



UNIQUELY MILLS

COMPREHENSIVE PLAN

SEPTEMBER 2017



TOWN OF MILLS
EST. 1921

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CHAPTER 1. INTRODUCTION

PLAN OVERVIEW

This comprehensive plan outlines a vision for a new downtown, enhanced corridors, thriving neighborhoods, and connected amenities to create a plan that identifies opportunities and actions to ensure a thriving and resilient future; moving beyond the Town's current challenges to create a future that is uniquely Mills. *Uniquely Mills*, the Town of Mills' Comprehensive Land Use Plan (the Plan) afforded the Town an opportunity to assess how the community is growing and to lay the groundwork for how the community will develop into the future.

Nestled in the Casper Metropolitan Area, *Uniquely Mills* embodies the desire to be a free-standing community, to preserve the small town feel, and to build on the historic industries that make Mills an economic cornerstone of the Casper Area. Recognizing the history of Mills, the Plan outlines how to preserve its distinct qualities and character and how to promote the Town as a great place to live, work, and play.

TOWN OF MILLS' MISSION

“TO SERVICE OUR RESIDENTS, BUSINESSES, AND VISITORS THROUGH LEADERSHIP WHILE PROVIDING A CLEAN AND SUSTAINABLE COMMUNITY FOR OUR PRESENT AND FUTURE CITIZENS.

TO DEVELOP AND GROW AS A VIBRANT COMMUNITY THAT RECOGNIZES THE VALUE OF ECONOMIC PROSPERITY THROUGH INVESTMENTS AND PARTNERSHIPS.

FINALLY, TO INFORM AND INVOLVE OUR CITIZENS BY PROVIDING ACCOUNTABILITY, CONTINUED FISCAL HEALTH, AND A COMMUNITY SPIRIT THAT PROVIDES OPPORTUNITIES FOR ALL TOWN OF MILLS BUSINESSES AND CITIZENS.”

WHAT IS A COMPREHENSIVE PLAN?

Uniquely Mills establishes a vision, goals, and desired future character to guide the growth and development of Mills over the next 10 years. This policy document gives broad direction to future infrastructure improvement, community amenities, and private development while providing for the health, safety, and welfare of the Town.

Mills completed its first comprehensive plan under the Housing and Urban Developments' federally mandated 701 comprehensive planning program in 1979. It was a comprehensive plan in the tradition of plans of its time, being a short summary of land use and facilities, with a projection of future land use. The plan was prepared by the City-County Planning office in Casper, and reviewed and adopted by the Town in 1979. In the 1980s, the Town developed a planning program and regionalized its water and sewer systems, becoming much more a part of the metropolitan community. The current community development plan was then completed in 1994. It outlines the current situation, developing goals and objectives for community development, and specific strategies and plans for the future development of the Town.

WHY PLAN?

Since the development of the last comprehensive plan in 1994, significant changes have occurred in demographics and economics throughout Wyoming, the Casper Metropolitan Area, and the Town of Mills. The cyclical nature of Wyoming's economy, based primarily on the extraction industry (oil and gas operations), creates a need to develop a plan for the future that is realistic but aspirational. A vision for the future will set the community up for success during the boom of the traditional local economies and economic diversification will reduce the harmful impacts during the bust. As the next generation connects to more technology, increases in diversity, lives in more urban areas, and becomes more educated, the urban form and desire for a sense of place has changed. For the Town to realize its fullest potential, decision makers must commit to the planning of and investing in the public realm.

AUTHORITY TO PLAN

The development of a comprehensive plan by a municipal government is authorized in the Wyoming State Statute. The municipal authority is derived from Section 15-1-503(a), which states that the Planning and Zoning Commission, after holding public hearings, shall adopt and certify to the governing body a master plan for the physical development of the municipality. Section 15-1-504 further defines the purpose of a master plan by stating that the plan shall be made for the general purpose of guiding and accomplishing a coordinated, adjusted, and harmonious development of the municipality, which will best promote the general welfare as well as efficiency and economy in the process of development. Following the adoption of a plan, no development may be constructed unless it conforms to the plan that is amended. In addition, Wyoming State Statute Section 15-1-508 grants the governing body the permission to make additions to or modifications of an official map after the municipality's Planning and Zoning Commission adopts a major streets plan, in conjunction with Commission approval.

PLANNING PROCESS

The planning process consisted of three major milestone meeting series with Town staff, Advisory Committee, Planning and Zoning Commission, and Town Council to review and refine: 1) visioning and areas of change analysis; 2) big ideas; and 3) strategies and a monitoring plan.



HOW TO USE THIS PLAN

The Plan is designed to be an interactive tool to be used by the community, Town staff, and elected officials. The Plan is organized into four parts:

Chapter 1: Introduction – Outlines the organization of the plan, the purpose of the plan, and the planning process.

Chapter 2: Existing Conditions – Reviews the Town's existing conditions to establish a baseline for the frameworks and implementation.

Chapter 3: Framework – Shapes the future of the community's image by identifying vision statements, goals, and desired future conditions. Framework maps show key opportunity areas throughout the community.

Chapter 4: Implementation – Details an adaptive management and monitoring program that will be used to track the progress towards meeting the community's vision.



UNIQUELY MILLS VISION

A long-term vision was established through the input of the community to develop a thriving and resilient future for the Mills community. The following six statements outline the key priorities for the Town of Mills. These visions are repeated throughout the document to organize the existing conditions, goals and policies, and implementation actions.



CREATING A SELF-SUFFICIENT COMMUNITY



CULTIVATING A COMMUNITY HEART



CELEBRATING OUR NATURAL ASSETS AND AMENITIES



REVITALIZING CONNECTED CORRIDORS



FACILITATING COMPLETE NEIGHBORHOODS



ADVANCING OUR STRATEGIC GROWTH

WHAT'S IN A NAME?

VISION: Organized under six themes, the vision details the overall desired attributes of the ideal Town of Mills.

Goals: Describes the general direction and aspirations of the community.

Actions: Each action establishes specific strategies in the form of capital projects, regulatory updates, or programs/studies to implement **Uniquely Mills.**



REVIEW OF EXISTING AND RELEVANT PLANS

The Town of Mills, as part of the Casper Metropolitan Planning Organization, has conducted or participated in many development and transportation planning efforts. The following summary provides an overview of these planning efforts.

DEVELOPMENT/LAND USE PLANS

COMMUNITY DEVELOPMENT PLAN, 1994

This plan gives an overview of the land use, housing, and transportation situation in 1994. The plan details the history of the Town and describes economic trends and constraints to provide goals and objectives for community development.

DOWNTOWN PLAN, 1996

The 1996 Downtown Plan outlined the redevelopment and upgrade of the commercial areas in Mills through streetscape and public facility improvements, coupled with a marketing plan to encourage the expansion of existing businesses and recruitment of new businesses.

CASPER AREA COMPREHENSIVE PLAN, 2000

The Casper Area Comprehensive Plan is a guidance document that provides a general statement of the desired long-term future development, redevelopment, and preservation of the Casper Metropolitan Area. This plan included Casper, Bar Nunn, Evansville, and Mills. Although the plan recommends that specific area plans be developed, each jurisdiction can make its own determination on whether or not to pursue additional planning or to implement this plan's concepts, visions, and goals.

The 2017 Town of Mills Comprehensive Plan and the forthcoming Generation Casper Comprehensive Plan incorporate elements of this plan. Many of the goals that are still relevant have been carried forward into this plan.

MILLS COMMUNITY ASSESSMENT RESOURCE TEAM REPORT, 2014

The Wyoming Rural Development Council completed the Mills Community Assessment Resource Team Report—through gathering extensive information including interviews with members of the public and stakeholders— to set forth recommendations to improve the environment, social, and economic future of Mills. This public input and recommendations are integrated into *Uniquely Mills*.

RIVER FRONT PROPERTY PROGRAMMING AND FEASIBILITY STUDY, 2016

In 2016, the Town underwent a feasibility study to assess the development potential of a linear stretch of property along SW Wyoming Boulevard, from Johnson Avenue to First Street on the north bank of the North Platte River. The plan was in response to the Community Assessment Resource Team Report. This public input and the preliminary design and recommendations are integrated into *Uniquely Mills*.

NATRONA COUNTY DEVELOPMENT PLAN, 2016

The Natrona County Development Plan is a guidance document for the physical development of the County, and it indicates the desired development in the future. The plan establishes land use designations for the urban and rural areas of the County so that the urban and rural communities can develop in a logical manner. The plan establishes land development policies so that the current zoning resolution and subdivision regulations can be updated and effectively administered; establishes through the Goals, Policies, and Actions, a program for implementation of the plan and actions to develop a planning program in the County; and establishes interagency coordination between the County, municipalities, and other agencies. The plan provides insight on the growth and development of lands currently outside of Mills' town limits but within Mills' future growth area.

TRANSPORTATION PLANS

HIGHWAY 20/26 ENHANCEMENT STUDY, 2008

The Highway 20/26 Enhancement Study was the development of a comprehensive enhancement plan for improving the appearance, character, and usability of the 20/26 Bypass corridor. This study focuses on constructing a framework plan for improving the quality and appearance of the highway right-of-way through integrated landscape improvement plans and strategies including:

- Multi-seasonal planting designs for screening, framing views, and thematically unifying the corridor
- Selection of drought tolerant, ecologically responsive plantings
- Identification of special gateway nodes and development of specific gateway elements, lighting, signage, and plantings
- Energy-efficient and environmentally sensitive accent and roadway lighting
- Enhancements to roadway safety
- Integration of facilities for alternative travel modes

CASPER AREA TRAILS, PATH, AND BIKEWAY PLAN, 2013

The Casper Area Trails, Path, and Bikeway Plan provides a regional vision for a comprehensive and connected bicycle and pedestrian network. The primary goal of the plan is to increase the number of people walking and bicycling in the Casper area. An extensive public and stakeholder engagement process helped identify the objectives and recommendations below. The study objectives include:

- Make it safe for people of all ages and abilities to walk and bike
- Make it convenient to walk and bike by developing a connected network and removing barriers
- Foster the development of a culture where walking and bicycling are accepted as viable travel mode choices

The plan identifies deficiencies in the current bicycle and pedestrian infrastructure as well as the current state of policies and programs that support walking and biking. These gaps in the network and insufficient policies and programs were used to make recommendations to increase biking and walking in the Casper area.

CONNECTING CASPER LONG RANGE TRANSPORTATION PLAN (LRTP), 2014

Connecting Casper 2040, completed in July 2014, is the 2040 LRTP for the Casper Area Metropolitan Planning Organization (MPO). The plan is an update to the 2030 LRTP that was published in 2007. The LRTP analyzes existing and future roadway conditions, transit operations, non-motorized facilities, rail facilities, and airport facilities. A number of specific recommendations to address transportation deficiencies through the year 2040 are identified.

WEST BELT LOOP STUDY, 2014

The study outlines five general land uses along the West Belt Loop that represent a plausible and rational evolution of growth westward from the communities and around the highway corridor. The plan highlights commercial/business park uses at key intersections, light industrial along the highway and near the northern extent, and open spaces and agricultural uses are shown closer to the river. The land use assumptions are integrated into *Uniquely Mills*.

CAPITAL IMPROVEMENT PLAN, 2016

The Town's Capital Improvement Plan (CIP) is a broad list of infrastructure and public amenity projects. Updated annually, the CIP ranks priority projects and lists departments in charge of the projects, along with their potential cost estimates. Projects are included for the next 10 years.



CHAPTER 2. EXISTING CONDITIONS

HISTORIC FOUNDATION

Founded in 1921, Mills has a rich history, including being part of the Oregon and Mormon Trails. The major crossing for settlers on the Platte River was the Mormon Ferry, near what is now North Casper. Two of the many routes used by early settlers heading west came through Mills – Child’s (Chile’s) and Poison Spider, both considered northerly routes. The Poison Spider Route ran across Lower Mills, roughly along First Street to Platte Avenue, then northwest along Platte Avenue and out Pendell Boulevard to the west. The southerly routes that crossed at Fort Caspar on the Platte Bridge joined this route in Mills.

Mills became a town as businesses grew to support the oil refinery businesses in the early 1900s. The Mills Construction Company provided sand and gravel for the construction of the Amoco Refinery. An initial settlement was organized for workers to stay near the gravel operation. A complete history for the Town of Mills can be found in *Separate and Distinct: A History of Town of Mills, Wyoming*, 1986.

