

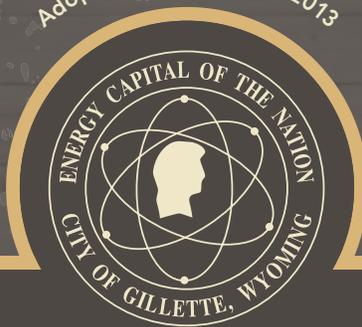
# GATEWAY TO



## THE GILLETTE PLAN

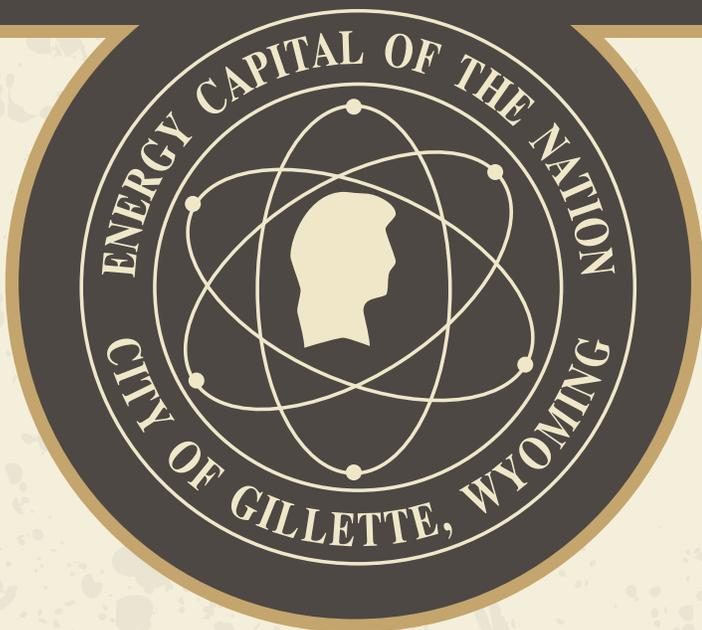
2013 COMPREHENSIVE PLAN UPDATE

Adopted November 19, 2013



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CITY OF  
**Gillette** Wyoming

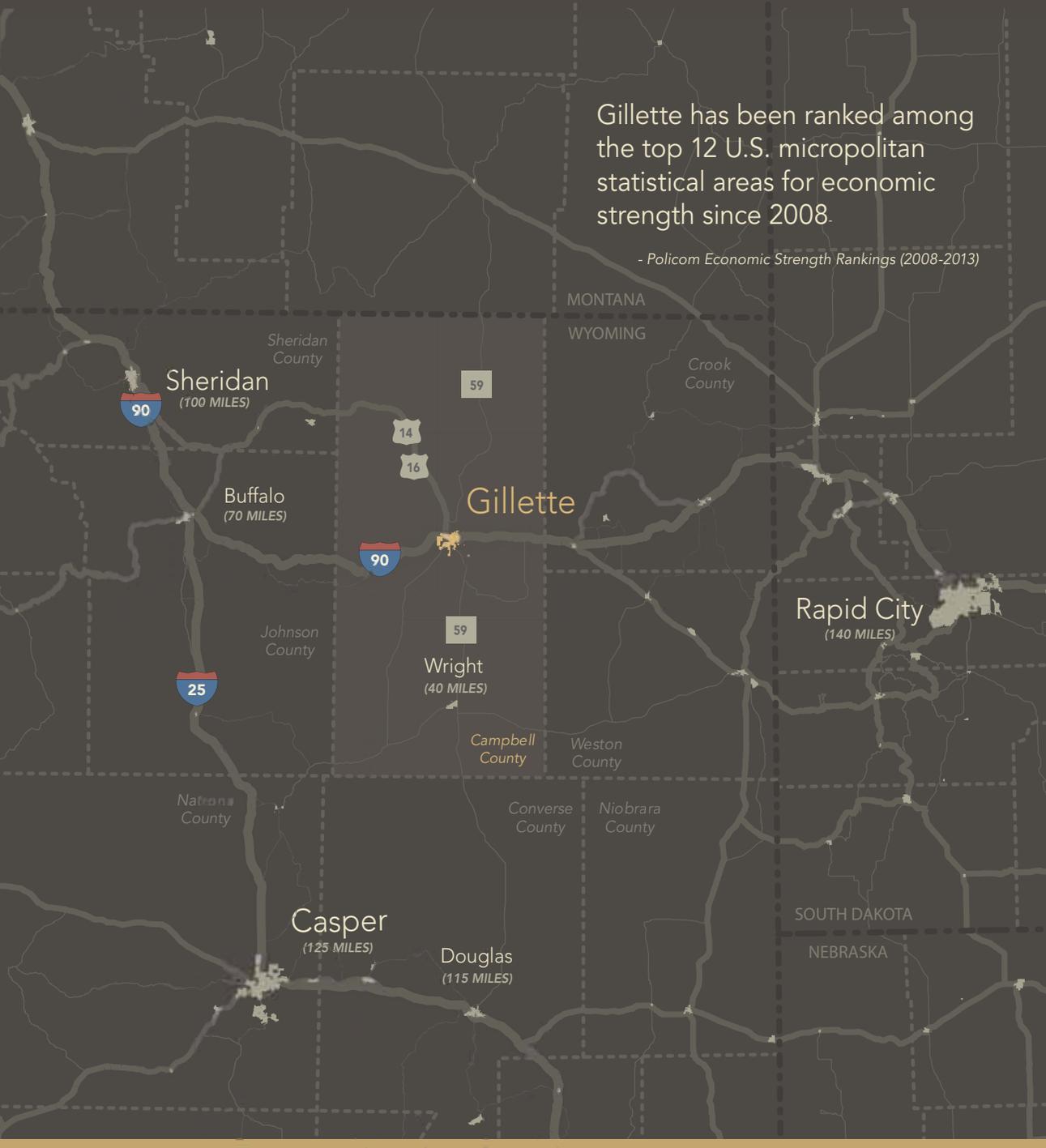
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Gillette has been ranked among the top 12 U.S. micropolitan statistical areas for economic strength since 2008.

- Policom Economic Strength Rankings (2008-2013)



## How to Use This Guide

The *Gateway to the Gillette Plan Update* is a concise policy guide and community profile for residents, business owners, community institutions and organizations, and government officials. It presents the community's vision, key considerations, and implementation strategies for the next 10 to 20 years of growth. The *Gateway* summarizes the *Gillette Plan Update (2013)*, a more detailed assessment of land use, infrastructure, growth capacity, housing, and economic development trends since the *Gillette Plan (2006)*. Supplemental reports and maps are available from the City Planning Division.



*Community Vision:*

Gillette is a growing city with a strong local economy and serves as a major regional center.

Our Gillette community is friendly for families, supports active lifestyles, and is attractive and aesthetically pleasing.

Gillette city government is financially responsible, provides quality customer-friendly services, and has first-class city infrastructure and facilities.

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

**Vision Principles**

- ▣ Growth City
- ▣ Strong Local Economy
- ▣ Major Regional Center
- ▣ Friendly for Families
- ▣ Active Lifestyle
- ▣ Attractive and Aesthetically Pleasing

**Mission Principles**

- ▣ Financially Responsible
- ▣ Quality Customer-Friendly Services
- ▣ First-Class City Infrastructure and Facilities

**Plan Themes**

- ▣ Regional Destination
- ▣ Quality Appearance, Compatibility, and Function
- ▣ Economic Diversification
- ▣ Targeted Business and Industrial Parks
- ▣ Innovative and Supportive Business Climate
- ▣ Strategic Infill and Contiguous Development Patterns
- ▣ Neighborhood Planning and Revitalization
- ▣ Protection of Natural Resources
- ▣ Diverse and Affordable Housing Choices

1978

First-Ever Land Use Plan

1994

First-Ever Comprehensive Plan

2006

Comprehensive Plan  
(a.k.a. "Gillette Plan")

2013

Comprehensive Plan Update  
(a.k.a. "Gillette Plan Update")

## Planning Process

This guide is the result of an 18-month planning process designed to garner "early and ongoing" participation and strategic guidance from the Gillette community. The final plan references findings and recommendations from regional, sub-area, functional, and departmental plans to eliminate redundancies and facilitate integrated solutions. The timing of several related studies coincided with this planning process, including the:

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

### Unprecedented Milestones

The City's and County's comprehensive plans were updated on parallel timelines, naturally cultivating a spirit of cooperation. Their recommendations are most effective when they go beyond information sharing to include strategic collaboration. Coordination between the two planning efforts resulted in a number of unprecedented or rare milestones:

- A joint meeting of the City's and County's Citizens Advisory Committees to discuss coordinated land use designations in the one-mile Joint Planning Area;
- A first-ever *City-County Joint Future Land Use Plan* adopted by both the City Council and County Board of Commissioners;
- A first-ever economic development chapter in the City's plan, which takes an interjurisdictional approach to economic diversification, business retention and recruitment, and workforce development; and
- A joint comprehensive plan chapter adopted by the City, County, and Town of Wright that promotes intergovernmental cooperation.

