



2015 Grow Worland Community Comprehensive Plan



*Prepared by:
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Ratified by Worland City Council on June 16, 2015*



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Executive Summary

This Community Development Comprehensive Plan describes the City of Worland's vision for the long-term future of the community. It provides guidance for community decision-making, and establishes goals and strategies to achieve the community's vision. It also provides a blueprint for how and where development should occur in the City of Worland.

The Comprehensive Plan is also important for other local residents who will gain a sense of the direction of future community development, as well as the potential opportunities associated

"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."

with being part of the Worland community. The Comprehensive Plan identifies community issues and priorities that were obtained from community leaders and community residents during 2014. Recommendations are presented in the Comprehensive Plan that address lifestyle considerations of local residents. Such recommendations include the future type and location of commercial services, community and public facilities, vehicular and pedestrian circulation, and recreational opportunities.

The City of Worland recognizes that the future growth of Worland is dependent upon future investments and related development activities by residents of Worland, Washakie County, and other stakeholders outside of Washakie County. For this reason, the Comprehensive Plan is also intended to serve as a guide to potential investors. The type and location of specific investment opportunities are identified to encourage a variety of residential, commercial, and industrial development opportunities.

The Comprehensive Plan provides some general indication of future infrastructure requirements. This is essential to the City and potential developers. The Comprehensive Plan provides a forecast of anticipated demands for water consumption and wastewater generation, a general layout of future vehicular circulation, as well as general recommendations and criteria concerning how such improvements can be achieved.

In the process of developing this Comprehensive Plan, several key steps were undertaken. Objective demographic and economic data was reviewed and compiled in order to develop a comprehensive profile of the City. Information was gathered from community leaders and local residents concerning community background, current land use issues, and regional economic trends. Existing utility infrastructure was evaluated for future capacity. Larger private landowners who own property within the City and/or adjoining the City were contacted. A community input process was emphasized to ensure that the City of Worland's citizens

effectively guide decisions. For a list of those Worland residents and stakeholders who were consulted during the preparation of this Plan, please see Appendix C.

According to W.S. §15-1-503(a), "The (planning) commission, after holding public hearings, shall adopt and certify to the governing body a master plan for the physical development of the municipality." This responsibility is the only non-advisory power of a municipal planning commission. Following its review and public hearings on the document, the Worland Board of Adjustment and Planning Commission (BAPC), certifies the plan to the City Council for its final ratification.

PREVIOUS PLANNING EFFORTS

The most recent (and only), master plan for the City of Worland was created in 1978 and came about as a result of a 1977 Wyoming State Statute requirement for planning by all local governments. Obviously, an updated comprehensive plan is long overdue. Washakie County also adopted a Land Use Plan in 1978 (in concert with the City of Worland). Washakie County updated its standalone Comprehensive Plan in 2004 ("Washakie County Comprehensive Plan - The "Centennial" Plan).

Worland and Washakie County have both participated in the Wyoming Rural Development Council's Community Assessment Process with Worland completing an assessment in 2000 and a follow-up in 2013. Washakie County conducted a countywide assessment in 2007.

The City obtained a Community Development Block Grant Planning Grant from the Wyoming Business Council to assist in completing this plan, and retained Community Builders, Inc. (CBI), a consulting firm based in Douglas, Wyoming, to assist them in its development.

COMMUNITY INVOLVEMENT

In order for the plan to be effective, it must reflect the community's values and aspirations for the community's future. For that reason, community participation and involvement was a key objective of the Community Development Comprehensive Plan process. The City wanted to engage the community in a manner that ensures the City of Worland citizens effectively guide decisions.



The planning process involved a Grow Worland Steering Committee comprised of various representatives from the community and City departments. Joint meetings with the Board of Adjustment and Planning Commission (BAPC), Project Steering Committee and City Council rounded out the process.

For details of the Public Engagement process, please see Appendix C.

- Active Advisory Committee
- Community Survey
- Individual Interviews
- Social Media
- Group Presentations
- Public Forum
- City Council and BAPC input
- Public Hearings

WYOMING PLANNING STATUTES

Municipal Planning and the authority to prepare municipal master plans in Wyoming is authorized under W.S. §15-1-501 through §15-1-512. A comprehensive or land use plan is often referred to as a "master plan." A comprehensive plan includes an inventory of the infrastructure, economy, population, existing land uses, and other physical factors of the community.

W.S. §15-1-501 defines the general purpose of master plans:

Statutory items for Master Plan:

- Streets, parks, playgrounds, public ways
- Public buildings and property
- Public and private utilities
- Zoning
- Community centers and neighborhood units
- Blighted areas

"In preparing the master plan, the commission shall make careful and comprehensive surveys and studies of the existing conditions and probable future growth of the municipality and its environs. 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."

The Master Plan required contents are found in W.S. §15-1-503. This section gives the Planning Commission the power to adopt and certify to the governing body a master plan for the physical development of the municipality:

"The commission, after holding public hearings, shall adopt and certify to the governing body a master plan for the physical development of the municipality."

The statutory list of items to be included in a community's master plan (W.S. §15-1-503) includes:

- Recommendations for the development, general location, character and extent of streets, bridges, parks, waterways, playgrounds, airports and other public ways, grounds, places and spaces;
- General location of public buildings and public property;
- General location and extent of public utilities and terminals, whether publicly or privately owned, for water, light, power, heat, sanitation, transportation, communication and other purposes;
- Acceptance, widening, removal, extension, relocation, narrowing, vacation, abandonment, or change of use of any public ways, grounds, places, spaces, buildings properties, utilities or terminals;
- Zoning plan for the regulation of the height, area, bulk, location, and use of private and public structures and premises, and of population density;
- General location, character, layout and extent of community centers and neighborhood units; and
- General character, extent, and layout of the re-planning of blighted districts and slum areas.

In order to prepare a master plan, comprehensive surveys, and studies of existing conditions and probable future growth must be conducted.

The plan can be adopted as a whole or in parts as they are developed. The planning commission itself adopts the plan by resolution. The governing body then also adopts the comprehensive plan.

Following adoption of this Comprehensive Plan, no development may be constructed unless it conforms to the plan or unless the plan is amended to allow conformance. The Comprehensive Plan for the City of Worland, Wyoming, was prepared in accordance with these referenced statutory requirements.

MAJOR STREET PLAN

The planning commission may also adopt a major street plan, which creates an official map of existing streets and planned locations for future streets within the community. Placing a street on a major street plan does not of itself create that street as an accepted public right-of-way by the municipality. However, no permit may be issued for any development that encroaches into any proposed or existing street right-of-way on the major street plan unless so ordered by the Board of Adjustments. Any subdivision plat filed must be approved by the governing body and in conformance with the plan and no transfer or sale of land may occur within any area covered by the master plan unless the land has been properly subdivided.

The City of Worland participates in the Urban System Program through the Federal Highway Administration and Wyoming Department of Transportation. This process establishes the Urban Roadway Functional Classification for all streets and roadways in the urban planning area. The most recent roadway classification map was updated in 2012. The Federal Aid to Urban Systems Committee meets annually to review and modify this map. See Appendix for Urban Roadway Classification map.

ZONING

W.S § 15-1-601 through § 15-1-611 addresses municipal zoning authority. Governing bodies, by ordinance, may regulate and restrict the:

- Height, number of stories and size of buildings and other structures;
- Percentage of lot that may be occupied;
- Size of yards, courts and other open spaces and setback lines for various districts;
- Density of population; and
- Location and use of buildings, structures, and land for various purposes (commercial, industry, residential).

The governing body may divide the municipality into districts (zones) and regulate or restrict development within these districts. All regulations must be uniform for each class or kind of buildings within a district, but the regulations in one district can differ from those in a different district.

All zoning regulations must be made in accordance with a comprehensive plan and be designed to:

- Lessen congestion in the streets;
- Secure safety from fire, panic and other dangers;
- Promote health and general welfare;
- Provide adequate light and air;
- Prevent the overcrowding of land;
- Avoid undue concentration of population; and
- Facilitate adequate provisions for transportation, water, sewer, schools, parks, and other public requirements.

The zoning code is the most important of the many tools a community can use to regulate land use and development.

Zoning codes must also consider the character of the district and its suitability for particular uses and consider the conservation of the value of buildings by encouraging the most appropriate use of land throughout the community. Cities and towns may also consider the historic integrity of neighborhoods.

The City of Worland adopted the City of Worland Jurisdictional Area Zoning Plan in 1985. It has been codified as Chapter 24 of the City Code of the City of Worland.

The City has a number of zoning districts, including:

Residential Districts

- R-1 - Low density residential
- R-2 - Low-medium density residential
- R-3 - Medium-high density residential
- R-4 - High density residential
- R-5 - Mobile home residential
- R-6 - Estate residential

Commercial Districts

- B-1 - Neighborhood business
- B-2 - Community business
- B-3 - Central business

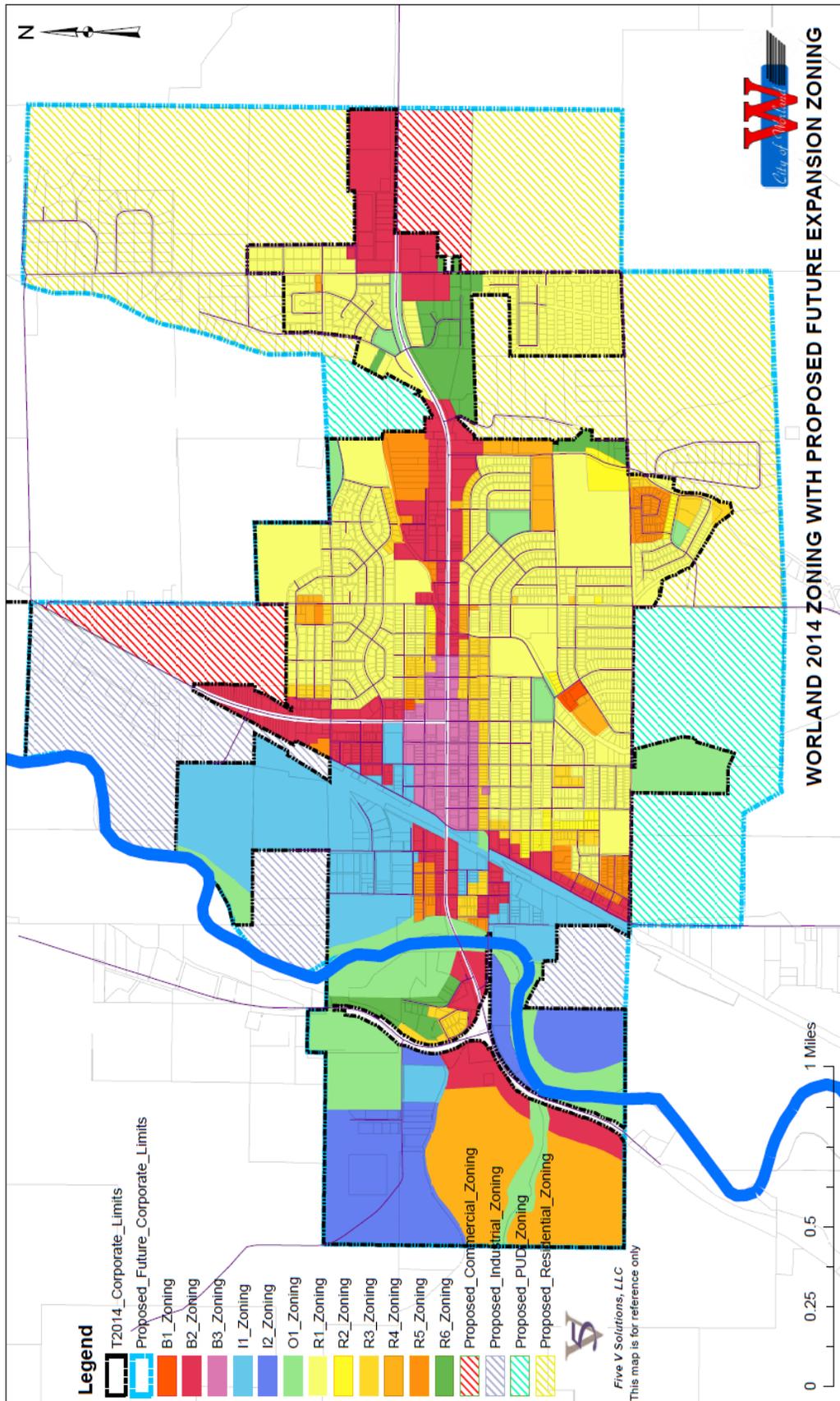
Industrial Districts

- I-1 - Light industrial
- I-2 - Heavy industrial

PUD - Planned Unit Development

O-1 - Open space

These zones are illustrated on the following Zoning Map (see also in Appendix A, Map #21)



Community Snapshot

HISTORY OF WORLAND

Worland, the county seat of Washakie County, is located within the Big Horn Basin and along the Big Horn River in Northwestern Wyoming. Worland is nestled in a basin with the Big Horn Mountains to the east, the Absaroka Mountains to the west and the Wind River Mountains to the south. A community hub for the 5,487 people who reside within the city limits, Worland has a proud heritage of initiative, innovation and just plain grit.



Courtesy of Wyoming State Archives



Big Horn River

In 1900, Charles H. "Dad" Worland dug his underground stage stop here on the old Bridger Trail. From Dad's dugout grew the City of Worland, drawing pioneer men and women possessing an indomitable spiritual force, dreaming that the Big Horn River would create a new way of life in the desert.

In 1903, the feasibility of a large irrigation project was being evaluated. By 1904, irrigation canals were under construction. In 1906, with the coming of the railroad, Camp Worland faced a dilemma.

The railroad tracks were laid on the east side of the Big Horn River and the encampment was on the west side. The townspeople decided to move their community across the Big Horn River and the Town of Worland was incorporated in 1906.



Chief Washakie

PEOPLE

Population

The 2010 Census counted 5,487 residents in the City of Worland. Subsequent estimates from the U.S. Census Bureau indicate that 5,456 residents live in Worland, as of July 1, 2013 (a 0.6% decrease in population). Population estimates for 2010 - 2013 can be found in the following table:

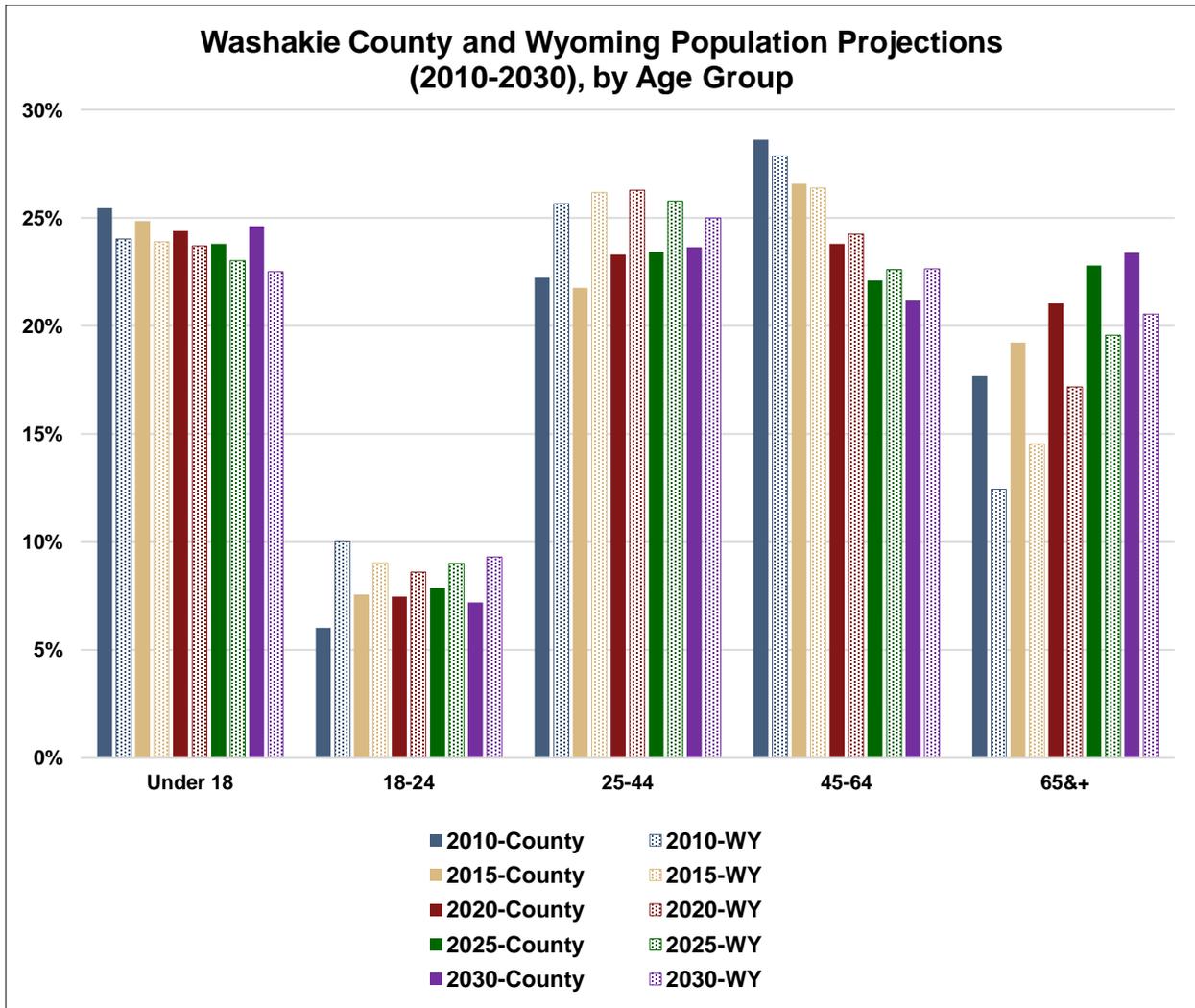
Worland Population Estimates (U.S. Census Bureau)			
2010	2011	2012	2013
5,487	5,445	5,449	5,456

Information gathered from drivers' license exchanges (i.e., when licensed drivers move in or out of a different jurisdiction) suggests that net migration of Washakie County residents has been negative recently (losing at least 125 people since 2010). That trend may become even more troublesome in the future, as population projections suggest that Washakie County will grow very slowly for the next 15 years or so. These projections are included in the following table (data from Wyoming Department of Administration & Information, Economic Analysis Division).

Washakie County - Population Projections (Wyoming A&I/Econ Analysis)							
Age	2010	2015	2020	2025	2030	2010-2030	Percent
Under 18	2,172	2,212	2,227	2,187	2,274	102	4.5%
18-24	514	673	682	724	665	151	22.7%
25-44	1,897	1,937	2,127	2,153	2,185	288	13.2%
45-64	2,442	2,366	2,173	2,031	1,956	-486	-24.8%
65&+	1,508	1,711	1,921	2,095	2,161	653	30.2%
Total	8,533	8,900	9,130	9,190	9,240	707	7.7%

While the downward trend for those aged 45-64 is consistent with statewide trends, a deeper analysis reveals that the percentage of people in Washakie County who are working age (i.e., those who are 18 to 64 years old), is shrinking much faster than the rest of the state. The graph below demonstrates the population projections by age group, showing the percentage of population in Washakie County (solid colors) compared to Wyoming (patterned colors) from 2010 to 2030. Comparison of the demographic trends also shows that the percentage of residents who are 65 years old or older is increasing even faster than it is statewide, as shown on the chart that follows.

Thus, by 2030, residents who are age 65 or older in Washakie County will reach 23.4% of the entire population. Worland will need to start making preparations to accommodate the needs of its aging population. The community may also want to explore options to encourage workers (i.e., those who are 18-64 years old) to remain in the community.



Demographics

The most useful demographic information available for individual communities like Worland is found in the American Community Survey (ACS). The ACS is part of the Decennial Census Program. The ACS collects detailed information on the characteristics of the population and housing. Similar information was previously collected only in census years in conjunction with the decennial census (it was the “long form”). Since the ACS is conducted every year, rather than once every ten years, it provides more current estimates throughout the decade. The most current ACS data for Worland are the estimates based on five years of data, from 2009 to 2013. Although there may be more current data available for Wyoming and for Washakie County, the same 5-year data sets are used in this section for consistency.

Gender

According to the ACS data, the Worland population has a few more females (2,734, or 50.1%) than there are males (2,719, or 49.9%).



Race and Ethnicity

According to the ACS data, like most of Wyoming, Worland's population is predominantly White. When race alone or in combination with one or more races is considered, the Worland population is not very diverse. About 18.0% of the Worland population is Hispanic or Latino (of any race) with the following racial classifications:

- 96.2% White
- 0.5% Black or African American
- 1.3% American Indian or Alaska Native
- 0.3% Asian
- 2.9% some other race

Ancestry

Nearly one-third of people in Worland are of German ancestry, and another 27% percent of the population claims ancestry from England or Ireland, as shown below.

Worland Population - Ancestry (ACS)		
Ancestry	Population	Percent
English	806	15%
German	1679	31%
Irish	670	12%

According to the ACS data, these three ancestral origins represent 58% of the total population in Worland.

Education

A high percentage of the Worland population (87.5%) has at least a high school education, and 18.6% of the population has a bachelor's degree or higher. For the population that is 25 years old and over, educational attainment is shown in the following table.

Worland - Educational Attainment (ACS)	
Less than 9th grade	3.6%
9th - 12th grade, no diploma	8.9%
High school graduate/GED	32.8%
Some college, no degree	27.6%
Associate's degree	8.5%
Bachelor's degree	13.0%
Graduate/Professional degree	5.7%

Age

The median age of Worland's population is 39.8 years old. Like many communities in Wyoming, the Worland population is getting older.

HOUSING

Existing Households

According to data obtained by the Wyoming Entrepreneur MRC Research Report conducted for Washakie Development Association in 2014, there were approximately 2,506 total households in the City of Worland in 2012. (For consistency, the Census Bureau's ACS data for 2009-2013 is also shown below, when available).

