



A Parks and
Pathways Master Plan
for the
City of Gillette

RDg...
PLANNING • DESIGN

February 2009

A PARKS AND PATHWAYS MASTER PLAN FOR THE CITY OF GILLETTE
TABLE OF CONTENTS



CHAPTER ONE	
GILLETTE’S PARKS TODAY	1
Goals	2
Park System Analysis	4
Facilities by Classification	4
Level of Service Analysis for Future Development	14
Facilities by Geographic Distribution	14
Facilities in Relation to Population Service Standards	16
CHAPTER TWO	
THE PARK DEVELOPMENT PLAN	20
Overall Park Development Issues	20
The Overall Concept	24
Neighborhood Parks	27
Location Criteria	28
Menu of Facilities	29
Evaluating Gillette’s Neighborhood Parks	30
Neighborhood Park Development Policy	33
Existing Miniparks and Small Neighborhood Parks	42
Community Parks	44
Special Parks	48
CHAPTER THREE	
NEIGHBORHOOD PARK ENHANCEMENT PROGRAM	50
Antelope Valley	54
Collins Heights	56
Crestview Heights	58
Fox	60
Heritage Village	62

A PARKS AND PATHWAYS MASTER PLAN FOR THE CITY OF GILLETTE
TABLE OF CONTENTS



CHAPTER THREE (CONTINUED)

NEIGHBORHOOD PARK ENHANCEMENT PROGRAM

Northwest	64
Highland Estates	66
Overlook	66
Sleepy Hollow	68
Sage Bluffs	70
Sage Valley	72
Sunflower	74
Sutherland	76
Westover Hills	78

CHAPTER FOUR

TRAIL AND PATHWAY STANDARDS AND PLAN **80**

Components of the System	83
Multi-Use Trails	83
Sidepaths	89
Shared Use Routes	93
Pathway System Concept	96
Existing System	98
Future System	101
Other Pathway Policies	108
Trail Development Program	110

CHAPTER FIVE

IMPLEMENTATION AND PRIORITIES **113**

Project Types	113
General Priorities and Phasing	113
Financing Strategies	116
Administration and Management	117



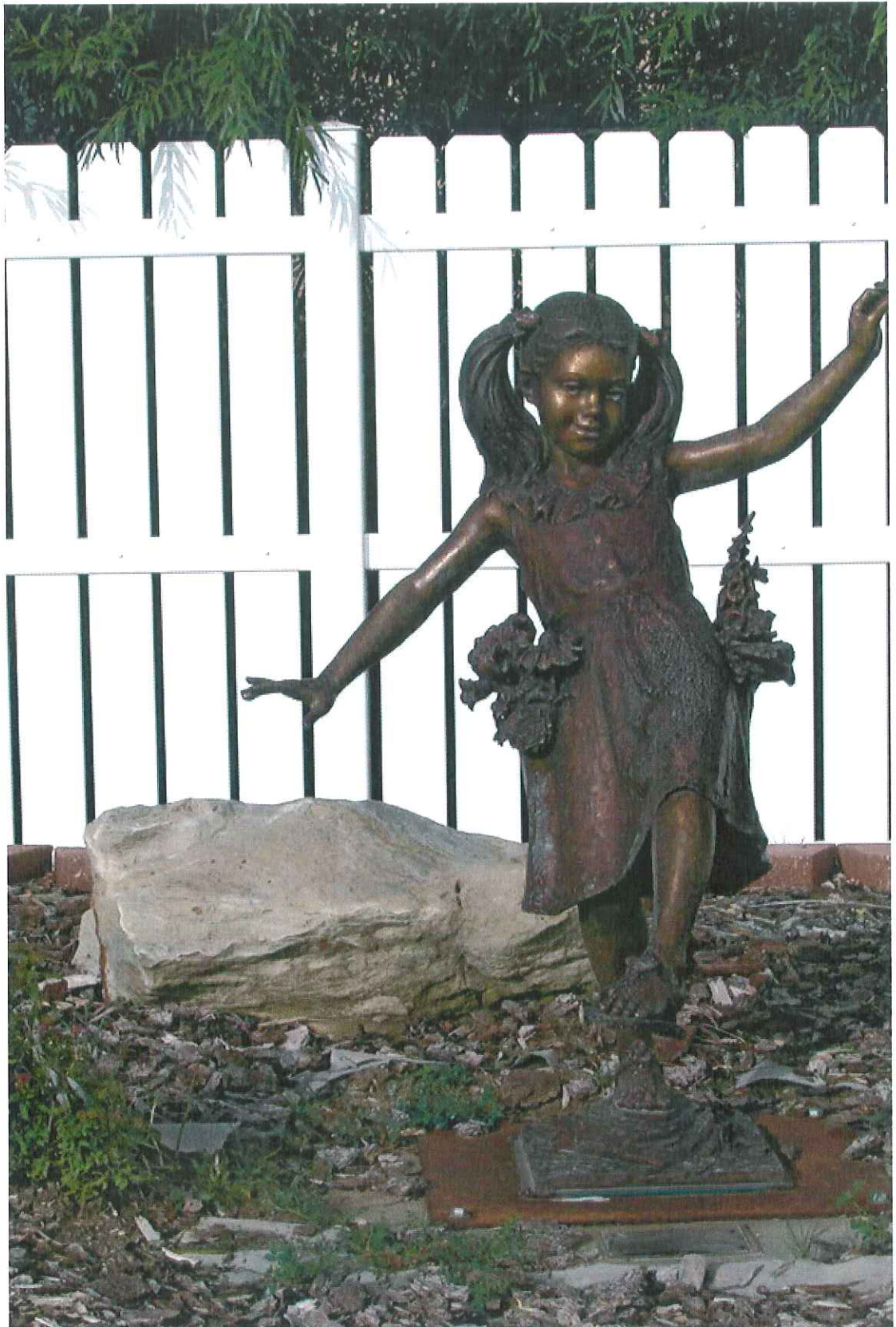
TABLES AND MAPS

TABLES

1.1 Park System Analysis in Gillette Planning Area	7
1.2 Future Park Area Needs	14
1.3 Recreation Facilities Related to Population	17
2.1 Neighborhood Park Development Cost	30
2.2 Comparison of True Neighborhood Parks and Facility Menu Criteria	34
2.3 Comparison of Functional Neighborhood Parks and Facility Menu Criteria	35
2.4 Comparison of Potential Neighborhood Parks and Facility Menu Criteria	37
2.5 Policy Directions for Mini-parks and Small Neighborhood Parks	42
4.1 Trail Development Program	
5.1 General Priority Groups for Projects	

MAPS

1.1 Neighborhood Park Service Areas	15
1.2 Recreation Facility Distribution	18
1.3 Playground Distribution	19
2.1 Neighborhood Park Function and Service Gaps	32
2.2 Park Development Strategy	41
4.1 Community Destinations	97
4.2 Existing Pathway System	98
4.3 Full System with Proposed Parks	102
4.4 Priority Pathway Development Plan	103



CHAPTER ONE GILLETTE'S PARKS TODAY



PARKS, OPEN SPACES, AND RECREATIONAL FACILITIES ARE FUNDAMENTAL TO LIFE IN GILLETTE. Residents enjoy access to a variety of city and county parks and recreational facilities, as well as an extensive system of pathways, and expect this level of service to continue into the future. A long-term plan for parks development assures that the city's growth also includes a growing open space system to maintain a high level of quality.

In common with other cities, balanced park service in Gillette requires space for both active and passive recreation. Gillette's park system should evolve as a Green Network – open spaces designed to meet the needs of present and prospective residents, knitted together by trails and greenways into a unified system. Such a system ultimately meets the needs of all users, with facilities that accommodate everything from an unplanned early morning run or bicycle ride to highly organized competitive sports. The Goals and Policies process of this comprehensive planning effort also emphasized the contribution of a parks system to the city's visual quality and to its ability to support sound development.

Gillette and Campbell County have found that investments in park and recreation facilities add value to the community. A great parks and recreation system attracts and retains residents and businesses and increases the value of property by strengthening demand. Neighborhood and community parks enhance existing neighborhoods and promote the development of high-quality new residential areas. Studies have concluded that a high-quality, diverse recreational system ranks second only to the educational system in attracting new residents to a community. Gillette's parks and natural resource system should be integrated into the city's development pattern and should provide recreational opportunities for all citizens. The new Campbell County Recreation Center, creating a signature community facility adjacent near the growing Gillette College campus, is the latest addition to the city's array of recreational assets.

This plan summarizes the goals for the Gillette Parks and Pathways Plan, previously adopted as part of the city's comprehensive plan. It also provides an inventory of the city's existing parks, designed to establish the levels of service that will continue to apply to new growth areas.

Another important priority for Gillette defined during the park planning process includes an expanded pathway system. The city has been a leader in developing roadside multi-use paths as part of its street improvement program. This provides safe pedestrian and bicycle routes along many major transportation corridors. However, a growing demand exists for off-road routes that connect neighborhoods, parks, and activity centers. Cities that have developed such systems have found that such trails and pathways are, dollar-for-dollar, the most intensively used and valued parts of their entire recreational systems.

GOALS

To enhance its facilities and continue to use its open space system as a central element contributing to community quality, the City of Gillette should:



- **Create a linked park network that includes trails, greenways, and civic streets that connect open spaces, neighborhoods, and activity centers.**

Linking Gillette's parks and recreational resources into an overall network of open spaces connected by trails, greenways, and street connections should be a guiding principle of the city's park planning program. The Gillette Comprehensive Plan proposed a "Green Network" concept, knitting the city's present and future parks together into a coordinated system and making these parks accessible to all parts of the city. The network principle merges the concepts of recreation and neighborhood, making the overall park system part of every residential area. It also assures that one-of-a-kind facilities, such as Dalbey Park's Fishing Lake, the Bicentennial Park ball complex, and the new Campbell County Recreation Center, are linked to and easily accessible from all parts of the community.



- **Provide parks and recreational facilities to meet the needs of newly developing areas.**

Gillette should provide additional neighborhood parks in growth areas, and extend other recreational experiences such as nature interpretation, resource conservation, and trail access. It is critical to set aside quality park land during the planning stages of new residential developments. Planning of these neighborhood parks should ensure safe and convenient pedestrian access from neighborhoods to parks.

In addition, parks should fit within the framework of the network concept. The development of larger, community parks that provide major recreational facilities and open spaces is a major challenge. Many park development and financing programs require dedications of neighborhood open space with subdivision development, but have much greater difficulty acquiring and developing the large spaces that are the signatures of a quality park system.



- **Distribute active recreation use across the geographical area of the city, guarding against over concentration of park resources in any quadrant of the city.**

Gillette's park program has over the years successfully distributed neighborhood parks in most of the city's neighborhoods. Larger public open spaces are clustered in three areas: the north side complex of McManamen, Bicentennial, and Northwest Parks; the central city cluster of Lasting Legacy and City Parks, along with Campbell

County cemetery; and Dalbey Park in the southern part of the city. Some growing areas are relatively poorly served by these large parks, or divided from them by barriers such as the railroad, interstate, or major arterial streets. New development should include good geographic coverage for all major recreation and parks facilities.

- **Provide an equitable mechanism for establishing service standards in growth areas and financing park acquisition and development.**

Gillette currently requires parkland dedications with subdivision applications. This program has successfully encouraged the dedication of small neighborhood parks, providing walking distance open spaces and reinforcing the concept of neighborhood villages in Gillette. On the other hand, the facilities within these parks vary widely, and the city has been less successful in assembling larger parks with continuing growth. Gillette's continuing parks development program should provide neighborhood and community parks large enough to accommodate a complete set of facilities and features. Park financing concepts should encourage this range of parks, with acquisition and development costs related to benefits.



- **Capitalize on and preserve topographic and water features of the Gillette planned development area.**

Topography distinguishes Gillette's natural setting and the open space system should preserve such important geographic features as hillsides, views, and steep slopes. In the west, water is an especially precious resource. The preservation and improvement of Burlington Lake in McManamen Park has contributed to the quality of the city's park network. Other resources, including the

Donkey Creek system, small bodies of water, and wetland areas, should also help define Gillette's developing open space system.

- **Balance active and passive recreation opportunities for all people of Gillette.**

In balance there is harmony. The local park system, developed through the efforts of both the county and city, has produced an enviable balance of active and passive recreation. Active features include Bicentennial's baseball and soccer complex, the outdoor pool at Washington Memorial Park, and the planned County Recreation Center. Dalbey and McManamen Parks, on

the other hand, provide land and water features that encourage quieter, individual activities. This balance should continue as Gillette contemplates new facilities.

- **Use parks and open spaces to encourage neighborhood reinvestment and to help to reinforce Gillette's community character.**

Gillette's quality parks greatly reinforce the character of the city and its neighborhoods. The continued maintenance and enhancement of existing facilities is an important investment in maintaining the quality and value of the city's housing stock. New parks in developing areas also should be integrated into neighborhood design, reinforcing the neighborhood village pattern that contributes so substantially to the city's overall design and quality.

PARK SYSTEM ANALYSIS

The adequacy of park facilities is evaluated in three ways:

- **Facilities by Classification.** Parks are classified into different categories to determine the level and area they serve.
- **Facilities by Geographic Distribution.** The service radius of each facility is analyzed to identify geographical gaps in service. Geographic service may be limited by barriers, such as the BNSF corridor or Interstate 90, that limit access within a potential service area.
- **Facilities in Relation to Population Service Standards.** Applying national standards for the provision of park and recreation facilities to Gillette's present system helps evaluate current levels of service, and determine the numbers and types of facilities needed to serve future population growth.

Facilities by Classification

In order to analyze the park system, Gillette's major recreation and open space areas are classified as follows:

Overall Park Space. Developed park land in the Gillette planning area provides about 527 acres, excluding major single-use open spaces such as golf courses. An additional 82.4 acres of open space is undeveloped, most of which is in newly dedicated community or neighborhood parks. Traditional park area standards set by the National Recreation and Park Association (NRPA) suggest 10 acres of parkland per 1,000 residents. The NRPA's more contemporary approach suggests that cities define an appropriate "level of service" for themselves, based partially on the satisfaction with their existing park service. Assuming a current city population of about 30,000, Gillette's city and county parks provide about 17.5 acres of improved parks and about 20.3 acres of total open space per 1,000 residents, well in excess of the traditional standard. The city and county's community parks account for about 74% of this total, providing about 13 acres per 100 people. According to the traditional 10 acres per 100 standard, Gillette's park acreage is adequate to serve its projected 2025 population. However, Gillette's dispersed geography and expected levels of park service will require the city to expand its park system as the city itself expands. This is especially important because the city's concentration of existing park area – the McManamen/Bicentennial complex accounts for about 60% of the developed park area, but is located north of Warlow Drive and is remote from the city's primary growth directions.

The park classification system developed by the NRPA is used to classify Gillette's facilities. Table 1.1 lists Gillette's park facilities by category. These categories include:



Mini-Parks. Generally, these parks typically cover less than one acre and have a service radius of less than ¼ mile. Often, these parks are associated with specific open space needs such as street landscaping or a special district. For example, Memorial Park is a small garden associated with Downtown Gillette, and Gurley Park, at 4th and Gurley, is a neighborhood park and playground at the foot of a viaduct. Because dispersed, small sites can be expensive to maintain, many cities discourage the development of mini-parks. In Gillette, mini-parks constitute only 3.1 acres, or less

than 1% of the total park acreage. New mini-parks should only be developed in areas of civic importance, such as downtown or along major corridors, and should be maintained as part of larger area maintenance plans.



Neighborhood Parks. Neighborhood parks are a basic unit of a community's park system and provide a recreational and social focus for residential areas. These spaces act as common areas and local activity centers and, as such, reinforce Gillette's pattern of neighborhood villages. These parks desirably provide space for informal active and passive recreational activities. Their typical service radius is between ¼ and ½ mile, providing for relatively easy pedestrian access. Neighborhood parks may range from playgrounds and informal space oriented to small children to a more balanced offering of court

sports, informal baseball, picnic areas, and unstructured open space. A balanced neighborhood park usually requires at least 5 acres for typical activities, while 5 and 10 acres provides better accommodations. The Gillette planning area contains about 20 neighborhood parks. Elementary school sites sometimes also serve neighborhood park functions, but are not included in this inventory. NRPA minimum standards call for between 1 and 2 acres of neighborhood parkland per 1,000 residents. By comparison, Gillette's subdivision regulations require 5 acres per 1,000 residents in new development areas. Excluding undeveloped or non-irrigated areas, Gillette currently has about 132 acres of improved neighborhood parks, or about 4.4 acres per 1,000 residents. Gillette should continue to apply its 4.4 acres per 1,000 standard for neighborhood park service to new developing areas. Larger, community parks also provide neighborhood park service within a one-half mile service radius.

School Parks. School park facilities can help to meet neighborhood park needs, particularly when located in areas not served by a neighborhood park. The grounds of Gillette's elementary schools function as neighborhood parks.

Community Parks. Community parks are typically the flagships of a city's park system, and provide areas for a variety of recreational activities. Community parks also provide quiet spaces

for contemplation and enjoyment, and often include significant environmental features. Typical criteria for community parks include:



- Adequate size to accommodate activities associated with neighborhood parks, but with space for additional activity.
- A special attraction that draws people from a larger area, such as a swimming pool, pond or lake, ice skating rink, trails, special environmental or cultural features, or specialized sports complexes.

Depending on their facilities, community parks draw people from ½ to as far as three miles away (or more if they include unique recreational facilities with regional attraction). Community parks generally contain between 20 and 50 acres in order to accommodate their varied resources. Traditional NRPA guidelines for community park areas call for 5 to 8 acres per 1,000 residents.

Gillette's community parks make up about 74% of its total developed park area, and include such excellent facilities as the City of Gillette's Dalbey and McManamen Parks and Campbell County's Bicentennial and Lasting Legacy Parks. The largest undeveloped community park is South Park. Athletic facilities associated with the City's junior and senior high schools also function as community parks. Gillette provides about 13 acres per 1,000 residents, comfortably above the NRPA standard for community parks.

Special Use Parks. These cover a broad range of facilities oriented toward a single use, including cultural or social sites and specialized facilities. This category includes golf courses located within the planning area.

The Gillette Plan projected a population within the city's park service area of about 34,000 by 2025. However, growth since 2000 indicates that a 2025 population of 40,000 is a more reasonable target. Table 1.2 identifies the future park needs associated with this future population based on both national standards and current community standards. This analysis, which is based exclusively on a ratio of parkland to the City's projected population, suggests a need for an additional 170 acres of developed parkland by 2025. However, several other factors must be considered when determining a community's future parkland needs. These factors are discussed in other sections of this chapter.



TABLE 1.1a:

Park System Analysis in the Gillette Planning Area: Community

Facility	Location	Developed or Irrigated Acres	Total Acres	Play-grounds	Playing Fields	Courts	Special Facilities
COMMUNITY PARKS							
Bicentennial (Campbell Co.)	Warlow Dr.	80.6	80.6	2	baseball; softball (7); soccer (4)	tennis (8) basketball	picnic shelters (4); grill; picnic tables; restroom; concession stand
Dalbey/Ostlund-Jasper Little League	900 E. Edwards	87.0	87.0	2	Little League fields (6); multi-purpose fields (2)	volleyball basketball	Fishing pond; picnic shelters (4); grills; picnic tables; disc golf; trail; water features; drinking fountains; restrooms; storage buildings; concession stands
Lasting Legacy (Campbell Co.)	Ninth St. and Douglas Hwy.	13.1	13.1	1	soccer		picnic tables; grills; amphitheater; skate park; war memorial; trail; restroom; benches; flower beds
McManamen	501 E. Warlow	208.6	208.6				picnic shelter; picnic tables; trails; Burlington Lake; Lost Children's Memorial; wildlife habitat area; portable restroom
South Park	3700 S. Saunders	2.0	22.8	1			picnic shelter; grill; picnic tables; bench
Total Community Parks		391.3	412.1				

TABLE 1.1b:

Park System Analysis in the Gillette Planning Area: Neighborhood

Facility	Location	Developed or Irrigated Acres	Total Acres	Play-grounds	Playing Fields	Courts	Special Facilities
NEIGHBORHOOD PARKS							
Antelope Valley (Campbell Co.)	Grouse Ave. and Rimrock Dr.	9.9	9.9	1		basketball court	picnic shelter; grill; bench; picnic tables
Beulah Underwood	Aspen Lane south of Kluver	1.3	1.3	1			
City (Washington Memorial)	909 S. Gillette Ave.	11.8	11.8	1	football	basketball volleyball horseshoe pits	picnic shelter; swimming pool; running track; flower beds; drinking fountain; restrooms
Collins Heights	University Road	17.9	17.9	1	softball backstop		picnic shelter; grills; picnic tables; portable restroom
Crestview Heights (subdivision)	S. Douglas Hwy. (Crestview Estates subdiv.)	7.3	7.3	1		basketball	picnic shelter; grill; picnic table
Doud Ranch	Force Road	1.2	1.2	1		basketball	
Fox Park	Fox Park Subdiv.	5.0	11.8	1	Soccer goals (2)	basketball	picnic shelter
Heritage Village (east and west)	1400 Buckskin	8.8	8.8	1	softball backstop	basketball	picnic shelter; grill; picnic tables; portable restroom
Hidden Valley	4303 Hidden Valley Rd.	1.3	2.6	1		basketball	picnic shelter; picnic tables; portable restroom; flower bed
Highland Estates	Foothills subdiv.	1.0	1.0	1			benches
Kiwanis	303 W. Flying Circle	2.5	2.5	1		basketball	picnic shelter; picnic tables; flower beds; drinking fountain
Lakeside	Warlow west of Brooks	2.2	2.2	1			picnic shelter, backstop, portable restroom

TABLE 1.1c:

Park System Analysis in the Gillette Planning Area: Neighborhood

Facility	Location	Developed or Irrigated Acres	Total Acres	Play-grounds	Playing Fields	Courts	Special Facilities
NEIGHBORHOOD PARKS (continued)							
Lion Winland	1101 W. Lakeway Rd.	2.4	2.4	1			picnic shelter; grills; picnic table; benches
Meadows/Sleepy Hollow	Sleepy Hollow Blvd.	10.0	10.0	2	softball backstops (3)	basketball tennis	picnic shelters (3); grill; picnic tables
Northland Village	Denver Ave.	2.3	2.3	1		basketball	picnic shelter; picnic tables
Northwest	900 N. Burma Rd.	4.0	10.0	1	multi-purpose field; softball backstop	basketball volleyball	picnic shelters (2); grill; picnic tables; drinking fountain
Overlook	700 Goldenrod	3.5	3.5	1		basketball	picnic shelter; grills; picnic table; benches; portable restroom
Sage Bluffs	600 S. 4-J Rd.	5.5	5.5	1		basketball	picnic shelter; grills; benches; flower beds
Sage Valley		1.5	1.5	1		basketball	picnic shelter; picnic tables; benches; flower beds
Sierra Glen	1712 Cimmaron Dr.	1.2	1.2	1		basketball	picnic shelter; grill; picnic table; benches
Sleepy Hollow	Union Chapel at Sleepy Hollow Blvd.	7.4	7.4	1		basketball	picnic shelters
Sunflower	2401 S. Dogwood Rd.	12.8	12.8	1	softball backstop	horse-shoes	picnic shelters (2); grills; picnic tables; restroom; exercise course; flower bed
Sutherland	3501 S. 4-J Rd.	4.5	4.5	1	softball backstop		picnic shelter; grill; picnic table; bench; storage building

TABLE 1.1c:

Park System Analysis in the Gillette Planning Area: Neighborhood

Facility	Location	Developed or Irrigated Acres	Total Acres	Play-grounds	Playing Fields	Courts	Special Facilities
NEIGHBORHOOD PARKS (continued)							
Sutherland West	4-J West between Enzi and Saunders	2.0	7.8			Tennis (5 courts)	Donkey Creek meanders
Upper Sage Valley	Beaver and Dryfork	1.0	3.9	1			shelter
Westover Hills I	410 S. Overdale	2.0	6.5	1		basketball	picnic table; bench
Westridge		1.0	1.0	1	softball backstop on school property		picnic shelter; picnic tables;
Willamette	4301 Clemence	1.0	1.0	1			picnic table
Total Neighborhood Parks		132.3	151.5				



Doud Ranch Park

TABLE 1.1d:

Park System Analysis in the Gillette Planning Area: Mini

Facility	Location	Developed or Irrigated Acres	Total Acres	Play-grounds	Playing Fields	Courts	Special Facilities
MINI-PARKS							
Bivens/ Eldridge	915 E. 7th St.	0.5	0.5				picnic table; bench
Gurley	920 E. 4th St.	0.6	0.6	1		basketball	picnic table; flower bed; portable restroom
Hillcrest School Park	7th and Butler Spaeth	0.9	0.9				soccer goal, small shelter, adjacent school site
Hoadley Greenway	Navajo Circle	0.7	0.7				bench; greenway connec- tion to Dalbey Park
Memorial (Cambell Co.)	Warren Ave. between 3rd and 4th St.	0.2	0,2				picnic shelter; picnic tables; benches; swing; brick path
Sunburst	Tepee St. and Arapahoe Ave.	0.2	0.2	1		basketball	grill; picnic table
Total Mini Parks		3.1	3.1				



Memorial Park



Gurley Park

TABLE 1.1e:

Park System Analysis in the Gillette Planning Area: School Facilities

Facility	Location	Developed or Irrigated Acres	Total Acres	Play-grounds	Playing Fields	Courts	Special Facilities
SCHOOL FACILITIES PROVIDING COMMUNITY PARK AMENITIES							
Campbell County HS (North Campus)	1000 Camel Dr.				football; baseball (2)		running track
Campbell County HS (South Campus)	Enzi and Christink				football and soccer practice		
Sage Valley JHS	1000 W. Lakeway Rd.				football; baseball		running track
Twin Spruce JHS	7th and Gillette Avenue				football		running track



Washington Memorial Park and Twin Spruce Junior High

TABLE 1.1f:

Park System Analysis in the Gillette Planning Area: Undeveloped

Facility	Location	Developed or Irrigated Acres	Total Acres	Play-grounds	Playing Fields	Courts	Special Facilities
UNDEVELOPED PARKS							
Bird Refuge	501 E. Lakeway Dr.		6.5				
Cottonwood	501 W. Boxelder		1.3				paths
Donley Creek/ Butler Spaeth							
Emerson			0.5				
Executive Estates	Skyline and Hidden Valley		2.7				
Highland Estates (3 adjacent parks)	West of Rimrock Estates		7.3				
Killarney	1717 W. O'Hara		0.6				
Killarney East			2.4				
Lakeland Hills	Warlow and Gurley		4.0				
Marquiss	2301 S. Mitchell		1.0				
Patriot Estates	Skyline Dr. and 4-J Rd.		2.6				
Providence Crossing							
RC Ranch North	Shoshone Ave		1.5				
RC Ranch North	Shoshone Ave		3.1				
Sage Bluffs V	Sage Valley subdiv.		3.9				
Westover II	Westover Rd.		5.0				
Total Undeveloped Parks			42.4				

Level of Service Analysis for Future Development



Executive Estates Park

The development concept lays out proposed land uses in Gillette through 2025 to accommodate a projected population of 40,000. Table 1.2 identifies the future park needs for this population based on national standards and current community standards. The coordinated actions and policies of the city and county have established levels of service that significantly exceed the NRPA's traditional minimum guidelines, corresponding to about 17.4 acres of parkland per 1,000 residents (4.4 acres of neighborhood parks and 13 acres of community parks). With population growth, Gillette should maintain this established level of service.