These processes and outcomes will help to advance targeted economic development opportunities, promote efficient infrastructure systems, and facilitate seamless implementation of current and long-range planning initiatives.

### Listening Sessions

Listening sessions were useful in identifying preliminary issues and opportunities at the beginning of the plan development process. Approximately 30 community stakeholders participated in one of four small group discussions pertaining to land development, economic development, intergovernmental coordination, and other key community issues.



### Citizens Advisory Committee Workshops

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



### Joint Workshops

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



## COMMUNITY PARTNERS

### City of Gillette

### Campbell County

### Campbell County Economic Development Corporation

#### City Council

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

#### Planning Commission

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

#### City Staff

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

#### Intergovernmental Cooperation

- Regional Water Panel
- Joint Powers Land Board
- Joint Powers Fire Board
- Lodging Tax and Tourism Board
- Gillette-Campbell County Airport Board

#### Major Institutions

- Campbell County School District
- Gillette College
- University of Wyoming
- Campbell County Memorial Hospital

#### Private Sector

- Utility Districts
- Land Development Community
- Business Community
- Neighborhood Associations
- Residents

#### Local, Regional, and State Organizations

- Non-Profit Service Providers
- Mayor's Art Council and Arts Community
- Campbell County Chamber of Commerce
- Campbell County Convention and Visitors Bureau
- Northeast Wyoming Economic Development Coalition
- Powder River Basin Coal Review Team
- Wyoming Economic Development Association

#### State Agencies

- Wyoming Department of Transportation
- Wyoming Water Development Commission
- Wyoming Business Council
- Wyoming Community Development Authority

# The implementation program consolidates individual plan elements to define a comprehensive strategy for executing the *Gillette Plan Update*.

The *Action Agenda* (pages 8-9) and *Plan Themes* (pages 18-26) apply five general methods for implementation.

## Top 3 Community Issues

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

## Other Considerations

- Affordable Housing
- Citywide Communication
- Downtown Revitalization
- Gateway and Corridor Appearance
- Medical Services
- Park System
- Quality of Life Improvements
- Regional Influence
- Small Business Support
- Strategic Urban and Rural Infill
- Streamlined Development Review
- Updated Development Standards

## Policies



Policies ultimately drive both day-to-day activities and strategic decisions. They capture basic philosophies and “standard operating procedures” that should apply across the board unless changing circumstances or new information suggest that standing policies should be revisited.

## Capital Improvements Planning



The City’s capital improvements plan, or “CIP,” identifies capital projects typically involving transportation and utility infrastructure, parks and community facilities, and purchase of major equipment. Decisions regarding the prioritization and potential phasing and coordination of proposed capital improvements should take into account the policy and management directives of this plan.

## Development Regulations and Standards



Land development regulations and engineering standards should be consistent with this plan’s vision for the character, quality, and pattern of development. Although private investment decisions predominantly influence the community’s physical form, the *Zoning Ordinance*, *Subdivision Regulations*, and associated design criteria establish the community’s expectations and regulatory framework for private improvements.

## Partnerships and Coordination



Many of the community initiatives identified in this plan require cooperation or funding support from other government or non-profit entities. This may occur through cooperative agreements, volunteer activities, in-kind services, and public/private financing of community improvements.

## Special Studies, Projects, or Programs



This broad category of implementation measures includes additional planning studies, projects, or programs requiring a “finer grain” level of detail than is appropriate for a comprehensive plan. These may include initiating or adjusting City programs, expanding citizen participation efforts, providing education outreach or training, and other types of special initiatives.

## Action Agenda

The Action Agenda identifies the “Top 8” core focus areas derived from various elements of the *Gillette Plan Update*. This list does not include recreational and core infrastructure\* functions that are essential to the community’s safety and quality of life (e.g., transportation, sanitary sewer, stormwater, and parks systems). These investments and services are among the City’s most important tools for influencing economic and land development outcomes.

*\*Exception: The water system is addressed in context of its time-sensitive nature, regional scale, and degree of intergovernmental cooperation.*

### Methods of Implementation

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

### Legend

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

### Need for Action

### Lead and Supporting Roles

#### REGIONAL WATER SYSTEM POLICIES

To promote cost-efficient policy decisions and infrastructure investments that correspond with the preferred timing, pattern, and intensity of land development

**City • County • Wyoming Water Development Commission • Utility Districts • Land Development Community • At-Large Community**

#### WORKFORCE DEVELOPMENT AND BUSINESS RETENTION AND RECRUITMENT INITIATIVES

To further diversify and strengthen the local economy for the long term through increased capacity for skills training, networking, and programming

**CCEDC • Gillette College • City • County • Gillette-Campbell County Airport • University of Wyoming • CCSD • Wyoming Business Council • CCCC • Northeast Wyoming Economic Development Coalition • Powder River Basin Coal Review Team • Business Organizations • At-Large Community**

#### TARGETED BUSINESS AND INDUSTRIAL PARKS

To improve Gillette’s investment climate by increasing the number of business and industrial sites that offer modern telecommunications and utility infrastructure

**CCEDC • City • County • Utility Districts • Business Community • Land Development Community • Wyoming Business Council • CCCC • At-Large Community**

#### INFILL AND STRATEGIC ANNEXATION POLICIES

To promote compact and contiguous development patterns that encourage in-City infill and prevent sprawl in the JPA

**City • County • Neighborhood Organizations • Downtown Organizations • Utility Districts • CCSD • Targeted Residents and Businesses • Land Development Community • Major Property Owners in the JPA • At-Large Community**

#### NEIGHBORHOOD PLANNING

To preserve Gillette’s diversity of housing types and quality of neighborhoods through targeted infrastructure investments and strategic planning initiatives

**City • Neighborhood Organizations • Non-Profit Service Providers • CCSD • Targeted Residents and Businesses • Land Development Community • At-Large Community**

#### GATEWAY AND CORRIDOR PLANNING

To improve the appearance and function of Gillette’s most prominent gateways and corridors, resulting in a more positive City image

**CCEDC • City • County • WYDOT • Gillette-Campbell County Airport • CCSD • Major Institutions • Surrounding Property Owners • At-Large Community**

#### DOWNTOWN INVESTMENT AND PROGRAMMING

To catalyze Downtown’s economic activity and restore its vitality as a mixed-use destination to “live, work, and play”

**City • Gillette Main Street • CCEDC • CCCVB • County • CCSD • WYDOT • Mayor’s Art Council and Arts Community • Business Community • Surrounding Residents • At-Large Community**

#### LAND DEVELOPMENT POLICIES AND REGULATIONS

To facilitate predictable, attractive, and cost-efficient development processes and outcomes across jurisdictional boundaries

**City • County • Land Development Community • At-Large Community**

## Highlights from Recently Completed or Ongoing Efforts

## Near-Term Action Steps

- Initiated construction of the *Gillette Madison Pipeline Project* (2012 - ongoing), totaling approximately \$226 million
- Executed a *Regional Water Joint Powers Agreement* (2011)
- Completed the *Gillette Regional Water Plan*, consisting of the *Level I Study* (2009) and *Connections Study* (2010)



Upon formation of the Regional Water Panel, establish extension, connection, and funding policies that align with interjurisdictional growth and infill objectives

- Updated the status of the CCEDC's *Five-Year Strategic Plan for Economic Development* (2012)
- Continued networking, technical assistance, and other programming to support existing businesses and recruit prospective ones
- Completed the *Campbell County Targeted Industry Study* (2012)



Consider increasing the CCEDC's financial and staff capacity to expand business retention and recruitment efforts



Engage in a more formal partnership with Gillette College and the University of Wyoming to further coalesce public, private, and institutional interests

- Initiated the *Energy Park Rail Spur Feasibility Study* (2013 - ongoing)
- Inventoried the availability of infrastructure at Gillette's eight business and industrial parks (2013)



Determine a strategic course of action based on the findings of the *Energy Park Rail Spur Feasibility Study*



Identify a scope of work and funding sources to conduct a *Telecommunications Master Plan*, which emphasizes the need for private-sector coordination and cooperation

- Adopted a *City-County Joint Future Land Use Plan* (2013)
- Initiated review of the City's land development regulations (2011 - ongoing)
- Continued joint subdivision review in the JPA (ongoing)



Establish a City-County work group to coordinate annexation policies, land use amendments, design standards, ordinances, resolutions, and infrastructure investments within the JPA

- Completed the *Stocktrail Neighborhood Plan* (2013) and *Gillette Avenue Urban Design Plan* (2013)
- Updated the City's neighborhood boundaries
- Continued coordination of infrastructure, park, and school planning (ongoing)



Identify the priority, timing, and scope of targeted neighborhood planning initiatives



Use the City's new neighborhood boundaries for future *Developing Gillette* reports

- Initiated review of the City's land development regulations (2011 - ongoing)
- Continued City, County, and WYDOT cooperation for transportation improvements (ongoing)



Identify a scope of work and funding sources to conduct a *Strategic Gateways and Corridor Plan*

- Completed the *Gillette Avenue Urban Design Plan* (2013)
- Designed Downtown utility and transportation infrastructure improvements (2012)
- Initiated the Gillette Main Street program (2012)



Fund and initiate construction of Downtown enhancements in coordination with utility and transportation improvements



Support events and programs that will help to mitigate the negative economic impacts during construction activity

- Adopted a *City-County Joint Future Land Use Plan* (2013)
- Initiated review of the City's land development regulations (2011 - ongoing)
- Continued joint subdivision review in the JPA (ongoing)



Establish a City-County work group to coordinate annexation policies, land use amendments, design standards, ordinances, resolutions, and infrastructure investments within the JPA



Revise the *Zoning Ordinance* and associated land development regulations to reflect the land use designations and objectives of the *Gillette Plan Update*

This profile establishes the community's economic, social, physical, and regulatory context for land and economic development.

