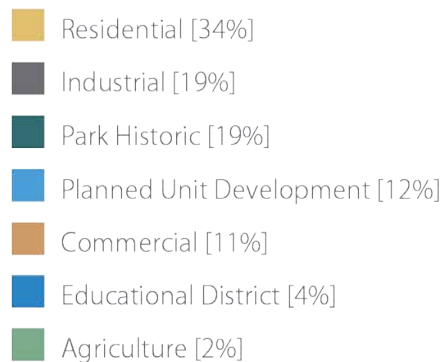
5. The future growth of Casper is primarily limited to the availability of water and other utilities and agreements with neighboring communities. While expansion opportunities generally exist in most directions, adopted growth boundaries do exist between Casper and the communities of Mills, Bar Nunn, and Evansville. In order to provide water to higher elevation areas of Casper, additional water infrastructure must be built. Water pressure needs are divided into zones with Zone 1 being the lowest pressure zone and Zone 4 the highest pressure zone. Infrastructure improvements to provide water to additional Zone 3 service areas were approved in 2014. **Map 4-2** shows additional land where water is now available for future development. The impetus for expanding the water infrastructure was driven from residential development in the area and system redundancy. Lands within Zone 4 cannot develop further and is not addressed by the current Water Master Plan given the large infrastructure investment needed to supply water to higher elevations.

WATER TREATMENT FACILITY PLAN

Most recently in March 2017, the Central Wyoming Regional Water System Joint Powers Board (CWRWS) completed a water treatment plant facilities plan. In addition to a water treatment plant and wellfield assessment and analysis, recommended expansions, and upgrades, this plan provided population growth estimates and reviewed future water treatment production requirements in consideration of this population growth.

With today's water infrastructure, peak day production is 29.22 million gallons per day (mgd). Calculating for an estimated .5-percent per year population growth rate in Natrona County, peak day production would need to reach 35.7 mgd by year 2045. Improvements necessary to reach these capacities to meet future demand, EPA requirements, and routine system upgrades expect to total roughly \$17.5 million by fiscal year 2022, and just under \$36 million dollars by 2035.