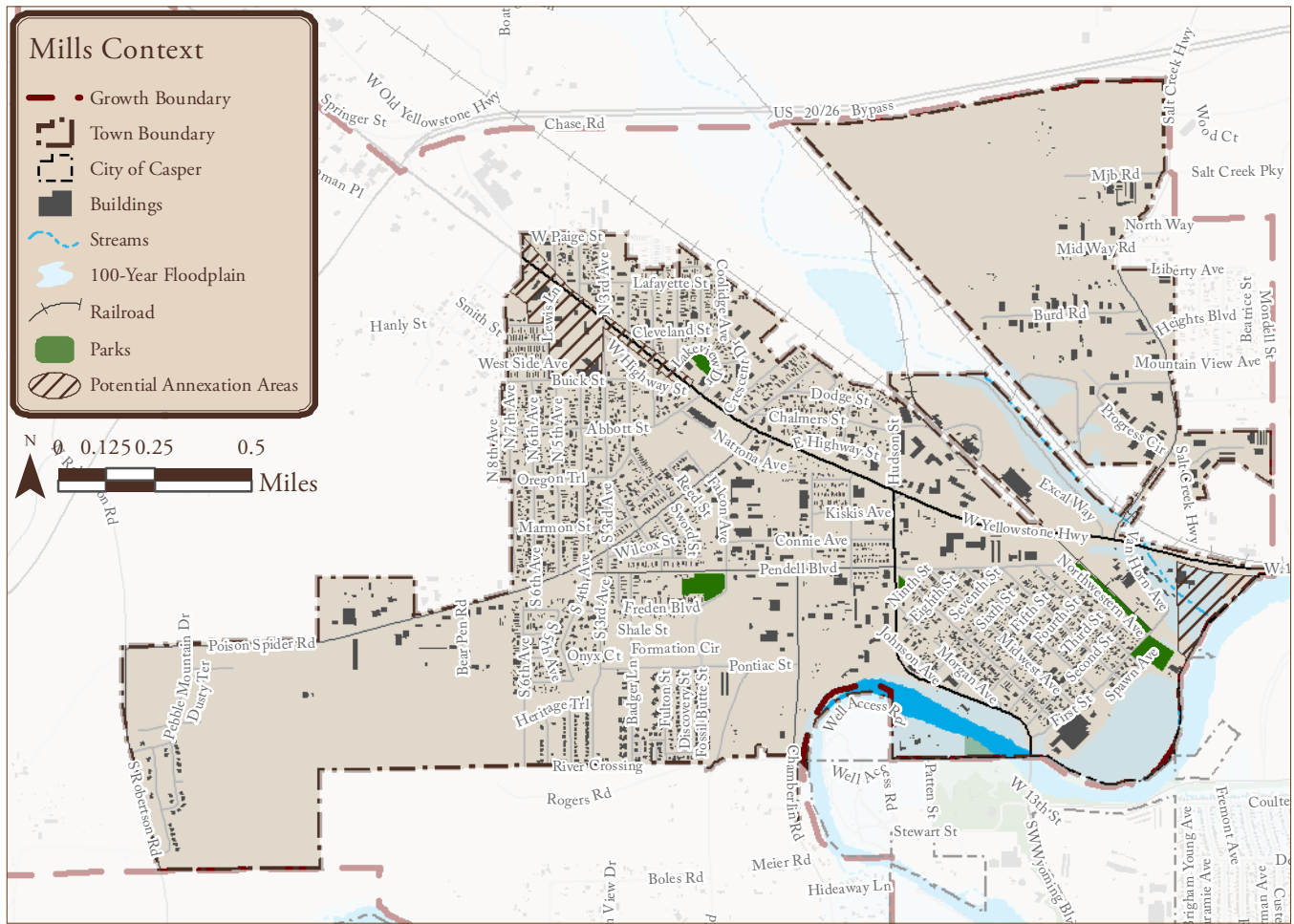


Figure 1. Context

REVIEW OF EXISTING CONDITIONS

ADVANCING OUR STRATEGIC GROWTH

The Town of Mills continues to cycle through the boom and busts of the extractive industry economy and continues to expand services and amenities. The current population is approximately 3,700 people. The Town is generally bordered by the 20/26 Bypass in the northeast, Salt Creek Highway and the North Platte River to the east, River Crossing and Boles Roads to the south, and Robertson and Poison Spider Roads to the west (Figure 1).

POPULATION AND DEMOGRAPHICS

Table 1. Historic, Existing, and Forecasted Population

YEAR	POPULATION
1990	1,565
2000	3,292
2010	3,461
2016	3,786
2021 (Projected Population)	4,137
2016 - 2021 (Projected Annual Growth Rate)	1.79%

Source: US Census, ESRI 2016



In 2000, the population of Mills was 3,292 and in 2010, it was 3,461, a 5.1% increase. In 2016, the population was estimated to be 3,786, with a 2021 projection of 4,137 people. This represents a gross increase of 9.2% since 2000. The projected annual growth rate from 2016 to 2021 is estimated at 1.8% (**Table 1**).

Table 2. Population Age Distribution

AGE RANGE	PERCENT
0 - 14	17.9%
15 - 34	26.7%
35 - 54	25.2%
55 - 74	23.1%
75 +	6.9%

Source: US Census, ESRI 2016

The 2016 median age of the total population in Mills is 40.0 years, slightly older than the median age of 37.2 in Casper. As of 2014, males represented 52.2% of the population and females represented 47.8%; combined adults (over 18) represented 79.2% of the total population (**Table 2**). The residents of Mills are primarily white, though the white-identifying population with Hispanic origin has grown and is expected to continue to grow over the next five years. The diversity index (on a scale from zero to 100) is defined as the likelihood that two persons would belong to a different race; in 2016, the diversity index was 29.8 and is expected to grow to 34.9 in 2021.

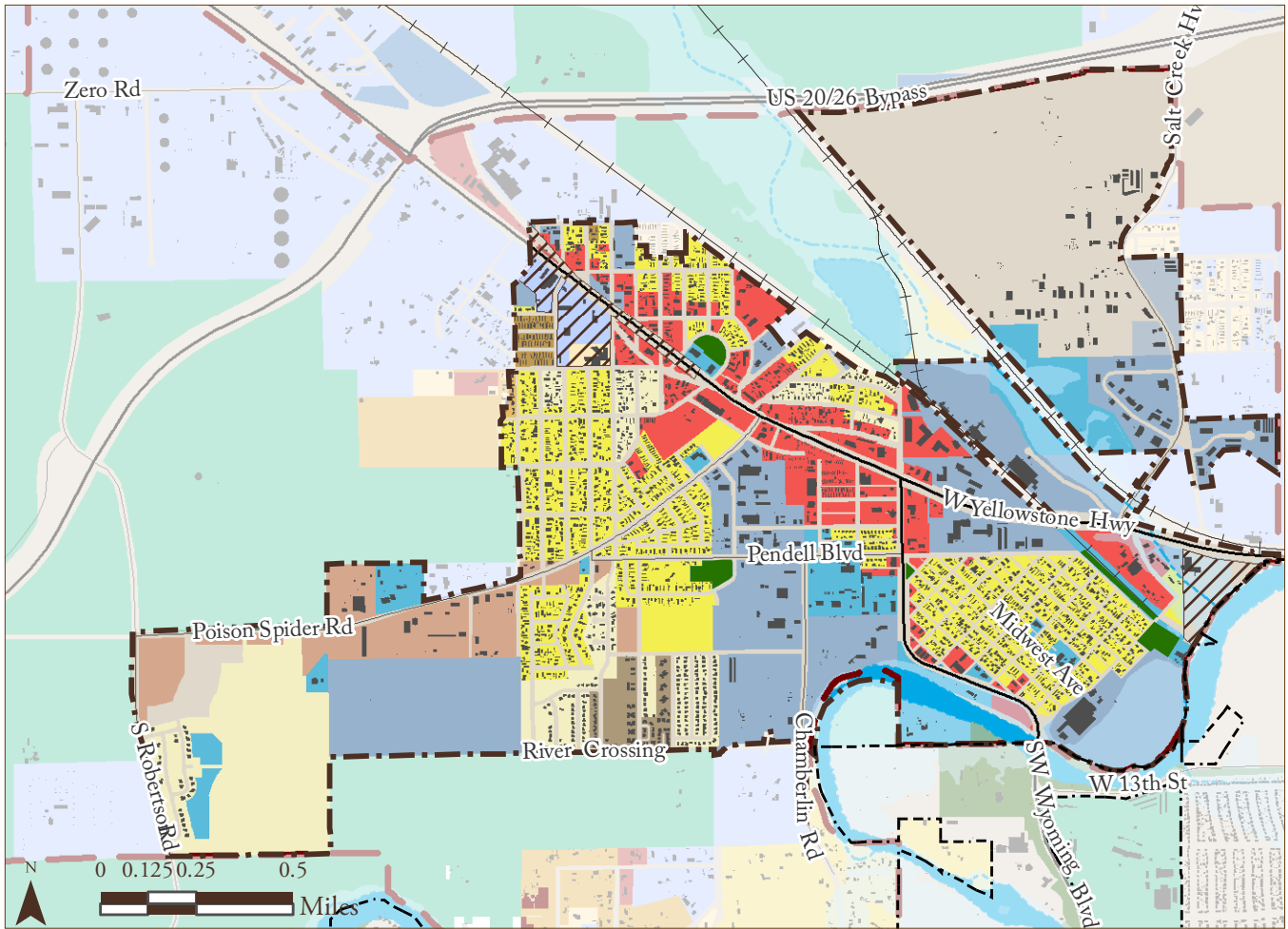
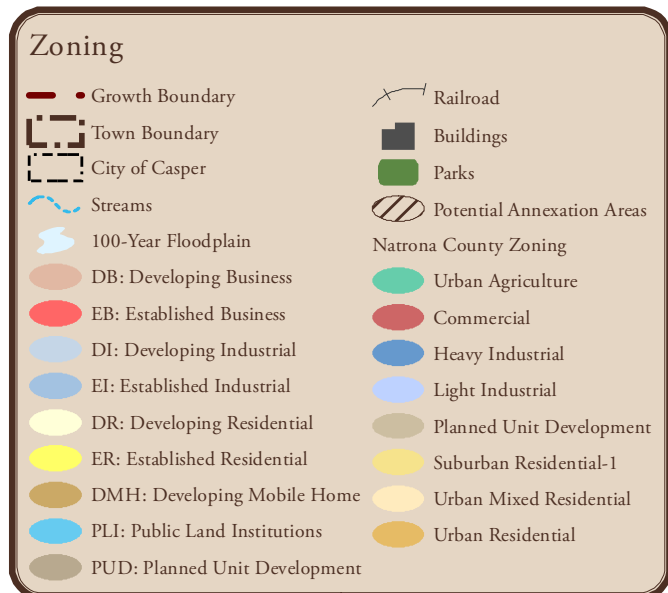


Figure 2. Zoning

ZONING AND GROWTH

Mills and Casper have a growth boundary agreement and corresponding boundaries to direct future growth and annexations. The Mills growth area is bounded on the east by the Casper city limits, the north by the 20/26 Bypass and Zero Road (including Graco Oilfield Services), and the south by the North Platte River and a boundary line just south of Poison Spider Road. The growth area does not have a western boundary. If the County receives a rezoning or subdivision proposal for this area, Mills will review the proposal.

Zoning refers to land use entitlements and requirements that regulate appropriate use, bulk, height, density, and other characteristics appropriate for a specific site.



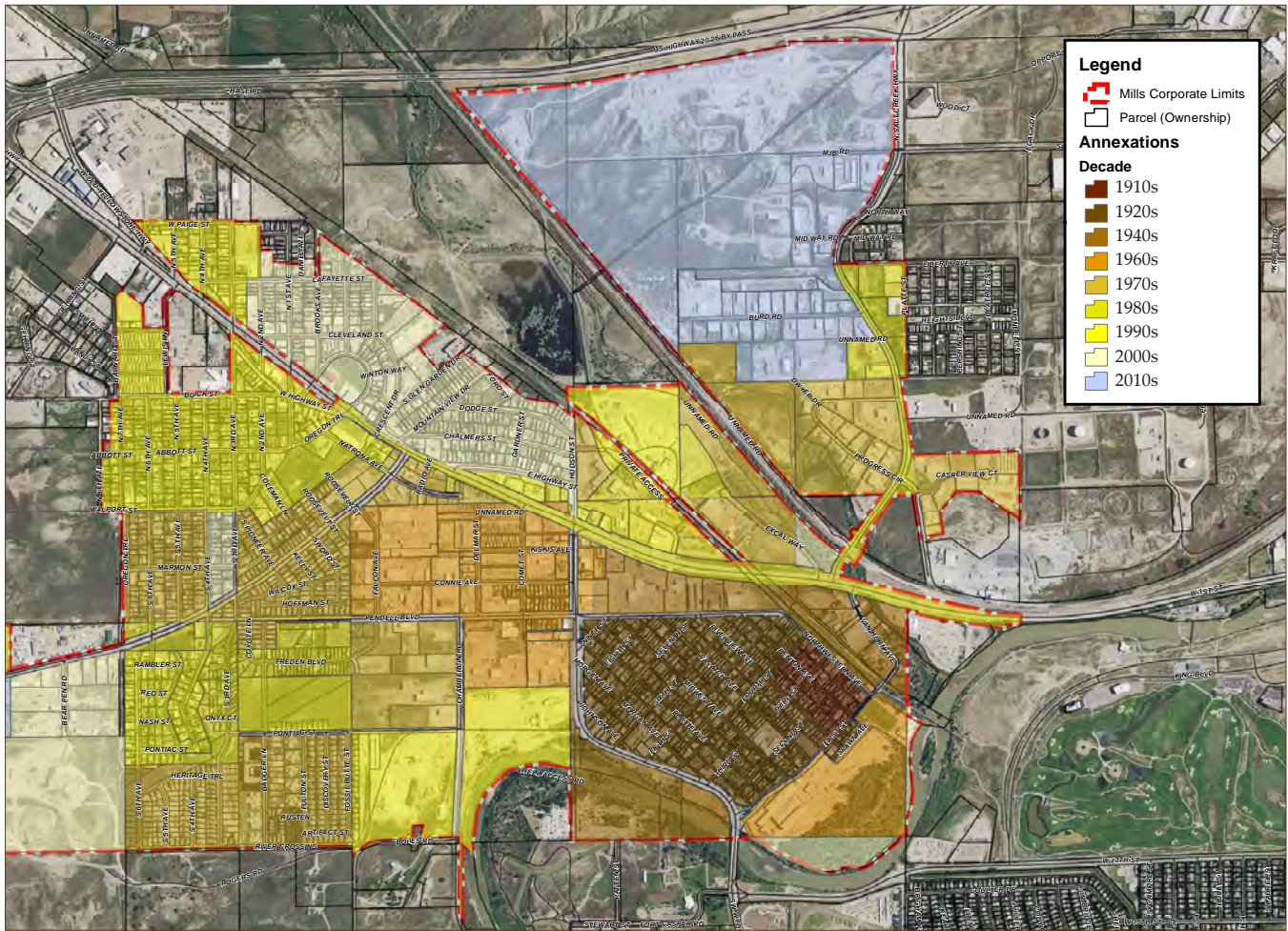


Figure 3. Annexation History, Source: WLC

The largest single zoning category within the Town is categorized as Established Industrial at 31.1%, due to multiple construction and mining companies. **Figure 2** and **Table 3** show the zoning distribution throughout the Town. The second most predominate zoning category is Established Residential, composing 20.5% of the Town, while Developing Residential accounts for 14.8% of the Town.