Occupied – 2,349 units (ACS = 2,290)
 Owner – 1,672 (ACS = 1,492)
 Renter – 677 (ACS = 798)
 Vacant – 6.3% (ACS = 5.2%)
 Median Value – \$145,888 (ACS = \$127,900)
 Average Value – \$170,841



According to the ACS data, single-family homes are the most common type of housing (1,906, or 75.8%). There are considerably fewer apartments (399, or 15.9%) and mobile homes (211, or 8.4%). Three-quarters of the apartments are located in small buildings, as shown below.

Worland - Housing Types (ACS)		
Single family units	1,906	75.8%
1-unit, attached	12	0.5%
2 units	31	1.2%
3 or 4 units	267	10.6%
5 to 9 units	0	0.0%
10 to 19 units	37	1.5%
20 or more units	52	2.1%
Mobile home	211	8.4%
Total housing units	2,516	100.0%

The ACS data suggests that less than 6% of the housing stock has been built in the last 25 years. Most housing units in Worland (56.8%) were built prior to 1970, as shown in the following table summarizing the date of construction by decade.

Worland - Age of Housing (ACS)		
Built 2010 or later	9	0.4%
Built 2000 to 2009	73	2.9%
Built 1990 to 1999	67	2.7%
Built 1980 to 1989	396	15.7%
Built 1970 to 1979	543	21.6%
Built 1960 to 1969	298	11.8%
Built 1950 to 1959	678	26.9%
Built 1940 to 1949	205	8.1%
Built 1939 or earlier	247	9.8%
Total housing units	2,516	100.0%

Housing Costs

The ACS data also provides rental rates for housing, which range from \$200 to less than \$1,000 per month. According to ACS, the median gross rent rate in Worland is \$466/month.

While the ACS data is a great way to understand and compare communities, there is additional housing information available from the Wyoming Community Development Authority (WCDA). The WCDA data is not specific to Worland, but is available for Washakie County, which also includes the Town of Ten Sleep. WCDA conducts a semi-annual housing survey, with which rental rates can be compared over time according to the type of housing/rent, as shown in the following table.



Washakie County Average Rental Rates (WCDA)				
Quarter/Year	Apartments	Mobile Home Lot	House	Mobile Home
2Q/2010	\$480	\$200	\$592	\$430
4Q/2010	\$458	\$200	\$612	\$432
2Q/2011	\$438	\$200	\$599	\$463
4Q/2011	\$451	\$200	\$628	\$435
2Q/2012	\$421	\$200	\$611	NA
4Q/2012	\$445	\$200	\$599	NA
2Q/2013	\$476	\$200	\$606	\$489
4Q/2013	\$473	NA	\$604	NA
2Q/2014	\$474	\$200	\$639	NA

Note that, sometimes, there is an insufficient number of WCDA survey respondents to identify an average rate for a certain kind of housing unit. The table above identifies those occurrences with “NA”.

Typically, in Wyoming, rental rates are more volatile, with a tendency to rise over time. Those trends are not readily apparent in Washakie County. Likewise, the housing vacancy rate has hovered around 4% for several years, as shown below.

Washakie County - Housing Vacancy Rates (WCDA)	
Quarter/Year	Vacancy Rate
2Q/2010	3.7%
4Q/2010	5.0%
2Q/2011	3.6%
4Q/2011	2.1%
2Q/2012	2.5%
4Q/2012	2.3%
2Q/2013	6.1%
4Q/2013	5.7%
2Q/2014	4.3%
4Q/2014	4.7%

According to the WCDA housing survey, most of the housing vacancies (72%) in Washakie County are apartments.



Home Values

The average price of homes in Washakie County is dropping, at least recently, contrary to statewide home sales trends. In the ten years from 2004 to 2013, average sales prices of homes in Washakie County has risen 25%, while prices statewide have increased 76% during that same period.

Average Sales Prices (WCDA)				
Year	Washakie Co.	Annual % Change	Wyoming	Annual % Change
2004	\$102,144		\$159,558	
2005	\$102,948	0.8%	\$178,183	11.7%
2006	\$123,072	19.5%	\$219,438	23.2%
2007	\$123,363	0.2%	\$265,044	20.8%
2008	\$133,754	8.4%	\$256,045	-3.4%
2009	\$150,202	12.3%	\$241,622	-5.6%
2010	\$147,467	-1.8%	\$250,958	3.9%
2011	\$153,093	3.8%	\$241,301	-3.8%
2012	\$146,557	-4.3%	\$266,406	10.4%
2013	\$127,447	-13.0%	\$281,345	5.6%

Housing Demand Projections

The WCDA prepares housing growth projections for each county in Wyoming, with three growth scenarios: Moderate, Strong, and Very Strong. Based on the most recent housing projections (March 2014), WCDA is estimated housing growth of 16.9% to 26.8% from 2010 to 2040. With that growth, households with renters are expected to grow between 76 units (Moderate Scenario) and 269 units (Very Strong Scenario). Likewise, homeowner households are expected to grow between 514 units (Moderate Scenario) and 937 units (Very Strong Scenario). These projections and 5-year projections are included in the table below.

Washakie County - Housing Growth Projections by Scenario (WEDA)									
Moderate	2010	2015	2020	2025	2030	2035	2040	2010-2040	Percent
Renters	932	907	937	962	982	997	1,008	76	8.2%
Homeowners	2,560	2,603	2,710	2,812	2,907	2,994	3,074	514	20.1%
Total	3,492	3,510	3,648	3,774	3,888	3,990	4,083	591	16.9%
Strong	2010	2015	2020	2025	2030	2035	2040	2010-2040	Percent
Renters	932	963	995	1,022	1,064	1,102	1,136	204	21.9%
Homeowners	2,560	2,547	2,653	2,754	2,882	3,004	3,120	560	21.9%
Total	3,492	3,510	3,648	3,776	3,946	4,106	4,256	764	21.9%
Very Strong	2010	2015	2020	2025	2030	2035	2040	2010-2040	Percent
Renters	932	963	995	1,022	1,086	1,146	1,201	269	28.9%
Homeowners	2,560	2,547	2,653	2,754	2,917	3,075	3,227	667	26.1%
Total	3,492	3,510	3,648	3,776	4,002	4,221	4,429	937	26.8%

ECONOMY

Employment and Income

The ACS data provides baseline information for local economies. Again, it is important to recognize that ACS data is based on a 5-year average of survey information, from 2009-2013. Based on ACS data, about two-thirds of the Worland population that is age 16 or older is in the labor force. Unemployment from 2009-2013 has been low, averaging 4.3%, as shown below.

Worland Employment Status (ACS)		
Status	Estimate	Percent
Population 16 years and over	4,204	
In labor force	2,780	66.1%
Civilian labor force	2,780	66.1%
Employed	2,598	61.8%
Unemployed	182	4.3%
Armed Forces	0	0.0%
Not in labor force	1,424	33.9%

Of those who are employed, 69% are privately employed, 20% are government workers, and 11% are self-employed, according to ACS data.

More current employment information is available from the State of Wyoming Department of Workforce Services (DWS), but it is not specific to Worland. According data from DWS (Local Area Unemployment Statistics), Washakie County's labor force in 2014 averaged 4,116 workers. Unemployment in 2014 averaged 4.5% in Washakie County.

Businesses/Employers

According to ACS data, about half of all employed workers in Worland work for one of three industries. Education/Health Care & Social Assistance (25.7%), Manufacturing (13.3%), and Construction (10.9%) are the industries with the most workers. The following table identifies employment for all major industry sectors.

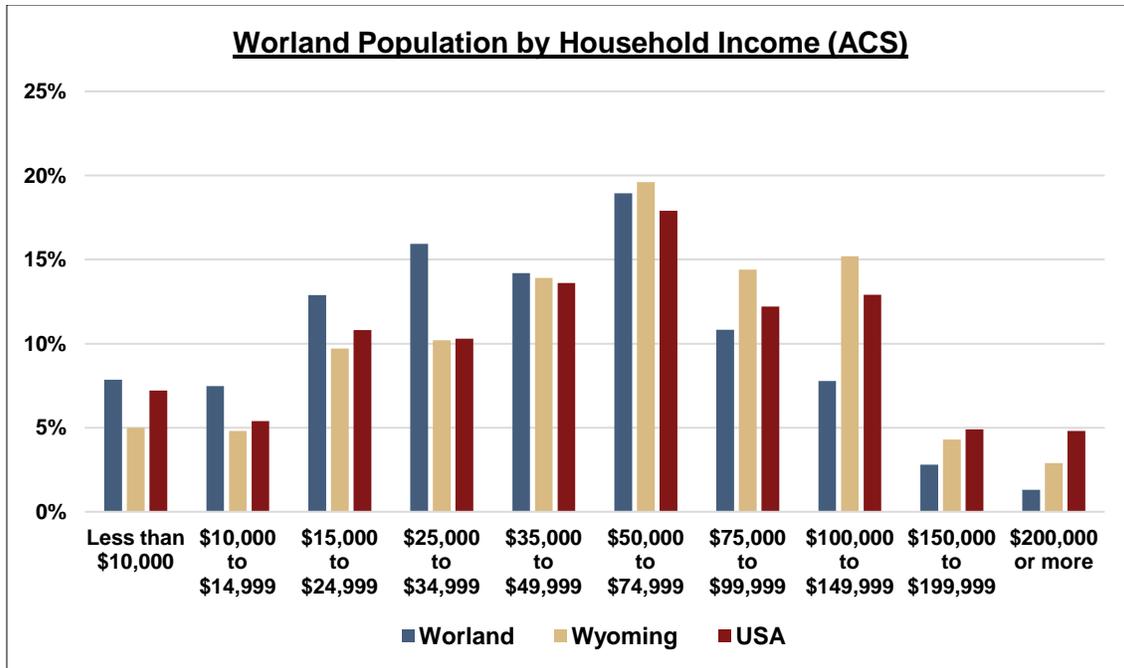
Worland Employment by Industry (ACS)		
Industry	Estimate	Percent
Agriculture, forestry, fishing, hunting and mining	218	8.4%
Construction	283	10.9%
Manufacturing	345	13.3%
Wholesale trade	49	1.9%
Retail trade	209	8.0%
Transportation, warehousing and utilities	177	6.8%
Information	51	2.0%
Finance, insurance, real estate and rental & leasing	42	1.6%
Professional, scientific, management, administrative and waste management	197	7.6%
Educational services, health care and social assistance	668	25.7%
Arts, entertainment, recreation, accommodation and food services	80	3.1%
Other services, except public administration	160	6.2%
Public administration	119	4.6%
Total civilian employed population	2,598	100.0%

Income

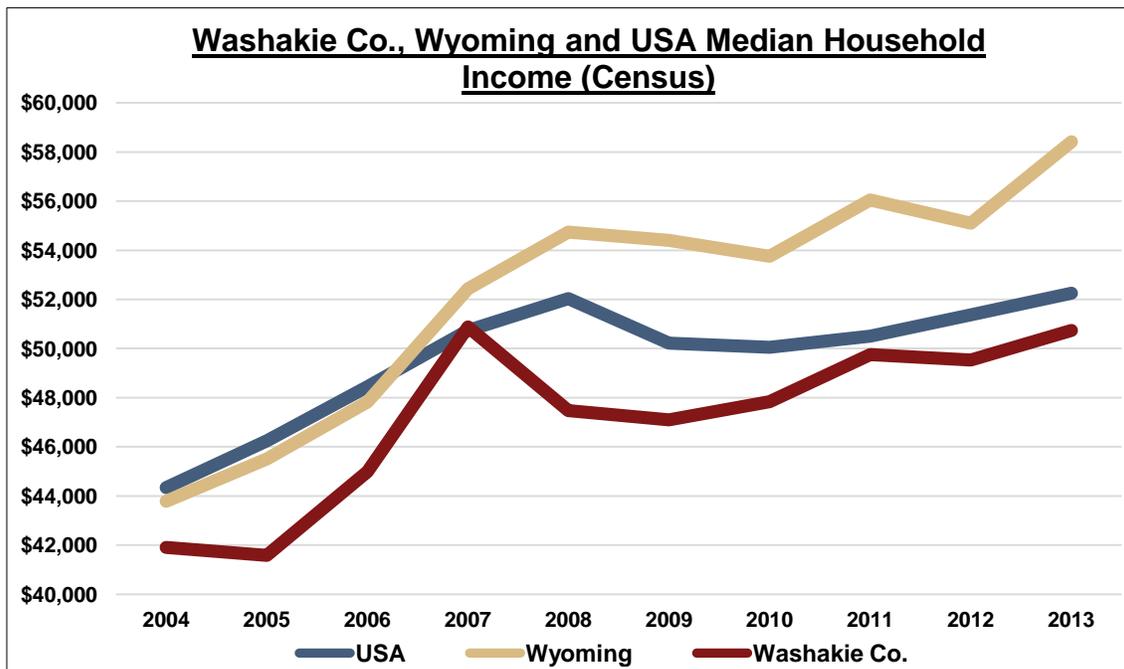
Income levels in Worland are slightly lower than the rest of Wyoming, and significantly lower than the nation. However, the cost of living is lower in Worland, and the distribution of income levels demonstrates a strong middle class. The following table shows the distribution of the population by Household Income.

Worland Household Income (ACS)		
Household Income	Estimate	Percent
Less than \$10,000	180	7.9%
\$10,000 to \$14,999	171	7.5%
\$15,000 to \$24,999	295	12.9%
\$25,000 to \$34,999	365	15.9%
\$35,000 to \$49,999	325	14.2%
\$50,000 to \$74,999	434	19.0%
\$75,000 to \$99,999	248	10.8%
\$100,000 to \$149,999	178	7.8%
\$150,000 to \$199,999	64	2.8%
\$200,000 or more	30	1.3%
Total households	2,290	100.0%

This distribution, according to ACS data, indicates that 44.1 % of households in Worland have income of less than \$35,000, compared to 29.7% in Wyoming and 33.7% in the United States. The following chart compares Household Incomes of Worland, Wyoming, and the USA.

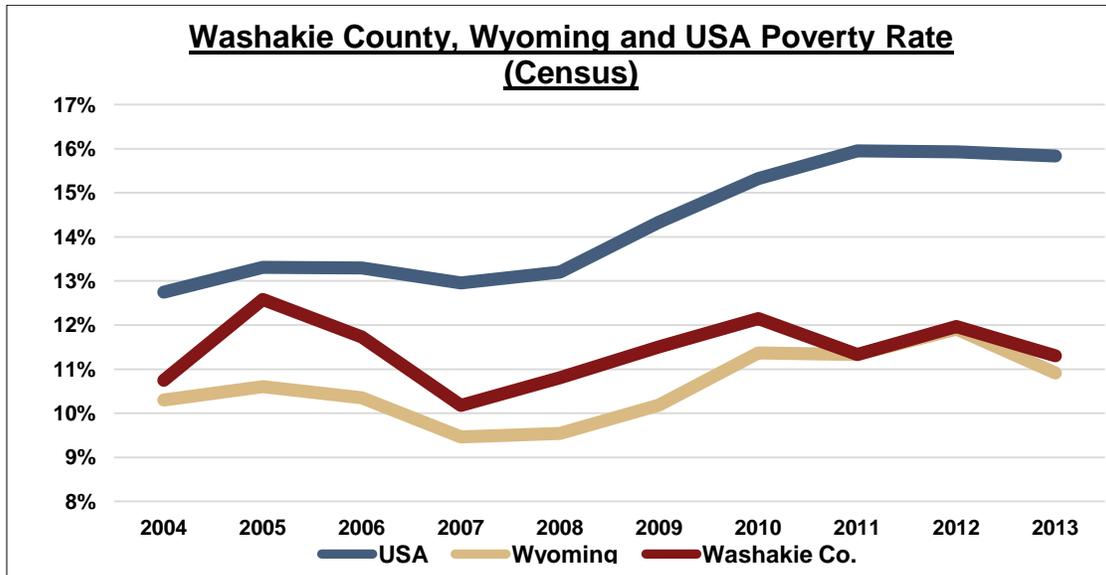


Rather than focus too closely on income distribution or average income, one of the best ways to compare economies is with median household income, which is the point at which half of the households earn more money, and half earn less. The U.S. Census Bureau calculates Washakie County's Median Household Income (MHI) as of 2013 to be \$50,740. By comparison, Wyoming's MHI is \$58,424 and the nation's MHI is \$52,250 (2013). MHI for the last ten years is shown below.



Poverty

According to the Census Bureau as of 2013, Washakie County (11.3%) has a slightly higher percentage of poverty than Wyoming (10.9%), but is substantially lower than the nation (15.8%), as shown below.



Major Industries

Manufacturing

Worland has a number of key manufacturing industries, which is uniquely NON-mineral based in a state where manufacturing in smaller communities is often lacking.



Wyoming Sugar - In 2002, Wyoming Sugar Company, LLC (WSC) and Wyoming Beet Growers Association (WBGAC), contractually purchased the bankrupt Imperial Sugar Company. The co-op members together work to process sugar beets in the Worland area. WBGAC contracts with growers for sugar beet production with all growers being members of the co-op. The granulated sugar produced at the

factory is earmarked for destinations that include Utah and Chicago, Ill. Sugar beet by-products, including pressed pulp and molasses, is sold to local cattle feed vendors. Cargill Sweeteners, based in Minneapolis, Minn., markets their products. Factory workers move the

sugar by bulk truck, bulk rail, 2000-pound sacks and 50-pound bags. Wyoming Sugar has three piling stations, including ones in Basin and Riverton.

Admiral Beverage and affiliated companies has produced Pepsi products for over 50 years. Thanks to a chance meeting with a Denver Pepsi-Cola bottler in 1945, Newell Sargent ventured into the soft drink business. The Sargents' purchased the Worland Bottling Plant and opened for business as Pepsi-Cola Bottling Company in June of 1947. The one-production line operation bottled two flavors, Pepsi-Cola and Nesbitt Orange. Two full time employees completed the work force that produced, sold and distributed 1,100 cases a week. It was a modest beginning to a group of affiliated companies that now employ over 1,600 employees with 35 facilities operating in an eight state region, and producing 48 flavors and brands in bottles and cans. (Source: www.Admiralbeverage.com)



Crown Cork and Seal, part of Crown Holdings, Inc., manufactures packaging products from 139 plants (including Worland), located in 41 countries.



Minerals, Oil and Gas

- Much of Washakie County is under the jurisdiction of the Bureau of Land Management.
- Natural gas, oil, sulphur, and bentonite constitute the minerals produced in Washakie County with support industries including gravel and sand development.
- Oil and Gas has been a major industry in the Big Horn Basin for over 100 years and this development is a primary economic driver in the region.
- Washakie County has approximately 267 producing wells on file as of April 2015. However, oil and gas production is down significantly from the highs experienced in the 1980s and 1990's.
- In December 2014, Washakie County produced 45,969 barrels of oil and 143,041 thousand cubic feet (MCF) of natural gas.



Source: <http://www.drillingedge.com/wyoming/washakie-county>

- Bentonite is mined west of Ten Sleep and processed in Worland at **Black Hills Bentonite**.



Irrigated Cropland; Agriculture

- Agriculture is an important part of the overall culture and economy of Washakie County. Irrigated land is used for growing sugar beets and malt barley, as well as alfalfa hay, beans, oats, corn and other crops.
- Livestock production is also big business with cattle and sheep production dominant.
- The Big Horn Canal was constructed in the early 1890's and in 1904 the Hanover Canal Association was formed. The Lower Hanover was to irrigate the bottom land and the Upper Hanover was to take its water from the river several miles farther south and at a higher elevation.
- Irrigation water from the Big Horn River is diverted into the Big Horn and Bluff Canals on the west side of the river and into the Hanover Canal on the east side. Water for the Worland Valley area comes as direct flow from the Big Horn River; however, additional water is stored in Boysen Reservoir.
- 20% of privately owned land is irrigated cropland in Washakie County; 78% is rangeland and 2% is woodland.

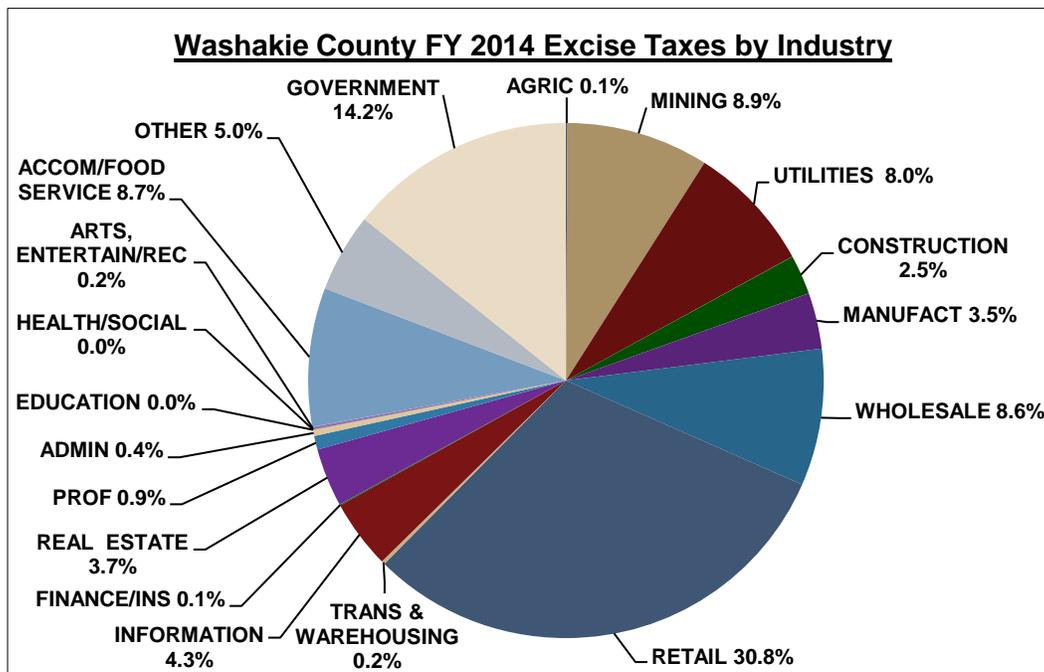


Retail

The proposed Main Street overlay district boundaries of Downtown Worland parallels West Big Horn Avenue. A significant number of downtown buildings are underutilized, vacant, or in need of rehabilitation. The potential of Worland becoming an Affiliated Wyoming Main Street Program is designed to increase activity and vitality and to encourage reinvestment in this area.