FIGURE 4-9. ZONING COMPOSITION



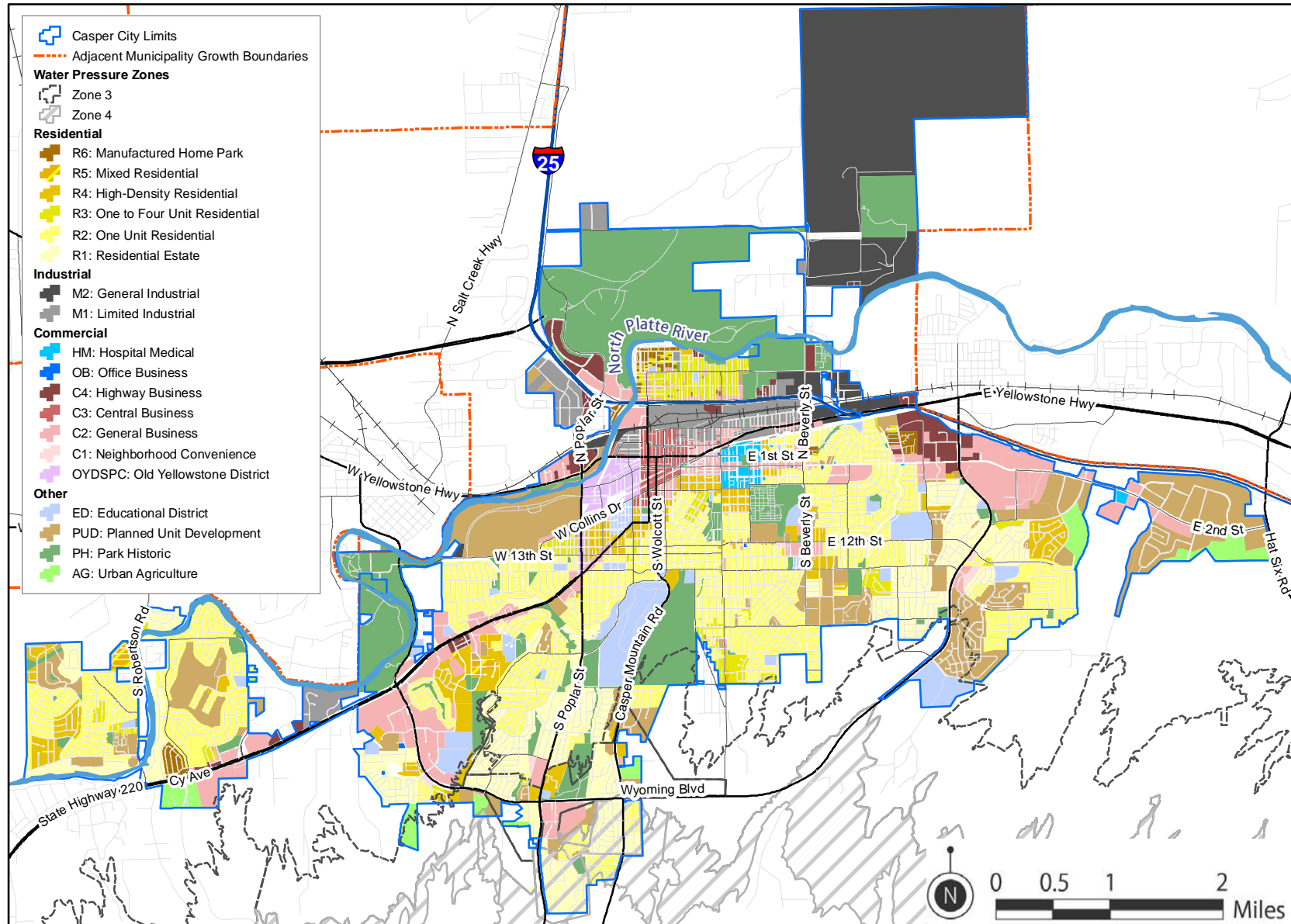
ZONING MIX

Zoning refers to land use entitlements and requirements that regulate appropriate use, bulk, height, density, and other characteristics appropriate for a specific site (**Map 4-2**).

The largest zoning classification within the City is categorized as Park Historic (19%) which is due to the large North Platte River Park, the Casper Municipal Golf Course, Fort Caspar, and other parkland. Another 4% is categorized as Educational District including all schools and Casper College. These are all tax exempt lands (**Figure 4-9**).

The second most predominate zoning classification is single-family residential at 17%, while remaining residential uses total 17%. Industrial (Limited and General) makes up 19% and is primarily located along the I-25 and railroad corridors through the historic center of Casper and includes the City's landfill that is located north of the river. Planned Unit Development, like the Platte River Commons and McMurtry Business Park, makes up just over 12% and consists of both residential and commercial uses. Commercial (retail, services, lodging, hospitals, etc.) comprises 10% of the overall land area.

MAP 4-2. ZONING MIX



CITIZENS' PERSPECTIVE

Casper stakeholders generally want to see future growth and development concentrated in the urban center, and with a focus on infill instead of additional outlying greenfield development on the edges of town. Residential neighborhoods that are more walkable, and contain a mix of uses are desired.

Although residents prefer to see a focus on redeveloping in the urban center, they also emphasized the need for infrastructure improvements in surrounding neighborhoods and along major corridors. Amongst the community, the I-25 Corridor is a top choice for redevelopment, specifically in aesthetic improvements to represent the sort of character and businesses Casper wants travelers, tourists, and commuters to see.

Many people expressed interest in rethinking how we finance development. Impact fees were suggested as an equitable solution - a way to ensure private development contributions to the public realm by either setting aside funding for future development or by building public amenities and infrastructure.