**40%**  
**HIGHER**  
**THAN NATIONAL AVERAGE**

Gillette's median household income is 40 percent higher than the national average and exceeds most comparable energy communities.

#### Qualified Workforce

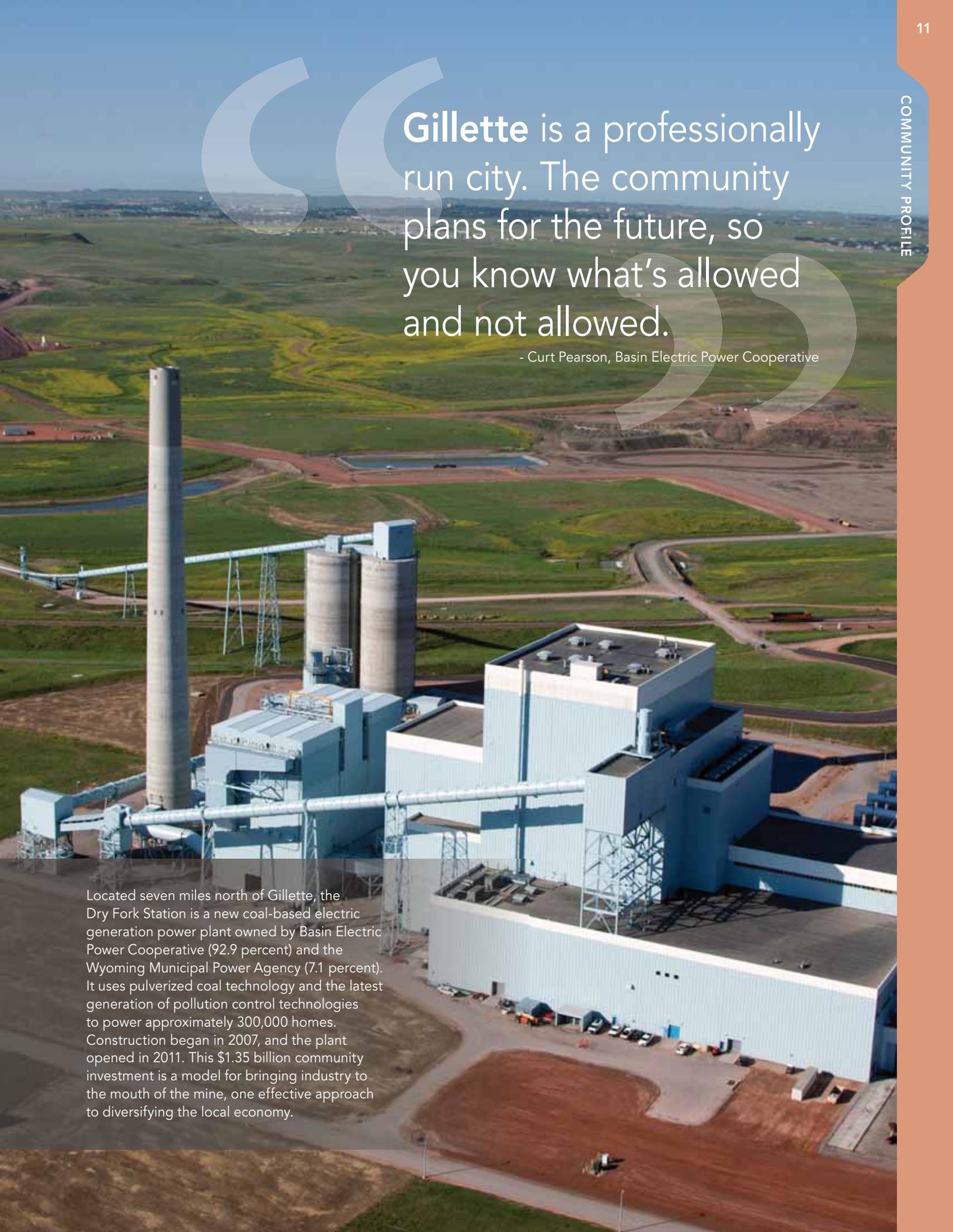
- Gillette College offers a variety of professional training programs to expand workforce skills in the fields of health care, computer science, machining, welding, mechanics, electronics, and more.
- Between 2000 and 2010, the City grew at an aggressive rate of 4.0 percent compound annual growth, increasing from 19,646 to 29,087 residents. By 2040, the City anticipates growth from 30,000 to 50,000 residents.
- From 2000 through 2013, the unemployment rate for Campbell County has consistently been lower than state and national averages.
- The percent change of young professionals and families (25- to 39-year-old age cohorts) reversed from a decline in population between 1990 and 2000 to an increase in population between 2000 and 2010.

#### Economic Opportunity

- Gillette ranked 12th out of 576 communities for economic growth by the 2013 Micropolitan Statistical Annual Report by Policom.
- Gillette's increasingly diversified economy is led by natural resources, manufacturing, health care, land reclamation, and many other employment sectors.
- Campbell County produces enough coal to provide electricity to fulfill 20 percent of the nation's electrical needs. Wyoming produces 30 percent of the coal needs of the nation.
- Oil, gas, coal bed methane, and uranium are also found in Campbell County.
- Because of mineral extraction, Campbell County provides a significant amount of the revenue necessary to run the state government.
- Several local companies export coal and/or mining-related supplies to international buyers in Asia, Europe, Australia, South America, and Central America (e.g., L&H Industrial, Peabody Energy, Arch Coal, and Cloud Peak Energy).

#### Capital and Operating Cost Savings

- Gillette offers a 16 percent cost savings compared to the national average for manufacturing industries. Operational energy costs are among the lowest in the nation due to an abundance of affordable energy sources.
- Wyoming ranked third in the 2012 Top 10 Pro-Business States by Pollina's Corporate Real Estate and ranked first in the 2013 State Business Tax Climate Index by the Tax Foundation.
- Sales and use taxes are low and not applicable to many manufacturing materials.
- Wyoming does not have a corporate income tax and is a right-to-work state.



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

- Curt Pearson, Basin Electric Power Cooperative

Located seven miles north of Gillette, the Dry Fork Station is a new coal-based electric generation power plant owned by Basin Electric Power Cooperative (92.9 percent) and the Wyoming Municipal Power Agency (7.1 percent). It uses pulverized coal technology and the latest generation of pollution control technologies to power approximately 300,000 homes. Construction began in 2007, and the plant opened in 2011. This \$1.35 billion community investment is a model for bringing industry to the mouth of the mine, one effective approach to diversifying the local economy.

# \$3.2 BILLION

## IN COMMUNITY INVESTMENTS

In the last 10 years, more than \$3.2 billion has been invested in Campbell County. These public and private projects demonstrate high levels of confidence in the future of Gillette. They also illustrate the public and institutional sectors' commitment to preserving and improving the community's quality of life. Research has shown that public investment can stimulate private-sector activity by an average of 30 percent. A comprehensive inventory of community facilities is available from the City. This list provides a snapshot of new construction plus renovation projects.

