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CHAPTER ONE
INTRODUCTION

1.1 BACKGROUND

The Town of Granger is surrounded by extensive mineral development that include nearby trona mining and processing operations, as well as natural gas exploration and production activities in the Moxa-Arch Infill Gas Development Project area. During the past two decades, private and public investments in the Town of Granger have dwindled in response to cyclical downturns in mineral development that generated a gradual decline in resident population. At the same time, some private interests have developed and maintain facilities and services in the Town of Granger that directly support the natural gas exploration and production activities.

No significant expansion of trona mining and processing activities is anticipated in Sweetwater County during the next decade. However, the continued employment of some Granger residents by nearby trona mines and processing facilities is expected in view of the proximity of these operations to Granger.

The natural gas industry is seeking approval from the U.S. Bureau of Land Management for the Moxa-Arch Area Infill Gas Development Project. Natural gas industry representatives estimate that this project will include the development of approximately 1,861 wells on public lands during the next 10 years (U.S. Bureau of Land Management, 2007).

Ongoing and planned mineral development activities have prompted the Town of Granger to pursue potential opportunities for future community development. Potential community development opportunities associated with housing, economic development, infrastructure, public services, and recreation, are viewed as a means to help sustain the existing resident population, as well as the social and economic viability of the community. In the absence of some future community development, Town of Granger representatives fear an increased out-migration of community residents, the loss of its elementary school, and a smaller residential population that would be inadequate to support the future operation and maintenance of municipal utilities.

With this perspective, the Town of Granger retained Pedersen Planning Consultants (PPC) in March 2008 to assist the Town of Granger (Figure 1-1 and Figure 1-2) with the preparation of a municipal master plan.

1.2 PURPOSE

The municipal master plan is intended to communicate a community vision concerning future community development in Granger. Community development encompasses various considerations such as housing, economic development, community infrastructure, community and public services, land use management, as well as the potential annexation of adjoining land areas. For this reason, the overall master plan will be used by the Town of Granger to communicate:
Figure 1-2

Legend
- Municipal Boundary
- Roads
- Railroad
- Rivers
• Community preferences concerning the type and location of future land use development;
• Potential opportunities for future annexation;
• Potential economic development opportunities;
• Infrastructure needs;
• Community and public service needs;
• Potential recreational opportunities;
• Strategies and potential partnerships for achieving various community development objectives;
• Needed changes to municipal management of land uses in the community and the Town of Granger’s participation in decisions concerning lands within a one-mile radius of the community; and,
• Future priorities of the Granger Town Council.

While the master plan will primarily serve as a guide to residents and community leaders in Granger, the community vision reflected in the master plan will also provide valuable information and opportunities to corporate interests, as well as state and federal agencies, that own or administer lands within or in the vicinity of Granger. This document will also provide guidance to various Sweetwater County agencies that serve the resident population of Granger.

1.3 SCOPE

The master plan report examines various community development issues and opportunities. Conclusions concerning these issues and opportunities are followed by a series of recommended community development strategies.

The master plan report is organized into nine chapters that generally contain the following information:

Chapter One outlines the purpose and scope of the master plan, opportunities for community participation, and the general approach used to complete various project tasks. Chapter One also includes a summary of persons that were consulted during the master plan process.

Chapter Two analyzes demographic and economic trends that are expected to influence future growth of the Town of Granger during the next decade. This chapter also includes a forecast of the anticipated resident population for the 2008-2018 period.

Chapter Three evaluates land use trends and potential land use needs associated with residential, commercial, industrial, public and community facilities, and recreational land uses. Future land use needs are quantified, to the extent feasible, for each general type of land use. Land use trends were determined through the correlation of
information gained from an April 17, 2008 land use inventory, municipal building permit records, and April 2000 Census data. Land use needs presented in this chapter primarily reflect insights obtained from various community leaders and residents, small business owners, local managers for larger corporate interests, as well as the experience of Pedersen Planning Consultants (PPC).

Chapter Four examines potential opportunities for future land use expansion and annexation. This evaluation initially considers the implication of various factors, e.g., flood potential, influencing future development of the Town of Granger, as well as potential land use expansion on properties near the municipal boundary. Subsequently, opportunities were evaluated for the potential expansion of residential, commercial, industrial, community and public facilities, as well as recreation and conservation. Potential land use expansion areas are suggested to identify areas of the Town where future land use needs and related development opportunities could be supported. Potential areas adjacent to the municipal boundary, which may be suitable for future annexation, were also examined.

Chapter Five examines various types of municipal infrastructure that will be needed to support future land use expansion in the Town of Granger. This evaluation focuses upon municipal roads, water, sewer and electrical distribution systems, as well as fire suppression and emergency medical services. Anticipated infrastructure needs are based, in part, upon discussions with municipal representatives and recent evaluations completed by other consulting firms and public agencies.

Chapter Six presents a community land use plan map for lands within the municipal boundary, as well as lands within a one-mile radius of the community. The rationale for the recommended type of location of future land uses is also included to clarify land use recommendations.

Chapter Seven examines the scope and procedures associated with existing municipal land use regulations. Recommended revisions provide a framework for the organization and of future land use management in the Town of Granger.

Chapter Eight summarizes various conclusions that were derived from the previous analyses of demographic and economic trends, land use trends, opportunities for future land use expansion, community infrastructure, the recommended community land use plan map, and land use management. Each conclusion is followed by a set of recommended strategies that are recommended to address each conclusion. Each recommended strategy identifies one or more community development objectives, specific tasks that will be pursued to achieve each objective, the responsibility for implementation, and a project schedule.

Chapter Nine recommends an approach for future plan implementation. This portion of the master plan report links recommended development strategies to the future allocation of municipal financial resources, project management, and the annual review and revision of recommended strategies.

Appendix A presents a summary of public comments during the public information meeting held at the Granger Town Hall on May 14, 2008.
Appendix B will present a summary of public comments received from the public hearing of February 10, 2009, on the draft master plan report, which was held at the Granger Town Hall.

Appendix C summarizes insights gained from individual interviews of various Granger residents and community leaders in 2007 and 2008.

1.4 CONSULTATION

1.4.1 General

Preparation of the master plan was guided by the Granger Town Council and municipal staff. The Granger Town Council reviewed a preliminary draft of the master plan report prior to its publication and distribution for public review. The Town Council also participated in the refinement and prioritization of recommended community development objectives and strategies.

Municipal staff also provided insights concerning a variety of land use, infrastructure and community development issues. The Town’s insights were supplemented with the perspective and experience of various residents and small business owners in the community.

The following summary presents the names of individuals and representatives from various public agencies, private enterprise, and non-profit organizations that were interviewed or contacted during the planning process.

Town of Granger

Granger Town Council
Mayor Lenore Perry
Councilwoman Deborah Chandler
Councilman Vern Howey
Councilwoman Dawn Mansir
Councilman John Styvar

Municipal Staff
Vivian Shedden, Town Clerk/Treasurer
David Williams, Water and Wastewater Superintendent
Linda Williams, Deputy Clerk

Sweetwater County School District 2
Craig Sorensen, Superintendent, Sweetwater County School District #2, Green River, Wyoming
Lorraine Lopez, Custodian/Kitchen Manager, Granger, Wyoming
Kimberly Mansir, Teacher’s Aide, Granger School, Granger, Wyoming
1.4.2 Public Information Meeting

A public information meeting was held on May 14, 2008 at the Granger Town Hall. Sandy Pedersen, Senior Planner, of Pedersen Planning Consultants presented the purpose and scope of the master plan. Subsequently, she facilitated a discussion with meeting attendees to clarify the community planning process and identify resident concerns regarding future community development in Granger. Six persons attended the public hearing. A summary of public comments is provided in Appendix A of this report.
1.4.3 Public Hearing on Draft Municipal Master Plan

A draft municipal master plan report was made available for public review and comment through the placement of a digital copy of the draft master plan report on an FTP site maintained by Pedersen Planning Consultants. Some hardcopy reports were also made available for public review at the Sweetwater County Library in Granger and the Granger Town Hall.

Following a period of opportunity for public review of the draft master plan report, a public hearing was held at the Granger Town Hall on Tuesday, February 10, 2009. Jim Pedersen, principal planner of Pedersen Planning Consultants, presented an overview of preliminary conclusions and recommendations and facilitated discussion with the general public in attendance. These comments are presented in Appendix B.
CHAPTER TWO
DEMOGRAPHIC AND ECONOMIC CHARACTERISTICS

2.1 DEMOGRAPHIC TRENDS

2.1.1 Community Population in 2000

2.1.1.1 Year-Round Population

In April 2000, approximately 146 persons resided in the Town of Granger. This community population comprised less than one percent (0.38 percent) of the Sweetwater County population (U.S. Census Bureau, 2000).

2.1.1.2 Seasonal Resident Population

The number of homes in Granger that were used for seasonal, recreational, or occasional use in April 2000 included 11 homes (U.S. Census Bureau, 2000). Assuming an average household size of 2.70 persons, the number of seasonal residents in the community included roughly 30 persons.

2.1.2 Community Growth Between 2000 and 2007

2.1.2.1 2000 to 2007

The U.S. Census Bureau estimates that the resident population of Granger has generally remained stable between April 2000 and July 2007 (Table 2-1). Available Census Bureau estimates indicate the short-term loss of only a few residents between 2001 and 2006. In 2006, the resident population returned to 146 residents. Consequently, the resident population has essentially experienced no growth since the April 2000 Census.

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
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<th></th>
<th></th>
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</thead>
<tbody>
<tr>
<td>Granger</td>
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<td>142</td>
<td>143</td>
<td>142</td>
<td>143</td>
<td>143</td>
<td>146</td>
<td>0.0</td>
<td></td>
</tr>
</tbody>
</table>


2.1.2.2 Temporary Residents

A sizeable number of persons make Granger their home on a temporary basis. Most of these temporary residents are workers employed by companies that operate or support natural gas exploration and production in the nearby Moxa-Arch gas fields. Jobs associated with the construction and development of new gas wells typically extend about 260 days per year. Consequently, the number of residents varies throughout the year (U.S. Bureau of Land Management, 2007).
The land use inventory completed by Pedersen Planning Consultants on April 17, 2008 provides some insight to the extent of this temporary population. The inventory documented five recreational vehicles, 10 man-camp units, and 40 mobile homes.

Since not all of the mobile homes in Granger are owned by temporary residents, PPC contacted representatives of the Trails West subdivision, as well as the manager of the EOG Granger Camp that is operated by PTI. These discussions suggest that:

- Each recreational vehicle in the community supports one worker.
- Workers with dependents primarily occupy mobile homes in the Trails West subdivision and typically reside in the subdivision for about three months (Mansir, 2008). However, six homes in this subdivision are owned and occupied by full-time residents.
- About 14-19 single status workers reside at the EOG Granger Camp west of the Town Hall (Meyers, 2008).

Using these assumptions, PPC estimates that the number of temporary residents in Granger included about 92-100 persons in July 2008.

2.1.3 Family Size and Age Characteristics

2.1.3.1 Family and Household Characteristics

In April 2000, almost 69 percent of the households in Granger represented married couples. About 43 percent of these households included children under 18 years of age (U.S. Census Bureau, 2000).

About six percent of all households contained female householders who were living with no husband. Children under 18 years of age resided in each of these households (U.S. Census Bureau, 2000).
Non-family households represented almost 26 percent of all households in April 2000. Twenty-four percent of all households in the community included one person living alone. Twenty-three percent of persons living alone were 65 or more years of age (U.S. Census Bureau, 2000).

2.1.3.2 Age Characteristics

In April 2000, children under six years of age included almost eight percent of the resident population. The combined pre-school and school age population, which generally ranges from five to 19 years of age, represented almost 25 percent of the community population.

The 20-24 year old age group comprised about eight percent of the resident population (Table 2-2). The size of this age group is not surprising since persons in this age group are typically very mobile and often relocate for college, work in another community, travel, or pursue other lifestyle preferences.

The primary working age population, which included persons from 25-54 years of age, comprised 39 percent of the resident population (Table 2-2). The size of this age group is comparable to other smaller Wyoming communities that contain established local economies. Consequently, Granger residents in the employed workforce continue to find sources of employment within a reasonable distance from the community.

Those nearing, or in their retirement years (65 years of age or older), included almost nine percent of the resident population. In April 2000, no residents were over 84 years of age. The lack of residents over 84 years of age may suggest that Granger residents do not envision the community as a place to retire.

2.1.4 Length of Residency

In April 2000, about half of Granger’s resident population lived in the same house in 1995 (U.S. Census Bureau, 2000). The remaining population resided in a different house somewhere else in the United States.

Twenty-nine percent of those moving into Granger between 1995 and 2000 came from another place of residence in Sweetwater County. Census data provides no insight concerning the motivation for in-migration into the community. It is likely, however, that

---

**TABLE 2-2**

<table>
<thead>
<tr>
<th>TOWN OF GRANGER</th>
</tr>
</thead>
<tbody>
<tr>
<td>RESIDENT POPULATION</td>
</tr>
<tr>
<td>APRIL 2000</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Age Group</th>
<th>Population</th>
<th>Percent of Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Under 1 year</td>
<td>1</td>
<td>0.7</td>
</tr>
<tr>
<td>1 to 2 years</td>
<td>5</td>
<td>3.4</td>
</tr>
<tr>
<td>3 to 5 years</td>
<td>5</td>
<td>3.4</td>
</tr>
<tr>
<td>6 to 12 years</td>
<td>19</td>
<td>13.0</td>
</tr>
<tr>
<td>13 to 19 years</td>
<td>16</td>
<td>11.0</td>
</tr>
<tr>
<td>20 to 24 years</td>
<td>11</td>
<td>7.5</td>
</tr>
<tr>
<td>25 to 34 years</td>
<td>10</td>
<td>6.8</td>
</tr>
<tr>
<td>35 to 44 years</td>
<td>17</td>
<td>11.6</td>
</tr>
<tr>
<td>45 to 54 years</td>
<td>30</td>
<td>20.5</td>
</tr>
<tr>
<td>55 to 64 years</td>
<td>19</td>
<td>13.0</td>
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<tr>
<td>65 to 84 years</td>
<td>13</td>
<td>8.9</td>
</tr>
<tr>
<td>85 years and over</td>
<td>0</td>
<td>0.0</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>146</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>

most in-migrants were attracted to the community because of its proximity to jobs in nearby trona mines, oil and gas activities in the Moxa-Arch field, and Little America.

Most new in-migrants (71 percent) between 1995 and 2000 moved to Granger from another community in Wyoming, or another state. Slightly more of these new in-migrants came to Granger from a community in another state.

While this data is several years old, this information suggests that Granger residents have, in recent years, experienced a fair degree of social transition via the in-migration of new residents from other communities. Longer term residents of Granger are probably becoming accustomed to the ways and ideas from those who have arrived from other communities within and outside of Wyoming. More recent residents, who are assimilating into Granger, are likely working on accepting the way things are done in the community and adjusting their lifestyles to establish relationships with new neighbors.

2.1.5 Anticipated Resident Population: 2009 to 2019

2.1.5.1 General

The size of the future resident population will depend primarily upon the amount of future natural growth, i.e., births and deaths; and the extent of future in and out-migration. These factors were considered through the development of a statistical model and three potential growth scenarios for the community: low, moderate and high growth.

Employment-based forecasts were developed by PPC for a ten-year period, i.e., 2009-2019. Estimates of potential in-migration were based upon assumptions by PPC regarding the potential number of new jobs in the Sweetwater County economy that would attract new residents to Granger (Table 2-3, Table 2-4 and Table 2-5). These assumptions include anticipated employment associated with oil and gas exploration and production, trona mining and processing, county and local government, as well as accommodations and food services.

2.1.5.2 Oil and Gas Exploration and Production

The potential in-migration of new, full-time residents to Granger is most likely to be derived from future oil and gas exploration and production in the Moxa-Arch field. The draft environmental impact statement prepared for the Moxa-Arch Area Infill Gas Development Project (Figure 2-1) suggests the potential development of roughly 1,861 gas wells during the next decade. Energy development in the Moxa-Arch field will primarily bring exploration personnel that will represent a significant temporary workforce. Personnel associated with long-term production will include, in part, lease operators. Assuming that one new lease operator position will be required to support the development of each new gas well, about 54 new lease operators will be hired to support natural gas production in the Moxa-Arch field during the next decade.

There are various communities in the vicinity of the Moxa-Arch field where lease operators could live. In its development of low, moderate and high growth scenarios, PPC assumed that Granger might attract somewhere between 10 and 30 percent of the anticipated number of lease operators as new full-time residents of the community. It was further assumed that each incoming lease operators would reside in Granger with 1.7 dependents.
Moxa-Arch Infill Gas Development Project Area

Legend
- Moxa-Arch Area
- Oil and Gas Fields
  - Moxa Field
  - All Other Fields
- Municipal Boundary

Road Network
- Interstate Highway
- US Highway
- State Highway
- County and Local Roads
- Rivers

Town of Granger Municipal Master Plan
Prepared By: Pedersen Planning Consultants
P O Box 66
Encampment, WY 82325
Phone: 307-327-5434
Web: www.pedersenplanning.com

Figure 2-1
### TABLE 2-3
ANTICIPATED RESIDENTIAL POPULATION
LOW GROWTH SCENARIO
TOWN OF GRANGER
2008 TO 2019

<table>
<thead>
<tr>
<th>Year</th>
<th>In-Migrants</th>
<th>Out-Migrants</th>
<th>Natural Growth</th>
<th>Anticipated Population</th>
<th>Annual Population Growth Rate</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td>Births</td>
<td>Deaths</td>
<td></td>
</tr>
<tr>
<td>Base Year: April 2008</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
<td>146</td>
</tr>
<tr>
<td>2009</td>
<td>7</td>
<td>5</td>
<td>2</td>
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<td>2010</td>
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<td>2011</td>
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<td>2012</td>
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<td>7</td>
<td>7</td>
<td>2</td>
<td>1</td>
<td>164</td>
</tr>
</tbody>
</table>

Key Employment Assumptions:
1) During the next decade, regional employment opportunities will attract the relocation of the following workers and their dependents to the Town of Granger:
   • 10 percent of lease operators (5 workers) serving Moxa-Arch Field;
   • Four new trona mining and processing workers;
   • Four new government employees; and,
   • Eleven new accommodations/food service employees.
2) 1.7 dependents will reside with each new worker relocating to Granger.


---

### TABLE 2-4
ANTICIPATED RESIDENTIAL POPULATION
MODERATE GROWTH SCENARIO
TOWN OF GRANGER
2008 TO 2019

<table>
<thead>
<tr>
<th>Year</th>
<th>In-Migrants</th>
<th>Out-Migrants</th>
<th>Natural Growth</th>
<th>Anticipated Population</th>
<th>Annual Population Growth Rate</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td>Births</td>
<td>Deaths</td>
<td></td>
</tr>
<tr>
<td>Base Year: April 2008</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
<td>146</td>
</tr>
<tr>
<td>2009</td>
<td>8</td>
<td>5</td>
<td>2</td>
<td>1</td>
<td>150</td>
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<tr>
<td>2010</td>
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<td>2011</td>
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<td>2012</td>
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<td>2013</td>
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<td>2014</td>
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<td>2015</td>
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<td>2016</td>
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<td>2017</td>
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<td>6</td>
<td>4</td>
<td>2</td>
<td>1</td>
<td>174</td>
</tr>
<tr>
<td>2019</td>
<td>8</td>
<td>8</td>
<td>2</td>
<td>1</td>
<td>175</td>
</tr>
</tbody>
</table>

Key Employment Assumptions:
1) During the next decade, regional employment opportunities will attract the relocation of the following workers and their dependents to the Town of Granger:
   • 20 percent of lease operators (11 workers) serving Moxa-Arch Field;
   • Four new trona mining and processing workers;
   • Four new government employees; and,
   • Eleven new accommodations/food service employees.
2) 1.7 dependents will reside with each new worker relocating to Granger.

### TABLE 2-5
ANTICIPATED RESIDENTIAL POPULATION
HIGH GROWTH SCENARIO
TOWN OF GRANGER
2008 TO 2019

<table>
<thead>
<tr>
<th>Year</th>
<th>Year</th>
<th>In-Migrants</th>
<th>Out-Migrants</th>
<th>Natural Growth</th>
<th>Anticipated Population</th>
<th>Annual Population Growth Rate</th>
</tr>
</thead>
<tbody>
<tr>
<td>Base Year: April 2008</td>
<td>2009</td>
<td>10</td>
<td>5</td>
<td>2</td>
<td>1</td>
<td>152</td>
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<tr>
<td></td>
<td>2010</td>
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<td>2011</td>
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<td>2017</td>
<td>10</td>
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<td>2</td>
<td>1</td>
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</tr>
<tr>
<td></td>
<td>2018</td>
<td>7</td>
<td>4</td>
<td>2</td>
<td>1</td>
<td>191</td>
</tr>
<tr>
<td></td>
<td>2019</td>
<td>10</td>
<td>6</td>
<td>2</td>
<td>1</td>
<td>196</td>
</tr>
</tbody>
</table>

**Key Employment Assumptions:**

1) During the next decade, regional employment opportunities will attract the relocation of the following workers and their dependents to the Town of Granger:
   - 30 percent of lease operators (16 workers) serving Moxa-Arch Field;
   - Four new trona mining and processing workers;
   - Four new government employees; and,
   - Eleven new accommodations/food service employees.

2) 1.7 dependents will reside with each new worker relocating to Granger.


#### 2.1.5.3 Trona Mining and Processing

The overall trona mining workforce is expected to remain at present levels during the next decade. Nevertheless, some attrition in this workforce will require the hiring of new personnel to fill existing positions. PPC assumed that five of these workers and their dependents will choose to reside in Granger during the next decade.

#### 2.1.5.4 Accommodations and Food Services

Continued employment associated with accommodations and food services at Little America, as well as any new accommodations and food services that might be developed in the vicinity of Granger, can be expected to generate future jobs in this industry. These jobs will reflect potential workforce expansions or attrition in the workforce.

PPC assumed that one new resident per year, which is employed in this industry, will choose to reside in Granger during the next decade. Each worker will be accompanied by 1.7 dependents.

#### 2.1.5.5 Government

Some of the future incoming residents of Granger will be persons who will be employed by State and municipal government operations in Granger. These positions will be generated from a combination of expanded governmental services or workforce attrition.
Four governmental employees are expected to relocate to Granger during the next decade. PPC anticipates that approximately 1.7 dependents will reside with each incoming governmental employee.

2.2 ECONOMIC TRENDS

2.2.1 Civilian Workforce and Employment Levels

The civilian workforce theoretically represents all residents of a geographical area, e.g., Town of Granger, who are 16 years of age or older. In April 2000, 70 persons in the civilian workforce were employed or pursuing job opportunities. This workforce represented 61 percent of the total civilian workforce (U.S. Census Bureau, 2000).

Ten residents in the civilian workforce were unemployed in April 2000. This level of unemployment rate (8.8 percent) was more than double the overall 4.0 percent rate of employment for Sweetwater County.

2.2.2 Sources of Employment

In April 2000, the primary source of employment for Granger’s employed workforce included jobs associated with accommodations and food services. These jobs represented almost 37 percent of all industries that provided employment to local residents (U.S. Census Bureau, 2000). Discussions with a representative of Little America suggest that the number of Granger residents employed by this industry in 2008 was generally comparable to the number employed in April 2000.

The mining industry includes, in part, trona mining and processing, as well as oil and gas exploration and production. In April 2000, the mining industry provided 23 percent of all jobs held by the employed workforce. PPC suspects that the number of jobs held by Granger residents in the mining industry has probably increased due to the recent expansion of natural gas exploration and production in the Moxa-Arch Field.

The remaining workforce in April 2000 was employed by various other industries. These industries included educational, health and social services; public administration; retail trade; construction; transportation; and manufacturing (Table 2-6 on the following page).

2.2.3 Household Income

In 1999, the median household income for Granger residents was $46,563. Almost 37 percent of the households in 1999 earned between $50,000 and $75,000 per year. Another 10 percent earned over $75,000 per year. These income levels likely reflected higher wage rates experienced by those employed in the trona, oil and gas industries, as well as two-earner households.

Almost 32 percent of all households earned under $25,000 per year. This income level can likely be attributed to jobs associated with accommodations and food services, as well as part-time employment.

Twenty-one percent of the remaining Granger households earned household incomes that ranged between $25,000 and $49,999 (Table 2-7 on the next page).
### TABLE 2-6
EMPLOYMENT BY INDUSTRY
TOWN OF GRANGER
APRIL 2000

<table>
<thead>
<tr>
<th>Industry</th>
<th>Persons</th>
<th>Proportion of Civilian Force (percent)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agriculture, forestry, fishing and hunting</td>
<td>0</td>
<td>0.0</td>
</tr>
<tr>
<td>Mining</td>
<td>14</td>
<td>23.3</td>
</tr>
<tr>
<td>Construction</td>
<td>3</td>
<td>5.0</td>
</tr>
<tr>
<td>Manufacturing</td>
<td>2</td>
<td>3.3</td>
</tr>
<tr>
<td>Wholesale trade</td>
<td>0</td>
<td>0.0</td>
</tr>
<tr>
<td>Retail trade</td>
<td>5</td>
<td>8.3</td>
</tr>
<tr>
<td>Transportation and warehousing</td>
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<td>5.0</td>
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<tr>
<td>Utilities</td>
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<td>0.0</td>
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<tr>
<td>Information</td>
<td>0</td>
<td>0.0</td>
</tr>
<tr>
<td>Finance and insurance</td>
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<tr>
<td>Real estate and rental and leasing</td>
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<td>0.0</td>
</tr>
<tr>
<td>Professional, scientific, and technical services</td>
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<td>0.0</td>
</tr>
<tr>
<td>Management of companies and enterprises</td>
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<td>0.0</td>
</tr>
<tr>
<td>Administrative and support and waste management services</td>
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</tr>
<tr>
<td>Arts, entertainment, and recreation</td>
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<td>0.0</td>
</tr>
<tr>
<td>Accommodation and food services</td>
<td>22</td>
<td>36.7</td>
</tr>
<tr>
<td>Other services (except public administration)</td>
<td>0</td>
<td>0.0</td>
</tr>
<tr>
<td>Public administration</td>
<td>4</td>
<td>6.7</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>60</td>
<td>100.0</td>
</tr>
</tbody>
</table>

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

### TABLE 2-7
HOUSEHOLD INCOME
TOWN OF GRANGER
1999

<table>
<thead>
<tr>
<th>Household Income Range</th>
<th>Number of Households</th>
<th>Proportion of ALL Households</th>
</tr>
</thead>
<tbody>
<tr>
<td>Less than $10,000</td>
<td>9</td>
<td>15.79</td>
</tr>
<tr>
<td>$10,000 to $14,999</td>
<td>2</td>
<td>3.51</td>
</tr>
<tr>
<td>$15,000 to $19,999</td>
<td>4</td>
<td>7.02</td>
</tr>
<tr>
<td>$20,000 to $24,999</td>
<td>3</td>
<td>5.26</td>
</tr>
<tr>
<td>$25,000 to $29,999</td>
<td>1</td>
<td>1.75</td>
</tr>
<tr>
<td>$30,000 to $34,999</td>
<td>3</td>
<td>5.26</td>
</tr>
<tr>
<td>$35,000 to $39,999</td>
<td>0</td>
<td>0.00</td>
</tr>
<tr>
<td>$40,000 to $44,999</td>
<td>4</td>
<td>7.02</td>
</tr>
<tr>
<td>$45,000 to $49,999</td>
<td>4</td>
<td>7.02</td>
</tr>
<tr>
<td>$50,000 to $59,999</td>
<td>11</td>
<td>19.30</td>
</tr>
<tr>
<td>$60,000 to $74,999</td>
<td>10</td>
<td>17.54</td>
</tr>
<tr>
<td>$75,000 to $99,999</td>
<td>2</td>
<td>3.51</td>
</tr>
<tr>
<td>$100,000 to $124,999</td>
<td>4</td>
<td>7.02</td>
</tr>
<tr>
<td>$125,000 to $149,999</td>
<td>0</td>
<td>0.00</td>
</tr>
<tr>
<td>$150,000 to $199,999</td>
<td>0</td>
<td>0.00</td>
</tr>
<tr>
<td>$200,000 or more</td>
<td>0</td>
<td>0.00</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>57</td>
<td>100.0</td>
</tr>
</tbody>
</table>

U.S. Census Bureau, Census 2000.
2.2.4 Industry Trends

2.2.4.1 Growth of Businesses in the Vicinity of Granger

The Town of Granger represents a small operational base for various companies that support natural gas development in the Moxa-Arch Field. Anadarko Petroleum Corporation, a major landowner within and in the vicinity of Granger, maintains a remote office on the north side of Granger. M-I SWACO and Baker Hughes independently produce and distribute drilling completion fluids for the oil and gas industry along the Union Pacific Railroad corridor. Robert’s Field Services provides a variety of field services to oil and gas exploration and production companies.

