



**PLANNING COMMISSION AGENDA
CITY OF GILLETTE
2ND FLOOR COMMUNITY ROOM
201 E. 5TH ST., GILLETTE, WY 82716
Tuesday, April 8, 2025
5:15 PM**

A. CALL TO ORDER

B. APPROVAL OF MINUTES

1. Approval of Minutes - February 25, 2025

C. CASES

1. PL2025-0003 - ZONING MAP AMENDMENT - 2701 W LAKEWAY ROAD

Staff Reference: Meredith Duvall, City Planning Manager

2. PL2025-0004 – Minor Subdivision – Khan Subdivision

3. PL2025-0005 – Minor Subdivision – Lula Belle’s Subdivision

D. PRESENTATIONS

1. PRESENTATION: City of Gillette Comprehensive Plan
2. PUBLIC HEARING: City of Gillette Comprehensive Plan
3. PL2025-0008 - ZONING TEXT AMENDMENT - City of Gillette Comprehensive Plan

Staff Reference: Meredith Duvall, City Planning Manager

E. OLD BUSINESS

F. NEW BUSINESS

G. ADJOURNMENT



**CITY OF GILLETTE
PLANNING COMMISSION**

DATE: **April 8, 2025**

TITLE:

Approval of Minutes - February 25, 2025

STAFF RECOMMENDATION:

Meeting Minutes of February 25, 2025

ATTACHMENTS:

[February 25, 2025 Minutes](#)

CITY OF GILLETTE PLANNING COMMISSION
MINUTES OF THE REGULAR MEETING
Community Room ~ City Hall ~ February 25, 2025 ~ 5:15 pm

PRESENT

Commission Members Present: Vice-Chair Ryan Conklin, Richard Cone, Cristal Pratt, and Jack Colson.

Commission Members Absent: Chair Shaun Hottell, Matthew Nelson.

Staff Present: Meredith Duvall, Planning Manager; Shannon Stefanick, Planner.

CALL TO ORDER

Vice-Chair Ryan Conklin called the meeting to order at 5:15 p.m.

APPROVAL OF
THE MINUTES

A motion was made by Jack Colson to approve the meeting minutes of February 11, 2025. Richard Cone seconded the motion. Motion carried 5/0.

Case No.
PL2025-0001
ZONING MAP
AMENDMENT
2003 SMITHIE
ROAD & 2002
ANVIL LANE

The applicant seeks amend the Zoning Map to 2003 Smithie Rd and 2002 Anvil Ln from C-1, General Commercial District, to E-MH RS, Enhanced Manufactured Home Suburban Residential. Both lots have no development, but sewer and water taps were installed with the installation of the subdivision. The minimum lot size for E-MH RS is 15,000 square feet or 0.34 acres. Both lots are 0.84 acres, meeting this minimum requirement.

The R-2 District that 301 Richards is currently a part of meets the minimum district size of 3 acres and the C-2 District that this map amendment proposes that the property join meets the minimum district size of 1 acre at 41 acres.

Per Section 1.e(1) Amendment Procedures, Statement of Policy: Any person, corporation, or the City may initiate amendments to the Zoning Code to:
a) Correct an obvious error or oversight in the regulations; or
b) Recognize changing conditions in the City that requires an amendment(s) for the public health, safety, or general welfare.

Arely Acres Phase 1, the subdivision that both lots reside in, was officially platted in 2003 and annexed into the City in 2008. This annexation established City zoning. At the time of platting and annexation, the expectations for population and development growth were much different then what we have actually seen. We expected to see growth along Boxelder towards these Commercial properties and that did not occur. This is evidenced by all four commercial lots in this commercial zoning district still having no development. A rezone of 2003 Smithie Rd and 2002 Anvil Ln would recognize that growth patterns and economic conditions in the City have changed and enable the land to be better utilized for the general welfare of the public.

Ms. Stefanick stated the city a few calls from surrounding neighboring concerned that their property was being rezoned; after clarification that their property was not being rezone and this was requested by the property owners, they had no concerns. A property owner directly adjacent to 2002 Anvil Lane did say they were opposed to the rezone, but did not clarify why.

Vice-Chair Conklin asked Planning Staff if there has been discussion to rezone the two single lots on either side of the proposed rezone. Ms. Stefanick stated that the property owners have not requested that their property be rezoned at this time, however it would be a natural evolution for them to be rezoned in the future.

There being no further comments or questions Vice-Chair Conklin asked Ms. Duvall to poll the commission. The Motion carried 5/0.

OLD BUSINESS

None.

NEW BUSINESS

Meredith Duvall said the next two meetings in March, March 11th and March 25, are cancelled as Staff did not receive any submittals during the submittal window. Ms. Duvall did state that there would be a meeting in April where there will be a presentation of the Comprehensive Plan; the meeting information will be sent out as it gets closer.

ADJOURNMENT

The meeting was adjourned at 5:20 p.m.

Minutes taken and prepared by Meredith Duvall, Planning Manager.



**CITY OF GILLETTE
PLANNING COMMISSION**

DATE: April 8, 2025

TITLE:

PL2025-0003 - ZONING MAP AMENDMENT - 2701 W LAKEWAY ROAD

APPLICANT/OWNER:

Thomas Civin, Owner

AGENT:

Tom Civin

CASE SUMMARY:

The applicant seeks to amend the Zoning Map to rezone 2701 W Lakeway Road from R-1, Single Family Residential District and R-2, Two-Family Residential District, to R-4, Multi-Family Residential District.

CASE BACKGROUND:

The applicant seeks to amend the Zoning Map to rezone 2701 W Lakeway Road from R-1, Single Family Residential District and R-2, Two-Family Residential District, to R-4, Multi-Family Residential District. The proposed rezone area is approximately 24.36 acres. The minimum district size for an R-4 zoning district is 4 acres. This rezone does meet the minimum district requirements. Furthermore, the adjacent two lots to the west is zoned R-4 with an acreage total of 11.19 acres. The property is currently vacant and has no structures on it. The property does have access to city water and electrical running within the W Lakeway Road right-of-way; while wastewater access not located in the adjacent Lakeway right-of-way, it is available to the parcel from either the east or west of the property.

The surrounding Zoning Districts are:

North – C-1, General Commercial District

East – R-1, Single Family Residential

South – R-S, Suburban Residential District; Ag, Agricultural District

West –R-4, Multi-Family Residential District

Per Section 1.e(1) Amendment Procedures, Statement of Policy:

Any person, corporation, or the City may initiate amendments to the Zoning Code to:

1. Correct an obvious error or oversight in the regulations; or
2. Recognize changing conditions in the City that requires an amendment(s) for the public health, safety, or general welfare.

In this case, Staff recognizes both a) and b) as valid reasons for a rezone. The owner stated that they are requesting to rezone because there is a lack of available land available for multi-family housing, which applied to b), recognizing changing conditions within the city, specifically for general welfare. Moreover, the parcel currently has both R-1 and R-2 zoning districts within its boundary, which is illegal, as a single parcel is required to contain one zoning district. Because of the split zoning issue on the parcel, this rezone would apply to a) by correcting an obvious error or oversight in the regulations (which the Zoning Map is considered a regulatory document).

CASE REQUIREMENTS:

None

STAFF RECOMMENDATION:

Staff recommends approval

STAFF REFERENCE:

Meredith Duvall, City Planning Manager

CASE MANAGER:

Meredith Duvall, City Planning Manager

TENTATIVE CITY COUNCIL DATE:

April 15, 2025

ATTACHMENTS:

[VicinityMap \(1\).pdf](#)

[CurrentZoning.pdf](#)

[Ordinance.docx](#)

[Planning Requirements.docx](#)

Vicinity Map 2701 W Lakeway Road

Project Area

- Project Area
- Land Survey Parcels



March 05, 2025
CITY OF GILLETTE
Information Technology GIS
P.O. Box 3003
Gillette, Wyoming 82717-3003
Phone (307) 686-5364
www.gillettewy.gov

0 125 250
Feet

Productivity Service With P.R.I.D.E. Enthusiasm
Responsibility Integrity Dedication

Current Zoning 2701 W Lakeway Road

C-1

A

W Lakeway Rd

Star Hope Dr

Big Lost Ct

Big Lost Dr

Ledoux Ave

R-4

R-2

R-1

Project Area

Planning City Zoning Districts

- A
- C-1
- R-1
- R-2
- R-4
- R-R
- Project Area
- Land Survey Parcels



March 05, 2025

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0 125 250
Feet

Productivity Service With P.R.I.D.E. Enthusiasm
Responsibility Integrity Perseverance

ORDINANCE NO.

AN ORDINANCE AMENDING THE DISTRICT ZONING MAP OF THE CITY OF GILLETTE, WYOMING, FOR TRACT G OF PRONGHORN RANCH PHASE 1, CITY OF GILLETTE, CAMPBELL COUNTY, WYOMING, FROM R-1, SINGLE FAMILY RESIDENTIAL DISTRICT AND R-2, TWO-FAMILY RESIDENTIAL DISTRICT TO R-4, MULTI-FAMILY RESIDENTIAL DISTRICT, PER THE ATTACHED EXHIBIT.

BE IT ORDAINED BY THE GOVERNING BODY OF THE CITY OF GILLETTE, WYOMING, THAT:

Section 1. Legal Description

Tract G, Pronghorn Ranch Phase 1, City of Gillette, Campbell County, Wyoming

Section 2. Zoning Amendment

Tract G, Pronghorn Ranch Phase 1, City of Gillette, Campbell County, Wyoming, is hereby amended from R-1, Single Family Residential District and R-2, Two-Family District, to R-4, Multi-Family Residential District, per the attached Exhibit.

PASSED, APPROVED AND ADOPTED this _____day of _____, 2025.

(S E A L)

Shay Lundvall, Mayor

ATTEST:

Alicia Allen, City Clerk

Publication Date:

Planning Requirements

PL2025-0003

Zoning Map Amendment | 2701 W Lakeway Road – Tract G, Pronghorn Ranch Subdivision
Phase I

There are no Planning Requirements for this case.



**CITY OF GILLETTE
PLANNING COMMISSION**

DATE: April 8, 2025

TITLE:

PL2025-0004 – Minor Subdivision – Khan Subdivision

APPLICANT/OWNER:

Ghazanfar Khan, Owner | Mohammad T Khan, Owner | Zulfiqar Khan, Owner | Velma Wright Land LLC, Owner

AGENT:

Cevin Imus, Land Surveying Incorporated, Agent

CASE SUMMARY:

The applicant seeks to create three lots from a portion of unplatted land.

CASE BACKGROUND:

The applicant seeks to create three lots from a portion of unplatted land. The unplatted land totals 26.67 acres, with the proposed Lot 1 being 1.09 acres, Lot 2 being 5 acres, and Lot 3 being 20.14 acres. The land in question was annexed in 2017, with zoning being established at that time. Lot 1 encompasses an area that was zoned R-S, Suburban Residential District at the time of annexation. This lot has residential improvements, meets the minimum lot size of .5 acres, and meets the minimum lot width of 125 feet. Lots 2 & 3 encompass an area that was zoned Ag, Agricultural District at the time of annexation. These lots have no development. There is no minimum lot size or width in an Ag District, only that a lot with permanent residential occupancy must be at least 3 acres, which both lots meet.

A title report for property involved in a proposed subdivision is required to be submitted with the case. The title report for Lot 1, or 1489 Country Club Rd, showed 1 federal and 6 state tax liens, totaling \$369,874.39. City of Gillette Subdivision Regulations state that all subdivision plats involving property with a mortgage, have the mortgage holder give written consent to the subdivision. They do not state that all other lien holders must give consent. Planning staff reached out to other government entities within the state, and this is something that is required in the regulations of some other entities. The City Attorney's office could not find any state or federal statutes requiring that state and federal government representatives' consent to subdivision of a property within City boundaries that

they hold liens against or that the liens must be resolved before subdivision. The Campbell County Clerk's Office Land Vault stated that they would file the plat with or without consent from the lien holders. Per the attorney's office recommendation, staff recommends that City Council require that consent be received in writing from both the federal and state lien holders prior to the filing of the subdivision plat, and that the written consent be filed with the subdivision plat at the Campbell County Clerk's Office, or that the liens be resolved before the subdivision plat is filed.

CASE REQUIREMENTS:

All comments from the staff review process shall be addressed.

STAFF RECOMMENDATION:

Staff recommends approval, subject to all Planning Requirements, and consent being received in writing from both the federal and state lien holders prior to the filing of the subdivision plat, and that the written consent be filed with the subdivision plat at the Campbell County Clerk's Office, or that the liens be resolved before the subdivision plat is filed.

CASE MANAGER:

Shannon Stefanick, City Planner

TENTATIVE CITY COUNCIL DATE:

April 15th, 2025

ATTACHMENTS:

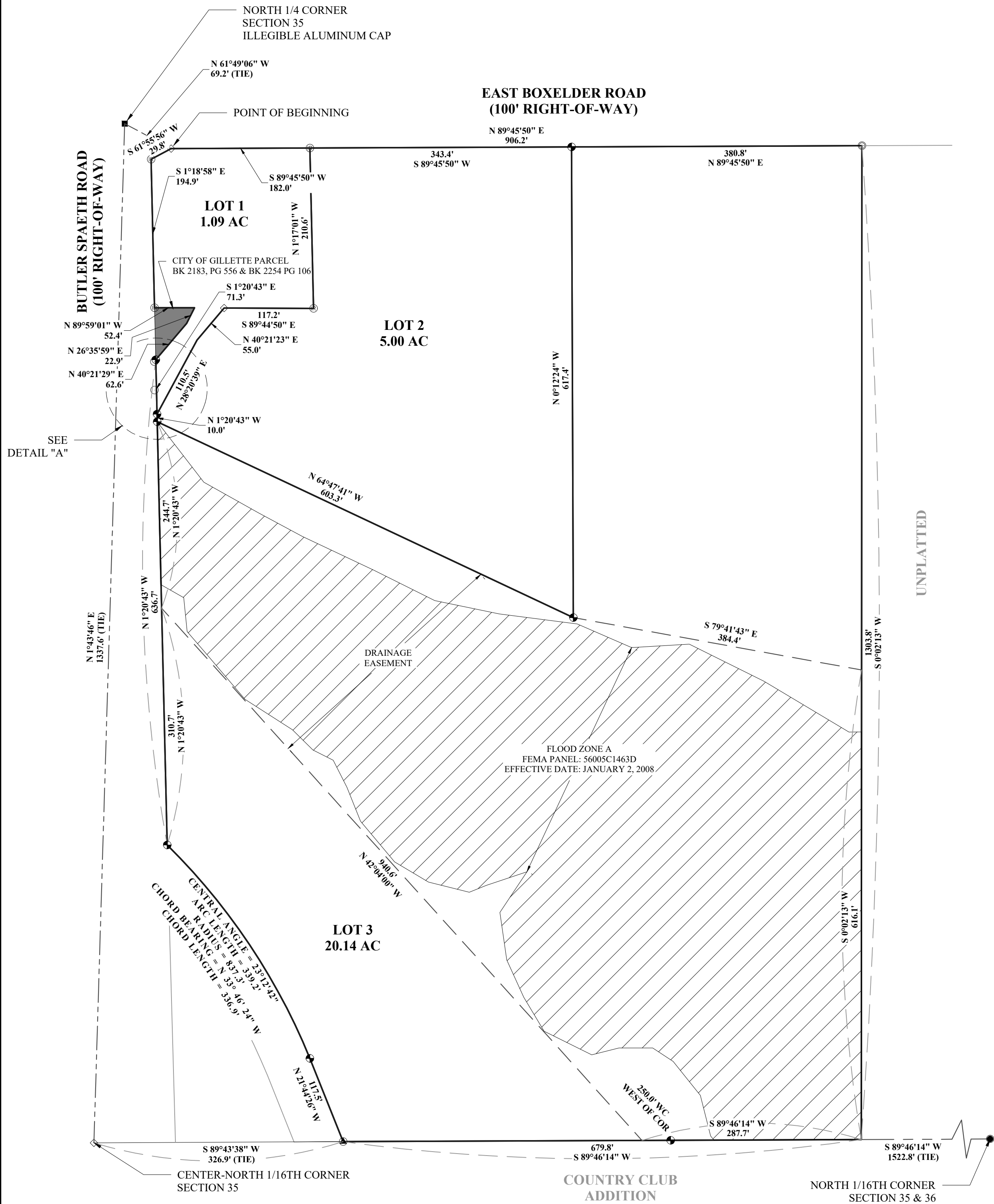
[Draft Plat](#)

[Khan Subdivision Planning Requirements](#)

[Khan Subdivision Resolution](#)

[Khan Subdivision Vicinity Map](#)

FINAL PLAT
KHAN SUBDIVISION
A TRACT OF LAND LOCATED IN A PORTION OF THE NW1/4 NE1/4,
OF SECTION 35
T 50 N - R 72 W, OF THE 6TH P.M.,
CITY OF GILLETTE, CAMPBELL COUNTY, WYOMING



CERTIFICATE OF DEDICATION

KNOW ALL MEN BY THESE PRESENTS THAT THE UNDERSIGNED ZULFIQAR KHAN, MOHAMMAD T. KHAN, GHAZANFAR KHAN, AND VELMA WRIGHT LAND LLC, BEING THE OWNERS, PROPRIETOR OR PARTY OF INTEREST IN THE LAND SHOWN ON THIS PLAT, DO HEREBY CERTIFY:

THAT THE FOREGOING PLAT DESIGNATED AS KHAN SUBDIVISION, BEING SITUATED IN A PORTION OF THE NW1/4 NE1/4, SECTION 35, TOWNSHIP 50 NORTH, RANGE 72 WEST, CITY OF GILLETTE, CAMPBELL COUNTY, WYOMING AND IS MORE PARTICULARLY DESCRIBED AS FOLLOWS:

A TRACT OF LAND SITUATED IN A PORTION OF THE NW1/4 NE1/4, OF SECTION 35, TOWNSHIP 50 NORTH, RANGE 72 WEST, OF THE SIXTH PRINCIPAL MERIDIAN, CAMPBELL COUNTY, WYOMING; AND BEING MORE PARTICULARLY DESCRIBED AS FOLLOWS:

COMMENCING AT THE CENTER-NORTH 1/16TH CORNER OF SAID SECTION 35, BEING MONUMENTED BY AN ALUMINUM CAP, PLS 584, THENCE N01°43'46"E ALONG THE CENTER-SECTION LINE A DISTANCE OF 1337.6 FEET TO THE NORTH 1/4 CORNER OF SECTION 35, BEING MONUMENTED BY AN ILLEGIBLE ALUMINUM CAP IN THE INTERSECTION OF BOXELDER ROAD AND BUTLER SPAETH ROAD; THENCE S61°49'06"E A DISTANCE OF 69.2 FEET TO A POINT ON THE SOUTHERLY RIGHT-OF-WAY OF BOXELDER ROAD, BEING MONUMENTED BY AN ALUMINUM CAP, PLS 584, SAID POINT BEING THE TRUE POINT OF BEGINNING.

THENCE N89°45'50"E ALONG SAID RIGHT-OF-WAY A DISTANCE OF 986.2 FEET TO AN ALUMINUM CAP, PLS 2333; THENCE S0°02'13"W A DISTANCE OF 1303.8 FEET TO A POINT MONUMENTED WITH A WITNESS CORNER ALUMINUM CAP, PLS 9328, LYING S89°46'14"W A DISTANCE OF 250 FEET FROM THE TRUE POINT; THENCE S89°46'14"W A DISTANCE OF 679.8 FEET TO A PLASTIC CAP, PLS 584; THENCE N21°44'26"W A DISTANCE OF 117.5 FEET TO THE BEGINNING OF A CURVE TO THE LEFT; SAID CURVE HAVING A CENTRAL ANGLE OF 33°12'42", AN ARC LENGTH OF 339.2 FEET, A RADIUS OF 837.3 FEET, A CHORD BEARING N33°46'24"W AT A DISTANCE OF 336.9 FEET TO AN ALUMINUM CAP, PLS 9328; THENCE N01°20'43"W A DISTANCE OF 636.7 FEET TO AN ALUMINUM CAP, PLS 584; THENCE N40°21'29"E A DISTANCE OF 62.6 FEET TO AN ALUMINUM CAP, PLS 584; THENCE N26°35'59"E A DISTANCE OF 22.9 FEET TO AN ALUMINUM CAP, PLS 584; THENCE N89°59'01"W A DISTANCE OF 52.4 FEET TO A BARE REBAR ON THE EASTERLY RIGHT-OF-WAY OF BUTLER SPAETH ROAD; THENCE N01°18'58"W ALONG SAID RIGHT-OF-WAY A DISTANCE OF 194.9 FEET TO A BARE REBAR; THENCE N61°55'56"E A DISTANCE OF 29.8 FEET, MORE OR LESS, TO THE POINT OF BEGINNING.

SAID TRACT OF LAND HAVING A TOTAL AREA OF 26.23 ACRES, MORE OR LESS, AND IS SUBJECT TO ALL RESERVATIONS, CONDITIONS, AND EASEMENTS OF RECORD.

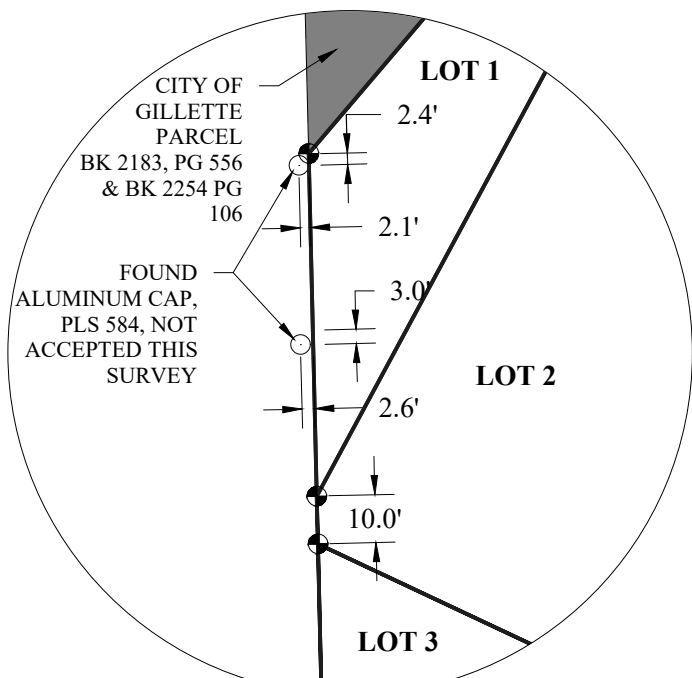
THAT THIS SUBDIVISION, AS IT IS DESCRIBED AND AS IT APPEARS ON THIS PLAT, IS MADE WITH THE FREE CONSENT AND IS ACCORDANCE WITH THE DESIRES OF THE UNDERSIGNED OWNER AND PROPRIETOR, AND THAT THIS IS A CORRECT PLAT OF THE AREA AS IT IS DIVIDED INTO LOTS, BLOCKS, STREETS AND EASEMENTS.

THAT THE UNDERSIGNED OWNER OF THE LAND SHOWN AND DESCRIBED ON THIS PLAT DOES HEREBY DEDICATE TO THE CITY OF GILLETTE AND ITS LICENSEES FOR PERPETUAL PUBLIC USE, ALL STREETS, ALLEYS, EASEMENTS AND OTHER PUBLIC LANDS WITHIN THE BOUNDARY LINES OF THE PLAT, AS INDICATED, AND NOT ALREADY OTHERWISE DEDICATED FOR PUBLIC USE.

UTILITY EASEMENTS, AS DESIGNATED ON THIS PLAT, AREA HEREBY DEDICATED TO THE CITY OF GILLETTE AND ITS LICENSEES FOR PERPETUAL PUBLIC USE, FOR THE PURPOSE OF INSTALLING, REPAIRING, REINSTALLING, REPLACING AND MAINTAINING SANITARY SEWER LINES, WATER LINES, GAS LINES, TELEPHONE LINES, CABLE TV LINES AND OTHER FORMS AND TYPES OF PUBLIC UTILITIES NOW OR HEREAFTER GENERALLY UTILIZED BY THE PUBLIC

SUBDIVISION PURPOSE

THIS IS THE SUBDIVISION OF LOTS 1, 2, AND 3, KHAN SUBDIVISION, LOCATED IN A PORTION OF THE NW1/4 NE1/4 OF SECTION 35, T50N-R72W, 6TH P.M. AND BEING PART OF THE CITY OF GILLETTE, WYOMING.



BASIS OF BEARING

CITY OF GILLETTE CONTROL

SUMMARY

TOTAL LOTS: 3
TOTAL AREA: 26.23 ACRES

SURVEYOR'S CERTIFICATE

I, CEVIN C. IMUS, DO HEREBY CERTIFY THAT I AM A REGISTERED LAND SURVEYOR, LICENSED UNDER THE LAWS OF THE STATE OF WYOMING, THAT THIS PLAT IS A TRUE, CORRECT, AND COMPLETE PLAT KHAN SUBDIVISION, AS LAID OUT, PLATTED, AND SHOWN HEREON, THAT SUCH PLAT WAS MADE FROM AN ACCURATE SURVEY OF SAID PROPERTY AND IMPROVEMENTS BY ME AND UNDER MY DIRECT SUPERVISION.

DATE OF PLAT OR MAP: MARCH, 2025 (CEVIN C. IMUS)

ACKNOWLEDGEMENTS

EXECUTED THIS ____ DAY OF ____, 2025, BY:

ZULFIQAR KHAN, OWNER

STATE OF ____)

COUNTY OF ____)

THE FOREGOING INSTRUMENT WAS ACKNOWLEDGED BEFORE ME BY ZULFIQAR KHAN, OWNER.

THIS ____ DAY OF ____, 2025,

WITNESS MY HAND AND OFFICIAL SEAL.

NOTARY PUBLIC

MY COMMISSION EXPIRES:

EXECUTED THIS ____ DAY OF ____, 2025, BY:

MOHAMMAD T. KHAN, OWNER

STATE OF ____)

COUNTY OF ____)

THE FOREGOING INSTRUMENT WAS ACKNOWLEDGED BEFORE ME BY MOHAMMAD T. KHAN, OWNER.

THIS ____ DAY OF ____, 2025,

WITNESS MY HAND AND OFFICIAL SEAL.

NOTARY PUBLIC

MY COMMISSION EXPIRES:

EXECUTED THIS ____ DAY OF ____, 2025, BY:

GHAZANFAR KHAN, OWNER

STATE OF ____)

COUNTY OF ____)

THE FOREGOING INSTRUMENT WAS ACKNOWLEDGED BEFORE ME BY GHAZANFAR KHAN, OWNER.

THIS ____ DAY OF ____, 2025,

WITNESS MY HAND AND OFFICIAL SEAL.

NOTARY PUBLIC

MY COMMISSION EXPIRES:

EXECUTED THIS ____ DAY OF ____, 2025, BY:

WILLIAM R. WRIGHT III, AUTHORIZED SIGNER VELMA WRIGHT LAND, LLC.

STATE OF ____)

COUNTY OF ____)

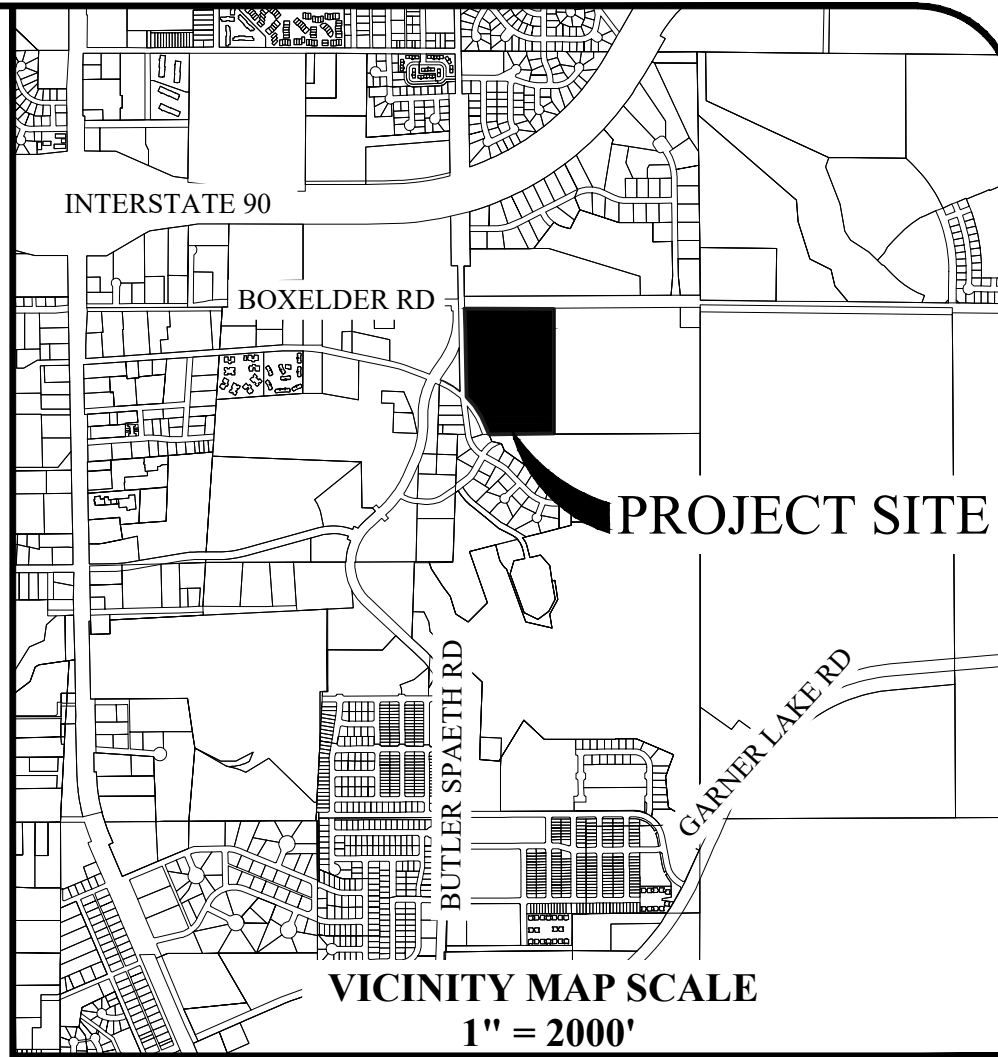
THE FOREGOING INSTRUMENT WAS ACKNOWLEDGED BEFORE ME BY WILLIAM R. WRIGHT III, AUTHORIZED SIGNER VELMA WRIGHT LAND, LLC.

THIS ____ DAY OF ____, 2025,

WITNESS MY HAND AND OFFICIAL SEAL.

NOTARY PUBLIC

MY COMMISSION EXPIRES:



CERTIFICATE OF THE CITY ENGINEER

DATA ON THIS PLAT REVIEWED

THIS ____ DAY OF ____, 2025,
BY THE CITY ENGINEER OF THE CITY OF GILLETTE, WYOMING

CITY ENGINEER

CERTIFICATE OF APPROVAL BY CITY OF GILLETTE PLANNING COMMISSION

THIS PLAT APPROVED BY THE CITY OF GILLETTE PLANNING COMMISSION

THIS ____ DAY OF ____, 2025,

CHAIRMAN

SECRETARY

CERTIFICATE OF ACCEPTANCE AND APPROVAL BY CITY COUNCIL

APPROVED BY CITY COUNCIL OF THE CITY OF GILLETTE, WYOMING

THIS ____ DAY OF ____, 2025,

MAYOR

CITY CLERK

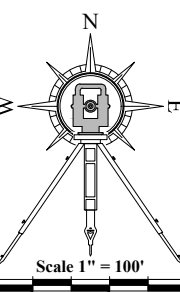
CERTIFICATE OF COUNTY CLERK

THIS PLAT WAS FILED FOR RECORD IN THE OFFICE OF THE CLERK AND RECORDER

AT ____ O'CLOCK, ____ M., THIS ____ DAY OF ____, 2025,

AND IS DULY RECORDED IN BOOK ____ OF PLATS, PAGE NO. ____

CAMPBELL COUNTY CLERK



PREPARED FOR:
ZULFIQAR KHAN
624 PAR DRIVE
GILLETTE, WY 82718

PREPARED BY:
LAND SURVEYING INCORPORATED
209 N. WORKS AVENUE
GILLETTE, WY 82716
1-307-682-1661 www.lsi-inc.us



PAGE: 1 OF 1
DATE: 3/26/2025
FILE: 25001A_MP

PL2025-0004 | Minor Subdivision | Khan Subdivision

Planning Requirements

1. All comments from the staff review process shall be addressed.

RESOLUTION NO.

**A RESOLUTION APPROVING AND AUTHORIZING THE
MINOR SUBDIVISION OF THE KHAN SUBDIVISION; TO THE
CITY OF GILLETTE, WYOMING, SUBJECT TO ALL
PLANNING REQUIREMENTS.**

WHEREAS the Final Plat of the Khan Subdivision to be known as Lots 1, 2, & 3 of the Khan Subdivision; to the City of Gillette, Wyoming has been approved by the City of Gillette Planning Commission by a majority of its members on April 8th, 2025, with Planning Requirements.

WHEREAS the recording of the Khan Subdivision to be known as Lots 1, 2, & 3 of the Khan Subdivision; to the City of Gillette, Wyoming; with the Campbell County Clerk and Ex-Officio Recorder of Deeds, is subject to meeting all Planning Requirements approved by the Planning Commission on April 8th, 2025.

THEREFORE, IT IS RESOLVED BY THE GOVERNING BODY OF THE CITY OF GILLETTE, WYOMING, THAT:

the Final Plat of Khan Subdivision to be known as Lots 1, 2, & 3 of the Khan Subdivision; to the City of Gillette, Wyoming, has been approved by the City of Gillette, Wyoming as prepared by Land Surveying Incorporated, signed by Cevin C. Imus, Professional Land Surveyor, Wyoming Registration Number 9328, is hereby approved for filing with the Campbell County Clerk and Ex-Officio Recorder of Deeds.

PASSED, APPROVED, AND ADOPTED this _____ day of _____, 2025.

Shay Lundvall, Mayor

(S E A L)

ATTEST:

Alicia Allen, City Clerk



CITY OF GILLETTE

www.gillettewy.gov





**CITY OF GILLETTE
PLANNING COMMISSION**

DATE: April 8, 2025

TITLE:

PL2025-0005 – Minor Subdivision – Lula Belle’s Subdivision

APPLICANT/OWNER:

Laurie Calvert, Owner | City of Gillette, Owner

AGENT:

Cevin Imus, Land Surveying Incorporated, Agent

CASE SUMMARY:

The applicant seeks place a portion of unplatted land into a subdivision, creating two parcels and dedicating right-of-way.

CASE BACKGROUND:

The applicant seeks place a portion of unplatted land into a subdivision, creating two parcels and dedicating right-of-way. Lot 1 is the location of Lula Belle’s café and is 2,030 square feet. Lot 2 is the location of a City owned parking lot and is 8,984 square feet. The parking lot at the end of Gillette Ave is utilized as public parking for patrons visiting businesses in the downtown district. This parcel is currently City owned but will be dedicated as public right-of-way with this plat.

Lots 1 & 2 are zoned C-3, Business/Service District. Neither lot meets the minimum area of 15,000 square feet and only Lot 2 meets the minimum width of 75 feet. Although these lots have not been formally platted before this subdivision, they existed as parcels before the creation of the C-3 District. This means that they carry a “grandfathered” status, and this status allows them to be platted in as nonconforming lots.

CASE REQUIREMENTS:

All comments from the staff review process shall be addressed.

STAFF RECOMMENDATION:

Staff recommends approval, subject to all Planning Requirements.

CASE MANAGER:

Shannon Stefanick, City Planner

TENTATIVE CITY COUNCIL DATE:

April 15th, 2025

ATTACHMENTS:

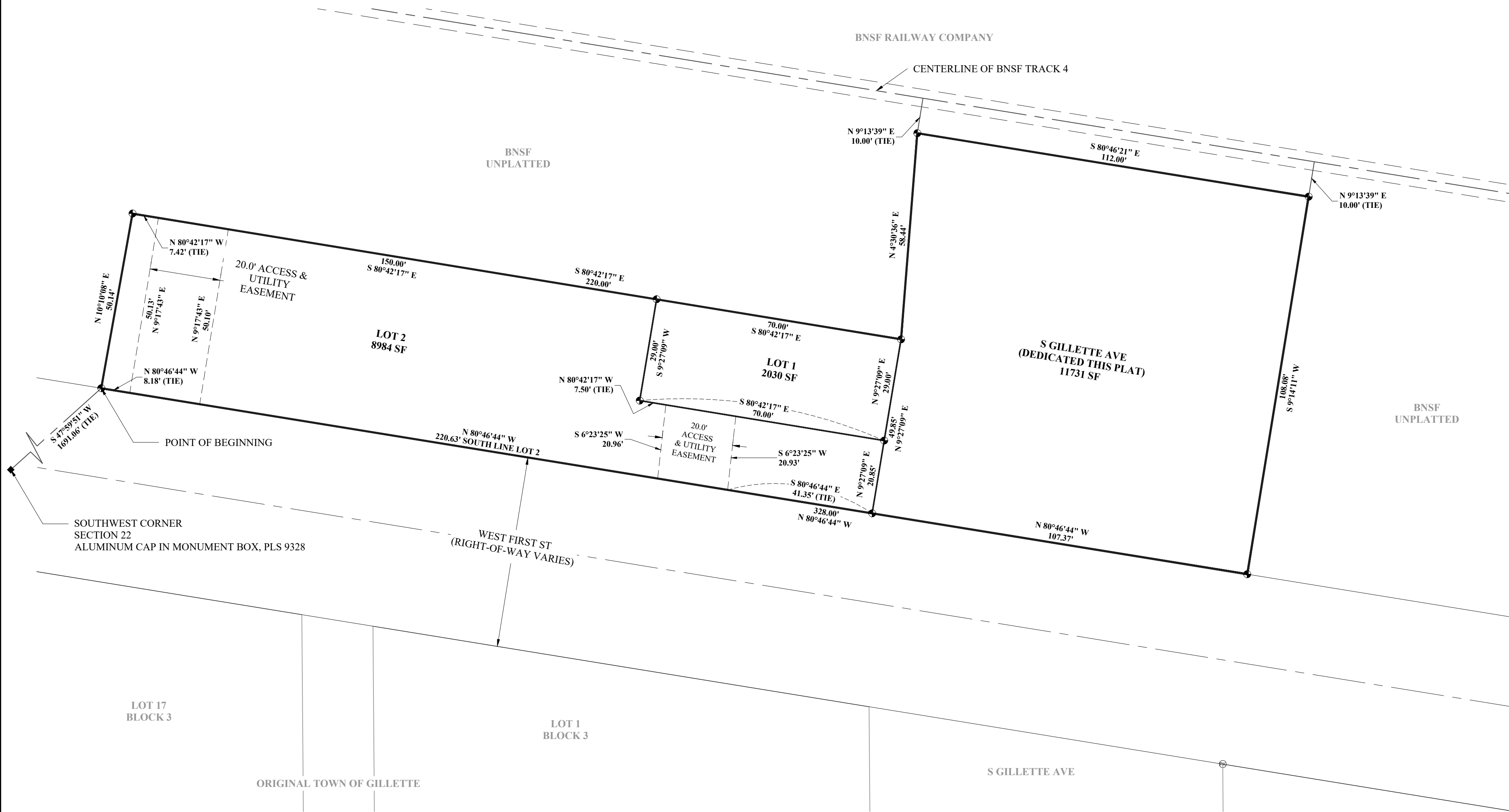
[Draft Plat](#)

[Lula Belle's Subdivision Planning Requirements](#)

[Lula Belle's Subdivision Resolution](#)

[Lula Belle's Vicinity Map](#)

FINAL PLAT
LULA BELLE'S SUBDIVISION
BEING SITUATED IN THE S1/2 OF THE SW1/4 OF SECTION 22, TOWNSHIP 50 NORTH, RANGE 72 WEST, OF
THE 6TH PRINCIPAL MERIDIAN
TO THE CITY OF GILLETTE, CAMPBELL COUNTY, WYOMING



CERTIFICATE OF DEDICATION

KNOW ALL MEN BY THESE PRESENTS THAT THE UNDERSIGNED LULA BELLES, LLC, A WYOMING LIMITED LIABILITY COMPANY & CITY OF GILLETTE, BEING THE OWNERS, PROPRIETORS OR PARTIES OF INTEREST IN THE LAND SHOWN ON THIS PLAT, DO HEREBY CERTIFY:

THAT THE FOREGOING PLAT DESIGNATED AS LULA BELLE'S SUBDIVISION, BEING SITUATED IN A PORTION OF THE S1/2 SW1/4, SECTION 22, TOWNSHIP 50 NORTH, RANGE 72 WEST, CITY OF GILLETTE, CAMPBELL COUNTY, WYOMING AND IS MORE PARTICULARLY DESCRIBED AS FOLLOWS:

COMMENCING AT THE SOUTHWEST CORNER OF SAID SECTION 22, BEING MONUMENTED BY AN ALUMINUM CAP, PLS 9328, IN A MONUMENT BOX, THENCE N47°59'51" E A DISTANCE OF 1691.1 FEET TO A POINT ON THE NORTHERLY RIGHT-OF-WAY OF WEST FIRST STREET, BEING MONUMENTED BY A PK NAIL; THENCE N10°10'08" E A DISTANCE OF 50.14 FEET TO A PK NAIL; THENCE S80°42'17" E A DISTANCE OF 220.00 FEET TO A PK NAIL; THENCE N04°30'36" E A DISTANCE OF 58.44 FEET TO A POINT BEING 10.00 FEET PERPENDICULAR DISTANCE FROM THE CENTERLINE OF THE BNSF RAIL #4, BEING MONUMENTED BY A PK NAIL; THENCE S80°46'21" E PARALLEL WITH SAID CENTERLINE OF BNSF RAIL #4 A DISTANCE OF 112.00 FEET TO A PK NAIL; THENCE S09°14'11" W ALONG AN EXISTING CHAIN LINK FENCE A DISTANCE OF 108.08 FEET TO A POINT ON THE NORTHERLY RIGHT-OF-WAY OF WEST FIRST STREET, BEING MONUMENTED BY A PK NAIL; THENCE N80°46'44" W A DISTANCE OF 328.00 FEET, MORE OR LESS, TO THE POINT OF BEGINNING.

SAID PARCEL CONTAINS 0.52 ACRES AND IS SUBJECT TO ALL RESERVATIONS, CONDITIONS, AND EASEMENTS OF RECORD.

THAT THIS SUBDIVISION, AS IT IS DESCRIBED AND AS IT APPEARS ON THIS PLAT, IS MADE WITH THE FREE CONSENT AND IS ACCORDANCE WITH THE DESIRES OF THE UNDERSIGNED OWNER AND PROPRIETOR, AND THAT THIS IS A CORRECT PLAT OF THE AREA AS IT IS DIVIDED INTO LOTS, BLOCKS, STREETS AND EASEMENTS.

THAT THE UNDERSIGNED OWNER OF THE LAND SHOWN AND DESCRIBED ON THIS PLAT DOES HEREBY DEDICATE TO THE CITY OF GILLETTE AND ITS LICENSEES FOR PERPETUAL PUBLIC USE, ALL STREETS, ALLEYS, EASEMENTS AND OTHER PUBLIC LANDS WITHIN THE BOUNDARY LINES OF THE PLAT, AS INDICATED, AND NOT ALREADY OTHERWISE DEDICATED FOR PUBLIC USE.

UTILITY EASEMENTS, AS DESIGNATED ON THIS PLAT, AREA HEREBY DEDICATED TO THE CITY OF GILLETTE AND ITS LICENSEES FOR PERPETUAL PUBLIC USE, FOR THE PURPOSE OF INSTALLING, REPAIRING, REINSTALLING, REPLACING AND MAINTAINING SANITARY SEWER LINES, WATER LINES, GAS LINES, ELECTRIC LINES, TELEPHONE LINES, CABLE TV LINES AND OTHER FORMS AND TYPES OF PUBLIC UTILITIES NOW OR HEREAFTER GENERALLY UTILIZED BY THE PUBLIC

ALL RIGHTS UNDER AND BY VIRTUE OF THE HOMESTEAD EXEMPTION LAWS OF THE STATE OF WYOMING ARE HEREBY WAIVED AND RELEASED.

EXECUTED THIS ____ DAY OF ____, 2025, A.D. BY:

LAURIE CALVERT, OWNER, LULA BELLES, LLC, A WYOMING LIMITED LIABILITY COMPANY

STATE OF ____)
COUNTY OF ____)

THE FOREGOING INSTRUMENT WAS ACKNOWLEDGED BEFORE ME THIS ____ DAY OF

____, 2025, A.D., BY LAURIE CALVERT, OWNER, LULA BELLES, LLC, A WYOMING LIMITED LIABILITY COMPANY

WITNESS MY HAND AND OFFICIAL SEAL.

NOTARY PUBLIC _____

MY COMMISSION EXPIRES: _____

EXECUTED THIS ____ DAY OF ____, 2025, A.D. BY:

SHAY LUNDVALL, MAYOR, CITY OF GILLETTE

STATE OF ____)
COUNTY OF ____)

THE FOREGOING INSTRUMENT WAS ACKNOWLEDGED BEFORE ME THIS ____ DAY OF

____, 2025, A.D., BY SHAY LUNDVALL, MAYOR, CITY OF GILLETTE

WITNESS MY HAND AND OFFICIAL SEAL.

NOTARY PUBLIC _____

MY COMMISSION EXPIRES: _____

BASIS OF BEARING

CITY OF GILLETTE CONTROL

SUMMARY

TOTAL LOTS: 2
TOTAL AREA (LOTS): 11,014 SQ. FT.
TOTAL AREA (RIGHT-OF-WAY) = 11731 SQ. FT.
TOTAL AREA: 22,745 SQ. FT = 0.52 ACRES

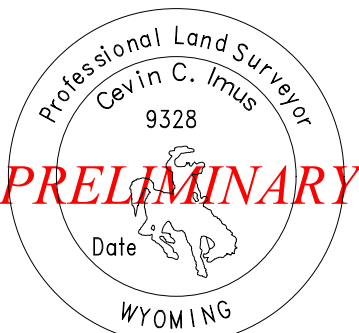
SUBDIVISION PURPOSE

LOTS 1 & 2, LULA BELLE'S SUBDIVISION, LOCATED IN A PORTION OF THE S1/2 OF THE SW1/4 OF SECTION 22, TOWNSHIP 50 NORTH, RANGE 72 WEST, OF THE 6TH PRINCIPAL MERIDIAN, AND BEING PART OF THE CITY OF GILLETTE, CAMPBELL COUNTY, WYOMING.

SURVEYOR'S CERTIFICATE

I, CEVIN C. IMUS, DO HEREBY CERTIFY THAT I AM A REGISTERED LAND SURVEYOR, LICENSED UNDER THE LAWS OF THE STATE OF WYOMING, THAT THIS PLAT IS A TRUE, CORRECT, AND COMPLETE PLAT LULA BELLE'S SUBDIVISION, AS LAID OUT, PLATTED, AND SHOWN HEREON, THAT SUCH PLAT WAS MADE FROM AN ACCURATE SURVEY OF SAID PROPERTY AND IMPROVEMENTS BY ME AND UNDER MY DIRECT SUPERVISION.

DATE OF PLAT OR MAP: FEBRUARY, 2025 (CEVIN C. IMUS)



CERTIFICATE OF THE CITY ENGINEER

DATA ON THIS PLAT REVIEWED

THIS ____ DAY OF ____, 2025,
BY THE CITY ENGINEER OF THE CITY OF GILLETTE, WYOMING

CITY ENGINEER _____

CERTIFICATE OF APPROVAL BY CITY OF GILLETTE PLANNING COMMISSION

THIS PLAT APPROVED BY THE CITY OF GILLETTE PLANNING COMMISSION

THIS ____ DAY OF ____, 2025,

CHAIRMAN _____

SECRETARY _____

CERTIFICATE OF ACCEPTANCE AND APPROVAL BY CITY COUNCIL

APPROVED BY CITY COUNCIL OF THE CITY OF GILLETTE, WYOMING

THIS ____ DAY OF ____, 2025,

MAYOR _____

CITY CLERK _____

CERTIFICATE OF COUNTY CLERK

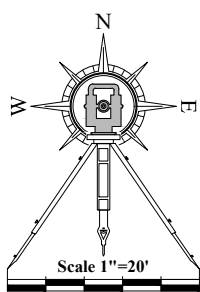
THIS PLAT WAS FILED FOR RECORD IN THE OFFICE OF THE CLERK AND RECORDER

AT ____ O'CLOCK, ____ M., THIS ____ DAY OF ____, 2025,

AND IS DULY RECORDED IN BOOK ____ OF PLATS, PAGE NO. ____

CAMPBELL COUNTY CLERK _____

FINAL PLAT
LULA BELLE'S SUBDIVISION
BEING SITUATED IN THE S1/2 OF THE SW1/4 OF SECTION 22, TOWNSHIP 50 NORTH, RANGE 72 WEST, OF THE 6TH PRINCIPAL MERIDIAN
TO THE CITY OF GILLETTE, CAMPBELL COUNTY, WYOMING



PREPARED FOR:
CITY OF GILLETTE
201 E 5TH STREET
GILLETTE, WY 82716

PREPARED BY:
LAND SURVEYING INCORPORATED
209 N. WORKS AVENUE
GILLETTE, WY 82716
1-307-682-1661 www.lsi-inc.us



PAGE: 1 OF 1
DATE: 3/17/2025
FILE: 25019A_MP

PL2025-0005 | Minor Subdivision | Lula belle's Subdivision

Planning Requirements

1. All comments from the staff review process shall be addressed.

RESOLUTION NO.

**A RESOLUTION APPROVING AND AUTHORIZING THE
MINOR SUBDIVISION OF THE LULA BELLE'S SUBDIVISION;
TO THE CITY OF GILLETTE, WYOMING, SUBJECT TO ALL
PLANNING REQUIREMENTS.**

WHEREAS the Final Plat of the Lula Belle's Subdivision to be known as Lots 1 & 2 of the Lula Belle's Subdivision; to the City of Gillette, Wyoming has been approved by the City of Gillette Planning Commission by a majority of its members on April 8th, 2025, with Planning Requirements.

WHEREAS the recording of the Lula Belle's Subdivision to be known as Lots 1 & 2 of the Lula Belle's Subdivision; to the City of Gillette, Wyoming; with the Campbell County Clerk and Ex-Officio Recorder of Deeds, is subject to meeting all Planning Requirements approved by the Planning Commission on April 8th, 2025.

THEREFORE, IT IS RESOLVED BY THE GOVERNING BODY OF THE CITY OF GILLETTE, WYOMING, THAT:

the Final Plat of Lula Belle's Subdivision to be known as Lots 1 & 2 of the Lula Belle's Subdivision; to the City of Gillette, Wyoming, has been approved by the City of Gillette, Wyoming as prepared by Land Surveying Incorporated, signed by Cevin C. Imus, Professional Land Surveyor, Wyoming Registration Number 9328, is hereby approved for filing with the Campbell County Clerk and Ex-Officio Recorder of Deeds.

PASSED, APPROVED, AND ADOPTED this _____ day of _____, 2025.

Shay Lundvall, Mayor

(S E A L)

ATTEST:

Alicia Allen, City Clerk



CITY OF GILLETTE

www.gillettewy.gov

Development Services Department | Planning Services Division





**CITY OF GILLETTE
PLANNING COMMISSION**

DATE: **April 8, 2025**

TITLE:

PRESENTATION: City of Gillette Comprehensive Plan



**CITY OF GILLETTE
PLANNING COMMISSION**

DATE: **April 8, 2025**

TITLE:

PUBLIC HEARING: City of Gillette Comprehensive Plan



**CITY OF GILLETTE
PLANNING COMMISSION**

DATE: April 8, 2025

TITLE:

PL2025-0008 - ZONING TEXT AMENDMENT - City of Gillette Comprehensive Plan

APPLICANT/OWNER:

City of Gillette

AGENT:

Meredith Duvall, City Planning Manager

CASE SUMMARY:

The City of Gillette Planning Division is requesting the approval of the Comprehensive Plan, replacing the existing Comprehensive Plan that was adopted by City Council through Ordinance No. 3807 on November 19, 2013.

CASE BACKGROUND:

Wyoming State Statute gives authority to all local governments to develop a local land use plan that pertains to their jurisdiction (W.S. 9-8-301). The present-day Comprehensive Plan was adopted on November 19, 2013, as Ordinance No. 3807. Per that ordinance, the Comprehensive Plan was to provide a community vision, key considerations, and implementation strategies for the following ten years of land development and growth. Prior to the 2013 Comprehensive Plan the first Comprehensive Plan for the City of Gillette was adopted in 1978 and was updated in 1994. That ten-year horizon sun-setted in 2023. The existing Comprehensive Plan is at the end of its useful life and is currently lacking in foresight for the community's future. Taking this into consideration and the ever evolving economic and growth conditions, at the July 25, 2023, City Council meeting, City Planning Staff requested and were granted to engage a Professional Services Agreement with Verdunity to create a new Comprehensive Plan for the City of Gillette.

During the City Council meeting on September 26, 2023, City Council created the CPAC (Comprehensive Plan Advisory Committee), and appointed its members through an application and

ranking process. The purpose of the advisory team was to look at the community holistically and provide feedback to City Planning staff, so we could blend the community vision with professional practices.

The following have been organized Public Outreach efforts throughout the Comprehensive Planning process:

- In-Person Engagement
 - Workshops (5)
 - CPAC: 10/02/2023
 - City Council: 10/03/2023
 - Joint City Council & Planning Commission: 04/09/2024
 - CPAC: 04/10/2024
 - Joint City Council, Planning Commission, & CPAC: 07/11/2024
 - Community Open House Events: (8)
 - Trip #1: Project Kick-Off: 10/02/2023 & 10/03/2023
 - Trip #2: Growth Scenarios: 04/04/2024 & 04/10/2024
 - Trip #3: Future Land Use Planning: 07/10/2024 & 07/11/2024
 - Trip #4: Implementation: 12/10/2024 & 12/11/2024
 - Virtual Engagement
 - Surveys (2)
 - Vibrant Community Survey: 09/18/2023 – 11/15/2023
 - Business Owners Survey: 12/15/2023 – 01/26/2024
 - Virtual Engagement (4)
 - Mapping Tool: 01/02/2024 – 02/16/2024
 - Virtual Room with 5 Stations: 03/04/2024 – 04/01/2024
 - Virtual Room with 3 Stations: 09/03/2024 – 09/24/2024
 - Virtual “Implementation Room” with 2 Stations: 10/14/2024 – 10/31/2024
 - Virtual Workshops (7)
 - CPAC: 12/14/2023
 - Economic Development: 01/09/2024
 - CPAC: 02/08/2024
 - Parks & Open Space: 02/13/2024
 - Mobility: 03/05/2024
 - CPAC: 08/14/2024
 - CPAC: 11/20/2024

City Staff sent out the draft version of the Comprehensive Plan to members of the City Council, Planning Commission, and CPAC on Tuesday, February 18, 2025. On March 3rd, 2025 the Draft of the Comprehensive Plan went live on the City webpage for public review; one link at the top of the City Planning webpage and the other on the main webpage under News.

The City Council will consider the proposed Comprehensive Plan as a Public Hearing and Resolution at

their regularly scheduled meeting on April 15th, 2025.

CASE REQUIREMENTS:

There are no Planning Requirements.

STAFF RECOMMENDATION:

Staff recommends approval.

STAFF REFERENCE:

Meredith Duvall, City Planning Manager

CASE MANAGER:

Meredith Duvall, City Planning Manager

TENTATIVE CITY COUNCIL DATE:

April 15, 2025

ATTACHMENTS:

[Final Comprehensive Plan - High Resolution.pdf](#)

[Resolution.docx](#)

[Planning Requirements.docx](#)



GILLETTE, WYOMING

Comprehensive Plan

GILLETTE, WYOMING COMPREHENSIVE PLAN

A plan to guide decision making within the City of Gillette, Wyoming

Adopted
XX XX, 2025

Prepared for
The City of Gillette

Prepared by



VERDUNITY

with
Civic Brand

Acknowledgements

“Never doubt that a small group of thoughtful committed citizens can change the world: indeed, it’s the only thing that ever has.”
Margaret Mead

“The people in Gillette believe in what we have to offer, love our community, and really want to do what’s best.”
Sherilyn England, retired non-profit professional and Gillette resident/volunteer

STAFF:

Mike Cole, PE..... City Administrator
Ry Muzzarelli, PE..... Development Services Director
Meredith Duvall..... City Planning & Code Compliance Manager,
Zoning Administrator
Joe Schoen, PE..... City Engineer
Shannon Stefanik..... City Planner

**COMPREHENSIVE PLAN ADVISORY
COMMITTEE (CPAC):**

Heidi Gross..... Council Liaison
Billy Montgomery..... Council Liaison
Trish Simonson..... Council Liaison
Dan Barks
Karen Clarke
Scott Clem
Patricia Collins
David King
Gail Lofing
Sean Mathes
Tracy Obert
Josh Richardson
Jennifer Tuomela
Jeremy Hayes..... Former Member

CITY COUNCIL:

Shay Lundvall..... Mayor
Jim West..... Ward I
Chris Smith..... Ward I
Tim Carsrud..... Ward II
Jack Clary..... Ward II
Heidi Gross..... Ward III
Nathan McLeland..... Ward III
Tricia Simonson..... Former Councilmember
Billy Montgomery..... Former Councilmember

PLANNING COMMISSION:

Shaun Hottell..... Chair
Ryan Conklin..... Vice-Chair
Cristal Pratt
Matthew Nelson
Ian Scott
Jack Colson
Richard Cone

CONSULTANT TEAM:

Verdunity
AJ Fawver, AICP, CNU-A, CPM
Katherine Linares, AICP, CNU-A
Marshall Hines, CNU-A
Maddie Capshaw, AICP
Kevin Shepherd, PE
Lexie Schrader, CNU-A
Tim Wright, PE

CivicBrand
Ryan Short
Colin Coolidge

SPECIAL THANKS:

Campbell County Rec Center, for hosting an engagement event.
Campbell County George Amos Memorial Building, for hosting
an engagement event .
Campbell County Public Library, for hosting an engagement event.

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INTRODUCTION

The first chapter is designed to do a few things. First, it provides the reader with an understanding of the plan itself: how it was written, who participated in its creation and what it aims to accomplish. It also provides foundational concepts that the plan relies heavily on. For example, the concept of fiscal

stewardship, and how land use substantially affects the economics of the community, is included in this chapter. This chapter also summarizes how the city has developed over time and how past decisions have affected the city. These effects include revenue, services, and affordability. It also

explains what must be done to put the city on a more financially sound path, and helps citizens to understand the why behind the recommendations in each planning component.



The What and Why Behind This Plan

WHAT IS A COMPREHENSIVE PLAN?

Leading a city is a daunting task, both daily and long term. As the name suggests, this Plan outlines a “comprehensive”, or all-inclusive, picture of city needs and desires. It summarizes the vision and values that are critical to a city, and outlines the path forward. There are always more demands than resources in cities, so clarity and advance planning is crucial.

City officials change over time, so this document serves as the constant guide for staff and future elected officials to understand the desires and direction provided by the citizens of Gillette. It expresses the goals and direction of the community while outlining clear expectations and responsibilities. This makes meaningful progress

possible. It is Gillette’s official statement on policy and direction.

Comprehensive plans have two components: a visual component and a text component. The visual component maps out where to place future land uses. It provides informative graphics and illustrations. The text component sets the scene by outlining the existing conditions. From there, it sketches out the future of the city, weaving in analysis and context. The final product ends in an implementation strategy to achieve the vision. Success is wholly reliant on City officials and residents, who must embrace and take ownership of the plan and commit to its execution. Neither the city organization nor the city’s residents can do this alone.

THIS PLAN’S AUTHORITY

The authority for cities in Wyoming to adopt a comprehensive plan is established in Title 9, Chapter 8, Article 3, Section 9-8-301 Wyoming Statutes. Cities shall develop a land use plan, though they may opt to do so in coordination with the county if they prefer. The land use plan, once adopted, expresses the vision and goals of the city and lays the groundwork for implementation. It is intended to guide the adoption and amendment of zoning regulations.

Title 15, Chapter 1, Article 6, Section 15-1-601 Wyoming Statutes grants authority to Wyoming cities for adopting zoning regulations in accordance with a comprehensive plan.



WHY DO WE NEED A NEW PLAN?

To make growth work for, not against us.

Growth does not always lead to sustainable, inclusive prosperity. In fact, certain types of growth can actually lead to the opposite. Gillette's development has a concentration of sprawling single-family products that are more expensive and less inclusive. This process is about deciding what residents want and laying out a framework to manage growth and achieve these outcomes. Most importantly, it is about understanding and getting comfortable with necessary compromises.



To introduce the consistency, communication, and accountability that residents desire.

Managing expectations of residents during growth can be extremely challenging, time consuming and frustrating. Establishing a cohesive vision, core values, planning principles, policies and prioritized implementation actions, will clarify roles and expectations. This provides guidance to City Council, staff, local businesses, and residents. It empowers everyone in the community. Action items and decisions will be measured and tied back to this Plan, providing transparency and accountability.



To get more bang for our collective buck.

Infrastructure and development decisions today have financial consequences in the future. Choosing to build patterns with a low rate of return forces the City to try and find revenue elsewhere. The City has to be especially careful about how limited funds are invested. City leaders need a plan for maximizing the return on investment of the City's resources in a way that increases property values, improves quality of life, and reduces long-term infrastructure liabilities. Otherwise, the City will soon be faced with deteriorating neighborhoods and service liabilities that far exceed the community's capacity to pay for them.



To make the city more proactive, and less reactive.

The absence of current, coordinated plans and development codes has resulted in many decisions and day-to-day activities being reactive. This limits staff efficiency and the City's ability to maximize return on investments. It also makes it difficult to manage and clearly communicate expectations. Updating the Comprehensive Plan and Development Code to allow incremental and infill development is key. This allows a gradual increase in intensity and streamlines permitting efforts. Decision-makers can be proactive across all aspects of development and operations.



WHAT DOES A COMPREHENSIVE PLAN DO?

1

Documents current needs and forecasts future challenges. If done well, Gillette can leverage growth that yields only the highest returns for the community. This leads to a stronger community that thinks ahead – becoming more proactive, and less reactive.

2

Improves effectiveness and communication. Creating a plan puts city leaders in a position to eliminate duplicative efforts and be effective decision-makers across all aspects of the City's operations while maximizing limited resources.

3

Identifies and captures in writing what is important to the community. Having a clear identity and set of values helps Gillette avoid turning into Anywhere, USA. Too often, cities feel sterile and faceless, and look the same.

4

Establishes clear expectations. Elected officials and staff are best equipped to make consistent, predictable recommendations and decisions.

5

Creates an informed and engaged citizenry. Engaged residents support city leadership and bring ideas forward. They actively participate in decisions and the work required to achieve more. They represent their neighborhoods and wishes. Most importantly, they contribute to positive change and develop future leaders.



WHAT IS OUR GOAL?

We Aim to Accomplish...

Understanding our current needs and forecasting future ones

To remain fiscally solvent, a city must develop in a manner that generates sufficient revenue to cover liabilities, not just today, but in the future.

Telling the story of Gillette

Having a clear identity and set of values helps Gillette avoid becoming “Anywhere, USA” and distinguishes it from the surrounding communities.

Getting the big stuff right

Creating priorities for land, infrastructure, and economic development decisions is essential. Doing so maximizes return on investment. It also builds a high quality of life today and for years to come.

Establishing clear expectations and consistent, predictable decisions

This process leads to elected officials, staff, and other partners that are unified, efficient, and proactive.

Creating an informed and engaged public

Engaged residents support city leadership and bring ideas forward. They actively participate in decisions. They represent their neighborhoods and voice their wishes. Most importantly, they contribute to positive change.

We Do This by Asking...

What can the city, and its residents, afford?

What defines Gillette today, and in the future?

How and why do we want to grow?

What does a successful implementation program look like?

How do we empower our residents to contribute to this process and share in its successes?

The Who Behind This Plan

WHO'S BEEN INVOLVED?



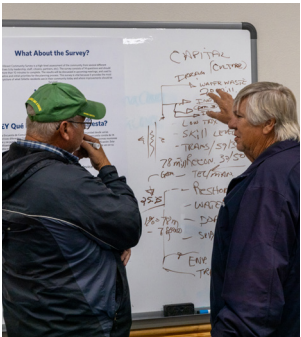
Public

Provide input on community strengths, areas for improvement and desired future; give feedback on future land uses and growth scenarios; support and engage in implementation activities.



City Staff

Provide ongoing input and review of the planning process (vision & principles, plan drafts, etc.) to ensure the plan is accurate and actionable.



Stakeholder Groups

Interviews with various residents that have an interest in Gillette; provide input; share insight through different perspectives.



City Council

Provide ongoing input and feedback heard from the community; final authority to approve the plan update for adoption.



CPAC

Citizens and city leaders meeting to guide the plan; establish vision, core values, and goals; review drafts of the plan; present to Council and PZ; encourage engagement.



Consultant

Analysis; coordination with the Staff, PZ, and Council; public meeting and charrette facilitation; design of plan that is useful in daily decision making.

WHY SHOULD THIS MATTER TO YOU AS A RESIDENT?

- 1 You have time, talent, and/or treasure and a heart for Gillette. There is a place for every community member to step up and contribute to the shared vision. In doing so, they also become a part of the solutions. This input is critical to achieving the vision expressed in this plan.
- 2 You want and expect accountability. You seek transparency from your decision-makers. Your decision-makers likewise rely on insights and assistance from you. This plan creates the common language necessary to connect decision-makers and residents. With this common language there will be more productive dialogue between groups. This common language makes it simple to measure the success of implementing the plan. These measures can be shared in an open and transparent way.
- 3 You care about the future. You may have frustrations about the current situation in your community. Yet, you choose to call Gillette home. You may have loved ones who rely on the future of Gillette. Shaping the future of the community is a collective duty and a mutual effort. This plan contains a path to that future.
- 4 You believe in being proactive rather than reactive. If Gillette embraces this plan, it will be the conduit for proactive action. This action can place the city on a track of growth rather than decline. It can place it on a path of community pride rather than apathy. Lastly, it can place it on a path of connection rather than disconnection.
- 5 You want to understand how decisions are made. Upon adoption, the City of Gillette should be setting to work implementing the path laid out here. Every discussion and decision reached should have a strong relationship to this plan. By being familiar with its contents, you will have insight into why and how City officials make judgment calls. In addition, you will be well-equipped to participate in those processes.

It's simple. The future of a city affects everyone within it, from its newest arrivals to lifelong residents. Everyone has a vested interest in making their community the best place it can be to live, work and play.

Utilizing This Plan

PLAN LAYOUT AND ORGANIZATION

1 Introduction

The first chapter, Introduction, is designed to do a few things. First, it provides the reader with an understanding of the plan itself; how it was written, who participated in its creation and what it aims to accomplish. It also provides foundational concepts that the plan relies heavily on. For example, the concept of fiscal stewardship, and how land use in a community substantially affects the economics of that community, is included in this chapter. This chapter also summarizes how the city has developed over time and how past decisions have affected the city. These effects include revenue, services, and affordability. It also explains what must be done to put the city on a more financially sound path, and helps citizens to understand the why behind the recommendations in each major component.

2 Gillette's Land Use Fiscal Analysis

This second chapter builds on the foundation established in the introduction and looks at the city's own land use fiscal analysis. This fiscal analysis is tailored to this community and utilizes data specific to it. This closer look allows some important reflection about the current fiscal health in Gillette and identifies important takeaways that familiarize every reader with the situation locally. It incorporates the historic and current development patterns, the current budget and property tax revenue, and existing resource gaps. Most importantly, it illustrates where significant changes are needed to generate additional property tax revenue, and where pockets of the city are doing well in spite of the resource gap. These are important cues as to what types of developments should be replicated, and which ones should not be replicated.

3 Major Planning Components

Major Planning Components outlines next steps aligned with city departments and focuses on three areas: Land Use & Growth Management, Mobility & Connectivity, and Neighborhoods.

Land Use & Growth Management

Defines Gillette's desired development and housing patterns over the next 17 years, emphasizing fiscal resilience through long-term growth analysis.

Mobility & Connectivity

Focuses on transportation and multimodal access, recognizing the link between movement, economic productivity, health, and quality of life.

Housing & Neighborhoods

Offers guidance on neighborhood design, including strategies for block layout and residential success.

Though varied in focus, all components share a common structure: recommendations tied to Gillette's goals, a snapshot of current conditions, and identification of barriers to progress.

4 Implementation

The final chapter focuses on implementing the recommendations in each major component of the Comprehensive Plan—arguably the most important task for the City of Gillette over the next 17 years. It outlines how implementation should be approached, emphasizing a community-driven process centered on neighborhoods and the people who live in them. Every recommendation and action has been vetted to align with the community's input, goals, identity, and values. In this chapter, recommendations and actions are paired to serve as a checklist for tracking progress toward completion.

This Comprehensive Plan has been organized so as to be useful to the City staff and elected officials who will use the document to underpin and support their day-to-day work – but special consideration has been made to ensure that the plan is understandable and approachable to the community it aims to serve.

KNOWING WHERE TO FOCUS

While a comprehensive plan is a community-wide resource, there are a variety of distinct types of users who have different purposes in referencing it. Each user group is outlined below, and the areas which they should find most relevant are highlighted for quick reference. This Plan is formulated with all of them in mind.

Residents

If you are a resident and reading this document for the first time, it's best to acquaint yourself with the Introduction chapter, specifically the subsections on The Planning Process, Community Identity, and The Economics of Land Use. To learn more about Gillette's Land Use Fiscal Analysis, consult the second chapter. These four parts provide the contextual knowledge to help you understand how the major plan components were drafted. Then you can skip around to the major component that you are most interested in to see the direction and plans the city has identified.

Staff

Since much of the day-to-day interaction that staff will have with this plan will be referencing the recommendations, those have been gathered in Implementation, and grouped by component. The actions that accompany the recommendations are accessed most easily in the chapter titled Implementation. Also included in that chapter are the Decision-Making Principles the community selected, and Key Questions for staff to ask in preparing items for consideration by decision-makers. Understanding and internalizing the Values and Aspirations are also important for staff since new recommendations from staff should always be aligned with making progress toward the community's priority outcomes.

Elected & Appointed Officials

As an elected official, you are constantly endeavoring to understand and apply the will of the community to the decisions you are making. Gillette's Identity and Decision-Making Principles should be used in evaluation of proposed projects, policies, and programs. These help balance today's benefits with the values, character, and desired future of the community. Understanding how development decisions impact fiscal sustainability and affordability as explained in the Economics of Land Use section is a base level of education all officials should possess. Finally, being well acquainted with Gillette's Land Use Fiscal Analysis is critically important to knowing if decisions will work for or against the fiscal future of the community.

Developers

The Economics of Land Use section, Gillette's Land Use Fiscal Analysis, and the Major Planning Components Land Use & Growth Management, Mobility & Connectivity, and Housing & Neighborhoods will contain a great deal of relevant information to provide an understanding of how Gillette wants to grow and what kind of projects are most beneficial to its collective future. Understanding the Community Identity and Decision-Making Principles can help to align your projects with the broad directional statements that are at the heart of the adopted focus for the future.

USING THIS PLAN

For Residents and Other Locals

- 1 **Know the Plan and Share It:** Familiarize yourself with the Plan and encourage any groups or associations you're part of to do the same. As they say, knowledge is power, and informed collaboration leads to meaningful action.
- 2 **Get Involved and Collaborate:** Volunteer to participate in activities aligned with the Plan. Coordinate events, set goals, and address issues using the Plan's guidance. Identify who is responsible for tasks you're interested in and partner with them to overcome resource constraints.
- 3 **Invest Locally as a Community:** Rally together to mobilize local wealth. Support small businesses, invest in projects to revitalize buildings or lots, and create opportunities for local businesses. By taking initiative, the community can drive change without relying on outside developers who may lack a commitment to Gillette.
- 4 **Engage in Plan Reviews:** Participate in the City's reviews of the Plan. Use this opportunity to share innovative ideas, suggest solutions, and highlight shifting community needs. Collaboration during reviews ensures the Plan stays relevant and actionable.
- 5 **Celebrate Progress and Partner in Change:** Recognize that progress depends on both City officials and residents. Celebrate completed actions and support constructive discussions about what isn't working. Avoid an "us versus them" mindset—success comes from a partnership focused on collective goals.

For City Staff and Officials

- 1 **Align Goals with Daily Decisions:** Familiarize yourself with the Plan's contents and align budgets, regulations, and agendas to its goals. Cities often undermine their own objectives in day-to-day decisions; keeping goals at the center of discussions helps prevent this.
- 2 **Engage Residents and Groups:** Empower motivated residents and local organizations to contribute to achieving the vision. Many want to help but need clear opportunities to get involved. Leverage these local resources to extend the City's capacity.
- 3 **Embed the Plan in City Dialogue:** Use the Plan as a reference in meetings, staff reports, and public discussions. Demonstrate commitment to the vision and set an example of focus and accountability for the community.
- 4 **Regularly Review and Update:** Conduct annual reviews to ensure the Plan remains relevant and actionable. Cross off completed items, add new goals, and engage diverse groups for input. Adaptation is key to executing the vision effectively.
- 5 **Use the Plan to Guide Decisions:** Share the Plan widely and make it accessible to residents and partners. Reference its principles and the Future Land Use Map when evaluating projects or development opportunities, ensuring decisions align with the vision.

When a plan is adopted, the work of a community truly begins, not ends. There is a part for every person in Gillette to play, and that begins with a complete understanding of how each person can participate. This page outlines ways that community members and leaders can act, starting today.

REFINING AND UPDATING THIS PLAN

An Ongoing Process

This Plan, and all of its parts, should be regularly reviewed and updated to reflect the changing nature of the City of Gillette and its goals. Though any part of the Plan can be updated, serious thought should be given before amending, or editing the foundational elements that represent feedback collected from Gillette's citizens. If these do need to be updated, a process of exhaustive public engagement designed to hear and incorporate unique voices must be completed.

Recommendations and their accompanying actions are the items which will need the most frequent review. As existing recommendations are achieved, new ones should be introduced

that move Gillette toward the future imagined here. Staff's work on the front lines provides an exceptional vantage point to see where adjustments are needed. The City Council should also review recommendations yearly.

Public input should also be gathered on a regular schedule to help inform staff and Council's work. An inexpensive way of doing this would be to solicit feedback on a specific element of each major component during high-turnout public events. For example, What matters most to you when new commercial growth happens near your neighborhood? The answers to this single question could be gathered and presented to

Council. Then, the Council would determine what new recommendations should be added to "Land Use & Growth Management". Three questions should always be asked when weighing new recommendations. Does this recommendation align with the community identity? Is this recommendation consistent with the adopted decision-making principles? Does this recommendation align with the fiscal goals of the City in the short- and long-term?

The Comprehensive Plan Life Cycle



Crafting Meaningful Recommendations

Recommendations are broad, but they are clearly directional. They suggest a large goal that will help to move the community forward, and are aligned with a specific Organizational Component. They do not include individual tasks. For example, a good Land Use & Growth Management aligned recommendation might be: Create a logical growth boundary to focus future development within existing service areas. Whereas, a recommendation that is too prescriptive would be: *Do not allow high intensity uses north of Cotton Creek Road.*

Identifying Useful Actions

Actions are specific tasks that serve to accomplish recommendations. It is easy to think of these as a checklist that, when finished, allows the community to call a recommendation complete. For example, the growth boundary recommendation could have the following actions:

- 1 Identify geographic features that create logical and natural boundaries city-wide.
- 2 Identify all areas of the city that can be currently served by city water/wastewater within 100'.
- 3 Draw a boundary that takes into consideration these two factors and that produces the smallest land area.

How Recommendations Become Achievable



The Planning Process

PLAN PROCESS PHASING & MILESTONES

This Comprehensive Plan was broken up into five major phases. Major milestones in each phase are listed on the right side of this page. After adoption of the plan, successful implementation and meaningful and measured refinement should take place over time.

A variety of methods were used to collect input and feedback. The engagement approach was intentionally organized to balance information sharing (education and awareness), information gathering (listening), and discussions to explore topics in more detail and capture context. Options were also balanced to provide opportunities for the community to engage online, in person, in group settings, and through private one-on-one discussions. Most importantly, multiple presentations and discussions were held early in the process to explain connections between past development and current infrastructure and resource challenges. These discussions and the accompanying land use fiscal analysis have been used at multiple points in the process to bring people and perspectives together and build consensus around the strategies Gillette will need to embrace to become a more financially resilient and prosperous community.

Project Timeline

Phase 1 Launch

August 2023 - December 2023

Website Launch
Community Kickoff Trip #1
Staff Launch Meetings

Surveys - Vibrant Community Assessment and Business Owners'
Individual Key Stakeholders Interviews

Phase 2 Assess

January 2024 - May 2024

CPAC - Vision Statement & Guiding Principles
CPAC - Virtual Fiscal Analysis Workshop
Virtual Economic Development, Parks & Open Space and Mobility Partners Workshops

Virtual Engagement - Mapping Activity and Activity Rooms
Trip #2 - Growth Scenarios

Phase 3 Explore

June 2024 - October 2024

Trip #3 - Future Land Use Planning
Joint CC/PZ/CPAC Workshop
CPAC - Virtual Land Use Workshop

Phase 4 Organize

November 2024 - February 2025

CPAC - Virtual Implementation Workshop
Virtual Engagement - Implementation and Community Resources
Trip #4 - Implementation

Review of Draft Plan by the community

Phase 5 Prioritize

March 2025-April 2025

CPAC - Virtual Recommendation Workshop
Planning Commission Meeting
City Council Meeting

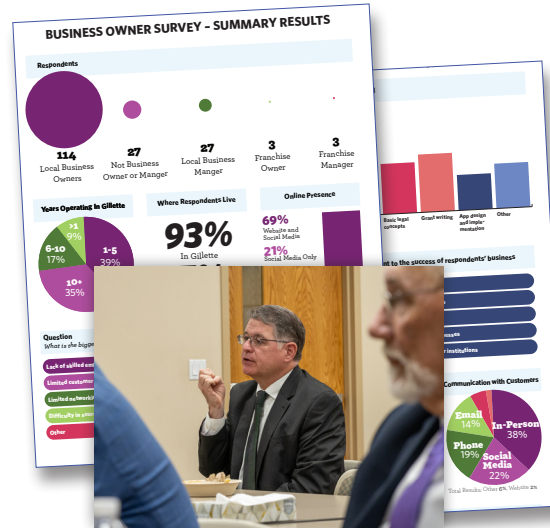
Plan Adoption

HOW ENGAGEMENT INFORMED THIS PLAN

Vibrant Community Assessment



Community Surveys & Stakeholder Meetings



Work Sessions with Council & Planning Commission



**BASELINE
ESTABLISHED**

ASSETS

IDENTIFIED

OBSTACLES

**REFINED INTO
RECOMMENDATIONS &
ACTIONS**



VIBRANT COMMUNITY ASSESSMENT

The Vibrant Community Assessment, a tool created by Quint Studer and referenced in his book, *Building a Vibrant Community*, was used at the outset of this process. The assessment provided the opportunity for residents to rank Gillette across a number of characteristics found to be crucial in building a dynamic community. In September and October of 2023, citizens provided answers to eleven questions, using a ten point scale. The entirety of this survey and the results can be found in Appendix C, on page 211.

The assessment allowed the project team to establish a baseline of how close Gillette is to a vibrant community - as viewed through the lenses of its residents. The two areas that received the highest scores were the education system (6.65 out of 10) and downtown Gillette (6.13 out of 10). Having a strong education is important as it leads to children graduating with the fundamental skills to be productive adults as they enter the workforce. Furthermore, high-quality school districts are an attraction to young families who are looking to set roots in a community. By having a vibrant downtown, this district can serve many purposes for the City such as a high-energy activity area, a community gathering space and a destination for tourism.

The City of Gillette received the lowest scores in the following two areas. The first area is the likelihood

of young people to stay in the community after graduating (4.23 out of 10). The second area is how attractive Gillette is to new businesses and/or talent (4.24 out of 10). These two aspects go hand in hand. New businesses and talent can provide reasons for recent graduates to stay. Additionally, new businesses and industries benefit from an infusion of recent graduates to fill vacant and new positions. Many businesses and industries are attracted to areas where a younger age population is strongly present, so this also acts as an economic development tool.

Residents were also asked about opportunities for improvement and the greatest challenges. Recruiting and retaining businesses and communication were highest-ranked. The greatest challenges identified were attracting and retaining people, followed by fiscal responsibility and community communication.

It is notable that the assessment scores indicate a moderate gap between where citizens want the community of Gillette to be, and where they feel it is right now. The responses indicate that there is room for improvement in several areas, based on the expectations of residents. This tool can be used again in the future to track how Gillette is faring at other points in time. It is a useful tool for decision-makers to understand where to focus their efforts.

One positive revelation from the assessment scores is the strong desire of residents to make Gillette even better. The current engagement level of citizens only netted an average score of 4.93 out of 10. However, when respondents were asked how committed they were to making their community the best it could be, the average score was 7.85 out of 10, making it the highest score across the entire assessment.

This shows that the residents of Gillette are eager to be plugged in where they can make a difference and experience the positive results of their efforts.

VIBRANT COMMUNITY ASSESSMENT SUMMARY RESULTS

1	How engaged are your community's citizens?	4.93
2	How likely is it that young people will live and work in the community after graduating from high school or college?	4.23
3	How attractive is your town to new businesses and/or talent?	4.24
4	How strong is your education system?	6.65
5	How vibrant is your Town?	6.13
6	How successful are you at getting wealth off the sidelines and encouraging people to invest in the community?	5.15
7	How easy is it to create and run a business in your community?	5.32
8	How likely are small business owners to receive the training and development they need to thrive long-term?	4.84
9	How proficient is your community at measuring, tracking, and reporting outcomes and results and making objective decisions based on them?	4.67
10	To what extent are Town programs and services aligned and successful at working together to create a better quality of life for your community?	4.55
11	Please describe what you feel the Town's biggest opportunity to improve is.	<div>RECRUITING AND RETAINING BUSINESS</div> <div>COMMUNITY & COMMUNICATION</div> <div>IMPROVEMENT OF LEADERSHIP</div> <div>AVAILABILITY OF ACTIVITIES</div> <div>RETENTION OF POPULATION & LOCAL DOLLARS</div>
12	Please describe what you feel the Town's biggest challenge is.	<div>ATTRACTING & RETAINING PEOPLE</div> <div>FISCAL RESPONSIBILITY</div> <div>COMMUNITY COMMUNICATION</div> <div>HOUSING AFFORDABILITY</div>
13	How committed are you to making your community the best it can be?	7.85

The Vibrant Community Assessment scores the community in a number of areas, on a 10-point scale.

LOCAL BUSINESS OWNERS SURVEY

In December 2023 and January of 2024, local businesses responded to fifteen questions designed to provide important insights on the entrepreneurial environment in Gillette. The entirety of this survey and the results can be found in Appendix C, on page 211. By understanding the economic landscape from those who operate within it daily, the plan was able to better take into account where the City of Gillette can focus its future efforts.

Most respondents were either fairly new businesses (one to five years of operation) or well established businesses (over ten years of operation). This provided a healthy mix of vantage points. The majority of local businesses make

it a habit of sourcing products or services from other local businesses, signifying a strong unified local business environment. Involvement of local businesses in community events and initiatives, however, is low. Businesses are largely reliant on their websites and social media pages, though they primarily communicate with their customers in person.

Challenges for local businesses include seasonal fluctuations in activity, a lack of knowledge about financial resources available in Gillette, and - overwhelmingly - a lack of skilled employees. They also struggle to some extent with the limited customer base. The local business community desires and would appreciate

training opportunities in social media and online marketing, basic accounting, human resource management, and grant writing. Most expect some steady growth, with others expecting moderate or significant growth in the next five years. Very few indicated an expectation of decline or closure.

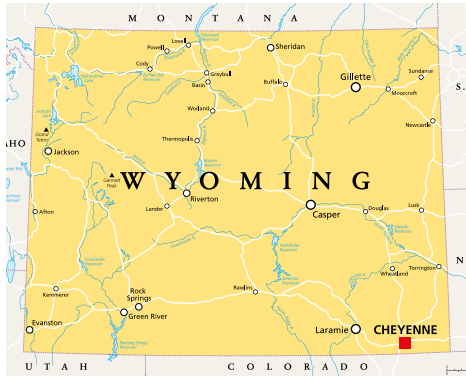
They find the biggest factor to their success as local customer loyalty. The ability to adapt to market changes and a digital presence are other factors they ranked higher. Overall, the local business community is enthusiastic and positive about their future in Gillette, though there are areas in which they would welcome more assistance to cement their presence long-term.



DIRECT COMMUNITY FEEDBACK

Assets

Respondents identified these elements as most unique and valuable to Gillette. These elements can be viewed as building blocks upon which Gillette's future can be built.



- 1 **Central location** – Gillette is situated in the heart of Campbell County, Wyoming within two hours of Sheridan and Casper, Wyoming as well as within two hours of Montana and South Dakota.
- 2 **Quality Infrastructure** – Gillette has a history of constructing and maintaining high-quality infrastructure (water, sewer and streets) that residents and visitors greatly appreciate.
- 3 **Exceptional recreational facilities** – Residents have expressed that the existing recreational facilities within Gillette are comparable to those found in bigger cities.
- 4 **Small community/"family-oriented"** – With a population of approximately 33,000 people, Gillette experiences a sense of a tightly knit community that provides support and encouragement to one another.

An important observation regarding community feedback in Gillette is that residents are eager to share their thoughts and engage when they are well-informed about ongoing projects and events. To maximize participation, it's crucial to promote these initiatives consistently and in advance. While there have been differing perspectives on the level of resident engagement and the visibility of city updates, there are opportunities to further enhance communication and engagement from both the city and the community.

Opportunities

Opportunities for improvement were compiled from discussions with residents and stakeholders at community meetings and during stakeholder one-on-one meetings. A community's potential is directly tied to its assets. As noted, the residents made it clear that Gillette has a long list of challenges. These challenges present even more opportunities.

1 **Attraction and retention of working-age adults**

– Gillette has expressed that they have had difficulty attracting, and more importantly, retaining, working age adults in the community due to several factors. However, they recognize that having this age group present in the community is an asset as they would be the future for the community. Gillette looks forward to developing in a manner that provides the needs and wants of this age group, while balancing the interests of other age groups.

2 **Integration of activities for all age groups**

Residents are wishing for more things to do in their free time without having to leave Gillette. They are seeking additional shopping outlets and entertainment options to be located within Gillette. Additionally, the community has expressed desire for more events that are outside the realm of being sport-focused, such as music or arts-related.

3 **Become a sought-after destination** – Gillette aspires to become a city that attracts visitors and potential new residents with its Wyoming natural beauty and high quality amenities as well as new and innovative industries. Gillette seeks to position itself as a place where residents and businesses alike can succeed and invest back into the community to make it continuously vibrant.

4 **Capitalize on the innovation in the area** – There are many great projects and partnerships occurring in Campbell County and the State of Wyoming as a whole. Gillette desires to integrate these innovative projects into the community fabric by supporting and providing resources to diverse entrepreneurs and industries. Gillette understands that having a diverse business portfolio is the foundation for a strong, stable local economy.



In Their Own Words

Resident comments received during Phase 1 of this planning effort were collected and reviewed. Sentiments such as those below helped determine what areas topped the list of concerns.

Diversification of and reinvestment in their local economy

“Diversifying economy to include more non-energy businesses/entrepreneurs”

Lack of housing affordability and availability

“Adequate, affordable housing is a challenge, especially for lower income folks.”

Lack of trust and communication with the City

“Transparency with what is truly needed in our community.”

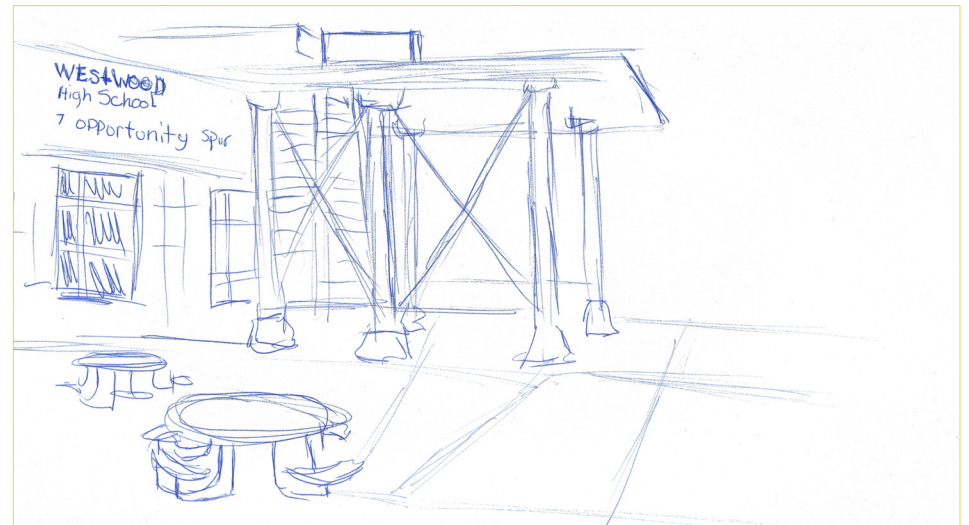
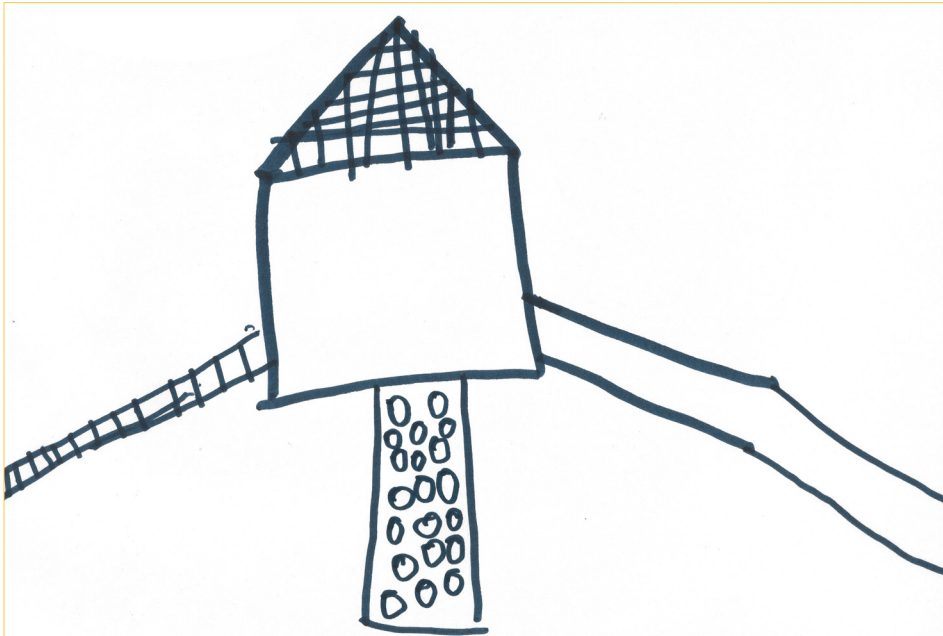
Lack of community engagement

“Getting the community to engage with meetings, and with City Leaders for dialogue.”

Community leadership challenges

“The politics are difficult here”

Children and teens were invited to draw and/or color pictures for a local contest to showcase their favorite places to spend time or ride their bikes to in Gillette. These pictures included local businesses and places, outdoor spaces, and their homes. Details included in these pictures included a starry sky, sidewalks, building features, bodies of water, and trees. The winning art pieces can be seen on this page.



Decision-Making Principles

Residents were given opportunities, both virtually and in person, to select the principles they felt were most important in decision making. They were also encouraged to give examples of how they felt those principles could be applied to local decisions. The top four principles are listed below.

QUALITY OF LIFE

"Make people want to live here."

"Gillette has been a boom town, and has evolved to try and overcome that. Quality of life needs to be a focus going forward."

"Community is always the priority."

HEALTH & SAFETY

"Law enforcement and fire department are very important and need to be funded to keep up with the population."

"Quality health care"

"Live happy knowing you're healthy and safe"

FISCAL RESPONSIBILITY

"Spend money 'wisely.' I'm okay with spending what's available but do it wisely[.]Work with county government"

"Future revenue"

ECONOMIC PROSPERITY

"Government needs to diversify employment opportunities."

