Chugwater Area Community Development Plan

Greater Chugwater Area
Community Development Plan

January 2005

Plan by
Worthington, Lenhart and Carpenter, Inc.
200 Pronghorn, Casper, WY 82601
PROJECT PARTICIPANTS

Worthington, Lenhart and Carpenter
Steve Kurtz, FAICP, Planner
Joanne Garnett, FAICP, Planner
Debbie Ehlers, Planning Technician

Town Council, Town of Chugwater
Krista West, Mayor
Kelly Cronk
LaVerne McGuire

Steering Committee Members
Linda Anderson
Terry Baker
Marcelyn Brown
Karen Guidice
Marlin Johnson
George Kopf
Dan Rogers

Carol Ash
Jerrenne Braisted
Linda Fabian
Kirk Haines
Steve Kelly
Julie Minear
Ruth Vaughn
Kit West

Wyoming Business Council Representative
Steve Elledge
Table of Contents

CHAPTER 1: PROJECT BACKGROUND
4.11 Infill ................................................................. 21
4.12 The Land Use Plan .............................................. 21

CHAPTER 2: COMMUNITY MISSION STATEMENT, GOALS AND POLICIES
5.1 Introduction ..................................................... 23
5.2 Water ................................................................. 23
5.3 Sewer ................................................................. 23
5.4 Streets ............................................................... 23
5.5 Parks ................................................................. 23
5.6 Solid Waste ........................................................ 23
5.7 Law Enforcement .................................................. 23
5.8 Senior Center/Community Hall and Library ............ 23
5.9 Summary and Recommendations .......................... 23

CHAPTER 3: POPULATION AND ECONOMIC PROJECTIONS
6.1 Introduction ..................................................... 25
6.2 Housing Demand Projections ............................... 25
6.3 Housing Rehabilitation ........................................ 25
6.4 Conclusions and Recommendations ...................... 25

CHAPTER 4: LAND USE
7.1 Chugwater School System ..................................... 26

CHAPTER 5: PUBLIC FACILITIES/SERVICES
8.1 Suitable Strategies ............................................. 27

CHAPTER 6: HOUSING
9.1 Implementation ................................................... 28

CHAPTER 7: SCHOOLS

CHAPTER 8: ECONOMIC DEVELOPMENT

CHAPTER 9: IMPLEMENTATION, RESPONSIBILITIES, AND RECOMMENDATIONS

MAPS

APPENDICES

A. Building Improvement Handbook .......................... A1
B. Marketing Plan .................................................... A2
C. Tips for Marketing as You Develop the Plan ............ A3
CHAPTER ONE: PROJECT BACKGROUND

1.1 Project Background
The Town of Chugwater completed a Community Assessment in 2001 assisted by the Wyoming Rural Development Corporation. At that time the residents of the Chugwater area discussed what were the town’s assets, what were its problems and what needed to be accomplished. The town council reviewed the report on the assessment and took those comments to heart. However, even though there were contacts identified, including contact persons and agencies, which could assist the town in community development, there was no plan of action to achieve what the town wanted to accomplish.

The town is a place where people live inexpensively and affordably. It is no longer an agricultural town as it probably once was, but is more of a residential community. The town is not growing in population. Throughout several decades of history the town population has peaked and declined and is now back to where it was many, many years ago.

Town officials have worked with Steve Elledge, Regional Director for the Wyoming Business Council, who suggested that the community complete a Community Development Plan. The plan’s purpose was to look at community development from a land use, infrastructure and organizational standpoint, tying the development of the community together in an implementation plan which hopefully could be used to grow the town. The town obtained a grant from the Wyoming Business Council to assist in completing the plan and hired the firm of Worthington, Lenhart & Carpenter, Inc. of Casper to assist them in its development.

The site and situation of the Chugwater area at the current time are that the town is primarily a residential community adjacent to Interstate 25 with an in-town community and a significant rural community which both work together. But, if the town does nothing, in the future there will be little or no economic and population growth. A recent release by the Census Bureau states that the town has lost population in recent months and in the last year or two. The town is two square miles in size, although the built up or platted area is approximately one fourth of that size. The housing is primarily older and small residential neighborhoods are a mix of uses and properties with vacant lots in between the developed houses. The school is the heart of the community, without which there would be very little of the community. Supporting and growing the school is critical to the sustainability of Chugwater and the surrounding rural area.

There is little commercial development. The Super 8 Motel and restaurant and Horton’s convenience store at the south interchange with I-25, the malt shop, and a couple other businesses comprise the retail sector in the commercial areas of Chugwater, while several home businesses throughout the area contribute to the economy.

Directly outside of the developed area, the land ownership is entirely that of the Swan Ranch owners. The town must be able to develop new lands and grow, as well as do infill development of houses and businesses in existing town limits.

The town owns a large tract of land approximately one and half miles west, which can be an asset if developed or used properly to benefit the town and the community. The town has a solid infrastructure and has been very forward thinking in upgrading that infrastructure.

The Chugwater area has a very historic nature in that it was a location along the stage routes and trails of the early West. The Swan Ranch is on the National Register of Historic Places, and there are other historic sites such as the buffalo jump within the near vicinity of Chugwater. The town desires to use this history as a method of marketing the area.

The key to development of the community will be to market the town, build on the Chugwater Chili image, and make the town a place where people want to live and start a business. Marketing should also make those businesses already in existence want to expand their business.

One additional factor is very important in the development of this plan: The Town of Chugwater is influenced by more than just its residents. The people living in the rural areas within fifteen miles of the town also have an interest in what is happening to keep the town viable. Their children attend Chugwater’s school, and they rely on the town to keep them connected with what’s going on in the area. If the town grows and expands its economic base, it is likely to benefit the rural area residents as well. So the fact that this plan is named the Greater Chugwater Community Development Plan is on purpose, because it is in this entire area’s best interest to keep Chugwater growing and thriving in the years to come.

1.2 Planning Statutes
The land use component of this plan deals with land uses, zoning, infrastructure, public facilities and management of growth. The community development plan will address marketing of the town in addition to the physical development aspects of community development. It starts with an inventory of the infrastructure, economy, population, land uses and other physical factors such as zoning and public facilities, and integrates the town assets with those needs in developing a plan for growth of the community.

The Wyoming statutes define what a comprehensive or land use plan is. Chapter 15.1.501 to 506 of the Wyoming Statutes defines the plan:

(a) For the purposes of this article:

(i) “Commission” means the planning commission authorized by W.S. 1511.502;
CHAPTER 1

1.2 Planning Statutes Continued

- 15-1-502
- 15-1-503
- 15-1-504
- 15-1-505
- 15-1-506

Each city and town may have a planning commission. The number and terms of the members and any other details relating to its organization and procedure shall be determined by the governing body. The members shall be appointed by the mayor with the consent of the governing body and shall serve without compensation, except for reasonable expenses. The commission may appoint employees and staff necessary for its work and may contract with city planners and other consultants, including any appropriate agencies or departments of the state of Wyoming, for any service it requires. Commission expenditures shall not exceed the amount of funds appropriated by the governing body or obtained through gifts or otherwise.

15-1-502. Commission authorized; organization and procedure; compensation; staff; consultants; expenditures.

15-1-503. Master plan; adoption; concurrent action; contents; amendment.

(a) The commission, after holding public hearings, shall adopt and certify to the governing body a master plan for the physical development of the municipality. If the plan involves territory outside the city or town, action shall be taken with the concurrence of the board of county commissioners or county planning commission, or other municipal legislative body concerned. The master plan, with the accompanying maps, plats, charts and descriptive and explanatory matter shall show the:

(i) Commission's recommendations for the development and may include the general location, character and extent of streets, bridges, viaducts, parks, waterways and waterfront developments, playgrounds, airports and other public ways, grounds, places and spaces;

(ii) General location of public buildings and other public property;

(iii) General location and extent of public utilities and terminals, whether publicly or privately owned, for water, light, power, heat, sanitation, transportation, communication and other purposes;

(iv) Acceptance, widening, removal, extension, relocation, narrowing, vacation, abandonment, or change of use of any public ways, grounds, places, spaces, buildings, properties, utilities or terminals;

(v) Zoning plan for the regulation of the height, area, bulk, location and use of private and public structures and premises, and of population density;

(vi) General location, character, layout and extent of community centers and neighborhood units; and

(vii) General character, extent and layout of the replanning of blighted districts and slum areas.

(b) The commission may amend, extend or add to the plan or carry any part or subject matter into greater detail.

15-1-504. Master plan; preparatory surveys and studies; general purpose.

In preparing the master plan, the commission shall make careful and comprehensive surveys and studies of the existing conditions and probable future growth of the municipality and its environs. The plan shall be made for the general purpose of guiding and accomplishing a coordinated, adjusted and harmonious development of the municipality which will best promote the general welfare as well as efficiency and economy in the process of development.

15-1-505. Master plan; manner of adopting generally; certification thereof.

The commission may adopt the master plan in parts as the plan progresses or as a whole. Any part of the plan shall correspond generally with one (1) or more of the functional subdivisions of the subject matter thereof. The adoption of the plan or any part, amendment or addition shall be by resolution carried by the affirmative vote of not less than a majority of the commission. The resolution shall refer expressly to the maps, descriptive matter and other matters intended by the commission to form the whole or part of the plan. The action taken shall be recorded on the adopted plan or part thereof over the signature of the secretary of the commission. A copy of the plan or part thereof shall be certified to the governing body.

15-1-506. Master plan; construction to conform, be approved; overruling disapproval; time limitation.

(a) If the governing body has adopted the master plan or any part thereof, no street, park or other public way, ground, place or space, public building or structure or public utility, whether publicly or privately owned, may be constructed until its location and extent conform to the plan and have been approved by the commission. If disapproved, the commission shall communicate its reasons to the governing body which by a vote of not less than a majority of its membership may overrule the disapproval. If overruled, the governing body or the appropriate board or officer may
1.3 Planning Concepts for Chugwater and the Summary of the Community Assessment

- Chugwater Challenges and Planning Concepts
- Summary of the WRDC Resource Team Visit

Chugwater Challenges and Planning Concepts

The Town of Chugwater is a small town which has changed over time from being an agricultural community of 300 people to being a residential community of 300, with ups and downs along the way. Its core is the local school, which is supported by the rural residents who are part of the community, and whose residents are in Chugwater to find an affordable quality of life. As a steering committee member said, the keys are Jobs, Recreation, Housing and Services.

The planning process often deals with a larger-scale community than Chugwater. However, the same basic principles apply in Chugwater as in any community. The edges between land uses are often sharper in small communities and this is a factor the population must live with. Conflicts are often lot to lot rather than across the street. The plan will look at the land use, and make recommendations on updating the zoning such that the zoning continues to protect property values but allows development of new vacant lands in a hopefully positive and efficient manner.

With the population being flat or even declining, the town needs to set targets for growth, determine what is going to grow the town and then work back into an implementation plan that is accomplishable. The small size of the town causes additional problems of economies of scale that will just have to be dealt with, starting with a need to grow the school. The town should set targets to recruit a particular number of families with children in the next five years to grow the school. As there is a lack of housing in the town, the family size and number of children per family translates into a number of new housing units necessary to house growth and a number of jobs to bring that number of families to the community.

Summary of the Results of a Two-Day Visit to Chugwater by a Wyoming Rural Development Council (WRDC) Resource Team

On February 12 and 13, 2002, the WRDC Resource Team conducted local interviews and site visits in the town. Those interviewed were asked to respond to three questions about Chugwater:

1. What are the major problems and challenges?
2. What are the major strengths and assets?
3. What projects should be completed in 2, 5, 10, and 20 years?

Those results were compiled into verbal and written reports that were presented to the town. The written report presents feedback from each Resource Team member about the issues that were raised during their site visit and potential solutions.

Ten major themes emerged from the community discussions (listed alphabetically below):

- Beautification (trees, flowers, vacant lots, old buildings and vehicles, loose animals, streets and sidewalks)
- Community facilities (museum, town hall, recreation center)
- Community growth (planned, lack of land and housing, jobs, grocery/hardware store)
- Economic development (Main Street, business expansion and new businesses, jobs)
- Housing (affordable, modulars, senior housing, appraisal gap, rental shortage)
- Internal communications (programs, services, organizations, churches, ordinances)
- School
- Services (community, family, medical, EMS, citizen involvement, diversity of skills)
- Telecommunications (phone, internet, tele-medicine)
- Tourism/marketing community (capitalize on history, protection of historic resources, generational continuity of historical data, western theme)
The complete interview comments are found on pages 44 through 69 of the report. In 2004, this plan’s steering committee added and restated these items:

- Growing the community, in jobs, population and services.
- Maintaining the school.
- Obtaining services not now available, such as a grocery store.
- Providing adequate housing for the community to grow.
- Creating jobs, initially through assistance to those in the community operating very small businesses to grow their businesses.
- Clean up of the town, reuse of underutilized buildings and redevelopment of the downtown, along First and Second Streets.
- A better communicating community.

This is a very circular and daunting list. The chicken and the egg syndrome applies: Can we create jobs without a labor market, when there is nowhere for anyone to live and limited services? How can we provide services when there is little demand for them? How can the school grow when there is no place for students or faculty to live?

It is the work of the local government, residents and supporting staff to create a community development plan that can address these issues through a plan that has a vision, reasonable goals, and workable solutions to the challenges. Some of the hurdles that lie along this route are the landlocked nature of the town, the size of the town and the less than critical mass for accomplishing many tasks. Some of the assets of the community that can be developed in finding solutions are the history of the area and the potential to increase tourism through that history, the name recognition and draw that Chugwater Chili provides the community, the potential to grow through being a bedroom community for Cheyenne, the ability to pull traffic in off of 1-25 rather than being a remote location, and most importantly a talented community of people willing to work hard to accomplish their goals.

Although the challenges are great, they are not impossible to overcome. Other communities the size of Chugwater have survived and thrived and Chugwater can as well. The Heartland Institute for Community Development, which has specialized in supporting small towns in the Midwest, publishes keys to small community survival and growth. These are worth summarizing as they are directly applicable to the Chugwater area.

If through preparation, adoption and implementation of this plan Chugwater can accomplish the following “secrets,” the town will have a bright future. Keeping this posted on the wall at the town hall and other locations can be a reminder that the town can have a vision, develop strategies to achieve that vision, and be successful.

From the Heartland’s “7 Secrets to Coping with Change in Small Towns:”

**Secret 1 – Positive attitude**
A positive attitude is probably the most important quality small town people can have to deal with the changes and be innovative and survive.

