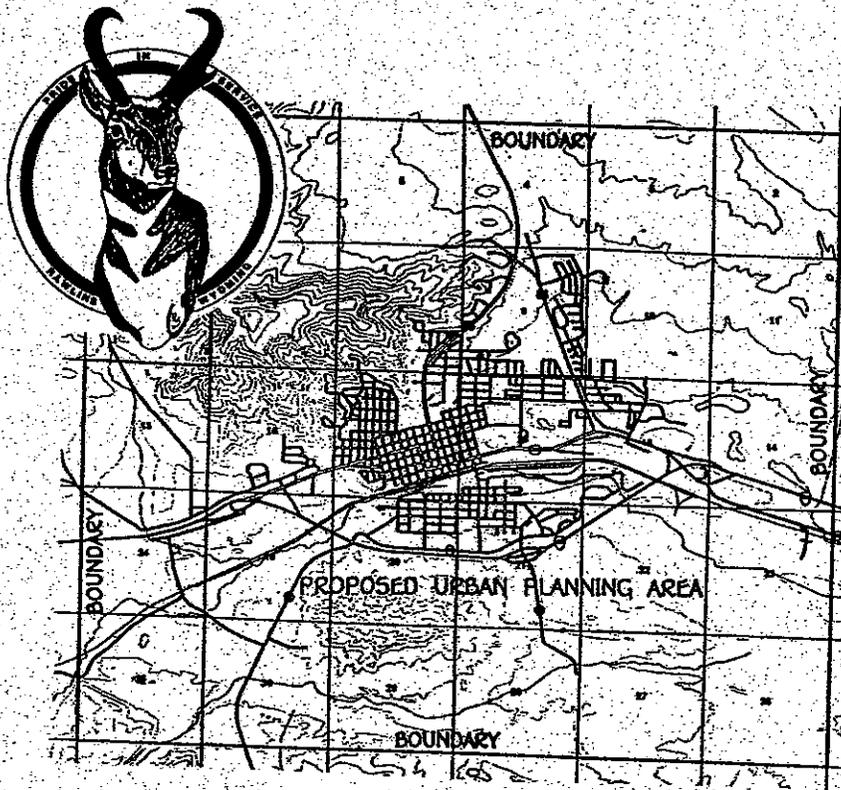


MASTER PLAN UPDATE

City of Rawlins, Wyoming



1999

***Prepared by
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Gillette, WY 82716***

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***City of
Rawlins, Wyoming***

MAY, 1999

Submitted to Paul Musselman
City Engineer/Community Development Director

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Adopted by the Rawlins City Council on April 20, 1999.

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i. INTRODUCTION

Introduction

Historical Development

The City of Rawlins, Wyoming, had its beginning in 1867 when General Grenville M. Dodge and General John A. Rawlins, then Chief of Staff in the United States Army, rode into the area.

General Dodge and his civil engineers were surveying a route from Omaha into Wyoming. Joined by General Rawlins near Cow Creek, which was to become the site of Cheyenne, they proceeded west. Approaching the hills around what is now Rawlins, scouts went ahead to look for good, cold drinking water and found a spring near the base of the hills. General Dodge immediately named the spring Rawlins Spring and marked it on his map. A community grew up around the spring and was called Rawlins Spring; later the name was shortened to Rawlins.

When, in July 1862, the Pacific Railway Act passed, two subsidized corporations began construction of a main line from the Missouri River to Sacramento, California. The construction of the railroad spurred new settlements along the line. Some settlements lasted only a short time; others, including Rawlins, survived and began to grow.

Initially, the settlement was located south of the railroad tracks near Rawlins Spring. Within about one year, growth began on the north side of the tracks where most of the city is now located.

Rawlins quickly became involved in energy development. From the 1880s through the early 1900s, coal mining was an important industry around the city. Trains relied on coal for steam locomotives and lines were often located so that coal supplies could be easily obtained. Locomotives gave way to diesel engines during the mid 1900s and the extent of coal mining declined temporarily. The population dropped dramatically, also as a result of the decreased coal production.

The State Penitentiary was established in Rawlins in 1890 and housed criminals until 1981. The old prison and grounds serve as a base for activities, tours and special events. A new prison was built south of town and an expansion to this facility is expected to begin in the near future.

Also in 1890, the city was designated as the Carbon County Seat. Governmental functions - both State and Federal - continue to be an important part of the local economy.

During the 1970-1980 time period, Rawlins experienced a renewed activity in the energy industry, which included coal, oil and uranium production. But by 1983, Rawlins was again experiencing economic decline from sluggishness in this industry, leaving a major impact on the community.

From the mid 1980s to today, the community has progressively worked at establishing new employment sectors and has generated a stable economic environment.

Purpose of Master Plan Update

In 1997, the City of Rawlins retained the firm of Worthington, Lenhart and Carpenter, Inc. (WLC) to complete a Master Plan Update consisting of existing conditions and data, analysis of potential rates of development and incorporating existing suitability into a future land use plan.

This document is an update of the City of Rawlins Master Plan completed in November 1981. The 1981 Plan encompasses the traditional planning process that projects a complete view of the existing city, incorporating goals and policies, development plans and implementation strategies.

The 1999 supplement will be more of an integral plan addressing any community changes and establishing new growth demands and future land use while utilizing applicable information from the 1981 plan. This plan is intended as a guide for the further development of the city, a guide which city officials can utilize on a day-to-day basis as they formulate decisions which will affect the future of Rawlins.

This plan, however, as with any document of its type, must not be a rigid, inflexible or static program. Many changes will occur from month to month or year to year in factors which influence the growth and needs of the community. Whether those factors be economical, social or physical, they will need to be recognized, analyzed and responded to in an appropriate manner. This plan must be capable of accommodating or responding to changing influences and yet uphold its integrity as the overall blueprint for city development without jeopardizing all.

To that end, the plan has been constructed to accomplish two objectives:

- 1.) Outline a specific direction for physical growth related to land use and the necessary support improvement against which development proposals can be evaluated, and upon which Capital Improvement Programming can be based; and
- 2.) Develop a framework within which creativity, community concerns, public leadership and change can be encouraged and accommodated without invalidating the plan as a basic development tool.

I. PLANNING CONTEXT

PLANNING CONTEXT

1.0 Introduction

In order to properly plan for future city growth and development, it is important to understand both influencing factors and existing conditions. This portion of the plan will summarize both natural and man-made forces which impact planning decisions.

The data included herein represents a "picture" of Rawlins as it exists today. It is recommended that the city should continually update maps and data, as necessary to maintain a reliable base that will be used for further reference.

The area for which data has been collected is illustrated in Figure 1.1 and includes a study area within a 2 mile radius of Rawlins. This study area incorporates 28 square miles, amounting to 17,920 acres allowing for growth alternatives for the existing municipality.

The 1981 plan contains the regional context and environmental conditions including topography, geology, soils, drainage, climate and wildlife within Rawlins and the surrounding area. These conditions should stay consistent, barring any imminent environmental calamity and as such, will not need to be repeated. This update will refer to the 1981 plan for these factors and will use them as a guide for the future growth of the community.

1.1 Population/Employment

As in the original 1981 plan, population and economic forecasts are important because they give a general indication of future land use and facility needs. The 1981 plan cited the difficulty of accurately predicting population and economic growth or decline and this turned out to be prophetic. Within three years after the plan was adopted major adjustments in the county economy occurred which radically altered the population forecast for Rawlins. For 1990, the 1981 plan estimated the population of Rawlins would be 19,511. Instead the population was 9,380, less than what it had been in 1975.

A serious decline in the county's energy production beginning with closure of uranium mines in 1983, followed by declining coal production and the drop in oil prices in 1986 all combined to reverse a decade of growth. Since the early 1990's the population of Rawlins has stabilized and the economy has undergone modest growth. However, not without changing the underlying structure of the economy and altering the development scenario for the city.

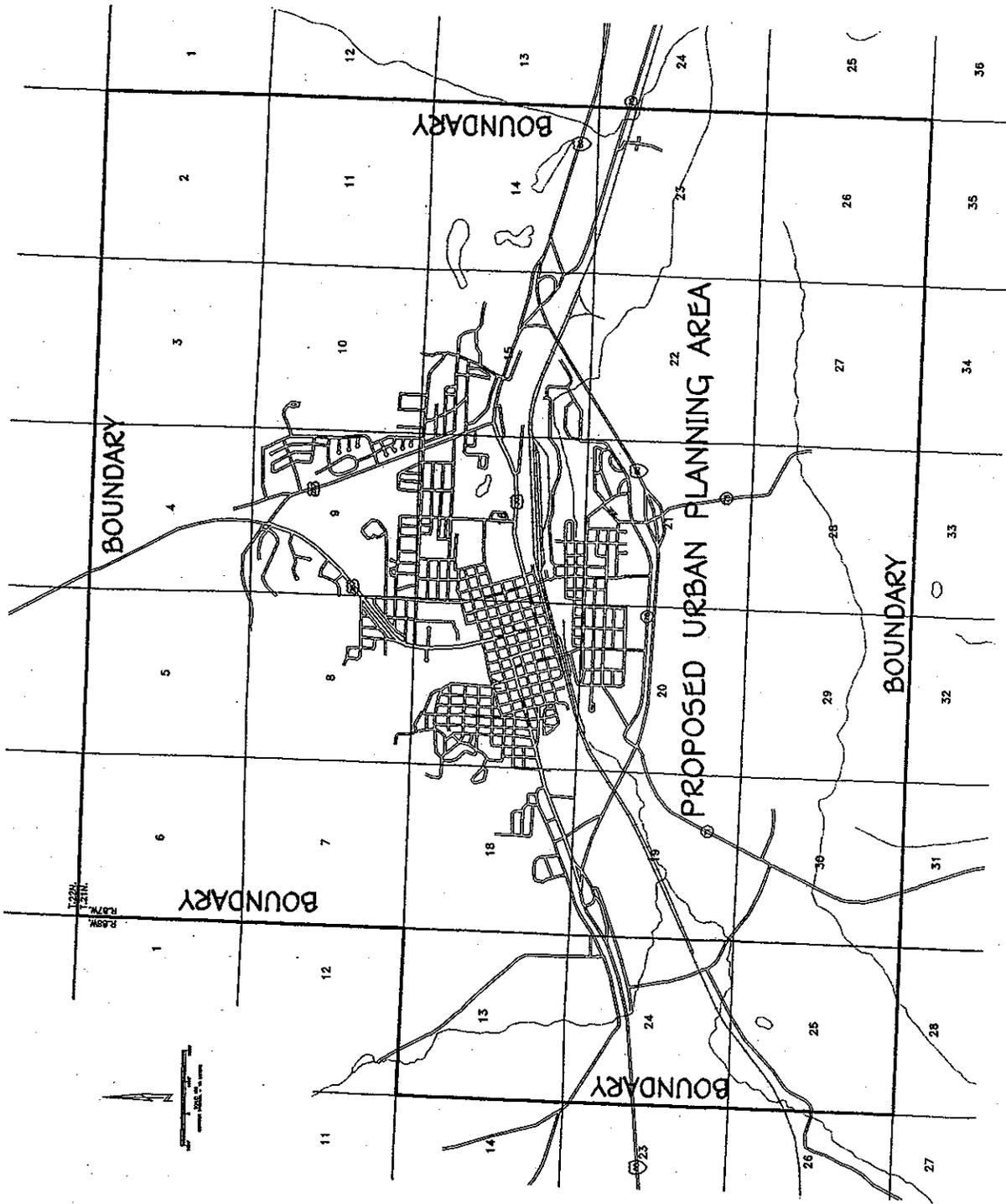


FIGURE 1.1 CITY OF RAWLINS, WYOMING - STUDY AREA

1.1.1 Employment Forecast for Carbon County and Rawlins

Employment in Carbon County has changed drastically since the 1981 Plan. The total employment for Carbon County in 1981 was 12,920 versus 10,077 in 1994, reducing employment by 2,843.¹ In 1981 Carbon County had been highly dependent on mining, with 2,998 employees, making it the largest employment sector.² The second largest sector was Government, employing 2,216 employees, with Services (2,022) and Retail Trade (1,835) trailing respectively.³ Figure 11A shows that by 1994 the Mining labor force had dropped by nearly two thirds. Government, employing 2,060, had replaced Mining as the top employment sector.⁴ Services (1,988) and Retail Trade (1,824) had increased their share of employment which moved them into the second and third largest sectors.