"The future of the City depends on economic prosperity "

"Without this, we'll shrink and die- another 'bust' "

Priorities and Tradeoffs

People who live and work in Gillette have indicated, through both virtual and in-person activities, that there is some willingness to make tradeoffs in order to achieve priorities identified by the community. More than three-fourths of people who responded during Trip 3 and virtually would be ok with more people living in their neighborhood if it meant priorities could be achieved. More than half would be willing to consider modest increases in taxes and/or user fees. Roughly seventy percent would be willing to volunteer their time to work towards these priorities in partnership with the City. While a robust dialogue about priorities and tradeoffs must be undertaken at the City level with its residents on a widespread basis, it does appear that there are residents who accept tradeoffs, realizing that they can't "have it all". However, some residents are simply not willing to take on more than they already are. This indicates that there is an awareness publicly that resources aren't enough to meet everyone's needs and desires. It further supports why *fiscal responsibility* and *economic prosperity* were top decision-making principles that emerged from the community.



Who Are the Citizens of Gillette?

DEMOGRAPHICS

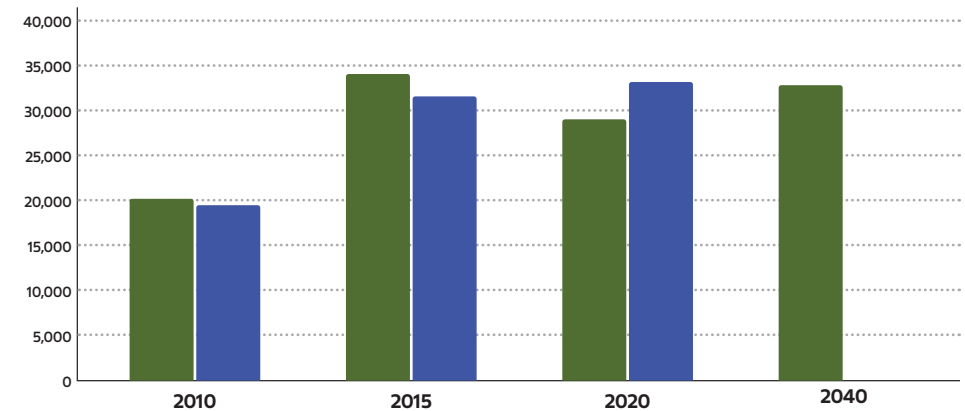
Statistical Comparisons

	Gillette	Campbell	Gillette, WY Micro Area	Wyoming
Population				
2020 Total Population	33,403	47,026	61,045	576,851
Household Summary				
2022 Households	14,246.0	19,900.0	26,984.0	273,291.0
2021 Average Household Size	2.4	2.4	2.4	2.3
Age				
Median Age	33.2	35.5	37.0	38.5
Race & Ethnicity				
White Alone, Not Hispanic or Latino (%)	0.83	0.84	0.86	0.81
Black Alone (%)	0.01	0.00	0.00	0.01
Asian Alone (%)	0.01	0.01	0.01	0.01
Hispanic or Latino (%)	0.10	0.09	0.08	0.10
Native Hawaiian and Other Pacific Islander alone (%)	0.00	0.00	0.00	0.00
American Indian and Alaska Native alone (%)	0.01	0.01	0.01	0.02
Some Other Race Alone (%)	0.00	0.00	0.00	0.00
Two or More Races (%)	0.04	0.04	0.04	0.04

SOURCE: 2020 DECENNIAL CENSUS 2022 ACS 5-YEAR ESTIMATES

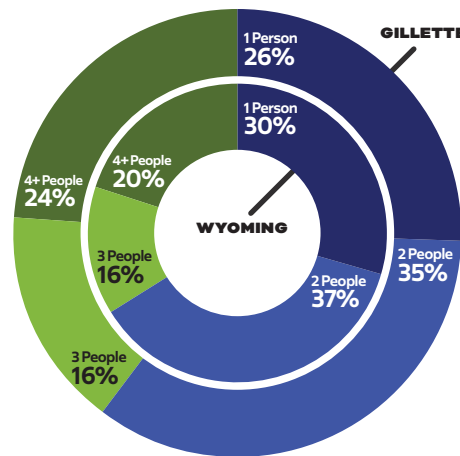
Actual and Projected Population

Projected Actual



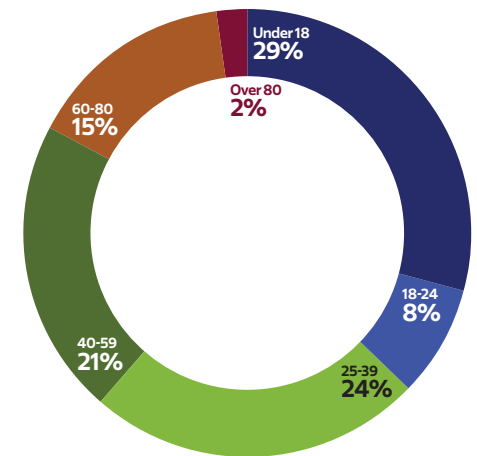
SOURCE: US CENSUS BUREAU & STATE OF WYOMING POPULATION FORECAST 2020-2040

Household Size



SOURCE: 2022 ACS 5-YEAR ESTIMATES

Age Distribution



SOURCE: 2022 ACS 5-YEAR ESTIMATES

The Gillette, Wyoming Micropolitan Statistical Area is a statistical area defined by the U.S. Census Bureau, encompassing the core area of Gillette and its surrounding area. Source: Census Bureau.

ESRI TAPESTRY

Esri Tapestry Segmentation classifies US neighborhoods based on socioeconomic characteristics and demographics. These groups are then classified as 67 different consumer segments with commonly-shared traits. These traits are key to understanding the motivations, needs, and vantage points of each consumer segment. This information can be useful in identifying how to best serve Gillette residents.

The largest consumer segment present in Gillette is a group called Bright Young Professionals. They account for almost half of Gillette's population. This group consists of young, educated, working professionals whose median age is 35. Their labor force participation rate is high and includes large concentrations of employees in management, sales, office and administration, and transport. A large number of them have college degrees. A larger proportion of this group rents their homes. They tend to be physically active and interested in technology. They eat out often, attend live music and sporting events. Their spending habits are lower than the national average; the categories in which they spend the most are food, apparel, housing, and transportation.

The second largest consumer segment in Gillette is the Workday Drive group. They are an affluent, family-oriented market that desires to live close to where they work. Their average household size

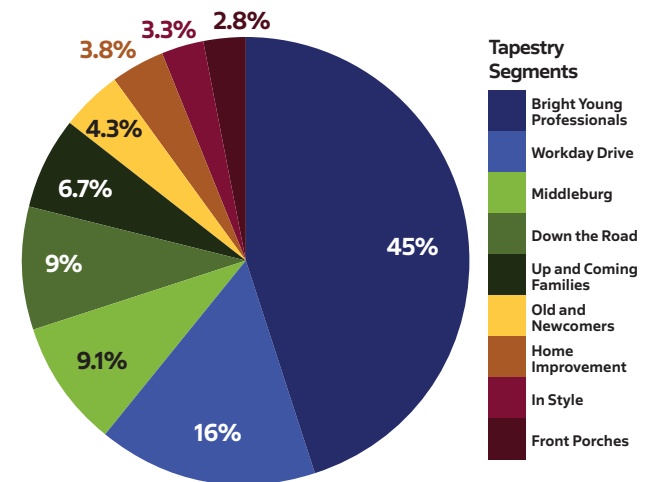
is 2.97 people, and family-oriented purchases and activities dominate their time. Most have spent some time in college. This group primarily works in management, healthcare, office and administration, sales, and education jobs. Their median household income and net worth are above the national median. Roughly eighty-five percent of this group owns their homes. This group spends more than the national average across all categories. In particular, they spend thirty to forty percent more than the national average on apparel, services, pensions, and education. They often participate in walking, jogging, biking, and golfing for recreation and fitness.

The third largest consumer segment in Gillette is the Middleburg segment. This group is primarily young couples, and some with children. They tend to be thrifty and focused on future-focused investments. More than half have a high school diploma or some college. This group primarily works in office and administration, sales, production, and transport. Almost three-quarters of this group own their home, while a quarter rents. They tend to prioritize family-friendly entertainment. This population segment's median household income and net worth are very similar to national medians. Members in this category tend to prefer semi-rural locales, and spend a high proportion of their income on DIY home projects, children's toys and apparel, and outdoor interests.

Knowing the various consumer segments that make up Gillette's population provides important insights about what the community needs to prioritize. For example:

- 1 The variety of housing needs, preferences, and affordability levels.
- 2 The needs and preferences for shopping and entertainment.
- 3 The available workforce and clues about workforce development needed.
- 4 The mobility and recreation preferences to be met.

Tapestry Proportionality




SOURCE: ESRI


ESRI stands for Environmental Systems Research Institute. It's a company that makes software to help people work with GIS, or Geographic Information Systems.

Top 3 Esri Tapestry Segment Information

BRIGHT YOUNG PROFESSIONALS		WORKDAY DRIVE		MIDDLEBURG	
2.41 Average Household Size	33 Median Age	2.97 Average Household Size	37 Median Age	2.41 Average Household Size	36.1 Median Age
\$54,000 Median Household Income		\$90,500 Median Household Income		\$59,800 Median Household Income	




Average Rent
\$1,042




College Graduates
33%

Bright Young Professionals is a large market, primarily located in urban outskirts of large metropolitan areas. These communities are home to young, educated, working professionals. More than one out of three householders are under the age of 35. Slightly more diverse couples dominate this market, with more renters than homeowners. More than two-fifths of the households live in single-family homes; over a third live in 5+ unit buildings. Labor force participation is high, generally white-collar work, with a mix of food service and part-time jobs (among the college students). Median household income, median home value, and average rent are close to the US values. Residents of this segment are physically active and up on the latest technology.




Median Home Value
\$257,400




College Graduates
40.5%

Workday Drive is an affluent, family-oriented market with a country flavor. Residents are partial to new housing away from the bustle of the city but close enough to commute to professional job centers. Life in this suburban wilderness offsets the hectic pace of two working parents with growing children. They favor time-saving devices, like banking online or housekeeping services, and family-oriented pursuits.



Median Home Value
\$175,000



High School Diploma
65%

Middleburg neighborhoods transformed from the easy pace of country living to semirural subdivisions in the last decade, as the housing boom spread beyond large metropolitan cities. Residents are traditional, family-oriented consumers. Still more country than rock and roll, they are thrifty but willing to carry some debt and are already investing in their futures. They rely on their smartphones and mobile devices to stay in touch and pride themselves on their expertise. They prefer to buy American and travel in the US. This market is younger but growing in size and assets.

SOURCE: ESRI

INDEXES

Esri also establishes measures (indexes) to better explain certain characteristics in a community. These are explained by category below, followed by a brief analysis of Gillette and its comparison cities (Casper, Cheyenne, Laramie, and Sheridan).

	CASPER	CHEYENNE	GILLETTE	LARAMIE	SHERIDAN
HOUSING AFFORDABILITY INDEX Note: over 100 = affordable, under 100 = less affordable, median income is insufficient	94	84	Highest Housing Affordability 129	Lowest Housing Affordability 68	73
WEALTH INDEX Note: over 100 = above-average wealth, higher is more wealthy	Highest Wealth 82	64	77	Lowest Wealth 53	74
CRIME INDEX Note: over 100 = above average risk of crime compared to US; under 100 = below average risk	116	Highest Crime 161	79	Lowest Crime 56	75
DIVERSITY INDEX Note: over 100 = above average level of diversity compared to US; under 100 = below average level	39	Highest Diversity 54	42	45	Lowest Diversity 30

SOURCE: ESRI

In terms of the Housing Affordability Index, Gillette fares well, being the only of the five cities assessed that is affordable when taking income measures into account. In fact, the difference between Gillette's score on this index and other cities is sizable. While all cities have a below-average level of wealth, Gillette falls just below Casper, but scores higher than others. Gillette falls squarely within the middle in Crime Index scores - there is a below-average risk of crime compared to the US. Casper and Cheyenne scores indicate an above-average risk. None of the five cities had a high score on the Diversity Index, which is influenced partly by the sparseness in population centers as opposed to other parts of the country.

WHERE THEY LIVE

In Gillette, nearly 75% of housing units are owner-occupied, with the remaining 25% occupied by renters. Additionally, around 15% of all housing units are vacant at any given time.

Gillette’s owner occupancy rate (74.8%) is slightly lower than that of Campbell County (78.3%) and the Gillette Micro Area (79.6%), yet notably higher than Wyoming overall (71.2%). Conversely, the city’s renter occupancy rate (25.2%) is lower than Wyoming’s statewide rate (28.8%) but higher than Campbell County (21.7%) and the Gillette Micro Area (20.4%).

Median home values in Gillette (\$242,900) are significantly lower compared to Wyoming as a

whole (\$298,700) and moderately lower than Campbell County (\$247,800) and the Gillette Micro Area (\$245,900). This difference in home values contributes to Gillette residents spending a smaller percentage of their income (17.7%) on mortgages compared to the state average (26.5%).

While the community has consistently expressed a need for additional housing during this planning process, these figures do not consider housing conditions, which might contribute significantly to the perceived shortage. Additionally, the discrepancy between rental availability and demand might also indicate a shortage in suitable rental properties.

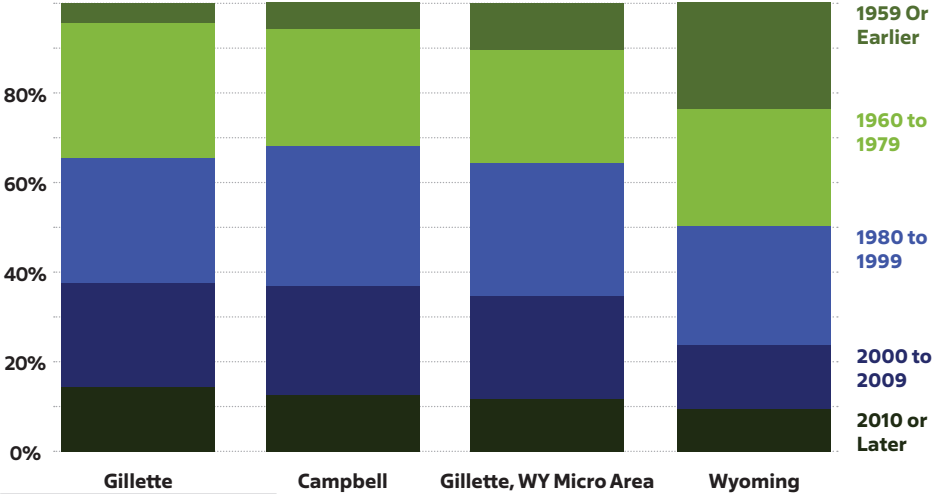
A clear trend emerges from housing construction data: housing development in Gillette aligns closely with broader regional and state patterns. Most of Gillette’s existing housing stock was built between 1960 and 1979, mirroring trends seen across Campbell County, the Gillette Micro Area, and Wyoming. Although census data for housing constructed after 2010 is not yet fully available, it’s reasonable to anticipate continued similarity in construction patterns across these regions.

Key Housing Statistics

	Gillette	Campbell	Gillette, WY Micro Area	Wyoming
Housing Units				
Owner Occupied Units (%)	74.80%	78.30%	79.60%	71.20%
Renter Occupied Units (%)	25.20%	21.70%	20.40%	28.80%
Vacant Housing Units (%)	14.40%	12.00%	15.10%	11.70%
Housing Values & Costs				
Median Home Value 2022	\$242,900	\$247,800	\$245,900	\$298,700
Housing Affordability Index	144	144	137	97
Percent of Income for Mortgage	17.70%	17.70%	18.60%	26.50%

SOURCE: 2022 ACS 5-YEAR ESTIMATES & ESRI BAO F36

Local Housing Age

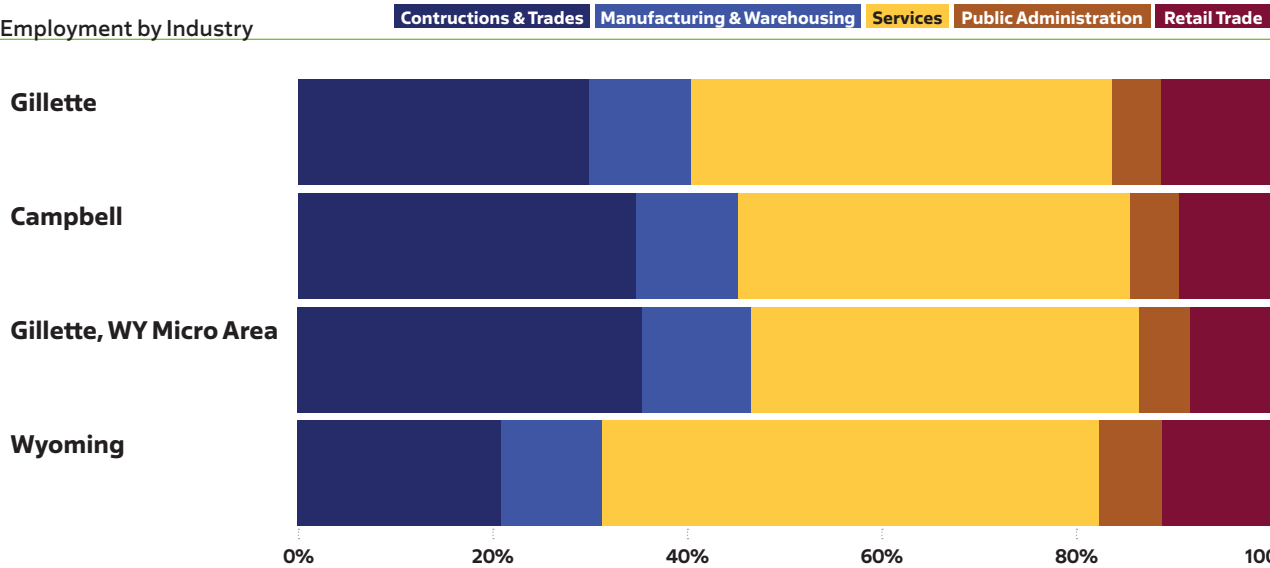
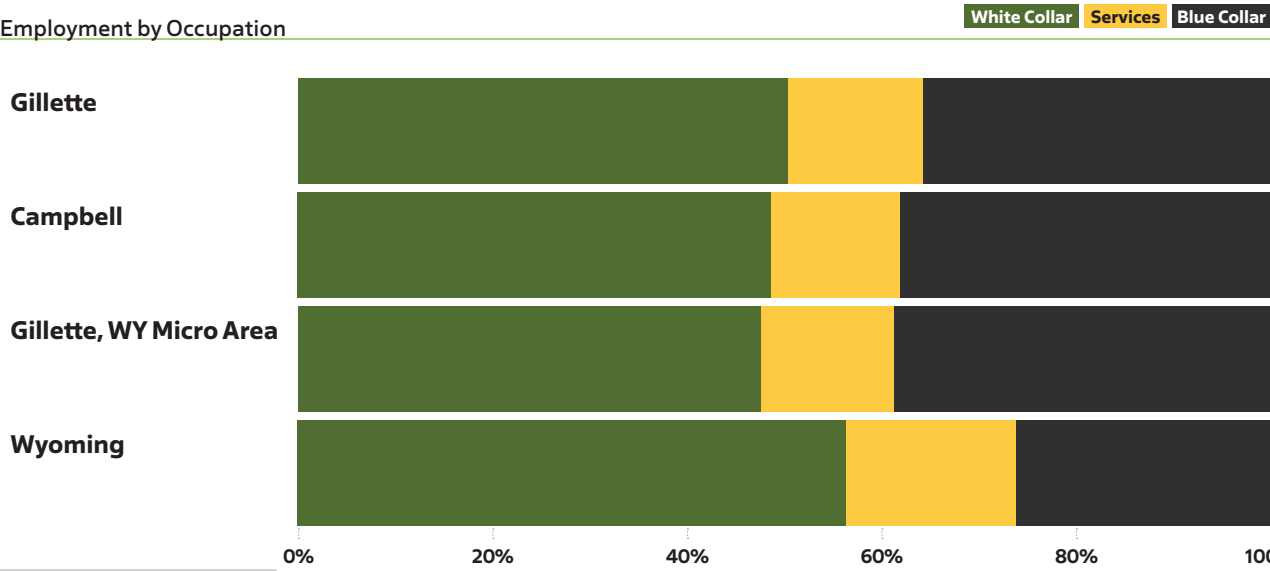


SOURCE: 2022 ACS 5-YEAR ESTIMATES

WHERE AND HOW THEY WORK

Census figures provide insights into the occupation types that Gillette residents are most frequently employed in. Gillette’s proportions across these types are almost identical to that of Campbell County and the Gillette micro area. Micro Area is a term used by the Census to describe population clusters of more than 10,000 but less than 50,000, and in which commuting within the same or adjacent counties is frequent.

Notably, the makeup of Gillette’s occupations is higher in blue collar employment than it is statewide. Conversely, Gillette has a lower percentage of workers in white collar employment than the entire state.



WHAT THEY WANT AND NEED LOCALLY

Gillette residents desire an economy that is resilient in times of economic decline and that provides a more stable environment for local businesses. They express a need for housing attainable by all income levels, with variety in look and feel. People in Gillette take the local economy seriously and seek to place a high value on accountability in spending and priority-setting. Paired with this is a hunger for improved relationships within the community and a local government that engages with its residents in a proactive manner. Residents of all ages—both singles and families—want more events and activities that bring the community together and highlight what makes Gillette unique. A solid approach to attracting - and retaining - new people to the area is another want of locals shared in this planning process. Lastly, they would like to have the same types of amenities and shopping experiences that they see in other regional locations around them.



Community Identity

These elements represent the concepts, ideas, and conversations that emerged from the public engagement process. They are organized into three parts: Values, Assets, and Aspirations. Together, they provide a meaningful snapshot of how Gillette residents see their community today and how they envision its future.

A recurring theme was Gillette's strong connection to the energy sector. As a bedroom community supporting a large regional workforce, Gillette has long played a central role in Northeast Wyoming's energy economy. While energy jobs remain vital to the community's identity and stability, residents also recognize the need for a mixed economy.

There is broad support for strengthening local businesses—not as secondary players, but as essential to building a more resilient economy. A thriving local business ecosystem can help cushion the impact of shifts in global markets and create opportunities for innovation, entrepreneurship, and improved quality of life.

Looking forward, residents hope to build on the skills developed through mineral extraction to support a thoughtful transition toward emerging industries. A balanced approach—supporting local business growth while exploring new economic paths—reflects Gillette's commitment to long-term strength and self-sufficiency.

VALUES

Family-Oriented
shared responsibility, strong bonds, a generational community

Transparency in Governance
trust-building, informed citizenry, accountability

Sense of Community
collective belonging, safety, helping one another

Bravery
advocating for change, trying new things, facing obstacles

ASSETS

Location

Gillette's People

**Public
Recreational
Amenities**

**Quality
Infrastructure**

ASPIRATIONS

Welcoming & Inclusive

Stable & Resilient Economy

Affordable & Attainable Housing


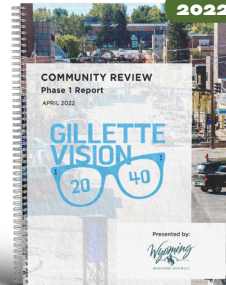

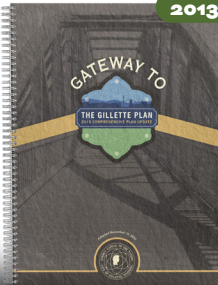
Retain Identity While Managing Growth

Diversity in Population

Related Plans & Initiatives

The City of Gillette has invested in several key planning efforts over the last ten years. These products are valuable, and while they are in need of updating, they contain recommendations that are still relevant. Significant takeaways from each of these adopted documents are summarized here and have been incorporated into this modernized implementation strategy.

Previous City of Gillette Planning Initiatives

			
HOUSING NEEDS ASSESSMENT	VISION 2040	GILLETTE PATHWAYS MASTER PLAN	CITY OF GILLETTE COMPREHENSIVE PLAN
Recommendations	Recommendations	Recommendations	Recommendations
<ol style="list-style-type: none"> 1 Identify locations to increase residential densities 2 Increase creation and occupancy of Accessory Dwelling Units (ADUs) 3 Make incentives available to developers for workforce or affordable housing 4 Permit a wide range of housing types in all residential districts 5 Promote rental and ownership housing for all ages 6 Examine City-owned properties for possible housing locations 7 Look into maintenance and construction program funding for housing 	<ol style="list-style-type: none"> 1 Develop a community-driven planning and communication process 2 Foster collaboration, engage and encourage strategic and community participation 3 Focus on issues related to workforce and housing 4 Provide and use resources related to workforce and housing 5 Educate the public & visitors about the variety of attractions, amenities & history of Gillette 6 Engage “regular people” to be ambassadors 7 Infill within downtown 8 Establish a community-wide trail system that takes into consideration user groups (especially those that can use them for transportation to/ from work & shopping) 	<ol style="list-style-type: none"> 1 Incorporate recommended improvements for sidepaths, off-road pathways, neighborhood bikeways, spot improvements into Capital Improvement Planning for funding, scheduling, and execution 2 Develop a comprehensive wayfinding program for the pathways system 3 Add comfort amenities (benches, lighting, restrooms, water, bike parking) throughout the city 4 Work with the School District and Police Department to improve routes to school through safety measures, education, incentives, and enforcement 	<ol style="list-style-type: none"> 1 Reinvest in downtown 2 Facilitate infill development 3 Create an intergovernmental strategic annexation plan 4 Develop quality neighborhood design criteria 5 Promote urban housing in downtown 6 Foster innovative public-private ventures for new technology, research & employment opportunities 7 Develop academic & workforce development programs 8 Develop a repository of financial & technical resources for small businesses & entrepreneurs

SHARED PLANNING

		Priorities								
		Increased residential density & expanded housing types	Workforce & affordable housing	Long-term housing maintenance	Expanded & improved trails/pathway network with comfort amenities	Pedestrian & cyclist safety	Focus on local businesses & entrepreneurs	Fuller utilization of downtown buildings with expanded uses & living opportunities	Cost-effective utilization of infrastructure	Improved coordination and communication
Related Plans	Land Use Fiscal Analysis (2024)									
	Housing Needs Assessment and Strategic Policy Recommendations (2023)									
	Vision 2040 (2022)									
	Gillette Pathways Master Plan (2022)									
	City of Gillette Comprehensive Plan (2013)									
	Campbell County Comprehensive Plan (2013)									
	1% Survey Results Summary (2022)									

The Economics of Land Use

THE VALUE OF DEVELOPMENT PATTERNS

Where, when, and how a city develops has a direct impact on a city’s fiscal health. The form and process by which property develops in a community is its development pattern. Development patterns are caused by varied wants, needs, and desires amongst community leaders, residents, and developers. Below are three of the most common development patterns seen in Wyoming and across the United States: rural, suburban, and urban.

Each of these patterns accommodates a certain amount of people, requires different amounts of infrastructure and public services, and consumes varying amounts of land. Understanding the economic constraints these patterns present is key to helping build a resilient and fiscally sustainable place. The economics of land use, at a high level, pertains to how these

different development patterns generate revenue back to the city in the form of property tax, sales tax, and other revenues. The development patterns also generate costs and liabilities in the form of services and infrastructure that require maintenance over time. *To be financially sustainable, a City’s development pattern must generate sufficient revenue to pay for services and infrastructure; not just today, but over time.*

Common Development Patterns

LARGE LOT ESTATES



Value Per Acre	LOW
Infrastructure Costs	LOW
Service Levels	LOW
Population Per Acre	LOW
Cost Per Household	LOW



SUBURBAN NEIGHBORHOOD



Value Per Acre	MID
Infrastructure Costs	HIGH
Service Levels	HIGH
Population Per Acre	MID
Cost Per Household	HIGH



TRADITIONAL NEIGHBORHOOD



Value Per Acre	HIGH
Infrastructure Costs	HIGH
Service Levels	HIGH
Population Per Acre	HIGH
Cost Per Household	LOW

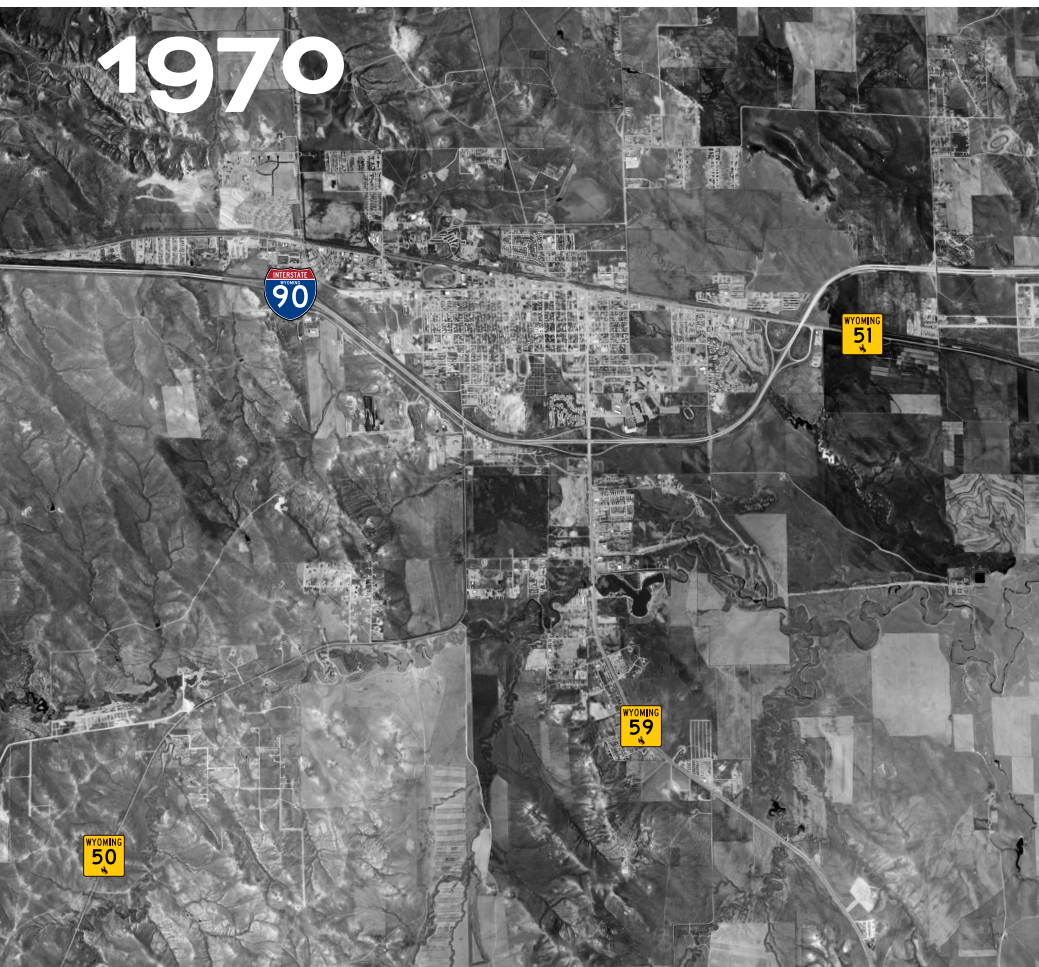


THE SUBURBAN GROWTH EXPERIMENT

For thousands of years, cities all over the world were built and grew incrementally out (horizontally), up (vertically) and more intensely (higher density) as resources allowed. This traditional pattern of development was characterized by a compact grid, narrower streets, and diverse building types (whose uses were flexible) all geared toward a human scale, and it was built in increments when the demand and money were available. New structures or streets were built next to existing buildings or infrastructure, because this was the most cost-effective way of growing.

When the automobile was invented, it led to what engineer and Strong Towns founder Charles Marohn coined the “suburban experiment.” The creation of the highway system, increasing car ownership, and mass-scale housing programs rolled out after WWII combined to create a new environment where developers were able to purchase and develop land out on the edge for lower costs, and the suburbs were born. Streets and buildings became more spread out than ever before, and residential, commercial, and other uses were separated. Fewer buildings were designed

with unique character or built to last. Instead they were designed to be cost-effective and mass-produced. Unlike the previous incremental growth, cities began to see massive amounts of housing, streets, and infrastructure being built over a much larger area in a short amount of time - typically just one or two decades.

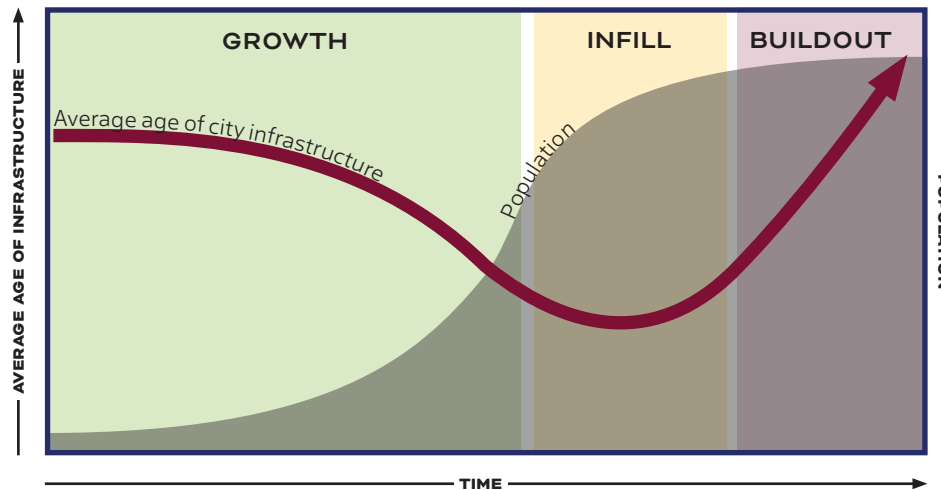


THE EFFECTS OF RATE AND PATTERN OF GROWTH

As the suburban growth model caught on, cities across the country began to embrace and encourage rapid growth without fully considering long-term impacts. Private developers built subdivision after subdivision, putting in miles of new infrastructure “at no cost to the city!”, selling cities on the additional rooftops and tax revenues. This creates what Marohn refers to as an “illusion of wealth”, where the overall look and feel of the community is new and affluent. During this time, there is also typically pressure to keep property taxes down. Sales tax revenue will fluctuate up and down based on market conditions and demand.

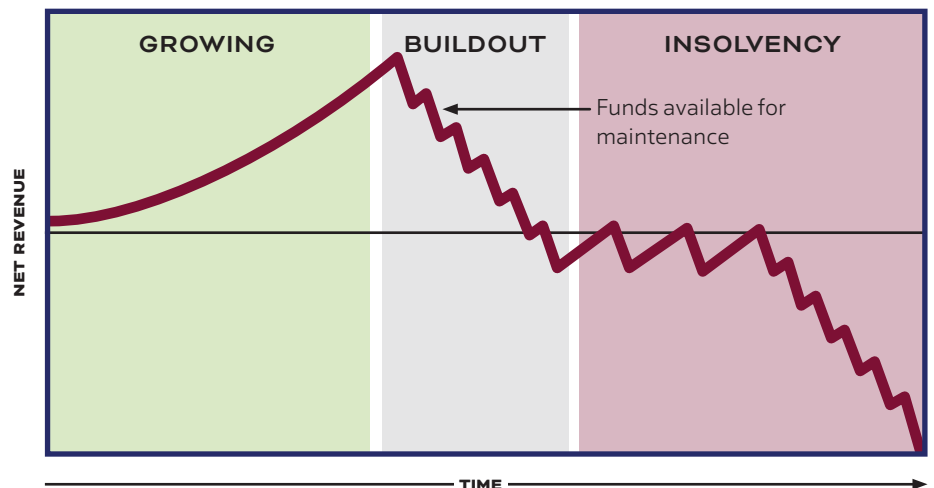
Today, the significant costs of this approach are revealing themselves. As cities continue to age and expand, development and the revenue boost from additional homes and businesses slows down. The neighborhoods, facilities and infrastructure built decades prior have reached the end of their life cycle and are in need of replacement. Community leaders are left struggling to keep up with expectations for basic service, employment and lifestyle. However, they have limited resources to do so. This starts a cycle where cities fix what they can, and postpone what’s left. Eventually neighborhoods deteriorate to the point where residents with the ability to do so move out, while those less fortunate are forced to remain in an environment of decline and neglect.

Illusion of Wealth



Typically, as a city reaches buildout, the average age of infrastructure (streets & utilities) outpaces the ability of the city's population to fund maintenance costs.

Cycle of Decline















While a city grows, new revenue comes in. No major maintenance is required because infrastructure is brand new. When a city stops growing, the existing infrastructure is older and repairs are needed. It is impossible to recover from those repair expenses if the development patterns are never adjusted.

RESOURCE CONSTRAINTS

In today's environment, most citizens are not willing and/or able to pay more in property taxes or fees, but cities don't have the revenue needed to cover basic services and maintenance due to the cost of aging infrastructure. Each year, maintenance expenses grow, and citizens' concern over property taxes and being priced out of their homes do as well. Recent state legislation to cap property taxes and limit annexation and local control of building regulations has only increased this tension.

There are generally three positions that cities find themselves in when it comes to their position on the growth curve and how they are managing the resource gap:

	 SERVICES	 INFRASTRUCTURE	 REVENUE	
IN GOOD SHAPE				The city has quantified service costs, knows what its infrastructure costs are, and has a good, clear plan to generate enough revenue to pay for those things - all while staying within the limits of what the residents there are willing and able to pay for.
DOING OK FOR NOW				These communities tend to be in the middle of their growth phase. Older parts of the city require maintenance, but revenue from new growth is covering these costs. The wave of infrastructure reconstruction costs has not hit these communities yet, but is looming out in the future.
ALREADY RUNNING BEHIND				These are older cities where there is limited growth, and often, decline. Large areas of the city are past their initial life cycle and in need of repair. There are neighborhoods beginning to decline and there is no clear plan for how the city is going to address those needs.

LAND USE FISCAL ANALYSIS

Why It's Important

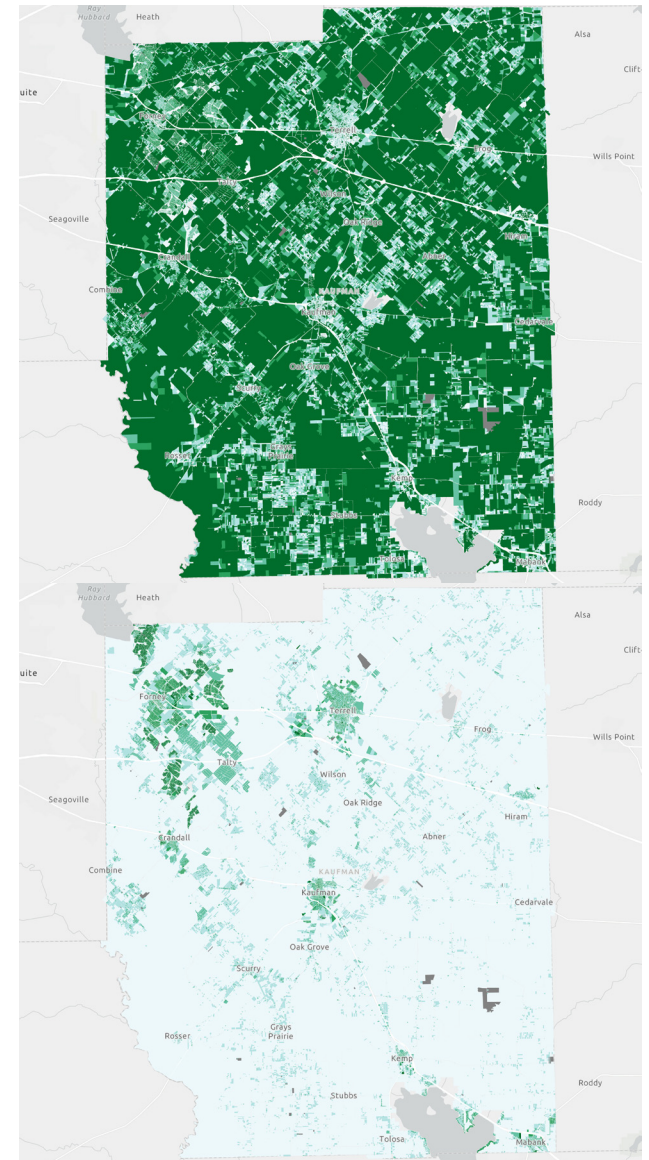
In order to align development, services, and revenues, cities need a common language to discuss common problems and find common solutions. Land use fiscal analysis is a powerful tool that can help frame discussions and inform decisions about land use, development, infrastructure, and budgeting. A fiscal analysis is a parcel-level analysis of the property taxes (levy or revenue) and general fund service costs for real property throughout the city. The analysis uses property tax revenue per acre and net revenue per acre on a parcel level to map the net fiscal productivity (parcel revenue to the city minus service costs) of every property in the city. By quantifying and mapping revenues and costs on a parcel and per acre basis, we are able to see how various land uses and development patterns perform in relation to one another. The analysis also illuminates which parcels generate sufficient property tax revenue to cover the costs to serve them, and which parcels cost more to serve than they generate in revenue, thereby requiring subsidies from other parts of the city and revenue streams.

Measuring the Value of Development Patterns

Not all kinds of development yield the same returns on investment. Our most financially productive places, in terms of the property tax revenues they bring in per acre, tend to be clustered around our older downtown developments and walkable neighborhoods. Repeated studies across the country show that street-fronting businesses on small lots in compact, walkable areas—such as those along historic main streets—tend to be vastly more productive per acre than the more suburbanized auto-oriented sites with larger lots and dedicated parking areas. Very little infrastructure cost is associated with this style of development, and units can easily adapt to different uses. Contrast this with the big box, strip mall approach, which eats up valuable land for diminishing returns, requires significantly more infrastructure, and is particularly inflexible to reuse.

The top map illustrates a parcel-level analysis of Kaufman County, a rural county in Texas similar in character to Campbell County, displaying the assessed value of each parcel. Darker shades of green indicate higher values, showing that value appears to be fairly evenly distributed across the county. In contrast, the second map represents value per acre, highlighting that substantial value is concentrated in the urban cores of the county's cities.

Kaufman County, Texas Parcel Values



Both maps display the same total value; however, the second map represents value as a function of land area, providing a clearer way to compare parcels relative to one another.

CREATING A FISCALLY INFORMED PLAN

This document is intended to be a plan for the future of Gillette that is directly informed by, and adapted to, the fiscal realities of the community. Intentionally guiding development and redevelopment into certain areas of the city and in certain patterns can increase revenues, reduce service costs, and close the city's resource gaps over time. They also better utilize investments already made, maximize the land asset within a city's footprint, and are a significant factor in creating the sorts of places people like to spend time (and money). In order to create this type of plan and recommend strategies to ensure a resilient future for Gillette, there are a few questions to consider:

1

What policies support a fiscally productive and resilient pattern?

This is critical. In many places across the country, the patterns that are most fiscally productive for a city can no longer be built under the current code and design standards. Refining and re-framing these policies to make it possible to build in this more productive way is one of the things we will explore in this Comprehensive Plan.

2

How are the current development patterns in the city performing?

Providing a financial report on a more frequent basis to show how different land uses and development patterns are performing will inform the city of each development type's financial gain or loss and how it is contributing to the City's overall fiscal health.

3

What people and organizations can partner with the city to build quality infill and small projects?

Historically, development was completed by local developers. Over the past 60 to 80 years much of the explosive development seen in the United States, has been undertaken by ever larger multi-regional and

4

How can the current development pattern change to provide more value per acre?

The fiscal analysis identifies the properties with the highest and lowest values per acre. A high-value property generates sufficient property tax revenues to cover the costs to serve them. A low-value property costs more to serve than it generates in revenue. Understanding the financial impact of each development type will help the City to capitalize on infill, redevelopment or greenfield opportunities to maximize the City's return on public investments and offset the service costs of under-performing development.

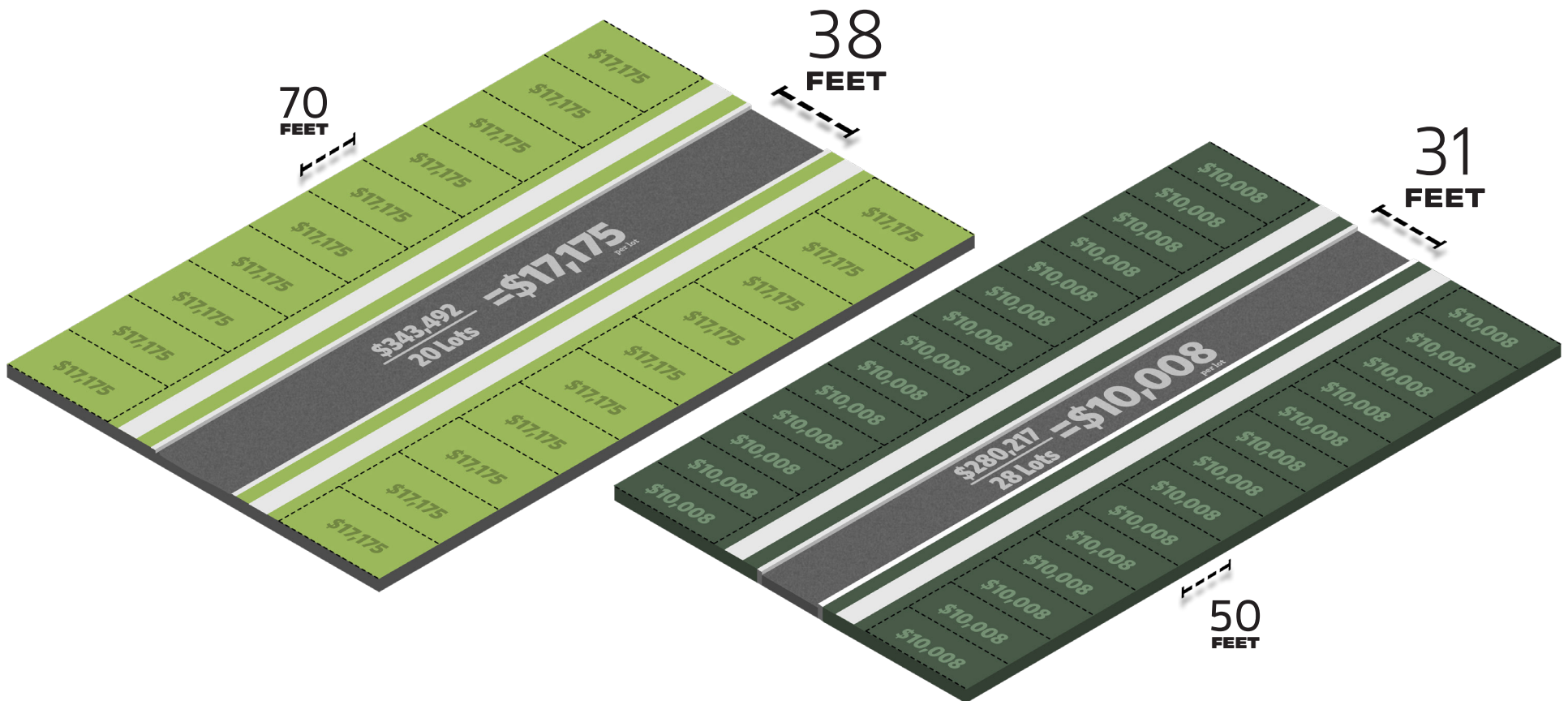
national development firms. For Gillette to thrive and sustain itself, it is important to foster and bolster local development talent by providing them with the means to be successful in the community. This means that the city needs to explicitly seek out the locals that are willing to build one building, one parcel, or one block at a time and connect them to the resources they need to be successful.

FACTORS AFFECTING AFFORDABILITY AND FISCAL SUSTAINABILITY

Street and Lot Widths

The width of a street and the number of lots located along that street directly impact the cost each lot or household must contribute to maintain the street. The wider the street, the more expensive it is to maintain and rebuild - anywhere from \$500,000 to \$1.5 million per 11' lane-mile, depending on the street surfacing (asphalt or concrete), the width of adjacent sidewalks, and other features.

The household or lot's share of the replacement cost is impacted by the number of properties fronting the street. The greater the lot width (70' in this example) the fewer lots on the street, resulting in a higher share of the street cost per lot. Smaller lot widths (50' in this example) mean more lots can be created on the same length of street, spreading the cost among more lots, which reduces each lot's share.

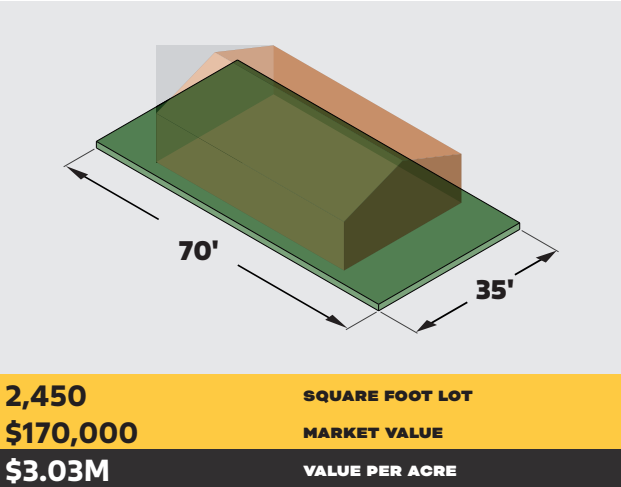


Building Height and Coverage

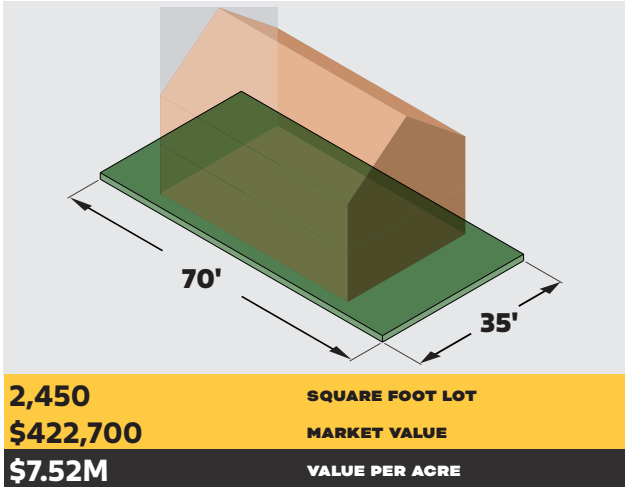
Taxable value can also be increased, based on the building configuration on each lot. Put simply, the closer the size of a building to the size of a lot, the more taxable value is generated. This can be accomplished through multi-story or even single-story buildings. Requirements for parking and open space can limit the buildable area for a site, so it's important to explore alternatives. This can include regulations that make possible shared parking, stormwater management (regional detention), and parks and open space so an optimal balance between land usage, revenues, and costs can be reached.

Building Height

SINGLE STORY

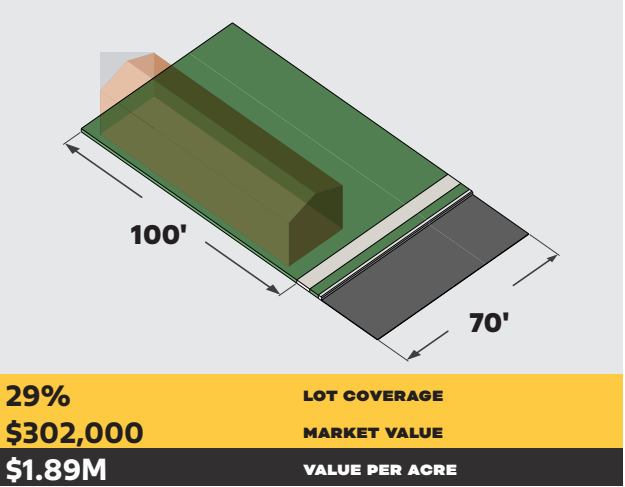


TWO STORY

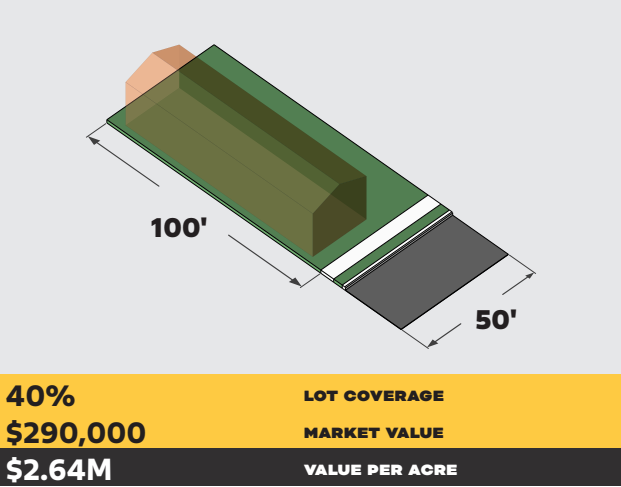


Building Coverage

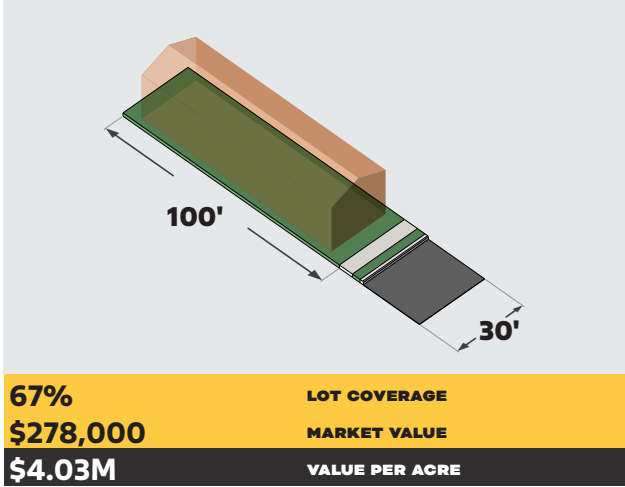
LOW LOT COVERAGE



MID LOT COVERAGE



HIGH LOT COVERAGE



Building Height Graphic: This graphic demonstrates how increasing the height of a building on a parcel can lead to higher property tax revenue for the city. Using real Gillette data from the 2023 tax year, average residential land values per square foot were calculated to determine land value, while average home values per square foot were calculated for one- and two-story homes. These values were then applied to hypothetical 2,400-square-foot lots and each of the successively larger homes, at 1,200 and 2,400 square feet. The market values represent the sum of the calculated land and home values.

Lot Coverage Graphic: This graphic demonstrates how increasing the building coverage of a parcel can lead to higher property tax revenue for the city. Using real Gillette data from the 2023 tax year, average residential land values per square foot were calculated to determine land value, while the average home value per square foot of a one-story home calculated. These values were then applied to hypothetical 2,000-square foot home and each of the successively smaller lots. The market values represent the sum of the calculated land and home values.

Intensity of Development

The intensity of a development pattern has a major influence on the city's ability to cover its costs. In the pair of graphics below, Kronberg Urbanists + Architects illustrate how two similar blocks will have the same infrastructure costs associated with them. Both will need access to power, water, and wastewater infrastructure. But one block spreads the cost of that infrastructure over two properties, and the other across many more. This translates to a wildly different tax burden for the residents of the lower block vs. those on the upper block.

Housing types, like Accessory Dwelling Units (ADUs) and duplexes (two housing units within the same building) have the added benefit of creating a revenue stream for an owner who lives on the property. This makes it feasible for them to age in place, or to live in the place they choose without suffering quality of life problems as they reach a more senior age.

It's common for residents to believe that development like you see on the upper block,

with more housing units close together, results in a crowded and unpleasant neighborhood. This scale illustration shows that a higher intensity of development can feel just like the streets that many of us grew up on, as long as the building form is scaled to the humans that inhabit it.

URBAN PATTERN, TRADITIONAL DEVELOPMENT

Cost burden shared by 9 households

In this configuration 9 households share a half-block that is functionally identical to the suburban development seen to the right. But because more households share the space, the cost for maintaining the same level of surrounding infrastructure is borne by more people.

**39%
LOWER**

**Infrastructure
Maintenance Cost
Burden Per Household**

URBAN PATTERN, SUBURBAN DEVELOPMENT

Cost burden shared by 2 households.

In this configuration each home should be responsible for half the cost of maintenance for the infrastructure that serves it. Since high-quality urban patterns have commensurate high cost infrastructure this cost burden can become significant when too few homes occupy an area.

Community Context

REGIONAL & NATIONAL TRENDS

As technology and other factors continue to evolve, Gillette has both the challenge and opportunity to keep and attract people and businesses to the city. While focusing on local context and resources are the starting point, it's also important to be aware of regional, national, and global trends that are impacting where people choose to live, work, shop, worship, and play.

MISSING MIDDLE HOUSING & CHOICE SHIFTS

Cities have been increasingly acknowledging the importance of adding variety to housing types to attract and maintain a diverse population. While the recognition is present, the development of mixed housing options has struggled to keep up with the changing needs of an ever-more diverse populace. Since the 1940s, the average household size in America has seen a consistent trend downward, decreasing from 3.7 in 1940 to approximately 2.5 in 2022. This trend has amplified the demand for housing that suits aging individuals and smaller family units alike, but also the changing needs of up-and-coming generational groups.

These shifts in demographics and household

composition have a direct correlation with housing affordability, and the presence of mixed housing options fosters communities that welcome residents from all backgrounds. This inclusive approach to housing and development appeals to many generations, from Gen Xers and Millennials to the emerging Gen Z and other upcoming generations. According to a 2023 report by the National Association of Realtors (NAR), Gen Z homebuyers purchase the smallest homes among buyers at a median of 1,480 square feet. Additional data, sourced from a report by Redfin, suggests another significant trend: Gen Z homebuyers are predominantly found in affordable regions, whereas Millennials tend to purchase homes in tech-centric activity centers. Additionally, in 2022, 30% of individuals aged 25 (Gen Zers) were homeowners — an increase from the 28% of Millennials and 27% of Gen Xers who owned homes at the same age.

The concept of “missing middle” housing plays a vital role in this conversation, referring to a spectrum of housing options that fall between traditional single-family homes and larger apartment complexes. These housing types—townhouses, duplexes, courtyard apartments, and live/work units—maintain a similar scale to single-family homes, allowing them to integrate seamlessly into various neighborhood settings. Missing middle housing is not a new idea; it was a foundational element

of neighborhood design pre-1940s, and its utility is being rediscovered. With structures typically housing between 4 and 8 units, these housing types provide a substantial tax base for cities without necessitating a proportional increase in service costs or infrastructure investments.

Moreover, missing middle housing contributes to creating “high-value properties”—developments that not only cover their service costs but can also generate surplus revenue to subsidize less profitable development types. This financial stability is an often-overlooked benefit of mixed housing options, ensuring that cities can sustainably grow and adapt alongside their changing populations.



Townhomes, like small multiplexes (smallplexes) are examples of missing middle housing typologies.

REGIONAL GROWTH

Campbell County has been experiencing an incremental, periodic pace of growth over the past decade. This is reflected in the population change of individual communities, such as Gillette. According to the March 2024 Gillette News Record report on the Gillette and Campbell County housing market, active listings are lower than typical. Not only that, but their report found that the listings that were active were beyond the buying power of most people in the area. The average sale price of \$326,300 exceeds the \$250,000 - \$300,000 range achievable for most. Additionally, residential construction has been on a downward trend since 2007. New residential permits dropped below 100 in 2015 and have not yet risen above that figure since. With limited housing inventory and new

people entering the area, the housing market will continue to be stressed.

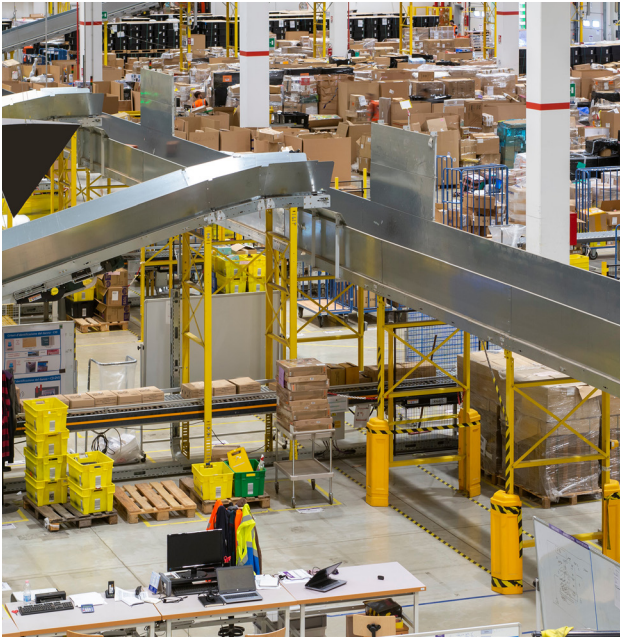
According to the 2022 American Community Survey data, Campbell County's median home value is \$247,800. Gillette's median value is lower at \$242,900. This is also lower than the comparable cities of Casper and Sheridan at \$242,800 and \$342,400, respectively. The communities with the higher-end suburban residential and commercial development continue to grow, though a majority of the housing stock was built prior to 2010.

The City of Gillette is located at the crossroads of I-90 and US Highway 59, which are major transportation corridors. As part of the greater Campbell County

area, the city is in a prime location to capitalize on future growth. Gillette's proximity to a regional roadway system makes it appealing to many types of industries and businesses. Gillette is located only 5 miles south of the Northeastern Wyoming Regional Airport which is an asset in the area that can help leverage the City as a destination. This provides an opportunity for the City to diversify its local economy and provide its residents with ample, local employment opportunities. Currently, 64% of Gillette's housing stock consists of single-family residential units, but in order to attract the workforce needed to support a growing local economy, Gillette must continue to add variety to housing that can meet an array of needs and affordability limitations.



In 2023, Campbell County was selected for the BRECC Action Challenge, launching a year-long planning effort to guide its economic transition away from coal. Through extensive stakeholder engagement, the county developed a tailored strategy focused on diversifying its economy by growing local businesses, supporting workforce development, and exploring emerging energy industries—laying the groundwork for long-term resilience and prosperity.



E-COMMERCE

E-Commerce and Social Selling tools have taken local retailers to a new level. These tools help customers make online payments. They provide online storefronts. They can search inventory. They greatly expand the reach of small businesses. Email marketing and promotional tools are other e-commerce tools. Social selling is simply the selling of products and services online. These options allow small businesses to operate from anywhere, especially areas with lower costs of living.



REMOTE WORK

The COVID-19 pandemic created a lasting demand for remote work. Whether it is working from a home in the same city, or working from across the country, working remotely is here to stay. According to a survey by Upwork, about 26.7% of Americans were planning to work from home during 2021. According to CNBC, a quarter of the nearly four million remote workers in the U.S. make over \$100,000 a year. This creates opportunities for people to land jobs in companies that are not physically located in the Gillette area.



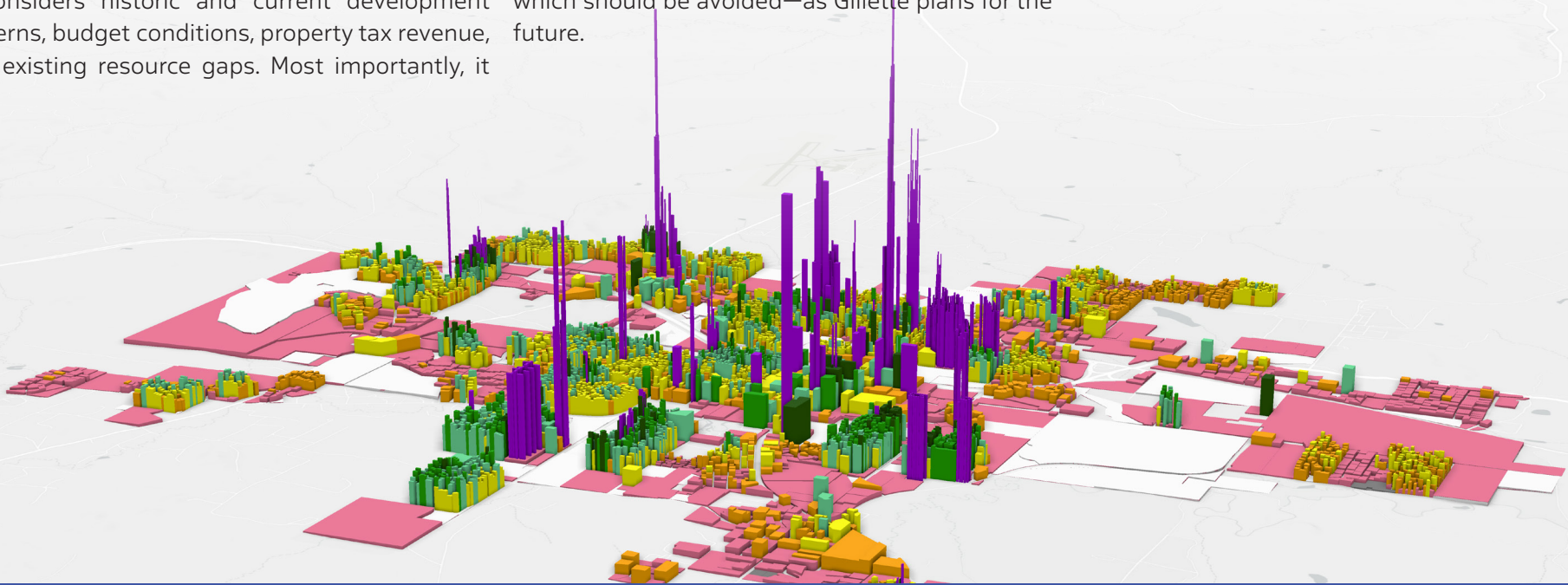
PLACE-BASED ECONOMIC DEVELOPMENT

Place is of great importance to Gen Z, Millennials, Gen X, and younger age groups. In particular, the "third place", a term coined by Ray Oldenburg, are places for gathering. Coffee shops, bars, bookstores, pubs, cafes, and other places where people can interact are third places. Connectedness is a priority for these groups. Walkable neighborhoods are greatly valued by these groups. They seek the celebration of differences in people, cultures, and neighborhoods. Authenticity is a high priority, and many cities do not offer this.

GILLETTE'S LAND USE FISCAL ANALYSIS

Chapter 2 builds on the foundation established in the introduction by examining Gillette's land use fiscal analysis. This analysis is customized for the community and uses local data to offer a clearer understanding of Gillette's current fiscal health. It considers historic and current development patterns, budget conditions, property tax revenue, and existing resource gaps. Most importantly, it

highlights where significant changes are needed to boost property tax revenue and identifies areas of the city that are performing well despite limited resources. These insights help clarify which development patterns should be reinforced—and which should be avoided—as Gillette plans for the future.

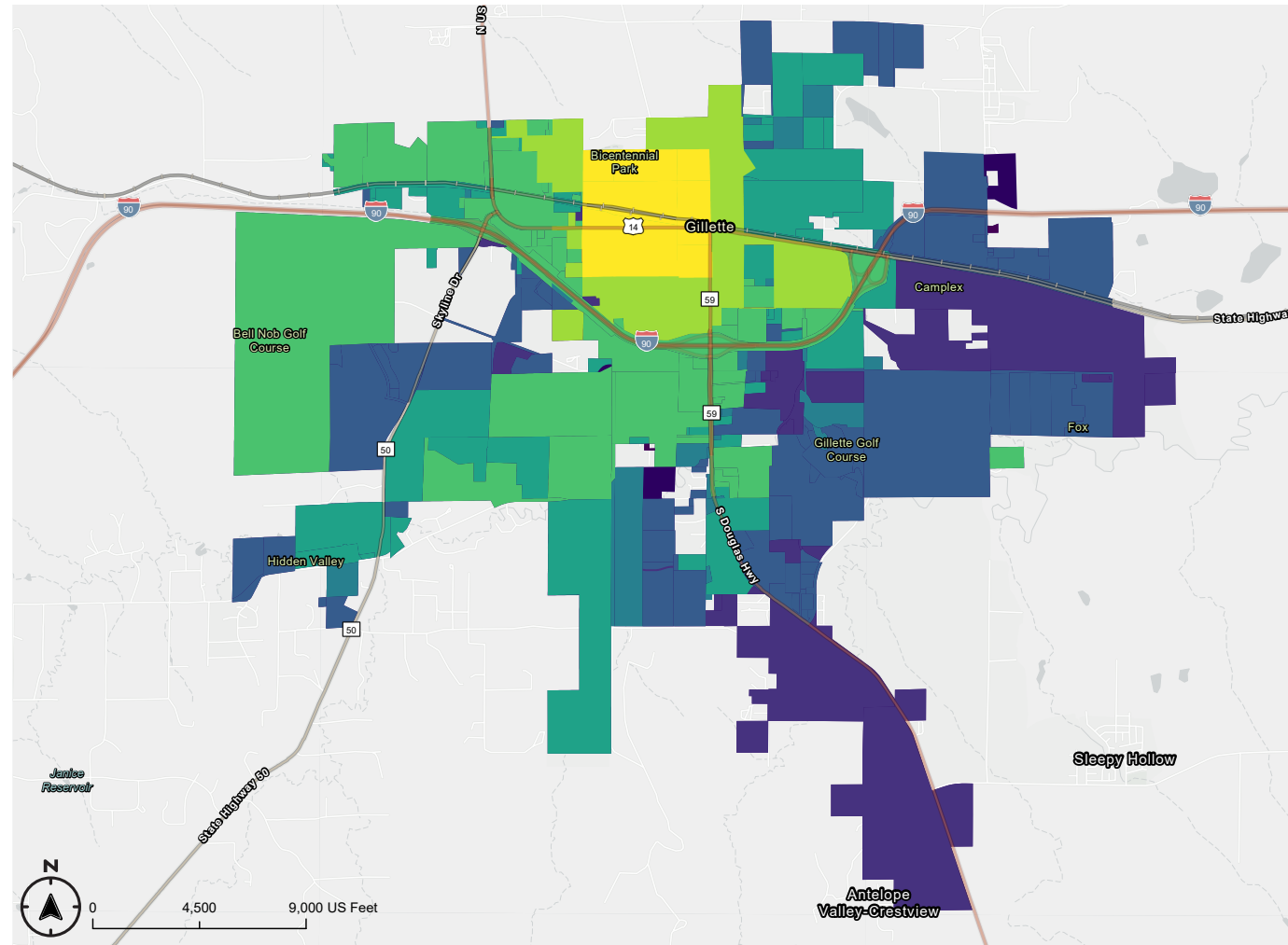


Population and Land Footprint Growth

As discussed earlier, the post-World War II development pattern has two characteristics which are problematic. First, it eats up more land and requires more infrastructure (both adding to the existing infrastructure network and by requiring more miles to connect the existing network to the new development). Second, the lots are larger and more spread out, meaning fewer people are housed or served by much larger tracts of property.

In most cases, a city's service area expanded much faster than the population of the city over the same period of time. This puts the community in a position where the expanded area has newly-built roads, water and sewer lines, additional police and fire coverage, water towers, pump stations, parks, and other quality of life amenities and services for the broader footprint, but there is not enough population or tax base to cover the costs. In terms of finances, this means that the amount citizens were paying prior to this expansion will inevitably increase many times over. This is because the population hasn't likewise grown enough to – just as discussed on a block level on page 46 – spread the burden across more people within the city limits.

Historical Growth Map



Legend



The Current Budget

Since this planning project spanned two fiscal years (FY), both budgets are included in this section. It is important to note that the City's 2025 FY budget was adopted during phase 3 of this project, so the fiscal analysis was performed using the 2024 FY budget. Observations in this section are for current context only.

The 2024 FY budget had a 4 percent increase in general fund expenditures from the 2023 FY budget, bringing them up to \$50.2M. However, those expenditures are projected to decrease in the 2025 FY budget, back down to \$46.8M.

Property taxes are the smallest source of revenue for the City (5 percent in FY 2024 and 6.5 percent in FY 2025). The projected increase in property tax revenue is primarily due to increases in valuation. Sales tax revenue for FY 2024 is predicted to be \$23M (25 percent) less than FY 2023 revenue, primarily due to conservative predictions made for that budgeting cycle. In FY 2025, sales tax revenue is projected to slightly increase, by \$2M.

General Fund Revenue & Expenditures Fiscal Year 23-24

REVENUE					Total: \$50,171,226
Sales & Use Tax \$23,000,000 45.8%	Unassigned Cash \$8,057,970 16.1%	Technical Services \$4,650,311 9.3%	Property Tax \$2,671,719 5.3%	Other \$11,791,226 23.3%	Other Includes Royalties, Federal Grants, Severance, Auto Tax, Gaming Revenue, Franchise Fees, Interest on Investments, Court Fines, & Motor Fuel Tax, among others.

EXPENDITURES					Total: \$49,263,834
Special Projects \$13,600,403 27.6%	Police Administration \$10,231,363 20.8%	I.T. \$4,907,500 10.0%	Streets \$3,464,451 7.0%	Other \$17,060,117 34.8%	Other Includes Parks, Engineering, Customer Service, Dispatch, Finance, City Hall, Building Inspection, Planning, Human Resources, Traffic Safety, & Attorney, among others.

General Fund Revenue & Expenditures Fiscal Year 24-25

REVENUE					Total: \$46,891,134
Sales & Use Tax \$25,000,000 53.3%	Technical Services \$4,647,789 9.9%	Property Tax \$3,069,320 6.5%	Asset Disposal \$2,400,000 5.1%	Other \$11,774,025 20.4%	Other Includes State Supplements, Royalties, Gaming Revenue, Franchise Fees, Interest on Investments, Court Fines, & Motor Fuel Tax, among others.

EXPENDITURES					Total: \$46,891,132
Police Administration \$11,123,916 23.7%	Special Projects \$9,764,239 20.8%	I.T. \$4,964,990 10.6%	Streets \$3,571,917 7.6%	Other \$17,466,070 37.2%	Other Includes Parks, Engineering, Customer Service, Dispatch, Finance, City Hall, Building Inspection, Planning, Human Resources, Traffic Safety, & Attorney, among others.

SOURCE: CITY OF GILLETTE

The Resource Gap Created by Deferred Street Maintenance

The costs to provide basic public services to residents increases over time as a city expands its service area and adds people. The past decisions to extend this service area and its infrastructure without establishing the population density to support it have diluted service levels and infrastructure conditions. There simply isn't sufficient revenue to cover these costs. In order to be fiscally sustainable long-term and maintain or improve service levels, the City will need to generate additional revenue to cover the costs of what is realistically required to do so. Because the city does not have the ability to raise the property tax rate other options such adding fees (such as a street fee), or adjusting the city's growth and development approach to prioritize infill and incorporate development patterns that produce

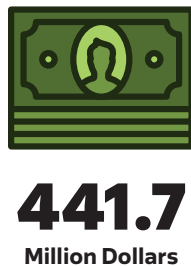
higher values become critically important to the long-term fiscal health of the city.

Gillette has roughly 588.9 lane miles of city-owned streets today. Using a replacement cost of \$750,000 per 11' lane mile, it would require over \$441.6M to replace the existing streets when they reach the end of their life cycle. Averaged over 25 years, this would require the City of Gillette to be saving or spending an average of \$17.7M per year on street reconstruction, \$15.5M more than it is currently saving or spending for streets with its general fund. As additional development is built, the amount of streets to maintain and replace in the future will continue to increase.

Since 1976, an optional sales tax has collected a

penny on every dollar spent in Campbell County. A portion of that sales tax has been distributed to the City of Gillette. According to the City of Gillette's Sales Tax Information page, from 2012 to 2022, the City has spent \$75M on streets and sidewalks. On the average, that amounts to \$6.8M a year. Add that to the average annual \$2.2M from the general fund, and the resulting total is still \$8.7M a year less than what is needed to replace existing streets at the end of their life cycle, based on the analysis outlined above. This basic calculation is based on two assumptions - that the City of Gillette's share of the 1% fund is the same in future years as it has been in this time period, and that the same percentage of that share is put towards streets. It is also unclear how much of that \$75M was street-focused, as opposed to sidewalk-focused.

Total Street Liability



Funding Gap



The bottom line is that more funding must be set aside to keep up with preventative maintenance and replacement in the future than has been. Even if no new streets are built and added to the City's inventory, Gillette will continue to age and grow, and demands will grow with it.

STREET AND ROAD CONDITIONS

On the following page, a map of Gillette’s street conditions offers useful insight into the overall state of the city’s roads. Most streets are rated as fair or better, which shows that the roadway system is generally well maintained. Many fall into the “fair” or “satisfactory” categories, suggesting they’re functional, though not without room for improvement.

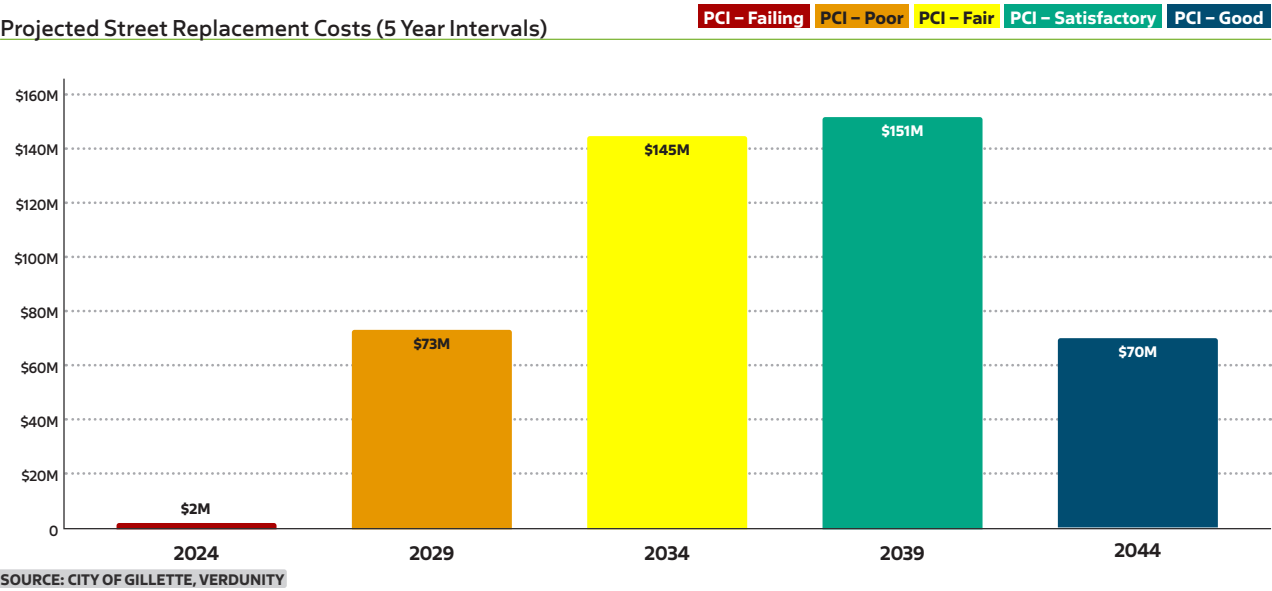
Some clear geographic patterns emerge. The poorest conditions are concentrated north of Interstate 90, especially downtown. In the city’s southwest, many streets are also rated fair. These areas may need more attention to prevent further decline and improve access and safety.

By contrast, the western part of Gillette—where newer residential neighborhoods are located—has the highest-rated streets. These roads benefit from modern construction standards and recent infrastructure investments, which contribute to their good or satisfactory condition.

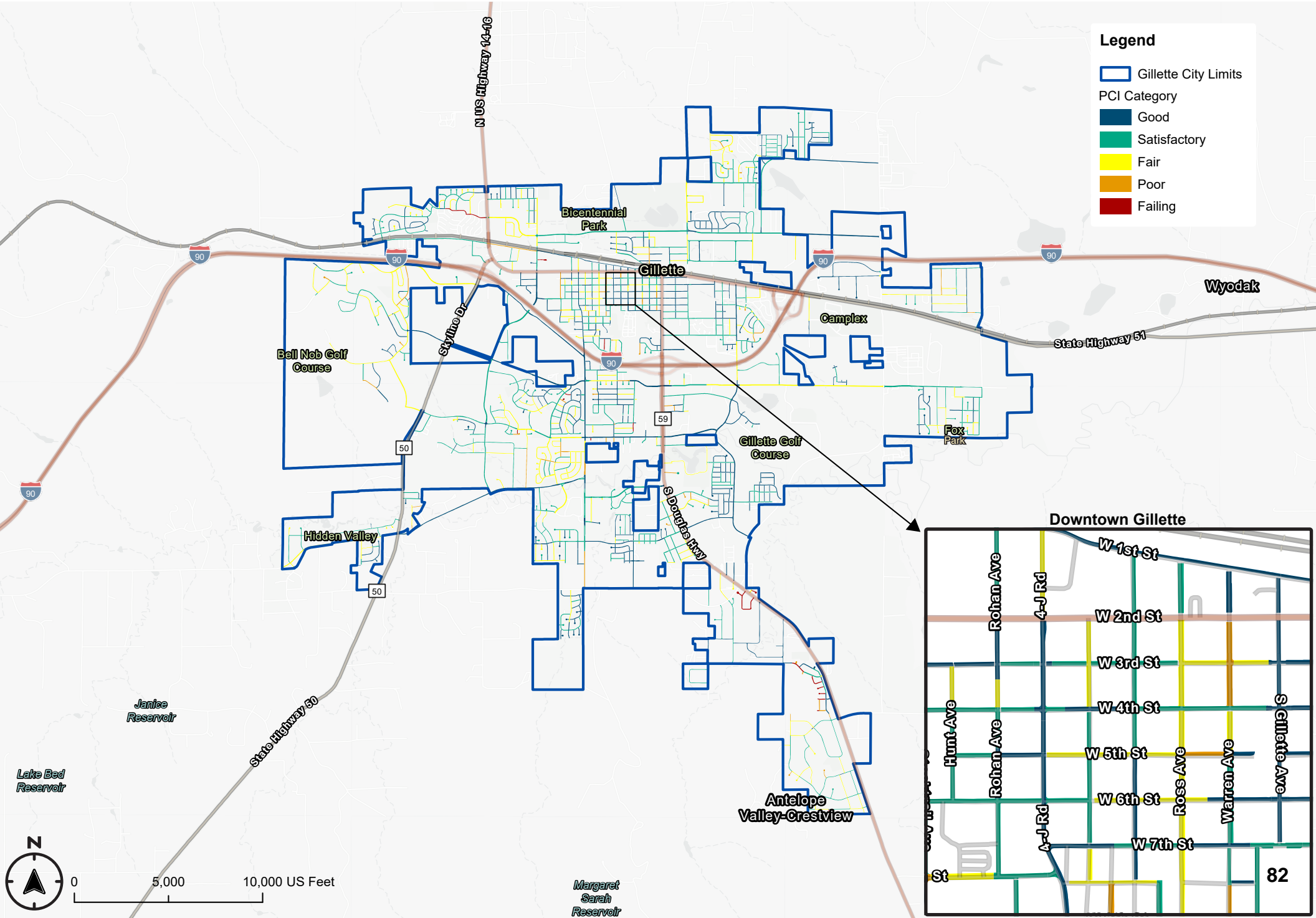
This data points to a few key takeaways. Streets rated as “fair” aren’t in immediate trouble, but they do need to be monitored closely. Without timely maintenance, they could slip into worse condition. Preventative upkeep and early intervention can extend the life of these streets and reduce long-term costs.

The concentration of poorer road conditions in older areas like downtown highlights the need for targeted investment. Improving streets in these locations would enhance mobility and safety, while also supporting local businesses and neighborhood vitality.

Overall, the map on the next page underscores the need for a balanced approach to street maintenance in Gillette. That means balancing preventative care with targeted improvements—and ensuring attention is spread across all areas of the city. This kind of strategy will help Gillette maintain a strong transportation network today and in the years ahead.



Existing Street Conditions Map



Baseline Land Use Fiscal Analysis

An in-depth analysis of the fiscal productivity of Gillette's development pattern and service model was performed as part of the comprehensive planning process. A parcel-level analysis of the property taxes and general fund service costs for the various land uses and development patterns in Gillette provides a glimpse into which perform better than others in terms of their property tax revenue generation. The analysis used the metrics of property tax revenue per acre and net revenue per acre to map the net fiscal productivity (revenue minus each parcel's proportionate share of service costs) of all parcels in the city.

A note: Gillette (and other Wyoming cities) find themselves in a predicament that must be factored into the findings of this land use fiscal analysis. The Wyoming Constitution (Article 15, Section 6) and State Statute (39-13-104) limits municipalities to 8 mills, or 0.8% of assessed values. Therefore, municipalities out of necessity rely upon more volatile sources of revenue to fund their operations. This is outlined under "The Current Budget".

In Campbell County, there are multiple entities that benefit from property tax levies. This includes Campbell County itself, the hospital district, the

school district, the college district, and others. Improved property tax revenues therefore still have a widespread community effect.

However, the associated monetary increase in tax revenues is less impactful than in cities which retain a larger share of the property tax revenue. Until legislation in Wyoming is re-examined to allow cities a larger share, this will continue to be true. Nonetheless, there are a multitude of other benefits - some quality of life and some monetary - that Gillette can obtain by pursuing a more efficient land development pattern.

Benefits of an Improved Land Development Pattern



**IMPROVED WALKABILITY
AND LESS SPRAWL**



**CLOSER PROXIMITY TO
GOODS AND SERVICES**



**EFFICIENT USE OF AND
REDUCED STRAIN ON
INFRASTRUCTURE**



**INCREASED ABILITY TO
ACCOMMODATE A LARGER
POPULATION**



**A WIDER RANGE OF
HOUSING OPTIONS AND
PRICE POINTS**



**REDUCTION IN
AUTOMOBILE DEPENDENCY
AND CONGESTION**



A "SMALL TOWN" FEEL



**CONVENIENT ACCESS TO
AMENITIES**



**EXPANDED USE OF TRAILS
AND PATHWAYS**



PLACE-BASED ECONOMIES



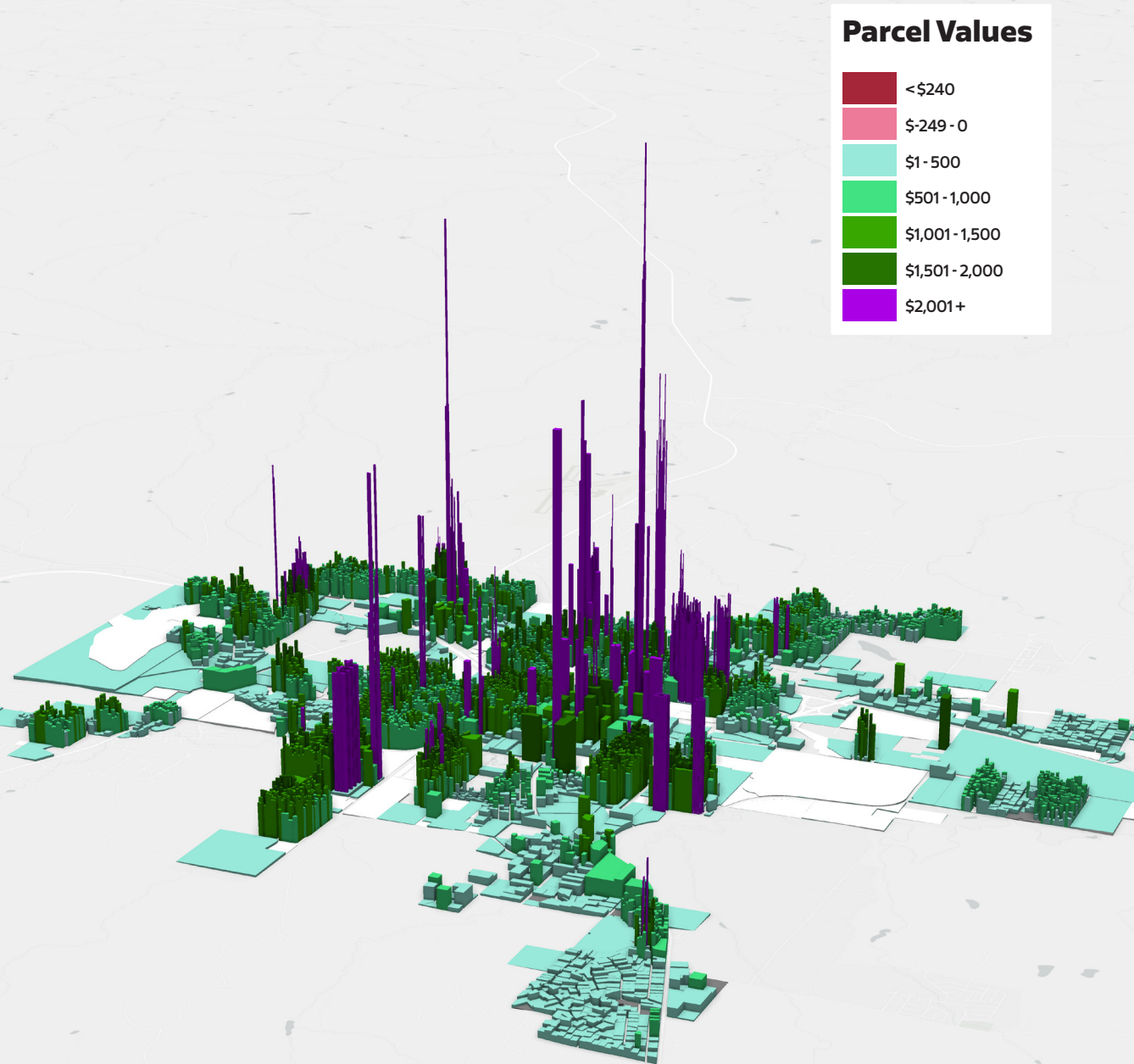
**INTERCONNECTED
NEIGHBORHOODS**

LEVEL 1 ANALYSIS: PROPERTY TAX REVENUE PER ACRE

The first level of the analysis process involves mapping the revenue side of the fiscal equation. Property data and property tax levy amounts were pulled directly from the County Appraisal District database files for the Campbell County 2023 certified tax rolls. Levy amounts were verified with the City of Gillette budget and then the appraised value, assessed value, and actual levy paid after exemptions were mapped to the parcel level. Exempt parcels such as government-owned properties, churches, and other tax exempt areas such as street rights-of-way were removed from the analysis.

This map illustrates the property tax levy per acre for parcels in Gillette. A couple of reference points are important when reviewing this map. First, the current property tax revenue per acre in the city is \$213/acre. In order to cover current budget costs and replacement of existing streets with property tax revenue, the City needs to have an average levy per acre value of approximately \$1625/acre, or roughly \$1400/acre more than it's currently getting. Of course, given the cap on property tax revenue placed on Wyoming municipalities described earlier in this section, this would be extremely difficult to affect.

That said, this map is still a useful reference point. It does highlight parcels around Gillette that appear initially to be the most fiscally productive properties when looking at property tax revenue contributions. Areas in purple are the most productive, while areas in light green are the lowest producing.



LEVEL 2 ANALYSIS: NET VALUE PER ACRE WITH CURRENT BUDGET EXPENDITURES

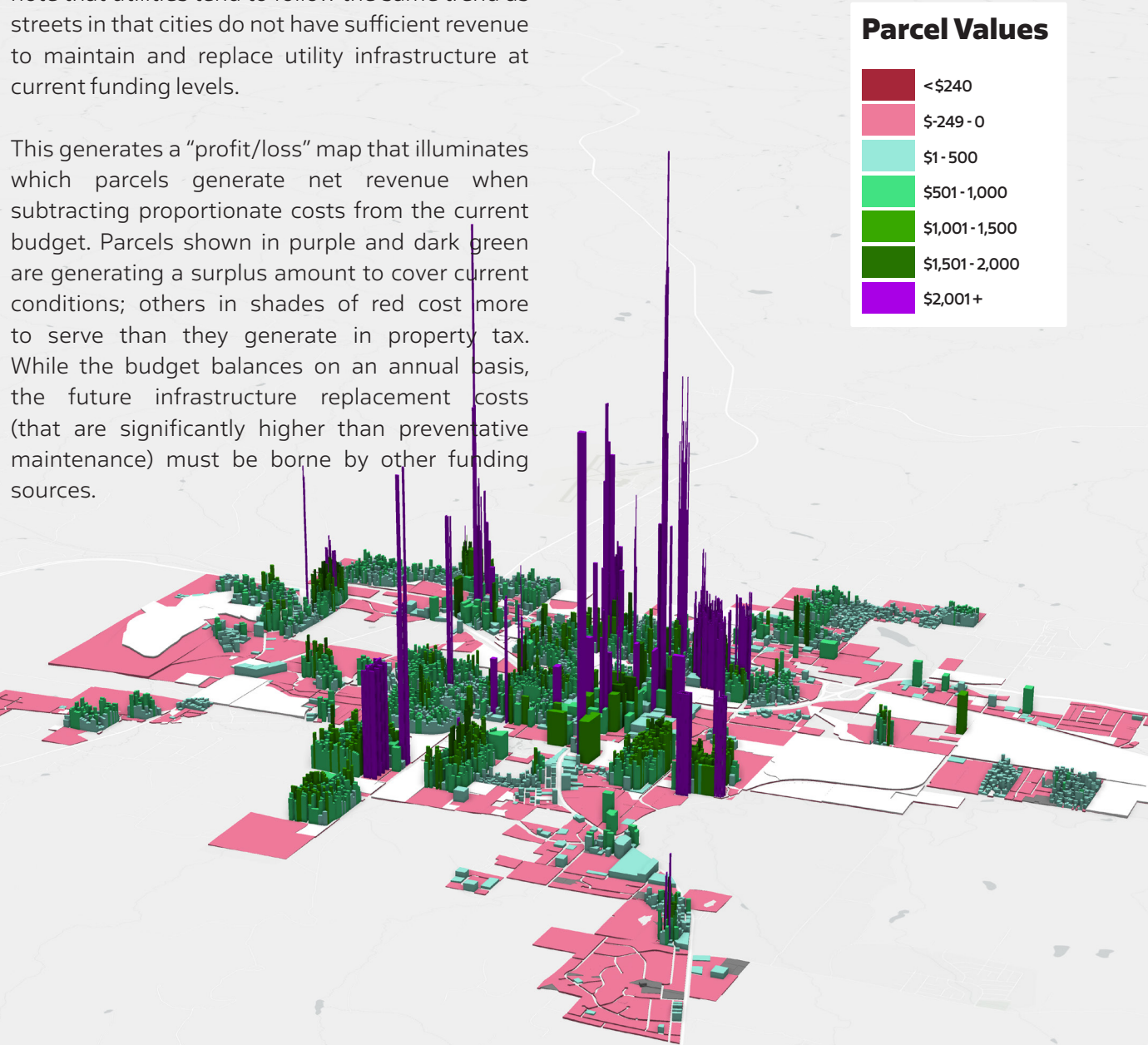
The revenue per acre mapping alone does not tell the full story. In order to understand the fiscal impacts of different development patterns, costs for services and infrastructure must also be taken into account. The second level of analysis focuses on allocating general fund service costs from the current year's budget to the parcels. As an initial step, the general fund costs (\$49.3M) were split into public service costs (\$43.2M) and infrastructure costs for streets and parks (\$6.0M). The ratio of general fund revenues coming from property taxes (5.3%) was used to determine the amount of those costs being covered by property taxes. This amounts to \$2.3M for public services and \$319K for infrastructure. Developed properties were assumed to carry 86% of the public service (non-infrastructure) costs, while undeveloped properties carry the other 14%.