**Secret 2 – Entrepreneurial spirit**
Public and private sectors that work together and take risks can make the difference in the life of a small town.

**Secret 3 – Bias for action**
In viable communities people are not waiting for someone else to tell them what to do.

**Secret 4 – Focus on controllables**
Communities most focus on what they can control, not on factors outside their control, such as location.

**Secret 5 – Plan for development**
By working together to write down a plan for development, communities can take hold of their own futures and then carry out their plans with specific blueprints for towns, schools, and business.

**Secret 6 – Strategic outlook**
A community needs to become aware of its own competitive situation, and it needs to learn to take steps that put its competitive advantages forward.

**Secret 7 – Vision for the future**
A community needs to have a vision for the future, with community leaders and residents agreeing on what the community should be like in five, ten or even twenty-five years.

From the Heartland Center publication “6 Myths About the Future of Small Towns”; the 6 myths provide a focus for the basic functioning of the community.

**Myth 1 – Towns that are “too small” have no future.**
Heartland says that towns of 100 have survived through thoughtful planning, entrepreneurial genius and hard work. Small towns can use their smallness and flexibility to their advantage.

**Myth 2 – A community’s location is the key to its survival.**
In today’s Information Age, it is leadership, not location, which is the most important factor.
CHAPTER 1

Myths about the Future of Small Towns
Continued

1.4 Planning Period

Myth 3 - Industrial recruitment is the best strategy for economic development.
Small towns are better off investing time and money in retaining and expanding existing businesses.

Myth 4 - Small towns can’t compete in the global economy.
With telecommunications advances and the ability for a town to find its own niche, small towns can often do well economically.

Myth 5 - The best people leave small towns as soon as they can.
Small towns survive because plenty of talented people make the decision to stay and work to make the town a good place to live and work.

Myth 6 - The rural and urban economies are not interdependent.
The urban economies depend on goods and services from the rural areas.

And a third Heartland publication “5 Strategies for Active Economic Development” is a good guide to economic strategies.

Strategy 1 - Stopping economic leakage
Public and private sector investments in local businesses will return that investment by keeping local money in the local economy.

Strategy 2 - Retaining and expanding local business
This strategy is a restatement of Strategy 1 and Myth 3, invest in the local economy and in local businesses first.

Strategy 3 - Support local entrepreneurs
The cottage industry of today will be the growth industry of tomorrow.

Strategy 4 - Capturing outside dollars
For Chugwater, pulling tourists off I-25 is the obvious and most immediate strategy for economic development. Utilizing grants and fundraising are additional methods to expand the local economy.

Strategy 5 - Develop new business
Developing new business from within is often a better solution than trying to recruit the mythical clean, light industry.

1.4 Planning Period

The planning period for the community development plan is ten years, with review and amendments after five years. The population is projected to be quite flat, and only with a coordinated effort by the town private sector and the residents will there be growth in the community. Ten years is a long time as far as the boom and bust economies of Wyoming are concerned. A ten year planning period is necessary for planning for growth and finding housing and land for development, but the town needs to continually monitor its activities and the economy to make sure that the town is working towards its goals.
CHAPTER 2

2.1 Chugwater Mission Statement

Chugwater is a community founded by a unique pioneering history and grounded in traditional values. It is a friendly, progressive community looking toward a positive, bright, and prosperous future with great anticipation and determination. Our people, school, infrastructure, and potential are a source of pride. The town's growth is being planned so that the area's open spaces and special qualities are preserved, affordable services are maintained, and housing opportunities are available for everyone. New and existing businesses that serve the community and visitors are encouraged and supported. Above all else, Chugwater offers a quality existence for those calling our town home.

2.2 Community Goals and Policies

- Economy
- Housing

Economy

Goal:
1. An economic base focused on businesses and services that meet resident and visitor needs.

Policies:
1. Use zoning, land ownership, and surrounding uses to target areas where additional commercial development should be located.
2. Identify vacant buildings zoned for commercial and industrial uses that are available for reuse.
3. Recruit small businesses to Chugwater.
4. Train and support beginning and existing businesses by promoting business entrepreneur training.
5. Maintain up-to-date directory of local businesses and distribute to Plate County Chamber of Commerce, I-25 rest stop, Chugwater museum, Super 8 Motel, and area businesses.

Housing

Goal:
1. Safe, affordable, and available housing to meet current and anticipated needs.

Policies:
1. Contract with area educational institutions to build one house per year for local auction.
2. Inventory land within town that is serviced and zoned for residential use, and check with the property owner to determine its availability for development.
3. Amend Zoning Ordinance as necessary to allow duplexes in town.
4. Host informational meeting for land owners with State of Wyoming housing programs to discuss availability of resources for housing upgrade and construction.
5. Finance and develop new owner-occupied and rental housing and infrastructure, and rehabilitate eligible older housing units by working with developers, financial institutions, and government agencies such as the Wyoming Community Development Authority, the US Department of Agriculture, and other state and federal housing programs.
6. Investigate homesteading programs as an option to stimulate new population growth.

7. Work with the Chugwater Historical Unity Group (CHUG) to develop tourist "niche" or theme to pull travelers off I-25 and into Chugwater.
8. Maintain town Web site that allows browsers to learn about the community and its local support for business development.
9. Use expertise of Chugwater Economic Development, Inc. (CHED), Plate County Chamber of Commerce, Wyoming Business Council, Small Business Development Center, and similar organizations to educate and train small businesses owners about Internet uses, expansion strategies, and other topics to help the business grow.
10. Renovate or construct building space to act as an incubator for businesses.
2.2 Community Goals and Policies Continued

- Historic/Museum
- Community Connections
- Infrastructure/Clean Up
- School

Historic/Museum
Goal: Increased public awareness and preservation of Chugwater’s historic legacy.

Policies:
1. Develop map for self-guided tours in and around Chugwater and distribute through museum, town hall, and local businesses.
2. Work with WYDOT to design and erect an interpretive map onsite at the rest stop that includes historic highlights of the area.
3. Maintain or create western-style facades on buildings in the downtown area (include First and Second Streets) to promote a historic ‘feel’ to the community.
4. Identify historic resources on the Town of Chugwater Web site and stress their availability for viewing.
5. Work with the State of Wyoming SHPO and/or State Tourism Office and provide them with a list of historic resources that need to be promoted in the area.
6. Follow through on the museum siting and improvements to increase its visibility and ability to attract visitors.

Community Connections
Goal: A community that welcomes newcomers and promotes community spirit and pride.

Policies:
1. Seasonal events that get area residents together should be sponsored by the Town, such as a summer picnic and decorated tree-lighting ceremony in winter.
2. Request that the area Chamber of Commerce compile a list of service clubs and organizations found in Chugwater and Platte County, which lets residents know what is available and how they can participate.
3. Provide ‘welcome baskets’ to newcomers with information about the town, events, clubs and organizations, donations from area businesses, and coupons.
4. Use a rotation system of Town Council members to telephone new residents, welcome them to town, and let them know how they can get in touch with council members or attend the meetings.
5. Continue support for the annual Chugwater Chili Cook-Off.
6. Produce a simple Chugwater telephone directory for local residents.
7. Develop and distribute a community calendar that indicates special events, birthdays, celebrations, graduations, and so forth. Include important dates in the community newsletter.

Infrastructure/Clean Up
Goal: A community that is inviting to visitors and residents and well utilized by businesses.

Policies:
1. Sponsor a design contest for downtown site and streetscape improvements.
2. Hold community clean-up days that focus on First and Second Streets first, then the rest of town.
3. Arrange for ‘free dump day’ at the landfill for large items, such as abandoned furniture and unusable appliances.
4. Create a local public/private entity to acquire property and vacant buildings on First Street for future development or reuse.
5. Make sure all residences and businesses are properly addressed, contact property owners about the need to post address numbers on their property, and give them the option of installing their own numbers or having the town put up the numbers.
6. Review all town codes and ordinances to bring them up to date and to make decisions regarding their enforcement.

School
Goal: School programs and facilities that exceed in academics and in the community learning environment.

Policies:
1. Feature the school on the town Web site as both an asset and amenity, and create a link to the school Web site.
2. Provide students with opportunities for meaningful community service, such as downtown beautification or neighborhood clean-up.
3. Offer adult education courses at the high school.
4. Promote student population growth.
CHAPTER 3

• 3.1 Population
• 3.2 Economics
• 3.3 Population and Economic Projections

CHAPTER THREE: POPULATION AND ECONOMIC PROJECTIONS

3.1 Population

At first glance, Chugwater seems to be one of those rare communities that have little fluctuation in the number of people living there: Its population in 1940 was 245; in 2000, the population was 244. However, population highs and lows have definitely occurred as a direct result of Platte County and regional economic impacts, such as the mining industry. Chugwater’s population went from 187 in 1970, to 282 in 1980, back down to 192 in 1990, and finally 244 in 2000.

The U.S. Census Bureau, Census 2000 (Tables DP-1 and DP-2) is the most recent compilation of data about the town’s characteristics. That information is summarized below. In some cases, percents have been rounded to the nearest whole number. Also, numbers may not be consistent from Census report to Census report, as different reporting factors can apply.

Sex and Age. The total population in 2000 was 244; slightly more than half (52.5 percent) were male. Median age was 34. About 30 percent of the total population was under 18 years of age, while 17 percent were 65 and over.

Households. Chugwater residents live in 94 households, 65 (or 69 percent) of which are family households. A nearly equal split of households had individuals under 18 years (34 households) or 65 years and over (32 households). Fifteen households were persons 65 years and older that were living alone. Average household size is 2.6; average family size is 3.2.

Educational Attainment. Taking a look at the population aged 25 and over, 92 percent of Chugwater residents are high school graduates or higher. Seventeen percent acquired a bachelor’s degree or higher.

Residence in 1995. The Census Bureau focused on Chugwater residents who were 5 years and over, which included 241 persons. Of that number, 86 (36 percent) were residing in the same house in 2000 as they had in 1995. This means that 155, or 64 percent, lived in a different house in 1995. Looking more closely at the 155 who lived in a different house in 1995, 71 of them lived in Platte County, and 84 lived in a different county in Wyoming or another state (44 and 40, respectively). That number represents a significant turn-over of residents within a town of 244 people.

3.2 Economy

In 2000, 173 people living in Chugwater were 16 years and over. Over half (94 persons) were in the labor force. The balance that was not in the labor force were in school, staying in the home with children, retirees, or choosing not to work. The average commute to work was 26 minutes.

The occupations of the 87 employed persons were identified as:

<table>
<thead>
<tr>
<th>Occupation</th>
<th>Total Persons</th>
</tr>
</thead>
<tbody>
<tr>
<td>Management, professional, and related</td>
<td>39</td>
</tr>
<tr>
<td>Service</td>
<td>18</td>
</tr>
<tr>
<td>Construction, extraction, and maintenance</td>
<td>14</td>
</tr>
<tr>
<td>Sales and office</td>
<td>11</td>
</tr>
<tr>
<td>Production, transportation, and material moving</td>
<td>3</td>
</tr>
<tr>
<td>Farming, fishing, and forestry</td>
<td>2</td>
</tr>
</tbody>
</table>

Half of the employed people were private wage and salary workers. Another 30 percent were government workers. Sixteen persons (18 percent of the total) were identified as self-employed.

The median income for the 87 households that gave the information to the Census Bureau was $23,750. In comparison, the State of Wyoming averaged a median household income of $37,892.

Median family income was $26,250. Of the 68 families reporting their income, 28 percent had incomes that were below poverty level. Nineteen families were considered to be below the poverty level, 12 of which had children. Looking at it another way, 81 individuals or 30 percent of Chugwater’s residents had an income below the poverty level.

Chugwater’s per capita income was $10,609. The State of Wyoming had a per capita income of $19,134, a substantial difference of 80 percent.

3.3 Population and Economic Projections

Estimates by the U.S. Census Bureau and forecasts by the Wyoming Department of Administration and Information, Economic Analysis Division, range from an estimated population of 237 in 2003 to a forecast of 242 in 2020. Very little change is forecast for the years between 2003 and 2020.

Any decrease of population is noticeable in a town the size of Chugwater, because it is likely to represent the departure of families as well as a decline in natural increases (local births minus deaths). The challenge for Chugwater is to keep its population from dipping so low that the school is no longer viable. The town needs to continually take steps to encourage families with school-age children to move into and remain in Chugwater.

The town’s size dictates what type of economy it can support. The projected population from 2004 to 2020 is basically flat, averaging about 240 per year population. Thus the town will remain largely a commuting community, with some local services, government offices, and tourism.
Two factors may also impact the future economy of the town. One involves the retirees, and the other focuses on home businesses/telecommuting. In 2000, the number of persons living in Chugwater who were under 18 years of age was 30 percent of the total population, and the number who were 65 and over was 17 percent (both percents were higher than the State average of 26 percent and 12 percent, respectively). There are already many of seniors in the town whose needs for services—groceries, regular check-ups, entertainment, for example—should be paid attention to. If the balance shifts toward more retirement aged individuals, local attention will need to shift toward increasing senior services, including housing alternatives.

The other factor that may play a larger role in the local economy is home-based businesses and, to a lesser extent, telecommuting. Home occupations are increasingly popular and allow households more options for employment and bringing in income. The town will want to encourage this trend in the future, although with some controls so the home businesses are not conducted in a way that damages neighborhood character. Proper zoning controls can take care of this issue, including public hearings as necessary.
CHAPTER 4: LAND USE

4.1 Introduction

4.2 Existing Land Use

Section 4.1 - Introduction
Use of the land, whether it is commercial, residential, vacant, industrial, or agricultural, has a very distinct and critical impact on how a community develops and how a community can redevelop. Land use patterns must be reasonable in order for a community to make efficient use of the land and succeed as a community. Conflicts between land uses can lead to inefficient use of the land, conflicting traffic patterns, and a mix of residential and commercial uses that can reduce the value of the land and effectiveness of its use. Where there is a mix of vacant land within the built environment, the infrastructure, the roads, the water and the sewer are all much less efficient as the vacant land takes up space and often develop nuisance characteristics. Land use must be coordinated with roadway systems and the water and sewer systems in order for an efficient and effective pattern of land use to develop.