Aside from these business establishments, the only other business operating in the community is a bar that also offers some fast food.

Available data for Zip Code area 82934 (Figure 2-2 on the following page) indicate the presence of five commercial businesses with paid employees. The number of businesses operating in the vicinity of Granger has remained constant since 2000. The “decline” of one business establishment between 2002 and 2004 (Figure 2-3) reflects the movement of the FMC Wyoming complex into another Zip Code area rather than an actual loss of any business.

![FIGURE 2-3](image)

The adjoining 82929 Zip Code area, which extends east of Granger to Interstate 80, includes only one business establishment with paid employees. Since 2000, Little America is the only business establishment with paid employees that has operated in the 82829 Zip Code area.
2.2.4.2 **Trona Mining and Processing**

Four trona mining companies, which include FMC, General Chemical, Solvay Chemical, Inc., and OCI Chemical, operate in the Green River Basin. The trona deposit within the Green River Basin encompasses about 1,000 square miles within the Green River Basin; most of the trona deposit is located in Sweetwater County. Trona mining operations and related processing facilities are primarily located in west Sweetwater County.

In 2006, the four trona mining companies produced a combined 18,058,020 tons of trona. The trona industry employed a workforce of 2,259 persons (Wyoming Mining Association, 2008).

The largest trona mine operator in the Green River Basin is FMC. This company operates two soda ash plants which are situated within 8.5 miles east of Granger. The company employed 900 workers in 2007.

FMC’s second soda ash plant was “mothballed” in 2001 to reduce higher energy costs. However, the plant was re-activated in June 2005 and now operates at a reduced production capacity. The decision to re-open this facility was made in response to anticipated industry forecasts of rising domestic consumption (Casper Star Tribune, 2006).

2.2.4.3 **Oil and Gas Production**

Oil production in the Moxa and Arch fields began in the early 1980s. Since 2000, annual oil production levels have ranged between 400,000 and 500,000 barrels of oil (Bbl). Somewhat higher production levels over 500,000 Bbl occurred in 2007, but production volumes fell sharply during the 1st and 2nd quarter of 2008 (Oil and Gas Conservation Commission, 2008)

Natural gas production in the Moxa and Arch fields has steadily increased since the early 1980s. Annual gas production from these fields has remained near 20 million thousand cubic feet (Mcf) since 2000. However, gas production has declined closer to 15 million Mcf in 2008 (Figure 2-4).

During the next decade, industry representatives anticipate the exploration and production of roughly 1,861 wells in the Moxa-Arch Infill Gas Development Project area. Federal approval of this project is pending at the time of this report.
CHAPTER THREE
LAND USE

3.1 INTRODUCTION

Chapter Three examines historical and recent land use trends, existing land uses, and the potential demand for future land uses. This analysis provides the basis for a subsequent evaluation of potential land use expansion opportunities within, and in the immediate vicinity of, the Town of Granger (Chapter Four).

PPC prepared a geographical information system (GIS) for the Town of Granger. The Granger GIS was built from available spatial and tabular data that was furnished by Sweetwater County, the U.S. Federal Emergency Management Agency (FEMA), Nelson Engineering, Wyoming Geographical Information System (WyGIS), and other public agencies.

PPC also completed a land use inventory of all land uses within Granger, as well as surrounding lands within a one-mile radius of the community, on April 17, 2008. This information was incorporated into the Granger GIS. Land use trends were determined through the correlation of information gained from an April 17, 2008 land use inventory, municipal building permit records, and April 2000 Census data.

Future land use needs were quantified, to the extent feasible, for each general type of land use. These needs were based, in part, upon population forecasts for the moderate growth scenario (see Chapter Two). Forecasts for some land uses, e.g., senior housing, were also based upon reliable industry standards, as well as insights gained via discussions with community leaders, industry representatives, and small business owners.

3.2 COMMUNITY HISTORY

Hams Fork Station was a station for the transcontinental stage line which operated on the Oregon Trail during the 1850s. The station, which was located about four miles south of Granger, was also visited by emigrants traveling to the new frontier of the American West and, for a brief time, the Pony Express. This stage station was eventually relocated by Ben Holladay, owner of the Central Overland Express, to its present location in the Town of Granger in 1861-1862 (Sweetwater County Museum, 2001).
Stage coaches traveling along the transcontinental stage line regularly stopped to change horses about every 12 miles at swing stations. This was probably the primary function of the Granger Station. The stage station in Granger was strategically located in the vicinity of two major westward trails, the Oregon/California Trail and the Overland Trail. Otherwise, there was a limited military presence at the Granger Station during the late 1850s during the “Mormon War” and in December 1862 when 100 horses disappeared between Granger and the Ft. Bridger Station (Sweetwater County Historical Museum, 2001).

Operation of the Granger Station discontinued with the coming of the Union Pacific Railroad around 1868. Subsequently, the facility served as a residence for various families until 1930 when the Granger Station was sold to Wyoming’s Historical Landmark Commission (McGuire, 1981).

Mineral resources associated with oil, natural gas, trona and coal subsequently led to an influx of mining, oil and gas interests to the region surrounding Granger. The workforce associated with these industries provided the impetus for an expanded resident population which peaked to 177 persons in 1980 (Wyoming Department of Administration & Information, Division of Economic Analysis, 2001).

The subsequent closure of nearby coal mine operations and cyclical downturns in trona, oil and gas development between 1980 and 2000 decreased private and public investments in the Town of Granger. Many residents gradually left the community. By 2000, the community declined to a resident population of 146 persons.

### 3.3 GENERAL

The Town of Granger is a small, rural community in western Sweetwater County, a few miles north of Interstate 80. The main line of the Union Pacific Railroad bisects the north and south sides of the community.

The north side of the community includes a combination of residential, commercial, light industrial, and public facilities. Light industrial facilities are situated along the Union Pacific Railroad corridor. Commercial facilities include a business office and material storage area for Anadarko Petroleum, a major landowner on the north side of Granger. The Wyoming Department of Transportation (WYDOT) operates a sizeable quarry on the south side of U.S. Highway 30 to support regional highway repair and maintenance activities. WYDOT also operates a maintenance yard and supporting residential area adjacent to the Town of Granger’s northwest boundary. The Town of Granger plans to incorporate the WYDOT complex into the Town of Granger.

The south side of Granger is predominantly characterized by single family homes and temporary housing facilities, as well as some public facilities (Figure 3-1). Public facilities include those operated by the Town of Granger, Sweetwater County School District 2, and the U.S. Postal Service. The community has no distinct commercial center and only one commercial facility that supports the resident population.
3.4 HOUSING

3.4.1 Housing Inventory

On April 17, 2008, PPC documented approximately 83 housing units in the Town of Granger (Figure 3-2). This housing inventory included a combination of more permanent and temporary housing. Permanent housing comprised stick-built single-family homes, as well as manufactured homes and mobile homes on permanent foundations. Temporary housing included recreational vehicles, mobile homes on temporary foundations, and man-camp facilities (Table 3-1).

The housing inventory documented during the April 17, 2008 inventory equates to seven housing units more than the number of housing units documented in April 2000. However, it is important to note that only 37 percent of the housing observed in April 2008 was considered to represent permanent housing structures.

<table>
<thead>
<tr>
<th>TABLE 3-1 TYPE AND NUMBER OF HOUSING UNITS TOWN OF GRANGER April 17, 2008</th>
</tr>
</thead>
<tbody>
<tr>
<td>Housing Unit Category</td>
</tr>
<tr>
<td>-----------------------</td>
</tr>
<tr>
<td>Permanent Housing</td>
</tr>
<tr>
<td>Detached Single Family Home¹</td>
</tr>
<tr>
<td>Temporary Housing</td>
</tr>
<tr>
<td>Mobile Home on Temporary Foundation</td>
</tr>
<tr>
<td>Recreational Vehicle</td>
</tr>
<tr>
<td>Man-Camp Unit²</td>
</tr>
<tr>
<td>Total Housing Units</td>
</tr>
</tbody>
</table>

Notes: ¹Includes stick-built home, manufactured home, or mobile home on permanent foundation. ²Man-camp facilities are portable group living quarters.


3.4.2 Recent Residential Construction

Available municipal building permit records indicate that one new stick-built home was constructed in 2006. One residential garage was built in 2007. In addition, 10 mobile homes were installed on temporary foundations in the Trail West subdivision in 2006 and 2007. No building permit records are available between April 2000 and January 2006 (Shedden, 2008)
3.4.3 Home Occupancy, Tenure, and Household Size

About 71 percent of all housing units were occupied in April 2000. The remaining homes were vacant. Half of the 22 vacant housing units were used on a seasonal basis (U.S. Census Bureau, 2007). During the April 2008 inventory, no attempt was made to determine the occupancy of existing housing units.

Homeowners resided in almost 67 percent of all occupied homes in April 2000. Renters occupied the remaining 33 percent of all occupied housing units.

During the April 2000 Census, 54 households, with an average housing size of 2.7 persons resided, in Granger. An average household size of 2.21 persons characterized the community. However, it is important to note that single householders (living alone) resided in 24 percent of all occupied households.

While the size of the overall housing stock is somewhat greater than the number of homes documented in April 2000, it is likely that home occupancy, tenure, and household size characteristics differ considerably from conditions in 2000. The difference lies in a growing proportion of temporary residents who largely represent persons working in the Moxa-Arch Infill Gas Development Area.

3.4.4 Age of Housing

In April 2000, 51 percent of all housing units in Granger were built between 1970 and 1980. Another 26 percent of the homes were constructed prior to 1970 (U.S. Census Bureau, 2007). Since only a limited number of new homes have been built since the 2000 Census, 77 percent of the entire housing stock in 2008 is, at least, 29 years old.

3.4.5 Home Replacement Needs

In 2007, the Town of Granger identified several residential properties in the community where existing housing structures need to be demolished or redeveloped. Resolution 2007-3, which was adopted by the Granger Town Council on August 2, 2007 recognized these blighted areas and the need to rehabilitate or redevelop these properties in order to protect the health, safety and welfare of Granger residents.

Section 2 of Resolution 2007-3 also recognized the authority of the Granger Town Council to take all necessary actions to remedy these conditions. This authority is outlined in the Wyoming Urban Renewal Code which is presented in Section 15-9-102 through 15-9-137 of the Wyoming Statutes (see the next page for Highlights from Wyoming Urban Renewal Code which summarizes various provisions of the Urban Renewal Code that are particularly relevant to the Town of Granger).

Aside from the need to protect the health, safety and welfare of the community, the rehabilitation or redevelopment of blighted areas in Granger is an important step toward making the community more attractive to future investment.
### HIGHLIGHTS FROM WYOMING URBAN RENEWAL CODE

The Town of Granger may prepare a workable program for the rehabilitation or redevelopment of blighted areas and/or the implementation of other approaches, e.g., zoning and land development standards, for eliminating and preventing the expansion of more blighted areas.

An urban renewal project cannot be initiated unless the governing body, by resolution, has determined an area to be a slum or blighted area, and designated the area as appropriate for an urban renewal project.

A municipality may prepare an urban renewal plan. Any person or agency may also submit an urban renewal plan to a municipality. Such plans need to be reviewed by the municipal planning and zoning commission to ensure that the plans conform to the municipal master plan. The planning and zoning commission then forwards its recommendation to the Town Council within 30 days of the plan for review. Subsequently, the Town Council may proceed with a public hearing on the proposed project.

Following the public hearing, the Town Council may approve an urban renewal project if it determines that:

- There is a feasible method for relocating families that would be displaced from the urban renewal area.
- The urban renewal plan conforms to the municipal master plan.
- The urban renewal plan gives consideration to the provision of recreational opportunities and the health, safety and welfare of children residing in the community.
- The urban renewal plan affords maximum opportunity for the rehabilitation or redevelopment of the urban renewal area by private enterprise.
- If the urban renewal area consists of undeveloped lands to be acquired by the municipality, the area shall not be acquired unless:
  - It is developed for residential use.
  - There is a shortage of housing built with sound construction standards.
  - The need for housing will increase.
  - Conditions in the blighted area and the shortage of housing cause or contribute to an increase in the spread of disease and crime, and constitute a menace to public health, safety, and welfare.
- If the urban renewal area is to be redeveloped for nonresidential uses, the Town Council shall determine that:
  - Non-residential uses are necessary to facilitate the growth and development of the community.
  - Acquisition may require the exercise of government action because of defective title, diversity of ownership, tax delinquency, improper subdivisions, outmoded street patterns, site deterioration, economic disuse, unsuitable topography or faulty lot layouts.

An urban renewal project may be modified at any time.

The Town of Granger can borrow money or apply for any type of financial assistance to complete an urban renewal project.

The Town of Granger has the right to:

- acquire property by condemnation and exercise the right of eminent domain.
- Sell, lease or transfer real property.
- Retain property for public use.

Purchasers or lessees of property that may be acquired by the Town of Granger are obligated to devote the real property to uses outlined in the municipal urban renewal plan.

The Town of Granger is empowered to issue revenue bonds to finance an urban renewal project.

The Mayor, with consent of the Town Council, may create a municipal urban renewal agency to implement an urban renewal project.

No public official, employee of a municipality shall voluntarily acquire any personal interest, direct or indirect, in any urban renewal project. This requirement applies to any property included, or planned to be included, in any urban renewal project.
3.4.6 Permanent Housing Demand

3.4.6.1 Introduction

Permanent housing demands refer to the need for long-term housing by persons seeking to make Granger their primary residence.

Estimated housing demands presented in this analysis are not a forecast of potential residential building activity. Rather, the estimates represent the total housing production that is necessary to achieve a balanced housing market during the next decade. The statistical housing demand forecasts are presented on an annual basis to indicate the number of housing units that are expected to be needed in a specific year.

A balanced housing market is a market condition that generally reflects the following conditions:

- The majority of residents are able to own or rent a home that they can afford;
- The majority of residents live in a home that generally fulfills their criteria and preferences for a decent place to live and is not overcrowded; and,
- Housing supply and demand are generally in equilibrium.

The forecast of anticipated housing demands considered the type and volume of housing that will be needed to support the housing needs and preferences of the sales and rental housing markets. Special housing needs for persons nearing or in their retirement years are also presented.

3.4.6.2 Market Assumptions

In order to quantify potential housing demands for the next decade, various assumptions were made and incorporated into a statistical model that was developed to determine the anticipated resident population and housing demands for the Town of Granger. The primary assumptions incorporated into the model included the following:

- The population forecast associated with the moderate growth scenario would be realized during the 2009-2018 period (see Chapter Two).
- The average household size would be 2.70 persons per household. This was the average household size in April 2000.
- 75 percent of those migrating into Granger would be seeking to purchase a home in the community; the remaining 25 percent would seek rental housing.
- 90 percent of those seeking to purchase a home in the community would choose to purchase a new single family home; the remaining housing market (10 percent) would seek to purchase an existing detached single family residence in the community.
- Manufactured homes would represent a preference for 60 percent of the sales market demand. 30 percent of the sales market would prefer an attached single family residence. 10 percent would prefer to build a new, stick-built single family home.
- 100 percent of those persons seeking rental housing would prefer to rent a single family residence.
### 3.4.6.3 Anticipated Housing Demand

An overview of anticipated housing demands in the next decade is presented, on an annualized basis, in Table 3-2. In 2009 for example, it is anticipated that new persons entering the Town of Granger for permanent residency will generate an overall housing demand for three housing units. The anticipated demand in 2009 would become “balanced” through the purchase of two new homes and the rental of one housing unit. The continued deterioration of some housing units in Granger would also create the demand for two additional new homes that would replace some of the deteriorating housing units in the community.

If anticipated housing demands are met through 2019, the housing stock in the community would eventually increase to about 61 units in 2017. This represents a demand for the construction of 30 new homes. In addition, several vacant detached single family homes would be renovated and made available for longer term home rentals. These home rental demands are different than the demands associated with temporary housing (see section 3.4.7).

### 3.4.6.4 Sales Market Demand

Longer-term, permanent residents of Granger can be expected to seek the purchase of a few different types of single family housing (Table 3-3). As stated earlier, manufactured homes are expected to represent a preference for 60 percent of the sales market demand. This housing option will be most attractive since installation of the housing unit can be made within a short period of time. Installation of these housing units will require a permanent foundation and utility connections.

It is anticipated that 30 percent of the sales market would prefer an attached single family residence. The demand would be for a few twin-homes (two attached single family homes that share a common party wall), or one townhouse with several attached single-family dwelling units. The owner of each twin-home or townhome owns its own residential lot with a zero lot-line setback along each party wall. Side yards are typically located adjacent to the end units of the overall townhouse building.

The remaining 10 percent would prefer to build a new, stick-built single family home (Table 3-3). This option would be a preference for very few of the long-term residents in light of the time required to build the home and the distance to available residential building contractors.

### 3.4.6.5 Rental Housing Demand

The future demand for longer-term rental housing is expected to include about eight rental housing units (Table 3-2). It is anticipated that the rental market will primarily be for detached single family housing units.

As stated earlier, vacant detached single family homes in Granger would be renovated and/or made available for longer term home rentals. These home rental demands are different than the demands associated with temporary housing (see section 3.4.7).
### TABLE 3-2

**ANTICIPATED HOUSING DEMAND FOR PERMANENT RESIDENTS**  
**MODERATE GROWTH SCENARIO**  
**TOWN OF GRANGER**  
**2008 – 2018**  
(Number of Housing Units)

<table>
<thead>
<tr>
<th>YEAR</th>
<th>INVENTORY</th>
<th>DEMAND</th>
<th>ANTICIPATED HOUSING STOCK</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Existing Homes Vacated by Out Migration / Mortality</td>
<td>Aggregate Housing Demand from In Migrants</td>
<td>In Migrant Absorption of Fee Simple Inventory</td>
</tr>
<tr>
<td>Base Year 2008</td>
<td>31</td>
<td>2</td>
<td>3</td>
</tr>
<tr>
<td>2009</td>
<td>2</td>
<td>2</td>
<td>3</td>
</tr>
<tr>
<td>2010</td>
<td>2</td>
<td>2</td>
<td>3</td>
</tr>
<tr>
<td>2011</td>
<td>2</td>
<td>2</td>
<td>2</td>
</tr>
<tr>
<td>2012</td>
<td>3</td>
<td>1</td>
<td>3</td>
</tr>
<tr>
<td>2013</td>
<td>3</td>
<td>1</td>
<td>3</td>
</tr>
<tr>
<td>2014</td>
<td>1</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>2015</td>
<td>3</td>
<td>1</td>
<td>3</td>
</tr>
<tr>
<td>2016</td>
<td>3</td>
<td>1</td>
<td>3</td>
</tr>
<tr>
<td>2017</td>
<td>1</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>2018</td>
<td>3</td>
<td>1</td>
<td>3</td>
</tr>
<tr>
<td>2019</td>
<td>3</td>
<td>1</td>
<td>3</td>
</tr>
<tr>
<td>Totals</td>
<td>25</td>
<td>15</td>
<td>30</td>
</tr>
</tbody>
</table>

Note: 1Aggregate housing demands are based upon the annual number of new incoming residents and the average household size of 2.7 persons per household.  

### TABLE 3-3

**SALES MARKET DEMAND**  
**MODERATE GROWTH SCENARIO**  
**TOWN OF GRANGER**  
**2009 – 2019**  
(Number of Housing Units)

<table>
<thead>
<tr>
<th>Year</th>
<th>Detached Single Family Homes</th>
<th>Mobile Homes</th>
<th>Total Absorption</th>
<th>Stick-Built Single Family Homes</th>
<th>Attached Single Family Homes</th>
<th>Manufactured Home</th>
<th>Replacement Homes</th>
<th>Total New Homes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Base Year 2008</td>
<td>1</td>
<td>1</td>
<td>2</td>
<td>0</td>
<td>0</td>
<td>1</td>
<td>2</td>
<td>3</td>
</tr>
<tr>
<td>2009</td>
<td>1</td>
<td>1</td>
<td>2</td>
<td>0</td>
<td>0</td>
<td>1</td>
<td>2</td>
<td>3</td>
</tr>
<tr>
<td>2010</td>
<td>1</td>
<td>1</td>
<td>2</td>
<td>1</td>
<td>0</td>
<td>0</td>
<td>2</td>
<td>3</td>
</tr>
<tr>
<td>2011</td>
<td>1</td>
<td>1</td>
<td>2</td>
<td>0</td>
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<td>5</td>
</tr>
<tr>
<td>2012</td>
<td>1</td>
<td>1</td>
<td>2</td>
<td>0</td>
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<td>1</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>2013</td>
<td>1</td>
<td>1</td>
<td>2</td>
<td>1</td>
<td>0</td>
<td>0</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>2014</td>
<td>1</td>
<td>1</td>
<td>2</td>
<td>0</td>
<td>0</td>
<td>1</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>2015</td>
<td>1</td>
<td>1</td>
<td>2</td>
<td>0</td>
<td>2</td>
<td>1</td>
<td>1</td>
<td>4</td>
</tr>
<tr>
<td>2016</td>
<td>1</td>
<td>1</td>
<td>2</td>
<td>1</td>
<td>0</td>
<td>0</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>2017</td>
<td>1</td>
<td>1</td>
<td>2</td>
<td>0</td>
<td>0</td>
<td>1</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>2018</td>
<td>1</td>
<td>1</td>
<td>2</td>
<td>0</td>
<td>0</td>
<td>1</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>2019</td>
<td>1</td>
<td>1</td>
<td>2</td>
<td>0</td>
<td>0</td>
<td>1</td>
<td>1</td>
<td>2</td>
</tr>
</tbody>
</table>

Notes: 1Attached single family homes include two adjoining single family homes with a common wall. 2Replacement homes are new homes that replace structures deteriorating and not suitable for rehabilitation. 3Total sales market includes anticipated homes sought by residential incoming workers, as well as home replacements.  
3.4.7 Temporary Housing Demand

3.4.7.1 Introduction

Temporary housing demand refers to the market demand for temporary housing facilities such as mobile homes on temporary foundations, recreational vehicles, and portable man-camp structures. These housing facilities are typically sought by persons working in the Moxa-Arch Field during short-term or seasonal work assignments. These persons typically own or rent a primary residence that is located outside of Sweetwater or neighboring Uinta County.

3.4.7.2 Market Assumptions

Available data from the Moxa-Arch Area Infill Gas Development Project Draft Environmental Impact Statement suggests that a workforce of about 385 workers per year will be required for the annual construction and development of 186 gas wells during the next decade. The draft EIS also estimates that approximately 60 percent of the workforce associated with the project will likely come from communities outside of Sweetwater and Uinta counties (U.S. Bureau of Land Management, 2007). Using these assumptions, the Moxa-Arch Infill Gas Development Project will annually generate a temporary housing demand for about 231 workers.

Workers in the Moxa-Arch Field certainly have choices to seek housing in Rock Springs, Green River, Kemmerer, Evanston and other communities such as Granger. Because of significant exploration and production activities already in progress, rental housing is already in short supply. It is anticipated that 80 percent of this workforce will locate temporary housing in the larger communities where more community amenities, eating and drinking establishments, and sources of entertainment are available.

If 20 percent of the workforce chooses to seek temporary housing in Granger, temporary housing demands during the next decade will represent about 46 workers. Some of these workers will also bring dependents, but most workers are expected to come single-status.

Future temporary housing needs will continue to be met through the use of available mobile home spaces in the Trails West Subdivision and other portions of the community where recreational vehicles, mobile homes and man-camp units may be authorized by the Town of Granger.

3.4.8 Senior Housing Needs

3.4.8.1 Potential Market

The potential market for senior housing generally includes persons 65 years of age and older. In April 2000, this age group included 13 persons, or almost nine percent of Granger’s total resident population.

The health industry has previously considered the market to include those 55 years of age or older. However, increased longevity in America has gradually led the health care industry to modify this earlier market definition.
Housing needs for seniors are highly variable. Many persons in this age group are very independent and living active and productive lives, often well into their 80s and 90s. On the opposite end of this spectrum, others with disabilities or serious health issues require nursing home care.

For this reason, the range of senior housing demands generally includes:

- Persons requiring no care and living in owner-occupied or renter-occupied housing units;
- Assisted living; and,
- Nursing home care.

### 3.4.8.2 Anticipated Demand

**Persons Requiring No Care**

Discussions with health care industry representatives suggest that, at least, 60 percent of those persons 65 years of age and older are generally healthy, living independently, and not in need of skilled nursing care (Kaumo, 2007). In 2008, PPC estimates that there about 13 persons in Granger who are 65 years of age and older.

During the next decade, this age group is expected to increase to 16 persons by the year 2019. It can be concluded that about 10 of the 16 persons, who are 65 years and older, will reside independently in their own private homes.

**Assisted-Living**

Assisted-living facilities generally provide a number of separate, private living units within a larger residential complex. The average assisted living facility contains about 60 living units (Schuetz, 2003). Common space areas include, at least, dining facilities and general activity areas for residents of the assisted-living facility. Various types of non-medical support are provided to residents on an as-needed basis.

"Services at these facilities typically include meals, hospitality services, housekeeping, transportation, medication management, security, and assistance with activities of daily living (ADLs) and instrumental activities of daily living (IADLs). ADLs include bathing, dressing, eating, toileting, and transferring; IADLs are activities such as laundry, phone use, shopping, and money management. Some facilities provide specialized care for residents suffering from Alzheimer's or dementia" (Schuetz, 2003).

This market is believed to be generally limited to those persons who are 75 years of age and older. In April 2000, four Granger residents, or about 2.7 percent of the total resident population, comprised this age group. An unknown proportion of this age group continues to live independently and/or receives some assistance from extended family members. National data suggests that roughly 10 percent of this population represents the potential market for assisted-living facilities (Schuetz, 2003).

As stated earlier, the anticipated 2019 resident population is expected to include about 175 persons in Granger. If those residents, who are 75 years of age and older, represent 2.7 percent of the total resident population, this age group should include approximately five persons.
Nursing Home Care

On a nationwide basis, only 4.5 percent of those 65 or more years of age reside in nursing home facilities. Using this assumption and the anticipated number of persons 65 years and older, the anticipated demand for nursing home facilities in 2019 would include approximately one person.

Pedersen Planning Consultants determined the proportion of the resident population in Rock Springs, Wyoming that is living in local nursing home facilities in 2007. At that time, the nursing home population represented about 0.3 percent of the city’s total resident population. While the City of Rock Springs is not representative of cultural and health characteristics of Granger, these statistics suggest that future demands for nursing home care can be highly variable. Consequently, the demand for nursing home care in Granger may be considerably less than 4.5 percent of the senior population.

Cumulative Senior Housing Needs

Cumulative senior housing needs include a limited market for those persons 65 years and older who need or seek assisted-living facilities or nursing home care (Table 3-4). Total senior housing demands among Granger residents would include only about six persons.

<table>
<thead>
<tr>
<th>Year</th>
<th>Anticipated Population</th>
<th>Anticipated 65 and Older Population</th>
<th>Housing Demands</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td>Persons Requiring No Care</td>
</tr>
<tr>
<td>2008</td>
<td>146</td>
<td>13</td>
<td>8</td>
</tr>
<tr>
<td>2009</td>
<td>150</td>
<td>13</td>
<td>8</td>
</tr>
<tr>
<td>2010</td>
<td>154</td>
<td>13</td>
<td>8</td>
</tr>
<tr>
<td>2011</td>
<td>157</td>
<td>13</td>
<td>8</td>
</tr>
<tr>
<td>2012</td>
<td>159</td>
<td>14</td>
<td>9</td>
</tr>
<tr>
<td>2013</td>
<td>161</td>
<td>14</td>
<td>9</td>
</tr>
<tr>
<td>2014</td>
<td>163</td>
<td>14</td>
<td>9</td>
</tr>
<tr>
<td>2015</td>
<td>167</td>
<td>15</td>
<td>9</td>
</tr>
<tr>
<td>2016</td>
<td>169</td>
<td>15</td>
<td>9</td>
</tr>
<tr>
<td>2017</td>
<td>171</td>
<td>15</td>
<td>9</td>
</tr>
<tr>
<td>2018</td>
<td>174</td>
<td>16</td>
<td>10</td>
</tr>
<tr>
<td>2019</td>
<td>175</td>
<td>16</td>
<td>10</td>
</tr>
</tbody>
</table>


Discussions with operators of assisted-living facilities in Montana and Wyoming suggest that a minimum population of about 15 residents is required to support the operation of an assisted living facility. Nursing home operations typically require a somewhat larger client base to support higher labor costs for a registered nurse. A registered nurse would be required to prepare medications for residents of any nursing home facility. Consequently, the potential demand would be insufficient to attract any private investment for a new assisted living facility.

