Revitalization for Downtown Newcastle Master Plan

Newcastle, Wyoming
August 31, 2000

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Revitalization for Downtown Newcastle
Master Plan
Newcastle, Wyoming

August 31, 2000

in conjunction with
North East Wyoming Economic Development Coalition
The City of Newcastle
and
The Wyoming Department of Transportation

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I. EXECUTIVE SUMMARY
A. Introduction

Through major funding from the U. S. Department of Commerce Economic Development Administration, the North East Wyoming Economic Development Coalition (NEWEDC) sponsored this study. NEWEDC is a regional organization representing five Wyoming counties – Campbell, Crook, Converse, Niobrara, and Weston; its mission is to enhance the quality of life for area residents and assist in economic development.

B. Study Area

Located in the northeast corner of the state, Newcastle is the largest community in Weston County and is also the home of its county government. The master plan focuses on revitalizing Newcastle's historic, central business district. Specifically, the study area of this master plan is the three blocks of West Main Street between Summit and Railway Avenues and one block north and south of West Main. Residential property on the side streets within the study area is excluded.

Once a thriving commercial center, downtown Newcastle has been on the decline over the past several years. A number of factors have contributed to this decline:

- Loss of many historic downtown buildings due to fires.
- Limited customer base. The trade area is relatively isolated and sparsely populated.
- Increased mobility of society. Highway and interstate systems facilitate travel to larger, nearby commercial centers such as Gillette, Wyoming and Rapid City, South Dakota.
- Boom and bust economic cycles. The economic base of the area is tied to basic commodities such as mineral production, ranching and dry land agriculture, and timber products.
- Local commercial development. Most new commercial development is taking place in areas other than downtown.

C. Goals and Objectives

This master plan endeavors to provide appropriate avenues to revitalize downtown and reestablish it as the historic, commercial, and cultural heart of the community through good design, targeted economic development, and effective marketing techniques.

Benefits derived from a revitalized downtown are wide-ranging from the intangibles of instilling community pride and positive community identity to the tangibles of real estate appreciation, community self-sufficiency, and reinvestment of local dollars in the local economy.

Overall, the objective of the master plan is to foster an environment for increased diversity of commercial, cultural, social, and recreational opportunities downtown that will not only enhance the quality of life for Newcastle residents but also will attract outside interest and bring in new businesses and market groups.

The scope of the master plan includes economic issues, pedestrian and vehicular circulation, streetscape improvements, infrastructure improvements, interpretive issues, and other design issues related to revitalizing downtown and linking it to the rest of the community.

D. Background and Current Conditions

As a basis for the master plan recommendations, the following items were considered:

- Community history and heritage.
- Locales, climate, transportation routes and modes.
- Regional and local economic base.
- Demographics - past, current, and future trends.
- Community resources, opportunities, services, and amenities.
Downtown real estate – history, architectural style, past and current utilization, present condition, and development opportunities.

Downtown commercial activity – inventory and classify existing businesses.

Infrastructure – identify and locate existing utilities, analyze existing parking, sidewalk, and street conditions.

Community input – identify priorities for commercial development and streetscape design.

City of Newcastle and Wyoming Department of Transportation – coordinate infrastructure and streetscape issues consistent with their design criteria.

E. Development Plan

In order for the revitalization to effect long-term, well-ordered success, the master plan calls for the formation of a grass roots downtown association to direct ongoing revitalization efforts. This downtown association should consist of members from both the private and public sector.

Marketing and promotional strategies are a vital part of the revitalization effort. The master plan presents market research techniques to identify goods and services that meet the needs of the community and that will attract new targeted markets. The master plan identifies methods to get people downtown and to instill a positive image of the exciting changes taking place downtown.

The design segment of the master plan makes several changes to the existing physical layout of downtown. All these changes are directed to creating a comfortable, safe, and aesthetically pleasing environment where people will want to spend their time and money.

The plan narrows West Main Street from its present four lanes to three lanes, widens the sidewalk, adds street trees and shrubs, provides seating and gathering areas, and improves parking and circulation. The plan also suggests architectural solutions to historically rehabilitate downtown buildings.

Finally, the plan explores funding options to implement the revitalization effort and identifies sources for in-depth information on historic rehabilitation and economic development.

F. Conclusion

Although downtown Newcastle has lost ground as a hub for commerce, the trend is not irreversible. With a plan in hand and through the dedication and commitment of the Newcastle community, positive change can take place.

At this time, positive change is already underway. A new commercial building is currently under construction downtown that will provide retail, office, and residential space. This complex replaces several buildings that burned down in 1998. Also on the horizon, the Wyoming Department of Transportation will resurface West Main Street in 2003, and has earmarked a substantial sum for on-system enhancements such as sidewalks, lighting, and landscaping.
II. PROJECT INTRODUCTION
A. Project Objective

Recognizing that a healthy downtown is crucial to the heritage, economic health, and civic pride of the entire community, Newcastle is looking for answers to reverse further decline in its central business district.

A healthy downtown retains and creates jobs. A healthy downtown means a stronger tax base since long-term revitalization establishes capable businesses that use public services and provide tax revenues for the community. A revitalized downtown increases the community's options for goods and services, whether for basic staples such as clothing, food, and professional services or for less traditional functions such as housing and entertainment. Finally, revitalized downtowns are symbols of community caring and a high quality of life - factors that influence further economic development from within and outside corporate decisions to locate to a community.

The primary objective of this master plan is to formulate a comprehensive guideline for the City of Newcastle to rebuild its downtown economic vitality through solid economic restructuring, application of good design principles, effective marketing and promotional strategies, and the formation of a committed public-sector/private-sector grass roots organizational base to bring the plan to reality.

The North East Wyoming Economic Development Coalition (NEWEDC), through grants from the Community Block Grant Program, U.S. Department of Commerce Economic Development Administration and Black Hills Corporation, funded this study.

Since both the City of Newcastle and Wyoming Department of Transportation (WYDOT) have scheduled physical improvements for Main Street within the near future, the timing of this study is most opportune. In 2002, Newcastle will be updating the sanitary sewer infrastructure under Main Street, and in the following year, 2003, WYDOT has scheduled reconstruction of Main Street. In addition to resurfacing the street, WYDOT has earmarked a substantial amount for on-system enhancements. Candidates for these enhancements - which are within the roadway right of way - include such items as decorative lighting, trees, specialty sidewalk paving materials, and sidewalk furnishings.

B. Goals of this Plan

Overall, the goal of this master plan is to define methods and solutions for downtown revitalization that will be appropriate, feasible, capable of implementation, fundable, and will rally community support, pride, and enthusiasm.
Specific objectives are as follows:

- To develop a comprehensive revitalization approach that will serve as a catalyst for business opportunities within the downtown study area.
- To recommend improvement concepts that will enhance the aesthetic character and image of the downtown area. To create a sense of place and pride that is unique to Newcastle.
- To establish better vehicular and pedestrian circulation and safety in the project area, including barrier free access.
- To provide development opportunities and streetscape improvements that are achievable and will enhance the downtown environment.
- To develop linkages to community landmarks and destinations.
- To develop a realistic strategy for implementation of the plan.

This report has been prepared to serve as a guideline to help chart the course for long-range improvements for downtown Newcastle. This plan is to be used as a tool by the City of Newcastle, Wyoming Department of Transportation, business leaders, and other groups interested in the future direction of Newcastle.

### C. Scope of Planning Study

The Designworks / TSP consultant team, working in conjunction with the City of Newcastle, NEWEDC, WYDOT, and members of the Newcastle community, will evaluate and recommend improvements that are to include, but not necessarily limited to, the following items:

- **Community Economic Issues**
  - Research and analyze economic problems.
  - Identify Newcastle's economic sectors.
  - Suggest mixed uses for downtown buildings and lots.
  - Quantify economic impact of potential uses.
  - Create new jobs.

- **Circulation System**
  - Pedestrian circulation and safety.
  - Vehicular traffic and safety.
  - Handicapped accessibility.
  - Public parking availability.

- **Streetscape Improvements**
  - Street and walkway lighting.
  - Walkway improvement.
  - Benches and trash receptacles.
  - Landscape and irrigation.

- **Infrastructure Coordination Issues**
  - Water and sewer service.
  - Other utility services.
  - Railroad crossings.
  - Highway reconstruction.

- **Interpretive Issues**
  - Community image and aesthetics.
  - Historic values and cultural considerations.
  - Architectural style and facades.
  - Directional and information signage.

- **Other Design Issues**
  - Land use and zoning.
  - Community linkage.
  - Pocket parks and green space.
  - Security & maintenance issues.
  - Implementation and funding.
D. Project Study Area

The study area is primarily confined to the downtown district with consideration for other significant linkages to the community of Newcastle. The "downtown" is defined as the three blocks of Main Street between Railway and Summit Avenues and one block north and south of Main on each of the side streets, Summit, Sumner, Seneca and Railway. The distance considered on each of the side streets will vary to exclude residential property from the study.

E. Community Profile

Location

Located in northeastern Wyoming, Newcastle is bounded to the north and east by the Black Hills and to the south and west by high plains shortgrass prairie. Newcastle is the county seat of Weston County, a sparsely populated (less than three persons per square mile), 2,397 square mile county that shares its eastern boundary with South Dakota. The only other incorporated community in Weston County is Upton with a population of approximately 1,000 persons.

Two U.S. highways, 16 and 85, route through Newcastle providing east-west and north-south linkage. Additionally, both highways possess scenic and historic interest for the tourist. The east-west route, U.S. Highway 16, connects Newcastle with the Black Hills to the east and to the west with Yellowstone and Grand Teton National Parks as well as the Big Horn and Shoshone National Forests. In the Newcastle area, US Highway 85, the Can Am Highway running from Canada to Texas, follows the
route of the old Deadwood-Cheyenne Stage Coach line. State Highway 450 heads southwest from Newcastle through the heart of the Thunder Basin National Grasslands and the Thunder Basin coalfields.

Newcastle lies equal distance from two regional commercial centers, Gillette, Wyoming - 77 miles to the northwest, and Rapid City, South Dakota - 77 miles to the northeast. Newcastle's nearest interstate connection, I-90, is 47 miles away. The nearest large, metropolitan center is Denver - 320 miles to the south.

Climate

The elevation of Newcastle is 4,339 feet above sea level. The climate is semi-arid and sunshine is abundant. Newcastle experiences the climatic changes of four distinct seasons, but usually does not experience extremely high temperatures in the summer, nor severe cold in the winter. Average July temperature is 70 degrees F., and average January temperature is 28 degrees F.

Population

From its inception through the 1960's, Newcastle's population increased. The first official census in 1900 recorded a population of 755; the 1960 census recorded a population of 4,345. Since the 1960 census, population has declined. According to the 1990 census, Newcastle was home to 3185 of the county's 6,518 residents. Currently Newcastle's population is estimated at 3,174 persons, and the Wyoming Department of AI & Division of Economic Analysis predicts only a slight increase in population to 3,197 persons by the year 2008.

Demographics

The community's racial/ethnic mix is quite homogenous with over 96 percent of the residents falling within the U.S. Department of Commerce, Bureau of the Census classification of White, Non-Hispanic. Median age is mid-thirties and the percent male to female ratio is nearly 1:1. In 1995, median household income was $33,003 with 2.65 persons per household. Countywide, the crime rate is low. According to the Wyoming Attorney General's Division of Criminal Investigation, total crimes in Weston County during 1997 were 120 of which 108 were classified as property crimes and 12 as violent crimes.

Economy

Surrounding land uses are principally mineral extraction, ranching and dry land agriculture, and logging. A sizable portion of Weston County is public land - 28.8 percent - with the U.S. Forest Service as the largest landholder in the public category. Countywide, the economy is based on bentonite production, oil and gas production, forest products, ranching, services, and retail trade. The four largest employment sectors in Weston County - by number of employees - are government, retail trade, services, and mining. On a personal income basis, highest average weekly incomes are in the mining, transportation, manufacturing, and finance sectors.

In Newcastle, specifically, the largest employers by numbers of employees are education - Newcastle School District, coal mining - Kerr McGee, healthcare - Weston County Memorial Hospital and Manor, and petroleum refining - Wyoming Refining Company.

Government/Tax Structure

Newcastle has a mayor-city council form of government. Fire protection is provided by a volunteer fire department, while a city police department provides law enforcement with 8 full time officers. A joint city - county facility houses the police and sheriff's department as well as a jail. In addition to this law enforcement facility, a Wyoming Department of Corrections Honor Conservation Camp is located in Newcastle.

Wyoming's tax structure allows residents to benefit from low personal taxes. There is no state income tax, and property taxes, which are based on only a fraction of the fair market value, are as follows:

- Transportation, communications and public utility property is assessed at 11.5 percent of FMV.
- Commercial and residential property is assessed at 9.5 percent of FMV.

Mineral production, Wyoming's largest economic sector, is the state's primary revenue generator.
Mineral production is taxed at 100 percent of fair market value.

A sales tax system is in force. Applicable sales and services are taxed at 5 percent of which 4 percent is the state's share the counties receive the balance.