AREAS OF CHANGE

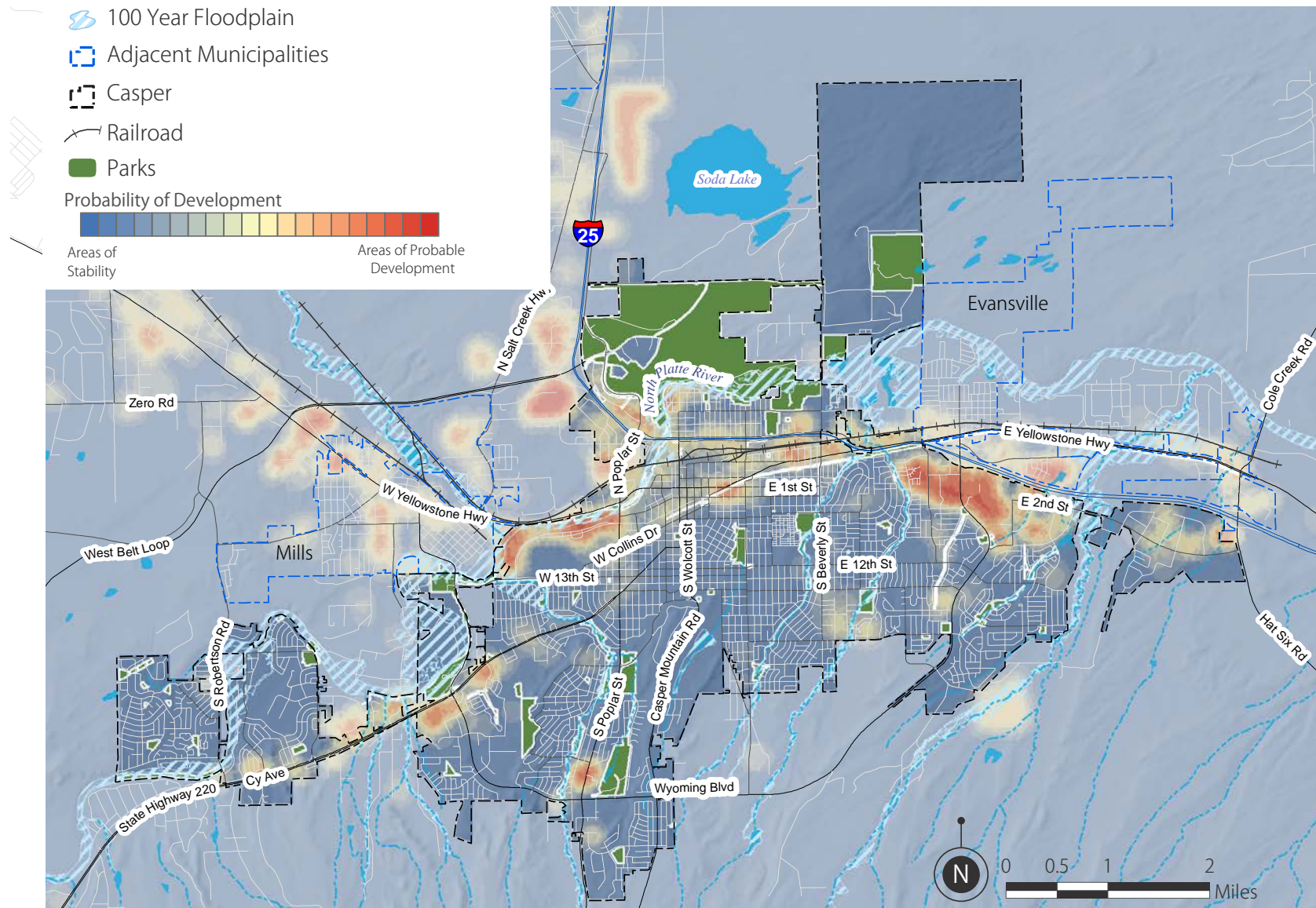
The areas of change (AOC) analysis highlights areas that, in the future, are likely to change due to their condition or proximity to features that typically affect change. This analysis takes into consideration several conditions including:

- parcel vacancy;
- agricultural land;
- parcels that the County assessor's data labels the condition of the structure as “poor”;
- Floor Area Ratio (FAR) of less than 0.1;
- building age over 45 years;
- proximity to parks, existing utilities, major intersections, and highways; and
- areas currently being platted and/or developed

Parks, steep slopes, and the 100-year floodplain are represented as overlays to illustrate development constraints. The analysis provides an opportunity for discussion and should not be used as a final means to an end. For example, certain Planned Unit Developments (PUDs) may have a skewed level of development given the variety of uses allowed. Outcomes of this analysis show these AOC at the edges of the Casper municipal boundary at small nodes along Wyoming Boulevard and within new development areas at the far west edge. Major commercial AOC are along the I-25 Corridor concentrated near the eastern boundary of Casper, the interchange at Wyoming Boulevard, and the area north of the Casper city boundary between I-25 and Mills. Other probable AOC lie within the vacant properties in the urban center (**Map 4-3**).

Areas of higher probable AOC were analyzed further when determining the future land use. Goals and strategies have been developed to focus redevelopment and energy into these areas of higher probable development, such as working to reduce surface parking lots in the urban center and re-envisioning and transforming inefficient or underutilized commercial areas.

