

City of Rawlins Comprehensive Master Plan (2012-2030) – Forward Vision



LANDMARK DESIGN TEAM



Adopted January 21, 2014

RESOLUTION NO. 01B-2014

A RESOLUTION ADOPTING THE RAWLINS COMPREHENSIVE MASTER PLAN BY THE GOVERNING BODY FOR THE CITY OF RAWLINS, CARBON COUNTY, WYOMING.

WHEREAS, Wyo. Stat. Ann. §15-1-504 provides the statutory framework for a comprehensive master plan and states that the plan shall be made for the general purpose of guiding and accomplishing a coordinated, adjusted and harmonious development of the municipality which will best promote the general welfare as well as efficiency and economy in the process of development; and

WHEREAS, pursuant to Wyo. Stat. Ann. §15-1-503 (a), the commission, after holding public hearings, shall adopt and certify to the governing body a master plan for the physical development of the municipality; and

WHEREAS, the Governing Body of the City of Rawlins recognizes the need for a forward vision that will assist in improving on current conditions and future visions; and

WHEREAS, a Draft Plan Public Open House was held on December 12th, 2011, a Public Workshop was held on September 24th, 2012, a Public Scoping Meeting was held on June 20, 2012, and a Planning Commission hearing was held on January 14th, 2013; and

WHEREAS, pursuant to Wyo. Stat. Ann. § 15-1-503, the Planning Commission has reviewed the entire contents of the comprehensive master plan including all accompanying maps, plats, charts, descriptive and explanatory intent and having no further comments, amendments or changes to the comprehensive mater plan, City Staff recommend that the city adopt the plan.

WHEREAS, at said public hearing, the Rawlins Planning and Zoning Commission voted to certify in writing its recommendation to the Governing Body of the City of Rawlins, Carbon County, Wyoming to adopt the Rawlins Comprehensive Master Plan; and

WHEREAS, the Governing Body of the City of Rawlins, Carbon County, Wyoming, pursuant to Wyo. Stat. Ann. §15-1-506 (a), and after receipt of said certified recommendation for approval of the Rawlins Comprehensive Master Plan, advertised by public notice in the Rawlins Daily Times pursuant to the Public Meetings Act prior to public hearing to solicit input and comments on the proposed comprehensive master plan; and

WHEREAS, the governing body of the City of Rawlins, Carbon County, Wyoming, in considering adoption of said comprehensive master plan have also reviewed and considered the entire content of the plan together with all public comments and input; and

WHEREAS, the governing body of the City of Rawlins, Carbon County, Wyoming, have determined that the proposed Rawlins Comprehensive Master Plan is in conformity with the goals, strategies and actions of the municipality and otherwise promotes the health, safety, and general welfare of the residents of the City of Rawlins; and

NOW, THEREFORE, BE IT RESOLVED BY THE GOVERNING BODY OF THE CITY OF RAWLINS, WYOMING that the Rawlins Comprehensive Master Plan in its entirety which

includes maps, plats, charts, descriptive and explanatory intent and all matters documented within is hereby adopted as the City of Rawlins recognizes the need to improve on current conditions and future visions.

PASSED, APPROVED, AND ADOPTED this 21st day of January, 2014.

CITY OF RAWLINS, a Wyoming
municipal corporation


Kenneth C. Klouda, Mayor

ATTEST:


Marla K. Brown, City Clerk



NOTE OF CERTIFICATION

CERTIFICATION FOR THE GOVERNING BODY OF
THE CITY OF RAWLINS,
BY THE CITY OF RAWLINS PLANNING COMMISSION

CITY OF RAWLINS COMPREHENSIVE MASTER PLAN

The City of Rawlins Planning Commission has reviewed in full the City of Rawlins Comprehensive Master Plan, on the 14th day of January in the year 2014.

By the authority of the Planning Commission, I do hereby adopt the Final Comprehensive Master Plan for the City of Rawlins. By affirmative vote of not less than a majority of the commission, I do hereby approve of the descriptive intent, goals, maps and all other matters contained within this document.

The decision represents certification of the City of Rawlins Comprehensive Master Plan.



Harry Lovato, Chairperson



Danielle Gross, Secretary



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Acknowledgements

MANAGEMENT COMMITTEE MEMBERS

Mark Ames, Bureau of Land Management
Amy Bach, Director of Community Development
Louis Espinoza, Sr., City Council
Sid Fox, Carbon County Planning & Development
Blane Frandsen, Public Works
L.J. Genz, Citizen
Steve Golnar, City Manager
Patti Hays, Planning Commission
Kenneth C. Klouda, Mayor
Jake Lonn, WYDOT
Kevin McCoy, WYDOT
Troy Palmer, Chief of Police
Pam Thayer, Downtown Development Authority
Dave Throgmorton, Carbon County Higher Education
Cindy Wallace, Carbon County Economic Development Corporation
Chris Waller, Recreation Services
Richard Wilson, Planning Commission

PLANNING COMMISSION

Pam Bailey-Fross
Sherril Bailey
Louis Espinoza Sr., Council Member
Patti Hays
Richard Wilson
Harry Lovato, Chairperson
Malcolm Watson, Vice-chairperson

MAYOR

Kenneth C. Klouda
Vice Mayor Judy Dixon

CITY COUNCIL

Eddie Archuleta
Louis Espinoza, Sr
Steve Kovachevich
Barbara Rodriguez
Rodney Schuler

LANDMARK DESIGN TEAM

Mark Vlastic, ASLA, AICP, PLA – Landmark Design, Inc.
Jan Striefel, FASLA, AICP, PLA – Landmark Design, Inc.
Lisa Benson, ASLA, PLA – Landmark Design, Inc.
Jennifer Hale – ASLA, PLA – Landmark Design, Inc.
Susan Becker, AICP – ZBPF
Cecily Buell – ZBPF
Amy Allen, PE – JFC Engineers and Surveyors
Ann Bowers, PE, PTOE, Fehr and Peers
Gregory J. Poole, MS, PE – Hansen, Allen, & Luce

Executive Summary

1 INTRODUCTION & BACKGROUND

The existing master plan for Rawlins has become outdated, and no longer reflects the direction the community should be headed. The “Rawlins Comprehensive Master Plan (2012 - 2030) - Forward Vision” builds upon the western roots of Rawlins’ people and the strong affinity and connection they have with the land, resulting in a plan for the future that addresses the full gamut of needs and expectations.

The plan documents existing conditions, analyzes important community issues and ideas, and proposes future visions and growth directions for the City. It is divided into the nine separate elements, or chapters, as follows:

1. Introduction & Background
2. Context & Natural Conditions
3. Land Use & Urban Design
4. Housing & Neighborhoods
5. Transportation & Circulation
6. Parks, Recreation, Trails & Open Space
7. Public Services
8. Public Utilities and Infrastructure
9. Economic Development
10. Action Plan

Identifying key community issues is critical for ensuring that the Master Plan accurately represents the expected needs and desires for the future. This was achieved through a thorough public involvement process that incorporated multiple opportunities for members of the public to provide comments, feedback and direction throughout the

planning process. Some of the methods used included a plan management committee, public meetings and workshops for public input, and a project website to provide information and to receive input from people unable to attend meetings.

Growth projections in Rawlins are complicated by the fact that many employees in the energy industry “live” in local hotels for a period of time. However, for official population purposes, these “residents” are not counted as part of the population. Therefore, “official” population projections in Rawlins understate the true impact of the energy industry and the actual population in the area for which municipal services must be provided.

In order to determine future land use and facility needs, population scenarios were established for the next 18 years, each reflecting a distinct scenario of potential growth. **Scenario One** is the official projection made by the State of Wyoming and is the slowest of the options considered. **Scenario Two** shows somewhat more rapid growth, with **Scenario Three** even more rapid, and **Scenario Four** having the most aggressive growth projections of any of the options. The scenarios indicate that the 2010 population in Rawlins will increase by a minimum of 224 and up to 3,747 new residents in 2030.

POPULATION PROJECTIONS

	2010	2015	2020	2030
Scenario 1	9,259	9,344	9,548	9,483
Scenario 2	9,259	9,453	10,193	10,123
Scenario 3	9,259	11,234	10,879	11,219
Scenario 4	9,259	13,412	11,815	13,006

Future housing projections are based on estimates of population growth in 2020 and 2030. The total land needed for housing development, based on the four scenarios, ranges from 20 to 335 additional residential acres by 2030.

2 PHYSICAL SETTING & ENVIRONMENT

Rawlins is located in a semi-arid climate, approximately 6,800 feet above sea level. To the south are the Sierra Madre and Haystack Mountains, with the Shirley Mountains located far to the north. The local topography is characterized by gently rolling land rising sharply at the steep, rocky uplifts located along the edges of the city. Elevations range from just under 6,700 feet to slightly more than 7,800 feet, with the most dramatic changes occurring at the uplifts.

Existing development is generally limited by the 7,000 foot contour, which tends to define the bottom slopes of the uplift formations. This contour also represents the upper limit where gravity-fed water service is available, limiting development above this line.

The area around Rawlins is located within the Sugar Creek drainage basin. Due in part to the large area contributing to the basin, the ground along the waterways is susceptible to flooding. Detailed studies and proper upstream planning is essential for limiting flooding and other drainage impacts in the city.

Rawlins is well-known for its high winds, cold winter temperatures and drifting winter snows, in addition to world-class hunting and fishing. Although a range of wildlife habitats occur in the area, the most critical are located on the nearby plains and hills that support large populations of pronghorn antelope and mule deer. Core areas of sage grouse habitat are located near the city edges. Other common wildlife species in the area include coyote, red fox, black-tailed prairie dog, badger, prairie rattlesnake, Columbian sharp-tailed grouse, blue grouse and golden eagle.

As development occurs, the impacts to wildlife can be significant if proper planning is not undertaken. Steps are required to ensure that urban growth does not encroach on key areas of wildlife habitat or

diminish the natural systems that wildlife rely on for survival and reproduction.

Rawlins is surrounded by large extents of open land that contribute to the broad views and unique vistas of the area. The open land also forms critical habitats that are highly-valued by local residents and visitors, and as places for engaging in outdoor activities.

Much of the open land surrounding Rawlins is federally owned and managed by the Bureau of Land Management (BLM), with smaller public tracts held by the State of Wyoming, Carbon County and the City of Rawlins. Interspersed in the mix are large and significant parcels of privately held land. BLM lands are particularly prevalent, and are managed to sustain the health, diversity and productivity of the land for the use and enjoyment of present and future generations. The bureau utilizes a variety of management tools and techniques to balance the demands of public land users while addressing the needs of traditional user groups.

Open lands that are privately owned are more susceptible to change and modification than public lands, and generally require special tools and incentives to help mitigate impacts that can affect their quality as open space. Examples that are feasible in Rawlins and the surroundings include cluster development, zoning restrictions and conservation easements.

3 LAND USE & COMMUNITY DESIGN

As the City of Rawlins has grown and aged, it has become a more complex place. Public demands have increased, calling for better housing, improved aesthetics, more amenities and services, better maintenance of public infrastructure and private properties, more things to do, and changes that improve the “quality of life.” The public also expects more sustainable development, coordinated planning with

Carbon County, and growth that is responsive to the natural setting, environment and history of the City and its surroundings.

In order to adequately address these increasingly complex demands, future growth needs to be adjusted to meet expectations. This begins with the establishment of a clear vision for the future.

Existing land uses in Rawlins reflect the patterns and eras of growth that have occurred since the City was settled. Single-family residential, commercial, public/institutional and vacant lands are the most significant in the City.

The land ownership pattern in Rawlins and the surrounding area is unique, presenting distinct challenges to the growth and development of the City. This is the result of a 40-mile wide strip of land that is located on each side of the Union Pacific Railroad right-of-way from the Utah border to the Nebraska state line, where ownership patterns alternate in 1-mile grids in a checkerboard pattern, affecting land use continuity in the city.

Accommodating future growth is the most elemental function of this planning effort. The Future Land Map reflects the vision expressed by the public, addressing key desires such as the establishment of a more “livable city; a focus on “infilling” the gaps within the City before expanding outward; increasing density in key areas and upgrading under-developed areas; promoting a wider range of housing options and services; and re-developing blighted and poorly-functioning areas of the City.

An Urban Design Concept Plan has also been developed to address the physical enhancements necessary to meet the vision and desires expressed by the public. It focuses on several key aspects of the physical environment of the city, including the following:

- Visual Enhancement of Rawlins from the Freeway
- Community Gateway Enhancements
- Street Enhancement Transition Points
- Downtown/South Neighborhood Connections

4 HOUSING & NEIGHBORHOODS

Rawlins’ housing vision for the future must meet the lifecycle demands of its current residents while accommodating the ever shifting and changing needs of its economic base – the energy industry. The single largest challenge in the housing inventory is a shortage of apartments and rental housing, compounded by the lack of quality of existing homes and apartments available. The influx of energy workers has tightened supply relative to demand, causing rental prices to rise. Hotels in the region are accommodating that excess demand, reporting that approximately 40 percent of their occupancy comes from energy industry workers.

Residential properties have an aging inventory that is struggling to meet demand and to attract middle-class families. Of current single-family homes for sale, the average year built is 1955 with 58 percent of current homes on the market built before 1959.

Real estate agents have noted that many of the vacant houses are not marketable because they are not up to a modern standard of living. Carbon County has one of the highest rates in the State of single-family homes in worn out or badly worn condition at 35.1 percent of homes. Additionally, 90 percent of apartment units are considered low quality. The majority of homes are also smaller than most families are looking for in today’s market. The County’s average square feet for single-family homes is the lowest in the State at 1,691 square feet when including

basements, and second lowest in the state at 1,331 square feet if excluding basements.¹

Housing demand going into the future will be driven by two factors: 1) population growth; and 2) temporary needs of construction workers associated with cycles in the energy industry. Based on different population growth scenarios (detailed in full in housing chapter), there are varying needs of additional residential acreage available for development. More than half of the housing stock in Rawlins is valued at less than \$125,000. While there is plenty of affordability in Rawlins, this poses a different problem. As stated by the realtors, there is insufficient “quality” housing to meet the demands of the population. This is likely because those making incomes higher than \$35,000 (i.e., 77 percent of the population) are competing for the 45 percent of the housing stock that is more applicable for their income range.

In Rawlins, 39.1 percent of the population makes more than \$75,000 annually. This segment of the population can afford housing priced at \$269,000 and above. However, less than four percent of the existing housing stock falls into this category. Further, many would-be homeowners feel that prices in Rawlins are high for the quality or value received.

Considering rent ranges is also important in determining housing affordability in a region. Since one quarter of the population in Rawlins makes less than \$35,000 per year, a proportional number of rentals or more should have rents below \$625 per month. Through talking to real estate agents and property managers in the area, these rates sound difficult to find because most rents range between \$800 and \$1,200 per month.

¹ Wyoming Community Development Authority, “2011 Wyoming Housing Conditions,” March 14, 2012.

The following is a summary of the types of housing that are needed in the future in Rawlins:

- Better quality single-family homes
- More adequate (good quality) affordable housing
- Furnished housing and efficiency units – temporary workers seeking low-hassle, inexpensive housing
- Better quality apartments and rentals – especially for middle or high-end markets
- Assisted living complexes
- Townhomes and condominiums
- 3-bedroom homes with garages – ideal basic homes with better quality for small families
- Additional single-family and rental housing to meet overall increases in demand associated with energy production

5 TRANSPORTATION & CIRCULATION

A separate Transportation Master Plan was completed in 2013 under separate cover. The following are highlights and key points contained in the plan.

Rawlins’ current transportation system is built on a gridded street network, allowing for good distribution of vehicular traffic and a reduction in congestion. Rawlins has relatively uncongested roadways and traffic volumes have been static, or slightly decreasing, for the past two decades. There is an extensive trail network throughout Rawlins. The main truck routes currently in Rawlins include I-80, North Higley Boulevard, 3rd Street, Cedar Street, and Spruce Street, leading to concern about truck traffic through downtown and the ability to accommodate trucks during winter I-80 closures. Through-truck traffic and safe access to schools are top priorities for the City.

Over the past two decades, the population of Rawlins has been decreasing and traffic volumes have been largely flat to decreasing.

However, the energy industry will have an impact to Rawlins' transportation network. The main roadways that are forecasted to see increases in traffic are 3rd Street, Higley Boulevard, Spruce Street, and Cedar Street. These streets accommodate truck and through traffic. Truck volumes are expected to follow similar trends to the traffic volume projections. However, truck volumes tend to be more volatile in nature due to slowdowns in natural gas drilling activity, completion of construction projects and initiation of construction projects.

In order to safely and efficiently accommodate Rawlins' current and future transportation needs, the following recommendations have been made. Several implementation steps should be initiated over the next couple of years to determine if changes are needed, or to reaffirm a particular strategy.

Key short-term and mid-term improvements include the following:

- Additional roadway connections - Harshman Drive to Higley Boulevard and Brooks Street to Higley Boulevard
- Expansion of Higley Boulevard bridge over I-80 to accommodate sidewalks (WYDOT is already considering this improvement)
- Modifications to the intersections of Walnut Street/Date Street/7th Street and Colorado Street/Mahoney Street
- Access management for the businesses on the south side of Cedar Street between Alton Lane and Airport Road
- Rerouting trucks traveling to/from the north of Rawlins to/from I-80 from 3rd Street to Higley Boulevard
- Conversion of Front Street back to a two-way road and allow through traffic to travel east-west
- Installation of sidewalk infrastructure in areas within one-quarter mile of a school, park, community center or similar pedestrian activity generator
- Maintenance of pedestrian facilities, specifically tunnels under the railroad

- Installation of high-visibility crosswalks at the intersections 3rd Street/Heath Street and 3rd Street/Colorado Street

Key long-term improvements include the following:

- Additional roadway connections - Higley Boulevard across the railroad
- Signalization of the intersections of Pettigrew Drive/Higley Boulevard and Inverness Boulevard/Higley Boulevard
- Reconstruction of the eastern interchange (Exit 215) to accommodate access from all directions on Cedar Street and WY 76
- Access management in the Airport Road area as new development and redevelopment occurs in the area

6 PARKS, RECREATION, TRAILS & OPEN SPACE

The 1999 "City of Rawlins Master Plan Update" identified Goals and Policies for parks and recreation, which were used as a starting point and basis. Additionally, the City has established "Goals and Objectives 2012-2013" which address key action items and interest areas, several of which address parks, recreation and open spaces. Together, these goals, policies and vision statements provide a framework for future planning and establish the important qualities that recreational programs and facilities provide for a well-rounded and healthy community.

The City of Rawlins Recreation Services Department manages recreation facilities and provides programs for wellness, entertainment, and education for youth, adults, and seniors. The programs are varied, tailored to community interests, and include a "Music in the Park" series during the summer. Recreation programs are offered at the Recreation Center and in facilities located in various parks throughout the community. The Department includes approximately 15 full-time employees and at least that many seasonal employees during summer months.

The City's Grounds (Parks) Division is a part of the Public Works Department and is responsible for maintenance and care of park facilities, the cemetery, and other open spaces that are City-owned. Department staff also plant and maintain City trees.

The City of Rawlins includes 63.7 acres of park land ranging in size from under one acre to over 30 acres. The parks located in neighborhoods generally serve the residential areas and provide a range of amenities including pavilions, restrooms, picnic tables, grill units, drinking fountains, and playground equipment along with tennis and basketball courts and horseshoe pits. They are generally within walking distance. Three additional parks are primarily devoted to sports fields.

The estimated current population in the City of Rawlins for 2012 is 9,262. This includes approximately 468 (2,000 estimate) inmates at the Wyoming State Prison. For purposes of calculating the current level of service (LOS) for the City, the prison population has been excluded from the population estimate because it does not use parks and recreation facilities in Rawlins. Therefore, the population used in calculating the current LOS is established at 8,794, and are assumed to be residents of the City who have access to City-owned parks and recreation facilities. Based on that population number, the current LOS for parks in Rawlins is 7.24 acres of park land per each 1,000 in population. Level of service is a guide that some communities use to determine how much additional park land will be needed in the future due to growth in population.

Population projections for the City of Rawlins indicate that in the next 20 years, the community will grow slightly from 9,262 to 10,179 – an increase of 917 persons, and decline slightly by 2030 to a population of 10,123. Again, these growth projections include the prison population, which is not included in the calculations for future park need. Therefore, population projections for future park need are based on growth to 9,711 in 2022 and decline to 9,655 by 2030.

Based on these population projections, the City of Rawlins will not need to add additional park acreage to maintain its current LOS. It is recommended that the City use its resources toward upgrading existing parks, improving park maintenance, and adding additional facilities and recreation opportunities in parks. As additional residential neighborhoods are added, the City may wish to look at its distribution of parks and assure that neighborhoods have good access to parks – preferably within a one-half mile walking distance.

In addition to the 63.7 acres of City-Owned and Maintained Parks, residents of Rawlins have access to an impressive variety of other recreational opportunities, including a recreation center, golf course, shooting ranges, the Wyoming Pioneer Prison (Old Pen), the Rawlins Cemetery, Rawlins Springs, and the Carbon County Fairgrounds, totaling nearly 817 acres. These facilities complement the vast amount of public lands surrounding the City.

While school fields and recreation facilities are not normally part of a public parks and recreation profile, they regularly serve as places for sports and recreation. This is true in Rawlins, where non-school sports are played on school fields, and where indoor recreation facilities are occasionally used for non-school events. Likewise, students regularly use City facilities.

The City of Rawlins has developed 7.88 miles of trails within the City boundary, with an additional 2.8 miles proposed as part of expanding the Walking Path and the Rawlins Springs Interpretive Trail. As envisioned, the trail system will encompass 10.68 miles of trail upon completion. Many of the City's trails also connect to regional trails in the surrounding area, including the Continental Divide National Scenic Trail, the 1849 Cherokee Trail, and the Rawlins-to-Fort-Washakie stage road (also known as the Chief Washakie Trail).

The City and its residents appear comfortable and satisfied with the quantity and locations of existing parks. If the majority of future growth takes place within the existing City boundary as suggested elsewhere in this plan, it will not be necessary to add additional parks in the next twenty to twenty-five years, based on the population projections. However, if residential neighborhoods are developed outside of the current City boundary, then the City should assure that new residents have access to a neighborhood park within walking distance. It will also be important to establish a standard for park development.

The City should focus its resources on improving and upgrading existing parks providing additional facilities in the parks, and working with residents to determine a broader range of recreational programs that take place in parks and other recreational facilities. Additionally, the City should begin negotiations with the School District to provide off-hours use of school facilities for local residents and to receive some compensation or shared responsibility for maintenance of City parks that are used for school activities. Similarly, the City, Carbon County and School District should consider the development of expensive joint facilities in the future as the need arises, such as swimming pools and water parks.

When the proposed trails are developed, and in conjunction with good sidewalks and pedestrian ways, the City will have a good trail system that could only be complemented with additional trails that might travel through and connect Tin Can Hill Wetland Park, and be connected to the City's planned trail system.

7 PUBLIC SERVICES

The goals and objectives reflected in the previous master plan and the City's recent visioning process are still relevant and provide direction for the goals and policies at the end of this chapter.

The City of Rawlins Police Department (RPD) current employs nineteen sworn officers, six dispatchers, a records division, a victim advocate, two animal control officers, and one administrative secretary. The RPD includes five divisions (Animal Control, Communications, Investigation, Patrol and Victim Assistance), and provides numerous public education programs. The RPD offers several educational programs for schools, businesses and organizations, and City residents. These generally include a presentation by an officer during which attendees may ask questions and provide other comments. Recent cutbacks have resulted in the loss of two officers. The Department's Chief would like to have the Resource Officer position replaced. The Resource Officer had an office in the High School and took all calls related to schools. The Department is currently housed in an historic structure which cannot be remodeled to better suit the needs. The new building would replace the Main Station, and be located on Daley Street on City-owned property.

The Rawlins Fire Department employs ten full-time paid staff, and 23 volunteers who are responsible for emergency response and public education and service. The Department provides fire protection, emergency medical services, and Hazmat Response Services. The services provided by the Department extend to the approximately 2,000 transient worker population residing in Rawlins who are not included in population counts when determining employment needs and costs. Departmental facilities include two fire stations, a smoke house, and a training station/tower. The Rawlins Fire Department participates in the State of Wyoming certifications programs administered by the fire marshal's office and the Wyoming Division of Forestry.

The Fire Department conducts annual inspections and pre-planning maintenance of all public access structures in the City. It inspects fire hydrants annually including testing and pressurizing the hydrants and gather flow information. Aside from wanting to maintain the current level of service of about one fire fighter for every one-thousand persons in the community, the Department would like to replace Station One.

There are current plans to replace the station, but the project has not yet been funded.

Memorial Hospital of Carbon County is a 25-bed critical care facility located in Rawlins which provides health care to Carbon County residents and visitors in the area. Key services include a trauma-rated emergency department; radiology and laboratory services; surgical services; an ambulance service, and four clinics. Recent renovations include new operating rooms, a new Post Anesthesia Care Unit, and a new Intensive Care Unit (6 beds). The Memorial Hospital of Carbon County continues to recruit new physicians and health care professionals to the area, striving to meet the needs of the residents of Rawlins.

South Central Wyoming Healthcare and Rehabilitation Center includes 62 beds and is owned and managed as a for-profit facility. The facility is intended to serve short-term rehabilitation patients, as well as longer-term nursing care patients. Services include occupational therapy, pharmacy, physical therapy, dietary, social work, speech/language pathology, and physician and nursing services.

The community regularly identifies a need for an assisted living facility where older individuals, who do not need regular nursing care, can live with others who are generally in good health and wish to maintain an active lifestyle. The Wyoming Rural Development Council conducted a community assessment in 2006 which recommended a Needs Assessment be conducted. In 2012, the "Rawlins Aging in Place Feasibility Study" (May 24, 2012) was completed which reinforces the need, but more importantly determines that an assisted living facility in Rawlins is feasible. It recommends that the facility be developed by a private entity, but does allow for the possibility of a partnership with City and/or County entities.

The Carbon County Higher Education Center (CCHEC) is affiliated with Western Wyoming Community College and provides college-level

courses, vocational training at Rawlins High School, a variety of community education classes, and offers programs for a General Education Degree (GED) and English as a Second Language (ESL) classes. The City is in the process of developing a higher education campus on property north and west of Rawlins High School and the Rawlins Family Recreation Center.

The school system in Rawlins includes Rawlins High School (grades 9 – 12, 427 students); Rawlins Cooperative High School (grades 9 – 12, 39 students), Rawlins Middle School (grades 6-8, 391 students), and Rawlins Elementary School (grades K – 5, 795 students). The elementary school is new, and a new high school is in the process of being designed and constructed. It will be complete within the next 2 to 3 years. The Cooperative High School is intended to serve students with special needs who are struggling in the existing school curriculum or not succeeding. With the new high school in the near future and the new elementary school construction, facility needs for schools in Rawlins are met.

8 PUBLIC UTILITIES & INFRASTRUCTURE

Several documents have been developed in the last ten years to assist with planning goals. The "City of Rawlins Master Plan Update" identified Goals and Policies for Utilities and Services and some are included here and are a basis and starting point for the present Comprehensive Plan.

The City developed Goals and Objectives from 2012-2013 and also commissioned the following reports for utilities and which are also used as a basis for this plan:

- The Wyoming Water Development Commission funded the "City of Rawlins Water Master Plan, Level I" by Wester, Westein & Associates in May 2010.
- PMPC, Inc. developed the "Rawlins Needs Assessment" for utilities in 2007.

- PMPC produced for the City of Rawlins the “West Rawlins Utility Expansion Engineering Design Report” in 2006 to determine the feasibility and costs to run water and sewer lines to the Flying J.

The 2010 “City of Rawlins Water Master Plan” included the development of a water model of the City’s water system, which should have been included with the final report submittal to WWDC and available for City use. This model can be converted to an EPANet model using software that is available to the City at no cost. Extended period analysis can be run in EPANet. Running this type of model makes apparent the impact growth has on the water system and allows the City to identify any bottlenecks and supply problems within the City. It is recommended that the City obtain this model and train personnel in their engineering department to use the model to analyze potential growth scenarios. Other benefits of using this model include the following:

- EPANet will also identify the operational problems in the two tanks in the high-pressure zone of the water system.
- Water modeling will identify where water loss may be occurring within the system. Leak detention services must be contracted to obtain locations of faulty infrastructure.

Several recommendations in the “WWDC Water Master Plan” have been implemented including the treatment plant problems and the water loss in Atlantic Rim Reservoir. The recommendations in the Report need to continue to be a priority for the City of Rawlins.

Limited geotechnical and soils information is available in the Rawlins area. It is therefore recommended that any new development for subdivisions, large commercial tract and commercial buildings require a soils investigation by a Geotechnical Engineer prior to approval. This should include soil typing, foundation design, groundwater, gradations, and compaction potential as part of the development application.

Source Gas personnel and Rocky Mountain Power along with other utilities have indicated they want to be kept in the loop when potential new development occurs. The City may consider review meetings with all affected parties (i.e. planning, engineering, power, water, gas, phone, TV, fire department, water department, etc.) when a new development is applied for through the City’s development office. This meeting would then allow discussion of the new development and identification of the constraints on infrastructure early in the development process.

Acquisition of potential water rights, water leakage in distribution and reservoir systems, and water conservation must be addressed through planning analyses, system improvements, and public awareness programs.

The City’s storm water system has been evaluated in the 2007 “Needs Assessment.” This two-dimensional assessment should be developed into a three-dimensional model so the City can identify potential storm sewer assessment areas and identify bottlenecks and improvements to the storm water system. Storm water calculations and drainage plans need to be developed by any potential developer (i.e. subdivisions, large commercial develops, business parks). Any increase in storm water runoff should be handled by the new development through detention, retention, and/or regional detention districts.

Through the development of the “WWDC Master Plan” and the 2007 “Needs Assessment,” several projects were identified to correct problems apparent in Rawlins' aging infrastructure. These projects need to be addressed so that future development is not hindered by existing aging infrastructure.

Funding options for improving existing infrastructure need to be addressed. The governance needs to be aware that funding is required to improve the quality of life in Rawlins. The following options need to be explored and educating the public on these options is paramount:

- Improvement districts.
- 6th penny money legislation passed for infrastructure improvements.
- The five-year capital plan needs to be kept up to date and the governing body needs to fund a balanced budget to accomplish these projects including maintenance.
- State Loan and Investment Board funding applications.
- Water Development funds utilized.

The new aerial mapping and GIS programming must be utilized in all planning aspects. Any new development should be required to submit information to enhance and continue to develop the GIS shapefiles for infrastructure.

9 ECONOMIC DEVELOPMENT

A separate Economic Development Plan was completed in 2012 under separate cover. The following are highlights and key points contained in the plan.

Rawlins is fortunate to have so many strengths, including a committed core of people who are deeply involved with the development of the City. Currently, there are several major projects planned for the regional area, which could result in a population boom for Rawlins. The major developments include the Chokecherry/Sierra Madre 1,000 wind turbines, the DKRW coal-to-liquids project at Medicine Bow, Lost Creek Uranium, various oil and gas projects, and Transwest Express and Gateway West transmission lines. This is a critical time for the City which needs to take advantage of the potential opportunities associated with these major investments in the regional area.

Major strengths of the Rawlins area include:

- Abundant natural energy-related resources
- Transportation access and visibility from I-80 and rail

- Long-haul broadband and fiber availability
- Outdoor recreation opportunities
- Historic past
- Variety of lodging options
- Historic downtown with strong organization in place
- Human capital

The “Economic Master Plan” also identifies major areas for improvement which are needed in order to capitalize on the City’s strengths. These areas of improvement are summarized as follows:

- Variety of quality housing options to rent and to own
- Physical appearance and cleanup of parts of the City
- Retail selection
- Workforce shortage and educational/vocational training in some occupations
- Availability of jobs for spouses
- Development of a business park
- Improved local medical services
- Entertainment opportunities for youth and families
- Increased community pride
- In addition to the establishment of one to two business parks, economic priorities should:
 - Capitalize on rail connectivity
 - Identify locations where data center development is likely (i.e., away from rail and highway)
 - Capitalize on connections and synergy with the energy industry, especially the new Sierra Madre/Chokecherry development
- Community cleanup and improved visual appearance should be undertaken, including:
 - Gateways are a priority
 - Façade renovations in downtown area
- Retail and entertainment services should be increased, including:

- Improved marketing to attract traffic off of I-80
- Expand tourism opportunities, including recreation
- Expanded housing selection
 - Improved quality and attached unit structures

There are many economic accomplishments in Rawlins which should be noted: Downtown has seen extensive renovations, a state-of-the-art entrepreneurial center is in place, a new higher education center will soon be under construction and other new schools have been constructed. The value that a community places on education and the quality of the schools can be important factors in attracting new business and industry to locate in an area. These accomplishments need to be acclaimed so that they serve as incentives to further successes.

Rawlins needs to embrace its strengths – its historic past in the Wild West and its connections with the energy industry. As stated in the “Economic Master Plan,” “Rawlins has a strong and independent spirit.

Framed by a rugged frontier, harsh climate and the energy industry, the community has grown together with a ‘can-do’ and entrepreneurial approach to building the town.” This same spirit will carry the community forward as it deals with the challenges and opportunities from a rapidly-expanding energy industry.

10 ACTION PLAN

The purpose of this Action Plan is to prioritize implementation efforts during a five-year period to ensure that change takes place to meet the goals of this plan. The Action Plan is presented in matrix format, with actions located on the x-axis by chapter, with Implementation Periods located on the y-axis: Immediate (< 1 Year); Short-Term (1-5 Years) and Long-Term (5 Years+). The matrix also includes notes for specific actions where required. The Action Plan serves as a “living document,” and should be evaluated regularly to ensure key changes occur.

1 Background & Introduction

PURPOSE OF THE MASTER PLAN

The “Rawlins Comprehensive Master Plan (2012 - 2030) - Forward Vision” is an official document intended to help the public understand the broad planning goals of the City, and to assist decision makers as they evaluate future development and growth. The Master Plan addresses existing and future land uses, transportation and traffic, quality of life and livability, infrastructure needs, and other elements that make up a community.

The process of preparing the “Rawlins Comprehensive Master Plan (2012 - 2030) - Forward Vision” has provided an opportunity for the citizens of Rawlins to take a look at the existing community, discuss what is good and what requires improvement, and help determine future needs and changes.



City of Rawlins Comprehensive Master Plan

RECENT PLANNING HISTORY

The existing “City of Rawlins Master Plan,” which was originally adopted in 1981 and updated in 1999, has become outdated and no longer reflects the direction the community is headed. The impacts of coal, oil and gas production have had significant impact on the community – both good and bad. These natural resources have fueled the local economy for well over a century, and in many ways they are the reason the City has grown into the place it now is. Unfortunately, extraction industries tend to be highly unstable, resulting in “boom and bust” growth and development. In order to craft a Master Plan that meets future needs and addresses growth in a comprehensive manner, a new plan with clear vision of future needs and desires is required.

ORGANIZATION OF THE PLAN DOCUMENT

The “Rawlins Comprehensive Master Plan (2012 - 2030) - Forward Vision” documents existing conditions, analyzes important community issues and ideas, and proposes future visions and growth directions for the City. The plan is divided into the nine separate elements listed below:

1. Introduction & Background
2. Context & Natural Conditions
3. Land Use & Urban Design
4. Housing & Neighborhoods
5. Transportation & Circulation
6. Parks, Recreation, Trails & Open Space
7. Public Services
8. Public Utilities & Infrastructure
9. Economic Development
10. Action Plan

Although each element is specific in its focus, they are inter-related and coordinated. Specific recommendations are provided at the conclusion of each element as a series of Goals, Objectives, Policies and Implementation Measures.

HISTORY OF RAWLINS¹

Archeologists generally agree that people were living and hunting on the high plains of the West as early as 12,000 years ago. By the time the first Europeans arrived, the area now known as Carbon County was regularly crossed by Ute, Shoshone, Crow, Arapaho, Cheyenne and Lakota (Sioux) tribes. Trappers working in the Sierra Madres in the early 1830s held a rendezvous at the base of the mountains in the upper North Platte River Valley, at a place that became known as the Grand Encampment. However, the establishment of permanent settlements was still decades away.



By the 1860s emigrants headed west through the area, often traveling by stagecoach or wagon on the Overland Trail. Rawlins (originally known as Rawlins Springs) was founded in 1867 and established the following year. The small settlement was named after General John A. Rawlins, who was a chief-of-staff of the United States Army and a civil engineer. General Rawlins discovered the fresh water source that became his namesake, and which was the reason the place was selected as a division point for the new railroad.

A Drink of Good, Cold Water

In 1867, while in command of the troops protecting the crew surveying the route of the first trans-continental railroad, General John A. Rawlins (chief of staff of the U.S. Army) expressed a wish for a drink of good, cold water. A detachment of scouts explored the countryside as they rode west and approached the hills that stand guard over the present city, and they discovered a spring.

General Rawlins declared it was the most refreshing drink he had ever tasted and exclaimed, "If anything is ever named after me, I hope it will be a spring of water." General Grenville Dodge, commander of the survey party, immediately named it Rawlins Springs and the community that grew around it bore the same name. Later shortened to Rawlins, the town was incorporated in 1886 and was designated the seat of Carbon County.

Source: Rawlins City webpage. [Http://www.rawlins-wyoming.com/index.aspx?NID=191](http://www.rawlins-wyoming.com/index.aspx?NID=191)

As Rawlins Springs grew, military roads were established that linked the community with Rock Springs to the west and Laramie and Cheyenne to the east; similar routes provided connections with Casper to the north and smaller settlements south of the town. Eventually Rawlins became the starting point for explorers and expeditions heading into the rugged lands of central Wyoming. In time US Highway 30 (the Lincoln Highway) was extended through the town, further establishing it as an important outpost in the desert wilderness. More recently, the establishment of Interstate 80 along the southern edge of the City has had significant impact on the form and function of the City, refocusing development from the City core toward the freeway.

¹ Source: <http://wycarboncounty.tripod.com/rawlins.html>; <http://www.rawlins-wyoming.com/index.aspx?NID=191>



In 1886, while Wyoming was still a territory, the legislature voted to construct a Territorial Prison on a site on the edge of what is now Rawlins. Poor funding slowed construction and the prison did not accept its first prisoner until thirteen years later. By that time, not only had Rawlins grown to completely surround the prison, but Wyoming had also become a state. The medieval-looking stone building was Wyoming's only state prison for eighty years - until a new, more modern facility was built outside the City. Today the original prison is a cultural icon, housing the Prison Museum and the Wyoming Peace Officers' Museum, in addition to being a popular site for parties and events.

Other notable highlights include **Historic Downtown Rawlins**, a nationally designated historic district rich in 19th century architecture, and the **Old Union Pacific Train Depot**, located on the west edge of Historic Downtown. This iconic building was constructed at the end of the 19th century and later given as a gift to the City.

DEMOGRAPHICS AND PROJECTIONS

POPULATION GROWTH PROJECTIONS

Population projections have been made for four scenarios. **Scenario One** is the official projection made by the State of Wyoming through the year 2030 and is the slowest growing of any of the options. **Scenario Two** shows somewhat more rapid growth, with **Scenario Three** even more rapid, and **Scenario Four** has the most aggressive growth projections of any of the options.



Growth projections in Rawlins are complicated by the fact that many employees in the energy industry “live” in local hotels for a period of time. However, for official population purposes, these “residents” are not counted as part of the population. Therefore, “official” population projections in Rawlins understate the true impact of the energy industry and the actual population in the area for which municipal services must be provided. Projections for the four scenarios are shown in tables 1.1 and 1.2.

Table 1.1: Population Growth Scenarios and Projections through 2020

	2000	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
#1	9,006	9,259	9,262	9,268	9,291	9,320	9,344	9,402	9,454	9,489	9,518	9,548
#2	9,006	9,259	9,262	9,268	9,291	9,320	9,453	9,880	10,099	10,130	10,161	10,193
#3	9,006	9,259	9,262	9,268	9,291	10,632	11,234	11,230	10,779	10,812	10,846	10,879
#4	9,006	9,259	9,262	9,268	9,291	12,249	13,412	12,782	11,480	11,590	11,702	11,815

Table 1-2: Population Growth Scenarios and Projections, 2021 through 2030

	2021	2022	2023	2024	2025	2026	2027	2029	2028	2030
#1	9,571	9,588	9,565	9,548	9,536	9,524	9,513	9,489	9,501	9,483
#2	10,186	10,179	10,172	10,165	10,158	10,151	10,144	10,130	10,137	10,123
#3	10,912	10,946	10,980	11,014	11,047	11,081	11,116	11,184	11,150	11,219
#4	11,929	12,044	12,161	12,278	12,397	12,516	12,637	12,882	12,759	13,006

Scenarios 2, 3 and 4 are tied to the growth in the energy industry and to the accompanying employment in the coal (coal-to-liquids), uranium, wind, oil and gas, and transmission line sectors. Table 1.3 illustrates the projected employment for both temporary (construction) employees and permanent (operating) employees. Projected employment comes from the projects planned by DKRW (coal-to-liquids), Chokecherry/Sierra

Madre (wind), Continental Divide/Creston (oil & gas), Seminole Road (oil and gas), Lost Creek (uranium), Gateway West (transmission) and Transwest Express (transmission), in addition to core industries such as Sinclair refinery, BP and Anadarko.

Table 1-3: Energy Industry Incremental Employment Projections 2013-2021

	2013	2014	2015	2016	2017	2018	2019	2020	2021
Construction Employees	2,841	4,372	5,812	3,554	1,134	1,134	1,134	-	-
Operating Employees	-	-	89	592	728	728	728	728	728

The population projections in scenarios 2, 3 and 4 were based on the following assumptions:

- Percentage of operating employees for each project that would live in Rawlins
- Percentage of construction employees that would live in Rawlins
- Operating employees are assumed to have a household size of 2.45 persons based on averages for Rawlins
- Construction employees are temporary and no additional household members are assumed for construction employees who live in Rawlins
- Growth rates from 2010-2020 are calculated for each scenario based on the above assumptions of number of employees and households that will live in Rawlins
- Growth rates for 2020-2030 are based on the following:
 - Scenario 2: same as official State projections
 - Scenarios 3 and 4: increased percentages to reflect that some construction employees will choose to remain in the community after the specific project is complete (see Table 1.4.)

Table 1.4: Energy Industry Operating and Construction Employees by Scenario

Scenario	Operating Employees Who Will Live In Rawlins	Construction Employees Who Will Live in Rawlins	Future Average Annual Growth Rates
Scenario 1	NA	NA	2010-2020: 0.31% 2020-2030: -0.07%
Scenario 2	30% - COL* 50% - wind 50% - uranium 30% - transmission	0%	2010-2020: 0.97% 2020-2030: -0.07%
Scenario 3	50% - COL 67% - wind 67% - uranium 50% - transmission	30%	2010-2020: 1.63% 2020-2030: 0.31%
Scenario 4	67% - COL 80% - wind 80% - uranium 67% - transmission	67%	2010-2020: 2.47% 2020-2030: 0.97%

*Coal-to-liquids

HOUSING DEMAND

Housing demand is driven by two factors:

1. Population growth; and
2. The temporary need for construction workers associated with cycles in the energy industry.

Table 1.5 summarizes population growth in four scenarios. The first scenario is the “official” projection provided by the State of Wyoming for Rawlins. Scenarios 2, 3 and 4 are based on various growth scenarios for the energy industry. Scenario 2 only includes population growth from the permanent (operating) jobs created by the energy industry whereas

scenarios 3 and 4 include a portion of the population growth from temporary (construction) jobs as well. In both scenarios 3 and 4, there is a “bulge” in population in 2015 due to the many energy projects anticipated in the near term in the Carbon County area. More specifics regarding the population projections are provided in [Chapter 9 – Economic Development](#).

Table 1.5: Population Projections

	2010	2015	2020	2030
Scenario 1	9,259	9,344	9,548	9,483
Scenario 2	9,259	9,453	10,193	10,123
Scenario 3	9,259	11,234	10,879	11,219
Scenario 4	9,259	13,412	11,815	13,006

Future housing projections are based on estimates of population growth in 2020 and 2030. Because the bulge in 2015 is temporary, a correction will take place between 2020-2030, resulting in negative growth for Scenarios 1 and 2, and lower growth for the other scenarios. Since the corresponding housing needs are also temporary, they are addressed in the temporary housing section and not as part of future, permanent housing demand. Projected population growth by scenario in 2020 and 2030 are illustrated in Table 1.6 below.

Table 1.6: Population Growth Summary

	2010 - 2020 Growth	2020-2030 Growth	2010 - 2030 Growth
Scenario 1	289	(65)	224
Scenario 2	934	(69)	864
Scenario 3	1,620	340	1,960
Scenario 4	2,556	1,191	3,747

Housing demand will come from the number of households, not total population. The number of households has been estimated based on

2.45 persons per household.² Therefore, the estimated demand for new housing units is illustrated in Table 1.7 below:

Table 1.7: Projected Household Growth Summary

	2010 - 2020 Growth	2020-2030 Growth	2010 - 2030 Growth
Scenario 1	117.96	(26.53)	91.43
Scenario 2	381.03	(28.32)	352.70
Scenario 3	661.20	138.60	799.80
Scenario 4	1,043.37	486.22	1,529.59

Future development assumptions have accounted for a greater proportion of attached-unit (multi-family) product than currently exists in Rawlins. As illustrated in Table 1.8, future projections are based on a ratio of 25 percent multi-family units and 75 percent single-family units for new construction. It is assumed that, on average, there will be four single-family units per acre and eight multi-family/townhome units per acre.

Table 1.8: Residential Development Type Assumptions

Development Type	Percent of Total	Units per Acre
Single Family	75%	4
Multi-Family	25%	8

The number of new housing units needed, by type (not including temporary lodging) is used as the basis for estimating the additional acreage required to support the housing units. Demand for single-family housing acreage is based on an average development density of four units per acre. Demand for multi-family housing density is based on an average of eight units per acre, and is illustrated in Table 1.9 and 1.10.

Table 1.9: Projected Residential Units by Type – Single-Family and Multi-Family

	2020 Single- Family	2020 Multi Family	2030 Single Family	2030 Multifamily
Scenario 1	88.47	29.49	68.57	22.86
Scenario 2	285.77	95.26	264.53	88.18
Scenario 3	495.90	165.30	599.85	199.95
Scenario 4	782.53	260.84	1,147.19	382.40

Table 1.10: Projected Residential Acreage by Type - Single-Family and Multi-Family

	2020 Single- Family	2020 Multi- Family	2030 Single- Family	2030 Multi- family
Scenario 1	22.12	3.69	17.14	2.86
Scenario 2	71.44	11.91	66.13	11.02
Scenario 3	123.98	20.66	149.96	24.99
Scenario 4	195.63	32.61	286.80	47.80

The total land needed for housing development, based on the four scenarios, is summarized below and ranges between 20 and 335 additional residential acres by 2030. The projections for 2030 are inclusive of the projections for 2020 and represent the total acreage needed by 2030 (see Table 1.11.)

² Source: United States Census average household size for Rawlins was 2.47 persons. 2.45 persons per household has been used for future projections to reflect declining household size trends across the nation.

Table 1.11: Summary of Projected Residential Acreage, 2020 and 2030

Scenario	2020	2030
Scenario 1	25.80	20.00
Scenario 2	83.35	77.15
Scenario 3	144.64	174.96
Scenario 4	228.24	334.60

AGE AND GENDER

According to the 2010 Census, Carbon County has a median age of 38.9, which is slightly higher than the Wyoming and national averages of 36.8 and 37.2 respectively. Within Carbon County, Rawlins has one of the younger median ages, at 34.3 years.

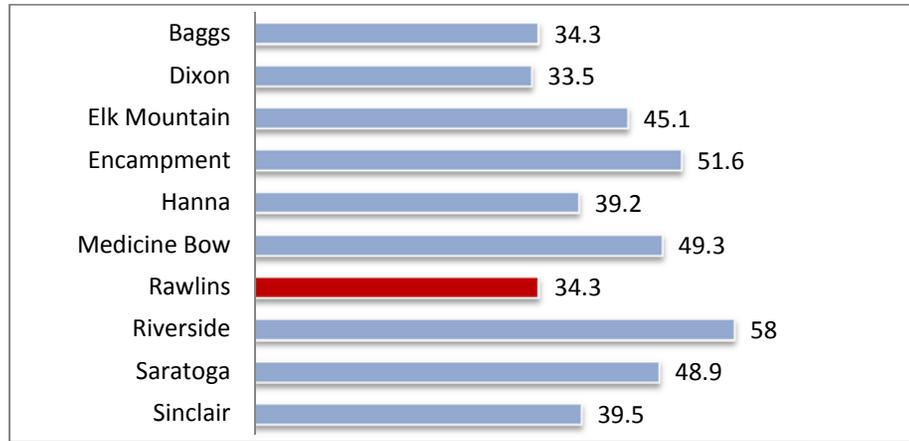


Figure 1.1
Regional and Local Comparison of Median Age
Source: 2010 Census

The proportion of males to females is higher in Rawlins than in the county, state, or nation, as shown in Figure 1.2. The age pyramids in Figure 1.3 compare Rawlins and Carbon County with Wyoming and the United States. An interesting trend emerges when comparing the male population to the female population. Starting with the Wyoming pyramid, the younger age brackets show a slightly higher male population. This can be seen on an exaggerated scale in Carbon County and even more so in Rawlins.

This data corroborates the story that many young men come to Wyoming seeking work at the strenuous, labor intensive energy project sites, but leave these locations once their employment is finished.

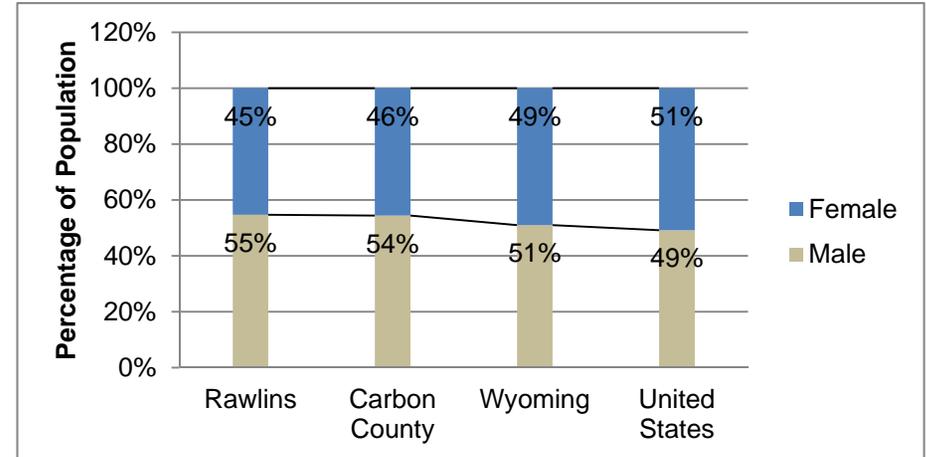


Figure 1.2
Male and Female Percentage of Total Populations
Source: 2010 Census

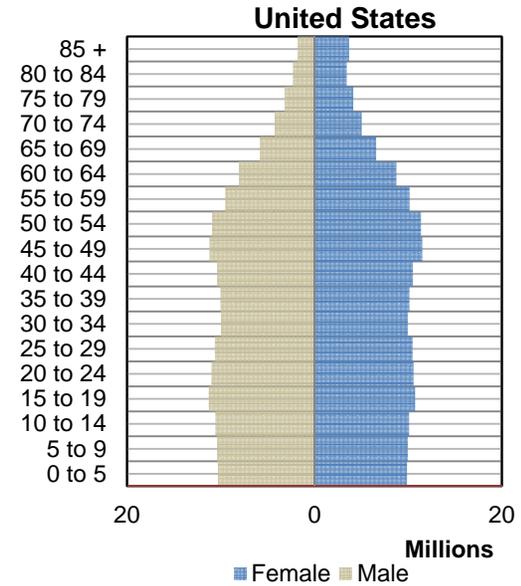
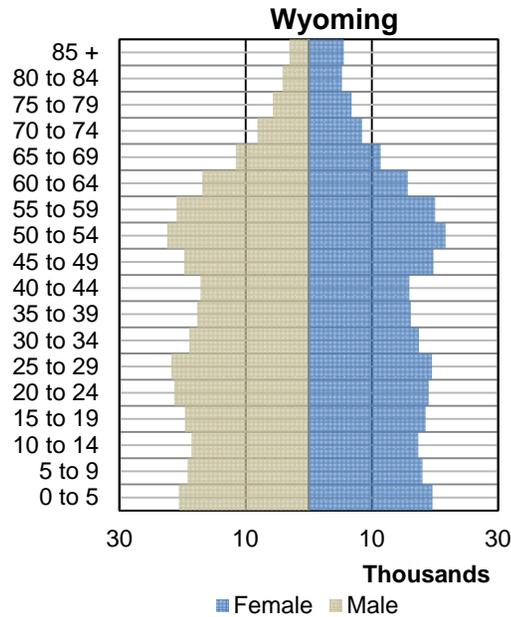
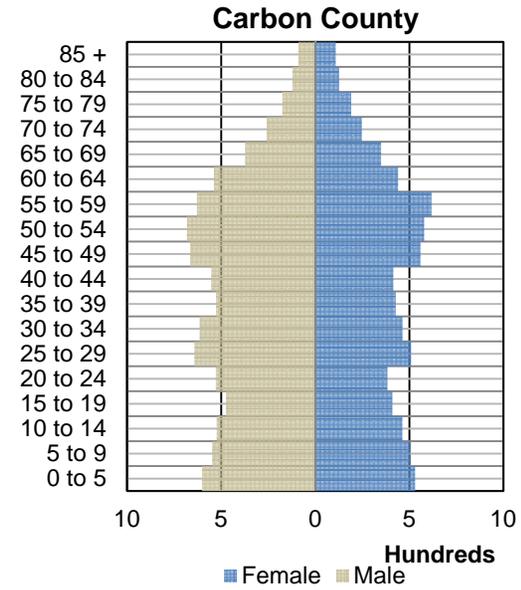
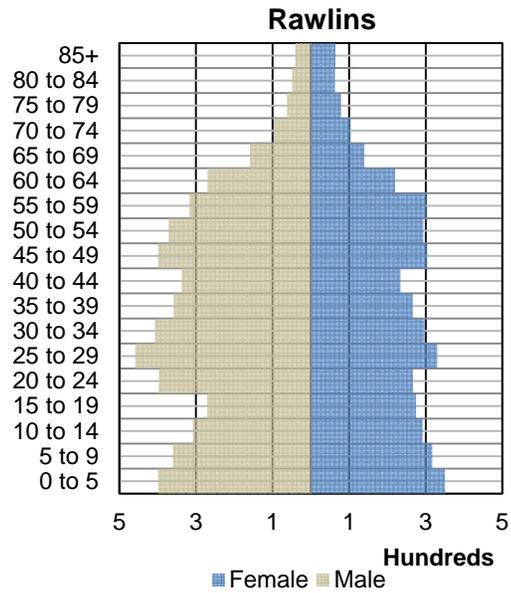


Figure 1.3

Age Distribution of Rawlins, Carbon County, State, and Nation Source: 2010 Census

RACE AND ETHNICITY

According to Census data, Rawlins is more ethnically and racially diverse than the rest of Wyoming. Rawlins has particularly large segments of the population that identify as Hispanic.