Lower Mills developed during the 1920s with the construction of the Amoco Refinery, is composed of small lots and a gridded street network. Between the 1940s and the 1960s the industrial and commercial areas surrounding the neighborhood development was annexed. **Figure 3** shows how residential development then leapfrogged to the west with annexations in the 1980s. Most recently, land to the far west and north has been annexed.

Table 3. Zoning Distribution

ZONING CATEGORY	PERCENT
Established Industrial	31.1%
Established Residential	20.5%
Developing Residential	14.8%
Established Business	11.4%
Public Land Institutions	10.9%
Developing Business	6.6%
Planned Unit Development	1.7%
Developing Industrial	1.3%
Unknown	1.0%
Developing Mobile Home	0.6%

Source: Natrona County, 2016

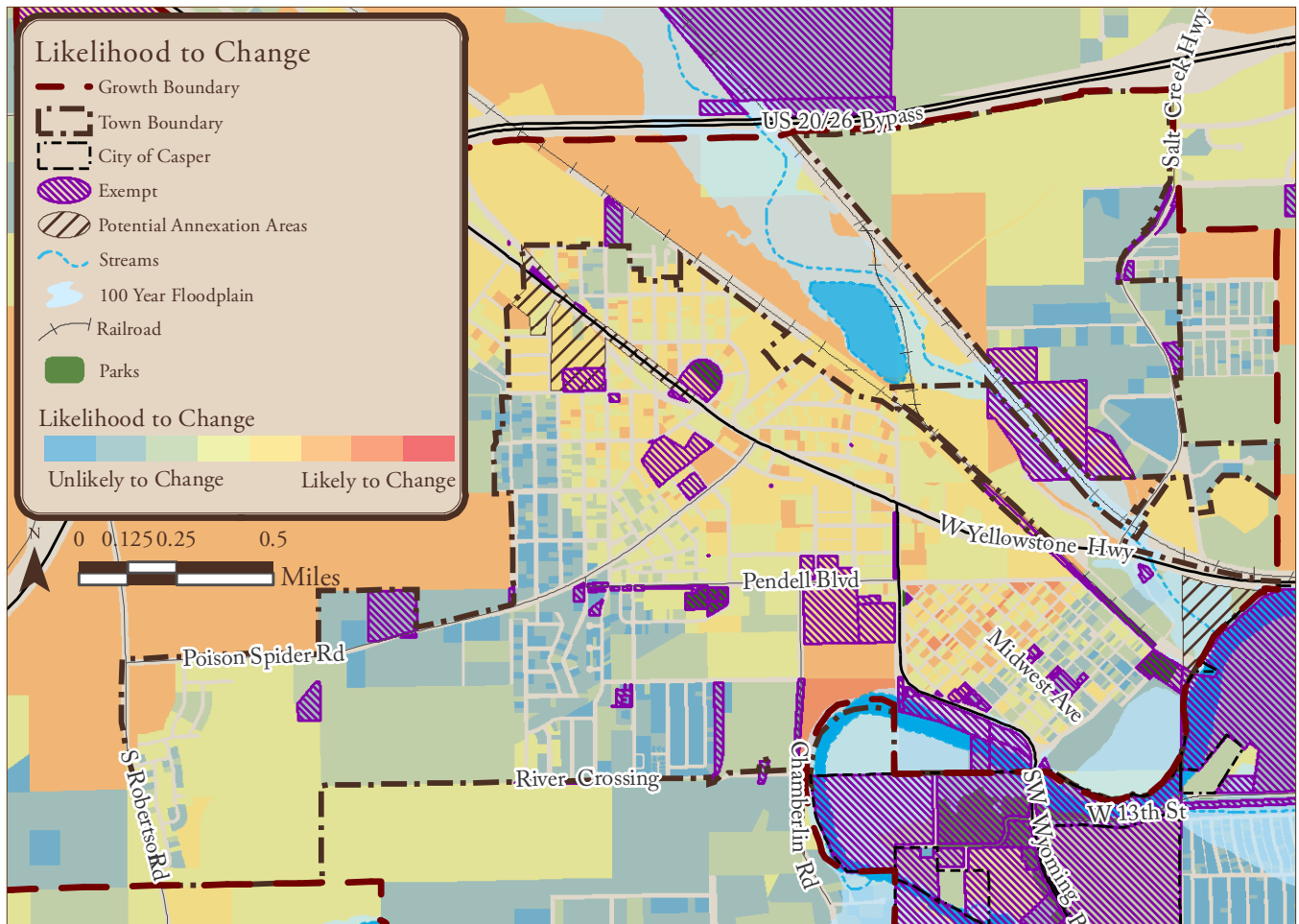


Figure 4. Likelihood to Change

LAND USE ANALYSIS

An areas of change analysis identifies which areas are generally going to stay the same and which areas are likely to change due to their condition or their proximity to features that typically affect change. This likelihood to change analysis took into consideration several conditions, including parcels that are vacant, agricultural lands, and parcels where the assessor has labeled the condition of the structure as “poor”. The analysis considered redevelopment if the age of the building was older than 45 years, and if the floor area ratio (FAR) was less than 0.1. Both metrics can indicate that the land may be redeveloped in the future. FAR is measured by the square footage of the building divided by the square footage of the parcel. Other indicators of change include proximity to parks, existing utilities, major intersections, and highways. Finally, areas that are platted and are currently being developed are considered hotspots that can attract surrounding development. Parks, steep slopes, and the 100-year floodplain are represented as overlays showing development constraints.

The resulting Likelihood to Change map (**Figure 4**) shows that the areas of stability are primarily in older neighborhoods. Areas of change are seen at the west edge of Town at Robertson and Poison Spider Roads, north near the 20/26 Bypass, and include some properties along West Yellowstone Highway.

CREATING A SELF-SUFFICIENT COMMUNITY

Residents primarily obtain goods and services from the greater Casper area. The adjacency to this larger economic hub results in these goods and services not being provided within the Town of Mills; rather the economic generator for the community is in the production and supply of industrial goods and services.

26% of employees within Mills are employed in wholesale trade (Table 4), which are generally business-to-business companies that deal in farming, industrial uses, construction, etc. Manufacturing and retail trade are the second and third primary occupations, with a combined total of 30% of the employed work force. Services and construction employees account for the other top occupations over 10%.

Jobs-housing balance is the distribution of employment opportunities and workforce population across a geographic area. Comparing employment numbers with household data indicates whether a community is a net importer or exporter of employment. It is measured by the ratio of jobs (employees) to housing units (discussed later). The jobs-housing balance in Mills is 1.51, which indicates a strong employment base. A ratio above 1.0 suggests that a community is a net importer while a ratio below 1.0 indicates residents tend to work outside of the area. However, the number of housing units is increasing faster than the number of jobs which will cause the jobs-housing ratio to decrease.



14 | CHAPTER TWO: EXISTING CONDITIONS

In 2016, the majority (71.3%) of households fell into the \$15,000 to \$75,000 categories (**Table 5**). The average household income was \$47,819 and the median household income was \$33,786 (**Table 6**).

Table 4. Employment by Industry

SIC CODES	BUSINESSES		EMPLOYEES	
	NUMBER	PERCENT	NUMBER	PERCENT
Wholesale Trade	39	13.0%	713	26.0%
Manufacturing	23	7.7%	477	17.4%
Retail Trade	51	17.1%	345	12.6%
Services	59	19.7%	323	11.8%
Construction	43	14.4%	318	11.6%
Government	11	3.7%	184	6.7%
Agriculture and Mining	23	7.7%	157	5.7%
Transportation	16	5.4%	84	3.1%
Finance, Insurance, Real Estate	22	7.4%	63	2.3%
Communication	2	0.7%	56	2.0%
Utility	3	1.0%	25	0.9%
Unclassified Establishments	7	2.3%	2	0.1%
Total	299	100.1%	2,747	100.2%

Source: ESRI, 2016

Table 5. Household Income Characteristics

YEAR	MEDIAN HOUSEHOLD INCOME
2016	\$33,786
2021	\$32,107
YEAR	PER CAPITA INCOME
2016	\$21,449
2021	\$21,610

Source: ESRI, 2016

Table 6. Household Income Distribution

HOUSEHOLD INCOME	PERCENT
<\$15,000	11.8%
\$15,000 - \$24,999	21.5%
\$25,000 - \$34,999	18.4%
\$35,000 - \$49,999	13.4%
\$50,000 - \$74,999	18.0%
\$75,000 - \$99,999	7.9%
\$100,000 - \$149,999	6.3%
\$150,000 - \$199,999	1.4%
\$200,000+	1.3%
Average Household Income	\$47,819

Source: ESRI, 2016

CELEBRATING OUR NATURAL ASSETS AND AMENITIES

The Town of Mills has five beautiful parks across 12 acres for residents and visitors to enjoy:

- Noreen Kilmer Park is a linear park along Northwestern Avenue. The Platte River Parkway runs along the park but is separated by a fence. The park includes play equipment, picnic areas, and new basketball and tennis courts.
- At the east end of Noreen Kilmer is First Street Park, which consists of an open play area, play equipment, and picnic areas.
- Memorial Park is a small pocket park at the corner of SW Wyoming Boulevard and Ninth Street.
- Freden Park is a community park near the center of Town with play equipment, a walking path, and open grassy areas.
- Sunny Acres Park is a small park near the police and fire department buildings with an open field area and play equipment.

About one-third of built parcels are within a quarter-mile walking distance, of a park (**Figure 5**).

Mills connects to the regional trail network, which spans 45 miles across the Casper area. Within the existing town limits, there are 4.5 miles of pathways connecting to the Platte River Parkway. Mills residents can access the Platte River Parkway at First Street Park and at SW Wyoming Boulevard near First Street.



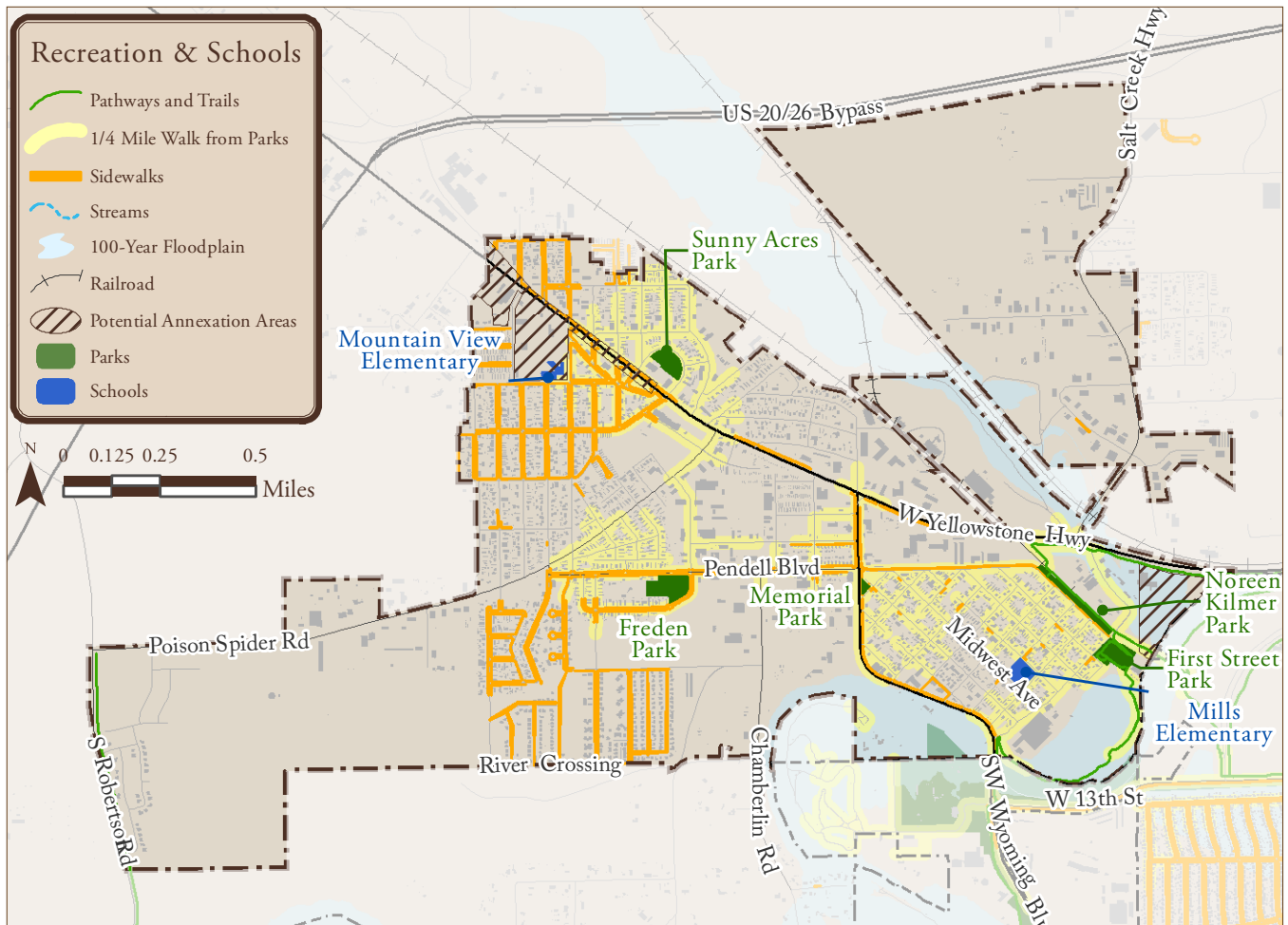


Figure 5. Recreation and Schools

The North Platte River, which flows along the southeastern extents of Town, provides an exemplary asset for residents and visitors. Sections of the River are touted as Blue Ribbon Waters, recreational fisheries of extremely high quality, and is estimated to offer 2,200 trout per mile.

