THE GILLETTE PLAN

2013 COMPREHENSIVE PLAN UPDATE

Technical Notebook

Adopted November 19, 2013

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City-County Joint Future Land Use Plan Workshop Presentation

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Appendix H

Gateway to the Gillette Plan Update

The *Gateway to the Gillette Plan Update* is a 28-page policy guide and community profile for residents, business owners, community institutions, and government officials. It summarizes this plan by presenting the community's vision, key considerations, and implementation strategies.

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Gillette Plan Update | *Acknowledgments*

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Gillette Plan Update | *Introduction*

Purpose

This *Gillette Plan Update*, also referred to as the 2013 *Comprehensive Plan Update*, is written as a concise technical resource that specifies policy, program, and project initiatives to be implemented by elected and appointed officials, City staff, and other community stakeholders. It updates the *Gillette Plan* (2006) through an analysis of key community issues - rather than a complete overhaul of the entire document. These revisions will enable the City to respond to existing conditions and set precedent for new challenges and opportunities. Both the planning process and adopted plan have the end result of:

- Establishing a community-supported vision and guidelines that steer future growth and enhancement of the community;
- Strengthening partnerships between the City, County, and community stakeholders;
- Defining realistic goals and implementation strategies;
- Providing greater predictability for residents, land owners, developers, and potential investors;
- Influencing the regulatory environment to ensure community values and desired outcomes are managed and enforceable;
- Garnering the participation and support of Gillette's stakeholders and leadership; and
- Fulfilling the statutory requirements necessary to establish land use controls (e.g., *Zoning Ordinance* and *Subdivision Regulations*).

This technical notebook provides background context and detailed mapping for technical end users. A 28-page illustrative brochure, *Gateway to the Gillette Plan Update*, serves as a companion resource for citizens and other stakeholders outside the community (see ***Appendix G, Gateway to the Gillette Plan Update***).

Chapter Highlights

- Public Engagement Strategy
- Plan Coordination
- Key Issues
- Community Profile

Figure

Figure 1.1, Plan Organization, Themes, and Guiding Principles

Appendices

Appendix A, Prioritization of Key Issues
Appendix B, Profile of Community Characteristics

Approach

This *Gillette Plan Update* is the result of an 18-month planning process between May 2012 and November 2013. The City partnered with a multidisciplinary team of local and national consultants to facilitate public engagement; determine consensus on community goals and objectives; gather, analyze, and disseminate information; and identify and prioritize implementation initiatives. This process was characterized by frequent check-in points with City staff, appointed and elected officials, and a Citizens Advisory Committee (CAC) to ensure findings and recommendations were politically and economically feasible.

Public Engagement Strategy

Community input was an essential component of fine-tuning and localizing this *Comprehensive Plan Update* strategy. Participation was designed to maximize a

Figure 1.1, Plan Organization, Themes, and Guiding Principles

In 2009, City officials defined a series of vision and mission principles that influence all aspects of City governance. This *Gillette Plan Update* identifies strategies for reinforcing and implementing these policies.

Vision Principle A: Growth City

- Reputation as Friendly and Open
- People and Businesses Investing in the City's Future and Vision
- Retail and Restaurant Growth
- Adequate Quality Housing for All Income Levels with Niche and Lifestyle Housing
- Gillette: Known As and Having a Positive Image to the Region and to the Nation

Vision Principle B: Strong Local Economy

- Opportunities for Businesses to Grow and Expand
- Development of Power Plants - "Shipping Energy" to the Nation
- Development of a Quality Workforce that Supports Current and Future Businesses
- Strong Mining and Minerals Industry
- Energy and Extraction Related and Support Businesses

Vision Principle C: Major Regional Center

- Retail Center Where People Come to Gillette to Shop and Stay
- Medical and Health Services Center for Our Citizens and Serving the Region
- Quality Air Service at a Reasonable Price and At Convenient Times
- Professional and Support Services Center for Businesses and Individuals
- Education Center with a Four-Year College and a Technical Training College

Vision Principle D: Friendly for Families

- People Feel Safe and Secure
- Our Youth Wants to Stay Here or Return to Gillette
- Quality Schools and Educational Programs
- Young Families Attracted to Our Community
- Community Events and Festivals Bringing People Together

Vision Principle E: Active Lifestyle

- Range of Choices: Activities for Your Leisure Time
- Quality Education for Youth and For Lifelong Learning
- Opportunities for a "Healthy" Lifestyle
- Top Quality Facilities for Your Leisure Time

Chapter 2
Land Use and Character

Quality Appearance, Compatibility, and Function
Regional Destination
Protection of Natural Resources

Chapter 3
Infrastructure and Growth Capacity

Transportation, Water, Sanitary Sewer, and Stormwater Management Infrastructure
Parks and Pathways System
Community Facilities

Chapter 4
Housing and Neighborhoods

Strategic Infill and Contiguous Development Patterns
Neighborhood Planning and Revitalization
Diverse and Affordable Housing Choices

Chapter 5
Economic Development

Innovative and Supportive Business Climate
Economic Diversification
Targeted Business and Industrial Parks

Chapter 6
County/City/Town Coordination

Joint Chapter with Campbell County and the Town of Wright

Chapter 7
Implementation

- Expanded Arts and Cultural Opportunities
- Opportunities for Outdoor Activities: Hunting, Fishing, Camping, Hiking, Boating, and Snowmobiling

Vision Principle F: Attractive and Aesthetically Pleasing

- Private Sector Assuming More Responsibility for Improving the Appearance of their Properties
- No Trash or Junk
- Citizens Taking Pride and Being Responsible for Clean Up and Maintaining Appearance
- Removal of Blighted, Unsightly Buildings
- Beautification Using Xeriscape - Natural Landscaping with Low Water Impact

Mission Principle 1: Financially Responsible

- Responsible Spending of the City Revenues with Services Delivered in the Most Cost Effective, Efficient Manner
- Strong Financial Reserves Consistent with City Financial Policy
- Fiscally Conservative and Appropriate Funding Methods on Major Projects
- Defined Priorities for Services Based Upon Community Need
- Reduced Service Duplication Between the City and the County
- Attracting Outside Funding and Resources

Mission Principle 2: Quality Customer-Friendly Services

- City Responsive To and Services Based on Citizen and Community Needs
- City having a Well Trained, Highly Motivated Workforce
- City Employees Providing "Service with PRIDE"
- Timely Resolving of a Citizen's Problem
- City Processes and Regulations Based upon Outcomes

Mission Principle 3: First-Class City Infrastructure and Facilities

- Quality and Reliable Water with Adequate Supply and Quality Delivery System
- Reliable Wastewater Collection and Treatment
- Adequate Funding for Maintaining the City Infrastructure
- Well Designed and Maintained City Facilities, Public Spaces, and Streetscapes
- Efficient, Convenient Traffic Flow with Reasonable Travel Times
- Quality Public Safety Facilities

diversity of stakeholder interests, age groups, tenure, and professional backgrounds to ensure present-day and future stakeholders were equitably represented.

LISTENING SESSIONS

Listening sessions were useful in identifying preliminary issues and opportunities at the beginning of the plan development process. Approximately 40 community stakeholders participated in one of four small group discussions pertaining to:

- ***Economic Development,*** representing the interests of coal and oil companies, bankers, small businesses, and the Campbell County Economic Development Corporation (CCEDC);
- ***Land Development***, representing the interests of real estate agents, consultants, developers, investors, and Planning Commissioners;
- ***Intergovernmental Cooperation***, representing the interests of local and regional partners; and
- ***At-Large Community,*** representing the interests of various business professionals and neighborhoods.

CITIZENS ADVISORY COMMITTEE WORKSHOPS

The 13-member Citizens Advisory Committee (CAC) provided interim feedback at important project milestones. Participants represented a diversity of community interests and areas of professional expertise. The group met eight times in independent and joint workshop settings to participate in visioning, mapping, ranking, and discussion exercises. Topics included land use, infrastructure, growth capacity, housing and neighborhoods, and economic development.

Top 3 Key Issues

- Diversified and Resilient Economy
- Infrastructure Planning
- Education and Training Opportunities

The complete results of the ranking exercise can be found in ***Appendix A, Prioritization of Key Issues***.

JOINT WORKSHOPS

Joint workshops were essential to increasing plan awareness and building consensus among community leaders. On three separate occasions, the City's CAC gathered with different combinations of the City Council, Planning Commission, and County's CAC to help formulate policies, prioritize implementation strategies, and foster intergovernmental collaboration.

Plan Coordination

This *Comprehensive Plan Update* is an overarching policy document that ties in regional, sub-area, functional, and departmental plans to provide a unified vision for the community. The 18-month planning process to develop this plan overlapped with the preparation of the:

- *Gillette Avenue Urban Design Plan;*
- *Stocktrail Neighborhood Plan;*
- *Campbell County Comprehensive Plan*; and
- *Powder River Basin Regional Coal Team Review*.

The intent of intra- and intergovernmental cooperation goes beyond information sharing to include strategic collaboration. This *Gillette Plan Update* was coordinated closely with the development of these other plans to eliminate redundancies and facilitate integrated solutions. Several CAC members and City/County staff played similar advisory roles for the other planning projects, which naturally increased the degree of communication and coordination.

Key Issues

The main objective of this *Gillette Plan Update* is to raise issues and identify recommendations that result in measurable community change. After compiling comments from the initial listening sessions, the Citizens Advisory Committee reviewed and ranked a list of top community issues. These fundamental questions provided a framework for developing the plan:

- ***Streamlined Development Review.*** How can the City facilitate interdepartmental coordination and joint review with other jurisdictions and agencies to alleviate delays in the land development process, as well as ensuring consistent County requirements that comply with City development standards upon annexation?
- ***Updated Development Standards.*** How can the City update and amend zoning, subdivision, and landscaping regulations that may hinder good and innovative development (e.g., exclusion of development types, road and pathway standards, parking, on-site/off-site residential storage, and water conservation, among others)?
- ***Infrastructure Planning.*** How can local and regional partners strategically plan, coordinate, and cost share infrastructure systems so every public investment complements the anticipated intensity and pattern of projected growth?
- ***Streamlined Infrastructure Policies.*** How can the City streamline its infrastructure policies (e.g., public versus private investments, land dedication, fees, oversizing / widening requirements) to promote consistent and equitable customer service?
- ***Downtown Revitalization.*** How can the community differentiate Downtown from interstate and highway development to maintain its unique qualities, which are characterized by restaurants, coffee shops, specialty retail, offices, mixed-use housing, and civic uses?
- ***Strategic Urban and Rural Infill.*** How can the City promote urban infill in its existing neighborhoods and commercial centers, and rural infill in unincorporated islands scattered throughout the community?
- ***Corridor and Gateway Appearance.*** How can the City improve the appearance of major corridors and entry points into the community through

Comparison Communities

Five energy communities were selected as baseline comparisons for cultural diversification (*Appendix B.4*), population growth (*Appendix B.7*), income (*Appendix B.13*), and education attainment (*Appendix B.17*). Based on historic growth patterns and the prevailing influence of energy in the local economy, the following communities were selected: Farmington, New Mexico; Rifle, Colorado; Midland, Texas; Pinedale, Wyoming; and Rock Springs, Wyoming. Gillette significantly outperformed the other communities with a leading economic strength ranking, median household income, and 10-year compound annual growth rate.

public investments, potential regulatory controls, and Wyoming Department of Transportation coordination?

- ***Diversified and Resilient Economy.*** How can the community improve its quality of life and transportation and utility infrastructure to recruit a greater diversity of businesses that survive the inevitable boom-and-bust cycle of local, regional, and national trends?
- ***Regional Influence.*** How can the City increase its regional and statewide sphere of influence through marketing, event programming, advocacy, and intergovernmental coordination?
- ***Small Business Support.*** How can the community support small businesses through affordable development practices, programming, funding, and consumer spending in order to cultivate a spirit of entrepreneurship among existing residents?
- ***Mid-Level Affordable Housing.*** How can the City encourage development of mid-level affordable homes ($200,000 range) to accommodate the increasing number of young professionals in their 20s and 30s in the workforce?
- ***Education and Training Opportunities.*** How can the community support Gillette College in developing a larger and more advanced program that meets or exceeds the level of technical specialization, caliber of instruction, and volume of graduates needed by local industries?
- ***Medical Services.*** How can private and public partners help to increase the number of local medical practitioners to fully absorb the healthcare leakage currently directed toward Casper, Rapid City, and Billings?
- ***Meeting Community Needs.*** How can the community improve Gillette's quality of life (e.g., entertainment, retail, recreation, and cultural arts) to meet the needs of young professionals, families, and retirees?
- ***Park System.*** How can the City re-shift its focus from a collection of small, individual parks to a consolidated and implementable park and trail system with greater focus on community and regional facilities?
- ***Communication.*** How can government and non-profit entities improve communication of community events, programs, and opportunities?

Community Profile

The community profile establishes the background context for Gillette's growth strategy and outlook. These characteristics pertain to demographic and socioeconomic trends; changes in the economy and workforce; commercial and residential development activity; and City revenue, expenditures, and staffing. Detailed tables and charts are referenced in ***Appendix B, Profile of Community Characteristics***. Although this summary is only a snapshot in time, it validates many of the community's perceptions and provides insights to the key issues.

Land Use

Chapter 2 assesses the community's long-range development outlook. Land use policy manages future growth while protecting the quality and character of existing and new development. Data was used to inform the type and patterns of development.

TRENDS

- ***Rural Growth Patterns.*** Unincorporated land in Campbell County experienced robust commercial growth between 1990 and 2011, indicating the City of Gillette will be presented with a number of strategic annexation decisions over the next 30 years. The number of commercial buildings increased by 232.5 percent, growing from 246 total commercial buildings prior to 1990 to 572 total commercial buildings in 2011. See ***Appendix B.1, Rural Growth Patterns.***

Gillette is ranked the 12th highest U.S. micropolitan statistical area (of 576 MSAs) for economic strength. The City has been ranked in the top 12 since 2008.

- Policom Economic Strength Rankings (2008-2013)

- ***Increases in Young Professionals and Families.*** The percent change of young professionals and families (25- to 39-year-old age cohorts) reversed from a decline in population between 1990 and 2000 to an increase in population between 2000 and 2010. While this shift is directly related to employment opportunities, the City must focus on improving its quality of life (e.g., housing, entertainment, retail) for young professionals in order to retain this growing sector. See ***Appendix B.2, Increases in Young Professionals and Families.***
- ***Retention of Retirees.*** Over the last 20 years, the biggest population growth has been among adults in their 50s. As these residents mature, the City will need to proactively adapt its housing and transportation strategy to accommodate fixed incomes, limited mobility, preferences for smaller homes, and new forms of recreation and leisure. See ***Appendix B.3, Retention of Retirees.***
- ***Increases in Cultural Diversification.*** Similar to state and national trends, the City's racial composition is becoming increasingly diversified, indicating a shift in cultural and workforce patterns. The percent of Hispanic population increased from 3.9 percent to 9.5 percent between 2000 and 2010. While Gillette's percentage of Hispanics slightly exceeded the State of Wyoming, the ratio is lower than most comparable communities. See ***Appendix B.4, Increases in Cultural Diversification.***
- ***Recession Decreases in Commercial Development Activity.*** Commercial development slowed down with the national recession, which was evidenced by the drop in the valuation of commercial permits by 80.2 percent between 2008 and 2010. However, there was a visible increase in the valuation and number of permits from 2011 to 2012, indicating a potential turnaround for the upcoming years. See ***Appendix B.5, Recession Decreases in Commercial Development Activity.***
- ***Consolidation of City Departments.*** Over the last decade, rapid growth and development led to the consolidation of building, engineering, and planning operations under one City department. This reorganization has helped to improve customer service and cooperation. See ***Appendix B.6, Increases in Community Development Staff.***

Infrastructure and Growth Capacity

Chapter 3 assesses the community's ability to plan for immediate growth (i.e., annexation) and incremental growth (i.e., natural population increases) with respect to public facilities, utility infrastructure, transportation systems, public safety, and parks. Data was used to quantify demand increases on public facilities and services, and to quantify municipal services that will be required to support new development.

Trends

- ***Fast-Paced Growth.*** As a mineral community, the City anticipates a rapid pace of development that is consistent with historic growth rates and correlates with the production forecasts of coal mines. Between 2000 and 2010, the City grew at an aggressive rate of 4.0 percent compound annual growth, increasing from 19,646 to 29,087 residents. Gillette outpaced comparable mineral communities, growing almost twice as fast as Rock Springs and 0.3 annual percent faster than Pinedale. Between 2012 and 2040, the City anticipates the addition of approximately 20,000 residents (further explained in *Chapter 3, Infrastructure and Growth Capacity*. See ***Appendix B.7, Fast-Paced Growth,*** for a compilation of sources.
- ***Increases in City Government Capacity.*** The City's revenue, staffing, expenditures, and capital outlay dramatically increased between 2003 and 2011. These increases are partly attributed to the City's rapid population growth and overall development

activity during this timeframe. See ***Appendix B.8, Increases in Government Capacity.***

- Capital outlay increased from $29,132 in 2003 to $14,905,438 in 2011.
- Utility staffing increased by 11.5 percent, rising from 31 full-time employees in 2003 to 46 full-time employees in 2011.
- Police expenditures increased by 83.7 percent, rising from $5,084,150 in 2003 to $9,339,427 in 2011.
- Intergovernmental revenue streams increased by 256 percent, rising from $1,642,598 in 2003 to $5,842,933 in 2011.

Housing and Neighborhoods

Chapter 4 evaluates housing in terms of infill and neighborhood planning. Another key consideration is the availability of diverse and affordable housing choices that meet the high-quality standards of the community. Similar to the land use chapter, data was used to inform patterns of development.

TRENDS

- ***Recession Decreases in Residential Construction Activity.*** The national recession resulted in a major slowdown of development activity that has only recently indicated signs of improvement. The number of housing units in development review significantly dropped by 70.1 percent, decreasing from 2,566 applications in 2008 to 766 applications in 2011. On a parallel course, the number of new housing units in the City and unincorporated County spiked in 2007, but has steadily declined since then. See ***Appendix B.9, Recession Decreases in Residential Construction.***
- ***Increases in Valuation of Renovations.*** While residents have been less active in buying new homes, there has been an 143.8 percent increase in the valuation of home improvements (e.g., additions, alterations, and renovations) between 2007 and 2011. However, the number of permits peaked in 2009, indicating recent improvements have been significant upgrades rather than minor luxury improvements. See ***Appendix B.10, Increases in Valuation of Renovations.***
- ***Increases in Rental Vacancy Rates.*** The vacancy rate for apartments has steadily climbed over a four-year period from 0.1 percent in 2008 to 7.5 percent in 2012. The vacancy rate for manufactured and mobile home parks also increased from 4.9 percent to 7.9 percent in the same period. In part, this can be attributed to the higher volume and monthly rental rates of each unit. Campbell County has the third highest house rental rate and the fourth highest apartment rental rate in the State of Wyoming. See ***Appendix B.11, Increases in Rental Vacancy Rates.***
- ***Increases in Home Values.*** The City's median home values grew by 93.9 percent between 2000 and 2010, while the median household income only grew by 56.0 percent. This disparity between expenditure and income indicates a greater need for more affordable homes, which may come in the form of smaller lots, less premium amenities, or alternative housing types (e.g., townhomes). While Gillette still has the highest median household incomes in relation to other energy communities, its percent increase between 2000 and 2010 was only average. See ***Appendix B.12, Increases in Home Values*** and ***Appendix B.13, High Median Household Income.***

Economic Development

Chapter 5 strategizes ways to support, retain, and recruit businesses; diversify the employment base in line with emerging markets; and educate and train the community's workforce to meet current and future labor needs. Data was used to assess competitive advantages, retention and recruitment strategies, regional well-being, and fiscal health.

TRENDS

- ***National Leader in Economic Strength.*** Gillette is the 12th highest ranked U.S. micropolitan statistical area (of 576 MSAs) for having rapid, consistent growth for an extended period of time. See ***Appendix B.14, National Leader in Economic Strength***.
- ***Increases in Tax Revenue.*** The City has increased tax revenue by 238 percent over the last eight years, receiving $33.5 million more revenue in 2011 than in 2003. The majority of this increase is from sales and use tax, which increased 292 percent over the same period. See ***Appendix B.15, Increases in Tax Revenue.***
- ***High Cost of Living.*** Campbell County's high quality of life comes at a price, which is reflected in its ranking as the third highest cost of living in the State of Wyoming. Among the 23 Wyoming counties, it is only trailing behind Sublette County (home to Pinedale), and Teton County (home to Jackson). See ***Appendix B.16, High Cost of Living.***
- ***Low Percentage of College Graduates.*** The City of Gillette falls significantly short of state and national averages for college graduates. While several other energy communities follow this trend, cities like Pinedale, Wyoming, and Midland, Texas, perform much more strongly in this area. See ***Appendix B.17, Low Percentage of College Graduates.***
- ***Leading Mining Industry.*** Mining continues to lead as the top employment sector when combined with agriculture, forestry, and fishing and hunting. In Gillette, this general industry sector was number one in 2000 at 18.9 percent and in 2010 at 20.0 percent. See ***Appendix B.18, Leading Mining Industry.***
- ***Fast-Paced Service Sector Growth.*** The number of educational, health, and social services jobs increased from 1,929 in 2000 to 2,940 in 2010. See ***Appendix B.19, Fast-Paced Service Growth.*** However, the City is still leaking healthcare clients to Casper, Rapid City, and Billings according to anecdotal accounts.

County/City/Town Coordination

Chapter 6 identifies strategies that the County, City, and Town of Wright can work together to promote cost-efficient and coordinated governance across jurisdictional boundaries. This chapter takes into account all of the trends previously mentioned.

2

Gillette Plan Update | *Land Use*

Introduction

The City of Gillette's development pattern and pace of growth is a reflection of market forces, availability of infrastructure, and land use policies. Since the 2006 *Comprehensive Plan* - the market has prevailed over other influences - resulting in cyclical construction trends. While the national recession impacted nearly every American community during this period, Gillette residents want to hedge against future vulnerabilities with implementation strategies that promote economic diversification, high-quality and efficient infrastructure, and workforce training.

This chapter establishes a general foundation for the City's development policy over the next 10 to 20 years, while subsequent chapters address these priority issues in specific detail. Equally important to the analysis of recent development trends is the identification of future residential, commercial, industrial, and civic opportunities that will stimulate Gillette's local economy and elevate its quality of life. These recommendations come in the form of methods for implementation, as well as an updated *Future Land Use Plan* and *City-County Joint Future Land Use Plan,* that specify the intended use, character, and function of developed and undeveloped land.

Chapter Highlights

- Future Development Patterns
- Quality Appearance, Compatibility, and Function
- Regional Destination
- Protection of Natural Resources

Maps

Map 2.1, Future Land Use Plan

Map 2.2, City-County Joint Future Land Use Plan

Figure

Figure 2.1, Future Land Use Plan vs. Zoning Map

Handout

Development Influences

Appendices

Appendix C.1, Residential Opportunity Areas

Appendix C.2, Commercial and Mixed-Use Opportunity Areas

Appendix C.3, Industrial Opportunity Areas

Why is Land Use Important?

Traditional land use and Euclidean zoning classifications define how land is used (e.g., residential, commercial, or industrial), with the intent of separating and buffering conflicting uses. Modern-day planners acknowledge the positive impacts of well-executed, "mixed-use" districts in order to promote walkability, fund efficient infrastructure, and create destinations such as Downtown, RC Ranch mixed-use village, and the Highway 59 commercial corridor. These use designations, whether single or mixed, are only effective if part of a coordinated system that establishes: a long-range, community-supported vision (e.g., *Future Land Use Plan*); regulations for protecting that vision (e.g., *Zoning Ordinance*); administrative processes for upholding the regulations (e.g., development review); and publicly funded projects to facilitate private investment (e.g., *Capital Improvement Plan*). If all the planning, regulatory, administrative, and funding pieces are in place, the benefits to effective land use planning include:

- Planned development by right and streamlined review processes;
- Investor assurance as to the compatibility, quality, and function of adjacent development;

- Ability to plan for infrastructure improvements and other public investments;
- Design flexibility to protect natural resources and valued open space; and
- Buffering that is commensurate with the level of impact on adjacent and abutting properties.

In developing a comprehensive and strategic land use approach, the community must take into account all the different variables that influence land use decisions. The handout, ***Development Influences,*** identifies leading stakeholders and describes the role of policies, regulations, infrastructure investments, and market forces that are involved in the process.

How does this Chapter Relate?

Land use is an all-encompassing aspect of municipal governance, extending beyond the Development Services Department into the realms of the Public Works (parks, streets) and Utilities (water, sanitary sewer) Departments. These crossover and interdependent relationships require coordinated policies and administrative processes to ensure efficient staffing and capital expenditures. ***This chapter uses a fairly broad brush to depict the influences and strategies for developing land, while subsequent chapters address each sub-area in more detail:***

CHAPTER 3, INFRASTRUCTURE AND GROWTH CAPACITY

- Provision of transportation, water, sanitary sewer, and stormwater management infrastructure
- *Proposed Future Transportation Network*
- Community facilities and amenities
- Parks and pathways planning

CHAPTER 4, HOUSING AND NEIGHBORHOODS

- Neighborhood identity, planning, and revitalization
- Housing affordability
- Diverse, life-cycle housing options
- Strategic infill and rehabilitation
- Coordinated investments (e.g., schools, parks, and trails)

CHAPTER 5, ECONOMIC DEVELOPMENT

- Economic diversification
- Industry recruitment, retention, and expansion
- Workforce training and development
- Gillette College and University of Wyoming influences
- Small business support
- Targeted business and industrial park planning
- Availability of infrastructure

CHAPTER 6, COUNTY/CITY/TOWN COORDINATION

- Coordinated development and infrastructure policies across jurisdictional boundaries
- Joint review processes
- Recently completed or ongoing County/City/Town collaborative projects

Future Development Patterns

Future land use and character planning gives shape and form to the community's long-range vision, equipping City staff and officials with proactive tools for influencing public and private development. Common pitfalls, which often lead to costly infrastructure upgrades or permanent impediments to growth, can be avoided with interdepartmental and interjurisdictional coordination. In this chapter, two types of maps were developed to step community stakeholders through the decision-making process.

The first step in the plan development process involved an analysis of opportunity areas for residential, commercial, industrial, and mixed-uses. City staff

and the consultant team partnered with the Citizens Advisory Committee (CAC), Campbell County, and Campbell County Economic Development Corporation to develop three conceptual diagrams, as seen in ***Appendix C, Opportunity Areas***. These maps delineated generalized areas for infill and redevelopment, as well as new growth areas that are further described in *Chapter 3, Infrastructure and Growth Capacity*. While jurisdictional boundaries, availability of infrastructure, and ownership constraints were considered in the creation of these maps, the purpose of the exercise was to depict the community's general vision.

The next step in the process involved a translation of these diagrams into ***Map 2.1, Future Land Use Plan***. This map shall serve as the City's planning blueprint to guide future development and influence land development regulations. If continually reviewed and updated, the *Future Land Use Plan* will adapt to market trends while preserving high-quality development character and promoting unified growth patterns. Although this map was evaluated with a finer level of detail than the opportunity areas maps, it still functions as a long-range planning tool. Property owners and City officials still must consider site-specific implications through development planning and review. The *Future Land Use Plan* is one of the most far-reaching policy tools at the City's disposal, influencing:

- Land development ordinances;
- Annexation and Joint Planning Area expansion;
- Development agreements;
- Infrastructure and community facility planning;
- Parks and recreation planning; and
- Economic development strategy.

In addition to the *Future Land Use Plan*, the City's CAC partnered with the County's CAC to form ***Map 2.2, City-County Joint Future Land Use Plan***. It was adopted by both the City Council and County Commissioners to facilitate coordinated and predictable development patterns across jurisdictional boundaries, as described in more detail on page 23. The plan depicts future land use patterns in the Joint Planning Area, a one-mile radius extending from the City limits into the County's

Table 2.1, Land Use Classifications

Rural	***Rural*** classifications include agricultural and rural uses warranting protection from premature suburban development or are lands being held for future development. This type of use includes scattered rural homesteads that are independent of subdivisions.
Rural Residential	***Rural Residential*** classifications include single-family residential lots that are one acre or larger. This development type is typically located in a semi-rural subdivision at the periphery of urbanization.
Suburban Residential	***Suburban Residential*** classifications include single-family residential lots in subdivisions often located near natural or man-made amenities (e.g., water features, scenic vistas, golf courses, greenways). The overall design and lot configuration typically aims to preserve the character of the region's topography and vegetation.
Neighborhood Single-Family and Two-Family Residential	***Neighborhood Single-Family and Two-Family Residential*** classifications include single-family detached or attached homes, townhomes, or patio homes. This development type is characterized by less openness and separation between dwellings relative to Suburban Residential areas.

Table 2.1, Land Use Classifications (cont.)

Multifamily	***Multifamily*** classifications include apartment complexes, senior living facilities, and other higher-density housing types. Single- and two-family residential may also be included in a multifamily area. These developments are generally located along arterials or as transitional uses between commercial and lower-density residential areas. Multifamily developments may include limited office and retail components within master planned projects.
Manufactured and Mobile Homes	***Manufactured and Mobile Homes*** classifications are located in planned manufactured/mobile home parks or in planned subdivisions. This development type is typically placed along collectors and arterials.
Neighborhood Commercial	***Neighborhood Commercial*** classifications include low-impact commercial development within or at the edge of appropriate residential settings, such as key intersections or subdivision entrances. This type of use includes residential buildings converted to small-scale office or retail spaces along major corridors.
General Commercial	***General Commercial*** classifications include a broad range of retail, restaurant, entertainment, office, institutional, and service uses. Sites and buildings are relatively large in scale and serve the local and regional trade areas. The location and proximity of General Commercial relative to other classifications should be carefully considered, especially to avoid nuisance impacts on nearby residential areas.
Planned Industrial	***Planned Industrial*** classifications include limited office, light industrial, and heavy industrial uses that are typically characterized by similar signage, landscaping, and design standards. This type of development is usually organized as a business and industrial park with office and storage spaces, distribution centers, and manufacturing plants.
Industrial	***Industrial*** classifications include a variety of light and heavy industrial uses, including those with potentially significant impacts to surrounding properties. Special consideration is given to building placement, buffering, screening, and outdoor activity and storage to optimize compatibility with adjacent land uses.
Institutional	***Institutional*** classifications include places of worship, community organizations, and other civic functions that may require sizable tracts of land.
Public Facilities	***Public Facilities*** classifications include schools, hospitals, and City- and County-owned land or buildings. Certain publicly owned uses, such as public works facilities, are best located within industrial areas.
Parks and Open Spaces	***Parks and Open Spaces*** classifications include City and County parks and recreational facilities and open spaces. Park design, intensity of development, and planned uses/activities should match the character of the surrounding area.
Commercial/ Residential Mixed-Use	***Commercial/Residential Mixed-Use*** classifications include relatively large-scale commercial and residential uses outside of the Central Business District. Residential uses typically include medium- and high-density housing types, such as townhomes and multifamily apartments, that are located on the same site as commercial development. Commercial uses include offices, major retail stores, restaurants, and other retail goods and services.
Urban Mixed-Use	***Urban Mixed-Use*** classifications include medium- and high-density commercial, office, residential, and institutional uses located within and near the Central Business District. Residential development is typically located on the upper floors of mixed-use buildings, or it is developed as multifamily apartments, townhomes, or medium-density single-family homes that are interspersed with other complementary uses in the city's core neighborhoods.
Commercial/ Industrial Mixed-Use	***Commercial/Industrial Mixed-Use*** classifications include uses with lesser environmental or off-site effects relative to other industrial and heavy commercial development types. This classification typically includes general commercial uses that often have some industrial characteristics, such as heavy vehicle repair and services, convenience storage, trade-related commercial, and lumber yards.

Figure 2.1, future Land use Plan vs. Zoning Map

Future Land Use Plan

PURPOSE

- Outlook for the future use of land and the character of development in the community
- Macro level - ***generalized development patterns***

USE

- Guidance for the City's *Zoning Map* and related decisions (zone change requests, variance applications, etc.)
- Baseline for monitoring consistency of actions and decisions with this *Comprehensive Plan Update*

INPUTS AND CONSIDERATIONS

- Existing land use in the City
- Elevating area character (urban, suburban, rural) as a core planning focus along with basic land use (residential, commercial, industrial, public)
- The locational aspects of community planning priorities for economic development, housing, infrastructure, parks and recreation, public facilities, etc.