Section 4.2 - Existing Land Use
The town of Chugwater is actually quite large compared to its built up area. The town runs approximately two miles east-west on either side of the Interstate, with the built up or platted area in the center of the community. The town runs from the northeast along the state highway business loop, southwest along the Chugwater Creek to the southwest of the built up area, across the Interstate and to a point approximately one half mile west of the south interchange on Interstate 25. The dominating natural feature of the town site is Chugwater Creek and the flood plain area on either side of it. This flood plain area is very limited in its development potential.

To the northwest of the Interstate is a small area of housing plus open range land with steep bluffs on the very north side of the town. To the south are more open range and southwest again open range dominated by Chugwater Creek.

The homestead of the Swan Cattle Company is across the railroad to the southeast of the built up area of town. The built up town site itself is platted into lots and blocks and is comprised of approximately 23 blocks with a variety of vacant parcels. The school is located in the northwest corner of the built up area, with some vacant land to the northwest of the school. There are four churches within the built up area, well taken care of and apparently active.

With information provided by the town it appears that approximately twenty percent of the property in the built up area is vacant at the current time. There are half a dozen homes for sale and some lots for sale.

The property to the west of the built up area is at the south interchange with I-25. The Super 8 Motel is located here with vacant land to the north and south of it. The WYDOT rest area is also located here, along with Horton's Corner Convenience Store which provides much service to local residents. These are on unplatted lots. Immediately to the northeast of the built up area is vacant land with a couple of buildings on portions approximately 15 acres in size, and immediately to the northeast of that is the WYDOT maintenance facility for the area.

Along Second Street to the west is some commercial and park land of the town, the town shop, the town hall, the bank, utilities companies and other non-residential uses. From Third Street northwest throughout the remaining platted area is a mix of residential properties, many old, some new, intermixed with a variety of vacant parcels. The school is located in the northwest corner of the built up area, with some vacant land to the northwest of the school. There are four churches within the built up area, well taken care of and apparently active.
CHAPTER 4

4.3 Constraints to Growth

It would appear that because of the improvements to the water system, the sewage lagoon and the sewage collection system that there is potential for growth. Within the built up area there are a half dozen blocks which lack complete water or sewer and street improvements. The town’s water system is being updated and should be adequate to serve additional population and business development over the planning period of 10 years. Another major constraint to growth is the flood plain which runs entirely through the town from southwest to northeast. The flood plain is designated by FEMA, the federal flood management agency. Constructing buildings in this area, if not totally prohibited, is severely limited, and those buildings located within the hundred year flood plain must have their lowest finished floor elevation one foot above the hundred year flood plain elevation and must be flood proofed. In addition, soils and groundwater in this area severely limit the desirability of the land.

Section 4.4 - Parcel Evaluations

Parcels within the built up area are primarily small, with some larger vacant lands comprised of half a block or four or five lots in combination. Some of these lots are in areas where there are incomplete water, sewer, and street improvements and are limited because of topography or small size and not particularly attractive for development. Parcels to the northeast, while under ownership of a single individual and constrained by that ownership, would be an opportunity to provide water and sewer. Commercial and residential properties could be developed in this area of approximately 15 acres. Lots to the north of that vicinity could provide a buffer. Somewhat to the west and north of WYDOT’s maintenance shop is a parcel which could possibly be used for industrial or heavy commercial uses where access is fairly good from the state highway. Lots to the northwest of the interstate are severely limited in their development potential because of access problems, lack of utilities, and topography.

The town does have a water tank and water service to the west of the interstate, but it is a limited service. Lands to the southwest are again severely limited in their development potential by Chugwater Creek’s flood plain. Parcels to the southeast of the built up area and southeast of the railroad which bisects the town from southwest to northeast are again flood plain and/or hilly areas which are not developable. Any property to the southeast of Main Street or highways 211 and 313 is likely not sewerable without a lift station.

Section 4.5 - Commercial Districts

The second commercial single area is along First Street, the downtown of Chugwater. Second Street as well is part of the downtown with commercial uses on both sides of the street. The downtown commercial area is comprised of old underutilized buildings and structures in need of revitalization. The commercial area near the rest area and Super 8 has potential for future development and offers some large parcels. Even more important, this commercial area is visible from the interstate.

The uses on the southeast side of First Street along the railroad are an operating grain elevator, Burlington Northern rail tracks, and other commercial buildings. The downtown is not conducive to the development of new larger contemporary style commercial buildings but more receptive to small store-front retail operations. Highway businesses with larger buildings and parking lots would be an appropriate use at the south interchange location around the WYDOT rest area, although there may be a problem with utilities at that point.

Section 4.6 - Industrial Districts

There are currently no industrial areas within the town, unless WYDOT could be considered an industrial use. The grain elevator on the southeast side of First Street along the railroad is an industrial use. Potential for industrial or business parks is severely limited by the landlocked nature of the town and the size and location of the parcels.

Section 4.7 - Evaluation of Land Needs, Annexation Potential

Ultimately, in evaluating the land needs for growth of the community, a growth of ten percent a year for the next ten years would more than double the community. This means infill should be the key strategy. There is much vacant land within the platted built up area which can be used for single family and other residential uses. Commercial lands around the Super 8 could be developed. Areas of commercial lands, areas near the school or other places could be developed as mobile home parks, which would allow people to move into the community and later move up into more permanent housing. These lands would not handle a new large commercial or industrial concern, although there may be some businesses in this category which have few employees but large land needs. The chicken and the egg situation is that without adequate housing the businesses would have no place for their employees to live, which is a problem of the landlocked situation.

Immediately to the north of the built up areas is a good location for development. That land would have to be developed by the owner or purchased and developed by others. There could be a couple of significant commercial con-
CHAPTER 4

• 4.8 Town-Owned 405 Acres

• Site

• Situation

• Potential Uses of the Property

The Town of Chugwater has purchased a 400 plus acre parcel, approximately 1.5 miles west of town on a Platte County road with access from that road. The parcel is nearly one mile square, running from the county road south on a high mesa, dropping into an intermittent drainage and back up onto a hilly area on the south. A major drainage crosses the site from southwest to northeast across the mid-section of the site. There is an Air Force missile site located downhill to the east of the property.

The town has currently drilled two wells in the middle of the property. Well Number One in the northwest corner, a producing well, produces approximately 75 gallons per minute. This well will be connected via a pipeline to the new storage tank located on the Gould property just west of the town interchange of the town on I-25. The property is zoned Agriculture under the Platte County Zoning Resolution. The existing land use is grazing land; land surrounding the property is also used for grazing. The views are very good to the east towards the town and across I-25. The views to the west are good as well.

Potential Uses of the Property

The town could use the property, as above, for a variety of uses. The initial intent and that which is being followed through at this time is drilling a well and providing a water source for the town.

Option # 1 would be for the town to retain ownership of the land and lease it for cattle grazing or whatever agricultural purposes may bring in revenue for the town. The land could be available for trading lands.

Option # 2 is to determine through research and marketing the marketability of this parcel as large single family tracts which would allow animals. Under the state statutes, parcels of land that are over 35 acres in size are exempt from the State Subdivision process. A minimum 40-foot easement must be provided that indicates where roads and utilities will go, but the developer is not required to provide the roads or utilities.

Assuming the property remains in Platte County and not annexed as part of Chugwater, the land may need to be rezoned from agricultural zoning to residential. Forty acre parcels are the most inexpensive to develop for sale, although there must be a market for those sized lots or they may sit vacant. The
CHAPTER 4

4.8 Town-Owned 405 Acres Continued

- Potential Uses of the Property Continued

- Roadways and Development Costs—For Developing 10 or 20 acres

way in which the land is marketed will also help its sale: privacy, horses and other livestock allowed on site, beautiful scenery, and access to larger communities.

The Town Council could create up to 10 40-acre tracts and then sell them. No subdivision plat is required, along with no requirement for the roads to be built. It would also be up to the Council whether they wish to develop covenants for the tracts. Property owners could be required to build and maintain their own roads, and the owners would drill their own wells and install individual metering. There are normally adequate water from one well already on site for the Town to provide some water. It will depend on the depth and quality of water in the remainder of the area as to whether the property is marketable with adequate water for wells, a determination that has not been made at this point.

The value of 40-acre tracts with no improvements is something that could be quite variable. Many consumers of land want to be guaranteed there is site access and about where the roads and utility lines will be placed. It is probably in the Town’s best interest to at least complete a plat that shows the layout of the tracts and the easements that will provide access for all lots. Such a map is still significantly less costly to do than a full-blown subdivision plat. In any event, it will depend on the market for 40-acre parcels by commuters to Cheyenne or Wheatland, those people who want their own "manor." Option # 3 would be to subdivide the property into 40 acre or smaller parcels. The drawing of the site on page 18 proposes a lot layout. Assuming the need for flexibility in lot size, the property could be zoned residential and sold off in parcels, or subdivided into smaller parcels and subdivided formally. As shown on the drawing, 40 acre parcels could be split into 20 acre parcels and then split again into 10 acre parcels. The property could be plated with a total of 10 40-acre parcels, 20 20-acre parcels, or 40 10-acre parcels. These would be served by 60 foot road rights-of-way and roadways built to county standards which would provide for access. These lots could also have their own wells and septic tanks based on the ability to obtain water for wells and the ability of the land to absorb 40 septic tanks. The minimum lot size for a septic tank is 2,000 square feet. As shown on the plan, there are 10,440 feet of roadways required to develop the site. The following spreadsheet spells out cost estimates for constructing the lots as shown on the plan. There are 36,000 feet of roadways required to develop the site at an estimated cost of $36 a foot plus engineering and contingencies. The cost for development for the roadways would be approximately $400,000. If there are 10 lots, the price would be $40,000 per lot, if there are 40, the price would be $10,000 per lot. The cost of public water with fire flow would be an additional approximately $1 million. The total cost then to develop the subdivision as 40 lots, or 20 lots, or 10 lots, would be $1,432,461 including engineering, design, construction, and administration. This cost breaks down to be $36,000 per lot for construction for 40 lots. (Costs to survey each lot need to be added to the final amount.)

The only glitches in this scenario are a couple of spots on the roadways where grades are 17%; in all likelihood there would have to be a significant amount of cut and fill to avoid those steep grades. Or the subdivision could be redesigned, which is a possibility. However, altering the roadways could require additional length on roads or leave some lots with only one access. With the cost of $36,000 per lot for construction of water and roadways, the town would have to determine what is a viable price for the land. Is it a $70,000 10-acre lot? That is a question that will have to be worked out through further research and market study.

However, one factor that is favorable is that the lots as shown can be constructed in phases. The roadways can be constructed in phases and the water system could be constructed in phases as well. All lots to the southwest would be on a long cul-de-sac, and that water system and roadway system would dead-end without a very expensive loop back to the north. Possibility the best phase
### TOWN OF CHUGWATER

**ESTIMATED CONSTRUCTION COST FOR SUBDIVISION DEVELOPMENT**

7/29/2004

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**TOTAL ESTIMATED CONSTRUCTION COST** = $1,027,237.60

**PROFESSIONAL SERVICES - ROAD AND WATER DISTRIBUTION SYSTEM DESIGN** = $110,500.00

**PROFESSIONAL SERVICES - WATER TANK, FEED SYSTEM, AND PUMP DESIGN** = $31,000.00

**PROFESSIONAL SERVICES - CONTRACT ADMIN., CONSTRUCTION OBSERVATION, MATERIAL TESTING, RECORD DRAWINGS** = $133,500.00

**CONTINGENCY 10%** = $130,223.76

**TOTAL ESTIMATED PROJECT COST** = $1,432,461.36
CHAPTER 4: LAND USE

4.8 Town-Owned 405 Acres Continued

• Recommendation

4.9 Zoning Regulations and Proposed Amendments

A review of the Chugwater Zoning Regulations was conducted as part of this plan. For the most part, the regulations have been working for the community. There are some areas where changes are recommended, and they are discussed as follows.

Definitions: Most are adequate, although a number of definitions need to be added or updated. Examples to be added include ‘manufactured housing,’ ‘special permit’ and ‘dwelling.’ Those to be updated include ‘subdivision’ and ‘bed and breakfast.’ ‘Home occupation’ and ‘home business’ definitions should be added/reviewed.

Building Inspector and Building Permits: It would be helpful to have a diagram of a sample site plan inserted into the text, and to give the minimum size that the drawing can be. This will protect town staff from receiving drawings on the back of envelopes or on notebook paper.

Residential District (R): Change the purpose statement to state it is to provide for single family and duplex lots. Duplexes are allowed outright in the zoning district. Why the reason for the minimum lot area being set at 6,350 square feet? How are special permits handled, and would they allow something like a bed and breakfast in the R district? If the Town wishes to support home occupations as a permitted use, this can be written outright into the Residential and PUD zoning districts, along with standards the Town Council decides to attach such uses. How are child-care and day-care facilities handled? Can they be 'bed and breakfast.' ‘Home occupation’ and ‘home business’ definitions should be added/reviewed.

Mobile Home Park (MHP/PPP): The State Department of Environmental Quality standards for mobile home parks, temporary or permanent, can be substantial to address. Therefore it is very good that this section notes the applicant will have to comply with the State requirements.

Landscaping: Typically there are landscaping requirements for multifamily developments or mobile home parks. This should be added to the regulations.

Mobile Home Subdivisions (MHS): A great deal of time and money goes into doing a subdivision, and the process should be explained more. Also, manufactured homes should be added. They include units that were built to US Housing and Urban Development (HUD) standards (1976 and newer) or to the Uniform Building Code (all modulars). Mobile homes are now commonly considered to be the pre-1976 units.

General/Highway Business District (G/HB): The uses that are listed are standard ones. However, the minimum lot size could be decreased from 12,000 square feet. What is the average lot size in the downtown? The Town should add or at least encourage a commercial and downtown beautification/landscaping standard.

Light Industrial District (LID): ‘Bakery products’ are listed under this zoning district. The Town Council should discuss whether a bakery needs to be in light industrial zoning districts. The zoning district requires three acres as a minimum district area, with the minimum lot size being 12,000 square feet. Is that feasible in town? The side and rear setbacks for the G/HB district are 25 feet, while in the LID district they are 24 feet. It seems like they should either be the same, or the LID district should have greater setbacks. Landscaping is mentioned in the LID district but should be tightened up with examples or minimum standards.

Heavy Industrial District (HID): The same 24-feet front and rear setback is shown as in LID. It should be either 25 feet or greater. The minimum district area is 10 acres. Is that likely to happen in town? There is no minimum lot size listed. The landscaping that is mentioned in this section is actually screening. It is very good that junkyards are identified as having to be screened with a material not being visible over the fence.