These amounts were then allocated to individual parcels. This allocation was done on the basis of whether or not the parcel is served with public streets and utility infrastructure. 97% of the city's parcels are "served", so properties with service were assumed to carry 97% of the infrastructure costs, while "unserved" properties only carry 3%. These amounts were then allocated to individual parcels based on proportionate area - in other words, the larger properties have higher infrastructure cost burdens than smaller ones.

Only costs covered from the general fund and property taxes were considered in this analysis. Costs for water and wastewater, solid waste, and other fee-based utilities were not factored in. Those are funded through a separate enterprise fund tied to rates and consumption. It's important to

note that utilities tend to follow the same trend as streets in that cities do not have sufficient revenue to maintain and replace utility infrastructure at current funding levels.

This generates a "profit/loss" map that illuminates which parcels generate net revenue when subtracting proportionate costs from the current budget. Parcels shown in purple and dark green are generating a surplus amount to cover current conditions; others in shades of red cost more to serve than they generate in property tax. While the budget balances on an annual basis, the future infrastructure replacement costs (that are significantly higher than preventative maintenance) must be borne by other funding sources.



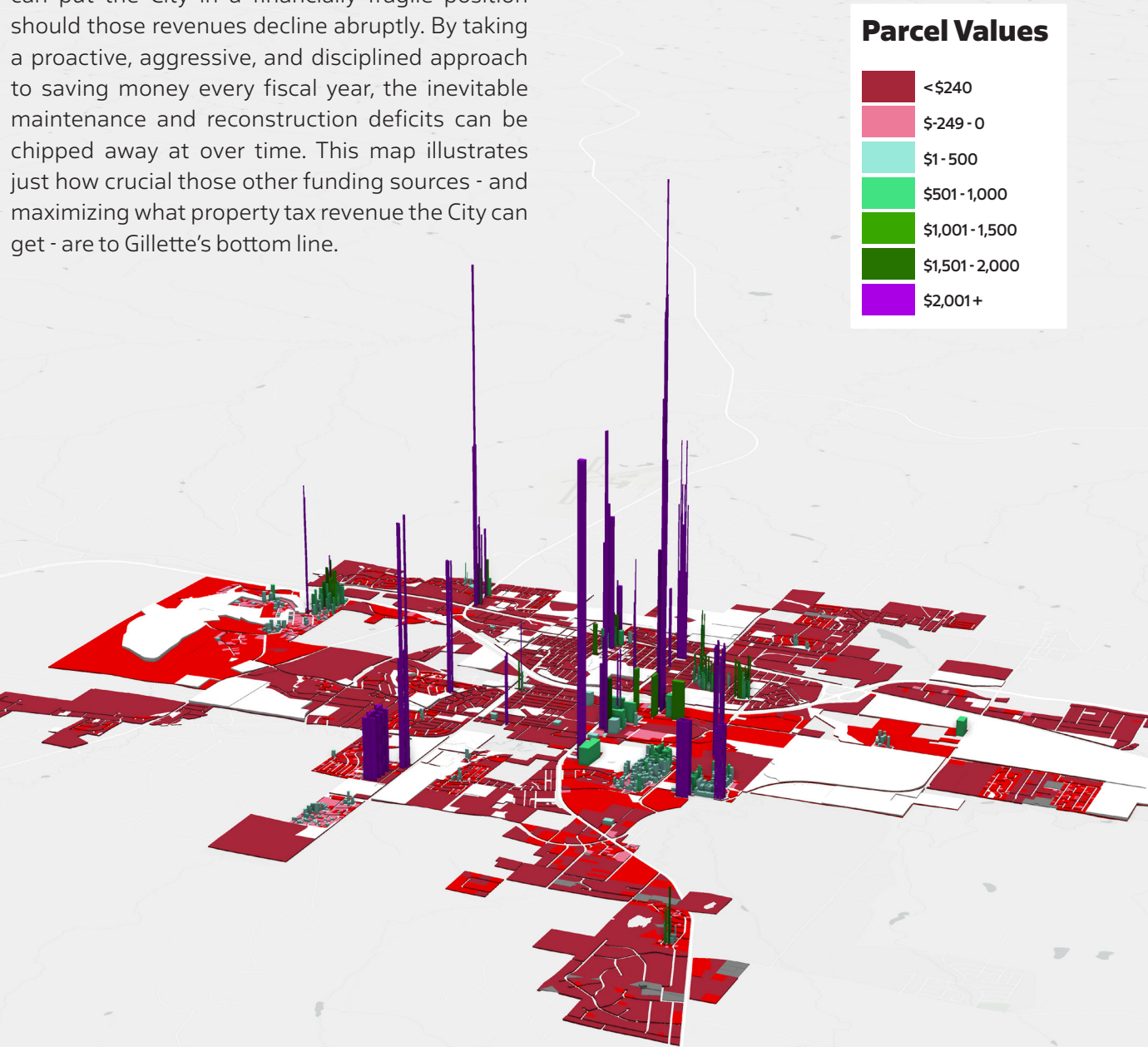
LEVEL 3 ANALYSIS: NET VALUE PER ACRE WITH PROJECTED MAINTENANCE NEEDS

The third and final step in the baseline analysis projects what additional revenue the city would need to replace existing streets when they reach the end of their life cycle. Typically, cities budget an annual amount for preventative maintenance and fund a few capital improvement (CIP) projects through surplus sales tax revenue or bond programs every 3-5 years. However, these only address a portion of the overall street network. While the majority of these costs are often out in the future, having a plan to reserve and build up funds annually will ensure the funding is there when it's needed.

The amount it would take for the city to replace existing street infrastructure was estimated as roughly \$441.6M over 25 years - an average of \$17.7M per year. These additional costs were allocated to each parcel based on proportionality. This map shows how different parcels and development patterns perform when considering the true infrastructure burden and assuming 100% of these additional costs are covered from property tax revenue. Realistically, given the tax structure limitations in Wyoming, a portion of these costs would by necessity be partially covered by sales tax and the City's 1% fund. So, this map represents the "worst case scenario" in terms of the cost burden being covered by property tax.

It's important to note two things: first, this step only accounts for replacement of existing streets, and assumes that the City does not build or take on (from new development) any additional pavement, either through widening of existing roads or adding new ones. Secondly, depending too heavily on sales tax for basic services and infrastructure

can put the City in a financially fragile position should those revenues decline abruptly. By taking a proactive, aggressive, and disciplined approach to saving money every fiscal year, the inevitable maintenance and reconstruction deficits can be chipped away at over time. This map illustrates just how crucial those other funding sources - and maximizing what property tax revenue the City can get - are to Gillette's bottom line.



FISCAL BASELINE TAKEAWAY

The fiscal analysis for Gillette revealed some insightful takeaways. Interestingly, these takeaways (summarized below) underscore two of the decision-making principles that were identified by the community as being key to all decisions made by officials - fiscal responsibility and economic prosperity.



Gillette has a high ratio of undeveloped property relative to its infrastructure investments

A majority of properties within the city limits are served with infrastructure. However, only 43% of the area is developed. From a Return on Investment (ROI) perspective, this is unproductive. In order to get costs and revenues in better alignment, the percentage of developed properties needs to increase.

Redevelopment should be prioritized over new development that requires system expansion

The highest-performing properties in assessed value and property tax per acre are in downtown and commercial areas south of the I-90/Highway 59 interchange. Prioritizing development here boosts property and sales tax revenues with minimal new costs. Redevelopment in these areas, even at a small scale, benefits the city budget since infrastructure and services are already in place.

Incremental infill opportunities should be made possible citywide, even in suburban areas of town

In many parts of the city that have a more traditional suburban model of development there are easily achievable opportunities to increase the productivity of these places. Allowing for more mixed housing, such as duplexes and backyard ADUs (see Building Typologies starting on page 138 141) would provide an uptick in tax revenue while also increasing the number of housing units available helps the city remain affordable.

BRIDGING THE GAP

What is clear from the fiscal analysis of the city is that if Gillette wishes to be financially resilient and affordable for years to come, city leaders must work to close the gap between their resources and their obligations to citizens. In other words, the city cannot choose to simply defer costs indefinitely to balance the budget each year, and simultaneously allow infrastructure unmaintained indefinitely. This will hide the problem in the short term, but exacerbate it in the long run. Generally speaking, there are three clear ways in which the City can close this gap.

1



**INCREASE
TAXES OR FEES**

Keep development patterns and service levels as-is but charge more (via higher taxes and fees) to cover the true costs. This is a difficult option because an increasing number of people do not have the means to pay much more than they are currently paying.

2



**REDUCE
SERVICES**

Maintain current taxes and fees where they are but cut services to align with revenues. This is what most cities are currently doing, where services and maintenance needs are budgeted to fit available revenue and those that are unfunded get deferred. This can work for a short period, but eventually the neighborhoods and infrastructure must be maintained, or property values will start to decline causing people and businesses to leave the city.

3



**DEVELOP IN A
MORE PRODUCTIVE
WAY**

Adjust development and infrastructure to enable an affordable balance of services and taxes. By prioritizing infill, redevelopment, and more financially productive development patterns, the city can generate additional tax base from its service area and improve the return on investment of taxpayer dollars without necessarily having to raise the tax rate or charge more fees. ***This is the most feasible and effective option.***

Fiscally Sustainable Infill Development

While many areas of Gillette are already developed, there are numerous pockets of vacant lots throughout the city that represent opportunities to supplement the existing neighborhoods. Various blocks in the core could be reimagined in a similar fashion. This illustrations demonstrate how mixed housing types can seamlessly be integrated into and enhance existing neighborhoods when appropriately scaled. While this approach will work for some blocks within the city boundary, it might not work everywhere, and the selected location is purely an example for illustrative purposes. These

ideas are intended to uncover where additional value can be added for the community, as well as addressing housing demand.

In this scenario, more housing units of different sizes are added to an existing block. In doing so, even with future infrastructure maintenance factored in, this block produces more value than it costs to maintain. While a yearly net revenue of \$3,462 might appear small, consider that this block no longer needs to be subsidized by other property to cover its costs. This pattern replicated

widely across the community would be a boon to the fiscal bottom line in Gillette. What's more, this pattern produces a variety of housing typologies, many of which are smaller in scale than the large detached single-family homes of 2,500+ square feet. Therefore, they are appropriate for a wide range of income levels and offer something that isn't naturally occurring in Gillette today. This housing is also in keeping with the character of the neighborhood and creates significantly more housing per acre without the need for massive suburban apartment complexes.

Parking Outcomes of the Infill Scenario

New Parking Spaces		
Street-Adjacent		9
Alley-Accessed		16
Driveway		4
Total Spaces		29
Spaces Per Unit		3.22

Fiscal Outcomes of the Infill Scenario

Unit Type	Unit Quantity	Value Created
Stacked Duplex	6	\$1,680,000
Accessory Dwelling Unit (ADU)	3	\$552,000
Total	9	\$2,232,000

Revenue & Costs	
New Yearly Costs Generated	\$2,147
New Yearly Revenue Generated	\$3,462
Yearly Net Revenue	\$1,315

Infill Development Scenario



KEY ADVANTAGES OF FISCALLY SUSTAINABLE INFILL DEVELOPMENT

Efficient Alleys & Streets

Existing alleys in the core areas of town can be leveraged to connect to hidden parking areas, offering a practical solution that minimizes visual clutter and promotes a cleaner, more pedestrian-friendly streetscape. Residents have demonstrated an interest in solutions that help street life moving, and placement is key. By improving the streets in the core, on-street parking can also be enhanced, making the street-adjacent areas more attractive and safer for all residents and visitors.

Right-Sized Scale & Uses

New activity and revitalization in the core area present an excellent opportunity to assess the current uses in those neighborhoods. This is an ideal time to examine how and where neighborhood-scale, mixed-use development can be integrated, an idea residents have shown interest in. This approach can create vibrant and sustainable places where residents can live, work, and enjoy recreational activities nearby. These types of places are what keep a city from feeling like every other nearby city, introducing unique businesses and services.

New Investment to Older Areas

It is essential to highlight that carefully planned infill development brings benefits to the area's long-term residents and businesses. It also has a positive impact on tourism and extending visits. While incremental infrastructure improvements may sometimes be required, such investments offer the added benefit of bringing in fresh investment. This reinvestment ensures that all residents benefit from upgraded infrastructure, creating a more equitable and prosperous community. Moreover, these incremental infrastructure improvements are more affordable for developers who build these products. This also provides access to a more mixed development community by opening up opportunities for small developers.

Effective Use of Existing Infrastructure

The availability of existing infrastructure makes it more cost-effective for developers to build and bring different types of housing to the market, as the necessary infrastructure is already in place. Capitalizing on these existing resources can create smaller, more attainable housing units that cater to multiple needs. Furthermore, the walkable nature of these infill areas makes it possible to attract individuals who are not dependent on cars or have fewer vehicles in their households. Subtle increases in the number of people who can be housed in an area works more effectively with utility limitations and allows the existing infrastructure to be used in a more cost-efficient manner.

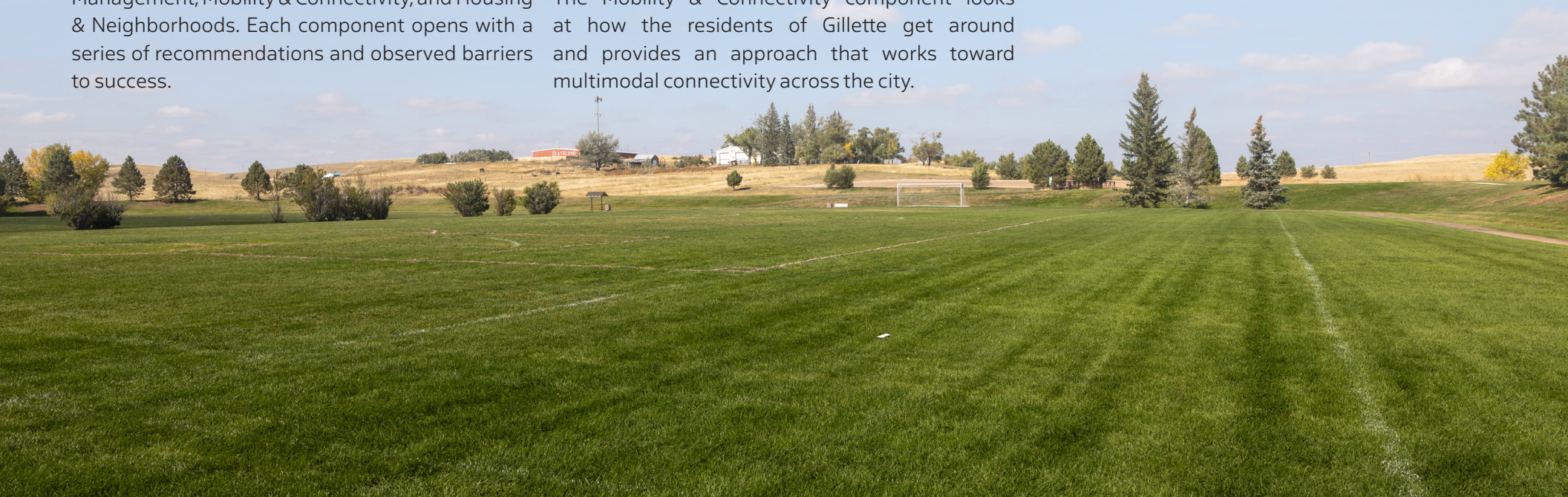
PLANNING COMPONENTS

Chapter 3, Planning Components, lays out next steps, and is structured with elements aligning with city departments and functions. This Comprehensive Plan currently includes three major planning components: Land Use & Growth Management, Mobility & Connectivity, and Housing & Neighborhoods. Each component opens with a series of recommendations and observed barriers to success.

The Land Use & Growth Management component establishes the City's overall land use pattern for the next ten years, and identifies the type of development and housing desired for the future.

The Mobility & Connectivity component looks at how the residents of Gillette get around and provides an approach that works toward multimodal connectivity across the city.

The Housing & Neighborhoods component provides guidance on the building blocks of different neighborhoods and the features that will make them more successful. Cues for arranging blocks and accommodating residents are included.



Land Use & Growth Management

For any member of the community, understanding how development works and the dynamics and economics that underpin it is critical. This planning component, Land Use & Growth Management, begins by laying out recommendations to guide growth and development in Gillette. Then, it delves into a snapshot of the city's current land use breakdown, zoning districts, and areas with City-provided utilities. This provides insight into where it makes sense for Gillette to grow.

The heart of this Comprehensive Plan focuses on financial sustainability and fiscally responsible decision-making, detailing the city's current fiscal health and analyzing the productivity of different land use types. However, with growth comes challenges, and barriers to success which Gillette is encountering are highlighted and discussed.

Place types are introduced, which are crafted to guide Gillette's character and development pattern. Appropriate locations for these Place types are presented on the Future Land Use Map (FLUM). The Place Types and the FLUM were shaped by extensive community feedback. Alongside the FLUM, the Growth Sectors Map and accompanying text suggest a growth model that makes the best use of the infrastructure network the city has already established and committed to maintain in perpetuity. In essence, the Land Use and Growth Management section is dedicated to a balanced growth strategy that cherishes the community's unique character while embracing the prospects of the future.

LAND USE & GROWTH MANAGEMENT RECOMMENDATIONS

1

Adjust development standards to allow the type of development intended within each place type.

Single-use subdivisions and big-box commercial centers conflict with the community's desired values, particularly fiscal stewardship, affordability, and healthy living. Development standards should be updated to reflect the intended place types and their contextual characteristics. The new standards should also incorporate the principles of complete neighborhoods, as outlined in this Plan, to ensure the community's vision is realized.

2

Implement policies to manage and direct growth while improving financial productivity of new and existing development.

Analysis in this Comprehensive Plan indicates that most of the projected growth can be accommodated within the existing city limits and infrastructure, without the need to extend new infrastructure. The City should use the growth sector map to prioritize development in areas with existing infrastructure, rather than extending infrastructure to undeveloped areas, which would increase long-term fiscal liabilities. Additionally, assessing the fiscal impacts of new development upfront is essential to understand the City's obligations before committing to new projects.

3

Prioritize infill development and revitalization to make the most of existing infrastructure and public services.

Infill development is the quickest way to close the city's resource gap and maximize taxpayer investment. By focusing on vacant parcels, accessory units, and vertical development, Gillette can add density and add variety housing and commercial options without requiring new infrastructure. Smaller units also offer more affordable options for residents and small business owners. All development should respect the neighborhood's character. Promoting local services within neighborhoods reduces travel and strengthens community ties, improving both resource efficiency and quality of life.

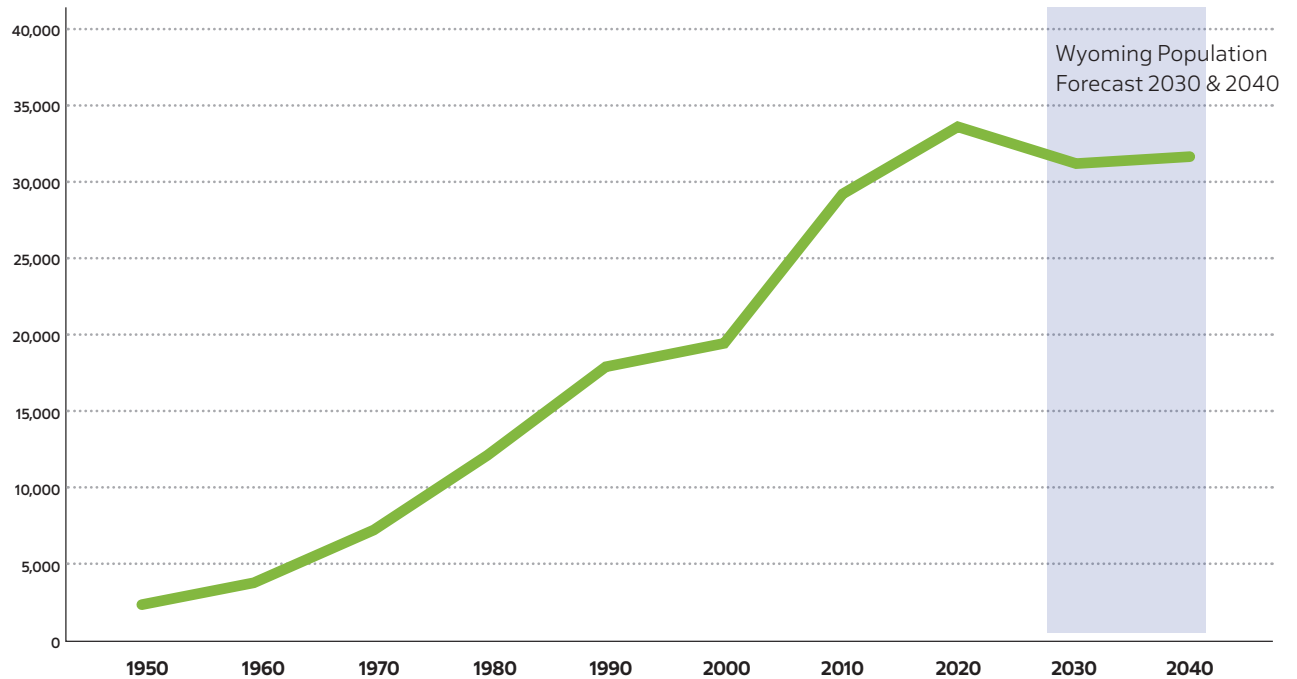
SNAPSHOT

Working Toward Sustainable, Inclusive Growth

Land is the most valuable resource a city has. When land is developed, it is often done with current conditions and immediate benefits in mind, such as additional rooftops, businesses, and the tax base that comes with them. However, what is built also has long term impacts on the community. Housing mix and affordability, pedestrian safety and walkability, infrastructure condition, water quality and supply, and the financial health and resilience of the city are all examples of things that are impacted by development decisions over time. Therefore, decisions about where and how development occurs must look at both short and long-term implications.

The Land Use & Growth Management component provides the framework for guiding decisions and setting policy. This dictates what can be built, where, and when, so the City can capitalize on near term opportunities while ensuring long-term sustainability.

Population Trend



70%
POPULATION GROWTH,
2000 TO 2024

1%
POPULATION DECLINE,
2024 TO 2040
AS PROJECTED BY THE STATE OF WYOMING

SOURCE: US CENSUS BUREAU & STATE OF WYOMING POPULATION FORECAST 2020-2040

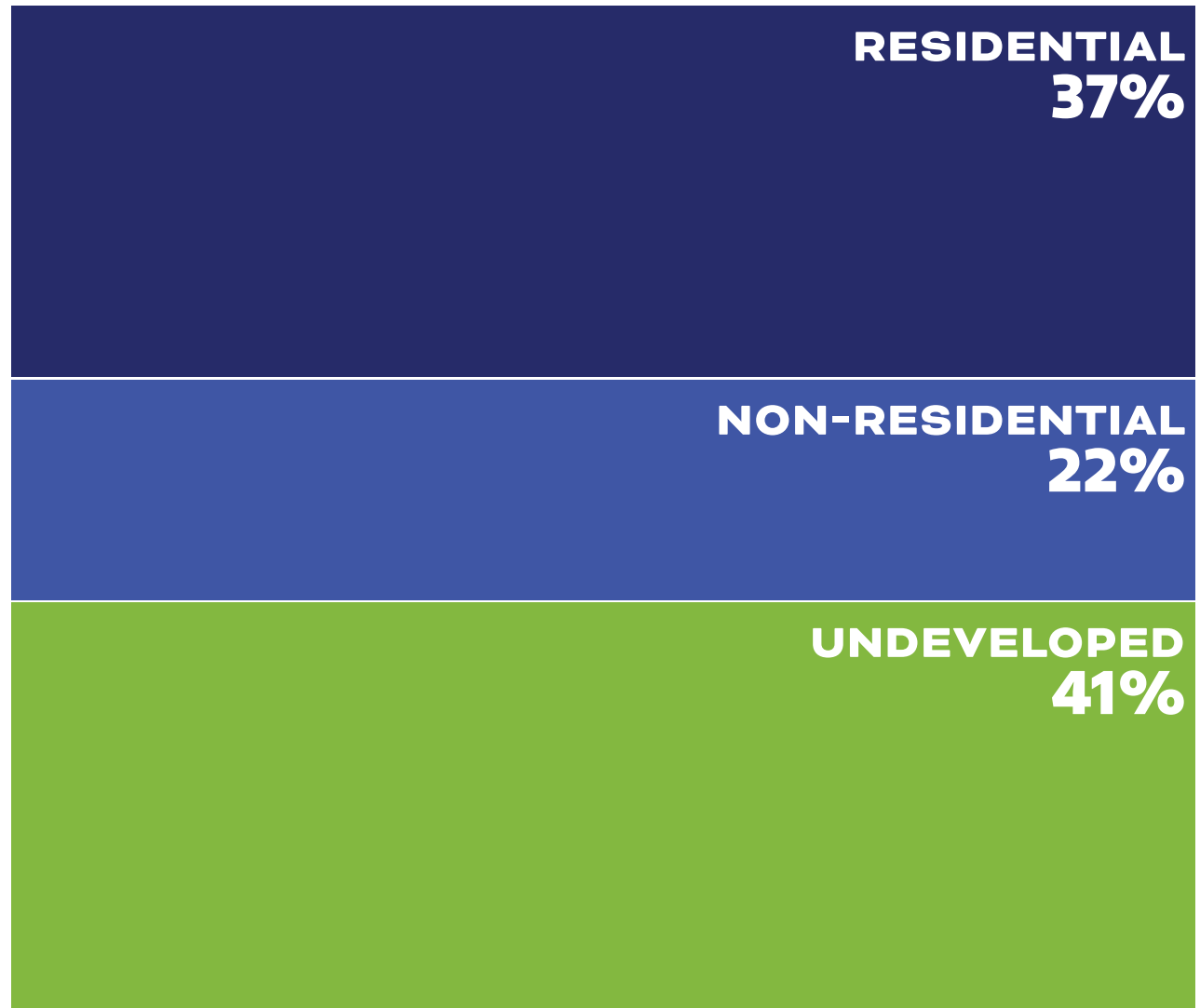
Current Use Breakdown

The majority of Gillette's occupied land area is used for residential development. This residential development exists in older parts of Gillette, within gridded neighborhoods adjacent to or a driving distance away from higher volume roads. In newer parts of Gillette, residential uses are concentrated in pods that have limited entry and exit points, and which have developed along the outer edges of the city.

Of the non-residential uses present, there are many industrial and trade-specific businesses that have been established along highways and generally on sizable tracts; others have fit into the fabric of the city, utilizing and repurposing older buildings and warehouses.

Also contributing to the non-residential mix is big-box retail, strip center retail, and conventional free-standing retail. These are typically separated from residential uses and concentrated along major corridors. To a much lesser extent, there are also pockets of neighborhood- or small-scale businesses. Where commercial developments exist in Gillette, many of them are geographically separated from residential uses by distance, screening, and/or the absence of alternative paths or modes of transportation. The singular example of a mixed-use district is the city's downtown area.

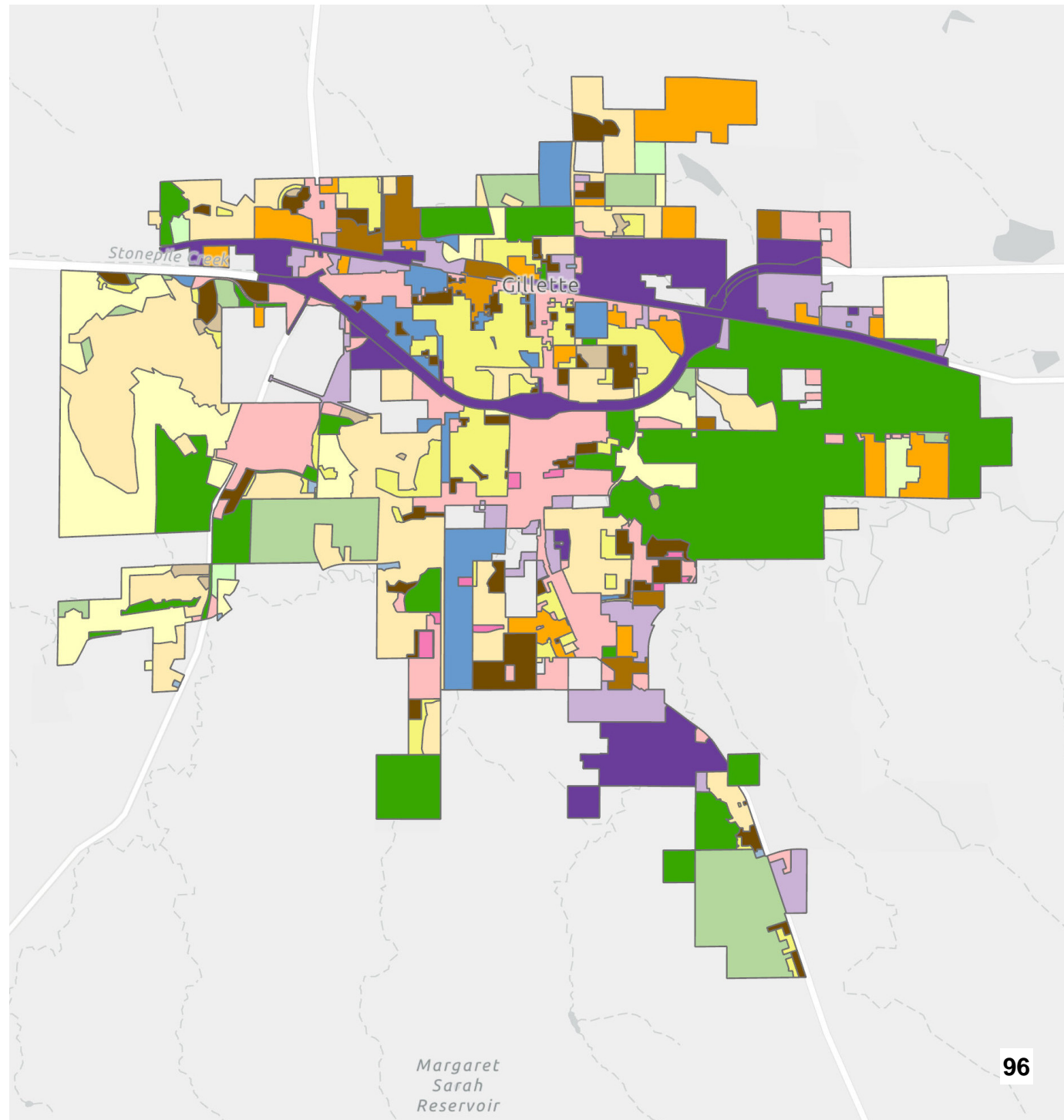
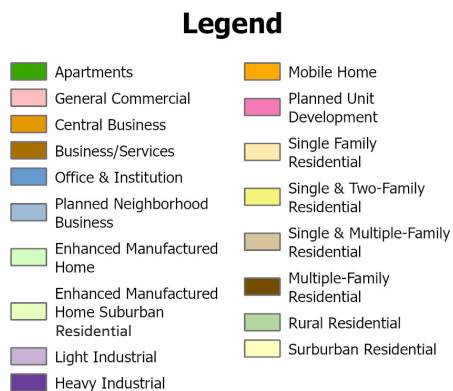
Current Use Proportionality



Zoning

A city's zoning code controls the types of land uses allowed within a certain area of a city. The zoning map shows what type of development is allowed within existing ordinances on every parcel in the city, and the accompanying regulations outline parameters such as setbacks, building coverage, building heights, and parking. Gillette's zoning regulations establish 17 established zoning districts, with a PUD overlay. Many PUDs have been approved with unique development standards. Aside from the PUD zoning district, there are 9 residential districts, 5 commercial districts and 2 industrial districts.

Current Zoning Map



WHERE DOES IT MAKE SENSE TO GROW?



A common approach in communities in recent years has been to expand city limits and extend street and utility infrastructure to greenfield areas to spur growth. However, this approach is also one of the primary causes of fiscal gaps in cities. When cities expand infrastructure, the infrastructure's life cycle begins the day the construction is finished. The longer it takes to develop the property served by the infrastructure, the more critical it becomes for the development that is built to produce higher taxable value so that the city has revenue to pay for maintenance and replacement of the infrastructure when it reaches the end of its life cycle.

Gillette has already built out infrastructure to the majority of its city limits with some exceptions. One exception is in the southwest quadrant, on either side of Skyline Drive as it approaches Force Road/West 4-J Road. Other areas of infrastructure gaps where water or sewer is not easily accessible also exist in the northern portion of Gillette. These include: the northwest corner of East Warlow Drive and North Garner Lake Road, the southwest corner of Little Powder River Road and Northern Drive, and south of Northern Drive.

The focus now should be on infill development of

vacant and underdeveloped lots to maximize the infrastructure the City has already invested in. This has the added benefit of keeping parts of Gillette activated that might fall dormant if development continues sprawling outward following new infrastructure extensions. Alternatively, it can succeed in re-activation of properties where this has already occurred. Any remaining greenfield development should be designed and phased in a way to maximize value productivity of development.

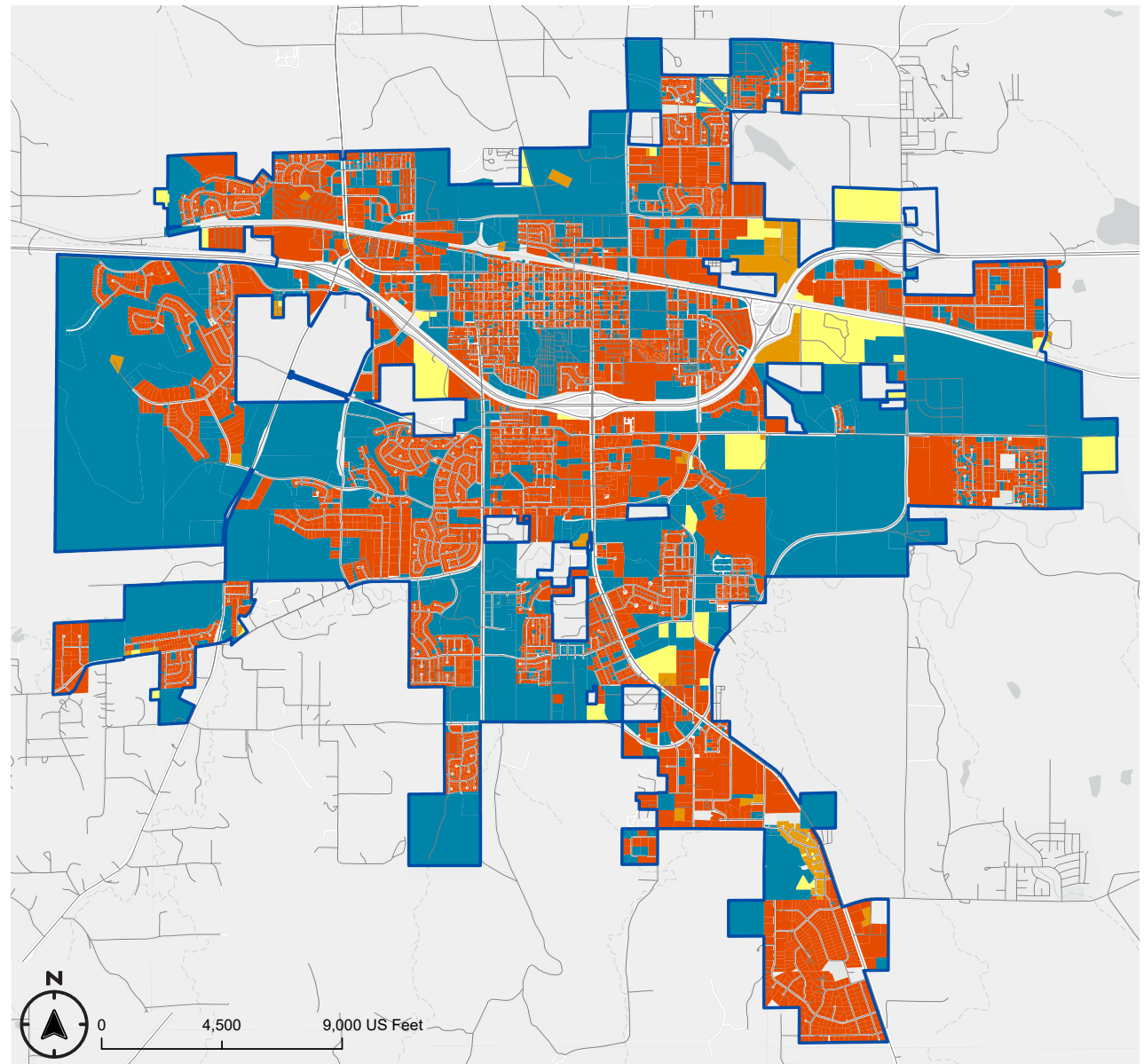
One problem the City of Gillette has faced in recent years is the added burden of inheriting

maintenance in perpetuity of water infrastructure that is substandard in condition and ability to provide adequate fire protection. This places disproportionate pressure on local government budgets and staff. Often, the general public places expectations on local government to intervene and provide. However, there are considerable short- and long-term consequences associated with doing so. It is imperative that the City sets a clear policy that guides these decisions they will inevitably face, and works closely with Campbell County so that these situations do not come as a surprise.

Served & Unserved Parcels

Legend

- Gillette City Limits
- Served & Developed
- Served & Undeveloped
- Unserved & Developed
- Unserved & Undeveloped
- Existing Roadways



Unserved is any parcel that is more than 100 feet from a wastewater line.

*In Gillette, 97% of the land inside the city limits has access to water and wastewater. **Only 43% of the land in that boundary is developed.** This means that the city should concentrate on filling its existing service area with sustainable development before considering any expansion of its infrastructure.*

BARRIERS TO SUCCESS

- 1 *Incomplete Analysis of Proposed Developments*** When new developments are presented to the City, there is not a process that evaluates the short- and long-term fiscal impacts to the community and its taxpayers. Large development projects are often accompanied by annexation requests, possible infrastructure liabilities, development applications, and demands for services. They typically do not include a discussion of long-term maintenance. Small infill projects present opportunities for incremental improvements to properties that enhance mobility, lift up areas of decline, or reactivate important parcels. Without a robust analysis on potential projects, the staff, public, and governing body are deprived of a complete and honest picture of any given project. This hinders their ability to determine what choices are best for the city today and in the future. Additionally, it prevents real dialogue about ways to improve upon proposed projects and anticipate unintended consequences.
- 2 *Monolithic Suburban Neighborhoods*** As prices continue to rise for new housing, single-family detached homes are becoming increasingly unattainable for many. Prioritizing and allowing too much of a singular type of housing artificially drives values higher with a lack of alternatives. This makes it difficult for those who cannot afford the higher price points to make a home in Gillette. Data and research show that the market is shifting to a need for greater range - in housing types, sizes, and prices. They also show an increasing and consistent desire for walkable neighborhoods with a mix of uses that is human-scale, along safe, calmer streets. Housing also impacts economic development of the business community Gillette so deeply desires. Today, many businesses are looking for “places”, where their target audience and their employees are all located in close proximity. Businesses who need skilled employees strategically tend to invest in communities that those types of employees they seek are drawn to.
- 3 *Outdated Codes, Insufficient Tools*** The City currently relies on its zoning map and related code to preside over rezoning requests and matters of compliance. This approach generally means that development is not evolving to meet the changing needs of the community. It also complicates and impedes the ability of the staff to execute an adopted vision as this Plan is updated. Simply put, the best vision only amounts to a document unless the tools which the City has available are calibrated to put that vision into motion. Outdated codes also prevent the progress and innovative approaches to land use that result in the types of areas Gillette residents have shown an interest in. Requiring creative developers and property owners to seek variances and a path of hearings in order to get permission to do something unique and different has the effect of penalizing those projects. The best codes and tools make good development allowed and easy to put into place. Updating the land use approach can improve clarity and reduce staff time in processing them, while ensuring the community's standards and goals are met.
- 4 *Complex Zoning Based on Separating Uses*** Gillette's current land use map and zoning ordinance follow the traditional “Euclidean” model, which separates different land uses. This approach makes driving essential for most daily activities and promotes horizontal city expansion—an unsustainable pattern that rarely supports long-term fiscal health. The zoning ordinance also contains a large number of narrowly defined districts, further dividing housing types into smaller categories that are difficult to mix. This complexity

BARRIERS TO SUCCESS, CONTINUED

makes the ordinance harder to administer and more time-consuming for staff across departments. Public resistance to mixed-use development and “not in my backyard” attitudes remain significant challenges for cities. Yet overcoming these barriers is key to building neighborhoods that are equitable, affordable, and high in quality. While Gillette residents have expressed support for these values, the current zoning framework hinders progress toward them.

SELECTED GROWTH SCENARIO

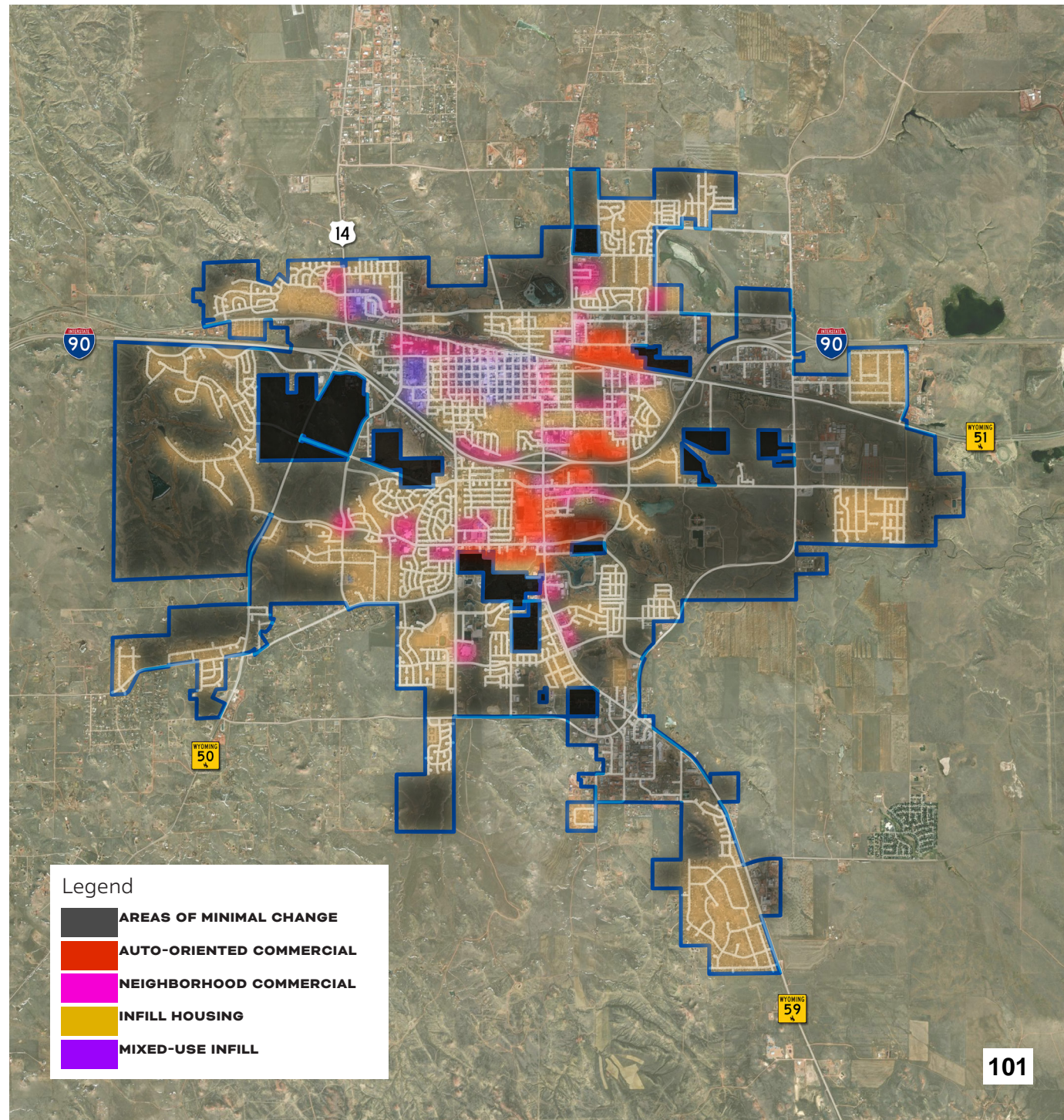
Preferred Growth Scenario Map

Understanding how the community's growth and development pattern can shift is a critical component of planning for the future. Fiscal, infrastructure, policy, and land use decisions are all impacted positively when there is a plan in place that expresses how residents want to see growth harnessed and managed. Growth scenarios are utilized in long-range planning to incorporate community priorities into future projections.

Although Gillette residents did not unanimously agree on the ideal future growth scenario and priorities, a majority of participants favored a fiscally responsible approach. The Comprehensive Plan Advisory Committee (CPAC) also selected this scenario by a wide margin, aligning with broader public feedback on decision-making principles and tradeoffs. This preferred scenario, along with related input, helped shape the Future Land Use Map found on Page 82.

The benefits provided by this scenario are substantial:

- Commercial development is more mixed in scale, allowing businesses of all sizes to have places that fit their needs.
- Residential and commercial uses can fill in vacant and underutilized spaces, supporting one another and creating interesting places.
- Infrastructure investments already made are *maximized*, so that costly extensions are largely unnecessary.
- A larger variety of housing types that offer something for all income levels can be accommodated.
- Driving can become a choice to reach goods and services, instead of a requirement.
- A more resilient and stable fiscal state can be achieved.



Legend

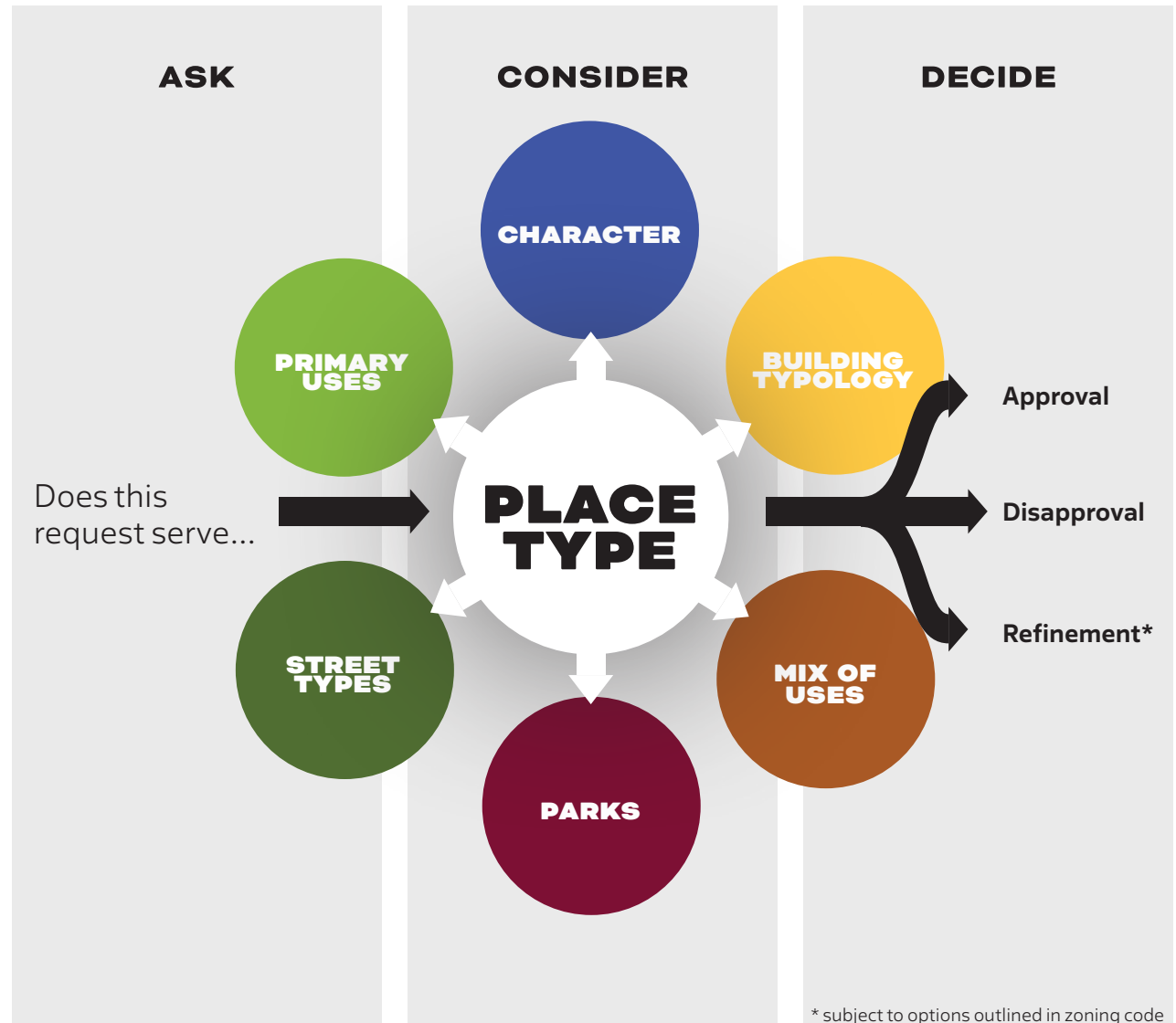
- AREAS OF MINIMAL CHANGE
- AUTO-ORIENTED COMMERCIAL
- NEIGHBORHOOD COMMERCIAL
- INFILL HOUSING
- MIXED-USE INFILL

PLACE TYPES

On the heels of the Industrial Revolution, a primary focus on separating land uses from one another emerged. It was argued by some as critical to preserving quality of life and conditions. Zoning laws formalized this approach, and the increasing dependence on cars led to this sprawling development pattern. It remains a common practice today, though that is beginning to change as cities modernize a more organic and flexible stance on land use regulation. The shift is in part spurred on by the realization that strict separation of uses limits flexibility for buildings and neighborhoods to evolve over time as the market changes. Also, it requires much more infrastructure (roads, water, and sewer) for cities to maintain with limited resources. The pressure it places on roads is extreme, since it makes driving a necessity for everyone.

By integrating uses and building types that are cohesive and result in more complete neighborhoods where a variety of needs and desires are satisfied close to home, cities realize many benefits. This development pattern is more fiscally productive, flexible and resilient. It also produces unique places that offer multiple ways to travel, and a sense of community that is created when streets are active with pedestrian and bike traffic, not just the car. Site design elements like landscaping and open space, exterior building elements, building scale, and sidewalks can help

How Place Types Integrate with Zoning





PLACE TYPES

Rural Living

Complete Suburban Living

Traditional Neighborhood

Regional Commercial

Industrial

create transitions without serving as barriers. The quality of the environment created makes various levels of density feel less intrusive and more pleasant. As discussed earlier in this document, higher density development is advantageous because it maximizes revenue per acre, better offsetting service and maintenance costs and contributing to fiscal resiliency for the community as a whole.

The following pages define and describe each of the place types created in collaboration with

the community. Each place type has a title ribbon matched to the Future Land Use Map, showing where these place types are projected to continue, or to develop in time. The Future Land Use Map is the result of several months of study, research, and discussion with the city staff, city officials, and local residents. Each place type is accompanied by an intensity guide - a descriptor of the level of intensity expected in that place type.

Each place type's page includes a definition and series of photos to both verbally and visually

describe it. These definitions were collectively created and vetted. The photos include examples from Gillette, and other examples from nearby and similar cities to provide inspiration - they are not intended to dictate a particular type of architectural design or style. They provide an "at a glance" idea of each place type's character, which is key to successful implementation. The bottom of each place type's page shows the types of buildings expected and appropriate, given the character of that place type.

RURAL LIVING

Low Intensity

This place type is characterized by large lots with single-family homes in rural settings located away from the city center as well as away from public services. This type of development leaves an ample amount of surrounding open space and should demand minimal infrastructure investment.

Parking and public space concerns are low as most lots have enough of both to suit their users, but opportunities for natural preserves should be explored when possible.

Though this place type will almost exclusively be single-family homes, it is to be expected that home-based businesses may thrive in this environment.

New rural estate areas should be avoided, as large single-family lots paired with the ongoing maintenance of water and wastewater infrastructure simply do not produce enough value to cover their own expenses. When considering manufactured homes in these areas, they should be constructed in a manner that is compatible with existing nearby properties and grouped together where possible.



RESIDENTIAL TYPOLOGIES							MIXED-USE TYPOLOGIES			NON-RESIDENTIAL TYPOLOGIES		
Single-Family Detached	Accessory Unit	Manufactured Homes	Townhouse	Cottage Court	Smallplex	Apartment	Live-Work	Few-Over	Many-Over	Neighborhood-Scale Commercial	Regional-Scale Commercial	Industrial

COMPLETE SUBURBAN LIVING

Low to Medium Intensity

This place type is comprised of existing neighborhoods in Gillette that are suburban in form but largely incomplete because of the lack of connectivity and lack of variety in housing types. These places were built in the post-World War II style of large lots with bigger yards and curvilinear, winding streets. This typical suburban development style should not be replicated in the future, but redevelopment within this place type should seek to improve connectivity and housing variety. Thanks to the layout and lot arrangements, these places have opportunities for the introduction of modestly sized additional housing, both accessory housing and secondary units, as well as moderately dense housing typologies. Making use of excess land can fill in gaps, enhance affordability, and make these areas fiscally sustainable.

Although these developments are historically and currently self-contained, neighborhood-scale commercial can be integrated in existing redevelopments. Neighborhood-scale commercial uses can occur as home-based businesses and services, pop-up facilities, or residential structure conversions. Stacked or horizontal live-work arrangements that are residentially scaled would also be well-suited to this place type. Neighborhood-scale commercial should be allowed along key intersections and higher intensity roadways, ensuring there are plenty of opportunities within

walking distance for residents. Auto-first strip centers are out of scale with this place type.

Creating better connectivity whenever possible is essential. Walking and biking should be prioritized when reviewing the design of a street or when making a connection to a city-wide trail or a small nearby neighborhood park. Parking can happen along the street or be accessed via the driveway or rear alley. New dead-end streets and cul-de-sacs should not be permitted; streets should fully connect and offer multiple paths to any destination.

When considering manufactured homes in these areas, they should be constructed in a manner that is compatible with existing neighborhoods as long as they are similar in nature and form and grouped together where possible.



RESIDENTIAL TYPOLOGIES							MIXED-USE TYPOLOGIES			NON-RESIDENTIAL TYPOLOGIES		
Single-Family Detached	Accessory Unit	Manufactured Homes	Townhouse	Cottage Court	Smallplex	Apartment	Live-Work	Few-Over	Many-Over	Neighborhood-Scale Commercial	Regional-Scale Commercial	Industrial

TRADITIONAL NEIGHBORHOOD

Medium Intensity

A traditional neighborhood is not suburban. Traditional Neighborhoods consist of smaller lots, smaller setbacks, shorter blocks, mixed housing typologies and a mix of uses. Additional identifiable features of this place type are walkable streets, grid street pattern, shared community spaces and intermediate density. These areas create places where residents can live, shop, work, and gather. They can do this easily on foot because people are emphasized over cars in this place type. The downtown area of Gillette is a great example. This organic mixing of residential and commercial scales and activities allows the area to adapt and change over time to suit the needs of its inhabitants.

Though it is not required for uses to always be mixed within the same building, it is important to note that large single-use developments (such as large multiplex apartments or retail centers with large land area devoted to parking) do not suit traditional neighborhoods. Mid-size multiplex apartments should be located at the edges of neighborhoods adjacent to other intensities of uses. Commercial business uses are generally located along a corridor of some kind, often a high-profile avenue or traffic roadway that serves as the edge of a neighborhood or at intersections. The front doors of the commercial uses should be oriented towards the street. Street parking, quality streetscape design, larger sidewalks and continuous building

frontages are very important here as it creates a pleasant experience for people who traverse the area on foot. The location of parking lots should be in the rear or beside commercial buildings to make sidewalks more pedestrian-oriented. Large parking lots which separate the building from the street would be out of scale here. If larger vehicle parking already exists here, sharing of parking should be encouraged. These areas often begin as transitional spaces.

Public spaces are critical components of Traditional Neighborhoods as they contribute to an attractive pedestrian-oriented environment. Public spaces can be created through good architectural practices like forecourts and pedestrian amenities in building setbacks.



RESIDENTIAL TYPOLOGIES							MIXED-USE TYPOLOGIES			NON-RESIDENTIAL TYPOLOGIES		
Single-Family Detached	Accessory Unit	Manufactured Homes	Townhouse	Cottage Court	Smallplex	Apartment	Live-Work	Few-Over	Many-Over	Neighborhood-Scale Commercial	Regional-Scale Commercial	Industrial

REGIONAL COMMERCIAL

High Intensity

These places are first identified by their principal focus on auto-oriented traffic. Logically placed near high-traffic intersections such as along Highway 59, these spaces bring people from many surrounding neighborhoods. Typical uses will include regional businesses such as restaurants, retail, gas stations, and offices. These spaces often do not pencil out fiscally for cities. To create a more sustainable development, care should be given to make the experience for users pleasant once they exit their vehicle. The era of mile-long linear strip centers that require multiple car trips through the parking lot to get to the business a resident might want to visit has passed. Although these developments are auto-oriented and draw in a larger customer pool from across the region, it is important to understand that an otherwise auto-oriented building can be part of a broader mixed-use development. These developments can sometimes be made more fiscally sustainable for the city by allowing multifamily over or adjacent to commercial in these spaces and by promoting the placement of smaller user buildings adjacent to street frontages.



RESIDENTIAL TYPOLOGIES							MIXED-USE TYPOLOGIES			NON-RESIDENTIAL TYPOLOGIES		
Single-Family Detached	Accessory Unit	Manufactured Homes	Townhouse	Cottage Court	Smallplex	Apartment	Live-Work	Few-Over	Many-Over	Neighborhood-Scale Commercial	Regional-Scale Commercial	Industrial

INDUSTRIAL

Medium to High Intensity

Industrial consists of primarily intense commercial or industrial uses; however, the nuisance-laden nature of industry during the early 20th century has evolved thanks to technology and improved efficiencies. As such, characteristics which encouraged far-flung placement of industrial operations are not as prevalent. This place type includes technology industries, light to heavy manufacturing, warehousing, distribution centers, warehouse showrooms, outdoor operations, and storage.

These areas should be located along roadways that have adequate capacity to serve their daily vehicle trip generation which include employees, customers and larger industrial vehicles. However, it is important that the ability to mix uses inside an industrial building is maintained.

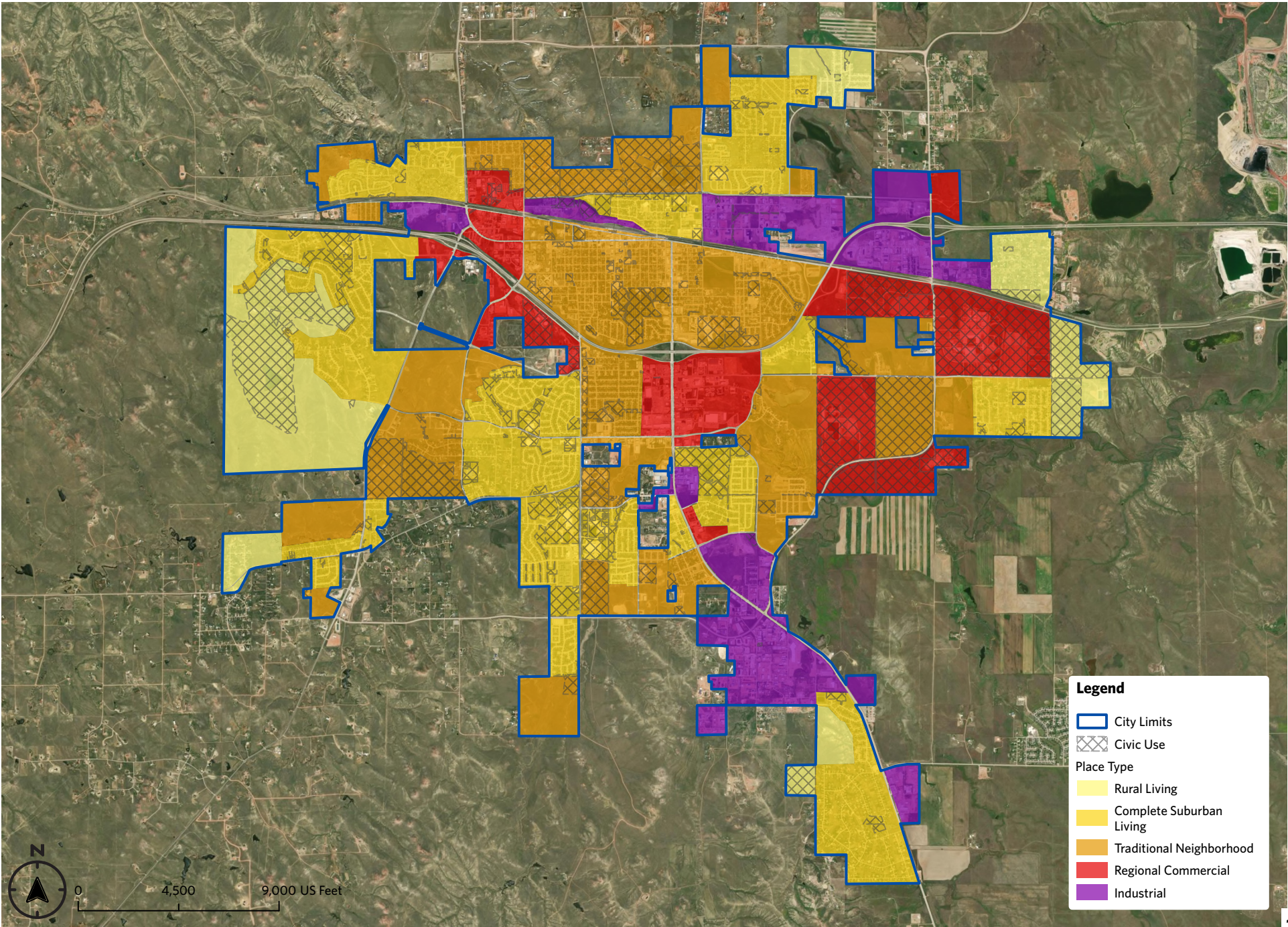
It is important to consider that limited housing capacity, such as workforce housing, should be allowed in this place type as many industry users of varying size find it to be particularly advantageous to have employees in close proximity to these sites. The design and layout of these accessory residential buildings, ranging from live-work dwellings to manufactured homes, should promote cohesiveness and compatibility with the larger main use while boosting neighborhood living.

In arranging sites, the placement of more human-scale elements like showrooms, offices, and lodging should be located along the property edges, intersecting roadways and other place types to aesthetically enhance the site from a user perspective and act as buffers from the heavier operations. Parking requirements should be determined by the users of the development but should generally be placed behind structures and away from roadways.



RESIDENTIAL TYPOLOGIES							MIXED-USE TYPOLOGIES			NON-RESIDENTIAL TYPOLOGIES		
Single-Family Detached	Accessory Unit	Manufactured Homes	Townhouse	Cottage Court	Smallplex	Apartment	Live-Work	Few-Over	Many-Over	Neighborhood-Scale Commercial	Regional-Scale Commercial	Industrial

FUTURE LAND USE MAP



GROWTH SECTORS

The growth sectors and accompanying map provide a framework to guide development to maximize land productivity (via increased tax revenues) and infrastructure investments. By prioritizing growth into certain areas of the city and controlling development in others, the City can increase tax revenues, provide reliable service delivery, improve infrastructure, and improve housing affordability and options - all without necessarily having to raise the tax rate.

When a new residential or commercial project is built in an undeveloped part of the city, it increases city revenues but also increases the demands on the city's infrastructure systems (roadways/traffic, water and wastewater) and services (police, fire, parks and recreation, etc). The most fiscally productive manner for a city to grow is to prioritize infill and vertical expansion where there is already existing development and infrastructure. When new development is desired, it should be added incrementally in areas immediately adjacent to current development and infrastructure. Annexation should be managed such that the shape of the city can have as much contiguous growth as possible, minimizing "fingers" and outparcels. The Growth Sector Map shows where development is desired in order to improve fiscal productivity and align service costs with what residents are willing and able to pay.

The growth sectors are shown on Page 85. Paired with the map on Page 8283, they capture Gillette's desired approach to growth management. This approach is focused on prioritizing growth in areas where investments in infrastructure and services have already been made, in order to maximize those significant costs. The color bars shown alongside the description and representative images of the Sectors match the references to those sectors in the information

The Fiscal Benefits of Utilizing Growth Sectors

Broadly speaking, the place types described in this chapter will create more value in a given area than the development patterns found on the edges of Gillette today (the status quo). Adopting policies which prioritize and provide for this new pattern of development are critical. By adopting them, it can be ensured that the values - and therefore the net revenue - for covering municipal services can be paid for by the development alone. This improved development pattern, paired with a growth management strategy, is the surest way to see improvement in the city's bottom line. This strategy must focus on thickening the development in the Infill & Enhance Growth Sector. It must also insist upon high performing development in the Controlled Growth Sector. Finally, it should discourage development in the Restricted Growth Sector. At a minimum, community resources

should not be invested in infrastructure outlays in this sector, nor should the City accept maintenance responsibility of privately-installed infrastructure.

Growth Sectors



This sector includes fully serviced areas with existing development where higher intensity, mixed uses, and added population are encouraged. Located primarily in Gillette's core, these areas should be prioritized for infill, redevelopment, and infrastructure improvements that support more residents and businesses, improve walkability, and maximize existing assets. This approach strengthens fiscal sustainability, preserves character, and expands housing choices in ways that reflect community values.



This sector includes vacant or entitled land within city limits and near existing infrastructure. Development here should align with this plan's goals—particularly around housing variety and long-term fiscal health—and be consistent with the area's place type. Proposals that intensify use and activate nearby infrastructure should be prioritized. These areas represent logical next steps for growth and should be evaluated closely to ensure new development supports a sustainable future for Gillette.

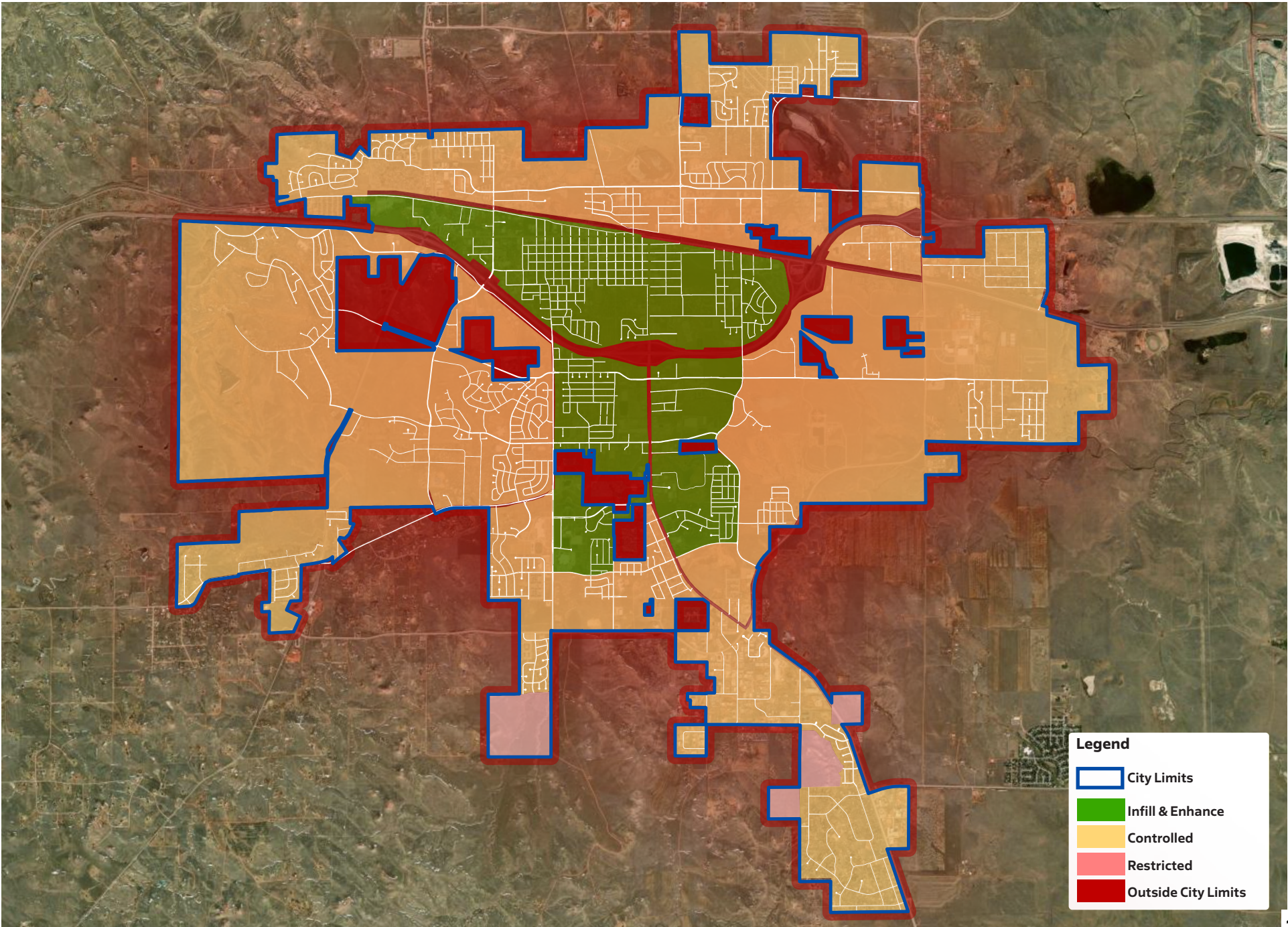


Located at the farthest edges of city limits, this sector includes land disconnected from existing development, often valued as agriculture, habitat, or open space. Infrastructure expansion here should be avoided, as it imposes long-term costs that outweigh short-term benefits. Any growth should be self-serviced, without city subsidies, to protect Gillette's fiscal health. Infrastructure begins aging the moment it is built, and achieving a return on investment takes years—often at the expense of existing taxpayers.



This sector includes nearby unincorporated areas and annexation "islands" not under city jurisdiction. While outside Gillette's control, development here should be treated like Restricted Growth—avoiding city services unless a detailed fiscal analysis confirms a clear benefit. Extending infrastructure to these areas is often more burdensome than beneficial, and annexation should only be considered when a project demonstrates a positive net impact on the city's finances and service capacity.

GROWTH SECTORS MAP



Legend

- City Limits
- Infill & Enhance
- Controlled
- Restricted
- Outside City Limits

Mobility & Connectivity

This component emphasizes the direct relationship between the design of a transportation system and the resulting development pattern. Gillette is in a unique position with a relatively small area of city-maintained streets and is on the verge of substantial growth. There is a real opportunity to move away from the traditional autocentric transportation model—a model central to expanding and insolvent suburban cities as we recognize them today. However, this model brings challenges that can hinder mobility for not only vehicle owners but also pedestrians and cyclists, especially when rapid and unchecked growth occurs.

Here, these challenges are addressed, and recommendations are made to move Gillette toward a truly multi-modal system. The component

underscores the need for a harmonious balance between corridor functions and their designs. It also introduces the concept of “Stroads”. It articulates the failures of a street/road hybrid, and how to correct these thoroughfares into functional movers of people and goods (roads), or an economic engine (streets).

Using detailed research, the relationship between thoroughfare design and pedestrian safety is presented. A new set of thoroughfare classifications for Gillette are presented, and their logical placement is mapped to give the City the tools it needs to continue improving its transportation network.

MOBILITY & CONNECTIVITY RECOMMENDATIONS

1

Adjust the default mobility planning approach to include possibilities for non-vehicular trips.

The conventional mobility planning approach relies heavily on traffic models, which prioritize vehicles and lead to a cycle of auto-centric development and the construction of more, wider roads—an approach Gillette can't afford. Instead, non-vehicular trips should be explicitly prioritized in street design, land use, and development patterns that support these modes of travel. As a result, the amount of space allocated to vehicles in the right-of-way can be reduced.

2

Maximize the long-term financial sustainability and efficiency of mobility infrastructure.

The city's existing street infrastructure exceeds its long-term maintenance capacity without additional funding. Proactive maintenance and strategies to reduce pavement width can extend the lifespan of existing infrastructure, while growth management tactics can increase tax revenue productivity

in developed and newly developed areas. Together, these can help close the infrastructure funding gap over time.

3

Utilize tactical, low-cost improvements to incrementally transition auto-oriented roads to slower-speed, pedestrian-friendly streets.

Gillette is currently a community where most people drive to most things, so transitioning to complete neighborhoods will be a gradual process. An important initial step is to narrow lanes to slow traffic inside existing neighborhoods, add bike lanes, and delineate on-street parking in areas where neighborhood commerce exists or could be supported in the future. These improvements will help prioritize pedestrians and cyclists while supporting local businesses. These changes can be implemented quickly and cost-effectively using paint, planters, and other temporary materials, with the potential to become permanent as funding becomes available. By taking a step-by-step approach, the City

4

Provide mobility options for everyone.

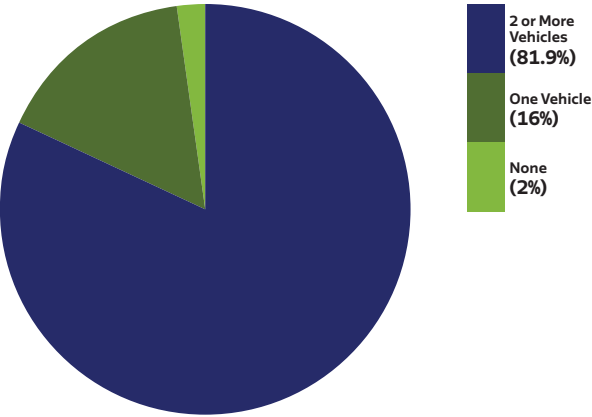
Building and maintaining a well-connected network of sidewalks, bike facilities, and other forms of right-sized public transportation (like micro-mobility options) is essential. This will ensure that everyone, regardless of their background or access to a private vehicle, can navigate the community safely and conveniently. When people have access to safe, convenient transportation options, they are more likely to engage with their community, whether it's for leisure, social events, or civic activities. A lack of mobility options can contribute to sedentary lifestyles and health problems, as people may be forced to rely on cars for every trip, even short ones.

SNAPSHOT

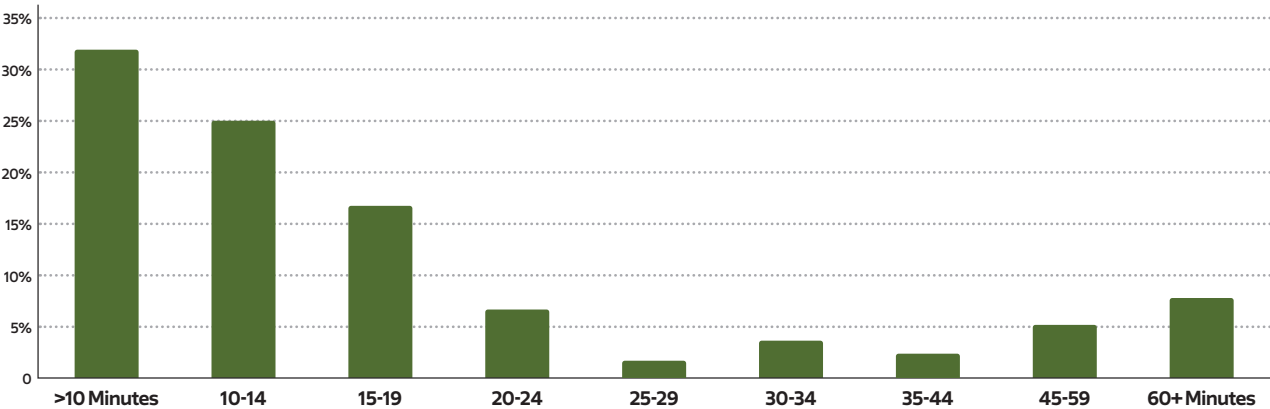
Transportation and land use go hand-in-hand in determining the look and feel of a community. If a city plans and builds neighborhoods around auto-oriented development, it will take on a more spread-out form. This form will have separated residential, shopping, and employment uses. Unfortunately, this approach creates more issues - it requires more infrastructure, generates more traffic, and is intimidating to people walking or on a bicycle. If a city prioritizes walkable, complete neighborhoods, then more uses are integrated together in a compact form. The result? There are fewer driving trips needed and less infrastructure to maintain.

The Mobility & Connectivity component of this Plan provides a framework to transition Gillette’s mobility network and street sections from the current autocentric focus to a mixed system that is more safe and sustainable. This type of system complements strategies outlined in the Land Use & Growth Management and the Housing & Neighborhood components that will enable the city to make progress toward its collective vision.

Household Access to Vehicles



Resident Travel Time to Work

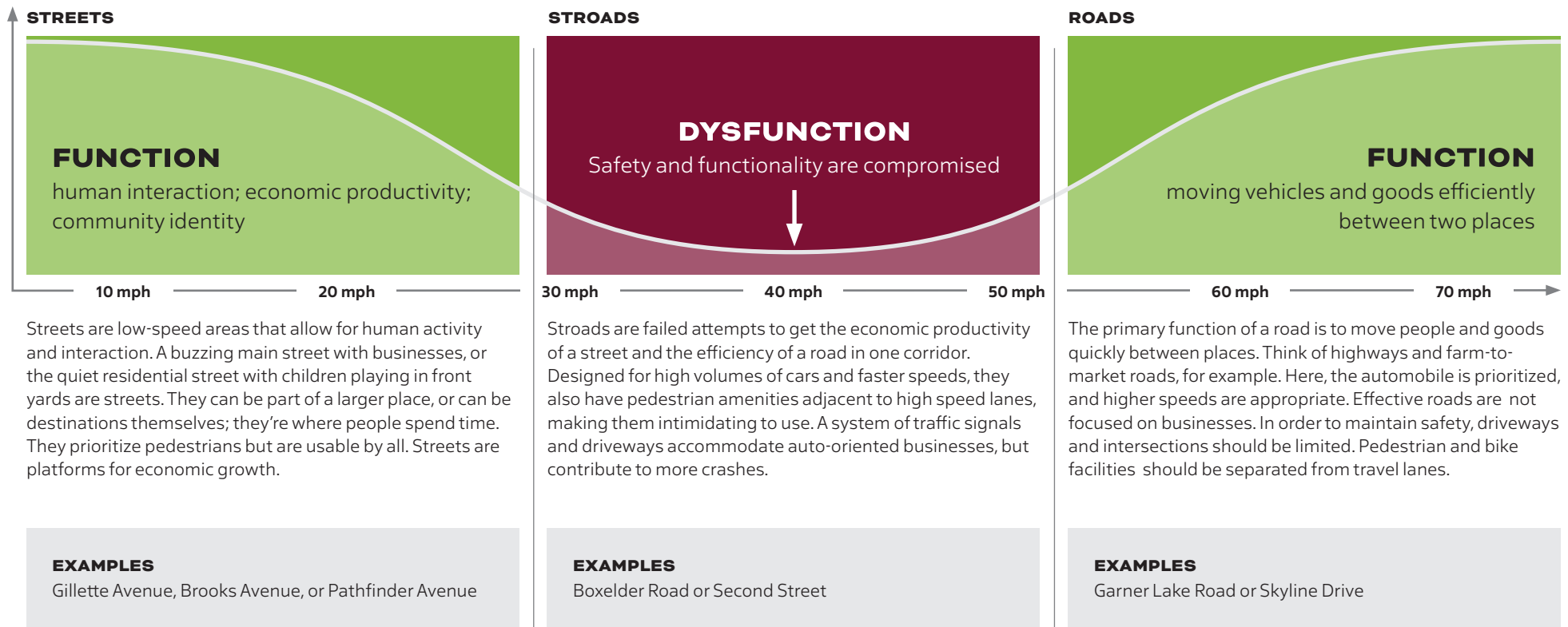


ALIGNING CORRIDOR FUNCTION WITH DESIGN

A mobility network must serve two purposes simultaneously. First, to provide the capacity for economic productivity; second, to get people and goods to the places they need to be. The network must allow movement throughout the community—whether by car, public transit, walking, or biking.

The transportation system can either help create the kind of safe, walkable community

residents desire, or it can get in the way. The key is in understanding that different parts of the transportation network serve fundamentally different purposes. Streets and roads are not interchangeable. They are both necessary in a mobility network, but are inherently different tools.



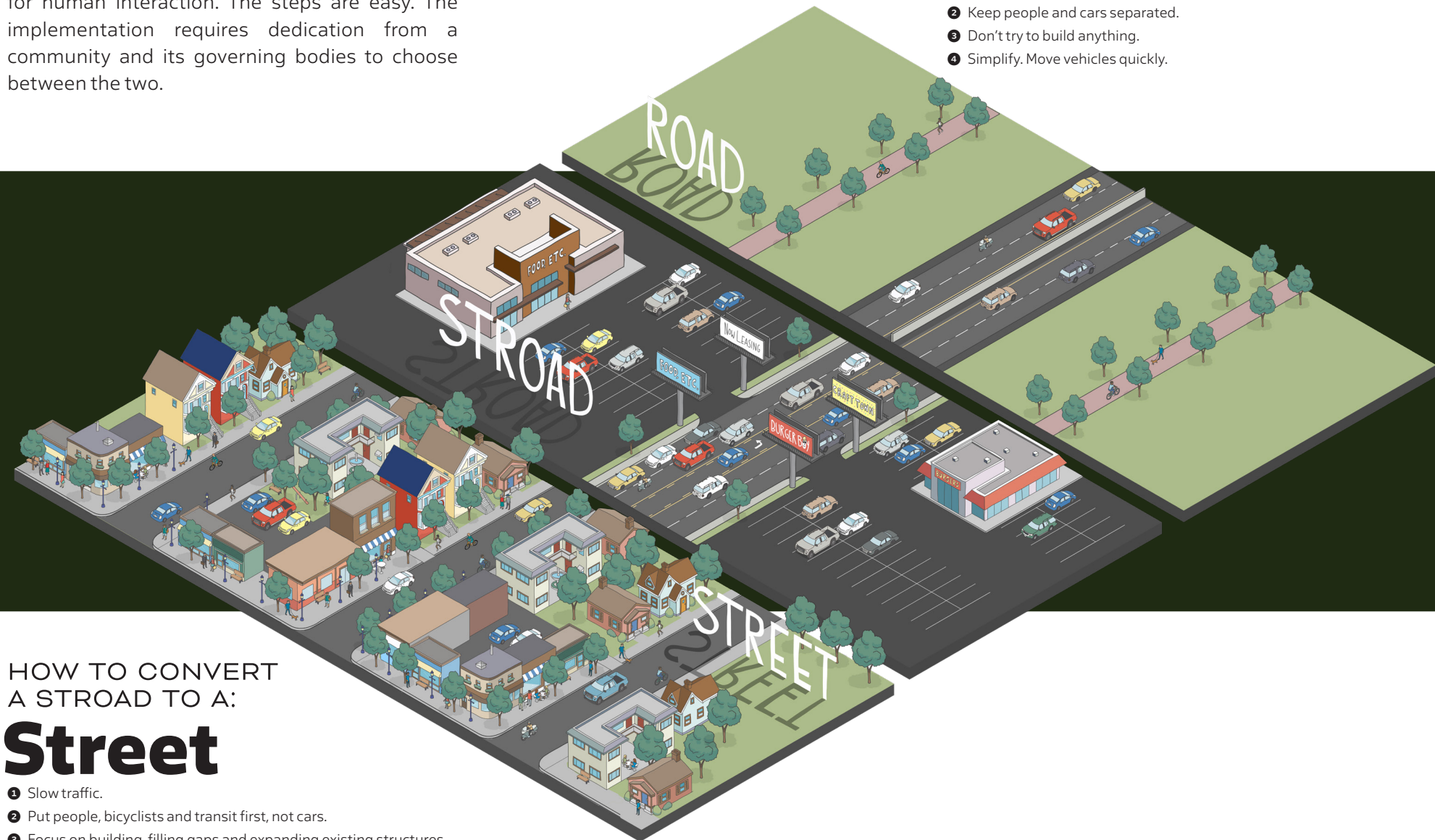
CONVERTING STROADS

A stroad is not an insurmountable problem. It can be converted into either a road for transporting goods and people between places, or a street – an economic engine and location for human interaction. The steps are easy. The implementation requires dedication from a community and its governing bodies to choose between the two.

HOW TO CONVERT A STROAD TO A:

Road

- 1 Limit access. Seek to close existing accesses.
- 2 Keep people and cars separated.
- 3 Don't try to build anything.
- 4 Simplify. Move vehicles quickly.



HOW TO CONVERT A STROAD TO A:

Street

- 1 Slow traffic.
- 2 Put people, bicyclists and transit first, not cars.
- 3 Focus on building, filling gaps and expanding existing structures.
- 4 Embrace complexity. Stay adaptable.

THE AUTO-FOCUSED MOBILITY MODEL

Gillette does not have a robust public transportation system in place, due to the current state of funding available for a community this size. Also, it lacks a well-connected bike and pedestrian network, which can work in a community of any size. In addition to the lack of multimodal options, the majority of roads are designed primarily for vehicles, which makes them unsafe for those biking or walking. Roads are built very wide, and therefore - regardless of the speed limit sign posted, drivers feel they can drive faster than they should. Another problem is the difficulty for those who either can't afford a car or don't want to drive everywhere to get around the city.



BARRIERS TO SUCCESS

1 A Development Pattern Built Around the Automobile The compact grid pattern established in the 1890's found in Downtown Gillette historically provided residents a walkable lifestyle with their housing, goods, and services all within a confined area out of necessity. In the last 50-60 years, development in the city has been designed around the automobile. As a result, employment, entertainment, and retail uses were separated from residential areas. Now it is nearly impossible to access daily needs quickly and safely without a car. This autocentric approach results in more and longer trips that require more and wider roads. The design is skewed to accommodate drivers, so it makes getting around on foot or bike extremely unsafe and inconvenient. The additional roads, lanes, bridges, and traffic signals required to support this pattern are expensive to install and maintain. By integrating commercial uses into local neighborhoods and designing streets that encourage biking and walking, trip volume and length can be reduced.

2 The Presence of Stroads Exacerbates Congestion Gillette has a large number of "stroads." "Stroads" are multi-laned thoroughfares that are known as street-

road hybrids. They are the result of trying to mix the purpose of a street (making a place for people to engage with businesses and neighborhoods) and a road (a high-speed link to connect places); Highway 59 and South Garner Lake Road are just two examples that are intended to move large volumes of vehicles quickly, but don't function as well as intended due to the frequency of traffic signals, driveways, and median openings. Too many access points negatively impacts the flow of traffic. On the other end of the spectrum, there are locations in the city where access is limited due to too few lanes or poor intersection design, such as the intersection of South Burma Avenue and West 4th Street. Other examples include intersections along 2nd Street and east of the South Gurley Avenue bridge.

3 Annexation and Weather Complicate Maintenance Efforts The annexation of land is sometimes accompanied by an unintended consequence: addressing substandard infrastructure. As land is annexed, so is the infrastructure that has been built within it. More often than not, the infrastructure that was initially constructed in these areas were subject to design standards that required far less

than the City's standards, and were often not built nor maintained in a condition to accommodate the demands it experiences. The city also undergoes several weather events throughout the year that stress pavement more than in more moderate climates.

4 Underfunded Maintenance and Replacement Budget The City is in a phase where street maintenance is addressed as issues arise and, where possible, based on the age of streets. Some of the deterioration is due to older streets reaching the end of their life cycle. In addition, the amount of miles and width of roads has drastically increased over the past three decades. In the 1990s, the City was responsible for 233 total lane miles; this increased to 372 in the 2000s. It increased again in the 2010s, bringing the total to 428 miles. Additionally, the average width of arterial and collector streets increased three to four feet since the early 2000s. Gillette's current development pattern and budget will not provide sufficient revenue to replace all of these roads when they reach the end of their life cycle. In order to maintain a safe and functioning roadway system in the future, new revenue sources will be required to cover the life cycle costs. One part of the

BARRIERS TO SUCCESS, CONTINUED

solution is exploring strategies that reduce costs. Reducing pavement width, better using roadways to include other mobility options, and focusing development within the city's current thoroughfare network are ways this can be accomplished.

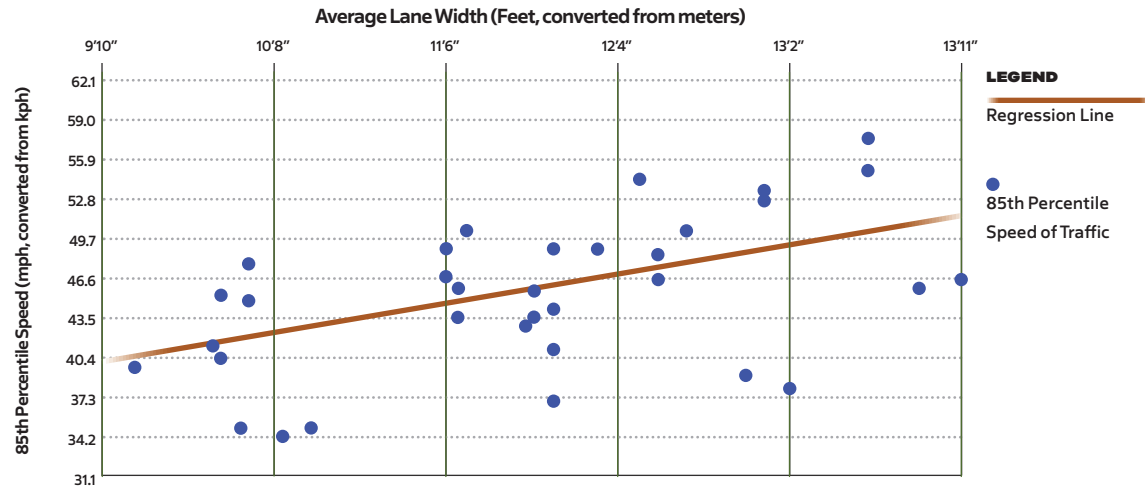
along arterials and collectors. It can also, in the case of local streets, make them more pedestrian-focused by reducing the number and width of vehicle lanes, adding bike facilities, and enhancing pedestrian paths and connectivity within neighborhoods.