Zoning Map

PURPOSE

- Basis for applying different land use regulations and development standards in different areas of the community ("zones")
- Micro level - ***site-specific focus***

USE

- Regulating development as it is proposed - or as sites are positioned for the future (by the owner or the City) with appropriate zoning

INPUTS AND CONSIDERATIONS

- *Future Land Use Plan* and *City-County Joint Future Land Use Plan* for general guidance
- Protecting existing neighborhoods and uses from incompatible infill or redevelopment, and rural and natural resource areas from urban encroachment
- Zoning decisions which differ substantially from the general development pattern depicted on the *Future Land Use Plan* should indicate the need for some adjustments to the planning map the next time this *Comprehensive Plan Update* is revised

Although the *Future Land Use Plan* is only a guidance document, its present-day role is especially relevant since City staff members are currently reviewing and rewriting the City's *Zoning Ordinance*, including the *Zoning Map*. It is only through the official *Zoning Map* and the ongoing zoning administration process that binding, legally enforceable decisions are made about property uses and compatibility on a case-by-case basis. Adoption of this *Comprehensive Plan Update* (and *Future Land Use Plan*) does not mean that the City's zoning approach or mapping will automatically change. This is partly because there is a timing aspect to zoning, meaning that a *Future Land Use Plan* generally indicates ultimate outcomes while a *Zoning Map* may reflect interim situations or existing, stable land uses that are not expected to change in the near future.

jurisdiction. According to Wyoming Statute 34-12-103, subdivision plats within this area must be jointly approved by Campbell County and City of Gillette officials.

Quality Appearance, Compatibility, and Function

The appearance and function of Gillette is the single most evident glimpse of its economic vitality and civic pride. The initial impression is formed by the quality of development, property maintenance, condition of public facilities and open spaces, and the design of roadways and other public buildings and infrastructure. Gillette's visual appeal reinforces the quality of life for its citizens, as well as the perceptions of those making investment decisions. The City has a window of opportunity to enact policies and standards that influence the quality of its natural and built environments. Without a plan and development standards to accentuate the design of corridors, districts, neighborhoods, and open spaces, there may be a sense of "sameness" in the community with little to distinguish it from other cities. Indeed, the character of new development and redevelopment will contribute to the community's image and may affect Gillette's ability to attract and maintain community investment.

Key Considerations

GATEWAYS AND CORRIDORS

As retail, housing, and offices have emerged in other locations away from Gillette's Central Business District along Gillette Avenue, the community's commercial and industrial corridors have become focal points throughout the community. Based on average daily traffic (ADT) counts, the City's four most prominent gateways are located near the intersections of: Interstate 90 and Highway 59, Highway 59 and Southern Drive, Interstate 90 and Skyline Drive, and Highway 14-16 and Warlow Drive. Secondary areas of consideration include the intersections of all arterials and collectors, especially those located at the periphery of urban development, as highlighted in the *Chapter 5* handout, *Economic Development Context and Availability of Infrastructure*. Residents have expressed concern over the appearance of corridors, particularly because they welcome visitors to the community. Promoting higher quality design in the public and private realms is challenging for two reasons: (1) many of the community's gateways and corridors are fully or partially located outside the City limits, and (2) the City's major entrance points are constantly moving to the outer edge of new development. This trend is seen along south Highway 50, for instance, where the intersection at 4-J used to be a prominent community entrance until the construction of Southern Drive.

COORDINATED AND PREDICTABLE DEVELOPMENT PATTERNS

Future development should occur in a coordinated manner to ensure the overall trajectory of growth is generally consistent across jurisdictional lines. This plan development process resulted in the first-ever joint land use policy in the one-mile Joint Planning Area, as illustrated in *Map 2.5, City-County Joint Future Land Use Plan*. This map will provide greater predictability for land owners and for public officials faced with decisions about the appropriate location, timing, and design of streets, infrastructure, recreation facilities, fire stations, and various other municipal services. It will also serve as a policy guide for infill and annexation decisions, as further described in *Chapter 4*. This degree of City-County coordination, combined with the guidance of a joint land use plan, will ultimately lead to a more attractive investment climate for large-scale investors and homeowners alike.

OPTIMAL CONNECTIVITY

The City consists of a hierarchy of blocks, districts, and neighborhoods. The street system moves residents

from their homes to employment and shopping centers, schools, and places of leisure. Providing adequate connectivity and accommodating multiple modes of travel are essential to the community's overall function. The *Proposed Future Transportation Network*, which is discussed in detail in *Chapter 3*, is the backbone to this system. However, development patterns internal to the arterial and collector network begin to dictate the location of destinations (e.g., schools and parks), points of access, and sidewalk and bicycle alternatives. The majority of the City's older residential areas (e.g., Downtown, Hillcrest, and Stocktrail) are designed on a strict grid system which naturally provides good connectivity within and through neighborhoods. Based on a 2006 *Comprehensive Plan* recommendation, the City recently added a new provision to its *Subdivision Regulations* requiring use of a street connectivity index. The purpose of the index is to promote more continuous and direct routes for automobiles, pedestrians, and bicyclists. The index is also used to help reduce the number of cul-de-sacs. While these street features are often valued by developers and homebuyers for their privacy, they are not cost-efficient to build or maintain.

Recommendations

- ***City-County Joint Future Land Use Plan.*** Use the *City-County Joint Future Land Use Plan* as a vehicle to promote additional partnerships and increased coordination with the County regarding infrastructure planning, development standards, development review processes, annexation, zoning, and long-range planning. Schedule regular coordination meetings to continue momentum established by the City's and County's comprehensive planning efforts. Refer to *Chapter 6, County/City/Town Coordination* for more details.
- ***Strategic Gateway and Corridor Plans.*** Partner with the County and Campbell County Economic Development Corporation to fund strategic gateway and corridor plans along priority corridors and community entrances (e.g., Highway 59 near Southern Industrial Park and Highway 14-16 near Airport Industrial Park, in respective order). Initial considerations should include screening, fencing, and buffering; building materials and facades; location of buildings; landscaping; signage; access management; and maintenance. Potential recommendations may include gateway and corridor design guidelines; ordinance revisions; interjurisdictional agreements; covenants, codes, and regulations for business and industrial parks; new monumentation and signage; and maintenance contracts.
- ***Compatibility of Regulations and Standards.*** As part of the *Zoning Ordinance* rewrite, compare this plan's policies with the City's land development regulations to ensure compatibility. The City's regulations and standards should reinforce the land use policies throughout this *Comprehensive Plan Update*, including flexible accommodation of mixed-use development; optimal street connectivity; provision for multiple transportation modes; water conservation; placement of appropriate destinations within neighborhoods; preservation of open space and natural resources; neighborhood commercial development; clustered senior housing; mixture of housing types; urban housing in Downtown; and targeted business and industrial parks.

Regional Destination

The City's vision statement clearly articulates the community's desire to be a regional growth center for jobs, housing, recreation, entertainment, healthcare, and education. As the fourth largest city in the state, Gillette is physically and economically positioned to serve all the needs of the community plus its surrounding area. As the City adds new amenities, one of its challenges will be to create unique places that do not compete with one another. For instance, the commercial and civic functions of Downtown clearly have a different character and scale than development along south Highway 59. Future public investments should help to define areas of civic importance and celebrate those differences.

Key Considerations

DOWNTOWN REVITALIZATION

Downtown is the City's historic center, housing the Campbell County Courthouse and a number of long-standing cultural, commercial, and civic buildings. As in most city centers across the country, new commercial activity has largely shifted to "big-box" retail outlets and strip malls outside of Downtown, particularly along Highway 59. This transition has occurred over many years and warrants regeneration and repurposing of Downtown. As part of this *Comprehensive Plan Update*, the City commissioned a Downtown study to explore linkages between Gillette Avenue and the surrounding neighborhood. The plan includes physical improvements such as landscape, streetscape, and architectural concepts that complement planned infrastructure improvements (see ***Appendix I, Gillette Avenue Urban Design Plan***). As part of this planning effort, the City is also exploring ways to revise the *Zoning Ordinance* to facilitate redevelopment of vacant and underutilized properties in the immediate surrounding area. Given its central location among the City's well-established neighborhoods and its close proximity to Campbell County Memorial Hospital and the Gillette-Campbell County Airport, Downtown is positioned to accommodate a much wider base of users.

CLUSTERED AND MIXED-USE DEVELOPMENT PATTERNS

The City's *Future Land Use Plan* identifies areas that could accommodate compatible mixed-uses. In most cases, these areas either designate a combination of commercial, residential, and office uses (e.g., Garner Lake) or a combination of commercial and industrial uses (e.g., Southern Industrial Park). Typically, mixed-use developments offer greater tax base diversification, a wider variety of housing choices, and enhanced retail and entertainment amenities for residents and visitors. During public input sessions, Gillette residents vocalized a desire for vertical (ground-floor retail uses and upper-floor residential uses) and horizontal (retail, residential, and office uses located on the same site) mixed-uses, which are both increasingly common in urban areas. Local developers have already incorporated horizontal mixed-uses in planned unit developments like RC Ranch. However, vertical mixed-uses in freestanding, medium-sized communities are difficult to justify financially unless they are concentrated in higher density areas like Downtown. The City's ongoing *Zoning Ordinance* rewrite will include new provisions to increase flexibility and streamline review for accommodating mixed-use development practices.

PRESERVATION OF QUALITY OF LIFE

Quality of life broadly refers to the tangible and intangible characteristics that make Gillette an inviting place to live, work, and play. The community's vision and mission principles highlight the City's pride in its strong "sense of community," family values, active lifestyles, and skilled workforce. This plan aims to protect Gillette's identity by promoting high-quality public and private investments. Quality of life depends on physical planning, which is specifically addressed in this chapter, just as it is influenced by economic and social considerations discussed in later chapters. For instance, the attractiveness of high-paying jobs - an economic development function - is positively or negatively influenced by the availability of high-quality schools, housing, and retail. This overarching theme is later referenced from the perspective of first-class community facilities (*Chapter 3*), parks and recreation amenities (*Chapter 3*), diverse housing options (*Chapter 4)*, high-quality jobs (*Chapter 5*), and an innovative education system (*Chapter 5*).

CAM-PLEX

Cam-Plex stands out among the area's community facilities given its large size, ability to host national events, and degree of intergovernmental coordination between the City, County, and Public Land Board. Since the 2006 *Comprehensive Plan*, a $42 million, 177,000-square-foot event center was added to its 1,100-acre campus. One of Cam-Plex's ongoing challenges is to balance the

needs of residents and visitors. It is intended to function as an economic driver that attracts local, regional, and national tourists. At the same time, it should be available and affordably priced to meet the needs of community organizations and residents.

Recommendations

- ***Re-invest in Downtown.*** The City should enhance Downtown in accordance with recommendations of the *Gillette Avenue Urban Design Plan,* which is part of this *Comprehensive Plan Update*. In addition to street, utility, landscaping, signage, and wayfinding improvements, programming and business support by the newly formed Gillette Main Street program will help to increase the vitality of Downtown.
- ***Flexible Mixed-Use Provisions.*** As part of the *Zoning Ordinance* rewrite, zoning provisions should be updated to streamline and increase flexibility for mixed-use development practices in the areas designated by the City's *Future Land Use Plan*. These districts and intersection nodes are generally located in higher density areas (e.g., Downtown) and intersections with the highest traffic counts (e.g., Highway 59 and Southern Drive).

Protection of Natural Resources

As a freestanding community, Gillette is surrounded by undeveloped land and valuable natural resources. Residents have expressed the need for balance by protecting this rural and natural character, while at the same time, accommodating the highest and best uses of land. The City's *Future Land Use Plan* is an essential tool that reflects the community's 30-year vision for growth and development. At a community scale, it is intended to prevent decisions that could harm rare ecosystems, lead to premature urbanization, or result in unnecessary "leapfrog" growth patterns. At a site planning scale, land development regulations and engineering standards play an important role in promoting best practices by individual developers.

Key Considerations

Increasing Development Pressures

Over the past 10 years, Gillette's pace and pattern of development has led to negative impacts on the environment. All human settlement patterns fundamentally change the composition of watersheds by altering drainage patterns and increasing stormwater runoff. One of the objectives of the *Future Land Use Plan* is to minimize this impact by protecting sensitive natural areas, whether it is to maintain natural drainage, topography, flora, or fauna. Although designers typically avoid these areas anyway due to the higher cost of site preparation, the preservation of natural resources adds value to adjacent development. In Gillette, the steep hills have typically functioned as a natural "growth boundary" to the north, south, and west. Low-density development, however, has cropped up to the east and southeast where the topography is less of a concern. These sprawling growth patterns require much higher up-front, operating, and maintenance costs for water, sewer, and transportation infrastructure.

Water Conservation

Gillette's semi-arid climate and susceptibility to drought increase the importance of water conservation techniques. In 2004, the City Council adopted a first-ever *Landscape Ordinance* with the purpose of creating attractive landscape sites without putting onerous burdens on private developers. The ordinance was updated in 2008 and is currently being reviewed with the ongoing *Zoning Ordinance* rewrite efforts. During this plan development process, citizens expressed interest in exploring new water conservation provisions. These types of improvements range from more advanced xeriscaping methods to exploration of innovative landscape design and stormwater management practices.

Joint-Use Facilities

The City's *Stormwater Master Plan* recommends the construction of regional detention basins as the most cost-effective way to meet drainage standards (*Chapter*

3). The purpose of a constructed basin is to reduce the risk of flooding by temporarily storing water during and immediately after heavy rain events. These facilities are often designed to meet cross-functional objectives such as parks, trails, open spaces, and outdoor education sites. For instance, Burlington Lake serves as a fishing pond and retention facility for stormwater runoff north of the railroad tracks. These facilities can also accommodate other types of passive and active recreational uses such as athletic fields, seasonal wetlands, and bird-watching areas.

Recommendations

- ***Natural Resource Protection.*** As part of the *Zoning Ordinance* rewrite, consider updating the City's regulations to protect Gillette from premature urbanization or damage to sensitive ecosystems. Changes to the ordinance and map should reflect this plan's policies to set aside land within rural and open space designations that warrant natural resource or agricultural protections. The City's regulations and standards should also reinforce this plan's policies to promote compact and contiguous development patterns. This would primarily entail infrastructure extension and connection policies (*Chapter 3*), as well as an intergovernmental strategic annexation plan (*Chapter 4*).
- ***Joint-Use Regional Detention Basins.*** As the City constructs regional detention basins in accordance with the *Stormwater Master Plan*, it should develop complementary parks, trails, and open space amenities that optimize the basin's function (*Chapter 3*). The *Parks and Pathways Master Plan* and any future park planning initiatives should be referenced in this process. The City should consider partnering with the County to fund, operate, and maintain these facilities since detention basins of this scale benefit the entire region. It should also pursue parks and recreation grants, corporate sponsorships, or support from private foundations to help fund some of the capital expenses.
- ***Irrigation Practices.*** As part of the *Zoning Ordinance* rewrite, consider increasing the standards and flexibility of the irrigation and xeriscaping provisions of the *Landscape Ordinance*. This revision should include best management practices for xeriscaping and stormwater management.

3

Gillette Plan Update | *Infrastructure & Growth Capacity*

Introduction

Over the last decade, the City has transitioned to a more proactive posture, resulting in planned and managed development patterns. As Gillette continues to increase in size towards a projected population of 50,000 residents over the next 30 years, it will need to acquire and utilize new planning tools that influence the direction and character of growth. Major strides have already been made toward obtaining a long-term water supply, developing Gillette's transportation network, and completing a new *Stormwater Master Plan*. In anticipation of the next wave of growth, the community should continue to observe policies and make investments that complement the local and regional vision in accordance with the City's and County's comprehensive plans and land development regulations.

The purpose of this chapter is to assess the City's readiness to accommodate new residents and businesses; guide the pattern of land development and redevelopment; and establish the priority and timing of public improvements. While *Chapter 2, Land Use,* focuses on the type and pattern of future development, this chapter addresses growth from the perspectives of planning, sequencing, and provision of utility and transportation infrastructure, parks and pathways, and community facilities. This chapter is divided into four components:

- Gillette's growth context over the next 30 years;
- An assessment of Gillette's core transportation and utility infrastructure;
- An assessment of Gillette's parks and pathways system, including updates to elements of the 2009 *Parks and Pathways Master Plan*; and
- An inventory of community facilities, including new construction and renovation projects since the 2006 *Comprehensive Plan*.

Chapter Highlights

- Implementation of the Gillette Madison Pipeline Project and Regional Water Plan
- City Transportation and Infrastructure Expansion to Guide Growth
- City-County Coordination of Growth Planning
- Parks and Pathways Planning
- New and Renovated Community Facilities

Maps

Map 3.1, Existing Street Classifications
Map 3.2, Proposed 15-Year Transportation Improvement Plan
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Table 3.4, Existing Major Facilities

Appendices

Appendix D.1, Transportation Improvement Plan - City Projects
Appendix D.2, Transportation Improvement Plan - Non-City and Joint Projects and Signal Priority Projects

Growth Context

In 2011, coal production in Campbell County accounted for 52 percent of all tonnage produced in the entire United States. This statistic alone underscores the strong linkage between the dynamics of Gillette's local economy with the nation's and world's energy markets. The City's prosperity over the past 30 years has been largely shaped by U.S. demand for low-sulfur coal produced in the Powder River Basin (PRB) and shipped out by rail, mainly to power plants and industries east of the Rocky Mountains.

This demand was stimulated almost entirely by the Clean Air Act Amendments of 1990, which provided strict air quality protection provisions addressing acid rain and other adverse impacts of sulfur dioxide (SO_2) emissions. This long-anticipated legislative act led to the formation of SO_2 pollutant reduction measures along with a program that mandated, or in many cases incentivized, use of low-sulfur coal. It is extracted almost exclusively in the PRB. As these provisions took effect, older coal-burning facilities throughout the U.S. were enhanced with sulfur removal equipment, converted to low-sulfur coal, or phased out for replacement. At the same time, Campbell County's infrastructure for extracting and shipping low-sulfur PRB coal to eastern and southern states rapidly expanded. This directly enabled Gillette's growth from 17,635 to 29,087 between 1990 and 2010, with more than half of it occurring during the prosperous years between 2003 and 2007.

Long-Range Population Forecasting

Using conventional forecasting techniques to project Gillette's future population is problematic due to the externalities affecting the region's economy. A trend analysis based on past census counts will yield wide variations and spurts of past growth rates. In part, this is due to the City's relatively low population base, which over-amplifies the significance of "percent gain" statistics.

The 2006 *Comprehensive Plan* used more refined techniques that correlated population growth with earlier annual housing survey statistics and assumptions of future housing development. These techniques produced substantially lower growth expectations, which underestimated the 2010 Census figure by nearly 2,000 residents. The growth forecast used in the 2006 *Comprehensive Plan* projected a level of 34,000 by the year 2025, just 5,000 more than the actual 2010 figure. This illustrates Gillette's forecasting challenges.

The 2010 *Gillette Madison Pipeline Project* (*GMPP*) referenced a series of population growth models that had been prepared as a part of the 2009 *Gillette Regional Water System Master Plan* (*GRMP*). The *GRMP* study included a critical evaluation of ten different state, county, and city population studies that had been prepared between 2000 and 2008. This study included, and eventually selected, the use of a GIS-based land use model ("What-If?") developed by David Klosterman, which used Bureau of Land Management population data to produce a year-2038 projection of 56,316 persons for the incorporated and unincorporated portions of the Campbell County water service area. The *GRMP* extrapolated that figure to 57,562 by 2040. The corresponding projection for Gillette's currently incorporated area would be approximately 50,000 residents. This is the recommended reference number to be used in this *Comprehensive Plan Update*.

On the other hand, the "PRB Coal Review, Past and Present and Reasonably Foreseeable Development Activities (ENSR 2005b)," prepared in December of 2005, provides a somewhat lower forecast than Gillette's 2040 projected population. This study included lower- and upper-growth scenario projections of future population of the six PRB counties and their municipalities through 2020 based on assumptions of anticipated labor force needs. An averaging of this study's two growth scenarios accurately predicted Gillette's 2010 population at 29,948

Growth Sensitivities

Nearly all of the previous growth studies give recognition to the economic externalities that affect the growth of communities having natural resource extraction as their economic foundation. Gillette's historic growth spurts can be correlated with external decisions such as railroad location, Interstate 90 routing, and the federal Clean Air Act Amendments of 1990. The "Community Profile" in Campbell County's *Comprehensive Plan* describes some additional "external forces", any one of which could stimulate or impede future rates of growth:

- International events disrupting overseas oil imports, creating greater demand from domestic energy sources;
- Expansion of Asian markets for Powder River Basin coal;
- Recent trends toward warmer winters, which have reduced the demand for heating fuels; and
- Federal and state energy and environmental policies that are less favorable to coal extraction.

and projected that number forward to 32,847 by 2020. Further straight-line extrapolation to 2040 places this number at 38,627 for the City.

Nevertheless, ***the higher 2040 population forecast of 50,000 has been selected for future planning purposes.*** Because the main impetus of regional growth can be attributed to the wide switch over to low-sulfur Wyoming coal, possibly a one-time event, it is important that this and other long-term growth projections are used in a contextual manner.

Transportation and Utility Infrastructure

Each of the following sections describes the infrastructure changes since 2006, current growth capacity of the City's infrastructure, and recommendations for infrastructure projects, plans, and policies. The common thread among the infrastructure recommendations is to communicate and coordinate this *Comprehensive Plan Update* with City leaders, City staff, consultants, and private developers in order to align their projects and efforts toward efficient infrastructure systems.

Transportation

The City has made substantial investments in transportation improvements since 2006 and has completed the 2009 *Transportation Plan Update,* which was prepared by DOWL HKM. The plan updated the 2004 *Transportation Planning Study*. This section includes information from the 2009 update with additional information from activity since 2009.

The primary objectives of the 2009 update were to: review and update the transportation model, evaluate the transportation network scenarios, review transportation standards, and develop a priority list of transportation projects including signal projects.

Recommendations for future transportation improvements were identified as City projects, non-city projects, and signal projects. As outlined in the 2009 *Transportation Plan Update*, a summary of the recommended projects (with an approximate year of completion and the updated status of projects since 2009) are included in ***Appendix D.1 and D.2, Transportation Improvement Plan.***

Gillette's existing street classification system is shown on ***Map 3.1, Existing Street Classifications.*** The proposed 15-year *Transportation Improvement Plan* for City and non-City/joint projects is shown on ***Map 3.2, Proposed 15-Year Transportation Improvement Plan.*** Other transportation recommendations addressed in the 2009 update related to: functional classification terminology, Americans with Disabilities Act (ADA) accessibility standards, truck routes, and consideration of traffic impact fees.

The 2009 update projected the magnitude and timing of growth with input from City staff for use in the transportation model and traffic analysis. As expected, growth since 2009 has not occurred exactly as projected due to various factors including the economy, available land, available infrastructure, market demands, and many others. The City's recent road extensions have attracted development that has influenced the timing and location of growth. Future road extensions will have the same influence.

The 2009 update provides the City with an updated transportation model, recommendations on standards

and policies, and a *Transportation Improvement Plan* to accommodate traffic for a City population of 50,000. The proposed future network from the 2009 update is shown on ***Map 3.3, Proposed Future Transportation Network.***

RECOMMENDATIONS

- The City should continue construction of strategic corridors in a way that encourages development in the direction and of the type indicated by the *Future Land Use Plan* and *City-County Joint Future Land Use Plan*.
- City leaders and City staff should give careful consideration to prioritization and completion of roads that will encourage growth consistent with the priorities, *Future Land Use Plan,* and *City-County Joint Future Land Use Plan* contained within this *Comprehensive Plan Update*.
- The City should continue to complete prioritized projects as recommended in the 2009 *Transportation Plan Update* and adjust priorities as necessary due to changing conditions.
- Future transportation plans should consider and be compatible with the priorities and plans set forth in this *Comprehensive Plan Update*.
- Gillette should continue utilizing its ability to preserve transportation corridors in undeveloped areas to accommodate future transportation network expansion.
- The City should consider policies which provide additional methods for funding collector and arterial roads as they are needed.

Water

Water is a critical component for any community to grow and thrive. Gillette has evaluated and considered several long-term water supply options over the past 10 years as it began to experience a serious water shortage due to substantial growth. The 2006 *Comprehensive Plan* outlined recommendations from the *Water Master Plan* published in December of 2004 and prepared by Wester, Wetstein, and Associates. The water supply source recommended in the plan did not prove to be an adequate long-term water supply. The majority of the 2004 *Water Master Plan* was dismissed.

Since 2006, the City has continued to extend its water distribution system to accommodate growth and will need to continue to do so in the future. The City's existing water system is shown on ***Map 3.4, Existing Water System.***

The City completed the *City of Gillette Long Term Water Supply, Level II Study* prepared by Morrison-Maierle, with Burns and McDonnell as a subconsultant, in August of 2007. The study determined that the Madison Aquifer was the only source that could reliably and economically provide the needed water for the study's 30-year planning period. The total planning population for the year 2037 was approximately 50,000. The study continued to recommend four emergency short-term alternatives until the long-term Madison supply is constructed. The City has completed two of the four recommendations: increased conservation efforts and re-drilling in-town pre-1980 Fort Union wells. The study recommended two alternatives to utilize the Madison water source with the preferred alternative being a new Madison pipeline, pump station, and wellfield.

Through coordination with the City, County, and Wyoming Water Development Commission, it was determined that a regional water approach was: in the best interest of all parties, necessary to garner citizen and funding support, and necessary to protect local Fort Union Aquifer systems. The estimated cost of the Parallel Madison pipeline, pump station, and wellfield is $226 million.

The *Gillette Regional Master Plan Level I Study* was completed in August 2009 and the *Regional System Participant Connections Study* was completed in May 2010, both prepared by HDR. Together, these studies establish the framework for the *Gillette Regional Water Plan*. The identified regional water participants

immediately adjacent to the City are planned to be direct connections to the City's distribution system with individual water accounts. Regional participants further from the City are planned to have regional connection lines extended and a single point of connection with a master meter. The City will be a water wholesaler to master-metered districts.

A Joint Powers Agreement between the City and the County was established in January of 2011 to provide the policy framework for the regional system. A Regional Water Panel will be established with three representatives appointed by the City, three more appointed by the County, and one additional appointed by the Wyoming Water Development Commission. The regional system will be owned and operated by the City, including all water supply facilities, infrastructure, and components up to the master meter. The following water systems are not currently City water customers but are planned to be direct connections: Lemaster Enterprises, Antelope Mobile Home Park, Peoples Improvement and Service District, Stroup Trailer Court - South Douglas Highway Water and Sewer District, Southside Well Improvement and Service District, Mohan Subdivision - South Douglas Highway Water and Sewer District, Interstate Industrial Park, Fox Park Subdivision, Westridge Water Users Association, Heritage Village Water and Sewer District. The *Gillette Regional Water Plan* is shown on ***Map 3.5, Gillette Regional Water Plan.***

With partial funding secured through the State Legislature, Wyoming Water Development Commission, and a County-wide capital facility tax, design of the water transmission project was completed in 2012. Construction of the test wells and pipeline are underway with completion of the *Gillette Madison Pipeline Project* anticipated in 2016. Until the additional water supply is available, the City has placed a moratorium on providing water to new users outside of the City limits except for emergency situations or for fire protection only. New water customers will be considered within the City limits prior to completion of the *Gillette Madison Pipeline Project*. Based on a target peak day flow of 23.1 million gallons per day (MGD) for the new water source and an estimated average daily water demand of 179 gallons per capita per day, the project should be able to supply water to a total estimated population of 57,562 (*Gillette Madison Pipeline Project Technical Memorandum #3*). Gillette's proposed water system is shown on ***Map 3.6, Proposed Water System.***

RECOMMENDATIONS

- The City and its partners should complete the *Gillette Madison Pipeline Project* as expeditiously and cost-effectively as practical.
- The City, along with the County and Wyoming Water Development Commission, should establish regional water system policies that discourage urban sprawl. Rural development should not be prevented; however, the majority of future growth should be encouraged within the City limits and the one-mile Joint Planning Area.
- The City should consider policies which provide additional methods for funding water extensions into desired growth areas within the City limits and future annexation areas.
- The City and community should continue to increase water conservation efforts.
- The City should revise its *Landscape Ordinance* to encourage water conservation with respect to irrigation.

Sanitary Sewer

Since 2006, the City has continued to improve and upgrade its wastewater collection and treatment systems. The most notable project is the $15 million upgrade to the wastewater treatment plant (WWTP) completed in 2007. The WWTP has a capacity of 5.1 MGD which would support a population of approximately 50,000.

With approximately 205 miles of sanitary sewer mains, the City's wastewater collection system is comprised of both gravity and force mains. Since 2006, the City has

added the Fox Park, Butler Spaeth/Boxelder, Bittercreek, and Tech Center lift stations. The collection system was expanded to serve growth areas including the Skyline Drive area, Enzi Drive corridor, and west of Cam-Plex, to name a few. Areas within the City were considered for development in recent years, but these developments did not occur due to the limited availability of sanitary sewer and/or needed lift station upgrades. The City's current sanitary sewer system is shown on ***Map 3.7, Sanitary Sewer Plan.*** Continued collection system improvements will be necessary to accommodate future urban growth. The City is currently designing upgrades to the Collins Heights lift station to accommodate future growth north of Interstate 90 along Garner Lake Road.

RECOMMENDATIONS

- The City should continue working toward a cooperative policy with the County that assures that development within the one-mile Joint Planning Area and other areas near existing City sewer mains are designed according to the City's subdivision development standards.
- The City should develop a *Sanitary Sewer Master Plan* that assesses collection system capacity and necessary improvements to support a community of 50,000. It should include a plan to provide sanitary sewer service to anticipated growth areas that cannot gravity flow into the City's existing collection system to avoid an excessive number of small lift stations.
- The City should consider policies which provide additional methods for funding sanitary sewer extensions into desired growth areas within the City limits and future annexation areas.

Stormwater Management

In 2009, due to the rapid growth of the community and the outdated stormwater plans and policies recommended in the 2006 *Comprehensive Plan*, the City of Gillette completed a *Stormwater Strategic Plan* as the first phase of a two-phase process to develop a *Stormwater Master Plan*. Phase 2, *Stormwater Master Plan*, was completed in 2012 and is scheduled for adoption in early 2013. Both phase 1 and 2 documents were prepared by URS. The *Stormwater Master Plan* is formally known as the *City of Gillette Storm Drainage Design Manual* (SDDM) and is commonly referred to as the *Drainage Criteria*. This section summarizes the plan and its recommendations as presented in the *City of Gillette Storm Drainage Design Manual*. ***Map 3.8, Stormwater Master Plan,*** depicts the *Stormwater Master Plan*.

The *Drainage Criteria* contain design standards to be used for public and private development projects, re-development projects, and City contracted projects. It also contains general pre-construction and construction requirements for stormwater permitting and obtaining approval of *Stormwater Pollution Prevention Plans* for development projects and other public improvements. The *Gillette Storm Drainage Design Manual* will update and supersede the previous *Gillette Storm Drainage Criteria*, as published in the 2009 *Design Standards* (Section 403).

The *Drainage Criteria* apply to all lands within the incorporated areas of the City, as well as other properties outside the City limits where the City has subdivision approval authority unless the property is eligible for an exemption or granted a waiver by the City. The ultimate goals of these *Drainage Criteria* are to protect the public health, safety, and welfare and minimize adverse impacts to the environment.

The *Stormwater Master Plan* describes the study area as the two primary streams within Gillette (Stonepile Creek and Donkey Creek), which originate in the upland plains of central Campbell County. The project area also includes the headwaters of Little Rawhide Creek and Dry Fork Little Powder River, which flow northwesterly toward the Gillette-Campbell County Airport. The topography of the area also includes "playas", which are closed depressions that have no natural outlet.

The *Stormwater Master Plan* estimated the rate and quantity of stormwater runoff along with hydraulic

analysis of existing facilities. The plan identifies numerous areas subject to flooding, inadequate roadway crossing structures, and storm sewer systems with insufficient capacity. Rates and quantities of runoff were also calculated for future, fully developed conditions in accordance with the *Future Land Use Plan* from the 2006 *Comprehensive Plan*. The City and its consultant concluded that regional detention is the most cost effective way to meet all the criteria of the *Stormwater Master Plan*, and that "… even with these new detention facilities, conveyance improvements are required (in certain areas) ... consisting of new open channel sections and new roadway crossing structures." The estimated total construction cost for the recommended plan is $68.5 million.

STORMWATER QUALITY

Certain elements of the plan, described in *Chapter 12* of the *SDDM*, are permanent water quality best management practices (BMPs) that can help improve stormwater quality on City drainageways.

Upon adoption, the City will require all new developments and redevelopments to prepare *Stormwater Pollution Prevention Plans* associated with construction activities. Controlling erosion and sediment discharged from construction sites will go a long way toward helping the City meet stormwater quality goals.

STORMWATER PROGRAM

The City of Gillette does not have a permanent funding mechanism solely dedicated for maintenance and replacement of stormwater infrastructure. Furthermore, the City is facing permitting issues regarding Total Maximum Daily Loadings (TMDL) compliance for Donkey Creek and Fishing Lake, and potentially a municipal separate storm sewer system (MS4) permit under the National Pollutant Discharge Elimination System (NPDES) for improving water quality, without any identified means to pay for them.