According to the Wyoming Department of Revenue, in Fiscal Year (FY) 2014 the retail industry generated 30.9% of all excise taxes that were distributed back to Washakie County and its municipalities. The retail industry in Washakie County generated a total of \$2,488,885 of excise taxes for local governments in 2014 – just \$642 more than it generated in FY2009 (a 5-year growth rate of just 0.026%). In contrast, from FY2009 to FY2014, total excise taxes in Washakie County grew by 15.6%. Clearly, the local retail industry is not keeping up with growth in other industries. Nonetheless, the retail sector (RET) is critically important to the local economy, especially for the tax base it represents to Washakie County (30.8% of all excise taxes in FY 2014), as shown below.

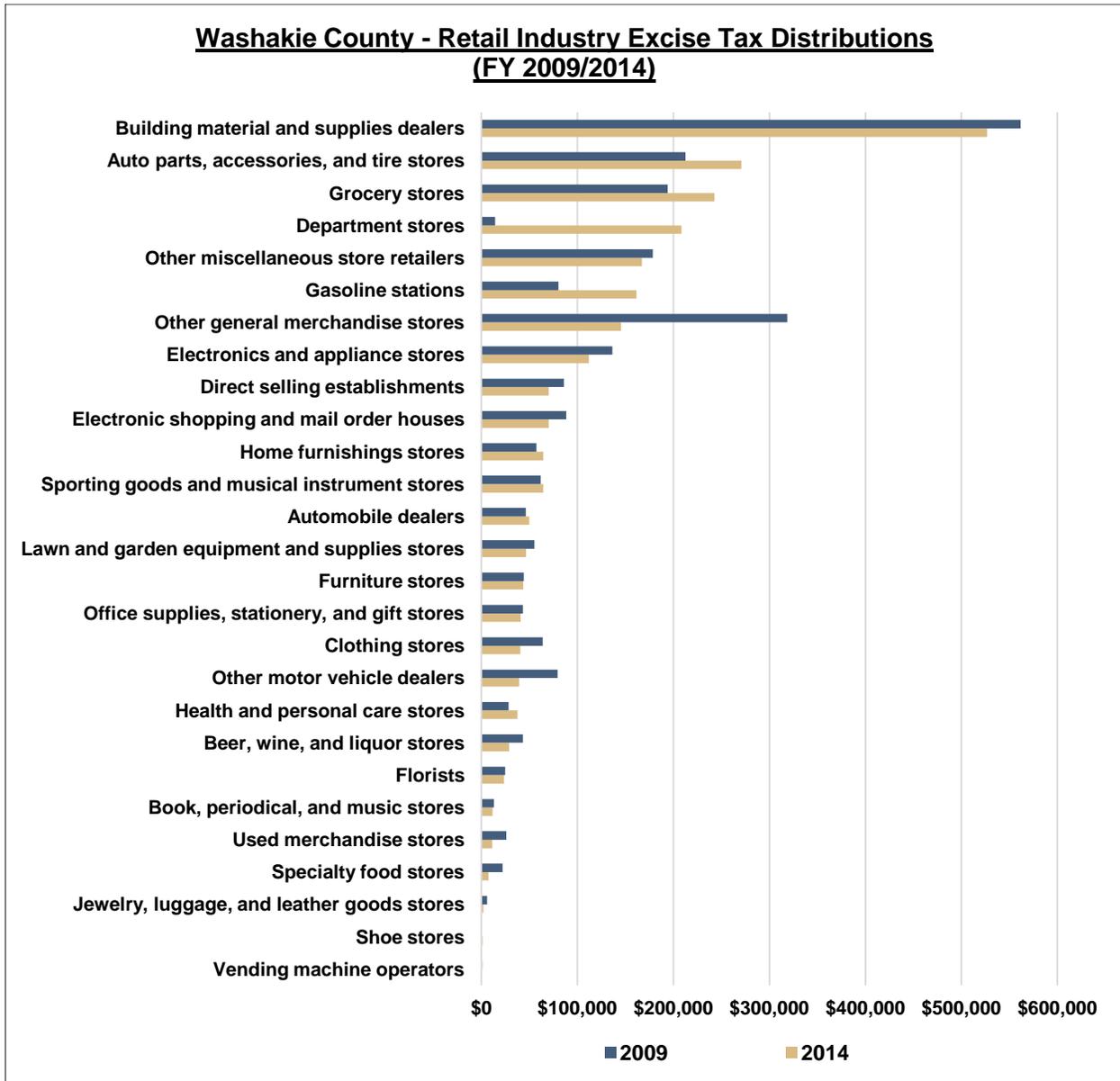


Within Washakie County’s retail sector, there are several key sub-sectors. Four sub-sectors generate 50% of all retail sales in Washakie County (as of FY 2014):

- Building material and supplies dealers
- Auto parts, accessories, and tire stores
- Grocery stores
- Department stores



All sub-sectors of the retail industry are shown in the following graph.



The unusual shifts in total sales in the “Department stores” and “Other general merchandise stores” came about due to the Wyoming Department of Revenue’s reclassification of store types. If those two sub-sectors were combined, their combined growth rate would be 6.3% from FY2009 to FY 2014.

The strong growth in the “Auto parts” and “Gasoline” sub-sectors is typical of rural communities located on a state highway. However, one would have thought that “Beer, wine and liquor” stores’ would have experienced similar growth. Those three industries are often driven by the tourism and travel markets.

COMMUNITY FACILITIES

Parks

The City Parks Department maintains the following developed parks and recreation areas:

- **Rotary Riverside Park** - picnic areas, BMX trails, and fishing access
- **Railway Park** - playground and picnic area
- **Sanders Park** - picnic shelters; playground
- **Kiwanis Park** - Volleyball court; picnic shelters, basketball courts
- **Hillcrest Park** - playground, ice-skating; picnic area; basketball court
- **Veteran's Park** - skate park; playground
- **Newell Sargent Park** - baseball and soccer fields; picnic and playground; demonstration garden
- **Pioneer Square** - downtown open space area with public restrooms and commemorative statues
- Golf Course Fishing Pond - public fishing



Rotary Park



Worland Aquatic Center

Recreation

- **Worland Aquatic Center** - slide, therapy pool, Jacuzzi and lap pool.
- **Worland Community Center** - a Joint Powers Board owned community center, funded through a Washakie County General Purpose Sales Tax. The facility houses a number of government and non-profit agencies, and provides a variety of indoor and outdoor activities.
- **Green Hills Golf Course** - 18-hole public golf course.
- **Shooting Complex** - city-owned 210-acre complex that hosts a number of competitions, including archery and long-range shooting.



Green Hills Golf Course

Cemetery

- **Riverview Memorial Gardens** - 20 acres in size with 10,010 spaces. Less than 50% of the spaces are occupied.

Schools

Washakie County School District #1 has a total of 1,348 total students serving Worland in recently renovated or newly constructed facilities. (Source: Superintendent David Nicholas – 2014)

- Worland High School - 380 students; grades 9-12
- Worland Middle School - 332 students; grades 6-8
- East Side Elementary School - 231 students; grades K-5
- South Side Elementary School - 202 students; grades K-5
- West Side Elementary - 203 students; grades K-5
- 7th Day Adventist School - 11 students; grades 1-8
- Worland Pre-School
- Absaroka Head Start - located at the Methodist Church. Administrative offices for the 7-county Absaroka Inc. is also located in Worland.
- Worland is also the home of the Wyoming Boys' School, a secure facility providing adjudicated delinquent males ages 12-21 years with opportunities to make changes in their lives.
- Northwest College, the regional community college based in Powell, offers workforce training and college classes at the Worland Community Center.
- UW also provides outreach education opportunities in the community.



Libraries, Museums, and Other Attractions

- **Washakie County Library** - moved into its current location in 1963. The building had previously been the Washakie County Hospital. Library expansion continues to be a goal in the community.
- **Washakie Museum & Cultural Center** - 25,000 square foot interpretive center for local human history. Also serves as a center for conferences, conventions and other events.



Washakie County Library

- **Worland Senior Center** provides recreational and wellness activities, meals, transportation and health clinics to those 60 and older in the community.
- **Washakie County Fairgrounds** - operated by Washakie County and includes a rodeo arena, public buildings and related facilities.



Washakie Museum and Cultural Center

HEALTH, SAFETY AND ENVIRONMENT

Safety Services

Law Enforcement

The Worland Police Department consists of 11 full time sworn peace officers, and one full time ordinance officer. Officers handle approximately 23,000 calls for service each year on average.

The Law Enforcement Center consists of the Worland Police Department, Washakie County Sheriff's Department, Dispatch and Detention Facility. The Dispatch Center provides dispatching duties for the Worland Police Department, Washakie County Sheriff's Office, Worland Fire Department, as well as the Washakie County Ambulance Services. The Worland Police Department/City of Worland pay the County a fee for the jail and dispatch services on an annual contract.

The Worland Police Department and the Washakie County Sheriff's Office work very closely on a daily basis. There is a multi-jurisdictional tactical team, drug task force, and daily operations consistent of helping each other in any way possible to reach the same goals. A Memorandum of Understanding with the Sheriff's Department allows the Worland Police Department to assist the Sheriff's Office with investigations outside of City limits, but within Washakie County.

Washakie County Fire Protection District #1

Washakie County has a Fire Protection District that mirrors the boundaries of the School District boundaries in the county. District #1 provides fire suppression and fire prevention services for a 970 square mile area surrounding and including the City of Worland. The District has a higher rating than 93.43% of the Fire Departments and communities rated in the U.S. in the Insurance Service Office (ISO) rating system. (ISO is a for profit organization that provides statistical information on risk).

Station #1 is located at 200 South Street and is staffed by 24 volunteer firefighters.

Number and type of trucks at Station #1:

- Engine 9-1500 gallon per minute pumper; 1000 gallon tank
- Engine 8-1500 gallon per minute pumper; 1250 gallon tank
- Engine 7-1500 gallon per minute pumper; 2500 gallon tank
- Ladder 1-1500 gallon per minute pumper; 300 gallon tank; 75 ft. Aerial Ladder
- Tender 1-500 gallon per minute pump; 2500 gallon tank
- Squad 1-Light rescue equipment truck; 200 gallon per minute pump; 450 gallon tank
- Rescue 2- Heavy rescue truck
- Wildland 1- 200 gallon per minute pump; 300 gallon tank
- Wildland 2- 200 gallon per minute pump; 300 gallon tank

Sub-Station, is located 1 mile north of Worland on 15 mile road. Contained in Station 2 is the following equipment:

- Engine 4- 200 gallon per minute pump, 750 gallon tank
- Engine 5- 200 gallon per minute pump; 750 gallon tank
- Engine 6- 200 gallon per minute pump; 750 gallon tank
- Wildland 3- 200 gallon per minute pump; 300 gallon tank
- Wildland 4- 200 gallon per minute pump; 300 gallon tank
- Engine 10- 1500 gallon per minute pump; 1500 gallon tank
- Haz-Mat 1- Is a RERT6 used for any hazmat need
- Decon Trailer- Decontamination trailer
- Boom Trailer- Water boom /Hydro Carbon Containment



Health

- Washakie Medical Center, located in Worland, is operated by Banner Health. The facility is a critical access hospital with a number of specialized practices. The facility employs approximately 120 employees.

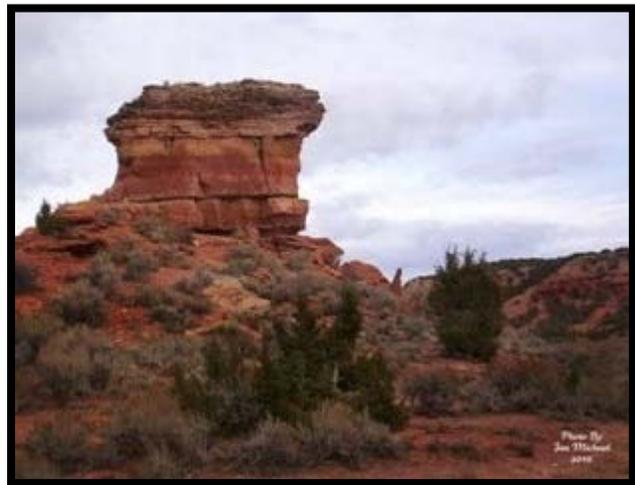
- Gottsche Rehabilitation & Therapy is a nonprofit facility that provides a clinic in Worland from its main facility in Thermopolis. It offers physical, occupational, psychological and massage therapies.
- Washakie County Public Health provides a variety of public health services throughout the county.
- Worland HealthCare and Rehabilitation Center is a nursing home offering memory care as well as skilled nursing services. The facility can accommodate up to 65 residents needing long-term or short-term care.
- Beehive Boarding Home is a licensed board and care facility with a total of 15 units. This group living arrangement provides help with activities of daily living such as eating, bathing, and using the bathroom for people who cannot live on their own but do not need nursing home services.
- Multiple private practitioners also serve the community and Worland.
- A Veteran's Administration (VA) Primary Care Telehealthcare Outreach Clinic and the Worland Crisis Stabilization Center.
- Washakie County Ambulance Service - Washakie County provides the building and appoints a director for ambulance operations.
- Life Flight - Eagle Med is a private corporation that provides Life Flight services to Billings, Casper or other regional health care facilities.
- Mental Health
Services are provided by a number of agencies, including Cloud Peak Counseling, a non-profit facility.
- Big Horn Enterprises, OWL Enterprises and NOWCAP provide a variety of services to the disabled.

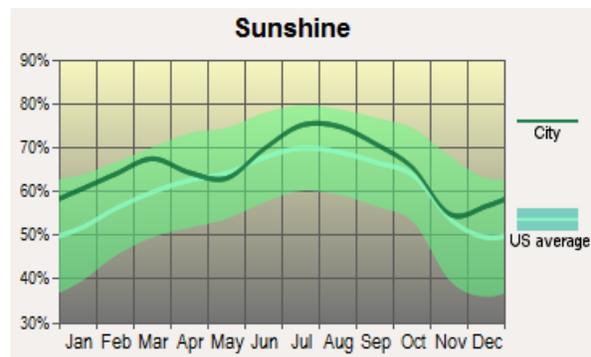
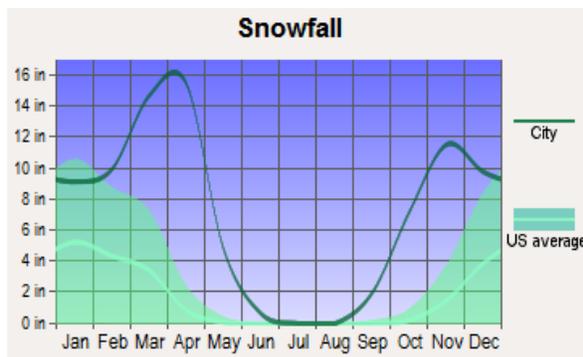
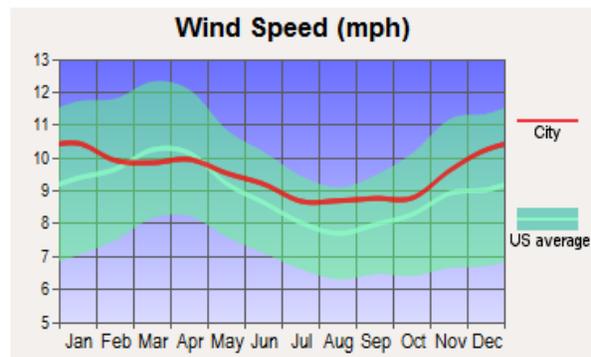
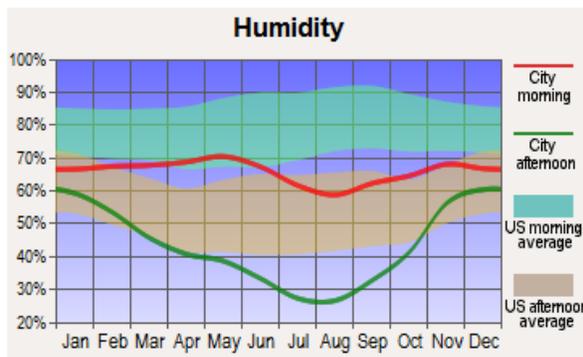
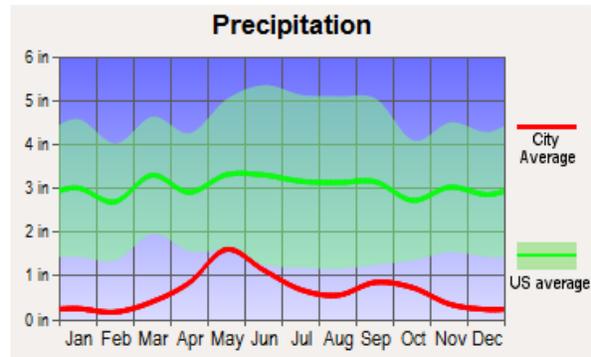
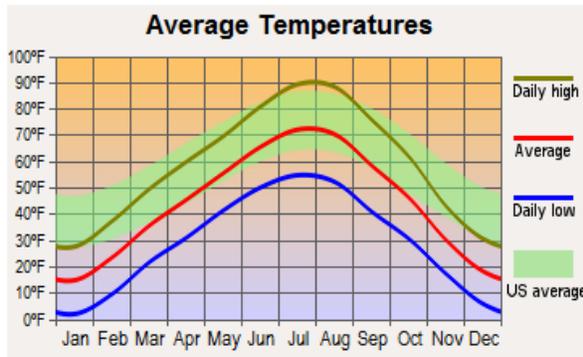


Natural Environment

- Washakie County comprises over 1.4 million acres with 64% being federal land managed by the Bureau of Land Management; 26% privately owned; 2.5% U.S. Department of Agriculture (USDA) Forest Service and 7% State of Wyoming.
- Worland has a semi-arid climate with cold and dry winters and warm summers. It is much less prone to strong winds than much of Wyoming because of its location in the Big Horn Basin sheltered by the Absaroka Mountains to the west and the Big Horn Mountains to the east.
- Worland is located at an elevation of 4,065 feet with a land area of 4.8 square miles.

- The Big Horn River flows through the community and offers somewhat untapped recreational and fishing opportunities.
- The average high temperature during the hottest month of July is 90 degrees and the average low in the coldest month of January is 4 degrees. Average annual precipitation is about 8 inches. See climate chart on next page.





Source: <http://www.city-data.com/city/Worland-Wyoming.html>

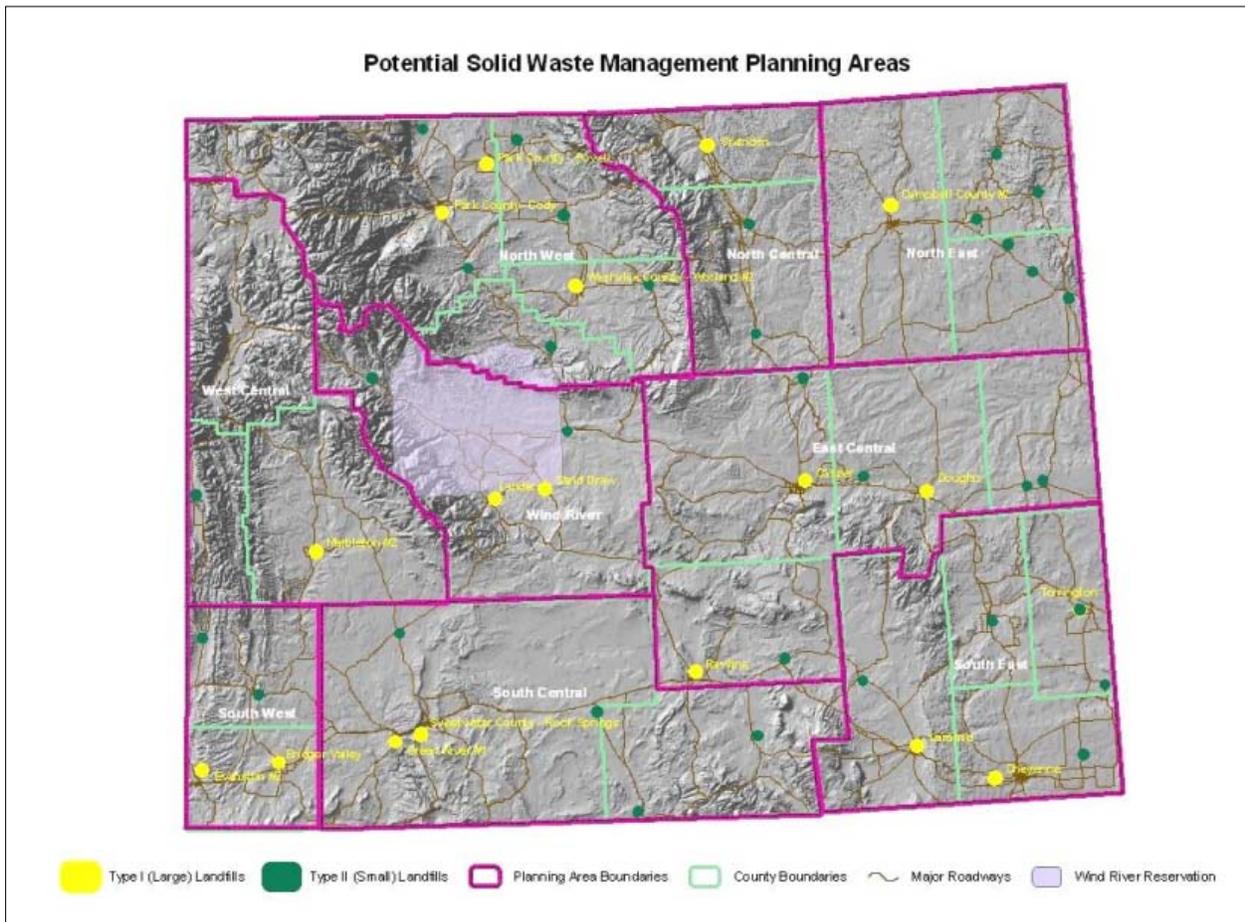
Solid Waste

The Washakie County Solid Waste Disposal District (WCSWDD) operates the County landfill in Worland. WCSWDD has a 280-acre Type I Landfill. The facility has 2 million cubic yards of available capacity. The average daily load is 120 cubic yards. The landfill is scheduled for re-permitting on June 12, 2016.