TABLE 1.2

Future Park Area Needs in the Gillette Planning Area

Park Type	Existing Developed Acreage	Existing Acres per 1,000 Residents	2025 Total Parkland Needed	Additional Parkland Needed
Neighborhood Parks	132.3	4.4	176.0	43.7
Community Parks	391.3	13.0	520.0	128.7
Total Park and Recreation Area	523.6	17.4	696.0	172.4

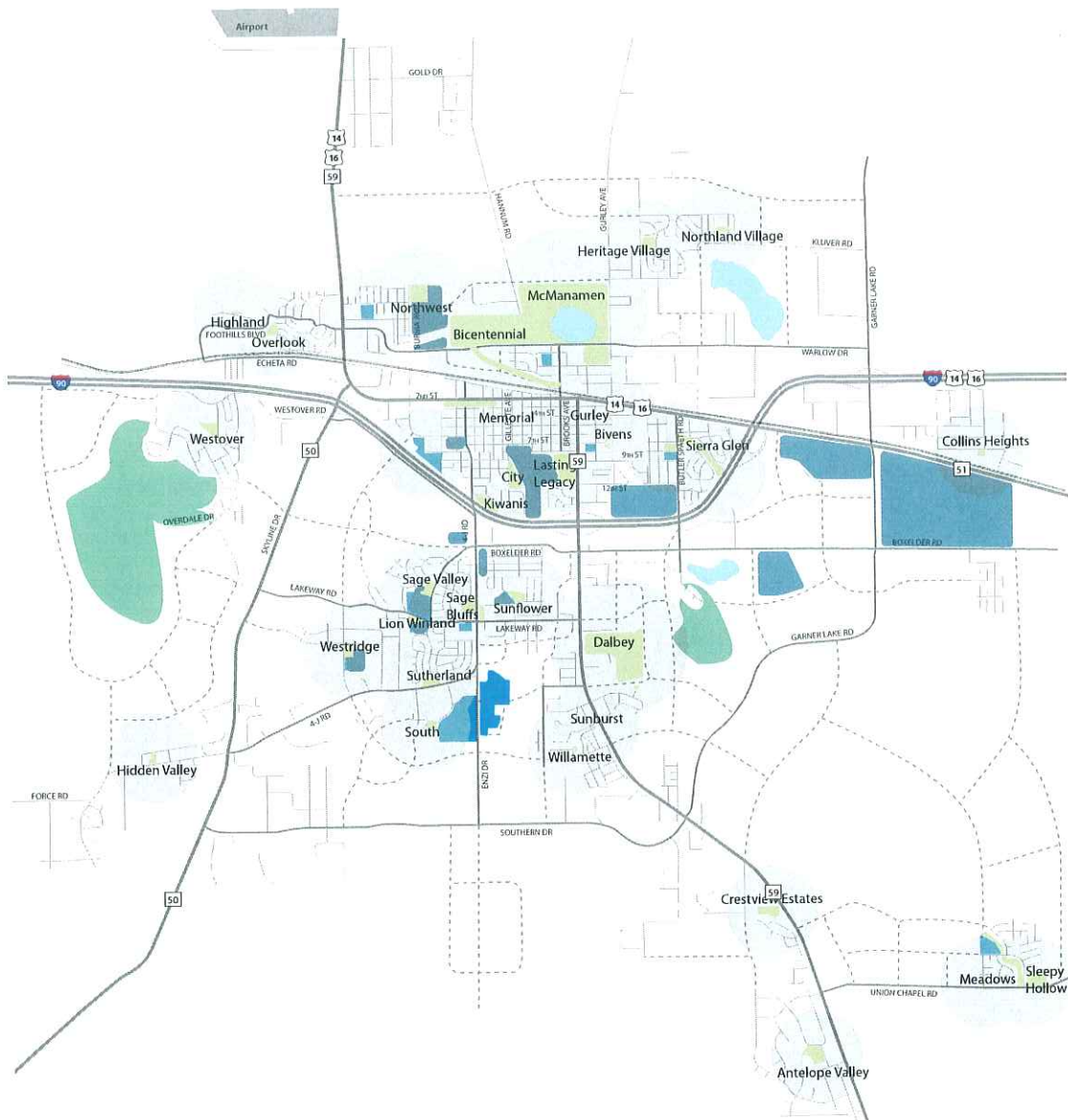
Source: RDG Planning & Design, 2008

Based on this level of service, Gillette's projected 2020 population of 40,000 would require a total of about 696 acres of parkland, or an additional 170 acres. This future population would require 176 acres of neighborhood parks and school parks, or an additional 44 acres; and 520 acres of community parks, or an additional 129 acres. Adequate geographic service will require new parks, whose locations are considered later in this plan.

Facilities by Geographical Distribution

As previously noted, neighborhoods parks comprise the basic unit of a park system. Geographic neighborhood park service can be evaluated using the NRPA standard of a ½ mile service, corresponding to probable maximum walking distance. Map 1.1 illustrates the location of Gillette's recreation facilities, as well as the ½ mile service radius of each neighborhood park. Elementary schools providing neighborhood park facilities are also included. The city's park development policies have provided adequate service for most of Gillette's existing residential areas. Areas that appear to be underserved include:

- Parts of the Westover neighborhood.
- The eastern part of the Sunflower neighborhood.



MAP 1.1
Neighborhood Park Service Areas

- Existing Parks
- Golf Course
- Schools
- Park Service Areas
- Civic
- Water

Development of a neighborhood park near Westover Road and Overdale Drive is planned for the near to medium-term future. In addition, new growth areas will continue to require additional neighborhood park development. For example, two parks in the recently platted RC Ranch development, for example, have added 4.5 acres to the city's neighborhood park inventory.

Community park facilities are less evenly distributed. The city has three large clusters of developed open spaces:

- The northside complex, including Northwest, Bicentennial, and McManamen Parks, north of Warlow Drive between Burma and Gurley Avenues.
- The central city cluster, including Lasting Legacy and City Parks, flanking the Campbell County Cemetery.
- Dalbey Park and the adjacent Gillette Golf Club.

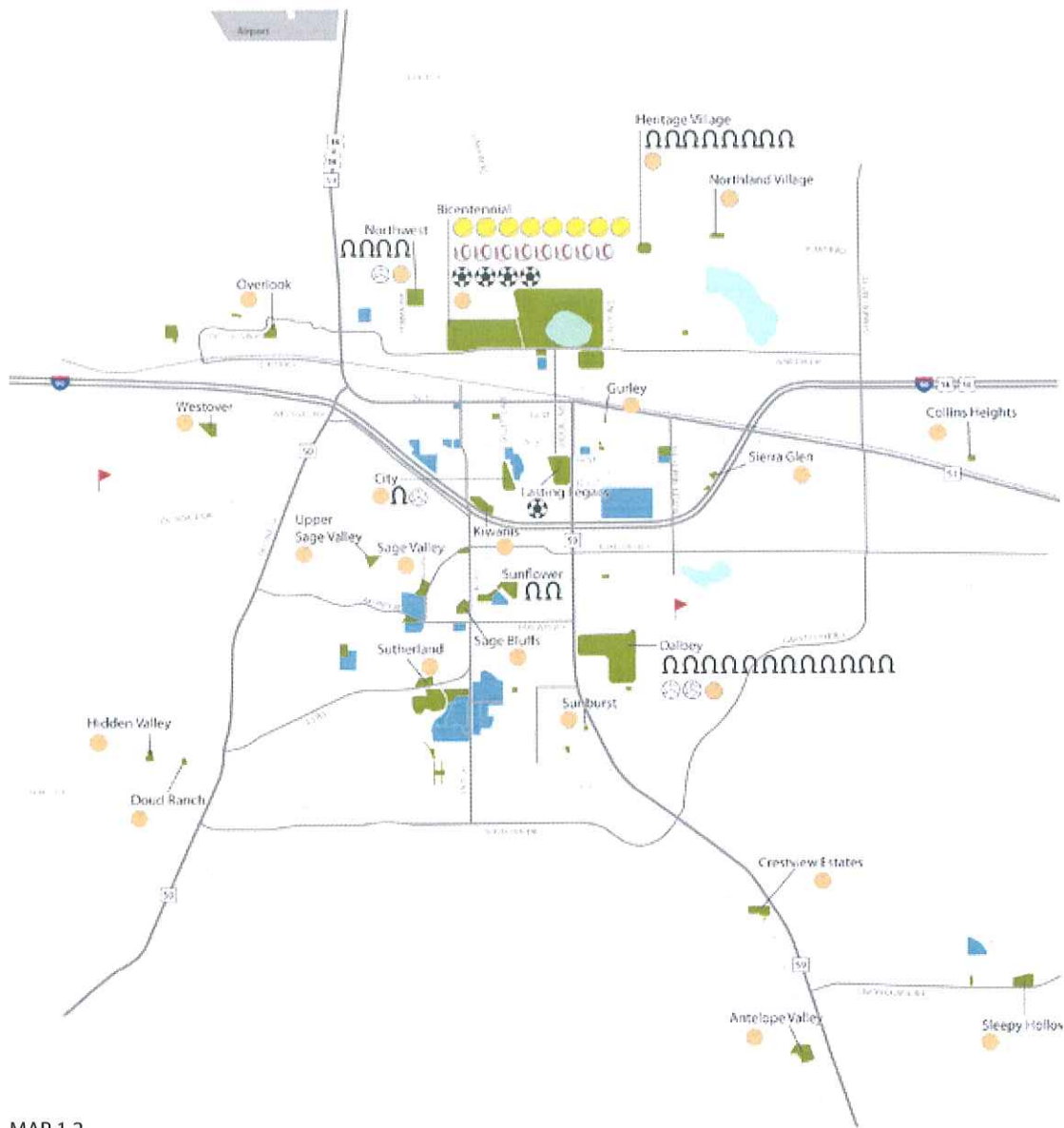
In addition, an emerging southside cluster of major open spaces, made up of Southerland West and South Parks, adds another contiguous community open space with more than 30 acres. These parks are still largely undeveloped, but, when combined with future trail access and the Campbell County Recreation Center, will provide a major future park and recreation concentration.

The largest of the developed clusters, the northside parks, are separated from other parts of the city by multiple east-west barriers, including the BNSF corridor, I-90, and major arterial streets. The other clusters are similarly sectionalized. The South Park cluster will ease this situation somewhat by serving the rapidly growing south-central part of Gillette.

Facilities in Relation to Population Service Standards

An evaluation of Gillette's recreational facilities based on quantitative national standards is summarized in Table 1.3. Projections for future demand are also presented, based on a 2025 population of 40,000. The 2025 demand for each type of facility is determined based on present levels of service in Gillette if the existing standard is higher than the NRPA standard. Major findings of this analysis include the following:

- Gillette meets or exceeds national standards for baseball fields, basketball courts, football fields, golf courses, picnic shelters, playgrounds, tracks, soccer fields, and swimming pools. However, the City does not meet national standards for softball fields, tennis courts, and volleyball courts.
- In order to serve a projected 2020 population of 40,000, several additional facilities will be needed. Table 6.3 lists these needs.



MAP 1.2
Recreation Facility Distribution

- Schools
- Baseball/Softball Fields
- ⚽ Soccer Fields
- Basketball Courts
- Tennis Courts
- Horseshoe Pits
- Golf Course

TABLE 1.3

Recreation Facilities Related to Population in the Gillette Planning Area

Facility Type	NRPA Standard	Existing Quantity	Present Need	Present Surplus (Deficit)	2025 Need	2025 Surplus (Deficit)
Baseball Fields	1 per 3,000	10	10	0	14	(4)
Softball Fields	1 per 3,000	7	10	(3)	14	(7)
Basketball Courts	1 per 2,000	19	15	(4)	20	1
Football Fields	1 per 20,000	3	2	1	2	1
Golf Courses	1 9-hole standard per 25,000	1	1	0	1	(0)
	1 18-hole standard per 50,000	1	1	0	1	0
	1 driving range per 50,000	1	0	1	1	0
Picnic Shelter	1 per 2,000	34	15	19	20	14
Playgrounds	1 per 2,000	26	15	11	20	6
Running Track	1 per 20,000	3	2	1	2	1
Soccer Fields	1 per 5,000	4	6	(2)	8	(4)
Swimming Pools	1 per 20,000	1	2	(1)	2	(1)
Tennis Courts	1 per 2,000	9	15	(6)	20	(11)
Sand Volleyball Courts	1 per 5,000	2	6	(4)	8	(6)

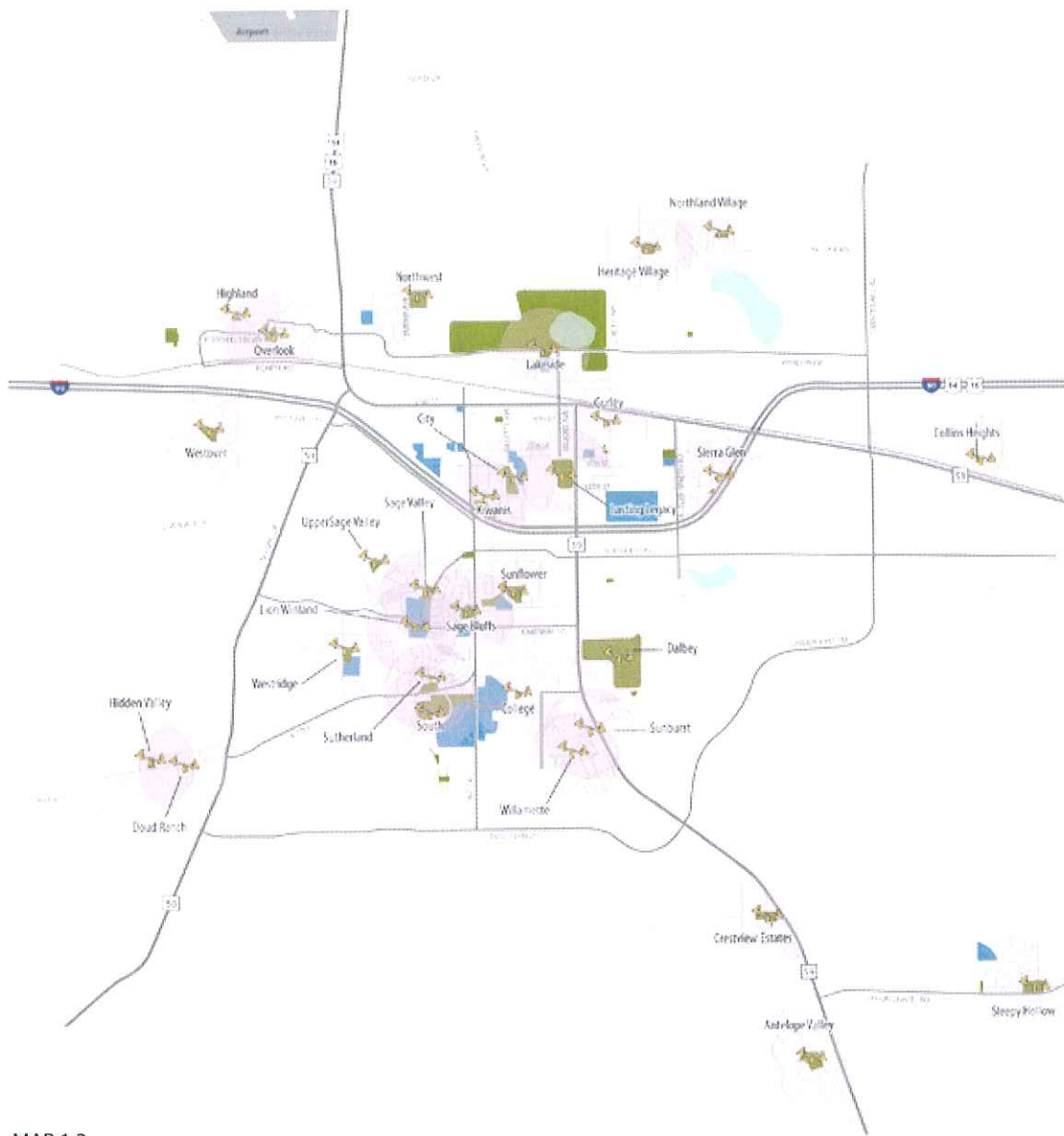
Source: RDG Planning & Design

This analysis indicates priorities within the planning period for:

- Additional baseball and softball fields.
- An outdoor water recreation facility.
- Tennis courts. However, demand for outdoor tennis has fallen somewhat on a nationwide basis.
- Sand volleyball courts.
- Soccer fields.

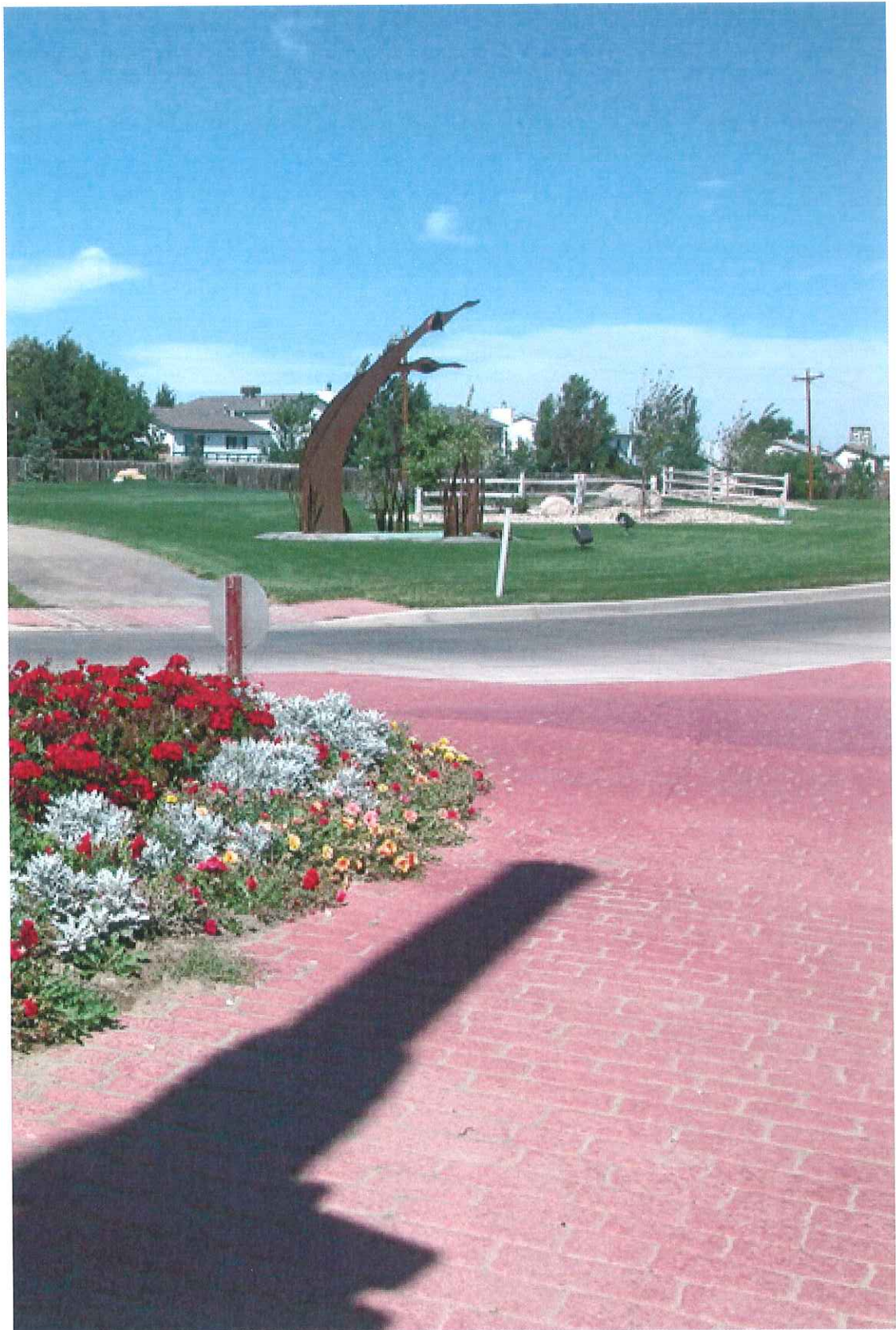
Improvements to Existing Facilities

Chapter Three continues this review of existing facilities by considering facilities and conditions of functional neighborhood parks in the Gillette system, the area of greatest strategic concern to the city’s parks system. It also presents concepts for future improvement and development, based on the principles established in Chapter Two.



MAP 1.3
Playground Distribution

- Existing Parks
- Schools
- Neighborhood Park Service Areas
- Lake
- Playgrounds



CHAPTER TWO THE PARK DEVELOPMENT PLAN



This section of the Gillette Parks and Pathways Master Plan establishes the framework for the city’s future park and open space system. It provides the basis for implementation of the master plan during the next twenty years. This chapter presents standards and policies that will ensure the logical and systematic development of Gillette’s parks, designed to afford quality service to all of the city’s residents. In addition to improving service, the resulting system will also produce efficiencies that reduce maintenance and operational costs. This will help Gillette achieve the park system that it wants and needs while preventing duplication and using the park system as a way of structuring and enhancing neighborhoods.

OVERALL PARK DEVELOPMENT ISSUES

Gillette’s overall system provides about 600 acres of parkland, or about 15 developed acres for each 1,000 existing city residents. Numerically, this system provides a high level of service to the city’s residents, and the array of features offered by combined city and county facilities is enviable. In addition, the city has established policies that require developer dedication of parkland to serve residential development. However, the system has important issues that should be addressed to both accommodate future growth and create a better, more effective system. These primary issues involve geographic balance, neighborhood park quality and development, and connectivity.

Geographic Balance

Despite the city’s relative abundance of park land and open space, Gillette’s parks are not in balance with its population distribution. About half of the total park area is concentrated in two Northside facilities – McManamen Park and Bicentennial Park – that are separated from the rest of the city by substantial barriers, namely the railroad and the Highway 14/16 and Interstate 90 corridors. Dalbey Park, the city’s other large community open space, is similarly separated from some of Gillette’s emerging growth centers. The southwest service area, with some of the city’s most rapid residential development, is served only by a cluster of small parks, typically

dedicated as part of subdivision plats.

A similar imbalance occurs with major outdoor recreation facilities. For example, the city's supply of ballfields is focused at Dalbey and Bicentennial, with lower service levels in southwestern neighborhoods. Soccer fields are also concentrated at Bicentennial Park. The city can provide a better geographic distribution of major parks and recreation facilities with both new facilities and better linkages to existing facilities – two key elements of this park development plan.

Some geographical imbalances will be corrected by the new Campbell County Recreation Center, to be developed along Enzi Drive south of Sinclair Street. However, neighborhoods north of I-90 will also demand access to this signature facility, creating additional connectivity problems.



Northside parks: Bicentennial Park (left) and McManamen Park (right)

Neighborhood Park Quality

The nature and quality of neighborhood parks in Gillette's system is tied to the issue of geographic balance and distribution. The city currently has about 132 acres of developed neighborhood parks and an additional 87 acres of undeveloped parkland, both adjacent to existing parks and at new park locations. This produces a nominal level of service of almost 5 acres per 1,000 people, based on a target population of 40,000. However, these parks are distributed among 34 park sites, many of which are relatively small or lack complete facilities.

Gillette's current subdivision approval policies require dedication of parkland based on the number of lots in each new development. While this policy reserves open space proportionate to statistical demand, it tends to generate a pattern of small parks in individual developments. Thirteen of the city's 23 developed neighborhood parks are smaller than five acres, typically considered the minimum size for a full-service neighborhood park, and many of these are concentrated in the city's primary growth areas south of I-90 and west of 4-J Road. Specific problems include:



Park size and quality: Sierra Glen Park (top left) lacks the size to meet the space necessary to meet neighborhood recreational needs. Sunflower Park (top right) is one of Gillette's most complete neighborhood parks. Cottonwood Park (bottom left) is an attractive open space but is dominated by a drainage way. Sage Bluffs Park (bottom right) is relatively small, but can provide a full range of features when combined with other smaller open spaces in the area

- Parks inadequate in size to accommodate a necessary array of desirable features and facilities. Small parks in the system contain play equipment, a table, and a small pathway. While these features are important as part of an overall park facility, they do not prove attractive standing by themselves. Often, they offer little advantage over a piece of play equipment installed in the backyard of a private home.
- Geographical isolation, without connection to a community-wide pathway system or to other neighborhoods. The resulting parks have very small service areas and limited utility to broader populations.
- Geographical duplication. Because neighborhood parks are developed by individual projects, they are sometimes located very close to one another. As a result, small open spaces with the same limited facilities compete in the same service area, rather than combining land areas to accommodate a broader range of features. These larger facilities, capable of accommodating informal softball and soccer and providing larger areas for unstructured play, complement rather than duplicate residential yards.
- Park sites in drainageways or on slopes. These sites are not suitable for conventional residential development and cannot accommodate recreational uses that require larger areas of flat or gradually sloping land.

Connectivity



The 4-J Road Trail is an important element of Gillette's open space system. Although it follows a major street, landscaped separations and carefully designed intersections make this a comfortable and safe facility for its users.

Gillette has effectively developed sidepaths along many of its major streets, and has established an exemplary complete street corridor along 4-J Road between I-90 and Enzi Drive. However, the city has not developed multi-use trails that provide real connections to parks, a central principle of many urban recreation systems. The existing pathway system, related to major streets, provides incidental rather than pre-planned service to parks and is not integrated into the overall recreation network. In addition, small neighborhood parks are often isolated from the pathway system. Sidepaths also present safety hazards at intersections with streets and driveways, requiring great care and attention by users and making them less attractive to the families and children that they are often intended to serve.

Gillette's community structure is interrupted by man-made barriers, primarily running in an east-west direction and dividing the city into three "tiers" – Northside, north of the BNSF; the "traditional town," between the railroad on the north and I-90 on the south; and the growth sectors south of I-90. These barriers further separate neighborhoods from recreational facilities, and limits non-motorized access to these key community facilities.

THE OVERALL CONCEPT: A CONNECTED AND BALANCED PARK SYSTEM

The Gillette Comprehensive Plan envisions a connected park system, combining the strong demand for an enhanced pathway system with the need to fill service gaps in the city's open space system. This system addresses park service and quality issues on three fronts by:

- Developing new facilities or expanding existing sites where necessary to fill existing service gaps and serve emerging and growing populations.
- Improving recreational access to both new and existing parks, consequently increasing the number of people served by each facility and creating a more diverse and efficient park system.
- Creating a recreational greenway system that adds a new recreational resource to the city's array of features, and has such ancillary benefits as environmental preservation, stormwater management, and alternative transportation.

The concept of a linked open space network dates from the nineteenth century work of such great landscape architects and park planners as Olmsted, Cleveland, and Kessler, envisioning parks and open spaces as highly evident ribbons of green that are evident in all parts of the city. Gillette's requirements for both greater park effectiveness and an increasing demand for linear recreational activities such as walking, running, cycling, and in-line skating make this time-honored concept especially applicable to the city's needs.