The City is anticipated to adopt a comprehensive *Stormwater Ordinance*, which entails implementation of additional stormwater management activities that the City is currently not performing. In addition, the regulation of stormwater discharges and consequent need to implement additional federally mandated stormwater program activities is likely to occur within the next several years.

The City already performs numerous stormwater management activities ranging from daily maintenance to design and construction of capital projects. Regular ongoing tasks include engineering design; review of subdivision and land development plans; inspection of construction projects; maintenance of storm drains and sewers, culverts, detention cells, streams, and channels; drainage complaint response; floodplain mapping; and street sweeping.

RECOMMENDATIONS

As outlined in the *Stormwater Master Plan*, it is recommended that the City and County:

- Take steps to stabilize all major drainageways as the associated watersheds urbanize and aggressively control erosion and sediment transport during construction activities. Also preserve existing natural drainageways as much as possible.
- Initiate a new detailed flood study of Stonepile Creek (for the portion not covered by previous studies) and a detailed study of the reach of Donkey Creek between Butler Spaeth Road and Douglas Highway.
- Continue to enforce floodplain management regulations including regulation of the 100-year floodplain and floodway, and continue to participate in the flood insurance Community Rating System through the Federal Emergency Management Agency (FEMA) and related public education programs.
- Monitor land use changes. Whenever the land use changes result in imperviousness ratios that exceed the projections identified in the *Stormwater Master*

Plan, steps should be taken to further limit increases in stormwater runoff.

- Require all new development, redevelopment, and publicly funded projects to provide stormwater BMPs.

ADDITIONAL RECOMMENDATIONS

- Look for "cross functional" opportunities to combine necessary drainage facilities with open space, park, and trail amenities for the benefit of community residents.
- Continue to monitor the expense of stormwater management activities, especially unfunded federally mandated stormwater programs, and evaluate the adequacy of local funding for these programs.

Summary

The City's core infrastructure systems will not be a limiting factor for ongoing community growth. The City's transportation network, water system, sanitary sewer system, and stormwater system are capable of supporting a future population of approximately 50,000 with normal and customary system improvement, maintenance, and expansion. The City's near-term *Capital Improvement Plan* (currently covering fiscal year 2014 through 2017) is updated annually and available for review on the City's website.

The City should continue to require private development and City infrastructure projects to be consistent with this *Comprehensive Plan Update*. For the plan to achieve the desired level of influence in guiding Gillette's ongoing growth, the City should establish a procedure for regularly communicating and reminding the City's elected and appointed officials and staff of plan policies and priorities that, together, establish a common vision for all decision-makers and departments.

Parks and Pathways System

Park facilities, open space areas, and trails are integral parts of the public infrastructure system and are essential to sustaining a high quality of living for all residents. This section provides a summary of the community's current and future needs for improving Gillette's parks and pathways system.

The City and County maintain a coordinated system of City and County parks, specialized recreational facilities, an extensive system of trails and pathways, and recreational programming for youth and adults. The City's responsibilities focus mainly on the establishment and maintenance of more than 30 parks along with a trail network, while Campbell County maintains the special facilities and provides a wide array of organized recreational activities, fitness programs, and events.

Existing and Planned Facilities

With the community goal of providing "a connected and balanced park system," the City undertook an extensive park planning study, culminating in 2009 with the adoption of its *Parks and Pathways Master Plan*. This report included an in-depth analysis of existing facilities, long-range recommendations for new or rehabilitated parks, conceptual enhancement plans for 14 existing parks, and preparation of a trail and pathway development program. Although this study was prepared six years ago, most of its findings and recommendations are still valid and, with the addition of a few updates, remain appropriate for inclusion in this *Comprehensive Plan Update*.

Developments or changes that have occurred since 2009 include:

- Completion and opening of the Campbell County Recreation Center in 2010, which is located at the intersection of 4-J Road and Shoshone Avenue. This 190,000-square-foot facility includes an indoor swimming pool and tennis courts, water slides, numerous training and gym facilities, a rock climbing wall, field house, and many other recreational and fitness facilities. The waterslide at the previous recreation center in Lasting Legacy Park

has been removed, and the County is considering reuse options for the building.

- The City's adoption of a developer "fee-in-lieu" charge of $350 per new residential unit in 2010. This payment replaced an earlier policy that required parkland dedication in conjunction with new residential subdivisions or development projects, a policy that oftentimes resulted in the City's acquisition of small or poorly sited parcels that were impractical for use and inefficient to maintain as parks. The fee-in-lieu program will provide the City with greater flexibility in implementing future park system improvements. The system allows the City to accumulate funds to expend in accordance with its long-range plans.
- Acquisition, master planning, and design of initial facilities of a 320-acre site located south of Boxelder Road and east of Butler-Spaeth Road. After performing an extensive public master planning effort, the City has now begun initial grading and installation of infrastructure (e.g., sewer, water, and electrical). This park will eventually serve as one of Gillette's premier special use parks and outdoor recreational facilities. Improvement plans call for the eventual installation of:
  - A children/youth baseball complex including 13 Little League fields, four Babe Ruth League fields, eight fast pitch softball fields, and an indoor batting practice facility;
  - 12 full-size soccer fields;
  - A 10,000-seat covered stadium with artificial turf that accommodates a full-size soccer/football field, track and field facilities, and park offices (by the Campbell County School District);
  - A 10,000-square-foot skate park, future Boys and Girls Club building, 2.76-acre BMX bicycle course, and associated concessions facilities;
  - A 1.8-acre dog park with separate areas for small and large dogs;
  - Tubing hill, full-size hockey rink, and toboggan slide;
  - Areas for a playground, picnicking, sand volleyball, and trails connecting to the Donkey Creek Parkway; and
  - » An addition of nine holes to the nearby existing Gillette Golf Club.
- Completion of various park improvements (those indicated with an asterisk * were recommended in the *Parks and Pathways Master Plan*):
  - » Fishing Lake water quality improvements (e.g., dredging, bank stabilization, and reductions in sediment and phosphate runoff loads) at Dalbey Memorial Park (continuation);
  - » Construction of the College Park Pathway* linking College Heights Park with the Donkey Creek Greenway;
  - » Initiation of pathway improvements to McManamen Park;
  - » Playgrounds and fields at the new Hillcrest and Prairie Wind Elementary Schools (by CCSD);
  - » Improvements, such as new shelters and landscape enhancement, to Providence Park, Heritage Village Park,* Northwest Park,* and Lakeland Hills Park;
  - » Engineering design and infrastructure construction for the Donkey Creek Corridor Pathway; and
  - » Bell Knob Golf Course club house replacement (by Campbell County).

In addition to the projects cited above, the City will soon authorize construction of the proposed Ash Meadows Park in the northeastern sector of Gillette. This five-acre, partially irrigated neighborhood park will include a playground, benches, and a basketball court.

The Parks and Beautification Board is also considering the installation of a tot lot at Morningside Park, which is part of the County's Cam-Plex multi-event facility. Alternatively, the board would use the available funds

for upgrades at the nearby Fox Park, as proposed in the *Parks and Pathways Master Plan*.

Adequacy of Existing Facilities

Overall Parkland Area

The City and County collectively own and maintain 44 sites with parks and recreational facilities. The system includes more than 550 acres, of which 413.1 acres belong to the City. This total excludes special use facilities (such as golf courses) and projects under construction. With a current population in Gillette of approximately 30,000 persons, this total developed acreage far exceeds the commonly used National Recreation and Parks Association (NRPA) standard of 10 acres per 1,000 persons. In anticipation of a projected population of 50,000 by the year 2040, Gillette's overall parkland needs to increase by a minimum of 86.9 acres.

The City views the NRPA standards as a minimum, and the *Parks and Pathways Master Plan* bases its recommendations for future development on the goal of maintaining its current level of overall service, upgrading facilities in deficiently served neighborhoods, and accommodating the requirements of future growth areas.

Size and Location of Facilities

Application of NRPA size and location standards provides a further in-depth assessment of the City's park system and potential improvement needs. While gross area requirements, both in aggregate and by type, comfortably meet national standards, two types of potential weaknesses were identified in the *Parks and Pathways Master Plan* that will continue to require attention:

- Many of the City's neighborhood parks, when compared individually to the NRPA's five-acre minimum area criterion, are undersized. Many of these parks are situated in fully built-out areas and will be difficult (or expensive) to expand.
- As shown on ***Map 3.9, Major Park Service Gaps***, several residential areas of Gillette are underserved by conveniently located neighborhood parks, either due to distances greater than half-mile or by the presence of physical barriers that block pedestrian access.

While it might be impractical to meet all the ideal size and locational standards for neighborhoods, particularly in already established areas, there are methods to mitigate these types of deficiencies. These include:

- Enhancement of connectivity to other park facilities through the establishment of on-street and, preferably, off-street trails. For example, the City's recent project to link the undersized College Heights Park to the future Donkey Creek Pathway with a new off-road trail will provide leverage to the park's overall benefit by making supplemental facilities available to park users.
- Careful coordination of specific activity-supporting facilities with complementary facilities sited at nearby small parks and school facilities. For instance, an inadequately sized neighborhood park that is near an elementary school playground might be better used as the site of a picnic area/shelter or tennis courts rather than another playground.
- Greater efficiency in development. Measures such as the establishment of multi-purpose fields and courts, reduced off-street parking, smaller scale playgrounds, and a selection of targeted activities to better fit the local neighborhood's demographics can maximize the recreational opportunities of an undersized or poorly located site.

Recommendations

- ***Parks and Pathways Master Plan Update.*** Update the current *Parks and Pathways Master Plan* to account for new projects and policies that have been implemented; to adjust the assessment of future needs to modified population projections; and to recalibrate specific facility recommendations to

Classification of Parks and Recreation Facilities

A more in-depth analysis of parkland sufficiency can be conducted by applying the accepted standards for the different classifications of facilities: community parks, neighborhood parks, mini-parks, and special facilities. According to the 2009 *Parks and Pathways Master Plan:**

- **Community Parks**, which make up about three-fourths of Gillette's total parkland area, provide nearly 10 acres per 1,000 residents, well above the NRPA standard of five to eight acres per 1,000 persons. These facilities include Dalby, McManamen, and (undeveloped) South Park, along with the athletic fields associated with the junior and senior high schools.
- **Neighborhood Parks** serve as the mainstay of a community's park system. Ideally, to promote walkability, they should be situated throughout the community in order provide complete coverage within a quarter- to half-mile uninterrupted (by railroads, highways, or busy streets) radius of all residential areas. Elementary school sites sometimes serve as neighborhood parks, but they have not been included in this analysis. Larger community parks can also function as neighborhood parks, serving residents of their immediate respective areas. Excluding undeveloped or non-irrigated areas, Gillette's 112.4 acres of improved neighborhood parks account for about 3.7 acres per 1,000 persons - again, exceeding the NRPA standard set at one and two acres per 1,000 persons.
- **Mini-Parks**, normally areas that are one acre or smaller and cover a very small service radius, are usually not considered when analyzing the adequacy of a community's park system. They are generally used for special purposes such as memorials, decorative gardens, or stopgap facilities in heavily built-up areas. Most mini-parks are considered a burden to a community's park system, as they are inefficient, lack a sufficient array of activities, and can be expensive to maintain. Gillette is fortunate to have only six mini-parks, adding up to 3.1 developed acres. The City Council's 2010 decision to replace its developer parkland dedication requirements with a fee-in-lieu payment formula will further discourage the future establishment of mini-parks.
- **Special Use Parks** include many different types of facilities such as golf courses, race tracks, athletic complexes, or areas dedicated for outdoor winter sports activities. While there are no specific NRPA standards for special use parks based on population, the *Parks and Pathways Master Plan* suggests that, based on a population level of 40,000 by 2024, there will be a need for approximately 170 additional acres of special use parks. This projected need, when adjusted to meet the revised population level of 50,000 by 2040, would be raised to approximately 200 acres.

Table 3.1, Projected Park Requirements, indicates the projected acreage required in order to maintain the park-area-to-population ratios that existed in 2010. While in excess of the NRPA standards, the projections represent the amount of developed parkland area needed to maintain the current levels of service for a 2040 population level of 50,000 residents. These calculations are based on a 2010 population level of approximately 30,000 residents.

Table 3.1, Projected Park Requirements (Community and Neighborhood Only)

Type	Acres (2010)	Existing per 1,000 Residents	2040 Parkland Needed	Additional Parkland Needed
Neighborhood Parks	112.4	3.7	185	72.6
Community Parks	297.6	9.9	495	197.4
Total Area (excluding Pocket Parks)	***410.0***	***13.6***	***680***	***270.0***

** The total acreage for community and neighborhood parks has been adjusted to reflect 2010 totals in accordance with the City assessment regarding parkland requirements and Subdivision Regulations. These numbers exclude Campbell County facilities.*

better coordinate with current projects underway. As part of the update process, many of the nationally recognized park development standards may need reassessment to reflect changes in recreational patterns and park usage. Gillette's planning efforts have demonstrated the City's responsiveness to community needs, changing trends, and demographics. These same principles should be applied to the next round of City-wide master planning.

- ***Park Improvements.*** Reassess the need for the following park improvements, as illustrated in ***Map 3.10, Proposed Parks***, and originally derived from the *Parks and Pathways Master Plan*:
  - » Acquisition, in advance of residential development, and establishment of a new neighborhood park site in the northeast sector of the community.
  - » Similarly, establishment of a new neighborhood park in the southern sector.
  - » Establishment of five additional community parks to provide locational balance to the three existing community parks. The *Parks and Pathways Master Plan* provided specific recommendations to the types of facilities to be offered at each of these parks.
  - » Expansion and/or enhancement of the undersized Overlook Park.
  - » Continued design changes, improvements, and repairs to existing neighborhood parks.
  - » Assessment of individual undeveloped parcels, which have been acquired over the years, that are smaller than one acre and afford limited opportunities for recreational use, present potential liability exposure, and would be expensive to maintain.
- ***Trail and Pathway Improvements.*** Reassess the need for the following trail and pathway improvements, as illustrated in ***Map 3.11, Significant Proposed Pathways,*** and originally derived from the *Parks and Pathways Master Plan*:
  - » Gillette Greenbelt, a 20.6-mile greenway that circumnavigates the City.
  - » Butler Spaeth Corridor, a 4.5-mile north-south sidepath to Butler Spaeth Road.
  - » Stonepile Trail, a 4.1-mile trail along Stonepile Creek, linking the southeastern parts of the City with the northwest parks.
  - » Douglas Highway Pathway Upgrade, which includes improvement of a 1.6-mile sidepath linking Lasting Legacy Park with Dalby Park.
  - » Sunflower Connector, which includes improvement to an existing 0.8-mile walking trail to more safely accommodate both pedestrians and bicycles.
  - » Enzi Trail, a 1.5-mile southward extension of the existing 4-J Trail to Southern Drive, linking up with Sunflower Park.

Community Facilities

In addition to the City's infrastructure systems relating to transportation, utilities, and recreation, this chapter also inventories major facilities of the City of Gillette, Campbell County, Campbell County School District, Gillette College, and Campbell County Memorial Hospital. The community's long history and widespread support of intergovernmental partnerships has helped Gillette's leading agencies and institutions optimize financial and human resources, resulting in a greater variety and higher quality of amenities and services. As documented in ***Table 3.2, New Facilities, Table 3.3, Renovated Facilities***, and ***Table 3.4, Existing Major Facilities***, these capital assets are essential to meeting and exceeding residents' expectations of a first-class community.

CCSD = Campbell County School District | College = Gillette College | CCMH = Campbell County Memorial Hospital

CITY	COUNTY	CCSD	COLLEGE	CCMH	Table 3.2, New Facilities (2006-2013)
					2006
					Campbell County Public Health Building 2301 South 4J Road
	♦				The $3.6 million, 23,000-square-foot public health facility was constructed primarily to centralize services for the public. The Campbell County Health Department's Division of Public Health Nursing Service provides direct services in the areas of communicable disease, prevention, and health promotion; maternal and child health; pre-admission screening for nursing home placement; and home health care for all ages. It is also the local provider for many Wyoming Department of Health programs.
					2008
					Cam-Plex Wyoming Center (Multi-Event Facility) 1635 Reata Drive
♦	♦				The $42 million, 177,000-square-foot multi-event center is capable of holding 9,000 people for a spectator event or 3,000 for a sit-down dinner. Trade show spaces can accommodate more than 350 booths. The Wyoming Center has a NHL regulation ice rink with seating for 2,500 spectators. Conference rooms, large gathering areas, and concessions are also available.
					Fire Station No. 1 106 Rohan Avenue
♦	♦				Fire Station No. 1 includes a $10 million, 43,000-square-foot state-of-the-art facility with ample room for firefighters, administrators, volunteers, apparatus, and equipment. The bay area has a drive-through wash bay and can accommodate up to 12 apparatus. The station has sleeping quarters for 12 personnel, a fitness room, volunteer room, and a community room.
					Gillette College Health Science Education Center 3801 Campus Drive
♦	♦			♦	The $9 million Health Science Education Center houses the College's nursing program and offers training areas to be used by Campbell County Memorial Hospital. Classrooms, labs, faculty offices, and a presentation area are included as part of the building.
					YES House Crisis Shelter 905 North Gurley Avenue
♦	♦				The 6,275-square-foot Crisis Shelter was first buildings built on the YES House's 20-acre North Gurley Campus and opened in March of 2008. This facility houses clients and is licensed for 10 beds. The City of Gillette and Campbell County funded the $1.8 million project.
					YES House Boys RTC / Group Home 905 North Gurley Avenue
♦	♦				The 11,000-square-foot Boys Residential Treatment Facility (RTF) / Group Home is another one of the first buildings located on the YES House's 20-acre North Gurley Campus and opened in February 2008. This facility has two housing units divided by a large, secured conference room. The Boy's RTC is licensed for 16 beds and the Group Home is licensed for 10 beds. The City of Gillette contributed $2 million of the $2.2 million project.
					2009
					Gillette College Industrial Technical Education Center 300 West Sinclair
♦	♦		♦		The 91,054-square-foot Technical Education Center includes a 4,050-square-foot storage building, 4,500-square-foot flex space that can seat up to 300 people, 48-seat mini-auditorium, and 38 instructor office spaces for teachers, administrators, and staff. There are 12 permanent classrooms and two flex rooms. The Culinary Academy includes a 1,200-square-foot professional prep kitchen. The State of Wyoming and Campbell County taxpayers split the cost of the $36,800,000 project. The City of Gillette contributed the 130-acre site, which was valued at $2.8 million.

CITY	COUNTY	CCSD	COLLEGE	CCMH	(CONTINUED FROM PREVIOUS PAGE)
Gillette College Student Housing 300 West Sinclair					The Gillette College Tanner Village Residential Suites are located just across Sinclair Avenue from Gillette College. Tanner Village has four buildings consisting of 17 student suites for a total of 96 beds. The single-level suites house four to five residents, whereas the double-level suites house eight to nine residents. The City provided $7.1 million of the $8.5 million project.
♦			♦		
Hillcrest Elementary School 1500 North Butler Spaeth					Hillcrest Elementary School was constructed by the CCSD in conjunction with the State School Facility Commission. The $15.6 million, 72,250-square-foot facility will accommodate 483 students.
		♦			
Veterans Clinic 604 Express Drive					The Veterans Clinic is one of the Sheridan VA Medical Center's Community-Based Outpatient Clinics. The new 5,200-square-foot building replaces a 1,800-square-foot facility and provides space for primary care and mental health services. New amenities in the $2 million facility include improved design for patient confidentiality, video conferencing technology, the capacity for hosting an MRI machine, and designated areas for podiatry and mental health care. The local VA clinic serves approximately 1,000 veterans.
(Federal)					
2010					
Campbell County Recreation Center 250 West Shoshone					The $55 million, 190,000-square-foot recreation center includes a 42-foot tall climbing wall, six-lane lap pool, three-meter diving platform, zero-depth leisure pool, lazy river, three basketball courts, four racquetball courts, elevated walking track, kids zone used for baby-sitting, concessions, weight room, cardio area, three exercise rooms, two birthday party rooms, two tanning beds, and training and locker rooms. A partnership with CCSD allowed for an 81,000-square-foot field house with a six lane, 200-meter track and five indoor tennis courts.
♦	♦	♦	♦		
City Central Warehouse 800 North Burma Avenue					The City's Purchasing and Warehouse Divisions use the warehouse. The facility has approximately 2,700 square feet of office space and 15,000 square feet of warehouse space on several acres.
♦					
Gillette Hospice "Close to Home" 300 South Burma Avenue					The Campbell County Healthcare Foundation's new hospice, "Close to Home" Hospitality House, has five hospitality rooms and six private hospice suite. Each includes a lift system, private bathroom, and heated patio. Residents share a private living area with a fireplace, kitchen, spa room, and laundry facilities. The $7 million facility is also home to the Campbell County Memorial Hospital's Hospice and Home Health offices, as well as the Campbell County Healthcare Foundation.
				♦	
Prairie Wind Elementary School 200 Overdale Drive					Prairie Wind Elementary School was constructed by the CCSD in conjunction with the State School Facility Commission. The $19 million, 72,250-square-foot facility will accommodate 483 students.
		♦			
2011					
Fire Station No. 7 1200 Garner Lake Road					Fire Station No. 7 is located at Cam-Plex to support a variety of on-site events, and to provide emergency response services to a number of businesses and residences in close proximity.
♦	♦				

CITY	COUNTY	CCSD	COLLEGE	CCMH	(CONTINUED FROM PREVIOUS PAGE)
			2012		
Buffalo Ridge Elementary School 4501 Tanner Drive					Buffalo Ridge Elementary School was constructed by the CCSD in conjunction with the State School Facility Commission. The $16 million, 72,250-square-foot facility will accommodate 483 students.
		♦			
YES House Tammy Hladky Center of Hope 905 North Gurley Avenue					The Tammy Hladky Center of Hope is the third building on the YES House's 20-acre North Gurley campus. The $5.3 million, 25,000-square-foot center will house day treatment facilities, the ACE/PACE program, a school, parenting classes, therapy and administrative offices, and mentorship and foster care programs. The City contributed $3 million and Campbell County contributed $1.5 million to the project.
♦	♦				
			Under Construction		
Bell Nob Club House 4600 Overdale Drive					The $3 million, 7,300-square-foot new club house includes expanded pro shop facilities, a larger dining room with two outdoor patios, and an area dedicated to junior golf and summer programs for kids. The new location will offer better views of the course and a more relaxing environment for both staff and customers.
	♦				
Lakeview Elementary School 1017 Gabriel Drive					Lakeview Elementary School will accommodate up to 483 students. The $13 million, 72,250-square-foot facility is anticipated to open in July of 2014.
		♦			
Westwood High School 3261 South 4J Road					Westwood High School is an alternative high school that will accommodate up to 150 students. The $8 million, 30,000-square-foot facility is anticipated to open in July of 2014.
		♦			
Campbell County Senior Center 1000 South Douglas Highway					In 2012, CCMH initiated design of a new long-term care facility on the former Recreation Center site at South Highway 59. Preliminary plans for the $30 million facility call for a two-story building with 137,000 square feet and a capacity of 144 beds. Most of the rooms will be private, with some larger suites with separate bedrooms for spouses or siblings. Residents will occupy neighborhoods of 18-20 people each, with their own dining and communal spaces. The neighborhoods will flank a "town center" area with a large multi-use space for events and gatherings. The site is adjacent to an existing park, which will be incorporated into the design plan, as well as outdoor courtyards and balconies. The architect is working with CCMH and community stakeholders to finalize the design, with plans to break ground in late fall of 2013.
		♦			

CITY	COUNTY	CCSD	COLLEGE	CCMH	**Table 3.3, New Renovations (2006-2013)**
			2006		
Campbell County Public Library Renovation 2101 South 4J Road					The library remodel modernized the space for new technology.
	♦				

CITY	COUNTY	CCSD	COLLEGE	CCMH	(CONTINUED FROM PREVIOUS PAGE)
Campbell County Court House Renovation 500 South Gillette Avenue					The County Courthouse renovation and expansion were completed to modernize the building and promote efficient service for the community. The 56,088-square-foot project included new courtrooms and expansions for all departments.
	♦				
2007					
George Amos Memorial Building Remodel 412 South Gillette Avenue					The George Amos Memorial Building remodel offers the public three state-of-the-art meeting rooms and a newly updated space for the Public Defender's Office.
	♦				
2009					
Campbell County Sheriff's Office & Detention Center Expansion 600 West Boxelder Road					The Campbell County Detention Center increased its capacity to manage 144 more adult offenders and 16 juvenile offenders. The upgraded, $27.4 million detention center is 137,000 square feet and holds 272 people. The center also has new intake, booking, medical, and laundry areas, while expanding the kitchen, Sheriff's office, Coroner's office, and 9-1-1 dispatch area.
	♦				
2011					
Senior Center Expansion 701 Stocktrail Avenue					The $6.7 million project added 18,000 square feet of new space and remodeled 13,000 square feet of existing space for a total building size of 31,000 square feet. The project included new activity rooms, a commercial kitchen, and a 600-seat dining room. Seniors use the space as a place to gather, have lunch, work on hobbies, enjoy games, and use the computer lab.
♦	♦				
2012					
Campbell County Memorial Hospital Expansion 501 South Burma Avenue					CCMH recently completed a $68 million renovation and expansion project that consisted of 137,000 square feet of new construction and 35,100 square feet of renovation. The new construction is three levels and capable of three additional levels. The project includes a new walk-in clinic, inpatient and outpatient surgery area, outpatient pharmacy, 73 rooms for medical services and surgery, ICU and OB facilities, lobby, gift shop, patient registration area, helipad, and 294-space parking structure.
				♦	
City West Expansion 611 North Exchange Avenue					A $2.1 million, 40,000-square-foot heated storage building and new parking lot were added to the City West facility.
♦					
2013					
City Hall Remodel 201 East Fifth Street					Since 2006, the second floor of the building has undergone several renovations to provide more efficient use by the City Attorney and Engineering, Building, and Community Development Departments. The existing south and east parking lots were redeveloped with low-impact development methods and an additional parking lot has been acquired and improved to the north of City Hall.
♦					

CITY	COUNTY	CCSD	COLLEGE	CCMH	(CONTINUED FROM PREVIOUS PAGE)
					Under Construction
					Children's Developmental Center Expansion 1801 South 4J Road
	♦				The $7.9 million, 22,724-square-foot expansion to the Children's Developmental Center added classrooms and support for children with disabilities.

CITY	COUNTY	CCSD	COLLEGE	CCMH	Table 3.4, Existing Major Facilities
					1981
					Bell Knob Golf Course 4600 Overdale Drive
	♦				Bell Nob Golf Course is approximately 25 years old. It was purchased by the County from private owners in 1989. The facility consists of an 18-hole, links-style course, maintenance shop, cart barn, and club house with a pro shop and bar. A nine-hole, par three junior course opened in June of 2005.
					1982
					Gillette-Campbell County Airport (GCC) 2000 Airport Road
	♦				The Gillette-Campbell County Airport is a County facility managed by the Airport Board. The airport has a 50,000-square-foot terminal building and serves both general and commercial aviation. As of January 2013, SkyWest Airlines offers one Delta Connection to Rock Springs and Salt Lake City daily, and three United connections to Denver daily.
					1983
					Campbell County Public Library 2101 South 4J Road
	♦				The library serves all County residents and is a member of the statewide lending consortium. The one-story, 41,508-square-foot concrete structure underwent a remodel in 2006, which expanded public space and upgraded the facility. The library provides three meeting rooms: two smaller ones that can be opened into one room and a large room with capacity for 200 persons.
					Campbell County School District Aquatic Center 800 Warlow Drive
		♦			CCSD sends all first through ninth grade students to the Aquatic Center for ten days each year. Students in grades 10-12 enrolled in a physical education course also attend the Aquatic Center. The center meets the needs of CCSD and helps with overload to the Campbell County Recreation Department. It is also used by the local USS swimming club during non-school hours as a practice facility for children of all ages.
					1984
					Bicentennial Park Shop 300 West Warlow Drive
♦					The Bicentennial Park Shop consists of two buildings. The main shop, a block and metal building, has two bays, welding area, two offices, and storage areas. An adjacent metal building houses a wood shop and storage areas for materials, maintenance equipment, and vehicles.

CITY	COUNTY	CCSD	COLLEGE	CCMH	(CONTINUED FROM PREVIOUS PAGE)
City Hall 201 East Fifth Street					Gillette City Hall houses the administrative offices for City Administration, Engineering, Building, Community Development, Finance, Municipal Court, Parking Control, and Police Departments and Divisions. The facility has nearly 87,700 square feet and is fully handicapped-accessible. An addition was made to City Hall in 2001, and the building underwent significant interior renovations in 2004. Since 2006, the second floor of the building has undergone several renovations to provide more efficient use of the space. The existing south and east parking lots were redeveloped with low-impact development methods, and an additional parking lot has been acquired and improved to the north of City Hall.
♦					
1985					
Cam-Plex Multi-Events Facilities 1635 Reata Drive					Cam-Plex, Campbell County's premier events facility, is located on 1,100 acres of ground and includes the 177,000-square-foot Wyoming Center; 25,000-square-foot convention center; 900-seat, 45,000-square-foot Fine Arts Theater; 42,000-square-foot concrete floor pavilion; 52,000-square-foot dirt floor pavilion; 21,000-square-foot dirt floor pavilion; 1,560 covered horse stalls; grandstand facility which seats 3,000; energy equipment exhibit; radio-controlled aircraft landing strip; archery range; motocross track; car race track; outdoor rodeo arenas; 1,146 full-service RV campground units; 584 partial service RV campground units; and adequate parking for all facilities.
♦	♦				
1994					
Municipal Swimming Pool 909 South Gillette Avenue					The outdoor municipal swim pool is open to the public in the summer of each year and includes a deep diving well, wading pool, lap swim area, children's pool, and small playground.
♦					
1997					
Parks Division Shop 611 North Exchange Avenue					The Parks Division shop is a part of City West. The 1,748-square-foot building includes storage shelves, workbenches, storage racks, and bays for parking equipment. The shop is also used for equipment repair and assembly.
♦					
2003					
Gillette College 300 West Sinclair Street					Gillette College serves as the local community college, University of Wyoming outreach facility, and Mining Safety and Health Administration training facility. The 66,000-square-foot "Old Main" building serves as the center of campus. Since 2006, Gillette College has added the Industrial Technology Center, Health Science Education Center, and student housing accommodations.
			♦		
Ongoing or Unknown					
Campbell County School District 1000 West Eighth Street					The Campbell County School District covers 4,761 square miles with the following schools: one high school on two campuses in Gillette, one of which is a combined junior/senior high school; one alternative high school; two junior high schools; thirteen elementary schools; and three rural schools.
		♦			
City West 611 North Exchange Avenue					City West houses the Electrical, Water, Parks, Forestry, Streets, Electrical Engineering, Solid Waste, and Vehicle Maintenance Departments and Divisions. The primary building includes 39,936 square feet, and the site includes a large parking lot and enclosed area with a fence on the west side of the building. Since 2006, a new parking lot has been added for employees on the east side of the facility as well as a new 40,000-square-foot heated storage building.
♦					

4

Gillette Plan Update | *Housing and Neighborhoods*

Introduction

The purpose of this chapter is to identify strategies that will enhance Gillette's housing selection, quality, affordability, and convenience in order to retain and attract community residents. This discussion of housing builds on previous sections of this *Comprehensive Plan Update* by highlighting two of the City's most influential housing tools - land use regulations and infrastructure provision. These tools, combined with partnerships, programming, and long-range planning functions, can be used to uphold the community's key housing values: fiscally sustainable and interconnected development patterns, high-quality neighborhoods, and diverse lifestyle accommodations.

Chapter Highlights

- Strategic Infill and Contiguous Development Patterns
- Neighborhood Planning and Revitalization
- Diverse and Affordable Housing Choices

Maps

Map 4.1, Infill Areas
Map 4.2, Gillette Neighborhoods

Figure

Figure 4.1, Total New Housing Units by Neighborhood

Strategic Infill and Contiguous Development Patterns

Approximately 30 percent of land is undeveloped within the City limits. Therefore, the next 30 years of residential growth should be promoted within Gillette's boundary. A contiguous pattern of development will naturally extend from the City's existing footprint to ensure an efficient use of land and infrastructure. This trend will result in lower costs for capital improvements, long-term maintenance, and public safety services.

In addition to its financial implications, scattered residential growth can degrade environmental resources by prematurely opening rural areas to the impacts of urban development, also known as sprawl. Phased and continuous patterns of development mitigate this situation by comprehensively addressing the impacts of development on natural systems. Some indications of sprawl have already taken shape in certain areas of Gillette. This can lead to a lack of coordinated planning between individual developments, oftentimes resulting in discontinuous and disjointed street systems and the inability to achieve linear linkages and greenways. This can also lead to a declining rural character as large, contiguous farm and ranch properties are broken up by scattered development and the proliferation of "exurban," five-plus acre lots.

