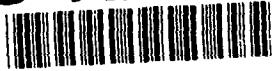


AD-A269 539



1

# Cheyenne-Laramie County Economic Development Strategy

**DISTRIBUTION STATEMENT A**  
Approved for public release  
Distribution Unlimited

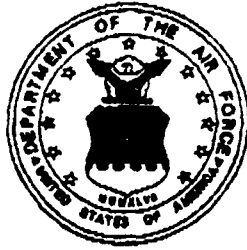
DTIC  
ELECTE  
SEP 07 1993  
S B D

93-20550



18/20

93 0 0 0 12



**Air Force  
Environmental Planning Division  
(HQ USAF/CEVP)**

Room 5B269  
1260 Air Force Pentagon  
Washington, DC 20330-1260

16 JUL 93

*MEMORANDUM FOR DTIC (Acquisition)*

*(ATTN: Paul Mauby)*

*SUBJ: Distribution of USAF Planning  
Documents Forwarded on 1 July 93*

*All the documents forwarded to  
your organization on the subject  
date should be considered*

*Approved for Public Release, Distribution  
is unlimited (Distribution Statement A).*

*J. E. Boyer*

*Jack Bush, GM-14*

**MR. Jack Bush**  
Special Projects and Plans  
703-697-2928  
DSN 227-2928

**CHEYENNE-LARAMIE COUNTY  
ECONOMIC DEVELOPMENT STRATEGY**

**- Prepared for -**

**Cheyenne-Laramie County  
Economic Development Task Force**

<b>William D. Bagley</b>	<b>Shirley Francis</b>
<b>Steven Bartenhagen</b>	<b>Nancy Gire</b>
<b>Lynn Birleffi</b>	<b>Jim Helzer</b>
<b>James T. Bonds</b>	<b>Harold Miller</b>
<b>Ken Brengle</b>	<b>Dick O'Gara, Chair</b>
<b>John Etchepare</b>	<b>Do Palma</b>
<b>Mary Ellen Tamasy</b>	

**- Prepared by -**

**Elizabeth A. Fischer and T.D. Browne  
Browne, Bortz & Coddington, Inc.  
155 South Madison Street, Suite 230  
Denver, Colorado 80209  
(303) 321-2547**

**June 1986**

This contract is financed by funds authorized under Section 801 of the Military Construction Authorization Act, 1981, (P.L. 96-418 as amended by P.P. 97-99, 10 U.S.C.).

The 801 Grant Agreement is between the Wyoming Industrial Siting Administration, acting on behalf of the Wyoming-Nebraska Intergovernmental Executive Impact Council (IEIC) and the United States of America, acting through the Department of the Air Force.

The Wyoming Industrial Siting Administration designated the City of Cheyenne as coordinator of this project.

## INTRODUCTION

The economic development representative advisory group for Cheyenne and Laramie County. Its affiliations include:

The task force was formed in late 1985 as a representative advisory group to develop an economic development strategy for Cheyenne and Laramie County. Its members and their organizational affiliations include:

<u>Name</u>	<u>Title and Organization</u>
William D. Bagley	Attorney, Bagley, Hickey, Evans & Statkus
Steve Bartenhagen	Industrial Siting Administration
Lynn Birleffi	Marketing Director, Hitching Post Inn; Wyoming House of Representatives
James T. Bonds	Director, Cheyenne-Laramie County Planning
Ken Brengle	Executive Director, Greater Cheyenne Chamber of Commerce
John Etchepare	Warren Livestock Co.
Shirley Francis	Laramie County Commissioner
Nancy Gire	Economic Development Planner, Cheyenne-Laramie County Planning
Jim Helzer	President, Unicover Corp.
Harold Miller	Executive Director, Industrial Development Association of Cheyenne and Laramie County
Dick O'Gara	Instructor, Laramie County Community College
Do Palma	Former Assistant Director, Cheyenne-Laramie County Planning
Mary Ellen Tamasy	Project Manager, Main Street

In late 1985, the task force retained Browne, Bortz & Coddington, Inc. (BBC) to provide consulting services to the effort. BBC's role was to lend technical, analytical expertise and act as facilitator in developing the strategy. BBC has met with the task force regularly throughout the five month planning process.

In formulating an economic development strategy for Cheyenne and Laramie County, several inputs were incorporated. In most cases, research, personal interviews and other sources were relied upon to gather the necessary information and perform the analysis.

The various elements which entered into the economic development strategy are:

● **Assessment of Community**

In order to identify the economic development issues confronting Cheyenne, BBC conducted a series of in-depth personal interviews with nearly 60 people in the community representing business, government, agriculture, tourism, neighborhood residents, etc. The purpose of the interviews was to discuss Cheyenne's assets and liabilities, review perceptions of economic development groups and talk about potential economic development strategies. A summary of these interviews appears in Section A.

● **Analysis of Development Opportunities**

Cheyenne's position in the marketplace was examined and realistic market goals were determined. BBC prepared market analyses of tourism and agriculture to assess development opportunities within these two sectors. Previous analyses had addressed industrial development potential and downtown market expectations. Executive summaries from each of these studies are found in Section B. Complete copies of these documents are available through the Cheyenne-Laramie County Regional Planning Office.

● **Profile of Economic Development Groups**

Cheyenne has several organizations active in economic development. A profile of these groups was prepared examining organizational structures, financial attributes, program characteristics and economic goals. The profiled entities include:

- City of Cheyenne
- Laramie County
- Industrial Development Association of Cheyenne-Laramie County (IDAC-LC)
- Greater Cheyenne Chamber of Commerce (GCCC)
- Downtown Development Authority (DDA)
- Cheyenne Downtown Association (CDA)
- Laramie County Community College (LCCC)
- Wyoming Economic Development and Stabilization Board (EDSB)
- Wyoming Travel Commission

The Cheyenne-Laramie Regional Planning office prepared the economic development group profiles which appear in Section C.

<b>Accession For</b>	
NTIS GRA&I	<input checked="" type="checkbox"/>
DTIC TAB	<input type="checkbox"/>
Unannounced	<input type="checkbox"/>
Justification	
By _____	
Distribution/	
<b>Availability Codes</b>	
Dist	Avail and/or Special
A-1	

DTIC QUALITY ASSURED

- **Comparative Economic Development Analysis**

An overview of economic development efforts in selected other communities was prepared. Communities which share similarities with Cheyenne were selected; they include Fort Collins, Greeley and Pueblo, Colorado and Laramie, Wyoming. Based on the experience of these communities, implications for Cheyenne were analyzed. Section D includes this comparative analysis.

- **Economic Development Strategy Workshop**

The task force hosted an all day community workshop on May 8, 1986. In addition to BBC, Coley/Forest, Inc. and the Fantus Company informed participants of development opportunities in Cheyenne. Dick Greenberg, formerly of Pueblo Economic Development Corporation, served as luncheon speaker. Participants made suggestions about how to address major issues and achieve economic development objectives. The findings from the workshop and supporting materials appear in Section E.

- **Economic Development Strategy**

The economic development task force and BBC prepared an economic development plan based upon the above inputs. The strategy outlines economic development initiatives and recommends organizational structures to guide these efforts. The economic development strategy is presented in Section F.

## ECONOMIC DEVELOPMENT INTERVIEW SUMMARY

An effective economic development strategy needs to be founded on an understanding of the economic base, an awareness of community concerns and attention to organizational and political frameworks. Part of this knowledge is derived from interviews with individuals directly or tangentially involved in economic development in Cheyenne and Laramie County. This document summarizes the findings from a series of in-depth personal interviews with selected members of the community conducted by Browne, Bortz & Coddington, Inc. (BBC). It is not possible in a summary of this type to detail the comments of every participant, therefore, the statements most frequently cited are presented. **These comments come directly from interviews and do not reflect the views of BBC.**

### Background

The interviews were structured to meet several objectives. Key economic, social or political trends affecting the Cheyenne-Laramie area were discussed, as well as perceived assets and liabilities of the community. Interviewees were asked to define economic development. Opportunities or impediments were identified. Participants were queried about their perceptions of local economic development groups including their roles, responsibilities and effectiveness. Discussions also focused on who should be involved in planning and implementing economic development program, and what form that involvement should take. Finally, interviewees also shared ideas on economic development strategies for the community. An outline of the interview guide is found in Appendix A. The interviews enabled respondents to express their concerns to an objective third party. Confidentiality of responses was assured.

Interviews were conducted with nearly 60 individuals representing a variety of perspectives. A list of these individuals as well as the organizations which they represent are listed in Appendix B. The Economic Development Committee, formed for the purpose of this planning project, suggested the persons to be interviewed.

Interviews took place over a two week period from February 10-21, 1986, in the Greater Cheyenne Chamber of Commerce offices. With a few exceptions, BBC project team leaders met with each person individually for approximately one hour.

### ASSETS AND LIABILITIES ANALYSIS

Individuals attributed numerous positive attributes to their community. Assets deemed particularly relevant to enhancing the economic vitality of Cheyenne included its excellent accessibility, favorable tax structure and education system. The "cross roads" of the interstates (I-25 and I-80) and railroads (Union Pacific and Burlington-Northern) give Cheyenne a locational advantage over competing communities. On the other hand, the inadequacy of local air service proved to be a negative consideration. Many cited low taxes including no state income tax or warehouse tax as potential incentives for

prospective businesses. The excellence of local education was frequently mentioned as a community strength. The positive outlook also extended to Laramie County Community College (LCCC).

People appreciate the stability of Cheyenne's economy recognizing that the high proportion of government employment protects it from the recent "boom and bust" cycles characteristic of other Wyoming communities. The presence of this governmental labor force also drew several disparaging observations. The community's mentality was deemed "bureaucratic". Many people thought that government employees evidenced no concern for strengthening the economy. Little incentive exists for these people to become involved in the affairs of their community since their jobs are secure. Further, this "bureaucratic" element is thought to oppose economic growth preferring to keep Cheyenne "the way it is". Respondents generally perceived the status quo outlook as an undesirable attitude. Almost all respondents interviewed evidenced strong interest in the economic development and do not generally subscribe to a "no growth" policy.

Several comments related to the nature of Cheyenne's residents. People are friendly, open, honest and sincere. A spirit of independence was observed. The degree of volunteerism in the community was commended with several people noting the massive volunteer effort that annually goes into putting on Frontier Days. Service on various community committees appeared to be widespread.

The location of Cheyenne was considered a positive attribute. Some thought Cheyenne could capitalize on its location within the Front Range. Its proximity to Denver affords opportunities to take advantage of the metropolitan area's offerings. Denver or Fort Collins are within reasonable driving distances for entertainment, shopping, etc. In general, people are pleased with being able to benefit from the aspects of the big city without having to pay the price of urban living.

Interviewees liked the pleasant small town environment of Cheyenne. Clean air, no congestion, low crime were frequently mentioned as small town attributes. Negative influences were also thought to accompany the small town atmosphere. An inadequate population base to support businesses dependent upon the availability of markets was highlighted. Further, the community is thought to have a limited labor force both for skilled and unskilled workers. On the other hand, the existing labor force is made up of dedicated workers who are willing to work hard.

Unique features of Cheyenne include the state capitol, Frontier Days and Warren Air Force Base. The City's western heritage adds to its strengths. Cheyenne enjoys national name recognition although some shun its image as a "cow town". The aesthetics of the town, including a "dying downtown," were listed as weaknesses.

Quality of life factors were generally found acceptable. The community's basic services are satisfactory. Land, water and other utilities are readily available. Shopping and service needs can be satisfied locally especially since the opening of Frontier Mall. Medical care is considered less available. Recreation and cultural activities appear to be reasonable for a town of its size. Housing is deemed adequate and affordable.



Interrelated themes emerge from comments on the communities liabilities including negative attitude, lack of leadership and antidevelopment bias. The community has little vision or image of itself. Few people could say what they would like Cheyenne to be; a consensus never developed about the optimum future. The City suffers from a lack of pride. Interviewees were much more likely to focus on the negative rather than the positive. As one interviewee noted, "People are always apologizing for the town." Part of this negativism is blamed on the bureaucratic nature of the residents. Others attributed the "narrow thinking", "conservative", "complacent" manner to the size of the community.

Several people pointed to a leadership void in the community. No one person or organization acts as an advocate for the City nor takes a lead in spearheading economic development. Conflicts and personality differences among elected officials thwart economic development attempts. Further, the private sectors also seem to lack direction. The City has few entrepreneurs. The financial community is viewed as very conservative and "risk averse".

Coupled with a perceived leadership vacuum comes certain antidevelopment sentiment. The City is inconsistent in its application of rules. Regulations are too stringent and arbitrary so as to discourage or inhibit development. The City often makes it burdensome for business to proceed through cumbersome regulations and lengthy, political approval processes.

The community appears somewhat discouraged by the absence of successful attempts to strengthen the economy. The momentum for economic development is waning without a proven track record. The community was criticized by some for wanting a quick turn around when a long range view might be more realistic.

#### ECONOMIC DEVELOPMENT GROUPS

Interviewees were asked to identify who should be involved in economic development as well as their perception of these various organizations. General comments about each group follow.

##### Greater Cheyenne Chamber of Commerce

Perceptions. The image of the Chamber of Commerce has undergone several permutations in its recent history. The Chamber was associated with the downtown for a number of years and might have alienated other merchants. This perception is changing and the Chamber is now associated with the larger business community. Some still perceive it as too political an organization.

Another common perception of the Chamber focuses on its social nature. It acts as a public relations body for the business community. Membership services and "boosterism" are its perceived forte. The Chamber is considered a watchdog agency and an advocate for business. Some consider the organization is too large and loose knit to mount a concerted economic development campaign.

Several people commented that the Chamber is becoming a better organization. The Chamber has acted as a facilitator in an effort to coordinate groups. Conflicts with IDAC and other agencies, however, were mentioned.

The Chamber's initiatives to promote Cheyenne as a regional shopping center drew praise. Its effort to promote tourism also elicited general support. Conference and convention activities were criticized for helping only a few businesses.

Appropriate role. The Chamber's broad membership is perceived as an asset to economic development efforts. Opinions differ on whether the Chamber should lead the community's economic development effort. It is viewed that the organization could act as a resource coordinator and provide assistance to existing and prospective businesses. Few people think the Chamber should duplicate the responsibilities of IDAC-LC. The need to work cooperatively with that agency and continue to offer financial support was emphasized.

Economic development strategies aimed at tourism should remain a Chamber function. It was suggested that the Chamber form a separate tourism council, patterned after the Frontier Days Committee, to direct tourism related activities. Close coordination with the state's tourism programs was advised.

The Chamber also has a responsibility to Cheyenne residents. The organization should project a positive image of the community, acting as "Cheyenne's ambassador to Cheyenne." It should promote "what's here for local residents." The Chamber also has a watchdog function to perform on behalf of residents and local businesses.

#### Industrial Development Association of Cheyenne and Laramie County (IDAC-LC)

Perceptions. IDAC-LC is recognized throughout the community and its objective to attract industrial firms to the area is fairly well understood. In general, however, the majority of interviewees consider the organization as ineffective in fulfilling its mission. The organization is credited with few accomplishments; it lacks a successful track record.

Many reasons are attributed to IDAC-LC's lack of performance. Financial constraints were most often cited. The organization's budget is viewed as insufficient for it to compete with other communities for prospective businesses. Others expressed the sentiment that IDAC-LC is doing the best it can given its resources.

Certain people think IDAC-LC has inadequate staff to wage an aggressive industrial development program. Further, the organization is not action oriented. Others contend that some IDAC-LC members belong out of self interest rather than a commitment to help the community.

The organization is viewed as engaging in a power struggle with other groups. IDAC-LC protects its information and "keeps contacts to itself." The organization fails to draw in other people to assist in its recruitment efforts. Prospective businesses need for confidentiality was sometimes acknowledged. On the other hand, this attention to guarding information was also perceived as "more of a hindrance than a help." The need for more cooperation, communication and coordination was expressed, especially between IDAC-LC and the Chamber of Commerce.

IDAC-LC is perceived as lacking a long term plan. Actions tend to be reactive rather than part of a coordinated approach. Policies and programs do not exist to go after businesses on a systematic basis.

IDAC-LC is thought to concentrate on the recruitment of new industry and fails to assist existing businesses. Greater focus on the retention of current employers was recommended.

Appropriate role. Opinions varied on where or how IDAC-LC fit in future economic development endeavors. While a few suggested a complete overhaul or elimination of the agency, most believed that IDAC-LC has a central role to perform. Greater integration with other groups, especially the Chamber of Commerce, was advised. This might be accomplished by centralizing or sharing functions.

IDAC-LC should continue to specialize in industrial development. Efforts to recruit targeted industries need to be developed. The organization should also consider how it can assist existing businesses. Other economic development initiatives, such as tourism promotion, lie outside the organization's purview.

Cheyenne Downtown Development Association (DDA)/  
Cheyenne Downtown Association (CDA)

Perceptions. Most interviewees did not differentiate between the DDA and CDA since the two organizations work so closely together. DDA/CDA and the Main Street program are seen as important components to an economic development effort. Some think the downtown cannot be resurrected. Others acknowledge that these organizations have one of the toughest problems to confront. An appealing downtown is considered a desirable goal since it reflects the attitude and image of the community. The downtown groups, especially with the Main Street program, are seen as capable organizations and appear to have generated a positive impression in the community.

Appropriate role. Most interviewees believe these downtown organizations should pursue their focus on the downtown. Their role in a larger economic development framework should be of a secondary nature. Participation in an "umbrella organization," for example, was proposed. Potential conflicts with suburban merchants were acknowledged as a difficult issue.

City of Cheyenne

Perceptions. The City is blamed for not exercising leadership responsibilities in building support for economic development. City government is perceived as antagonistic toward development. Further, the mayor, city council and county commissioners appear disunited in their policies and lack a spirit of cooperation.

The leadership abilities of the city council and mayor's office were often questioned. The City lacks a clear and demonstrated commitment to economic development. The council is viewed as reactive rather than active. Further, future goals or objectives have escaped consideration. Fractionalism within city government results in too many perspectives. The City fails to provide direction. It lacks a positive outlook. Local government was faulted for saying one thing and meaning another.

An antigrowth bias on the part of the City is manifested through its municipal rules and regulations. Government is thought to be uncooperative to existing or prospective businesses. Too many restrictions impede the development process. Building codes, water regulations and fire safety standards are often onerous. Developers must go before too many boards to get approvals. No one person or organization has the responsibility to assist investors through the process.

The City is also criticized for failing to differentiate between types of development. A more flexible approach would be preferable which acknowledges the different types of impacts various businesses generate (i.e., gas station vs. oil refinery). Further, the City fails to enforce regulations, once imposed.

Opposite viewpoints serve to counterbalance the concerns expressed above. Certain people contend that criticisms of the City's development process are unfounded. Regulations protect the quality of development in the community, and it is believed that the rules are generally followed on an equitable basis.

Appropriate role. The City's part in economic development is to provide leadership through the mayor. The City should marshal community support for economic growth and support private sector initiatives. The City can enhance the climate for business development by promulgating policies favorable to business. For example, it could streamline its permitting and approval process.

In general, the City is not considered the applicable entity to initiate or implement economic strategies. Its role is one of support and encouragement. The City should facilitate business coming into town. It represents a "valuable working partner" in attracting and retaining business."

The City should also offer financial support for economic development, although many admitted that City revenues are likely to be limited. Local governments can leverage other public monies and help in the preparation of financial packages. In addition, enhanced involvement with the Airport Board represents an opportunity.

### Laramie County

Perceptions. The County is perceived as amenable to economic development although it is not considered a key player in the process. Many consider it easier to deal with than the City. It exercises fewer regulations and applies a faster approval process. The County is also one of the few entities that represent the rural portions of the area.

Appropriate role. The County should lend support to economic development. Financial commitments to IDAC-LC and other groups are desirable. The County also can help fund capital facilities. It should foster a cooperative attitude toward economic development strategies and act as facilitator when applicable.

## Laramie County Community College (LCCC)

Perception. LCCC is a viable community resource. It enjoys a favorable reputation as a sound educational institution for its size and scope. The school is moving in a direction of offering support to the business community. Its educational training programs have assisted businesses.

Appropriate role. LCCC's part in economic development is evolving. Many consider it an underutilized resource. Its major contribution to business development would be through job training. The school can custom design training packages for existing or new businesses.

The school can also access the resources of other colleges. It can offer technical expertise and background information on specific proposals such as a business incubator. Audio-visual services might also prove helpful under certain conditions.

Additionally, LCCC operates and maintains the CEBA model. This database provides economic and business information on the City and County. A quarterly summary on economic conditions is prepared.

## State of Wyoming

Perception. The state is not an active participant in local economic affairs. In fact, the state has been lax on economic development because it has enjoyed recent "boom times" in energy. Relations with the former DEPAD organization were distant. Changes are underway since Wyoming's declining economy has necessitated a more aggressive attitude toward economic growth. State initiatives for a venture capital fund and lodging tax tend to be viewed favorably.

The state constitution is perceived as an impediment to local economic development efforts. Localities are not empowered to establish venture capital pools or authorize tax abatements.

Appropriate role. The state is an especially critical participant in tourism development. People urged close coordination with the Wyoming Travel Commission. For other economic initiatives, the state can furnish aid through the Economic Development and Stabilization Board (EDS) and other agencies. The substantial resources of the University of Wyoming should be selectively applied. Financial assistance is especially desirable.

## Financial Institutions

Perceptions. The local financial community is described as very conservative. Banks are not perceived as active participants in economic development. Lenders are willing to fund new ventures if they are financially feasible. In large loan requests, banks will share the loan and spread the risk.

Local bank's have developed a reputation as unwilling lenders. Prospective borrowers, however, often have not put together a thoughtful business plan and ideas are ill-conceived or not credit-worthy.

Appropriate role. Many would like to see the financial institutions take a more active position in economic development. Banks have money available for sound ventures. The financial community is also anxious to be a good "corporate neighbor" and to continue involvement in the community.

### Corporate Environment

Perceptions. The business community in Cheyenne appraises itself as a small sector of the economy. Its involvement in economic development is peripheral. Their employees serve on boards and belong to organizations and firms make contributions. Firms typically do not have an articulate economic development policy nor do they engage in economic development programs within their local companies.

Appropriate role. Several incentives exist for existing businesses to become involved in economic development. First, certain businesses benefit from increasing population and income. Economic development can reinforce their markets. Other firms might be interested in expanding or sustaining local operations and have an incentive for the public/private sectors to assist in their plans. Finally, several firms are not affected by the state of the local economy. Further, expansion plans can be accommodated internally. Quality of life issues are the principal incentive for these employers to take an interest in economic development. Economic growth can make the community more attractive to current and future employees.

Corporate involvement in economic development might consist of voluntary efforts on committees, financial support and technical expertise. The degree of involvement will likely be an individual decision for each business. Those with the greatest vested interests, such as Upland Industries, represent essential ingredients in any economic development effort.

### ECONOMIC DEVELOPMENT RECOMMENDATIONS

Interviewees set forth recommendations on economic development strategies to pursue and avoid. These strategies address several themes:

Community spirit. The negative attitude of the community is a deterrent to economic development. Interviewees stressed the need to build community spirit. A positive, supportive outlook is desired. Efforts to sell the community to itself as well as others were suggested. People need to be retrained about how they perceive their community, recognizing that liabilities can be turned into assets.

Coordinated program. Interviewees called for a consolidated, coordinated effort among economic development groups. The current fragmented approach is unacceptable. It was suggested that the approach to avoid was "what we're doing now." Improved communication and integrated policies are essential. Financial commitments from public and private sectors would be required.

Goals. Economic development goals need to be defined. Groups should share these goals. Reasonable, attainable solutions are preferred. The program should avoid quick-fix temporary solutions. The long term nature of economic development deserves recognition. A few successes early on would fuel the process.

Leadership. The economic development effort requires leadership initiatives. Existing groups could provide this focus if coordination were improved. Others suggested that an umbrella organization, composed of members of the various groups, direct the drive. Still others recommend hiring a dynamic, aggressive and experienced professional to provide leadership. Typically, the private sector is favored over the public sector to oversee and implement an economic development program. The public sector would lend support and recognition to the effort.

Business retention. Any economic development program should address policies to hold on to existing businesses. Current problems must be solved to improve the business climate for those firms already in Cheyenne. Further, any incentives that might be used to attract new businesses should also apply to existing firms.

Business development. A number of people thought the community should recruit small, clean industries. Distribution, warehouse and transportation operations were suggested. These industries would benefit from Cheyenne's transportation network and lack of warehouse tax. High technology firms are also desirable. However, many recognized Cheyenne has few competitive qualities for this industry. Spinoff industries related to MX or Strategic Defense Initiative development were cited as possible recruits. Attracting a single large industry was opposed. The community wants to protect its diversified economy. It is also perceived as an unrealistic, costly and competitive endeavor to target a large employer.

Development process. Improvements to local approval and permitting procedures drew support. Recommendations centered on streamlined processes to expedite development. The City should assign or hire an ombudsman whose role would be to assist developers and businesses through the steps.

Incentives. A program of incentives to induce businesses to locate in Cheyenne earned approval. Few people favored costly incentives, concessions or "give aways" to business. Some options which might be offered include financial packages (venture capital, IRBs, commercial loans, government funds), job training programs through LCCC and community market profile information. The City's water program is an incentive, as might be a foreign trade zone

or business incubator. Conservative tendencies predominate however and costly solutions should be avoided. People want innovative and creative incentives with as little risk as possible.

Tourism development. Opportunities to capture more of Cheyenne's pass-through tourism market should be explored. It is recognized that Cheyenne is not a destination market (except for Frontier Days). The City needs more to sell than Frontier Days. Activities need to capitalize on Cheyenne's western heritage. Interviewees proposed attractions to hold the tourists in town an extra night. These might include the state cultural heritage center, railroad museum or Indian heritage exhibits. Greater utilization of Frontier Park through special events and exhibitions received mention. Other initiatives focused on educating service workers on Cheyenne's current points of interest. Employees should actively promote the City to tourists. Advertising through brochures and other media is an important component of tourism development.

Downtown redevelopment. The downtown functions as a focal point of the community and conveys an image to its residents/tourists and prospective businesses. Rejuvenating the downtown area is perceived as a means to enhance the appeal of Cheyenne. Policies should not place the downtown against the mall. Major public investments such as a downtown mall should be avoided. Special events and promotions which build on the downtown's historical significance are preferred.

## CONCLUSIONS

The interviews supply meaningful insights into the climate for economic development in Cheyenne and the capabilities and constraints of local organizations. Key issues are summarized:

Negativism. People do not exhibit much pride in their community. A general feeling of dissatisfaction prevails. People can point to many positive qualities of the community but more often focus on its limitations. There is a propensity to look backward and dwell on missed opportunities. A forward thinking mentality looking for future prospects is less common. The community is also prone to looking at narrow issues rather than adopting a "big picture" perspective. People tend to mention Fort Collins with envy.

This negativism can be a deep-seated attitude which is difficult to change. Recognizing this tendency is a first step toward moving in a positive direction. Continued involvement of the community throughout the economic development process and successful actions can help to foster a more "upbeat" attitude.

Leadership. The "lack of leadership" perception finds common ground. The community is looking for someone to direct the economic development effort. For a variety of reasons, those in leadership capacities have



not been able to enact an effective program. It would appear that the community is ready for an individual or organization to assume the lead.

Coordination. Communication and cooperation between local groups involved in economic development needs improvement. One group's programs do not always complement another group's plans. More often, opportunities to work together and combine resources are overlooked. A lack of an integrated organizational structure among groups hinders the ability to coordinate efforts. An organizational network has potential. Groups are familiar with each other and work together on specific issues. Frequently volunteers serve or have served for more than one organization. Further coordination would enhance the success of a comprehensive economic development strategy.

Goals. People generally agree on the definition of economic development. The key element is jobs. Attraction and expansion of industries is perceived as the best method to realize employment gains. Tourism is a secondary resource for economic development and can contribute to economic diversity and income growth.

While the basic concept is fairly clear, more specific goals have not been articulated. Questions such as the desirable level of growth, type of growth and time frame lack answers. A clear statement of goals and objectives on which the majority of the community agrees and which are shared by economic development groups can help guide future action.

Community support. Most of the people interviewed favor economic development. The voluntary spirit of community residents is strong. There is a commitment to serve the community with time, expertise and resources. People are willing to work toward Cheyenne's future. This tradition of volunteerism is one of the most valuable elements a community can offer. The potential for implementing an effective economic development program is substantially enhanced with such community support.

Local economy. The community recognizes that the economy has been relatively stable and secure. Cheyenne is fairing better than many other communities in the state. It has a solid economic base on which to build. The steady economic environment can be an advantage when competing for prospective businesses. Further because the community does not have a sense of urgency or desperation, it can engage in a well planned long range economic development program which will result in lasting gain.

Persistent trends. The sentiments expressed in the interview are similar to key issues identified by an MX impact team in September 1983. The results of the study committee's efforts are attached in Appendix C. Lack of leadership, antigrowth sentiments and community pride were concerns then. The importance of Frontier days, volunteerism and the quality of Cheyenne residents are consistently perceived as community strengths. The common themes from two different sources reinforce the validity of the issues and help determine the direction an economic development program must take.

As noted previously, the purpose of the interviews is to identify the challenges facing Cheyenne. Comments provide a baseline of information and perceptions on which to structure economic strategies. It is intended that this summary will provoke thought and generate ideas on how to capitalize

on the strengths of the community and effectively address its problems. The issues are challenging, but need not be insurmountable. The opportunity exists to mount a unified campaign to create an ongoing economic development program for Cheyenne and Laramie County.

APPENDIX A  
CHEYENNE-LARAMIE COUNTY ECONOMIC DEVELOPMENT PROGRAM  
INTERVIEW GUIDE

1. Organizational Characteristics

- Name of organization/contact person
- Purpose of organization (goals; objectives)
- Age of operation
- Staff size and nature
- Membership
- Annual budget/source of funds/fee schedule
- Organizational structure (political accountability)
- What other agencies do you work with?

2. Programs/Policies

- Type of programs/policies
- Intent of programs/policies
- Who's served? How?
- Evaluation of programs/policies
- Do others offer similar programs?
- Past and future program/policy options

3. Economic Development in Cheyenne-Laramie County

- Who are key players?
- Perceptions of other groups
- People's and organization's role within overall network
- Do other communities represent a competitive consideration?

4. Strengths and Weaknesses of Cheyenne-Laramie County

- Economic sectors (government, industry, agriculture, tourism, etc.)
- Community livability (services, amenities)
- Employment
- Organizational and political structure
- Attitude

5. Challenges and Opportunities

- Key trends
- Long run/short run concerns
- Changes in economy

6. Planning for Economic Development (ED)

- Vision of Cheyenne-Laramie County's future
- What does economic development mean?
- Who should be involved? How?
- Role of your organization in ED planning? Level of commitment?
- Resources (including financing)?
- Leadership

7. ED Strategies (short vs. long term)

- Strategies to pursue
- Strategies to avoid

Dick Hartmann  
Union Pacific Railroad

Jim Helzer, President  
Unicover Corporation

Harold Higginson, General Manager  
Little America

Don Hurlburt, Editor  
Wyoming Eagle

Jeff Ketcham  
Laramie County Commissioner

Mike Lane  
Lane & Associates

Ethan Levine  
KLEN-FM Radio

Ed Lif  
Cheyenne City Council

Steve Litner, Terminal Manager  
Consolidated Freightways Inc.

Dick Loseke, President  
Bell Frontier Insurance Agency

Dave Marshall, Manager  
Job Services Center  
Job Services of Wyoming

Ken McPherson, Owner  
Capitol Sewing Center

Harold Miller, Executive Director  
I.D.A.C.

Virl & Connie Mister  
Management Recruiters

Bryant Nelson, President  
Wycon Sales Co.

William Nichols, Administrator  
Memorial Hospital

Dick O'Gara, Instructor  
LCCC

Do Palma  
Cheyenne-Laramie Planning Department

Loren L. Pritzel, Manager  
Refinery

Frank Rauchfuss  
Buffalo Ridge Neighborhood Representative

Scotty Reid  
Cheyenne City Council

Doug B. Reeves  
Reeves & Company Investments

John Rogers  
Rogers, Wolf & Blythe

Dean Run  
Economic Development  
Stabilization Board

Larry Shippy, President  
Burke Moving & Storage

Bob Shriner  
Pioneer Printing & Stationery

Virgil D. Slough  
Wyoming Highway Department

Tom Smith  
J.C. Penneys Frontier Mall

Mick Snapp, Exec. Asst./Mayor  
City of Cheyenne

J. Robert Storey  
Upland Industries Corp.

Mary Ellen Tamasy, Project Manager  
Main Street

Dr. Richard Torkelson, Chief of Staff  
DePaul Hospital

Judy Walls  
Vice President/Marketing and Planning  
First Wyoming Bank

Alvin Wiederspahn  
Holland & Hart

John Wood, Airport Manager  
Cheyenne Airport

APPENDIX B. LIST OF PERSONS INTERVIEWED

William Anderson State Social Services	Tim Davies, President LCCC
Robert R. Aylward Mountain Bell	Jane Dorn, Director of Planning Memorial Hospital
Fred Baggs, General Manager Fleiscli Oil	Joe Dougherty Yellowstone Neighborhood Representative
William D. Bagley Bagley, Hickey, Evans & Statkus	Art Ellis, Assistant to President LCCC
Steve Bartenhagen Industrial Siting Administration	Don Erickson, Mayor City of Cheyenne
Scott Binning, President Bryan, Bryan & Black	John Etchepare Warren Livestock Co.
Lynn Birleffi, Marketing Director Hitching Post Inn	Frances Ferguson Atlas Construction
Joe Bonds, State Parks Planner Wyoming Recreation Commission	Jim Fowley Imperial Valley Neighborhood Representa- tive
Tom Bonds Cheyenne-Laramie Planning Department	Doug Fowler Fowlers, Inc.
Art Buffington, President So. Cheyenne Water & Sewer Bd.	Shirley Francis Laramie County Commissioner
Robert D. Bush, Director State Archives	John Genter, President A.M.F. Wyatt, Inc.
Carol E. Clark, Council Member City of Cheyenne	Marvin P. Gertsch, President MGCI
Joan Clark JFC Appraisal Service	Betty Giffin, Information Specialist State Information Desk
Tom Cole Real Estate Appraiser	Nancy Gire Cheyenne-Laramie Planning Department
Jack Crews, President American National Bank	Stan Goodbar, Director External Affairs Mountain Bell
Randy Dancliff, President First Wyoming Bank N.A.	Robert Goodman, Executive Director Eco. Dev. & Stabilization Bd.
Jim Davies Sears Frontier Mall	

APPENDIX C

Social Well-Being Community Profile

Cheyenne/Laramie County  
Wyoming

prepared by  
Heritage, Values & Well-Being Subcommittee  
IMPACT Team

Barbara Rogers, Chair  
Lawrence Anderson  
Lynn Birleffi  
Rick Byrant  
Jan Couch  
Bill Dubois  
Pat Fleming  
Mary Guthrie

Jim Hecker  
Shirley Kirkbride  
Ron Rogers  
Phil Rosenlund  
Bob Stewart  
Fr. Eugene Todd  
Robin Volk  
Do Palma, Staff

August, 1983

The IMPACT Team was established in January of 1983 to help the Cheyenne-Laramie County Community prepare for deployment of the MX missile in the area and to assist with impact mitigation. Each IMPACT Team Subcommittee was directed to prepare a "Community profile" to use as baseline information during evaluation of environmental assessments of the MX project.

The Heritage, Values and Well-Being Subcommittee developed a Statement of Purpose at the outset of its effort. The introductory paragraph of this statement says, "The members of the Heritage, Values & Well-Being Subcommittee of the IMPACT Team acknowledge that any significant influx of people will change the community and believe that some aspects of the quality of life in Cheyenne and Laramie County could be maintained and improved as a result of coordinated community effort." The Subcommittee believes that the focussing of community attention on well-being issues can be a healthy and positive force to improve the community.

This Community Profile is a compilation of the issues discussed during seven months of subcommittee meetings. The Subcommittee realizes that social well-being is composed of very many factors. An effort has been made to limit the discussion here to those factors which are not expected to be treated by other IMPACT Team Subcommittees. (For example, transportation concerns have been omitted.)