MAP 4-3. AREAS OF CHANGE



CHANGING URBAN FORM

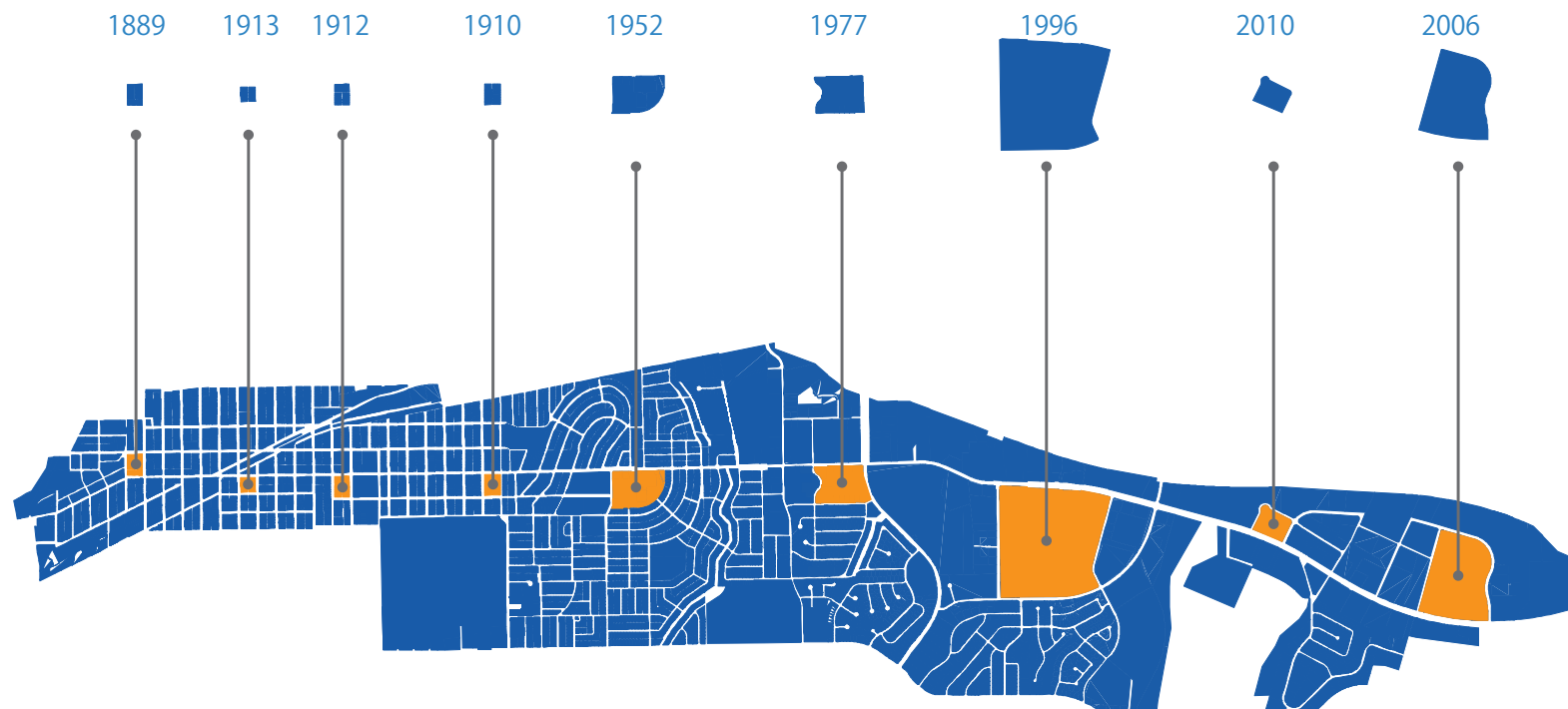
The general trend of Casper's urban form has been to larger and larger block sizes. Recent commercial development patterns, in particular, have quadrupled in size the farther you get from the historic Downtown. This pattern of development has led to a decrease in connectivity of the public street network and lack of hierarchy (**Figure 4-10**).

Connectivity standards do not apply to Casper's commercial, industrial, and mixed use areas. Smaller blocks use land more efficiently, promote walkable communities, allow for a variety of

transportation choices, improve access for emergency vehicles, and encourage the conservation of open space. Benefits to developers include less impervious surfaces, more street frontage, and dedication of local roads.

While cars can still be accommodated, greater emphasis should be put on pedestrian and bicycle infrastructure. A mix of land uses should be encouraged in these smaller blocks to cluster jobs, stores, and homes in smaller mixed use land blocks, allowing greater flexibility for development options, and resulting in higher property values.

FIGURE 4-10. COMPARING THE EFFECT OF BLOCK SIZES ON SHAPING URBAN FORM AND STREET NETWORKS (BY YEAR PLATTED)



FUTURE LAND USE PLAN

The Comprehensive Plan and Future Land Use (FLU) Plan are the primary tools that Casper uses to guide growth and development to ensure efficiency in the provision of service and the protection of the community's health, safety, and welfare. Therefore it is important to continually evaluate what changes need to be made to ensure that the community grows the way it desires. Future development proposals and ordinances should be consistent with the categories and the FLU map (**Map 4-4**).

What is a Future Land Use (FLU) Plan?

- The FLU map is an illustrative map that identifies the physical distribution of land uses.
- The FLU Map and FLU category descriptions, built off of and coupled with the principles and goals, help direct citywide development patterns and infrastructure improvements to achieve the overall community vision.
- General recommendations of the FLU Plan form the basis for zoning and municipal code regulations.

How is a FLU Plan Developed?

The designation of FLU categories for areas within the existing city boundary primarily relied on existing conditions, zoning, and the existing street infrastructure. Lands that have been previously identified, through the community development process, for future land uses were taken into consideration. Areas with existing traditional neighborhood grids, and closer to the urban core, being more conducive to future higher density residential housing (through infill/retrofitting), were increased to Neighborhood 3. Existing areas with suburban street networks remained as Neighborhood 2.