Key Considerations

Influence of Water and Transportation Infrastructure on Sprawl

The availability of utility and transportation infrastructure is one of the most important criteria in selecting one development site over another. Once completed in 2016, the *Gillette Madison Pipeline Project* has the potential to promote urban sprawl by providing rural landowners with direct connections to the City's water infrastructure. Unincorporated subdivisions and service districts within close proximity to the City

limits are already slated for direct connections. Until the additional water supply is available, the City has placed a moratorium on providing water to new users outside of the City limits except for emergency situations or for fire protection only. This moratorium will allow for a Regional Water Panel, consisting of representatives from the City, County, and Wyoming Water Development Commission, to establish regional water system policies that align with City and County land use objectives, as recommended in *Chapter 3, Infrastructure and Growth Capacity*.

On a similar note, ongoing and future transportation plans to develop an outer beltway around Gillette (via Southern Drive, Garner Lake Road, Northern Drive, and Western Drive) present a similar opportunity for sprawling neighborhoods and commercial centers. While long-range planning of the *Proposed Future Transportation Network* is critical to preserving rights-of-way and anticipating future traffic demands, new roadway construction can unintentionally lead to premature urbanization and leapfrog growth patterns if not strategically timed. In these undesirable circumstances, new developments would cluster along peripheral roads and intersections before the market naturally extends in that direction.

HOME FINANCING IMPACTS ON DEVELOPMENT PATTERNS

A recent change to homebuyer financing may incentivize developers to re-locate new housing projects into the County rather than the City. Gillette's 2010 census count will disqualify City homebuyers from receiving the U.S. Department of Agriculture's Rural Development (RD) loans as of March of 2013. Since the program became available to Gillette and Campbell County residents in 2008, more than 1,400 home loans worth more than $480 million have been originated through First National Bank, Premier Home Mortgage, and First Interstate Bank, the top three RD lenders in the County. Unlike Federal Housing Administration or Wyoming Community Development Authority loans, RD loans offer lower interest rates, no requirement for mortgage insurance, more flexible income and credit requirements, and home financing for up to 103 percent of a home's appraised value (i.e., no down payment). This program started at a critical time in the housing market crash when traditional lending requirements tightened and funds were difficult to obtain.

As the RD program sunsets for Gillette homes, County property will still be eligible to receive RD loans. At least in the short term, these new restrictions may result in increased residential development activity located just outside the City limits, in anticipation that the City will annex the subdivision upon complete build out. The City will need to develop annexation and infill policies that are communicated to developers before any new rural development patterns take hold.

CHALLENGES TO ANNEXING SOME COUNTY "ISLANDS"

The City's annexation history has resulted in a unique development pattern characterized by a number of significant tracts of land fully encircled by the City limits but under the County's jurisdiction. These "islands" range in size as small as 2.4 acres (Shoshone Avenue and Tanner Drive) and as large as 416.3 acres (Skyline Drive), totalling 1,020 acres. While several of the sites have unique environmental features that clearly impede development, others have been passed over for incompatible housing and infrastructure conditions or ownership resistance. As a result, many of the islands are physically unattractive and negatively impact the value of surrounding land uses. As the community increases its reliance on infill practices, annexation of these islands will be a critical strategy to improving the community's overall efficiency and appearance.

Recommendations

- ***Intergovernmental Strategic Annexation Plan.*** Consider partnering with Campbell County to develop an *Intergovernmental Strategic Annexation*

Plan that details the policies and implementation measures for annexing property within the one-mile Joint Planning Area. The plan development process would entail:

- Formation of a working group consisting of City and County representatives (see page 70 for more details);
- Existing conditions inventory of County islands and property within the one-mile Joint Planning Area;
- Fiscal impact analysis;
- Short-, mid-, and long-term implementation strategies; and
- Criteria and potential stipulations or concessions for annexation (see inset to the right).

- ***Infill Development.*** Using ***Map 4.1, Infill Areas***, for guidance, consider promoting development in infill areas that are surrounded by, or contiguous to, existing development. Research has shown that compact (versus sporadic) developments result in approximately 25 percent lower road costs; 50 to 75 percent reduction in road length; and 20 to 40 percent lower costs of sewer and water hookups. The cost of public safety services is also reduced by compact and contiguous development patterns, which minimize the travel distance from police and fire stations to emergency sites.
- ***Infill Incentives.*** Consider conducting a fiscal impact analysis to evaluate a Plant Investment Fee (PIF) waiver or reduction for sewer and water connections within priority infill and growth areas. The PIF boundary currently encompasses an area larger than the City and is divided into City and non-City land. To recapture the cost difference, evaluate a PIF increase for sewer and water connections outside of the City limits; it is currently twice City rates. Other infill incentives for consideration include decreasing lot sizes through mixed-use development and fast-track permitting.

Annexation Criteria for Consideration

- Land must abut the corporate limits and be contiguous to existing infrastructure thereby allowing efficient and ready extension of streets, utilities, and public safety services. Avoid piecemeal peninsular annexations unless requests are accompanied by long-term development plans that include contiguous infill growth outward to the area of initial development.
- Proposed land uses must correspond with the Future Land Use Plan, or the Future Land Use Plan must be amended before moving forward with the annexation.
- The infrastructure design standards are compatible with the City of Gillette's standards, or the City and County have reached mutual agreement on reconciling the differences.
- The City can readily assume the fiscal responsibility for the maintenance of existing public infrastructure (e.g., utilities, roads, street lights, parks, and any publicly-owned facility), for which the anticipated new tax revenue or other fee assessments, as applicable, will net a fiscal benefit to the City.
- Any exceptions to the Annexation Policy must be approved by the City Council.

- ***Infrastructure Investments in Existing Neighborhoods.*** As an outgrowth of sub-area planning studies (see page 52), or in partnership with existing or future neighborhood organizations, prioritize infrastructure improvements and other capital projects within existing neighborhoods. Such improvements may include street and sidewalk repairs, drainage, accommodation of on-street parking, lighting, landscaping maintenance and enhancement, and signage. This list should be annually updated, reviewed by the City Council, and incorporated into the City's *Capital Improvement Plan* as appropriate. It will also serve as a source of site-specific information for future grant applications that involve that neighborhood.
- ***Preservation of Rural Character.*** Within the City limits, continue to zone an adequate amount of

low-density residential development (i.e., minimum of one-acre lot sizes) to preserve Gillette's rural character. Otherwise, homebuyers seeking large lots will be forced to purchase homes in unincorporated areas, which can contribute to sprawl and reduce the City's long-term tax base potential. This trend has already occurred in the southwest corner of the City, for instance, where planned subdivisions have been built just outside the City limits. These types of rural residential areas are typically zoned along the City's periphery and adjacent to suburban residential areas; near challenging topography or other environmental features that increase the cost to build; or between conflicting land uses to help buffer potential nuisances.

Neighborhood Planning and Revitalization

As a relatively young and growing community, Gillette has traditionally offered a well-maintained housing stock with a significant percentage of new homes. The extent of new construction and high demand have kept the cost of housing disproportionately high, while at the same time, shielding the community from many of the deterioration issues associated with older neighborhoods. However, more than half of Gillette's neighborhoods are starting to reach the 30- and 40-year mark, requiring major infrastructure investments, home renovations, and strategic infill to maintain or restore their original vitality. Residential options in established neighborhoods often lack the size, design, and amenities of new housing. In return, however, they offer tangible and intangible advantages, such as mature tree canopies, cultural and historical ties, and proximity to Downtown.

Key Considerations

NEW HOUSING PATTERNS

The community has been historically divided into 21 neighborhoods for which the City maintains an extensive collection of housing data pertaining to type, location, and quantity of growth. ***Figure 4.1, Total New Housing Units by Neighborhoods*** (2006-2012) on the next page identifies the fastest growing neighborhoods via new construction or annexation since the 2006 *Comprehensive Plan*: South Park, Sunburst, Fox Park, Heritage, and Lakeway. Other residential trends and opportunities include:

- Extension of the historic Central Business District ("CBD") to a broader Downtown area, which includes the surrounding residential areas;
- Infill development potential near Burma Road, Skyline Drive, and the future Boxelder Road extension;
- New and planned developments near the intersection of Enzi Drive and Southern Drive;
- New and planned developments near the intersection of Garner Lake Road and Boxelder Road;
- Continued build out of Heritage neighborhood; and
- Development of rural and suburban County neighborhoods to the southwest.

SLOWDOWN IN RESIDENTIAL CONSTRUCTION ACTIVITY

The national recession of recent years resulted in a major slowdown of development activity that has only recently shown modest signs of improvement. The number of new homes peaked in 2007 with 1,112 permits, although the number was disproportionately high with the inclusion of 602 new multifamily units. In comparison, the City only issued 208 total permits in 2011 and 210 total permits in 2012. While residents have been less active in buying new homes, there was a 143.8 percent increase in the valuation of home improvements (e.g., additions, alterations, and renovations) between 2007 and 2011. This value dropped by 11.5 percent between 2011 and 2012, although the number of permits for additions and alterations increased by 13.8 percent during the same period. This slowdown in new home construction, combined with an overall increase in home renovations,

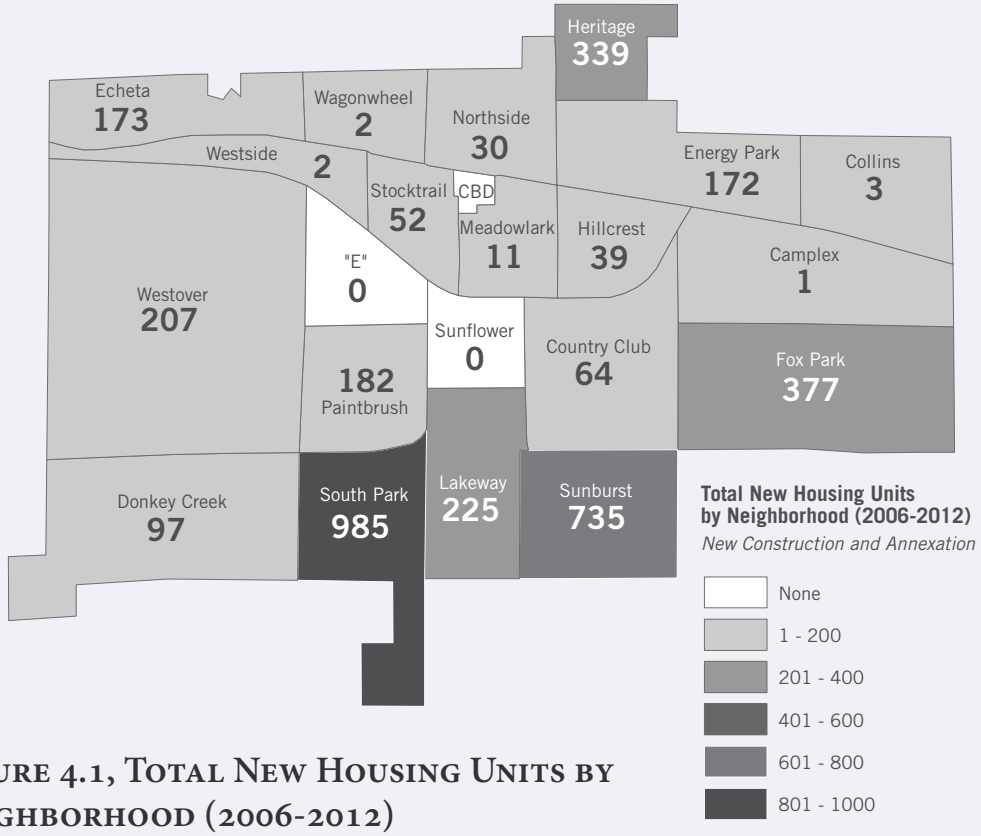


Figure 4.1, Total New Housing Units by Neighborhood (2006-2012)

elevates the importance of preserving Gillette's existing housing stock.

NEW CONSTRUCTION IN PHASES

The recession forced local developers to construct master planned communities and mixed-used developments in smaller phases (i.e., ranging from 20 to 40 lots), a strategy that has carried over to current development practices. A recent example is Garner Lake Village near Cam-Plex, a 177-acre mixed-use development that has been proposed over a 10-year construction period. The first and second phases are estimated to include 33 single family lots each. After these initial phases, the developer plans to build 50 acres of commercial, retail, and entertainment; 350 single family homes; and 200 apartments.

Recommendations

- ***Neighborhood Boundaries.*** Update the City's neighborhood boundaries to reflect recent and planned development patterns in accordance with the *Future Land Use Plan*. To the extent practical, these boundaries should be defined by infrastructure (e.g., existing and proposed roads, utility facilities and easements), environmental features (e.g., creeks, open spaces, topography), and property lines, as illustrated in ***Map 4.2, Gillette Neighborhoods***. These features naturally influence and delineate land use patterns and neighborhood identities. In order to facilitate infill development, County land surrounded by the City is included in the proposed neighborhood boundaries. However, County land contiguous to the outer City limits is not reflected as part of a neighborhood until the property is annexed into the City.
- ***Quality Neighborhood Design.*** Review and update infrastructure, building, and land development policies and design standards with the goal of promoting safe, attractive, and convenient neighborhood design.

  Key principles include:

  - Convenient access to schools, parks, and everyday shopping needs within close proximity to the neighborhood, if not within or along its periphery;
  - Street design principles and standards that promote safety for all users, regardless of age, ability, or mode of transportation;

- An effective street layout that optimizes connectivity by providing multiple paths to external destinations and critical access for emergency vehicles, while also discouraging non-local or cut-through traffic;
- A network of on- and off-street sidewalks and trails, with the intent to accommodate pedestrian and bicyclist circulation and promote interconnectivity of adjacent neighborhoods;
- Attractive streetscapes and neighborhood entrances, whether achieved through landscaping or other design elements that "soften" an otherwise urban atmosphere and encourage residents to enjoy common areas of their neighborhood;
- Conservation areas, greenbelts, or other open space as an amenity, to encourage leisure and healthful living, and to contribute to neighborhood buffering and definition; and
- Respect for historic sites and unique or fragile ecosystems, and incorporation of such assets into neighborhood design.

- ***Neighborhood Commercial Development.*** Use the *Future Land Use Plan* and *Zoning Ordinance* to reserve land for neighborhood shopping areas. Unlike the "big box" retailers that are located along Highway 59 (e.g., Wal-Mart, J.C. Penney), these smaller scale, retail and office buildings provide convenience goods and services within close proximity to surrounding residents. They typically include medium-sized grocery stores, drug stores, coffee shops, dry cleaners and similar service businesses, and medical/dental offices. These examples are similar in scale to the office complexes north of the intersection at 4J Road and Interstate 90.
- ***Weatherization Home Repair Program.*** In order to promote neighborhood revitalization, consider augmenting the Council of Community Services (CCS) Weatherization Program with City funds to support low-income residents that need home weatherization and energy conservation improvements. CCS's current program assists approximately 115 applicants a year (within the five-county region), spending up to $5,000 on eligible homes. Several thousand applicants apply each year. The current program is funded by the U.S. Department of Health and Human Services' Low-Income Energy Assistance Program, U.S. Department of Energy, and Wyoming's Weatherization Assistance Program.
- ***Sub-Area Planning Studies.*** For infrastructure, continue pursuing Community Development Block Grants grants, public-private partnerships, and other funding sources to sponsor sub-area and master plans. Unlike this *Comprehensive Plan Update*, which evaluates the community as a whole, these studies evaluate Gillette through the lens of a specific district or neighborhood by evaluating issues and opportunities at a block level of detail. In some cases, a neighborhood plan may include elements that would normally be required for a housing grant submittal, such as potential development/redevelopment sites and prioritized infrastructure improvements. Oftentimes, a sub-area plan may be spurred by major public investments such as corridor enhancement, utility infrastructure, or parks and pathways; neighborhood deterioration and crime; and/or changes to the area's demographic or land use composition. The *Stocktrail Neighborhood Plan* is a prime example of a sub-area plan in the Stocktrail neighborhood that was triggered by $100 million in public and private investment, largely initiated by the Campbell County Memorial Hospital (see ***Appendix J, Stocktrail Neighborhood Plan***).

Diverse and Affordable Housing Choices

Affordable housing refers to choices in living accommodations that meet the diverse needs of Gillette's residents, ranging from the limited or subsidized

incomes of Gillette College students to fixed incomes of seniors. Historically, the City has taken a "hands off" approach to housing, letting the market influence the inventory, quality, and type of housing product. The 2006 *Comprehensive Plan* identified a number of roles for the City to lead, finance, or facilitate the development of a broader range of affordable housing types through the formation of a housing partnership, infrastructure bank, community development corporation, or lending consortium. The general reaction to these recommendations was that the City does not provide housing.

As the population increases, there will be greater pressure on the community to provide more affordable housing options. While certain needs are currently funded and/or administered through the U.S. Department of Housing and Urban Development, Wyoming Community Development Authority, and CCS, the community will ultimately need increased funding and administrative capacity, especially as it reaches the 50,000-resident milestone within the next 30 years. Because Cheyenne and Casper each have a population greater than 50,000 residents, they are classified as entitlement communities and receive Community Development Block Grant funds directly from the federal government.

Key Considerations

DEMOGRAPHIC COMPOSITION

Between 2000 and 2010, Gillette added nearly 10,000 new residents, a 48 percent increase in population. This change brought a greater diversity of ages, incomes, and ethnicities with new or expanded housing needs:

- ***Retention of Retirees.*** Over the last 20 years, the biggest population growth has been among adults in their 50s. As these residents mature, the City will need to proactively adapt its housing and transportation strategy to accommodate fixed incomes, limited mobility, preferences for smaller homes, and senior recreation and leisure. City staff and residents report the current inventory of senior housing is sufficient, but population projections indicate a significant increase in retirees over the next 30 years.
- ***Increases in Cultural Diversification.*** Similar to state and national trends, the City's racial composition is becoming increasingly diversified, indicating a shift in cultural and workforce patterns. The percent of Hispanic population increased from 3.9 percent to 9.5 percent between 2000 and 2010.
- ***Increases in Young Workers and Families.*** The percent change of young workers and families (25- to 39-year-old age cohorts) reversed from a decline in population between 1990 and 2000 to an increase in population between 2000 and 2010. This age cohort will be seeking mixed-use conveniences and affordable starter homes, plus opportunities to move up in house size or quality when able.
- ***Expansion of Gillette College.*** Since the 2006 *Comprehensive Plan*, Gillette College has significantly increased enrollment and invested $9 million in a Health Science Educational Center, $36.8 million in an Industrial Tech Education Center, and $8.5 million in the College's first on-campus residential hall, Tanner Village Residential Suites. The dorm facilities accommodate nearly 100 students, and the College plans to build a second phase with 200 additional beds in the next five years.

MIXTURE OF HOUSING TYPES AND VACANCIES

Between 2000 and 2012, the City of Gillette's housing inventory maintained a fairly similar composition of housing types. While the proportion of single family detached and attached units slightly decreased, and the proportion of multifamily and manufactured homes slightly increased, this gradual change has trended toward more community choice. This consistency is offset by Gillette's fluctuating vacancy rate for apartments, which climbed from 0.1 percent in 2008

Affordable Housing Developments

APARTMENTS FUNDED BY PROJECT-BASED HUD SECTION 8 HOUSING PROGRAM

109 Total Units

- Del Mar Apartments (16 units)
- Parkside Apartments (93 Units)

APARTMENTS FUNDED BY THE HOME INVESTMENT PARTNERSHIPS PROGRAM OR LOW INCOME HOUSING TAX CREDITS

675 Total Units

- Windridge Apartments (47 units)
- Thunder Rock Apartments (52 units)
- Parkview Apartments (20 units)
- Gillette Apartments (41 units)
- Fairway Estates (58 units)
- Elm Court Apartments (71 units)
- Desert Run Apartments (125 units)
- Antelope Ridge Apartments (71 units)
- Pioneer Apartments (68 units) - **Seniors Only**
- Cottonwood Terrace I and II (100 units) - **Seniors Only**
- Bicentennial Apartments (22 units) - **Seniors Only**

to 7.5 percent in 2012. This trend corresponds to the rapid pace of high-end apartment construction in 2007, which increased Gillette's multifamily inventory by 30 percent in one year. While vacancy rates of five percent are generally considered a healthy benchmark, residents and property managers report the current rental market (i.e., 7.5 percent for apartments) is fairly stable in terms of price and availability.

HOUSING PRICES

Gillette's reputation as an affluent community is supported by its median household income, which is approximately 40 percent higher than the national average and exceeds most comparable energy communities. Over the last decade, this competitive advantage has been undermined by local housing prices, which have outpaced wage increases. Between 2000 and 2010, median household income grew by 56.0 percent as the City's median home values grew by 93.9 percent. Annual statistics support these findings, indicating up to an 18.8 percent annual increase in average home prices at the peak of the housing bubble in 2006. While the proceeding economic recession helped to reduce and eventually stabilize home prices, the community will continue to struggle with the disparity between high- and low-wage earners.

Based on HUD's income standards, it is generally accepted that a family or household can afford to spend 30 percent of its income on housing. Households that pay more than 30 percent of their income for housing are described as "cost burdened," meaning they have less disposable income to pay for other basic needs or luxuries. According to the 2010 Census, approximately 30 percent of Gillette's rental households are cost burdened, and 19 percent of ownership households are cost burdened. While interest rates are at a historic low, many "cost burdened" families do not have credit scores that will obtain those rates.

AFFORDABLE HOUSING AND HOMELESS PROGRAMS

Gillette offers a number of affordable housing options to income-eligible residents through HUD's Section 8 housing projects and subsidized housing developments. These accommodations are funded through the HOME Investment Partnerships Program (HOME) or Low Income Housing Tax Credits (LIHTC). Gillette offers nearly 800 eligible units (including 190 senior apartments), which represent approximately 30 percent of the City's multifamily inventory. Additional residents benefit from HUD's Section 8 Housing Choice Voucher Program, which is administered through the Cheyenne Housing Authority and processed by the CCS. Participants are not limited to subsidized housing developments as long as the housing unit meets the requirements of the program. The number of funded vouchers from Gillette and Wright has fluctuated from 12 participants in 2006 to 82 participants in 2011.

In addition to subsidized housing accommodations, the community offers housing services to unsheltered homeless people (approximately 150 in Campbell

County) and severely and persistently mentally ill. In part, these residents are supported by housing programs and social services administered through the CCS, including but not limited to:

- Six transitional housing apartments, which allow residents to stay for two years at reduced rental rates (partially funded by donations and rent);
- Eight studio apartments for severely and persistently mentally ill (funded by HUD); and
- Six beds at a group home for mentally disabled residents transitioning from the State hospital (funded by Wyoming Department of Health).

Each of these housing facilities typically has a waiting list, with near-term demand for six additional housing units for the severely and persistently mentally ill.

Recommendations

- ***Mixture of Housing Types and Sizes.*** Use the *Future Land Use Plan, City-County Joint Future Land Use Plan,* and *Zoning Ordinance* to strategically locate and reserve an adequate amount of available land for affordable housing, with special consideration for seniors, college students, and low-income households. The City has historically maintained a healthy balance of:
  - Single family detached dwellings (45 to 50 percent);
  - Single family attached dwellings (10 to 15 percent);
  - Multifamily units (20 to 25 percent); and
  - Manufactured and mobile homes (15 to 20 percent).

  Additional land should be reserved for smaller lots (e.g., 3,000-square-foot townhomes and duplexes). These higher density uses should be adequately buffered through strategic placement and landscape bufferyards.
- ***Urban Housing in Downtown.*** In accordance with the *Future Land Use Plan*, *Gillette Avenue Urban Design Plan*, and *Zoning Ordinance*, promote walkable, compact, and mixed-use development patterns in Downtown, which is defined by the Burlington Northern Santa Fe railroad, 7th Street, Douglas Highway, and 4J Road. In context of housing, consider renaming the Central Business District to Downtown, and increase the flexibility of zoning to accommodate more attached single family housing types (e.g., townhomes, row houses, condominiums, lofts), multifamily dwellings, vertical mixed-use buildings (i.e., residential located over retail or office), and live/work units.
- ***Clustered Senior Housing and Amenities.*** Promote pedestrian friendly, mixed land uses near existing senior facilities, with particular emphasis in the Stocktrail neighborhood near Campbell County Memorial Hospital. Given seniors' limited mobility and reliance on public transportation, nursing homes, assisted living facilities, and senior apartments should be located within close proximity to one another, and within a convenient distance to shopping, recreation, senior activities, and healthcare services. As Gillette continues to expand its boundary to the south and east, the City will need to identify new mixed-use districts that accommodate seniors' needs. Potential areas include Garner Lake and Sunburst subdivisions, which already reflect mixed-use commercial and residential areas in the *Future Land Use Plan*.
- ***Affordable Housing Statistics.*** As part of the City's quarterly development summary (*Developing Gillette*), consider tracking the individual vacancy rates of low-, moderate-, and high-income apartments; subsidized and non-subsidized senior apartments; and manufactured and mobile home parks. Oftentimes, low vacancy rates for subsidized housing are offset by higher vacancy rates for premium units. This information could be

used to provide a more complete snapshot of the community's housing inventory and occupancy status. It could also facilitate grant applications, housing initiatives, and partnerships with service agencies.

5

Gillette Plan Update | *Economic Development*

Introduction

Civic, business, and academic leaders are committed to planning for Gillette's long-term, economic health. The community is rooted in an entrepreneurial spirit - unwilling to rest on past successes in the energy sector. On one hand, academic and professional development programs will be essential to growing talent from within and recruiting to the community. On the other, more companies will need to compete in the global marketplace by branching out to international clientele. This multi-faceted approach to diversification is the foundation to a resilient economy.

The purpose of this first-ever economic development chapter is to coalesce the leading actors, influences, and strategic initiatives that sustain and stimulate economic growth. Economic development is an overarching municipal function that involves complex partnerships among multiple organizations, institutions, and businesses. These public and private entities are bound together by a common set of goals requiring a level of engagement beyond the traditional scope of the City. Therefore, this *Comprehensive Plan Update* should be seen as a complement to the ongoing five-year strategic planning efforts of the Campbell County Economic Development Corporation (CCEDC) and the community.

The CCEDC has been designated by the City of Gillette and Campbell County as the leading service and technical resource provider for regional economic development. As a 501(c)(6), the organization is funded primarily by private investors from local industries and companies, with added contributions from the City and County. The CCEDC's economic development function is augmented by City and County staff's participation with prospect visits, state and federal grant sponsorships, geographic information system (GIS) mapping, community networking, and volunteer service on the CCEDC's task forces. Additional roles are identified in ***Figure 5.1, Economic Development Roles***.

Chapter Highlights

- Innovative and Supportive Business Climate
- Economic Diversification
- Targeted Business and Industrial Parks

Figure

Figure 5.1, Economic Development Roles

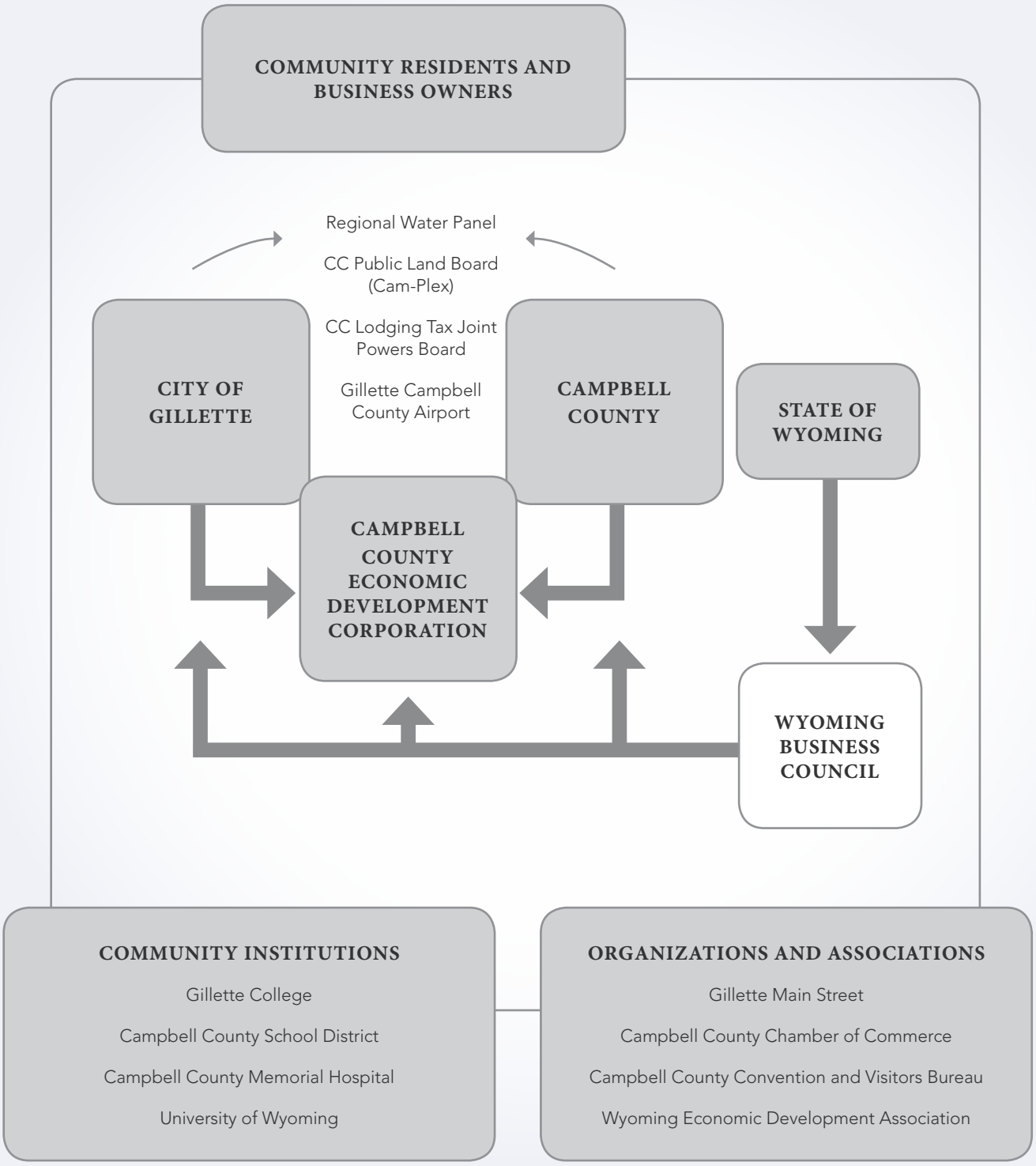
Handout

Economic Development Context and Availability of Infrastructure

The key considerations and strategic recommendations of this chapter are made with the understanding that the City and County are part of a much larger national and global economy whose overall performance directly impacts the community's health. That being said, the public sector still has a role in facilitating program development and funding capital investments - which both help to buffer against negative externalities and catalyze private growth.

This chapter identifies applicable tools necessary for building an innovative and supportive business climate; diversifying the type and location of businesses; assisting entrepreneurs and emerging companies; and developing shovel-ready business and industrial parks. Other elements of this plan update use land planning, growth management, public investment, and quality of life as vehicles to attract economic opportunity. For instance, *Chapter 2, Land Use*, references the community's desire to be a regional destination for jobs, housing, recreation, entertainment, healthcare, and education. *Chapter 3, Infrastructure and Growth Capacity,* documents

Figure 5.1, Economic Development Roles



87 percent of Campbell County survey respondents identified business and job opportunities as "very important" when asked why they live in the County.

Source: Campbell County Comprehensive Plan

the breadth and depth of community investment for infrastructure, parks, and public and institutional facilities.

These amenities are essential to retaining and recruiting the next generation of residents. The community must meet the needs of prospective employees - and their families - by offering high-quality places to live, learn, work, and play. Cam-Plex is a model example that improves the quality of life for local residents, while at the same time, elevating the community's profile as a regional and national destination (also referenced on pages 25, 41, and 46). It demonstrates the City and County's commitment to investing in the local community and leveraging economic spin-offs.

Innovative and Supportive Business Climate

Gillette offers a favorable cultural, economic, and regulatory environment for attracting new businesses and protecting the interests of existing ones. With relatively high wages and disposable income, low sales and use taxes, no corporate income taxes, and among the lowest operational energy costs in the country,[1] the City has received state and national recognition. Gillette is ranked 12th out of 576 communities for economic growth[2] and first in the state for business climate,[3] while Wyoming is ranked the third best pro-business state.[3] Plus, the City is known to be a collaborative partner with businesses by facilitating administrative and regulatory processes, as demonstrated in the ***$1.35 Billion State-of-the-Art Power Plant*** inset on the following page. This reputation is underpinned by an impressive amount of public and private investment within the City and County, totaling more than $3.2 billion within the last 10 years.[3] A comprehensive list of community facilities is included in *Chapter 3, Infrastructure and Growth Capacity*. Gillette's entrepreneurial culture, responsiveness to economic change, and willingness to invest in the community will be necessary to sustain a positive growth outlook.