The Subcommittee recognizes that a needs assessment with regard to a broad spectrum of social well-being issues is needed. One of the most severe limitations of the Social Well-Being Community Profile is the lack of reliable data on which to base conclusions. A rigorous needs assessment would provide the community with an accurate description of local attitudes and concerns and would provide a basis from which impacts from the MX on social well-being could be monitored. This Community Profile, therefore, is a "best-estimate" description made by the Subcommittee in the absence of a more thorough needs assessment.

The Social Well-Being Community Profile is organized into three sections.

Dominant factors which characterize the community are characteristics unlikely to change yet central to the personality of the community. Most have been positive and negative aspects and lay the groundwork for many of the factors listed in the other two sections.

Positive social well-being factors are characteristics of the community perceived to be favorable. As changes occur in the future, efforts should be made to preserve these aspects of the community.

Well-being factors which need improvement are characteristics of the community perceived to be less favorable at present. The subcommittee believes that coordinated and directed leadership could result in changes in these factors which would lead to a higher level of well-being in the community.

The Social Well-Being Community Profile is designed to be descriptive in nature. The Heritage, Values and Well-Being Subcommittee is prepared to draft specific recommendations with regard to community well-being should such recommendations be requested.

### DOMINANT FACTORS WHICH CHARACTERIZE THE COMMUNITY

Frontier Days. This event is central to the community's self-image. Frontier Days is a major occurrence and a dominant force; it is economically significant to the community.

Government employment. The major base of employment in the community is government, so the population has a large proportion of government workers. This contributes to the community's economic stability, but also may contribute to apathy, an attitude which accepts mediocrity and a reluctance to take risks.

Civic groups. There are many very active civic groups in the community. They have a significant effect on community attitudes and on what happens here, but their efforts are diffuse, each concentrating on its own objectives. Generally, membership in these groups is open to anyone who wants to participate.

Frontier attitude. There is a "Frontier spirit" attitude in the community which emphasizes self-sufficiency and independence. This attitude is an important part of the community's self image, but it also causes a lack of support services by contributing to the belief that people who "can't make it on their own" shouldn't be helped.

Social divisions. Within Cheyenne, racial divisions exist. Divisions exist between Air Force personnel and civilians, between north and south residents, between government and non-government workers, and between city and rural residents.

Churches. Although strong churches were listed as a positive influence on local quality-of-life, subsequent discussion revealed that the subcommittee did not believe churches were a significant force in the community. However, local churches are a dominant voice in favor of social change.

### POSITIVE WELL-BEING FACTORS

Spirit of volunteerism. There is a very strong volunteer effort in the Community, primarily through civic groups. Frontier Days is probably



one of the most successful volunteer efforts in the nation. Appointed committees are also strongly supported. Many local businesses provide financial assistance to the efforts of volunteer groups.

Ability to influence decisions. Elected and appointed officials are generally responsive to their constituencies. The relatively small population in the community allows for involvement in decision-making by anyone who wishes to become involved. Our per capita representation in the U.S. Congress is high.

Community participation. Generally, people who want to be active in community affairs are able to do so. People here can distinguish themselves by "good deeds and good works"; money and political pull are not necessary for recognition.

Heritage. The community retains strong ties to its heritage. It takes pride in its ranching and railroad roots. Cheyenne's role as the State Capital in the Equality State is recognized by local residents. Wyoming's wide open spaces and independent spirit are statewide characteristics enthusiastically supported locally.

Relatively small community. The size of the community makes it more manageable in a number of ways. Destinations are close to home and most public services are adequately provided. Low population also contributes to low crime rate and ability to handle youth problems. There are fewer problems than in other areas, although this probably is also due to a low population of minorities. The western/rural atmosphere here is desirable.

Educational opportunities. The community provides good educational opportunities, including public schools, LCCC, and special courses through the Air Force base. Our accessibility to Fort Collins, Greeley, Denver and Laramie expands these opportunities substantially.

Medical care. The medical care picture here was quite bleak ten years ago. Thanks to the efforts to the medical community, adequate medical care is available in nearly all fields. There is a fear that a rapid influx of population would set this progress back.

Natural environment. An advantage to living in the community is the quality of the natural environment. Outdoor activities, such as hunting, fishing and camping, are readily accessible and the environment is clean. The wind and the lack of water supply were noted as problems with our environment.

Low cost of living. The local cost of living is low in comparison to other areas. Low taxes (and no state taxes) and the lack of need to travel great distances enhance the low cost of living.

Cultural advantages. The community is beginning to provide more cultural opportunities, particularly since the construction of the Civic Center. The accessibility of Denver expands our cultural advantages far beyond those usually available to cities the size of Cheyenne.

## WELL-BEING FACTORS WHICH NEED IMPROVEMENT

Diversity. There is a lack of cultural and ethnic diversity in the community and the population as a whole deals very poorly with diversity and change. The community's vitality would increase if diversity were increased and encouraged. While some strong ethnic groups were identified (e.g., Greek, Chicano communities), these seem to be fairly close-knit, not sharing their diversity within the community.

Resistance to change. There is a deep-seated resistance to change in the community which appears to be broadly based through all sectors of the population. Although lip service is given to economic growth, some elements of the community tend to resist in-migration of new businesses while others encourage it. There is widespread resistance to planning for the future.

Sense of direction. The community's attitudes appear extremely diffuse; there is no sense that a consensus will or can be reached about the long-range goals of the community as a whole. Elected and appointed officials also appear to act without considering the long-range effects of their decisions. A firm, clear vision of the future is needed.

Leadership. Stronger leadership is needed to provide a sense of direction for the community. Officials seem to spend a lot of time arguing over petty issues. The community tends to react rather than act. It is hard to identify many people who are strong leaders in the community. There is a lot of apathy among citizens which could be reduced by strong inspirational and sensitive leadership.

Mediocrity. There is a lack of demand for excellence here; the general populace does not look for or expect exceptional quality in services or goods, public and private.

Social services. There is a lack of interest in the provision of social services, partly because of the widespread belief that people should be self-sufficient. Officials place a great deal more emphasis on capital projects than on the social needs of their constituency.

Communication. Citizens are poorly informed about what is going on in the community. This is due to both apathy and a lack of effort by officials to "get the word out". The media, especially the newspapers, were also noted as needing to do a better job of informing the public. People also are unaware of the many opportunities for participation in civic groups.

Downtown. The downtown area is central to the image of the community. Presently, however, the downtown is experiencing setbacks; it is not competing well with the mall. Apathy among downtown merchants was noted as a problem; the downtown business community has not been well organized.

**CHEYENNE-LARAMIE COUNTY  
ECONOMIC MARKET ASSESSMENTS**

Executive summaries of economic market analyses prepared for Cheyenne and Laramie County are found in this section. These include:

<u>Title</u>	<u>Author</u>
Economic Evaluation and Assessment and Physical Evaluation and Assessment of South Cheyenne	The Fantus Company
Target Market Analysis	The Fantus Company
Marketing Program	The Fantus Company
Market Potential of Downtown Cheyenne	Coley/Forrest, Inc.
Agricultural Market Analysis	Browne, Bortz & Coddington, Inc.
Tourism Market Analysis	Browne, Bortz & Coddington, Inc.

Copies of the complete reports are available through the Cheyenne-Laramie County Regional Planning Office, 2101 O'Neil Avenue, Cheyenne, Wyoming 82001.

**EXECUTIVE SUMMARY**

extracted from the report prepared by

**THE FANTUS COMPANY**

for the

**SOUTH CHEYENNE AND CHEYENNE AREAS**

## PREFACE

This document is an executive summary on The Fantus Company's reports on the South Cheyenne and Cheyenne areas. The purpose of this summary is to provide a brief report of the major issues and recommendations found in the Fantus reports.

Copies of these reports were distributed to the following organizations:

Industrial Association of Cheyenne (IDAC)  
Greater Cheyenne Chamber of Commerce  
Downtown Development Authority (DDA)  
Laramie County Community College (LCCC)  
State Department of Economic Development and Stabilization (EDSB)  
City Council of Cheyenne  
Laramie County Commissioners

Copies of individual reports and/or of the complete set can be obtained from these organizations.

A complete set of these reports contains nine separate documents entitled:

1. Economic Evaluation and Assessment and Physical Evaluation and Assessment
2. Target Marketing Analysis  
Target Industry Profiles (five separate reports)
3. Agricultural Chemicals, N.E.C. Industry SIC 2879
4. Cosmetics and Toilet Preparations Industry SIC 2844
5. Electronic Connectors Industry SIC 3678
6. Mineral Wool Industry SIC 3296
7. Soaps and Other Detergents Industry SIC 2841
8. Marketing Program
9. Marketing Program Appendix B

This executive summary was prepared by the Cheyenne Laramie County Regional Planning Office.

The Laramie County Commissioners and the City of Cheyenne retained The Fantus Company to evaluate the feasibility of an industrial development plan for the South Cheyenne area, an unincorporated area within Laramie County just south of the City of Cheyenne. The "Economic Evaluation and Assessment and Physical Evaluation and Assessment" and the "Target Marketing Analysis" reports were funded by a grant from the Economic Development Administration. The five "Target Industry Profiles" and the "Marketing Program" were funded by Laramie County and the City of Cheyenne.

The report entitled "Economic Evaluation and Assessment and Physical Evaluation and Assessment" deals with the economic and physical evaluation of South Cheyenne on the basis of key facility location factors of concern to corporate site seekers. South Cheyenne's, as well as Cheyenne's assets and liabilities are appraised in terms of attracting and retaining corporate investment. The "Target Marketing Analysis" report identifies five specific target industries with higher-than-average potential for locating in the Cheyenne-Laramie County area. Five separate detailed industry profiles are compiled. A report entitled "Marketing Program" has been prepared which presents a marketing strategy outlining the most effective methods for informing businesses and industries about the locational opportunities available in the Cheyenne-Laramie County area.

Fantus worked closely with the Cheyenne-Laramie County Regional Planning Office and held numerous interviews with business, civic, public agency, and academic representatives. During the course of the study, an investigation of available industrial sites in Cheyenne and South Cheyenne was conducted. This primary data was complimented by the collection and review of existing secondary data available from local, state, federal, and other sources.

#### ECONOMIC AND PHYSICAL EVALUATIONS AND ASSESSMENTS

This report deals with the economic and physical evaluation of South Cheyenne on the basis of key facility location factors of concern to corporate site seekers. The economic factors are grouped into three primary categories: operating costs, operating conditions, and quality of life factors. Factors are rated as either "Asset", "Average" or "Liability" and compared to the Cheyenne area, regional or national averages, or nearby competitor communities. Ratings are determined for a total of 44 factors. A brief synopsis of prominent physical features and potential development or redevelopment areas is provided. Specific recommendations for five development areas are made.

Eighteen operating costs are evaluated and rated. The operating costs in the South Cheyenne/Cheyenne areas that are rated as an asset include: electric power costs, property tax costs, corporate income tax levies, personal income tax levies, workers compensation costs, and the availability of IRS financing at the local level. Blue collar wage rates, clerical wage rates, fringe benefit levels, sewage treatment costs, fuel costs, building costs, reality costs for developed industrial land and office sites, unemployment insurance costs, and other assistance programs are rated as average. The most significant liabilities are water costs, and the shortage

of financing available from local conventional and venture capital sources.

Seventeen operating condition factors are evaluated on an area-wide basis and rated. Unskilled and semi-skilled worker availability, natural gas availability and reliability, highway accessibility, railroad freight service, commercial motor carrier service, vocational-technical training, and office building space availability are rated as assets. Average ratings are given to skilled production worker availability, office/clerical labor availability, professional/technical/managerial availability, labor-management relations, electric power availability and reliability, and industrial building space availability. Four factors are rated as liabilities: proximity to consumer/industrial markets, quality of air service, water availability and reliability, and sewage treatment availability.

Nine living condition factors are evaluated and rated. Four of these factors warranted separate ratings for the South Cheyenne and Cheyenne areas. Hotel/motel accommodations and college/university education are factors rated as assets. Three factors, cost of living, housing costs and availability, and elementary and secondary public education have average ratings. An average rating was given to Cheyenne for recreational and cultural facilities, while South Cheyenne received a liability rating. Cheyenne is rated as an asset for local shopping facilities and South Cheyenne as a liability. Medical facilities found Cheyenne as average and South Cheyenne as a liability for this factor. South Cheyenne received a liability rating for community appearance. Cheyenne is not rated for this factor.

The physical evaluation component of the report addressed land use, existing/approved/potential industrial parks, vacant/available commercial/industrial buildings, and infrastructure analysis. In addition, five potential areas for commercial and industrial development are analyzed and redevelopment opportunities and annexation policies discussed.

The study identifies several areas for potential commercial and industrial development, but states that several of these areas have development limitations due to adjacent land uses which may be considered undesirable. In particular, the concentration of junk yards and salvage yards represent constraints to development. Another potential constraint exists due to the certain discrepancies between the current zoning and the designated future land use as set forth in the Cheyenne Area Development Plan (CADP).

The study suggests that the proposed improvements to the sewer and water systems should be made so that future development of business and residential projects can be accommodated. South Cheyenne is served by a volunteer fire department with conventional fire protection capabilities and police service is provided by the Laramie County Sheriff's Department.

Cooperative efforts can be made in these areas to help eliminate these liabilities to future development through a working relationship between the public and private sectors. Eliminating and/or screening the area's salvage yards would greatly enhance the potential for economic development. Amending the CADP to create flexible and realistic extensions of commercial and industrial lands would permit additional flexibility for an attractive development environment.

The area has excellent transportation facilities. The roadway system includes I-80, I-180, U.S. 85, and I-25 is nearby and easily accessible. In addition, Union Pacific borders the north and Burlington Northern borders the west portion of South Cheyenne.

The South Cheyenne area is a Priority 3 Area, which if annexed, should be annexed on a large scale to allow for an efficient and cost effective manner in planning and providing for public improvements and services. The report states that the annexation should be studied in detail to determine the potential benefits related to attracting significant industrial or commercial users to that area.

#### TARGET MARKETING ANALYSIS

This report identifies five specific target industries with a higher-than-average potential for locating in the Cheyenne-Laramie County area. In addition, five secondary industrial target industries are selected.

Fantus emphasizes five general factors in the target industry screening process:

1. industry growth should have occurred in the recent past, and should be expected for the future,
2. regional location patterns should favor the Rocky Mountain region,
3. selected industries must be large enough to warrant the expenditure of monies required in the development effort,
4. the prime locational advantages of the local area should match industry site selection requirements, and
5. industry requirements for which the Cheyenne-Laramie County area is not competitive should be minimal.

The five primary target industries selected are:

Soap and Other Detergents,  
Toilet Preparations,  
Agricultural Chemicals,  
Mineral Wool, and  
Electronic Connectors.

The five secondary target industries selected are:

Pharmaceutical Preparations,  
Pressed and Blown Glass,  
Noncurrent-carrying Wiring Devices,  
Semiconductors and Related Devices, and  
Electronic Capacitors.

The wholesale trade industry is analyzed separately. The report points out



that the consumer-related wholesaling is closely linked to population density; sensitive to transportation costs; and directly linked to consumer or industrial market factors. Targeting the Cheyenne-Laramie County areas as a traditional wholesaling area is not recommended due to the proximity of the Denver-Boulder area and the natural advantages that accrue to the wholesale industry located in areas of population density. Cheyenne-Laramie County is well suited for large retailers or manufacturers wanting to operate a multi-state distribution center, but it is difficult to design a target marketing campaign for these types of facilities, because they are usually classified within the larger SIC groupings.

One additional key finding that this report addressed is the need for an industrial park in South Cheyenne. Based on the economic and physical evaluations and assessments Fantus does not recommend the establishment of an industrial park in South Cheyenne. The potential of the area is limited due to water and sewer capacity constraints, the presence of several large auto salvage yards, the availability of more favorable existing sites, the high cost of infrastructure improvements, and other liability factors discussed earlier. For these reasons, Fantus recommended the use of existing industrial parks adjacent to South Cheyenne. As discussed, these liabilities could be addressed by a joint community effort between the private and public sectors.

#### TARGET INDUSTRY PROFILES

Each of the five primary target industry profiles outlines the major products and production inputs, trends and statistics in employment, shipments, international trade, capital investment patterns, growth outlook, and regional location trends.

#### MARKETING PROGRAM

This report outlines a marketing strategy based upon the previous analysis of Cheyenne's assets and liabilities and the identification of target industries. The overall purpose of the marketing program is three fold:

Build a general awareness of the locational opportunities of the Cheyenne-Laramie County area through advertising and general promotional activities;

Develop specific prospects within the target industries recommended by Fantus; and

Continue public relations to maintain local interest in economic development and local preparedness for industrial prospects.

The Marketing Program is divided into two major sections. The first section provides general background information concerning target industry marketing and various detailed techniques for marketing the Cheyenne-Laramie County area. The second section presents a specific recommended target industry

marketing campaign for the community.

The general information section describes nine techniques to market target industry. Fantus points out that market research is an initial step in the process. Other techniques include developing promotional themes, brochures, pamphlets, and/or economic profiles, direct mail campaigns, face-to-face contact, audio-visual presentations, media advertising, public relations, and a future evaluation of the program.

Before initiating this program, a flexible and organized brochure system for contacting and informing prospects must be developed. The development of a quality Community Profile, an Industrial Site Brochure, a Regional Factbook, an Executive Level Brochure, and a Quality of Life Brochure is a high priority for IDAC.

Fantus recommends three major components to Cheyenne-Laramie County's marketing efforts:

- direct mailing,
- targeted advertising, and
- personal sales calls/telephone follow-up.

Fantus believes these methods represent the most effective means for informing businesses and industries about the locational opportunities available in the Cheyenne-Laramie County area.

Additional sections of the report include a review of time tested industrial marketing techniques and their applicability to IDAC's marketing effort, a listing of market research sources, a recommended budget, and additional issues related to the overall economic development effort.

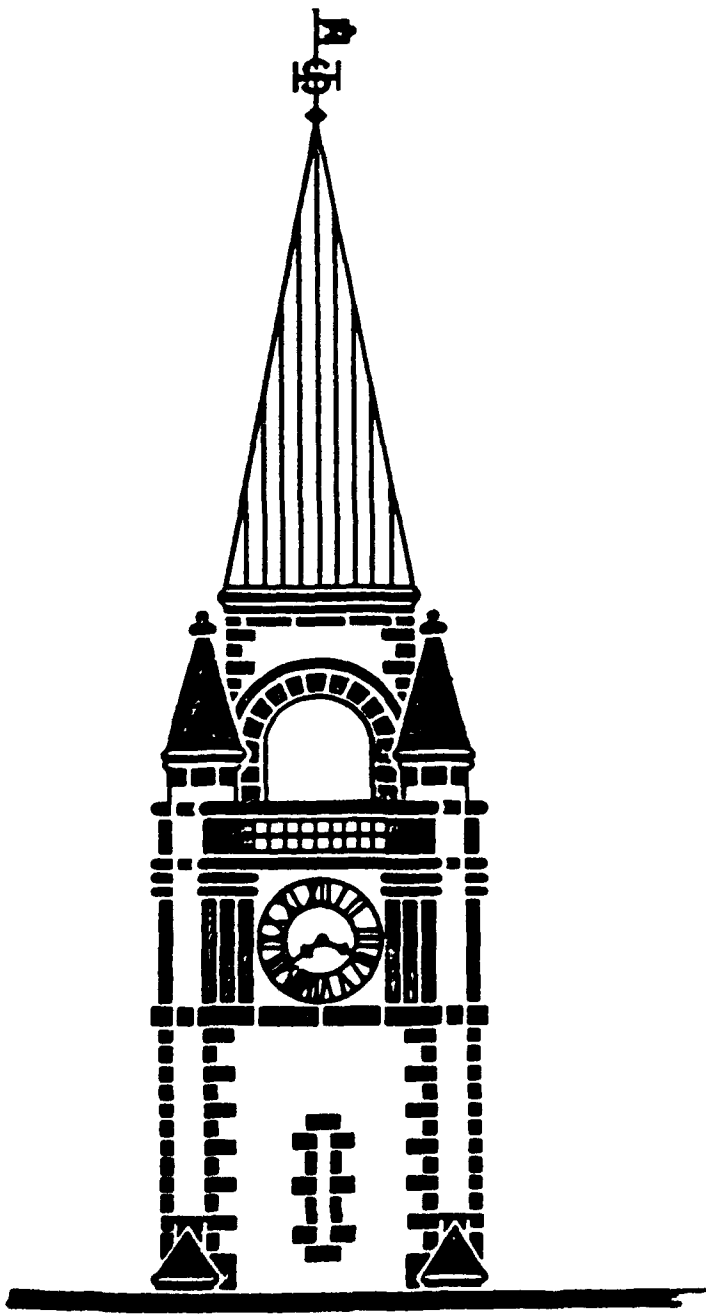
Appendix B is a manual which contains background information on Business Retention and Visitation resources of interest to area firms. It was developed to provide an overview of the types of assistance available, and to facilitate information-sharing between executives and representatives during scheduled visits. The manual discusses the interview process in extensive detail and provides sample forms and techniques for the interviewer to use.

#### IMPLEMENTATION OF RECOMMENDATIONS

IDAC has budgeted approximately \$18,500 to design and print brochures. Additional funding will be available through the MX Peacekeeper Program. IDAC has formed four committees that will act to implement recommendations found in the Fantus reports. A Publications Committee has met to design a flexible and organized brochure system. Other groups involved in this community effort include the Chamber of Commerce and the Downtown Development Authority.

The purpose of the Marketing Resource Group is to initiate, structure, and coordinate IDAC's marketing efforts to attract new industry and expand existing industry in Cheyenne/Laramie County. Other committees are investigating Foreign Trade Zones and an Incubator Program for Cheyenne/Laramie County.

MARKET POTENTIAL  
OF  
DOWNTOWN CHEYENNE



EXECUTIVE SUMMARY

*Prepared for:*  
Wyoming Industrial Siting Administration  
City of Cheyenne, Project Coordinator

*In Cooperation With:*  
Downtown Development Authority  
Cheyenne Downtown Association

*Prepared by:*  
Coley/Forrest, Inc.  
Denver, Colorado  
February, 1985

MARKET POTENTIAL  
OF  
DOWNTOWN CHEYENNE  
  
EXECUTIVE SUMMARY

Prepared For:

Wyoming Industrial Siting Administration  
City of Cheyenne, Project Coordinator

In Cooperation With:

Downtown Development Authority  
Cheyenne Downtown Association

Prepared By:

Coley/Forrest, Incorporated  
Denver, Colorado

February, 1985

This contract is financed by funds authorized under Section 801 of the Military Construction Authorization Act, 1981, (P.L. 96-418 as amended by P.P. 97-99, 10 U.S.C.).

The 801 Grant Agreement is between the Wyoming Industrial Siting Administration, acting on behalf of the Wyoming-Nebraska Intergovernmental Executive Impact Council (IEIC) and the United States of America, acting through the Department of the Air Force.

The Wyoming Industrial Siting Administration designated the City of Cheyenne as coordinator of this project.

## TECHNICAL BACKGROUND MATERIALS AND REVIEW

Some historical and forecasted data from the Peacekeeper Economic Base Analysis Working Papers, prepared by URS-Berger, was used in this analysis.

In addition, the report benefitted from the careful review of the Economic Market Analysis Review Committee, comprised as follows:

Bill Bagley  
Past President, Cheyenne Downtown Association  
Peacekeeper Working Group

Steve Bartenhagen  
Wyoming Industrial Siting Administration

Hal Miller, Executive Director  
Industrial Development Association of Cheyenne

Dick O'Gara  
Laramie County Community College

Dale Von Riesen, PhD  
University of Wyoming

Al Wiederspahn, Chairman  
Downtown Development Authority

Staff:  
Cheyenne-Laramie County Regional Planning Office  
Do Palma  
Dale E. Horneck

## INTRODUCTION

### PURPOSE

This market analysis is prepared in support of downtown redevelopment efforts of the City of Cheyenne.

More specifically, this market study:

1. Describes the competitive areas for downtown Cheyenne.
2. Describes current downtown Cheyenne land uses, including office, retail, entertainment and lodging.
3. Identifies potential market opportunities for each type of land use.
4. Characterizes the types of office, retail, lodging, and entertainment developments that might be attracted to downtown Cheyenne.
5. Quantifies demand for various land use categories.
6. Proposes a competitive "position" and recommends various marketing strategies to enable downtown Cheyenne to achieve its market potential.

This market analysis is presented in 12 chapters:

**Highlights and Conclusions (Chapter 2).** This chapter summarizes the major findings of the market analysis and conclusions regarding the market potential of downtown Cheyenne.

**Market Strategies (Chapter 3).** This chapter presents a number of specific marketing recommendations that can enable downtown Cheyenne to achieve its market potential.

**Retail Activity and Current Mix of Retail Businesses (Chapter 4).** This chapter summarizes historic retail activity in Cheyenne and Laramie County and the types of retail establishments currently operating in downtown Cheyenne.

**Retail Market Potential (Chapter 5).** This chapter quantifies the retail potential within the Cheyenne trade area, and more specifically, within downtown Cheyenne.

Office Supply and Demand (Chapter 6). This chapter summarizes current office uses in downtown Cheyenne and in the Cheyenne trade area and forecasts market potential for office activity in downtown Cheyenne.

Special Development Opportunities (Chapter 7). This chapter outlines some special development opportunities that downtown Cheyenne might pursue, including rehabilitation of historic structures, entertainment and recreation and lodging developments.

Residential Supply and Demand (Chapter 8). This chapter summarizes market viable development opportunities for residential development in proximity to downtown Cheyenne.

Fiscal Profile of City of Cheyenne (Chapter 9). This chapter summarizes the current fiscal condition of the City and presents an overview of major revenue sources and expenditure commitments.

Resident Demographics (Chapter 10). This chapter summarizes significant historic and projected demographic trends within the Cheyenne market area.

Employment Characteristics (Chapter 11). This chapter summarizes historic and forecasted employment by sector within the Cheyenne trade area.

The Peacekeeper Program (Chapter 12). This chapter excerpts sections from the Peacekeeper Environmental Technical Planning Report series which forecast the impact of the Peacekeeper Missile on Laramie County. Where possible, forecasted impacts on downtown Cheyenne are referenced.

## COMPETITIVE MARKET AREAS

Three competitive market areas have been outlined and applied throughout this market analysis.

The primary competitive market area is defined as the Cheyenne Urban Area and contains resident households which are likely to shop in Cheyenne establishments if desired goods are available.

The secondary market area is comprised of the remainder of Laramie County and Goshen County. Cheyenne is the closest major commercial area for residents in the secondary trade area, although they may have to travel over 50 miles to Cheyenne.

The tertiary trade area includes the Counties of Platte, Albany and Kimball. Residents within the tertiary trade area may be attracted to Cheyenne select shopping visits, but have other shopping area choices at closer or similar distances to Cheyenne.

The downtown area referenced in this analysis is generally bounded by

.15th Street

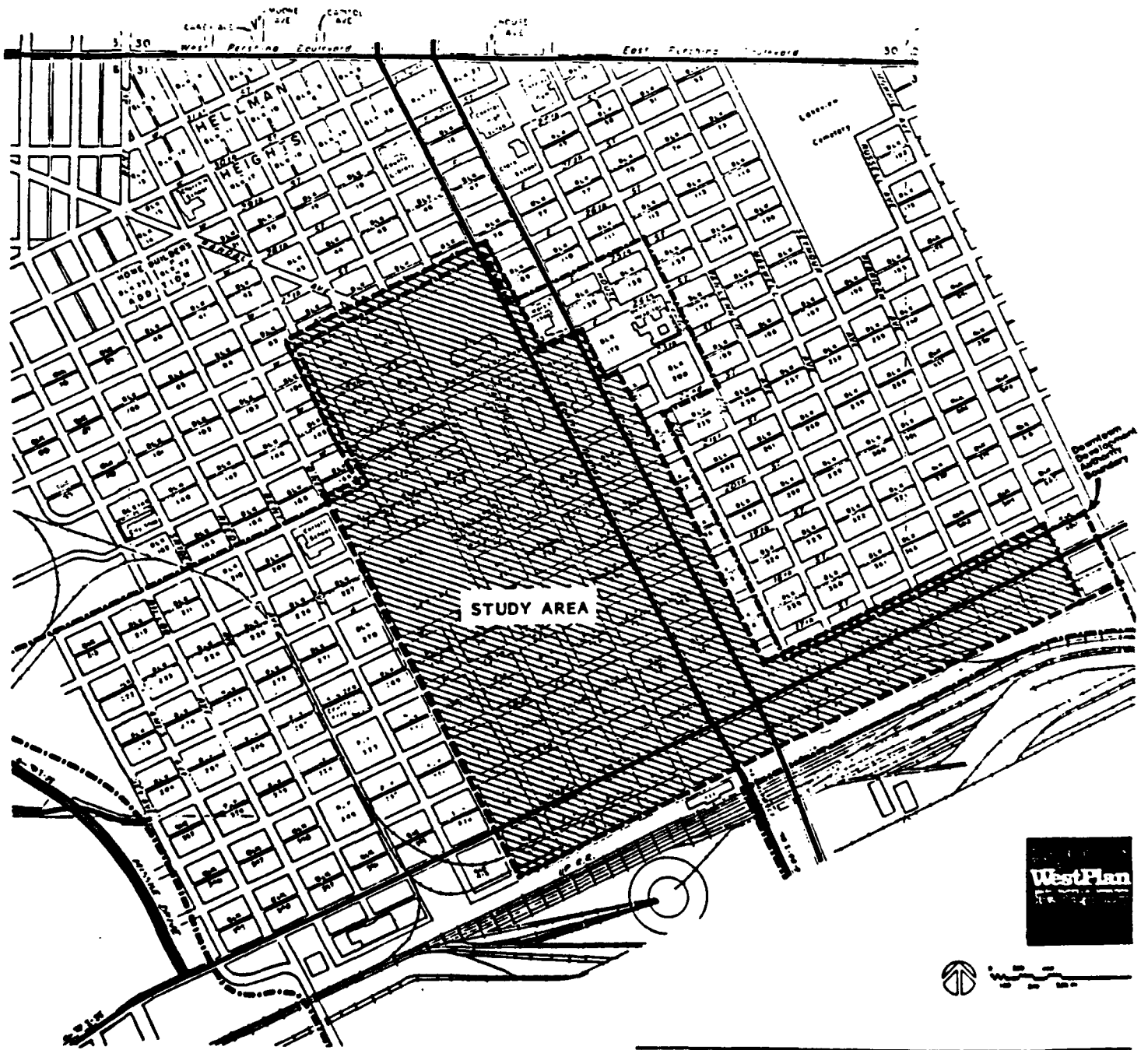
.Warren Avenue

.24th Street

.O'Neil Avenue,

as depicted on the map that follows.





**CHEYENNE Downtown**

## HIGHLIGHTS AND CONCLUSIONS

### OVERVIEW

This chapter highlights major market findings developed in the analysis. These findings form the basis for the market strategies, presented in Chapter 3.

In summary:

- . Retail sales in Laramie County have increased at a modest rate of 1.3 percent per year over the last 10 years, if measured in constant dollars (discounted for inflation).
- . Since 1980, retail sales in the County have declined, if measured in constant dollars.
- . Downtown Cheyenne contains approximately 720,000 square feet of occupied retail space.
- . The downtown does not contain a department store; dominant types of retail include 17 apparel and shoe stores (16%), 24 eating and drinking places (14.4%) and 30 business-related retailers (15%).
- . Current retail vacancies average 16.6 percent (143,056 square feet).
- . Current potential demand for retail goods and services in downtown Cheyenne is estimated to total \$9.3 million, roughly equivalent to 74,250 square feet.
- . In addition, there are a variety of special development opportunities suitable for the downtown area, including redevelopment of the 15th Street/Union Station area and establishment of more recreation, and education facilities and services.
- . Downtown Cheyenne contains approximately 1.98 million square feet of office space; 51 percent of the space is owned and occupied by various governments.
- . Current office vacancies are 27.3 percent, primarily due to the recent termination of leases by the State and the relocation of Mountain Bell offices.
- . There is a moderate anticipated demand for new downtown lodging within the next six years: 60-100 rooms.
- . There appears to be demand for several types of residential developments in close proximity to downtown but not within the core. These developments would cater to downtown employees, empty-nesters and active retired households.

## HISTORIC RETAIL ACTIVITY

Historic retail trade activity in Laramie County and the State of Wyoming is presented graphically on the page that follows in current and constant dollars. [Retail trade statistics presented throughout this analysis include trade from all taxable events except the sale of automobiles.] Detailed statistics are presented in Chapter 4.

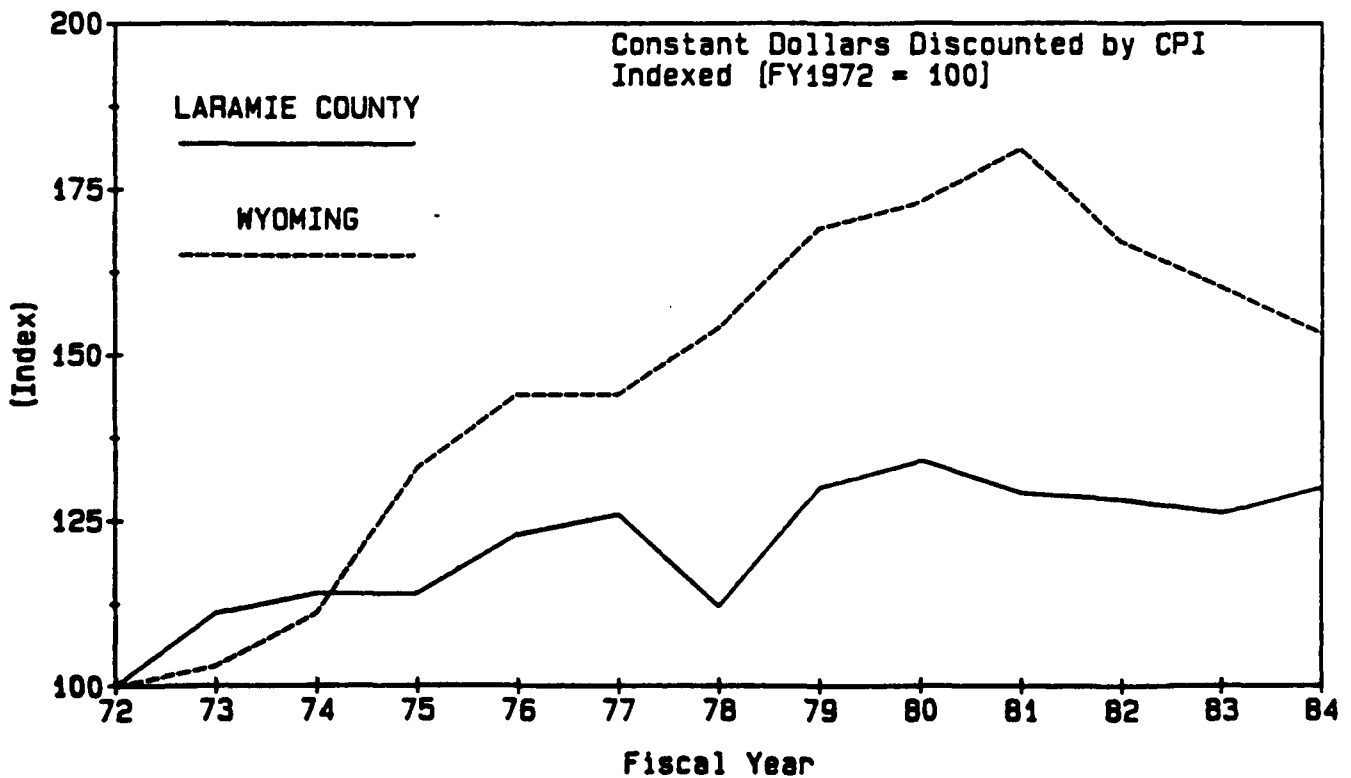
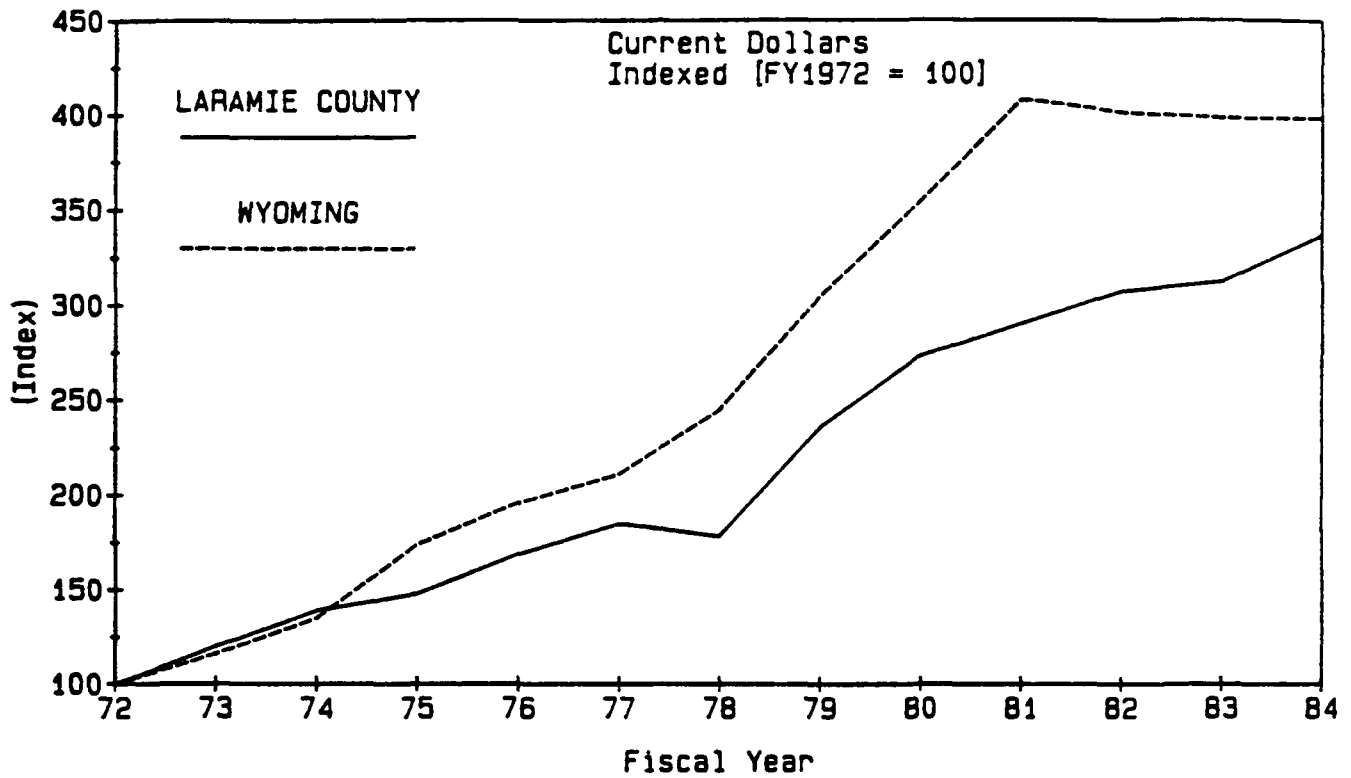
.Over the last 10 years, Laramie County retail sales have increased at an average annual compound rate of 9.3 percent in current dollars (not discounted for inflation) and at an average annual compound rate of 1.3 percent per year in constant dollars (discounted for inflation).