5 ***Street Design Prioritizes Traffic Volume/Speed Over Safety*** Gillette's street design approach historically prioritized traffic volumes, travel speed, and driver safety over the safety of people on foot, and on placemaking. Three of the primary concerns expressed by residents during the planning process were: deteriorating street conditions, speeding in neighborhoods, and lack of pedestrian-friendly facilities and neighborhoods. The majority of streets in Gillette are excessively wide, especially in residential areas. Bike and pedestrian trails are limited, and where they do exist, they are located and built in a manner that makes those using the facilities vulnerable to vehicles traveling at speeds in excess of 30 mph. From a fiscal perspective, the wide pavement sections are costly to build and maintain. One of the top priorities of this plan is to evaluate and retrofit corridors throughout the city. Doing so can result in more effective movement of vehicles by minimizing pedestrian uses and conflicts

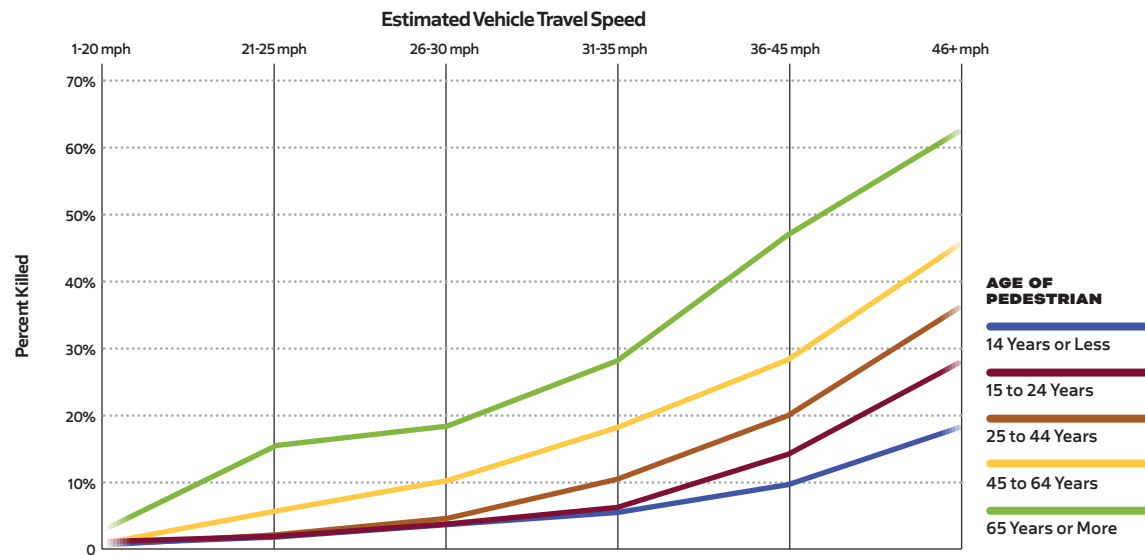
TRAVEL SPEEDS & SAFETY

The speed at which automobiles travel (as opposed to the designated speed limit) has a direct effect on how safe that roadway is. Multiple studies have shown that the likelihood of a fatal injury to someone hit by a vehicle drastically increases when speeds exceed 30 mph. Designing a road with narrower lanes and physical objects in close proximity to the street that naturally make drivers travel at slower speeds is a far more effective way of reducing crashes and serious injury than very high enforcement, 'tack-on' traffic calming like speed humps or speed limit reductions.

Wider Lanes Correlate to Higher Speeds



Higher Speeds Correlate to More Fatal Injuries

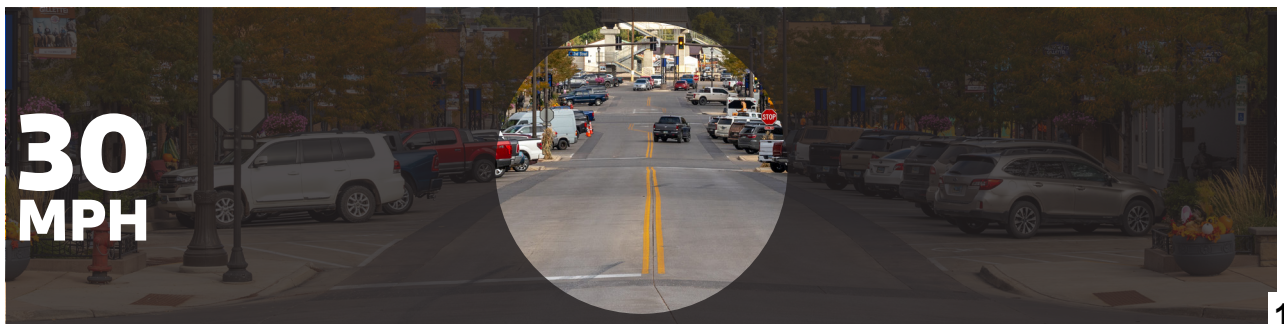


"Wider Lanes Correlate to Higher Speeds" Redrawn from NACTO's Urban Street Design Guide – Chart source: Fitzpatrick, Kay, Paul Carlson, Marcus Brewer, and Mark Wooldridge. 2000. "Design Factors That Affect Driver Speed on Suburban Streets." Transportation Research Record 1751: 18-25.

"Higher Speeds Correlate to More Fatal Injuries" Redrawn from Literature Review on Vehicle Travel Speeds and Pedestrian Injuries, 1999 Figure 2 U. S. Department of Transportation National Highway Traffic Safety Administration

AUTO SPEED AND HUMAN REACTION TIME

At higher speeds, the driver of an automobile is required to focus their attention farther down their intended path. This reduces their effective field of vision significantly. In areas with large numbers of pedestrians such as downtown and residential neighborhoods, street design should slow cars down to widen the field of vision. Where the environment is designed for cars to move at higher speeds, pedestrian crossings and facilities should be minimized as much as possible. When they are included, extra care should be taken to incorporate physical barriers and increased buffer distances to separate pedestrians from vehicles.



PICKING THE RIGHT SYSTEM

Transportation networks are generally built around a system of arterial streets, which allow both connectivity and continuity. Inside this arterial street framework is a more local network of thoroughfares, which tend to be designed in one of two ways: suburban or traditional. These are shown to the right.

Gillette's current system is a hybrid of these two systems. Gillette has few pockets with a solid traditional grid network, providing a strong foundation for walkable, mixed-use development neighborhoods. The suburban part of Gillette's system is more noticeable outside of downtown.

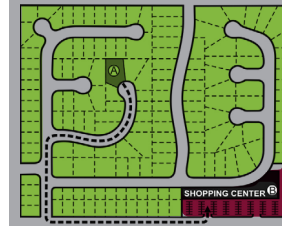
However, the hierarchical system has not been followed consistently over time, which has resulted in poor connectivity between arterials and collectors. As such, numerous corridors that were intended to serve as collectors (with wider right-of-way and pavement) instead function as local streets (with residences fronting the streets and dead-end or tee intersections).

The philosophy represented herein is a transition toward more of the following elements:

- 1 A traditional grid system with a tighter network of pedestrian-focused neighborhood and collector streets bordered by sidewalks (within neighborhoods). Intersections are plentiful, blocks are shorter, and there are several possible routes to any destination.
- 2 An improved access management approach and improved road design on arterials that prioritizes safe and efficient vehicle movement (between sectors of the city). These act as links to places and are kept uncluttered by strip commercial development, so traffic flows smoothly. This also helps the places they connect become more desirable and productive people-first destinations.
- 3 A network of parallel bicycle facilities that connect to major destinations (throughout the city).

In this way, the transportation network can better align with the intent of the Land Use Map, the vision, and the principles within this plan, making it more user-friendly overall.

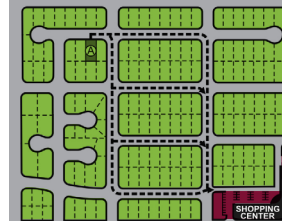
SUBURBAN



While conventional suburban networks reduce through traffic in the inner parts of the network (on curvilinear residential streets and cul-de-sacs, for example), they funnel and magnify traffic on the main arterial network, which requires larger, more expensive roads.

Major arterials in a conventional suburban area can be spaced up to a mile apart, where the City is willing to accept roads of up to six lanes, and these are supplemented by minor arterials spaced at most a half-mile apart. This is an autocentric mobility pattern that requires most trips to be completed by driving.

TRADITIONAL



Traditional networks spread the traffic out over a network of connected streets, which may increase traffic on some streets but greatly reduces heavy traffic and the need for overly-large arterials. These areas are intended to be walkable and often include a mix of uses, which requires a tighter grid of streets that create short blocks.

A traditional network has few if any major arterials, and minor arterials are generally closer together—separated by a half-mile or less. Some of these are also designed as primary corridors for cycling traffic and neighborhood commercial with on street parking (collectors). Because of the more walkable, compact pattern, vehicular trips can be reduced and local streets can be designed to prioritize pedestrians and much slower speeds.

Many thoroughfare designations introduced on this page are defined on the next.

The graphics on this page are adapted from Designing Walkable Urban Thoroughfares: A Context Sensitive Approach, a publication of the Institute of Transportation Engineers and the Congress for the New Urbanism, a publication worth exploring.

THOROUGHFARES

Designing well-functioning streets within the thoroughfare network depends on understanding their surroundings, or their context. Key features that create context are:

- 1 Land use;
- 2 Site design and urban form (including building orientation and setback, parking type and orientation, and block length); and
- 3 Building design (including building height and thoroughfare enclosure, building width, building scale and variety, and building entries).

Context influences what thoroughfare type is appropriate, but the design of a thoroughfare itself also has a significant impact on shaping the context of a place. What may be appropriate for a farm-to-market road wouldn’t make sense on a main street. The design of a corridor may need to evolve as the development adjacent to it changes. For example, a corridor may begin with one story commercial buildings that require auto access and on-street parking. Over time, as multi-story residential and denser commercial spaces are added, the right-of-way may need to shift. This shift should facilitate more bus, bike, and pedestrian mobility. This Plan focuses first on the context—understanding and defining place types—and then on transportation planning to support that context.

New classifications and design criteria supporting this combination of function and context sensitive design have been released in recent years by the Congress for the New Urbanism and the Institute of Transportation Engineers (CNU-ITE), National Association of City Transportation Officials (NACTO), and the Manual on Uniform Traffic Control Devices (MUTCD). However, the hierarchical network and associated terminology (arterial/collector/street) is still the norm in transportation design, especially when coordinating with WYDOT, regional Metropolitan Planning Organizations

(MPOs), and counties. The sections proposed in this plan embrace a hybrid approach where some context-sensitive design principles have been incorporated into the standard classifications.

Proposed Roadway Classifications

Proposed Roadway Classification	Right-of-Way	Travel Lanes	Notes
Interstate and Arterials	Varies; typically 120'-150'	Varies; typically 6 lanes	Designed and maintained by others (WYDOT, County)
Collectors	80' - 100'	2-4 travel lanes	Occasional access with narrow travel lanes and separated bike paths and sidewalks. 30-40 mph design speed, various cross sections based on need.
Avenues	60' - 80'	2-4	Primary corridor for moving high volumes of vehicles safely and effectively. Provides for different thoroughfare users safely and can be configured in many different ways for parking, dedicated bike lanes, or additional travel/turn lanes. Wide sidewalks w/ streetscape. 20-25 mph design speed
Neighborhood Streets	50'	2	Slower speed arterials that service both car trips and bike/pedestrian users. Convertible outside lane for parking, dedicated bike lane, or additional travel/turn lane.

Arterials and their Alternatives

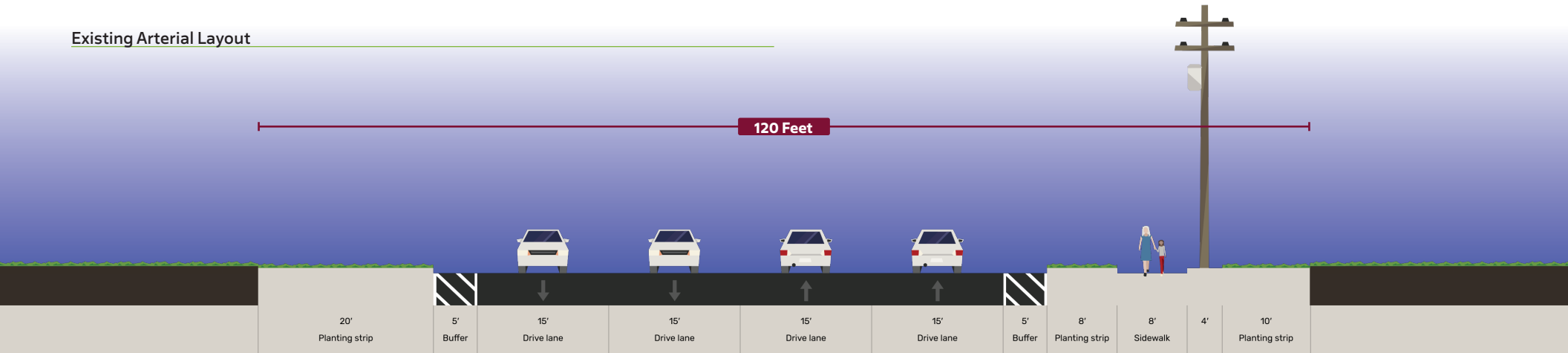
The primary purpose of arterials is vehicular traffic movement for longer distances. These corridors create efficient connections between the major commercial nodes throughout the city and adjacent communities. To function effectively as higher-speed roads, they should be designed as long corridors with limited access, crossings and stop conditions—meaning they are not meant to have commercial development along the full length. Arterials have four or six lanes, divided by a

median, and should have a design speed of 40 to 45 mph.

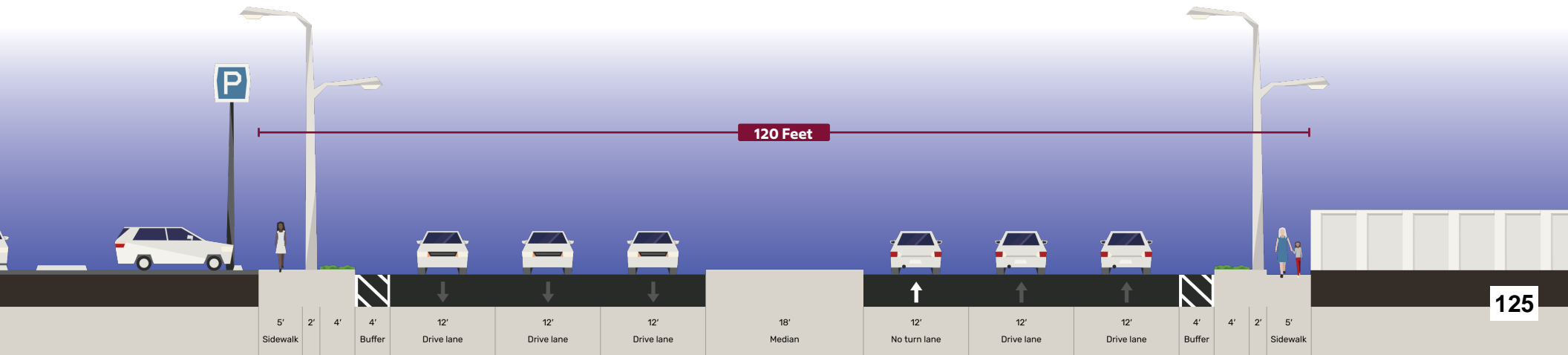
In some cases, arterials can also accommodate pedestrian and bicycle traffic via dedicated paths that have safe separation from the travel lanes through distance and physical barriers. Crossings should be much less frequent than on collectors or local streets.

Together with highways and county roads, these roadways should provide higher speed connections to move vehicles and goods between the various parts of the city and to/from adjacent cities and regional destinations. If or when public transit is considered, these corridors can also form the backbone of local transit routes with buses that make stops in commercial hubs and neighborhood centers.

Existing Arterial Layout



Alternative Arterial Layout

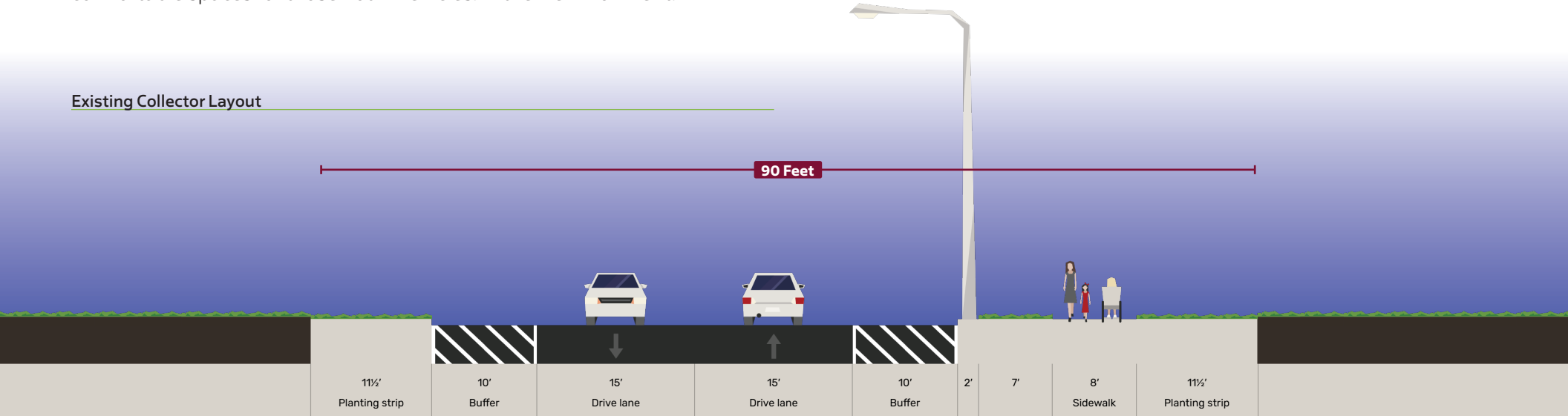


Collectors

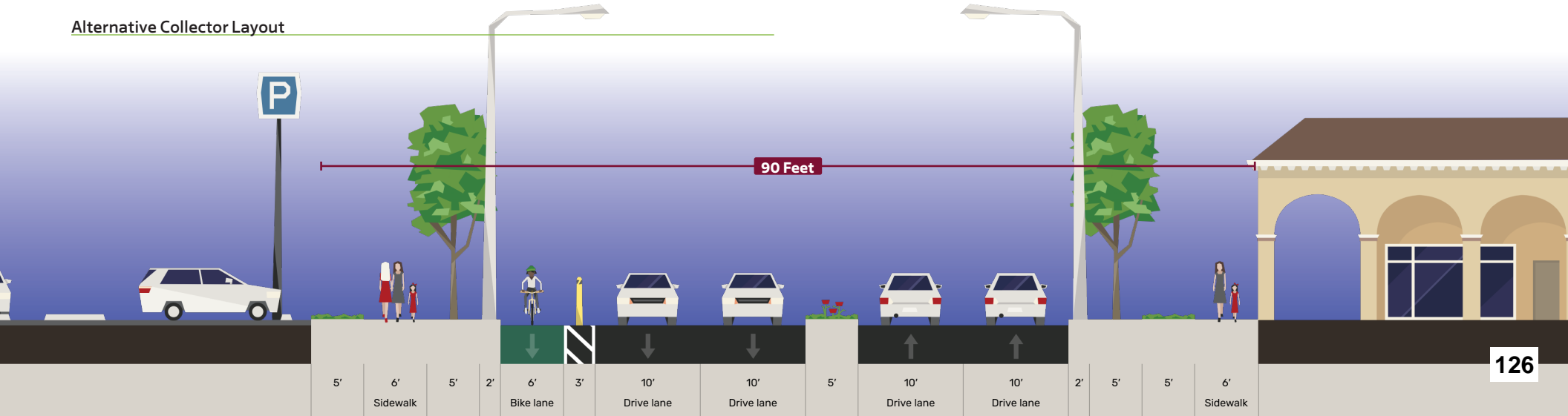
Collectors carry local traffic within neighborhoods, and they are intended to be low-speed (35 mph or less), people-friendly corridors that safely incorporate high volumes of pedestrian and bicycle traffic. Collectors are associated with the creation of places, so while they often carry significant local vehicle traffic, they need to be designed as comfortable spaces for those not in vehicles. In the

city’s spectrum of thoroughfare types, corridors provide the most flexibility to evolve over time to support different development patterns. While the right-of-way stays consistent, the space can be allocated through paint or permanent improvement to shift between travel lanes, parking, bike lanes, and parklets that extend the sidewalk environment.

Existing Collector Layout



Alternative Collector Layout

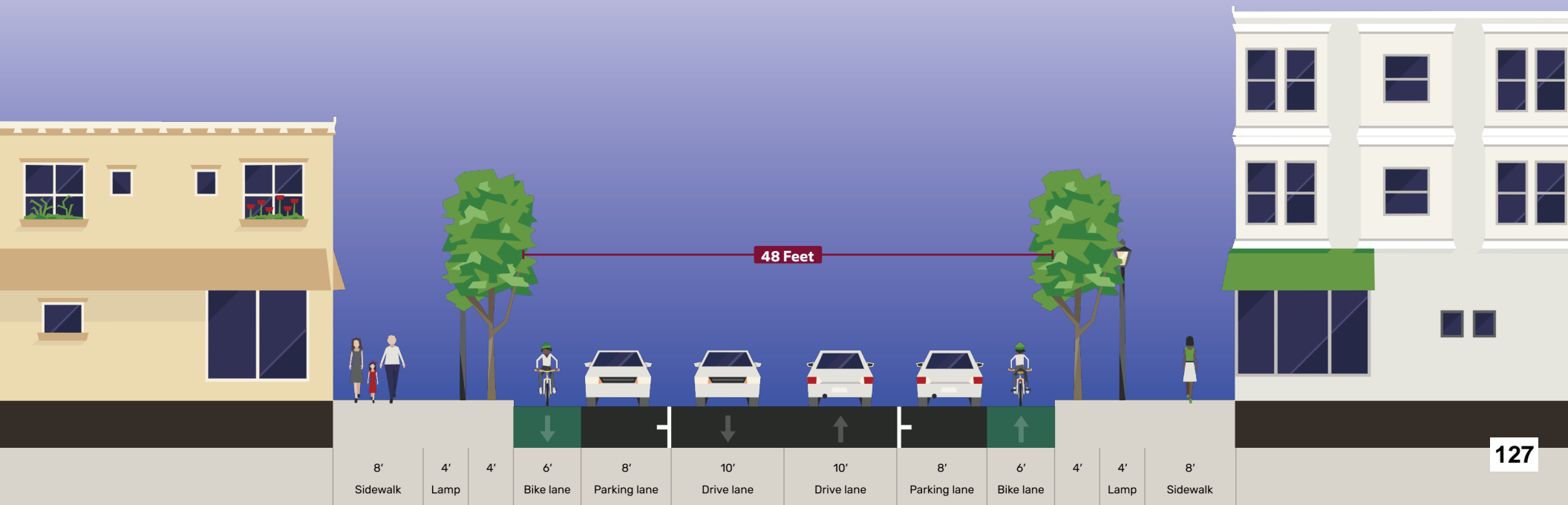


Avenues

Avenues function as connectors, bridging local streets to more prominent thoroughfares and serving as destinations in their own right. Avenues are designed for moderate speeds, typically not exceeding 35 miles per hour (mph), ensuring pedestrians’ and cyclists’ safety and convenience. Well-designed avenues can still accommodate a substantial flow of vehicular traffic in this lower-speed mode. That said, their design should prioritize the human-scale experience, making them inviting

for those on foot or bike. They play a pivotal role in placemaking, shaping the character and identity of the areas they run through. Within the diverse range of roadway typologies, avenues present a unique balance: they are adaptable to changing landscapes and can be easily reconfigured over time. This adaptability allows for the versatile use of the right-of-way, including repurposing lanes for parking, cycling, or extended pedestrian zones through temporary and permanent interventions.

Avenue Layout (Not Currently Utilized)

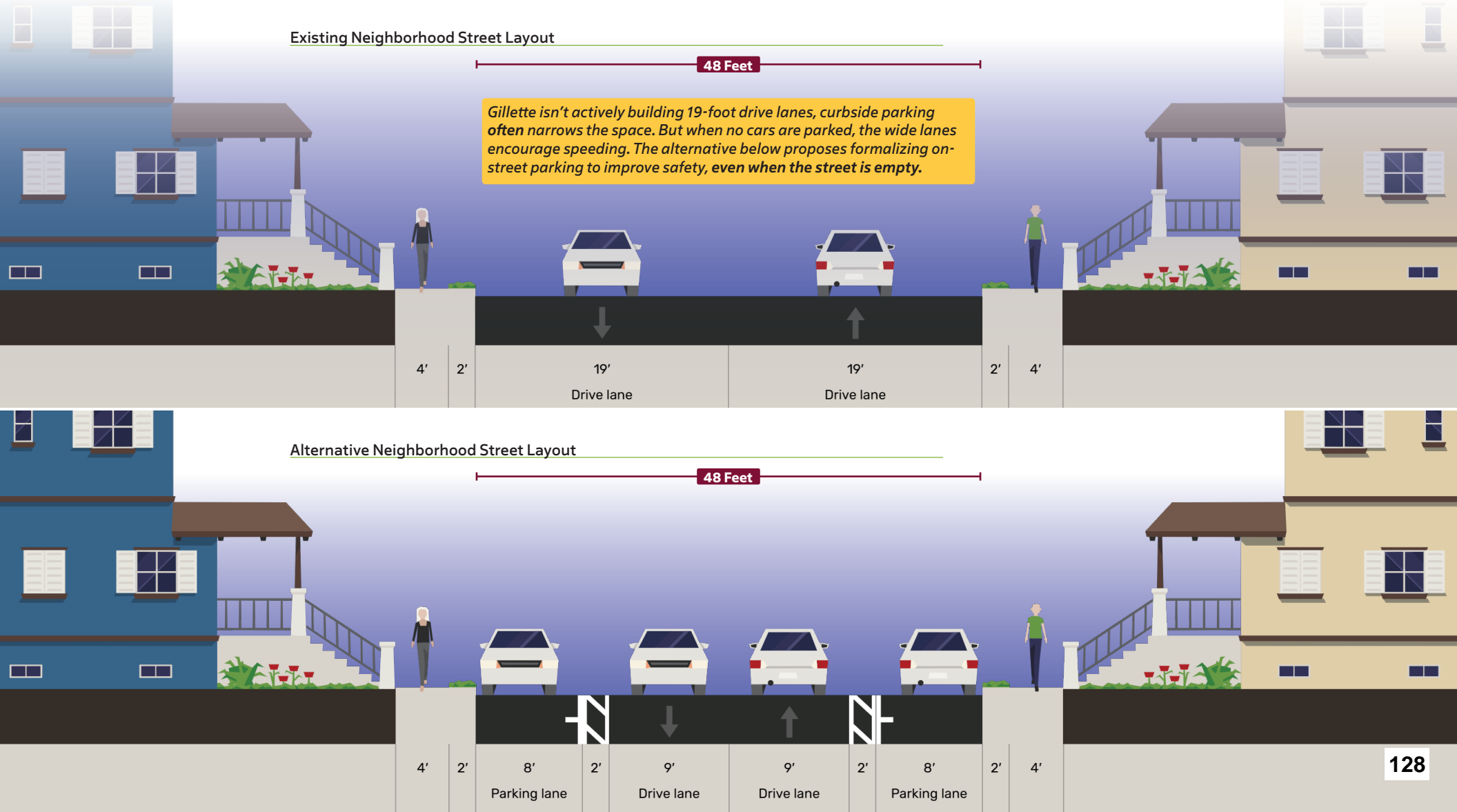


Neighborhood Streets

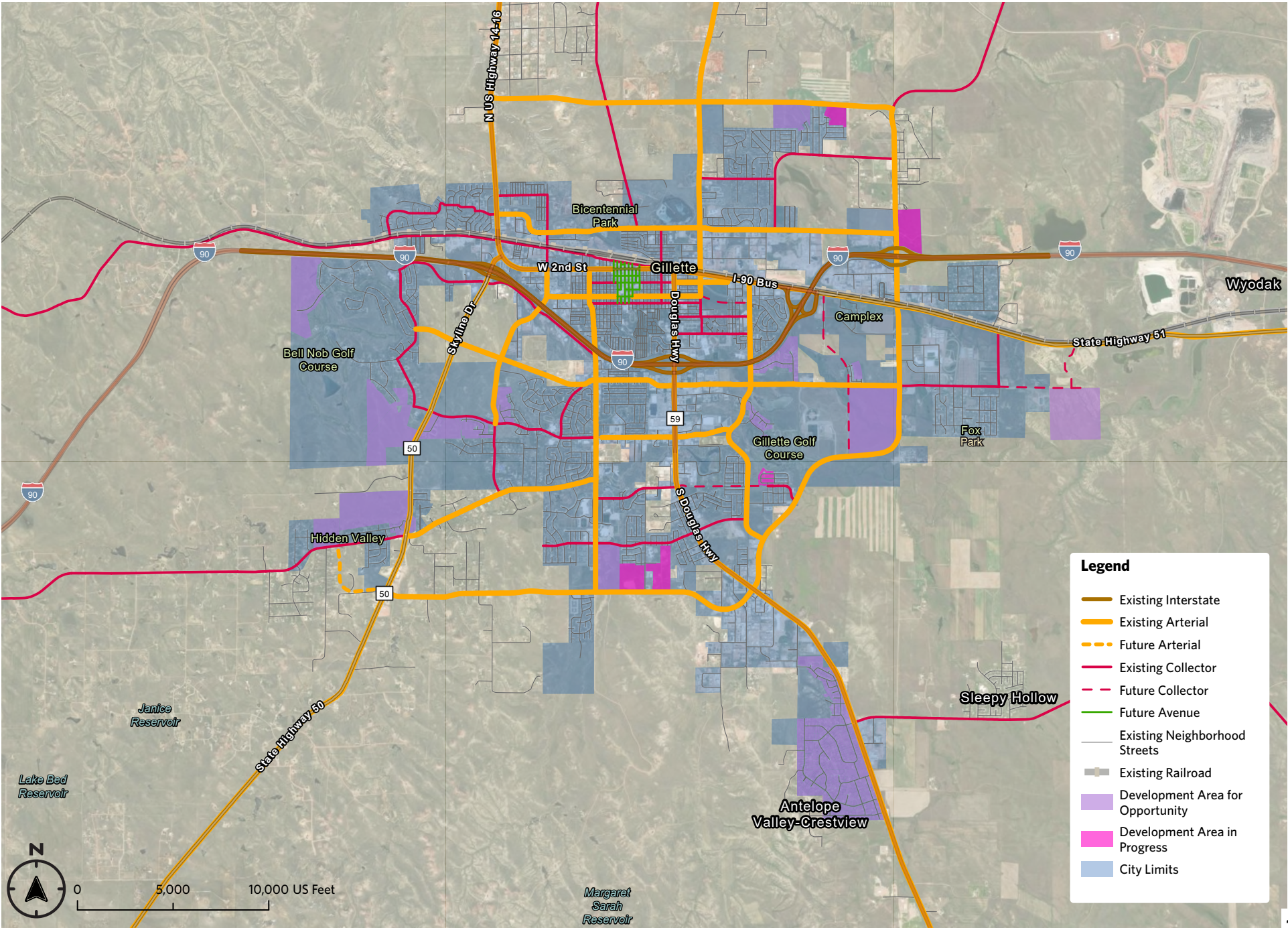
These streets fit within the context of vibrant and complete neighborhoods, primarily serving the properties that abut them. They are walkable, low-speed thoroughfares designed with a maximum speed of 25 miles per hour (mph). In areas where more commerce takes place, striped on-street parking and a larger area between

the curb and building frontage provides more space for interaction and activity. Travel lanes should be narrower to slow traffic and doing so at key intersections can provide a safer, more comfortable pedestrian environment. Where a mix of uses is desired, alleys and rear-entry homes and buildings are ideal. Alongside these streets,

parking for visitors or business patrons should be accommodated with small pocket parking lots distributed throughout the neighborhood and complemented by on-street parking along nearby streets.



THOROUGHFARE MAP



RECONFIGURING GILLETTE'S STREETS

Most of Gillette's existing streets are exceedingly wide. This leads to larger maintenance obligations (see Factors Affecting Affordability and Fiscal Sustainability), encourages speeding, and lengthens crossing distances for those on foot or bike. Some might say these problems are for dealing with another day, when an entire redesign can be funded for these streets, one-by-one, stretching across decades. However, there are two approaches that are outlined here that represent simple, incremental changes that create solutions that are within reach. The first is, Approach One: Tactical Urbanism Demonstrations and Approach Two: Reconfiguration of Existing Pavement Widths, which begins on Page 106.

Approach One: Tactical Urbanism Demonstrations

Tactical urbanism is a strategy of using low-cost materials to experiment with street design changes to pilot the concepts and gather input *before* committing to expensive and permanent modifications and redesign. These are intended to change the feel of streets and have few barriers to overcome. They enable immediate action and allow residents to see this experimentation

firsthand. Modifications can be made as lessons are learned. In this instance, tactical projects can enhance a sense of place, reclaim portions of right-of-way for pedestrians, and add safety measures to an intersection.

Below are two examples of opportunities for low-cost, low-effort tactical projects.

1 *3rd Street and South Gillette Avenue*

The first example proposes closing 3rd Street on both sides of South Gillette Avenue to create a car-free space for people and events—something currently missing from downtown. Many successful downtowns have adopted similar street closures to provide vibrant public plazas. Local feedback has identified 3rd Street as an ideal location for this concept.

Traffic barriers placed mid-block on either side of Gillette Avenue would focus foot traffic at the intersection of Gillette and 3rd, encouraging visitors to linger and fostering a vibrant, social atmosphere. Temporary, low-cost features such as string lights, seating, shade, yard games, tables, and planters would create an inviting space accessible to all, boosting downtown's appeal for residents and visitors alike.

Demonstration, Page 104

2 *Stocktrail Avenue and West 8th Street*

The second example is the four-way intersection at Stocktrail Avenue and West 8th Street. The proposed project would narrow lanes to reduce speeds, enhance safety, and add visual interest and a sense of place. With its proximity to Stocktrail Elementary School and the Campbell County Senior Center, improving safety is critical for pedestrians and cyclists, particularly for these vulnerable populations.

Colorful crosswalks could add local character, slow traffic, and increase pedestrian visibility, doubling as public art. Partnering with Stocktrail Elementary could involve student art, creating community engagement. Planters would enhance the area's aesthetic and act as buffers, while colorful no-parking zones and delineator posts would form temporary curb extensions, shortening pedestrian crossing distances and increasing motorist awareness. These measures align with the needs of students and seniors frequenting this intersection.

Demonstration, Page 105

3RD STREET AT GILLETTE AVENUE TACTICAL RECONFIGURATION

Project Description, Page 103

Traffic Barriers



Yard Games



Planters



Benches/Seating



Food Trucks



Picnic Tables



STOCKTRAIL AVENUE AT WEST 8TH STREET

Project Description, Page 103

No Parking Zone



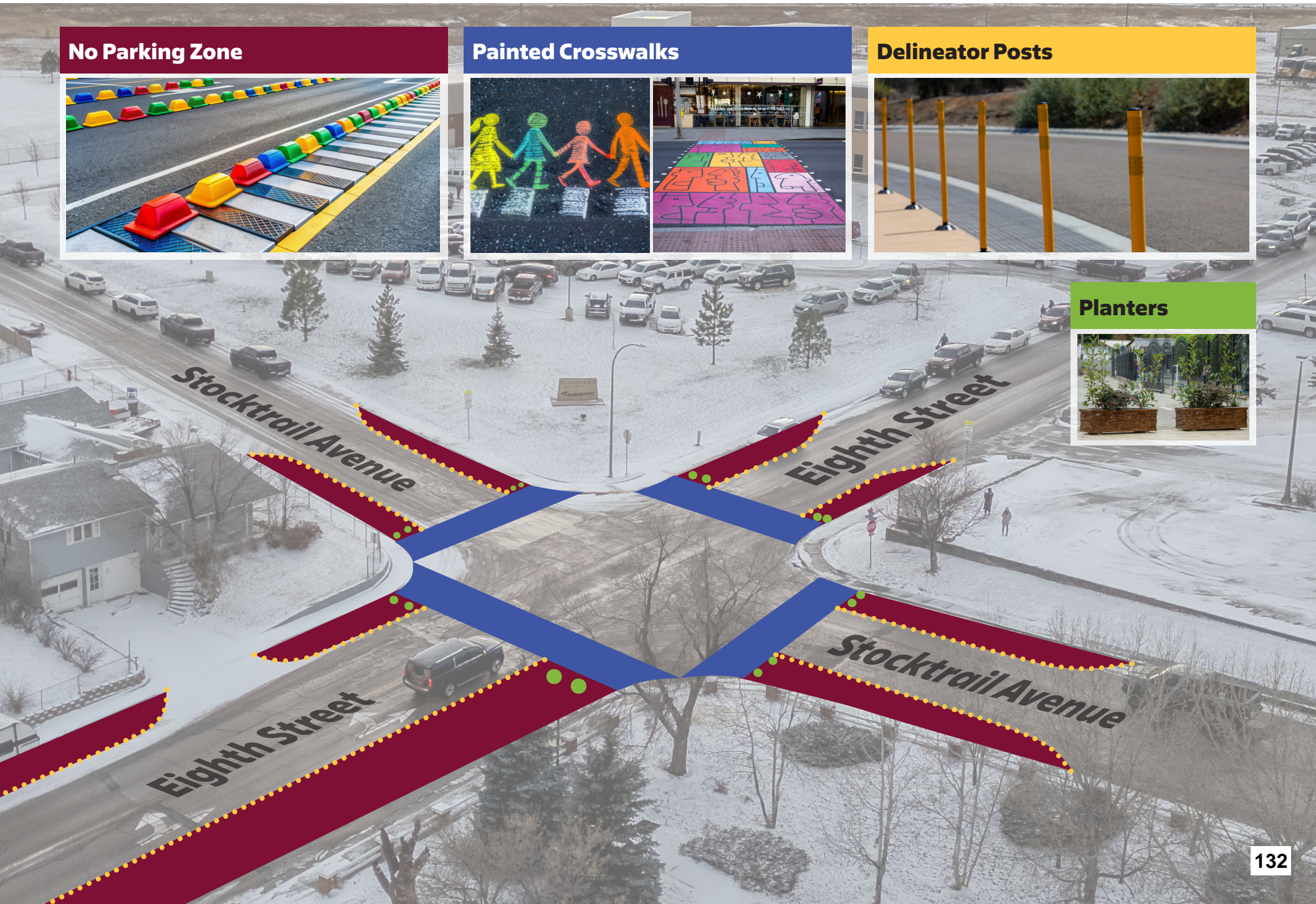
Painted Crosswalks



Delineator Posts



Planters



RECONFIGURING GILLETTE'S STREETS, CONTINUED

Approach Two: Reconfiguration of Existing Pavement Widths

The goal of pavement reconfiguration is to shift priorities in how street space is used, with a focus on improving vehicular, pedestrian, and bicycle safety. Creating more public space and reimagining streets in a way that benefits all transportation modes has a positive effect on the entire community. It practices asset stewardship by getting the most out of wide streets already built that are expensive to maintain in perpetuity.

It slows traffic in a way that speed limit signs on wide streets cannot.

Below are three examples of overly-wide streets in Gillette that represent opportunities for reconfiguration.

1 **Osborne Avenue**

The first example is Osborne Avenue. It has approximately 50' of pavement width and functions solely as an undivided 2 lane street. However, it has more than enough space to introduce other uses. That same amount of pavement - and the maintenance costs to keep up in usable condition - could instead be reallocated to create parking lanes, driving lanes, and a buffered bike lane with very little investment, other than paint and striping.

Demonstration, Page 107

2 **Carey Avenue**

The second example is Carey Avenue. Also larger than necessary, it currently functions the same way as Osborne, but has sufficient space to integrate other elements. The roughly 52' of pavement can easily provide a combination of parking, drive lanes, and a buffered bike lane. Cyclists are often wary about utilizing bike lanes with no protection or dedicated spacing, and this is a first step to providing and testing these sorts of lanes.

Demonstration, Page 108

3 **Westover Road**

The final example is Westover Road, an approximately 60' undivided four lane road. This represents an example of a more intensive road and how it can still be reconfigured appropriately. This reconfiguration still allows for a high usage road, but with sufficient spacing and a safer bike lane to also be accommodated.

Demonstration, Page 109

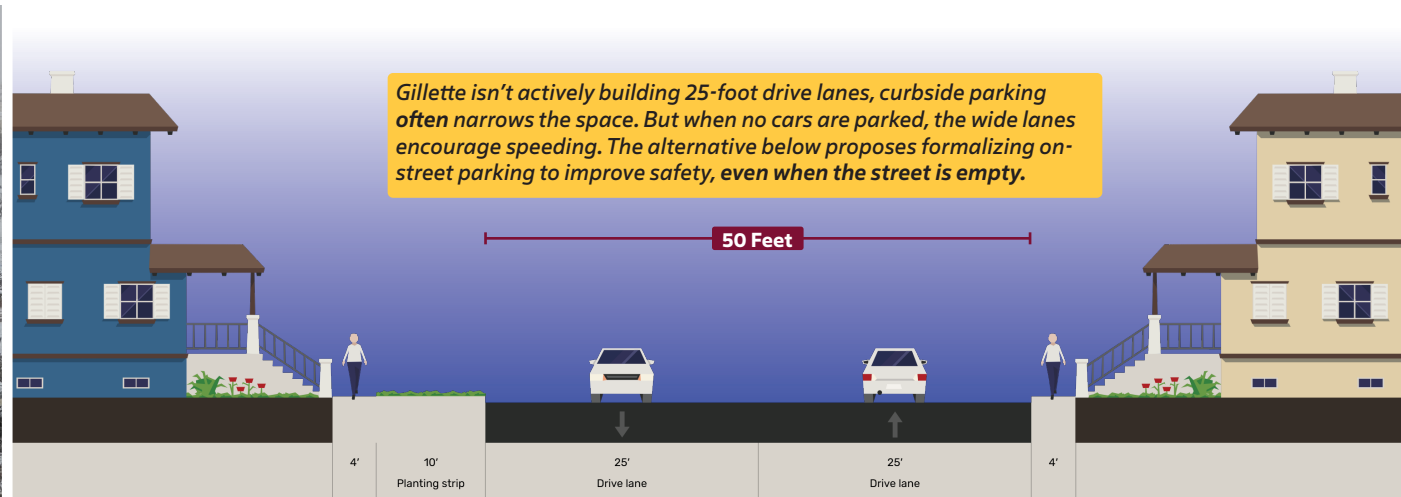
OSBORNE AVENUE RECONFIGURATION

Project Description, Page 106

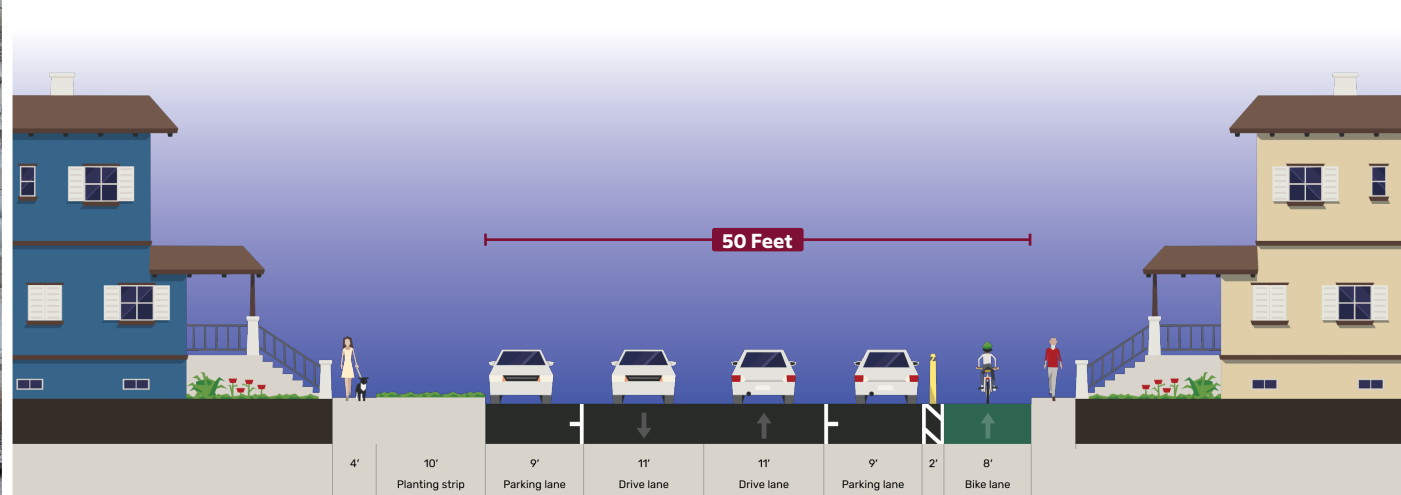
Osborne Avenue Today



Osborne Avenue Existing Layout



Osborne Avenue Reconfigured Layout



Narrower lanes reduce maintenance costs, enhance street aesthetics, and benefit pedestrian safety.

Bike lanes create a buffer, separating pedestrians from moving traffic. This enhances safety and reduces collision risks.

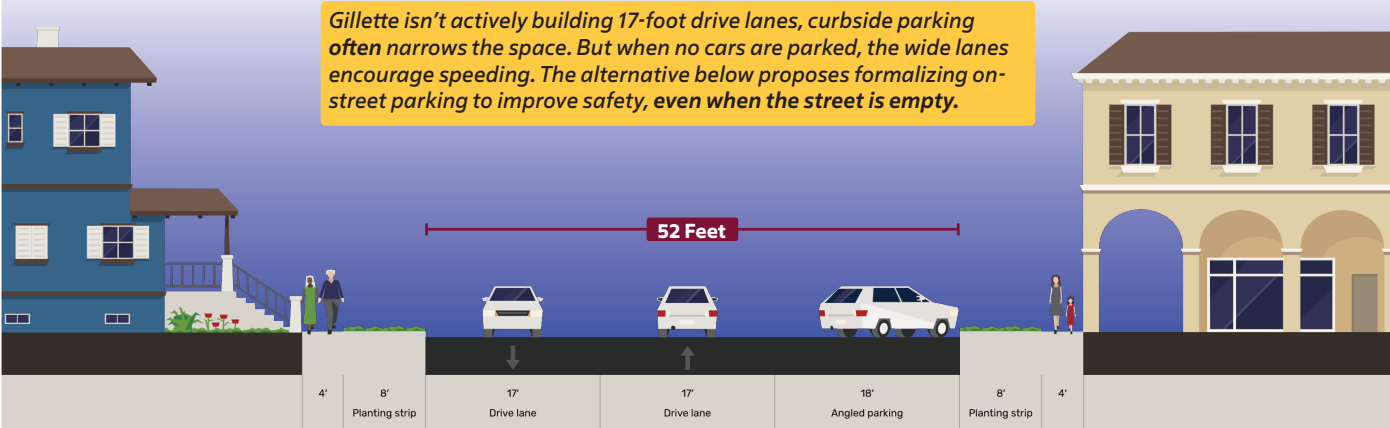
CAREY AVENUE RECONFIGURATION

Project Description, Page 106

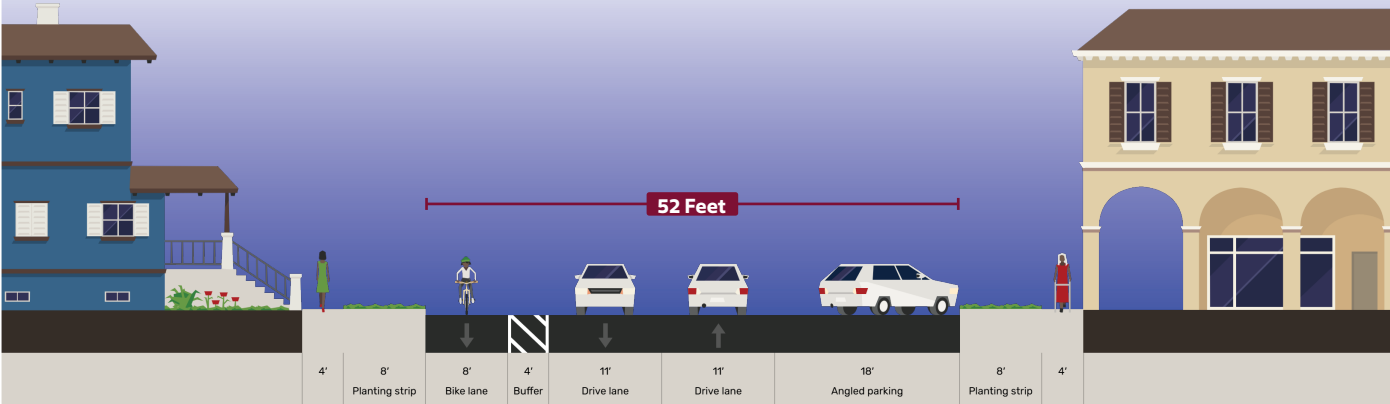
Carey Avenue Today



Carey Avenue Existing Layout



Carey Avenue Reconfigured Layout



Bike lanes improve safety, reduce traffic, promote health and are valued by younger generations.

Narrower street lanes reduce speeding, improve safety, and promote walking and biking.

Angled parking increases space efficiency, provides guidance for drivers, improves visibility, and makes parking easier.

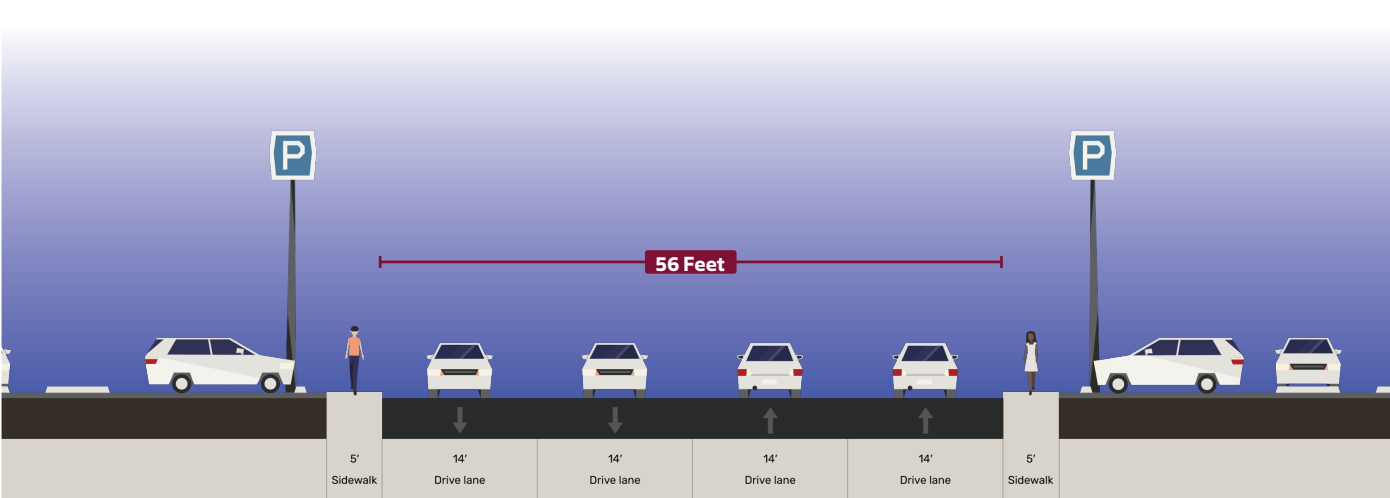
WESTOVER ROAD RECONFIGURATION

Project Description, Page 106

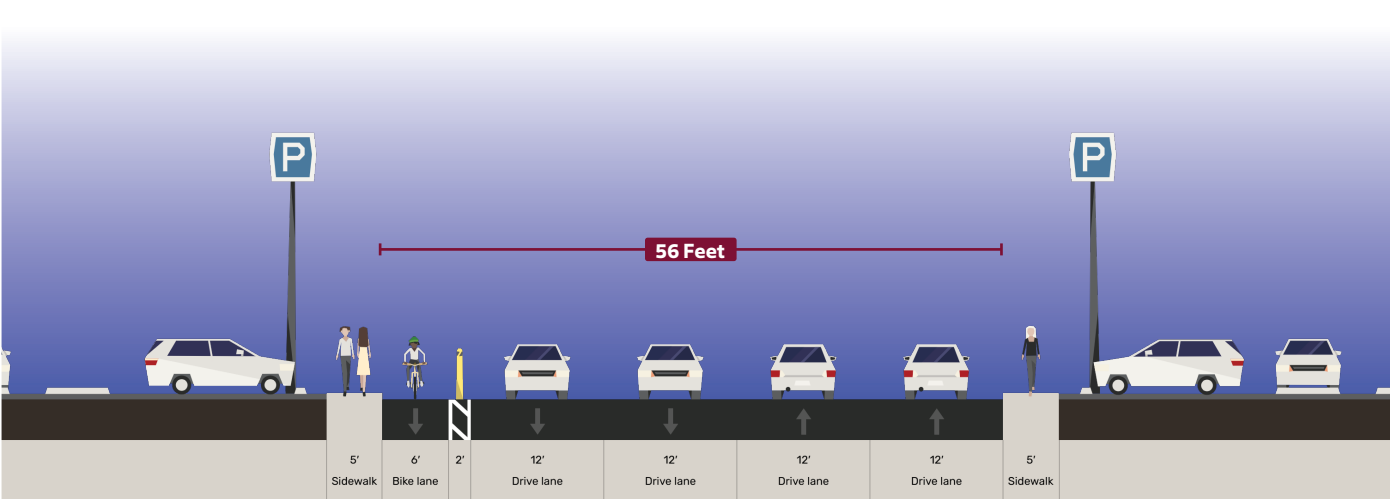
Westover Road Today



Westover Road Existing Layout



Westover Road Reconfigured Layout



The introduction of collapsible barriers is a low-cost way to provide protection for cyclists while allowing easy adjustments for road changes or events.

A mere 2' reduction in lane width preserves the character of the road while improving safety and introducing possibilities for all transportation modes.

STREET RECONSTRUCTION OPPORTUNITIES

Inevitably, Gillette's streets and roads will require reconstruction. While preventative maintenance measures can extend their lifetime, this cannot be done indefinitely. This presents a valuable opportunity to reimagine streets and roads with a focus on sustainability of materials, safety for all users, and community well-being. Rather than simply rebuilding existing designs, the City should consider a more integrated approach that enhances functionality and livability for residents.

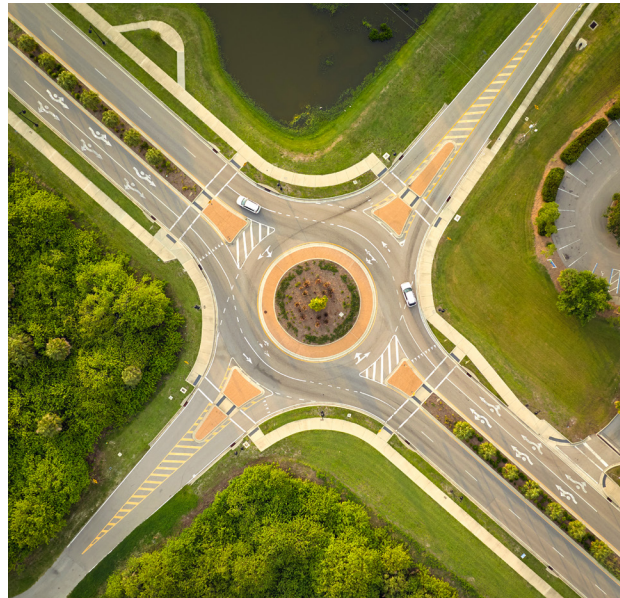
Reconstruction should be done with priority given to multimodal design, ensuring that not just vehicles are accommodated; pedestrians,

cyclists, and even users of future transit should be considered. By weaving in features like wider sidewalks, protected or separated bike lanes, improved crosswalks, wheelchair ramps, and landscaping strips, Gillette can move the needle towards vibrancy and connection. These measures can address congestion, promote healthier lifestyles and movement, and be more powerful investments than the existing conditions.

Alternative ways of managing traffic, such as traffic circles, roundabouts, narrower streets, curb extensions, and stop signs can improve areas that have the potential for people to gather, linger, and

visit often. They often correlate with fewer traffic accidents, lower maintenance demands, and lower costs long-term. Consideration of reconstruction projects should be done in the context of this Plan's principles for decisions, its values and aspirations, and its implementation strategy.

When opportunities do arise for significant thoroughfare reconfigurations, property owners and residents who will be affected by the reconstruction should be engaged in the process and be allowed to provide input at all stages of planning.



PATHWAYS

Pathways is a broad term used in this plan to encompass many types of walking, running, and biking facilities. These include sidewalks, bike lanes, bikeways, shared use/off-road paths, and sidepaths, among others. A common thread of feedback received during this planning process is the desire of people in Gillette to be able to safely utilize pathways to meet both recreation and transportation needs.

The Gillette Pathways Master Plan, adopted in late 2022, provides a multitude of project-specific recommendations, analysis, and insights about

the current network. This information is valuable for informing development standards, dedication requirements, and capital improvement budgeting. It provides detailed insights about how streets can be reconfigured and where areas of focus for high-priority projects should be located. It also includes specifics about signals, median refuges, beacons, curb extensions, approaches, and crossings that are needed.

Pathways greatly influence public health in a positive manner. They provide children not of driving age a way to get around their community.

They connect neighborhoods and provide alternative routes to destinations. They improve road safety while allowing residents of all abilities to be included in their environment. Pedestrian and cycling mobility also helps low-income families afford housing. Studies show positive correlation between business profitability and location in areas easily accessible by all means of transportation. These benefits are especially important in communities where public transportation is not available.

Pathway Types

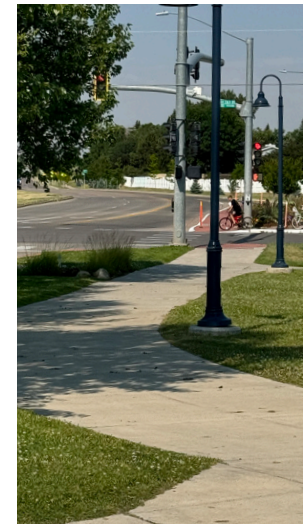
OFF-ROAD PATHWAY	SIDEPATH	SIDEWALK	NEIGHBORHOOD BIKEWAY	BIKE LANE	SHARED ROADWAY	PAVED SHOULDER
Off-road pathways, also known as Pathway, Greenway, or Shared-Use Path, are 8-12' in width, paved, designed to ADA standards and accommodate bicyclists and pedestrians outside of the road corridor right-of-way. These facilities often follow creeks or drainage ditches, through parks, or along utility corridors.	Sidepaths are unimproved paths that are separated from roads by a parkway area but are typically within the roadway right-of-way.	Sidewalks are minimum 4-feet wide, 5-feet wide recommended, pedestrian facilities that are separated by curb and gutter.	Neighborhood bikeways are proposed routes upgraded with painted shared lane markings, improved wayfinding signage, and improved connectivity to other pathway types that the routes intersect with.	Bike lanes are intended to be 4-7 feet wide, on-street lanes, exclusively for bike travel.	Shared roadways are on-street routes on which bicyclists share lanes of travel with motorized vehicles. Ideally, these corridors will feature low traffic volumes and speeds so that conditions are comfortable for bicycling.	Paved shoulders are paved spaces that are adjacent to motorized vehicles lanes that may be used by but are not exclusively intended for bicyclists or pedestrians.

HIGH LEVEL OF COMFORT & SAFETY

LOW LEVEL OF COMFORT & SAFETY

NEIGHBORHOOD SIDEWALKS

The Pathways section on the previous page does not incorporate an accounting of every sidewalk on a neighborhood block in Gillette, as an itemized inventory does not exist at this time. However, a cursory review of aerial photographs paired with at-a-glance dashboard assessments reveals that most of Gillette's residential areas do include sidewalks, though many are quite narrow and the conditions of them vary. The exceptions tend to be found in rural subdivisions that were likely annexed after they were built in the northeast and southwest areas of Gillette, for example. In order to maintain walkable neighborhoods throughout the community, these areas must be reexamined for retrofit opportunities to extend the sidewalk network into and through them. Paired with a cohesive approach to form and scale, Gillette can become a more pleasant and convenient place for those on foot.



PUBLIC TRANSIT

Gillette does not currently have a formalized transit system. This is, in no small part, due to a lack of urbanized locales all around Wyoming. However, the successful implementation of land use planning that results in nodes of denser activity creates a development pattern that is easier-served by transit in the future when it may be feasible. Additionally, the lack of public transit is in itself another argument supporting a transportation system in Gillette that does not require residents to drive in order to get everywhere - work, entertainment, and daily needs.



SOURCES: HIGH VALLEY TRANSIT, CAPITOL AREA RURAL TRANSIT SYSTEM

Housing & Neighborhoods

This planning component offers an overview of Gillette's current neighborhood conditions and provides recommendations for guiding the city toward more vibrant, and walkable neighborhoods. This component also presents a snapshot of the city's challenges concerning housing affordability, availability, and the absence of "complete" neighborhoods. Moreover, it delves into the distinction between neighborhoods and subdivisions, the perceptions and truths about affordable housing, and the importance of introducing a mixed range of housing types within the market.

Insight is also provided into neighborhood design principles, defining what this means from rural to complete neighborhoods. Connecting to the Land Use & Growth Management component and its

place types, this component details and illustrates various typologies for both residential and non-residential buildings. Types of parks one might expect in or around their neighborhood are also defined and explained. Housing & Neighborhoods ultimately concludes by presenting an incremental, context-sensitive approach to improving existing neighborhoods and emphasizing the importance of development that aligns with and enhances the character of these areas.

HOUSING & NEIGHBORHOODS RECOMMENDATIONS

1

Build complete neighborhoods, not just residential subdivisions.

Building complete neighborhoods—where housing, schools, parks, and commercial services are interconnected and within walking or biking distance—helps improve quality of life and provides significant financial benefits to the city. In a complete neighborhood, streets and sidewalks are interconnected to make daily needs more accessible within walking or biking distance. Because a complete neighborhood is more integrated and accessible, residents are more likely to interact with one another. Shared spaces like parks, plazas, and local businesses foster social interaction and build a stronger sense of community. People are more likely to bump into their neighbors and engage in local activities, which can improve social cohesion. Subdivisions are often more isolated and clustered, requiring commuting. They function more like islands because they rely on cul-de-sacs, wide roads, and winding streets.

2

Encourage housing and construction markets to focus more on existing homes, not just new builds.

To create a more sustainable, affordable, and mixed housing market, a focus on renovating and adapting existing homes is also necessary. The current housing market often overlooks the potential of existing homes, driving up prices and leading to unnecessary demolitions. Policies should focus on a combination of new and more varied construction, while also making it simpler and easier for people to improve and adapt their existing homes. This also enhances and preserves neighborhood character. When a new home feels like the only way to get a “great” home, the housing market leans only in that direction.

3

Creatively enforce existing codes.

To maintain the city’s appearance and ensure a high quality of life for residents, city staff, with the assistance of the community, should prioritize existing building and maintenance codes. This enhances the overall livability of neighborhoods

4

without requiring new legislation or extensive new resources. By thinking creatively about enforcement, the city can foster a culture of compliance while maintaining a clean, welcoming environment for all residents.

Improve and enhance Gillette’s downtown.

Continue to improve and invest in downtown Gillette to attract businesses, create jobs, and boost tourism. A vibrant, well-maintained downtown fosters community pride and serves as a cultural and social hub, benefiting the entire city. The health of a downtown directly impacts the broader city, driving economic activity and reinforcing local identity. There is significant potential for higher-density residential units in the upper stories of downtown buildings, as well as mixed housing options in surrounding areas that complement, rather than compete with, the downtown’s offerings.

5

Encourage incremental, community-driven growth and transformation of neighborhoods.

Downtown

HOUSING & NEIGHBORHOODS RECOMMENDATIONS, CONTINUED

and the adjacent neighborhoods offer the opportunity to create a vibrant mixed-use area that offers a full spectrum of housing, businesses, and entertainment options. Using partnerships and incremental development strategies to rehabilitate and expand existing buildings, along with infill development on vacant lots, is an effective approach to boost the city's fiscal health and create wealth for local property and business owners.

city can require developers to include a percentage of different housing types—such as single-family homes, townhomes, and apartments—within both new and existing neighborhoods, based on the size and zoning of the development. This will create vibrant, livable communities that cater to a variety of income levels and lifestyles.

6

Create more mixed housing options by expanding the range of types and prices to include more affordable choices. Building smaller homes that use less land is a key strategy for improving the city's fiscal health. This approach makes housing more affordable to build, rent, and own, while also helping to preserve open space and reduce infrastructure costs. By increasing density in a sustainable way, the city can better accommodate growing demand for housing without overextending public resources. To ensure a balanced mix of housing options, the

SNAPSHOT

Providing Housing for Everyone

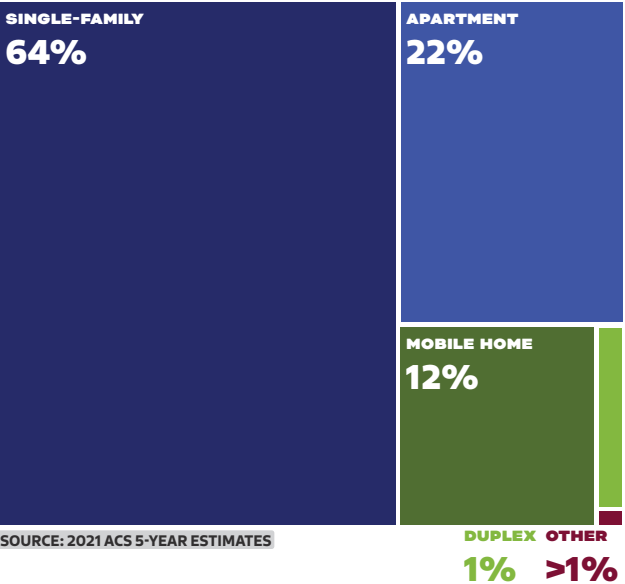
Gillette has been and wants to continue to be a community that appeals to people of all ages, backgrounds, interests, and income levels. The majority of development built over the past decade has been in a suburban, single-family subdivision style. This accomplished a goal of expanding options on the higher end of the price point spectrum and generating additional tax base for the city. However, if the city continues to build out the remainder of its city limits in this pattern, it will skew the housing mix too far in the high direction, making housing in the city less

attainable for most people. What’s more, a higher proportion of the housing stock in and around Gillette is for rent, as compared with the county and the micro area. Given that nationally, rental units are disproportionately in multi-unit buildings, it is reasonable to assume that many of the renters in Gillette would be amenable to more mixed rental options than just single-family homes if other options were provided. For each resident renting a home who would otherwise rent a townhouse, apartment, or duplex, one less single-family home is available for sale. This puts upward pressure on

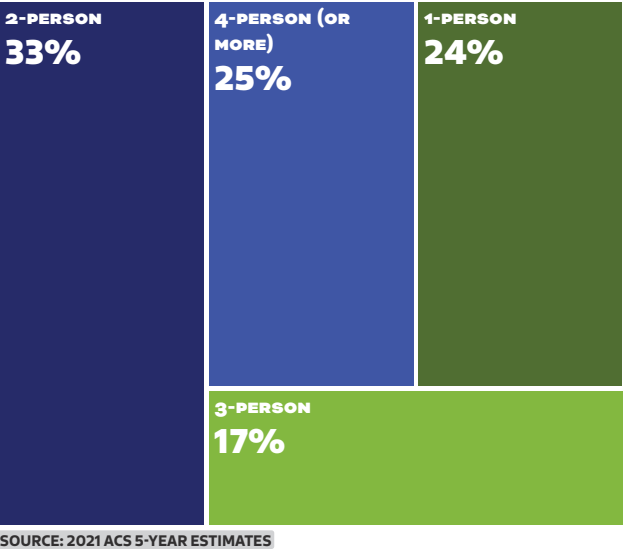
housing purchase prices that could otherwise be mitigated by a more mixed collection of housing types.

In order to keep housing attractive and affordable for everyone, Gillette must return to its roots and build a variety of housing and neighborhood types. Affordability and quality of life mean different things to different people, so it’s important for the City and its developer partners to work together to understand and meet these different expectations.

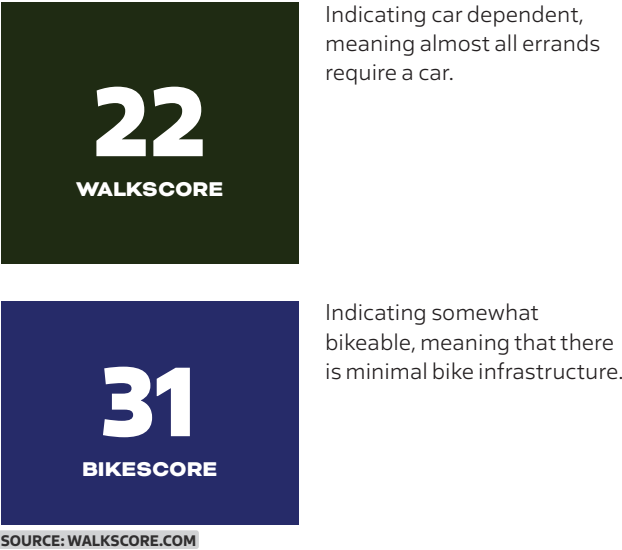
Current Housing Typologies



Current Household Size



Walkscore®



Neighborhoods or Subdivisions?

Most large residential developers focus on building subdivisions. They acquire and subdivide property, build and sell single-family homes, and then move on to another location. Depending on city codes, standards and the market they are trying to serve, there may also be a park or amenity center to add a recreational component. Commercial uses and other housing options beyond single-family detached houses are typically excluded, requiring those living in subdivisions to drive to daily needs, and making it difficult for those who can't afford or don't want a detached single-family home to live there. While sidewalks are usually included and streets are intended to be safe for pedestrians, higher vehicle speeds allowed by wider suburban style streets and longer blocks make the environment less safe for residents and children walking, biking, or playing than it needs to be.

Neighborhoods, on the other hand, are designed and built to intentionally mix uses together so that the majority of daily needs are accessible within a safe and walkable distance - commonly defined as a quarter mile or a 15 minute walk. A mixed housing inventory reaps financial benefits for the city, but also provides life cycle housing and housing for everybody regardless of their socioeconomic situation and life stage. The full-life cycle is intended to describe all stages of life — young singles, professionals, families with children, families without children, empty-nesters, retirees and seniors. Full-life cycle housing incorporates homes of various sizes, including large lots, small lots, townhomes, lofts, assisted living, multifamily complexes, condominiums, mother-in-law suites, carriage homes, garden homes, etc. Non-residential uses may include schools and child care facilities,

parks and recreational facilities, small restaurants and coffee shops, corner stores, and other small businesses that fit a neighborhood context and require limited parking. Streets and public spaces are designed to prioritize walkability and human interaction over automobiles, often having narrower travel lanes laid out in a grid network with short blocks and more sidewalks, trails, and bike paths.

Our built environment significantly influences how people interact with one another. Being purposeful in the layout and design of our neighborhoods can go a long way to creating a sense of belonging and community.

A Neighborhood



A Residential Subdivision



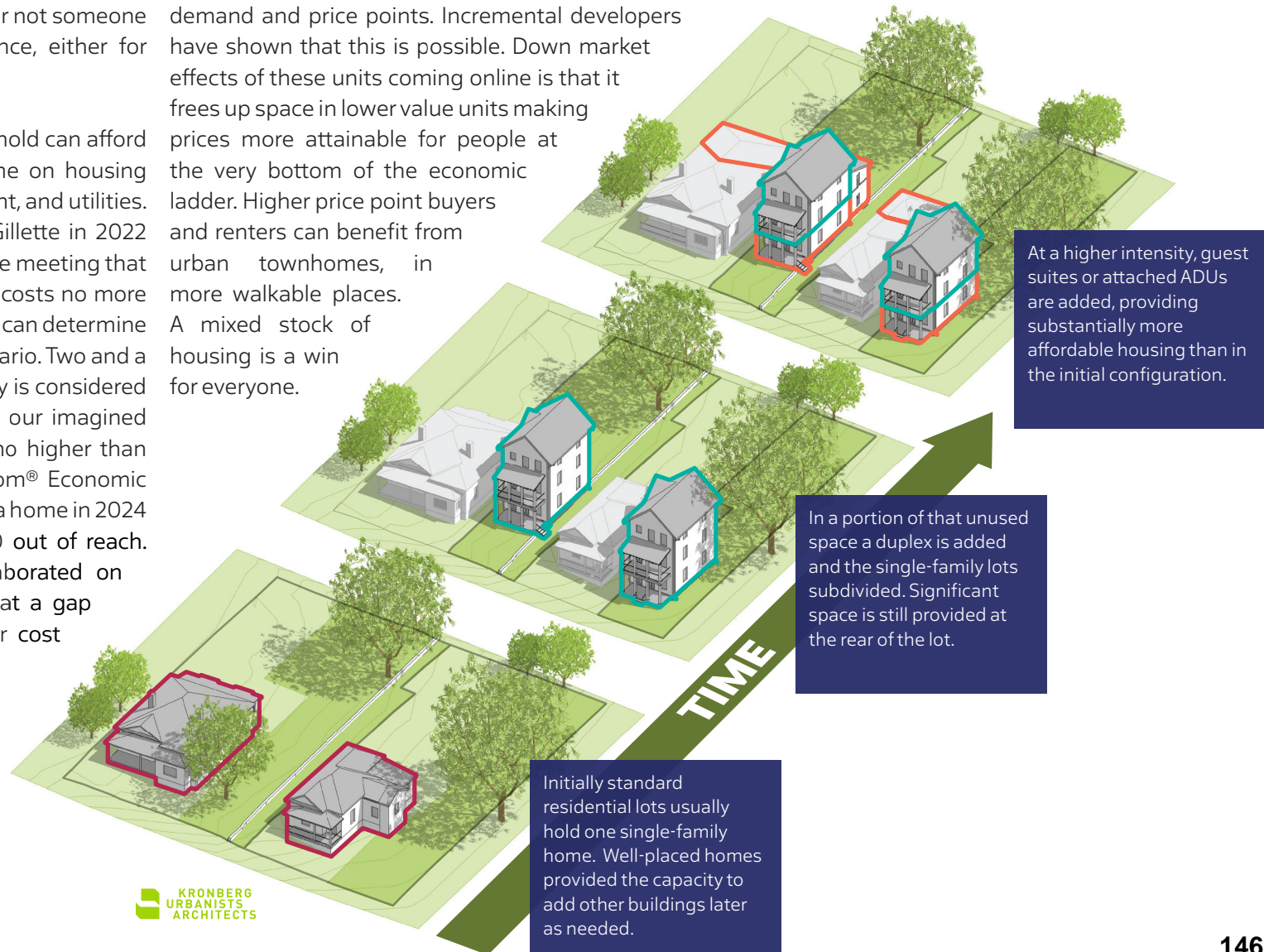
MAKING HOUSING ATTAINABLE

Often when the term “affordable housing” is used, it is usually recognized as housing that is being subsidized in one way or another to provide a dwelling unit to someone who otherwise could not afford that same space at market value. But housing affordability in the broader sense is simply a measure of attainability, whether or not someone has the means to afford a residence, either for purchase or rent.

It is generally accepted that a household can afford to spend up to 30% of their income on housing costs. This includes a mortgage or rent, and utilities. The median household income in Gillette in 2022 was \$90,415. That means that anyone meeting that median income needs housing that costs no more than \$2260/month. A similar process can determine purchasing power for this same scenario. Two and a half times a household’s yearly salary is considered to be an obtainable price point. So our imagined buyer could afford a home priced no higher than \$226,037.50. According to Realtor.com® Economic Research, the median listing price of a home in 2024 was \$357,000 - almost \$130,962.50 out of reach. Gillette’s recent housing study elaborated on this affordability gap, explaining that a gap of roughly 250 units exists just for cost burdened households.

Quality and affordability are not mutually exclusive. It

is possible to provide quality housing options at different price points. One way to provide high quality, low cost options is to reduce the size of a building or increase the number of units to fit the target market value. High quality units, in compact neighborhoods on smaller lots can still meet market demand and price points. Incremental developers have shown that this is possible. Down market effects of these units coming online is that it frees up space in lower value units making prices more attainable for people at the very bottom of the economic ladder. Higher price point buyers and renters can benefit from urban townhomes, in more walkable places. A mixed stock of housing is a win for everyone.



The Benefits of More Varied Housing

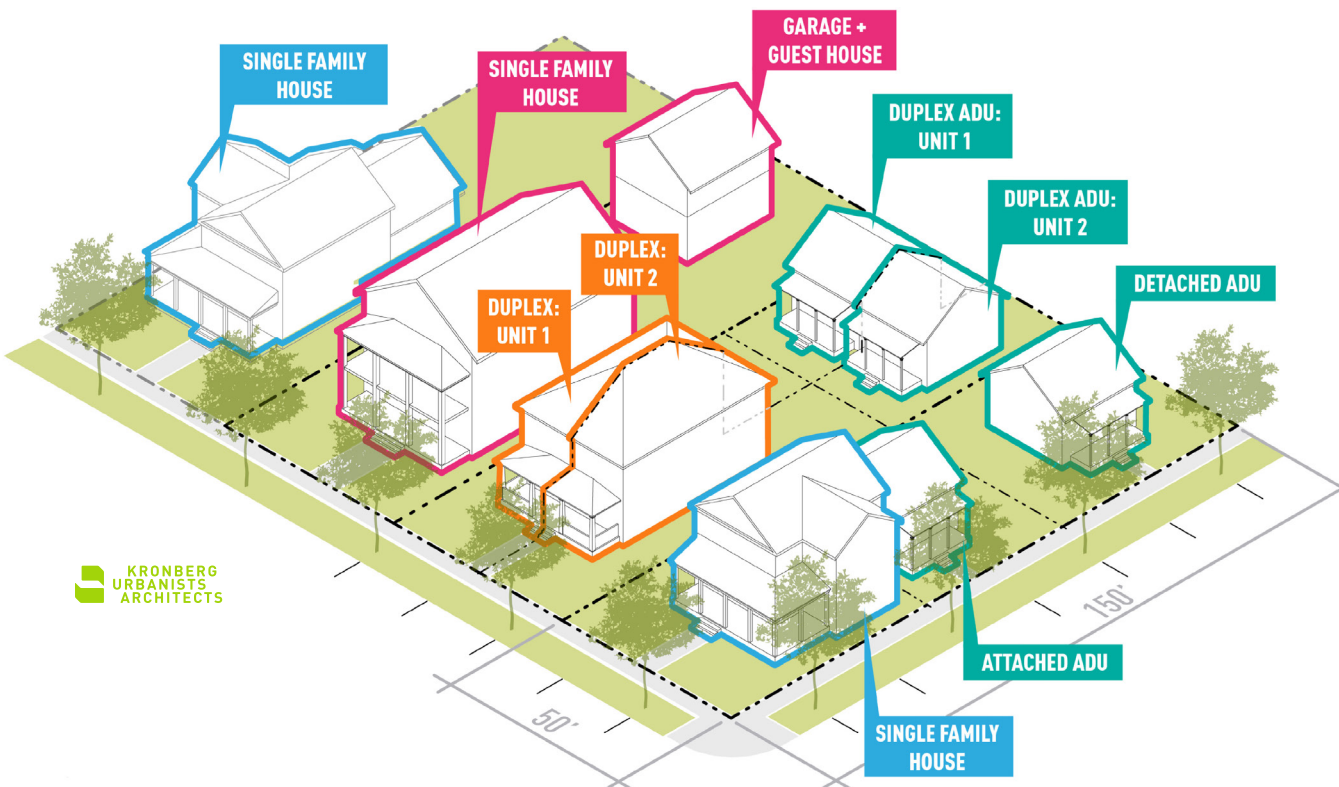
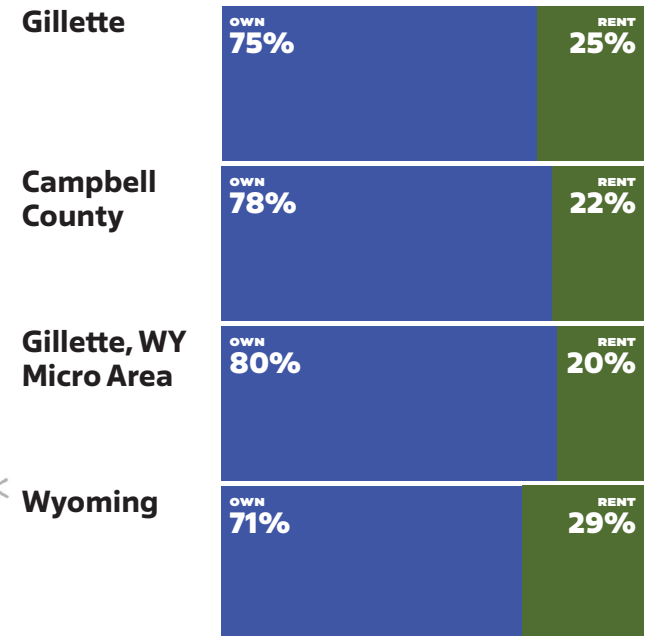
The pressure on Gillette to supply the housing market as new buyers come in search of affordable housing and rents is growing rapidly. The high costs of the Gillette Micro Area are forcing out existing residents and deterring potential new ones. Gillette already enjoys a reputation for a high-quality school district that attracts families. By adding variety to its housing offerings, it would likewise add variety to its potential residents, and offer things that fit a variety of potential buyers. This could bring in additional employers in sectors that are currently located elsewhere. Every city must compete for the attention of homebuyers and renters. Many decisions about where people

locate are based on which city offers the best total package of affordability and amenities. Discerning buyers have come to expect features like walkable and attractive streets, easy access to entertainment, and convenience in proximity to services and personal needs.

Gillette is in dire need of more housing. To offer this total package so many people are searching for, the city must provide a mix of type and price points. While ownership levels in Gillette are not significantly different than at the state level, a lack of compact urban forms and a lifestyle that isn't overly car-reliant will make it less desirable by

comparison. Furthermore, as the recent housing study found, the issue is not a land shortage - it is a shortage of suitable lots. More suitable lots can be created with the same amount of land if artificial restrictions requiring larger lots are removed. Additionally, Gruen Gruen + Associates found that larger-lot single-family homes would sell at a minimum of \$627,500 - only affordable to households with 162 percent of the Area Median Income. This is all the more reason to stop relying solely or mostly on this housing type to close the gap that exists.

Ownership & Rental Mix



WHY HOUSING MATTERS



Gillette is feeling mounting pressure in the housing market as new buyers and renters seek attainable housing and rents within reach. The diverse employment sectors present in Gillette draw highly skilled workers who expect neighborhoods offering amenities like walkability and easy access to services they enjoyed in larger metro areas or aspire to from smaller towns. Younger residents, in particular, expressed feeling unable or unwilling to achieve or desire the typical single-family home lifestyle, mirroring a national trend.

The effectiveness of private sector businesses relies heavily on a community's capacity to attract and retain necessary labor. Levels and types of housing significantly impact upward mobility. As new homes



at varying price points are built, they attract buyers who can qualify at these higher levels, freeing up more affordable homes and enabling others to “buy up.” Conversely, limited supply forces households capable of affording more expensive homes into lower-priced markets, where they outbid buyers with less financial flexibility, severely affecting the most income-constrained.

The recently completed housing study highlighted the need for additional inventory and greater variety in senior housing. This involves more than merely increasing senior living facilities; it includes simplifying the retrofitting of existing homes and expanding multifamily options from condos to small-yard cottages. Providing diverse independent

and supported living choices will help open some of Gillette's constrained housing supply.

Gillette unquestionably requires additional housing options across types and price points. While Gillette's homeownership exceeds regional and state averages, a lack of compact urban forms and housing variety makes the city less attractive to young workers and their families, and harder for older residents to age in place.

BARRIERS TO SUCCESS

1 ***Outdated Codes and Design Standards***
Current standards do not support design elements that are needed to build complete neighborhoods, such as street trees, shorter block lengths, smaller lots and mix of uses, and a wider variety of street sections that support walkability and placemaking. They also do not support a mix of housing and instead focus on separating types of housing. No amount of planning and incentives can overcome a regulating ordinance that is working in the opposite direction.

2 ***A Development Pattern Focused on Single-Use Places*** While the city does have alternatives to single-family homes (duplexes, townhomes, and apartments) the majority are older and are in need of rehabilitation. As long as the existing housing stock is viewed as substandard by prospective buyers and renters, they will continually seek out new builds. This, paired with the predominance of products on opposite ends of a broad spectrum (single-family homes or large multifamily complexes) skews the housing market. It also works against the creation and preservation of place, because neighborhoods are not designed in a cohesive fashion.

Office, industrial, retail, and entertainment destinations in the city are almost exclusively auto-focused and located along major thoroughfares that are either too far or too unsafe to access by bike or foot. This is principally caused by the use-based zoning ordinance. But another factor is a presumption by many people who have grown up in the decades since suburbanization that these uses are supposed to be separated. As long as the narrative remains that these uses cannot coexist within developed places, it will be difficult to create neighborhoods out of subdivisions.

3 ***Lack of Amenities Inside Existing Neighborhoods*** Many of the existing subdivisions lack trails, bike lanes, and complete sidewalk systems. When open space is included in a development, it is often land not suitable for development of parks. These amenities should support active lifestyles, neighbor interaction, and improved quality of life. Without these things inside neighborhoods, many more residents are forced into their cars to meet their daily needs.

This is a significant barrier because retrofitting largely suburban neighborhoods

from the top down is difficult. On the other hand, it is often hard to achieve bottom-up, small-scale improvements made by the residents of neighborhoods due to a complex governmental structure. Without residents feeling empowered to make their own neighborhoods better, the task is likely to be too large for the City to solve on its own.

NEIGHBORHOOD HIERARCHY

Gillette's aim is to be a neighborhood-centric community. From a planning perspective, this means shifting thinking from what all residents need at the citywide scale to what is needed by people in different parts of the city at a more local scale, and then mixing different types of neighborhoods together across the city to offer a variety. The neighborhood should become the central planning unit—and the city's goal needs to be making every neighborhood a complete neighborhood.

Gillette's neighborhood planning needs can be categorized into three different areas of focus:

NEIGHBORHOOD SCALE

The local (neighborhood) scale is where most residents' daily needs are met, and where they spend most of their time. For most neighborhoods, this means amenities and destinations are easily reached on foot. At this scale, traffic patterns should favor pedestrians and bicyclists, and access to transit should be available. Housing is mixed, and in less rural neighborhoods, uses are mixed more freely. Neighborhoods themselves differ from one to the next, so plans should be created with substantial input from current residents regarding their needs in that area.

DEVELOPMENT ZONE

The development zone is the next tier—a halfway point between the local scale and the citywide scale. At this level, the City provides services that are not offered at the neighborhood scale—fire stations, community parks, middle schools, and libraries. Additionally, development zones should provide neighborhood scale commercial services to serve the nearby neighborhoods, filling in the commercial gaps that those neighborhoods may have (such as supermarkets).

CITYWIDE SCALE

At the citywide scale are those services and amenities that serve the whole population, and sometimes the broader region. These include places such as City Hall, the post office, regional retail/office/commercial centers, large regional parks and conservation areas, athletic complexes, high schools, and regionally-connected trails.

NEIGHBORHOOD DESIGN

For existing neighborhoods to grow and improve over time, and for new neighborhoods to feel welcoming and complete, a number of best practices should be applied across the city for new and existing development.

The place types introduced in the Land Use and Growth Management component cover how land is distributed between different scales of rural, residential, and commercial uses. Neighborhoods will generally reflect the use mix and context associated with the place type they are located within, but will also have their own unique mix of building, infrastructure, and public space elements that further support the character and lifestyle expected by those who choose to live there. The following base design guidelines should be utilized as a starting point when planning new development in each of the three primary neighborhood types (rural, transitional, and complete).

An important part of any cohesive neighborhood is a shared or unified sense of context. This means that the borders of a neighborhood, while not delineated visually by a line on the street, are apparent through the character of the place.

Elements of Neighborhood Context



SCALE

is made up of the size and shape of buildings, and how they interact with the public space (usually streets).



ARCHITECTURE

describes the style and character of buildings themselves.



PEDESTRIAN ACCESS LEVELS

are the ability for a pedestrian to comfortably move through a place.



CONNECTION TO EXISTING FABRIC

wherein new development respects the character and historical significance of the area it inhabits.

AUTO

Rural

Transitional

Complete

PEDESTRIAN

The principal factor that changes between these neighborhoods is where they lay along an auto-oriented to pedestrian-oriented continuum. Rural is the most auto-oriented, while Complete is pedestrian-oriented.

Rural Neighborhoods

Amenities and non-residential uses in rural areas are limited and require driving to get to. Those living in rural areas can expect to have fewer neighbors, more open space, and less traffic. In Gillette, these neighborhoods can be found in the Rural Living place type.

BLOCK CHARACTER

- ① Variable block configuration generally represented by longer blocks and some dead-end streets.
- ② Limited pedestrian infrastructure and connectivity.

LOT CHARACTER

- ① Larger homestead style lots.
- ② Private drive access to each property off the main public street or county road.

PARKING ACCOMMODATION

- ① Private drives and parking on private property.

STREET CHARACTER

- ① Rural roads with limited access and connectivity.
- ② Bar ditches and trees in their natural locations. (no gutter/buried stormwater system)
- ③ Ribbon curbs in many cases, and in some cases, no curbs.

PARKS & OPEN SPACE

- ① Limited, if any public parks.
- ② Natural open spaces such as floodplain and conservation land
- ③ Large private lots in lieu of public parks.

ARCHITECTURAL DIVERSITY

- ① Variety of architectural styles suited to rural environment and character.

CIVIC SPACE

- ① Passive recreation in floodplain and conservation areas.

SECONDARY USE

- ① Home-based businesses.

Transitional Neighborhoods

Transitional Neighborhoods are most commonly found in the Complete Suburban Living place type and are intended to have a mix of residential options with pockets of neighborhood scale commercial located within walking distance. Because of the focus on residential, some commercial uses will be consolidated into larger neighborhood and

regional commercial nodes that are accessible via a short drive. Streets and public space in these neighborhoods should prioritize pedestrians and walkability with a few collector style corridors that balance slow speed vehicular access and shared use trail connections to the larger citywide network.

BLOCK CHARACTER

- ① Moderate block lengths.
- ② Provide connectivity between blocks and developments.
- ③ Some flexibility in street connectivity around environmental constraints, but pedestrian connectivity is essential.
- ④ Cul-de-sacs are rarely used and where they must exist pedestrian access is provided.

STREET CHARACTER

- ① Primarily slow, narrow streets with parking on one or both sides.
- ② Street trees are and dual sidewalks are encouraged.
- ③ Encourage connectivity to major collector streets. More connection points means less traffic per street.

CIVIC SPACE

- ① Schools and houses of worship should feel integrated into the overall neighborhood.
- ② Include pedestrian connectivity to the site.
- ③ Ensure parking lots are not predominate in site design, as much as possible hide parking behind buildings and bring buildings closer to the street.

LOT CHARACTER

- ① A variety of lot sizes should be used in proximity within a neighborhood.
- ② Utilize larger lots at logical points like end cap, T intersection, corner, and entry point lots.
- ③ Utilize alley lots on busier or prominent streets to limit driveways that interrupt continuous sidewalks.

PARKS & OPEN SPACE

- ① Green space within ¼ mile of all homes.
- ② Connect all parks and open space through sidewalks and trails.
- ③ Integrate detention areas as meaningful parts of open space network, or should be created as scenic focal points.

SECONDARY USE

- ① Commercial nodes should primarily serve adjacent residential areas and be integrated into the overall neighborhood.
- ② Site design to serve pedestrians and cyclists first and automotive access second.

PARKING ACCOMMODATION

- ① On street
- ② Driveways
- ③ Garages:
 - Rear-Entry
 - J-Swing
 - Pull-Through
 - Front-Entry (where deemed appropriate)
- ④ Non-residential uses requiring parking should have neighborhood-scaled and screened lots.

ARCHITECTURAL DIVERSITY

- ① Variety of architectural styles
- ② Utilize common design themes across architectural styles.
- ③ Styles should encourage porches, stoops, and balconies - to add visual interest.
- ④ Encourage alternative exterior materials that are more durable and sustainable long term.
- ⑤ Add details such as pocket parks, or outdoor dining at terminated vistas to add interest to neighborhood design. These points where people must pause before continuing are opportunities for small investments that greatly enhance the overall beauty of a place.

Complete Neighborhoods

Complete Neighborhoods are most commonly found in the Traditional Neighborhood place type and are most complete in terms of use mix, access, and activity. Those living in these neighborhoods should expect constant change where the scale and use of properties is incrementally evolving to meet the residential and commercial needs of

those living and working there. Residential and commercial uses can be mixed on the same block or grouped into small nodes that make the majority of needs convenient and accessible by biking or walking. Streets and public spaces are designed to prioritize pedestrians, walkability, and human interaction. Where higher levels of vehicular access

are required, streets are designed to be slow-speed and accommodate on-street parking.

BLOCK CHARACTER

- ① Generally, shorter block lengths
- ② Provide connectivity between blocks and between developments.
- ③ Some flexibility in street connectivity around environmental constraints, but pedestrian connectivity is imperative.
- ④ Cul-de-sacs should not be permitted.

STREET CHARACTER

- ① Primarily slow, narrow streets with parking on both sides.
- ② Street trees and sidewalks on both sides are required.
- ③ Gridded, and connected street layouts should be required, honoring Gillette's historic pattern.

CIVIC SPACE

- ① Schools and houses of worship should feel integrated into the overall neighborhood.
- ② Include pedestrian connectivity to the site.
- ③ Ensure parking lots are not predominate in site design, as much as possible hide parking behind buildings and bring buildings closer to the street.