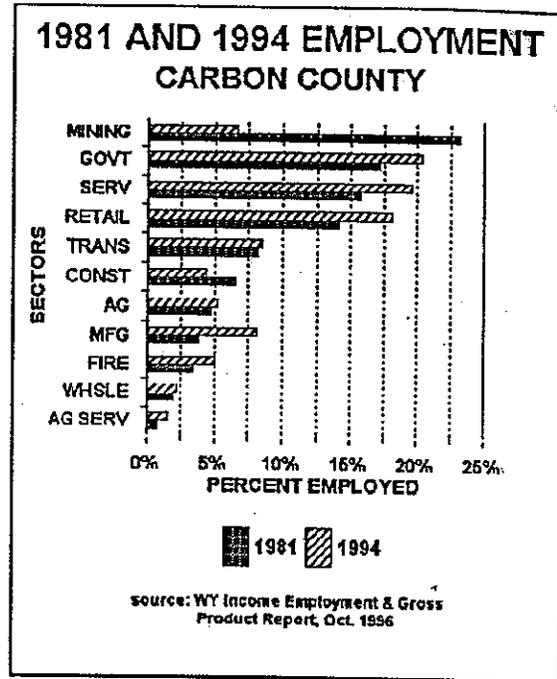


Figure 1.1A

Although mining remains significant to the local economy today, transportation, manufacturing, non-local government employment, agriculture and tourism are all making a significant contributions to the economic base as well. A recent economic base study by Pedersen Planning Consultants characterizes the current economic base activities and their relative contributions to the local economy. This is summarized in Figure 1.1B. The largest contributor is transportation followed by government and oil and gas.

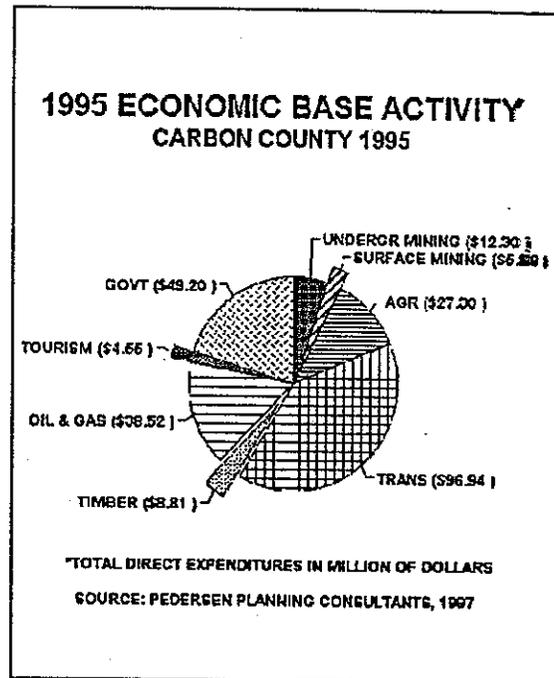


Figure 1.1B

¹Wyoming Income Employment and Gross Product Report, DAI, Division of Economic Analysis; 17th Edition, Oct. 1996, page 51.

²Ibid

³Ibid

⁴Ibid

As indicated in Figure 1.1C, Carbon County's unemployment rate fluctuated extremely between 1981 and 1994, primarily caused by the decline in the energy industry. From 1983 to 1990 Carbon County's unemployment rate was elevated most of the time, in comparison with the state and national averages. However, starting in 1991 we begin to see a rate that is less than the national average and closer to the state average, indicating a steadier economy. As of 1994, Carbon County's unemployment rate stood at 5.5% with the national average at 6.1% and the state being 5.3%, placing the county in a slightly better unemployment rate than the nation as a whole. More recently in September of 1997 the monthly rate was 2.6%, well below the state wide rate of 4.2% and the U.S. rate of 4.9%.

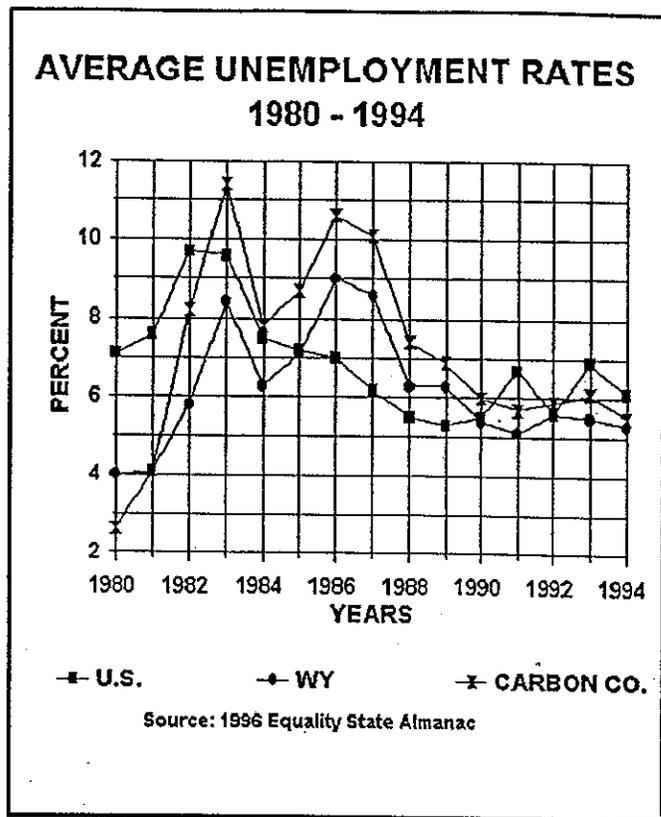


Figure 1.1C

In 1996, Rawlins had 8 major employers who employed a total of 1,635 people, making up 19% of the work force for Carbon County.⁵ These major employers are listed in Table 1.1A.

Table 1.1A Rawlins Major Employers - 1996

EMPLOYER	PRODUCT	# OF EMPLOYEES
School District	Education	300
Union Pacific	Transportation	265
Memorial Hospital	Health	181
Arch of Wyoming	Mining	87
Sinclair Oil Corp.	Refinery	222
Wyoming State Penitentiary	Government	313
City of Rawlins	Government	107
BLM	Government	160*

Source: 1996 Equality State Almanac

*Carbon County 2000 Project "A Socio-Economic Analysis of Carbon County, WY; Oct. 1993

⁵1996 Equality State Almanac; page 11 and 75

Government employment for Rawlins totals 580 for 1996, with the major employers being the Wyoming State Penitentiary, City of Rawlins and BLM. The table also indicates that the School District and Union Pacific employ a substantial number of Rawlins citizens. Mining has a fairly low total, indicating that Rawlins is not as dependent on mineral activities as it has been in the past. The reduced dependency may be favorable, since Rawlins is remaining stable without the mining industry and diversification is a positive attribute considering that mining placed 10th (lowest) in jobs that were ranked by stability.⁶ Because Rawlins has a more diversified and larger employment base than any other municipality in the county, it is expected to be less volatile than other towns in the county in terms of economic activity.

Table 1.1B provides an employment forecast for Carbon County through 2005 based on the 1996 State of Wyoming Forecast which has been applied to county data.

Under this scenario mining employment in the county continues to shrink while government employment grows significantly. Other growth sectors will include Service and Retail while Construction and Manufacturing will undergo more modest expansion. In total, employment is expected to expand on an average of about 1.5% per year during the forecast period. This analysis has been adjusted to reflect expected declines in oil production as well as the influx of employment expected when the Wyoming State Penitentiary expands in about the year 2000. These are two virtual economic certainties which can be anticipated at this time. Other future expansions of basic employment in the county are uncertain. The assumption of this analysis, however, is that the balance of the local economy will share in expected growth in the state economy over this period.

For the period from 2005 until the end of the planning period a lower employment growth rate of about .5% per year is forecast which will account for expected cyclical growth and decline likely to occur over the longer period. Utilizing this data, Carbon County is expected to have employment of about 13,000 by the year 2020. Utilizing a ratio of population to employment of 59%, as it existed in 1990, this level of employment would support a county population of about 22,000 by the end of 2020. If Rawlins maintains its proportionate share of municipal population at about 56% this would result in a population of about 12,000 persons in Rawlins by 2020. In the following section a more detailed population forecast is made based on this economic scenario.

⁶W. Fruth, Where the Money is...America's Strongest Local Economies, Policom Corp. 1997

Table 1.1B

CARBON COUNTY

*EMPLOYMENT FORECAST 1990-2005

YEAR	AG	AG SERV	MINING	CONST	MFG	TRANS	WHSLE	RETAIL	FIRE	SERVICES	GOVT	TOTAL
1990	562	136	962	479	665	833	167	1,657	514	1,730	2,149	9,854
1991	536	129	913	458	710	854	176	1,637	500	1,880	2,154	9,947
1992	519	128	750	447	734	796	180	1,642	476	1,847	2,137	9,656
1993	541	147	683	414	749	864	176	1,692	488	1,901	2,085	9,740
1994	531	164	674	447	812	858	220	1,824	499	1,988	2,060	10,077
1995	549	174	648	462	807	855	228	1,824	493	2,061	2,045	10,147
1996	542	180	633	474	825	847	235	1,878	503	2,115	2,058	10,288
1997	542	182	620	488	831	849	238	1,915	506	2,170	2,086	10,428
1998	544	186	625	504	838	860	242	1,968	511	2,232	2,098	10,609
1999	546	191	638	524	852	873	247	2,027	518	2,295	2,112	10,822
2000	547	197	643	544	867	883	252	2,069	527	2,355	2,276	11,159
2001	549	202	642	562	881	886	257	2,106	538	2,413	2,295	11,332
2002	549	208	641	581	897	890	263	2,150	549	2,468	2,317	11,513
2003	549	214	641	602	911	894	268	2,198	561	2,521	2,336	11,697
2004	551	220	655	623	928	905	273	2,247	573	2,577	2,354	11,906
2005	552	226	660	641	945	912	278	2,294	587	2,636	2,372	12,104

Source: 1996 Wyoming State Forecast Report and WLC Analysis.

* Includes full and part-time employment as well as proprietors.

1.1.2 Population Forecast

Based on the preceding economic forecast three population growth rates were prepared which are reflective of a range of population growth which is most likely to occur.

Figure 1.1.2A shows these projections in relation to the historical trend of population growth in Carbon County since 1900. In reviewing this figure it can be seen that the moderate projection approximates the long term growth trend for the county and would place the population of the county slightly over 22,000 persons by the year 2020. The high growth rate exceeds most growth periods during the past 90 years, except the energy boom from 1970-1980. Conversely the low growth rate portrays a more stable pattern of population growth similar to periods of mild recovery in the past.

