

TOWN OF BURLINGTON COMMUNITY DEVELOPMENT PLAN



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MAY 2004

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Date Prepared: May 14, 2004

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Final – May 14, 2004

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CHAPTER ONE

INTRODUCTION

1.1 PURPOSE

This report is intended to serve as a guide for future community development in Burlington, Wyoming. From the perspective of municipal government, the Burlington Community Development Plan recommends specific strategies that will help to:

- encourage opportunities for future economic development;
- enable the expansion of future land uses; as well as,
- improve and expand community infrastructure.

The identification and prioritization of recommended community development strategies will also facilitate the Town of Burlington's coordination with various State of Wyoming and federal agencies that may eventually support the implementation of selected community development strategies. The Community Development Plan will enable these agencies to better appreciate available community assets, understand the issues influencing future community development, identify the resources required to implement recommended strategies, and understand the vision of the Town of Burlington.

While this report was prepared for the Town of Burlington, community leaders and residents in Burlington should recognize that the Community Development Plan is not a guide solely for municipal government. The Plan incorporates development strategies that need to be undertaken by municipal government, community organizations, local private enterprise, and community residents. Consequently, the plan represents a strategy for future community development that needs the support, commitment, and involvement of Burlington residents, as well as the public agencies and community organizations that serve them.

1.2 SCOPE

1.2.1 Plan Approach

The Burlington Community Development Plan is based upon an initial examination of community assets and various issues that will influence future community growth. For example, the evaluation of community demographic and economic characteristics identified important trends about the people who live and work in Burlington.

Interviews of various community residents and discussions with a community planning committee provided important insights concerning community issues, priorities, and community development opportunities. Discussions with public agency representatives that provide a variety of public services to Burlington also revealed a range of community development issues and opportunities. These issues and recommendations were correlated with earlier findings of the Wyoming Rural Development Council that published a Burlington Community Assessment in October 2002.

The evaluations of community assets and significant factors influencing future community growth enabled the Town of Burlington's consultant, Pedersen Planning Consultants, to refine the range of community development needs and focus upon more specific economic development opportunities. Recommended strategies for addressing community development needs and opportunities were an outgrowth of community insights and recommendations, as well as the community development experience of Pedersen Planning Consultants (PPC).

Community development strategies were further refined and subsequently prioritized by members of the Burlington Town Council and municipal staff on December 9, 2003. PPC used the priorities assigned by the Town of Burlington to establish more specific project schedules for each community development strategy. An implementation strategy is also incorporated into the Community Development Plan to help organize and sustain future community development efforts.

The community land use plan presented in Chapter Five of the draft plan report was also refined by PPC following a discussion of a preliminary land use plan with the Burlington Town Council in March 2004. The revised land use plan, recommended community development objectives and strategies, as well as other portions of the overall community development plan report, were subsequently presented and discussed with Burlington residents during a public hearing in Burlington on April 20, 2004. A summary of the public discussion is presented in Appendix B.

1.2.2 Organization of the Plan Report

This Community Development Plan report contains seven chapters that are organized as follows:

- Chapter One – Introduction
- Chapter Two - Community assets
- Chapter Three - Significant factors influencing future community growth
- Chapter Four - Community issues, opportunities and priorities
- Chapter Five - Conclusions and recommendations, and,
- Chapter Six - Community development objectives, strategies and implementation plan.

1.3 CONSULTATION

The preparation of the Burlington Community Development Plan involved the following Burlington residents, municipal representatives, as well as representatives of various private and public agencies that serve the Town of Burlington.

Public Agencies

Town of Burlington

Mayor Randall Gormley

Councilman Doug Allen

Councilwoman Susan Davidson

Councilman Thomas Davidson

Councilman Kenneth Ellison

Mary Howard, Town Clerk

Bruce Dooley, Water and Wastewater Superintendent

Dick Steedley, Engineer

Big Horn County

Jim Waller, GIS Coordinator

Big Horn School District

Kevin Mitchell, Superintendent

Matt Davidson, Principal, K-6, Burlington Elementary School

George Risburg, Principal, Burlington High School

Susie Tilton-Chiovaro, Teacher, Burlington High School

Denise Ellison, Secretary, Burlington School

Wyoming Department of Transportation

Sherman Wiseman

Wyoming School Facilities Commission

Jim Shivler, Director

Private Enterprise

Cliff Alexander, Chairman of the Board, Tri-County Telephone

Ray Cauffman, Assistant Manager, Burlington Bean Mill, Archer Daniel Midland (ADM)

Belva Clark, Owner and Manager, Burlington Café

Becky Coble, Bookkeeper/Office manager, Preator Bean Company

Bill Loveland, Computer Software Developer, Exact Ware

Curtis (Skip) Lowe, Owner and Manager, Burlington Bar

Kip and Cindy McIntosh, Owners, Car Care

George Nicholson, Owner, Nicholson Construction

Jack Peterson, Owner, Bridger Trail Video

Lynn Preator, President, Preator Bean Company

Alan Sell, Co-Owner and Rancher, Burlington Store

Craig Sherburne, Foreman, Big Horn Electric, Inc.

Other Burlington Residents

Robin Agard

Ken Cook

Barbara Davidson

Deloris Fox

Richard Gormley

Wesley Gormley

Judy Wiles

Community Organizations

Carol McIntosh, Burlington Recreation District

Jerry George, LDS Ward 2 Bishop, Church of Jesus Christ of Latter-Day Saints

Norman Winters, LDS Ward 3 Bishop, Church of Jesus Christ of Latter-Day Saints

CHAPTER TWO COMMUNITY ASSETS

2.1 LOCATION AND ACCESS

The Town of Burlington is situated in the southwest portion of Big Horn County, Wyoming (Figure 2-1).

The community is accessible via State Highway 789 to the county seat of Basin and State Highway 30 that proceeds approximately 24 miles west of Basin to Burlington. North of Burlington, vehicular access is also available via U.S. highways 14/16/20 that intersect with State Highway 32. Burlington is located approximately 4 miles south of this intersection.



2.2 RESIDENT POPULATION

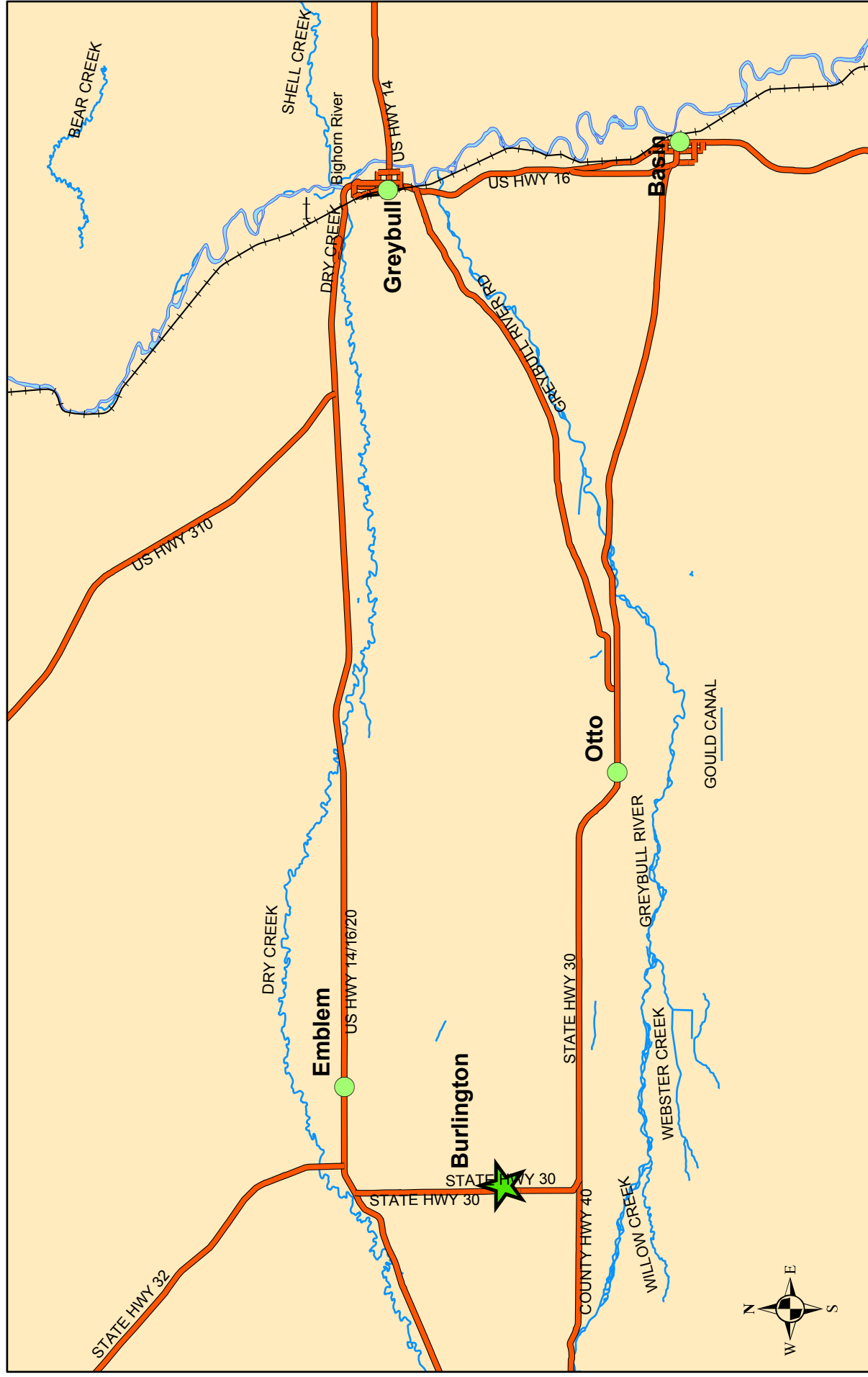
2.2.1 Size of the Community

The U.S. Bureau of the Census documented a resident population of 250 persons in Burlington in April 2000. Burlington residents represented roughly 2.2 percent of Big Horn County's total population.



2.2.2 Community Growth

In contrast to many Wyoming communities, the size of Burlington's resident population rose almost 36 percent during the 1990-2000 period (Table 2-1), or an average annual growth rate of 3.6 percent. The growth of Burlington's population was roughly four times the population growth of Big Horn County (8.9 percent) during the same period. Only Manderson experienced a greater growth rate (41.2 percent) in Big Horn County during the 1990-2000 period.



Community Development Plan

Regional Location Town of Burlington

Prepared by: Pedersen Planning Consultants

P.O. Box 66, Encampment, WY 82325 Tel: 307-327-5434

Figure 2-1

**TABLE 2-1
RESIDENT POPULATION TRENDS
SELECTED BIG HORN COUNTY COMMUNITIES
1990 – 2000**

Place	1990 Population	1995 Population	2000 Population	1990-2000 Change (persons)	Change 1990-2000 (percent)
State of Wyoming	453,588	485,160	493,782	40,194	8.9
Big Horn County	10,525	11,228	11,461	936	8.9
Basin	1,180	1,236	1,238	58	4.9
Burlington	184	221	250	66	35.9
Byron	470	524	557	87	18.5
Cowley	477	541	560	83	17.4
Deaver	199	193	177	(22)	(11.0)
Frannie	148	164	209	61	41.2
Greybull	1,789	1,843	1,815	26	1.5
Lovell	2,131	2,293	2,281	150	7.0
Manderson	83	95	104	21	25.3
Source: U.S. Census Bureau, Census 1990 and Census 2000					

2.2.3 Family Size and Age Characteristics

In the year 2000, the average size of families in Burlington was 3.9 people per family. This family size is larger than average family sizes for the State of Wyoming, Big Horn County, as well as the Big Horn communities of Greybull, Basin and Manderson.

Burlington's population is somewhat younger than the population of Big Horn County. The median age of Burlington residents is 29 years while the median age of Big Horn County residents is 38.7 years. A closer examination of different age groups in Burlington reveals other trends that are also important to future community development (Table 2-2).

**TABLE 2-2
BURLINGTON RESIDENT POPULATION CHANGE
BY AGE GROUPS
1990-2000**

Age Group	1990 (persons)	2000 (persons)	Increase/ Decrease (persons)	Change 1990-2000 (percent)
Under 5 years	22	31	9	41
5 to 9 years	18	29	11	61
10 to 14 years	30	34	4	13
15 to 19 years	13	22	9	69
20 to 24 years	12	2	-10	-83
25 to 34 years	32	24	-8	-25
35 to 44 years	21	38	17	81
45 to 54 years	9	17	8	89
55 to 59 years	3	8	5	167
60 to 64 years	7	8	1	14
65 to 74 years	9	20	11	122
75 to 84 years	7	12	5	71
85 years and over	1	5	4	400
All Ages	184	250	66	36

Source: U.S. Census Bureau, 1990 and 2000

In 2000, a sizeable proportion of the resident population (46 percent) was 19 years old or younger. During the 1990-2000 period, this age group grew significantly. Overall, the 1 to 19 year old age group increased almost 40 percent between 1990 and 2000. Only the 10-14 year old age group experienced a nominal growth of 13 percent during the decade. The growth in the 1-19 year old age group suggests a significant in-migration of families with children to Burlington during the 1990-2000 period.



Children at play in Burlington

In contrast, the 20-24 year old age group represented a very small portion of the 2000 population (0.8 percent). Further, this age group had a significant decline of 83 percent during the 1990-2000 period. The exodus of this age group from Burlington probably reflects youth leaving Burlington for LDS mission commitments, entering college, and taking jobs in other communities within and outside of Wyoming.

The 25-34 year old age group included 24 persons, or almost 10 percent of the resident population. This age group also experienced a decline of 25 percent during the 1990-2000 period. This decline may suggest that Burlington is not as attractive to younger persons who are entering the labor force and/or beginning to raise families.

Conversely, the 35-54 year old age group appears to be considerably more attracted to Burlington. In 2000, this age group comprised 22 percent of Burlington's resident population. During the 1990-2000 decade, this age group grew 83 percent. These trends suggest that:

- middle-aged persons are returning back to Burlington after living and working away from this community as children; and/or,
- middle-aged persons find certain community strengths in Burlington that are appealing and encourage them to relocate to Burlington.

In 2000, twenty-one percent of the population included residents 55 years and older. However, during the 1990-2000 period, this age group grew 96 percent. These trends suggest that Burlington is becoming an attractive community to persons who are nearing or of retirement age.

2.2.4 Length of Residency and In-Migration

The 2000 Census reported that 56 percent of Burlington's residents lived in the same house in Burlington in 1995. Forty-three percent of Burlington's residents lived in a different home in another community within the United States. Less than one percent of the population came from another community outside the United States.

Approximately 20 percent of those persons who did not live in the same house in 1995 lived with in Bighorn County; an additional 10 percent lived in another Wyoming community in 1995. Thirteen percent moved to Burlington from a community in another state.

These numbers suggest that a significant number of residents have lived in the Burlington area for a considerable period of time. At the same time, about 70 percent of those attracted to Burlington are primarily coming from Wyoming; the remaining 30 percent are relocating from other communities outside of Wyoming.

2.3 ECONOMY

2.3.1 Labor Force

U.S. Census data reports that the labor force of Burlington includes 160 residents over 16 years of age. In April 2000, 73 of these residents were in the employed labor force; only two persons (2.7 percent) were unemployed. The participation of the labor force in various economic sectors in April 2000 is summarized in Table 2-3 on the following page.



Maintenance worker at Centennial Park

Labor force participation in educational, health and social services represents almost one-third of the jobs in the employed labor force. This amount of participation in this economic sector underscores the importance of Burlington School to the Burlington economy.

Agriculture (16.9 percent), other retail services (12.7 percent), and manufacturing (11.3 percent) are also important economic sectors that generate significant local employment, as well as regional jobs in nearby commercial centers such as Cody, Powell, and Basin. Local jobs in these economic sectors largely reflect employment associated with local bean processing and cattle ranching.

Construction and retail trade activities in Burlington and nearby commercial centers also provide important employment opportunities to the employed labor force. In April 2000, almost ten percent of the jobs held by Burlington's employed labor force were in construction; almost nine percent were jobs associated with retail trade.

Almost 54 percent of those employed in April 2000 were wage and salary workers. Roughly 27 percent were self-employed persons who operated their own private business enterprise. The remaining 20 percent of the employed labor force was employed by government (U.S. Bureau of the Census, 2000).

**TABLE 2-3
EMPLOYED LABOR FORCE OF BURLINGTON BY ECONOMIC SECTOR
APRIL 2000**

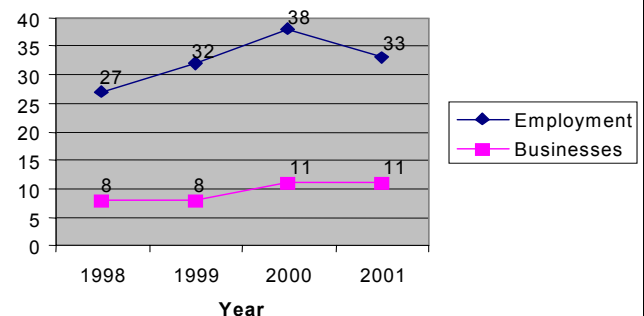
Economic Sector	Number of Employed Persons	Proportion of Employed Labor Force (percent)
Agriculture, Forestry, Fishing, Hunting, and Mining	12	16.9
Construction	7	9.9
Manufacturing	8	11.3
Wholesale Trade	0	0.0
Retail Trade	6	8.5
Transportation, Warehousing, and Utilities	3	4.2
Information	0	0.0
Finance, Insurance, Real Estate, Rental and Leasing	0	0.0
Professional, Scientific, Management, Administrative, and Waste Management Services	1	1.4
Educational, Health and Social Services	23	32.4
Arts, Entertainment, Recreation, Accommodations, and Food Services	2	2.8
Other Services (other than public administration)	9	12.7
Public Administration	0	0.0
Total	71	100.0

Source: U.S. Bureau of the Census, 2000

2.3.2 Number and Size of Business Establishments In the Vicinity of Burlington

Available business and employment data reported by the U.S. Census Bureau indicates some short-term trends in economic activity within Burlington and the adjoining 82411 zip code area. Between 1998 and 2001, 8 to 11 business establishments were operated in the vicinity of Burlington (Figure 2-2 and Table 2-4). The number of businesses peaked in 2000 and 2001 when the number of establishments rose to 11 businesses.

**FIGURE 2-2
BUSINESS AND EMPLOYMENT ACTIVITY
BURLINGTON, WYOMING
1999-2001**



Local employment in Burlington is largely derived from Burlington's agricultural sector that includes two bean processing operations, as well as cattle producers. However, in 2001, a few businesses were also involved in construction. A variety of other small businesses are associated with retail trade, professional services, food services, and other retail services.

The size of business establishments (Table 2-4) in 2001 confirms that virtually all economic activity in Burlington is conducted by small business enterprises. One exception is ADM Seed West, a wholly-owned company of Archer Daniels Midland (ADM), which is an international agriculture production, marketing and distribution company. ADM Seed West produces seed stock for bean producers in North and South Dakota, Minnesota, and other producers in the Midwest United States. The Burlington operation employs 13 persons.



A sister operation of ADM Seed West is based in nearby Garland, Wyoming. The Garland operation obtains edible beans from local producers and subsequently markets the beans on a wholesale basis to larger buyers. Some of the ADM Seed West workers employed in Burlington also work part-time in the Garland operation.

TABLE 2-4 BURLINGTON AREA BUSINESS ESTABLISHMENTS 2001				
Sector	Number of Established Businesses by Size of Employment Group			
	1-4 persons	5-9 Persons	10-19 persons	Total Business Establishments
Agriculture	1	0	1	2
Mining	1	0	0	1
Construction	3	0	0	3
Wholesale Trade	1	0	0	1
Retail Trade	0	1	0	1
Professional Services	1	0	0	1
Accommodations & Food Services	1	0	0	1
Other Services	1	0	0	1
All Sectors	9	1	1	11
Source: U.S. Census Bureau, 2002				
Notes: The Burlington area includes the Town of Burlington and portions of the adjoining unincorporated area that are within the 82411 zip code area.				

While the number and size of established businesses during the 1998-2001 period reveal some important characteristics of the local economy, the number of businesses in Burlington grew to 13 enterprises in January 2004 (Table 2-5).