Table 1.12: Population by Race and Ethnicity

	Population	% of Total	Wyoming % of Total
White	7,839	84.7%	90.7%
Black	100	1.1%	0.8%
American Indian	119	1.3%	2.4%
Asian	92	1.0%	0.8%
Native Hawaiian/Pacific Islander	13	0.1%	0.1%
Other	849	9.2%	3.0%
Two or More Races	247	2.7%	2.2%
Total	9,259	100%	100%
Hispanic (Ethnicity)	2,248	24.3%	8.9%

Source: 2010 Census

PUBLIC INVOLVEMENT

Identifying the key issues that affect a community is critical for ensuring that the Master plan accurately represents the expected future needs and desires and encapsulates the future vision of the community. As

City of Rawlins Comprehensive Master Plan

summarized below and detailed in the appendix, a thorough public involvement process was utilized to capture the pulse of the community. The process incorporated multiple opportunities to provide comments, identify issues and provide feedback throughout the planning process.

PLAN MANAGEMENT COMMITTEE

A Plan Management Committee was established during the early stages of the project to review progress and to provide guidance as the plan was formulated. Membership in the **Rawlins Master Plan Management Committee** included approximately 25 representatives of City staff and administration, City Council, Planning Commission, Carbon County staff, WYDOT, BLM, other local and regional agencies, civic and business leaders, real estate and development representatives and interested citizens. The Management Committee met at the following key stages:

1. Prior to Public Scoping Meetings held early in the process;
2. Prior to a Public Workshop held as part of reviewing Alternative Planning Concepts; and
3. Following a Public Open House Meeting held to review the Draft Plan.

PUBLIC SCOPING MEETING

The Public Scoping Meeting was held in June 2012 at the Jeffrey Center in downtown Rawlins. The purpose of this meeting was to receive input from members of the community regarding their concerns, and to identify issues related to growth and development. The meeting was well attended, with more than 50 participants registering.

PUBLIC WORKSHOP

The public planning workshop was held in September 2012, providing residents and stakeholders the opportunity to review maps and existing conditions, identify opportunities and constraints to future growth, and develop ideas and concepts for the future. Nearly 40 people attended

the workshop, which began with a presentation and concluded with small breakout groups to review and develop plan alternatives. The results of the workshop were compiled, summarized and analyzed by the planning team, and reviewed as part of creating a preferred planning concept.



PUBLIC OPEN HOUSE TO REVIEW THE DRAFT MASTER PLAN UPDATE

Once a preferred planning direction emerged, a Draft Plan was developed by the planning team. A public open house meeting was held to provide additional public input prior to plan finalization and adoption.

MEDIA COORDINATION

Public notices and invitations to the various meetings and workshops were prepared by the planning team and submitted to local news outlets. Noticing was also carried out through less formal means, including digital and printed flyers, and extensive broadcast on the project web page.

Provide your critical eye...



and attend a Draft Comprehensive Plan Open House

Wednesday, December 12, 2012

6:00 to 8:00 pm

at

The Depot
400 West Front Street

Light refreshments will be served.
Day Care provided for children (10 years old and under).

We want to get your input on the progress of the Draft Plan

Find more information at:
www.ldr-ut.com/rawlinscmp

In addition to the Comprehensive Plan, consultants will be seeking your input and comment on the City of Rawlins Transportation Master Plan, which is being prepared concurrently with the Comprehensive Plan.

PROJECT WEB PAGE

In order to provide easy access to planning information and to increase public involvement opportunities, the City of Rawlins Master Plan Update web page was established. The web page provided an electronic venue for noticing important meetings and events, accessing digital planning ideas and draft plans as they were developed, and receiving public feedback and input.

City of Rawlins Comprehensive Master Plan Update

Survey
Thanks so much to everyone who participated in the online survey. We had over 30 people respond and provide their feedback.

City Website
[Click here](#) to visit the City of Rawlins website.

Public Involvement

Project News

Public storkshop participants consider alternative ideas for the draft general plan.

Planning Scenario Workshop held on Monday September 24th

Members of the public, Management Committee members and others attended a Public Workshop to consider alternative ideas and concepts for the General Plan.

LANDMARK DESIGN TEAM
Rawlins Comprehensive General Plan Update

Public Workshop
Monday, September 24th - 6:00pm
at the Jeffrey Center, 313 W. Pine Street

[Public Workshop Notes](#)

COMMUNITY VISION



The comments, issues and ideas expressed through public participation were broad and varied. All comments and ideas received at public meetings and workshops were reviewed, summarized, and analyzed, and later compared with workshop results, previous plans, studies and reports. Likewise, the results of a web-based survey were also reviewed and analyzed, providing an additional layer of understanding. An important result of this process was the identification of a clear picture of what was desired for the future, as summarized below:

- Increased selection of retail goods and services
- Improved visual appearance for the City
- Improved signage and gateways
- Wider variety of jobs that are not subject to the ups and down of the energy industry
- Better selection of housing of decent quality with more rental units, townhomes and condominiums
- Improved educational opportunities and better test scores at local schools

- Increased community pride and recognition
- State-of-the-art business park that will attract good companies
- Expanded air service
- Expanded medical services
- More tourism that will benefit local businesses
- Center for the arts – downtown artists, music concerts, poetry festivals, etc.
- Development of recreational assets, such as trails, hunting and fishing

However, a vision is much more than a shopping list of needs and desires. It also describes who the people of Rawlins are

- We are a railroad town.
- We are a prison town (and we need to embrace it!)
- We are an oil and gas town.
- We are the Wind Capital of the USA.
- We are an energy town (and we need to embrace it!)
- We are independent Wyoming people.
- We are outdoors people – we like to hunt and fish, and we have Pronghorn Pride!
- We are a diverse community.
- We are resourceful and know how to make something out of nothing.
- We have a rich history that needs to be told (General Rawlins, Wyoming Territorial Penitentiary, etc.)
- We are a town that goes to bed early.
- We are a family town and a nice place to raise children.
- We are a town that is willing to tax itself in order to provide better education for our children.

- We are the perfect size community – big enough to have amenities expected of a larger community, but small enough to be personable.
- We have the best people imaginable.
- We are a special place – we are NOT “Anyplace USA.”

..... and what they want to become:

- We want to be a *Gateway Community* - to Yellowstone, and to the superb hunting and fishing in the region.
- We want to be a *Corridor Community*, where many roads come together.
- We want cyclists and other “contemporary” recreationists to stay here during their travels, and to know that we provide the services they seek.
- We want to be a more stable community, with fewer and less severe “boom and bust” cycles.
- We want outsiders to think of us as a nice town with good people (which it is!)

The official Vision Statement captures the essence of what we are striving for through this plan. The people of Rawlins have great strength, perseverance and commitment that come from their western roots, expansion of the railroad, mineral exploration, myriad outdoor recreation opportunities, and a strong affinity with and connection to the land and this special place.

Rawlins is a place that is equal to the people who live here, and as such it needs to be nurtured to reach its potential. Building on a solid foundation provides tremendous opportunity for the future – a vision that capitalizes on Rawlins’ strategic location on I-80 and a major rail line, low energy costs, wildlife and outdoor activities, and an abundance of mineral and energy natural resources.



VISION STATEMENT

“The City of Rawlins strives to develop and maintain a safe, economically viable, healthy and appealing community in which all citizens can take pride”

The settlers of Rawlins had to be innovative in order to survive the harsh winter climate and rugged outdoor lifestyle. Those very traits of innovation, entrepreneurship and a “can-do” attitude are what will propel Rawlins into the future. A key element that is required for Rawlins to move forward is “partnerships.” Industry and education must work closely to forecast and meet workforce needs; government must work with industry to ensure that there is suitable land to attract business development; tourism must expand recreational opportunities that will attract businesses to the lifestyle in the area; downtown must continue

to improve its retail selection and visual appearance in order to make the community more attractive for potential development; and government agencies must cooperate when land needs to be acquired and annexed into the City.

Rawlins is committed to the process of building community, and is excited to welcome the world to experience their part of the world.

UPDATING AND MODIFYING THE MASTER PLAN

A Master Plan generally has a life of five to ten years, although it often looks 20 years or more into the future in order to anticipate broader changes. Once the “Rawlins Comprehensive Master Plan (2012 - 2030) - Forward Vision” has been adopted, the zoning ordinance, development codes and other planning documents should be reviewed and updated as necessary to reflect the intent of the plan.

In order for the Master Plan to continue being relevant for years to come, it should be reviewed and updated regularly. In order to remain a trusted document, modifications and amendments should be carefully evaluated to determine how they affect the greater vision expressed in the plan. Changes should therefore be considered during special meetings devoted entirely to that process that provide the time and focus necessary to fully understand and evaluate the impact of proposed changes. This will help ensure that the Master Plan is not compromised as a result of hasty decisions, development pressure or inadequate information.

Likewise, the hard work and resources that have been expended on the creation of this plan should be respected, providing time for it to be instituted. Plan amendments and changes should be tabled for at least the first year following adoption of the plan, thereby providing adequate time for the Planning Commission and the City Council to understand it and test it.

GOALS AND POLICIES

Goal: To create a Master Plan that reflects the vision of the community.

Policy: Ensure that the Master Plan addresses immediate needs during the next five-to-ten years, as well as those up to twenty years into the future.

Implementation Measure: Update the Master Plan every five to ten years to ensure it remains current and reflects new developments and changing community priorities.

Policy: Ensure that the vision expressed in the Master Plan addresses critical growth and development implications.

Implementation Measure: Review the Master Plan regularly to ensure it is being implemented as proposed. If not, make adjustments and modifications as required.

Goal: To create a Master Plan that is easy to implement and utilize.

Policy: Revise existing City of Rawlins policy to match the vision and ideas contained in the Updated Master Plan.

Implementation Measure: Modify existing zoning ordinances, development guidelines and other implementation tools to ensure they are aligned with the vision contained in the City of Rawlins Master Plan Vision.

Policy: Create and utilize tools to promote action and to ensure implementation matches the vision contained in the Master Plan.

Implementation Measure: Prepare and utilize Action Plans and Capital Facility Plans that support the ideas and enhancement concepts contained in the Master Plan.

Goal: To meet the objectives and goals contained in the Master Plan while accommodating future modifications and changes.

Policy: Consider potential amendments and modifications to the Master Plan only within the context of comprehensive, community-wide review.

Implementation Measure: Allow no amendments to the updated City of Rawlins Master Plan for a period of one year following the date of adoption.

Implementation Measure: Consider potential amendments to the Master Plan only during special meetings devoted solely to that process.

Implementation Measure: Hold special meetings to consider potential Master Plan amendments on a semi-annual basis only.

Goal: To ensure that the vision contained in the Master Plan is maintained despite uncertain growth and change.

Policy: Direct future development to appropriate sites within the current municipal boundary as a first priority.

Implementation Measure: Monitor the City's population growth on a regular basis and reflect those changes in the Master Plan.

2 Physical Setting and Environment

INTRODUCTION

Rawlins is located in Carbon County in south-central Wyoming. As illustrated Figure 2.1, the City is situated on the edge of the Red Desert, an area that is rich in mineral resources that have fueled the local economy since the City was established in the late nineteenth century. Rawlins is located in the Great Divide Basin, a large drainage basin associated with the nearby Continental Divide of the Americas. The area is dominated by rangeland, bluffs and alkali flats. Both U.S. Highway 287 and Interstate 80 traverse the basin through Rawlins.

The City is a haven in an unforgiving, dry landscape dominated by flat plains, rolling hills, scrublands and a noticeable absence of trees. Long scenic vistas are highlighted by midrange views of Elk Mountain to the east, with distant mountain ranges looming further north and east. The dramatic slopes of the Rawlins Uplift that mark the edges of the City also serve as City landmarks from afar. Sugar Creek is the primary drainage, connecting numerous tributaries, feeder streams, wetlands and water bodies with the North Platte River system to the east, while naturally dividing the City into north and south precincts.

This chapter presents natural conditions in and around Rawlins as they affect development and growth. Also considered are the implications to “quality of life” and economic health as a result of growth and urbanization.



Figure 2.1
County Context – Two Views

SETTING, TOPOGRAPHY AND LANDFORM

Rawlins is located in a semi-arid climate, approximately 6,800 feet above sea level. To the south are the Sierra Madre and Haystack Mountains, with the Shirley Mountains located far to the north. As illustrated in Map 2.1, the local topography is characterized by gently rolling land rising sharply at the steep, rocky uplifts located along the edges of the City. Elevations range from just under 6,700 feet to slightly more than 7,800 feet, with the most dramatic changes occurring at the uplifts.

The largest uplift formation is located along the north/northwest City boundary. Beginning at approximately 7,000 feet, this formation is capped by Rawlins Peak at an elevation of 7,808 feet. A less dramatic formation is located on the south edge of the town just west of the Wyoming State Penitentiary, rising to an apex of 7,206 feet at a location known as Rawlins Hill. Beyond the City limits the Rawlins Uplift extends both north and south, although in a less dramatic fashion than immediately surrounding the City.

Another significant physiographic feature in Rawlins is the gap that punctuates the small uplift “hill” on the west edge of town where the railroad passes. The natural penetration which was originally located here was artificially widened in 1907 to facilitate train traffic.

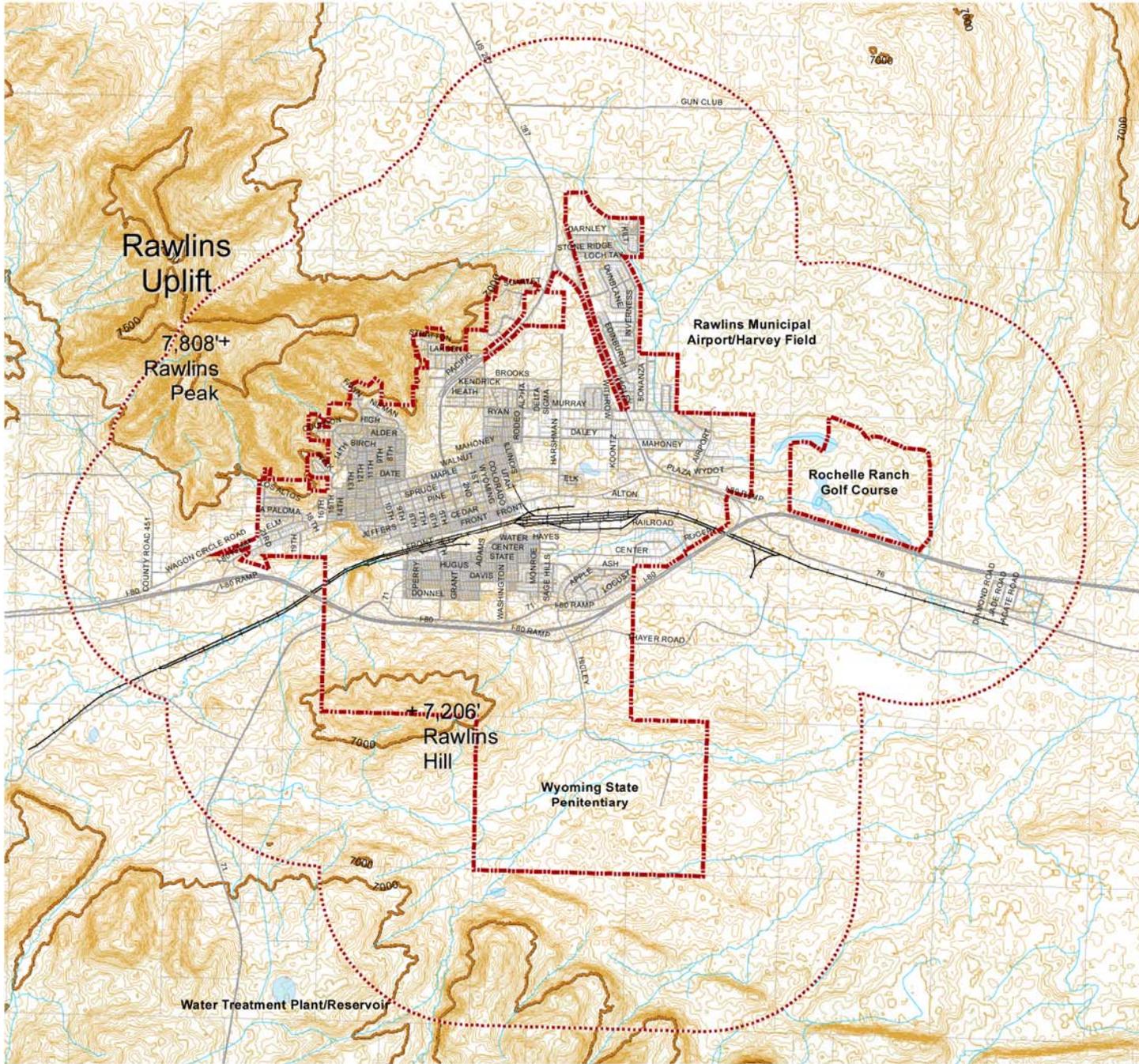
Existing development is generally limited by the 7,000 foot contour, which tends to define the bottom slopes of the Rawlins Uplift formations. This contour also represents the upper limit where gravity-fed water service is available, limiting development above this line.



SURFACE WATER & DRAINAGE

As illustrated on Map 2.2, the area around Rawlins is located within the Sugar Creek drainage basin, which is subdivided into upper, middle and lower sub-basins. Water flows down Sugar Creek in a west-to-east direction, collecting water from Coal Creek, Cherokee Creek and other smaller drainages to the north and south. Due in part to the large area contributing to the basin, the ground along the waterways becomes increasingly susceptible to flooding. Detailed studies and proper upstream planning is essential for limiting flooding and other drainage impacts in the City.

City of Rawlins General Plan Update



- 500 Foot Contours
- 50 Foot Contours
- 10 Foot Contours
- Streams
- Waterbodies
- Roads
- Railroads
- Parcels
- 1-Mile Expansion Area
- City of Rawlins Boundary

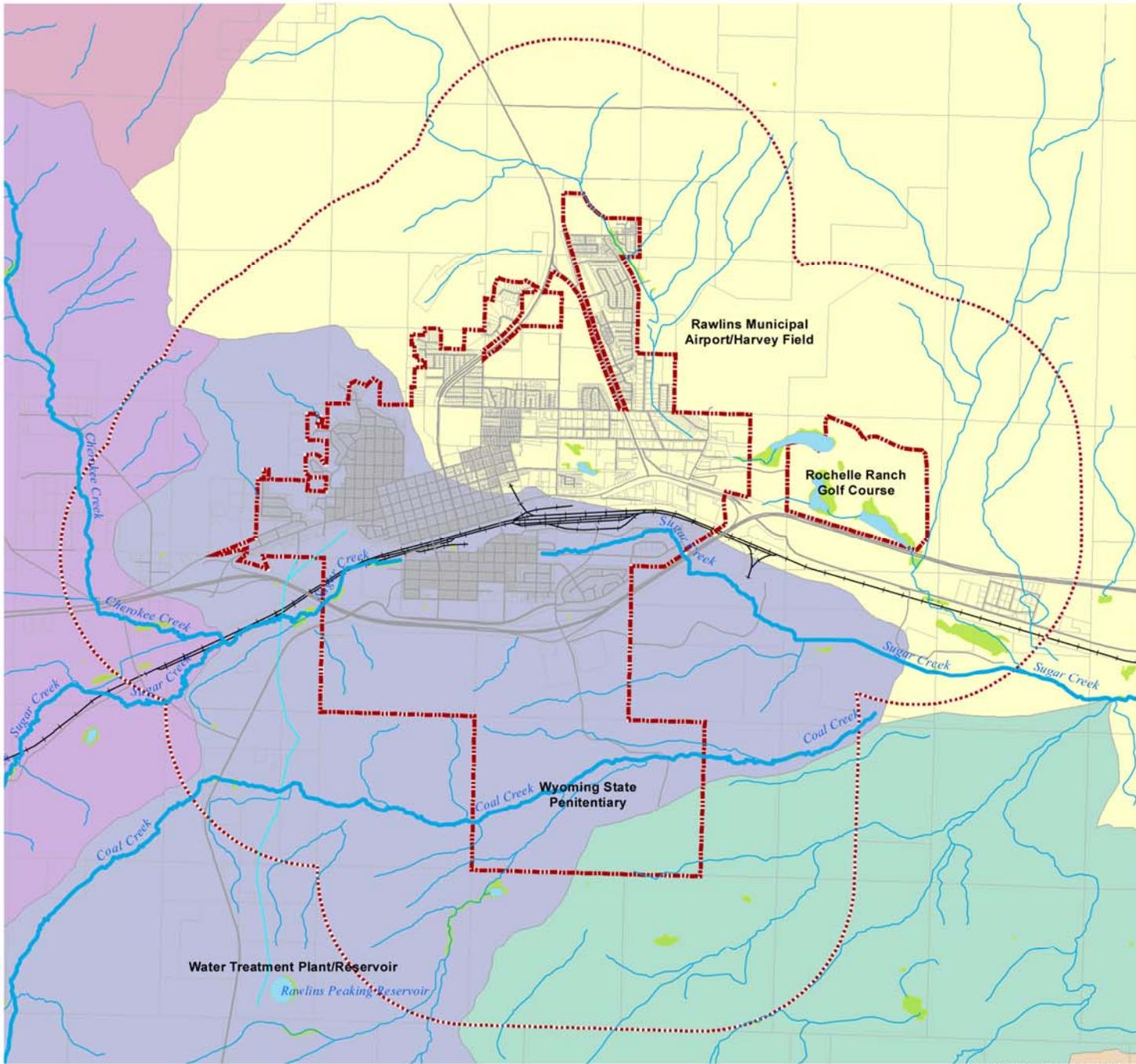
Map 2.1 Topography

Adopted January 21, 2014
0.5 0.25 0
Miles



Source: Carbon County Planning and Development

City of Rawlins General Plan Update



Watershed Boundaries

- Ninemile Hill
- Upper Sugar Creek
- Middle Sugar Creek
- Lower Sugar Creek
- 101800021304
- Grenville Dome

- Wetlands (National Wetlands Inventory)
- Major Stream or River
- Stream or River
- Pipeline
- Waterbodies

- Roads
- Railroads
- Parcels
- 1-Mile Expansion Area
- City of Rawlins Boundary

Map 2.2 Water

Adopted January 21, 2014
0.5 0.25 0
Miles



Source: <http://wygl.wygis.com/DataServer>



CLIMATE

Understanding temperature, precipitation, wind and other climatic conditions is important when planning for specific land uses and developing responsive design standards. The following are some of the key climatic conditions which can affect growth and development in Rawlins.

TEMPERATURE

The high elevation and topography of Rawlins combine to have significant impact on local temperatures, which are typified by warm summers and extremely cold winters. Wintertime temperatures occasionally warm to the high 50's and low 60's, and regularly drop to the minus 20's and 30's. The cold winter temperatures and long winters have significant impact on local lifestyles, and are a major reason for the limited range of vegetation that can grow and thrive in the area.

PRECIPITATION

With an average of 10-12 inches of rain per year, precipitation in Rawlins is extremely low. The lack of water is further compounded by the regular drought cycles which are common to the area. The lack of rainwater and the occurrence of regular droughts have significant impact on growth and development, forcing a reliance on underground aquifers, springs and wells. The lack of precipitation also limits the growth of trees and vegetation in the area.

With more than 50 inches of snow falling during an average winter, snowmobiling and other winter sport activities are possible.

SUNSHINE

The Rawlins area receives abundant sunshine, with an average of 2,650 hours per year, or 60% of daylight hours. July days receive the most sunshine, while December and January receive the least.

WINDS

Rawlins is well-known for its high winds and the difficulties these conditions bring. Prevailing winds are from the west to southwest during all seasons, with speeds varying significantly from an average of 8.9 MPH during the summer and 13.9 MPH during the winter. High winds greater than 30 MPH occur on a regular basis, particularly during winter months. Extreme winds greater than 60 miles per hour can be expected on a bi-annual basis, usually during the winter and spring seasons. A wind event exceeding 95 MPH can be expected once every hundred years.

While the windy conditions are known to cause damage and make life difficult, they are also the reason that several large-scale wind generation projects are locating in the area. These developments are expected to have significant positive impacts on the local market, by providing new jobs and diversifying the economy.

GEOLOGY, SOILS & GROUNDWATER

Conditions and impacts related to geology, soils and groundwater are presented in Chapter 8 - Public Utilities and Infrastructure.

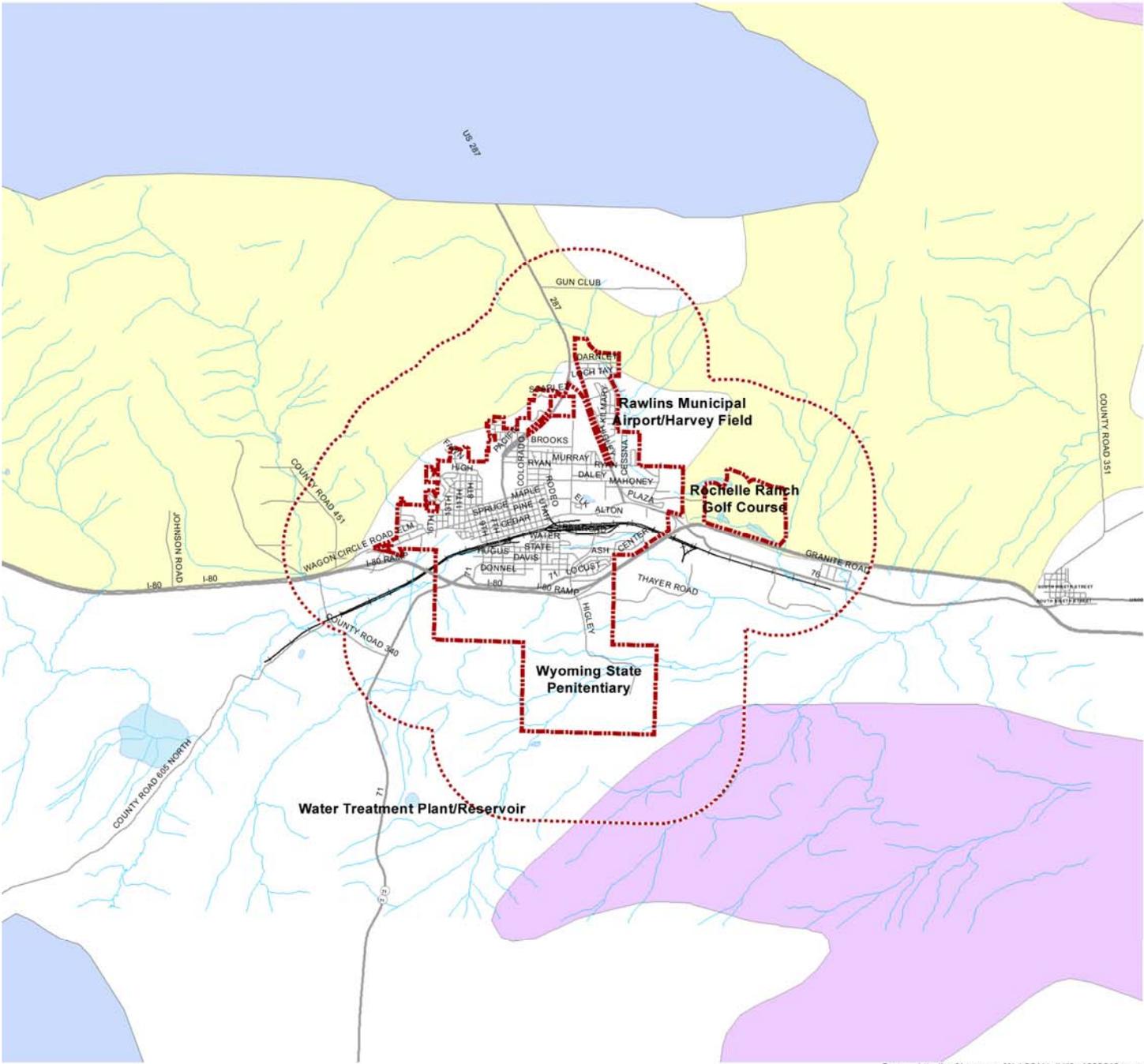
WILDLIFE HABITAT

Although a range of wildlife habitats occur in the area, the most critical are located on the nearby plains and hills that support large populations of pronghorn antelope and mule deer. As illustrated in Map 2.3, crucial antelope range is located on the north edges of the City, extending northwest for more than 100 miles toward Lander. Crucial mule deer habitat begins on the south edge of the City, extending for hundreds of miles to the mountains further south and east. Both species are commonly sighted in the area, and are regular visitors in the yards, parks and open spaces. In addition to antelope and mule deer, Rawlins is located near core sage grouse habitat areas that Wyoming officials have

identified to help keep sage grouse off the endangered or threatened list.



City of Rawlins General Plan Update



- Crucial Antelope Range
- Crucial Mule Deer Range
- Sage Grouse Core Areas
- Streams
- Waterbodies
- Roads
- Railroads
- Parcels
- 1-Mile Expansion Area
- City of Rawlins Boundary

Map 2.3
Wildlife Habitat

Adopted January 21, 2014
 1 0.5 0
 Miles



Source: <http://wgf.d.wyo.gov/Web2011/wildlife-1000819.aspx>

Other common wildlife species include coyote, red fox, black-tailed prairie dog, badger, prairie rattlesnake, Columbian sharp-tailed grouse, blue grouse and golden eagle. White tail deer, elk, moose, bear and big horn sheep are common in nearby mountainous landscapes. Less common species include the Boreal owl, northern goshawk, smooth green snake, three-toed woodpecker, and white-tailed prairie dog. Geese, swans, various ducks and other waterfowl are common visitors to local water bodies and drainages. Nearby rivers, streams, ponds and wetlands are important to migratory songbirds, water fowl and riparian birds.



As development occurs, the impacts to wildlife can be significant if proper planning is not undertaken. Steps are required to ensure that urban growth does not encroach on key areas of wildlife habitat or diminish the natural systems that wildlife rely on for survival and reproduction.



Courtesy: Carbon County Visitors Council



Courtesy: Carbon County Visitors Council

OPEN AND SENSITIVE LANDS

Rawlins is surrounded by large extents of open land that contribute to the broad views and unique vistas of the area. The open land is also part of critical habitats that are highly-valued by local residents and visitors, and as places to engage in outdoor activities. Much of the open land surrounding Rawlins is federally owned and managed by the Bureau of Land Management (BLM), with smaller public tracts held by the State of Wyoming, Carbon County and the City of Rawlins. Interspersed in the mix are large and significant parcels of privately held land.

PRESERVING CRITICAL OPEN LANDS

BLM lands are managed to sustain health, diversity and productivity for the use and enjoyment of present and future generations. The Bureau utilizes a variety of management tools and techniques to balance the demands of public land users while addressing the needs of traditional user groups.

Open lands that are **privately owned** are more susceptible to change and modification than public lands, and generally require tools to help mitigate impacts that can affect their quality as open space. As listed below and described in greater detail on the following pages, there are several tools available to preserve private land holdings as open space while maintaining their inherent value. No single tool is appropriate for all properties or situations, and each tool must be matched to specific conditions and circumstances.

- Requirements for **cluster development or “conservation subdivisions”** can be instituted, which mandate development to be compact, thus preserving open space;
- **Zoning and development restrictions** can be instituted that prohibit the development of sensitive lands; and

- **Sensitive land can be purchased, a Conservation Easement instituted, and Land Banks established** to protect critical parcels from future development.

POSSIBLE TOOLS TO PRESERVE PRIVATE OPEN SPACE AND PROTECT SENSITIVE LANDS

1. Open Space Design Standards / Clustered Development

Open Space Design Standards (OSDS) can be used to preserve agricultural land, wildlife habitat, and open spaces while allowing an equal or higher level of development on a smaller area of land. OSDS's may establish and dictate sites to be preserved such as sensitive lands, farmlands, stream corridors, rural road buffers, view corridors, and other open space features that have been identified by the community as important. OSDS's generally require the “clustering” of development as part of Conservation Subdivisions, helping to preserve open space and protect property rights.

OSDS's allow, encourage or require development to be “clustered” onto a portion of the site. The remaining property is preserved as open space through a conservation easement. Open space preservation in new development areas can be encouraged through incentives, such as allowing full density with clustering or reduced density without clustering. These mechanisms are not considered a “taking” because there is still reasonable and beneficial use of the property. They do not regulate density per se, just the pattern of development.

To encourage and facilitate Conservation Subdivision development, it is important to: 1) treat cluster developments equally with conventional subdivisions in the development review process; 2) favor clustering in special areas; and 3) encourage cluster development as a standard specifically for the preservation of open space. As a general rule, OSDS's are a part of an overlay or special district.

As described below, Open Space Design Standards have several advantages over other means of preserving open space.

- They do not require public expenditure of funds such as for the purchase of property;
- They do not depend on landowner charity or benevolence such as in land or easement donations;
- They do not need a high-end market to make them affordable;
- They do not involve complicated regulations for transfer of development rights; and
- They do not depend on cooperation between two or more adjoining property owners.

Figure 2.2 illustrates a typical subdivision design versus a Cluster Subdivision Design for the same property.

Open Space Design Standards and Clustered Development can simulate a transfer of development right process (see TDR discussion later in this section) by allowing the transfer of development density between two or more non-adjacent parcels.

Most cluster subdivision ordinances specify that multiple parcels may participate in a clustered development provided the parcels are adjacent to each other. This allows the transfer of density from one or more parcels onto a single parcel, or portion of a single parcel. Similarly, non-adjacent parcels could be allowed to combine density and transfer it onto a concentrated site where services such as sewer and culinary water may be available. This technique allows land owners to seek development partnerships that may not otherwise be available between adjacent owners, and may encourage the free market to preserve more continuous greenbelts of open space, and concentrate development of

new homes and businesses into a more compact growth pattern. The advantages of this development pattern include reduced costs to service growth, greater opportunities for farming or wildlife habitat activities, and larger, more continuous open space areas.

2. Zoning and Development Restrictions: Sensitive Lands Overlay Example

This tool requires additional regulation on underlying zoning districts, with special restrictions on unique resources, hazards or sensitive lands. However, a Sensitive Lands Overlay does not provide for complete control of the land. Such overlays might be applied over core habitats, grazing land, stream and river corridors, and other sensitive lands described in a corresponding Sensitive Lands Overlay Zone. Specific measures are then created to protect these areas. Within each category of protected land, specific regulations can be devised to treat specific density, open space, site design and building design requirements.

3. Fee Simple Title (Outright Purchase)

Desirable open space properties (recreational or agricultural) may be purchased and held by a responsible agency or organization for that purpose. Because of the potential for a very high cost of acquisition, fee simple acquisition should be reserved for highly important, critical parcels for which no other strategy can feasibly be used. Although fee simple title or out-right purchase can be the most expensive option, there are other opportunities that are available to help recover some of the initial investment.



Source: Arendt, Randall. Rural By Design. 1994

Figure 2.2

A typical subdivision (left) spreads development around the site with little concern for sensitive conditions or the preservation of unique features. Open Space Design Standards (OSDS) clusters development in appropriate areas while preserving unique and sensitive site features.

4. Purchase and Sellback or Leaseback

Purchase and Sellback enables a government agency to purchase a piece of land along with all the rights inherent in full ownership, and then sell the same piece of land without certain development rights, depending on the preservation objective related to that parcel of land. The restrictions placed on development can range from no development to requiring clustered development. *Purchase and Leaseback* is similar, although instead of selling the land, the agency leases it with restrictions in place. In this manner the agency is able to recoup some of its investment in the form of rent.

5. Conservation Easements

Conservation Easements have gained favor and popularity with property owners and preservation groups alike in recent years. These easements remove the right to develop from the usual bundle of property rights. Separation of development rights is accomplished in three ways:

- **Donations**: The property owner willingly donates the development value of the property to a land trust or other organization, and agrees that the property will never be developed. Tax incentives are available for such donations.
- **Purchases**: The property owner sells the right to develop the property to a land trust or other organization, which agrees that the property will never be developed.

- **Transfers:** The property owner transfers or trades the value of the right to develop the property to another entity, which may use that right on another property agreed upon by the jurisdiction administering the trade.

Conservation Agreements prevent alterations to a designated piece of land. Most land uses are prohibited, although certain uses such as farming, nature conservation, passive recreation and other “open space” uses may be allowed. Of the three methods (donations, purchases and transfers), transfers are the most complicated.

The conservation easement “runs” with the land and is recorded with the deed. Typically, the easement is granted to a land trust, land conservancy, or a government entity. The easement is typically agreed upon with the property owner who retains ownership of the property, but gives up the right (by selling, donating, or trading) to develop it or to use it in ways that are incompatible with the open space goal. The entity receiving the development rights agrees to hold the development rights in order to maintain the area as open space. Often there are IRS tax advantages to the benefactor for the value of the donated development rights.

6. Land Banking

Local governments have used this option only rarely as a means for preserving land, primarily due to its often-prohibitive costs. This tool involves the purchase of land and holding it for possible future development. Often the land is purchased and leased back to the original owners so as to continue its immediate use, such as agricultural production. Agencies interested in this option should have the ability to purchase and condemn land, to hold and lease land, and to obtain debt financing for its purchase.

GOALS & POLICIES

Goal: To maintain and protect the Rawlins Uplift, Sugar Creek, critical habitat areas and other key natural features and zones in Rawlins and its area of impact.

Policy: Regulate future development on lands associated with the Rawlins Uplift, Sugar Creek, other waterways and habitat zones.

Implementation Measure: Incorporate special review into the development review process to assure that adequate protections are known and identified prior to development.

Implementation Measure: Adopt ordinances requiring development setbacks along creek corridors to protect wildlife corridors, provide space for parks and trails and provide a buffer between future development areas. Recommended setbacks are 100 feet along Sugar Creek, Coal Creek, Cherokee Creek and other major waterways, and 50 feet along smaller tributaries.

Implementation Measure: Work closely with the U.S. Army Corps of Engineers and other responsible agencies to ensure wetlands within the City and impact area are protected and maintained.

Implementation Measure: Work with the State of Wyoming and Carbon County to implement consistent policies on State and County lands within City boundaries and its area of impact.

Goal: To conserve water on public and private landscapes.

Policy: Encourage water conservation through policies and ordinances that reduce indoor and outdoor water use.

Implementation Measure: Adopt a water conservation landscape ordinance for Rawlins and its area of impact.

Implementation Measure: Adopt an indoor water use ordinance that requires low flow plumbing fixtures and other means to conserve water.

Implementation Measure: Utilize water conserving landscape design and methods on public projects within Rawlins and its area of impact to set an example for private development.

Implementation Measure: Work with the State of Wyoming and Carbon County in the development and application of consistent water conservation policies on State and County lands located within Rawlins and its area of impact.

Goal: To maintain and protect critical open lands and other sensitive lands in Rawlins and the surrounding areas of impact.

Policy: Modify the existing municipal code to emphasize the need to protect critical open space and sensitive land.

Implementation Measure: Identify and map critical open space and sensitive lands with the intent of establishing protection and preservation areas.

Implementation Measure: Develop a Critical Open Space and Sensitive Lands Overlay Zone which addresses specific lands

to be protected and the tools and mechanisms available for implementation.

Implementation Measure: Work with the State of Wyoming and Carbon County in the development of similar codes and protections for the preservation of State and County-owned critical open space and sensitive lands.

Implementation Measure: Ensure that future growth does not extend into critical habitat areas for sensitive and threatened species, such as the sage grouse.

3 Land Use and Community Development

INTRODUCTION

As the City of Rawlins has grown and aged, it has become a more complex place. Public demands have increased, calling for better housing, improved aesthetics, more amenities and services, better maintenance of public infrastructure and private properties, more things to do, and changes that improve the “quality of life.” The public also expects more sustainable development, coordinated planning with Carbon County, and growth that is responsive to the natural setting, environment and history of the City and its surroundings.

In order to adequately address increasingly complex demands, future growth needs to be adjusted to meet expectations of the community. This begins with a clear vision for the future. As presented in the following pages, the future land use vision is based on a careful understanding of past directions and patterns of growth, and consideration of alternative development ideas and directions. These have been established through analysis of existing and past land use patterns, review of existing plans and data, and careful consideration of issues and ideas identified by the public.

BACKGROUND AND CONTEXT

As illustrated in Map 3.1, Rawlins is centered at the crossroads of Interstate-80 and US-287. Interstate 80 runs from downtown San Francisco to Teaneck, New Jersey, and is the second-longest Interstate Highway in the United States (after Interstate 90.) The freeway traces the route of the historic Lincoln Highway, the first road across America. The Lincoln Highway once ran through the heart of downtown Rawlins, and later was incorporated into the local road system when I-80 was constructed about a mile to the south.

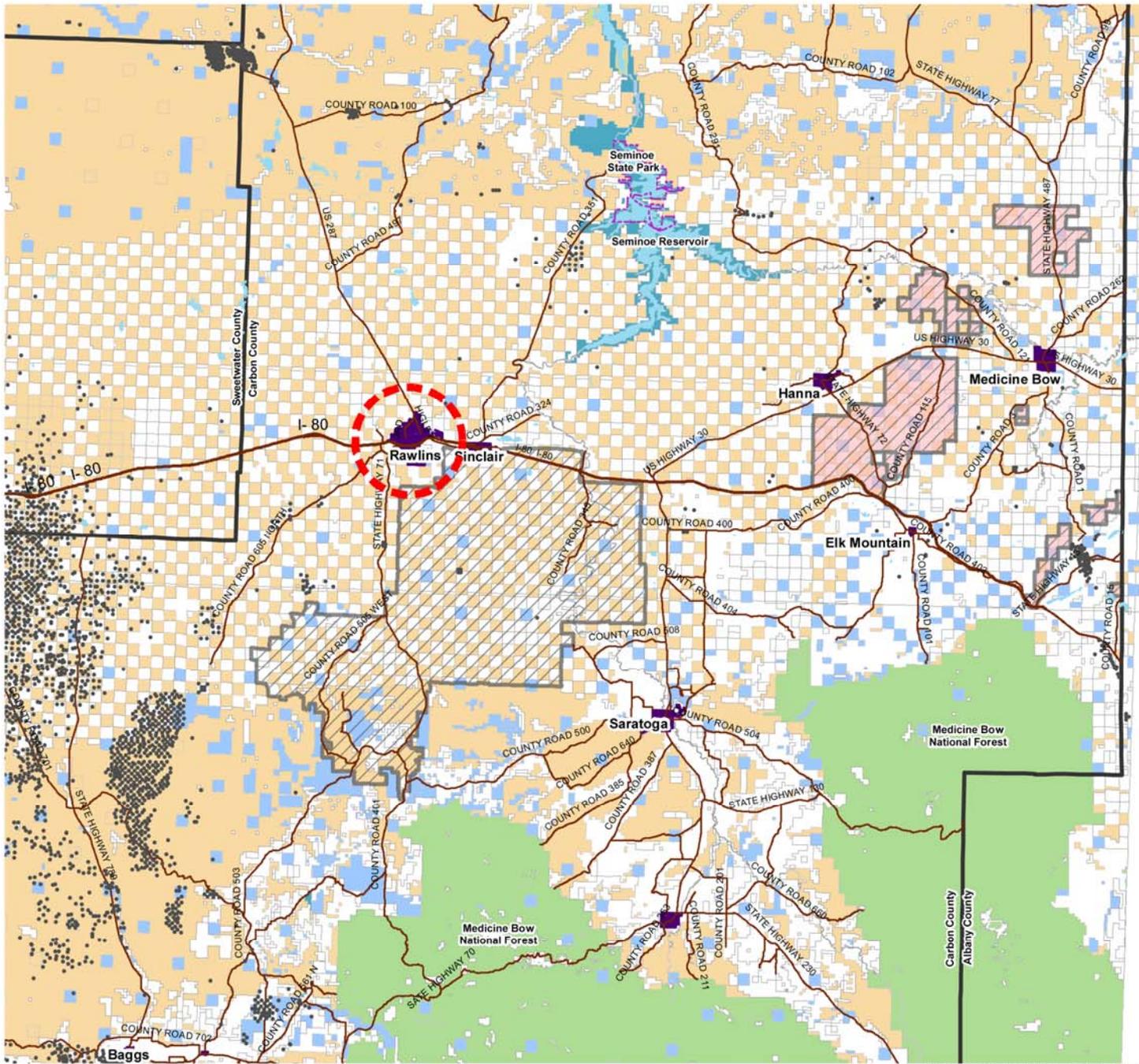


The Union Pacific Railroad is the reason Rawlins was established. The railroad traces the edge of historic downtown, and continues to be an active rail corridor today.

Seminole State Park is located approximately 40 miles northeast of Rawlins, encompassing Seminole Reservoir, which was built in 1939. The park provides a range of mountain sport and recreation amenities, including picnic areas shelters, beaches, a boat ramp, playgrounds, and campsites.

Closer to home, the rugged lands surrounding Rawlins are rich in oil, coal, and gas deposits, which have fueled the economy over the years. The reliance on energy continues today, with the ongoing establishment of the Chokecherry / Sierra Madre Wind Project south of Rawlins. This project comprises the largest commercial wind generation facility proposed in North America. The Power Company of Wyoming has applied to the BLM to build approximately 1,000 wind turbines, which are expected to generate 2,000 to 3,000 megawatts (MW) of electricity.

City of Rawlins General Plan Update



- Municipalities
 - Major Roads
 - Waterbodies
 - municipalities
-
- Land Ownership**
- Bureau of Land Management
 - Bureau of Reclamation
 - Fish & Wildlife
 - Forest Service
 - Private
 - State
 - Oil & Gas Wells
 - Seminole State Park
 - Wind Farms, Constructed
 - Wind Farms, Proposed

Map 3.1
County Context

Adopted January 21, 2014
5 2.5 0
Miles



Source: Carbon County Planning & Development



FORM OF THE CITY

As illustrated in Figure 3-1, the original City (historic downtown) was laid out along a Meridian grid system of ten blocks per linear mile, skewed approximately thirty degrees to the north in line with the adjacent rail line. Newer roads immediately beyond the historic downtown are aligned along a standard north-south grid, containing a range of block sizes. The roads in newer neighborhoods have deviated from the grid pattern, incorporating curving road patterns that respond better to the lay of the land.

The municipal boundary is surrounded by a one-mile “expansion area” where the city is likely to annex and expand to accommodate future growth (shown on Map 3.2). The expansion area is consistent with the one-mile “Town Expansion Areas” identified in the Carbon County Comprehensive Land Use Plan and the county policy to “locate new residential developments and commercial sites in close proximity to

municipalities and developed areas.” Land use in the Priority Area is currently dominated by large tracts of open space interspersed with a handful of low-density residential subdivisions and ranchettes.

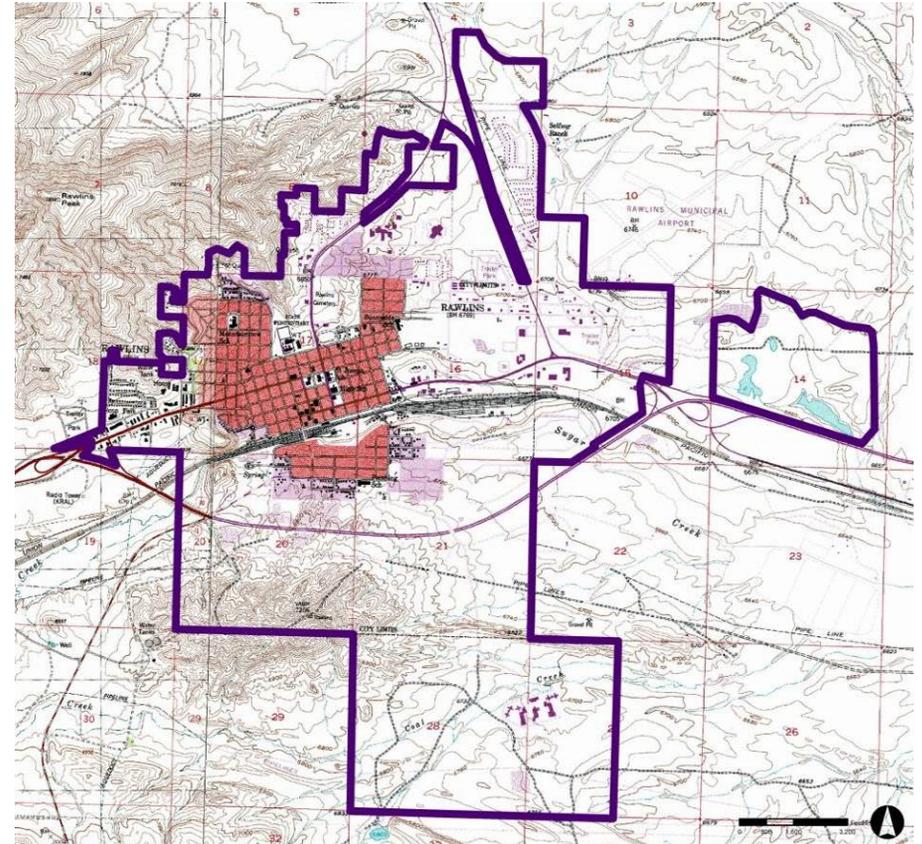


Figure 3.1
Rawlins City Streets and Grid



DISTRICTS AND NEIGHBORHOODS

Rawlins is divided into north and south segments by Interstate 80 and the Union Pacific Rail line. The north segment is by far the larger area, encompassing the historic downtown and historic residential district, Cedar and Spruce Street commercial areas, an educational district to the north, and interspersed by small residential neighborhoods and commercial/light industrial enclaves.

Areas south of the railroad also contain a mix of residential, commercial and industrial uses, although the uses are generally newer here. The residential profile is more homogenous, consisting primarily of single-family mobile homes and apartment buildings. The original Rawlins Spring is located in this neighborhood, which also includes the County Road and Bridge Shop, various commercial and industrial uses, the Glenn Addition Intensive Agriculture area, and a significant amount of vacant land adjacent to the rail way.

The Wyoming State Penitentiary is located to the south, on the opposite side of Interstate-80.

EXISTING LAND USE

The existing land uses in Rawlins reflect the changing patterns and eras of growth that have occurred since the City was settled. Maps 3.2 and 3.3 illustrate existing land use from two different scales, both within the City boundaries and beyond it in the County. The maps are based on parcel data layers provided by Carbon County, which were verified in the field.

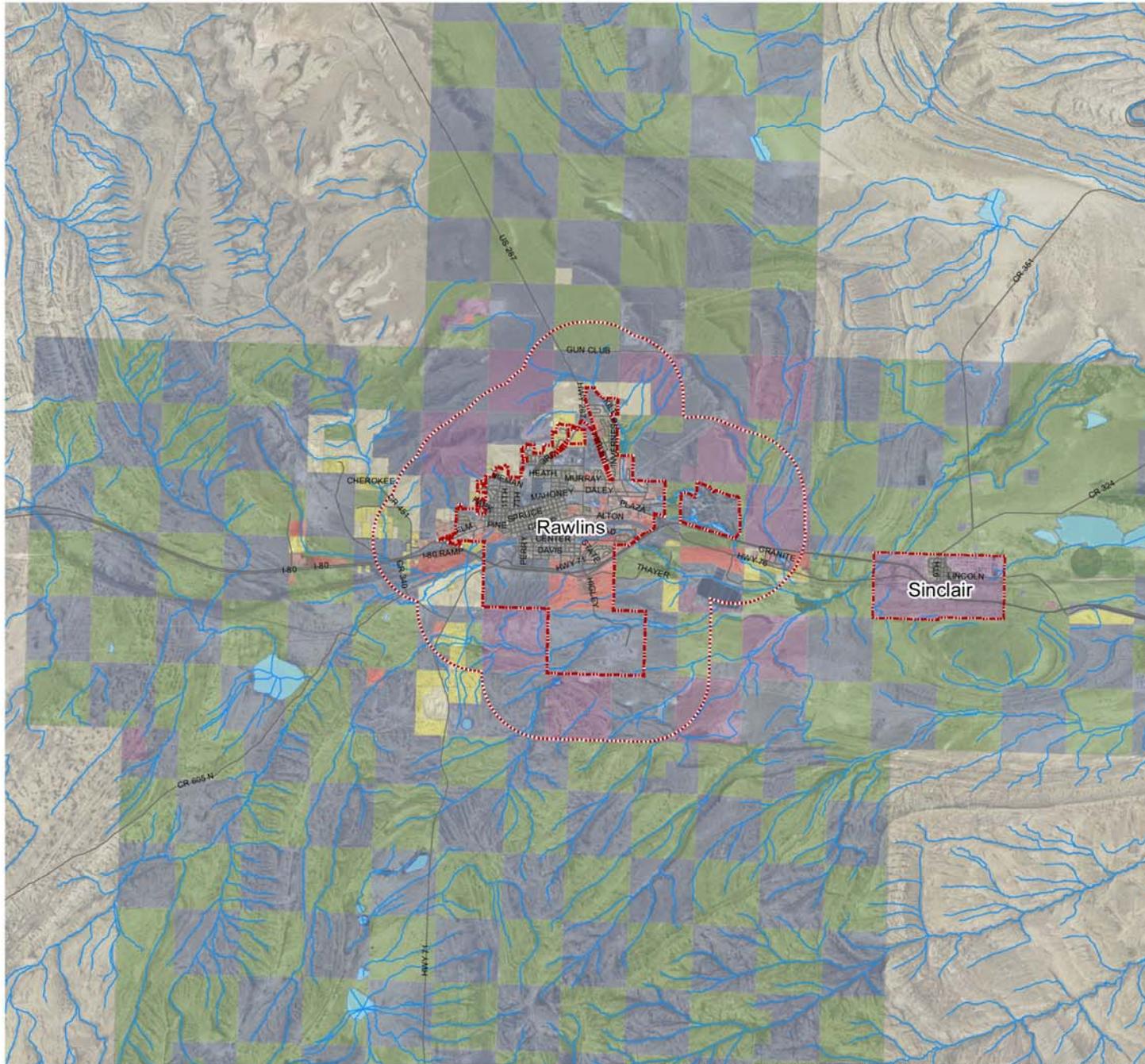
Table 3.1 presents the acreage and percentage of total land occupied by specific land uses within the existing municipal boundaries only. As can be noted, the City currently encompasses 5,219 acres or 8.15 square miles.

