



Throughout the United States, there are both old and new examples of mixed-use developments. This particular mixed-use development occurs along a main street. Retail uses help to activate the street, while residential and office space on the second floor ensures store owners of a constant customer base and ensures residents that their daily needs are within walking distance.



Stapleton in Denver, Colorado is a mixed-use redevelopment on land formerly occupied by an airport. Above is a picture from the retail core, which shows an enhanced streetscape and commercial development directly adjacent to the sidewalk.

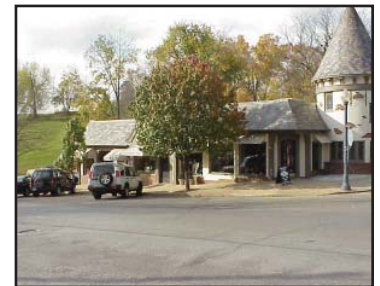
### WHAT PLANCHEYENNE SAYS...

*PlanCheyenne* emphasizes mixed-use development patterns as the most effective way to implement a number of the foundations and principles of the plan. More compact, well-connected development patterns that support a variety of uses will:

- Improve multi-modal transportation options;
- Increase housing choices;
- Enhance the character and diversity of neighborhoods;
- Strengthen access to jobs, businesses and services;
- Promote fiscally sound development principles.

The Future Land Use Plan reflects several diverse mixed-use environments, within the “Activity Centers” and Land Use Categories:

- Downtown (reinvest / revitalize);
- Neighborhood Activity Centers;
- Mixed-Use Commercial Activity Centers;
- Community / Regional Commercial Centers;
- Mixed-Use Residential Emphasis;
- Mixed-Use Commercial Emphasis;
- Mixed-Use Employment Campus.



### WHAT IS MIXED-USE?

Mixed-use development and zoning districts can come in many sizes and have diverse characteristics. An accurate description of “mixed-use” will depend on the context. However, regardless of the scale, intensity, and extent of the mix of different uses, all mixed-use development generally aims to further many of the following planning principles:

- Improve the walkability of neighborhoods and districts by connecting and locating trip origins and destinations closer together;
- Increase the viability of public transit systems, and increase citizens’ access to transit routes;
- Allow shorter trip distances in meeting most daily needs by placing residences closer to stores, jobs, recreation, and civic or cultural attractions;
- Improve property values and encourage long-term investment in buildings and property through “placemaking” strategies.
- Achieve compact and more efficient site development which can allow sharing of common site elements across different sites (i.e. parking, stormwater facilities, open / civic space).
- Maximize the return on the investment in public infrastructure, including streets, streetscape design, utilities, and open spaces.
- Create diversity of places – particularly with regard to housing options and neighborhoods.
- Allow flexibility – particularly in the use of buildings over time to adjust to shifting market demands.



Above are two aerial images of regional centers with a mix of uses. The top aerial is a mixed-use development called Zona Rosa. The bottom aerial is an older neighborhood with a mix of uses called Brookside. Although Zona Rosa has a mix of uses within the development, it is disconnected from the surrounding neighborhoods, which discourages local foot traffic. Brookside has a typical single use zoning pattern; however, the building density encourages walkability, because the development pattern and scale of compatible uses are well integrated.

### WHAT CURRENT CITY REGULATIONS SAY...

The City of Cheyenne currently has three zoning districts where mixed-use development is emphasized:

- Mixed Use with Residential Emphasis District (MUR);
- Mixed Use with Business Emphasis District (MUB); and
- Planned Unit Development District (PUD).

Additionally, the higher-density residential districts allow some non-residential uses, including office and other service oriented uses in a limited manner. The Neighborhood Business District (NB) also reflects the intent of allowing smaller-scale businesses to be better integrated with residential neighborhoods.

Although these districts allow for the possibility of mixed-

use, they do not easily facilitate the implementation of mixed-use in the development process. Additionally, none of the districts contain urban design standards that ensure that the mix of uses are compatible and lead to the benefits sought by mixed-use planning policies. The following obstacles to effective and quality mixed-use development exist in the current regulations:

- Non-residential uses may require special processes through administrative or conditional approval (HR-1, HR-2, MUR)
- Buildings are required to be set back from the street, indicating a policy and bias towards buffering and segregating uses, even at the site level. (MUB, MUR, NB)
- Development and urban design standards are absent and reliant on discretionary plan approvals, giving little assurances and guidance to the developers and providing few decision-making criteria for public officials. (MUB, MUR, MUB)
- There is no mechanism for

### MIXED-USE COMPONENTS OF PLANCHEYENNE...

*PlanCheyenne* is divided into Key Land Use Concepts, Community Foundations and Principles, Land Use Categories and a Future Land Use Map. Within these sections are statements supporting Mixed-Use Development.