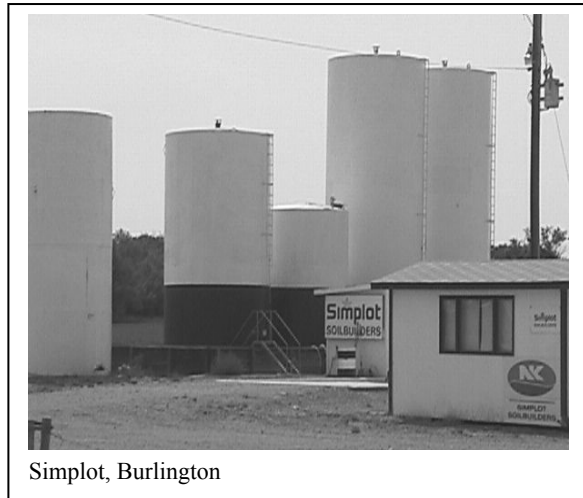
TABLE 2-5 BUSINESS ESTABLISHMENTS WITHIN BURLINGTON JANUARY 2004	
Name of Business Enterprise	Economic Sector
ADM Seed West	Agriculture
Big Horn Pollination /Alfalfa Seed	Agriculture
Bridger Trails Video	Wholesale and Retail Trade
Burlington Bar	Retail Services
Burlington Cafe	Accommodation and Food Services
Burlington Car Care	Retail Services
Country Cash and Save	Retail Services
Exact Ware	Computer Software Development
Madonna Family Styling Salon	Retail Services
McIntosh Oil	Other Retail Services
Nicholson Construction	Construction and Field Services
Preator Bean Company	Agriculture and Wholesale Trade
Simplot	Other Retail Services
Source: Pedersen Planning Consultants, 2004	

2.3.3 Income

The business establishments within Burlington and other adjoining lands within the 82411 zip code area generated an annual payroll of roughly \$672,000 to the employed labor force in 2001. Annual payrolls have steadily increased since 1998 when annual payrolls were about \$449,000. Burlington's annual payroll growth during this time period outpaced statewide increases in Wyoming and Big Horn County.

Direct income that is derived from sole proprietorships in Burlington is not reflected in the annual payroll estimates made by the U.S. Census. Consequently, the amount of income generated from small business in Burlington is believed to be significantly higher.

The U.S. Census reported that the annual median income of 81 households in Burlington was \$28,281 in April 2000. However, the annual income of roughly 14 of these households (17 percent) was below \$15,000. Nevertheless, the average household income of \$28,281 suggests that employment by residents in Burlington's 81 households may generate almost \$2.3 million per year. Consequently, there is a considerable amount of potential household income that can be invested and expended within a local economy.



Simplot, Burlington

2.4 LAND USE

In order to evaluate existing land uses and opportunities for future land use expansion, Pedersen Planning Consultants established a land use database for all properties in the Town of Burlington. The land use database was developed using Big Horn County Assessor records, as well as onsite observations of existing land uses in October 2003.

The land use database reveals that there are about 404 land parcels in the Town of Burlington. The type of land uses occurring on these land parcels is summarized in Table 2-6.

2.4.1 Residential

In April 2000, 92 housing units were documented during the April 2000 Census. Seventy-six of these units were occupied. Of these units, 75 percent were occupied owners; the remaining units were leased to their occupants. Eleven housing units were documented as vacant residential structures (U.S. Bureau of the Census, 2000).

The more recent land use database indicates that the number of housing units in Burlington declined to 86 residential units in October 2003 (Table 2-7). The reduction in the number of housing units may represent the recent departure of a few manufactured homes on temporary foundations since the April 2000 Census.

Fifty-seven percent of the housing units in October 2003 were detached single-family dwellings. The remaining units were manufactured homes on permanent or temporary foundations.

There were approximately 146 lots associated with residential land uses in October 2003 (Figure 2-3). Most of the residential lots are situated in the Burlington Addition (Table 2-8). A significant number of the developed residential properties in Burlington contain one or more adjoining lots. These adjoining lots typically represent extended lawn areas and/or include small workshops or storage buildings.

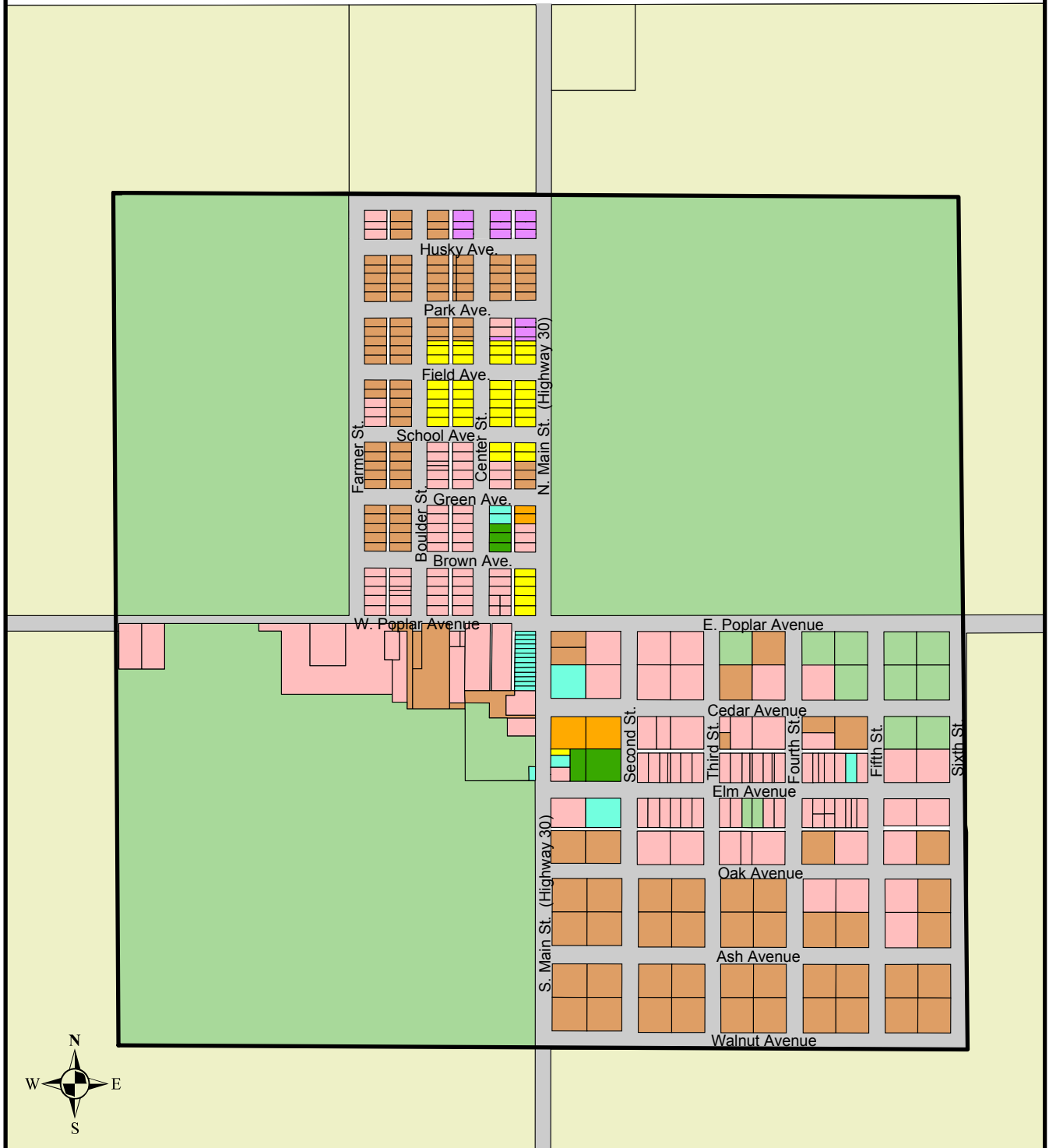
The sizes of developed residential lots vary within Burlington's four subdivisions. Most developed residential lots are located in the Burlington Addition.

TABLE 2-6 LAND USES IN THE TOWN OF BURLINGTON OCTOBER 2003	
LAND USE CATEGORY	Number of Lots / Parcels
Residential	146
Agriculture	29
Commercial	33
Industrial	0
Public Facility	43
Community Facility	4
Recreation	5
Undeveloped	139
Totals	399
Sources: Big Horn County Assessors Office, 2003 Pedersen Planning Consultants, 2003	

TABLE 2-7 TYPE OF HOUSING UNITS IN BURLINGTON OCTOBER 2003	
Land Use Category	Estimated # of Units
Residential (Total)	86
Single-Family Dwelling	50
Perm. Mfg./Mobile Home	19
Temp. Mfg./Mobile Home	17
Sources: Big Horn County Assessors Office, 2003 Pedersen Planning Consultants, 2003.	

LEGEND

	Municipal Boundary		Community Facility		Recreation
	Roads		Commercial		Residential
	Agriculture		Light Industrial		Undeveloped
			Public Facility		Unincorporated Area



Community Development Plan

Existing Land Uses
Town of Burlington

400 0 400 800 1200
Feet

Prepared by: Pedersen Planning Consultants

P.O. Box 66, Encampment, WY 82325 Tel: 307-327-5434

Figure 2-3

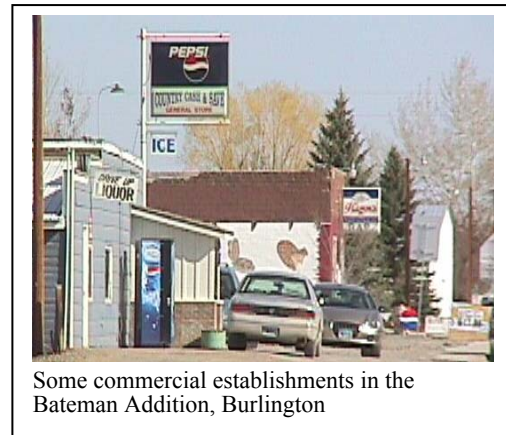
TABLE 2-8 SIZE OF LOTS IN RESIDENTIAL USE TOWN OF BURLINGTON								
Location	2,800 SF - 8,300 SF	8,400 SF - 13,999 SF	14,000 SF - 19,999 SF	20,000 SF - 29,999 SF	30,000 SF - 49,999 SF	50,000 SF - 17 Acres	Greater Than 17 Acres	Totals
Burlington Addition	11	11	23	6	23	0	1	75
Davidson Addition	4	30	0	3	0	0	0	37
Original Plot	4	21	0	0	0	0	0	25
South of Burlington Addition	0	0	0	1	0	0	1	2
West of Bateman Addition	0	0	1	0	0	5	0	6
West of Davidson Addition	0	0	0	0	0	1	0	1
Total	19	62	24	10	23	6	2	146
Note: One acre includes approximately 43,562 square feet (SF).								
Source: Pedersen Planning Consultants, 2003								

2.4.2 Commercial

Thirty-five land parcels in Burlington are associated with 12 commercial structures. Most of these structures are located along Main Street, particularly within the Bateman Addition.

2.4.3 Public Facilities

There are 43 parcels used in conjunction with public facilities. There are 14 total public facilities located within Burlington. The public facilities primarily include various structures associated with Burlington School, the Burlington Town Hall, the Big Horn Fire District #4 Fire Hall, and the U.S. Post Office.



2.4.3.1 Town Hall

The Burlington Town Hall primarily includes a municipal office, Town Council meeting room, and restroom facilities. The Town Hall is also used as a meeting place for other community organizations.

Adjacent to the Town Hall, there is a small maintenance and repair shop. The Water and Wastewater Superintendent primarily uses this facility to support municipal maintenance and repair activities.



2.4.3.2 Burlington School

The Burlington School complex is the largest public facility in Burlington. This complex includes a combination of classroom, administrative, and recreational facilities. Burlington School is one of several schools operated by Big Horn School District #1 which is based in Cowley, Wyoming.

Burlington School provided instruction to approximately 279 students from kindergarten through 12th grade during the 2003-2004 school year. About 25 percent of the student population was from the area between Burlington and Otto (Ellison, 2003).

Available enrollment data for the 1985-2003 period indicate that student enrollment peaked in 1997 when the student population was approximately 321 students. Since 1997, the total school enrollment has declined 13 percent, but remained stable since the year 2000.

Big Horn School District #1 intends to expand the existing school complex in the northwest part of Burlington. The proposed school expansion is reflected in the five-year plan of Big Horn School District #1. The 2004 Wyoming State Legislature approved funding for \$8.6 million associated with the expansion and improvement of Burlington School.

2.4.3.3 Big Horn Fire District #4 Fire Hall

The Big Horn Fire District #4 provides services to a 735 square mile service area that contains approximately 1,000 residents. Fire District #4 also responds to emergencies along U.S. highways 14-16-20, a primary vehicular gateway to Yellowstone National Park.



Big Horn Fire District #4 Fire Hall, Burlington

Since the latter part of 2001, Big Horn Fire District #4 has continued its construction of a new fire hall that is situated northeast of the Town Hall. In October 2003, the exterior building shell and three fire truck bays were already completed. The interior framing for a new administrative office, restrooms, kitchen, training room, and a general meeting area was also constructed. However, electrical, plumbing and heating systems, commercial kitchen equipment, floor coverings, and other furnishings were not yet installed due to a lack of funding for these improvements.

Fire District #4 envisions a combination of uses for the uncompleted portions of the building. These uses include:

- a training facility to ensure competency of local volunteers;
- an emergency community shelter;
- a community/regional meeting facility; and,
- a senior center.

Fire District #4 recently received \$100,000 from the State Land Investment Board to complete construction of the remaining portions of the new Fire Hall (Dooley, 2004).

2.4.3.4 Recreational Parks

There are five parcels of land that are associated with public outdoor recreation. These parcels comprise two neighborhood parks.

An unnamed municipal park is situated in the Original Townsite adjacent to the Center Street/Brown Avenue intersection. This park, which contains approximately 25,200 square feet, includes some playground equipment, picnic tables, and landscaped open space.

Centennial Park, which comprises approximately 1.5 acres, is located in the Burlington Addition. This facility also provides picnic tables, playground equipment, and general open space.



2.4.4 Community Facilities

Community facilities, e.g., churches and daycare centers, are facilities that are privately owned, but generally available for public use. Within Burlington, there are four parcels of land that contain community facilities.

Burlington Community Church and a related Sunday School building are situated north and east of the municipal park in the Original Townsite.

The Church of Jesus Christ of Latter-day Saints owns and operates a church complex in the Burlington Addition. This complex is located east of the State Highway 30/Cedar Avenue intersection and immediately north of Centennial Park.

2.4.5 Agriculture

There are 29 parcels of land in Burlington that are used for agricultural purposes. Commercial agricultural operations are situated in the northeast, northwest, and southwest portions of Burlington. R. G. Ranch operates a larger livestock and associated feedlot operation on lands north of East Poplar Avenue and east of State



Agricultural scenes in Burlington

Highway 30. The Davidson family produces sugar beets and other crops on lands west of the Davidson Addition, as well as south of West Poplar Avenue. Various other Burlington families own smaller agricultural parcels within the community, e.g., Burlington Addition, that are used for the pasturing of horses and other livestock, as well as small fruit orchards.



2.5 INFRASTRUCTURE

A critical component of future community development is the infrastructure within the Town of Burlington that supports agricultural, residential, commercial, and industrial land uses, as well as public and community facilities. This infrastructure includes:

- the municipal water system, municipal sewer system, and municipal roads;
- State Highway 30;
- Tri-County Telephone telecommunication facilities and services;
- electrical energy distribution by Big Horn Electric; and,
- natural gas distribution by Wyoming Gas.

Each of these supporting infrastructure is briefly described in the following paragraphs.

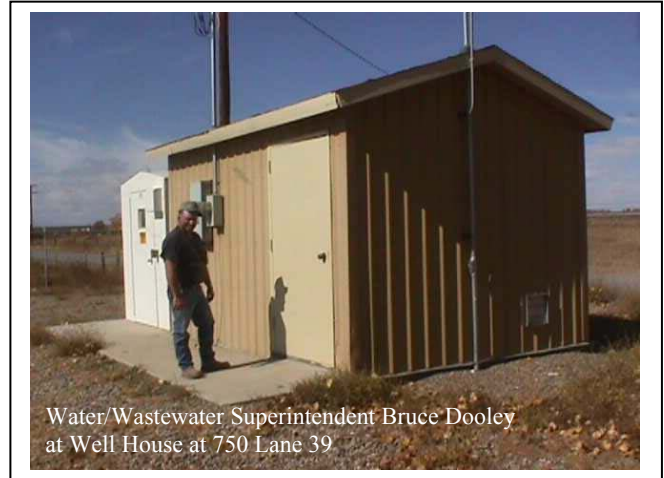
2.5.1 Water System

The Town of Burlington's municipal water system includes treated groundwater supplies, water storage facilities, and a related distribution system.

2.5.1.1 Water Supply

Groundwater is obtained from two groundwater wells that are located southwest of Burlington approximately 0.5 mile west of Highway 30. The address of the well house is 750 Lane 39.

The wells are 32 and 35 feet deep below ground elevation. The development of the wells at shallower depths was made to gain more favorable water quality above the subsurface shale layer. Below the shale layer, groundwater in the vicinity of the municipal wells is known to be more brackish and considerably more alkaline (Steedley, 2003).



The static water level of the groundwater wells varies throughout the year. The static water level is about 13 feet below the top of the well casing during the summer. However, the static water level typically rises to about 8 feet during the fall, winter and spring seasons. A recent exception occurred during the fall of 2002 when the static water level of ground water was encountered approximately 22 feet down from the top of the two wells. It is suspected that the ongoing drought period generated higher consumption and/or a lower recharge rate to the wells (Dooley, 2003).

Raw ground water at each well is treated via the application of a hypo-chlorite solution in the well house before the water is pumped to the municipal water storage tank.

Seven horsepower submersible well pumps, which are associated with each well, pump at a rate of about 110 gallons per minute. In August 2001, both well pumps operated approximately 9 hours per day. The submersible pumps treated water to the municipal water storage tank via an 8-inch transmission line that generally extends from the wells to West Poplar Avenue, Farmer Street, and northeast to the water storage tank.

2.5.1.2 Water Storage

The municipal water storage tank is situated at a higher elevation north of Burlington. The steel tank has a storage capacity of 167,164 gallons. The bottom of the storage tank is roughly 100 feet above the elevation of the two groundwater wells southwest of Burlington (Steeley, 2003).

Water Storage Tank
North of Burlington



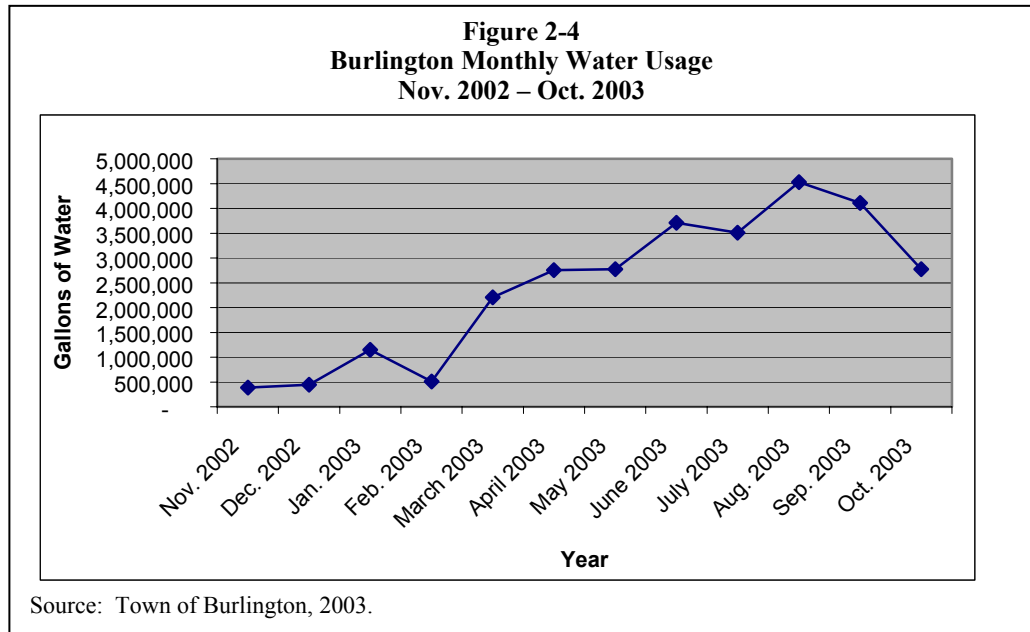
2.5.1.3 Transmission and Distribution System

Burlington's newer water transmission line was constructed in 1997-1998. As stated earlier, an 8-inch water transmission line carries from the municipal water supply to the Burlington's water storage tank. The distribution of potable water downstream of the water storage tank is via gravity flow. The location of the water storage tank at a desirable higher elevation enables the Town of Burlington to provide system pressures that range roughly between 60 and 80 pounds per square inch (psi). Higher system pressures are found along Oak Avenue.

The 6-inch distribution network, which was completed in 1988, is comprised primarily of 6-inch distribution lines. The 8-inch distribution lines around Burlington School are the one exception. The water distribution lines are generally located about 10 feet north of road centerlines (Dooley, 2003). Water lines have been installed approximately six feet below ground elevation.

2.5.1.4 Water Consumption

Available water meter data indicates that the Burlington community used approximately 28.8 million gallons of water during the twelve-month period between November 2002 and October 2003 (Figure 2-4). Monthly water consumption during this period varied with higher consumption occurring during the spring, summer and early fall months when greater irrigation occurs. In contrast, lower consumption during the winter months when irrigation uses are discontinued.



An evaluation of water meter data for the November 2002-October 2003 also enabled a determination of the average daily demand for several general types of land uses (Table 2-9). For example, the average daily water demand for a residential household in Burlington is 228 gallons per day. Since the average household size in Burlington was 3.29 persons in 2000, each Burlington resident consumed about 69 gallons per day for residential purposes. Recognized national water consumption rates (Metcalf and Eddy, Inc., 1972) and the experience of Pedersen Planning Consultants suggest that Burlington's residential water consumption is not excessive and within a reasonable level of consumption for smaller rural communities.