1The region offers approximately 16 percent cost-savings compared to national average for manufacturing industries due to extremely low operational energy costs.

2 Policom Rankings (2013)

3 Campbell County Economic Development Corporation

Key Considerations

BUSINESS INCUBATOR

The University of Wyoming's Technical Business Center (WTBC) has partnered with the CCEDC to plan for a 30,000-square foot, $6 to $8 million business incubator in Gillette. The facility will target small and emerging businesses that have the potential of generating annual revenues of $3 to $5 million. Similar in size and function to the first WTBC in Laramie, Gillette's business incubator is planned to offer laboratory, office, and shared conference room space for client companies, as well as one-on-one business counseling and coaching services. The community's goal in supporting the incubator is to diversify and strengthen the local economy through job creation; development of new technologies; and increased collaboration between the public and private sectors.

LEADERSHIP DEVELOPMENT

Gillette's relatively isolated location requires that future leaders and entrepreneurs be developed from within the community. This effort is shouldered by a number of local (e.g., Chamber of Commerce, CCEDC, Gillette College, Peregrine Leadership Institute) and state (e.g., Wyoming Small Business Development Center, Wyoming Business Council, Wyoming Association of Municipalities) organizations. While some programs emphasize professional leadership, such as the Wyoming Business Leadership Institute, other programs focus on community leadership, such as the Gillette Area Leadership Institute (GALI). In addition to the GALI, which has graduated more than 400 leaders over its 30-year tenure, the Campbell County Chamber of Commerce will sponsor the Young Entrepreneurs Academy starting in the fall of 2013. This year-long curriculum empowers

$1.35 Billion State-of-the-Art Power Plant

The City of Gillette and Campbell County have developed a reputation as a business-friendly administrative and regulatory environment. In 2011, Basin Electric Power Cooperative dedicated a $1.35 billion coal-based electric generation power plant located seven miles north of Gillette. The Dry Fork Station uses pulverized coal technology and the latest generation of pollution control technologies to power approximately 300,000 homes. This is a model example for bringing industry to the mouth of the mine, one approach to diversifying the local economy.

The four-year construction project (2007-2011) involved up to 1,300 temporary construction workers at one time. This sharp increase in population directly influenced the community's housing, school system, and other public and institutional services. Curt Pearson of Basin Electric Power Cooperative strategically partnered with the City and County "early and often" to address community impacts. He spearheaded the planning and implementation phases, initiating conversations with the State's Industrial Siting Council and surrounding communities as early as 2004. His company powers 137 rural electric systems in nine states, so he is familiar with a wide range of city, county, and state requirements that can sidetrack the overall process.

"Gillette is a professionally run city. The community plans for the future, so you know what's allowed and not allowed."

- Curt Pearson, Basin Electric Power Cooperative

As Pearson dealt with typical housing and permitting issues in Gillette and Campbell County, he found the community to be a collaborative business partner. He complimented City and County staff members for their professionalism and expertise in dealing with large-scale industrial projects. "They did everything they could do within their sphere of influence, and they did it very well," he explained. He also praised the City and County's foresight to invest in major capital projects such as the Gillette Madison Pipeline Project and Cam-Plex. "They have the wherewithal to do things right," he explained. "Gillette has chosen to take a very pro-active, insightful look into the future and implement that. It's an impressive community." The City and County's ability to attract new investment opportunities will be contingent on maintaining this positive reputation with the private sector.

middle and high school students to pitch business plans to a panel of investors and launch a real company or social movement. Other types of programs, such as an accredited Master of Business Administration degree, can also be used as a recruitment tool to attract new talent to the area (and get them to stay).

PUBLIC INVESTMENT

Over the last six years, the community's public agencies and institutions have accomplished an impressive portfolio of new infrastructure and community facilities, which are documented in *Chapter 3, Infrastructure and Growth Capacity*. These capital investments, particularly ones from the educational and health institutions, indicate high levels of confidence in the future of Gillette. For instance, Gillette College has invested $50 million in capital expansion, and the hospital has invested $68 million in capital expansion along with another $30 million in related investments. Furthermore, the City's and County's investments demonstrate a commitment to preserving and improving the community's quality of life. Research has shown that public investment can stimulate private-sector activity by an average of 30 percent.[4] While difficult to quantify at the local level, existing and prospective businesses owners understand the importance of high-quality infrastructure and public amenities - both from a functional and long-term investment perspective.

UNIVERSITY OF WYOMING'S PROGRAMS

The University of Wyoming (UW) offers a diverse range of academic programs and business resources that support Gillette's economy. Centers of excellence include, but are not limited to, the Advanced Oil and Gas Technologies, Carbon Management Institute, Wyoming Reclamation and Restoration Center, and Energy Innovation Center - one of UW's newest and most advanced facilities. These specialized research areas are supplemented by UW's business support programs

4 Economic Policy Institute, April 18, 2012. "Public investment: The next 'new thing' for powering economic growth" by Josh Bivens.

Gillette College has partnered with industry professionals to customize its academic and professional development programs. The College and other educational providers serve essential economic development functions by developing targeted skill sets, recruiting and retaining prospective workforce employees, and supporting innovative business ventures.

Gillette College's Programs

One of the community's most valuable competitive advantages is Gillette College. It is largely responsible for educating and ensuring the job-readiness of the community's future workforce. In addition to associate degrees and certificate programs for traditional college students, the College also supports the needs of high school students and industry professionals. It has partnered with private companies (e.g., Cloud Peak, Alpha Coal, and Peabody Energy) and institutions (e.g., Campbell County Memorial Hospital) to accommodate specific technical or management skills. Since the 2006 *Comprehensive Plan*, the College has constructed more than $50 million in capital improvements. This growth has facilitated the introduction of new programs (e.g., industrial electrician, diesel, mining) and expansion of others (e.g., nursing, welding).

EXISTING PROGRAMS AND MAJORS

One of the biggest obstacles to recruiting new businesses is the availability of skilled laborers and managers. Gillette College's faculty and staff seek guidance from a professional advisory committee and informal outreach networks to anticipate and support new employment trends (see *Targeted Growth Sectors* on page 63). For instance, the College is currently examining ways to support the land reclamation and rare earth industries. The College currently offers programs and majors that balance traditional classroom curricula with **specialized technical skills (bold)**, such as:

- Administrative Assistant
- Biology
- Business
- Criminal Justice
- **Diesel Technology**
- Education, Elementary
- Education, Secondary
- English
- General Science
- General Studies
- General Technology
- Health Science
- History
- **Industrial Electricity**
- Mathematics
- **Mining Technology**
- **Nursing**
- Physical Education K-12
- Pre-Professional
- Social Science
- **Welding**

Synergy between the College's programming and the community's economic development initiatives will ensure graduates obtain high-paying jobs while, simultaneously, expanding new business opportunities in targeted growth sectors.

Buy Local Facts

- For every $100 spent in locally owned stores, $68 returns to the community through taxes, payroll, and other expenditures. Only $43 stays in the community from purchases in local chains. (Source: Civic Economics Report)
- Local firms procure local goods and services at more than twice the rate of chains. (Source: Anderson Study of Retail Economics, Chicago, Illinois, October 2004)
- If half the employed population spent $50 each month in locally owned independent businesses, it would generate more than $42.6 billion in revenue. (Source: Labor Department Report, February 2009)

Source: Campbell County Chamber of Commerce

such as the Wyoming Technical Business Center (which plans to open an incubator in Gillette) and the Wyoming Entrepreneur (WE), a program divided into three services. The CCEDC frequently refers local companies to WE's Small Business Development Center (i.e., business counseling for startups and existing businesses) and Market Research Center (i.e., market research and website analytics).

Recommendations

- ***Innovative Public-Private Ventures.*** Continue developing innovative business and educational ventures with the University of Wyoming and Gillette College to stimulate new technology, research, and employment opportunities. The CCEDC has recruited participation of the WTBC to plan for a business incubator by 2015 (see page 59), and it is currently in the initial stages of developing a UW Reclamation and Restoration Center Office and Demonstration Area in Campbell County. The Center will be designed to support research endeavors and demonstrate cutting-edge reclamation and restoration technology (with a focus on Sage Grouse habitat). These types of ventures tend to catalyze a significant amount of public and private investment while placing Gillette at the forefront of research, technology, and best management practices.
- ***Academic and Workforce Development Programs.*** Continue partnering industry professionals with educational institutions to refine existing curricula; identify new college programs of study; and create specialized professional development programs. Given the high level of technical expertise necessary for local industries, academic and professional programs are essential in supporting and adapting to current business practices - as well as recruiting prospective new ones. While most new programs are in response to trends, curricula can also be used to attract new businesses and industries to Gillette such as those recommended by the CCEDC's *Target Industry Study* (summarized on the next page).
- ***Repository of Financial and Technical Resources.*** Use the CCEDC's online "Business Resources" as a launching point to develop a repository or toolkit of community resources. Topics should include, but are not limited to, business management; marketing and communications; market research and analytics; and state and federal grant programs. The Wyoming Business Council, Wyoming Small Business Center, and WTBC, among dozens of other organizations, agencies, and institutions, equip Gillette residents with a wide range of free or subsidized research, consulting, and funding capabilities. However, many business owners need a clear road map as to each entity's areas of expertise and professional services.

Economic Diversification

Over the last 25 years, the area economy has been anchored by the coal mining, processing, and transportation industries, producing up to 40 percent of the nation's supply of steam coal. As a result, mining-related companies have consistently been among the largest employers in Gillette, exposing the local economy to fluctuations in the energy market. While public institutions and retail outlets have increased their workforce in proportion to the growing population, greater economic diversification and globalization will be necessary - in the most comprehensive sense possible - to ensure Gillette's economy maintains stable growth.

Key Considerations

U.S. ENERGY MARKET

Within the last four years, a surge in shale gas drilling (e.g., Marcelleus, Bakken, Eagle Ford Shale, Barnett, Woodford, and Fayetteville formations) has cut the cost of natural gas by more than half.[5] For the first time in history, natural gas became more affordable than coal. Coal consumption consequently dropped from 50 to

5 Associated Press, August 16, 2012. "CO2 emissions in U.S. drop to 20-year low" by Kevin Begos.

34 percent of U.S. electricity generated between 2005 to 2012.[6] Fortunately for Gillette, the Energy Information Agency reports recent increases to natural gas prices, which have already started to increase demand for Powder River Basin coal - an ongoing trend predicted for the next 24 months. However, natural gas and other energy resources will continue to influence local demand. As a protection against these downturns, many Gillette area companies are diversifying their business models. In particular, local companies are exploring advanced coal technologies that reduce carbon emissions and facilitate reuse of carbon dioxide from coal-based electricity plants, especially mine-mouth operations that short circuit the supply chain. They are also exploring other by-products, such plastics and pharmaceuticals, that would increase Gillette's market share.

INTERNATIONAL ENERGY MARKETS

As a means to offset decreases in U.S. coal consumption and increase Gillette's global influence, several local companies (e.g., Peabody Energy, Arch Coal, Cloud Peak Energy, L&H Industrial) export coal or mining-related supplies to international buyers in Asia, Europe, Australia, South America, and Central America. China, Japan, and South Korea collectively import 364 Million tonnes (Mt) of steam coal each year,[7] whereas the U.S. only exports 34 Mt. The City of Gillette and CCEDC are helping to facilitate new business ventures and information exchanges by forming relationships with Yulin, China, and Queensland, Australia, two leading coal production regions. Whereas Gillette companies primarily mine coal and send it to other communities, these cities have more advanced downstream market strategies that generate electricity and develop by-products.

BUSINESS RECRUITMENT

In 2011, the CCEDC conducted a *Target Industry Study* to identify ways in which the County can diversify its marketplace. The study identified 23 manufacturing and wholesale trade/distribution targets. The "Top 10" are listed in the sidebar, ***Targeted Growth Sectors***. CCEDC has taken the lead in soliciting these industries through marketing collateral, site selection visits, attendance at national trade conferences, and joint visits with the Wyoming Business Council to engage prospective out-of-state companies. For an example in the retail sector, CCEDC staff recently partnered with a chief executive officer over a one and one-half year consultation process to introduce him to multiple developers; evaluate build-to-suit sites and existing buildings; and coordinate with City staff on development review.

SMALL BUSINESS SUPPORT

One way to diversify the local economy is to encourage the creation of small companies locally. In recent years, the CCEDC received a small federal grant to develop a Businesses Expansion and Retention (BEAR) program. It was geared toward Gillette's small and emerging businesses, which are defined as generating $1 million or less in annual revenues. CCEDC has used the program

Targeted Growth Sectors

The Campbell County Economic Development Corporation (CCEDC) is actively recruiting new types of businesses. In 2011-2012, Bruce Facility Planning Consultants conducted a *Target Industry Study* that identified 23 manufacturing and wholesale trade/distribution growth sectors for Campbell County. The entire list can be accessed in the CCEDC's 2013 *Partners for Prosperity* brochure. The CCEDC refined this list to a "Top 10," which are identified below:

- Biological Products
- Fabricated Structural Metal Products
- Irradiation Apparatus Manufacturing
- Plastics Packaging Film and Sheet
- Surgical Appliances and Supplies
- Analytical Laboratory Instruments
- Custom Roll Forming
- Laminated Aluminum Foil
- Surgical and Medical Instruments
- Medical and Health Care Equipment and Supplies

6 U.S. Energy Information Agency and Associated Press, August 16, 2012. "CO2 emissions in U.S. drop to 20-year low" by Kevin Begos.

7 World Coal Association, 2011 estimate.

New Restaurants and Retail Businesses

(January 2011 - March 2013)

Source: Gillette News-Record (November 2012)

RESTAURANTS

- Adriano's Italian Restaurant
- The Coop
- Smiling Moose
- City Brew
- Qdoba
- 311 Restaurant and Lounge
- Mufa Cafe
- Uncle Freddie's Junkyard Grill & Pizza
- Old Chicago

RETAIL

- Aaron's
- Autozone
- Blue Butterfly
- Christian Bookstore
- Downtown Avenue Mall
- Family Furniture
- Famous Footwear
- Hands On Pottery
- Heaven to Earth
- Jo-Ann Fabric & Crafts
- Jordans Fine Western Dining
- Kum & Go
- Maverik Store 476
- Maxie's Depot
- Petco
- Picking up the Pieces
- Rue 21
- Sally Beauty Supply
- Selectel
- Sports Authority
- Stalkups RV Company
- This and That Treasures
- Verizon

UNDER CONSTRUCTION

- Microbrew-Prairie Fire
- Bomgaars

to network with individual business owners by providing mentoring or referrals, such as the Small Business Development Center (technical resources) and the Small Business Association (financial resources). While economic development entities sometimes overlook this sector, it has been proven that small businesses (i.e., less than 10 employees) amount to nearly 80 percent of employer firms in the U.S.[8]

HIGHER-END RETAIL

Over the last two years, Gillette has welcomed approximately 30 new retail stores and restaurants, ranging from chain stores to homegrown businesses, as listed in the sidebar***, New Restaurants and Businesses.***[9] The City's relatively high median income and positive growth forecast have attracted popular urban franchises like Qdoba, which typically locate in communities with at least 200,000 people. However, residents continue to express disappointment that Gillette lacks higher-end chains, such as Target or Olive Garden.[10] The *Community Economic Analysis* reports that despite Gillette's positive indicators (e.g., national rankings, higher-than-average retail sales per capita), many companies are unwilling to compromise on internal standards for population density, income levels, and purchasing power. One way to circumvent these metrics is for residents to start up local businesses. The community offers many one-of-a-kind restaurants and retailers that clearly surpass the quality and charm of the sought-after chains. Some boutique restaurants and retail outlets choose Downtown for its pedestrian-friendly environment, smaller buildings, and critical mass of locally owned and operated storefronts. Residents can support these businesses through general patronage, as well as participation in the Chamber of Commerce's "buy local" program, "Gillette is the Place to BEE."

8 Congressional Research Service, December 6, 2012. "Small Business Size Standards: A Historical Analysis of Contemporary Issues" by Robert Jay Dilger.

9 Derived from Gillette News-Record, November 18, 2012. "Big boom in business" by Alexandra Sukhomlinova Cockar.

10 Bruce Facility Planning Consultants, February 28, 2012. Community Economic Analysis.

Internet Service

According to the Federal Communication Commission and the Commerce Department, approximately 88 percent of urban households in the U.S. have access to high-speed capable internet service, while only 40 percent of rural households do.* As a result, federal grant programs like the $4 billion Broadband Technology Opportunities Program offer funding to build fiber optic networks in rural communities. The rationale is that private companies are unwilling to invest in the infrastructure due to prohibitive costs per capita. Smaller Wyoming cities like Newcastle and Cody provide high-speed access to nearly every home and business given their smaller service area and eligibility for these types of grants. Ultimately, Gillette will need to increase its fiber optic service area to maintain, and potentially surpass, this new status quo.

* Source: New York Times, February 11, 2013. "Waste is Seen in Program to Give Internet Access to Rural U.S." by Edward Wyatt.

Recommendations

- ***Direct Marketing.*** Continue participating in conferences and networking events with optimal visibility to solicit new target industries, retail chains, restaurants, and shopping center developers. While CCEDC staff lead a number of formal economic development efforts, in accordance with its five-year strategic plan, the participation of elected officials, City staff, and business leaders is also essential to direct marketing efforts.
- ***International Exposure.*** Continue developing formal relationships, like the sister-cities agreement between Gillette and Yulin, that facilitate information exchanges and encourage new business ventures. Private sector activity can be initiated or expanded through the support and leadership of Gillette's intergovernmental agencies.
- ***Internal and External Networking.*** Continue expanding internal and external networks with business prospects (e.g., CEOs, site selector consultants, retail brokers, national chains) and local experts (e.g., land developers, brokers, intergovernmental staff). These relationships are necessary to attract the interest of outside businesses, build community trust, and facilitate the development process.

Targeted Business and Industrial Parks

Gillette's industrial development has been historically driven by the market. In the absence of master plans or management strategies to guide the quality and appearance of buildings, landscaping, and infrastructure, the development patterns have varied. Some industrial parks offer premium amenities such as curb and gutter, while others lack adequate water supply to support fire protection services. In 2012, a CCEDC task force identified eight business and industrial parks (initially focusing on the top two) with the ultimate goal of improving the community's marketability for recruitment and expansion of local companies. Approximately half of the parks are fully or partially located in unincorporated parts of Campbell County, as seen in the handout***, Economic Development Context and Availability of Infrastructure.*** Their inclusion in the City's *Future Land Use Plan* and *City-County Joint Future Land Use* Plan will help to legitimize industrial park boundaries and influence the direction of future growth.

Key Considerations

INDUSTRIAL PARK SUPPORT AND FUNDING

According to the CCEDC, over 60 percent of business and site selector prospects request economic development incentives. The City, County, and CCEDC offer incentives to individual businesses or business and industrial parks on a limited, project-by-project basis, especially considering that many of these requests are prohibited by Wyoming Statutes. Instead, these agencies primarily serve as catalysts in forming public-private partnerships, garnering community support, and sponsoring state grant applications if the private sector is willing to take the lead. Under this model, Southern Industrial Park has received $8 million of core infrastructure upgrades, with nearly $7 million of that coming from State and County grants. A professional team of developers, engineers, and finance professionals partnered with the City and County to apply for roads, sewer, and infrastructure funding from the Wyoming Business Council and Mineral Royalty Grant Program, among other public and private funds.

SHOVEL-READY VERSUS DEVELOPMENT-READY MARKETING

One objective in delineating Gillette's business and industrial parks is to assess raw land's "state of readiness" for development, which can be used to advertise lower site development costs and shorter approval processes. In Campbell County, a shovel-ready site indicates a parcel has complete underground infrastructure (e.g., water,

sewer, electric, gas) and adequate telecommunication services (e.g., voice, T1). This designation is contrasted by a development-ready site, which indicates a parcel is located adjacent to utility infrastructure and has the ability to connect to the utility system. Gillette has lost a number of business prospects to Cheyenne due to its lack of available sites with sufficient infrastructure. The Cheyenne-Laramie County Corporation for Economic Development (commonly known as Cheyenne LEADS) owns and manages two shovel-ready business parks that: are annexed, platted, and zoned light industrial; are fast-tracked for a 21-day building permit approval process; offer nearly 500 undeveloped acres with on-site infrastructure; and claim the lowest land costs in the Front Range. Many states have developed industrial site readiness and certification programs to add credibility to these designations and assemble documentation on the existing conditions.

AVAILABILITY OF CORE INFRASTRUCTURE

Several of the local business and industrial parks lack one or more core infrastructure services. This is related to Gillette's pattern of low-density and scattered industrial growth outside of the City's utility service area (i.e., industrial sprawl), which can partly be attributed to affordable land prices, availability of land, and a desire to develop outside of City regulations. Although many unincorporated property owners connect to a privately managed utility district as an alternative to constructing individual wells and septic systems, it has caused an uneven quality and level of utility services across Gillette's business and industrial parks. The handout, *Economic Development Context and Availability of Infrastructure*, documents the availability of water, sanitary sewer, gas, electric, telecommunications, and rail infrastructure for each park. While the community lacks a critical mass of shovel-ready sites, a CCEDC task force is actively addressing these concerns.

AVAILABILITY OF TELECOMMUNICATIONS INFRASTRUCTURE

Gillette's service providers collectively offer a progressive fiber optic backbone to support high-tier users, such as major corporations and public institutions. The trunk lines run along major corridors, depending on specific end users' ability to build their own system. As a result, the community's high-speed network is owned and operated by multiple service providers with proprietary interests, undisclosed service lines, and limited access provisions. While some businesses and industrial parks face a high level of difficulty to upgrade their system, others can easily connect to the existing backbone.

RAIL ACCESS

The Burlington Northern Santa Fe (BNSF) railway offers Gillette businesses limited access through Energy Park's rail spur. In an effort to recruit new businesses, a task force was charged with locating a new rail facility in Campbell County. However, participants were unable to identify a viable 800- to 1,000-acre site necessary to develop a rail station, so the task force shifted focus to expanding the existing spur. In 2013, the CCEDC and City received a $25,000 Business Ready Community Planning grant from the Wyoming Business Council (plus an additional $15,000 local match) to fund an *Energy Park Rail Spur Feasibility Study*. The study will evaluate the feasibility of expanding the park and spur to accommodate (and stimulate) new growth.

Recommendations

- ***Zoning Ordinance Review.*** Compare the City's new *Future Land Use Plan* with the interim draft of the *Zoning Ordinance* to ensure consistency between existing and proposed business and industrial parks. These long-range and current planning functions should complement one another by ensuring zoning regulations and other land development regulations are consistent and further the long-range objectives of this *Comprehensive Plan Update*.
- ***State of Readiness Program.*** Consider developing a local "state of readiness" program, which may include specific designations (e.g., shovel-ready, development-ready), imagery (e.g., aerials, applicable master plans), and documentation requirements

(e.g., title work, environmental studies). Use this *Comprehensive Plan Update* and the CCEDC's "Buildings and Sites" online inventory as a resource to identify candidate sites and solicit their participation. Many state programs can be used as models for structuring a local program, which in turn, establish creditability and help the community market to a broader audience.

- ***Telecommunication Infrastructure Study.*** Consider sponsoring a strategic plan that evaluates public and private alternatives for developing the community's high-speed telecommunications network. Community-wide access to affordable and modern data transmission will be contingent on strategic planning and collaboration among service providers, which will facilitate the development of a more efficient and far-reaching system.
- ***Industrial Park Planning and Improvement Initiatives.*** Provide planning and implementation support to private stakeholders within business and industrial parks. This may include grant sponsorship and matching funds for master plans, feasibility studies, and infrastructure improvements; technical assistance with City and County development regulations or private covenants, codes, and regulations; assembly and coordination of public-private partners and individual property owners; and assistance with other mutually beneficial services that support the objectives of this *Comprehensive Plan Update*. For instance, the City and CCEDC recently partnered to sponsor an *Energy Park Rail Spur Feasibility Study* (planned completion in late 2013 or early 2014), which will be funded by a Wyoming Business Council grant and supplemented by a CCEDC match.

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6

Gillette Plan Update | *County/City/Town Coordination*

General Discussion

Many factors and forces important in community planning exert their influences irrespective of City, Town, or County boundaries. Real estate market forces, impacts from development, benefits of economic development, and the housing market all operate without regard to the boundaries distinguishing Campbell County from the City of Gillette and the Town of Wright. It only makes sense for these three jurisdictions to plan and act in coordination when dealing with these forces.

Campbell County, Gillette, and Wright should have a single vision for the future development of the entire County. Furthermore, the County and the municipalities should strive to seamlessly provide services to local residents and businesses without letting jurisdictional boundaries create service gaps or inefficiencies. Nearly 96 percent of citizen survey respondents noted that public services such as snow removal, law and fire protection, and school busing are very important or somewhat important in rural areas. There is already a great deal of County-City-Town cooperation and coordination, as is explained further on in this chapter. This intergovernmental coordination and cooperation is a real strength for Campbell County that can help produce a more effective plan - a plan that actually leads to better results on the ground. This coordination among the three jurisdictions is such a significant topic that it commands a full chapter in the County's, City of Gillette's, and Town of Wright's comprehensive plans.

The focus of this chapter is on how to improve the already good cooperation between the County, City, and Town to better ensure that growth and development in the future urban areas of Campbell County will be beneficial to all. ***It should be noted that the recommendations of this chapter pertain to the future urban areas of Campbell County - areas that are in close proximity to either Gillette or Wright that likely will be heavily developed and annexed in the future.***

This chapter is also included in the *Campbell County Comprehensive Plan* and *Town of Wright Comprehensive Plan.*

Table

Table 6.1, Future County/City/Town Collaborative Projects

Figure

Figure 6.1, Recently Completed or Ongoing County/City/Town Collaborative Projects

Suggestions in the chapter for coordinating regulatory standards with the City of Gillette, for example, are only intended to apply to these urbanizing areas and not to the vast majority of the County's territory. This complies with local attitudes regarding private property rights. A majority of the citizens surveyed (71 percent) indicated agreement with the statement that private property rights should be respected by strictly limiting County land use regulations. Therefore, the recommended actions of this plan largely focus on the urbanized areas of the County.

Overall Philosophy

It is the intent of this chapter to foster a shared philosophy among the County, City of Gillette, and Town of Wright - a philosophy of working together to create compatible development within the areas of joint jurisdiction. This philosophy includes the following four elements:

1. Intergovernmental cooperation is critical so that future land use planning and infrastructure expansion meet associated growth demands.
2. The three governments should work together to create a seamless land use and infrastructure transition between the County and the municipalities.

Figure 6.1, Recently Completed or Ongoing County/City/Town Collaborative Projects

- Regional Water Joint Powers Agreement and Panel
- Lodging Tax and Tourism Board
- Joint Subdivision Review and Development
- Funding of the Campbell County Economic Development Corporation and Northeast Wyoming Economic Development Coalition
- Joint Powers Fire Board
- Joint Powers Land Board
- Recycling and Landfill Diversion Programs
- Shared Roads Memorandum of Understanding
- City, County, and Town Addressing Standards
- Senior Center Remodel/Expansion
- Campbell County Recreation Center
- Warlow Drive
- Kluver Road Reconstruction
- Gillette College Technical Center
- Cam-Plex Wyoming Center
- Joint Emergency Law Enforcement Response (upon request)
- Staff Support for Campbell County Economic Development Strategic Plan Implementation
- Joint Mobile Command Unit for Emergency Response
- 2010 United States Census
- Enzi Drive Pathway
- Sinclair Street Reconstruction

3. In devising their respective plans, each jurisdiction, as much as possible, will aim for the best future for all of Campbell County, irrespective of jurisdictional boundaries.
4. Coordination of land use and infrastructure improvements in the joint planning areas is intended to benefit the residents, business owners, developers, and others investing in the community.

Current Collaborations

Campbell County has an impressive record of cooperation among the public-sector entities that has produced projects for the benefit of the greater community. The figure (to the left) lists a number of recently completed or ongoing cooperative projects jointly undertaken by the County and the municipalities of Gillette and Wright. Overall, this project list shows that the County and the municipalities have accomplished a tremendous amount by working together.

Strengths to Build On

The spirit of cooperation that has led to many successful projects continues as evidenced by the list of collaborative projects that are currently in-progress or will be acted upon in the near future. These projects are all designed to address specific community needs and are often much more economically efficient than one unit of government going at it alone. Such efficiencies benefit all County citizens and taxpayers. In addition, success breeds success - current and planned cooperative projects have strengthened intergovernmental relationships and created the potential for further successful collaborations in the future.

Discussion

This chapter provides an assessment of existing coordination mechanisms to serve the current and future needs of the City of Gillette, Town of Wright, and Campbell County. It also articulates goals, objectives,

Table 6.1, Future County/City/Town Collaborative Projects

Regional Water	Continued cooperation on the development of the Gillette Regional Water Supply Project and extensions into outlying service districts in the County.
Western Interstate Interchange	Continued efforts between the City of Gillette, Campbell County, and Wyoming Department of Transportation on the possible development of an additional interstate interchange on west Interstate 90.
Joint Planning Area Development Review	Coordination between the City and County Planning Commissions on project review.
Solid Waste and Recycling Programs	Continued cooperation in expanding recycling/diversion in Campbell County to reduce landfill quantities and future liability costs.
Urban Systems Transportation Projects and Planning	Continued cooperation in developing, prioritizing, and leveraging Urban Systems funding on transportation projects in the Urban Systems boundary around the City of Gillette.
Joint Powers Fire Stations	Continued cooperation between the City of Gillette, Campbell County, and the Town of Wright in developing, funding, and constructing fire stations throughout the County to serve the fire protection needs of citizens.
Western Drive Corridor Study	Continued review and cooperation on the possible future construction of a Western Drive belt loop road connecting Southern Drive and Highway 14-16 and tying into the future western interchange on Interstate 90.
New Westwood School Site	Continued cooperation with Campbell County School District on developing the school site east of the Gillette College Technical Education Center.
YES House Projects	Continued cooperation between the Town of Wright, City of Gillette, and Campbell County to complete the final building on the YES House campus site.
SLIB Consensus Grant Collaboration	Continued cooperation with the City of Gillette and Town of Wright to agree upon, and prioritize, projects slated for grant funding application to the State Loan and Investment Board (SLIB).

Achieving Greater Regulatory Coordination

This plan recommends the City of Gillette and Campbell County utilize the following process for use in the Joint Planning Area:

- The planners and public works directors for the City and County should form a work group to facilitate greater consistency between the City's and County's policies, regulations, design standards, and review processes.
- This work group would develop a goal statement and a set of guiding principles as a starting point. These findings would be presented to the City Council and County Commissioners for review, discussion, and eventual approval.
- Following approval of a common goal statement and set of principles, the work group would create a list of specific items (e.g., driveway standards, water/sewer connection standards, infrastructure requirements for subdivisions, etc.) for coordination between the City and County.
- This list of items would be presented to the City Council and County Commissioners for review, discussion, and eventual approval.
- The work group would begin preparing execution documents that accomplish the common standards and procedures on the approved list of coordination items (e.g., design standards, ordinances, resolutions, etc.).
- Once the implementation documents are prepared, they would be presented to the City Council and County Commissioners for review and approval in accordance with the applicable adoption processes.

and actions to extend intergovernmental coordination and cooperation into land use planning.

With regard to coordinating land use and development, an extraordinary opportunity exists for the City of Gillette, Town of Wright, and Campbell County to prepare common land use and roadway plans for the joint planning areas adjacent to the municipalities. All three local governments are concurrently updating their comprehensive and master plans, and thus will be discussing many of the same issues at the same time. These concurrent efforts are especially timely because 70 percent of survey respondents identified planning coordination between the County and City of Gillette as very important and another 25 percent identified it as somewhat important. Only 4.4 percent said planning coordination between the County and City was not important. A common roadway plan between the County and City of Gillette was supported by 58 percent of the respondents and 56 percent supported a common roadway plan between the County and Town of Wright. Among a list of potential coordination projects, 46 percent of survey respondents identified a common land use plan between Campbell County and City of Gillette as something that is needed, and 41 percent of respondents asserted that a common land use plan between the County and Wright should be prepared.

Historically, most of the development in Campbell County has occurred naturally near the boundaries of the City of Gillette and the Town of Wright, which is a desirable land use pattern. Few major subdivisions have developed in the more remote areas of the County. However this concentration of development near the common boundaries raises the need for the well-coordinated delivery of services. The goals of this chapter do not actually introduce significant changes to the County's historical development patterns. Rather, these goals are intended to facilitate the continuation of this pattern through joint planning and to promote seamless service delivery through more effective intergovernmental cooperation.