Community Services

Newcastle is home to a number of services. The following is a sampling of some of them:

Transportation
- Railroad - Burlington Northern and Santa Fe (fringe only).
- Public Transportation - Senior Citizens Bus.
- Airport - Mondell Airport.

Communications
- Radio Station - KASL am.
- Telephone - RT Communications.
- Cellular Phone - Advanced Communication System, Comcast Cellular.

Medical
- Hospital - Weston County Memorial (22 bed).
- Nursing Home - Weston County Memorial Manor (51 bed).
- Public Health Nurse, Home Care - Weston County Home Healthcare.

- Medical Practitioners - 3 medical doctors, 3 physician assistants, 3 dentists, 1 optometrist.
- Pharmacies - 2.
- Ambulance and EMT.

Other Services
- Residential Care - Mondell Heights - Odd Fellow/Rebekah Retirement Home for individuals over 55.
- Library - Weston County Library.
- Daycare - 1 adult, 2 licensed children's.
- Churches - 15.
- Museum - Anna B. Miller Museum.
- Schools - 2 elementary schools (one is grades K-2, the other is grades K-5), 1 middle school (grades 6-8), 1 high school.
- Community and Adult Education - courses offered through Eastern Wyoming College and the University of Wyoming.
- Nine-hole golf course.

A bond issue passed in May 2000 to build a new high school and grade school. Construction of these schools is to start in 2001.

F. History

Newcastle traces its roots back to the westward expansion of the Burlington and Missouri River Railroad. Vital to the westward railway expansion, was an economical source of coal to fuel the locomotives. In 1885, construction of the proposed Burlington and Missouri River Railroad line through Wyoming to Billings, Montana, halted in Alliance, Nebraska. In a quest for the requisite coal, B&M Railroad surveyors set out from the Black Hills through northeast Wyoming, and in 1888, a rich deposit of bituminous coal was discovered just north of the present day Newcastle. Mining and sawmill equipment was brought in from Alliance, title to 17,000 acres of government land was secured, and the Cambria Mining Company began mining coal.

In July of 1889, south of Cambria, at the construction camp headquarters of the Kilpatrick brothers and Chester Collins, (railroad contractors and mining managers), a town site was laid out by the Lincoln Land Company, Joseph Hemmingway, superintendent of the Cambria Mine, was given the honor of naming the new town. He christened it Newcastle in honor of his hometown in England, Newcastle upon Tyne. Due to its location on the new rail line and proximity to mining activities, interest in the new town was high; over two hundred lots sold the first day. By the time the first train arrived in Newcastle on November 18, 1889, Newcastle's population was over 700 persons.
Newcastle was, in many senses, a typical wide-open, western town with its share of saloons, dance halls, and gambling establishments. Concurrently, however, the infrastructure of a stable community was taking shape. Construction flourished, and quickly Newcastle was the site of churches, schools, retail businesses, newspapers, banks, and homes.

Mining continued at the Cambria Mining Company for 39 years. In 1928, after 12,484,917 tons of coal were mined out and with no other workable veins in the area, the mine closed. To this day, railroads and coal mining continue to impact the Newcastle Community. Newcastle is on both the Burlington Northern and Santa Fe Lines. Many of the employees of the coal mines, located south and west of Newcastle, make their homes in Newcastle.

Newcastle has experienced both the highs of economic booms and the lows of economic busts. The discovery of oil at nearby Osage in 1918 fueled the Newcastle economy, as did World War I. During the war years, demand was high for mineral and agriculture-related products.

Post World War I, Newcastle’s economy suffered as overextended farmers and ranchers no longer had a ready market for their products. Drought and foreclosures intensified the plight of farmers and ranchers. Added to this crisis were a number of other factors such as the Cambria Mine closure, banks failures, and prohibition - all contributing factors in leading Newcastle into the Great Depression years.

A number of public works projects helped bolster the Newcastle economy during the 1930’s, and in 1940, the first well in the Powder River Basin to penetrate the Madison formation was drilled in Osage - an important discovery in this semi-arid region. This bit of good fortune happened quite by accident during oil exploration activities. Harry Thorson supervised drilling a well for the Osage Trust and hit water instead of oil.

World War II led Newcastle, as well as the rest of the United States, out of the depression. Once more, demand for farm and mining products fueled the local economy. Toward the end of the war, oil was again discovered in Weston County at Mush Creek and Clareton. Throughout the ensuing oil boom years of the 1950’s, Newcastle’s economy thrived. In addition to oil well production, Wyoming Refinery and Pope and Talbot Sawmill began operations, and coal field development in neighboring counties was underway. During this time period, Newcastle established a police department, laid new water and sewer lines, drilled municipal water wells, began municipal landfill operations, and built a city hall with a jail and fire hall.

G. Summary

Today, conditions in Newcastle reflect a mixed bag. On the plus side, Newcastle is the county seat and home to a number of state and federal agencies as well. The city benefits from the stabilizing economic
influence of these agencies. There is an abundance of natural beauty, wildlife, and sporting opportunities such as hunting, fishing, skiing, hiking, and numerous interesting historical features and places to visit.

On the downside, Newcastle’s economy is in many ways so intimately linked to the supply and demand economics of natural resources and commodities that it is quickly subject to changes in the national and global economy. Additionally, society’s mobility becomes only more entrenched as time goes by. The importance of Newcastle’s relative isolation - as a factor in ensuring local support for a strong, diversified retail and services sector - has waned dramatically over the past several years and will continue to do so. Without a captive customer base, the necessity of fine-tuning, foresight, and close attention to and understanding of consumer needs and wants is imperative.

As it looks to the future, Newcastle faces many of the same challenges of declining small town communities all over the United States. It is a town in need of an identity, invigoration, a sense of pride, determination, and a cohesive plan to bring about invigoration, stability, and improvement.
III. THE PLANNING PROCESS
A. The Participants

Sponsor of this master plan is the North East Wyoming Economic Development Coalition (NEWEDC). Headquartered in Gillette, Wyoming, the coalition is a regional organization representing five Wyoming counties - Campbell, Crook, Converse, Niobrara, and Weston. The United States Department of Commerce’s Economic Development Administration recognizes the NEWEDC as an unfunded, designated district. The five county commissions financially support the Coalition on a per capita basis.

The five counties recognize the following benefits as the foundation for NEWEDC:

- Cooperative marketing.
- Resource utilization.
- U.S. Economic Development Administration eligibility.
- Technical assistance and education.
- Strategic regional planning.

NEWEDC’s goals are as follows:

- Develop business in the five county region.
- Attract new business into the five county region.
- Enhance the quality of life of the residents in the area.
- Assist communities within the five counties with economic development projects.

Robert Hartley, Newcastle’s City Engineer, was an active participant throughout the planning process. He provided invaluable assistance as a resource for background materials. Additionally, he directed the consultants to sources of information, helped organize community meetings, coordinated issues with WYDOT, rallied community support, and relayed community concerns for the downtown revitalization project.

The local historical society, Angelil Cregger, director of the Anna B. Miller Museum, and the Project Facelift committee provided assistance with historical records and photographs. Project Facelift - an organization of local citizens dedicated to downtown preservation and improvement - also provided insight into their past efforts and input for future downtown development.

Joni Kachelhoff, resident engineer with the Wyoming Department of Transportation, was actively involved throughout the planning process. She coordinated street design issues with WYDOT specifications in terms of traffic flow and safety standards, and worked to obtain funding for on-system enhancements.

Residents of Newcastle were involved in several community input workshops and public meetings and filled out questionnaires regarding the project (see Community Involvement).

NEWEDC contracted with the consulting firm, Designworks, Inc. of Rapid City, South Dakota, to coordinate the planning process and to prepare this master plan. Designworks provided professional landscape architectural and downtown planning services. Working with Designworks, TSP Three, Inc. of Rapid City provided the necessary architectural support service for the preparation of the plan.

The scope of the consultants’ services included mapping of the project areas, analysis of existing problems, integration of community input, presentation of design alternatives, and preparation of the master plan report.

B. Community Involvement

Citizens of Newcastle were actively engaged in the development of downtown revitalization alternatives. Input and guidance from the public were essential in the evolution of many of the concepts presented in this master plan. Several
public meetings and design workshops were held in Newcastle which included the following:

**Downtown Property and Business Owners' Workshops.** On March 23, 2000, members of the downtown business community met on a block by block basis throughout the day. A summary of the workshops follows:

- **Introduction to Project.** Randy Fisher, Designworks Project Manager, spoke briefly with each group to explain the study area, scope, and purpose of the downtown revitalization. Graphics on display included a property ownership plan, building use plan, business identification and utilities infrastructure plan, and small-scale aerial photography of the downtown area.

- **Citizen Input Survey.** Each workshop participant completed a three-page survey. The survey requested information on social, economic, and physical components of the downtown area, specifically, and in Newcastle, generally.

- **Building Information Questionnaire.** Holly Brenneise of TSP Three, Inc. interviewed each attending building owner/user to obtain a historical record of their building. Information sought included year of construction, past use and owners, and current use and condition of the building. If the current owner possessed a pictorial record of their building, they were encouraged to bring the photos to the next community input workshop scheduled for April 6, 2000.

- **Comments and Discussion.** Upon completion of the questionnaires, the meeting was opened to a general discussion of any and all issues the attendees wanted to explore and bring to the attention of the design team.

On April 6, 2000, the following series of meetings took place in Newcastle.

**Community Input Workshop.** The purpose of this workshop was to introduce the revitalization project to the citizens of Newcastle and to obtain their suggestions for improvements of the downtown district.

At the community input workshop, the consultants showed slides of other community projects, displayed graphics of downtown Newcastle, distributed questionnaires, and recorded suggested ideas.

**WYDOT Meeting.** WYDOT representatives, Donald Phillips, district traffic engineer, and Joni Kachelhoffer, resident engineer, Robert Hartley, City of Newcastle; and Randy Fisher and Nancy Hovdenes of Designworks met to discuss street design parameters, scope of Main Street reconstruction scheduled for 2003, and WYDOT funding opportunities for on-system and off-system enhancements.

**Senior Citizens Input Session.** Randy Fisher and Nancy Hovdenes held an input session at Michael's Weston County Senior Citizens. Designworks displayed graphics depicting the Main Street Revitalization project area, distributed surveys, and discussed the project with interested individuals. Also, while at the Senior Center, the consultants met with Glenda Medford, director of the Weston County Senior Center.
informed the design team about the present services and activities of the Senior Center and also of the projected future level of services and activities. The design team believed Glenda’s input - as representative of the center - was particularly valuable since the center is located downtown and serves a significant and growing sector of Newcastle and the greater Weston County community.

Project Facelift Committee Meeting. Members Francine Lehman, Michael Mitchell, Georgia Ratigan, Annie Mullen, Leonard Cash, and Janice Whiteley, downtown property owner, met with the consultants. Randy Fisher brought the Facelift committee up to date on the design team activities and solicited their input regarding the revitalization project. Items discussed ranged from general physical downtown amenities of increased handicapped accessibility, directional/informational signs, and comfortable walking and biking conditions to types of downtown businesses such as specialty shops and cafes. The broader issue of defining a cohesive promotional theme for the community and economic growth were also discussed. Those attending the session who had not previously filled out a survey did so at this meeting.

Building/Property Owners Follow-up. Holly Brenneise met with building and property owners. Interested persons brought historical photos and pertinent information regarding their property. Ms. Brenneise also met on site with some building owners, took additional photos, and conducted further research at the Anna B. Miller Museum.

Radio Interview and Meeting with Chamber of Commerce. Nancy Moore of KASL radio interviewed Randy Fisher. The interview was a live broadcast during which Mr. Fisher discussed the scope and purpose of the project. KASL provided this interview time as a community service in an effort to disseminate information to community members who were unable to meet in person with the design team and to also encourage community participation at future input sessions. Following the interview, Nancy Runney, director of the Newcastle Chamber of Commerce, met with the design team. She brought the consultants up to speed with the activities of the chamber and specifically, the activities of the chamber’s business retention committee.

Concept Design Review. On May 11, 2000, the consultants met with downtown business and property owners. That evening they were also guests at a city planning commission meeting. Betty Bienkush, research and grant specialist with NEWEDC, Joni Kashlowski with WYDOT, and interested citizens attended the planning meeting. The primary purpose of both meetings was to present and review the conceptual plans for street design and downtown enhancements, building facade restorations, and to explore issues of economic development. The design team reviewed the conceptual plans with meeting attendees and solicited feedback for further refinement of the concepts into the master plan.

Concept Design Review Meetings. On August 17, 2000, the design team met with Robert Hartley to review and finalize the design concepts presented in this master plan.

Final Master Plan Presentation. (TBA) is scheduled upon completion of this project.

C. Citizen Input

In an effort to accurately assess matters of importance to the Newcastle residents, Designworks prepared and distributed a Citizen Input Questionnaire. Survey information was compiled and considered in formulating a number of the concepts proposed in this plan.

Thirty-five citizens completed questionnaires, and over 57 percent of the participants were downtown property and business owners within the study area. The following items are a brief summary of the survey results. Refer to Appendix A for complete survey results and comments.