Gillette's existing park system provides the basis for a linked network, and, as noted earlier, some parks are already served by pathways. These include:

- The northside parks complex, with three major adjacent open spaces are served by paths along Warlow Drive and 4th Avenue.
- The connection to Dalbey Park from the Douglas Highway Pathway, continuing north to along the street to Lasting Legacy Park. However, the placement of the Douglas Highway sidepath and its frequent interruptions by commercial drives creates serious safety issues.
- The pathway linkage from Sunflower Park to the 4-J Road pathway, continuing to the Campbell County Library and Westover Road pathway to the north and the 4-J pathway to Sutherland Park to the south and west.

To accomplish the objective of a linked network, Gillette's park system should:

- To the maximum degree feasible, expand the current system of parks and pathways into a true Green Network, incorporating existing city parks into a linked system by extending trail corridors and greenways to them. For parks located in the interior of neighborhoods and unable to be served by trails, on-street bicycle and sidewalk routes should be designated to connect them to the linked system.
- Develop new neighborhood and community park spaces as open space elements connected to one another and to major components of the existing system by trail corridors, parkways, and greenways.

Organizing Principles

The following principles guide Gillette's overall park system concept:

- **Gillette's system of neighborhood, community, and regional parks should form a connected network that is easily accessible from neighborhoods and help unify the city.**
- **Gillette will extend its current level of service to new population growth.** As described in Chapter One, Gillette's current level of park service establishes a standard of approximately 17.4 acres of developed parkland per 1,000 residents, with 4.4 acres per 1,000 people attributed to neighborhood parks. Given a planned population increase of about 10,000 people, this corresponds to a revised twenty-year demand for:
 - 70 acres of new total parkland in neighborhood and community parks.
 - 44 acres of neighborhood parks and open space. This upgrades park service in existing areas to the level of service standard established by the city's park dedication ordinance.
 - 126 acres of community park land.

These needs will be met through a combination of completing development at existing park sites; upgrading strategic existing parks with adjacent land acquisition and facility development; and new site acquisition and development. In addition, Gillette should continue to provide access to major playing fields and special park areas, including opportunities for passive recreation and nature study. New recreational facilities should also be provided, generally based on current population service standards.

- **In addition to its existing major open spaces, the city will develop multi-purpose community parks that provide a variety of environments needed to serve the city's growing park needs.** These parks will be strategically located through adaptation of existing facilities and development of new open spaces in future growth areas. Linkages will ensure that each of these major facilities can be reached from nearly all parts of Gillette.
- **The concept of neighborhood parks will change from small scattered open spaces with limited utilization to full-service, multi-purpose parks that become the foundation of the overall network.** The city's new neighborhood parks will be designed and located to provide good neighborhood access, adequate space for a menu of neighborhood facilities, and connections to the citywide open space system. The city will move away from park dedication policies that produce small, isolated parks on less desirable parcels in individual developments to a program of locating and developing larger, common facilities that serve the needs of several adjacent neighborhoods.

- **The city will implement a comprehensive rehabilitation program for its existing neighborhood parks, based on an assessment of the desirable role of each space.** Under this principle, some parks will be enhanced as full-service neighborhood facilities; others may have an aesthetic rather than active recreation function. In some cases, the city may explore disposal or exchange of unused or duplicative sites.
- **The core of Gillette’s pathway system will be a Gillette Greenbelt, beginning with the strategic Donkey Creek corridor but ultimately knitting new and existing pathways and parks together into a peripheral system.** Other green corridors that link Gillette’s parks will use a variety of configurations, including existing and potential greenways with trails and on-street and pedestrian routes. The latter techniques complement greenways and trails by providing connections to interior parks and alternative routes to major community destinations.

This Park Development Plan considers five building blocks for the system of the future. These building blocks include:

- Neighborhood Parks
- Community Parks
- Special Parks
- Trails and Pathways
- System Enhancements



Sunflower Park

NEIGHBORHOOD PARKS



Heritage Village Park

A revised concept of neighborhood park acquisition and development is at the core of the Gillette park concept. The following five principles establish a vision for a renewed and effective array of neighborhood parks.

- **Gillette's neighborhood parks should be public common spaces**, located in the heart of their respective service areas, with clear paths to residential areas and activity centers of each neighborhood.
- **Neighborhood parks should accommodate a standard menu of features that respond to user needs.** Park size must be sufficient to accommodate this program, but will typically range from five to ten acres.
- **Existing city parks should be adapted to the neighborhood park program to greatest degree possible.** Even some parks that are under the five acre theoretical threshold operate functionally as true neighborhood parks. Adapting, and in some cases expanding, these facilities to enhanced neighborhood parks will provide the greatest efficiencies.
- **Gillette should establish a goal of a maximum ½ mile "barrier-free" walk to a multi-use neighborhood park.** Neighborhood parks are part of a walking distance environment, and users of all ages should have the reasonable option of reaching their neighborhood park safely, independently, and without resorting to a motor vehicle.
- **New neighborhood parks should continue Gillette's current level of service for neighborhood park land of about 5 acres/1,000 residents.** As noted above, this excludes land needs for community parks, which should also expand in order to maintain a service level of about 13 acres per 1,000 residents.

Location Criteria

Gillette's park development ordinance requires developers to pay a benefit fee for community parks and greenways; and to dedicate neighborhood parkland to meet the immediate needs of the subdivision. This, along with economic pressures to dedicate less desirable or left-over sites for parks, has tended to produce a pattern of small parks that are isolated from one another. Sometimes, the individual dedication policy has produced desirable results, such as the preservation of environmentally sensitive drainageways, stands of trees, and wetlands. While maintaining these features is very important, neighborhood parks should also have the space and facilities to serve a wider area. Under this plan's neighborhood park concept, a 10 to 12 acre neighborhood park should be developed to serve an approximate service radius of ½ mile (or an overall service area of about one square mile). This park should be connected to neighborhood activity centers such as schools and community centers, and even commercial services. A park of this area provides space for the essential features of a neighborhood park (identified below)

Ideally, this neighborhood park concept is expressed by a park (possibly augmented by a school site) in the center of a square mile of residential development – a neighborhood unit concept. The topography and previous development patterns of Gillette do not always permit an ideal application of this diagram, but the principle of a 10 acre park serving an approximate square mile of development is applicable and relevant to Gillette. Each developer would provide funding dedicated to the acquisition and development of these larger neighborhood parks, connected to served subdivisions by greenways and paths. The amount of funding provided is a function of the demand created by the subdivision. A pooled funding program will produce both better, more versatile open spaces, and lower long-term maintenance costs.

Location Criteria for Neighborhood Parks

At present, subdivisions dedicate the amount of neighborhood park land required by city ordinance, based on the size of the subdivision. At best, these parks function as recreational facilities, but are not designed as the central feature or common space for their development. At worst, they are left over, difficult to develop sites at the edge of developments, more pro-forma than useful. Instead, neighborhood parks, like traditional town squares before them, should be formative elements, a feature established ahead of development that new construction relates to and benefits from. This implies an advance acquisition program, by which the city acquires sites in advance of development. Parks, like sewers and streets, should be antecedents of development, formative elements of an emerging and orderly cityscape. This plan indicates general areas for neighborhood park development, but stops short of identifying specific parcels for acquisition. Yet, in evaluating sites either offered by developers or acquired in advance of growth, the city should apply the following criteria. Neighborhood park sites should:

- Be central to their contiguous residential service areas.
- Have topography that accommodates the components of a neighborhood park.
- If possible, include areas with significant natural features. Sites with significant natural features, such as stands of trees, ponds or bodies of water, views, and wetlands. Generally, all development designs should preserve the open character of natural features, and incorporate them into the larger open space system if possible.

- Provide useful area outside of drainageways or other stormwater management facilities. These features can be effectively integrated into a park design. However, they should not dominate the park to the exclusion of required recreational facilities.
- Have convenient trail or pathway access
- If possible, be adjacent to other public facilities or attractions, such as schools.

It is important to note that larger community parks also function as neighborhood parks for their immediate areas.

“Menu” of Facilities

While different neighborhood parks may have somewhat different features, it is important to establish a basic menu of facilities that are generally common to each park. This establishes the basic expectations for facilities and defines an equal level of service that is necessary to support a potential park benefit fee system.

The menu for new neighborhood park facilities includes the following:

- Approximately 10 acre park site purchase
- Drinking fountain/restrooms
- About 2 acres of unstructured multi-purpose space, including a flat, unobstructed practice/play area of about an acre
- Picnic area with shelter
- Toddler’s playground (ages 2 to 5)
- Children’s playground (ages 5 to 12)
- Informal ballfield. In very informal settings, a backstop at the edge of the multi-purpose space may suffice.
- 2 basketball or multi-purpose courts
- Walking paths and sidewalk
- Lighting
- Tree planting and landscaping
- Grading and seeding
- Site furnishings

Typical acquisition and development cost for a neighborhood park is detailed in Table 2.1.

TABLE 2.1

Neighborhood Park Development Cost

Item	Number of Units	Unit Cost	Total
Land acquisition	10 acres	\$40,000/acre	\$400,000
Restrooms and fountain	1 ea	60,000	\$60,000
Picnic shelter	1 ea	30,000	\$30,000
Toddler's playground	1 ea	25,000	\$25,000
Children's playground	1 ea	35,000	\$35,000
Informal ballfield	1 ea	40,000	\$40,000
Courts	2 ea	17,500	\$35,000
Paths and sidewalks	25,000 SF	3.5	\$87,500
Lighting	15 ea	3,000	\$45,000
Trees and Landscape	Lump Sum	60,000	\$60,000
Grading and Seeding	10 acres	8,000/acre	\$80,000
Site furnishings	Lump Sum	15,000	\$15,000
Total Acquisition			\$400,000
Total Development			\$512,500
Total			\$912,500

Evaluating Gillette's Neighborhood Parks

Developing a neighborhood park strategy for Gillette requires an examination of current parks in view of the location and facility criteria presented above. This examination identifies which parks comply with these criteria, which are functional neighborhood parks that can be adapted or enhanced, and where real service gaps occur.



Sleepy Hollow Park

True neighborhood parks are large enough in size to accommodate the full array of recommended facilities. In most cases, their features also approximate this menu, and they function as multi-purpose open spaces for their respective service areas. Gillette's true neighborhood parks include:

- Washington Memorial (City) Park
- Sunflower Park
- Antelope Park (in Campbell County)
- Sleepy Hollow Park (in Campbell County)

Functional neighborhood parks usually fall below the five acre lower size limit for a full-service park, but contain facilities that cause them to fill this role in their neighborhoods. In other cases, they serve geographically isolated areas. These parks can be expanded or enhanced to comply generally with neighborhood park standards. In Gillette, these functional neighborhood parks include:



Northwest Park (left) functions fully as a neighborhood park, although it lacks some facilities; Crestview (right) has room to expand to provide full services.

- Heritage Village Park, serving the northeast part of the city.
- Northwest Park.
- Sutherland Park.
- Collins Heights Park, serving this relatively isolated east Gillette neighborhood.

Potential neighborhood parks are dedicated open spaces large enough to accommodate the park development program, but lack the facilities necessary to comply with the facility menu. Some of these potential parks have small developed areas, with larger undeveloped land capable of accommodating new recreational features. These potential neighborhood parks include:

- Westover Park
- Sage Bluff Park
- Sage Valley Park
- South Park
- Crestview Park (in Campbell County)

Service gaps emerge in existing or emerging areas that are served neither by true or functional neighborhood parks, nor have dedicated open spaces capable of accommodating the desirable site development program. While neighborhoods in these gaps may have small parks, they are generally too small or otherwise unsuitable to satisfy neighborhood park requirements. These service gaps include the following areas:

- Northside, the neighborhood between the BNSF corridor and Warlow Drive between Gurley and Gillette Avenues. This neighborhood is richly served by open space, being immediately south of both McManamen and Bicentennial Parks, together making up about half of the city's parkland inventory. However, these parks are separated from the residential neighborhood by Warlow Drive, and lack some of the facilities for small children that are important parts of the neighborhood park program.
- East-Central neighborhoods, between the railroad and I-90 east of Douglas Highway. These neighborhoods include a variety of housing types, including relatively dense

development, but is served by two small open spaces – Hillcrest and Sierra Glen Parks – neither of which is capable of growing to a fully functioning neighborhood park.

- West-Central neighborhoods, between 4-J/Box Elder Roads and Skyline Drive between 4-J (West) and I-90. Sage Valley Park, on the lower margin of acceptable size, serves the southeastern edge of this emerging service area.
- Highland/Foothills, residential areas on the northwestern edge of the city north of I-90 and west of Highways 14/16. These somewhat isolated but densely populated neighborhoods are served by two small parks that lack expansion space to function as true neighborhood facilities.
- South-Central neighborhoods, between Douglas Highway and Enzi Drive from Gillette College south to Southern Drive. This emerging area is served only by two small parks on its eastern edge.

Neighborhood Park Development Policy

This analysis of neighborhood parks in Gillette leads to a park development policy tailored to the nature of each facility type and service area.



True neighborhood parks: Washington (left) and Sunflower (right).

True Neighborhood Parks

Appropriate actions for these facilities should assure that they continue to serve as key components of the city's park system. These actions and policies include:

1. Facility maintenance and rehabilitation and park site improvements to maintain the role of these parks.
2. Redesign of park sites to improve functional planning and environmental quality of park sites.
3. Incremental addition of facilities to comply with the park facility menu.

These projects will be funded through the city's capital improvement program. Table 2.2 compares existing recreational facilities in each true neighborhood park with the park facility menu to help define an improvement program for each open space. Potential development programs and concepts for each park are presented in Chapter Four.

TABLE 2.2

Comparison of Functional Neighborhood Park Facilities and Recommended Facility Menu Criteria

	Sunflower	Washington	Antelope Valley*	Sleepy Hollow*
5-10 acre park site purchase	Yes	Yes	Yes	Yes
Drinking fountain	No	Yes	No	No
About 2 acres of multi-purpose space	Yes	Yes	Yes	Yes
Picnic area with shelter	Yes	Yes	Yes	Yes
Toddler's playground (ages 2 to 5)	Yes	Yes	Yes	Yes
Children's playground (ages 5 to 12)	Yes	Yes	No	Yes
Informal ballfield	No	No	Yes	No
Flat open practice area of 1 acre	Yes	Yes	Yes	Yes
Basketball or multi-purpose courts	No	Yes	Yes	Half court
Walking paths and sidewalk	Yes	No	No	Yes
Lighting	No	Yes	No	No
Tree planting and landscaping	Yes	Yes	No	No
Grading and seeding	Yes	Yes	Yes	Yes
Site furnishings	Yes	Yes	Limited	Yes

* Located in Campbell County outside of current municipal limits of Gillette.



Functional neighborhood parks: Sutherland (left) and Collins Heights (right).

Functional Neighborhood Parks

Appropriate actions for these facilities should expand their size and improve their facilities so they meet neighborhood park criteria to the greatest degree possible. These actions and policies include:

1. Where possible, acquiring adjacent land to expand the park and provide the space necessary to satisfy park standards.
2. Develop new facilities necessary to fill facility gaps.
3. Redesign park sites to improve functional planning and environmental quality of park sites.

These projects will be funded through the city’s capital improvement program. Table 2.3 below compares existing recreational facilities in each functional neighborhood park with the park facility menu to help define an improvement program for each open space.

TABLE 2.3

Comparison of Functional Neighborhood Park Facilities and Recommended Facility Menu Criteria

	Heritage Village	Northwest	Sutherland	Collins Heights
5-10 acre park site purchase	Yes	Yes	No	Yes
Drinking fountain	No	No	No	No
About 2 acres of multi-purpose space	Yes	Yes	Yes	Yes
Picnic area with shelter	Yes	Yes	Yes	Yes
Toddler’s playground (ages 2 to 5)	Yes	Yes	Yes	Yes
Children’s playground (ages 5 to 12)	No	No	Yes	Yes
Informal ballfield	Yes	Yes	No	Yes
Flat open practice area of 1 acre	Yes	Yes	Yes	Yes
Basketball or multi-purpose courts	Yes	Yes	Half court	Half court
Walking paths and sidewalk	Yes	Yes	Yes	No
Lighting	Limited	No	No	No
Tree planting and landscaping	Yes	Yes	Yes	No
Grading and seeding	Yes	Yes	Yes	Yes
Site furnishings	Yes	Yes	Limited	Limited



Potential neighborhood parks: Westover Hills (left) and Sage Bluffs (right).

Potential Neighborhood Parks

Appropriate actions for these facilities, many of which are in developing areas, should develop new facilities on the undeveloped portions of their sites as development demands. This will ultimately make them consistent with overall park facility standards. These actions and policies include:

1. With additional area growth, development of new facilities necessary to fill facility gaps.
2. Redesign to improve functional planning and environmental quality of parks, and to create unified park designs that integrate existing and new features.

Most of these potential neighborhood parks have adequate dedicated land to meet facility needs. As a result, future costs are related mostly to facility development rather than land acquisition. In addition, most of these sites are located in areas that are experiencing current development. Financing for park improvements should be at least partially funded through a benefit fee approach. This concept is discussed in more detail in Chapter Five. Table 2.4 compares existing recreational facilities in each potential neighborhood park with the park facility menu, identifying the improvements needed to bring them to full neighborhood park standards.

TABLE 2.4

Comparison of Potential Neighborhood Park Facilities and Recommended Facility Menu Criteria

	Westover	Sage Bluffs	Sage Valley	South/Sutherland West	Crest-view*
5-10 acre park site purchase	Yes	Marginal	No	Yes	Yes
Drinking fountain	No	No	No	No	No
About 2 acres of multi-purpose space	Yes	Yes	Yes	Yes	Yes
Picnic area with shelter	No	Yes	Yes	No	Yes
Toddler’s playground (ages 2 to 5)	Yes	Yes	Yes	No	Yes
Children’s playground (ages 5 to 12)	Limited	Yes	Yes	No	Yes
Informal ballfield	No	No	No	No	No
Flat open practice area of 1 acre	Yes	Yes	Yes	Yes	Yes
Basketball or multi-purpose courts	1/2	1/2	1/2	Tennis	1/2
Walking paths and sidewalk	No	Yes	No	No	No
Lighting	No	No	No	No	No
Tree planting and landscaping	Yes	Yes	Yes	No	No
Grading and seeding	Yes	Yes	Yes	Yes	Partial
Site furnishings	No	Yes	Yes	No	Limited

* Located in Campbell County outside of current municipal limits of Gillette.

Service Gaps

Service gaps emerge in both built-up and developing areas that lack adequate parkland dedications to meet neighborhood service needs. Filling geographic gaps poses a particularly challenging problem, because built-up areas cannot be retroactively assessed for new park development. Overall policy should address service gaps through a variety of techniques, depending on the nature of the area.

Northside. This gap is less an issue of lack of service and more related to improving safe access to existing, large open spaces. An action program for filling this gap involves:

- Identifying, acquiring, and developing a small open space, in the range of 2 to 3 acres, able to accommodate child and family-oriented facility components such as playgrounds, shelters, and unstructured, multi-purpose open space. This could be coordinated with an existing recreational facility like Legion Fields, the Aquatic Center, or a school site.
- Improving pedestrian access across Warlow Drive to connect the neighborhood to McManamen and Bicentennial Parks. Warlow permits free-flowing traffic between Gurley Avenue and Highway 14/16, making pedestrian crossing very hazardous. Installation of a pedestrian-actuated signal or other traffic control device at or near either Brooks or Gillette Avenues, along with traffic calmers and a clear pedestrian crossing on a speed table would help connect these important parks to the Northside neighborhood.

- Developing a grade-separated pedestrian/bicycle crossing across the BNSF corridor. The Downtown Gillette Plan recommends replacing the railroad-owned pedestrian overpass with a new, signature-quality facility to link Northside with Downtown Gillette. Other options can include an underpass utilizing a drainage corridor under the tracks.

East-Central. Like the Northside area, this service gap includes built-up urban neighborhoods. However, it does include a major development opportunity – a 40-acre site crossed by a major drainage way southeast of 4th and Gurley. This site is ideally positioned to serve surrounding neighborhoods. An action program to take advantage of this opportunity and fill the neighborhood service gap recommends:

- Incorporating an appropriately sized and outfitted neighborhood park as part of a development plan for the 4th and Gurley site. The dominant use of this site should be urban housing, and permitting a higher density on its developed portion through a planned unit development can compensate for park use on the remainder. While a development project should dedicate its proportionate share of the park site, primary funding should be provided through the capital improvement program. The park site is likely to incorporate a portion of the drainageway through the parcel.
- Developing a trail connection that links this potential park to the service area's two smaller neighborhood parks, Hillcrest and Sierra Glen, and to other parts of the city's park network. These trail and pathway concepts are presented in Chapter Four.
- Working with the Campbell County School District as it proceeds with the relocation of Hillcrest School. A park site could either utilize the existing school site or be developed in concert with a new elementary school.

West-Central. This service gap includes both developed contemporary neighborhoods and emerging growth areas. While development is occurring here at a relatively rapid rate, opportunities exist for filling the service gap. Elements of a park development program to address area needs include:

- Developing a full-service park, serving both community and neighborhood park needs, on the existing landfill site, northeast of the intersections of the planned extensions of Box Elder Road and Burma Avenue. Both street extensions should be designed to complete street standards, safely accommodating pedestrians and cyclists as well as motorists.
- Completing development of Sage Valley Park to provide greatest possible consistency with neighborhood park standards.
- Greenway development along drainageways through the service areas, linking future development to the major "central park" on the landfill site recommended here. In addition to pathways, greenway development should include nodes that fill some of the local service characteristics of a neighborhood park, including playgrounds, picnic areas, and shelters.

Highland/Foothills. This service gap can be partially filled by expanding Highland Estates Park to the north. However, the park's terrain limits its use if not its size, as a northward expansion encounters significant topography. A redesign of the park site could help free up additional level ground. Another possibility involves extending a pathway along the north edge of the Foothills neighborhood, providing better access to Northwest and Bicentennial Parks.

South-Central. This area is experiencing significant growth and will soon be served by the new Campbell County Recreation Center, a signature facility being built south of the Gillette College campus. This potential service gap can be filled by assuring acquisition and development of an appropriately-sized neighborhood park as part of new residential growth, following policies outlined below for neighborhood park acquisition.

New Parks



In emerging areas, Gillette's new park development policy should produce the desired outcome of highly useful, multi-purpose parks that serve the needs of users within a half-mile continuous, uninterrupted radius of the park site. The optimal method of accomplishing this goal is advance acquisition of parkland by the city, ensuring that:

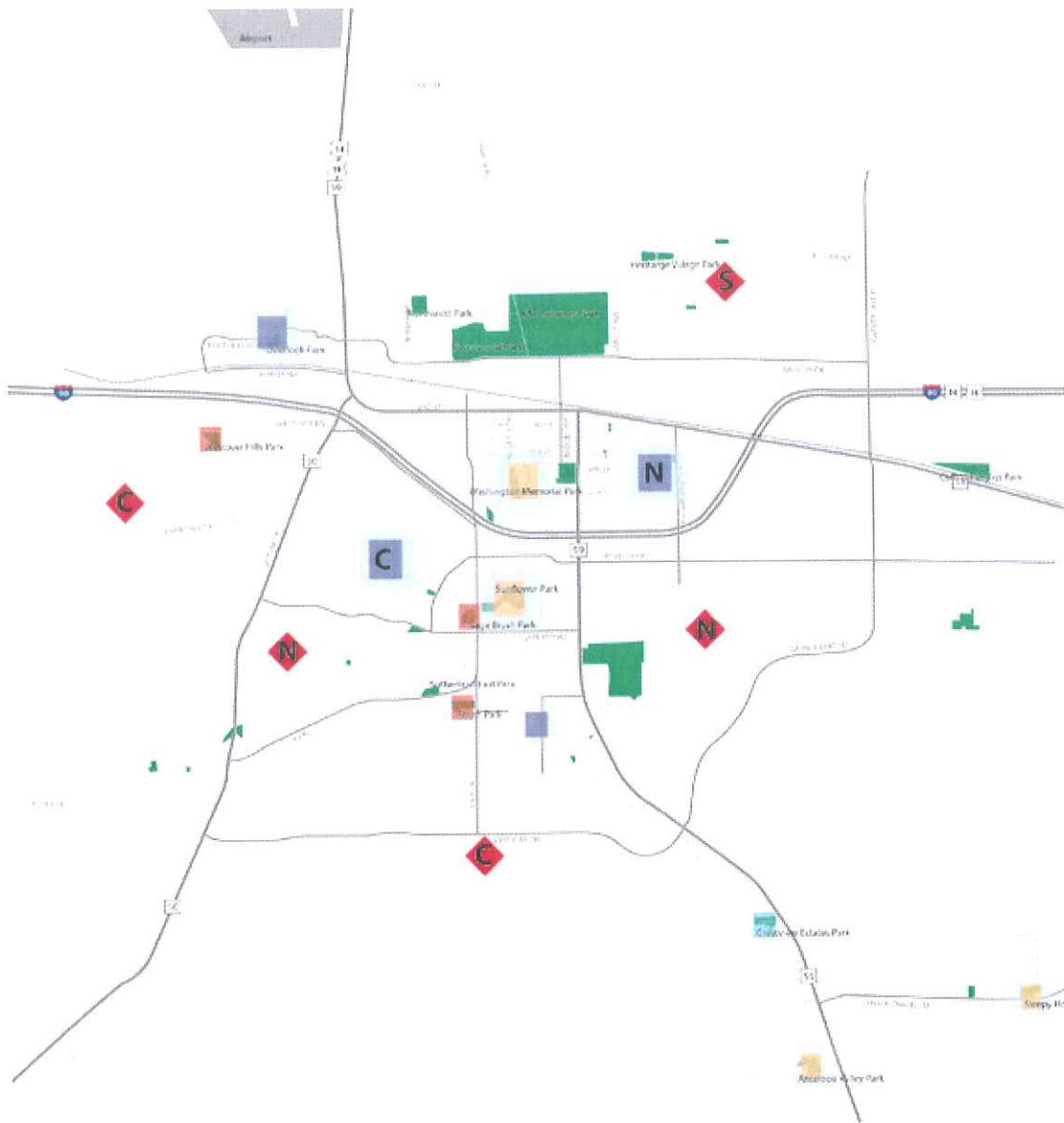
- Parkland is reserved that effectively meets the requirements of users.
 - Parks and open spaces become a central organizing element for future development design.
- The City acquires property at a pre-development cost, and avoids paying a premium for purchasing high-value property with full urban service potential.

Under this advance acquisition concept:

- The city acquires selected neighborhood park sites of about 10 acres in emerging development areas, and provides front-end financing for these acquisitions. The land should be acquired under terms that permit future resale if development trends change or fail to emerge for the specific site. This is a model that is often used by school districts, but rarely for neighborhood parks.
- The city is reimbursed by a benefit fee levied on property in the neighborhood park's service area. The benefit fee is designed to reimburse a pre-designated share of acquisition and development. In order to assure a legally defensible program, fees paid for local park service should be directly traceable to benefits for subdivisions in the park's service area.
- Park development occurs at a specific threshold, such as 50% platting of service area. The benefit fee assessment is continued until the area is fully developed.

Fee Calculation: Calculation of the benefit fee is based on a current calculation of land and development cost. While the final methodology of fee calculation will be defined as the city implements the program, it could use the following model:

- A ten-acre park with a service radius of about ½ mile will serve about 1,000 housing units. A reasonable assumption of a split for new development in Gillette is about 70% single-family detached or attached (including townhomes) and 30% multi-family development (including apartments and high-density condominiums).