### Major Public and Institutional Investments

- 2006** Campbell County Public Health Building (\$3.6 million)  
Campbell County Public Library Renovation  
Campbell County Court House Renovation
- 2007** George Amos Memorial Building Remodel  
Campbell County Sheriff's Office and Detention Center Expansion (\$27.4 million)
- 2008** Cam-Plex Wyoming Center (\$42 million)  
Fire Station No. 1 (\$10 million)  
Gillette College Health Science Education Center (\$9 million)  
Y.E.S. House Crisis Shelter (\$1.8 million) and Boys Residential Treatment Facility / Group Home (\$2.2 million)
- 2009** Gillette College Industrial Technical Education Center (\$36.8 million)  
Gillette College Student Housing (\$8.5 million)  
Hillcrest Elementary School (\$15.6 million)  
Veterans' Clinic (\$2 million)
- 2010** Campbell County Recreation Center (\$55 million)  
City Central Warehouse  
Gillette Hospice "Close to Home" (\$7 million)  
Prairie Wind Elementary School (\$19 million)
- 2011** Fire Station No. 7  
Senior Center Expansion (\$6.7 million)
- 2012** Campbell County Memorial Hospital Expansion (\$68 million)  
Buffalo Ridge Elementary School (\$16 million)  
Y.E.S. House Tammy Hladky Center of Hope (\$5.3 million)  
City West Expansion (\$2.1 million)
- 2013** Bell Nob Club House (\$3 million)  
City Hall Remodel (ongoing since 2006)
- ONGOING** Lakeview Elementary School (\$13 million)  
Westwood High School (\$8 million)  
Children's Developmental Center Expansion (\$7.9 million)

## Transportation Infrastructure

The 2009 *Transportation Master Plan Update* provided the City with a Transportation Improvement Program to accommodate a future population of 50,000 residents. The plan's *Proposed Future Transportation Network*, also included in the *Gillette Plan Update*, is an important tool necessary to preserve rights-of-way and establish development patterns at the periphery of the community. Internal roadway improvements help to facilitate redevelopment and revitalization of older neighborhoods and commercial districts. The community's transportation system also includes rail and air transit, which directly relate to economic development activity. A comprehensive assessment of the City's transportation system and the 2009 *Transportation Master Plan Update* are available from the City.

### Outer Beltway

Since 2000, the City, County, and WYDOT have been developing an outer loop around Gillette. It generally consists of Northern Drive, Southern Drive, Garner Lake Road, and Skyline Drive. The recent construction of *Northern Drive Phase I* (2012) and completion of the *Western Drive Corridor Study* (2011) demonstrate the community's interest in completing the beltway within the horizon of the *Gillette Plan Update*.

### Internal Roadway Connections

Since the 2006 *Comprehensive Plan*, construction of new arterials and collectors has led to new growth in the east, west, south, and northeast. These projects include the following extensions:

- Butler Spaeth Road (2007, \$12.3 million);
- Kluver Road, Lakeway Road, Shoshone Avenue, and Sinclair Road (2008, \$22.7 million total);
- Burma Avenue (2010, \$15.3 million); and
- Boxelder Road (anticipated 2013, \$6.4 million).

### Streetscape Beautification and Enhancement

New landscaping, streetscaping, and roadway widening projects have improved the public and private realms. Recent improvements include:

- Widening of Highway 59 south (2008, \$19.5 million) and north (2009, \$12.5 million) of Interstate 90;
- Widening of Enzi Drive (2011, \$2 million); and
- Beautification and enhancement of Spruce Avenue, Shoshone Avenue, Highway 14/16, and Highway 50 (2011).

# Gillette's core infrastructure systems are already designed to support growth for the next 30 years.

Over the last decade, the City has transitioned to a more proactive posture, resulting in planned and managed development strategies. As Gillette continues to increase in size from 30,000 residents toward a projected population of 50,000 residents over the next 30 years, it will need to guide the direction and character of growth. Major strides have already been made toward obtaining a long-term water supply, developing Gillette's transportation network, and completing a new *Stormwater Master Plan*. The community should continue to observe policies and make investments that complement the City and County's vision for infill development patterns. This approach naturally leads to capital cost savings and a more efficient provision of public services.

## Online Resources Library

The City Planning Division offers a wide selection of maps and handouts. The following types of resources can be accessed on the City's website:

- Future Land Use Plans
- Development Influences
- Availability of Infrastructure in Business Parks
- Existing Street Classifications
- Proposed 15-Year Transportation Improvement Plan
- Proposed Future Transportation Network
- Existing Water System
- Gillette Regional Water Plan
- Proposed Water System
- Sanitary Sewer Plan
- Stormwater Master Plan
- Parks System
- Infill Areas
- Gillette Neighborhoods
- Economic Development Context

## Rail

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

## Air Transit

The Gillette-Campbell County Airport is a County facility managed by the Airport Board. The airport has a 50,000-square-foot terminal building and serves both general and commercial aviation. As of January 2013, SkyWest Airlines offers one Delta connection to Rock Springs and Salt Lake City daily, and three United connections to Denver daily.

## Utility Infrastructure

Land development is contingent on adequate capacity and cost-effective access to utilities that require significant public investments by local and regional authorities. To stay ahead of the growth curve, local and regional providers must plan years in advance to design and construct utilities that can support projected system demands. A comprehensive assessment of the City's utility infrastructure is available from the City.

## Water

The City of Gillette partnered with Campbell County and the Wyoming Water Development Commission to construct the *Gillette Madison Pipeline Project*, a \$226 million regional water supply system. Upon completion in 2016, it will serve up to 57,000 area residents for the next 30 years. Until the new water supply is available, the City has placed a moratorium on providing water to new users outside of the City limits (except for emergency situations or for fire protection). A Regional Water Panel, consisting of City, County, and Commission appointees, will be responsible for establishing water policies (e.g., connections, extensions). These decisions should correspond with the City's and County's comprehensive plans given their direct influence on the timing and pattern of land development.

## Sanitary Sewer

Since 2006, the City has continued to improve its wastewater collection and treatment systems. The most notable project is the \$15 million upgrade to the wastewater treatment plant (WWTP) in 2007. The WWTP plant has a capacity of 5.1 million gallons per day that will support a population up to 50,000. With approximately 205 miles of sanitary sewer lines, the City's wastewater collection system is comprised of both gravity and force mains. Since 2006, the City has expanded the collection system to serve growth areas including the Skyline Drive area, Enzi Drive corridor, and west of Cam-Plex, to name a few. Continued collection system improvements will be necessary to accommodate infill and peripheral growth.

## Stormwater

The City's *Stormwater Master Plan* (also known as the "City of Gillette Storm Drainage Design Manual" or "Drainage Criteria") defines pre-construction and construction specifications for public and private development projects. It also identifies numerous areas subject to flooding and proposes new regional detention facilities, open channel sections, and roadway crossing structures. The estimated total cost of construction is \$68.5 million. The City already performs numerous stormwater management activities ranging from daily maintenance of storm drains and sewers to the design and construction of capital projects. However, the regulation of stormwater discharges and consequent need to implement additional federally mandated stormwater program activities is likely to occur within the next several years. The City plans to adopt a comprehensive *Stormwater Ordinance*, which will entail implementation of additional stormwater management activities that the City is currently not performing.

## Telecommunications

Gillette's telecommunications service providers collectively offer a progressive fiber optic backbone to support high-tier users, such as major corporations and public institutions. The trunk lines run along major corridors, depending on specific end users' ability to build their own system. As a result, the community's high-speed network is owned and operated by multiple service providers. Some businesses and industrial parks can easily connect to the existing backbone, while others face a higher level of difficulty to upgrade their system. The *Gillette Plan Update* identifies the need for a strategic plan that evaluates public and private alternatives for developing a community system which promotes private-sector cooperation and coordination.

As a result of the comprehensive planning processes, the City and County are committed to improving the consistency between both jurisdictions' policies, regulations, design standards, and review processes.

#### ZONING ORDINANCE

- City ordinance currently under review in coordination with development of the *Gillette Plan Update*
- County ordinance updated in 2011

#### SUBDIVISION REGULATIONS

- City regulations updated in 2011; added street connectivity requirements and parkland dedication fees
- City regulations currently under review
- County regulations updated in 2010

#### LANDSCAPE ORDINANCE

- City first adopted in 2004 and updated in 2008, currently under review

#### ENGINEERING DESIGN STANDARDS

- City standards updated in 2013

#### BUILDING INSPECTION

- County updated Chapter 4, Rules Regulating Construction, in 2013
- City requires a Certificate of Occupancy (CO), whereas the County offers a voluntary CO process as of 2009
- State Fire Marshal and City Building Inspection Division review and approve large-scale construction plans for new building and remodeling

Both the City and County are authorized by Wyoming statutes to use a number of regulatory tools to set standards for land use, appearance, scale, density, subdivision, and landscaping, among other criteria that influence the character of development. Defining these regulations is a balance between preserving the interests of the community and protecting the rights of individual property owners.

The joint coordination chapter in the *Gillette Plan Update* recommends the following implementation strategies for use in the Joint Planning Area:\*

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

\*This area is described in more detail on page 16.