- Image Improvement. Overwhelmingly the respondents characterized the image of Newcastle as poor. Clean-up of vacant lots and buildings was a high priority as was Main Street reconstruction and the addition of streetscape amenities, in particular trees.

- Historic Preservation. Most respondents were in favor of historic preservation and building renovation. They also felt the
general aesthetics - appearance - of their
downtown streets, walks, buildings, and signs
should be complementary and contain
elements of continuity.

- **Economic Development.** Most respondents
  stated a need for a better mix of businesses
  and services and for additional cultural,
social, and recreational opportunities in
Newcastle. Tourism was overwhelmingly
favored as an avenue for downtown
economic development. There was also
some interest in residential development in
the downtown district to further spur and
support economic development.

- **Safety and Circulation.** Most respondents
  perceived the downtown as safe for both
  motorist and pedestrian with traffic circulation
  being adequate to good.

- **Project Funding.** Most respondents favored
  a mix of state, federal, and local funding for
  the downtown revitalization improvements.
  Private funding ranked last.

Many respondents suggested the following issues
should receive special attention:

- Beautification of entryways into town.
- General community clean-up.
- Better informational and directional signage
  leading to downtown.
- Better parking accommodations for both
  customers and downtown workers.

### D. Participant Coordination

In the real world, the best possible design solution
is often a matter of give and take - a compromise
that strives to reach a consensus with various
concerned and affected groups - not all of whom
have compatible priorities.

As such, the final downtown revitalization design
must meet as many of the needs of the consumer
and downtown businesses and property owners
as possible. It must also be fundable for
implementation to occur. And finally, it must be
maintainable for the design to stand the test of
time.

Careful coordination with the City and WYDOT
was maintained throughout the planning process.
As funding vehicle for the lion's share of the
proposed streetscape improvements, it was only
pragmatic to reach a design solution that could
meet the safety, parking, and traffic flow
specifications of WYDOT, while simultaneously
meeting the maintenance budget and ability of the
City.

It was our intent, through providing good design
and planning, that reconstruction of Newcastle's
Main Street and accompanying on-system
improvements scheduled for 2003 by the
Wyoming Department of Transportation provide
the best possible backdrop to encourage
economic reinvestment in downtown Newcastle.
IV. EXISTING CONDITIONS AND ECONOMIC ISSUES
A. Existing Conditions

A number of existing conditions needed to be focused on during the design and implementation phases of the downtown revitalization. These conditions are the subject of this section.

B. Economic Issues

The first priority in planning downtown commercial development is to study and analyze what already exists. The following elements were examined in assessing the current condition of the downtown economy:

- Historical and existing socioeconomic factors.
- Constraints and opportunities provided by natural resources and land ownership.
- Climate and geographic location.
- Transportation conditions.
- Zoning.
- Business development incentives.
- Business inventory
  - Owner.
  - Address.
  - Size.
  - Age.
  - Type of merchandise, range of goods and services.
  - Number of employees.
  - Affiliations with any chain businesses.

The first four items have been touched upon in Sections I and II of this report and will be developed in further detail as pertinent to other sections of this master plan.

Zoning:
The downtown area is zoned C-2, Central Business District. The purpose and definition of this zone as stated in Section 6.j of the Newcastle Zoning Ordinance is as follows, "This district is intended for the purpose of grouping those retail, commercial, institutional and office uses necessary for a central business district serving a major trade area larger than a segment of the community. This District is intended to be the most intensely developed of all the business districts."

In this district, there are no minimum requirements for lot area, lot width, or yards. Maximum building height is three-story. Compliant uses include most retail and wholesale businesses, services, institutions, churches, schools, and dining, accommodation, and entertainment establishments.

Accessory use of property within the C-2 district is permitted if a) it is clearly incidental and customary to, and commonly associated with, the operation of the permitted use, and b) it is operated under the same ownership and on the same zone lot as the permitted use.

Except for owners or employees, residential occupancy is not allowed in this district. If owner/employee residential occupancy occurs, it must not exceed 50 percent of the gross floor area of the permitted use. If operated as an open Accessory Use, it shall not exceed a gross floor area of 50 percent of the area of the zone lot.

Right of way encroachments, such as awnings, are allowed if these encroachments are at least 8 ft. above any pedestrian way and the projection no closer than 18 inches from any curb line.

Fencing, walls, and retaining walls must comply with Section 6.n, however, compliance is not retroactive to pre-zoning ordinance permitted uses. In a nutshell, fences, walls, and retaining walls over 3 ft. in height may be erected only upon application to and approval from the zoning administrator and may not obstruct the view within a 20 ft. sight triangle at an intersection, nor be located within 3 ft. of a fire hydrant.

Off-street parking provisions - also not retroactive - are covered under Section 9.b. Off-street stalls must be an all weather surface - concrete or asphalt - and a minimum of 9 ft. wide by 18 ft. long. Off-street loading space is permitted only at the rear and sides of lots and must be at least 12 ft. wide, 50 ft. long, and allow 14 ft. height clearance. Parking of unlicensed or inoperable vehicles is not allowed.
Sign regulations are covered in Section 10. Other than billboards and residential development signs, all sign types permitted by the zoning ordinance are permitted in the C-2 district.

**Tax/Development Incentives:**
There are currently no city or county tax incentive programs available to encourage commercial development in the downtown study area.

**Business Inventory:**
A block-by-block inventory of downtown building usage follows:

**BLOCK 5:**

**North Seneca Avenue**
- Lots 1 through 6 are single-family residential.

**West Main Street**
- Lots 7 and 8 - Storage, not open to the public, 50 ft. frontage on Main, 130 ft. frontage on N. Seneca. Built in 1889/90 by the Kilpatrick Brothers and Chester Collins, this was the first permanent building erected in Newcastle and was constructed of locally manufactured brick. The upper two floors first served as a commissary and the basement housed Weston County government offices and Weston County Court. Most residents refer to this building as the Antlers Hotel - a use for many years.

- Lot 9 - Main Street Diner - restaurant, 25 ft. frontage.
- Lots 10 through 12 - Vacant lot, private, not paved, 75 ft. frontage.
- Lots 13 and 14 - Hardware Hank - retail hardware store, 50 ft. frontage
- Lots 15 through 18 - B. Carter Inc. - storage/warehouse, not open to public, 200 ft. frontage on Main and 130 ft. frontage on Railway Avenue.

**Railway Avenue**
- Lots 19 through 24 - Primarily undeveloped land. One new home is under construction.

**BLOCK 7:**

**North Sumner Avenue**
- Lots 1 and 2 - First State Bank - financial institution, 110 ft. building, 40 ft. parking frontage.
- Lot 3, partial vacated alley - Weston County Senior Citizens - parking lot (no frontage on Sumner or Seneca).

**North Seneca Avenue**
- Lots 4 through 9, partial vacated alley - First Methodist Church of Newcastle - church, 150 ft. frontage. This site has been home to the First Methodist Church since the late 1800's. The church has been moved (on site), remodeled, and expanded a number of times over the years.
- Lot 10 - Three small storefronts, all vacant, 50 ft. combined frontage.

**West Main Street**
- Lots 10 and 11 - Black Hills Mortgage - mortgage company, 25 ft. frontage on Main and 70 ft. on North Seneca. This building originally constructed in 1890, housed the Bank of Newcastle and had 75 ft. frontage on Main. Fires destroyed portions of the building; a high fence of rough-cut lumber screens the vacant lot from street view where the middle portion of the building stood.
Lot 12 - KN Energy - service shop/warehouse space for gas heating/cooling systems contractor, not open to public; 25 ft. frontage.
- Lots 13 through 15 - Michael's Weston County Senior Citizens - senior citizen center, 75 ft. frontage. This center actively serves several hundred members in Weston County with transportation, meals, educational, recreational, and social programs.
- Lot 16 - Abstract and Title Agency of Newcastle, Inc. - title company, 25 ft. frontage.
- Lots 17 and 18 - Dogle Theater - movie theater, 50 ft. frontage. Also located in this building are two small shops, The Coffee King - espresso bar, and U-R-Next Barbers - barbershop.
- Lot 19 - Modern Cleaners and Laundry - dry cleaning and laundry, 25 ft. frontage.
- Lots 20 and 21 - First State Bank - parking lot, 50 ft. frontage on Main and 130 ft. on N. Sumner. The lot is landscaped on its south and east border with grass, trees, shrubs, and flowers. Two recessed seating benches - one on Main and one on N. Seneca - are located in the landscaped area.

**BLOCK 8:**

**North Summit Avenue**
- Lots 1 through 3, partial lot 4 - City of Newcastle - city administration offices, 45 ft. building frontage, 95 ft. parking lot frontage.
- Partial lot 4, lots 5 and 6 - Weston County Law Enforcement Center - Weston Co. sheriff department, Newcastle police department, combined city/county jail, and Weston County Justice Court, 140 ft. frontage.

**West Main Street**
- Lots 7 through 18 - Weston County Library; Weston County Courthouse, 300 ft. frontage.

sandstone. Parking is located behind (north) of the courthouse on lots 13 through 18.

**BLOCK 9:**

**West Main Street**
- Lots 1 through 5 - Gabby's - convenience store and gas station, 100 ft. frontage on Main, 140 ft. frontage on S. Summit.
- Lots 8 through 12 - U.S. Government - post office, 100 ft. frontage on Main, 140 ft. frontage on South Seneca. This red brick building was constructed in the 1930's and is listed on the National Historic Register.

**South Sumner Avenue**
Lot 15, partial lot 14, partial vacated street - residential housing (no frontage on Sumner or Summit)

South Summit Avenue
- Lots 16 through 18, partial vacated street - single and multi-family residential housing, 160 ft. frontage on S. Summit.

BLOCK 10:

West Main Street
- Partial lots 1 through 3 - storage and parking lot, not open to public, 75 ft. frontage on Main, 80 ft. on S. Sumner. This building was formerly a gas station.
- Lot 4 through 6 - Updike building, 75 ft. total frontage, houses three storefronts - Stanley and Sheehan Law Office and Weston County Title, 25 ft. frontage; Home Décor Center - flooring and furniture, 25 ft. frontage, and V/ke's Bar and Lounge, 25 ft. frontage
- Lot 7 - Black Hills Printing and Signs - printing and sign shop, 25 ft. frontage.
- Lot 8 - H & R Block - tax preparation service, 25 ft. frontage. New Hope Adult Day Care occupies the rear of this building.
- Lots 9 through 12 - two-story building under construction, 100 ft. frontage on Main, 140 ft. on S. Seneca. In 1998, a fire destroyed buildings formerly located on these lots. The new building will house retail/office spaces for lease on the ground floor and apartments on the second floor.

South Seneca Avenue
- Partial lots 13 and 14, lot 15 - Black Hills Dental Group - dental office, 100 ft. frontage on Seneca, employee and patient parking in lot 15 east of building.
- Partial lot 13 and 14, partial vacated roadway - The Apartments - residential apartments, 90 ft. frontage.

South Sumner Avenue
- Partial lots 16 through 18 - RT Communications - telephone company, not open to public, houses equipment, 50 ft. frontage.
- Partial lots 1 through 3 - Lochen Booth - retail artwork framing, western period clothing and artifacts, leather goods, 60 ft. frontage.
- Partial lots 16 through 18 - Tracy Hunt, Attorney - law office, 40 ft. frontage.
- Partial lots 16 through 18, partial vacated street - single family residential, 65 ft. frontage.
BLOCK 11:

West Main Street
- Lots 1 and 2 - Pinnacle Bank - financial institution, 50 ft. frontage on Main, 130 ft. on S. Seneca.
- Lots 3 and 4 - A Stitch in Time - crafts shop, 50 ft. frontage.
- Lots 5 and 6 - Newcastle Masonic Lodge (second floor) - fraternal organization, Cactus Flower Mini Mall (ground floor) - retail novelties store, 25 ft. frontage, Guys and Gals (ground floor) - hair styling salon, 25 ft. frontage.
- Lot 7 - Miles Photography - portrait studio, 25 ft. frontage.
- Lot 8 - Vacant lot, not paved, 25 ft. frontage.
- Lots 10 and 11 - Discount Appliance - appliance store, 50 ft. frontage.
- Lot 13 - Corner Bar, closed (due to fire damage), 25 ft. frontage on Main, 130 ft. frontage on Railway. This is one of the early buildings in Newcastle. The building is structurally sound, but requires extensive updating to bring up to code for wiring, plumbing, etc.

Railway Avenue
- Lots 13 and 14 - Wyoming Automotive Company - retail car parts/accessories, 50 ft. frontage.
- Lots 15 through 18 - Rockpile Lounge - bar, and Polaris Dealership - snowmobile sales/service, 100 ft. frontage.

South Seneca Avenue
- Lots 19 and 20, partial vacated street - A-1 Real Estate and Insurance Agency - realty and insurance company, 65 ft. frontage.
- Lots 21 through 24 - Pinnacle Bank - drive-up window and parking lot, 100 ft. frontage.