.Over the last 10 years, Wyoming retail sales have increased at an average annual compound rate of 11.3 percent in current dollars and 3.3 percent in constant dollars.

.Since 1980, Laramie County retail sales have increased at an annual average compound rate of 5.4 percent in current dollars. In constant dollars, retail sales declined.

.Since 1981, Wyoming retail sales have decreased; if measured in constant dollars, the decrease has been at an average annual compound rate of 5.3 percent. This is due to significant energy-related declines in Campbell, Natrona, Sweetwater and Uinta counties.

# TAXABLE RETAIL SALES FISCAL YEARS 1972 - 1984



## DOWNTOWN RETAIL SUPPLY AND VACANCIES

As of October, 1984, there were an estimated 174 businesses engaged in consumer-related and business-related retail trade, as summarized in the table below and presented in Chapter 4. These businesses collectively represent approximately 720,000 square feet of occupied retail space.

### SUMMARY OF DOWNTOWN CHEYENNE RETAIL BUSINESSES

<u>Type of Activity</u>	<u>Businesses</u>		<u>Square Footage</u>	
	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>
Consumer Comparison Goods and Services	93	53.5%	440,334	61.1%
Consumer Convenience Goods and Services	51	29.3%	174,262	24.2%
Business-Related Retail Goods and Services	30	17.2%	105,743	14.7%
TOTAL	174	100.0%	720,339	100.0%

Sources: CFI Survey, 10/84; based on Laramie County Tax Assessor files and field checks.

Approximately 54 percent of the retail businesses and 61 percent of the retail square footage is committed to consumer comparison goods and services. Convenience goods and services represent approximately 30 percent of the retail businesses and approximately 24 percent of the square footage. Business-related goods and services represent approximately 17 percent of all businesses and 15 percent of the retail square footage.

MIX OF RETAIL BUSINESS  
DOWNTOWN CHEYENNE

	<u># of Shops</u>	<u>Square Footage</u>
<b>COMPARISON GOODS</b>		
Apparel & Accessories	17	112,377
Appliances, Radio, TV	3	16,142
Art/Music	9	39,022
Auto Sales, Accessories & Repair	15	94,631
Books/Cards, Gifts, Jewelry	15	27,768
Furnishings, Paint Hardware, Garden	10	87,703
Second Hand, Pawn	3	22,404
Service Station	7	8,479
Sporting Equipment/Hobby	6	10,154
Miscellaneous	8	21,654
Subtotal	<u>93</u>	<u>440,334</u>
<b>CONVENIENCE GOODS</b>		
Beauty/Barber	11	16,667
Drugstore	2	7,829
Eating & Drinking	24	103,545
Grocery	3	23,800
Liquor	1	1,742
Other Personal Services	10	20,679
Subtotal	<u>51</u>	<u>174,262</u>
<b>BUSINESS-RELATED RETAIL</b>		
Building, Construction Materials	6	16,248
Plumbing & Electric Equipment	3	6,449
Printing -	3	25,476
Office Supplies	8	36,329
Other	10	21,241
Subtotal	<u>30</u>	<u>105,743</u>
<b>TOTAL</b>	<b>174</b>	<b>720,339</b>

Source: CFI Survey, 10/84; based on Laramie County Tax Assessor Files, property owners, shop owners, and real estate agents.

There is approximately 143,056 square feet of space which could be occupied by retail businesses within downtown Cheyenne. This space is located in 30 structures; available space ranges in size between 550 and 48,000 square foot. Typical vacant space ranges between 1,500 and 5,500 square feet.

This current vacant space excludes some upper-floor areas which might be used for office or retail storage and some vacant warehouse space, which is more suited for industrial uses.

Current retail vacancies in downtown Cheyenne are approximately 16 percent, as summarized below.

#### TOTAL RETAIL SPACE BY USE

Occupied Retail Space	720,339
Vacant Retail Space	<u>143,056</u>
TOTAL	863,395

Vacancy Rate 16.6%

#### RETAIL MARKET POTENTIAL

The analysis focuses first on retail market potential for Laramie County and then steps down to Cheyenne and the Central Business District. [Methodology and supporting calculations are presented in Chapter 5.]

The analysis estimates the total dollar volume of retail purchases generated by the trade area for convenience and comparison goods and services and that portion of total goods and services purchases that could be expected to be spent within Laramie County by these market area non-military residents.

In addition, retail demand associated with four other sources of activity functioning in the Laramie County trade area are estimated:

- . Non-resident employees
- . Travel and Tourism
- . FE Warren Air Force Base (Warren AFB) Military Households
- . Business purchases

Retail demand estimates from these five sources of demand, resident (non-military) households, non-resident employees, travel/tourism, Warren AFB, and business purchases are compared with actual retail sales in Laramie County. The difference, which for purposes of this report we term "potential demand," represents an additional volume of retail trade that Laramie County could reasonably expect to have today if the right:

- . inventory of goods and services were available;
- . advertising and promotion were effective;
- . transportation, shopping hours, and other convenience services were available.

$$\begin{array}{rcl}
 \left( \begin{array}{l} \text{Retail Demand} \\ \text{for Goods and Services} \\ \text{in Laramie County} \end{array} \right) & - & \left( \begin{array}{l} \text{Retail Sales in} \\ \text{Laramie County} \end{array} \right) = \begin{array}{l} \text{"Potential"} \\ \text{Demand in} \\ \text{Laramie County} \end{array} \\
 \$353,671,760 & - & \$287,441,925 = \$66,229,835
 \end{array}$$

Approximately 14 percent of this current potential demand might be captured by downtown Cheyenne retailers if the Cheyenne downtown captures an average volume of citywide sales. This equates to \$9.3 million or approximately 74,250 square feet.



## DOWNTOWN OFFICE SUPPLY, VACANCIES, DEMAND AND LEASE RATES

There are an estimated 1,984,629 square feet of office space in downtown Cheyenne, including 1,017,757 (51%) square feet of space in public buildings. [This estimate excludes buildings used primarily for warehouse, industrial, storage or retail uses.]

### DOWNTOWN CHEYENNE OFFICE SPACE

<u>Type of Space</u>	<u>Square Feet</u>	<u>Percent</u>
Leased Office Space (Private)	702,567	35.4%
Office Space (Public)		
Federal	214,000	10.8%
State	687,844	34.7%
Local	115,913	5.8%
Vacant Space (Private)	129,305	6.5%
Vacant Space (Utility)	135,000	6.8%
TOTAL	1,984,629	100.0%

Source: CFI Survey of CBD Office Space (10/84)

Approximately 63 percent (432,368 sq.ft.) of the leased space is in one of 13 multi-tenant buildings of 12,000 to 76,000 square feet. The remaining 37 percent of space is in single-tenant buildings, smaller multi-tenant buildings, buildings housing a mix of retail, office and other uses, or retail "storefront" style locations.

The estimated composite vacancy rate for downtown Cheyenne privately owned office space is 27.3 percent (264,305 square feet) (10/84), as summarized on the following page. The relatively high current vacancy is due to two recent events: The State's termination of leases and Mountain Bell's relocation from downtown. Note that the occupancy estimate excludes single-tenant government structures and Union Station and includes all private and utility-owned space.

The vacancy rate includes space currently leasable; it excludes any vacant space which is in storage, industrial or condemned structures.

Vacancy estimates are dominated by one of the Mountain Bell structures (2020 Capitol) which is 150,000 square feet and 90 percent vacant. Excluding this building lowers the vacancy rate to 15.8 percent.

PRIVATE SECTOR OFFICE SPACE:  
TOTAL OCCUPANCY/TOTAL VACANCY

Total Occupied Space in Private Structures:*	702,567
Total Vacant Space (10/84) in Private Structures:**	264,305
Total Square Footage	966,872
Vacancy	27.3%

\* Excludes government and Union Station  
but includes utilities and all privately  
held space.

\*\* Excludes vacant space in storage,  
industrial and condemned structures.

The table below summarizes lease rates and vacancies for a sampling of downtown Cheyenne office buildings, as of October, 1984.

Note that it is the Class B buildings (Bell, Hynds, etc.) with lower rents (\$6.00-6.50 per SF) that have more vacancies. The two largest multi-tenant buildings (American National Bank and Rocky Mountain Plaza) both lease space at \$10.00 per square foot (full service) and both are full.

Two techniques were used to measure office demand. According to these calculations, current office demand in downtown Cheyenne is generally in balance with current, occupied office supply. Annual, forecasted demand is estimated to range between 15,900 and 18,900 square feet.

DOWNTOWN CHEYENNE: OFFICE SUPPLY AND DEMAND  
(in square feet)

<u>Supply</u>		<u>Demand</u>	
Occupied:	702,567	Current Demand:	618,010-823,230
Vacant:	264,305	Annual, Forecasted Demand:	15,900-18,900
Total	<u>966,872</u>		

EXECUTIVE SUMMARY  
AGRICULTURAL MARKET ANALYSIS  
Laramie County, Wyoming

- Prepared for -

Cheyenne-Laramie County  
Economic Development Task Force

- Prepared by -

Matthew J. Bixler, Elizabeth A. Fischer and T. D. Browne  
Browne, Bortz & Coddington, Inc.  
155 South Madison Street, Suite 230  
Denver, Colorado 80209

April 1986

This contract is financed by funds authorized under Section 801 of the Military Construction Authorization Act, 1981, (P.L. 96-418 as amended by P.P. 97-99, 10 U.S.C.).

The 801 Grant Agreement is between the Wyoming Industrial Siting Administration, acting on behalf of the Wyoming-Nebraska Intergovernmental Executive Impact Council (IEIC) and the United States of America, acting through the Department of the Air Force.

The Wyoming Industrial Siting Administration designated the City of Cheyenne as coordinator of this project.

## PREFACE

An agricultural market analysis was prepared by Browne, Bortz & Coddington, Inc. for Laramie County, Wyoming. The agricultural sector has played an important role in the development of the local economy. Recent economic downturns and market developments have adversely affected the agricultural economy on the national and local levels. The purpose of this analysis was to assess the historical and current contribution of agriculture to the Laramie County economy. Current problems facing the local agricultural sector were analyzed and policy alternatives set forth.

Information was obtained through primary and secondary data resources and interviews with individuals knowledgeable about agriculture throughout Laramie County. The agricultural overview is intended to provide the understanding needed to incorporate this sector into overall economic development planning in Cheyenne-Laramie County.

This executive summary outlines findings of the full report. A copy of the complete study is available through the Cheyenne-Laramie County Regional Planning Office, 2101 O'Neil Avenue, Cheyenne, Wyoming 82001.

The Laramie County region was settled in the 1860's by homesteaders. Initially, cattle ranching was the predominant agricultural activity. Sheep ranching eventually became established. Farming was limited to planting for personal consumption and feed for local livestock. When the railroad was established, access to regional and national markets became possible with certain crops grown for trade.

In general, crop farming is concentrated in the eastern and southeastern portions of Laramie County. The northern and western portions of the county provide grazing land for ranching operations.

The number of farms and ranches has remained relatively stable over the last two decades. About 550 farms and ranch establishments were counted in 1964, versus 582 in 1982. Acreage devoted to all agricultural uses declined from 2.1 million to 1.6 million acres over this period.

Crops. Cropland has increased in importance over the past 20 years. In 1964, cropland accounted for 16.8 percent of agricultural land use. By 1982, almost 22 percent of the agricultural land use was devoted to cropland. Irrigated cropland has also become more significant. Winter wheat and hay are the two dominant crops. Since 1976, these crops have usually represented at least 90 percent of the crop mix. Almost all of the wheat harvested is eventually traded in national and international markets.

Livestock. Raising livestock is the other principal agricultural activity in Laramie County. The cattle and calf herd in Wyoming and Laramie County has steadily declined since 1975. In 1985, there were 67,000 cattle and calves in Laramie County, 14.1 percent less than the population in 1975. Between four and five percent of the Wyoming cattle and calf herd is typically concentrated within Laramie County.

The decline of the cattle herd reflects a number of market trends that have impacted the beef industry. Lower per capita beef consumption (because of changing consumer tastes and an aging population) and a moderation in the rate of population growth has resulted in a lower domestic demand for beef. In addition, the beef export market is depressed, primarily related to a strong dollar and alternative supplies. The combination of these factors has resulted in a declining herd size nationally as well as locally.

The sheep herd in Laramie County and the state has fluctuated since 1975. There were 22,000 stock sheep in Laramie County in 1975. The population gradually increased until 1982, when the herd size approximated 40,000. The sheep population declined to 25,000 in 1985, representing a 37.5 percent drop in three years. A small portion of the statewide sheep herd (between two and three percent) is managed by Laramie County ranchers.

Most livestock is transported out of state. The majority of the Laramie County cattle herd is moved outside the county to markets outside the state. Approximately 30 percent stays within Wyoming when moved. Of the sheep that are moved, an average of 85 percent are transported out of state. Only a small portion of the sheep herd is transported to other parts of Wyoming.

Agricultural-related processing and manufacturing. A number of establishments in Laramie County are dependent on agricultural activities. These establishments typically provide goods or services to agricultural producers or use agricultural outputs in a manufacturing process.

There are several fresh potato and packaging plants in east Laramie County. These facilities clean and package potatoes grown throughout the area and subsequently ship the product to nearby markets (Colorado and Nebraska). The Tortilla Manufacturing and Supply Company utilizes wheat-based products. Most of the remaining agriculturally-related establishments emphasize collecting and distributing food and grain produced in the area.

### Economic Trends in Agriculture

The impact of agriculture on the Laramie County economy is reflected in selected economic indicators:

- Sales of agricultural products. Gross revenue derived from the sale of agricultural commodities generated by Laramie County farms and ranches approximated \$38.8 million in 1982. The bulk of gross agricultural income is usually tied to the sale of livestock. In constant 1985 dollars, sales increased from \$33.7 million in 1964 to a high of \$50.2 million in 1974. Sales subsequently declined to \$42.1 million in 1982.
- Income. After tax income statistics available from the Bureau of Economic Analysis indicate that farm related income has declined in importance since 1978. Personal income from farm and ranch operations and agricultural services approximated \$2.0 million in 1983; a 58.3 percent drop from the \$4.8 million earned in 1978. In relative terms, 0.3 percent of Laramie County income was tied to agriculture in 1983, versus 1.1 percent in 1978.
- Commodity prices. Commodity prices impact the overall performance and financial contribution of the agricultural sector. Prices received for key commodities produced by Wyoming farmers and ranchers have generally fallen since 1980. Beef and sheep prices have declined 14 and 35 percent, respectively, since 1980.
- Assessed value. Agricultural-related assessed valuation has declined in absolute and relative terms over recent years. Agricultural-based assessed valuation declined from \$18.3 million in 1980 to \$14.4 million in 1984, a 21.3 percent drop. This decrease has been primarily reflected in an acreage reduction in grazing and dry farmland. In 1980, agricultural-related assessed value approximated ten percent of the taxable base. By 1984, only 6.4 percent of the overall assessed value was related to agriculture.

The situation confronting the local agricultural economy is consistent with problems facing the agricultural economy on the national level. In general, an overabundance in commodities has led to lower prices. In turn, land and asset values have fallen. In addition, key production costs (i.e., supplies, labor and debt service expenses) have increased. Increasing costs

and decreasing revenues have resulted in lower real incomes for farm and ranch operators. The agricultural downturn has had key impacts on the local economy.

Area officials believe that in Laramie County the farming sector has experienced a greater downturn than the ranching sector. This is because farmers are burdened with more capital intensive purchases (i.e., implements) and, as a result, experience more debt-related problems.

### Agricultural Development Prospects

The agricultural sector is in large part influenced by national and international market forces. In addition, Federal Government policies (i.e., subsidies, export policies) play a major role. Few meaningful policy options are controllable by local decision makers. Business, market and policy opportunities that were mentioned by area officials and farm and ranch operators are listed in Table 1.

In general, market, climate and general economic conditions preclude most listed opportunities. For example, major feedlots are economically feasible when adjacent to large amounts of feed crops (i.e., corn, hay, milo). Because of climatic conditions, the Laramie County area cannot grow an adequate food supply. Adverse weather conditions also limit development of extensive auction terminal activity and a more diverse crop mix. Gasahol production facilities are probably not feasible because of the probable cut backs in federal subsidies and competitive facilities in western Nebraska.

Recommendations from area officials and ranch and farm operators indicate that various food processing businesses should be encouraged to move into the area. Such establishments could create additional income and employment producing opportunities. Since these types of businesses are sensitive to specific market and economic conditions, opportunities might be limited.

Local policies should recognize the limitations inherent in trying to influence the agricultural economy on the local level. Emphasis should be placed on existing market opportunities that are realistically achievable. Even with success, major changes in the agricultural situation are not anticipated. It is suggested that certain policies be considered:

- Encourage growth of year-round manufacturing firms. Such firms would provide part-time, seasonal or full-time employment for farm and ranch families. This income source would enable these families to supplement income derived from traditional agricultural sources. The availability of manufacturing jobs would be of special benefit to marginal operators.
- Sponsor training programs. Business-oriented courses (cash flow analysis, budgeting, etc.) should be emphasized. With Laramie County Community College in Cheyenne, such a program would be relatively easy to implement. In addition, a number of farm assistance groups are already offering various instruction opportunities (i.e., Rural Support Network, Laramie County Agricultural Extension Service). In certain instances, the coordination of existing programs would be helpful.

TABLE 1. POTENTIAL POLICIES THAT WOULD ENHANCE THE AGRICULTURAL SECTOR IN LARAMIE COUNTY

Policy/Action	Potential Benefits	Market Potential
Encourage slaughterhouse/ feedlot	<ul style="list-style-type: none"> <li>● Increase demand for local beef/sheep</li> <li>● Jobs, income</li> </ul>	<ul style="list-style-type: none"> <li>● Limited</li> <li>● Major competition</li> <li>● Weather a hindrance</li> <li>● Not proximate to adequate amounts of feed</li> </ul>
Establish terminal auctions	<ul style="list-style-type: none"> <li>● Increase demand for local livestock</li> </ul>	<ul style="list-style-type: none"> <li>● Limited</li> <li>● Major competition in Fort Collins and Torrington</li> </ul>
Sponsor training programs (cash flow analysis, business economics, budgeting, etc.)	<ul style="list-style-type: none"> <li>● Would enable operators to plan better for economic downturns</li> <li>● Many programs already in place</li> </ul>	<ul style="list-style-type: none"> <li>● Could coordinate existing programs with little effort</li> </ul>
Diversify crop mix	<ul style="list-style-type: none"> <li>● Cash crops (i.e., truck farming and vegetables) would increase incomes</li> </ul>	<ul style="list-style-type: none"> <li>● Limited</li> <li>● Climate a major concern</li> </ul>
Establish gasohol production facility	<ul style="list-style-type: none"> <li>● Additional demand for corn, wheat</li> </ul>	<ul style="list-style-type: none"> <li>● Limited</li> <li>● National subsidies decreasing</li> <li>● Competitive plant proposed in western Nebraska</li> </ul>
Encourage more year-round employment in all types of manufacturing industries	<ul style="list-style-type: none"> <li>● Would enable agricultural families to supplement income via part time, seasonal or spouse employment</li> <li>● Marginal operators more prone to stay in business, especially during economic downturns</li> </ul>	<ul style="list-style-type: none"> <li>● Certain potential</li> </ul>
Establish lamb processing plant	<ul style="list-style-type: none"> <li>● Would increase demand for local and state sheep</li> </ul>	<ul style="list-style-type: none"> <li>● Limited</li> <li>● Competition from south (Nonfort)</li> <li>● Distance from markets (northeast U.S.)</li> <li>● Herd in region might be insufficient</li> </ul>
Attract implement/equipment dealers	<ul style="list-style-type: none"> <li>● Income and employment opportunities</li> </ul>	<ul style="list-style-type: none"> <li>● Limited</li> <li>● A number of dealers have gone out of business</li> </ul>
Flour mill	<ul style="list-style-type: none"> <li>● Create demand for local crop</li> <li>● Jobs, income</li> </ul>	<ul style="list-style-type: none"> <li>● Limited</li> <li>● Flour production industry oriented to a small number of very large producers</li> </ul>
Leather processing	<ul style="list-style-type: none"> <li>● Create demand for local herd</li> <li>● Jobs, income</li> </ul>	<ul style="list-style-type: none"> <li>● Some potential</li> <li>● Leather is harvested at point of slaughter (i.e., major feedlots); feedlots in region could be a major supply source</li> </ul>
Wool processing	<ul style="list-style-type: none"> <li>● Jobs, income</li> <li>● Plant would remove oil and dirt from harvested wool, lowering shipping weight and costs</li> </ul>	<ul style="list-style-type: none"> <li>● Limited</li> <li>● Was researched before</li> <li>● Transportation costs not major concern of large wool consumers</li> </ul>
Food incubator	<ul style="list-style-type: none"> <li>● Publicly subsidized food processing facility; facilities are leased to businesspeople at below market rates who wish to start a processing plant by using locally grown commodities; facilitates start-up ventures that could benefit the agricultural sector</li> </ul>	<ul style="list-style-type: none"> <li>● Limited</li> <li>● High risk due to market considerations and lack of facilities that have been successful elsewhere (Colorado is initiating a facility)</li> <li>● Could compete with existing, non-subsidized businesses</li> <li>● Possible resistance to publicly subsidizing a business that is traditionally private</li> </ul>

Source: Based on interviews with area officials, farmers and ranchers.



- Develop products targeted to specialty markets. For example, woolen goods could be marketed under distinct label capitalizing on its local origins. Lean beef is also a product geared toward a small segment of the market.
- Supplement income through cottage industries. Ranchers and farmers often augment income through the manufacturing of handi-crafts, cultivating honey, selling hay or firewood. These small operations will not impact the overall health of agriculture but they can help a farm or ranch over depressed times. Business development programs which aid agriculturalists in starting up and operating cottage industries could prove helpful.
- Find alternative uses for rangeland. Many ranchers are opening their land to hunters for a fee. Other ranchers have converted their homes to bed and breakfast facilities to attract the tourist market.
- Since many of the problems associated with the local agricultural sector are also applicable to farmers and ranchers throughout Wyoming, cooperation between Laramie County, local entities and the State of Wyoming would be beneficial. Certain programs could be initiated on a statewide basis that would not be effective on the local level. For example, marketing and promotional efforts oriented towards the Wyoming beef and sheep industries could improve local markets. The "Wyoming Lean Beef" trademark is an example of an existing marketing program which responds to changes in consumer taste. Support for a statewide network of weavers and spinners of Wyoming wool is also gaining strength. In addition, projects that would have a statewide or regional benefit (i.e., agricultural incubator, malting plant or seed production industry) might be appropriate for state backing.

EXECUTIVE SUMMARY  
TOURISM MARKET ANALYSIS  
Cheyenne-Laramie County, Wyoming

- Prepared for -

Cheyenne-Laramie County  
Economic Development Task Force

- Prepared by -

Elizabeth A. Fischer  
Browne, Bortz & Coddington, Inc.  
155 South Madison Street, Suite 230  
Denver, Colorado 80209

April 1986

This contract is financed by funds authorized under Section 801 of the Military Construction Authorization Act, 1981, (P.L. 96-418 as amended by P.P. 97-99, 10 U.S.C.).

The 801 Grant Agreement is between the Wyoming Industrial Siting Administration, acting on behalf of the Wyoming-Nebraska Intergovernmental Executive Impact Council (IEIC) and the United States of America, acting through the Department of the Air Force.

The Wyoming Industrial Siting Administration designated the City of Cheyenne as coordinator of this project.

## PREFACE

Browne, Bortz & Coddington, Inc. (BBC) prepared a market analysis of the tourism industry in Cheyenne which explored opportunities for strengthening this sector of the economy. The analysis draws on interviews with professionals in the industry, primary data sources and information from previous research.

This executive summary describes highlights from the comprehensive report. A copy of the full study is available through the Cheyenne-Laramie County Regional Planning Office, 2101 O'Neil Avenue, Cheyenne, Wyoming 82001.

Tourism encompasses a wide variety of activities which share the common characteristics of drawing people into an area from other regions. The Cheyenne visitor market is generally comprised of pass-through travelers on their way to other destinations, especially Yellowstone and the Grand Tetons. The city is uniquely situated along two interstates to capture this pass-through trade.

The largest states of origins among visitors to Wyoming include Colorado, Texas, California and Illinois. Figure 1-A illustrates the origin of visitors to the State Visitors Center in Cheyenne. Summer is the peak tourist season as Figure 1-B depicts. Over half of all visitors to the tourist center arrive between July to September.

Frontier Days, convention trade, and to a lesser extent, the State Capitol are the exceptions in the Cheyenne market which attract a destination-oriented visitor.

Frontier Days, Cheyenne's best known event, adds to the image and vitality of the city. For 10 days each year, this event transforms the economic and social life of the community.

Ticket counts for 1980 through 1984 indicate a persistent decline in ticket sales. Part of this is attributable to the passing of the "urban cowboy" fad throughout the nation. The trend reversed somewhat in 1985 when ticket sales for the rodeo and night show equaled 136,056:

Year	Number of Rodeo and Night Show Tickets Sold for Frontier Days		
	Rodeo	Night Show	Total
1980	98,255	70,500	168,755
1981	107,282	84,465	191,747
1982	95,232	71,462	166,694
1983	88,359	63,316	151,675
1984	76,960	54,595	131,555
1985	75,019	61,037	136,056

Total attendance over the 10 day period is approximated at 300,000. Inquiries are up an estimated 15 percent this year.

While applicable statistics do not exist, it is believed that the market for Frontier Days is largely local from within a radius of approximately 100 miles. The director of Frontier Days estimates that 70 percent of visitors come from the Front Range area. Another fifth of the market is made up of destination-oriented visitors from outside the primary market. Finally, 10 percent are tourists passing through the area or planning a longer trip to coincide with Frontier Days. The magnitude of the destination or tourist market has receded in recent years as evidenced in attendance levels. The local market remains fairly stable over time.

FIGURE 1-A.  
1985 VISITOR ORIGIN--STATE TOURIST CENTER

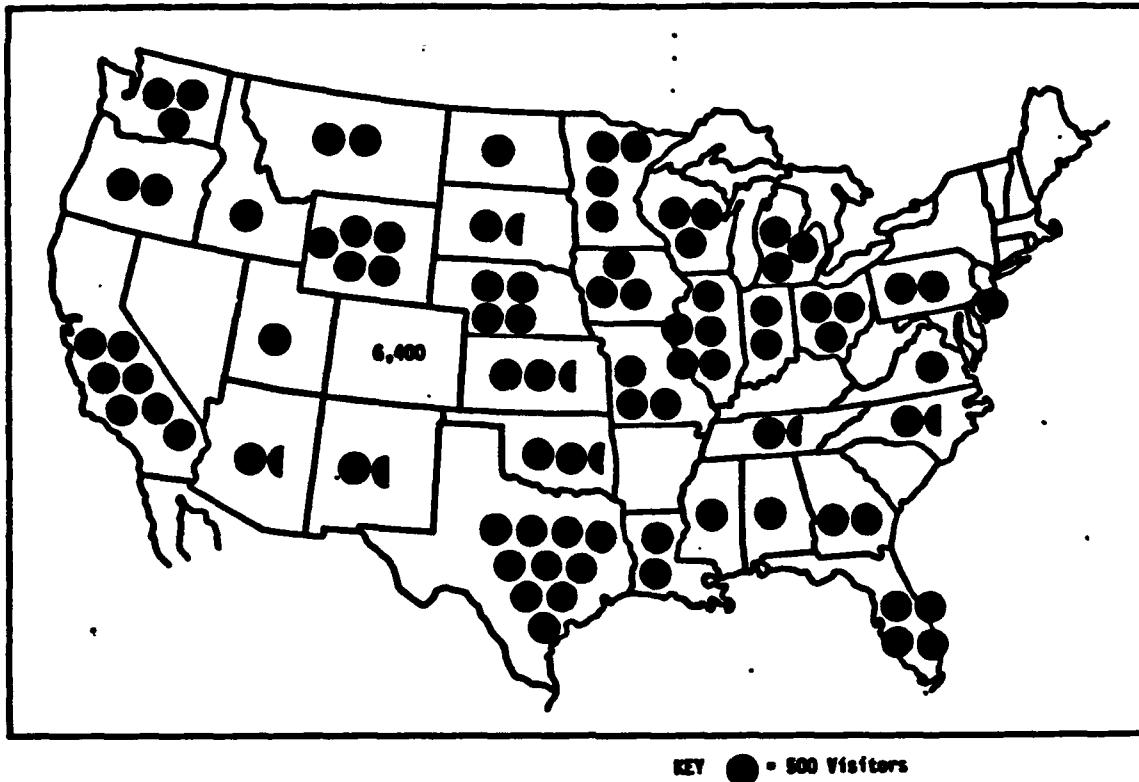
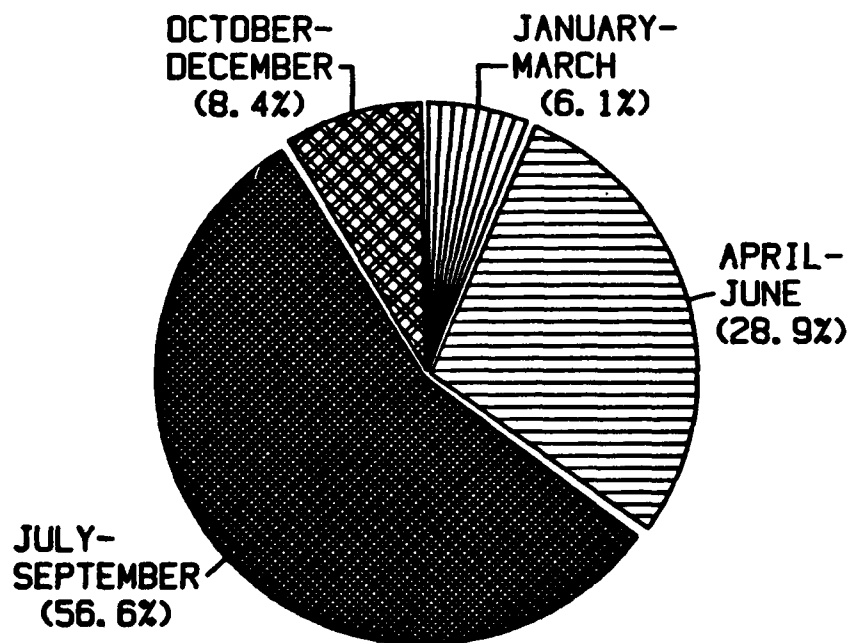


FIGURE 1-B.

NUMBER OF VISITORS TO STATE VISITOR CENTER,  
1985



State capitol. The state capitol appeals to certain tourists in the area. Since 1980, an average of 16,100 visitors tour the capitol each summer:

Year	Number of Visitors to State Capitol
1980	14,999
1981	17,140
1982	16,521
1983	15,821
1984	16,283
1985	15,801

In 1985, visitor levels fell three percent from 1984 levels. A guest book maintained during the months of May through September indicates that 80 percent of visits take place during the months of June, July and August.

Convention trade. Convention trade brings outside dollars into the community in much the same manner as tourist expenditures. Cheyenne benefits from the presence of state and federal government in attracting conference and business travel. The three major facilities in town can accommodate a total of 2,700 meeting delegates.

Most conventions are hosted by in-state associations or other state or regional groups. The average conference size is estimated at 250 to 300 according to one hotel operator. With a depressed state economy, conference activity has declined somewhat in recent years. In 1986, Cheyenne can anticipate approximately 12,300 delegates attending over 50 conventions.

#### Local Tourism Indicators

Historic tourist trends can be derived from examining visitor-related indicators. These data suggest that the tourism market in Cheyenne has remained near the same levels or declined somewhat over time:

- Accommodation sales. Taxable revenues from lodging establishments have decreased over the eighties with the lowest sales occurring in 1984:

	Taxable Sales (Thousands)
1980	\$599.0
1981	613.0
1982	534.5
1983	526.3
1984	509.6
1985	527.5

An increase in lodging receipts in 1985 suggests the trend might be reversing.

- Traffic counts. Average daily traffic counts along I-80 and I-25 have shown moderate increases since 1980. The largest gain

along I-80 is reported near the eastern border of the state. The average daily traffic on I-25 at the Wyoming-Colorado border increased 10 percent from 1980 to 1984, although traffic volumes decreased along this route closer to Cheyenne.

Out-of-state vehicles accounted for 27 to 40 percent of average daily traffic along I-80 in Laramie County. The share of I-25 in Laramie County carried between 24 and 53 percent of out-of-state vehicles.

- Gasoline consumption. The volume of gasoline sales fluctuates annually. In 1984, gallons dropped 12 percent from a high of 36.6 million gallons in 1983 for Cheyenne. Gasoline consumption exhibits seasonal variation as a result of the tourist influence in the economy. In 1984, third quarter consumption comprised 32 percent of the annual total in the county.

### Tourism Potential

The analysis of seasonal visitation trends and origin data offers a consistent profile of Cheyenne's tourist market. Frontier Days is the premier event of the summer season and draws a regional audience. Pass-through visitors make up the rest of the summer market. These tourists are traveling elsewhere and Cheyenne serves as a convenient stopping off point on their journeys. Currently, area hotels capture an estimated 10 percent of out-of-state travelers passing through on the interstates. Greater capture rates might be possible with extensive marketing. A segment of this market could likely be persuaded to spend extra time in Cheyenne if they know of particular attractions. Cheyenne is not likely to become a destination market except for Frontier Days and conventions. Development and promotion of attractions and special events can strengthen its appeal as a major pass-through point.