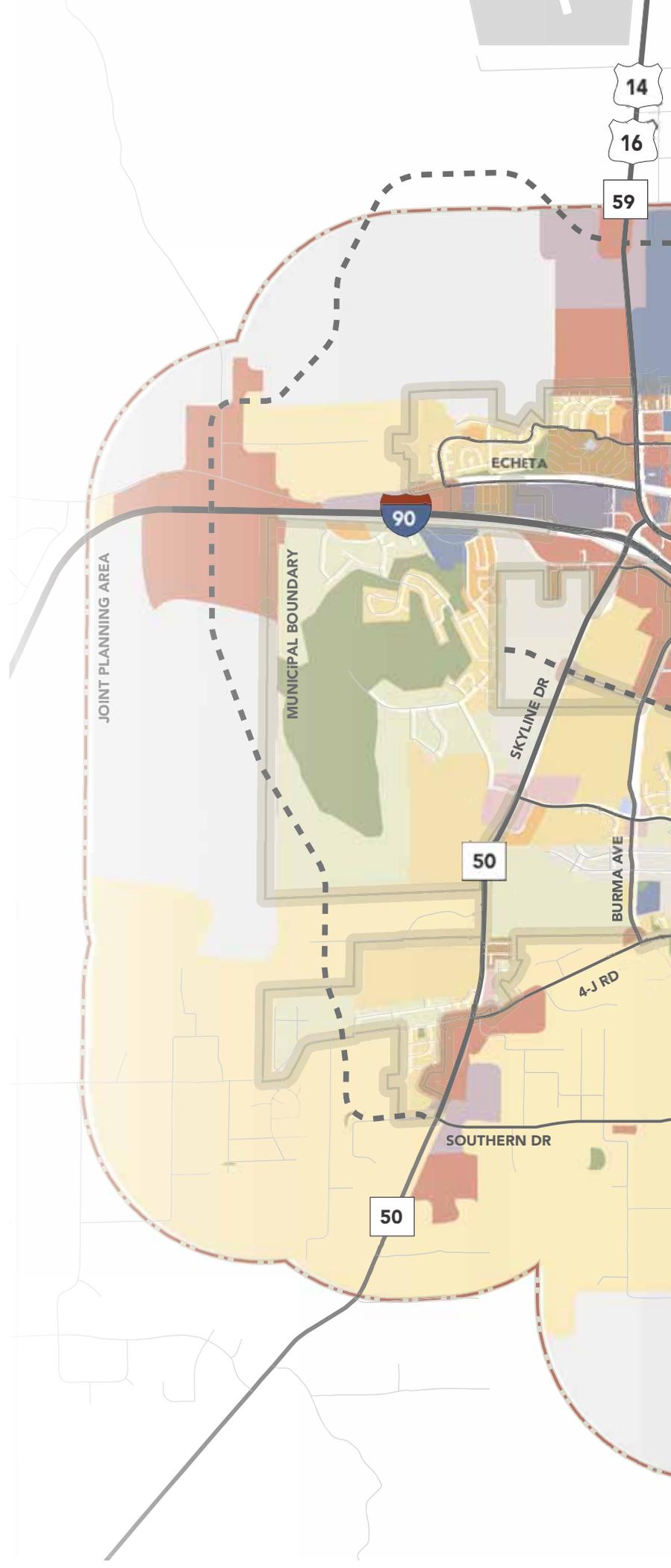
## Future Land Use Plan

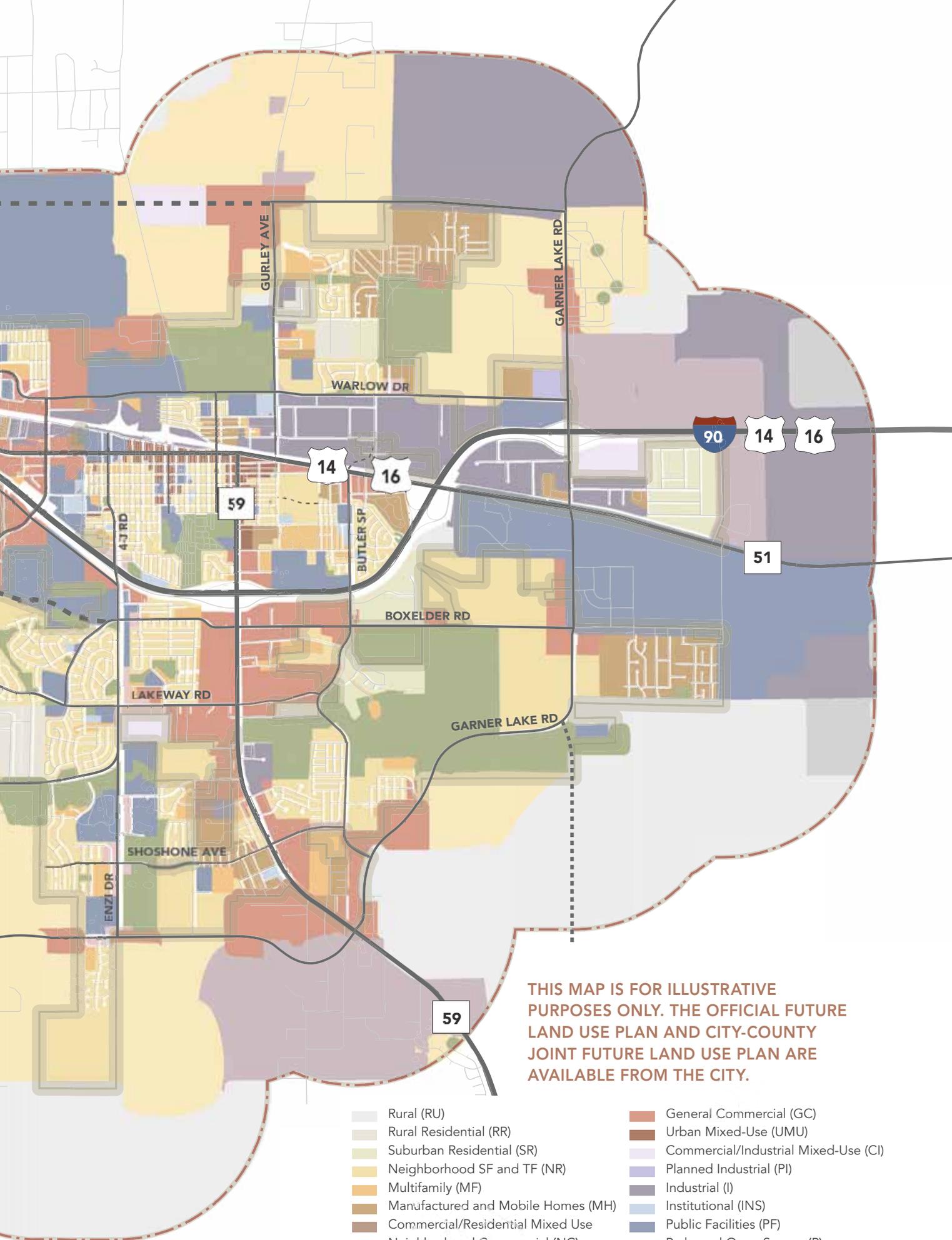
The *Future Land Use Plan* will serve as the City's planning blueprint to guide future development and land development regulations. If continually reviewed and updated, it will adapt to market trends while preserving high-quality development character and promoting unified growth patterns. Unlike the *Zoning Ordinance*, the *Future Land Use Plan* is a long-range planning tool showing generalized patterns of development. Property owners must consult with City officials to determine site-specific implications.

As part of this planning process, the City partnered with Campbell County to establish a first-ever *City-County Joint Future Land Use Plan*. It was adopted by both the City Council and County Board of Commissioners to facilitate consistent and predictable development trends across jurisdictional boundaries. The plan depicts future land use patterns within the Joint Planning Area, a one-mile radius extending from the City limits into the unincorporated County. According to Wyoming Statute 34-12-103, subdivision plats within this area must be reviewed and approved by both City and County officials.

### Overarching Influences

- Appropriateness of proposed development strategies and potential development agreements
- Potential re-writes and amendments to the City's zoning and land development ordinances and related City Code elements
- Timing and placement of infrastructure improvements to serve new and existing developments (e.g., transportation, utilities, and facilities planning)
- Need for and timing of City-initiated and landowner-requested annexations (and automatic expansion of the Joint Planning Area)
- Interdepartmental and interjurisdictional coordination and agreements
- Economic development strategies pertaining to commercial, industrial, and mixed land uses
- Investor assurance as to the compatibility, quality, and function of adjacent development





THIS MAP IS FOR ILLUSTRATIVE PURPOSES ONLY. THE OFFICIAL FUTURE LAND USE PLAN AND CITY-COUNTY JOINT FUTURE LAND USE PLAN ARE AVAILABLE FROM THE CITY.