A summary of the building use in the downtown study area is as follows:

Government
- County Courthouse
- County Library
- County Law Enforcement / Post Office
- City Administration Office

Professional Services
- 4 Law Offices
- 1 Dental Office

Financial/Insurance/Real Estate
- 2 Banks
- 1 Mortgage Company
- 2 Abstract and Title Offices
- 1 Real Estate Agency
- 1 Insurance Agency
- 1 Tax Preparation Service

Dining/Entertainment
- 1 Restaurant
- 3 Bar/Lounges
- 1 Espresso Bar
- 1 Movie Theater

Churches
- 1 Church

Personal Services
- 1 Barber Shop
- 1 Hair Styling Salon
- 1 Adult Daycare
C. Building Condition Issues

As with planning downtown commercial development, the first priority in planning downtown real estate development is to study and analyze what already exists. How downtown buildings are used and describing their condition are the first priorities for determining the economic role of buildings and how they can be used to take advantage of existing and future opportunities. A complete real estate inventory should contain the following information:

- Physical condition, size, special features.
- Past, current, and future uses.
- Utilization - is it fully or partially occupied, or vacant.
- Sales and rental costs.
- Ownership.
- Significant alterations and historical data.
- Current photo and, if possible, historical photo.

Real Estate Inventory

For this master plan, a visual investigation and survey of West Main from Summit Avenue to Railway Avenue took place. A block-by-block inventory of these downtown buildings follows:

The eastern most blocks of the study area, between Summit and Sumner Avenues - Blocks 8 and 9 - are in little need of restoration.

BLOCK 8:

West Main Street
Located on this block are the Weston County Courthouse, built in 1910, and the Weston County Library, built in 1912. Both buildings have had subsequent additions. The appearances of both buildings and grounds are positive attributes to the community.
The prime area of concentration in this survey was the blocks of West Main between Sumner and Railway Avenues. These blocks have undergone tremendous change over the years. Some of this change has been intentional modification; however, a significant portion of the area has been destroyed over the years by fire. Fronting West Main, these blocks each contain twelve lots 25 ft. in width.

The results of the building survey follow and suggested action towards restoration is detailed in the Design and Planning Criteria Section.

BLOCK 7:

West Main Street

Beginning on the west end of the block, the building (currently occupied by Black Hills Mortgage) was originally the First Bank of Newcastle, built in 1890. This building has undergone many changes. Initially, this building extended 75 ft. in width. Built in the italianate style as a two-story brick building, it had large, expansive windows on the main floor and on the second story arched, decorative, punched windows and decorative cornices. The middle portion of this building was destroyed by fire in the 1980's. Historical records are unclear as to whether the easternmost two-story building standing today (KN Energy) is part of the original First Bank of Newcastle building and subsequently remodeled and rebricked with a more modern façade, or an entirely different building. According to county property records, the KN Energy building now standing was constructed in 1920.

With the exception of the Dagle Theater (1951), a two-story brick structure in good condition, the remainder of the buildings on this block are one-story and constructed in brick. These buildings include Modern Cleaners and Laundry (1929), Abstract and Title Agency of Newcastle (1950), Michael's Weston County Senior Center (1941, 1945). Some of these buildings have had façade alterations, for example; the wood paneling covering the east building of the Senior Center. However, the west building owned by the Senior Center remains virtually untouched from its original construction in 1945. Its storefront, with enlarged plate glass windows and a transom of glass block, still remains as a historic reminder. The building is representative of the commercial style developed in the early twentieth century -- a probable reaction to the fussy, ornate Victorian and italianate styles of the late nineteenth century. This newer commercial style expressed a desire to simply architecture.

BLOCK 10:

West Main Street

In December 1998, this block suffered a terrible loss from fire. The fire enveloped five lots from the corner of W. Main and S. Seneca east to Black Hills Printing and Signs. Historic photographs reveal that on most of these lots were two-story, commercial structures. All of these historic structures were lost during the fire.

Presently, the Updike building, built in 1910, dominates this block. Covering three lots, the Updike building is a two-story stone building, built in what appears to be a Mediterranean Revival style. It was originally very symmetrical in design, but now is a prime example of storefronts replaced with modern infills.

East of the Updike building is a gas station dating from 1952. Originally, this was the location of an even older, historic gas station. No longer being used for its original purpose, this station has
historical value of its own and has potential for a gathering spot along Newcastle's Main Street.

To the west of the Updike, are two one-story structures, Black Hills Printing and Signs (1952) and H&R Block (1999). Currently under construction is a two-story building of a more modern style with a lower overall height than the present day antlers hotel.

Updike Building that will replace the remainder of those buildings lost during the 1998 fire.

BLOCK 10:

West Main Street
Two distinct groups of buildings separated by a vacant lot are located on this block. The two eastemmost buildings on this block are the unoccupied Antlers Hotel, built in 1899/90, and the Main Street Diner, built in 1918. Historic photographs reveal that the Antlers originally was entirely covered with brick, having ornate detailing at the top with dentill brick and a corbelled brick cornice. Some time ago, the front quarter of the hotel building was covered in stucco and the brickwork on the side of the building was removed.

On the now vacant lot west of the Main Street Diner, once stood two commercial two-story buildings, West of the vacant lot, are two one-story buildings, Hardware Hank, built in 1930, and B. Carter, Inc. Warehouse, also built in 1930. Both of these buildings are well intact.

BLOCK 11:

West Main Street
Composed of several one and two-story commercial buildings, this block is the most consistent of the four in the study. The eastemmost building is the Pinnacle Bank. Originally constructed in 1928, the building appears to be more modern - a result of remodeling throughout the years. The building is in good condition and not in need of input. The one-story commercial building to the west of the bank, A Stitch in Time, is a good example of the symmetrical look and overall composition of a one-story building built in the 1920's.

The two buildings to the west, the Masonic building, and the one-story brick building, Miles Photography, both built in 1930, are representative of their original construction. The facades of the three remaining one-story buildings on this block, Bronco Sports Bar (1940), Discount Appliance (1919), and the Comer Bar (1904) have all been extensively altered from their original design.

discount appliance and corner bar
D. Street Issues

West Main Street carves a 100 ft. swath (includes right-of-way) through the heart of downtown. The street slopes upward from Railway to its eastern origin at Summit. The hillside at the beginning of West Main was recently terraced and planted with trees and shrubs. Until a by-pass was constructed in the 1980's, Newcastle's downtown was on the main route of U.S. Highway 18. The by-pass now routes traffic south of downtown between Summit Avenue to the east and Seventh Street to the west. West Main remains on the highway system and is maintained and rennovated by WYDOT. Minor maintenance, such as snow removal and street sweeping, is handled by the City of Newcastle.

The only utilities under West Main are sanitary and storm sewers. Underground water, gas, and telephone utilities are located along the side streets and through alleyways. Traffic lights control the intersection of West Main and Seneca.

All streets in the study area have two-way traffic. The side streets are two-lane; West Main is four-lane. Generally, there is a free flow of traffic through downtown; however, trains crossing West Main just west of Railway Avenue can, at times, cause some minor traffic delays.

WYDOT reported the average 24-hour traffic volume for 1998 on West Main as 3,670 vehicles. WYDOT 20-year projections (based on a 1994 traffic count study at the intersection of West Main and Seneca and adjusted by a factor of 1.6) estimate the flow of traffic to grow to 5,870 vehicles per day by 2020.

All the streets are in fairly good condition. One problem area occurs on the north side of West Main in the block between Railway Avenue and N. Seneca - the street grade is much lower than the sidewalk.

Main Street seems out of scale to the surrounding buildings. Its width overpowers the low building profile of downtown. There are no street trees to help break up the expanse of concrete by adding a vertical element to the streetscape.

Parking

With the exception of S. Seneca, all on-street parking in the study area is parallel. The east side of S. Seneca has diagonal parking. On-street parking is not metered. There are no public, off-street parking lots, but a handful of the businesses in the study area do have customer lots - both banks, Michael's Senior Center, and Black Hills Dental Group. Also, a large lot is located between the courthouse and city administration offices.

Street Lighting

Most blocks have lights near each corner and another located mid-block. The lights, mounted on wood poles, are very utilitarian in appearance; however, the number of lights seems adequate for illuminating downtown at night.
Railroad Considerations

Newcastle has three train crossings within its city limits, and a high volume of train traffic flows through town daily - 60 to 75 trains. The majority of these trains haul coal from fields west and south of Newcastle and are bound for midwestern and eastern power plants.

The Burlington Northern train yard and station are located just west of Railway on the south side of Main. Tracks cross West Main at this location. A small park with picnic tables and playground equipment, located on the east side of the tracks, somewhat buffers the train yard from the downtown business district.

Signs

There is little in the way of attractive signage in downtown. Some businesses lack signs altogether; some are painted sheets of plywood attached to the building. The downtown district is not well designated from the Highway 16 by-pass.

Pedestrian and Bicyclist Conditions

Most survey respondents believed the downtown area to be safe for pedestrian and bicyclist traffic in regard to safety from automobile traffic and criminal activity. And Indeed traffic incident and criminal statistics bear this out. However, with only one controlled intersection on West Main and with its width, crossing the street is difficult for children, elderly, and handicapped individuals.

Most buildings have entry level with the sidewalk. Those with stairs do have alternative entries with ramps. Sidewalks are 12 ft. wide on West Main. These sidewalks start at the curb and extend to building fronts. Walks on the side streets vary in width from 5 ft. to 12 ft. Some boulevards, separating the walk from the street, are located in the predominately residential areas. The sidewalks are in fair to good condition.

There are some sporadically placed outdoor benches downtown - on the courthouse grounds, in front of Michael's Senior Citizens, at the Bank of Newcastle parking lot, and by the Corner Bar. These concrete benches commemorate the centennial celebration of Newcastle's township. At one time, there were parking meters on West Main; the poles from these meters remain and are now topped by metal horse heads. Whiskey barrel planters are also located along Main Street. The only bicycle rack downtown is located at the front library entrance.

There are few outdoor spaces within the study area for people to socialize, rest, or watch the world go by. The courthouse grounds are the best example of a pleasant outdoor space. The grass is well maintained, there are trees and some benches, as well as interesting features such as the veterans' memorial and commemorative fountain area. The landscaped perimeter of First National Bank's parking lot on Main Street also offers some pedestrian hospitality. Two benches are recessed from the traffic area of the sidewalk and the grass and plantings are well maintained.
E. Defining a District

A number of items interplay to create a defined sense of place or an identifiable district. By building on the downtown's special qualities, a community can differentiate the district from other business and shopping districts within the marketplace. Defining factors include:

- Physical cohesiveness and location.
- Commercial cohesiveness.
- Architectural cohesiveness.
- Aesthetic and historical cohesiveness.

The physical dimension or size of Newcastle's downtown is readily definable due in a large part to the course and features of West Main. The street has a distinct beginning at Summit Avenue and a distinct ending - the railroad crossing just west of Railway Avenue. Additionally, the blocks are short and there remains a density of buildings. To the outsider, however, the route to downtown is not readily discernable and its features - what of interest may be located there - not effectively marketed.

Downtown retains a portion of its historic identity - a center of commerce - since it remains a hub for government, finance, and a good concentration of services. It has lost its defining identity in terms of shopping and socializing. This didn't happen overnight, but rather a slow, but steady, decline over a number of years with local commercial development taking place largely outside the downtown area and a loss of trade/market share to other communities.

As noted previously, most of the original historic buildings are gone, and number of those remaining have undergone façade changes - misguided attempts to improve or modernize the look of the buildings. Vacant lots and underutilized or empty buildings create visual gaps and reinforce the perception of business district in need of revitalization.
V. DESIGN AND PLANNING CRITERIA
A. Design Overview

Good design is one of the key elements to an effective downtown revitalization. Design involves improving the downtown’s image by enhancing its physical appearance and functionality - not only in regard to the buildings, but also the streets, streetlights, window displays, parking areas, signs, sidewalks, promotional materials, and all other elements that convey a visual message about the downtown and what it has to offer.

B. Design Elements

A great deal of scholarly study has taken place to identify and quantify what elements contribute to an overall great downtown commercial district - a place where people want to spend time and money. The following items all play their contributing part.

C. Buildings

Many factors aid in the success of a downtown commercial district - merchandizing skills, accurate marketing, and availability of merchandise. But, improvements in storefront design - whether a minimal renovation of new paint or a full-scale restoration - are often the first visible signs that something is happening downtown.

Storefront buildings – traditional buildings with large display windows on the ground floor and one or more stories above - are the basic units of downtown commercial areas. Storefront buildings were, and still are, designed to facilitate retail activity. Large expanses of glass on the ground floor allow pedestrians to look into shops and see displayed merchandise. Recessed entryways blur the distinction between the sidewalk public space and the private space of the stores, giving shoppers the impression that the store is a semipublic space; therefore, inviting them to come in and browse around. The long, narrow shapes of storefront buildings make it possible to group a large number of shops on one block, thus providing a great number of possibilities and high interest to shoppers as they walk down the street.

Regardless of age, almost all downtown commercial buildings are composed of three basic elements: the storefront, upper façade, and cornice.