In 2013, the Wyoming State Legislature created the Municipal Solid Waste Landfill Remediation Program, which oversees and could fund up to 75% of the cost of investigating and remediating any contamination at municipal solid waste landfills for up to ten years. The Worland landfills are ranked #65 and #66 on the "low priority landfills" generated by DEQ in 2014. These landfills are those where contaminant concentrations exceed groundwater protection standards, but the priority ranking did not elevate them to the medium priority landfills for



remediation. The ranking criteria included the nature and extent of contamination at the facility as well as the proximity to wells, residences, and surface water. The general conclusion is that the currently unlined facility might require lining and/or remediation in the future, but that 64 municipal landfills are ahead of Worland in terms of priority for remediation. Worland has the potential to become the regional landfill facility for the Big Horn Basin, as seen on the map below:



Source: Wyoming DEQ Map 2006.

The City of Worland provides garbage collection services throughout the community with private haulers providing service outside the city limits. Recycling efforts are limited with only cardboard recycled in the community.

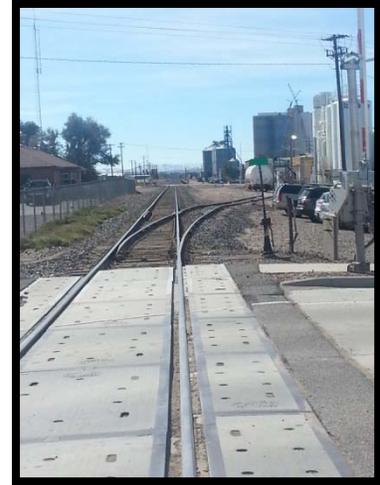
TRANSPORTATION

Roadways

- U.S. Highway 16 and U.S. 20 intersect in downtown Worland. U.S. Highway 16 crosses Washakie County from east to west and enters the northeast corner of the county, passes through Ten Sleep and joins U.S. Highway 20 at Worland. The nearest interstate highways (I-25 and I-90) are located on the east side of the Big Horn Mountains, about 90 miles east of Worland. State secondary roads, and well-maintained county roads, serve most of the county.
- There are 42 miles of arterial, collector, and local streets in the City limits.
- Roadway maintenance in the City is performed by the Public Works Department.

Rail and Trucking

Burlington Northern Santa Fe (BNSF) Railroad's freight trains pass through the area every day with direct connections to major farm markets in the Midwest and northwest. A number of major trucking firms serve Worland and its industries.



Air

The Worland Municipal Airport is served by Great Lakes Airlines, offering commercial flights to Denver. Sky Aviation provides fire-fighting capabilities, charter flights and aerial spraying.

- Fixed Base Operator is Sky Aviation
- 7,000 foot runway
- Nearby airports with commercial service include Cody, Riverton and Billings, Montana



Public Transportation

There is currently no public bus transportation service in or out of the Big Horn Basin. In-town "taxi" service is provided by appointment through the Worland Senior Center to any resident in the community.

Sidewalks and Trails

In 2003, the Worland Area Trails Master Plan was completed calling for an area-wide public trails network. If ultimately constructed as planned, the plan will include six primary trail loops, three future trail loops and secondary trail connections within the proposed trail network. (See map in Appendix A)



COMMUNITY UTILITIES

Water Treatment and Distribution

The Big Horn Regional Joint Powers Board (BHR) provides regional transmission of drinking water for towns and rural water districts spanning 800 square miles in three counties, including Big Horn, Hot Springs and Washakie County. The district was formed to interconnect separate water systems scattered throughout the rural communities. Washakie Rural Improvement and Service District provides the distribution of water in the county with the City of Worland distributing water within the city limits. In addition, the City serves six outlying rural districts. The remainder of western Washakie County is served by Washakie Rural Improvement and Service District.



The high quality drinking water that supplies Ten Sleep and Worland comes from the Madison Formation. The Worland well heads located between Manderson and Hyattville include Husky #1, which is 4,210 feet deep that will flow 5,000 gallons per minute at peak. The other well, Worland #3, flows 10,000 gallons per minute. Worland #3 is one of the largest artesian wells in the world. The pipeline crosses the Nowood River and runs 22 miles slightly southwest to the pressure reducing station, 4 miles east of Worland, where chlorination takes place. *(Source: Washakie County Conservation District Natural Resource Land Use Plan 2010; updated by Donnell & Allred, Inc.)*

There are two additional transmission lines on either side of the Big Horn River. These lines can provide four (4) million gallons per day (MGD) to Worland's East and West tanks. These lines provide a redundant supply system for the City and can be used to provide an increased supply of water to the City in the future as demand increases. This redundancy ensures that Worland has a very reliable supply of very high quality artesian water with adequate supply for expansion. The city planners have done an excellent job of securing their potable water needs well into the future.

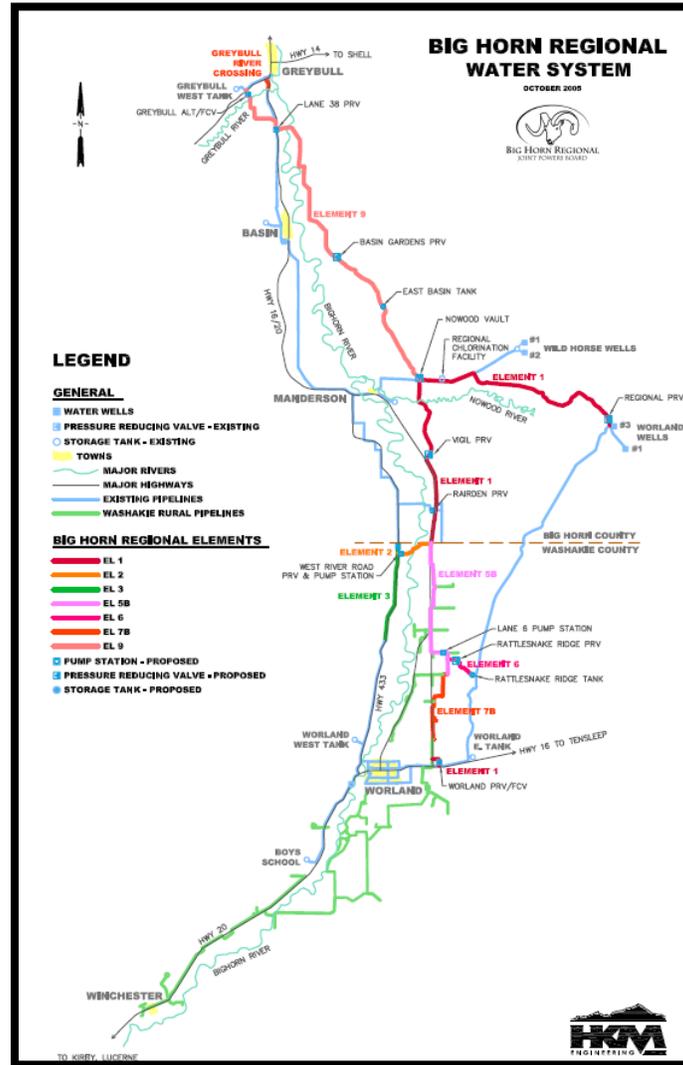
The East and West Tanks are pre-stress post-tension reinforced concrete, 2.5 million gallon tanks. The one million gallon BHR Tank is a relatively new tank located on Rattlesnake Ridge. The Boy's School Tank is an elevated hydro pillar tank with a capacity of 300,000 gallons. The Winchester Tank is also a post-tension tank located southwest of Worland along Highway 20, with a capacity 250,000 gallons.

The City of Worland serves approximately 2,844 total metered customers, including city and outlying districts. Washakie Rural serves approximately 321 users across a 221 mile route. The Boy's School has a 64 Equivalent Dwelling Unit (EDU) tap from the regional system. The regional



lines can provide up to four (4) million gallons per day and the Worland line can provide up to 5.5 million gallons per day.

There are no perceived water supply needs in the next 20-year planning horizon. Water quality and supply is excellent. A map of the Big Horn Regional Water System follows and in Appendix A, Map #8:



Wastewater Collection and Treatment



The wastewater system that serves the City of Worland is owned, operated, and maintained by the City of Worland.

Collection

The City of Worland is primarily served by a gravity collection system that uses eight and ten inch collector lines. Sewer collection lines are located



along every paved street in the community. Three force mains supplement the system.

Wastewater Treatment

The wastewater treatment plant uses a six-cell, aerated, UV treated, lagoon for wastewater treatment. This system treated an average daily flow of approximately one million gallons per day in calendar year 2014. The Wyoming State Department of Environmental Quality (DEQ) permits the lagoon system for operation. A maximum treatment capacity of approximately 1.9 million gallons per day is authorized by existing permits.

Large industrial users are required to comply with industrial pre-treatment standards before discharging to the City's wastewater system.

Future Needs and Issues

Anticipated volume is currently within the treatment capacity of the existing lagoon treatment system, especially given the relatively slow population growth rate expected.

The capability of the wastewater collection system to support future average daily flows was not determined for the Comprehensive Plan. This information can be determined via the modeling of system hydraulics and the incorporation of anticipated average daily flows. There are some ongoing compliance issues with ammonia and BOD exceeded limits that are being addressed in current wastewater treatment plant master planning.

Power



Electricity is provided in Worland via a distribution system operated and maintained by Rocky Mountain Power (RMP). RMP has a franchise with the City of Worland that was renegotiated in June 2014 for a 15 year term. RMP pays a 5% franchise fee on gross revenues of the company's service within the city. RMP can provide 120/208, 277/480 three phase or 120/240 volt single phase service in most areas of Worland.

Electrical Consumption

In November 2013, there were 2,728 Rocky Mountain Power customers in the Worland area. In 2014, the Worland load consumed 70,364,169 kWh. The Hilltop substation, located on the west side of Worland, has a capacity to distribute approximately 20.8 kilovolt amperes (kVa). The Hilltop substation has 25 MVA of capacity and the main distribution feeder is in good condition. Rocky Mountain Power will serve loads in Worland as requested and currently available supply can meet the expected loads with system upgrades. According to Rocky Mountain Power spokesman Craig Nelson, the current capacity is adequate for future needs given the historic growth rate of the community.

High Plains Power also serves much of rural Washakie County through its member owned electric cooperative. High Plains is a member of the Wyoming Rural Electric Association.



Telecommunications

RT Communication provides land line telephone and internet service to the community with a number of wireless providers (Verizon, Union, etc.) RT Communications was granted a franchise in June 2004 for a 15 year period. Thus, it can be renegotiated in 2019. RT Communications pays a 3% of gross revenue franchise fee. Expansion of fiber optic lines has been accomplished for future business opportunities and growth.

Charter Communications, aka Bresnan Communications, provides cable and internet television services. Bresnan recently negotiated a new franchise agreement with the City for an initial 10 year term. Under this 5% of gross revenue fee, Bresnan has the right, but not the obligation, to provide service to any newly annexed area.

Natural Gas



Wyoming Gas served the natural gas needs of the Big Horn Basin, including Worland. Wyoming Gas last negotiated a franchise agreement in 2002 for a 15 year term. Under that agreement, Wyoming Gas pays a 5% fee on gross sales. Wyoming Gas provides distribution and supply to residential, commercial and agricultural users. The entire City is served by Wyoming Gas.

Vision Statement and Themes

CORE VISION AND MISSION STATEMENT

The Vision for Worland represents the community's long-term values and aspirations. The vision builds on the best characteristics of the community today and identifies what residents would like Worland to be in the future. It ensures that values and goals of residents are accurately reflected in the Comprehensive Plan's elements, policies and frameworks. This mission, vision and summary of the strengths, weaknesses, opportunities and threats, developed from the public engagement process for the Grow Worland Plan.

The City of Worland Community Survey was conducted in the spring and summer 2014. This effort was designed to build upon initial values, goals, and dreams for the community. That process resulted in the summary SWOT analysis on the following page. Those topics then become the categories for the Goals and Objectives identified in this document.

Come to Worland - where you can make a life, a living and a future - a place you'll call home!

Mission

Our mission is to build and maintain a high quality of life for our residents.

Our Vision for Worland

- Worland is a welcoming, safe, and family-oriented community.
- We have an active downtown, attractive neighborhoods, and vibrant commercial centers.
- We honor our working-class heritage while investing in the future to maintain a diversified, strong economy.
- We emphasize healthy lifestyles through our recreational opportunities and excellent healthcare facilities and resources.
- We pride ourselves on our quality education system and workforce training programs.
- We are a community where our young people can return to live and work.
- Our local government encourages citizen involvement and enhances public trust.
- We welcome visitors to our community to hunt, fish, camp and explore the great outdoors.

STRENGTHS, WEAKNESSES, CHALLENGES, AND OPPORTUNITIES

STRENGTHS - Internal characteristics that allow the organization to take advantage of opportunities and accomplish its vision/mission		WEAKNESSES – Internal characteristics that could stand in the way of organization's vision or mission	
INTERNAL CHARACTERISTICS	<ul style="list-style-type: none"> • Public Facilities • Water Quality • Medical Facilities • Schools, continuing education • Diverse, non-boom/bust, economy • Educated workforce • Transportation - commercial airport, rail • Industry; manufacturing • Agricultural heritage • Walking trails; pathways • Irrigation system • Friendly, safe • Working class community • Huge volunteer base • Faith-based community • Golf Course and Recreation programs • Fire Department Insurance Rating 	<ul style="list-style-type: none"> • Resistance to change • Risk averse • Lack of pride and motivation • Lack of common vision • Not in my backyard (NIMBY) mentality • Aging infrastructure • Downtown viability threatened • Lack of retail to serve population • Lack of brand identity • Blighted gateways • Lack of workforce multi-family housing • Traffic congestion in collectors • Limited public transportation • Limited youth activities • Lack of coordinated effort among key stakeholders 	
	OPPORTUNITIES – Factors outside of the organization that allow it to take action to accomplish its mission/vision		THREATS – Factors outside of the organization that stand in the way of its efforts
EXTERNAL FACTORS	<ul style="list-style-type: none"> • Geographic location • Climate • Outdoor recreational opportunities • Huge fiber network, Wi-Fi hotspots • Telecommuting opportunities • Tourism potential • Big Horn River • Main Street program • Fairview Industrial Park • Westside Project • Clean-up of town • Community improvement programs; incentives 	<ul style="list-style-type: none"> • Viability of airport • Lack of tax base; fiscal capacity • Threat to 1% Sales Tax passage • Youth leaving and not coming back • Economies of scale • Isolated location (no interstate) • Non-existent workforce • Lack of convention space; motels • Amount of federal and state land surrounding community • Not a destination 	

THEMES FOR FUTURE GOALS

In the 2013-2014 Wyoming Rural Development Council Community Assessment process, the following were suggested themes and priorities:

1. Livability Issues
 - Financial sustainability – maintenance of infrastructure
 - Streets, water, sewer, parks, pathways
 - Out-migration of youth
 - Aging population
 - Hospice/home healthcare
 - Public transportation
 - Teen activities
 - Rx drug/alcohol abuse

2. Downtown Revitalization - Main Street Program exploration
 - Empty buildings
 - High rent
 - Lack of retail/restaurants
 - Deferred maintenance
 - Internet marketplace
 - Mixed use regulation

3. Business Retention/Recruitment
 - Development of unique brand for Worland
 - Lack of brand identity
 - Succession Planning
 - Isolated location (no interstate)
 - Blighted gateways
 - County is 70%+ Federal/State lands
 - Pass-through vs. destination

4. Continuing Education
 - Vocation/trades training or certification
 - Expansion of Northwest College and UW on-line education opportunities

Not ranked - Affordable Housing

- Rental units
- Low to Moderate Income units
- Assisted living facilities

The following broad themes emerge from the Worland visioning process and are the organizing framework for the Comprehensive Master Plan.

Worland Themes 2015

- Community Pride & Character
- Healthy Intergenerational Community
- An Active Downtown
- Residential Neighborhoods
- Quality Utility and Transportation Structure
- Unique Natural Resources with Great Recreational Choices
- Vibrant Economy & Tourism Industry
- A Well-Planned City

1. Community Pride & Character

Residents of Worland value the unique character and identity that sets them apart from surrounding communities. The City will continue to maintain and enhance the character of the community by enhancing the appearance of City streets and public spaces and by developing a brand that describes what Worland is. The City will actively collaborate with civic organizations, volunteer groups and other entities to best meet the needs and desires of the entire population.



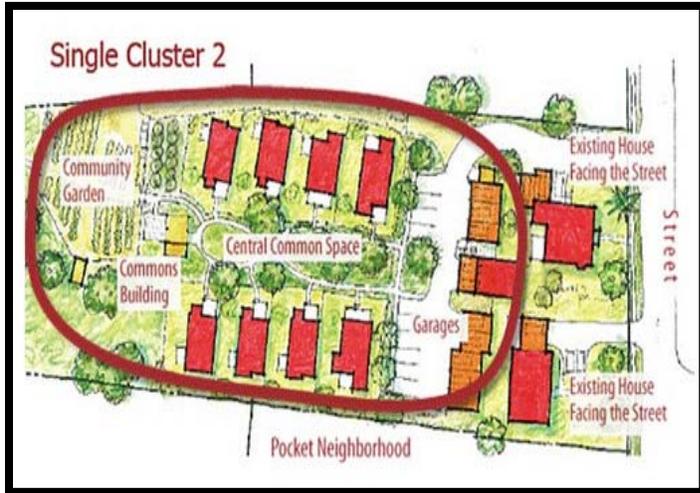
2. Healthy Intergenerational Community

The City of Worland will work to ensure a safe and secure feeling throughout the community, and to provide opportunities for all residents to lead active, healthy lifestyles. The City will also coordinate with service providers to ensure access to health and human services, and educational opportunities for residents of all ages.

3. An Active Downtown

Downtown and the designated "Main Street Overlay Area," will be emphasized as the community core. The City will focus on attracting new mixed-use development, increasing foot traffic, increasing community interest and involvement, and restoring, revitalizing and beautifying downtown Worland.





4. Residential Neighborhoods

To maintain quality, stable neighborhoods in Worland, the City will promote new development to include a variety of housing options and require compatible infill development. New housing will be well-built and take advantage of existing utilities and services when possible. The City will encourage amenities that promote biking and walking, and also amenities like common areas that contribute to livable and desirable neighborhoods.

5. Quality Utility and Transportation Infrastructure

The City of Worland will continue to work with service providers to maintain and enhance utility services, infrastructure, and transportation options and connectivity. The City will seek steady funding and resources to build and maintain infrastructure, in close coordination with other service providers.



6. Unique Natural Environment with Great Recreation Choices



Worland residents and visitors enjoy City parks and recreational opportunities as well as the area's unique and scenic natural environment. The City will conserve and protect parks, open spaces, and the Big Horn River while improving and expanding opportunities for recreation.

7. Vibrant Economy and Tourism Industry

The City will collaborate with the local business community, Washakie Development Association, and other partners to maintain existing jobs and businesses and promote the creation of new employment opportunities to strengthen the economy. The City will also work with existing entities and the surrounding counties to expand tourism venues that tap into Worland's history, natural environment, and abundant recreation opportunities.

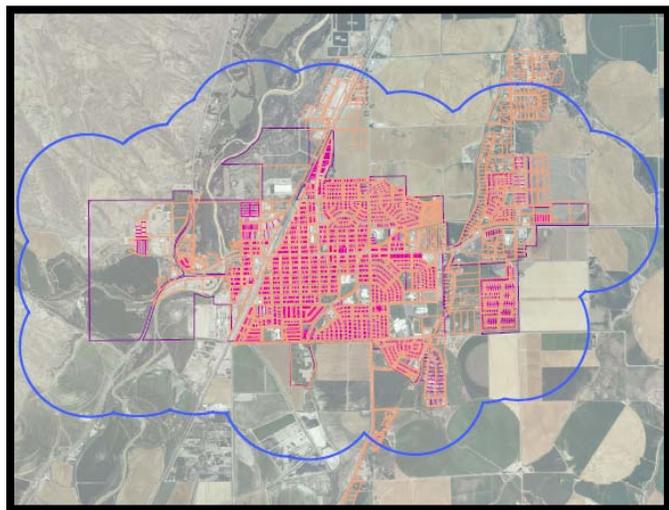


8. A Well-Planned City

To maximize available land and accommodate the constraints posed by surrounding federal and state land, the City will encourage new development to utilize existing services and facilities.



Efforts will be made to coordinate infrastructure planning and improvements with land use planning and growth. Washakie County and Worland should have a single vision for the future development of the ½ mile and 1-mile buffer areas surrounding the city. The County and the City should strive to seamlessly provide services to local residents and businesses without letting jurisdictional boundaries create service gaps or inequities.



COMMUNITY PRIDE & CHARACTER

This section addresses Worland's overall appearance and unique character, as well as community aesthetics related to development.