Table 3.1: Existing Land Use

Land Use*	Acres	%
Single-Family Residential	635.3	12.2
Multi-Family Residential	34.1	0.7
Commercial	389.9	7.5
Industrial	2.3	0.0
Public, Semi-Public and Institutional (Exempt)	3322.3	63.7
Other	1.5	0.0
Vacant and Undeveloped		
<i>Undeveloped Commercial</i>	686.2	13.1
<i>Vacant Commercial Building</i>	21.0	0.4
<i>Undeveloped Residential Land</i>	122.9	2.4
<i>Undeveloped Industrial Land</i>	3.1	0.1
TOTAL	5218.6	100.0

*within the existing municipal boundaries – September 2012

City of Rawlins General Plan Update



Existing Land Use

- Single Family Residential
- Single Family Residential (Mobile Home)
- Multi-Family Residential (Duplex, Triplex, Townhouse & Higher Density)
- Commercial
- Industrial
- Public, Semi-Public, and Institutional (Exempt)

Vacant and Undeveloped Land

- Undeveloped Residential Land
- Undeveloped Commercial Land
- Undeveloped Industrial Land
- Vacant Commercial Building
- Agricultural (Outside City Boundaries Only)

Streams

Waterbodies

Roads

Railroads

1-Mile Expansion Area

Municipal Boundary

Map 3.2 Existing Land Use in Local Context



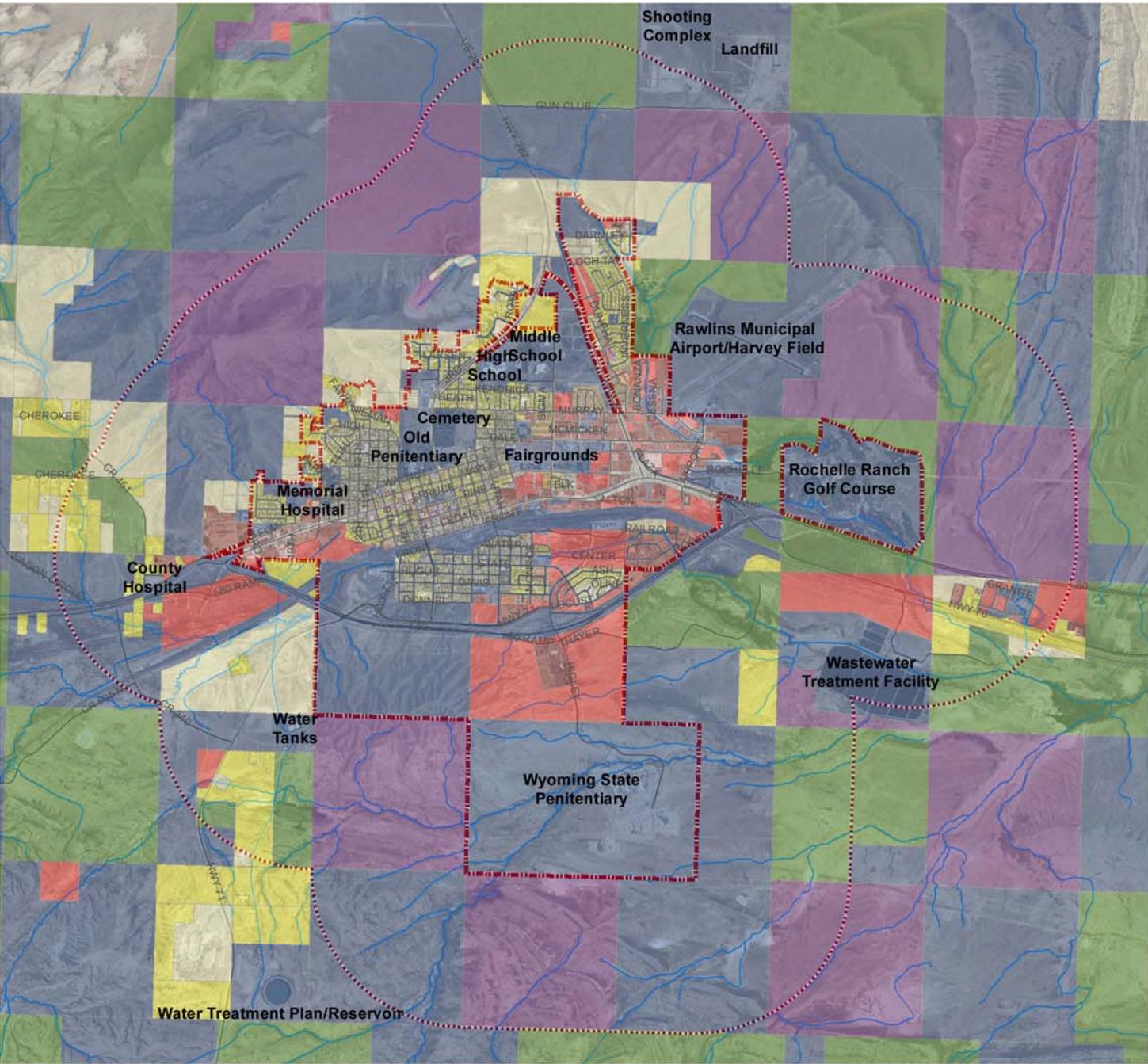
Adopted January 21, 2014

0.5 0.25 0 0.5
Miles



Source: Carbon County Planning and Development, Wyoming Department of Revenue CAMA, and Landmark Design, Inc.

City of Rawlins General Plan Update



Existing Land Use

- Single Family Residential
- Single Family Residential (Mobile Home)
- Multi-Family Residential (Duplex, Triplex, Townhouse & Higher Density)
- Commercial
- Industrial
- Public, Semi-Public, and Institutional (Exempt)

Vacant and Undeveloped Land

- Undeveloped Residential Land
- Undeveloped Commercial Land
- Undeveloped Industrial Land
- Vacant Commercial Building
- Agricultural (Outside City Boundaries Only)

- Streams
- Waterbodies
- Roads
- Railroads
- 1-Mile Expansion Area
- City of Rawlins Boundary

**Map 3.3
Existing Land Use**

Adopted January 21, 2014
0.5 0.25 0
Miles



Source: Carbon County Planning and Development, Wyoming Department of Revenue CAMA, and Landmark Design, Inc.

The following is a “snapshot” description of the existing land uses in Rawlins.

RESIDENTIAL

Residential uses occupy 670 acres of land, accounting for slightly less than thirteen-percent of the City total. The bulk of residential uses are single-family homes (635 acres), with only 34 acres of multi-family units, which paints a clear picture of Rawlins as a single-family community. It also highlights the lack of housing options that are available (see [Chapter 4 – Housing](#) for housing details and discussion).

The style and density of single-family homes varies by location, although there is a general lack of diversity. The largest homes are located in the historic residential neighborhood north of the City center, and in the neighborhoods north and west of Washington Park. In general, the size of individual lots is relatively small, and many of the homes are small, aged, and in disrepair.



A large percentage of residential uses are mobile homes located on individual lots, with the largest concentration found in the neighborhood south of the railroad within the Southside, Southside 2nd, Southside 3rd, Merrell and Southpark Subdivisions. Smaller enclaves of single-family mobile homes are located on Murray Road east of old town (part of Hillside 3rd Subdivision) and on the east side of Higley Boulevard within the Highland Hills Subdivision.

Although mobile home parks are classified as a commercial land use in Rawlins, they serve a significant residential need, particularly for temporary workers and lower-income residents. Mobile home parks are located along the south side of Spruce Street near the west I-80 entrance, and on the north side of Murray Street near Higley Boulevard.

COMMERCIAL

Commercial uses currently occupy almost eight-percent of the total land in the City of Rawlins. The range of uses is fairly broad, including small commercial shops in the downtown core, big box commercial and service uses on the eastern outskirts, gas stations and similar uses near freeway access roads, and a mix of other commercial and industrial uses along the major roads.

Downtown Commercial

Downtown Rawlins is by far the oldest and most diverse commercial district in the City. The area was once a thriving commercial center, but has experienced a progressive decline since the construction of Interstate 80 and the corresponding focus on highway commercial development. In recent years downtown Rawlins has undergone a transformation, building on the historic “frontier town” motif and implementing several renovation projects.



Downtown Rawlins generally encompasses the areas between Spruce Street and Front Street from north to south, and between 6th and 2nd from west to east. The area includes small eclectic shops, restaurants, drinking establishments, office buildings and similar uses, many of which are locally-owned and operated. In addition to commercial uses, downtown City of Rawlins is also the hub of City and County government and the home of the Rawlins Branch of the Carbon County Library system. Other unique features found in the area include the historic rail depot, a small museum, a pocket park and plazas, and an interpretive trail focused on the history of the area.



Other Commercial Areas

As one travels west from downtown along Spruce Street, commercial uses become increasingly automobile-oriented, including older motels, small offices and similar uses. As one approaches the freeway entrance, many of the buildings are vacant and in disrepair.

East of downtown, Cedar Avenue is lined by a range of commercial and industrial uses, which become increasingly industrial in nature as one approaches Harshman Street, eventually transitioning to highway-oriented uses as one continues east toward Higley Boulevard. Uses in this area include a variety of newer motels, big box stores, fast food restaurants and gas stations.



The form and layout of individual buildings varies by the location, the service provided and era of development. In general, the oldest and most significant office buildings are located in downtown.

INDUSTRIAL

Although only 2.3 acres of land are classified industrial, this is misleading since much of the commercial land found on the south edge of Cedar Street, on the west edge of Higley Boulevard, adjacent to the railroad, and elsewhere in the northeastern portion of the City is actually industrial, light industrial or a mix of commercial and industrial uses. There is no clear division between commercial and industrial uses in this area, resulting in a confusing appearance.

PUBLIC, SEMI-PUBLIC AND INSTITUTIONAL (EXEMPT)

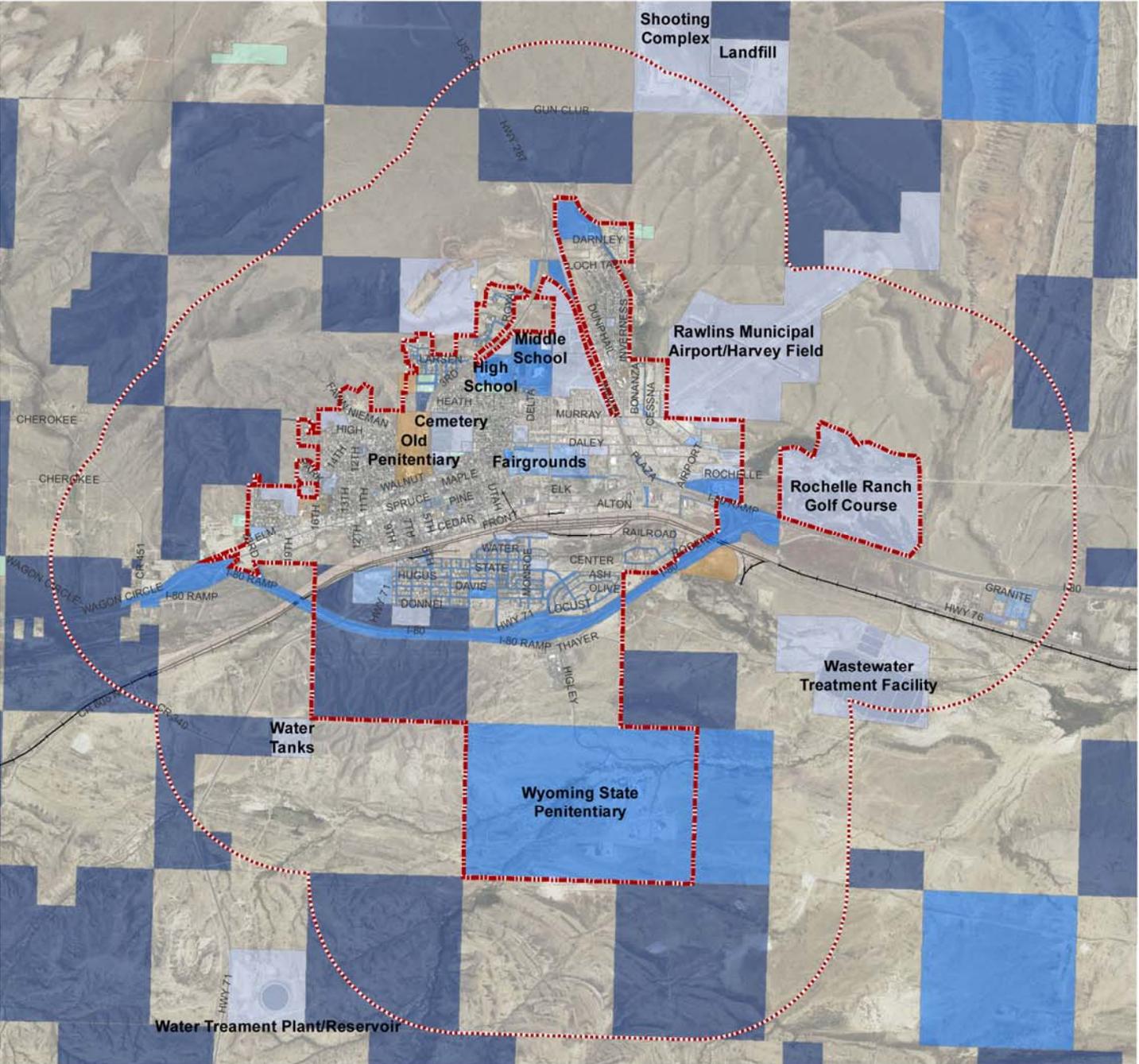
This is by far the most significant land use category in the City, encompassing more than 3,300 acres (5.2 square miles) and 64% of the land in the City. Included in this category are large facilities such as the Wyoming State Penitentiary, Rawlins High School, Rawlins Middle School and Rawlins Elementary School, in addition to various city, state and federal government operations, the Carbon County Fair Ground, Carbon County Higher Education Center, the Old Pen, Rawlins Municipal Cemetery and similar uses. Many of these uses would typically be part of other land use categories, such as civic and cultural, parks and recreation, or schools and education. Map 3.4 breaks down this category by major entity (City, County, State, BLM, Railroad, etc.). Additional details regarding specific community services are found in [Chapter 7 – Public Services](#).



OTHER LAND USES

There are numerous churches and places of worship spread throughout the community, primarily within the residential zones and downtown neighborhoods. Several parks and trails are also scattered throughout the City, and the Rawlins Family Recreation Center is located near the High School and Middle School on the northern extents of the community. Other miscellaneous uses include undevelopable wetlands near Tin Can Hill; Glenn Addition, an area dedicated for intensive agriculture uses such as animal husbandry and the keeping of livestock in confined spaces without open grazing along the east edge of the City; small remnant agriculture parcels; power substations, utility distribution facilities and field operation sites; roads; and various stream corridors and drainage corridors.

City of Rawlins General Plan Update



- City
- County
- State
- Federal
- Religious Institution
- Utility
- Miscellaneous
- Road
- Railroads
- 1-Mile Expansion Area
- City of Rawlins Boundary

Map 3.4
Existing Public, Semi-Public, & Institutional (Exempt)

Adopted January 21, 2014
0.5 0.25 0
Miles



Source: Carbon County Planning & Development and <http://wygl.wygis.org/DataServer>

VACANT LAND

Occupying 833 acres or 16% of total land, vacant land is the second most prevalent land use category in the City. The bulk of vacant land is commercial (686 acres / 13.1 % of the total), followed by vacant residential (123 acres / 2.4% of the total), vacant commercial (21 acres, 0.4 %), and vacant industrial (3.1 acres, 0.1% of the total.) These sites are obvious places to locate future growth and development. As illustrated in Map 3.5, vacant commercial sites become increasingly frequent and large as one moves outward from the center of town.

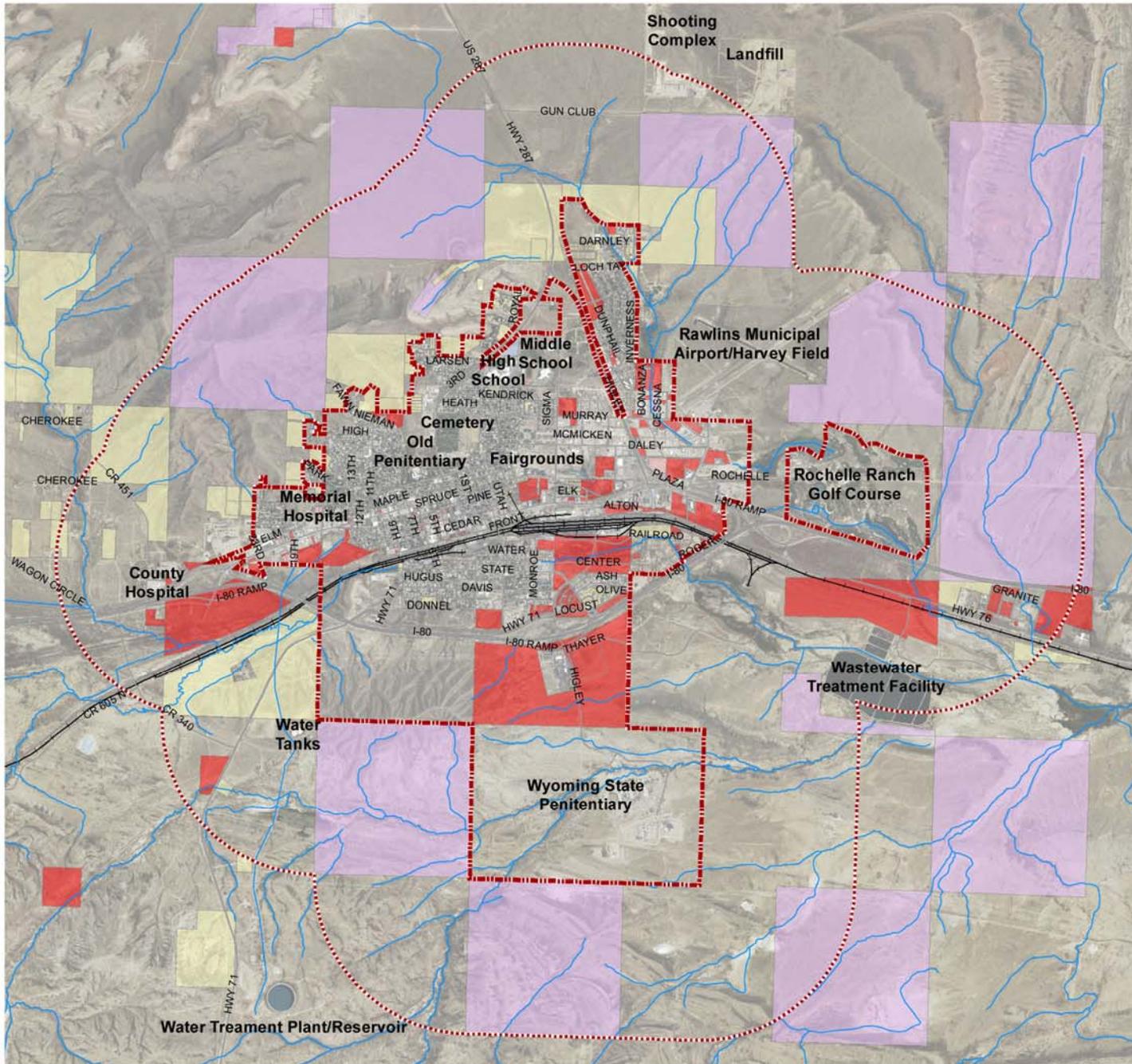


KEY LAND USES LOCATED BEYOND THE MUNICIPAL BOUNDARIES

In addition to the agricultural land, open space, scattered ranches and rural residential uses, several other major uses are located beyond the City limits, including the following:

- **The Rawlins Municipal Airport** – Harvey Field is located on the northeastern border of the City in Carbon County. The airport covers an area of approximately 800 acres, and contains two asphalt paved runways. Although annual use varies, the airport had 10,020 aircraft operations or an average of 27 flights per day in 2006. Of these, 56% were general aviation, 43% air taxi and 1% military. A new master plan for the facility was prepared in 2011, calling for the extension of both runways. These changes, when implemented, will impact the surrounding uses, including several existing structures, and will require careful planning in the northeast portion of the City.
- **Rochelle Ranch Golf Course** - owned by Rawlins City, the golf course is located in an “island” of municipal land within a “sea” of Carbon County acreage. The land on three sides of the site is also owned by the City of Rawlins and located beyond the City limits.
- **Rawlins Wastewater Treatment Plant** – located east of Rawlins on the south side of I-80.
- **Rawlins City Landfill** – located north and east of the City east of US-287.
- **Rawlins Water Treatment Plant** – located southeast of the City limits.
- **Rawlins Outdoor Shooting Complex** – located adjacent to the landfill north of Rawlins.

City of Rawlins General Plan Update



- Undeveloped Residential Land
- Undeveloped Commercial Land
- Undeveloped Industrial Land
- Vacant Commercial Building
- Vacant Exempt
- Streams
- Waterbodies
- Roads
- Railroads
- 1-Mile Expansion Area
- City of Rawlins Boundary

Map 3.5
Existing Vacant
Land Use

Adopted January 21, 2014
0.5 0.25 0
Miles



Source: Carbon County Planning & Development and <http://wygl.wygis.org/DataServer>

EXISTING ZONING

RELATIONSHIP BETWEEN THE MASTER PLAN AND ZONING ORDINANCE

The master plan provides the decision-makers the opportunity to look beyond the day-to-day zoning issues and provide guidance for the future use of land and development in the community. A properly developed, well thought-out master plan can be of great value for improving quality of life, making more efficient use of financial and other resources, providing a cleaner environment and building an economically healthy community.

However, the value of any master plan is directly related to the community's willingness to follow the plan, and its diligence in keeping the plan current and relevant to today's conditions.

Once adopted the plan must be implemented through appropriate zoning regulations, and changes to the zoning districts or map. This must be followed by consistent use of the plan. Failure to do so in a consistent manner will discredit attempts to use the plan as a defense for actions challenged by property owners or developers. Likewise, prompt implementation and consistent and vigorous use of the plan will lend credibility to decisions on re-zonings or other zoning actions.

The relationship between the master plan and the zoning ordinance is often misunderstood, but there are clear legal and administrative differences. For example, while the master plan is a guide for the future use of land, the zoning ordinance regulates the use of land in the present. As a guide, the master plan is not a binding, legal document, but is useful to support the legal strength of the zoning ordinance.

A key difference between a master plan and the zoning ordinance is timing. The master plan is intended to show the future use of land at some point in the future, which in this case is 2030. The zoning

ordinance, on the other hand is immediate, regulating land use today. Since the master plan determines the future use of land, re-zonings should generally be consistent with the master plan.

The City of Rawlins Zoning Ordinance is based on the Euclidian Model, which is described in the following inset. The Zoning Ordinance consists of the **Zoning Code**, which defines the permitted uses, standards and requirements for each zone, and the **Official Zoning Map**, which identifies the location of each zone (see Figure 3.2).

EXISTING ZONING

As illustrated in Figure 3.2 and summarized below, the City of Rawlins City Zoning Map contains eight residential zones (RA, R-15, R-40, R-7.5, R-MF, R-MH, RH and PUD), two commercial zones (C-1 and C-2), a single industrial zone (IND), a zone for intensive agricultural uses (I-A), and a historic residential overlay district.

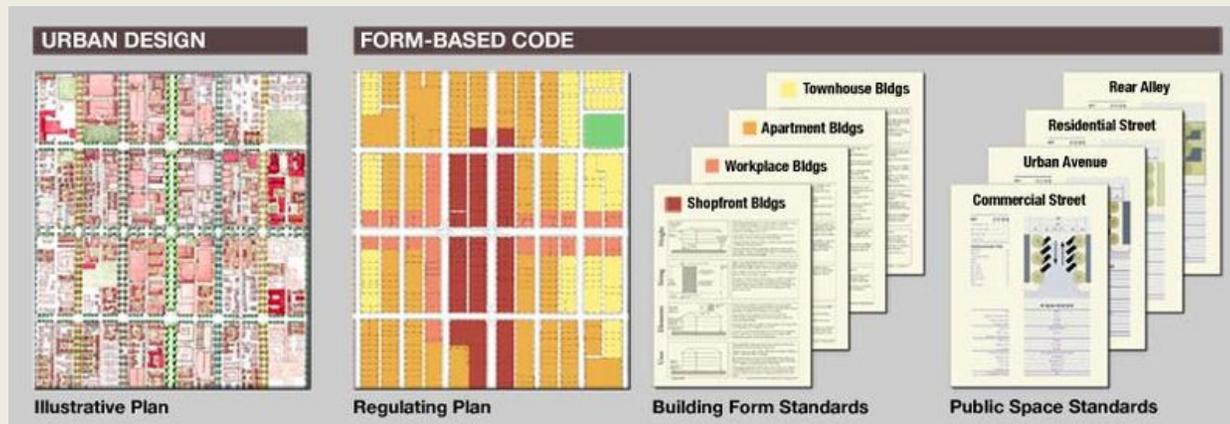
The various approaches to zoning can be divided into four broad categories: **Euclidean, Performance, Incentive, and Form-based.**

Named for the type of zoning code adopted in the town of Euclid, Ohio, and approved in a landmark decision of the U.S. Supreme Court, **Euclidean zoning** codes are the most prevalent in the United States. Euclidean zoning is characterized by the segregation of land uses into specified geographic districts where limitations on development activity are stipulated. Advantages include relative effectiveness, ease of implementation, long-established legal precedent, and familiarity. However, the system is often criticized for its lack of flexibility and institutionalization of a now-outdated planning theory.

Performance zoning uses goal-oriented criteria to establish review parameters for proposed development projects. Performance zoning is intended to provide flexibility, rationality, transparency and accountability, avoiding the arbitrariness of the Euclidean approach and better accommodating market principles and private property rights with environmental protection. This type of zoning has not been widely adopted in the USA.

First implemented in Chicago and New York City, **incentive zoning** is a reward-based system intended to encourage development that meets established goals. Typically, the method establishes a base level of development and a reward scale to entice developers to incorporate the desired development criteria. Incentive zoning allows a high degree of flexibility, but can be complex to administer.

Form-based codes offer considerably more flexibility in building uses than do Euclidean codes. Form-based zoning regulates the form that land use may take rather than the type of land use allowed. For instance, form-based zoning in a dense area may insist on low setbacks, high density, and pedestrian accessibility. In recent years several cities and towns in the US have replaced their Euclidian zoning ordinances with form-based codes.



CITY OF RAWLINS - ZONING MAP 2011

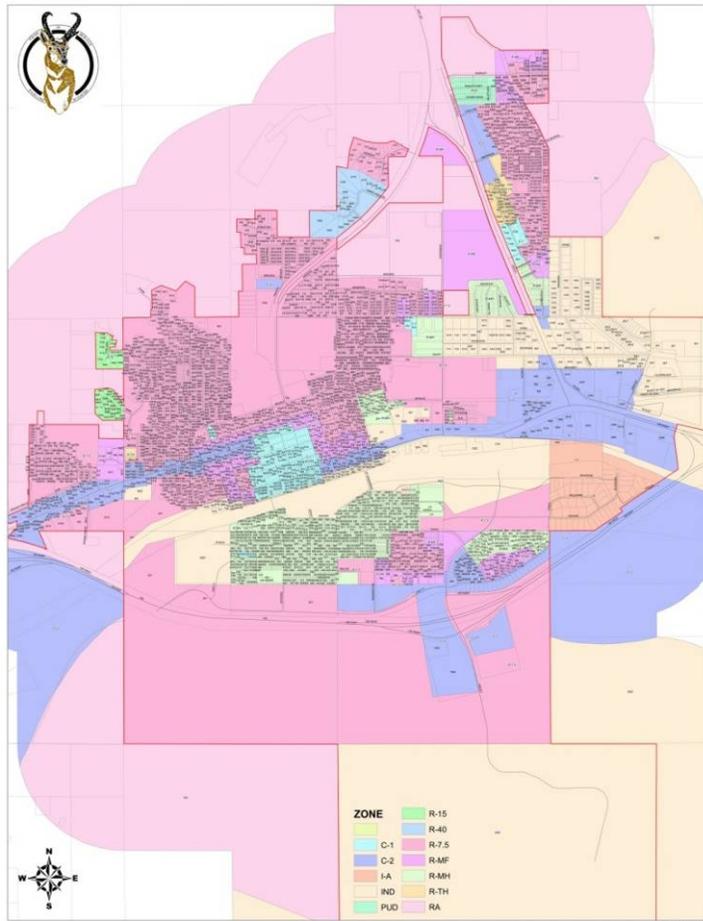


Figure 3.2

City of Rawlins Zoning Map 2011

- **RA Residential Agriculture Zone** - the primary purpose of this district is to preserve open areas immediately that are not ready for development, while at the same time permitting ranching and agricultural uses. This zone is focused on land that is located beyond the municipal boundary but within one mile. Land in this

area is prioritized for future urban development, assuming the need exists.

- **R-40, 15 and 7.5 Single Family Residential Zones** – the primary purpose of these zones is for single-family homes on lots covering a minimum area of 40,000, 15,000 and 7,500 square feet, respectively.
- **R-MH Mobile Home Residential Zone** – the primary purpose of this zone is to allow single-family mobile homes on lots that cover a minimum area of 6,000 square feet.
- **R-TH Townhome Residential Zone** – the main purpose of this zone is to allow townhouses.
- **R-MF Multi-family Residential Zone** – the main purpose of this zone is to allow multi-family residential uses.
- **I-A Intensive Agriculture Zone** - the purpose of this district is to provide an area for intensive animal husbandry and the keeping of livestock in confined spaces without open grazing. This zone is limited to the Glenn Addition, which is situated near the eastern entrance of the City adjacent to Interstate 80.
- **Historic Residential Overlay** – the purpose of the Historic Residential Overlay is to facilitate development in those areas of the City that were originally platted with lots 25 feet in width and now have a significant number of developed and undeveloped single-family residential parcels 50 feet in width.
- **C-1 Commercial Zone** - the purpose of this district is to provide for appropriately designed shopping, professional or personal service facilities. This zone is focused on the traditional

downtown area, with smaller areas located along major roads in the City.

- **C-2 Commercial Zone** - the purpose of this district is to provide for highway oriented business development at appropriate locations in the City. This zone is focused on land near the three entrances to the City via Interstate 80.
- **IND Industrial Zone** - the purpose of this district is to provide for industrial development in locations best suited for it, and to avoid an uncontrolled mix with residential development.

EXISTING LAND OWNERSHIP

Land ownership patterns in Rawlins and the surrounding area are unique, presenting distinct challenges to the continued growth and development of the City. The pattern is the result of the “Wyoming Checkerboard,” a 40-mile wide strip of land located 20 miles on each side of the Union Pacific Railroad right-of-way from the Utah Border to the Nebraska state line. The Pacific Railway Acts of 1862 and 1864 conveyed to the railroad (Anadarko) both surface and mineral rights to the odd-numbered (square-mile) sections of land in this area, while retaining the even-numbered sections as federal (BLM) property. Thus, four private (railroad) sections surrounded each federal section and four federal sections surrounded each private section, giving land ownership maps of this area the appearance of a checkerboard. The reason for using this system was to encourage and assist the Union Pacific Railroad in construction of the first transcontinental railroad. Since the 1860s, some of the land has changed hands; however, the alternating ownership pattern persists to the present day.

As illustrated in Maps 3.6 and 3.7, the checkerboard pattern disrupts the natural extension of the City beyond the City limits, since the bulk of land surrounding the City is either federally owned or in the possession of Anadarko Petroleum Corporation, which acquired Union Pacific

Resources Corporation in 2000. Both are large landholders with limited incentive to relinquish their holdings. The City of Rawlins has negotiated with both entities to acquire key parcels, with some success. Further complicating matters, much of the vacant land within the City boundaries is owned by these same landholders, making it difficult to predict whether or when the parcels will be developed.

SELECTING A FUTURE GROWTH SCENARIO

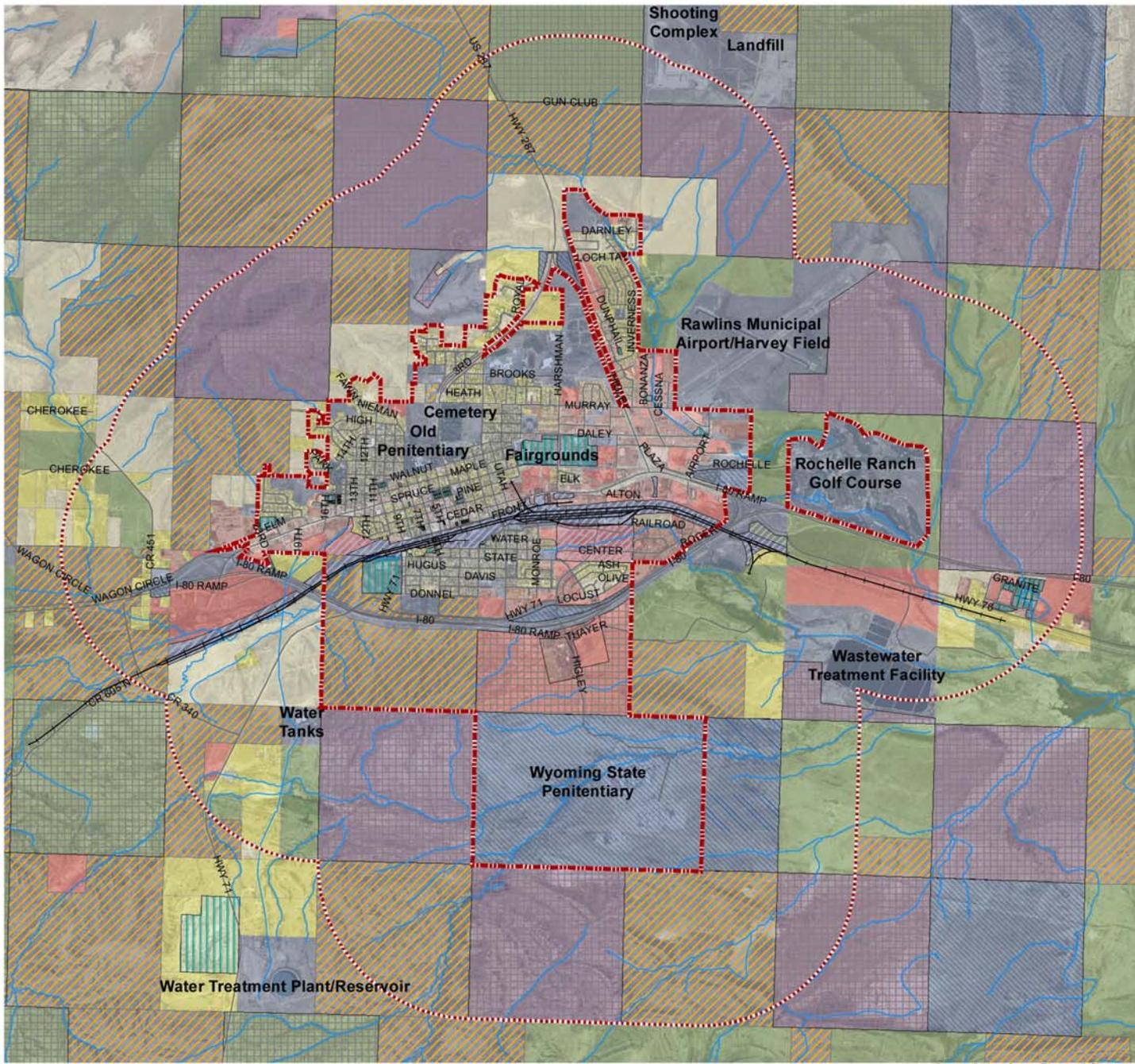
Selecting a likely growth scenario is a critical step in the creation of an effective master plan. As detailed in [Chapter 1 – Introduction and Background](#), population growth has been flat since the 1970’s, vacillating between 9,000 and 9,400 residents. In order to ensure that the amount of land provided to meet needs during the next 20 years is practical, four future population scenarios were investigated. The scenarios range from a low of 224 new residents / 20 acres of residential land required during the next 18 years, to a high of 3,747 new residents and 335 acres. Since the amount of land required in the high scenario is nevertheless small in terms of land requirements, it was selected as the basis for determining future land use needs.

FUTURE LAND USE CONCEPT

Accommodating future growth is the most elemental function of this planning effort. As previously established, land use and ownership patterns in Rawlins are complicated. In order to clearly determine which areas are available to accommodate future growth, a system of overlays was used to eliminate land that is unsuitable for development. As illustrated in Map 3.8, the overlay process eliminated the following from consideration:

- Developed land;
- Transportation corridors;
- Areas outside of the water service boundary (above gravity –flow elevation);

City of Rawlins General Plan Update



- Ownership**
- County Owned Land
 - State Owned Land
 - Anadarko Owned Land
 - BLM Owned Land
 - UPRR Owned Land
- Existing Land Use**
- Single Family Residential
 - Single Family Residential (Mobile Home)
 - Multi-Family Residential (Duplex, Triplex, Townhouse & Higher Density)
 - Commercial
 - Industrial
 - Public, Semi-Public, and Institutional (Exempt)
- Vacant and Undeveloped Land**
- Undeveloped Residential Land
 - Undeveloped Commercial Land
 - Undeveloped Industrial Land
 - Vacant Commercial Building
 - Agricultural (Outside City Boundaries Only)
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- City of Rawlins Boundary
- Roads
- Streams
- Waterbodies

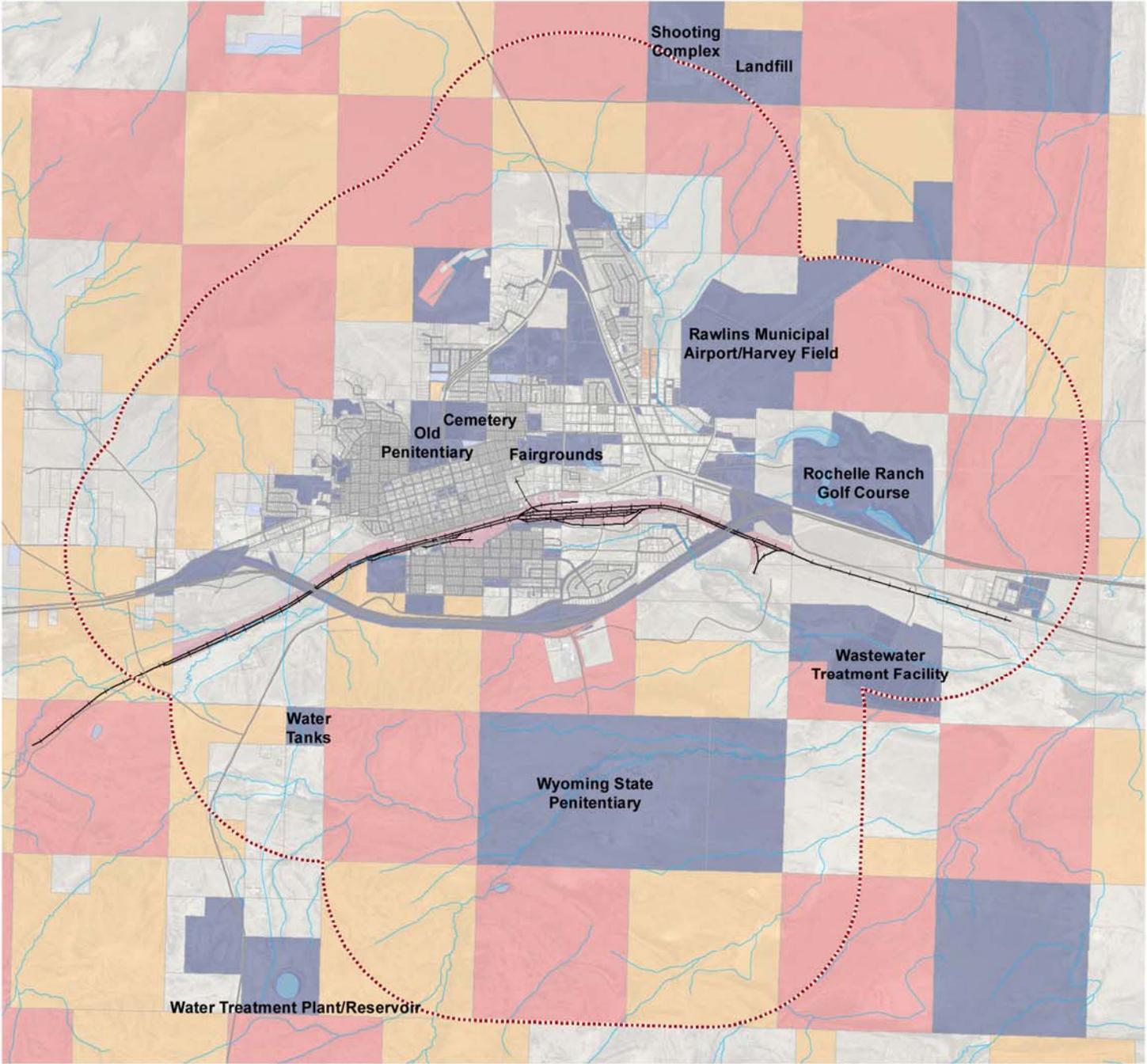
Map 3.6
Existing Land Use
with Ownership

Adopted January 21, 2014
0.5 0.25 0
Miles



Source: Carbon County Planning & Development

City of Rawlins General Plan Update



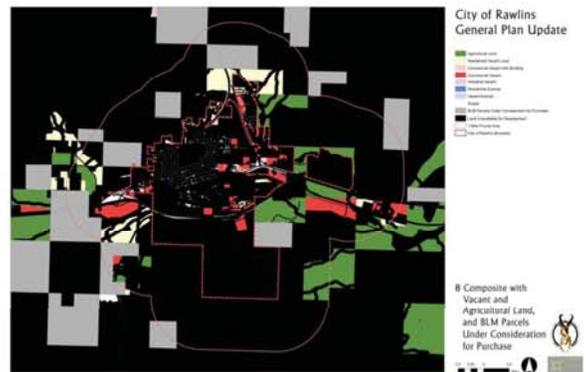
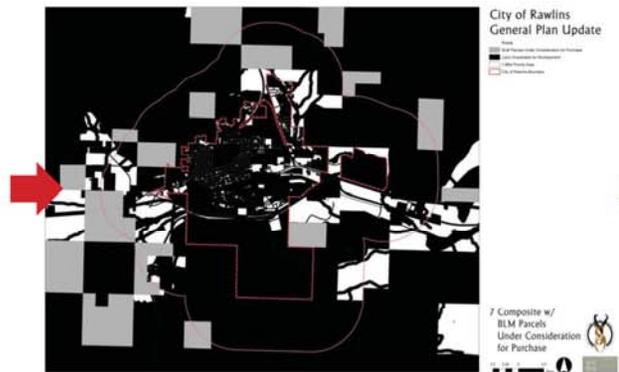
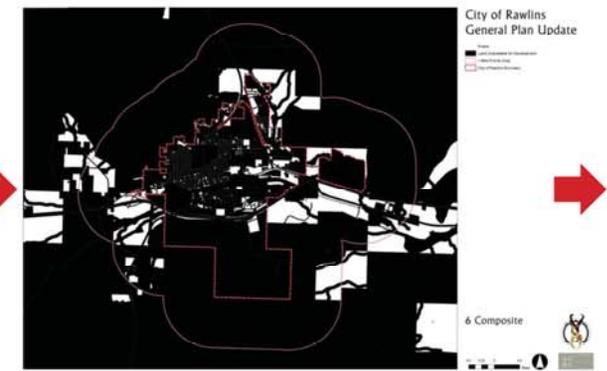
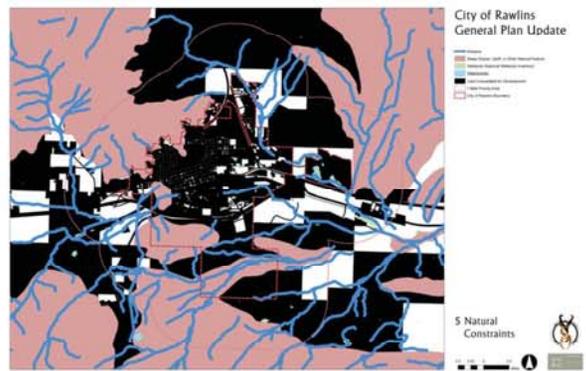
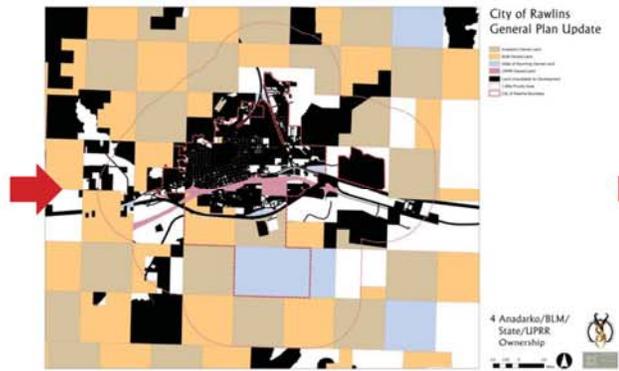
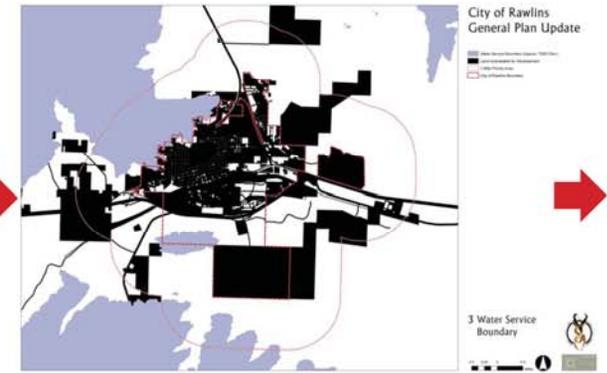
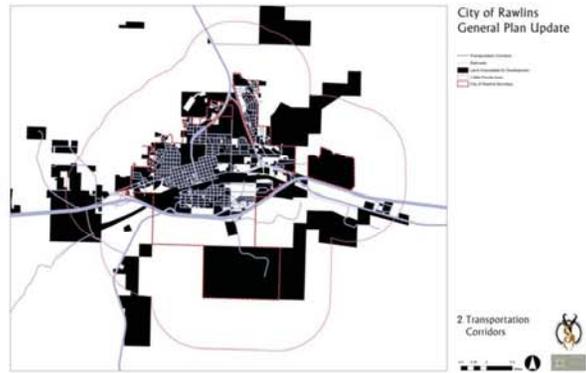
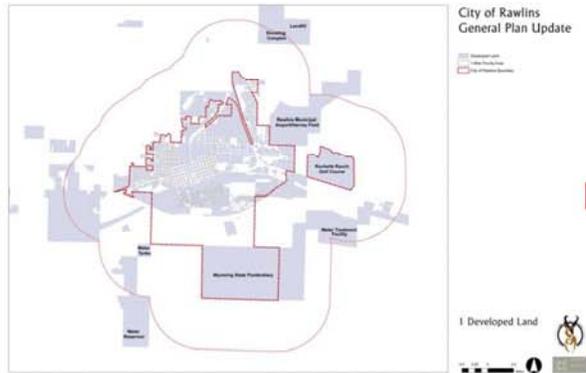
- Federal
- Bureau of Land Management (BLM)
- City
- Union Pacific Railroad (UPRR)
- Sinclair
- Anadarko
- Utility
- Private
- Streams
- Waterbodies
- Roads
- Railroads
- 1-Mile Expansion Area
- City of Rawlins Boundary

Map 3.7
Existing Land
Ownership

Adopted January 21, 2014
0.5 0.25 0
Miles



Source: Carbon County Planning & Development



Map 3.8
City of Rawlins General Plan Update
Unavailable Land Overlay Process



- Land holdings not likely to develop or which are highly uncertain for development (Land owned by Anadarko, the federal government/BLM, and the Union Pacific Railroad); and
- Existing land use with ownership areas with natural constraints (steep slopes, “uplift” landforms, wetlands, water bodies and drainage corridors, etc.).

The result of the overlay process is a composite map that illustrates land available for development (Map 3.9.)

Once the land available for development was ascertained, three Planning Alternatives were created (see the Appendix for details), each illustrating a distinct future growth concept as follows:

- Alternative 1: Infill within the City Boundaries
- Alternative 2: Development within the One-Mile Priority Area
- Alternative 3: Development beyond the One-mile Priority Area

The three alternatives were presented to members of the public during a public workshop, and later uploaded to the project web page to receive additional public scrutiny and feedback. Based on the comments received, the vision for avoiding sprawl and focusing development within the existing city boundaries, and in deference to the limited amount of land required to accommodate the highest growth scenario, **Alternative 1: Infill within the City Boundaries** emerged as the Preferred Planning Concept (see Map 3.10).

FUTURE LAND USE

Map 3.11 (Future Land Use) refines Alternative 1, presenting Rawlins as it might appear in 2030. The plan focuses on infill within the existing City boundaries, incorporating minor tracts of land beyond the City limits as necessary for meeting future needs. The plan envisions a more sustainable city that is walkable, that maximizes infrastructure capacity and that provides a range of services within easy access of homes and

neighborhoods. The map reflects the vision expressed by the public for a more “livable” city, with a focus on filling the gaps before expanding outward; densifying and upgrading under-developed areas; promoting a wider range of housing options; and re-developing blighted and poorly-functioning areas of the City.

RESIDENTIAL

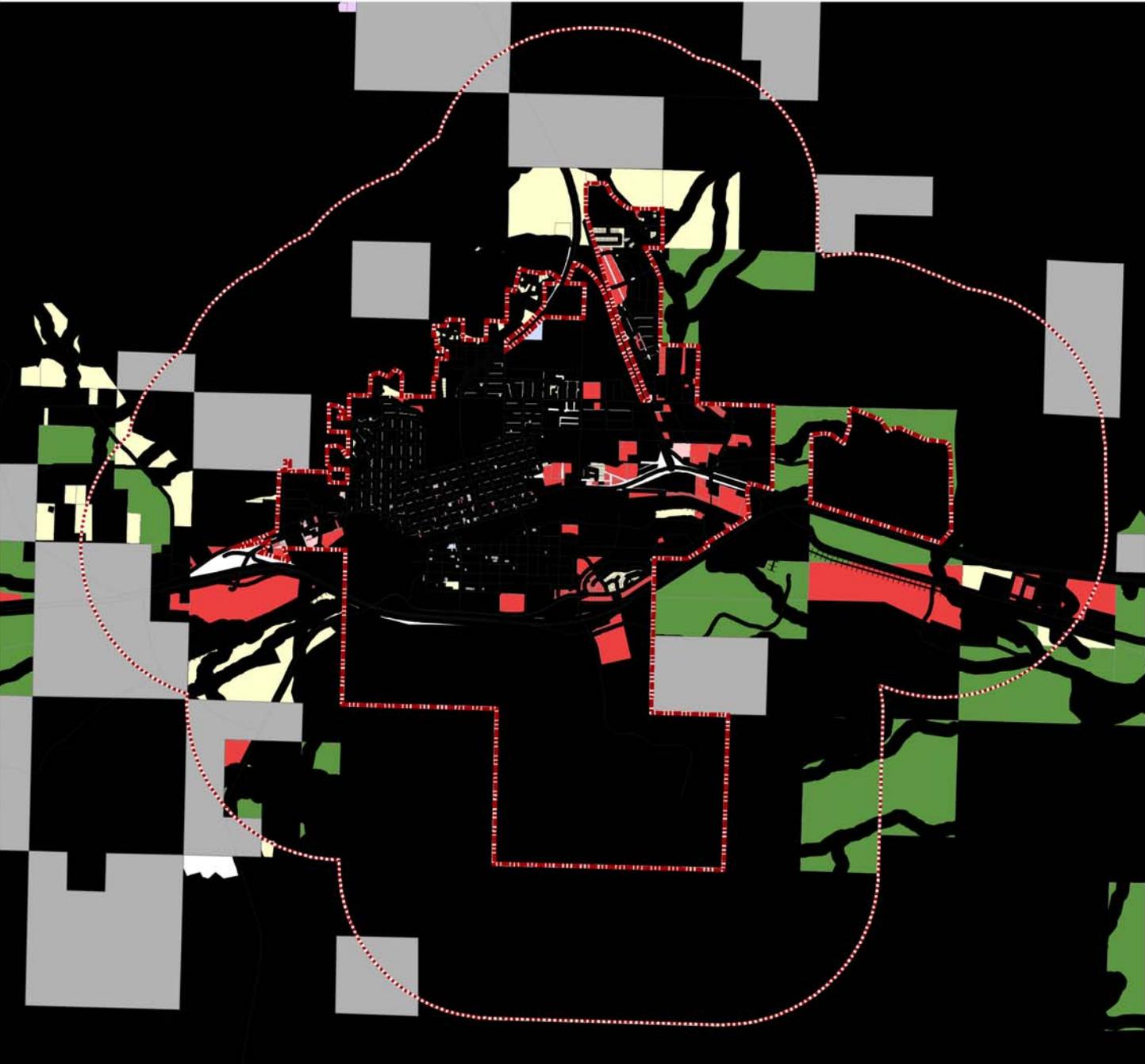
Low Density Residential

This category will continue to be the most prevalent residential use, encompassing new development areas and infill within existing single-family neighborhoods. Both infill and new neighborhoods should be developed with a wider range of housing types, including Clustered Development.