Commercial water consumption averages approximately 270 gallons per day for each commercial facility in Burlington. Commercial water consumption during the November 2002-October 2003 period appears somewhat high given the type of commercial facilities and the number of employees at each commercial facility.

The amount of water used by community facilities, e.g., churches, was about 244 gallons per day during the November 2002-October 2003 period. This level of consumption appears somewhat excessive in light of the intermittent use of these facilities. At the same time, the use of sprinkler systems and related irrigation uses may account for most of the community facility consumption.

In terms of public facilities, the Town of Burlington consumed a significant amount of water (over 14 million gallons) from November 2002 to October 2003. This consumption was made to keep a 2-inch distribution line to the municipal sewer oxidation system from freezing. The 2-inch line, which provides water to the municipal sewer oxidation system, generally extends about 2,000-2,200 feet from the Oak Avenue/5th Street intersection (Dooley, 2003).

The Town of Burlington also irrigates landscaping at the Town Hall and other locations during the drier summer and fall months of the year. When averaged over an annual period, annual municipal irrigation for the November 2002 to October 2003 period consumed 1,658 gallons of water per day.

Burlington School consumes about 1,800 gallons per day. While the school operates for only about nine months, water consumption continues during the summer months for irrigation of play fields and other landscaped areas.

Despite reasonable levels of water consumption for various land uses during the November 2002-October 2003 period, a review of the municipal water system in January 2003 concluded, in part, that there was an unrecorded loss of about 33 percent of the recorded water production. *"Most communities experience a loss of about 10 percent usage in metered sales versus production."* (James Gore and Associates, 2003). While this conclusion was based upon well production and metered usage in August 2001, a correlation of monthly water production and water meter records is necessary to monitor future unrecorded losses and determine the scope and timing of appropriate corrective measures.

TABLE 2-9 AVERAGE DAY WATER DEMAND BY GENERAL LAND USE CATEGORY NOVEMBER 2002 TO OCTOBER 2003		
Land Use Category	Annual Water Consumption (gallons)	Average Day Demand (gallons per day)
Residential	12,372,600	33,898
Commercial	745,400	2,042
Community Facilities	245,300	672
Public Facilities		
Sewer Lagoon	14,105,000	38,644
Town Hall	36,600	100
Town Sprinkler System	605,100	1,658
Post Office	74,700	205
School System	660,300	1,809
Totals	28,845,000	79,028
Source: Town of Burlington, 2003; Pedersen Planning Consultants, 2004		

2.5.2 Sewer System

The municipal sewer system, which was constructed in the late 1980's, includes wastewater collection, treatment, and disposal. In addition, there are related irrigation facilities that support the eventual reuse of treated wastewater.

2.5.2.1 Wastewater Collection

The wastewater collection system represents a network of 8-inch gravity sewer mains. The collection serves most developed portions of Burlington. Lateral connections to individual homes, businesses and other facilities are primarily 4-inch sewer lines. However, 3-inch service laterals were installed to connect some existing buildings.

The elevations between the east side of Burlington and the sewer oxidation pond system require the use of a duplex lift station to pump wastewater flows into the oxidation ponds. Both pumps in the lift station are rated to operate at 100 gallons per minute (gpm).

2.5.2.2 Wastewater Generation

Available pump data for the 10-month period between October 2002 and July 2003 suggest that the average daily flow to the sewer lagoon system was approximately 1.28 million gallons (Table 2-10). Pumping rates and the number of operating hours for each pump suggest that average daily flows are approximately 4,214 gallons per day. However, actual average daily flows are likely less than those estimated in Table 2-7 since pumps associated with duplex lift stations typically do not flow at the pump rated capacity, e.g., 100 gpm, when operating simultaneously.

TABLE 2-10 BURLINGTON SEWER PUMP USAGE AND FLOWS OCT. 2002 – JULY 2003				
Use Period	Pump 1 (Hours)	Pump 2 (Hours)	Total Hours Used	Estimated Sewer Flows
October	10.9	1.0	11.9	71,400
November	9.2	0.4	9.6	57,600
December	12.6	0.7	13.3	79,800
January	13.8	0.5	14.3	85,800
February	15.1	1.7	16.8	100,800
March	11.4	10.2	21.6	129,600
April	13.2	17.3	30.5	183,000
May	9.8	18.5	28.3	169,800
June	18.6	11.1	29.7	178,200
July	28.9	8.6	37.5	225,000
Totals	143.5	70.0	213.5	1,281,000
Source: Town of Burlington, 2003				

2.5.2.3 Wastewater Treatment, Disposal and Re-Use

An oxidation pond system is used to treat wastewater collected from the municipal wastewater system. This pond is located on the east side of Burlington. The oxidation pond contains three cells that are designed to treat up to the following wastewater volumes:

Cell 1: 1.2 million gallons per day (mgd)

Cell 2: 1.08 mgd

Cell 3: 1.08 mgd



Wastewater Oxidation Pond in Burlington

Following disinfection of wastewater from the third cell, wastewater effluent is discharged into the Beck Allen Canal. Local irrigators subsequently have the opportunity to use nutrient enriched wastewater to improve crop production.

Given the limited volume of average daily flows, there is considerable excess capacity available in the oxidation pond system to support future land use expansion.

2.5.3 Municipal Roads

The Town of Burlington contains a municipal road system. The roads are approximately 16-feet wide and contain a gravel surface (Figure 2-5).

Since the Town of Burlington has received many complaints concerning dust emissions from vehicular traffic, the Town Council authorized the Town Maintenance Superintendent to evaluate options for the development of a paved surface on top of existing gravel roads. His research examined the possibility of using roto-mill, magnesium chloride, as well as soybean oils or enzymes as dust inhibitors. Based upon his research, the alternative that appears most promising is the use of gravel and roto-mill, as well as a related magnesium chloride application. This conclusion was based, in part, with the Campbell County road supervisor who has extensive experience with reducing dust emissions from vehicular traffic that is associated with coal bed methane development.

In early 2004, the Town intends to complete its installation of road signs at approximately 29 road intersections within Burlington.

2.5.4 State Highway 30

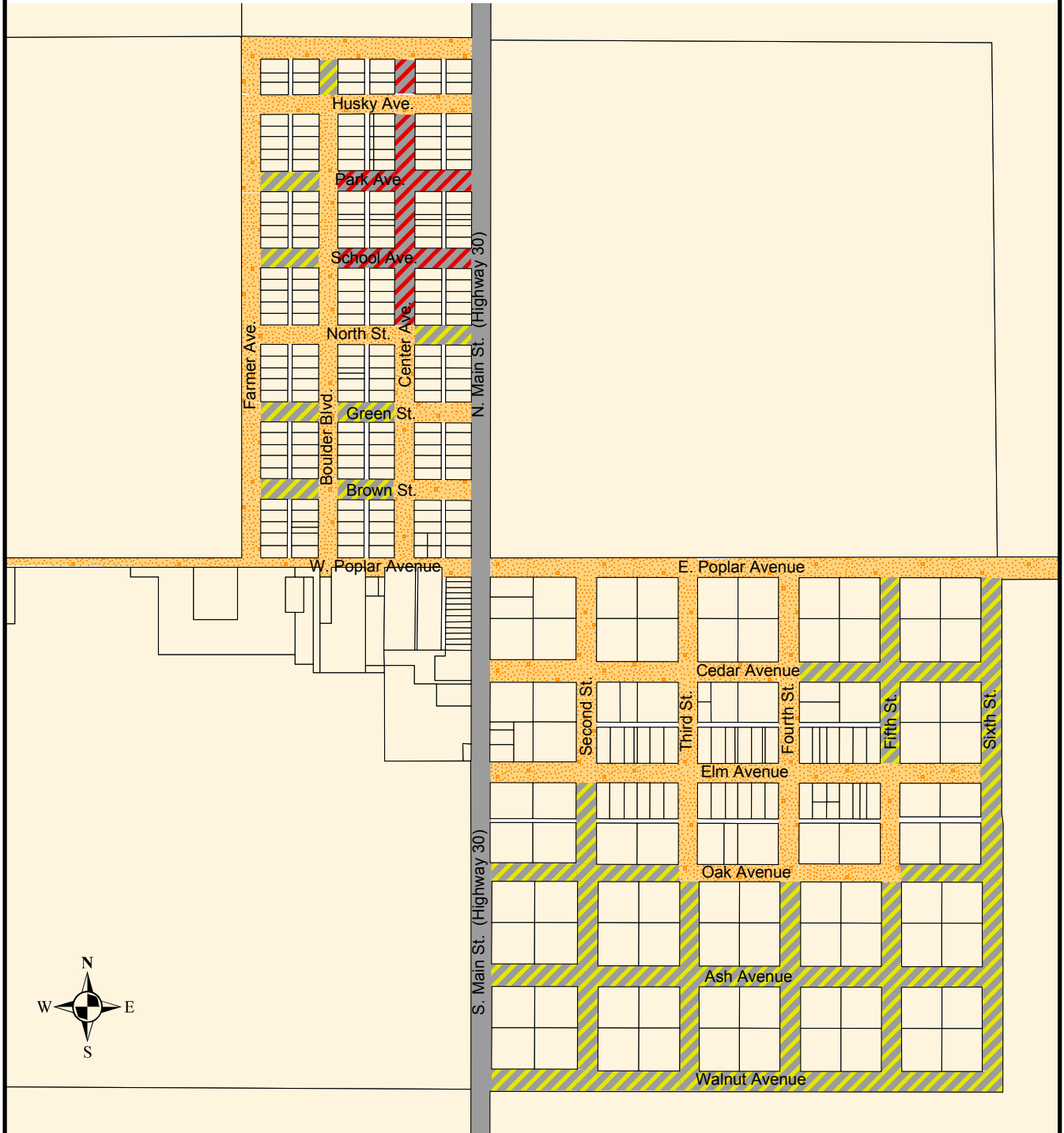
State highway 30 traverses north and south through the middle of Burlington. State highway 30 is a paved two-lane roadway that is operated and maintained by the Wyoming Department of Transportation (WYDOT). WYDOT personnel responsible for day-to-day maintenance of State highway 30 are based in a regional maintenance facility in Basin.



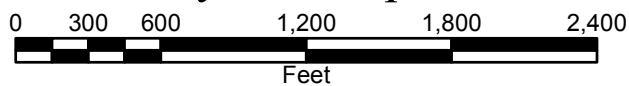
Intersection of State Highway 14/16/20 and State Highway 30

LEGEND

- | | |
|---|---|
|  Burlington Lots |  Unimproved |
| Existing Road Infrastructure |  Not Constructed |
|  Paved |  Closed |



Community Development Plan



Prepared by: Pedersen Planning Consultants
P.O. Box 66, Encampment, WY 82331 Tel: 307-327-5434

Local Roads Town of Burlington

Figure 2-5

2.5.4.1 Connections to Other Vehicular Routes

East of Burlington, State highway 30 connects to State Highway 789, as well as U.S. highways 16 and 20. These highways, which intersect in the Town of Basin, provide vehicular access north and south of Big Horn County.

Approximately four miles northwest of Burlington, State highway 30 also intersects with U.S. highways 14, 16 and 20. These highways provide vehicular access to Cody, Yellowstone National Park, and other points west of Wyoming. The south end of State Highway 32 intersects with U.S. highways 14, 16 and 20 to provide vehicular access Garland and Powell.

2.5.4.2 Vehicular Traffic Volumes

Average daily traffic volumes through Burlington (Table 2-11) include approximately 580 vehicles per day. Based upon recent vehicular traffic counts, WYDOT estimates that roughly 90 percent of this traffic represents passenger vehicles; the remaining traffic includes trucks. Vehicular traffic volumes in the vicinity of Burlington have remained generally similar in recent years except for some nominal increases in traffic along the U.S. Highway 14, 16 and 20.

Northwest of Burlington, vehicular traffic volumes nearly double at the intersection of State highway 30 and U.S. highways 14, 16 and 20. Higher traffic volumes at this intersection suggest that:

- most of the visitor traffic to Yellowstone National Park and points west are presently bypassing Burlington; and,
- Burlington residents may work and/or shop somewhat more in Cody and Powell compared to Basin and Greybull.

TABLE 2-11 AVERAGE DAILY TRAFFIC VOLUMES IN VICINITY OF BURLINGTON 1998-2002															
Sample Location	2002			2001			2000			1999			1998		
	Pass. Veh.	Trucks	All Veh.	Pass. Veh.	Trucks	All Veh.	Pass. Veh.	Trucks	All Veh.	Pass. Veh.	Trucks	All Veh.	Pass. Veh.	Trucks	All Veh.
State Highway 30 at Basin's west boundary	390	50	440	380	50	430	410	60	470	410	60	470	410	60	470
State Highway 30/Greybull River Rd. Intersection	430	50	480	420	50	470	500	70	570	500	70	570	500	70	570
State Highway 30 at Otto	370	40	410	360	40	400	460	60	520	460	60	520	460	60	520
St. Hwy 30 / Burlington - Meeteetse Road	630	70	700	610	70	680	700	70	770	700	70	770	700	70	770
St. Hwy 30 in Burlington	520	60	580	510	60	570	510	60	570	510	60	570	510	60	570
US Hwy. 14/16/20 - Park-Big Horn Co. Line	1170	80	1250	1120	80	1200	900	100	1000	920	100	1020	900	100	1000
US Hwy. 14/16/20 - Jct. WY 30	1280	100	1380	1210	90	1300	880	120	1000	900	120	1020	880	120	1000
US Hwy. 14/16/20 - Jct. WY 32	1370	100	1470	1300	100	1400	860	140	1000	890	140	1030	870	140	1010
State Highway 32/U.S. Highways 14, 16 and 20 Intersection	1120	120	1,240	1090	120	1,210	1470	130	1,600	1420	130	1,550	1420	130	1,550
Source: Wiseman, 2003															

South and west of Burlington, somewhat greater vehicular traffic occurs along the Burlington-Meeteetse Road. This may suggest that more truck drivers prefer to make use of a less congested traffic route en route to destinations in Cody and Thermopolis.

2.5.5 Telecommunication Services

TCT West, Inc. and Tri-County Telephone Association provide a variety of telecommunication opportunities within a service area that includes Burlington, Cody, Powell, Lovell, Worland, Thermopolis, and other nearby communities. These opportunities include telephone, television, and Internet services. Internet services offer audio signal (ADSL) and video signal capabilities.

Available telecommunication services can easily support other new small businesses that are significantly dependent upon the Internet and/or transfer larger sets of information to its clients. For example, the telecommunication services available from TCT West, Inc. may have been a factor in the establishment of Exact Ware, a software developer and distribution company in Burlington (Alexander, 2003).

2.5.6 Electrical Distribution

Big Horn Rural Electric Company, based in Basin, Wyoming, distributes electrical energy to Burlington and other nearby communities. A 5,000 kV transformer serves the Town of Burlington. This substation is located near Emblem cemetery, or about one mile northeast of the Burlington Cemetery.

Existing electrical loads at the transformer were 0.89 kVa in 2001 and 0.96 kVa in 2002. Consequently, the existing transformer has an additional 4.04 kVa of capacity that is available to support future land use expansion (Sherburne, 2003).

Big Horn Rural Electric Company is one of 44 rural electric systems that is supplied electrical energy by Tri-State Generation and Transmission Association. The Association serves various rural electric companies in north central and southeast Wyoming, Colorado, western Nebraska, and New Mexico. The hub of the Tri-State Generation and Transmission Association network of transmission lines, substations and power plants is based in Westminster, Colorado.

2.5.7 Natural Gas Distribution

The Wyoming Gas Company distributes natural gas to the Town of Burlington. The Wyoming Gas that supports the Burlington system is located in Worland, Wyoming.

The gas distribution network in Burlington consists primarily of 2 and 3-inch lines that are buried underground. In the northwest part of Burlington, natural gas distribution lines are primarily located in designated alleys between Main (State Highway 30) and Center, as well as Center and Boulder (Figure 2-6). However, no distribution is provided north of Burlington School. In southeast Burlington, underground distribution lines are located between Main and Fifth Street, as well as East Poplar and Oak Avenue.

The expansion of the existing distribution network appears to be feasible through the extension of existing distribution lines. For example, a 3-inch gas distribution line is already buried along Lane 39E, the Town of Burlington's southern municipal boundary.

LEGEND

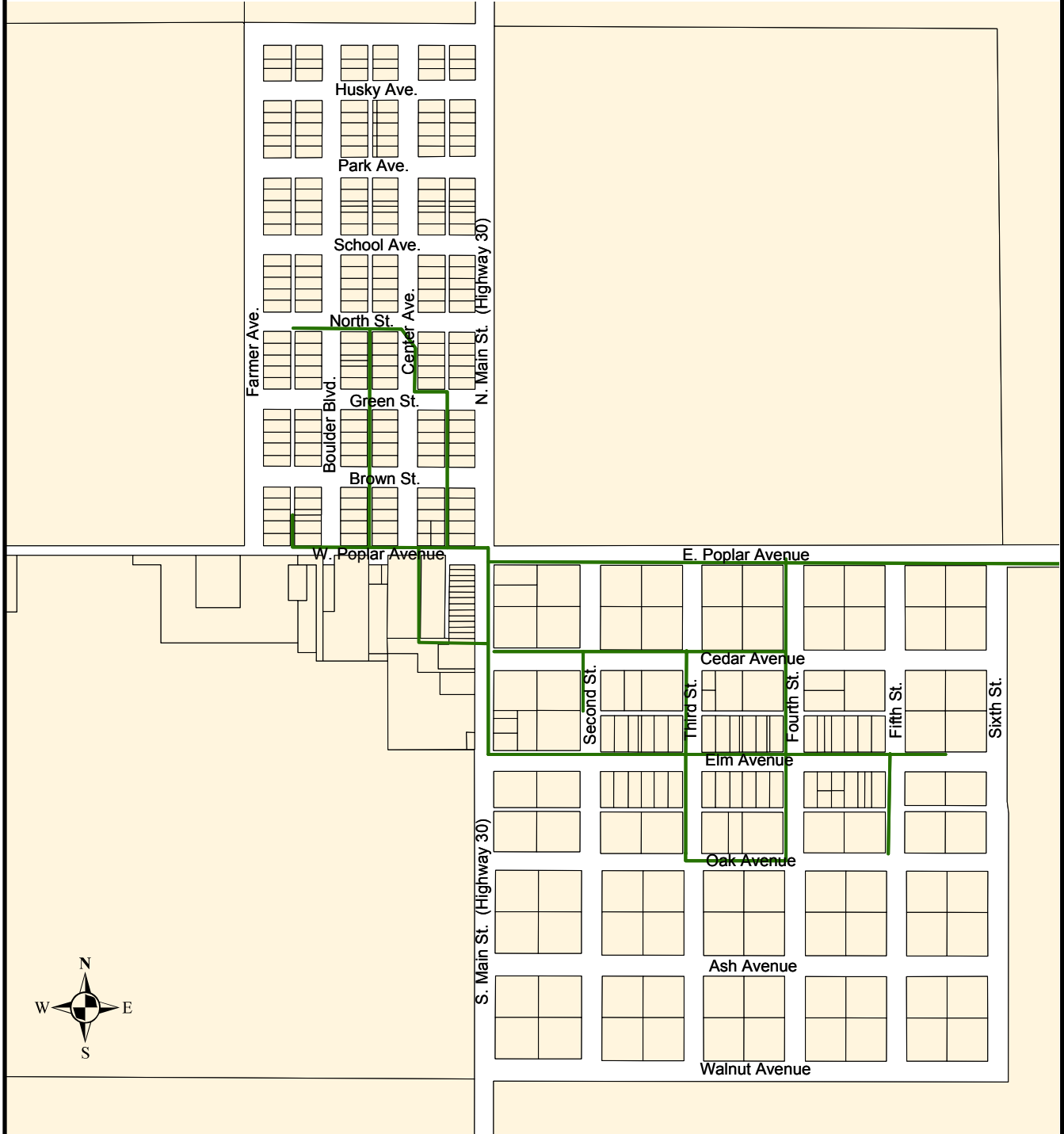


Burlington Lots

Natural Gas System



Existing Natural Gas Distribution Line



Community Development Plan

Natural Gas System
Town of Burlington

Prepared by: Pedersen Planning Consultants

P.O. Box 66, Encampment, WY 82331 Tel: 307-327-5434

Figure 2-6

CHAPTER THREE

SIGNIFICANT FACTORS INFLUENCING FUTURE COMMUNITY GROWTH

3.1 INTRODUCTION

Chapter Three identifies various community assets in Burlington that are essential to future community growth. Those assets generally include the resident population, economic activities, land use, and community infrastructure.

Future community growth in Burlington will also be shaped by various other factors such as changing demographic trends, regional retail trends in Big Horn County, the bean industry, and the availability of vacant developable lands to support future land use expansion. These influences are discussed more fully in the following paragraphs.