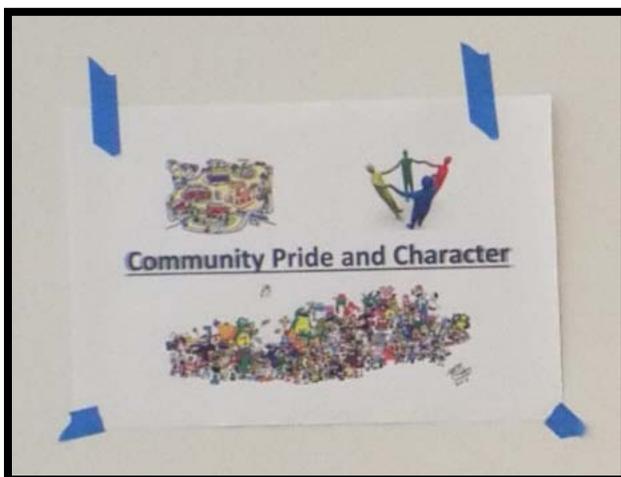
Residents of Worland value the unique character, history and culture that sets them apart from surrounding communities.

Guiding Principles

- Maintain small town feel, sense of community and distinct brand identity
- Promote volunteerism and civic engagement
- Balance community's spirit of independence with protection of desired character.

Goals

- Preserve the area's unique history and culture
- Development of consistent brand for community.
- Invest in community gateways and roadway corridors
- Preservation and utilization of Big Horn River Corridor; including Historic Steel-truss Bridge
- Thematic public destinations
- Encourage appropriate property and facade upgrades and improvements



Goal - Preserve the area's unique history and culture

Maintain and celebrate Worland's archeology, paleontology and cultural resources, including the community's agricultural heritage, the Washakie County Museum, festivals, and other cultural offerings.

Goal: Development of Consistent Brand for Community

Develop strategies to build the reputation, appearance and vitality of Worland by use of a common promotion theme.

Goal: Invest in Community Gateways and Roadway Corridors

- Feature coordinated signage, landscaping, rockscape, and lighting on community gateways and major roadway corridors.
- Design to be low-maintenance and visually interesting.
- Major gateways suggested for enhancements include:
 - ✓ U.S. Highway 20 North to Basin
 - ✓ U.S. Highway 16 East to Ten Sleep
 - ✓ U.S. 20 South to Thermopolis
 - ✓ Airport Road
- Integrate landscaping, coordinated signage, unique lighting, planters, benches, banners, and other pedestrian and streetscape improvements along City's major corridors, including, but not limited to:
 - ✓ West Big Horn Avenue
 - ✓ East Big Horn Avenue
 - ✓ South Railway Avenue
 - ✓ North 10th Street (U.S. Highway 16/20)
 - ✓ South 15th Street
 - ✓ Washakie Avenue



Goal: Preserve and Better Utilize Big Horn River Corridor, including historic steel-truss bridge

- Preserve the picturesque qualities of the Big Horn River corridor along with native vegetation and wildlife habitat.
- Preserve public access and scenic views of the river, and provide ongoing protection of any Wetlands areas and important natural habitat.
- Preserve integrity and safety of the Big Horn River historic steel-truss bridge and maintain bridge as roadway for vehicular traffic.



Goal: Design Thematic Public Destinations

Design public destinations, such as parks, trails, museums, and other public facilities to reflect and highlight the community's natural beauty, outdoor lifestyle, and unique heritage, including Pioneer Square.

Goal: Encourage Facade Improvements

Develop facade grant program to encourage property owners to enhance the appearance of storefronts and building facades. In addition to historic restoration and building renovation projects, appropriate facade improvements could include new awnings, patios, landscaping, and other pedestrian-oriented elements.



HEALTHY INTERGENERATIONAL COMMUNITY

The City of Worland will work to ensure a safe and secure feeling throughout the community, and provide opportunities for residents to lead active, healthy lifestyles.

Guiding Principles

- Seamless access to health and human services
- Educational opportunities for residents of all ages
- Community engagement and involvement
- Vibrant and multi-generational workforce

Goals

- Foster and encourage a safe and healthy community
- Support development of hospice and stronger home health care services
- Provide conduit for social service provider interface
- Encourage trade school and community college options
- Engage youth, seniors, and entire community in civic processes and volunteer efforts
- Support aggressive drug and alcohol prevention programs and treatment options

Worland's high quality of life is attributable to its safe and family-friendly neighborhoods, parks, and recreation offerings, strong school system, and high levels of volunteerism. Fostering a healthy intergenerational community, coordinating with social services and education, and community engagement and involvement are all keys to a healthy community.



In order to promote community health, maintaining a suitable level of emergency services, providing opportunities for physical activity, and maintaining and expanding

medical and health facilities, are important. While the City of Worland is not a healthcare provider, this Plan does address health-related topics under the City's influence, including identifying development areas where healthcare facilities could locate and by continuing to provide opportunities for residents to lead active and healthy lifestyles with sidewalks, trails, and other amenities.

As noted in an earlier section, by 2030, residents who are age 65 or older in Washakie County will reach 23.4% of the entire population. Worland will need to accommodate the needs of its aging population. The community also wants



to explore options to encourage workers (i.e., those who are 18-64 years old) to remain in the community.

Goal: Foster and Encourage a Safe and Healthy Community

- Maintain a safe community by continuing strong police and emergency protection services.
- Maintain reasonable costs for providing emergency services by utilizing volunteer organizations or partnerships, such as the fire department.
- Integrate opportunities for residents to be physically active by incorporating a connected system of parks, trails, sidewalks, and recreation facilities throughout the community.
- Maintain existing medical and healthcare facilities and services and pursue opportunities to expand local healthcare options, including development of a hospice care facility and stronger home health care services.



Goal: Provide Conduit for Social Services Provider Interface

- Coordinate with social and human services providers and organizations to ensure that all Worland residents have access to necessary social services.
- Develop communication interface to minimize duplication of services.

Goal: Encourage Trade School and Community College Options

- Coordinate with all levels of educational providers including early childhood programs, Washakie County School District #1, Northwest Wyoming Community College, religious organizations, and others to maintain quality and safe educational opportunities for all residents.
- Encourage contractor certification training program; trade schools for a variety of trades and apprentice programs.



Goal: Engage Youth, Seniors and Entire Community in Civic Processes and Volunteer Efforts

- Provide meaningful opportunities for the public to discuss and provide feedback about important community issues, and provide opportunities for volunteerism and civic participation.
- Build a strong sense of community by encouraging locally-oriented events, such as music in the park, farmer's markets, clean-up days, and others.
- The City should be engaged in local nonprofits and other organizations.
- Elected leaders should be enabled and encouraged to obtain necessary training from appropriate organizations such as the Wyoming Association of Municipalities (WAM),

National League of Cities (NLC), and similar organizations that support local elected leaders.

- Continue to rely on volunteers to strengthen the community, and continue to pursue opportunities to involve and inform the public about City business.



Goal: Support Aggressive Drug and Alcohol Prevention Programs and Treatment Options

- Facilitate and support adequate funding and treatment options for the prevention of drug and alcohol abuse.
- Support meaningful extra-curricular activities, events, and opportunities.



AN ACTIVE DOWNTOWN

Downtown and the designated "Main Street Program area," will be emphasized as the community core.

Guiding Principles

- Downtown is a thriving, vibrant, dynamic destination that celebrates the historic past of Worland
- A prosperous, attractive downtown is a barometer for the well being of the entire community.
- Revitalization and beautification of downtown protects the existing tax base and attracts new economic development

Goals

- Become Affiliated Main Street Program
- Improve Downtown's image through physical appearance improvements
- Strengthen and diversify existing economic base
- Add vibrancy and activity Downtown
- Encourage residential uses



Events like downtown markets, parades, and festivals enliven the community and add activity, which benefits local businesses. A vibrant and active Downtown will help attract and retain visitors, but can also support the daily needs of City residents and employees.



While overall activity levels in Downtown Worland have decreased over the years, the Wyoming Affiliated Main Street Program could provide the boost needed to revitalize Downtown Worland. Continued focus and reinvestment in Downtown will help strengthen the entire community. However, support for this program has been inconsistent and will not happen if Downtown businesses and property owners are not willing to support its implementation.

Goal: Become an Affiliated Main Street Community

- Develop the organizational structure to create a Main Street Program, focused on the four points of Organization, Promotion, Design, and Economic Restructuring.
- Establish a Main Street Overlay District on the Zoning Map (see following page and Appendix A, Map #4).
- Encourage committee to apply for and designate Technical Assistance Grant funds for facade improvements and other desired purposes.

Goal: Improve Downtown's Image by Enhancing its Physical Appearance

- Encourage facade improvements, building renovations, window treatments, and displays.
- Invest in general streetscape improvements, banners, signs, decorations.

Goal: Strengthen and Diversify the Existing Economic Base of Downtown

- Encourage business retention, recruitment, and new development.
- Integrate and promote a wide variety of uses, including commercial, residential, recreation, and other civic uses to add round-the-clock vitality to the Downtown area.

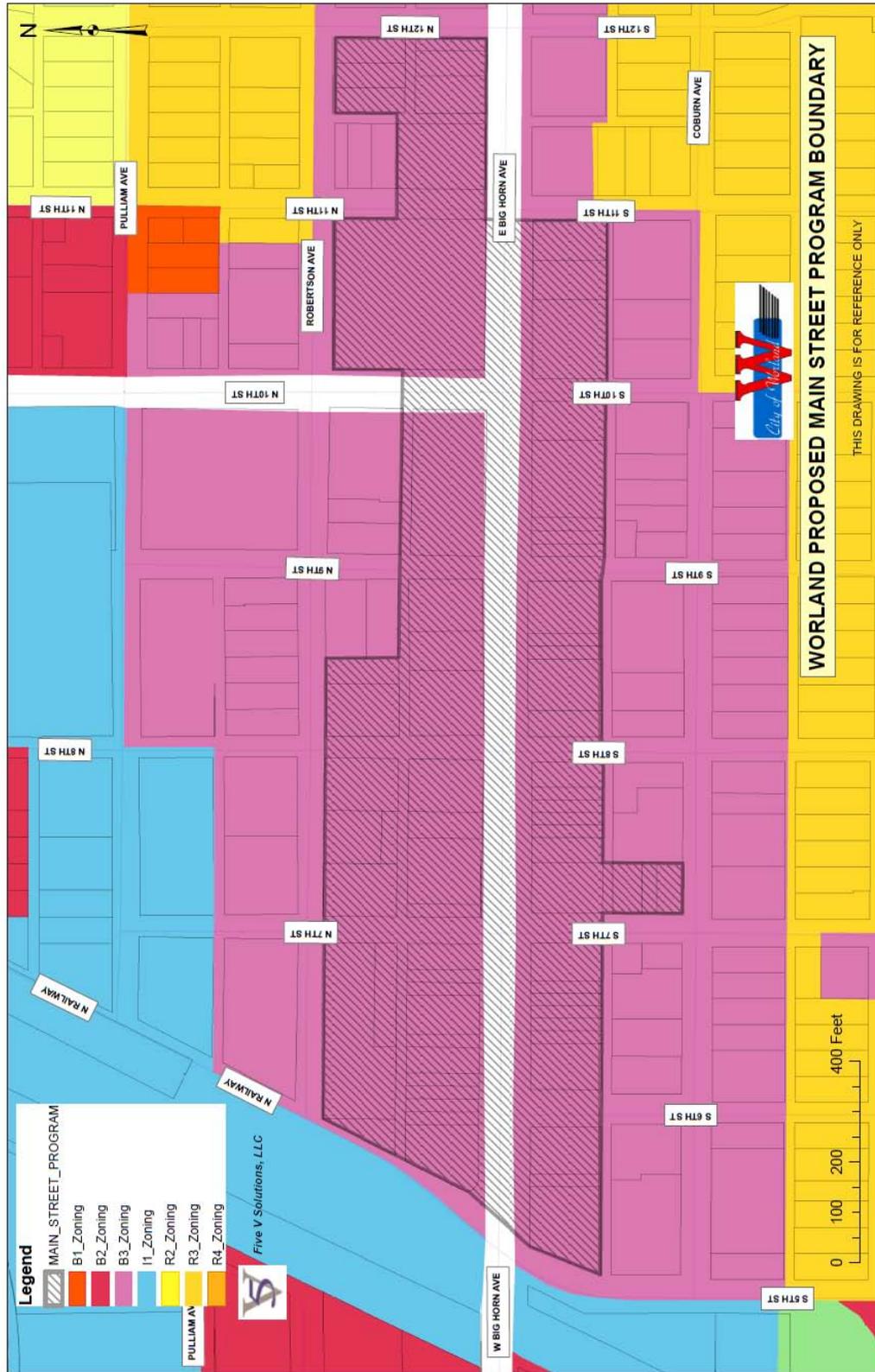
Goal: Add Vibrancy and Activity to Downtown

Market downtown's unique characteristics to shoppers, investors, new businesses, tourists and others through cooperative retail promotions, special events, and social activities.

Goal: Encourage Mixed Residential Use Downtown

Pursue opportunities to strengthen existing and add additional residential uses within and adjacent to areas Downtown. A mix of residential uses, including multi-family, mixed-use, and accessory dwelling units can help widen the range of housing options available in the City and will ensure a supply of households to support area businesses and services.





RESIDENTIAL NEIGHBORHOODS: HOUSING

To maintain quality, stable neighborhoods in Worland, the City will promote new development to include a variety of housing options and require compatible infill development.

Guiding Principles

- New housing will be well-built
- New housing will take advantage of existing utilities and services when possible.
- Amenities that promote walking, biking and common areas that contribute to livable and desirable neighborhoods will be encouraged.

Goals

- Expanded range of housing types
- Retention of quality neighborhoods
- Infill development
- Incentive options for development of affordable housing
- Incorporation of trails, parks and recreational facilities into residential neighborhoods.
- Neighborhood beautification



Worland residents embrace the City's status as a livable and desirable community in the region, and are drawn to the family-friendly neighborhoods, great parks and recreation options, diverse churches, and strong school system. Neighborhood design can help retain and enhance these desirable characteristics. Housing opportunities that are affordable, energy efficient and that provide access to a range of valuable community services support and promote a safe, viable and healthy community. Connectivity within neighborhoods is a key to quality of life and the building of relationship among neighbors.

76% of Worland's homes are single-family structures and 57% of all housing units were built prior to 1970. Housing growth needs are estimated to grow between 16.9% and 26.8% from 2010 to 2040. Worland will need another 76 rental units and 514 single-family owned units in that same time period. (Source: WCDA 2014)

Goal: Expand Range of Housing Types

- Accommodate the development of higher density housing options, such as multi-family residences, townhomes, accessory dwelling units, senior housing facilities, and mixed-use development to supplement the City’s existing supply of single and two-family homes and to satisfy the future housing needs of a changing population.
- Target development of additional senior housing, including congregate and independent units, especially a licensed assisted living facility.

Goal: Retain Quality Neighborhoods

- Maintain amenities that enhance the quality of life in neighborhoods, including schools, parks, sidewalks, trails, recreational facilities, trees and common open space areas.
- Enforce the City's adopted nuisance regulations to ensure the upkeep and maintenance of individual properties.
- Ensure that new development is compatible with existing development, in terms of lot pattern, building orientation and scale, materials, and uses.
- Emphasize compact urban design when possible and wise stewardship of natural resources.
- Align future City capital improvement projects with areas identified for reinvestment to maximize benefits to deteriorating or neglected residential areas (street repairs, sidewalk installation or repair, utility upgrades, etc.)
- Maintain Tree City USA status.

Goal: Incentive Options for Development of Affordable Housing

- Encourage manufactured housing to provide quality and cost advantages over site-built housing.
 - Evaluate zoning, subdivision ordinances, architectural design standards, and other requirements which can limit the number of locations where manufactured housing can be placed.
 - Evaluate and mitigate regulatory barriers for low-income apartment housing developments.
 - Promote the use of manufactured housing in HUD-Code parks and infill in traditional subdivisions, along with allowing placement in new single-family subdivisions.
- Goal: Incorporation of Trails, Parks and Recreational Facilities into Residential Neighborhoods



- Incorporate alternative pathways that encourage pedestrian and bicycle use into development standards. These are expectations of all generations and add value to neighborhoods.

Goal: Neighborhood Beautification

- Work with neighborhoods on maintenance and nuisance issues through enforcement of existing regulations.
- Use proactive approaches such as organized neighborhood clean-ups and volunteer-led improvement projects.



QUALITY UTILITY AND TRANSPORTATION INFRASTRUCTURE

The City will coordinate, maintain and enhance utility services, infrastructure, transportation options and connectivity.

Guiding Principles

- Steady funding and resources to build and maintain infrastructure is vital.
- Infrastructure (water, sewer, streets, storm water), is a critical element of a community's quality of life.
- Transportation represents an essential hub of the regional economy.

Goals

- Update and maintain Asset Management Program
- Update and maintain Functional Classification Map to identify needed improvements
- Develop options for navigation and mobility throughout community
- Maintain and upgrade utility infrastructure
- Coordinate new development with transportation and utility networks
- Continue to make airport improvements and maintain commercial air service

Worland has good roads, excellent telecommunications, and the utility capacity to grow. The Worland Municipal Airport provides commercial air service, although its sole provider (Great Lakes Aviation) struggles with reliability issues. With most transportation issues, Worland (like everyone else) is at the mercy of federal funds. There may never be an Interstate highway built in the Big Horn Basin, and commercial airport service seems to be further restricted in Wyoming with each passing day.



Worland prioritizes maintaining and improving utilities and infrastructure. It will focus on the transportation network, enhanced options for mobility, and new development's ability to receive service. In order to maintain and upgrade the transportation network, the Plan encourages a capital improvement plan, sufficient funding, and coordination with other transportation entities.



Goal: Update and Maintain Asset Management Program

Develop a long-term Capital Improvement Plan (asset management program), for all infrastructure that describes the characteristics and condition of infrastructure, levels of service expected, planned improvements and financing strategies.

Goal: Develop and Maintain Functional Classification Map to Identify Needed Improvements and Revised Standards

- Update and maintain Functional Classification Map (Appendix A, Map #5), to aid in the prioritization and planning of projects necessary to support expanded needs of the City.
- Review and update street classifications within community and identify streets and roadways that should be extended.
- Pursue adequate funding to support the street improvement plan to maximize available resources.
- Coordinate working with the Wyoming Department of Transportation, Washakie County, and other transportation entities for transportation needs, evaluations, and improvement projects.
- Continue to partner and work closely with railroad on all projects adjacent to and/or across railroad right-of-way.
- Research street width and traffic flow patterns, including requirement that alleys be constructed in all new subdivisions.

Goal: Develop Options for Navigation and Mobility Throughout Community

- Continue to work towards completion of Trails Master Plan (Appendix A, Map #6), enhancing the pedestrian, equestrian and bicycle routes in the community.
- Improve bicycle opportunities for transportation by evaluating the need for additional bicycle routes and lanes within City streets.
- Support public transit opportunities as they arise to provide safe, quality, and efficient modes of transportation.
- Remedy non-compliant ADA corners throughout community.
- Implement Safe Routes to Schools Plan recommendations.
- Install missing or insufficient sidewalks, especially on Washakie Avenue between 15th Street and Railway Avenue.
- Make general improvements to lighting and signage throughout community.
- Maintain two bridges across Big Horn River for safety and emergency access.

Goal: Maintain and Upgrade Utility Infrastructure

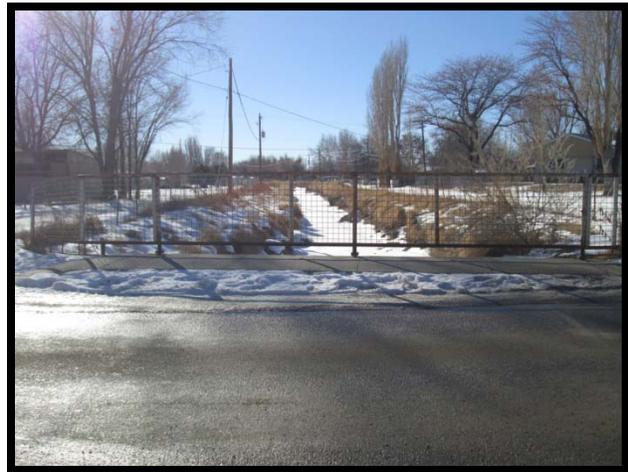
- Develop and adhere to a Capital Improvement Plan (CIP) for utility infrastructure to aid in the prioritization and planning of projects, including storm water systems, wastewater treatment facility and water transmission and distribution systems.



- Encourage early involvement with other utility providers during future expansion projects or rehabilitation projects to allow for maximum opportunity of coordination.
- Ensure that user fees for water and wastewater appropriately cover the operating and appropriate capital costs of these funds without requiring subsidization from general funds.
- Support expansion and upgrade of telecommunications throughout region.
- Work with private utility services to ensure dependable, reliable service availability.
- Implement storm water management plan.