Figure 3.3
Photo Examples: Clustered Development

City of Rawlins General Plan Update



- Existing Vacant Land Use
- Agricultural Land
 - Residential Vacant Land
 - Commercial Vacant with Building
 - Commercial Vacant
 - Industrial Vacant
 - Residential Exempt
 - Vacant Exempt
- BLM Parcels Under Consideration for Purchase
- Land Unavailable for Development

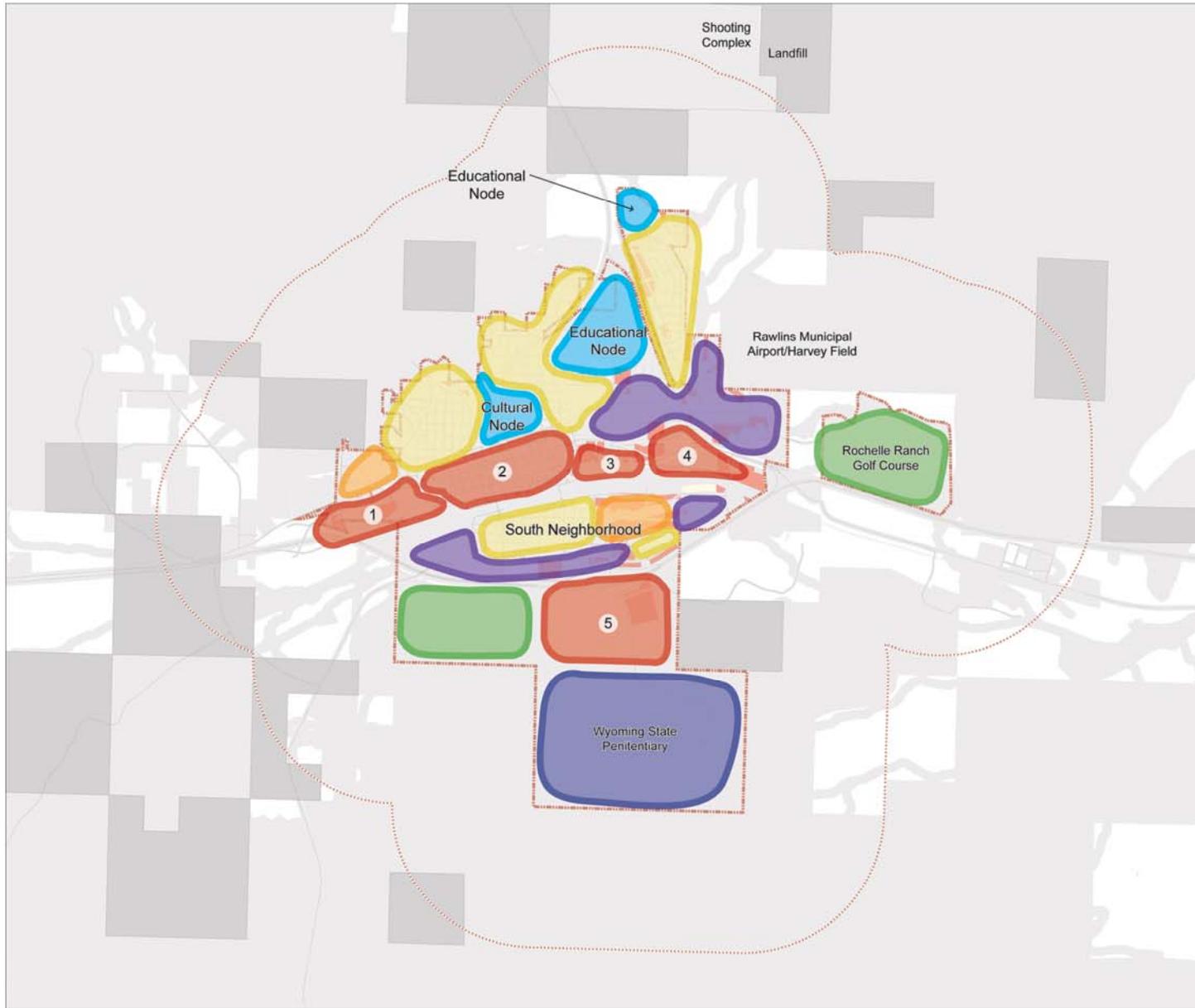
Map 3.9
Land Available
for Development

Adopted January 21, 2014
0.5 0.25 0 Miles



Source: Carbon County Planning & Development and <http://wygl.wyglsc.org/DataServer>

City of Rawlins General Plan Update



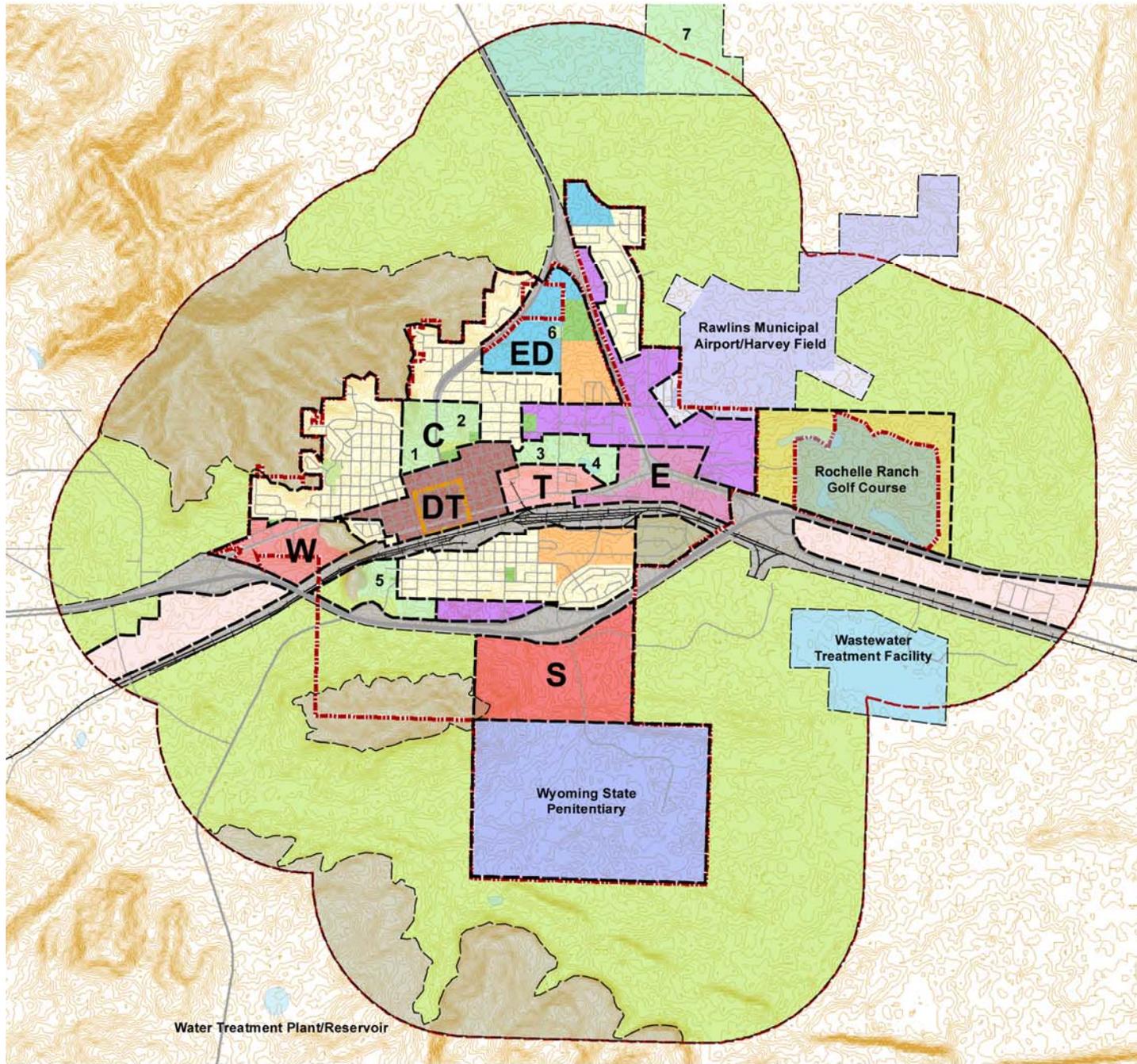
- Low Density Residential Infill
- Density Residential Infill
- Commercial Infill
- 1 West Entry
- 2 Historical Downtown (Mixed-Use)
- 3 Transitional
- 4 East Entry
- 5 South Entry
- Light Industrial/Mixed-Use
- Golf Course/Open Space
- Educational, Civic, and Cultural
- State Penitentiary

Map 3.10
Alternative 1:
Infill within Existing
City Boundaries

0.5 0.25 0 0.5 Miles



City of Rawlins General Plan Update



- Residential**
 - Low Density Residential
 - Mixed Density Residential
 - Housing Estates
- Commercial**
 - DT Downtown Mixed Use
 - W West Entrance Redevelopment
 - E East Entrance Redevelopment Upgrades
 - S South Entrance Highway Commercial Park
 - T Commercial/Industrial Transition
- Business Park**
 - Business Park
- Industrial**
 - Industrial Mixed Use
 - Agricultural Mixed Use - Glenn Addition
- Educational**
 - Schools
- Public**
 - State Pen
- Parks & Open Space**
 - Park
 - Golf Course
 - Other Open/Recreational Space
 - 1- Old Pen 4- Tin Can Hill Wetlands
 - 2- Cemetery 5- Rawlins Springs
 - 3- County Fairgrounds 6- Family Recreation Center
 - 7- Shooting Complex
 - Open Space/ Natural Landscape
 - Uplift
 - Streams and Drainages - Maintain & Utilize as Possible
- Special Districts**
 - ED Educational Village
 - C Rawlins Cultural Village
- Transportation & Infrastructure**
 - Airport
 - Airport Expansion Area
 - Shooting Range and Landfill
 - Water Treatment Facility
 - Transportation Corridor
 - 500 Foot Contours
 - 10 Foot Contours
 - 1-Mile Expansion Area
 - City of Rawlins Boundary
 - Historic Downtown

Map 3.11 Future Land Use

Adopted January 21, 2014
0.5 0.25 0
Miles



Source: Landmark Design. <http://wygl.wygis.org/DataServer> & Carbon County Planning & Development

Mixed Density Residential

This category encompasses a range of residential forms, styles and densities, laid out in a manner that results in engaging and coordinated neighborhoods. The use of Clustered Development and similar techniques is encouraged.

Clustered Development can help integrate residences with the natural attributes of the site and the surrounding landscape. The provision of neighborhood gardens, parks, corrals, trails and other amenities are all possible, depending on the concept. Clustered Development provides access to large tracts of open space and recreation amenities not otherwise available in a standard development.

Housing Estates

This area is intended to fill the need for larger, higher-end homes. Located on the periphery of Rochelle Ranch Golf Course, care must be taken to ensure new homes do not conflict with the expanded airport to the north. Since both the golf course and this neighborhood are poorly connected to the City, they should be properly linked and annexed.

Temporary Housing

Although not indicated on the Future Land Use Map, there is a need to accommodate temporary housing within the City. Rather than utilizing local hotels, mobile home parks and off-site man-camps to fill this need, other ideas should be considered that acknowledge the demand for temporary housing areas in the future.

One idea to consider is the establishment of fully-serviced mobile home/RV parks within Industrial Mixed Use zones and the South Entrance Commercial Area. These sites would be fully-serviced with utilities, roads, storm drains and similar features necessary for commercial or industrial districts, but developed with mobile homes instead. Once the temporary housing need wanes, the mobile homes can be moved and

the site converted into a fully-serviced commercial or industrial development.

COMMERCIAL

Five commercial districts are envisioned, each serving a unique role in the commercial profile of the City.

Downtown Mixed Use

Downtown Rawlins should continue to be improved according to the ideas contained in the “Rawlins Wyoming Downtown Plan” (2010). In order to make downtown a more thriving place, greater effort should be placed on establishing appropriate residential uses in downtown, as part of mixed-used development and redevelopment efforts. Likewise, downtown improvements should be extended in all directions beyond its borders, particularly toward the Historic Residential Overlay Neighborhood and Cultural District to the north.

West Entrance Redevelopment

As a major entrance in the City, this area should present a positive image and encourage visitors to proceed further into town to explore what it has to offer. The unkempt and blighted appearance, aged and vacant buildings, and unfriendly streetscape achieve the opposite. In order to once again become a positive place to conduct business, a total makeover is needed in this area. This should begin with the establishment of a comprehensive detailed plan for the area. The plan should include new commercial uses, in addition to the incorporation of higher density housing in appropriate locations, mixed-use developments, an inviting and coordinated streetscape design, and similar changes.

East Entrance Redevelopment Upgrades

Compared with the West Entrance, this commercial area presents a more positive image. The uses are newer, the development quality is generally higher, and real attempts have been made to create an

engaging streetscape. However, there is much room for improvement. For example, access to individual businesses is challenging, occurring as individual access drives instead of utilizing a shared access road. Similarly, the area is focused on vehicular traffic, and is not pedestrian friendly. Improvement should begin with the establishment of a comprehensive detailed plan for the area, focused on access and streetscape enhancements.

South Entrance Highway Commercial Park

A small portion of this area has been developed with a service station and truck stop. Although the majority of this area is owned by Anadarko, developing this area into a coordinated highway commercial park is both logical and potentially profitable. This will require close coordination with the State of Wyoming, due to the nearby location of the State Penitentiary, and careful design to ensure that improvements at this location are aligned with enhancing commercial development in downtown and other locations in the City.

Commercial/Industrial Transition

This area lacks a clear identity. The broad mix of industrial, commercial and other uses, combined with open views toward the rail yards to the south, and steep drop-off to the north at Tin Can Hill results in a place that is not quite commercial, and not truly industrial.

Several approaches can be used to improve this area and create a more positive business environment in the process. The first idea is to redevelop much of the area, removing blighted, dilapidated and incompatible uses, replacing them with coordinated uses as part of distinct commercial or industrial projects.

Another approach takes the opposite track, building upon the broad mix and diversity of uses, infilling the gaps with an even broader mix of commercial and industrial uses as part of a commercial/industrial mixed use area. If this idea is used, the diverse uses can be tied together

through streetscape enhancements and other unified public realm enhancements.

BUSINESS PARK

Establishing a business park in Rawlins is a top priority of City staff and officials. In order to accommodate uncertain development needs and requirements, two potential business park sites are indicated, both of which are aligned with ideas contained in the “Rawlins Economic Development Plan” (2012). The first Business Park site is located on the east edge of the City, and contains 200+ acres of vacant land and underutilized industrial properties at Skyline Acres. The second site is located on the southwest periphery of the City. The inability to extend affordable infrastructure and utilities has hindered development of these sites in the past, although a recent study provides hope that these necessities may be feasible in the future.



INDUSTRIAL Industrial Mixed Use

These areas are similar to the Commercial/Industrial Transition area located along Spruce Street although the number and type of uses is broader and less cohesive. Redevelopment and Infill approaches can be considered in these areas as well as part of creating a more unified appearance making better use of infrastructure.

Agriculture Mixed Use – Glenn Addition

This area is considered an eyesore and health hazard by many, while others see it as a remnant of the western lifestyle. In order to address the area in a positive manner, a detailed development plan should be prepared in direct consultation with the property owners and users, and focusing on specific changes, improvements and implementation tools.



EDUCATIONAL

Rawlins High School, Rawlins Middle School and Rawlins Elementary School are located on the north end of the community, and the Carbon County Higher Education Center is in the process of locating in the area as well. Although no new additional educational facilities are expected for several years, the benefits of co-locating in the north end of the community should be weighed against benefits of other locations.

PUBLIC

Wyoming State Penitentiary

On-going communication with State officials should be undertaken to make sure any potential changes and needs are accommodated at the existing site. Likewise, the potential expansion of highway commercial development immediately to the north should be carefully discussed with State officials before decisions are made.

PARKS & OPEN SPACE

Parks

No new parks are envisioned during the planning period. Existing parks should be maintained and upgraded to meet future needs accordingly.

Golf Course

No new golf courses are envisioned during the planning period. Likewise, expansion of Rochelle Ranch Golf Course is not expected. The Rochelle Ranch Golf Course should continue to be well-maintained and upgraded as necessary to continue providing a superlative amenity for the City.





OTHER OPEN SPACE / RECREATIONAL SPACE

As described below, seven special open spaces have been identified that do not fit the typical profiles of open or recreational sites, but which fulfill important roles for the city.

Old Pen

The grounds surrounding this facility are extensive, providing opportunity for more productive use and community engagement. Ideas to consider include an ecological village/community garden, native Animal Park and exercise course.

Cemetery

No additional cemeteries are envisioned during the planning period. If conditions change, a new facility should be located at an appropriate site close to the City within the one-mile priority area.



Carbon County Fairgrounds

At present there are no plans to move or modify the use of this facility. If conditions change, a detailed development plan should be developed to address new uses for the site.

Tin Can Hill Wetlands Park

Wet and swampy conditions make the development of this site unrealistic. As illustrated in Figure 3.4, the area could be developed into an educational wetland park, including interpretive trails, boardwalks, native plant displays, picnic areas and similar amenities. Similar facilities have recently been implemented in Rock Springs and other nearby communities, which might serve as models for this project. Efforts should begin with the preparation of a landscape master plan for the site, which should identify opportunities and constraints, design options, land acquisition and management issues, and funding options.

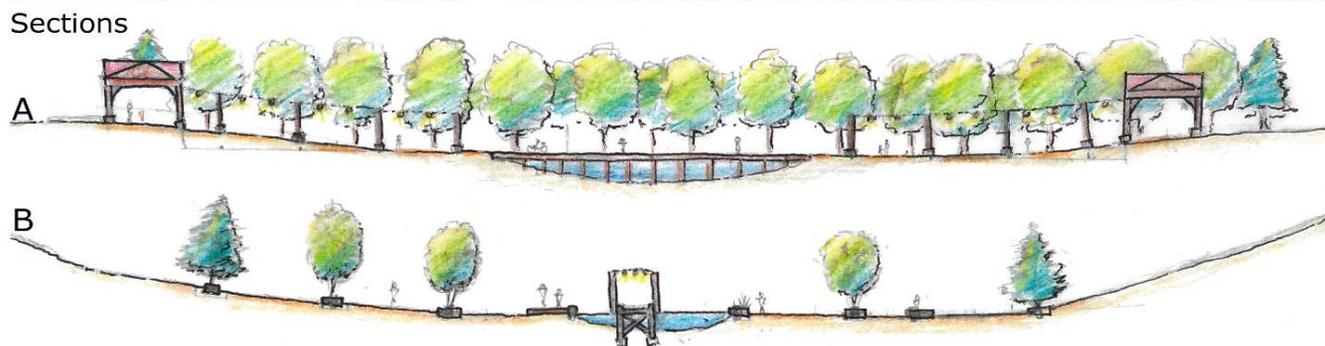
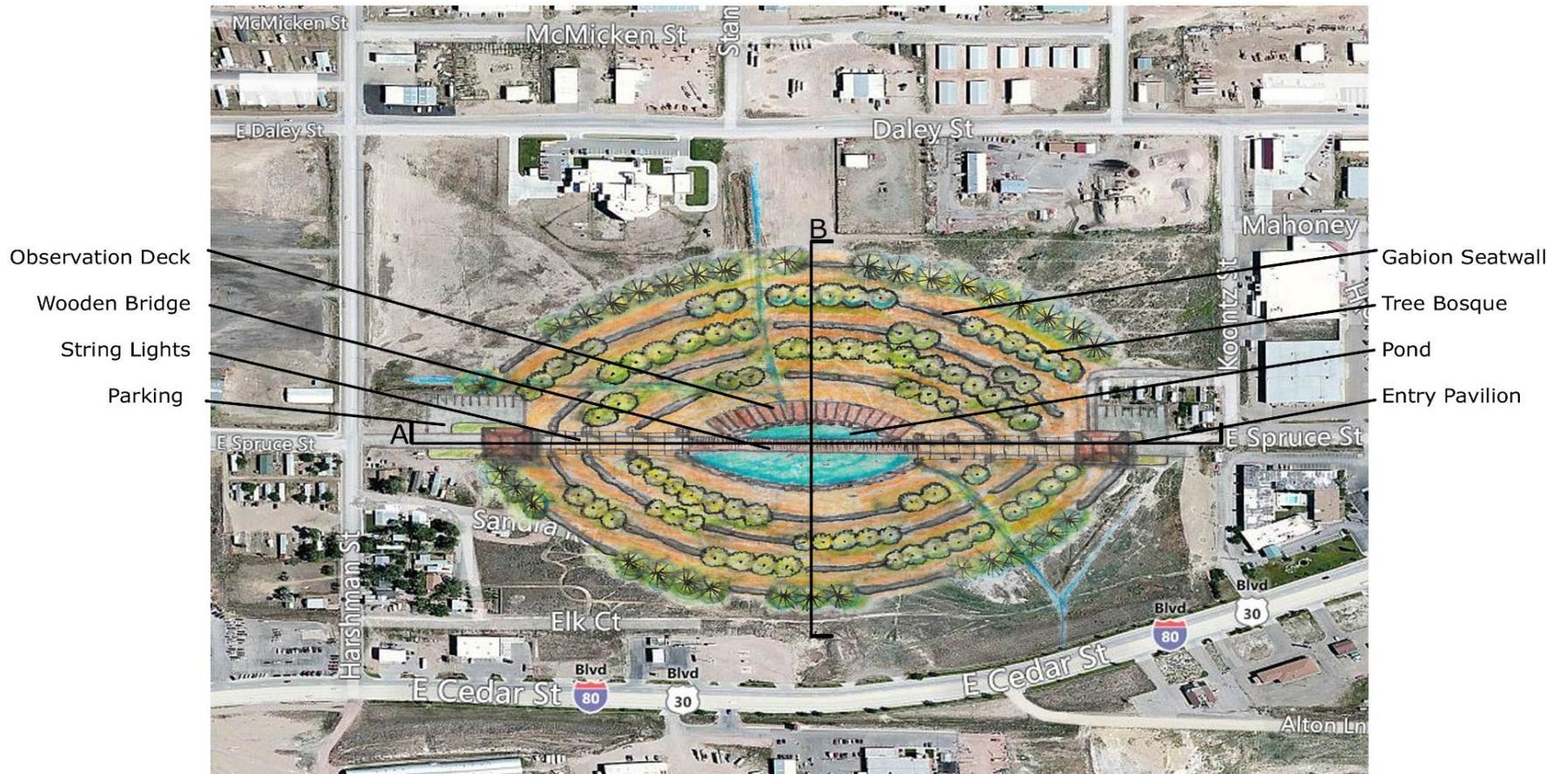


Figure 3.4
 Tin Can Hill Park – Concept Design



Rawlins Springs

As the original site of the city, Rawlins Spring is both an important historic site and a designated city park. Marked by an interpretive monument and served by a small parking lot, the site is only partially developed. It serves as one of the “end points” of the Rawlins Interpretive Trail, which is currently in the process of being implemented. A landscape master plan should be developed that addresses the purpose and use of the site, and which identifies development linkages with nearby BLM land holdings, the City of Rawlins Public Works facility, and other trail connections.

Rawlins Family Recreation Center/ Rawlins Shooting Complex

The Rawlins Family Recreation Center and Indoor Shooting Facility are important recreational facilities that serve a wide range of users. In addition to the indoor facility, a large Outdoor Shooting Facility is located just north of the city limits near the landfill. As demand increases and



new programs are considered, a detailed development plan should be prepared for each facility to guide future growth and expansion.

OPEN SPACE/NATURAL LANDSCAPE

Rawlins is surrounded by large tracts of open land. As illustrated in Map 3.9, the majority is undevelopable due to natural constraints and/or ownership patterns, with only smaller tracts available for future development. Within the one-mile Expansion Area and beyond are various rural homes and farmsteads that are occupied by those who enjoy country living and do not want to pay for city services and associated standards.

Since the focus of this plan is on infill development and enhancement of existing patterns of development within the city, efforts should be made to preserve the open feeling and expansive views surrounding the city that in large part define the Rawlins “sense of place.”

RAWLINS UPLIFT

This is perhaps the most important natural feature in the vicinity of Rawlins. The uplift can be seen from afar, letting travelers know they are approaching the City. The uplift is also an important open space amenity, providing a place to hike and explore a unique geologic feature. Recent discussions have taken place whether to allow windmills and other types of development on top of the formation, and the negative visual impacts which will result. The upcoming “BLM Northern Resource Management Plan” should thoroughly address these concerns as part of maintaining this important natural resource for the benefit of future generations.

STREAMS AND DRAINAGES – MAINTAIN AND UTILIZE

As illustrated in Map 3.10, numerous small drainages and stream beds are located in the City and nearby surroundings. These features not only provide a connection with the natural setting, they can be used to help mitigate the impacts of floods and unanticipated rain events. Rather than burying and piping these features, they should be incorporated into the structure of the City to serve as natural drainage ways, trail corridors



City of Rawlins Comprehensive Master Plan

and wildlife corridors, to the greatest degree possible.

SPECIAL DISTRICTS

As illustrated on Map 3.10-*Future Land Use*, the north end of the City is emerging into a special educational district, encompassing all of the public schools and the Carbon County Higher Education Center. In order to promote this area as a special place, it should be designated as an Educational Village, and designed according to a coordinated development that merges these facilities together with the existing park and recreation center, and the future mixed housing area to the south.

Similarly, the Old Pen and Cemetery mark the northern terminus of historic downtown. A new master plan should be developed for these features, merging them with nearby parks to create the Rawlins Cultural Village. The Old Pen can serve many roles as part Old Pen – museum, park, cultural venue and special event fairgrounds to name a few, all within the realm of the existing operations.



TRANSPORTATION AND INFRASTRUCTURE

Rawlins Municipal Airport – Harvey Field and Expansion Areas

The existing airport is sufficient for meeting projected needs in the foreseeable future, assuming that both runways are expanded as proposed in the airport master plan (see Figure 3.4). The impact of these changes on existing uses should be reviewed and analyzed to ensure they remain compatible, and all future development proposals near the airport should be carefully analyzed to avoid potential use and safety conflicts. Federal Aviation Administration (FAA) and airport plans should be reviewed as part of the design and decision-making process in affected areas.

LARGE FACILITIES BEYOND THE MUNICIPAL BOUNDARIES

The Rawlins Shooting Range, Rawlins Landfill, Rawlins Water Treatment Plant, and Rawlins Wastewater Treatment Facility are all important facilities that are located outside the municipal boundaries. In order to ensure that each of these facilities can maintain their operations with minimal impact, all new development should be designed to prevent any potential use or safety conflicts.

LAND USES NOT ILLUSTRATED ON THE PROPOSED LAND USE MAP

In addition to the primary land use categories described above, a number of other uses are located in the City that are either too small or difficult to map to show up on the Future Land Use map. The following is a description of the key future uses of this type.

Utilities

Existing utility corridors (pipelines, canals, power lines and similar conveyances) will remain in the future. Existing facilities should be maintained as required, and land reserved to meet the future needs of the community. Existing and future utility corridors should be considered part of the community open space and trail corridor system, incorporating parks and trails as appropriate.

Roads and Transportation Facilities

Future road, rail and other transportation facilities should be maintained and extended to meet the transportation needs of the community. This is particularly critical within the One-mile Expansion Area, which is earmarked for future city expansion. Road and infrastructure standards are less rigorous in this area than within the city boundaries, creating sub-standard situations if eventually annexed into the city.

URBAN DESIGN

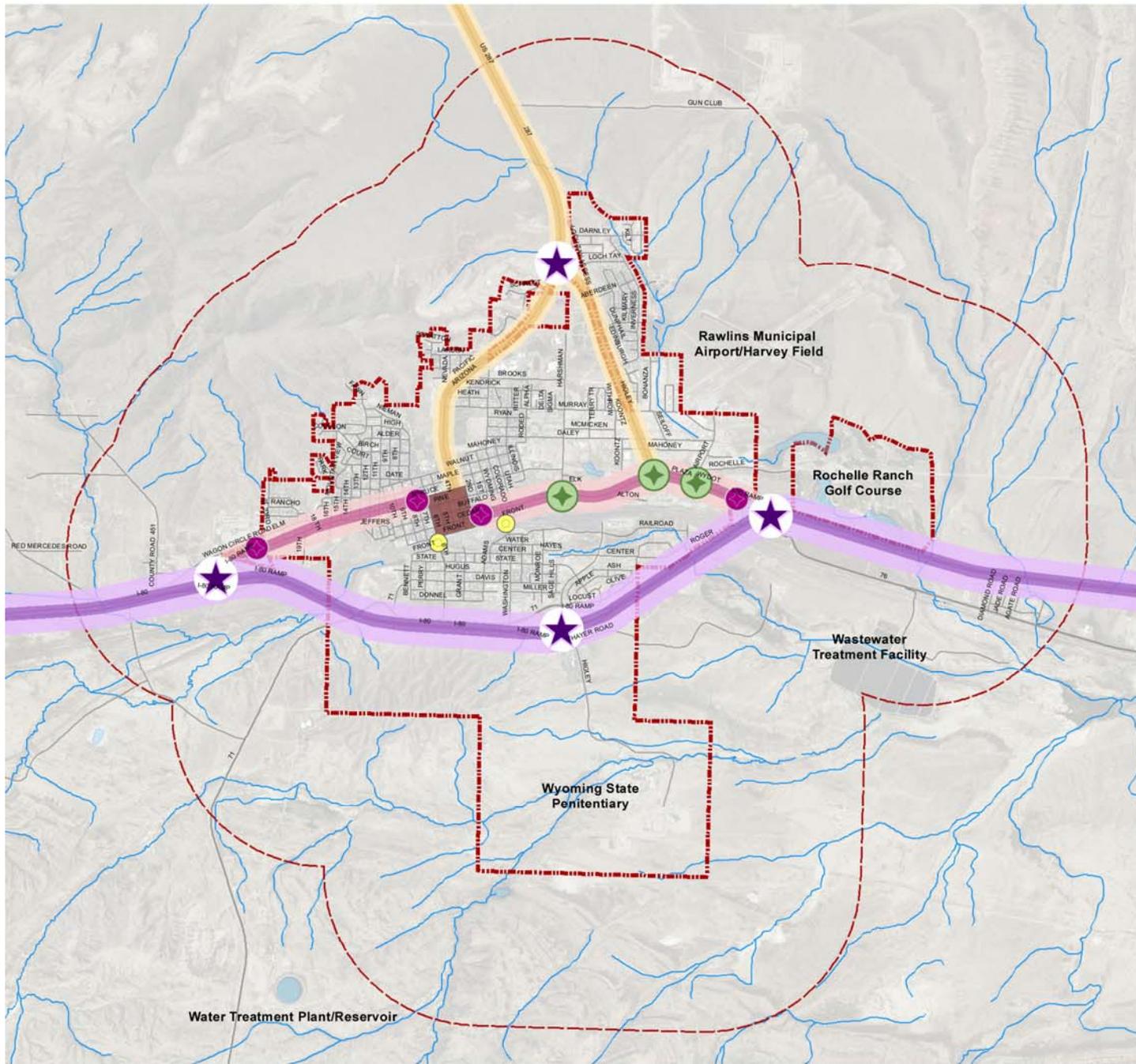
As illustrated in Map 3.12, an Urban Design Concept has been developed to address the physical enhancements necessary to meet the vision and desires expressed by the public. It is based on a similar concept developed for the “Rawlins Economic Master Plan” (2012). The approaches and strategies which follow are intended to improve the physical appearance and function of the City.

VISUAL ENHANCEMENT OF RAWLINS FROM THE FREEWAY

Since first impressions often establish one’s perception of a community, special efforts should be taken to improve the City views from the perspective of freeway motorists. Efforts should include cleaning up unsightly properties immediately adjacent to the roadway, and the implementation of coordinated and themed public art along the route. These can take many forms, such as wind mills and kinetic sculptures, natural gas lighting features, replicas of historic gas wells, and other “energy” themes, for example.

Under most circumstances the use of trees and vegetation would be encouraged to help soften freeway views. Since the surrounding landscape and environment is so stark, introducing trees and plants will come at great cost. Furthermore, the contrast may be too strong, diminishing the intended effect. It is therefore suggested that freeway enhancements focus on the use of public artwork and man-made features rather than ineffective and difficult to maintain landscape enhancements.

City of Rawlins General Plan Update



- Visual Enhancement of Rawlins from Freeway
- Downtown Highway Enhancements
- Primary Boulevard Enhancements
- Secondary Boulevard Enhancements
- Community Gateway Enhancements
- Key Intersection Enhancements
- Street Enhancement Transition Points
- Downtown/South Neighborhood Connections
- Streams and Drainages
- Waterbodies
- State Highway
- 1-Mile Expansion Area
- City of Rawlins Boundary

Map 3.12
Urban Design
Concept

Adopted January 21, 2014
0.5 0.25 0
Miles



Source: Landmark Design, <http://wygl.wygis.org/DataServer> & Carbon County Planning & Development

DOWNTOWN HIGHWAY ENHANCEMENTS

Numerous improvements are underway or have recently been completed as part of enhancing the core of the City and re-establishing downtown as a thriving and desirable place. The detailed design and



Figure 3.6

Examples of Primary & Secondary Boulevard Enhancements

improvement concepts contained in the Rawlins Downtown Plan (2010) should be coordinated with improvements along 3rd, Cedar and Spruce Streets to create a clear and obvious “Main Street” experience in Rawlins.

BOULEVARD ENHANCEMENTS (PRIMARY & SECONDARY)

Special streetscape improvements should be made along the east/west (Primary) and north/south (secondary) boulevards leading into and through the City. Each boulevard should have a unified design, incorporating street trees, landscaping, lighting and similar enhancements that distinguish each as an attractive passageway and memorable experience.

COMMUNITY GATEWAY ENHANCEMENTS

Clear messages indicating that one has arrived in Rawlins need to be established at the four major entrances into the community. These should reflect the special qualities of Rawlins, including the uplift formations, historic downtown, energy, wind and similar features. Various tools can be used to achieve these goals, including the use of enhanced landscaping, engaging entry signage, berms and buffers to screen unattractive properties, landscape art and sculpture, entry lighting, and the removal or relocation of unattractive properties and uses.

East Entrance District

Traffic and access in this area needs to be better coordinated and designed in order to improve the ease and flow of traffic in and out of the retail and lodging establishments. Improvement efforts should focus on the development of vacant sites, the establishment of coordinated access roads, and streetscape enhancements. The City should also apply for Community Enhancement Grants to improve the landscaping and visual appearance of this area. The grant can and should be applied for annually in order to improve "first perceptions" of visitors to the area, as well as community pride by Rawlins' residents.



Figure 3.7
Examples of Freeway Visual Enhancements



Figure 3.8
Examples of Gateway and Boulevard Enhancements



Figure 3.9

More Examples of Gateway and Boulevard Enhancements

West Entryway District

The west entrance to Rawlins is deteriorating, rundown and blighted. Many vacant buildings are located here, some of which should be demolished. With a limited amount of land available for new development within the existing city boundaries, a focus on redevelopment and infill, and the unsightly appearance of some of these structures, the establishment of an Urban Renewal District is the perfect vehicle to fund demolition and encourage the re-development of this part of the city. New development and redevelopment should be mixed use in profile, helping to create a “sense of place” for the reinvigorated neighborhoods. For example, development along Cedar Street might be light industrial in nature, utilizing specific design guidelines, code enforcement and other implementation tools to create a clean and attractive appearance.

North Entryway District

Improvements in this area should be simple and understated, focusing on the open landscape and the purposeful absence of commercial and similar uses. An attractive entry monument should be developed, incorporating public art that emanates from the setting. The use of stone, steel, timber and similar frontier materials should lead the design.

South Entryway District

Special signage and landmark features should be developed here, helping passing motorists to understand that the City is nearby, and encouraging them to visit. An “Old Pen” theme might be used, calling attention to the historic site as well as expressing pride in the modern facility around the corner.

Cedar and Spruce Streets are the key east-west roadways for bringing people into the community from the east and west. Together these roadways might form the Primary Boulevard into the City, although at present they are too wide and utilitarian in nature to serve this purpose. Likewise, 3rd and Higley Boulevard can be developed into a secondary boulevard system, bringing traffic through the City from the north and south.

A long-term strategy should be implemented to convert these roads into a coordinated “boulevard” system incorporating improved streetscapes, center medians, wide sidewalks, roadside trails, safe crosswalks, plenty of green trees and other enhancements that convert them from utilitarian roads into memorable and pleasant boulevards.

KEY INTERSECTION ENHANCEMENTS

Key intersections along Cedar and Spruce Streets should receive special design attention in order to help lead visitors to and through the community. These efforts should go beyond wayfinding efforts, incorporating public art and special landscaping to help reinforce unique neighborhood characteristics and special flavors that are spread throughout Rawlins.

STREET ENHANCEMENT TRANSITION POINTS

Streetscape enhancements along Cedar and Spruce Streets should be coordinated with improvements along I-80 and community gateways in order to ensure the results are linked and cohesive.

DOWNTOWN/SOUTH NEIGHBORHOOD CONNECTIONS

Special efforts should be taken to build upon the ideas outlined in the Downtown Rawlins Plan to bridge the divide between downtown Rawlins and the neighborhoods to the south. These efforts should go beyond painting tunnel walls and building better bridges, incorporating creative ideas to transcend the wall created by the rail lines and rail yard.



Figure 3.10
Examples of Landscape Art

COMMUNITY CLEANUP AND PROPERTY MAINTENANCE EFFORTS

In addition to the enhancements and improvements discussed above, there is a general need to clean up the City and to maintain what is already here. Simple actions that directly involve the people of Rawlins (trash clean up, yard maintenance, road and sidewalk improvements and façade painting are a few ideas) should take place before larger interventions.

GOALS AND POLICIES

Goal: To encourage future growth within the existing Municipal Boundaries during the planning horizon.

Policy: Encourage infill development and selective redevelopment within the existing municipal boundaries in order to complete the extensive gaps which exist, to maximize utility and infrastructure investments, and to encourage selective urban redevelopment and the removal of blighted areas.

Policy: Continue to investigate areas suitable for incremental annexation adjacent to the City boundaries to accommodate long term growth beyond the 20-year planning horizon.

Policy: Develop a new MOU that clearly defines the zoning and the development process to be undertaken by both the City and the County within the one-mile zone and eliminate the confusion that exists over which body has jurisdiction in the area.

Implementation Measure: Modify the existing municipal boundary to include Rachele Ranch Golf Course and the City-owned lands surrounding it within and attached to the rest of the community.

Policy: Continue efforts to create a City/County Plan to establish a sustainable long-term growth and development vision for the 1-mile expansion area surrounding the City.

Implementation Measure: Organize a City/County Planning Team consisting of the City Planning Commission and the County Planning & Zoning Commission to ensure efforts are coordinated.

Goal: To encourage a wider range of residential uses and mixed uses to help meet projected future population growth.

Policy: Allow and encourage new residential development models that meet the future needs of the community.

Implementation Measure: Modify existing ordinances and codes to allow Clustered Development in the City.

Implementation Measure: Encourage Carbon County to allow Clustered Development within the One-mile Priority Area.

Implementation Measure: Modify existing ordinances and codes to allow Commercial/Residential Mixed-Use development in downtown, along Spruce and Cedar Streets, and in other appropriate areas of City of Rawlins.

Implementation Measure: Modify existing ordinances and codes to allow Commercial/Industrial Mixed-Use development in Industrial Mixed-use and Transition areas.

Implementation Measure: Create detailed guidelines and educational information regarding the benefits of new

residential models, including Clustered Development, infill development and Housing Estates.

Implementation Measure: Explore the development of Temporary Housing Areas within Industrial Mixed Use and Highway Commercial zones as part of long-term development projects

Policy: Encourage Carbon County to plan for residential development in the 1-mile Expansion Area that is both sustainable and coordinated with existing and future residential uses in the City of Rawlins.

Implementation Measure: Require all development within one mile of the municipal boundary to use urban development standards adopted by the City of Rawlins.

Goal: To encourage the re-establishment of Historic Downtown as the “heart” of the community.

Policy: Continue to implement the Rawlins, Wyoming Downtown Plan (2010) and other detailed studies adopted by the Downtown Development Association.

Policy: Encourage mixed use development in downtown.

Implementation Measure: Modify existing ordinances and codes to allow Residential/Commercial Mixed-Use development in downtown.

Policy: Promote and encourage new and appropriate downtown housing models, including lofts, downtown infill and other urban models.

Policy: Encourage mixed use development in downtown.

Implementation Measure: Modify existing ordinances and development codes to allow and encourage mixed use development downtown and elsewhere in the community.

Policy Implement specific improvements to enhance Cedar Street, Spruce Street and other major boulevards in the City.

Implementation Measure: Investigate a variety of improvements within the public realm (road right-of-way) and private realm (parking lots, front yards, etc.). Specific ideas to be investigated include streetscape enhancements, parking coordination and reconfiguration, redevelopment ideas, coordinated signage, etc.

Policy: Establish a wider range of commercial uses in downtown Rawlins and areas slated for commercial infill and redevelopment.

Implementation Measure: Determine the viability of attracting both small and large-scale redevelopment to downtown Rawlins and other key districts of the City.

Policy: Continue to implement programs and ideas developed by previous studies and plans.

Implementation Measure: Review, confirm and implement the Rawlins Wyoming Downtown Master Plan, Rawlins Economic Development Plan, Downtown Branding Study and other studies, as appropriate.

Policy: Introduce additional cultural and arts events and incorporate new programs to attract people downtown.

Implementation Measure: Coordinate with the DDA, Chamber of Commerce and other groups to enhance downtown programs and events.

Implementation Measure: Create cold-weather events on par with the popular Music in the Park summer concert series.

Goal: To improve the commercial profile and operations at freeway entrances and along major road corridors in the City.

Policy: Create a coordinated program of special district, streetscape and right-of-way improvements in re-development areas.

Implementation Measure: Prepare detailed design plans for redevelopment and enhancement projects near the east, west and south entrances to the City.

Implementation Measure: Prepare landscape master plans for Tin Can Hill Wetland Park, Rawlins Springs and other special enhancement sites identified in the plan.

Policy: Create a coordinated program of potential funding opportunities.

Policy: Investigate the possibility of implementing a Special Improvement District (SID) or similar program for implementing streetscape, parking, signage and other improvements.

Goal: To strengthen the role of education and culture in City of Rawlins.

Policy: Establish a special Educational Village and Cultural Village.

Policy: Encourage key uses and functions of the Carbon County Higher Education Center to locate in downtown Rawlins.

Goal: To ensure the future needs for schools and other public services meet future demand.

Policy: Cooperate with Carbon County School District officials and other public service providers to locate and reserve appropriate sites for schools and other public services, if needed.

Goal: To protect transportation corridors and minimize impacts on surrounding land uses.

Policy: Introduce minimum setbacks between new residential uses and railroad uses and corridors.

Policy: Utilize transitional land uses, physical buffers such as walls fences and vegetation to separate residential land uses from industrial and similar incompatible land uses.

Goal: To protect and conserve critical agricultural land.

Policy: Encourage Carbon County to maintain existing agricultural zoning within the Impact Area to the greatest degree possible.

Policy: Encourage Carbon County to modify existing ordinances and codes to protect critical open space and view corridors beyond the City limits.

Policy: Work closely with the owners and operators in the Glenn Addition users to upgraded and clean up the area

Implementation Measure: Create a Detailed Development Plan for the Glenn Addition that involves the owners, renters and members of the public.

Goal: To protect and conserve critical agricultural land, sensitive lands and sensitive natural features in the community.

Policy: Modify existing ordinances and codes to ensure sensitive lands, stream corridors, drainage ways, uplift areas and critical natural features in the City of Rawlins are preserved.

Implementation Measure: Establish an open space buffer between Rawlins and Sinclair in order to reduce sprawl, maintain community character and as recognition of the potential hazards that exist with the Sinclair refinery.

Policy: Encourage Carbon County to maintain existing Rural Residential Agricultural zoning within the 1-mile expansion areas to the greatest degree possible.

Policy: Encourage Carbon County to modify existing codes to protect sensitive lands and critical natural features in the area surrounding Rawlins.

Goal: To promote implementation of the land use concepts contained in the Comprehensive Plan.

Policy: Integrate the concepts and ideas contained in the Comprehensive Plan into short-term action plans (1- 5 years).

Policy: Prioritize Comprehensive Plan implementation measures as part of capital funding plans and short-term action plans.

Policy: Modify the existing City Code to ensure land use changes contained in the Comprehensive Plan are codified.

Implementation Measure: Modify the existing City Code to allow and encourage a broader mix of housing types and options.

Implementation Measure: Modify the existing City Code to allow mixed-density residential uses, large-lot housing estates, temporary housing developments and mixed use districts in select locations.

Implementation Measure: Modify the existing City Code to allow mixed commercial/industrial development identified areas.

Implementation Measure: Rezone Tin Can Hill Wetlands Park to protect the area and encourage public interest in the project.

Implementation Measure: Modify the existing City Code to ensure the Rawlins Uplift and other critical landscapes are preserved and protected as unique features.

Implementation Measure: Modify the existing City Code to ensure the emerging Educational Village, Old Pen Cultural District and similar special districts are protected and preserved.

Implementation Measure: Ensure that the Rawlins Municipal Airport Master Plan is reviewed when considering new development in the vicinity of the airport.

4 Housing

Housing is a basic human need. Because it is critical to the well-being of society, it is a primary responsibility of communities to enable housing development that is safe, makes efficient use of infrastructure, promotes a feeling of community, allows for diversity and affordability, and enhances quality of life. The type and location of housing available in a community significantly impacts opportunities for jobs and economic development, as well as the amount and cost of infrastructure and municipal services required. The type of residential development that occurs in a particular locality will be influenced by government regulations and policies, zoning, existing land uses, and market forces.

A community should offer a wide spectrum of options, with a variety of housing types in order to support a diverse population of different ages and cultures. A variety of housing options is also important in order to ensure that the needs are met of all stages of the lifecycle, including entry-level home buyers, larger households, aging population and special needs population. Demographic characteristics such as household size, number of children, age, etc., play a key role in determining the type of housing desired.

In addition, Rawlins has unique needs in order to supply the fluctuating housing demands of the energy industry for its employees. Currently, this demand is met through a variety of ways including rentals, hotel/motel lodging, campgrounds, mobile homes and home ownership. Rawlins' housing vision for the future must include not only meeting the lifecycle demands of its current residents but also accommodating the ever shifting and changing needs of its economic base – the energy industry.

The housing chapter of the General Plan is organized to first evaluate existing conditions in Rawlins, including neighborhoods and inventory of housing stock. Existing and future needs are then presented and matched with existing supply in order to determine the greatest needs and priorities for Rawlins.



2007 HOUSING ASSESSMENT

In 2007, a housing assessment was completed for the City of Rawlins. This assessment looked at the existing housing stock, housing characteristics and needs, demographic trends and forecasts, and the local economy and employment. The assessment had the following conclusions:

- There is a need for the development of senior housing options

- Rawlins’ rental market has a serious shortage relative to market demand
- Mobile home parks need improvement in quality

The study also projected a need for the addition of 60-100 senior housing units, 215 single-family homes via new construction, 170 apartment units, and three additional mobile home parks.

The findings presented in this housing chapter update this information and come to many of the same conclusions. Little movement towards addressing these needs have been made since the assessment, most likely due to the housing market crash shortly after the 2007 study’s completion.

This chapter builds upon the 2007 Housing Assessment and provides up-to-date housing information, taking into account updated market demand, activity in the energy industry, and new population projection scenarios. Affordability is also addressed with updated data to reflect income and economic shifts in the region.

RAWLINS AND ITS NEIGHBORHOODS

One of the most important factors in the quality of life of a city is its neighborhoods. For ease of discussion, the City of Rawlins has been separated into four quadrants.

Figure 4.1 illustrates the four quadrants in Rawlins that were used to analyze housing characteristics. Map 4.1 illustrates residential land use in the City. Total acres for each quadrant are listed below and further discussed by quadrant in the following examination.

Each quadrant has its own unique characteristics. The feel of each quadrant and the neighborhoods within the quadrant are often defined by the way the area developed over time. Maps 4.2 and 4.3 illustrate the evolution of Rawlins housing stock by age (year built) and value, providing further insight into housing characteristics that help distinguish one neighborhood from another. The content of each map is briefly also described in the following pages.