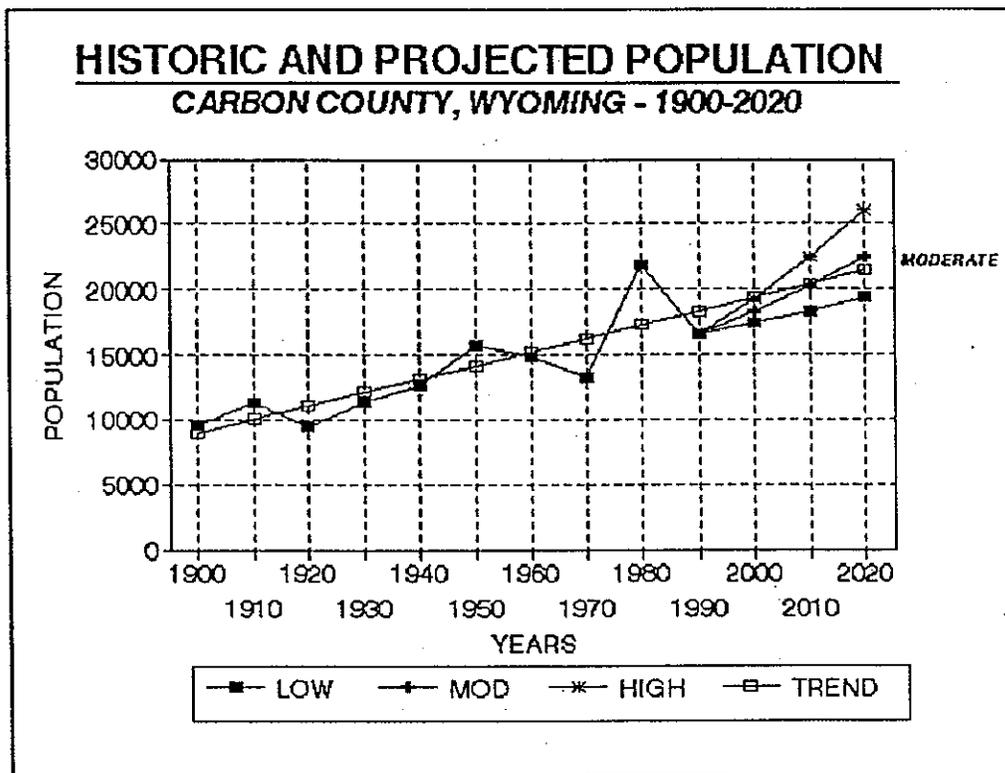


Figure 1.1.2A

Table 1.1.2A shows the specific county population ranges for each decade through 2020.

**Table 1.1.2A CARBON COUNTY, WYOMING
HISTORICAL AND FORECASTED POPULATION 1900-2020**

YEAR	ACTUAL			
1990	9,589			
1910	11,282			
1920	9,525			
1930	11,391			
1940	12,644			
1950	15,742			
1960	14,937			
1970	13,354			
1980	21,896			
1990	16,659			
		LOW	MOD	HIGH
2000		17,511	18,402	19,333
2010		18,406	20,327	22,437
2020		19,348	22,454	26,039

Source: WLC Analysis

Figure 1.1.2B shows the final population forecast range on an annual basis from 1975 to 2020. This range of population is expected to be from 19,348 to about 26,039. Also shown is the employment forecast which seems to support population growth in the low to moderate range.

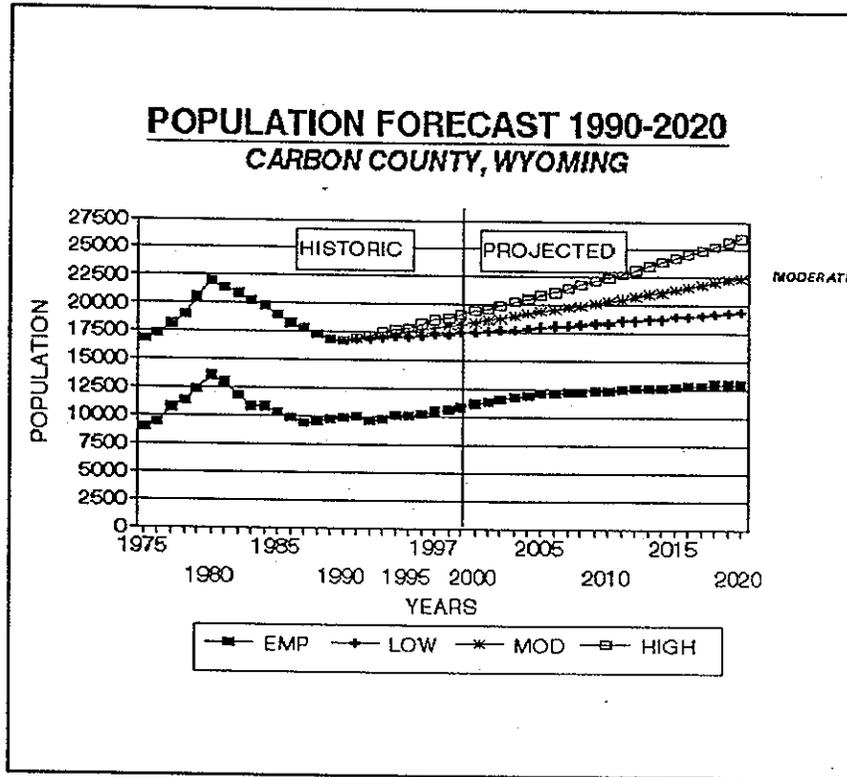


Figure 1.1.2B

Historically the City of Rawlins has experienced two periods of population growth and decline since 1920. Currently the population is recovering from a severe decline caused by economic recession from 1980 to 1990. Another period of decline occurred from 1960 to 1970. A census estimate in 1994 showed the population to be about 9,289. Figure 1.1.2C shows the range of growth forecast for the City of Rawlins. This range of growth assumes that under the forecast low that the ratio of population in the City of Rawlins to county population will increase slightly from its current level of 56%. Under the high growth scenario it is assumed that the ratio of population in Rawlins to the balance of the county will more dramatically increase to about 62% at the end of the planning period. This result can be altered depending on the annexation policies of the city and its ability to absorb a share of county population growth. Lack of ability to absorb population or unwillingness to annex new growth would result in more county development and less growth for the city.

**HISTORIC AND PROJECTED POPULATION
RAWLINS, WYOMING - 1920-2020**

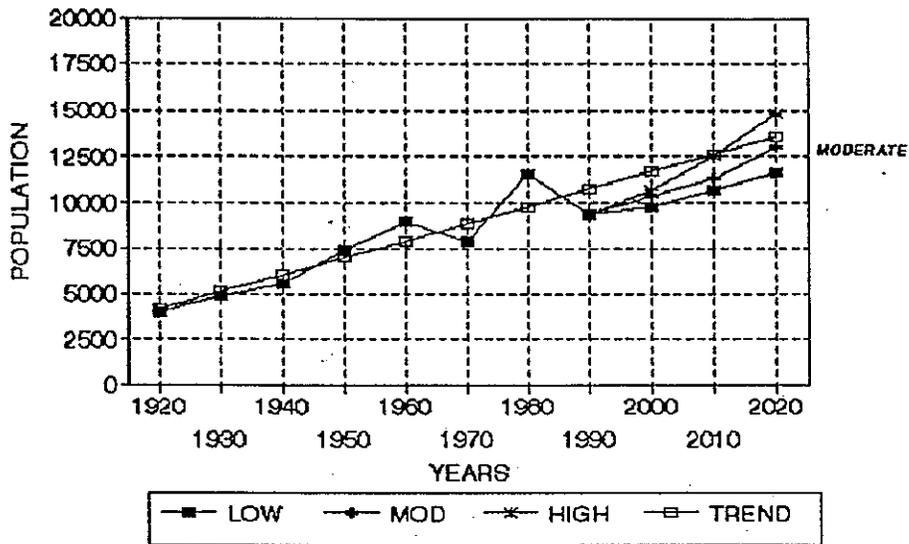


Figure 1.1.2C

This forecast predicts a population ranging from 11,609 to 14,842 by the year 2020. This is an annual growth rate ranging from about .5% per year to a high of about 1.5% per year. The moderate growth scenario, which is probably the most accurate for planning purposes, forecasts growth of approximately 1% per year.

Table 1.1.2B

**CITY OF RAWLINS
POPULATION FORECAST 1920-2020**

	YEAR	ACTUAL			
Historical	1920	3,969			
	1930	4,868			
	1940	5,531			
	1950	7,415			
	1960	8,968			
	1970	7,855			
	1980	11,547			
	1990	9,380			
			LOW	MOD	HIGH
Forecast	2000		9,806	10,305	10,633
	2010		10,675	11,383	12,565
	2020		11,609	13,023	14,842

It should be noted that these forecasts are theoretical as to timing and are presented to illustrate the effects of various growth rates. Population almost never increases or decreases in a linear fashion and is controlled by cycles of economic growth and market changes. However, the range of growth presented represents a range of what might be expected in terms of historical trends and reasonable economic forecasts. Thus, it is useful in determining a range of land use and services which might be needed in the future to keep Rawlins healthy as a city and will be useful to provide a basis to plan for development of land, services and infrastructure in the community.

1.2 Transportation System

Rawlins is situated along Interstate 80 corridor that runs east-west in the southern section of Wyoming. Rawlins' Central Business District (CBD) is accessible off of I-80 from the east or west ends of the City by Cedar Street and Spruce Street. Motorists have the option to go through the town for food, fuel, lodging and tourist attractions or stop at Rip Griffin's Truck and Travel Center located south off the I-80 interchange.

Two State highways run through the city consisting of Highway 287 and 30. U.S. Highway 287, which accommodates the majority of the commercial facilities, enables travelers to reach Rawlins or Interstate 80. This highway offers motorists a by-pass for those who do not desire to go through Rawlins CBD. U.S. 30, on the eastern side of Rawlins, is a principle artery that connects I-80 with Cedar Street, creating access to businesses such as; Alco and the Pamida Discount Stores and public facilities that are located in the city's downtown area.

The Union Pacific Rail Operations is based in Rawlins. The tracks run east-west through the City and is one of the main reasons the town exists today. As of 1996, Union Pacific Rail Operations employs 265 people from this community and also delivers coal for Arch of Wyoming, another major employer for Rawlins.⁷

Rawlins has three local trucking company's which include North Park Transportation, Hyland Enterprises and Wyoming Express, that serve the need for transporting of goods.

The Rawlins municipal Airport within a mile of the City limits has a 7,100 foot asphalt runway with available Charter Service. In addition, Rawlins is served by Greyhound at the Rip Griffin truck stop on I-80. A cab service and a senior center bus provide public transportation within the community.

⁷1996 Equality State Almanac

1.3 Sanitary Sewer

The City operates a waste water treatment plant just south of I-80 east of town. This facility, built in 1980, utilizes an aerated lagoon system and consists of a headworks building that uses a mechanical bar screen grit removal system and lift station. This operation uses three aerated lagoons, two settling lagoons and three storage lagoons in order to facilitate their current users, at 2.8 million gallons per day (mgd), and at its present capacity is able to accommodate an additional 3,430 households.⁸ The location of the facility is shown in Figure 1.4.1 on the next page.

1.4 Water System

Rawlins current water is supplied by the Sage Creek Springs and Nugget Wellfield wells. Sage Creek Springs, located 30 miles south of the City, can on an annual average provide at least 810 gallons per minute (gpm) of water most of the time.⁹ The Rawlins Reservoir, located near the Sage Creek Springs, can hold 212 million gallons that can be used as a back-up supply when the springs flow is slow. The Sage Creek Pipeline that runs from the Sage Creek Basin, has two reservoirs for storage before it reaches the water treatment plant. The Peaking Reservoir, directly behind the water treatment plant, has the capacity of 169 million gallons and the Atlantic Rim Reservoir, which lies 3 miles south, is capable of holding 240 million gallons.¹⁰

The Nugget Wellfield, located 11 miles south of town, is a group of 3 wells drilled in 1987 that pulls water from the Nugget formation. It is assumed that the annual average production of this wellfield will be 400 gpm.¹¹

A supplemental water source for Rawlins is the North Platte River, 15 miles east, from which the Ft. Steele Pipeline runs to the City. Currently the water rights are shared jointly between Rawlins and the Union Pacific Railroad. These rights consist of a total of 1.5 million gallons per day which are distributed between the City, having rights to 1.3 mgd and the railroad 0.2 mgd.¹² The water treatment plant was put on line in December of 1984. It's expansion, completed in February 1995, increased the plants design capacity from 6 mgd to 8 mgd. The location of the facility is shown on Figure 1.4.1 on the next page.

1.5 Housing

During the early 1980s, Rawlins was still experiencing economic growth, creating a need for any type of housing including unconventional types which even included motel units. With population exceeding housing capabilities, new housing units were in demand. However, by 1994 Rawlins population had decreased 18.8% reducing the urgency for additional housing.

As of 1990 Rawlins total housing stood at 3,948 units.¹³ Looking at Table 1.5A, it is apparent that the number of dwelling units had increased 9.7% (114 units) since 1981.