3.2 CHANGES IN COMMUNITY DEMOGRAPHICS

3.2.1 Size of the Burlington Population

The Wyoming Department of Administration and Information, Economic Analysis Division, forecasts that Burlington's resident population will decline in 2004 and gradually increase to 254 residents by 2010 (Table 3-1).

The Wyoming Department of Administration and Information forecasts are very surprising. The forecast of only a 1.6 percent increase for the 2000-2010 period seems highly unlikely in light of a 36 percent population increase that occurred during the 1990-2000 period. There are socio-economic factors that are drawing a significant number of new residents to Burlington.

During community interviews made in October 2003, community leaders expressed the following reasons why they live and stay in Burlington:

1. Burlington School, its teachers and staff, and good students provide an excellent learning and social environment for children.
2. Burlington residents report that the small town atmosphere of Burlington is what keeps them there. People help each other. The community is a safe place to live.

TABLE 3-1 STATE OF WYOMING POPULATION FORECAST TOWN OF BURLINGTON 2001-2010	
Year	Anticipated Resident Population (number of persons)
2000	250
2001	246
2002	246
2003	247
2004	248
2005	249
2006	250
2007	251
2008	252
2009	253
2010	254
Source: Wyoming Department of Administration and Information, Economic Analysis Division, 2003	

3. The Church of Jesus Christ of Latter Day Saints and the Burlington Community Church provide strong cultural orientations for Burlington, Otto, and other portions of the surrounding unincorporated area.
4. TCT West provides excellent telecommunication capabilities that enable the community to watch local sporting events, Town Council meetings, and other social gatherings within Burlington and nearby communities.

Further, the planned expansion of Burlington School will likely expand the size of the school faculty and other personnel. New faculty, as well as the presence of a new school, may also increase an expanded school enrollment.

The recent and ongoing efforts of the Town of Burlington and other community leaders demonstrate that the community is seeking ways to make the community more attractive for people to relocate and invest in Burlington. These efforts could in themselves generate expanded investments for new residential development and the establishment of new small businesses.

With this perspective, it is believed that the Burlington will annually attract two to three new families per year to the community during the 2004-2014 period (Table 3-2). By the Year 2014, PPC estimates that the population of Burlington will rise to about 336 persons. This anticipated growth, however, will continue to be offset by some continued out-migration, particularly by younger residents in the 20-24 year old age groups.

TABLE 3-2 ANTICIPATED RESIDENT POPULATION TOWN OF BURLINGTON 2004-2014 (NUMBER OF PERSONS)							
Year	Births	Deaths	In Migration 55+ Years Old	In Migration From Other Households	Out Migration	Net Population Change	Population Forecast
2004							253
2005	4	1	3	8	6	8	261
2006	4	1	3	8	6	8	268
2007	4	1	3	8	6	8	276
2008	5	2	3	8	6	8	284
2009	4	1	4	12	9	10	294
2010	5	2	4	12	9	10	304
2011	4	2	3	8	6	7	311
2012	4	2	4	12	9	9	320
2013	4	2	4	12	9	9	329
2014	4	2	3	8	6	7	336
Total	42	16	34	96	72	84	
Sources: McCaffrey, 2004; U.S. Census Bureau, 2003							

3.2.2 Changing Trends in Age Distribution

Perhaps more significant than anticipated growth will be age distribution of the Burlington population. It is anticipated that the 35-54 and 55+ age groups will each account for 25 percent of the resident population. Burlington will continue to be especially attractive to these age groups because of their interest in quality of life opportunities. The 35-54 age group will also be more attracted to a community that encourages the establishment of home-based and other small businesses. In contrast, the 55+ age group will be attracted more by recreational opportunities, the availability of seniors housing, and the accessibility to medical services.

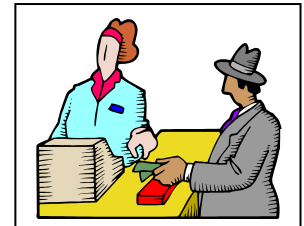
Some modest increases are also expected in the 25-34 age group as Burlington, Greybull, Cody and the surrounding area gain more retail and other small business establishments, as well as more supporting community services. This age group is more mobile and willing to travel to nearby job opportunities. The stability and growth of this age group in Burlington is important to sustain school enrollment levels at Burlington School.

3.3 RETAIL TRADE IN BIG HORN COUNTY

Before a community makes efforts to encourage greater retail activity, it is important to understand recent trends associated with retail trade in Big Horn County. Such an analysis enables a better understanding of residents' attraction to the local retail stores, as well as potential retail trade opportunities.

3.3.1 Retail Sales Volume

Total retail sales for Big Horn County grew from \$37.8 million in 1999 to \$40.8 million in 2002. The increase in per capita income enabled residents to make more retail purchases.



3.3.2 Capture of Retail Sales

The calculation of a pull factor is one approach used to measure the relative strength of retail sales. The pull factor indicates the extent to which an economy captures and loses retail sales to another community. A pull factor of 1.0 indicates that a local economy is capturing the expected amount of retail sales given population, retail sales and per capita income. A pull factor greater than 1.0 indicates that a community economy is capturing more retail expenditures than it is losing. A pull factor less than 1.0 indicates that a community is losing more retail trade sales than it is capturing. A pull factor less than 1.0 is commonly referred to as "retail leakage".

Available data for the 1999-2002 were used to calculate retail pull factors for Big Horn County (Table 3-3). Over this time period, the retail pull factor declined. This trend indicates that retail sales leakage is increasing. The retail pull factor in each year was also considerably less than 1.0 which suggests that Big Horn County is losing a significant proportion of its retail trade to other communities.

**TABLE 3-3
RETAIL PULL FACTOR
BIG HORN COUNTY
1990-2002**

Year	Resident Population	Local Per Capita Income	Total Retail Sales	Number Of Establishments	Sales Per Establishments	Per Capita Sales	Pull Factor
1999	11,212	19,475	\$37,833,526	148	\$ 255,632	\$ 3,374	0.65
2000	11,310	19,914	\$38,760,198	157	\$ 246,880	\$ 3,427	0.62
2001	11,425	21,344	\$40,410,920	139	\$ 290,726	\$ 3,537	0.61
2002	11,461	21,344	\$40,845,370	139	\$ 293,852	\$ 3,564	0.60

Source: U.S. Census Bureau, 2002 and 2003; U.S. Department of Commerce, Bureau of Economic Analysis, 2003; State of Wyoming Department of Revenue, 2002.

Consequently, it can be concluded that:

- Big Horn County residents are traveling outside of Big Horn County to make a significant proportion of their retail expenditures; and,
- few residents from other communities outside of Big Horn County are coming to Greybull and Basin to make retail expenditures.



These trends are occurring despite increases in resident population, local per capita income, number of retail establishments and total retail sales over the 1999 to 2001 time period.

To determine where retail leakage is occurring in local retail trade, actual retail trade sales in 2002 were correlated with potential retail sales for eight different merchandise groups (Table 3-4) in Big Horn County. This analysis reveals that the stronger retail merchandise group in Big Horn County is food. These retail services are experiencing little retail leakage and an apparent customer loyalty from Big Horn County residents. In contrast, all other merchandise groups are experiencing some degree of retail leakage. This is particularly true for general retail merchandise, as well as apparel and accessories.

The analysis of retail leakage in the eight merchandise groups indicates that Big Horn County residents:

- prefer greater accessibility when purchasing food and groceries; or,
- are attracted to prices, product selection, and/or the quality of service offered by retail outlets that sell food; or,
- are more attracted to product selections, prices or customer service at retail stores in other communities outside of Big Horn County.

An examination of comparable data for 1999, 2000 and 2001 suggest that an earlier surplus in retail sales for building materials and hardware items rapidly declined during that period, but did not demonstrate leakage (-4%) until 2002. In contrast, food stores in Big Horn County steadily experienced a growing surplus of retail sales from 1999 through 2002. Otherwise, trends for other merchandise categories were generally similar for the 1999-2001 period.

TABLE 3-4
RETAIL LEAKAGE IN RETAIL MERCHANDISE GROUPS
BIG HORN COUNTY
2002

Merchandise Group	Proportion of Total Sales (%)	Potential Sales	Actual Sales	Surplus or Leakage	Surplus or Leakage as a % of Potential
Building Material & Hardware	18%	\$ 7,685,125	\$ 7,347,960	\$ 337,165)	-4%
General Merchandising	1%	\$ 13,408,094	\$ 562,017	-12,846,077	-96%
Food Stores	33%	\$ 11,487,946	\$13,452,320	1,964,373	17%
Auto Dealer and Gas Services	15%	\$ 6,962,415	\$ 6,265,579	-696,835	-10%
Apparel and Accessories	1%	\$ 1,864,141	\$ 440,698	-1,423,442	-76%
Home Furnishing	4%	\$ 3,347,839	\$ 1,771,814	-1,576,026	-47%
Restaurants	12%	\$ 0,675,250	\$ 4,788,624	-5,886,626	-55%
Miscellaneous Retail	15%	\$ 1,679,557	\$ 6,216,359	-5,463,198	-47%
Total Retail Sales	100%	\$ 67,779,185	\$40,845,370	-26,933,815	-40%
Source: U.S. Census Bureau, 2002 and 2003; U.S. Department of Commerce, Bureau of Economic Analysis, 2003; State of Wyoming Department of Revenue, 2002.					

The implications of retail trends in Big Horn County suggest there are opportunities for increasing retail sales in various merchandise categories. While there is opportunity, the local market is very accustomed to shopping in other communities outside of Big Horn County. Roughly 40 percent of the potential retail sales volume in 2002 was made outside of the county.

Future retail commercial development must recognize that Big Horn County residents are seeking more than the availability of merchandise at a reasonable price. Effective combinations of retail trade and a more attractive retail environment may be factors that are important to local consumers. For many consumers, shopping represents a recreational activity. Since the Burlington population represents a very small retail market, it is imperative that any future retail development considers creative opportunities to attract both residents and visitors.

3.4 DRY EDIBLE BEAN INDUSTRY TRENDS

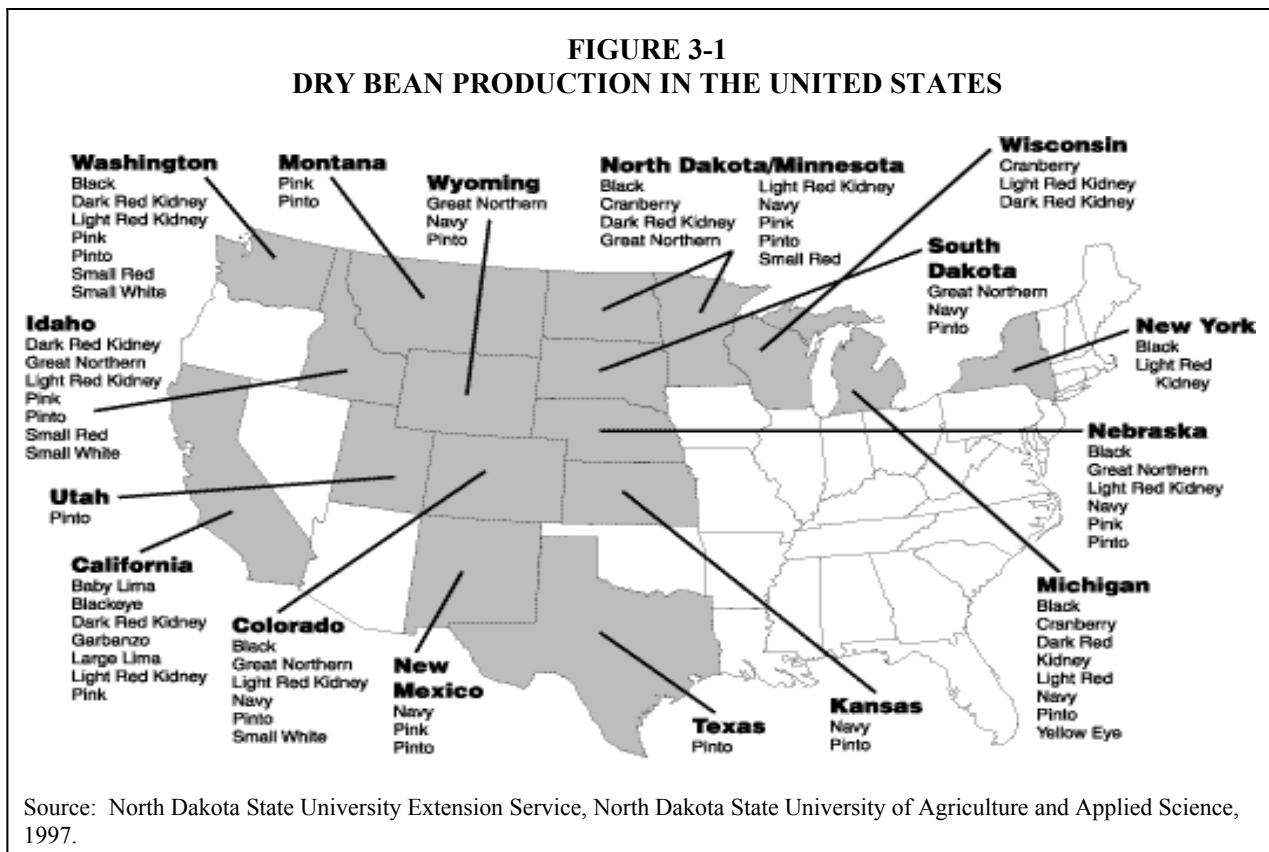
Employment generated by ADM Seed West and Preator Bean Company is significant to the economy of Burlington. For this reason, a brief examination of the dry edible bean market is warranted.

3.4.1 Dry Edible Bean Market

Available industry data indicates that the dry edible bean market has steadily grown over the past two decades. American's consumption of dry beans increased 28 percent between the late 1980's and late 1990's; pinto bean consumption rose 39 percent during the same period (U.S. Department of Agriculture, Economic Research Service, 2000). This growth is attributed, in part, to changing cultural and ethnic trends in the United States, as well as expanded uses of edible beans in prepared food markets (Hansen, 2003). For example, Americans of Hispanic origin consume about 33 percent of all cooked dry edible beans (Lucier, Lin, Allshouse, and Kantor, 2000).

3.4.2 Dry Bean Production

In 2002, the United States was the fourth leading country in dry bean production. At that time, the United States contained 1.9 million acres of land planted in dry beans. However, dry bean production dropped to slightly less than 1.4 million acres in 2003 in response to weak grower prices, as well as stagnant domestic and export demand (U.S. Department of Agriculture, Economic Research Service, 2003). Dry bean production takes place in 17 states and includes a wide variety of edible beans (Figure 3-1).



Wyoming contained 32,000 acres of planted dry bean acreage in 2002. This production primarily included the production of pinto, Great Northern, and navy beans.

Available data suggests that the pinto bean is the most dominant dry bean variety in the market as pinto beans account for nearly 40 percent of dry edible bean production. Pinto bean production is followed by navy, black and Great Northern beans (Hansen, 2003).

The United States exports roughly 25 percent of its dry bean production; however, the United States rarely imports more than 10 percent of the dry beans consumed within this country. Industry experts indicate that a significant proportion of the U.S. pinto bean crop is used in the manufacture of refried products and used in various food products.

3.4.3 Anticipated Industry Growth and Employment Opportunities in Burlington

Industry experts also predict that edible dry bean consumption will increase and perpetuate the growth of this market. These trends suggest the possibility of stable employment at ADM Seed West and Preator Bean Company, as well as continued demands for local production of edible beans and seed stock. Both the dry bean companies in Burlington primarily process and/or distribute pinto, Great Northern and navy beans.

At first glance, the growing consumption of edible beans in the American market suggests a potential feasibility for the development of a new business venture in Burlington that would purchase dry edible beans from local producers and distribute dry edible beans in Wyoming. However, former industry executives report that such an operation is not financially feasible (Gormley, 2003).

"There are numerous dry edible bean brokers and cooperatives throughout the traditional growing areas that supply commodity volumes of beans to the export markets and domestic canneries. End users and leaders in the cannery industry include companies such as Bush Brothers, Fairbault Foods, Blue Runner Foods, Allen Canning, Foya Foods, Morgan Foods and Hurst's." (Hansen, 2003).



Wyoming-grown edible beans

While 77 percent of all dry beans are consumed at home, over 75 percent of America's dry bean consumption takes place in the south and western United States. An even greater proportion of pinto bean consumption also takes place in the south and west. However, Navy/white beans are consumed primarily in the south and Midwest United States (U.S. Department of Agriculture, Agricultural Research Service, 1998).

These market characteristics place Burlington a significant distance away from primary consumer markets in the United States. Increased ground transportation costs would not enable a small edible bean distributor to be competitive with larger edible bean brokers and distribution companies.

3.5 AVAILABILITY OF DEVELOPABLE LANDS TO SUPPORT FUTURE LAND USE EXPANSION

3.5.1 Available Land Parcels

A key consideration to future community development is the availability of developable lands to support future land use expansion. Use of the Burlington land use database enabled an evaluation of this issue.

There are approximately 139 undeveloped parcels of land in Burlington (Table 3-5). While undeveloped lots are available in all subdivisions, there are three areas in Burlington where there are higher concentrations of undeveloped parcels:

- scattered parcels in Burlington Addition.
- several blocks in the Davidson Addition that are situated along the east side of Farmer Street, particularly blocks 8, 9, 15, 16 and 21.
- the area south of Burlington Addition and Oak Avenue.

TABLE 3-5 AVAILABLE UNDEVELOPED LANDS TOWN OF BURLINGTON								
Location	2,800 SF - 8,300 SF	8,400 SF - 13,999 SF	14,000 SF - 19,999 SF	20,000 SF - 29,999 SF	30,000 SF - 49,999 SF	50,000 SF - 17 AC	Greater Than 17 AC	Totals
Burlington Addition	2	1	0	2	6	0	0	11
Davidson Addition	12	72	0	0	0	0	0	84
Original Plot	0	3	0	0	0	0	0	3
South of Burlington Addition	0	0	0	0	36	0	0	36
West of Bateman Addition	1	0	0	0	0	4	0	5
Totals	15	76	0	2	42	4	0	139
Source: Pedersen Planning Consultants, 2003								

3.5.2 Burlington Addition

Within the Burlington Addition, there are approximately 17 undeveloped lots ranging in size between 7,000 and 45,796 square feet. Easterly extensions of Cedar Avenue, Elm Avenue and Oak Avenue, as well as the construction of Sixth Street, would also encourage the sale of some vacant lots on the east side of Burlington Addition. Some extensions of existing water distribution and sewer collection lines would be required to encourage the sale of vacant lots in the Burlington Addition.

3.5.3 South of Burlington Addition

The area south of Oak Avenue in Burlington Addition provides opportunity for some residential expansion. This area is primarily in agricultural use. In addition, there are four homes located on the south side of Oak Avenue between Third Street and Fifth Street.

The extension of the municipal water and wastewater systems to the area south of Oak Avenue is also feasible. Existing water system pressures would enable gravity flow to this area. However, extension of the wastewater collection system would require the construction of a pump station to pump sewer flows to the municipal oxidation pond system.

The most significant constraint to residential expansion in this area is the presence of some hydric soils. These constraints are prevalent particularly in the southeast corner of Burlington. In view of soil constraints, this area could probably support the development of ten 0.5-acre lots or five one-acre lots.

3.5.4 Davidson Addition

There are roughly 84 undeveloped lots in the Davidson Addition. Of these, there are, at least, 46 lots on the west side of the Davidson Addition that are particularly well-suited to residential development in light of their proximity to Burlington School and adjacent residential uses. However, Big Horn School District #1 plans to secure about 47 of these lots to support the expansion of Burlington School.

Since the size of these lots are roughly 8,400 square feet in size, it is reasonable to assume that the 46 lots could be consolidated and developed into about 23 lots that would each contain about 16,800 square feet. Lot consolidations are feasible since the 46 lots are owned by only about five landowners who each own two or several lots.

The construction of Farmer Street, as well as short extensions of Park Avenue, Field Avenue, Green Avenue and Brown Avenue are feasible and would be necessary to make these lots attractive for residential lots sales and eventual development. The installation of wastewater collection lines would be necessary along the length of Farmer Street between West Poplar and Husky Avenue, as well as along the west end of Park Avenue, Field Avenue, School Avenue, Green Avenue and Brown Avenue.

Six-inch water distribution lines are already in place along Farmer Street. Consequently, new six-inch water lines would only be needed along the west end of Park Avenue, Field Avenue, and School Avenue.

3.6 FUTURE LAND USE DEMANDS

A forecast of future land use demands is necessary to gain a sense of potential land use expansion and develop a general land use plan map for Burlington. These demands are generally a reflection of existing land uses, anticipated population growth, the availability of undeveloped lands and supporting utility systems, and a community desire to encourage future land use expansion.

3.6.1 Residential

The number of births and death that occurred in Burlington in 2001 and 2002 suggest that Burlington's population is about 253 persons in 2004. PPC forecasts that Burlington's population will rise to 336 residents by 2014 despite anticipated out-migration. Such growth represents an anticipated net increase of 83 residents (almost 33 percent) over a 10-year period.