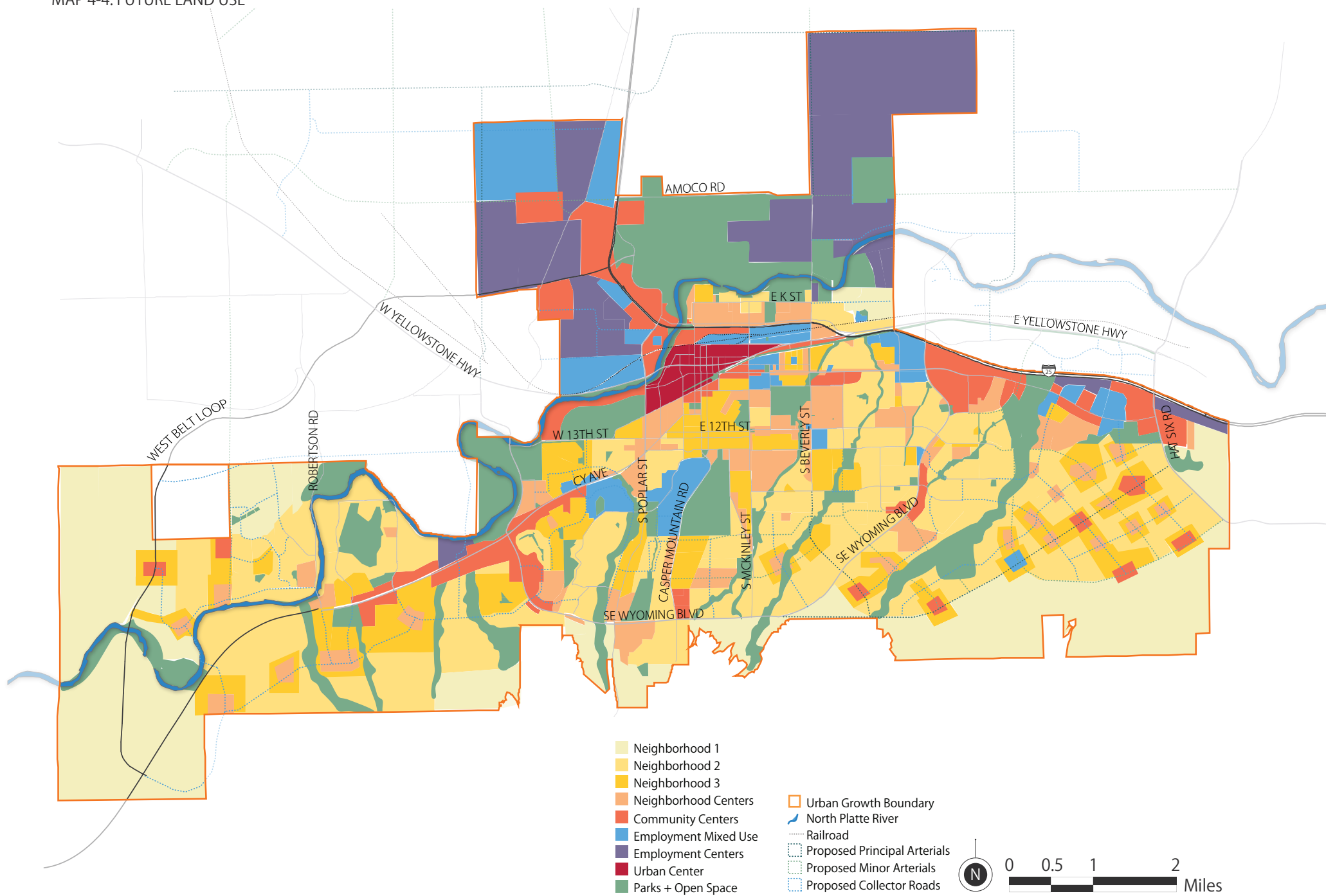
To further promote the strong Western values, small town feel, and individualistic areas; commercial, government, and cultural entities should be focused within Neighborhood and Community Centers surrounded by tight-knit residential development. While low density can be accommodated, where appropriate on the edges of the community, lower density should be encouraged within the County.

The UGB was developed based on a balance between discouraging sprawl and ensuring enough supply of land for future development, emphasized in Principle ECH2, Intentional Growth. Future land uses within the UGB but outside of the existing city limits are diagrammatic to showcase the theory behind future development and ideal development patterns that:

- Reflect the community's desire for intensities, densities, connections, and mix of land uses.
- Take into consideration constraints, such as:
 - floodplains and wetlands;
 - service area boundaries, such as Zone 3 public works and emergency services;
 - slopes and topography; and
 - growth boundaries between municipalities.
- Coordinate with the Natrona County Development Plan.
- Coordinate with the Major Streets Plan.