Challenges

The greatest challenges for comprehensive land use planning in Campbell County are associated with the joint planning areas - areas where the interests, influences, and jurisdictions of the County and municipalities overlap (more specifically, areas within one mile of municipal boundaries).

Over time, Gillette and Campbell County have enacted inconsistent development regulations and construction standards for its Joint Planning Area. Important examples are different building codes, requirements, and subdivision standards, as well as land use complications associated with annexation. These inconsistent standards have sometimes led to unresolved community issues and frustration among citizens and developers, as well as local government staff and elected officials.

As in all communities, different local governments have different constituencies, funding sources, expenses, and legal authorities. These differences can lead to conflicts which need to be resolved. However, effective communication between local jurisdictions sometimes gets overlooked when everyone is busy responding to the day-to-day demands on local government. Given this situation, there is a need for a constant mechanism for timely communication between the County and the municipalities.

Goals, Objectives, and Actions

The following goals, objectives, and actions are designed to implement this plan through intergovernmental coordination.

Goal 1

Maintain a positive relationship among all three jurisdictions to foster collaboration on issues of mutual concern.

OBJECTIVES

- Ensure continued discussion between the County, City, and Town at all levels, including elected officials, planning commissions, and departmental staff.
- Act upon the specific opportunities for collaboration identified in each respective comprehensive plan.
- Maintain existing mechanisms of formal and informal intergovernmental coordination in the County, City, and Town.

RECOMMENDED ACTIONS

- Continue the monthly luncheons attended by elected officials to discuss current topics.
- Diligently accommodate the City and Town reviews of subdivisions that are proposed for locations that are within one mile of the municipal boundary.

Goal 2

Coordinate planning, economic development, recreation, and infrastructure between the City, Town, and County.

OBJECTIVE

- Develop common future land use plans with the City of Gillette and the Town of Wright for the joint planning areas.

RECOMMENDED ACTION

- Regularly review and maintain the common future land use plans for the one-mile joint planning areas.

OBJECTIVE

- Aim for similar and appropriate subdivision regulations, building codes, and design standards within the joint planning areas.

RECOMMENDED ACTION

- Adopt the process for achieving greater regulatory coordination in the joint planning areas (sidebar on page 70).

OBJECTIVE

- Continue coordinated support of the Campbell County Economic Development Corporation's *Five-Year Strategic Economic Development Plan* and the new CCEDC's *Comprehensive Economic Development Strategy*.

Goal 3

Develop and expand partnerships, communications, and coordination among County, City, and Town officials and citizens during the planning process.

OBJECTIVE

- Continue to review and identify avenues for intergovernmental cooperation - all aspects of County government should be explored for potential cooperative efforts.

RECOMMENDED ACTIONS

- Develop an intergovernmental review process for zoning and re-zoning requests within the joint planning areas.
- Further develop an intergovernmental process for sharing and coordinating plans and schedules for infrastructure projects.
- Foster agreements for smooth and timely transfer of authority for issuing permits in areas that are in the annexation process.
- Conduct semi-annual joint Planning Commission meetings with each of the municipalities to discuss plan implementation and current issues.
- Continue cooperative efforts between the City and County for the future success of the Gillette Regional Water Supply Project.

7

Gillette Plan Update | *Implementation*

Introduction

The *Gillette Plan Update* sets forth a community vision to both *preserve* Gillette's unique identity and *promote* new growth opportunities. The 18-month plan development process was necessary to include community participation, facilitate City-County coordination, analyze perceived issues and opportunities, and formulate a realistic *Action Agenda*. The next wave of growth will naturally lead to shifts in economic, physical, and demographic conditions. Therefore, this plan is designed as a "living document" that is amenable to change. Scheduled updates will maintain its relevance and credibility as an overarching policy guide.

This chapter highlights past accomplishments and specific roles, responsibilities, and methods of implementation to execute priority plan recommendations. Its key objective is to integrate the different plan elements in such a way as to provide a clear path for sound decision-making. The final stages of plan development led elected and appointed officials to rank top priorities. Those findings are summarized in the *Action Agenda* - potentially the most influential element of this plan. It is organized to provide clear policy directives that serve as the foundation for decision-making and judgment regarding:

- The timing and availability of infrastructure improvements to serve new development;
- The appropriateness of proposed development and redevelopment;
- The need for and timing of City-initiated and landowner-requested annexations;
- Potential re-writes and amendments to the City's zoning and land development ordinances and related City Code elements;
- Expansion of public facilities, services, and programs to meet current and future demands;
- Priorities for annual capital budgeting; and
- Intergovernmental coordination and agreements, including inter-City and City-County, plus interactions with state and federal agencies.

Chapter Highlights

- Spirit of Cooperation
- Plan Administration
- Plan Amendments and Updates
- Action Agenda

Table

Table 7.1, Action Agenda

Figure

Figure 7.1, Roles and Responsibilities

Appendix

Appendix E, Preliminary Action Agenda

Spirit of Cooperation

The City's and County's comprehensive plans were drafted on parallel timelines that naturally cultivated a spirit of cooperation. Independent citizens advisory committees and consultant staff led each project team to clarify planning objectives and articulate courses of action. As a result, both plans are sensitive to their own political constituencies and historical contexts. Yet, their recommendations are most effective when they work in tandem, blurring jurisdictional lines when appropriate and introducing "big picture" thinking into everyday decision-making.

Past, Present, and Future Opportunities for Cooperation

- Economic Development
- Future Land Use Plan
- Engineering, Building, and Development Standards
- Joint Planning Area Review
- Joint Powers Boards (Fire, Public Lands)
- Madison Line Regional Water
- Shared Roads Agreement
- Parks, Recreation, and Open Space Planning
- Solid Waste and Recycling
- Emergency Response
- Lodging Tax and Tourism Board
- Campbell County School District, Gillette College, and University of Wyoming
- Coal Belt Transportation
- Local, State, and Federal Grants

This coordination between the two planning processes resulted in a number of unprecedented or rare milestones:

- A joint meeting of the City's and County's citizens advisory committees to discuss coordinated land use designations in the one-mile Joint Planning Area;
- A first-ever *City-County Joint Future Land Use Plan* adopted by both the City Council and County Commissioners;
- A first-ever economic development chapter in the City's plan, which takes an interjurisdictional approach to economic diversification and innovation, business retention and support, workforce development, and business and industrial parks; and
- A shared chapter in the City's and County's comprehensive plans promoting intergovernmental coordination and implementation throughout Campbell County.

These processes and outcomes will help to catalyze targeted economic development opportunities, promote efficient infrastructure systems, and facilitate seamless implementation of the City's and County's comprehensive plans. For instance, the *City-County Joint Future Land Use Plan* establishes a common framework for future urbanization, growth, and development. As a policy guide, the map promotes consistent standards across jurisdictional boundaries and helps to prevent unplanned and discontinuous development patterns. These initiatives build on the City and County's history of partnership and collaboration, as documented in *Chapter 6, County/City/Town Coordination,* and the inset above.

Plan Administration

During the development of this plan, representatives of government, businesses, neighborhoods, civic groups, and others came together to inform the planning process. These community leaders (and new ones to emerge over the horizon of this plan) must maintain their commitment to the ongoing implementation and updating of plan policies.

Education

Although comprehensive plans are relatively general in nature, they are still complex policy documents that require technical, political, and financial understanding. As such, educating decision-makers and administrators about plan implementation is an important first step after plan adoption. As the principal groups that will implement this plan, the City Council, Planning Commission, and City department heads should all be "on the same page" with regard to priorities, responsibilities, and interpretations.

An education initiative should be undertaken immediately after plan adoption, which should include:

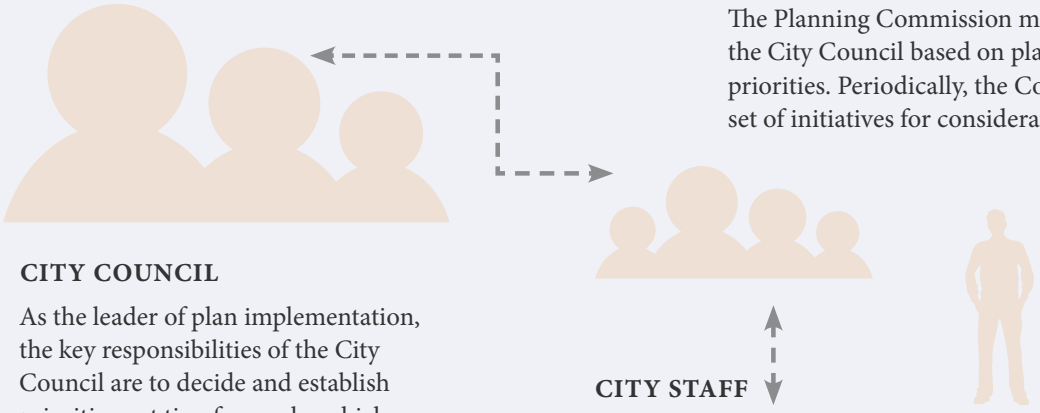
- A discussion of the individual roles and responsibilities of the City Council, Planning Commission (and other advisory bodies), and individual staff members;
- A thorough overview of this entire *Gillette Plan Update*, with emphasis on the parts of this plan that relate to each individual group;
- Implementation tasking and priority setting, which should lead to each group establishing a one-year and three-year implementation agenda based off the overall plan's *Action Agenda*;
- Facilitation of a mock meeting in which the use of this plan and its policies and recommendations is illustrated; and
- An in-depth, question-and-answer session with support from planning personnel, the City Administrator, and other key staff.

Role Definition

City Council

As the community's elected officials, the City Council will assume the lead role in implementation of this plan. The key responsibilities of the City Council are to decide and establish priorities, set timeframes by which each

Figure 7.1, Roles and Responsibilities



PLANNING COMMISSION

The Planning Commission makes recommendations to the City Council based on plan principles and action priorities. Periodically, the Commission should prepare a set of initiatives for consideration by the City Council.

CITY COUNCIL

As the leader of plan implementation, the key responsibilities of the City Council are to decide and establish priorities, set timeframes by which each action will be initiated and completed, and determine the budget to be made available for implementation efforts.

CITY STAFF

City staff manages day-to-day implementation of this plan. In particular, the Planning Division of the Development Services Department is responsible for supporting the Commission and Council and coordinating initiatives across City departments and with other entities.

action will be initiated and completed, and determine the budget to be made available for implementation efforts. In conjunction with the City Administrator, the City Council must also ensure effective coordination among the various groups that are responsible for carrying out this plan's recommendations.

The City Council will take the lead in the following general areas:

- Acting as a "champion" of this plan;
- Adopting and amending this plan by City resolution, after recommendation by the Planning Commission;
- Adopting new or amended land development regulations to implement this plan;
- Approving intergovernmental agreements that implement this plan;
- Establishing the overall action priorities and timeframes by which each action item of this plan will be initiated and completed;
- Considering and approving the funding commitments that will be required;
- Offering final approval of projects, activities, and associated costs during the budget process, keeping in mind the need for consistency with this plan and its policies; and
- Providing policy direction to the Planning Commission, other appointed City boards and commissions, and City staff.

PLANNING COMMISSION

The Planning Commission makes recommendations to the City Council based on plan principles. Periodically, the Commission should propose a docket of initiatives for consideration by the City Council. These responsibilities would entail:

- Periodically obtaining public input to keep this plan updated, using a variety of community outreach and citizen and stakeholder involvement methods;
- Ensuring that recommendations forwarded to the City Council are reflective of plan principles, policies, and strategic recommendations. This relates particularly to decisions involving development review and approval, zone change requests, and ordinance amendments; and
- After holding one or more public hearings annually to discuss new or evolving community issues and needs, and having discussed with City staff any and all legal underpinnings, making recommendations to the City Council regarding priority initiatives, as well as planned updates and amendments.

CITY STAFF

City staff manages day-to-day implementation of this plan. In particular, the Planning Division of the Development Services Department is responsible for supporting the Commission and Council and generally

shepherding plan implementation. Specific staff responsibilities include:

- Supporting and carrying out capital improvement planning efforts;
- Overseeing the drafting of new or amended zoning and land development regulations and working with the appropriate boards and commissions;
- Conducting studies and developing additional plans (including management of consultant efforts, as necessary);
- Reviewing applications for consistency with this plan, as required by the City's zoning and land development regulations;
- Negotiating the specifics of intergovernmental agreements in coordination with the City Council and City management;
- Administering collaborative programs and ensuring open channels of communication with various private, public, and non-profit implementation partners;
- Pursuing grant opportunities and other promising avenues for leveraging City resources with external funding;
- Providing briefings (as a potential section in *Developing Gillette* summaries) on plan implementation progress and activities to the Planning Commission and City Council no less than annually; and
- Maintaining an inventory of potential plan amendments, as suggested by City staff and others, for consideration during annual and periodic plan review and update processes.

Plan Amendments and Updates

Revisions to this *Comprehensive Plan Update* are two-fold, with minor plan amendments occurring as needed and more significant modifications and updates occurring every five to 10 years. Minor amendments could include revisions to certain elements of this plan as a result of the adoption of another specialized plan or interim changes to the *Future Land Use Plan* and/or the *Proposed Future Transportation Network*. Major updates will involve reviewing the base conditions and anticipated growth trends; re-evaluating the goals, policies and recommendations in this plan - and formulating new ones as necessary; and adding, revising or removing strategic recommendations in this plan based on implementation progress.

Annual Plan Review

The City's quarterly and annual progress reports, *Developing Gillette*, are representative of the City's first-class customer service. These summaries comprehensively document the community's quantitative and qualitative trends pertaining to population, annexations, housing, commercial permitting, capital investments, unemployment rates, and economic vitality. This precedent for recording performance measures highlights the City's commitment to transparency and accountability, two characteristics which are also necessary to maintain this *Comprehensive Plan Update*.

In gathering data for *Developing Gillette*, City staff should consider the creation of a companion piece ("*Annual Plan Review*") that addresses accomplishments, issues, and unforeseen opportunities or challenges relating to this plan. Whether it is included as a new section within the existing summary document or written as a supplemental report, this information should be prepared for presentation before the Mayor and City Council. This review process will ensure that this plan is consistently evaluated and any needed modifications or clarifications are addressed through the minor plan amendment process. Ongoing monitoring for consistency between this plan and the City's land development regulations and standards should be an essential part of the annual reporting effort.

The *Annual Plan Review* should highlight:

- Obstacles or problems in the implementation of this plan, including those encountered in administering the land use and transportation aspects, as well as any other policies of this plan;
- Proposed amendments that have come forward during the course of the year, which may include revisions to individual plan maps or other recommendations or text changes; and
- Recommendations for needed actions, programs, and procedures to be developed and implemented in the coming year, including recommendation of projects to be included in the City's *Capital Improvement Plan* (CIP), other programs/projects to be funded, and priority coordination needs with public and private implementation partners.

Amendment Considerations

Based on the *Annual Plan Review*, the opinions of City staff, Planning Commission, and others, a determination will be made as to whether there is a need for a plan amendment. When considering a plan amendment, the City should ensure the proposed amendment is consistent with the goals and policies set forth in this plan regarding character protection, development compatibility, infrastructure availability, and other community priorities. Careful consideration should also be given to guard against site-specific plan changes, on the *Future Land Use Plan* or elsewhere, that could negatively impact adjacent areas and uses or detract from the overall character of the area. Factors that should be considered in deciding on a proposed plan amendment include:

- Consistency with the goals and policies set forth in this plan;
- Adherence with the *Future Land Use Plan*, *City-County Joint Future Land Use Plan*, and/or *Proposed Future Transportation Network*;
- Compatibility with the surrounding area;
- Impacts on infrastructure provision including water, sanitary sewer, stormwater, and transportation;
- Impact on the City's ability to provide, fund, and maintain services;
- Impact on environmentally sensitive and natural areas; and
- Whether the proposed amendment contributes to the overall direction and character of the community as captured in this plan's vision and goals (and ongoing public input).

Minor Amendments

This type of amendment may be proposed at any time, such as specific adjustments to the *Future Land Use Plan* related to particular land development applications or public improvement projects. Minor amendments can be addressed by the City in short order or, if not pressing, be documented and compiled for a more holistic evaluation through the *Annual Plan Review* process.[1] This is also how and when the results of another specialized plan or study should be incorporated into relevant sections of this plan.

Major Plan Updates

This 2013 *Comprehensive Plan Update* (a.k.a. *Gillette Plan Update*) represents a major plan update. Rather than starting from scratch, the project team used a strategic update approach to focus on key issues and opportunities resulting from changing conditions that influenced regulatory, fiscal, administrative, and programming policies. This process began with a review of baseline conditions and assumptions about trends and growth indicators, which clearly diverged from 2006 market expectations. It led to a *City-County Joint Future Land Use Plan*, a more strategic and comprehensive focus on economic development, and more emphasis on neighborhood planning, among many other fresh approaches. This process ultimately resulted in a concise,

1 The City-County Joint Future Land Use Plan will require approval by the City and County.

action-oriented planning guide designed to steer the course of planning and development over the next five to 10 years.

Major plan updates generally include:

- A summary of major actions and interim plan amendments undertaken over the last five years.
- Major issues in the community and how these issues have changed or remained the same over time.
- Changes in the assumptions, trends, and base studies data, including the following:
  - The rate at which growth and development is occurring relative to the projections put forward in this plan.
  - Shifts in demographics and other growth trends.
  - The area of land that is designated and zoned for urban development and its capacity to meet projected demands and needs.
  - City-wide attitudes and whether apparent shifts, if significant, necessitate amendments to the stated goals or strategies of this plan.
  - Other changes in political, social, economic, technological, or environmental conditions that indicate a need for plan amendments.
- Ability of this plan to continue to support progress toward achieving the community's goals. The following should be evaluated and revised as needed:
  - Individual statements or sections of this plan to ensure that the plan provides sufficient information and direction to achieve the intended outcomes.
  - Conflicts between goals and policies that have been discovered in the implementation and administration of this plan.
  - The *Action Agenda* to highlight major accomplishments and ensure continued relevance.
  - As conditions change, the priorities for implementing the individual actions of this plan. Some actions may emerge as a higher priority given new or changed circumstances while others may become less important to achieving the goals and development objectives of the community.
  - Changes in laws, procedures, and missions that may impact the ability of the community to achieve its goals.

The plan update must assess these changes and their possible impacts on the likely success of implementation, leading to any suggested revisions in strategies or priorities.

Action Agenda

The *Action Agenda* lists the prioritized action recommendations derived from various elements of this *Comprehensive Plan Update* in ***Table 7.1, Action Agenda***. The synthesized table does not include every action recommendation found throughout this plan. As configured, the *Action Agenda* details the "to do" list of priority action items and who is responsible for initiating, administering, and participating in the implementation process.

Methods for Implementation

Five general methods for implementation are included in the *Action Agenda*:

- Policies;
- Capital improvements planning;
- Development regulations and standards;
- Partnerships and coordination; and
- Special studies, projects, or programs.

POLICIES

Some comprehensive planning concepts or recommendations become reality through specific actions such as a capital project, amended development regulations, or a particular annexation of additional territory into the City. However, some of the most basic reinforcement of the community vision and desired future direction occurs through broad policy commitments. Policies are less tangible but ultimately

drive both day-to-day activities and strategic decisions. Policies capture basic philosophies and "standard operating procedures" that should apply across the board unless changing circumstances or new information suggest that standing policies should be revisited. This *Comprehensive Plan Update* is the source of some of these core policies while others will flow from specific City Council directives to staff, whether through the annual budgeting process or as particular issues are confronted during regular Council meetings, special workshops, or planning retreats. The common element is that the City Council, as the community's elected body, sets and adjusts policies much like a business or organization's "board of directors." Then it is up to City staff and others to take actions and make decisions based on this overarching guidance.

CAPITAL IMPROVEMENTS PLANNING

The City's five-year CIP identifies budgeted capital projects, including street infrastructure; water, sanitary sewer, and stormwater facilities; construction and upgrades to parks, trails, and recreation facilities; construction and renovation of public buildings; and purchase of major equipment. Identifying and budgeting for major capital improvements will be essential for implementation. Decisions regarding the prioritization and potential phasing and coordination of proposed capital improvements should take into account the policy and management directives of this plan.

DEVELOPMENT REGULATIONS AND STANDARDS

Land development regulations and engineering standards should be consistent with this plan's vision for the character, quality, and pattern of development. Although private investment decisions most directly influence the community's physical form, the City's *Zoning Ordinance, Subdivision Regulations*, and associated development criteria establish community expectations and the framework for private improvements. These ordinances and standards should reflect the community's desire for quality development outcomes while being sensitive to the fiscal, political, cultural, and environmental context. Most importantly, these regulations and standards should not delay or interfere unnecessarily with appropriate new development or redevelopment that is consistent with plan principles and policies.

PARTNERSHIPS AND COORDINATION

Many of the community initiatives identified in this plan require cooperation or funding support from other government or non-profit entities such as the County, Campbell County School District, Gillette College, Campbell County Memorial Hospital, State of Wyoming, and others. Additionally, the unique role of potential private and non-profit partners to advance the community's *Action Agenda* should not be underestimated. This may occur through cooperative agreements, volunteer activities, in-kind services (which can count toward the local match requirements for various grant opportunities), and public/private financing of community improvements.

SPECIAL STUDIES, PROJECTS, OR PROGRAMS

This broad category of implementation measures includes additional planning studies, projects, or programs requiring a "finer grain" level of detail than is appropriate for this *Comprehensive Plan Update*. These may include initiating or adjusting City programs; expanding citizen participation efforts; providing education outreach or training; and other types of special initiatives. For example, the City has already initiated targeted plans for several neighborhoods, which is an advisable next step after City-wide planning.

Prioritization

The *Action Agenda* provides a starting point for determining task priorities. This is an important first step toward plan implementation and should occur in conjunction with the City's annual budget process, during CIP preparation, and in support of departmental work planning. Then, the City staff member designated as plan administrator should initiate a first-year work program in conjunction with City management,

other departments, and other public and private implementation partners.

The near-term action priorities should be revisited by City officials and staff annually to recognize accomplishments, highlight areas where further attention and effort are needed, and determine whether some items have moved up or down on the priority list given changing circumstances and emerging needs. It should be kept in mind that early implementation of certain items, while perhaps not the uppermost priorities, may be expedited by the availability of related grant opportunities, by a state or federal mandate, or by the eagerness of one or more partners to pursue an initiative with the City. On the other hand, some higher-priority items may prove difficult to address in the near-term due to budget constraints, the lack of an obvious lead entity or individual to carry the initiative forward, or by the community's readiness to take on a potentially controversial new program.

Similar to the City's five-year CIP, the entire *Action Agenda* and all other strategic recommendations dispersed throughout this plan's chapters should be revisited annually to decide if any additional items should be reclassified as a top priority.

Appendix A

Prioritization of Key Issues

Prioritization of Key Issues

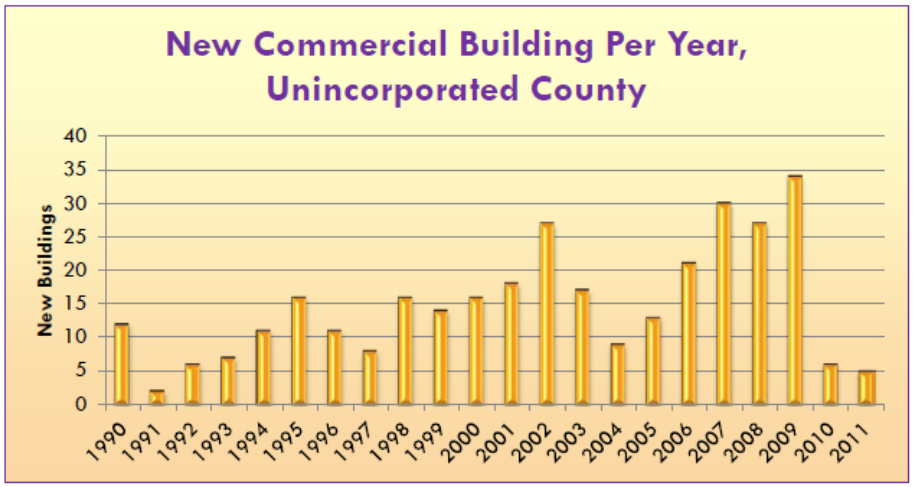
	Ranking #1	Ranking #2	Ranking #3	Community Issues
	1			A. Streamlined Development Review
	1			B. Updated Development Standards
2	1	1111	1	C. Infrastructure Planning
				D. Streamlined Infrastructure Policies
			11	E. Downtown Revitalization
	1			F. Strategic Urban and Rural Infill
				G. Corridor and Gateway Appearance
1	~~1111~~ 1	11	111	H. Diversified and Resilient Economy
		11		I. Regional Influence
			1	J. Small Business Support
				K. Affordable Housing
3		11	111	L. Education and Training Opportunities
				M. Medical Services
		1	1	N. Quality of Life Improvements
				O. Park System
	1			P. Citywide Communication

Appendix B

Profile of Community Characteristics

Source: Campbell County Comprehensive Plan

B.1 | *Rural Growth Patterns*



Source: Campbell County Assessor

Source: U.S. Census (accessed September 2012)

B.2 | *Increases in Young Professionals and Families*

Table 2.4, Age Group Population and Cohort Migration, 1990-2010						
Age Group	1990	2000	2010	% Change 1990-2000	% Change 2000-2010	% Change 1990-2010
Under 5	1,637	1,500	2,677	-8.4%	78.5%	63.5%
5 to 9	1,868	1,563	2,289	-16.3%	46.4%	22.5%
10 to 14	1,673	1,679	2,049	0.4%	22.0%	22.5%
15 to 19	1,328	1,825	1,930	37.4%	5.8%	45.3%
20 to 24	996	1,458	2,393	46.4%	64.1%	140.3%
25 to 29	1,549	1,378	2,909	-11.0%	111.1%	87.8%
30 to 34	2,163	1,158	2,349	-46.5%	102.8%	8.6%
35 to 39	1,854	1,625	1,932	-12.4%	18.9%	4.2%
40 to 44	1,402	2,058	1,706	46.8%	-17.1%	21.7%
45 to 49	865	1,723	2,083	99.2%	20.9%	140.8%
50 to 54	616	1,262	2,256	104.9%	78.8%	266.2%
55 to 59	486	734	1,733	51.0%	136.1%	256.6%
60 to 64	4,005	493	1,102	-87.7%	123.5%	-72.5%
65 to 69	259	362	603	39.8%	66.6%	132.8%
70 to 74	188	318	387	69.1%	21.7%	105.9%
75 to 80	139	227	295	63.3%	30.0%	112.2%
80 to 84	111	133	228	19.8%	71.4%	105.4%
85+	96	150	166	56.3%	10.7%	72.9%
Total	17,635	19,646	29,087	11.4%	48.1%	64.9%

Source: U.S. Census **(accessed September 2012)**

B.3 | *Retention of Retirees*

Table 2.4, Age Group Population and Cohort Migration, 1990-2010						
Age Group	**1990**	**2000**	**2010**	**% Change 1990-2000**	**% Change 2000-2010**	**% Change 1990-2010**
Under 5	1,637	1,500	2,677	-8.4%	78.5%	63.5%
5 to 9	1,868	1,563	2,289	-16.3%	46.4%	22.5%
10 to 14	1,673	1,679	2,049	0.4%	22.0%	22.5%
15 to 19	1,328	1,825	1,930	37.4%	5.8%	45.3%
20 to 24	996	1,458	2,393	46.4%	64.1%	140.3%
25 to 29	1,549	1,378	2,909	-11.0%	111.1%	87.8%
30 to 34	2,163	1,158	2,349	-46.5%	102.8%	8.6%
35 to 39	1,854	1,625	1,932	-12.4%	18.9%	4.2%
40 to 44	1,402	2,058	1,706	46.8%	-17.1%	21.7%
45 to 49	865	1,723	2,083	99.2%	20.9%	140.8%
50 to 54	616	1,262	2,256	104.9%	78.8%	266.2%
55 to 59	486	734	1,733	51.0%	136.1%	256.6%
60 to 64	4,005	493	1,102	-87.7%	123.5%	-72.5%
65 to 69	259	362	603	39.8%	66.6%	132.8%
70 to 74	188	318	387	69.1%	21.7%	105.9%
75 to 80	139	227	295	63.3%	30.0%	112.2%
80 to 84	111	133	228	19.8%	71.4%	105.4%
85+	96	150	166	56.3%	10.7%	72.9%
Total	17,635	19,646	29,087	11.4%	48.1%	64.9%
Source: U.S. Census Bureau						

Source: U.S. Census (accessed September 2012)

B.4 | *Increases in Cultural Diversification*

Table 2.6a, Percent Change, 2000-2010						
Race	Gillette, WY	Farmington, NM	Rifle, CO	Midland, TX	Pinedale, WY	Rock Springs, WY
American Indian	0.2%	5.2%	0.6%	0.10%	-0.10%	-0.10%
Asian	0.3%	0.1%	0.3%	0.40%	1.20%	0.10%
Black	0.2%	0.2%	0.1%	-0.50%	0.30%	0.30%
White	-3.3%	-7.9%	-10.5%	0.00%	-6.50%	-5.30%
Hispanic	5.6%	4.7%	14.1%	8.60%	8.40%	7.40%
Source: U.S. Census Bureau						

Source: Developing Gillette (First Quarter 2012)

B.5 | *Recession Decreases in Commercial Development Activity*

New Commercial Construction Permits
First Quarter 2012
And Comparison 2007 – 2010

2012 – Year To Date Permits: 1	2012 Year To Date Valuation: $20,000
2011: 31	Valuation: $25,469,691
2010: 23	Valuation: $18,908,253
2009: 54	Valuation: $46,144,380
2008: 33	Valuation: $95,733,604
2007: 57	Valuation: $63,641,183

NOTE: Figures for 2007 – 2011 are yearly totals.

Source: Powder River Basin Coal Review, Interim Draft Task 1C Report

B.6 | *Increases in Community Development Staff*

Table 4-39 City of Gillette Budgeted Full-time Employees by Department (1999 - 2003)

Department	2003	2009	2010	2011	Change 2003-2011
Administration	35	60.3	60.8	63.3	**28.3**
Community Development / Planning	4	29.0	34.5	31.5	**27.5**
Finance/Treasurer	10	9.5	11.3	11.3	**1.3**
Police	66	85.0	90.0	87.5	**21.5**
Public Works	31	41.0	43.0	46.0	**15**
Utilities	61	49.0	50.0	49.5	**-11.5**
Total	**207**	**273.8**	**289.5**	**289.0**	**82**

Source: City of Gillette Budgets. Some of the changes may reflect changes in departmental structure.

Source: U.S. Census (accessed September 2012)

B.7a | *Fast-Paced Growth*

Population Projections

The City of Gillette's unique economy requires an in-depth analysis of recent and projected growth trends. A preliminary collection of information sources have been compiled (B.7b, B.7c, B.7d, B.7e) to illustrate the range of growth rates. This plan concludes that the City should anticipate a population of 50,000 by 2040.