The *River Front Feasibility Study* proposes continuing the paved trail along this piece of riverfront via a pedestrian bridge and connecting it to the proposed pedestrian crosswalks on SW Wyoming Boulevard and First, Second, Third, and Fourth Streets. This would allow people to safely bike from Casper to the Downtown Riverfront District and to parks, schools, historic sites, and places to eat and shop within Mills.

The Mills Public Library was built adjacent to the Town Hall, in the mid-1980s. The library offers online resources, community meeting spaces, and range of events, from book clubs to yoga classes.

Mills is a part of the Natrona County School District. It has just one public school, Mills Elementary School, within town limits. However, Mountain View Elementary is just outside the Town’s existing boundary. This has created the need for middle and high school students to travel outside of the Town for school, often riding the bus for up to an hour. Mills Elementary is closed at the end of the 2016-2017 school year.

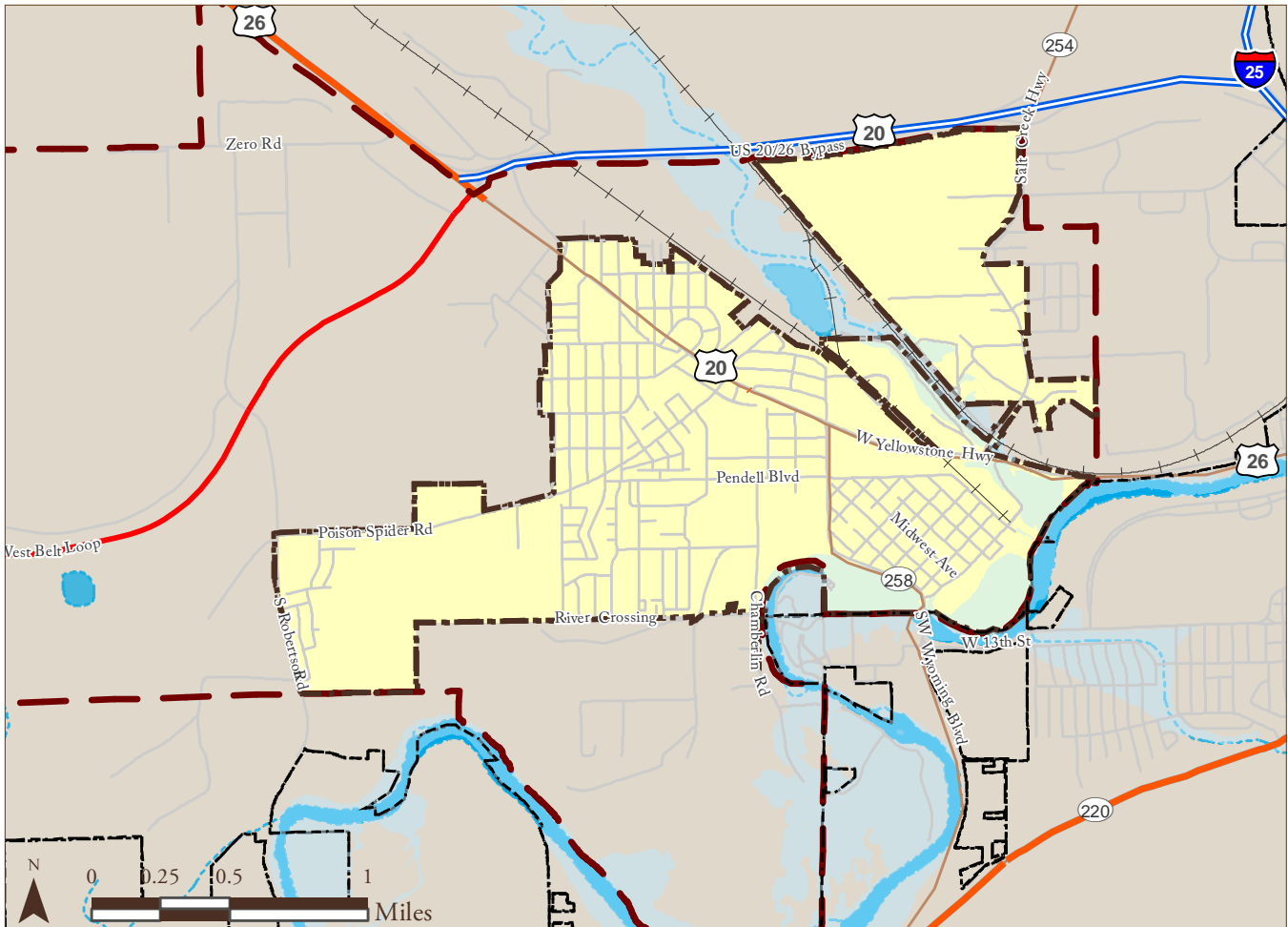
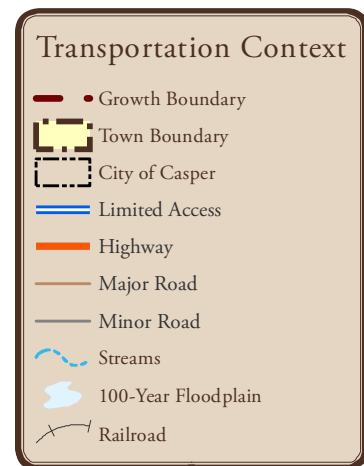


Figure 6. Transportation Context

REVITALIZING CONNECTED CORRIDORS

While Mills is well connected, it does not directly link to I-25 (Figure 6). The historic downtown has a traditional gridded street pattern adjacent to SW Wyoming Boulevard, which connects CY Avenue and West Yellowstone Highway. West 13th Street connects to the Natrona County Fairgrounds, and is a key route into Mills. CY Avenue and West Yellowstone Highway are the primary arterials that link Mills to the Casper area. Poison Spider Road links the older parts of the community on the east to newer development on the west. The West Belt Loop was recently constructed on the far western extent of the Casper MPO boundary, which was designed as a truck route to divert heavy traffic around the Casper area. Industrial uses, requiring quick access to highways, exist off Salt Creek Highway, West Yellowstone Highway, and the 20/26 Bypass.

Mills operates a water treatment plant and wells, and the Town of Mills is responsible for supplying water to the Town. The current combined pumping capacity of the wells is about 1,600 gallons per minute (gpm), or 2.3 million gallons per day (mgd). The water treatment plant was constructed in 1981-1982 when the population was growing and has adequate capacity for at least 20 years. No major distribution problems have been identified.



FACILITATING COMPLETE NEIGHBORHOODS

In 2016, 57.1% of the dwellings in Mills were owner-occupied and 8.9% of all units were vacant (Table 7).

At 28.1%, the majority of housing units were built in the 1970s (Table 8).

The majority of dwelling units are single-family units; 40.0% of units are one-unit, detached homes and 47.4% of all residential units are mobile homes (Table 9). However, new single-family detached have recently been constructed in the Robertson Hills Subdivision at Robertson and Poison Spider Roads, and single-family detached and attached constructed at Topaz and Fossil Creek Subdivisions between River Crossing and Pontiac Street.

Housing affordability and relative rural character is a key factor in making the community a place where one wants to live and work. Within the Town of Mills, the median monthly cost for owner-occupied housing is \$880 and the median rent is \$750 (ACS 2009-2015). National housing agencies define rent greater than 30% of monthly household income as excessive and unaffordable. 30% of the home-owning residents pay more than 30% of their household income on housing; 45% of renters pay more than 30%. Income dedicated to housing below 15% is ideal for housing affordability. In Mills, 36% of homeowners and 16% of renters spend less than 15% of their income on housing.

Table 7. Housing Units Summary

HOUSING UNITS	2000	2010	2016	2021
Total Housing Units	1,600	1,654	1,815	1,977
Owner Occupied Housing Units	65.6%	60.5%	57.1%	57.7%
Renter Occupied Housing Units	25.9%	31.0%	34.0%	33.7%
Vacant Housing Units	8.5%	8.5%	8.9%	8.6%
Average Household Size	2.19	2.29	2.2	2.21

Source: ESRI, 2016

Table 8. Housing Units By Year Structure Built

YEAR BUILT	PERCENT
Built 2010 to 2014	3.2%
Built 2000 to 2009	10.0%
Built 1990 to 1999	12.5%
Built 1980 to 1989	6.2%
Built 1970 to 1979	28.1%
Built 1960 to 1969	13.4%
Built 1950 to 1959	11.5%
Built 1940 to 1949	7.4%
Built 1939 or earlier	7.7%
Total	100.0%
Median Year Structure Built	1974

Table 9. Housing Units by Units in Structure

HOUSING UNIT TYPE	PERCENT
1, detached	40.0%
1, attached	0.5%
2	0.5%
3 or 4	7.5%
5 to 9	3.7%
10 to 19	0.0%
20 to 49	0.0%
50 or more	0.3%
Mobile home	47.4%
Boat, RV, van, etc.	0.0%
Total	100.0%

Source: ESRI, 2016



PLAN HIGHLIGHT

This chapter illustrates a framework for each theme, which includes:

1. Key Opportunities and Map: Identifies focus areas throughout the community by each theme.

2. Desired Future Character Examples: These photos are examples of the attributes or form that is desired through implementation of the plan.

3. Vision and Goals: Provides overall guidance for the community's future growth.

Future developments should show compatibility with the vision and goals and look towards this chapter for key opportunities and complimentary styles and forms of development.

CHAPTER 3. FRAMEWORK

THE BUILDING BLOCKS

The Plan is focused on:

- maintaining and enhancing quality of life amenities;
- implementing local initiatives that will serve as economic generators and attractors; and
- shaping growth in a way that promotes economic vitality.

To this end, the Plan will include a strategic framework that the Town can use to track follow-through and the effectiveness of the Plan's actions. The monitoring tool can be regularly updated to illustrate Mills' progress toward achieving its goals and will allow long-term tracking of general indicators as revenue, housing diversity, mobility, and trails. Such monitoring encourages occasionally reevaluating Town policies and development regulations to ensure that goals are met. This approach avoids the mistakes of many plans that are overly general - plans where the community looks back five to ten years later and asks, "What happened?" and "Are we really better off?"

CREATING A SELF-SUFFICIENT COMMUNITY



VISION AND GOALS

DEVELOP A FULL-SERVICE COMMUNITY THROUGH EMBRACING AND SUPPORTING KEY INDUSTRIES, ATTRACTING ENTREPRENEURS, AND CREATING PARTNERSHIPS TO SUPPLY DAILY NEEDS AND SERVICES.

- Develop a strong public-private partnership with the business community and develop a robust leadership group in the community to increase economic development.
- Support existing businesses and recruit new business and industry, specifically the businesses to address services residents and employees desire such as grocery stores, food co-ops, local services, and fast-casual restaurants.
- Provide health and wellness services.
- Create an economic development program and provide incentives to bring industries into the community.
- Capitalize on the proximity to the airport by expanding commercial areas with hotels and restaurants.
- Expand the commercial center at West Yellowstone Highway and SW Wyoming Boulevard.

FRAMEWORK

Through the planning process, a number of areas in Mills emerged as areas of change or potential economic catalyst sites. Mills is already putting energy into several of these areas such as the West Yellowstone Highway intersection improvements and the *River Front Feasibility Study*. There are also a variety of opportunities to capitalize on historic or natural tourist areas with enhanced wayfinding, signage, and programming.

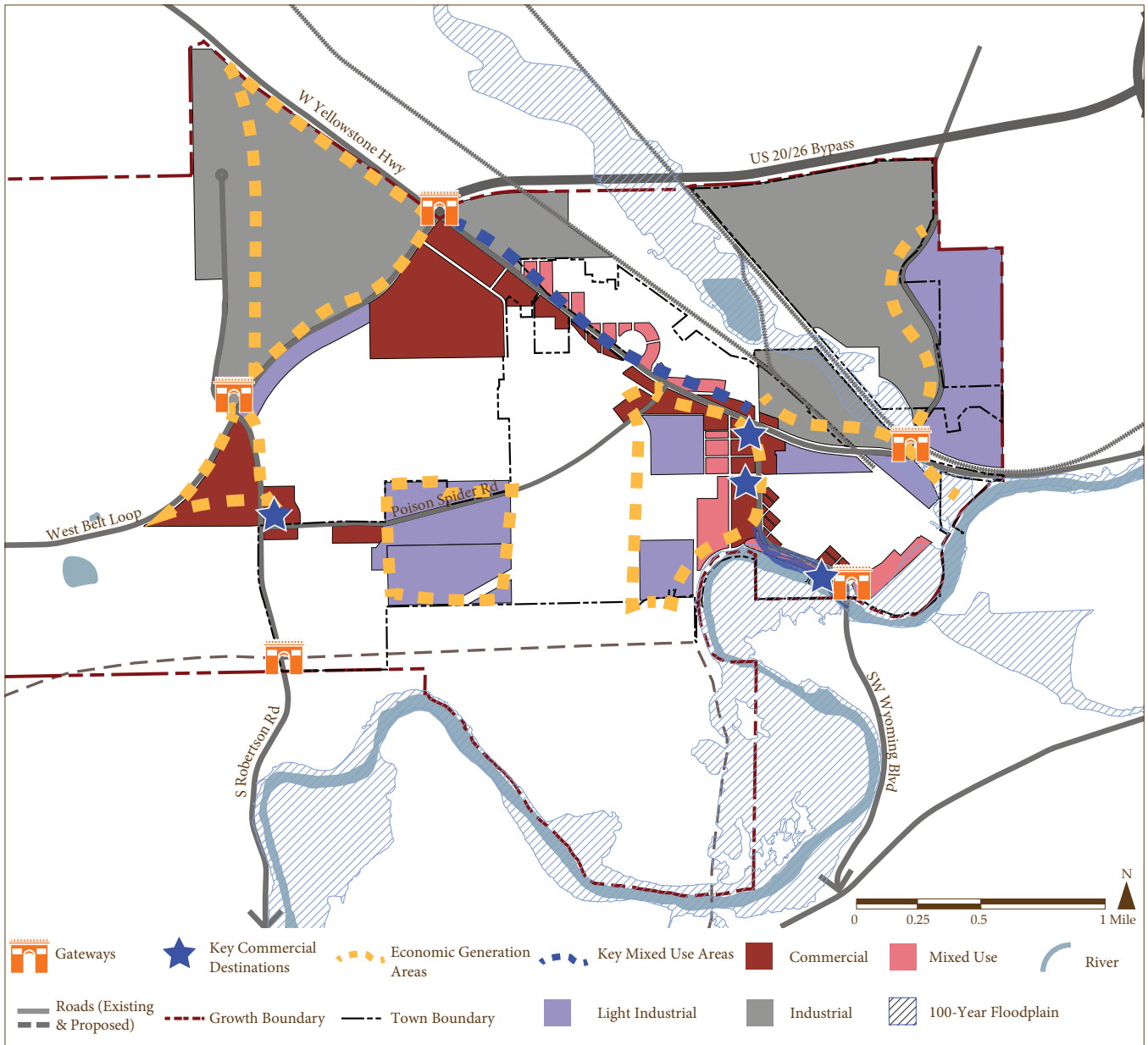
The goals focus on *Creating a Self-Sufficient Community* by developing a strong business community to serve both local residents and support industrial and commercial industries, thereby creating a self-sufficient community. Grounded in history, the goals highlight the need to promote the community through an economic development initiative, expand existing commercial centers and community gateways. Supporting future light industrial areas to provide jobs for residents of the greater Casper area will be vital to the uniqueness of Mills.