Future land use areas are subject to additional planning efforts.

MAP 4-4. FUTURE LAND USE



ROOM TO GROW

Based on current population projections, it would take over 120 years to build out all remaining developable area between the existing City boundary and the UGB assuming the continuation of current development patterns and density. Within the planning horizon of this document (10 – 20 years), the City would only need to expand by 5 square miles based on historic development patterns. However, this plan highlights the need and desire for infill development to preserve Wyoming's small town feel and wide open spaces; therefore, a target of less than 5 square miles should be utilized for future development within this timeframe.



GOALS

The FLU Plan needs to:

- be flexible, adaptable, and aspirational;
- coordinate with transportation planning efforts;
- address potential future development; and
- serve as a guide to the City Council and to the Planning & Zoning Commission.

Future Land Use Plan Categories

Development approvals, capital improvement programs, and implementation ordinances should all consider and be consistent with the FLU categories indicated on the FLU Map. The FLU categories are described on the following pages. These categories are guidelines and should inform any changes to the regulatory zoning categories.

How to read the Future Land Use Categories

Land Use Category

Photo examples of typical land uses

Figure Ground: Typical pattern of development showing density, building types, building orientation, and set backs from the parcel line/street. These illustrations show what a typical plat may look like for these uses.

Neighborhood 2



GENERAL CHARACTERISTICS	PRIMARY USES	RES. DENSITY	NON-RES. FAR	BUILDING HEIGHT
Single-family neighborhoods built on a traditional development pattern of individual homes on individual lots, served by a highly connected street pattern, and interspersed with schools, public facilities, walkable neighborhood amenities, parks and trails. This designation exists throughout most of the City. A neighborhood center and park and/or open space should be integrated within every neighborhood.	Conventional, detached, single-family units and twin homes	3 - 10 DU/Acre	NA	1 - 3 Stories

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General Characteristics: An overview of the general location, purpose, public features, and transportation connections for the category.

Primary Uses: Typical allowable uses within the category to be used as a guideline.

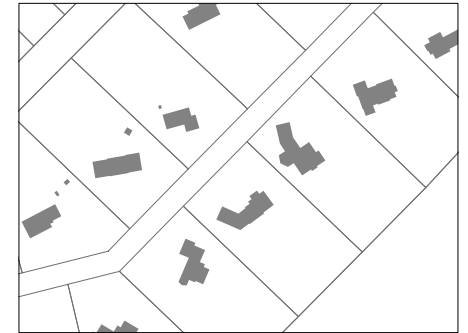
Typical Form: Range of residential density as expressed by dwelling units per acre (DU/Acre), non-residential density as expressed by Floor Area Ratio (FAR), and building heights to achieve the desired form.

ZONING VS. LAND USE

Zoning is a regulatory tool that implements the FLU Plan through requirements, incentives, and enforcement. The FLU categories should be used for guidance, and should inform any changes to zoning categories. The FLU Map is not a zoning map and does not automatically change the zoning; the boundaries between land use designations are not rigid and can accommodate reasonable rezoning requests near the boundaries.

The City must ultimately provide developers with a regulatory framework for implementing the Comprehensive Plan and the FLU. The FLU Plan is codified through zoning. Specific changes to Casper's Municipal Code to implement the Comprehensive Plan are outlined in Chapter 5. The code includes, in part, zoning, building and construction, streets and public places, and health and safety.

Neighborhood 1



GENERAL CHARACTERISTICS

Neighborhood 1 is the lowest density residential development and are primarily adjacent to open space and industrial uses on the fringe of the community. Density of development should be clustered to protect open space and view corridors. This land use surrounds much of the City and acts as a transition from rural County development to future City annexation areas. New neighborhood development outside of city limits should follow city standards. This use is not encouraged in mass across the community.

PRIMARY USES

Single family homes, large-lot residential development, and other ancillary uses.