Nationwide, there is a growing trend toward more home and community based services. This trend is emerging because of higher consumer costs associated with assisted-living and nursing home facilities (Sumic, 2008). In Wyoming, the
Wyoming Department of Health Aging Division administers a community based and Medicaid based home health care program that provides skilled and supportive services to persons in their homes. The services provided follow a physician’s plan of care. The extent of care provided by the Wyoming Department of Health Aging Division is also dependent upon the financial resources of each person seeking home health care services (Harvey, 2008).

However, there are also two other options that the Town of Granger could consider for encouraging private investment to support care and housing for seniors.

- An existing or prospective resident of Granger could be encouraged to establish a boarding home that would be authorized by the Wyoming Department of Health, Office of Health Quality, Planning and Program Evaluation. By State definition, a boarding home is a dwelling or rooming house that is operated by any person, firm or corporation engaged in the business of operating a home for the purpose of renting rooms, providing meals and personal daily living care, but not rehabilitative or nursing care, for persons not related to the owner. A boarding home does not include a lodging facility or an apartment where only room and board is provided.

- An existing or prospective resident of Granger could also be encouraged to consider establishment of an adult foster care home. The 2007 Wyoming State Legislature established a pilot program for the licensure of adult foster care homes (W.S. 42-6-105). By definition, these facilities essentially represent private homes where landowners can seek authorization from the Wyoming Department of Health to provide housing and care for up to five individuals who are not related to the provider. A private room and handicapped accessible restroom is required for each resident.

### 3.5 COMMERCIAL AND LIGHT INDUSTRIAL

#### 3.5.1 Commercial Land Uses

In April 2008, there were two commercial businesses and two light industrial operations based in the Town of Granger (Figure 3-3).

Anadarko Petroleum Corporation maintains a field office along the Old Granger Road. Field personnel based at Anadarko’s Granger office support the company’s natural gas exploration and production activities within the Moxa-Arch Infill Gas Development area.

The field office provides some office space for Anadarko personnel, as well as some onsite storage area for materials and equipment.

A local bar operation known as Antelope Crossing Pub is located along Spruce Street. This drinking establishment also provides some fast-food products, e.g. hamburgers and pizzas, to its customers.

Mountain States Fuel has a small facility located east of the municipal water treatment plant. This facility supports the natural gas distribution system in the Town of Granger.
3.5.2 Industrial Land Uses

Light industrial operations include two producers of drilling completion fluids to the oil and gas industry, as well as the Wyoming Department of Transportation (WYDOT) quarry operation along the south side of U.S. Highway 30.

3.5.2.1 Drilling Fluid Producers

Drilling fluid producers, Mi SWACO and Baker Hughes, each have operations located along the north side of the Union Pacific Railroad main line. Mi SWACO recently purchased an adjoining 14 acres of land from Ray Wolfley to provide more space for its local company operations in Granger.

3.5.2.2 Wyoming Department of Transportation Quarry

The Wyoming Department of Transportation (WYDOT) continues to lease lands south of U.S. Highway 30 from Anadarko Petroleum Corporation for a gravel quarry. WYDOT regards this quarry as its best gravel pit in the WYDOT District 3 area. The gravel resources obtained from this quarry are needed to support the long-term maintenance of State highways in WYDOT’s District 3 service area.

WYDOT’s existing lease of this area presently extends to 2012. However, the gravel resources on these lands will largely have been exploited by 2011 (Jorgenson, 2008). Consequently, WYDOT plans to excavate gravel resources from other adjoining Anadarko properties west of old Highway 30 (Fedrizzi, 2008).

3.5.3 Anticipated Commercial Demand

Continued exploration and production of oil and gas reserves in the Moxa-Arch Infill Gas Development area and the anticipated growth in the resident population is expected to gradually increase the number of commercial establishments in Granger.

Increased vehicular traffic along U.S. Highway 30 will likely prompt commercial investments in the north part of Granger. Private lands along the north and south side of U.S. Highway 30 could attract investments for a truck stop, a related truck repair operation, a convenience store, and visitor accommodations.

Increased vehicular traffic along the old Little America Road, a modest increase in the more permanent resident population, and a growing number of temporary residents will also gradually encourage the development of a more diverse range of retail trade opportunities on the south side of the Union Pacific Railroad main line. Such investments could include a general mercantile store, a café, a hair salon/barber shop, work clothes retail store, and possibly a few small offices for a few professional and technical services supporting regional oil and gas activity (Table 3-5).
TABLE 3-5
FLOOR SPACE DEMAND
POTENTIAL NEW COMMERCIAL ENTERPRISES
TOWN OF GRANGER
2008 TO 2019

<table>
<thead>
<tr>
<th>Potential Commercial Business</th>
<th>Anticipated Number of New Commercial Establishments</th>
<th>Anticipated Floor Space Required for Each Establishment</th>
<th>Total Floor Space Demand (square feet)</th>
</tr>
</thead>
<tbody>
<tr>
<td>General Mercantile Store</td>
<td>1</td>
<td>3,500</td>
<td>3,500</td>
</tr>
<tr>
<td>Small Café</td>
<td>1</td>
<td>3,000</td>
<td>3,000</td>
</tr>
<tr>
<td>Convenience Store / Gas Station¹</td>
<td>1</td>
<td>4,300</td>
<td>4,300</td>
</tr>
<tr>
<td>Professional &amp; Technical Services</td>
<td>3</td>
<td>1,500</td>
<td>4,500</td>
</tr>
<tr>
<td>Hair Salons/Barber Shops</td>
<td>1</td>
<td>1,000</td>
<td>1,000</td>
</tr>
<tr>
<td>Retail Shops</td>
<td>1</td>
<td>3,000</td>
<td>3,000</td>
</tr>
<tr>
<td>Motel</td>
<td>1</td>
<td>10,500</td>
<td>10,500</td>
</tr>
<tr>
<td>Heavy Equipment Repair Shop</td>
<td>1</td>
<td>5,000</td>
<td>5,000</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>10</strong></td>
<td></td>
<td><strong>34,800</strong></td>
</tr>
</tbody>
</table>

Note: ¹ The area required for a combination gas station and convenience store would require, at least, 4,300 square feet for the store and a 1.25-acre site to accommodate an outdoor fuel dispensing area and vehicular parking.


3.5.4 Anticipated Light Industrial Demand

Granger is centrally located within the Moxa-Arch Infill Gas Development Project area where the development of 1,861 new gas wells is expected during the next decade. For this reason, Granger represents a potential location for a business park that could accommodate a combination of field offices, a trucking company terminal, material storage areas, mechanical contractors, a heavy equipment repair operation, and other light industrial activities that could support regional oil and natural gas exploration and production.

The delivery of equipment, materials and supplies supporting regional oil and natural gas development is typically transported from regional distributors to specific exploration and production sites via truck (Wells, 2008). Consequently, the demand for light industrial sites will probably be limited. Nevertheless, it is anticipated that roughly 20 light industrial sites will be sought from a variety of companies that are developing new gas wells during the next decade.

3.6 COMMUNITY AND PUBLIC FACILITIES

3.6.1 Type and Location

Public facilities include those owned and operated by public agencies such as the Town of Granger and Sweetwater County School District 2. In contrast, community facilities are privately owned facilities, e.g., churches, which are typically available to the general public (Table 3-6).
3.6.1.1  Public Facilities

Public facilities in the Town of Granger primarily include municipal owned facilities (Figure 3-4). The Granger Town Hall supports the administration of municipal government. This facility provides office space for the Town Clerk and Water/Wastewater Superintendent, meeting area for the Town Council, and record storage. This former residence also includes a small reception area, kitchen and one restroom.

Roy Adams Park, which is owned and maintained by the Town of Granger, includes a softball field, an adjoining picnicking and playground area, restroom facility, and vehicular parking area.

The municipal water treatment plant supports the municipal water system. The lift station and sewer lagoon are associated with the municipal wastewater system. These facilities are discussed more fully in Chapter Five.

Granger School, which is owned and operated by Sweetwater County School District 2, currently provides elementary education for children in kindergarten through 4th grade. Fourteen children attended Granger School in school year 2007-2008 (Mansir, 2008). This facility generally includes three classrooms, an office, an auditorium, a combination gymnasium/dining room and commercial kitchen, a faculty lounge, restrooms, and various storage areas.

The Granger Library, which is immediately adjacent to Granger Town Hall, is situated on lands owned by the Town of Granger.

3.6.1.2  Community Facilities

Community facilities in Granger include the Granger Baptist Church and the historical Granger Stage Station.

The Granger Baptist Church is situated on the east side of Trails West Subdivision. Representatives of the church indicate that a parsonage may eventually be constructed on property owned by the church.
The Granger Stage Station is a national historic site that is owned by the Wyoming Department of State Parks and Cultural Resources, Division of State Parks and Historic Sites (SPHS). This historical site is located on a one-acre property on the southwest side of Spruce Street. This site was enrolled on the National Register of Historic Places on February 26, 1970 (McGuire, 1981).

3.6.2 Community and Public Facility Needs

3.6.2.1 Granger School

It is essential that an elementary school continues to operate in the Town of Granger. This facility provides one of several types of public services that are needed to attract future housing and commercial investments during the next decade. Lease operators with families, who will investigate various housing options in the vicinity of the Moxa-Arch Infill Gas Development Project area, will regard the availability of a local school for younger children as an essential requirement for living in the community.

In 2006, the SCSD2 Board made a decision to close Granger School if the school enrollment would dip below 10 students. More recently, informal discussions with the superintendent of Sweetwater County School District 2 (SCSD2) suggest that School District 2 may close Granger School unless school enrollments increase. However, no decisions have been reached concerning operation of the school beyond the 2008-2009 school year (Sorensen, 2008).

3.6.2.2 New Town Hall

The Town of Granger could operate more effectively with a larger Town Hall facility. The floor space of this facility should be partitioned to accommodate, at least, the following building functions:

- Reception area for local residents coming to Town Hall to obtain information, meet with municipal officials, or payment of utility bills;
- Separate offices for the Mayor, Town Clerk, and Water and Wastewater Superintendent;
• Public meeting space for meetings of the Granger Town Council, the Granger Planning and Zoning Commission, and local residents attending these meetings;
• General office equipment; and,
• Adequate storage area for municipal records.

In the short term, the Town of Granger is planning to include some administrative floor space within a planned public works center that will be built on a three-acre site located just east of the present water treatment plant. However, it is recommended that a new Town Hall facility should eventually be designed and constructed at the present Town Hall location or another site in the community (see Chapter Four).

3.6.2.3 Community Center

A community center is needed in the community to provide a place for community gatherings, provide social opportunities for seniors, as well as indoor recreational opportunities for residents of all ages. Such a center will require floor space for, at least, the following:

• community library;
• indoor recreational room that would accommodate equipment for activities such as table tennis, billiards, and air hockey;
• commercial kitchen and service counter;
• an open multiple use area that would be regularly used by seniors for lunch, as well as by other residents for larger community gatherings;
• fitness center that would include a treadmill, exercise bikes, home gym equipment, and free weight systems;
• counter area where recreational equipment, e.g., ping pong paddles and pool cues, can be checked out by incoming users; and,
• an office for a center manager.

A community center supporting the preceding range of activities would be helpful to improve the well being of community residents and increase social interaction within the community. The same facility could support the community’s receipt of preventative health services, e.g., flu shots, and other special events. Movie nights or other activities could also provide recreational opportunities for local and temporary residents of Granger.

The incorporation of the community library into the community center will reduce the number of people needed to manage the facility and consolidate vehicular parking requirements in one location. The presence of the library in the center will also enable individual residents and families to come to one location for a variety of social, recreational, and educational purposes.

3.6.2.4 Granger Stage Station

Granger Stage Station in an important community asset that provides residents with an insight to Granger’s history. The communication of this history can be accomplished through the restoration and interpretation of the Granger Stage Station site.
A March 2007 report by the Granger Stage Station State Historic Site Steering Committee outlined a series of recommended strategies for restoration of existing structures on the site, as well as interpretation of the site. The report indicates that the Steering Committee will work with State legislators to secure funding for the proposed improvements. Once the improvements are completed, the Steering Committee envisioned that the Town of Granger and State Parks and Historic Sites (SPHS) will develop an agreement for long-term maintenance of the Stage Station and surrounding property.

The Wyoming Division of State Parks and Historic Sites is seeking $14 million from the 2009 Wyoming State Legislature for the completion of various restoration and interpretative projects in Wyoming. Approximately $460,000 has been established for the proposed improvements to the Granger Stage Station (Thibodeau, 2008).

3.7 RECREATION AND CONSERVATION

3.7.1 Existing Recreational Activities and Facilities

The Town of Granger is surrounded by abundant wildlife and scenic river views. These are enjoyed by residents as they drive to and from work or other destinations outside of the community. Many residents also view these resources while four-wheeling on all-terrain vehicles during the spring, summer and fall.

Residents make limited use of Roy Adams Park which is the only established recreational area in Granger. The park includes a softball field with two dugouts, a basketball court, picnic tables and individual barbecue facilities, swing sets, a horseshoe pit, and restroom facilities.

Additional playground equipment is also located upslope of the park at Granger School. However, these facilities are only accessible to children during established school hours.
3.7.2 Recreation and Conservation Needs

3.7.2.1 General

Expanded recreational opportunities in the community can help increase social interactions within the community, as well as provide constructive and healthy leisure activities for residents of all ages. These opportunities can be a catalyst to help attract future home and commercial investments in the community.

3.7.2.2 Recreation

Indoor Recreation

In 2008, some residents expressed their concern for the lack of recreational opportunities for children and youth living in the community. The lack of indoor recreational opportunities prompted the owners of the Antelope Crossing Pub to provide a pool table where older youth could have some recreational opportunities (Dobyns, 2008).

Granger School clearly offers a potential opportunity for the location of some indoor activities. However, potential liability issues and the need for onsite supervision during non-school hours hamper the availability of the school gymnasium and other floor space beyond school hours.

As stated earlier, a community center is recommended to provide, in part, some indoor recreational opportunities for both youth and adults (see section 3.6.2.3). Such activities could include:

- a fitness center that would include a treadmill, exercise bikes, home gym equipment, and free weight systems; and,
- Indoor game tables for table tennis, billiards, and air hockey.

Recreational equipment would be made available to permanent residents of the community. Temporary residents would be able to access the same facilities, but would need to purchase an annual membership card to help defray municipal operation and maintenance costs.

Walking and Bicycle Pathway

A community assessment, which was conducted by the Wyoming Rural Development Council in October 2004, reported that residents desire to see a walking pathway developed along the Blacks Fork River. Municipal road right-of-way and municipal lands along the Blacks Fork River could be used to incrementally establish a community trail system within and adjacent to the Town of Granger.

A designated walkway would desirably be eight feet wide to accommodate people walking, jogging, or riding a bicycle. The trail route could be established using road base material and signage.

Multi-Purpose Outdoor Recreation Area

Other outdoor recreational opportunities can be provided to Granger residents through the establishment of a less developed municipal recreation area that could
accommodate outdoor recreational activities such as RV and tent camping, hiking, and bicycling. It is envisioned that this type of park would also be conducive to supporting annual community events such as the 1834 Rendezvous celebration.

3.7.2.3 Conservation of Natural Resources

The Blacks Fork River and Hams Fork River drainages represent important habitat for big game animals such as pronghorn antelope, mule deer, and moose. Lands between terrestrial and aquatic systems where substrates are, at least, periodically saturated with water, are also located along these two river drainages. These wetlands contain some plants and animals that are adapted to live in water or in saturated soils.

These resources can, for the most part, be conserved through the establishment of a municipal policy that no structures will be constructed within the 100-year flood plain that is associated with the Blacks Fork River and Hams Fork River (see Chapter Four). Such a policy can be incorporated within the municipal zoning ordinance.
CHAPTER FOUR
LAND USE EXPANSION AND ANNEXATION OPPORTUNITIES

4.1 FACTORS INFLUENCING FUTURE LAND USE EXPANSION

4.1.1 General

Potential opportunities for future land use expansion are dependent upon various factors that influence the feasibility of potential land use development and related private and public investments. For the purposes of the master plan, consideration was given to surrounding land uses and land ownership, designated 100-year flood plain areas, wetlands and related wildlife habitat, and available infrastructure.

The suitability of soils to support structural development is also a very relevant consideration associated with potential land use expansion. General soils information and land use suitability analyses from the U.S. Natural Resources Conservation Service are available for various parts of Wyoming. Unfortunately, no soil survey is available for the Granger area. Consequently, potential land use expansion areas could not be assessed in the context of potential soil limitations or soil suitability.

4.1.2 Surrounding Land Uses and Land Ownership

Much of the land within a one-mile radius around the Town of Granger remains undeveloped (Figure 4-1). The extent of these properties and their accessibility to U.S. Highway 30, the Old Granger Road (former U.S. Highway 30), and Old Little America Road suggest some prospects for future land use expansion and annexation.

4.1.2.1 Lands North of the Municipal Boundary

Undeveloped lands north of the municipal boundary have access to U.S. Highway 30. For example, the Hay and Taliaferro families own a 322-acre parcel that is immediately adjacent to the north and south sides of the highway (Figure 4-2). One gas well is located on this property; otherwise the property remains undeveloped. Informal discussions with family representatives indicate that landowners have no development plans for this property, but are receptive to considering any potential development opportunities. Immediately east of this parcel, Anadarko Petroleum Corporation owns most of the adjoining section 21, Township 19N, Range 111W.

Natural gas wells are situated northwest of the municipal boundary. These properties are owned by Anadarko Petroleum Corporation and its subsidiary, Uinta Development Corporation.
4.1.2.2 Lands South of the Municipal Boundary

Southwest of the municipal boundary are approximately 454 acres of State Trust lands in Section 32, T19N, Range 111W. An additional 80 acres of State Trust land are also located in Section 30, T19N, Range 111W. These State Trust lands are administered by the Wyoming Office of State Lands and Investments (OSLI). The 534 acres of State Trust lands are presently leased for agricultural purposes (Figure 4-2), but any public agency or individual could nominate these Trust lands for sale at a public auction (Arnold, 2008). Much of these State Trust lands are situated within the 100-year floodplain of the Hams Fork River.

Another undeveloped section of land (section 21, Township 19N, Range 111W), which is situated immediately east of the State-owned properties, is owned by Anadarko Petroleum Corporation.

4.1.2.3 Lands East of the Municipal Boundary

Undeveloped lands lie east of the municipal boundary. These lands are primarily owned by Anadarko Petroleum Corporation and the U.S. Bureau of Land Management (Figure 4-2). No development plans are known for these properties.

4.1.2.4 Lands West of the Municipal Boundary

Some limited residential development lies immediately west of the municipal boundary. This area includes the WYDOT maintenance complex and related residential area, as well as several detached single family homes on rural residential lots. Municipal representatives indicate that WYDOT representatives are receptive to their complex becoming annexed into the Town of Granger. However, individual owners of several rural residential lots west of the municipal boundary have expressed little or no interest in any potential annexation into the Town.

4.1.3 Flood Hazards

Available information from the Federal Emergency Management Agency (FEMA), which is now part of the U.S. Department of Homeland Security, provides some insight concerning flood hazards in the vicinity of Granger. Available FEMA mapping identifies two flood zone designations, i.e., Zone A and Zone C (Federal Emergency Management Agency, 2007).

Zone A refers to:

- Areas with a 1% annual chance of flooding, and,
- Areas with a 26% chance of flooding over the life of a 30-year mortgage.

Zone C refers to:

- Areas situated outside of the one percent annual chance floodplain,
- Areas having a one percent annual chance of sheet flow flooding where average flood depths are less than one foot; and,
- Areas having a one percent annual chance of flooding where the size of the contributing drainage area is less than one square mile, or protected from potential flooding by levees.
Within Zone C, no base flood elevations are indicated on available flood hazard mapping because the purchase of flood insurance is not required in these areas (Federal Emergency Management Agency, 2007).

The 100-year floodplain (Zone A) encompasses lands that are situated along the Hams Fork River and Blacks Fork River. All other portions of the community are designated as Zone C (Figure 4-3).

In general, available flood hazard information suggests some constraint to future land use expansion on:

- municipal and private lands that are situated between Wyoming Highway 375 and the Blacks Forks River;
- privately-owned lands within northern portion of Trails West Subdivision;
- State and private lands along the Blacks Forks River that are west and southwest of the Trail West Subdivision; and,
- the former annual rendezvous site which is situated northwest of the main town site.

Any future structural development within the two river floodplains will need to raise building floor elevations at least one foot above base flood elevations. This mitigation will be required to help minimize potential property damages and human injuries from future flood events, as well as qualify property owners for flood insurance that may be available from the U.S. Department of Housing and Urban Development.

A preferred approach would be for the Town of Granger to prohibit structural development within any area of the 100-year floodplain. This approach would more effectively minimize the risk of potential human injuries and property damages within the 100-year floodplain. If this approach is pursued as part of future revisions to existing municipal zoning regulations, it is recommended that the Town of Granger authorize temporary housing within the 100-year floodplain area that is located in Trails West Subdivision.

4.1.4 Soils

Soil characteristics in the vicinity of Granger have not been classified, mapped and interpreted by the Natural Resources Conservation Service. This information, which is typically available for many Wyoming communities, provides some general guidance in terms of the suitability of surface soils to support various types of land use development. In the absence of this information, it is recommended that developers of any property within the community carry out some degree of soil testing to confirm the suitability of soils to support future land use development.

4.1.5 Wetlands

Wetlands containing saturated soils are situated along the Blacks Fork and Hams Fork River drainages. Within the municipal boundary, these wetlands primarily include riverine and freshwater emergent wetlands and a limited amount of forested shrub wetland (Figure 4-4).
Riverine wetlands are areas characterized by channelized water on an ephemeral, intermittent, or perennial basis. Vegetation is usually found along the banks of a river channel.

Freshwater emergent wetlands along the Blacks Fork and Hams Fork River drainages typically represent marsh areas. Marsh areas are associated with bottomlands, or perennial reaches of the river drainage. These wetlands support emergent vegetation such as cattails and bulrushes.

Forested/shrub wetlands along the two river drainages support various types of trees and shrubs that are dependent upon saturated soils. The predominant vegetation found along the Blacks Fork and Hams Fork River drainages includes cottonwoods, willows, tamarisk, silver buffaloberry, black hawthorn, and boxelder. However, some livestock grazing has apparently impacted the growth of trees in some wetlands along the Blacks Fork River (Nichols, 2008).

Since the Blacks Fork River and Hams Fork River drainages represent important habitat for various plants and animals that are adapted to live in water or in saturated soils, it is desirable to avoid future development of these areas. For the most part, these wetlands occur within the 100-year flood plain. Consequently, the avoidance of these areas represents no significant constraint to future land use expansion.

### 4.1.6 Big Game Animals

The Blacks Fork River and Hams Fork River drainages also represent important habitat for big game animals such as pronghorn antelope, mule deer, and moose. For example, available big game range maps prepared by the Wyoming Game and Fish Department indicate that lands in the vicinity of Granger provide crucial yearlong habitat for pronghorn antelope (Figure 4-5), as well as winter yearlong and yearlong habitat for mule deer (Figure 4-6).

All big game animals are attracted to riparian areas along the Blacks Fork and Hams Fork River (Wyoming Game and Fish Department, 1978). Antelope, however, tend to be more migratory and generally prefer grasslands and sagebrush communities.

There is a considerable amount of habitat available to support pronghorn antelope, mule deer, and moose in the vicinity of Granger. If wetland and related flood plain areas remain undeveloped, future land use expansion is not expected to generate any significant impact on local habitat ranges for big game animals.
4.2 POTENTIAL OPPORTUNITIES FOR FUTURE LAND USE EXPANSION

4.2.1 General

Promising opportunities for future land use expansion exist on lands situated north and south of the Union Pacific Railroad (UPRR) main line. The future commercial and light industrial development could easily be accommodated on private landholdings that are along the north and south sides of U.S. Highway 30, as well as south of the UPRR main line. Residential expansion opportunities are available south of the UPRR main line, as well as on undeveloped lands northwest of the municipal boundary. The future development of community and public facilities can easily be accommodated on various sites south of UPRR main line. Future recreational expansion can take place within the 100-year flood plain, as well as the incorporation of indoor recreational opportunities within a multi-purpose community center.

The 100-year floodplain associated with the Hams Fork and Blacks Fork River passes through the south and east side of Granger. The 100-year flood plain essentially constrains land use expansion in these areas. At the same time, the flood plain provides an attractive water feature for local residents that can be used to enhance the future development of new recreational amenities in the community.

Potential opportunities for future expansion of housing, commercial and industrial activities, community and public facilities, as well as recreation and conservation areas are described more fully in the following paragraphs.

4.2.2 Residential Expansion

Potential opportunities for residential expansion include opportunities to accommodate a combination of permanent and temporary housing (Figure 4-7).

4.2.2.1 Permanent Housing

South of the UPRR Main Line

The development of new permanent housing can take place south of the UPRR main line on various sites that need to be redeveloped for residential purposes. Several residential properties have already been identified by the Town of Granger as blighted areas. Most of these properties represent feasible sites for the development of new single family housing (Figure 4-7).

The Wyoming Urban Renewal Code, which is outlined in W.S. 15-9-101 through 137, provides the Town of Granger with the authority and a process for the rehabilitation, redevelopment or conservation of these areas. Since a resolution recognizing blighted areas was approved by the Granger Town Council on August 2, 2007, the Town of Granger will need to prepare an urban renewal plan that will outline the scope of the urban renewal project, as well as the procedures, e.g., condemnation or land acquisition, that will be necessary to redevelop the blighted areas.
Another potential residential area includes some of the lands outside the 100-year floodplain that are situated in S1/2 Section 32, T19N, Range 111W. These lands are situated south of the municipal boundary and west of the Old Granger Road. If these lands could be acquired from the State of Wyoming via public auction, about 150 acres of these State Trust lands appear suitable for the development of single family housing.

**Northwest of Municipal Boundary**

In order to meet permanent housing demands during the next decade, additional single family home development should be pursued in Section 20 of Township 19N, Range 111W (Figure 4-7). These lands are presently owned by Uinta Development Corporation and Anadarko Petroleum Corporation. The incremental development of a new residential subdivision would be appropriate to enable the gradual development of new single family homes in this area. Anticipated housing demands for the moderate growth scenario, as well as the potential availability of housing sites south of the UPPR main line, suggest that the first increment of the subdivision should include, at least, 20 single family homes.

**4.2.2.2 Temporary Housing**

During the next decade, additional temporary housing areas are needed to support the seasonal workforce associated with regional oil and gas exploration and production. The continued accommodation of temporary housing facilities in Granger represents an attractive economic opportunity for the Town of Granger. Workers residing in temporary housing are potential consumers of food and other retail items that could help support the establishment of more commercial facilities in Granger. Increased retail sales would generate sales tax revenues; a small portion of these revenues would be distributed to the Town of Granger.

The community contains areas that are suitable to support the installation of mobile homes and manufactured homes on temporary foundations, recreational vehicles, as well as man camp facilities.

**Manufactured Homes or Mobile Homes on Temporary Foundations**

Trails West Subdivision can accommodate about 98 mobile homes and manufactured homes on temporary foundations. In April 2008, about 65 lots were vacant; vacant lots in this subdivision represent an area of the community that should be devoted to manufactured or mobile homes on temporary foundations, as well as recreational vehicles.

The replatting of lots used in this subdivision for temporary housing would ideally be replatted to accommodate larger manufactured homes on temporary foundations. Existing lots are generally 100 feet long x 60 feet wide. Existing lot sizes and building setback requirements prohibit the installation of an 80-foot manufactured home.

**Man Camp Facilities**

Southeast of Trails West Subdivision is an undeveloped subdivision that was originally platted by Rural Bend Associates for single family housing. The proximity
of this site to the old Little America Road would provide a convenient vehicular access for those working in nearby natural gas fields. The adjacency of the site to Trails West Subdivision enables the Town of Granger to concentrate temporary housing facilities south of the Blacks Fork River and permanent housing on the north side of the River. This geographical separation enables the development of a more safe and quiet residential neighborhood in the vicinity of Granger School and other future public facilities. The municipal water distribution and wastewater collection system along Spruce Street would need to be extended southeast of Trails West Subdivision to support future man camp facilities.