Industrial areas that provide jobs and an economic base for Mills will continue to thrive along major transportation corridors. Mixed use areas that provide jobs for small businesses and entrepreneurs will incorporate live/work units that support small-scale artisanal manufacturing. These areas, near the heart of the community, will integrate into future arts districts.

As the West Belt Loop and Robertson Road continue to develop, a new commercial center will grow to support residents in West Mills and West Casper. This commercial center will be supported by higher density housing to the west.

KEY OPPORTUNITIES (see Framework Map at right)

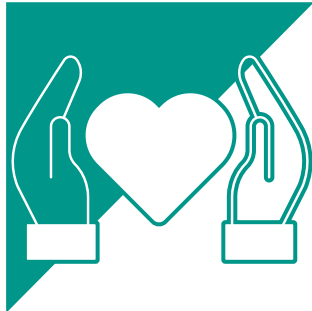
- Gateways
- Key Destinations
- Economic Generation Areas
- Key Mixed Use Areas



DESIRED FUTURE CHARACTER



CULTIVATING A COMMUNITY HEART



VISION AND GOALS

PIONEER A DISTINCT COMMUNITY IDENTITY AND SENSE OF COMMUNITY PRIDE, AND ENHANCE QUALITY OF LIFE BY INVESTING IN DOWNTOWN.

- Develop a Downtown Riverfront District with a riverfront park and trails to attract families, the arts, and restaurants to create the heart of the community.
- Create a plaza-like festival space that includes a band shell, usable greenway, and splash pad, among other amenities.
- Organize community events Downtown such as movies, bands, and farmers' markets.
- Develop a unique downtown destination for residents and visitors to gather and celebrate the community.

FRAMEWORK

The goals for *Cultivating a Community Heart* reinforce the *River Front Feasibility Study* through a focus on developing a community center that is a place for civic services and entertainment. Here the community can gather to celebrate the community's 100th anniversary, promote river health and recreation, and offer a community event space to further enhance the community's uniqueness.

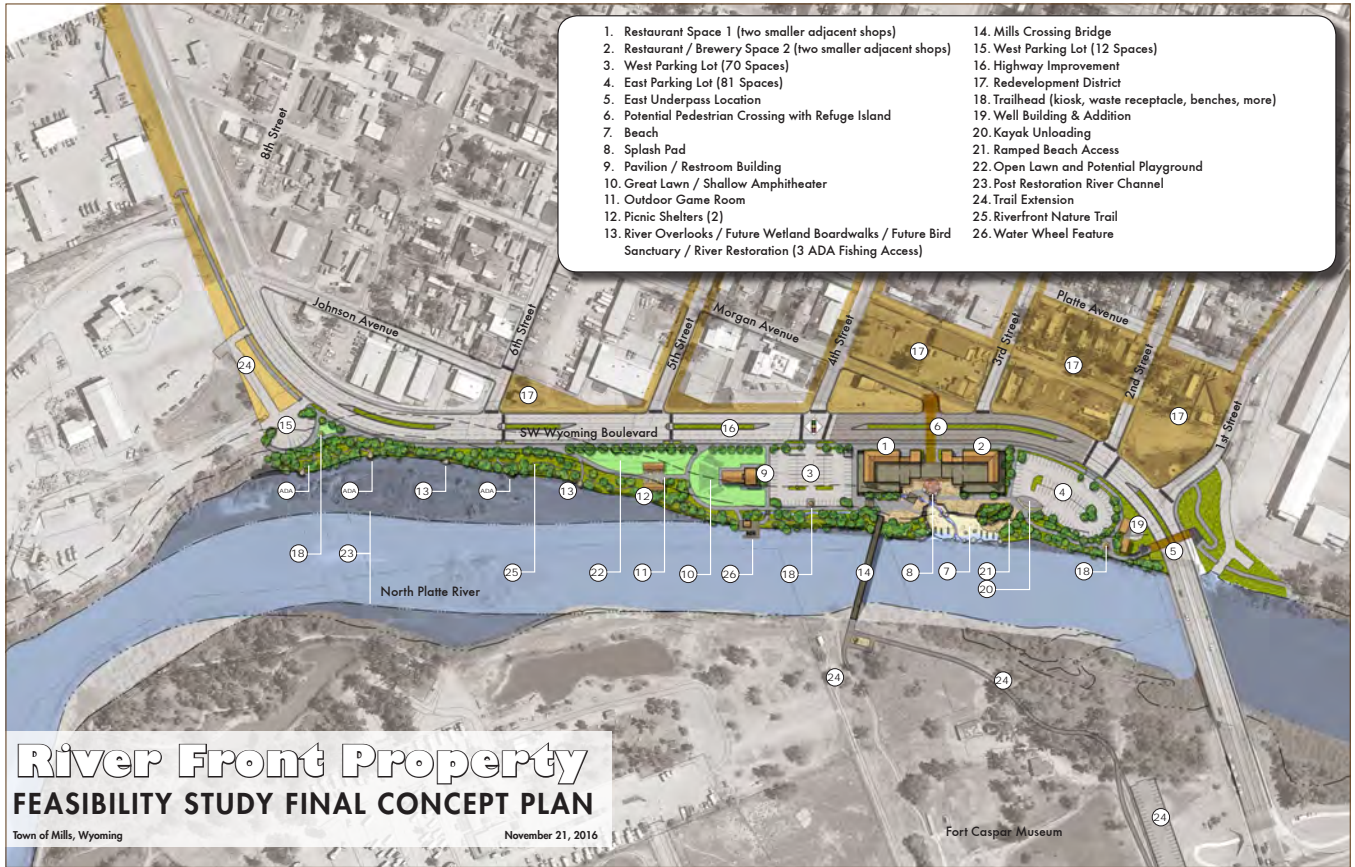
Lower Mills, the historic center of the community, is the center of civic services, but the Town lacks a centralized full-service downtown. This historic area should be built upon to encourage economic activities adjacent to the Town Hall and Mills Library. Anchored by the North Platte River, this area of the community has the potential to grow into a true community center. The police and fire services exist along West Yellowstone Highway, which is a more centralized and accessible location.

The Town has already taken steps to establish a community and economic hub for Mills. The Downtown Riverfront District, the future civic and entertainment center of Mills, would be a mixed use area located along the North Platte River and Wyoming Boulevard, across from the library and Town Hall.

The Riverfront Corridor District establishes a long-term vision to create a dense area of development along the north side of SW Wyoming Boulevard. The District connects to the civic nodes of the community with physical improvements to SW Wyoming Boulevard to improve the safety and enhance the sense of place. Future phases of development include improvements to the streetscape within Lower Mills.

KEY OPPORTUNITIES (see Framework Map at right)

- Riverfront Corridor District



Source: River Front Feasibility Study

DESIRED FUTURE CHARACTER



CELEBRATING OUR NATURAL ASSETS AND AMENITIES



VISION AND GOALS

ENHANCE AND FOSTER A USABLE GREENWAY ELEVATING THE NORTH PLATTE RIVER AS A DESTINATION – A RECREATIONAL AND NATURAL ASSET WITH FAMILY-FRIENDLY AMENITIES.

- Improve existing parks and pathways with additional landscaping and amenities to include a skate park, basketball courts, and baseball fields.
- Develop recreational areas along the River to encourage visitors and to attract river recreation businesses.
- Ensure equal access to parks within each neighborhood.
- Market and promote unique recreational assets, including the connected trail system, the North Platte River pedestrian bridge, and the parks.
- Develop a connected trail and pathways system that links all parks, community destinations, and schools via greenways or off-street bicycle corridors.
- Build pedestrian connections over the North Platte River to connect Mills to the regional trail system, Fort Caspar, and Paradise Valley Park.

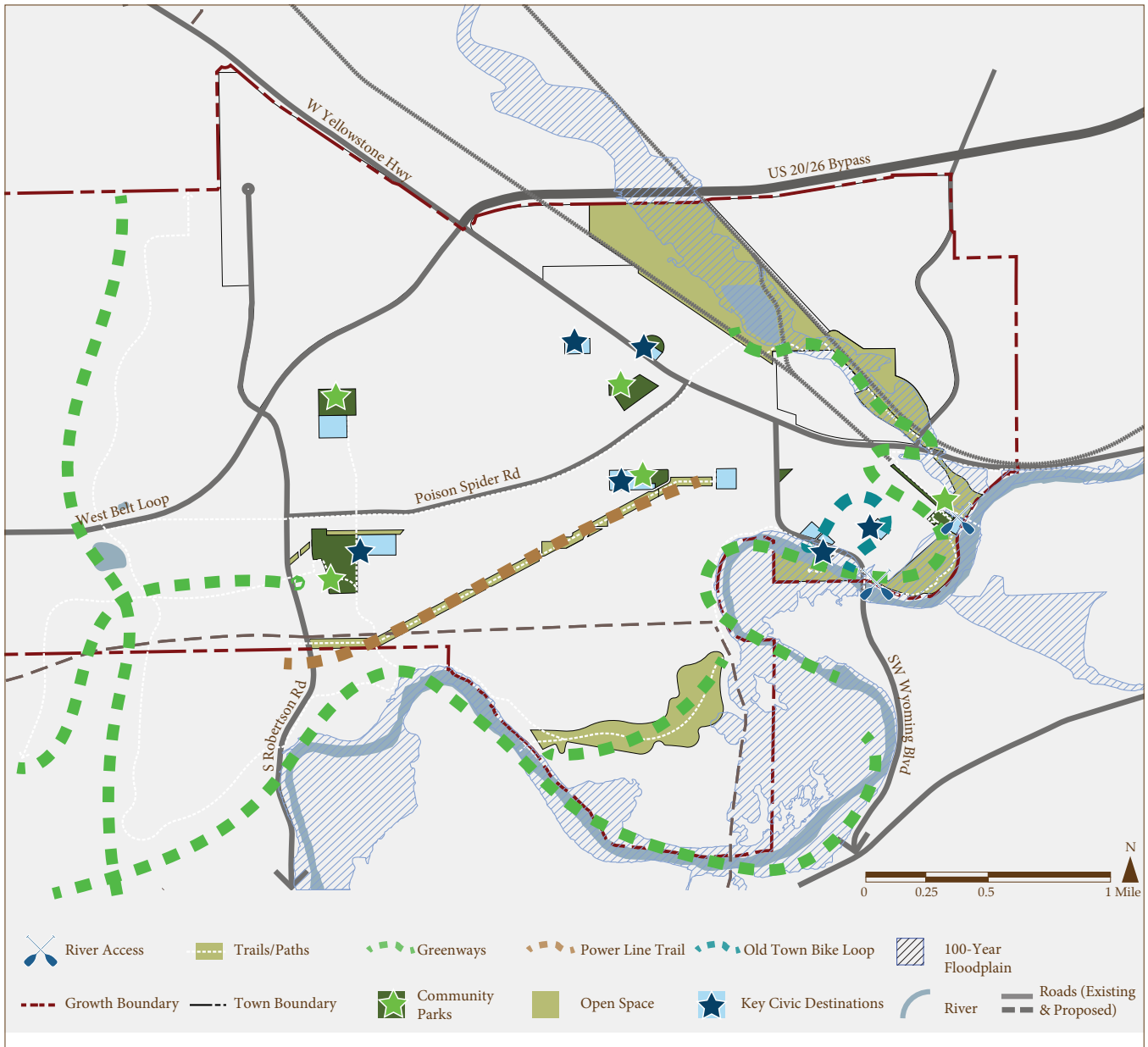
FRAMEWORK

The vision and goals for *Celebrating Our Natural Assets and Amenities* establish a higher level of service for parks, recreation, and trails opportunities throughout the community with the goal of giving equal access to parks for all residents. The vision for natural assets expands on the strategic location of Mills along the North Platte River. The goals focus on providing greater connectivity from neighborhoods to commercial and civic centers through safe bicycle and pedestrian connections.