RES. DENSITY

½ - 5 DU/
Acre

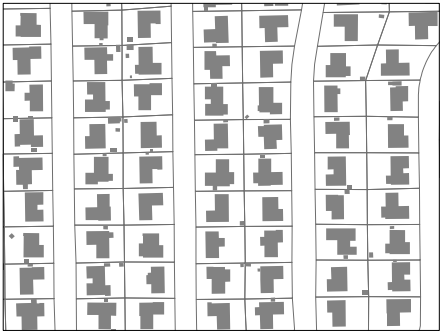
NON-RES. FAR

NA

BUILDING HEIGHT

1 - 2 Stories

Neighborhood 2



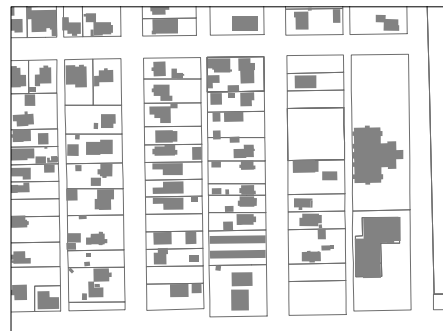
GENERAL CHARACTERISTICS	PRIMARY USES	RES. DENSITY	NON-RES. FAR	BUILDING HEIGHT
Single- and multifamily neighborhoods built on a traditional development pattern, served by a highly connected street pattern, and interspersed with schools, public facilities, walkable neighborhood amenities, parks and trails. This designation exists throughout most of the city. A neighborhood center and park and/or open space should be integrated within every neighborhood.	Conventional, detached, single-family units, twin homes, and multi-family up to 10 DUs/Acre.	3 - 10 DU/ Acre	NA	1 - 3 Stories

Neighborhood 3



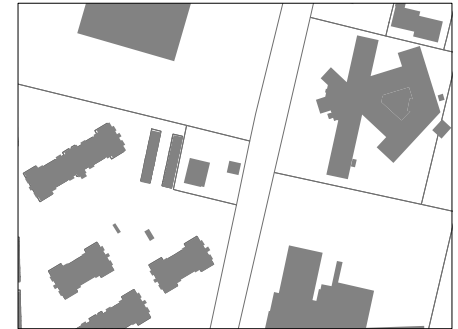
GENERAL CHARACTERISTICS		PRIMARY USES	RES. DENSITY	NON-RES. FAR	BUILDING HEIGHT
Higher density neighborhoods near commercial centers and major corridors. Housing is built adjacent to sidewalks. To meet the needs of people in all stages of life, these neighborhoods are supported by a multimodal network, pocket parks, and public gathering spaces. Small offices, civic uses, and community uses (churches, daycare, etc.), that support the surrounding residential, would be acceptable, as necessary. Neighborhood 3 serves as a transition between Neighborhood 2 and Neighborhood Centers and Mixed Use areas.		Attached, single- and multifamily dwellings, including duplexes, townhomes, and other similar types of dwellings, at higher densities. Small format office and community uses.	8 - 30 DU/Acre	2.0	2 - 8 Stories

Neighborhood Centers



GENERAL CHARACTERISTICS	PRIMARY USES	RES. DENSITY	NON-RES. FAR	BUILDING HEIGHT
Strategically located areas throughout Neighborhoods 2 and 3 that include a variety of housing types and provide services to their immediate neighborhood area. Neighborhood Centers typically consist of offices, small grocery, and/or restaurants. Size, scale, and intensity of use fit into the context of the neighborhood, and Centers are highly connected and pedestrian- and bicycle-friendly. Although primarily residential in character, other uses are focused at intersections and major corridors, to buffer single-family residential neighborhoods. Schools and other public facilities such as recreation centers are also located in Neighborhood Centers. Public facilities should connect to surrounding uses and major facilities should be buffered to residential uses by lower impact development.	Areas designated for low-scale commercial uses supporting general neighborhood needs with supporting multifamily residential.	5 - 15 DUs/ Acre	.25 - 1.0	1 - 3 Stories

Community Centers



GENERAL CHARACTERISTICS	PRIMARY USES	RES. DENSITY	NON-RES. FAR	BUILDING HEIGHT
<p>Community Centers are a concentration of commercial activity serving a larger area than a neighborhood center but do not draw from the uniqueness of the Urban Centers. These areas may include some mix of higher density residential uses and multi-story buildings are encouraged. Transportation access balances all modes of traffic. Adjacent land uses would include denser residential land uses. Public art is integrated into design features and a high quality, context sensitive design is encouraged. Each Community Center should serve a particular purpose to the community and offer a distinctive sense of place.</p> <p>Existing and future Community Centers include Wyoming Boulevard and E Second Street; Platte River Commons; SW Wyoming Boulevard; CY Avenue; and additional sites per the FLU Map.</p>	<p>Areas designated for retail, trade, service uses, and offices with supporting multifamily residential.</p>	<p>10 - 30 DU/ Acre</p>	<p>.5-2.0</p>	<p>1-5 Stories</p>