Table 4.1: Residential Land Use in Acres

	South	Percent	East	Percent	West	Percent	Downtown	Percent
Single-Family	100.66	57.2%	175.24	65.6%	223.95	80.3%	66.29	91.0%
Multi-Family	14.30	8.1%	11.10	4.1%	3.92	1.4%	4.77	6.6%
Mobile Homes	28.77	16.3%	43.19	16.2%	0	0%	0	0%
Residential Vacant	32.30	18.4%	37.63	14.1%	51.20	18.3%	1.76	2.4%
TOTAL ACRES	176.03	100%	267.16	100%	279.07	100%	72.82	100%

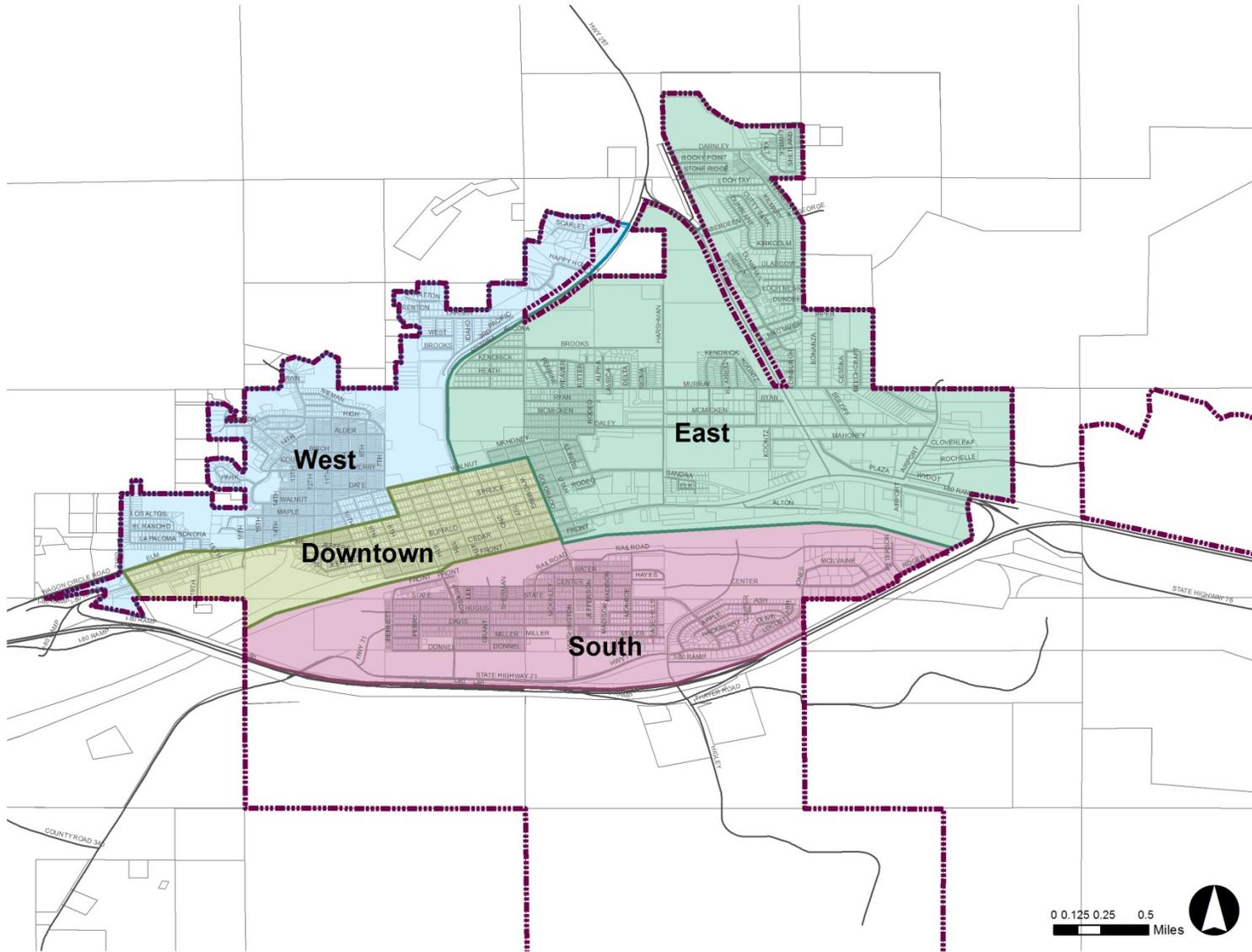
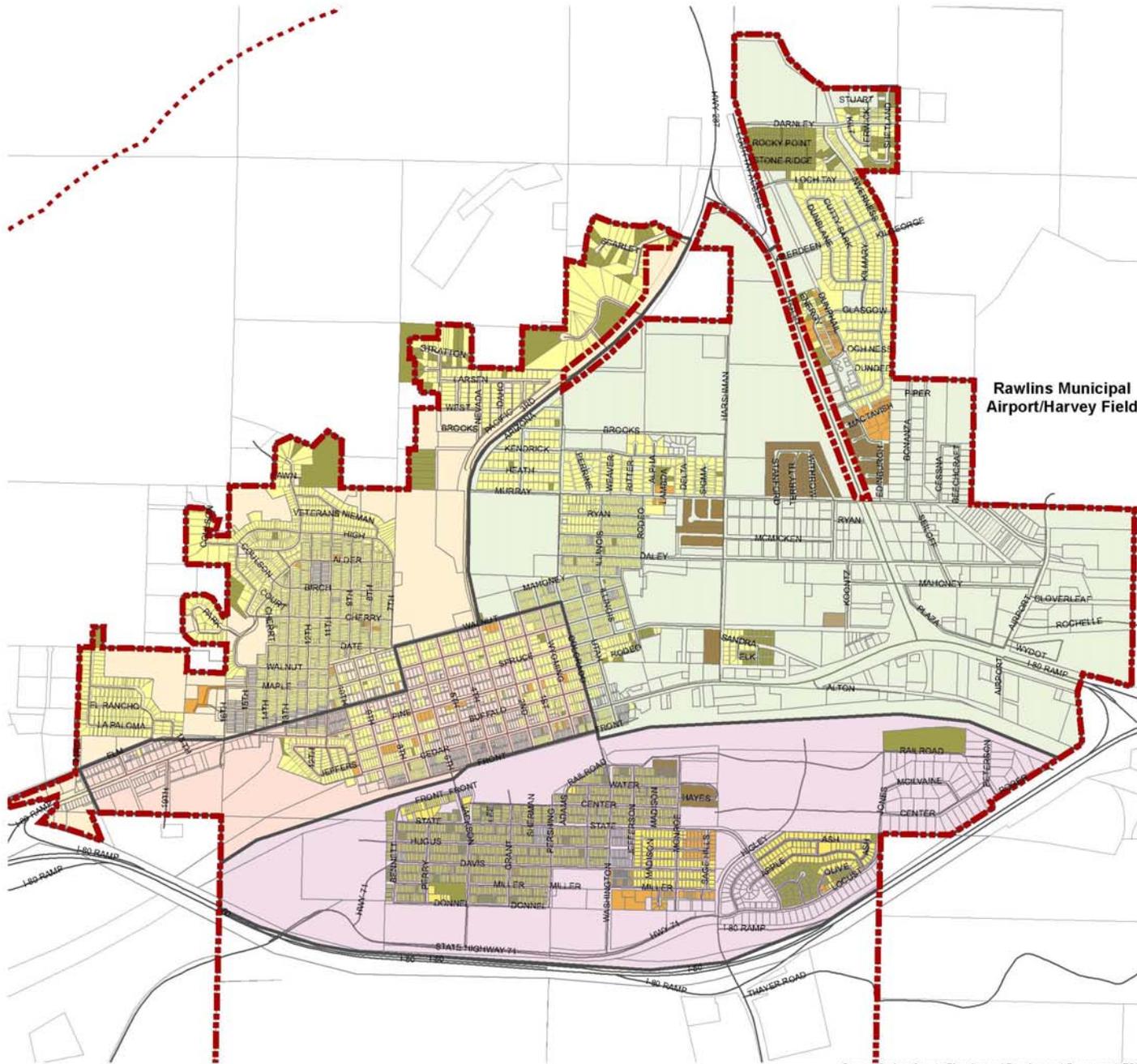
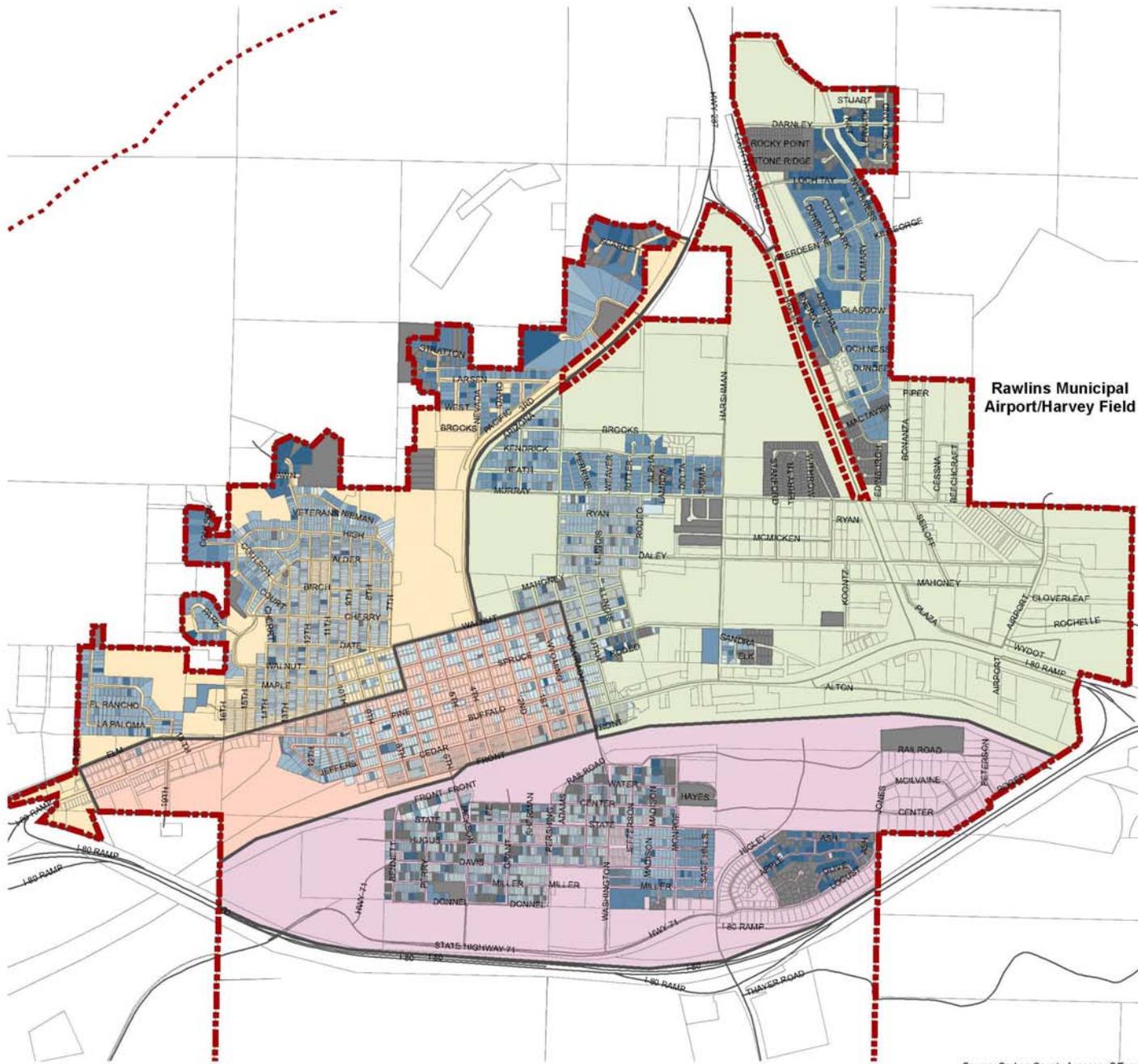


Figure 4.1
City of Rawlins by Quadrant

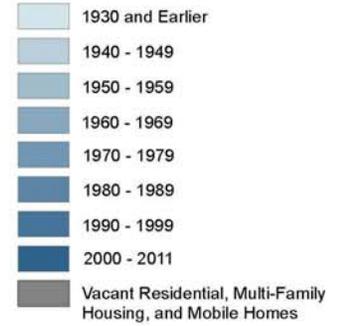
City of Rawlins General Plan Update



City of Rawlins General Plan Update



Year Built



Non-Residential Parcels by Quadrant

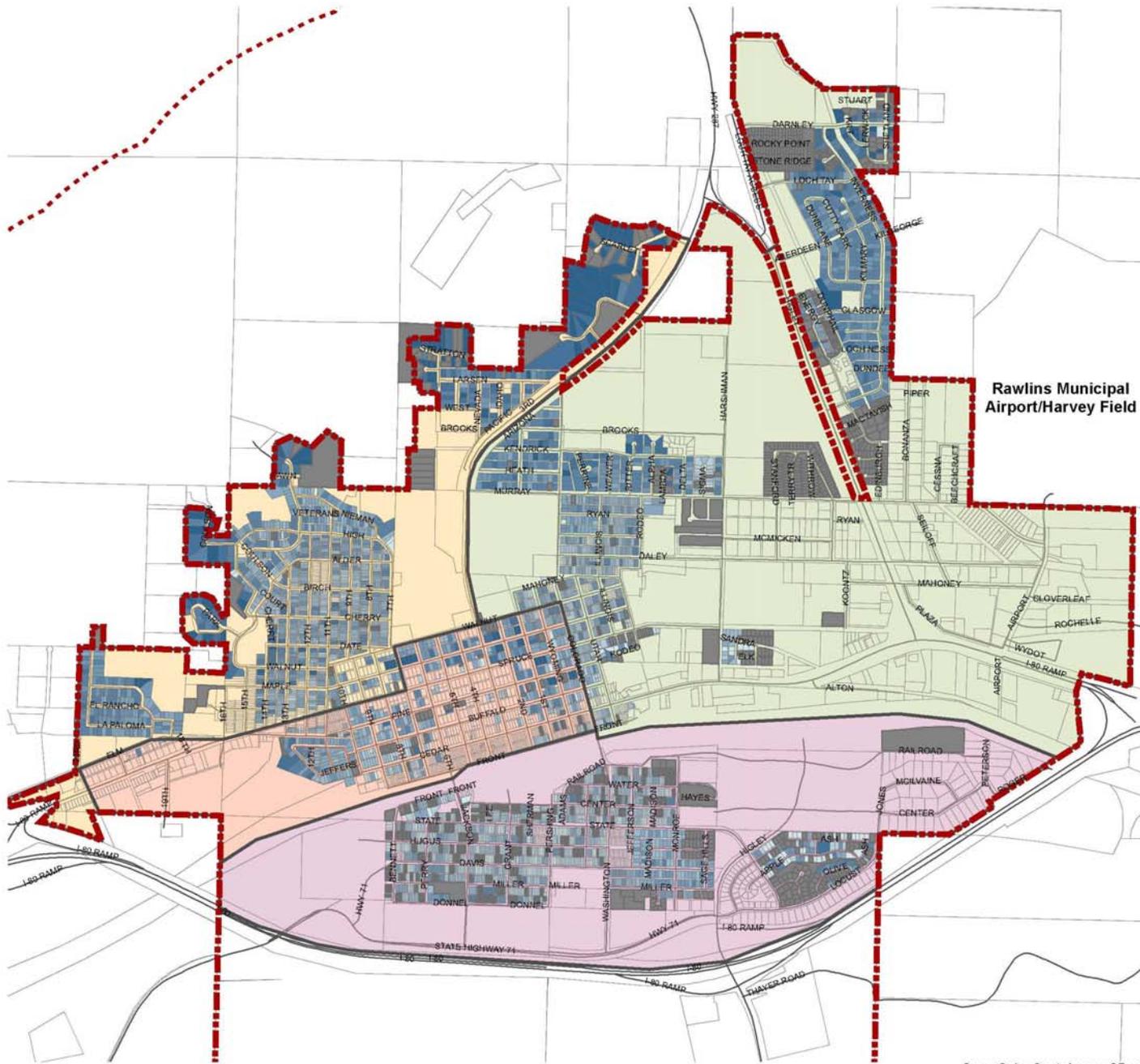


Map 4.2
Homes by Year Built



Source: Carbon County Assessor Office; ZBPF

City of Rawlins General Plan Update



Home Value



Non-Residential Parcels by Quadrant



Map 4.3
Homes by Value



Source: Carbon County Assessor Office; ZBPF

The distribution of homes by the year built helps describe a neighborhood's cohesiveness. Map 4.2 illustrates that the majority of the City's housing was built prior to 1970 and is aged. The implications of having an older housing inventory are discussed later in this chapter.

Home values in combination with the year built and the demographic profile tell a more complete story of neighborhoods. Home values are an important quality when considering affordability and desirability. As indicated in Map 4.3, home values tend to be higher in the north end of the city, particularly in the East Quadrant where the homes are newest.

In addition to the type, year, and value of the homes, each of these areas is further defined by the people who live there. Each of these quadrants includes several block groups as defined in the 2012 Census and is also often delineated by major roads or landforms within the City. Several of the measured attributes are illustrated in Figures 4.2, 4.3, and 4.4 below. A discussion of these attributes, by quadrant, follows.

DEMOGRAPHICS BY CENSUS BLOCK GROUP

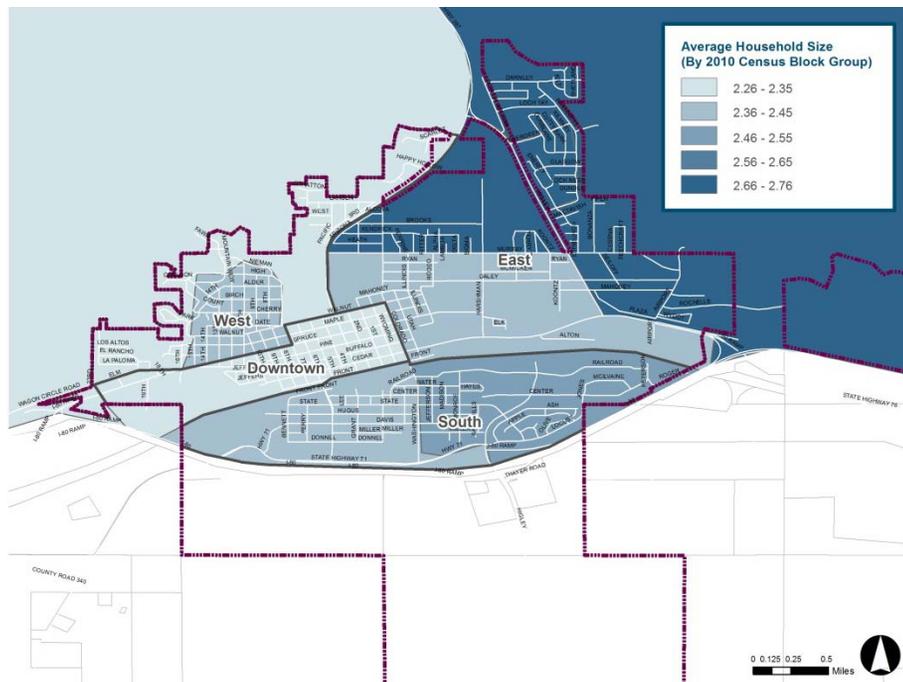


Figure 4.2

Average Household Size by Census Block Group

Source: 2010 Census

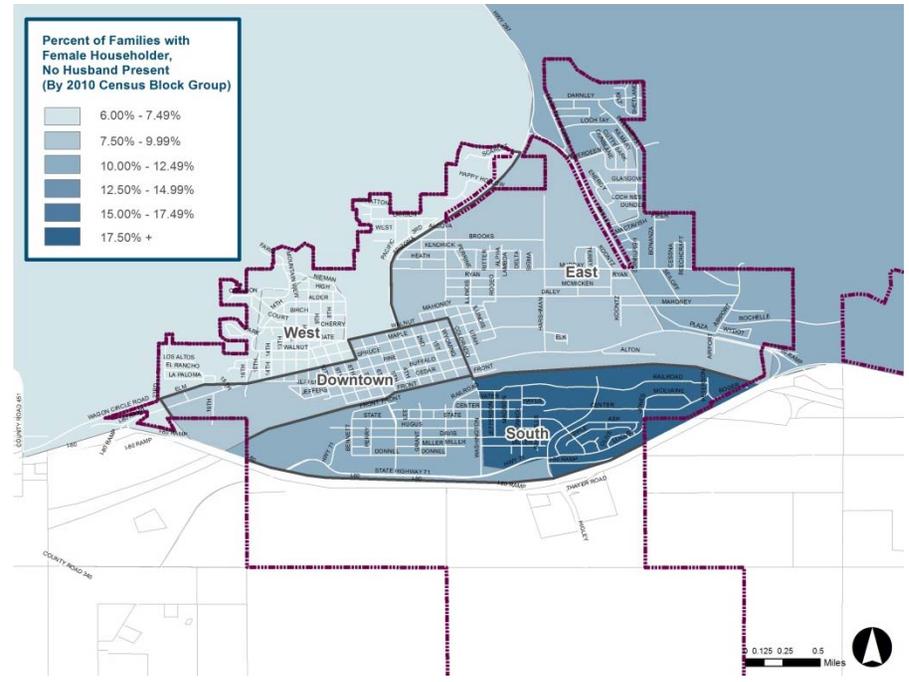


Figure 4.3

Percent of Families with Female Householder, No Husband

Present by Census Block Group

Source: 2010 Census

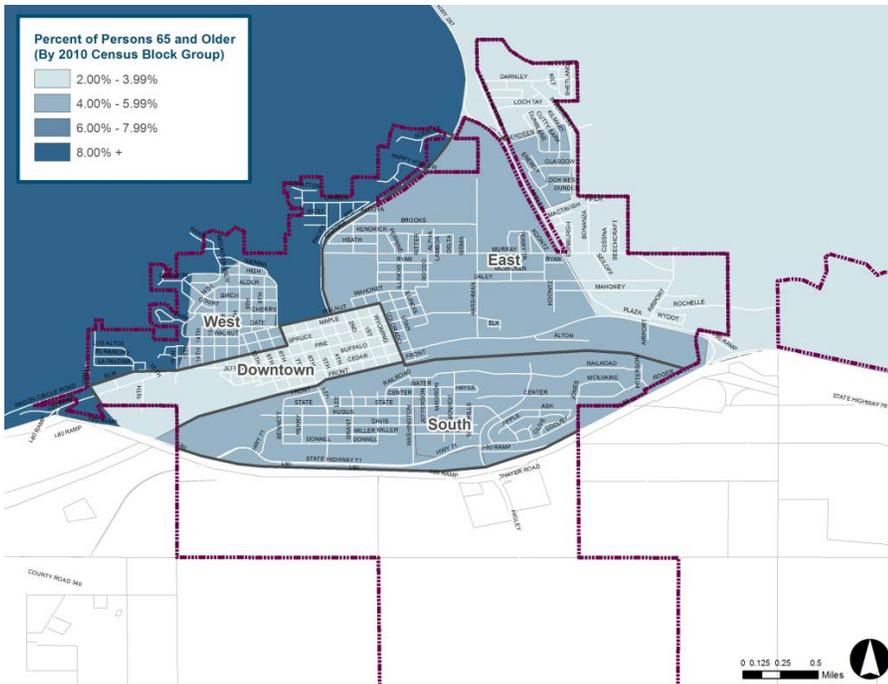


Figure 4.4
 Percent of Persons 65 and Older by Census Block Group
 Source: 2010 Census

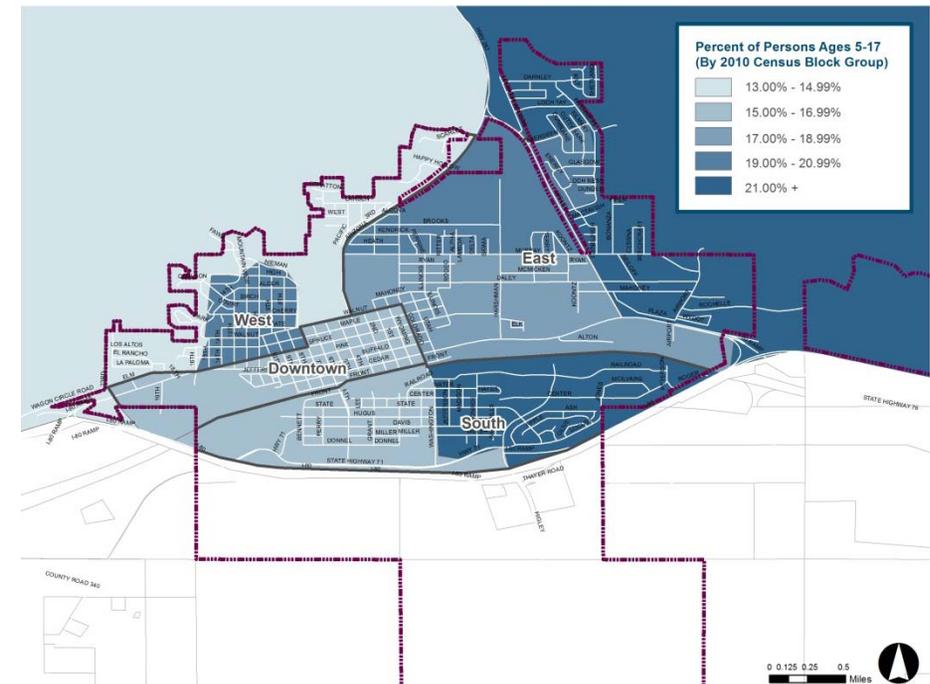


Figure 4.5
 Percent of Persons Ages 5-17
 Source: 2010 Census

EAST QUADRANT

Commercial and light industrial uses are located at the core of the eastern quadrant. Housing, which surrounds this core, is some of the most diverse of any quadrant in the City and includes several large areas of multi-family residential housing as well as several mobile home parks. Residential vacant lands are primarily located at the northern end of the quadrant including a large planned-unit development (PUD) that is currently platted but mostly vacant.

This quadrant supports the greatest amount of “newer” homes in the City. Homes located just south of the high school/middle school and south of the new elementary school were primarily built in the last 40 years (1970 to present). The remaining residential areas in the quadrant are primarily comprised of homes built in the 1940’s and 1950’s.

According to the data from the 2010 Census, the eastern quadrant appears to primarily consist of stable families. The quadrant has a high percentage of school-age children, particularly in the neighborhoods along the eastern border of the City. Household sizes in the quadrant are some of the largest in the City with some of the largest household sizes occurring along the eastern border and into the northern area of the quadrant. Households in the southern portion of the quadrant are slightly smaller in size. Not surprisingly, there is also a low percentage of aging/elderly (65 and older) in areas of the quadrant that have higher household sizes and greater percentages of school-aged children and the area also has fairly low percentages of households headed by a single woman.



WEST QUADRANT

The western quadrant of the city is nestled up against the rocky hills of Rawlins. The residential makeup of this area is predominantly single-family homes. One larger apartment complex is located on the western edge of the quadrant. While this area has the largest number of residential vacant acres, many of those acres are part of larger parcels that include steep, unbuildable slopes.

The central portion of this quadrant is predominantly made up of homes built prior to 1950. Neighborhoods on the west of this core are “newer” and vary more in age, thereby giving the western edges of this quadrant a more eclectic feel than the central portion of the quadrant.

The demographics for the area suggest that the western area is fairly “stable” and has the lowest number of households with female as head of household and with no husband present.



The outskirts of this quadrant have fewer households with school age children and a greater percentage of persons 65 and older in the City. These homes also have the smallest household sizes in the City. In comparison, the central portion of the quadrant has a fair amount of school age children and the aging/elderly (65 and older). The central portion also has slightly larger household size than the outskirts.

This quadrant has a higher portion of persons 65 and older and is the preferred site for an assisted living community. Building here will assist in keeping a social network within a new facility in the area.

DOWNTOWN QUADRANT

Residential areas in the downtown area surround a core area of commercial uses. Not surprisingly, this area is one of the most established areas of the City and the majority of the homes were built before 1940. Most of these homes are single-family with a small portion



of multi-family residences. There are no mobile home communities in the downtown area. There is also very little vacant residential land.

While current uses are primarily single-family, a major portion of the downtown residential area is zoned for multi-family residential uses. This suggests there is opportunity for the conversion of single-family residences into multi-family dwellings.

The downtown area does not have a large percentage of school-aged children, nor does it have a large population of those 65 and older. Household size is fairly low compared to other areas in the City. There are also a fairly low number of households with children and few households that are headed by a single mother. This suggests that this area may be characterized by households with two wage earners who prefer to live close to the city center.

SOUTH QUADRANT

The southern quadrant's residential area is buffered from 1-80 on the south side by commercial and industrial uses, as well as mostly vacant federal and city-owned lands. Like the eastern quadrant, there is a variety of housing types including single-family, multi-family (duplexes, apartment complexes, etc.), and mobile homes. However, the southern quadrant has a greater number of individual (non-mobile home park) mobile homes interspersed in its largest single-family residential area. Lots in this area are fairly consistent in size and are generally smaller than other areas of the City.

The age of housing in the area varies. In the main single-family area, most of the homes were built in the 1940's and 50's. Yet this area is also interspersed with newer homes and vacant lots — giving it a less cohesive feel than other areas within the City that have homes built during the same time period. Newer housing is located in the western half of the quadrant. This subdivision is located closer to the Interstate and is not completely built out at this time.



Statistically, the area seems to have a low to medium household size compared to other areas of the City. The area also has a greater percentage of households headed by a single mother. The 65 and older population is relatively low in the area and the eastern half of the quadrant houses one of the largest percentages of school-aged children.

HOUSING INVENTORY

While each quadrant has its own unique characteristics and needs, there are several housing-related issues which occur throughout the City. The following City-wide housing needs were identified in interviews and research completed as part of the City of Rawlins Economic Plan (2012).

The single largest challenge in housing inventory is a shortage of apartments and rental housing. Real estate agents in the area¹ report difficulty placing clients in homes or apartments simply because there is too little quality inventory available. Rawlins has the additional challenges of trying to meet the special housing needs for the

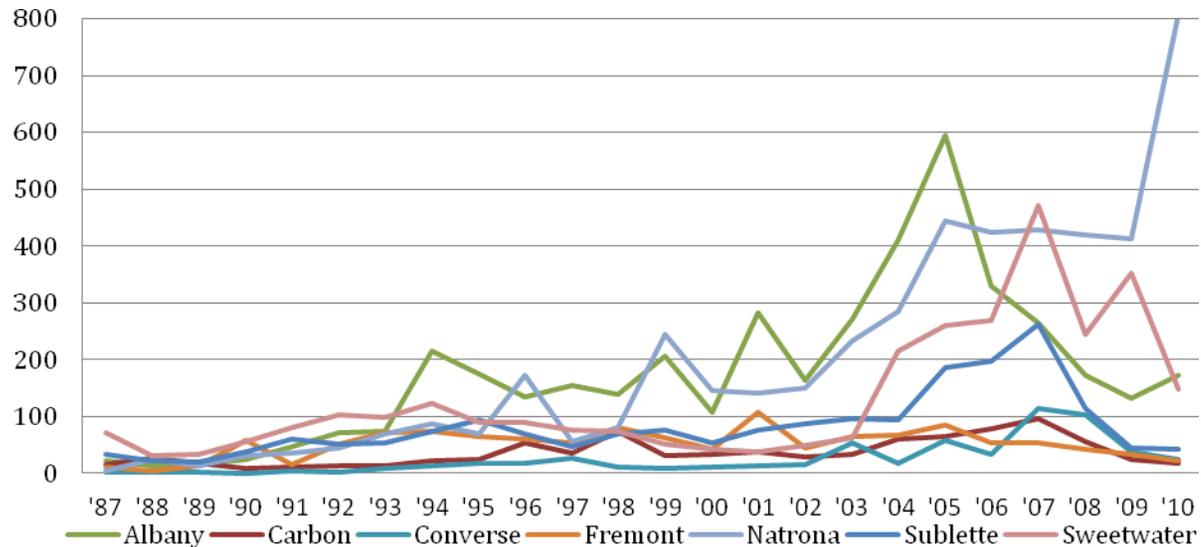


Figure 4.6
Regional Comparison of Annual Total Residential Building Permits Issued
Source: U.S. Dept. of Commerce & 2010 Census (<http://eativ.state.wy.us/housing/annlbldg.htm>)

¹ Interviews with agents at Sage Creek Realty and Century 21

population boom-bust cycles that accompany the energy industry’s work in the area. The influx of energy workers has tightened supply relative to demand, causing rental prices to rise. If temporary workers are unable to find suitable rental housing due to the factors above, such as availability, condition, term of contract, or if they are looking for a fully furnished living space, they might turn to alternative housing options. These include facilities like hotels and campsites. Hotels in the region report that approximately 40 percent of their occupancy, on average, comes from energy industry workers.

Contributing to the apartment shortage is the lack of multi-family permits in Carbon County since 2007. The few multi-family permits issued in 2006 and 2007 for the County were the first to be issued since 1998. The drop-off in permits has also occurred in single-family properties. Over the last several decades, there has been little new housing inventory added. Approximately 75 percent of housing was built in the 1970’s or earlier. As seen in the figure below, when compared with neighboring counties during the years 1987 to 2010, Carbon County has remained relatively unchanged.

Rawlins’ real estate agents attribute the low number of building permits to lack of available land. Other government officials disagree. Our analysis currently shows that there are approximately 124 acres of vacant land zoned residential within City limits. Current MLS listings show only 14 residential land listings. Over the last ten years, there has been very little property demolition to free up more land within the City.

REAL ESTATE INVENTORY

Current inventory of residential properties for sale supports a story of an aging inventory that is struggling to meet demand, especially as the energy industry brings new residents. Of current single-family homes for sale, the average year built is 1955 with 58 percent of current homes on the market built before 1959. Comparatively, 18 percent of current listings were built after 1980. The majority of homes are also smaller

than most families are looking for in today’s market. These factors combined show areas that might hinder the City’s ability to attract middle-class families.

Table 4.2: November 2012 Market Listings by Square Feet

Square Feet	Number of Residential Listings
0 - 999	12
1,000-1,499	17
1,500-1,999	26
2,000-2,499	14
2,500-2,999	6
3,000 -3,999	5
4,000 or more	3

■ 1900 - 1949 ■ 1950 - 1959 ■ 1960 - 1969
 ■ 1970 - 1979 ■ 1980 - 1989 ■ 1990 - 1999
 ■ 2000 to Present

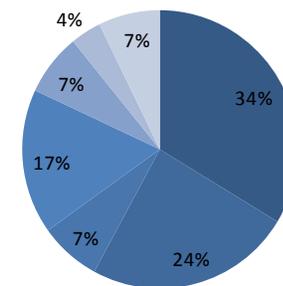


Figure 4.7
 Percent of Residential Housing Market Listings by Year Built
 Source: ZBPF, data from WyomingMLS.com

There are significantly more single-family homes available than town homes and condos. This corroborates statements from real-estate agents that there are a shortage of these types of housing, especially for energy managers that move to the area without their families and are looking for low-maintenance, high-quality housing.

Table 4.3: November 2012 MLS Listings for Rawlins, Wyoming

Type of Listing	Average Listing Price	Average Year Built of Listings	Average Square Feet of Listings	Number of Listings
Mobile	\$ 48,500.00	1996	1,150	3
Single-family	\$174,090.91	1955	1,977	77
Town Home/Condo	\$120,000.00	1982	1,578	2
Average	\$166,992.77	1957	1,917	82

QUALITY

Poor quality housing has also contributed to the problem of a low housing inventory. As mentioned earlier, the majority of housing in Rawlins was built in the 1970's or earlier. With very little contemporary housing available in Rawlins, it is not surprising that there is a general feeling that housing conditions need improvement. In fact, real estate agents have noted that many of the vacant houses are not marketable because they are not up to a modern standard of living.

Additionally, Carbon County has one of the highest rates in the State of single-family homes in worn out or badly worn condition. According to the Wyoming Community Development Authority, the County has one of the highest rates in the State, with 35.11 percent of its housing in poor condition.

The condition of most apartment units is also poor, with nearly 90 percent of units being considered low quality. This shows the great need that Rawlins has for higher quality, affordable apartment rentals.

Housing in the County is smaller, on average, for most types of housing than the rest of the State. The County's average square feet for single-family homes is the lowest in the State at 1,691 square feet when including basements, and second lowest in the state at 1,331 square feet if excluding basements². Realtors have expressed strong demand for more 3-bedroom family homes that are closer to 2,000 square feet in size and of good quality.

² Wyoming Community Development Authority, "2011 Wyoming Housing Conditions," March 14, 2012

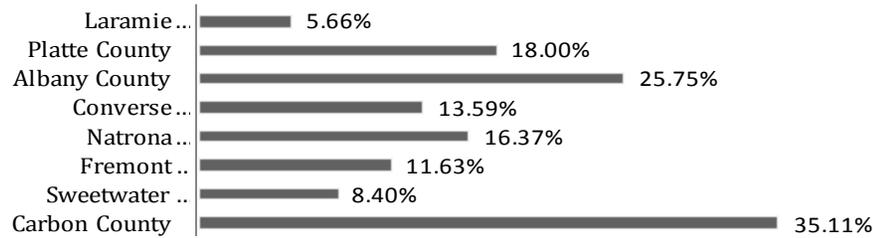


Figure 4.8

Percent of Single-Family Homes in Worn Out or Badly Worn Condition

Source: Wyoming Community Development Authority, “2011 Wyoming Housing Conditions”

HOUSING DEMAND

Housing demand going into the future will be driven by two factors: 1) population growth; and 2) temporary needs of construction workers associated with cycles in the energy industry. The following table summarizes population growth for four scenarios. The first scenario is the “official” projection provided by the State of Wyoming for Rawlins and is considered the “baseline” projection. Scenarios 2, 3 and 4 are created around various growth scenarios for the energy industry. Scenario 2 only includes population growth from the permanent (operating) jobs created by the energy industry whereas scenarios 3 and 4 include a portion of the population growth from temporary (construction) jobs as well. In both scenarios 3 and 4, there is a “bulge” in population in 2015 due to the many energy projects anticipated in the near term in the Carbon County area. More specifics regarding the population projections are provided in the Section 1, Introduction and Background.

Table 4.4: Rawlins’ Population Projections

	2010	2015	2020	2030
Scenario 1	9,259	9,344	9,548	9,483
Scenario 2	9,259	9,453	10,193	10,123
Scenario 3	9,259	11,234	10,879	11,219
Scenario 4	9,259	13,412	11,815	13,006

Future housing projections are based on estimates of population growth in 2020 and 2030. Because the bulge in 2015 is temporary, these housing needs are addressed in the temporary housing section and not as part of future, permanent housing demand.

Growth in the population by 2020 and 2030 is projected as follows:

Table 4.5: Rawlins Population Growth Summary

	2010 - 2020 Growth	2020-2030 Growth	2010 - 2030 Growth
Scenario 1	289	(65)	224
Scenario 2	934	(69)	864
Scenario 3	1,620	340	1,960
Scenario 4	2,556	1,191	3,747

Housing demand will come from the number of households, not total population. The number of households has been estimated based on

2.45 persons per household³. Therefore, the estimated demand for new housing units is as follows:

Table 4.6: Rawlins Projected Household Growth Summary

	2010 - 2020 Growth	2020-2030 Growth	2010 - 2030 Growth
Scenario 1	117.96	(26.53)	91.43
Scenario 2	381.03	(28.32)	352.70
Scenario 3	661.20	138.60	799.80
Scenario 4	1,043.37	486.22	1,529.59

Future development assumptions have accounted for a greater proportion of attached-unit (multi-family) product than currently exists in Rawlins. Future projections are based on a ratio of 25 percent multi-family units and 75 percent single-family units for new construction. It is assumed that, on average, there will be four single-family units per acre and eight multi-family/townhome units per acre.

Table 4.7: Residential Development Type Assumptions

Development Type	Percent of Total	Units per Acre
Single-Family	75%	4
Multi-Family	25%	8

The estimated number of future units is derived by first assigning 75 percent of households as single-family and 25 percent as multi-family units.

³ Source: United States Census average household size for Rawlins was 2.47 persons. 2.45 persons per household has been used for future projections to reflect declining household size trends across the nation.

Table 4.8: Projected Residential Units by Type – Single-Family and Multi-Family

	2020 Single-Family	2020 Multi-Family	2030 Single-Family	2030 Multi-Family
Scenario 1	88.47	29.49	68.57	22.86
Scenario 2	285.77	95.26	264.53	88.18
Scenario 3	495.90	165.30	599.85	199.95
Scenario 4	782.53	260.84	1,147.19	382.40

The number of new housing units needed, by type (not including temporary lodging) is used as the basis for estimating the additional acreage required to support the housing units. Demand for single-family housing acreage is based on an average development density of four units per acre. Demand for multi-family housing density is based on an average of eight units per acre.

Table 4.9: Projected Residential Acreage by Type – Single-Family and Multi-Family

	2020 Single-Family	2020 Multi-Family	2030 Single-Family	2030 Multi-Family
Scenario 1	22.12	3.69	17.14	2.86
Scenario 2	71.44	11.91	66.13	11.02
Scenario 3	123.98	20.66	149.96	24.99
Scenario 4	195.63	32.61	286.80	47.80

Total land needed for housing development, based on the four scenarios, is summarized below and ranges between 20 and 335 additional residential acres by 2030. The projections for 2030 are inclusive of the projections for 2020 and represent the total acreage needed by 2030.

Table 4.10: Summary of Projected Residential Acreage, Single-Family and Multi-Family, 2020 and 2030

Scenario	2020	2030
Scenario 1	25.80	20.00
Scenario 2	83.35	77.15
Scenario 3	144.64	174.96
Scenario 4	228.24	334.60

HOUSING AFFORDABILITY

Housing affordability has been evaluated based on the following assumptions:

- No more than 30 percent of household income should be spent on housing and utilities
- Ten percent down payment for home ownership; rentals are evaluated on monthly rent amount
- Range of mortgage interest rates between four percent and six percent for a 30-year term

The following table shows that, based on the assumptions above, a household with an annual income between \$25,000 and \$35,000 could afford a home ranging between approximately \$62,000 and \$129,000 depending on interest rates and whether the household is at the upper or lower end of its income range. For example, a household making

\$25,000 could afford a home costing \$77,831 if the interest rate is four percent, but only \$62,249 if the interest rate is six percent. On the other hand, a household making \$34,999 annually could afford a home costing \$129,714 if the interest rate is four percent, but only \$103,743 if the interest rate is six percent.

This table serves as the basis for assessing affordability in Rawlins. Incomes in Rawlins, as well as the existing stock, are compared in order to assess affordability.

Table 4.11: Annual Household Income Requirements for Various Home Values

Household Income Range	Home Price Range					
	4 Percent Mortgage		5 Percent Mortgage		6 Percent Mortgage	
	Low	High	Low	High	Low	High
\$10,000 to \$14,999	\$0	\$25,939	\$0	\$23,123	\$0	\$20,745
\$15,000 to \$24,999	\$25,944	\$77,826	\$23,128	\$69,379	\$20,750	\$62,244
\$25,000 to \$34,999	\$77,831	\$129,714	\$69,384	\$115,635	\$62,249	\$103,743
\$35,000 to \$49,999	\$129,719	\$207,545	\$115,640	\$185,019	\$103,748	\$165,992
\$50,000 to \$74,999	\$207,550	\$337,264	\$185,024	\$300,659	\$165,996	\$269,740
\$75,000 to \$99,999	\$337,269	\$466,983	\$300,663	\$416,298	\$269,744	\$373,487
\$100,000 to \$149,999	\$466,988	\$726,421	\$416,303	\$647,578	\$373,491	\$580,982
\$150,000 to \$199,999	\$726,426	\$980,675	\$647,582	\$874,236	\$580,986	\$784,332
\$200,000 or more	\$985,864		\$878,862		\$788,482	

Incomes for Carbon County and Rawlins are shown in the following table. Approximately 23.5 percent (nearly one quarter) of the population in Rawlins makes less than \$35,000 annually. Based on the preceding table, this means that there must be sufficient housing under \$129,714 to serve the needs of this segment of the population (assuming a four percent interest rate).

The following table shows that 55 percent of the housing stock in Rawlins is valued at less than \$125,000. While there is plenty of affordability in Rawlins, this poses a different problem. As stated by the realtors, there is insufficient “quality” housing to meet the demands of the population. This is likely because those making incomes higher than \$35,000 (i.e., 77 percent of the population) are competing for the 45 percent of the housing stock that is more applicable for their income range.

Table 4.12: Income Distribution for Carbon County and Rawlins

Income and Benefits (In 2010 Inflation- Adjusted Dollars)	Carbon County		Rawlins	
	Estimated Number of Households	Percent of Households	Estimated Number of Households	Percent of Households
Less than \$10,000	196	3.20%	57	1.70%
\$10,000 to \$14,999	294	4.70%	165	4.90%
\$15,000 to \$24,999	551	8.90%	305	9.10%
\$25,000 to \$34,999	587	9.50%	260	7.80%
\$35,000 to \$49,999	1,051	16.90%	605	18.10%
\$50,000 to \$74,999	1,413	22.80%	636	19.10%
\$75,000 to \$99,999	1,092	17.60%	680	20.40%
\$100,000 to \$149,999	726	11.70%	481	14.40%
\$150,000 to \$199,999	182	2.90%	91	2.70%
\$200,000 or more	113	1.80%	54	1.60%
Total Households	6,205		3,334	
Median Household Income		\$56,565		\$59,357
Mean Household Income		\$65,841		\$67,982

In Rawlins, 39.1 percent of the population makes more than \$75,000 annually. This segment of the population can afford housing priced at \$269,000 and above. However, less than four percent of the existing housing stock falls into this category. Further, many would-be homeowners feel that prices in Rawlins are high for the quality or value received.

Table 4.13: Residential Property Values

Home Value Range	Number of Units	Percent of Total
Less than \$25,000	64	2%
\$25,000 - \$49,999	226	9%
\$50,000 - \$74,999	343	13%
\$75,000 - \$99,999	390	15%
\$100,000 - \$124,999	419	16%
\$125,000 - \$149,999	367	14%
\$150,000 - \$174,999	312	12%
\$175,000 - \$199,999	199	8%
\$200,000 - \$249,999	176	7%
\$250,000 - \$299,999	60	2%
\$300,000+	39	2%
TOTAL Single-Family	2,595	100%

Source: ZBPF, Landmark Design, Carbon County Assessor’s Office

The home values considered above do not consider mobile homes. Accurate information regarding mobile home properties was difficult to obtain from the County Assessor’s Office. However, on average the land value for a mobile home property is \$12,638, while the average value of the mobile home is \$18,059, for a total value of \$30,697 for land and improvements.

Current home listings show a similar trend, with few homes listed above \$250,000.

Table 4.14: November 2012 MLS Listings by Price

Listing Price	Number of Residential Listings	Percent of Residential Listings
Less than \$49,000	5	6.0%
\$50,000-\$99,000	10	12.0%
\$100,000-\$149,000	25	30.1%
\$150,000-\$199,000	21	25.3%
\$200,000-\$249,000	10	12.0%
\$250,000-\$299,000	8	9.6%
\$300,000-\$299,000	2	2.4%
\$400,000 plus	2	2.4%

Source: ZBPF; wyomingmls.com

Despite evidence that there is a housing shortage, vacancy rates of housing stock in Rawlins are still relatively high at 14 percent (538 vacant units out of a total of 3,872 housing units)⁴. However, it is interesting to compare that number for housing units to that of rental properties which is less than half that rate at 6.7 percent⁵. These numbers support the fact that there is a need for more rental properties in order to support energy workers. While the housing unit vacancy rate is high, housing conditions play a significant role in driving that rate artificially high. There is an oversupply of insufficient housing, and a lack of quality housing.

⁴ Source: United States Census 2010

⁵ Wyoming Community Development Authority, “A Profile of Wyoming – Demographics, Economics and Housing Semiannual Report Ending December 31, 2011”, February 29, 2012

RENT VALUES

Considering rent ranges is also important in determining housing affordability in a region. Much like housing payments, rent affordability is calculated by determining total housing costs and comparing that to 30 percent of an individual’s income. These housing costs include utilities, but do not include interest or property taxes like mortgage payments do. Since one quarter of the population in Rawlins makes less than \$35,000 per year, a proportional number of rentals or more should have rents below \$625 per month.

Table 4.15: Affordable Rent Ranges by Income Level

	Low	High
\$10,000 to \$14,999	\$ -	\$ 125.00
\$15,000 to \$24,999	\$ 125.00	\$ 375.00
\$25,000 to \$34,999	\$ 375.00	\$ 625.00
\$35,000 to \$49,999	\$ 625.00	\$ 1,000.00
\$50,000 to \$74,999	\$ 1,000.00	\$ 1,625.00
\$75,000 to \$99,999	\$ 1,625.00	\$ 2,250.00
\$100,000 to \$149,999	\$ 2,250.00	\$ 3,500.00
\$150,000 to \$199,999	\$ 3,500.00	\$ 4,750.00
\$200,000 or more	\$ 4,750.00	\$ -

Through talking to real estate agents and property managers in the area, these rates sound difficult to find because most rents range between \$800 and \$1,200 per month. One complex has rates reaching \$2,400 per month for a furnished apartment. The Census shows Carbon County’s rent rate averages above the statewide average for apartments. Rental rates for homes are lower than the rest of Wyoming, but still higher than apartment rents and are outside of the affordability range for many residents trying to rent. Given the high demand for rental properties by temporary workers, most report it is hard to find an available rental property at all, let alone one with low rent.

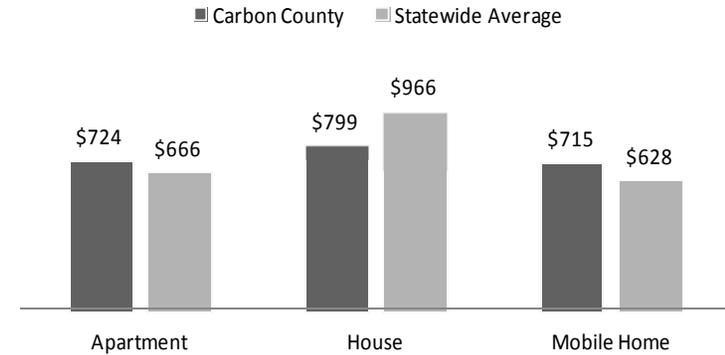


Figure 4.9

Average Rental Rates, 4th Quarter 2011

Source: Wyoming Economic Analysis Division, “Food Prices Propel Inflation for the Fourth Quarter of 2011”, April 3, 2012

There has been a recent upswing in demand for apartment rentals, thereby increasing rental rates fairly quickly. In just the last year alone, rental rates have increased almost eight percent. From 2000 to 2006, average market rent went from about \$343 to \$791 – a dramatic increase of 110 percent over the period⁶. Housing rentals have also increased but not at nearly the same rate.

⁶ Rawlins Housing Assessment 2007

Table 4.16: Change in Average Rental Rates, 4th Quarter 2010 to 4th Quarter 2011

	Carbon County	Statewide
Apartment	7.9%	2.3%
House	0.8%	4.1%
Mobile Home	-2.5%	1.4%

Source: Wyoming Economic Analysis Division, “Food Prices Propel Inflation for the Fourth Quarter of 2011”, April 3, 2012

HOUSING PRODUCT TYPE

Rawlins has several specific areas of need. These include:

- The need for greater diversity in housing types, such as multi-family, townhomes, accessory units, workforce housing, assisted living, etc.
- Housing that will support the temporary housing need created by the local energy industry and future expansion in that area.
- Housing that is of good quality and affordable for the entire life cycle of Rawlins’ residents.

An examination of the number of residential permits issued in Carbon County from 1987 to 2010 shows how single-family housing has been the predominant form of construction. Not only have the number of new building permits been low in Carbon County, there have also been very few permits issued for multi-family units. This has caused an imbalance in the current housing inventory in Rawlins.

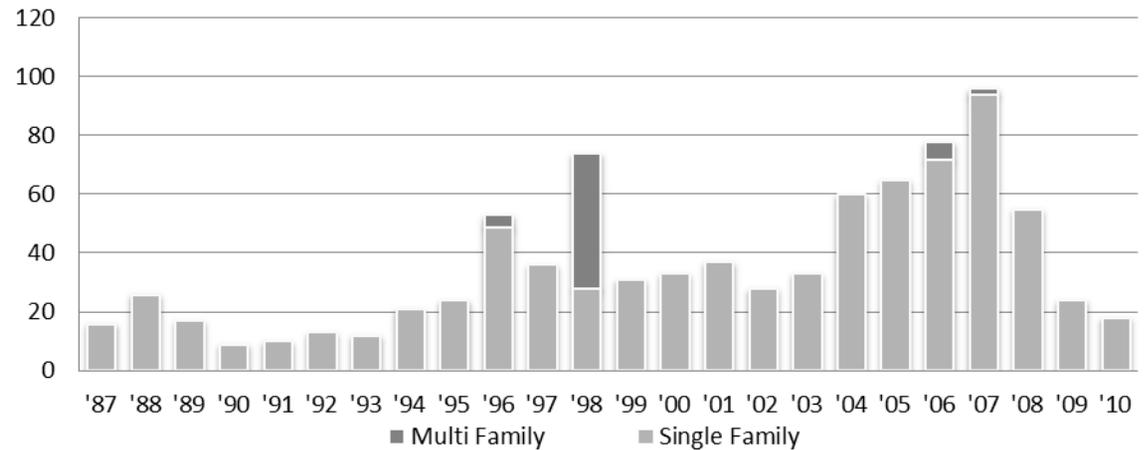


Figure 4.10
Annual Residential Permits by Type Issued in Carbon County
Source: U.S. Department of Commerce & 2010 Census

Table 4.17: Number of Residential Homes/Complexes by Type

Number of Homes	
Single-Family	2,564
Manufactured Homes	31
Total	2,595
Number of Complexes	
Duplexes, Triplexes, Town Homes	85
Apartments – 4 or more units	14
Total	99

In order to provide a greater variety of housing in Rawlins, the City should encourage development of more multi-family units, townhomes, condominiums, accessory units, workforce housing, live-work units and lifecycle housing. Housing needs are different at various stages of the lifecycle and for different household types, thereby making it essential for communities to have a housing mix.

There is a need to plan for housing suitable for different stages of life, including smaller, more affordable units for first-time buyers, singles, young couples, families with many children, and older homeowners, as well as opportunities for senior citizen housing and long-term care/assisted living facilities. Such an approach creates opportunities for people to live and grow in the same community. It also enables young couples, families and the elderly to live near relatives. Children may grow up knowing people from different ages, walks of life and from different socioeconomic groups.

In order to accomplish a wide variety of housing types within single neighborhoods, there needs to be a variation in housing mix (architectural styles, lot sizes and building types and sizes). This creates greater visual interest along sidewalks for pedestrians and more walkable communities. In contrast, streets lined with identical homes

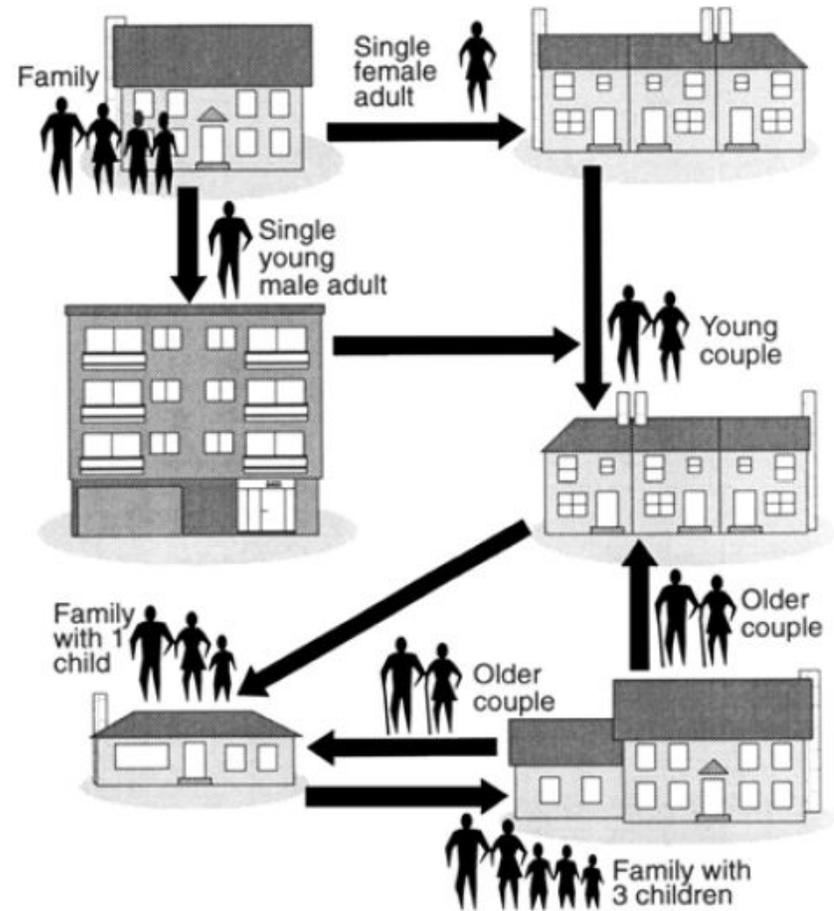


Figure 4.11

Life-Cycle Housing

Source: Salt Lake County Cooperative Plan

and blank garage doors make walking less appealing. In new residential areas, a mix of housing models and architectural treatments are recommended.

Specific types of housing, in addition to single-family housing that should be available in Rawlins include the following:

ACCESSIBLE HOUSING

Construct housing with practical features that provide basic access and functionality for people of all ages and various mobility and ambulatory capabilities. According to the 2000 Census⁷, Rawlins had 1533 individuals with a disability. Housing design should include options for current and future accessibility needs of family members and friends by enacting the minimum requirements of the Fair Housing Act Design Manual. The City should also encourage housing that is accessible by visitors of all levels of ability. Accessible housing is essential for an aging population to remain in the community and is especially important in Rawlins with the harsh winter conditions that already provide some obstacles to mobility for persons in older demographic groups.

ACCESSORY DWELLING UNITS

Allow the development of carriage houses (secondary structure apartments) and accessory dwellings to increase density and affordability and meet the needs of the temporary housing sector, while maintaining character. These units are typically built over garages and can be used as a studio, a teenager's bedroom, or rented as a separate apartment to help offset the cost of a mortgage.

LIVE-WORK UNITS

Zoning to accommodate a live-work unit must permit certain businesses to operate and, unlike zoning provisions for "home-occupations," must

allow office use by non-resident employees and customers. While retail uses typically are prohibited, everything from professional services to small manufacturing can be home-based. The total non-residential work space in live-work units usually is limited to between a few hundred square feet and roughly 2,000 square feet. This type of unit would work well in downtown Rawlins and would provide for an around-the-clock population in the center of the City. There would be added economic benefits to the existing businesses located in downtown. However, parking issues would need to be clearly addressed, with specific parking provided for the housing units and sufficient parking for business uses.

UPPER-STORY RESIDENTIAL

In addition to live-work space, upper stories of existing retail buildings, primarily located in the downtown area, could be converted to residential uses. As stated above, this would benefit the entire economic fabric of downtown while providing more options for all residents and for the temporary and fluctuating needs of the energy industry. A 24/7 population in downtown would encourage human activity at night and on weekends, thus resulting in a healthier commercial area. When diverse users are present in a neighborhood, a wider variety of services can be supported.

ASSISTED LIVING AND LIFE-CYCLE HOUSING

Ensuring there is housing available for every generational need is vital to lifecycle housing planning. Rawlins currently has a 62-bed skilled nursing facility. Currently there are no independent living, assisted living, adult day care, hospice or at-home end of life care services available in Carbon County. This has economic implications as there will be an out-migration of a portion of older residents to areas where they can obtain more medical and assisted living services that meet their housing needs. In fact, the recently-completed Rawlins Aging in Place Feasibility Study (May 2012) found that there is a trend of out-migration of residents beginning at age 60. Surveys showed this outflow to be a result of seniors moving to be near family or medical providers once they could

⁷ The 2010 Census did not collect disability-related data for the Rawlins area.

not live alone. These surveys identified a need for services across the spectrum of senior housing needs – in-home care, independent living, memory care or day care, and assisted living.

The same study identified a current demand for 36 assisted living units at the present time with demand increasing to 48 beds by 2015. It was recommended that a project be planned based on these projected needs. A planned assisted living facility would need an adequate mix of single and couple rooms, with common spaces for socializing and other living needs such as laundry and dining rooms. The study identified several viable site options that Rawlins is considering, with a preference for a site that creates a “senior campus” area that would allow seniors to comfortably move through levels of care without losing social networks. The preferred site is on the corner of Maple and 16th street adjacent to South Central Wyoming Healthcare & Rehabilitation.