⁸Rawlins Housing Assessment, 1st Edition, March 1997, page 24

⁹City of Rawlins Water Supply Project, Level II, Phase I Report, October 1997, page 11

¹⁰Master Plan, City of Rawlins, September 1981

¹¹City of Rawlins Water Supply Project, Level II, Phase I Report, Oct. 1997, page 14

¹²Ibid, page 15

¹³1990 Census, Summary Population and Housing Characteristics, Wyoming, page 22.

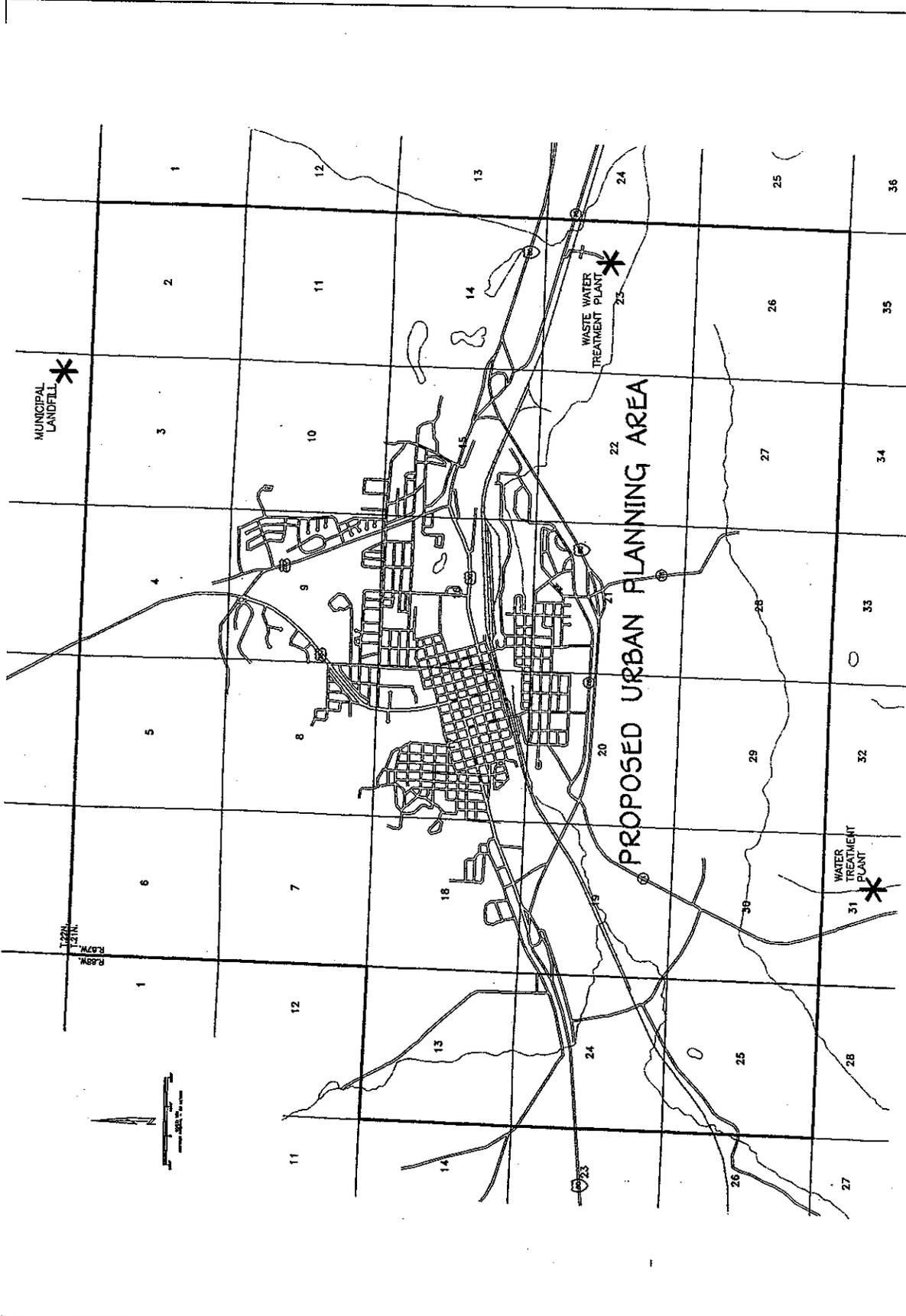


FIGURE 1.4.1 CITY OF RAWLINS, WYOMING - CITY FACILITIES

Table 1.5A**1981 VS 1990 HOUSING UNITS**

TYPE	1981	% OF TOTAL	1990	% OF TOTAL
Single Family	2,518	65.7%	2,609	66.1%
Mobile Home	730	19%	560	14.2%
Multi-Family	586	15.3%	779	19.7%
TOTALS	3,834	100%	3,948	100%

Source: 1981 Master Plan - City of Rawlins 1990 U.S. Census, WY, Summary Population and Housing Characteristics

Multi-family units have increased 4.4% since 1981 and is due in part to the building of Stagecoach apartments and other such facilities. There has been a reduction in mobile home units by 170, probably due to the economic stress that Rawlins experienced starting in 1983. Single family units have increased by a modest 3%. This slight increase reflects the fact that most housing needs were met between 1978 and 1983 and additional single family housing was not in demand.

In 1990, Rawlins total population was 9,380 with 738 being institutionalized leaving 8,642 individuals in households.¹⁴ The 1990 Census claims 3,280 households for Rawlins, creating a 2.63 average household size.¹⁵ These numbers seem to indicate that there is adequate housing, considering the total housing units is 17% greater than the total of households.

A recent housing survey conducted by the City classified existing homes into three categories; Poor, Fair and Good conditions. Table 1.5B shows that there is a small portion of housing that is in poor condition, indicating that the City of Rawlins Neighborhood Housing Conservation Program has been productive in encouraging maintenance and reducing deteriorated conditions.

Table 1.5B**CONDITION OF HOUSING
1981 VS 1997 RAWLINS**

Condition	1981 % of Units	*1997 % of Units
Good	65.1	48.3
Fair	28.3	44.8
Poor	6.6	6.9

Source: 1981 Master Plan, City of Rawlins Planning Department
1997 Rawlins Housing Characterization Survey

*Note: Used base figure of 2,924

¹⁴Ibid, page 13.

¹⁵Ibid

This table also shows the condition of Rawlins housing for 1981. It is apparent that since 1981, approximately 16.9% of the housing units have lapsed from good to fair condition. This could be due in part to the age of the housing stock, basically built during the 1970's through the 1980's, and the fact that there has been very little new construction of multi-family or affordable single family homes for 14 years.¹⁶

According to Rawlins Housing Characterization Survey 4.6% of the current housing is considered vacant. However, this may be a little tight for a smaller housing market and may lead to vacancies in substandard housing.

To determine the need for additional housing one must first complete an assessment of the current housing, including condition, type, tenure, value, location and vacancy rate then identify needs and determine if there will be an economic and population growth that will drive the market in an upward trend. This is done in a later section.

1.6 Land Ownership

The city, comprising 7.1 square miles is surrounded by large tracts of BLM and land owned by Union Pacific Resources. The County Assessor's office estimates the distribution of current land ownership within the city as follows;

City	100 acres
County	60 acres
City/County	100 acres
State	960 acres*
BLM	500 acres
UPRR	470 acres
Forest Service	15 acres
Private	<u>2,785</u> acres
Total	4,990 acres

* does not include highway right-of-way

1.7 Community Facilities, Personnel and Equipment

The City of Rawlins is continually upgrading and enhancing its community through federal, state, corporate, foundation and city funds. A recently completed project, the renovation of the Union Pacific Railroad Depot, offers the city a community facility while preserving a part of Rawlins' history. In conjunction with this depot an adjacent park will be established improving the aesthetics of downtown Rawlins. The remodeled "Old Post Office" functions as a new city administration building. This restoration was provided through Farm Loan Board funds that were matched with city funds. This building houses the Department of Community Development, Municipal Court, City Attorney, Clerk and Manager.

¹⁶Rawlins Housing Assessment, 1st Edition, March 3, 1997.

The Parks and Recreation Department is in charge of the Family Recreation Center, which was built in 1988, encompassing 42,000 sq. ft. and includes three gymnasiums, three racquetball courts, an indoor shooting range, fitness center, locker rooms, a track, two multi-purpose rooms, daycare and administrative offices. The Parks and Recreation Department maintains seven ball fields, two softball fields, a cemetery and also provides recreational activities for all ages. Additionally, the parks department also maintains a warehouse and shop at the Old State Penitentiary.

The city presently owns seven parks which the department maintains: Washington Park, including restroom facilities, play equipment, picnic areas, pavilion, horseshoe courts and two tennis courts; Bolton Park, including restroom facilities, picnic areas, pavilion and play equipment; Tully Park, containing play equipment and a large covered picnic area; Key Club Park, including play area, picnic area and two tennis courts; Rob Roy Park with play equipment and picnic area; Pocket Park, a small green area with benches located in the downtown area; and Rawlins Springs Park, with a small picnic area and viewing area of Rawlins Springs.

The Parks and Recreation Department also maintains three areas that belong to Carbon County School District #1 through a joint use agreement. These areas are the Old Outlaw Bowl, which has a football/soccer field, restroom, track, bleachers and press box. Also, four outdoor, asphalt tennis courts and eight outdoor asphalt basketball courts at the high school.

As of 1996, the city had started construction of a ball field complex on 30 acres of privately donated land east of the Family Recreation Center. The Parks and Recreation Department's responsibilities have increased dramatically since the 1981 Plan and certainly has the potential to grow further in the future.

Fire protection for the city as well as the rural part of the county is provided by the Rawlins Fire Department, a combined paid professional and volunteer organization that operates two stations. Currently there are six full-time paid engineers who work three shifts, seven days per week, a fire chief and 24 volunteers. As of November 1997, Rawlins received a "Class 4" fire insurance rating indicating a very adequate water supply and fire department services.

Fire Station No. 1 serves as the Fire Service Administration building and includes 9 bays that are manned on a 24 hour basis. This station houses six pieces of fire and rescue apparatus.

Since the 1981 Plan, the Fire Department has added Fire Station No. 2 to better serve the community. This substation has four bays that are manned only at night and helps benefit the south side of Rawlins including the State Penitentiary.

Station No. 2 houses two fire trucks and snow equipment and is used by fire personnel to conduct fire inspections. As of the fall of 1997, the fire department has started to develop a training center located next to this station and the council has set goals to continue this complex. Even with these improvements there is still a need to replace the 1966 American LaFrance pumper, a heavy rescue truck and establish a Hazardous Materials Response Team that could address such spills made along I-80.

The Rawlins Police Department provides protection within the city limits. The department employees include the chief, captain, officers, dispatchers, animal control officers, victim advocates and a secretary that operates in the former city hall. Jail facilities are provided through the county jail. The police department also maintains a yard and building for storage of impounded vehicles along with an animal shelter located near the airport. This shelter is in need of improvement in order to meet increasing demands. Improvements were recently made to the Police Department building to accommodate a new E-911 system console. The department currently has 19 vehicles with seven of these units incurring 80,000 miles or more. Attention needs to be directed towards maintenance and vehicle replacement in order to assure the security force. Making continued improvements will increase the community's public safety.

The Rawlins Public Works Department, consisting of seven operating divisions with a work force of 40-55 people, has an expansive scope of responsibilities entailing water collection, treatment and distribution, sewage collection and treatment, streets and alleys, paving and stripping, snow removal, maintenance of all city vehicles, equipment and buildings, land fill/bale fill and the Rawlins recycling center.¹⁷ Various divisions of this department operate numerous vehicles and heavy equipment that will upkeep 65 miles of streets and maintain 120 miles of water and sewer lines.

Under the direction of the Public Works Director, the street division, with a staff of eight, is responsible for the maintenance and repair of all city streets and alleys. The city has an asphalt hot mix plant used for resurfacing, as well as, maintenance and repair. Most of the city's streets are paved, except for a number of streets, 15 to 20 miles that are without curb and gutter. Upgrading of existing streets is needed to avoid erosion, sedimentation and possibly flooding.

The city landfill is located approximately three miles north of Rawlins on land leased from the Bureau of Land Management (BLM). The location is shown in Figure 1.4.1 on page 12. Solid waste collection is provided by a private contractor. The garbage is baled, placed in an on-site trench and covered with six inches of soil daily.