Goal: Coordinate New Development with Extension of Transportation and Utility Networks

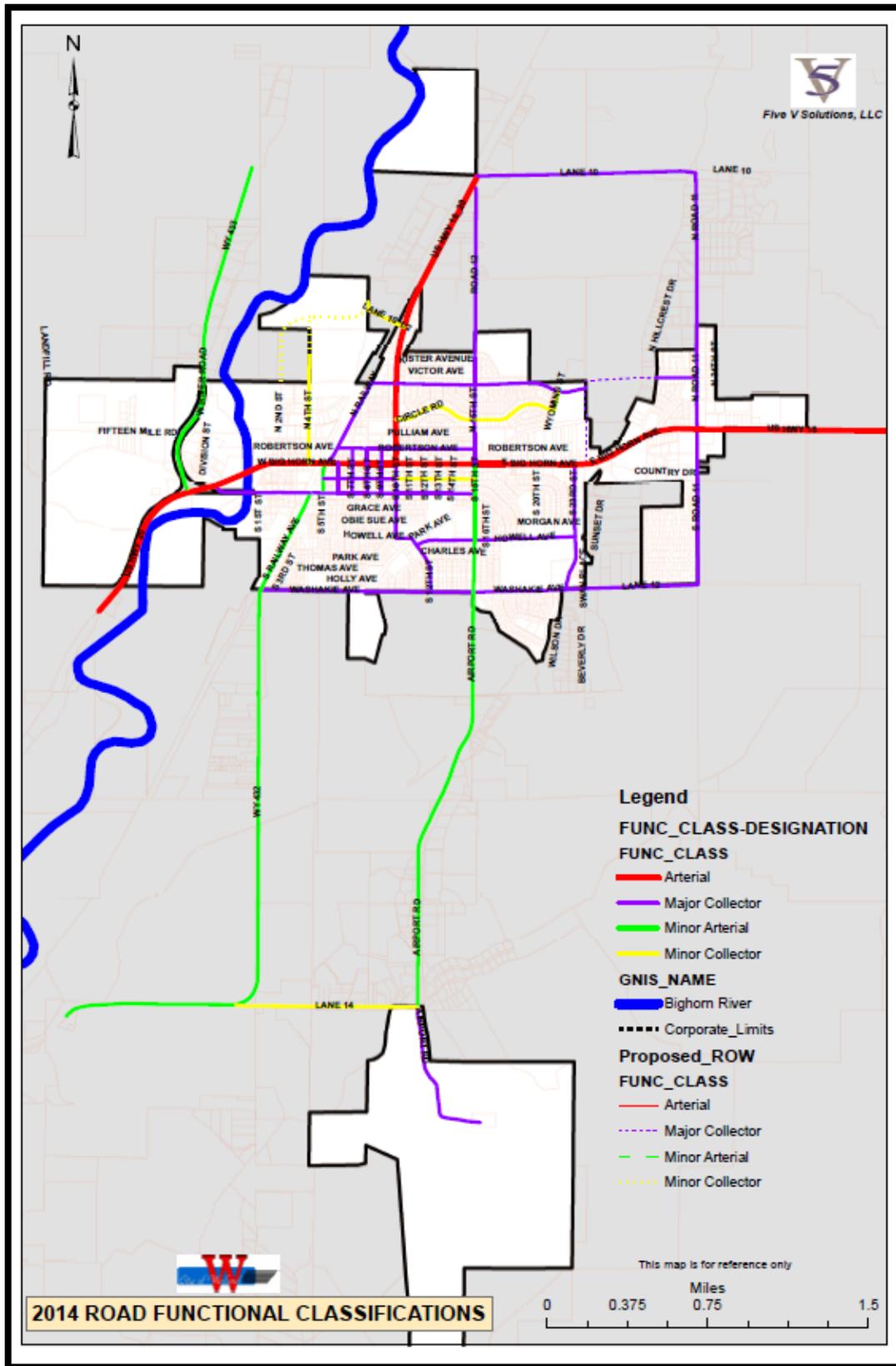
- Align infrastructure expansion plans with long-term growth areas to ensure that infrastructure expansion meets future demands and that future growth can be accommodated and served.
- Partner with developers and require developers to pay for utilities and roadways in new development areas.
- Provide well defined rules and regulations for new development that meet the City's goals.
- Work with private and other public utility services to ensure dependable, reliable service availability.

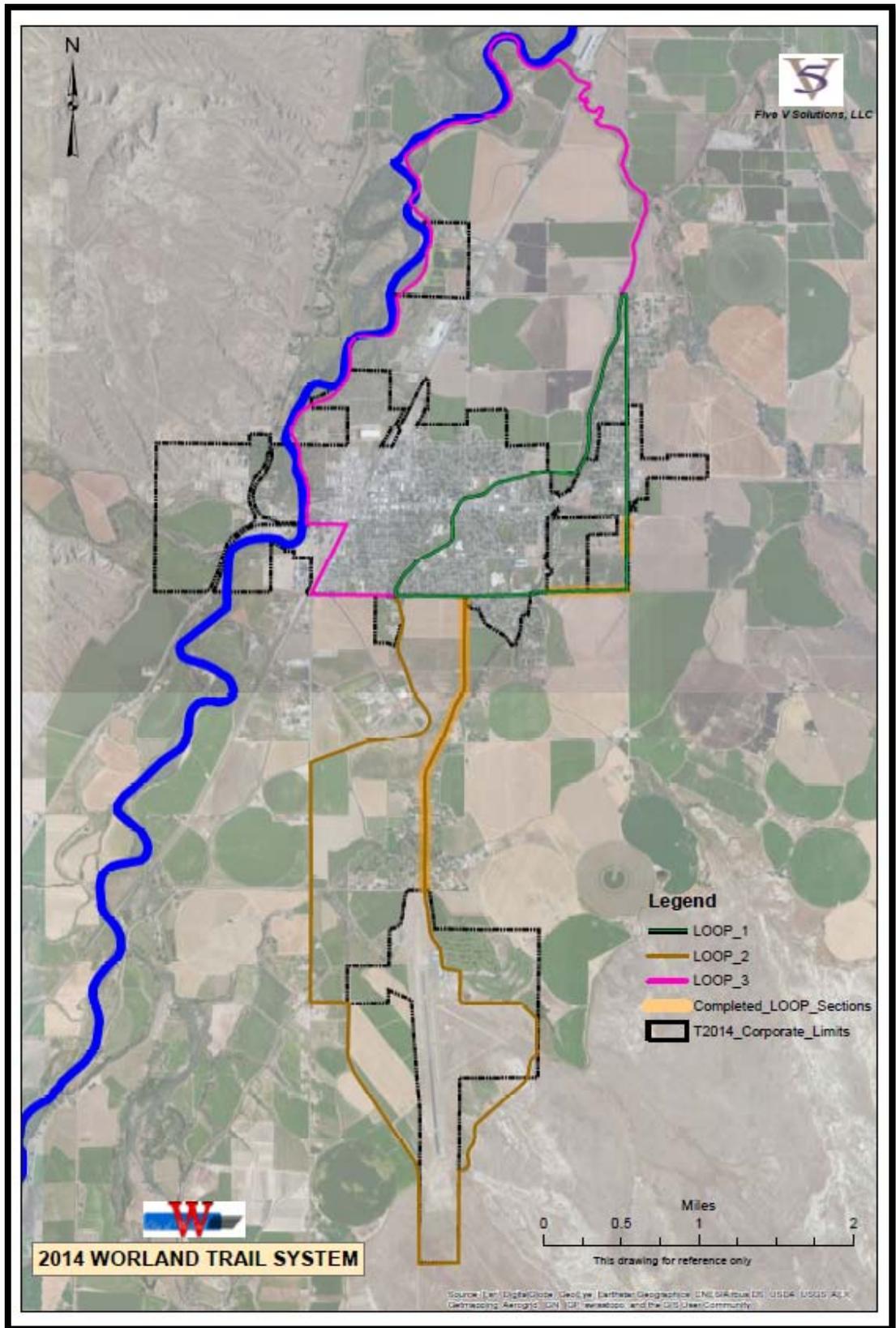


Goal: Continue to Make Airport Improvements and Maintain Commercial Air Service

- Continue to own and maintain the airport for commercial and charter services.
- Seek opportunities to partner with other organizations or private entities to improve the airport and long range development of general aviation and airport compatible land uses.
- Support additional air park hangers or other aviation support businesses.







UNIQUE NATURAL ENVIRONMENT WITH GREAT RECREATION CHOICES

Worland residents and visitors enjoy City parks and recreational opportunities as well as the natural environment.

Guiding Principles

- Conservation and protection of parks and open spaces.
- Big Horn River is a tremendous asset to be protected and celebrated
- Good stewardship of lands, air, water quality and open spaces ensures a legacy for future generations.

Goals

- Minimize impacts on the natural environment
- Develop partnerships in region to encourage outdoor recreation opportunities.
- Enhance park and recreational opportunities and facilities.
- Expand recreational opportunities along Big Horn River while protecting surrounding property from flood hazards.

The City of Worland is set within the Big Horn Basin and the Big Horn River crosses the community, offering natural habitat for many species and fishing and recreational opportunities. Conservation and stewardship of these natural resources should be a key priority of the community.



Recreation choices in Worland and the surrounding area are a draw for visitors and residents. The trail system, aquatics center, golf course, shooting complex, community center, and county fairgrounds provide options for many interests and abilities.

Public demand and population growth will be a big factor in determining the future needs for public parks, trail systems, and pathways in the community. It will also be important to protect future right of way extensions, identify drainage basins, and other natural green space locations,



including parks and recreational areas, and other city-owned properties.

Preserving the natural environment while providing great recreation choices, maintaining park and recreational facilities and expanding recreational opportunities along the Big Horn River are all important to maintaining the quality of life in Worland.

To enhance park and recreational facilities, the Plan focuses on accommodating people of all abilities, ensuring the availability of adequate amenities, designs that require minimal maintenance, and integration of interpretive messages and historic and cultural resources into community parks and open spaces. For expansion of recreational opportunities, the Plan addresses extension of the trail system to connect key community destinations, and enhancing the offerings of recreational activities and facilities for youth and older adults.

Goal: Minimize Impacts on the Natural Environment

- Strengthen measures to protect main aquifer for regional water system.
- Evaluate current solid waste operations in the area and identify options and goals for regionalization, recycling, and composting.
- Encourage alternative energy use and “green” construction products and methods where feasible.
- Balance the recreational and tourism opportunities associated with the Big Horn River with the conservation of the river as a natural setting, and the protection of the floodplain and water quality.



Goal: Develop partnerships in region to Encourage Outdoor Recreational Opportunities

Reach out to Bureau of Land Management (BLM), U.S. Forest Service and Wyoming Game and Fish to partner on utilization of natural resources in Washakie County and the Big Horn Basin.

Goal: Enhance Park and Recreational Opportunities and Facilities

- Accommodate people of all abilities (including children, disabled and elderly) in the design of all park, open space, and recreation facilities.
- Ensure that adequate amenities, such as benches, restrooms, trash receptacles, and pet waste bags are available in high-use areas.
- Design new park, recreation, and open space facilities to require minimal maintenance and upkeep to reduce costs and ensure durability.
- Ensure that funding of adequate maintenance is available for existing facilities before significantly investing in new facilities.
- Integrate interpretive messages and historic and cultural resources into community parks and open spaces, where appropriate.

- Extend the Trail system to connect key community destinations like parks, recreation areas, downtown, neighborhoods, and other destinations through a complete, connected network of trails and sidewalks.

Goal: Expand Recreational Opportunities Along Big Horn River While Protecting Surrounding Property from Flood Hazards

- Explore opportunities to develop fish habitat, small boat ramps, picnic areas, interpretive centers, and access points along Big Horn River.
- Preserve and maintain historic steel-truss bridge on west end of community across Big Horn River.
- Encourage development that faces river while respecting flood plain development issues.



VIBRANT ECONOMY AND TOURISM INDUSTRY

City will collaborate with the local business community, Washakie Development Association, and other partners to strengthen the economy

Guiding Principles

- Adherence to all of the Building Blocks of Economic Development is necessary.
- Expanding tourism venues that tap into Worland's history, natural environment, and abundant recreation opportunities is crucial.
- Acting at the "speed of business" is critical to successful economic development.

Goals - Building Blocks

- Leadership/Civic Development/Public Policy
- Quality of Life
- Workforce Development
- Infrastructure Development
- Existing Business Development
- Entrepreneur Development



Worland's economy is quite diversified, yet efforts to attract greater tourism to the community would be helpful. Current retail options and services, especially lodging establishments and restaurants, (both for residents and visitors), are limited, which results in many people driving to Cody, Casper or Billings to shop. While the market for new retail/commercial options may be limited, this Plan supports commercial services that enhance the daily life and convenience for Worland residents and visitors.

There are

some obstacles that need to be addressed before economic development efforts in Worland will be successful, including lack of understanding of the value of and need for economic development. This issue can be addressed with a persistent educational program that explains effective economic development (using the building blocks discussed below), and by setting realistic and achievable goals.

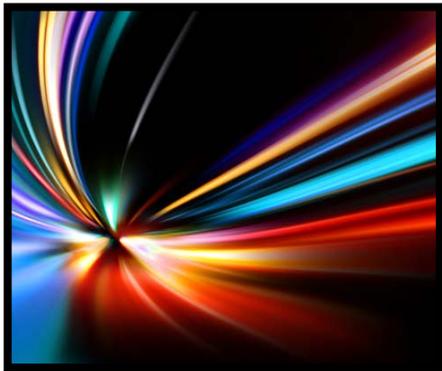
There may also be a perception that local economic development efforts have been ineffective. This is a common perception in every community that actively pursues economic growth. It is best addressed with transparent decisions, accountability, and community involvement. These are common issues for any local economic development effort.



The retention and expansion of existing employers and businesses and the addition of new employers and businesses will continue to be emphasized, in cooperation with the local business community, Washakie Development Association, Chamber of Commerce, and other partners.

Most economic growth comes from existing businesses. The reality is that job growth, income growth, and a growing tax base is almost exclusively driven by existing businesses that are expanding. Many economic development programs expend too many resources (and are expected) to recruit new business.

While building on existing businesses does not prioritize economic diversification, business expansion and retention should be the primary focus of Worland's economic development efforts. Existing strengths – like agriculture and oil and gas development – will continue to drive the economic engine.



Reliable telecommunications infrastructure is an increasingly important aspect of business and economic development considerations, and is also beneficial in attracting visitors and new residents who work remotely.

Many of the following economic development goals have also been addressed in earlier sections specific to those thematic areas. They are duplicated here in order to emphasize their importance in a balanced economic development approach.

BUILDING BLOCKS OF ECONOMIC DEVELOPMENT

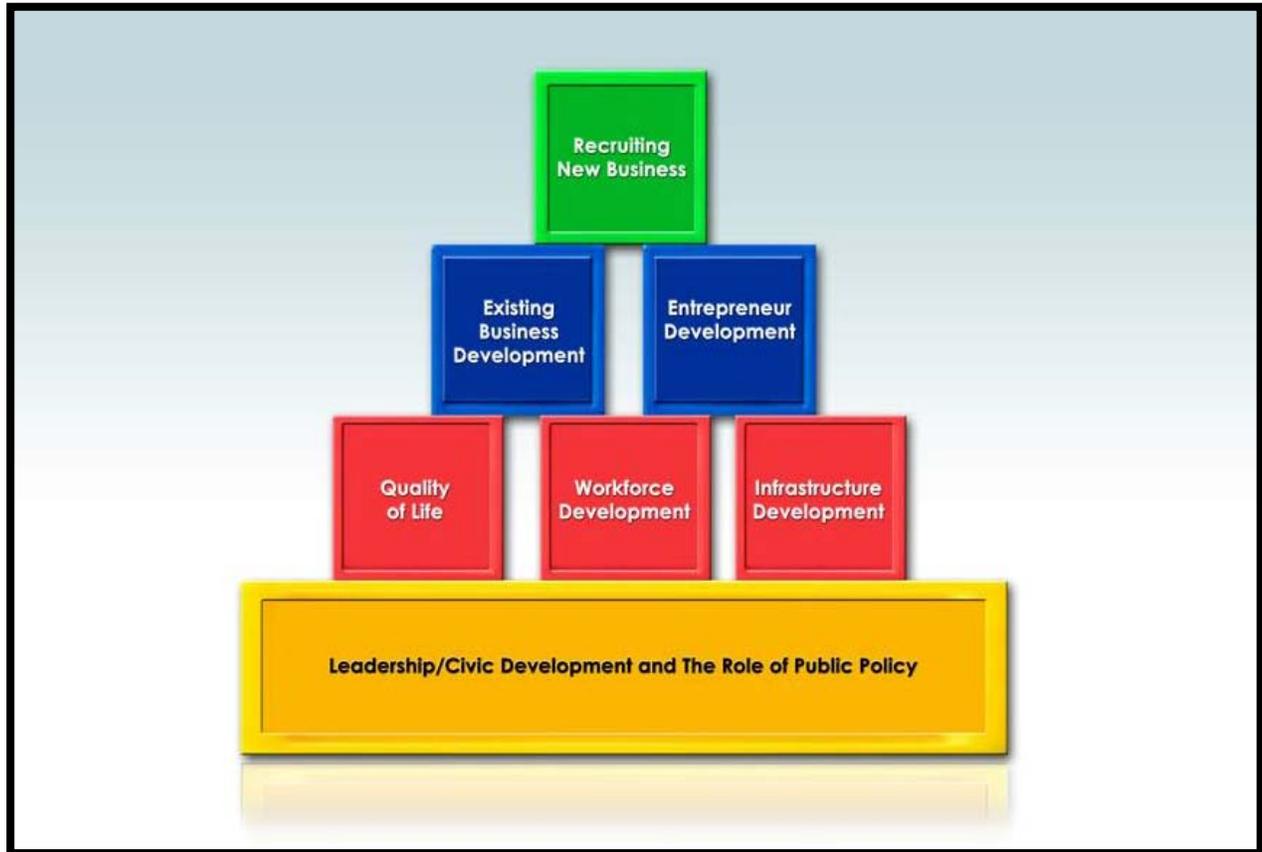
This plan addresses each of the “building blocks” of economic development, as characterized by the Wyoming Business Council (WBC) and the Wyoming Economic Development Association (WEDA), as follows:

- Leadership/Civic Development/Public Policy
- Quality of Life
- Workforce Development
- Infrastructure Development
- Existing Business Development
- Entrepreneur Development
- New Business Recruitment

The building blocks are all important, but foundational issues need to be in place before reaching the top goal of new business development. In fact, many people misunderstand economic development and believe that it is only successful when it brings new businesses to

the community. The reality is that all of the building blocks must be addressed, and only when all of the underlying blocks are in place can recruitment succeed. Thus, a good way to view the building blocks is in a pyramid shape, as shown in the following diagram.

By creating and implementing a local economic development plan with goals to address all of these building blocks, success can be appropriately measured across all efforts, not just business recruitment.



Goal: Leadership/Civic Development/Public Policy

In order to sustain any economic development program, it will be important that the program leaders (staff and board) continually educate elected leaders about economic development and the value of growth. Repetition of the principles and building blocks of economic development, as well as an ongoing dialogue about the role of local government, will be necessary. Additionally, regular communication with the general public (through news releases, public presentations, and outreach efforts) and accountability for actions will go a long way to generating support for economic development.

- Provide leadership, coordination and support for local organizations and business groups such as the Washakie Development Association, Worland-Ten Sleep Chamber of Commerce, Washakie County, Wyoming Business Council, and educational providers to support existing businesses retention and expansion.
- Improve the quality of community leadership, engage residents in the future of the community, and create/implement public policy that supports economic growth.
- Strive for informed and transparent decisions, recognition of the need for financial support, and a pro-business approach to policy.
- Engage in a thorough review of development costs, fees, and codes to fight the perception that government regulations interfere with business growth.
- Streamline regulations to minimize cost to developers, while conducting government business in a responsible manner that does not unduly burden residents with taxes.

Goal: Quality of Life

- Coordinate with local organizations and businesses, the Chamber, Wyoming Office of Tourism, and others to enhance the tourism industry and visitor experience in Worland.
- Support expanded lodging and restaurant offerings and activities.
- Enhance tourism assets like recreational businesses and museums to broaden the range of “things to do” for local residents.
- Maintain and support existing community attractions and visitor facilities including the museum, parks, recreation facilities, and trail system.
- Showcase the community's unique resources and history through the continuance and expansion of seasonal events and activities.



Goal: Workforce Development

Most Worland youth are taking education seriously, staying in school, and pursuing higher education degrees. The area is also enjoying a decreasing unemployment rate, perhaps because of its good work ethic and competitive wages. However, an economic development program should seek to increase educational attainment and incomes.

- Develop the skills and wages of local workers, attract new workers to the community, and provide necessary support for the local labor force.
- Make special efforts to increase the presence of Northwest Community College and the University of Wyoming.
- Utilize the Wyoming Workforce Development Training Fund. Many economic developers in Wyoming work with local community colleges and other trainers on a business-by-business effort to improve worker skills and productivity. The fund allows employers to subsidize their training efforts.
- Focus on housing. Without adequate temporary housing, it is very difficult to attract new workers into any community. Many employees want to rent a place when they first move to a new community, and purchase only when they have made an informed decision as to where they want to live. It is important that a range of housing options be available – existing housing, historic housing, new housing, small homes, big homes, high-end homes, multi-family units, etc.
- Minimize development costs (while requiring developers to “pay their own way”), identify appropriate areas for development, implement fair building and subdivision codes, and flexible development procedures.



Goal: Infrastructure Development

- Develop infrastructure – including roads, water/sewer, power, telecommunications – to support and grow the local economy.
- Support the development and infill of Fair View Industrial Park.
- Direct new employment growth to existing, underutilized areas of the community or to areas specifically identified for new employment growth. Priority areas for employment growth include Downtown and Fair View Industrial Park, and the North Worland Industrial Area.



Goal: Existing Business Development

Assistance with development of new products and new markets will help add jobs. There are a number of programs and best practices available to provide this assistance, but most community and business leaders do not have sufficient time to engage these programs. An economic development program could provide the needed time and assistance.

- Help existing businesses to retain and add jobs, increase wages, create new products/services, and expand into new markets to build wealth and grow the local economy.
- Continue to support agricultural, mining and oil and gas industries and opportunities for value-added industries.
- Assist in strengthening of healthcare industry in community to allow this industry to grow.



Goal: Entrepreneur Development

Wyoming is frequently identified as a great place to start a new business. Low/no taxes, affordable labor, cheap utilities, minimal regulations, efficient government, and other business attributes are cited as factors that support a favorable business climate. However, those things are not enough to spur new business start-ups in most Wyoming communities. Targeted efforts may be necessary for success.



- Assist local entrepreneurs and innovative businesses to start new businesses, add jobs, develop new products and services, and grow the local economy.
- Provide specialized training, incentives, and intentional use of existing resources for entrepreneur development. Manufacturing-Works and Wyoming Small Business Development Centers offer a variety of training programs and workshops that would help prepare entrepreneurs for success.
- Initiate a Worland Entrepreneur Challenge to embolden an entrepreneur to create a great business plan and get a new business started.