The City and the Aging in Place Committee have been proactively engaged in acting on the suggestions of the feasibility study. They are pursuing private developers and representatives in State systems to be partners in meeting this community need.

WORKFORCE AND TEMPORARY HOUSING

Workforce housing is a housing type for public and private employees that aims at developing residences that can be purchased or rented by schoolteachers, firefighters, police officers, nurses and other medical practitioners, and other employees who are critical to a community and who work in places where real estate costs are high and wages for these industries are not high enough to allow these workers to find housing within the community. It can also be a means of accommodating the temporary housing needs of the energy industry. The purpose of workforce housing is to increase the options and supply of good quality, low- to moderate-income housing as well as to accommodate temporary housing demand that may fluctuate significantly over time.

Activity in the energy industry will have a significant impact on housing demand. An inventory of available temporary housing in the region was conducted during the summer of 2010 for the Chokecherry/Sierra Madre (CCSM) EIS. At that time, natural gas drilling activity was at a fraction of 2004 to 2008 levels and associated natural gas development housing demand was correspondingly low, so much so that several temporary worker housing facilities near Wamsutter were closed.

Increases in natural gas sales could result in a resurgence of natural gas development activity with associated elevated employment levels for these previously approved projects, increasing competition for temporary housing resources in Rawlins and nearby communities. The EIS concludes that, “Rawlins and Saratoga were the only communities within the study area with a substantial temporary housing base and summertime availability during the summer of 2010 and, under current circumstances, the only communities likely to host substantial numbers of CCSM construction workers.”⁸

However, there will still be a significant shortage in housing. The EIS report that “estimated housing demand in affected communities would exceed summer 2010 supply by 581 units during the peak months of the first year of construction. . . . The housing shortfall would decrease to 526 units in the second year of construction, assuming similar availability. During the final two years of construction, the shortfall would decrease to an estimated 228 and 255 units, respectively.”⁹ The EIS projects that at full operations, CCSM will create demand for between 109 and 182 units. Local hotels currently report high rates of their occupants being long-term stays for energy industry workers.

This housing element of the General Plan predicts the need for approximately 300 to 800 single-family units by 2020 and approximately

⁸ Chokecherry/Sierra Madre Draft EIS, Volume II, 4.8-15.

⁹ Chokecherry/Sierra Madre Draft EIS, Volume II, 4.8-16.

100 to 250 multi-family units. This will satisfy the demand from the operational, or ongoing employment of all of the energy-related projects, including CCSM, but will not be sufficient to satisfy peak demand created from the temporary employment. This demand will need to be satisfied through a variety of options including rental of accessory units, increased hotel/motel lodging, increased development of apartments and townhomes and workforce housing (some of which may be temporary in nature).

Options for increasing the supply of workforce rental housing for low to moderate income households include:

- Establish a development fund to supplement existing public and private resources for the development and redevelopment of workforce housing. The fund should provide a flexible source of financing and subsidy to offer incentives for the development, redevelopment, and rehabilitation of low and moderate income rental housing.
- Encourage the preservation of the existing rental housing stock through the local enforcement of building codes.

Options for increasing the supply of owner-occupied, low-to moderate income single-family housing include:

- Establish a development fund to supplement existing public and private resources for the development and redevelopment of workforce single-family housing. The funds would provide flexible sources of financing and subsidies to provide incentives for the development of new low-to moderate-income owner occupied housing.
- Encourage employer-assisted home buyer programs.
- Establish a public-private consortium of manufactured housing representatives, state and local officials, lenders, developers and

others to create a strategy to encourage the development of well-planned manufactured housing developments and to develop recommendations regarding the removal and recycling of dilapidated and abandoned manufactured housing units.

Options for fostering locally-based housing solutions include:

- Establish a technical assistance program that will provide onsite technical expertise to local leaders and employers in the identification and development of local plans and partnerships to address housing needs in the community.
- Encourage local entities such as housing authorities, city and county governments, downtown development authorities, and others to publicize creative efforts to address housing issues in their communities that could serve as models for others.

Options for increasing the consumer literacy and awareness of the targeted workforce include:

- Create a coordinated countywide network to provide home buyer pre-purchase education, one-on-one credit counseling, and post-purchase homeowner skills training.

HOTEL AND MOTEL LODGING

Rawlins has a good supply of lodging which comprises over 77 percent of the total lodging rooms available in Carbon County. Based on the **Randall Travel Marketing (RTM) 2012 Lodging Survey**, nearly 40 percent of housing demand for the hotels comes from the workers in the energy industry. This suggests that if energy employment increases dramatically, there will be increased demand for lodging rooms in Rawlins. Frequently, the newer chain hotels are completely booked, suggesting there is existing demand for more quality lodging.

Table 4.18: Rooms, Campgrounds and RV Spaces Available in Carbon County, Wyoming, July 2010

Community	Rooms Available	Camp Ground / RV Spaces	Total	% of Carbon County
Baggs	9	23	95	4.7%
Elk Mountain	13	0	13	0.6%
Encampment	33	0	33	1.6%
Hanna	0	0	0	0%
Medicine Bow	64	0	64	3.2%
Rawlins	1,252	303	1,555	77.1%
Riverside	20	33	53	2.6%
Saratoga	174	30	204	10.1%
Total in Carbon County	1,628	389	2,017	

TOWNHOMES AND CONDOMINIUMS

Interviews with realtors suggest that there is significant demand for townhomes and condominiums for several market groups: temporary employees, young families and older age groups. Townhomes reduce the maintenance work associated with a single-family home and are generally lower-priced per square foot due to the savings from the shared walls with other units. Townhomes can be either rented or owned and allow the City to increase its overall density for residential units. Townhome development is often a good fit for infill properties.

APARTMENTS

Interviews with rental agents and data above suggest that there is a critical lack of affordable, quality rental housing. Many individuals associated with the energy industry prefer to rent and not to own property in Rawlins. This may be because they own a home elsewhere

or because they are simply unsure of long-term employment in the area and their ability to resell the property at an advantageous time for them.

SUMMARY OF HOUSING NEEDS

In summary, the City of Rawlins has a need for the following types of housing:

- Better quality single-family homes
- More adequate (good quality) affordable housing
- Furnished housing and efficiency units – temporary workers seeking low-hassle, inexpensive housing
- Better quality apartments and rentals – especially for middle or high-end markets
- Assisted living complexes
- 3-bedroom homes with garages – ideal basic homes with better quality for small families

GOALS AND POLICIES

Goal: To provide an adequate, safe and healthy residence for all citizens of the City while providing a range of housing types, styles and price levels in all areas of the City.

Goal: Respect existing neighborhoods and strengthen them through good design and provision of services.

Policy: Neighborhoods should be bounded by major thoroughfares or natural features.

Policy: New residential areas should be grouped into neighborhoods and planned in relation to schools, playgrounds, parks, and other facilities.

Policy: Major thoroughfares and other manmade barriers should not disrupt neighborhoods.

Goal: Develop and implement standards and policies that promote desirable characteristics in residential areas.

Policy: Discourage subdivisions that create "pockets" of development too small or too isolated to be served conveniently or economically by residential services and facilities.

Policy: Schools, churches, libraries, fire stations, and other public buildings and structures, located in residential areas, should provide attractive and well-maintained landscaping.

Policy: Protect and enhance residential amenities when possible by reducing conflicts with adjacent uses.

Policy: Separate residential and non-residential uses by permanent, easily maintained walls, solid fences, and combinations of space and landscaping.

Policy: Industrial and other non-compatible activities should not be permitted or allowed to expand or encroach upon residential neighborhoods.

Goal: Increase community pride by improving the appearance of all residential areas.

Policy: Adopt and vigorously enforce ordinances requiring land owners to keep their property free of weeds, junked vehicles and equipment, unsightly buildings, trash, and other debris.

Policy: City-wide beautification programs should continue to be encouraged and supported by the City to strengthen citizen pride.

Policy: Promote compatible, aesthetically-pleasing architecture.

Goal: Enhance the visual character of residential areas and provide for the preservation of environmental values.

Policy: Encourage the creation of residential areas which are sensitive to natural features and environmental constraints.

Policy: Encourage the preservation and enhancement of areas that should be maintained for scenic, historic, conservation, or public health and safety purposes.

Policy: Require the use of underground utility lines where feasible.

Policy: Encourage harmonious diversity of dwelling unit types and densities in residential areas.

Goal: Encourage the development of multi-family, townhome and condominium units of good quality to increase the variety of housing product and to meet the needs of residents and the temporary employment market segments.

Policy: Streamline development processes to encourage multi-family type development.

Policy: Assist with demolition costs and utility infrastructure at key infill sites where multi-family development could take place.

Goal: Manage the timing of residential development so that adequate streets, water, sewer, drainage facilities, schools and other essential services can be economically provided, especially in regards to additional areas annexed by the City.

Policy: Permit development to the degree that it can be served by the City's resources without impairing them or existing residents.

Policy: Subdivision of land will be in accordance with the General Plan as well as applicable infrastructure master plans in effect and directed by the standards set.

Policy: Annex land in appropriate areas where connections to services is readily available.

Goal: Provide housing that meets the demands of all stages of the lifecycle, including starter and senior housing.

Policy: Allow for multi-family or town home mixed-use development as buffers between commercial and single-family residential areas, as well as in downtown. Upper-story residential development in downtown should be promoted. Accessory dwelling units may also be considered in appropriate areas.

Policy: Allow for the development of senior housing, including accessory dwelling units in appropriate areas, so that housing for all phases of the lifecycle will be available within the City.

Policy: Disperse multi-family developments throughout the City such that there is no concentration of multi-family dwellings in any one neighborhood or development area.

Goal: Require the highest standards of design, function, and appearance for all multi-family developments.

Policy: Building styles of multi-family developments should be compatible and harmonious with surrounding and adjoining buildings.

Goal: Ensure that both existing and future City residents, as well as developers, have security in their actions and decisions and that there is developed and maintained an atmosphere of stability and confidence in all decision making.

Policy: Decisions involving housing and housing policies should be made within the framework of the goals and objectives of the General Plan.

Policy: Discourage the intrusion of non-compatible uses which could lower residential values.

Goal: Maintain flexibility in land development standards consistent with good design and efficient function.

Policy: Continually review and revise zoning and subdivision ordinances to assure that creative solutions to development are not precluded.

Policy: Encourage infill use of vacant lots within existing residential areas.

Goal: Provide a reasonable choice of residential types and affordability throughout the City.

Policy: Mobile home parks will only be allowed where single-family and multi-family developments are not feasible and where conflicts do not occur with surrounding commercial, industrial, open space, or other uses.

Policy: Manufactured housing will be permitted in all areas of the City provided it meets all house size requirements, standards and codes (including a concrete foundation), and is architecturally compatible with the surroundings.

Policy: Group homes will be permitted only if they comply with the residential character of an area. Development applications for group homes will be assessed on their individual merits.

Policy: The City will designate, on its land use plan, areas where multi-family development will be permitted.

Goal: Encourage the renovation and upkeep of existing residential structures.

Policy: Streamline permitting processes that facilitate the renovation of existing residential structures.

Policy: Encourage from-the-ground-up home improvement programs.

5 Transportation & Circulation

The Rawlins Transportation Master Plan was prepared in 2013 under a separate cover. Please refer to that document for specific transportation and circulation plans, or to the Executive Summary for a synopsis of key issues and ideas contained in the plan.

6 Parks, Recreation, Trails & Open Space

This Chapter highlights the recreational opportunities available to City residents including access to parks, recreational facilities and programs, trails, and other open spaces and facilities that serve the City and the region. It identifies existing programs and facilities and discusses recreational needs and opportunities in the future.

PARK AND RECREATION PLANNING GOALS

The 1999 "City of Rawlins Master Plan Update" identified Goals and Policies for parks and recreation, which were used as a starting point and basis for this plan (see box to right.)

Additionally, the City has established "Goals and Objectives 2012-2013" which address key action items and interest areas in the City that evolved from the City's visioning process. Several of these address parks, recreation and open spaces, as follow:

- *Sustainability:*
 - Maintain green spaces – including, cemetery, parks and athletic fields.
- *Quality of Life:*
 - Maintain a budget and encourage those organizations that the City supports to engage in community trash clean-up

Park and Recreation Goals and Policies (1999 Master Plan Update)

GOAL: Provide a full range of indoor and outdoor recreational opportunities to all residents of Rawlins in a safe, convenient and economical manner.

- A. Policy: *Recreation opportunities shall be made available to the total population regardless of age, sex, creed, race or economic status.*
- B. Policy: *Consideration shall be given to existing and accepted principles, procedures and standards in the formation of a Master Plan.*
- C. Policy: *Recreation and park facilities shall be planned on a neighborhood, community, City and county-wide basis as integral parts of a cohesive, well-balanced system, to provide maximum recreation opportunities for all persons residing within the planning jurisdiction.*
- D. Policy: *Park and playground provisions, where feasible, should be made in each neighborhood, preferably adjacent to school facilities.*
- E. Policy: *Facilities shall be planned and designed to reflect probable future needs as well as current demand.*
- F. Policy: *Maximum efforts shall be made to coordinate planning in the public and private sectors.*
- G. Policy: *Link expansion of green belts and park areas to maintenance capabilities of the community. Emphasize low maintenance xeriscaping in design.*
- H. Policy: *Continue development of pedestrian and bicycle trails that can accommodate all ages, in and around Rawlins.*

efforts and green belt, park enhancements.

- Provide quality Recreation Services for wellness, entertainment, education in a safe, hands-on creative environment for youth, adults and seniors.
- Support Sustainable Attractions and Special Events of community-wide benefit involving product/hosting of History/Art/Cultural Programs including musical and theatrical events.
- Support the establishment of a City/County Events Center for large events.
- *Service:*
 - Public works – provides public service and facility needs for the City. The department is managed by the Public Works Director with the support of a City Engineer, this department includes seven operating divisions, each headed by a division superintendent. Some divisions are further subdivided depending upon need and specialty, including the Cemetery and Grounds Maintenance.

These goals, policies and vision statements provide a framework for future planning and establish the important qualities that recreational programs and facilities provide for a well-rounded and healthy community.



"Music in the Park" event

PARK AND RECREATION FACILITIES

The City of Rawlins Recreation Services Department manages recreation facilities and provides programs for wellness, entertainment, and education in a safe, hands-on, and creative environment for youth, adults, and seniors. The programs are varied, tailored to community interests, and include a "Music in the Park" series during the summer. Recreation programs are offered at the Recreation Center and in facilities located in various parks throughout the community. The Department includes approximately 15 full-time employees and at least that many seasonal employees during summer months.

The City's Grounds (Parks) Division is a part of the Public Works Department and is responsible for maintenance and care of park facilities, the cemetery, and other open spaces that are city-owned. Department staff also plant and maintain city trees.

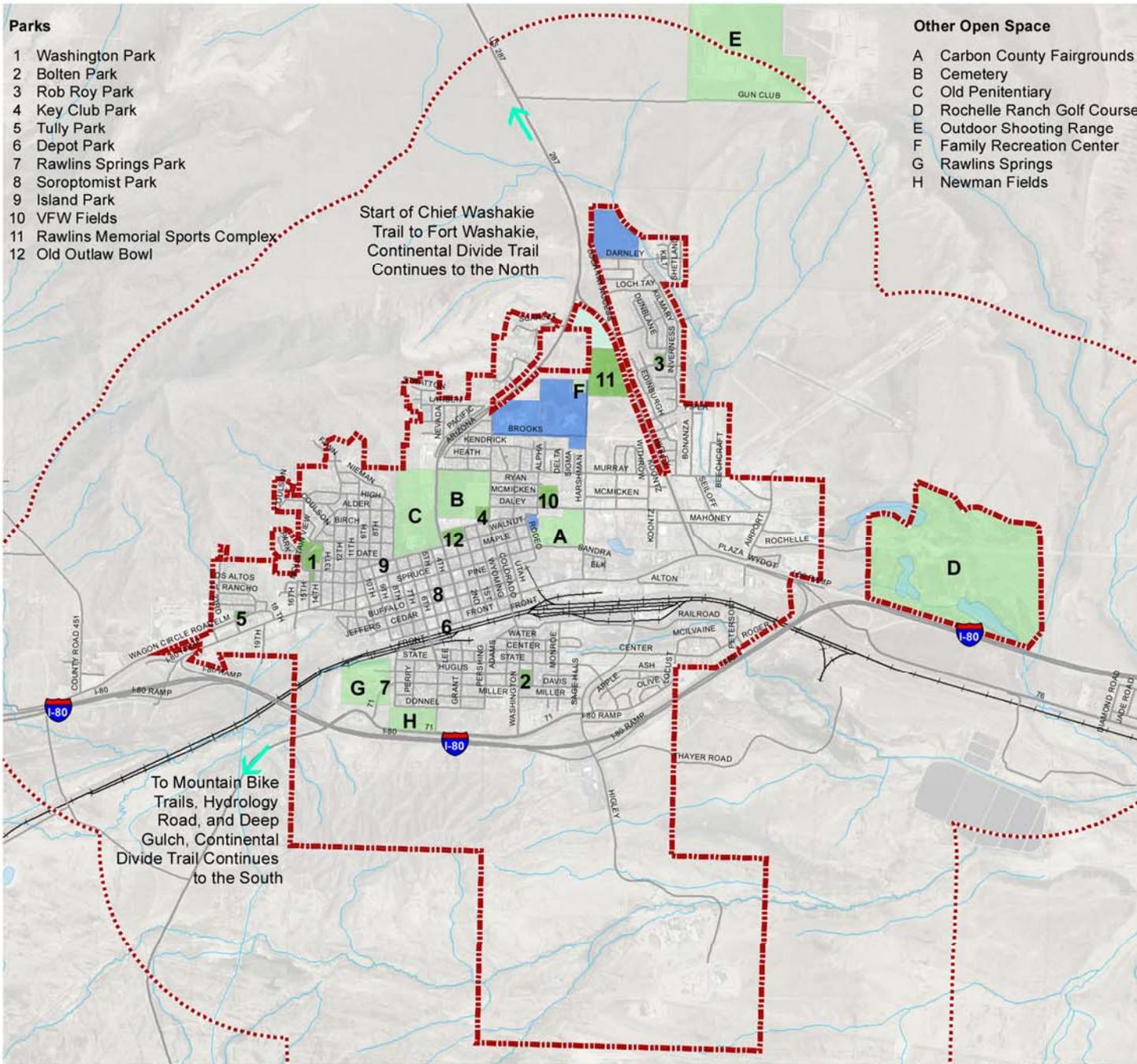
CITY-OWNED AND MAINTAINED PARKS

The City of Rawlins includes 63.7 acres of park land ranging in size from under one acre to over 30 acres. The parks located in neighborhoods generally serve the residential areas and provide a range of amenities including pavilions, restrooms, picnic tables, grill units, drinking fountains, and playground equipment along with tennis and basketball

courts and horseshoe pits. They are generally within walking distance. Three additional parks are primarily devoted to sports fields. Table 6.1 identifies the Existing City-owned Parks and the range of facilities provided in each. Map 6.1 illustrates the location of each park, as well as the locations of other recreational facilities and schools.

Table 6.1: Existing Parks

Park Name	Address	Acreage	Amenities												Other			
			Pavilion	Restroom	Portable Toilet	Picnic Tables	Grilling Units	Drinking Fountains	Playground Equipment	Benches	Tennis Courts	Basketball Court	Baseball Fields	Softball Fields		Soccer Fields	Horseshoe Pits	
Washington Park	Mountain View Dr. and Park Dr.	10.15	1	X		X	X	X	x		X						X	Pavilion has electricity; Frisbee golf.
Bolten Park	Washing St. and E. Davis St.	3.32	2	1		X	X		X			X						One pavilion with electricity.
Rob Roy Park	Glasgow Blvd. and Kilmary Dr.	2.06			X	X	X	X	X			X						Half basketball court.
Key Club Park	800 Block Colorado St.	3.09	1				X	X			X	X						Basketball hoop.
Tully Park	W. Elm St. and El Rancho Dr.	1.70	1			X		X	X									Railroad engine
Depot Park	4th St. and W. Front St.	0.51	1			X	X		X									Water feature (non-potable); pavilion has electricity.
Rawlins Springs	W. Davis St. and Bennett St.	0.69				X												Railroad caboose and future trailhead.
Soroptimist Park	400 Block W Buffalo St.	0.08									X							
Island Park	W. Walnut St. and Date St.	0.09	1															Roadway island.
VFW Fields	Rodeo and Daley	6.83											4					1 lighted.
Rawlins Memorial Sports Complex	Harshman	30.24											2	2	3			Baseball and softball fields are lighted; as is one soccer field.
Old Outlaw Bowl	Walnut and 3rd	4.94													4			Cinder walking path.
TOTAL		63.70																



City of Rawlins General Plan Update

- Existing Pedestrian Trail
- Existing Pedestrian Tunnel
- Existing Regional Trail
- - - Proposed Pedestrian Trail
- Park
- Other Open/Recreational Space
- Streams
- Waterbodies
- Roads
- Railroads
- 1-Mile Expansion Area
- City of Rawlins Boundary

Map 6.1 Existing Parks, Trails, Recreation and Open Space

Adopted January 21, 2014
0.5 0.25 0
Miles



Source: Carbon County Planning & Development Department



Rawlins Memorial Sports Complex



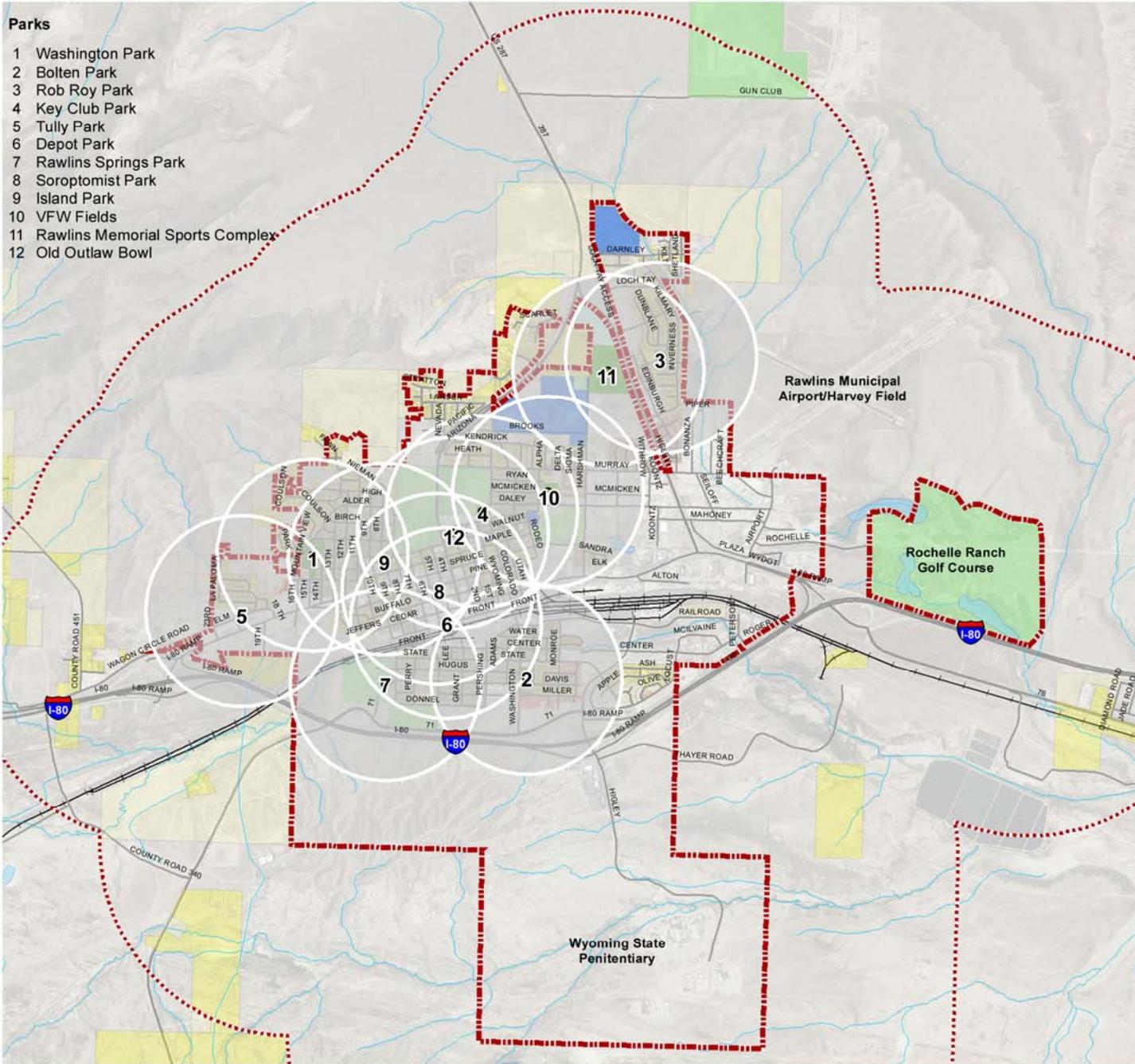
Washington Park



Playground at Washington Park

Most existing residential areas appear to be well-served by parks. The circles on Map 6.2 show a one-half mile radius centered on each park facility. This distance is generally considered to be within walking distance. The larger sports complex serves the community at large and the surrounding region.

City of Rawlins General Plan Update



**Map 6.2
Park Distribution**

Adopted January 21, 2014



Source: Carbon County Planning & Development Department

LEVEL OF SERVICE FOR PARKS

CURRENT LEVEL OF SERVICE

The estimated current population in the City of Rawlins for 2012 is 9,262 persons. This includes approximately 468 (2,000 estimate) inmates at the Wyoming State Prison. For purposes of calculating the current level of service (LOS) for the City, the prison population has been excluded from the population estimate because the prison population does not use parks and recreation facilities in Rawlins. Therefore, the population used in calculating the current LOS is established at 8,794, and assumed to be residents of the City who have access to City-owned parks and recreation facilities. Based on that population number, the current LOS for parks in Rawlins is 7.24 acres of park land per each 1,000 in population.

Table 6.2: 2012 Level of Service for Parks

YEAR	2012 POPULATION	PARK ACRES	PARK ACRES PER 1000 POPULATION
2012 Rawlins City Parks	8,794	63.7	7.24

Note: Population does not include inmate population at the State Prison. Inmate population = 468 (2000 Census).

Level of service is a guide that some communities use to determine how much additional park land will be needed in the future due to growth in population. As a community grows, it may wish to establish a goal to maintain the current LOS into the future and plan additional park land acquisitions on that basis. The analysis of Future Park Need that follows assumes that the City of Rawlins wishes to at least maintain its current LOS for parks.

FUTURE CITY PARK NEEDS

Population projections for the City of Rawlins indicate that in the next 20 years, the community will grow slightly from 9,262 to 10,179 – an increase of 917 persons, and decline slightly by 2030 to a population of 10,123. Again, these growth projections include the prison population, which is not included in the calculations for future park need. Therefore, population projects for future park need are based on growth to 9,711 in 2022 and decline to 9,655 by 2030.

Based on these population projections, the City of Rawlins will not need to add additional park acreage to maintain its current LOS (see Table 6.3.) In that case, it is recommended that the City use its resources toward upgrading existing parks, improving park maintenance, and adding additional facilities and recreation opportunities in parks. As additional residential neighborhoods are added, the City may wish to look at its distribution of parks and assure that neighborhoods have good access to parks – preferably with a one-half mile walking distance.

Table 6.3: Park Land Needs Analysis – 2022 and 2030

YEAR	POPULATION	EXST. ACRES	PARK ACRES PER 1000 POPULATION	NEEDED TO MAINTAIN CURRENT	ACRES NEEDED
2022	9,711	63.7	6.56	63.70	0.00
2030	9,655	63.7	6.60	63.34	-0.36

Note: Population does not include inmate population at the State Prison. Inmate population = 468 (2000 Census).

OTHER RECREATION AND OPEN SPACES

In addition to the 63.7 acres of City-Owned and Maintained Parks, residents of Rawlins have access to an impressive variety of other recreational opportunities, including a recreation center, golf course, and shooting ranges totaling nearly 817 acres. These facilities complement the vast amount of public lands surrounding the City. Table 6.4 identifies these additional facilities, including their ownership and acreage.

Table 6.4: Other Open Spaces/Recreational Spaces

Facility	Ownership	Acreage
County Fairgrounds	Carbon County	27.30
Cemetery	Rawlins City	39.90
Old Penitentiary	Joint Powers Commission	60.60
Rochelle Ranch Golf Course	Rawlins City	348.70
Outdoor Shooting Range	Rawlins City	255.40
Family Recreation Center	Rawlins City	2.99
Newman Fields	BLM/leased to the City	45.00
Rawlins Springs	Board of County Commissioners	37.03
TOTAL		816.92

In addition to the facilities listed in Table 6.4, a temporary hockey rink and a runway for a radio controlled model airplane complex are located in the open areas just south of Rawlins Memorial Sports Complex. The property where these facilities are located is not intended to be developed for recreational purposes. When a future use for the property has been determined, the model airplane complex will likely move to another, undetermined site.

RAWLINS FAMILY RECREATION CENTER

The Rawlins Family Recreation Center is city-owned and includes locker rooms with showers and provides activities at the Kids Corral for children under 5-years old during selected hours of operation. The facility is managed by the Recreation Services Department which provides for a variety of programs, fitness classes, activities, and leagues for children and adults. Facilities include fully equipped fitness rooms with a broad variety of exercise and fitness equipment and a multi-purpose room. It includes three gyms, three racquetball courts, a walking track, and a weight room. It is open from early morning through evening, Monday through Friday, with less extensive hours of operation on weekends and in the summer.

INDOOR AND OUTDOOR SHOOTING RANGES

Located within the Rawlins Family Recreation Center, the indoor shooting range has ten 25-meter lanes that handle small bore rifles, archery, black powder and hand guns up to 44 magnum. A rifle cone allows hunters to sight in high-powered rifles. The shooting range is open November 1st to April 30th and features an automated target retrieval system. Open shooting is encouraged. Targets, ammunition and safety equipment are available for sale or use, and pistols and .22 rifles are available for rent. The facility holds safety classes and is the site of training exercises for several law enforcement agencies.

The Outdoor Shooting Range is located at 2201 East Gun Club Road, just north of the city. The range is open to the public at least five days a

week. The facility accommodates trap, skeet and 5-stand shotgun shooting, and includes a 15 shooting position 300 yard rifle range, a 1,000 yard black powder rifle cartridge range, and a 10 position pistol range. Open to the public, it also accommodates archery.



Rawlins Outdoor Shooting Range

ROCHELLE RANCH GOLF COURSE

Rochelle Ranch Golf Course is a championship 18-hole municipal golf course that is currently the longest golf course in the state of Wyoming. It was a gift to the City by Curt and Marian Rochelle, local sheep ranchers. *Golf Digest Magazine* identified it as the 29th toughest golf course in America, and the *Golf Magazine* called it one of the top five courses in Wyoming. The course has essentially no rough, only grass fairways bordered by native sagebrush and scrub. Facilities include a practice area, restaurant, and lounge.



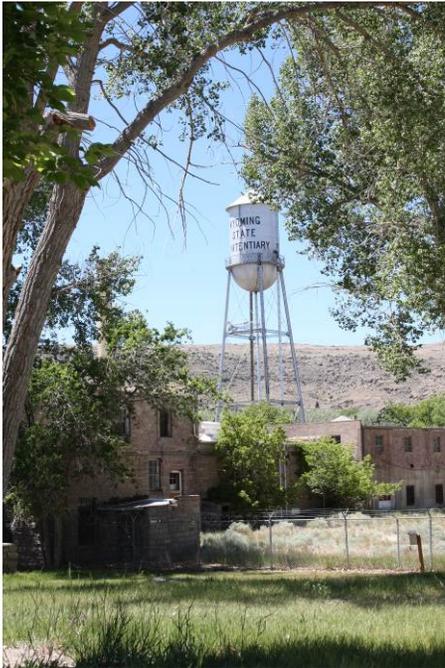
Rochelle Ranch Golf Course

WYOMING FRONTIER PRISON (OLD PEN)

The Old Pen occupies over 60 acres near the center of town, and is overseen by a seven member Board made up of representatives of the City of Rawlins and Carbon County. The Board's main responsibility is to preserve and operate the Wyoming Frontier Prison Historic Site. The site operates for community service through its historic significance, tourism, education, and recreational activities. Tours of the facility are available most times of the year and are scheduled regularly; larger groups may book special tours.

In addition to tours of the Old Pen the facility includes a museum, and it houses the Wyoming Peace Officers' Museum, an exhibit on the current Wyoming State Penitentiary, a gift shop, and a walking path that connects it to other community trails and facilities. Special community

events are held at the Old Pen on holidays, and facilities may be rented for weddings and other events. The structures and land associated with the Old Pen are an opportunity for increased tourism, recreational and cultural facilities and events, and community gathering.



Old Pen

CEMETERY

The Rawlins Cemetery occupies 40 acres and is maintained by the City's Cemetery Division. The cemetery is open daily from 6:00 a.m. to 12:00 midnight.

CARBON COUNTY FAIRGROUNDS

Owned and maintained by Carbon County, the fairgrounds are home of the Carbon County Fair which takes place annually in late summer



Carbon County Fair Parade

where 4H and FFA (Future Farmers of America) members show their animal husbandry projects, and where multiple exhibits and demonstrations take place. The year-round facilities include an arena, exhibit hall, and the Carbon County Multiplex facility. Small user fees are charged for some facilities, others are available at no charge.

RAWLINS SPRINGS

This small park memorializes the fresh water spring discovered by General John A. Rawlins while serving on a scouting party for the Transcontinental Railroad. With reliable sources of water a rarity in the thirsty desert, the spring was a strategic resource that led to the site being established as a division point for the railroad. Soon after a fledgling settlement was established, and eventually grew to become the City of Rawlins. The property on which the spring is located includes a small interpretive area; the remainder is planned for a future museum.



Interpretive Sign at Rawlins Springs

SCHOOL FIELDS AND RECREATION FACILITIES

While school fields and recreation facilities are not normally part of a public parks and recreation profile, they regularly serve as places for sports and recreation. This is true in Rawlins, where non-school sports are played on school fields, and where indoor recreation facilities are occasionally used for non-school events. Likewise, students regularly use City facilities, even though no formal agreement exists with the Carbon County School District 1. For example, the golf course is regularly used for physical education classes, and the Rawlins Recreation Center is used for racquetball, volleyball, and basketball games. Similarly, school clubs and teams use both school facilities and the recreation center.

Even though the schools frequently use City facilities, they pay no fees to assist the City with maintenance and repairs. The City may wish to enter into some agreement with the School District to negotiate the use of school facilities for local residents and to receive some compensation for wear and tear on park facilities that are used by school groups.

TRAILS

The City of Rawlins has developed 7.88 miles of trail within the City boundary, with an additional 2.8 miles proposed as part of expanding the Walking Path and the Rawlins Springs Interpretive Trail. As illustrated in Map 6.1, the trail system will encompass 10.68 miles of trail upon completion. Many of the City's trails also connect to regional trails in the surrounding area, including the Continental Divide National Scenic Trail, the 1849 Cherokee Trail, and the Rawlins-to-Fort-Washakie stage road (also known as the Chief Washakie Trail).



Existing Walking Path

EXISTING WALKING PATH

The City has an Existing Walking Path that traces a loop through downtown. The trail connects Rotary Park, the Family Recreation Center and the Old Penitentiary, passing under the railroad in two locations and winding through residential neighborhoods before ending at Rawlins Springs. It is primarily a paved pathway along City streets, and is 7.88 miles long.

PROPOSED WALKING PATH

An expansion of the Existing Walking Path is proposed on the south side of the railroad tracks along Water Street, Monroe Street, and Davis Street. It forms a shorter loop south of the tracks and adds 1.11 miles to the system.

PROPOSED RAWLINS SPRINGS INTERPRETIVE TRAIL

This trail will run from Rawlins Springs through downtown to Rawlins Peak on the northern edge of the city, utilizing the existing walking path and adds 1.69 miles of trails. The plan includes interpretive signing, small way-finding and interpretive signs, and possibly two kiosks. Improvements to the 6th Street Union Pacific Pedestrian Underpass are also desired. A group including local City, State, and Federal partners has been formed to apply for funding.

EXISTING REGIONAL TRAILS

Many regional trails with historic importance either pass directly through the City of Rawlins or are very close by and readily accessible. The most prominent is the Continental Divide National Scenic Trail.

Continental Divide National Scenic Trail

Extending 3100 miles between Mexico and Canada, the trail terminates in the north at Glacier National park and extends to the Mexican border in New Mexico. The trail traverses landscapes primarily on public lands

within 50 miles of the geographic feature, and was established in 1978 through the authority of the National Trails System Act (P.L. 90-543).

In Wyoming, the trail passes through Yellowstone National Park; the Bridger/Teton, Shoshone, and Medicine Bow-Routt National Forests; and public lands managed by the Bureau of Land Management (BLM). It traverses through Rawlins along U.S. Highway 287 on the north and along U.S. Highway 71 heading south. Much of the trail from Rawlins, south to Colorado occurs on the roadway. Within Rawlins, the trail generally follows existing City walking paths along 3rd St. (U.S. Hwy. 287), through the Old Penitentiary, along 6th Street and under the underpass, and along Front and Bennett Streets to Rawlins Springs.

Chief Washakie Trail

The Chief Washakie Trail, which parallels the eastern side of the Wind River Mountains was a trade route for the Eastern Shoshone and is named in honor of their great chief, Washakie. It extends from Fort Washakie to Rawlins via U.S. Highway 287. Chief Washakie was a Tussawehee (White Knife) Shoshoni by birth, and eventually became the head chief of the Eastern Snakes. He was known for his willingness to cooperate with the white pioneer settlers, and is the only Native American for whom a fort is named. A sign outside of Rawlins indicates the beginning of the Chief Washakie Trail heading north toward Fort Washakie.

Other Regional Trails

Several other regional trails are located nearby. Highway 71 heading south leads to two mountain bike trails – Hydrology Road and Deep Gulch. The Mormon Trail, California Trail, and Oregon Trail cross to the north about 50 miles from Rawlins, the 1849 Cherokee trail roughly traverses the current UP railroad route, and the Overland Stage Route and Pony Express Trail pass approximately 10 miles to the south. Nearly all of these link to smaller trail systems and large tracts of BLM land.

SUMMARY AND RECOMMENDATIONS

PARKS AND RECREATION

The City and its residents appear comfortable and satisfied with the quantity and locations of existing parks. If the majority of future growth takes place within the existing City boundary, based on population projections, it will not be necessary to add additional parks in the next twenty to twenty-five years. If residential neighborhoods are developed outside of the current City boundary, then the City should be assured that those new residents have access to a neighborhood park within walking distance.

It will also be important to establish a standard for park development, such as the following:

Neighborhood Parks shall include at a minimum, a restroom, pavilion, playground structure, picnic tables, walking path, open fields for play, and trees. Additional facilities may also be provided depending on the resources available at the park locations and the desires of local residents.

Rather than new parks, the City should focus its resources on improving and upgrading existing parks (based on the determination of a standard as above), providing additional facilities in the parks, and working with residents to determine a broader range of recreational programs that take place in parks and other recreational facilities. Ideas that surfaced during the public process included more programs for youth and more activities and events during the winter. A "Winter Fest" might be planned to complement the summer "Music in the Park," a sports field might be flooded for ice skating, or other special activities could take place indoors at the Recreation Center or the Old Penitentiary, or even in cooperation with schools.

Additionally, the City should begin negotiations with the School District to provide off-hours use of school facilities for local residents and to receive some compensation or shared responsibility for maintenance of City parks that are used for school activities. Similarly, the City, Carbon County and the School District should consider the development of expensive joint facilities in the future as the need arises, such as swimming pools and water parks.

PARK MAINTENANCE

Resources are often limited, which affects park maintenance and the ability to upgrade facilities. When a community has budgeted all that it can for park maintenance and upgrades, communities often turn to their residents for help. Many communities initiate "Adopt a Park" programs where local neighborhoods take responsibility for special clean-up activities and events, and generally keep a close eye on their particular neighborhood park. Such groups can also be involved in other volunteer activities that support parks and improve maintenance and safety, and help to determine additional facilities based on community needs.

NEW PARK OPPORTUNITIES

While the addition of new parks is not necessarily needed, there are two opportunities that could be explored further and incorporated into the existing system – each with unique characteristics.

The most obvious is the Old Pen and the acreage attached. Multiple recreational and tourism opportunities could take place there to add to the already scheduled tours and other events. The grounds might be used as a "Wyoming Wildlife Heritage Reserve" featuring the native wildlife of the region on large open tracts of open space that appear natural and complement the local landscape. This would offer educational opportunities for local schools and recreational opportunities for local residents, but would also be an additional attraction to the city for tourists interested in the West, its landscape and wildlife.

A second location is the natural drainage area and wetland on the east end of town near what is known as "Tin Can Hill." With limited development potential, this site could become a "Wetland Park" which offers less intense recreational opportunities such as hiking a trail or boardwalk, interpretive exhibits related to the wetland environment, and picnicking and wildlife viewing. With little intense development, an attractive, interesting, unique, and highly educational environment could become a local and regional attraction, and another reason for tourists to stay longer in Rawlins.

Both of these ideas are derived from the landscape and environment surrounding Rawlins, and provide an opportunity for the City to celebrate its unique and beautiful setting in the central, high plains of Wyoming.



Tin Can Hill

TRAILS

When the Proposed Trails are developed, in conjunction with good sidewalks and pedestrian ways, the City will have a good trail system that could only be complimented with additional trails that might travel through and connect the Wetland Park discussed above, and be connected to the City's planned trail system.

The City already has a group of interested residents who are pursuing and planning for more trails – particularly trails which have a historical or cultural interest that goes beyond the City of Rawlins. With the many historic regional trails nearby, the City could create opportunities for

regional hikes, runs, or rides along historic trails originating in the City and connecting to the regional trails. If well advertised, walk, runs, and bicycle rides are increasingly attractive to locals as well as the broader sporting community.

Just as some communities initiate "Adopt a Park" programs, "Adopt a Trail" programs are also very popular and help communities monitor trail use and activity to assure they are safe, well maintained, and promoted.

GOALS AND POLICIES

Goal: To continue the provision of a full range of indoor and outdoor recreational opportunities in a safe, convenient and economical manner.

Policy: Continue to provide recreation opportunities regardless of age, sex, creed, race or economic status.

Policy: Continue to provide and maintain neighborhood, parks throughout the residential districts and adjacent to school facilities.

Policy: Continue efforts to link existing parks and recreation facilities using trails and open space systems.

Policy: Continue to develop pedestrian and bicycle trails that can accommodate all ages and make Rawlins a more walkable and bikeable community.

Policy: Continue to use and promote low-maintenance, water-wise and resource-conserving techniques and methods.

Goal: To focus on the maintenance and enhancement of existing parks and recreation resources.

Policy: Establish clear and appropriate standards for park development.

Implementation Measure: Develop a comprehensive Parks, Recreation and Trails Implementation and Maintenance Plan, including detailed designs for future golf and recreation facilities.

Implementation Measure: Upgrade existing parks and fields, provide new facilities and establish new programs and services to meet existing and future needs.

Implementation Measure: Provide new facilities and programs for winter use and activity.

Implementation Measure: Provide new facilities and programs to meet the needs of youth, young families and aging segments of the population.

Implementation Measure: Establish “Adopt-a-Park” and similar programs to help meet maintenance and use demands.

Policy: Provide adequate resources to maintain and upgrade existing parks and recreation facilities.

Implementation Measure: Complete work at the golf course to correct existing drainage issues.

Policy: Provide new parks in future annexed areas to maintain the existing level of service.

Policy: Develop underutilized parks and sites into special park facilities.

Implementation Measure: Develop the Old Pen grounds and Tin Can Hill area into special park facilities.

Implementation Measure: Develop new parks as needed in future annexation areas that maintain the existing levels of service citywide.

Policy: Develop underutilized parks and special sites into park and recreation facilities.

Implementation Measure: Develop the Old Pen site and Tin Can Hill area into special park facilities.

Goal: To provide a full range of parks and recreation services in Rawlins.

Policy: Establish agreements with The Carbon County School District 1 to formalize shared use and maintenance relationships.

Policy: Consider the establishment of shared use and cooperative agreements with Carbon County, Carbon School District and others for the development of future parks and recreation facilities and upgrades.

Goal: To continue efforts to create a more walkable and bikeable community .

Policy: Establish clear and appropriate standards for trails development.

Implementation Measure: Complete existing and proposed trail systems.

Implementation Measure: Provide additional trails and trail systems to meet future needs and demand.

Implementation Measure: Establish special events, and develop marketing materials to promote knowledge of local and regional trails.

Implementation Measure: Establish “Adopt-a-Trail” and similar programs to help meet maintenance and use demands.

Implementation Measure: Ensure that the trails in Rawlins are coordinated with the regional trails system beyond the municipal limits.

7 Public Services

This Chapter addresses public services provided to the City of Rawlins including police, fire, emergency services, as well as other services including ambulance, health care facilities, and schools. It identifies existing conditions, current and future needs, and includes recommendations. Map 7.1 shows the locations of public service facilities.

COMMUNITY FACILITIES AND SERVICES GOALS AND POLICIES

In the 1999 "City of Rawlins Master Plan Update," specific goals and policies related to public services are recounted. These are shown in the box to the right.

During its recent vision process, the City also established "Goals and Objectives 2012-2013." Those pertaining to Public Services are included below:

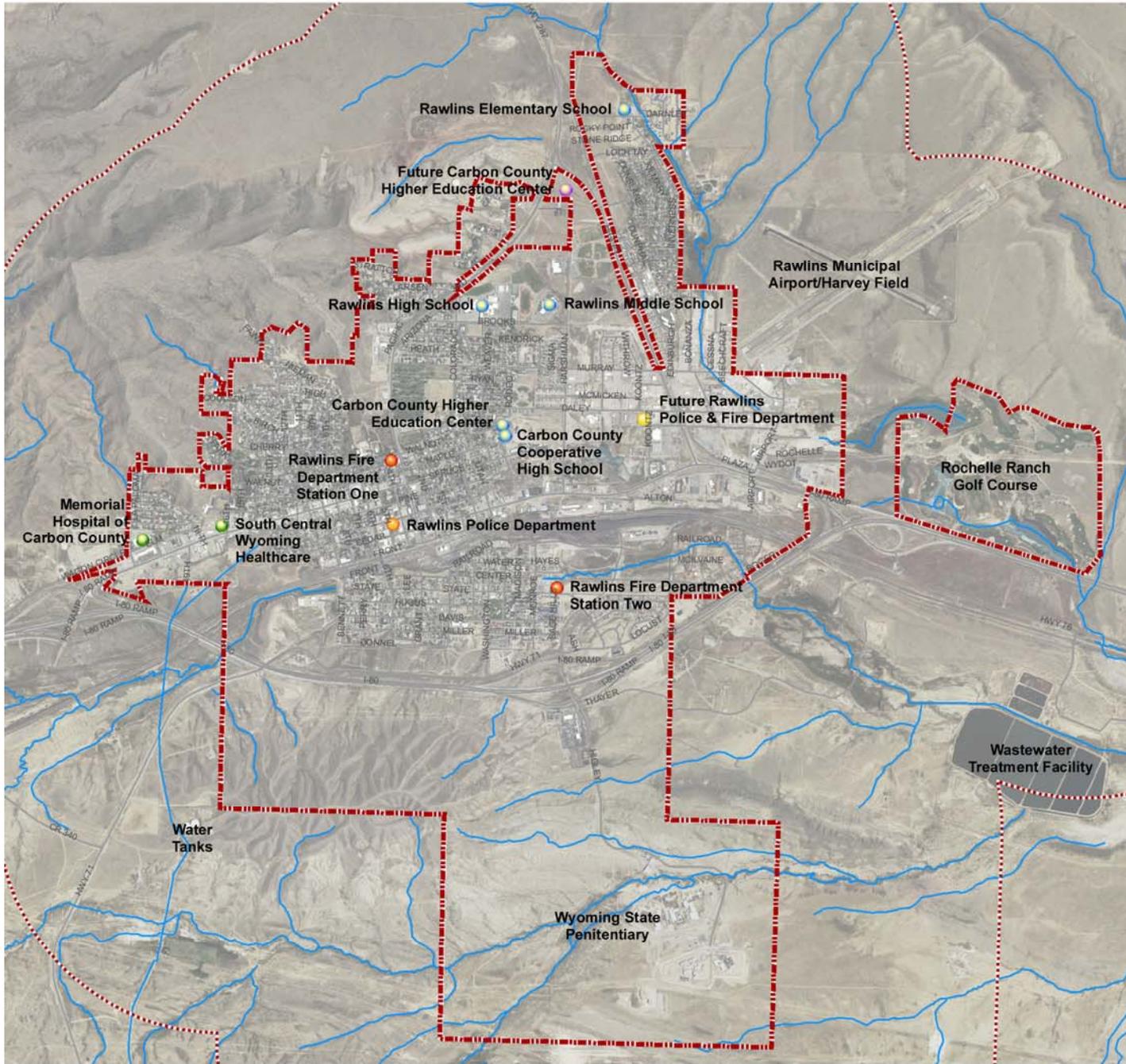
- *Quality of Life:* Encourage private development of a local solution to help residents Age in Place. This should address the continuum of elderly housing and assisted living options.
- *Service:*
- Police, 911-Dispatch Communications, and Animal Control – Serves the community by protecting citizens and property, preventing crime, enforcing laws, and maintaining order with a primary goal to contribute to the quality of life in Rawlins.

Community Facilities and Services Goals and Policies (1999 Master Plan update)

Goal: Provide a system of community facilities and services to the citizens of Rawlins in such a way as to assure their health, safety and general welfare.

- A. Policy: The City shall continue to assess the demand for expanded police and fire protection and provide additional facilities when and where required.
- B. Policy: The City shall continue to upgrade the sewer and water distribution systems as required to maintain safe, efficient and dependable distribution and treatment facilities.
- C. Policy: The City shall assist in making medical services available to citizens of all ages and income levels through cooperation with the medical industry.
- D. Policy: Rawlins shall continue to assist in providing quality education and adequate facilities at all levels, both formal and informal.
- E. Policy: Rawlins shall continue to monitor the sociological needs of the community and encourage the fulfillment of those needs through either public agencies or private organizations.
- F. Policy: The City shall develop a cooperative program with property owners to replace deteriorated curb and gutter and develop it where there is none.
- G. Policy: Develop a permanent facility for post-secondary or continuing high education classes.
- H. Policy: Develop a multi-use facility downtown that would complement the existing Jeffrey Center.

City of Rawlins General Plan Update



- Police
- Future Police & Fire
- Fire
- Medical
- School
- Future School
- Streams
- Waterbodies
- Roads
- 1-Mile Expansion Area
- City of Rawlins Boundary

Map 7.1 Public Services

Adopted January 21, 2014

0.25 0.125 0
Miles



Source: Landmark Design

- Fire, Emergency Medical and Hazmat Response Services – Offers a full complement of services to

The City of Rawlins and the surrounding area to protect lives, property, and environment through a combination department with both paid fulltime staff members and volunteer members. When summoned for service, all available needed resources will be used to ensure a professional, rapid, and safe response to the citizens served.

The goals and objectives reflected in the previous master plan and the City's recent visioning process are still relevant and provide direction for the goals and policies at the end of this chapter.

CITY OF RAWLINS POLICE DEPARTMENT

The City of Rawlins Police Department (RPD) currently employs nineteen sworn officers, six dispatchers, a records division, victim advocate, two animal control officers and one administrative secretary. The RPD includes five divisions, and provides numerous public education programs. Its mission is to:

- Provide high quality police services that are responsive to the needs of the community.
- Reduce the opportunity for the commission of crimes by implementing effective crime prevention strategies.
- Meet the present and future needs of the citizens of Rawlins through a continued partnership with the community.¹

¹ City of Rawlins Website, www.rawlins-wyoming.com – September 18, 2012.

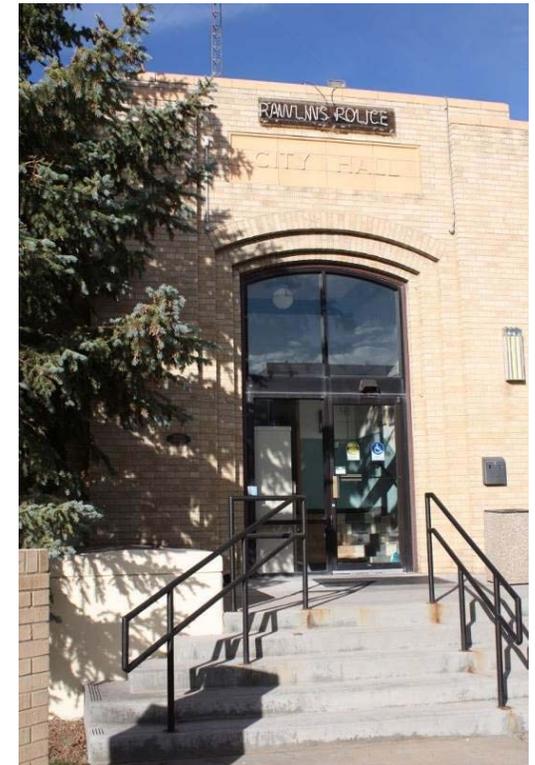
DIVISIONS

Animal Control: Two officers provide animal control services which assist in pet care education, pick up of strays and at-large animals, removal of nuisance animals, issuance of citations, and testifying in court cases. Officers operate and care for the Rawlins-Rochelle Animal Shelter, and host a rabies vaccination clinic each February.

Communications: The Division includes the Department's 911 dispatchers, and maintains the City's Records Department which processes arrest reports, court documents, citations, and background checks.

Investigation: Trained detectives handle all felony cases that come to the Department and work closely with all other law enforcement agencies in the State. They handle cases from the initial report through to the adjudication process.

Patrol: Patrol Officers are often the first responders to calls received for service. They are responsible for all traffic-related issues, and take cases from vandalism and theft to assault and homicide.



Victim Assistance: The Victim Assistance Program provides victims with support, assistance, and crisis intervention. Its volunteers are on call 24 hours a day 7 days a week. They assist at the crime scene and file police reports, but their prime responsibility is support to victims and their families.