The city also operates a recycling center through Ark Industries from which the city rents a building and equipment. The center accepts numerous collectibles including aluminum cans, #1 and #2 plastics, glass, newspaper and magazines.

The total enrollment for Carbon County School District #1 is 2,216, with 89% of the students attending schools in the City of Rawlins. Since the 1981 plan, Sunny Side has been eliminated as a elementary school and is being used for post secondary education. This leaves the K-12 students to attend classes in Highland Hills, Mountain View, Pershing, one middle school and a Senior High. As indicated in Table 1.7A below, in 1980, Mountain View's enrollment was at its capacity with Sunny Side exceeding their facility. At that time, it was a general consensus that another elementary school would need to be built, and as such constructed the Highland Hills Elementary School. Today's enrollment figures show a drop in students by 615, allowing sufficient room for a 34% increase in student enrollment in the future, utilizing existing facilities as long as they remain in good repair.

¹⁷Rawlins Housing Assessment, 1st Edition, March 1997, page 23.

Table 1.7A

**RAWLINS PUBLIC SCHOOL ENROLLMENT
1980-81 AND 1996-97**

SCHOOL	1980-81 ENROLLMENT	1996-97 ENROLLMENT	*OPTIMUM ENROLLMENT
<u>Elementary</u>			
Highland Hills	N/A	306	N/A
Mountain View	350	267	350
Pershing	363	201	325
Sunny Side	453	-	380
Middle	604	519	900
High	806	668	1,000
Total	2,576	1,961	2,955

Source: 1981 Master Plan, City of Rawlins Statistical Report Series #2, WY, Department of Education

*Note: Based on 1981 Master Plan

II. GOALS AND POLICIES

2.0 Goals and Policies

The goals and policies of the master plan update examines existing objectives from the 1981 plan and incorporates new circumstances that are occurring in Rawlins today. Based upon this information and upon the intentions for the future of the city, the City Council and Planning Commission have developed the following goals and policies for Rawlins.

These guidelines serve a dual purpose: (1) to guide development of the land use, housing, transportation and public facilities plans; and (2) to assist city policy makers and administrators in the task of interpreting, enforcing and implementing the goals and polices which are developed in this section.

These goals and policies presented include pre-existing policies from the 1981 plan that are still applicable and useful today and include new policies that have evolved. A note should be made to carefully examine the policies on a regular basis to insure a desired result. Amendments and improvements should be made after careful thought and based on the broad trends which the city experiences, but not on an issue by issue basis.

In order to facilitate understanding of these goals and policies, the following definition of terms is provided for the reader:

Goals: A desired objective or end which may ultimately result in the achievement of the kinds of living, working and recreational environments which are desired.

Policy: A governing principle; a means by which to achieve an established goal. Policies prescribe a general course of conduct which lead toward goal achievement.

The presented goals will assist city policy makers and administrators along with the community to venture into the next millennium with proper guidance and direction.

2.1 General Community Goals and Policies

2.1.1 Goal

Develop the City of Rawlins in accordance with the Master Plan and other approved City functional plans.

- A. **Policy** - The Plan for Rawlins shall serve as a decision-making guide for the future public and private development.
- B. **Policy** - All development proposals will be examined for conformity with the Plan; and if not in accordance with the Plan, will be permitted only if it can be adequately demonstrated that the proposal is an improvement to the Plan and is consistent with the purposes and intent thereof.

- C. Policy - All decisions rendered by the City with respect to both public and private development proposals shall be made on the basis of compliance to the Master Plan. In areas where the Plan is silent, proper planning methods and procedures and development standards shall be employed to assure the best possible results within the realm of economic and legal feasibility.
- D. Policy - Land development will be considered in relation to its long range effect upon the City as a whole, rather than short term benefits.
- E. Policy - Developing the community of Rawlins will be accomplished through the Master Plan incorporating a proactive relationship between the Planning Commission and City Council and bridging communications with the community.

2.1.2 Goal

The Master Plan shall provide for balanced urban growth that includes a sound and diversified tax base.

- A. Policy - The City will welcome and encourage development of commercial, industrial and residential uses consistent with the Plan.
- B. Policy - Development will not be permitted to scatter indiscriminately; but will be permitted in areas provided with public sewer and other necessary urban services.
- C. Policy - New development will be required to "pay for itself" relative to the construction of roads and utilities.
- D. Policy - A corresponding increase in supportive services and facilities shall accompany land development or intensification of land use.
- E. Policy - Encourage land development toward the north, south and east.
- F. Policy - Manage urban growth by making developers aware of existing vacant areas within the city.

2.1.3 Goal

Land use allocations shall be controlled so as to defend and enhance the existing natural environmental functions and to retain aesthetic features for the protection of living conditions in the community.

- A. Policy - Preservation of natural environmental features is desirable and as such, natural features shall be used as land planning tools.
- B. Policy - An adequate amount of open space shall be provided for the use and enjoyment of existing and future generations.

- C. Policy - Public recreation sites shall be maintained and developed to the Parks Master Plan.
- D. Policy - Air quality and curb appeal will be improved by the planting of various trees and becoming a "tree city".
- E. Policy - Public and private participation will be involved in city wide beautification efforts.
- F. Policy - Elaborate on entryways into Rawlins that will appeal to travelers and draw them into the community.

2.1.4 Goal

Land development shall occur in compatible, functional arrangements.

- A. Policy - Related and complementary land uses shall be arranged into supportive clusters.
- B. Policy - The detrimental impact of unrelated and noncomplementary land uses shall be minimized through physical separation by roads and by architectural and landscape buffering.
- C. Policy - The development or use of land in a fashion which contributes to the economic, physical or social decline of the community shall be discouraged.
- D. Policy - Throughout the community, differing but supportive types of land uses shall be compatibly arranged in proximity to one another for their mutual benefit.
- E. Policy - Land use allocations shall be made on the basis of overall community need and planning policy.
- F. Policy - Noncomplementary land uses shall be eliminated as it becomes possible in each instance.
- G. Policy - Work with Carbon County to plan and regulate an enhanced buffer zone around Rawlins for future urban growth.

2.1.5 Goal

The community shall be developed as a collection of functional neighborhoods having a common focal area of interest.

- A. **Policy** - A sense of neighborhood identity in each subregion of the City shall be fostered through the arrangement of related land uses and the proper hierarchical layout of the road system.
- B. **Policy** - Neighborhoods shall be bordered but not penetrated by major roads.
- C. **Policy** - Plan development areas for larger parcel development with appropriate development standards which are suitable for semi rural living.

2.2 Residential Goals and Policies

2.2.1 Goal

Preserve the identity and improve the quality and appearance of existing residential areas through enforcement of performance standards in the Zoning Ordinance.

- A. **Policy** - The City shall maintain comprehensive subdivision regulations governing platting procedures, design standards, required improvements and other factors dealing with the proper subdivision of land.
- B. **Policy** - In order to perform their intended function, ordinances shall be continuously reviewed and amended to meet changing needs.
- C. **Policy** - Nuisances such as smoke, noise, dust, litter, vibrations, soil erosion and others shall be controlled by performance standards in the zoning regulations and other codes and ordinances as necessary.
- D. **Policy** - Improve appearance of neighborhoods through neighborhood zoning and nuisance enforcement that will continually monitor areas for lack of compliance.

2.2.2 Goal

All residential developments shall be located to insure the best use of the land and compatibility with adjacent developments.

- A. **Policy** - The City shall not discriminate between existing and future residential developments in the provision of public services.
- B. **Policy** - Residential development shall be according to well-conceived plans that relate to the area, adjacent developments and suitability of the land.

- C. Policy - The City shall review all development proposals with consideration as to the need for newly platted land for residential development so as not to restrict orderly community growth.

2.2.3 Goal

The Master Plan shall recognize the various needs and desires of the total population and shall provide for diversity and compatibility in living environments.

- A. Policy - All types of housing will be permitted provided each is properly located and the site plans and structural quality are in compliance with the applicable standards.
- B. Policy - Apartment structures should be located adjacent to or very near a major thoroughfare so as not to introduce excessive vehicular traffic onto minor residential streets.
- C. Policy - Apartment buildings shall be located in close proximity to permanent public or private open space such as parks, playgrounds, schools and similar uses.
- D. Policy - The development of alternative forms of housing such as townhouses and condominiums shall be supported in addition to single-family detached homes.
- E. Policy - Update zoning regulations to manage manufactured home usage in residential areas.
- F. Policy - Encourage the development of new housing units in an effort to establish a more permanent housing stock.
- G. Policy - Continue the city operated housing rehabilitation program as long as funding is available.
- H. Policy - Encourage development of assisted housing units for the elderly.

2.3 Commercial Goals and Policies

2.3.1 Goal

Promote and maintain balanced commercial activity that is viable and responsive to the needs of the community and surrounding areas.

- A. Policy - The City shall work with commercial developers in creating site plans with emphasis on efficient ingress and egress, parking areas and landscaping.

- B. Policy - The location of new commercial areas shall take into consideration the neighborhood, land use and circulation patterns.
- C. Policy - Joint utilization of parking areas shall be promoted.

2.4 Industrial Goals and Policies

2.4.1 Goal

Industrial development shall be encouraged to provide a broad base of diversified employment and to develop an acceptable community environment.

- A. Policy - Sufficient land suitable for industrial development in the City shall be designated to preserve it for said use and to avoid needless harm to homes which might develop in potential development areas.
- B. Policy - Land use by industry is entitled to protection against residential encroachment just as land zones for residential use is protected against the ill effects of proximity to industry.
- C. Policy - Performance standards will be utilized to judge industrial proposals.
- D. Policy - The City shall work with industrial developers to insure that industrial development is a community asset.
- E. Policy - Locate industrial areas so that they have easy access to major roads. Industrial traffic shall not use local residential streets.
- F. Policy - Industrial uses shall be designed to provide adequate off-street parking, loading and maneuvering areas for cars and trucks.
- G. Policy - Zones of transition shall be located between areas of heavy industry and commercial or residential use.
- H. Policy - Increase development related to Interstate 80 that would contribute increased revenue to the Rawlins community.

2.5 Transportation Goals and Policies

2.5.1 Goal

Accommodate all modes of movement.

- A. Policy - City transportation planning shall be coordinated with the plans of the Federal, State and County Governments.

- B. Policy - The various modes of transportation shall be recognized as essential elements of a unified system and shall be developed in a comprehensive and related manner.
- C. Policy - The City shall continually assess the need for public transit services to existing and future activity areas. The City shall support public transit in the form and to the extent a need is demonstrated.
- D. Policy - Support proper maintenance and service of the municipal airport.

2.5.2 Goal

All modes of transportation should be safe, quick and convenient.

- A. Policy - Safe and convenient pedestrian and bicycle trails shall be established to link the City's parks and open space systems and to provide access to schools, as well as municipal and commercial service centers.
- B. Policy - Hazardous intersections shall be redesigned to improve their safety.
- C. Policy - Request WYDOT to enhance the viaduct over I-80 for pedestrian traffic on Higley Blvd.

2.5.3 Goal

Continue to develop a transportation system that allows easy access to all destinations within the community without disrupting residential neighborhoods.

- A. Policy - New streets shall be compatible with the neighborhood and adapted as much as possible with the landscape.
- B. Policy - All streets shall be scaled to their planned function.
- C. Policy - A current major street plan shall be developed and maintained to accommodate the future needs of the City, but premature access roads shall not be provided in conflict with the Master Plan.
- D. Policy - Through the development review process, site plans shall be inspected for conformance with the following transportation design guidelines:
 1. Direct access from property to arterial streets shall be limited or prevented whenever feasible.
 2. Access to and from commercial-industrial concentrations or residential subdivisions shall be designed to minimize interference with the flow of traffic on the collector or arterial roads.

3. New developments shall provide adequate off-street parking for their projected needs.
4. The amount of parking area required shall be minimized by encouraging the joint use of facilities among owners and by grouping lots in functional clusters.
5. Where commercial development is allowed along arterials, access to such development shall only be via frontage roads, designed and improved, at the expense of the developer.