#### KEY LAND USE CONCEPTS:

- Variety of Vital “Activity Centers”
- Flexibility in Land Use Categories

#### COMMUNITY FOUNDATIONS AND PRINCIPLES:

- Growing as a Community of Choice (see *PlanCheyenne* Principles 1.1, 1.4)
- Fostering Vital Employment and Activity Centers (see *PlanCheyenne* Principles 3.1, 3.2, 3.3, 3.4)
- Developing in a Fiscally Responsible Way (see *PlanCheyenne* Principles 7.1, 7.2, 7.3, 7.4, 7.5)

#### LAND USE CATEGORIES AND FUTURE LAND USE MAP

- Mixed-Use Residential Emphasis (Applicable Zoning Districts: MU-R or PUD)
- Mixed-Use Commercial Emphasis (Applicable Zoning Districts: MU-C, PUD or CB)
- Mixed-Use Employment Emphasis (Applicable Zoning Districts: LI, MU, PUD).
- Central Business District (Applicable Zoning Districts: CBD)
- Community Business (Applicable Zoning Districts: CB)
- Mixed-use Commercial, and Community / Regional Activity Centers (variety of zoning districts)



Unlike surface parking lots, this parking garage within a mixed-use area is shared by multiple sites, allowing for a more efficient development pattern, a “park once” district and a more pedestrian-oriented character of the street.



Residential over retail reflects one type of mixed-use. A good example of this is at Orenco Station outside of Portland, Oregon. However, simply placing residential over retail is not the only element of this project’s success. Above is a photograph of a mixed-use building, which is well integrated with the surrounding streets, buildings and neighborhood.

promoting the compatible scale and complimentary mix of uses (i.e. “retail” as defined in the ordinance could include a big box store or a corner store). (all districts)

Considering the strong emphasis in PlanCheyenne on mixed-use and for better integrating a range of compatible uses into pedestrian-oriented activity centers, these districts do not implement the plan and the general planning principles supporting mixed-use as well as the should.

### CHEYENNE OPTIONS TO CONSIDER...

- Mixed-use zoning districts may not account for all the scenarios that may implement the planning principles behind a mix of uses in *PlanCheyenne*. Emphasize and improve the relationships among several mutually supported zoning districts with development at a smaller scale to encourage a variety of uses in close proximity to each other.
- List and describe the public benefits to be achieved and specifically require the policies of *PlanCheyenne* to be demonstrated in exchange for the flexibility and open standards of the “planned” districts.
- Define uses by scale (either maximum square-footage, area of

### WHAT IS A STRUCTURE PAPER?

Structure Papers are a series of discussion papers developed in association with the *PlanCheyenne* implementation project. Each paper identifies a central issue from *PlanCheyenne* and discusses how this issue is impacted by current regulations as well as future amendments to the regulations. In addition to the basic information, citations to other resources for further in-depth information on the topics are also included. These Structure Papers are intended as an aid to project participants as they continue to discuss the merits and details of potential implementation strategies.

typical target market, or other general measure) rather than purely use, so that compatibility within the zoning district as well as to adjacent mutually supportive zoning districts with different uses can be better assured.

- Ensure that a variety of lot and building types that promote more compact and higher density neighborhoods exist, so that quality neighborhoods can be put in close proximity to retail.
- Consider converting all non-residential districts to mixed-use districts by allowing some of the compatible residential lot and building types in these districts.

### OTHER RESOURCES...

- For the latest project updates, please visit our website. [extra.gouldevans.com/PLANCHEYENNEIMPLEMENTATION/index.html](http://extra.gouldevans.com/PLANCHEYENNEIMPLEMENTATION/index.html)
- *Mixed-Use and Compact Development*, National Association of Homebuilders. [www.nahb.org/page.aspx/category/sectionID=628](http://www.nahb.org/page.aspx/category/sectionID=628)
- *Ten Principles for Rebuilding Neighborhood Retail*, Urban Land Institute. [www.uli.org/AM/Template.cfm?Section=Home&CONTENTID=56787&TEMPLATE=/CM/ContentDisplay.cfm](http://www.uli.org/AM/Template.cfm?Section=Home&CONTENTID=56787&TEMPLATE=/CM/ContentDisplay.cfm)
- *Driver and Keys to Mixed-Use Development*, Urban Land Institute, Larry Flynn. [www.uli.org/AM/Template.cfm?Section=Search&template=/CM/HTMLDisplay.cfm&ContentID=20092](http://www.uli.org/AM/Template.cfm?Section=Search&template=/CM/HTMLDisplay.cfm&ContentID=20092)

### EXISTING CODE COMPARISON...



This development would require several discretionary plan review processes and approvals prior to being built in the MUR, MUB, or PUD zoning districts.



This building meets all of the development standards in the MUB and CB zoning districts.



This building is prohibited in the Neighborhood Business district (NB) because it violates the 25' front setback requirement.



This building meets all of the standards of the Neighborhood Business district (NB).

Projects that better relate to existing neighborhoods or that allow a compatible mix of uses within the district are more difficult to implement under the current regulations than projects that pose the potential for greater negative impacts on adjacent property and neighborhoods.