PUBLIC RELATIONS/EDUCATION PROGRAMS

The RPD offers several educational programs for schools, businesses and organizations, and City residents. These generally include a presentation by an officer during which attendees may ask questions and provide other comment. These include:

- **Meth Awareness:** a four hour presentation on the dangers of methamphetamines.
- **Identify Theft:** how to protect oneself, how it occurs, and how to spot occurrences.
- **Halloween Safety:** a short presentation for preschool and elementary school students on safety during the holiday.
- **Elder/Senior Abuse:** informs elders and senior adults about how to make their homes secure and how to avoid being a victim of fraud.
- **TIPS Class –** a six hour class for individuals who work in establishments where liquor is served, teaches how to recognize intoxication, deal with problem situations, proper documentation, and Wyoming liquor laws.
- **9-1-1- Education:** a short presentation and video for preschool and elementary school children about what 911 is, and when to use it.

- **Adopt a School Program:** patrol officers adopt a school where they spend time with students, and allow them to become familiar with the officers.
- **Bike Safety:** presentation for preschool and elementary school children on how to ride bikes safely.
- **Drug Education:** for middle school students teaching about drugs, their effects on the body, and social networks.
- **DUI Panel:** a two hour class to help individuals understand the consequences of Driving Under the Influence.
- **Police Are Your Friends For Life:** monthly campaigns providing information to the community.

POLICE DEPARTMENT NEEDS

Personnel: Recent cutbacks have resulted in the loss of two officers. The Department's Chief would like to have the Resource Officer position replaced. The Resource Officer had an office in the High School and took all calls related to schools. The officer was responsible for all three schools in the community. Currently, there are no plans to replace the officers.

Police Department Building: The Department is currently housed in an historic structure which cannot be remodeled to better suit the needs. The new building would replace the Main Station, and be located on Daley Street on a city-owned property. The Department's Chief indicates that a new building is in the future and hopes to have it constructed within the next five to ten years. It is included in the City's Capital Facilities Plan.

CITY OF RAWLINS FIRE DEPARTMENT

The Rawlins Fire Department currently includes 10 full-time paid staff, and 23 volunteers who are responsible for emergency response and public education and service. The Department provides fire protection, emergency medical services, and Hazmat Response Services. It serves Rawlins and the surrounding area, and answers the fifth-largest number of emergency calls in the state.



Fire Station #1

The services provided by the Department extend to the approximate 2,000 transient worker population residing in Rawlins who are not included in population counts and therefore not taken account of when determining employment needs and costs. The Fire Chief² indicates that

² Personal Conversation by telephone, September 20, 2012.



Fire Station #2

he would like to maintain a ratio of one paid fire fighter for each 1,000 persons in the community, which is about the current status.

The Departments facilities include two stations, a smoke house, and a training station and tower.

Station One was constructed in 1971 and serves as the headquarters for emergency response and administrative staff. It is located in an older, historic building that no longer meets needs. It is manned 24 hours a day seven days a week by paid staff.

Station Two was completed in 1985 to serve the southern side of the city and the Wyoming State Penitentiary, and includes the training grounds. It too is manned 24 hours a day seven days a week by paid staff.

TRAINING

The Rawlins Fire Department participates in the State of Wyoming certifications programs administered by the fire marshal's office and the Wyoming Division of Forestry. The department receives hydrocarbon training from the Sinclair Refinery located six miles east of the city. Airport firefighter certification is provided by the Federal Aviation Administration approved Airport Rescue Fire Fighting School in Casper, Wyoming. Other training occurs at the Wyoming Fire Academy in Riverton, Wyoming and at the Cody Fire School. The Department also conducts Hazardous Materials Technician Training for its staff and makes the classes available to other fire departments in the region and throughout the state. It also conducts Emergency Medical Service (EMS) training.

PUBLIC EDUCATION

The Department conducts lessons on fire prevention, home safety, and escape in a fire situation to children of all ages. Adults and seniors are contacted on a regular basis with senior fire safety talks, fire drills, and civic group meetings. The Department participates annually in National Fire Prevention Week by adapting their themes into the public education programs that are delivered to day cares, preschools, elementary schools, and middle and high schools, and facilitates a Youth Firesetter Intervention Program.

INSPECTIONS

The Rawlins Fire Department conducts annual inspections and pre-planning maintenance of all public access structures in the City using the 2009 Building code as a guide. It inspects fire hydrants annually including

testing the operation and flow of hydrants, and gathering flow information.

FIRE DEPARTMENT NEEDS

Aside from wanting to maintain the current level of service of about one fire fighter for every one-thousand persons in the community, the Department would like to replace Station One. There are current plans to replace the station, but the project has not yet been funded. Additionally, as the community grows, the Department would like to maintain its current level of service with the appropriate number of fire fighters.

MEDICAL SERVICES

MEMORIAL HOSPITAL OF CARBON COUNTY

Memorial Hospital of Carbon County is a 25-bed critical care facility located in Rawlins which provides health care to Carbon County residents and visitors in the area. Key services include a trauma-rated emergency department—the third busiest in Wyoming—open 24 hours a day; radiology and laboratory services available 24 hours a day; surgical services; an ambulance service, and four clinics. Recent renovations include new operating rooms, a new Post Anesthesia Care Unit, and a new Intensive Care Unit (6 beds).

The hospital is actively engaged in attracting new doctors to the area including an Ear, Nose and Throat specialist, additional Family Practice Physicians, and is hoping to recruit other specialists including Pediatricians, OB/GYN, an Internist, and an additional Orthopedic and

General surgeon.³ As the community grows, attracting and retaining high quality health care providers will be an on-going endeavor, as well as maintaining efficient and stable financial practices.

A recent effort to establish a South Central Wyoming Hospital District would have established a permanent tax base for the Memorial Hospital of Carbon County thus assuring quality health care, particularly emergency services. However, because of perceived disinterest in the community, that effort was abandoned. The hospital has been faced with administrative issues related to the billing system which has caused some animosity among community members. While efforts have been underway to make changes to billing procedures and practices, and correct mistakes, the effect on the community's perception of the facility remains somewhat negative. Once these obstacles have been overcome with improved administrative operations, it is hoped that the hospital district proposal can again be discussed. The community is apparently very happy with the care they receive at the hospital, but are disillusioned with the billing practices in particular.

SOUTH CENTRAL WYOMING HEALTHCARE

This healthcare and rehabilitation center includes 62 beds and is owned and managed by Kindred Healthcare, a for-profit facility with multiple facilities across the nation. The facility is intended to serve short-term rehabilitation patients, as well as longer-term nursing care patients. Services include occupational therapy, pharmacy, physical therapy, dietary, social work, speech/language pathology, and physician and nursing services. It strives to be an active member of the community by participating in local community events and engaging the community in activities at the center. South Central Wyoming Healthcare serves the

³ "City of Rawlins Economic Development Plan," Zions Bank Public Finance, October 2012.

community well with rehabilitation and nursing services, but does not provide the much-desired assisted living care.

MEDICAL SERVICES NEEDS

The Memorial Hospital of Carbon County continues to recruit new physicians and health care professionals to the area, striving to meet the needs of the residents of Rawlins. To a relatively small community, the hospital is a valued asset; thus the community should do whatever it can to assist in attracting quality health care professionals and facilities, and in supporting future efforts to establish a South Central Wyoming Hospital District.

The community regularly identifies a need for an assisted living facility where older individuals, who do not need regular nursing care, can live with others who are generally in good health and wish to maintain an active lifestyle. The Wyoming Rural Development Council conducted a community assessment in 2006 which recommended a Needs Assessment be conducted.⁴ In 2012, the "Rawlins Aging in Place Feasibility Study" (May 24, 2012)⁵ was completed which reinforces the need, but more importantly determines that an assisted living facility in Rawlins is feasible. It recommends that the facility be developed by a private entity, but does allow for the possibility of a partnership with city and/or county entities.

PUBLIC EDUCATION

CARBON COUNTY HIGHER EDUCATION CENTER

The Carbon County Higher Education Center (CCHC) is affiliated with Western Wyoming Community College and provides college-level

⁴ "Resource Team Report for the Rawlins, Community Assessment," Wyoming Rural Development Council, October 2006.

⁵ "Rawlins Aging in Place Feasibility Study," Business Resource Group, May 24, 2012.

courses, vocational training at Rawlins High School, a variety of community education classes, and programs for receiving General Education Degrees (GED) and English as a Second Language (ESL) certification.

Classes are conducted in at the Center's Main Campus, Rawlins High School, and a Vocational Campus; however, the CCHC and Carbon County School District 1 are in the process of developing a higher education campus on property north and west of Rawlins High School and the Rawlins Family Recreation Center. Classes currently offered include: welding, auto mechanics, hospitality and restaurant management, construction trades, electricity and instrumentation, nursing, certified nurse assistant, and pre-engineering. With this new facility and expansion of the new high school, additional educational opportunities will be offered and expanded.⁶



CARBON COUNTY SCHOOL DISTRICT 1

The school system in Rawlins includes a Rawlins High School (grades 9 – 12, 427 students); Rawlins Cooperative High School (grades 9 – 12, 39 students), Rawlins Middle School (grades 6-8, 391 students), and Rawlins Elementary School (grades K – 5, 795 students).

The elementary school is new, and a new high school is in the process of being designed and constructed. It will be complete within the next 2 to 3 years and will include an updated auditorium, gymnasium, pool, additional class rooms and other facilities. The new construction is funded in part from the State but also from a community-support bond that allowed the school to be designed to accommodate 1,000 students, rather than 500 students which is what the State would fund. When the school is complete, it will have additional capacity for growth and can also accommodate community use of the facilities. Currently, the pool is open to the public when not used by school students, and if desired the auditorium could also be used for public and community events.

According to the recently completed "City of Rawlins Economic Development Plan" (October 2012) ".....high school dropout rates are high in Rawlins. In 2011, 74 percent of the class graduated – 85.7 percent of the females and 65.5 percent of the males, demonstrating the strong attraction of wages and employment in the energy industry....."

To combat this trend, the high school and the higher education center are teaming on a new vocational education facility that will devise a curriculum that is complimentary to the needs of local industry, thus making the transition from school to job much more beneficial to both students and industry. Additionally, the local energy development industry provided funding to the high school to hire a new science teacher – a tremendous benefit to the school and students. In the

⁶ "City of Rawlins Economic Development Plan," Zions Bank Public Finance, October 2012.

future, more cooperation and support from local industry may help to strengthen schools and student opportunities.⁷

The Cooperative High School is intended to serve students with special needs who are struggling in the existing school curriculum or not succeeding. Students get special attention and receive the basic skills needed to graduate, as well as additional help with social and interpersonal skills. In order to qualify, students and their parents are interviewed to determine the need.

PUBLIC EDUCATION NEEDS

With the new high school in the near future and the new elementary school construction, facility needs for schools in Rawlins are currently met and have the capacity to expand as the community grows. Administrators believe they have good facilities and good faculty members, but would appreciate and benefit from increased participation by parents. Obviously, with the passage of the bond to increase capacity at the new high school, the community has demonstrated its support for schools and their value to the community; however, it is the day to day parent participation that is needed to support teachers, students and administration in their effort to improve the quality of public education in Rawlins.

GOALS AND POLICIES

Goal: To continue providing a system of community facilities and that assure public health, safety and welfare are maintained.

Policy: Continue to assess the demand for police and fire protection and provide additional facilities when and where required.

Policy: The City shall assist in making medical services available to citizens of all ages and income levels through cooperation with the medical industry.

Policy: Continue to assist in providing and maintaining high quality education and adequate facilities and opportunities for all levels, both formal and informal.

Policy: Continue to monitor the sociological needs of the community and encourage the fulfillment of those needs through either public agencies or private organizations.

Policy: Continue to maintain high-quality educational facilities and opportunities for post-secondary and/or continuing education levels.

⁷ Personal conversation by phone: Neil Terhune, October 23, 2012.

8 Public Utilities & Infrastructure

This Chapter addresses public infrastructure and utility needs, and the geologic, soil and drainage conditions that affect them within the City of Rawlins. Beginning with the establishment of existing conditions and future needs of the community, the chapter concludes with a discussion of funding that is needed to provide dependable infrastructure for the community.

PLANNING GOALS

Several documents have been developed in the last ten years to assist with planning goals. In 1999, the “City of Rawlins Master Plan Update” identified Goals and Policies for Utilities and Services and some are included here and are a basis and starting point for the present Comprehensive Plan. Also included are the Goals and Objectives from 2012-2013. These are the goals that pertain to infrastructure:

- Develop and Implement a Street Maintenance Plan – Address potholes and surface failures to preserve the life, appearance, and quality of the streets.
- Improve Consistency and Investment in Storm Sewer Maintenance – Develop a Storm Sewer Utility.
- Seek Cooperation/Coordination/Collaboration between residents, governmental agency, and other entities in Carbon County.
- Improve Aerial Photography and GIS mapping accuracy and use for enhanced planning, asset inventory, service, and emergency response and infrastructure management.

- Develop Extraterritorial Infrastructure Extension Plan and Policy to guide efficient community development and response to County Land Use priority directing development toward urban areas.
- Update Rawlins 2007 Infrastructure Needs Assessment – Identify accomplishments and remaining priority needs.
- Develop, maintain, and update a 5-year capital improvement plan for Equipment and Infrastructure.
- Develop a program to identify and reduce leaks in the Rawlins water distribution system.
- Develop, maintain, and pursue a long-term, 50-year plan for enhancement of water sources, storage and conservation.
- Create sustainable sources of revenue to achieve continual capital improvements by addressing long-term planned uses.
- Develop and refurbish sidewalks, curb, and gutter.

The City commissioned the following reports for utilities which are also used as a basis for this plan:

- The Wyoming Water Development Commission funded the “City of Rawlins Water Master Plan,” Level I by Wester Westein & Associates in May 2010.
- PMPC, Inc. developed the “Rawlins Needs Assessment” for utilities in 2007.

- PMPC produced for the City of Rawlins the “West Rawlins Utility Expansion Engineering Design Report” in 2006 to determine the feasibility and costs to run water and sewer lines to the Flying J.
- Western Water Consultants produced the “Rawlins Raw Water Storage II, Phases I and II Report,” for the Wyoming Water Development Commission, October 2006.



EXISTING CONDITIONS

GEOLOGY, SOILS, AND GROUNDWATER

The following is summary of information contained in the 1981 “City of Rawlins Master Plan.”

Northeast and west Rawlins has surface rock of sandstone and conglomerates. Large 20- to 30-foot diameter boulders in conglomerate lenses pose minor construction problems. Several geologic faults occur in this area. The water table in the northeast cannot be contoured due to lack of sufficient information but fluctuates up and down inversely to the land surface. Recorded water table depths are from zero to 20 feet below the surface but vary greatly from area to area. See Map 8.1 Bedrock and Faults and Map 8.2 Surficial Geology which follow.

South Rawlins surface rocks have numerous well-indurated beds but due to the high angle of dip, most of these beds are below the anticipated

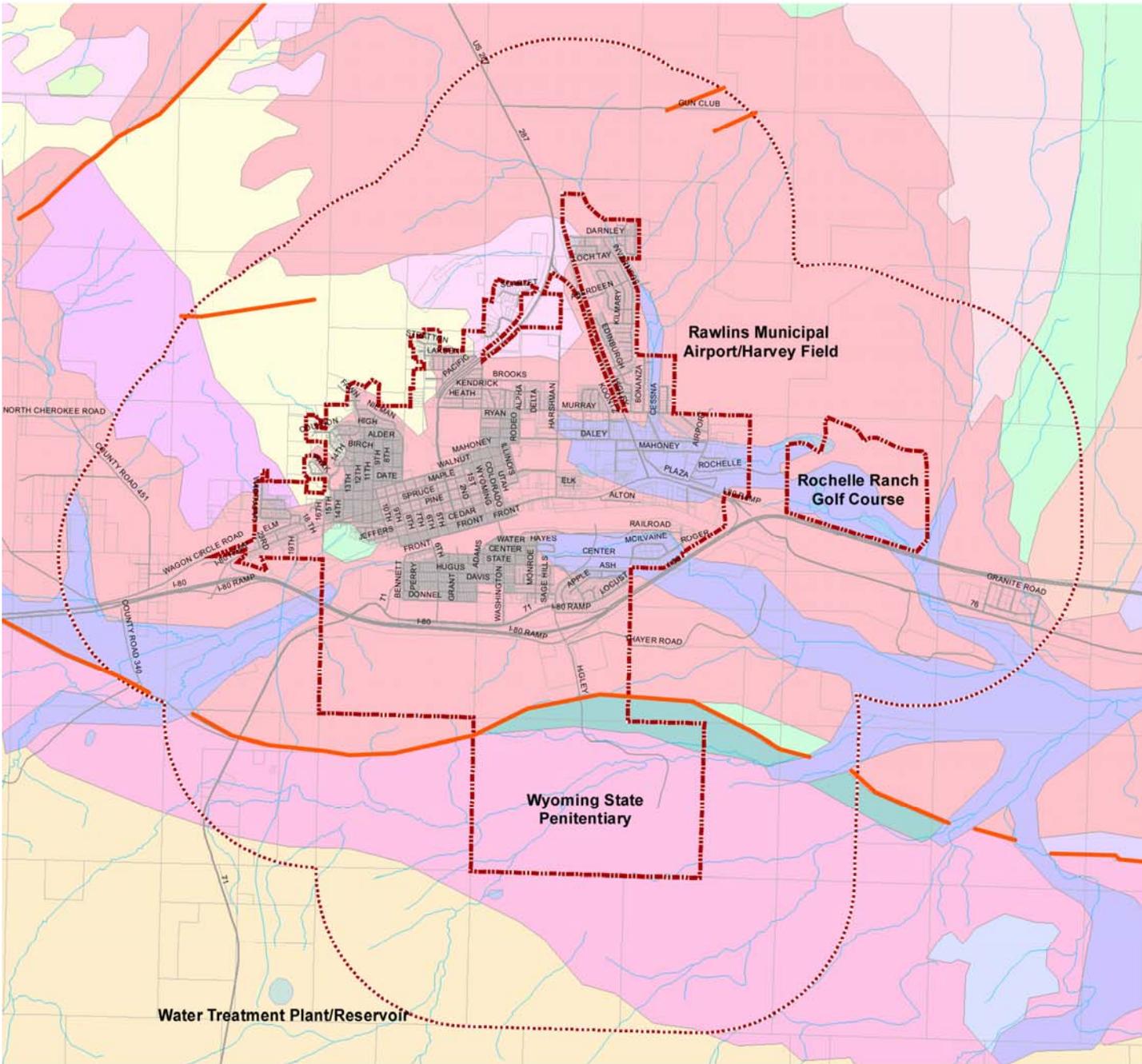
excavation level of development. A few faults are found to the north and southwest of this area. Groundwater is not found at excavation depths in this area.

The Central Rawlins Uplift to the north has surface rocks with well-indurated limestone, sandstone, and crystalline rocks. Excavation will be more difficult in this area. Groundwater conditions are similar to the south Rawlins area with limited impacts for developments.

The Natural Resources Conservation Service (NRCS), formerly known as the Soils Conservation Service (SCS), soil classifications are developed in the 1981 Master Plan and not reproduced here. A comparison of soils to slope and drainage on these maps show a close relationship between major drainage patterns, steep slopes, and limiting soil conditions. These conditions are still valid in 2013 and reference should be made to the existing mapping in the 1981 Master Plan Report. Maps 8.3 and 8.4 show existing digital data for soils from Wyoming Ground-Water Vulnerability Mapping Project and from the NRCS. Map 8.4 shows that the soils information from the NRCS has not been completely digitized at this time.

Two major drainage basins are located in the Rawlins City limits: Sugar Creek Basin covers the majority of the area and contributes drainage to Sugar Creek which runs through south Rawlins; and the Coal Creek Basin which cuts off the southern portion of the study area and contributes to storm water flow to Coal Creek and then to Sugar Creek, and east downstream to the City. Because of the large area contributing water to the drainage basins, the area along the Sugar Creek is very susceptible to flooding conditions during major storm events. See Map 2.2 Water in Chapter 2 of this document.

City of Rawlins General Plan Update



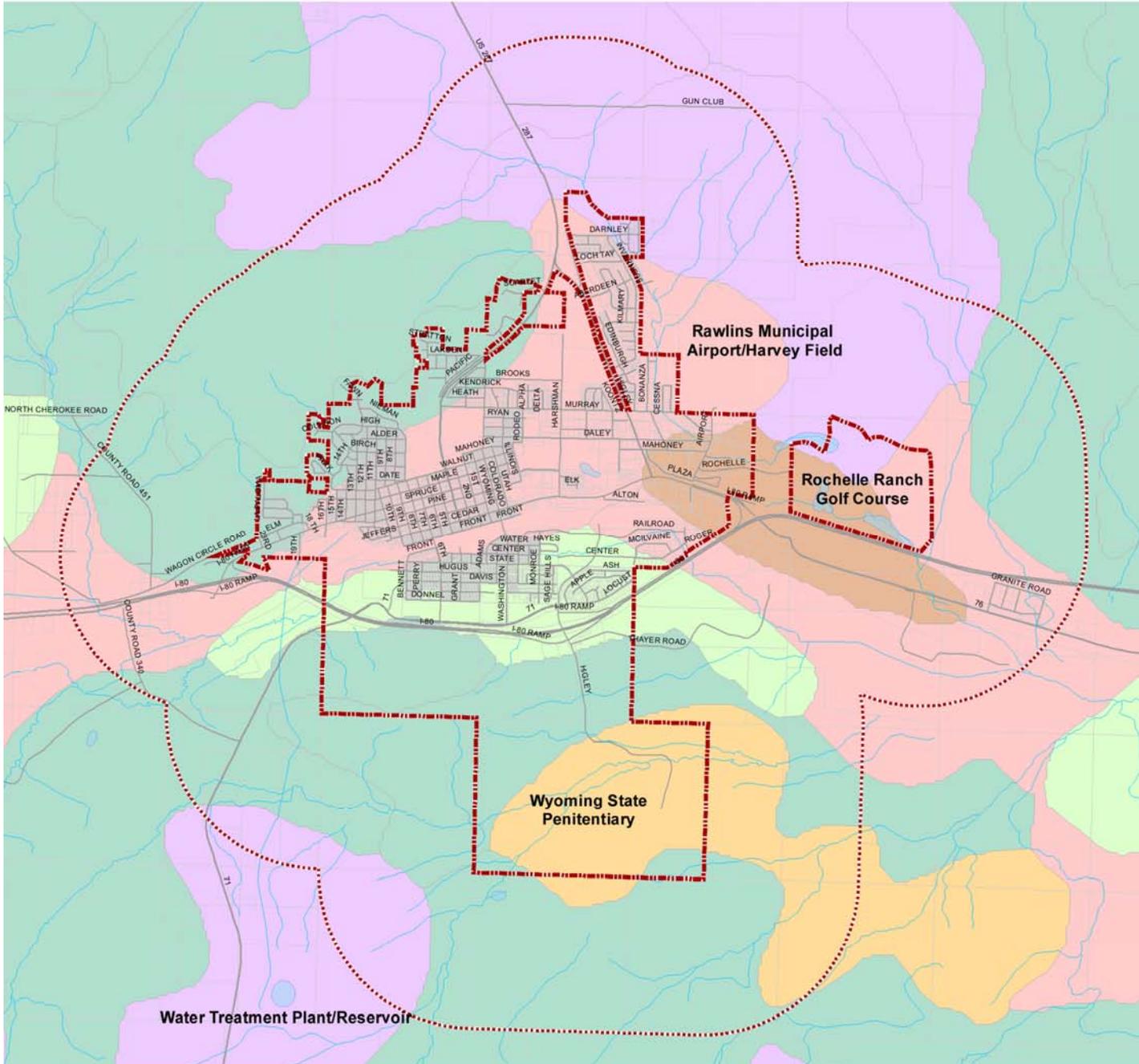
- Bedrock Geology**
- Alluvium and colluvium
 - Chugwater formation or group
 - Cloverly, Morrison, and Sundance formations
 - Frontier formation
 - Frontier formation and Mowry and Thermoplis shales
 - Gallatin Limestone, Gros Ventre Formation and equivalents, and Flathead Sandstone
 - Granitic Rocks of 2,600Ma Age Group
 - Gravel, pediment, and fan deposits
 - Lewis shale
 - Madison limestone or group
 - Madison limestone, Darby formation, Bighorn dolomite, Gallatin Limestone, GrosVentre formation and Flathead sandstone
 - Mesaverde group
 - Miocene Rocks
 - Mowry and Thermoplis shales
 - Steele shale and Niobrara formation
 - TenSleep sandstone and Amsden formation
- Other Features:**
- Faults
 - Streams
 - Waterbodies
 - Roads
 - Railroads
 - Parcels
 - 1-Mile Expansion Area
 - City of Rawlins Boundary

Map 8.1
Bedrock Geology & Faults

Adopted January 21, 2014
0.5 0.25 0 Miles



City of Rawlins General Plan Update



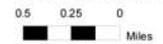
Surficial Geology Class

- ai alluvium with scattered deposits of eolian, residuum, and slopewash
- bi bench including eolian, slopewash, outwash, and bench and/or mesa
- fdi dissected alluvial fan deposits mixed with scattered deposits of slopewash and residuum
- fi alluvial fan and gradational fan deposits mixed with scattered deposits of slopewash, residuum, and eolian
- pea playa deposits mixed with scattered deposits of alluvium, eolian, and residuum and playa deposits too small to show separately
- ri residuum mixed with alluvium, eolian, slopewash, grus, and/or bedrock outcrops
- sci slopewash and colluvium mixed with scattered deposits of slopewash, residuum, grus, glacial, periglacial, alluvium, eolian, and/or bedrock outcrops
- ti terrace deposits mixed with scattered deposits of alluvium, residuum, eolian, slopewash, and outwash

- Streams
- Waterbodies
- Road
- Railroads
- Parcels
- 1-Mile Expansion Area
- City of Rawlins Boundary

Map 8.2 Surficial Geology

Adopted January 21, 2014



Source: <http://wygl.wygis.org/DataServer>

Surface flooding and street flooding occur in various areas around the City most noticeably in the Glenn Addition. The City maintains over 114,000 lineal feet of storm sewer that includes over 800 inlets, catch basins, and manholes.

SANITARY SEWER

Waste Water Treatment Plant

The City operates a waste water treatment plant just south of I-80 east of Rawlins. The facility is designed to treat 2.8 million gallons per day (mgd) and has a peak sewage flow at 160 gallons daily per capita. The average daily summer waste water treatment plant treatment is 1.5 mgd. This is slightly more than half of the treatment plant capacity.

At present, the treatment plan can easily accommodate Rawlins population.

Several small ranchettes of varying parcel size are located outside the Rawlins City boundary. All of these parcels have individual septic systems and are not serviced by the water treatment plant. The Flying J west of Rawlins maintains its own sewage lagoon system.

Sewage Collection System

The City of Rawlins sewage collection system consists of approximately 378,700 lineal feet of 4- to 8-inch sewer lines and over 1,000 manholes, six cleanouts, and other various sewer system appurtenances.

WATER SYSTEM

The following summary of the water system is from the WWDC's Wester Westein 2010 Water Master Plan Report (see Figure 8.1 on the following page.)

Raw Water System

Water is conveyed to the water treatment plant through the Sage Creek Springs pipelines and the North Platte River pipeline. The Sage Creek pipeline conveys up to 6.92 CFS of water from 14 springs in the Sage Creek Basin and up to 2.0 CFS from the three Nugget Formation Wells that offer artesian flow into the pipeline. Along the Sage Creek pipeline are three raw water reservoirs: Rawlins Reservoir; Atlantic Rim Reservoir; and Peaking Reservoir.

The North Platte River pipeline conveys water from the North Platte River pump station to the Peaking Reservoir. Midway the pipeline provides raw water to the Rochelle Ranch Golf Course for irrigation. Water is pumped at the Thayer Booster Station in order to reach the Peaking Reservoir. Water rights from the North Platte are approximately 3.01 CFS. The pumping capacity of the Thayer Pump station is 4.22 CFS.

Water Treatment Plant

As illustrated in Figure 8.1, the water treatment plant treats water from the Sage Creek pipeline and draws water from the Peaking Reservoir during high-demand periods. Water can also be drawn from the Atlantic Rim Reservoir. The water treatment plant can currently treat up to 8.0 mgd. During high-peak demands, the treatment plant has historically drawn turbid water from the Peaking or Atlantic Rim Reservoirs and this water causes the backwash cycles to increase at the treatment plant; therefore, not keeping up with the demand. When North Platte water has to be used during times of high turbidity, the diatomaceous earth filters get overwhelmed with water from the Peaking Reservoir because of the turbidity. The City has recently upgraded the facility to deal with these problems.

Two pressure zones exist in the distribution system and treated water from the plant is collected in a clear well and then distributed. The treatment plant can serve the service area in and around Rawlins through gravity up to approximately the 7,000' level.

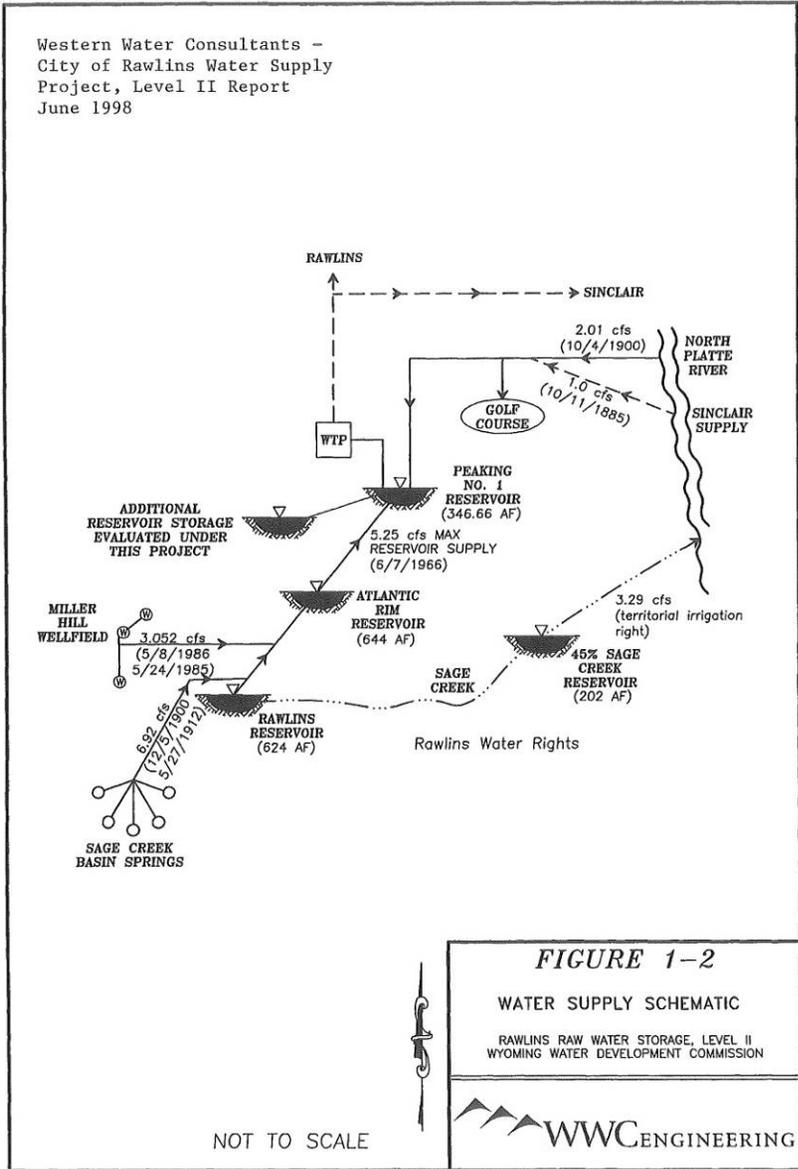


Figure 8.1
Water Supply Schematic

Water Storage

The City and surrounding area are served by four storage tanks. The low pressure zone is served by the Tank Farm with 15.5 million gallons for water storage.

The high pressure zone is served by two tanks, the Hospital and the Painted Hills Tanks. The total storage is 4 million gallons.

Water Distribution System

The lower zone is supplied by a 14-inch diameter pipeline from the treatment plant to the low pressure zone distribution system at the Donnel and Bennett Street intersection. It is tied to the Tank Farm on route to the City. Two 12-inch pipelines come out of the 14-inch prior to the Tank Farm to supply the TA Center and Wyoming State Penitentiary.

As stated above, the water system has two pressure zones. The high pressure zone serves the higher elevations of the City. A 20-inch pipeline extends from the water treatment plant to the Painted Hills Tank. The Hospital Tank is filled through a 12-inch main fed from the 20-inch main. The zone is then fed from the tanks through various sized water lines.

Several isolation and PRV valves exist to isolate the two zones.

The City maintains approximately 430,200 lineal feet of 4- to 20-inch water lines and approximately 500 fire hydrants throughout the City.

The following water system improvements were recommended in the 2010 Water Master Plan Report and are discussed in the water distribution sections.

- Replace the pipeline between Atlantic Rim Reservoir and the water treatment plant pipeline and construct a booster station to deliver water from the North Platte River to the Atlantic Rim Reservoir.

- Rehabilitate the leaking Atlantic Rim Reservoir.
- Investigate the cemetery and prison wells for irrigation use and develop a Water Source and Raw Water Storage Reservoir Operation Plan.
- Paint the Tank Farm tanks.
- Install second looping line to northeast Rawlins distribution area.
- Install interconnect and PRV across pressure zones at intersection of 15th Street and Spruce Street.
- Install booster pumps at Miller Hill Vault.
- Install raw water lines to cemetery and prison wells.
- Install screens on the inlet of the water treatment plant.
- Construct raw water pipeline and Booster Station from the North Platte River pipeline for irrigation.
- Develop a reservoir operation plan.
- Reconfigure the inlet and outlet piping at the Tank Farm tanks.
- SCADA training of water treatment plant personnel.
- Leakage detection of the Rawlins distribution and storage system should be implemented to reduce the amount of loss of treated water.
- Water rates will not cover the proposed improvements and rate increases will have to be implemented.
- Accurate budgeting of water revenues and expenses.

STREETS, SIDEWALKS CURB AND GUTTER

The 2007 “Rawlins Needs Assessment” report by PMPC reviewed the City streets, curb and gutter, sidewalks, and water and sewer lines. This report categorized the City’s Streets by project and prioritized the areas by state of disrepair. Several projects were identified as top priority for repair. These projects include street, curb and gutter, sidewalk, and waterline and sewer line upgrades.

OTHER UTILITIES

Power

The area is serviced by Rocky Mountain Power through a series of overhead and underground power lines. Power is generally available throughout the study area.

Natural Gas

Source Gas provides natural gas to the Rawlins area. The gas company services various areas within Rawlins and its surrounding area. Some areas that are not serviced to the north and southwest would be difficult to service because of excessive cost to boost gas or lack of large transmission lines.

Communication/Data

Land line phone and cable services are available within the City limits and are less available the further out from the City’s boundaries. Ten long-haul fiber routes parallel I-80 providing opportunities for more technology-related companies, especially data centers.

Rawlins is strategically situated along I-80, providing the City with excellent ground access and visibility. Major broadband and fiber infrastructure follows along I-80 and provides opportunities for Rawlins to tap into this resource and attract companies reliant on high technology. Though cost prohibitive for a small entity or government to

access, these Sprint, Level III, AT&T routes are available for a large commercial enterprises to develop.

Hazard Mitigation

A “Carbon County Hazard Mitigation Plan” has been approved by the Wyoming Office of Homeland Security. This plan is approved through July 1, 2014 and encompasses the City of Rawlins. Any coordination for Hazard Management would need to be through the Carbon County Emergency Management Coordinator, John Zieger.

PROPOSED GROWTH SCENARIOS

Based on the Future Land Use discussion in chapter three, future development will generally be maintained within the existing city boundaries, with limited expansion beyond only to accommodate unanticipated demand. The following discusses the impact on infrastructure accordingly.

FUTURE LAND USE CONCEPT: INFILL WITHIN THE CITY LIMITS WITH LIMITED EXPANSION BEYOND

The main advantage to growth within the City limits is that the infrastructure exists to support the infill growth. It includes residential infill to the north and west and commercial development along Interstate 80 and Union Pacific Mainline corridors.

The 2007 “Rawlins Needs Assessment” prioritizes upgrades to the existing infrastructure systems including streets, sidewalks, curb and gutter, and water and sewer lines; and identifies problem areas. As development occurs within the existing city boundaries, the needs and assessments projects need to be reviewed and possibly reprioritized based on the pattern of infill growth.

Storm water issues and runoff affecting properties adjacent to proposed development need to be analyzed and recommendations made. On-site detention of runoff may be necessary for the larger future commercial and residential developments. Storm drainage and flooding will have to be dealt with on a per development basis. Sugar Creek runs south of the Interstate which may be prone to flash flooding so development of the south neighborhood areas need to take this into consideration. A Stormwater Utility may need to be developed in areas susceptible to flooding.

If development is to occur beyond the existing boundaries, it should be limited to areas within one-mile of the existing limits. This includes the east and west entry areas, the east and west business park areas, commercial development areas to the east, light industrial and mixed-use areas along the east corridor of Interstate 80, and other commercial development areas within the one-mile zone. Potential expansion under this scenario would also include new residential development north of the new school and around the golf course.



Water and sewer service presently reach to the east Rawlins city limits along the Interstate 80 corridor and the far eastern interchange. Water and sewer service presently reach within Rawlins city limits to the Stone Ridge Subdivision and the new elementary school on the east side of Highway 287. Water in the Subdivision is looped with 12- and 8-inch transmission lines and would easily handle growth to the north in this area.

Water and sewer along with minimal power would have to be extended to the proposed developable areas as shown on Map 8.5. Natural gas, landline phone, and cable services are generally available in the one-mile priority area.

Funding for the development of new infrastructure would have to be acquired or infrastructure built per development by the developer. It will be less expensive to develop closer to Rawlins and more expensive to develop further out.

The landfill is approximately one mile from Rawlins city limits to the northeast and presently has a one-mile, no-build buffer surrounding it. No water and sewer service reaches the landfill. Power exists at the landfill. Propane services the baler building.

Undeveloped areas surrounding the City are mostly native sage, grasses, Alkali flats and greasewoods. Some areas have soils that are loamy sands which would be fairly developable. Some of the lower areas south and north of the Interstate may have a high-ground water table and slightly less appealing soil properties including alkali and expansive soils. Industrial/commercial buildings are usually better suited to an area of poor soils. Soils information in and around the Rawlins area is generally scarce. See Maps 8.3 and 8.4 for existing digital soil data.

LONG-TERM GROWTH AND EXPANSION BEYOND THE SCOPE OF THIS PLAN

As part of analyzing the impacts of potential growth on infrastructure and utility needs, the area beyond the one-mile expansion area was also considered. This includes expanding southwest into rural farmsteads, with assumed commercial areas along I-80 toward Sinclair. Residential development north of the new school would reach further outward according to this scenario toward the shooting complex and landfill.

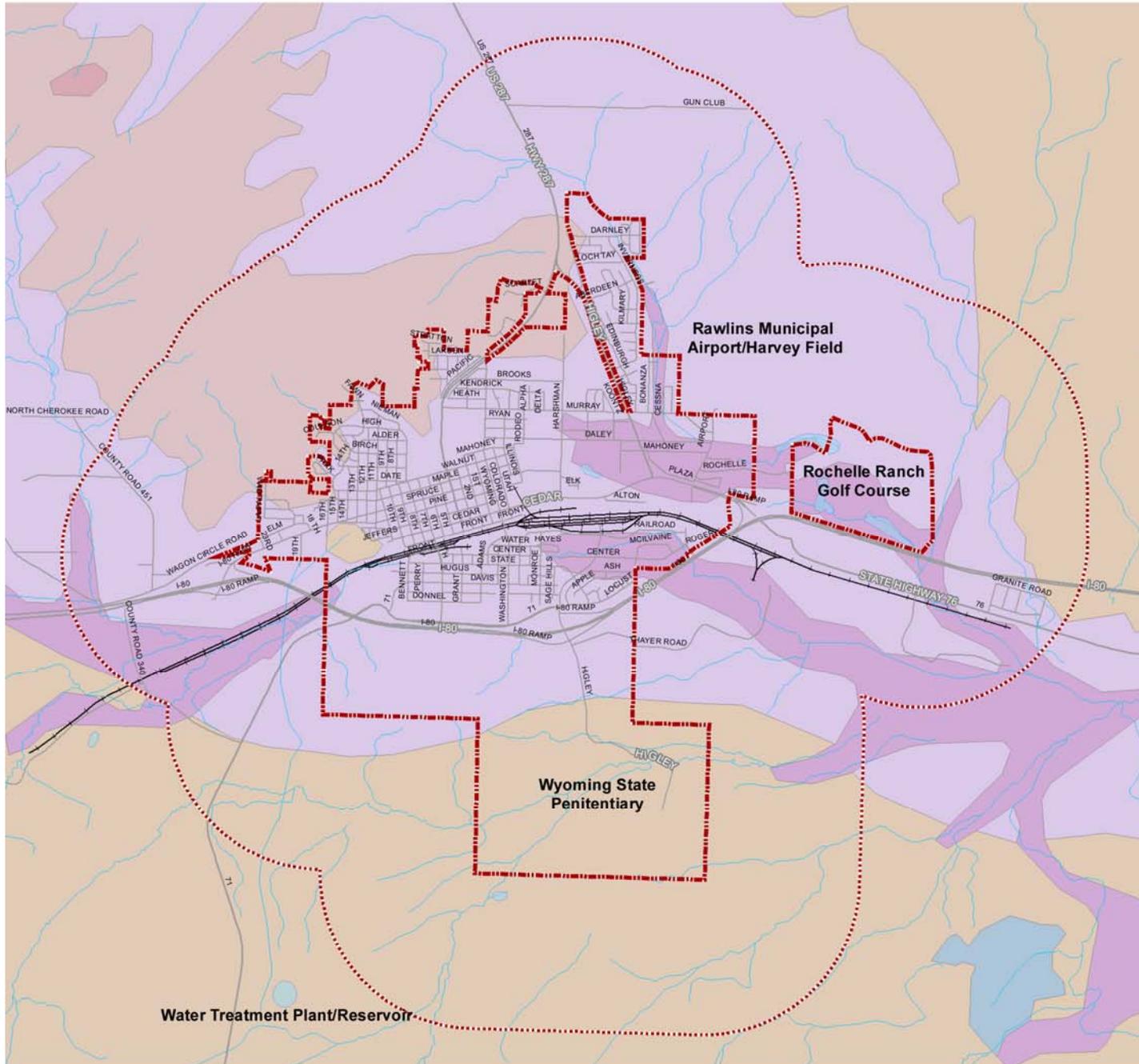
Water and sewer service presently reach to the expanses described in the previous section.

Water and sewer along with minimal power would have to be extended to the developable areas shown on Map 8.5, and attached to the existing infrastructure. The water service reaches to approximately the 7,000-foot elevation. Anything higher than that will have to be pumped. Sewage would need to be pumped if areas to the east of the treatment plant are developed.

Natural gas service is generally available in the one-mile expansion area, but beyond this planning boundary development varies. Source Gas can develop southeast because of existing infrastructure. A booster station may have to be developed to boost gas pressure north of Rawlins. Development of natural gas to the southwest is costly because of lack of Source Gas infrastructure.

PMPC produced for the City of Rawlins the “West Rawlins Utility Expansion Engineering Design Report” in 2006 to determine the feasibility and costs to run water and sewer lines to the Flying J. “The majority of the project area is located outside of the city limits and is generally interstate corridor type of development which is ideal for highway business county zone C-2. The project provides the water and sewer infrastructure to service an additional 2,650 acres of

City of Rawlins General Plan Update



Soils

- WY09 Typic Haplargids and Typic Haplocalcids, fine-loamy over sandy or sandy-skeletal, mesic and Typic Torriorthents, fine-loamy and coarse-loamy, mesic.
- WY34 Ustic Haplargids and Ustic Natrargids, fine-loamy, frigid.
- WY35 Typic Natrargids and Typic Torriorthents, fine, frigid.
- WY36 Ustic Torriorthents and Ustic Haplocalcids, coarse-loamy, frigid.
- WY37 Typic Petrocalcids and Ustic Calcigrids, fine-loamy over sandy or sandy-skeletal, frigid.
- WY38 Ustic Haplocambids and Ustic Haplargids, coarse-loamy, frigid.

- Streams
- Waterbodies
- Roads
- Railroads
- Parcels
- 1-Mile Expansion Area
- City of Rawlins Boundary

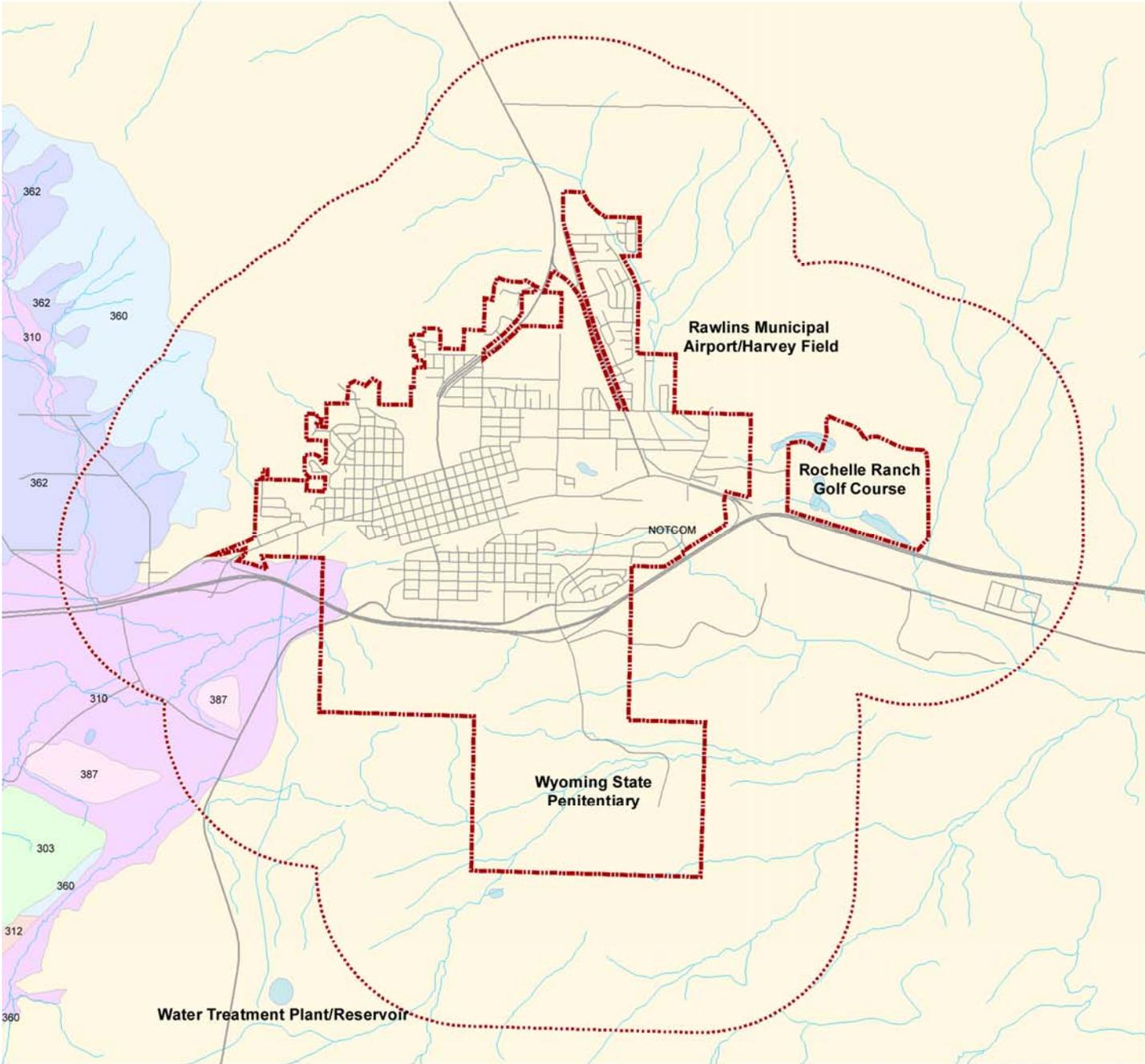
Map 8.3 Soils

Adopted January 21, 2014



Source: <http://wygl.wygis.org/DataServer>

City of Rawlins General Plan Update



- NRCS Soils**
- 303 Blackhall-Carmody-Rock outcrop complex, 3 to 50 percent slopes
 - 310 Forelle-Diamondville loams, 3 to 15 percent slopes
 - 312 Grieves-Blackhall association, 3 to 30 percent slopes
 - 360 Renstac-Rock outcrop complex, 15 to 50 percent slopes
 - 362 Alcova-Rock River-Brownsto complex, 2 to 15 percent slopes
 - 387 Tisworth-Rock outcrop complex, 3 to 15 percent slopes
 - No Digital Data Available
- Legend:**
- Streams
 - Waterbodies
 - Roads
 - Railroads
 - 1-Mile Expansion Area
 - City of Rawlins Boundary

**Map 8.4
NRCS Soils**

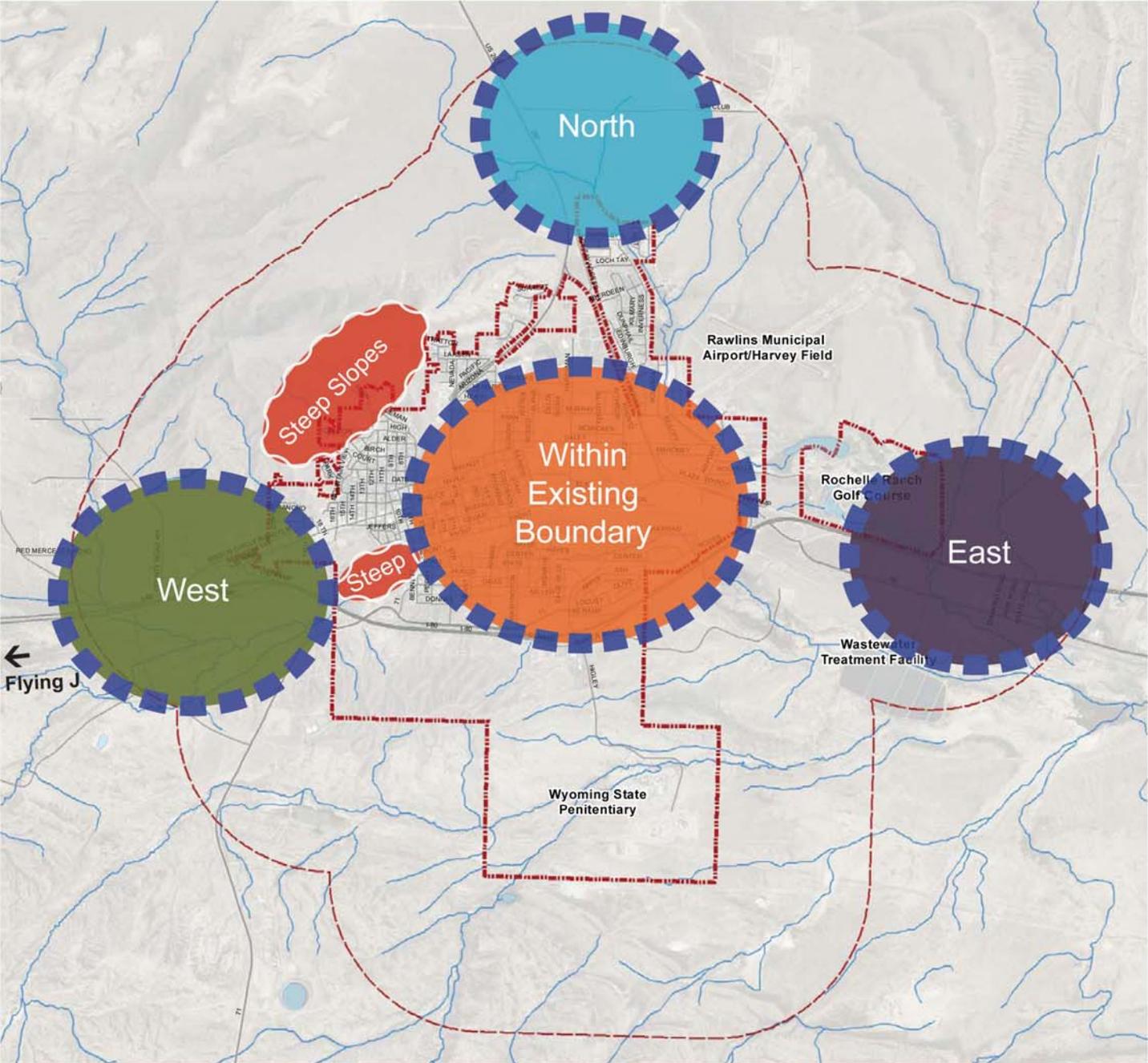
Adopted January 21, 2014
0.5 0.25 0 Miles



Source: <http://solidatamart.nrcs.usda.gov/>

City of Rawlins General Plan Update

 1-Mile Expansion Area
 City of Rawlins Boundary



Map 8.5
 Potential Utility
 Development Areas



Adopted January 21, 2014
 0.5 0.25 0
 Miles



Source: Landmark Design, <http://wygl.wyglsc.org/DataServer> & Carbon County Planning & Development

developable lands.” A proposed sewer collector line was proposed with a corridor through the City to accommodate growth in this area. Total cost for the sewer line was \$5.82 million based on 2007 construction costs. The water line and storage to accommodate growth in this area was estimated at \$6.81 million in 2008 dollars. This shows that any development beyond the City limit boundary will be costly.

The area to the west of Rawlins is mostly native sage and grasses. Some steep slopes exist further away from the Interstate to the north and south that would be more conducive to residential development.

The soils to the west of Rawlins are loamy sands which would be fairly developable. Some of the lower areas south of the Interstate may have a high-ground water table and slightly less appealing soil properties. Industrial buildings are usually better suited to an area of poor soils.

Funding for the development of new infrastructure would have to be acquired. It will be less expensive to develop closer to Rawlins and more expensive to develop further out, though the Flying J is a large anchor to provide growth in the west direction.