MAP 2.2
Park Development Strategy

- | | | | |
|---|------------------------------|----------|--------------|
|  | Maintenance | N | Neighborhood |
|  | Expansion/Enhancement | C | Community |
|  | Potential Neighborhood Parks | S | Special |
|  | New Park | | |



Highland Estates and Overlook Parks in the Foothills area of northwest Gillette. These parks together, with some expansion, could address a service gap in that part of the city.

- Unlike urban infrastructure, park demand is generated purely on by people rather than acre of development. This model assumes that an average household in single-family includes three members and an average household in multi-family housing includes two members. Based on this assumption, the theoretical ten acre park serves 2,700 people, a level of neighborhood park service of about 3.7 acres per 1,000 people. This is similar to Gillette's current level of neighborhood park service of about 4 acres of developed parkland per 1,000 residents.
- Assuming the cost model presented earlier, the per capita cost of parkland purchase is \$148 and parkland development is \$190, or a total of \$338.
- The average neighborhood park fee (based on developing bearing the full cost) per unit is \$1,014 per single-family unit ($\$338 \times 3.0$) and \$676 per multi-family unit ($\$338 \times 2.0$) in new areas. In areas already served by a previously acquired "potential" neighborhood park, new platting would only bear the cost of park facility development, or \$570 per single-family unit and \$380 per multi-family unit.
- The city may establish a policy that shares the responsibility for neighborhood park development, resulting in an adjustment of the fee. With full private responsibility, the city still provides considerable assistance by providing advance acquisition and interest-free financing of purchase and development. Land and construction cost assumptions should be regularly re-evaluated.

Acquisition Targets: Based on Gillette's growth patterns and the development concepts adopted in the Gillette Comprehensive Plan, the following areas should be investigated and addressed for advance neighborhood park acquisition:

- The northeast development sector, east and south of the Kluver Road "S" curve. A neighborhood park serving this area could be associated with wetlands preservation of a major parcel between Warlow and Kluver.
- The southeast development sector roughly bisected by the extended Butler Spaeth Road and located between Douglas Highway and Garner Lake Road. A neighborhood park site in this sector should be connected to Dalbey Park.
- A south development sector, experiencing rapid development in 2007, extending south of Southern Drive roughly along the Enzi Drive alignment. This demand could be met by expanding and developing undeveloped parks, such as Patriot Estates or Remington

- Parks, or by reserving a new, more comprehensive park site.
- Southwest development sectors, west of Enzi on either side of 4-J Road’s west extension.
- A west development sector on the west side of Bell Knob Golf Course, served by an extension of Overdale Drive.

SMALL NEIGHBORHOOD PARKS AND MINI PARKS

The neighborhood park policy presented in this section is designed to acquire and develop parks that fully serve the needs of Gillette’s residential areas. It replaces the current policy that requires park dedications by individual subdivisions, a program that has resulted in a large number of small parks that are often too small to provide meaningful service. Yet, these parks remain in public ownership, and policies are necessary to guide their maintenance or ultimate disposition. These policies should be appropriate to the role, size, and condition of each individual open space. General policy guides follow:

- Undeveloped or marginally developed parks that are essentially open subdivision lots should be used for a new house site. When the park is the only facility available in the service area, its disposition should follow development of a larger replacement park, consistent with the plan’s recommendations.
- Small parks that have a stormwater management function should be retained specifically for that purpose.
- Small parks that provide the only feasible service to a substantial residential area should be maintained and developed to the maximum degree possible, given the park’s size.
- Small parks with the capability of developing into full-service neighborhood parks should ultimately be expanded and developed.

Table 2.5 outlines broad policies for the future use of existing small parks in the Gillette system.

TABLE 2.5

Policy Directions for Mini Parks and Small Neighborhood Parks

Park	Address	Acreage	Nature of Park	Disposition Policy
Bivens	915 East 7th	0.32	Marginally developed lot on residential street	Reuse for residential development with larger neighborhood park on adjacent parcel east of Gurley Avenue.
College Heights	3601 N. College Heights	1.88	Neighborhood playground and picnic area	Maintain and develop link to Donkey Creek Greenway.
Cottonwood	501 West Boxelder Road	1.29	Drainage	Maintain for stormwater management. Develop as a landscape feature at 4-J and Boxelder intersection, with pathway link to 4-J Trail.
Doud	3900 Troy Lane	1.16	Playground and courts connected to a local street by a narrow corridor.	Maintain as neighborhood park because of lack of surrounding facilities.
Eldridge	912 East 7th	0.16	Open lot	Develop as a residential site.

TABLE 2.5 (continued)

Policy Directions for Mini Parks and Small Neighborhood Parks

Park	Address	Acreage	Nature of Park	Disposition Policy
Gurley	920 East 4th	0.32	Lots with play equipment on opposite sides of a residential street.	Reuse for residential development with larger neighborhood park on adjacent parcel east of Gurley Avenue.
Hidden Valley	4303 Hidden Valley Road	2.27	Small neighborhood park with play equipment and other features, including drainage structure.	Maintain as a neighborhood park
Highland Estates	3408 Crestline Circle	1.05	Open with minor development	Possible expansion to serve north-west neighborhood
Hoadley	4 Navajo Circle	0.72	Open lot with path at end of cul-de-sac	Maintain as a path connection to Dalbey Park.
Killarney	1717 O'Hara	0.62	Open lot at end of cul-de-sac, adjacent to I-90	Dispose for residential development.
Kiwanis	303 West Flying Circle	2.50	Picnic area and multipurpose space adjacent to I-90	Dispose for commercial or mixed use development when replacement park for service area is developed.
Lakeside	317 Lakeside	2.16	Landscaped area south of northside park complex along Warlow Drive.	Maintain in current condition.
Lion Winland	1101 West Lakeway	2.37	Landscaped area between school and institutional uses	Maintain in current condition.
Marquiss Addition	2301 South Mitchell	1	Drainage	Maintain for stormwater management
Northland Village	1601 Denver	2.34	Playground and court in EMH development	Maintain and develop as neighborhood green.
Pathfinder	1643 Pathfinder Circle	1.24	Path	Maintain as neighborhood connection to proposed environmental park.
Sierra Glen	1712 Cimarron	1.18	Neighborhood playground	Maintain and improve site because of lack of surrounding services, expansion as part of a major greenway corridor.
Sunburst	1712 Cimarron	0.24	Playground on lot	Dispose for residential development if a larger park is developed to serve area.
Westridge	3001 Oakcrest	0.95	Playgrounds adjacent to school site	Maintain as part of joint school/ neighborhood park.
Willamette	4300 Clemence	0.95	Playground and picnic area in EMH development	Maintain because of lack of other services in high density area



Dalbey Park

COMMUNITY PARKS

Gillette's three large-scale community parks, including the City of Gillette's McManamen Park and Campbell County's Bicentennial Park, both of which are north of Warlow Drive; and Dalbey Park together make up a large majority of the city's developed park area. These facilities provide Gillette with its primary venues for active sports, nature study, and passive recreation. The need for additional community parks is expressed by the future level of service requirements, and suggest a general allocation of about 10 acres per 1,000 residents, or an additional 150 acres during the next twenty years. Better geographic service is as important to future community park development as gross acreage. To meet this need, the Gillette Comprehensive Plan and this Park Master Plan identify five potential sites for new community parks.

- **A Southeast Community Park**, located along Donkey Creek southwest of the Wastewater Treatment Plant. This park should provide significant facilities for active recreation including ballfields and soccer fields. As such, it provides geographic balance to the sports complex facilities at balancing the facilities in the Bicentennial Park complex. In addition, the site's nearness to Cam-plex and possible connection to the Donkey Creek corridor makes it especially attractive as a community recreation facility. Based on future population demands, a Southeast Community Park program includes:
 - 2 baseball fields
 - 4 softball fields
 - 2 - 4 soccer fields
 - 2 tennis courts
 - Concession/restrooms
 - Large playground(s)
 - Picnic facilities
 - Looping trail with a connection to the Donkey Creek greenway.

- Multi-purpose open space
- Restrooms.
- Site development including roadways, parking lots and landscaping.

The Southeast Park should be relatively similar to Bicentennial Park in size and scale, incorporating about 40 to 60 acres, the largest of the city's future community park requirement.

- **A South Central Community Park**, associated with the South Growth Center and located along Enzi Drive south of Southern Drive. This park also should include active recreational facilities and may also serve neighborhood park needs for this growth sector, supplementing the previously platted Remington Estates Park. However, this park site would not include the intensive level of active recreational use currently provided at Bicentennial and envisioned for Southeast. A program for the South Central community park would include:

- 2 softball fields
- 1 soccer field
- 2 multi-use courts
- Large playground(s)
- Picnic facilities
- Trail connections including a link to pathways along Southern Drive and proposed along Enzi Drive.
- Multi-purpose open space
- Site development including roadways, parking lots and landscaping.
- Restrooms.
- Stormwater management facilities.

A site ranging from 20 to 30 acres will be adequate to satisfy this park development program.

- **A Westside Community Park**, adjacent to and south of Bell Nob Golf Course. In common with the South Central park, this site also serve neighborhood park needs. The ultimate program for this park will be similar to the South Central facility and includes:

- 2 softball fields
- 1 soccer field
- 2 multi-use courts
- Large playground(s)
- Picnic facilities
- Multi-purpose open space
- Restrooms.
- Site development including roadways, parking lots and landscaping.
- Stormwater management facilities.
- Neighborhood park features if combined with a Bell Knob West neighborhood park.

This program can be accommodated on about 20 acres.

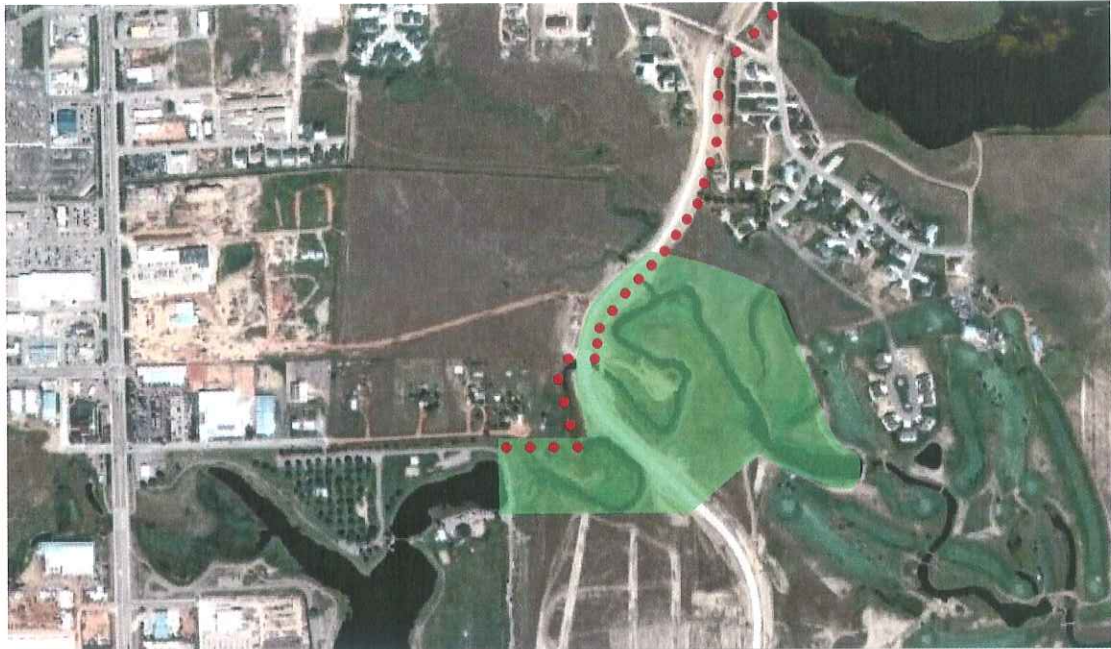
- **A community park on the site of the Campbell County landfill will also satisfy demand for a neighborhood park within this service gap.** The landfill site can be readily served by planned extensions of Box Elder Road and Burma Avenue. The site development program for the site should include:

- 2 softball fields
- 2 soccer fields, depending on the ultimate contours of the landfill closure.
- 2 tennis courts
- 2 basketball courts
- Large playground(s)
- Picnic facilities
- Multi-purpose open space
- Restrooms.
- Site development including roadways, parking lots and landscaping.
- Stormwater management facilities.
- Neighborhood park features.

- **An extension of Dalbey Park**, connecting that major open space with the Gillette Golf Club along the Donkey Creek corridor. This should also include use of parkland on the eastern edge of Dalbey Park. The Hoadley Greenway, connecting Dalbey Park to the Sunburst neighborhood should also be enhanced. This potential extension is crossed by the recently completed Butler Spaeth Road extension and should connect to the new Butler Spaeth sidepath . This area should serve as a neighborhood park for Sunburst and residential development areas south of Box Elder, and should be linked by greenway to a lake at Box Elder and Butler Spaeth described later in this section. While not entirely a new community park, this concept extends the service characteristics of Dalbey and provides needed service to existing and developing residential areas. The program for the Dalbey expansion includes:

- Additional multi-use open space suitable for informal soccer and other unstructured play.
- Trail connections
- 2 tennis courts
- 2 basketball courts
- Neighborhood park facilities, including playgrounds.
- Trail connections to Sunburst and surrounding new residential areas.
- Site development including roadways, parking lots and landscaping.

An expansion of 15 to 20 acres would accommodate these expanded demands.



Aerial photograph indicating possible expansion of Dalbey Park.

This community park concept suggests that significant recreational activities, including baseball, softball, and soccer fields be integrated into community parks, rather than being concentrated at a single large sports complex. The sports complex concept is a valid alternative approach and has been used in many communities. However, this plan recommends integrating recreational facilities into community parks because this approach:

- Brings facilities into neighborhoods, making recreational resources more routinely accessible to more people and reinforcing surrounding residential areas. This improves community wellness by integrating recreation into the routine of daily life in neighborhoods.
- Provides easier pedestrian and bicycle access.
- Provides more lively and balanced large parks that are alive with activity for a greater part of the day, and provide many types of activities for users of all ages.

SPECIAL PARKS

Special parks in the system include unique or unusual open spaces that fill special community functions, or have special ceremonial importance. Current special parks in the Gillette system include:

- Campbell County's Lasting Legacy Park
- Memorial Park, also developed and owned by the County in Downtown Gillette

Lasting Legacy is a defining feature for Gillette, an attractive and highly visible open space that represents a major community destination. The county recreation center and water slide within the park will be replaced by the new County Recreation Center south of Gillette College. Reuse of the existing facility remains under discussion.

This Parks Master Plan envisions additional special park development, focused around Downtown Gillette and environmental features.



Expanded Memorial Park as the centerpiece of a downtown mixed use development.

Memorial Park.

The Downtown Gillette Plan proposes replacing and expanding the existing Memorial Park, a small open space less than an acre in size west of Warren Avenue between 3rd and 4th Streets with a new town square and Memorial Plaza. This new Downtown park would be integrated into a mixed use project along Warren Avenue between 3rd and 4th Streets, and connected to Gillette Avenue by a vertical circulation tower and midblock open space passage. The program for the new Memorial Park includes:

- A Memorial Plaza, forming the entrance to the park along 3rd Street on the current warren Avenue right-of-way.
- The Ellipse, a lawn space designed for both events and passive use, surrounded by an elliptical walkway and defining rows of trees.
- Outdoor dining areas, facing the Ellipse and related to surrounding retail and mixed use development.

Madison's Garden (Lost Children Memorial) at McManamen Park



Sculptures and planters remembering lost children have been located along the southern edge of McManamen Park approximately at the terminus of Brooks Avenue. This memorial can be enhanced by incorporating it into an interpretive trail, with sculptural nodes celebrating the lives of children. This concept can increase the use of the southern part of the park, provide opportunities for additional public art, and complement the environmental study mission of this important open space.

Madison's Garden at McManamen Park

Environmental Parks

The other major class of special open spaces includes environmental parks, emphasizing preservation and enjoyment of Gillette's distinctive natural setting in a broad basin surrounded by rolling hills. Surface water, while relatively scarce, also defines some of Gillette's most popular open space features such as Dalbey Park's Fishing Lake and McManamen Park's Burlington Lake. These areas should be preserved as elements of the open space system through such techniques as direct acquisition, easements, development controls, or innovative devices such as transfers of development rights or land trusts or donations.

Major environmental features proposed for preservation as part of the Gillette open space system include:

- The Donkey Creek Greenway in areas where public ownership or management is feasible. The creek between Brorby Avenue and Skyline Drive is surrounded by private development, but other areas are potentially available without disrupting existing development. The system includes the south Donkey Creek tributary paralleling Enzi Drive, and Stonepile Creek, extending from the Wastewater Plant to Sierra Glen Park. This system is a central part of the proposed Gillette Greenbelt trail, proposed in the Comprehensive Plan, and can also provide areas for neighborhood park development.
- A small lake southeast of Box Elder Road and Butler Spaeth Road. The completion of Butler Spaeth between Box Elder Road and Garner Lake Road, as well as growing development along the Box Elder corridor, increases both the visibility and importance of this water. The lake should be improved, landscaped, and surrounded by a trail connected to the Gillette Greenbelt Trail. The site should emphasize passive recreational uses, although it can also include some neighborhood park facilities.
- The wetlands north of Warlow Drive and east of the “s-curves” on Kluver. This area has been proposed for natural habitat and environmental development, and is partially in public ownership. Adjacent land outside of wetlands preservation areas can be used to fill a neighborhood park service gap in the northeastern part of the city.



Sage Valley Park

CHAPTER THREE

NEIGHBORHOOD PARK ENHANCEMENT PROGRAM



Chapter Two provided a development plan for Gillette's park system that addressed both neighborhood and community parks, and considered the nature and location of new neighborhood park facilities. It also compared open spaces that currently function as neighborhood parks with a desirable standard facilities menu. This chapter considers the adaptation of each of these actual or potential neighborhood parks, and presents a development program that will help each of these facilities function in their intended role as neighborhood parks. This discussion concentrates on park facilities that are larger than 5 acres and/or function as multi-feature neighborhood parks. The consideration of each park includes:

- Basic park facts, including location, size, and role in the city's park system.
- A diagrammatic plan of existing facilities.
- An analysis of existing conditions and needs.
- An itemized park improvement program, with a budget based on probable cost of specific items.

Criteria for defining priorities for implementing park improvements include:

Safety and Condition:

- Playground rehabilitation and repair needs
- The presence of safety concerns
- Observed maintenance needs.

Demand for the Park:

- Intensity of park use.
- Neighborhood needs and park distribution: the degree to which a neighborhood relied on the specific park for primary open space or recreational facilities.
- Conflicts in use among various user groups.
- Service to special populations such as seniors or people with disabilities.

- Ability to accommodate the demands placed upon the park by its service population.
- The likelihood that the park's service area population will grow or that the park's facilities would face increasing demands.

Neighborhood Impact:

- The visual effect that the park's appearance and environment have on the surrounding neighborhood area.
- The need that the neighborhood displays for the park.

Park Access

- Accessibility of the park to all potential users, including people with disabilities.
- The level of service provided by trails.

Importance of the Park to the Citywide System:

- The neighborhood's need for the specific park, based on geographic distribution, access, and facilities.
- The presence of a major recreational resource or trail access.

Visibility:

- The prominence of the park as a part of its neighborhood environment.
- The appearance and condition of the park site.



South Park



Heritage Village Park

Existing Conditions

Antelope Valley (Campbell County)



Location: Grouse Avenue and Rimrock Drive

Acreage: 9.9

Role: Neighborhood Park

Vision: Neighborhood Park with full facilities serving a relatively separated, self-contained neighborhood.

Existing Park Analysis:

- Facilities are in satisfactory condition
- New playground equipment is in good condition.
- Majority of park is unstructured open space.
- Park has adequate street frontages.
- Lack of paths and sidewalks limits access to the southern and western parts of the space
- Limited site landscaping.



Antelope Valley Park



Park Improvement Program:

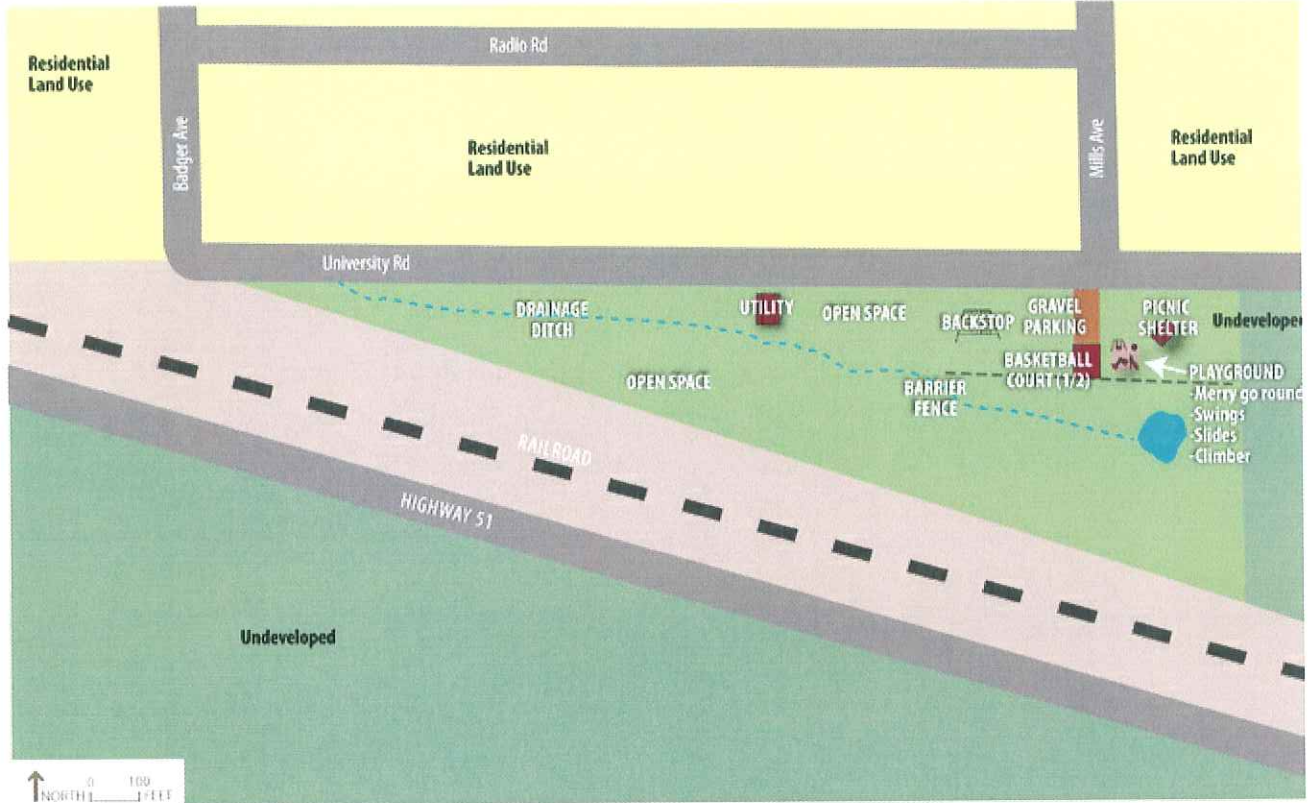
- Drinking fountain
- New looping pathway with neighborhood access, linking back to sidewalks on bordering streets.
- Improved neighborhood ballfield with defined infield
- Park furnishings in central area and along pathway.
- Parking lot landscaping, demonstrating xeriscape, effective stormwater management, and other sustainable techniques
- Additional play facilities for older children.
- Park lighting and identification graphics

Planning Budget:

• Pathway	\$75,000
• Playground Improvements	\$50,000
• Benches	\$4,500
• Signage	\$1,500
• Ballfield improvements	\$35,000
• Landscaping	\$30,000
• Park lighting	\$40,000
• Drinking Fountain	<u>\$10,000</u>
 Total	 \$246,000

Existing Conditions

Collins Heights Park



Location: University Road, Collins Heights neighborhood
Acres: 17.9
Role: Neighborhood park
Vision: Neighborhood Park with full facilities serving a relatively separated, self-contained neigh-

Existing Park Analysis:

- Facilities are in satisfactory condition
- New playground equipment is in good condition.
- Majority of park facilities are clustered to the east
- Park has residential street frontage but is open to Highway 51 and BNSF Railroad on the south.
- West side of the park is largely unused.
- Limited site landscaping.



Collins Heights Park



Park Improvement Program:

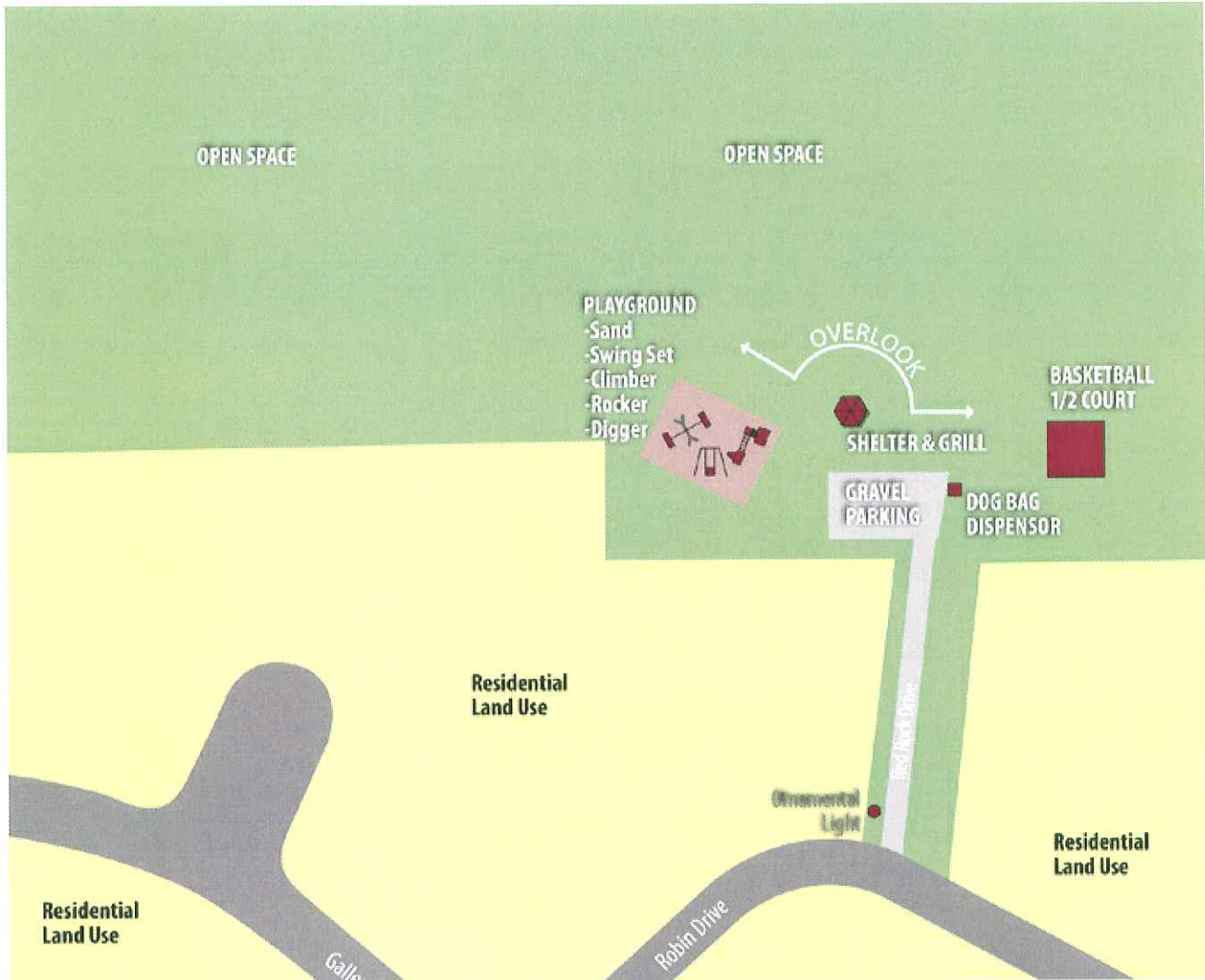
- Add drinking fountain
- Pathway along University Road, with a loop that crosses drainage swale and loops back to major park features.
- Improved neighborhood ballfield with defined infield.
- Replace half court with full-size multi-use court, with separation from playground area.
- Park furnishings in central area and along pathway.
- Tree plantings around seating areas to provide shade, and a row of trees along Highway 59 to provide a highway buffer and windbreak.
- Thematic park lighting and identification graphics.
- Profiling and improvement of banks of drainageway and drainage basin.