- The storefront. The storefront is the ground floor section of the front façade. It typically contains large glass display windows with bulkheads or kick plates below the windows that provide protection from glass breakage and elevate merchandise to eye level for pedestrians looking inside. Many storefronts have transoms above the display windows. Transom windows filter light into the ground-floor space. A structural beam spans the storefront opening, supporting the weight of the upper façade. Sometimes, the structural beam is exposed on the outside of the building and might be decorated or used as a background for sign lettering. In other instances, a decorative cornice running the width of the storefront opening might conceal the structural beam.

- The upper façade. The area above the ground-floor opening – upper façade – contains both wall material (typically brick, wood, or stucco) and windows. Upper façade windows are usually arranged in even horizontal rows, sometimes accentuated by horizontal banks of a contrasting building material.

- The cornice. A decorative cornice caps the entire façade – storefront and upper façade.
The cornices might be made of elaborate wood moldings (common during the federal or Victorian periods), pressed metal, terra cotta, brick, or other materials. In addition to giving the building visual termination, the cornice sometimes conceals gutters and facilitates roof drainage as well.

These elements — storefront, upper façade, and cornice — lend visual cohesiveness to storefront buildings and can be found in downtown commercial buildings from any period of American history. Each element is closely related to the others and together they create a balanced architectural composition. The significance of these elements goes beyond their importance to the composition of individual buildings. Regardless of age, a downtown's building components help make it compatible with surrounding buildings, the whole block, and the entire district.

The manner in which the patterns of storefronts, upper facades, and cornices repeat from one building to the next along a street gives the whole streetscape visual cohesiveness and creates a physical rhythm that provides orientation to pedestrians and motorists. A building that is incongruous with its neighbors in height, color, roof profile, or setback can have a significant negative impact on the entire block.

- **Height and width.** The proportion of height to width of most buildings is relatively constant. Wide buildings are usually divided into separate bays, reinforcing the overall proportions of the streetscape.

- **Setback.** Almost all downtown buildings abut the sidewalk.

- **Color.** The use of color throughout the commercial district should be harmonious. For instance, a bright red or blue building is not harmonious with a downtown district composed of primarily subdued, earth-toned colors.

- **Proportions of door and window openings.** Doors and window openings throughout the downtown area, and especially in adjacent buildings, are relatively constant. The height of second-floor windows is also somewhat constant, reinforcing a strong horizontal relationship between upper-story windows along a block.

- **Roof shape or profile.** Roof profiles, whether flat, gable, hip, or some other style, should be consistent and repeat a strong rhythm of design style along the street.

If a storefront is restored, it should be done authentically and not artificially altered to fit into some historic theme. Moreover, imitation materials such as vinyl, plastic, artificial stone, or brick veneer that mimic the authentic materials should never be used. These imitations fool no one and dilute completely the intent of the restoration. Minor, but authentic, renovations will go much further. Historic preservation should not
be confused with the creation of historical images. Buildings should reflect their true age and their original style.

In some districts, most of the buildings were built around the same time period. In others, buildings were constructed or remodeled over the course of time. If buildings in the downtown district vary in age, and somewhat in style, there can be greater flexibility in new development. However, new construction should be sympathetic to earlier construction and particularly to neighboring buildings. While style need not be identical—color, height, setback, etc. should all fit in. New construction in a highly homogenous district should definitely contain similar characteristics of form, style, shape, and materials. Old, medium-aged, and new buildings can reside harmoniously downtown and each contributes to the historical record of the business district.

D. Great Streets

Great streets provide the routes to and through the business district. Streets must be smooth and clean, facilitate a flow of traffic, and be safe for the motorist, bicyclist, and pedestrian.

A great street is appropriately scaled for human comfort. There are places where we just feel safe and comfortable, and this feeling of safety and comfort is quantifiable. Streets need to be in scale with the surrounding buildings. In terms of street design, tall buildings combined with narrow streets, or the reverse, wide streets and low buildings do not make us comfortable. Human beings have a physiological, biological, and anthropological heritage; we don't want to be dwarfed by our built environment, nor left exposed by it.

Great streets give order and focus to their surroundings. Many notable streets stand in contrast to neighboring streets by virtue of being longer, wider, narrower, straighter, or curvier. Great streets usually have a distinct beginning and ending, be it a focal point or a side street.

E. Parking

Parking is often the scapegoat for many of the downtown district's problems. In reality, parking plays a supportive role—not a leading role—in influencing people's decision about where to shop. In order to be successful, downtown businesses must provide the goods and services customers want and be able to adapt to changing market conditions.

The National Trust for Historic Preservation identifies the following misconceptions regarding parking:

- The belief that people do not shop downtown because there isn't enough parking. If people aren't shopping downtown, it is probably because they don't think downtown has what they want, not because of a shortage of parking spaces. The downtown's economic problems rarely have anything to do with parking. Almost all downtowns have underutilized parking areas.

- The belief that a customer will not shop downtown unless he or she can park in front of a specific business. At shopping malls, customers typically park farther away from the stores they intend to visit than they would downtown. Furthermore, customers who shop downtown only because of its convenience are just a fraction of all potential downtown shoppers.

- Parking isn't the city's responsibility or conversely, parking isn't the merchant's responsibility. Parking is a shared responsibility, and both sectors have a role to play in managing it.

- The belief that downtown employees won't walk a short distance from a parking lot or space to their work places. Unless downtown employees understand the importance of leaving convenient parking spaces open for customers, this may be true. Incentive (and disincentive) programs, coupled with education, can reverse downtown employees' resistance to using more remote parking areas.

Downtown parking should adequately meet the needs of customers, merchants, employees, visitors, and residents. It should be regulated to
encourage turnover of customer spaces and to discourage abuse by long-term parkers. Parking must be handicapped accessible and should be located in places that provide satisfactory access to downtown shops, offices, residences, and recreation areas.

There are theoretically many ways to design parking to meet these objectives, but it is critical not to destroy the commercial character of the downtown in the process of creating parking. Storefront buildings were designed for commercial activity, and their physical shape and characteristics reinforce this purpose. The rhythm of storefront openings along the street creates a powerful visual image that consumers recognize and associate with commercial activity. Destroying these design characteristics, for instance, tearing down a commercial building mid-block to install a parking lot, dilutes the downtown’s commercial effectiveness and defeats the purpose of creating parking spaces. Once a building is gone, the potential for redevelopment and commercial activity is also gone.

Many times, a community does have adequate space devoted to parking which goes unused. And many times, the most convenient parking, which should be reserved for the customer and handicapped individual, is abused. New off-street parking should only be developed after a thorough study of available space versus demand has taken place and every effort to improve existing off-street parking has been exhausted. There may be several locations throughout the downtown with enough space to recruit parking for a few to several vehicles. These spaces may only need to be cleaned-up and well designated.

On-street parking spaces should encourage short-term parking - up to two hours for instance - and be used by customers making short trips. Conversely, off-street parking should accommodate long-term parkers better than on-street parking.

To wisely manage downtown parking issues, a parking regulation and education program may be in order. City officials and downtown business people need to assess types of enforcement or incentives they are willing to invest in to make the most of available parking resources. No matter the final formula - metered parking, marking tires, signs designating time-limited parking and handicapped parking, fines, friendly warnings, publicity on parking locations through merchant advertising, downtown parking maps, or parking lot signs, to be effective, parking regulations must be fair, and they must be enforced.

In order to direct motorists to available parking, lots should be well designated by means of signs that are clearly identified and easy to understand. Parking lots must be friendly and promote a sense of comfortable linkage from the parking lot to commercial district. Lots should be located as conveniently as possible to the commercial core and must be well maintained, well-lit, safe, clean, and landscaped to encourage use.

Parking lots have great potential for use beyond parking cars. Special community events such as dances, festivals, flea markets, and farmers markets are all compatible uses that will get people downtown and familiar with parking location and availability. Free parking during major promotional events, such as parades, is a given to foster community goodwill and support for both the special event in particular and the downtown district in general.

F. Amenities

Streetscape amenities also offer a supportive role to the commercial activities of downtown. They should never detract from the economic role of
the buildings and the businesses or services these buildings house. Their purpose is to provide elements of physical comfort, safety, and aesthetically and functionally enhance the downtown’s buildings and uses.

The National Trust for Historic Preservation identifies the following five goals for streetscape improvements:

- **Public improvements (amenities) should encourage pedestrian movement through the downtown and into shops and businesses.** A special relationship exists between the public and private space of downtown. The quality of physical linkage and overall rhythm must be maintained when designing crosswalks, sidewalks, parking to business walks, lighting, seating, trash receptacles, bicycle parking, drinking fountains, trash receptacles, and plant materials. Traditionally the goal of public improvements was to create a comfortable environment for people to stroll through and browse in shops. Today the goal remains valid, channeling people into retail shops, offices, and public buildings.

- **Public improvements should support, not overshadow, downtown functions.** Again, elements should reinforce patterns of pedestrian movement along streets and into businesses. Amenities are not in and of themselves. They should make it easy for pedestrians and vehicles to travel throughout the downtown and should accommodate all aspects of transportation, such as parking, bus service, and connections to other major roads.

- **Public improvements should help create a pleasant atmosphere.** A clean, attractive downtown is an asset to any community. The physical appearance of downtown reflects how residents feel about their community and how well the town values its heritage and investment in downtown infrastructure and buildings.

- **Public improvements should provide direction within the downtown.** Signs must direct traffic to downtown, within downtown, to parking, and to special attractions. Roads linking downtown to other areas should be well thought out. Signage should be compatible and reflective of the downtown’s existing characteristics.

- **Public improvements should be integrated with other physical improvements.** Public improvements and private projects, such as façade improvements, go hand in hand. These public improvements, as well as private development and rehabilitation, should be planned incrementally and implemented over the course of time. The goal is to create a cohesive wholeness and definition of the downtown.

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**G. Summary**

**Good Downtown Districts:**

- Have lots of people in them.
- Are physically comfortable. The streetscape design provides for warmth and sunlight when it is cool, coolness and shade when it is hot, and wind protection - buildings and amenities placed correctly don’t create wind tunnels.
- Allow for leisurely, safe walking. The pedestrian is not alone, not crowded, and is safe from vehicles.
- Provide reasonably paced auto movement.
- Have smooth and clean streets.
- Have well maintained trees/shrubs.
- Have clean shops and buildings - not boarded up empty spaces. Buildings should have open and inviting entrances and artful window displays. Even empty storefronts should still have displays of wares, for instance, works of local artisans and artists.
- Have many buildings, rather than few. More buildings give more diversity. More participants in and contributors to the street translates into more owners with an
economic stake in and responsibility for the district.

- Have distinct beginnings and endings. Start and stopping points, as well as destinations along the way, are well defined.

- Pay attention to details. Amenities such as gates, fountains, benches, kiosks, specialty paving, decorative lighting, and storefront canopies, etc., must be well thought out and well placed. Additionally, good design must employ quality materials, demand quality construction, and provide for reasonable maintenance. Skimping by substituting veneer or inferior materials for the real thing - thin brick veneer for standard brick or anodized aluminum for steel, bronze, or iron - should never be considered. When budgets are limited, quality construction with more common materials is always a better bet.

- Offer accessibility. Not only along the street but also to and from the street. It should be easy to find from other parts of the community. All downtown districts should provide for universal accessibility.

- Are well designed, then well cared for - continually.

- Have diversity. Different things and options bring different people to the district. Stores, offices, churches, schools, movies, restaurants, and libraries all play a role in the vitality of downtown.

- Have artfully conceived signs.

- Have benches for rest and conversation, and have public restrooms.

- Have a density and diversity of land use.

- Have people living along or nearby. These dwellings help achieve active urban areas at all times of the day.

- Are designed for people rather than automobiles.

The attributes of fineness and density play a significant role in downtown design; there should be much to see and do in a very small area. Large-scale buildings and long blocks lose fineness and complication; they may be automobile friendly, but are cold and boring to the pedestrian. In many communities, the trend to large scale means fewer buildings, fewer intersections, and greater distance between intersections. This public policy and action favors bigness and wealth over - or at the expense of - participation by large numbers of smaller actors.

Great streetscapes help the eye move and be engaged with different surfaces, light quality, and visual complexity. A number of factors add complexity to the street scene. Buildings with detailed facades interest the eye. Building materials that reflect, rather than absorb, light interest the eye. Clean, shiny glass in storefront windows and doors catch the light and indicate life, care, and interest. Windows offer a glimpse of what lies beyond the street/building wall. Complexity - aesthetically pleasing windows, window boxes, merchandise displays - when added to cleanliness, further captivates the shopper.

Great commercial districts are generally not characterized by stand out architectural wonders. Buildings should not be the same, but should be complementary and express respect for one another, particularly in height. Features to help hold buildings together include materials of construction, window style, shutters, color, and style. There shouldn't be gaps in building spacing, and generally, the less horizontal spacing between buildings, the greater the street definition.

Outdoor seating and gathering places should not only provide a view of the surroundings, but also should offer a sense of comfort and security -
particularly regarding our backside where we cannot see. We want protection from the elements. When we are not comfortable, we will not willingly go to or spend time in that place.