SUMMARY AND RECOMMENDATIONS

Limited geotechnical and soils information is available in the Rawlins area. It is therefore recommended that any new development for subdivisions, large commercial tract and commercial buildings require a soils investigation by a Geotechnical Engineer prior to approval. This should include soil typing, foundation design, groundwater, gradations, and compaction potential as part of the development application.

The 2010 “City of Rawlins Water Master Plan” included the development of a water model of the City’s water system, which should have been included with the final report submittal to WWDC and available for City use. This model can be converted to an EPAnet model, a no-cost

modeling software that is available to the City. Extended period analysis can be run in EPAnet. Running this type of model makes apparent the impact growth has on the water system and allows the City to identify any bottlenecks and supply problems within the City. It is recommended that the City obtain this model and train personnel in their engineering department to use the model to analyze potential growth scenarios. Other benefits of using this model include the following:

- EPAnet will also identify the operational problems in the two tanks in the high-pressure zone of the water system.
- Water modeling will identify where water loss may be occurring within the system. Leak detection services must be contracted to obtain locations of faulty infrastructure.

Several recommendations in the “WWDC Water Master Plan” have been implemented including the treatment plant problems and the water loss in Atlantic Rim Reservoir. The recommendations in the Report need to continue to be a priority for the City of Rawlins.

Source Gas personnel and Rocky Mountain Power along with other utilities have indicated they want to be kept in the loop when potential new development occurs. The City may consider review meetings with all affected parties (i.e. planning, engineering, power, water, gas, phone, TV, fire department, water department, etc.) when a new development is applied for through the City’s development office. This meeting would then allow discussion of the new development and any identified constraints early in the development process.

Acquisition of potential water rights, water leakage in distribution and reservoir systems, and water conservation must be addressed through planning analyses, system improvements, and public awareness programs.

The City’s storm water system has been evaluated in the 2007 “Rawlins Needs Assessment.” This two-dimensional assessment should be

developed into a three-dimensional model so the City can identify potential storm sewer assessment areas and identify bottlenecks and improvements to the storm water system.

Storm water calculations and drainage plans need to be developed by any potential developer (i.e. subdivisions, large commercial developments, business parks). Any increase in storm water runoff should be handled by the new development through detention, retention, and/or regional detention districts.

Through the development of the “WWDC Water Master Plan” and the 2007 “Rawlins Needs Assessment,” several projects were identified to correct problems apparent in Rawlins' aging infrastructure. These projects need to be addressed so that future development is not hindered by existing aging infrastructure.

- Funding options for improving existing infrastructure need to be addressed. Decision-makers need to be aware that funding is required to improve the quality of life in Rawlins. The following options need to be explored and educating the public on these options is paramount:
- Improvement districts.
- 6th penny money legislation passed for infrastructure improvements.
- The five-year capital plan needs to be kept up to date and the governing body needs to fund a balanced budget to accomplish these projects including maintenance.
- State Loan and Investment Board funding applications.
- Water Development funds utilized.

The new aerial mapping and GIS programming must be utilized in all planning aspects. Any new development should be required to submit information to enhance and continue to develop the GIS shape files for infrastructure.

It was recommended that PMPC present a proposal for snow fencing to enhance the drainage that flows into Rim Lake. This needs to be followed up on and recommendations need to be developed.

GOALS AND POLICIES

Goal: To continue efforts to achieve the goals, objectives and policies contained in the 1981 and 1999 “Rawlins Master Plan.”

Policy: Develop and implement a street maintenance plan – address potholes and surface failures to preserve the life, appearance, and quality of the streets.

Policy: Continue to strive for consistency and investment in storm sewer maintenance – develop a storm sewer utility.

Policy: Continue to seek cooperation/ coordination/ collaboration between residents, governmental agency, and other entities in Carbon County.

Policy: Continue to upgrade aerial photography and GIS mapping accuracy and use for enhanced planning, asset inventory, service, and emergency response and infrastructure management.

Policy: Continue to develop Extraterritorial Infrastructure Extension Plan and Policy to guide efficient community development and response to County Land use priority directing development toward urban areas.

Policy: Continue to update 2007 “Rawlins Infrastructure Needs Assessment” – Identify accomplishments and remaining priority needs.

Policy: Continue to develop, maintain, and update a 5-year capital improvement plan for equipment and infrastructure.

Policy: Continue to develop a program to identify and reduce leaks in the Rawlins water distribution system.

Policy: Continue to develop, maintain, and pursue a long-term, 50-year plan for enhancement of water sources, storage and conservation.

Policy: Encourage sustainable water use and conservation measures.

Implementation Measure: Develop waterwise landscape guidelines for new and existing yards and landscapes.

Policy: Continue to create sustainable sources of revenue to achieve continual capital improvements by addressing long-term planned uses.

Policy: Continue to develop a cooperative program with property owners to replace deteriorated curb and gutter and develop it where there is none.

Policy: Continue to upgrade the sewer and water distribution systems as required to maintain safe, efficient and dependable distribution and treatment facilities.

Goal: To expand efforts to improve infrastructure and utility conditions.

Policy: Ensure that existing and future infrastructure and utility systems meet public health, safety and welfare requirements.

Policy: Expand the vision and reach of the previous master plans to ensure existing and future demands are met.

Implementation Measure: Create a storm water utility along with funding scenarios for storm water needs to be developed to fund storm water infrastructure.

Implementation Measure: Ensure that development outside of the city limits meets City of Rawlins development standards so that annexation of adjacent developments will meet city standards.

Implementation Measure: Reassess the one-mile, no-build zone around the landfill. A quarter mile or half mile would be more realistic with natural buffer zones taken into account (i.e. topography).

Implementation Measure: Ensure that hazard mitigation includes an analysis of the impact on the police and fire departments due to a transient population that is not included in the population calculations.

Implementation Measure: If man camps or RV parks are considered for rapid growth, the large effects on increased water and sewer usage need to be planned for. Identifying parcels and locations where these places would be developed could help shape the need for supporting infrastructure in these areas.

Goal: To improve the land use administration within the one-mile expansion area beyond the City limits

Policy: Review the present MOU between the City and County.

Policy: Develop a new MOU that clearly defines the zoning and the development process to be undertaken by both the City and the County within the one-mile zone. This will eliminate confusion of which body has jurisdiction in the area.

9 Economic Development

INTRODUCTION

The City of Rawlins adopted an Economic Master Plan in October 2012 that was based on widespread community input in addition to previous studies such as the Great Divide Economic District Comprehensive Economic Development Strategy (2012). This economic section of the General Plan has been prepared in coordination with the Economic Master Plan and focuses on promoting sustainable economic development that will provide Rawlins with more stability in times of fluctuation in the mining and energy industries. In order to add more economic stability, the City needs to expand into other industry sectors that will broaden the economic base of the City and that will continue to establish Rawlins as the regional economic hub for Carbon County.

The Master Plan identifies key strengths of the community, as well as priorities for improvement. Major local strengths include:

- Abundant natural energy-related resources
- Transportation access and visibility from I-80 and rail
- Long-haul broadband and fiber availability
- Outdoor recreation opportunities
- Historic past
- Variety of lodging options
- Historic downtown with strong organization in place
- Human capital

The Economic Master Plan also identifies major areas for improvement which are needed in order to capitalize on the City's strengths. These areas of improvement are summarized as follows:

- Variety of quality housing options to rent and to own
- Physical appearance and cleanup of parts of the City
- Retail selection
- Workforce shortage and educational/vocational training in some occupations
- Availability of jobs for spouses
- Development of a business park
- Improved local medical services
- Entertainment opportunities for youth and families
- Increased community pride

With improved infrastructure – addition of a business park, increased housing options, more shopping and entertainment options, and improved visual appearance – Rawlins is well situated to take advantage of the many opportunities afforded to it by its geographic location near I-80 and rail line, and its energy resources. The most likely industry sectors for expansion in Rawlins include: distribution and warehousing; data centers; wind energy manufacturing and tourism.

ECONOMIC BASE

The largest employers in the area are: Union Pacific, Sinclair Refinery, Department of Corrections, BP, Devon Energy, Merit Energy, Williams Field Services, Carbon County, both school districts in the County, Department of Transportation, BLM, Carbon County Hospital, and the City of Rawlins. Clearly, energy is the major employer, with other large employment at the prison, government entities (WYDOT, BLM, Rawlins and school districts) and the hospital.

However, lodging is the single largest industry sector for employment (although no one company is among the top employers) in Carbon County. Much of the demand for lodging comes from the energy industry.

Figure 9.1: Employment by Industry Sector in Carbon County

	Employment	Percent of Total Employment
Accommodations & Food Services	805	23%
Retail Trade	678	20%
Construction	448	13%
Health Care & Social Assistance	439	13%
Transportation & Warehousing	261	8%
Mining, Quarrying, Oil & Gas	253	7%
Finance & Insurance	142	4%
Agriculture, Forestry and Fishing	140	4%
Other Services	134	4%
Professional & Technical	130	4%
TOTAL	3,430	100%

Source: Department of Workforce Services

The highest average wages are paid in the mining industry, followed by utilities, management of companies, and transportation/warehousing. The lowest average wages are in the accommodations and food services industry. Therefore, there is a large disparity in incomes in Rawlins between some of the largest employment sectors – i.e., those working in the mining/energy sectors and those working in the lodging sector. This poses some problems for Rawlins because overall incomes are fairly



good. This means that Rawlins has difficulty in qualifying for CDBG funds which would be a great asset in creating jobs in those portions of the community with lower incomes.

ECONOMIC INFRASTRUCTURE

Rawlins is well located on major transportation routes – I-80 and US 287. This provides the community with opportunities to capitalize on development opportunities such as distribution, warehousing and

manufacturing, as well as tourism opportunities from the many vehicles that pass by each day.

Ten long-haul fiber routes parallel I-80 and provide opportunities for more technology-related companies, especially data centers. A major rail line runs directly through Rawlins and serves well the existing energy industry. However, the current lack of rail spurs is a detriment to further economic development that needs such service. It appears that the most promising location for adding rail spurs is to develop a business park at the eastern end of Rawlins.



Rawlins is indeed fortunate in that some of the most expensive infrastructure related to economic development is already in place in the area – freeways, rail and fiber. Rawlins should now focus on adding the two major infrastructure pieces that are missing – expanded air service

and a business/industrial park. With its strategic location in the middle of the State, as well as the country, Rawlins is an obvious refueling stop for aircraft, as well as for freight distribution. Charter air service would benefit the tourism industry and capitalize on the tourism opportunities in the area with fly-in recreation packages. Well aware of this opportunity, Rawlins is looking to replace its fixed base operator at the airport, after the retirement of the previous long-term FBO, and an Airport Master Plan has recently been completed.

This chapter identifies four potential business park locations in Rawlins. The addition of a business park is essential in attracting new business development to the local area.

BUSINESS PARKS

Developing a business park is a critical factor for capitalizing on complementary development with the energy industry and for attracting other businesses to Rawlins. In addition to making good use of land and creating a strong business environment, a business park provides other benefits and advantages, including the potential for decreased costs for common maintenance services, and the formation of synergy between business park businesses, where materials, professional knowledge and expertise can be shared and leveraged for common benefit.

No suitably large site has been located within the existing City boundaries. Periphery land is available although it is oftentimes difficult to annex land outside of City boundaries due to checkerboard ownership patterns that fragment the land.

The following are some of the key conditions required for a business park:

- They must have utilities and services readily available to serve the needs of potential operators;
- Although some business parks encompass light industrial uses that contribute to the overall look and function of the park, the work that goes on in these locations is usually entirely commercial;
- They tend to include a high percentage of complementary operations, which create synergistic relationships between like operations;
- They tend to be located along the edges of a community where development is cheaper due to lower land and utility costs. A business park site also facilitates lower building costs, due to the ability to build wider rather than higher;
- They are usually located near motorways or primary roads. In Rawlins, a location near one of the freeway intersections and the rail lines could be viewed as advantageous.
- They should be located in an area that is appropriately zoned or where a re-zone can be easily obtained;
- They should generally be located on land that is in private ownership or which has the ability to be converted to private ownership, unless the site is part of a public/private joint effort;
- They should be located on land that is in single ownership or by very few owners;

- They should encompass adequate acreage of contiguous land. Although this varies by specific sites and needs, it has been suggested that Rawlins requires a minimum of 100 acres for an initial business park site, and up to double that amount in the longer term.
- They should be located on land with good topographic and drainage characteristics, and with little or no sensitive environmental conditions (natural drainage corridors, wetlands, steep slopes, difficult soils, etc.).

Since no large sites are available within the existing City limits, other options were investigated along the periphery of the City. Since access to good transportation and infrastructure is a requirement, efforts focused along I-80 and Highway 287 north of Rawlins, with particular scrutiny given to locations near existing exit ramps and crossroad locations.

Based on this investigation, it is clear that proximity to Interstate 80 and the existing City boundaries is essential when selecting a business park site for Rawlins. Initial scrutiny has located several 100+ acre sites that meet these criteria although ownership and willingness to develop will also play an essential role in the successful development of a business park.

The following is a description of four alternative sites for future consideration as business park sites:



- *Business Park Site 1: Golf Course*

Located just west of Rochelle Ranch Golf Course on the eastern edge of the city, this site would be suitable for a business park that specifically does not require access to the freeway or rail lines, or for uses that must avoid freeways (with their accompanying vibrations), such as data centers. It appears that a small pond is located on the northeastern edge of the site, which may have environmental implications, and could possibly be incorporated into the site as an amenity.

- *Business Park Site 2: East Gateway*

This 200+ acre site encompasses a range of vacant and underutilized industrial properties (Skyline Acres) and vacant land, making consolidation under single ownership a challenge. However, a fortuitous location between Rawlins and Sinclair could provide a distinct advantage for a business park at this location and is the most likely site to incorporate a rail spur.

- *Business Park Site 3: Sugar Creek*

Another 200+ acre site, this area includes a large drainage corridor which may preclude use of the entire site for business park uses. However, creative site design could possibly turn challenging site conditions into positive amenities.

- *Business Park Site 4: Cherokee Creek*

Located on the southwestern periphery of Rawlins, this site is a good candidate for development into a business park. The inability to extend affordable infrastructure and utilities has hindered development of this site and others in the past, although a recent study provides hope that these necessities may be feasible in the future.

INDUSTRY

MINING, ENERGY AND MANUFACTURING

Several energy projects that are planned for the near future are expected to add considerable temporary employment over the next five to ten years. The projects are: Chokecherry/Sierra Madre wind project, DKRW coal-to-liquids (CTL) project, Lost Creek Uranium, various oil and gas projects, and Transwest Express and Gateway West transmission lines. Timing of employment for these projects is difficult, at best, due to

reliance on: 1) government approvals and regulatory processes; 2) fluctuating conditions in the energy industry; and 3) availability of financing. If all five projects proceed as scheduled, Rawlins could see an additional 1,000 to nearly 6,000 construction employees in the regional area annually between 2013 and 2017, with especially large surges in 2014 and 2015. The BLM has suggested that other projects may be imminent as well, but no specific details are available yet on other energy projects.



noticing difficulty in hiring and retaining qualified employees due to energy development surges in other states.

The development of energy projects generally involves a peak period of construction employees, followed by a lesser number of permanent jobs that are created. The permanent jobs provide the most benefit for the community. DKRW has suggested to the regional office of the Department of Workforce Services to start planning for 450 permanent employees. Chokecherry/Sierra Madre should add another 136 permanent employees, with 89 employees for the uranium project. The transmission line projects will add construction, and not permanent employees.

The need for construction employees will be greater than the need for permanent employees. DKRW anticipates using over 2,300 construction employees in 2015; Chokecherry/Sierra Madre anticipates over 1,600 employees by 2013; oil and gas projects could add another 1,000+ construction workers over the next few years; the uranium project anticipates slightly fewer than 100 construction jobs; and the transmission lines could require another 1,000 workers in peak years. Much of this demand, especially that for construction of the wind farm, will be highly seasonal in nature, further complicating demand and supply issues.

Clearly, all of these potential new projects are not located in Rawlins and not all of the employees and their families would be desirous of locating in Rawlins. However, a large share of the employees and their households would come to Rawlins, as the regional retail hub for Carbon County, to purchase goods and services. While this may be a boon to some merchants, it may also result in increased prices as well as difficulty in hiring retail employees. When employment shortages exist, wages head upwards. Industry executives in the area are already

Rawlins has a unique opportunity over the next few years to become a recognized leader in the energy industry, especially in regards to wind energy. The Chokecherry/Sierra Madre project will be composed of two wind farms located nine miles apart, and south of Rawlins. Together, the two projects will consist of a 2,000-3,000 megawatt wind farm with 1,000 wind turbine generators that will have the capacity to serve one million homes.

Rawlins can capitalize on its strong mining/energy base by adding complementary development. Key strategies include:

- Development of a business park to attract complementary business development, such as manufacturing of wind turbine parts, gears, machinery, data centers, etc.
- Marketing/branding of Rawlins as a leader in mining and renewable energy;
- Incorporation of tourism opportunities with the mining industry, such as tours of the wind farm, wind museum, climbing wind tower, special events featuring wind-related sports such as paragliding, hang gliding, etc.
- Coordinating closely with the Carbon County Higher Education Center (CCHCEC), an affiliate of Western Wyoming Community College, to ensure that vocational training is current with changing industry needs.

DATA CENTERS

Demand for data centers is growing. Rawlins is an ideal site for a data center for the following reasons:

- Large sites of open space (assuming the City can work with the BLM)
- Population is less than 50,000
- Land costs are relatively inexpensive
- Large flat sites allow for berms and buffer zones

- Power is relatively inexpensive and abundant
- Climate is cool, cold and dry
- 10 long haul fiber routes along I-80
- Sufficient water resources
- Favorable tax structure (no corporate and personal income taxes)
- Low sales tax on building materials and equipment

Data centers in Rawlins would be advantageous for the following reasons:

- Environmentally friendly with little visual impact
- High paying jobs
- Interconnect with long haul broadband/fiber will improve local access and connectivity

The Wyoming Data Centers Infrastructure Assessment, completed in February 2012, concludes that Wyoming is a favorable site for the following types of data centers:

- Unique purpose data centers (NCAR, NSA)
- Corporate data centers
- Large backup or recovery sites

- Mass data storage (Facebook, Google, Twitter, Amazon)
- Public and private cloud sites
- Federal government data centers

Rawlins should actively pursue the addition of small-sized data centers.

DISTRIBUTION AND WAREHOUSING

Due to Rawlins’ location on I-80, its access to rail, and the large amounts of inexpensive, vacant land surrounding Rawlins, the City should actively pursue distribution and warehousing uses.

In order to capitalize on all of these emerging opportunities, the City needs to identify appropriate locations for a variety of industry uses, provide needed utilities to each site, and actively promote the type of development that is desired. This can be done through a variety of incentives, streamlined permitting processes, assistance with land aggregation and tenant recruiting.

TOURISM

Rawlins has a rich history in the Wild West, mining, the Old Pen and the railroad. In addition, it is the jumping-off point for a myriad of outdoor recreation activities. With the large number of vehicles that pass by Rawlins each day on I-80, the City needs to invent new ways to get tourists to stop and experience Rawlins as part of their travels. Research (RTM 2012 Lodging Survey) suggests that approximately one-third of current visitors to Rawlins’ hotels are leisure travelers, with the majority passing through as part of a larger trip. Notably, over five percent of all hotel visitors have come for hunting, fishing or other outdoor activities.

The following sections give specific recommendations for increased economic development through tourism. Overall, the community needs better branding and signage to draw tourists off of the freeway and into Rawlins. The entryways should also be improved, thereby encouraging tourists to drive into the City.

OUTDOOR RECREATION TOURISM

Rawlins was recognized in 2009 by *Outdoor Life* magazine as one of the top 15 towns for sportsmen. In addition to the abundant public land, there is significant private land classified as “walk-in areas” allowing hunters and fishers to use private lands for free during certain parts of the year. The region has gun laws and hunting restrictions favorable to hunters in addition to a high quality and wide variety of species. All three major species of game hunting – elk, antelope, and mule deer – are in the region. *Outdoor Life* magazine also highly rated the region for trophy hunting potential. Moose, sheep, coyotes and mountain lions are also close. Moreover, there are excellent indoor and outdoor shooting ranges available to cater to tourists staying in the region.



While not as close to town as hunting, Rawlins is also a great base for world-class fishing. The North Platte River is nearby, and it includes the Miracle Mile famous for excellent fly fishing. There are also numerous nearby reservoirs, such as the Seminoe, with trout and trophy walleyes. Ice fishing is available in the winter.

The proximity of the City to open land also gives plenty of space for other outdoor activities such as trail hiking, mountain biking, and winter sports like snowshoeing, snowmobiling, and cross-country skiing. Bikers and hikers have ample trails in the region. Carbon County has over 500 miles of trails for snowmobiling. Most of these trails, including the snowmobile trails, accommodate cross-country skiing and dog sledding.



One unique aspect that Rawlins should promote is that the Continental Divide, which literally runs through town. This trail should be well-mapped, with good signage and promoted in order to attract hikers and bikers to the opportunity to hike the Continental Divide. Electronic apps could also be developed to guide hikers and provide interesting information along the trail.



A survey conducted by Randall Travel Marketing (RTM) in 2012 for the Carbon County Visitors Council indicates that of those visitors who participated in outdoor recreation while in Carbon County, 61 percent participated in hiking, followed by 55 percent camping, 29 percent

fishing, 13 percent cycling and ten percent hunting. The results of that survey suggested that “Carbon County is well-positioned to market itself as a ‘nature lover’s paradise’.” This survey also found that for a majority of people who make inquiries regarding Carbon County, Yellowstone is a part of their trip. This suggests that Carbon County should make efforts to participate in media and public relations efforts aimed at Yellowstone National Park.

The Rochelle Ranch Golf Course provides another aspect to outdoor recreation. The course has been ranked the 29th toughest course in the country by Golf Digest Magazine, as well as one of the best values in golf. The golf course is a great asset to the City to build attractive packages for high-income visitors, possibly in conjunction with high-quality hunting tours and packages.

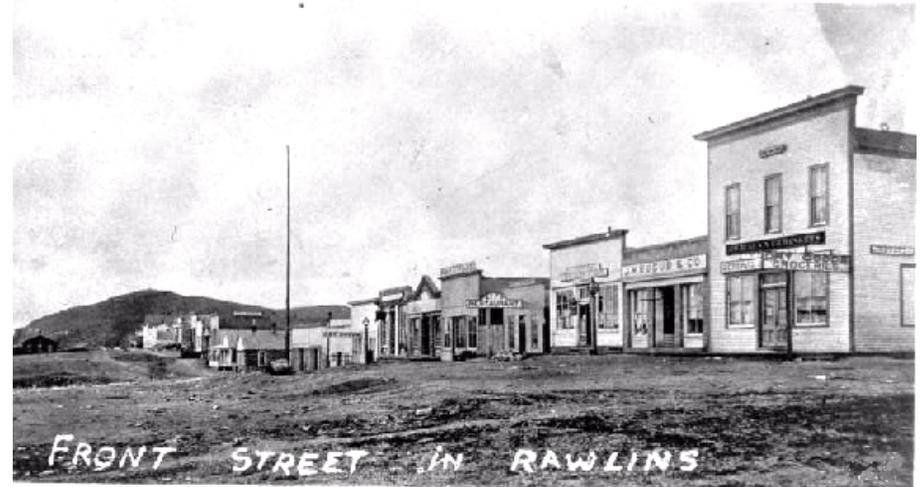
HISTORIC AND EDUCATIONAL TOURISM

The most prominent historic building is the Historic Frontier Prison, or “Old Pen” which tells the history of the region and of the country’s prison systems. This is a popular attraction with about 15,000 tours annually. The Old Pen is also included in an interpretive trail that guides hikers through the City, passing by other historic and notable sites in town.



The Carbon County Museum tells the story of the original settlers to the area, development of the railroad and of the many inventors and entrepreneurs who visited, settled and persevered in the rugged landscape surrounding Rawlins.

Further educational opportunities exist in the development of a wind farm tour or wind museum to accompany the proposed Chokecherry/Sierra Madre wind farm. Electric and energy concepts could be presented, along with environmental impacts and concerns surrounding the wind farm development.



Native habitat could be an essential part of educational programs, with the potential development of a “wildlife viewing park” at the wetlands site in Rawlins. A children’s discovery area could be an important component of this park, thus attracting visitors off of I-80 for a break in their travels and family-oriented recreation.

Archaeological, geological and rock hounding workshops and expeditions could also be arranged that would build on the natural geologic features of the area. Rawlins could become a sort of “Adventure Playground” with skydiving at the airport – or paragliding from the rock formations. Rock climbing and bouldering could become popular Extreme Sports activities in the area.

INDOOR RECREATIONAL ACTIVITIES AND ENTERTAINMENT

Because of the harsh winter climate in Rawlins, the City also needs to expand its indoor recreational offerings. This would not only increase the City’s tourist appeal, but would also serve the needs of City

residents. Building on the City's image as the Wild West, or even the "Wild West Adventure Playground," a family fun center could incorporate activities that would build on the "adventurous" image of the town: a maze (to escape from the prison); climbing wall that resembles a wind tower; flying in a wind tunnel; shooting range, batting cages, roller coaster (video of parts of the Continental Divide); zip lines crossing the Continental Divide or escaping from the prison. The message and brand that are so important to Rawlins are to invite visitors to come and experience the Wild West with us, or to escape to Rawlins and the Wild West for a refreshing, fun-filled vacation.

Dinner theater could be offered in order to attract more tourists, especially themes that capitalize on the Old West such as "Annie Get Your Gun," "Cat Ballou," or unique local shows such as "Escape from the Pen."

PARTNERING FOR TOURISM

Rawlins can benefit from partnering with other sites, such as a tour package with national parks tours. Many buses pass by Rawlins on their way to Yellowstone. Bus tours traveling near the area to national parks should be contacted regarding tour packages that would include the Old Pen, hiking the Continental Divide, viewing a wind farm firsthand, and providing for hunting/fishing options.

In 2010, the State of Wyoming completed a state-wide Tourism Master Plan for the decade (2010-2020). The Master Plan strives to better coordinate tourism within the State and is a good starting point for those seeking to develop tourism opportunities.

The State has a proactive and successful tourism program with one of the major resources being the highly-visible "Roam Free" tourism campaign. Participants in the Roam Free campaign can market on the

State's website and, thereby, reach a wider range of prospective visitors. This website is often used by visitors looking at Yellowstone and Jackson Hole visits. By creating a more visible presence on the website, the City could attract visitors to stay in Rawlins where lodging and amenities are more affordable.

Some steps the City can take to fully participate in "Roam Free" include: Ensure complete listings on the State website for lodging and attractions, including the ability for those listings to appear in regional searches in connection with Jackson and Yellowstone.

Inform tourism-related businesses that they can create free profiles for the website and include listings in the printed tourism guide. Help great attractions thrive by marketing with regional partnerships. Create travel packages specific to region strengths. Travel packages are prominently advertised on the State website.

In addition to the "Roam Free" Campaign, the State has increased integration with social media outlets with great success. It would be simple for the City, working with Carbon County, to more actively integrate their attractions into these efforts. Adding scenic pictures and videos, attractive packages, and information about interesting locations to the Wyoming Office of Tourism Facebook, Twitter, YouTube, Flickr, and Blog accounts could capture the rising visitors to these pages.

RETAIL DEVELOPMENT

RETAIL DEVELOPMENT OPPORTUNITIES

As part of the process of updating the General Plan, public participation was requested. Significant input was received by Rawlins' residents who expressed a great desire for a broader selection of retail goods and services. Currently, residents frequently travel to Rock Springs or to Laramie to do some of their shopping – especially for general merchandise, clothing, entertainment, furniture, books, and other specialty retail. These represent trips of over 100 miles in each direction – or at least 200 miles for a round-trip journey. Assuming an average cost of \$0.55 per mile, each trip costs \$110 in vehicle costs alone – before any shopping occurs. While some of these excursions would continue to take place because of the desire “to get away” – even if more goods and services were available in Rawlins – there are certainly some trips that could be avoided, especially with bad weather, escalating gas prices, time and convenience factors, etc.

A detailed sales gap (“leakage”) analysis for Rawlins and Carbon County is included in the Rawlins' Economic Master Plan. The Master Plan indicates that Rawlins should be able to recapture some its lost sales (i.e., purchases made by residents outside of Rawlins), as well as additional visitor purchases. The Plan estimates that local residents are currently supporting approximately 106,000 to 154,000 square feet outside of the County and that 71,000 to 103,000 additional square feet could be recaptured and supported locally.

The greatest potential is for a general merchandise store, also known as a “big box” store. With the addition of a large general merchandise store, Rawlins would enlarge its market area and attract customers from an even greater distance. This would benefit other, existing stores in

Rawlins. Other areas with leakage include home furnishings, appliances, building materials, lawn and garden equipment, clothing, shoes, books, music, and department stores.

In some areas, Rawlins attracts a much larger market than just local residents. Rawlins has extremely high sales for gasoline stations which is not surprising given its location along I-80 and the major travel that occurs along the freeway. The City is also a regional hub for grocery sales, office supplies and auto parts.

The ideal location for the expansion of smaller-scale retail is in the downtown area. Downtown has a good layout, historic structures, successful businesses, and an active Downtown Development Association (DDA) that would be of benefit to a business that is just starting up. Further, the Rainbow Te-ton Entrepreneurial Center is located in downtown and offers affordable space for business incubation or other small businesses.

One specific business type that would do well in shared facilities is a kitchen incubator. Culinary incubators drive new start-up businesses, which without a health department licensed commercial kitchen could not legally produce their food. In addition to producing food, commercial kitchens can be used to shoot TV shows, teach cooking classes, host food tastings, and other events. These shared kitchen facilities provide



kitchen and storage space (at low cost rent) for producers of food products. Kitchen incubators are found across the United States and have been a source of economic development that benefit local gardeners, farmers, caterers, event planners, bakers, food carts, startups, aspiring home chefs, and even established restaurant or food businesses as they develop new brands or serve as expert consultants.

Business incubators have grown a wide variety of businesses and an incubator in Rawlins could include anything from food products to technology to historic crafts to social networks. Rawlins has a unique western heritage and the business incubation center could be an opportunity to encourage the arts in the community. It would also prove a draw to tourists who could attend art classes or see demonstration workshops of western crafts, such as weaving, leatherwork, bronze casting, etc. This could form the basis for a downtown public art program and could include the expansion of existing murals into a citywide display of murals depicting historic Rawlins and the Wild West.

Based on community input, the following businesses are highly desired in Rawlins: computer stores, book stores, gift stores, photography studios, fabric stores, boating and trailer/RV supply stores, additional grocery store, small engine service, handyman service, health food stores, yoga and exercise classes, art shop and classes, recreational equipment (especially bikes), copy and print store, pet boarding, shoe and boot repair, plumbers, dry cleaners, alterations, delivery service, furniture restoration and repair, temporary staffing and a consignment shop.

Larger-scale retail, such as a big box store, will require a location near a freeway entrance. Given current development patterns, the east entrance is the best geographic location in order to provide synergy with

other businesses, and key commercial vacant land in this area should be used for top quality retail development.

DOWNTOWN

Downtown Rawlins has been undergoing a renaissance in recent years, in part due to the input and guidance of a dedicated corps of advocates, and as part of the implementation of targeted projects identified through recent planning studies. Perhaps the most important of these is the *Rawlins Downtown Plan (2010)*, which was prepared by RDG Planning and Design to provide economic development and design ideas to improve the historic Downtown Development Area. Beginning at Maple Street to the north, the downtown area stretches to Front Street in the south, and from 8th Street in the west to Colorado Street in the east. There is also interest in mixed-use development including second-story residential development. This would encourage 24/7 economic vitality and invigoration. The general vision of the plan is to transform a struggling downtown into a thriving economic zone and a dynamic place for business and other activities.



The *Rawlins Downtown Plan (2010)* breaks downtown Rawlins into distinct districts which are laid out in a modified “pinwheel” fashion, each district addressing specific characteristics and providing a conceptual framework for making downtown improvements. The downtown districts identified in the plan include the Railroad District on the west edge of the area, transitioning to the Traditional Main Street and Civic and Services Districts as one proceeds east. Two Highway 30 Corridor Districts are centered along Spruce and Cedar Streets, with two downtown Neighborhood Districts completing the picture.

Top priorities for the downtown area should be to:

- Expand the selection of retail goods and services

- Continue to promote downtown with a consistent marketing brand and image and to promote successes
- Provide joint marketing opportunities
- Preserve and renovate historic structures
- Encourage downtown residential development in order to develop a more vibrant, 24/7 atmosphere and to meet housing needs
- Encourage the City to host City activities in downtown
- Promote code enforcement, cleanup of properties and façade renovation
- Provide additional parking

SUMMARY AND RECOMMENDATIONS

Rawlins needs to embrace its strengths – its historic past in the Wild West and its connections with the energy industry. As stated in the Economic Master Plan, “Rawlins has a strong and independent spirit. Framed by a rugged frontier, harsh climate and the energy industry, the community has grown together with a ‘can-do’ and entrepreneurial approach to building the town.” This same spirit will carry the community forward as it deals with the challenges and opportunities from a rapidly-expanding energy industry.

There are many economic accomplishments in Rawlins which should be noted: Downtown has seen extensive renovations, a state-of-the-art entrepreneurial center is in place, a new higher education center will

soon be under construction and other new schools have been constructed. The value that a community places on education and the quality of the schools can be important factors in attracting new business and industry to locate in an area. These accomplishments need to be acclaimed so that they serve as incentives to further successes.

A top priority for Rawlins is to better market the community in two areas: 1) business expansion; and 2) tourism opportunities. **Business expansion** should promote the following aspects:

- Shovel-ready business park (map) with utilities in place (this should be a top priority for the City)
- Vocational training opportunities in the area
- Low price of utilities
- Top-quality infrastructure
 - I-80
 - 10 long-haul fiber routes parallel I-80
 - Union Pacific Railroad
- Potential growth in the energy industry
- Recreation opportunities

Tourism should market the following:

- Recognitions received in national magazines
- Outdoor recreation opportunities

- Historic sites (hours of operation, entry fees)
- Things to do in Rawlins
- Shopping in downtown
- Eating/dining opportunities
- Tour packages
- Trails
- Rentals (bikes, snowmobiles, etc.)

GOALS AND POLICIES

A summary of the major economic goals and strategies, as outlined in the Economic Master Plan, is as follows:

Goal: Establish a process for implementing key recommendations of this and other strategic plans recently completed for Rawlins.

Policy: Establish an executive leadership group that meets *monthly* and includes representatives from the City, schools, energy industry, County, major employers, BLM, public works, downtown and tourism. This strategy capitalizes on one of the City's key resources – its human capital.

Policy: Establish committees in key areas of implementation.

Goal: Increase the job base in Rawlins by attracting companies with good-paying jobs to the area.

Policy: Develop a business park with infrastructure in place so that companies with good-paying jobs are attracted to the area and so that development can occur within a reasonable timeframe for interested companies.

Policy: Pursue smaller data centers as the City has good fiber and power lines that are adjacent to I-80.

Policy: Pursue each and every opportunity associated with the Sierra Madre/Chokecherry and other potential wind energy projects, including the ongoing repair of the wind turbines and the manufacture of parts for repair.

Policy: Pursue the expansion of commercial service at the Rawlins' Municipal Airport.

Goal: Increase the sustainability and diversity in revenue generation.

Policy: Encourage the provision of affordable daycare.

Policy: Apply for each and every available grant, each year, from the Wyoming Business Council. Add grant writing capabilities to City staff and resources.

Policy: Attract more retail business to Rawlins.

Policy: Increase the population base within City limits.

Goal: Improve the visual and physical appearance of Rawlins

Policy: Improve the appearance of the four gateways to the City:

- a) East I-80 freeway entrance
- b) West I-80 freeway entrance
- c) North entrance - road to Casper
- d) Central I-80 freeway entrance

Policy: Increase visual amenities, such as wayfinding signs and banners, and coordinate with the City's branding and logo.

Policy: Strengthen code enforcement – ordinances and enforcement.

Policy: Identify key areas for redevelopment and seek tax increment funds for the redevelopment of these areas.

Policy: Develop a façade renovation program that focuses on downtown.

Goal: Increase the retail selection available in Rawlins.

Policy: Educate and market what goods and services are available locally.

Policy: Create an economic recruitment/marketing flier showing the many strengths and opportunities in Rawlins.

Policy: Target retail businesses with large amounts of leakage as shown in this study.

Policy: Encourage business incubation at the Rainbow Te-ton Entrepreneur Center or at other sites.

Policy: DDA/Main Street is a proven leader in downtown and should continue to receive City support.

Policy: Concentrate on strengthening business clusters that are benefitted by close proximity to each other, such as clothing and shoe stores, specialty foods, recreation and sports supplies, fitness and health foods, and gifts and crafts.

Policy: Capitalize on I-80 traffic by encouraging retail development compatible with tourism, such as restaurants, fast food, auto repair and lodging.

Goal: Increase housing opportunities in Rawlins by expanding the product mix in order to encourage more employees to live within the City boundaries.

Policy: Facilitate development of duplexes, condominiums, townhouses and apartments that will serve mid- to higher-end housing and that will meet the quality needs of highly skilled/high earning workers.

Policy: Redevelop existing deteriorating and condemned properties with higher-density development.

Policy: Encourage infill of existing properties, but also recognize the need to annex additional land in order to provide room for more subdivision growth within City boundaries.

Policy: Encourage quality residential housing near the golf course that will capitalize on the added property value to surrounding land that is derived from the golf course.

Policy: Evaluate workforce housing needs.

Goal: Increase community pride and cooperation.

Policy: Bring the members of the Industry Roundtable together more frequently – at least quarterly to discuss community issues and to brainstorm solutions that use the various resources this group has to offer.

Policy: Seek input from the community and community groups in order to spread “ownership” of problems and solutions over a larger group. Teach leadership skills and community pride in the schools.

Policy: Establish “Community Pride” awards with monthly winners and public recognition.

Policy: Make wide use of the Rawlins logo that was developed as part of the branding study.

Goal: Improve educational opportunities, including vocational training skills.

Policy: Increase vocational training that will provide those skillsets needed by the energy industry. Be prepared with training that will capitalize on the Sierra Madre/Chokecherry wind energy project.

Policy: Coordinate with Western Wyoming College in Rock Springs and Laramie County Community College for industrial skills training where equipment exists that is not available in Rawlins.

Policy: Create a strategic group of business and educational leaders that meet regularly to discuss the needs of industry and how industry and education can support each other. Develop important relationships to further education and business growth.

Policy: Promote and assist with development of the CCHEC campus in the north part of Rawlins.

Goal: Capitalize on tourism opportunities associated with the City's access to I-80, historic past and the old penitentiary, and recreational opportunities.

Policy: As a Certified Tourism Community, receive technical assistance benefits.

Policy: Pursue more public relations opportunities through avenues such as Sportsmen Magazine and other outdoor-related media.

Policy: Coordinate with the State of Wyoming's "Roam-Free" campaign.

Policy: Encourage the development of a family-centered indoor entertainment center.

Policy: Encourage the development of a full-service events center or renovation of the Jeffrey Center.

Goal: Establish a marketing campaign that will increase awareness of Rawlins for potential businesses, current residents and tourists.

Policy: Visit key retail and industry-related conferences and trade shows to increase awareness of Rawlins.

Policy: Hire a marketing firm to develop marketing materials for Rawlins.

10 Action Plan

INTRODUCTION

The purpose of this Action Plan is to prioritize implementation efforts over next five year period to ensure that change occurs to meet the goals of this plan. The Action Plan serves as a “living document”, and should be evaluated once complete, to ensure no outstanding actions are required.

ACTION PLAN PROGRESS MATRIX

The matrix is presented as a matrix with Actions presented by chapter by Implementation Period: Immediate (< 1 Year); Short-Term (1-5 Years) and Long-Term (5 Years+). Notes are provided for specific actions where required.

1 code, ordinance & procedural changes ACTION PLAN					
No.	Action	Implementation Period			Notes
		Immediate	1-5 Years	5 Years+	
1	Update the Master Plan every five to ten years to ensure it remains current and reflects new developments and changing community priorities.		✓	✓	
2	Review the Master Plan regularly to ensure it is being implemented as proposed.	✓	✓	✓	<i>If not, make adjustments and modifications as required.</i>
3	Modify existing zoning ordinances, development guidelines and other implementation tools to ensure they are aligned with the vision contained in the master plan	✓	✓		

4	Create new ordinances requiring development setbacks along creek corridors to protect wildlife, provide space for parks and trails and create a buffer between future development areas.		✓		<i>Recommended setbacks are 100 feet along Sugar Creek, Coal Creek, Cherokee Creek and other major waterways, and 50 feet along smaller tributaries.</i>
5	Adopt a water conservation landscape ordinance for Rawlins and its area of impact.	✓	✓		
6	Adopt an indoor water use ordinance that requires low flow plumbing fixtures and other means to conserve water.	✓	✓		
7	Establish a comprehensive citywide annexation policy	✓	✓		
8	Modify the existing municipal boundary to include Rachele Ranch Golf Course and the City-owned lands surrounding it within and attached to the rest of the community.		✓		
9	Modify existing ordinances and codes to allow Clustered Development in City of Rawlins City.	✓	✓		
10	Modify existing ordinances and codes to allow Commercial/ Residential Mixed-Use development in downtown, along Spruce and Cedar Streets, and in other appropriate areas of City of Rawlins.	✓	✓		

11	Modify existing ordinances and codes to allow Commercial/ Industrial Mixed-Use development in Industrial Mixed-use and Transition areas.				
12	Modify existing ordinances and codes to allow Residential/Commercial Mixed-Use development in downtown.				
13	Introduce minimum setbacks between new residential uses and railroad corridors				
14	Modify existing ordinances and codes to ensure sensitive lands, stream corridors, uplift areas and critical natural features in City of Rawlins City are preserved.				
15	Establish an open space buffer between Rawlins and Sinclair in order to reduce sprawl, maintain community character and as recognition of the potential hazards that exist with the Sinclair refinery.				
16	Modify the existing City Code to ensure land use changes contained in the Comprehensive Plan are codified.				
17	Modify the existing City Code to allow and encourage a broader mix of housing types and options.				

18	Modify the existing City Code to allow mixed-density residential uses, large-lot housing estates, temporary housing developments and mixed use districts in select locations.		✓		
19	Modify the existing City Code to allow mixed commercial/industrial development identified areas.		✓		
20	Rezone Tin Can Hill Wetlands Park to protect the area and encourage public interest in the project.		✓		
21	Modify the existing City Code to ensure the Rawlins Uplift and other critical landscapes are preserved and protected as unique features.		✓		
22	Modify the existing City Code to ensure the emerging Educational Village, Old Pen Cultural District and similar special districts are protected and preserved		✓		
23	Ensure that the Rawlins Municipal Airport Master Plan is reviewed when considering new development in the vicinity of the airport.	✓	✓	✓	
24	Enforce ordinances requiring land owners to keep their property free of weeds, junked vehicles and equipment, unsightly buildings, trash, and other debris.	✓	✓	✓	

24	Enforce ordinances requiring land owners to keep their property free of weeds, junked vehicles and equipment, unsightly buildings, trash, and other debris.	✓	✓	✓	
25	Ensure development outside of the city limits meets City of Rawlins development standards so annexation of adjacent developments meets city standards.		✓	✓	
26	Reassess the one-mile, no-build zone around the landfill.		✓		<i>A quarter mile or half mile would be more realistic.</i>
27	Make wide use of the Rawlins logo that was developed as part of the branding study.	✓	✓	✓	

2 additional studies, designs, programs **ACTION PLAN**

No.	Action	Implementation Period			Notes
		Immediate	1-5 Years	5 Years+	
1	Identify and map critical open space and sensitive lands with the intent of establishing protection and preservation areas.		✓		
2	Undertake a Critical Open Space and Sensitive Lands Study		✓		

3	Establish a comprehensive citywide infill policy	✓	✓		
4	Create detailed guidelines and educational information regarding the benefits of new residential models and ideas.		✓		<i>These include Clustered Development, infill development and Housing Estates.</i>
5	Explore the development of Temporary Housing Areas within Industrial Mixed Use and Highway Commercial zones as part of long-term development projects	✓	✓		
6	Investigate a variety of improvements within the public realm (road right-of-way) and private realm (parking lots, front yards, etc.)	✓			<i>Specific ideas to be investigated include streetscape enhancements, parking coordination and reconfiguration, redevelopment ideas, coordinated signage, etc.</i>
7	Determine the viability of attracting both small and large-scale redevelopment to downtown Rawlins and other key districts of the City.	✓	✓	✓	
8	Review, confirm and implement the Rawlins Wyoming Downtown Master Plan, Rawlins Economic Development Plan, Downtown Branding Study and other studies, as appropriate.	✓	✓	✓	
9	Prepare detailed design plans for redevelopment and enhancement projects near the east, west and south entrances to the City.	✓	✓		

3	Establish a comprehensive citywide infill policy	✓	✓		
4	Create detailed guidelines and educational information regarding the benefits of new residential models and ideas.		✓		<i>These include Clustered Development, infill development and Housing Estates.</i>
5	Explore the development of Temporary Housing Areas within Industrial Mixed Use and Highway Commercial zones as part of long-term development projects	✓	✓		
6	Investigate a variety of improvements within the public realm (road right-of-way) and private realm (parking lots, front yards, etc.)	✓			<i>Specific ideas to be investigated include streetscape enhancements, parking coordination and reconfiguration, redevelopment ideas, coordinated signage, etc.</i>
7	Determine the viability of attracting both small and large-scale redevelopment to downtown Rawlins and other key districts of the City.	✓	✓	✓	
8	Review, confirm and implement the Rawlins Wyoming Downtown Master Plan, Rawlins Economic Development Plan, Downtown Branding Study and other studies, as appropriate.	✓	✓	✓	
9	Prepare detailed design plans for redevelopment and enhancement projects near the east, west and south entrances to the City.	✓	✓		

10	Prepare landscape master plans for Tin Can Hill Wetland Park, Rawlins Springs and other special enhancement sites identified in the plan.	✓	✓		
11	Investigate the possibility of implementing a Special Improvement District (SID) or similar program for implementing streetscape, parking, signage and other improvements.	✓	✓	✓	
12	Continue to assess the demand for police and fire protection and provide additional facilities when and where required.		✓	✓	
13	Assist in making medical services available to citizens of all ages and income levels through cooperation with the medical industry.		✓	✓	
14	Assist in providing and maintaining high quality education and adequate facilities and opportunities for all levels, both formal and informal.		✓	✓	
15	Monitor the needs of the community and encourage the fulfillment of those needs through either public agencies or private organizations.		✓	✓	
16	Maintain high-quality educational facilities and opportunities for post-secondary and/or continuing education levels.		✓	✓	
17	Develop and implement a street maintenance plan.		✓		<i>Address potholes and surface failures to preserve the life, appearance, and quality of the streets</i>

18	Continue consistency and investment in storm sewer maintenance.	✓	✓		<i>Develop a storm sewer utility plan as a first step.</i>
19	Upgrade aerial photography and GIS mapping accuracy and use for enhanced planning, asset inventory, service, and emergency response and infrastructure management.	✓			
20	Develop an Extraterritorial Infrastructure Extension Plan and Policy to guide efficient community development and response to County Land use priorities that direct development toward urban areas.		✓		
21	Update 2007 "Rawlins Infrastructure Needs Assessment."		✓		<i>Identify accomplishments and unmet needs.</i>
22	Develop, maintain, and update a 5-year capital improvement plan for equipment and infrastructure.	✓			
23	Develop a program to identify and reduce leaks in the Rawlins water distribution system.		✓	✓	
24	Develop, maintain, and pursue a long-term, 50-year plan for enhancement of water sources, storage and conservation.		✓	✓	
25	Develop a cooperative program with property owners to replace deteriorated curb and gutter and develop it where there is none.		✓	✓	

26	Ensure that hazard mitigation includes an analysis of the impact on the police and fire departments due to a transient population that is not included in the population calculations.		✓	✓	
27	Identify key areas for redevelopment and seek tax increment funds for the redevelopment of these areas.		✓	✓	
28	Develop a façade renovation program that focuses on downtown.		✓	✓	
29	Create an economic recruitment/marketing flyer showing the many strengths and opportunities in Rawlins.	✓	✓		
30	Evaluate workforce housing needs.		✓		
31	Hire a marketing firm to develop marketing materials for Rawlins.	✓			

3 land acquisition & construction

ACTION PLAN

No.	Action	Implementation Period			Notes
		Immediate	1-5 Years	5 Years+	
1	Create cold-weather events on par with the popular Music in the Park summer concert series.	✓	✓		
2	Establish a special Educational Village and Cultural Village in the vicinity of the Old Pen.	✓	✓	✓	
3	Encourage key uses and functions of the Carbon County Higher Education Center to locate in downtown Rawlins.	✓	✓		
4	Upgrade existing parks, provide new facilities, and establish new programs and services to meet existing and future needs.		✓	✓	
5	Provide new facilities and programs to meet the needs of youth, young families and aging segments of the population.	✓	✓		
6	Establish "Adopt-a-Park" and similar programs to help meet maintenance and use demands.	✓	✓	✓	

7	Complete work at the golf course to correct existing drainage issues.	✓	✓		
8	Develop the Old Pen grounds and Tin Can Hill area into special park facilities.	✓	✓	✓	
9	Complete existing and proposed trail systems	✓	✓	✓	
10	Provide additional trails and trail systems to meet future needs and demand.		✓	✓	
11	Establish "Adopt--Trail" and similar programs to help meet maintenance and use demands.		✓	✓	
12	Upgrade the sewer and water distribution systems as required to maintain safe, efficient and dependable distribution and treatment facilities.	✓	✓	✓	
13	Create a storm water utility along with funding scenarios to fund storm water infrastructure.	✓	✓	✓	

14	If man camps or RV parks are considered for rapid growth, the large effects on increased water and sewer usage need to be planned for.				<i>Identify parcels and locations where these places would be developed could help shape the need for supporting infrastructure in these areas.</i>
15	Develop a business park with infrastructure in place				<i>so that companies with good-paying jobs are attracted to the area and so that development can occur within a reasonable timeframe for interested companies.</i>
16	Improve the appearance of the four gateways to the City:				
17	Enhance visual appeal in Rawlins, focusing on improved gateways, streetscapes, wayfinding signs and banners, and coordinated use of the Rawlins brand and logo.				
18	Promote and assist development of the CCHEC campus in the north part of Rawlins.				

4 coordination with agencies & entities ACTION PLAN

No.	Action	Implementation Period			Notes
		Immediate	1-5 Years	5 Years+	
1	Coordinate annexation efforts to ensure future growth and development meets the needs of the City of Rawlins, Carbon County and the area being annexed.		✓	✓	
2	Work closely with the U.S. Army Corps of Engineers and other responsible agencies to ensure wetlands within the City and impact area are protected and maintained.		✓	✓	
3	Work with the State of Wyoming and Carbon County to implement consistent policies on State and County lands within City boundaries and its area of impact.		✓	✓	
4	Work with the State of Wyoming and Carbon County in the development and application of consistent water conservation policies on State and County lands located within Rawlins and its area of impact.		✓	✓	

5	Work with the State of Wyoming and Carbon County in the development of similar codes and protections for the preservation of State and County-owned critical open space and sensitive lands.		✓	✓	
6	Encourage Carbon County to allow Clustered Development within the One-mile Priority Area.	✓	✓	✓	
7	Require all development with one mile of the municipal boundary to use urban development standards adopted by the City of Rawlins.		✓	✓	
8	Coordinate with the DDA, Chamber of Commerce and other groups to enhance downtown programs and events.	✓	✓	✓	
9	Encourage Carbon County to maintain existing agricultural zoning within the one-mile expansion area and areas beyond it to the greatest degree possible.		✓	✓	
10	Work closely with the owners and operators in the Glenn Addition users to upgrade and clean up the area.	✓	✓	✓	
11	Encourage Carbon County to maintain existing Rural Residential Agricultural zoning within the 1-mile expansion areas to the greatest degree possible.	✓	✓	✓	

12	Encourage Carbon County to map and plan for the protection of sensitive lands and critical natural features within the 1-mile expansion area and areas further beyond the city.	✓	✓	✓	
13	Locate all potential services associated with the Sierra Madre/Chokecherry and other potential wind energy projects in Rawlins, including the ongoing repair of the wind turbines and the manufacture of parts for repair.	✓	✓	✓	
14	Pursue the expansion of commercial service at the Rawlins' Municipal Airport.		✓	✓	
15	Encourage the provision of affordable daycare.	✓	✓	✓	
16	Apply for all available grants, every year, from the Wyoming Business Council.	✓	✓	✓	<i>Add grant writing capabilities to City staff and resources.</i>
17	Encourage new retail business locating in Rawlins.	✓	✓	✓	
18	Bring the members of the Industry Roundtable together more frequently.	✓	✓	✓	<i>meet at least quarterly to discuss community issues and to brainstorm solutions that use the various resources this group has to offer.</i>

19	Establish "Community Pride" awards with monthly winners and public recognition.	✓	✓	✓	
20	Increase vocational training that will provide those skillsets needed by the energy industry.	✓	✓	✓	<i>Be prepared with training that capitalizes on the Sierra Madre/Chokecherry wind energy project.</i>
21	Coordinate with Western Wyoming College in Rock Springs and Laramie County Community College for industrial skills training where equipment exists that is not available in Rawlins.	✓	✓	✓	
22	Organize a strategic group of business and educational leaders that meet regularly to discuss the needs of industry and how industry and education can support each other.	✓	✓	✓	

5 organizational modifications

ACTION PLAN

No.	Action	Implementation Period			Notes
		Immediate	1-5 Years	5 Years+	
1	Monitor the City's population growth on a regular basis and reflect those changes in the Master Plan.	✓	✓	✓	
2	Incorporate special development review procedures to ensure adequate environmental protections are known and identified prior to development.	✓	✓	✓	
3	Utilize water conserving landscape design and methods on public projects within Rawlins and its area of impact to set an example for private development.	✓	✓	✓	
4	Ensure that future growth does not extend into critical habitat areas for sensitive and threatened species, such as the sage grouse.	✓	✓	✓	
5	Organize a City/County Planning Team consisting of the City Planning Commission and the County Planning & Zoning Commission to ensure planning efforts are coordinated.	✓	✓	✓	

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The following documents and studies were reviewed and utilized in the preparation of this plan.

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