Planning Budget:

• Pathway	\$50,000
• Drinking Fountain	\$10,000
• Ballfield Improvements	\$35,000
• Court Development	\$25,000
• Park Furnishings	\$7,500
• Signage	\$1,500
• Landscaping	\$25,000
• Park lighting	<u>\$30,000</u>
Total	\$184,000

Existing Conditions

Crestview Heights Park (Campbell County)



Location: Robin Drive

Acres: 7.2

Role: Neighborhood park

Vision: Neighborhood park with full facilities

Existing Park Analysis:

- Contemporary playground equipment.
- Extensive undeveloped open space.
- Limited neighborhood access, provided by an entrance drive.
- At present, only one entrance point.
- Gravel parking lot inside of park.



Crestview Heights Park



Park Improvement Program:

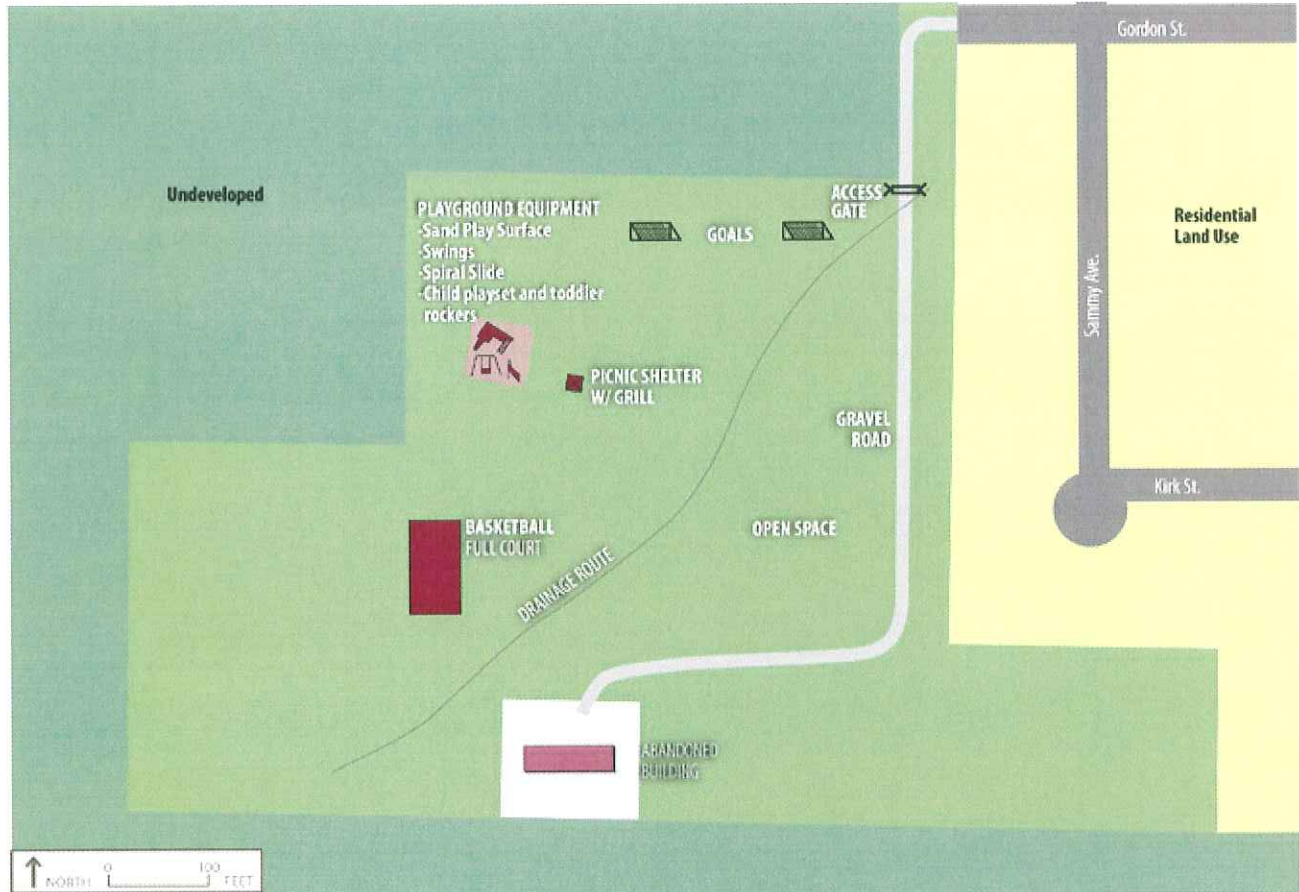
- New drinking fountain
- Park gateway off Robin Drive
- Looped park path leading from park entrance to overlook and playground area, and continuing with a loop around the park perimeter.
- Full-size multi-use court, replacing or expanding existing half court.
- Informal ballfield with defined infield.
- Park furnishings at overlook, around play area, and at locations on perimeter pathway.
- Second park access to the west, incorporated into new development.
- Improved landscaping and buffering
- Park lighting, sited to avoid effects on adjacent houses.

Planning Budget:

• Pathway	\$50,000
• Drinking Fountain	\$10,000
• Ballfield Improvements	\$35,000
• Court Development	\$25,000
• Park Furnishings	\$10,000
• Signage	\$1,500
• Landscaping	\$30,000
• Park lighting	\$30,000
• Future park access	<u>\$25,000</u>
Total	\$216,500

Existing Conditions

Fox Park (Campbell County)



Location: End of Gordon Street, Fox Park Subdivision

Acres: 11.8

Role: Neighborhood Park

Vision: Neighborhood Park with full services, related to Complex and neighborhood growth

Existing Park Analysis:

- Relatively old playground equipment
- Isolated shelter on concrete pad
- Facility cluster with relatively good surrounding tree cover, with substantial surrounding undeveloped land.
- One point of access to adjacent neighborhood. Entrance is poorly defined.



Fox Park



Park Improvement Program:

- Upgrade older playground equipment
- Install drinking fountain
- Replace shelter and develop pad with additional amenities
- Improve park gateway and develop a pathway from entrance to activity center, along swale, and around west side of the park
- Improve grounds maintenance near soccer fields
- Provide lighting
- Develop informal ballfield with defined infield.

Planning Budget:

• Pathway	\$40,000
• Playground Upgrade	\$35,000
• Drinking Fountain	\$10,000
• Ballfield Improvements	\$40,000
• New Shelter	\$30,000
• Park Furnishings	\$10,000
• Signage	\$1,500
• Landscaping	\$25,000
• Park lighting	<u>\$30,000</u>

Total \$221,500

Existing Conditions

Heritage Village Park



Location: 1400 Buckskin Drive

Acres: 8.8

Role: Neighborhood Park

Vision: Neighborhood Park with full services, major neighborhood park for northeast sector of city

Existing Park Analysis:

- Most existing facilities in west half of the park.
- Park is divided by American Lane.
- Eastern part of park is relatively undeveloped and not landscaped.
- Substantial park shelter needs rehabilitation.
- Some playground equipment should be replaced.
- Pathway and trail connections should link to rapidly developing surrounding neighborhoods and Gillette Greenbelt.



Heritage Village Park



Park Improvement Program:

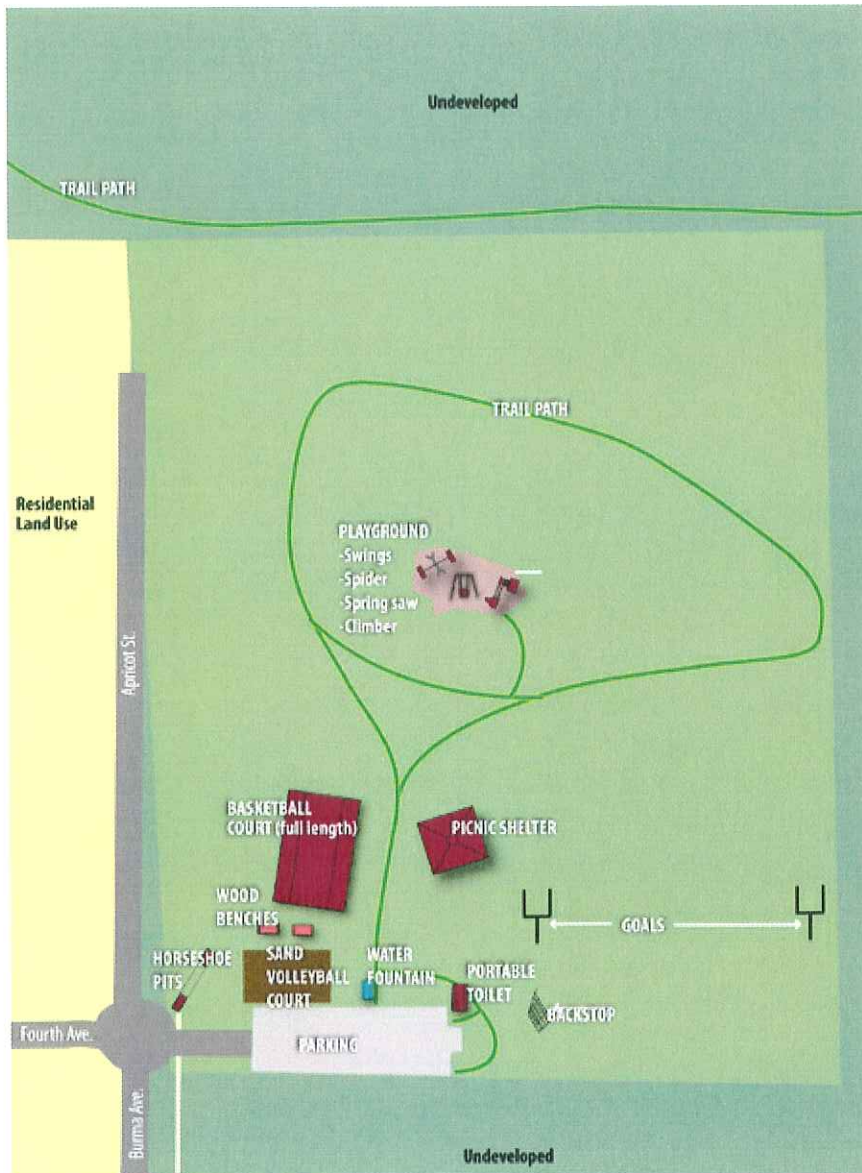
- Landscape and develop eastern side of park.
- Consider relocating backstop and ballfield area to east side, devoting existing area to multi-use open space.
- Rehabilitate shelter structure.
- Develop pedestrian friendly crossing at American Drive with appropriate warning or stop signs and a crossing table to slow traffic.
- Upgrade older playground equipment.
- Develop pathway connections east to Kluver Road Trail, Gurley Avenue, and northside environmental park, incorporating park into the proposed Gillette Greenway system.

Planning Budget:

• Eastside park development	\$160,000
• New Ballfield	\$35,000
• Pathways	\$65,000
• Shelter Rehabilitation	\$15,000
• American Drive Crossing	\$25,000
• Playground Upgrades	\$20,000
• Signage	\$2,000
• Landscaping upgrades in western park	<u>\$35,000</u>
Total	\$357,000

Existing Conditions

Northwest Park



Location: 900 North Burma Road

Acres: 10

Role: Neighborhood Park

Vision: Major northwest neighborhood Park, complementing major northside recreational and environmental parks

Existing Park Analysis:

- Benches and volleyball court require repair
- Recent playground equipment in good condition
- Playground area should include benches and shelters for supervising parents
- Shelter lacks tables and user amenities
- Backstop area could conflict with poles.
- Path should be widened and reconstructed.
- Substantial park areas are currently undeveloped.

Northwest Park



Park Improvement Program:

- Rehabilitate or replace benches and park furnishings
- Upgrade volleyball court
- Provide shaded area with benches around playground area for supervision.
- Add toddlers playground
- Reconstruct park paths and connect park to Bicentennial Park and the Gillette Greenbelt.
- Move poles or reorient ballfield to avoid conflicts.
- Landscape and develop unimproved parts of the park.
- Add lighting at key locations.
- Improve shelter area with connection to path and picnic tables.
- Upgrade basketball pad to multi-use court.

Planning Budget:

• Furnishing Replacement	\$15,000
• Volleyball Court Rehab	\$10,000
• Adult Area at Playground	\$20,000
• Toddlers Playground	\$30,000
• Park Paths	\$50,000
• Ballfield Reorientation	\$20,000
• Landscaping in Undeveloped Areas	\$55,000
• Lighting	\$30,000
• Shelter Improvements	\$15,000
• Signage	\$2,500
• Court Improvements	\$15,000
• Ballfield Reorientation	<u>\$30,000</u>

Total \$292,500

Existing Conditions

Highland Estates Park



- Location:** Crestline Circle and Ventura Avenue
- Acres:** 7.3
- Role:** Largely undeveloped with playground along street
- Vision:** Part of a neighborhood park system combined with Overlook Park.

Existing Park Analysis:

- Largely undeveloped, with a narrow strip of developed land along the fronting street.
- Rugged environment to the north limits development of park services.
- Must be combined with nearby Overlook Park and better connections to Northwest Park to provide full neighborhood services.



Proposed Park Improvements

Highland Estates Park



Park Improvement Program:

- Develop shelter and table area north of the playground, sited to maximize views.
- Develop at least a half-court as space allows, usable for practice basketball or tennis.
- Provide park landscaping along the street edge.
- Build a pathway that diverges from the street and defines the overlook edge of the park. Expand this pathway to the east, connecting behind existing subdivisions and linking to Northwest Park.
- Strengthen on-street connection along Crestline Circle to Overlook Park.
- Add lighting at key locations.
- Upgrade basketball pad to multi-use court.

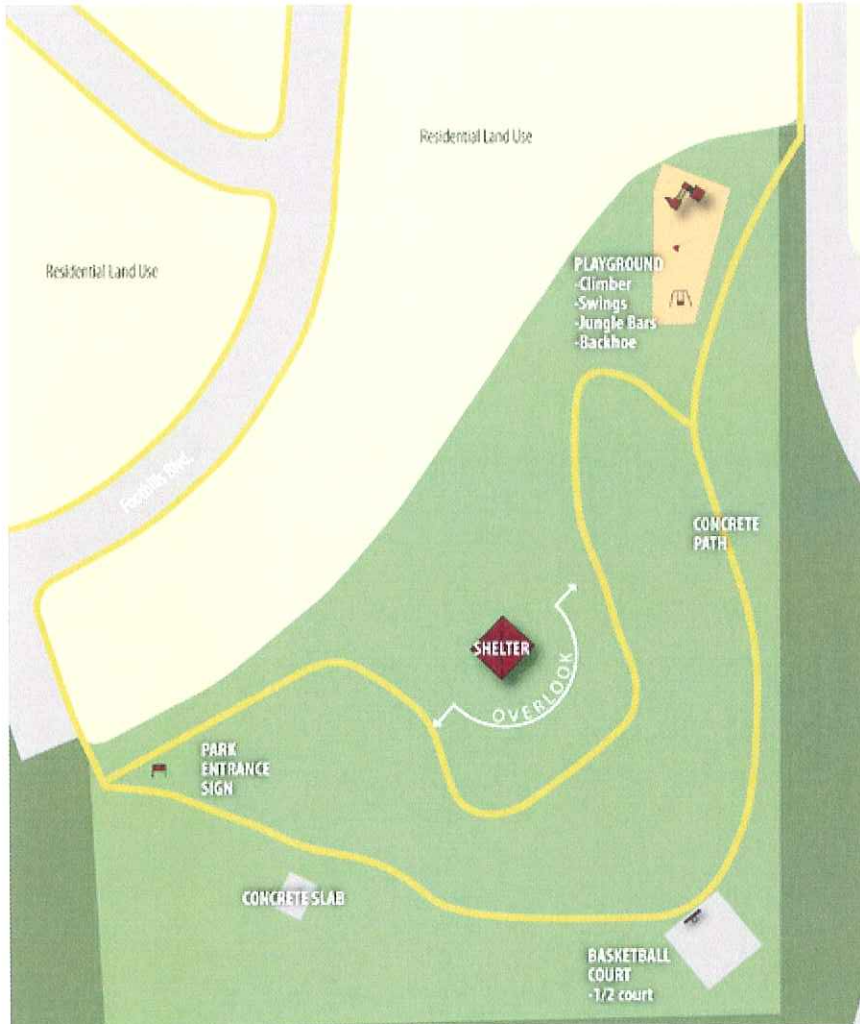
Planning Budget:

- | | |
|---------------------------------|-----------------|
| • Shelter Area with Furnishings | \$40,000 |
| • Court | \$25,000 |
| • Park Landscaping | \$15,000 |
| • Park Paths | \$10,000 |
| • Crestline Circle Connection | \$5,000 |
| • Lighting | <u>\$12,000</u> |

Total	\$107,000
-------	-----------

Existing Conditions

Overlook Park



Location: 700 Goldenrod

Acres: 3.5

Role: Small Neighborhood Park

Vision: Part of a neighborhood park system combined with Highland Estates Park.

Existing Park Analysis:

- Side slope site, but relatively intensively developed to serve a densely populated neighborhood.
- Some paths are overgrown and cracked, and require repairs.
- Must be combined with nearby Overlook Park and better connections to Northwest Park to provide full neighborhood services.
- Possible available expansion space to the south could accommodate an informal ballfield or unstructured open space.

Overlook Park



Park Improvement Program:

- Consider expansion to the south if land is available.
- Expand half-court to full-size multi-purpose court.
- Repair pathways.
- With additional land, develop area as either an informal ballfield or for unstructured open space.
- Reinforce on-street link to Highland Estates Park.

Planning Budget:

• Land Purchase for Expansion	\$100,000
• Court Expansion	\$20,000
• Pathway Repairs	\$15,000
• New Field Development	\$30,000
• Enhanced Park Furnishings	<u>\$10,000</u>

Total	\$175,000
-------	-----------

Existing Conditions

Sleepy Hollow Park (Campbell County)



Location: Union Chapel and Sleepy Hollow Boulevard

Acres: 7.4

Role: Neighborhood Park

Vision: Neighborhood Park with full services, serving one of Gillette's "urban villages."

Existing Park Analysis:

- Playground equipment in good condition.
- Shelters and picnic area provide functional space, although structures are outdated.
- Incomplete pathway system, with bridges that cross swale. Bridges need replacement or rehabilitation.
- Lack of key park facilities.
- Expansion possibilities if needed to east.
- Swale continues to northeast, with pathway possibility to connect park to school.



Sleepy Hollow Park



Park Improvement Program:

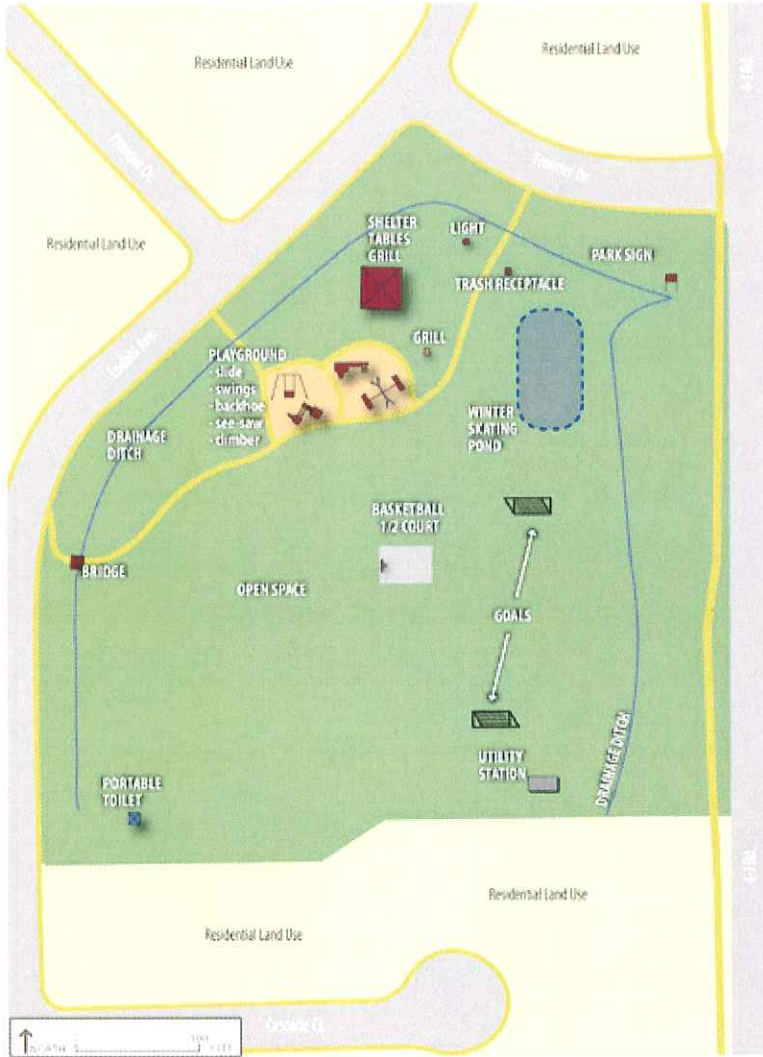
- Add playground area for very young children.
- Improve and upgrade pathway system, extending around the park and connecting to Union Chapel path.
- Rehabilitate or replace pedestrian bridges over swale
- Add drinking fountain
- Expand half court basketball to full multi-use court.
- Develop ballfield for informal play.
- Provide appropriate park lighting and landscaping, including a tree buffer along Union Chapel Road.
- Develop a multi-use trail that extends from the park to Sleepy Hollow school site.

Planning Budget:

• Children's Playground	\$30,000
• Pathway Expansion and Upgrade	\$40,000
• Bridge Repair/Replacement	\$25,000
• Drinking Fountain	\$10,000
• Basketball Court Expansion	\$15,000
• Ballfield	\$30,000
• Lighting	\$30,000
• Landscaping	\$20,000
• Pathway Connector to School	<u>\$60,000</u>
Total	\$260,000

Existing Conditions

Sage Bluffs Park and Sage Valley Park



Location: 600 South 4-J Road

Acres: 5.5

Role: Neighborhood Park

Vision: Neighborhood Park with full services in combination with Sage Valley Park

Existing Park Analysis:

- Marginal size for full neighborhood park, but may be combined with Sage Valley Park to achieve full-service.
- Contemporary playground equipment.
- Siting of basketball court reduces flexibility of open space.
- Sidewalk connection to 4-J Trail.
- Relatively good site development and landscape.

Sage Bluffs Park



Park Improvement Program:

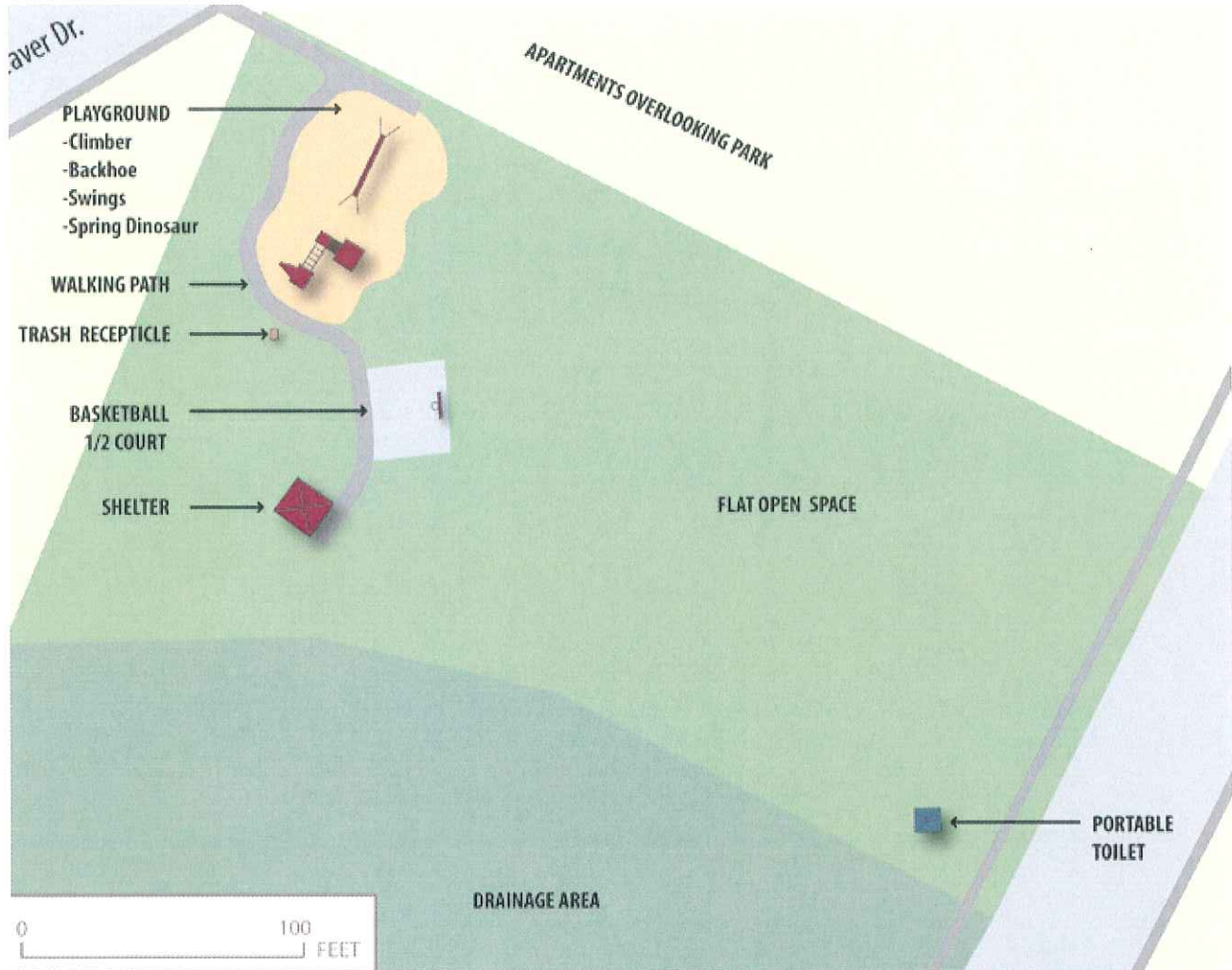
- Expand and relocate court to the north quadrant of the park.
- Develop informal ballfield, with backstop in the southwest area of the park.
- Develop off-street pathway, extending along drainageway south from the existing path and continuing east to 4-J Trail along the south part of the space.
- Provide appropriate park and pathway lighting.
- Install drinking fountain.
- Improve linkage to Sage Valley Park by enhancing Frontier Drive with bike lanes and highly visible, well-defined pedestrian crosswalks at streets intersecting Frontier.