4.2.3 Commercial and Light Industrial Expansion

4.2.3.1 North and South Sides of U.S. Highway 30

The 320-acre property owned by the Hay and Taliaferro families, which is bisected by U.S. Highway 30, provides an attractive location for the development of a truck stop, a related truck repair operation, a convenience store, restaurant, and visitor accommodations (Figure 4-8). In 2006, an average daily traffic of 2,660 vehicles passed by this segment of U.S. Highway 30. Approximately 40 percent of this traffic represented truck traffic (Wyoming Department of Transportation, Planning Division, 2007). A growing amount of vehicular traffic is expected along this segment of U.S. Highway 30 in light of continued natural gas exploration and production activities in the Moxa Arch Infill Gas Development Project area.

Lands owned by Anadarko Petroleum Corporation south of U.S. Highway 30 could, in part, be used to support the development of a business park. This site is conveniently accessible to Interstate 80, as well as adjacency to the Union Pacific Railroad main line (Figure 4-8). A business park in this location could accommodate a combination of commercial services and light industrial operations. These businesses might include field offices, a trucking company terminal, material storage areas, mechanical contractors, a heavy equipment repair operation, and other light industrial activities that could support regional oil and natural gas exploration and production. The present Anadarko Petroleum Corporation field office would logically be incorporated into the business park.

4.2.3.2 South of UPRR Main Line

Within the original townsitie area, the north side of First Street appears to have promise for the development of a small commercial area (Figure 4-8). This area, which is owned by Union Pacific Railroad, could accommodate several small commercial retail operations. As stated earlier, it is envisioned that small business owners might lease land from UPRR for the development of a general mercantile store, a café, a hair salon/barber shop, work clothes retail store, and possibly a few small offices for a few professional and technical services supporting regional oil and gas activity.

A considerable volume of truck traffic also passes along the Old Little America Road which is located about 0.5 mile south of Granger’s southern municipal boundary. For this reason, a small gas station and convenience store could also be situated on a 1.5-acre property at the intersection of Spruce Street and the south municipal boundary. Other commercial facilities could be developed on some 20 acres of land that are located south of the municipal boundary along the east side of the old Granger Road. The Wyoming Department
Town of Granger
Municipal Master Plan

Potential Commercial and Light Industrial Expansion Areas
Vicinity of Granger

Prepared by: Pedersen Planning Consultants
P.O. Box 66, Encampment, WY 82325
Tel: 307-327-5434  Web: www.pedersenplanning.com

Figure 4-8
of Transportation does not collect traffic data for the old Granger Road or the old Little America Road, which are Sweetwater County roadways. However, it is believed that vehicular traffic may be adequate to support a small gas station, convenience store, and other commercial facilities.

### 4.2.4 Community and Public Facility Expansion

During the next decade, there is a need for some additional public facilities such as a municipal public works center, a new town hall, and a community center. These facilities can be accommodated through the redevelopment of properties already owned by the Town of Granger (Figure 4-9). These properties include:

- a 3-acre property south of Rendezvous Road that the Town envisions will be used, in part, for a new water treatment plant.
- a 2-acre property along the northeast side of Spruce Street which presently accommodates the PTI/EOG man camp, Town Hall, and Granger Library.

The three-acre property south of Rendezvous Road provides ample space for the development of a new public center that would initially include the new treatment plant. Other facilities, e.g., equipment storage area, that support the maintenance of municipal roads, water system, and wastewater system could eventually be incorporated into the same site. This approach would enable the consolidation of all municipal public works functions in one location.

The two-acre property along the northeast side of Spruce Street could gradually be redeveloped to support construction of two new municipal facilities. A new town hall would support municipal administrative functions, office space, a public meeting room, and restrooms. A new community center would provide floor space for indoor recreation, multi-purpose events, a commercial kitchen, a library, and restrooms.

### 4.2.5 Recreation and Conservation Area Expansion

The community primarily needs to provide indoor recreational opportunities for both permanent and temporary residents of Granger. As stated earlier, such opportunities could be incorporated into a proposed community center on municipal property.

If the recommended community center is developed to, in part, provide indoor recreational opportunities, the development of other recreational areas and facilities should focus upon increasing outdoor recreational opportunities in the community. These opportunities are discussed more fully in the following paragraphs.

#### 4.2.5.1 Community Pathway

The community assessment conducted by the Wyoming Rural Development Council in October 2004 indicated that the community expressed some desire for a community pathway system along the Blacks Fork River. Such a pathway would ideally provide access to Granger School, Granger Station, the permanent housing area north of Blacks Fork River, the recommended commercial area along 1st Street, the Town Hall, and other public facilities. A pathway system could be established along municipal road right-of-ways and on some municipal properties (Figure 4-10).
A designated pathway would desirably represent an eight-foot wide trail that would accommodate people walking, jogging, or riding a bicycle. The trail route could be established using road base material and signage. A portion of the trail could be accommodated through the use of some existing road right-of-way within the original Granger townsite.

4.2.5.2 Open Play Area

An undeveloped 20.4 acre site east of Roy Adams Park and Wyoming State Highway 375 is owned by the Town of Granger. This site could be reserved for the eventual development of an open play area. The construction of any structural improvements is not recommended on this 20.4-acre site since most of the property is situated within the 100-year floodplain. However, a portion of the recommended community pathway could pass through this site.

4.2.5.3 Rendezvous Site

Between 1996 and 2001, the community annually celebrated the historical 1834 Rendezvous near the confluence of the Blacks Fork and Hams Fork rivers. People attending this event dressed in historical dress and camped in the area for the weekend. They participated in various recreational events such as knife and hawk activities, buffalo toss, and other games for children.

The potential acquisition of some 534 acres of State Trust lands, which include 454 acres of land in Section 32, T19N, Range 111W and 80 acres of State Trust land in Section 30, T19N, Range 111W, from the State of Wyoming could facilitate the eventual clean-up of this site and establishment of a proposed 404-acre Rendezvous Park (Figure 4-10). In order to acquire this property, the Town of Granger would need to nominate the 534 acres of State Trust land for public sale. This nomination would be made to the Wyoming Office of State Lands and Investment. Once the nomination would be placed on a Category List (proposed nominations), OSLI would further review the proposed nomination via the completion of a land appraisal, the assessment of public benefits, its consultation with appropriate public agencies, and the comparison of proposed land uses with State Trust objectives. If the proposed nomination is considered appropriate following this Category 2 process, OSLI would hold a public auction for the property (Arnold, 2008).

In the proposed Rendezvous Park area, the Town of Granger could re-establish the former community celebration on an annual basis. Otherwise, the area could be minimally developed to accommodate walking, biking, picnicking, as well as RV and tent camping. Educational opportunities could also be established in the park through the construction of some self-guided, historical interpretation of the historical 1834 rendezvous celebration, the Granger Stage Station, as well as the significance of nearby Hams Fork and Pony Express cutoff trails from the historical Emigrant Trail. The significance of Hams Fork and Blacks Fork Rivers could also be interpreted in terms of their relationship to local wildlife and aquatic habitat.
CHAPTER FIVE
COMMUNITY INFRASTRUCTURE

5.1 TRANSPORTATION

5.1.1 Municipal Road Network

5.1.1.1 Type of Roadways

The municipal road network that serves the Town of Granger provides vehicular access to Old Granger Road (Old U.S. Highway 30), Wyoming State Highway 375, as well as most developed lands within the municipal boundary. These roadways connect to the present U.S. Highway 30 (Figure 5-1).

At the time of this report, the municipal road network includes a combination of improved roads and “paper roads”. In the context of standards developed by the American Association of State Highway and Transportation (AASHTO), the improved municipal roads can be classified as minor local roads where average daily traffic probably ranges between 20 and 200 vehicles per day.

5.1.1.2 Improved Roads

Until the recent construction of water and wastewater improvements, the municipal road network comprised several improved roads within the primary town site. These two-lane roadways were constructed using a graded road base material.

As new water distribution and wastewater collection lines were completed, existing roadways have been backfilled and graded to restore vehicular traffic on the municipal road network. The Town of Granger intends to gradually pave existing roadways (Williams, 2008). Available fine materials at the nearby Wyoming Department of Transportation (WYDOT) gravel quarry represent a potential source for road base material.

5.1.1.3 Paper Roads

“Paper roads” are road easements established within approved land subdivisions that have not been constructed. Paper roads in Granger include those associated with the undeveloped property owned by River Bend Associates. This property is located southeast of the Trails West Subdivision (Figure 5-1).
5.1.1.4 Potential Needs and Opportunities

Vehicular Connection from the North and South Sides of Granger

The potential, long-term redevelopment of Granger prompts the need for a vehicular connection from the proposed business park on Anadarko Petroleum Corporation lands to Spruce Street on the south side of the Union Pacific Railroad (UPRR) main line. The Old U.S. Highway 30 route along the Town of Granger’s western boundary used to cross the UPRR main line. However, the former at-grade crossing presented problems for trucks crossing the main line due to an inadequate approach area that caused some trucks to high-center as they proceeded across the railroad crossing (Federizzi, 2008). This condition eventually led to the construction of a new railroad crossing near the west end of 1st Street.

The present railroad crossing (DOT 810480A) from 1st Street provides vehicular access to the Old U.S. Highway 30 route. It is uncertain, however, whether or not there is a public easement that provides legal access across adjoining property owned by the Union Pacific Railroad. If no public easement is established, it is important that a public easement be secured to establish a long-term, vehicular connection between the north and south sides of Granger.

Annual Road Maintenance

Since available municipal revenues limit the extent of road maintenance, the Town of Granger needs to adopt and implement some basic policies for the future maintenance of municipal roads. The adoption and execution of road maintenance policies will help the Municipal Maintenance Supervisor and Town Council establish adequate budgets for road maintenance. In addition, such policies will also provide residents an expectation of the level of road maintenance that will be provided by the Town of Granger.

The following maintenance policies are recommended as a starting point for the Town of Granger’s adoption of road maintenance policies.

- All roadways should receive scheduled annual maintenance. The municipal Maintenance Supervisor should annually make a reconnaissance of municipal roads in late fall or early winter to determine the scope of improvements for the following spring.
- Improved, unpaved roadways should ideally contain a minimum of a compacted six (6) inch crushed rock road base in two courses.
• Crack sealer and utility trench patches should be installed on roadways requiring pavement treatment.
• Potholes should annually be filled and selected road segments re-graded.

Road Surfacing

The Town of Granger is planning to pave most, if not all, of the municipal road network. Various paving contractors travel along the Interstate 80 corridor as they return to their base of operations with pavement equipment and paving materials. These paving contractors often prefer to sell and apply this material at a reduced cost to potential communities or landowners that are discovered en route to their base of operations.

The occasional purchase and application of unused asphalt from paving contractors would enable the Town to gradually pave selected improved road segments within the municipal road network on a more cost-effective basis. While desirable, the Town of Granger should adopt standard specifications, e.g., minimum 4-inch of asphalt paving, and share these minimum specifications with incoming paving contractors. This approach will enable the Town of Granger to develop and sustain a higher level of pavement quality.

5.1.2 Wyoming State Highway 375

Wyoming State Highway 375 extends 2.8 miles from U.S. Highway 30 to the Granger municipal boundary. This is a paved two-lane roadway that is maintained by highway maintenance personnel from District 3 of the Wyoming Department of Transportation. Their base of operations is situated immediately west of the Town of Granger’s northwest municipal boundary.

5.1.3 Traffic Volumes and Highway Capacity

In 2006, available vehicular traffic data from the Wyoming Department of Transportation reveals that traffic volumes at the intersection of Wyoming State Highway 375 and U.S. Highway 30 included an average daily traffic of 2,660 vehicles. Approximately 40 percent of this traffic represented truck traffic (Wyoming Department of Transportation, Planning Division, 2007). This traffic volume represents the average amount of vehicles that traveled along U.S. Highway 30 rather than the volume of traffic that traveled along Wyoming State Highway 375 into Granger.

5.1.4 Planned Highway Improvements

The construction of a 4-lane roadway along U.S. Highway 30, between Interstate 80 and Kemmerer, is envisioned by the Wyoming Department of Transportation during the next 10 to 15 years. In the interim, WYDOT is constructing more passing and turning lanes at selected intersections (Jorgenson, 2008).
5.2  WATER SYSTEM

5.2.1 Service Area

The municipal water system operated and maintained by the Town of Granger presently serves the original townsite area and Trails West Subdivision which are situated south of the Union Pacific Railroad main line (Figure 5-2). In July 2008, the Town provided water service to approximately 70 active water taps (Rothberg, Tamburini, & Winsor, Inc., 2008).

5.2.2 Water Consumption in 2008

Available water production records from July 2007 through June 2008 indicate that the municipal water system produced approximately 27,134,355 gallons of raw water that were obtained from FMC Wyoming. From this volume, the Town of Granger produced about 14,443,195, or about 41,986 gallons per day, of treated water that were transported to the municipal water storage facilities and subsequently consumed for residential, commercial, and public (including irrigation) purposes. The remaining water volume represents the 2,223,700 gallons of water used to backwash water treatment facilities, as well as bulk water sales of 10,467,460 gallons.

During that period, the resident population and other land uses in Granger consumed about 30,000-43,000 gallons per day during the winter months. In contrast, water consumption during the spring and summer rose to approximately 40,000-62,000 gallons per day (Table 5-1) when residents and the Town of Granger supplemented normal household water uses with the irrigation of lawns and municipal park area (Williams, 2008).

Per capita consumption during the July 2007-June 2008 period ranged from 152 gallons per person per day in November 2007 to 422 gallons per day in July 2007. These water consumption rates were 25 to 250 percent higher than the level of consumption that would be expected for a community such as Granger. Per capita consumption should more appropriately fall within the 100-120 gallon per person per day range. Excessive water consumption likely reflects one, or a combination, of the following potential factors:

- potential leaks within the transmission or distribution system, or along service laterals to existing homes, commercial buildings, community or public facilities; and,

- excessive water consumption by one or more customers which can be detected through a review of individual water meter records.

<table>
<thead>
<tr>
<th>Month</th>
<th>Average gallons water per day</th>
<th>Average gallons water per person per day</th>
</tr>
</thead>
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<tr>
<td>July 07</td>
<td>61,600</td>
<td>422</td>
</tr>
<tr>
<td>August 07</td>
<td>57,661</td>
<td>395</td>
</tr>
<tr>
<td>September 07</td>
<td>42,060</td>
<td>288</td>
</tr>
<tr>
<td>October 07</td>
<td>30,437</td>
<td>208</td>
</tr>
<tr>
<td>November 07</td>
<td>22,237</td>
<td>152</td>
</tr>
<tr>
<td>December 07</td>
<td>31,562</td>
<td>216</td>
</tr>
<tr>
<td>January 08</td>
<td>40,916</td>
<td>280</td>
</tr>
<tr>
<td>February 08</td>
<td>40,197</td>
<td>275</td>
</tr>
<tr>
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<td>239</td>
</tr>
<tr>
<td>April 08</td>
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<td>296</td>
</tr>
<tr>
<td>May 08</td>
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<td>277</td>
</tr>
<tr>
<td>June 08</td>
<td>57,586</td>
<td>394</td>
</tr>
</tbody>
</table>

Blacks Fork
Hams Fork
Us Hwy 30
Wy Hwy 375
Spruce St
First St
Bluemel Ranch Rd
Old Us Highway 30  N
Evans Dr
Granger Rd
Blacks Fork Dr
Broadbent Ranch Dr
Rendezvous Rd
Reber Dr
Legend
Municipal Water System
8 IN PVC
6 IN PVC
WATER TREATMENT PLANT
WATER STORAGE TANK
Roads and Highways
Rivers
Municipal Boundary
Railroad

Town of Granger
Municipal Master Plan
Prepared by Pedersen Planning Consultants
P.O. Box 66, Encampment, WY 82325
Tel: 307-327-5434  Web: www.pedersenplanning.com

Municipal Water System
Town of Granger
Figure 5-2
Various leaks were detected during the installation of recent improvements (Williams, 2008). Consequently, the recent replacement of most of the water distribution system should reduce the amount of per capita water consumption.

5.2.3 Anticipated Water Consumption: 2009-2019

The population forecast associated with the moderate growth scenario anticipates that the permanent or long-term Granger population will include 175 residents in 2019. Assuming that water consumption rates remain close to the present per capita rate of 287 gallons per person per day, it is anticipated that average day demands will be about 50,217 gallons per day. Maximum day demands in 2019 would be approximately 100,434 assuming an average day to maximum day peaking factor of 2. If new distribution system piping significantly reduces leakage in the distribution system consumption, the per capita rate of consumption will significantly reduce average day demand.

The Preliminary Engineering Pre-treatment Study for the Town of Granger, prepared by Rothberg, Tamburini, & Winsor, forecasted a resident population of 201 residents in 2018. The firm also assumed a per capita consumption of 240 gallons per person per day and an average day to maximum day peaking factor of 2.0. Using these assumptions, Rothberg, Tamburini, & Winsor anticipated an average day demand of 49,245 gallons per day and a maximum day demand of 98,490 gallons per day during the next decade.

5.2.4 Water Supply and Treatment

5.2.4.1 Water Supply

The Town of Granger obtains its raw water supplies from the Green River by FMC Wyoming. This surface supply is pumped 22 miles via a steel water pipeline (Rothberg, Tamburini, & Winsor, Inc., 2008).

5.2.4.2 Water Treatment

The Town of Granger presently uses a Neptune micro-floc packaged treatment plant to treat its municipal water supply. This system provides flocculation, sedimentation, filtration, and disinfection processes (Rothberg, Tamburini, & Winsor, Inc., 2008).

The existing water treatment process is incapable of treating higher seasonal levels of turbidity that are derived from spring runoff and occasional summer storm events. More specifically, the existing contact clarifier cannot effectively treat higher turbidity levels and the related carry over of sediments from the clarifier to the filter. These operational characteristics reduce filter run times, as well as generate frequent filter backwashes and lower water production (Rothberg, Tamburini, & Winsor, Inc., 2008).
For this reason, the Town of Granger intends to incrementally replace the existing water treatment plant in two phases. The first phase would include the construction of a lined earthen pre-sedimentation basin on a 3-acre site east of the existing water treatment plant. This pre-treatment facility would reduce total suspended solids entering the treatment plant and extend the run time of the existing treatment plant (Rothberg, Tamburini, & Winsor, Inc., 2008).

5.2.5 Water Storage

Treated water from the municipal water treatment plant is pumped from the existing concrete clearwell into the distribution system and an existing 0.5 million gallon elevated storage tank (Rothberg, Tamburini, & Winsor, Inc., 2008). This tank is situated on a 0.46-acre municipal property that is situated southwest of the Trails West Subdivision (Figure 5-2).

The Town of Granger is planning to construct a second 0.5 million gallon (MG) storage tank on the bluffs north of the WYDOT complex. Construction of this facility is dependent upon securing land from Anadarko Petroleum Corporation or other nearby private landowners. The design of this facility is expected to be completed in 2009 (Williams, 2008).

5.2.6 Water Distribution System

The water transmission system comprises a combination of 6-inch polyvinyl chloride (PVC) pipe, as well as an 8-inch PVC pipe that connects to the water supply line from FMC Wyoming. Since most of the distribution system was recently upgraded and replaced with new distribution lines, the water distribution system should be in excellent condition. These improvements will greatly increase the reliability of the overall municipal water distribution system.

In conjunction with the construction of a second 0.5 MG storage tank, the Town of Granger is also planning to extend its water distribution system north and northwest of the Union Pacific Railroad main line. Extension of the distribution system will enable connection of the water system to some residential, commercial and light industrial facilities. The design of the planned water distribution system extension is to be completed in 2009 (Williams, 2009).

5.2.7 Water System Needs and Opportunities

During the next decade, future improvements to the overall water system objective should be directed toward extending the “life” of existing facilities and accommodating future land use expansion.

5.2.7.1 System Maintenance

One step toward extending the “life” of existing facilities can be achieved through the scheduled maintenance of various system facilities. Such maintenance should include the regular flushing of the water distribution system to ensure favorable water quality, the periodic testing of system pressures at fire hydrants, as well as the periodic cleaning of the
water storage tank interior. A maintenance policy should also be adopted by the Town which establishes a minimum schedule for these and other system maintenance activities.

**5.2.7.2 Extension of the Water System North of the Union Pacific Railroad Main Line**

The Town of Granger plans to upgrade and extend its distribution system on the north side of the Union Pacific Railroad main line. These improvements will generally include the construction of a new water storage tank, as well as the installation of larger pipe sizes and new fire hydrants along the Old Granger Road. The expansion of the service area and related number of customers will improve the financial viability of the municipal water system. These improvements will also help the Town of Granger promote the future development of a potential business park in the vicinity of the present WYDOT gravel quarry, as well as single family residential development northwest of the municipal boundary.

**5.3 WASTEWATER SYSTEM**

**5.3.1 Service Area**

Most residential and commercial facilities in the Town of Granger are served by its municipal wastewater system (Figure 5-3). Residential, commercial and industrial facilities that are situated north of the Union Pacific Railroad main line are connected to individual septic tanks and related drainfields.

**5.3.2 Wastewater Generation to 2019**

Aside from infiltration of ground water, about 60 to 80 percent of the per capita water consumption in most communities typically becomes wastewater (Metcalf and Eddy, 1979). For the purposes of this study, it was assumed that 75 percent of the per capita water consumption in Granger represents wastewater.

When these assumptions are applied to the average day water demand of 41,986 gallons in 2007-2008, it can be estimated that the Town of Granger generates an average daily wastewater flow of 31,490 gallons per day. This suggests a per capita wastewater generation rate of almost 216 gallons per day.

The moderate growth scenario suggests that 175 residents will reside in the community in 2019. If the resident population is close to this size, average daily flows in 2019 will be about 37,800 gallons per day. Since these estimates are based in part upon average day water demand, the recent replacement of the water distribution system may significantly reduce anticipated wastewater generation.

**5.3.3 Wastewater Collection System**

Wastewater collected from homes, businesses, and public facilities flow via gravity to a lift station that is situated on south side of Blacks Fork River near the intersection of Blacks Fork Drive and Evans Drive. A pressurized force main transports flows to the wastewater lagoon located along the eastern municipal boundary (Figure 5-3)
Pressure Line From Lift Station to Lagoon

Legend
- Wastewater Collection System
- LIFT STATION
- Municipal Boundary
- Roads and Highways
- Railroad
- Rivers
The existing wastewater collection system was recently upgraded during the summer of 2008 with new, enlarged pipe. The new wastewater collection system primarily comprises 8-inch polyvinyl chloride pipe. Sewer laterals are generally constructed with 4-inch pipe. Manholes are constructed of pre-cast concrete.

5.3.4 Wastewater Treatment and Disposal

5.3.4.1 Wastewater Treatment Process

The municipal wastewater treatment system comprises some minimal pre-treatment facilities and a three-cell, non-aerated wastewater lagoon. Pre-treatment facilities include a mechanical bar screen with a manual bypass bar screen and a grit chamber. Following this pre-treatment, wastewater flows into two covered anaerobic cells for two to eight day detention time. Subsequently, the wastewater moves into a baffled aeration cell and finally into a finishing cell (Wyoming Department of Environmental Quality, 2007).

The Wyoming Pollutant Discharge Elimination System Permit for the Granger wastewater lagoon (WY 0022373), which expires on September 30, 2012, also indicates that wastewater discharges flow through an ultraviolet disinfection unit prior to discharge into the Blacks Fork River. However, since construction of this facility, incoming flows have been considerably less than the capacity of the lagoon. Consequently, no discharges of wastewater into the Blacks River have occurred (Williams, 2008).

5.3.5 Planned System Improvements

The Town of Granger envisions no additional improvements to existing wastewater collection and treatment systems at the time of this report.

5.3.6 Wastewater System Needs and Opportunities

An expansion of the service area will eventually be needed to support the development of recommended residential expansion northwest of the municipal boundary, as well as the recommended business park north of the Union Pacific Railroad main line to U.S. Highway 30. It is anticipated that existing topography will enable flows from these areas to be transported to the existing pump station via gravity. It is also believed that the incorporation of additional flows from these land uses will not generate the need for any expansion of the present wastewater lagoons.

5.4 NATURAL GAS

5.4.1 Source of Supply

5.4.2 Customer Base and Distribution System

Questar Gas Company presently supplies natural gas to approximately 63 residential and 16 commercial customers in the vicinity of the Town of Granger. The distribution system in Granger serves all developed areas of the community that are located south of the Union Pacific Railroad (Figure 5-4). The same system also extends immediately north of the UPRR main line to a few buildings owned by the Union Pacific Railroad. Management of Questar have not seen a significant increase in load growth in recent years, and do not anticipate any significant increase in the near future (Kirlin, 2008).

5.4.3 System Needs and Opportunities

5.4.3.1 Extension of Distribution System

Potential development of a business park between the Union Pacific Railroad main line and U.S. Highway 30 would desirably include the availability of a natural gas distribution system. Future extension of the present natural gas distribution system to the proposed business park site by Questar Gas would enable commercial and light industrial companies to support heating systems for commercial and industrial buildings, as well as the operation of a compressed natural gas facility for fueling passenger vehicles and trucks.

5.5 ELECTRICAL DISTRIBUTION SYSTEM

5.5.1 Service Provider

Bridger Valley Electric Association (BVEA) is a member-owned rural electric cooperative that was established in 1938. BVEA serves all of Uinta County, rural areas including and surrounding the Sweetwater County communities of Granger, Farson, and Eden, as well as portions of Daggett County and Summit County in northeast Utah.

In order to serve Granger, BVEA obtains electrical energy from Deseret Generation and Transmission Corporation in Sandy, Utah. This energy is distributed to a delivery point 8 to 10 miles of Granger via a transmission system that is owned and operated by Rocky Mountain Power. From this location, BVEA uses its own 25 kilovolt (KV) transmission line to deliver energy to Granger (Corun, 2008).

5.5.2 Energy Consumption and Substation Capacity

Land uses in the vicinity of Granger currently consume an electrical load of 300 to 600 kilowatts. In the past two years, the Granger area has provided the majority of BVEA’s load increase due to an increase in light industrial activities such as compressor stations supporting gas and pipeline and distribution systems (Corun, 2008).

BVEA’s Granger substation, situated about one mile southwest of Granger, has a capacity of 5 megawatts (Corun, 2008). Consequently, the substation has ample capacity to support a considerable amount of future land use expansion.
5.5.3 Distribution System

The electrical distribution system serves all developed areas in Granger. This includes residential, commercial and light industrial facilities that are located north and south of the Union Pacific Railroad main line. The distribution system serving Granger comprises both single phase and three-phase overhead distribution lines.

5.5.4 Planned System Improvements

Bridger Valley Electric Association has no planned improvements for its electrical distribution system in Granger (Corun, 2008).

5.5.5 System Needs and Opportunities

The electrical system that serves Granger will eventually need to be extended into undeveloped areas within and adjacent to the community that are recommended for future land use expansion. These areas will primarily include the recommended business park site, other commercial properties owned by the Hay and Taliaferro families, undeveloped lands owned by Rural Bend Associates, as well as lands immediately south of Granger that are owned by the State of Wyoming.

5.6 TELECOMMUNICATIONS

The eventual development of a planned business park and other commercial facilities in the Town of Granger will concurrently generate a need for expanded telecommunication services. Fiber optic cable networks represent the backbone of America's telecommunications network. The presence of fiber optic cable in the vicinity of any community can greatly enhance the future delivery of various telecommunication services to businesses that may locate in the community.

In the vicinity of Granger, fiber optic systems owned by various companies are situated with a five-mile radius of the Town. Most are believed to be located along the Interstate 80 corridor and, possibly, along portions of U.S. Highway 30. Available information from telecommunication companies is sketchy and often kept confidential due to national security considerations.

Facilities supporting systems owned by L3 Communication and Qwest are located south of Granger along the Old Little America Road. These facilities are located within about 2/3 mile from the Town of Granger’s southern municipal boundary.
CHAPTER SIX
COMMUNITY LAND USE PLAN AND MAJOR STREET PLAN

6.1 INTRODUCTION

6.1.1 Community Land Use Plan

An effective municipal master plan communicates, in part, a community vision concerning
the type of land uses the community prefers, as well as where future land use expansion
should take place in the years ahead. The Community Land Use Plan Map is a graphic
representation of the preferred type and location of future land uses in the Town of
Granger, as well as lands within one mile of the municipal boundary (Figure 6-1 and Figure
6-2). This information can be useful to potential investors seeking guidance concerning
where the community prefers future land use expansion to occur.