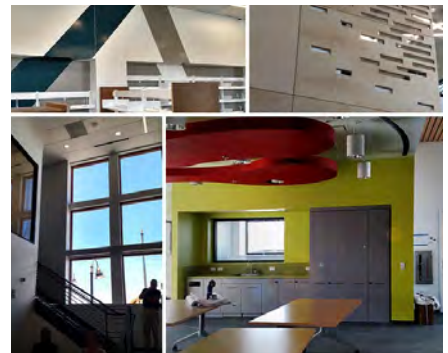
Mills will be a community that will boast having a local neighborhood park within walking distance of every home in residential neighborhoods. Additional parks and open space corridors are proposed on the western edges of the community and within growing residential areas. A power line trail connects the western part of the community with Freden Park, eventually tying into Downtown via bike lanes. Improvements in Lower Mills will include a bicycle loop that connects existing and future civic, education, and entertainment destinations.

KEY OPPORTUNITIES (see Framework Map at right)

- Neighborhood-Centered Parks
- River Access
- Greenways
- Power Line Trail
- Old Town Bike Loop
- Key Civic Destinations



DESIRED FUTURE CHARACTER



REVITALIZING CONNECTED CORRIDORS



VISION AND GOALS

IMPROVE THE LOOK AND FEEL OF OUR CORRIDORS AND GATEWAYS TO PROMOTE A SMALL TOWN FEEL, ATTRACT VISITORS, AND BALANCE THE MOVEMENT OF GOODS AND SERVICES WITH THE SAFETY OF PEDESTRIANS AND BICYCLISTS.

- Provide adequate infrastructure (technology, transportation, and utilities) to attract businesses.
- Continue to build replacement and maintenance (utilities and infrastructure) projects into the budget whenever possible.
- Enhance pedestrian connections and safety crossings.
- Promote a balance of traffic flow, beautification, and safety along SW Wyoming Boulevard.
- Capitalize on roadways north to the airport.
- Improve the aesthetics of corridors to represent a small town feel. Include design guidelines to improve the look and feel of the corridors.
- Work with Casper Area Transportation Coalition to expand and improve bus routes connections and service days/hours.
- Improve sidewalks in existing neighborhoods and require sidewalks in all future residential developments.
- Investigate the possibility of limiting truck traffic on SW Wyoming Boulevard through coordination with WYDOT and utilization of the West Belt Loop.
- Enhance connections with West 13th Street to Casper as a major inbound corridor.

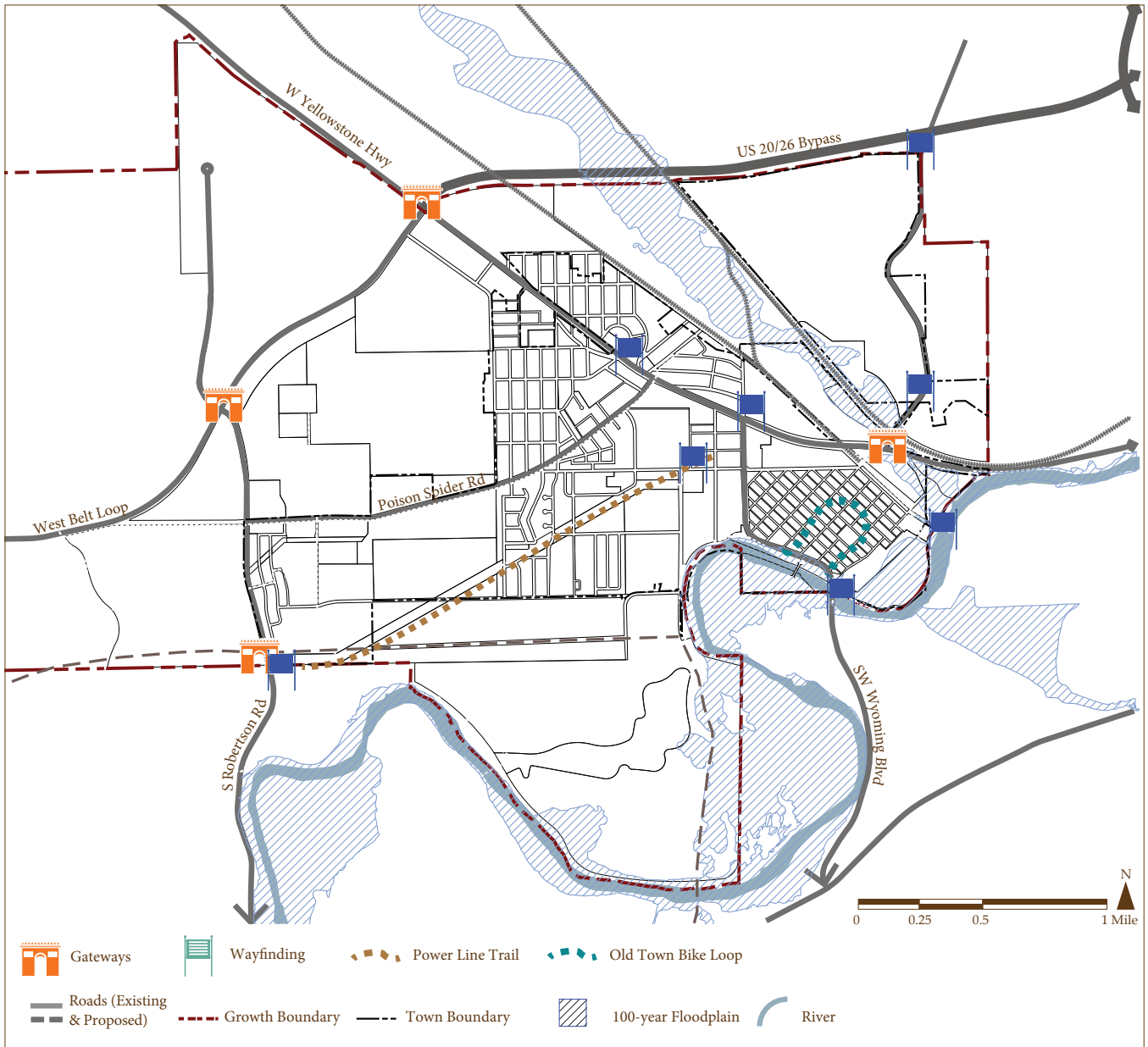
FRAMEWORK

Mills boasts a number of major arterials connecting to both neighboring communities and to highways within the greater region and beyond. The vision responds to the community's needs, and includes maintaining an integrated and enhanced transportation system that provides access to developing areas, and protects residential areas from truck and heavy industrial traffic.

In tandem with this planning effort, a transportation plan evaluates the existing transportation network and provides recommendations for improvement. The plan outlines opportunities and strategies to achieve the desired transportation network, such as connectivity, functional classification, land use and urban form, block configuration, roadway spacing/block size, access management, mix of land uses and modes, and complete streets. The transportation plan is available under separate cover.

KEY OPPORTUNITIES (see Framework Map at right)

- Gateways
- Wayfinding
- Power Line Trail
- Old Town Bike Loop



DESIRED FUTURE CHARACTER



FACILITATING COMPLETE NEIGHBORHOODS



VISION AND GOALS

MAINTAIN ACCESS TO ATTAINABLE HOUSING WITHIN UNIQUE AND INNOVATIVE NEIGHBORHOODS CENTERED ON COMMUNITY GATHERING SPACES OR SCHOOLS.

- Encourage live/work housing close to Downtown.
- Encourage development of senior housing and a variety of housing sizes.
- Adjust current requirements to allow for Accessory Dwelling Units (ADUs).
- Encourage small home development by identifying developers that are interested in small homes and creating a regulatory environment that favors high-quality, small-scale housing.
- Create safe zones for children near parks, community centers, and schools.
- Provide modern, flexible library/community space for residents to interact, learn, and grow.
- Work with Natrona County Schools to provide high-quality education within the Town.
- Facilitate the development of a new elementary school to be opened in 2020.

FRAMEWORK

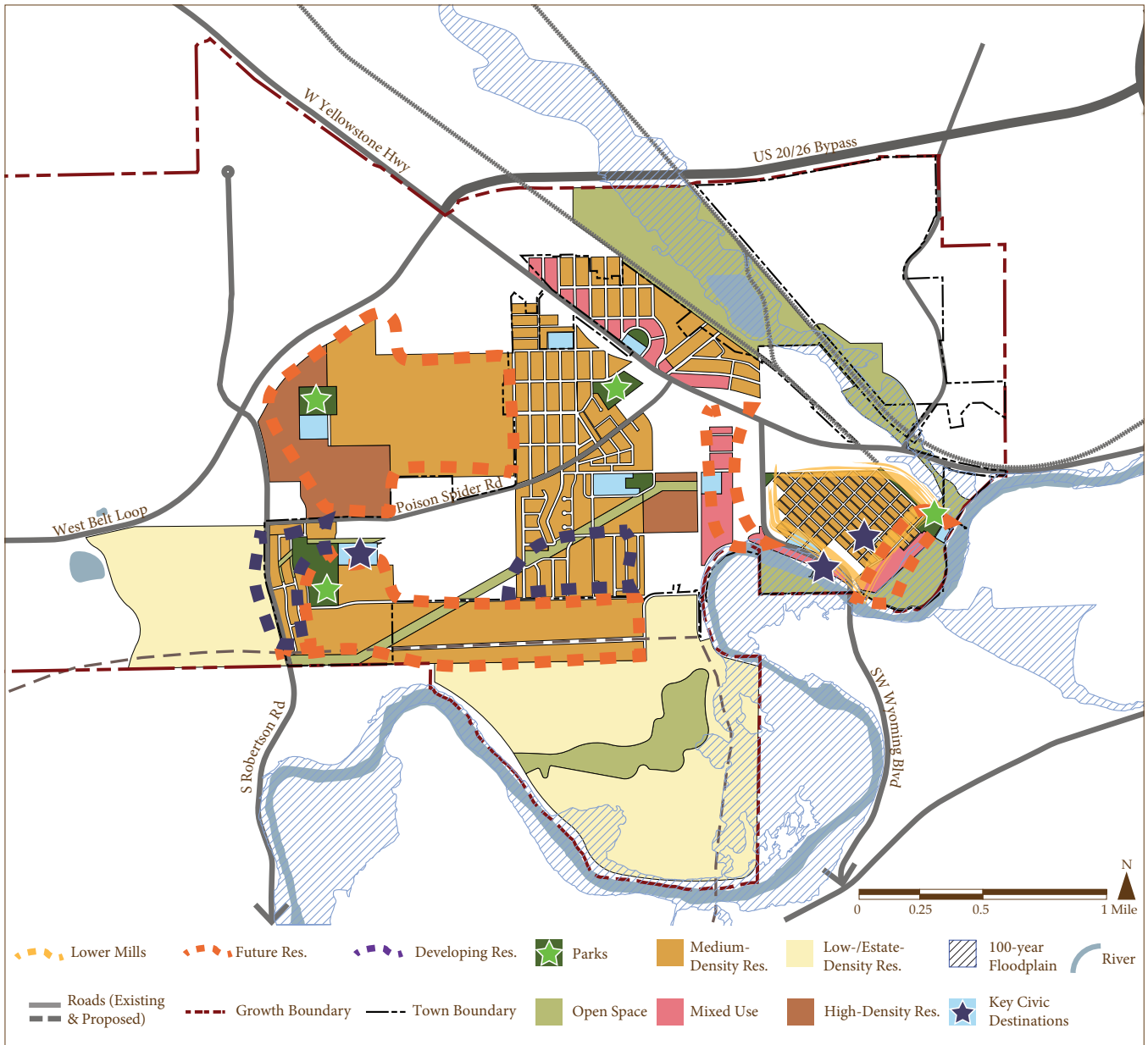
The vision of *Facilitating Complete Neighborhoods* focuses on a variety of housing options that allow residents to continue to age in place in Mills. Attainable housing, such as first homes for young families, should be available for all. These neighborhoods could accommodate new formats of housing including small-scale housing, live/work housing, senior housing, and affordable housing types.

Over the past decade, Mills has growth to the west and south with the subdivisions of Amber Valley, Caspar's Crossings, and Fossil Creek. These neighborhoods generally integrate into the residential fabric of traditional neighborhood development. The River Heights and Robertson Hills subdivisions are the newest residential developments at Robertson and Poison Spider Roads.

Residential developments should continue to develop with a focus on how these neighborhoods will integrate into future commercial, civic, and residential developments. Residential development is the primary future land use planned for areas outside of the existing town limits. A mix of residential types should be integrated.

KEY OPPORTUNITIES (see Framework Map at right)

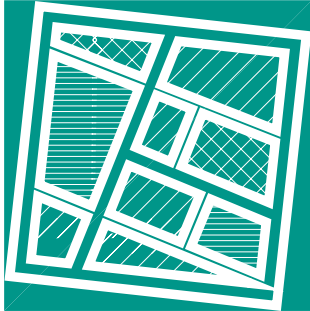
- Future Civic Sites
- Lower Mills (sidewalks, safe zones for kids, and civic spaces)
- Future Residential
- Developing Residential
- Variety of Housing Types



DESIRED FUTURE CHARACTER



ADVANCING OUR STRATEGIC GROWTH



VISION AND GOALS

ENHANCE THE TOWN'S IDENTITY AND RESILIENCY THROUGH GROWTH THAT IS WELL-PLANNED AND STRATEGIC AND ENCOURAGES A SMALL TOWN FEEL THAT RESPECTS SURROUNDING COMMUNITIES.

- Clean up the commercial areas of Mills and work to assist in the quality redevelopment of the identified development areas.
- Establish an identity for the Town through streetscape, community branding, light poles and banners, wayfinding, and business improvements in the commercial areas.
- Utilize Mills' assets, its history of tradition and innovation, affordable living, and other good qualities in establishing the identity.
- Encourage the use of the same brick throughout town, and provide incentives to use local products.
- Continue code enforcement and organize clean up days, such as Paint the Town and Town clean up events to improve the appearance of Mills.
- Enhance signage at community gateways.
- Develop a process of coordination with other jurisdictions in cleaning up and improving the West Gateway, which connects the communities of Mills, Casper, Mountain View, and larger Natrona County.