Planning Budget:

• Court Relocation	\$25,000
• Ballfield and backstop	\$35,000
• Pathway	\$15,000
• Lighting	\$25,000
• Drinking Fountain	\$10,000
• Frontier Drive Enhancement	<u>\$30,000</u>
Total	\$140,000

Existing Conditions

Sage Valley Park with Sage Bluffs Park



Location: Frontier Drive and Box Elder South
Acres: 1.5
Role: Small Neighborhood Park
Vision: Neighborhood Park with full services when combined with Sage Bluffs Park

Existing Park Analysis:

- Very good site development standards
- Walkway connection to Beaver Drive
- Attractive site lighting
- Portable toilet is relatively remote from areas where it is needed.
- Large drainage area adjacent to south augments open space.



Sage Valley Park



Park Improvement Program:

- Small park should complement Sage Bluffs Park with a better connection to Frontier Drive via a pedestrian crossing at Boxelder South.
- Develop a lighted pathway from Boxelder South to the shelter, connecting to the Frontier Drive intersection.
- Relocate portable toilet.
- Maintain informal open space.
- Develop clear pedestrian crossing at Box Elder, with pedestrian warning signs for motorists.

Planning Budget:

• Pathways	\$10,000
• Pathway lighting	\$15,000
• Toilet Reinstallation	\$8,000
• Box Elder Crossing	<u>\$15,000</u>
Total	\$48,000

Existing Conditions

Sunflower Park



Location: 2401 South Dogwood
Acres: 12.8
Role: Neighborhood Park
Vision: Full-service neighborhood park

Existing Park Analysis:

- One of Gillette system's most complete neighborhood parks, benefiting from adjacency to school.
- Extensive but overly narrow pathway, which links to 4-J Trail
- Park lighting is inadequate.
- Lacks informal ballfield and multi-purpose court.



Sunflower Park



Park Improvement Program:

- Reconstruct and widen primary east-west pathway to trail standards.
- Upgrade bridges as required.
- Provide pathway lighting and park lighting at activity cluster.
- Install backstop and informal ballfield, probably north of the drainageway in the west part of the park.
- Improve park landscaping west of Dogwood Lane.
- Develop a multi-purpose court, possibly northeast of apartments.

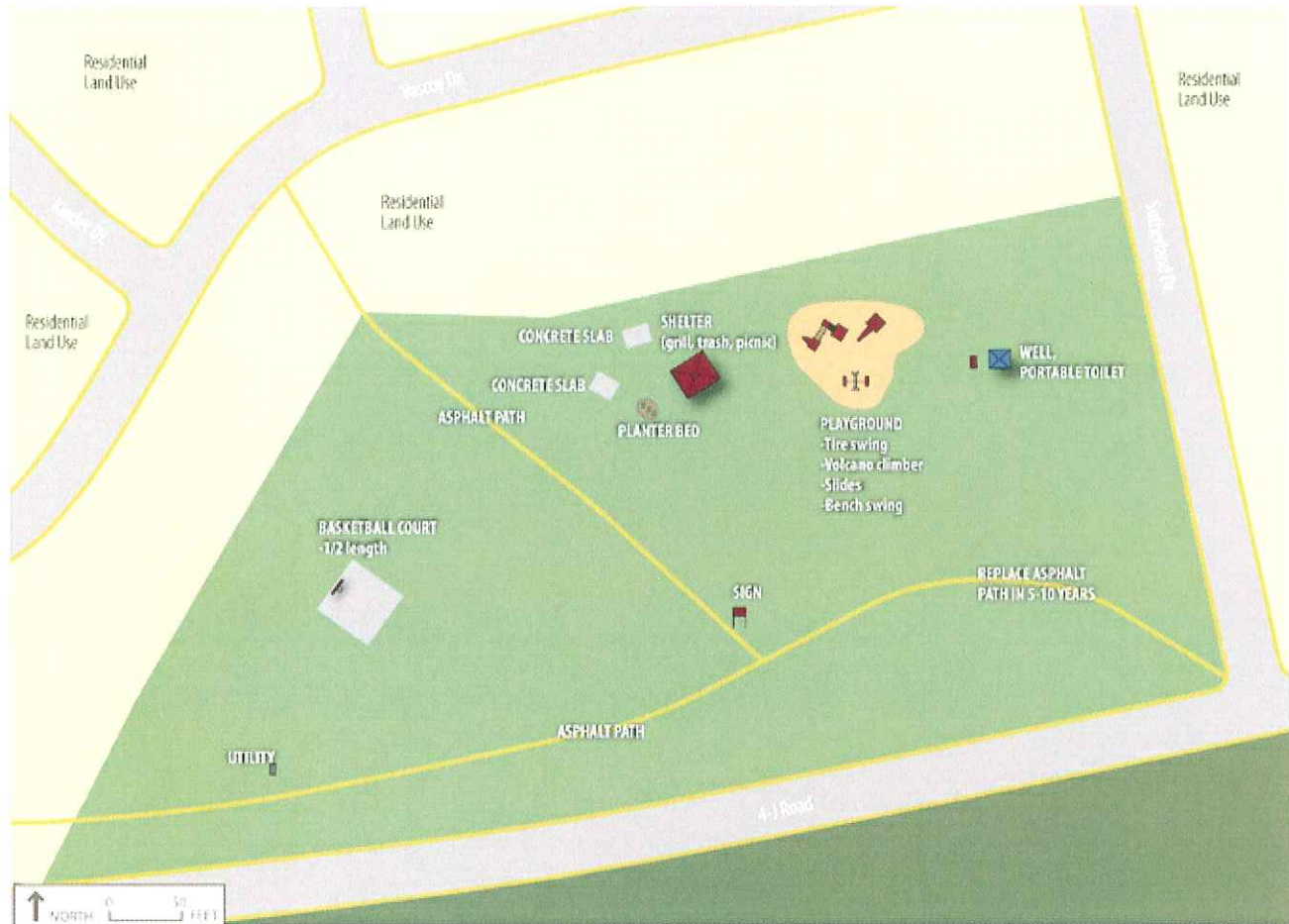
Planning Budget:

- Pathway Reconstruction \$80,000
- Bridge Improvement \$50,000
- Lighting \$40,000
- Backstop and Ballfield \$25,000
- Multi-purpose Court \$25,000
- Landscaping in West Part of Park \$40,000

Total \$260,000

Existing Conditions

Sutherland Park



Location: 3501 South 4-J Road

Acres: 4.5

Role: Neighborhood Park

Vision: Neighborhood Park

Existing Park Analysis:

- Marginal size, bordered by 4-J Road
- Size inadequate to accommodate full facility complement.
- Major dedicated parks, Sutherland West and South Parks, across West 4-J add 30 acres of parkland. Much of this is included in the Donkey Creek.
- Vital need for crossing of 4-J to link three spaces together.
- Major off-street path follows 4-J on south edge of the park.



Sutherland Park



Park Improvement Program:

- Upgrade major pathway along 4-J to multi-purpose trail standards.
- Upgrade half-court to full multi-purpose court
- Install drinking fountain
- Improve landscaping along main trail on the south edge of the park.
- Provide trail lighting and some park lighting along the neighborhood pathway and activity area.
- Install new park furnishings and signage.
- Develop park gateway at Vanscoy Drive.
- Provide a clear crossing across 4-J to link Sutherland Park to Sutherland West Park and South Park. Consider an underpass option for maximum safety.

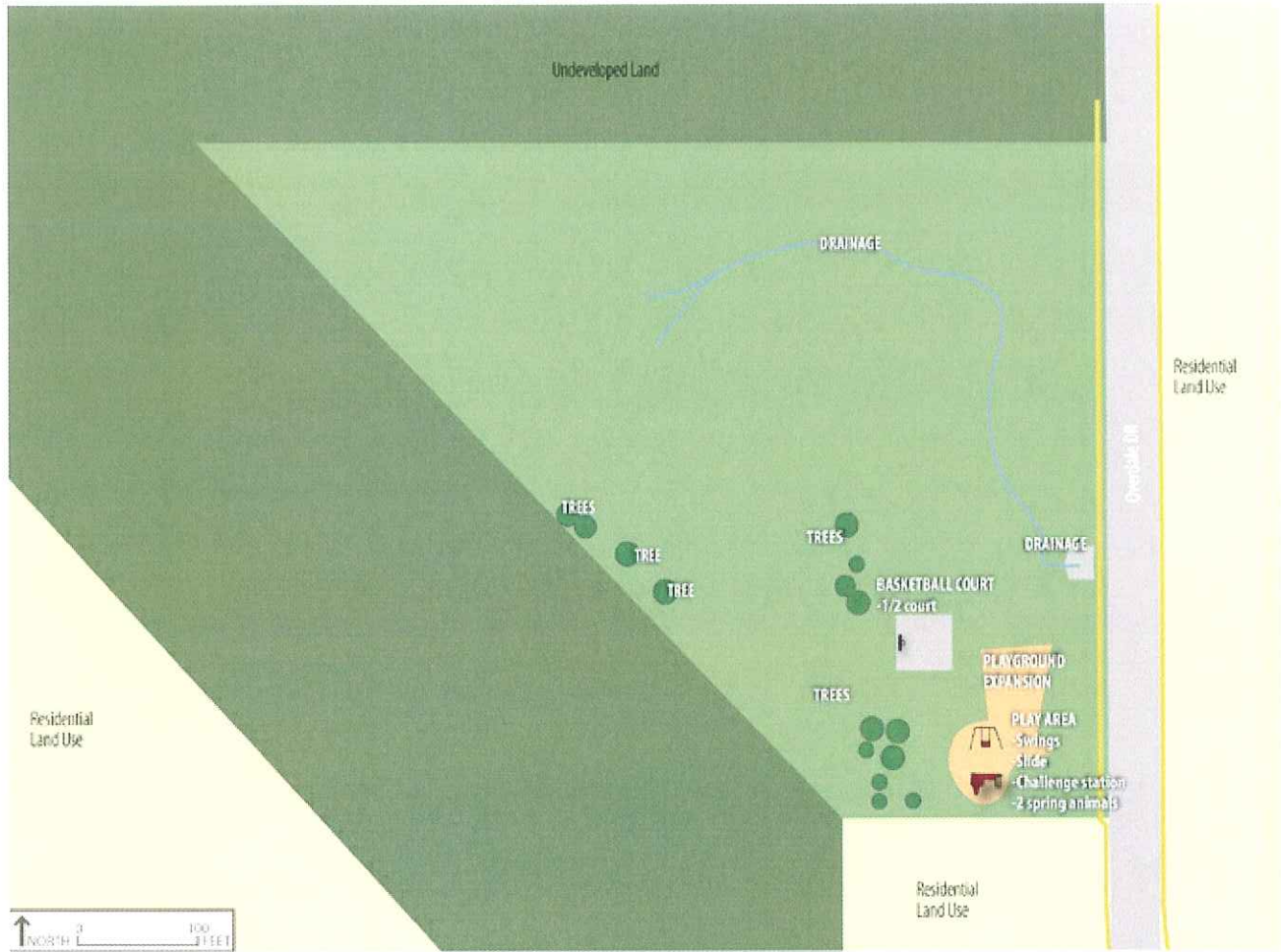
Planning Budget:

• Trail Upgrade	\$45,000
• Multi-purpose Court	\$25,000
• Drinking Fountain	\$10,000
• South Edge Landscaping	\$20,000
• Lighting	\$30,000
• Furnishings and signage	\$15,000
• Gateway	\$10,000
• 4-J Crossing	<u>Based on design</u>

Total	\$155,000
-------	-----------

Existing Conditions

Westover Hills Park



Location: 410 South Overdale

Acres: 6.5

Role: Partially developed neighborhood park

Vision: Neighborhood Park with full facilities

Existing Park Analysis:

- Park now functions as a neighborhood playground, but has space to expand with other services.
- Most existing equipment is relatively new and in good condition.



Westover Hills Park



Park Improvement Program:

- Install drinking fountain.
- Develop picnic area with contemporary shelter.
- Expand playground to accommodate older children.
- Develop informal ballfield with defined infield and backstop.
- Expand half-court to a full-size, multi-purpose court.
- Provide a pathway that connects park features and provides a loop around the perimeter.
- Develop landscaping and plant trees that relate to the pathway route, define the park’s edge, and buffer the park from the adjacent golf course.
- Install lighting and park furniture.
- Develop restrooms.

Planning Budget:

• Drinking Fountain	\$10,000
• Picnic Area and Shelter	\$30,000
• Children’s Playground	\$35,000
• Ballfield	\$40,000
• Court	\$20,000
• Path	\$25,000
• Landscaping	\$30,000
• Lighting and Park Furniture	\$35,000
• Restroom	<u>\$60,000</u>
Total	\$285,000



Trail in Lasting Legacy Park (above) and multi-purpose trail along 4-J Road (opposite page).

CHAPTER FOUR TRAIL AND PATHWAYS STANDARDS AND PLAN



NATIONALLY, TRAILS HAVE PROVEN TO BE EXTREMELY VALUABLE RECREATION AND TRANSPORTATION FACILITIES, AND TRAIL AND PATHWAY DEVELOPMENT IS A HIGH PRIORITY FOR GILLETTE'S OPEN SPACE SYSTEM. The city has an established policy of sidepath development along major streets, and because of thoughtful alignments and relatively few intersecting streets and driveways, some of these paths have taken on the character and quality of trails on exclusive right-of-way. In addition, 4-J Road between the Enzi Drive intersection and Westover Road has been developed as a green street, with a broad greenway and trail paralleling the street's main line. The 4-J Greenway, which also serves such major destinations as the Campbell County Public Library, Campbell County Public Health, the Child Development Center, and commercial clusters, has proven to be an extremely popular facility with people who use walking, running, and cycling for both recreation and transportation.

However, despite these successes, Gillette lacks an extensive network of greenways and exclusive trails. While sidepaths do accommodate pedestrians and cyclists, they do not experience the intensive recreational use typical of multi-purpose trails through greenways or along exclusive rights-of-way (with the notable exceptions of the 4-J Road corridor). Typically, recreational users seek a quieter, more parklike setting insulated from the noise of adjacent traffic. Gillette's policy for pathways, trails, and alternative transportation should:

- Complement sidepaths with a network of off-road, multi-use trails that provide both recreational and transportation benefits.
- Continue the program of sidepath development along major streets, particularly along streets that have relatively few interruptions by intersecting streets and drives.
- Recognize some of the hazards created by sidepath and motor vehicle conflicts, and address these issues by redesign and enhancements of the existing sidepath system.
- Ensure that strategic elements of Gillette's street systems are adapted to providing safe and effective environments for pedestrians and bicyclists.

The Uses and Determinants of a Trails and Pathway Network

An effective trail system that fulfills the overall vision of a linked park system for Gillette should satisfy multiple functions, providing:

- Primary recreation for short- and medium-distance users.
- Safe routes to school and parks. Trails can be especially effective at providing access to recreational facilities and, as mentioned earlier, can extend the service area of neighborhood and community parks.
- Supplementary transportation to activity centers such as retail areas, workplace, and church and civic destinations.
- Improved wellness. An increasing amount of research supports the relationship between community design, physical activity, and personal wellness.
- Access to community features for visitors to Gillette.
- Better connections among neighborhoods to unify the city.

The most effective trail and pathway systems are destination-based, providing facilities that have a purpose and provide access to places in the community. This concept continues the precedent of the city's street-based pathway system. Major destinations to be served by an upgraded pathway system include:

- Activity Centers
- Downtown
- Parks and Recreational Facilities
- Schools
- Neighborhoods
- Museums
- Employment Clusters
- Natural Features

Trail routing can also be determined by the presence of opportunities. These include:

- **Existing pathways.** Clearly, the city's existing system is the foundation for new trail development, and the network should start by integrating and expanding the use of existing facilities.
- **Streams and Waterways.** The Donkey Creek greenway, providing east-west access across the southern tier of the city, is an extremely important resource and a logical initial link in a growing trail network. However, the city has other drainageways and stormwater management facilities that also provide opportunities for trail links.

- **Parks and open space corridors.** In some cases, these provide linkages to major spines in the trail system. For example, a greenway following a drainage path links Sunflower Park, one of the city’s best neighborhood parks, to the 4-J trail spine, expanding the use of Sunflower Park beyond its immediate residential area.
- **Easements and friendly owners.** In a growing number of situations, for example, residential developers understand the importance of trails in marketing their developments and voluntarily dedicate right-of-way or design trails into their projects.
- **Master planning in advance of new development.** This part of the Parks Master Plan identifies opportunities for trail development, which can in turn be incorporated into new project proposals.
- **Streets.** Street right-of-way has been the staple of Gillette’s pathway system to date and will continue to be vitally important parts of the system. Federal regulations require greater attention to “complete street” standards, establishing street design guidelines that safely and comfortably accommodate pedestrian and bicycle transportation.
- **Power line and utility corridors.** These linear corridors can provide joint use right-of-way that can also accommodate pathways. Railroads have also been an important trail development opportunity around the nation. However, Gillette’s railroad corridor, the BNSF main line, is one of America’s busiest railroads and provides no realistic opportunity for joint trail development.

COMPONENTS OF THE GILLETTE TRAIL AND PATHWAY SYSTEM

Gillette’s pathway system will include four different types of facilities:

- Multi-Use Trails
- Sidepaths (Separated Roadside Trails)
- Shared Routes
- Walking Trails

Each of these facility types has its own requirements and applications as parts of an integrated pathway system for the city.

Multi-Use Trails

Most user groups (with the exception of some vehicular bicyclists who prefer city streets) believe that multi-use trails offer the best level of service for most people. Multi-use trails in most cases have the following characteristics:

- The trail corridor is separate from parallel road, and follows an exclusive right-of-way. When trails follow roads, they are separated from vehicular movement and have only infrequent interruptions from intersecting streets and driveways. Thus, the 4-J Road facility, while it parallels a major street, has most of the characteristics of a multi-use trail.

- The facility often relates to a physical feature such as a stream or drainage corridor, railroad right-of-way, topographic feature such as a ridge, or a park.
- A complete trail may include support features, such as trailheads, parking areas, restrooms, benches, public art, and interpretive material.
- Typically, trails feature concrete or asphalt paving in urban areas to encourage the widest variety of users. In lower-density or rural areas, other materials such as granulated stone are sometimes used.



Multi-purpose trails. Above, a segment of the 4-J Road system. Below, trail in Dalbey Park.

Design Standards

General Design Standards:

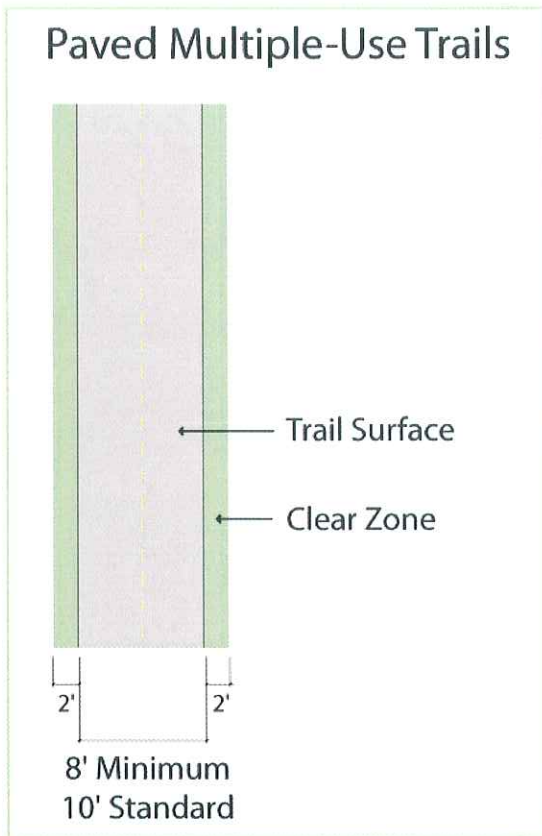
Trails should comply with American Association of Street and Highway Transportation Officials (AASHTO) standards and Uniform Federal Accessibility Standards and the "Americans with Disabilities Act Accessibility Guidelines."

Surface:

Trail paving surface is a subject of some controversy, and asphalt and concrete both have their advocates. Most of Gillette's current pathways are surfaced with asphalt. Asphalt provides an excellent surface when new and is somewhat less expensive than concrete. Concrete provides a more durable, longer-lived surface, particularly in climates with freeze-thaw cycles, and can be replaced panel by panel if necessary. A stable sub-base is critical to the durability of both materials. This is especially important around drainageways, where stream banks tend to slough off and produce serious cracking and deterioration. This plan recommends concrete as a preferred surface, while recognizing that asphalt with an excellent sub-base can also provide an adequate capital life.

Trail Width:

- The standard width for trails proposed in this plan is 10 feet. An 8-foot width on secondary segments may be adequate in areas with severe right-of-way limits. While generally adequate for the narrow profile of road bicycles, eight feet does not safely accommodate passing movements by types of users who require greater width, including in-line skaters, bicyclists with child trailers, and recumbent tricycles.



- Where possible, a soft surfaced two-foot extension to the paved trail may also be advisable walkers and runners because of their resilience and lower impact.
- Maintain a two-foot minimum shoulder as a recovery zone adjacent to trails with bicycle uses.

Grades and Grade Changes:

- Establish a 5% overall maximum grade.
- Individual segments may include grades up to a maximum of 8.33%. Design grades between 5% and 8.33% are considered ramps for accessibility purposes. For ramps, a level rest area must be provided for every 30 inches of rise. Ramps, bridges, and landings adjacent to abrupt grade changes must include 32-inch high handrails, designed to meet AASHTO recommendations. 2-inch curbs on both sides of a ramp are advisable. Ramp surfaces should be slip-resistant.
- In areas with slopes over 5%, consider an alternate accessible route with reduced grades if possible, even if this route requires a grade crossing.

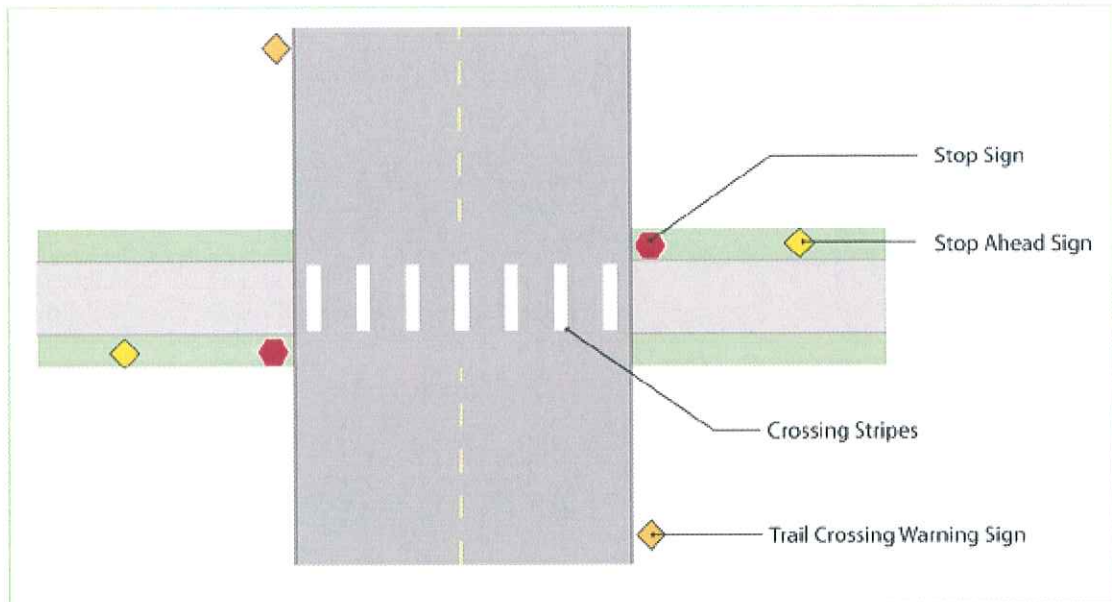
- Warning signs for trail users should be used on grades approaching 5% and greater.

Subsurface and Drainage:

- Typically 4 to 8-inch compacted, smooth, and level. Individual conditions may require special design.
- Trail cross-section should provide adequate cross-drainage and minimize debris deposited by runoff. Typically, this involves a maximum cross slope of 2%.
- When trails are adjacent to or cut into a bank, design should catch drainage on the uphill side of the trail to prevent slope erosion and deposits of mud or dirt across the trail.

Sight Distance and Intersection Design:

- Provide 150-foot sight distance standard. Provide 20 mph minimum design speed for bicycle use.
- Align or widen trail at railroad intersections to permit perpendicular crossing of tracks.



Above: Diagram for trail intersection design and markings. Below, a well-marked street crossing.



- Avoid using bollards or obstacles at grade-level intersections unless operations prove they are needed. If necessary, use entrances with a median separating directional movements in place of bollards.
- When bollards or gateway barriers are used, provide a minimum opening of five feet, adequate to permit adequate clearance for all bicycles. Avoid poorly marked cross barriers that can create hazards for entering bicyclists, particularly in conditions of darkness.

Design for Maintenance:

- Provide adequate turning radii and trailhead access to maintenance and emergency vehicles.

Signage:

- Provide regulatory and warning signs consistent with the Manual of Uniform Traffic Control Devices (MUTCD).
- Provide a consistent informational sign system consistent with the MUTCD including:
 - A Gillette trail system logo.
 - An identifying trail name and/or logo.
 - Pictographs identifying permitted uses.
 - Trail maps at regular intervals.
 - Mileage markers.
 - Interpretive signage.



Example of trail graphics: signage on the Auld-Brokaw Trail in Yankton, South Dakota.

- Directional indicators with distances to attractions, schools, public facilities, parks, services, and points of interest.
- Safety rules, including advisories on helmets, right-of-way rules, passing and announcement etiquette, and prohibition of motor vehicles except as permitted.
- Use regulations and prohibitions, including prohibitions against motorized vehicles such as scooters.
- Recreation liability warnings and disclaimers.

Support Facilities:

Provide periodic minor rest stops, including benches, shaded areas, picnic areas, and informational signing. Provide trailheads at major access points as indicated by the plan and periodic major rest areas, incorporating parking facilities, maps and trail information, water, restrooms, and shelter.

Sidepaths



Sidepaths. Left, the sidepath along Southern Drive provides a safe route because of infrequent intersections. Right, the Douglas Highway sidepath's frequent interruptions and poor visibility creates safety hazards for users.