Concurrently, a community land use plan map should also guide preparation of any future
revisions to the municipal zoning map, the future recommendations of a municipal
planning and zoning commission, and land use decisions of the Granger Town Council.
Land use case law and other land use law precedents in the United States make it clear that
zoning maps should be derived, in part, upon rationale that is described in municipal
master plans or comprehensive plans.

The primary responsibility for land use management in the unincorporated area of
Sweetwater County is vested with the Sweetwater County Planning and Zoning
Commission and the Sweetwater County Board of County Commissioners. However, W.S.
18-5-308 and W.S. 34-12-103 indicate that the approval of any land subdivision within one
mile of a municipal boundary must also receive the approval of the governing body of any
city or town. In this context, the Community Land Use Plan Map provides an important tool
for conveying the vision of the Town of Granger to the Sweetwater County Board of
Commissioners and the Sweetwater County Planning and Zoning Commission.

Development of the Community Land Use Plan Map evolved from consideration of the
analyses, conclusions and recommendations presented in Chapters Two through Five.
Particular attention was devoted to the evaluation and determination of land use expansion
opportunities which were evaluated in Chapter Four.

6.1.2 Major Street Plan

W.S. 15-1-508 through W.S. 15-1-511 provides Wyoming municipalities with the authority
to establish a major street plan. Similar to the community land use plan map, the major
street plan communicates a vision of the major road network that will support existing land
uses and future land use expansion during the next decade.
Legend
Granger Land Use
- Agricultural
- Business Park
- Commercial
- Light Industrial
- Public Facility/Community Facility
- Recreation/Conservation
- Single Family Residential
- Temporary Housing
- Undeveloped

100 Year Flood Plain
- Zone A
- Municipal Boundary

Town of Granger Municipal Master Plan
Prepared by: Pedersen Planning Consultants
P.O. Box 66, Encampment, WY 82325
Tel: 307-327-5434  Web: www.pedersenplanning.com

Community Land Use Plan Map
Figure 6-1
As noted in W.S. 15-1-508(b), the inclusion of any street locations in the major street plan does not of itself represent a commitment to establish any street or the intention to acquire land for street purposes. Rather, the street plan does provide the Town of Granger with a general guide that can facilitate the review of future subdivision applications, as well as the planning of future street and road improvements that may eventually be pursued by the Town of Granger.

6.2 RECOMMENDED COMMUNITY LAND USE PLAN MAP

The following paragraphs briefly summarize the recommended types of land uses that are envisioned on lands within the municipal boundary, as well as unincorporated lands within one mile of the Granger municipal boundary.

6.2.1 Residential

In order to sustain the viability of the community, the Town of Granger needs to accommodate more long-term and temporary residents. However, some separation of permanent and temporary housing is desirable to maintain public safety and establish a residential area more attractive to families.

6.2.1.1 Permanent Housing Areas

Long-term, single family housing expansion is envisioned for the original townsite between the Blacks Fork River and the Union Pacific Railroad main line. Some residential properties need to be redeveloped or replaced with a new housing unit. A few vacant properties, as well as the relocation of some temporary housing units, would open up other properties for residential development.

In the long-term, additional opportunities for single family expansion would desirably take place on Anadarko Petroleum Corporation lands northwest of the northwest municipal boundary, as well as State-owned lands in the southern half of Section 22, Township 19N, Range 111W. These longer-term opportunities would be contingent, in part, upon the sale of these lands to the Town of Granger or other private interests.

6.2.1.2 Temporary Housing Areas

Temporary housing areas will desirably continue to take place in the Trails West Subdivision and other undeveloped properties owned by River Bend Associates. These areas will need to be re-platted and re-zoned to more effectively accommodate variable types and sizes of temporary housing units. This form of housing should include manufactured homes on temporary foundations, as well as recreational vehicles.

6.2.2 Commercial and Industrial

6.2.2.1 Business Park

A combination of commercial and light industrial activities will ideally be concentrated within a recommended business park between U.S. Highway 30 and the Union Pacific Railroad (UPRR) main line. This area is presently owned by Anadarko Petroleum Corporation.
The Town of Granger could pursue Business Ready grant funds from the Wyoming Business Council to support the construction of infrastructure and other site improvements for the proposed business park. However, in order to qualify for these funds, the Town of Granger would need to own these properties.

6.2.2.2 Commercial Retail

Commercial retail expansion would preferably occur in three locations:

- The U.S. Highway 30 corridor represents a promising opportunity for the development of commercial operations such as a truck stop, convenience store, restaurant, and motel accommodations. Property owned by the Hays and Taliaferro families contains more than ample land area to support these and other commercial facilities.

- A small commercial area along First Street would provide convenient accessibility to residents in both permanent and temporary housing areas in the community.

- A small 1.5-acre site along Spruce Street near the southern municipal boundary would enable a small gas station/convenience store to capture some retail sales from a growing volume of vehicular traffic passing along the old Little America Road, as well as from nearby residential areas in Granger.

6.2.3 Community and Public Facilities

Municipal-owned land properties within the original townsite of Granger represent the most promising opportunities for the development of a new town hall, public works center, and a new community center/library facility. Development of municipal properties on the east side of Spruce Street for a new town hall and community center/library will require the relocation of man-camp facilities that are presently being leased to PTI. The acquisition of the present water treatment plant site, which is part of a larger block of State Trust lands, would also greatly facilitate the development of a public works center.

6.2.4 Recreation and Conservation

If some 480 acres of State Trust lands can eventually be acquired from the State of Wyoming, a significant recreation and conservation area could be developed along the west municipal boundary, as well as adjoining State Trust lands. This area largely represents a 100-year flood plain, but is very conducive to the establishment of recreational opportunities such as biking, walking/hiking, as well as overnight tent and RV camping. The same area has considerable history associated with the 1834 rendezvous and other cutoff trails from the historical Emigrant Trail that could be interpreted and tied to interpretation of the Granger Stage Station, a national historic site along Spruce Street.

6.2.5 Undeveloped Areas

A significant amount of land within a mile of the municipal boundary is designated “undeveloped”. These are potential land use expansion areas outside of the 100-year flood plain, but have some limitations that constrain their eventual development and use. These limitations may be their distance from available or planned utility extensions, land ownership, vehicular accessibility, or a combination of these and other factors influencing future land use expansion.
6.3 MAJOR STREET PLAN

6.3.1 Road Classifications

The American Association of State Highway and Transportation Officials published *Available Guidelines for Geometric Design of Very Low-Volume Local Roads* in 2001. These guidelines provide useful criteria for the classification and design of future roads in Granger.

Using this criteria, all roads in the existing municipal road network are rural minor access roads. While no traffic data has been collected for municipal roads, onsite observations in 2008 suggest that average daily traffic on these roads are less than 100 vehicles per day.

If development of the recommended business park north of the Union Pacific Railroad main line is eventually realized, the construction of rural industrial/commercial access roads will be necessary to support vehicular access to and within the proposed business park.

6.3.1.1 Rural Minor Access Roads

Rural minor access roads typically serve residential and other non-commercial land uses. Minor access roads are either paved or unpaved. Vehicular speeds are generally low given the purpose of the road and short trip lengths. Traffic generally comprises light trucks and passenger vehicles. However, these roads need to be accessible and adequate for school buses, snow plows, fire trucks, and other maintenance vehicles (American Association of State Highway and Transportation Officials, 2001).

6.3.1.2 Industrial or Commercial Access Roads

Industrial or commercial access roads serve land developments, e.g., a business park, that may generate a significant proportion of truck or other heavy vehicle traffic. These roads are either paved or unpaved. The primary function of these roads is to provide access from commercial or industrial land uses to the regional highway network, e.g., U.S. Highway 30.

Industrial or commercial access roads typically are very short and often do not serve any through traffic. These roads differ from rural minor access roads because the design of these roads needs to consider the higher proportion of truck and heavy vehicle traffic (American Association of State Highway and Transportation Officials, 2001).

6.3.2 Future Rural Minor Access Roads

During the next decade, it is anticipated that most municipal roads in Granger will continue to represent rural minor access roads. These roads will include municipal roads in the primary townsite south of the Union Pacific Railroad main line, Trails West Subdivision, and a future residential area envisioned south of the present municipal boundary (Figure 6-3).
6.3.3 Future Industrial or Commercial Access Roads

The old Granger Road south of U.S. Highway 30 to the Union Pacific Railroad main line, as well as municipal roads within the recommended business park, will represent industrial or commercial access roads (Figure 6-3). With the exception of some limited rural residential traffic, most of the traffic on these roads will include larger trucks and heavy vehicle traffic.

6.3.4 Minimum Planning and Design Standards

The Town of Granger should adopt some planning and design standards for the municipal road system. Table 6-1 provides some minimum planning and design standards that the Town of Granger could adopt for the construction of future municipal roads.

<table>
<thead>
<tr>
<th>Design Criteria</th>
<th>Rural Minor Access Roads</th>
<th>Industrial or Commercial Access Roads</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total Roadway Width (including shoulders) @ design speed of 30 mph or less</td>
<td>18 feet</td>
<td>22.5 feet</td>
</tr>
<tr>
<td>Walkway/Bike Lane</td>
<td>Roads part of community walkway/bikeway system will contain an additional 8 feet of roadway width and be striped, or a separate walkway/bikeway within the road right-of-way.</td>
<td>No</td>
</tr>
<tr>
<td>Minimum Sight Distance Away from Intersections, RR Crossings, Sharp Curves, or Steep Downgrades</td>
<td>135 feet (35 mph design speed) 115 feet (25 mph design speed) 90 feet (20 mph design speed) 65 feet (15 mph design speed)</td>
<td>135 feet (35 mph design speed) 115 feet (25 mph design speed) 90 feet (20 mph design speed) 65 feet (15 mph design speed)</td>
</tr>
</tbody>
</table>

CHAPTER SEVEN
LAND USE MANAGEMENT

7.1 INTRODUCTION

The examination of municipal land use policies and regulations is an important element of a municipal master plan. It is essential that future land use policies and regulations are generally consistent with the community vision outlined in the municipal master plan. Various land use law precedents essentially mandate that the rationale for any zoning regulations, zoning maps and other land use regulations are based upon findings or recommendations contained in a municipal master plan.

Chapter Seven examines the scope of existing land use regulations, identifies regulatory needs, and presents a recommended approach to addressing future land use management needs.

7.2 PURPOSE OF LAND USE REGULATIONS

Municipal land use regulations are typically adopted and enforced by small and large communities to maintain a reasonable set of community development standards that are traditionally outlined in zoning and subdivision regulations, as well as ordinances related to building codes and signs. In many cases, sign regulations are incorporated within a municipal zoning ordinance.

Effective municipal land use regulations attempt to balance land use development and investment opportunities and individual property rights with public health, safety and welfare considerations, community economic development objectives, natural resource conservation issues, and the enhancement of property values. Reasonable land use regulations help sustain property values and tend to attract private investments. In contrast, overly restrictive regulations and/or subjective regulatory requirements often frustrate existing property owners and potential new investors. The frustration of existing landowners and other potential investors can stifle private investment and threatens the economic viability of the community.

7.3 RELATIONSHIP TO THE MUNICIPAL MASTER PLAN

7.3.1 Zoning

W.S. 15-1-601(a) gives Wyoming municipalities the option to establish zoning regulations by ordinance. When adopted, W.S. 15-1-601(d) indicates that municipal zoning regulations are, in part, to be prepared in accordance with a comprehensive plan. The comprehensive plan refers to municipal master plans that are required in W.S. 15-1-503.

Other case law in the United States indicates that municipal zoning must be based upon rationale that is found in a comprehensive plan or municipal master plan. This is why the prevailing practice among professional planners in the United States is to prepare master
plans that demonstrate intent for future land use management, e.g., zoning, or recommended development standards, but do not incorporate specific zoning provisions or zoning maps within the master plan report.

7.3.2 Subdivisions

W.S. 15-4-248 stipulates that any person subdividing land within a city or town for the purpose of selling lots is required to have the land surveyed and platted. Upon review, the city engineer is to advise the city manager concerning whether or not the proposed subdivision should be approved, rejected, or modified. Subsequently, the city manager is to provide a recommendation to the Town Council. If a subdivision plat is accepted by the Town Council, the Town Clerk is to certify the face of the subdivision plat drawing. While the Town of Granger does not have a city engineer or city manager, the important legislative intent that is applicable to the Town of Granger is the authority granted to cities and towns for the review and approval of new land subdivisions.

W.S. 18-5-308 clarifies the geographical extent of a municipality's authority to review and approve subdivisions. W.S. 18-5-308 stipulates that the governing body, e.g., Town Council, must also approve any subdivision that is located within one mile of a municipal boundary.

Wyoming Statutes make no reference to conformance of the proposed subdivision to the municipal master plan. However, the general practice of many elected municipal leaders and municipal staff in Wyoming is to evaluate, in part, the consistency of the proposed subdivisions with the municipal master plan.

7.4 SCOPE OF EXISTING LAND USE REGULATIONS

7.4.1 General

The most recent version of the Granger Town Code includes a zoning ordinance that was adopted in May 1981, but later amended November 1983. Chapter 24 of the Granger Town Code includes various provisions that:

- give responsibility for the administration of zoning to the Granger Planning and Zoning Commission;
- create a municipal Board of Adjustment;
- establish zoning regulations; and,
- establish building permit requirements via the issuance of “zoning permits”.

Each of these general provisions is discussed more fully in the following paragraphs.

7.4.2 Planning and Zoning Commission

Section 24-5 of the Granger Town Code creates a planning and zoning commission. Sections 24-5a and 24-5b indicate that the Planning and Zoning Commission will establish, administer and enforce all regulations outlined in Chapter 24. However, Section 24-5b provides the Town of Granger and the Planning and Zoning Commission with the option to designate a representative for the enforcement of all land use regulations.
Language used in Section 24-5a indicates that the Planning and Zoning Commission will “establish and administer rules and procedures for conducting the zoning affairs of the Town...”. This conflicts with W.S. 15-1-602 that gives this responsibility to the Granger Town Council. Nevertheless, the general intent of Section 24-5 is clear; this provision represents a minor conflict with Wyoming Statutes.

### 7.4.3 Board of Adjustment

Section 24-5f creates a municipal board of adjustment. Members of the Granger Planning and Zoning Commission are to serve as the Board of Adjustment. This option is authorized by W.S. 15-1-605(c); however, this approach is questionable and can generate mistrust among local residents. A person seeking an appeal to a decision by the Planning and Zoning Commission must make its case against a decision before the same body that generated the appeal.

At the same time, a small resident population in Granger clearly influences the number of residents who are available and willing to volunteer their time as a member of the Board of Adjustment. If possible, a preferred approach would be for the Mayor to seek and appoint other residents to the Board of Adjustment who are not serving on the Planning and Zoning Commission.

### 7.4.4 Zoning Regulations

#### 7.4.4.1 Land Use Management Procedures

Land use management procedures should provide opportunities for landowners or developers to seek approval for:

- proposed amendments to the community land use plan map;
- land subdivisions;
- zone changes;
- planned unit developments;
- variances; and,
- building permit applications.

Chapter 24 includes only review and approval processes for variances, a “zoning permit”, and a “development plan”.

The variance process represents one of the better written portions of the zoning ordinance. Unlike other portions of Chapter 24, the basis for approval or denial of a variance application is clearly presented.

The “zoning permit” referred to in Chapter 24 is actually a building permit. The building permit process should establish separate processes for minor construction activities, e.g., construction of decks, versus a regular building permit for new construction that requires building inspections and the issuance of certificate of occupancies. It is also important that Chapter 24 incorporate what building codes have been adopted by the Town of Granger. Most Wyoming communities have, or, are in the process of adopting, one or more portions of the International Building Code.
The process for approval of a “development plan” is outlined in Section 24-11. This process somewhat resembles a planned unit development project process which is often established to permit and encourage a combination of land uses that otherwise would not be possible via the permitted uses authorized within each zoning district. This process included in Section 24-11 is questionable and considerably more complicated than necessary. Further, it recommended that “development plan” process be removed and replaced with the development of planned unit development process that would have greater applicability.

The land use processes for variances, zoning permits, and development are scattered throughout Chapter 24 which makes it difficult for users of the document to find them. The incorporation of flow charts into Chapter 24 would also help clarify the review and approval process for future applicants, members of the Granger Town Council and Planning and Zoning Commission, and municipal staff.

An additional land use management process needs to be included for zone changes. This is an important and frequently used review and approval process that typically helps reduce the amount of variances sought for by landowners and developers.

7.4.4.2 Zoning Districts

Section 24-6 establishes eight different zoning districts that include Open Lands, Single Family Residential, Single and Multi-Family Residential, Mobile Home, Central Business, Highway Commercial, Light Industrial, and Heavy Industrial.

The number of zoning districts in Section 24-6 could be reduced through the elimination of the central business and heavy industrial districts.

- No significant concentration of businesses in one area of the community is expected during the next decade. The establishment of a general commercial district would be more appropriate.
- The permitted uses authorized in the heavy industrial district generally represent commercial activities and possibly a few light industrial operations. None of the authorized land uses are heavy industrial activities. Consequently, a light industrial district, or simply one industrial district, could be established.

However, the creation of a new temporary housing district is recommended. Uses in this zoning district would desirably include mobile homes or manufactured homes on temporary foundations, man camp units, as well as recreational vehicles. This zoning district would be particularly applicable to those areas in the community which the master plan recommends for temporary housing.

The land use regulations associated with each zoning district in Section 24-6 typically outline authorized primary and accessory land uses, authorized home occupations, minimum lot areas, minimum building setbacks, maximum building heights, fencing and wall requirements, outdoor storage and waste disposal requirements. Noticeably absent from each zoning district regulation is an initial description of the purpose of the zoning district. These statements are important to help applicants and municipal leaders better
understand and remember the kind of development that the Town of Granger is attempting to encourage.

Vehicular parking standards for each zoning district are also desirable. Such standards can particularly help make residential neighborhoods a more desirable place to live. For example, the parking of larger semi-trucks and trailers in front of single family homes can generate significant problems and disagreements when truck engines are started and warmed up during early morning hours.

Many of the regulations included in Section 24-6 represent desirable development standards, but others are overly restrictive, subjective, or unnecessary. As stated earlier, it is important that zoning regulations are reasonable to help sustain property values and attract new private investments by existing and prospective residents.

7.4.4.3 Hazard Overlay District

An overlay district is an additional zoning requirement that is applied to a geographic area within a community, but does not change underlying zoning requirements. Section 24-6i establishes a hazard overlay district. Unfortunately, Section 24-6i makes no mention of the purpose of this district or what specific hazard is being addressed.

Based upon the findings of factors influencing future land use expansion, it is recommended that a flood hazard or floodplain overlay district be established because of the extensive 100-year floodplain along the Hams Fork and Blacks Fork River drainages. Future structural development should not be encouraged in these areas to minimize potential property losses and human injuries that can occur during occasional flood events.

7.4.4.4 Uses by Temporary Permit

Section 24-7 establishes a permit for temporary activities such as Christmas Tree sales and public gatherings. The same process applies to the establishment of temporary asphalt and concrete mixing plants, temporary offices, and temporary housing. This entire process should be eliminated. Temporary residences associated with the construction of a new permanent home could be included in each applicable zoning district rather than establishing a separate permit.

7.4.4.5 Sign Regulations

Sign regulations presented in Section 24-10 are in some cases, overly restrictive and do not encourage a broader range of commercial signage opportunities. It is also recommended that land use regulations provide design standards for different types of signs rather than regulating the total amount of signage in each zoning district. The incorporation of digital photos that provide examples of different types of signage would be useful to encourage the installation of attractive commercial and residential signage.

7.4.5 Subdivision Regulations

Chapter 17 of the Granger Town Code includes subdivision regulations for any division of land into three or more parcels that are developed for buildings or sold as lots. Article 1 of Chapter 17 also furnishes some relevant definitions to the subdivision process.
Article 2 of Chapter 17 provides some subdivision development standards that focus primarily upon street requirements. Surprisingly, no standards, such as the required type of pipe, are identified for the construction of water distribution, wastewater collection, and gas distribution systems. However, the location of utility systems is addressed. Water and wastewater systems are required to be installed in platted alleys within 10-foot wide easements while gas distribution systems are to be located within platted streets near the centerline.

The process for the review and approval of subdivisions is outlined in Article 3 of Chapter 17 of the Granger Town Code. Section 17-9 recommends that any subdivider of land should meet informally with the Granger Town Council to:

- obtain information concerning the location of proposed major streets, parks and playgrounds, school sites, and other planned projects that may affect the property being considered for a subdivision;
- review proposed development standards for the proposed subdivision.

This informal meeting described in Section 17-9 mimics what is typically referred to in subdivision regulations as a pre-application conference. The intent of a pre-application conference is for a Town representative, e.g., zoning administrator, and developer to gain a mutual understanding of:

- the scope of the proposed project and the applicant’s specific development objectives;
- the applicant’s anticipated project schedule;
- approvals required by the Town before any development can occur;
- the documents, plans, drawings, fees and other materials that will be needed to process a complete subdivision application; and,
- potential issues associated with the subdivision.

This process would ideally not come before the Granger Town Council, but rather municipal staff or municipal representative, e.g., zoning administrator, that would have more experience and time to devote to discussions with the developer.

Section 17-10 defines the process for the review and approval of the proposed subdivision. The Town Council is given the sole responsibility for reviewing and approving the preliminary and final plat. No reference is given to any review by the Granger Planning and Zoning Commission which may not have been formed in 1983.

Section 17-10 is devoted almost entirely to what information should be drawn on the subdivision plat, but does not inform developers what issues should be addressed before a plat is prepared. Some of these requirements need to be updated or eliminated; others need to be added.

More importantly, it is important that developers understand some of the basic questions that must be addressed, the basis of design for water distribution and wastewater collection, the responsibility for utility development costs, the dedication of roads and utilities to the Town of Granger, and other relevant issues. These issues also need to be supplemented with a more complete set of development standards for municipal roads, water distribution, wastewater collection, and stormwater management.
Another essential component of final plat approval is the inclusion of a performance bond or other surety. These requirements are critical to ensure that the Town of Granger will have funds available to complete proposed subdivision improvements if and when the developer fails to meet his or her commitments.

7.5 RECOMMENDED APPROACH TO FUTURE LAND USE MANAGEMENT

7.5.1 Prepare and Adopt a Municipal Land Development Code

The consolidation of land use regulations within one title of the municipal code is very desirable to facilitate future access to municipal land use regulations by the residents, landowners, potential investors, the Town Council and Planning and Zoning Commission, and municipal staff. For Granger, the municipal land development code would ideally include the following provisions:

1) the intent and organization of the unified land development code;
2) the authority and scope of responsibility for those municipal planning and zoning commission, board of adjustment, a part-time building inspector, and part-time zoning administrator that would administer subdivision, zoning, and building regulations;
3) land use approval procedures for community land use plan map amendments, subdivision applications, zone changes, planned unit development (PUD) applications, and variances;
4) zoning regulations that include general provisions, various types of zoning districts, zoning district regulations, as well as requirements concerning nonconforming uses and structures;
5) adopted building codes, municipal building permit process, building inspection requirements, and the issuance of certificates of occupancy;
6) development standards for, at least, residential subdivisions, outdoor lighting and signs;
7) appeal and enforcement procedures; and,
8) definitions.

7.5.1.1 Authority and Scopes of Responsibility

It is recommended that a general provisions section of the recommended land development code to include, in part, the authority for the establishment of the municipal planning and zoning board, board of adjustment, part-time zoning administrator and part-time building inspector. This information provides residents and potential investors with clear information concerning the responsibility of municipal representatives and the scope of their authority.
7.5.1.2  **Land Use Approval Procedures**

An important portion of a land development code is the outline of application, review and approval procedures for various types of land use actions. Land use actions appropriate to a Granger land development code would include amendments to the community land use plan, land subdivisions, zone changes, planned unit developments, and variances.

The identification of these procedures enables the general public to conveniently determine what information needs to be provided to the Town of Granger, the process for approval, opportunities for public comment, and the criteria used for project approval. The definition of these procedures facilitates the development of a more consistent process for land use approvals. Greater consistency in the review and approval process generates greater trust from local residents.

7.5.1.3  **Zoning Regulations**

Zoning regulations for Granger should include several types of zoning districts to encompass various types of ongoing land uses in the community, as well as planned land uses envisioned in this municipal master plan. Regulations for each zoning district would desirably outline, at least, the purpose of the district, permitted uses, minimum lot area, lot coverage, setbacks, building height, fencing, vehicular parking and storage, accessory uses, and signs.

7.5.1.4  **Overlay Districts for Special Considerations**

As stated earlier, the establishment of a floodplain overlay district is recommended to help minimize the impact of potential flood hazards along the Blacks Fork River and Hams Fork River floodplains.

7.5.1.5  **Municipal Zoning Map**

A revised zoning map should be prepared concurrently with the preparation of the municipal land development code. The municipal zoning map will identify the location of several types of zoning districts.

The location of specific zoning districts that are depicted on the zoning map should generally be consistent with the more general land use designations that are included in the community land use plan map (see Chapter Six). As stated earlier, land use case law make it clear that the rationale for municipal zoning should be guided by a municipal master plan.

7.5.1.6  **Development Standards**

Development standards should also be incorporated into the land development code in order that future land subdivisions are designed and constructed in a manner that is complementary to municipal road network, as well as municipal water and wastewater systems. While there have been few, if any, recent requests for the development of new subdivisions within the Town of Granger, the absence of subdivision regulations and development standards poses a constraint to potential investors. Development interests like to be aware of municipal subdivision requirements in advance of project planning. Otherwise, significant changes to site and facility design can occur in later project development phases when changes become more costly.
Development standards should also include a combination of design guidelines and standards for the installation of outdoor lighting and commercial signs. Design guidelines are recommended criteria that simply signal the preferences of the community. In contrast, mandatory standards specify requirements for items such as the type of pipe that would be constructed in a water collection system serving a new residential subdivision.

### 7.5.1.7 Appeals and Enforcement

Another important section in the land development code relates to appeals and enforcement. It is important that residents and municipal staff are fully cognizant of the rights of residents and potential investors to appeal decisions and actions of the zoning administrator, building inspector, or other municipal staff. This appeals and enforcement section will ideally include rules for proceedings before a municipal board of adjustment. Enforcement provisions outline the authority of appropriate municipal representatives to enter and inspect properties.

### 7.5.1.8 Definitions

Perhaps one of the most important sections in the overall land development code is the definition of selected terms used in the land development code. The clarity of selected terms in the land development code is essential to promoting effective decisions by the Granger Planning and Zoning Commission and the Granger Town Council. The same information is equally important to enhance the understanding of the general public.

### 7.6 RESOURCES SUPPORTING FUTURE LAND USE MANAGEMENT

#### 7.6.1 Granger Geographical Information System

For the purposes of the master plan, a geographical information system (GIS) was developed for the Town of Granger using ArcGIS software. The Granger GIS was initially established using available parcel data that was made available by Sweetwater County. Subsequently, land use inventory data and other spatial data were incorporated into the Granger GIS by Pedersen Planning Consultants.

It is also recommended that available spatial and tabular data in the Granger GIS be converted into published map files that can be read by ArcReader software. This freeware software enables users to access and review available spatial and tabular data from ArcGIS; at the same time, users cannot edit any of these files. With a nominal investment made for file conversion and limited user training, a wide range available land use, infrastructure, and natural resource data can be conveniently accessed by municipal staff, the Town Council, and the Granger Planning and Zoning Commission.

The land use information contained in the Granger GIS should be updated as changes in land use occur. An existing building layer should be expanded to record building permit and inspection data and linked to digital photos of any property or any building in the community. This will facilitate future land use management efforts by the Town of Granger.
Periodic updates of the Granger GIS could be made by a private contractor. It is recommended that available spatial and tabular data contained in the Granger GIS be updated on an annual basis.

7.6.2 Implementation of the Land Development Code

In order to process future applications for zone changes, land subdivisions, the Town of Granger may require some limited staff support to review one or more types of land use applications. The Town Clerk's office could make available application forms for zone changes, building permits and other approvals. The Town Clerk could also attend and prepare minutes of each monthly meeting of the Granger Planning and Zoning Commission.

The review of some actions may occasionally require the insights of a professional planner. In order to address this need, the Town of Granger should retain a professional planner on an hourly basis to review applications for land use plan amendments, new subdivisions, rezoning, planned unit development projects, and variances on an as-needed basis. The consultant would review proposed project applications, inspect related properties, identify relevant project issues, and make recommendations to the Granger Planning and Zoning Commission and Granger Town Council. Recommendations of the consultant would be presented in the form of brief staff reports and onsite presentations to both bodies.