As stated earlier, PPC believes that 25 percent of the future immigrants during the 2004-2014 period will include persons 55 years and older. These households are expected to live in households containing an average of two persons. Consequently, there is a demand for approximately 11 housing units for this age group.

The remaining 62 expected residents are expected to represent households containing an average family size of 3.29 persons. Using this assumption, there is an additional demand for 19 single-family homes during the 2004-2014 period.



3.6.2 Commercial

Results from a May 2001 Current Population Survey, which was conducted by the U.S. Census Bureau, indicated that 19.8 million Americans usually did some work at home as part of their primary job. However, thirty percent of those who worked at home were self-employed (U.S. Department of Labor, Bureau of Labor Statistics, 2002).



In Burlington, almost 27 percent of the employed labor force in April 2000 included self-employed workers who owned their own small business. This is not surprising in light of an older and more experienced labor force in Burlington and the lack of other wage or salary employment opportunities.

With the expected addition of roughly 30 new households in Burlington, it is anticipated that roughly 30 percent of all new households will include self-employed persons. This assumption suggests that the new incoming population will establish approximately nine new small business enterprises in Burlington during the 2004-2014 period. It is further assumed that four of the nine jobs will represent retail businesses; the remaining five small businesses are expected to include professional and technical services.

In terms of potential commercial space demand, if each the four anticipated retail operations required an average of 1,500 square feet, there would be a potential floor space demand of roughly 7,500 square feet. Potential demands for commercial office space would be approximately 5,000 square feet if each office required about 1,000 square feet.

3.6.3 Industrial

The potential demand for light industrial operations is viewed as limited. However, the demand for some light industrial space is not inconceivable.

The potential for selling locally-manufactured items to wholesale or retail markets outside of the community is very possible given the ability to market items via the Internet. In addition, most older and more experienced small business owners can be expected to have an established network of former and potential clients.

For small light industrial operations, the potential demand would be for smaller steel buildings between 2,500 and 4,000 square feet of covered floor space that is accompanied by some limited exterior storage area. During the 2004-2014, a potential demand for three or four of these facilities in Burlington would likely satisfy potential demands.

3.6.4 Public Facilities

In the near future, the only anticipated public facility development is an expansion of the Burlington School complex. This expansion is planned to include a new middle school, a new high school, and retention of the existing elementary school. However, Wyoming School Facilities Commission representatives report that a new auditorium and gymnasium facilities will not be funded.

In recent months, the Burlington School District has been investigating the potential opportunity to secure adjoining properties in the Davidson Addition that are adjacent to the Burlington School complex. At the time of this report, the District has not yet acquired any adjacent properties.

While the Burlington School complex affords various indoor recreational opportunities, a growing community population might increase community demands for a community trail system for walking and bicycling that could be used by persons of all ages.



As the community continues to grow, it is anticipated that Burlington will eventually attract the establishment of a small community medical clinic during the 2004-2014 period. The addition of a small medical clinic would be instrumental in attracting new residents to the community.

3.6.5 Community Facilities

The Church of Jesus Christ of Latter Day Saints and the Burlington Community Church are expected to be the only community facilities in the community. Existing properties appear to be adequate to support additional growth by both organizations.

A growing community population might eventually encourage the development of a new day care facility.



3.7 CAPACITY OF SUPPORTING UTILITY SYSTEMS

Section 2.5 of this report provides a brief review of municipal water and wastewater systems, State Highway 30, local electrical distribution network, gas distribution, and telecommunications.

3.7.1 Water System

Existing residential water consumption provides some general indication of the potential impact of expanded residential development. For example, the potential development of 86 new homes in Burlington would increase average day water demands approximately 19,608 gallons per day if new households consumed roughly 228 gallons per day.



The capability of the municipal water system to support future residential expansion should be examined by the Town Engineer. A hydraulic capacity analysis of the water system should be made. The hydraulic analysis can determine the adequacy of water distribution line sizes, system pressures, water storage, as well as the size of existing well pumps.

3.7.2 Wastewater System

If future average daily wastewater flows represented about 70 percent of average day water demand, 86 new homes would generate an additional 13,726 gallons of average daily flow. In order to determine the adequacy of the wastewater collection system to support future residential expansion, a separate hydraulic capacity analysis should also be made of the wastewater system. Such an analysis would evaluate the adequacy of sewer line sizes, system pressures, and the size of the oxidation pond system. Given the limited amount of flow presently entering this system, it can reasonably be assumed that the addition of roughly 14,000 gallons of average daily flow are well within the capacity of the existing sewer treatment system.

3.7.3 Municipal Roads

Municipal roads contain adequate capacity to serve the existing resident population for, at least, 2004-2014 period. However, the development of "paper roads" is necessary to stimulate future land use expansion to undeveloped lands in the community, as well as enhance vehicular circulation.

CHAPTER FOUR

COMMUNITY ISSUES, OPPORTUNITIES, AND PRIORITIES

4.1 INTRODUCTION

Chapter Four presents an overview of community attitudes, community development issues and economic development opportunities, and related recommendations associated with future community development in Burlington. Pedersen Planning Consultants (PPC) examined community issues and priorities through a review of available information and more recent interviews of about 30 Burlington residents.

The Burlington Community Assessment, which was prepared by the Wyoming Rural Development Council (WRDC), provides a valuable overview of a wide range of community development issues. The WRDC assessment was based upon the work of a WRDC resource team that visited Burlington on September 9 and 10, 2002. The resource team made a reconnaissance of the community and documented community issues that were gained via listening sessions, interviews and written comments from local residents (Wyoming Rural Development Council, 2002).

Thirteen months later, Pedersen Planning Consultants interviewed some 30 Burlington residents that were identified by the Burlington Town Council and Town Clerk. From October 6 through October 9, 2003, selected residents were primarily interviewed at the Town Hall or at their place of business. A few additional interviews were also made in January 2004. The individual interviews were structured to:

- assess general community attitudes toward future community development;
- identify community assets and constraints that will influence future community development;
- refine the number of community issues identified in September 2002 to those issues that were considered most important to facilitate future community development;
- identify potential economic development opportunities; and,
- gain community recommendations concerning how to addressing community development issues, and pursuing potential economic development opportunities.

Regional representatives of several agencies, e.g., Big Horn School District, Big Horn Electric, and Tri-County Telephone, were also interviewed to gain the perspective of public, quasi-public agencies, and private companies that provide services to the community.

Information gained from each interview was documented by PPC to enable future reference during the course of the Burlington Economic Development Strategy project. A summary of the primary issues and recommendations identified by Burlington residents is presented in the following paragraphs.

4.2 COMMUNITY ATTITUDES TOWARD FUTURE COMMUNITY DEVELOPMENT

Within the past decade, there has been a growing influx of former Burlington residents who have returned to Burlington. Residents of Burlington have a desire and concern for some future land use expansion. The desire for land use expansion is based upon residents' vision to have more former Burlington residents return to the community to raise their families or for retirement. Various returning residents said that the quality of Burlington School, local community and family values, close relationships with friends and neighbors, and a safe community environment were some of the important reasons that brought them back to Burlington.

The concern for future land use expansion is based upon resident concerns that there are few residential properties to purchase, as well as few homes to rent.

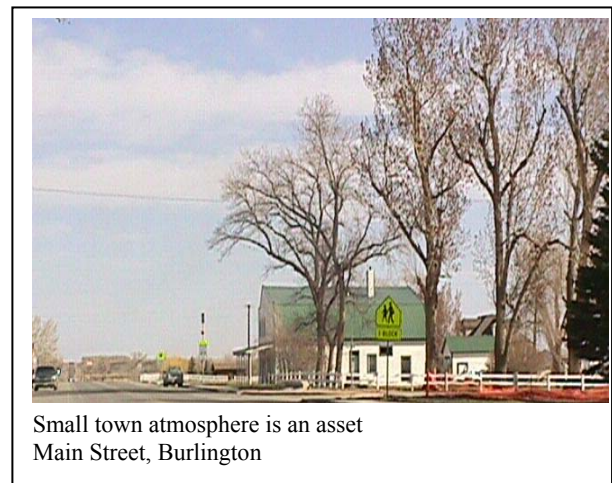
4.3 COMMUNITY ASSETS AND STRENGTHS

Residents interviewed each had a slightly different reason why they returned to Burlington or what keeps them in the community. But there are several primary assets that are particularly important to Burlington residents.

- Burlington School, its teachers and staff, and good students provide an excellent learning and social environment for children.

- Burlington residents report that the small town atmosphere of Burlington is what keeps them there. People help each other. The community is a safe place to live.

- The Church of Jesus Christ of Latter Day Saints and the Burlington Community Church provide strong cultural orientations for the community, Otto, and other portions of the surrounding unincorporated area.



Small town atmosphere is an asset
Main Street, Burlington

- TCT West provides excellent telecommunication capabilities that enable the community to watch local sporting events, Town Council meetings, and other social gatherings within Burlington and nearby communities.

Several residents also pointed out that available telecommunications services from TCT West is a community asset that could also impact the potential influx of future residents and commercial businesses.

One of the founders of Exact Ware, a successful computer software development in Orem, Utah, said that existing telecommunication facilities are more than adequate to support other companies that require larger data transfers. The closure of Exact Ware's small Burlington office in 1994 was due to a company re-organization rather than the lack of adequate telecommunication services. Two of Exact Ware's employees continue to live and work in Burlington (Loveland, 2004).

4.4 CONSTRAINTS TO FUTURE COMMUNITY DEVELOPMENT

4.4.1 Lack of Housing and Property Available for Future Residential Development

Most of the constraints identified by Burlington residents focused upon the lack of housing units to rent or purchase, as well as available residential lots to build on. The concern seemed to be more for potential new residents rather than those who already live in Burlington.

During discussions with those persons who indicated the lack of housing units and available residential lots, PPC pointed out that Burlington has the ability to attract the construction of additional residential lots through the construction and opening of existing "paper" streets, as well as the related installation of water distribution and sewer collection lines. In response to this observation, residents interviewed expressed considerable consensus for the Town of Burlington to construct these road, water and sewer improvements to accommodate and encourage residential expansion within the existing municipal boundaries.

Some residents also indicated that there is a need for more affordable housing, particularly manufactured housing. However, residents stated that future affordable housing needs to represent quality built structures. Otherwise, the Town would have all kinds of older trailers that would not be attractive. Those interviewed appeared to be relieved when PPC indicated it had prepared a zoning ordinance for the Town of Wright that addressed manufactured housing. In this ordinance, manufactured housing is authorized in most residential districts; however, there is considerable development criteria established for manufactured homes.

Some of those interviewed believed that there might be adequate demand to support a small seniors housing complex in the community. There are more persons of retirement age who are returning to the community. Local families are not always able to support the needs of aging relatives.

4.4.2 Dusty Roads Within the Community

Many of those interviewed said that dusty conditions along Town streets discouraged people from returning to Burlington or establishing a new business in Burlington. Some were also concerned with adverse impacts upon the health of Burlington residents. Residents said that it was essential that municipal streets be paved to reduce dust emissions. When PPC advised residents of ongoing efforts of Bruce Dooley and the Town Council to address this issue, they were encouraged.



4.4.3 Lack of Zoning

Several residents who were interviewed stated that future land use expansion was constrained by a lack of land use controls. Each of these residents recommended the establishment of zoning in Burlington. Residents said that zoning was necessary to:

- sustain land values; and,
- provide a reasonable level of expectation for existing and new residents concerning future land uses that would be adjacent to their properties.

In some cases, the presence of older trailers in the community has discouraged new residential construction.

4.4.4 Lack of Employment Opportunities

Various residents who were interviewed said that the lack of job opportunities in the community was a significant constraint to future community development. Residents indicated that potential new residents would have difficulty finding work unless they are willing to commute to Cody, Powell, Greybull, or other nearby communities.

4.4.5 Need for Senior Center

The need for a senior center in Burlington was expressed by various residents. Some elderly residents are lonely and desire some greater opportunity for social interactions with people in their own age group. One Otto resident, who was also interviewed, said that any new senior center would be attractive to older residents in Otto because of the strong social relationships that already exist between Burlington and Otto.

4.4.6 Lack of Commercial Space

There is little or no commercial office space available in the Town of Burlington. Yet, there are 15 commercial enterprises in the Town of Burlington.

Bridger Trails Video, a successful video production company, is contemplating some expansion of its facilities. However, there are no available options unless the company purchases land and constructs a new production studio (Peterson, 2004).

4.4.7 Lack of Retail Opportunities

Some residents expressed concern for limited retail opportunities in the community. Only a limited amount of groceries and household items can be purchased at the Country Cash and Save Store. Some auto parts and supplies can be obtained at Burlington Car Care.



4.5 POTENTIAL ECONOMIC DEVELOPMENT OPPORTUNITIES

4.5.1 Expansion of Burlington School

Almost all of the residents interviewed viewed the pending expansion of Burlington School as an essential catalyst to future community development. Most were encouraged by the Big Horn School District's recent preparation of conceptual plans for a Burlington School expansion. People in the community believe that the Burlington School expansion will attract more residents to Burlington. Conversely, many residents felt that future community development opportunities would be significantly dampened without the construction of planned school improvements.

4.5.2 Establishment of New Small Business Enterprises

4.5.2.1 Build Upon Available Resources

A few residents observed that new job opportunities might be possible through the establishment of "value-added" enterprises that are based upon the resources that the community already has. A few residents expressed the notion that the community should build upon available resources. For example, at least two residents felt that a small family enterprise could market edible beans. Both were aware that this enterprise has been attempted in recent years. However, other residents with significant experience in the bean industry said that a small bean distribution operation in Burlington would be economically unfeasible because of high transportation costs and the need to distribute larger volumes of beans to multiple markets.

4.5.2.2 Small Meat Processing Facility

PPC asked those individuals knowledgeable about cattle ranching whether or not the establishment of a small meat processing facility might help encourage more retail sales of local beef within and outside of Burlington. Such a facility would enable ranchers to gain a higher price for some beef while, at the same time, continuing to sell cattle to existing market channels. A number of individuals felt this was very feasible. One local rancher commented that he recently pursued this opportunity; however, he said that ranchers are often reluctant to change operating and marketing methods. Consequently, it is uncertain how many ranchers might participate in this marketing opportunity.



4.5.2.3 Other Small Business Enterprises

A number of residents identified specific small business enterprises that they believe the community would support. These enterprises include:

- car wash facility;
- self-storage units;

- store or a local co-operative that sells feed and grain, as well as agricultural supplies;
- an expanded general store that includes groceries and other household items;
- truck stop/convenience store;
- day care operation;
- welding shop/steel fabrication operation;
- electrical contractor that could provide services to residential and commercial customers;
- legal services that could facilitate estate planning and help families with other family issues;
- recreational vehicle (RV) park; and,
- quilting business that would use raw wool to make bats in quilts.

4.5.2.4 Small Commercial Complex Along Highway 30

PPC asked residents to react to the potential development of a small commercial complex that might be located somewhere along Highway 30 (within the municipal town limits). The concept included a commercial center that contained:

- approximately 10,000-14,000 square feet of floor space that would be partitioned into several retail shops;
- a Burlington visitor center that described the town's history and resources; and,
- a "Made in Burlington" shop that would feature items that are made by Burlington residents.

Residents who had concerns about the viability of existing commercial enterprises or the availability of new jobs reacted favorably to this general development concept. They could see how a small commercial complex could help facilitate greater retail trade within Burlington.

4.5.2.5 Seniors Housing Complex

Various residents spoke of the need and potential demand for the development of seniors housing. Several other residents expressed the need for a senior center. PPC learned from Deloris Fox that Burlington has three registered nurses in the community; two more persons are presently in school seeking to become registered nurses. In addition, there are four certified nurse assistants (CAN) in Burlington. In view of the perceived needs, PPC mentioned to a few residents that the potential development of a senior housing complex that includes independent, assisted-living, and nursing home facilities might address a combination of needs for the elderly. There was a positive reaction to this potential development opportunity.

CHAPTER FIVE

CONCLUSIONS AND RECOMMENDATIONS

5.1 INTRODUCTION

This insights and recommendations gained from interviews of Burlington residents, as well as representatives of various private and public agencies outside of the community, was used by Pedersen Planning Consultants (PPC) to initially identify community development issues, recommendations, and potential strategies for addressing community development issues and opportunities (Chapter Four). Community insights were supplemented with an examination of community assets (Chapter Two), an evaluation of significant factors influencing community development (Chapter Three), and the related rural community planning experience of Pedersen Planning Consultants (Chapter Three).

Chapter Five refines the identification of community development issues and provides recommended courses of action for addressing needs and opportunities. The conclusions and recommendations presented in Chapter Five are a by-product of the analyses presented in Chapters Two, Three, and Four. They also reflect the insights of the Burlington Town Council that discussed preliminary conclusions and recommended community development strategies with PPC representatives on December 9, 2003, as well as in March 2004.

Chapter Five also presents a general land use plan for Burlington. The land use plan represents a vision for the type and location of future land use development in the community. This plan, as well as other community development recommendations, were presented to the community during a public hearing that was held in Burlington on April 20, 2004.

5.2 COMMUNITY DEVELOPMENT RECOMMENDATIONS

5.2.1 Establish a Framework for Local Land Use Management and Land Use Controls

One of the essential steps to community development is keeping Burlington's investment climate attractive to both existing residents and potential new residents. Potential investments associated with the purchase and/or development of new homes and businesses rely upon investor expectations of:

- available developed property or vacant land that can be developed for one or more land uses;
- the legal authority to establish one or more land uses in the community;
- reasonable building setbacks, other site requirements, and building criteria that will help ensure property values and minimize conflicts between adjoining landowners;
- a general vision of land uses where various types of land uses are expected to occur within the community;
- the availability of supporting utilities to support future land use expansion; and,

- a zoning ordinance and other municipal regulations needed for local land use management, enforcement, and other land use controls.

Through the ongoing community development plan project, the Town of Burlington has gained a new land use database and a general land use plan map that provides a recommended vision for where future land uses should occur. The next logical step towards effective land use management is the preparation of a zoning ordinance and related zoning map.

A reasonable zoning ordinance would include, at least, permitted land uses for various zoning districts, selected building standards, minimum lot sizes, building setback requirements, as well as standards for building construction, vehicular parking and storage, and signage. The zoning ordinance would also include a simple land use and building permit process that would establish processes and procedures for future land use development in the Town of Burlington. A zoning map, which identifies the locations of all zoning districts identified in the zoning ordinance, should also be prepared and subsequently adopted by the Town Council.

Given the availability of the land use database and general land use plan, the development of a municipal geographical information system (GIS) for Burlington would facilitate:

1. the development of a zoning map;
2. the provision of an important planning tool that can support long-term land use management and enforcement; and,
3. the management of selected information concerning water and wastewater systems.

Other separate regulations will need to be adopted for the control of some land use activities, e.g., animal control, removal of garbage. Such regulations should identify the expectations of the Town of Burlington, as well as the process and procedures that would be used for enforcement.

The establishment of a local municipal judge is also desirable to encourage the public's adherence to municipal ordinances and regulations. The use of a judge will facilitate the enforcement of municipal ordinances and regulations, as well as bring consequences to those who willingly choose to ignore or violate their provisions. Wyoming municipalities typically establish a monthly retainer arrangement with a Wyoming resident that is appointed to serve as a municipal judge (Bohlender, 2004).

While not exclusively related to the enforcement of land use regulations, the establishment of a municipal law enforcement position is also recommended. A trained law enforcement professional in the community can help sustain the level of public safety within the community through the monitoring of vehicular traffic, encouragement of lawful and acceptable human behavior, the apprehension of those breaking municipal and State laws, and response to emergency situations. The establishment of such a position may be feasible through the cooperation of the Big Horn County Sheriff who may be able to assign a part-time deputy to Burlington in exchange for a monthly fee.

5.2.2 Pave and Extend Municipal Roads

An important community development priority of local residents is to reduce the dust emissions generated from the Town of Burlington's gravel roads. The Town of Burlington has already investigated various options for addressing this issue and chosen an approach for the paving of municipal roads (Dooley, 2003). It is recommended that the Town of Burlington seek and obtain funding for the re-construction of existing roads using a combination of gravel, roto-mill, and magnesium chloride on existing roads (Figure 5-1).



The scope and cost of this project will likely require implementation of a phased road improvement program (Figure 5-2). The paving of all municipal roads should, in part, be combined with another recommended project associated with municipal road extensions and the extension of water distribution and sewer collection lines (see section 5.2.5).

Another important component of the municipal improvement program is to gradually construct paved roadways on "paper roads" in the Burlington Addition and Davidson Addition, as well as south of the Burlington Addition. Such development would be undertaken to encourage residential development and the sale of undeveloped lots.