Table 2.1 Population Change in Gillette, 1990-2000

Year	Population	CAGR
1900	151	--
1910	448	11.5%
1920	1,157	10.0%
1930	1,340	1.5%
1940	2,177	5.0%
1950	2,191	0.1%
1960	3,580	5.0%
1970	7,194	7.2%
1980	12,134	5.4%
1990	17,635	3.8%
*2000	19,646	1.1%
2010	29,087	4.0%

Table: Relative Growth

	2000	2010	CAGR
Gillette	19,646	29,087	4.0%
Farmington, NM	37,844	45,877	1.9%
Rifle, CO	6,784	9,172	3.1%
Midland, TX	94,996	111,147	1.6%
Pinedale, WY	1,412	2,030	3.7%
Rock Springs, WY	18,708	23,036	2.1%

Source: Developing Gillette 2010 (Published 2011)

B.7b | *Fast-Paced Growth*

TABLE 1 - City of Gillette Population Projections - 2010 to 2015

Year	Low @ 1.5%	Medium @ 2.0%	High @ 3%	Highest @ 3.5%
2010	29,157	29,301	29,588	29,731
2011	29,595	29,887	30,476	30,771
2012	30,039	30,485	31,390	31,847
2013	30,490	31,095	32,332	32,962
2014	30,947	31,717	33,302	34,116
2015	31,411	32,351	34,302	35,310

Source: City of Gillette, Planning Division, Nov. 2010

Source: Powder River Basin Coal Review, Task 3C Report: Cumulative Social & Economic Effects (2005)

B.7c | *Fast-Paced Growth*

Table 3-7
Projected Population to 2020 for Counties and Selected Communities Under the Lower Production Scenario

County/Community	2000	2003	2010	2015	2020	Change 2003 - 2020
Campbell County						
Gillette	20,494	22,113	29,392	30,810	31,617	9,504
Wright	1,357	1,418	1,952	1,956	1,989	571
Rest of county	12,129	12,907	14,581	16,139	17,389	4,482
Total	**33,980**	**36,438**	**45,925**	**48,905**	**50,995**	**14,557**

Table 3-11
Projected Population for Counties and Selected Communities in the PRB to 2020 Under the Upper Production Scenario

County/Community	2000	2003	2010	2015	2020	Change 2003 - 2020
Campbell County						
Gillette	20,494	22,113	30,504	32,500	34,065	11,952
Wright	1,357	1,418	2,026	2,064	2,143	725
Rest of county	12,129	12,907	15,133	17,024	18,736	5,829
Total	**33,980**	**36,438**	**47,662**	**51,588**	**54,943**	**18,505**

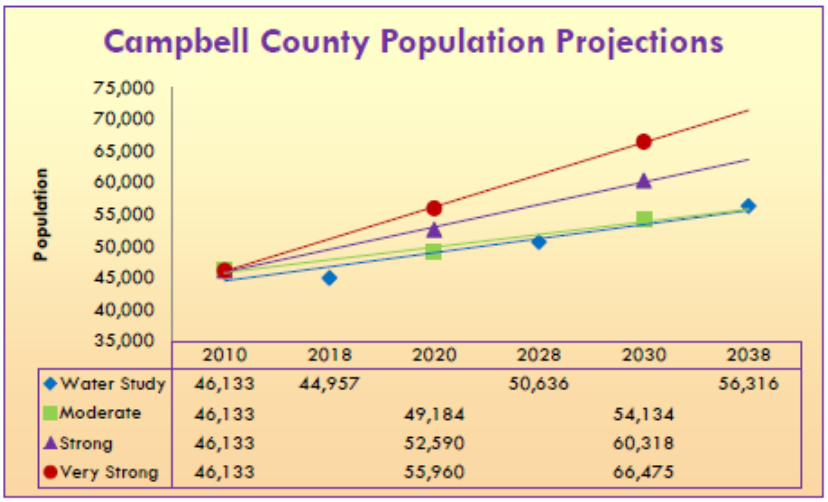
Source: Gillette Regional Master Plan Level 1 Study (2009)

B.7d | *Fast-Paced Growth*

TABLE 5.2
PREVIOUS POPULATION GROWTH ESTIMATES AND PROJECTIONS FOR THE GILLETTE AREA

Year	Developing Gillette Summary 2007	Gillette 2006 Comprehensive Plan - High	Gillette 2006 Comprehensive Plan - Low	Gillette Long-Term Water Supply Study Level II	BLM - ENSR - High	BLM - ENSR - Low	Gillette - Water Master Plan Report 2004	Interim Report for Gillette Area Master Plan - Phase I - 1993	Northeast Basin Population Projections (Gillette) - High	State of Wyoming's Population Forecast 2000 to 2030	US Census Bureau
1975	10,236										
1980	13,617										12,134
1985	20,943										
1990	19,285	19,285	19,285						17,635	17,545	17,635
1995	21,023							24,007		18,556	
1996	21,585							24,487		18,808	
1997	21,410							24,977		18,852	
1998	21,817							25,477		19,013	
2000	22,391	22,391	22,391	25,210	20,494	20,494	33,698	26,506	19,646	20,288	19,646
2005	25,829	24,833	23,098					29,265		22,513	22,513
2008	31,217							31,056		25,698	
2010		26,950	25,067		29,392	30,504	38,022	32,311		26,893	
2015		29,248	27,205		30,810	32,500		35,674		29,592	
2017				40,189						30,632	
2020		31,742	29,525		31,617	34,065	43,606	39,388		32,272	
2025		34,449	32,042					43,487		34,544	
2027				44,835						35,553	
2030		37,386	34,774				49,648	48,013	33,650	37,138	
2034							52,302				
2035								52,950			
2037				50,018							
2040								58,528			

B.7e | *Fast-Paced Growth*



	2010	2018	2020	2028	2030	2038
Water Study	46,133	44,957		50,636		56,316
Moderate	46,133		49,184		54,134	
Strong	46,133		52,590		60,318	
Very Strong	46,133		55,960		66,475	

Source: Gillette Regional Water Supply Project and Wyoming Housing Database Partnership

Note: Water Project projections for the study area only, not for the entire county.

B.8a | *Increases in Government Capacity*

Table 4-38 City of Gillette General Fund Expenditures by Major Category in Nominal Dollars (1994 – 2003)

Category	2003	2011	Change 2003 to 2011	
			$	Percent %)
Administration	$3,097,996	$9,991,147	$6,893,151	223
Community Development	$629,480	$683,457	$53,977	9
Police	$5,084,150	$9,339,427	$4,255,277	84
Public Works	$5,191,371	$4,929,755	($261,616)	-5
Miscellaneous/Other	$3,469,655	$17,480,226	$14,010,571	404
Capital Outlay	$29,132	$14,905,438	$14,876,306	5,1065
Debt Service	$45,131	$48,442	$3,311	7
Total	**$17,546,915**	$57,377,892	$39,830,977	227

Source: City of Gillette 1985 – 2003.

Table 4-39 City of Gillette Budgeted Full-time Employees by Department (1999 - 2003)

Department	2003	2009	2010	2011	Change 2003-2011
Administration	35	60.3	60.8	63.3	**28.3**
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Finance/Treasurer	10	9.5	11.3	11.3	**1.3**
Police	66	85.0	90.0	87.5	**21.5**
Public Works	31	41.0	43.0	46.0	**15**
Utilities	61	49.0	50.0	49.5	**-11.5**
Total	**207**	**273.8**	**289.5**	**289.0**	**82**

Source: City of Gillette Budgets. Some of the changes may reflect changes in departmental structure.

B.8b | *Increases in Government Capacity*

Table 4-37 City of Gillette Tax Receipts, by Major Source (2003, 2011, and Percent Change)

Tax Source	2003	2011	Change 2003 to 2011	
			$	Percent
Severance	$891,173	$970,441	$79,268	9%
Property	$700,836	$1,648,246	$947,410	135%
Sales and Use	$10,813,313	$42,392,407	$31,579,094	292%
Other Taxes	$1,713,559	$2,647,637	$934,078	55%
Total Taxes	**$14,118,881**	**$47,658,731**	**$33,539,850**	**238%**

Source: City of Gillette 1985 - 2003.

Table 4-36 General Government Revenues by Source, City of Gillette (2003, 2011, and Percent Change)

Source	2003	2011	Change 2003 to 2011	
			$	2003
Taxes	$14,118,881	$47,658,731	$33,539,850	238%
Intergovernmental	$1,642,598	$5,842,993	$4,200,395	256%
Licenses and Permits	$158,025	$320,003	$161,978	103%
Charges for Services	$421,420	$641,662	$220,242	52%
Fines and Fees	$372,448	$426,360	$53,912	14%
Interest	$578,417	$173,414	($405,003)	-70%
Miscellaneous	$151,559	$730,419	$578,860	382%
Total	**$17,443,348**	**$55,793,582**	**$38,350,234**	**220%**

Source: City of Gillette 1985 – 2003.

Source (Top): Developing Gillette (First Quarter 2012)

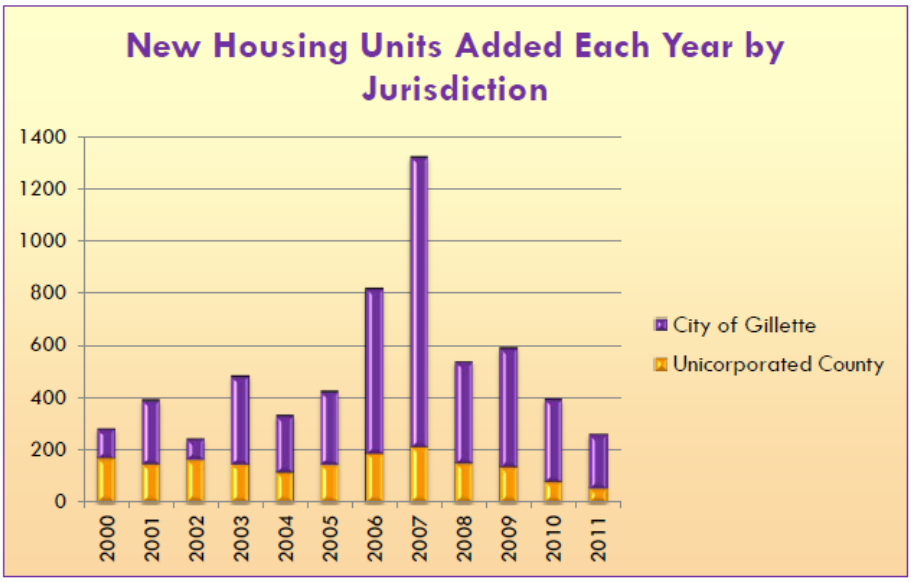
Source (Bottom): Campbell County Comprehensive Plan

B.9 | *Recession Decreases in Residential Construction*

Housing Horizon Summary
Housing Units In Review Stage And Those Ready For A Building Permit

1st Qtr. 2012	781
1st Qtr. 2011	766
1st Qtr. 2010	1,190
1st Qtr. 2009	1,981
1st Qtr. 2008	2,566

NOTE: Housing horizon consists of all housing units within preliminary and final plat stage, plus the number of housing units available to apply for a building permit.



Source: Campbell County Assessor and *Developing Gillette*

Note: County data represents units added to the tax rolls; City data represents units receiving building permits. City data do not include existing units annexed into city (704 between 2000 - 2011).

Source: Developing Gillette (First Quarter 2012)

B.10 | *Increases in Valuation of Renovations*

Residential Additions, Alterations and Renovations
First Quarter 2011
And Comparison 2007 – 2010

Year	Number of Permits	Valuation
2012 – To date	21	$ 257,346
2011	80	$ 1,701,568
2010	98	$ 1,325,340
2009	114	$ 1,079,403
2008	103	$ 906,200
2007	96	$ 698,000

Source: Developing Gillette (First Quarter 2012)

B.11a | *Increases in Rental Vacancy Rates*

2005 – 2011 Rental Vacancy Rates

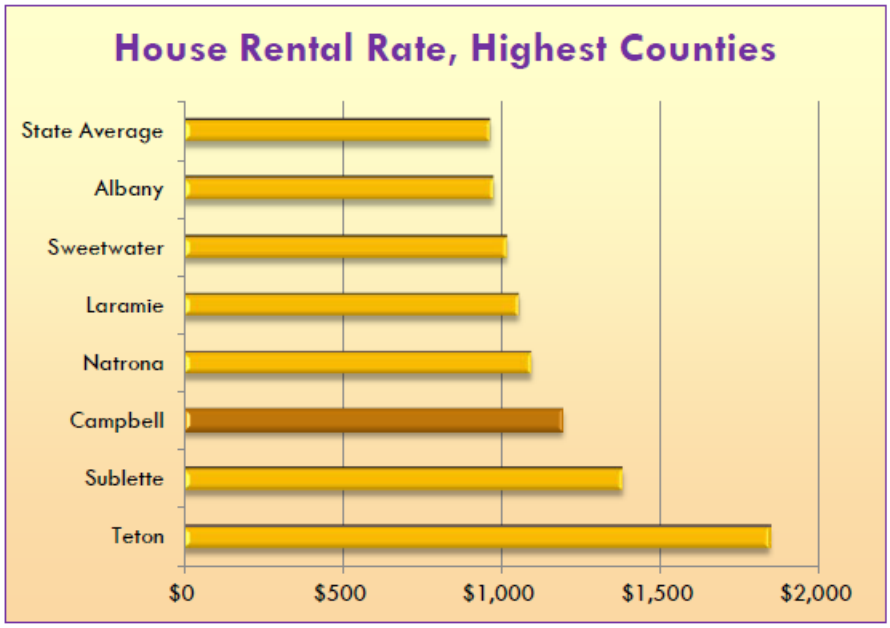
The vacancy rate from 2005 through 2008 showed a high demand for rental units. From 2009 through 2011 vacancy rates demonstrated the slowdown for energy during the three year period. Vacancy rates for rental buildings have increased as compared to the first quarter of 2011. Manufactured home parks have decreased their vacancy rates for the same comparison period.

Rental Vacancy Rate by Quarter 2005 – 2011 by Percent Vacant
City of Gillette

Apartments and Other Buildings	1st Quarter	2nd Quarter	3rd Quarter	4th Quarter	Average for Year
2005	2.1	1.7	.5	.3	**1.1%**
2006	.2	.2	.2	0	**.1%**
2007	.1	.1	.1	.1	**.1%**
2008	.1	.1	.1	.1	**.1%**
2009	1.4	5.4	6.1	7.1	**5%**
2010	6.0	6.6	4.1	7.8	**6.1%**
2011	6.3	6.3	8.5	8.9%	**7.5%**
2012	8.2				
Manufactured and Mobile Home Parks					
2005	19.6	16.9	16.1	12.8	**16.35%**
2006	10.3	8.9	8.9	8.1	**9.05%**
2007	8.0	7.8	3.0	2.0	**5.45%**
2008	4.8	4.9	5.1	5.1	**4.9%**
2009	5.3	5.2	6.1	6.5	**5.7%**
2010	6.3	6.5	7.2	7.5	**6.8%**
2011	8.3	8.3	7.5	7.5	**7.9%**
2012	7.5				

Sample Size 2012: Apartments and all other residential rental buildings: 1,953 units
Manufactured and mobile homes in parks: 1,439 units

B.11b | *Increases in Rental Vacancy Rates*



Source: Wyoming Economic Analysis Division; 4th Quarter, 2011

Source: U.S. Census (accessed September 2012)

B.12 | *Increases in Home Values*

Meidan Home Value, 1990-2010					
	1990	2000	2010	% Change 1990-2000	% Change 2000-2010
Median Value*	$68,300	$99,800	$193,500	46.1%	93.9%

Source: U.S. Census (accessed September 2012)

B.13 | *High Median Household Income*

Median Household Income, Gillette and Comparable Communities, 1990-2010					
	1990	2000	2010	% Change 1990-2000	% Change 2000-2010
Gillette	35,532	46,521	72,589	30.9%	56.0%
Farmington, NM	40,567	37,663	49,705	-7.2%	32.0%
Rifle, CO	25,126	42,734	67,647	70.1%	58.3%
Midland, TX	31,544	39,320	53,965	24.7%	37.2%
Pinedale, WY	N/A	35,188	61,111	N/A	73.7%
Rock Springs, WY	34,372	42,584	69,351	23.9%	62.9%

Source: Policom Economic Strength Rankings (2013)

B.14 | *National Leader in Economic Strength*

Table: Policom Economic Strength Rankings									
	2013	2012	2011	2010	2009	2008	2007	2006	2005
Gillette, WY (McrSA)	12	4	3	2	8	10	47	69	107
Farmington, NM (MSA)	212	212	184	220	248	288	317	340	312
Rifle, CO	N/A Policom			under 10,000 residents					
Midland, TX (MSA)	201	167	182	184	234	281	295	316	342
Pinedale, WY	N/A Policom			under 10,000 residents					
Rock Springs, WY (McrSA)	29	29	12	5	28	71	180	300	371
Minot, ND (McrSA)	7	12	21	53	93	107	140	157	213

B.15 | *Increases in Tax Revenue*

Table 4-36 General Government Revenues by Source, City of Gillette (2003, 2011, and Percent Change)

Source	2003	2011	Change 2003 to 2011	
			$	2003
Taxes	$14,118,881	$47,658,731	$33,539,850	238%
Intergovernmental	$1,642,598	$5,842,993	$4,200,395	256%
Licenses and Permits	$158,025	$320,003	$161,978	103%
Charges for Services	$421,420	$641,662	$220,242	52%
Fines and Fees	$372,448	$426,360	$53,912	14%
Interest	$578,417	$173,414	($405,003)	-70%
Miscellaneous	$151,559	$730,419	$578,860	382%
Total	**$17,443,348**	**$55,793,582**	**$38,350,234**	**220%**

Source: City of Gillette 1985 – 2003.

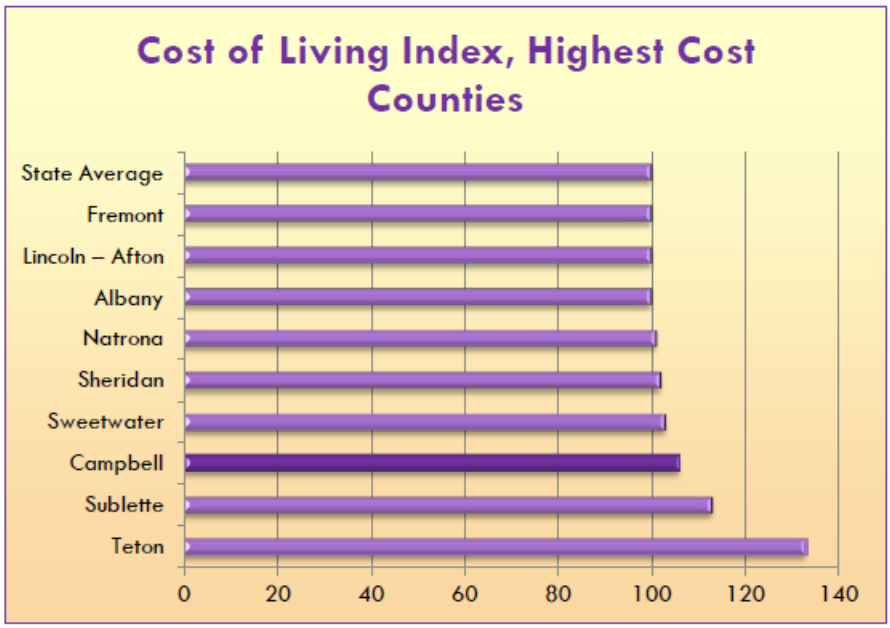
Table 4-37 City of Gillette Tax Receipts, by Major Source (2003, 2011, and Percent Change)

Tax Source	2003	2011	Change 2003 to 2011	
			$	Percent
Severance	$891,173	$970,441	$79,268	9%
Property	$700,836	$1,648,246	$947,410	135%
Sales and Use	$10,813,313	$42,392,407	$31,579,094	292%
Other Taxes	$1,713,559	$2,647,637	$934,078	55%
Total Taxes	**$14,118,881**	**$47,658,731**	**$33,539,850**	**238%**

Source: City of Gillette 1985 - 2003.

Source: Campbell County Comprehensive Plan

B.16 | *High Cost of Living*



Source: Wyoming Economic Analysis Division; 4th Quarter, 2011

Source: U.S. Census (accessed September 2012)

B.17 | *Low Percentage of College Graduates*

Table: Education Attainment Rates (%)		
	High School Graduate	Bachelor's Degree or Higher
Gillette, WY	33.3%	19.9%
Farmington, NM	28.7%	19.7%
Rifle, CO	36.1%	13.6%
Midland, TX	23.7%	26.0%
Pinedale, WY	32.8%	33.9%
Rock Springs, WY	35.8%	17.5%
State of Wyoming	30.2%	24.1%
United States	28.5%	28.2%
Source: U.S. Census Bureau		

Source: U.S. Census (accessed September 2012)

B.18 | *Leading Mining Industry*

Table 2.8, Employment by Industry, Gillette				
	Gillette 2000		Gillette 2010	
	#	%	#	%
Agriculture, forestry, fishing and hunting, and mining	1,987	18.9%	3,144	20.0%
Construction	1,067	10.2%	1,685	10.7%
Manufacturing	223	2.1%	711	4.5%
Wholesale trade	344	3.3%	696	4.4%
Retail trade	1,223	11.7%	1,655	10.6%
Transportation and warehousing, and utilities	783	7.5%	1,177	7.5%
Information	116	1.1%	75	0.5%
Finance, insurance, real estate, and rental and leasing	362	3.4%	293	1.9%
Professional, scientific, management, administrative, and waste management services	519	4.9%	892	5.7%
Educational, health and social services	1,929	18.4%	2,940	18.7%
Arts, entertainment, and recreation, and accomodation and food services	973	9.3%	1,186	7.6%
Other services (except public administration)	634	6.0%	797	5.1%
Public administration	334	3.2%	431	2.7%
Total Employed	10,494	100%	15,682	100%
Source: U.S. Census Bureau				

Source: U.S. Census (accessed September 2012)

B.19 | *Fast-Paced Service Growth*

Table 2.8. Employment by Industry, Gillette				
	Gillette 2000		Gillette 2010	
	#	%	#	%
Agriculture, forestry, fishing and hunting, and mining	1,987	18.9%	3,144	20.0%
Construction	1,067	10.2%	1,685	10.7%
Manufacturing	223	2.1%	711	4.5%
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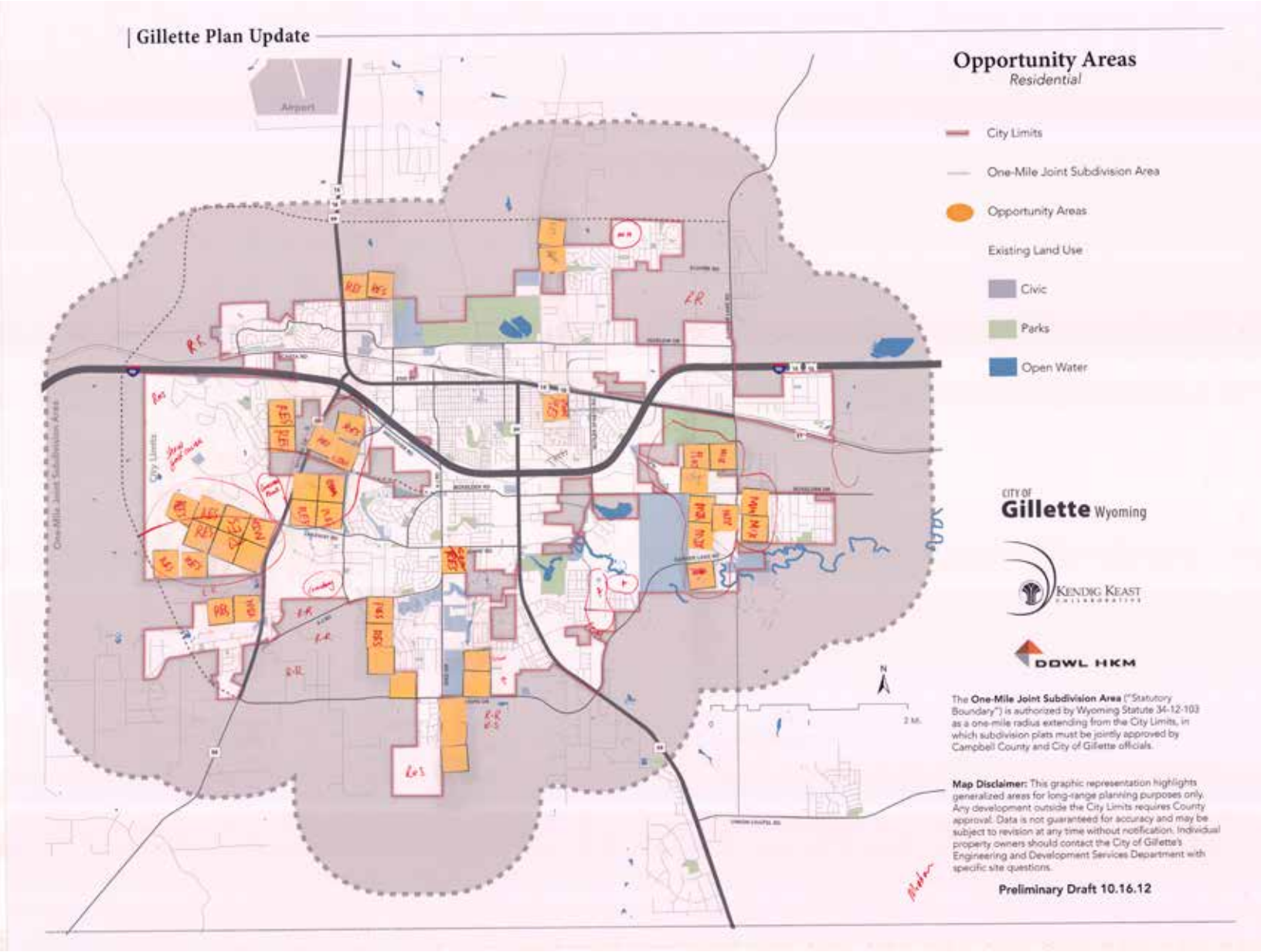
Other services (except public administration)	634	6.0%	797	5.1%
Public administration	334	3.2%	431	2.7%
Total Employed	10,494	100%	15,682	100%
Source: U.S. Census Bureau				

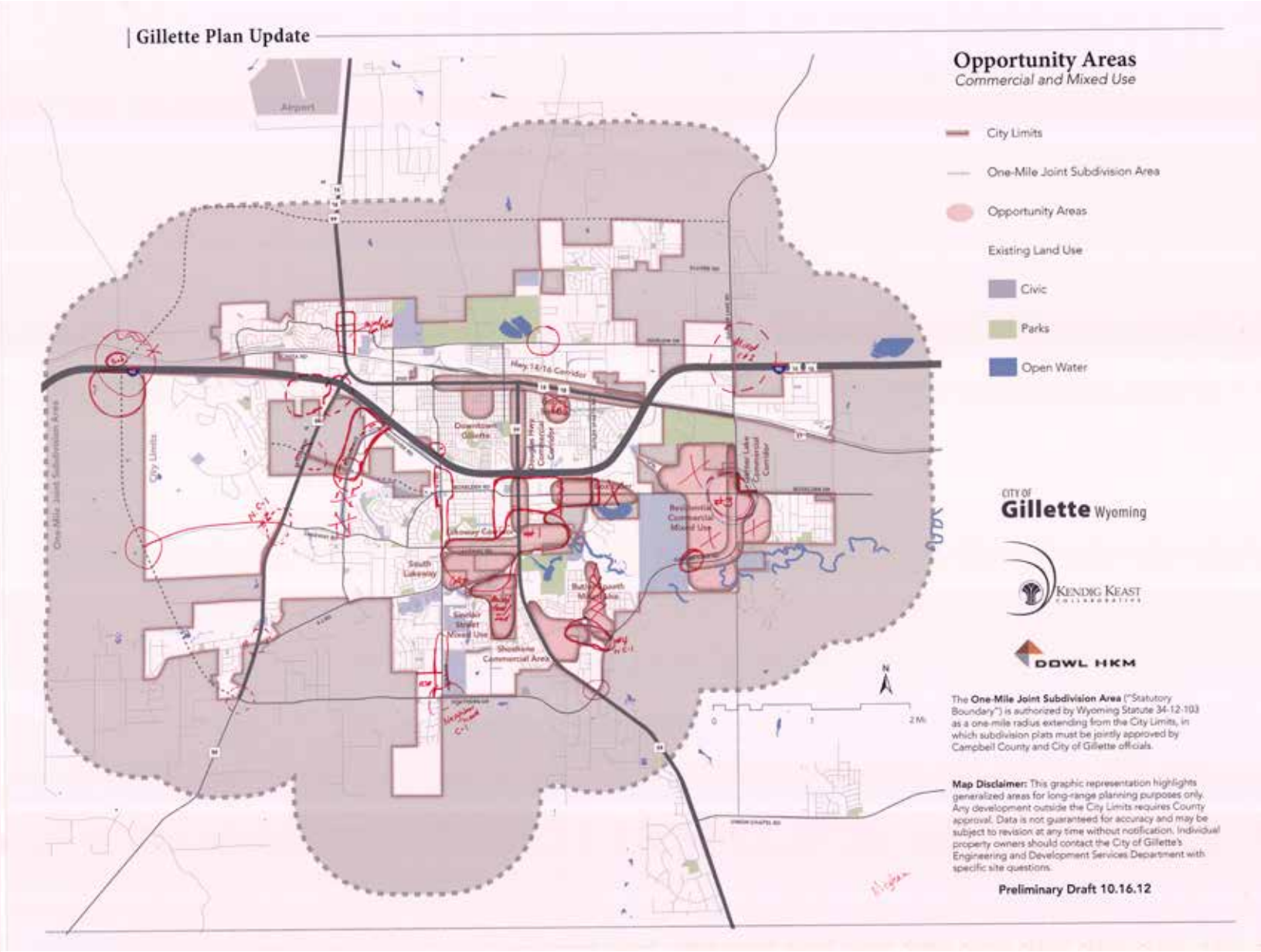
Appendix C

Opportunity Areas

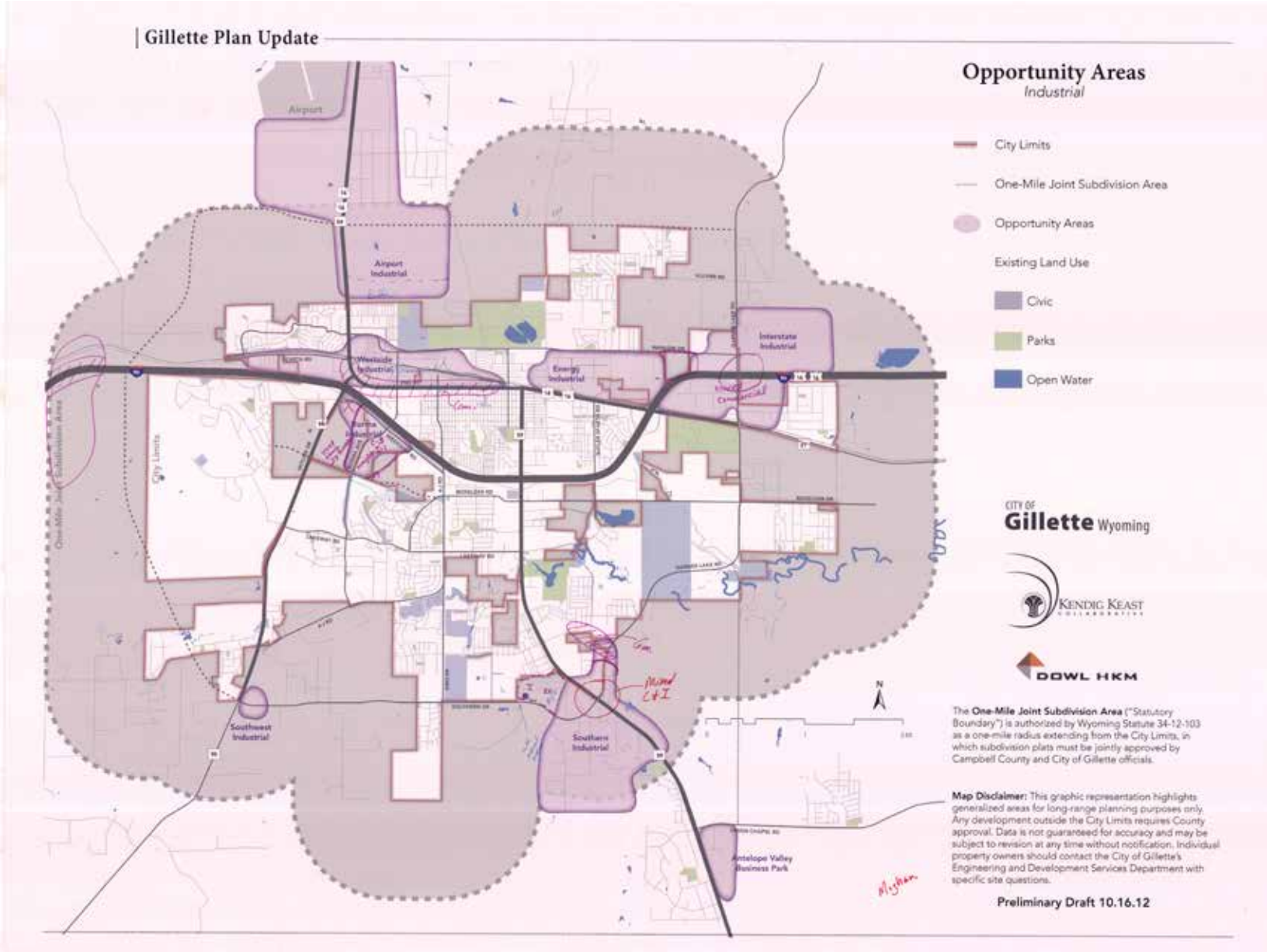
C.1 | *Residential Opportunity Areas*



C.2 | *Commercial and Mixed-Use Opportunity Areas*



C.3 | *Industrial Opportunity Areas*



Appendix D

Transportation Improvement Plan

D.1 | *Transportation Improvement Plan*

CITY PROJECTS

CONSTRUCTION YEAR (APPROX.)	PROJECT
2009	Cocklebur Extension - **COMPLETED**
2010	Boxelder Road Extension from 4J to Burma – **UNDER CONSTRUCTION**
2010	6th Street Grade Improvements
2011	Boxelder Road Extension from Burma to Highway 50 – **UNDER DESIGN**
2011	Expand Enzi Drive to 5 lanes from 4J Road to Southern Drive
2012	Tanner Drive Extension - **COMPLETED**
2012	Extend 6th Street to Stanley/7th Street
2012	Expand Boxelder to 5 lanes from Hwy 59 to Emerson
2013	Railroad Overpass - Location to be determined
2013	Expand Boxelder to 5 lanes from Emerson to 4J Road
2014	Extend Boxelder to Pioneer/Overdale
2015	Widen Burma to 5 lanes from Lakeway to Westover
2016	Widen Butler Spaeth to 5 lanes from Boxelder to Hwy 51
2017	Railroad Overpass - Location to be determined
2018	Expand Gurley Road to 5 lanes north of Warlow
2019	Widen Butler Spaeth from Lakeway to Boxelder
2020	Construct Gurley-South Road from Boxelder
2021	Extend Lakeway east to Axels Ave Extension.
2022	Axels Avenue Extension – **PARTIAL COMPLETION**
2023	Extend Sinclair Street to Butler Spaeth Road