In the past few years, Cheyenne's tourist market has stayed in a no-growth position at best while certain indicators point to gradual decline. Economic and social forces, including gas prices, the value of the dollar, leisure time trends, or other factors influence Cheyenne's market along with the national outlook for tourism. Cheyenne can do little to affect these trends. At best it can strive to keep visitors in the community for a longer period of time. National indicators point to a potentially strong year for U.S. tourism in 1986. More people will be passing through Cheyenne, and with effective promotion greater numbers might be persuaded to spend time visiting the community.

Recommendations. Specific recommendations to further promote the industry include:

- Target season. Excess capacity exists in the summer months in Cheyenne except for the period around Frontier Days. Efforts should focus on strengthening summer trade and absorbing current capacities.
- Marketing. Advertising and promotion are instrumental in reaching the pass-through market. Motels and campgrounds, the Chamber Visitor Center and local businesses are the logical places to disseminate materials and inform travelers of the area's attrac-

tions. State publications are the best way to communicate information on Cheyenne along with the rest of the state to visitors before they plan their vacation.

A coordinated approach to advertising is suggested. The Chamber currently functions as a clearinghouse for local information. In addition, lodging operators could be informed whenever someone requests tourist information on Cheyenne. A calendar of events or newsletter directed at tourists represent other options.

- Western heritage. Cheyenne's name is widely recognized throughout the country and is closely associated with images of the "Old West." Interviews with local tourism professionals and others indicate that the City does not live up to its reputation. The community might concentrate on cultivating its western heritage. Further rejuvenation of the western ambiance of the downtown might be one way to accomplish this. Special events drawing on the local history such as the upcoming Trainfest or Gunslingers are other options.
- Resources. Financial and organizational support are needed to adequately promote tourism. The proposed lodging tax represents a valuable opportunity to fund tourism promotion. Cheyenne should also continue to take advantage of matching funds through the state for advertising.
- Attractions. Cheyenne currently has few attractions to hold visitors. Local tourism professionals emphasized the need to develop more features for visitors such as an improved state museum or a railroad museum. The development of a major attraction however often requires substantial capital and can entail considerable risk. Competition from other areas also deserves acknowledgment. Denver, for instance, has several railroad museums. A combination of public and private investment can enhance the feasibility of developing a major attraction. The Wyoming Cultural Heritage Center is one immediate opportunity for Cheyenne to expand its base of attractions.
- Events. Another option might be to host special events such as the Trainfest or Bluegrass festival. This strategy is less capital intensive and would help build a base of support for future facilities. It would entail extensive coordination and marketing. Locations for special events are also considerations; Frontier Park could prove suitable for certain events.

Tourism is not a panacea for economic development in Cheyenne. As an industry, it has limited impact on the local economy. While it supports employment, jobs are often low paying and unskilled. Further, the visitor season in Cheyenne is relatively brief. Finally, the cyclical aspect of the industry deserves recognition.

Tourists do bring outside dollars into the community. Increasing visitor expenditures can strengthen the economic base. The community could enhance the value of tourism through capturing a greater share of the pass-through market, and creating opportunities for greater expenditures to take place in Cheyenne. Potential exists for the expansion of tourism through added investment in promotion, special events and attractions.



## **ECONOMIC DEVELOPMENT GROUP PROFILES**

Several organizations are involved in economic development in Cheyenne. A profile of each of the entities highlights their organizational structure, financial base of support and program features. The Cheyenne-Laramie County Regional Planning Office prepared these profiles under the direction of Browne, Bortz & Coddington, Inc.

Descriptions are included of the following organizations:

### **Local Government**

- City of Cheyenne
- Laramie County

### **Private/Public Non-Profit Organizations**

- Industrial Development Association of Cheyenne and Laramie County (IDAC-LC)
- Greater Cheyenne Chamber of Commerce (GCCC)
- Downtown Development Association (DDA)
- Cheyenne Downtown Association (CDA)
- Laramie County Community College (LCCC)

### **State Agencies**

- Economic Development and Stabilization Board
- Wyoming Travel Commission

## ECONOMIC DEVELOPMENT ORGANIZATION PROFILE

CITY OF CHEYENNE  
(as of May 31, 1986)

### STATEMENT OF PURPOSE/AUTHORITY:

The City's economic development efforts are largely directed through the Mayor's office and Cheyenne-Laramie County Regional Planning Office.

Goals and Objectives-The Mayor's office and administration strive to provide overall leadership and direction to the public and private sector to assure Cheyenne citizens the continuation of a stable and viable community.

The goals of the Mayor's Administration have been:

- Reduction of crime by youth,
- Street improvements,
- Management redirection,
- An increase in the revenues available to the city to improve service to the community,
- Water development and conservation,
- City-wide beautification and renovation efforts,
- Land use planning,
- MX Impact Mitigation, and
- Economic development.

The Mayor's program objectives for fiscal year 1986-87 are:

- 1) Rehabilitation and renovation of city owned facilities to provide public leverage for continued improvement of the existing community investments.
- 2) Refine the City's program budget format to encourage fiscal responsibility and maintain maximum quality of municipal services.
- 3) Revision of existing zoning ordinance.
- 4) Establish a cost containment program for general fund budget.
- 5) Support efforts to assure a growing and diversified economic base for the city.
- 6) Reverse the declining trend in the core area of the city.
- 7) Continue Cheyenne "Impact" Team to monitor, identify and respond to emerging MX construction impacts.

The Planning Office has specific goals and objectives related to economic development. These include:

Improve working relationships between public and private economic development organizations.

Coordinate public sector involvement in the activities of economic development groups in the community.

Promote an improved business climate in the community.

Identify and work to find solutions for City and County long-range economic development needs and projects.

The objectives of the Planning Office are to:

1. Provide staff assistance and support to the public and private groups in the area of economic development.
2. Provide information on the development process to the Chamber through bi-weekly updates on planning office applications.
3. Work with IDAC, the DDA and the Chamber on public relations activities.
4. Oversee completion and implementation of the Strategic Economic Development Program.
5. Attend DDA, CDA, Chamber, and IDAC meetings and serve as a liaison for the City by offering support.
6. Serve as a grant coordinator for the City and county, by seeking funding for economic development projects.
7. Promote implementation of other economic development studies and recommendations (Fantus and Downtown Market Analysis).
8. Provide information and work with the State Departments (EDSB) on promoting Cheyenne/Laramie County and the State of Wyoming.

#### ORGANIZATIONAL/OPERATIONAL CHARACTERISTICS:

Government Structure—The City of Cheyenne has a Mayor/City Council government. The Mayor is elected into office and has a four year length of term. The Mayor appoints the executive assistant. The City Council has nine members. The length of term is staggered for periods of four years and appointments to Council serve up to the next election.

The Planning Office has one staff member responsible for economic development under supervision of the planning director. This office is funded 2/3 by City and 1/3 by the County.

Committee Structure—The Mayor attends various committee meetings of the Chamber, IDAC, and DDA.

Cheyenne Economic Development Information Group - Organized by the Mayor in January 1986, the purpose of this group is to share and exchange

information between various organizations and to increase coordination and help each of the groups meet their goals. Attendees/representatives are the Planning Office, IDAC, Chamber and the State (EDSB).

Downtown Development Authority - The Mayor and one City Council member sit on the DDA board. Members of Authority are appointed by the Mayor with Council approval.

Chamber of Commerce - The Mayor is an ex-officio member of the Board of Directors.

Staffing Levels/Responsibilities -The Mayor's office has two employees, the Mayor and Executive Assistant to Mayor who are involved in economic development. Neither position is employed full-time in economic development activities.

The Mayor's time is devoted approximately 40 percent to executive (managerial) responsibilities, 20 percent to Legislative/Council duties and 40 percent to community relations activities, including promotion of the City and representation of the City to community groups.

The Mayor initiated City Funding of IDAC, The Main Street Program, and The Revolving Loan Fund. The Executive Assistant to the Mayor coordinates the overall City effort in economic development and serves as a liason with the private sector, the state, and other governmental entities.

The Planning Office previously had four employees directly involved in economic development programs. Three worked part-time in economic development and one person full-time in economic development. The Planning Office now has two positions, the Director and the Economic Development Planner. The Economic Development Planner is a full-time position funded 1/3 by County and 2/3 by City. Job duties/responsibilities include:

- 1) Provide information on the development process to the Chamber through bi-weekly updates on planning office applications.
- 2) Coordinate and administer economic development programs that are funded by Federal and State sources.
- 3) Attend DDA Board meetings and serve as a liason for the City by offering support.
- 4) Attend IDAC Finance, Foreign Trade Zone and other committee meetings and offer other support services.
- 5) Prepares reports and makes presentations to government officials on economic development programs and projects for the City and County.
- 6) Serve in part as a local media contact person for the City and County.
- 7) Write and prepare grants to submit to federal and state sources for economic development and development projects.
- 8) Serve as a City or County contact person to prepare economic loan applications for state funding from EDSB.
- 9) Serve as secretary for the Mayor's Impact Team committee, the MX Peacekeeper Working Group, and the MX Monitoring committee.
- 10) Attend Chamber meetings to continue coordination and public relation activities.
- 11) Work with IDAC and LOCC on Fiscal Impact models and projects.

FINANCIAL CHARACTERISTICS

Expenditures-Office of Mayor

Description	1983/84 actual	1984/85 actual	1985/86 current	1986/87 proposed
IDAC	\$ 11,500	\$ 11,500	\$ 30,939	\$ 31,000
DDA	0	56,500	50,000	50,000
Economic Development Training Software			6,500	
<b>Total</b>	<b>\$ 11,500</b>	<b>\$ 18,000</b>	<b>\$ 87,439</b>	<b>\$ 81,000</b>
<b>Total Budget Mayor's Department</b>	<b>\$918,639</b>	<b>\$1,100,730</b>	<b>\$1,339,278</b>	<b>\$1,222,525</b>

Expenditures - Planning Office

Description	1983/84 actual	1984/85 actual	1985/86 current	1986/87 projected
Programs - MX Funds				
Coley/Forrest		\$ 24,950		
Fantus			\$ 15,000	
SEDP			32,500	
LCCC			1,000	
Programs - EDA Grant				
Fantus		30,000		
Administration	\$ 16,500	17,000	17,000	\$ 17,500
<b>Total</b>	<b>16,500</b>	<b>71,950</b>	<b>80,500</b>	<b>17,500</b>
<b>Total Planning Office Budget</b>	<b>\$171,894</b>	<b>\$186,243</b>	<b>\$333,202</b>	<b>\$275,708</b>

LCCC - \$1,000 - Incubator Program Support

PROGRAMS AND POLICIES:

Economic Development Programs/Activities -

Mayor's Office - As discussed in the committee section of the report, the Mayor attends meetings and is a lead spokesperson for economic development in Cheyenne. He is also the chairperson for the Human Resource Committee of the DDA.

City/County Planning Office - The City/County Planning Office has been very active in obtaining grants for economic development projects and offers support and staff services to other public agencies and the private sector. The most recent economic development programs and studies coordinated by this office are:

Main Street Program - A staff person from the Planning Office prepared the City of Cheyenne's application to the National Trust.

South Cheyenne/Fantus Study - A staff person from the Planning Office prepared an EDA application for an economic development study for South Cheyenne. The City/County received \$30,000 from EDA and used in-kind contributions (staff support) to match the grant (\$12,500). The Planning Office was the coordinating organization.

Downtown Marketing Analysis/Coley/Forrest - The City/County Planning Office was the project coordinator for this project.

Strategic Economic Development Program/BBC - The City/County Planning Office is the project coordinator for this program. The Planning Office is responsible for committee correspondence, billing, and data gathering.

Economic Development Loans - The Planning Office is the department that prepares and reviews economic development loan applications for the City and County and would be the administrator of federal or state grants.

Fiscal Impact Analysis - The Planning Office has the capability and resources to prepare fiscal impacts on single, specific projects (construction, new business, and expanding businesses) for the public sector or private sector of Cheyenne.

PUBLICATIONS: The Planning Office has various original transcripts for reports and studies for the City and County. The Planning Office serves as a disseminator of these reports for public agencies and the private sector. One exception is IDAC, which has the originals of the Fantus reports and is responsible for their dissemination. A new Zoning Ordinance has been prepared and is under review by the Zoning Task Force.

INTERACTION WITH OTHER GROUPS: Both the Mayor's Office and the Planning Office have more than ample opportunity for interaction with other groups. The Mayor has organized the Cheyenne Economic Development Information Group which has representatives from IDAC, the Chamber, the State, and the Planning Office. The Economic Development Planner attends Chamber, IDAC, and DDA meetings. The Planning Director also attends Chamber and IDAC meetings. The City/County Planning Office worked closely with IDAC

and other groups on the South Cheyenne Study. The Planning Office also worked closely with the DDA and CDA on the Downtown Marketing Analysis Study, and is actively involved in the Economic Development Strategy project. The Planning Office is a member of the Chamber of Commerce.

## ECONOMIC DEVELOPMENT ORGANIZATION PROFILE

LARAMIE COUNTY  
(as of May 31, 1986)

### STATEMENT OF PURPOSE/AUTHORITY

Goals and Objectives—The County Commissioners have set the following goals for the future. Priority spending with careful planning during the budgetary processes is a very necessary goal in order to obtain the following:

1. Future Road and Bridge maintenance, encompassing a goal of three years for completion of new road projects.
2. Economic development within Laramie County, not only to attract new business to the community, but to also aid in the expansion of existing ones.
3. Insurance: To obtain liability coverage for the future in protection of county assets. (Passing of the WARM Resolution will hopefully assist in obtaining this).
4. Planning for the new jail facility and future costs which will need to be incurred.
5. Zoning: Continuation of insuring the health, safety, and welfare of our citizens through the educational processes as to the rules and reasons of our local nuisance laws.
6. Engineering: To develop standards concerning county roads in geometry, signing, and surfacing to promote safer county roads.
7. Emergency Management/Survival Council—continuation of coordination and planning for disaster situations, i.e., hazardous material spills, floods, etc., to hopefully help alleviate loss of life and property.

### ORGANIZATIONAL/OPERATIONAL CHARACTERISTICS:

Board Structure—Laramie County has three County Commissioners who are elected by registered voters of the County. The length of term is four years. The commissioners elect a Chairman and a Vice Chairman who serve two year terms. Each County Commissioner attends or serves as representatives



encompass many areas: roads; finances and budgets; election boundaries, planning, zoning, fireworks, mill levies, water and fire control, property, board of equalization, special projects, liquor licenses, and others.

Committee Structure—The present Chairman oversees the Road and Bridge Department and works closely with the Weed and Pest Board. The Vice-Chairman is a liaison to the Fair Board, Recreation Board, Fire Control, and Health Boards. The third Commissioner is a liaison to the Memorial Hospital, and Library Board, and The Strategic Economic Development Task Force; and is commissioner of Buildings and Grounds.

Staffing Levels/Responsibilities—The County Commissioners have one staff employee, the Administrative Coordinator. The County also funds the Cheyenne-Laramie county Regional Planning Office whose role is to prepare, review, and present planning and zoning applications. Staff also prepare grant applications for the County.

Meeting Schedule—County Commissioners meet on the first and third Tuesdays of each month at 3:30 p.m.

FINANCIAL CHARACTERISTICS

LARAMIE COUNTY

Expenditures

Description	1984 actual	1985 actual	1986 current	1987 proposed
IDAC	\$ 11,500	\$ 11,500	\$ 30,939	\$ *
Total	11,500	11,500	30,939	
Total County Budget	\$28,800,000	\$34,809,308	\$34,724,141	\$35,645,501

\* \$31,000 - earmarked for economic development  
1984. - Total County Budget - rounded off

Total amounts do not include the funding to the Cheyenne - Laramie County  
Regional Planning Office.

Source: Fiscal Budgets

## PROGRAMS AND POLICIES:

Economic Development Programs/Activities-The County's economic development efforts include funding of IDAC-LC. The last few years IDAC-LC has received on the average \$21,220 from the County. Other economic development efforts are coordinated through the Cheyenne-Laramie County Regional Planning Office.

City/County Planning Office-The City/County Planning Office has been very active in obtaining grants for economic development projects and offers support and staff services to other public agencies and the private sector. The most recent economic development programs and studies coordinated by this office are:

Main Street Program-A staff person from the Planning Office prepared the City of Cheyenne's application to the National Trust.

South Cheyenne/Fantus Study-A staff person from the Planning Office prepared an EDA application for an economic development study for South Cheyenne. The City/County received \$30,000 from EDA and used in-kind contributions (staff support) to match the grant (\$12,500). The Planning Office was the coordinating organization.

Downtown Marketing Analysis/Coley/Forrest-The City/County Planning Office was the project coordinator for this project.

Strategic Economic Development Program/BBC-The City/County Planning Office is the project coordinator for this program. The Planning Office is responsible for committee correspondence, billing, and data gathering.

Economic Development Loans-The Planning Office is the department that prepares and reviews economic development loan applications for the City and County and would be the administrator of federal or state grants.

Fiscal Impact Analysis-The Planning Office has the capability and resources to prepare fiscal impacts on single, specific projects (construction, new business, and expanding businesses) for the public sector or private sector of Cheyenne.

## INTERACTION WITH OTHER GROUPS:

The County works closely with the city through the Mayor's office and the Planning Office on economic development projects. The County Commissioners attend various community committee meetings and represent the County's support for projects by serving on committees.

ECONOMIC DEVELOPMENT ORGANIZATION PROFILE

INDUSTRIAL DEVELOPMENT ASSOCIATION OF CHEYENNE AND LARAMIE COUNTY

IDAC - LC  
(as of May 31, 1986)

YEAR ESTABLISHED:

1961

STATEMENT OF PURPOSE/AUTHORITY

To promote the business climate and to encourage existing and new industry to locate in and about Cheyenne or Laramie County for the creation of additional employment.

IDAC is a non-profit corporation and has the authority to invest, loan money, erect buildings, and assist financially in the creation of new industry or expansion of present industry. In doing so, the corporation has the power to accept contributions.

ORGANIZATIONAL/OPERATIONAL CHARACTERISTICS:

Membership-IDAC has approximately 350 lifetime members/shareholders since its establishment. IDAC presently has approximately 85 paying members. The price of each membership is \$100 with no fractional units issued. Any person or corporation can receive up to only five total votes at any meeting, even though they may have contributed more than \$500.

Board Structure-IDAC has 12 board members who are elected by the shareholders. The president selects a nominating committee each year. The length of term for board members is three years. The president's term is one year. Board members are expected to either chair or co-chair one of the six resource groups. (See Organizational Chart).

Committee Structure-IDAC's committees are referred to as Resource Groups. There are six resource groups. The size of the groups varies and depends upon the number that the chairperson recommends. The membership of the groups ranges from 6 to 15. The chairperson chooses the members of the resource group and receives input as to membership from other persons and the president. Membership on resource groups can change from year to year as the member's interest changes. Each year the committee structure might

change to focus on different issues. Members of resource groups do not have to be members of IDAC.

Finance Resource Group—The purpose of the Finance Resource Group is to:

1. Augment a systematic method of economic development financing which couples bank loans with limited state and federal lending incentives.
2. Provide credit analysis on existing businesses considering expansion and new businesses considering location in the Cheyenne and Laramie County area.
3. Serve as a financial broker in matching the financial needs of a business with the sources of financing available.

The current specific objective of the Finance Resource group is to explore the feasibility of and make recommendations for the development of a "Capitol Fund" to provide incentives for new business activity in Cheyenne/Laramie County. At each meeting recent business inquiries are reviewed. The committee has prepared a report on Guidelines for writing a Business Plan for new or expanding businesses.

Government and Public Services Resource Group—The purpose of the Government and Public Services Resource Group will be to assist and/or coordinate with the governmental system any person or industry interested in locating or expanding their business within Cheyenne/Laramie County. The current specific objectives of the Government and Public Services Resource Group are to:

1. Be informed of situations that hinder or delay the development of any facility, be it factory, distribution, office, retailer, or wholesale establishment.
2. Contact and defuse any antagonism or frustration of any person or firm needing response to a problem created by governmental offices or personnel of an office.
3. Develop and provide public information concerning the nature and need for compliance requirements and suggestions for cost-effective satisfaction of those requirements.

Local Business Resource Group—The purpose of the Local Business Resource Group is to:

1. Establish a vehicle to foster better communication in the local business community in order to enhance the desire of businesses and industries to locate or expand their operations in Cheyenne/Laramie County.
2. Seek out and identify problems and concerns of the local business community as they relate to the establishment or expansion of businesses in Cheyenne.

The current specific objectives of the Local Business Resource Group are to:

1. Create a "Visitation" program for major local employers.
2. Create a "Recognition" program for major local employers.

This committee has met with Chamber representatives to coordinate efforts because both organizations wish to complete similar projects.

Marketing Resource Group—The purpose of the Marketing Resource Group will be to initiate, structure, and coordinate IDAC's marketing efforts to attract new industry and expand existing industry in Cheyenne/Laramie County. The current specific objectives of the Marketing Resource Group are to:

1. Cooperate with the Research and Targeting Resource Group in identifying those industries or industry groups in which IDAC will have the greatest probability of success in recruiting relocation to Cheyenne/Laramie County.
2. Develop and recommend to the IDAC Board of Directors a comprehensive marketing campaign including dissemination of informational brochures; direct mail to targeted industries; personal followup by phone or in person, placement of advertising in regional and national publications; and such other marketing devices as are considered to be necessary.
3. Meet with the IDAC Director on a regular basis to discuss inquiries his office has received or potential clients IDAC should consider contacting. As a result of such meetings identify and secure such information, assistance or material as may be determined necessary to assist the Executive Director and the Board of Directors in satisfying the needs of the client for information or assistance.

A committee has been organized and has met to design brochures for the marketing program. The group has decided to target two industries; warehousing and electronic connectors.

Real Estate and Construction Resource Group—The purpose of the Real Estate and Construction Resource Group will be to assure a good working relationship between IDAC and local real estate brokers and contractors. The current specific objectives of the Real Estate and Construction Resource Group are to:

1. Develop and maintain an accurate, current inventory of real estate properties available for economic or industrial development including location, names of owners, asking price, broker, and special characteristics or limitations.
2. Develop and maintain an accurate, current inventory of construction costs.

Research and Targeting Resource Group-The purpose of the Research and Targeting Resource Group is to:

1. Maintain a liaison between the IDAC Board of Directors and consultant's groups or organizations conducting studies or surveys of subjects related to economic development in Cheyenne and Laramie County.
2. Assist in the interpretation and practical application of recommendations made in surveys or research projects relating to economic development.
3. Maintain the liaison with programs related to economic development offered by Laramie County Community College and the University of Wyoming, especially the Center of Economic and Business Data.
4. Coordinate and implement the public information and public relation activities of IDAC.
5. Cooperate with the Marketing Resource Group in identifying those industries or industry groups in which IDAC will have the greatest possibility of success in recruiting relocation to Cheyenne/Laramie County.

The current specific objective of the Research and Targeting Resource Group is to assist in the formulation and interpretation of recommendations from the Fantus study. This committee has met and reviewed the Fantus Study and decided on two target industries to market; distribution (warehousing) and electronic connectors.

Staffing Levels/Responsibilities-IDAC has one employee, the Executive Director. Although the Finance Resource Group is recommending to the IDAC Board that IDAC hire a secretary. The executive director has a number of responsibilities which include:

1. The preparation and mailing of the meeting agendas and minutes of the previous meeting to all members of the Board of Directors at least five working days prior to scheduled monthly meetings.
2. Prepare and maintain a current, brief summary of the status of negotiations with prospects for relocation or expansion in Cheyenne or Laramie County until determined by the Board of Directors to no longer be valid prospects.
3. Provide staff services to Resource Groups, the Annual Fund Drive, and other working committees as requested by committee chairman and acknowledge financial contributions as they are received.
4. Prepare and maintain in current status a standard informational instrument which is suitable for distribution to prospective clients and which can quickly and easily be modified for a client's individual needs.
5. Cooperate with persons or firms hired to prepare and maintain

current marketing devices such as brochure(s), video tapes, and summaries of background information concerning Cheyenne or Laramie County.

6. Cooperate with persons or firms hired to prepare, place and monitor advertising efforts approved by the Board of Directors.

7. Maintain a liaison with and respond to inquiries from: members of the Board of Directors, Mayor and City Council, Laramie County Commissioners, Cheyenne Chamber of Commerce, State of Wyoming (EDSB), Laramie County School Districts, Laramie County Community College, Cheyenne Downtown Development Authority, Press, and the general public.

8. Manage the investment portfolio of IDAC including maintaining a current list of debenture holders and making prompt delivery of interest payments to debenture holders; and make selected investments of IDAC deposits as directed by the Board of Directors.

9. Maintain IDAC membership records in a current status including a current mailing list of IDAC Certificate Holders; issue Certificate of Membership; and make physical arrangements for IDAC meetings including the annual meeting.

10. Recommend an annual budget for each year of operation and submit it to the Board of Directors for review and approval.

11. Inform the Board of Directors of the activities of the Executive Director on not less than a monthly basis.

12. Act as an IDAC representative when traveling to trade shows and disseminate information.

13. Prepare and present information to prospective businesses who wish to locate in Cheyenne or the Laramie County Area.

14. Manage the office headquarters of IDAC in an organized and professional manner, supervise the activities of clerical staff made available to IDAC, and perform such other duties as may be assigned from time to time by the President or the Board of Directors.

Meeting Schedule—IDAC meets the fourth (4th) Tuesday of every month. An open or public meeting is held once a quarter and an annual meeting on the last Tuesday of October.



### FINANCIAL CHARACTERISTICS

#### Industrial Development Association of Cheyenne and Laramie County

##### Revenues

Sources	1983/84 actual	1984/85 actual	1985/86 current	1986/87 projected	%
Interest	\$14,968	\$16,146	\$15,500	\$11,000	10.6
Chamber	10,000	10,000	7,500	7,500	7.2
City	11,500	11,500	30,939	31,000	29.8
County	11,500	11,500	30,939	31,000	29.8
Private	15,923	22,975	15,055	23,000	22.6
Total	\$63,981	\$72,121	\$114,998	\$104,000	

##### Expenditures

Description	1983/84 actual	1984/85 actual	1985/86 current (as budgeted)	1986/87 projected	%
Administrative	\$42,192	\$47,048	\$52,849	\$63,355	59.2
Travel	4,518	3,488	22,488	12,760	7.3
Advertising & Promotion	8,606	11,211	27,445	18,650	17.4
Depreciation & Interest	10,543	9,141	9,235	9,235	8.9
Programs	0	0	6,300	0	0
Total	\$65,859	\$70,888	\$118,317	\$104,000	

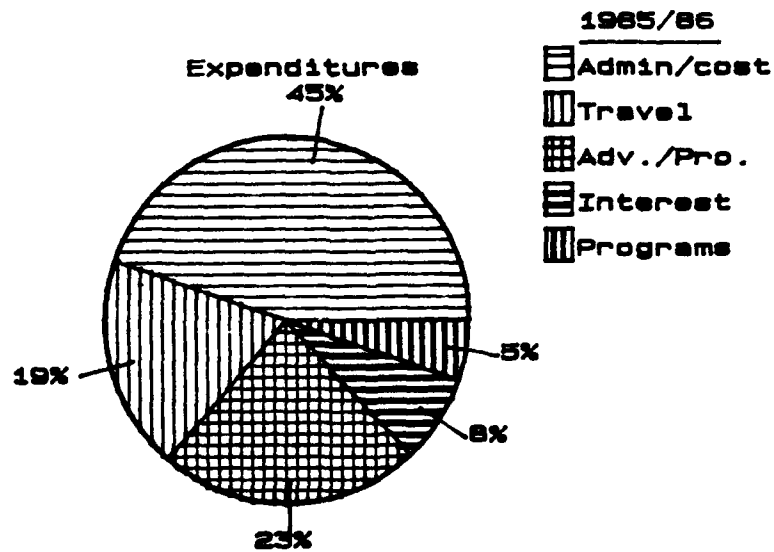
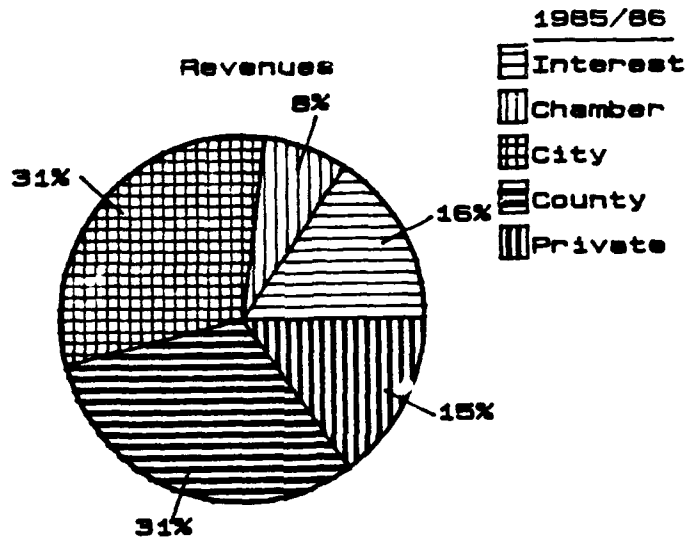
Administrative includes operating expenses.

Administration 1986/87 includes the costs of hiring a secretary and office equipment.

1985 Expenditures appear as budgeted, while revenues are funds raised to date.

Source: IDAC Annual Accountanting Reports.

INDUSTRIAL DEVELOPMENT ASSOCIATION OF CHEYENNE AND LARAMIE COUNTY



Source: IDAC Annual Accountanting Reports.

## PROGRAMS AND POLICIES:

Economic Development Programs/Policies-The fund drive is conducted annually. The intent is to obtain revenues from local businesses and industries to assist IDAC in the implementation of its programs and operating expenses. Board member(s) serve as chairperson(s) for the private fund drive.

Incubator Program-IDAC recommended that LCCC should organize the incubator program (see LCCC economic development profile).

Foreign Trade Zone (FTZ)-A committee to review the feasibility of an FTZ was formed. It has contacted the Denver Chamber of Commerce to find out the history of their Foreign Trade Zone, and one member approached potential industries interested in an FTZ. The feasibility of setting up a foreign trade zone in Cheyenne as opposed to the whole state or a region in the state was assessed since, the volume of business done in Cheyenne might not be great enough to set up just one zone in Cheyenne. To obtain the foreign trade zone designation, Cheyenne would need to compete with other communities.

## Advertising-

IDAC ran one advertisement in the Site Selection Handbook last year. In the 1986/87 budget IDAC plans to spend \$2,500 to run four ads in cooperation with the State EDSB.

## PUBLICATIONS:

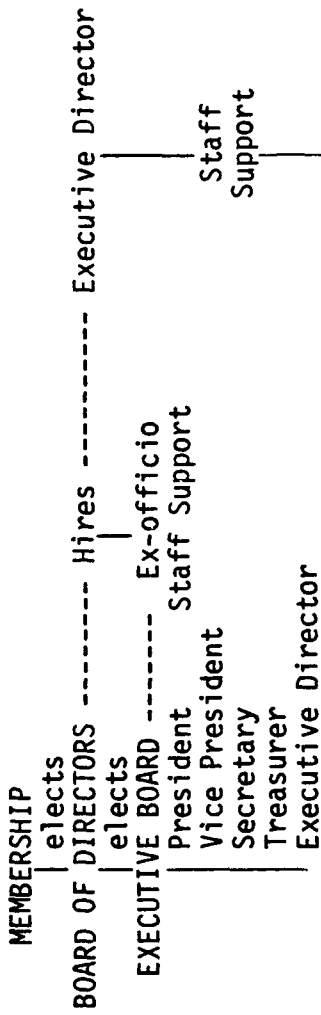
IDAC has begun work on designing brochures in coordination with the DDA, the Chamber and the Planning Office. A community profile and a community map will be organized.

## INTERACTION WITH OTHER GROUPS:

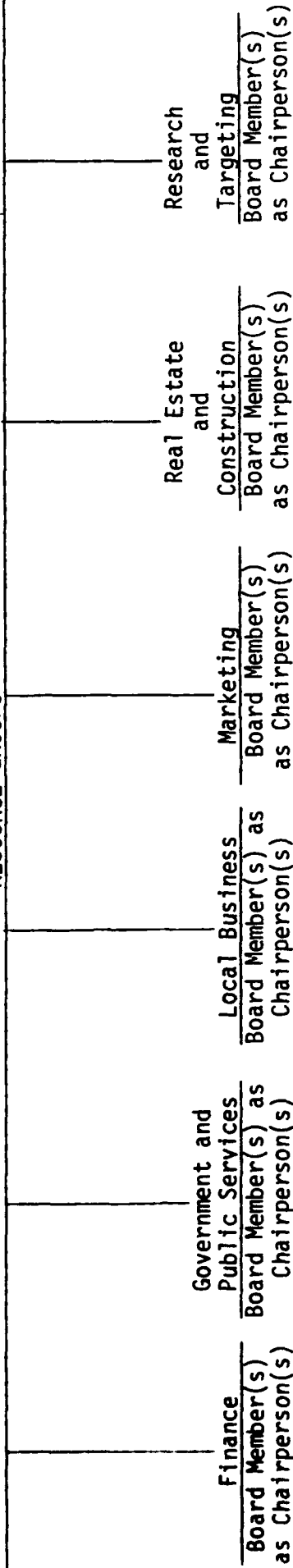
IDAC worked closely with the Planning Office on the South Cheyenne Study (Fantus). They also work closely with the Chamber on economic development committees (board members go to Chamber meetings and vice versa). The incubator program is coordinated through LCCC with some IDAC involvement.

INDUSTRIAL DEVELOPMENT ASSOCIATION OF CHEYENNE AND LARAMIE COUNTY

ORGANIZATIONAL CHART



RESOURCE GROUPS



ECONOMIC DEVELOPMENT ORGANIZATION PROFILE

GREATER CHEYENNE CHAMBER OF COMMERCE

GCCC

(as of May 31, 1986)

YEAR ESTABLISHED:

1907, reorganized 1920, 1966

STATEMENT OF PURPOSE/AUTHORITY:

The purpose of the Greater Cheyenne Chamber of Commerce is to make the greater Cheyenne area a safe and prosperous community by being the voice for business; by advocating the Cheyenne area as a regional business center and by serving as the leader for community and economic growth. GCCC is a nonprofit private corporation in the State of Wyoming.

ORGANIZATIONAL/OPERATIONAL CHARACTERISTICS:

Membership - There are approximately 700 business memberships and 50 government memberships. At least 40 percent of the members are retailers. Any individual, group, company, or corporation which is resident or engaged in economic activities in or interested in the City of Cheyenne or Laramie County shall be eligible for membership in the GCCC. Members have one vote and the ability to hold office.

Dues Structure-

Business

Name of Firm and First Member \$175.00

Each Additional member from  
that firm \$105.00

Government \$ 91.00

Board Structure- The Board of Directors of GCCC is composed of fifteen active Chamber members who serve as the governing body, establishing overall policy and procedures for all internal and external activities of the Chamber. Directors are elected by the membership at the annual meeting. One-Third of the members (5) of the Board are elected each year by the general membership for a three year term of office. The board has an additional six ex-officio members including immediate Past-President of GOOC, the President of IDAC, Chairman Frontier Day's Committee, President of Cheyenne Jaycees, the Mayor, and a representative from the Air Force Base.

Members serve without compensation. (See Organizational Chart).

The Executive Committee includes the President, the First VP, the Divisional Vice Presidents, immediate Past President of GOCC, and Executive Vice President. The officers of GOCC include President, First VP, and Divisional Vice Presidents. The officers are elected from the membership of the Board of Directors and perform essentially a legislative function. As a voting member they specifically:

- 1) Make all policy decisions.
- 2) Approve the Plan of Action.
- 3) Approve the Annual Budget.
- 4) Establish Dues Structures.
- 5) Approve the structural organization to include an organizational chart and by-laws.
- 6) Recommend changes in by-laws.
- 7) Approve in advance all expenditures not included in the budget.
- 8) Elect officers as required in the by-laws.

As individuals, each director is expected to:

- 1) Attend all meetings of the Board.
- 2) Serve under a Divisional Vice President as a Board Liaison to a specific committee or committees.
- 3) Perform such duties, within his capabilities as may be requested by the President, to include solicitation of new members and funds.
- 4) Consult with members of the Chamber for informational purposes.
- 5) Respond to counsel and advice as requested by officers and make suggestions to include service on committees.