5.2.3 Encourage Development of Affordable Housing

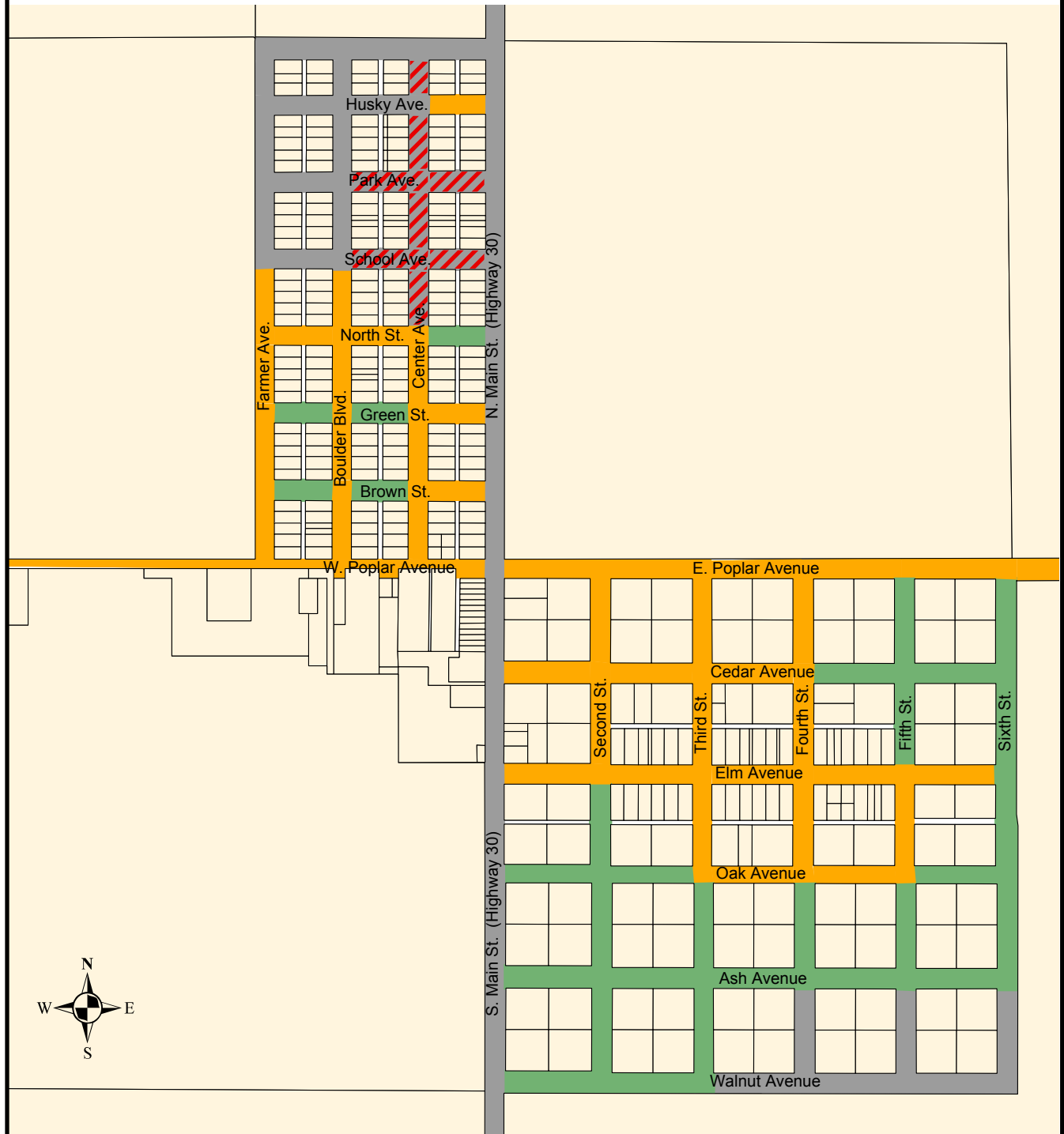
The availability of affordable housing is an important component of community development. The community increases its attractiveness for investment if residents of all income categories are able to share community assets and contribute to the long-term development of a community. As the Burlington economy expands, affordable housing is particularly important to attract and retain younger families with children, as well as individuals with some professional and technical skills, who desire to live in Burlington, as well as work in Burlington or other nearby communities. Burlington's two primary employers, i.e., ADM Seed West and Burlington School, both provide low to moderate salaries to their employees.

The development of affordable housing can be encouraged by Burlington in a number of related steps. An initial step is to enable persons to construct manufactured homes within designated areas of Burlington. A new zoning ordinance should authorize the use of manufactured homes within designated zoning districts. In addition, relevant site and building criteria should be incorporated into the zoning ordinance to ensure that future manufactured housing can complement existing stick-built homes and sustain property values in the community.

A second action would be for the Town of Burlington to identify a site in the community where a small temporary housing area can be established. This area would include designated rental spaces where persons could temporarily park motor homes, mobile homes and recreational trailers until they can complete construction of a new home in the community. Designated

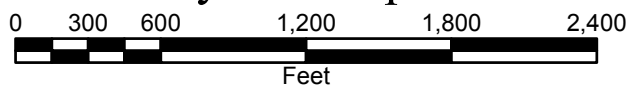
LEGEND

	Burlington Lots		Construct and Pave
Proposed Road Improvement			Closed
	Pave		No Improvements Planned



Community Development Plan

Proposed Road Improvements
Town of Burlington

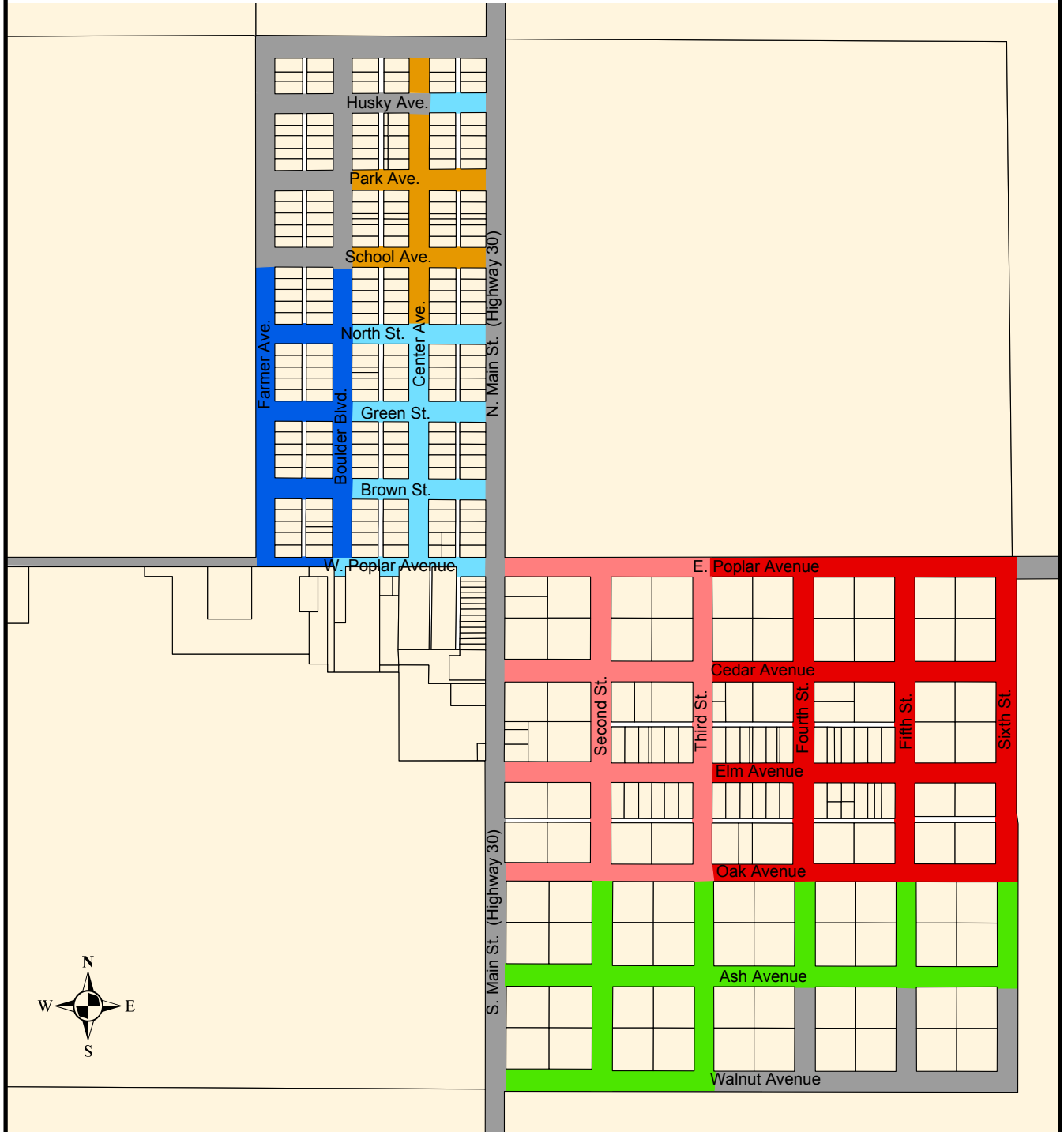


Prepared by: Pedersen Planning Consultants
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Figure 5-1

LEGEND

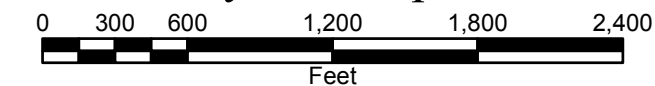
 Burlington Lots	 Phase 2	 Phase 5
Road Improvement Plan	 Phase 3	 Closed
 Phase 1	 Phase 4	 No Improvements Planned



Community Development Plan

Road Improvement Plan

Town of Burlington



Prepared by: Pedersen Planning Consultants

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Figure 5-2

spaces could also be rented to accommodate workers who may be working in the vicinity of Burlington for a few days for up to a few months. During the summer months, visitors could rent trailer and motor home spaces during their travel across the United States. This project could be completely developed via private enterprise, or represent a public-private venture where a private company could operate and maintain the temporary housing area on a site that is owned by the Town of Burlington.

5.2.4 Ensure the Long-Term Availability of Raw and Potable Water Supplies

The availability of a high quality public water supply is essential to sustain existing investments and encourage future land use expansion. In order to sustain adequate raw and potable water supplies, the Town of Burlington must remain committed to the monitoring of potable water supplies, metered water consumption, changes in community land uses, and the investigation of unacceptable levels of unaccounted water losses.

The Town of Burlington's Water and Wastewater Superintendent periodically collects water samples from the municipal potable water supply. In keeping with National Primary Drinking Water Regulations and the U.S. Safe Water Drinking Act, monthly samples are sent to a State laboratory for the analysis of total Coliform bacteria. On an annual basis, samples are collected for the analysis of nitrate, nitrite, lead, and copper. Every three years, samples are made for VOCs and SOCs. Radionuclides and chlorine residual will soon be added to the analysis of Burlington's groundwater supplies (Dooley, 2003).



Water monitoring equipment in Well House

The Town Clerk already monitors metered water consumption on a monthly basis. This data is primarily used for the preparation of monthly water bills to local water consumers. Water meter data can also be used to periodically evaluate actual water consumption rates for residential, commercial, community and public facilities. This evaluation should be made annually to help determine where any excessive water consumption may be taking place.

One example of unnecessary water consumption is the Town of Burlington's use of water to keep an existing 2-inch service line, between the Oak Avenue/5th Street intersection and the sewer oxidation ponds, from freezing. From November 2002 to October 2003, the Town of Burlington used over 14 million gallons of water for this purpose. It is recommended that the Town Engineer and Water and Wastewater Superintendent investigate the cause of freezing associated with an existing 2-inch service line that extends from the Oak Avenue/5th Street intersection to the sewer oxidation ponds. Any portions of the 2,200-foot service line that are located at inadequate depths should be re-installed. The use of groundwater supplies should be discontinued upon completion of necessary repairs to the service line,

James Gore and Associates identified an unaccounted loss of about 33 percent for August 2001 as part of its Evaluation of Water Supply Adequacy that was published in January 2003.

"Most communities experience a loss of about 10 percent usage in metered sales versus production (James Gore and Associates, P.C., 2003).

Should the level of unaccounted water loss continue to show losses higher than 15-20 percent, the Town of Burlington should undertake further analyses to determine the source of unaccounted water and the locations of potential leakage within the water distribution system. Such an analysis should initially consider:

- Does the Town of Burlington or the Big Horn Fire District #4 flush fire hydrants? If so, how many fire hydrants and for what duration during a time period evaluated?
- How much water is used for Town maintenance?
- Have water source meters been calibrated against water meters? If not, this calibration should be undertaken and re-calibrated approximately once every two years.
- Are there any illegal connections in the water system?

Should the consideration of these questions not reveal potential losses, a company specializing in leak detection should be retained to make a physical examination of selected portions of the water transmission and distribution system.

5.2.5 Extend Water Distribution and Sewer Collection Systems

The Town of Burlington needs to extend its water distribution and sewer collection systems to areas not served in the Burlington and Davidson Addition (Figure 5-3 and Figure 5-4). These improvements are necessary to stimulate undeveloped property sales and residential development.

The water system contains 6-inch distribution lines and 8-inch sewer collection lines. However, the Town Engineer should determine the size of future water distribution and sewer collection lines in the context of anticipated water demands, average daily flows, and hydraulic capacities. The installation of the water distribution and sewer collection lines should be completed prior to the paving of new road extensions.

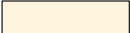
5.2.6 Encourage and Support Economic Development

Most of the previous issues represent specific steps to encourage community development. One component of community development is economic development.

Since the Town of Burlington does not have a local chamber of commerce or economic development organization, it is important that the Town of Burlington stay in regular contact with small business owners who already have invested in Burlington. It is recommended that one or more members of the Town Council participate in informal monthly meetings with small business owners. The scope of the meetings would be structured to:

- help keep Town Council members and small business owners informed about community economic development issues; and,
- discuss opportunities and recommended strategies for stimulating future economic development.

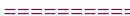
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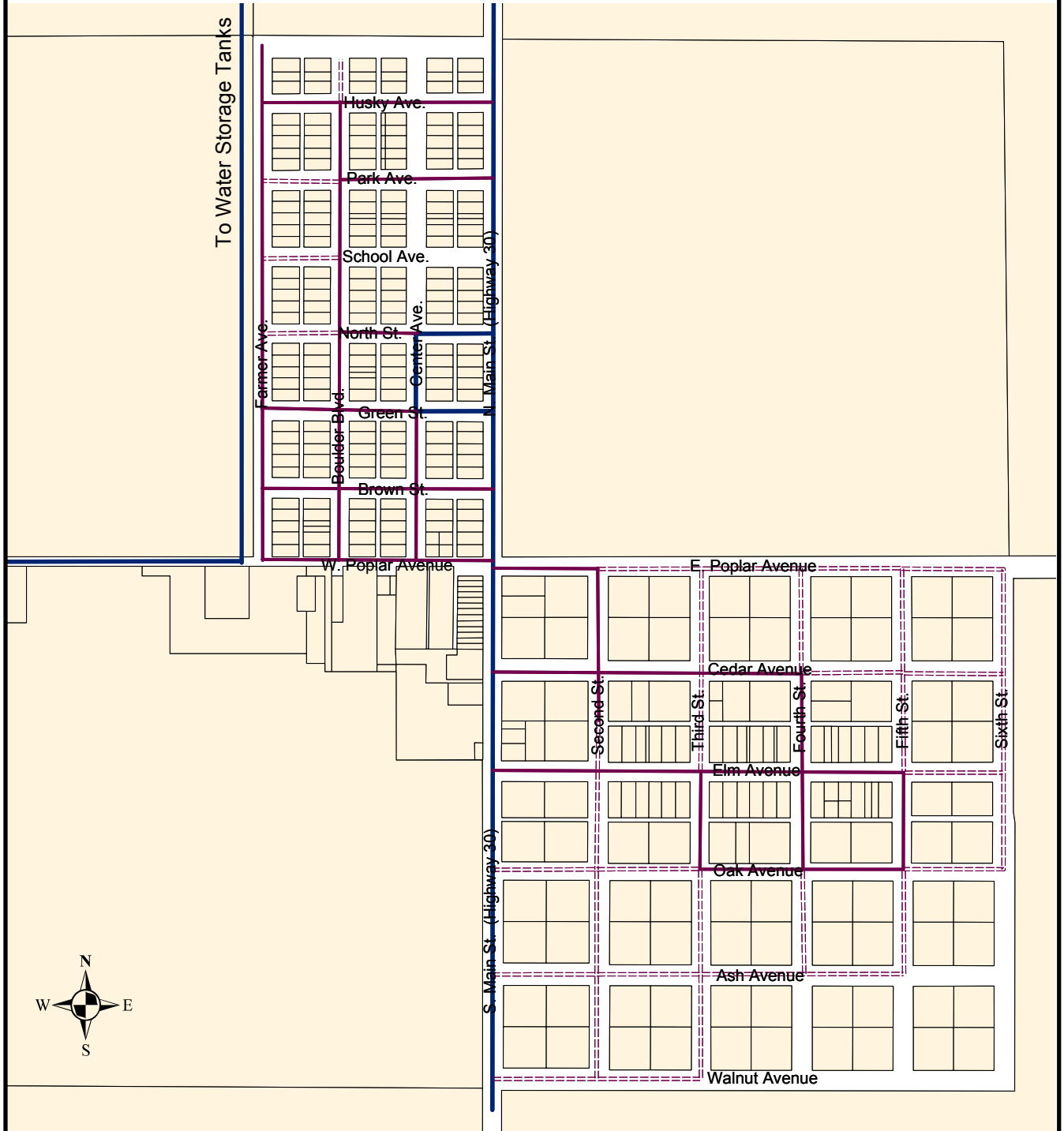
 Burlington Lots

Water System

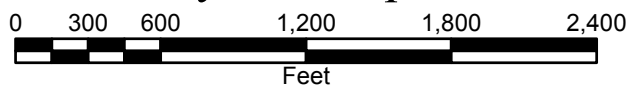
 8" Water Transmission Main

 6" Water Distribution Line

 Proposed Water Distribution Line



Community Development Plan



Prepared by: Pedersen Planning Consultants

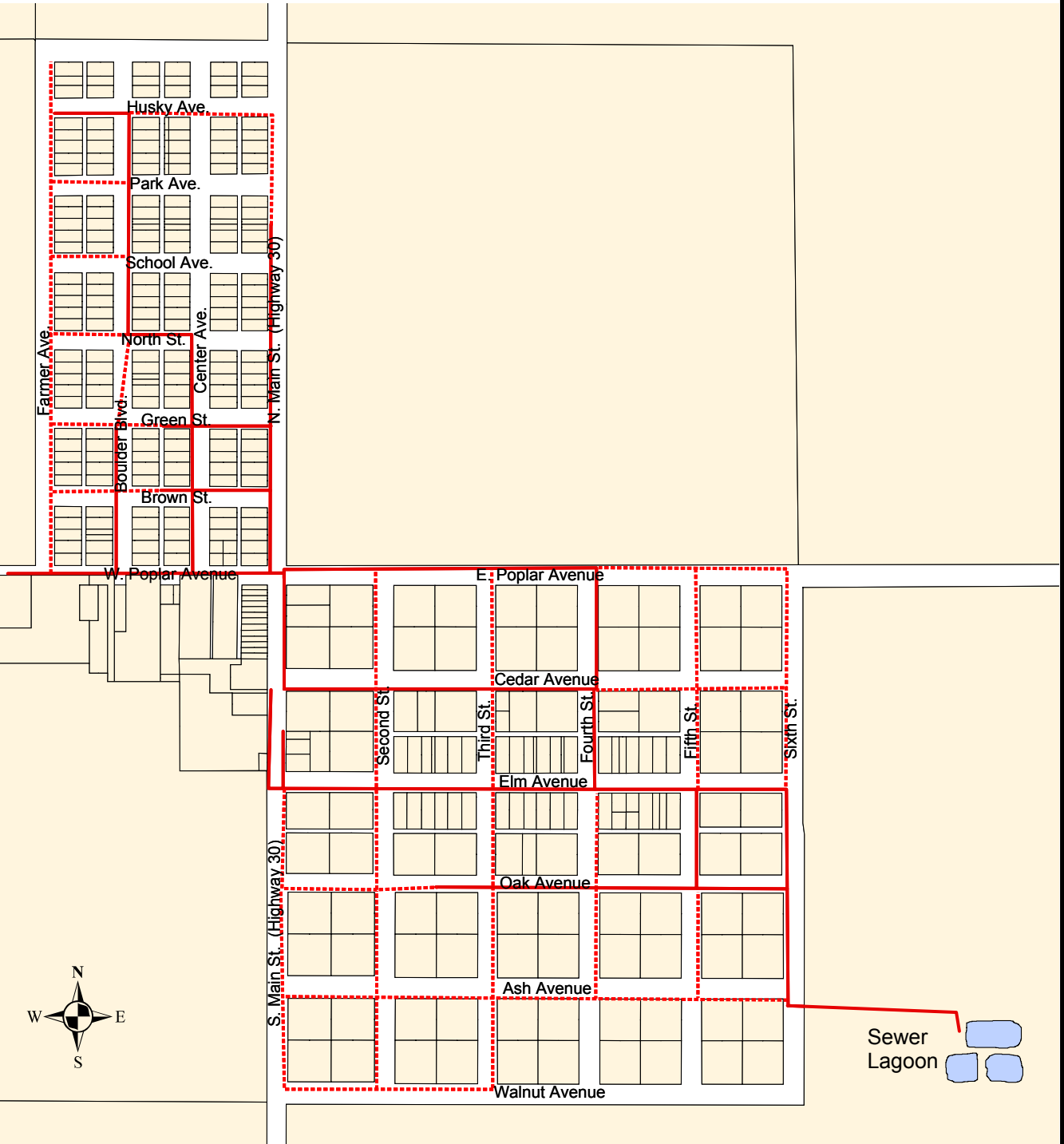
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Water System
Town of Burlington

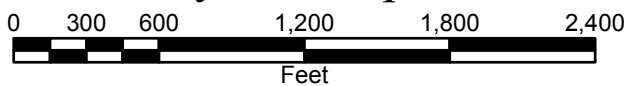
Figure 5-3

LEGEND

- Burlington Lots
- Existing 8" Sewer Line
- Proposed Sewer Line
- Sewer Lagoon



Community Development Plan



Prepared by: Pedersen Planning Consultants
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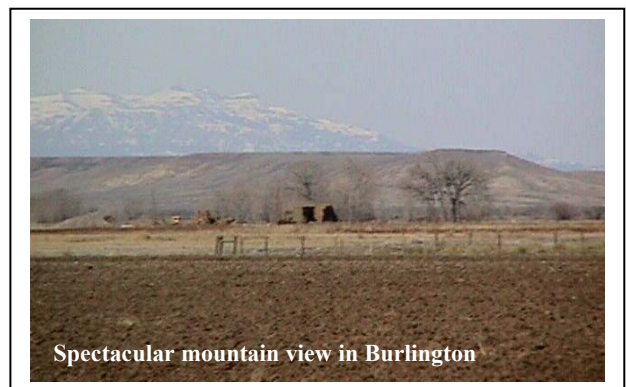
Sewer System Town of Burlington

Figure 5-4

Another facet of economic development is to monitor the plans and actions of State and federal agencies that may have an influence upon the economy of Burlington. The Big Horn County Commissioners, Wyoming School Facilities Commission, Wyoming Department of Transportation, and Wyoming Business Council are examples of governmental agencies that can help facilitate economic development efforts of the community. It is important that the Town of Burlington designate one or more Town Council members to make periodic contacts with selected representatives of appropriate Big Horn County, State and federal agencies.