Regulations Applicable to all Districts: Fences are supposed to be no more than 30 inches high in the front. However, junkyards are supposed to be surrounded by a 6-foot fence. This exception should be noted.

Procedures for Special Permit Applications: There is a great deal of information in this section, and it should be scrutinized carefully to make sure it matches the current Wyoming State Statutes and also permits the type of development the town wants to encourage.
CHAPTER 4: LAND USE

4.10 Population Projections and Housing Land/Requirements

Section 4.10 - Population Projections and Housing/Land Requirements

As covered preliminarily in Section 4.7, this section details needed land for the projected growth of Chugwater. Using a very ambitious growth goal of fifty new residents over the next five years and twenty new students in that time, the following typical land use areas will be required to serve the town.

Typically municipalities larger than Chugwater have the following land use percentages. Each community is different. Bedroom communities have little commercial or industrial lands. Industrial communities have much less residential land.

- Streets 30%
- Single family residential 30%
- Multi family residential 5%
- Public, parks, etc. 10%
- Commercial 10%
- Industrial 15%

100%

Residential Lands

Given fifty new residents and using the Census per household average of 2.6 residents, there will need to be twenty dwelling units in town to handle this growth. If there are five vacant dwelling units in town there will then need to be 15 new dwelling units. These can be single or multi-family, site built or mobile home or manufactured home. There is a supply of more than fifteen vacant lots in the built up part of town, which could be used for new single-family housing. A large percentage of newcomers will not want to purchase an existing home because often those homes that are available will not meet their needs. Given the nature of the vacant lots (some owned by absentee owners, some without water and sewer, some the owners will not want to sell), a projection could be that there will need to be ten new lots developed in town for residential units. These people will need new lots to build on.

Typical single-family lots average four dwelling units per acre. Ten new lots would require two and one-half acres of development, including streets. Ten 7,500 square foot lots, similar in size to the existing lots in town, would require an area comparable to one town block. It could be that the lots would be large, maybe 10,000 to 14,000 square feet. This would require two city blocks of development.

There are a couple of vacant areas within the built up area that could be used to develop these ten lots, or land north of the built up area and south of WY-DOT's shop could be used for this residential development. Duplexes seem to be popular in Chugwater as there are several new ones in town. Duplexes could likely reduce the need for new lots by half or more. The benefits of duplex development are that the owners can live in one half and rent out the other half. This provides the owner with income to pay off the units quickly and provide new, quality rental units for newcomers.

Another residential need is that of senior citizens who cannot maintain a single family home anymore but who want to stay in the community. Apartments could fill this need, as again could duplexes. It is to the community's benefit to be able to keep seniors in their houses or in apartments and in the community rather than having them leave for a nursing home, which is terribly expensive in terms of Medicare and Social Security, which costs everyone.

Commercial Lands

Using the typical 10 percent of land for commercial uses, new commercial development required to serve fifty new residents would be one third of the residential development or one acre. This does not mean that one acre would be an appropriate lot for one or two new businesses or expansion of existing businesses. However, fifty new residents are not enough to stop the retail leakage of residents who shop in Wheatland and Cheyenne, but could increase the customer base of the existing businesses.

Commercial expansion can come from existing businesses and using existing commercial buildings in town with an emphasis on having them be in downtown. New commercial and retail operations could very well be five thousand square foot buildings on lots of one acre or less.

Industrial Lands

In Wyoming typically industrial operations are land intensive, often being a large yard for storage of pipe and equipment rather than manufacturing. In many instances this set up is a large lot with a building including a small office and medium size shop, and maybe a half dozen employees.

There may be potential for a business such as this to locate in or near Chugwater. The recommendation is to steer these businesses to the county areas adjacent to town which the town can serve with public water. It is better to have these uses not within the built up area.

The potential for a manufacturing plant to come to Chugwater is minimal, as transportation costs are high, there is only a small labor pool, and as noted before there is not housing or services for a large number of employees.

Public Facilities

The town hall, water and sewer systems, fire hall, park and other public facilities are adequate to serve a town the size of Chugwater. The fire hall may need upgrading first. Areas where water and/or sewer are lacking can be phased such that when there is a need the improvements can be made.
CHAPTER 4: LAND USE

- 4.11 Infill

- 4.12 The Land Use Plan

Section 4.11 – Infill

The most cost effective method of growth, both for a homeowner or the town, is to infill within the existing built up area. Single family lots built from raw land, 6,000 square feet in size, cost an average of $25,000 to build. Adding that cost to the price of the land creates a significant disparity in the cost of buying a new lot and building a new house on it versus the value that the new house will have in Chugwater. A $100,000 house on a lot costing $30,000 in Chugwater may be a tough sell.

New development outside the built up area also costs the town in maintenance of additional water, sewer and streets. The common sense approach to growth will be to promote infill.

Section 4.12 – The Land Use Plan

The following map indicates the proposed land use for the town. Those uses are to infill in the existing residential area with single family, duplexes and some specialty housing for seniors, possibly apartments. At the edges of the area there could be mobile home parks or mobile home lot rentals. The town will have to determine where mobile homes should be allowed. New residential development should occur just to the north edge of the residential area east of the school.

Commercial development, including highway-oriented businesses, should be expanded around Horton’s and the Super 8. Retail should be focused on First Street with redevelopment of the streetscape and utilization of several under-utilized buildings.

The town should select an image that will represent its identity and post the logo and slogan at the gateways to the community, tying that together with the streetscape in downtown, which ultimately includes First and Second Streets.

Future retail/commercial expansion could be to the north along First and south of the WYDOT shop. Industrial development should be to the north of the WYDOT shop if there is room in town, and adjacent to the community where the town can provide water for land intensive uses.

These areas should be zoned appropriately such that lands to be developed as residential and commercial do not need to be rezoned from the Conservation or Agriculture district.

The lands on the fringe of the town limits are lands not serviceable and should remain open space. The Chugwater Creek flood plain dominates the area to the southeast and southwest of the built up area. These lands should not be developed, but remain in their natural state.
CHAPTER 5: PUBLIC FACILITIES/SERVICES

5.1 Introduction
One of the critical elements of any community’s quality of life is the infrastructure, the water, sewer, streets, solid waste disposal, and parks. These are services that the municipality provides that are necessities, and some are quality of life services and facilities. Overall, the infrastructure in the town is in good shape for a town Chugwater’s size. The town budget is small, and the town has done an excellent job of leveraging local funds to upgrade the infrastructure.

5.2 Water
The town is completing a $2,000,000 water project with the majority of the finances coming from the Wyoming Water Development Commission. This project has drilled wells on the town-owned property to the west, providing a 75 gallon a minute well for water supply. A new tank is being built just west of the south interchange on I-25, which will be connected to the existing tank. The water treatment plant is located at the town maintenance facility. This combination will give the town 180,000 gallons of storage capacity.

The average daily use per capita for municipalities is roughly 200 gallons per day, with the summer use being much higher because people water their lawns. Winter time use is most likely closer to 100 gallons per person per day. The peak summer day may require 75,000 to 100,000 gallons per day, which can be handled by the water system. The town has water mains and service throughout the majority of the built up area, with water lacking at the northeastern corner. The following map indicates the Public Works Department plan for installing new water line and upgrading existing water line.

Most of the waterline is six inches in diameter, adequate for the amount of flow required.

5.3 Sewer
Sewer serves almost all of the built up area. The sewer is new, having been constructed in the last ten years. The town successfully leveraged local match with grants to construct a new sewage lagoon recently which should provide adequate capacity for many years.

5.4 Streets
First Street is a state highway, as is the loop from First to the south I-25 interchange. WYDOT maintains this loop through town. Other roadways are local, maintained by the town. The streets are a variety of widths with several being twenty and twenty-four feet. In some areas there are half streets, some with curb and gutter, and some without. First and Second, the commercial streets, are quite wide and adequate for the traffic they serve. The residential streets are also adequate for the traffic they serve. The public works plan sets a high priority for new pavement on Third, Fifth, and Bowie, the high traffic streets.

5.5 Parks
The town park, located at Second and Bowie, is a pleasant facility for gatherings and play. It is apparent the town has put a great deal of effort into the park. The school has a ball field which is adequate for school and public use for ball games and other major activities. These two facilities should provide for most outdoor activities the town needs.

Chugwater Creek may provide an opportunity for a long term plan to build a pathway or natural area along its banks as another amenity for the residents and tourists alike.

5.6 Solid Waste
Solid waste removal is handled by TDS, a business located in Torrington, Wyoming. No issues were raised about solid waste when this plan was being drafted.

5.7 Law Enforcement
Platte County in the past has provided a resident deputy, but at the current time the Sheriff’s Department only answers calls and responds with available personnel. This is a big issue for the town that needs to be worked out with the county. Particularly if growth occurs, there must be a higher level of law enforcement, either through a resident deputy or through a scheduled patrol by deputies.

5.8 Senior Center/Community Hall and Library
These facilities are in good shape and are very positive assets for the town. The library is old and the need to expand it can be tempered by the use of the Internet for research by residents. The community center is new and provides a good meeting area with cooking facilities and an adequate activity space.

5.9 Summary and Recommendations
Overall the town has done a good job of upgrading their infrastructure and leveraging local matches very well. Concerning water and sewer and streets, it is recommended that the town coordinate the improvement and upgrading of the infrastructure with growth and development. Rather than paving streets that exist but have little traffic, the ideal plan would be to combine street improvements with an economic development or housing development program, such that the town can again leverage their local match. Only when all grant sources are exhausted should the town spend unmatched funds on a project. This could be contrary to the thought that a street with no houses along it should be paved because it has never been paved and completing the grid would be nice. However, leveraging should be the top priority.
CHAPTER SIX: HOUSING

6.1 Introduction
Looking at U.S. Bureau of the Census 2000 information (Table DP-4), what jumps out is that over half of the Chugwater housing stock of 120 units are at least 50 years old. The Census report noted that 53 structures were built in 1939 or earlier, and another 21 were constructed between 1940 and 1959. A second surge of 18 structures were built from 1995 to 1998.

Of the 120 housing units that the census obtained information for, 99 were detached, single family units; four were duplexes; and 17 were mobile homes. The Census also reported that there were 94 occupied housing units in Chugwater, with 78 being owner-occupied (83 percent) and 16 renter-occupied (17 percent). This is a very different tenure split than the State of Wyoming: on average across the state, the homeownership rate is 70 percent.

The Census report stated there were 100 occupied housing units in March 2000. Supporting what was found in the population section in Chapter three, Chugwater residents reported to the Census Bureau that 52 householders moved into their housing unit between 1995 and 1998. Another 23 householders moved into their units in 1999 to March 2000. By definition, ‘households’ include either families or individuals. In any event, this again demonstrates a substantial amount of movement by the residing population.

6.2 Housing Demand Projections
Chapter Three noted that population forecasts by the State indicate a stable population base of about 240 individuals through 2020. At first it may seem that the existing housing stock can accommodate future populations, but that will not be the case without rehabilitation or replacement of existing stock. Over half of the housing in Chugwater was 50 or more years old in 2000, and those units will need continuous maintenance and care to remain structurally sound to 2020.

The fact that there are already a substantial number of seniors in town needs to be considered when determining what type of housing is needed to best serve Chugwater, both now and in the future. Independent living units and duplexes are likely to become more attractive as people reach retirement age, especially for citizens who wish to remain in the community. Right now, there are very limited housing options available to them.

Another demand that must be addressed quickly is the need for new housing stock that includes units with three or more bedrooms. Most families with children want three-bedroom houses at a minimum, and Chugwater’s tight housing market allows practically no choice in that regard. Feedback from the Chugwater Community Development Steering Committee further demonstrated the seriousness of the housing situation. Teachers and administrators at the Chugwater School are unable to obtain housing in the community where they work, which is unfortunate.

6.3 Housing Rehabilitation
As noted above, Chugwater’s housing stock is aging rapidly and over half the units are already over 50 years old. Housing rehabilitation programs are available through the State, and that information needs to be distributed to local property owners for their consideration when appropriate. Certainly, not all older housing units are in need of serious rehabilitation. It is more a matter of how well homeowners have kept up with standard maintenance and repairs over the years. But in an area with tight housing, it will be in the best interest of the entire community to keep as many of its existing units in as good order as possible.

6.4 Conclusions and Recommendations
Part of what keeps a community vibrant is a degree of housing choice and availability. The current tight market does not allow this to happen. It also impedes the town’s ability to attract new residents, and the housing stock that is available often does not meet the needs of young families. At the same time, aging Chugwater citizens may increasingly prefer alternative housing options (duplexes, assisted housing) that are currently not available to them.

It is recommended that the town revise its zoning ordinance to clearly allow duplexes and manufactured housing in residential zoning categories. State programs in support of senior housing should be investigated, along with programs for rehabilitation of units. The town should consider contracting with an area college or vocational program to build a house for local auction. Another idea to investigate is the notion of small town homesteading, which involves the creation of a program that offers free building lots to those people that agree by contract to build or place a home on the lot within one year. Such a program can be used to encourage newcomers to the area and to give current residents a way to sell their existing home and property in order to move into a new house on a new lot.

The important thing to remember is that it will not take a great deal to make a significant difference in the local housing stock. Every step taken, even for one house, will be better than none.
CHAPTER 7: SCHOOLS

7.1 Chugwater School System

Nothing marks a community like its school system, and Chugwater is no exception. Its school system—one elementary school, a junior high, and a high school—is a source of local pride and a strong focal point for the entire community.

Recent records for the elementary school indicated there were anywhere from 51-53 children, ranging from kindergarten through 6th grade. About 49 percent of the children received free or reduced-price lunches, showing that program to be very successful. Junior high students numbered between 17 and 22. This included 7th and 8th graders, 41 percent of whom received free or reduced-price lunches. There were 51 high school students in grades 9 through 12.

Future population forecasts by the State of Wyoming indicate a flat population level at about 240 through the year 2020. At the current time, a large portion of the local population is under 18 years of age. It is important that this remains the case in future years, so there are enough students to keep the Chugwater schools not only open, but thriving.
8.1 Suitable Strategies

Chugwater's assets lend themselves to targeted economic development in several areas, including tourism, home occupations and businesses, a small business incubator, and expanding existing businesses.