7.7 ANNEXATIONS

7.7.1 Annexation Process

Article 4 of Title 15 of the Wyoming Statutes outlines the process for annexation of private and public properties into a city of town. Before any lands are eligible for annexation, the governing body of any town, i.e. Town Council, must demonstrate that:

- the proposed annexation is for the protection of the health, safety and welfare of the persons residing in the area and in the city or town;
- the proposed annexation would constitute a natural, geographical, economical and social part of the annexing city or town;
- the proposed annexation is contiguous with, or adjacent to, the annexing city or town;
- the area sought for annexation represents a logical and feasible addition to the annexing city or town; and,
- the extension of basic public services, e.g., water supply and distribution, which are customarily available to town residents, will, within reason, be made available to the proposed annexation area.

Towns and cities may initiate proceedings to annex lands if the proposed annexation meets the preceding conditions and limitations which are outlined more fully in W.S. 15-1-402. Town or city councils are required to prepare:

- a legal description;
- a listing of the current mailing address of each landowner;
• a map showing identifiable landmarks and boundaries of the proposed annexation area;
• a proposed annexation report that will include:
  - a map of the proposed annexation area;
  - the total estimated cost of infrastructure improvements that the municipality will impose upon landowners of property comprising the annexation;
  - a list basic and other services available to residents of the city or town and a timetable when those services will become available to the proposed annexation area;
  - a projected annual fee or service cost for municipal services;
  - the current and projected property tax mill levies that will be imposed by the municipality; and
  - the cost of infrastructure improvements required within the existing boundaries of the municipality to accommodate the proposed annexation.

Before any lands are eligible for annexation, the Town Council is required to advise affected landowners and any affected public utility with the estimated cost of anticipated infrastructure improvements. This information is to be furnished to affected landowners and public utilities within ten days prior to the required public hearing associated with the proposed annexation.

If the annexation complies with the conditions outlined in W.S. 15-1-402, the governing body shall adopt a resolution certifying compliance. If the area does not comply, no further action is to be taken on the proposed annexation.

For those annexations considered to be in compliance, the town or city council is required to establish a date, time and place for public hearing. In essence, the public is given an opportunity to express its conclusions concerning whether or not the proposed annexation complies with W.S. 15-1-402. The required public hearing is to be held not less than 30 days or not more than 180 days after the petition for the annexation has been certified to be complete. The Town Clerk is to publish a public notice, at least, twice in a newspaper of general circulation, at least, 15 business days prior to the date of the public hearing.

After the public hearing, the town or city council will annex the proposed annexation by ordinance if the governing body finds that the conditions outlined in W.S. 15-1-402 exist and the required procedures for annexation have been met. Further, no annexation is to create a land area within the boundaries of the city or town that is not annexed. Subsequently, the town clerk will file a map of the proposed annexation area and a copy of the ordinance approved by the governing body with the county clerk.

If more than fifty percent of the landowners of a proposed annexation area, or one landowner or landowners owning more than fifty percent of the area to be annexed, file written objections with the clerk of the annexing municipality within twenty (20) business days after the public hearing, no further action may be taken on any area within the proposed annexation within two years. However, if seventy-five percent or more of the perimeter of the proposed area to be annexed is contiguous to the corporate limits of the annexing city or town, written objections will not be applicable.
7.7.2 Planned Annexations

On September 6, 2007, the Granger Town Council voted to commence annexation actions for the following lands (Figure 7-1) that adjoin the Town of Granger:

- Sections 19, 20, 21, 27, 33, 34 and the remainder of Section 32, T19N, Range 111W; and,
- N1/2 N1/2 of Section 30 and S1/2 of the SE quarter of Section 30, T19N, Range 111W.

Subsequently, the Town Attorney was directed to prepare and distribute notices to appropriate landowners.

7.7.3 Relationship to Master Plan Implementation

Recent annexations to the Town of Granger are desirable and important to future implementation of the Granger Municipal Master Plan. Adjoining land areas that have been recommended for future residential, commercial, and industrial development, as well as the establishment of recreation and conservation areas, are located in portions of these annexation areas.

Future private investment and related land use expansion can be encouraged, in part, by the annexation of properties adjoining the municipal boundary. Landowners are typically more comfortable making investments in development projects where supporting public services are readily available. The availability of public services reduces initial land development costs, as well as long-term operation and maintenance expenditures.

Annexation can also enable the Town of Granger to more effectively influence the type, location, and quality of future land use development on lands surrounding the present municipal boundary. As revised zoning and subdivision regulations are established, more reasonable and effective land use controls can help enhance the construction quality associated with future residential, commercial and industrial development projects. An improved built environment can also contribute to an improved investment climate.

The future development of annexed lands typically generates increased property values and increased property tax revenues. A portion of these revenues are distributed to municipal government. Similarly, sales tax revenues to municipal government are derived from commercial development projects that generate retail sales.
CHAPTER EIGHT
COMMUNITY DEVELOPMENT OBJECTIVES AND STRATEGIES

8.1 INTRODUCTION

Chapter Eight summarizes various conclusions that were derived from the previous analyses of demographic and economic trends, land use trends, opportunities for future land use expansion, community infrastructure, recommended community land use plan map and major street plan, and land use management. Each conclusion is followed by one or more strategies that are recommended to address each conclusion.

Each recommended strategy includes one or more community development objectives, a recommended task to address each objective, the responsibility for implementation, and a project schedule. The project schedule identifies the year, or multi-year period, when the recommended task is to be completed.

8.2 PRIORITIZATION OF OBJECTIVES

Recommended project schedules are based, in part, upon the priorities determined by the Granger Town Council and selected municipal staff. Pedersen Planning Consultants presented and facilitated a discussion of preliminary community development objectives and strategies with the Granger Town Council and selected municipal staff on January 8, 2009. Input received from those attending this meeting led to a refinement in the scope of the preliminary objectives and strategies.

Subsequently, PPC also distributed a matrix evaluation sheet that was used by meeting participants to individually assign priorities for each of the refined community development objectives. Individual scores were calculated and combined to determine an average cumulative average score for each community development objective. Higher cumulative average scores for each community development objective reflected a higher priority; lower average scores received a lower project priority. The 25 community development objectives derived from the matrix evaluation process are summarized in Table 8-1. The priorities determined by the Town of Granger for each community development objective guided the determination of project schedules for tasks supporting each objective.
<table>
<thead>
<tr>
<th>Objective No.</th>
<th>Community Development Objective</th>
<th>Average Score</th>
<th>Priority Ranking</th>
</tr>
</thead>
<tbody>
<tr>
<td>18</td>
<td>Construct a second 0.5 million gallon storage tank on lands northwest of the municipal boundary</td>
<td>9.1</td>
<td>1</td>
</tr>
<tr>
<td>19</td>
<td>Extend water distribution system north of the UPRR Main Line</td>
<td>8.9</td>
<td>2 (2-way tie)</td>
</tr>
<tr>
<td>20</td>
<td>Extend wastewater collection system north of the UPRR Main Line to serve existing and recommended residential, commercial and light industrial expansion areas</td>
<td>8.9</td>
<td>2 (2-way tie)</td>
</tr>
<tr>
<td>17</td>
<td>Incrementally replace the existing water treatment plant in two phases</td>
<td>8.8</td>
<td>3</td>
</tr>
<tr>
<td>14</td>
<td>Maintain a vehicular connection between the north and south sides of Granger</td>
<td>8.5</td>
<td>4</td>
</tr>
<tr>
<td>16</td>
<td>Gradually pave improved municipal road surfaces in the Town of Granger</td>
<td>8.4</td>
<td>5</td>
</tr>
<tr>
<td>11</td>
<td>Develop a new community center and library building</td>
<td>7.9</td>
<td>6 (2-way tie)</td>
</tr>
<tr>
<td>7</td>
<td>Establish a small commercial retail area within the original townsite area</td>
<td>7.9</td>
<td>6 (2-way tie)</td>
</tr>
<tr>
<td>3</td>
<td>Encourage development of long-term single family housing areas on lands adjacent to the present municipal boundary</td>
<td>7.5</td>
<td>7</td>
</tr>
<tr>
<td>6</td>
<td>Encourage development of a business park south of the U.S. Highway corridor</td>
<td>7.4</td>
<td>8 (3-way tie)</td>
</tr>
<tr>
<td>21</td>
<td>Extend retail natural gas distribution system to recommended business park site north of UPRR Main Line</td>
<td>7.4</td>
<td>8 (3-way tie)</td>
</tr>
<tr>
<td>22</td>
<td>Extend electrical distribution system to recommended land use expansion areas</td>
<td>7.4</td>
<td>8 (3-way tie)</td>
</tr>
<tr>
<td>2</td>
<td>Redevelop blighted areas of Granger to stimulate and enable future residential expansion</td>
<td>7.3</td>
<td>9 (2-way tie)</td>
</tr>
<tr>
<td>9</td>
<td>Develop a central public works center on a 3-acre property south of Rendezvous Road</td>
<td>7.3</td>
<td>9 (2-way tie)</td>
</tr>
<tr>
<td>23</td>
<td>Establish reasonable land use regulations designed to sustain property values and encourage private and public investments</td>
<td>7.1</td>
<td>10</td>
</tr>
<tr>
<td>5</td>
<td>Encourage development of commercial retail operations and visitor accommodations along the U.S. Highway 30 corridor.</td>
<td>7.0</td>
<td>11 (2-way tie)</td>
</tr>
<tr>
<td>15</td>
<td>Adopt and implement some basic policies for future maintenance of municipal roads</td>
<td>7.0</td>
<td>11 (2-way tie)</td>
</tr>
<tr>
<td>10</td>
<td>Develop a new Town Hall on municipal property east of Spruce Street</td>
<td>6.9</td>
<td>12</td>
</tr>
<tr>
<td>8</td>
<td>Encourage development of a small retail outlet near the intersection of Spruce Street and Old Little America Road</td>
<td>6.8</td>
<td>13</td>
</tr>
<tr>
<td>13</td>
<td>Develop a new Rendezvous Park</td>
<td>6.5</td>
<td>14</td>
</tr>
<tr>
<td>4</td>
<td>Encourage development of expanded opportunities for temporary housing supporting regional natural gas development</td>
<td>5.5</td>
<td>15 (2-way tie)</td>
</tr>
<tr>
<td>25</td>
<td>Enhance the quality of municipal land use management processes</td>
<td>5.5</td>
<td>15 (2-way tie)</td>
</tr>
<tr>
<td>1</td>
<td>Prohibit land development with the 100-year flood plain of the Blacks Fork and Hams Fork Rivers</td>
<td>5.3</td>
<td>16</td>
</tr>
<tr>
<td>24</td>
<td>Maintain and update information in the Granger GIS</td>
<td>5.0</td>
<td>17</td>
</tr>
<tr>
<td>12</td>
<td>Develop a community pathway for walking, jogging, and bicycling</td>
<td>4.5</td>
<td>18</td>
</tr>
</tbody>
</table>
8.3 CONSTRAINTS TO FUTURE LAND USE EXPANSION

8.3.1 Conclusions

8.3.1.1 Flood Hazards

Available flood hazard information suggests some constraint to future land use expansion on:

- municipal and private lands that are situated between Wyoming Highway 375 and the Black Forks River;
- privately-owned lands within northern portion of Trails West Subdivision;
- State and private lands along the Black Forks River that are west and southwest of the Trail West Subdivision; and,
- the former annual rendezvous site which is situated northwest of the main town site.

Any future structural development within the two river floodplains will need to raise building floor elevations at least one foot above base flood elevations. This mitigation will be required to help minimize potential property damages and human injuries from future flood events, as well as qualify property owners for flood insurance that may be available from the U.S. Department of Housing and Urban Development.

A preferred approach would be for the Town of Granger to prohibit structural development within any area of the 100-year floodplain. This approach would more effectively minimize the risk of potential human injuries and property damages within the 100-year floodplain. If this approach is pursued as part of future revisions to existing municipal zoning regulations, it is recommended that the Town of Granger authorize temporary housing within the 100-year floodplain area that is located in Trails West Subdivision.

8.3.1.2 Suitability of Soils to Support Structural Development

Soil characteristics in the vicinity of Granger have not been classified, mapped and interpreted by the Natural Resources Conservation Service. This information, which is typically available for many Wyoming communities, provides some general guidance in terms of the suitability of surface soils to support various types of land use development. In the absence of this information, it is recommended that developers of any property within the community carry out some degree of soil testing to confirm the suitability of soils to support future land use development.

8.3.1.3 Wetlands

Since the Blacks Fork River and Hams Fork River drainages represent important habitat for various plants and animals that are adapted to live in water or in saturated soils, it is desirable to avoid future development of these areas. For the most part, these wetlands occur within the 100-year flood plain. Consequently, the avoidance of these areas represents no significant constraint to future land use expansion.
8.3.1.4 **Big Game Animals**

All big game animals are attracted to riparian areas along the Blacks Fork and Hams Fork River (Wyoming Game and Fish Department, 1978). Antelope, however, tend to be more migratory and generally prefer grasslands and sagebrush communities.

There is a considerable amount of habitat available to support pronghorn antelope, mule deer, and moose in the vicinity of Granger. If wetland and related flood plain areas remain undeveloped, future land use expansion is not expected to generate any significant impact on local habitat ranges for big game animals.

8.3.2 **Recommended Strategies**

*Objective 1: Prohibit Land Development Within the 100-Year Flood Plain of the Blacks Fork and Hams Fork Rivers.*

Task 1-A: Establish an overlay district for flood hazards into the recommended Granger land development code. However, overlay district regulations will authorize temporary housing within the 100-year floodplain area that is located in Trails West Subdivision. An overlay district is an additional zoning requirement that is applied to a geographic area but does not change underlying zoning requirements.

**Responsibility for Implementation:** Granger Planning and Zoning Commission, Granger Town Council, and planning consultant.

**Project Schedule:** 2011

8.4 **RESIDENTIAL EXPANSION**

8.4.1 **Conclusions**

8.4.1.1 **Permanent or Long-Term Housing Areas**

*South of the UPRR Main Line*

The development of new permanent housing can take place south of the UPRR main line on various sites that need to be redeveloped for residential purposes. Several residential properties have already been identified by the Town of Granger as blighted areas. Most of these properties represent feasible sites for the development of new single family housing.

The Wyoming Urban Renewal Code, which is outlined in W.S. 15-9-101 through 137, provides the Town of Granger with the authority and a process for the rehabilitation, redevelopment or conservation of these areas. Since a resolution recognizing blighted areas was approved by the Granger Town Council on August 2, 2007, the Town of Granger will need to prepare an urban renewal plan that will outline the scope of the urban renewal project, as well as the procedures, e.g., condemnation or land acquisition, that will be necessary to redevelop the blighted areas.

Another potential residential area includes some of the lands outside the 100-year floodplain that are situated in the S1/2 Section 32, T19N, Range 111W. These lands
are situated south of the municipal boundary and west of the Old Granger Road. If these lands could be acquired from the State of Wyoming via public auction, approximately 150 acres of these State Trust lands appear suitable for the development of single family housing.

**Northwest of Municipal Boundary**

In order to meet permanent housing demands during the next decade, additional single family home development should be pursued in section 20 of Township 19N, Range 111W. Anticipated housing demands for the moderate growth scenario, as well as the potential availability of housing sites south of the UPPR main line, suggest that the first increment of the subdivision should include, at least, 20 single family homes.

### 8.4.1.2 Temporary Housing

During the next decade, additional temporary housing areas are needed to support the seasonal workforce associated with regional oil and gas exploration and production. The community contains areas that are suitable to support the installation of mobile homes and manufactured homes on temporary foundations, recreational vehicles, as well as man camp facilities.

**Manufactured Homes or Mobile Homes on Temporary Foundations**

Trails West Subdivision can accommodate about 98 mobile homes and manufactured homes on temporary foundations. In April 2008, about 65 lots were vacant; vacant lots in this subdivision represent an area of the community that should be devoted to manufactured or mobile homes on temporary foundations, as well as recreational vehicles.

The replatting of the lots used in this subdivision for temporary housing would ideally be replatted to accommodate larger manufactured homes on temporary foundations. Existing lots are generally 100 feet long x 60 feet wide. Existing lot sizes and building setback requirements prohibit the installation of an 80-foot manufactured home.

**Man Camp Facilities**

Southeast of Trails West Subdivision is an undeveloped subdivision that was originally platted by Rural Bend Associates for single family housing. The municipal water distribution and wastewater collection system along Spruce Street would need to be extended southeast of Trails West Subdivision to support future man camp facilities.

### 8.4.2 Recommended Strategies

**Objective 2: Redevelop blighted areas of Granger to stimulate and enable future residential expansion.**

**Priority 9 (2-way-tie)**

Task 2-A: Prepare an urban renewal plan that will outline the scope of the urban renewal project, as well as the procedures, e.g., condemnation or land acquisition, that will be necessary to redevelop the blighted areas.
Objective 3: Encourage development of long-term single family housing areas on lands adjacent to the present municipal boundary.

Task 3-A: Nominate and acquire some 534 acres of State Trust land from the State of Wyoming, via public auction, that are located south and west of the municipal boundary. A southerly portion of these lands would be intended for the development of single family housing.

If acquired, seek grant funds from the Wyoming Business Ready Community Grant and Loan Program for the planning and design of an extension of municipal water distribution and wastewater collection systems along Spruce Street to lands outside the 100-year floodplain that are situated in the S1/2 Section 32, T19N, Range 111W. With the availability of grant funds, plan, design and construct water distribution and wastewater collection system extensions. Seek proposals from developers to develop a residential subdivision.

Responsibility for Implementation: Water/Wastewater Superintendent and Town Clerk; and Granger Town Council

Project Schedule: 2010-2011

Task 3-B: Encourage Anadarko Petroleum Corporation (APC) to develop a residential subdivision on undeveloped lands in Section 20 of Township 19N, Range 111W. Contact and present master plan recommendations concerning these lands to appropriate land representatives of APC. Recommend to APC that the first increment of the subdivision include, at least, 20 single family homes.

Responsibility for Implementation: Granger Town Council; Water/Wastewater Superintendent; and planning consultant

Project Schedule: 2010-2011

Objective 4: Encourage the development of expanded opportunities for temporary housing supporting regional natural gas development.

Task 4-A: Encourage River Bend Associates to replat the Trails West Subdivision to enable accommodation of longer manufactured and mobile homes on temporary foundations, as well as recreational vehicles. Meet with authorized representatives of River Bend Associates to discuss potential opportunities and required development standards.

Responsibility for Implementation: Granger Town Council; Water/Wastewater Superintendent; planning consultant

Project Schedule: 2009-2010

Task 4-B: Encourage River Bend Associates to replat and develop the undeveloped subdivision for man camp facilities. Meet with authorized representatives of River
Bend Associates to discuss potential opportunities and required development standards.

Responsibility for Implementation: Granger Town Council; Water/Wastewater Superintendent; River Bend Associates; planning consultant

Project Schedule: 2009-2010

Task 4-C: Plan and design an extension of the water distribution and wastewater collection systems to serve the man camp site. Determine costs for these utility extensions. Obtain necessary funds from the developer of this man camp facility site.

Responsibility for Implementation: Granger Town Council; Water/Wastewater Superintendent; planning consultant

Project Schedule: 2011-2012

8.5 COMMERCIAL AND LIGHT INDUSTRIAL EXPANSION

8.5.1 Conclusions

8.5.1.1 North and South Sides of U.S. Highway 30

The 320-acre property owned by the Hay and Taliaferro families, which is bisected by U.S. Highway 30, provides an attractive location for the development of a truck stop, a related truck repair operation, a convenience store, restaurant, and visitor accommodations (Figure 4-8). In 2006, an average daily traffic of 2,660 vehicles passed by this segment of U.S. Highway 30.

8.5.1.2 Business Park

Lands owned by Anadarko Petroleum Corporation south of U.S. Highway 30 could, in part, be used to support the development of a business park. This site is conveniently accessible to Interstate 80, as well as adjacency to the Union Pacific Railroad main line. A business park in this location could accommodate a combination of commercial services and light industrial operations. These businesses might include field offices, a trucking company terminal, material storage areas, mechanical contractors, a heavy equipment repair operation, and other light industrial activities that could support regional oil and natural gas exploration and production. The present Anadarko Petroleum Corporation field office would logically be incorporated into the business park.

8.5.1.3 South of UPRR Main Line

Within the original townsite area, the north side of First Street appears to have promise for the development of a small commercial area. This area, which is owned by Union Pacific Railroad, could accommodate several small commercial retail operations. It is envisioned that small business owners might lease land from UPRR for the development of a general mercantile store, a café, a hair salon/barber shop, work clothes retail store, and possibly a few small offices for a few professional and technical services supporting regional oil and gas activity.
A considerable volume of truck traffic also passes along the Old Little America Road which is located about 0.5 mile south of Granger’s southern municipal boundary. For this reason, a small gas station and convenience store could also be situated on a 1.5-acre property at the intersection of Spruce Street and the south municipal boundary. Other commercial facilities could be developed on some 20 acres of land that are located south of the municipal boundary along the east side of the old Granger Road.

### 8.5.2 Recommended Strategies

**Objective 5: Encourage the development of commercial retail operations and visitor accommodations along the U.S. Highway 30 corridor.**

**Task 5-A:** Meet with representatives of the Hay and Taliaferro families to encourage the development of their 320-acre property. Identify potential development opportunities for the development of a truck stop, a related truck repair operation, a convenience store, restaurant, and visitor accommodations. Share available vehicular traffic data for U.S. Highway 30 and other relevant information. Present related conclusions and recommendations outlined in the municipal master plan.

**Responsibility for Implementation:** Granger Town Council; Water/Wastewater Superintendent; planning consultant

**Project Schedule:** 2010-2011

**Priority 11 (2-way tie)**

**Objective 6: Encourage the development of a business park south of the U.S. Highway 30 corridor.**

**Task 6-A.** Meet with appropriate land representatives of Anadarko Petroleum Corporation to encourage the development of lands identified in the municipal master plan for a proposed business park. Identify potential development opportunities for the development and marketing of commercial and industrial sites for field offices, a trucking company terminal, material storage areas, mechanical contractors, a heavy equipment repair operation, and other light industrial activities. Identify planned extensions of the municipal water distribution and wastewater collection systems, as well as other community development strategies in the master plan report.

**Responsibility for Implementation:** Granger Town Council; Water/Wastewater Superintendent; planning consultant

**Project Schedule:** 2011-2012

**Priority 8 (3-way tie)**

**Objective 7: Establish a small commercial retail area within the original townsite area.**

**Task 7-A:** Meet with appropriate land representatives of the Union Pacific Railroad to encourage their lease of properties along the north side of First Street. Identify potential opportunities to lease property for the development and operation of a general mercantile store, a café, a hair salon/barber shop, work clothes retail store, and possibly a few small offices for a few professional and technical services supporting regional oil and gas activity.

**Priority 6 (two-way tie)**
Responsibility for Implementation: Granger Town Council; Water/Wastewater Superintendent; planning consultant

Project Schedule: 2010

**Objective 8: Encourage development of a small retail outlet near the intersection of Spruce Street and Old Little America Road.**

Task 8-A: Nominate and acquire some 534 acres of State Trust land from the State of Wyoming, via public auction, that are located south and west of the municipal boundary. About 1.5 acres of this acquisition would be intended for the development of a small retail outlet.

If acquired, seek grant funds from the Wyoming Business Ready Community Grant and Loan Program for the planning and design of an extension of municipal water distribution and wastewater collection systems along Spruce Street to lands outside the 100-year floodplain that are situated in the S1/2 Section 32, T19N, Range 111W. With the availability of grant funds, plan, design and prepare specifications for water distribution and wastewater collection system extensions. Prepare bid documents and solicit bids for the construction of the water distribution and wastewater collection system extensions. Select a construction contractor. Inspect improvements during the course of construction and prior to final acceptance of all constructed improvements.

Seek proposals from an investor to develop a small convenience store and gas station operation.

Responsibility for Implementation: Granger Town Council; Water/Wastewater Superintendent

Project Schedule: 2013-2014

### 8.6 COMMUNITY AND PUBLIC FACILITY EXPANSION

#### 8.6.1 Conclusions

During the next decade, there is a need for some additional public facilities such as a municipal public works center, a new town hall, and a community center. These facilities can be accommodated through the redevelopment of properties already owned by the Town of Granger.

- The three-acre property south of Rendezvous Road provides ample space for the development of a new public center that would initially include the new treatment plant.
- The two-acre property along the northeast side of Spruce Street could gradually be redeveloped to support construction of a new town hall and a new community center.
8.6.2 Recommended Strategies

**Objective 9: Develop a central public works center on 3-acre property south of Rendezvous Road.**

Task 9-A: Design and prepare specifications for a new water treatment facility. Incorporate some administrative floor space in this facility that can be used to support administrative activities of the Town. Prepare bid documents and solicit bids from building contractors for the construction of the water treatment facility. Select a construction contractor. Inspect improvements during the course of construction and prior to final acceptance of all constructed improvements.

Responsibility for Implementation: Granger Town Council; Water/Wastewater Superintendent; civil engineering consultant; building contractor.

Project Schedule: 2009

Task 9-B: Seek and apply for a Wyoming Community Facilities Grant for the design and construction of a general public works building that can store maintenance supplies and equipment supporting the operation and maintenance of municipal roads, water system and wastewater system. As funds become available, design and prepare specifications for a general public works building. Prepare bid documents and solicit bids from building contractors for the construction of the public works building. Select a construction contractor. Inspect improvements during the course of construction and prior to final acceptance of all constructed improvements.

Responsibility for Implementation: Granger Town Council; Water/Wastewater Superintendent; civil engineering consultant; building contractor.

Project Schedule: 2010-2012

**Objective 10: Develop a new Town Hall on municipal property east of Spruce Street.**

Task 10-A: Seek and apply for a Wyoming Community Facilities Grant for the planning, design, and construction of a new Town Hall. Once funds are obtained, plan, design and prepare specifications for the facility. Prepare bid documents and solicit bids from building contractors for the construction of the Town Hall. Select a construction contractor. Inspect improvements during the course of construction and prior to final acceptance of all constructed improvements.

Responsibility for Implementation: Granger Town Council; Water/Wastewater Superintendent; architectural consultant; building contractor.

Project Schedule: 2011-2013
Objective 11: Develop a new community center and library building.

Task 11-A: Seek and apply for a Wyoming Community Facilities Grant for the planning, design, and construction of a new community center and library. Once funds are obtained, plan, design and prepare specifications for the facility. Prepare bid documents and solicit bids from building contractors for the construction of the community center and library. Select a construction contractor. Inspect improvements during the course of construction and prior to final acceptance of all constructed improvements.

Responsibility for Implementation: Granger Town Council; Water/Wastewater Superintendent; architectural consultant; building contractor.

Project Schedule: 2010-2012

8.7 RECREATION AND CONSERVATION EXPANSION

8.7.1 Conclusions

The community primarily needs to provide indoor recreational opportunities for both permanent and temporary residents of Granger. As stated earlier, such opportunities could be incorporated into a proposed community center on municipal property.

If the recommended community center is developed to, in part, provide indoor recreational opportunities, the expansion of other recreational areas and facilities should focus upon increasing outdoor recreational opportunities in the community.

8.7.1.1 Community Pathway

The community assessment conducted by the Wyoming Rural Development Council in October 2004 indicated that the community expressed some desire for a community pathway system along the Blacks Fork River. Such a pathway would ideally provide access to Granger School, Granger Station, the permanent housing area north of Blacks Fork River, the recommended commercial area along 1st Street, the Town Hall, and other public facilities. A pathway system could be established along municipal road right-of-ways and on some municipal properties.

8.7.1.2 Open Play Area

An undeveloped 20.4 acre site east of Roy Adams Park and Wyoming State Highway 375 is owned by the Town of Granger. This site could be reserved for the eventual development of an open play area. The construction of any structural improvements is not recommended on this 20.4-acre site since most of the property is situated within the 100-year floodplain. However, a portion of the recommended community pathway could pass through this site.
8.7.1.3 Rendezvous Site

Between 1996-2001, the community annually celebrated the historical 1834 Rendezvous near the confluence of the Blacks Fork and Hams Fork rivers. People attending this event dressed in historical dress and camped in the area for the weekend. They participated in various recreational events such as knife and hawk activities, buffalo toss, and other games for children. The potential acquisition of some 534 acres of State Trust lands, which include 454 acres of land in Section 32, T19N, Range 111W and 80 acres of State Trust land in Section 30, T19N, Range 111W, from the State of Wyoming could facilitate the eventual clean-up of this site and establishment of a proposed 404-acre Rendezvous Park.