Committee Structure-The GOCC recently reorganized into a Council/Task Force System. The Chamber has five councils which are chaired by a VP Divisional Chairpersons. They also have under their immediate jurisdiction all Task Forces pertaining to their general duties. The number of members on the Task Force varies from 3 to 10. The length of term on a task force is year to year, but they can serve longer if a President requests. The president appoints task force leaders.

Business Improvement Council/Division- This council has a VP Divisional Chairperson and nine members. Generally, the members serve as Task Force Chairpersons. The Business Improvement Council has four Task Forces.

Cheyenne Visitor and Convention Task Force (CVCC)-The goal is to promote Cheyenne as a location to visit and hold conventions. CVCC receives bids on conventions and develops promotional brochures such as the 4 color brochures, the dining and accommodations guide, and the definitive brochures. The group's also involved in contracting with a local sorority to have the Howdy Wagon open on weekends to provide tourists with information of the area. CVCC also has been involved with different trade and travel shows. CVCC has a brochure distribution program for the four color brochure ( persons visit 17 cities in the west). Success is measured by number of inquires for tourist information.

Sports Task Force—The goals are to encourage sporting events to be held in Cheyenne and to promote those events. Last year this task force was involved with hosting the Air National Guard Softball Tournament, the WAC Golf Tournament, the Crackshooter Racquetball Tournament, and the National Doubles Racquetball Tournament. This year they plan to become more involved in soliciting sporting events to come to Cheyenne.

South Cheyenne Improvement Task Force—The goals are to review action in South Cheyenne, to improve flooding conditions, develop recreational areas and bring new industry to South Cheyenne.

Retail Trade Task Force—The goal is to continue to develop regional promotional programs to advertise Cheyenne as a place to shop. The program includes residents of Cheyenne as well as the outlying areas. Membership is made up from a representative from major shopping areas. The R.T.C. promotes regional retail development. They advertise in Laramie, Torrington, Wheatland, Scottsbluff, as well as northern Colorado. A measure of its success is reviewing their sales tax returns. The Chamber spent over \$13,000 last year advertising Cheyenne as a regional trade center. December wholesale and retail sales tax collections, increased 24%, 1985 over 1984; overall sales tax in December were up 20%, 1985 over 1984.

This division will work with other divisions concerning seminars on business management and they work with LCCC on developing cooperative programs with the college.

Economic Development Council/Division—This Division works closely with IDAC-LC in guaranteeing that there is cooperation and communication between the two organizations. This division has ten members.

Business/Government Relations Task Force—The goal is to identify, document, and communicate with the appropriate interest groups in order to promote and develop a business climate which encourages the growth of existing and new business in the greater Cheyenne area. Some of the specific projects involved with this task force are:

- 1) To review and analyze past studies for recommendations and implementations.
- 2) Work with the Mayor and City Council to develop a strategic plan (5 years) for the City of Cheyenne.
- 3) Streamline a regulatory process.
- 4) Develop a mechanism for immediate input from the GOCC on public policy issues; and
- 5) Identify other issues to the GOCC Board for future effort.

The task force has documented some development problems and concerns facing the business community.

Citizens Advisory Committee/Transportation Task Force—The goals are to stay abreast of the transportation needs of the community including air, rail and surface and to study to ensure proper traffic flow to and from business areas. These members serve as a Citizens Advisory Committee to the Cheyenne Area Transportation Planning Process (C.A.T.P.P.). It reviews the plan to provide input to government agencies concerning the priorities for

transportation related projects.

Agricultural Task Force-The goals are to promote an Agricultural Awareness weekend and to recognize agricultural leaders in the area. Programs include a City/County Farm Weekend and a recognition program.

Economic Affairs Task Force-The goals are to develop ways to expand the economic data available at the GCCC office and to supply economic data on Cheyenne and Laramie County (Monthly) for the Business Barometer used in the monthly "Cheyenne Item." The Task Force has developed information for a community profile for use by IDAC-IC.

External Affairs Council/Division-This division has four task forces and a special monthly program. Eight members are in this division.

Capitol Club Task Force-The goals are to promote membership in the GCCC and to assist in membership retention. A membership drive was conducted in April. 17 new members were added and over \$2,000 collected. Another membership drive will occur later in the year.

Public Relations Task Force-The goal is to support the goals and objectives of the GCCC by creating an awareness of Chamber activities in the community.

Red Carpet Task Force-The goal is to serve as goodwill ambassadors within the community. Every Thursday morning at 10:00 a.m. Red Carpet Openings are held. These openings are held at various businesses that are new, expanded, remodeled, or have new ownership.

Social Club Task Force-The goals are to serve as goodwill ambassadors outside the community of Cheyenne and for special events within the community. The social club is reviewing ways of getting involved in providing assistance to conventions coming to town. They also will be sponsoring the CFD 1st Annual Poker Tournament in May. The proceeds from this event will go to pay transportation costs for members and guests to travel to Colorado promoting Frontier Days.

Business After Hours is one of the Chamber's special contact programs allowing business people to discuss business in a social atmosphere. They are held once a month and are booked through the end of the year.

Internal Development Council/Division-This council has four task forces and four members.

Cheyenne Frontier Days Committee/Task Force-The goal is to organize, promote and manage the Cheyenne Frontier Days Celebration.

Cheyenne Frontier Days Planning Task Force-The goal is to serve as a liaison between the Chamber Board and the CFD committee. This task force reviews the budget and expenditures of the Cheyenne Frontier Days committee. They also approve all the capital improvement projects that must be completed.

Leadership Cheyenne Task Force-The goals are to determine the need for a leadership training program and to develop leaders for Cheyenne that have a well balanced understanding of the community needs. Cheyenne's first class will be graduating in May. The 1986 curriculum will be reviewed and in the



fall of this year the Steering committee will schedule the second class.

Public Affairs Council/Division—There are basically two task forces involved in this group; and it has seven members.

Government Affairs Task Force—The goals are to stay abreast of local, state, and national issues and to make recommendations for legislative action on those issues. The task force hears reports on developments within the school district, city, county, planning commission, LOCC and the airport.

Legislative Task Force—This task force reviews legislation pending in the State Legislature. This task force has been dismantled, until the next legislative session.

Military Task Force—The goal is to maintain close relations with the F.E. Warren AFB, the Wyoming Army and Air National Guard, and the Naval Reserves, to hold joint activities with these military organizations and to support base, guard, and reserve activities.

Staffing Levels/Responsibilities - The Chamber has five full time employees; two are management level and three clerical. A high school student will be hired to help over the summer months. The Executive Vice President is hired by the Board of Directors. Other staff members are hired and supervised by the Executive Vice President.

The Executive Vice President is the chief executive and administrative officer of the organization. Duties include:

1. Preparation of Work Program - The EVP is responsible for identification of Chamber and community needs and for the preparation of a work program designed to meet these needs. This involves a constant evaluation of the program, with recommendations for change as needed, and a system of measuring progress toward attainment of program and community goals.
2. Chamber Structure and Procedures - The EVP must be constantly attentive to the internal structure of the Chamber, to ensure that the organization is effectively geared to function with maximum efficiency in the anticipation, identification and solution of Chamber-community problems.
3. Motivation of Volunteers - The Executive Vice President motivates and inspires volunteers to be creative and responsible in action.
4. Income and Expenses - Working with the Budget Committee, the EVP is responsible for planning the Chamber budget, relating budget to program goals. As approved by the Board, the EVP is responsible for all expenditures within the framework of the budget. He/she is responsible for the preparation of a monthly financial statement of income and expenses and quarterly statements or expenses by department.
5. Membership - Through the Membership Committee, supported by the Administrative Division, the EVP is responsible for maintaining the membership at a level which will ensure necessary income for the operation of the program. He/she is further responsible for an organized new member

contact program, for an ongoing existing member contact program, and for a delinquent member contact program prior to discontinuation of membership.

6. Staff - The Executive Vice President is responsible for the employment of all staff personnel, the assignment of all staff personnel, the assignment of their duties, the supervision of their work and the establishment, within the framework of the approved budget, and of the terms of their employment. He/she will develop and conduct continuing on-the-job training programs and will ensure participation in professional conferences, seminars and institutes as are needed to develop and maintain operations at an efficient level.

7. Interpretation of Policy - The Executive Vice President will ensure that Chamber policy, as established by the Board, is properly recorded in minutes and indexed in the Policy Manual. He/she will assist the president in preparation of statements of Chamber position on public issues.

8. Headquarters - As approved by the Board of Directors, the Executive Vice President is responsible for the location, design and maintenance of headquarters which will provide for an efficient operation.

9. Long-range Planning - Under a constantly evolving Board of Directors and annual change in officers, he/she is responsible for maintaining continuity and consistency in programming.

#### 10. Most Important Contacts

- a. In relation to the Board of Directors - The EVP is responsible for preparation of agendas, maintenance of Board minutes and records, carrying out the plans and programs of the Board in accordance with established policies, serving as a representative of the Board for all contact with the Chamber staff, initiating programs for consideration by the Board, and advising the Board on all matters under consideration.
- b. With relation to Chamber members - The EVP must motivate members to support - personally and financially - an aggressive Chamber program. He/she must analyze and interpret the needs of members and recommend revisions in the program of work accordingly so as to provide improved service and assistance that will make membership more valuable. The EVP will solicit suggestions, proposals and requests from the members and translate them into action consistent with the fundamental objectives and policies of the Chamber.
- c. In relation to the community - The EVP is called on frequently to relate the Chamber to all other groups in its contributions to improvement of the commercial, industrial and civic life of the community. The EVP represents the Chamber in meetings of local, state and national organizations.

The Public Relations Director is a management position and duties include:

1. To assist in the development of a tourism and convention promotional program for the Greater Cheyenne Chamber of Commerce. Towards this end, the P.R. Director will work through those Task Force/Committees assigned this task by the Board of Directors. The program will include; out-of-town

convention bidding, promotional material, trade shows, NTA Convention, in-house tourism and convention servicing material. The P.R. Director must also keep a count of the brochures that are printed and produced by the Chamber and make recommendations on the reprinting of such brochures. The P.R. Director will work with the Cheyenne Frontier Days Executive Director concerning the National Tour Association Meeting.

2. Develop and supervise all public relation and publicity programs aimed principally at gaining optimum membership support and public acceptance of the Chamber's "Plan of Action". The P.R. Director will work with task force/committees assigned the task of developing a P.R. plan. It is suggested that the P.R. Director review the Board and Executive Board Minutes to ensure that Board action is reported to the membership through news releases and through the Item. Any specific or special meeting that is held, the P.R. Director should develop a P.R. plan that would give it maximum exposure within the community.

3. To coordinate and supervise the writing and printing of all publications for the GOCC. This includes, but is not limited to, the "Item" (monthly newsletter), the plan of action, the annual report, the membership directory and buyer's guide, all pamphlets and brochures, and the policy manual.

4. The P.R. Director will assist the EVP in the administrative functions as directed by the EVP. In the absence of the EVP the P.R. Director will supervise the staff.

5. To perform other tasks as assigned by the EVP.

There will be times when the P.R. Director will be asked to work on special projects and to assist with special task forces.

Meeting Schedule—The GOCC Board of Directors meeting is held on the third Monday of each month. The five councils have monthly meetings.

FINANCIAL CHARACTERISTICS

Greater Cheyenne Chamber of Commerce

Revenues

Sources	1984 actual	1985 actual	1986 current	%
Membership Investment	\$134,617	\$149,059	\$152,000	75.8
Prior Yr. Receivables	0	0	500	0.2
Interest/Savings	17,665	14,803	12,000	5.9
New Members	0	0	26,000	12.9
Miscellaneous	0	0	10,000	4.9
Projects	34,130	38,800	0	
Reserves	0	7,051	0	
Total	\$186,412	\$209,713	\$200,500	

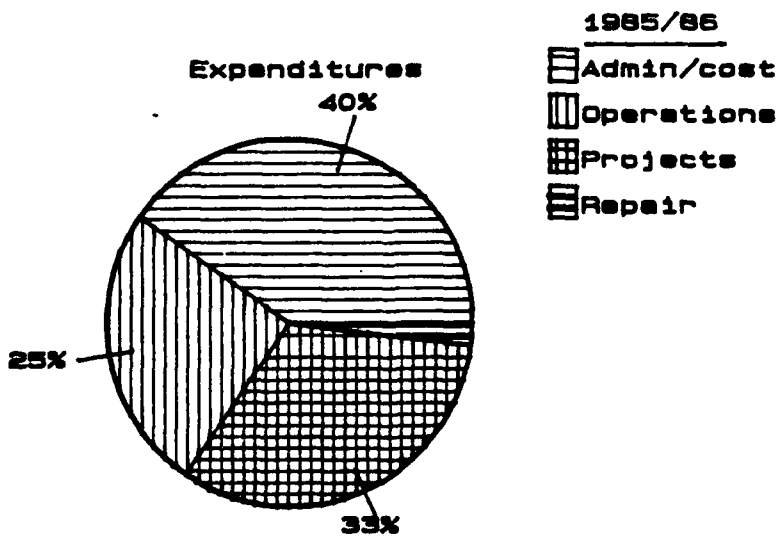
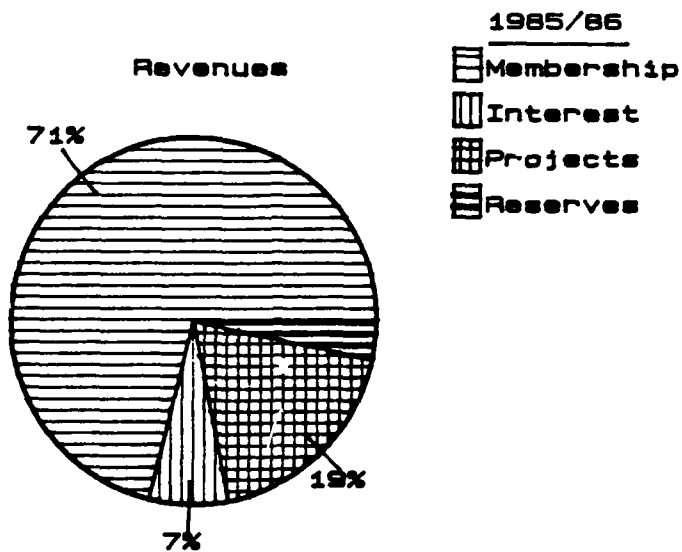
Expenditures

Description	1984 actual	1985 actual	1986 current	%
Administration	\$74,965	\$84,330	\$103,360	51.6
Operations	47,783	52,869	59,762	29.8
Projects	58,211	68,467	23,478	11.7
Capitol Fund Replacement	4,453	0	0	
Contingency Fund	0	0	13,900	6.9
Flood Repair	0	4,047	0	
Total	\$186,412	\$209,713	\$200,500	

Fiscal Year January 1 - December 31

Source: Annual Reports of the Greater Cheyenne Chamber of Commerce.

GREATER CHEYENNE CHAMBER OF COMMERCE



Source: Annual Reports of the Greater Cheyenne Chamber of Commerce.

## PROGRAMS AND POLICIES:

Economic Development Programs/Activities-The Chamber's economic development efforts include funding of IDAC-LC. The last few years IDAC has received \$10,000 from the Chamber. Many of the task forces are involved in economic development activities. Some of the specific programs include:

FAM Tour/Education Program - The purpose of this program is to develop an educational program for all employees explaining the importance of having a positive attitude when dealing with the public customer.

Industrial Business Survey - The council with IDAC-LC plan to survey existing businesses in the community to see how they can be assisted by the Chamber and IDAC-LC.

Airport Board's Air Market Service Study Committee - The President and the Executive Vice President are representatives on this committee which will hire a consultant to research the market potential for East/West routes out of Cheyenne.

Cheyenne Film Commission - is undertaking the organization of setting up a film commission in Cheyenne.

Cheyenne Information Program - A speaker's bureau and will be formed to deal with the publicizing of the Chamber's current activities. This group would be available to speak to employee's associations or the employees of individual businesses. This program is a function of the Chamber board.

## PUBLICATIONS:

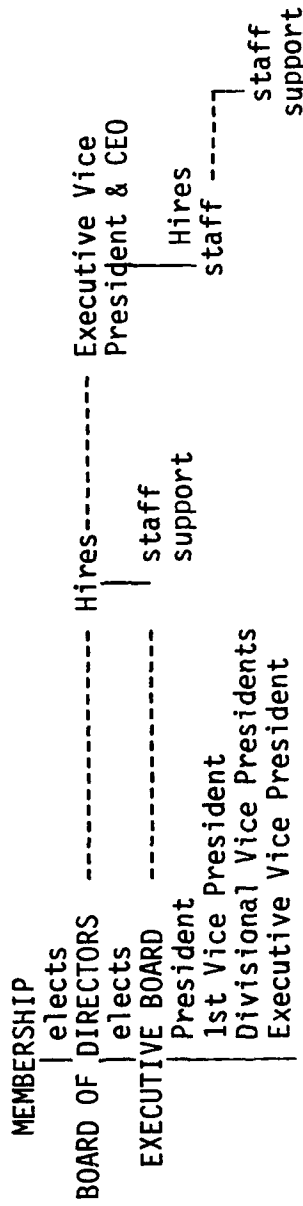
- monthly newsletter - "Cheyenne Item"
- city profile
- Cheyenne 4-color brochure
- Cheyenne Action brochure
- Southeast Wyoming attractions brochure
- convention facilities/services packet
- dining and accommodations guide
- clubs and organizations list
- special events/community calendar
- membership directory and buyer's guide
- annual report
- going into business packet
- moving packet

## INTERACTION WITH OTHER GROUPS:

The Chamber works closely with IDAC on prospective businesses. The Chamber works with the DDA and the CDA on special events for the downtown area.

GREATER CHEYENNE CHAMBER OF COMMERCE

ORGANIZATIONAL CHART



COUNCIL TASK FORCE SYSTEM

Internal  
 Development  
 Council  
 1st Vice President  
 Task Forces  
 Cheyenne Frontier Days  
 Cheyenne Frontier Days Planning  
 Leadership Cheyenne

Economic  
 Development  
 Council  
 Divisional Vice  
 President  
 Task Forces  
 Business Government-  
 Relations  
 Citizens Advisory-  
 Committee/Transportation  
 Agricultural  
 Economic Affairs

Business  
 Improvement  
 Council  
 Divisional Vice  
 President  
 Task Forces  
 Cheyenne Visitor-  
 Convention  
 Sports  
 South Cheyenne-  
 Improvement  
 Retail Trade

Public Affairs  
 Council  
 Divisional Vice  
 President  
 Task Forces  
 Government Affairs  
 Legislative  
 Military

External Affairs  
 Council  
 Divisional Vice  
 President  
 Task Forces  
 Capitol Club  
 Public Relations  
 Red Carpet  
 Social Club

staff  
 support

## ECONOMIC DEVELOPMENT ORGANIZATION PROFILE

### CHEYENNE DOWNTOWN DEVELOPMENT AUTHORITY DDA (as of May 31, 1986)

#### YEAR ESTABLISHED:

Mid - 1984

#### STATEMENT OF PURPOSE/AUTHORITY:

The DDA is an entity to centralize organization and afford financial opportunity to provide maintenance, renovation and redevelopment of the central business district of Cheyenne. The general objectives of the DDA are to:

1. Identify economic trends and problems affecting downtown Cheyenne,
2. Improve downtown Cheyenne's economic health and appearance,
3. Generate project funds, and
4. Preserve the historical value of downtown Cheyenne.

DDA is a corporate body and capable of being a party to suits, proceedings, and contracts the same as municipalities in the State of Wyoming. It has the power to revitalize the City Center area. The DDA can issue tax increment financing or revenue bonds and own, sell, lease, or buy property. The DDA is charged with improving the design quality and economic health of downtown Cheyenne. In pursuit of this goal, the DDA successfully applied to the National Main Street Center to participate in the Urban Demonstration Program, a pilot program for cities over 50,000 population. The Cheyenne Main Street Project opened its doors at 112 East 17th Street on September 23, 1985.

#### ORGANIZATIONAL/OPERATIONAL CHARACTERISTICS:

The DDA Organizational Chart outlines the board, committee and staff structure.

Board Structure—The eleven board members are appointed by the Mayor with the consent of City Council. The Mayor and one City Council member serve on the board. The initial members have staggering lengths of term. After the terms of the initial members of the board have expired, the terms of all members will expire four (4) years from the expiration date of the terms of their predecessors. Members of the board serve without compensation.



The DDA board has all powers customarily vested in the board of directors of a corporation. They also orient new DDA board members and develop and recruit new leadership. The board exercises supervisory control over the activities of the director and the staff of the Authority. The board members (on an volunteer basis) serve as chairpersons or co-chairpersons on the Main Street committees. Board members serve as spokespersons and perform public relation activities for the DDA.

Committee Structure—DDA has four major committees or programs. The four programs are The Revolving Loan Program, finance, Trainfest '86, and The Main Street Program. The Main Street Program is the major program that the DDA is responsible for. The Main Street Program has four committees; design, economic restructuring, the Main Street Association, and Promotions Committee both previously CDA programs. While the size of the committees varies, they usually range from 10 to 15 persons. A board member serves as chairperson and solicits volunteers to participate on committees and specific programs. The length of term on committees is dependent upon interest and program completion.

Fund Raising/Finance Committee—The purpose of the Fund Raising/Finance committee is to develop, review and monitor the budget. The committee is also responsible for staff evaluation and raises. The current specific objectives of the committee are to:

1. Establish a property assessment district,
2. Organize one major fund raising event,
3. Budget monitoring and evaluation, and
4. Develop an accounting system.

The committee has recently hired an accountant to develop an accounting system for the DDA.

Design Committee—The purpose of the Design Committee is to create an attractive, coordinated and quality image of the district using the community's unique assets and heritage and incorporating all elements of the business district's appearance and function. The current specific objectives of the Design Committee are to:

1. Maintain the historic integrity of the downtown through the development of design guidelines, public education, examine existing building codes, and undertake a Mayor's Award for Downtown Design.
2. Improve the design quality through design incentives (financial and free assistance) and to create a sign ordinance.
3. Examine traffic patterns, parking conditions, and recent changes in pedestrian signalization and suggest modifications and implementation methods.
4. Develop a logo; coordinate window displays and act as a design resource for property owners.

The Design committee has six sub-committees including a steering committee, codes committee, parking/traffic committee, XJWC (Former Junior Women's Club) map project liaison committee, Trainfest '86 committee, and the

Mayor's Award for Downtown Design committee. The codes committee made recommendations to the Zoning Task Force on the sign standards. The parking/traffic committee is presently addressing the 16th/Capitol parking lot. The need for long and short term parking in downtown and a feasibility study on if 17th Street needs to be a two way street are being addressed. The XJWC committee assisted with a historic map project.

Economic Restructuring Committee—The purpose of the Economic Restructuring committee is to develop and maintain an economically stable commercial district by developing a market strategy for the business district that will result in an improved retail mix, a stronger tax base, increased investor confidence and a strong, stable role for the business district as a major component of the community's economic health. The current specific objectives of the Economic Restructuring committee are to:

1. Identify available space, terms of occupancy, and owners of downtown buildings through the review of the Coley/Forrest study and develop an assistance package for key vacancies to present to property owners.
2. Develop a marketing plan which would include the identification of the retail mix, a real estate fact sheet, financial information, and financial packaging.
3. Retain existing businesses through training seminars for both the merchants and landlords, the development of a support network, and a list of services currently available.
4. Promote residential development and residential amenities through market identification, a target package and developer recruitment.
5. Recruit new businesses through developer recruitment, recruitment package incentives, and target and solicit identified businesses.
6. Promote and expand tourism and recreation through the development of annual events to attract visitors, address needs for recreational vehicle parking, create a downtown information center, design a walking tour brochure, place docents and historical markers, begin horse drawn carriage tours, maintain/support the State Museum in Cheyenne, and design a community wide recreational service brochure.

Promotions Committee—The goal of the Promotion committee is to develop and maintain a unified image and quality promotions for the downtown. The current specific objectives of the Promotion committee are to:

1. Create a quality image through increasing consumer awareness, maintaining a public relations' program, and improving the visual characteristics of the downtown.
2. Initiate a joint venture marketing program through cooperation with City Lenders, Corporations, the CDA, and the DDA.
3. Promote events and make the downtown area a "Center of Action" through cultural and artistic means.

4. Promote the downtown services and retail by designing a brochure listing the available services and retail.

5. Develop one-two hour promotions (example - lunch music program).

Main Street Association-This committee was previously known as the Cheyenne Downtown Association. They recently reorganized to be more effective for its members and its support for the Main Street Project. The association will be divided into two divisions, Retail and Professionals/Property Owners. Committee structure is presently being evaluated.

The Human Resource Committee, one of the DDA's previous committees will be a Main Street Association subcommittee. The main purposes of this committee are to develop a volunteer person power pool and to solicit civic organizations for participation in upcoming events.

Staffing Levels/Responsibilities-The number of staff is two full time persons including the director of the Main Street Program. The project manager/director must initiate and coordinate a downtown/neighborhood business district revitalization program which utilizes historic preservation as an integral foundation for economic development. He/she is responsible for developing, conducting, implementing and documenting the local Urban Demonstration program. The project manager is the principal on-site staff person responsible for coordinating all project activities and staff locally, as well as representing the business district regionally and nationally as appropriate. Specific duties include:

1. Develop and conduct on-going public awareness and education programs designed to enhance appreciation of the district's architecture and other assets and to foster an understanding of the Urban Demonstration Program's goals and objectives through speaking engagements, radio and television appearances and newspaper interviews.

2. Develop an action plan for implementing a revitalization program focused on four areas: design, promotion, organization, and economic restructuring.

3. Assist individual tenants or property owners with physical improvement projects through personal consultation, or by directing staff, or by obtaining and supervising professional design consultants; assist in locating appropriate contractors and materials; provide advice on available financial mechanisms.

4. Assess the management capacity of major organizations affiliated with the business district and encourage improvement in their ability to undertake joint activities such as promotions, advertising, uniform store hours, special events, business recruiting, parking management, etc. Provide advice and information on successful business district management. Encourage a cooperative climate between local private interests and local public officials, with one of the goals being improvement of municipal services to the project area.

5. Advise the Chamber of Commerce and assist in the coordination of joint promotional events, such as seasonal festivals, sidewalk sales, etc., with a goal of improving the quality and excitement of events to

attract people to the district; work closely with local media to assure maximum coverage; encourage design excellence in all aspects of promotion in order to advance an image of a quality business district.

6. Work with appropriate public agencies at the local, state, and federal levels to obtain necessary funding for critical elements of the work program. These may include design assistance, promotional publications, building rehabilitation, parking and public improvements.

7. Utilize the Demonstration Program project format, develop and maintain data systems to track the process and progress of the project. These include, but are not limited to: economic data monitoring, individual building files, thorough photographic documentation of all physical changes and information on job creation and business retention.

8. Represent the business district at conferences and programs at the state level and national levels and before important constituencies. Speak effectively on the program's direction and findings, always mindful of the need to influence local, state, and national economic development policies, as they relate to similar districts.

9. Administer all aspects of operating the project office including: supervising staff and directing purchasing, recordkeeping, budget development and accounting, preparing all reports required by the National Trust, assisting in the preparation of reports to funding agencies and supervising volunteers or consultants.

The assistant manager/staff member is responsible for assisting the project manager in initiating and coordinating the downtown/neighborhood business district revitalization program. Specific duties include:

1. Data gathering and management, particularly building real estate and market data,
2. Design assistance and staff review,
3. Promotion activities, and
4. Other duties as assigned.

Meeting Schedule—The DDA board meeting is held on the first Tuesday of each month at 5:15 p.m. The Design committee meets on the second Tuesday of each month at 5:15 p.m. and other various times through out the month. The Promotion committee is a joint CDA/DDA committee which meets twice a month. The other committees do not have regularly scheduled meetings and meet as programs arise.

FINANCIAL CHARACTERISTICS

Cheyenne Downtown Development Authority

Revenues

Source of Funds	1984/85 actual	1985/86 current	%	1986/87 proposed	%
Interest	\$ 206.37	\$ 1,200.00	0.8	\$ 1,200.00	1.1
City of Cheyenne	56,500.00	50,000.00	33.8	50,000.00	47.2
State of Wyoming	105.00	12,500.00	8.4	0.00	
Corporate Fund	0.00	17,666.68	12.0	30,000.00	28.3
CDA	0.00	9,200.00	6.2	9,200.00	8.7
Private/Fund Raising	2,129.99	0.00		5,000.00	4.7
Carry Over	0.00	52,207.55	35.3	5,474.23	5.3
National Main Street Center	0.00	5,000.00	3.5	5,000.00	4.7
Total	\$58,835.37	\$147,774.23		\$105,874.23	

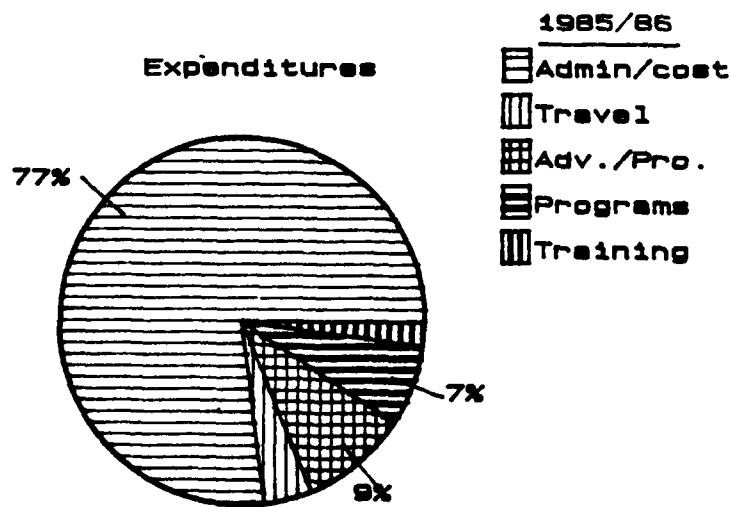
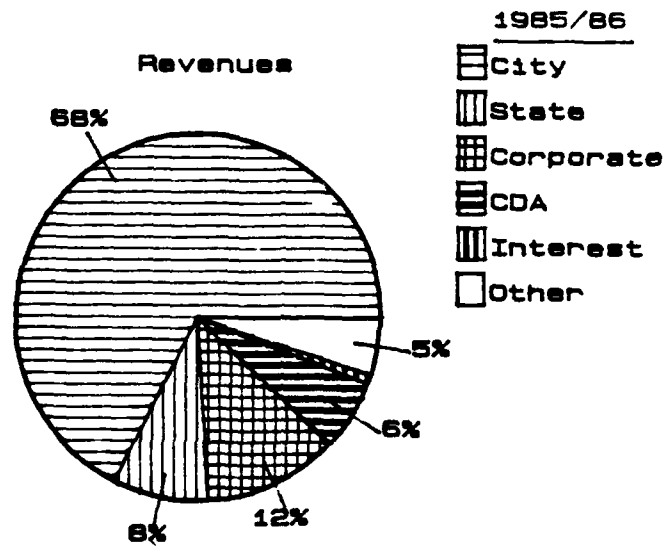
Expenditures

Description	1984/85 actual	1985/86 current	%	1986/87 proposed	%
Administrative	\$ 3,995.60	\$109,700.00	77.1	\$85,874.23	81.1
Travel	714.00	6,000.00	4.2	6,000.00	5.7
Advertising & Promotion	225.00	13,500.00	9.4	8,000.00	7.6
Programs	1,692.42	10,100.00	7.1	5,000.00	4.7
Training	0.00	3,000.00	2.2	1,000.00	0.9
Total	\$ 6,627.82	\$142,300.00		\$105,874.23	

Administrative also includes operating expenses and contract with National Main Street Center.

Source: DDA/Main Street Progress Report

CHEYENNE DOWNTOWN DEVELOPMENT AUTHORITY



## PROGRAMS AND POLICIES:

Economic Development Programs/Activities-The DDA administers a \$200,000 revolving loan fund which the City of Cheyenne received in 1983 through the State CDBG program. DDA took over the administration in 1985. These low interest loans are for rehabilitation of downtown properties. Funds are available for other economic development loans upon repayment. To date, all funds have been issued.

### Other Programs/Special Events-

The DDA sponsors several special events throughout the year. These include a celebration of Historic Preservation Week, a Fiddle Contest, Holiday Sales and public education programs. Two upcoming projects are noteworthy:

Trainfest '86-In July 1986 the DDA, the CDA, the Chamber of Commerce, and the Union Pacific will host a cocktail party in the UP President's Coach Car for \$25.00 per person. By a silent auction an elaborate dinner will be auctioned to individuals with a minimum bid of \$500 which will include tickets to other events associated with Frontier Days. The purposes of Trainfest '86 are to raise money, organize and get groups working together on a project, and to begin a new annual tourist event.

Capitol and 16th Parking Facility-This is a public works project which will convert a vacant lot to a paved parking facility. The construction began April 1, 1986 and will consist of asphalt paving and building landscape items (planters). It is due to be completed by July 1, 1986. The DDA staff has provided free hours of design assistance to the City. The XJWC club is selling bricks to help sponsor a brick sidewalk at the facility. Individuals can adopt a brick for \$25.00 and have their name appear on a plaque.

Public Education Programs-Staff of the DDA present slide shows to area 4th graders who are enrolled in Wyoming History class. The purpose of this program is to acquaint/reacquaint the school children with the downtown, inform them of architecture terms and verbage, and use types of architectural building examples to describe Wyoming's history. Staff also has made presentations to various community organization and clubs in Cheyenne.

## PUBLICATIONS:

DDA will provide an annual report. Other publications that are in draft form and will soon be available for public distribution are the Design Guidelines and the National Main Street Resource Team's report. DDA is presently working on a brochure which would outline the steps of the development process. The purpose of this brochure is to inform and help persons who are renovating or making changes to their buildings by indicating the places where they have to go to initiate their projects.

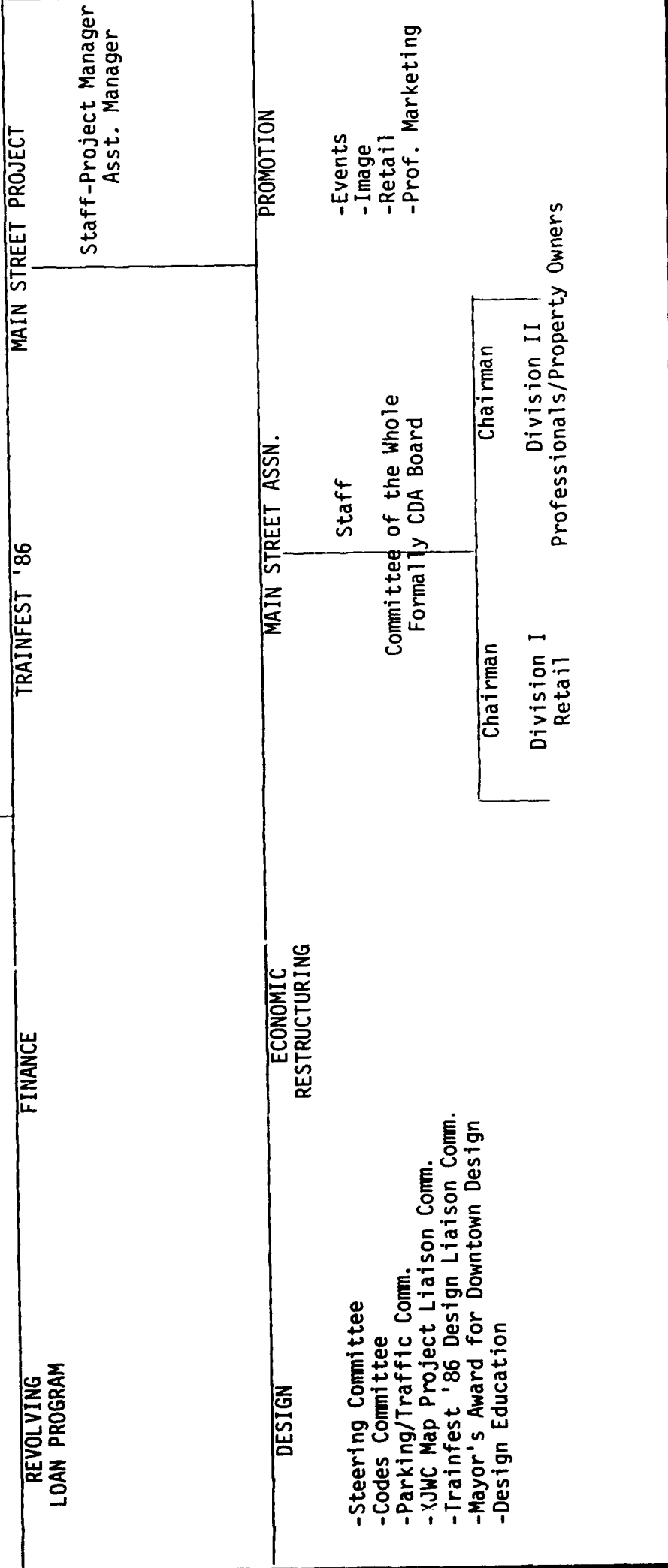
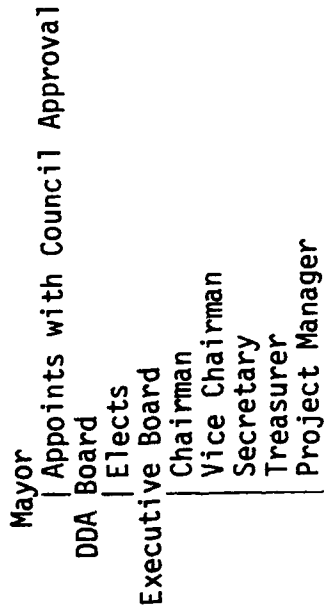
INTERACTION WITH OTHER GROUPS:

The DDA works very closely with the CDA on many projects and activities. The assistant project manager chairs the promotion committee, previously a CDA committee. The DDA is a member of the Chamber of Commerce and the Main Street Director sits on many of the committees of the Chamber. The Main Street Project Director also sits on an IDAC committee which is now preparing a marketing package for the city.