LOT CHARACTER

- ① A variety of lot sizes should be used in proximity within a neighborhood.
- ② Utilize larger lots at logical points like end cap, T intersection, corner, and entry point lots.
- ③ Utilize alley lots on busier or prominent streets to limit driveways and increase yard space.

PARKS & OPEN SPACE

- ① Green space within ¼ mile of all homes.
- ② Connect all parks and open space through sidewalks and trails.
- ③ Integrate detention areas as meaningful parts of open space network, or should be created as scenic focal points.

SECONDARY USE

- ① Commercial uses should be thoughtfully disbursed throughout the neighborhood at meaningful points of interaction.
- ② Site design to serve pedestrians and cyclists first and automotive access second.

PARKING ACCOMMODATION

- ① On street
- ② Driveways
- ③ Garages:
 - Rear-Entry
 - J-Swing
 - Pull-Through
 - Front-Entry (where deemed appropriate)
- ④ Non-residential uses requiring parking should have neighborhood-scaled and screened lots.

ARCHITECTURAL DIVERSITY

- ① Variety of architectural styles
- ② Utilize common design themes across architectural styles.
- ③ Styles should encourage porches, stoops, and balconies - to add visual interest.
- ④ Encourage alternative exterior materials that are more durable and sustainable long term. Such as cement fiber board in lieu of wood for craftsman and farmhouse styles.
- ⑤ Add details such as pocket parks, or outdoor dining at terminated vistas to add interest to neighborhood design. These points where people must pause before continuing are opportunities for small investments that greatly enhance the overall beauty of a place.

DOWNTOWN

The Downtown Neighborhood

Gillette's downtown area has seen a resurgence in recent years, though there remain challenges to overcome. An important part of this planning process was to formally identify what the downtown "district" is within Gillette. The following map, reviewed by City staff and Gillette Main Street, illustrates an area of focus for this planning horizon. Cities tend to be most successful in revitalization efforts when they start with a narrower area of focus to create cohesion in efforts and build a steady momentum with visible positive changes. Starting small and building incremental successes has a direct effect on long-term occupancy and activity. In the future, the downtown map should be revisited as the capacity to begin looking at a larger area grows through dedicated programs, policy, and personnel.

Downtown's Historic Context

The downtown neighborhood is one unlike any other in Gillette. It contains six blocks of 30 properties that were added to the National Register of Historic Places in early 2023 because of the efforts of the Gillette Historic Preservation Commission. Another 25 buildings are listed as non-contributing, meaning that their facades have been altered. However, these properties could be returned to their original condition. The architectural styles in downtown are varied, with examples of Victorian Italianate, Victorian, Classical Revival, Neo-Classical, and Art Deco design.



DOWNTOWN

Preserving Gillette's Historic Places


Gillette's downtown has its own distinctive character shaped by the context of Wyoming's mining industry. People have referred to it as quaint and charming, with a small town feel that harkens back to another time. The transformation of the town from a railroad hub to a mining town heavily influenced the pace and arrangement of buildings in its core.

It is important to note that Gillette is a Certified Local Government (CLG). This is a designation given to local governments that have been certified through the Wyoming State Historic Preservation Office (SHPO). As such, it has access to resources, funding, training, and technical assistance to help with preserving historic buildings, districts, and cultural landmarks. These resources can be invaluable ways to preserve Gillette's historic places.



DOWNTOWN

Downtown Map & Observations

-  Downtown Boundary
-  Surface Parking Lots
-  Abrupt Edges
-  Gillette Avenue
-  Parcels

This map boundary includes the primary blocks (south of 1st Street and north of 6th Street, on either side of South Gillette Avenue) where the historic downtown development pattern - lot size, building scale, and street grid - is still present. Some blocks which are currently non-residential to the west and east (along Warren, Kendrick, and Carey Avenues) are also included. There are a few key observations to consider about this area and its current condition.

Erosion of Historic Patterns

First, this development pattern has been eroded in places where mid-century swaths of surface parking were introduced. This is a common occurrence as many downtowns in North America underwent significant transformations driven by a rapidly growing car culture at the time. Surface parking unfortunately reduces walkability, creates dead zones, and encourages further car dependence. However, it isn't too late to incrementally activate and recapture those lots in creative ways that support a more well-rounded daytime and nighttime center of activity. Surface parking lots can be transformed temporarily or permanently into community hubs, parks, plazas, vendor spaces, and social gathering spots. They also provide opportunities for infill development over time.

Gillette Avenue as a Centerpiece

Second, Gillette Avenue is a clear centerpiece and primary access point to and through the downtown area. It contains access to the majority of historic building stock in the area. However, it and the other streets in this district are still heavily auto-focused. While valuable measures have been taken to improve foot access and safety along this street (such as bump outs at intersections and wide sidewalks) there is the capacity to further focus this street as a pedestrian-first street. The myriad surface parking lots in close proximity provide the potential for Gillette Avenue to transition to a pedestrian plaza over time that provides the quaint, small town feel that has made heritage tourism such a large industry and attractor to visitors (both local and from afar).

Abrupt Edges with Surrounding Neighborhoods

Last, there is a stark contrast between the downtown area and the surrounding neighborhoods. The edges of the downtown area are abrupt and do not transition purposefully into the residential areas adjacent to it. In most areas, surface parking lots face residences across the street. The streets are built for vehicular traffic and there isn't much in the way of integrated mobility for cyclists and pedestrians. The lack of green space and landscaping is striking. There are small steps over time that can help to better integrate the downtown into its neighboring zones.



DOWNTOWN

Why Downtowns Matter

Every downtown matters. A downtown area plays a significant role in the overall health and vitality of the surrounding community. On one hand, well-designed, accessible and vibrant downtowns can promote a sense of belonging, a strong local economy, and social cohesion. On the other hand, neglected or declining downtowns can weaken community identity, creating expensive and complex problems that can be difficult to bounce back from.

Increasingly, downtowns are regaining the attention and reinvestment that they deserve as communities are alerted to the correlation between the health of their downtown and the health of their community. They foster a sense of history and play a part in recruiting and retaining talent to the area. They often have a unique combination of indoor and outdoor gathering spaces that are not always found among other development patterns. The resurgence of consumer interest in supporting local, independent, family-owned businesses often brings people to a downtown to shop, eat, and procure services.

Downtowns are also places of novelty. They often are the only places left that highlight how the mixing of land uses can work to create a unique and attractive environment. Also, they are often the only places that feel safe and pleasant for people outside of their vehicles to spend time while meeting their needs and desires.

Date Unknown



Date Unknown



1935



DOWNTOWN

Why Downtowns Matter, continued

The reason they are so novel is because zoning regulations post-WWII made these areas difficult, if not impossible, to build.

Downtowns are also inexplicably linked to a thriving tourism industry. Gillette has long recognized the need to focus on and reinvest here. Tourism is a critical economic driver, and it can be maximized by balancing the preservation of local character with accommodating the needs and wants of customers and visitors. The Tourism Master Plan prepared in 2022 acknowledges this, by calling for support of downtown development efforts and improving the appearance of entry points into downtown. The Tourism Master Plan cites “downtown Gillette” as being a top activity desired by close to 70 percent of visitors on a return trip to Campbell County.



ROCKPILE MUSEUM – GILLETTE, WYOMING

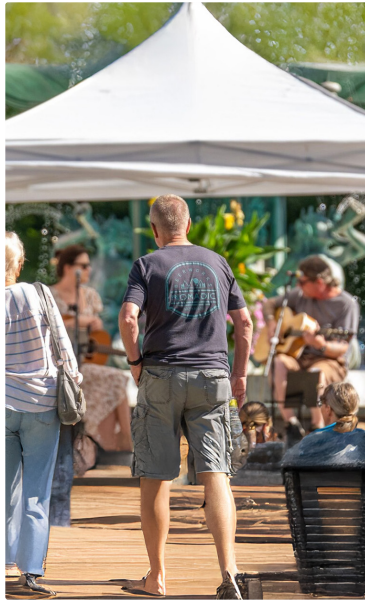


ELEMENTS NECESSARY FOR ECONOMIC REVIVAL OF RURAL MAIN STREETS



1

Events, third spaces, and programming can increase residents' community pride



2

A concentration on arts, culture, and entertainment is key to attracting residents to live downtown, filling vacant second stories.



3

Shopping locally builds a sense of belonging and connection.



4

Revitalization efforts must be integrated with inclusive engagement of nearby neighborhoods and their residents to maximize the benefits.



5

Activities offered should also include free and welcoming alternatives that do not exclude low-income residents.

DOWNTOWN

What Makes a Dynamic Downtown?

While there have been many schools of thought relating to downtown revitalization over the years, a regenerative strategy is one that works particularly well in small communities. This is covered in more detail in the publication *Downtown Revitalization in Small and Midsized Cities*. The primary goal of a regenerative strategy is to cultivate and develop the talents present in the community already. Its secondary goal is to entice new talent from outside the community to move in and create new businesses. It is a philosophy of growing from within and maximizing the ability of small cities and their residents to collaborate and network to support these businesses. This method emphasizes long-term success and social cohesion, recognizing that revitalization can benefit everyone.

Circa 1929



ROCKPILE MUSEUM - GILLETTE, WYOMING

Downtown Revitalization in Small and Midsized Cities, written by Michael A. Burayidi, published in 2018.

Accessible: https://planning-org-uploaded-media.s3.amazonaws.com/publication/download_pdf/PAS-Report-590.pdf

DOWNTOWN

Design Characteristics

BLOCK CHARACTER

- ① Shortest block lengths
- ② Provide connectivity between blocks and between developments
- ③ Some flexibility in street connectivity around environmental constraints, but provide pedestrian connectivity
- ④ Cul-de-sacs are not permitted

STREET CHARACTER

- ① Primarily commercial streets with parking on both sides
- ② Street trees and sidewalks on both sides are required
- ③ Encourage high levels of connectivity

CIVIC SPACE

- ① Government buildings, schools and houses of worship should be key architectural features of the neighborhood
- ② Buildings should predominate with parking behind (surface parking is discouraged)
- ③ The use of plazas, public gardens, pavilions is strongly encouraged

PARKING ACCOMMODATION

- ① On street
- ② Shared use parking garages
- ③ Parking Lots screened by building or landscaping (surface parking is discouraged)

LOT CHARACTER

- ① Orient pedestrian entrances to the primary street with automotive and service entrances on the alley or secondary street
- ② Utilize alley access to limit driveways

PARKS & OPEN SPACE

- ① Connect all parks and open space through sidewalks and trails
- ② Provide key trailheads and wayfinding to larger trail network

ARCHITECTURAL DIVERSITY

- ① Pedestrian-scaled buildings
- ② Utilize common design themes across architectural styles.
- ③ Encourage opportunities for human interaction points such as porches, stoops, and balconies.

INCREMENTAL IMPROVEMENT OF EXISTING NEIGHBORHOODS



Rainbow Row in Bellefontaine, OH is an example of context sensitive, unique redevelopment that larger developers usually don't invest in.



In recent years, there has been a resurgence of activity within the small development community. “Small developers” are typically local residents with a vested interest in improving their neighborhoods, whether through adding housing, acquiring property, or launching small businesses. Unlike large developers who purchase vast tracts of land to build multiple homes or commercial spaces at once, small developers focus on creating context-sensitive, unique developments on individual lots. These projects have the potential to activate and revitalize downtown areas and aging neighborhoods. Organizations like the Incremental Development Alliance and the Small Developers

Collective on Facebook have emerged to connect and support this growing group. The City should actively encourage incremental development, particularly for infill projects and redevelopment in downtown and nearby neighborhoods.

This approach encourages local residents to invest in their own neighborhoods, as they have a deep understanding of the area’s context, history, and long-term potential. Unlike outside investors who tend to harvest value and move on, small developers are committed to the lasting success of their properties. They focus on mid-scale housing and commercial spaces—exactly what Gillette lacks—while large developers typically rely on large-scale projects to meet the financial needs of

their bigger businesses. Small developers are more adaptable, building strong relationships with the community and maintaining local ownership. This helps preserve the “small town feel” that many Gillette citizens want to protect.

As the Incremental Development Alliance says on their website, “[Missing Middle buildings] are to real estate development what the small business is to commerce.” This approach to retrofitting and modestly filling in what’s missing within core city blocks maintains local flavor and uniqueness while activating and energizing what’s there. It preserves the bones of what is interesting while presenting fresh takes on how it can be used. Examples of where this has been done include the craft



Big Lost Meadery and Ranch & Roost are local examples of thoughtful adaptive reuse of existing structures. These kinds of incremental improvements provide substantial benefit to the surrounding neighborhood and Gillette at large.



brewing movement, the resurgence of accessory dwelling units (ADUs) and innovative adaptive reuse projects featured in downtowns that draw widespread attention.

Another powerful aspect of incremental development is its ability to preserve the “small town feel” by inviting locals to invest in their community. Whether by owning a local building, starting a small business, or contributing to a local place, residents can take ownership of their neighborhood’s growth. These efforts not only build personal wealth but also create value

for neighbors and friends. In this environment, individuals can develop new skills with a relatively low learning curve, particularly when supported by the City. Unlike large, conventional developments, incremental projects integrate smoothly with the existing street and utility infrastructure, placing less strain on city resources while making use of what’s already in place. Moreover, they represent much-needed reinvestment in long-overlooked neighborhoods—areas where residents often express frustration over their neglect.

Incremental development of existing neighborhoods mirrors the traditional process of city-building—step-by-step, over time. This approach is financially more resilient, spreading risk across smaller, manageable projects rather than relying on the success of a single large, expensive development with potentially wide-reaching consequences if it fails. Additionally, incremental development is often a faster way to expand housing options and revitalize older, underused buildings that still have character and potential. It builds active advocates that can help grow Gillette so it can achieve its aspirations.

BUILDING TYPOLOGIES

Creating a mixed range of housing types at various price levels is essential for maintaining affordability and attracting and retaining residents at different life stages and socioeconomic positions. Similarly, offering commercial buildings in multiple sizes and settings provides valuable choices for both business owners and customers.

These pages are designed to show examples of various building typologies that are contextually appropriate in this region of the country, as well as to Gillette, more specifically. Though the images in this section are not exhaustive, they are meant to give a basic understanding of what these buildings can look like.

A building typology is a grouping of buildings according to basic characteristics they share. The page for each building typology provides a description of its features and is paired with a series of photos meant to represent that typology. These images are not intended to be exhaustive, but rather provide a sampling that showcases variations of buildings that fit within that typology. The idea with each of the images is to illustrate the diversity of style, scale, and architecture within the typology.

RESIDENTIAL TYPOLOGIES

- Single-Family Detached
- Accessory Units
- Manufactured Homes
- Townhouse
- Cottage Court
- Smallplex
- Apartments

MIXED-USE TYPOLOGIES

- Live-Work
- Few-Over
- Many-Over

NON-RESIDENTIAL TYPOLOGIES

- Neighborhood-Scale Commercial
- Regional-Scale Commercial
- Industrial

Building Typology

SINGLE-FAMILY DETACHED

Detached single-family homes are the most common housing type and can be found across a broad spectrum of developments, ranging from small modular or prefabricated homes on compact lots to large estate-style residences on spacious properties. Placing multiple single-family homes on a single lot can effectively lower infrastructure costs while increasing overall housing availability.



Building Typology

ACCESSORY UNITS

Accessory Units are most commonly found with detached single-family homes, as those homes often have a large amount of unused land on the lot. Accessory units are also possible with other building typologies, or anywhere that there is spare land on which a small building could be placed. In residential areas, these are also often referred to as Accessory Dwelling Units, or ADUs.



Accessory units can be adapted for commercial or business purposes, such as small offices, services, or retail spaces. This flexibility allows property owners to generate income and introduces a modest mix of uses to the area.

Building Typology

MANUFACTURED HOME

Distinct from mobile homes (only appropriate if the structure was built pre-1976), these homes are factory-built and must adhere to the HUD code standards for quality and construction. They often are found in one of two configurations. The first is a “park” arrangement, where lots are leased or rented but together form a singular development that has some degree of shared space and/or amenities. The second is in a typical home site approach, with one per residential lot.



Building Typology

TOWNHOUSE

Townhouses, or townhomes, typically consist of two to eight small- to medium-sized single-family structures attached side by side. Each unit has street frontage and individual parking and yard spaces. This results in a more compact development pattern. These can also be referred to as Single-Family Attached.



Building Typology

COTTAGE COURT

A cottage court (sometimes called a bungalow court) is a collection of often smaller homes surrounding a common green space. Cottage courts generally are made up of detached homes, but duplexes can also be incorporated to add variety to housing types. In a greenfield development, these can be used to create spaces that preserve large trees that would otherwise be in the way of a conventional suburban layout. In an infill context, cottage courts can produce smaller homes on existing lots, particularly in a configuration referred to as a rosewalk where homes line the outside edges of a property and are arranged around a central linear green that also includes pedestrian connectivity between the units and to pedestrian facilities outside the court.



Building Typology

SMALLPLEX

The term smallplex (or simply a small multiplex) is a single structure consisting of anywhere between two to 10 units. The smallest of these are also referred to as duplexes, or duets, triplexes, and quads, or quadplexes. The units may be side-by-side or stacked on top of one another. When these types of buildings are thoughtfully designed, they fit seamlessly into most largely residential neighborhoods. On larger smallplexes like quads, it is common to have a large porch and a single entry door that opens onto a hallway with access to the first floor units and a set of stairs to the second floor units. In this configuration the exterior of the building is virtually indistinguishable from a large single-family home. In the larger configuration they may either have their own individual entrance or may share an entrance along the front of the building.



Building Typology

APARTMENTS

Apartments consist of one medium- to large-sized structure with multiple units that are accessed from one or more courtyards. The units may be side-by-side or stacked on top of each other. Units may each have their own entrance or share an entrance with several units.

It is important to understand that modern suburban apartment complexes with dozens of buildings and hundreds of units, set up in an auto-oriented suburban context, are not encouraged. Instead, smaller sets of 16-20 units provide the ability for apartments to fit within the scale of existing neighborhoods. The large suburban complexes provide an over-concentration of a single type of resident generally without access to services without a car, straining the mobility network. This makes for a more fragile urban environment.

In a mixed-use or high intensity context, 'many-over' and urban multifamily types with higher densities of units are superior to suburban apartments. Urban townhomes and apartments with a better street interface, wherein the building is brought up to the street and parking is hidden, is appropriate in this context.



Building Typology

LIVE-WORK

These are small- to medium-sized structures that include a dwelling unit above or behind a non-residential unit. These structures may be attached or detached. The non-residential use has the flexibility of being used for a variety of commercial uses that are compatible with the residential use. Both units are owned by the same person though they may be leased by separate entities.



Building Typology

FEW-OVER

Few Over describes a mixed-use building where a small number of units, either office or residential, are on a floor above a commercial use (generally retail). Office over retail is common in downtowns and main streets where there is not presently a demand for residential use. For these spaces to adapt and change over time to suit the needs of the community, it is important that the uses allowed inside these buildings be as broad as possible. Generally these buildings will not be more than three stories, and often not more than two.



Building Typology

MANY-OVER

Many-Over describes a mixed-use building where a large number of units, either office or residential, are on floors above a commercial use (generally retail). Office over retail is common in downtowns and Main Streets where there is not a large demand for residential presently. In modern mixed-use developments, these are generally retail on the ground floor with apartments above.



Building Typology

NEIGHBORHOOD-SCALE COMMERCIAL

These are light- to medium-intensity commercial uses, located within and around neighborhoods to serve the surrounding communities; easily accessible by foot or car. These uses consist of those that are essential to the community such as restaurants, general retail stores, medical offices, and fuel stations, live-work arrangements and sometimes small residential units.



Building Typology

REGIONAL-SCALE COMMERCIAL

These serve the larger region and include a more expansive mix of uses. These include commercial centers with grocers, restaurants, and retail, large office campuses, and higher density residential. Although these are auto-oriented and draw in a larger customer pool from across the region, they serve the surrounding neighborhoods as well. It is important to understand that an otherwise auto-oriented building can be part of a broader mixed-use development. There is some overlap between this category and the Many-Over building type, in that residential can be introduced to otherwise commercial-only places.



Building Typology

INDUSTRIAL

Industrial buildings consist of primarily intense commercial or industrial uses that may not be compatible with lower intensity and residential uses. At a slightly lower scale these building can house technology industries, light to mid-level manufacturing, and outdoor operations and storage.



PARK TYPES

A well-balanced and accessible park system is a critical component of Gillette's long-term strategy to support livability, public health, environmental quality, and economic resilience. Different types of parks serve distinct but complementary purposes, creating a layered system that meets the needs of residents across all ages, abilities, and neighborhoods. Pocket parks and neighborhood parks provide everyday access to green space and serve as local anchors that strengthen neighborhood identity, encourage informal social interaction, and support physical and mental well-being. Their proximity to homes and small scale make them especially important in denser or traditionally designed neighborhoods. Larger-scale community and regional parks serve a broader population, offering more robust facilities and specialized amenities that support active and passive recreation on a citywide or regional level. These parks are key destinations in the system and require strategic planning to ensure equitable distribution, connectivity, and integration with surrounding land uses.

In addition to these core park types, linear parks and open spaces expand the functionality and impact of the system by focusing on connectivity, environmental stewardship, and low-impact recreation. Linear parks often form the backbone of the city's trail and active transportation networks, linking residents to parks, schools,

employment centers, and natural areas. Open spaces, meanwhile, prioritize the preservation of sensitive landscapes and ecological features, often in partnership with conservation organizations. Together, all park types contribute to a cohesive, citywide network that promotes health, social cohesion, and long-term sustainability. Ongoing investment in all park types—tailored to their unique roles and service areas—ensures the system remains responsive to Gillette's growth, evolving recreation needs, and the broader goals outlined in the City's plans and policies.

TYPES

Pocket Park

Neighborhood Park

Community Park

Regional Park

Linear Parks & Open Spaces

Park Type

POCKET PARK

TYPICAL SIZE

**0.5-2
ACRES**

TYPICAL AMENITIES

Enhanced Landscaping

Benches

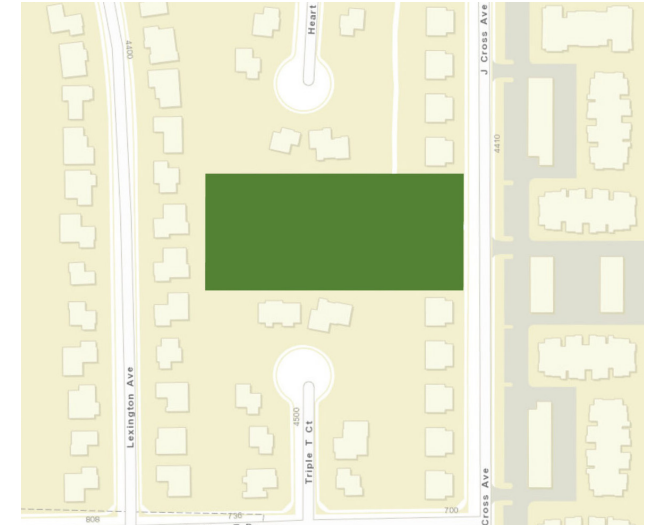
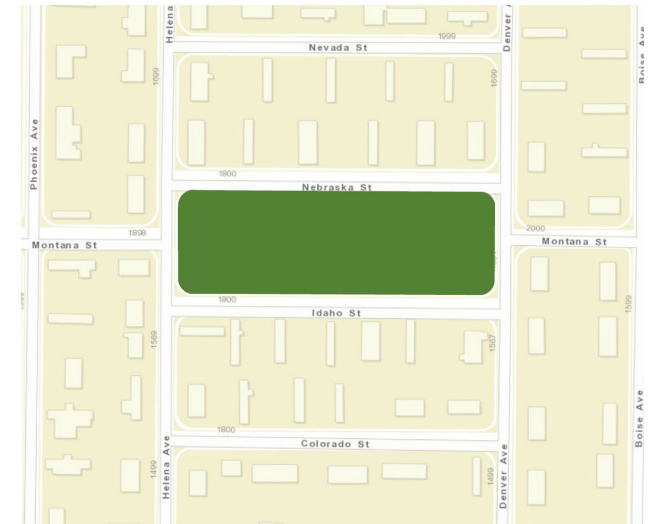
Play Equipment

Open Lawn

Trees

Shade Structure

Pocket Parks (or mini parks) are the smallest unit in a community's parks system. They are typically centrally located in a neighborhood, serving as a focal point for neighbors living or working within a few blocks of the park. Pocket parks often reflect and contribute to neighborhood character, and their small size and accessibility tend to make them convenient nearby destinations for everyday use. They often create branding opportunities for the surrounding neighborhood, and tend to have a positive impact on property values. While these parks can be used for passive recreation and relaxation, elements like community gardens are a thoughtful addition to these spaces; mini parks are particularly useful in traditional-style neighborhoods with denser grids and in downtown areas. Ease of access (on foot) is key to their success. These compact parks should be limited in purpose and should not be accompanied by off-street parking. Brody Park and Northland Village Park are examples of pocket parks in Gillette.

BRODY PARK**NORTHLAND VILLAGE PARK**

Park Type

NEIGHBORHOOD PARK

TYPICAL SIZE

**3-10
ACRES**

TYPICAL AMENITIES

Play Equipment

Picnic Area & Pavilions

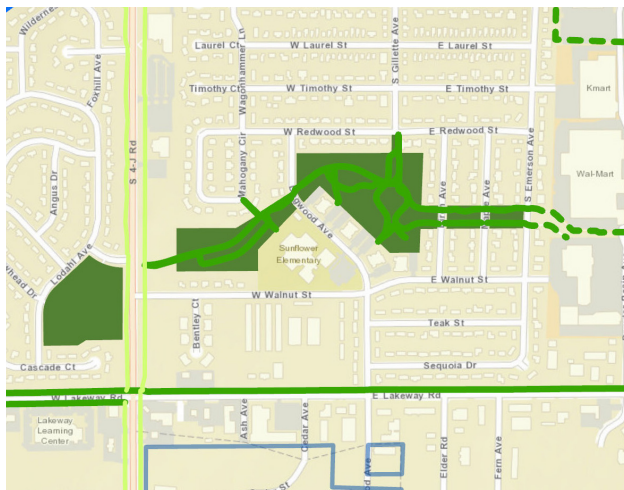
On-Street Parking

Sports Courts/Fields

Flexible Open Space

Nature Trails

Neighborhood parks are often considered the cornerstone of any city's parks system. Like pocket parks, they contribute significantly to the overall cohesiveness of a neighborhood, serving as an important recreational and social hub that is close to home for nearby residents. The neighborhood park typically features areas for both passive and (usually informal) active recreation activities, and can be combined with an elementary school to further enhance neighborhood character. Sage Bluffs Park and Sunflower Park are examples of neighborhood parks in Gillette.

SAGE BLUFF AND SUNFLOWER PARKS**SUNFLOWER PARK****SAGE BLUFF PARK**

Park Type

COMMUNITY PARK

TYPICAL SIZE

**10-50
ACRES**

TYPICAL AMENITIES

Play Equipment

Picnic Area & Pavilions

Rec Centers

Restrooms

Sports Courts/Fields

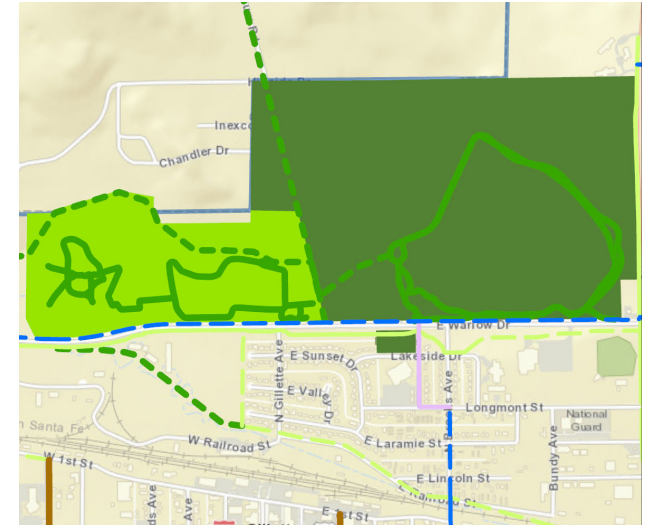
Flexible Open Space

Lighting

Nature Trails

Community parks serve a broader purpose (and population) than neighborhood parks. The focus is on meeting wide-ranging community recreation and social needs, and park facilities will vary depending on those needs. Generally, these parks contain a special attraction that draws people from a larger area. Examples are a pond or lake, ice skating rink, trails, unique cultural or environmental features, or specialized sports complexes.

Quality community parks feature a balanced set of amenities—for both passive and active recreation—that can appeal to a broad range of users. Community parks bring people together to socialize, play, and find quiet space; active, programmed recreation should be encouraged, but it should not disrupt other activities on-site. Community park design should reflect the character of the community and take advantage of the region's particular landscape features where possible. It is important for community parks to be connected to the surrounding area via the trails and sidewalks. Community parks are major destinations for trail systems. Additionally, these parks need good road access. Bicentennial Park and adjacent McManamen Park are examples of community parks in Gillette.

MCMANAMEN PARK**BICENTENNIAL & MCMANAMEN PARKS****BICENTENNIAL PARK**

Park Type

REGIONAL PARK

TYPICAL SIZE

**50+
ACRES**

TYPICAL AMENITIES

Trailheads

Athletics

Benches

Nature Trails

Shade Structures

Natural Areas

Lighting

Regional parks are very large parks which mimic community or special use parks, but with regionally-serving destination amenities. These parks are typically anywhere from less than 10 acres to several thousand acres in size.

Regional and community parks are larger and require longer-term planning, land acquisition, and funding for facilities and programming. Neighborhood and pocket parks are more localized. In new developments, the city should work with developers to locate these parks so that everyone in the neighborhood has access to a park within a quarter mile. The size, character, and programming of each park should complement the surrounding environment and neighborhood identity. Dalbey Memorial Park is an example of a regional park in Gillette.

DALBEY MEMORIAL PARK**ENERGY CAPITAL SPORTS COMPLEX**

Park Type

LINEAR PARKS & OPEN SPACE**TYPICAL SIZE****Varies****TYPICAL AMENITIES**

Trailheads

Wayfinding

Benches

Nature Trails

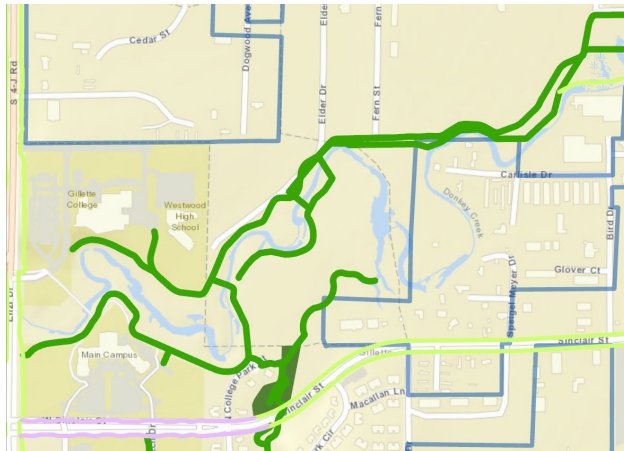
Shade Structures

Natural Areas

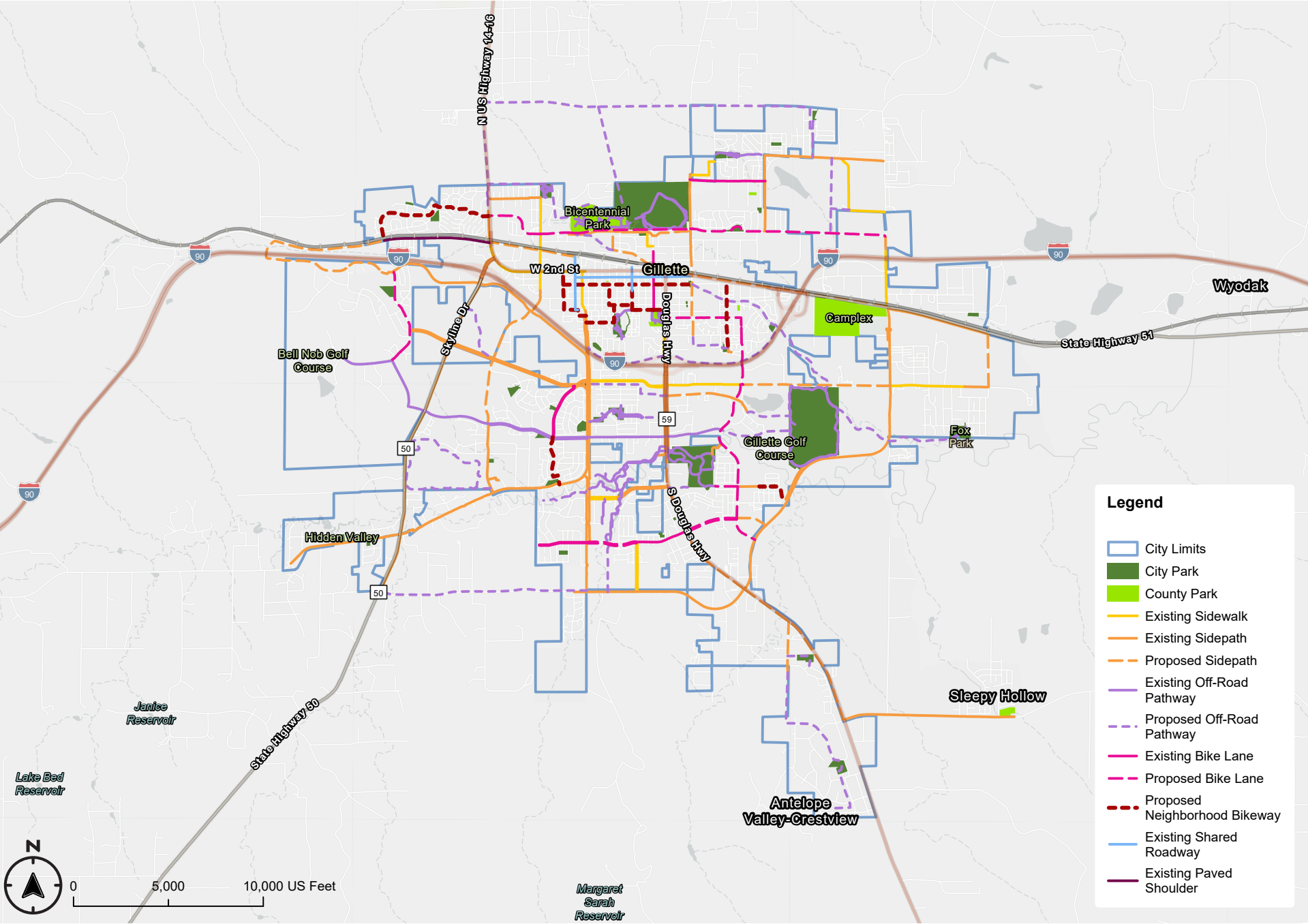
Lighting

Linear parks include open space and a variety of trail types such as greenway trails, thoroughfare connector trails, neighborhood connector trails, and in-park trails. Donkey Creek is an example of a linear park in Gillette.

Open Spaces are focused on the protection and management of natural features that provide important ecological and cultural functions, with recreational uses typically incorporated as a secondary objective. Development on these (usually large) sites is minimal, and passive recreation opportunities include birdwatching, hiking trails, and camping. Open space preserves are often partnerships with nature organizations such as Audubon Society or the Nature Conservancy. Donkey Creek also functions as an open space in Gillette.

DONKEY CREEK FLOODPLAIN**DONKEY CREEK**

PARKS & PATHWAYS MAP



IMPLEMENTATION

This final chapter focuses on how to implement the recommendations within each planning component. Implementing the Comprehensive Plan is perhaps the most important job the City of Gillette will have over the next five years.

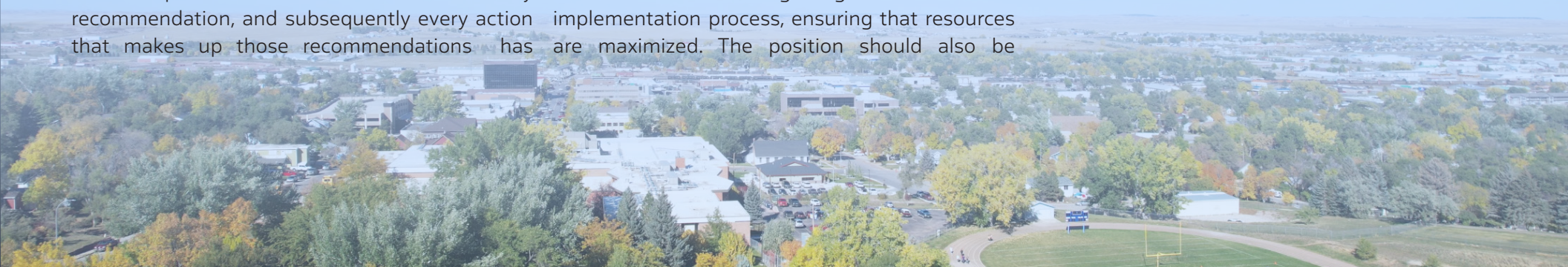
This chapter includes an explanation as to how implementation practices should be approached. Particular focus is given to how implementation should be a community process which is centered around neighborhoods and the people who live in them.

It is important to understand that every recommendation, and subsequently every action that makes up those recommendations has

been vetted to ensure that they align with the community's input, goals, identity, and values. Recommendations and actions are coupled in this chapter to provide a checklist that, when completed, indicates that recommendations have been accomplished.

Successfully implementing this plan in Gillette requires appointing a dedicated position within the City's organization to serve as the main point of contact and coordination for both the public and community resources (see appendix D). This position is essential for coordinating these stakeholders and integrating them into the implementation process, ensuring that resources are maximized. The position should also be

responsible for tracking progress on the actions and recommendations outlined in this chapter, and coordinating efforts across all involved parties. While the specific approach may vary by organization, it is crucial to discuss and plan this coordination now, as this work is not so minor that it is easily absorbed by existing departments. A plan of this scale requires sufficient capacity and clear focus for successful execution. Without a clear strategy for managing the implementation, many cities struggle to bring their plans to life. Effective implementation is the most challenging, rewarding, and vital aspect of planning for the future of a city.



Decision-Making Principles & Key Questions

Principle

QUALITY OF LIFE

Key Questions

- 1 Does this decision provide improvements that benefit our current citizens and attract new ones?
- 2 How would this decision further enhance the quality of life that our residents experience?
- 3 Would this decision provide additional services that would add variety to the pool of community services already available to residents?
- 4 Would this decision or proposal be in line with the vision of the overall community?

Principle

HEALTH & SAFETY

Key Questions

- 1 Does this decision promote the physical and mental well being of our residents? Does it lessen harm to them?
- 2 What impacts, if any, would this decision have on the response time of emergency services?
- 3 Does this decision ensure that roadways are designed and constructed to meet the community's standard of well-functioning and attractive corridors for all users?
- 4 Does this decision involve working with community partners, including the County, to improve infrastructure?

Principle

FISCAL RESPONSIBILITY

Key Questions

- 1 Is this decision a stable and sound use of our dollars, both now and in the future?
- 2 Does this decision prioritize existing infrastructure or does it require new infrastructure?
- 3 What is the cost of development, now and over time? Is the development designed to maximize fiscal productivity?
- 4 Are there cost savings from doing the work ourselves? Or funneling the work through a third party contractor?

Principle

ECONOMIC PROSPERITY

Key Questions

- 1 Does this decision bring variety in size and ownership of businesses in Gillette?
- 2 Does this decision prioritize sustainable economic growth and development in Gillette?
- 3 What benefits would the community reap if this development or business is incentivized? Would it further diversify the business community?
- 4 Were potential revenue and job creation numbers included in the presentation of this proposal?

Implementation Approach

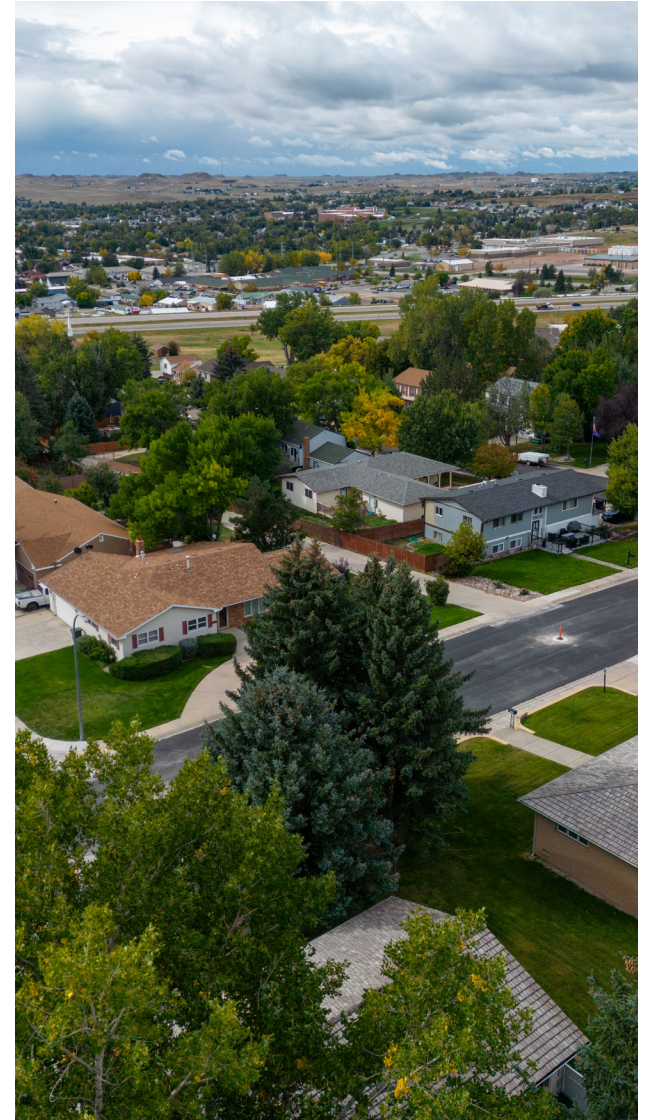
INCREMENTAL

Often, plans lose traction quickly because implementation recommendations prioritize too many large, complex projects that take many years to complete and require funding the City doesn't have. An alternative approach is to embrace an incremental, iterative approach that makes meaningful progress toward bigger goals immediately with the resources the community has available. The proposed implementation program was built around the Strong Towns "barbell strategy", where roughly 80 percent of projects are small, low risk projects that can be completed quickly with minimal resources and the other 20 percent toward larger high risk, high reward projects.



NEIGHBORHOOD CENTRIC

The majority of this plan focuses on improving quality of life for residents at the neighborhood level. Studies show that when quality of life is improved, property values and city revenues increase, and the wealth, health, and social wellbeing of residents also improve. And nobody knows what is needed in a neighborhood more than the people who live, work, worship, and recreate there every day. As such, the second critical aspect of the proposed implementation strategy centers around working with a neighborhood "cultivator crew" (residents, local businesses, and other community and philanthropic partners) to create and execute a series of neighborhood enhancement plans. These plans are intended to be lean, living documents that organize and prioritize ideas from the people in the neighborhood into small projects that will make the neighborhood incrementally better. Some of the projects will require city support through staff and funding, while others should be projects that can be done independently by residents with partnerships with philanthropic organizations and local businesses.



Action Types

Guidelines

Plans and design guidelines that are used to guide development of the functional and visual environment throughout the City or within certain areas.



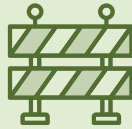
Regulations

Ordinances and adopted policies that are used to guide and enforce development patterns in the City, most notably the zoning and subdivision ordinances.



Tactical/Community

Easily-funded projects that can be executed by residents and other partners to address safety and quality of life items and test ideas while waiting for funds to become available for more permanent improvements.



Capital Investments

Infrastructure projects and other City investments that help preserve and enhance economic growth, property values and quality of life.



Partnerships

Specific partnerships and collaborative efforts that are needed or that can help to achieve the desired vision for Gillette.



Financial & Process Incentives

A city can encourage desired development with incentives like reduced fees, tax rebates, grants, and faster approvals to save developers time and money.



Education & Communication

Programs and activities that inform, engage and connect residents, local businesses and agency partners, and help with promotion of the community to prospective residents, developers and employers.



Economic Development

A city can cultivate a robust environment for entrepreneurship through programs, plans, and events that generate support or offer assistance. While the size of businesses varies, they are all reliant on local assistance and investment.



The Role of Community Resources

Throughout the planning process, the community has contributed to compiling a comprehensive list of resources—groups, associations, and partners—that can support the City in achieving its goals through their expertise, funding, tools, and collaborative efforts. These community resources - their individuals and their collective teams - can play one of six key roles, outlined below.



Investors

In this role, community resources invest by co-funding projects or jointly applying for grants to secure funding. They can also donate physical resources, such as equipment, materials, or space, to support implementation efforts. Additionally, they may play a key role in economic development by offering land or buildings for development, or by engaging in multi-party agreements that bring together various stakeholders to advance shared goals.

Supporters

In this role, community resources support by forming strategic alliances that amplify its overall impact. They may organize workshops or training sessions to build skills and capacity within the community, empowering residents to take an active role. Additionally, they can lead organized campaigns to drive progress and raise awareness of key initiatives. As advocates for the plan, they mobilize support by rallying community members and celebrate successes to amplify positive achievements and maintain momentum. Additionally, they can share facilities or venues, providing valuable spaces for meetings, events, or community activities that support the implementation of the plan.

Developers

In this role, community resources develop by joining task forces or committees that oversee and guide the implementation of the action steps. They may conduct surveys, research, or studies to gather and share valuable data, which can then be used to inform decision-making and track progress. Additionally, by analyzing and sharing insights, they help identify emerging needs, address challenges, and recommend adjustments to ensure the success of the plan over time. Their involvement ensures that decisions are grounded in the realities and needs of the community.

Promoters

In this role, community resources promote by hosting and publicizing opportunities for citizen engagement and outreach. They can use platforms like social media, local networks, and targeted messaging that appeals to community interests to raise awareness and encourage participation. Promoters also play a crucial role in reaching vulnerable populations or historically marginalized groups, ensuring that these communities are informed, included, and empowered to participate in the planning process.

Volunteers

In this role, community resources volunteer by offering labor for hands-on projects, like building, cleaning, or organizing community events. They may also assist with the setup and logistics of these activities, guaranteeing that everything runs smoothly and efficiently. Their involvement helps ensure that projects are completed on time and that the community can actively participate in meaningful, tangible tasks.

Talent & Expertise

In this role, community resources contribute their talent and expertise by offering specialized knowledge and skills in various fields. They may also provide professional services on a pro bono basis, such as legal, marketing, or design support, to help advance the plan's goals. Their contributions help ensure that the community has access to the necessary resources and proficiency to move initiatives forward.

A detailed community resource listing can be found in the appendix to this document. It is also easily accessible by tapping the button below.

Community Resources

Recommendations

Recommendations can also be read as goals for Gillette. Each recommendation is composed of specific tasks designed to achieve the recommendation they are listed underneath. As recommendations are completed, new ones should be created, along with accompanying actions. These must align with Gillette's community identity and filtered through Gillette's Decision-Making Principles. See Refining and Updating this Plan (page 15) in the Introduction Section for more information on this process.

RECOMMENDATION NUMBER

RECOMMENDATION

CONNECTIONS TO VALUES, ASPIRATIONS, AND TIMING

GILLETTE COMPREHENSIVE PLAN 192 RECOMMENDATIONS

NH 6 Diversify housing options by expanding the range of types and prices to include more affordable choices.

ACTION NUMBER	ACTION	ACTION TYPE	Family-Oriented	Transparency in Governance	Sense of Community	Bravery	Welcoming/Inclusive	Stable & Resilient Economy	Affordable & Affordable Housing	Health & Well-being	Community Growth	Community in Partnership	Access	Years 1-2	Years 3-4	Years 5-7	CITY DEPARTMENT	CITY ENTITIES	INCLUDE COMMUNITY RESOURCES ACTING AS
NH 6.A	Permit a wide range of housing types in all residential districts, including ADUs and missing middle housing.	Icon: House with arrow	•	•	•	•	•	•	•	•	•	•	•	•	•	•	DEVELOPMENT SERVICES	PLANNING COMMISSION, CITY COUNCIL	SUPPORTERS
NH 6.B	Identify locations in Gillette to increase residential densities.	Icon: Street with arrow	•	•	•	•	•	•	•	•	•	•	•	•	•	•	DEVELOPMENT SERVICES	PLANNING COMMISSION, CITY COUNCIL	
NH 6.C	Arrange meetings with small-scale residential builders based in Wyoming, who specialize in infill development, to assess their interest in Gillette, the conditions for involvement, and the potential to advise local construction companies on small projects.	Icon: People at table	•	•	•	•	•	•	•	•	•	•	•	•	•	•	DEVELOPMENT SERVICES, CITY ADMINISTRATION	CITY COUNCIL	INVESTORS, SUPPORTERS, DEVELOPERS, TALENT & EXPERTISE
NH 6.D	Develop a policy to promote and support the creation of workforce housing, including partnerships with major employers to address housing needs.	Icon: Factory with arrow	•	•	•	•	•	•	•	•	•	•	•	•	•	•	DEVELOPMENT SERVICES	CITY COUNCIL	INVESTORS, DEVELOPERS
NH 6.E	Initiate a Request for Qualifications (RFQ) to identify local builders and tradespeople, forming a team to develop infill residential projects in the area.	Icon: Document with arrow	•	•	•	•	•	•	•	•	•	•	•	•	•	•	DEVELOPMENT SERVICES, CITY ADMINISTRATION	CITY COUNCIL	INVESTORS, TALENT & EXPERTISE, VOLUNTEERS
NH 6.F	Research the feasibility of a city-led housing authority.	Icon: House with arrow	•	•	•	•	•	•	•	•	•	•	•	•	•	•	DEVELOPMENT SERVICES, CITY ADMINISTRATION	CITY COUNCIL	SUPPORTERS
NH 6.G	Investigate senior living communities that could be encouraged to come to Gillette.	Icon: Person with arrow	•	•	•	•	•	•	•	•	•	•	•	•	•	•	DEVELOPMENT SERVICES, CITY ADMINISTRATION		
NH 6.H	Establish an application process for developers to access City funds for housing projects.	Icon: Money bag with arrow	•	•	•	•	•	•	•	•	•	•	•	•	•	•	DEVELOPMENT SERVICES		

ACTION

ACTION NUMBER

ACTION TYPE

WHO PLUGS INTO THESE ACTIONS AND HOW

GENERAL RECOMMENDATIONS

1

Treat the Comprehensive Plan as the primary document to inform growth, development, and investment decisions. A well-run city has a unified community vision and objectives that bring people and perspectives together. It aligns resources in a manner that maximizes progress toward these shared goals. This document provides the framework that other plans, policies, and budgets should follow to strengthen Gillette's position and improve quality of life and affordability for current and future residents and businesses.

2

Expand the narrative about Gillette. Gillette is in a strong position to attract residents and businesses seeking high-quality services and a great quality of life. However, the community's image has been affected by external regional perceptions and, to a lesser extent, by some locals not fully embracing pride in their homes and neighborhoods. To address this, the City needs to launch a powerful branding campaign that highlights the shared values, community spirit, and resilience that make Gillette

unique. Additionally, a proactive media and PR strategy should be implemented to share local success stories and promote opportunities for individuals who want to be part of community-driven change and revitalization.

3

Cultivate a more resilient and mixed local community and workforce.

Gillette is a resident-focused community that prioritizes the growth and success of its local businesses and employers. The City can also be a champion for introducing new and innovative companies and industries to nurture a diverse workforce. As important as it is to cultivate and invest in new businesses, it is equally as important to prioritize and facilitate the success of existing ones.

4

Align development and budgeting decisions with the community's values and desired outcomes.

Decisions that are consistent with community principles develop trust, engagement, and ownership among residents. As the gap between needs and available resources grows, it is critical that the City invest resources







5

Foster continuous dialogue and open communication within the community.

Dialogue and open communication are essential for building trust and ensuring that all voices are heard. Regularly engaging residents through town hall meetings, surveys, or online platforms helps gather diverse input on key issues and encourages active participation in decision-making. Open communication channels allow for transparency in local government actions, policy changes, and development projects. By creating opportunities for ongoing feedback, the community becomes more connected, informed, and involved in shaping its future. This approach ultimately strengthens community ties and fosters a collaborative environment for problem-solving and growth.

GEN 1







Treat the Comprehensive Plan as the primary document to inform growth, development, and investment decisions.

ACTION NUMBER	ACTION	ACTION TYPE	Values				Aspirations				Timing				CITY DEPARTMENT	CITY ENTITIES	INCLUDE COMMUNITY RESOURCES ACTING AS
			Family-Oriented	Transparency in Governance	Sense of Community	Bravery	Welcoming/Inclusive	Stable & Resilient Economy	Affordable & Attainable Housing	Retain Identity & Manage Growth	Diversity in Population	Always	Years 1-2	Years 3-4			
GEN 1.A	Revise the CIP prioritization and budgeting processes to integrate the Planning Division, ensuring the Comprehensive Plan is effectively translated into projects.			●					●	●			●		CITY ADMINISTRATION, FINANCE, DEVELOPMENT SERVICES, PUBLIC WORKS		
GEN 1.B	Complete and implement the Water/Wastewater Master Plan to align with the contents outlined in this Plan.			●				●	●	●			●		CITY ADMINISTRATION, UTILITIES, DEVELOPMENT SERVICES, PUBLIC WORKS	CITY COUNCIL	
GEN 1.C	Develop a unified economic development strategic plan that consolidates the goals, resources, and priorities of the City and its partners (e.g., Energy Capital EDC, Chamber of Commerce, Gillette College) and that supports this Plan.			●	●			●	●					●	CITY ADMINISTRATION	CITY COUNCIL	INVESTORS, SUPPORTERS
GEN 1.D	Conduct an annual review of the Comprehensive Plan to keep it updated, and assess the role of local partners in this process.			●	●			●	●	●	●	●	●		CITY ADMINISTRATION, DEVELOPMENT SERVICES	PLANNING COMMISSION, CITY COUNCIL	PROMOTERS, SUPPORTERS
GEN 1.E	Encourage strategic collaboration and community engagement in the implementation and updating of this Plan.			●	●	●		●		●		●	●		PUBLIC AFFAIRS, DEVELOPMENT SERVICES	PLANNING COMMISSION, CITY COUNCIL	DEVELOPERS, PROMOTERS
GEN 1.F	Develop and maintain an online dashboard to report progress on implementation items.			●	●	●				●		●	●		CITY ADMINISTRATION, PUBLIC AFFAIRS, DEVELOPMENT SERVICES	CITY COUNCIL	DEVELOPERS, PROMOTERS

A detailed community resource listing can be found in the appendix to this document. It is also easily accessible by tapping the button below.

Community Resources








GEN 2**Expand the narrative about Gillette.**

ACTION NUMBER	ACTION	ACTION TYPE	Values				Aspirations				Timing				CITY DEPARTMENT	CITY ENTITIES	INCLUDE COMMUNITY RESOURCES ACTING AS	
			Family-Oriented	Transparency in Governance	Sense of Community	Bravery	Welcoming/Inclusive	Stable & Resilient Economy	Affordable & Attainable Housing	Retain Identity & Manage Growth	Diversity in Population	Always	Years 1-2	Years 3-4				Years 5-7
GEN 2.A	Partner with and/or support Community Resources to pursue a comprehensive branding strategy to define and promote the city's unique identity, using targeted marketing and community engagement to enhance its image and attract residents, employers, and visitors.		●	●	●	●	●	●	●	●	●				●	CITY ADMINISTRATION, PUBLIC AFFAIRS	CITY COUNCIL	SUPPORTERS, DEVELOPERS, PROMOTERS, TALENT & EXPERTISE
GEN 2.B	Collaborate with Campbell County Convention and Visitors Bureau staff to develop strategies for engaging residents as ambassadors for visitors.		●		●		●			●				●		PUBLIC AFFAIRS	CITY COUNCIL	VOLUNTEERS, PROMOTERS
GEN 2.C	Partner with and/or support Community Resources to launch an annual campaign to solicit stories from local residents and businesses to use in short videos that reflect the community's unique values, aspirations, and vision.				●	●	●	●		●	●			●		PUBLIC AFFAIRS		SUPPORTERS, PROMOTERS, TALENT & EXPERTISE
GEN 2.D	Use social media to actively engage with residents and others interested in the community and develop organized promotional campaigns for projects.			●	●		●			●					●	PUBLIC AFFAIRS		SUPPORTERS, PROMOTERS, TALENT & EXPERTISE
GEN 2.E	Partner with Community Resources to highlight unique industries, startups, and tech innovations that demonstrate how Gillette is evolving.			●	●		●	●	●	●	●			●		PUBLIC AFFAIRS		DEVELOPERS, TALENT & EXPERTISE
GEN 2.F	Partner with major employers, economic development partners, and educational institutions to create an annual report on the state of jobs in Gillette that can be used to guide policy and promote/recruit.		●	●	●	●	●	●	●	●	●				●	CITY ADMINISTRATION	CITY COUNCIL	SUPPORTERS, DEVELOPERS, PROMOTERS, TALENT & EXPERTISE

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Community Resources







GEN 3**Cultivate a more resilient and mixed local community and workforce.**

ACTION NUMBER	ACTION	ACTION TYPE	Values				Aspirations				Timing				CITY DEPARTMENT	CITY ENTITIES	INCLUDE COMMUNITY RESOURCES ACTING AS	
			Family-Oriented	Transparency in Governance	Sense of Community	Bravery	Welcoming/Inclusive	Stable & Resilient Economy	Affordable & Attainable Housing	Retain Identity & Manage Growth	Diversity in Population	Always	Years 1-2	Years 3-4				Years 5-7
GEN 3.A	Create an annual 'Citizen's Budget' document that presents the proposed budget in an accessible format, using clear language and graphics to educate the community about key limitations and needs.			●	●	●	●	●				●		●		FINANCE, CITY ADMINISTRATION	CITY COUNCIL	PROMOTERS
GEN 3.B	Hold regular meetings with Gillette College to ensure program offerings align with current industry needs.						●	●	●	●	●	●		●		CITY ADMINISTRATION, DEVELOPMENT SERVICES		SUPPORTERS, TALENT & EXPERTISE
GEN 3.C	Enhance or better utilize existing industrial parks for existing and new businesses to enter.				●	●	●	●		●			●			ALL DEPARTMENTS	CITY COUNCIL	SUPPORTERS, DEVELOPERS
GEN 3.D	Support and partner with the Campbell County Public Library to promote the library's podcast studio and make it accessible to local entrepreneurs.				●		●	●				●	●			PUBLIC AFFAIRS	CITY COUNCIL	PROMOTERS, VOLUNTEERS
GEN 3.E	Support Community Resources with promoting the Northeastern Wyoming Regional Airport and actively pursue expanded air service.				●		●	●		●	●			●		CITY ADMINISTRATION	CITY COUNCIL	INVESTORS, SUPPORTERS, DEVELOPERS, PROMOTERS
GEN 3.F	Partner with and/or support Community Resources to develop a centralized repository of financial and technical resources for small businesses.			●	●		●	●					●			CITY ADMINISTRATION, DEVELOPMENT SERVICES		INVESTORS, SUPPORTERS, DEVELOPERS, PROMOTERS
GEN 3.G	Clarify and better define the role of the City of Gillette economic development function in the context of the larger community economic development environment.			●				●						●		CITY ADMINISTRATION	CITY COUNCIL	

A detailed community resource listing can be found in the appendix to this document. It is also easily accessible by tapping the button below.

Community Resources






GEN 4**Align development and budgeting decisions with the community's values and desired outcomes.**

ACTION NUMBER	ACTION	ACTION TYPE	Values				Aspirations				Timing				CITY DEPARTMENT	CITY ENTITIES	INCLUDE COMMUNITY RESOURCES ACTING AS
			Family-Oriented	Transparency in Governance	Sense of Community	Bravery	Welcoming/Inclusive	Stable & Resilient Economy	Affordable & Attainable Housing	Retain Identity & Manage Growth	Diversity in Population	Always	Years 1-2	Years 3-4			
GEN 4.A	Conduct the annual Vibrant Community Assessment (see page 20), gather feedback from all residents, and use graphics to track progress over time for informed governance decisions.		●	●	●	●	●			●		●	●		CITY ADMINISTRATION, PUBLIC AFFAIRS	CITY COUNCIL	SUPPORTERS, PROMOTERS
GEN 4.B	Partner with and/or support Community Resources to share monthly highlights of local businesses, showcasing their services, products, and job offerings. Include a submission process for business owners to apply for consideration.				●		●	●		●		●	●		PUBLIC AFFAIRS		SUPPORTERS, PROMOTERS
GEN 4.C	Revise board and council agenda packets to briefly outline agenda items, decisions being considered, associated funding, decision-making principles, and key questions.			●			●					●			CITY ADMINISTRATION, ALL DEPARTMENTS	CITY COUNCIL	SUPPORTERS
GEN 4.D	Redesign the community survey on 1% sales tax spending priorities to eliminate forced choices and unclear rating systems, ensuring more accurate and nuanced citizen feedback.			●	●		●	●					●		CITY ADMINISTRATION		
GEN 4.E	Introduce appropriate user fees for facilities to ensure adequate resources for staff to use for long-term maintenance.		●	●				●	●			●			CITY ADMINISTRATION, FINANCE, PUBLIC WORKS	CITY COUNCIL	DEVELOPERS
GEN 4.F	Conduct a feasibility study on City-owned land to determine optimal uses, and analyze land leases for alignment with these feasible uses.			●	●			●	●				●		CITY ADMINISTRATION, DEVELOPMENT SERVICES	CITY COUNCIL	

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Community Resources

GEN 5**Foster continuous dialogue and open communication within the community.**

ACTION NUMBER	ACTION	ACTION TYPE	Values				Aspirations				Timing				CITY DEPARTMENT	CITY ENTITIES	INCLUDE COMMUNITY RESOURCES ACTING AS
			Family-Oriented	Transparency in Governance	Sense of Community	Bravery	Welcoming/Inclusive	Stable & Resilient Economy	Affordable & Attainable Housing	Retain Identity & Manage Growth	Diversity in Population	Always	Years 1-2	Years 3-4			
GEN 5.A	Introduce accountability for coordination and communication across all city departments.			●			●				●	●			CITY ADMINISTRATION		
GEN 5.B	Increase the visibility and promotion of city-led initiatives and programs.			●	●		●	●		●		●			CITY ADMINISTRATION		SUPPORTERS, PROMOTERS
GEN 5.C	Build on and enhance the collaborative relationship with Campbell County.			●	●	●	●				●	●			CITY ADMINISTRATION	CITY COUNCIL	
GEN 5.D	Organize quarterly town halls or listening sessions where residents can speak directly to and hear directly from administrators and officials.		●	●	●	●	●			●	●	●		●	CITY ADMINISTRATION	CITY COUNCIL	SUPPORTERS, PROMOTERS
GEN 5.E	Create an email group with local partners and their communication leads to share information and cross-promote through contact lists and social media.			●	●		●				●	●			CITY ADMINISTRATION		SUPPORTERS, PROMOTERS

A detailed community resource listing can be found in the appendix to this document. It is also easily accessible by tapping the button below.

Community Resources

LAND USE & GROWTH MANAGEMENT RECOMMENDATIONS

1

Adjust development standards to allow the type of development intended within each place type.

Single-use subdivisions and big-box commercial centers conflict with the community's desired values, particularly fiscal stewardship, affordability, and healthy living. Development standards should be updated to reflect the intended place types and their contextual characteristics. The new standards should also incorporate the principles of complete neighborhoods, as outlined in this Plan, to ensure the community's vision is realized.

2

Implement policies to manage and direct growth while improving financial productivity of new and existing development.

Analysis in this Comprehensive Plan indicates that most of the projected growth can be accommodated within the existing city limits and infrastructure, without the need to extend new infrastructure. The City should use the growth sector map to prioritize development in areas with existing infrastructure, rather than extending infrastructure to undeveloped areas, which would increase long-term fiscal liabilities. Additionally, assessing the fiscal impacts of new development upfront is essential to understand the City's obligations before committing to new projects.

3

Prioritize infill development and revitalization to make the most of existing infrastructure and public services.

Infill development is the quickest way to close the city's resource gap and maximize taxpayer investment. By focusing on vacant parcels, Accessory Dwelling Units (ADUs), and vertical development, Gillette can add density and add a variety of housing and commercial options without requiring new infrastructure. Smaller units also offer more affordable options for residents and small business owners. All development should respect the neighborhood's character. Promoting local services within neighborhoods reduces travel and strengthens community ties, improving both resource efficiency and quality of life.






LUGM 1**Adjust development standards to allow the type of development intended within each place type.**

ACTION NUMBER	ACTION	ACTION TYPE	Values				Aspirations				Timing				CITY DEPARTMENT	CITY ENTITIES	INCLUDE COMMUNITY RESOURCES ACTING AS
			Family-Oriented	Transparency in Governance	Sense of Community	Bravery	Welcoming/Inclusive	Stable & Resilient Economy	Affordable & Attainable Housing	Retain Identity & Manage Growth	Diversity in Population	Always	Years 1-2	Years 3-4			
LUGM 1.A	Complete updates which broaden the housing spectrum and allowances for various housing types.		●		●		●	●	●	●			●		DEVELOPMENT SERVICES	PLANNING COMMISSION, CITY COUNCIL	SUPPORTERS, DEVELOPERS, PROMOTERS
LUGM 1.B	Allow small footprint non-residential uses and mobile vendors.				●	●	●	●	●	●			●		DEVELOPMENT SERVICES	PLANNING COMMISSION, CITY COUNCIL	
LUGM 1.C	Conduct a code diagnostic to identify regulations that hinder or complicate the development of high-performing, fiscally sustainable projects.			●		●		●				●			DEVELOPMENT SERVICES	PLANNING COMMISSION, CITY COUNCIL	
LUGM 1.D	Prepare, conduct engagement on, and adopt design standards for various land uses in Gillette.		●	●	●	●	●		●					●	DEVELOPMENT SERVICES, PUBLIC AFFAIRS	PLANNING COMMISSION, CITY COUNCIL	SUPPORTERS, DEVELOPERS, PROMOTERS
LUGM 1.E	Ensure proposed infill, redevelopment, or greenfield projects are designed and laid out in a way that is consistent with the place type context language.			●	●				●		●		●		DEVELOPMENT SERVICES	PLANNING COMMISSION, CITY COUNCIL	
LUGM 1.F	Proactively rezone properties in areas that need revitalization to more flexible zoning districts.				●	●	●	●	●	●	●			●	DEVELOPMENT SERVICES	PLANNING COMMISSION, CITY COUNCIL	
LUGM 1.G	Once a new code is adopted, periodically conduct a comprehensive review and analysis of it to identify redundancies, inconsistencies, and areas of unnecessary complexity.			●			●	●	●	●				●	DEVELOPMENT SERVICES	PLANNING COMMISSION, CITY COUNCIL	SUPPORTERS, DEVELOPERS, PROMOTERS, TALENT & EXPERTISE
LUGM 1.H	Permit a wider range of lot sizes for residential development to facilitate easier activation of properties.		●	●	●		●	●	●	●			●		DEVELOPMENT SERVICES	PLANNING COMMISSION, CITY COUNCIL	

A detailed community resource listing can be found in the appendix to this document. It is also easily accessible by tapping the button below.

Community Resources






LUGM 2**Implement policies to manage and direct growth while improving financial productivity of new and existing development.**

ACTION NUMBER	ACTION	ACTION TYPE	Values				Aspirations				Timing				CITY DEPARTMENT	CITY ENTITIES	INCLUDE COMMUNITY RESOURCES ACTING AS
			Family-Oriented	Transparency in Governance	Sense of Community	Bravery	Welcoming/Inclusive	Stable & Resilient Economy	Affordable & Attainable Housing	Retain Identity & Manage Growth	Diversity in Population	Always	Years 1-2	Years 3-4			
LUGM 2.A	Incorporate fiscal analysis into the consideration of specific development applications.			●		●		●		●	●			DEVELOPMENT SERVICES	PLANNING COMMISSION, CITY COUNCIL		
LUGM 2.B	Promote undeveloped land in Traditional Neighborhood areas for high-quality mixed-use development that offers diverse jobs, housing, and retail, while utilizing adaptable infrastructure.		●		●		●	●	●	●		●		DEVELOPMENT SERVICES	PLANNING COMMISSION, CITY COUNCIL		
LUGM 2.C	Approve a policy and accompanying funding source that incentivizes adaptive reuse of existing buildings in a way that provides smaller scale retail, office, and residential mixes.				●			●	●	●		●		DEVELOPMENT SERVICES, FINANCE	CITY COUNCIL	PROMOTERS	
LUGM 2.D	Require an examination of costs and benefits associated with any consideration of street or utility extensions outside the Infill & Enhance growth sector.			●				●		●		●	●	DEVELOPMENT SERVICES, FINANCE, PUBLIC WORKS, CITY ADMINISTRATION	CITY COUNCIL		
LUGM 2.E	Implement zoning and planning restrictions to limit development around environmentally sensitive areas, including but not limited to floodplains and waterways, ensuring protection of natural resources and minimizing ecological impact.				●		●	●	●			●		DEVELOPMENT SERVICES, PUBLIC WORKS	CITY COUNCIL	PROMOTERS	

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Community Resources

LUGM 3**Prioritize infill development and revitalization to make the most of existing infrastructure and public services.**

ACTION NUMBER	ACTION	ACTION TYPE	Values				Aspirations				Timing				CITY DEPARTMENT	CITY ENTITIES	INCLUDE COMMUNITY RESOURCES ACTING AS	
			Family-Oriented	Transparency in Governance	Sense of Community	Bravery	Welcoming/Inclusive	Stable & Resilient Economy	Affordable & Attainable Housing	Retain Identity & Manage Growth	Diversity in Population	Always	Years 1-2	Years 3-4				Years 5-7
LUGM 3.A	Identify priority infill sites and buildings within core neighborhoods for revitalization.		●		●			●	●	●			●			ALL DEPARTMENTS	CITY COUNCIL	SUPPORTERS, DEVELOPERS, PROMOTERS
LUGM 3.B	Develop a map and guidelines to help builders and small developers access vacant city-owned properties at low or no cost, including fee waivers, technical assistance, and other incentives.			●	●		●	●	●	●			●			DEVELOPMENT SERVICES, CITY ADMINISTRATION	CITY COUNCIL	DEVELOPERS, TALENT & EXPERTISE
LUGM 3.C	Implement design standards that promote walkability, connectivity, and community-friendly development in infill zones.		●		●		●	●		●	●			●		DEVELOPMENT SERVICES	PLANNING COMMISSION, CITY COUNCIL	DEVELOPERS, PROMOTERS, TALENT & EXPERTISE
LUGM 3.D	Facilitate public-private partnerships to encourage investment in underdeveloped or neglected areas.		●		●				●	●	●			●		DEVELOPMENT SERVICES, CITY ADMINISTRATION		SUPPORTERS, VOLUNTEERS, TALENT & EXPERTISE
LUGM 3.E	Adopt a governance policy of prioritizing maintenance and enhancement of existing roads over building new roads.			●			●						●			CITY ADMINISTRATION, FINANCE, DEVELOPMENT SERVICES, PUBLIC WORKS	CITY COUNCIL	

A detailed community resource listing can be found in the appendix to this document. It is also easily accessible by tapping the button below.

Community Resources

MOBILITY & CONNECTIVITY RECOMMENDATIONS

1

Adjust the default mobility planning approach to include possibilities for non-vehicular trips. The conventional mobility planning approach relies heavily on traffic models, which prioritize vehicles and lead to a cycle of auto-centric development and the construction of more, wider roads—an approach Gillette can't afford. Instead, non-vehicular trips should be explicitly prioritized in street design, land use, and development patterns that support these modes of travel. As a result, the amount of space allocated to vehicles in the right-of-way can be reduced.

2

Maximize the long-term financial sustainability and efficiency of mobility infrastructure. The city's existing street infrastructure exceeds its long-term maintenance capacity without additional funding. Proactive maintenance and strategies to reduce pavement width can extend the lifespan of existing infrastructure, while growth management tactics can increase tax revenue productivity

in developed and newly developed areas. Together, these can help close the infrastructure funding gap over time.

3





Utilize tactical, low-cost improvements to incrementally transition auto-oriented roads to slower-speed, pedestrian-friendly streets. Gillette is currently a community where most people drive to most things, so transitioning to complete neighborhoods will be a gradual process. An important initial step is to narrow lanes to slow traffic inside existing neighborhoods, add bike lanes, and delineate on-street parking in areas where neighborhood commerce exists or could be supported in the future. These improvements will help prioritize pedestrians and cyclists while supporting local businesses. These changes can be implemented quickly and cost-effectively using paint, planters, and other temporary materials, with the potential to become permanent as funding becomes available. By taking a step-by-step approach, the City

4

can pursue manageable costs, gradual adjustment, and continual progress. Investing in incremental improvements today encourages Gillette to be a more connected and accessible community tomorrow.

Provide mobility options for everyone. Building and maintaining a well-connected network of sidewalks, bike facilities, and other forms of right-sized public transportation (like micro-mobility options) is essential. This will ensure that everyone, regardless of their background or access to a private vehicle, can navigate the community safely and conveniently. When people have access to safe, convenient transportation options, they are more likely to engage with their community, whether it's for leisure, social events, or civic activities. A lack of mobility options can contribute to sedentary lifestyles and health problems, as people may be forced to rely on cars for every trip, even short ones.







MC 1**Adjust the default mobility planning approach to include possibilities for non-vehicular trips.**

ACTION NUMBER	ACTION	ACTION TYPE	Values				Aspirations				Timing				CITY DEPARTMENT	CITY ENTITIES	INCLUDE COMMUNITY RESOURCES ACTING AS	
			Family-Oriented	Transparency in Governance	Sense of Community	Bravery	Welcoming/Inclusive	Stable & Resilient Economy	Affordable & Attainable Housing	Retain Identity & Manage Growth	Diversity in Population	Always	Years 1-2	Years 3-4				Years 5-7
MC 1.A	Adopt a Complete Streets policy for neighborhoods that prioritizes all modes of transportation, ensuring streets are designed to accommodate pedestrians, cyclists, transit users, and drivers alike.		●		●	●	●				●	●		●		DEVELOPMENT SERVICES, CITY ADMINISTRATION	CITY COUNCIL	SUPPORTERS
MC 1.B	Introduce design standards for wider sidewalks in mixed-use and activity centers.					●		●			●	●			●	DEVELOPMENT SERVICES		
MC 1.C	Introduce design standards for protected and separated bike lanes.		●		●		●			●	●			●		DEVELOPMENT SERVICES		
MC 1.D	Partner with residents and neighborhood groups every six months to identify low-cost improvements, such as painting bike lanes, adding crosswalks, and filling sidewalk gaps, to enhance pedestrian safety and mobility between neighborhoods and activity centers.		●	●	●	●	●			●		●		●		DEVELOPMENT SERVICES, PUBLIC AFFAIRS	CITY COUNCIL	SUPPORTERS, DEVELOPERS, PROMOTERS, VOLUNTEERS, TALENT & EXPERTISE

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Community Resources




MC 2**Maximize the long-term financial sustainability and efficiency of mobility infrastructure.**

ACTION NUMBER	ACTION	ACTION TYPE	Values				Aspirations				Timing				CITY DEPARTMENT	CITY ENTITIES	INCLUDE COMMUNITY RESOURCES ACTING AS
			Family-Oriented	Transparency in Governance	Sense of Community	Bravery	Welcoming/Inclusive	Stable & Resilient Economy	Affordable & Attainable Housing	Retain Identity & Manage Growth	Diversity in Population	Always	Years 1-2	Years 3-4			
MC 2.A	Adopt a phased development approach policy for the City to ensure that the expansion of new infrastructure aligns with entitled development and city resources and capabilities.			●				●		●			●		DEVELOPMENT SERVICES	CITY COUNCIL	SUPPORTERS
MC 2.B	As redevelopment occurs along arterials, look for opportunities to close driveways and medians to improve access management and traffic flow.				●					●		●	●		DEVELOPMENT SERVICES		
MC 2.C	Review all sidewalks throughout Gillette to identify where ADA issues exist and prioritize them in the Capital Improvement Plan (CIP) for remedies.		●		●		●			●	●	●		●	DEVELOPMENT SERVICES	CITY COUNCIL	VOLUNTEERS, PROMOTERS
MC 2.D	Update design standards to reduce pavement and lane widths, lowering maintenance and construction costs while slowing traffic to improve safety.				●		●			●	●		●		DEVELOPMENT SERVICES		
MC 2.E	Identify thoroughfares with current and potential capacity for on-street parking to be established through future tactical projects and/or reconstruction efforts.			●									●		DEVELOPMENT SERVICES, PUBLIC WORKS		
MC 2.F	Develop a comprehensive wayfinding program for the pathways system.		●		●		●			●				●	DEVELOPMENT SERVICES, PUBLIC WORKS	CITY COUNCIL	SUPPORTERS, DEVELOPERS

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Community Resources








MC 3**Utilize tactical, low-cost improvements to incrementally transition auto-oriented roads to slower-speed, pedestrian-friendly streets.**

ACTION NUMBER	ACTION	ACTION TYPE	Values				Aspirations				Timing				CITY DEPARTMENT	CITY ENTITIES	INCLUDE COMMUNITY RESOURCES ACTING AS	
			Family-Oriented	Transparency in Governance	Sense of Community	Bravery	Welcoming/Inclusive	Stable & Resilient Economy	Affordable & Attainable Housing	Retain Identity & Manage Growth	Diversity in Population	Always	Years 1-2	Years 3-4				Years 5-7
MC 3.A	Execute the tactical and pavement reconfiguration projects outlined in the Mobility component.		●		●	●	●			●				●		DEVELOPMENT SERVICES		PROMOTERS, VOLUNTEERS
MC 3.B	Expand and improve safety for children walking and biking to schools by implementing targeted projects and policy changes that prioritize safe routes and traffic calming measures.		●		●		●			●					●	DEVELOPMENT SERVICES, POLICE		PROMOTERS, VOLUNTEERS
MC 3.C	Develop a citywide plan to identify locations for painted bike lanes and on-street parking as a low-cost, incremental step. Implement with paint and promote through an online map and marketing tools.		●		●	●	●		●						●	DEVELOPMENT SERVICES, PUBLIC AFFAIRS	CITY COUNCIL	PROMOTERS, VOLUNTEERS

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Community Resources

MC 4**Provide mobility options for everyone.**

ACTION NUMBER	ACTION	ACTION TYPE	Values				Aspirations				Timing				CITY DEPARTMENT	CITY ENTITIES	INCLUDE COMMUNITY RESOURCES ACTING AS
			Family-Oriented	Transparency in Governance	Sense of Community	Bravery	Welcoming/Inclusive	Stable & Resilient Economy	Affordable & Attainable Housing	Retain Identity & Manage Growth	Diversity in Population	Always	Years 1-2	Years 3-4			
MC 4.A	Launch a community engagement initiative to gather residents and stakeholders feedback regarding their transportation needs and preferences.		●	●	●		●			●	●		●		DEVELOPMENT SERVICES, PUBLIC AFFAIRS	CITY COUNCIL	DEVELOPERS, PROMOTERS
MC 4.B	Initiate a strategic sidewalk expansion program, prioritizing high-traffic areas and gaps in the current network.		●		●		●			●				●	DEVELOPMENT SERVICES	CITY COUNCIL	INVESTORS, PROMOTERS
MC 4.C	Include recommended improvements for sidepaths, off-road pathways, neighborhood bikeways, and spot improvements in the Capital Improvement Plan for funding, scheduling, and implementation.		●		●		●	●	●	●	●			●	DEVELOPMENT SERVICES	CITY COUNCIL	
MC 4.D	Review all intersections and identify where crosswalks are needed, then create a plan for installation of these crosswalks.		●		●		●			●				●	DEVELOPMENT SERVICES		DEVELOPERS
MC 4.E	Add comfort amenities (benches, lighting, restrooms, water, bike parking) throughout the city.		●		●		●		●	●		●		●	DEVELOPMENT SERVICES, PUBLIC WORKS	CITY COUNCIL	DEVELOPERS, SUPPORTERS
MC 4.F	Collaborate with local organizations to design and promote a pilot shuttle program that stops at key locations in the City with high demand or interest.		●		●		●	●	●		●		●		CITY ADMINISTRATION, PUBLIC AFFAIRS		INVESTORS, SUPPORTERS, VOLUNTEERS
MC 4.G	Work with the School District and Police Department to improve routes to school through safety measures, education, incentives, and enforcement.		●		●		●			●			●		CITY ADMINISTRATION, DEVELOPMENT SERVICES		TALENT & EXPERTISE, VOLUNTEERS, SUPPORTERS

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Community Resources

HOUSING & NEIGHBORHOODS RECOMMENDATIONS

1

Build complete neighborhoods, not just residential subdivisions.

Building complete neighborhoods—where housing, schools, parks, and commercial services are interconnected and within walking or biking distance—helps improve quality of life and provides significant financial benefits to the city. In a complete neighborhood, streets and sidewalks are interconnected to make daily needs more accessible within walking or biking distance. Because a complete neighborhood is more integrated and accessible, residents are more likely to interact with one another. Shared spaces like parks, plazas, and local businesses foster social interaction and build a stronger sense of community. People are more likely to bump into their neighbors and engage in local activities, which can improve social cohesion. Subdivisions are often more isolated and clustered, requiring commuting. They function more like islands because they rely on cul-de-sacs, wide roads, and winding streets.

2

Encourage housing and construction markets to focus more on existing homes, not just new builds.

To create a more sustainable, affordable, and mixed housing market, a focus on renovating and adapting existing homes is also necessary. The current housing market often overlooks the potential of existing homes, driving up prices and leading to unnecessary demolitions. Policies should focus on a combination of new and more varied construction, while also making it simpler and easier for people to improve and adapt their existing homes. This also enhances and preserves neighborhood character. When a new home feels like the only way to get a “great” home, the housing market leans only in that direction.

3

Creatively and proactively enforce existing codes.

To maintain the city’s appearance and ensure a high quality of life for residents, city staff, with the assistance of the community, should prioritize existing building and maintenance codes. This includes identifying

and addressing issues before they become significant problems by enforcing property maintenance standards and promoting regular upkeep. This enhances the overall livability of neighborhoods without requiring new legislation or extensive new resources. By thinking creatively about enforcement, the city can foster a culture of compliance while maintaining a clean, welcoming environment for all residents.

4

Improve and enhance Gillette’s downtown. Continue to improve and invest in downtown Gillette to attract businesses, create jobs, and boost tourism. A vibrant, well-maintained downtown fosters community pride and serves as a cultural and social hub, benefiting the entire city. The health of a downtown directly impacts the broader city, driving economic activity and reinforcing local identity. There is significant potential for higher-density residential units in the upper stories of downtown buildings, as well as mixed housing options in surrounding areas that complement,

HOUSING & NEIGHBORHOODS RECOMMENDATIONS, CONTINUED

rather than compete with, the downtown's offerings.

5

Encourage incremental, community-driven growth and transformation of neighborhoods.

Downtown and the adjacent neighborhoods offer the opportunity to create a vibrant mixed-use area that offers a full spectrum of housing, businesses, and entertainment options. Using partnerships and incremental development strategies to rehabilitate and expand existing buildings, along with infill development on vacant lots, is an effective approach to boost the city's fiscal health and create wealth for local property and business owners.






sustainable way, the city can better accommodate growing demand for housing without overextending public resources. To ensure a balanced mix of housing options, the city can require developers to include a percentage of different housing types—such as single-family homes, townhomes, and apartments—within both new and existing neighborhoods, based on the size and zoning of the development. This will create diverse, livable communities that cater to a variety of income levels and lifestyles.

6

Create a variety of housing options by expanding the range of types and prices to include more affordable choices.

Building smaller homes that use less land is a key strategy for improving the city's fiscal health. This approach makes housing more affordable to build, rent, and own, while also helping to preserve open space and reduce infrastructure costs. By increasing density in a








NH 1**Build complete neighborhoods, not just residential subdivisions.**

ACTION NUMBER	ACTION	ACTION TYPE	Values				Aspirations				Timing				CITY DEPARTMENT	CITY ENTITIES	INCLUDE COMMUNITY RESOURCES ACTING AS
			Family-Oriented	Transparency in Governance	Sense of Community	Bravery	Welcoming/Inclusive	Stable & Resilient Economy	Affordable & Attainable Housing	Retain Identity & Manage Growth	Diversity in Population	Always	Years 1-2	Years 3-4			
NH 1.A	Eliminate approval of single-use, single housing type, suburban subdivisions.			●	●	●			●	●	●	●	●		DEVELOPMENT SERVICES	PLANNING COMMISSION, CITY COUNCIL	
NH 1.B	Develop a 'Complete Neighborhood Checklist' outlining essential components—like housing variety, transit access, and local services—to guide development, zoning, and revitalization efforts, ensuring neighborhoods are well-rounded and livable.		●	●	●		●	●	●	●				●	DEVELOPMENT SERVICES		SUPPORTERS, DEVELOPERS
NH 1.C	Use the Complete Neighborhood Checklist to assess and prioritize neighborhoods in Gillette that require initial attention. Develop a plan for those.		●	●	●	●	●	●	●	●				●	DEVELOPMENT SERVICES	PLANNING COMMISSION, CITY COUNCIL	PROMOTERS, VOLUNTEERS
NH 1.D	Promote context-sensitive, small-scale businesses and offices within existing neighborhoods through zoning and building codes.				●		●	●	●			●			DEVELOPMENT SERVICES	PLANNING COMMISSION, CITY COUNCIL	
NH 1.E	Update zoning codes and streamline permitting to allow and encourage home-based businesses, while providing resources and incentives for entrepreneurs to operate from residential properties.		●		●		●	●	●	●		●			DEVELOPMENT SERVICES	PLANNING COMMISSION, CITY COUNCIL	

A detailed community resource listing can be found in the appendix to this document. It is also easily accessible by tapping the button below.

Community Resources





NH 2**Encourage housing and construction markets to focus more on existing homes, not just new builds.**

ACTION NUMBER	ACTION	ACTION TYPE	Values				Aspirations				Timing				CITY DEPARTMENT	CITY ENTITIES	INCLUDE COMMUNITY RESOURCES ACTING AS
			Family-Oriented	Transparency in Governance	Sense of Community	Bravery	Welcoming/Inclusive	Stable & Resilient Economy	Affordable & Attainable Housing	Retain Identity & Manage Growth	Diversity in Population	Always	Years 1-2	Years 3-4			
NH 2.A	Offer financial incentives (e.g., grants or low-interest loans) to homeowners to update their homes so they maintain value.		●	●	●	●	●	●	●	●			●	DEVELOPMENT SERVICES, FINANCE, CITY ADMINISTRATION	CITY COUNCIL	INVESTORS, SUPPORTERS, TALENT & EXPERTISE	
NH 2.B	Streamline permitting and reduce fees for renovation projects, particularly in older or historic neighborhoods, to make rehab easier and more cost-effective.		●	●	●	●	●	●	●			●		DEVELOPMENT SERVICES, FINANCE	CITY COUNCIL	PROMOTERS	
NH 2.C	Offer incentives to small-scale investors or developers to purchase, renovate, and resell underutilized or distressed properties.		●		●	●	●	●	●				●	DEVELOPMENT SERVICES, FINANCE, CITY ADMINISTRATION	CITY COUNCIL	PROMOTERS	
NH 2.D	Promote the creation of community land trusts, land banks, or affordable housing cooperatives to help stabilize neighborhoods and retain affordable housing stock.		●		●		●	●	●		●			DEVELOPMENT SERVICES, FINANCE, CITY ADMINISTRATION	CITY COUNCIL	PROMOTERS, INVESTORS, SUPPORTERS	
NH 2.E	Offer down payment assistance programs for low- and moderate-income homebuyers looking to purchase existing homes, particularly in older neighborhoods.		●		●		●		●	●	●		●	DEVELOPMENT SERVICES, FINANCE, CITY ADMINISTRATION	CITY COUNCIL	PROMOTERS	
NH 2.F	Implement homebuyer education programs to help first-time buyers navigate the process of purchasing and maintaining older homes.		●	●	●		●		●	●	●		●	DEVELOPMENT SERVICES		PROMOTERS, INVESTORS, VOLUNTEERS, TALENT & EXPERTISE	
NH 2.G	Establish a fund to assist low-income and elderly homeowners with repairs and upgrades, focusing on neighborhoods at risk.		●	●	●		●		●	●			●	DEVELOPMENT SERVICES, FINANCE, CITY ADMINISTRATION	CITY COUNCIL	PROMOTERS, INVESTORS, VOLUNTEERS, TALENT & EXPERTISE	

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Community Resources








NH 3**Creatively and proactively enforce existing codes.**

ACTION NUMBER	ACTION	ACTION TYPE	Values				Aspirations				Timing				CITY DEPARTMENT	CITY ENTITIES	INCLUDE COMMUNITY RESOURCES ACTING AS
			Family-Oriented	Transparency in Governance	Sense of Community	Bravery	Welcoming/Inclusive	Stable & Resilient Economy	Affordable & Attainable Housing	Retain Identity & Manage Growth	Diversity in Population	Always	Years 1-2	Years 3-4			
NH 3.A	Review and implement established best practices to advance voluntary compliance and progressive code enforcement alternatives.		●	●	●		●		●	●			●		DEVELOPMENT SERVICES	CITY COUNCIL	
NH 3.B	Incorporate the use of volunteers to address routine property maintenance violations.		●	●	●	●	●		●			●	●		DEVELOPMENT SERVICES, PUBLIC WORKS, CITY ADMINISTRATION		VOLUNTEERS, SUPPORTERS, PROMOTERS
NH 3.C	Launch an education and outreach program with code enforcement and local resources to support property owners facing physical and financial limitations.		●		●		●		●				●		DEVELOPMENT SERVICES, PUBLIC WORKS, CITY ADMINISTRATION	CITY COUNCIL	VOLUNTEERS, SUPPORTERS, PROMOTERS
NH 3.D	Conduct neighborhood walking audits with residents in every existing neighborhood to identify issues and low-cost improvements that can be made to gradually improve quality of life.		●	●	●		●		●					●	DEVELOPMENT SERVICES, PUBLIC WORKS, CITY ADMINISTRATION		VOLUNTEERS, SUPPORTERS, PROMOTERS

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Community Resources







NH 4**Improve and enhance Gillette's downtown.**

ACTION NUMBER	ACTION	ACTION TYPE	Values				Aspirations				Timing				CITY DEPARTMENT	CITY ENTITIES	INCLUDE COMMUNITY RESOURCES ACTING AS
			Family-Oriented	Transparency in Governance	Sense of Community	Bravery	Welcoming/Inclusive	Stable & Resilient Economy	Affordable & Attainable Housing	Retain Identity & Manage Growth	Diversity in Population	Always	Years 1-2	Years 3-4			
NH 4.A	Partner with and/or support Community Resources to hold a series of meetings to discuss how to increase activity and extend operating hours in Downtown Gillette.		●		●		●	●		●			●		DEVELOPMENT SERVICES, PUBLIC AFFAIRS, CITY ADMINISTRATION		DEVELOPERS, TALENT & EXPERTISE
NH 4.B	Encourage the development of higher-density housing in Downtown to attract residents and support local services in the rural city center.				●		●	●	●	●			●		DEVELOPMENT SERVICES	CITY COUNCIL	PROMOTERS
NH 4.C	Offer incentives for restoration of historic buildings, such as grants, to preserve architectural character while repurposing spaces for modern uses.				●		●	●	●	●			●		DEVELOPMENT SERVICES, FINANCE	CITY COUNCIL	PROMOTERS
NH 4.D	Upgrade sidewalks, lighting, and signage in areas outside of Gillette Avenue to improve the pedestrian experience and make surrounding districts more walkable and inviting.		●		●		●							●	DEVELOPMENT SERVICES, PUBLIC WORKS	CITY COUNCIL	
NH 4.E	Create or improve public gathering spaces, such as parks, plazas, or outdoor seating areas, where people can socialize and relax.		●		●		●						●		DEVELOPMENT SERVICES, PUBLIC WORKS	CITY COUNCIL	PROMOTERS, VOLUNTEERS
NH 4.F	Partner with and/or support Community Resources to organize regular events, such as farmers' markets, outdoor concerts, art walks, and cultural festivals, to bring people into downtown and create a lively atmosphere.		●		●		●	●					●		DEVELOPMENT SERVICES, CITY ADMINISTRATION, PUBLIC AFFAIRS		PROMOTERS, VOLUNTEERS
NH 4.G	Identify geographic downtown sub-areas that can be used to prioritize City or Community Resources-led improvements.												●		DEVELOPMENT SERVICES		

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Community Resources









NH 5**Encourage incremental, community-driven growth and transformation of neighborhoods.**

ACTION NUMBER	ACTION	ACTION TYPE	Values				Aspirations				Timing				CITY DEPARTMENT	CITY ENTITIES	INCLUDE COMMUNITY RESOURCES ACTING AS
			Family-Oriented	Transparency in Governance	Sense of Community	Bravery	Welcoming/Inclusive	Stable & Resilient Economy	Affordable & Attainable Housing	Retain Identity & Manage Growth	Diversity in Population	Always	Years 1-2	Years 3-4			
NH 5.A	Establish incentives like grants and reduced permitting fees for projects that repurpose vacant lots or underutilized properties within existing neighborhoods.														DEVELOPMENT SERVICES, FINANCE	CITY COUNCIL	INVESTORS, PROMOTERS
NH 5.B	Once incentives, policies, and updated regulations are in place, create a guide and campaign that promotes the City's initiative for redevelopment and provides the necessary information.														DEVELOPMENT SERVICES, PUBLIC AFFAIRS		PROMOTERS
NH 5.C	Launch and maintain a policy that allows and promotes temporary community uses of private vacant spaces, such as pop-up parks, markets, or art installations.														DEVELOPMENT SERVICES, PUBLIC AFFAIRS	CITY COUNCIL	PROMOTERS
NH 5.D	Instead of eliminating smaller parks, partner with local organizations, like neighborhood associations, to outsource their maintenance through agreements or volunteer programs.														DEVELOPMENT SERVICES, PUBLIC WORKS	CITY COUNCIL	VOLUNTEERS, SUPPORTERS
NH 5.E	Adopt a series of pre-approved building plans for accessory dwelling units (ADUs) and identify areas where they can be placed by right, according to a set of standards.														DEVELOPMENT SERVICES	PLANNING COMMISSION, CITY COUNCIL	
NH 5.F	Organize tactical improvement and resident networking events in existing neighborhoods, such as tree planting, crosswalk painting and "street art", community gardens, property maintenance days, and block parties.														DEVELOPMENT SERVICES, PUBLIC AFFAIRS		PROMOTERS, VOLUNTEERS, TALENT & EXPERTISE

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Community Resources

NH 6**Create a variety of housing options by expanding the range of types and prices to include more affordable choices.**

ACTION NUMBER	ACTION	ACTION TYPE	Values				Aspirations				Timing				CITY DEPARTMENT	CITY ENTITIES	INCLUDE COMMUNITY RESOURCES ACTING AS
			Family-Oriented	Transparency in Governance	Sense of Community	Bravery	Welcoming/Inclusive	Stable & Resilient Economy	Affordable & Attainable Housing	Retain Identity & Manage Growth	Diversity in Population	Always	Years 1-2	Years 3-4			
NH 6.A	Permit a wide range of housing types in all residential districts, including ADUs and missing middle housing.		●	●	●	●	●	●	●	●	●	●	●	●	DEVELOPMENT SERVICES	PLANNING COMMISSION, CITY COUNCIL	SUPPORTERS
NH 6.B	Identify locations in Gillette to increase residential densities.		●	●	●	●	●	●	●	●	●	●	●	●	DEVELOPMENT SERVICES	PLANNING COMMISSION, CITY COUNCIL	
NH 6.C	Arrange meetings with small-scale residential builders based in Wyoming, who specialize in infill development, to assess their interest in Gillette, the conditions for involvement, and the potential to advise local construction companies on small projects.		●	●	●	●	●	●	●	●	●	●	●	●	DEVELOPMENT SERVICES, CITY ADMINISTRATION	CITY COUNCIL	INVESTORS, SUPPORTERS, DEVELOPERS, TALENT & EXPERTISE
NH 6.D	Develop a policy to promote and support the creation of workforce housing, including partnerships with major employers to address housing needs.		●	●	●	●	●	●	●	●	●	●	●	●	DEVELOPMENT SERVICES	CITY COUNCIL	INVESTORS, DEVELOPERS
NH 6.E	Initiate a Request for Qualifications (RFQ) to identify local builders and tradespeople, forming a team to develop infill residential projects in the area.		●	●	●	●	●	●	●	●	●	●	●	●	DEVELOPMENT SERVICES, CITY ADMINISTRATION	CITY COUNCIL	INVESTORS, TALENT & EXPERTISE, VOLUNTEERS
NH 6.F	Research the feasibility of a city-led housing authority.		●	●	●	●	●	●	●	●	●	●	●	●	DEVELOPMENT SERVICES, CITY ADMINISTRATION	CITY COUNCIL	SUPPORTERS
NH 6.G	Investigate senior living communities that could be encouraged to come to Gillette.		●	●	●	●	●	●	●	●	●	●	●	●	DEVELOPMENT SERVICES, CITY ADMINISTRATION		
NH 6.H	Establish an application process for developers to access City funds for housing projects.		●	●	●	●	●	●	●	●	●	●	●	●	DEVELOPMENT SERVICES		

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Community Resources

APPENDIX

Appendix A: Esri Tapestries
Appendix B: Engagement Summary
Appendix C: Survey Results
Appendix D: Community Resources Listing
Appendix E: Housing Study
Appendix F: BRECC Economic Transformation Plan
Appendix G: Other Resources



Appendix A: Esri Tapestries



Crime Summary

Gillette City, WY
Gillette City, WY (5631855)
Geography: Place

Prepared by Esri

Gillette city...	
Population Summary	
2024 Total Population	33,213
2029 Total Population	32,983
2024-2029 Annual Rate	-0.14%
2024 Crime Indexes (AGS)	
Total Crime Index	79
Personal Crime Index	46
Murder Index	27
Rape Index	98
Robbery Index	10
Assault Index	49
Property Crime Index	86
Burglary Index	51
Larceny Index	101
Motor Vehicle Theft Index	40


Data Note: The Crime Index is an indication of the relative risk of a crime occurring and is measured against the overall risk at a national level. Values above 100 indicate the area has an above average risk of occurring compared to the US. Values below 100 indicate the area has a below average risk of occurring compared to the US. The Crime Indexes provides an assessment of the relative risk of seven major crime types: murder, rape, robbery, assault, burglary, larceny, and motor vehicle theft. It is modeled using data from the FBI Uniform Crime Report and demographic data from the U.S. Census and Applied Geographic Solutions (AGS).