- |  |  |
|--|--|
| <span style="display: inline-block; width: 15px; height: 15px; background-color: #e0e0e0; border: 1px solid #ccc; margin-right: 5px;"></span> Rural (RU)                         | <span style="display: inline-block; width: 15px; height: 15px; background-color: #c0504d; border: 1px solid #ccc; margin-right: 5px;"></span> General Commercial (GC)              |
| <span style="display: inline-block; width: 15px; height: 15px; background-color: #d9ead3; border: 1px solid #ccc; margin-right: 5px;"></span> Rural Residential (RR)             | <span style="display: inline-block; width: 15px; height: 15px; background-color: #800000; border: 1px solid #ccc; margin-right: 5px;"></span> Urban Mixed-Use (UMU)                |
| <span style="display: inline-block; width: 15px; height: 15px; background-color: #f4cccc; border: 1px solid #ccc; margin-right: 5px;"></span> Suburban Residential (SR)          | <span style="display: inline-block; width: 15px; height: 15px; background-color: #990000; border: 1px solid #ccc; margin-right: 5px;"></span> Commercial/Industrial Mixed-Use (CI) |
| <span style="display: inline-block; width: 15px; height: 15px; background-color: #fff2cc; border: 1px solid #ccc; margin-right: 5px;"></span> Neighborhood SF and TF (NR)        | <span style="display: inline-block; width: 15px; height: 15px; background-color: #9999ff; border: 1px solid #ccc; margin-right: 5px;"></span> Planned Industrial (PI)              |
| <span style="display: inline-block; width: 15px; height: 15px; background-color: #f4b084; border: 1px solid #ccc; margin-right: 5px;"></span> Multifamily (MF)                   | <span style="display: inline-block; width: 15px; height: 15px; background-color: #666699; border: 1px solid #ccc; margin-right: 5px;"></span> Industrial (I)                       |
| <span style="display: inline-block; width: 15px; height: 15px; background-color: #c07040; border: 1px solid #ccc; margin-right: 5px;"></span> Manufactured and Mobile Homes (MH) | <span style="display: inline-block; width: 15px; height: 15px; background-color: #99ccff; border: 1px solid #ccc; margin-right: 5px;"></span> Institutional (INS)                  |
| <span style="display: inline-block; width: 15px; height: 15px; background-color: #804020; border: 1px solid #ccc; margin-right: 5px;"></span> Commercial/Residential Mixed Use   | <span style="display: inline-block; width: 15px; height: 15px; background-color: #336699; border: 1px solid #ccc; margin-right: 5px;"></span> Public Facilities (PF)               |
| <span style="display: inline-block; width: 15px; height: 15px; background-color: #c05050; border: 1px solid #ccc; margin-right: 5px;"></span> Neighborhood Commercial (NC)       | <span style="display: inline-block; width: 15px; height: 15px; background-color: #669933; border: 1px solid #ccc; margin-right: 5px;"></span> Parks and Open Spaces (P)            |



### Gillette Avenue Urban Design Plan

The City commissioned a Downtown study to revitalize Gillette Avenue and the surrounding neighborhood. The plan includes physical improvements such as landscape, streetscape, and architectural concepts that complement planned infrastructure improvements.

## Regional Destination

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

### Key Considerations

- Downtown Revitalization
- Clustered and Mixed-Use Development Patterns
- Preservation of Quality of Life

### Primary Methods of Implementation

#### CAPITAL IMPROVEMENTS PLANNING



Construction of Downtown enhancements and infrastructure improvements in accordance with the *Gillette Avenue Urban Design Plan*.

#### DEVELOPMENT REGULATIONS AND STANDARDS



Revisions to the *Zoning Ordinance* that accommodate infill and mixed-use development patterns, as recommended in the *Future Land Use Plan*.

#### PARTNERSHIPS



Ongoing programming and marketing led by the Campbell County Chamber of Commerce, Campbell County Convention and Visitors Bureau, and Gillette Main Street, among others.

#### SPECIAL STUDIES, PROJECTS, OR PROGRAMS



Support for strategic planning initiatives that establish or enhance Gillette's unique identity as a destination for employment (e.g., business incubator), housing (e.g., mixed-use and multifamily), recreation (e.g., parks and pathways system), entertainment (e.g., Downtown), healthcare (e.g., Stocktrail neighborhood), and education (e.g., Gillette College).

# Quality Appearance, Compatibility, and Function

Gillette’s visual and functional appeal reinforce the quality of life for its citizens, as well as the perceptions of those making investment decisions. The initial impression of the City is formed by building appearance, property maintenance, condition of open spaces, and design of roadways and other infrastructure systems. The City has a window of opportunity to enact policies and standards that influence the quality of its natural and built environments. These considerations are especially important along highly visible corridors and at gateways. Without plans and regulations that establish expectations and minimum standards, there may be a sense of “sameness” in the community with little to distinguish it from other cities.

## Key Considerations

- Gateways and Corridors
- Coordinated and Predictable Development Patterns
- Optimal Connectivity

## Primary Methods of Implementation

### POLICIES

Ongoing formation and refinement of infrastructure extension, connection, and funding policies that promote coordinated and predictable development patterns.

### DEVELOPMENT REGULATIONS AND STANDARDS

Revisions to the City’s land development regulations and design standards to reflect the general principles of the *Gillette Plan Update* and other specialized plans.

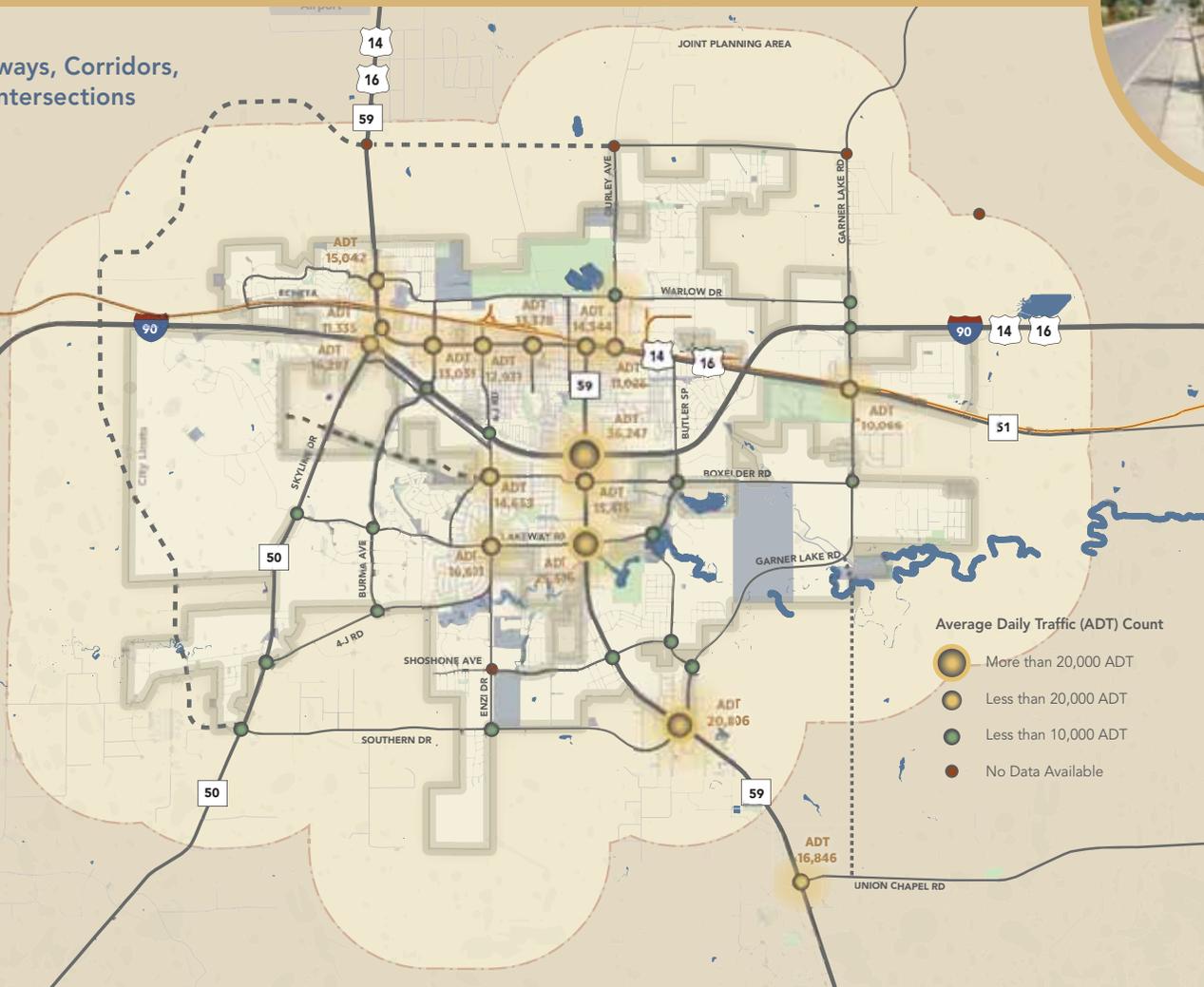
### PARTNERSHIPS

Formation of a City and County work group to facilitate consistency between policies, regulations, design standards, and review processes across interjurisdictional boundaries.

### SPECIAL STUDIES, PROJECTS, OR PROGRAMS

- Preparation of a *Strategic Gateways and Corridors Plan*, which may lead to new capital projects, ordinance revisions, and/or corridor design guidelines, among other considerations.
- Exploration of funding options for business improvements, including a revolving loan fund.

## Gateways, Corridors, and Intersections



### Need for Globalization

During a public input session, L&H Industrial's President, Mike Wandler, explained how his aftermarket parts company successfully transitioned to the global marketplace. Several Gillette companies export coal and mining supplies to Asia, Europe, Australia, South America, and Central America as a strategy to broaden Gillette's economy.