CHEYENNE DOWNTOWN DEVELOPMENT AUTHORITY

ORGANIZATIONAL CHART



ECONOMIC DEVELOPMENT ORGANIZATION PROFILE

CHEYENNE DOWNTOWN ASSOCIATION  
CDA  
(as of May 31, 1986)

YEAR ESTABLISHED:

1982

Reorganized June 1986 into the Main Street Association as a committee of the Downtown Development Authority.

STATEMENT OF PURPOSE/AUTHORITY:

The goal of the CDA is to promote and strengthen downtown and act as a watchdog and liaison with the city. The CDA was formed as a Merchant's Association to combine advertising efforts. The downtown area wanted to unite to compete against the Frontier Mall. Originally the CDA was a committee of the Chamber. The present thrust of the CDA is its association with the DDA for the purpose of revitalizing the downtown.

The CDA is a nonprofit organization.

ORGANIZATIONAL CHARACTERISTICS:

The Cheyenne Downtown Association is presently in the process of restructuring the association. It is now named the Main Street Association and is a committee of the Downtown Development Authority. The main thrust of the organization is to provide support to the Main Street project.

The CDA board is now referred to as the Committee of the Whole and has two divisions, Retail and Professionals/Property Owners. This restructuring will be designed to more effectively serve the needs of the members of the association. The Main Street Association is evaluating the committee structure needed to serve its members and support the Downtown Development Authority.

The Human Resources Committee, previously a DDA committee is one committee the association will take over from the DDA. The purpose of the Human Resource is to solicit and coordinate volunteer efforts to implement the objectives determined by the board and any of its committees. The current specific objectives of the committee are to:

- 1) Develop a volunteer person power pool, and

2) Solicit civic organizations for participating in upcoming events. The Main Street Association's Organizational Chart is depicted on the Downtown Development Authority's chart.

Membership-The CDA is open to the public. There presently are 95 dues paying members. The makeup of the CDA includes downtown merchants, professional persons, and property owners.

The dues are structured into categories by type of business and gross amount earned per year. There are nine categories.

1. Retail Sales/Restaurants/Bars-based on annual gross income
  - \$50,000 or under - \$120
  - \$50,000 - \$100,000 - \$320
  - \$100,000 - \$500,000 - \$480
  - \$500,000 and above - \$600
2. Other Major Firms-includes real estate, motels, hotels, travel, insurance, finance and contractors - \$360 per year
3. Professionals-includes physicians, accountants etc. - \$120 per practitioner.
4. Banks/Savings and Loans-a minimum of \$600 or \$10 per every \$1,000,000 of deposits which ever is greater.
5. Media - \$300 per year
6. Utilities - \$600 per year
7. Property Owner - if not in any previous category - \$240 per year
8. Associate Patron - Open to the general public who are not business persons in the downtown, but are dedicated to its purposes - \$100
9. Miscellaneous - any active business - \$120

Board Structure-The number of Board members is not regulated within the CDA. Presently the CDA has 14 board members. The board members are elected by the membership and serve three year terms. The board is on a three year staggered appointment. Members serve without compensation.

The board responsibility is to serve mainly as a legislative function by voting in policies, representing the downtown (lobbying), and appropriating funds in the most beneficial matter. Board members are expected to serve as chairpersons for a CDA committee. The Executive Board supervises the activities of the executive director.

Committee Structure-The CDA had five committees. Non-members could serve on committees, but no one has participated in that capacity. The length of term on committees was dependent upon interest and the numbers of persons on committees varied from four to 20 people. The following list of committees was the committee structure before the recent reorganization.

Executive Committee-This five person committee consists of the executive director and the officers. The purpose of this committee is to study and enforce policies and deal with administrative concerns.

Budget Committee-This four person committee determines and reviews the operating costs of the association.

Promotion Committee-This committee organizes special event programs for the downtown. Ten persons are on this committee. This committee is now a committee of the DDA.

Membership Committee-This group is responsible for raising funds for the CDA. This committee has twenty people. The fund raising drive is organized into blocks and each block has a block captain.

Design Committee-The CDA design committee is responsible for the decorating the downtown during the Christmas Holidays.

Staffing Levels/Responsibilities-CDA has one part-time staff person, the Executive Director (presently vacant). Responsibilities of this position include:

1. Visiting two businesses a day for a daily membership drive contact.
2. General Executive Director duties, including secretarial, and bookkeeping responsibilities.
3. Reports progress of activities to the board of directors.
4. Works closely with the DDA on special events.
5. Mailing of minutes and billing statements to membership firms.

Meeting Schedule-The CDA board and executive committee meet once a month. The promotion committee meets twice a month. The budget and design committees meet when appropriate to complete projects.

FINANCIAL CHARACTERISTICS:

CHEYENNE DOWNTOWN ASSOCIATION

Revenues

The CDA obtains funds through a private fund drive for memberships. They do not receive assistance from the County, the City or from any government funding source. They do receive in-kind contributions from the media. The CDA works with the media groups on a 2 to 1 program for advertising. In the past the membership committee's goal for raising funds has been close to \$25,000. The CDA also has an auction in the spring to raise funds.

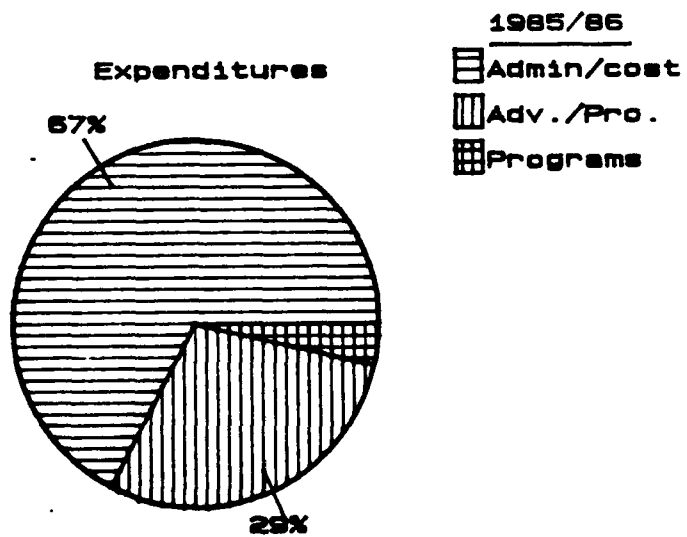
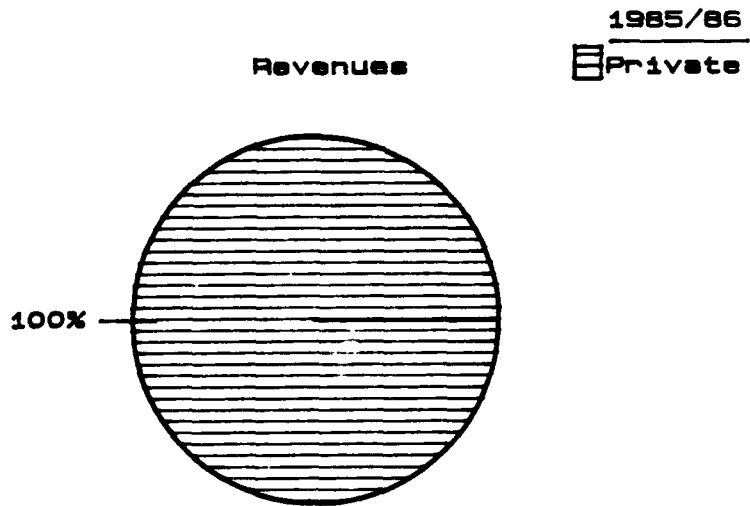
Expenditures

Description	1984/85 actual	1985/86 current
Administrative	\$ 13,929.22	\$ 18,500.00
Promotions	7,023.20	8,000.00
Gunslingers	0.00	1,000.00
Total	\$ 20,952.42	\$ 27,500.00

Promotions-\$8,000 These funds are used to promote special events and sales events that are organized with the DDA. The majority of the funds are used in advertising.

Source: CDA

CHEYENNE DOWNTOWN ASSOCIATION



## PROGRAMS AND POLICIES

Auction-For three years the CDA has sponsored an auction in the Spring to raise funds for the CDA. The promotion committee is responsible for organizing and running the auction.

Armed Forces Day-This is a first time event for the CDA. On Armed Forces Day in 1986, CDA sponsors events downtown to celebrate the Historic nature of this day. The events are children oriented and include a static display of military guns, a flag release, a balloon release, and a most patriotic speech reading contest. Depending upon the success of these events it may be held next year.

Retail Events/Sidewalk Sales-The CDA promotes a yearly event called "Crazy Days". Holiday sales events are also sponsored including a tree lighting ceremony and cookie sale for children.

Other activities included:

State Employees Recognition Week-Where state employees are given discounts for various items downtown and they can register for donated prizes.

Farmer's Market-The CDA provides advertising support for the Farmer's Market that is held in the City Center parking lot downtown.

Fiddler's Contest-This is a first year event. The CDA is working with other organizations in the promotion. They expect to draw approximately 2,000 to this event.

## PUBLICATIONS:

Community Calendar-The CDA publishes a bimonthly calendar of events in the downtown area. This summer in June and July the calendar will be published biweekly and December will have its own month. They adapt the calendars to the seasons of the year.

## INTERACTION WITH OTHER GROUPS:

The CDA works closely with the DDA, the Chamber, the Gunslingers and the City in promoting special events for the downtown.

ECONOMIC DEVELOPMENT ORGANIZATION PROFILE

LARAMIE COUNTY COMMUNITY COLLEGE  
LCCC  
(as of May 31, 1986)

YEAR ESTABLISHED:

1968

ORGANIZATIONAL/OPERATIONAL CHARACTERISTICS:

Staffing Levels/Responsibilities-The College has two staff people working on economic development projects. The Assistant to the President is working on the Incubator Program and an Instructor at the College works with the CEBA model through MX Peacekeeper Funds. The Assistant to the President also organizes the free Job Training programs.

PROGRAMS AND POLICIES:

LCCC economic development activities include job training services, development of a business incubator and administering the CEBA model.

Job Training Program-The College offers free training to new businesses. The college will design a program if given advanced information. Job Training Partnership Act (JTPA) funds are used to run the program. The College does not set aside money in its budget to fund this program.

The College has provided training for persons who want to renew and upgrade skills, ie. nurses. The College has recently taken over the Clerical training program from the Wyoming Job Service organization. These persons were originally involved in the Work Incentive Program or received federal aid. Approximately \$118,200 is given to the College for tuition, instructor fees, books and supplies. The College is not the prime contractor for JTPA funds. Anyone can apply to the Private Industry Council for JTPA funds. LCCC's contract for JTPA ends December 1986. An additional \$40,000 will be obtained for the training of unemployed youth.

Incubator Program-LCCC has applied to the Sears Foundation for a grant in the amount of \$8,000 to assist in the funding of an Incubator Program. The incubator program will be housed on the campus. The funds were applied for on May 15, 1986.



## Incubator Program Proposed Budget

Sources	Amount
Sears Foundation	\$ 8,000
College	4,000
City/County	1,000
IDAC	1,000
Total	\$14,000

Source: Incubator Application

There are two sources of College Funds. One source is from the Innovative Fund and one source is from the economic development budget within the college budget.

CEBA-As part of the Peacekeeper MX monitoring system the County Economic Base Analysis (CEBA) model was developed. CEBA forecasts the following:

- the relationship between basic and nonbasic activity,
- future levels of basic activity by sector,
- future levels of nonbasic activity by sector,
- future levels of population by sex and age,
- future levels of the local labor force, and
- unemployment and population migration.

This program is funded with 801 funds; it began in July of 1984. The Industrial Siting Administration administers these funds and have made three payments to LOCC.

1st payment	\$33,537.10
2nd payment	10,987.48
3rd payment	40,871.92

The contract price for the first year was \$42,772. The second year contract price is \$146,100. The funding increased because LOCC took over the monitoring project from the Air Force. The payments include salary, benefits, parts and supplies, office space, overhead, and charges for the computer.

### FINANCIAL CHARACTERISTICS:

The college budget for economic development is \$5,000. 1986 is the first year that the College set aside funds in an Economic Development program. \$2,000 is being applied to the Incubator Program. The budget did not designate what projects the remaining \$3,000 is for. JTPA funds and MX funds are also used for economic development.

ECONOMIC DEVELOPMENT ORGANIZATION PROFILE  
ECONOMIC DEVELOPMENT AND STABILIZATION BOARD  
(as of May 31, 1986)

YEAR ESTABLISHED:

1969 - Formerly Department of Economic Planning and Development (1969)

STATEMENT OF PURPOSE/AUTHORITY:

The purpose of the Economic Development and Stabilization Board is to enhance opportunities for economic development by 1) instituting programs to attract new industries, 2) providing the infrastructure necessary to attract development and 3) expanding and preserving existing industries. In addition, the Board is to provide technical assistance to local governments and to prepare a state economic development and stabilization plan.

Department Goals and Objectives

The Board, by legislative mandate, has established the following goals and objectives:

- a) prepare and update plans for economic development and stabilization within the state;
- b) establish state objectives for economic development and stabilization, including goals for state agencies to facilitate achieving the objectives and recommend legislation, regulations, policies and programs designed to achieve economic development;
- c) institute programs to attract new industry and to expand and preserve existing industry in the state consistent with established plans and objectives;
- d) consider plans and if necessary, draft legislation to reduce the adverse effects of monopoly railroad power on the coal and trona industries;
- e) identify and report the important secondary effects on economic development of legislation, regulations, policies and programs which may have other primary purposes;
- f) plan and direct the implementation of plans for enlarging and improving trade with other states and foreign countries and expanding and developing markets for Wyoming products;
- g) cooperate with the Wyoming Community Development Authority which may, with the approval of the Economic Development and Stabilization Board:

- 1) provide economic assistance through loans and loan incentives;
  - 2) contact businesses to encourage location or expansion of their facilities in the state;
  - 3) work with state agencies, municipalities and private organizations to assist them in encouraging economic development; and,
  - 4) provide economic assistance to any project which would not result in an unfair competitive disadvantage for existing businesses in the municipality, county and state.
- h) to the extent possible, the Board shall avoid all duplication of effort by utilizing the data, projections and studies produced by private, local and other state entities;
  - i) provide technical and general assistance to businesses applying for permits under W.S. 35-11-101 through 35-11-1104. The assistance is limited to applicants which are not subject to W.S. 35-12-101 through 35-12-121;
  - j) to provide professional engineering advice and counsel to the state departments and officials relative to the state's water development and loan programs;
  - k) to conduct studies and carry on any type of activity in connection with investigation, financing and construction of projects relating to the conservation, storage, distribution and use of water;
  - l) to make studies of all mineral resources, mines and mining, the exploration, development, conservation and production of oil and gas and other minerals and assist in the present and future development of these minerals;
  - m) to evaluate Farm Loan Board grant applications for Coal Tax or Mineral Royalty grants to make recommendations;
  - n) to administer the HUD Community Development Block Grant Program for the maximum benefit of the state, cities, towns and counties, and to consult with the local citizens and elected officials when setting guidelines for the Program;
  - o) to maintain a series of reports on planning and zoning information to assist local governments in their land use decisions;
  - p) to supervise the implementation of the Main Street Program;
  - q) to provide information with regard to housing supply and demand, the fiscal impact of development on local governments and provide tools for local officials to manage their growth development.

**ORGANIZATIONAL/OPERATIONAL CHARACTERISTICS:**

The State Director, with the approval of the Board and the Governor, directs the functions of the Economic Development and Stabilization Board (EDSB). The State Director and administrators of the Divisions of Water Development, Economic Development and Mineral Development receive and use consultation of the councils and the Board in development and implementation of policies and programs.

The Forty-Seventh Legislature rolled all division budgets into the administrative program so that the former Department of Economic Planning and Development (DEPAD) could increase its efforts in the fields of marketing analysis and economic development as well as continuing water resource development. The Budget Office has continued this precedent with the new Economic Development and Stabilization Board.

The Office of the State Director maintains a support staff of eight for the three statutory divisions of the Board. The support staff consists of an administrative assistant, principal librarian, one fiscal position and five secretarial positions. The centralization of the fiscal, research and secretarial services has proven to be efficient and productive.

The Economic Development Division consists of seven employees whose function is to carry out the policies of economic planning and development established by the Board. In addition to economic development programs the Division is also responsible for community development programs throughout the state.

#### PROGRAMS AND POLICIES:

##### Economic Development Programs

Under the umbrella of economic development are three distinct and complimentary programs.

- Community Economic Development
- Business Assitance
- Industrial Development

Each program shares some of its own autonomy while also managing to establish a liaison among the state and local public and private economic sectors. A future effort will be made to better explore the potential markets available internationally. Cooperation with Wyoming's International Business Director will increase to assure Wyoming's place in the international marketplace.

##### Community Economic Development

The Community Economic Development Assistance Program is helping communities throughout the state to develop more competitive programs and tools to appreciate, attract, retain and build industry. This program is designed to supplement and complement the efforts of local organizations by providing professional economic planning and development consultation to communities.

Specific objectives are to:

Assist residents of a community in improving their quality of life by encouraging economic planning and development that contributes to future growth.

Initiate a cooperative approach to economic development within a region by encouraging municipalities and businesses to work together to achieve common goals.

Assist communities in attracting industry or expanding present facilities as well as provide site location analysis to new business prospects.

Provide information and counseling on government programs designed to assist business, industry and community development.

Encourage open communication between communities, business, industry and government as a means to identify opportunities for economic growth throughout Wyoming.

These objectives are carried out by on-site technical assistance and personal contact in order to sell the basics of economic development. Here the fundamental truths and the more prevalent misconceptions concerning industrial development must be explained personally by the use of interviews, discussions, meetings and workshops.

This is accomplished by the deployment of a Community Economic Development Specialist responsible for covering Wyoming and becoming familiar with the leadership, the natural resources, the infrastructure, the challenges, the assets, and the liabilities—so that new combinations can be put together to stimulate economic growth. The responsibility of this position is to help Wyoming communities establish a solid base through understanding economic development in relation to their region, and compatible to the State plan.

#### Business Assistance

The business assistance program is targeted towards technical assistance for Wyoming companies in need of financial help. The packaging of loans for small to medium-sized businesses, utilizing federal, state and private sources of funds is one method used to increase productivity and creating or retaining permanent jobs in Wyoming.

Acting as state financial broker, a matching of the financial needs of the business with the various state and federal loan and guarantee programs is utilized. Such groups as, Small Business Administration, Farmers Home Administration, State Treasurer's Small Business Assistance Act, leverage buy-out plans, employee share ownership plans, leasing companies, venture capital, pension fund investments and institutional investors are utilized to perform this task.

Through involving the local and regional areas, assistance is provided in expanding the understanding and financial support from the private sector and government officials in: 1) the importance of small businesses in creating jobs; 2) business retention strategies; and, 3) the importance of, and difficulty in acquiring, long-term financing.

#### Industrial Development

Advertising and marketing the State of Wyoming at a cost-efficient business location is conducted on a periodic basis in business publications and industry trade journals. Promoting the positive business image of the state is accomplished through display ads as well as personal contacts, direct marketing, trade shows and business receptions at conferences and seminars.

Brochures depicting the favorable business climate of Wyoming will be distributed throughout the State at travel centers, motels, restaurants, chambers, etc., to hopefully capture the interest of the vacationing out-of-state entrepreneur. A more technical brochure will also be available describing the services that the office can provide to prospective businessmen.

When interested inquiries are made directly to the office, information is gathered on, and personal attention given, in disseminating data on site locations, building requirements, state regulations, taxes, energy costs and availability, transportation rates and services, training, community data, financing, education, labor, recreation and manufactured and mining products of Wyoming. All inquiries are responded to, researched and follow-up is on a continual basis.

#### Community Development Block Grant Program (CDBG)

The major program administered by the community development section is the Community Development Block Grant Program (CDBG). It was formerly administered by the Department of Housing and Urban Development (HUD), and has been handled by the state since 1982. The CDBG program provides about three million dollars a year for Wyoming communities. Currently, the future outlook for the office's CDBG funds (Revenue Code 72509) is good. In general, there has not been any discussion of the discontinuation of the program at the federal level.

The Community Development Block Grant program is divided into two parts, each utilizing about one-half of the state's allocation of funds. The Community Development, or "regular" program is to provide grants to communities for public service projects such as housing rehabilitation, sheltered workshops and safe houses. Due to the limited amount of available funds and the popularity of the program, the awarding of grants is done annually through a competitive ranking system. Out of the average 25-30 applications, only 6-8 are funded. The Governor makes the final decision as to which communities receive grants. Application acceptance usually begins each January and award notifications are presented in May.

Only counties and incorporated cities and towns may apply. However, local governments may apply on behalf of other units of government or special interest groups. Only one application per year is allowed per local government.

The Economic Development Program provides grants to communities who, in turn, loan the money to businesses for expansion or start-up as part of a total loan package. The community keeps the principal and interest payments to establish a revolving loan fund at the local level for future economic development projects. Projects that have been funded vary from manufacturers of sporting goods, furniture, and electronics to bowling alleys and a car dealership.

The Economic Development portion of the CDBG program is an open process, with applications being accepted at any time. This program is complicated by the fact that in addition to the usual federal rules and regulations, a complete financial review of the businesses who seek the loans is required.

The Community Development Program is the responsibility of the community development section manager and two staff persons. The economic development program is handled by the community development section manager, the finance specialist from the economic development section and the department's administrative assistant. The financial specialist and the administrative assistant are involved primarily in business credit analysis.

### Main Street

The Main Street program is designed to revitalize the downtowns of small communities. It was funded by the 1985 legislature in the amount of \$86,500. The concept of the program is to provide in depth training and technical assistance to local business people, and local officials in the area of organization, design, promotion and economic restructuring. Only five communities are selected to participate in the program, which lasts 15 months. The source of the technical assistance is the National Main Street Center, a nonprofit corporation that administers the program on a national level. The five communities that were selected to participate include; Casper, Sheridan, Cody, Rawlins and Laramie.

### Fiscal Impact Analysis

The Wyoming Fiscal Advisor is a user friendly computerized program available to all Wyoming cities and towns. The model allows an examination of the fiscal impacts of various types of residential, commercial, industrial and institutional developments upon the budgets of cities, counties and school districts. The model is flexible and can look at single-purpose development projects as well as mixed use projects.

The model is intended for use by local government planners and administrators. It should be viewed as a tool that can be used to evaluate the future fiscal status of a given local government.

The Economic Development Division staff will calibrate any interested city or town to the model, along with the accompanying User's Manual and documentation. On-site orientation and training is also available upon request.

### Wyoming Housing Monitoring System

The Wyoming Housing Monitoring System (WHMS) is a state-wide reference document published annually that provides detailed housing statistics by county in three basic areas: 1) Housing Stock; 2) Housing Demand; and 3) Housing Costs.

The WHMS serves as the primary source for housing data for the state and has become a valuable tool to both the private and public sectors. The document has been used to assist in 1) the writing of grants; 2) economic development projects; 3) local planning activities; 4) the review of federal assistance programs; 5) establishing housing demand and growth projections; 6) environmental assistance and impact analysis programs and as an overall source for housing information and statistics.

Although the Economic Development Division does not directly provide housing units through any form of state funded program; it is one of the primary state agencies for housing information. Activities include providing A-95 reviews for federally funded housing projects, responding to complaints by renters, landlords or adjacent homeowners, providing data on construction costs, rents, housing availability, subsidized housing, and building codes.

#### Local Bonded Indebtedness Report

This report contains basic information on local bonded indebtedness. It includes the valuation of taxing unit, amount of the bond issue, the date the bonds were originally issued, the interest rate, the maturity date and the amount outstanding. Other information includes population and tax rate of the local taxing unit.

This report contains information current at the end of the fiscal year and is published every two years, the most recent being for the fiscal year ending June 30, 1984.

#### Technical Assistance - Planning

Assistance is provided to cities, towns, and counties in a wide variety of areas relating to planning/zoning and subdivision regulation. Special emphasis is given to providing assistance in the preparation of local zoning proposals which provide for adequate and appropriate sites for industrial development, such as industrial park zoning. Assistance takes the form of:

- On-site visits and consultation,
- Phone consultation,
- Information disbursement,
- Written response to specific questions,
- Model codes and handbooks, and
- Referrals to other agencies.

A number of model codes and ordinances are available as well as other publications, and computer programs primarily designed for small Wyoming towns.

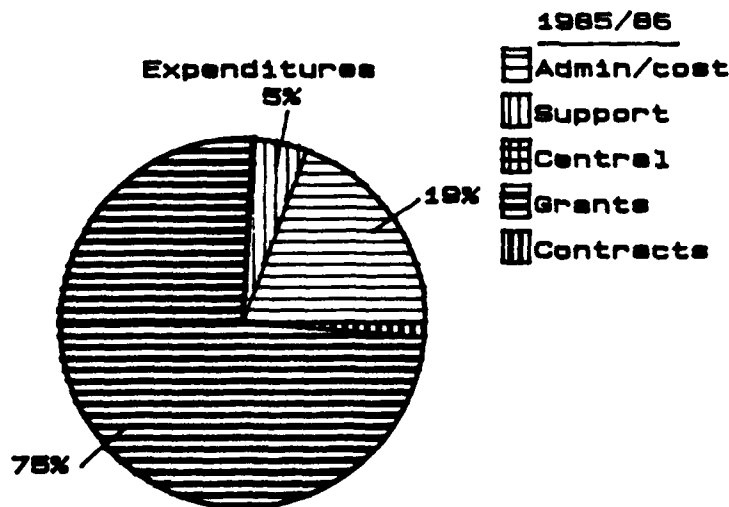


**FINANCIAL CHARACTERISTICS**

**Economic Development and Stabilization Board**

**Biennium Appropriations**

	1983/84 actual	1985/86 authorization	1987/88 approved	%
Administrative	1,482,155	1,645,413	1,707,462	20.8
Supportive Services	234,366	393,542	1,026,407	12.5
Central Services	24,080	19,012	9,600	0.1
Local Government Grants and Aid Payments	0	6,355,000	4,344,800	53.0
Contractual Services	52,629	104,879	1,112,514	13.6
<b>Total</b>	<b>\$1,575,903</b>	<b>\$8,517,846</b>	<b>\$8,200,783</b>	



WYOMING TRAVEL COMMISSION

ECONOMIC DEVELOPMENT ORGANIZATION PROFILE  
(as of May 31, 1986)

STATEMENT OF PURPOSE/AUTHORITY:

The Wyoming Travel Commission exists to maintain a healthy economic environment in which the state's travel industry, an annual \$738 million industry generating 20.6 thousand jobs, can grow and prosper in both the short and long term. The Wyoming Travel Commission has as its primary mission the creation and implementation of a program of advertising, promotion, publicity, public relations, education and coordination aimed at generating tourism and travel to Wyoming. The task of promoting the state's vacation/travel attractions on a national and international level has become a state responsibility, financed through a small portion of the sales taxes and excise taxes generated by tourist dollars spent in Wyoming.

Goals and Objectives-The goals set by the Travel Commission of the coming biennium are:

1. Increase travel-related income to the State of Wyoming.
2. Increase number of regional and national business meetings, conventions and incentive travel programs held in the State of Wyoming.
3. Increase number of inquiries for Wyoming travel information directed to the Travel Commission from consumers planning vacations.
4. Increase the length of stay for tourists visiting Wyoming.
5. Increase Fall, Winter and Spring travel.
6. Increase and maintain film and video production taking place in Wyoming and to proportionally increase the economic impact of that industry on Wyoming people, services and communities.

Those goals have further been defined and quantified through the following abbreviated objectives:

1. Establish a five to seven percent annual growth rate in travel-related spending within Wyoming.

2. Increase the amount of business-related travel taking place in Wyoming over a two-year period.
3. Increase the number of consumer vacation travel inquiries received by the Travel Commission by twenty-five percent over a two year period.
4. Increase the average amount of time tourists and business travelers spend in Wyoming by 1.5 days and the number of attractions, activities and events they visit or participate in by fifteen percent.
5. Increase Fall and Winter travel business by ten percent and Spring travel business by five percent.
6. Generate more interest in Wyoming as the location for film/video productions. Increase the usage of Wyoming services and business by production companies and generate temporary jobs for Wyoming workers, thereby increase the annual economic impact the state will realize from location filming activity.

ORGANIZATIONAL/OPERATIONAL CHARACTERISTICS:

(See attached chart).

PROGRAMS AND POLICIES:

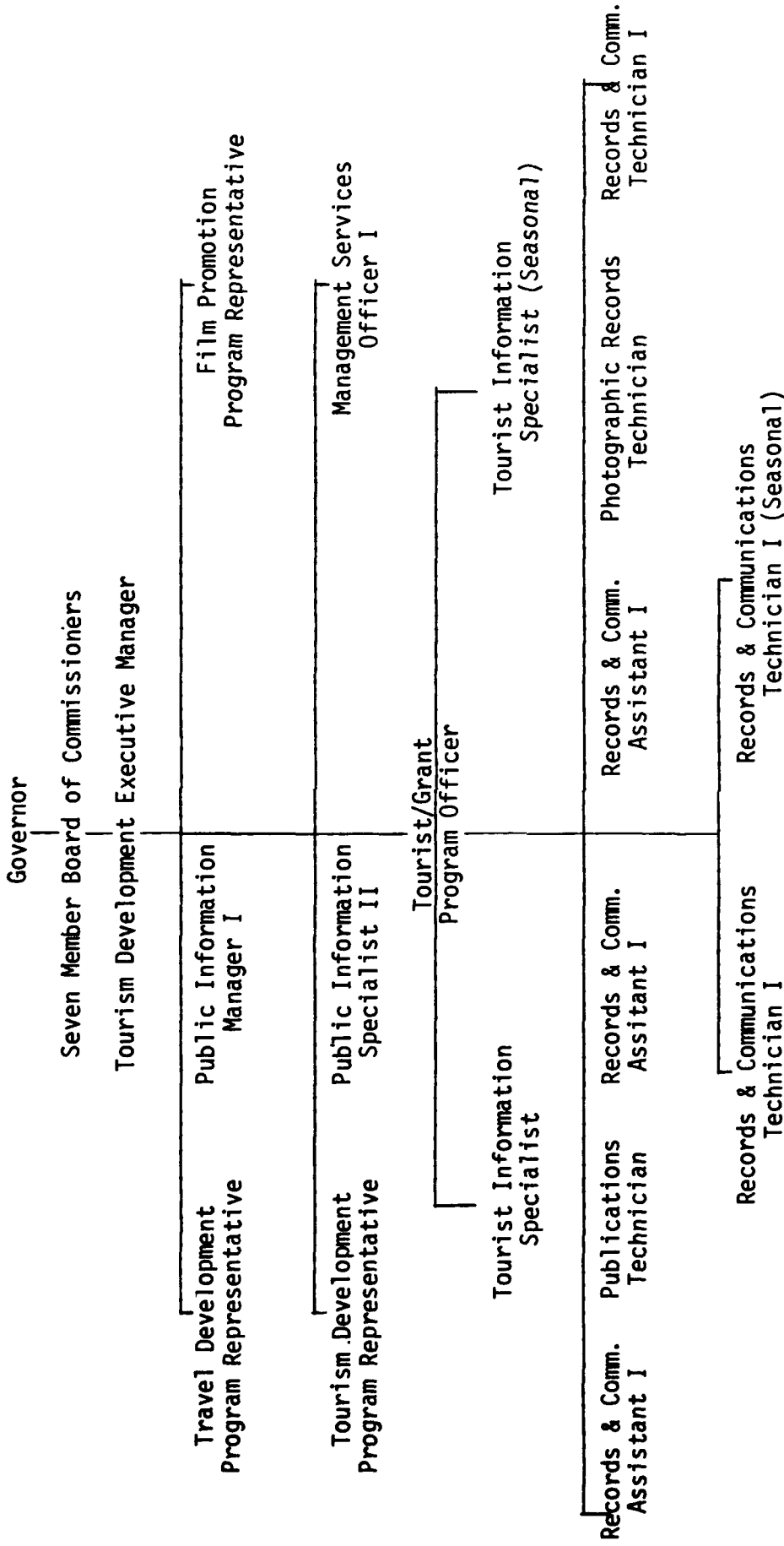
The Wyoming Travel Commission conducts a series of specific programs designed to accomplish its assigned mission within service categories. All programs are planned to relate to one or more of the services and all are used in combination to create a total, coordinated travel marketing program.

National Advertising—The Wyoming Travel Commission purchased advertisement space in selected regional editions of national magazines to attract new vacation business during the summer, fall and winter seasons. Specialized newspaper advertisements were occasionally used to take advantage of, or react to, more immediate changes in the national travel scene.

The Travel Commission also placed advertising in selected travel trade publications directed toward travel agents, tour brokers, and travel wholesalers on the national and international level. The Travel Commission spent \$486,564.00 on the three advertising campaigns. Some of the major publications where the Wyoming ads appeared were: SUNSET, SOUTHERN LIVING, GLAMOUR, TRAILER LIFE, TRAVEL & LEISURE, AMERICAN WEST, BETTER HOMES AND GARDENS, TRAVEL HOLIDAY, GOOD HOUSEKEEPING, TRAVELER, DISCOVERY, RIDER, AMERICANA, CALIFORNIA, TEXAS MONTHLY, SNOWMOBILE WEST, SNOW GOER, CROSS COUNTRY SKIER, FAMILY CIRCLE, and SKIING.

From July 1984 through June 1985, the Travel Commission received 237,470 mail inquiries. Recent University of Wyoming surveys indicate that 39.9 percent of the inquiries convert to actual tourist families each year and that these first-time Wyoming vacationers spent more than \$104 for every dollar the Travel Commission spends on advertising. The average party visiting Wyoming reports spending \$663 during their visit.

WYOMING TRAVEL COMMISSION  
ORGANIZATION CHART



17 Full-time Positions  
2 Part-time Positions

Promotion-Promotion efforts take on a wide range of activities. They are conducted on an "opportunity basis" whenever it is advantageous to introduce Wyoming's vacation possibilities or attractions directly to groups or individuals who are in a position to influence their clients or other potential visitors to Wyoming. Members of the Wyoming Travel Commission and staff continue to travel to a number of expositions around the country to "sell" Wyoming at selected consumer travel shows during the critical spring travel planning season. The Wyoming Travel Commission is also responsible for the many promotional items. These items include: the coveted gold bucking horse pins, bumper stickers, posters and a variety of "image" materials.