Source: Esri forecasts for 2024 and 2029. Applied Geographic Solutions (AGS) (2024A).

July 11, 2024

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Community Profile

Gillette City, WY
Gillette City, WY (5631855)
Geography: Place

Prepared by Esri

Gillette city...	
Population Summary	
2010 Total Population	31,519
2020 Total Population	33,419
2020 Group Quarters	400
2024 Total Population	33,213
2024 Group Quarters	409
2029 Total Population	32,983
2024-2029 Annual Rate	-0.14%
2024 Total Daytime Population	34,759
Workers	19,337
Residents	15,422
Household Summary	
2010 Households	11,871
2010 Average Household Size	2.62
2020 Total Households	12,754
2020 Average Household Size	2.59
2024 Households	12,860
2024 Average Household Size	2.55
2029 Households	13,049
2029 Average Household Size	2.50
2024-2029 Annual Rate	0.29%
2010 Families	7,947
2010 Average Family Size	3.09
2024 Families	8,434
2024 Average Family Size	3.11
2029 Families	8,548
2029 Average Family Size	3.04
2024-2029 Annual Rate	0.27%
Housing Unit Summary	
2000 Housing Units	9,347
Owner Occupied Housing Units	64.0%
Renter Occupied Housing Units	29.1%
Vacant Housing Units	6.9%
2010 Housing Units	13,111
Owner Occupied Housing Units	62.0%
Renter Occupied Housing Units	28.5%
Vacant Housing Units	9.5%
2020 Housing Units	14,094
Owner Occupied Housing Units	61.2%
Renter Occupied Housing Units	29.3%
Vacant Housing Units	9.5%
2024 Housing Units	14,190
Owner Occupied Housing Units	62.5%
Renter Occupied Housing Units	28.2%
Vacant Housing Units	9.4%
2029 Housing Units	14,352
Owner Occupied Housing Units	64.1%
Renter Occupied Housing Units	26.8%
Vacant Housing Units	9.1%


Data Note: Household population includes persons not residing in group quarters. Average Household Size is the household population divided by total households. Persons in families include the householder and persons related to the householder by birth, marriage, or adoption. Per Capita Income represents the income received by all persons aged 15 years and over divided by the total population.


Source: Esri forecasts for 2024 and 2029. U.S. Census Bureau 2000 and 2010 decennial Census data converted by Esri into 2020 geography.

July 11, 2024

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	<div>Community Profile</div> <div>Gillette City, WY Gillette City, WY (5631855) Geography: Place</div>	Prepared by Esri
Gillette city...		
2024 Households by Income		
Household Income Base	12,860	
<\$15,000	7.0%	
\$15,000 - \$24,999	5.8%	
\$25,000 - \$34,999	7.0%	
\$35,000 - \$49,999	6.9%	
\$50,000 - \$74,999	15.6%	
\$75,000 - \$99,999	16.1%	
\$100,000 - \$149,999	22.2%	
\$150,000 - \$199,999	11.6%	
\$200,000+	7.8%	
Average Household Income	\$103,454	
2029 Households by Income		
Household Income Base	13,049	
<\$15,000	6.1%	
\$15,000 - \$24,999	4.5%	
\$25,000 - \$34,999	6.2%	
\$35,000 - \$49,999	6.4%	
\$50,000 - \$74,999	15.3%	
\$75,000 - \$99,999	16.7%	
\$100,000 - \$149,999	21.6%	
\$150,000 - \$199,999	13.6%	
\$200,000+	9.7%	
Average Household Income	\$116,512	
2024 Owner Occupied Housing Units by Value		
Total	8,863	
<\$50,000	8.9%	
\$50,000 - \$99,999	1.9%	
\$100,000 - \$149,999	2.5%	
\$150,000 - \$199,999	7.1%	
\$200,000 - \$249,999	22.5%	
\$250,000 - \$299,999	17.2%	
\$300,000 - \$399,999	24.2%	
\$400,000 - \$499,999	8.9%	
\$500,000 - \$749,999	4.2%	
\$750,000 - \$999,999	1.5%	
\$1,000,000 - \$1,499,999	0.3%	
\$1,500,000 - \$1,999,999	0.2%	
\$2,000,000 +	0.5%	
Average Home Value	\$302,053	
2029 Owner Occupied Housing Units by Value		
Total	9,203	
<\$50,000	8.5%	
\$50,000 - \$99,999	1.8%	
\$100,000 - \$149,999	2.6%	
\$150,000 - \$199,999	6.8%	
\$200,000 - \$249,999	21.7%	
\$250,000 - \$299,999	16.7%	
\$300,000 - \$399,999	23.4%	
\$400,000 - \$499,999	9.9%	
\$500,000 - \$749,999	5.0%	
\$750,000 - \$999,999	2.1%	
\$1,000,000 - \$1,499,999	0.5%	
\$1,500,000 - \$1,999,999	0.3%	
\$2,000,000 +	0.8%	
Average Home Value	\$318,573	
Data Note: Income represents the preceding year, expressed in current dollars. Household income includes wage and salary earnings, interest dividends, net rents, pensions, SSI and welfare payments, child support, and alimony.		
Source: Esri forecasts for 2024 and 2029. U.S. Census Bureau 2000 and 2010 decennial Census data converted by Esri into 2020 geography.		
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	<div>Community Profile</div> <div>Gillette City, WY Gillette City, WY (5631855) Geography: Place</div>	Prepared by Esri
Gillette city...		
Median Household Income		
2024	\$85,055	
2029	\$90,723	
Median Home Value		
2024	\$270,915	
2029	\$276,042	
Per Capita Income		
2024	\$40,078	
2029	\$46,116	
Median Age		
2010	30.9	
2020	33.1	
2024	34.2	
2029	35.3	
2020 Population by Age		
Total	33,419	
0 - 4	7.7%	
5 - 9	8.1%	
10 - 14	8.7%	
15 - 24	13.3%	
25 - 34	15.3%	
35 - 44	14.6%	
45 - 54	10.4%	
55 - 64	11.6%	
65 - 74	7.1%	
75 - 84	2.4%	
85 +	0.7%	
18 +	71.1%	
2024 Population by Age		
Total	33,213	
0 - 4	7.5%	
5 - 9	7.5%	
10 - 14	7.7%	
15 - 24	14.1%	
25 - 34	14.4%	
35 - 44	15.1%	
45 - 54	11.1%	
55 - 64	9.8%	
65 - 74	8.7%	
75 - 84	3.1%	
85 +	0.8%	
18 +	72.7%	
2029 Population by Age		
Total	32,983	
0 - 4	7.5%	
5 - 9	7.1%	
10 - 14	7.1%	
15 - 24	13.8%	
25 - 34	14.1%	
35 - 44	14.9%	
45 - 54	12.1%	
55 - 64	9.0%	
65 - 74	9.1%	
75 - 84	4.4%	
85 +	1.0%	
18 +	74.2%	
Source: Esri forecasts for 2024 and 2029. U.S. Census Bureau 2000 and 2010 decennial Census data converted by Esri into 2020 geography.		
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Community Profile

Gillette City, WY
Gillette City, WY (5631855)
Geography: Place

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Gillette city...	
2020 Population by Sex	
Males	16,834
Females	16,585
2024 Population by Sex	
Males	16,950
Females	16,263
2029 Population by Sex	
Males	16,654
Females	16,329
2010 Population by Race/Ethnicity	
Total	31,519
White Alone	92.2%
Black Alone	0.4%
American Indian Alone	1.2%
Asian Alone	0.7%
Pacific Islander Alone	0.0%
Some Other Race Alone	3.1%
Two or More Races	2.3%
Hispanic Origin	9.3%
Diversity Index	29.3
2020 Population by Race/Ethnicity	
Total	33,419
White Alone	85.3%
Black Alone	0.6%
American Indian Alone	1.6%
Asian Alone	0.9%
Pacific Islander Alone	0.1%
Some Other Race Alone	4.8%
Two or More Races	6.8%
Hispanic Origin	10.3%
Diversity Index	40.2
2024 Population by Race/Ethnicity	
Total	33,213
White Alone	84.3%
Black Alone	0.7%
American Indian Alone	1.6%
Asian Alone	0.8%
Pacific Islander Alone	0.1%
Some Other Race Alone	5.2%
Two or More Races	7.3%
Hispanic Origin	11.1%
Diversity Index	42.3
2029 Population by Race/Ethnicity	
Total	32,983
White Alone	83.2%
Black Alone	0.7%
American Indian Alone	1.7%
Asian Alone	0.9%
Pacific Islander Alone	0.1%
Some Other Race Alone	5.6%
Two or More Races	7.8%
Hispanic Origin	12.0%
Diversity Index	44.6

Data Note: Persons of Hispanic Origin may be of any race. The Diversity Index measures the probability that two people from the same area will be from different race/ethnic groups.

Source: Esri forecasts for 2024 and 2029. U.S. Census Bureau 2000 and 2010 decennial Census data converted by Esri into 2020 geography.

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Community Profile

Gillette City, WY
Gillette City, WY (5631855)
Geography: Place

Prepared by Esri

Gillette city...	
2020 Population by Relationship and Household Type	
Total	33,419
In Households	98.8%
Householder	38.2%
Opposite-Sex Spouse	17.9%
Same-Sex Spouse	0.1%
Opposite-Sex Unmarried Partner	3.6%
Same-Sex Unmarried Partner	0.1%
Biological Child	28.8%
Adopted Child	0.7%
Stepchild	2.1%
Grandchild	1.5%
Brother or Sister	0.7%
Parent	0.6%
Parent-in-law	0.2%
Son-in-law or Daughter-in-law	0.2%
Other Relatives	0.7%
Foster Child	0.1%
Other Nonrelatives	3.3%
In Group Quarters	1.2%
Institutionalized	0.8%
Noninstitutionalized	0.4%
2024 Population 25+ by Educational Attainment	
Total	20,983
Less than 9th Grade	2.8%
9th - 12th Grade, No Diploma	4.9%
High School Graduate	25.9%
GED/Alternative Credential	7.0%
Some College, No Degree	24.1%
Associate Degree	12.7%
Bachelor's Degree	12.4%
Graduate/Professional Degree	10.2%
2024 Population 15+ by Marital Status	
Total	25,679
Never Married	26.7%
Married	57.1%
Widowed	4.2%
Divorced	12.0%
2024 Civilian Population 16+ in Labor Force	
Civilian Population 16+	18,392
Population 16+ Employed	98.1%
Population 16+ Unemployment rate	1.9%
Population 16-24 Employed	17.5%
Population 16-24 Unemployment rate	4.0%
Population 25-54 Employed	63.7%
Population 25-54 Unemployment rate	1.2%
Population 55-64 Employed	12.3%
Population 55-64 Unemployment rate	0.1%
Population 65+ Employed	6.5%
Population 65+ Unemployment rate	6.0%

Source: Esri forecasts for 2024 and 2029. U.S. Census Bureau 2000 and 2010 decennial Census data converted by Esri into 2020 geography.

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Community Profile

Gillette City, WY
Gillette City, WY (5631855)
Geography: Place

Prepared by Esri

Gillette city...

2024 Employed Population 16+ by Industry	
Total	18,044
Agriculture/Mining	12.2%
Construction	12.1%
Manufacturing	6.2%
Wholesale Trade	1.3%
Retail Trade	10.5%
Transportation/Utilities	5.1%
Information	0.6%
Finance/Insurance/Real Estate	3.6%
Services	43.2%
Public Administration	5.1%
2024 Employed Population 16+ by Occupation	
Total	18,044
White Collar	49.9%
Management/Business/Financial	13.7%
Professional	20.9%
Sales	7.2%
Administrative Support	8.1%
Services	15.0%
Blue Collar	35.0%
Farming/Forestry/Fishing	0.3%
Construction/Extraction	15.9%
Installation/Maintenance/Repair	4.7%
Production	6.6%
Transportation/Material Moving	7.6%
2020 Households by Type	
Total	12,754
Married Couple Households	47.2%
With Own Children <18	22.4%
Without Own Children <18	24.8%
Cohabiting Couple Households	9.6%
With Own Children <18	3.9%
Without Own Children <18	5.7%
Male Householder, No Spouse/Partner	21.3%
Living Alone	14.8%
65 Years and over	2.7%
With Own Children <18	2.6%
Without Own Children <18, With Relatives	2.3%
No Relatives Present	1.5%
Female Householder, No Spouse/Partner	21.9%
Living Alone	11.9%
65 Years and over	4.8%
With Own Children <18	6.1%
Without Own Children <18, With Relatives	3.1%
No Relatives Present	0.8%
2020 Households by Size	
Total	12,754
1 Person Household	26.7%
2 Person Household	32.5%
3 Person Household	15.4%
4 Person Household	14.2%
5 Person Household	7.2%
6 Person Household	2.8%
7 + Person Household	1.2%

Source: Esri forecasts for 2024 and 2029. U.S. Census Bureau 2000 and 2010 decennial Census data converted by Esri into 2020 geography.

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Community Profile

Gillette City, WY
Gillette City, WY (5631855)
Geography: Place

Prepared by Esri

Gillette city...

2020 Households by Tenure and Mortgage Status	
Total	12,754
Owner Occupied	67.6%
Owned with a Mortgage/Loan	50.2%
Owned Free and Clear	17.4%
Renter Occupied	32.4%
2024 Affordability, Mortgage and Wealth	
Housing Affordability Index	129
Percent of Income for Mortgage	19.9%
Wealth Index	77
2020 Housing Units By Urban/ Rural Status	
Total	14,094
Urban Housing Units	98.1%
Rural Housing Units	1.9%
2020 Population By Urban/ Rural Status	
Total	33,419
Urban Population	97.7%
Rural Population	2.3%


Data Note: Households with children include any households with people under age 18, related or not. Multigenerational households are families with 3 or more parent-child relationships. Unmarried partner households are usually classified as nonfamily households unless there is another member of the household related to the householder. Multigenerational and unmarried partner households are reported only to the tract level. Esri estimated block group data, which is used to estimate polygons or non-standard geography.

Source: Esri forecasts for 2024 and 2029. U.S. Census Bureau 2000 and 2010 decennial Census data converted by Esri into 2020 geography.

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Community Profile

Gillette City, WY

Gillette City, WY (5631855)

Geography: Place

Prepared by Esri

Top 3 Tapestry Segments

1. Bright Young Professionals

2. Workday Drive (4A)

3. Middleburg (4C)

2024 Consumer Spending

Apparel & Services: Total \$	\$28,714,481
Average Spent	\$2,232.85
Spending Potential Index	94
Education: Total \$	\$18,611,353
Average Spent	\$1,447.23
Spending Potential Index	84
Entertainment/Recreation: Total \$	\$48,439,890
Average Spent	\$3,766.71
Spending Potential Index	92
Food at Home: Total \$	\$86,162,707
Average Spent	\$6,700.05
Spending Potential Index	92
Food Away from Home: Total \$	\$47,941,093
Average Spent	\$3,727.92
Spending Potential Index	96
Health Care: Total \$	\$92,136,982
Average Spent	\$7,164.62
Spending Potential Index	93
HH Furnishings & Equipment: Total \$	\$38,328,515
Average Spent	\$2,980.44
Spending Potential Index	94
Personal Care Products & Services: Total \$	\$11,647,022
Average Spent	\$905.68
Spending Potential Index	91
Shelter: Total \$	\$308,687,510
Average Spent	\$24,003.69
Spending Potential Index	90
Support Payments/Cash Contributions/Gifts in Kind: Total \$	\$43,828,703
Average Spent	\$3,408.14
Spending Potential Index	97
Travel: Total \$	\$35,123,210
Average Spent	\$2,731.20
Spending Potential Index	90
Vehicle Maintenance & Repairs: Total \$	\$18,106,458
Average Spent	\$1,407.97
Spending Potential Index	95

Data Note:

Consumer spending shows the amount spent on a variety of goods and services by households that reside in the area. Expenditures are shown by broad budget categories that are not mutually exclusive. Consumer spending does not equal business revenue. Total and Average Amount Spent Per Household represent annual figures. The Spending Potential Index represents the amount spent in the area relative to a national average of 100.

Source:


Consumer Spending data are derived from the 2019 and 2020 Consumer Expenditure Surveys, Bureau of Labor Statistics. Esri.

Source:

Esri forecasts for 2024 and 2029. U.S. Census Bureau 2000 and 2010 decennial Census data converted by Esri into 2020 geography.

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Tapestry Segmentation Area Profile

Gillette City, WY

Gillette City, WY (5631855)

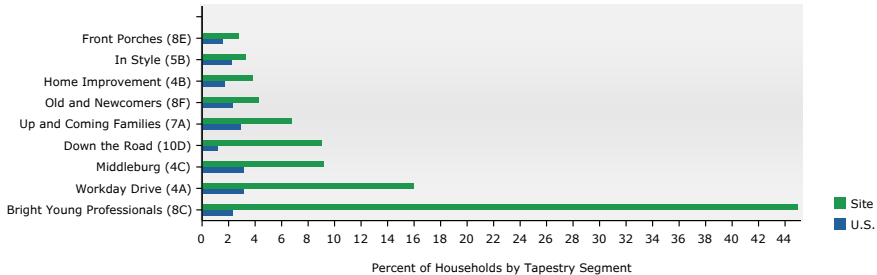
Geography: Place

Prepared by Esri

Top Twenty Tapestry Segments

Rank	Tapestry Segment	2024 Households		2024 U.S. Households		Index
		Percent	Cumulative Percent	Percent	Cumulative Percent	
1	Bright Young Professionals (8C)	45.0%	45.0%	2.3%	2.3%	1938
2	Workday Drive (4A)	16.0%	61.0%	3.1%	5.4%	516
3	Middleburg (4C)	9.1%	70.1%	3.1%	8.6%	292
4	Down the Road (10D)	9.0%	79.1%	1.2%	9.7%	772
5	Up and Coming Families (7A)	6.7%	85.9%	2.9%	12.6%	231
	Subtotal	85.8%		12.6%		
6	Old and Newcomers (8F)	4.3%	90.1%	2.3%	14.9%	188
7	Home Improvement (4B)	3.8%	94.0%	1.7%	16.6%	227
8	In Style (5B)	3.3%	97.2%	2.2%	18.8%	146
9	Front Porches (8E)	2.8%	100.0%	1.6%	20.4%	176
	Subtotal	14.2%		7.8%		
	Total	100.0%		20.4%		490

Top Ten Tapestry Segments Site vs. U.S.



Tapestry Segment	Site (%)	U.S. (%)
Front Porches (8E)	2.8	1.6
In Style (5B)	3.3	2.2
Home Improvement (4B)	3.8	1.7
Old and Newcomers (8F)	4.3	2.3
Up and Coming Families (7A)	6.7	2.9
Down the Road (10D)	9.0	1.2
Middleburg (4C)	9.1	3.1
Workday Drive (4A)	16.0	3.1
Bright Young Professionals (8C)	45.0	2.3

Data Note:

This report identifies neighborhood segments in the area, and describes the socioeconomic quality of the immediate neighborhood. The index is a comparison of the percent of households or Total Population 18+ in the area, by Tapestry segment, to the percent of households or Total Population 18+ in the United States, by segment. An index of 100 is the US average.

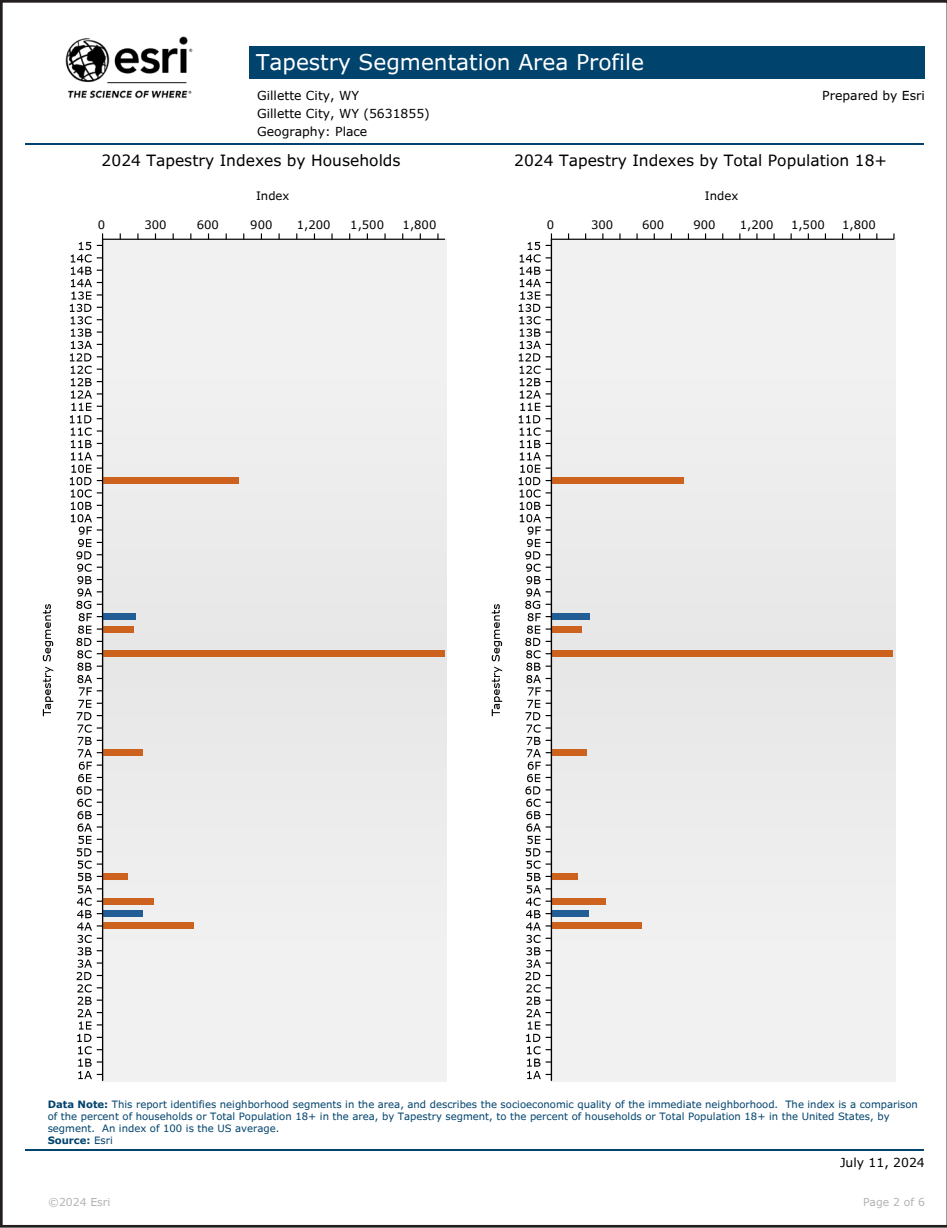
Source:

Esri

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Tapestry Segmentation Area Profile

Gillette City, WY
Gillette City, WY (5631855)
Geography: Place

Prepared by Esri

Tapestry LifeMode Groups	2024 Households			2024 Adult Population		
	Number	Percent	Index	Number	Percent	Index
Total:	12,860	100.0%		24,153	100.0%	
8. Middle Ground	6,689	52.0%	481	11,976	49.6%	490
City Lights (8A)	0	0.0%	0	0	0.0%	0
Emerald City (8B)	0	0.0%	0	0	0.0%	0
Bright Young Professionals (8C)	5,782	45.0%	1,938	10,250	42.4%	1,994
Downtown Melting Pot (8D)	0	0.0%	0	0	0.0%	0
Front Porches (8E)	357	2.8%	176	646	2.7%	176
Old and Newcomers (8F)	550	4.3%	188	1,080	4.5%	225
Hometown Heritage (8G)	0	0.0%	0	0	0.0%	0
9. Senior Styles	0	0.0%	0	0	0.0%	0
Silver & Gold (9A)	0	0.0%	0	0	0.0%	0
Golden Years (9B)	0	0.0%	0	0	0.0%	0
The Elders (9C)	0	0.0%	0	0	0.0%	0
Senior Escapes (9D)	0	0.0%	0	0	0.0%	0
Retirement Communities (9E)	0	0.0%	0	0	0.0%	0
Social Security Set (9F)	0	0.0%	0	0	0.0%	0
10. Rustic Outposts	1,161	9.0%	114	2,188	9.1%	115
Southern Satellites (10A)	0	0.0%	0	0	0.0%	0
Rooted Rural (10B)	0	0.0%	0	0	0.0%	0
Economic BedRock (10C)	0	0.0%	0	0	0.0%	0
Down the Road (10D)	1,161	9.0%	772	2,188	9.1%	772
Rural Bypasses (10E)	0	0.0%	0	0	0.0%	0
11. Midtown Singles	0	0.0%	0	0	0.0%	0
City Strivers (11A)	0	0.0%	0	0	0.0%	0
Young and Restless (11B)	0	0.0%	0	0	0.0%	0
Metro Fusion (11C)	0	0.0%	0	0	0.0%	0
Set to Impress (11D)	0	0.0%	0	0	0.0%	0
City Commons (11E)	0	0.0%	0	0	0.0%	0
12. Hometown	0	0.0%	0	0	0.0%	0
Family Foundations (12A)	0	0.0%	0	0	0.0%	0
Traditional Living (12B)	0	0.0%	0	0	0.0%	0
Small Town Sincerity (12C)	0	0.0%	0	0	0.0%	0
Modest Income Homes (12D)	0	0.0%	0	0	0.0%	0
13. Next Wave	0	0.0%	0	0	0.0%	0
Diverse Convergence (13A)	0	0.0%	0	0	0.0%	0
Family Extensions (13B)	0	0.0%	0	0	0.0%	0
NeWest Residents (13C)	0	0.0%	0	0	0.0%	0
Fresh Ambitions (13D)	0	0.0%	0	0	0.0%	0
High Rise Renters (13E)	0	0.0%	0	0	0.0%	0
14. Scholars and Patriots	0	0.0%	0	0	0.0%	0
Military Proximity (14A)	0	0.0%	0	0	0.0%	0
College Towns (14B)	0	0.0%	0	0	0.0%	0
Dorms to Diplomas (14C)	0	0.0%	0	0	0.0%	0
Unclassified (15)	0	0.0%	0	0	0.0%	0

Data Note: This report identifies neighborhood segments in the area, and describes the socioeconomic quality of the immediate neighborhood. The index is a comparison of the percent of households or Total Population 18+ in the area, by Tapestry segment, to the percent of households or Total Population 18+ in the United States, by segment. An index of 100 is the US average.

Source: Esri

July 11, 2024



Tapestry Segmentation Area Profile

Gillette City, WY
Gillette City, WY (5631855)
Geography: Place


Prepared by Esri

Tapestry Urbanization Groups	2024 Households			2024 Adult Population		
	Number	Percent	Index	Number	Percent	Index
Total:	12,860	100.0%		24,153	100.0%	
1. Principal Urban Center	0	0.0%	0	0	0.0%	0
Laptops and Lattes (3A)	0	0.0%	0	0	0.0%	0
Metro Renters (3B)	0	0.0%	0	0	0.0%	0
Trendsetters (3C)	0	0.0%	0	0	0.0%	0
Downtown Melting Pot (8D)	0	0.0%	0	0	0.0%	0
City Strivers (11A)	0	0.0%	0	0	0.0%	0
NeWest Residents (13C)	0	0.0%	0	0	0.0%	0
Fresh Ambitions (13D)	0	0.0%	0	0	0.0%	0
High Rise Renters (13E)	0	0.0%	0	0	0.0%	0
2. Urban Periphery	5,782	45.0%	271	10,250	42.4%	242
Pacific Heights (2C)	0	0.0%	0	0	0.0%	0
Rustbelt Traditions (5D)	0	0.0%	0	0	0.0%	0
Urban Villages (7B)	0	0.0%	0	0	0.0%	0
Urban Edge Families (7C)	0	0.0%	0	0	0.0%	0
Forging Opportunity (7D)	0	0.0%	0	0	0.0%	0
Southwestern Families (7F)	0	0.0%	0	0	0.0%	0
City Lights (8A)	0	0.0%	0	0	0.0%	0
Bright Young Professionals (8C)	5,782	45.0%	1,938	10,250	42.4%	1,994
Metro Fusion (11C)	0	0.0%	0	0	0.0%	0
Family Foundations (12A)	0	0.0%	0	0	0.0%	0
Modest Income Homes (12D)	0	0.0%	0	0	0.0%	0
Diverse Convergence (13A)	0	0.0%	0	0	0.0%	0
Family Extensions (13B)	0	0.0%	0	0	0.0%	0
3. Metro Cities	1,327	10.3%	57	2,517	10.4%	62
In Style (5B)	420	3.3%	146	791	3.3%	157
Emerald City (8B)	0	0.0%	0	0	0.0%	0
Front Porches (8E)	357	2.8%	176	646	2.7%	176
Old and Newcomers (8F)	550	4.3%	188	1,080	4.5%	225
Hometown Heritage (8G)	0	0.0%	0	0	0.0%	0
Retirement Communities (9E)	0	0.0%	0	0	0.0%	0
Social Security Set (9F)	0	0.0%	0	0	0.0%	0
Young and Restless (11B)	0	0.0%	0	0	0.0%	0
Set to Impress (11D)	0	0.0%	0	0	0.0%	0
City Commons (11E)	0	0.0%	0	0	0.0%	0
Traditional Living (12B)	0	0.0%	0	0	0.0%	0
College Towns (14B)	0	0.0%	0	0	0.0%	0
Dorms to Diplomas (14C)	0	0.0%	0	0	0.0%	0

Data Note: This report identifies neighborhood segments in the area, and describes the socioeconomic quality of the immediate neighborhood. The index is a comparison of the percent of households or Total Population 18+ in the area, by Tapestry segment, to the percent of households or Total Population 18+ in the United States, by segment. An index of 100 is the US average.

Source: Esri

July 11, 2024



Tapestry Segmentation Area Profile

Gillette City, WY

Gillette City, WY (5631855)

Geography: Place

Prepared by Esri

Tapestry Urbanization Groups	2024 Households			2024 Adult Population		
	Number	Percent	Index	Number	Percent	Index
Total:	12,860	100.0%		24,153	100.0%	
4. Suburban Periphery	3,414	26.5%	82	6,785	28.1%	84
Top Tier (1A)	0	0.0%	0	0	0.0%	0
Professional Pride (1B)	0	0.0%	0	0	0.0%	0
Boomburbs (1C)	0	0.0%	0	0	0.0%	0
Savvy Suburbanites (1D)	0	0.0%	0	0	0.0%	0
Exurbanites (1E)	0	0.0%	0	0	0.0%	0
Urban Chic (2A)	0	0.0%	0	0	0.0%	0
Pleasantville (2B)	0	0.0%	0	0	0.0%	0
Enterprising Professionals (2D)	0	0.0%	0	0	0.0%	0
Workday Drive (4A)	2,058	16.0%	516	4,235	17.5%	527
Home Improvement (4B)	491	3.8%	227	958	4.0%	221
Comfortable Empty Nesters (5A)	0	0.0%	0	0	0.0%	0
Parks and Rec (5C)	0	0.0%	0	0	0.0%	0
Midlife Constants (5E)	0	0.0%	0	0	0.0%	0
Up and Coming Families (7A)	865	6.7%	231	1,592	6.6%	209
Silver & Gold (9A)	0	0.0%	0	0	0.0%	0
Golden Years (9B)	0	0.0%	0	0	0.0%	0
The Elders (9C)	0	0.0%	0	0	0.0%	0
Military Proximity (14A)	0	0.0%	0	0	0.0%	0
5. Semirural	2,337	18.2%	193	4,601	19.0%	210
Middleburg (4C)	1,176	9.1%	292	2,413	10.0%	319
Heartland Communities (6F)	0	0.0%	0	0	0.0%	0
Farm to Table (7E)	0	0.0%	0	0	0.0%	0
Senior Escapes (9D)	0	0.0%	0	0	0.0%	0
Down the Road (10D)	1,161	9.0%	772	2,188	9.1%	772
Small Town Sincerity (12C)	0	0.0%	0	0	0.0%	0
6. Rural	0	0.0%	0	0	0.0%	0
Green Acres (6A)	0	0.0%	0	0	0.0%	0
Salt of the Earth (6B)	0	0.0%	0	0	0.0%	0
The Great Outdoors (6C)	0	0.0%	0	0	0.0%	0
Prairie Living (6D)	0	0.0%	0	0	0.0%	0
Rural Resort Dwellers (6E)	0	0.0%	0	0	0.0%	0
Southern Satellites (10A)	0	0.0%	0	0	0.0%	0
Rooted Rural (10B)	0	0.0%	0	0	0.0%	0
Economic BedRock (10C)	0	0.0%	0	0	0.0%	0
Rural Bypasses (10E)	0	0.0%	0	0	0.0%	0
Unclassified (15)	0	0.0%	0	0	0.0%	0

Data Note:

This report identifies neighborhood segments in the area, and describes the socioeconomic quality of the immediate neighborhood. The index is a comparison of the percent of households or Total Population 18+ in the area, by Tapestry segment, to the percent of households or Total Population 18+ in the United States, by segment. An index of 100 is the US average.

Source: Esri

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Data Note:

Net Worth is total household wealth minus debt, secured and unsecured. Net worth includes home equity, equity in pension plans, net equity in vehicles, IRAs and Keogh accounts, business equity, interest-earning assets and mutual fund shares, stocks, etc. Examples of secured debt include home mortgages and vehicle loans; examples of unsecured debt include credit card debt, certain bank loans, and other outstanding bills. Forecasts of net worth are based on the Survey of Consumer Finances, Federal Reserve Board.


Source: Esri forecasts for 2024 and 2029. U.S. Census Bureau 2020 decennial Census data.

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2020 Census Profile

Gillette City, WY
Gillette City, WY (5631855)
Geography: Place

Prepared by Esri

	2010		2020		2024		Annual Rate		
	Number	Percent	Number	Percent	Number	Percent	2000-2020	2010-2020	2020-2024
Total Population	31,519	100.0%	33,419	100.0%	33,213	100.0%	1.79%	0.59%	-0.15%
Household Population	31,097	98.7%	33,019	98.8%	32,864	98.8%	1.80%	0.60%	-0.15%
Group Quarters	422	1.3%	400	1.2%	409	1.2%	1.11%	-0.53%	0.52%
Population Density	1,370.4	-	1,441.2	-	1,432.3	-			
Total Housing Units	13,111	100.0%	14,094	100.0%	14,190	100.0%	2.07%	0.73%	0.16%
Total Households	11,871	90.5%	12,754	90.5%	12,860	90.6%	1.93%	0.72%	0.19%
Total Vacant	1,240	9.5%	1,340	9.5%	1,330	9.4%	3.72%	0.78%	-0.18%
Average Household Size	2.62	-	2.59	-	2.55	-	-	-	-

Population by Race	Total		2020 Non-Hispanic		Hispanic	
	Number	Percent	Number	Percent	Number	Percent
Total	33,419	100.0%	29,966	89.7%	3,453	10.3%
Population Reporting One Race	31,154	93.2%	28,632	85.7%	2,522	7.5%
White	28,492	85.3%	27,574	82.5%	918	2.7%
Black	217	0.6%	200	0.6%	17	0.1%
American Indian	518	1.6%	429	1.3%	89	0.3%
Asian	288	0.9%	281	0.8%	7	0.0%
Pacific Islander	20	0.1%	20	0.1%	0	0.0%
Some Other Race	1,619	4.8%	128	0.4%	1,491	4.5%
Population Reporting Two or More Races	2,265	6.8%	1,334	4.0%	931	2.8%
Diversity Index	40.2	-	-	-	-	-

Population 18+ by Race	Total		2020 Non-Hispanic		Hispanic	
	Number	Percent	Number	Percent	Number	Percent
Total	23,749	71.1%	21,764	72.6%	1,985	57.5%
Population Reporting One Race	22,435	67.1%	20,963	70.0%	1,472	42.6%
White	20,675	61.9%	20,206	67.4%	469	13.6%
Black	150	0.4%	143	0.5%	7	0.2%
American Indian	349	1.0%	290	1.0%	59	1.7%
Asian	223	0.7%	219	0.7%	4	0.1%
Pacific Islander	17	0.1%	17	0.1%	0	0.0%
Some Other Race	1,021	3.1%	88	0.3%	933	27.0%
Population Reporting Two or More Races	1,314	3.9%	801	2.7%	513	14.9%


Population <18 by Race	Total		2020 Non-Hispanic		Hispanic	
	Number	Percent	Number	Percent	Number	Percent
Total	9,670	28.9%	8,202	27.4%	1,468	42.5%
Population Reporting One Race	8,719	26.1%	7,669	25.6%	1,050	30.4%
White	7,817	23.4%	7,368	24.6%	449	13.0%
Black	67	0.2%	57	0.2%	10	0.3%
American Indian	169	0.5%	139	0.5%	30	0.9%
Asian	65	0.2%	62	0.2%	3	0.1%
Pacific Islander	3	0.0%	3	0.0%	0	0.0%
Some Other Race	598	1.8%	40	0.1%	558	16.2%
Population Reporting Two or More Races	951	2.8%	533	1.8%	418	12.1%

Data Note: Hispanic population can be of any race. Population density is measured in square miles. Esri's Diversity Index summarizes racial and ethnic diversity. The index shows the likelihood that two persons, chosen at random from the same area, belong to different race or ethnic groups. The index ranges from 0 (no diversity) to 100 (complete diversity).

Source: U.S. Census Bureau. U.S. Census Bureau 2020 decennial Census data.

July 11, 2024

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2020 Census Profile

Gillette City, WY
Gillette City, WY (5631855)
Geography: Place

Prepared by Esri

Group Quarters Population	2020	
	Number	Percent
Total	400	1.2%
Institutionalized population	258	0.8%
Correctional facilities for adults	110	0.3%
Juvenile facilities	12	0.0%
Nursing facilities/Skilled-nursing	132	0.4%
Other institutional facilities	4	0.0%
Noninstitutionalized population	142	0.4%
College/University student housing	57	0.2%
Military Quarters	0	0.0%
Other noninstitutional	85	0.3%

Population by Sex	2020	
	Number	Percent
Male	16,834	50.4%
Female	16,585	49.6%


Population by Age	2020	
	Number	Percent
Total	33,419	100%
Age 0-4	2,567	7.7%
Age 5-9	2,700	8.1%
Age 10-14	2,900	8.7%
Age 15-19	2,394	7.2%
Age 20-24	2,049	6.1%
Age 25-29	2,456	7.3%
Age 30-34	2,665	8.0%
Age 35-39	2,691	8.1%
Age 40-44	2,192	6.6%
Age 45-49	1,914	5.7%
Age 50-54	1,566	4.7%
Age 55-59	1,849	5.5%
Age 60-64	2,037	6.1%
Age 65-69	1,477	4.4%
Age 70-74	912	2.7%
Age 75-79	514	1.5%
Age 80-84	303	0.9%
Age 85+	233	0.7%
Age 18+	23,749	71.1%
Age 65+	3,439	10.3%


Data Note: Hispanic population can be of any race. Population density is measured in square miles. Esri's Diversity Index summarizes racial and ethnic diversity. The index shows the likelihood that two persons, chosen at random from the same area, belong to different race or ethnic groups. The index ranges from 0 (no diversity) to 100 (complete diversity).


Source: U.S. Census Bureau. U.S. Census Bureau 2020 decennial Census data.

July 11, 2024

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<div><div><div><div>2020 Census Profile</div><div><div>Gillette City, WY</div><div>Gillette City, WY (5631855)</div><div>Geography: Place</div></div></div><div><div>Prepared by Esri</div></div></div></div>																																																																	
<div><div>Households by Type</div><table><tr><th></th><th colspan="2">2020</th></tr><tr><th></th><th>Number</th><th>Percent</th></tr><tr><td>Total</td><td>12,754</td><td>100%</td></tr><tr><td>Married Couple Households</td><td>6,019</td><td>47.2%</td></tr><tr><td>With Own Children <18</td><td>2,854</td><td>22.4%</td></tr><tr><td>Without Own Children <18</td><td>3,165</td><td>24.8%</td></tr><tr><td>Cohabitating Couple Households</td><td>1,230</td><td>9.6%</td></tr><tr><td>With Own Children <18</td><td>499</td><td>3.9%</td></tr><tr><td>Without Own Children <18</td><td>731</td><td>5.7%</td></tr><tr><td>Male Householder, No Spouse/Partner</td><td>2,715</td><td>21.3%</td></tr><tr><td>Living Alone</td><td>1,887</td><td>14.8%</td></tr><tr><td>65 Years and over</td><td>347</td><td>2.7%</td></tr><tr><td>With Own Children <18</td><td>337</td><td>2.6%</td></tr><tr><td>Without Own Children <18, With Relatives</td><td>295</td><td>2.3%</td></tr><tr><td>No Relatives Present</td><td>196</td><td>1.5%</td></tr><tr><td>Female Householder, No Spouse/Partner</td><td>2,790</td><td>21.9%</td></tr><tr><td>Living Alone</td><td>1,519</td><td>11.9%</td></tr><tr><td>65 Years and over</td><td>609</td><td>4.8%</td></tr><tr><td>With Own Children <18</td><td>774</td><td>6.1%</td></tr><tr><td>Without Own Children <18, With Relatives</td><td>390</td><td>3.1%</td></tr><tr><td>No Relatives Present</td><td>107</td><td>0.8%</td></tr></table></div>				2020			Number	Percent	Total	12,754	100%	Married Couple Households	6,019	47.2%	With Own Children <18	2,854	22.4%	Without Own Children <18	3,165	24.8%	Cohabitating Couple Households	1,230	9.6%	With Own Children <18	499	3.9%	Without Own Children <18	731	5.7%	Male Householder, No Spouse/Partner	2,715	21.3%	Living Alone	1,887	14.8%	65 Years and over	347	2.7%	With Own Children <18	337	2.6%	Without Own Children <18, With Relatives	295	2.3%	No Relatives Present	196	1.5%	Female Householder, No Spouse/Partner	2,790	21.9%	Living Alone	1,519	11.9%	65 Years and over	609	4.8%	With Own Children <18	774	6.1%	Without Own Children <18, With Relatives	390	3.1%	No Relatives Present	107	0.8%
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<div><div>Family Households by Race of Householder</div><table><tr><th></th><th colspan="2">2020</th></tr><tr><th></th><th>Number</th><th>Percent</th></tr><tr><td>Total</td><td>8,395</td><td>100%</td></tr><tr><td>Householder is White Alone</td><td>7,389</td><td>57.9%</td></tr><tr><td>Householder is Black Alone</td><td>29</td><td>0.2%</td></tr><tr><td>Householder is American Indian Alone</td><td>107</td><td>0.8%</td></tr><tr><td>Householder is Asian Alone</td><td>59</td><td>0.5%</td></tr><tr><td>Householder is Pacific Islander Alone</td><td>9</td><td>0.1%</td></tr><tr><td>Householder is Some Other Race Alone</td><td>373</td><td>2.9%</td></tr><tr><td>Householder is Two or More Races</td><td>429</td><td>3.4%</td></tr><tr><td>Households with Hispanic Householder</td><td>701</td><td>5.5%</td></tr></table></div>				2020			Number	Percent	Total	8,395	100%	Householder is White Alone	7,389	57.9%	Householder is Black Alone	29	0.2%	Householder is American Indian Alone	107	0.8%	Householder is Asian Alone	59	0.5%	Householder is Pacific Islander Alone	9	0.1%	Householder is Some Other Race Alone	373	2.9%	Householder is Two or More Races	429	3.4%	Households with Hispanic Householder	701	5.5%			
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<div><div>July 11, 2024</div><div>Page 4 of 5</div></div>																																						



2020 Census Profile

Gillette City, WY

Gillette City, WY (5631855)

Geography: Place

Prepared by Esri

Owner-Occupied Housing Units by Race of Householder	2020	
	Number	Percent
Total	8,628	100%
Householder is White Alone	7,839	90.9%
Householder is Black Alone	15	0.2%
Householder is American Indian Alone	65	0.8%
Householder is Asian Alone	38	0.4%
Householder is Pacific Islander Alone	6	0.1%
Householder is Some Other Race Alone	267	3.1%
Householder is Two or More Races	398	4.6%
Hispanic Householder	515	6.0%

Renter-Occupied Housing Units by Race of Householder	2020	
	Number	Percent
Total	4,126	100%
Householder is White Alone	3,456	83.8%
Householder is Black Alone	53	1.3%
Householder is American Indian Alone	85	2.1%
Householder is Asian Alone	40	1.0%
Householder is Pacific Islander Alone	3	0.1%
Householder is Some Other Race Alone	220	5.3%
Householder is Two or More Races	269	6.5%
Hispanic Householder	448	10.9%

Data Note: Hispanic population can be of any race. Population density is measured in square miles. Esri's Diversity Index summarizes racial and ethnic diversity. The index shows the likelihood that two persons, chosen at random from the same area, belong to different race or ethnic groups. The index ranges from 0 (no diversity) to 100 (complete diversity).

Source: U.S. Census Bureau. U.S. Census Bureau 2020 decennial Census data.

July 11, 2024

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Appendix B: Engagement Summary

Summary of Engagement Themes

Phase 1 – August 2023 to December 2023

Survey #1 – 09.28.23 to 11.15.23

The Vibrant Community Survey asks respondents to give specific rankings of how their community is performing in each of the ten categories, each of which is a key indicator of vibrancy. Participants can see the quality of a community functioning at a one (low performance) and that of a community functioning at a ten (high performance). Then, they are asked to rank the place they call home. The assessment is a tool based on the book *Building a Vibrant Community: How Citizen-Powered Change is Reshaping America* by Quint Studer. A total of 878 responses were received.

Q1. Citizen Engagement - how engaged are your community's citizens?

Mean Score: 4.93

Q2. Ability to Keep Talent at Home - how likely is it that young people will live and work in the community after graduating from high school or college?

Mean Score: 4.23

Q3. Ability to Attract New Businesses/Talent - how attractive is your town to new businesses and/or talent?

Mean Score: 4.24

Q4. Quality of Education - how strong is your education system?

Mean Score: 6.65

Q5. Vibrancy of Downtown - how vibrant is your downtown?

Mean Score: 6.13

Q6. Ability to Activate Unused Financial Resources for Community Investment - how successful are you at mobilizing wealth and motivating people to invest in the community?

Mean Score: 5.15

Q7. Ease of Doing Business - how easy is it to create and run a small business in your community?

Mean Score: 5.32

Q8. Training and Development of Small Business - how likely are small business owners getting the essential training and development support they need to prosper in the long run?

Mean Score: 4.84

Q9. Objective Measurement & Tracking of Outcomes - how proficient is your community at measuring, tracking, and reporting outcomes and results and making objective decisions based on them?

Mean Score: 4.67

Q10. Alignment of Local Government Entities - to what extent are local government entities aligned and successful at working together to create a better quality of life for your community?

Mean Score: 4.55

Q11. City's Biggest Opportunity to Improve - please describe what you feel is the city's biggest opportunity to improve is.

Most common: Recruitment and retention of businesses, community and communication, improvement of leadership and available activities, retention of population and local dollars.

Q12. City's Biggest Challenge - please describe what you feel is the city's biggest challenge is.

Most common: Attraction and retention of people, fiscal responsibility and prioritization of projects, advancing communication amongst the community, housing affordability.

Q13 - Commitment - how committed are you to making your community the best it can be?

Mean Score: 7.85. This number is important because it indicated higher-than-average expression of commitment by community residents. This signals a healthy spirit of volunteerism in Gillette, which can be capitalized for implementing the plan.

Q14 – Lived in the Community - how long have you lived in the community?

Less than 3 years - **8.02%**

11-20 years - **19.47%**

3-6 years - **6.84%**

More than 20 years - **60.18%**

7-10 years - **5.20%**

I'm not a resident - **0.30%**

Comprehensive Plan Advisory Committee (CPAC) Workshop #1 – 10.02.23

In this workshop, Verdunity introduced themselves to the Comprehensive Plan Advisory Committee. A brief presentation regarding the importance of a comprehensive plan, the timeline of the project, and the duties of the committee was provided. Additionally, short descriptions of the upcoming workshops and virtual format were discussed.

Key Takeaways:

1. Duties and expectations of the CPAC discussed.
2. Promotion of the Vibrant Community Survey.

3. Review and incorporation of recent master plans with the Comprehensive Plan.

Council Workshop #1 – 10.03.23

In this workshop, Verdunity introduced themselves to the City of Gillette's City Council. A brief presentation regarding the importance of a comprehensive plan and the timeline of the project was provided. Additionally, promotion and explanation of the Vibrant Community Survey by the requested from the Council.

Community Engagement Event #1 – 10.02.23-10.03.23

The Community Kick-Off event was an informal, come-and-go activity-focused engagement that allowed residents to provide Verdunity with a wide array of input. The event consisted of four activities. The first activity was an informational station that showcased the city limits of Gillette and the different phases of the Comprehensive Plan as well as explained and promoted the Vibrant Community Survey for the community to respond to. The second activity was identifying the different assets currently existing with the City of Gillette. These assets were split into four different categories: physical, economic, community and identity assets. The third activity was ranking Gillette's priorities. This was done by a participant dividing their pretend money into six different priorities as they believe the city should. The final and fourth activity was participants selecting three decision-making principles and briefly explaining, on the back of each card, why they believed that principle should be applied in local decisions. This community engagement activity took place in the evening of October 2, 2023, at the Campbell County Recreation Center. The second occurrence of this event occurred midday of October 3, 2023, at the George Amos Memorial Building. An approximate number of 63 attendees were present at both community events.

Key Takeaways:

1. Per the input provided, the residents of Gillette greatly cherish their quality of life and public amenities (recreation center, Cam-Plex, pool, etc.)
2. The City of Gillette and residents are aware of the need to diversify their economy in order to make it more resilient. However, how it should be diversified is an idea where there is no cohesiveness.
3. Transparency and trust between the residents and City Hall need attention as there have been recent events that have strained their relationship.

Virtual Stakeholder Interviews – 11.13.23 – 11.28.23

As part of conducting an in-depth analysis on the City of Gillette, the Verdunity team set up and interviewed identified key stakeholders in the community. These key stakeholders were identified by City staff and were from a wide range of backgrounds and roles in the community. During the interviews, interviewees were asked questions ranging from the identification of Gillette's assets to the top 3 major challenges currently being experienced to noteworthy partnerships or resources. A total of ten stakeholders were interviewed.

The City of Gillette has grown from a boom-and-bust town to a community- and family-oriented city that offers highly valued quality of life amenities such as their parks and recreational facilities. Some of the challenges that Gillette presently faces are the need for diversification of and reinvestment in their economy, lack of housing availability and affordability and effective communication between the city and Gillette's residents. Several resources and community partners were identified in the interviews. The community partners ranged from local non-profit and religious organizations to local businesses and organizations.

Comprehensive Plan Advisory Committee (CPAC) Virtual Workshop #1 – 12.14.23

In this workshop, Verdunity provided the CPAC with a brief overview of feedback received from the community thus far through the first survey and community engagement activities. The workshop then shifted to focus on what a vision statement is, the importance of it, and how to create one. The CPAC worked in small groups to create a draft vision statement for the Comprehensive Plan. Afterwards, the group came back together to share their suggestions, discuss, and further refine what important elements should be included in the proposed vision statement.

Key Takeaways:

1. The committee reaffirmed some of the important aspects that the community of the Gillette are passionate about, such as diversification of their local economy and housing affordability/availability.
2. Although there were several different suggestions for incorporation into the vision statement, one aspect that seemed to be prioritized by the committee was for it to be inclusive and relatable to any person who resides in Gillette.
3. Per the discussions had, CPAC feels that Gillette and the community are open to embracing and adjusting to changes while not losing sight of their history and values.

Phase 2 - January 2024 to May 2024

Survey #2 – 12.14.23 to 01.26.24

The Local Business Owners Survey asks respondents to give insight into the current conditions, challenges and opportunities that local businesses in Gillette face. By understanding the economic landscape from those who operate within it daily, this survey will be utilized to guide important elements within the City's future Comprehensive Plan and will ultimately be used to create specific recommendations that guide decision-making, potential support programs, and strategies that bolster local businesses. A total of 162 responses were collected.

Q1. How would you describe your role in Gillette?

I am a local business owner – **68.67%** I am a franchise manager – **1.81%**
 I am a local business manager – **11.45%** I am not a business owner or manager – **16.27%**
 I am a franchise owner – **1.81%**

Q2. How long have you been operating or managing your business in Gillette?

Less than one year – **9.49%** 6-10 years – **16.79%**
 1- 5 years – **38.69%** 10+ years – **35.04%**

Q3. Do you live in Gillette?

Yes – **93.38%**
 No – **6.62%**

Q4. How often do you source products or services from other local businesses?

Often – **50.75%**
 Sometimes – **41.04%**
 Never – **8.21%**

Q5. On a scale of 1 to 5, how involved is your business in community events or initiatives? (1 being not involved at all, 5 being very involved)

1 – **19.38%** 4 – **10.85%**
 2 – **20.93%** 5 – **18.60%**
 3 – **30.23%**

Q6. Do you have an online presence for your business (e.g., website, social media)?

Yes, both website and social media – **69.47%** Only social media – **20.61%**
 Only a website – **3.05%** No online presence – **6.87%**

Q7. What is the biggest challenge you face operating in Gillette?

Limited customer base: – **20.93%** Limited networking opportunities – **10.08%**
 Difficulty in sourcing products/services – **10.08%** Other – **16.28%**
 Lack of skilled employees – **42.64%**

Q8. What types of businesses training or workshops would you find useful as a local business owner? Please check the box next to all that apply.

Human resource management – **27.93%** Basic legal concepts – **24.32%**
 Basic business accounting – **30.63%** Grant writing – **27.93%**

Social media marketing – **44.14%** App design and implementation – **17.12%**
 Web design and e-commerce – **24.32%** Other – **21.62%**

Q9. How many employees do you currently have?

1-10 – **79.20%** 51-100 – **3.20%**
 11-25 – **7.20%** 100-200 – **0.80%**
 26-50 – **5.60%** 200+ – **4.00%**

Q10. How do you foresee the growth of your business in the next 5 years?

Significant growth – **24.80%** Steady, with no major changes – **39.20%**
 Moderate growth – **26.40%** Decline or possible closure – **9.87%**
 Other, please specify – **0.0%**

Q11. By clicking and dragging the given options, please rank the following factors in order of their importance to the success of your business: (1 being most important, 5 being least important)

Local customer loyalty – **4.37** Support from local governments or institutions – **2.18**
 Online sales or digital presence – **2.71** Ability to adapt to market changes – **3.09**
 Networking with other local businesses – **2.64**

Q12. How do you primarily communicate with your customers?

In-person – **38.02%** Social media – **21.49%**
 Phone calls – **19.01%** Website – **1.65%**
 Email – **14.05%** Other – **5.79%**

Q13. How would you describe any experiences you have had in attempting to access financial assistance through loans, grants, and/or investors in Gillette?

Very easy and supportive – **9.92%** Challenging with limited options – **28.10%**
 Somewhat accessible – **13.22%** Have not sought out financial resources – **38.84%**
 Neutral – **9.92%**

Q14. On average, how many customers does your business serve in a week?

1-20 – **38.84%** 101-200 – **10.74%**
 21-50 – **14.88%** 201+ – **16.53%**
 51-100 – **19.01%**

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1-20 – **38.84%** 101-200 – **10.74%**
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 51-100 – **19.01%**

Q15. To what extent does your business experience seasonal fluctuations in sales?

Significantly – My business relies heavily on one or two seasons – **21.49%**

Moderately – There's a noticeable uptick during certain times of the year – **42.98%**

Slightly – Some months are slightly better than others, but it's minimal – **23.14%**

Not at all – My sales are consistent year-round – **12.40%**

Online Engagement Activity #1 (Virtual Mapping Tool) – 1.2.2024 – 2.16.2024

The first online engagement activity consisted of a mapping tool. In this activity, participants were instructed to drop a pin in a location within the City of Gillette under one of the six categories: "Not Everyone Knows About", "Could Be Special", "Important to Redevelop", "Should Showcase", "Should Reproduce" and "Community Asset/Resource." Once a pin was dropped, the participant could provide an explanation as to why they chose that location and pin category. A total of 185 responses were submitted.

Community Asset/Resource	Not Everyone Knows About
Mt Pisgah Cemetery	Little Free Libraries
Upper Sage Valley Park	The existing trail from College Park to Campbell County Recreation Center
Campbell County Public Library	WPA Building
Cam-plex Park	The existing trail from Gillette Fishing Lake to Gillette College
Downtown Area	Cam-Plex
Energy Capital Economic Development / FUEL Business Incubator	AVA Community Art Center
Pronghorn Center	Red Rocks Trail
Burlington Lake	Burlington Lake
Bicentennial Park	Western Plains Brazilian Jiu- Jitsu
Gillette Fishing Lake	Antelope Trailhead
Antelope Trailhead	The Children's Memorial and bird watching sites at McManamen Park
Red Rock Trails	Memorial Park
Dalbey Memorial Park	Overlook Park
Western Plains Brazilian Jiu- Jitsu	
Campbell County Rockpile Museum	
Cam-plex	
Dog park	
Energy Capital Sports Complex	
Could Be Special	Should Reproduce
Gillette College Technical Education College	Bicentennial Park Tennis Courts
Additional training opportunities and facilities at the Pronghorn Center	Relocation of the railroad for the citizens of Gillette
Showcasing of Red Rock Trails	Creation of an "art alley"
Maintenance, upgrades and hosting of events at the Cam-Plex Park	A secondary recreation center in the northern area of Gillette
Cam-Plex Multi-Event Facilities	The replication of the appealing streetscape of S 4-J Road, from W. Lakeway Road up to Boxelder

	Road, throughout the community
Additional, newer equipment should be added to the Gillette Energy Park/Energy Equipment Exhibit to make it an attraction	Cam-Plex Park
Campbell County Rockpile Museum needs a bit additional investment	Connectivity of trails to neighborhoods and parks
Additional lighting along the pathways within the Energy Capital Sports Complex	Cam-Plex
Addition of water fountains, trees, obstacles, and other amenities to the dog park	Creation of a dog park in the southern area of the city
A standalone ice rink should be constructed along with improvements of other buildings at the Cam-Plex Multi-Event Facilities	Energy Capital Sport Complex trails
Further development of the Soup Kitchen	Time Capsules
Further expansion of trails, hosting of events, and so on at the Antelope Trailhead	The Red Rocks Trails should be replicated
Improvements to Pathfinder Park	Dalbey Memorial Park
Integration of landscaping along bike trail/pathway along N Gurley Ave/E Warlow Dr.	Large-lot subdivisions
The former softball courts along Enzi Road that are located across the roadway from CCFD Station #3 to have some investment put into them to get them to working conditions	
Creation/development of a Children's Park/Botanical Garden	
More consistent, appealing welcoming signage around the city	
For the Campbell County School District (CCSD) Science Center Adventurarium to be made public to the community	
For the reappearance of tree/fauna informational plaques/potential at Northwest Park and other parks	
Overlook/viewing platform at the cemetery	
For the development of 800 Shoshone Ave, Gillette, WY 82718, USA to be a restaurant/neighborhood service operation that could benefit the neighboring area or for the Gillette Community Theatre to be housed at this location.	
Important to Redevelop	Should Showcase
Eldridge Park	Splash Pad located at the Energy Capital Sports Complex
Additional landscaping along roadways	Western Plains Brazilian Jiu- Jitsu
Downtown area	Gillette College Technical Education Center for workforce purposes
The former softball courts along Enzi Road that are located across the roadway from CCFD Station	Bicentennial Park

#3	
Gillette Equipment Exhibit	Pronghorn Center
Cam-Plex	Red Rocks Trails
Improvement of the theater within the Cam-Plex Multi-Event Facilities	Dalbey Memorial Park
Bike paths in the northeast area of the city	Energy Sports Capital Complex
Cam-Plex Park	Cam-Plex
Lakeside Park	Antelope Trailhead
City pool	McManamen Park
Dog park	Gillette Ave ("Main Street")
	City pool
	Dungeons and Dugouts
	Flight Zone (amusement/entertainment operation)
	Town Center Drive Traffic Circle
	Potential historic architecture properties

Key Takeaways:

- Improvements and additional amenities to several parks, open spaces and trails were a theme seen throughout the responses received. Additionally, the need for programming of the spaces was communicated.
- Additional construction of facilities and maintenance/improvements to existing ones appeared as a priority to participants.
- There are certain open spaces and facilities that the community would like to see replicated such as another dog park, "art alley" and recreation center.
- There were several specific infrastructure suggestions that did not fit neatly in any of the categories above. Those responses are as follows:
 - Improve the section of WY-51, between 90 and S. Garner Lake Road with lighting and care.
 - Improve 7th Street with additional trees and lighting.
 - Update sidewalks/trail along Boxelder Dr, from Overdale Drive to Harder Drive.
 - Install a 4-way stop at the intersection of Tanner Dr and Shoshone Avenue.
 - Improve the road at the intersection of Boxelder Ave. & S Garner Lake Rd and the surrounding road area.
 - Implement a turn arrow at the intersection of 59 and S. Garner Lake Road.
 - Extend Sinclair Road to intersect with Butler-Spaeth Road.

Virtual Partner Workshop #1 (Economic Development) – 01.09.24

The Economic Development Virtual Workshop was a roundtable-like discussion that took place in the late afternoon of Tuesday, January 9, 2024, and consisted of the Energy Capital Economic Development Corporation (EDC), the Office of Economic Transformation, Wyoming Business Council, L&H and City of Gillette staff. Various economic development topics ranging from assets and perceived barriers to

diversification of the local economy to communication between the economic development entities were discussed. The purpose of this virtual workshop was to gain an in-depth understanding of the state of economic development that is currently happening in the City of Gillette, identify recent successes and existing barriers, and give formation to recommendations regarding economic development for the incorporation into the Comprehensive Plan. Some highlighted fundamental themes were to create and sustain a healthy environment for companies and business to establish themselves and their expansion, the need and desire to diversify the local economy further, and the various assets and resources that are accessible within the community. Lastly, knowledge of and collaboration amongst the economic development entities appears to be occurring at a higher-than-average frequency, which is a great foundation to have as future planning efforts and projects began to take shape in the City of Gillette.

Key Takeaways:

- The economic development entities have had great success assisting the growth and expansion of existing businesses in the community.
- There was a consensus amongst all entities that diversification of the local economy is being pursued by investment of existing companies and businesses and the expansions of products and services that are already being offered in the City of Gillette
- There are several programs available for existing and new businesses to access in order to network and obtain the assistance they need.

Comprehensive Plan Advisory Committee (CPAC) Virtual Workshop #2 – 02.08.24

In this workshop, Verdunity presented the Land Use Fiscal Analysis that was conducted on the City of Gillette. The presentation included the analysis of the property tax revenue obtained in the City of Gillette, infrastructure costs and funding gaps, the important role land use plays in creating fiscally sustainable places/areas and recommendations on how to close the funding gaps. As the presentation concluded, CPAC members asked questions ranging from examples of incremental development incentive programs to bringing awareness of fiscally productive development patterns to the community.

Key Takeaways:

- Property tax revenue makes up approximately 5% of the total general fund of the City of Gillette. Therefore, leading them to be heavily reliant on sales tax, which can be volatile and unpredictable.
- The current amount that is allocated for street maintenance is hardly enough to cover the true costs. A higher allocation of funds should be considered with potentially using the Special Projects fund as assistance.
- Development of land within the City of Gillette should be encouraged, specifically infill development in the downtown area and inner core of Gillette.

Virtual Partner Workshop #2 (Parks & Open Space) – 02.13.24

The Parks and Open Space Virtual Workshop was a roundtable-like discussion that took place in the late afternoon of Tuesday, February 13, 2024, and consisted of the Campbell County Parks and Recreation, Fur Kids Foundation, former Parks Board members and City of Gillette staff. Various parks and open space topics ranging from current strengths and most common utilization of parks and open spaces to partnerships and the vision of success for parks and open space were discussed. The purpose of this virtual workshop was to gain an in-depth understanding of the state of parks and open space currently happening in the City of Gillette and identify policies and any upcoming projects or programs that should be considered when formulating the Comprehensive Plan. Some highlighted fundamental themes were to maintain the quality of the parks and open space amenities that residents and visitors of City of Gillette enjoy, obstacles that are faced with staffing and resources, and potential measures to enhance the vision of parks and open spaces.

Key Takeaways:

1. There has been an investment in trails/pathways to connect parks to one another within the City in recent years.
2. Prioritization of funding for parks and open space has been declining, which can impact the quality that residents are used to.
3. Education of the maintenance and value of the parks and open space is an effort that would benefit the community.

Virtual Partner Workshop #3 (Mobility) – 03.05.24

The Mobility Partners Virtual Workshop was a roundtable discussion conducted via Zoom that took place in the late afternoon of Tuesday, March 5, 2024, and consisted of representatives from Gillette College, Council of Community Services, Volunteers of America, and City of Gillette staff. Various mobility topics ranging from current challenges and perceived community needs to incorporation of other modes of transportation and the vision of success for mobility were discussed. The purpose of this virtual workshop was to gain an in-depth understanding of the state of mobility currently happening in the City of Gillette, challenges, and any upcoming projects or programs that should be considered when formulating the Comprehensive Plan. Some highlighted fundamental themes were the establishment of public transportation, connectivity of trails/pathways for more pedestrian use and a cultural shift to prioritize other modes of transportation.

Key Takeaways:

1. Gillette is a heavily auto-oriented place where minority groups of the community are left with very limited resources to transport themselves around the City.
2. Additional partnerships should be investigated in order to find alternative transportation

options for the community.

3. There needs to be an emphasis on the integration of urban design to promote walking amongst the community or pilot programs to begin the mental shift of the community to other modes of transportation.

Online Engagement Activity #2 (Virtual Activity Rooms Tool) – 3.4.2024 – 4.1.2024

The second online engagement activity that took place was a virtual engagement room. It consisted of five different stations. Station #1 requested that participants rate the draft proposed vision statement from a one to five-star rating with the ability to give suggestions for enhancements if a rating of two stars or less was given. Station #1 received a total of 62 response submissions. Station #2 consisted of a Vision Wall where participants were asked to respond to the following prompt: “Think 30 years in the future: why would someone choose to live in Gillette?” Station #2 received a total of 23 response submissions. Station #3 requested that participants provide feedback in response to the following prompt: “What is the most effective thing the City of Gillette can do to help promote a positive community culture and level of engagement?” Station #3 received a total of 17 response submissions. Station #4 consisted of an exercise where participants were asked to “budget” the maintenance of different city services with a deficient amount of “funding”. Station #4 received a total of 51 response submissions. Station #5 consisted of a ranking exercise where participants were asked to rank various community engagement strategies to better reach most of the community and educate them on different City programs and services. Station #5 received a total of 38 response submissions.

Key Takeaways:

1. Approximately 75% of participants gave the draft vision statement a three-star rating or higher in Station #1, indicating widespread agreement with the vision statement.
2. Responses to Station #2’s prompt comprised of respondents envisioning that Gillette in the Future would have innovative industries that would attract future residents, a family-friendly community with high-quality schools, and highly maintained infrastructure and amenities.
3. Suggestions submitted in Station #3 ranged from encouragement of all ideas from all citizens with open communication and dialogue to the creation of youth engagement opportunities to the creation of events for interaction and collaboration between the City and residents.
4. In Station #4, the following city services were ranked from highest to lowest: 1) Streets, 2) Water, 3) Sewer, 4) Parks, and 5) Trails/Sidewalks.
5. The top three ranked community engagement strategies to better reach the community and educate on the City’s operations and programs were 1) social media, 2) city website, and 3) partnerships with local organizations.

Community Engagement #2 – 04.09.2024-04.10.2024

The first community engagement event was held midday on April 9th, 2024 at the Campbell County Recreation Center. A second community engagement event took place on the evening of April 10th, 2024, at the Campbell County Recreation Center. City staff felt that it made the most sense to have both events at the same location due to its robust foot traffic. The events were an informal, come and go, activity-focused open house that allowed residents to provide a wide array of input. Both events consisted of the same four activity stations. The first activity was a demonstration of two growth scenarios – 1) status quo and 2) fiscally-focused, and these scenarios were accompanied by a table comparing their characteristics. Feedback related to which characteristics participants preferred was requested. The second activity allowed participants to vote on which types of places they want to see more of in Gillette. It also allowed participants to provide additional commentary on index cards. The third activity station asked for input related to identified catalyst locations from the online mapping activity hosted on the plan website and assisted in identifying any additional locations. The final and fourth activity station asked participants to select the four most important decision-making principles to be used by officials in making decisions. An approximate number of 90 attendees were present at both community events. Notably, of the 90 attendees and participants in these events, over 70% were under the age of 25.

Key Takeaways:

1. More characteristics from Scenario 2, the fiscally-focused scenario, were preferred by participants with the top 3 preferred characteristics being the resiliency and stability of scenario 2, the smaller scale commercial development being diffused throughout new and existing neighborhoods, and the idea of driving being optional to get from place to place. Many respondents liked the idea of fiscal resiliency and expressed their desire for more walkable and bikeable neighborhoods.
2. The place type which was prioritized the highest was Traditional Neighborhood. Regional Commercial was the second most-prioritized, and Complete Suburban Living was third.

Joint City Council and Planning and Zoning Commission Meeting – 04.09.2024

During the meeting, the Verdunity team provided a project update and presented on the key themes that have emerged thus far. The presentation covered key contextual information analyzed and introduced two different development growth scenarios. The first growth scenario showcased the characteristics of development if the development patterns continued per “business as usual”, such as continued expansion of infrastructure. The second growth scenario took a fiscally focused approach where the development patterns utilize and maximize existing infrastructure. A brief discussion related to the growth scenarios presented took place.

Key Takeaways:

1. There was consensus by attendees that they would like to utilize and maximize the infrastructure that has been built to avoid leaving future generations with expensive liabilities.
2. The attendees voiced that a significant challenge in evaluating and deciding on zoning cases is balancing the welfare and safety of the public with the rights and interests of property owners.
3. The elected and appointed officials expressed their hope for a comprehensive plan to provide additional guidelines for important decision-making situations.

Comprehensive Plan Advisory Committee (CPAC) Workshop #2 – 04.10.2024

During this workshop, the Verdunity team provided the committee with a project update and debriefed on the key themes that have emerged thus far. The introduction and presentation of two different growth scenarios were showcased to the committee. The first growth scenario showcased the characteristics of development if the development patterns continued per “business as usual”, such as continued expansion of infrastructure. The second growth scenario took a fiscally focused approach where the development patterns utilize and maximize existing infrastructure. The proposed place types for the Comprehensive Plan were also presented to the committee. A brief discussion on both topics occurred.

Key Takeaways:

1. The committee members asked questions related to how some of the characteristics of Scenario #2 would be in true practice such as neighborhood commercial uses and their compatibility within existing neighborhoods.
2. CPAC members expressed a base understanding and agreement with the proposed Place Types and their interest in seeing the Future Land Use Map.

Phase 3 – June 2024 to October 2024**Community Engagement #3 – 07.10.2024 and 07.11.2024**

The first community engagement event was held in the evening of July 10th, 2024, at the Campbell County Recreation Center, where 18 people attended. A second community engagement event took place midday of July 11th, 2024, at the Campbell County Public Library, where 32 people attended. The events were an informal, come and go, activity-focused open house that allowed residents to provide a wide array of input. Both events consisted of the same four activity stations.

- Activity 1 was an art contest for children. Participants were asked to draw their favorite place to visit in Gillette or their favorite place to bike to in Gillette.
- Activity 2 collected feedback on the draft Future Land Use Map (FLUM) and its place types.

- Activity 3 allowed participants to review proposed place type descriptions and select what types of buildings they believed were consistent and appropriate for each.
- Activity 4 focused on mobility and asked attendees to pinpoint areas where trails, sidewalks and on-street bike lanes should be placed. A short survey had attendees describe the modes of transportation they would like to use, how they would like to use them (for example, for recreation or for transportation) and what barriers prevent them from using those modes regularly under current conditions.
- Activity 5 asked participants to help refine the community priorities that have emerged over the course of the project, and to share what trade-offs they were or were not willing to make in order to achieve those priorities.

It should be noted that attendees were asked to checkmark which age range represented them. The following are the percentages of the attendees' age ranges: under 18 = 24%; 18-30 = 18%; 31-45 = 24%; 46-65 = 22%; and 65+ = 12%.

Key Takeaways:

1. 58% of mobility questionnaire respondents indicated that they would like to do more walking and biking within the City of Gillette, with 42% of those respondents indicating that they would like to utilize both modes for both recreation and transportation purposes.
2. The top three priorities that were determined by Activity 5 were as follows: 1) housing affordability/availability, 2) entertainment, shopping, restaurants, activities and events for all ages, and 3) broadening of the local economy.
3. Additionally, to accomplish the top three priorities listed previously, respondents indicated a willingness to have additional residents living in their neighborhood and volunteering their time to the city. A majority also would consider paying more in fees and/or taxes if it led to those priorities being realized.

Joint City Council and Planning and Zoning Commission and Comprehensive Advisory Committee (CPAC) Workshop – 07.11.2024

During the workshop, the Verdunity team provided a project update and presented on the key themes that have emerged thus far. The presentation covered the draft Future Land Use Map (FLUM), place types and building typologies. The attendees participated in a worksheet exercise where they denoted which building typologies they believe would be appropriate within the proposed place types - as well as their desire to see more or less of that specific building typology to be developed. The latter half of the session focused on mobility and a facilitated discussion across a variety of prompts and questions. The session concluded with an outline of the next steps.

Key Takeaways:

1. The attendees of the workshop acknowledged that there is a need for a wide variety of housing types that meet the needs and desires of people from all different backgrounds.
2. The attendees are aware of the need for public transportation within Gillette that would benefit various pockets of residents. However, they all admitted that there are limitations to fully funding a program as the City of Gillette is not eligible for grants due to population size.
3. When asked about their existing mobility network and its needs, the attendees shared consensus that there are several areas of improvement such as the need for improved pedestrian and cyclist signage, additional buffers and the awareness of other users of the roadways and trails that are not solely vehicular users.

Comprehensive Plan Advisory Committee (CPAC) Virtual Workshop #3 – 08.14.2024

During this workshop, the Verdunity team provided the committee with a project update and the previous engagement efforts conducted to date. Verdunity began to debrief the committee on priorities and tradeoffs that have been discussed with the community at large. The committee took part in a discussion on what additional tradeoffs the city and community could potentially implement to achieve the identified priorities. The committee was debriefed on results and feedback received during Trip 3 related to the Future Land Use Map (FLUM) and building typologies. Lastly, Verdunity initiated a discussion on the implementation of the Plan once it is finalized. The committee will be provided with additional information related to this in the upcoming months.

Key Takeaways:

1. The committee members proposed other approaches that the City and community could explore to achieve their priorities. They discussed what information is needed to inform the public in an efficient manner.
2. CPAC members agreed that manufactured homes should be included as a residential building typology for certain Place Types.

Online Engagement Activity #3 (Virtual Activity Room) – 09.03.2024 – 09.24.2024

The third online engagement activity that took place was a virtual engagement room. It consisted of three different stations. Station #1 presented participants with the three identified community priorities and asked what choices they would be willing to make to secure those priorities, with an option to propose another choice. Station #1 had a second part where participants could propose additional tradeoffs they would entertain to achieve the previously mentioned priorities. The first section of Station #1 received 12 responses, and the second section received 24 responses. Station #2 consisted of a mapping tool that intended to identify areas where more mobility-friendly mechanisms are needed. In this activity, participants were instructed to drop a pin in a location within the City of Gillette under one of the six

categories: “Reduction of vehicles,” “Maintain or widen sidewalks,” “Establish or enhance a pedestrian crossing,” “Implement a protected bike lane,” “Provide shade,” and “Provide separation between vehicles and pedestrians.” Once a pin was dropped, the participant could explain why they chose that location and pin category. A total of 218 responses were submitted. Station #3 asked participants to identify additional organizations that could assist in the implementation of the Comprehensive Plan. A total of 16 response submissions were received.

Key Takeaways:

1. In Station #1, the first section received responses of various choices that respondents would be willing to make, which ranged from paying a small user fee (since most amenities are currently free) to revisiting a different approach for City spending. The second section of Station #1 received responses that ranged from charging user fees and reservation fees for amenities such as the city pool, splash pad, and parks to making the 1% tax a permanent funding source.
2. The category that received the most responses (36%) was “Maintain or widen sidewalks,” which identified various locations where sidewalks need to be made, or new sidewalk connections should be constructed.
3. Additional local organizations identified in Station #3 were the Family Life Church, New Life Wesleyan Church, Northeastern Wyoming Realtor Alliance, Rotary Club, and Wyoming Contractors Association.

Online Engagement Activity #4 (Implementation Virtual Room Activity) – 10.14.2024 – 10.31.2024

The fourth online engagement activity that took place was a virtual engagement room. It consisted of two different stations. Station #1 asked participants to provide ideas of implementation actions that could be included in the different components of the Comprehensive Plan. Station #1 received 16 entries. Station #2 asked participants to provide three specific priorities that should be tackled right away. Station #2 received 23 entries.

Key Takeaways:

1. Implementation actions ranged from developing a street maintenance report system by residents to construction of additional sidewalks and painting of crosswalks.
2. Specific priorities that were identified by participants were suggestions for broadening Gillette's economic spectrum, pursuing development-related initiatives (updating codes, streamlining of the development process, etc.), and tackling housing affordability and availability.

Phase 4 – November 2024 to February 2025

Comprehensive Plan Advisory Committee (CPAC) Virtual Workshop #4 – 11.20.2024

During the workshop, the Verdunity team provided the committee with an update on the project's progress and the engagement efforts to date. A recap of the findings from the July 2024 site visit and the September 2024 virtual room activities was also shared. The discussion then focused on project implementation, explaining the relationship between recommendations and actionable steps, supported by relevant examples. The committee participated in an exercise to brainstorm specific actions for two sample recommendations. The session concluded with a review of the brainstormed actions, an overview of the upcoming trip, and the timeline for the plan adoption process.

Key Takeaways:

1. The committee developed a shared understanding of the different stages in the Comprehensive Plan's life cycle, emphasizing the importance of actions that are specific, achievable, time-bound, and measurable, while aligning with the overall vision and recommendations.
2. The committee explored and analyzed the different types of actions needed to address the sample recommendations, considering policy, guidelines, tactical projects, funding, and other approaches. They recognized that a combination of these strategies is essential to fully implementing the recommendations.

Planning Commission and City Council Meeting – 12.10.2024

During the early evening of December 10th, Verdunity offered a brief presentation to the Planning Commission and City Council. The presentation consisted of brief updates, a summary of engagement efforts conducted to date, a preview of the upcoming review draft review process, and of implementation post-adoption.

Comments did not have them.

Community Engagement #4 – 12.10.2024 and 12.11.2024

The first community engagement event took place on the evening of December 10th at the Campbell County Recreation Center, with four attendees. The second event was held on the afternoon of December 11th at the Campbell County Public Library, also with four attendees. Both events were informal, drop-in, activity-focused open houses, designed to allow residents to quickly review educational materials and provide input. Each event featured three identical activity stations:

1. Activity 1 allowed participants to learn how meaningful recommendations are created and learn about the various types of actions that will be employed during the implementation of the plan.
2. Activity 2 asked participants to review and provide feedback on example recommendations with accompanying actions. Feedback shall be obtained via handouts.

- Activity 3 allowed participants to review key elements and community input on the three components of the plan: Land Use & Growth Management, Mobility & Connectivity, and Housing & Neighborhoods.

Key Takeaways:

- Based on feedback from Activity 2, there was general consensus among participants in support of the proposed actions for the sample recommendations.
- Additional actions such as working with the public for pocket parks maintenance and establishing a form of public transportation were proposed.
- Participants provided valuable insights into actions that could support the development community in conducting due diligence and initiating projects in Gillette.

Mayor and City Administrator Meeting – 12.11.2024

During the meeting, the Verdunity team provided the Mayor with a brief project update. Discussion was held on the type of engagement that had been seen throughout the process and potential ideas to continue engagement. The conversation also covered the adoption process for the Comprehensive Plan, along with the immediate steps for its implementation once adopted.

Key Takeaways:

- The group discussed the potential transformation of CPAC into an oversight committee to support the coordination and implementation of the adopted plan, as well as its role in assisting City Council.
- Ideas were explored for maintaining momentum in the implementation of the Comprehensive Plan immediately after adoption.
- Participants brainstormed ways to promote the elements of the Comprehensive Plan in relation to other City initiatives.

Comprehensive Advisory Committee (CPAC) Meeting – 12.11.2024

During the meeting, the Verdunity team provided a project update and shared details on the engagement activities conducted to date. The project team explained the structure of the Comprehensive Plan and outlined the review process for the draft plan. The discussion also included a conversation between the CPAC members and the project team regarding the implementation of the plan after adoption.

Key Takeaways:

- The group discussed the potential role of a designated individual to oversee the implementation of the plan, including where this position might be housed within the City organization.
- There was consideration of transforming CPAC into an oversight committee to assist in

coordinating and implementing the adopted plan.

- CPAC members expressed strong interest in identifying actions that could be initiated immediately after the plan's adoption, particularly for inclusion in the upcoming Fiscal Year 2025-2026 budget.

Appendix C: Survey Results

Raw survey results were provided to the City of Gillette and are available in their original data form by contacting the City of Gillette Planning Department.

Appendix D: Community Resources Listing

Local/Regional/State Partners

Organization	Resource to be Tapped Into	Area of Importance/Industry
AVA (Advocacy for Visual Arts) Community Art Center		Cultural/community outreach
Boys and Girls Club of Campbell County	Youth services	Community outreach
Campbell County	Collaboration and alignment of vision/goals	Community Outreach, Economic Development, Diversification of Economy, Infrastructure Funding,
Campbell County Adult Treatment Courts		Community services
Campbell County Convention & Visitors Bureau	Collaboration and alignment of vision/goals	Tourism
Campbell County Chamber of Commerce	Collaboration and alignment of vision/goals, networking	Community Outreach, Economic Development,
Campbell County Independent School District (ISD)	Collaboration and alignment of vision/goals	Community services and outreach
Campbell County Health	Health services	Health and community services and outreach
Campbell County Juvenile & Family Drug Court		Community Services
Campbell County Prevention Council	Substance abuse and suicide prevention assistance and resources	Health and community services and outreach
Campbell County Public Library	Collaboration and alignment of vision/goals, community and youth services	Community services and outreach
Campbell County Recreation Center	Recreation opportunities and involvement	Community services and outreach
Cambell County Senior Center	Senior residents' activities and services	Community services and outreach
Climb Wyoming	Workforce and career training and mental health services for mothers	Community services and outreach
Council of Community Services	Low-income assistance, food access	Community services
Edible Prairie Project	Food access	Community services and outreach
Energy Capital Economic Development Corporation(ECEDC)	Collaboration and alignment of vision/goals	Economic Development, Diversification of Economy

Local/Regional/State Partners, continued

Organization	Resource to be Tapped Into	Area of Importance/Industry
Faith Based Organizations: Calvary Community Church, Center Ministries, Central Baptist Church, First Baptist Church, High Plains Community Church, Roadway Alliance Church)	Faith-based and youth services	Community outreach
Gabriel Project of Wyoming	Early childhood materials assistance	Community services
Gillette Abuse Refuge Foundation (GARF)		Community services
Gillette Community College District	Energy-focused/healthcare program, expansion to 4-year degree program, partnerships with local industries,	Education/training
Gillette Main Street	Economic and social opportunities	Economic Development, Community outreach
Gillette Reproductive Health	Health services for both men and women	Health services and family planning
HOA Groups and Community Groups(Antelope Valley, Sleepy Hollow Homeowners Association, Indian Hills, Heritage Village)		Community outreach
NEW(North East Wyoming) Community Health Foundation		Health services
Northeast Wyoming Regional Airport Board (under Campbell County)	Collaboration and alignment of vision/goals	Economic Development
Personal Frontiers, Inc.	Substance abuse and mental health services	Community services and outreach
Second Chance Ministries	Adult re-entry program and resources	Community services and outreach
The Counseling Center	Mental health and counseling services and resources	Community services and outreach
The Salvation Army	Food access and livelihood materials services	Community services and outreach
Women's Resource Center	Health services for both men and women	Health services and family planning
Wyoming Business Council	Site Business Council, Site Assessment Program, Ready Community Grant and Loan Program	Economic Development Diversification of Economy, Infrastructure Funding,
Wyoming Office of Tourism (WOT) Partner/Industry Resources	Training, technical assistance, case studies	Tourism Resources
Wyoming Sportsman's Group		Community outreach
Volunteer Wyoming	Protection and welfare of minors program	Community services and outreach
Volunteers of America - Booth Hall	Adult re-entry program and resources	Community services and outreach
Youth Emergency Services (Y.E.S) House	Education, treatment, therapy	Community services
Young Life Youth Club	Youth programming	Community outreach

Out-Of-State/Federal Resources

Organization	Resource to be Tapped Into	Area of Importance/Industry
U.S. Department of Commerce Economic Development Administration	Interagency Working Group on Coal & Power Plant Communities & Economic Revitalization	Economic development/revitalization
U.S. Department of Housing and Urban Development	Community Development Grant Program (CDBG) Infrastructure	Infrastructure Funding
U.S. Department of Transportation	Transportation Investment Generating Economic Recovery Grant	Transportation projects – railroad
Federal Railroad Administration	Railroad Rehabilitation & Improvement Financing (RRIF) Program	Infrastructure
WYO Department of Environmental	Clean Water State Revolving Funds	Infrastructure
USDA	Rural Business Development Grants	Funding and technical assistance
Rural Health Information Hub	Education, Rural Health Policy Funded Programs	Healthcare
Rural Community College Alliance	Grant-finding and writing assistance, training programs, etc.	Education
Just Transition Fund	Transition blueprint document that offers technical assistance and grants to coal impacted communities that are transitioning to net zero.	Diversification of Economy
Youth Emergency Services (Y.E.S) House	Education, treatment, therapy	Community services
Young Life Youth Club	Youth programming	Community outreach

Appendix E: Housing Study

HOUSING NEEDS ASSESSMENT AND
STRATEGIC POLICY RECOMMENDATIONS

A Report

To

CITY OF GILLETTE

From

GRUEN GRUEN + ASSOCIATES
Urban Economists, Market Strategists & Land Use/Public Policy Analysts

July 2023

C1635



HOUSING NEEDS ASSESSMENT AND
STRATEGIC POLICY RECOMMENDATIONS

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July 2023

C1635

APPLYING KNOWLEDGE
CREATING RESULTS
ADDING VALUE

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CHAPTER I

INTRODUCTION, CONCLUSIONS, AND RECOMMENDED STRATEGIES

INTRODUCTION AND PURPOSE

The purpose of the study summarized in this report by Gruen Gruen + Associate (GG+A) includes estimating the unmet needs for housing in Gillette. This report presents information on both existing and future housing needs and existing and identified future supply of housing. It identifies the deficiencies in meeting housing needs and the factors contributing to these deficiencies. Another purpose of the study includes identifying housing policy strategies to alleviate the deficiencies.