E. Policy - Pursue the feasibility of completing Higley Boulevard, as an east bypass.

2.5.4 Goal

Schedule the development of the overall system according to the resources of the City.

A. Policy - The development and maintenance of the transportation system shall be scheduled through a Capital Improvements Program.

2.6 Parks and Recreation Goals and Policies

2.6.1 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 formulation 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.

2.7 Community Facilities and Services Goals and Policies

2.7.1 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 higher education classes.
- H. Policy - Develop a multi-use facility downtown that would compliment the existing Jeffrey Center.

III. DEVELOPMENT PLANS

3.1 Land Use Plan - Introduction

The updated land use plan provides a new assessment of residential, industrial and commercial land use needs based on the updated population forecast. Certain development constraints from the 1981 plan have remained the same. The most economical path of growth for Rawlins is still towards the northeast and southeast because of water and sewer availability as well as favorable terrain and fewer natural constraints to growth. What has changed since that time, is the magnitude of growth as well as the market demand for various land uses. In addition redevelopment of the downtown area has been begun under a separate, more specific neighborhood plan and this has worked well. Potential future redevelopment of other neighborhoods such as the West Spruce commercial corridor or the historic neighborhood around the Frontier Penitentiary may also occur in the future. However, such efforts should be completed under a specific neighborhood plan developed at the time that redevelopment is to occur. This approach has worked well for the community in the past. Thus, this plan update deals only with the interface of vacant and partially developed property on the fringes of the community where new development is most likely to occur. In conjunction with this type of growth management approach, plans must include a compatible mixture of land uses as well as utility and transportation infrastructure to support it. In addition, movement or creation of new employment such as construction of the second penitentiary south of Rawlins must be considered.

The balance of this section relates to the changes which have occurred and the presentation of a new development plan for the community which is fully integrated with the old plan. Where the plan update is silent, the original plan remains viable and should be consulted. This applies to the majority of the built environment in the existing city. The plan update addresses the requirements of new growth which may occur through the year 2020 or longer. It contains ample room for market choice and competition without over planning the community. It is intended to indicate a pattern of growth which is efficient and desirable. It is not meant to be final authority but merely a guideline. However, it should be remembered that while each land use decision is incremental and may be, in itself, appear inconsequential, the cumulative pattern of decisions may significantly alter the character of the community in the future. Thus the land use plan can and does act as a foundation to prevent indiscriminate, haphazard or inefficient development.

3.1.1 Land Demand Forecast

The 1981 plan is based on a development intensity which is much greater than what is foreseen in this plan update. Ultimate population levels for the city in the 1981 plan ranged from a low of 25,000 to a high over 41,000. Likewise, household sizes and housing densities were also presumed to be quite high with a minimum of 2.4 persons per household in the category of high density residential up to 3.2 persons per household in very low density residential. In the 1990 Census Rawlins average household size was approximately 2.6 persons.

In the 1981 plan residential density ranged from a low of 2.4 dwellings per acre in very low

density residential to a high of 8 to 20 units per acre in high density residential. Low density which includes the majority of single family neighborhoods was to be developed at 2.5 to 5 units per acre growth which is quite dense. The resulting plan estimated total residential land demand at 1,577 acres additional at full build-out, with average densities ranging from 5.7 to 9.3 units per acre.

Based on the new population forecast, as well as more up to date market demand, this plan provides a much less intense development scenario. Table 3.1.1A and B provides an estimate of future household demand based on the updated forecast in Section I.

Table 3.1.1A **City of Rawlins**
Estimate of Potential Future
Household Demand 1990-2020

YEAR	POPULATION		AVERAGE HOUSEHOLD SIZE	TOTAL NUMBER OF HOUSEHOLDS
1990	8,642*		2.63	3,280 (base)
2000	Low	8,706**	2.6	3,348**
	Moderate	9,205		3,540
	High	9,533		3,666
2010	Low	9,575	2.5	3,830***
	Moderate	10,283		4,113
	High	11,465		4,586
2020	Low	10,509	2.5	4,203
	Moderate	11,923		4,769
	High	13,742		5,496

* Includes only non-institutional population.

** All projections include an assumed adjustment of 1,100 for the projected inmate population.

*** All projections are cumulative from the previous decade.

Table 3.1.1B **Summary of Household Demand**

Total Demand Formula (population ÷ average household size) - 1990 base households = net increase	Households		
	Net Increase	Low	High
	1990-2000	68	386
	2000-2010	550	1,306
	2010-2020	923	2,126

This demand is calculated in a range of 923 to 2,126 additional households by the year 2020. This would result in an ultimate average housing demand of 30 to 70 additional housing units annually over the planning period.

Utilizing this general demand range it is important to designate an appropriately large residential growth area in the land use plan which can accommodate the highest range of growth expected as well as additional area to promote a healthy choice of housing types and land availability.

Housing market demand is difficult to predict, however, it is assumed that the majority of development will be medium or high density development due to development cost factors versus income distribution in the economy. Low density and very low density development will represent a much smaller portion of the market. These later areas will, however, consume large acreage versus the amount of population they absorb.

In addition, average household size will fluctuate between various densities. Generally high density development and very low density has smaller average household size while medium density contains the highest. Table 3.1.1C summarizes the assumed density and household factors utilized in the demand calculations.

Table 3.1.1C **Projected Density Factors**
Rawlins, Wyoming 1990-2020

Residential Density Classification	Average Units Per Acre	Population Distribution	Average Household Size - P/PH
High	8.0	45%	2.3
Medium	3.0	48%	2.6
Low	.9	5%	2.2
Very Low	.2	2%	2.1

Table 3.1.1D portrays the final land demand calculation upon which the proposed development plan is based. In each decade period, a low, moderate and high range calculation is made for each density type as well as an estimate of dwelling units and population to be absorbed.

As in Table 3.1.1A these calculations are based on a population level which is lower than the forecasted population because of a reduction for the inmate population. This population is counted as part of the overall city population but does not enter into the household calculations. For the planning period this population adjustment is assumed to be 1,100 persons.

Table 3.1.1.D

Rawlins Residential Land Demand Forecast
1990-2020

YEAR 2000											
LOW POPULATION				MODERATE POPULATION				HIGH POPULATION			
Total Population		8,706		9,205		9,533		Total Population		9,533	
Net Change		64		563		891		Net Change		891	
Density Type	Pop	Units	Acres	Pop	Units	Acres	Pop	Units	Acres	Pop	Units
HD	29	12.5	1.6	253	110.2	13.8	401	174.3	21.8	401	174.3
MD	31	11.8	3.9	270	103.9	34.6	428	164.5	54.8	428	164.5
LD	3	1.5	1.6	28	12.8	14.2	45	20.3	22.5	45	20.3
VLD	1	0.6	3.0	11	5.4	26.8	18	8.5	42.4	18	8.5
Total	64	26.4	10.2	563	232.2	89.4	891	367.6	141.6	891	367.6
YEAR 2010											
Total Population		9,575		10,283		11,465		Total Population		11,465	
Net Change		933		1,641		2,823		Net Change		2,823	
Density Type	Pop	Units	Acres	Pop	Units	Acres	Pop	Units	Acres	Pop	Units
HD	420	182.5	22.8	738	321.1	40.1	1,270	552.3	69.0	1,270	552.3
MD	448	172.2	57.4	788	303.0	101.0	1,355	521.2	173.7	1,355	521.2
LD	47	21.2	23.6	82	37.3	41.4	141	64.2	71.3	141	64.2
VLD	19	8.9	44.4	33	15.6	78.1	56	26.9	134.4	56	26.9
Total	933	384.9	148.2	1,641	676.9	260.7	2,833	1,164.5	448.5	2,833	1,164.5
YEAR 2020											
Total Population		10,509		11,923		13,742		Total Population		13,742	
Net Change		1,867		3,281		5,100		Net Change		5,100	
Density Type	Pop	Units	Acres	Pop	Units	Acres	Pop	Units	Acres	Pop	Units
HD	840	365.3	45.7	1,476	641.9	80.2	2,295	997.8	124.7	2,295	997.8
MD	896	344.7	114.9	1,575	605.7	201.9	2,448	941.5	313.8	2,448	941.5
LD	93	42.4	47.1	164	74.6	82.9	255	115.9	128.8	255	115.9
VLD	37	17.8	88.9	66	31.2	156.2	102	48.6	242.9	102	48.6
Total	1,867	770.2	296.6	3,281	1,353.5	521.2	5,100	2,103.8	810.2	5,100	2,103.8

Based on this analysis residential land demand is forecast to require 770 to 2,104 residential units by the end of the planning period in 2020. This would result in consumption of 297 to 810 acres for residential development by 2020. In the next section the development plan for meeting this demand is presented.

3.1.2 Future Land Use Plan

Figure 3.1.2 illustrates the Future Land Use Plan for the Rawlins Urban Planning Area. The total recommended planning area covers 28 square miles or approximately 17,920 acres. The current area of the incorporated city is 7.1 square miles or about 4,544 acres.

In concept the updated land use plan is similar to the 1981 plan in terms of growth direction and pattern. However, it also differs from that plan in several important respects. These can be summarized as follows:

- 1.) The scope and intensity of proposed residential development is much less than the 1981 plan and is in closer harmony with the historical development pattern in Rawlins.
- 2.) Commercial development areas around the south interchange of I-80 have been enlarged considerably to accommodate expected expansion of Interstate oriented business such as motels, restaurants and other support businesses. This reflects a process which was begun after the 1981 plan was amended for the establishment of a major truck stop and motel in the area.
- 3.) Market desire for areas which can provide viable "ranchette" development were also included in this plan. All three areas shown on the map can easily be served by city water (a key to successful large parcel development). These areas are all located in scenic areas but are buffered from other residential development.
- 4.) Park and public land dedication is smaller and more compact than in the 1981 plan in keeping with the city's desire to closely control expansion of the current park system without corresponding increases in revenue for maintenance.
- 5.) Commercial areas in the northeast development area have been considerably decreased in scope, to a size commensurate with neighborhood services only. This will strengthen the existing business districts in the older portions of the city.
- 6.) The areas designated as open space have been confined to "view sheds" such as the south slopes of Rawlins Peak and the north slope of "R" hill. Other areas have been designated as Ranching, Agricultural and Mining (RAM) to fit with likely county zoning of these areas.
- 7.) An expansion area for the Wyoming State Penitentiary has also been shown to the east. This will accommodate further expansion of the facility beyond the current expansion as this facility becomes an even more important component of the city's economic base.