Trees - given a limited streetscape budget - have the most impact provided they are appropriately placed, appropriate species, and provided appropriate maintenance. Trees also add texture and interest by providing movement and creating light and shadow patterns. Trees at curb line offer a sense of safety and tranquility. Trees also provide horizontal and vertical definition. However, trees will not give definition if there is no regularity and pattern to their spacing. They need to be close together – 15 ft. to 25 ft. – in order to create visual/psychological separation of the street and sidewalk. Spacing, once started, should not change along the way.

Lights placed with regularity, under 20 ft. in height, and white versus transparent globes (to be seen also during the day against trees, sky, buildings) also enhance the visual complexity of the streetscape.
VI. ECONOMIC RECOMMENDATIONS
A. Why Plan For Economic Development

Communities are in competition with one another. Those towns, cities, metropolitan areas, and states that do not plan, lose. A small community such as Newcastle may feel the prospect of planning for economic development to be a daunting or perhaps even overwhelming task. However, many examples of successful downtown redevelopment projects do exist and the underlying framework of these successes is quantifiable. By understanding some basic economic development principles and by following the tried and true guidelines of other downtown revitalization projects, a doable approach for Newcastle can be formulated.

Two basic facts of economic development efforts that emerge time and time again are:

☐ Most successful economic development comes from within the community rather than from attraction of new businesses.

☐ Most new jobs are created by small businesses rather than by large corporations.

Both of these facts are encouraging for a small community and make a great deal of sense. No one knows their community needs better than its own citizenry; therefore, community driven economic development activities are the most likely to be successful and appropriate. A downtown revitalization’s ultimate goal is geared toward strengthening, expanding, and diversifying its base of small businesses.

The first step toward formulating an economic development action plan is to set measurable objectives. Economic objectives need to be measurable by the fact they can be achieved, the time of their achievement can be determined, and progress toward achievement can be measured.

Typically these objectives fall under the auspices of broad goals such as job creation, job retention, tax-base creation, increase in property values, retention of wealth, reduction of poverty, economic stability, and economic self-sufficiency.

By focusing economic development on retention of wealth through promotion of local savings, investment, and entrepreneurship, the other broad goals will naturally fall into place. As businesses develop which provide products and services to a broader spectrum of the marketplace, jobs will be created, property values will increase, and the local economy will become more stable and self-sufficient. Funds that once flowed out of the community for basic needs will then be available for reinvestment in the local economy.

B. Main Street Approach

In 1977, concerned about continuing threats to traditional commercial architecture in economically sluggish downtowns across America, the National Trust for Historic Preservation launched the Main Street Project. The three-year demonstration project was designed to study the reasons downtowns were dying, to identify the many factors that have an impact on downtown health, and to develop a comprehensive revitalization strategy that would save and revive historic commercial buildings and revive economic health.

What became clear over the three-year period was the importance of a coordinated, incremental process involving:

☐ A commitment to good design.

☐ A committed organization with a program manager to serve as catalyst for change.

☐ Quality promotional programs.

☐ Economic restructuring through strengthening and diversifying the existing economic base of downtown.

Since the initial program, over 1,500 Main Street projects have been successfully implemented throughout the United States.
The key to the success of the Main Street approach is its comprehensive nature. In addition to the above four points, the Main St. approach also relies on eight principles.

1. The Main Street approach is a comprehensive approach consisting of design improvements, effective marketing, a strong organizational base, and solid economic strategies.

2. The Main Street approach relies on quality. Downtown architecture tells the history of the community and reflects the pride past generations felt for their community. This construction craft and style cannot be replicated today — or genuinely imitated. Main Street revitalizations must reflect this high level of quality to reinforce the downtown's special characteristics.

3. Public-private partnership is needed to make meaningful, long-term downtown revitalizations possible. To make a downtown revitalization program successful, both public and private entities must be involved because neither can bring about change alone.

4. The Main Street program involves changing attitudes. The economic changes experienced by downtown commercial areas in recent decades have made shoppers and investors skeptical about the downtown's ability to regain economic viability. Because of physical decay, many people have forgotten how important the downtown's historic commercial buildings are to shaping the community's identity and explaining its unique history. Changing people's attitudes — demonstrating that positive change is taking place downtown — is central to a successful downtown revitalization program.

5. The Main Street program focuses on existing assets. Each community is unique, and each downtown has special characteristics that set it apart from others. By creating a strong revitalization effort based on the downtown's unique heritage, each local Main Street program creates an organizational structure that builds on its own specific opportunities.

6. Main Street is a self-help program. Without the local community's will to succeed and desire to work hard to create change, no downtown revitalization program will succeed. Grant programs can help fund pieces of the work plan, but without local initiative, the Main Street approach will not work.

7. The Main Street approach is incremental in nature. Downtown districts did not lose economic strength overnight and so neither can it be regained overnight. The Main Street approach relies on a series of small improvements that begin to change public attitudes about the downtown making the
Failure to work on all four points of the Main Street approach. Activity in each area reinforces that in the others.

Failure to establish a true public/private partnership.

Failure to hire a program manager. Without a coordinator to help develop and implement policy and coordinate volunteer efforts, local Main Street programs are not likely to sustain long-term growth.

Economic Overview

Real estate appraisal theory holds that for property to have value, it must possess the following four elements: scarcity, purchasing power, consumer desire, and consumer utility. If a property has these qualities, it has value. However, these criteria do not exist in a vacuum, social, political, economic, and physical forces affect them. Value, therefore, is not a fixed state—it fluctuates within the market.

If a downtown has lost its value through the proliferation of other commercial centers (scarcity), market erosion (purchasing power), declining sales (consumer desire), and lack of maintenance and public amenities (consumer utility), it makes sense that through the following steps it can forge an image of value again:

- Create better access, public improvements and building maintenance (design).
- Target the most appropriate markets for promoting the downtown and the goods and services it offers (promotion).
- Strengthen existing businesses while recruiting new ones (economic restructuring).

- Bring together groups necessary to make change happen (organization).
- Capitalize on the unique historic assets that create a scarce commodity.

The image created through the Main Street program's comprehensive approach reinforces a sense of scarcity (the historic area), purchasing power (of the entire market area), consumer desire to shop and invest in the downtown, and utility (access, design of buildings, and public improvements). Through a Main Street program, the downtown's image will again become one of worth and value in the marketplace - the essence of historic preservation and economic revitalization.

The economic restructuring component of the Main Street approach involves strengthening the downtown's existing economic base and gradually expanding it. Economic restructuring activities typically include:

- Stabilizing and improving the value of downtown real estate.
- Studying local market conditions, identifying areas of opportunity, and designing strategies to build on those opportunities.
- Helping existing businesses find better ways to meet their customers' needs and expand to meet market opportunities.
Recruiting new businesses to complement the downtown’s retail and service mix to boost the downtown’s overall market effectiveness.

Finding new or better uses for underused or vacant downtown buildings.

Developing appropriate incentive programs to stimulate commercial and real estate development.

Repositioning the downtown in the marketplace and effectively promoting it.

Developing long-term economic development strategies for the downtown’s continued evolution.

As in all other areas of the Main Street approach, economic restructuring is an incremental process that is gradual, well planned, comprehensive, and involves public and private support.

The goals of economic structuring are as follows:

- It should be community driven and supported. No one understands the community better than its own residents. While outside consultants can help identify economic trends and point out possible strategies for change, the community itself must decide which directions to pursue and identify the strategies that will work best.

- It should build on local assets, value, and identity. Because each community has a unique physical image and historic identity—often expressed through distinctive buildings; its commercial area is different from all others. By building on the downtown’s special qualities, a community can differentiate the district from other shopping areas within the marketplace and use its uniqueness as a marketing tool.

- It should maximize hidden, undervalued potential. The assets inherent in downtown buildings and businesses represent great economic potential that can be maximized through the Main Street program.

- It should be integrally linked to promotion and design activities. Promotional activities and programs must reflect the best market strategy for the downtown and therefore, must be based on a thorough understanding of the local economy. Design improvement projects must take place in conjunction with the ability of business owners to pay the higher rents reinvestment usually generates. For this reason, such projects must be tied to overall downtown economic growth.

- Retail activity is an important component of all successful downtowns. By promoting the uniqueness of its physical environment and the service and customer commitment its businesses represent, the Main Street program can position the downtown as a viable retail shopping area.

- Service and professional businesses have traditionally, as has retail, been a major component of downtown commercial areas. For these businesses, there are a number of advantages to the downtown location such as proximity to post office, financial institutions, retail stores, and other professional offices. For retailers, these businesses represent a core of “captive” customers and in turn provide retailers with proximity to professional services.

- Restaurants service downtown workers and persons who come downtown because of its special character and unique settings.

- Residential housing areas in and around the downtown can provide businesses with a market for convenience items—foods, pharmaceuticals, dry cleaning services, etc.

- Financial institutions, in many cases, have made substantial investments in their buildings. Banks are often the most architecturally significant structures in the community.
Downtown Real Estate

Redeveloping downtown real estate differs in significant ways from developing new commercial properties:

- The level of commercial activity in an area dictates potential rents a building can command. Investors need to feel confident that downtown commerce is healthy enough to attract good tenants for renovated buildings.
- Rehabilitation of traditional and historic buildings can be costly both in terms of materials and building techniques.
- Financial institutions accustomed to making loans for primarily new construction or city governments utilizing block grants may be overly cautious about reinvesting in traditional commercial buildings.
- In a downtown district, developers must work within the existing physical and economic context to a greater extent.

The revitalization process gradually changes the downtown economy over the course of time. Some principles on which to base this transition are:

- Make small improvements early in the revitalization process. Downtown property owners may be unwilling to invest in major rehabilitation of their buildings early on until they are convinced that the program will enable them to rent rehabbed property more easily. However, until buildings are improved, commercial activity is unlikely to accelerate. Therefore, small property improvements such as new paint, signs, removing aluminum slipcovers, or simple repairs must happen early in the process and the work aggressively promoted. The visibility of these early improvements will help boost public interest in downtown and, it is hoped, increase downtown traffic and sales enough to make larger rehabilitation projects feasible.
Create financial incentives. Incentive programs such as low-interest loans, incentive grants, specially designated block grant funds, and interest buy-down programs can all be used to stimulate building improvements and create new commercial space downtown. These programs should only be used as catalysts for early reinvestment activity, not to sustain it indefinitely. Property owners should perceive these financial incentives as exhaustible and, therefore, urgent.

Balance property improvements with commercial activity so that property improvements do not push rents too high too quickly above the budgets of downtown businesses. The relationship between sales and rents is usually very fragile during the first few years of revitalization projects. During the ensuing years, it is important to continually assess if changes in sales are keeping pace with changes in real estate and rents.

Develop a good working relationship between public and private partners from property owners, renters, lenders, realtors, local government officials, and, of course, the general public since it is the ultimate consumer of the goods and services the downtown provides.

Commercial Development

As with real estate development, commercial development is a gradual, ongoing, and incremental process. There are only two ways to increase downtown sales - sell more goods and services to existing customers or make sales to new customers. In both instances, the Main Street program must carefully examine the downtown's current commercial strengths and weaknesses, the attitudes of its present and potential customers, and any barriers - whether real or perceived - that stand in the way of increasing sales.

Consumer surveys and focus groups are excellent tools for identifying possible problems. No matter what the reality of the situation may be, consumers' opinions and impressions of the downtown affect their decision about where to shop, and, thus, are real problems that must be addressed by the Main Street program. Identifying barriers to new sales is the first step in developing a long-range strategy for increasing commercial activity. Once these barriers are identified, there are a number of tools the revitalization program can employ to gradually rebuild commercial strength.

Basic to revitalizing downtown commercial activity is the business community's commitment to providing a high level of personal, quality customer service. Nationwide, surveys indicate that above all else - location, price, and convenience - a deciding factor in the customer's buying decision is often personal and trustworthy customer service. Additionally, the downtown must operate as a unified shopping area with a unique identity rather than several individual entities. This translates into uniform business hours that meet consumer needs and widespread participation in promotional activities.

Ultimately, downtown commerce should meet at least some of the local economy's needs, bring outside dollars into the community, and be flexible enough to adapt to changing market conditions and consumer demands.

Helping Existing Businesses Expand

Improving existing businesses and services is the logical first step in downtown revitalizations. These businesses have a proven track record and client base; thus the odds of their being successful are generally greater than those of a start-up business.

Business strategies to employ in strengthening and expanding existing businesses may include:

- Repositioning the business. Market information and the business's own sales history may indicate that the business no
longer meets the needs of its primary customers.

- Developing marketing strategies and in-store promotional programs.

- Adding new product lines. These may augment current lines.

- Relocating to a larger or more advantageous location. For example, stores that offer similar goods and services and appeal to similar customers may want to cluster in order to capitalize on foot traffic and storefront visibility.

- Expanding Inventories in current products.

- Providing technical or financial assistance. Business expansion may be difficult for the independent business owner. A Main Street program should ideally be in place to help with market information, loans or grants for expansion, location for business, feasibility studies, preparing business plans, and job training.