Goal: New Business Recruitment

New business recruitment is not possible unless all of the other economic development building blocks are present and functional. Even then, Worland will only be successful in recruiting businesses that are appropriate for the local economy. At a minimum, this means a targeted company must:



- Be appropriately sized (probably between 5 – 20 workers)
- Be able to hire a trained workforce
- Have adequate workforce housing
- Be located near any necessary raw materials or resources or have adequate transportation services (especially if the company is an agriculture, construction, utility, mining or manufacturing company)
- Be able to operate at a profit (key business expenses include rent/purchase costs, wages, materials costs, utilities, taxes, etc.)
- Be able to reach its sales market (whether that be consumers, wholesalers, exports or whoever; includes transportation/telecomm expenses)

New business recruitment is the primary method for diversifying the local economy. However, it can affordably be accomplished with existing assets. Economic developers should create and maintain an inventory of existing facilities and readily developable sites. Many companies looking to move want a building ready for them. At a minimum, potential recruits want a building site that already has all the necessary infrastructure in place (i.e., roads, water, sewer, gas, telecommunications, etc.). A clear timeframe and an accurate estimate for development costs can be critically important.

- Recruit new businesses and industries to locate in Worland, especially environmentally sound, well-paying sustainable industries.
- Provide leadership and work with the local business community, Washakie Development Association, Worland-Ten Sleep Chamber of Commerce, and other community partners to attract new industries such as healthcare, recreation industry, food services, and other uses, with attention to high-quality jobs and needed services for the community.
- Develop consolidated data set for relocation/business recruitment packages.
- Promote Worland's uniqueness. Develop a Worland brand that identifies its rural, Western culture, history, geography, etc., to attract the attention of potential recruits. Given the relative small size of Worland (compared to competing communities), it may be best to develop a single marketing message for the entire community, if that can be done without sacrificing the uniqueness of appeal.

A WELL-PLANNED CITY

To maximize available land and accommodate the constraints posed by surrounding federal and state land, the City will encourage new development to utilize existing services and facilities.

Guiding Principles

- Address needs of a changing community as growth and development occur
- Coordinate infrastructure planning and improvements with land use planning and growth
- Create a single vision for future development of buffer areas surrounding City.
- County and City should strive to seamlessly provide services without letting jurisdictional boundaries create service gaps or inequities.

Goals

- Compact and livable community
- Infill development and redevelopment
- Growth management area coordination with county
- Coordinate growth with provision of services and infrastructure
- Establish long-term growth areas
- Develop future land use targets
- Review ordinances, policies, procedures and permits
- Research model ordinances; codes

This section covers land uses, zoning, infrastructure, public facilities and growth management strategies.

Use of the land, whether commercial, residential, or industrial, has an impact on how the community can grow. Land use patterns must be reasonable in order for the community to make efficient use of the land. Land use must be coordinated with the road system and water and sewer systems in order for an efficient and effective land use pattern to develop.

Good development requires a balance of public and private interests. There is an appropriate role for local government to support and regulate development. Private developers need to have an opportunity to profit from their investment, and many landowners want to develop their property as they see fit, regardless of regulations and policies. Best practices of development dictate that these respective interests be balanced, so that development becomes a collaborative process.

Population trends, such as aging baby boomers, decreasing household size, the growing ability to work remotely, and increasing emphasis on quality of life and community amenities will influence the community's future land uses and development needs. The City must be prepared to address these trends and changing needs in order to attract and retain younger generations

of residents in the future. The availability of medical services, senior housing options, and other services to support the elderly will be increasingly important in the community. Planning for these types of uses now will help ensure their availability in the future.

The City will focus on infill development and redevelopment to make the most use of existing facilities and services, direct outward growth to targeted areas where City infrastructure can easily serve new development, and coordinate peripheral growth and development in

accordance with the Washakie County Master Plan. Maintaining current levels of public services, coordinating new development with existing services to maximize resources, and the implementation of development impact fees should be considered.

Good development requires a balance of public and private interests.

COORDINATED LAND USE AND DEVELOPMENT EFFORTS

An opportunity exists for the City of Worland and Washakie County to prepare common land use and roadway plans for the joint planning areas adjacent to the municipality. Historically, most of the development in Washakie County has occurred naturally near the boundaries of the City of Worland, which is a desirable land use pattern. Few major subdivisions have developed in the more remote areas of the county. However, this concentration of development near the common boundaries raises the need for the well-coordinated delivery of services. The greatest challenges for comprehensive land use planning in Washakie County are associated with the Joint Planning Area (that area within one-mile of the municipality and subject to joint subdivision approval requirement of W.S. 18-5-308(b)). This boundary is shown on the map that follows. These are areas where the interests, influences, and jurisdiction of the County and the municipality overlap.

The City of Worland should work with Washakie County to enact consistent development regulations and construction standards for the Joint Planning Area. Different building codes, subdivision standards and annexation issues can lead to unresolved community issues and frustration among citizens and developers, as well as local government staff and elected officials. Providing city water and sewer to users outside of the city limits without requiring annexation as a condition of such service, is an impediment to consistent annexation and should be avoided.

Further, it is important that both entities cooperatively work on land use issues, development and subdivisions within the one-mile and even beyond that line. Because many factors and forces important in community planning exert their influence irrespective of town or county boundaries, it makes sense for the jurisdictions to plan and act in coordination on planning issues.

The input and concurrence of County Commissioners and/or the county planning commission is required if the plan involves any land outside the city limits. Because many of the problems of growth transcend city limits and cannot be solved by municipal action alone, cities and towns should cooperate with other units of government in carrying out any of their legal powers, privileges, duties, or functions. This cooperation can be informal or subject to resolution, ordinance, or other written agreement. If it is by written agreement, the parties can create a "joint powers board" to carry out the undertaking. (W.S. §16-1-101 through §16-1-109).

In the 1970's and 1980's, the City of Worland and Washakie County developed jurisdictional disputes over annexation policies and water and sewer service extension. Annexation of an



area along the east side of the community was proposed but residents opposed the annexation and were able to stop it. There was an agreement that required annexation in exchange for provision of city water and sewer but growth did not occur as planned. As with many such policies in other communities, the City of Worland has not consistently enforced the "annex or lose city water and sewer" policy.

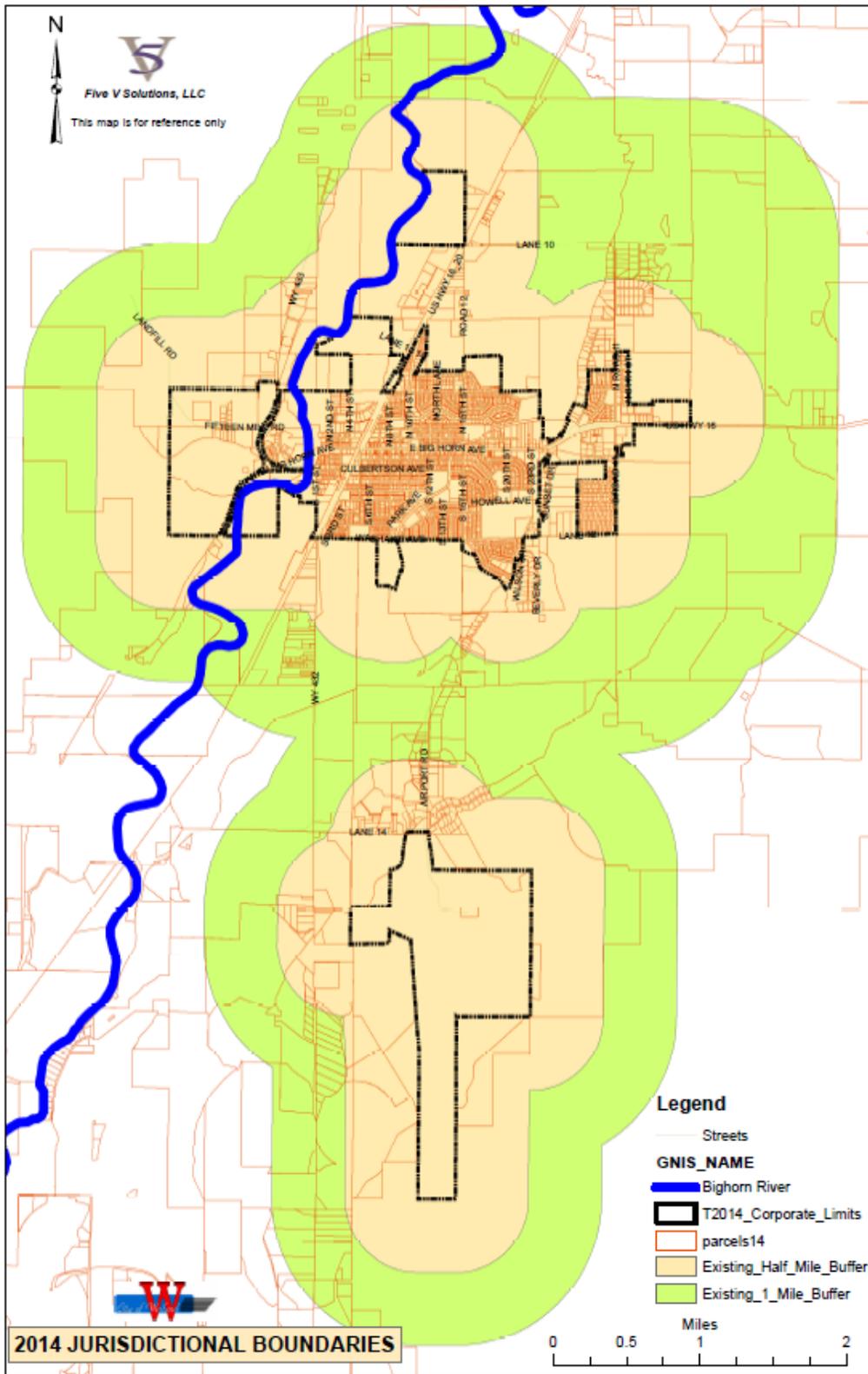
A number of years ago, the City of Worland chose to invoke it's right to exert extra-territorial jurisdictional authority within the 1/2 mile radius of the community. Although this ability has been curtailed by the Wyoming State Legislature in recent years, the City and County continue to cooperate within this extra-territorial boundary on development and subdivision issues.

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

Washakie County, Ten Sleep and the City of Worland should have a single vision for the future development of the entire county. Furthermore, the County and the municipalities should strive to seamlessly provide services to local residents and businesses without letting jurisdictional boundaries create service gaps or inefficiencies. Both Washakie County and the City of Worland understand the importance of protecting private property rights as much as possible by limiting county land use regulations in areas outside of the municipal boundaries.

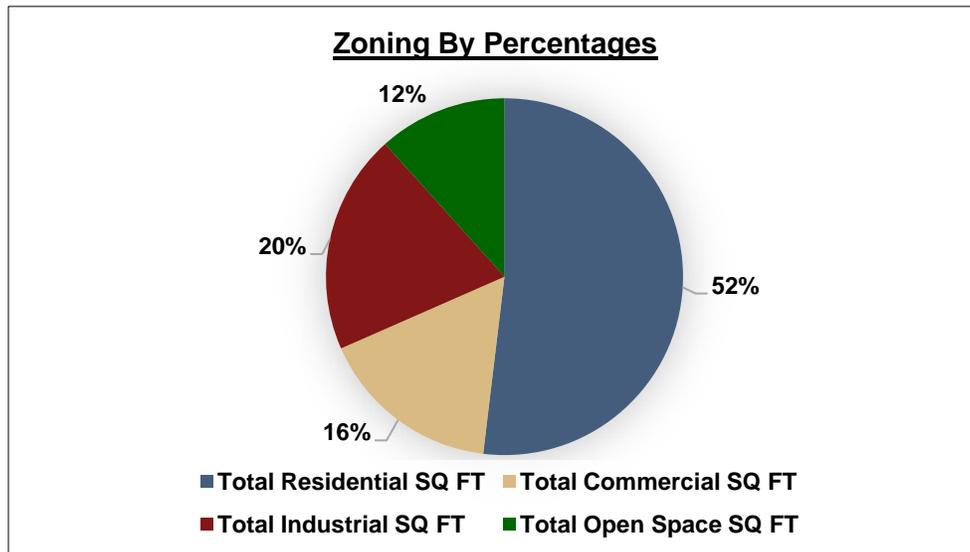
This shared philosophy between the County and City of Worland is one of working together to create compatible development within the areas of joint jurisdiction. This philosophy includes the following four elements:

- Intergovernmental cooperation is critical so that future land use planning and infrastructure expansion meets associated growth demands.
- The governments should work together to create a seamless land use and infrastructure transition between the County and the municipality.
- In devising their respective plans, each jurisdiction, as much as possible, will aim for the best future for all of Washakie County, irrespective of jurisdictional boundaries.
- Coordination of land use and infrastructure improvements in the Joint Planning Area is intended to benefit the residents, business owners, developers and others investing in the community.

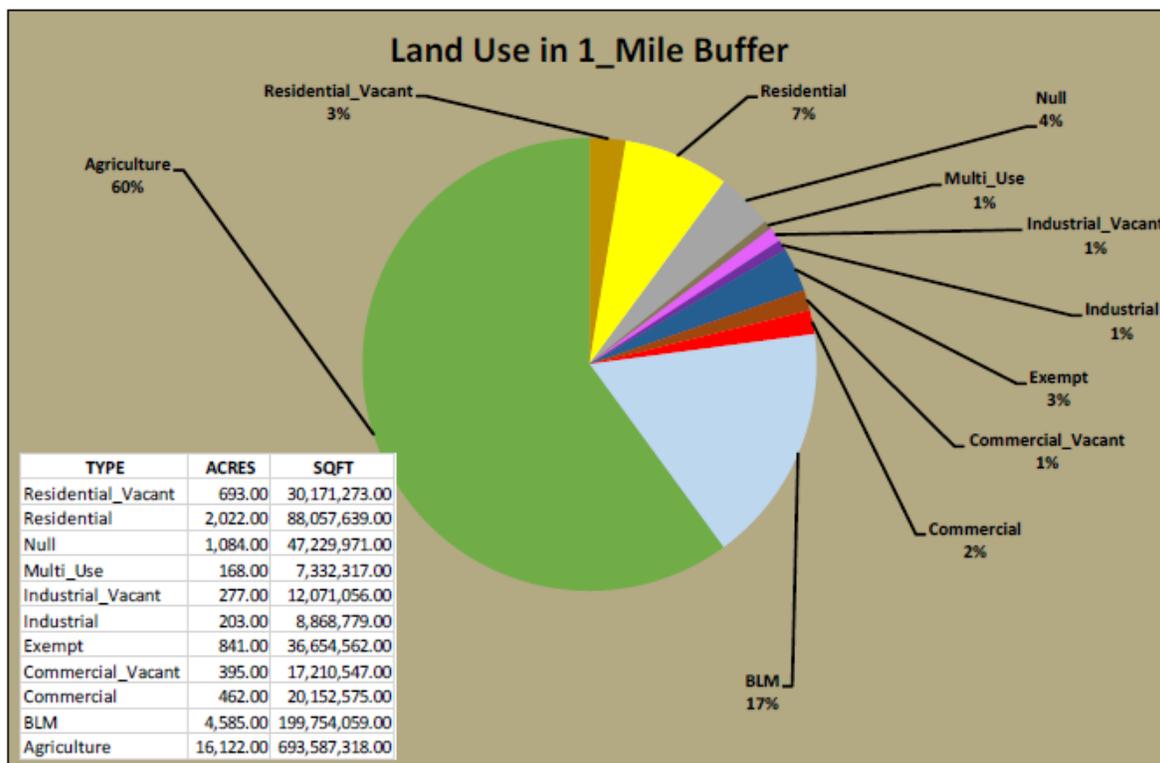


PLANNING AREA/EXISTING LAND USE

The City of Worland encompasses approximately 2,143 acres and is about 3.5 miles east-west and 1.8 miles north-south. The following chart shows the percentage of each zoning type for all land within the city.



The following chart shows the proposed land use vacant and developed in the one-mile buffer zone:

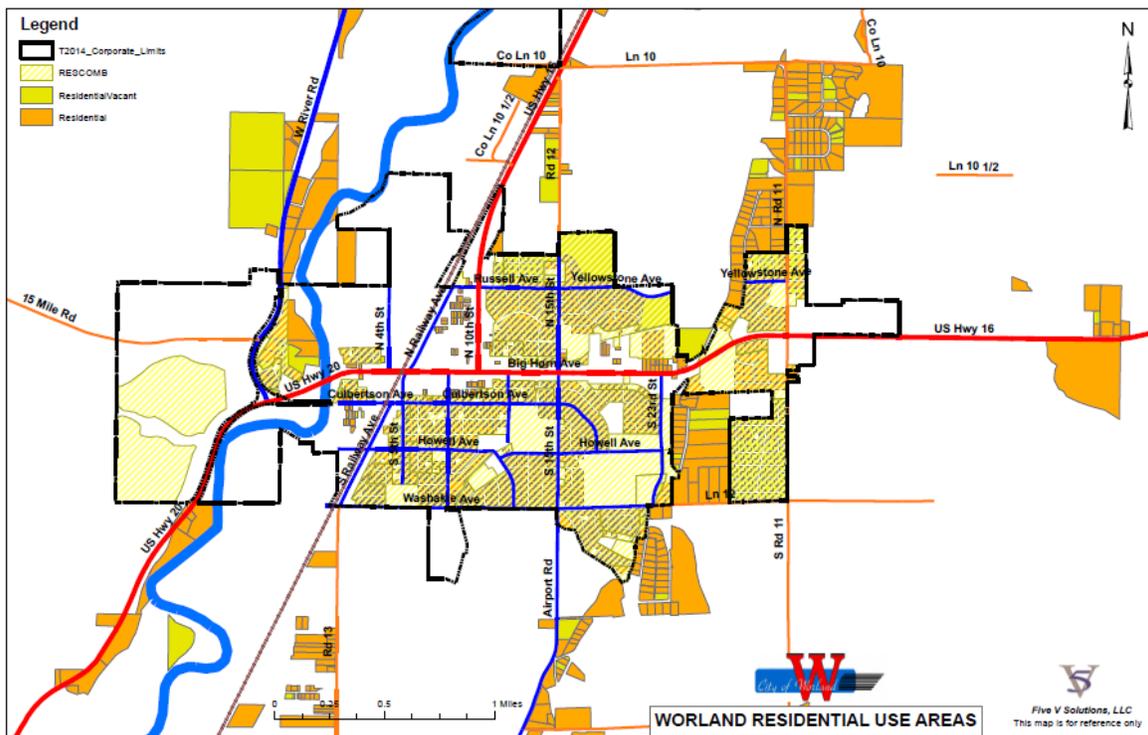


Residential Districts

Residential districts in the City of Worland are classified from low to high density, allowing for a mix of residential and compatible uses. In addition, there are specific zoning designations for manufactured homes and estate residential uses.

- R-1 Low Density Residential District - provides for the development of single-family detached dwellings and related complementary uses. It is strictly residential in character with a minimum of disturbances due to traffic or overcrowding.
- R-2 Low-Medium Density Residential District - provides for low to moderate housing densities and directly related uses. Creates attractive residential neighborhoods while making an economical use of land.
- R-3 Medium-High Density Residential District - provides for moderate to high density housing in multi-family structures. Creates an attractive, functional, and safe residential environment.
- R-4 High Density Residential District - provides for high density multi-housing structures.
- R-5 Mobile Home Residential District - allows for mobile homes in a planned mobile-home court, park or mobile home subdivision setting.
- R-6 Estate Residential District - provides very low density, single-family development. Semirural in character with non-commercial domestic livestock allowed.

The following map (with a larger version in Appendix A, Map #16), shows the zoned residential property with distinctions for vacant vs. developed within the city limits and within the buffer area:

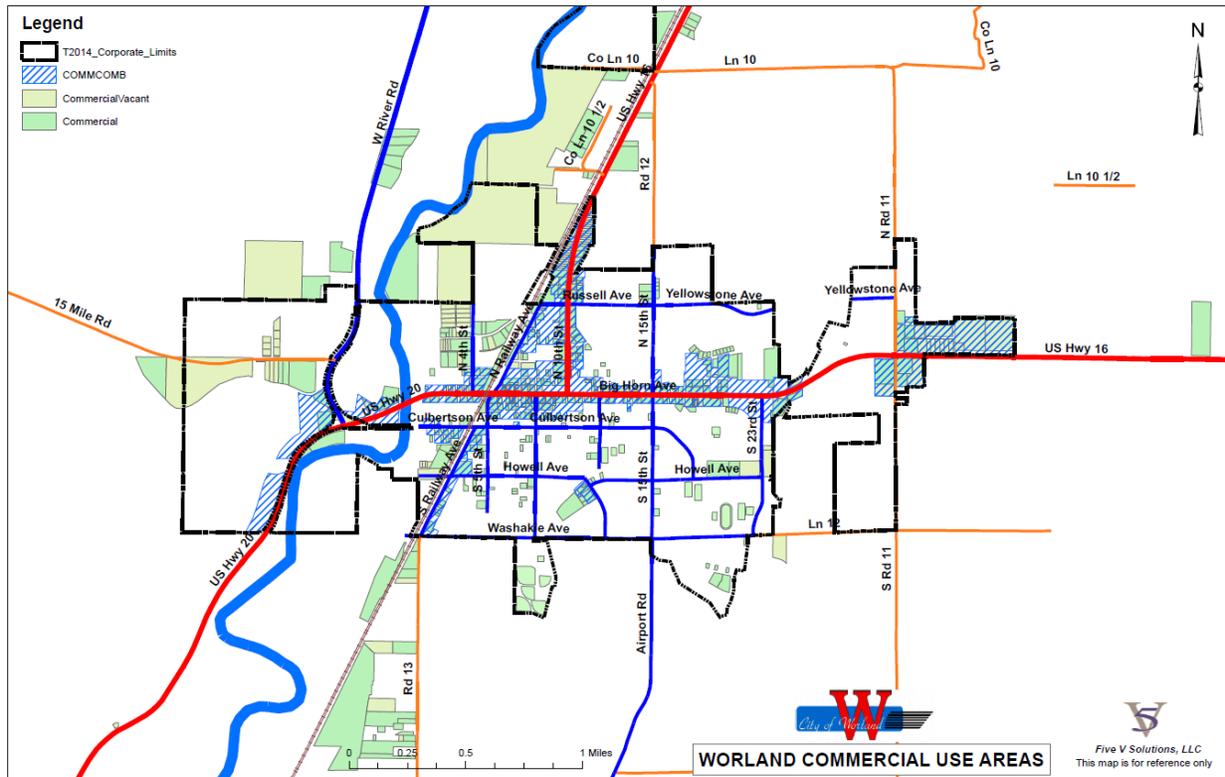


Commercial Business Districts

The City has the following zoned commercial business districts:

- B-1 Neighborhood Business District - provides for establishment of local centers for convenient retail or service outlets in residential neighborhoods.
- B-2 Community Business District - provides for low intensity, retail or service outlets on a community market scale. Located in areas served by major thoroughfares.
- B-3 Central Business District - allows development of commercial retail and service with carefully integrated residential, entertainment and parking facilities in the downtown area.