FRAMEWORK

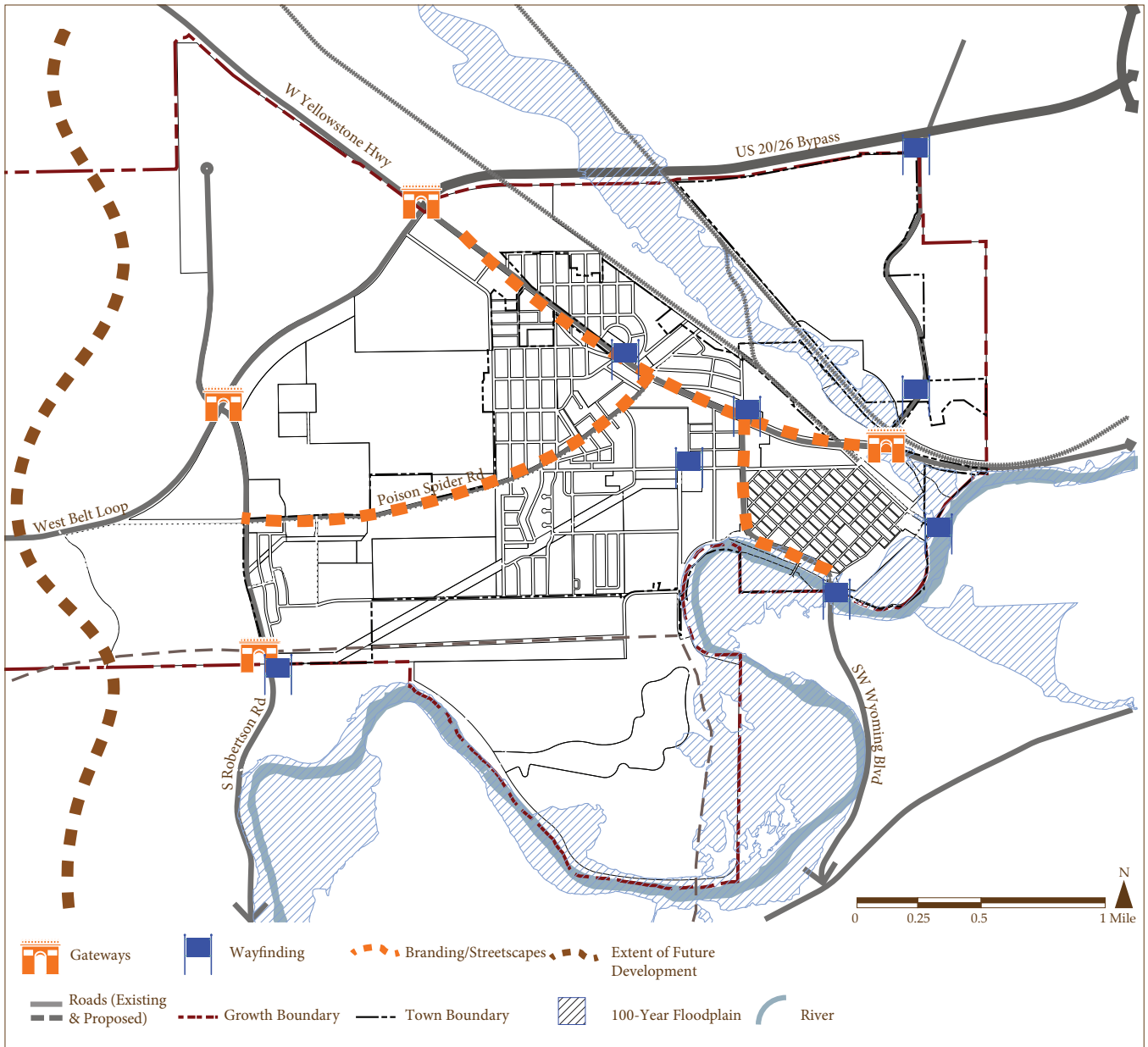
Growth boundaries with Casper were established in the 1980s, which limits Mills' potential growth. The vision of *Advancing our Strategic Growth* establishes the framework to create a balance between well-maintained, quality neighborhoods and thriving industrial and commercial centers. The Town should work with the private sector to improve and expand commercial and industrial lands.

This framework is designed to encourage quality development, promote revitalization of declining areas, and sustain established neighborhoods. All land within the town limits has a specific land use designation that contributes to an organized and efficient land use pattern. Areas outside of the town limits have also been assigned future land use and are reasonably expected to develop within the ten-year planning timeframe.

Future growth should be coordinated with the Natrona County Development Plan.

KEY OPPORTUNITIES (see Framework Map at right)

- Gateways
- Wayfinding
- Branding/ Streetscape
- Extent of Future Development



DESIRED FUTURE CHARACTER



FUTURE LAND USE PLAN

The Future Land Use Map (Figure 7) proposes the future distribution and location of housing, business, industry, civic uses, and parks. Each category of land use was carefully identified and depicted with the goals of enhancing Mills’ identity, providing reasonable opportunities for growth and economic development, and enabling the Town to provide necessary public services in an efficient and cost-effective manner. The Future Land Use Map should be viewed as what the community will grow to become, as it will be the guide for future zoning and development within the Town. For areas outside current town limits, the map designations do not become effective until annexation, at which time zoning should be applied in a manner that implements the Town’s land use designation.

Development approvals, capital improvement programs, and implementation ordinances should all be consistent with the land use designations indicated on the official Future Land Use Map. The land use designation for a property is to be the primary consideration in determining whether the proposed zoning of that property complies with the Plan.

However, in interpreting the Future Land Use Map, one should realize that it is not a zoning map, in that the boundaries between land use designations are not rigid and can accommodate reasonable rezoning requests that cross boundaries depicted on the map. Rezoning requests that represent extensive changes to an area should not be approved without first considering the Future Land Use Map, and ensuring the change is consistent with the community’s vision, goals, and desired future character.

The land use designations of the Future Land Use Map are described on the following pages. These categories should be considered as guidelines, with flexibility provided in the specific zoning district regulations, such that an appropriate mixing of uses and densities may occur to provide variety, opportunities for transitional densities, efficient land use patterns, and other desirable situations that will result in an attractive, efficient, and well-organized community.

PLAN HIGHLIGHT

Development approvals, capital improvement programs, and implementation ordinances should all consider and be consistent with the land use designations indicated on the official future land use map. The land use designation for a property is to be the primary consideration in determining whether the proposed zoning of that property complies with the Plan.

Table 10. Future Land Use Categories

CATEGORY	CHARACTERISTICS	PRIMARY USES	LOCATION
<i>Low-/Estate-Density Residential</i>	Applies to large lot and low-density residential areas. Estate residential land uses are generally located adjacent to open space, sensitive natural resources such as the North Platte River, and other residential areas.	<ul style="list-style-type: none"> • Single-family detached housing • Barns/animal shelters • Average lot sizes range between 1 and 5 acres 	Between South Robertson Road and West Belt Loop south of Poison Spider Road Existing Low-Density Residential development south of the existing town limits
<i>Medium-Density Residential</i>	Residential neighborhood development and traditional single-family home development. Well-connected to community amenities such as parks, schools, and other community resources.	<ul style="list-style-type: none"> • Single-family detached housing • Twin homes • Duplexes 	The prominent residential land use throughout the community
<i>High-Density Residential</i>	Higher densities of residential. Typically adjacent to mixed use and/or commercial areas, or to provide a transition from commercial to low-density residential neighborhoods.	<ul style="list-style-type: none"> • Single-family attached housing • Townhouses • Apartments • Mobile homes • Senior housing • Live/work housing 	Primarily located along the West Belt Loop and South Robertson Road north of Poison Spider Road

<i>Mixed Use</i>	A wide range of community and regional commercial uses, mixed with a limited amount of residential uses. New residential units may include live/work dwellings, loft housing, and other similar uses that may be ancillary to the shared employment or commercial uses.	<ul style="list-style-type: none"> • Multifamily housing • Live/work housing • Mixed use • Retail • Services 	Future mixed use buffer existing commercial and residential uses west of SW Wyoming Boulevard, along West Yellowstone Highway, and within the Riverfront District
<i>Commercial</i>	A range of commercial uses, including shops, restaurants, grocery stores, gas stations, offices, repair services and entertainment, which facilitate the needs of the community. Retail and services are located at major intersections or transportation corridors along high traffic transportation corridors.	<ul style="list-style-type: none"> • Retail • Services • Offices • Hotels • Entertainment • Professional services 	Located at major intersections throughout the community but primarily along the West Belt Loop, Robertson Road, Poison Spider, and West Yellowstone Highway
<i>Light Industrial</i>	Light manufacturing, storage, wholesale trade and distribution, bulk retail, breweries and distilleries. Areas should have an attractive appearance or be well screened. Access to transportation corridors is key.	<ul style="list-style-type: none"> • Research and development • Light manufacturing • Major medical facilities • Business parks 	Future light industrial areas should be located east of Salt Creek Highway
<i>Industrial</i>	Areas that have been historically industrial and are appropriate for future industrial establishments that may potentially generate off-site impacts such as noise, glare, odor, dust, or traffic. These properties are generally adjacent, or have easy access, to regional transportation corridors and are well-screened from view of residential neighborhoods.	<ul style="list-style-type: none"> • Light and heavy manufacturing • Processing and assembly • Large distribution warehouses • Gravel and mineral extraction 	Located along the West Belt Loop, West Yellowstone Highway, 20/26 Bypass, and Salt Creek Highway
<i>Open Space/ Parks</i>	Public lands that provide recreational or conservation purposes, such as parks and open space, which support a high quality of life. Scenic views, wildlife corridors, and riparian areas are protected as open space.	<ul style="list-style-type: none"> • Open space • Developed parks • Trails and greenways 	Located throughout the community, along the River, and floodplain areas
<i>Civic</i>	Government, community, and school properties that are devoted to public uses, including publicly owned and operated facilities or those devoted to public use by governmental and quasi-public or non-profit entities.	<ul style="list-style-type: none"> • Schools • Government buildings • Water storage • Public recreational facilities • Public gathering spaces 	Located throughout the community

GROWTH MANAGEMENT POLICIES

While landlocked to the east, northeast, and south, the Town of Mills has the ability to grow to the west and through infill development. While infill development is encouraged, continued growth to the west is anticipated within the planning horizon.

Annexation is a legislative act and Town Council exercises its sole discretion in the annexation of lands into the Town. Land to be annexed and the uses proposed for the land shall be consistent with this Comprehensive Plan. The Town should encourage annexation of any land shown on the Future Land Use Map. Considerations for the future annexation of land shall include:

- contribution to the Town's property and sales tax base;
- diversification of the employment base;
- provision of a wider range of goods and services; and
- provision of a wider range of housing opportunities for all economic groups.

The Town requires that development proposals wanting to annex into the Town conform to a set of development requirements. These requirements include, but are not limited to conformance with the Major Streets Plan; development of pedestrian facilities; and conformance with utility master plans, town services, etc. Public facilities and amenities must be constructed as part of annexation and development agreements for any land annexed to the Town to ensure that public needs are met. Mills will take over maintenance of public facilities once annexed. Industrial and business uses should be encouraged within the Town to provide adequate services to the development and provide local jobs and sales tax revenue.

The following policies apply:

- Mills will actively participate in regional planning activities and review regionalization proposals carefully as to their benefit to the region and to Mills, with the best interest of the Town and the desires of Mills residents being the top priorities in decisions made to regionalize. Economies of scale in providing municipal services and efficiency of standardized regulations will be carefully weighed with the specific needs of the Town.
- Mills will review all annexations to determine both the benefits to the lands to be annexed through provision of municipal services and review all annexations to determine that they will not create a financial burden on the Town, and that the annexations are in the best interest of the annexing lands and the Town.
- All annexing lands will provide public water and sewer systems which meet Mills' standards. In areas where sewer is not available, private wastewater disposal systems will be allowed within the requirements of the 201 Regional Sewer Agreements.
- All annexing lands will provide roadways that meet Mills' standards.
- Annexing areas will comply with Mills' zoning and other land use and building codes.
- Mills will consider code amendments for major annexation areas, which would require special zoning districts or codes subject to a determination that this is in the best interest of the Town and annexation lands.