Familiarization tours through the state were conducted for travel writers/editors/photographers and for travel agents/brokers/wholesalers, both domestic and international, in order to give them a first-hand knowledge of the state. Highlights of the department's "fam" tours included: a cooperative tour with Montana for a group of tour wholesalers/operators from the National Tour Association (NTA), a post tour for a selected group of members of the American Bus Association following their national convention in Salt Lake City, pre-convention tour for foreign travel professionals attending the Foremost West International Marketweek in Reno, a group of travel professionals from Lufthansa German Airlines and two of radio journalists for the New Zealand National Radio Group.

Film/Video Services Division-The Office of Film/Video Services within the Travel Commission is promoting the state as a film location. The division staff met with production executives from a number of cities and attended the U-S Film & Video Festival in Park City, Utah; the American Film Market in Los Angeles; the Los Angeles International Film Exposition and the Association of Film Commissioners Cineposium in Chicago.

About 750 Directories of Film/Video Services and Locations were mailed out to specific production companies and executives. A smaller, four-color companion brochure will be completed in and distributed in early 1986. The Division's advertisements were placed in DAILY VARIETY, HOLLYWOOD REPORTER, MILLIMETER, ON LOCATION Magazine, BACKSTAGE, AMERICAN CINEMATOGRAPHY, AMERICAN PREMIERE, and SHOOTING COMMERCIALS.

As a result of its efforts, the division saw a strong showing from production companies shooting industrial, educational and advertising projects in Fiscal Year 1985. It also attracted two major projects for Wyoming: "ROCKY IV", starring Sylvester Stallone, and "WILD HORSES", starring Kenny Rogers.

Publicity-In January 1985, during the Tournament of Roses Parade in Pasadena, California, the Wyoming Travel Commission and the City of Torrance, California co-sponsored a float in the Parade. The float, titled "Springtime in Yellowstone National Park, Wyoming", depicted a scene from the Park complete with a number of animals, many trees and flowers and Old Faithful geyser.

A number of long standing programs are designed to keep the Wyoming travel message before the public. The department's newsletter, the TRAVEL LOG, is published to keep the national and international travel trade up to date on new Wyoming travel opportunities, attractions and other items of interest to

the in-state and out-of-state travel industry and public. The agency produces news releases for distribution locally, regionally and nationally about events, Wyoming travel opportunities, attractions and other items of interest. The agency maintains constant contact with national and international travel writers to encourage their continued production of Wyoming vacation idea stories.

Audio-Visual Services-The Travel Commission has limited in-house capabilities for the creation and production of A/V programs. Included is a small, efficient radio lab with some recording and mixing equipment needed to produce quality voice/effects/music audio tapes, original radio programs and sound tracks for single projector and multi-media slide/film presentations.

Commission staff members are skilled in photography, and all contribute to the agency's photo files. These files contain more than 10,000 black and white and color transparency photographs used in agency publications.

The Department's newest audio/visual program, "Wyoming—Excite Your Senses" continues to be shown throughout the state and to more and more groups around the country. The eight-minute program uses more than 200 slides and features an original music sound track.

Travel Development-The Travel Commission's travel development programs serve both an in-state and a domestic/international function. On the in-state level, the program is designed to work with Wyoming chambers of commerce and local and regional travel promotion associations to aid in developing and implementing intrastate travel marketing programs on the state, regional, national and international levels.

Such assistance includes brochures and audio-visual production, travel and trade show participation, advertising campaigns, promotion of specific events, participation in cooperative interstate marketing campaigns and developing increases business meeting/convention activity. Since the beginning of the Matching Fund program in 1980, there have been 164 projects undertaken by Wyoming tourism promotion organizations. For those projects, the agency's budget has provided \$528,505 in financial assistance through the fund program.

On the national/international level, the travel development program was directed toward developing and maintaining close working relationships with travel professionals who sell and direct the world's travel. The Commission participated in: domestic and key international trade shows, organized trade missions, and produced specific publications and advertisements for the travel trade.

Research-The Travel Commission works with the University of Wyoming and the United States Travel Data Center to contract the production of the factual information needed to plan and conduct its travel marketing program. The commission periodically contracts with the University of Wyoming to survey advertising campaigns to determine the relative effectiveness of each element of the campaign against the other. These studies, known as "conversion studies" help in determining which publications produce the best results by comparing the cost of each ad measured against the direct touristic spending the ad produced.

Local Economic Development Programs/Activities:

WYOMING TRAVEL COMMISSION

Matching Funds For

Cheyenne and Laramie Counties

May 20, 1986

<u>ORGANIZATION</u>	<u>FY</u>	<u>NO.</u>	<u>PROJECT</u>	<u>MATCH</u>	
Cheyenne Chamber of Commerce	81	9	Convention Folders	870.68	
Cheyenne Chamber of Commerce	81	20	Brochure	1,602.55	
Cheyenne Chamber of Commerce	82	35	Ad OWT Guide	5,643.35	
Cheyenne Chamber of Commerce	83	66	Ad OWT Guide	2,500.00	
Cheyenne Chamber of Commerce	84	99	Brochure	2,589.04	\$24,568.50
Cheyenne Chamber of Commerce	85	132	1985 Travel Promo.	2,263.43	
Cheyenne Chamber of Commerce	86	173	Foremost West	1,029.76	
Cheyenne Chamber of Commerce	86	181	Brochure Dist.	494.00	
Cheyenne Chamber of Commerce	86	180	Omaha Travel Show	1,094.00	
Cheyenne Chamber of Commerce	86	196	Trainfest '86	6,481.69	
Cheyenne Frontier Days Comm.	81	2	T.V. Ads	9,835.00	
Cheyenne Frontier Days Comm.	82	55	Fam Tour & Dist.	2,447.56	
Cheyenne Frontier Days Comm.	83	87	Fam Tour	2,029.87	\$64,330.54
Cheyenne Frontier Days Comm.	85	162	T.V. Advertising	10,018.11	
Cheyenne Frontier Days Comm.	86	196	Ad Campaign	40,000.00	
Cheyenne Gunslingers Assn.	86	226	Advertising	757.50	
Southeast Wyo Tourism Council	81	14	Brochure	2,864.50	\$10,535.49
Southeast Wyo Tourism Council	84	108	1984 Marketing	7,670.99	

Source: Annual Report of the Wyoming Travel Commission, State of Wyoming, 1985.

## PUBLICATIONS:

The department produces a series of booklets, brochures, posters and flyers designed to encourage travel to Wyoming and assist visitors in planning their vacations. The new 32-page, four-color WYOMING TRAILS booklet produced during the reporting period is now the prime motivational piece distributed by the department.

Vacation planning publications include the WYOMING VACATION GUIDE, a detailed listing of every campground, hotel, motel, dude ranch, lodge and resort. It also gives abbreviated self-guided tours, wildlife viewing areas, hunting and fishing information, and details about the state's historical sites and state parks. Other publications distributed by the Commission include: the FAMILY WATER SPORTS brochure; SUMMER CALENDAR OF EVENTS; SELF-GUIDED TOURS TO WYOMING; WYOMING'S WINTER VACATION GUIDE, and its Fall brochure, WYOMINGOLD.

For the professional travel trade, the Commission published a MOTOR COACH TOUR PLANNER manual. For travel agents and tour wholesalers, the Commission published a WYOMING PACKAGE TOURS brochure which lists the state's package tours. The Wyoming FILM LOCATION MANUAL was distributed to potential motion picture producers.

All travel-related brochures were distributed in response to advertising-generated inquiries and general inquiries. They are also distributed at travel information centers and at domestic consumer travel shows and domestic and international travel trade shows.

## INTERACTION WITH OTHER GROUPS:

The Wyoming Travel Commission again cooperated with the Montana Travel Promotion Unit in a joint advertising campaign using SUNSET, SOUTHERN LIVING and FAMILY CIRCLE magazines. Total cost of the campaign amounted to \$142,639, of which Wyoming paid half. Private sector partners: TW Services, Yellowstone Park Division, Grand Teton Lodge Company and Greyhound, the concessionaire in Glacier National Park contributed an additional \$50,000 which was used to finance the fulfillment phase of the campaign. More than 91,439 inquiries were generated through cooperative effort.

The Travel Commission's Director is Chairman of the National Council of State Travel Directors. He serves on the Executive Committee Board of the Directors of the Travel Industry Association of America, a Washington, D.C. based organization that represents all segments of the travel industry at the national and international level. He is a member of the Government Affairs Policy Council and the National Park Service Working Group—two organizations that advise Congress and federal agencies on travel industry issues.

The Director also serves as the Vice-Chairman of the United States Travel Data Center, the research arm of the nation's travel industry. He is a Director of the Old West Trail Foundation and the Foremost West Regional Travel Organization, multi-state travel marketing cooperatives with domestic and international programs.



The Department's Chief of Travel Development serves as Secretary-Treasurer of the Wyoming Meetings and Convention Council and serves on the Travel Industry Advisory Council of the American Bus Association (ABA). ABA is a national organization made up of motor coach companies, local, state and regional public service organizations and suppliers to the motor coach industry.

**Browne, Bortz & Coddington, Inc.**  
155 South Madison  
Denver, Colorado 80209  
(303) 321-2547



**PLANNING FOR ECONOMIC DEVELOPMENT:  
A LOOK AT OTHER COMMUNITIES**

**Cheyenne-Laramie County, Wyoming**

**- Prepared for -**

**Cheyenne-Laramie County  
Economic Development Task Force**

**- Prepared by -**

**Elizabeth A. Fischer  
Browne, Bortz & Coddington, Inc.  
155 South Madison Street, Suite 230  
-Denver, Colorado 80209**

**April 1986**

**This contract is financed by funds authorized under Section 801 of the Military Construction Authorization Act, 1981, (P.L. 96-418 as amended by P.P. 97-99, 10 U.S.C.).**

**The 801 Grant Agreement is between the Wyoming Industrial Siting Administration, acting on behalf of the Wyoming-Nebraska Intergovernmental Executive Impact Council (IEIC) and the United States of America, acting through the Department of the Air Force.**

**The Wyoming Industrial Siting Administration designated the City of Cheyenne as coordinator of this project.**

## TABLE OF CONTENTS

	<u>Page</u>
PLANNING FOR ECONOMIC DEVELOPMENT: A LOOK AT OTHER COMMUNITIES .....	1
Community Profiles .....	1
Greeley, Colorado ... ..	1
Fort Collins, Colorado .....	5
Pueblo, Colorado .....	8
Laramie, Wyoming .....	9
Implications for Cheyenne .....	10
References .....	14

## PLANNING FOR ECONOMIC DEVELOPMENT: A LOOK AT OTHER COMMUNITIES

Lessons on how to implement economic development can be learned from the experience of other communities. An overview is presented of economic development efforts in selected cities comparable with Cheyenne. The findings are based upon a series of interviews with economic development professionals in four selected communities.

### Community Profiles

Community size, location, and economic base influence the applicable structure for economic development. Greeley, Pueblo and Fort Collins, Colorado and Laramie, Wyoming share similar characteristics with Cheyenne; each community is actively pursuing economic development. Comparable data for each of these communities appear in Table 1. The communities range in population from 24,400 to 101,700. Each community is the focal point for their respective largely rural counties. Per capita incomes approximate \$11,000 among the cities. The economic base in several of the comparable cities, especially Fort Collins and Laramie, includes a large institutional employer. Although university towns, the presence of a stable government employment base proxies the make-up of Cheyenne's economy.

Location is a prime consideration in selecting comparable communities since it affects proximity to markets and accessibility. Except for Laramie, each of the communities is located on the fringes of a major metropolitan area. Easy access to Denver along interstates or other major routes is an important factor in economic opportunities in these communities as it is with Cheyenne.

The final determinant in selecting communities to profile is their track record in economic development. Pueblo and Fort Collins are widely regarded as cities which have successfully attracted industries to locate within their bounds. Greeley initiated a major urban renewal effort aimed at strengthening its economy which has met with mixed success. Laramie is in the embryonic stages of pursuing economic development. More details on each of the communities follow.

### Greeley, Colorado(1)

Greeley, a city of over 53,000 is the regional center for the surrounding area of Weld County. Originally an agricultural community, its economy has diversified in recent years into high technology and service industries. Weld County's largest employer is Eastman Kodak with 2,800 employees. University of Northern Colorado and Monfort food processing are also major players in the economy each employing over 1,100 people. Several other private firms including Hewlett Packard and State Farm Insurance have established operations in the area.

Economic development organization. Greeley's economic development efforts are coordinated and led by the Greeley-Weld Economic Development Action Partnership (EDAP). EDAP is a 501 C(3) nonprofit corporation. Formed

TABLE 1. PROFILE OF COMPARABLE COMMUNITIES

	Fort Collins, Larimer County, CO	Greeley, Weld County, CO	Pueblo, Pueblo County, CO	Laramie, Albany County, WY	Cheyenne, Laramie County, WY
Population (1980)					
City	65,092	53,006	101,686	24,410	47,264
County	149,184	123,438	125,972	29,062	68,649
County Land Area (square miles)	2,604	3,990	2,377	4,268	2,684
1983 Per Capita Income (County)	\$10,693	\$10,593	\$ 9,615	\$10,563	\$12,874
Distance to Major Metropolitan Areas	63 miles to Denver	54 miles to Denver	44 miles to Colorado Springs; 112 miles to Denver	49 miles to Cheyenne; 63 miles to Fort Collins	100 miles to Denver
Access	I-25	Route 85; 16 miles off I-25	I-25	I-80	I-25 and I-80
Economic Base	Large institutional employer (CSU)	Large institutional employer (UNC)	Formerly one- industry town	Large institutional employer (UW)	Large govern- ment employer

Source: U.S. Department of Commerce, Bureau of the Census, 1980 Census of Population, Colorado and Wyoming, Bureau of Economic Administration, Local Area Personal Income, 1978-1983, Rocky Mountain Region, and interview with economic development officials.

in April 1985, this organization replaced a previous structure which consisted of an economic development professional under the Chamber of Commerce. EDAP operates out of the Chamber's office.

EDAP is structured to incorporate all of Weld County. Although Greeley is the center of commerce for the county, the smaller towns are important to the effort. These communities often lack the resources to plan for economic development. Further, when larger employers such as Eastman Kodak locate in the rural areas where land might be more available, the entire county benefits.

EDAP is made up of a nine member board of directors. The City, County and Chamber of Commerce each appoint three members. One of the City and County appointees must be an elected official. Appointments have staggered terms to ease transition when new directors are appointed. The nine member board meets at least once a month. The board is responsible for hiring a director to oversee EDAP. An executive committee, consisting of one director from each of the sponsoring entities, serves in an advisory capacity to the executive director.

The organization derives its income from a variety of sources. The City of Greeley contributes roughly one-third of EDAP's nearly \$250,000 budget. A specific breakdown of EDAP's proposed budget for 1986 follows:

Source of Funds	1986 Proposed Budget	
	Amount	Percent
City of Greeley	\$ 80,000	32%
Weld County	50,000	20
Greeley Area Chamber of Commerce	29,000	12
Private Funding	75,000	30
Miscellaneous Income	1,000	1
1985 Carry-over	<u>12,164</u>	<u>5</u>
<b>Total Revenues</b>	<b>\$247,164</b>	<b>100%</b>

Private funding which represents 30 percent of the EDAP's budget comes from sustaining memberships among area firms. While no contribution levels are specified, the organization is targeting its fundraising to firms with substantial resources. Firms will pay into the organization on an annual basis thus limiting the need for periodic major fundraising efforts.

EDAP expenses indicate that 37 percent of revenues are directed at marketing and promotion:

Expenditures	Percent
Salary and expenses	39%
Operating expenses	17
Building and overhead expenses	7
Marketing and promotion	<u>37</u>
<b>Total</b>	<b>100%</b>

Salaries for staff are another major expense item.

The primary function of EDAP is to "enhance economic development in the Greeley area and Weld County." Specific objectives as stated in the bylaws are:

- diversification of economy
- retention and expansion of existing businesses
- maintenance of a stable and growing economic base
- continued improvement of the quality of life enjoyed by Weld County residents

A committee structure will be implemented to carry forth these objectives. Each committee will include at least one EDAP board member as well as volunteers from the community. The set up is similar to IDAC's resource group structure. The committees are organized along issues such as:

Manufacturing Council  
 Marketing Council  
 Development Council  
 Resource Committee  
 Business Development Committee  
 Finance Committee  
 Long Range Planning Committee  
 Host Team and Ad-Hoc

Certain programs will include establishing network and referral systems for small businesses. Marketing will be through personal calls, special events or other image related efforts. Additional marketing will target selected industries. The marketing campaign is not intended to be media intensive.

Built into the EDAP structure is a method for evaluating the success of the organization. Rather than setting goals in terms of number of jobs created or industry location, a broader perspective is applied. The performance of key economic indicators will serve as a measure of the organization's effectiveness. These will likely include:

- Employment rate
- Unemployment rate
- New business announcements
- Business expansion announcements
- Sales tax revenues
- Number and value of industrial and commercial building permits
- Annual value of industrial, commercial and residential property
- Number and value of residential building permits
- Bank deposits
- Per capita personal income

Coordination with other groups. The basic structure of EDAP builds in a coordinated approach to economic development among the City, County and business community. Two other organizations, the Greeley Downtown Association

and Urban Renewal Authority are not directly involved in EDAP because their focus is specific to the downtown area. These groups are kept abreast of developments through informal lines of communication. The local community college is also included on an as needed basis to help with job training or other programs.

City support. Public support for economic development is instrumental in Greeley's efforts. The City has placed a high priority on strengthening its economic base. Public funds used to construct a pedestrian plaza in the downtown is an example of this support. Despite the major improvements, however, many vacancies persist as several retailers left the area. Public investment in other anchors in the downtown including a new recreation center and hotel/conference development continues. The City also provided funds to enable one of the larger downtown employers to expand its facilities.

In addition to financial support, the City has also instituted policies favorable to development. A streamlined development process has been accomplished through administrative review teams (ART). Technical staff from relevant City departments such as utilities, fire, building and planning convene once a week to review building, annexation or zoning proposals and field questions from developers. Developers call in advance to get a place on the agenda. This informal process allows the builder to determine necessary requirements at one time. It also enhances coordination and consistency between City departments in their application of regulations. This system has been very effective; in a survey to evaluate the program, 80 percent of developers praised the City's approach.

Another development initiative of the City is consolidated building permits. Developers apply for one "umbrella" permit which covers electricity, utilities, plumbing, and other codes which often require separate permits. A more recent developer incentive was instituted on a trial basis. The City offers a development fee waiver for new construction if projects will create jobs or otherwise add value to the economic base. The City has not yet determined if this program has proved successful in encouraging economic development.

### Fort Collins, Colorado(2)

Fort Collins, Colorado is heralded as one of the fastest growing metropolitan areas in the country. From a population of 43,340 in 1970 it now contains over 82,800 residents. A large portion of the growth has been stimulated by high technology industries. In addition to Colorado State University which employs 4,400, other large employers include Hewlett Packard with nearly 2,300 workers, Woodward Governor with over 900 and Teledyne/Waterpik with 750 employees. Fort Collins also benefits from the proximity of the Kodak plant in Weld County. Fort Collins' most recent impetus to economic development is the establishment of the Anheuser-Busch plant within city limits. Upon completion, the plant will employ about 600 personnel.

Economic development organization. Until recently, Fort Collins economic development initiatives were run through the Chamber of Commerce. An economic development professional headed the program under the direction of a chamber steering committee. The mayor and city manager served as ex-officio



members of the steering committee. Private funds supported the effort through a three year subscription program instituted in 1980. Investors were asked to contribute at least \$1,000 a piece for each of three years. The annual budget for the Economic Development Council exceeded \$100,000. The budget did not include any public funds.

The principal functions of the Economic Development Council included assisting existing and prospective businesses. The Council was involved in developing a database, advertising and marketing the community through direct mail, trade shows and personal contacts.

Negotiating for an industry. The most successful effort of the Economic Development Council and the City was the negotiation for the Anheuser-Busch facility. When Anheuser-Busch failed to reach an agreement with Pueblo, Colorado, it turned to the northern Front Range. Fort Collins approached the corporation to consider locating in the area. Extensive negotiations with the City followed. The Economic Development Council lobbied for the brewery and helped defeat a public referendum which would have prevented the plant from opening.

The City of Fort Collins was involved in structuring a service and financial package which would meet the brewery's needs and address City concerns. The development parcel was annexed to the City to provide services. Public improvements including utilities, roads and an interchange off the interstate are being funded through tax anticipation bonds. Essentially, the local taxes generated by Anheuser-Busch are financing the public improvements. Anheuser-Busch also obtained industrial development bonds for pollution control. The firm was required to pay the City higher development fees than usually mandated because of their special needs. Other incentive mechanisms such as landwrite down or reduced water fees were not used.

The negotiation process took at least a year and involved compromise. The community's concern for quality development influenced agreements. For example, the Economic Development Council indicated it would withdraw its support of Anheuser-Busch if the facility pursued plans to burn coal for fuel; the firm decided instead to use electricity for its operations.

New initiatives. Following the construction of the Anheuser-Busch facility, economic development initiatives in Fort Collins have subsided. The three year funding campaign of the economic development council was up. Because of the structure of the fundraising, many investors had seen it as a three-year commitment rather than an on-going program in need of financial support. The director also left near this time, so the council disbanded. Finally, the community is also concerned about controlling growth causing public support of economic development to wane.

Two separate efforts are underway in Fort Collins to follow through on economic development planning. One is led by the private sector while the other is a public sector initiative.

Several private investors, many who have a direct interest in seeing economic development occur, are forming a nonprofit marketing corporation. Fort Collins, Inc. will promote the community to prospective businesses. Activities will be largely confined to advertising, attendance at trade shows

and site visits. The corporation will not become involved in development partly because it would compete with the private sector.

An elected board of directors will govern the corporation and hire a full time executive director. Private investors will finance the effort through a line of credit structure. Investors will be asked to commit to a five year line of credit. Large investors, in the \$50,000 to \$100,000 range, will be approached first. The organizers expect to raise a \$1 to \$1.5 million commitment. The line of credit structure will allow Fort Collins, Inc. to draw down funds as needed, and be more responsive to special opportunities which might arise. This structure also eliminates the need for an annual fundraising drive or other campaigns for special projects. A further advantage is that investors might be more comfortable in pledging a line of credit than contributing a larger amount upfront. While the initial commitment is for five years, the funding needs to be longer term. Investors will be approached again to roll over their lines of credit in subsequent years.

Fort Collins, Inc. is being set up as a purely private enterprise partly in response to the attitude of the City. Currently, City government is perceived as anti-growth by the business community. The private sector believes that unless it promotes the City to outside interests, it will not happen. Communication with the City is expected but the public sector will not have an official role within the corporate structure.

The Chamber of Commerce on the other hand, will play a key role in Fort Collins, Inc. The new organization's offices will be housed within the chamber to ensure coordination.

On the public side, the City of Fort Collins is also planning for economic development. It is the City's philosophy that Fort Collins is working from a balanced sense of growth. The City has chosen not to compete with other communities. Because of the high quality of life in Fort Collins, the City thinks it can be selective in the types of development it would like to attract. The City has formed a broad-based task force to identify economic goals for the community and decide on the appropriate role for City government. The task force includes many facets of the community. In addition to City officials, members represent the university, banks, downtown development authority, housing authority, natural resources board, chamber of commerce and the county employment office.

To date, the task force has hosted a community forum which drew 200 participants. Questions asked included: What is economic development? What is the perception of the economic health of Fort Collins? What should be the City's role in economic development? Subsequent discussions will take place with different groups.

Task force discussions are expected to help Fort Collins government decide how best to allocate economic development funds. The City has been accumulating revenues from bond issues over the years and now has \$420,000 in funds targeted to economic development.

Another outcome of the task force might be to recommend that the City establish and maintain a database. The City through its planning staff and resources is best able to deal with the research component of economic

development. Baseline data are being collected and will be computerized. The City will be capable of providing potential investors with needed demographic and economic information on the City.

In addition to the task force proceedings, the City has also taken steps to smooth the local development process. The assistant city manager has been appointed to act as facilitator to help existing businesses expand or new businesses locate. The role of the facilitator is to inform developers of the necessary steps in the process and put them in contact with the appropriate contacts in each department.

Unlike Greeley where the City contributes financial support to economic development groups, the City of Fort Collins is not involved in directly funding these organizations. One exception is that the City provides office space and staff assistance to the downtown development authority. Further, the City authorized tax increment financing and industrial revenue bonds for the Old Town Fort Collins project in the downtown.

### Pueblo, Colorado(3)

Pueblo, Colorado is viewed as an economic development success story. Historically a steel town, its major employer CF&I Steel had at one time 6,000 workers. Beginning in the seventies, CF&I extensively cut back production. In the early to mid-eighties, Pueblo's unemployment rate reached roughly 20 percent. After several failed attempts, an aggressive economic development program was launched with the formation of Pueblo Economic Development Corporation (Pedco). Since then, the community has gained an estimated 5,000 new jobs. Unemployment is down to roughly 10 percent.

Economic Development Organization. Pedco was formed in the early 1980's. Its 15 member board of directors includes representatives of the City, County and Council of Governments. Ex-officio directors include the chamber of commerce president, city managers office and Southern Colorado Land Development Corporation. An eight member executive committee oversees the corporation. Each director serves for three years. Six employees, including three professionals run the operations of Pedco and its Business Technology Center.

Responsibilities for specific aspects of economic development are delegated to four formal committees:

- Air service
- Advertising
- Marketing
- Membership

While each committee is chaired by a board member, contributors or community residents are encouraged to serve on these boards. Each board develops policy directions for Pedco.

Funded through memberships, the organization includes about 150 voting members each paying between \$1,000 and \$15,000 per year. Pedco has a \$400,000 annual operating budget. Donors who contribute less than \$1,000 waive voting rights. Pedco's activities are directed at industrial attraction, retention and expansion, and small business development.

One of the first actions of Pedco was to upgrade the community's image. Nearly \$250,000 was spent on national and regional advertising, direct mail and other marketing approaches. This aggressive marketing campaign was not expected to yield prospects as much as to enhance community exposure and improve the general public's view of Pueblo.

Pedco staff and board members also visit and host industrial prospects. The organization negotiates development plans between industry and various government and private interests.

Information assistance is another service provided for businesses. Pedco maintains and updates a database detailing utility rates, land and building availability, rents, etc.

Small business development. The corporation also focused on cultivating small business. A Business Technology Center (BTC) patterned after Control Data Corporation's model was formed through a broad based funding effort. The City purchased an old department store building in downtown Pueblo. State funds, an EDA grant, Private Industry Council funds, corporate contributors, and other revenues were combined to renovate the structure. The facility has space for 35 firms in addition to housing Pedco's office.

The BTC is designed to serve small start-up companies. As tenants of BTC, firms receive support services (secretarial, reception, etc.), computer services and management assistance. Low rents are further reduced if the firm retrain and employs ex-steel workers. Pedco also works closely with the small business in helping them obtain financing, through a seed capital fund, SBA 503 programs, and other sources.

Results. Pueblo's economic development efforts yielded specific results. In 1984, Sperry Corporation decided to locate in Pueblo after considering Denver and Colorado Springs. A supportive community attitude, available work force and attractive incentive program influenced the firm's decision. The Colorado Department of Commerce and Development also played a key role in encouraging Sperry to look at Pueblo initially and provided funding as part of the incentive package. The state has spent between \$3 and \$4 million in Pueblo in the last three years. Over the next few years, as the firm continues to expand, Sperry might employ close to 1,000 people; currently the firm has about 260 workers.

Other firms have also located in Pueblo. Target is establishing a 561,000 square foot distribution center. It will have a work force of 500. Stevia Company, a manufacturer of sweeteners has 40-50 employees. Able International and Glenn Company have opened operations in Pueblo. A new convention center will be built in the near future, with public and private support.

#### Laramie, Wyoming(4)

Laramie, Wyoming, a city of approximately 25,000 residents, is essentially a one-industry economy dependent upon the University of Wyoming. The university employs 2,450 people.

Economic development organization. Laramie's economic development initiative is led by a nonprofit corporation. The Laramie Community Economic

Development Council was incorporated in July 1985 and is staffed by an economic development professional. Previously economic development was the responsibility of a committee through the Chamber. A corporate structure was proposed since it had more powers to accept land contributions or engage in development transactions than a chamber group. The council is housed within the chamber's office and shares secretarial support.

A 21 member board governs the council. Directors include the chamber president, mayor, county commissioner and president of the University of Wyoming. Each director serves for three years. A five member executive committee manages the corporation.

Funding is secured equally through public sector support and private contributions. No minimum contribution is established; donations range from \$100 to \$12,000.

The Economic Development Council is primarily engaged in promoting Laramie to prospective businesses. Direct mail and telemarketing efforts are underway. The community is targeting small businesses which could be accommodated within city limits. The council is also considering a low interest loan pool or venture capital fund through use of Community Development Block Grants. Development of an industrial park is another option. The Council makes use of university services whenever possible.

Coordination with other groups is assured through appointing Chamber, City, County and university officials as board members. Laramie's Main Street program is not officially involved in the organization although informal communication is maintained. Similarly, tourism activities are handled through a chamber committee. Cooperation between groups functions well. The recent lobbying effort for the territorial prison museum for example was supported by various groups and the overall community.

### Implications for Cheyenne

The experience of other communities' economic development efforts suggests certain considerations in formulating an economic development strategy for Cheyenne. Cheyenne has the opportunity to replicate the best features of these programs and avoid some of their mistakes. Further, other factors which are simply beyond the control of the local community can be acknowledged.

Economic development organization. Based on the experience of other communities, implementing and coordinating economic development strategies is best accomplished through one organization. This organization is principally responsible for attracting and retaining businesses. Related functions such as downtown development, tourism promotion or job training programs are typically handled through separate organizations. Continual communication and coordination with the economic development agency and these groups is of paramount importance. A private, nonprofit corporate structure provides advantages over other organizational forms. If a program is run out of a local government office, it is difficult to involve the private sector. When Pueblo tried this approach initially, it proved ineffective.

A program within the organizational structure of the chamber also has drawbacks. Because chambers must serve their membership, political pressures arise to only allow chamber members to serve on committees or provide services and materials. It can prove difficult to involve valuable non-chamber resources in the effort. This situation prompted Greeley to convert from a chamber committee structure to a nonprofit entity. In addition, liability can be greater under a chamber structure because the entire chamber and is accountable for economic development actions. A separate corporation limits the financial risk to the new entity. This becomes especially pertinent if the economic development entity becomes involved in development or joint ventures.

While a nonprofit corporate structure is advisable, close association with the chamber is important. The chamber is a readily identifiable group in the community and associated with the business environment. No matter what community, the local chamber typically serves as an initial point of contact for people interested in the area. As seen in the communities profiled, sharing office space and support is an effective method to create the linkage between the nonprofit corporation and the chamber. Pedco is the one exception to this circumstance since its offices are located in its Business Technology Center.

A recognizable name and an identifiable logo are important to the image of the economic development corporation. Through extensive advertising, Pedco is well known throughout the region. The Economic Development Action Partnership (EDAP) in Greeley on the other hand does not communicate the City's name in its title.

Public/private roles. The role of the public and private sectors in economic development takes many forms and is predicated by the local environment. Greeley has extensive public support while the main thrust of Fort Collins efforts are through the private sector. The public sector must be responsive to broad-based community concerns which might or might not favor an aggressive economic development program. Private-public sector initiatives offer the best prospects for success. Mutual support is designed into Greeley's organization with equal representation and funding support of the City, County and Chamber. Pueblo also effectively capitalizes on support from the public and private sectors.

Financing. Effectively promoting economic development requires an adequate and consistent level of funding. Pueblo, which has realized the greatest success in attracting industries also has the largest budget (\$400,000) for economic development. Funds in other cities generally cover professional services and marketing expenses.

The financial resources behind economic development can be compared on a per capita basis. Rough approximations of per capita expenditures follow:

Economic Development Organization	Per Capita Expenditure For Economic Development
Pedco	\$3.00-4.00
EDAP	2.00
Fort Collins Economic Development Council	1.55
Laramie Community Development Council	N/A
IDAC	1.70

For its size, Cheyenne-Laramie County falls near the lower end among the profiled communities in levels of funding for operating expenses. This comparison ignores other public or private expenditures geared toward a specific project, such as the City of Greeley's extensive investment in the downtown.

The method of funding is second in importance only to the amount of funding. Each of the communities profiled uses some form of membership contribution. The most prevalent technique is to approach potentially large investors first. For example, in Pueblo, a minimum membership level was established so that contributors are investing enough to demonstrate commitment to the program. In this case, Cheyenne is at a disadvantage to communities like Pueblo, Fort Collins and Greeley because it does not have a large corporate base for support. Local financial institutions however are targets for support.

Continuity of funding must be assured, while at the same time minimizing time and resources which must be spent on fundraising. Organizations are trying to structure memberships on a sustaining basis, so members automatically renew each year. Organizations must market the long term nature of economic development. Contributions for a specified time period can backfire as in the case of Fort Collins when donations dried up after the three year planning horizon passed. A line of credit system holds more promise for larger and more lasting contributions.

Incentives. One of the greatest incentives a city can offer is community support. Community attitude is an important criterion in a firm's decision to locate. For instance, the demonstrated support of the Pueblo community and its willing work force are marketable assets. Financial incentives can also help secure an industry but often play a secondary role, especially with large national firms, as discussed earlier. Public financial incentives accompanied the Sperry deal in Pueblo and Anheuser-Busch location in Fort Collins. It is not known whether the firms would have located without this support.

Creative financial incentives can be structured to minimize direct costs to a city. The tax anticipation bonds Fort Collins used to finance

public improvements for the brewery have little effect on public revenues, yet represent an incentive to Anheuser-Busch because it saves them the cost of financing public improvements in addition to taxes. The City foregoes benefits from a larger tax base in the short term but gains from the extra income entering the community since many workers will buy homes and shop in Fort Collins.

Other incentives such as a clearly defined development process or job training programs also serve as inducements to encourage industrial expansion. Greeley's administrative review teams work well in expediting the development process and alleviating inconsistencies.

Operations. A board structure which involves business and/or governmental leaders is a desirable structure for marshalling the talents and resources of the community. In Greeley and Pueblo, it works best when the board of directors acts in an advisory capacity to professional staff. In these communities, the executive director is responsible for designing and implementing strategies to address broad policy objectives and running the day to day operations of the corporation.

State role. As seen in the case of Pueblo, the state can assist in attracting and directing industries, from others parts of the country. Political and financial support at the state level draws the attention of prospective businesses. Local communities do well to lobby their state government to become involved in marketing the state to outside firms and building the image of the area. In Cheyenne, the relationship with State of Wyoming activities deserves to be actively fostered.

Competition. The economic development arena is highly competitive. As recent article on economic development along Colorado's Front Range reported that local communities are spending a total of \$1.5 million annually on economic development. Meanwhile, state expenditures total \$600,000. A well formulated, continuing effort is needed if Cheyenne hopes to effectively compete with other communities.

Market forces. Certain communities will always appear more advantageous than others. Fort Collins is an example of the city that might not need to compete as aggressively as other areas because of its regionally (and nationally) recognized reputation. Pueblo, on the other hand, had to struggle against an image problem and turned market forces to its advantage. Extensive funding, political support and publicity were required to compensate for negative economic conditions.



## REFERENCES

- (1) Interviews with Steve Frayser, Executive Director, EDAP; Becky Safrig, Director, Greeley Urban Renewal Authority; and Jim Katlecek, Director, Greeley Downtown Association, March 1986.
- (2) Interviews with Bill Harper, Fort Collins Chamber of Commerce; Linda Hopkins, Assistant City Manager, City of Fort Collins; Tom Clark, Denver Chamber of Commerce; and Chip Steiner, Director, Fort Collins Downtown Development Authority, March 1986.
- (3) Interviews with Dick Greenburg, former Director of Pueblo Economic Development Council, Steve Abrams, Colorado Department of Commerce and Development, March 1986; and selected articles including Mike Salardino, "Economic Development Efforts Pay Off for Pueblo," Colorado Municipalities, May-June 1985; Carl Raschke, "Pueblo Economy Blossoming," Colorado Business, September 1985; Ronny Seeber, "Pueblo: A Community Profile," Colorado Monthly Magazine; and "Growth and Development in Pueblo," Colorado Business, March 1983.
- (4) Interview with Butch Keadle, Executive Director, Laramie Community Economic Development Council, Inc., March 1986.