5.2.7 Market Burlington as a Desirable Place to Live and Work

The Town of Burlington has unique resources and capabilities that can be used to effectively market Burlington as a desirable place to live and work.



Various community leaders who were contacted during the preparation of this plan said that they knew of former residents who had interest in returning to Burlington. As community development strategies are pursued and achieved, changes in the community can be forwarded to former residents via a community newsletter that is published about two times per year.

Bridger Trails Video, one of Burlington's outstanding small business enterprises, regularly produces video presentations of hunting opportunities in various parts of the world. These video presentations are frequently shown on the Dish Network to large television audiences and supported by various commercial sponsors. It is recommended that the Town of Burlington retain the services of Bridger Trails Video to develop a video presentation that promotes Burlington as a desirable place to live and work, describes community assets, and other attractive resources in the community and the surrounding area.

5.2.8 Encourage Development of a Small Commercial Complex

The development of a small commercial complex in Burlington is important to help stimulate increased retail trade and provide office space for a few small businesses. In view of the limited size of Burlington, it is important that the commercial complex:

- is located immediately accessible from State Highway 30;
- contains shops and services that attract both residents and visitors.

One of the shops envisioned for the commercial complex would be a small community visitor center. The intention of the center is to expose the resources of the community and create interest in Burlington as a place to visit and/or invest. The center would contain various types of self-interpreting displays that would describe Burlington's rich community history, natural resources in the vicinity of Burlington, businesses and available services in the community, nearby recreational opportunities, and community development plans. Community residents would volunteer time to operate the center during selected times of the year.

An adjoining shop would be a "Made in Burlington" store that would feature locally made or manufactured items. Selected items would be displayed and sold on a retail basis. The store would sell locally made items, e.g., quilts, on a consignment basis. Local craftsman would also pay a reasonable fee for the display of items in the store.

Other commercial spaces in the complex would be made available on a leased basis for retail shops and offices. Potential retail operations might include a small eating establishment, hair salon, a convenience store and related gas distribution facilities, as well as a small feed and hardware store. Commercial office space might provide space for small businesses such as a Bridger Trails Video studio, a bookkeeper, an attorney-at-law, and other professional services.

5.2.9 Encourage and Support the Development of a Senior Center and Senior Housing Facilities

In 2000, twenty-one percent of the Burlington population included residents 55 years and older. However, during the 1990-2000 period, this age group grew 96 percent. These trends suggest that Burlington is becoming an attractive community to persons who are nearing or of retirement age. It is anticipated that roughly one in four new residents coming to Burlington during 2004-2014 will be in the 55 years and older age group.

From an economic perspective, the influx of senior residents to Burlington generates a market demand for various community services and retail products that younger residents can provide. Consequently, the presence of senior residents in the community enables Burlington to gradually build a small consumer base for more retail trade, as well as professional and technical services.

5.2.9.1 Senior Center

In recognition of this opportunity, the development of a senior center is important to provide an important opportunity for older residents to socialize together for lunches and other senior activities in the community. Supporting community service agencies, e.g., Big Horn County Public Health Office, could also use the senior center to administer vaccinations and provide other preventative health services.



The completion of the south end of the Big Horn Fire District #4 Fire Hall represents an opportunity to provide a kitchen, dining area, meeting room, exercise equipment, and other facilities that could be used by seniors and other residents of the community. Additional financial support, beyond the funds provided by the State Land Investment Board, will be needed to install kitchen improvements that are necessary to support a senior center operation.

5.2.9.2 Senior Housing Complex

Another step that can enable the retention of older community residents and encourage the influx of other retirees is to:

- evaluate the market demand for a new seniors housing complex; and,
- identify potential sites where the complex might be located.

Housing developers based in larger urban areas are regularly seeking potential affordable housing projects. The Wyoming Community Development Agency offers tax credits for various projects each year. The Town of Burlington can provide relevant information to prospective private developers to help encourage the private development of an affordable seniors housing project.

An ideal senior housing development project would include a combination of independent, assisted care facility, and a nursing home. Such a project would enable senior residents to remain in the community and secure housing that meets their needs. The volume of housing demand for seniors housing would realistically require an incremental development of such a complex. The demand for senior housing facilities would increase as the reputation of the complex became known.

In 2000, there were 53 Burlington residents who were 55 years and older. PPC estimates that an additional 21 persons in this age group will relocate to Burlington during the 2004-2014 period. If 25 percent of this age group desired to live in senior housing, the potential demand would be for about 19 persons. A more detailed examination of potential demand should also consider potential demands from other nearby communities such as Otto and Emblem.

5.2.10 Encourage the Development of Bed-and-Breakfast Operations

Various community leaders have expressed interest in encouraging more people to relocate to Burlington, as well as establish new small businesses. While there are many attractive community assets in Burlington, they are virtually unknown to residents within and outside of Wyoming. One approach to community development is to seek creative ways to expose community assets to the market place.

The development of a few bed-and-breakfast operations in Burlington would help attract some visitors to the community, generate some supplemental income to a few families, as well as generate other retail trade expenditures. Concurrently, a few part-time jobs would be created in the local economy.

This recommendation also ties to the proposed development of a commercial complex that would contain a small visitor center and a "Made in Burlington" store. These potential opportunities would provide visitors with something to do during their stay. Bed-and-breakfast facility operators could also help guide visitors to other nearby recreational opportunities and other visitor attractions. Guests of bed-and-breakfast facilities are highly appreciative of gaining local knowledge about a community, as well as a flavor for the people who live and work there.

Burlington has the ability to attract and promote visitor accommodations through former residents of the community, parents who accompany youth to high school sports events, various websites, and direct mail advertising.

In order to establish bed-and-breakfast operations in Burlington, it is important that the Town of Burlington include some language in the proposed zoning ordinance that will authorize the establishment of bed-and-breakfast operations in residential areas. However, zoning regulation should also incorporate appropriate site and building criteria for households that desire to establish bed-and-breakfast operations to ensure that these operations do not adversely impact residential neighborhoods.

5.3 COMMUNITY LAND USE PLAN

5.3.1 General

A general land use plan for Burlington (Figure 5-5) presents a vision for the type and location of future land uses in the community. A community vision of future land uses is needed for Burlington to communicate:

- what type of investments the community believes are needed or desired;
- where future land use development should generally occur; and,
- the geographical extent of desirable future land use expansion.

The communication of this general community vision is important to potential investors who desire to live and work in Burlington. With this vision, potential residents can realistically evaluate the compatibility of their personal and/or business investment interests with the vision of the community.

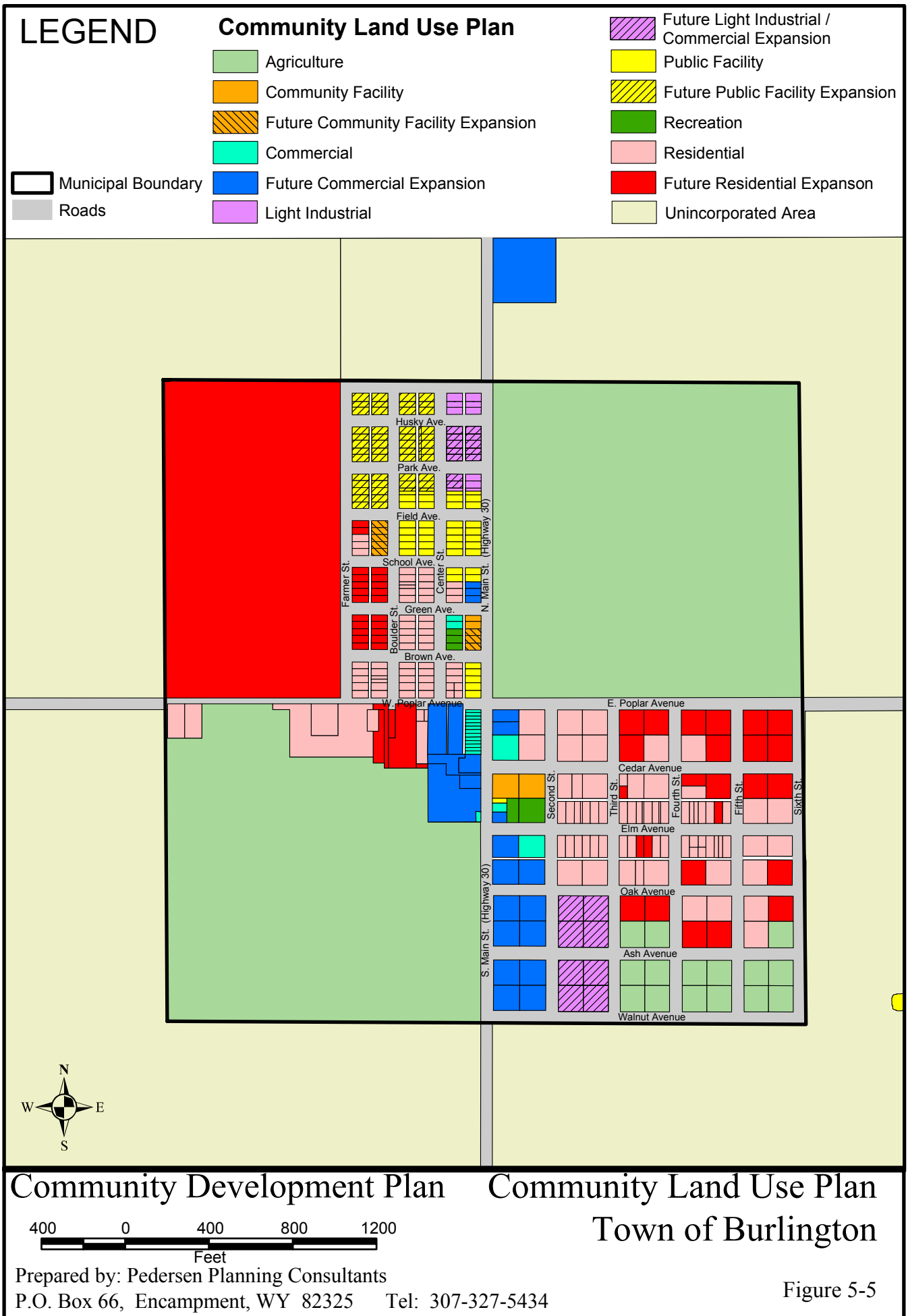
Upon adoption, the general land use plan and the overall community development plan will also provide important rationale that is necessary to establish a zoning ordinance and related zoning map for the Town of Burlington. The establishment of a zoning ordinance, a related zoning map, and an enforcement process will help ensure that there will be reasonable expectations of safety and quality associated with future land use development.

5.3.2 Recommended Land Uses

The general plan recommends a combination of agricultural, residential, commercial, and industrial land uses, as well as public and community facilities.

5.3.2.1 Agriculture

Agricultural lands in the northeast (not including Bateman Addition) and southwest parts of Town continue to be envisioned for long-term agricultural production. Lands in the northeast and southwest portions of Burlington, which contain productive soils, surface water rights and/or adequate groundwater supplies, should be conserved to encourage long-term agricultural production. At the same time, these same lands also represent potential long-term expansion areas for Burlington as the community continues to grow.



Conversely, there are some marginal agricultural lands that have limited potential for agricultural production. For example, some marginal agricultural lands are situated along the northeast boundary of Burlington that, in part, have highway frontage potential. These type of properties represent potential opportunity for future commercial expansion.

5.3.2.2 Residential

Residential land uses would continue to be located primarily within the Davidson Addition and Burlington Addition. Anticipated population growth during the 2004-2014 period is expected to generate the demand for about 30 housing units. The development of new housing units can be accommodated through the infilling of various undeveloped lots throughout the community, particularly in the Burlington Addition and Davidson Addition. Some road construction, as well as the extension of municipal water distribution and sewer collection systems will be required to stimulate undeveloped property sales, lot consolidations (Davidson Addition), and eventual residential development.

A logical extension of residential land uses can also occur west of the Davidson Addition. While a significant portion of this area is presently in agriculture, the northwest portion of Burlington represents a potential residential expansion area. This area is adjacent to the existing water distribution and sewer collection systems.

Given the limited size of the potential market, the Town of Burlington will need to encourage residential lot sales and home development via the construction of new roads and the extension of its water distribution and sewer collection systems in selected areas. With an investment in road and utility extensions, private landowners and developers will be more encouraged to consider the potential development and sale of a new residential subdivisions.

5.3.2.3 Commercial

The limited size of the consumer market in Burlington requires that the community continues to locate future commercial areas and facilities on lands immediately adjacent to State Highway 30. The availability of commercial facilities along this corridor enables small business owners to attract business from both residents and visitors.

The future development of a recommended commercial complex would help establish a concentration of commercial services in Burlington that would likely generate more retail expenditures. Such a complex could be setback some distance from State Highway 30 to enable future expansion. However, the complex would need to be highly visible and conveniently accessible from the highway.

Existing commercial activity should also continue in the Bateman Addition. However, this area is in need of re-development to enhance customer attraction to existing commercial enterprises and to expand vehicular parking. The area immediately south of the Bateman Addition, where there are several private residences, should eventually be converted to commercial use in light of this area's adjacency to State Highway 30.

Similarly, the gradual conversion of other residential properties with State highway frontage into commercial use is recommended in the southwest corner of the Bateman Addition. The development of these properties into commercial use would also enable the concentration of more retail commercial uses along State Highway 30. Other commercial activities, which are not dependent upon retail traffic, could be situated on adjacent lots that could become accessible from Second Street.

5.3.2.4 Industrial

It is important that existing properties owned by ADM Seed West and Simplot continue to be reserved for future industrial use. These properties are situated in the northeast corner of the Davidson Addition.

Future industrial expansion in Burlington is likely to represent the establishment of smaller light industrial operations. In the short-term, new light industrial activities, e.g., small custom manufacturing operation, are most appropriate in the southeast corner of the Burlington Addition between Second Street and Third Street. The expansion of industrial activities in this area is dependent upon the Town of Burlington's extension of municipal roads, as well as water distribution and sewer collection systems, to this area.

5.3.2.5 Public Facilities

The Burlington School complex in northwest Burlington represents the primary public facility area. Nearby public facility areas also include the Burlington Town Hall, Big Horn County Fire District #4 Hall and the U.S. Post Office. In addition, public facility areas also include two neighborhood parks.

Land area for the future expansion of public facilities is recommended within six blocks located in the northern portion of the Davidson Addition. This expansion is based upon the plans of Big Horn School District #1.

The Town of Burlington may eventually desire to encourage the establishment of a small community medical clinic (see Chapter Three). Such a facility would ideally be located in close proximity to State Highway 30 and the Big Horn County Fire District #4 Hall. Three lots identified for potential community facility expansion (Figure 5-5) may be desirable for a community medical clinic if other community facility needs are not realized.

A general route for the potential development of a community trail system is also recommended for incorporation in the general land use plan. A community trail could provide an important link between Burlington School and residential areas and identify an established route for students walking or bicycling to Burlington School. The same trail system could also provide an important recreational amenity to incoming residents that will eventually relocate from other communities.

The development of such a system could use existing municipal road right-of-ways. Municipal representatives report that existing road right-of-ways are 100-feet wide. Burlington School could also incorporate a loop trail within the school complex that would be available for public use.

5.3.2.6 Community Facilities

Community facility areas will continue to include the land area occupied by the Burlington Community Church and the Church of Jesus Christ of Latter-day Saints. One or more small land parcels in the Davidson Addition should also be designated for future community facility use in the event that demands emerge for an additional community facility, e.g., day care facility or another church.

5.3.3 Recommended Vehicular Circulation

Vehicular circulation would continue to use existing State Highway 30 and existing municipal roads. However, the gradual construction of all "paper roads" in the Burlington Addition and Davidson Addition are envisioned to accommodate future land use expansion within the community (Figure 5-1 and Figure 5-2).

5.3.4 Water and Wastewater Systems

Municipal water distribution and wastewater collection systems would gradually be extended to areas presently not served in the Burlington Addition and Davidson Addition. Proposed extensions of these systems would be located along new road extensions (Figure 5-3 and Figure 5-4).

CHAPTER SIX

COMMUNITY DEVELOPMENT OBJECTIVES, STRATEGIES AND IMPLEMENTATION PLAN

6.1 INTRODUCTION

Chapter Six presents a series of community development strategies that are derived from the conclusions and recommendations outlined in Chapter Five. Various strategies are presented in the context of ten specific community development objectives. Each community development strategy contains a specific scope of work to be accomplished, an assignment of responsibility for project implementation, a project schedule, and, when appropriate, a project budget.

The project schedule identifies a year or multi-year period when each community development strategy is to be completed. The project schedules are based upon the priorities established by the Burlington Town Council and municipal staff on December 9, 2003.

Pedersen Planning Consultants (PPC) led Town Council members and municipal staff through a matrix evaluation process (Appendix A) that enabled Council members to individually determine priorities for 17 recommended development strategies. Individual scores were totaled and averaged to calculate a cumulative Town Council score. Higher average scores for each community development strategy reflected a higher priority; lower average scores indicated a lower priority.

6.2 COMMUNITY DEVELOPMENT OBJECTIVES AND STRATEGIES

The ten specific community development objectives and their related strategies are presented in the following pages.

Objective 1: Establish a framework for local land use management and land use controls.

Priorities 1,2,3,4

Strategy 1A: Develop a municipal geographical information system (GIS) for Burlington

Scope: Develop a municipal GIS system that incorporates and links the existing land use database developed by PPC with relevant spatial data. The GIS should include spatial data such as water distribution lines, the water storage tank, sewer collection lines, roads and highways, land parcels, general building locations, existing land uses, and a recommended land use plan. Purchase ArcGIS software and install Burlington GIS files.

Responsibility for Implementation: Planning consultant selected by Burlington Town Council

Project Schedule: 2004

Project Budget: \$ 4,000

Strategy 1B: Prepare a zoning ordinance and related zoning map

Scope: Prepare a zoning ordinance that will, at least, establish permitted land uses for various zoning districts and provide selected building standards, minimum lot sizes, building setback requirements, vehicular parking and storage requirements, and signage criteria. Facilitate the identification of zoning issues with local residents via, at least, one public meeting. Review and revise a draft zoning ordinance and related zoning map. Prepare and adopt a final zoning ordinance and zoning map. Upon adoption, the final zoning map will be incorporated into the municipal geographical information system (GIS). (Refer also to Objectives 3 and 10.)

Responsibility for Implementation: Planning consultant selected by the Burlington Town Council.

Project Schedule: 2004

Project Budget: \$ 5,600

Strategy 1C: Establish other land use regulations

Scope: Develop other land use regulations aimed at controlling various land use activities such as animal control, onsite storage of solid waste material, and other land use issues identified by the Town Council.

Responsibility for Implementation: Planning consultant selected by the Burlington Town Council.

Project Schedule: 2004

Project Budget: \$ 3,500

Strategy 1D: Establish a part-time municipal judge position and prepare related ordinances.