8.7.2 Recommended Strategies

**Objective 12: Develop a community pathway for walking, jogging, and bicycling**

**Task 12-A:** Seek and apply for federal TEAL grant funds from the Wyoming Department of Transportation for the planning, design and construction of a community pathway. Once funds are obtained, plan and design an 8-foot wide community pathway for walking, jogging, and bicycling that provides access to Granger School, Granger Station, the permanent housing area north of Blacks Fork River, the recommended commercial area along 1st Street, the Town Hall, and other public facilities. Use road right-of-ways for a portion of the pathway system.

Prepare and solicit bids from general building contractors for the incremental construction of the pathway using road base material and installation of appropriate signage. Select a construction contractor. Inspect improvements during the course of construction and prior to final acceptance of all constructed improvements.

**Responsibility for Implementation:** Granger Town Council; Water/Wastewater Superintendent; planning consultant; general building contractor

**Project Schedule:** 2016-2019

**Objective 13: Develop a new Rendezvous Park**

**Task 13A:** Nominate the 534 acres of State Trust land located south and east of the municipal boundary to the Wyoming Office of State Lands and Investments. These lands include 454 acres of land in Section 32, T19N, Range 111W and 80 acres of State Trust land in Section 30, T19N, Range 111W. If the property is eventually offered for sale at a public auction, seek to purchase the property at the public auction.

If acquired, remove car bodies and other solid waste material that have been dumped on lands in the northern half of Section 32, T19N, Range 111W.

Seek and apply for Wyoming Community Facilities Grant and TEAL grant funds for the planning, design, and construction of a new park complex that would provide:

- A trail for walking and biking that would connect to the recommended community pathway;
• Picnicking area;
• Camping area for tents and recreational vehicles; and,
• Self-guided, historical interpretation of the historical 1834 rendezvous celebration, the Granger Stage Station, as well as the significance of nearby Hams Fork and Pony Express cutoff trails from the historical Emigrant Trail; and,
• Self-guided interpretation of wildlife and aquatic habitat in the Blacks Fork and Hams Fork River floodplain.

As funds become available, plan and design Rendezvous Park. Prepare bid documents and solicit bids from general building contractors for the incremental construction of all park improvements. Select a construction contractor. Inspect improvements during the course of construction and prior to final acceptance of all constructed improvements.

Responsibility for Implementation: Granger Town Council; Water/Wastewater Superintendent; planning consultant; general building contractor

Project Schedule: 2013-2016

8.8 VEHICULAR CIRCULATION

8.8.1 Conclusions

8.8.1.1 Vehicular Connection from the North and South Sides of Granger

The potential, long-term redevelopment of Granger prompts the need for a vehicular connection from the proposed business park on Anadarko Petroleum Corporation lands to Spruce Street on the south side of the Union Pacific Railroad (UPRR) main line. The present railroad crossing (DOT 810480A) from 1st Street provides vehicular access to the Old U.S. Highway 30 route. It is uncertain, however, whether or not there is a public easement that provides legal access across adjoining property owned by the Union Pacific Railroad. If no public easement is established, it is important that a public easement be secured to establish a long-term, vehicular connection between the north and south sides of Granger.

8.8.1.2 Annual Road Maintenance

Since available municipal revenues limit the extent of road maintenance, the Town of Granger needs to adopt and implement some basic policies for the future maintenance of municipal roads. The adoption and execution of road maintenance policies will help the Municipal Maintenance Supervisor and Town Council establish adequate budgets for road maintenance.

8.8.1.3 Road Surfacing

The occasional purchase and application of unused asphalt from paving contractors would enable the Town to gradually pave selected improved road segments within the municipal road network on a more cost-effective basis. While desirable, the Town of Granger should adopt standard specifications, e.g., minimum 4-inch of asphalt paving, and share these
minimum specifications with incoming paving contractors. This approach will enable the Town of Granger to develop and sustain a higher level of pavement quality.

8.8.2 Recommended Strategies

**Objective 14: Maintain a vehicular connection between the north and south sides of Granger.**

**Task 14-A:** Contact Union Pacific Railroad land representatives in Omaha, Nebraska to confirm the availability and location of a public easement that enables vehicular travel from the existing and/or former Granger railroad crossings. If an easement is not established, work with UPRR Land Department to establish one or two public access easements to the former U.S. Highway 30 corridor (Old Granger Road). Submit easement with the Sweetwater County Assessor unless the easement is already public record.

**Responsibility for Implementation:** Granger Town Council; Granger Town Clerk

**Project Schedule:** 2010

**Priority 4**

**Objective 15: Adopt and implement some basic policies for the future maintenance of municipal roads.**

**Task 15-A:** Prepare specific road maintenance policies that will guide annual road maintenance activities and related road maintenance budgets for the Town of Granger. Policies will address maintenance requirements and related standards for both improved and paved road surfaces.

**Responsibility for Implementation:** Granger Town Council; Water/Wastewater Superintendent; civil engineering consultant

**Project Schedule:** 2012

**Priority 11 (2-way tie)**

**Objective 16: Gradually pave municipal road surfaces in the Town of Granger.**

**Task 16-A:** Prepare and adopt minimum specifications for the construction of new road pavements. Confirm the width and location of municipal road right-of-ways. Select contractor for the incremental paving of municipal roads. Inspect improvements during the course of construction and prior to final acceptance of all constructed improvements.

**Responsibility for Implementation:** Granger Town Council; Water/Wastewater Superintendent; civil engineering consultant

**Project Schedule:** 2009-2011

**Priority 5**
8.9 WATER SYSTEM

8.9.1 Conclusions

8.9.1.1 Anticipated Water Consumption to 2019

The population forecast associated with the moderate growth scenario anticipates that the permanent or long-term Granger population will include 175 residents in 2019. Assuming that water consumption rates remain close to the present per capita rate of 287 gallons per person per day, it is anticipated that average day demands will be about 50,217 gallons per day. Maximum day demands in 2019 would be approximately 100,434 assuming an average day to maximum day peaking factor of 2. If new distribution system piping significantly reduces leakage in the distribution system consumption, the per capita rate of consumption will significantly reduce average day demand.

8.9.1.2 Water Treatment Plant

The existing water treatment process is incapable of treating higher seasonal levels of turbidity that are derived from spring runoff and occasional summer storm events. More specifically, the existing contact clarifier cannot effectively treat higher turbidity levels and the related carry over of sediments from the clarifier to the filter. These operational characteristics reduce filter run times, as well as generate frequent filter backwashes and lower water production (Rothberg, Tamburini, & Winsor, Inc., 2008).

8.9.1.3 Water Storage

The Town of Granger is planning to construct a second 0.5 million gallon (MG) storage tank on the bluffs north of the WYDOT complex. Construction of this facility is dependent upon securing land from Anadarko Petroleum Corporation or other nearby private landowners.

8.9.1.4 Water Distribution System

The Town of Granger plans to upgrade and extend its distribution system on the north side of the Union Pacific Railroad main line. These improvements will generally include the construction of a new water storage tank, as well as the installation of larger pipe sizes and new fire hydrants along the Old Granger Road. The expansion of the service area and related number of customers will improve the financial viability of the municipal water system. These improvements will also help the Town of Granger promote the future development of a potential business park in the vicinity of the present WYDOT gravel quarry, as well as single family residential development northwest of the municipal boundary.

8.9.2 Recommended Strategies

Objective 17: Incrementally replace the existing water treatment plant in two phases. Priority 3

Task 17-A: The first phase will include the design and construction of a lined earthen pre-sedimentation basin on a 3-acre site east of the existing water treatment plant. The pre-treatment facility will be designed to reduce total suspended solids entering the treatment plant and extend the run time of the existing treatment plant (Rothberg, Tamburini, & Winsor, Inc., 2008).
Prepare bid documents and solicit bids from general building contractors for the incremental construction of phase 1 improvements. Select a construction contractor. Inspect improvements during the course of construction and prior to final acceptance of all constructed improvements.

Responsibility for Implementation: Granger Town Council; Water/Wastewater Superintendent; civil engineering consultant

Project Schedule: 2009

**Objective 18: Construct a second 0.5 million gallon storage tank on lands northwest of the municipal boundary.**

Task 18-A: Confer with land representatives of Anadarko Petroleum Corporation to seek acquisition of a site for the new storage tank. Identify a preferred site location. When a mutually acceptable site is acquired, design and prepare specifications for a 0.5 million gallon storage tank. Select contractor for procurement and construction of the water storage tank. Inspect improvements during the course of construction and prior to final acceptance of all constructed improvements.

Responsibility for Implementation: Granger Town Council; Water/Wastewater Superintendent; civil engineering consultant

Project Schedule: 2009

**Objective 19: Extend Water Distribution System North of the Union Pacific Railroad Main Line**

Task 19-A: Design and prepare specifications for an extension of the water distribution system north of the UPRR main line to accommodate existing and recommended residential, commercial and industrial land uses. Prepare bid documents and solicit bids from contractors for the construction of water distribution system improvements. Select contractor for construction of the water distribution system extension. Inspect improvements during the course of construction and prior to final acceptance of all constructed improvements.

Responsibility for Implementation: Granger Town Council; Water/Wastewater Superintendent; civil engineering consultant

Project Schedule: 2009

8.10 WASTEWATER SYSTEM

8.10.1 Conclusions

8.10.1.1 **Anticipated Wastewater Generation to 2019**

The moderate growth scenario suggests that 175 residents will reside in the community in 2019. If the resident population is close to this size, average daily flows in 2019 will be about 37,800 gallons per day. Since these estimates are based in part upon average day water demand, the recent replacement of the water distribution system may significantly reduce anticipated wastewater generation.
8.10.1.2  Extension of the Collection System

An expansion of the service area will eventually be needed to support the development of recommended residential expansion northwest of the municipal boundary, as well as the recommended business park north of the Union Pacific Railroad main line to U.S. Highway 30. It is anticipated that existing topography will enable flows from these areas to be transported to the existing pump station via gravity. It is also believed that the incorporation of additional flows from these land uses will not generate the need for any expansion of the present wastewater lagoons.

8.10.2 Recommended Strategies

Objective 20: Extend the wastewater collection system north of the Union Pacific Railroad main line to serve existing and recommended residential, commercial and light industrial expansion areas.

Task 20-A: Design and prepare specifications for an extension of the wastewater collection system north of the UPRR main line. Prepare bid documents and solicit bids from contractors for the construction of wastewater system improvements. Select a construction contractor. Inspect improvements during the course of construction and prior to final acceptance of all constructed improvements.

Responsibility for Implementation: Granger Town Council; Water/Wastewater Superintendent; civil engineering consultant

Project Schedule: 2009

8.11  NATURAL GAS

8.11.1 Conclusions

Potential development of a business park between the Union Pacific Railroad main line and U.S. Highway 30 would desirably include the availability of a natural gas distribution system. Future extension of the present natural gas distribution system to the proposed business park site by Questar Gas would enable commercial and light industrial companies to support heating systems for commercial and industrial buildings, as well as the operation of a compressed natural gas facility for fueling passenger vehicles and trucks.

8.11.2 Recommended Strategies

Objective 21: Extend retail natural gas distribution system to the recommended business park site north of the UPRR main line.

Task 21-A: Advise Questar Gas Company of recommended land use expansion for Granger, as well as when there is certainty that a business park will be developed north of the UPRR main line. Design and construct an extension of retail natural gas distribution system.
8.12 ELECTRICAL ENERGY

8.12.1 Conclusions

The electrical system that serves Granger will eventually need to be extended into undeveloped areas within and adjacent to the community that are recommended for future land use expansion. These areas will primarily include the recommended business park site, other commercial properties owned by the Hay and Taliaferro families, undeveloped lands owned by Rural Bend Associates, as well as lands immediately south of Granger that are owned by the State of Wyoming.

8.12.2 Recommended Strategies

Objective 22: Extend electrical distribution system to recommended land use expansion areas.

Task 22-A: Advise Bridger Valley Electric Association (BVEA) of recommended land use expansion for Granger, as well as when there is certainty that a business park will be developed north of the UPRR main line. Design and construct an extension of the BVEA electrical distribution system.

Responsibility for Implementation: Water/Wastewater Superintendent; Bridger Valley Electric Association

Project Schedule: 2012-2014

8.13 LAND USE MANAGEMENT

8.13.1 Conclusions

8.13.1.1 Subdivision Regulations

Chapter 17 of the Granger Town Code establishes regulations for any division of land into three or more parcels that are developed for buildings or sold as lots. These regulations need to be updated to improve the subdivision review and approval process. A more complete of subdivision development standards is also needed to ensure that future subdivisions are compatible with existing municipal roads and utilities and developed in a quality manner.

8.13.1.2 Zoning Regulations

Chapter 24 of the Granger Town Code includes zoning regulations. Portions of these regulations are overly restrictive and unnecessary, e.g., temporary land uses. Others sections need to be re-written to provide greater flexibility to landowners and developers. The creation of a new temporary housing district is recommended to bring together
regulations for mobile homes or manufactured homes on temporary foundations, man
camp units, as well as recreational vehicles.

8.13.1.3 **Land Development Code**

The consolidation of land use regulations within one title of the municipal code is very
desirable to facilitate future access to municipal land use regulations by the residents,
landowners, potential investors, the Town Council and Planning and Zoning Commission,
and municipal staff. For Granger, the municipal land development code would ideally
include the following provisions:

1) the intent and organization of the unified land development code;
2) the authority and scope of responsibility for those municipal planning and zoning
   commission, board of adjustment, a part-time building inspector, and part-time
   zoning administrator that would administer subdivision, zoning, and building
   regulations;
3) land use approval procedures for community land use plan map amendments,
   subdivision applications, zone changes, planned unit development (PUD)
   applications, and variances;
4) zoning regulations that include general provisions, various types of zoning districts,
   zoning district regulations, as well as requirements concerning nonconforming uses
   and structures;
5) adopted building codes, municipal building permit process, building inspection
   requirements, and the issuance of certificates of occupancy;
6) development standards for, at least, residential subdivisions, outdoor lighting and
   signs;
7) appeal and enforcement procedures; and,
8) definitions.

8.13.1.4 **Granger GIS**

The land use information contained in the Granger Geographical Information System
(Granger GIS) should be updated as changes in land use occur. An existing building layer
should be expanded to record building permit and inspection data and linked to digital
photos of any property or any building in the community. This will facilitate future land
use management efforts by the Town of Granger.

8.13.1.5 **Implementation of Recommended Land Development Code**

In order to process future applications for zone changes, land subdivisions, the Town of
Granger may require some limited staff support to review one or more types of land use
applications. The Town Clerk's office could make available application forms for zone
changes, building permits and other approvals. The Town Clerk could also attend and
prepare minutes of each monthly meeting of the Granger Planning and Zoning Commission.

The review of some actions may occasionally require the insights of a professional planner.
In order to address this need, the Town of Granger should retain a professional planner on
an hourly basis to review applications for land use plan amendments, new subdivisions,
rezoning, planned unit development projects, and variances on an as-needed basis. The
consultant would review proposed project applications, inspect related properties, identify relevant project issues, and make recommendations to the Granger Planning and Zoning Commission and Granger Town Council. Recommendations of the consultant would be presented in the form of brief staff reports and onsite presentations to both bodies.

8.13.2 Recommended Strategies

Objective 23: Establish reasonable land use regulations that are designed to sustain property values and encourage private and public investments.

Task 23-A: Retain a planning consultant to prepare a Granger land development code that would replace Title 17 and Title 24 of the Granger Town Code. The land development code will bring together land use regulations associated with zoning, subdivisions, building codes and enforcement, development standards, signs, definitions, and related regulations into one section of the municipal code.

Responsibility for Implementation: Granger Town Council; planning consultant

Project Schedule: 2011

Objective 24: Maintain and update information in the Granger GIS.

Task 24-A: Update and expand spatial and tabular information contained in the Granger GIS. Updates will be made on, at least, an annual basis. Convert updated files to ArcReader to facilitate access by Granger Town Council and municipal staff.

Responsibility for Implementation: Granger Town Council; planning consultant firm with GIS capability

Project Schedule: 2010-2018

Objective 25: Enhance the quality of municipal land use management processes.

Task 25-A: Retain a planning consultant to review applications for land use plan amendments, new subdivisions, rezoning, planned unit development projects, and variances on an as-needed basis. The consultant would also review proposed project applications, inspect related properties, identify relevant project issues, and make recommendations to the Granger Planning and Zoning Commission and Granger Town Council. Recommendations of the consultant would be presented in the form of brief staff reports and onsite presentations to both bodies.

Responsibility for Implementation: Granger Town Council; planning consultant

Project Schedule: 2011-2018
CHAPTER NINE
IMPLEMENTATION PLAN

9.1 INTRODUCTION

Chapter Nine provides guidance to the Town of Granger concerning how to adopt the municipal master plan, implement recommended community development objectives and strategies, and incorporate plan recommendations into future municipal budgets.

9.2 ADOPT THE MUNICIPAL MASTER PLAN

The process for adoption of the master plan is authorized and outlined in W.S. 15-1-503 and W.S. 15-1-505. These statutes indicate that the Granger Planning and Zoning Commission shall adopt and certify the master plan to the Granger Town Council after a public hearing is held. W.S. 15-1-505 indicates that adoption of the master plan shall be made via resolution.

The resolution that adopts the master plan should recognize, in part, that the municipal master plan shall be an advisory document to guide future land development decisions. The master plan also provides important rationale and guidance for the adoption of any future revisions to municipal land use regulations and the municipal zoning map. Established legal precedents in the United States make it clear that zoning and other land use regulations must be based upon a comprehensive municipal plan or municipal master plan that establish the rationale for recommended land uses in a town. Further, revisions to any municipal zoning regulations and zoning map are to be generally consistent with the most recently adopted municipal master plan.

Since the municipal master plan includes, in part, proposals for lands outside of the municipal boundary, the adopted master plan report should also be transmitted to the Sweetwater County Board of Commissioners for their review and use when considering land use development proposals within a one-mile radius of the municipal boundary.

9.3 SUPPORT RECOMMENDED COMMUNITY DEVELOPMENT STRATEGIES VIA ALLOCATION OF FUTURE MUNICIPAL RESOURCES

It is essential that recommended community development strategies presented in Chapter Eight are supported, in part, through the allocation of future municipal resources. The future implementation of these strategies is primarily dependent upon the integration of these strategies into future municipal budgets, the preparation of grant applications by municipal staff, project management efforts by municipal staff and community volunteers, as well as the scheduling and monitoring of project completion.

A basic process for the implementation of specific tasks associated with each community development objective is outlined in the following paragraphs. Table 9-1 presents an implementation schedule for the strategies associated with each community development objective.
9.3.1 Assign Responsibilities for Project Implementation

Following adoption of the municipal master plan, the Granger Town Council will need to assign project management responsibilities for the completion of tasks or projects associated with each community development objective. Project management responsibilities should be assigned to the municipal staff, Town Council members, as well as selected contractors or consultants to the Town of Granger. The assignment of one person as the designated project manager will facilitate communications and coordination with the Granger Town Council and contractors that may be completing one or more project tasks.

In some cases, the responsibility for implementation may include significant involvement by a public agency that is located outside of the Town of Granger. For these projects, the Granger Town Council will still assign a municipal project manager to carry out required inter-agency coordination, serve as a point-of-contact for the project, communicate the progress toward project completion, and periodically share any relevant project issues with the Granger Town Council.

9.3.2 Update Community Development Strategies

The completion of recommended community development strategies, changes in the composition of the Granger Town Council, new community development opportunities, and other factors will prompt future changes in the direction, scope and priority of community development strategies. For this reason, the need to revise or delete existing strategies, or establish new strategies, will become apparent. This reality should lead the Town of Granger to update its community development strategies on an annual basis. Such revisions should be incorporated into a municipal master plan implementation report.

The preparation of a municipal master plan implementation report would be updated by a member of the municipal staff, e.g., Town Clerk-Treasurer, or completed by a consultant under the direction of the Town Council. The completion of this task will require close coordination and informal discussions with each of the municipal project managers that are assigned the lead responsibility for completion of tasks associated with each community development strategy. The type of information requested from municipal project managers would include, at least, the following:

- progress made during the past year toward completion of tasks or projects associated with the community development objective;
- needed revisions to the scope of project tasks for each community development strategy;
- anticipated schedule for completion of each task or project; and,
- recommended budget request for completion of each task or project under their responsibility.

This task would ideally be completed no later than the months of March and April in any given year so that the Town Clerk-Treasurer would have adequate time to incorporate financial requests into the municipal budget process. The Granger Town Council would seek clarification of revised project tasks, schedules and expenditures from the municipal project manager assigned to each community development strategy.
<table>
<thead>
<tr>
<th>PRIORITY RANKING</th>
<th>COMMUNITY DEVELOPMENT OBJECTIVE</th>
<th>RESPONSIBILITY FOR IMPLEMENTATION</th>
<th>Implementation Years</th>
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<tbody>
<tr>
<td></td>
<td><strong>Objective 18</strong> - Construct a second 0.5 million gallon storage tank on lands northwest of the municipal boundary</td>
<td><strong>Task 18-A</strong>: Confer w/Anadarko Petroleum Corporation to acquire site for new storage tank.</td>
<td>2009 2010 2011 2012 2013 2014 2015 2016 2017 2018</td>
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<td>Identify &amp; acquire site, then design &amp; prepare specifications for 0.5 million gallon storage tank. Select contractor for procurement &amp; construction of tank. Inspect during &amp; prior to final acceptance of construction improvements.</td>
<td>Granger Town Council; Water/Wastewater Superintendent; civil engineering consultant</td>
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<td><strong>Goal</strong>: Incremental replacement of the existing water treatment plant over two phases.</td>
<td><strong>Task 17-A</strong>: The first phase will include the design &amp; construction of a lined earthen pre-sedimentation basin on a 3-acre site east of the existing water treatment plant. The pre-treatment facility will be designed to reduce total suspended solids entering the treatment plant and extend the run time of the existing treatment plant (Rothberg, Tamburini, &amp; Winsor, Inc., 2008). Prepare bid documents and solicit bids from general building contractors for the incremental construction of phase 1 improvements. Select a construction contractor. Inspect improvements during the course of construction &amp; prior to final acceptance of all constructed improvements.</td>
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<td><strong>Objective 19</strong>: Extend Water Distribution System North of the Union Pacific Railroad Main Line</td>
<td><strong>Task 19-A</strong>: Design &amp; prepare specifications for extension of water distribution system north of UPRR main line to accommodate existing &amp; recommended residential, commercial &amp; industrial land uses. Prepare bid documents &amp; solicit bids from contractors for construction of water distribution system improvements. Select contractor for construction of the water distribution system extension. Inspect improvements during course of construction &amp; prior to final acceptance of all constructed improvements.</td>
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<td><strong>Objective 20</strong>: Extend the wastewater collection system north of the Union Pacific Railroad main line to serve existing and recommended residential, commercial and light industrial expansion areas</td>
<td><strong>Task 20-A</strong>: Design and prepare specifications for an extension of the wastewater collection system north of the UPRR main line. Prepare bid documents and solicit bids from contractors for construction of wastewater system improvements. Select a construction contractor. Inspect improvements during the course of construction and prior to final acceptance of all constructed improvements.</td>
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<td>Task 16-A: Prepare and adopt minimum specifications for construction of new road pavements. Confirm width &amp; location of municipal road right-of-ways. Select contractor for incremental paving of municipal roads. Inspect improvements during course of construction &amp; prior to final acceptance of all constructed improvements.</td>
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<tr>
<td>6</td>
<td>Objective 11: Develop a new community center and library building.</td>
<td>Granger Town Council; Water/Wastewater Superintendent; architectural consultant; building contractor</td>
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<td>Task 11-A: Seek and apply for a Wyoming Community Facilities Grant for the planning, design, and construction of a new community center and library. Once funds are obtained, plan, design and prepare specifications for the facility. Prepare bid documents and solicit bids from building contractors for the construction of the community center and library. Select a construction contractor. Inspect improvements during the course of construction and prior to final acceptance of all constructed improvements.</td>
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<tr>
<td>6</td>
<td>Objective 7: Establish a small commercial retail area within the original townsite area.</td>
<td>Granger Town Council; Water/Wastewater Superintendent; planning consultant</td>
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<td>Task 7-A: Meet with appropriate land representatives of the Union Pacific Railroad to encourage their lease of properties along the north side of First Street. Identify potential opportunities to lease property for development &amp; operation of a general mercantile store, a café, a hair salon/barber shop, work clothes retail store, and possibly a few small offices for a few professional &amp; technical services supporting regional oil &amp; gas activity.</td>
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<td>7</td>
<td>Objective 3: Encourage development of long-term single family housing areas on lands adjacent to the present municipal boundary.</td>
<td>Water/Wastewater Superintendent and Town Clerk; and Granger Town Council</td>
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<td>Task 3-A: Nominate and acquire some 534 acres of State Trust land from the State of Wyoming, via public auction, located south &amp; west of municipal boundary, intended for development of single family housing. If acquired, seek grant funds from Wyoming Business Ready Community Grant and Loan Program for planning &amp; design of an extension of municipal water distribution &amp; wastewater collection systems along Spruce Street to lands outside 100-year floodplain situated in the S1/2 Section 32, T19N, Range 111W. With availability of grant funds, plan, design &amp; construct water distribution &amp; wastewater collection system extensions. Seek proposals from developers to develop a residential subdivision.</td>
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<td>Task 3-B: Encourage Anadarko Petroleum Corporation to develop a residential subdivision on undeveloped lands in Section 20 of Township 19N, Range 111W. Contact &amp; present master plan recommendations concerning these lands to appropriate land representatives of APC. Recommend to APC that the first increment of the subdivision include, at least, 20 single family homes.</td>
<td>Granger Town Council; Water/Wastewater Superintendent; and planning consultant</td>
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<td>8</td>
<td>Objective 6: Encourage the development of a business park south of the U.S. Highway 30 corridor.</td>
<td>Granger Town Council; Water/Wastewater Superintendent; planning consultant</td>
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<td>Task 6-A: Meet with Anadarko Petroleum Corporation representatives to encourage development of lands identified in municipal master plan for a proposed business park. Identify potential opportunities for development &amp; marketing of commercial &amp; industrial sites. Identify planned extensions of municipal water distribution &amp; wastewater collection systems, as well as other community development strategies in the master plan report.</td>
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<td>RANKING</td>
<td>COMMUNITY DEVELOPMENT OBJECTIVE</td>
<td>RESPONSIBILITY FOR IMPLEMENTATION</td>
<td>Implementation Years</td>
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<td>8</td>
<td>Objective 22: Extend electrical distribution system to recommended land use expansion areas.</td>
<td>Water/Wastewater Superintendent; Bridger Valley Electric Association</td>
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<tr>
<td>9</td>
<td>Objective 2: Redevelop blighted areas of Granger to stimulate and enable future residential expansion.</td>
<td>Granger Town Council; planning consultant</td>
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<td>9</td>
<td>Objective 9: Develop a central public works center on 3-acre property south of Rendezvous Road.</td>
<td>Granger Town Council; Water/Wastewater Superintendent; civil engineering consultant; building contractor.</td>
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<td>10</td>
<td>Objective 23: Establish reasonable land use regulations that are designed to sustain property values and encourage private and public investments.</td>
<td>Granger Town Council; planning consultant</td>
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<td>11</td>
<td>Objective 5: Encourage the development of commercial retail operations and visitor accommodations along the U.S. Highway 30 corridor.</td>
<td>Granger Town Council; Water/Wastewater Superintendent; planning consultant</td>
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<td>RANKING</td>
<td>COMMUNITY DEVELOPMENT OBJECTIVE</td>
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<td>11 (2-way tie)</td>
<td>Objective 15: Adopt and implement some basic policies for the future maintenance of municipal roads.</td>
<td>Granger Town Council; Water/Wastewater Superintendent; civil engineering consultant</td>
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<td>Task 15-A: Prepare specific road maintenance policies that will guide annual road maintenance activities and related road maintenance budgets for the Town of Granger. Policies will address maintenance requirements and related standards for both improved and paved road surfaces.</td>
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<td>12</td>
<td>Objective 10: Develop a new Town Hall on municipal property east of Spruce Street.</td>
<td>Granger Town Council; Water/Wastewater Superintendent; architectural consultant; building contractor.</td>
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<td>Task 10-A: Seek and apply for a Wyoming Community Facilities Grant for the planning, design, and construction of a new Town Hall. Once funds are obtained, plan, design and prepare specifications for the facility. Prepare bid documents and solicit bids from building contractors for the construction of the Town Hall. Select a construction contractor. Inspect improvements during the course of construction and prior to final acceptance of all constructed improvements.</td>
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<td>13</td>
<td>Objective 8: Encourage development of a small retail outlet near the intersection of Spruce Street and Old Little America Road.</td>
<td>Granger Town Council; Water/Wastewater Superintendent</td>
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<td>Task 8-A: Nominate/acquire some 534 acres of State Trust land from State of Wyoming, via public auction, located south &amp; west of municipal boundary. About 1.5 acres would be intended for development of small retail outlet. If acquired, seek grant funds from Wyoming Business Ready Community Grant * Loan Program for planning &amp; design of an extension of municipal water distribution &amp; wastewater collection systems along Spruce Street to lands outside the 100-year floodplain are situated in the S1/2 Section 32, T19N, Range 111W. With availability of grant funds, plan, design &amp; prepare specifications for water distribution &amp; wastewater collection system extensions. Prepare bid documents &amp; solicit bids for construction of water distribution &amp; wastewater collection system extensions. Select construction contractor. Inspect improvements during course of construction &amp; prior to final acceptance of all constructed improvements. Seek proposals from investor to develop small convenience store and gas station operation.</td>
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<td>14</td>
<td>Objective 13: Develop a new Rendezvous Park</td>
<td>Granger Town Council; Water/Wastewater Superintendent; planning consultant; general building contractor</td>
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<td>Task 13-A: Nominate to the Wyoming Office of State Lands &amp; Investments and seek to acquire at public auction 534 acres of State Trust land located south and east of municipal boundary, which includes 454 acres in Section 32, T19N, Range 111W and 80 acres in Section 30, T19N, Range 111W. If acquired, remove car bodies &amp; other solid waste material on lands in northern half of Section 32, T19N, Range 111W. Seek &amp; apply for WY Community Facilities Grant and TEAL grant funds for planning, design, &amp; construction of new park complex. As funds become available, plan &amp; design Rendezvous Park. Prepare bid documents, solicit bids, and select contractor for incremental construction of all park improvements. Inspect during course of construction and prior to final acceptance of all constructed improvements.</td>
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<td>RANKING</td>
<td>COMMUNITY DEVELOPMENT OBJECTIVE</td>
<td>RESPONSIBILITY FOR IMPLEMENTATION</td>
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<td>Task 4-A: Encourage River Bend Associates to replat the Trails West Subdivision to enable accommodation of longer manufactured and mobile homes on temporary foundations, as well as recreational vehicles. Meet with authorized representatives of River Bend Associates to discuss potential opportunities and required development standards.</td>
<td>Granger Town Council; Water/Wastewater Superintendent; planning consultant</td>
<td>2009 2010 2011 2012 2013 2014 2015 2016 2017 2018</td>
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<td></td>
<td>Task 4-B: Encourage River Bend Associates to replat and develop the undeveloped subdivision for man camp facilities. Meet with authorized representatives of River Bend Associates to discuss potential opportunities and required development standards.</td>
<td>Granger Town Council; Water/Wastewater Superintendent; River Bend Associates; planning consultant</td>
<td>2009 2010 2011 2012 2013 2014 2015 2016 2017 2018</td>
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<td>Task 4-C: Plan and design an extension of the water distribution and wastewater collection systems to serve the man camp site. Determine costs for these utility extensions. Obtain necessary funds from the developer of this man camp facility site.</td>
<td>Granger Town Council; Water/Wastewater Superintendent; planning consultant</td>
<td>2009 2010 2011 2012 2013 2014 2015 2016 2017 2018</td>
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<td>Task 25-A: Retain planning consultant to review applications for land use plan amendments, new subdivisions, rezoning, planned unit development projects, &amp; variances on an as-needed basis. The consultant would also review proposed project applications, inspect related properties, identify relevant project issues, &amp; make recommendations to Granger Planning &amp; Zoning Commission and Granger Town Council. Recommendations of consultant would be presented in the form of brief staff reports &amp; onsite presentations to both bodies.</td>
<td>Granger Planning and Zoning Commission, Granger Town Council, and planning consultant</td>
<td>2009 2010 2011 2012 2013 2014 2015 2016 2017 2018</td>
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<td></td>
<td>Task 1-A: Establish an overlay district for flood hazards into the recommended Granger land development code. An overlay district is an additional zoning requirement that is applied to a geographic area but does not change underlying zoning requirements.</td>
<td>Granger Town Council; planning consultant firm with GIS capability</td>
<td>2009 2010 2011 2012 2013 2014 2015 2016 2017 2018</td>
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<td>Task 24-A: Update and expand spatial and tabular information contained in the Granger GIS. Updates will be made on, at least, an annual basis. Convert updated files to ArcReader to facilitate access by Granger Town Council and municipal staff.</td>
<td>Granger Town Council; planning consultant firm with GIS capability</td>
<td>2009 2010 2011 2012 2013 2014 2015 2016 2017 2018</td>
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<tr>
<td>PRIORITY RANKING</td>
<td>COMMUNITY DEVELOPMENT OBJECTIVE</td>
<td>RESPONSIBILITY FOR IMPLEMENTATION</td>
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<tr>
<td>18</td>
<td>Objective 12: Develop a community pathway for walking, jogging, and bicycling.</td>
<td>Granger Town Council; Water/Wastewater Superintendent; planning consultant; general building contractor</td>
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</table>