Tourism. The Town's location next to I-25 makes it perfect for marketing tourism. Area history is rich in stories about tribal buffalo hunting, ranching, and early settlers. The museum is a natural stopping place for tourists, and it should be promoted as much as possible. The Chugwater Chili Cook-Off in June provides not only entertainment, but a huge opportunity to market the town to visitors. First impressions do matter to people seeing and experiencing a place for the first time, and this is very important to keep in mind throughout the event.

Home Occupation. Home occupations are truly growing in importance for all communities. They are a natural in small towns, where there are not many opportunities for bringing in income short of leaving the town or obtaining one of the few jobs that are available. Home occupations typically involve low impact businesses that are not visible from the outside. Conducted entirely within the home or garage, the business generates very little traffic, no outside storage of equipment or materials, and does not look like a business from the street. It is geared toward businesses such as small appliance repairs, selling produce raised on the property, bookkeeping, or computer work. It normally does not include automotive repair shops, beauty shops, or welding for example. Usually, no outside employees are allowed with a home occupation. Home occupations are often allowed as an outright use in residential zoning categories, with certain standards attached to them.

Home Business. Another level of home employment is called home business. These are more intensive and do allow the hiring of at least one outside employee. Home businesses cannot be offensive to neighbors in terms of noise, odor, dust and so forth, and the business can be conducted in an accessory structure. No increase in commercial traffic is supposed to be generated by the business. Because this type of business allows more uses than a home occupation, it usually requires a public hearing before being approved.

Small Business Incubator. Many times, businesses that start out as home occupations wish to expand, but there is no place for them to reasonably do so. The idea behind an incubator is to provide the space for small businesses to slowly nurture and grow stable enough so they can eventually go off on their own. Typical examples include converting vacant buildings into an incubator, and dividing the space into small areas that can be rented at a subsidized rate or low enough that costs are covered. Small business incubators may not be revenue generators per se, but they help fledgling businesses gain the strength to go out on their own.

Expanding Businesses. One of the best approaches for growing a local economy is to expand the existing businesses. It is very important that Chugwater not focus so much on seeking new businesses that it ignores its current businesses. They are established and remain one of the best sources for economic growth.
CHAPTER 9: IMPLEMENTATION, RESPONSIBILITIES, AND RECOMMENDATIONS

The next several pages describe the tasks that are necessary to be accomplished in order to implement every policy and achieve each goal that was presented in Chapter Two. The responsible party, contacts, and timeframes have been assigned for each task.

This chapter is intended to be a working document that the Chugwater Area can use to reach their stated goals. As policies and goals are achieved over time, they should be replaced with new goals that will keep the area focused to the future.
### CHUGWATER COMMUNITY DEVELOPMENT PLAN - GOALS, TASKS AND IMPLEMENTATION PLAN

<table>
<thead>
<tr>
<th>Item</th>
<th>Task Description</th>
<th>Responsible Entity</th>
<th>Contacts</th>
<th>Time Frame</th>
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<td>Short Term</td>
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<td>1-2 Years</td>
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<tr>
<td></td>
<td><strong>MISSION STATEMENT: TO GROW THE COMMUNITY</strong></td>
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</tr>
<tr>
<td>Council = Town Council; Staff = Town Staff; WBC = Wyoming Business Council; Mkt = Marketing Director; WYDOT = Wyoming Department of Transportation; CHED = Economic Development; CHUG = Historic Resources; WLC = Worthington, Lenhart and Carpenter; SHPO = Wyoming State Historic Preservation Office; LCCC = Laramie County Community College</td>
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<tr>
<td><strong>Overall Policies</strong></td>
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</tr>
<tr>
<td>Policy 1</td>
<td>Market the town internally to expand established businesses and externally to recruit new visitors, residents and businesses</td>
<td>All</td>
<td>Ongoing</td>
<td></td>
</tr>
<tr>
<td>Task 1</td>
<td>Adopt a slogan that represents the town’s mission, put it with a logo that is used on town stationery, marketing brochures and on gateway signage, to create an identity for the town. Have a contest to design the logo and pick the slogan.</td>
<td>Council (School) &amp; Prairie Press</td>
<td></td>
<td>●</td>
</tr>
<tr>
<td>Task 2</td>
<td>Work to obtain a grant or other funding to appoint a marketing person for the town, working with CHED and reporting monthly to town.</td>
<td>Council/WADCO WBC</td>
<td>●</td>
<td></td>
</tr>
<tr>
<td>Task 3</td>
<td>Establish a marketing budget for the town, including grants, shared personnel and in-kind resources.</td>
<td>Council</td>
<td>●</td>
<td></td>
</tr>
<tr>
<td>Marketing Tasks</td>
<td>Complete the tasks outlined in the marketing plan, Part Two of the community development plan</td>
<td>All</td>
<td>● ● ●</td>
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</tr>
<tr>
<td>Policy 2</td>
<td>Downtown Development</td>
<td></td>
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<tr>
<td>Task 1</td>
<td>Become a Main Street Community or obtain training from the Main Street office on the Main Street Principles</td>
<td>Council</td>
<td>●</td>
<td></td>
</tr>
<tr>
<td>Task 2</td>
<td>Use TEAL or On-system funds from WYDOT for downtown development/gateways at entrances and streetscape</td>
<td>Council; Staff</td>
<td>●</td>
<td></td>
</tr>
<tr>
<td>Task 3</td>
<td>Identify vacant buildings zoned for commercial and industrial uses that are available for reuse or demolition and rebuilding.</td>
<td>Council; Staff WYDOT Rich Douglass 777-4181</td>
<td>●</td>
<td></td>
</tr>
<tr>
<td>Task 4</td>
<td>Revise zoning to allow quick approval of downtown uses and building permits &amp; protection from substandard</td>
<td>Staff; CHED</td>
<td>●</td>
<td></td>
</tr>
<tr>
<td>Task 5</td>
<td>Tying I-25/Kelley Street &amp; Main Street</td>
<td>Council; Zoning Board</td>
<td>●</td>
<td></td>
</tr>
<tr>
<td>Policy 3</td>
<td>Update Codes and ordinances, revising and codifying them; see several tasks below. (Look at business license to protect from substandard buildings.)</td>
<td>Council; Zoning Board; staff; residents; busi- nesses WLC, town attorney, staff, council</td>
<td>●</td>
<td></td>
</tr>
<tr>
<td>Policy 4</td>
<td>Work with Greater Chugwater area land owners, through a third party as necessary, to be able to trade or purchase lands for development</td>
<td>Staff; Council, Mkt</td>
<td>●</td>
<td></td>
</tr>
</tbody>
</table>
## GOAL 1: AN ECONOMIC BASE FOCUSED ON BUSINESSES AND SERVICES THAT MEET RESIDENT AND VISITOR NEEDS

<table>
<thead>
<tr>
<th>Item</th>
<th>Task Description</th>
<th>Responsible Entity</th>
<th>Contacts</th>
<th>Time Frame</th>
</tr>
</thead>
<tbody>
<tr>
<td>Policy 1</td>
<td>Use zoning, land ownership, and surrounding uses to target areas where additional commercial development should be located.</td>
<td>Council, Mkt</td>
<td>1-2 Years</td>
<td>Short Term 1-2 Years</td>
</tr>
<tr>
<td>Policy 2</td>
<td>Identify vacant buildings zoned for commercial and industrial uses that are available for reuse or demolition and rebuilding.</td>
<td>Staff, Mkt</td>
<td>1-2 Years</td>
<td>Short Term 1-2 Years</td>
</tr>
<tr>
<td>Policy 3</td>
<td>Recruit small businesses to Chugwater - Define what type of businesses. What business will be supported by the Greater Chugwater Community.</td>
<td>All</td>
<td>Ongoing</td>
<td></td>
</tr>
<tr>
<td>Policy 4</td>
<td>Train and support beginning and existing businesses by promoting business entrepreneur training</td>
<td>Council; sta$, WBC, SBDC</td>
<td>Ongoing</td>
<td></td>
</tr>
<tr>
<td>Policy 5</td>
<td>Maintain up-to-date directory of local businesses and distribute to Platte County Chamber of Commerce, I-25 rest stop, Chugwater museum, Super 8 Motel, and other area businesses.</td>
<td>Staff, Mkt, CHED</td>
<td>1-2 Years</td>
<td>Short Term 1-2 Years</td>
</tr>
<tr>
<td>Policy 6</td>
<td>Compile fact sheet for distribution to realtors and inquiries that lists vacant sites or buildings available for commercial and industrial uses</td>
<td>Staff, Mkt</td>
<td>1-2 Years</td>
<td>Short Term 1-2 Years</td>
</tr>
<tr>
<td>Policy 7</td>
<td>Work with the Chugwater Historical Unity Group (CHUG) to develop tourist 'niche' or theme to pull travelers off I-25 and into Chugwater.</td>
<td>CHUG, CHED, Council, Mkt</td>
<td>1-2 Years</td>
<td>Short Term 1-2 Years</td>
</tr>
<tr>
<td>Policy 8</td>
<td>Set up a committee to maintain town Website that allows browser to learn about the community and its local support for business development.</td>
<td>CHED</td>
<td>Ongoing</td>
<td></td>
</tr>
<tr>
<td>Policy 9</td>
<td>Use expertise of Chugwater Economic Development, Inc. (CHED), Platte County Chamber of Commerce, Wyoming Business Council, Small Business Development Center, and similar organizations to educate and train small businesses owners about Internet uses, expansion strategies, and other topics to help the business grow.</td>
<td>As listed</td>
<td>Ongoing</td>
<td></td>
</tr>
<tr>
<td>Policy 10</td>
<td>Renovate and/or construct building space to act as an incubator for business. See tasks below</td>
<td>All</td>
<td>As listed</td>
<td></td>
</tr>
<tr>
<td>Policy 11</td>
<td>Investigate homesteading for development of homes for new residents.</td>
<td>Council, Staff</td>
<td>As listed</td>
<td></td>
</tr>
<tr>
<td>Item</td>
<td>Task Description</td>
<td>Responsible Entity</td>
<td>Contacts</td>
<td>Time Frame</td>
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<tr>
<td></td>
<td>Rezone the unplatted area for expansion of residential, commercial, and industrial properties according to the adopted land use plan.</td>
<td>Council, Zoning Board, CHED</td>
<td>1-2 Years</td>
<td>Short Term</td>
</tr>
<tr>
<td></td>
<td>Update zoning to encourage quality additions in residential areas for expansion of home occupations.</td>
<td>Council, Zoning Board</td>
<td>1-2 Years</td>
<td>Short Term</td>
</tr>
<tr>
<td></td>
<td>Update zoning to allow quick approval of businesses in the downtown area according to an adopted plan for the downtown.</td>
<td>Council, Zoning Board, CHED</td>
<td>1-2 Years</td>
<td>Short Term</td>
</tr>
<tr>
<td></td>
<td>Solicit advertising to assist with publication of the directory from utilities such as the power company</td>
<td>Mkt., Staff</td>
<td>Ongoing</td>
<td>Medium Term</td>
</tr>
<tr>
<td></td>
<td>Investigate starting a COOP/Mercantile for groceries and other consumer items.</td>
<td>All</td>
<td>1-2 Years</td>
<td>Short Term</td>
</tr>
<tr>
<td></td>
<td>Investigate the feasibility of having horsetel facilities, where people can stay in a motel and board their horses in the same location.</td>
<td>All</td>
<td>1-2 Years</td>
<td>Short Term</td>
</tr>
<tr>
<td></td>
<td>Obtain a grant to fund construction of a new or renovation of an existing building as an incubator, including seed money for operations. This could be phased using a technical assistance grant from WBC, followed by a Downtown grant or Business Ready Community Grant.</td>
<td>Council, Staff, CHED, Mkt. WBC, SBA, SBDC Business ready Communities Grant</td>
<td>1-2 Years</td>
<td>Short Term</td>
</tr>
</tbody>
</table>
### GOAL 2: SAFE AFFORDABLE AND AVAILABLE HOUSING TO MEET CURRENT AND ANTICIPATED NEEDS

<table>
<thead>
<tr>
<th>Item</th>
<th>Task Description</th>
<th>Responsible Entity</th>
<th>Contacts</th>
<th>Short Term 1-2 Years</th>
<th>Medium Term 2-3 Years</th>
<th>Long Term 3-5 Years</th>
</tr>
</thead>
<tbody>
<tr>
<td>Policy 1</td>
<td>Contract with area educational institutions to build one house per year for local auction.</td>
<td>Council; school</td>
<td>LCCC, others</td>
<td>Ongoing</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Policy 2</td>
<td>Inventory land within town that is serviced and zoned for residential use, and check with the property owner to determine its availability for development.</td>
<td>Staff; Mkt.</td>
<td></td>
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<tr>
<td>Policy 3</td>
<td>Amend Zoning Ordinance as necessary to allow duplexes in town.</td>
<td>Council; Zoning Board</td>
<td></td>
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</tr>
<tr>
<td>Policy 4</td>
<td>Host informational meeting for land owners with State of Wyoming housing programs to discuss availability of resources for housing upgrade and construction.</td>
<td>Council, CHED, WCDA</td>
<td>WCDA</td>
<td></td>
<td></td>
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</tr>
<tr>
<td>Policy 5</td>
<td>Finance and develop new owner-occupied and rental housing and infrastructure, and rehabilitate eligible older housing units by working with developers, financial institutions, and government agencies such as the Wyoming Community Development Authority, the US Department of Agriculture, and other state and federal housing programs.</td>
<td>Council; CHED; WCDA</td>
<td>WCDA</td>
<td>Ongoing</td>
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</tbody>
</table>

**General Housing Tasks**

<table>
<thead>
<tr>
<th>Task Description</th>
<th>Responsible Entity</th>
<th>Contacts</th>
<th>Time Frame</th>
</tr>
</thead>
<tbody>
<tr>
<td>Check zoning to allow mobile homes in acceptable areas, move people in mobile homes, then let them move up by purchasing or building a home.</td>
<td>Council; Zoning Board</td>
<td></td>
<td>Ongoing</td>
</tr>
<tr>
<td>Refine zoning to allow manufactured homes in site built home areas under conditions that will protect property values of existing homes.</td>
<td>Council; Zoning Board</td>
<td></td>
<td>Ongoing</td>
</tr>
<tr>
<td>Work with the builder who has built housing under the HOME program in town</td>
<td>Council; Staff</td>
<td></td>
<td>Ongoing</td>
</tr>
<tr>
<td>Infill housing into existing area - upgrade this to a policy</td>
<td>All</td>
<td></td>
<td>Ongoing</td>
</tr>
<tr>
<td>Build duplexes as a tool to provide homes for owners with rentals in the second unit.</td>
<td>All</td>
<td></td>
<td>Ongoing</td>
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</tbody>
</table>
### GOAL 3: INCREASED PUBLIC AWARENESS AND PRESERVATION OF CHUGWATER'S HISTORIC LEGACY