- Monitoring market trends and channeling information to downtown businesses. Collecting, analyzing and distributing market information to downtown businesses and potential investors is one of the Main Street program's most valuable tools. Without a clear understanding of market trends and the area's recent economic performance, it is difficult - if not impossible - for the downtown to experience long-term economic growth.

### Measuring the Downtown Economy

The first priority in planning downtown commercial development is to study and analyze what already exists. As noted in Section III of this report, the Initial step of this process is to conduct an inventory of existing downtown businesses, and to secondly conduct a business survey.

The business survey can be used for several important preliminary activities:

- **Identifying the downtown's trade area.** Ask business owners where most of their customers live and work, and what times of day they typically shop. Based on these responses, the Main Street program can determine the commercial district's primary trade area.

- **Identifying strong and weak areas in the downtown's commercial mix.** By categorizing the existing businesses into SIC code numbers, the businesses can be categorized to identify retail and commercial areas in which the downtown is strong or weak.

- **Identifying the consumers who shop downtown most often.** By using the responses of business owners, the Main Street program can develop a profile of downtown customers that should be compared with census information from the downtown area to discover differences and similarities. In particular, census data and business survey data on shoppers should be compared on the basis of sex, age, household and personal income, occupation, and race. If business responses vary greatly from census data about the people living in the downtown trade area, it probably means that many area residents are going elsewhere to shop or that downtown business people need a better understanding of whom their customers are.

Once the business inventory and survey are completed, several other methods to determine opportunities for increased sales are available such as consumer surveys, demographic characteristic analysis, and various types of sales analyses. With these tools, the business community can further refine where people are buying, what they are buying, and what they feel downtown is missing.

Two basic forms of consumer surveys are:

- **Intercept surveys.** The interviewer stops people on the street and asks a set of prepared questions. The survey measures characteristics of people who are already downtown customers. Survey questions should cover the following subjects:
- The shopper's reasons for being downtown.
- How often the shopper visits the downtown.
- Types of downtown businesses the shopper regularly patronizes.
- The shopper's attitude about downtown.
- Where the shopper lives and works.
- Newspaper, TV, and radio station preferences.
- Confidential household data such as income, number of incomes, and the number and ages of household members.

The Intercept survey should be conducted at several points throughout the downtown area.

- Telephone surveys. Telephone surveys provide a cross section of the entire market area, eliciting information from persons who do and do not shop downtown. The survey is conducted randomly and the questions asked are the same as those from the intercept survey so the results can be compared.

The telephone survey results should be compared with census information to compare demographic information. If the telephone survey is representative, it should have similar percentages of people in the different categories as the census data. If it varies widely, the survey should be extended. For statistical accuracy, at least 400 of the intercept and telephone surveys should be conducted. The days and times of the survey should be staggered.

Demographics measure social and economic characteristics of the population. People of different ages, races, household size, and income groups spend money in different ways and this can affect the downtown's ability to support certain types of businesses.

In order to attract customers, the downtown needs to understand whom the customers are and therefore, what their needs may be. A community of retired persons probably will not be able to support furniture or children's clothing store. A community with a high percentage of working women may need to provide after 5:00 p.m. shopping hours. In general, women of any age buy more than men of any age.

- Demographic characteristics to measure:
  - Ages of individuals and householders within the trade area.
  - Incomes of individuals and households.
  - Race.
  - How many people own or rent their homes.
  - Numbers of people in different occupations.
  - Residence of people who work within the trade area.
  - Numbers of people and households receiving some type of public assistance.
  - Unemployment rate.

Demographic information is available from a variety of sources. The Bureau of Census publishes several volumes of demographic information for each state. Two volumes that are especially helpful in measuring local demographics are Census of Population: General Population Characteristics and Census of Population: Social and Economic Characteristics. The Census of Retail Trade also contains valuable information. It includes data on a number of establishments, payroll, and retail sales for standard metropolitan statistical areas (SMSAs), counties, towns, and large retail centers within cities. The Census of Retail Trade is published every five years (those ending with 2 and 7).

Other sources include voter registration statistics; WYDOT studies that provide information on the volume of traffic moving through downtown at certain hours of the day and day of the week; utility companies that compile demographic information to predict utility demand; ARBITRON and other media sources that sell advertising on the basis of detailed consumer profiles in their local market; professional demographic research companies; previous market studies; and numerous Wyoming state agencies.

In addition to measuring characteristics for the current year, or most recent year the data is available, the information should include figures from the past 10 or 20 years. This will identify trends that are taking place.
Sales analysis techniques:

- **Sales leakage analysis.** This technique is widely used in retail market analysis. Rather than producing exact measurements, the analysis is a method to estimate potential new sales by comparing actual information on sales of a particular product from state sales tax reports to information on potential consumer demand from selected demographic data.

To estimate potential sales, a common source of demographic information is the *Consumer Expenditure Survey*, published by the U.S. Department of Labor Bureau of Labor Statistics. The Bureau surveys thousands of households, asking people to record how much they spend on a wide range of goods and services. The data is classified into several demographic categories such as geographic region, income, age, and household size.

By classifying the local market according to some particular set of demographic criteria and then assigning the typical expenditures for a particular product based on the same demographic criteria with data from the *Consumer Expenditure Survey*, a reasonable estimate of potential sales for a particular product can be derived. This estimated figure would then be compared to actual sales (from sales tax reports) for this product to determine if there is a sales leakage or sales surplus.

If a sales leakage occurs, meaning people are buying a particular product outside the local trade area, further analysis should be undertaken to explore contributing factors that may cause people to be shopping for this product elsewhere. Product availability may be only one of many reasons why people are or are not buying locally.

- **Sales tax reports.** By using sales tax reports, information can be interpolated to determine what percentage of the community's total sales (or sales of a particular product or service) are coming from the downtown district.

- **Accountant's reports and blind business surveys.** To overcome privacy issues that may cause downtown business owners to not participate in providing valuable market analysis information, sales can be tracked anonymously through both of these methods.

Local accountants may be able to provide sales figures from their clients' businesses without divulging the business identity. Blind business surveys involve downtown business owners reporting monthly sales information to the Main Street program through a code or symbol chosen by the business owner. Each month the business owner sends a report to the Main Street program identified only by the symbol or code. The program will be able to track sales levels and trends without knowing what businesses are actually generating the sales.

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**Recruiting New Business**

New businesses can complement existing ones. Before recruiting new business though, a strategy must be in place with long-term goals such as repositioning downtown to capture a larger share of local sales or to attract new market segments. For instance, putting an upscale women's clothing store next to a similar existing store might stimulate more sales for both businesses than either could achieve if located on different blocks. It is important to fill vacant buildings with businesses that benefit the entire downtown and not just take anything that comes along. Analyze best locations and if existing businesses should be the first to move to bigger or better locations.

Identify opportunities for both horizontal and vertical expansion. Vertical expansion translates into limited goods but in a wide range of quality and price ranges. Horizontal expansion involves complementary product lines.

Have a community profile data base developed and ready for potential new business inquiries that includes:

- Labor force – availability, skills.
- Transportation routes/rates/methods.
- Telephone and communications.
- Energy costs.
- State and local tax structure.
- Management technical assistance programs.
Other relevant special economic programs such as job training, joint marketing, financing; zoning, tax incentives.

Local education including adult or continuing education opportunities.

Community facilities and cultural amenities.

Healthcare.

Housing.

Available commercial land, buildings, equipment.

List and map of current businesses.

The information contained in the community profile must be kept up-to-date and responses to prospective businesses should be sent as a personalized letter and should only contain the information from the community profile specifically requested. The response should be sent out promptly, ideally within one day of contact. An additional community brochure may be developed to convey a more generalized message that Newcastle is a quality place to live and work. This brochure should contain many high-quality color pictures of the people, architecture, landscapes of Newcastle, and relevant quotations from residents and well-known persons.

Recruitment steps:

 Compile a list of potential businesses. Examine trade market information and decide which types of businesses the downtown can economically support.

 Collect information on businesses in nearby communities. Successful businesses in the region may be quite successful in an expansion because they understand the culture and customer.

 Assemble recruitment information. Relevant and current as to the status of downtown.

 Develop a recruitment team. Peers and those who can provide technical assistance such as realtors and bankers.

 Keep track of potential business opportunities. If a potential business owner contacts you, but decides not to relocate immediately, the opportunity may be made valid at a later occasion.

 Marketing Strategies

 Image – the community's impression of the commercial district – is the most important factor in the revitalization of a downtown. Promotion strengthens the downtown's image and marketability by changing community attitudes, by creating a unified image, by strengthening the downtown as the center of community activity, and by broadening perceptions of downtown.

 There are basically three types of promotion in a downtown revitalization program. All three promotional programs are tools that communicate positive change.

 Retail promotions. Activities designed to promote goods and services offered by downtown businesses and to generate immediate sales. These activities promote the commercial district as a unified shopping area.

 The two primary forms of retail promotions are retail sales and retail events. Retail sales are discount or sales oriented such as dollar, sidewalk, or crazy days sales. Retail events are typically not discount or sales oriented, but feature other aspects of retailing such as convenience, service, or variety. Examples of retail events are invited hours shopping for regular customers, educational seminars, book signings, and factory representative assistance.

 Retail promotions require major input from downtown retailers, and there must be a strong working relationship between any downtown merchants' association or chamber group and the Main Street program. The groups should get together and discuss each other's roles in the promotional activity to develop a clear understanding of which group is responsible for what type of promotional activity, how revenues will be generated, what each group's overall market and economic objectives are, and how interested groups will coordinate the planning and implementation of various events.

 Retail promotional activity can take place throughout the year, but discount-oriented activities should be limited to only a few times...
throughout the year; otherwise, it may give the downtown a bargain-basement image.

- **Special events.** Traffic-building events meant to generate eventual, not immediate, retail sales for downtown businesses.

Special events involve potential consumers in festive, non-commercial activities such as community celebrations that focus on historic themes or heritage, music and food events, fairs and carnivals, and holiday events that attract a broad spectrum of the market area and tourist population. These events are important because they can help bring existing customers downtown more often and also introduce new consumers to the amenities the district offers. The special events should focus on themes that reestablish the downtown as the center of community activity and local pride. These events should include interest for children and perhaps even a free souvenir - a token positive reminder of a good time downtown.

- **Image-building promotion.** Activities in this category help reverse negative perceptions of the downtown. This is a long-term, on-going campaign to regain, and then retain, the consumer's positive impression of downtown.

Image building promotion involves developing a positioning statement that briefly describes where the downtown should be "positioned" in the market based on market information, community desires, and realistic expectations. Image building promotion typically involves some of the following activities:

- Developing a logo that graphically communicates a message to consumers about downtown. This logo should clearly reflect an image of quality and depict some of the downtown's most positives aspects as well as something unique to downtown. While the logo may contain some well-known community feature, care must be taken that logo conveys a sense of the downtown's marketing position. Once developed, this logo should be extensively used on promotional literature, advertising, and informational signage.

- Putting together a promotional calendar to plan and coordinate an effective promotional program. It should be developed twelve to eighteen months in advance.

  In order to formulate an effective promotional calendar, anticipate sales cycles and plan events to take advantage of established shopping habits by tracking local sales patterns and analyzing when consumers are most likely to make major purchases. If a calendar of events from previous years is available, analyze the effectiveness of each event. Plan activities that fit overall promotional goals. Consider activities that appeal to specific market groups - think generally first, and specifically second.

Consider timing with other local and regional events to avoid potential schedule conflicts. Make preliminary committee assignments, and for each promotional activity, appoint a chairperson to head the task force that will plan, oversee, and implement the event. Finalize the calendar of events. Prepare a master calendar and distribute it to downtown businesses, local media, schools, civic groups, statewide media, and organizations that will help publicize the events.

- **Promoting the achievements of the revitalization effort.** Publicize business openings and expansions, job creation, reinvestment in buildings, and public improvements through newsletters, awards, ribbon-cutting ceremonies, and volunteer group participation in specific projects. Quote prominent community personalities in promotional literature. Ask for media coverage of special events, but be sure to know their preferred format, and respect their publication deadlines.

  In summary, creating a positive image requires a consistent message, quality, well-planned graphics and events, a thorough understanding of consumer habits and preferences, and repeated exposure.

Over the course of time, the series of messages transmitted through special events, retail promotions, news articles, buttons and bumper stickers, and word of mouth will reposition the downtown in consumers' minds, leading shoppers
to associate it with good experiences and positive values

C. Economic Development Summary

Economic development must be real and action-oriented; it must embody the economic desires of a broad spectrum of the community's citizenry.

A public-private partnership should drive economic development. Local governments are already deeply involved in local business activity as suppliers of infrastructure, as taxpayers, and as regulators of land and building activities. Therefore, local government should, at least, understand what effect its behavior has on the local economy. Benefits brought to economic development by the public sector include legislative, political, and large-scale service provision advantages not available to the private sector working alone. Local government should take action to perfect the markets and make them work more efficiently.

Steps to Economic Development:

- Establish an advisory group for the economic development program with a manager and board of directors whose job is to set measurable objectives and monitor progress toward them.