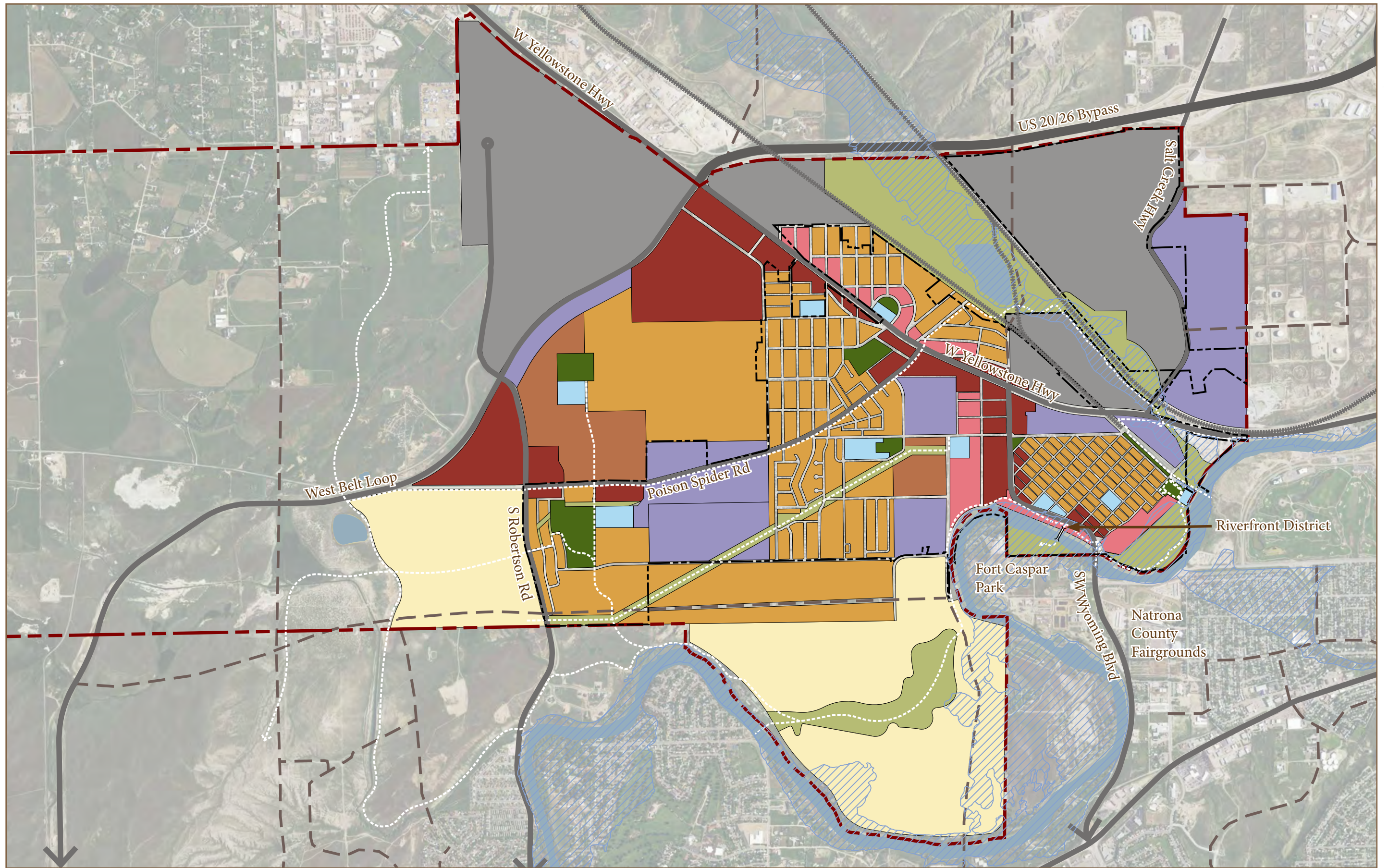


Figure 7. Future Land Use Map

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CHAPTER 4. IMPLEMENTATION

SETTING THE STAGE FOR SUCCESS

Planning must always take place with actionable strategies for implementation in mind. Building off the Plan's goals and objectives, an implementation plan will guide decision-making to achieve the community's vision. The implementation plan for Mills provides a range of strategies that meet the current needs of the community while responding to changing circumstances and anticipated future needs. The actions consider cost-effectiveness, best practices, and current and ongoing projects. This chapter includes the Plan's actions, roles of implementation, monitoring, and updating.

PLANNING ADMINISTRATION

Implementation of the Comprehensive Plan is the responsibility of the entire Town of Mills including planning and Town staff, elected officials, and community organizations.

ROLES OF IMPLEMENTATION

The entire community will be called upon to implement *Uniquely Mills*.

Planning and Town staff is responsible for:

- reviewing development proposals against the Plan's vision and goals;
- providing decision-makers with information regarding compliance with the Plan;
- bringing forth projects from the implementation actions to be considered in the Capital Improvement Plan and yearly budgets;
- producing and presenting annual reports; and
- updating land development regulations and zoning maps for consistency with this Plan.

Elected officials are responsible for:

- making decisions consistent with this Plan;
- allocating the necessary funding for implementation actions; and
- collaborating with other jurisdictions on implementation for a consistent vision.

The greater community is responsible for:

- being involved in the monitoring of decision-makers as they implement the Plan; and
- following the Plan's goals through the development and construction of residential, commercial and industrial uses within the Town of Mills.

COORDINATION WITH OTHER JURISDICTIONS

Mills' location within the Casper Metro Area is essential to the success of other jurisdictions. The Town of Mills will work with Natrona County, Natrona County School District, WYDOT, the City of Casper, and other entities on how this plan will be implemented. In addition, economies of scale would make providing services more cost efficient if done so in coordination with other jurisdictions.

PLAN UPDATES

As local economies, community needs, and growth change over time, it is vital to ensure the Plan continues to fulfill the community’s vision. As new opportunities and challenges emerge, the Plan will continue to be relevant through annual monitoring of key indicators.

Through an annual check-in, corrective actions may be needed. If, after five years, the Plan is on track to achieving the vision then only a minor update would be needed. If, after review in five to ten years, the Town is not on track to meeting its goals, than a major update would be needed. All changes to the Plan should be completed with a formal review process, where the public is given an opportunity to weigh in on the changes.

MONITORING PROGRAM

Each year, along with the budgeting process, the Comprehensive Plan should be reviewed and evaluated. Through this monitoring progress, the Plan will be assessed on the completed implementation actions to date, and additional actions to be completed in the upcoming year will be brought forth. At this time, any plan amendments should be discussed. Each year various indicators should be monitored such as:

Table 11. Indicators

METRIC	BASELINE	TARGET	SOURCE
Revenue (total town revenue)	TBD	TBD	Town
Housing Affordability (% of homeowners/ renters spending <30% of monthly income on housing)	Homeowners: 9.6% Renters: 44.8%	Homeowners: 15% Renters: 20%	ESRI/Census
Trails (miles of trail within town limits)	4.5 miles	6 miles	Town/MPO/Platte River Trails
Building Permits (# of building permits)	TBD	TBD	Town
New Employment (# of new employees)	2,747	~3,000	Bureau of Labor and Statistics
Jobs/Housing Balance (employees/household units)	1.51	1.7	Bureau of Labor and Statistics
Park Accessibility (% of residential parcels within a ¼ mile to a park)	35%	All residential parcels within ¼ mile walk to a park	Town

IMPLEMENTATION ACTIONS

The implementation actions address gaps in current programs, policies, and services, and recommend strategic initiatives, catalyst projects, and funding sources for all elements of the Plan. Actions for achieving implementation, which include regulatory reform, capital projects, and supporting plans and studies are identified and prioritized below.

CAPITAL PROJECTS

These major infrastructure investments and funding partnerships are specifically relevant to the implementation of *Uniquely Mills'* vision and goals, but will be considered in conjunction with other capital improvements to determine priorities, project efficiencies, and timing of capital improvement expenditures.

SUPPORTING PLANS AND STUDIES

Specific locations or initiatives in Mills may require additional support and direction at a more detailed level than of what is established in this Plan. These may include feasibility studies, master plans, or additional funding mechanisms.

TOWN SERVICES AND PROJECTS

Ongoing actions should be coordinated annually. These projects are likely to require capital funding but at smaller amounts and staff time or volunteers to implement.

REGULATORY REFORM

Some development regulations and standards will need to be updated to ensure consistency with the vision and goals of *Uniquely Mills*.

Table 12. Implementation Actions

	PRIORITY	CAPITAL PROJECTS	SUPPORTING PLANS & STUDIES	TOWN SERVICES & PROJECTS	REGULATORY REFORM
Continue to build on the new website with information on community highlights, public amenities (parks, trails, community spaces, etc.), and doing business in Mills.	Medium			●	
Create and implement a street light expansion program to create better and more efficient lighting town-wide, focusing on residential/community gathering spaces and major streets. Lighting improvement on major streets should include banner pole signs and elements consistent with the community’s look and feel.	Low	●			
Create and implement a Gateway/Signage Beautification Plan, including monument signs, banner pole signs, and wayfinding to clearly identify the key gateways into Mills at the intersections of: <ul style="list-style-type: none"> • SW Wyoming Boulevard / North Platte River • Salt Creek Highway/ West Yellowstone Highway • West Belt Loop/ Robertson Road • Robertson Road/ Poison Spider Road • 20/26 Bypass/ West Yellowstone Highway The plan should include materials, color scheme, lettering, plantings, lighting, and form that match the look and feel of the community to create consistent, consolidated messaging.	High	●		●	
Working with WYDOT, create and implement a SW Wyoming Boulevard Improvement Plan in conjunction with the future Downtown Riverfront District. The plan should integrate lighting, gateway, and signage improvements as previous outlined. [See the <i>River Front Feasibility Study</i> for additional details.]	High	●		●	
Create a design handbook for developers providing guidance on building materials, landscaping, and pedestrian amenities. Provide resources for locally-sourced materials.	Low		●		●
Complete water and sewer projects as outlined in the Capital Improvement Plan.	High	●			
Investigate opportunities for developing a community complex, and initiate a master plan study incorporating health, library, and community services.	High	●	●	●	
Install and improve sidewalks within lower Mills focusing first on busier streets and streets that connect to community amenities and the future Downtown Riverfront District. Apply for Safe Routes to School grants.	Medium	●			

	PRIORITY	CAPITAL PROJECTS	SUPPORTING PLANS & STUDIES	TOWN SERVICES & PROJECTS	REGULATORY REFORM
Initiate a community-led organization to create, plant, and maintain a community garden at Freden Park. Work with Wyoming Food for Thought and Natrona County Master Gardeners to develop a sustainable and healthy garden for the residents of Mills. In the long-term, develop a weekly/monthly farmers' market in a community space that offers fresh and local produce, fruits, and art to the residents of Mills.	Low			●	
Develop parkland dedication requirements for new residential subdivision developments (20% of land or fee in lieu) and create level of service standards (6 acres/1,000 residents) town-wide.	Medium				●
Define and establish a specific Riverfront Corridor District with legal definition and guidelines for planning, design, and development in the area determined by the Town, and including definition of a new Mixed Use zone that can be used in the District and future commercial developments.	High	●	●		●
Develop a Park Master Plan including graphics and cost estimates to spur fund-raising for the reconstructed Boat Ramp, Underpass, River Crossing Bridge, Park Shelters, Lawns, Fishing, and Play Areas. Include one or two additional public meetings. Begin in Winter/ Spring 2017/ 2018.	High		●		
Coordinate with the River Restoration Project.	Medium			●	
Form an outreach committee to meet and discuss the potential for the Town of Mills to “Build to Suit” restaurant and commercial spaces for potential renters. <ul style="list-style-type: none"> • Agreement with potential lease holders is reached and development parameters are agreed upon. • Not all commercial spaces need identified lease holders prior to final decisions step, but the two big spaces should. • Design Review Committee approves lease holder visions and it fits within the vision of a <i>Uniquely Mills</i> Riverfront commercial destination and Riverfront Park Master Plan. 	High				

	PRIORITY	CAPITAL PROJECTS	SUPPORTING PLANS & STUDIES	TOWN SERVICES & PROJECTS	REGULATORY REFORM
Construct the Old Town Bicycle Loop to complete the circumnavigation of the Old Town by widening the walk along Pendell Boulevard to the intersection of SW Wyoming Boulevard, connecting to the Mills Memorial Park and then following SW Wyoming Boulevard down to the Riverfront development.	Medium			●	
Expand Mills Memorial Park by utilizing adjacent vacant property to create a destination playground and family park, filling in one of the gaps in the street and making an easily accessible playground closer to the Town’s geographical center than the Riverfront.	Medium	●			
Once the bridge connects the Riverfront to the Fort Caspar Museum property, the addition of a parking lot should be considered in the grassy area west of the underpass. This would allow additional parking for the Riverfront and formalize the uses of this lawn area.	Medium	●			
Discuss with Westec the possibility of additional public access property at the boat ramp location to allow better boat launch, turning movements, trail connection to the new underpass and so on.	Medium	●			
<p>Sidewalk Connections:</p> <ul style="list-style-type: none"> • Provide sidewalk and pedestrian infrastructure from SW Wyoming Boulevard to the old Mills School/ Future Community Center • Encourage the connection of the Platte River Parkway along West 13th Street from the new underpass to King Boulevard, finishing an important loop connection to this site. • Explore widening the SW Wyoming Boulevard sidewalk on the east side of the North Platte River Bridge to eight feet. Add a pedestrian/ bicycle lane on the west side and tie into the new path and underpass system. 	High	●			

	PRIORITY	CAPITAL PROJECTS	SUPPORTING PLANS & STUDIES	TOWN SERVICES & PROJECTS	REGULATORY REFORM
<p>Establish by code a Design Review Committee for the Riverfront Corridor District that is involved in staying up to date with the Riverfront Corridor District Design Standards as defined by the Town, ultimately guiding what the design standards should be and directing their implementation.</p> <ul style="list-style-type: none"> • During the development process, developers must present renderings of the proposed construction to the committee, who then will approve or deny the application based on whether it fits the standards of the district. • Design standards are necessary to achieving the project vision. • Design standards create a higher quality of construction and transparency between Town and contractor. 	Medium				●
<p>Begin a traffic study for SW Wyoming Boulevard from the intersection of West 13th Street to the intersection of either Pendell Boulevard or the 20/26 Bypass. The study shall address:</p> <ul style="list-style-type: none"> • Locations for additional signals, pedestrian crossings, and minimum corridor enhancements necessary to adapt the highway to its current and future capacity. It should be noted that this may call for reduced requirements for certain types of traffic. • Additional crossings, pedestrian improvements, and islands necessary for the Town of Mills to meet its goals for the Riverfront District as a dining and recreation destination. • Investigation into an underpass adjacent to the existing boat ramp. 	High		●		
<p>Begin an in-depth dialogue about the future for SW Wyoming Boulevard with WYDOT.</p> <ul style="list-style-type: none"> • Additional resources that will complement changing/ updating the roadway to meet the need and standards of the newly defined Riverfront Corridor District. Some of the elements of the vision may not be feasible immediately, but WYDOT will be a vital partner in making these changes happen over time. • Identify any upcoming projects in the area and determine if any opportunities exist for cost sharing on proposed improvements. 	High		●		