<table>
<thead>
<tr>
<th>Item</th>
<th>Task Description</th>
<th>Responsible Entity</th>
<th>Contacts</th>
<th>Time Frame</th>
</tr>
</thead>
<tbody>
<tr>
<td>Policy 1</td>
<td>Develop map for self-guided tours in and around Chugwater and distribute through museum, town hall, and local businesses.</td>
<td>CHUG</td>
<td>•</td>
<td>Short Term 1-2 Years, Medium Term 2-3 Years, Long Term 3-5 Years</td>
</tr>
<tr>
<td>Policy 2</td>
<td>Work with WYDOT to design and erect an interpretive map onsite at the rest stop that includes historic highlights of the area.</td>
<td>CHUG, CHED; Council, Mkt.</td>
<td>•</td>
<td>Short Term 1-2 Years, Medium Term 2-3 Years, Long Term 3-5 Years</td>
</tr>
<tr>
<td>Policy 3</td>
<td>Maintain or create western-style facades on buildings in the downtown area (include 1st and 2nd Streets) to promote a historic 'feel' to the community.</td>
<td>Council, CHUG, CHED</td>
<td></td>
<td>Ongoing</td>
</tr>
<tr>
<td>Policy 4</td>
<td>Identify historic resources on the Town of Chugwater Web site and stress their availability for viewing.</td>
<td>CHUG, Council, Mkt.</td>
<td>•</td>
<td>Short Term 1-2 Years, Medium Term 2-3 Years, Long Term 3-5 Years</td>
</tr>
<tr>
<td>Policy 5</td>
<td>Work with the State of Wyoming SHPO and/or State Tourism Office and provide them with a list of historic resources that need to be promoted in the area.</td>
<td>CHUG, Staff</td>
<td>•</td>
<td>Short Term 1-2 Years, Medium Term 2-3 Years, Long Term 3-5 Years</td>
</tr>
<tr>
<td>Policy 6</td>
<td>Follow through on the museum siting and improvements to increase its visibility and ability to attract visitors.</td>
<td>CHUG, Museum</td>
<td>•</td>
<td>Short Term 1-2 Years, Medium Term 2-3 Years, Long Term 3-5 Years</td>
</tr>
</tbody>
</table>

**General Tasks Goal 3**

- Combine the museum with the visitor center: CHUG, CHED
- Possible help from SHPO on the museum: CHUG, Mkt, SHPO
- Museum and incubator in same building possibly with Business Ready or downtown grant: All, •
- Use the Certified Local Government status to be able to use SHPO State Historic Preservation Office grant funds to develop information on historic sites: CHUG, Council
- Publish historic tour brochures: CHUG, Mkt, •
- Market history with a coordinated SHPO/state effort: All, Ongoing
## GOAL 4: COMMUNITY CONNECTIONS: A COMMUNITY THAT WELCOMES NEWCOMERS AND PROMOTES COMMUNITY PRIDE

<table>
<thead>
<tr>
<th>Policy 1</th>
<th>Task Description</th>
<th>Responsible Entity</th>
<th>Contacts</th>
<th>Time Frame</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Seasonal events that get residents together should be sponsored by the Town, such as a summer picnic and decorated tree-lighting ceremony in winter.</td>
<td>Staff, Mkt</td>
<td>Ongoing</td>
<td></td>
</tr>
<tr>
<td>Policy 2</td>
<td>Request that the area Chamber of Commerce compile a list of service clubs and organizations found in Chugwater and Platte County, which lets residents know what is available and how they can participate.</td>
<td>Council, CHED, Staff</td>
<td>Ongoing</td>
<td></td>
</tr>
<tr>
<td>Policy 3</td>
<td>Provide ‘welcome baskets’ to newcomers with information about the town, events, clubs and organizations, donations from area businesses, and coupons.</td>
<td>Council, CHED, Staff</td>
<td>Ongoing</td>
<td></td>
</tr>
<tr>
<td>Policy 4</td>
<td>Use a rotation system of Town Council members to telephone new residents, welcome them to town, and let them know how they can get in touch with council members or attend the meetings.</td>
<td>Council, Mkt, staff</td>
<td>Ongoing</td>
<td></td>
</tr>
<tr>
<td>Policy 5</td>
<td>Continue support for the annual Chugwater Chili Cook-Off.</td>
<td>All</td>
<td>Ongoing</td>
<td></td>
</tr>
<tr>
<td>Policy 6</td>
<td>Produce and maintain a simple Chugwater telephone directory, land line, and cell phone for local residents.</td>
<td>Staff, CHED, Mkt</td>
<td>Ongoing</td>
<td></td>
</tr>
<tr>
<td>Policy 7</td>
<td>Develop and distribute a community calendar that indicates special events, birthdays, celebrations, graduations, and so forth. Include important dates in the community newsletter.</td>
<td>Staff; Mkt, CHED, School</td>
<td>Ongoing</td>
<td></td>
</tr>
</tbody>
</table>

### General Task Goal 4

If not already in place, work with the Wheatland senior center to provide for a local van which could shuttle senior citizens and the public to Wheatland and Cheyenne. This would allow seniors to remain in the community longer as well as better access to services for the general public. WYDOT has funds for this purpose.

WYDOT Rural Transit Program
John Black 777-4131
GOAL 5: INFRASTRUCTURE/CLEAN UP: A COMMUNITY THAT IS INVITING TO VISITORS AND RESIDENTS AND WELL USED BY BUSINESS

<table>
<thead>
<tr>
<th>Item</th>
<th>Task Description</th>
<th>Responsible Entity</th>
<th>Contacts</th>
</tr>
</thead>
<tbody>
<tr>
<td>Policy 1</td>
<td>Sponsor a design contest for downtown site improvements.</td>
<td>School, Council; CHED</td>
<td>•</td>
</tr>
<tr>
<td>Policy 2</td>
<td>Hold community clean-up days that focus on 1st and 2nd streets first, then the rest of town.</td>
<td>School, Council; CHED</td>
<td>• • •</td>
</tr>
<tr>
<td>Policy 3</td>
<td>Arrange for free dump day at the landfill for large items, such as abandoned furniture and unusable appliances.</td>
<td>Council; staff</td>
<td>•</td>
</tr>
<tr>
<td>Policy 4</td>
<td>Create a local public/private entity to acquire property and vacant buildings on 1st Street for future development or reuse.</td>
<td>Investors, Council; CHED</td>
<td>•</td>
</tr>
<tr>
<td>Policy 5</td>
<td>Make sure all residences and businesses are properly addressed, contact property owners about the need to post address numbers on their property, and give them the option of installing their own numbers or having the town put up the numbers.</td>
<td>School, Council; Fire Department</td>
<td>•</td>
</tr>
<tr>
<td>Policy 6</td>
<td>Review all town codes and ordinances to bring them up to date and to make decisions regarding their enforcement.</td>
<td>Council; Zoning Board, staff, residents; businesses</td>
<td>•</td>
</tr>
</tbody>
</table>

**General Tasks Goal 5**

- Wait on improvements until they can leverage other funding - don't redo streets until necessary
- State Forestry program and Department of Agriculture have trees that the town can get
- Use Town of Mills format for nuisance abatement
- Dedicate town staff time and fire department time to installing house and building address numbers. Possibly hardware stores can donate the numbers, and the fire department can contact owners and remind them of the importance of having addresses and discuss other public safety issues.
- Consider developing a park or natural area along the Chugwater Creek as an additional draw for tourists.
- Rehab a building or construct a building for a clinic to attract doctors, possibly shared with another building

**Time Frames**

<table>
<thead>
<tr>
<th>Short Term</th>
<th>Medium Term</th>
<th>Long Term</th>
</tr>
</thead>
<tbody>
<tr>
<td>1-2 Years</td>
<td>2-3 Years</td>
<td>3-5 Years</td>
</tr>
</tbody>
</table>
### GOAL 6: CHUGWATER SCHOOL: SCHOOL FACILITIES AND PROGRAMS THAT EXCEED IN ACADEMICS AND COMMUNITY LEARNING ENVIRONMENT

<table>
<thead>
<tr>
<th>Item</th>
<th>Task Description</th>
<th>Responsible Entity</th>
<th>Contacts</th>
<th>Time Frame</th>
</tr>
</thead>
<tbody>
<tr>
<td>Policy 1</td>
<td>Feature the school on the town Web site as both an asset and amenity, and create a link to the school Web site.</td>
<td>Council, staff, school</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Policy 2</td>
<td>Provide students with opportunities for meaningful community service, such as downtown beautification or neighborhood clean-up.</td>
<td>Council; staff; school</td>
<td></td>
<td>Ongoing</td>
</tr>
<tr>
<td>Policy 3</td>
<td>Offer adult education courses at the high school</td>
<td>School</td>
<td></td>
<td>Ongoing</td>
</tr>
<tr>
<td>Policy 4</td>
<td>Promote student population growth.</td>
<td>All</td>
<td></td>
<td>Ongoing</td>
</tr>
</tbody>
</table>

**General Tasks Schools**

<table>
<thead>
<tr>
<th>Item</th>
<th>Task Description</th>
<th>Responsible Entity</th>
<th>Contacts</th>
<th>Time Frame</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Recruit families with children to Chugwater. See Policy 4</td>
<td>All</td>
<td></td>
<td>Ongoing</td>
</tr>
<tr>
<td></td>
<td>Work with WCDA and home builders to construct duplexes and other units available for teacher housing.</td>
<td>All</td>
<td>WCDA</td>
<td></td>
</tr>
</tbody>
</table>

*Community Development Plan - Page 36*
APPENDIX
I. SUMMARY

- Step One—Adoption
- Step Two—Marketing Grant
- Step Three—Marketing Preparation
  - Tasks 1 through 4

CHUGWATER AREA MARKETING PLAN

I. SUMMARY

This Marketing Plan is written as part of the Chugwater Community Development Plan and is a plan to market the entire town and vicinity. It is a guide to revitalize the town's commercial areas, as well as support revitalization of the residential area.

To be successful, the marketing plan must be based on the goals outlined in the Community Development Plan. Good planning involves having a vision and a sense of direction, and the Community Development Plan and implementation guide are the "road map" on how to achievegood planning. The Marketing Plan is a tool for taking the steps to reach the goals mapped out in the Community Development Plan.

The Town Council for the Town of Chugwater will have a significant role in the coordination and follow-through of the Community Development Plan and the implementation of the Marketing Plan. They can be advocates for using public funds for town improvements and programs, and they can provide leadership that will lead to a strengthening of the town's economy. One example of an action the Town Council can take is to obtain a grant that funds a Technical Assistance Marketing person who will serve under the direction of the Town Clerk. Resources such as the Wyoming Business Council can offer many avenues that will assist the town with implementation.

What follows below are several steps that should be taken in order to market the Chugwater area as an attractive place for businesses.

**Step One - Adoption**

The first step in the implementation strategy is the adoption of the Community Development Plan and the Marketing Plan by the Town Council.

**Step Two - Marketing Grant**

The second step is to seek and obtain funding for staff to serve as a Marketing Coordinator.

**Step Three - Marketing Preparation**

**TASK 1—Brochure, Web site, and Marketing Video**

Develop a brochure, Web site, and profile of the town emphasizing its positive attributes. The information should include:

- Existing businesses, services, and the owners or managers.
- Existing facilities and amenities.
- Population of market area, including growth expectations.
- Employment base.
- Average family income and retail expenditure potential.
- Description of revitalization effort including planned public improvements and key people to contact.
- CHED information—activities, calendar of events, business/advertising assistance.
- Any building acquisition or facade loan programs the town agrees to use.

**TASK 2—Compile a vacant building/site inventory including:**

- Building location, conditions, description, size, acquisition costs, rents and ownership.
- Vacant land and buildings available for sale or lease.
- Advertise available space and needs of the area.

**TASK 3—Contact File**

Develop a filing system for tenants and businesses that are needed in the area, beginning with the businesses already there.

- Keep files on all the businesses contacted, enabling a good follow-up program to be initiated.
- Find out the businesses needs and requirements for locating in the area. This information can be used later as conditions develop.

**TASK 4—Make Contacts**

Contact targeted business types with a documented market potential.

- Write to the general offices of businesses that are strong in other communities similar to Chugwater or a little larger.
- Send brochure, vacancy and market study information to contacts. Inquire as to what their needs are in order to locate in Chugwater.
I. SUMMARY CONTINUED

• Task 5

Step Four—Funding

II. SETTING THE FRAMEWORK

Task 5—Incentives

Set up incentives for businesses to locate to Chugwater and to help local entrepreneurs start new businesses in the area.

• Business training programs.
• Loan packaging.
• Coordinated promotion and advertising.
• Low-cost financing through regional banks with SBA loan guarantees.
• Commitment to future public improvements.

The primary ingredient necessary to accomplish the above suggested program is a Marketing Coordinator located at least part time in an office in the Town of Chugwater. The described marketing effort requires a knowledgeable person to be available to follow up on leads, answer phone inquiries, and develop the brochures and solicitations recommended. This individual can have additional responsibilities, such as providing staff assistance to the merchants and local developers.

Step Four—Funding

In the fourth step, the town should contact all grant sources to get familiar with the programs that are available to them. It is important that the town establish as qualified and interested in these funding programs.

The Town Council will also need to assist in the development of downtown and business recruitment and coordinate any market analysis, design, planning, and packaging for the prospective businesses in the area.

Five areas are recommended for redevelopment and are shown below. This suggestion hinges on revitalizing downtown and existing residential areas, and creating additional opportunities for future development.

- Downtown—First Street and Second Street
- Main I-25 Interchange / Rest Area
- Developed Residential Area
- Lands North of the Residential Area
- Town-Owned Land West of Town

In conclusion, the Marketing Plan provides both the framework and a process of implementation for the revitalization of the Town of Chugwater. As a framework, this plan contains the basis for which decisions which can be made for land use, development, business recruitment, and expansion. As a guide for implementation, this plan charts a path by which the town can implement and achieve the goals described in the Community Development Plan. This is the first step in an ongoing process that needs to be subject to continuing review and modification. It is essential that the plan be modified as opportunities, growth, and positive change arise.