## Economic Diversification

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

### Key Considerations

- U.S. Energy Market
- International Energy Markets
- Business Recruitment
- Small Business Support
- Higher-End Retail

## Primary Methods of Implementation

### CAPITAL IMPROVEMENTS PLANNING



Ongoing planning and formation of public-private partnerships to facilitate utility, transportation, and telecommunications upgrades at targeted business and industrial parks. Typically involves master planning and grant solicitation.

### PARTNERSHIPS



Ongoing support to cultivate international relationships (e.g., sister cities) and new business ventures.



Ongoing and increased communication between local businesses and educational institutions (e.g., Campbell County School District, Gillette College, University of Wyoming).

### SPECIAL STUDIES, PROJECTS, OR PROGRAMS



Ongoing and increased support for business retention and recruitment programs as proposed in the Campbell County Economic Development Corporation's *Five-Year Strategic Plan for Economic Development*.

## Targeted Business and Industrial Parks

Gillette's industrial development has been historically driven by the market. In the absence of master plans or management strategies to guide the quality and appearance of buildings, landscaping, and infrastructure, the development patterns have varied. Approximately half of the parks are fully or partially located in unincorporated parts of the County. Some industrial parks offer premium amenities such as curb and gutter, while others lack adequate water supply to support fire protection services. In recent years, the Campbell County Economic Development Corporation, City, and County have begun to partner with private business owners to form more defined business and industrial parks and provide more amenities.

### Key Considerations

- Industrial Park Support and Funding
- "Shovel-Ready" vs. "Development-Ready" Marketing
- Availability of Utility, Transportation, and Telecommunications Infrastructure

### Primary Methods of Implementation

#### POLICIES



Ongoing formation and refinement of infrastructure extension, connection, and funding policies to promote well-defined business and industrial parks and discourage industrial sprawl.

#### CAPITAL IMPROVEMENTS PLANNING



Ongoing planning and formation of public-private partnerships to facilitate utility, transportation, and telecommunications upgrades at targeted business and industrial parks. Typically involves master planning and grant solicitation.

#### DEVELOPMENT REGULATIONS AND STANDARDS



Revisions to the *Zoning Ordinance* to reflect the business and industrial park designations in the *Future Land Use Plan*.

#### SPECIAL STUDIES, PROJECTS, OR PROGRAMS



Preparation of a scope of work and identification of funding sources to conduct a *Telecommunications Master Plan*.

### Business and Industrial Parks





### Gillette College

Gillette College has partnered with industry professionals to customize its academic and professional development programs. The College and other educational providers serve essential economic development functions by developing targeted skill sets, recruiting and retaining prospective workforce employees, and supporting innovative business ventures. Since the 2006 *Comprehensive Plan*, Gillette College has constructed more than \$50 million in capital improvements.

## Innovative and Supportive Business Climate

Gillette offers a favorable cultural, economic, and regulatory environment for attracting new businesses and protecting the interests of existing ones. With relatively high wages and disposable income, low sales and use taxes, no corporate income taxes, and among the lowest operational energy costs in the country, the City has received state and national recognition. Gillette is ranked 12th out of 576 communities for economic strength and first in the state for business climate, according to Policom and the Campbell County Economic Development Corporation, respectively. Gillette's entrepreneurial culture, responsiveness to economic change, and willingness to invest in the community will be necessary to sustain a positive growth outlook.

### Key Considerations

- Prospective Business Incubator
- Leadership Development Programs
- Education and Professional Development Programs by Gillette College and the University of Wyoming
- Public Investment

### Primary Methods of Implementation

#### CAPITAL IMPROVEMENTS PLANNING



Ongoing support and funding for a new \$6 to \$8 million business incubator and other potential projects in partnership with the University of Wyoming's Technical Business Center.



Continued support for public investments that demonstrate the City's commitment to preserving and improving Gillette's economic health and quality of life.

#### PARTNERSHIPS



Ongoing and increased communication between local businesses and educational institutions (e.g., Campbell County School District, Gillette College, University of Wyoming).

#### SPECIAL STUDIES, PROJECTS, OR PROGRAMS



Ongoing and increased support for business retention and recruitment programs as proposed in the Campbell County Economic Development Corporation's *Five-Year Strategic Plan for Economic Development*.

## Strategic Infill and Contiguous Development Patterns

Approximately 30 percent of land within the City limits is undeveloped. Therefore, the next 30 years of residential, commercial, and industrial growth should be promoted within Gillette's boundary. A contiguous pattern of development will naturally extend from the City's existing footprint to ensure an efficient use of land and infrastructure. This result will lower costs for capital improvements, long-term maintenance, and public safety services. In addition to financial implications, scattered growth patterns can degrade environmental resources by prematurely opening rural areas to the impacts of urban development.

### Key Considerations

- Influence of Water and Transportation Infrastructure
- Home Financing Impacts on Development Patterns
- Challenges to Annexing Some County "Islands"

### Primary Methods of Implementation

#### POLICIES

-  Ongoing formation and refinement of infrastructure extension, connection, and funding policies that promote infill and contiguous growth patterns.
-  Updated land development policies that accommodate mixed-use areas and capitalize on infill and redevelopment opportunities.

#### CAPITAL IMPROVEMENTS PLANNING

-  Targeted infrastructure improvements in older neighborhoods to catalyze private reinvestment and revitalization.

#### PARTNERSHIPS

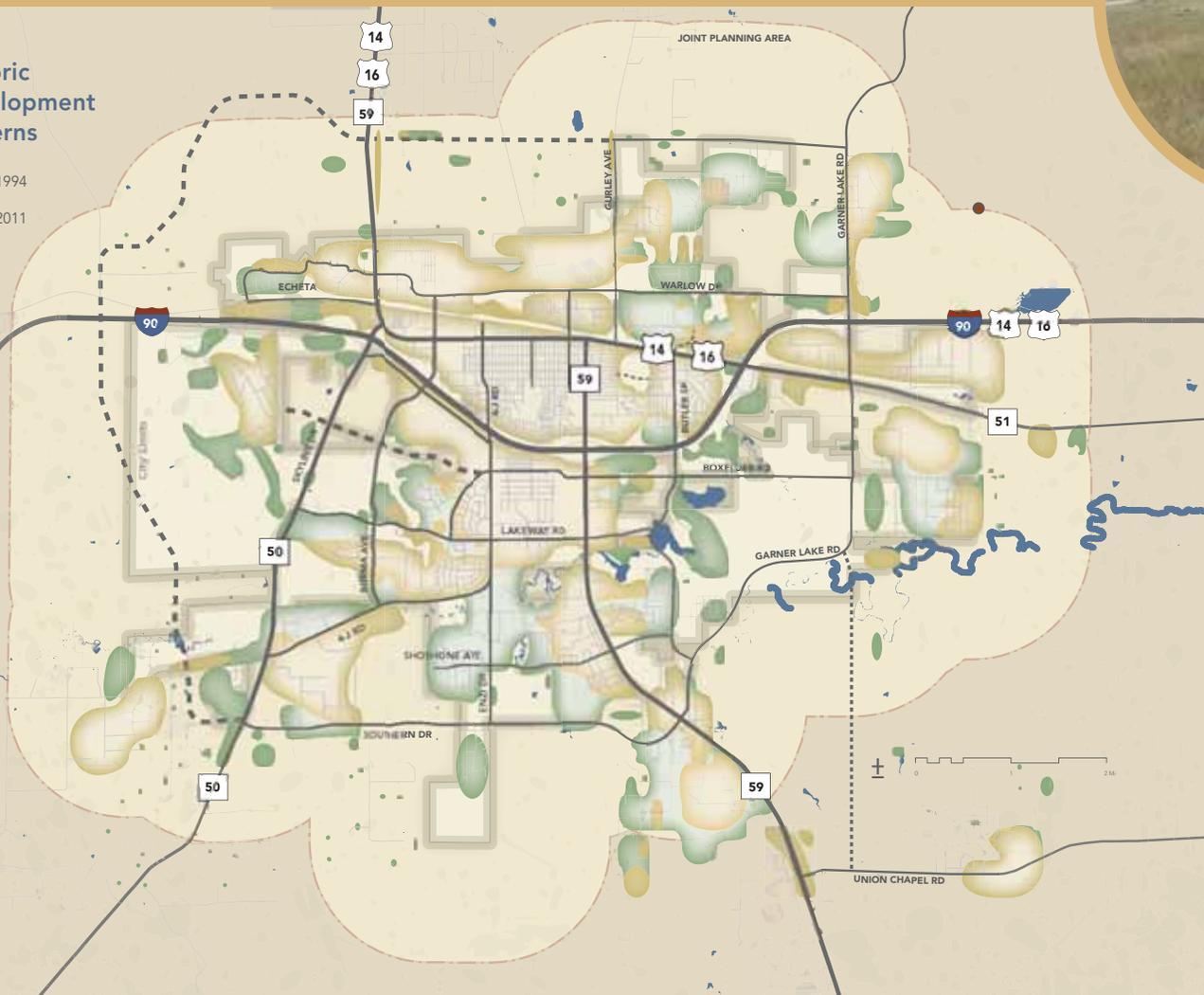
-  Formation of a City and County work group to facilitate consistency between policies, regulations, design standards, and review processes across interjurisdictional boundaries.