APPROACH

GG+A defines general housing needs broadly as the total number of housing units required by the future population of households with workers and households with no employed members. GG+A estimates effective housing demand; that is, the number of households who can afford to pay for available standard housing. GG+A then compares the estimated total housing need to the estimated effective demand to identify the number of units needed but not being provided under current market and regulatory conditions.

In order to identify whether under present conditions additions to the supply of housing may be made, GG+A studied whether, and if so, what types of housing products can currently be profitably developed given the typical costs and prices that apply. GG+A considered the factors of land availability and market feasibility of housing development to reach judgments on the potential amount of housing which may be developed to meet future housing needs within Gillette.

WORK COMPLETED

To accomplish the study objectives, GG+A performed the following principal tasks:

1. Reviewed historic population and household change, employment trends, labor force characteristics, jobs-housing balances over time, and housing supply characteristics and trends;
2. Estimated employment growth for Gillette in order to estimate the labor force increases upon which the need for additional housing is based;
3. Projected new households in Gillette based upon forecast employment growth and projected the proportion of households headed by a householder 65-years or older;
4. Estimated replacement demand for new housing based upon estimated annual loss of housing stock;
5. Distributed forecast new households into income groups to estimate housing demand by price range;
6. Reviewed Gillette's existing housing inventory including characteristics related to age, tenure, and vacancy of existing housing stock;



7. Identified potential new supply of housing in Gillette, including projects under construction or planned and potential supply of land available to meet forecast housing needs;
8. Compared forecast housing needs to present supply of housing to identify deficiencies in supply relative to needs by price range or affordability level;
9. Analyzed housing needs based on affordability standards and special needs; and
10. Evaluated the real estate economics of developing housing in Gillette.

REPORT ORGANIZATION

The analysis on which we base the conclusions and recommendations is presented in the following chapters. Chapter II reviews characteristics and trends related to population growth and household formation; population change; shifts in age distribution of the population, household growth by household size, tenure, family type, and age of householder; household income; and employment and labor force conditions and trends and the relationship between jobs and housing.

Chapter III reviews the city of Gillette's existing housing supply including historical changes in inventory and unit type and identifies the potential supply of new housing in the city. Market conditions for both rental and for-sale housing are also presented.

Chapter IV presents an estimate of future needs for housing by price range based on the income distribution of future employees. Chapter IV reviews the housing affordability gaps found to apply.

Chapter V presents estimates of future housing needs by price range within Gillette over the next 10 years. One focus of the analysis is on the first and often most significant source of need for new housing related to the growth of the local workforce. "Workforce Housing" in this projection is defined as housing required by any household with at least one active member of the labor force. A projection of future "senior housing" or "older adult" housing need is also made. Chapter V presents a quantitative comparison of the housing needs and housing supply in Gillette.

Chapter VI presents the approach used and findings drawn from the evaluation of the real estate economics of building new housing in Gillette.

FINDINGS AND CONCLUSIONS

Summary of Conditions Causing Decline in Housing Production

The synthesis of the review of secondary data and interviews indicate that the Gillette economy experienced a decline from about 2015 to 2021. During this period several coal mines closed and reduced employment. Employment in the construction sector decreased. Declines in wholesale trade, professional and technical services, and management of companies also contributed to the net job loss.

Consistent with the economic downturn, Gillette experienced a decline in population and net outmigration of working age adults from 2015 through 2020.

As a result of the employment and population declines, little new housing was constructed. Since 2016 only 253 permits for all types of housing including modular construction have been issued in Gillette. This compares to an issuance of 400 permits in 2007 alone.

Summary of Factors Producing a Housing Shortage and Price Increases in Gillette

The economy has begun to rebound with an estimated 1,045 jobs added in Campbell County since the fourth quarter 2021. Economic development efforts to reduce the reliance on the coal industry and to make more beneficial uses of coal may potentially result in continued employment growth. The approximately 1,400 job openings in Gillette exceed the number of unemployed residents in the labor force of Campbell County. The recruitment of non-local labor to Gillette results in an increase in demand for housing in Gillette.

After experiencing a decline in population from 2015 through 2020, Gillette's population began to rebound in 2021, increasing by 827 people to over 33,000 in 2021.

Households with no mortgage debt or with mortgage debt at historically low interest rates that were prevailing until the rise of interest rates that commenced in March 2022 have not moved or turned-over their housing units as frequently compared to when replacement housing units could be financed at low interest rates.

As a result of the factors above, the inventory of existing homes for sale has become increasingly limited with only 50 current active listings (listings cover 43 detached single-family homes and seven attached townhome or duplex units). This equates to only one-half of one percent of the total housing stock in Gillette. Counting both Gillette and elsewhere in Campbell County residential property listings, the total of 72 represents less than one tenth of one percent of the total housing stock in Campbell County.

Only 106 improved residential lots are for sale in all of Gillette of which about 30 are zoned enhanced mobile homes, one is zoned for attached housing, and the remainder are zoned for detached single family homes. The available improved lots for sale comprise less than one percent of the total housing stock in Gillette. The listing prices range from \$17,000 to \$149,000 with an average list price of \$66,993 per lot.



The inventory of vacant and residentially zoned land in Gillette is estimated to total approximately 81 acres. About one-half of the vacant land inventory has single-family zoning that includes 171 platted lots.

Increases in material and labor costs have made it difficult to feasibly produce finished lots. The increase in building costs has caused prices of new housing units to increase, even when built on lots that were improved prior to the surge in costs.

The exceedingly low vacancy rate, and inadequate supply of available housing units to permit mobility has stimulated large increases in the cost of housing. Relatively low prices fluctuated from 2013 through 2020 when the peak average sales price for detached single-family housing units occurred in 2015 at \$251,406 (the low occurred in 2017 at \$221,555). Prices in 2021 began to significantly increase. Average sales prices for detached single-family homes have increased by over \$46,000 in the past two years, from \$266,387 in 2021 to \$312,553 in 2023. This equates to a 17 percent increase in two years.

The largest traditional three-story “walk-up” apartment development in the community, South Forks (containing 336 units and built in 2008) is essentially fully leased with increasing rents.

Cost Burdened Households and Increasing Affordability Gaps

Households that expend more than 30 percent of their income on housing are frequently described as “cost burdened.” As of 2021 the share of households which own and occupy their homes who are cost burdened has increased, to a still relatively low 15.6 percent. The share of cost burdened households which rent their housing units, however, has significantly increased, from 21.8 percent in 2000 to 42.7 percent in 2021.

Not surprisingly, Gillette experiences a deficit of rental housing inventory at very low prices. Using the 30-percent-of-income expended on housing standard, Gillette is estimated to contain approximately 499 renter households which can afford to pay no more than \$375 in monthly gross rent. The existing supply of rental units priced below this affordability threshold is estimated at 251 units, indicating a “gap” or deficit of approximately 248 rental units affordable to the lowest income bracket.

For other income and price brackets, there are not affordability gaps though some households could afford more higher priced housing than available so such households can potentially compete for the same value of housing units as households with lower incomes.

Forecast Housing Needs Attributable to Job Growth/Expansion of Economy and Comparison to Existing and Potential Future Supply of Existing Vacant Residential Lots

Table I-1 summarizes the relationship between forecast workforce housing needs and the existing and potential future supply of vacant residential lots and units.

TABLE I-1: Relationship Between Forecast Workforce Housing Needs and Existing Supply of Vacant Platted Lots and Potential Supply of Additional Lots and Units			
	Detached Single-Family Homes	Mobile or Manufactured Homes	Attached and Multi-Family Units
10-Year Workforce Housing Need	464 lots	126 lots	9 acres ¹
Vacant Platted Residential Land Supply ²	171 lots	66 lots	14.5 acres
Current Housing Supply Shortfall to Meet Future Needs	293 lots	60 lots	None
Additional Potential Single-Family and Apartment Units Based on Future Land Supply ³	1,200 Apartment Units 3,700 to 5,000 Single-Family Units		
¹ Assumes average density of eight units per acre for attached and multi-family housing types.			
² See Table III-10. Any zone district for detached single-family units is assigned to this column.			
³ Based on 1,293.1 acres of unfinished phases of existing subdivisions and areas in Campbell County adjoining city.			
Sources: City of Gillette; Gruen Gruen + Associates			

The forecast workforce housing needs of 663 units exceeds the total identified current inventory of platted improved lots and existing housing units for sale in Gillette. A total of 464 detached single-family units are projected to be needed, compared to an existing inventory of approximately 171 platted lots with single-family zoning, suggesting a potential shortfall of more than 290 single-family home lots in Gillette. Similarly, the projected need for mobile or manufactured homes is estimated at nearly 130 units over 10 years. With only 66 vacant lots zoned for mobile or manufactured homes, the potential shortfall is estimated at 60 units or lots.

The total projected need for attached housing or multi-family housing totals 74 units over 10 years. Assuming a low density averaging eight units per acre, this housing need would require only nine acres of land to accommodate. Vacant parcels or lots specifically with R-4 multi-family zoning include almost 15 acres.

A developer is reported to have under contract approximately 43 acres of land in the Legacy Ridge subdivision on which the developer proposes to build a multi-phase apartment complex of 1,200 apartment units.

Potential future phases of approximately 17 existing subdivisions ranging in area from about 11 acres to 147 acres for a total of nearly 876 acres of land are vacant with no dwelling units on them and currently unfinished (not improved with infrastructure). Two parcels of about 25 to 29 acres of land and one parcel of about 318 acres of land for a total of about 372 acres of land are located in Campbell County adjoining and potentially annexed into the city for development of housing uses. Assuming



a low density of three to four units per acre for the potentially developed unfinished land in existing subdivisions or potentially annexed county land would support approximately 3,700 to 5,000 single family detached and attached residential units.

Accordingly, Gillette does not have a land shortage per se but rather a shortage of finished or improved lots ready for housing units to be constructed. Gillette has a sufficient supply of land to accommodate forecast housing needs but will need the land to be improved with infrastructure and housing units.

Table I-2 summarizes the 10-year projection of total potential housing need in Gillette. Total potential housing need over the next 10 years is estimated at approximately 1,570 housing units. The estimates of potential need are not intended to suggest "effective demand" for nearly 1,600 new construction housing units in Gillette. Households with less than above average Area Median Income may be unable to afford new construction housing prices. Given the low available inventory, new housing development that would induce higher income existing residents to purchase new housing units - so as to free up comparatively lower-priced existing units - would be desirable.

TABLE I-2: Gillette Housing Need Projection

	Total 10-Year Projected Need # Units	Average Annual Need # Units	Share of Total Housing Need %
Workforce Housing	663	66	42.3
Older Adult Housing	610	61	38.9
Replacement Housing ¹	294	29	18.8
TOTAL	1,567	156	100.0
¹ Existing housing stock of 14,700 units (per city staff estimates) and 0.2 percent annual replacement need. Source: Gruen Gruen + Associates			

Workforce housing needs are estimated to total about 660 units, representing the largest source or 42 percent of the potential needs. Older adult housing needs are estimated at 610 units, representing 39 percent of total projected need. Potential housing replacement needs are estimated at about 290 units, or 19 percent of total projected need.

Real Estate Economics of Housing Development

Each of the prototypical housing development alternatives would require households to have more than 100 percent of Area Median Income to be able to afford them. A minimum required sales price of about \$627,500 is estimated for the larger-lot detached single-family prototype (a three-bedroom/two bath unit with 2,000 square feet of living area). The required sales price for the larger detached housing unit to be feasibly developed would be affordable to households with about 162 percent of Area Median Income.

The smaller-lot detached, single-family alternative (featuring a typical three-bedroom/two bath ranch home with 1,500 square feet of living area) is estimated to require a lower minimum sales price of nearly \$477,000. The smaller-lot single-family attached townhome unit prototype could be feasibly developed at a price affordable to households with 123 percent of Area Median Income.

A minimum entry-level sales price of about \$391,500 is estimated for the attached single-family townhouse alternative (a much smaller two-bedroom/two bath unit of 1,250 square feet). The smaller attached single-family townhome unit prototype could be developed at a price affordable to households with 117 percent of Area Median Income.

POTENTIAL ECONOMIC EFFECTS OF AN UNCOMPETITIVE HOUSING MARKET

A community without sufficient affordable housing choices for its residents may be at a competitive disadvantage in attracting and retaining beneficial economic development. Attracting and retaining an adequately sized, quality labor force requires a diverse and competitively priced housing stock. The supply and price of housing available affects the ability of firms to attract and retain labor (and how much it costs to employ that labor).

Without enough available affordable housing, workers, especially lower-waged workers, may have to share housing to reduce costs or seek housing further away which creates longer commutes and makes workers less productive as well as increases traffic congestion. Fewer workers able to live in a community makes it more difficult for local employers to hire and retain workers. If workers are forced to spend more of their incomes on housing, they spend less on other goods and services in the local economy. The reduction in demand means fewer retail, restaurant, service, recreation or other providers of goods and services will be supportable in the community. The resulting smaller base of services and amenities and the higher wage and salary requirements due to an insufficient supply of housing discourage business attraction and expansion because companies dependent upon talented and productive workers to be innovative and competitive consider quality of life and affordable housing factors in making site selection and facility decisions.

Housing influences the competitiveness and productivity of private sector businesses. Businesses evaluate the ability of a community to draw and retain labor necessary to compete in a knowledge-based economy. This is particularly true for firms that export their goods and services beyond the community or region.

The process of building new housing, in and of itself, also stimulates local economic activity, providing jobs and incomes along a wide skills spectrum. New housing development activity generates direct employment and income, but it also generates employment and income opportunities indirectly. These indirect effects of housing development activity occur as: (1) builders purchase materials, equipment, and services from other firms in the regional economy; and as (2) workers spend some of their earned income locally - on everything from retail goods and services to healthcare and their own housing. Affordable housing also reduces the propensity and incidence of foreclosure risks and the associated economic, social, and fiscal costs with foreclosures.



RECOMMENDED STRATEGIES

ENCOURAGE THE PRODUCTION OF MARKET-RATE HOUSING

Given the economic development benefits described above, encourage the production of market rate housing. When as is currently the case in Gillette that limited existing housing inventory is available for sale and relatively few improved lots are available for sale, some higher-income households will substitute toward housing units at the next quality or cost tier down, contributing to higher prices of housing units in that tier. Those households outbid for housing in that (second) tier will substitute toward housing at the next quality or cost tier down, outbidding lower income households which would otherwise have been able to afford housing in that (third) tier, and so on. This process contributes to higher prices at all rungs of the housing market.

Similarly, as new housing is built in the higher or highest cost tiers, some higher-income households will vacate homes in the second tier, which will free up housing units in the second tier for households that may have substituted to housing in the third tier, and so on.

In addition, the lack of a sufficient housing inventory results in existing homeowners seeking to sell their units not having as much motivation or incentive to invest in maintenance and repairs and quality improvements or to be as price competitive.

Accordingly, the construction of new homes would help to alleviate price and rent pressure in lower tiers in the ladder of the housing market. New homes at the top of the market will increase supply for middle-income households more than for moderate- and lower income households, but lower-income households also benefit from the increase in new housing supply. Mast (2019) provides evidence showing how these filtrations or move chains work in practice; his estimates suggest that for every 100 market-rate units built in a city, 45 to 70 vacancies will open in below-median-income neighborhoods.¹

Develop a Plan for Long-Term Financing of Capital Facilities/Infrastructure to Expand Public Infrastructure to Locations That Will Allow for the Creation of Developments Capable of Serving a Variety of Housing Needs

The total cost to develop and improve a typical single-family home lot is estimated to be over \$100,000 and tends to comprise about 17 percent of home prices. This cost estimate does not include potential additional “off-site” costs that may be associated with requirements to improve public roadways, or water, sewer, and electricity connections that can require high upfront capital costs and upgrading of infrastructure capable of serving lands of others, without being reimbursed unless and until those other landowners develop the lands.

In keeping with the strategic goal of encouraging economic development and diversification and avoiding further housing price escalation due to the housing shortage relative to demand, develop a plan to advance public infrastructure in locations in or near existing subdivisions such as Legacy Ridge

¹ [The Effect of New Market-Rate Housing Construction on the Low-Income Housing Market \(upjohn.org\)](https://upjohn.org/publications/the-effect-of-new-market-rate-housing-construction-on-the-low-income-housing-market/). The Effect of New Market-Rate Housing Construction on the Low-Income Housing Market (upjohn.org); Evan Mast W.E. Upjohn Institute for Employment Research, July 2019, pages 1 and 3.



near Buffalo Ridge Elementary School and Campbell County Recreation Center in the southern portion of the city and by Bell Nob Golf Course in the Westover neighborhood in the westside of the community.

For potential large-scale developments proactively investigate public finance options to fund one-time public infrastructure costs such as public roadway or water/ sewer improvements. The State of Wyoming “Business Ready Community Grant and Loan Program” is one option that provides incentives for public infrastructure projects typically up to a maximum of \$3 million.² For smaller-scale residential projects, consider allocating capital improvement budget funds toward assistance with public infrastructure requirements of these projects. In either case, the private development entity should demonstrate the financial need for such funding; that is, the funding would bridge the proposed development’s financial feasibility gap.

Identify if Any Property Owned by the City of Gillette Already or Readily Served by Adequate Public Infrastructure Can be Appropriately Used for Housing if Not Needed for Municipal Service Provision or Other Public Uses

Identify and earmark surplus publicly owned properties that are vacant or underutilized and either (a) use some of the proceeds from their disposition to bridge feasibility gaps for the development of additional housing or (b) consider contributing the sites for affordable or workforce housing development if they are appropriately located for residential use. For example, determine if any portions of the parcels totaling approximately 315 acres recently purchased by the city of Gillette located east of the Energy Capital Sports Complex and west of South Garner Lake Road would be appropriate to ground lease or sell for housing uses. If the determination is made that any city-owned property could be appropriately used for housing, create preliminary development plans, and formulate and implement developer/building solicitation programs to select developers/builders to implement the development plans.

IDENTIFY LOCATIONS AT WHICH TO INCREASE ALLOWABLE RESIDENTIAL DENSITIES PER ACRE TO PERMIT GREATER HOUSING DIVERSITY

Land and housing prices have increased because of the shortage of housing inventory and the recovery of the local economy. If demand for housing continues to exceed the supply of housing units, prices will continue to increase. The analysis of real estate economics indicates that permitting more housing lots or housing units per acre would improve the economics of constructing and marketing housing to builders and landowners while also improving housing affordability.

Reducing minimum lot sizes (increasing the allowable densities per acre) would help to bring the sales prices of new housing units necessary to cover the costs (including profit) of creating new housing units down (by approximately 24 percent for single-family units). Therefore, identify locations in which to increase the residential densities allowed under the zoning code to permit 5,000-square-foot lots compared to the current minimum size of 6,000 square feet.

Identify if other related policy actions are available that would permit more efficient use of on-site infrastructure and smaller lot sizes or otherwise reduce costs and increase the speed at which projects are permitted and can be built.

² [Business Ready Community Grant and Loan Program - Wyoming Business Council](https://businessready.wy.gov/).



SUPPORT EMPLOYER ASSISTED HOUSING PROGRAMS

Support existing employers including those in the manufacturing, educational, and healthcare sectors, adding jobs and new employers to provide employer-assisted housing by giving economic development or zoning incentives for those employers that do provide such assistance to encourage their retention and attraction. Examples of employer assistance for housing include (1) forgivable loans for down-payments or rental of housing units, and (2) committing to building developers/owners the rental of apartment units on behalf of employees, or (3) providing financing for housing developments.

Opportunities may exist for relatively larger local employers and educational and healthcare institutions to collaborate more closely with financial institutions and builders to reduce the risks and financing costs of new housing development and redevelopment of existing uses no longer in their highest and best use such as vacant motels near the Downtown.

In markets such as Gillette where employers are challenged to attract and retain critical staff and many homes may sell for cash or at high prices unaffordable to some workers, it would be worthwhile to investigate whether a coalition of public and private employers could jointly fund and operate a housing assistance program to promote homeownership, help to bring down upfront housing purchase costs, and aim to reduce staff turnover by incentivizing employee commitment and investment in the local community. Assistance programs typically provide one-time funds toward initial down payment or closing costs in the form of a forgivable loan (if the recipient stays with the employer for a specified duration of time, the loan is forgiven, etc.). The city of Greeley, Colorado in partnership with other local employers such as the Evans School District #6 and the Banner Medical Center, for example, operates a down payment assistance program coined “G-HOPE.” Basic parameters include initial assistance up to \$6,000 per employee if homes are purchased in a qualifying area, with 20 percent of the loan forgiven for each year of employment.³

INCREASE CREATION OF AND OCCUPANCY OF ACCESSORY DWELLING UNITS

Accessory Dwelling Units (“ADU’s”) are almost by definition affordable housing because they are small. Adding an ADU to an existing single-family lot or housing unit is a modest way to increase density. ADU’s can help accommodate an extended or multi-generational family and provide additional income for older-aged households or for a caregiver to be able to live on site (an older owner can also age in place by living in the ADU while renting out the main house).

Develop provisions to permit ADU’s. Promote and participate in ADU tours, hold informational workshops as necessary, and prepare a “lessons learned” guidebook to help homeowners and builders navigate the process of creating ADUs. To promote more affordable construction, consider whether any requirements related to design standards or off-street parking requirements would be appropriate to refine or relax and establish clear and consistent guidance related to utility hook-ups.

³ See “G-Hope” Program Guidelines: [https://greeleygov.com/docs/default-source/community-initiatives/ghope/gura-g-hope-guidelines-2019-\(1\).pdf](https://greeleygov.com/docs/default-source/community-initiatives/ghope/gura-g-hope-guidelines-2019-(1).pdf).



MAKE LOCAL INCENTIVES AVAILABLE TO DEVELOPERS OF AFFORDABLE OR WORKFORCE HOUSING AND PROACTIVELY ENGAGE IN PRELIMINARY PLANNING AND PRE-DEVELOPMENT ACTIVITIES

New market rate housing will not be built at prices affordable to extremely or very low-income households. Given an estimated 248 residents cannot afford rents of more than \$375 per month and that approximately 42 percent of renter households are cost-burdened, additional affordable housing developments are needed. Development incentives and local government participation are frequently required to make affordable housing projects financially feasible.

Some incentives can be provided in the form of non-monetary contributions, such as an expedited permit and entitlement process review. Financial incentives are usually required. Examples of “incentives” to consider bridging feasibility gaps for an affordable housing development include:

- Density bonuses that would allow for more housing/building space than may otherwise be acceptable or permitted;
- Waiver of permit or other fees;
- Dedication of public land;
- Completion of off-site public infrastructure improvements; or
- Local property tax abatements.

New affordable rental housing developments in Wyoming are typically assisted by Low Income Housing Tax Credits (LIHTC). This program helps raise the capital required for initial construction and permanent funding. Because the process to obtain Tax Credits is competitive, local contributions such as those outlined above will improve the potential for projects in Gillette to be selected to receive Tax Credits.

MANUFACTURED HOUSING

Additional manufactured housing could help to facilitate better alignment between the local workforce, wages, and needed housing⁴ in Gillette, given that manufactured or prefab housing can typically be created faster and at lower costs than custom homes (which comprise the bulk of existing housing). Explore whether additional manufactured housing could be created near new or planned industrial parks such as the Campbell County sponsored 160-acre Pronghorn Industrial Park east of the Gillette College Rodeo and AG Complex.

⁴ The Fruition Colorado development in Keenesburg, Colorado with more than 2,500 manufactured homes planned is a large-scale example of this type of workforce housing: <https://singlefamily.fanniema.com/media/28931/display>



ANTICIPATE THE NEED FOR A GREATER AMOUNT AND VARIETY OF “SENIOR HOUSING” SERVICES

Gillette has and may continue to experience an increase in the number and proportion of older aged households. Anticipate the following:

- An increase in requests for permits to remodel homes to facilitate older households aging in place. Features responsive to the needs of older households include for example single-floor living, doorways and hallways that can accommodate a wheelchair, zero-step entrances, lever style door and faucet handles, and electrical controls that can be reached from a wheelchair. To facilitate older households to age in place, an increase in healthcare support and life safety and security monitoring will be needed to help older adults live safely and comfortably in their homes;
- Condominium-type services for single-family developments. As single-family homeowners age, services more frequently available in multi-family condominium projects such as maintenance and repairs, yard care, snow removal, and related services will apply to single-family homeowners;
- An increase in multi-family developments with services geared to the needs of older-age households (the desire to avoid maintenance is one reason why many older households prefer condominiums); and
- The need for a continuum of facilities to serve older adults. An increase in the diversity and supply of housing choices - including active adult, independent living, assisted living and services - for the wide continuum of older age households will provide options for older adults who want to move from larger single-family homes. This would help to increase available housing supply for households with children or prime working-age households. For example, senior housing communities that include partnerships with health service providers to link health care and affordable housing can help lower-income, higher-risk or more frail seniors retain their independence by bundling healthcare access with affordable housing. Having onsite staff members provide health services and coordinate care can help seniors better manage their health and limit emergency hospital visits. Provision of on-site healthcare services will tend to require communities large enough to create some economies of scale in service provision.

CHAPTER II

DEMOGRAPHIC AND ECONOMIC CONDITIONS AFFECTING HOUSING NEEDS

INTRODUCTION

Chapter II reviews characteristics and trends related to population growth and household formation; population change; shifts in age distribution of the population, household growth by household size, tenure, family type, and age of householder; household income; and employment and labor force conditions and trends and the relationship between jobs and housing. The purpose of this review is to provide perspective for the forecast of future housing needs.

POPULATION AND HOUSEHOLDS

Table II-1 presents the change in the population and number of households and average household size in the city of Gillette as well as the town of Wright and unincorporated areas of Campbell County, and Campbell County from 2000 to 2021.

TABLE II-1: City of Gillette and Campbell County Population and Household Base (2000-2021)					
	CENSUS		ACS	21-Year Change	
	2000	2010	2021	#	AAGR ¹
City of Gillette					
Total Population	19,646	29,087	33,047	13,401	2.51%
Household Population	19,340	28,665	32,594	13,254	2.52%
Households	7,390	10,975	11,954	4,564	2.32%
Average Household Size	2.62	2.61	2.73		
Town of Wright and Unincorporated Areas					
Total Population	14,052	17,046	13,711	(341)	-0.12%
Household Population	14,037	17,046	13,589	(448)	-0.15%
Households	4,817	6,197	5,236	419	0.40%
Average Household Size	2.91	2.75	2.60		
CAMPBELL COUNTY					
Total Population	33,698	46,133	46,758	13,060	1.57%
Household Population	33,377	45,711	46,183	12,806	1.56%
Households	12,207	17,172	17,190	4,983	1.64%
Average Household Size	2.73	2.66	2.69		
¹ Average annual growth rate.					
Sources: U.S. Census Bureau; Gruen Gruen + Associates.					

The city of Gillette population increased at an average annual rate of 2.5 percent by 13,401, from 19,646 in 2000 to 33,047 in 2021. The number of households grew at a slightly lower rate, (2.32 percent compared to 2.51 percent), or 4,564, from 7,390 households in 2000 to 11,954 households in 2021.

Average household size increased from 2.62 to 2.73 persons per household. Gillette' population grew more slowly between 2010 and 2020 than in the prior decade. The average annual rate of population



growth in Gillette approximated 1.2 percent between 2010 and 2020 as compared to 4.0 percent for the 2000-2010 decade. The reason for the slower growth rate is that from 2015 through 2020 the population in Gillette declined by 2,032 before rebounding by 827 people to 33,047 in 2021. Consistent with the population decline, according to the Community Development Authority, Campbell County experienced net migration out of Campbell County in four out of five years from 2017 through 2021 totaling 2,586 people.⁵

Consistent with the decline in population and net out migration, as described below, while employment has fluctuated, from 2014 through 2020, Gillette experienced a loss of 1,446 jobs and a more than doubling of the unemployment rate to 7.4 percent.⁶

The total Campbell County population grew at a slower rate than the population increase of Gillette. The total County population grew at an average annual rate of 1.6 percent over 21 years. Campbell County's population increased by 13,060 to 46,758 in 2021. The number of total Campbell County households increased by 4,983 or 1.6 percent annually from 12,207 households in 2000 to 17,190 in 2021. The average household size declined from 2.73 persons per household in 2000 to 2.69 persons per household in 2021.

After experiencing an increase in population and households from 2010 to 2015, population and households within the town of Wright and unincorporated areas declined from 2015 to 2021 to be less than their levels in 2010.

POPULATION BY AGE

Table II-2 presents the proportion of city of Gillette population by age cohort for 2000 and 2021.

	2000 CENSUS		2021 ACS ¹	
	#	% of Total	#	% of Total
19 Years and Under	6,567	33.4	10,714	32.4
20 to 24 years	1,458	7.4	1,872	5.7
25 to 54 years ²	9,204	46.8	12,863	38.9
55 years and over	2,417	12.3	7,598	23.0
TOTAL	19,646	100.0	33,047	100.0
¹ 5-Year American Community Survey estimates.				
² Prime working age population.				
Sources: U.S. Census Bureau; Gruen Gruen + Associates.				

From 2000 to 2021, the share of Gillette's population in the prime working years of ages 25 to 54 declined by 7.9 percentage points. The share of population aged 55 years or older increased by 10.7 percentage points. The share of the population 19 years of age or younger declined by one percentage point, while the share of the population aged 20 to 24 years old declined by 1.7 percentage points.

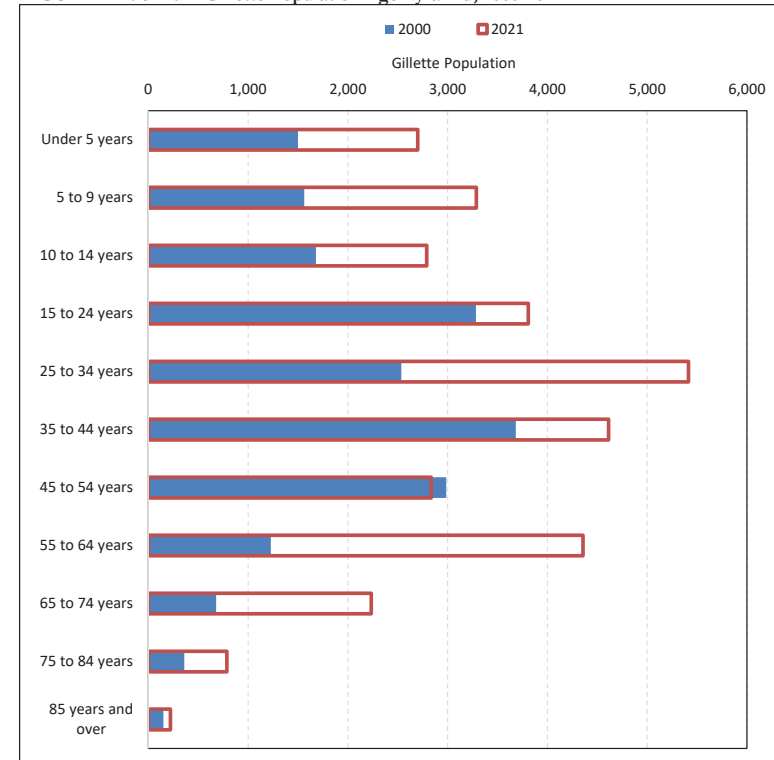
⁵ [City Profile \(wyomingcda.com\)](https://www.wyomingcda.com/City-Profile).

⁶ See Table III.7.21 Labor Force Statistics, page 19, of [City Profile \(wyomingcda.com\)](https://www.wyomingcda.com/City-Profile).



Figure II-1 compares the age distribution of Gillette's population in 2000 and 2021.

FIGURE II-1: Shift in Gillette Population Age Pyramid, 2000-2021



Over the 21-year period Gillette's population has skewed older. In 2000, Gillette's largest bulge of the population was in the 15-24 years and 35-44 years age categories. By 2021, the largest bulge age categories were in the 25-34 years, 35-44 years, and 55-64 years. The share of the population in the 24-year to 44-year age ranges would have been higher if not for the negative out migration from Campbell County of people in the 26-35-year age category (out migration of 872 from 2016 through 2021) and 36-45 age category (out migration of 1,055 people from 2016 through 2021).⁷

⁷ See Table III.7.3 Net-Migration by Age Range on page 6. [City Profile \(wyomingcda.com\)](https://www.wyomingcda.com/City-Profile).



Table II-3 presents an estimate of recent population changes by age cohort for the city of Gillette. The comparison between 2016 and 2021 of population estimates by GG+A, by five-year age cohort increments, allows for an approximation of net migration by age.

TABLE II-3: City of Gillette Net Population Change by Age Cohort			
	ACS Estimates ¹		5-Year Net Change ²
	2016 #	2021 #	
AGE:			
Under 5 years	2,851	2,700	2,700
5 to 9 years	2,819	3,288	437
10 to 14 years	2,467	2,790	(29)
15 to 19 years	2,210	1,936	(531)
20 to 24 years	2,242	1,872	(338)
25 to 29 years	2,819	2,432	190
30 to 34 years	2,915	2,983	164
35 to 39 years	2,018	2,604	(311)
40 to 44 years	2,338	2,009	(9)
45 to 49 years	1,858	1,230	(1,108)
50 to 54 years	1,858	1,605	(253)
55 to 59 years	2,370	2,419	561
60 to 64 years	1,153	1,937	(433)
65 to 69 years	801	1,554	401
70 to 74 years	416	681	(120)
75 to 79 years	352	479	63
80 to 84 years	352	307	(45)
85 years and over	160	221	(292)
TOTAL	32,001	33,047	1,046

¹ 5-Year American Community Survey estimates.

² To estimate the net population change by age, the 2021 population is compared to the 2016 population in each age cohort. For example, the population aged 30 to 34 years was reported at 2,983 persons in 2021. Five years prior, this bracket represented the age 25 to 29 cohort, which had an estimated population of 2,819 persons in 2016. Therefore, the "net change" was 164 persons over the five-year period.

Sources: U.S. Census Bureau; Gruen Gruen + Associates.

The Gillette population is estimated to have grown by approximately three percent or just over 1,000 residents between 2016 and 2021. Negative migration is likely to have occurred among the population of prime working-age adults (those between the ages of 25 and 54 years old) in Gillette during this period.

In 2016, for example, the population of adults between the ages of 30 and 49 was estimated to total approximately 9,100 residents. In 2021, the population of adults between the ages of 35 and 54 was estimated to include about 7,400 residents. Therefore, over the five-year period from 2016 through 2021, this population age cohort declined by approximately 1,700 residents. While some of the decline

could have been attributed to mortality, most of the net population change likely was the result of out-migration over the period.

HOUSEHOLD COMPOSITION

Table II-4 presents Gillette's household characteristics for family status, age of householder, and household size for 2000 and 2021.

TABLE II-4: City of Gillette Household Characteristics (2000-2021)				
	2000 CENSUS		2021 ACS ¹	
	#	% of Total	#	% of Total
Family Status				
Family Households w/ Children	3,048	41.2	4,653	38.9
Family Households no Children	2,069	28.0	3,648	30.5
Nonfamily Households	2,273	30.8	3,653	30.6
Age of Householder				
Householder 15 to 34 years	2,002	27.1	3,325	27.8
Householder 35 to 64 years	4,636	62.7	6,502	54.4
Householder 65 years and over	752	10.2	2,127	17.8
Household Size				
1-person household	1,771	24.0	2,908	24.3
2-person household	2,309	31.2	3,972	33.2
3-person household	1,350	18.3	2,072	17.3
4-or-more-person household	1,960	26.5	3,002	25.1
TOTAL HOUSEHOLDS	7,390	100.0	11,954	100.0
¹ 5-Year American Community Survey estimates.				
Sources: U.S. Census Bureau; Gruen Gruen + Associates.				

The proportion of non-family households has remained constant at about 31 percent in 2000 and 2021. The proportion of family households with children has declined by 2.3 percentage points while the number of family households without children living at home has increased by 2.5 percentage points.

The age of households has shifted upwards from 2000 to 2021. The share of households including a member 65 years or older has increased from 10.2 percent to 17.8 percent to over 2,100 households. The share of households headed by a member 35 to 64 years of age has declined by 8.3 percentage points but increased by absolute number of households to 6,502. The share of households headed by a member 15 to 34 years of age has remained constant at about 28 percent but increased by absolute number of households to 3,325.

The proportion of households by household size has maintained a constant distribution over the 21-year period. Small size households of one and two people comprise about 55 percent of households. Larger size households of three and four people or more comprise about 45 percent of households.



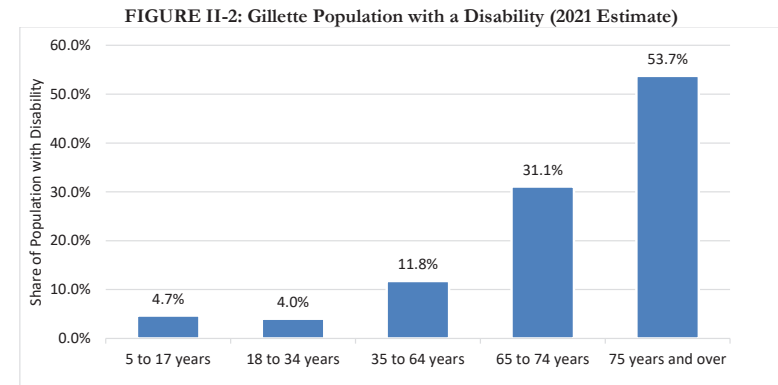
Table II-5 presents the share of households by number of workers in the household.

TABLE II-5: Households by Number of Workers in Households in Gillette			
	2010	2015	2021
	% of Households	% of Households	% of Households
No Workers	11.3	13.5	18.9
1 Worker	37.3	43.3	40.5
2 Worker	44.1	36.7	35.6
3 or More Workers	7.2	6.6	5.1
Total	100.0	100.0	100.0
Sources: U.S. Census Bureau; Gruen Gruen + Associates.			

The share of households with no workers in the household has shifted upward from about 11 percent in 2010 to nearly 19 percent by 2021. Similarly, one-worker households have shifted upward slightly from about 37 percent to 41 percent. Conversely, households with two workers or more has shifted downward from about 51 percent in 2010 to about 41 percent in 2021.

DISABILITY CHARACTERISTICS

According to 2021 American Community Survey estimates, approximately 10 percent of the non-institutionalized population in Gillette has one or more disabilities. Figure II-2 summarizes the age composition of Gillette residents with a disability.



The elderly population is disproportionately affected by disabilities. About 38 percent of all residents 65 years of age and older are estimated to have a disability. Approximately 12 percent of adults between the ages of 35 and 64 are estimated to have a disability. Less than five percent of residents under the age of 35 are estimated to have a disability. Ambulatory difficulties represent the most prevalent disabilities among all age cohorts of the resident population.



HOUSEHOLD INCOMES

Table II-6 shows on an inflation-adjusted basis, the income distribution of households in the city of Gillette has shifted downward over the 22-year period.

	1999		2021		Shift
	#	%	#	%	Pct. Points
Less than \$15,000	414	5.6	907	7.6	2.0
\$15,000 to \$24,999	276	3.7	1,138	9.5	5.8
\$25,000 to \$34,999	300	4.0	1,024	8.6	4.5
\$35,000 to \$49,999	622	8.4	1,706	14.3	5.9
\$50,000 to \$74,999	997	13.4	2,074	17.4	4.0
\$75,000 to \$99,999	979	13.2	1,740	14.6	1.4
\$100,000 to \$149,999	1,699	22.8	2,127	17.8	(5.0)
\$150,000 or more	2,155	29.0	1,237	10.3	(18.6)
TOTAL	7,441	100.0	11,954	100.0	
Median income (2022 dollars)	\$103,230		\$91,595		
¹ Income brackets adjusted for inflation to 2022 dollars based on the Wyoming Cost of Living Index.					
Sources: U.S. Census Bureau; Wyoming Economic Analysis Division; Gruen Gruen + Associates.					

The proportion of households below \$100,000 has increased in all income categories over the 21-year period. The share of households with incomes of \$100,000 or higher decreased 23.6 percentage points to 28.1 percent of total households. The share of households with incomes less than \$100,000 increased by 23.6 percentage points to 72 percent of total households. The median household income declined about 11.2 percent from \$103,230 in 1999 to \$91,595 in 2021 (in 2022 dollars).

EMPLOYMENT BASE

Table II-7 summarizes for Campbell County the change in total employment by industry sector from 2010 through 2021.

Industry Sector	Employment ¹			11-Year Change	
	2010	2015	2021	# Jobs	%
Agriculture, Forestry, Fishing & Hunting	120	ND	ND	-	-
Mining, Quarrying, & Oil & Gas Extraction	8,978	8,884	5,532	(3,446)	(38.4)
Construction & Utilities	4,561	3,573	2,793	(1,768)	(38.8)
Manufacturing	588	733	607	19	3.2
Wholesale Trade	1,697	1,915	1,339	(358)	(21.1)
Retail Trade	3,066	3,344	3,263	197	6.4
Transportation & Warehousing	1,491	1,563	1,396	(95)	(6.4)
Information	240	237	280	40	16.7
Finance & Insurance	752	749	994	242	32.2
Real Estate & Rental & Leasing	1,500	1,700	1,748	248	16.5
Professional & Technical Services	1,249	1,148	1,071	(178)	(14.3)
Management of Companies & Enterprises	265	295	118	(147)	(55.5)
Administrative & Waste Services	1,051	1,091	1,108	57	5.4
Educational Services (Private)	161	211	242	81	50.3
Health Care & Social Assistance	1,293	1,357	1,469	176	13.6
Arts, Entertainment, & Recreation	293	ND	ND	-	-
Accommodation & Food Services	2,076	2,432	2,353	277	13.3
Other Services	1,583	1,492	1,457	(126)	(8.0)
Federal Government	379	347	347	(32)	(8.4)
State Government	189	182	190	1	0.5
Local Government	4,019	4,803	4,238	219	5.4
TOTAL ²	36,344	37,496	32,069	(4,275)	(11.8)
¹ Average employment for the fourth quarter of each year. Total employment includes wage and salary employment and proprietors' employment.					
² Total includes a small amount of employment in unclassified categories.					
Sources: U.S. Bureau of Economic Analysis, Quarterly Census of Employment and Wages (QCEW); Gruen Gruen + Associates.					

Total employment increased by 1,152 jobs from 36,344 jobs in 2010 to 37,496 jobs in 2015. Gains in employment in manufacturing, wholesale trade, retail trade, transportation and wholesaling, real estate, management and administrative sectors as well as education, healthcare, and local government sectors offset losses in the mining, construction, professional and technical and other services.



From 2015 to 2021 total employment in Campbell County decreased by 5,427 jobs. A decline of 3,352 jobs in the mining sector accounts for 76 percent of the net decline in employment. Examples of coal mine closures resulting in loss of jobs include Eagle Butte and Belle Ayr closures in 2019 (loss of 600 jobs)⁸ A decline of 780 jobs in the construction sector accounts for nearly 18 percent of the net decline in employment. Declines in wholesale trade, professional and technical services, and management of companies also contributed to the net job loss.

More recently, according to just released data from the Wyoming Department of Workforce Services, from the fourth quarter 2021 to the fourth quarter 2022, employment increased by 1,045 jobs in Campbell County. The mining sector, including the oil and gas industry, experienced a gain of more than 550 jobs. Other sectors which registered employment gains include wholesale trade, professional and business services, construction, other services, and the government sector.⁹

⁸ [600+ out of work after Campbell County coal mines close doors | News | newscenter1.tv](#)
⁹ [Wyoming Employment and Payroll: Strong Job Growth in the Mining Sector in Fourth Quarter 2022 – Wyoming Department of Workforce Services](#)



Table II-8 summarizes for the city of Gillette the change in employment by industry sector from 2010 through 2020 (the most recent year available).

Industry Sector	Employment ¹			10-Year Change	
	2010	2015	2020	# Jobs	%
Agriculture, Forestry, Fishing & Hunting	16	21	14	-	-
Mining, Quarrying, & Oil & Gas Extraction	3,174	3,285	1,450	(1,724)	(54.3)
Construction & Utilities	1,661	1,260	1,001	(660)	(39.7)
Manufacturing	497	457	393	(104)	(20.9)
Wholesale Trade	872	996	967	95	10.9
Retail Trade	1,945	2,060	1,963	18	0.9
Transportation & Warehousing	572	666	456	(116)	(20.3)
Information	271	174	241	(30)	(11.1)
Finance & Insurance	383	407	412	29	7.6
Real Estate & Rental & Leasing	191	263	219	28	14.7
Professional & Technical Services	739	608	517	(222)	(30.0)
Management of Companies & Enterprises	337	439	39	(298)	(88.4)
Administrative & Waste Services	640	615	655	15	2.3
Educational Services	1,794	2,024	1,899	105	5.9
Health Care & Social Assistance	1,934	2,316	2,316	382	19.8
Arts, Entertainment, & Recreation	89	118	131	-	-
Accommodation & Food Services	1,779	2,283	1,936	157	8.8
Other Services	747	701	738	(9)	(1.2)
Public Administration	1,483	1,613	1,379	(104)	(7.0)
TOTAL ²	19,124	20,306	16,726	(2,398)	(12.5)

¹ Average employment for the fourth quarter of each year. Employment covers unemployment insurance (UI)-covered employment which typically includes private-sector employment and state and local government.
² Total includes a small amount of employment in unclassified categories.

Sources: U.S. Census Bureau *OntheMap*; Gruen Gruen + Associates.

The five largest sectors – healthcare, retail trade, accommodation and services, educational services, and mining- made up 57 percent of total employment in 2020.

Total employment increased by nearly 1,200 jobs from 19,124 jobs in 2010 to 20,306 jobs in 2015. Gains in employment in mining, information, finance, insurance, and real estate, management of companies, education, healthcare, arts and entertainment, accommodation and food services, and government offset losses in the construction, professional and technical and other services.



From 2015 to 2020 total employment in Gillette decreased by 3,580 jobs. Declines in mining employment account for about half of the net job losses. Losses in employment in construction and transportation and warehousing as well as declines in employment in management of companies and accommodation and food services primarily contributed to the decline in employment from 2015 to 2020.

Table II-9 presents average weekly wage data by industry sector for Campbell County, from 2010 to 2021. This data is not available at the city level for Gillette.

Industry Sector	Average Weekly Wage ¹			11-Year Change	
	2010	2015	2021	Avg. Wage	%
Agriculture, Forestry, Fishing & Hunting	\$776	ND	\$1,681	\$905	116.6
Mining, Quarrying, & Oil & Gas Extraction	\$1,497	\$1,722	\$1,822	\$325	21.7
Construction	\$1,311	\$1,206	\$1,396	\$85	6.5
Manufacturing	\$1,313	\$1,349	\$1,451	\$138	10.5
Wholesale Trade	\$1,431	\$1,585	\$1,731	\$300	21.0
Retail Trade	\$600	\$604	\$663	\$63	10.5
Transportation & Warehousing	\$907	\$994	\$1,289	\$382	42.1
Information	\$754	\$821	\$1,227	\$473	62.7
Finance & Insurance	\$1,053	\$1,233	\$1,674	\$621	59.0
Real Estate & Rental & Leasing	\$943	\$790	\$867	(\$76)	(8.1)
Professional & Technical Services	\$1,562	\$1,155	\$1,231	(\$331)	(21.2)
Management of Companies & Enterprises	\$1,789	ND	\$1,846	N/A	N/A
Administrative & Waste Services	\$579	\$705	\$841	\$262	45.3
Educational Services (Private)	\$314	\$544	\$975	\$661	210.5
Health Care & Social Assistance	\$1,092	\$982	\$934	(\$158)	(14.5)
Arts, Entertainment, & Recreation	\$215	\$268	\$336	\$121	56.3
Accommodation & Food Services	\$297	\$333	\$406	\$109	36.7
Other Services	\$1,034	\$895	\$1,170	\$136	13.2
Federal Government	\$1,322	\$1,219	\$1,565	\$243	18.4
State Government	\$969	\$1,057	\$1,016	\$47	4.9
Local Government	\$959	\$991	\$1,118	\$159	16.6
TOTAL	\$1,140	\$1,163	\$1,228	\$88	7.7

¹ Average wages for the fourth quarter of each year. Wages are not adjusted for inflation.

Sources: Wyoming Department of Workforce Services, Quarterly Census of Employment and Wages (QCEW); Gruen Gruen + Associates.

Not factoring in inflation, average wages have increased very modestly by \$88 per week from \$1,140 in 2010 to \$1,228 in 2021. (If inflation was factored in, in real average wages would have declined).

Wages in the professional and technical services, healthcare, and real estate sectors experienced wage declines. Relatively low wages make affording new construction market rate housing challenging.

JOBS-HOUSING RELATIONSHIP

The relationship between the number of jobs and the amount of housing available indicates how well an area provides jobs that enable a high proportion of the resident labor force to work near their place of residence and enjoy a relatively short commute. A jobs-to-housing ratio is a generalized but useful indicator of housing demand pressures within a given area. Regions or communities with high ratios of jobs to available housing units are most often those that experience high increases in housing costs over time. While jobs to housing relationships will vary given differences among communities in labor force, social, and economic characteristics; transportation linkages, geographical constraints, and land use regulatory conditions, the generally accepted ratio for a balanced relationship between jobs and housing tends to fall within 1.3-to-1.7-jobs- per-housing unit.¹⁰ Areas with significantly higher jobs-to-housing ratios typically do not have an adequate amount of housing supply to meet the needs of the local workforce.

Table II-10 summarizes the jobs-to-housing ratio for Gillette from 2010 to 2020. The estimated jobs-housing unit ratio in Gillette in 2020 of 1.12 jobs per housing unit indicates a high share of housing relative to jobs. Historical estimates of local wage and salary employment and the housing stock indicate that the jobs-housing ratio was higher at 1.37 in 2010.

	2010	2020	Change 2010-2020	
	#	#	#	%
Total Employment	19,124	16,726	(2,398)	(12.5)
Total Housing Units	13,939	14,884	945	6.8
Jobs-Housing Ratio	1.37	1.12	(0.25)	(18.1)

Sources: U.S. Census Bureau *OntheMap*; Gruen Gruen + Associates.

As shown in Table II-10, the decline in the jobs-housing ratio is explained by a decrease in jobs over nearly 2,400 or 12.5 percent of the employment base from 2010 to 2020, while the number of housing units increased by 945 or nearly seven percent.

¹⁰ See, for example, "Jobs-Housing Balances and Regional Mobility", Robert Cervero, Institute of Urban and Regional Development University of California at Berkeley, APA Journal, spring 1989, pp.136-150. The August 2008 Urban Land "Mixing It Up" article indicates the ideal jobs-housing ratio is generally between 1.2 and 1.4 jobs per housing unit and that sites or communities with an integrated set of land uses minimize traffic generation and increase "capture internal rates" for services, retail, restaurants and other uses. ("Mixing It Up," Urban Land, Walters, Jerry, Ewing, Reid. August 2008, p. 126).



LABOR FORCE CHARACTERISTICS

Table II-11 shows the change in the composition of the Gillette labor force from 2010 to 2021.

TABLE II-11: Shift in Workforce by Occupation (City of Gillette, 2000-2021)			
Occupation	Workforce ¹		Shift
	2000	2021	Pct. Points
Management, professional, and related	25.0%	29.9%	5.0
Service occupations	14.7%	14.5%	(0.3)
Sales and office occupations	22.3%	17.9%	(4.4)
Farming, fishing, and forestry occupations	0.4%	0.0%	(0.4)
Construction, extraction, and maintenance	22.3%	19.6%	(2.7)
Production, transportation, and material moving	15.3%	18.2%	2.9
TOTAL	100.0%	100.0%	0.00
¹ Percent of the employed civilian population (age 16 and older). Estimates for 2000 exclude small share of “farming, fishing and forestry” occupations, representing less than one-half of one percent of workers.			
Sources: U.S. Census Bureau; Gruen Gruen + Associates.			

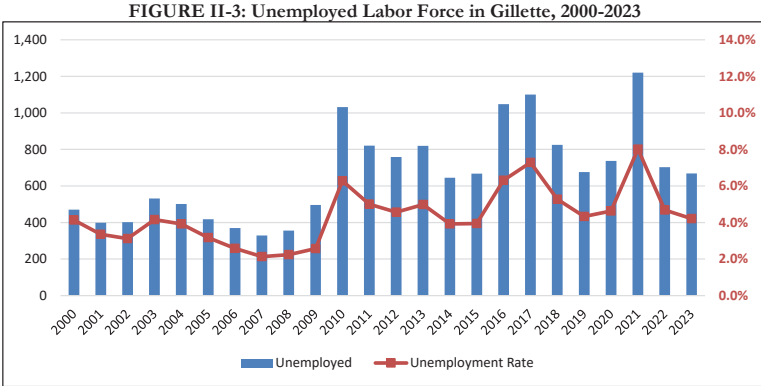
Growth in Gillette’s resident labor force has primarily been in management, professional, and related occupations. The resident labor force engaged in these occupations typically requiring higher educational attainment and associated with higher paying jobs has increased by five percentage points, from about 25 percent of the labor force in 2000 to nearly 30 percent by 2021. Residents engaged in production, transportation, and material moving occupations have also increased by nearly three percentage points to 18.2 percent in 2021. Service occupations slightly declined as a proportion of the total labor force, from 14.7 percent in 2000 to 14.5 percent in 2021. Sales and office occupations have declined by 4.4 percentage points to just under 18 percent. Construction, extraction, and maintenance occupations (primarily mining and oil and gas related) have experienced a nearly three percent decline in the resident labor force over the 2000 to 2021 period.

COMMUTATION PATTERNS

Consistent with its low jobs-housing ratio, Gillette does not import a significant share of labor. According to data from the U.S. Census Bureau’s Center for Economic Studies, the resident labor force (workers living in Gillette) represents about 58 percent all workers employed in Gillette. An additional 20 percent of workers employed in Gillette live elsewhere in Campbell County.

Similarly, almost 80 percent of the resident labor force is employed in the city or somewhere in Campbell County. Current patterns for the labor shed and commute shed indicate a highly concentrated housing market area (for workforce housing).

Figure II-3 summarizes resident labor force unemployment patterns in Gillette since 2000.



The number of unemployed (669) is far less than the number of available job openings (1,381) reported below for the city of Gillette. The unemployment rate peaked at 7.3 percent in 2017, decreased to four percent in 2019 before increasing to 8.0 percent in 2021. The unemployment rate in 2022 returned to over four percent, approximately where it stands currently.



Table II-12 shows current job openings by occupation in Gillette.

TABLE II-12: Summary of Gillette Job Openings (June 2023)		
	Job Postings ¹	
	#	% of Total
Healthcare Practitioners and Technical Occupations	146	10.6
Management Occupations	120	8.7
Transportation and Material Moving Occupations	92	6.7
Installation, Maintenance, and Repair Occupations	87	6.3
Sales and Related Occupations	82	5.9
Food Preparation and Serving Related Occupations	78	5.6
Office and Administrative Support Occupations	66	4.8
Construction and Extraction Occupations	54	3.9
Architecture and Engineering Occupations	46	3.3
Business and Financial Operations Occupations	44	3.2
Educational Instruction Occupations	35	2.5
Production Operations	35	2.5
Computer and Mathematical Occupations	29	2.1
All Others	467	33.8
Total	1,381	100.0
¹ As of June 9, 2023. Includes active postings from any time period for city of Gillette.		
Sources: Wyoming State Labor Dept., https://www.wyomingatwork.com ; Gruen Gruen + Associates.		

Healthcare occupations have the largest number of job openings at 146 or nearly 11 percent of total job openings. Management occupations have the second largest number of reported openings at 120 or nearly nine percent of total job openings.

Several sectors which have experienced job declines have significant openings including transportation related (92 job openings), food service related (78 job openings) and construction and extraction occupations (54 job openings). Note the number of job openings are close to the number of total jobs decline from 2010 to 2020 in Gillette.

The approximately 1,400 job openings available in Gillette exceed the number of unemployed residents in the labor force for the entire County indicating that those openings would need to be filled by non-residents which would put demand pressure on the housing market.

Non-retail employers with high levels of job postings (at least 10) in the Gillette area include:

- Campbell County Health;
- CDM Smith, Inc.;
- Campbell County School District;
- Gillette Community College District;
- Ryder System, Inc.;
- Campbell County Government;
- Legacy & Living Rehab Center;
- Peabody Energy Corporation; and
- Interstate Companies Inc.



CHAPTER III

HOUSING SUPPLY CHARACTERISTICS AND MARKET CONDITIONS

INTRODUCTION

Another factor that influences housing growth and needs is the supply of housing. A key question is whether enough housing units are and will be available at prices that make them affordable to households seeking dwellings. Chapter III reviews the city of Gillette's existing housing supply including historical changes in inventory and unit type and identifies the potential supply of new housing in the city. Market conditions for both rental and for-sale housing are also presented.

HOUSING STOCK FOR GILLETTE AND CAMPBELL COUNTY

Table III-1 identifies the housing unit inventory, including occupancy status for 2000, 2010, and 2021 in Gillette, Campbell County, and towns and unincorporated areas within Campbell County.

TABLE III-1: City of Gillette and Campbell County Housing Inventory (2000-2021)					
	CENSUS		ACS	21-Year Change	
	2000	2010	2021	#	AAGR ¹
City of Gillette					
Total Housing Units	7,982	12,153	13,967	5,985	2.70%
Occupied Housing Units	7,390	10,975	11,954	4,564	2.32%
Vacant Housing Units ²	592	1,178	2,013	1,421	6.00%
Vacancy Rate	7.4%	9.7%	14.4%		
Other Towns and Unincorporated Areas					
Total Housing Units	5,306	6,802	5,884	578	0.49%
Occupied Housing Units	4,817	6,197	5,236	419	0.40%
Vacant Housing Units ²	489	605	648	159	1.35%
Vacancy Rate	9.2%	8.9%	11.0%		
CAMPBELL COUNTY					
Total Housing Units	13,288	18,955	19,851	6,563	1.93%
Occupied Housing Units	12,207	17,172	17,190	4,983	1.64%
Vacant Housing Units ²	1,081	1,783	2,661	1,580	4.38%
Vacancy Rate	8.1%	9.4%	13.4%		
¹ Average annual growth rate.					
² Vacant units include those occupied for seasonal, recreational, or occasional use.					
Sources: U.S. Census Bureau; Gruen Gruen + Associates.					

From 2000 to 2021, the total number of housing units in Gillette increased by nearly 6,000 units, from 7,982 units in 2000 to 13,967 units in 2021.¹¹ This increase equates to an average annual growth rate of 2.7 percent. Approximately 71 percent of the increase of 4,171 housing units occurred from 2000 to 2010.

The vacancy rate of housing units increased from 7.4 percent in 2010 to 9.7 percent in 2010 to 14.4 percent in 2021. The number of vacant housing units of 2,013 constitutes an increase of 1,421 units. This equates to an average annual growth rate of six percent and represents nearly 24 percent of the units added to Gillette's housing inventory. The interviews did not corroborate such high rates of vacancy though several did mention examples of households that spend winter months like "snow birds" which could explain some of the reported vacancy rates.

The growth of Gillette's inventory accounts for about 91 percent of the increase in the housing stock of Campbell County. The number of units in Campbell County increased by nearly 6,600 or an average annual increase of 1.93 percent. The number of vacant housing units in Campbell County increased by 1,580 units. This equates to an average increase of 4.38 percent per year and represents about 24 percent of the increased number of housing units. The vacancy rate of Campbell County housing inventory increased from 8.1 percent in 2000 to 13.4 percent in 2021. Under Census Bureau definitions and sampling methods, note that "vacant" units can include units that are not available for rent or purchase, units occupied on a part-time or seasonal basis, and so forth. The interviews and secondary real estate data obtained and reviewed below do not indicate such a permanently high and persistent vacancy rate.

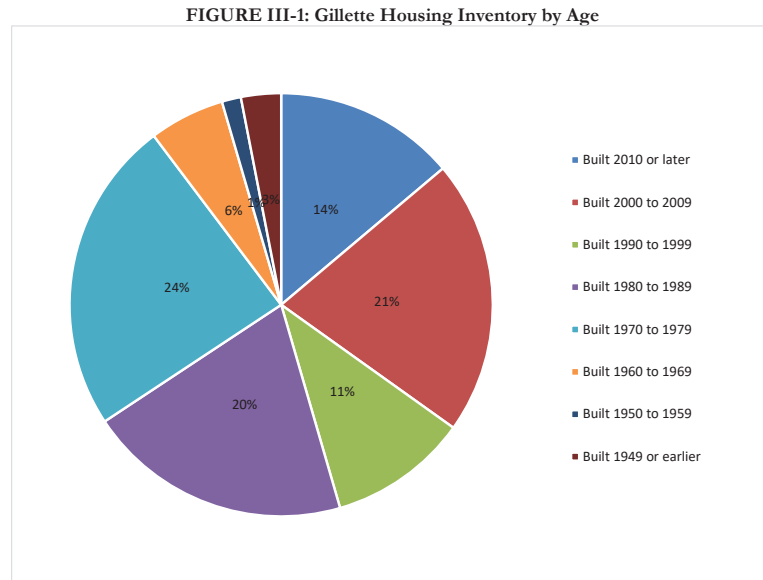
Housing inventory grew at a lower rate and a smaller number of units in the towns and unincorporated areas of Wright, Antelope Valley-Crestview, Sleepy Hollow, and other areas to nearly 6,000 units. The vacancy rate in the towns and unincorporated areas was 11 percent in 2021, up from 8.9 percent in 2010.

¹¹ City staff estimate that the current total housing inventory is closer to 14,700 units.



AGE OF HOUSING STOCK

Figure III-1 summarizes the age of the existing housing stock according to the 2021 American Community Survey estimates.



About 24 percent of Gillette's housing stock was built in the 1970s. Another 20 percent of the housing stock was built in the 1980s. About 21 percent of the housing stock was built in the first decade of 2000s, while nearly 14 percent of the housing stock has been added since 2009. Only about 10 percent of the housing stock was built prior to 1970.

HOUSING INVENTORY BY TYPE AND TENURE

Table III-2 summarizes the occupied housing inventory by type and tenure (owner or renter) for the city of Gillette.

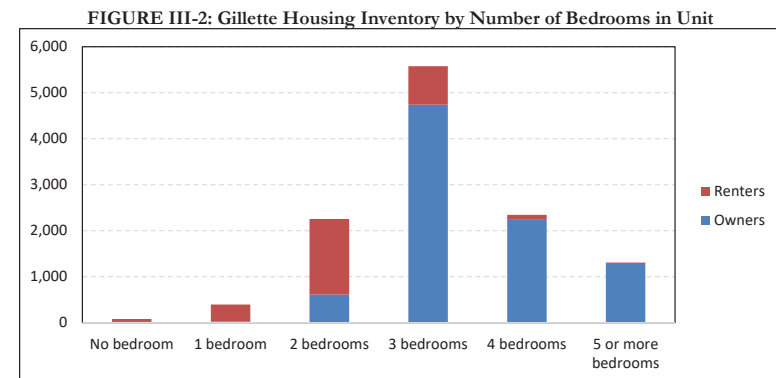
TABLE III-2: City of Gillette Occupied Housing Inventory by Type and Tenure (2021 ACS)

	Owners		Renters		TOTAL	
	#	%	#	%	#	%
Detached or Attached Single-Family	7,264	60.8	649	5.4	7,913	66.2
Multi-Family (2-4 Units)	118	1.0	573	4.8	691	5.8
Multi-family (5-19 Units)	0	0.0	639	5.3	639	5.3
Multi-Family (20+ Units)	0	0.0	816	6.8	816	6.8
Mobile Home/Other	1,560	13.1	335	2.8	1,895	15.9
Total	8,942	74.8	3,012	25.2	11,954	100.0

Sources: U.S. Census Bureau; Gruen Gruen + Associates.

A high share at nearly 75 percent of housing units in Gillette are owner-occupied and about 25 percent of housing units are renter-occupied. Single-family housing units (both detached and attached) comprise 66 percent of the total housing units. Nearly 18 percent of housing units are multi-family including 816 units or nearly seven percent of the total housing units in buildings containing 20 or more units. Mobile homes comprise nearly 1,900 units or nearly 16 percent of the total inventory.

Figure III-2 shows the Gillette housing inventory by number of bedrooms.



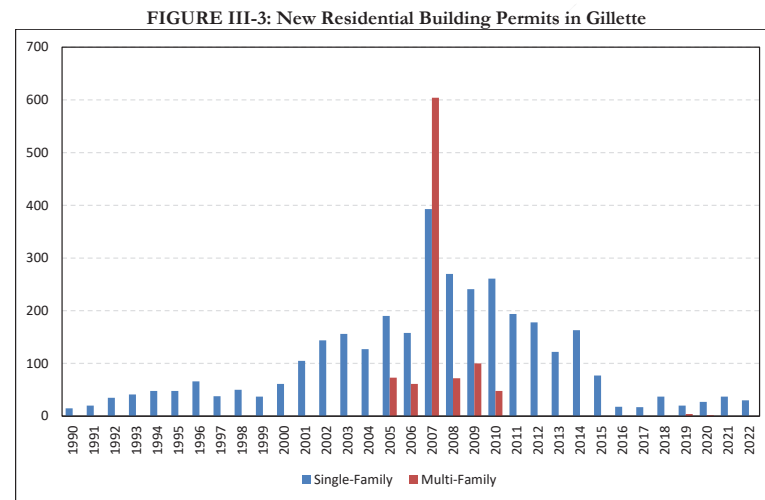
Sources: U.S. Census Bureau; Gruen Gruen + Associates.



Most (4,740 or 53 percent) owner-occupied housing units consist of three bedrooms. Twenty-five (25) percent or 2,252 owner-occupied housing units consist of four bedrooms. Twice as many owner-occupied units consist of five bedrooms (1,298 or 14.5 percent of the total owner-occupied housing inventory) than consist of two bedrooms (609 or 6.8 percent of the total owner-occupied inventory). Only 43 owner-occupied housing units consist of one or no bedrooms ("studio" units). Most of the rental housing inventory consists of two bedrooms (two bedrooms make up 1,645 or 54 percent of the rental housing inventory). Only 102 units (or 3.3 percent of the rental housing inventory) consist of four or five or more bedrooms. Nearly 28 percent (835 housing units) of the rental housing inventory consists of three-bedroom units. Studio and one-bedroom rental housing units totaling 430 comprise 14 percent of the rental housing inventory.

HOUSING CONSTRUCTION ACTIVITY

Figure III-3 summarizes annual residential building permits for Gillette from 1990 through 2022 according to U.S. Census Bureau estimates. Note that manufactured homes are excluded.



An average of 104 new single-family units (either detached or attached) have been permitted annually in the city of Gillette since 1990. Single-family housing development activity peaked in 2007 when nearly 400 new units were permitted. Fewer than 40 new single-family housing units have been permitted in each of the last seven years, according to U.S. Census Bureau data. Between 2005 and 2010, a total of 958 new multi-family housing units were permitted in Gillette, representing the only period during which multi-family development activity has occurred since 1990.

Table III-3 below summarizes the composition of new residential permits since 2014, by type of unit, according to permit data provided by the city of Gillette.

	Detached Single-Family # Units	Attached Single-Family # Units	Manufactured Homes # Units	Total # Units
2014	133	37	13	183
2015	80	4	14	98
2016	7	12	3	22
2017	15	2	7	24
2018	33	6	7	46
2019	20	4	9	33
2020	27	2	8	37
2021	36	1	5	42
2022	29	0	1	30
2023 ¹	19	0	0	19
Total	399	68	67	534

¹ Year to date through May 2023.

Source: city of Gillette

From 2014 through May 2023 a total of 534 building permits were issued with 399 building permits issued for detached single-family housing units, 68 building permits issued for attached single-family townhouse or duplex units, and 67 building permits issued for manufactured homes. Note that over one-half of the total building permits were issued in 2014 and 2015 prior to the economic downturn in Gillette. From 2016 when permit issuance declined to the low of 22, through 2022, annual building permits issuance has averaged only 33.



FOR-SALE HOUSING MARKET CONDITIONS

Drawn from data provided by Re/Max Professionals from the NEWRA Multiple Listing Service, Table III-4 summarizes for-sale single-family housing trends including the number of annual sales and average and median home sales prices from 2014 to 2023 year-to-date.

Year	Number of Sales #	Average Days on Market #	Sales Price as Percent of List Price %	Average Unit Size ¹ # Sq. Ft.	Median Sales Price \$	Average Sales Price \$
2013	336	136	98.0	2,430	223,500	228,789
2014	405	134	99.0	2,486	235,000	243,994
2015	445	11	99.0	2,424	243,000	251,406
2016	262	137	97.0	2,503	229,900	236,756
2017	328	123	97.9	2,408	217,500	221,555
2018	382	106	98.7	2,470	225,000	234,193
2019	498	91	98.3	2,376	225,750	242,329
2020	685	87	98.6	2,343	229,900	243,297
2021	793	80	98.5	2,350	244,900	266,387
2022	592	60	99.4	2,300	270,000	295,038
2023 YTD	197	67	99.2	2,319	289,000	312,553

¹Average size reflects unfinished/finished basement space plus above grade living space square footage.

Sources: Re/Max Professionals; NEWRA MLS.

The volume of sales activity surged starting in 2019, peaking at 793 housing units in 2021. Days on the market has declined to a low of 60 in 2022 compared to 136 days in 2013, 134 days in 2014, and a high of 137 days in 2015. Sales prices, as a percentage of list prices, have generally been high throughout the period but in the last two years have peaked at over 99 percent of list price.

From 2013 through 2019 average sales prices fluctuated averaging less than \$244,000 for every year other than 2015 which had a peak high average value of \$251,406 and the lowest average value of \$221,555 in 2018. Since 2020, average sales prices have increased every year. Average sales prices have increased by over 28 percent from \$243,297 in 2021 to \$312,553 in 2023.

Drawn from data provided by Re/Max Professionals from the NEWRA Multiple Listing Service, Table III-5 summarizes for-sale attached single-family/condominium/duplex, housing trends including the number of annual sales and average and median home sales prices from 2014 to 2023 year-to-date.

Year	Number of Sales #	Average Days on Market #	Sales Price as Percent of List Price %	Average Unit Size ¹ # Sq. Ft.	Median Sales Price \$	Average Sales Price \$
2013	63	130	97.4	1,496	139,000	138,803
2014	94	124	98.7	1,496	157,950	153,184
2015	115	118	98.9	1,590	165,000	166,051
2016	54	134	97.7	1,510	153,000	152,975
2017	70	151	96.9	1,527	142,250	138,076
2018	90	107	99.6	1,581	147,150	143,199
2019	103	105	97.7	1,540	150,000	146,375
2020	150	90	98.2	1,571	154,900	154,721
2021	156	88	98.8	1,632	169,900	172,710
2022	134	52	98.6	1,536	176,750	183,538
2023 YTD	42	46	100.6	1,593	189,000	201,098

¹Average size reflects square feet of finished living area.

Sources: Re/Max Professionals; NEWRA MLS.

The historical sales data for attached single-family, condominium, and duplex units reflects the same patterns as summarized above for the single-family sales history. The number of average sales were fewer from 2013 through 2019 and average days on the market were significantly higher than in the past three or four years. Year-to-date 2023 days on the market for attached housing units has declined to a low of 46 days compared to a high of 151 days in 2017. The volume of sales in 2020, 2021, and 2022 are more than double the volume of sales in 2013 (and 2016 and 2017). Sales prices relative to listing prices in 2023 have increased to be above listing prices. Average sales prices have increased every year since 2020 from nearly \$155,000 in 2020 to over \$201,000 in 2023. This equates to an increase of nearly 30 percent. From 2013 through 2019 average sales prices fluctuated very little with a range from about \$138,000 in 2013 and 2017 to a high of about \$146,000 in 2019.



Table III-6 presents the current available listings of existing housing units in Gillette and Campbell County.

	Number of Sales Listings #	Average Unit Size ¹ # Square Feet	Median Asking Sales Price \$	Average Asking Sales Price \$
City of Gillette				
Detached Single Family	43	2,886	399,900	413,508
Attached Single-Family/Other Types	7	2,306	349,999	333,714
Total Gillette	50			
Elsewhere Campbell County				
Detached Single Family	20	2,752	389,950	458,790
Attached Single-Family/Other Types	2	1,385	162,500	162,500
Total Elsewhere in Campbell County	22			
Total Gillette & Campbell County	72			

¹Average size reflects unfinished/finished basement space plus above grade living space square footage.
Sources: Re/Max Professionals; NEWRA MLS.

The interviews indicate that the available inventory of existing for-sale housing has drastically declined. The multiple listing service data shows only 43 detached single-family listings are currently actively for-sale in Gillette. The average asking price of approximately \$413,500 is 32 percent higher than the actual average sales prices of detached single-family housing units sold year-to-date. Only seven attached single-family or other types of housing units are available for sale in Gillette. The average asking price of about \$333,700 is 66 percent higher than the actual average sales prices of attached single-family and other types of units sold year-to-date.

Active residential listings elsewhere in Campbell County total only 22 of which 20 are detached, single-family units with asking prices of nearly \$459,000 and two are attached single-family units with an average asking price of \$162,500.

Counting both Gillette and elsewhere in Campbell County residential property listings, the total of 72 represents less than one tenth of one percent of the total housing stock in Campbell County.

Table III-7 shows the distribution of residential property sales by price for 2017, 2022, and year-to-date 2023.

Detached, Single-Family	2017 Total Sales: 328 % of Homes Sold	2022 Total Sales: 591 % of Homes Sold	Year-to-Date 2023 Total Sales: 199 % of Homes Sold
Below \$200,000	38	18	10
\$200,000-\$299,999	50	44	47
\$300,000-\$399,000	10	24	21
\$400,000-\$499,000	1	8	13
\$500,000-\$599,999	1	4	6
\$600,000 and Above	0	2	3
Attached Single-Family/Other	2017 Total Sales: 70 % of Homes Sold	2022 Total Sales: 134 % of Homes Sold	Year-to-Date 2023 Total Sales: 44 % of Homes Sold
Below \$200,000	94	76	57
\$200,000-\$299,999	6	20	39
\$300,000-\$399,000	0	1	2
\$400,000-\$499,000	0	3	2
\$500,000-\$599,999	0	0	0
\$600,000 and Above	0	0	0

Sources: Re/Max Professionals; NEWRA MLS.

In 2017, 38 percent of the detached, single-family housing units sold in Gillette sold for less than \$200,000. In 2023 year-to-date, only 10 percent of the detached single-family housing units sold for under \$200,000. In 2017, only two percent of detached, single-family units sold in Gillette sold for more than \$400,000. Year-to-date in 2023, 22 percent of detached, single-family units sold for prices above \$400,000. In 2017, 94 percent of attached single-family and other housing types sold in Gillette sold for less than \$200,000. In 2023, only 57 percent of attached single-family and other types sold for less than \$200,000.



Table III-8 shows the distribution of pricing by number of bedrooms for 2017, 2022, and year-to-date 2023.

TABLE III-8 Average Residential Property Pricing Trends by Unit Size in Gillette			
	2017	2022	Year-to-Date 2023
Two Bedrooms or Fewer			
Number of Sales	20	64	17
Avenue Unit Size ¹	1,562	1,376	1,452
Average Sales Price	\$120,639	\$169,142	\$201,970
Average Price Per Square Foot	\$79	\$130	\$144
Three Bedrooms			
Number of Sales	211	344	118
Avenue Unit Size ¹	2,015	1,843	1,813
Average Sales Price	\$186,241	\$240,433	\$255,722
Average Price Per Square Foot	\$93	\$133	\$142
Four Bedrooms			
Number of Sales	111	211	63
Avenue Unit Size ¹	2,480	2,508	2,492
Average Sales Price	\$224,030	\$314,873	\$320,986
Average Price Per Square Foot	\$90	\$126	\$130
Five or More Bedrooms			
Number of Sales	50	94	36
Avenue Unit Size ¹	2,886	3,010	2,863
Average Sales Price	\$276,317	\$373,777	\$363,581
Average Price Per Square Foot	\$94	\$123	\$126
¹ Average size reflects square feet of finished living area.			
Sources: Re/Max Professionals; NEWRA MLS.			

The per square foot sales prices for two-bedroom housing units have increased from \$79 per square foot to \$144 per square foot in 2023. This equates to an 82 percent price increase. The smaller units now sell for higher per square foot prices than housing units with more than two bedrooms, while in 2017, housing units with more than two bedrooms sold for higher prices per square foot. Prices have increased faster for housing units with fewer bedrooms than housing units with more bedrooms.

Average sales prices for housing units with three bedrooms have increased from \$93 per square foot in 2017 to \$142 per square foot in 2023. This equates to a price increase of nearly 53 percent.

Average sales prices for housing units with four bedrooms have increased from \$90 per square foot to \$130 per square foot. This equates to a price increase of 44 percent.

Average sales prices for housing units with five bedrooms have increased from \$94 per square foot to \$126 per square foot. This equates to a price increase of 34 percent.

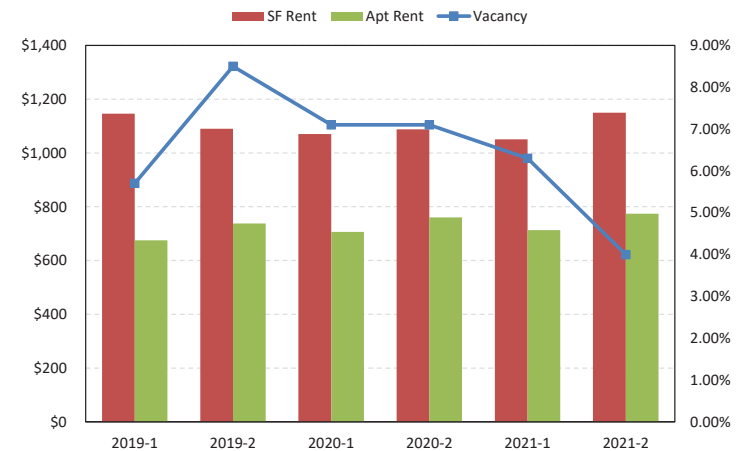
Table III-8 also shows a far higher number of three-bedroom units and four-bedroom units have sold than two-or fewer or five or more-bedroom units.

RENTAL MARKET CONDITIONS

According to 2021 American Community Survey estimates, the city of Gillette contains approximately 2,000 renter-occupied multi-family units plus another 335 renter-occupied mobile home units. The annual rental survey conducted by the Wyoming Community Development Authority in the first half of 2021 surveyed properties containing 1,631 apartment units and 33 mobile home units, or about 70 percent of Gillette's apartment and mobile home rental inventory. The survey reported a 2.9 percent vacancy rate for apartment units and a 9.1 percent vacancy rate for mobile home units.

Figure III-4 illustrates rent and vacancy rate trends in Gillette from 2019 to 2021.

FIGURE III-4: Rental Housing Market Conditions in Gillette

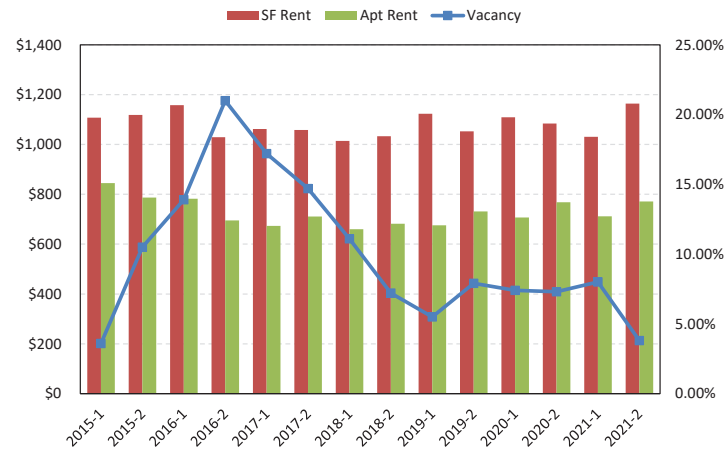


According to the survey, vacancy rates peaked in the second half of 2019 and by 2021 decreased to an overall rate of four percent. Single-family rents declined between 2019 and the first half of 2021 but increased in the second half of 2021 to \$1,150. Monthly apartment rents have increased from \$675 in 2019 to \$774 in 2021, an increase of about 15 percent.



Figure III-5 illustrates a longer-term historical trend of rent and vacancy trends for Campbell County from 2015 to 2021.

FIGURE III-5: Rental Housing Market Conditions in Campbell County



On a Campbell County-wide level, vacancy rates soared to a high of 21 percent in the second half of 2016 with the downturn and layoffs in the local economy. Vacancy rates have steadily trended downward to a 3.8 percent rate at year-end 2021. Single-family rents have remained constant since 2015 with 2021 monthly rent at \$1,164. Monthly apartment rents countrywide decreased from 2015 from \$845 in 2015 to \$771 in 2021.

Since 2021, however, occupancy rates and rental rates have increased. The largest apartment complex in Gillette, South Forks includes 336 apartment units in three-story walk-up buildings. Built in 2008, the property is 100 percent leased with a waiting list. The property has enjoyed the best occupancy in 10 years.

Most renters of South Forks are working age households; some of whom have moved to Gillette from out of the state. Some renters work remotely and came to Gillette for lower costs and lifestyle reasons. South Forks appeals to nurses. South Forks has attracted families including single parents which rent the three-bedroom units and often use one of the bedrooms for an office.

Rents have increased since 2020 and currently are as follows:

Unit Type	Average Size # Square Feet	Monthly Rent \$	Monthly Rent \$ Per Square Foot
One Bedroom/One Bath	837	1,165	1.39
Two Bedrooms/Two Baths	1,084	1,235	1.14
Two Bedrooms/Two Baths	1,063	1,215	1.14
Three Bedroom/ 2.5 Baths	1,274	1,375	1.08

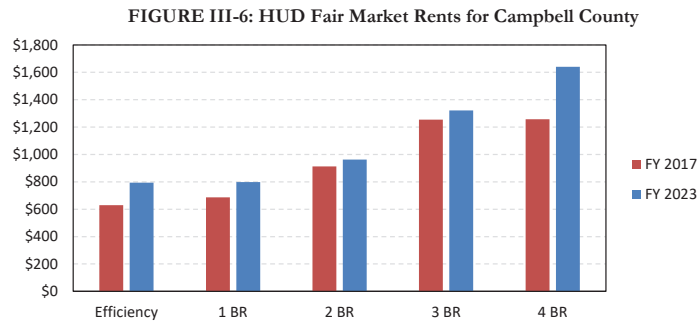
Sources: South Forks Leasing Manager; Gruen Gruen + Associates.

Rents for one bedroom/one bath units with an average size of 837 are currently \$1,165 per month. This equates to \$1.39 per square foot. Two bedroom/two bath units ranging in average size from 1,063 and 1,084 square feet have monthly rents of \$1,215 to \$1,235. This equates to a monthly rent per square foot of \$1.14 per square foot. Rents for three bedroom/2.5 baths units of 1,274 square feet total \$1,375 per month. This equates to a rent per square foot of space of \$1.08 per month.

Other competitive to South Forks market area projects which are also fully leased include Remington Apartments and College Park Townhomes which have similar rents.



Figure III-6 presents HUD fair market rents for Campbell County for 2017 and 2023. Fair market rents represent the cost of renting a moderately-priced unit in the local housing market.



Sources U.S. Department of Housing and Urban Development (HUD); Gruen Gruen + Associates.

According to HUD, 2017 fair market rents range from \$630 per month for an efficiency unit up to \$1,258 per month for a four-bedroom unit. HUD's estimates of 2023 fair market rents range from \$794 per month for an efficiency to \$1,640 per month for a four-bedroom unit. Rents for efficiency units are reported to have increased 26 percent since 2017 while rents for four-bedroom units have increased at a higher rate of 30 percent.

VACANT RESIDENTIAL LOTS AND LAND

Current MLS data indicates that 106 vacant improved residential lots are actively listed for sale in Gillette. The listing prices range from \$17,000 to \$149,000 with an average list price of \$66,993 per lot.

Table III-10 summarizes the total estimated inventory of vacant land zoned for residential use in Gillette.

TABLE III-10: Vacant Residential Zoned Land in City of Gillette		
Zone District	Vacant Lots/Parcels #	Vacant Land Area # Acres
Enhanced Manufactured Home District (E-MH)	3	0.76
Mobile Home District (M-H)	63	15.21
Single-Family Residential District (R-1)	115	34.64
Single and Two-Family Residential District (R-2)	31	8.53
Single and Multiple-Family Residential District (R-3)	8	0.70
Multiple-Family Residential District (R-4)	82	14.48
Suburban Residential District (R-S)	17	6.69
Vacant Total	319	81.02

Sources: City of Gillette; Gruen Gruen + Associates.

According to data provided by city staff, approximately 81 acres of land is vacant and zoned for residential use. Approximately 35 acres of land or 115 vacant lots are zoned R-1 for single-family residential uses. About 14 acres of vacant land are zoned R-4 for multi-family residential uses. An additional 16 acres of land comprised of 66 mobile or manufactured home lots are also vacant.

Table III-11 presents a summary of the estimated potential future land supply planned or proposed to be developed for residential uses.

TABLE III-11: Future Land Supply for Residential Uses	
	# Acres
Proposed Developments ¹	45.2
Unfinished Phases of Existing Subdivisions	875.5
Areas Adjacent to City (in County)	372.4
Total	1,293.1
¹ Two projects proposed to include 32 townhomes and 1,200 apartment units.	
Source: City of Gillette Development Services Department	

An affordable (tax credit) rental 32 townhome development on about 3.58 acres of land at 4801 Tanner Drive is proposed for which plans have been submitted. A developer has a contract to purchase land at 4800 Tanner Drive for a potential multi-phase, 1,200 units apartment complex.

Potential future phases of approximately 17 existing subdivisions ranging in area from about 11 acres to 147 acres for a total of nearly 876 acres of land are vacant with no dwelling units on them and currently unfinished (not improved with infrastructure). Two parcels of about 25 to 29 acres of land and one parcel of about 318 acres of land for a total of about 372 acres of land are in Campbell County adjoining and potentially annexed into the city for development of housing uses. Assuming



a low density of three to four units per acre for the potentially developed unfinished land in existing subdivisions or potentially annexed county land would support approximately 3,700 to 5,000 single family detached and attached residential units.

CHAPTER IV

HOUSING AFFORDABILITY

INTRODUCTION

Housing affordability is defined by both the income of a household (its “ability to pay”) and the cost of a housing unit appropriate for that household.

- Under standards defined by federal law and the U.S. Department of Housing and Urban Development (HUD), housing is considered to be “affordable” if a household spends 30 percent or less of its before-tax income on housing and related expenses (e.g., utilities, property taxes).
- Housing is not affordable if more than 30 percent of income is spent on housing. Households spending more than 30 percent of their income are commonly defined as “**cost burdened.**”

The 30-percent-of-income threshold is used throughout this analysis to characterize housing affordability conditions.

INCOME LIMITS

Table IV-1 summarizes current household income limits in 2023 for Campbell County.

TABLE IV-1: Campbell County 2023 Income Limits						
	Family Size (# Persons)					
	1	2	3	4	5	6-8
Extremely Low (30% AMI) Income	\$22,050	\$25,200	\$28,350	\$31,450	\$35,140	\$40,280- \$50,560
Very Low (50% AMI) Income	\$36,700	\$41,950	\$47,200	\$52,400	\$56,600	\$60,800- \$69,200
Low (80% AMI) Income	\$58,700	\$67,100	\$75,500	\$83,850	\$90,600	\$97,300- \$110,700
Sources: U.S. Department of Housing and Urban Development; Gruen Gruen + Associates.						

Household income limits for the Extremely Low-income category – 30 percent or less of Area Median Income (“AMI”) – range from \$22,050 for a one-person household to \$50,560 for an 8-person household. Limits for the Very Low-income category, which represents 30 percent to 50 percent of AMI, range from \$36,700 for a single-person household up to \$69,200 for an 8-person household. Limits for the Low-Income category reflecting 50 percent to 80 percent of AMI range from \$58,700 for a single-person household up to \$110,700 for an 8-person household.



COST-BURDENED HOUSEHOLDS

Table IV-2 shows the distribution of households in 1999, 2010, and 2021 by housing tenure and the percentage of income expended on housing. Again, households spending 30 percent or more of their income on housing are considered cost burdened.

TABLE IV-2: Housing Costs as Percentage of Household Income in Gillette			
	1999	2010	2021
	% of Households	% of Households	% of Households
OWNERS			
Less than 20 percent of income	64.8	61.8	62.5
20 to 29 percent of income	21.3	25.6	21.9
30 percent or more of income	13.9	12.7	15.6
RENTERS			
Less than 20 percent of income	53.2	48.3	36.9
20 to 29 percent of income	21.0	29.9	20.4
30 percent or more of income	25.8	21.8	42.7

Sources: U.S. Census Bureau; Gruen Gruen + Associates.

Affordability conditions in Gillette for owner-occupied housing improved from 1999 to 2010 and have remained relatively stable from 2010 through 2021. The cost-burden rate for owner-occupied households declined from a relatively low 13.9 percent in 1999 to 12.7 percent in 2010 and increased to a still relatively low 15.6 percent in 2021. Over 62 percent of households of owner-occupied housing units in 2021 expend less than 20 percent of their incomes on housing.

In contrast, affordability conditions for renter-occupied households in Gillette are worse than that of owner-occupied households. Affordability improved from 1999 to 2010 (from 25.8 percent of households spending more than 30 percent of their incomes on rental housing to 21.8 percent of households doing so) and then markedly worsened from 2010 to 2021 with the cost-burden rate for renters increasing from 21.8 percent in 2000 to 42.7 percent in 2021. American Community Survey data indicates about 37 percent of renter households are estimated to expend less than 20 percent of their incomes on rent in Gillette, down from over 53 percent in 1999.

HOUSING AFFORDABILITY “GAPS”

This section summarizes a comparison of the existing Gillette housing inventory by price to the existing income characteristics of the household base. The comparison is commonly referred to as an “affordability gap” analysis, in which the gaps are the differences between the number of existing households bracketed by affordable housing costs and the number of units estimated to exist at those affordable price points. The estimates are based on our analysis of 2021 American Community Survey data, recent housing market statistics in Gillette, and interviews with local experts.

Table IV-3 summarizes estimates of the price of housing currently afforded at various household income levels.

TABLE IV-3: Affordable Housing Prices and Monthly Rents by Household Income Bracket		
Household Income	Maximum For-Sale Housing Price ¹	Maximum Monthly Rent
Less than \$15,000	Below \$60,000	Below \$375
\$15,000 to \$34,999	\$60,000 to \$144,999	\$375 to \$874
\$35,000 to \$49,999	\$145,000 to \$204,999	\$875 to \$1,249
\$50,000 to \$74,999	\$205,000 to \$309,999	\$1,250 to \$1,874
\$75,000 to \$99,999	\$310,000 to \$414,999	\$1,875 to \$2,499
\$100,000 to \$149,999	\$415,000 to \$619,999	\$2,500 to \$3,749
\$150,000 and above	\$620,000 and above	\$3,750 and above

¹ Assumes a 20 percent down payment with a 30-year fixed rate mortgage at an annual interest rate of 6.5 percent. Taxes and home insurance assumed to approximate 1.2 percent of the purchase price.

Source: Gruen Gruen + Associates

The lowest income households with less than \$15,000 of annual income can afford no more than \$375 in monthly gross rent. Households with incomes of \$15,000 to \$34,999 can afford rents of \$375 to \$874. Assuming households with annual income of \$35,000 to \$49,999 could obtain a 30-year mortgage, such households could likely afford no more than a \$145,000 to \$204,999 unit. Households with income of \$35,000 to \$49,999 could afford rents of \$875 to \$1,249. Households with income of \$50,000 to \$74,999 can afford housing priced from \$205,000 to \$309,999 and rents of \$1,250 to \$1,874. Households with \$75,000 to \$99,999 of annual income can afford housing priced from \$310,000 to \$414,999 and rents of \$1,875 to \$2,499. Households with incomes of \$100,000 to \$149,999 can afford housing priced from \$415,000 to \$619,999 and rents of \$2,500 to \$3,749. Households with incomes of \$150,000 or higher can afford housing priced at \$620,000 and higher and rents of \$4,750 and above.



Table IV-4 presents a comparison of the housing inventory by price point to the number of households able to afford housing at each price point. The estimates reflect the price of housing that households can potentially afford, not what they will necessarily elect to purchase or rent.