II. SETTING THE FRAMEWORK

This marketing plan is designed to be a constant reference tool for the town in the implementation of the Community Development Plan. The purpose of this marketing plan is to create the framework and basic approach that will market Chugwater as a whole in a successful step by step community effort. The marketing plan is built on recommendations that are based on the observations of and discussions conducted with the residents of Chugwater.

Whether a major city or a small town such as Chugwater, communities are defined by what their downtown looks like. This is the image that stays with first-time visitors and makes the residents proud to live in the community. The energy that the downtown has also says a lot about local commitment to the town and is a measure of the vitality of the area. So it definitely is worthwhile to pay attention to what is happening—and has the potential for happening—in Chugwater’s downtown area.

Various studies and plans completed indicate that as a rule one of the primary economic and community goals should be to establish an “identity” for the downtown and town as attractive as possible to residents and businesses to better provide the basic services the residents need. Existing businesses need to be viewed as assets and to be treated with care and respect. In addition, it is important to diversify and broaden the employment base. An historic downtown, as an agent for the overall coordination implementation of local planning and development decisions, can serve as an engine for job creation, and help preserve the historic character of the town while being an instrument of its growth.

Implementing the Marketing Plan with local government working as a partner with other local agencies, property owners, and local businesses can provide coordinated efforts to revitalize downtown and grow the community. This Plan can be the glue that binds all the various groups concerned into a successful redevelopment program.
III. IMPLEMENTATION GUIDES

A marketing plan is the process for analyzing, planning, and managing development. Effective marketing includes the education of local residents and other consumers about the community’s assets and then strengthening those assets by revitalizing downtown, growing established businesses, and image building.

This marketing plan will assist the Chugwater area in capitalizing on its historical, cultural and physical setting. Coordinated by a designated person, the program depends upon the full support and commitment of public and private sectors. The implementation guides are:

- **Organization** - The organization component of the plan identifies and enlists the support of elected officials, business and community leadership.
- **Marketing** - The marketing component works to improve and unify the image of the Town of Chugwater to market it as a destination.
- **Economic Restructuring** - This area of the plan works to redefine the town’s position in the local trade area by recruiting new and complementary businesses. Economic restructuring also includes efforts to find new uses for vacant lots and buildings and works with existing businesses to improve their ability to do business.
- **Design** - The design component seen throughout this plan works toward the improvement of town’s physical appearance and the refurbishing of the infrastructure. This is extremely important in the efforts to reverse negative images or create new, positive ones.

IV. ORGANIZATIONAL RECOMMENDATIONS

- **Coordination**
- **Process**

To start the organizational process, the following should be implemented through the Town Council:

1. Hire a marketing person who will work under the direction of the Town Clerk to implement the Marketing Plan.
2. Make maximum use of the resources of the state through the Wyoming Business Council, SBA, SBDC and other development agencies.
3. Pursue a technical assistance grant to accomplish this work.
4. Have an established job description in line with the Marketing Plan and a process of recruitment for that position, with a time line for employment and bench marks for evaluation.
5. State that the goals of the Marketing Coordinator are to work with the town to develop the promotional program and make contacts with potential businessmen and service providers.
6. Use a visual method to track progress of the marketing plan that can inform the community on the success of decisions that are taking place. Establish an easel or bulletin board with simple facts or pictures in the stores, post office, and town hall, (i.e. a picture of the new street lamps or entrance sign before it is installed) of the progress.
7. Use the local newsletter and area media to send the message out about the program. This can mean the success of a program and is often the single best instrument to carry the message.

The above approach utilizes the Marketing Coordinator to:

- Build consensus.
- Take limited resources for their best utilization.
- Spread the work load, and take responsibility for the task.
- Coordinate marketing development efforts with the other community efforts.
- Be the focal point to disseminate information to the media, clients, existing residents and answer questions.
V. MARKETING RECOMMENDATIONS

• "Marketing Chugwater"
• Establishing Image
• Historic Tourism Development

VI. ECONOMIC RESTRUCTURING

Historic Tourism Development

1. Develop marketing brochures for I-25 drop sites;
2. Create video on Chugwater. Have CHED and Chamber distribute it;
3. History marketing sources – State Historic Preservation Office;

The basic model for marketing all of the development areas in Chugwater

The advantage of downtown redevelopment is the creation of downtown as a focal point for the community, to improve the perception of the community as a quality town, where new people will want to locate and where they will want to live, visit and work. The people of Chugwater identified their town as a community with low crime and good people who like and want to preserve the small community atmosphere “where everyone knows everyone.” They want to preserve their way of life and also see the need to upgrade the identity of the town, have a central downtown location, and provide basic services to residents. They don’t want or need to become any different than they already have been in the past; they only want the town to be better.

Retailing has traditionally been an important economic activity and is still vital in creating an effective scenario for the town. To have customers there must be products and services the customer wants. The town must be saleable before the goods and services can draw customers. Factors that contribute to a town’s image are:

1. Physical characteristics;
2. The attitudes of the community comprised of residents, merchants, business people and anyone doing business in town, e.g., local government;
3. The variety of goods and services available. Sad to say, but one thing that limits the ability to recruit more diversified businesses is a lack of diversity. One must know one’s mix to begin to address the situation;
4. The quality of existing promotions. The only thing worse than no promotions are bad ones;
5. Existing uses of buildings.

VI. ECONOMIC RESTRUCTURING

Three principal areas of economic restructuring are important to the Town of Chugwater. These are: property reinvestment; understanding markets; and business retention, expansion, and recruitment.

The property ownership patterns reflect the successes of thirty years ago but perhaps not the realities of current economies. As long as these ownership patterns hold, current development will to some extent be thwarted. The key to solving this problem is getting passively owned properties in the hands of people who can and will invest in them.
V. ECONOMIC RESTRUCTURING CONTINUED

• Step 1—Expand the current inventory of existing businesses

• Step 2—Complete a Business Profile
  • Demographics

Marketing Plan - Page A-5
V. ECONOMIC RESTRUCTURING CONTINUED

- Step 2—Complete a Business Profile
  - Retail Sales Leakage
- Step 3—Survey Community Needs

Retail Sales Leakage

Leakage is basically that portion of potential sales that are being made outside the local retail trade area. Put another way, that percentage of the total potential sales that are not being locally captured represents a very real possibility for either new local businesses or expanded efforts by existing businesses.

Step 3—Survey Community Needs.

The Town of Chugwater needs to help in the process of defining a positive image for the community. There are four areas that should be addressed and undertaken in this process. They include a survey, interpreting the market data, develop a position statement, and a logo and slogan.

A. The community assessment was completed in 2001. Ten major themes emerged from the community discussions (listed alphabetically below):

- Beautification (trees, flowers, vacant lots, old buildings and vehicles, loose animals, streets and sidewalks)
- Community facilities (museum, town hall, recreation center)
- Community growth (planned, lack of land and housing, jobs, grocery/hardware store)
- Economic development (Main Street, business expansion and new businesses, jobs)
- Housing (affordable, modulars, senior housing, appraisal gap, rental shortage)
- Internal communications (programs, services, organizations, churches, ordinances)
- School
- Services (community, family, medical, EMS, citizen involvement, diversity of skills)
- Telecommunications (phone, Internet, tele-medicine)
- Tourism/marketing community (capitalize on history, protection of historic resources, generational continuity of historical data, western theme)

That assessment was followed up by the completion of the Community Development Plan in 2004. The Steering Committee for that Plan verified the above issues and also mentioned the following:

- Why do a community development plan? To improve our quality of life.
  - Priorities, aesthetics, infrastructure, living with people, jobs
  - Have a small town atmosphere, reasonable growth rate minus a boom cycle
  - Have enough people to support a grocery store and doctor
  - Be self-sufficient while still knowing neighbors

- How to organize the group to take action after ideas/grant suggestions are proposed

- Use 2001 Community Assessment as a basis for forming committees (historic preservation, beautification, economic development, and so forth)

- Resource allocation issues of doing groundwork in the 400+ acres the Town owns versus making improvements within the town limits

- How to implement business ideas (repair shop, bakery, music studio, etc.) from great ideas with little funding, to viable store front operations

- Chugwater is landlocked
  - Barter land that is close to town to trade for the 400+ acres owned by Town?

- A fair amount of land in the town is owned by absentee landowners

- A fair amount of land within the town is vacant

- What is the demand for housing?
  - Rentals?
  - Seniors?
  - Three bedroom houses?

- Trailer park could provide transitional housing for newcomers

- The following connection makes a community: jobs/housing/recreation/services

- Develop Horton’s Corner for tourist businesses (latest WYDOT traffic count indicated 6,100 vehicles per day)

- Need more clean up enforcement (lots of trash behind the school and it makes a poor impression)
Step 4—Improve Business Retention, Expansion, and Recruitment

- Retention
- Expansion

B. Interpret this market data and create a package for use by existing businesses to adjust and expand their operations and by the Marketing Coordinator to recruit new businesses.

C. Develop a position statement, referring to what standards are being used. This will tell everyone what is supported and the values the town stands for.

D. Develop a logo and a slogan, keeping in mind the position that these will be attempting to create a positive image of Chugwater in potential consumers' minds. The logo and slogan should be used extensively. Usage possibilities include joint and individual advertising, 1-25 marketing and all marketing materials; and at Gateways.

Step 4—Improve Business Retention, Expansion, and Recruitment.

The goal to maintain and improve existing properties and to encourage new investment, is a good one, but before it can be obtained the business climate must be improved. To do this there are basically two courses of action: find more ways of serving existing customers and clients or ways of expanding the number of new customers.

There are three basic strategies involved in improving business:

- Retention of existing businesses to provide the stability to demonstrate that Chugwater is indeed a good place to do business.
- Expansion of existing businesses to serve more needs.
- Recruitment of new businesses to supplement and expand the range of commerce available downtown.

Retention

Chugwater can assist the retention of existing businesses in a number of ways. In general, the efforts at retention are focused on improving the business practices of these businesses and assisting in publicizing these efforts. What is ultimately needed is more effective merchandising. A few strategies are:

- Encourage retailers to look at their store as customers do.
- Assist stores with interior layout.
- Encourage retailers to keep stock up to date and put merchandise which has not "moved" on the sales rack before the end of each season. Merchandisers should be encouraged to purge their inventory. If merchandise doesn't move when marked down, there are vendors who will take it at a greatly reduced price; or, it can be donated to Good Will or a similar service. However it is moved, outdated merchandise must go.
- Encourage good service and hospitality.

The above focuses on retailers. Services are also an important part of the business mix. The program can work with service businesses by:

- Assisting in publicizing business services through a business directory. These directories, particularly when tied to a graphic map showing the location of businesses, are a tremendous sales tool.
- Working with them in procuring business assistance through such organizations as the Small Business Administration (SBA), the Small Business Development Center (SBDC), Wyoming Business Council, the area colleges, and other resources.
- Working with the merchants to encourage more effective networking of the various resources that are available wherever they may be found. Shared information is the greatest weapon that can be brought to bear on any problem.

By serving the other areas of the Chugwater area, such as the residential areas, nearby ranches, and government, and working to recruit additional commerce such as industry, the program can do a great deal to assist retail and service sectors. The best way to retain the existing mix is to encourage everyone to work together for the greatest benefit of the entire region.

Expansion

The first way that the Marketing Coordinator can help bring about the expansion of existing businesses (another great strategy to help maintain other existing businesses, thanks to the increased traffic expanding businesses bring) is to assist in locating possibilities for expansion.

- Reposition the business, which involves adding new goods and services to meet the needs of a changing customer base.
- Expand inventories in current products, to create a wider range of buying opportunities in a range of products similar to current types of merchandise;
- Add new product lines, which can complement existing lines or even be competitive lines;
- Relocate to a larger or more advantageous location, hopefully to downtown to give more room and/or display for expanded lines or possibly to improve the cluster in a certain area of merchandising.
V. MARKETING RECOMMENDATIONS CONTINUED

- Step 4—Improve Business Retention, Expansion and Recruitment Continued
  - Recruitment

- Step 5—Develop a Recruitment Packet

Other types of assistance to expansion include locating possible forms of technical or financial assistance. Part of this involves using surveys to determine needs and opportunities. Other immediate areas of assistance would be:

- Assistance in locating loans (some revitalization programs even have loan pools to assist with purchasing inventory; some SBA programs are targeted at this, as well);
- Assist in locating new lease or purchase property to house their business. An improved location can significantly increase business if it is a well thought out move;
- Procure assistance in preparing business plans. The lack of an effective business plan is a great deterrent to successful businesses. SCORE, and the S.B.D.C. are sources of help.

- Work with local educational institutions to make sure that there is an adequate supply of trained staff available.

Recruitment

To repeat a point made earlier, recruitment is desirable but not without some overall concept of the market one is trying to serve and not without some concept of the overall scheme the Town is trying to create for itself. Filling a space with anything that wanders in is too often very harmful.

Do not lose sight of the various forms of commerce that comprise downtown. Retailing is only a portion of it. The percentage of total sales generated by traditional retail is diminishing as a percentage of all retail transactions, no matter what the venue. Catalog sales, Internet sales, and others are commonly used and occupy a greater percentage of total sales. Most large developments attempted three days follow a mixed-use pattern in part for exactly that reason. To base downtown revitalization exclusively on retailing is therefore a difficult proposition.

Beyond retailing there are several other categories of use that can be appropriate. Other appropriate downtown uses are:

- Service and professional businesses. While it is desirable to leave traditional retail spaces in retail uses, rehabilitation for other uses can preserve basic street fronts. Professional uses are a traditional element of downtown, in part because they profit from proximity to the variety of other services that are available downtown: the bank, post office, town hall, library, retail and other professional uses.
- Restaurants/Entertainment. Another traditional role of downtown is the restaurant and entertainment function. Food service brings people together at a central location, and it also helps increase shopping potential downtown.
- Government. These are one of the real advantages downtowns have. Government is a built-in traffic generator of the first order due to their own employees and the people using their services. The Town of Chugwater should strongly consider the downtown for any new facilities for town or county government.
- Financial institutions. Again a great advantage because of the traffic they bring. Also, their location downtown is a symbol of their commitment to downtown.
- Industry. This has been overlooked as a component in many downtowns and is becoming a focus for many revitalization efforts.