Commercial development tends to be located along major thoroughfares (west of the Big Horn River on Big Horn Avenue; along Big Horn Avenue to the east end of the city and North 10th Street/U.S. Highway 16-20. The map below (and in Appendix A, Map #17), shows the various commercial areas within the city limits and the surrounding buffer zone:



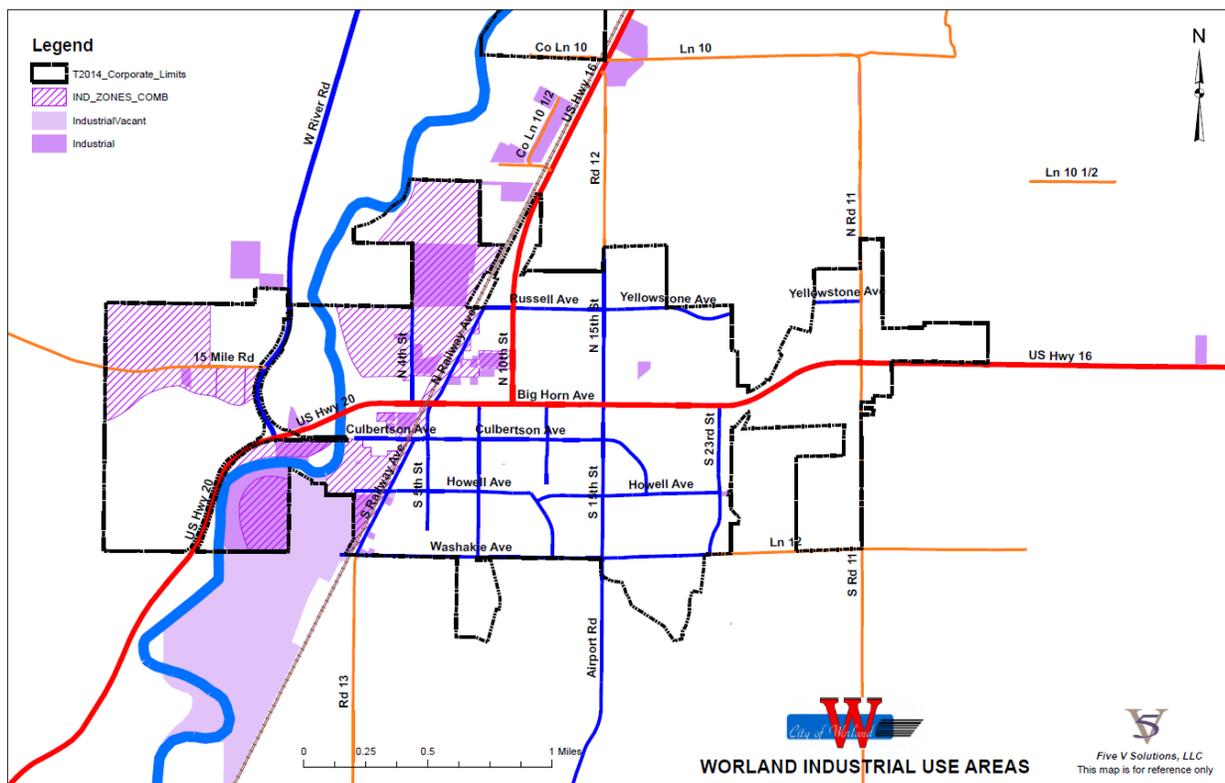
The map in Appendix A, Map #4 depicts the proposed Main Street Overlay District parallel to Big Horn Avenue from Railway to 12th Street.

Industrial Districts

Industrial zoning provides for the development of industrial, warehousing, and office facilities. The City has two zoning designations:

- I-1 - Light Industrial - Those uses that do not cause adverse off site environmental impacts.
- I-2 - Heavy Industrial - Uses which, because of their nature and operation, appearance, traffic generation, or emissions, would not be compatible with land uses in this zone but which are necessary activities of the City.

The map below shows industrial areas within the City of Worland and within the 1-mile buffer area with the lighter shade indicating vacant zoned industrial land:

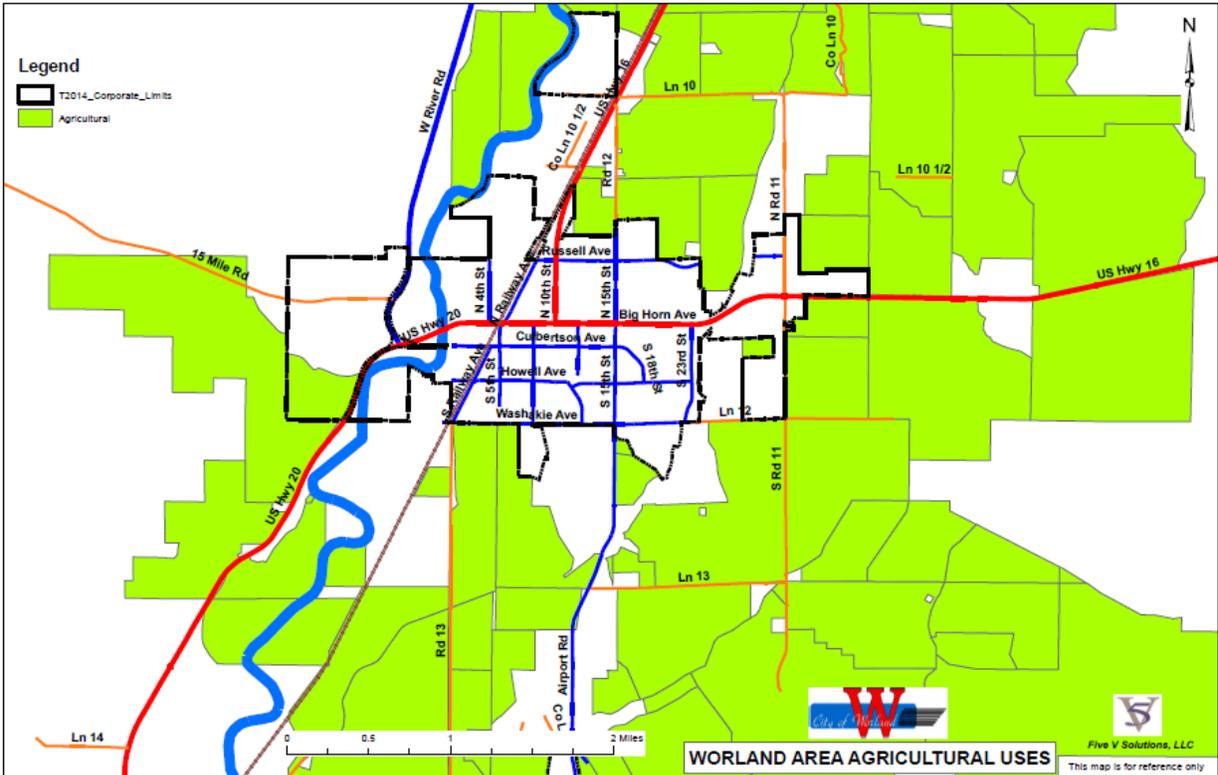


Open Space

The purpose of the open space zone is to provide for lands that are appropriate only for uses of an outdoor, open land nature or for preserving other natural areas such as floodplains, agricultural uses (except feedlots or raw animal or plant fiber processing), bicycle or pedestrian ways, natural habitat preserves, wetland habitat, parks, and public utilities (except electrical substations).

The map below and in Appendix A, Map #19 indicates the large percentage of agricultural land surrounding the city limits:





Goal: Compact and Livable Community

Maintain a compact, desirable, and livable community by approving development proposals that enhance the quality of life of residents and take advantage of existing investments. Avoid sprawling developments outside of City's desired future growth area.

Goal: Infill Development and Redevelopment

- Channel most growth and investment towards existing, developed areas of the community to make efficient use of existing infrastructure and services.
- Encourage reuse of existing buildings, redevelopment or intensification of underutilized properties.

Goal: Growth Management Area Coordination

Coordinate growth and development at the periphery of the community with Washakie County, in accordance with the adopted Countywide Comprehensive Plan.

Goal: Coordinate Growth with the Provision of Services and Infrastructure

- Maintain current levels of service for all public services, utilities and transportation infrastructure.
- Ensure that any new development does not place undue burden on the existing system or greatly diminish the quality of existing levels of service.
- Coordinate new development with existing City services, utility providers, and future capital improvement plans to maximize resources and opportunities for cost-savings.

- Require new development to finance its fair share of infrastructure improvements (water, sewer, transportation, storm water) through development impact fees, as appropriate.

Goal: Long-Term Growth Areas

Direct any new outward growth to targeted areas where it can be served efficiently by City services and infrastructure. Targeted areas for long-term growth identified below, and on the Future Land Use Map which follows:

- North of Kister along Railway Avenue to Lane 10 - commercial and industrial use
- South of Washakie Avenue between Wyoming 432 and Airport Road - Planned Unit Development - mixed use
- Southeast and northeast quadrants of City planning area - residential use with commercial indicated on east end of town south of highway.
- Big Horn River creates natural boundary of west edge of planning area.

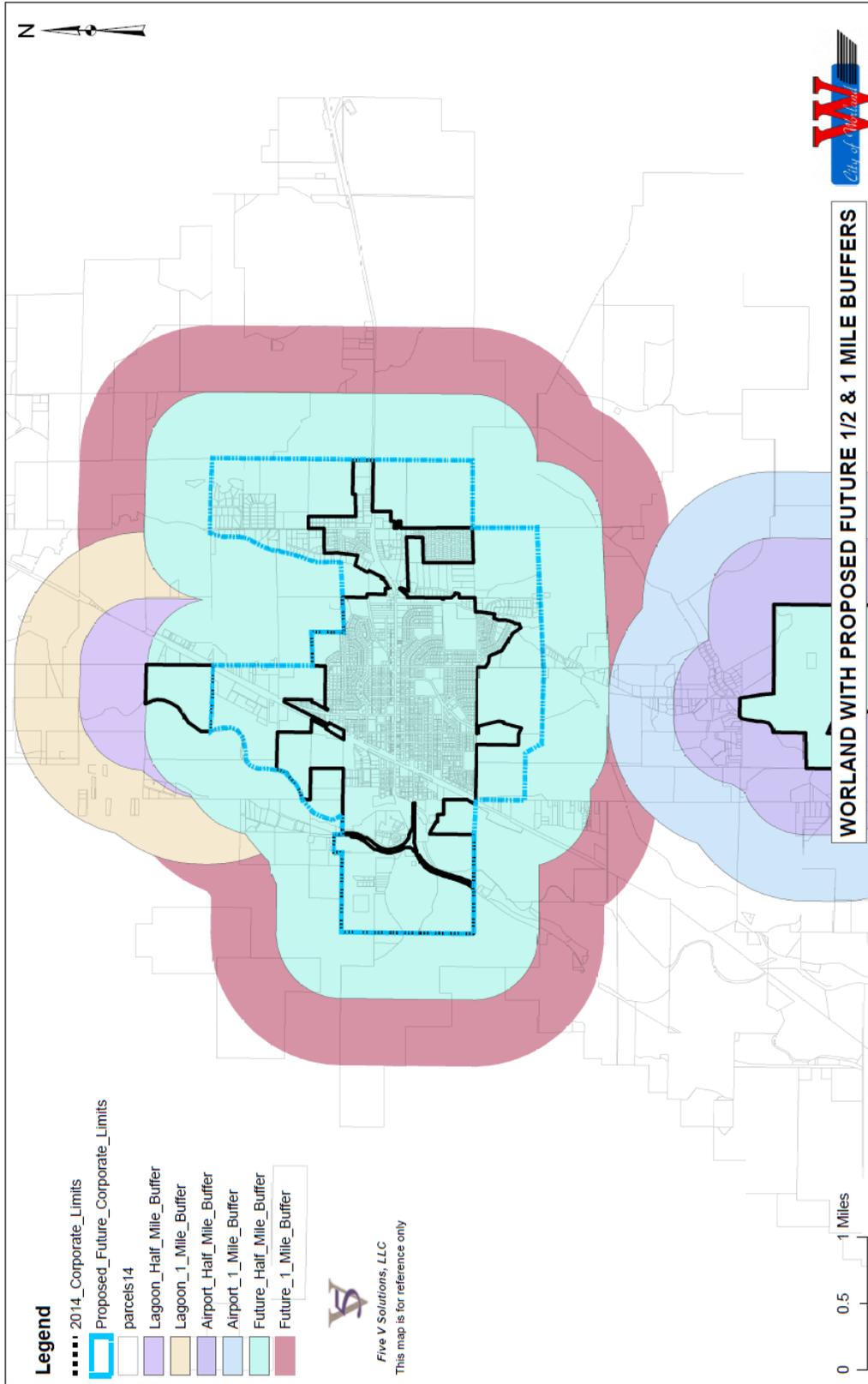
FUTURE LAND USE MAP

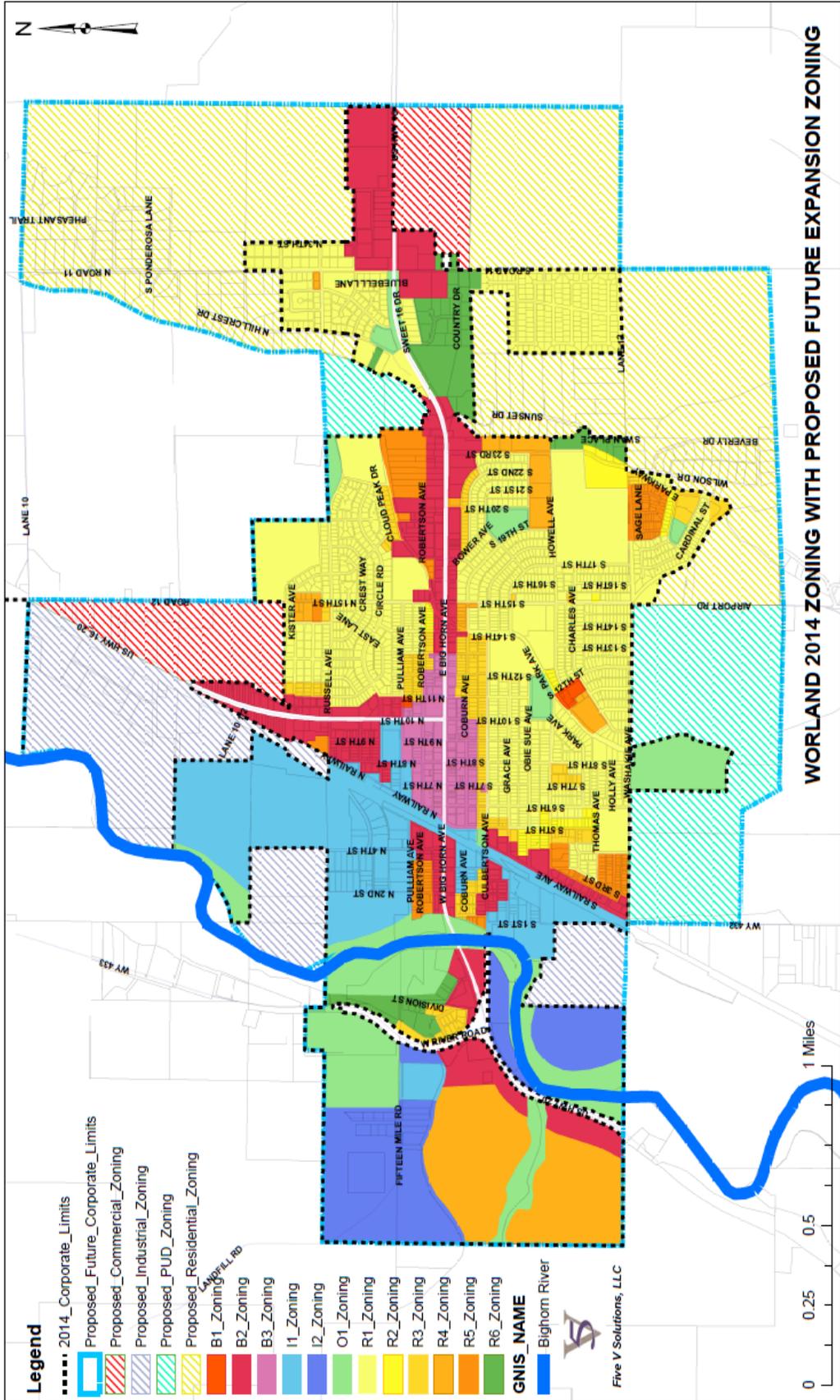
The future Land Use Map illustrates the proposed community boundaries and framework of land uses for the City of Worland. The map reflects the goals and policies of the City, showing future land uses, desired growth areas, community investment areas, and key community destinations.

The future Land Use Map is not the Zoning Map. It is an advisory map that guides the long-term decision-making about land uses in the community. The Zoning Code and Map are the specific regulations that help implement the vision, goals, and policies of the Comprehensive Master Plan. In addition to conforming to specific zoning requirements, all development and land use applications should be reviewed for consistency with the direction provided by the Plan.

On the following page, the 1/2 mile and 1-mile buffer zones are indicated. Note that the separate bubble surrounds the annexed Worland Airport property:







Goal: Review ordinances, policies, procedures, permits

Review all ordinances, policies, procedures, and permits that relate to:

- Zoning
- Building and Construction
- Annexation
- Subdivision
- Water and Sewer
- Modular and Manufactured Homes

Goal: Research model ordinances; develop action plan

Research model ordinances, codes, and best practices and develop a recommended action plan for ordinance and code modifications, implementation timeline and proposed process options to include:

- Zoning code modifications, expansions and implementation to ensure consistency with adopted Master Community Development Plan and land use/zoning map(s)
- Construction standards to include standards for roof and foundation, framing, plumbing, electrical, HVAC, etc.
- Fees and charges for building and zoning permits, subdivision plats, development fees, water and sewer connection fees, etc.
- Development standards including site plans, public improvements, landscape plans, drainage and utility plans, easements and covenants, floodplain considerations, mapping, surveying, etc.

Implementation Plan

The Action Plan Matrix in Appendix B includes the City's top priority actions to implement the Comprehensive Master Plan. These actions include regulations, programs and events and projects.

This plan is intended to be a working document that the City of Worland can use to reach their stated goals. As policies and goals are achieved over time, they should be replaced with new goals that will keep the community focused on the future.

The Comprehensive Plan must be implemented through the actions and strategies outlined and it must be maintained in order to remain current and relevant to the community's future.

The following procedures are recommended to maintain the validity of the Plan.

Replacement of Technical Data

Technical data in the document should be updated when it becomes available. Information such as employment projections, population projects, current employment and land use inventory information changes on an irregular basis, but major Census and American Community Survey data releases provide opportunities for significant updates to technical data.

Minor Update

The Board of Adjustment and Planning Commission (BAPC), the body legally charged with the preparation of the Plan, should conduct a minor review and update every two to five years. This review will provide the opportunity to ensure that materials contained within the Plan remain current and pertinent, and that completed items identified in the Action Plan are removed.

Major Update

Due to changes that occur in communities over time, a major update of a Comprehensive Master Plan should occur every five to ten years. Accumulation of mapping revisions, major annexations, other changes, and/or updates in technology could necessitate new mapping. A major update process allows the community to reflect on what has worked and what has not, and make significant adjustments to the Comprehensive Master Plan at once, if necessary.

Amendment Process

The Comprehensive Plan is a flexible document that can and should be amended when conditions warrant. The process originates with the BAPC. After reviewing a proposed amendment, the BAPC holds a public hearing on the proposed amendment. The Commission's recommendation can be made on the same date as the public hearing and is then referred to the City Council for their consideration. The City Council then holds a second public hearing and can act on the amendment after adoption by resolution.

Appendices

Appendix A: Maps

Appendix B: Action Plan Matrix

Appendix C: Public Input Process



Appendix A Maps

1. Worland Community Markers
2. 2014 Jurisdictional Boundary
3. Current Land Use Map with Graph
4. Main Street Overlay
5. 2014 Street Functional Classification
6. Trail Master Plan Map
7. City Water Distribution Map
8. Big Horn Regional Water System Map
9. City Sanitary Collection Map
10. Worland Airport
11. Airport Terminal Plan
12. Worland Parks and Recreation
13. Cemetery
14. Flood Plain Map
15. Worland Subdivisions
16. Residential Land Use
17. Commercial Land Use
18. Industrial Land Use
19. Agricultural Land Use
20. 2014 Buffers with Proposed Expansion
21. 2014 Zoning with Proposed Changes