TABLE IV-4: Comparison of Gillette Housing Inventory to Households by Price/Rent Afforded			
	Existing Supply ¹ # Units	Households Able to Afford Units ² #	Existing Housing Surplus or (Gap) # Units
RENTERS (monthly rent)			
Below \$375	251	499	(248)
\$375 to \$874	1,295	1,121	174
\$875 to \$1,249	993	275	718
\$1,250 to \$1,874	423	363	60
\$1,875 to \$2,499	44	395	(351)
\$2,500 to \$3,749	6	241	(235)
\$3,750 and above	0	118	(118)
OWNERS (home value)			
Below \$60,000	855	336	519
\$60,000 to \$144,999	684	596	88
\$145,000 to \$204,999	1,555	569	986
\$205,000 to \$309,999	2,963	1,445	1,518
\$310,000 to \$414,999	1,712	1,745	(33)
\$415,000 to \$619,999	898	2,393	(1,495)
\$620,000 and above	274	1,858	(1,584)
¹ Estimate of occupied housing inventory, as of 2021. The distribution by value or rent has been inflated by 10 percent, reflecting an assumption that local housing prices have escalated by 10 percent over the past two years relative to local incomes.			
² Affordable costs equal 30 percent of income. Note that higher-income households can afford housing in lower price brackets.			
Sources: U.S. Census Bureau, 2021 American Community Survey; Gruen Gruen + Associates			

Not surprisingly, Gillette experiences a deficit of rental housing inventory at very low prices. Using the 30-percent-of-income expended on housing standard, Gillette is estimated to contain approximately 499 renter households which can afford to pay no more than \$375 in monthly gross rent. The existing supply of rental units priced below this affordability threshold is estimated at 251 units, indicating a “gap” or deficit of approximately 248 rental units affordable to the lowest income bracket.

The next two monthly rent categories - \$375 to \$874 and \$875 to \$1,279 – show a surplus of rental units, indicating an existing supply of 2,289 units exceeding the number of households (1,396) by 893 units who can afford rent at these levels.

At the higher range of the income spectrum, Gillette includes an estimated 1,117 households which could afford monthly rents exceeding \$1,250. For these households, the problem is not affordability but the lack of a sufficient number of units at these price levels to accommodate their ability to pay. As a result, such renters may be competing for lower priced units with households with less income.

At the lowest ownership (for-sale) housing price and income bracket, more homes are estimated to be valued at less than \$60,000 than the number of households who can only afford housing units at less than \$60,000. A similar surplus of ownership (for-sale) housing stock is estimated to exist among higher price brackets, ranging from values of \$60,000 up to \$310,000.

In each price bracket above \$310,000, more households have incomes sufficient to afford housing at the price ranges indicated than the supply of housing units in these price ranges.

Fewer homes priced above \$310,000 (3,112 housing units) exist than the nearly 6,000 households which could afford to pay for homes priced at \$310,000 or above. This explains the relatively small share of existing homeowners that are estimated to be cost burdened.



CHAPTER V

PROJECTION OF FUTURE HOUSING NEEDS IN GILLETTE

INTRODUCTION

Chapter V presents estimates of future housing needs within Gillette over the next 10 years. One focus of the analysis is on the first and often most significant source of need for new housing related to the growth of the local workforce. "Workforce Housing" in this projection is defined as housing required by any household with at least one active member of the labor force. A projection of future "senior housing" or "older adult" housing need is also made. The projection provides perspective on how the aging of households may impact demands.

Job creation and new employment opportunities often represent the largest source of new housing needed in a community, as additional jobs attract new workers (and their households). Added jobs in a community frequently create increased demand for housing from non-resident workers who take those added jobs. Many workers prefer to live near where they work if housing is suitable, available, and affordable.

Demographic change among an existing population base can stimulate demand for new or different types of housing units. Households that experience a major lifecycle event, such as children leaving the nest or aging, are often associated with changes in housing preference or need. For consistency with age cohorts used regularly by the U.S. Census Bureau, the projection of older adult housing need considers any household containing at least one-person age 65 or older (and not active in the labor force) as a "senior household."

Physical housing inventory is periodically lost. Some existing stock may become so old, obsolete, or under-maintained that it is no longer safe or habitable. Market conditions may also encourage the merger or conversion of residential units. "Replacement need" reflects the need to replace units removed from the housing stock, for housing in Gillette. An estimate of potential housing replacement need is also made. The estimate identifies the order-of magnitude scale of potential replacement needs, given (a) the age of the existing housing stock in Gillette and (b) typical housing "loss rates" by age of structure.

SUMMARY OF POTENTIAL HOUSING NEEDS

Table V-1 summarizes the 10-year projection of housing need in Gillette. Total potential housing need over the next 10 years is estimated at approximately 1,570 housing units. The estimates of potential need are not intended to suggest "effective demand" for nearly 1,600 new construction housing units in Gillette. Much of the housing growth or turnover will occur among households with lower incomes that would be unable to afford new construction housing prices. The estimates do provide insight into the likely composition of future housing need (by type, tenure, and level of affordability) and the relative balance between housing demand and supply in Gillette.

TABLE V-1: Gillette Housing Need Projection

	Total 10-Year Projected Need # Units	Average Annual Need # Units	Share of Total Housing Need %
Workforce Housing	663	66	42.3
Older Adult Housing	610	61	38.9
Replacement Housing ¹	294	29	18.8
TOTAL	1,567	156	100.0
¹ Existing housing stock of 14,700 units (per city staff estimates) and 0.2 percent annual replacement need.			
Source: Gruen Gruen + Associates			

Workforce housing needs are estimated to total about 660 units, representing the largest source or 42 percent of the potential needs. Older adult housing needs are estimated at 610 units, representing 39 percent of total projected need. Potential housing replacement needs are estimated at about 290 units, or 19 percent of total projected need.

Almost one-half of the existing housing stock has been built since 1990. While local data is unavailable, some homes have been periodically lost to fires, subsidence related to poor soil, and other physical obsolescence. The projection of future housing need in Gillette factors in an additional 0.2 percent annual replacement need, which equates to approximately 290 replacement housing units over 10 years.



PROJECTION OF WORKFORCE HOUSING NEEDS

A “workforce household” contains at least one active member of the labor force. Most workforce households contain more than one worker. Approximately 81 percent of the existing housing unit inventory in Gillette is estimated to be occupied by workforce households. The purpose of the workforce housing needs projection is to quantify the amount, type, and cost of housing units that would be required to house all new workers over the next decade. Gillette is estimated to contain approximately 7,000 non-resident workers who commute in for employment. The employment-based projection utilizes secondary data that quantifies the linkage between local jobs, the characteristics of the workforce employed in those jobs, and the housing characteristics of the households in which the workers reside.

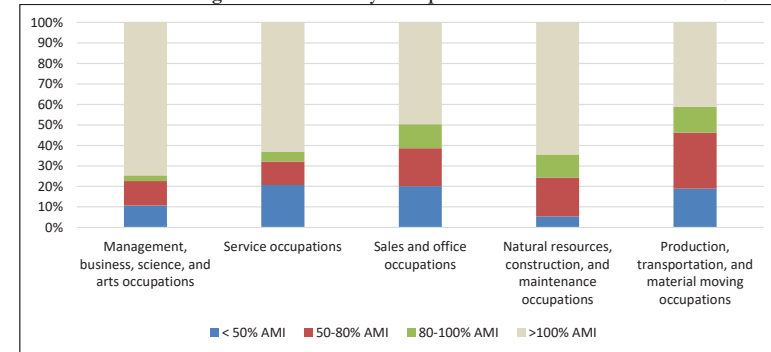
Note the workforce housing projection is predicated on a forecast of positive job growth resulting from Gillette’s transition to a more diversified economic base (see, for example, [Gillette, Campbell County plan for post-coal economy - WyoFile](#)). For purposes of the analysis and forecast of housing needs, we assume the employment growth occurs within the next 10 years in line with a regional employment forecast prepared by Wyoming Community Development Authority. Given the recent employment growth and the results of the interviews described below and the number of current job openings, the forecast could be conservative.

Having an adequate supply of housing will increase the potential for economic development and associated job growth. The interviews indicate that the lack of sufficient housing may hinder economic development including the ability of local employers to attract labor from outside Gillette. A welding school (Western Welding Academy) receives far more applications from prospective students who live outside Gillette than it can accept and would be more readily able to accommodate more students if additional housing were available. A recruiter for Campbell County Memorial Hospital is currently recruiting 100 nursing, housekeeping, and other non-physician positions. A representative of Hoskinson Health & Wellness Clinic indicated a goal of adding another 45 positions within one year and continuing to expand for the next several or more years. Without available housing, it will be difficult for Hoskinson to attract the most qualified candidates from outside Gillette. Recently attracted public school teachers are reported to be challenged in finding suitable housing. An international firm headquartered in Gillette that designs, builds, and services heavy industrial machinery is also reported to be considering expansion in Gillette. The interviews also suggest economic diversification efforts may lead to innovative and pilot plants related to making new uses of coal, carbon capture opportunities, and other activities that could result in significant job growth over time.

WORKFORCE HOUSEHOLD CHARACTERISTICS

Characteristics of the existing regional workforce are estimated based on 2021 Public Use Microdata Samples (“PUMS” data) for an eight-county area that includes Campbell County.¹² Figure V-2 summarizes the estimated distribution of the regional workforce by two characteristics: (a) occupation of employment; and (b) the total annual income of the household in which the worker resides.

FIGURE V-2: Regional Workforce by Occupation and Household Income Level



Household incomes are expressed as percentage of AMI, adjusted for household size. Approximately 40 percent of the regional workforce is estimated to reside in a household that can be considered Low Income earning less than 80 percent of AMI when adjusted for household size. A smaller proportion of workers, about 15 percent of overall regional workforce, live in households that can be characterized as “Extremely Low” or “Very Low” income, earning below 50 percent of AMI.

The percentage of workers residing in households with incomes at or above 100 percent of AMI ranges from a low of 41 percent for Production, Transportation, and Material Moving occupations to a high of 75 percent in Management, Business, Science, and Arts occupations. Workforce households with above-median incomes are far less likely to be challenged to find affordable housing. Workers employed in typically lower-wage, lower skilled industries are most likely to reside in a lower income household earning less than 80 percent of AMI. Approximately 45 percent of all workers employed in Sales and Office and Production, Transportation, and Material Moving occupations are estimated to reside in a Low-Income Household.

¹² The Public Use Microdata Area (PUMA) includes Campbell, Goshen, Platte, Johnson, Washakie, Weston, Crook, and Niobrara counties.



Table V-2 summarizes the estimated distribution of workers by size and household income level.

TABLE V-2: Distribution of Regional Workforce by Household Size and Income				
	Household Income			
	< 50% AMI	50-80% AMI	80-100% AMI	>100% AMI
1-Person	46.8%	7.1%	21.5%	8.5%
2-Person	21.1%	43.9%	40.0%	36.0%
3-Person	20.0%	18.0%	13.4%	22.9%
4+ Persons	12.2%	30.9%	25.1%	32.6%
Total	100.0%	100.0%	100.0%	100.0%
¹ Distribution based on 2021 income limits for Campbell County according to the U.S. Department of Housing and Urban Development.				
Sources: U.S. Census Bureau, American Community Survey, Public Use Microdata Sample (PUMS); Gruen Gruen + Associates.				

Workforce households earning above 100 percent of AMI tend to be larger, while on average the lowest income households are generally smaller. Nearly 70 percent of workforce households earning less than 50 percent of AMI are single- or two-person households. The incomes of workforce households are correlated to household size and the number of workers (wage earners) in the household. Households at the higher income brackets tend to have multiple wage earners and more than one-half (about 56 percent) are estimated to have three or more household members. Less than nine percent of households earning above 100 percent of AMI are single. Conversely, nearly 47 percent of all workforce households earning below 50 percent of AMI are single-person households.

The size and income characteristics of workers and their households are also indicative of housing tenure and occupancy patterns. About 82 percent of workforce households with three or members and incomes of 100 percent of AMI and higher are estimated to own single-family units. Approximately 60 percent of one-person workforce households with incomes below 50 percent of AMI rent their housing, primarily in multi-family buildings and mobile homes.

POTENTIAL GROWTH IN GILLETTE WORKFORCE

According to projections from the State of Wyoming Department of Workforce Services¹³, the employment base in the Northeast Region of the state is anticipated to grow by about 3,300 jobs over 10 years. Table V-3 summarizes the regional forecast of employment by occupational category. It also presents an estimate for Gillette (prepared by GG+A) that reflects the current distribution of employment throughout the region. An assumption is that Gillette will maintain a stable position in the regional economic base.

TABLE V-3: Forecast of 10-Year Employment Growth in Gillette			
Occupation	Northeast Region of Wyoming Growth Forecast # Jobs	Gillette Share of Region ¹ %	City of Gillette Growth # Jobs
Management, Business, Science, and Arts	1,247	26.0	324
Services	1,267	31.5	399
Sales and Office	227	37.9	86
Natural Resources, Construction, & Maintenance	215	35.8	77
Production, Transportation & Material Moving	310	37.4	116
TOTAL	3,266	30.7	1,002
¹ Based on 2019 composition of employment within the Northeast Region and 2021 composition of employment within Campbell County.			
Sources: Wyoming Department of Workforce Services, Wyoming Long-Term Sub-State Occupational Projections 2018-2028; U.S. Census Bureau; Gruen Gruen + Associates.			

Based on the forecast of 3,266 added workers in the northeast region of Wyoming of which about 77 percent are expected to work in occupations in the management, business, science and arts, and services fields, Gillette is forecast to add about 1,000 jobs. About 72 percent of the jobs in Gillette are estimated to be in occupations in management, business, science, and arts, and services. This estimate reflects Gillette maintaining an approximate 31 percent share of regional employment, ranging from 26 percent for management, business science and arts sectors to 38 percent in the sales and office occupations.

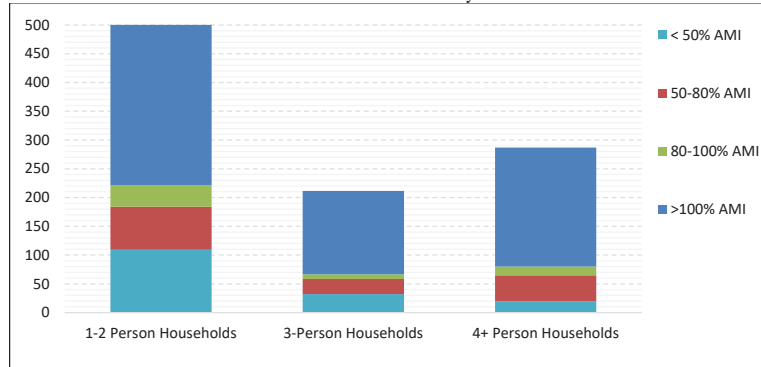
¹³ Wyoming Dept. of Workforce Services, *Wyoming Long-Term Sub-State Occupational Employment Projections 2018-2028*. Forecast prepared in June 2021: <http://doe.state.wy.us/lmi/projections/2021/LT-Substate/2018-2028.htm>.



PROJECTED GROWTH IN WORKFORCE HOUSEHOLDS

Figure V-3 presents the projection of the additional workforce in Gillette, by household size and household income bracket. The projection is based on the potential job growth by occupation and the current distribution of the workforce by household size and income level (see Table V-2 above).

FIGURE V-3: Forecast of Gillette Workforce Growth by Household Size and Income Level



A total of 1,002 additional workers are projected to be needed in Gillette over 10 years. Approximately 161 or 16 percent of the additional workers are projected to reside in households considered “Extremely Low” or “Very Low” income earning below 50 percent of AMI. About 146 or 14.6 percent of additional workers are projected to reside in households considered “Low-Income” earning between 50 percent and 80 percent of AMI when adjusted for household size. Most additional workers (693 or over 63 percent of the projected workforce growth) are projected to reside in households earning above-median incomes. These households will tend to be more able to obtain affordable housing than households in the Low-Income Very Low-Income, and Extremely Low-Income categories and will not typically qualify for housing assistance programs.

Table V-4 presents the projection of additional workforce households in Gillette. Most workforce households include more than one active member of the labor force. The projection of the additional workforce is converted into an estimate of future household growth based on the average number of workers in each household size and income bracket.¹⁴

TABLE V-4: Projected 10-Year Workforce Household Growth in Gillette

	Additional Workforce Households by Income Level				Total
	< 50% AMI	50-80% AMI	80-100% AMI	>100% AMI	
1-2 Person Households	97	47	29	197	370
3-Person Households	28	15	5	66	114
4+ Person Households	9	27	12	98	146
Total Workforce Household Growth	134	89	46	361	630

Sources: U.S. Census Bureau, American Community Survey, Public Use Microdata Sample (PUMS); Gruen Gruen + Associates.

Smaller-sized workforce households (one- and two-person households) are projected to grow by 370 households over the projection period, accounting for 59 percent of the overall projected growth in Gillette. About one-half of this projected household growth is associated with income levels above 100 percent of AMI. The second largest source of growth among small workforce households is associated with income levels below 50 percent of AMI.

Three-person workforce households are projected to grow by 114 households over the projection period, accounting for 18 percent of the total projected household growth in Gillette. About 60 percent of this projected household growth is associated with income levels above 100 percent of AMI. Larger workforce households containing four or more persons are projected to grow by 146 households over the projection period, accounting for 23 percent of the total projected household growth in Gillette. Approximately two-thirds of the projected growth in larger workforce households is associated with income levels above 100 percent of AMI.

¹⁴ A single-person workforce household, by definition, includes only one worker. Three-person workforce households as of 2021 included an average of 1.1 to 2.2 workers, depending on household income level (with higher income households typically having more workers than lower income households).



ESTIMATE OF 10-YEAR WORKFORCE HOUSING NEED

Table V-5 presents the final summation of the workforce housing projection; an estimate of additional housing need by type of housing and income bracket over 10 years. To provide for adequate mobility in the local housing market, a five percent frictional vacancy factor is also applied to the forecast growth in workforce households (i.e., 100 units needed for every 95 additional households).

TABLE V-5: Projected 10-Year Workforce Housing Unit Need in Gillette					
	Additional Units by Household Income Level				Total
	< 50% AMI	50-80% AMI	80-100% AMI	>100% AMI	
1-2 Person Households					
Mobile Home	34	16	7	8	65
SFD ¹	45	29	15	178	267
SFA ¹	3	1	1	5	11
<u>Multi-Family</u>	20	4	8	15	47
Subtotal	102	49	30	207	389
3+ Person Households					
Mobile Home	23	14	2	22	62
SFD	11	29	13	143	197
SFA	2	0	3	4	9
<u>Multi-Family</u>	3	1	0	3	7
Subtotal	40	44	18	173	274
TOTAL:					
Mobile Home	57	30	9	31	126
SFD	57	58	28	321	464
SFA	6	1	3	10	20
<u>Multi-Family</u>	23	5	8	18	54
TOTAL	142	93	48	380	663
¹ Refers to detached and attached single-family housing units.					
Sources: U.S. Census Bureau, American Community Survey, Public Use Microdata Sample (PUMS); Gruen Gruen + Associates.					

Smaller-sized housing units suitable for a single- or two-person household, with a projected total need of about 390 units over 10 years, represent 59 percent of the total additional workforce housing need. Within this category, approximately 250 detached single-family units are projected as needed, given prevailing housing tenure patterns. The remainder of smaller-sized units are projected to be mobile homes, multi-family units, or attached single-family homes. About 39 percent of the additional housing units forecast to be needed for one- or two-person households are estimated to be for households with incomes below 80 percent of AMI. About 56 percent of the additional housing units forecast to be needed for one- or two-person households are estimated to be for households with income above 100 percent of AMI.

Larger-sized housing units suitable for three- or more-person households, with a projected total need of about 274 units over 10 years, represent 41 percent of the total additional workforce housing need. Within this category, approximately 197 detached single-family units are projected as needed, given prevailing housing tenure patterns. The remainder of larger-sized units are projected to be mobile homes (62), multi-family units, or attached single-family homes. About 31 percent of the additional housing units forecasted to be needed for three or more person households are estimated to be for households at less than 80 percent of AMI. About 63 percent of the forecast additional housing needed for households above 100 percent of AMI.

Under the forecast only 54 multi-family units and 20 attached single-family units are estimated as needed over the next 10 years. This reflects the assumption of historic preferences and tenure arrangements. Because of the escalation in housing prices, it is likely that more multi-family rentals and attached single-family (e.g., townhomes and duplexes) will be needed than forecast above.

RELATIONSHIP BETWEEN FORECAST WORKFORCE HOUSING NEEDS AND EXISTING SUPPLY OF VACANT LAND

Table V-6 summarizes the relationship between the forecast workforce housing needs reviewed immediately above and the current supply of vacant and residential zoned land in Gillette (reviewed at the end of Chapter III above).

TABLE V-6: Relationship Between Forecast Workforce Housing Needs and Existing Supply of Vacant Platted Lots and Potential Supply of Additional Lots and Units			
	Detached Single-Family Homes	Mobile or Manufactured Homes	Attached and Multi-Family Units
10-Year Workforce Housing Need	464 lots	126 lots	9 acres ¹
Vacant Platted Residential Land Supply ²	171 lots	66 lots	14.5 acres
Current Housing Supply Shortfall to Meet Future Needs	293 lots	60 lots	None
Additional Potential Single-Family and Apartment Units Based on Future Land Supply ³	1,200 Apartment Units 3,700 to 5,000 Single-Family Units		
¹ Assumes average density of eight units per acre for attached and multi-family housing types.			
² See Table III-10. Any zone district for detached single-family units is assigned to this column.			
³ Based on 1,293.1 acres of unfinished phases of existing subdivisions and area in Campbell County adjoining city.			
Sources: City of Gillette; Gruen Gruen + Associates			

The forecast workforce housing needs of 663 units exceeds the total identified current inventory of platted improved lots and existing housing units for sale in Gillette. Only workers with household incomes above Area Median Income levels will be able to afford new construction. A total of 464 detached single-family units are projected to be needed, compared to an existing inventory of approximately 170 lots with single-family zoning, suggesting a potential shortfall of more than 290 single-family home lots in Gillette. Similarly, the projected need for mobile or manufactured homes is estimated at nearly 130 units over 10 years. With only 66 vacant lots zoned for mobile or manufactured homes, the potential shortfall is estimated at 60 units or lots.



The total projected need for attached housing or multi-family housing totals 74 units over 10 years. Assuming a low density averaging eight units per acre, this housing need would require only nine acres of land to accommodate. Vacant parcels or lots specifically with R-4 multi-family zoning include almost 15 acres.

A developer is reported to have under contract approximately 43 acres of land in the Legacy Ridge subdivision on which the developer proposes to build a multi-phase apartment complex of 1,200 apartment units.

As described in Chapter III, potential future phases of approximately 17 existing subdivisions ranging in area from about 11 acres to 147 acres for a total of nearly 876 acres of land are vacant with no dwelling units on them and currently unfinished (not improved with infrastructure). Two parcels of about 25 to 29 acres of land and one parcel of about 318 acres of land for a total of about 372 acres of land located in Campbell County adjoin and could potentially be annexed into the city for development of housing uses. Assuming a low density of three to four units per acre for the potentially developed unfinished land in existing subdivisions or potentially annexed county land would support approximately 3,700 to 5,000 single family detached and attached residential units.

Accordingly, Gillette does not have a land shortage per se but rather a shortage of finished or improved lots ready for housing units to be constructed. Gillette has a sufficient supply of land to accommodate forecast housing needs and will need the land to be improved with infrastructure and housing units.

PROJECTION OF OLDER ADULT (65+) HOUSING NEEDS

The growth in older adult (65+) households over the next 10 years as Baby Boomers continue to age will influence the housing market and housing needs in Gillette. Older age households may be affected by inadequate housing or unique needs brought about by aging. Many seniors may prefer to remain in their current home and community, and most if not all future increases in older adult households will simply represent the aging of existing residents/households who remain in Gillette over the 10-year projection period.

The older age housing need projection quantifies the likely turnover of existing households as they age, and the household and income characteristics that bear on the type and affordability of housing potentially needed.

The older age housing need projection for Gillette is based on an estimate of predicted growth in the older age population for Campbell County prepared by the Wyoming Department of Administration and Information, Economic Analysis Division. Data from the most recent American Community Survey was drawn upon to characterize the typical household arrangements, sizes, housing tenure, and income characteristics, and rate of housing turnover of older age households in the area. The combination of characteristics is used to quantify how older age population, households, and their turnover may result in additional housing needed.

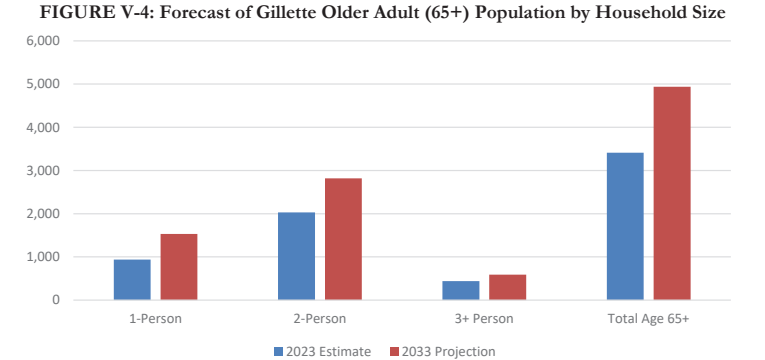
Estimates of older age housing needs are presented as a function of household size, housing tenure, and household income.

It is important to note that annual income is not the only measure of housing affordability among older age households, many of whom may not be earning wages and salaries from employment. Older age households frequently comprise a disproportionate share of Low-Income households with annual incomes below 80 percent of AMI. The ability to pay for housing reflects both assets and income. Many older age households currently own a housing unit that is free and clear of any mortgage debt. Some of these households will have enough wealth to permit them to stay in or purchase or rent more expensive housing than their income alone would suggest. Older age households that do not own homes tend to be less affluent than those that do and may be less able to afford market rate housing, while older age households that own their units free and clear have relatively low housing costs.



OLDER ADULT (65+) POPULATION GROWTH

Figure V-4 summarizes historical and projected population aged 65 or older by household size in the city of Gillette. The estimated older age population for Gillette is based on the share these age cohorts made-up of the County’s population in 2021. The age cohort shares have been adjusted upward to the forecast population by age for Campbell County.



The population aged 65 or older is expected to increase by approximately 1,500 persons from about 3,400 in 2023 to 4,900 in 2033, or 45 percent over 10 years. By household size, older adults living alone or in a two-person household are estimated to represent 90 percent of the potential growth in older adult households.

FUTURE GROWTH AND TURNOVER OF OLDER ADULT HOUSEHOLDS

Current and future older adult population estimates, by household size, are converted into future estimates of older adult households in Gillette based on the average number of older adults residing in each sized household. For example, two-person older adult households contain an average of 1.7 older adults.

Table V-7 summarizes projected growth in older adult households by size. The table also summarizes annual turnover or the number of older adult households likely to move within the city of Gillette within a given year.

TABLE V-7: Projected Annual Turnover of Older Adult Households in Gillette				
	2023 Estimate	2033 Projection	2023 - 2033	
	Older Adult Households #	Older Adult Households #	Average Annual Turnover ¹ #	Total 10-Year Turnover #
1-Person	940	1,530	25	250
2-Person	1,194	1,659	29	290
3-Person	293	393	7	70
Total	2,427	3,582	61	610
¹ Based on annual turnover rate of 2.0%				
Sources: Wyoming Department of Administration and Information, Economic Analysis Division; U.S. Census Bureau; Gruen Gruen + Associates.				

Total older adult households are projected to increase by 1,155 households over 10 years. Utilizing a projected annual turnover rate of 2.0 percent (based on American Community Survey data) results in an average annual turnover rate of 61 units between 2023 and 2033. Over the 10-year period, 610 older adult households are likely to move. This amount of older adult households who may move over the 10-year forecast period includes both existing and future increase in older adult households.

PROJECTED OLDER ADULT HOUSING NEED

Table V-8 presents the 10-year projection of older adult housing need by household size and income level.

TABLE V-8: Projected 10-Year Older Adult Housing Unit Need (Turnover) in Gillette					
	Housing Units by Household Income Level				
	< 50% AMI	50-80% AMI	80-100% AMI	>100% AMI	Total (10 Years)
1-Person	171	25	23	32	250
2-Person	28	59	27	176	290
3-Person	9	6	5	50	70
Total	208	89	55	258	610
Sources: U.S. Census Bureau, American Community Survey, Public Use Microdata Sample (PUMS); Gruen Gruen + Associates.					

Smaller-sized older adult households of one- and two-persons are projected to make-up almost 89 percent of the housing need over 10 years. Among smaller-sized households, the largest source of need (with 208 units) is for older adult households with annual incomes exceeding 100 percent of



Area Median Income. Older adult households with much lower incomes, below 50 percent of Area Median Income, also comprise a large source of projected need at 199 units over 10 years. Among larger older adult households (with at least three household members), the primary source of need will be for units affordable at or above the 100 percent Area Median Income level.

CHAPTER VI

HOUSING DEVELOPMENT ECONOMICS

PURPOSE

This chapter summarizes an analysis of current housing development economics in Gillette. The primary purpose of the analysis is to identify the current economics of developing detached, single-family and attached, single-family housing and to identify how changes in regulations to increase the diversity of housing types, including housing on smaller lots, would improve affordability. Another purpose of the analysis is to identify the minimum housing prices (sales prices) required for the private market of home builders to feasibly produce new housing and therefore indicate the income levels unable to afford new construction absent the use of public incentives or significant changes in costs of producing housing.

APPROACH

The forces of housing market demand and supply, land use policy/zoning regulations, and development costs interact to form the real estate economics that affect property development, redevelopment, and remodeling and maintenance decisions of owners and would-be developers. The most significant determinants of feasibility and value are the potential income (sales prices or rents) that can be earned by the development of housing uses, the costs associated with the construction and maintenance of these units, and the regulations that govern the right to develop land uses and the physical characteristics of how they can be developed.

This analysis focuses on the “real estate economics” of representative or prototypical residential single-family development alternatives given typical development costs and physical characteristics, such as unit sizes and density.

A housing development is feasible if a developer or builder can achieve a return on capital that meets a hurdle rate (i.e., minimum profit) commensurate with the associated risk. If the profit or return on investment is below the hurdle rate, the development/investment would be infeasible without municipal assistance.

In essence, we asked the following question:

“How much would a prospective developer or builder need to charge for new construction housing units (obtain in sales prices) in order to earn a reasonable profit margin, or return, commensurate with the risk of each hypothetical housing development?”



For the single-family housing prototypes (assumed to be “for sale” or ownership housing), we use this methodology of estimating the “minimum housing price” based upon (1) a required home builder profit margin equal to 12 percent of gross sales revenues, and (2) a minimum profit on land (lot) development of seven (7) percent of the value of the improved lots. In this calculation, we assume that the developer would be a residential builder seeking to earn a fair return on a for-sale product, rather than an investor who would calculate feasibility by considering the return the investor would earn from rents over time. Note that the profit margin assumptions are relatively low compared to return requirements of publicly traded home builders, but the interviews suggest local private builders are willing to accept lower margins given the higher cost environment within which they operate.

ECONOMICS OF SINGLE-FAMILY HOUSING DEVELOPMENT

Single-Family Housing Prototypes

Table VI-1 summarizes the key physical assumptions underlying the single-family housing prototypes.

TABLE VI-1: Single-Family Prototypical Development Alternatives Assumptions Per Acre			
	Larger Lot Detached Home	Smaller Lot Detached Home	Attached Townhome
Number of Lots / Units	4	6	10
Average Lot Size (in Square Feet)	8,500	5,000	3,000
Typical Unit Type	3 BR / 2 BA	3 BR / 2 BA	2 BR / 2 BA
Average Unit Size (in Square Feet)	2,000	1,500	1,250

Source: Gruen Gruen + Associates

The postulated prototypical development alternative includes three different single-family unit types. Detached, single-family homes on larger lots (averaging about 8,500 square feet in size) for a housing density of four dwelling units per acre; detached, single-family homes on much smaller lots, averaging 5,000 square feet in size for a housing density of six dwelling units per acre; and attached townhomes with lots averaging 3,000 square feet with a housing density of 10 dwelling units per acre.

The average housing unit size is estimated at 2,000 square feet for the largest detached, single-family lots, 1,500 square feet for the smaller detached single-family lots and 1,250 square feet of living area for the townhome lots.

The townhome product could be developed in clusters of four to six attached townhomes in a variety of configurations and heights, or as single-level duplex patio homes with front-loading garages. The amount of rear or side yard space would be minimal under either scenario. The larger and smaller detached single-family lots would accommodate single-level ranch style housing units.

Land Development Costs

Table VI-2 presents an order-of-magnitude estimate of the total cost to create fully improved (or “finished”) lots for the prototypical single-family development alternatives. The estimates reflect our interviews with active local land developers/builders.

Note that the estimates specifically do not include any significant “off-site” improvement costs that might be required for a specific development, such as related to extending or improving roadways, creating new public utility capacity (i.e., water or sewer), or extending existing water or sewer mains to the site.

TABLE VI-2: Single-Family Land Development Cost Per Lot Estimates			
	Larger Detached, Single-Family \$	Smaller Detached, Single-Family \$	Townhome \$
Land Acquisition @\$90,000 Per Acre	22,500	15,000	9,000
On-Site Construction	36,000	26,000	15,600
Soft Costs ¹	5,400	3,900	2,400
Land Development Profit ²	44,000	33,300	27,000
Total “Finished Lot” (Improved) Cost	107,900	78,200	54,000

¹ Included at 15% of hard construction costs. Includes soft or “indirect” costs typically related to entitlement and planning, surveying, engineering design, construction management, plat/map fees, and so forth.

² Return on land investment/development, or “profit”, is based on seven (7) percent of home sales price. This is estimated to be the equivalent of a 20 percent annual return on investment.

Source: Gruen Gruen + Associates

Raw (vacant) land prices vary widely. Acquisition of unentitled, unimproved land is included at \$90,000 per acre based on interviews with local members of the real estate community and review of land sale listings. This represents a total cost of \$22,500 per lot for the larger, detached single-family alternative, \$15,000 per lot for the smaller detached single-family alternative, and \$9,000 per lot for the townhome alternative. The land acquisition equates to nearly 21 percent of total cost of developing an improved larger detached single-family lot alternative; approximately 19 percent of the total cost of developing the smaller, detached single-family lot alternative; and 16.7 percent of the total cost of developing the townhome alternative.

Hard construction costs for on-site development and improvements are estimated at \$36,000 per lot for larger, detached single-family lot alternative and \$26,000 for the smaller, detached single-family lot alternative, each representing about 33 percent of the estimated total finished lot costs. This cost category includes order-of-magnitude costs typically related to site preparation, grading, wet and dry utilities, and street improvements. The land development costs for the townhome lot alternative are estimated at \$15,600 per lot or nearly 58 percent of total costs of developing an improved townhome lot.



Additional “soft” costs are included at 15 percent of the hard cost estimate, totaling about \$5,400 per lot for the larger detached, single-family alternative; \$3,900 per lot for the smaller, detached, single-family alternative; and \$2,400 for the townhome alternative. This category includes expenses typically related to initial entitlement and planning, surveying, engineering design, construction management, plat/map fees, and so forth.

A return or “profit” on land investment and development is also included. The estimate of \$44,000 for the larger, detached, single-family alternative; \$33,300 for the smaller, detached, single-family alternative; and \$27,000 for the townhome lot alternative reflects the assumption that a minimum profit of seven percent of the sales price would be required. This return threshold is estimated to be the equivalent of a 20-percent unleveraged annual return on capital that interviews indicated would be typical targets.

The total cost to create an improved or finished lot for the larger detached, single-family alternative is estimated at \$107,900. The total cost to create an improved or finished lot for the smaller, detached single-family alternative is estimated at \$78,200. The total cost to create an improved or finished lot for the townhome alternative is estimated at \$54,000.

Vertical Development Costs

Table VI-3 summarizes estimates and assumptions about “vertical” construction costs for the single-family units based on information provided by local home builders and the city of Gillette.

TABLE VI-3: Vertical Development Cost Assumptions for Single-Family Units	
	Cost Assumption
Hard Cost	\$185 - \$195 Per Square Foot
Permit & Fees	3.0% of Hard Cost
Closing, Commissions, and Other Soft Costs	10.0% of Sales Price
Home Builder Profit Margin	12.0% of Sales Price
Sources: Gruen Gruen + Associates interviews	

Vertical hard construction costs are estimated to be very high at \$185 to \$195 per square foot of above-grade living area, representing a direct cost of about \$243,750 for the smallest townhome to \$285,000 for the smaller, detached single-family unit of 1,500 square-feet, and \$370,000 for the larger, detached single-family unit of 2,000-square-feet. Building permit and other fees are included at three percent of hard costs (about \$7,300 for the townhome unit to \$11,100 per unit or the largest, detached single-family housing unit).

Soft costs associated with selling and marketing units (e.g., closing costs, sales commissions, and additional soft costs for typical items like design, insurance and warranty reserves, financing, and general administrative expenses are included at an additional 10 percent of sales revenues.

A home builder gross “profit margin” equal to 12 percent of sales revenues is applied uniformly to each prototypical single-family unit. National publicly-trade home builders require and achieve higher margins but the interviews with local developers and builders indicate because of the high vertical and other development costs, and increased interest rates they accept lower profit margins.

PROTOTYPICAL SINGLE-FAMILY DEVELOPMENT PROFORMA AND RESULTS OF ECONOMIC ANALYSIS

Table VI-4 on the following page presents a detailed, static proforma for each prototypical development alternative. The key result of the real estate economic analysis illustrated by the proforma is the bottom-line “minimum required sales price” per unit, an estimate that reflects the previously reviewed development cost and profit margin assumptions.



TABLE VI-4: Market Prices Required to Feasibly Develop the Single-Family Housing Prototypes

	Larger-Lot Detached Home		Smaller-Lot Detached Home		Attached Townhome	
	<i>Average Lot: ± 8,500 s.f. Average Unit: 2,000 s.f.</i>		<i>Average Lot: ± 5,000 s.f. Average Unit: 1,500 s.f.</i>		<i>Average Lot: ± 3,000 s.f. Average Unit: 1,250 s.f.</i>	
	Per Unit	% of Sales	Per Unit	% of Sales	Per Unit	% of Sales
Finished Lot Cost:						
Land Acquisition	\$22,500	3.6%	\$15,000	3.1%	\$9,000	2.3%
Hard Construction (Site Development)	\$36,000	5.8%	\$26,000	5.5%	\$15,600	4.0%
Soft Cost	\$5,400	0.9%	\$3,900	0.8%	\$2,400	0.6%
Land Development Profit	\$44,000	7.0%	\$33,300	7.0%	\$27,000	7.0%
Total Finished Lot Cost Including Land	\$107,900	17.3%	\$78,200	16.4%	\$54,000	13.9%
Vertical Cost:						
Hard Construction	\$370,000	59.0%	\$285,000	59.8%	\$243,750	62.3%
Permits & Fees	\$11,100	1.8%	\$8,600	1.8%	\$7,300	1.9%
Closing/Commissions & Other Soft Costs	\$62,800	10.0%	\$47,700	10.0%	\$39,200	10.0%
Home Builder Profit	\$75,300	12.0%	\$57,200	12.0%	\$47,000	12.0%
Total Vertical Cost	\$519,200	82.7%	\$398,500	83.6%	\$337,250	86.1%
Minimum Required Sales Price	\$627,500	100.0%	\$476,600	100.0%	\$391,500	100.0%
Price Per Square Foot	\$313.75		\$317.73		\$313.20	



A minimum required sales price of about \$627,500 is estimated for the larger-lot detached single-family prototype, assumed to represent a three-bedroom/two bath unit with 2,000 square feet of living area. The “finished lot” cost of about \$107,900 represents about 17 percent of the sales price. Vertical development costs of \$519,200, including a home builder profit margin, are estimated to comprise nearly 83 percent of the home sales price.

The smaller-lot detached, single-family alternative featuring a typical three-bedroom/two bath ranch home with 1,500 square feet of living area is estimated to require a **lower minimum sales price of nearly \$477,000**. The finished lot cost of about \$78,200 represents about 16 percent of the home sales price. Vertical development costs totaling \$398,500 represent about 84 percent of the sales price.

A minimum entry-level sales price of about \$391,500 is estimated for the attached single-family townhouse alternative, which includes a much smaller two-bedroom/two bath unit of 1,250 square feet. The finished lot cost of \$54,000 represents a smaller percentage of the minimum price, estimated at nearly 14 percent. Vertical development costs of about \$337,250 represent about 86 percent of the sales price.

SINGLE-FAMILY HOUSING PRODUCTION GAPS

Table VI-5 summarizes the estimates of feasible sales prices in terms of the percent of Area Median Income, adjusted for household size.

	Larger-Lot Detached Home	Smaller-Lot Detached Home	Attached Townhome
1. Minimum Feasible Sales Price	\$627,500	\$476,600	\$391,500
2. Estimated Monthly Housing Payment ²	\$4,417	\$3,355	\$2,756
3. Minimum Annual Household Income at 30% Cost-Burden	\$176,700	\$134,200	\$110,200
4. Household Size (# Persons) for Affordability Calculation	4.5	4.5	3.0
5. Annual Income Limit at 100% AMI (i.e., Median Income) ³	\$109,000	\$109,000	\$94,400
Percent of Area Median Income (AMI) Required ⁴	162%	123%	117%

¹ Figures are rounded.
² Assumptions include a 15% down payment with a 30-year fixed rate mortgage at an annual interest rate of 6.5%. Permanent mortgage insurance is included at 0.85% of the loan (current FHA rates). Annual property tax and home insurance costs are assumed to approximate 2% percent of the purchase price.
³ 2023 income limits for Campbell County.
⁴ Minimum annual income (Line 3) divided by income limit at 100% AMI (Line 5) = Percent of AMI required.
 Sources: U.S. Department of Housing and Urban Development; Gruen Gruen + Associates.

The prototypical 2,000-square-foot three-bedroom/two bath larger, detached single-family home (on an approximately 8,500-square-foot lot) is estimated to require a minimum sales price, in today's dollars, of about \$627,500. Assuming a 15 percent down payment, 6.5 percent interest rate on a 30-year mortgage, and additional annual expenses equal to about two percent of home value (e.g., mortgage insurance, property tax, and property insurance), the minimum sales price would require a monthly housing payment of about \$4,417. This represents a minimum annual income of about \$176,700 when applying a 30 percent housing cost-burden. Affordability for a three-bedroom unit, reflects the income of a 4.5-person household which at 2022 income limits equates to \$109,000 in annual income. This suggests that the larger single-family unit could be feasibly developed at a sales price affordable to households with about 162 percent of Area Median Income.



The prototypical 1,500-square-foot three bedroom/two bath, smaller, detached single-family home (on an approximately 5,000-square-foot lot) is estimated to require a minimum sales price of about \$476,600. Monthly housing payments, again assuming a 15 percent down payment and including taxes and insurance, would total about \$3,355 indicating a required annual income of \$134,200. Based on a household size limit of 4.5 persons, the annual median income at 2022 income limits is about \$109,000 for this unit type. The comparison indicates that the smaller-lot single-family attached townhome unit could likely be developed at a price affordable to households with 123 percent of Area Median Income.

The smallest prototypical unit modeled, a two-bedroom/two bath townhome unit with about 1,250 square feet of living area, would require a minimum sales price of \$391,500. Monthly housing payments, again assuming a 15 percent down payment and including taxes and insurance, would total about \$2,756 indicating a required annual income of \$110,200. Based on a household size limit of 3.0 persons, the annual median income at 2022 income limits is about \$94,400 for this unit type. Therefore, the analysis indicates that a smaller attached single-family townhome unit could be developed at a price affordable to households with 117 percent of Area Median Income.



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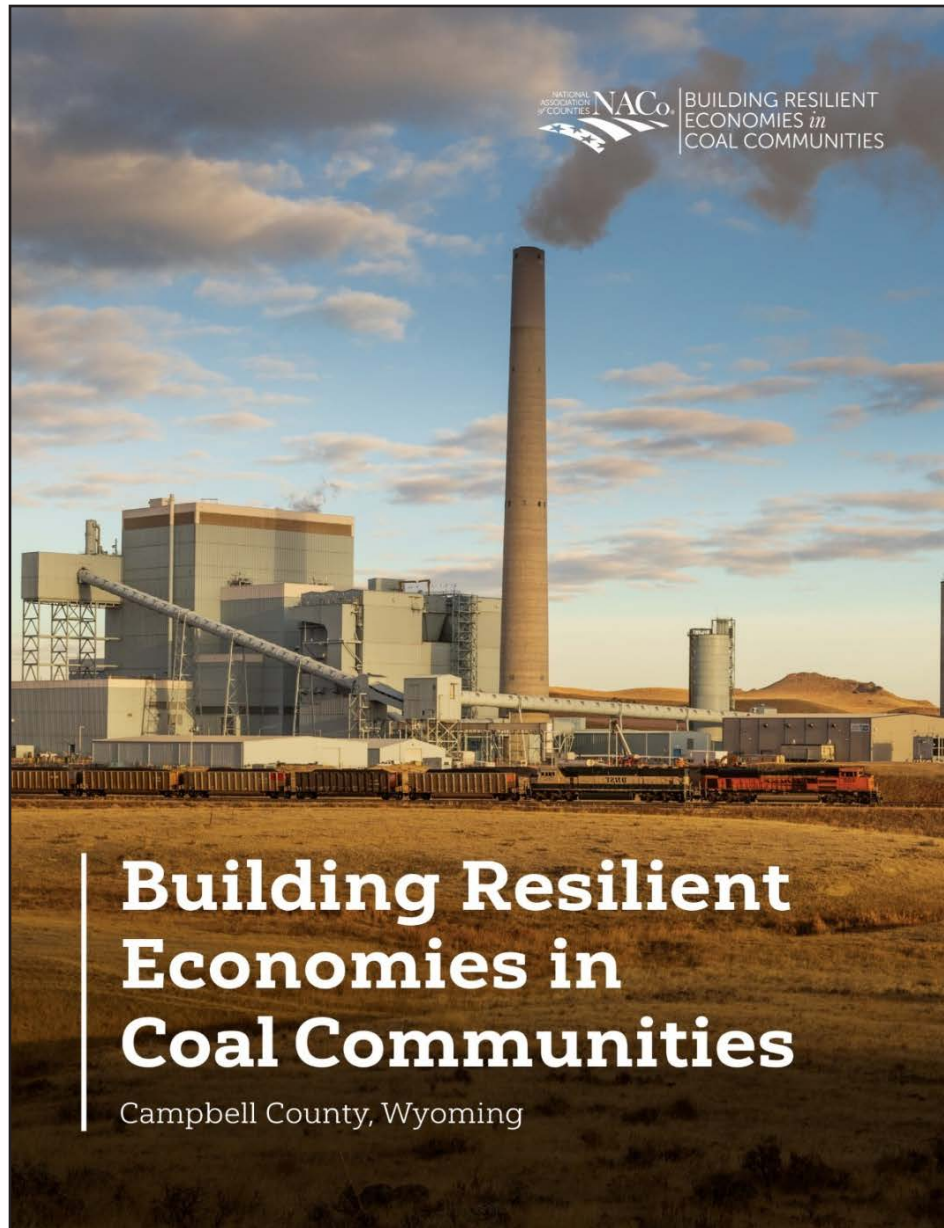
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Appendix F: BRECC Economic Transformation Plan



Economic Transformation Plan
January, 2025



BRECC ACTION CHALLENGE OVERVIEW

Coal communities across the country are reimagining local industries and developing transformative leverage points to build stronger, more resilient economies. Supported by the U.S. Economic Development Administration (EDA), the [Building Resilient Economies in Coal Communities \(BRECC\) Action Challenge](#) provides technical assistance to communities that have been negatively impacted by changes in the coal economy. In partnership with the National Association of Counties (NACo), the West Virginia Community Development Hub, Community Builders, and EntreWorks Consulting provided community coaching support and planning expertise through the BRECC Action Challenge to develop community-led economic diversification strategies.

ECONOMIC DIVERSIFICATION STRATEGY

BRECC's Economic Diversification Strategies aim to prepare coal communities to overcome economic shocks and build stronger local economies. In 2024, NACo selected seven coal communities for the BRECC Action Challenge through a competitive application process. Collaborating with their county, each coal community formed a cross-sector team that worked alongside with their BRECC coach to develop an economic diversification strategy customized to their community's needs, priorities and strengths. This one-year planning process included conducting a community assessment, identifying goals and opportunities, developing projects and establishing action steps. BRECC Economic Diversification Strategies will help align stakeholders and foster collaboration, build consensus around priorities and provide a roadmap for broadening economic drivers and advancing revitalization.

BRECC PARTNERS AND TECHNICAL ASSISTANCE PROVIDERS



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Cover image of Dry Fork Station courtesy of Wyoming Business Council.

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Introduction

In 2023, Campbell County applied for and was competitively selected to participate in the BRECC 2024 Action Challenge Cohort. Through the year-long process the multi-stakeholder Team identified goals, strategies, and leverage points to enhance Campbell County's ability to respond to the significant challenges associated with job and revenue loss from declining coal production. The result is this community-specific report of economic diversification strategies to support economic transformation in the context of an uncertain future for the coal industry.

About Campbell County Coal Country

Located in northeastern Wyoming's Powder River Basin, Campbell County produces approximately 45% of the nation's thermal coal, which generates about 8% of U.S. electricity. It is home to the City of Gillette, also known as the "Energy Capital," and the Town of Wright. The economic transformation in Campbell County due to declining coal production is on a massive scale compared to most coal communities, with over 6,000 jobs and 45% of the County's assessed valuation at risk. Campbell County also provides 96% of coal severance taxes for the State of Wyoming, significantly contributing to statewide funding for education, healthcare, social services, infrastructure, community facilities, and emergency services.

Historically, the County's economy has been supported by eleven surface coal mines, six operational coal-fired power plants, ten natural gas power plants, and a range of extraction service industries including heavy equipment manufacturing, rail and truck transportation, and hospitality. However, coal production in Campbell County has halved since its peak in 2008. The 2024 U.S. Bureau of Land Management proposal to end federal coal mine leasing in the Powder River Basin would cease coal mining operations by 2041. In recent years, Campbell County has taken a leading role in developing carbon capture, sequestration, and alternative uses for coal, though the viability of these efforts depends on continued coal leasing in the region. While oil and gas production has mitigated some impacts of the decline in coal, these industries are also subject to boom-and-bust cycles.

With a population of 47,058 as of 2022, Campbell County is the third most populous county in Wyoming. The population is clustered primarily in the City of Gillette. The availability of high-wage jobs that support families contributes to the county's young demographic, with a median age of 35 years, 39% of the population under 18, and only 1.6% over 65. More than half (53%) of the 4,807 square mile county is public land, much of it managed by the Bureau of Land Management, which permits grazing and mineral extraction uses. While most famous for its productive coal mines, other valuable natural resources are oil and gas, uranium, and bentonite. Ranching is the most extensive land use, with cattle and sheep grazing alongside large herds of elk, deer, and antelope on both private and public lands, including reclaimed mine lands. Each fall, the area's abundant wildlife attracts hunters from around the world.

Economic Transformation Plan

January, 2025



About the Team

Campbell County was the lead organization for this project. In keeping with the BRECC guidelines and other parallel efforts to align economic development efforts in the region, the County invited a diverse team to participate in the effort. The full team represented the following organizations:

- Campbell County
- Campbell County Chamber of Commerce
- Campbell County Convention & Visitors Bureau
- City of Gillette
- Energy Capital Economic Development
- Gillette Community College District
- Gillette College Foundation and the Office of Economic Transformation
- Gillette Main Street
- Town of Wright
- Wyoming Business Council



Economic Transformation Plan

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Document Content

This document contains coal transition goals, strategies, and leverage points to advance economic diversification, and lists potential federal funding opportunities.

Economic Transformation Goals

The BRECC Team identified several **overarching goals** (see page 8) for economic transformation in the context of coal transition. These are linked to the needs facing the region and apply to all of the strategies and leverage points.

Economic Transformation Strategies

Through the process of articulating their goals and reviewing existing and future leverage points, the Team identified a set of four broad, **high-level strategies**. Each includes information about why this strategy is important to the region, the related assets and gaps, and ongoing efforts as well as impactful leverage points.

Key Leverage Points

Each strategy includes 4-6 **key leverage points**. These leverage points are new, actionable efforts that were selected among many options for their high potential to create impactful change and contribute meaningfully to economic transformation. They were identified by local economic development leaders and business stakeholders through the BRECC coaching process.



Above image: Wyoming Innovation Center; Credit: Wyoming Business Council.

Economic Transformation Plan

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Process

Through the BRECC Action Challenge the Campbell County team was paired with Colorado-based non-profit Community Builders (CB), who work alongside communities to build stronger places and economies. The BRECC Process was divided into the six strategic planning steps shown in the diagram below.

The project was grounded in existing documents such as the County Comprehensive Plan, Gillette Vision 2040 and local municipal plans and assessments, plans and strategies for local and regional economic development entities including Energy Capital Economic Development and the Office of Economic Transformation at Gillette Community College District, and the state-level Transforming Wyoming 20 Year Economic Diversification Strategy, as well as extensive and ongoing input from the project team and a series of business stakeholder dialogues. These inputs formed the foundation for the economic diversification strategies found in this document.

Process Steps

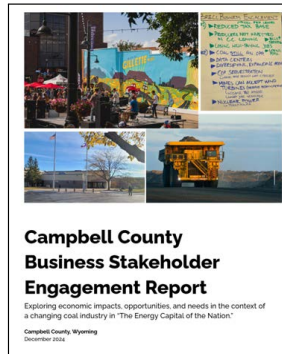


Campbell County Business Stakeholder Engagement

In fall 2024, Campbell County and Community Builders convened 45 local business leaders and economic development stakeholders in a series of dialogues and interviews to better understand private sector opportunities and needs for economic diversification. This work was conducted outside the scope of the EDA-funded BRECC Initiative, but directly informed and helped to prioritize leverage points in this plan.

Despite their diversity, nearly all businesses in Campbell County are in some way connected to, and thus affected by, the coal industry. In each dialogue and interview, participants were asked questions about the impacts of declining coal production on their business, potential opportunities related to growth in new energy and extraction technologies, types of publicly-led economic development support that could help businesses expand or evolve, workforce adaptation, community appeal, and transferability of existing skills or assets to other industries.

The summary report may be requested from Campbell County.



Campbell County Business Stakeholder Engagement Report

Exploring economic impacts, opportunities, and needs in the context of a changing coal industry in "The Energy Capital of the Nation."

Campbell County Wyoming
December 2024

Economic Transformation Plan

January, 2025



Campbell County's Economic Transformation

As part of Campbell County's community assessment, key data metrics were collected and summarized to assist the region in making a succinct case for eligibility and the pressing need for coal transition support and funding. The following indicators, sourced primarily from the US Census, the Bureau of Labor Statistics, the Bureau of Economic Analysis, and IMPLAN indicate that the coal industry makes up a substantial share of the regional economy, employment, wages, and tax base, and that the decline in coal production and coal-related power generation will put a significant strain on the region.

Known as Energy Capital of the Nation, Campbell County is the top coal-producing region in the country, and the largest contributor to the economy of Wyoming.

Campbell County is home to...



Campbell's coal industry fuels quality of life in Wyoming, contributing \$654 million to state and local governments in 2023. This funding supports education, healthcare, social services, infrastructure, community facilities, and emergency services statewide.

As coal plants decommission across the nation, the upstream impact on Campbell County is monumental.

Campbell County has experienced a



Economic Transformation Plan

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Campbell County remains attractive to workers and families and has the foundations for growth...

The community has:

a healthy housing vacancy rate of **4.5%**

a low rate of unemployment **2.6%**
(compared to the 4.1% US rate)

infrastructure for population growth from **47,000 to 75,000**

...and is partnering across sectors to innovate and lead a new era of energy and manufacturing.

\$21+ MIL. invested
WYOMING INTEGRATED TEST CENTER

\$3.9 MIL. invested
WYOMING INNOVATION CENTER
by iEnergy Capital Economic Development

\$6.6 MIL. invested
PRONGHORN INDUSTRIAL PARK

Over \$21 million in public, private, and in-kind contributions has been invested in developing the Wyoming Integrated Test Center (ITC), a facility for exploring new methods of carbon capture technology. \$180 million has been invested in projects operating out of the ITC since 2018. Another \$3.9 million in public funding and in-kind contributions has been invested in the Wyoming Innovation Center (WyIC), a research and technology accelerator. \$6.6 million in public funding has been invested in Pronghorn Industrial Park, a 247-acre development.

Sources: Concise Guide to Wyoming Coal (2020-2021 & 2022-2023 editions); U.S. Energy Information Administration; National Association of State Budget Officers; University of Wyoming Center for Business & Economic Analysis; Campbell County; Wyoming Community Development Authority; Wyoming Department of Workforce Services, Research & Planning; and Waypoints Wyoming.

Economic Transformation Plan

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Above images: Eagle Butte Coal Mine (left); Credit: Campbell County Convention and Visitors Bureau. Area 59 Makerspace (right); Credit: Community Builders.



Economic Transformation Goals

During the planning process the BRECC Team identified eight high-level goals that act as overarching guides for future economic transformation efforts:

Take a proactive, holistic, and community-wide approach to economic development, growth, and diversification.

Create a more stable economy that is not as susceptible to boom and bust cycles.

Retain existing industries and pursue diverse new industry clusters and businesses that provide high-wage, stable, primary jobs.

Support and provide education, training, resources, jobs, and economic mobility for all workers across skill and education levels.



Economic Transformation Goals

Retain and attract workers, young people, and families.

Maintain high quality of life, including access to education, healthcare, recreation, entertainment, attainable housing, and childcare.

Sustain and grow a population base that supports expanded retail amenities, a vibrant downtown, & community events.

Support local government fiscal health using strategic investments in a more resilient and diverse economy.

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**Economic Transformation Strategies**

The above goals helped to guide the creation of four strategies, under which the economic diversification leverage points are nested. These strategies represent the four main areas of focus for Campbell County's economic transformation efforts.



**Cultivate
Business &
Industry Growth**



**Innovate with
New Era
Energy**



**Develop our
Skilled
Workforce**



**Sustain a
Community of
Choice**

Support the expansion of local businesses and industries to create a more diverse and resilient economy.

- Minerals Mining & Processing
- Advanced Manufacturing & Machining
- Energy Sector Services
- Alternative Uses for Coal
- Construction
- Logistics & Transportation
- Healthcare Businesses
- Agriculture & Value-Add
- Start-Up & Small Business Support

Innovate, incubate, and deploy new forms of energy to replace jobs and revenues lost through declining coal production.

- Carbon Capture Technology
- CO2 for Oil Recovery
- Uranium Extraction & Processing
- Nuclear Manufacturing & Deployment
- Renewables Demonstrations
- Green Gas Generation
- Hydrogen/Ammonia Generation
- Grid Transmission Connections

Support and provide education, training, resources, and networking for workers, entrepreneurs, and youth.

- Entrepreneurial Ecosystem
- Entrepreneurship Support
- Gillette College Accreditation & Funding
- K-12 Trades & Entrepreneurship Education
- Attract & Retain Skilled Workers
- Workforce Training & Apprenticeship Programs

Maintain high-quality community facilities, services, and recreation amenities. Invest in infrastructure to enable workforce housing development.

- Workforce Housing
- Supply
- Local Transportation Infrastructure
- Vibrant Downtown & Community Events
- Recreation & Tourism Assets & Promotion
- Community Facilities & Services
- Healthcare & Childcare

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**Strategy 1: Cultivate Business & Industry Growth**

Support the expansion of local businesses and industries to create a more diverse and resilient economy.

Why It Matters

Campbell County has notable areas of business and industry strength that include energy and energy services, minerals extraction and processing, and advanced manufacturing. Additionally, agriculture and outdoor recreation remain important heritage industries, while healthcare and tourism are growing sectors. Campbell county's economy is heavily tied to extractive industries, which are characterized by boom and bust cycles. Diversifying the economy by growing existing industries and helping coal based businesses transition their models can help the region weather cycles and uncertainty.

Business and industry development is driven by leadership in the private sector, however local public agencies can play foundational and supporting roles. These include developing physical infrastructure that can accommodate industrial and population growth, providing easy-to-navigate development regulations, and ensuring an adequate supply of land that is well-suited for business and industrial development. Additional economic development functions include promoting local assets to potential businesses, making connections between business and capital, and developing startups and entrepreneurs.

Where We Are Now**Assets**

- Wyoming is known as a business and industry-friendly state due to its low taxes, favorable regulatory environment, low cost of living, and pro-business culture.
- Campbell County is rich in natural resources including minerals, agricultural land, and wildlands abundant in big game.
- Campbell County and City of Gillette roads, water, and wastewater infrastructure are in good repair and were designed to accommodate industry and population growth.
- Campbell County providers offer affordable electricity, which is highly attractive to commercial and industrial businesses. Powder River Energy Corporation (PRE-Corp) serves energy-intensive users in unincorporated areas. In the City of Gillette, electric service supports up to 1 MW in Heavy Industrial Zones, with larger requests evaluated case-by-case.
- An existing skilled energy workforce in the coal and oil and gas industries that is settled in Campbell County could be reskilled as business and industry diversifies.
- Reclaimed mine lands and sites at existing and former generating stations have reuse and co-use potential.
- Northeast Wyoming Regional Airport has limited commercial air service and available space for further expansion. The airport's 2016 Master Plan Update includes plans to increase hangar capacity and expand aprons to accommodate larger commercial and business aircraft.

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- The County has proactively rezoned one 1,447-acre site to heavy industrial to accommodate reuse and is open to leading additional rezonings.
- Gillette has a strong established base of advanced manufacturing and mining services businesses, from heavy equipment manufacturing to rail transportation. Several major Gillette companies have already begun successfully exploring or actively transitioning their business models to adapt to other industries.
- The Office of Economic Transformation (OET), housed at Gillette College, was established in 2022 with funding from the U.S. Economic Development Administration (with a local match). This funding allowed OET to hire two staff and expert consultants. OET is currently exploring longer term funding to continue its work beyond the initial three-year grant period.
- Energy Capital Economic Development (ECED) is the lead partner of the Wyoming Innovation Center and hosts the FUEL Business Incubator and other business support leverage points.
- Local economic development stakeholders including the Small Business Administration, Small Business Development Center, Chamber of Commerce, OET, and ECED received grant funding for the Thrive Program for Small Businesses to support 23 startup enterprises to scale their work, including providing support for new businesses to apply for and receive grants and loans.

Challenges

- The moratorium on new federal coal leasing and proposed ban on coal mine leasing in the Powder River Basin causes major uncertainties for current investments in research and development of technologies and businesses related to alternative uses for coal.
- Competition for highly desirable and geographically flexible projects is a challenge due to the constraints inherent to the community's size and location, distant to major markets. The volumes of utility commodities available for new projects, the overall size of the workforce, and limited turnkey project sites are all areas where Campbell County is at a disadvantage when competing with more developed regional economies, making diversification beyond sectors of concentrated advantage difficult.
- While Campbell County has long had an advantageous housing market, in recent years, as in many communities, housing prices have increased while available stock has diminished. Business owners report that limited available housing for workers at all income levels constrains their success with labor force and business attraction.
- There is a shortage of turnkey industrial and commercial properties, including shop space for growing manufacturing businesses.
- It is a challenge to identify specific business opportunities that are the right fit for the assets Campbell County has to offer and are led by people with the skills and resources to successfully guide a project through all phases of development.
- There is a need for more skilled and dedicated economic development staff who have the experience and networks to successfully mobilize key stakeholder entities, navigate barriers, and close deals.
- The lack of commercial passenger flights deters the attraction of businesses and workers that need or want to travel frequently.

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**Ongoing Work**

There is a strong foundation of ongoing work in the county that this economic transformation strategy builds on. Many of these efforts are ongoing and continue to be important priorities for Campbell County economic development organizations. Leverage points below build on and strive to further advance these efforts.

Energy Capital Economic Development (ECED) - This nearly 40-year old organization leads diverse economic development initiatives including the Wyoming Innovation Center, FUEL Incubator, Start-Up Challenge, business retention and expansion, and attracting and recruiting new businesses. ECED collaborates closely with the OET, Campbell County, City of Gillette, Gillette Community College District, and other economic development stakeholders.

Attracting Private Capital - The OET, working with the Swaniti Initiative and other key partners, is actively connecting business opportunities to capital and recently convened a high-level Campbell County Investment Summit. Business stakeholders appreciated the event and have asked for additional future summits.

Pronghorn Industrial Park - Campbell County is developing an industrial park on a 247-acre property near the CAM-PLEX with water, sewer, broadband, natural gas, and up to 10+ MW of electricity. The Pronghorn Industrial Park addresses a need for shovel-ready sites to enable startups to scale their businesses without leaving Campbell County. Development of the park has been supported by grants for infrastructure from the EDA, the Wyoming Business Council (WBC), and the State Land and Investment Board.

OET Economic Hub - OET serves as a central hub for connecting, educating, and advocating for diversification across industries. It coordinates with stakeholders and shares economic performance data to promote business ventures beyond the energy sector, while showcasing a portfolio of the region's assets and actively matching business opportunities with local sites, assets, and potential investors. OET extends its reach beyond northeast Wyoming by participating in national economic development conferences and in convenings hosted by the Interagency Working Group on Coal & Power Plant Communities & Economic Revitalization (IWG). It also collaborates with local elected officials to monitor and address land use issues that impact economic diversification and growth.

Coal Infrastructure Reuse Report - OET worked with The Nature Conservancy to document the existing coal related energy infrastructure and potential reuse opportunities in northeast Wyoming. This catalog of sites is intended to support private landowners in the coal sector to discover potential tenants for their properties while alleviating the reclamation burden on the State of Wyoming.

Start-Up Challenge - Now in its second year, the Energy Capital Start-Up Challenge is a competitive program designed to support and accelerate local entrepreneurs by providing mentorship, resources, and \$50,000 in seed funding to help turn innovative business ideas into successful ventures. Co-hosted by ECED and OET, the first year of the Challenge awarded funding to three local startups including a wind turbine blade recycling enterprise currently operating out of the Wyoming Innovation Center with plans to grow into its own facility.

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Campbell County Chamber of Commerce - The Campbell County Chamber of Commerce provides regular and ongoing networking, education, and advocacy opportunities to support and strengthen the local business community.

The Wyoming Business Council - The WBC provides financial programs and technical support to build capacity and grow Wyoming's economy.

Next Generation Sector Partnerships - The OET and other partners convene and facilitate Next Generation Sector Partnership Communities of Practice, a program funded by Wyoming Workforce Services that utilizes an industry-led, community-supported approach to expanding key industries. Current efforts are focused on the healthcare and tourism/hospitality industries.

Existing and Emerging Healthcare Assets - Campbell County is a healthcare hub for northeast Wyoming, anchored by Campbell County Health (CCH), a comprehensive system that includes a full-service hospital and nearly 20 specialty clinics. In addition, various private providers exist, such as Hoskinson Health & Wellness Clinic (HHWC), the largest in the area. Both CCH and HHWC have plans to expand services and increase staffing and providers.



Above image: FUEL Business Incubator Bootcamp at Area 59, part of the Start-Up Challenge; Credit: Energy Capital Economic Development.

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**Key Leverage Points****a) Support manufacturing business expansion**

Provide targeted support to grow existing locally-based manufacturing businesses by compiling a toolkit of resources and assets available from ECED and other stakeholders. Host capital forums that highlight the needs and opportunities of small-to-mid sized manufacturing businesses. Facilitate growth by providing well-suited expansion sites and buildings, with a focus on landing an anchor tenant at the Pronghorn Industrial Park to attract additional investment and catalyze development.

- Lead: ECED, Campbell County
- Partners: City of Gillette, OET, Wyoming Business Council (WBC), Campbell County Chamber of Commerce

b) Add a development navigator position

Hire a fulltime County position to help industrial businesses navigate local, state, and federal development regulations and permitting processes. Identify opportunities to streamline local regulations while continuing to achieve high-quality development. This individual should ideally offer experience in site selection, marketing, and development of industrial facilities within highly regulated industries and be equipped to support ongoing business recruitment, retention, and expansion efforts.

- Lead: Campbell County

c) Expand commercial air service

Increase the frequency and convenience of passenger air service at the Northeast Wyoming Regional Airport (NWR) to meet the needs and expectations of business leaders and enable them to attract and retain high skill employees. This may include implementing facility expansion as identified in the NWR Master Plan and updating the NWR Master Plan to include on-airport corporate facilities for use by businesses.

- Lead: Campbell County, Northeast Wyoming Regional Airport
- Partners: State of Wyoming Aeronautics Commission, Campbell County Convention & Visitors Bureau

d) Capitalize startups

Establish a revolving loan fund or similar source of start-up operational capital available to local start-up companies that is patient and risk-tolerant.

- Lead: ECED
- Partners: WBC, OET, local financial institutions

e) Support healthcare industry expansion

Support public and private investments in healthcare by convening stakeholders to address key industry needs in workforce development, infrastructure, air and transit access, and regulatory support. Activate the Next Generation Healthcare Sector Partnership. Advocate for increased Veterans Affairs (VA) services, including a Veterans Service Officer and longer-term, a VA Hospital.

- Lead: ECED
- Partners: OET, Campbell County (to advocate for increased VA services)

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f) Deliver industrial infrastructure

Identify funding and collaborate with relevant partners to improve industrial infrastructure, particularly roads to mines, transloading (road and rail) infrastructure, and industrial parks. Promote the range of available site opportunities and infrastructure improvements to target industries.

- Lead: Campbell County, City of Gillette, Town of Wright
- Partners: Wyoming Energy Authority (WEA), WBC, ECED



Above images: 2024 Campbell County Investment Summit in Gillette convened by the Office of Economic Transformation (OET) in partnership with the Swaniti Initiative. Credit: OET

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Strategy 2: Innovate with New Era Energy

Innovate, incubate, and deploy new forms of energy to replace jobs and revenues lost through declining coal production.

Why It Matters

The coal industry fueled the growth of Gillette and Campbell County beginning in the 1970s, with policy changes that favored the local low-sulfur product. Since then, fossil fuel extraction and energy production have been mainstays of the economy and are an important part of the local identity. Energy industries are subject to boom and bust cycles, so energy companies must be attuned to new opportunities and technologies. Innovation in energy extraction and power generation builds on these strengths and sustains adjacent industries in energy services, manufacturing, and transportation and logistics. Some technologies like carbon capture and sequestration can help sustain coal mining, while others have potential to help replace lost coal generation jobs.

With coal mining on the decline since 2008, Campbell County's private sector energy businesses are actively exploring the evolving energy sector. These companies are testing and investing in new technologies, diversifying their approaches, and collaborating with research universities. Campbell County and its economic development partners including ECED and Gillette Community College District can play an important role in growing local understanding of exciting new energy opportunities, welcoming new, innovative energy pilot projects and scalable companies; providing the necessary infrastructure and land; and bringing in federal funding and private capital.

Where We Are Now

Assets

- Abundant natural resources currently being extracted include coal, oil, gas, uranium, and bentonite.
- A relatively low regulatory environment, such as in Wyoming, is attractive to site selectors in the energy development industry.
- There is a culture of innovation and willingness to support new and emerging energy technologies among many private and public sector leaders.
- Campbell County has eight operational power generation stations, transmission infrastructure, transmission capacity, and strong rail and highway transportation access and capacity.
- Reclaimed mine lands and large industrial sites at existing and former generating stations have reuse and co-use potential.
- Campbell County's subsurface geology is ideal for geologic sequestration of CO₂, which is a nascent but rapidly growing subsector of the energy economy. The ability to sequester carbon locally could serve to attract adjacent industries like manufacturing, chemical, or materials production projects that would otherwise site elsewhere.

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**Challenges**

- Because of the high quality of life the coal industry has provided to residents of Campbell County, the public is very loyal to coal and less embracing of alternative forms of energy. There is limited public awareness of and enthusiasm for various emerging energy technologies, particularly nuclear microreactors, and their relative job and revenue creation potential.
- The unknown status and needs of potential future energy technologies creates some challenges to timely and relevant advocacy, training, and funding pursuits.
- Long term, there is a lack of transmission capacity or connections to link new utility-scale power generation projects to the grid.
- Lack of access to carbon-neutral electricity supply in the local grid is a significant deterrent for some sectors that are otherwise attractive, for example, carbon removal, data centers, and some advanced manufacturers.



Above image: Wyoming Integrated Test Center at Dry Fork Station; Credit: Wyoming Integrated Test Center.

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**Ongoing Work**

There is a strong foundation of ongoing work in the county that this strategy builds on. Many of these efforts are ongoing and continue to be important priorities for Campbell County economic development organizations. Leverage points below build on and strive to further advance these efforts.

The Wyoming Integrated Test Center (ITC) - The ITC is a cutting-edge research facility located at the Dry Fork Station near Gillette, Wyoming. It is dedicated to advancing carbon capture, utilization, and storage (CCUS) technologies by providing a space for innovators to test methods of repurposing emissions from coal-fired power plants. The key partners for the ITC include the State of Wyoming, Basin Electric Power Cooperative, Tri-State Generation and Transmission Association, and the National Rural Electric Cooperative Association.

The Intermountain-West Nuclear Energy Corridor (INEC) - The INEC aims to make Wyoming and Idaho global leaders in advanced nuclear energy and small modular reactors. Several major businesses based in Campbell have already expanded or adapted their operations to service the emerging nuclear industry.

The Wyoming Innovation Center (WylC) - Led by Energy Capital Economic Development in cooperation with the University of Wyoming's School of Energy Resources and other stakeholders, the WylC advances research, development, and technologies related to alternative uses for coal.

Energy Infrastructure Planning and Upgrades - Under OET's leadership, local planners and economic development organizations are collaborating with utility providers to assess the region's energy infrastructure. This effort aims to identify opportunities and limitations while aligning utility goals with planned system upgrades. While the focus over the past year has been on the electricity sector, future work may expand to include natural gas, rail, and water infrastructure.

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Key Leverage Points

a) Embrace energy industry evolution

Collaborate with energy industry leaders to educate the public about the positive momentum and potential of diversifying and innovating in new energy opportunities. Develop local policies that create a supportive regulatory environment for new and emerging energy technologies. Support efforts to diversify the energy sources within the region and integrate them into local grids.

- Lead: ECED
- Partners: Campbell County, OET, WEA

b) Demonstrate long term commitment

Communicate long term capacity and stability to potential private partners in multi-year efforts to advance new era energy projects by establishing long term commitments among ECED, GCCD and OET, Campbell County, and the City of Gillette regarding roles and financial support for economic transformation work. Utilize the WBC's Assessment to Action (A2A) framework to guide this process, resulting in an Memorandum of Understanding (MOU) between parties.

- Lead: City of Gillette, Campbell County, GCCD
- Partners: ECED, OET

c) Encourage re-use of mine lands and assets

Work with existing property owners and interested stakeholders to promote existing mine lands and assets for new industrial and energy uses. Coordinate with relevant government agencies to streamline the regulatory process to allow sites to be repurposed or co-used more easily without the burden of reclamation obligations, thus making them more marketable for industrial use. Build federal, state, and local partnerships, including with entities like the Department of Energy and Environmental Protection Agency to secure funding and resources for redevelopment projects.

- Lead: ECED
- Partners: Campbell County, OET, The Nature Conservancy, Department of Environmental Quality

d) Advocate for favorable state and federal policies

Participate in high-level policy discussions at the state and federal levels. Share Campbell County's story and make the case for: sensible coal, oil, and gas leasing policies that align with existing federal investments in fossil fuel innovation; support for the emerging nuclear industry; and enhancing Northeast Wyoming's grid connections and similar.

- Lead: Campbell County, City of Gillette, Town of Wright
- Partners: OET, WEA, Wyoming Economic Development Association, Wyoming Mining Association, University of Wyoming School of Energy Resources, Petroleum Association of Wyoming

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Strategy 3: Develop Our Skilled Workforce

Support and provide education, training, resources, and networking for workers, entrepreneurs, and youth.

Why It Matters

Campbell County has a highly skilled workforce with expertise in technical skills used in direct and indirect coal jobs. Despite coal production declines, there are many unfilled jobs and unmet demands for skilled workers in trades. As economic diversification and new era energy development occurs, additional skilled labor will be needed to fill new roles and positions. Increasing the number of skilled workers is critical for meeting the growth potential of existing and future industry in Campbell County. Additionally, Campbell County can cultivate a culture of innovation in the region by providing supportive spaces and development programs for entrepreneurs.

Where We Are Now

Assets

- Gillette Community College District (GCCD) delivers strong technical and trade programs in state-of-the-art facilities, with degrees and certifications in nursing, business, education, human services, math, sciences, industrial electrical (which includes alternative energy), machine tools, diesel, and welding.
- The Office of Economic Transformation, housed within GCCD, has identified entrepreneurial ecosystem development and support as one of its three main strategies for economic diversification and has secured a \$150,000 grant to develop entrepreneurial ecosystem programming and capacity in Campbell County. Part of this funding was used to hire expert consultants from Cambridge Innovation Center's Captains of Innovation to make recommendations for building an innovation ecosystem in Campbell County.
- The Area-59 Gillette College Center for Innovation and Fabrication is a makerspace that offers educational programming, tools, equipment and workshop space to students and community members to build their skills and support entrepreneurship in computing, technology, robotics, manufacturing, and fabrication.
- Energy Capital Economic Development hosts the Fostering Upstanding Entrepreneurial Leaders (FUEL) Business Incubator that provides workspace, mentorship, networking opportunities, and business development support to local entrepreneurs and early-stage businesses to help them grow and succeed.
- Western Welding Academy in Gillette is a popular, non-accredited welding school that is expanding its programming and developing housing facilities to accommodate more students.

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Above image: Gillette Community College; Credit: Gillette Community College District.

Challenges

- Until GCCD reaches institutional accreditation and assesses a minimum of four mills, the College will not receive state appropriations. Any changes to these two requirements would necessitate amendments to Wyoming State Statute.
- The FUEL Incubator lacks funding for dedicated staffing and robust programming. The building that hosts the FUEL Incubator is a traditional office building that was not specifically designed or remodeled to encourage "churn" (a high volume of ideas and concepts flowing into the market through collaboration and innovation - a philosophy that distinguishes entrepreneurial ecosystem development from entrepreneurship).

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Ongoing Work

There is a strong foundation of ongoing work in the county that this strategy builds on. Many of these efforts are ongoing and continue to be important priorities for Campbell County economic development organizations. Leverage points below build on and strive to further advance these efforts.

Gillette Community College District Accreditation - GCCD is in the process of becoming independent from the Northern Wyoming Community College District (NWCCD) and is currently pursuing accreditation as a 2-year college. During this time of transition, all academic programs are accredited under the NWCCD. This move allows GCCD to establish its own governance, financial management, and strategic direction. Work is underway to ensure a financially sustainable college that will continue to serve northeast Wyoming.

Public-Private Partnerships for Workforce Development - GCCD offers workforce development opportunities that are specific to the needs of industry partners. GCCD also administers the Wyoming State Mine Safety and Health Administration Grant, providing federally mandated training and retraining to miners working in surface and underground coal and metal/nonmetal mines.

Enzi Applied Learning Center - GCCD is developing a 40,000 square foot center to expand the college's library and science and fabrication labs.



Above image: Fabrication program at Gillette Community College District; Credit: Gillette Community College District.

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Key Leverage Points

a) Attract and retain skilled talent

Develop a strategic workforce recruitment plan and marketing campaign that builds upon #WY Relocate, Wyoming Grown, "Forge Your Future," Visit Gillette & Wright, and other existing programs to recruit and retain skilled workers, including Wyoming-educated talent. Provide information about job stability in the region, the bright future of employment in energy innovation, and high quality of life. Offer relocation incentives and retention programs.

- Lead: ECED
- Partners: OET, Wyoming Department of Workforce Services, GCCD, Campbell County Convention & Visitors Bureau

b) Reignite the FUEL Business Incubator

Hire dedicated staff for the FUEL Incubator who are equipped and resourced to develop consistent, high-value programming for entrepreneurs. Work with expert consultants to redesign the FUEL Business Incubator space to promote "churn." Develop a sustainable funding model for the entrepreneurial ecosystem.

- Lead: ECED
- Partners: Campbell County Chamber of Commerce, OET, GCCD, WBC

c) Supercharge skill and trades training

Convene and collaborate with industry apprenticeship programs, existing workforce training programs, community colleges, and dual-enrollment programs to innovate and rapidly scale workforce training for in-demand mining and energy sector skills and labor correlated specifically to unfilled and new local jobs and industries that are poised to scale. Collaborate with the Campbell County School District (CCSD), and GCCD on implementation of the Wyoming Department of Education Career and Technical Education Perkins V Proposed State Plan. Provide trainees with experience and incentives that encourage them to remain in Campbell County.

- Lead: GCCD
- Partners: OET, CCSD, Private business partners

d) Add new era workforce skill training

As new forms of energy, advanced manufacturing, and other innovative technologies are developed in Campbell County, continue to identify and respond to specific industry skill needs including AI literacy, AI robotics, advanced electronics, logic controls, and similar. These efforts will not only address the specific skill needs of emerging energy industries but also support diverse sectors beyond energy, equipping the workforce to meet the demands of a rapidly evolving industrial landscape.

- Lead: GCCD
- Partners: Private business partners

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**Strategy 4: Sustain a Community of Choice**

Maintain high-quality community facilities, services, and recreation amenities. Invest in infrastructure to enable workforce housing development.

Why It Matters

Campbell County coal production revenues have funded exceptional community facilities and quality schools that help make the community – and state – a desirable place to live, play, and raise a family. As coal production and revenues decline, maintaining the same high standard without coal revenues may become more challenging. Businesses and skilled workers have a choice of locations and jobs, so an important factor in attracting and retaining them in Campbell County is to sustain a high quality of life. Increasingly, due in large part to escalating construction costs, private housing development is not meeting demand. A community with an ample supply of quality housing that workers can afford is a rare gem. A tightening housing market in Campbell County is pushing up prices and becoming a barrier to worker attraction and business growth.

Where We Are Now**Assets**

- Campbell County is a family-friendly, safe place to live. The County boasts exceptional community facilities including the CAM-PLEX Multi-Event Facilities, a large indoor recreation center, an outdoor sports complex, an equestrian center, a new aquatic center, a motor sports complex, and parks.
- The public schools in Campbell County are known to be high-quality, with STEM programming that has received national media coverage as well as excellent sports programs and facilities. These offer a major draw for young people and families.
- Campbell County provides excellent community services, including Children's Developmental Services, a neuro-inclusive daycare, and three successful diversion court programs, one focused on mental health.
- Campbell County's infrastructure, particularly in Gillette, was designed to support a population of up to 75,000 people. This includes the regional water system, road capacity, and other essential infrastructure, allowing for substantial population growth beyond the current county population of approximately 47,000.

Challenges

- Limited availability of housing at all price levels may be a detriment to the region's ability to attract and retain businesses and workforce. A lack of developable land coupled with the high cost of basic infrastructure limits new housing development.
- Public transportation and childcare availability are limited.

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- Like all of the State of Wyoming, Campbell County and Gillette's education system and other key public services and facilities are dependent on funding from severance taxes and property taxes generated primarily from coal extraction, which is declining.
- As high-paying coal jobs are eliminated, there may be a higher demand for social services within Campbell County. At the same time, the loss of public revenue from coal may limit the County's ability to provide social services and contribute financially to local nonprofits.
- The private sector's past success in meeting housing demands, along with its contributions to funding community services and amenities through severance and property taxes, has shaped the perception that government intervention in the housing market is unnecessary.
- Decades of strong coal revenue has cemented a belief that individual taxpayers can continue to bear a low tax burden while still enjoying high-quality public facilities.



Above image: Gillette downtown; Credit: Gillette Main Street.

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**Ongoing Work**

There is a strong foundation of ongoing work in the county that this strategy builds on. Many of these efforts are ongoing and continue to be important priorities for Campbell County economic development organizations. Leverage points below build on and strive to further advance these efforts.

County Land Initiative - Campbell County owns a significant amount of underutilized land, including the recent acquisition of the 5,500 acre Spaeth Ranch near the Cam-Plex facility. The County is currently reviewing more than 10 sites in its current ownership to identify the highest use potential for each, including industrial, commercial, and residential development; recreation; and community services. The County plans to divest of some of these properties to increase property tax revenue and increase the amount of available land for development.

Sagebluff Addition Infrastructure Project in Wright - To address the local housing shortage, the Town of Wright is working to attract a private partner for vertical development on 46.4 acres of Town-owned land. The Town's plan includes a new plat to re-subdivide and rezone the land for 87 single-family homes as well as multi-family units. The Town is seeking funding to defray initial development costs and envisions reinvesting proceeds from property sales into future infrastructure projects. The Town is currently working to produce a strategic plan and housing study to support this project.

Gillette Infrastructure Improvements - The City of Gillette is enhancing its wastewater system to increase redundancies and better manage stormwater. Additionally, the City is planning infrastructure upgrades to improve traffic flow, safety, and connectivity by providing a crucial link across busy rail lines, which currently cause frequent delays for residents, businesses, and emergency services. A November 2024 ballot initiative for a 1% specific purpose excise tax to fund this \$30 million transportation project did not pass.

Gillette Housing Infrastructure Revolving Loan Fund - The City of Gillette has allocated funds in its budget to create an Infrastructure Revolving Fund aimed at lowering barriers to housing development by offsetting the upfront costs of installing necessary infrastructure.

Downtown Revitalization - Gillette Main Street has brought 44 new businesses into downtown Gillette and organizes over 20 events and promotions each year. A vibrant downtown is an important community asset that adds to the quality of life in Gillette and Campbell County.

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Key Leverage Points

a) Unlock workforce housing development

Reduce barriers and costs to workforce housing development by providing infrastructure, financing mechanisms, and development-ready land. Ensure the value of contributed public land is passed on to consumers in the form of more attainable housing prices. Collaborate with developers to streamline permitting and regulations while fostering regular dialogue with citizens to enhance understanding and support for housing initiatives. Utilize the strategies of the current Gillette housing policy documents to address gaps in supply and align development efforts with community needs and priorities.

- Lead: City of Gillette, Town of Wright
- Partners: Campbell County

b) Develop recreation and tourism assets

Enhance existing recreational assets to benefit the community and attract new workers. Identify funding to complete planned improvements to the Visitor Center and implement improvements and expansions to the CAM-PLEX Multi-Event Facilities to attract more regional events, conferences, and activities. Continue planning for recreational trail development and a shooting range.

- Leads:
 - Campbell County (CAM-PLEX, Recreation Centers, shooting range, trails)
 - City of Gillette (City parks and pool, Energy Capital Sports Complex)
- Partners:
 - Town of Wright (Visitors Center, Southern Campbell County Ag Complex, parks and fishing pond, and museum)
 - Campbell County Convention & Visitors Bureau (Visitor Center)
 - GCCD (athletic fields & campus)
 - CCSD (Aquatic Center)
 - Private businesses

c) Identify sustained funding sources

Convene conversations and begin planning to create resilient funding structures for community facilities and services that are better insulated from coal revenue uncertainty and fluctuation. This may include considering how to operate some community facilities using an enterprise model.

- Lead: Campbell County, City of Gillette, Town of Wright

d) Catalyze community engagement

Organize a regular, ongoing civic engagement dialogue series aimed at educating the public about economic development purposes, needs and methods while gathering stakeholder feedback about potential tools, projects, and funding. Educate and inform the public about economic development-related government spending. Build upon the work of Vision 2040 to share a compelling vision for the future of Campbell County with the public.

- Lead: Campbell County, City of Gillette, Town of Wright
- Partners: ECED, WBC

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Appendix A: Funding & Assistance Opportunities Matrix

With support from the Interagency Working Group on Coal & Power Plant Communities & Economic Revitalization (IWG), the Community Builders team compiled a list of funding resources that align with Campbell County's proposed strategies and leverage points. As part of this process, the Community Builders team reviewed indicators to determine whether Campbell County currently qualifies for specific funding and assistance opportunities available to distressed communities. The Funding and Assistance Opportunities Matrix below is intended to function as a living document and tool that can be regularly updated by the Campbell County BRECC team as the status of existing resources change and new opportunities become available.

The [Funding & Assistance Opportunities Matrix](#) is available online.

Appendix B: Coal Transition Indicator Matrix

The Coal Transition Indicator Matrix was developed by the Community Builders team to determine which funding and assistance opportunities Campbell County and the BRECC Team partners qualify for based on 9 federal indicators including:

- Economic Distress (U.S. Economic Development Administration)
- Area of Persistent Poverty (Bipartisan Infrastructure Law and U.S. Department of Transportation)
- Historically Disadvantaged Community (U.S. Department of Transportation)
- Disadvantaged Community (U.S. Department of Energy)
- Designated Energy Community (U.S. Department of Energy)
- Disadvantaged Community (Climate and Economic Justice Screening Tool)
- Social Vulnerability Index (Center for Disease Control Agency for Toxic Substances and Disease Registry)
- Economic Development Capacity Index (U.S. Economic Development Administration)
- Rural Capacity Index (Headwaters Economics)

The Coal Transition Indicator Matrix is intended to function as a living document and tool that can be regularly updated by the Campbell County BRECC team as local data changes. In addition, the Matrix includes a table of key data related to coal industry economic and workforce impacts in Campbell County that can be utilized to help make the case for assistance.

The [Coal Transition Indicator Matrix](#) is available online.

Economic Transformation Plan
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Appendix C: Campbell County Business Stakeholder Engagement Report

This summary of business stakeholder engagement is described on Page 6. A full report of the Business Stakeholder Engagement process is available by request from Campbell County.

Appendix G: Other Resources

LAND BANKS

Omaha Municipal Land Bank (Omaha, NE)

<https://omahalandbank.org>

Northeast Nebraska Regional Land Bank (Norfolk, NE)

<https://norfolkne.gov/government/departments/housing/regionallandbank/>

Southeast Nebraska Land Bank (Falls City, NE)

<https://www.fallscityedge.com/site-selectors/southeast-nebraska-land-bank>

COMMUNITY LAND TRUSTS

Sheridan Community Land Trust (Sheridan, WY)

<https://sheridanc.lt.org/>

My Front Door (Cheyenne & Laramie, WY)

<https://www.myfrontdoor.org/about>

Trust Montana (Missoula, MT)

<https://trustmontanaclt.org/about/>

Northwest Montana Community Land Trust (Kalispell, MT)

<https://www.nwmtclt.org/>

PUBLIC INFRASTRUCTURE ASSISTANCE

Business Ready Community Grant & Loan Program

<https://wyomingbusiness.org/communities/financing/business-ready-community/>

Capital Construction Loan Program

<https://lands.wyo.gov/grants-loans/loans/capital-construction-loan-program>

State Revolving Loan Fund

<https://deq.wyoming.gov/water-quality/water-wastewater/state-revolving-loan-fund/>

Community Development Block Grant

<https://www.hudexchange.info/programs/cdbg/>

Rebuilding American Infrastructure with Sustainability and Equity (RAISE) Transportation Discretionary Grant Program

<https://ops.fhwa.dot.gov/freight/infrastructure/tiger/>

Clean Water State Revolving Funds

<https://lands.wyo.gov/grants-loans/loans/clean-water-state-revolving-funds>

MOBILITY

Safe Streets & Roads for All (SS4A)

<https://www.transportation.gov/grants/SS4A>

WYDOT Transportation Alternatives Program

https://www.dot.state.wy.us/home/planning_projects/transportation_programs/transportation-alternatives.html

Surface Transportation Block Grant Program

<https://www.fhwa.dot.gov/specialfunding/stp/>

WORKFORCE HOUSING

Wyoming Business Council Housing Toolkit

<https://wyomingbusiness.org/communities/community-services/housing-toolkit/>

USDA Rural Development Housing Programs

<https://www.rd.usda.gov/programs-services/all-programs/multi-family-housing-programs>

MIT's Model for Workforce Housing in Rural Communities

<https://solve.mit.edu/challenges/climate-adaptation-challenge/solutions/76022>

RESOLUTION NO.

**A RESOLUTION APPROVING AND AUTHORIZING THE
COMPREHENSIVE PLAN, 2025; FOR THE CITY OF GILLETTE,
WYOMING**

WHEREAS, the City of Gillette Comprehensive Plan Update was duly adopted by the governing body on November 19, 2013, and

WHEREAS, a comprehensive plan is to contribute to the health, safety, welfare, and orderly development of the City, and

WHEREAS, a new Comprehensive Plan was initiated by the City of Gillette in August, 2023 to serve as a policy guide, a guidance tool which is to adapt to changing circumstances in the community, and

WHEREAS, the Comprehensive Plan provides for a community vision, key considerations, and implementation strategies for the next 7 years of land development and growth, and

WHEREAS, the Comprehensive Plan provides a detailed assessment of land use, infrastructure, growth capacity, fiscal analysis, housing and development trends since the Comprehensive Plan Update was adopted in 2013, and

WHEREAS, the Comprehensive Plan may be amended from time to time to reflect changing circumstances and conditions for development needs, and such an amendment may be initiated through a rezoning request or a request of the government body, or City Staff, and

WHEREAS, there has been a twenty-one month public planning process to prepare for the Comprehensive Plan.

THEREFORE, IT IS RESOLVED BY THE GOVERNING BODY OF THE CITY OF GILLETTE, WYOMING, THAT:

The City of Gillette, Comprehensive Plan, 2025 is hereby adopted.

PASSED, APPROVED, AND ADOPTED this _____ day of _____, 2025.

Shay Lundvall, Mayor

(S E A L)

ATTEST:

Alicia Allen, City Clerk

Planning Requirements

PL2025-0008

Comprehensive Plan, 2025

There are no Planning Requirements for this case.