Once these steps are taken, the Marketing Coordinator should undertake the following:

- Make a list of possible businesses. This will be based on the earlier survey and market data. Revitalizing a downtown makes an important distinction in offering this advice: Potential market demand is the key in this area, not preferences stated by consumer surveys. Everyone wants a movie theatre, but there must be enough trade to support the business.
- Collect information on potential businesses in nearby communities, which are ideal prospects for location into your community. Recruitment committee members should visit these businesses and make notes regarding approximate square footage, customer profiles and other relevant data.

Step 5—Develop a Recruitment Packet.

Before beginning a courtship with a new business, examine existing retailers and see if there is a local retailer who might expand his/her business to fill that possible expansion. This rewards a local business that has worked faithfully to create a better downtown and avoids possible conflicts arising from recruitment displacing existing businesses. Statistically there is a greater chance of an existing business making the expansion successful than there is for a new business to make it. Assuming there is need for a new business, then consider the following steps.

The first step in beginning recruitment is to put together a recruitment packet. These packets include:

- Information regarding available space. This will also help in finding locations for businesses that arrive unsolicited;
- Demographic materials regarding the community, including major employers, local economic trends, tax rates, utility cost/availability, transportation systems and local salary levels;
V. ECONOMIC RESTRUCTURING

CONTINUED

- Step 6—Create a Recruitment Team
- Step 7—Address Financing

Step 6—Create a Recruitment Team.

- Put together a recruitment team to make contact with potential businesses. Recruitment committee members should visit local businesses and make notes regarding approximate square footage, customer profile and other relevant data.
- Keep a file of contacts with prospective business names, dates contacted, and other pertinent information.
- Talk with existing landowners on possible sales or lease, cost of buildings and land.

Step 7—Address Financing.

As the Town of Chugwater develops a strategy of recruiting new target businesses and as new businesses come in or existing businesses relocate, financing needs will arise. The Marketing Coordinator can arrange the meetings between the landowners and clients as the interest starts to grow. Through this process, different funding sources should be explored which could aid in the realization of many of the recommendations presented in this plan. Private/public partnerships should be considered to support some of the investments in downtown improvements. In addition, several options are available to maximize the likelihood of private investment occurring and to help leverage public funding for improvements.

The financing programs described below are potentially available for funding all or part of the improvements for the Town of Chugwater. Each is described in general terms and subdivided into municipal, county, state and federal level programs.

1. Local Improvement or Assessment District. Municipalities may make local improvements and/or provide for their maintenance by imposing special assessments on the properties benefiting from the improvement to pay for part or all of the costs of the improvement. Local improvements generally include public infrastructure such as streets, water and sewer, curb and gutter, and sidewalks. They can also include sidewalk improvements such as streetscape and landscape improvements and pedestrian malls. A city can initiate an improvement district. It can be overturned by petition of area property owners covering one-half of the assessed value of the affected district.

Assessment districts are generally used to finance capital improvements where the benefited properties are the immediately adjacent or nearby properties. For this reason, assessment districts are often used for mall or streetscape improvements. Assessments can be levied on front foot or square foot of property; however, partial percentage assessments can be levied on less proximate properties if the benefits can be clearly shown.

2. One Percent Sales Tax. The major source of local match has been the One Percent Tax, which generates significant revenues for the town.

3. Capital Facilities Tax. Wyoming counties may impose an additional sales and use tax of 1% for the purpose of planning, constructing, furnishing, equipping, and paying debt service for any specific capital improvement project or projects authorized by the electors. Before any proposition to impose the tax may be placed before the electors, the County and the governing bodies of at least two-thirds (2/3) of the incorporated municipalities within the County must adopt a resolution approving the proposition. The tax terminates the month following the month in which the amount approved by the electors is collected.

4. City Capital Improvements Fund (CIP). The bulk of funding for non-highway capital improvements comes from the One Cent sales tax. Infrastructure improvements needed in the downtown, affecting the health and vitality of the downtown business environment and hence the town's tax base, need to be identified far in advance in order to build a basis for funding. As discussed under the one cent funding, if the projects have matching funds from the private sector, they will inevitably receive higher priority based on this private sector commitment and public investment leverage.

5. Community Development Block Grants (CDBG). Community Development Block Grant funding as administered by the Wyoming Business Council is available to assist local governments fund construction projects. Anticipated projects will generally include assistance for public facilities, rehabilitation of commercial or industrial buildings, historic preservation and land acquisition and clearance.

6. Wyoming Community Development Authority. The WCDA is the state's housing and commercial finance authority with the ability and authority to issue tax-exempt mortgages and bonds for eligible projects. Housing loans are made primarily for low- and moderate income projects. Commercial loans are primarily provided to projects meeting economic development/job creation criteria.
V. ECONOMIC RESTRUCTURING
CONTINUED

Step 7—Address Financing Continued

7. **Small Business Administration.** This division of the US Department of Commerce provides low-interest loans and loan guarantees to small businesses. The two primary SBA programs with applicability to downtowns are:
   - **SBA 504 Program.** This program allows an existing business to acquire fixed assets including real estate, machinery and equipment, leasehold improvements, furniture and fixtures. SBA 504 loans generally carry a maximum limit of $750,000 and can be made utilizing a low down payment, extended terms and below market or fixed-interest rates. SBA 504 certified development corporations sell 100 percent guaranteed loans for up to 40 percent of the cost of a small business plan acquisition or development project. The remaining amount of necessary financing must come from non-federal sources.
   - **SBA 7(a) Loan Guaranty Program.** This program utilizes the financial strength of the SBA to provide a private lending institution with a guaranty of up to 90 percent of the total loan amount to reduce the risk to the lending institution. The 7(a) program is utilized for both short- and long-term financing to acquire land, buildings, machinery and equipment, provide working capital and debt refinancing.

8. **Community Reinvestment Act.** The basis of the Community Reinvestment Act began with the passage of the Home Mortgage Disclosure Act of 1975. The Act was passed in an effort by Congress to ensure that financial institutions make credit available within their local communities. The problem was based on the fact that some financial institutions took deposits from their local neighborhood but would "red line" the area based upon the housing stock age or the presence of racial minorities. Under this Act, every institution that makes federally related mortgage loans must compile and maintain data to illustrate mortgage lending activity by census tract and make the information available to the public. In 1977, Congress enacted the Community Reinvestment Act which states that:
   - Regulated financial institutions are required by law to demonstrate that their deposit facilities serve the convenience and needs of the communities in which they are chartered to do business.
   - The convenience and needs of communities include the need for credit services as well as deposit services.
   - Regulated financial institutions have continuing and affirmative obligations to help meet the credit needs of the local communities in which they are chartered.

As a result, banks have established Community Development Corporations (CDCs) or other vehicles to provide a pool of funds for higher risk loans to meet CRA requirements and objectives.

9. **Federal Tax Credits.** The federal government provides direct tax credits for investment in targeted projects. Two programs are applicable to Chugwater.
   - **Investment Tax Credits (ITC) for Historic Rehabilitation.** The Investment Tax Credit (ITC), as defined by the Tax Reform Act of 1986, allows an individual or corporate taxpayer to take a 20 percent tax credit for the substantial rehabilitation of historic buildings that are income-producing. (Owner-occupied residences cannot qualify for the ITC.) It also allows a straight-line depreciation period of 27.5 years for residential property and 31.5 years for non-residential property for the depreciable basis of the rehabilitated building, reduced by the amount of the tax credit claimed. To qualify, a building must be listed in the National Register, or certified as being eligible, and the rehabilitation project must be approved by the Wyoming State Historical Preservation Office (SHPO).
   - **Low-Income Housing Tax Credits.** The low-income housing tax credit was created by Congress in 1986 as a replacement for other housing tax preferences. The credit may be claimed over a 10-year period by owners of residential rental projects providing low-income housing. In general, the low-income housing tax credit is a credit against taxes in each year of a 10-year period.

10. **Foundations.** There are many foundations nationwide which make contributions to programs or organizations within their funding guidelines where they have a local presence. Directories of foundations are available that provide a quick overview of what the foundations will fund and how to apply for them. There are several published resources for information on foundations:
   - Laramie County Community College Library publishes a foundation directory on foundations that generally make contributions in Wyoming. Contact the Library.
   - The Foundation Center, Los Angeles provides a newsletter and training on fundraising and publishes the Foundation Director on the Country's major foundations. 1-800-424-9386.
   - The Fund Raising Institute in Rockville, Maryland publishes foundation directories and other fundraising how-to's. 1-800-877-8238.

11. **Wyoming State Loan and Investment Board.** The State Loan Investment Board, made up of the State's elected officials, provides 50 percent grants and grant/loan combination funding packages for communities, counties and districts through a mineral severance tax pool. The current priorities
V. ECONOMIC RESTRUCTURING CONTINUED

- Step 7—Address Financing Continued

- Funding Research Resources

12. Tree City USA Grants. The State of Wyoming has small grants available for purchase and installation of trees. The town would have to apply. The grants have a maximum of around $2,000, but the application takes only a short time to fill out.

13. State Community Development Block Grant Economic Development Funds

- Business Development Loans and Grants. This program provides low interest loans and grants to businesses for a variety of uses.

- Infrastructure grants. Infrastructure grants are made for improvement of public utilities and roadways, infrastructure provided by the community and owned by the community. For instance, roadway or possibly parking lot improvements designed to serve a particular business that could not afford to relocate without the infrastructure improvements would be one use. High job creation ratios are necessary, and a local match is required.

15. Local Contributors. Local businesses should be solicited for contributions for benches, trees, and other permanent fixtures that can bear plaque with the name of the contributor. Service clubs and other community organizations are often willing to contribute if asked. The Marketing Coordinator should develop a short presentation using the streetscape improvements plan and solicit contributions for trees, benches, banners, and other visible streetscape items from such groups. It is important to account for contributions of this type and leverage them a local match for other grants.

16. Economic Development Administration. The EDA is a federal department which makes grants/loans to business and industry through municipalities and counties. The application process is difficult; many federal regulations complicate the process and written commitments for job creation are required. The EDA may be most likely to invest in rehabilitation of a major building to bring in a major light manufacturing firm.

17. Wyoming State Historic Preservation Office. SHPO provides small grants for historic preservation research.

18. Wyoming Council Of The Arts. The Council sponsors festivals, performances and other activities that have been and should be included in downtown festivals. These grants should be used to increase activity levels in the downtown.

19. The Wyoming Council Of Humanities. The Humanities Council sponsors speakers and presentations that could be coordinated by the city to increase activities in the Downtown.

20. Transportation Efficiency Act (ISTEA). The ISTEA program is a federal program which was signed into law in 1991. This landmark legislation recognizes that transportation programs must be compatible with environmental goals. The program is administered in the state by the Wyoming Transportation Department.

Separate funding programs exist within ISTEA for enhancements to highway systems and areas off the state highway system.

On-System funds for enhancements include streetscape improvements to highways on the state highway system. Applications are reviewed when presented and funding is typically 90% TEA and 10% local.

TEA-Local funds are available for design and construction of enhancements including streetscape improvements to streets not on the state highway system but designated as arterial streets. Applications are reviewed annually. Funding is typically 80% TEA and 20% local.

21. The Wyoming Business Council has a grant program for construction of infrastructure for business park development. This program is primarily for municipally-owned business parks. There may be some potential for the town to use this program to help provide for business development, given the right project comes along.

The Community Enhancement element of the program was revised by the Legislature in the spring of 2005, and will allow for public facility project funding, including recreational and park improvements. Both these programs need to be extended by the legislature. They are very popular, however, and likely to be continued.

Funding Research Resources

The following is a list of funding resources the Town of Chugwater can access for assistance with fundraising. Some of the sources are primarily for local government assistance and Chugwater would have to apply for funding.

1. The Government Finance Officers Association provides assistance over the phone and publishes how to books - (202) 429-2750.

2. The International City Management Association provides general information (202) 269-4262.
## FUNDING/FINANCING PROGRAM SUMMARY

<table>
<thead>
<tr>
<th>FUNDING/FINANCING PROGRAMS</th>
<th>Municipal</th>
<th>State</th>
<th>Federal</th>
</tr>
</thead>
<tbody>
<tr>
<td>Special Improvement Districts (SID)</td>
<td>General Obligation Bonds</td>
<td>General Fund - Capital Improvements</td>
<td>Optional Sales and Use Tax</td>
</tr>
<tr>
<td>Planning/Engineering</td>
<td>•</td>
<td>•</td>
<td>•</td>
</tr>
<tr>
<td>Streetscape Improvements</td>
<td>•</td>
<td>•</td>
<td>•</td>
</tr>
<tr>
<td>Street Improvements</td>
<td>•</td>
<td>•</td>
<td>•</td>
</tr>
<tr>
<td>Subsurface Utilities</td>
<td>•</td>
<td>•</td>
<td>•</td>
</tr>
<tr>
<td>Off-Street Parking</td>
<td>•</td>
<td>•</td>
<td>•</td>
</tr>
<tr>
<td>Interpretive Parks</td>
<td>•</td>
<td>•</td>
<td>•</td>
</tr>
<tr>
<td>Art/Sculpture</td>
<td>•</td>
<td>•</td>
<td>•</td>
</tr>
</tbody>
</table>

*Wyoming Department of Transportation*

*Wyoming Farm Loan Board*

*Wyoming State Forestry Division*

*Wyoming Community Development Block Grant (CDBG)*

*Intermodal Surface Transportation Efficiency*
TIPS FOR MARKETING AS YOU DEVELOP THE "PLAN"

1. Develop a visual image of what you want or what you are looking for. Create the image; i.e. want a bank—put up a sign stating you want a bank in this location, plant the seed. Use uniform signage so people will start to recognize it with a slogan or logo.

2. Always market property or buildings with a contact name and phone number.

3. Have the property showable and attractive.

4. Be visual, put drawings in the post office, town hall, etc.

5. Efforts at selling the various potential consumers can be done by a slide presentation or video that includes before and after shots of the Town of Chugwater, and other positive to show the good things about Chugwater.

6. Use the Prairie Press to tell people what you want, or your success stories.

7. Understand your strong points and use them.

8. Talk with people, encourage them to participate. Most people won't do anything until they are asked.

9. Use a consistent message.

10. Use quality graphics and presentation materials.

11. Allow time for people to react.


13. Choose your words well when wanting to stimulate development. Use the term "Planned Growth" to describe the process.

14. Make the system "user friendly."

15. Make the plan known to existing businesses, work with them first before recruiting new businesses.

16. Cooperate with advertisers for Chugwater billboard space.