#### SPECIAL STUDIES, PROJECTS, OR PROGRAMS

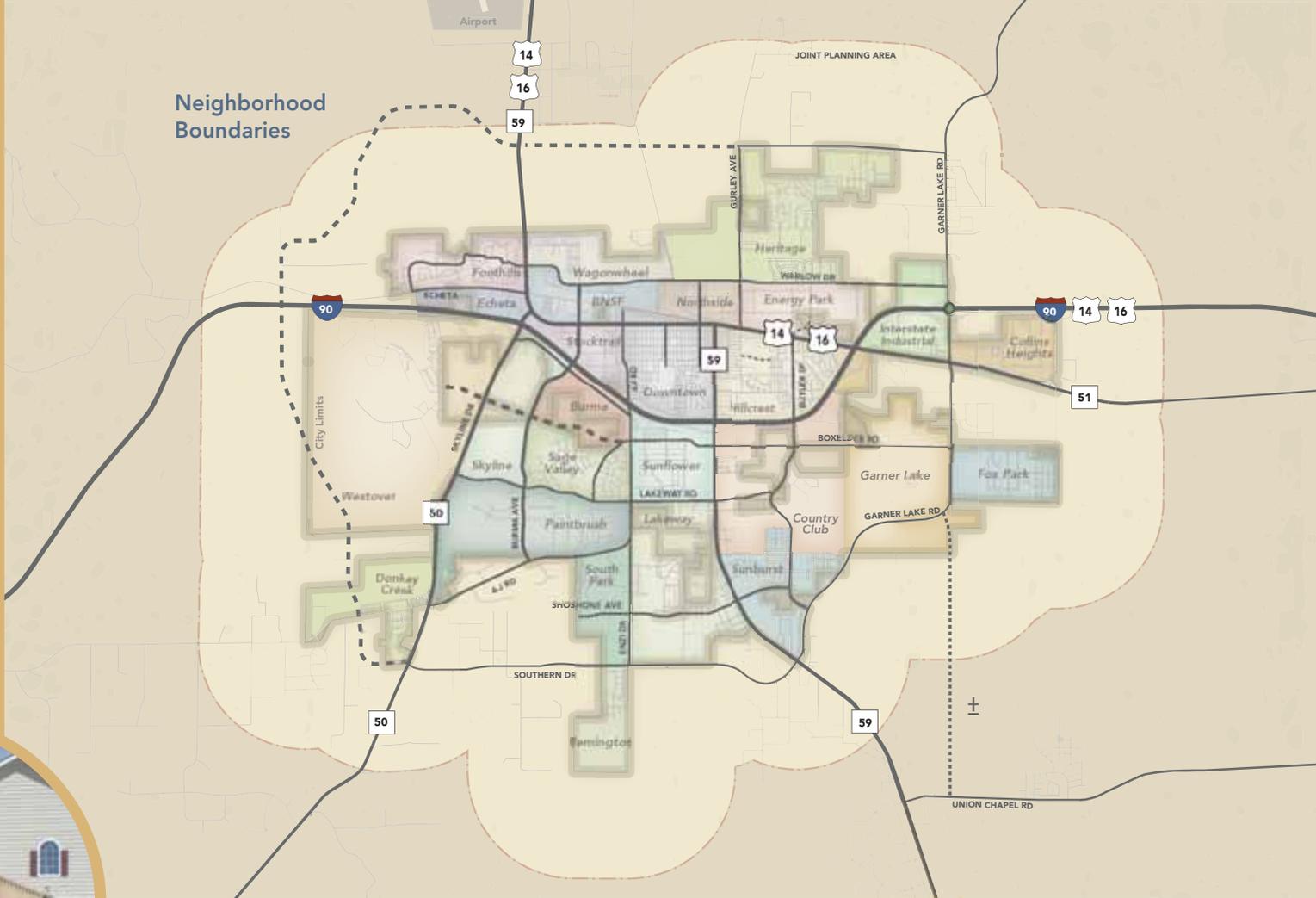
-  Consideration for an infill incentive program that promotes private reinvestment in priority growth areas.

### Historic Development Patterns

-  1994
-  2011



## Neighborhood Boundaries



## Neighborhood Planning and Revitalization

As a relatively young and growing community, Gillette has traditionally offered a well-maintained housing stock with a significant percentage of new homes. The extent of new construction and high demand have kept the cost of housing disproportionately high and shielded the community from many of the deterioration issues associated with older neighborhoods. Nowadays, more than half of Gillette's neighborhoods are starting to reach the 30- and 40-year milestone. This transition requires major infrastructure investments, home renovations, and strategic infill initiatives. Neighborhood planning and revitalization are essential to preserving the community's social and historic fabric, as well as providing diverse and affordable housing choices.

### Key Considerations

- New Housing Patterns
- Impacts of Recession
- New Construction in Phases

### Primary Methods of Implementation

#### CAPITAL IMPROVEMENTS PLANNING



Targeted infrastructure improvements in older neighborhoods to catalyze private reinvestment and revitalization.

#### DEVELOPMENT REGULATIONS AND STANDARDS



Revisions to the City's land development regulations and design standards to reflect principles of quality neighborhood design (e.g., neighborhood commercial centers, street design, sidewalk connectivity, access to parks and open space).

#### PARTNERSHIPS



Coordination of timing, placement, and amenities of new Campbell County School District facilities.

#### SPECIAL STUDIES, PROJECTS, OR PROGRAMS



Prioritization and funding of future neighborhood plans and initiatives based on the City's new neighborhood boundaries. The *Stocktrail Neighborhood Plan* serves as a recent model.

## Protection of Natural Resources

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

### Key Considerations

- Increasing Development Pressures
- Water Conservation
- Joint-Use Facilities

### Primary Methods of Implementation

#### POLICIES

-  Ongoing formation and refinement of infrastructure extension, connection, and funding policies to prevent premature urbanization.

#### PARTNERSHIPS

-  Continued coordination between the City and County with regard to regional water.

#### CAPITAL IMPROVEMENTS PLANNING

-  Investment in joint-use facilities that serve both stormwater management and recreation functions.

#### DEVELOPMENT REGULATIONS AND STANDARDS

-  Revisions to the City's land development regulations and design standards to reflect best management practices for irrigation and water conservation.

#### SPECIAL STUDIES, PROJECTS, OR PROGRAMS

-  Updates to the *Parks and Pathways Master Plan* to reflect changes since its adoption in 2009 and to incorporate principles of the new *Stormwater Master Plan*.

### Joint Use Facilities

The community's natural drainageways and man-made detention basins are most effective when paired with passive and active recreational opportunities.



## Diverse and Affordable Housing Choices

Affordable housing refers to choices in living accommodations that meet the diverse needs of Gillette's residents. These needs range from the limited or subsidized incomes of Gillette College students to fixed incomes of seniors. As the population increases, there will be greater pressure on the community to provide more affordable housing options. Certain needs are currently met through regional, state, and federal programs. However, Gillette will ultimately need to increase local funding and administrative capacity as the community reaches 50,000 residents over the next 30 years.

### Key Considerations

- Changes to Demographic Composition
- Mixture of Housing Types and Vacancies
- Diverse Range of Housing Prices
- Affordable Housing and Homeless Programs

### Primary Methods of Implementation

#### CAPITAL IMPROVEMENTS PLANNING



Targeted infrastructure improvements in older neighborhoods to catalyze private reinvestment and revitalization.

#### DEVELOPMENT REGULATIONS AND STANDARDS



*Revisions to the Zoning Ordinance* that reflect a range of housing types and sizes designated by the *Future Land Use Plan*, including clusters of mixed-use and multifamily development types.

#### PARTNERSHIPS



Ongoing funding and programming coordination with the U.S. Department of Housing and Urban Development (HUD), Wyoming Community Development Authority (WCDA), and Council of Community Services (CCS).



Ongoing coordination with Gillette College and the Campbell County Senior Center to meet specialized housing needs and to promote compatibility with surrounding uses.

### Demand for Senior Housing

Over the last 20 years, the biggest population growth has been among adults in their 50s. As these residents mature, the City will need to proactively adapt its housing and transportation strategies to accommodate fixed incomes, limited mobility, preferences for smaller homes, and new forms of recreation and leisure.



# Acknowledgments

## City Council

Tom Murphy, *Mayor*  
 Louise Carter-King, *Ward One*  
 Kevin McGrath, *Ward One*  
 John Opseth, *Ward Two*  
 Forrest Rothleutner, *Ward Two*  
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 Adrienne Hahn  
 Damon Hart\*  
 Jim Howard  
 Billy Montgomery  
 Dallas Streets  
 Jennifer Thomas  
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\* *Former Commissioners*

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