D.2 | *Transportation Improvement Plan*

NON-CITY AND JOINT PROJECTS

CONSTRUCTION YEAR (APPROX.)	PROJECT
2009	Burma Road 2nd Street to Lakeway - **COMPLETED**
2009	Slate Street Extension
2010	Northern Drive from Garner Lake to Little Powder River Rd. Also includes rebuilding Garner Lake from Warlow to Northern Drive - **COMPLETED**
2011	Northern Drive from Hwy 14/16 to Hannum
2011	Country Club Road Improvements - **COMPLETED**
2011	Widen Hwy 50 from Lakeway to Hwy 14/16
2012	Northern Drive from Hannum to Little Powder River Road
2014	Garner Lake South from Garner Lake Road to Union Chapel Road
2018	Oakcrest Drive Extension
2020	Construct Western Drive from Hwy 50 to I-90
2020	Extend Lakeway west to Western Drive
2021	Construct Interchange at Western Drive and I-90
2022	Construct Western Drive from I-90 north to Northern Drive and Highway 14/16
2023	Extend Butler Spaeth Road
	Develop Collector Grid

SIGNAL PRIORITY PROJECTS

CONSTRUCTION YEAR (APPROX.)	PROJECT
2009	6th Street and 4J Intersection Traffic Signal - **COMPLETED**
2011	Enzi Drive and Sinclair St. Intersection Traffic Signal - **COMPLETED**
2012	6th Street and Gurley Ave. Intersection Traffic Signal
2012	Powder Basin Ave. and Boxelder Road Intersection Traffic Signal
2013	6th Street and Hwy 59 Intersection Traffic Signal
2014	Boxelder Road and Garner Lake Road Intersection Traffic Signal

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Appendix E

Preliminary Action Agenda

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REFERENCES

- Policies
- Capital Improvements Planning
- Development Regulations and Standards
- Partnerships and Coordination
- Special Studies, Projects, or Programs

CCCC	Campbell County Chamber of Commerce
CCCVB	Campbell County Convention and Visitors Bureau
CCEDC	Campbell County Economic Development Corporation
CCSD	Campbell County School District
JPA	Joint Planning Area
WYDOT	Wyoming Department of Transportation

	Need for Action	Short-Term *Years 1-2*	Mid-Term *Years 3-5*	Long-Term *Years 6+*	Lead Entity	Supporting Roles *The support of community residents is necessary for all aspects of plan implementation.*	
	Maintain and Leverage the City-County Joint Future Land Use Plan						**4 Votes**
FIRST STEP SECOND STEP	» Clear policy guidance regarding: – Development regulations – Development review processes – Engineering design standards – Annexation » Coordinated infrastructure planning and capital investments » Development compatibility, quality, and function » Predictable development outcomes » Streamlined interjurisdictional coordination and review				» City » County	» Land Development Community	
	Update the City's Land Development Regulations						**3 Votes**
	» Coordinated infrastructure planning and capital investments » Development compatibility, quality, and function » Predictable development outcomes » Optimal neighborhood, district, and street connectivity » Avoid premature urbanization of peripheral rural land » Protection of sensitive natural environments » Attractive appearance and positive image » Accommodation of mixed uses » Buffering between incompatible or mixed uses » Advanced circulation and safety principles » Clustered, mixed uses » Neighborhood commercial opportunities » More housing types » Water conservation best management practices				» City	» County » Land Development Community	
	Complete Strategic Gateway and Corridor Plans						**4 Votes**
	» Economic development » Gateway and corridor appearance and function » Positive first impression of community » Development compatibility, quality, and function » Maximize safety and investments in roadway capacity » "Complete Street" design opportunities » Neighborhood protection				» City » County	» WYDOT » Gillette-Campbell County Airport » CCEDC » CCSD » Major Institutions and Property Owners	
	Reinvest in Downtown						**4 Votes**
	» Downtown vitality and image » Economic activity » Commercial/office transition to highway frontage » Accommodation of multiple travel modes » Physical appearance and amenities » New housing, retail, and entertainment uses » Optimal design flexibility » Gillette as a regional destination » Compatibility with Downtown Neighborhood Revitalization Plan				» City	» CCEDC » County » Gillette Main Street » CCCVB » CCSD » WYDOT » Mayor's Art Council and Arts Community » Business Community and Surrounding Residents	
	Continue to Establish Regional Water System Policies						**10 Votes**
	» Gillette Madison Pipeline Project » Formation of Regional Water Panel » Water conservation best management practices » Discourage urban sprawl » Cost-efficient infrastructure investments » Consistency between land development policies and infrastructure policies » Compatible development standards within JPA subdivisions » Interjurisdictional extension and funding policies				» City » County » Wyoming Water Development Commission	» Utility Districts » Land Development Community	
	Continue to Implement the Transportation Master Plan Update						**1 Vote**
	» Proposed future transportation network » Strategic corridor planning » Rights-of-way preservation » Optimal neighborhood, district, and street connectivity » Cost-efficient infrastructure investments » Consistency between land development policies and infrastructure policies » Compatible development standards within JPA subdivisions » Interjurisdictional extension and funding policies				» City » County » WYDOT	» Land Development Community » CCSD » CCEDC	
	Update the Sanitary Sewer Master Plan						**3 Votes**
	» System collection capacity for 50,000 users » Encourage larger regional lift stations » Restrictive topography » Cost-efficient infrastructure investments » Consistency between land development policies and infrastructure policies » Compatible development standards within JPA subdivisions » Interjurisdictional extension and funding policies				» City » County	» Utility Districts » Wyoming Department of Environmental Quality » Land Development Community	

LEGEND

- Policies
- Capital Improvements Planning
- Development Regulations and Standards
- Partnerships and Coordination
- Special Studies, Projects, or Programs

CCCC	Campbell County Chamber of Commerce
CCCVB	Campbell County Convention and Visitors Bureau
CCEDC	Campbell County Economic Development Corporation
CCSD	Campbell County School District
JPA	Joint Planning Area
WYDOT	Wyoming Department of Transportation

Need for Action	Short-Term *Years 1-2*	Mid-Term *Years 3-5*	Long-Term *Years 6+*	Lead Entity	Supporting Roles *The support of community residents is necessary for all aspects of plan implementation.*	
Continue to Implement the Stormwater Master Plan						**2 Votes**
» Stormwater management best management practices » Urbanization causing stormwater problems » Stabilization of drainageways » Need for detailed flood studies » Protection of water quality » Joint-use park and open space amenities » Cost-efficient infrastructure investments » Interjurisdictional funding policies » Consistency between land development policies and infrastructure policies » Compatible development standards within JPA subdivisions				» City » County	» Land Development Community » Campbell County Conservation District	
Update the Parks and Pathways Master Plan						**0 Votes**
» Park system changes since 2009 » Consistency with new development trends » Multi-generational recreation needs » Joint-use stormwater detention basin facilities » Preserve open space for the community » Gillette as a regional destination » Multi-modal pathway and park connectivity				» City	» County » CCSD » Gillette College » Public Land Board » Wyoming Department of State Parks and Cultural Resources » National Park Service » Bureau of Land Management » Wyoming Game and Fish Department » Land Development Community	
Develop an Intergovernmental Strategic Annexation Plan						**5 Votes**
» Fiscal impact considerations » Streamlined annexation decisions » Compact and contiguous development patterns » Annexation criteria and potential stipulations or concessions » Consistency with Joint City-County Future Land Use Plan and engineering design standards » Coordinated infrastructure planning and capital investments » Compatible development standards within JPA subdivisions » Interjurisdictional planning, coordination, extension, and funding policies				» City » County	» Major Property Owners in JPA » Land Development Community » Utility Districts » CCSD	
Facilitate Infill Development						**9 Votes**
» Compact and contiguous development patterns » Cost-efficient use of existing infrastructure, facilities, and public safety services » Development compatibility, quality, and function » Prevent sprawl in JPA » Substandard conditions in unincorporated "islands" » Interjurisdictional planning and coordination » Flexible zoning provisions » Incentive opportunities and programs				» City » County	» Neighborhood Organizations » Downtown Organizations » CCSD » Targeted Residents and Businesses » Land Development Community	
Expand Role of Neighborhood Planning						**5 Votes**
» Prioritization of capital investments » Targeted neighborhood plans » Compatible infill and redevelopment » Affordability and types of housing » Research for grant opportunities » Demographic and socioeconomic changes » Neighborhood safety, stability, and integrity » Building conditions » Incentive opportunities and programs				» City	» Neighborhood Organizations » Non-Profit Service Providers » Targeted Residents and Businesses » CCSD » Land Development Community	
Increase Capacity for Business Retention and Recruitment Efforts						**10 Votes**
» Diversified economic base » University, high school, and workforce development programs » International relations and globalization » Public, private, and educational partnerships » Proposed business incubator and demonstration site » New technology and research » Conferences and networking events » Inventory of technical and financial resources » Access to local, state, and federal grants » New professions, trades, and entrepreneurial support to retain local graduates				» CCEDC	» City » County » Gillette-Campbell County Airport » University of Wyoming » Gillette College » CCSD » Wyoming Business Council » CCCC » Northeast Wyoming Economic Development Coalition » Powder River Basin Coal Review Team » Business Organizations	
Pursue Targeted Business and Industrial Park Initiatives						**9 Votes**
» Business retention and recruitment » Availability and cost-efficiency of infrastructure investments » Attractiveness of business and industrial facilities » Development compatibility, quality, and function » Avoid scattered, inefficient development patterns » Awareness of local, state, and federal grants » Technical assistance (e.g., covenants, codes, and regulations) » Assembly and coordination of private and public partners » Access to rail and other modes of transportation » Affordable and modern data transmission				» CCEDC » City	» County » Utility Districts » Business Community » Land Development Community » Wyoming Business Council » CCCC	

Appendix F

Meeting Memoranda

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CAC Meeting #1

To: Citizens Advisory Committee

Re: Introduction to the *Gillette Plan Update*
Review of *Chapter 1, Introduction*

Advisory Committee Memorandum

Thank you for volunteering to help update the City's *Comprehensive Plan Update* (a.k.a. *Gillette Plan Update)*. The final document will serve as a long-range planning tool that influences the community's growth, development pattern, infrastructure, parks, housing, and economic development.

What is the committee's role?

As an advisory body to the City's elected officials, Planning Commission, and City staff, Citizens Advisory Committee (CAC) members will be asked to:

- Prioritize community issues and needs;
- Recommend modifications to plan chapters, which will be distributed over an 18-month planning process;
- Reach a consensus on the policy and action recommendations contained in the draft plan elements;
- Promote citizen interest, involvement, and support as project "champions;" and
- Forward the proposed plan to the Planning Commission, which ultimately recommends adoption by the City Council.

What is expected of you at the first meeting?

On Thursday, September 20th, the CAC will convene for the first time to formally introduce the planning process and review *Chapter 1, Introduction*. In order to prepare for the meeting, we suggest:

- Reading through the first chapter to familiarize yourself with the organization and content of the plan; and
- Previewing the 2006 *Comprehensive Plan*, which can be downloaded off the City's website.

We look forward to working with you over the next 18 months. Please contact us with any questions.

Chapter Highlights

The most important section of the first chapter is the "Prioritization of Key Issues." Please review these items thoroughly and be prepared to edit, add, or remove items from the list. At the first meeting on September 20th, each committee member will be asked to prioritize the key issues and share his or her findings with the group.

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CAC Meeting #2

To: Citizens Advisory Committee

Re: Review of *Chapter 2, Land Use* (First Installment) Maps and Markers Exercise

Advisory Committee Memorandum

We look forward to visiting with you at the next committee meeting on **Thursday, October 25th at 5:15 PM in the Community Room at City Hall**. This first installment of *Chapter 2* establishes the initial planning framework for assessing land use demands, updating the *Future Land Use Plan*, and identifying methods of implementation.

Come to the meeting prepared to roll up your sleeves and engage in several hands-on activities. First, we will discuss the "Key Themes and Guiding Principles" survey until we reach consensus. Next, we will bring out maps and markers to identify, refine, and prioritize potential areas for residential, commercial, industrial, and mixed-use growth. Our newly drafted guiding principles will inform and justify our land use decisions, which will be depicted on the conceptual maps as "opportunity areas." While these illustrations are generalized, long-range planning tools, they will help the consultant team and City staff develop the first draft of the *Future Land Use Plan*. This map, along with methods of implementation, will be reviewed with the committee at the following meeting.

How do you prepare?

- Read through the preliminary chapter to familiarize yourself with the overall structure and content.
- Brainstorm any major development influences that are not included in the 11" x 17" handout.
- Contemplate your survey responses and jot down any new guiding principles to share with the group. Together at the meeting, we will fill out the survey and discuss our findings.

Chapter Highlights

The most important section of the second chapter is the brief survey titled "Key Themes and Guiding Principles." Similar to the prioritization exercise at the last meeting, we encourage you to review and edit the list to ensure we have accurately documented Gillette's community values.

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CAC Meeting #3

To: Citizens Advisory Committee

Re: Review of *Chapter 3, Infrastructure and Growth Capacity* (First Installment)

Advisory Committee Memorandum

In preparation for the upcoming Citizens Advisory Committee (CAC) meeting on **Thursday, December 13th at 5:15 PM**, we have prepared multiple items pertaining to infrastructure and land use. These topics are closely tied to Gillette's growth outlook and will be guided by how the community chooses to anticipate and respond to change.

Chapter 3, Infrastructure and Growth Capacity

The first installment of draft *Chapter 3* assesses Gillette's core infrastructure, specifically transportation, water, sanitary sewer, and stormwater management, and its impact on Gillette's ability to grow. As the community continues to increase in size towards a projected population of approximately 50,000 over the next 30 years, it will need to acquire and utilize new strategies to influence the direction and character of growth.

Future Land Use Plan (for Chapter 2, Land Use)

As a continuation from the last CAC meeting, we are introducing a preliminary draft of the *Future Land Use Plan* for discussion and further refinement through the ongoing *Comprehensive Plan Update* process. This map was informed by a number of resources:

- Results of the "Maps and Markers" exercise;
- Input from the CAC and early listening session participants regarding Gillette's growth outlook and economic development needs and priorities;
- Availability of infrastructure;
- Prevailing development trends and best practices;
- Existing zoning regulations (and initial considerations for potential amendments); and
- Past land use planning documents.

Many people ask, "How is a *Future Land Use Plan* different from a *Zoning Map*?" The table on the back of this page provides a side-by-side comparison, highlighting the distinct purposes and uses between the two maps.

Chapter Highlights

- Implementation of the Gillette Madison Pipeline Project and Regional Water Plan
- City Transportation and Infrastructure Expansion to Guide Growth
- Methods for Development and Implementation of Infrastructure Impact Fees
- City-County Coordination of Growth Planning

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Future Land Use Plan

PURPOSE

- Outlook for the future use of land and the character of development in the community
- Macro level - ***generalized development patterns***

USE

- Guidance for the City's *Zoning Map* and related decisions (zone change requests, variance applications, etc.)
- Baseline for monitoring consistency of actions and decisions with the *Comprehensive Plan Update*

INPUTS AND CONSIDERATIONS

- Existing land use in the City
- Elevating area character (urban, suburban, rural) as a core planning focus along with basic land use (residential, commercial, industrial, public)
- The locational aspects of community planning priorities for economic development, housing, infrastructure, parks and recreation, public facilities, etc.

Zoning Map

PURPOSE

- Basis for applying different land use regulations and development standards in different areas of the community ("zones")
- Micro level - ***site-specific focus***

USE

- Regulating development as it is proposed - or as sites are positioned for the future (by the owner or the City) with appropriate zoning

INPUTS AND CONSIDERATIONS

- *Future Land Use Plan* and *City-County Joint Future Land Use Plan* for general guidance
- Protecting existing neighborhoods and uses from incompatible infill or redevelopment, and rural and natural resource areas from urban encroachment
- Zoning decisions which differ substantially from the general development pattern depicted on the *Future Land Use Plan* should indicate the need for some adjustments to the planning map the next time the *Gillette Plan Update* is revised

Although the *Future Land Use Plan* is only a guidance document, its present-day role is especially relevant since City staff members are currently reviewing and rewriting the City's *Zoning Ordinance*, including the *Zoning Map*. It is only through the official *Zoning Map* and ongoing zoning administration processes that binding, legally enforceable decisions are made about property uses and compatibility on a case-by-case basis. Adoption of the *Gillette Plan Update* (and *Future Land Use Plan*) does not mean that the City's zoning approach or mapping will automatically change. This is partly because there is a timing aspect to zoning, meaning that a *Future Land Use Plan* generally indicates ultimate outcomes while a *Zoning Map* may reflect interim situations or existing, stable land uses that are not expected to change in the near future.

CAC Meeting #4, Joint Workshop

To: City and County Citizens Advisory Committees

Re: City-County Joint Future Land Use
Review of *Chapter 3, Infrastructure and Growth Capacity* (Second Installment)
Review of *Chapter 4, Housing and Neighborhoods*

SPECIAL JOINT MEETING

Memorandum

We look forward to visiting with you at a special joint session of the City's and County's Citizens Advisory Committees. **This meeting will be held on Thursday, February 21st at 5:15 PM at the George Amos Memorial Building.**

As the City and County continue to draft their comprehensive plans on a parallel course, both committees will gather to discuss future land use within the one-mile Joint Planning Area. The objective of the meeting is to develop a consensus-based *City-County Joint Future Land Use Plan* that will ultimately be adopted by both the City Council and County Commissioners.

The preliminary draft of the *City-County Joint Future Land Use Plan* represents the cooperative planning efforts between the City of Gillette and Campbell County. The map functions as a policy tool assisting in long-range planning decisions for both jurisdictions; it does not constitute zoning regulations or establish zoning district boundaries. The planning area encompasses land within the City of Gillette and unincorporated areas of Campbell County, as defined by the Joint Planning Area ("JPA"). In compliance with Wyoming Statute 34-12-103, this boundary is delineated by a one-mile radius extending from the City Limits for which subdivision plats must be jointly approved by Campbell County and City of Gillette officials.

Agenda

- Group Introductions
- Meeting Objectives
- Key Plan Themes
- Future Land Use Plan Introduction
- Future Land Use Plan Overview by Quadrant
- Implementation and Next Steps

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DOWL HKM

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Campbell County Comprehensive Plan

County Project Manager

Megan Nelms

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Plan Status

Internal review prior to draft release

Proposed Adoption Date

June 2013

Consultant Team

Orion Planning Group

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- Steve Anderson - Citizen - (307) 660-4304 - tractorsnhorses@gmail.com
- Jaime Tarver - DOWL/HKM - (307) 682-4181 - jtarver@dowlhkm.com
- Loren Crain - Citizen/Wyoming Rural Water Association - (307) 686-5050 - LTInc@vcn.com
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- Tom Simons - Real Estate - (307) 680-9162 - tpg@vcn.com
- Brandi BeecherWright - WY EDC - (307) 464-1666 - Brandi@wrightwyoming.com
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- Michelle Geffre - Citizen - (307) 686-6121 - michelle@powderriverdental.com
- LD Gilbertz - Citizen - (307) 680-8105 - ldgilbertz@yatespetroleum.com
- Vicki Schlautmann - Citizen - (307) 686-1942 - schlautmann@q.com
- Luann Borgialli - Citizen/Insurance - (307) 680-5564 - luannborgialli@hotmail.com
- Tim Morrison - Conservation District - (307) 682-1824 - icd@vcn.com
- Brenda Schladweiler - Conservation District - (307) 686-0800 - bschladweiler@bksenvironmental.com
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City of Gillette Comprehensive Plan

City Project Manager

Michael Surface

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Plan Status

Land Use, Infrastructure and Growth Capacity, Housing

Proposed Adoption Date

November 2013

Consultant Team

Kendig Keast Collaborative

DOWL HKM

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- Andre Mravlja - Campbell County School District - (307) 682-4157 - amravlja@ccsd.k12.wy.us
- Gunnar Vandermars - Campbell County Hospital - N/A - gunnar.vamdermars@ccmh.net
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CAC Meeting #5

To: Citizens Advisory Committee

Re: Review of *Chapter 5, Economic Development*

Advisory Committee Memorandum

The next Citizens Advisory Committee (CAC) meeting will be held on **Tuesday, April 9th at 5:15 PM**. This meeting will be located at the **Campbell County Fire Department Training Center at 701 Larch in Classroom 1**.

Chapter 5, Economic Development

The purpose of this first-ever economic development chapter is to coalesce the leading actors, influences, and strategic initiatives that sustain and stimulate economic growth. While other elements of the plan use land planning, growth management, and quality of life as vehicles to attract economic opportunity, this chapter narrows in on the tools necessary for:

- Building an innovative and supportive business climate;
- Diversifying the type and location of businesses;
- Assisting entrepreneurship and emerging companies; and
- Developing shovel-ready business and industrial parks.

Economic development is an overarching municipal function that involves the alignment and leveraging of multiple organizations, institutions, and businesses toward a common set of goals. The *Comprehensive Plan Update* should be seen as a complement to the ongoing five-year strategic planning efforts of the Campbell County Economic Development Corporation and the community, whose aim is to strengthen and diversify the local economy.

11X17 HANDOUT

The handout illustrates the regional development context, business and industrial parks, key gateways and intersections, and availability of infrastructure.

Chapter Highlights

- Innovative and Supportive Business Climate
- Economic Diversification
- Targeted Business and Industrial Parks

Contact Information

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CAC Meeting #6, Joint Workshop

To: Planning Commission
Citizens Advisory Committee

Re: Review of *Chapter 2, Land Use* (Second Installment)
Review of *Chapter 7, Implementation*

SPECIAL JOINT MEETING

Memorandum

The next meeting is organized as a joint workshop with the Planning Commission and Citizens Advisory Committee (CAC). It will be held on **Thursday, June 13th at 5:15 PM in the 3rd Floor Conference Room at City Hall.**

Chapter 2, Land Use

We will be following up with our initial CAC (and joint CAC) land use discussions to address applicable key themes, considerations, and recommendations. This chapter uses a fairly broad brush to depict the influences and strategies for developing land, while subsequent chapters address each sub-topic in more detail.

Chapter 7, Implementation

This chapter highlights past accomplishments and specific roles, responsibilities, and methods of implementation to execute priority plan recommendations. Its key objective is to integrate the different plan elements in such a way as to provide a clear path for sound decision-making.

At the June 13th meeting, we will begin collaborating on the final stage of plan development - forming the Action Agenda. This list of implementation strategies will be one of the most influential elements of the final plan.

A complete draft of the *Comprehensive Plan Update* will be available for CAC review two weeks prior to the next joint workshop, which is tentatively scheduled in August. Public hearings and potential plan adoption will occur in October-November.

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SPECIAL JOINT MEETING

Memorandum

CAC Meeting #7, Joint Workshop

To: City Council
Planning Commission
Citizens Advisory Committee

Re: Review *Gateway to the Gillette Plan Update*

The next meeting is organized as a joint workshop with the City Council, Planning Commission, and Citizens Advisory Committee. It will be held on **Monday, August 26th at 6:00 PM in the 2nd Floor Community Room at City Hall.** Dinner will be served at 5:45 PM.

Agenda

- Present and Discuss Draft Plan Summary Brochure ("Gateway to the Gillette Plan Update")
- Confirm Action Agenda Priorities and Content
- Next Steps Toward Official Plan Consideration and Adoption:
  - » Public Open House
  - » Planning Commission Hearing and Consideration of Recommendation to City Council
  - » City Council Hearing and Consideration of Adoption

Final public hearings and potential plan adoption are expected to be complete by Fall 2014.

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Appendix G

City-County Joint Future Land Use Plan Workshop Presentation

Agenda
Group Introductions
Meeting Objectives
Key Plan Themes
Future Land Use Plan Introduction
Future Land Use Plan Overview by Quadrant
Implementation and Next Steps
City of Gillette
Michael Surface, AICP
Campbell County
Megan Nelms
THE GILLETTE PLAN
2013 COMPREHENSIVE PLAN UPDATE
Campbell County's future...today
Leave Your Mark
COMPREHENSIVE PLAN 2013
Joint City-County Citizens Advisory Committee Meeting
February 21, 2013
Kendig Keast Collaborative
Gary Mitchell, AICP
Liz Probst, AICP
DOWL HKM
Jaime Tarver, PE
Orion Planning Group
Joanne Garnett, FAICP

THE GILLETTE PLAN
Leave Your Mark
AGENDA
Group Introductions
Meeting Objectives
Key Plan Themes
Future Land Use Plan Introduction
Future Land Use Plan Overview by Quadrant
Implementation and Next Steps
GROUP INTRODUCTIONS
Campbell County Comprehensive Plan
County Project Manager
Megan Nelms
(307) 685-8061
Plan Status
Internal review prior to draft release
Proposed Adoption Date
June 2013
Consultant Team
Orion Planning Group
City of Gillette Comprehensive Plan
City Project Manager
Michael Surface
(307) 686-5283
Plan Status
Land Use, Infrastructure and Growth Capacity, Housing
Proposed Adoption Date
November 2013
Consultant Team
Kendig Keast Collaborative
DOWL HKM

THE GILLETTE PLAN

Campbell County's future...today

Leave Your Mark

COMPREHENSIVE PLAN 2013

MEETING OBJECTIVES

- **City and County coordination of Future Land Use Plan**
  - Necessary for uniform and consistent development
  - Provides for near and long term land use compatibility
  - Allows for efficient infrastructure systems
  - Attractive and inviting for new businesses and residents
  - Helps prevent unplanned and poor development patterns
  - Important tool for City and County Officials
  - Assists in implementation of City and County Comprehensive Plans

AGENDA

- *Group Introductions*
- **Meeting Objectives**
- *Key Plan Themes*
- *Future Land Use Plan Introduction*
- *Future Land Use Plan Overview by Quadrant*
- *Implementation and Next Steps*

THE GILLETTE PLAN

Campbell County's future...today

Leave Your Mark

COMPREHENSIVE PLAN 2013

MEETING OBJECTIVES

- **Future Land Use Plan Consensus**
  - Provides a clear vision for our community's growth
  - Lends weight/influence to the FLU plan
  - Will facilitate and streamline implementation of both City and County plans
  - Establishes a foundation for future City/County coordination on development and infrastructure projects
  - Sends a clear message that we have strong, stable, well functioning local governments
- **Consensus Process**
  - City and County Citizen Advisory Committees
  - City and County Planning Commissions
  - City Council and County Commissioners

AGENDA

- *Group Introductions*
- **Meeting Objectives**
- *Key Plan Themes*
- *Future Land Use Plan Introduction*
- *Future Land Use Plan Overview by Quadrant*
- *Implementation and Next Steps*

THE GILLETTE PLAN

Campbell County's future...today

Leave Your Mark

COMPREHENSIVE PLAN 2013

KEY PLAN THEMES

- Intergovernmental cooperation
- Economic development
- Infrastructure adequacy
- Infill development
- Annexation

AGENDA

- *Group Introductions*
- *Meeting Objectives*
- **Key Plan Themes**
- *Future Land Use Plan Introduction*
- *Future Land Use Plan Overview by Quadrant*
- *Implementation and Next Steps*

THE GILLETTE PLAN

Campbell County's future...today

Leave Your Mark

COMPREHENSIVE PLAN 2013

FUTURE LAND USE PLAN INTRODUCTION

- Visually depicts plan aspirations and priorities for next 30 years
- Provides policy guidance (general development pattern)
  for regulation (parcel-specific decisions)
- Reflects recent and anticipated market trends and public investments
- Places greater emphasis on mixed-use opportunities
- Coordinated City-County "PDB" mapping sends unified message to investors

AGENDA

- *Group Introductions*
- *Meeting Objectives*
- *Key Plan Themes*
- **Future Land Use Plan Introduction**
- *Future Land Use Plan Overview by Quadrant*
- *Implementation and Next Steps*

THE GILLETTE PLAN
Campbell County's future...today
Leave Your Mark
COMPREHENSIVE PLAN 2013
FUTURE LAND USE PLAN BY QUADRANT (CATEGORIES)
AGENDA
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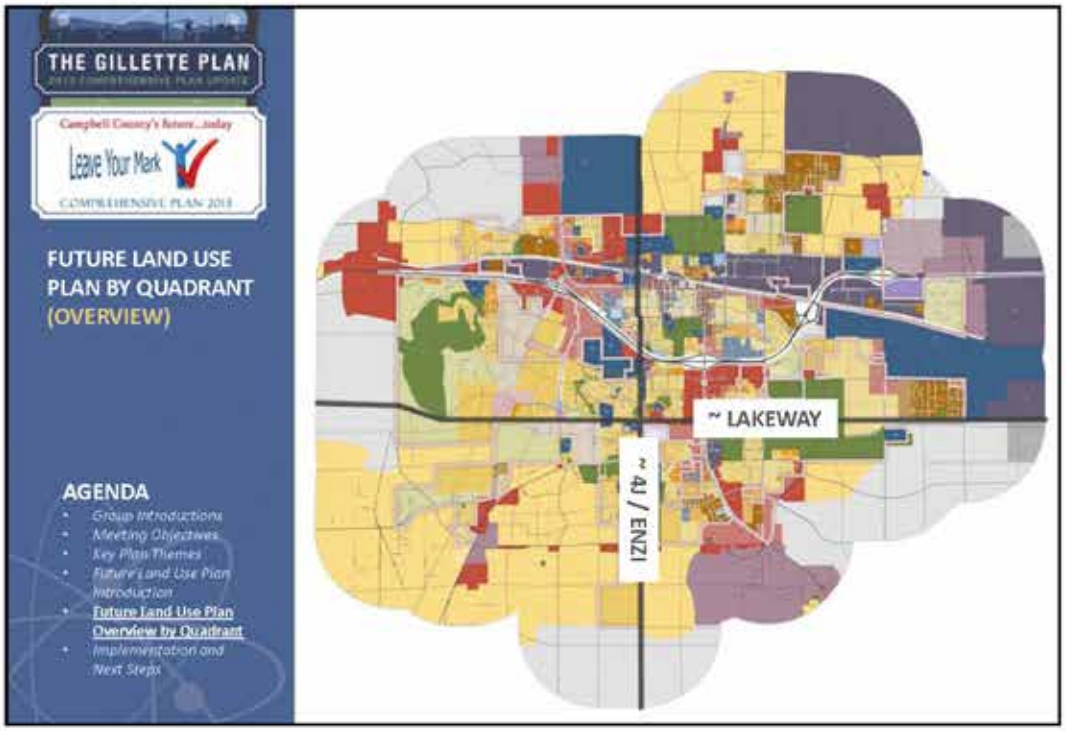
Future Land Use Plan Overview by Quadrant
Implementation and Next Steps
County Zoning Districts
County Land Use Categories
City Land Use Categories
City Zoning Districts
Rural General (RG)
Rural (R)
Rural Residential (RR)
Suburban Residential (SR)
Residential (R)
Neighborhood Residential Single Family and Two Family (NR)
High-Density Residential (HDR)
Multi-Family (MF)
Manufactured and Mobile Homes (MH)
Neighborhood Commercial (NC)
General Commercial (GC)
Commercial (C)
Urban Mixed Use (UMU)
Industrial (I)
Mining (M)
Planned Industrial (PI)
Industrial (I)
Federal/State/Public (FSP)
Public Facilities (PF)
Institutional (INS)
Public Facilities (PF)
Parkland / Infrastructure (P)
Parks and Open Spaces (P)
Mixed Use (Hatched)
Residential-Commercial Mixed Use
Commercial-Industrial Mixed Use


THE GILLETTE PLAN
Campbell County's future...today
Leave Your Mark
COMPREHENSIVE PLAN 2013
FUTURE LAND USE PLAN BY QUADRANT (OVERVIEW)
AGENDA
Group Introductions
Meeting Objectives
Key Plan Themes
Future Land Use Plan Introduction
Future Land Use Plan Overview by Quadrant
Implementation and Next Steps
~ LAKEWAY
~ 4J / ENZI

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Appendix H

Gateway to the Gillette Plan Update

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Appendix I

Gillette Avenue Urban Design Plan

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Appendix J

Stocktrail Neighborhood Plan

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