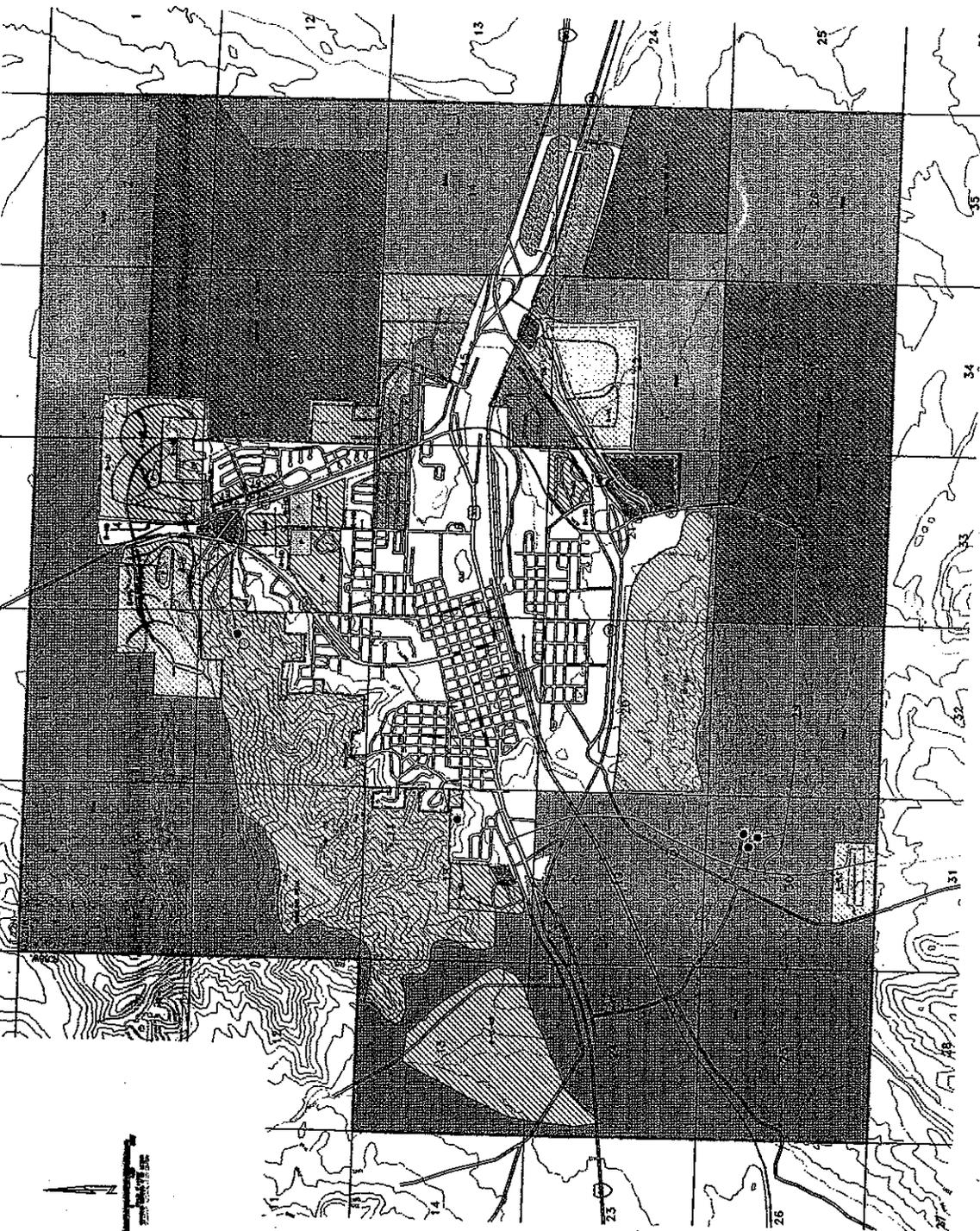


FIGURE 3.1.2 CITY OF RAWLINS, WYOMING - FUTURE LAND USE PLAN

SYMBOLS	
	URBAN PLANNING BOUNDARY
	CITY LIMITS - EXISTING 1988
	PROPOSED COLLECTOR STREET
RESIDENTIAL	
	VERY LOW DENSITY 1.5 - 2.0 UNITS PER ACRE OR R-VL
	LOW DENSITY 2.5 - 4.0 UNITS PER ACRE OR R-LD
	MEDIUM DENSITY 4.5 - 6.0 UNITS PER ACRE OR R-MD
	HIGH DENSITY 6.5 - 10.0 UNITS PER ACRE OR R-HD
COMMERCIAL	
	COMMERCIAL OFFICE OR BUSINESS
	INDUSTRIAL (LIMITED TO LIGHT)
OPEN SPACE	
	AGRICULTURE (RESERVE USE)
	OPEN SPACE (TO BE DETERMINED)
EXISTING USES	
	CLU COMMITTED LAND USES (BASED ON LOCAL ORDINANCE)
	R-VL VERY LOW DENSITY (NO RESERVES)
	R-MD MEDIUM DENSITY (NO RESERVES)
	R-HD HIGH DENSITY (NO RESERVES)
	INTENSIVE AGRICULTURE (NO RESERVES, COVERED INTEREST)
	COMMITTED INSTITUTION USE (MAY BE ADJ.)
	PUBLIC AND SEMI PUBLIC
	PARKS AND RECREATION (MAY BE ADJ.)
	OTHER PUBLIC (MAY BE ADJ.)

Table 3.1.2 shows the residential land use allocations of the updated plan in relation to the maximum projected demand calculated in the previous section.

Table 3.1.2
Future Land Use Plan
Residential Land Use Allocations

Category	Maximum Demand Calculation	Plan Acreage	% of Demand	Dwelling Units	POP
R-HD	125	139	111%	1,112	2,891
R-MD	314	342	108%	1,026	2,667
R-LD	129	131	101%	118	260
R-VLD	243	515	211%	103	216
Total	811	1,127	139%	2,359	6,034

Based on the allocation shown, this plan would easily accommodate the high growth scenario with a city wide household population of up to 15,000 persons and a 150% increase in the number of households over 1990.

The large allocation of very low density acreage is unlikely to be achieved in the current market and will act as an "urban reserve" if additional, higher density development area is needed. For example, if an additional 200 acres in this category were utilized instead as medium density because of changing market demand, this could provide an additional 600 dwellings accommodating an additional population of over 1,500. Under high density development 200 acres could provide for 1,600 dwellings and accommodate 3,500 in additional population. The very low density residential areas are all located such that full utility development is possible under a higher demand scenario. Thus this plan is flexible enough to accommodate almost any residential development scenario which the city might face in the next 30 years.

In keeping with the economic forecast which calls for modest growth over the next 25 years, industrial and commercial land use areas have been decreased slightly from 1981. There is considerable opportunity for redevelopment, infill and more intensive utilization of existing commercial and industrial property throughout the city. By keeping this type of development compact and concentrated, a more efficient and economical development pattern may be achieved for this type of property. The allocation of large new areas of commercial and industrial would undoubtedly work against this goal.

In total there is 617 acres of industrial designated by the plan of which only about 40% is currently developed. In the 1981 plan about 884 acres were designated as industrial. There are, however, significant large areas zoned industrial within the city in the existing developed area. Many of these areas are, however, raw land along the railroad with poor access to both transportation and utilities. These lands are not likely to contribute significantly to the future development of the city's industrial base, but are appropriately designated because of their proximity to the Union Pacific main line and

lack of suitability for other uses. The combination of planned areas and existing zoned areas is more than sufficient to meet current and future industrial needs.

Additional commercial areas consisting of about 140 acres are designated at key areas near the east and south interchanges as well as two small areas in the northeast and one near the hospital. Again considerable opportunity for redevelopment and infill exists in the developed portions of the city. By decreasing outlying commercial areas to only those needed to serve specific market niches, the existing areas will be strengthened. The combination of newly designated areas and existing zoned commercial areas is more than sufficient to serve the future needs of the community for the foreseeable future.

3.2 Transportation Plan

The purpose of this section is to continue development of the transportation plan. The 1981 Master Plan provides the particulars of the transportation system including identification of functional classification of existing streets, development of design standards for each classification and a projection of the traffic volumes on the major segments of the system. This update will address the continued development of the Transportation Plan incorporating its goals and to continue development of this system which allows easy access to all destinations within the community in conjunction with the resources of the city.

Transportation improvements since the adoption of the 1981 plan consist of removal of median strips from three blocks of Cedar Street improving traffic flow and the Wyoming Department of Transportation's (DOT) completions of the West Spruce Street project along with the reconstruction of East Cedar Street from the Airport Road to Third Street.

The development of Higley Boulevard, as was originally foreseen in the 1981 plan, from U.S. 287 bypass to the I-80 interchange would improve future north-south traffic flows and accommodate northerly traveling vehicles with an easier access to the commercial districts of the city. Further expansion of the Wyoming State Penitentiary in the southeast portion of the city and expected expansion of new housing in the northeast portion of the city will increase the need for expanded and enhanced access. This would also be well served by construction of Higley. The project should be restudied and consideration given to completion during the next planning period.

It has also been identified that there is a need to expand the Colorado/Washington Street underpass with a second tube. This will relieve traffic congestion between the north and south side of the city while alleviating safety issues caused by a narrow ingress-egress situation.

3.3 Sewer and Water

In this section of the update the plan presents future demands that will be placed on the sewer and water system. This will serve as a guide for changes that will be needed to meet future growth and will also insure adequate water and sewer for the future growth areas of the community.

3.3.1. Sanitary Sewer

Since 1981 Rawlins has constructed a waste water treatment plant bringing the city into compliance

with the U.S. Environmental Protection Agency (EPA). This plant is designed to treat 2.8 million gallons per day (mgd) and has a peak sewage flow at 160 gallons daily per capita.¹⁸

The average daily summer waste water treatment for 1996 was 1.5 mgd, which relates to a little more than 50% capacity usage.¹⁹ The Master Plan scenario for future waste water treatment was based on a higher population than what actually did occur. This plan forecasted the population at 19,511 for the year 1990. Therefore, the assumption used for the development of the 1981 sewer system plan has become obsolete.

At present, the treatment plan can easily accommodate Rawlins population. Based on the Housing Survey completed in the fall of 1997, the current plant can treat an additional 3,430 households which would facilitate over 18,000 people. Based on WLC population projections for the year 2020, Rawlins population should range between 11,609 to 14,842. These numbers fall well within the current plant capacity. The only additions needed to the system will be extensions of trunk sewer mains to serve new development areas shown in the Future Land Use Plan.

3.3.2 Domestic Water System

The same basic assumptions that were in effect for the sewage system were also utilized for the water plan, making these assumptions outdated.

In 1989, Rawlins replaced the old wood stave pipeline and installed a new steel pipeline, delivering municipal water from the Springs in the upper Sage Creek Basin and the Nugget Aquifer Wellfield.

Rawlins' water demands during the summer months can exceed the available supply of water from Sage Creek Basin and Nugget Wellfield. As a result of this deficiency, water is taken from the storage reservoirs of Peaking and Atlantic Rim. However, the quality of water can be poor at times, which causes a taste and odor problems. The water treatment facility consists of four diatomaceous earth filters which have a combined capacity of 8 mgd.²⁰ The plant was designed for expansion to 12 mgd by adding two (2) filters.²¹ Additional improvements to the water treatment plant should be under taken in order to correct the taste and odor that can, at times, be found when using the reservoirs.

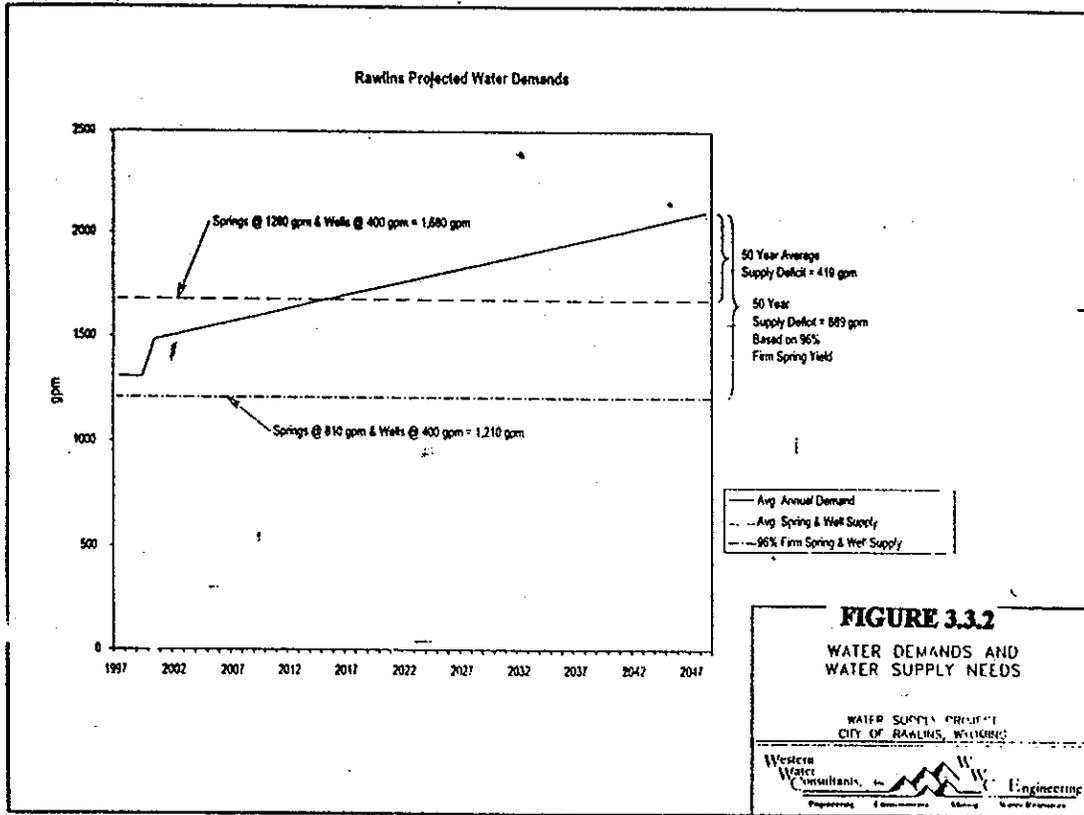
¹⁸Rawlins Housing Assessment, 1st Edition, March 1997, page 24

¹⁹Ibid

²⁰Western Water Consultants, Inc., City of Rawlins Water Supply Project, Phase 1 Report, October 2, 1997, page 27.