**Task 12-A:** Seek and apply for federal TEAL grant funds from the Wyoming Department of Transportation for the planning, design and construction of a community pathway. Once funds are obtained, plan and design an 8-foot wide community pathway for walking, jogging, and bicycling that provides access to Granger School, Granger Station, the permanent housing area north of Blacks Fork River, the recommended commercial area along 1st Street, the Town Hall, and other public facilities. Use road right-of-ways for a portion of the pathway system. Prepare and solicit bids from general building contractors for the incremental construction of the pathway using road base material and installation of appropriate signage. Select a construction contractor. Inspect improvements during the course of construction and prior to final acceptance of all constructed improvements.
9.4 COMMUNICATE PROGRESS OF COMMUNITY DEVELOPMENT STRATEGIES

Smaller communities such as Granger typically find it difficult to find residents who can participate in plan implementation. Sometimes the completion of a task requires the donation of a few hours of work or supplies from local residents that may be necessary to complete a required task.

Communication of the progress being made toward completion of the community development strategies outlined in the master plan is an effective way to gain community support and involvement in plan implementation. The preparation of a community newsletter represents one inexpensive way to communicate to local residents. Hardcopies of a community newsletter can be published and mailed to local residents.

The content of the newsletter should provide brief articles that describe work progress and “before and after” pictures of specific community improvements. The articles should also recognize residents and small businesses that have supported community development efforts. Where community support beyond the actions of the Town of Granger are desired, specific opportunities for potential community involvement should also be identified.

The same newsletter should also be transmitted to the Sweetwater County Board of Commissioners, as well as representatives of various public agencies that may be approached for grant funds, in digital form. The dissemination of this information encourages the support of other county, state and federal agencies. Public agencies prefer to support those communities that are committed and demonstrating progress toward specific community development objectives. Further, if these agencies are aware of your objectives, they are better able to refer potential investors and agency representatives to the Town of Granger.
REFERENCES


Oil and Gas Conservation Commission, 2008. **Oil and gas production data for Moxa and Arch Fields.** http://wogcc.state.wy.us.


APPENDIX A
PUBLIC INFORMATION MEETING

TOWN OF GRANGER
MUNICIPAL MASTER PLAN
PUBLIC INFORMATION MEETING – MAY 14, 2008
SUMMARY OF COMMENTS

Date/Time: Wednesday, May 14, 2008, 5:00 pm
Location: Granger Town Hall
Meeting Hosts: Mayor Lenore Perry
               Sandy Pedersen, Senior Planner, Pedersen Planning Consultants
Attendants: 6 persons attended the meeting
            Sign-in Sheet of attendants are attached (1 page)

Mayor Lenore Perry officially opened the public meeting. She then introduced Sandy Pedersen of Pedersen Planning Consultants, the consulting firm that has been retained by the Town of Walden to complete the Master Plan.

Sandy Pedersen made a 20-minute Power Point presentation explaining the scope of work to be undertaken by Pedersen Planning Consultants to complete the Municipal Master Plan for the Town of Granger. Following her presentation, the meeting was opened to the public for comments and questions.

SUMMARY OF COMMENTS

It is too bad there aren’t more people to participate in this public information meeting. Notices were placed in the Town Hall, the library, and Antelope Crossing Pub. It’s very difficult to get community interest. Ray Wolfley’s attendance is commendable. What else can we do to generate more attendance? It would be nice to get a website or newsletter going so residents would know what’s happening.

Granger needs a lot of work. The Town officially designated a blighted area. One of the reasons this action was taken was to draw attention to areas of the Town that need to be improved and to be eligible for some kind of funding.

The Town needs to purchase or annex lands so some potential new activity or improvement can take place on those lands. Some potential lands to be considered include:

- The lands purchased by the Town previously owned by Pond and Palmer out of Utah.
- Lands owned by George Peters, a Texas resident, who is involved with Uinta Development.
- The property off State Highway 30 near the State DOT facility, on the left, up the hill. This would be excellent to place another water tower and as a location where it would be convenient for water trucks to fill up.
- Taliafero and Hay’s property across the road.
• The areas designated as blighted, e.g., the Tree House, the 2 houses that are health hazards, etc.

Randy Rowley out of Green River, telephone (307) 875-5437, does the Town’s surveying. PPC will want to coordinate with Randy as it develops Granger’s GIS.

It is important that the Town enforce its ordinances, but a Code Enforcement Officer will have to be hired.

A small motel would be economically viable in Granger.

Nelson Engineers will be starting on the Town’s water project soon. Residents may pay attention to what’s going on in the Town if they see this important improvement.

Communication is important. The Town considered putting in fiber optics at the same time that the new water and sewer lines are installed. Qwest’s field representative estimated a cost of about $19 to $20,000. It’s doubtful that this could be done at this point in time. However, other alternatives are available for future consideration, e.g., satellite.

A larger Town Hall is needed. A combination town hall with a community center or a medical center would be nice. Funds may be more readily available for this kind of mixed use facility. Any new construction or improvement within Granger will show that something is happening, that someone was interested enough in the Town to invest in it.
<table>
<thead>
<tr>
<th>Name</th>
<th>Agency Representing (if applicable)</th>
<th>Address</th>
<th>Telephone</th>
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<tbody>
<tr>
<td>Ray J. Wafling</td>
<td></td>
<td>100 Moxa Rd</td>
<td>875-8022</td>
</tr>
<tr>
<td>Dave Williams</td>
<td>Town</td>
<td>8888 State Creek</td>
<td>870-2122</td>
</tr>
<tr>
<td>Ilene Berry</td>
<td>Town</td>
<td>P.O. Box 112, 466 Second</td>
<td>875-4255</td>
</tr>
<tr>
<td>Linda Williams</td>
<td>Town</td>
<td>83 State Creek Drive</td>
<td>970-203-5119</td>
</tr>
<tr>
<td>Robert Perry</td>
<td></td>
<td>426 2nd St</td>
<td>875-4255</td>
</tr>
<tr>
<td>Sandy Pedersen</td>
<td>Pedersen Planning Consultants</td>
<td>P.O. Box 86, Encampment, WY 83325</td>
<td>327-5434</td>
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Mayor Lenore Perry opened the public hearing at 7:05 p.m. She turned the meeting over to Jim Pedersen, principal planner of Pedersen Planning Consultants, the Town of Granger’s consultant for development of the Granger Municipal Master Plan.

Pedersen made a 30-minute presentation highlighting the strategies and objectives outlined in the Master Plan. Subsequent to this presentation, he solicited questions and comments from the audience concerning each objective and strategy. Pedersen also asked for an indication from the audience whether or not each objective and related strategies should be included, deleted or revised, or whether other objectives and strategies should be included.

SUMMARY OF COMMENTS

The audience concurred with all of the objectives and strategies. However, some clarifications and revisions were requested. These discussions included the following comments and recommendations.

A question was asked regarding the Master Plan’s Priority 16 or Objective 1, which states “Prohibit land development within the 100-year flood plain of the Blacks Fork and Hams Fork Rivers.” Are current landowners in that area bound by this objective? Jim Pedersen stated that present wording in the draft master plan would not allow future construction within the 100-year flood plain. David Williams asked how the properties reflected on the flood plain map will be affected. Pedersen said that any existing buildings are grandfathered.

A few persons also questioned how the Town of Granger could encourage temporary housing in the Trails West subdivision if a portion of the subdivision is situated within the 100-year flood plain. Pedersen said that the recommended land development code could include an exception to temporary housing located in this area. This exception would be incorporated into the final master plan report.

Councilman Vern Howey informed the meeting attendants that he recently spoke with WYDOT representatives. The gravel pit that WYDOT has been using is about to be reclaimed. It is a good time to acquire that land, which is part of lands identified in Priority 7 or Objective 3, which states “Encourage development of long-term single family housing areas on lands adjacent to the present municipal boundary.”
Objective 12 or Priority 18, “Develop a community pathway for walking, jogging and bicycling.” Mayor Perry felt that the pathway could also run on the south side on property owned by the Town of Granger as well as on the river side of Black’s Fork. Pedersen indicated that a crossing of the trail over the river could represent a significant cost for a small bridge. However, he would reflect an extension of the pathway in the final master plan report.

Mayor Perry commented that Task 14-A of Objective 14/priority 4, “Maintain a vehicular connection between the north and south sides of Granger” states that Union Pacific Railroad representatives be contacted to establish an easement. Union Pacific has contacted the Town twice to request that the present railroad crossing be closed. She has turned them down twice. After some discussion, it was concluded that the Town needs to coordinate with WYDOT to obtain a prescriptive easement. The prospects for getting that done may be slim due to the desire of Union Pacific to close the present crossing.

Councilman Howey stated that there was an underpass at one time that was maintained by UP Railroad. UP Railroad persuaded WYDOT to abandon that underpass because it would flood and big trucks couldn’t get through. The overpass now being used is maintained by WYDOT.

Mayor Perry asked that the Master Plan include areas that the Town is already planning to annex. Jim Pedersen will coordinate with Town Clerk Vivian Shedden to get information on those specific properties and will add a section on properties for annexation in Chapter 7 – Land Use Management, as well as prepare a map showing those property locations.

In looking toward the future of the Town, Mayor Perry felt that pursuit of fiber optics for telecommunications use needs to be mentioned in the Master Plan. Where is it located now? How far is it from the Town? How can the Town bring it into the Town? How much of a population is needed before that is a viable option? Pedersen said he would seek some information concerning the location of fiber optic cable in the vicinity of Granger and reflect that information in the final master plan report.

Some discussion included the “vision” of the Town of Granger. The Master Plan indicates very limited population increase in the next 10 years. Shouldn’t there be a site location for a new school? How can we ensure that the Town is pursuing growth? Mayor Perry desires the Town of Granger to become a community of 3,000 people.

Other attendants felt that the Master Plan reflects the vision for the Town of Granger. It will take a lot of time and effort on the part of the Town officials and its citizens to accomplish the goals and objectives set forth in the 25 objectives of the Master Plan. With the adoption of the Master Plan, prospective developers will recognize that the Town has a vision and they will know what kinds of development they can pursue.

The public hearing ended at 8:40 p.m.

Meeting recorded by:
Sandy Pedersen
Senior Planner
Pedersen Planning Consultants
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<th>Name</th>
<th>Agency Representing (if applicable)</th>
<th>Address/Email Address</th>
<th>Telephone</th>
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<tr>
<td>Leslie Chace</td>
<td>Baseraes</td>
<td>PO Box 34, Granger Wy</td>
<td>875-4162</td>
</tr>
<tr>
<td>John Lee</td>
<td>resident</td>
<td>Box 41, Granger Wy</td>
<td>875-4881</td>
</tr>
<tr>
<td>Dave Williams</td>
<td>Town</td>
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<tr>
<td>Linda Williams</td>
<td>Town</td>
<td>PO Box 135, Granger Wy</td>
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</tr>
<tr>
<td>Gary Brophy</td>
<td>Town Resident</td>
<td>PO Box 218, Granger Wy</td>
<td>875-1837</td>
</tr>
<tr>
<td>Sherry Brophy</td>
<td>Town Resident</td>
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<tr>
<td>Delene Howey</td>
<td>Town</td>
<td>110 Spruce</td>
<td>875-8928</td>
</tr>
<tr>
<td>Robert Flynn</td>
<td>Resident</td>
<td>406 2nd St</td>
<td>875-4255</td>
</tr>
<tr>
<td>Terese Sorey</td>
<td>Town</td>
<td>406 Second Street</td>
<td>875-4255</td>
</tr>
<tr>
<td>Mike Gill</td>
<td>Resident</td>
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<tr>
<td>Joni Adema</td>
<td>PPC</td>
<td><a href="mailto:ppc@carbinpower.net">ppc@carbinpower.net</a></td>
<td>327-5434</td>
</tr>
<tr>
<td>Randy Pederson</td>
<td>PPC</td>
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<td>327-5434</td>
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PUBLIC HEARING: GRANGER MUNICIPAL MASTER PLAN DRAFT
Location: Granger Town Hall
Date/Time: Tuesday, February 10, 2009/7:00 P.M.
INTRODUCTION

Appendix C presents an evaluation of community attitudes and vision toward future community development. These insights represent a qualitative review of the perceptions and concerns of the residents of the Town of Granger, Wyoming. It is important to note that comments and recommendations made by various residents of Granger do not necessarily represent plan recommendations or the position of the Town of Granger. However, they were considered during the preparation of the Municipal Master Plan report.

This evaluation derived community insights that were gained from:

a. Wyoming Rural Development Council’s Rural Resource Report or Community Assessment that was conducted in October 2004;

b. verbal comments that were received from community residents during the public information meeting held before the Granger Town Council as part of the municipal master plan process conducted by PPC on May 14, 2008; and

c. interviews conducted by Pedersen Planning Consultants (PPC) in 2008 with selected Granger residents, elected leaders and small business owners.

GRANGER COMMUNITY ASSESSMENT

The Wyoming Rural Development Council (WRDC) Community Assessment of Granger included, in part, a documentation of community issues that were gained via listening sessions, interviews, and written comments from about 65 people. Local residents, as well as business and community leaders, participated in the community assessment which occurred over a two-day period on October 19 and 20, 2004 (Wyoming Rural Development Council, 2004). Major themes that were identified by the Rural Resource Team during this assessment are summarized in Table B-1.

<table>
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<th>TABLE B-1</th>
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<tbody>
<tr>
<td>WRDC COMMUNITY ASSESSMENT FOR TOWN OF GRANGER</td>
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<tr>
<td>MAJOR THEMES RESULTING FROM LISTENING SESSIONS</td>
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<td>Faith-based opportunities</td>
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<tbody>
<tr>
<td>Enforce the cleanup ordinances</td>
</tr>
<tr>
<td>© Junk cars and trailer houses</td>
</tr>
<tr>
<td>Preserve, enhance and promote historical treasures</td>
</tr>
<tr>
<td>Re-establish community identity and promote Granger</td>
</tr>
</tbody>
</table>

PUBLIC INFORMATION MEETING

Public comments were received by residents attending an initial public information meeting that was held at the Granger Town Hall on May 14, 2008. This meeting introduced attendees to the scope of the master plan, the master plan process, and opportunities for public involvement. A summary of comments are presented in Appendix A of this report. This meeting was attended by the Mayor Lenore Perry, one representative of the Granger Planning and Zoning Commission, two municipal staff members, and one other resident.

INDIVIDUAL INTERVIEWS CONDUCTED BY PEDERSEN PLANNING CONSULTANTS

Community insights were gained from interviews of community leaders, small business owners, and other Granger residents. These documented interviews were conducted in the Town between April and October 2008. The names of persons interviewed are presented in Chapter One of the municipal master plan report.

The individual interviews were structured to:

a. Assess general community attitudes toward future community development;
b. Identify community assets and constraints that will influence future community development;
c. Assess general community attitudes toward future land use expansion;
d. Identify potential economic development opportunities; and,
e. Gain community recommendations and preferences concerning how to address community development issues and pursue potential community development opportunities.

The insights gained from Granger residents are summarized on a topical basis in the following paragraphs. This summary enables reviewers to correlate community concerns and recommendations with the recommended objectives and strategies outlined in Chapter 8 of the master plan.

COMMUNITY ASSETS AND STRENGTHS

Location/Environment
The peaceful and quiet environment is one of Granger's best assets.

Lifestyle
Granger is a small community and a safe place to live. Some residents still look out for each other. It is an okay place to raise kids. The rural lifestyle is nice; it's good to be away from the insanity of Rock Springs. The “laidback” lifestyle of Granger is appealing.

Cost of Living
Granger is probably one of the least expensive places to purchase a home; it’s still affordable.
Recreational Opportunities
There are recreational opportunities for activities such as rock hunting and rock gardening that are available in the desert-like setting of the area.

Workforce
Residents of Granger understand the weather and are not afraid to commute to jobs outside of the community.

Infrastructure
The Town of Granger is already completing needed improvements to its water and sewer systems.

COMMUNITY ISSUES AND CHALLENGES

Community Aesthetics
The Town needs to be more attractive.

People and Community Attitudes
One of the primary issues facing Granger is that the community is losing people who have ambition to make the community better. People in the community are generally resistant to change.

Location/Environment/Land
Granger is held hostage by property owners that surround the Town, who are not doing anything on their lands.

Lack of Entertainment and Recreation
There is nothing for kids to do in Granger except play pool. The community is down to only about 5 to 6 teenagers. There used to be more activities for kids like Girl and Boy Scouts, and there was a gym night that kids and adults could look forward to.

People
There are some unsavory characters who reside in the community.

Housing
There is no housing available.

Public and Community Facilities
Sweetwater County School District 2 provides K-6th grade education at the Granger School. Student enrollment during the past school year was about 13 students. The commute to schools outside of Granger make long days for kids, especially high school aged youth. There are no churches in Granger. The Mormon Church closed 5 years ago and the church building was moved a couple of years ago. However, a traveling minister from the Baptist Church now leads services and Bible Study on Sunday.
The Volunteer Fire Department is no longer functioning even though the district owns some valuable equipment. The Department owns two pumper trucks, “jaws of life” equipment, foam for mechanical and electrical fires, oil spills and oil condensate. The Department used to respond to emergencies along portions of Interstate 80, U.S. Highway 30, and Little America. Some question why workers living in Green River or other nearby towns would commute to a field office in Granger unless there was an attractive place to live and a community that contained some basic services, e.g., police protection and elementary school.

Community Growth
Granger should remain a small town and hopefully experience limited growth in the future. At the same time, other residents would like to see some more families so their children will have friends to play with. Single men will not come to live in Granger because there are no conveniences. Married men won’t come to Granger because their wives do not like the distance from conveniences and the community’s lack of appeal.

The Economy
One small business owner has considered a potential business expansion. Two factors that discouraged this investment were: 1) the challenge to retain reliable employees; and, 2) lack of property available for potential commercial expansion.

Land Use Management
There is no enforcement of animal control laws. No one in the community takes it seriously.

Granger is the only town he knows of that does not deal with cows coming in the community. There used to be trees along the Blacks Fork River, but they are now gone because overgrazing was allowed.

An ordinance for trailer parks is needed.
Supports any sort of development for Granger.
Revive the annual Rendezvous event.

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COMMUNITY NEEDS AND RECOMMENDED STRATEGIES

Housing

Temporary Housing
The lack of housing is a problem to growth in the community. When the new pipeline opens from Black’s Fork to Opal, as well as Opal to Big Piney, there will be a need to house 300 workers.

A recreational vehicle (RV) park is needed in the community to provide temporary housing for the transient workforce that supports regional natural gas development and other occasional travelers. The RV park should be similar to an attractive RV park that is located in Maybell, CO. A central dump station
would ideally be included in the RV park. If developed, an attractive RV park
could also generate lodging tax revenues for the Town.

More people would move into Granger if the trailer court would be fixed up along
with the sewer system.

**Long-Term or Permanent Housing**
Some employees of Little America could reside in Granger if more housing was
available in Granger. Housing at Little America is, for example, not made
available or offered to unmarried couples.

Now is the opportune time to attract the development of new housing for those
working for FMI, OCI, and those working in regional natural gas development.
It makes sense for many of these workers to live in Granger because the
community is closer to their place of employment.

**Commercial and Industrial Facilities**
There is a need for commercial facilities such as a convenience store, a gas station and
restaurant. A general store is also needed where residents can buy some basic
staples. In contrast, other residents feel that no additional commercial
facilities are needed in Granger as people regularly shop in other larger
communities such as Green River.

Many temporary residents in the community seek cigarettes and other tobacco
products. They can purchase these items at the local bar, but would prefer to
have the option to obtain these items at a convenience store.

The Town needs to encourage the establishment of new businesses adjacent to the

A business park in the vicinity of Granger might attract some trucking companies,
mechanical contractors, and a heavy equipment repair operation. In contrast,
the potential attraction of a supply store such as Redman or National Supply in
a business park is not likely since these operations are more likely to establish
near the Pinedale Anticline where more natural gas development is taking
place. There is no real advantage for a supply store operation to locate in a
business park in Granger as these companies already charge transportation to
its customers.

Development of a business park for contractors supporting oil and gas activities in
the Moxa Field would be feasible. While the presence of field offices for
various contractors is not necessary, a closer proximity to the primary players,
e.g., Anadarko, would facilitate better coordination and generate some
efficiencies in service and material delivery.

Granger needs to take advantage of the travelers who come off I-80 on their way
to/from Salt Lake City, or who are traveling the Lincoln Highway.

**Community And Public Facilities**
The Town should consider the hiring of a part-time police officer who concurrently
serves as the fire chief.

Historical interpretation/interpretive trails are needed at the Stage Stop and Ham's
Fork Rendezvous site. The Overland Trail, as well as wagon train, represent
important parts of Granger's community's history.
The Town needs to make sure the school doesn’t close. We need to keep the kids here in Granger.

**Recreation And Conservation**

Kids in the community need something to do. Many spend times in their homes and don't spend a lot of time outside.

A community-recreation center could provide a commercial kitchen, some meeting areas, a general multi-purpose area, weight room, as well as indoor recreational equipment such as air hockey, pool, and table tennis.

Temporary residents of the community occasionally travel to Green River to use a weight room. This type of facility would be a great community amenity for the workers in Granger.

Granger should build an indoor shooting range. Such a facility could attract users from Green River and other enthusiasts from southwest Wyoming.

Revive the annual Rendezvous event.

Some residents have proposed a river walk for the community, but other residents think that the proposed river walk would be a waste of money.

It would be nice if a horse pasture were available next to the river or a future RV campground.

**Municipal Infrastructure**

Municipal roads need to be improved via paving and the construction of curbs and gutters.

Depressions along Pine Street occasionally flood between 1st and 3rd Avenues. The slope and grade associated with a nearby railroad crossing probably generates the flooding. The ramp along Spruce Street that provides access to the railroad crossing is paved, but not sloped to direct surface drainage to adjoining UPRR property where there is a permeable surface.

One company in Granger has volunteered to do some occasional snow removal on municipal roads, offered to donate a 25K water storage tank, welded a municipal water storage tank, and provided other help to the Town. In addition, the company continues to pay sales taxes on products sold by the company. Despite the past efforts of the company to help the Town, the Town of Granger refused to accept a 25,000 gallon water tank, does not provide a fire hydrant, and a municipal water tap that would enable the company to connect to the municipal water system. Because the company cannot be connected to the water system, it must expend $3,500-$4,000 per month to obtain water to support its operations.

The Town needs to install new connections for water service.

**Public Safety**

The Town of Granger needs to retain a police officer to enforce rules and concurrently serve as a code enforcement officer. The Town is experiencing dog problems, a wandering horse, and some vehicular speeding. There is also some suspicious activity that may be associated with the sale and distribution of illegal drugs.
Community Aesthetics
Granger needs to clean up the community before it tackles other any improvements. The formation of a volunteer community development group would also be desirable to enable the community to plant trees and other landscaping materials along road right-of-ways and other public places. The community needs to get rid of trash, pretty up the park area, and keep things green. Homeowners and residents need to maintain their yards.

Land Use Management
The Town of Granger needs to enforce laws regarding loose animals such as horses and household pets. Town laws need to be enforced. Fines need to be imposed.