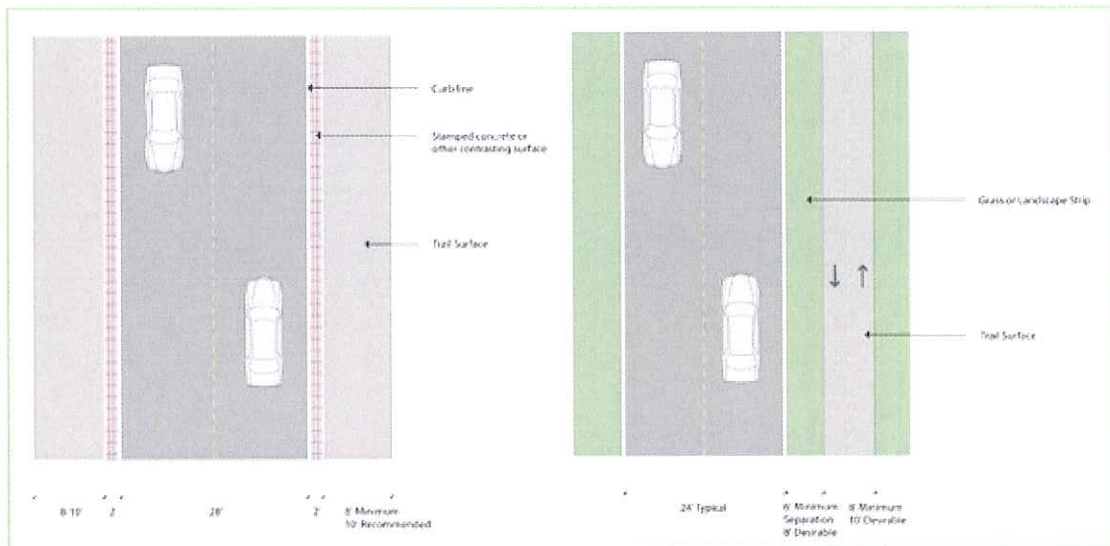
Most of Gillette's current trail facilities are sidepaths – pathways that are separate from but share right-of-way with road corridors. They contribute to the comfort of many cyclists who are most concerned about “overtaking” crashes, being hit from behind by motorists. However, crash statistics indicate that the preponderance of crashes actually occur at intersections, where

sidepaths that are not carefully designed can create significant safety problems. Characteristics of sidepaths include the following:

- The pathway corridor is separate from but generally parallel to the road. Sidepaths are safest when intersections are minimized. For example, the sidepath along Southern Drive and Garner Lake Road generally provide very satisfactory and safe bicycle facilities. However, this path's major hazard occurs at the Douglas Highway intersection.
- The path is located at roadside, either back of curb as a widened sidewalk or with a setback.

Sidepaths, while prevalent in Gillette, are controversial because of the hazards that they present at intersections. Specifically:

- Pathway users in one direction move against the direction of motor vehicle traffic, creating potential problems at intersection and challenges with locating the path in relation to the street.
- Intersections create significant design problems because turning traffic often does not notice cyclists moving along the path and have a tendency to turn in front of them. Research indicates the greatest number of automobile-bicycle crashes in urban areas occur at intersections.
- Ownership of the right-of-way is ambiguous at driveways and intersections. Typically, cyclists moving along a sidepath along a major street are nevertheless forced to yield to intersecting traffic. Cyclists traveling on the main road itself would unambiguously own the right of way.
- Cross traffic on driveways and intersecting streets frequently blocks the sidepath by stopping across it.



Improved sidepath designs for better visibility and separation from motor vehicles.



Sidepath along a major street uses contrasting paving where right-of-way is limited for visual separation, and moves away from the street when possible. Intersections are typically close to the intersection for maximum visibility.

Many of these problems are evident along the South Douglas Highway sidepath. Safe sidepath development requires careful and clear design, and existing facilities in the city should be retrofitted to meet these standards.

Design Standards

General:

Sidepaths are properly utilized along streets that have controlled access, to limit conflicts with driveways and intersecting streets. As a general rule, sidepaths should average no more than one intersecting access point per 300 feet of pathway.

Surface:

- Asphalt or concrete for the basic path.
- Contrasting paving surface, such as stamped and/or colored concrete, pavers, or other contrasting materials, to create a strong visual separation between the trail and the nearest moving traffic lane when the trail is adjacent to the curb.

Pathway Width:

- 10-foot standard, 8-foot minimum for clear trail track.
- Minimum 18-inch contrasting pavement edge strip inside of the top of curb for adjacent trails; or minimum 6-foot landscaped or grass strip. Pathways adjacent to the back of curb should be used only when necessary.

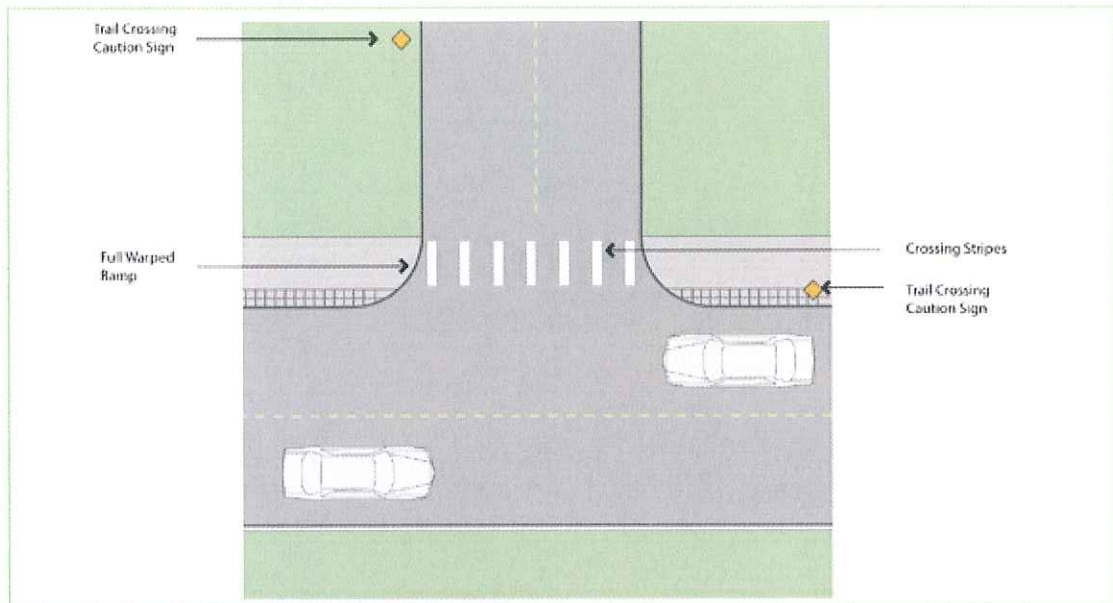
Intersection Design (see following section on intersection design)

- Crossings should be highly visible to motorists on both parallel and intersecting streets. Ownership of right of way should be clear to both motorists and bicyclists.
- Curb/intersection cuts or ramps must be logical and in the direct travel line of bicyclists.
- A design that places a curb in the direct travel line of bicyclists is hazardous. The intersection area must be free of obstructions, such as poles for traffic signal mast arms or lighting standards.

- Crossings of the sidewalk trail over intersecting streets must be clearly marked, consistent with AASHTO and MUCTD standards. Acceptable markings include horizontal striping and use of a contrasting pavement surface, pattern, or color.
- At intersections with pedestrian actuated signals, the signal control should be readily accessible from the trail surface.
- Right-turn bypasses should be employed at sidepath crossings to control turns on or from major arterial streets.

Grades:

Same standard as for multiple-use trails. Typically, sidewalk trails will follow the grade of the parallel street.



Above: Intersection diagram for sidepaths.

Left: Caution sign for motorists warn of a parallel sidepath.

Signage:

- All sidepath signage must be readable from the trail in both directions.
- Advisory signs should caution motorists of the presence of bicyclists in the area and in the intersections.
- Right of Way Considerations: Perhaps the most valid concern about the safety of sidewalk trails is ambiguity about who has the right of way. Legally, pedestrians and bicyclists in the trail paralleling a major street have the right of way over turning traffic. However, traffic turning off an arterial often does not observe this fact, creating dangers for trail users but particularly for faster moving bicyclists. Two signage options exist:
 - Posting signage oriented to motorists on the parallel road, warning that turning traffic yields to pedestrians and bicyclists on the sidepath.
 - Installing stop or yield signs oriented to sidepath users at intersections.

Shared Use Routes

Gillette makes significant use of signed, shared use routes in the middle tier of the city, between 2nd Street and I-90. Here, the wide streets of the traditional town plat provide good accommodation for bicyclists, as well as relatively good sidewalk continuity for pedestrians. Shared use routes include three types of facilities:



- Bicycle lanes, providing a specific domain for bicyclists. These work most effectively on streets with adequate width, and can have the added benefit of calming traffic on wide streets. Examples of bicycle lanes in Gillette include Box Elder Road west of 4-J Road and Sinclair Street in the RC Ranches subdivision.
- Paved shoulders, that in effect function as bicycle lanes. Several of Gillette’s streets and highways, including South Douglas Highway, include paved shoulders, although these facilities are not specifically intended for bicycle use.
- Shared or signed bike routes, more typical in the traditional part of Gillette, where signs are provided on certain routes, but more elaborate facilities or designated domains are not provided.

Bicycle Lane Design Standards

Bicycle Lane Standards

- Minimum bicycle lane width is 5 feet. Ideally, this width minimum width should be between the edge of the gutter and the edge of the nearest moving lane on urban streets without parking.
- Minimum motorized traffic lane widths may be 11 feet for moving lanes and 10 feet for a left-turn median.
- Bicycle lane markings should include:

- 8" thermoplastic marking to separate moving lane and bicycle lane on streets without parking.
- On streets with parking, 6-inch thermoplastic marking line separating bicycle lane from moving lane; and 4-inch separating bicycle lane and parking lane. (Chicago, Illinois bicycle lane standards)
- Bicycle lane markings should include pre-cut plastic bicycle symbol and directional arrow.

Intersection Design

- Bicycle lane markings should be continued to the stop bar at controlled intersections or to the right-of-way line extended at uncontrolled intersections.
- When right turning traffic crosses the bicycle lane, putting moving traffic to the right of the lane, the lane should be colored in a contrasting color.
- Bicycle-sensitive signal sensor loops should be placed appropriately in the bicycle lane.

Signage

- Standard signs should be provided to mark bicycle lanes, using MUTCD standards.

Shared Route Design Standards

Context:

- Conventional residential streets, providing one through lane in each direction with parallel parking.
- Low-traffic multi-lane facilities, where bicycle traffic is directed to a shared outside lane in each direction.

Signage and Markings:



- Use of the "sharrow," a new symbol used to designate shared lanes. On multi-lane facilities, the sharrow is placed in the lane that is designated for shared use.
- Installation of standard "Share-the-Road" signage.
- Bicycle route number signs as appropriate.
- Bicycle-sensitive signal sensor loops should be placed appropriately in the bicycle lane.



PATHWAY SYSTEM CONCEPT

The pathway system for Gillette is guided by the following principles:

- The system is designed around both destinations and opportunities, established to connect the dots linking major destinations and constituent neighborhoods.
- The pathways should include an Integrated local system that provides access to schools and local recreation clusters
- Drainage corridors will be a major determinant of the location and alignment of multi-use trails.
- The system provides a network of interlocking loops, providing people with maximum choice.
- Substantial attention should be given to providing safer system segments, addressing hazards inherent within a sidepath system.
- Trail development will be phased, creating a system that works at each step of the implementation process.

Maps 4.1, 4.2, and 4.3 build a potential pathway system based on these principles. Map 4.1 displays existing community destinations that determine the framework of the network. These key features include parks, schools, civic facilities, recreational resources, special districts like Downtown, and major retail concentrations.

Existing System

Map 4.2 displays Gillette's existing pathway system, categorized below.

Multi-Use Trails. The pathways that qualify as multi-use trails typically follow major streets, but are both separated from parallel roads and have relatively few intersecting streets and driveways. Existing facilities include:

- 4-J Road and West 4-J Trail (west and north side) between Westover Road and Skyline Drive. Between Westover and the Enzi Drive turn, this trail runs within the 4-J greenway and runs parallel to, but is separated from, the roadway. This separation, combined with infrequent street and driveway interruptions, qualifies this popular segment as a true multi-use trail. Between the Enzi Drive turn and Skyline Drive, the trail is a sidepath in places, but moves away from the road and again has relatively few street and driveway interruptions. The 4-J system is Gillette's longest continuous trail, but is still affected by the neighboring street environment.
- 4-J Road (east side) from 12th Street to Lakeway Road. This segment, directly serving the Campbell County Public Library and Public Health center, follows 4-J Road more closely than the trail across the street.
- Southern Drive and Garner Lake Road Trails from Enzi Drive to Highway 14/16. While again directly parallel to the "beltway" road segments, this facility functions as a multi-use trail because of infrequent street interruptions and areas of separation from the parallel roadway. A weak point is the hazardous and poorly marked intersection at South Douglas Highway.
- Sunflower Trail. This system of narrow paved pathways connects the 4-J Trail with Sunflower Park.
- Dalbey Park Trail. This trail around the fishing lake is connected to the Douglas Highway Sidepath by an underpass.

While these facilities qualify as multi-use trails, most of them are dominated by the street environment and do not offer the quieter, open space environment of trails on their own rights-of-way.



Multi-Use Trails. Left: Sunflower Trail connects the 4-J Trail with Sunflower Park and can provide access to major retail centers along Douglas Highway. However, the trail is too narrow to meet multi-use standards. Right: Trail paralleling West 4-J Road serves Sutherland Park but requires resurfacing and reconstruction in some areas.



MAP 4.1

Community Destinations

- PARKS
- RECREATION FACILITY
- COMMERCIAL RECREATION
- CIVIC
- SCHOOL



Destinations and activity centers like schools and Downtown are anchors of a pathway system.

Sidepaths. Sidepaths account for much of Gillette’s pathway mileage. In most cases, these sidepaths are widened, asphalt sidewalks set immediately adjacent to or several feet away from the back of curbs. Existing sidepaths include:

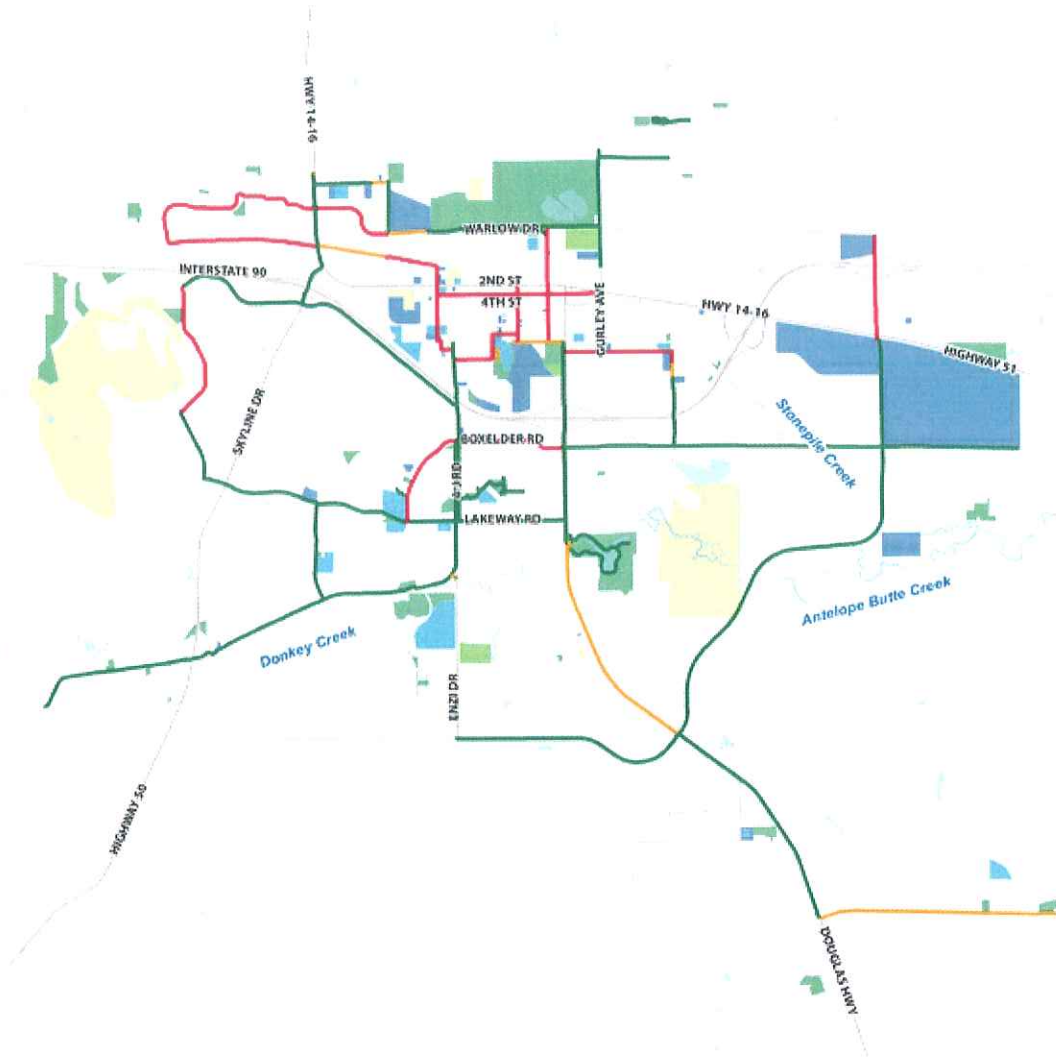
- Highway 59 (east side) from Southern Drive to Union Chapel Road.
- Force Road west of Skyline Drive.
- Lakeway Road from Douglas Highway to Overdale Road. The Lakeway path includes an underpass below Skyline Drive.
- Oakcrest Drive from Lakeway to West 4-J.
- Westover Drive from 4-J to Overdale.
- Box Elder Road from Fox Park to Douglas Highway.
- Douglas Highway from Lasting Legacy Park to Dalbey Park.
- Butler Spaeth Road from Box Elder to 12th Street.
- 4-J Road from Westover to 8th Street, a continuation of the trail segment to the south.
- Highway 14/16 from Skyline to 4th Avenue.
- Fourth Avenue from Highway 14/16 to Burma Avenue.
- Burma Avenue from Warlow to 4th Avenue.
- Warlow Drive north side from Bicentennial Park to Gurley Avenue, and south side from Bicentennial Park to Brooks Avenue.
- Gurley Avenue from Lincoln to Kluver Road.
- Kluver from Gurley to Aspen Lane and from Boise Avenue to Casa Quinta Avenue.

These sidepaths are important parts of the pathway network. However, they raise the following issues:

- Many of the paths are immediately adjacent to the back of the curb, and are not buffered from moving traffic lanes.
- Intersections are relatively frequent and not clearly marked.
- The Douglas Highway sidepath, one of the most strategic links in the system, is set back from the road but has poor visibility to and from traffic turning into major commercial driveways. This creates a significant potential hazard for pedestrians and cyclists along this path.
- The sidepaths serve transportation functions, such as routes to schools, parks, and activity centers, but do not serve recreational needs.

In addition, several segments of conventional width sidewalks also serve as sidepaths. These walks are also adjacent to the backs of curbs and are inadequate for both pedestrian and bicycle use. These “sidewalk paths” include:

- 2nd Street (Highway 14/16) from Burma to Skyline Drive. Parts of this segment are adequately set back from the highway edge.
- 8th Street from Carey Avenue to Lasting Legacy Park.
- Douglas Highway from Dalbey Park to Garner Lake Road.



MAP 4.2

Existing Pathway System

- OFF-STREET TRAILS
- ON-STREET ROUTES
- SIDEWALK CURB ROUTES
- PARKS
- RECREATION FACILITY
- COMMERCIAL RECREATION
- CIVIC
- SCHOOL





Sidepath Issues. Left: Sidepath under Interstate 90 is not well delineated from the main road and encourages counter flow bicycle traffic without adequate separation from the street. Right: Sidepath along Douglas Highway crosses streets and driveways well behind the roadway edge, obstructing visibility of path users and motor vehicles.

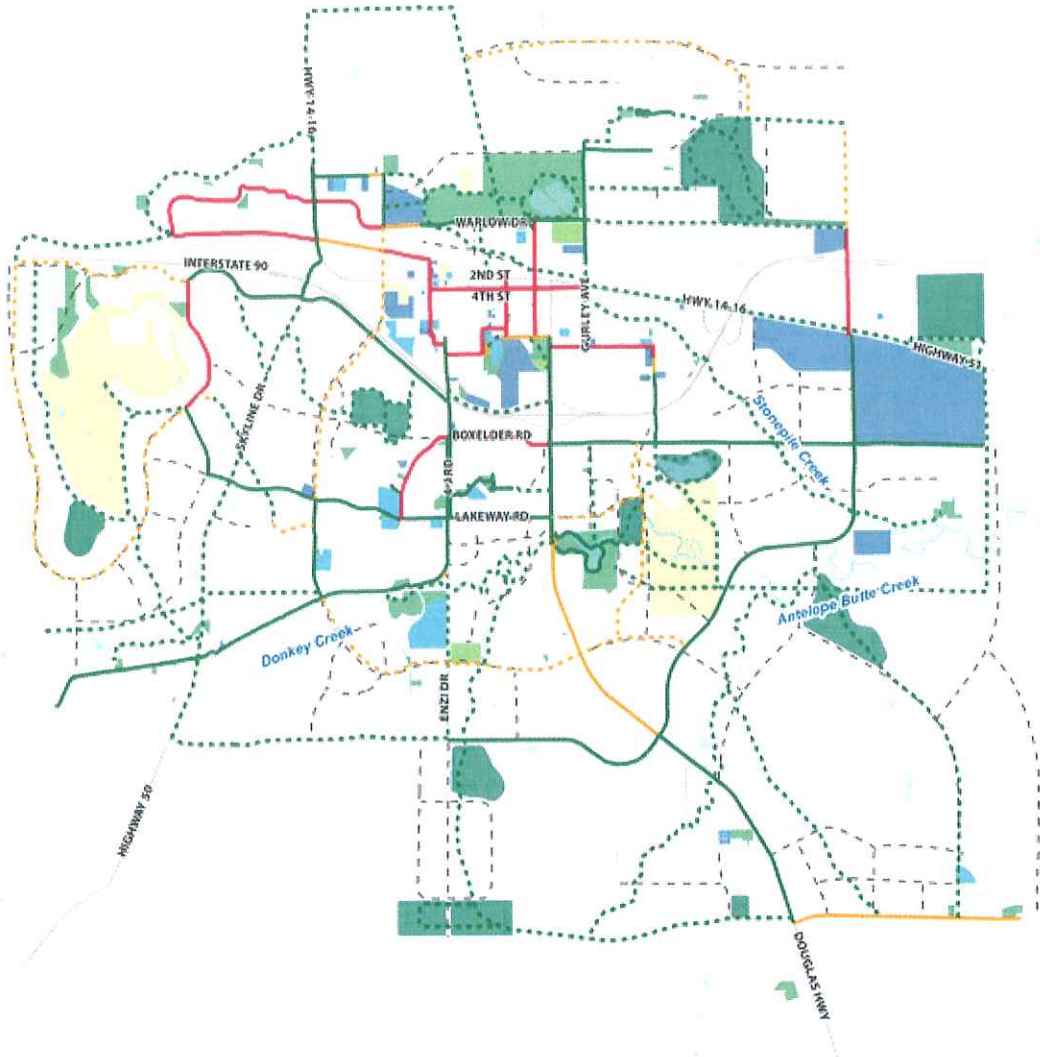
Shared Routes. Most of these routes are marked by standard green “bike route” signs. While they provide important connections and often lead to community destinations, these routes are not integrated into an overall system from the user’s point of view. Most of these routes lack the bicycle lanes or other pavement markings that reinforce their role in a complete pathway system. Bicycle lanes are provided on two street segments: Box Elder Road from 4-J to Lakeway, past Sage Valley Park; and the new Shoshone Street extension into the RC Ranch subdivision. Shoshone Street is an example of a multimodal “complete street,” featuring medians to calm traffic, sidewalks, and bicycle lanes.

Future System

Map 4.3 displays a maximum potential pathway system, building on existing facilities to create an extensive system of major connecting links and greenways. These connections will both accommodate popular recreational activities as walking, running, bicycling, and skating, and provide a complete alternative transportation system that supplements city and county streets and roads.

Much of this system will emerge incrementally, as subdivisions are platted and private and public projects executed. However, seven major pathway projects will require public initiatives and define the system. These priority projects, illustrated in Map 4.4, include:

- Gillette Greenbelt, including the Donkey Creek corridor.
- Butler Spaeth Corridor.
- Stonepile Trail.
- Douglas Highway Pathway.
- Burma Avenue Complete Street.
- Sunflower Connector.
- Enzi Trail.



MAP 4.3
Full Pathway System with Proposed Parks

- OFF-STREET TRAILS
- ON-STREET ROUTES
- SIDEWALK CURB ROUTES
- PROPOSED ROADSIDE
- PROPOSED OFF-STREET
- PROPOSED STREETS
- PARKS
- PROPOSED PARKS
- RECREATION FACILITY
- COMMERCIAL RECREATION
- CIVIC
- SCHOOL

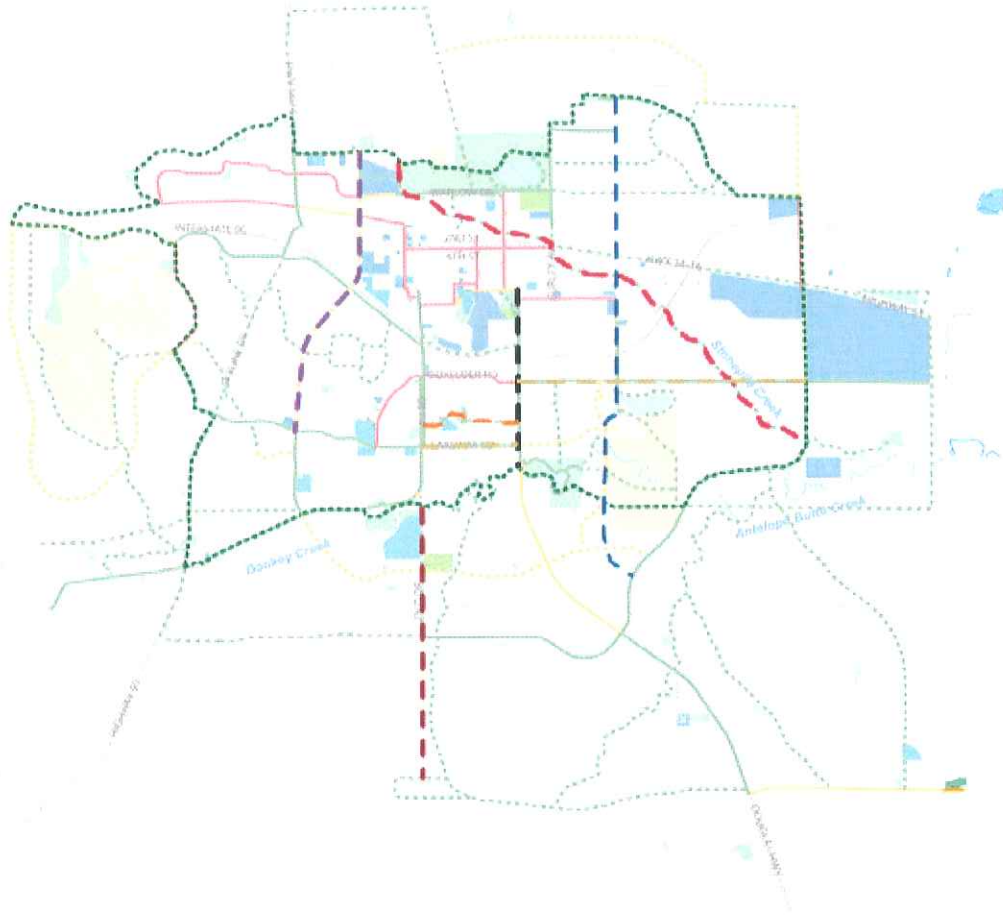
Gillette Greenbelt

The Gillette Greenbelt incorporates existing pathways and new multi-purpose trails on separated right-of-way into a unique facility that circles the city. Beginning at its southwest corner at West 4-J Road and Skyline Drive, the greenbelt system includes the following segments:



Donkey Creek between Douglas Highway and 4-J Road connects to the growing Gillette College campus and is a strategic trail development opportunity along the Gillette Greenway.