²¹Ibid

While the treatment plant is capable of treating water during the planning period, the Springs and wells could reach deficit proportions by the year 2015.²² Figure 3.3.2 illustrates the water supply needs for a 50 year planning period.



²²Western Water Consultants, Inc. City of Rawlins Water Supply Project, Phase I Report, Oct. 2, 1997.

By looking at the average Spring (1280 gpm) and the well (400 gpm) supply, one can conclude that Rawlins will be faced with a water deficit in approximately 18 years. The increase in water demand around the year 2000 is adjusted to accommodate the WSP expansion. As shown, the existing supplies cannot meet future needs and at present has difficulty meeting supply needs when spring productions are low.

Therefore, an analysis of alternatives which includes the North Platte River pipeline, Sage Creek Springs expansion and Nugget wellfield improvements, will need to be made in order to continue development of water supply for the City of Rawlins. By implementing the options listed in the Water Supply Project and their project cost estimates, Rawlins will be able to determine which alternative will be most feasible. As is true with sewer, new growth areas will also necessitate expansion of in-town storage and extension of trunk mains, especially in the northeast portion of the community.

3.4 Community Facilities Plan

This portion of the plan addresses any additional requirements for community facilities involving city government, police protection, fire protection and parks and recreation. Presently, there have been numerous improvements to these areas since the 1981 plan. Rawlins will continue on a regular basis to address community needs for future enhancement of these facilities and proceed to make essential adjustments as needed.

3.4.1 City Government

As of 1993, Rawlins remodeled The Old Post Office to house the new City Administration building located at 6th and Cedar Street. The facility was located in the downtown area, which followed the guidelines set by the 1981 Development Plan for city government's location. Presently, the building is quite adequate for the efficient operations of the city government, but may require further updating in the future.

3.4.2 Police Protection

The Old City Hall now houses the Rawlins Police Department. The building has been remodeled to accommodate a new E-911 system console, and jail facilities are still provided by the county jail. Improvements are needed on the animal shelter located near the Airport Road and a vehicle replacement plan may need to be implemented to update police vehicles. Rawlins will need to monitor and assess these present needs and decide to what extent any additional improvements are needed in the future.

3.4.3 Fire Protection

Since the 1981 Master Plan, the Fire Department has added Fire Station No. 2, located on the south side of Rawlins. Both stations together can cover community fire protection needs and have been rated "class 4", indicating very adequate water supply and fire department services. Continuous improvements of old equipment and establishing a Hazardous Materials Response Team will only improve the community fire protection. Building the extension of Higley Boulevard could enhance fire

protection in the northeast portion of the city by integrating the full fire protection capabilities of the department with better access to the southside station.

3.4.4 Parks and Recreation

The city has constructed a Family Recreation Center, built in 1988, as had been recommended in the 1981 plan. In addition to the center, construction has started on the Rawlins Memorial Sports Complex. The Parks and Recreation department oversees several parks within the community and provides approximately 200 recreational activities throughout the year. A joint use agreement between School District One and the department should be continued, eliminating any unnecessary duplication of facilities. The department has been involved with beautification plans for the city and has completed two greenbelt areas, one on West Spruce Street and the other on East Cedar Street.

This department has numerous responsibilities and as such, needs to concentrate on current activities and expand or improve its facilities only as needed in conjunction with expansion of the city's capability to pay for additional maintenance.

IV. IMPLEMENTATION STRATEGIES

4.0 Introduction

Rawlins has been quite successful in implementing its planning program from the 1981 plan. This is in spite of a dramatically altered economic scenario for the community since that time. In addition it has accomplished many community improvements not foreseen at the time the plan was adopted. This includes major improvements to the water supply system, both in town and in treatment and storage, dramatic progress in revitalizing its historic downtown area, acquisition of the Frontier Penitentiary, construction of a new indoor recreation center, improvement to arterial streets, and many smaller improvement projects to neighborhood streets, water lines, sewer lines and drainage. The city has operated a successful housing rehabilitation program since 1984 and is continuing to provide for low income housing needs through recent approval for construction of additional subsidized housing in the community.

The foundations for a continued healthy community have been laid by previous planning and commitment of local officials. Further implementation of this plan should follow the pattern of forward thinking management which has marked the last 18 years under the old plan. This implementation program is therefore an extension of the previous plan and should be viewed as continuing from the 1981 plan.

4.1 Growth Management

As in 1981, this plan is primarily a growth management plan for the development of Rawlins. Under a reasonable range of population and economic forecasting the land use plan will accommodate expected growth for well beyond the planning period of 2020. However, as in 1981, care must be exercised in prematurely extending public infrastructure or subsidizing the extension of city maintained improvements except where there is a clear economic benefit to the taxpayer of the city. In addition rural growth should be designed and developed to maintain self-sufficiency throughout its life in order to prevent future costs to the taxpayer if such development fails. Based on these assumptions the following growth management principles should apply to the Rawlins Urban Planning Area:

Growth Management Principles

- 1.) Infrastructure shall only be extended at the cost of the developer. Growth shall pay for itself unless there is clear economic justification for public expenditure in development projects.
- 2.) Each development proposal shall continue to undergo complete evaluation for appropriateness, suitability and adequate design.
- 3.) Development shall remain compact and in proximity to services.
- 4.) Development shall be built to city standards and at an economical density for services if it is to be annexed and provided with full city services.
- 5.) Semi-rural, "ranchette" development may be served by city water only, provided it meets specified design criteria and is in conformance with the land use plan in terms of

density and location. Such development shall not be eligible for annexation without first meeting all development standards of the city. Water service may be provided at different user rates and fees as specified in state statutes and city policy.

- 6.) Commercial and industrial development shall be located and designed to be compatible with adjoining residential development and the land use plan.
- 7.) The city shall continue to seek funding and develop its capital facilities in an orderly and planned manner according to a multi year program.
- 8.) The future redevelopment of existing neighborhoods and commercial areas shall be conducted according to established neighborhood plans in the same manner in which downtown revitalization has occurred.

4.2 Intergovernmental Coordination

The 1981 plan included a plan for development of areas adjacent to but not yet incorporated into the city. It also included areas such as the Cherokee Ranch west of Rawlins which were not intended to be annexed to the city. The plan was adopted by the city and concurred to by the Carbon County Commission as required by Wyoming State Statute. This plan is intended to strengthen the basis of cooperation between the city and county by establishing an Urban Planning Boundary around the City of Rawlins to provide a development buffer and common land use plan for the area around the city. By readopting the plan and entering into a growth management agreement between the City of Rawlins and Carbon County the coordinated development of the urban fringe area will be assured. The county should zone all underdeveloped lands outside the city limits as RAM or other appropriate designation compatible with the land use plan for the Urban Planning Area.

Subdivisions approved within one mile of the city limits should also conform with the land use plan in density and design so that they may be annexed and or serviced by the city as appropriate. Rural or semi rural development should also conform to city standards so that at minimum the city can furnish water. Lands outside the Rawlins Urban Planning Area shall be developed as the county deems appropriate without direct input from the city.

Other intergovernmental coordination will include close working relationships between the City of Rawlins and School District Number One, Federal Agencies, especially the Bureau of Land Management and the State of Wyoming. All of these entities are significant property owners within and around the city and provide services within the urban planning area.

4.3 Regulatory Recommendations

The zoning, subdivision and mobile home park ordinances as well as adopted building and nuisance codes are all important tools for implementing the goals and policies of the master plan. These ordinances and codes should be kept up to date and revised as necessary to support the implementation program. In particular the following recommendations are made:

- 1.) Zoning regulations should continue to specify residential densities which are generally

in conformance with the plan.

- 2.) Performance standards should ultimately provide for common development standards such that all development performs equally and does not become a burden to current or future taxpayers.
- 3.) In those areas where natural hazards or constraints exist such as flood plains, steep slopes, expansive soils etc., regulation should prevent non-compatible development from occurring.
- 4.) Land use regulations should be kept current with changing market demands and conditions such that the regulations do not unduly or unnecessarily hamper the residential, commercial or industrial development of the city.
- 5.) In keeping with number 4, zoning and subdivision regulations should be updated to allow for very low density, semi rural development which is compatible with proximity to the city. Commonly referred to as "Ranchettes", such development when properly designed and with adequate services can fulfill a niche in the housing market which is currently in demand. Standards which frequently lead to successful very low density developments are as follows:
 - a.) Availability of public or community water;
 - b.) Placing limits on numbers and type of livestock;
 - c.) Controlling density and lot splits. Generally lot sizes of 5 to 40 acres are most desirable;
 - d.) Providing limitations on business uses and storage of vehicles or junk on properties;
 - e.) Provision of legal access via platted streets. These streets are developed as either a rural, paved, cross section or upgraded gravel roads with improved drainage and driveway accesses. Such a road should be maintained by a homeowners association;
 - f.) Provide for minimum aesthetic or architectural standards for residential and accessory buildings;
 - g.) Require manufactured housing to be on a foundation and meet the same siting standards as stick built construction;
 - h.) Require the developer to install perimeter fencing around each parcel;
 - i.) Require percolation testing and proper design of individual waste water systems or septic tanks.

4.4 Capital Improvements Program

In the 1981 plan a generic discussion about how to establish a capital improvements plan was included. Since that time the City of Rawlins has developed more sophistication in both planning and implementing capital improvement projects. The city has been successful in accomplishing many major facility upgrades and in building new facilities. Examples include complete replacement of the Sage Creek Pipeline, construction of a new water treatment plant, construction of a new waste water plant, construction of a new family recreation center, construction of a new fire station and myriad of other large and small projects. At this stage it seems more important to simply state that a programmed approach to capital facilities development will continue.

However, the land use plan does highlight some specific long range capital priorities which will need to be pursued to fully implement the plan. In this section these are again highlighted in one place so that they can be appropriately addressed:

Transportation

- 1.) Construction of Higley Boulevard connecting U.S. 287 and the south interchange of I-80 should be reevaluated and reconsidered for funding. The link will become more important to connect the major residential growth area in the northeast to the expanding employment at the State Penitentiary. It would also be important to linking the growing commercial development at this interchange with the rest of the community.
- 2.) A second tube should be considered at the Washington Street under pass to improve egress and ingress to the south side residential neighborhood.
- 3.) Improved signage directing traffic from the south interchange to downtown should be considered.

Water

- 1.) The 1997 water supply study outlines additional treatment supply and storage needed to improve water quality currently and as the population grows.
- 2.) Additional water trunk lines and storage will be necessary in the northeast development area as this sector develops. Further trunk development will also be needed in the southeast development area east of Rip Griffins. Future development in both areas should be sized to accommodate future as well as current development.

Community Facilities

- 1.) Expansion of Highland Hills School would ultimately be needed to accommodate the larger population as this area continues to develop. There may even be a need for a second school in this area someday.

- 2.) This plan calls for the establishment of two additional parks in the northeast area as this area develops. This should be undertaken only when city revenues and/or population increases warrant. However, provision should be made for land dedication as this area develops.

- 3.) A need has been expressed for a multi use facility of a clear span nature for trade shows, meetings and conventions. This facility should not duplicate the capacity of the Jeffrey Center but complement it. A location downtown, near the Jeffrey Center would also be desirable. There are several potential redevelopment blocks downtown where this could take place such as the location of the now vacant Ferris Hotel.