## ECONOMIC DEVELOPMENT WORKSHOP

An economic development workshop hosted by the economic development task force provided an opportunity to receive input from community leaders. The workshop was held on May 8, 1986 at Little America. It drew over 100 participants. The event marked a cooperative effort among Cheyenne's economic development organizations with many contributing to fund the luncheon.

As the agenda on the following page indicates, the workshop was structured to answer several questions. These are summarized:

### WHAT ARE THE ECONOMIC ISSUES IN CHEYENNE-LARAMIE COUNTY?

BBC presented the findings from personal interviews conducted with community leaders. A summary of these interviews appears in Section A.

Perceptions of Cheyenne's assets and liabilities were discussed and principal economic development objectives identified. The assessment reflects the views of the participants interviewed, and while not statistically valid, are thought to bring out certain of the issues facing Cheyenne. The assets and liabilities of Cheyenne include:

<u>Assets</u>	<u>Liabilities</u>
Access	Poor climate
Land availability	Inadequate air service
Water availability	Little community pride
Low taxes	Antidevelopment attitude
Work ethic	Absence of leadership
Stable economy	Lack of coordination
Proximity to Denver	
Quality of life	
Clean air	
Quality medical care	
Low crime	
Shopping	
Excellent education	
Name recognition	
Unique features	
• Frontier Days	
• State Capitol	
• F.E. Warren Air Force Base	
Small town environment	
Friendly people	
Volunteerism	

ECONOMIC DEVELOPMENT WORKSHOP

AGENDA

Thursday, May 8, 1986  
8:00 a.m. - 4:30 p.m.  
American Room - Little America

- 8:00-8:15 a.m. Registration and Coffee
- 8:15-8:30 a.m. Introduction - Dick O'Gara, LCCC
- 8:30-10:00 a.m. Economic Development - Major Issue Areas  
Beth Fischer and Ted Browne, Browne, Bortz & Coddington
- 10:00-10:15 a.m. BREAK
- 10:15-12:00 p.m. Economic Development Opportunities  
Moderator - John Etchepare, Warren Livestock  
Panel Discussion  
  
Phil Phillips, The Fantus Company  
Jean Ackerman, Coley/Forrest, Inc.  
Beth Fischer, Browne, Bortz & Coddington  
Ted Browne, Browne, Bortz & Coddington
- 12:00-1:30 p.m. LUNCHEON  
Introduction - Jim Helzer, Unicover Corporation  
Keynote Speaker: Dick Greenberg  
Economic Development Consultant to Control Data Canada  
Former President of Pueblo Economic Development  
Corporation  
Topic: "Building Momentum for Economic Development"
- 1:30-3:00 p.m. Economic Development Strategies  
Work Sessions
- 3:00-3:15 p.m. BREAK
- 3:15-4:30 p.m. Summary and Consensus

LUNCHEON SPONSORED BY:

*Chamber of Commerce*

*IDAC*

*Laramie County*

*LCCC*

*State of Wyoming*

*City of Cheyenne*

ECONOMIC DEVELOPMENT TASK  
FORCE MEMBERSHIP

*Chamber of Commerce - Ken Brengle*

*IDAC - Harold Miller  
John Etchepare*

*Laramie County - Shirley Francis*

*City of Cheyenne - Tom Bonds*

*Downtown Development Authority - Mary Ellen Tamasy*

*LCCC - Dick O'Gara*

*Private Business - Jim Helzer  
Bill Bagley  
Lynn Birleffi*

*State of Wyoming - Steve Bartenhagen*

*City/County Planning Staff - Do Palma  
Nancy Gire*

Out of this analysis, several economic development objectives emerged:

#### **ECONOMIC DEVELOPMENT ISSUE AREAS**

- Build Community Spirit
- Encourage Leadership
- Improve Development Process
- Create Incentives
- Attract Industry
- Retain Businesses
- Promote Tourism
- Revitalize Downtown

Following the presentation, workshop participants commented on the community assessment and economic development objectives and generally concurred with the analyses.

#### **WHAT IS THE DEVELOPMENT POTENTIAL OF CHEYENNE-LARAMIE COUNTY?**

One of the objectives of the workshop was to inform participants of Cheyenne's development potential. The community learned of the extensive analyses that has been completed in previous studies and heard about the area's market opportunities. The Fantus Company discussed industrial development prospects in Cheyenne. Coley/Forrest, Inc. addressed expectations for the downtown and BBC portrayed the outlook for agriculture and tourism. Executive summaries of these analyses appear in Section B of this plan.

#### **HOW HAVE OTHER COMMUNITIES SUCCEEDED IN ECONOMIC DEVELOPMENT?**

Richard Greenberg, former President of Pueblo's Economic Development Corporation (Pedco), addressed the luncheon audience. Greenberg pointed out how Pueblo achieved its success in building its employment base. Local leadership, professional expertise, extensive marketing, a well conceived strategy and most of all community support were responsible for turning Pueblo's image and economy around. Participants were also provided with a written summary of the comparative economic development analysis found in Section D.

#### **HOW CAN CHEYENNE ACHIEVE ECONOMIC DEVELOPMENT?**

The major focus of the workshop, the afternoon session, was dedicated to generating ideas on what should be done to strengthen Cheyenne's economic base. Small groups of eight to 10 participants, randomly assembled, discussed each of the eight economic development issues and set forth recommendations on actions, organizational structures and financial responsibilities. Economic development task force members moderated each group.

These discussions produced several suggestions which are summarized by issue area on the following tables.

## BUILD COMMUNITY SPIRIT

### How can pride in the community be reinforced?

- Build commitment
- Change people's attitude
- Implement a public relations campaign
- Compose a song for Cheyenne
- Promote Cheyenne to Cheyenne
- Make community aware of events
- Convince people that economic development is worth the upfront investment
- Encourage involvement of government employees in Chamber and community activities
- Enhance local government support
- Centralize function for building community spirit
- Continue relationship with F.E. Warren Air Force Base and Guard
- Build media contact/communication
- Conduct familiarization tours of Cheyenne
- Teach those who greet the public to project a positive image
- Have business underwrite news items or special events
- Devote ads to change image of local community
- Encourage newspapers to portray favorable aspects of community
- Run weekly article on economic development
- Promote recreational aspects of Cheyenne

## ENCOURAGE LEADERSHIP

Who will provide the leadership to implement an economic development strategy in Cheyenne-Laramie County?

- Identify leaders with vision and charisma; start from "scratch" if necessary
- Involve successful, recognized business leaders
- Involve state, city and private sectors
- Elect responsible officials who support economic development
- Develop cooperation and unity between economic development groups and identify common goals through a unified approach
- Identify the responsibilities of the various economic development groups
- Create a focal point for economic development in the community
- Restructure IDAC-LC to encourage broader participation and increased financing
- Hire a qualified professional to direct economic development program
- Sell economic development to the community and prospective employers; build a publicity program
- Continue Chamber leadership program

## IMPROVE DEVELOPMENT PROCESS

How can Cheyenne, in its development process, encourage new investment?

- Streamline the development process
- Change counterproductive laws
- Form a single contact point (ombudsman) for developers
- Assure uniformity and flexibility in design of regulations and their application
- Improve communication between developers and regulators
- Educate city departments about each others' functions
- Create within the public sector a package explaining the development process
- Provide assistance to small business
- Expand IDAC-LC staff to assist in development process
- Convince the city to take a positive approach to development



## CREATE INCENTIVES

What incentives should Cheyenne offer to encourage economic development? How should it be done?

### What:

- Make low cost or free land available for industrial development
- Offer low cost financing, IRB's
- Provide job training assistance to new businesses
- Capitalize on present tax structure
- Waive development fees, taxes and/or utility costs
- Develop special programs for new employees and their families
- Provide low cost building rehabilitation funds

### How:

- Finance efforts through combination of public and private funds
- Develop a marketing program, sell assets
- Dedicate an additional short term sales tax to fund economic development plan
- Earmark property tax revenue for economic development
- Buy industrial land
- Establish a revolving loan fund
- Develop a business incubator
- Create a one stop development process
- Educate public on need for economic development
- Relocate IDAC-LC office to private sector location
- Change state constitution to allow advancement of state funds to private entities

## ATTRACT INDUSTRY

### What does Cheyenne need to do to attract industry and jobs?

- Focus on light industry and small business including warehouse/distribution operations
- Target specific industries with aid of Fantus study
- Concentrate recruitment efforts in Denver area
- Attract industries with low water use requirements
- Sell marketing advantages such as excellent transportation, low tax base
- Support existing business
- Encourage government sectors to purchase locally
- Create incentives
- Offer financial support to new businesses
- Use state's computer program which shows industries the benefits of a Wyoming location
- Fund industry attraction program
- Use IRB's only for investments which will create new jobs
- Establish a lottery to raise money for economic development
- Solve turf problems among various economic development groups
- Establish a focal point and theme for industrial development
- Private sector should provide leadership for economic development
- Vest IDAC or create new public/private nonprofit corporation to lead industry attraction efforts
- Expand IDAC staff and budget
- Involve people who have authority to make quick decisions

## RETAIN BUSINESS

How can Cheyenne support the retention and expansion of existing businesses?

- Implement a visitation program
- Develop a public relations campaign to make the community aware of the value of the business sector
- Publicize successful local businesses in the news media
- Publicize local resources for assistance
- Create a business directory
- Form an assistance team to provide technical and legal expertise to businesses
- Provide management consulting services through LCCC
- Offer financial support to "suffering" businesses
- Develop a business incubator
- Improve local regulations and building codes to facilitate expansion
- Encourage Cheyenne businesses and residents to support local firms
- Give Chamber the responsibility for business retention; involve entire business community

## PROMOTE TOURISM

### How can Cheyenne increase its visitor market?

- Capitalize on Old West theme
- Sponsor special events (in addition to Frontier Days)
- Develop attractions
- Gain the state museum
- Provide public restrooms
- Open a depot restaurant
- Place signs on highway and elsewhere
- Place historic plaques
- Utilize Frontier Days grounds more often
- Market hunting and fishing
- Sell existing attractions
- Promote winter activities
- Upgrade image of downtown; sell its "uniqueness"
- Take advantage of national trends
- Pass lodging tax
- Develop travel packages aimed at Denver market
- Involve media
- Broaden Chamber membership and let people know about Chamber's tourism activities
- Form Convention and Visitor's Bureau
- Fight Frontier Days "burnout"--encourage volunteer participation in other events

## REVITALIZE DOWNTOWN

### How can Cheyenne restore vitality to its downtown?

- Change the perception of the downtown; it is not empty
- Create a festival image for the downtown
- Let market forces work
- Be flexible in building standards and regulations
- Cater to both the high and low ends of the market
- Clean up and decorate the downtown
- Strengthen access to the capitol complex
- Capitalize on the civic center
- Move the Uncover Museum downtown
- Preserve existing downtown structures
- Encourage housing in the downtown
- Attract a grocery, drug store, delicatessen and department store downtown
- Open a restaurant in the depot
- Target support industries for the downtown such as a bakery
- Support a downtown trolley service
- Create incentives for investment through IRB's, land and regulatory codes
- Form a special improvement district
- Solicit private sector support
- Unite downtown and tourism
- Continue the role of the DDA and CDA and support the Main Street project

## CHEYENNE-LARAMIE COUNTY ECONOMIC DEVELOPMENT STRATEGY

This section presents an economic development strategy for Cheyenne-Laramie County. Several major economic development initiatives are identified and related actions are outlined. The focus is on organizational and financial frameworks needed for implementation. The Economic Development Task Force voted to endorse this plan on June 3, 1986.

### The Context for Economic Development

In recent years, the Cheyenne-Laramie County area has recognized the need for strengthening its economic base. Several factors have exacerbated the desire to plan for the economic health of the community:

- the Peacekeeper missile program failed to generate the economic stimulus to the region as expected. Expansion occurred at the same time the economy was turning downward; the additional people, jobs and income from the M-X operation simply kept the economy from declining further.
- the agricultural industry has suffered in the last few years throughout Wyoming and the nation. Falling employment and income have lessened this sector's role in the economy. While agriculture is a small share of Laramie County's economic base overall, the rural portions of the county, particularly to the east, face a difficult economic climate.
- more recently, falling prices for energy have caused economic distress throughout the state. Although Cheyenne is somewhat insulated from direct effects of this "bust cycle," the local economy will experience the repercussions of a depressed state economy through lower tax revenues and possible reductions in state government.
- another inducement to consider economic development has been prompted from witnessing the successful efforts of other communities. Cheyenne residents realize that cities like Fort Collins have successfully attracted major employers. To a certain extent, Cheyenne looks with envy to these competing communities which have managed to create a strong diverse economic base.

Within this context, Cheyenne began to assess its economic position and identify where opportunities exist for economic development. Studies analyzed the potential for building the community's industrial base, revitalizing the downtown, developing tourism and addressing agricultural concerns.

Summaries of these analyses appear elsewhere in the document. The major opportunities for each of these areas is briefly addressed:

- industrial. Cheyenne needs to seek out businesses which benefit from the area's assets. Primary target industries which would be well-suited for Cheyenne include:
  - soap and other detergents
  - toilet preparation
  - agricultural chemicals
  - mineral wool
  - electronic connectors
- downtown revitalization. Cheyenne's downtown fills a unique role within the larger community. It communicates the image and heritage of Cheyenne. The area has an opportunity to hold on to its historic function as the business, government and financial center of the city. Specialty retail shops and restaurants would complement those uses.
- tourism. Cheyenne's tourism market centers on Frontier Days. The reputation and quality of this event needs to be maintained. As a convenient stopping off point for pass-through visitors, Cheyenne also has an opportunity to capture part of this market. Marketing, special events and attractions are needed to build this tourism segment.
- agriculture. The prospects for improvement in the agricultural sector rest with national and international market conditions. Locally, certain interim strategies are possible to ease the hardship on ranchers and farmers. Training seminars, marketing programs and supplementary income generators are options.

With development potential analyzed and identified, an implementation plan, outlining organizational and financial responsibilities, can be structured.

#### Economic Development Objectives and Organizational Roles

Based on results of economic analyses, interviews, and input from the community workshop, certain economic objectives have been identified:

- Industry Attraction
- Business Retention and Expansion
- Business Development
- Tourism Promotion
- Downtown Revitalization

Several steps can be outlined for accomplishing these objectives and in fact, many of the organizations involved in economic development in Cheyenne have put forth specific strategies. For example, IDAC-LC commissioned a marketing plan from Fantus which presents the elements which should be pursued to successfully attract and maintain businesses. Likewise, the DDA through its involvement in the Main Street project also has an active agenda for restoring the vitality of the downtown. It is not the purpose of this economic development strategy to duplicate or critique those initiatives. Rather the intent is to step back and analyze whether all the efforts are working together effectively and efficiently.

Three central themes also emerged within the context of these defined strategies. The desire for building community spirit and support for economic development, the need for encouraging leadership and the necessity of strengthening coordination are common to each aspect of the strategy. To address these issues, the organizational, financial and political structure of Cheyenne and its organizations which influence economic development were examined individually and as a single entity. Recommendations are proposed which consider organizational structures and financial resources available for economic development initiatives.

Organizational recommendations are outlined in subsequent tables. Principal economic development objectives and primary, secondary and support responsibilities are also delineated. This strategy plan is structured to provide concise recommendations in an easily understandable framework. The format allows quick identification of actions and easy recognition of suggested roles or responsibilities. It is intended to be an interactive document; actions should be updated as conditions change over time. Actions suggested are not infinite but illustrate the basic issues which deserve attention.

The economic development strategy suggests adopting a fresh approach by starting with a new organization to lead economic growth initiatives. This public/private nonprofit corporation, referred to as the new economic development corporation, would replace and expand upon the historic functions of IDAC-LC. The structure of this new organization would ensure consolidation and coordination of efforts between government and the business community.

The new corporation provides a forum for involving community leaders in a meaningful organizational structure with a direct plan of action. Further, this new organization can play a key role in uplifting community attitudes through mounting a successful economic development strategy and publicizing these initiatives.

One of the principal advantages of a new organization is its lack of history. This "fresh start" should engender greater support among certain residents and businesses disaffected about present groups.



Organizational recommendations and responsibilities are also set forth for other groups including the Chamber, City, County, DDA and LCCC. Overall, these modifications suggest a continuation of present responsibilities. In those cases where a particular facet of an organization is not mentioned, it is intended that this aspect remain intact.

Tourism promotion should continue under the Chamber's leadership. The Downtown Development Authority is the most suitable organizational vehicle for revitalizing the downtown. LCCC is a valuable research and technical resource. In addition, public entities function in a support capacity, lending visibility, approval and financial support to the economic development effort.

**ORGANIZATIONAL RECOMMENDATIONS  
NEW ECONOMIC DEVELOPMENT CORPORATION**

A NEW PUBLIC-PRIVATE NONPROFIT CORPORATION IS PROPOSED. MEMBERS OF THE ECONOMIC DEVELOPMENT TASK FORCE AND OTHERS WILL SERVE AS AN INTERIM STEERING COMMITTEE TO REFINE PROPOSED RECOMMENDATIONS AND WRITE BY-LAWS.

**Form a Private Nonprofit Corporation to Lead Economic Development Efforts in the Areas of Industry Attraction, Business Development and Business Retention**

- This organization would involve public and private sector interests to promote a cooperative and communicative environment for economic development. Board members should include the mayor and/or other city representatives, a county commissioner or appointee, Chamber president, executive director or appointee, a representative of LCCC and business leaders at large. The Board, or executive committee, would be responsible for hiring the organization's executive director and other professional staff. Voting structure, board composition and size will be determined by the steering committee.

**Centralize Economic Development Functions of New Corporation in Chamber Office**

- This new organization needs a visible association with Cheyenne's business community. Integration with the Chamber office could satisfy the need for a one-stop contact point for a prospective client; functions of the economic development corporation should largely remain distinct from other Chamber activities although shared support services are possible.

**Adopt Public-Private Funding Structure**

- A multi-funding structure is essential for this public-private partnership approach; the City, County, Chamber and business community should fund the organization. Stated goals might be set for each component, for example 50 percent public/50 percent business support.

**Emphasize Private Contributions Through Structuring a Fund Raising System to Require Substantial Membership Fees on a Sustained Basis**

- The private sector needs to contribute more than in the past. Membership fees on an annual basis could be calculated according to a sliding scale on the basis of employees, sales, etc. A line of credit or rollover dues for an unlimited period is suggested to minimize using resources for an annual fund raising drive. Potentially large investors should be targeted first although all businesses should be approached. To avoid overburdening businesses with too many requests, funding drives might be coordinated with other groups such as the Chamber or DDA.

**Develop an Adequate Budget to Accomplish Program**

- The new corporation needs a budget large enough to adequately fund an aggressive marketing program and support experienced, qualified professional staff. If the community is serious about economic development, sufficient resources are required to initiate an effective program. One such alternative might include dedication of a portion of the City's optional one percent sales tax to fund economic development.

**ORGANIZATIONAL RECOMMENDATIONS  
NEW ECONOMIC DEVELOPMENT CORPORATION (CONTINUED)**

**Support Adequate Staff to Implement Marketing Program and Administer Organization**

- Economic development is highly competitive and skilled professionals command considerable salaries. A professional with demonstrated experience in marketing programs, development strategies and financial expertise is needed to lead this effort. Resources are also needed to hire adequate support staff. A professional assistant director for marketing and public relations might also be required.

**Define Role of Volunteer Resource Teams to Function in an Advisory Capacity**

- This new corporation should avoid heavy reliance on volunteer assistance. While volunteers are competent and offer valuable expertise, it is difficult to accomplish tasks within a framework which depends on volunteer implementation. Resource teams prove more effective if they act in an advisory capacity outlining policy options. The executive director should implement these policies.

**Define Role of Executive Director to Assume the Lead Responsibility in Program and Policy Implementation**

- The job description of the executive director should vest implementation decisions with the executive director. It should call for a professional with the skills and experience needed to implement an industrial development program.

**Create Marketable Name for the Proposed Organization**

- The organization will benefit from a marketable, image conscious name which is easy to remember, and communicates the vitality of Cheyenne.

**Meet Regularly with Other Economic Development Organizations; Identify Areas for Joint Support**

- The new economic development entity is also charged with keeping the community and other groups informed. Regular meetings with the DDA, the Chamber and its tourism board, and Wyoming EDS board are needed to exchange ideas and information and explore opportunities for mutual support. Since the new corporation will already involve many of the relevant groups (Chamber, City, County, LCCC, etc.), it is likely the best organization to host these economic information gatherings. These periodic joint meetings would eliminate the need for the mayor's economic development information group.

**Build Community Spirit and Support**

- The organization should take the initiative in undertaking a promotional campaign to reinforce community pride in conjunction with its marketing and retention programs. This group, with assistance from Chamber and DDA, might exchange ideas for news features and alternate in the preparation of press releases, etc. so the media receives a regular series of meaningful public relations pieces.

**ORGANIZATIONAL RECOMMENDATIONS  
GREATER CHEYENNE CHAMBER OF COMMERCE (GCCC)**

THE GREATER CHEYENNE CHAMBER OF COMMERCE HAS REPRESENTED THE BUSINESS COMMUNITY IN THE AREA SINCE 1907.

**Consolidate Economic Development Functions Within the New Economic Development Corporation**

- Chamber will be represented on the organization's board and share support services and office space with this new entity.

**Financially Support the New Economic Development Corporation Avoid Duplication of Functions**

- The Chamber can best promote industrial development in Cheyenne through support of the new organization. Financial support is particularly important.
- In areas of potential overlap including business retention or fund raising efforts, the Chamber should combine resources with the new corporation, rather than individually approaching an issue.

**Concentrate Energy and Resources on Tourism Promotion**

- The Chamber should direct tourism promotion in Cheyenne-Laramie County through development and implementation of a marketing plan. If the lodging tax is passed, consideration should be given to forming a more autonomous convention and visitors bureau patterned after the Frontier Days Committee.
- Separate tourism functions from other Chamber activities.

**Lead Lobbying Efforts Toward Winning the State Museum; Passage of the Accommodation Tax and Other Issues**

- The Chamber has a vital function to perform in building community awareness and marshalling support for important economic development legislation. The state museum and accommodations tax would go far toward advancing tourism in Cheyenne.

**Empower Public Relations Director to Implement Marketing Plan and Coordinate Convention and Trade Show Functions**

- The current position within the Chamber, for the most part, satisfies the need for Tourism promotion; efforts should be led by a professional under general guidance of the Chamber committee. As full implementation of a marketing plan is time consuming, it might prove difficult for this position to function both as a tourism development coordinator and public relations officer and administrative support for the Chamber.

**Continue Support to Other Organizations as Needed**

- The Chamber's relationships with the DDA, City, County, LCCC, and other organizations should be maintained and reinforced.

**ORGANIZATIONAL RECOMMENDATIONS  
CITY OF CHEYENNE**

---

**THE CITY OF CHEYENNE COORDINATES ITS INVOLVEMENT IN ECONOMIC DEVELOPMENT PREDOMINANTLY THROUGH THE MAYOR'S OFFICE.**

**Support Economic Development Initiatives**

- The City should demonstrate its commitment to economic development through political and financial support of economic development organizations, including the proposed organization, DDA, etc.

**Development Process Must Be Improved and Streamlined**

- The City should take the lead in forming a study group comprised of city technical staff and representatives of the new economic development corporation, the Chamber, builders association, Cheyenne Board of Public Utilities and others to take a thoughtful look at development issues in Cheyenne; out of this should come a method for streamlining the development process either through (1) designation of an ombudsman to assist developers through the process, (2) technical review committees composed of technical staff to review proposals for compliance, or (3) other techniques that improve the process. This would eliminate the need for such committees which currently exist in the Chamber. A "how to" brochure on the permitting and approval process could also prove helpful.

**Maintain and Strengthen Relations With Other Levels of Government**

- The City has an important role to play in keeping abreast of developments in the county, state and federal governments. The importance of the state and federal government to the local economy should not be taken for granted. For instance, if the state is proposing a new office building, the City, through the mayor's office, should work with the Chamber to get the facility located in Cheyenne.

**ORGANIZATIONAL RECOMMENDATIONS  
LARAMIE COUNTY**

---

LARAMIE COUNTY PARTICIPATES IN ECONOMIC DEVELOPMENT THROUGH FINANCIAL SUPPORT AND THROUGH THE FUNDING OF THE REGIONAL PLANNING OFFICE.

**Support Economic Development Initiatives**

- Increase financial support for the proposed economic development corporation and assist in other ways to create incentives as needed. Political backing for economic development is needed.

**Improve Development Process**

- Work with the City to expedite development review process.
-

**ORGANIZATIONAL RECOMMENDATIONS  
LARAMIE COUNTY COMMUNITY COLLEGE (LCCC)**

---

FORMED IN 1968, LCCC HAS BECOME A TECHNICAL RESOURCE FOR ECONOMIC GROWTH INCLUDING A SPECIFIC BUDGET SET ASIDE FOR ECONOMIC DEVELOPMENT EFFORTS.

**Pursue Business Incubator Development in Conjunction with New Economic Development Corporation**

- LCCC has applied for funding to establish an incubator program on campus. Efforts should continue to be coordinated with the proposed organization in designing this program and identifying participants.

**Maintain CEBA Model and Assist Organizations in Database Requirements**

- This monitoring program should continue to be marketed as a database tool. LCCC can provide support to the new entity, the Chamber and others in need of other specific information.

**Design and Implement Job Training Programs for Prospective Employers**

- Clerical training program should be continued. LCCC should also access JTPA funds as needed to sponsor training programs for employers.

**Provide Technical Expertise to Economic Development Organizations**

- Industry impact assessments could assist new corporation in retention program. Audio-visual resources might also be useful for other organization's marketing programs.

**Sponsor Agricultural Education Programs**

- In cooperation with the Laramie County Agricultural Extension office, explore training options and skill seminars for agriculturalists. Cash management analysis, cottage industry development, marketing tools and other programs are advised.
-

**ORGANIZATIONAL RECOMMENDATIONS  
CHEYENNE DOWNTOWN DEVELOPMENT AUTHORITY (DDA)**

---

THE DDA WAS FORMED IN 1984 TO RESTORE THE ECONOMIC HEALTH AND SOCIAL VITALITY OF DOWNTOWN CHEYENNE.

**Work With Chamber and Other Organizations in Promoting Tourism**

- Restoring the Downtown is a necessary link to enhancing the tourism base of the community. Involvement with the Chamber and others on events such as the trainfest should continue. Further, opportunities to develop brochures and other marketing material should be communicated to the Chamber.

**Participate in Efforts to Share the Economic Development Information**

- DDA programs should be made known to other organizations and government entities involved in economic development. Participation in informational meetings with the new organization is suggested.
-



**DESIGNATION OF RECOMMENDED RESPONSIBILITIES  
FOR ECONOMIC DEVELOPMENT OBJECTIVES**

<b>ECONOMIC DEVELOPMENT OBJECTIVES</b>	<b>PRIMARY RESPONSIBILITY</b>	<b>SECONDARY RESPONSIBILITY</b>	<b>ADDITIONAL SUPPORT</b>
<b>INDUSTRY ATTRACTION</b>	NEW ECONOMIC DEVELOPMENT CORPORATION	CITY, STATE, CHAMBER, COUNTY	LCCC
<b>BUSINESS RETENTION</b>	NEW ECONOMIC DEVELOPMENT CORPORATION	CHAMBER, CITY, COUNTY	STATE, LCCC
<b>BUSINESS FORMATION</b>	NEW ECONOMIC DEVELOPMENT CORPORATION	CITY, CHAMBER, COUNTY	STATE, LCCC
<b>TOURISM PROMOTION</b>	CHAMBER	HOTEL/MOTEL ASSN. STATE, DDA/CDA	CITY, COUNTY
<b>DOWNTOWN REVITALIZATION</b>	DDA/CDA	CHAMBER, CITY	COUNTY, STATE
<b>ECONOMIC DEVELOPMENT COORDINATION &amp; COMMUNICATION</b>	NEW ECONOMIC DEVELOPMENT CORPORATION	CITY, CHAMBER, DDA, ETC.	--
<b>COMMUNITY SUPPORT AND SPIRIT</b>	NEW ECONOMIC DEVELOPMENT CORPORATION	CITY, CHAMBER, DDA, ETC.	--

**ECONOMIC DEVELOPMENT OBJECTIVE: ATTRACT INDUSTRY**  
**Lead Organization: New Economic Development Corporation**

<b>ACTION</b>	<b>SUPPORT</b>	<b>COMMENTS</b>
<b>Implement industrial development marketing plan</b>	Chamber, City and business leaders can aid in site visits and other aspects of this marketing program	Fantus plan outlines elements of marketing program: includes direct mail solicitation, brochure development, visitation, advertising and trade show attendance; new entity should implement program for, at minimum, \$70,000; brochure development can be coordinated with other organizations and also serve as community image piece for general public.
<b>Maintain database</b>	LCCC should maintain CEBA model and help with other database requirements	CEBA model and EDS Board Community Profiles describe general economic indicators; more detailed information, such as wage rates, should be collected and continually updated.
<b>Provide job training services</b>	The proposed corporation can work with LCCC to design job training programs as needed	Programs should be tailored for individual prospects; make use of JTPA funds through LCCC.
<b>Maintain land and building inventory availability</b>	Work with realtors and landowners to obtain information	Prospects need information on size of parcels, services and costs; current information is essential.
<b>Know financial environment</b>	Consult financial institutions, city, state, etc. about availability and conditions of financing	Financing requirements will vary by prospects; general knowledge of financial environment is required. Assistance with financial packaging will be needed to leverage resources.
<b>Coordinate incentive mechanisms with other organizations</b>	Work with City to facilitate development process; keep apprised of state's industrial prospect leads and marketing efforts	Several opportunities might arise where the new corporation requires the expertise of other organizations; it can also provide assistance to these organizations in their efforts, such as lobbying for the lodging tax, or building community spirit through joint public relations campaign

**ECONOMIC DEVELOPMENT OBJECTIVE: RETAIN BUSINESSES AND ENCOURAGE EXPANSION**  
**Lead Organization: New Economic Development Corporation**

ACTION	SUPPORT	COMMENTS
Institute Visitation Program	Chamber might assist in visitation program; work with government, financial institutions, etc. to resolve business problems	Economic development corporation members should visit all employers in area; visitation program should address employer concerns and follow through with immediate action; refer to Fantus marketing plan for specifics of business retention program.
Sponsor business appreciation events	Work with Chamber's public relations staff to encourage media coverage	Host functions to show appreciation of employers; efforts should include entire business community; Chamber should continue business after hours events.
Recognize business achievement	Work with media for public relations features	Prepare press releases on business developments, expansions, new products, etc.
Assess economic impact of employers	LCCC and EDS Board have impact models to calibrate economic benefits of particular industries	Impact assessments can be powerful tools to marshal community support for a business; serves as possible news item.
Coordinate retention programs with other organizations	DDA, State	Inform State, DDA and others of expansion prospects and work together on aiding expansion efforts; work with city on facilitating development process
Encourage residents and businesses to buy locally	Chamber, DDA	Businesses will be more inclined to remain in the area if they perceive local support for their product or services; promotional campaign and shopping directory would aid this "Buy Cheyenne" theme.

**ECONOMIC DEVELOPMENT OBJECTIVE: DEVELOP BUSINESS**  
**Lead Organization: New Economic Development Corporation**

<b>ACTION</b>	<b>SUPPORT</b>	<b>COMMENTS</b>
Assist businesses in business plan development	Financial institutions	A "how to" brochure describing elements of a business plan should be prepared; individual consultation on potential financial sources is another option.
Develop business incubator	LCCC could house and staff an incubator program in conjunction with the new economic development corporation	Assist LCCC in its funding application for a business incubator; approach local businesses for support services; coordinate with resources available through Small Business Administration.
Identify and/or create sources for venture capital funding	Financial institutions; state	Follow developments of new venture capital program in Casper; pool resources of local banks and businesses to reduce risk of investment.
Maintain building services inventory and directory aimed at small business	Chamber of Commerce can assist in identifying business service providers	Entrepreneurs often need basic information on business costs and services; efforts should be in consort with industry attraction policies.
Help entrepreneurs and small businesses expand	Work with City and County to streamline development process	Entrepreneurs often have limited experience in development and benefit from development assistance.

**ECONOMIC DEVELOPMENT OBJECTIVE: PROMOTE TOURISM**  
**Lead Organization: Greater Cheyenne Chamber of Commerce**

<b>ACTION</b>	<b>SUPPORT</b>	<b>COMMENTS</b>
<b>Develop and implement marketing plan</b>	Chamber should coordinate efforts with DDA/CDA	An aggressive marketing plan aimed at the pass-through visitor is needed; it should include design of brochures, billboards, information kiosks, media advertising, etc.; continue to make use of state matching funds for promotion; effective advertising network needs to be established to inform tourist businesses of visitor inquiries; continue familiarization tours.
<b>Support Frontier Days (FD)</b>	Community at large	Continue community involvement in FD; expand marketing efforts to build visitation; establish centralized reservation system.
<b>Expand convention trade</b>	Motel/hotel operators should assist Chamber in conference bidding	Continue attendance at trade shows and bidding activities; develop long term plan for enlarging this market.
<b>Program special events</b>	DDA, Frontier Days Committee and local civic groups should be involved in hosting events	Develop a full agenda of activities for summer months; need extensive advertising; make use of existing facilities including Frontier Park, Civic Center, Downtown lots, etc. Train-fest is good example of coordinated effort and financial sponsorship.
<b>Expand base of attractions (Lobby for state museum)</b>	City, DDA	Most immediate opportunity is new state museum; aggressive lobbying effort and convincing arguments needed to win this facility; entire community should actively demonstrate support for this project.
<b>Seek passage of accommodations sales tax</b>	DDA, Hotel/Motel Assn., City	Other options to explore include railroad museum; Chamber should approach UP Foundation about possible investment.  Passage of this tax would provide funding for aggressive, sophisticated tourism promotion campaign; community needs to realize that local taxpayers do not bear burden of this tax.

**ECONOMIC DEVELOPMENT OBJECTIVE: REVITALIZE DOWNTOWN  
LEAD ORGANIZATION: CHEYENNE DOWNTOWN DEVELOPMENT AUTHORITY**

<b>ACTION</b>	<b>SUPPORT</b>	<b>COMMENTS</b>
<b>Pursue Objectives of Main Street Program.</b>	Cheyenne Downtown Association and the Chamber can assist with marketing efforts.	The downtown revitalization program consists of historic preservation, marketing and economic restructuring; specific actions have been identified. Efforts should ensure that downtown strategies are consistent with other economic development activities.
<b>Implement Public Improvements</b>	Downtown merchants; city, chamber can provide funding for amenities.	Support for a tax increment district to pay for public improvements (streetscape, etc.) or a special assessment district are options.
<b>Attract Investment</b>	Downtown property owners are potential investors in downtown.	Signage and facade improvement programs should continue through revolving loan fund; coordination with City on satisfying development regulations is needed. Development packages should be prepared for targeted infill sites.

## Conclusion

The recommendations set forth address the desire to expand Cheyenne's employment base and create a favorable climate for business investment. Clear delineation of roles and responsibilities among the various economic development organizations will further this goal. A coordinated strategy which makes the most effective and efficient application of resources will yield the potentially highest benefit in terms of job growth and investment.

The requisite for a coordinated and consolidated approach must be acknowledged within the larger context of the community. Volunteerism is recognized as one of the attributes of the community. The extreme example of this trait is Frontier Days where an estimated 2,200 people annually contribute their time and energy to this major event. The proliferation of local committees, task forces and other special interest groups place additional demands upon interested and responsible citizens. Too much reliance of volunteer labor and initiative can often prolong or impede accomplishing a specific task. With only a limited number of people to draw upon, care should be exercised about duplicative programs with consolidation of efforts being a desired approach.

Economic development initiatives have largely targeted the private sector. The magnitude of government in Cheyenne's economy, however, cannot be discounted. This sector accounts for one-third of county employment and 28 percent of its personal income. Strong ties with state and federal legislators and the governor should be cultivated to ensure that open communication channels exist when needed. The Chamber's military task force, for example, performs a valuable function in responding to the needs of the military and the community. Opportunities for maximizing the benefit of state government in the local economy through its employment, purchasing, construction or other decisions should be closely monitored.

The Cheyenne-Laramie County Economic Development Strategy presents straightforward suggestions to improve the economic climate of Cheyenne and Laramie County. The next step is to consider these recommendations and pursue those that are acceptable. The community and its leaders are the only resources which can make economic development a reality.