Employment Mixed Use Centers



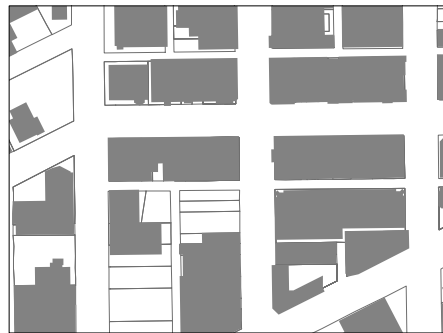
GENERAL CHARACTERISTICS	PRIMARY USES	RES. DENSITY	NON-RES. FAR	BUILDING HEIGHT
<p>Employment Mixed Use Centers include a variety of regional, job-creating, civic, and medical uses with integrated essential services. Building type may include free-standing, mid-rise, office, medical, and educational buildings in a unified campus setting with high-quality design. Large employers are supported but integrated with urban elements such as pedestrian connectivity and green space.</p> <p>These areas are located near urban or community centers and highly connected with access to major arterials and transit systems. Residential may consist of live/work dwellings, loft housing, and other similar uses that may be ancillary to the employment as well as senior housing. Art is integrated with urban pocket parks to provide visual relief from the urban environment.</p> <p>Existing and future Employment Mixed Use Centers include the Medical Campus at E Second Street and Conwell; Casper College Campus; and future growth areas at the eastern end of E Second Street.</p> <p>A Maker's District or space to facilitate industrial and living spaces would be most appropriate in this land use, specifically east of the established downtown Casper.</p>	<p>Areas designated for civic, employment, or institutional space with limited supporting multifamily housing.</p>	<p>10 - 15 DU/ Acre</p>	<p>.5 - 2.5</p>	<p>1-8 Stories</p>

Employment Centers



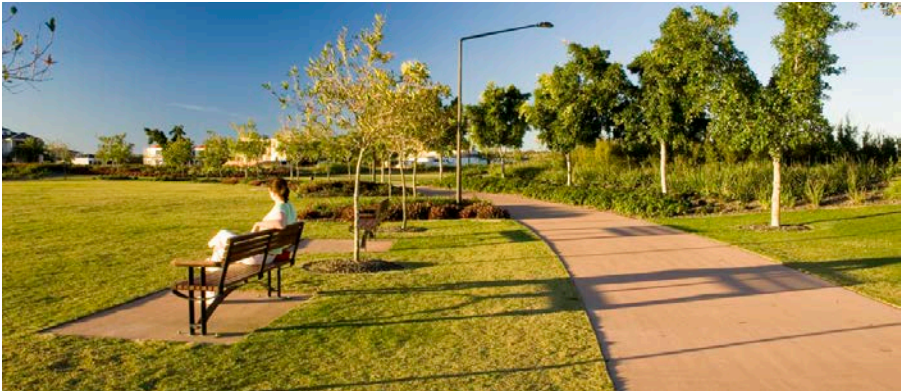
GENERAL CHARACTERISTICS	PRIMARY USES	RES. DENSITY	NON-RES. FAR	BUILDING HEIGHT
Employment Centers are areas of high economic base located near regional transportation corridors, and include business parks, manufacturing facilities, distribution centers, and industrial uses. These areas support large industrial employers in more suburban development patterns, yet provide an intense workplace that serves both the City and the larger region. Focusing on the movement of goods, Employment Centers are connected to major arterials and state and regional highways. Generally, these areas are not compatible with residential uses.	Areas designated for industrial manufacturing and warehousing space.	NA	<1.5	1 – 3 Stories

Urban Center



GENERAL CHARACTERISTICS	PRIMARY USES	RES. DENSITY	NON-RES. FAR	BUILDING HEIGHT
<p>Downtown and the Old Yellowstone District is designated the only Urban Center in Casper and serves as a centrally-located regional attraction for shopping, entertainment, culture, arts, and public events, and offers a location for public gathering and community pride. A diversity of housing types at various price points are integrated with restaurants, bars, retail stores, offices, coffee shops, civic services, theatres, and museums. This area should include special urban improvements to make rich and enjoyable public spaces. Public art should be integrated into design features. Development should encourage preservation of character, redevelopment, and infill; and should include above-average standards for design. Renovation of older buildings is encouraged.</p> <p>This area is highly connected to surrounding neighborhoods through a safe, welcoming, pedestrian-oriented environment. It maintains access to an efficient multi-modal transportation network. Development should include above average standards for design, intensity of development, and residential densities.</p>	<p>Retail, employment, entertainment, civic and residential uses in an urbanized, pedestrian-oriented environment.</p>	<p>15+ DU/Acre</p>	<p>2.0+</p>	<p>3+ Stories</p>

Parks, Open Space, and Greenways



GENERAL CHARACTERISTICS	PRIMARY USES	RES. DENSITY	NON-RES. FAR	BUILDING HEIGHT
<p>Parks and open space provide visual and physical buffers from development, offer place for recreational enjoyment, and provide habitat for wildlife.</p> <p>Neighborhood parks should be evenly distributed throughout the community, and provide unique designs and amenities that add interest and contribute to neighborhood identity.</p> <p>Greenways will be interconnected to parks and the on-street bike system. The North Platte River will serve as the primary greenway system, with ancillary trails along creeks and drainages.</p>	<p>Land remaining undeveloped as natural open space, lands along drainageways identified as floodplain and lands identified and developed as greenways, trails, parks, and golf courses.</p>	NA	<.5 FAR	1 – 2 Stories