Scope: Appoint a local municipal judge to adjudicate violations of municipal ordinances and, when necessary, issue fines or other penalties to offenders. The municipal judge will be retained on a monthly basis to preside over municipal court sessions and coordinate his or her

efforts with municipal law enforcement personnel. A municipal ordinance, which will outline the legal jurisdiction of the municipal judge, will also be prepared and adopted in accordance with W.S. 5-6-102.

Responsibility for Implementation: Burlington Town Council and Town Attorney

Project Schedule: 2004

Project Budget: \$ 6,000 per year for municipal judge retainer
\$ 2,100 for preparation of municipal ordinance

Strategy 1E: Establish a municipal law enforcement position

Scope: Retain a trained law enforcement professional to monitor vehicular traffic, public safety, and human behavior in the community. The law enforcement officer will enforce municipal ordinances and appropriate State laws, apprehend persons who violate municipal and State laws, and respond to emergency situations. Enforcement activities will be coordinated with the municipal judge and court clerk.

Responsibility for Implementation: Burlington Town Council, Big Horn County Sheriff

Project Schedule: 2005

Project Budget: To be determined

Objective 2: Develop a phased road improvement program to reduce dust emissions and encourage development of undeveloped residential lots.

Priority 2

Strategy 2A: Pave roads in Burlington Addition between 3rd Street and State Highway 30

Scope: Secure grant funding and budget matching fund requirements. Open and grade three blocks of undeveloped "paper roads" along Oak Avenue and 2nd Street. Pave new roads and 11 blocks of existing road using gravel, roto-mill and magnesium chloride. However, construction of the new roads should not take place until the installation of water distribution lines and sewer collection lines is completed (see Objective 5).

Responsibility for Implementation: Burlington Road Maintenance Personnel and Water/Wastewater Superintendent.

Project Schedule: 2004 (secure grant funding and budget matching funds)
2005 (construction)

Project Budget: To be determined

Strategy 2B: Pave roads in Burlington Addition east of 3rd Street to 6th Street

Scope: Secure grant funding and budget matching fund requirements. Open and grade seven blocks of undeveloped "paper roads" along Cedar Avenue, 5th Street, and 6th Street. Pave new roads and 14 blocks of existing roads using gravel, roto-mill and magnesium chloride. However, construction of these roads should not take place until the installation of water distribution lines and sewer collection lines is completed (see Objective 5).

Responsibility for Implementation: Burlington Road Maintenance Personnel and Water/Wastewater Superintendent.

Project Schedule: 2005 (secure grant funding and budget matching funds)
2006 (construction)

Project Budget: To be determined

Strategy 2C: Pave roads in Davidson Addition between Boulder Street and Farmer Street

Scope: Secure grant funding and budget matching fund requirements. Open and grade nine blocks of undeveloped "paper roads" along Farmer Street, as well as the west end of Brown Avenue and Green Avenue. Pave new roads and 14 blocks of existing roads using gravel, roto-mill and magnesium chloride. However, construction of these roads should not take place until the installation of water distribution lines and sewer collection lines is completed (Refer also to Objective 5).

Responsibility for Implementation: Burlington Road Maintenance Personnel and Water/Wastewater Superintendent.

Project Schedule: 2007 (secure grant funding and budget matching funds)
2008 (construction)

Project Budget: To be determined

Strategy 2D: Pave roads in Original Townsite between Boulder Street and State Highway 30

Scope: Secure grant funding and budget matching fund requirements. Pave three blocks along Center Street, two blocks on the east end of Green Avenue, two blocks on the east end of Brown Avenue, and two blocks of West Poplar between Boulder Avenue and State Highway 30. Use gravel, roto-mill and magnesium chloride. One block along School Avenue, between Boulder Avenue and Center Street, should also be paved unless this improvement is included in planned Burlington School improvements.

Responsibility for Implementation: Burlington Road Maintenance Personnel and Water/Wastewater Superintendent.

Project Schedule: 2008 (secure grant funding and budget matching funds)
2009 (construction)

Project Budget: To be determined

Strategy 2E: Develop "paper roads" south of Burlington Addition along Ash Avenue, Walnut Avenue, as well as southerly extensions to 2nd, 3rd, 4th, 5th, and 6th Streets

Scope: Secure grant funding and budget matching fund requirements. Open and grade 20 blocks of undeveloped "paper roads". Pave new roads using gravel, roto-mill and magnesium chloride. However, construction of these roads should not take place until the installation of water distribution lines and sewer collection lines is completed (Refer also to Objective 5).

Responsibility for Implementation: Burlington Road Maintenance Personnel and Water/Wastewater Superintendent.

Project Schedule: 2006 (secure grant funding and budget matching funds)
2007 (construction)

Project Budget: To be determined

Objective 3: Encourage development of affordable housing.

Priority 4

Strategy 3A: Enable persons to construct manufactured homes within designated areas of Burlington

Scope: Incorporate provisions within a new zoning ordinance that authorizes the installation of manufactured homes within designated zoning districts. Include relevant site and building criteria into the zoning ordinance to ensure that future manufactured housing complement existing stick-built homes and sustain property values in the community.

Responsibility for Implementation: Planning consultant selected by the Burlington Town Council.

Project Schedule: 2004

Project Budget: Included within \$5,600 budget for strategy 1B

Strategy 3B: Designate a specific area(s) within the community where temporary housing can be located.

Scope: During the preparation of a zoning ordinance and zoning map, identify a site in the community where a small temporary housing area can be established. The zoning ordinance will need to incorporate the authority for this type of land use within a separate zoning district, or another zoning district associated with recreation.

Temporary housing sites would include locations where:

- persons could temporarily park motor homes, mobile homes and recreational trailers in designated rental spaces until they can complete construction of a new home in the community.
- construction workers working in the vicinity of Burlington could park RVs, recreational trailers, or motor homes for up to one month.
- visitors could rent trailer and motor home spaces during their travel across the United States.

Responsibility for Implementation: Planning consultant selected by Burlington Town Council

Project Schedule: 2004

Project Budget: Included within \$5,600 budget for strategy 1B.

Objective 4: Ensure the long-term availability of raw and potable water supplies to sustain existing investments and encourage future land use expansion.

Priorities 4, 12

Strategy 4A: Continue to improve the efficiency and effectiveness of water system operations and maintenance.

Scope: Continue to monitor potable municipal water supplies in accordance with the National Primary Drinking Water Regulations, the Safe Water Drinking Water Act, and the related groundwater supply monitoring requirements of the Wyoming Department of Environmental Quality.

Responsibility for Implementation: Burlington Water and Wastewater Superintendent

Project Schedule: 2004-2014

Project Budget: To be determined

Strategy 4B: Take appropriate steps to monitor excessive water consumption

Scope: Investigate the cause of freezing associated with an existing two-inch service line that extends from the Oak Avenue/5th Street intersection to the sewer oxidation ponds. Re-install any portions of the 2,200-foot service line that are located at inadequate depths. Make necessary repairs to service line and discontinue use of groundwater supplies.

Use water meter data on an annual basis to evaluate actual water consumption rates for residential, commercial, community and public facilities. Compare future consumption rates with accepted standards for public water consumption. Coordinate results with local consumers.

Responsibility for Implementation: Burlington Water and Wastewater Superintendent, Town Engineer, and/or consultant retained by Burlington Town Council

Project Schedule: 2004 (Investigation and repair of 2-inch service line)
2004-2014 (Evaluation of water meter data)

Project Budget: To be determined

Strategy 4C: Periodically evaluate the level of unacceptable levels of unrecorded water losses

Scope: Calibrate water source meters with water consumption meters once every two years. Compare metered water production with meter consumption on annual basis. An acceptable level of unrecorded loss is about 10 percent.

Should the level of unaccounted water loss continue to show losses greater than 10-15 percent, the Town of Burlington should undertake further analyses to determine the source of unaccounted water and the locations of potential leakage within the water distribution system. Consider potential factors such as the occasional flushing of hydrants, water used to support municipal maintenance, and possible illegal connections that are not reflected by meter data. Should the consideration of these questions not reveal potential losses, a company specializing in leak detection should be retained to make a physical examination of selected portions of the water transmission and distribution system.

Responsibility for Implementation: Burlington Water and Wastewater Superintendent, Town Engineer, and/or consultant retained by Burlington Town Council

Project Schedule: 2004-2014 (annual basis)

Project Budget: To be determined

Objective 5: Extend water distribution and sewer collection systems to stimulate undeveloped property sales and support future land use expansion.

Priority 5

Strategy 5A: Extend municipal water distribution lines in areas not served within the Burlington and Davidson Additions, as well as south of the Burlington Addition

Scope: Estimate the average day, maximum day demands, and fire flows anticipated for a 10 to 20 year period. Make a hydraulic capacity analysis of the municipal water system to identify any other system improvements that may be necessary to sustain adequate water pressures throughout the water system. Determine the size of the water and sewer lines necessary to meet anticipated future water demands and hydraulic capacities.

Design construction drawings and prepare cost estimates for water system improvements. New water distribution lines will be installed prior to the paving of new road extensions.

Responsibility for Implementation: Town Engineer, Water and Wastewater Superintendent, Burlington Town Council

Project Schedule: 2004 (secure grant funding and budget matching funds)
2005 (planning & design, construction drawings and cost estimates)
2006-2008 (construction)

Project Budget: To be determined

Strategy 5B: Extend municipal sewer collection lines in areas not served within the Burlington Addition, Davidson Addition, as well as south of the Burlington Addition

Scope: Estimate anticipated increases to average daily and peak wastewater flows to the sewer oxidation ponds for a 10 to 20 year period. Make a hydraulic capacity analysis of the municipal sewer system to identify any other system improvements, e.g., pump station south of Burlington Addition, that may be necessary to sustain adequate water pressures throughout the collection system. Determine the size of sewer collection lines and specifications for other system improvements, e.g., pump station, that will be necessary to meet anticipated wastewater demands.

Design construction drawings and prepare cost estimates for sewer system improvements. New sewer collection lines and other improvements will be installed prior to the paving of new road extensions.

Responsibility for Implementation: Town Engineer, Water and Wastewater Superintendent, Burlington Town Council

Project Schedule: 2004 (secure grant funding and budget matching funds)
2005 (planning & design, construction drawings and cost estimates)
2006-2008 (construction)

Project Budget: To be determined

Objective 6: Encourage and support economic development

Priorities 6, 7

Strategy 6A: Coordinate community development efforts with local small business owners

Scope: Conduct informal monthly meetings between town council members and small business owners. Invite small business owners and potential investors to monthly meetings where local economic development issues, opportunities and strategies can be discussed. Organize and structure meetings to help keep Town Council members and small business owners informed about community economic development issues. Discuss opportunities and recommended strategies for stimulating future economic development.

Responsibility for Implementation: Town Council, Small Businesses Owners

Project Schedule: 2004-2014

Project Budget: \$ 200 per year

Strategy 6B: Monitor the plans and actions of state and federal agencies

Scope: Designate one or more Town Council members to maintain periodic contact with appropriate representatives of selected Big Horn County, state and federal agencies that can influence, or help facilitate, future economic development efforts of the community. Periodic contact should be made with, at least, the Big Horn County Commissioners, The Wyoming School Facilities Commission, Wyoming Department of Transportation, and Wyoming Business Council. Attend appropriate public meetings and forums that are sponsored by various county, state and federal agencies.

Responsibility for Implementation: Burlington Town Council

Project Schedule: 2004-2014

Project Budget: \$ 1,000 per year

Objective 7: Market Burlington as a desirable place to live and work

Priority 6

Strategy 7A: Develop a community newsletter

Scope: Develop a community newsletter that provides updates on Burlington community development plans, strategies, and ongoing community development projects. Provide human interest stories about the achievements of Burlington residents, small businesses, and community organizations. Publish newsletter two times per year and distribute to, at least, former residents and others who have interest in the community.

Responsibility for Implementation: Local Economic Development Group

Project Schedule: 2005-2014

Project Budget: To be determined

Strategy 7B: Develop a video presentation that promotes Burlington

Scope: Retain Bridger Trails Video to produce an informative video presentation that promotes the Town of Burlington as an attractive place to live and work. This video will describe community assets and highlight the attractive resources within the community and the surrounding area.

Responsibility for Implementation: Burlington Town Council

Project Schedule: 2005

Project Budget: To be determined

Strategy 7C: Establish a Town of Burlington website

Scope: Develop and maintain a website for the Town of Burlington that would be available on the worldwide web. Include directory of town officials and contact information. Include photos of the Burlington area, listing of local businesses, and other information such as schools, parks, and amenities. Include the community newsletter described in Strategy 7A that would be available in .pdf format. Look into possible links with other existing websites.

Responsibility for Implementation: Consultant selected by Burlington Town Council

Project Schedule: 2006-2014

Project Budget: To be determined

Objective 8: Encourage development of a small commercial complex

Priority 8

Strategy 8A: Investigate the feasibility of developing a small commercial complex along State Highway 30 that contains retail shops, offices, and a community visitor center

Scope: Initially seek public funds to initial project planning. Subsequently, prepare a conceptual plan and preliminary cost estimates for the commercial complex. Identify the availability of potential building sites and potential market. Make a financial analysis of the project that considers alternate approaches to potential development, operation and maintenance. Determine required capitalization, operation and maintenance costs. Calculate anticipated revenues and potential return-on-investment.

If project appears feasible, market the potential development opportunity to potential private investors. Provide a project prospectus, the conceptual plan, and preliminary costs estimates to potential private investors.

Responsibility for Implementation: Burlington Town Council

Project Schedule: 2005 (secure grant funding and budget matching funds)

2006 (conceptual plan, cost estimates, financial analysis, project prospectus)

2007 (market potential development opportunity)

Project Budget: \$ 15,000 (conceptual planning and financial analysis)

Objective 9: Encourage and support the development of a senior center and senior housing facilities

Priorities 9, 10

Strategy 9A: Complete construction of a senior center at the Big Horn Fire District #4 Hall

Scope: Complete the construction of a kitchen, dining area, meeting room, exercise equipment, and other facilities that could concurrently be used by senior residents of the community. Secure additional funds to upgrade Fire Hall kitchen so that kitchen can also support a senior center operation.

Responsibility for Implementation: Big Horn Fire District #4

Project Schedule: 2005 (financial support)
2006-2007 (complete construction)

Project Budget: To be determined

Strategy 9B: Develop a senior housing complex

Scope: Secure grant funds to evaluate the market demand and overall project feasibility for a new seniors' housing complex. Determine alternate sites where the complex might be located. Prepare a market analysis that considers the development of affordable independent seniors housing, assisted-living facilities, and a nursing home. Prepare a financial analysis of the project that considers alternate approaches to potential development, operation and maintenance. Determine required capitalization, operation and maintenance costs. Calculate anticipated revenues and potential return-on-investment. Evaluate project feasibility in consultation with seniors housing developers. Determine the most well suited location and provide relevant information to prospective private developers to encourage the development of this complex.

Responsibility for Implementation: Burlington Grant Coordinator and consultant selected by Burlington Town Council

Project Schedule: 2007 (secure grant funding and budget matching funds)
2008 (market and site evaluation)

Project Budget: \$ 15,000 (market analysis, site evaluation)

Objective 10: Encourage the development of bed-and-breakfast operations

Priority 11

Strategy 10A: Authorize the establishment of bed-and-breakfast operations in residential zoning districts

Scope: Include language in the proposed zoning ordinances that authorizes bed-and-breakfast operations in residential areas. Incorporate appropriate site and building criteria for bed-and-breakfast operations to ensure that these operations do not adversely impact residential neighborhoods.

Responsibility for Implementation: Planning consultant selected by Burlington Town Council

Project Schedule: 2004

Project Budget: Included within \$5,600 budget for strategy 1B

6.3 IMPLEMENTATION PLAN

6.3.1 Community Development Strategies

The community development strategies are presented in a concise format to facilitate their use during future Town Council discussions concerning community development and related municipal budget decisions. The same strategies also provide a useful summary that can be used by the Town of Burlington to convey intended community development strategies to potential investors, as well as various county, state and federal agencies.

The Town of Burlington should update community development strategies on an annual basis. The completion of planned projects, changes in the composition of the Town Council, new economic development opportunities, changes in demographic and economic trends, or other factors will prompt changes in community development priorities. Similarly, a need to revise or delete existing strategies, or establish new ones, will also become apparent.

6.3.2 Community Land Use Plan

A general vision of the type and location of future land uses in Burlington is presented in Chapter Five. Following a public hearing and the receipt of public comments, the Town Council should either adopt the recommended plan, or make revisions and adopt a revised land use plan. The general land use plan is an important guide in the development of zoning for Burlington. From the perspective of land use law, it is important to establish the rationale for recommended land use relationships in the community prior to the adoption of any zoning regulations and related zoning map.

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APPENDIX A

MATRIX EVALUATION OF COMMUNITY PRIORITIES

**Town of Burlington
December 9, 2003**

MATRIX EVALUATION OF COMMUNITY PRIORITIES TOWN OF BURLINGTON

December 9, 2003

Please review each economic development strategy in the context of how important you believe the strategy is needed to encourage future economic investment and land use development in Burlington, as well as improve the lifestyle of Burlington residents. Prioritize each of the following economic development strategies by assigning a rating from 1 to 5 for each strategy. A rating of 1 indicates a strategy that has limited importance; a rating of 5 indicates you consider the implementation of the strategy very important. Individual scores from all Town Council members will be totaled and averaged to calculate a Cumulative Town Council Score. The highest score will receive the highest priority. Subsequent priorities will also be assigned in the same manner.

Item (Random)	Economic Development Strategy	Your Personal Score	Cumulative Town Council Score	Town Council Priority
1	Develop a phased road improvement program that will gradually pave all municipal roads.		32 (4.57)	2*
2	Extend water distribution and sewer collection lines.		27 (3.86)	5
3	Develop and adopt a zoning map, zoning regulations and related site and facility criteria.		34 (4.86)	1
4	Support the development of a senior center.		17 (2.43)	9
5	Evaluate demand for seniors housing complex and potential development sites. Market business opportunity.		15 (2.14)	10
6	Encourage development of a small commercial complex.		19 (2.71)	8
7	Re-install existing water line to oxidation pond at appropriate depth below frost line.		11 (1.57)	12
8	Encourage development of bed-and-breakfast operations.		13 (1.86)	11
9	Establish and maintain a municipal GIS.		30 (4.29)	3
10	Encourage development of affordable housing.		28 (4.0)	4**
11	Market Burlington as a livable community with community values, amenities, and public services that make the community attractive for investment.		26 (3.71)	6
12	Ensure the long-term availability of potable and raw water supplies.		28 (4.0)	4**
13	Establish municipal land use controls		32 (4.57)	2*
14	Establish a municipal judge		32 (4.57)	2*
15	Provide local law enforcement		28 (4.0)	4**
16	Coordinate with local businesses and government agencies.		24 (3.43)	7
17	Encourage and support economic development		26 (3.71)	6

Notes: * A three-way tie occurred for Priority 2.

** A three-way tie occurred for Priority 4.

APPENDIX B

SUMMARY OF PUBLIC HEARING COMMENTS

**Town of Burlington
April 20, 2004**

PEDERSEN PLANNING CONSULTANTS

P. O. Box 66

Encampment, WY 82325

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COMMENTS

**PUBLIC HEARING ON THE
TOWN OF BURLINGTON
DRAFT COMMUNITY DEVELOPMENT PLAN**

- Date/Time of Hearing: April 20, 2004, 7:00 p.m.
- Location: Burlington Town Hall
- Notification: April 6, 2004 – Notices posted by Town Clerk at the post office, store, and Town Hall
- April 8, 2004 – Notification letters with copy of Draft Figure 5-1, Community Land Use Plan, sent out by Town Clerk to all residents (Note: Because of Burlington's small population and lack of town newspaper, the Town Clerk is not required to place a notice in a newspaper outside of Burlington.)
- Attendees: Mayor Randy Gormley, Councilmember Susan Davidson, Councilmember Doug Allen, Clerk-Treasurer Mary Howard, Water & Wastewater Superintendent Bruce Dooley, Beatrice Davidson, Alan Howard, Jack Smith, Judy Wiles
- Facilitators: Pedersen Planning Consultants – Jim Pedersen, Sandy Pedersen
- Comments:
1. The plan shows that the (Burlington Town) Council is taking a pro-active approach.
 2. What's next! The plan is good.
 3. There are some limiting factors. The Town is limited by the state's economy. Improvements are reliant on grants the Town is able to obtain. We have no control over the economy. So the Town will be limited to doing things piecemeal because of the extremely limited supply of funding resources.
 4. Concerned about the lack of turn-out to this public hearing.
 5. Unfortunately, low turn-out is typical of Burlington public meetings.
 6. There is a need to set up a standard of services (in Wyoming) that belong to every citizen, regardless of population.
 7. Some things we can do without outside funds, like setting up a zoning ordinance.
 8. Some residents have been unable to borrow money from local banks for home purchases or improvements because, according to the Bank, Burlington has no zoning.
 9. It is Burlington's golden opportunity to establish zoning.
 10. An article should be included in the Basin (local newspaper) about what's being proposed in the Community Development Plan.
 11. We need to keep Burlington a small town, but still take advantage of opportunities to improve our economy and our services
 12. We need to determine how to fund some of these projects.