- The existing West 4-J trail between Skyline Drive and Sutherland Park. This trail should be resurfaced and upgraded to standards recommended in this section.
- A crossing of West 4-J at Sutherland Drive to South Park. An underpass below the street is preferable, but a properly designed surface crossing will also work effectively. The crossing should include a raised median pedestrian refuge, well-defined crosswalks, and a pedestrian-actuated signal.
- A multi-use trail segment to Donkey Creek and through South Park and Sutherland West Park, crossing with the creek under Saunders Boulevard. The trail continues on the north side of Donkey Creek, with a crossing under Enzi Drive.
- Continuation along Donkey Creek between 4-J/Enzi and Douglas Highway. The north side of the creek is more open to trail development than the more industrialized south side. The trail would include a connection to the 4-J/Enzi Trail on the east side of the street, and bridges over the creek to the Gillette College campus. At Douglas Highway, the Donkey Creek Trail would tie into the Douglas Highway Path and cross under Douglas Highway at the existing undercrossing.
- The Gillette Greenway continues by upgrading the existing trails around Dalbey Fishing Lake to multi-use trail standards. An existing trail link would connect the greenway system to Navajo Circle in the Sunburst neighborhood. To minimize the number of bridges over Donkey Creek, the greenway trail would continue along the south creek bank, crossing under the new Butler Spaeth Road bridge.
- The greenway trail connects with Butler Spaeth Road and continues around the south perimeter of Gillette Golf Course. A proposed pathway along Butler Spaeth (see below) and a possible branch off the main greenway trail extend north to the pond at Butler Spaeth and Boxelder. The main trail crosses to the north bank of the creek on the



MAP 4.4

Priority Pathway Development Plan (w/ existing pathway system)

- ■ ■ Gillette Greenbelt
- — — Butler Spaeth Complete Street
- — — Stonepile Trail
- — — Douglas Hwy Pathway Upgrade
- — — Burma Complete Street
- — — Sunflower Connector
- — — Enzi Trail
- — — Upgraded Sidepaths (Lakeway & Boxelder)

southeast edge of the golf course and continues under Garner Lake Road at the creek crossing. Here, the greenway trail joins the existing Garner Lake Trail.

- The greenway follows the Garner Lake trail segment to its current end at Highway 51, and a new path would continue on the east side of Garner Lake to Interstate 90. Options for crossing I-90 include bicycle/pedestrian shoulders on the existing I-90 overpass, a new trail bridge over I-90 east of the existing road overpass, or extension of trails parallel to I-90 with a crossing under the Interstate at the Hi-Line Road underpass, with a tie to Collins Heights. This alternative adds considerable distance, but eliminates the need to cross interstate ramps.
- The trail continues along Garner Lake to Warlow Drive and continues along the north side of Warlow, following the perimeter of the wetlands area to Kluver Road. The route crosses Kluver to join the existing Kluver Road sidepath to Gurley Avenue. The Kluver sidepath should be upgraded to the standards presented in this section.
- The trail continues on park right-of-way along the north side of McManamen Park and follows the drainageway on the north edge of Bicentennial Park. An alternate route follows the Gurley sidepath south to Warlow Drive and continues along the south side of Burlington Lake, with a connection to the Lost Children's Memorial. The trail continues around the maintenance yard and extends around the south side of Northwest Park, continuing along an upgraded 4th Avenue sidepath and crossing Highway 14/16 at the 4th Avenue traffic signal.
- The new trail continues along the north edge of the Foothills neighborhood through Overlook and Highland Estate Parks to Ventura Avenue. The route uses improved sidewalks and shared bicycle routes along Ventura and Foothills Boulevard, crossing the railroad at the Foothills grade crossing to Echeta Road.
- The trail continues parallel to Echeta Road, and crosses under I-90 at an existing road underpass. The route continues east along an extension of Westover Road to Overdale Drive. It continues along Overdale, using improved sidewalks and the existing shared route along Overdale to Moonshine Lane and uses the existing sidepath along Moonshiner to Lakeway and the Skyline Drive intersection.
- A new trail on the west side of Skyline Drive back to Force Road completes the greenway loop.

Butler Spaeth Corridor

The completion of Butler Spaeth Road south to Garner Lake Road in 2007 provides both an important north-south street connection and an opportunity for an important pathway link. A standard sidepath has been developed along the south extension of Butler Spaeth, connecting to the existing Garner Lake Road trail and the proposed Gillette Greenway at the Donkey Creek crossing. This path continues north to Boxelder Road and the pond on the southeast corner of Butler Spaeth and Boxelder, proposed as an environmental park. The corridor continues north to 9th Street by upgrading the existing sidepath to standards proposed by this plan. A new pathway along Butler Spaeth would continue north to Highway 14/16. If the city built a new overpass on the Butler Spaeth alignment, a trail crossing should be included, continuing north to Warlow Drive.

Stonepile Trail

This important and promising trail corridor would link the southeastern part of the city with the northwest parks. In the process, the trail creates a diagonal cut-off connecting two points on the Gillette Greenbelt, through the center of the city. Moving from southeast to northwest, the Stonepile corridor includes the following path:



- The trail begins at an intersection with the Garner Lake Trail segment of the Greenbelt near the wastewater treatment plant. The multi-use trail follows Stonepile Creek under Garner Lake Road and continues northwest, crossing under Boxelder Road and Interstate 90 to Sierra Glen Park.
- The drainageway is in a concrete structure between rear lot lines through the Sierra Glen neighborhood, without adequate space for a trail. The Stonepile corridor follows Cimarron Drive and returning to the creek corridor at El

Camino Street. The trail crosses Butler Spaeth and Church Avenue between 6th and 7th Streets, connecting to the Butler Spaeth Trail. At Stanley Avenue, the trail enters the 4th and Gurley development site, and continues through the neighborhood park proposed as part of that site's eventual development. From 4th and Gurley, the pathway would extend north on Gurley and continue west on 3rd Street to the east side of Douglas Highway. The shared right-of-way along 3rd Street would be enhanced by a streetscape project to reinforce the concept of a neighborhood business district, proposed in the comprehensive plan.

- The Stonepile pathway continues across Highway 14/16 at the Douglas Highway signal via a well-defined crosswalk protected by a walk signal. The trail continues for a short distance along the north side of Highway 14/16, crossing under the BNSF tracks through an underpass adjacent to the existing culvert.
- North of the tracks, the trail route follows an improved Railroad Street right-of-way across North Gillette Avenue. Here, the Stonepile Trail intersects a connection to the Gillette Avenue pedestrian bridge proposed in the Downtown plan. The trail continues on its own right-of-way west of Gillette Avenue, following the drainage structure northwest to Warlow Drive. A defined pedestrian crossing with a pedestrian signal connects the trail to Bicentennial Park.



Douglas Highway Pathway

This sidepath provides a key pedestrian and bicycle link along this major community and commercial corridor, connecting Lasting Legacy and Dalbey Parks. However, the setback at intersecting streets and driveways inhibits visibility and creates a dangerous condition for pathway users. When Douglas Highway is reconstructed, the parallel pathway should also be rebuilt to the standards proposed in this plan. These features should include:

- Relocated crossings to maximize visibility.
- Right-turn bypasses at the intersections, creating a safer crossing with pedestrian refuges at the throats of driveways.
- Defined crosswalks using a change in surface or color.
- Warning signs advising motorists of the parallel pathway.

Burma Complete Street

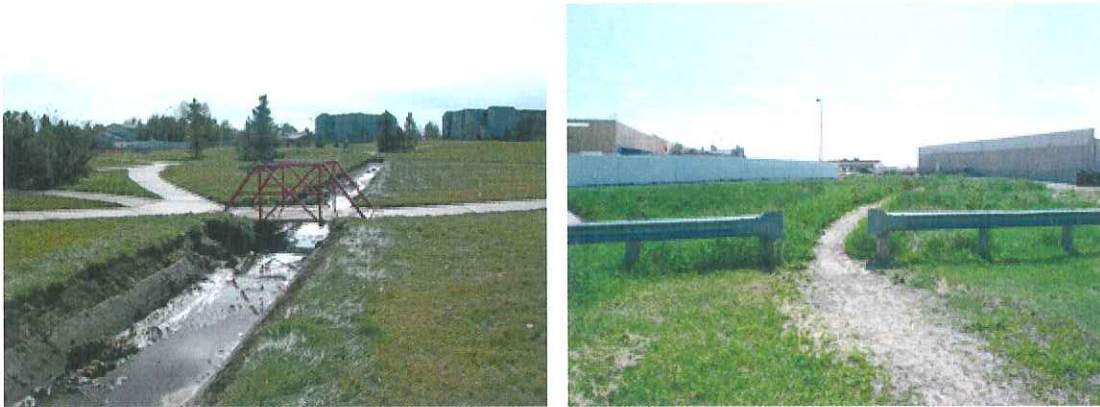
Burma Avenue will be extended from 6th Street and cross Interstate 90, continuing south to Oakcrest and Lakeway. Burma should be designed as a multi-modal street, with either a standard sidepath designed according to the plan's standards, or a sidewalk and bicycle lanes. The city's comprehensive plan proposes a further extension of Oakcrest south and east to Shoshone Avenue. Shoshone already includes bicycle lanes through the RC Ranch development. This design should continue on other segments of Shoshone to Douglas Highway and Butler Spaeth.

Sunflower Connector

The existing Sunflower Trail connects the 4-J Trail to Sunflower Park and continues east to Emerson Avenue. The main trail should be upgraded to multi-use trail standards and extended east along the drainageway between Powder Basin Plaza and the Wal-Mart Supercenter to the reconstructed Douglas Highway Pathway.

Enzi Trail

This trail extends the existing 4-J Trail to Southern Drive and proposed parks and neighborhoods south of the beltway. This intersects the Gillette Greenway at Donkey Creek and serves Gillette College and other development along the Enzi Drive corridor.



Upgrading the Sunflower Connector can link the 4-J Road Trail and other facilities to major retailing on Douglas Highway, greatly increasing the usefulness of the pathway system.

OTHER PATHWAY POLICIES

While the seven trail links described above create an integrated and complete community trail system, Gillette should also upgrade its existing system of sidepaths and shared routes.

Existing sidepaths should be improved to standards proposed in this plan. Specific improvements include:

- Asphalt resurfacing or reconstruction where required.
- Edge buffering or contrasting surfaces where paths are located at the back of the curb.
- Intersection improvements, including clearly marked crossings, appropriate signage, and right-turn bypasses at busy intersections.
- Cautionary “parallel pathway” signage along all roads and streets with sidepaths.

Sidepath upgrades are particularly critical along Lakeway Road between Douglas Highway and 4-J Road and Box Elder Road between Garner Lake Road and Douglas Highway. These paths follow major emerging corridors and should be enhanced to provide users with safer facilities.

Shared routes. Shared routes should be upgraded to include the following features:

- Share-the-Road signage, along with numerical identifiers of bicycle routes, incorporated into a metropolitan system.
- Barrier-free sidewalk continuity on at least one side of the street. Sidewalk improvements along designated shared routes should be treated and financed as public utilities rather than as special benefits. Therefore, funding should come from community sources rather than special assessments.
- Bicycle-safe grates, and elimination of other pavement hazards.
- Pavement markings, including bicycle lanes or shoulders where adequate road width is available, or sharrows on other streets.
- At signalized intersection, sensor loops that detect bicycles, along with pavement markings that indicate the location of the sensor.



Left: Sidepath users along Douglas Highway have an unclear route across a busy intersection. Right: Right-turn bypass design in Boulder clarifies the pathway.

Priority Criteria

As the City proceeds with plan implementation, seven criteria guide the phasing process. These include:

- Connectivity
- User Density
- Resource Enhancement
- Opportunity
- System Integrity
- Access to Facilities
- Safety

Trail segments should be evaluated on the basis of these criteria, which in turn assures that the emerging system provides maximum transportation and recreational value to the community. The criteria are described below:

Connectivity. Trail segments that connect back or provide incremental expansions to existing trails or pathways will rank high on this criterion. For example, trail segments that extend the use of current pathways, or connect separate segments into loops or longer rank high for connectivity. On the other hand, trail segments that will eventually be part of the overall system, but will be relatively isolated for a period may rank lower on the connectivity scale.

User Density. Trails that have an immediate market, serving highly developed or rapidly emerging neighborhoods, will serve more short-term users, ranking high in this measure. On the other hand, trails that are built in advance of development may serve other needs, but are likely to receive more limited use in the short term.

Resource Enhancement. This criterion rewards trail segments that improve the quality of the user experience or increase the features offered by a community resource. For example, trail

segments that improve the experiential quality of resources such as Burlington Lake, Dalbey Park, or the Donkey Creek corridor fulfill this criterion. Segments that provide access to views or serve other scenic features also rank high on this criterion.

Opportunity. Sometimes, opportunities present themselves that must be taken advantage of. For example, residential developers, understanding the importance of an adjacent trail in marketing their developments, may finance all or part of that trail. Major street projects such as the Butler Spaeth extension or the Douglas Highway widening provide opportunities for pathway development. These projects may appear out of the overall implementation sequence, but are often critical to completing the entire network.

System Integrity. Segments that expand system integrity, reducing the number of isolated features or segments, rank high for this criterion. Trail segments that connect isolated trails, or complete designated bicycle routes by connecting them to each other or important destinations rank high for this measure.

Access to Facilities. Trail segments that provide direct access to major existing or planned public facilities, such as schools and libraries, rank high on this measure. Integration into a Safe Routes to Schools program can be particularly important.

Safety. Trail segments or facilities that remove or minimize hazards to the non-motorized public, such as dangerous intersection crossings, lack of facilities that force pedestrians out into streets, and so forth, emerge as high priorities based on the safety measure. Safety issues emerge over time. For example, a surface trail crossing may suffice in the short term, when relatively infrequent or experienced users can safely negotiate a well-marked street intersection. However, when residential development brings increasing and more diverse use, including younger children using the trail to go to school, a grade separation such as an underpass can be an important safety feature.

TRAIL DEVELOPMENT PROGRAM

Table 4.1 below displays the length, approximate cost, and probable phasing of priority trail segments. Construction costs are estimated on the basis of an eight-foot concrete path in current year (2008) dollars, excluding design fees and contingencies. Actual construction of trails will depend on a variety of factors, including adjacent development and road projects. Funding sources for trails include Transportation Enhancements (TE) funding, through the SAFTE-LU or successor federal transportation programs. The TE program provides 80% federal funding for non-motorized trail projects with transportation benefits. Other federally-based funding sources include Surface Transportation Program (STP) funds for trails and pathways associated with major transportation projects; transportation safety funds, Safe Routes to Schools, and Recreational Trail Program (RTP) funds. Other funding sources include city and county funding, private and foundation contributions, and general revenues.

TABLE 4.1

Trail Development Program

Trail Segment	Approximate Mileage	Projected Cost/Mile	Cost
Gillette Greenbelt			
Reconstruction of West 4-J Trail, Skyline to Sutherland Park	1.68	140,000	\$235,200
West 4-J Crossing to South Park (Surface)	0.10	Lump sum	50,000
Trail through South Park and Sutherland West Park	0.43	140,000	60,200
Enzi Drive Crossing (Underpass)	0.10	Lump sum	200,000
Enzi to Douglas Highway (excludes bridges)	1.05	140,000	147,000
Dalbey Pathway Improvement to Butler Spaeth	0.76	75,000	57,000
Butler Spaeth Crossing (surface)	0.10	Lump sum	50,000
Butler Spaeth to Garner Lake	1.00	140,000	140,000
Repairs to existing Garner Lake Trail to Highway 51	2.38	50,000	119,000
Highway 51 to Warlow	0.78	140,000	109,200
Northside segment, Garner Lake to Gurley	2.59	120,000	310,800
Gurley to Burma via McManamen and Bicentennial Parks	1.86	140,000	260,400
Burma to 14/16	0.69	140,000	97,000
Foothills segment from 14/16 to I-90 underpass	2.84	140,000	397,600
Westover segment, I-90 underpass to Overdale	1.33	100,000	133,300
Overdale to Skyline via Moonshiner	1.63	25,000	40,750
Skyline to West 4-J	1.28	140,000	179,200
Total Gillette Greenbelt	20.60		\$2,586,650
Butler Spaeth Trail			
Garner Lake to Box Elder	1.75	140,000	\$245,000
Sidepath Upgrade to 9th Street	0.67	140,000	\$235,200
Sidepath, 9th Street to 14/16	0.36	Lump sum	50,000
Pathway on Overpass	0.43	Unknown	Included in an overpass project
Overpass to Gillette Greenway	1.30	Lump sum	200,000
Total Butler Spaeth (excluding overpass)	4.51		\$730,200

TABLE 4.1 (continued)

Trail Development Program

Trail Segment	Approximate Mileage	Projected Cost/Mile	Cost
Stonepile Trail			
Garner Lake to I-90	1.55	140,000	\$217,000
I-90 Underpass	0.20	Lump sum	250,000
Cimarron on-street to El Camino	0.43	30,000	12,900
El Camino to Gurley	0.62	140,000	86,800
Gurley to Railroad Street with Underpass	0.32	Lump sum	1,250,000
Railroad Street to Gillette Avenue (pathway improvement only)	0.57	140,000	79,800
Gillette to Bicentennial Park	0.41	140,000	57,400
Total Stonepile Trail	4.10		1,953,900
Douglas Highway Pathway			
Lasting Legacy Park to I-90	0.52	120,000	\$62,400
I-90 Underpass	0.28	Lump sum	200,000
I-90 to Gillette Greenbelt	0.77	140,000	107,800
Total Douglas Highway	1.57		\$370,200
Sunflower Connector	0.84	180,000	\$151,200
Burma Trail			Included in programmed street project
Enzi Drive Trail			
Trail	1.50	140,000	\$210,000
Pedestrian Crossing		Lump sum	75,000
Total Enzi			\$285,000



CHAPTER FIVE IMPLEMENTATION AND PRIORITIES



THE GILLETTE PARKS AND PATHWAYS MASTER PLAN ESTABLISHES AN AMBITIOUS PROGRAM FOR BOTH REHABILITATION OF EXISTING FACILITIES AND DEVELOPMENT OF NEW PARK AND RECREATION FACILITIES DURING THE NEXT TWENTY YEARS. This chapter presents a process for implementing this plan over the next two decades. It includes a conceptual phasing program that is a starting point for an actual development schedule.

PROJECT TYPES

The components of the Gillette Parks and Pathways Master Plan fall into various project types. Each project type in turn has funding mechanisms that are particularly appropriate. These general project types include:

- **Neighborhood Park Rehabilitation or Enhancements**, ranging from rehabilitation of existing facilities to major expansion and park enhancements. The city's primary priority here is the improvement of "functional" and "potential" neighborhood parks, as discussed in Chapter Two, to approximate the standard feature menu for neighborhood parks. Chapter Four identified an improvement program for each of these neighborhood parks.
- **New Park Development**, including acquisition and development of land for new neighborhood and community parks. New neighborhood parks will have benefits that generally apply to local residential areas and neighborhoods within a half-mile of these facilities.
- **Community Park Development**, addressing large open spaces and recreational complexes that meet citywide needs. As in the past, these facilities will be developed through the cooperation of the City of Gillette and Campbell County.
- **Special Parks and Facilities**, including unique or unusual park sites and recreational features.
- **Trails and Pathways**, including linear corridors for both multi-use recreation, supplemental transportation, and, in some cases, open space and habitat preservation.

General Priorities and Phasing

Chapter Two identified priority criteria for park rehabilitation and development, while Chapter Four did the same for trails and pathways. The city should apply these criteria to park projects on an annual basis through a capital programming process. As a beginning, Table 5.1 categorizes the projects proposed by the plan by both project type and priority group. Priority categories correspond to three to five-year phases, depending on overall city priorities. While the city may change the sequence of projects, the concept of dividing the overall program into distinct, short-term “packages” is an important implementation tool. Some large projects involve multi-year efforts that fall across several time periods. Other projects may change in sequence given certain circumstances, such as development demands. A high degree of community interest or demand for a specific facility, or the emergence of an opportunity, may also cause changes. The idea of maintaining an ordered program divided into short-term “implementation packages” is more important than the specific order of projects identified below. Priority groups identify the timing or packaging of individual park improvement packages, and are clustered as follows:

Priority Group 1: 2009-2013

Priority Group 2: 2014-2018

Priority Group 3: 2019-2023

Priority Group 4: 2024-2028

FINANCING STRATEGIES

Each facility type includes financing mechanisms that are most applicable to their individual requirements. We can generally categorize the project types as follows:

Neighborhood Park Rehabilitation and Enhancement: This project type ranges from rehabilitation of existing facilities to major expansion and park enhancements.

- True neighborhood parks are already in place and serving established neighborhoods. Their maintenance and rehabilitation should be financed by general revenues through the capital improvement program.
- Functional neighborhood parks also serve established neighborhoods, but need enhancements to provide a full array of services to their constituent neighborhoods. Necessary rehabilitation and enhancements should also be financed through the city’s capital program, using general revenues.
- Potential neighborhood parks have adequate space for full services but have not been fully developed. They are typically in developing areas, and funding full development should use a combination of general revenues and the benefit fee program described in Chapter Two. Under this concept, developments platted in the park’s service area will contribute their requisite benefit fee, based on the cost of full development. These funds will be used directly for park improvements.

New Neighborhood Parks: These facilities fall in two categories: new parks to serve established neighborhoods who are underserved; and new parks in developing areas. Facilities that address gaps in service should be financed through general revenues or other public sector-based funding. New parks for emerging areas are the focus of the benefit fee concept introduced in Chapter Two.

TABLE 5.1
General Priority Groups for Projects

Projects	Project Type	Priority Group	Comments
Antelope Valley (county)	Neighborhood Park Enhancement	2	
Collins Heights	Neighborhood Park Enhancement	1	
Crestview Heights (county)	Neighborhood Park Enhancement	2	
Fox (county)	Neighborhood Park Enhancement	3	
Heritage Village	Neighborhood Park Enhancement	1,2	
Northwest	Neighborhood Park Enhancement	1	
Highland Estates/Overlook	Neighborhood Park Enhancement	1	High population density in an underserved area
Sleepy Hollow (county)	Neighborhood Park Enhancement	2,3	
Sage Bluffs/Sage Valley	Neighborhood Park Enhancement	3	
Sunflower	Neighborhood Park Enhancement	2,3	Trail upgrade is a higher priority
Sutherland	Neighborhood Park Enhancement	1,2	
Westover Hills	Neighborhood Park Enhancement	In progress	
Northside Neighborhood Park	New Neighborhood Park in Established Neighborhood	1	Based on service gap.
East-Central Neighborhood Park	New Neighborhood Park in Established Neighborhood	1	Based on service gap. May be developed in conjunction with Hillcrest School relocation.
West-Central Neighborhood Park	New Neighborhood Park in Emerging Neighborhood	2	Need may be met by open space development on landfill site
Northeast Growth	New Neighborhood Park in Growth Sector	1,3	Advance acquisition when appropriate.
South Growth	New Neighborhood Park in Growth Sector	1,2	Advance acquisition when appropriate. Need may be met by expanding Remington Estates Park or by a new park.
West Growth	New Neighborhood Park in Growth Sector	3,4	
Southwest Growth	Development of open spaces in Growth Sector	1,2	Enhancement of Sutherland, combined with Sutherland West and South Park.

TABLE 5.1
General Priority Groups for Projects

Projects	Project Type	Priority Group	Comments
Southeast Community	New Community Park/ Recreation Complex	2,3,4	
South Central	New Community Park	2	
Westside	New Community Park	4	
Landfill Site	New Community Park	1,2	
Dalbey Extension	Expanded Community Park with Neighborhood Features	1,2	
Memorial Park	Special Park	1,2	Depends on execution of Down- town mixed use project
Madison's Garden	Special Park	1	
Donkey Creek Greenway	Special Park with Trail Development	1	
Box Elder/Butler Spaeth Lake	Special Environmental Park	1,2	
Northside Wetlands	Special Environmental Park	2,3	
Gillette Greenbelt: Phase 1	Trail and Greenway	1	Donkey Creek corridor, 4-J to Garner Lake
Gillette Greenbelt: Phase 2	Trail and Greenway	1,2	Northside, Highway 51 to 14/16
Gillette Greenbelt, Phase 3	Trail and Greenway	2	Garner Lake from Highway 51 to Warlow
Gillette Greenbelt, Phase 4	Trail	2,3	Reconstruction of West 4-J Trail
Gillette Greenbelt, Phase 5	Trail, sidepath, shared routes	3,4	West segments
Butler Spaeth North	Sidepath and overpass	2,3	
Stonepile Phase 1	I-90 to Gurley	2	Sierra Glen Park west
Stonepile Phase 2	Gurley to Bicentennial Park	3	Requires grade separation at railroad
Stonepile Phase 3	Garner Lake to Sierra Glen Park	4	
Douglas Highway	Enhanced sidepath	1,2	Scheduling depends on Douglas Highway project
Burma Sidepath	Sidepath	2	Scheduling depends on Burma Avenue project
Sunflower Connector	Trail	1	

Community Parks Rehabilitation: This class of projects includes the rehabilitation and enhancement of Gillette’s existing signature parks, such as Dalbey and Bicentennial. Basic funding for these projects, which have community-wide benefits, will be through general revenues involving both city and county. However, the special significance of these parks makes them especially attractive for private fund-raising and support from individual, corporate, and foundation sources. Philanthropic funding was instrumental in the development of Lasting Legacy Park. Special state and federal grants may also be available to execute some of these major projects.

Special Parks and Facilities: A variety of financing strategies are appropriate for these facilities, based on their type and specializations. Execution of Madison’s Garden will draw substantial private support, while state and federal funds are available sources for major wetlands preservation.

Trails and Greenways: The Transportation Enhancements (TE) program of the Federal SAFTEA-LU (Safe, Accountable, Flexible Transportation Equity Act) has been fundamental to trail development in the metropolitan area. The TE program provides 80% matching funding for trail development. Funding for trails incorporated into road improvement projects may also be provided through Surface Transportation Program funds with local matches. STP funding is appropriate for trails developed as part of arterial improvement projects like Butler Spaeth Road.

ADMINISTRATION AND MANAGEMENT

Currently, Gillette’s park program is housed in the city’s Public Works Department. Many cities of Gillette’s size and complexity have a separate Parks Department, headed by a cabinet-level director. While the Public Works Department has distinguished itself in its parks administration efforts, the growing complexity of the network may require greater specialization. As a result, the city should consider creating a separate Parks Department.

In the interim, the city should create the position of Parks Planner, whose responsibilities include:

- Management of this plan, including developing and administering the benefit fee program, and managing future land acquisitions.
- Developing or managing the development of specific improvement and enhancement plans for individual parks.
- Reviewing in cooperation with the Community Development Department of development proposals and applications, relative to the landscape ordinance and satisfaction of park and open space requirements proposed by this plan.
- Working in cooperation with other agencies, including Campbell County and the school district, toward meeting park and recreation needs. An example is coordination with the school district on the Hillcrest School relocation to fill the service gap in east-central Gillette.