- Keep the group small so as to promote discussion.

- Meet regularly, but for short periods of time - perhaps once a month over breakfast or lunch.

- Have one or two elected officials in the group. Ensure that two or three different sectors of the business and general community are represented.

- Survey outside groups before discussing objectives. Complete a community opinion survey in order to give the group a sense of community purpose.

- Discuss and formulate about five to ten measurable objectives that can be achieved in the next year.

- Establish data collection procedures to ensure data availability to evaluate progress. Multi-year goals should be broken down into one-year objectives.

- Reevaluate objectives before and during project implementation, and also at the end of a specified review period. Program evaluation makes judgments about what mix of activities and projects to undertake. It should be intuitive, subjective, and opinionated. Benefit-cost analysis must be included in the program evaluation.

To aid in defining measurable objectives, a simple form can be designed that contains the following information:

- Objective number.
- A brief objective title.
- A carefully worded one-sentence objective.
- Definition or elaboration of any terms used in the objective if necessary.
- Statement of what would constitute 75% achievement of objective.
- Statement of what would constitute 50% achievement of objective.
- List of quantifiable information required to evaluate achievement of the objective.
- List of sources for that information.
- A brief statement of the effect of accomplishing the objective.

After defining measurable objectives, the next step in the action process is to inventory the local economic situation. This involves data collection and analysis. The trick to action-oriented results is to work hard to minimize data collection and not be bogged down with details that will never be analyzed or used. In order for data collection to be worthwhile, the information must have these characteristics:

- It must be worth collecting periodically and consistently, so as to become part of
a continuously functioning management
information system.
- It should have an immediate analytical
use that leads directly to economic
development decision-making.
- It should be relevant to achieving
established, measurable objectives.

A basic database should contain up-to-date
information on the most common needs of most
firms such as land, labor, buildings, energy,
finance, management, taxes, and components
that contribute to the quality of life – hard to
define, but good schools, good health care, and
well-maintained public facilities are usually at the
top of the list.
VII. DOWNTOWN DESIGN RECOMMENDATIONS
A. Design Overview

During the planning process, several alternative designs were prepared and presented to the City of Newcastle, the Wyoming Department of Transportation, the North East Wyoming Economic Development Coalition, downtown business and property owners, and the general public.

The following recommendations represent a pragmatic design solution for downtown Newcastle that meets the WYDOT safety and design criteria for Main Street, and provides streetscape enhancements approved by the City and citizenry that will improve the image and utility of downtown Newcastle. These enhancements provide for parking needs, comfortable and inviting outdoor spaces, historic building restoration, and business expansion. The enhancements serve to further define downtown as unique and Newcastle’s central business district.

Newcastle residents expressed the need for image enhancement and property clean up of their downtown area. An improved mix of retail businesses and additional recreational, social, and cultural opportunities in downtown were also sought. The local citizenry overwhelmingly favored tourism as an economic development avenue befitting downtown Newcastle. Design recommendations strive to present a cohesive streetscape that is mindful of all these issues.

B. West Main Street

The master plan recommends narrowing West Main Street from its present four-lane width to two driving lanes with one center turning lane. This change is made for a number of reasons:

- The width of Main Street will be more in scale with the height of the downtown buildings aesthetically lending a human-scaled level of comfort to the streetscape.
- The additional space gained from narrowing Main Street allows for street side amenities of trees, seating areas, corner nodes, and wider sidewalks; all of which induce expanded commercial and social opportunities.
- Current WYDOT traffic counts, as well as the 20 year projected traffic count, for West Main Street support the change to three lanes. Traffic volume will flow at a reasonable rate. The street will become more of a destination rather than a drive-through highway.

Main Street Parking

During the design phase, the consultants considered a change from the present parallel parking to diagonal as a practical alternative to provide extra parking along Main Street. However, WYDOT was not in favor of this, primarily due to safety concerns for potential increased accidents with vehicles backing out of parking stalls. Therefore, parallel parking is retained on Main Street as advised by WYDOT.

District Definition

To enhance the uniqueness of Newcastle’s historic downtown area, further identify its physical boundaries, and increase its utility, safety, and comfort, the master plan:

- Narrows and reorients the intersection of Summit and Main. This change helps to better define the start of the district, provides aesthetic linkage to the newly landscaped park area on the east side of Summit at Main, and allows for safer pedestrian crossing for those wishing to utilize the park. Relocating Gabby’s entry way further south on Summit, in combination with narrowing and reorienting the intersection, will provide safer traffic conditions. Vehicles will enter and leave the district at a slower pace and visibility of traffic conditions will be increased.
Provides parking districts at the west terminus of downtown both north and south of Main Street on the west side of Railway Avenue. The parking area north of Main is designed to accommodate large vehicles such as RV’s and trucks with trailers. Landscaping buffers the view of the lot from Main Street and also buffers the view of the tracks and commercial/industrial area beyond the downtown district to the west. On the south side of Main, the parking area will provide additional convenient parking for visitors to the park and for customers of the businesses on the east side of Railway Avenue. Landscape buffers of trees and fencing on the west edge of the park serve to
obscure the view of the tracks and commercial/industrial area district west of downtown. Additionally, this physical separation from the tracks and train traffic will lend a safer, quieter, more pleasant experience for park goers.

- Employs design elements of corner nodes, tree and shrub zones, seating areas, sidewalk layout and specialty paving, patterns, and decorative lighting along Main Street.

- Corner nodes, with the addition of designated crosswalks, provide a pedestrian-friendly atmosphere to the street. Drivers are more alert to potential pedestrian traffic, and pedestrians young and old, as well as those with disabilities, have greater ease in crossing the shorter street distance.

- Residents of Newcastle expressly desired street trees downtown. The master plan incorporates tree and shrub plantings throughout the district. Dollar for dollar, trees are the most cost effective enhancement possible to any streetscape. Trees add an element of verticality, buffer the pedestrian zone from the street, offer climate control through sun and wind protection, improve air quality, and provide sensory interest visually, as well as through sound and smell.

- The 21 ft. sidewalk is composed of three distinct, yet interrelated, pedestrian zones. An 8 ft. section adjacent to the buildings allows pedestrian traffic to stroll, window shop, and enter and exit businesses with ease. Through the introduction of seating and plant materials, the next 8 ft. section provides for comfortable gathering spots. The final 5 ft. section nearest the street eases the transition from the street and parking zone to the prime pedestrian area and allows for passenger ease in getting in and out of parked vehicles. Paving pattern and materials can add or detract to the overall enhancement of a downtown business district. Overly intricate design can be overpowering and can consume huge amounts of the streetscape improvement budget. Ongoing post-construction maintenance is also costly. For Newcastle, the paving detail provides interest, rhythm, and unity along Main Street while being mindful of construction and maintenance costs.
Decorative street lights are spaced at regular intervals along the three blocks of Main Street. These lights illuminate the district at night for pedestrian safety and comfort, and contribute additional visual intricacy both day and night.

C. Additional Parking Solutions

Adequate, convenient, and well-designated parking space is an important component to Newcastle's downtown revitalization. However, converting existing or potential commercial space, especially that fronting Main Street, is the least desirable option for locating additional off-street parking. An uninterrupted flow of commercial storefront diversity is crucial to the integrity and aesthetics of a viable business district.

After studying the land usage and commercial activity of downtown, a number of opportunities for expanded parking were proposed during the design review process. The master plan provides for additional parking space in the following locations:

- **On-street parking.** Seneca Avenue currently has diagonal parking only on its east side south of Main Street. Seneca is wide enough to support diagonal parking on both sides of the street, therefore the master plan utilizes this width to provide extra parking space both north and south of Main Street. As with Seneca, the block of Railway Avenue north of Main Street provides additional on-street diagonal parking on its east side. The sidewalk is widened on this block of Railway to better accommodate pedestrian traffic to and from the business district and parking.

- **Off-street parking.** The master plan enhances the parking potential in three underutilized areas within downtown and provides for comfortable, well-defined linkage to the commercial district.

  - A large lot currently exists between Weston County Courthouse and the Newcastle City Offices. The plan calls for designation of this lot as public parking and provides better pedestrian access both to West Main and North Sumner.

  - A new parking lot is located north of Black Hills Mortgage and KN Energy.

This calls for removal of some small dilapidated, vacant storefronts facing North Seneca, and utilization of the vacant lot between Black Hills Mortgage and KN Energy (a result of a building fire in the 1980's). Care is taken to provide good pedestrian linkage to Main Street while maintaining the integrity of the
Main Street storefront appearance. Vehicle access to the lot is on North Seneca. A bricked, landscaped pedestrian passageway spans the gap between Black Hills Mortgage and KN Energy on Main Street.

- Three vacant lots between Hardware Hank and the Main Street Diner are converted to a parking lot with a landscaped plaza facing Main Street. Vehicle access to the lot is from the alleyway between Railway and North Seneca.

D. Design Impact on Economic Development

The Master plan's streetscape enhancements and building restorations are all geared toward fostering a setting most conducive to invigorating downtown's economic activity and re-establishing its importance as the unique, historic heart of Newcastle.

The following concepts concerning economic development are both intuitive and logical. The concepts flow to and from the proposed physical improvements to downtown. Additionally, they represent an assimilation of information from a variety of sources: the expressed, though rather generalized concerns voiced by a small portion of the downtown business and property owners and community members, the present and projected demographic profile of the market area, current and projected economic forces, and a feeling for what could work on the part of the consultant.

These are suggestions only and primarily focus on bolstering, and then building on, the existing downtown commercial framework. The real work of economic development must come from the concerted, coordinated, determined effort of local government and a Main Street association backed by widespread community support.

Blocks 8 and 9

These eastmostmost blocks of Main Street lie between Summit and Sumner. Already the busiest and most attractive portion of downtown, the historic buildings are largely intact. Existing mature trees and well cared for lawns at the county courthouse, library, and post office add to the charm. With the master plan's proposed street side amenities, enhanced public parking lot, and improved pedestrian accessibility to the park on Summit, and across Main Street, an excellent environment will be in place to attract the tourist.

Viable commercial activity — Gabby's, the Newsletter Journal, and Hanson and Peck Attorneys — further champion the assets of these two blocks. As the physical beginning of downtown and in the best economic and real estate condition, these blocks provide a logical piece for the Main Street Association to focus its initial revitalization efforts that can then set the tone and produce the momentum necessary to carry program into the rest of the district.

As an example of its first year's activities, the Main Street association could develop and
implement the following comprehensive, four-fold program:

☐ **Building restoration.** Approach the property owners of the Newsletter Journal and Hansen and Peck buildings. With only the most minor changes to their building facades, such as era-appropriate building signage and the return of the east portion of the Newsletter Journal storefront to glass, the historic aesthetics of these two blocks would be intact.

☐ **Informational signage.** Develop informational signage to guide the visitor to parking lots and downtown attractions. Perhaps consider historic building plaques at this time also. The signage must be well placed to direct the downtown visitor. Additionally, the signage design should be used consistently throughout the district so as to become a recognizable feature of downtown.

☐ **Tourism package.** Produce a package of historic displays, a library of short films of local and regional interest, and a high-quality walking tour brochure. The main lobby of the county courthouse could house the historic display, the library could host a daily program of short films shown at regular, repeating intervals; both the courthouse and library could devote a small area to display handout literature (walking tour brochure, etc.). A display of the works and wares of local artisans, together with information of where these items are available for sale downtown, could be located at both courthouse and library as well.

☐ **Gateway to downtown.** The decision to even go downtown will likely be made on Highway 16. At present, the intersection of the Highway 16 truck route and the Highway 16 business route (Summit Ave.) is in very poor condition and needs clean up and landscaping. Informational signs of the recognizable downtown design should be placed to direct both east and west bound traffic to downtown. The Main Street association should recruit a local service/community organization(s) to take ownership of the project to maintain this intersection of Highway 16 on an on-going basis. The association may want to work with the owner of the vacant gas station at this intersection. With some help, the property could be cleaned up and boarded up, windows replaced. With some creative brainstorming, perhaps some use could be made of this property so that it did not project an abandoned, negative connotation on this important intersection.

Remember to give each of these activities as much publicity as possible. Informing the community of positive changes downtown is a crucial component of the revitalization program.

Pedestrian traffic generated on these two blocks should benefit Gabby's with increased demand for convenience items and logically spill onto the next blocks.

**Blocks 7 and 10**

Located between Sumner and Seneca, this midportion of downtown is already the scene of exciting change. In block 10 (south side of Main), a new business recently opened in the Updike building. This home décor center tastefully features flooring and furniture. Both the interior and exterior of the store were wisely left historically intact. Construction is underway at the corner of Main and South Seneca. The two-story building will contain shop and office space on the ground floor and apartments on the second floor. The ground floor commercial space will add much diversity to the streetscape, and the housing above will provide additional consumers to downtown.
The Updike building is the historic anchor of this block. The architectural rendering depicts suggestions of restoring its original storefronts on the main level and the transom windows on the second level. Compatible signage, rooflines, and windows unify all the buildings on this block.

The empty gas station on the corner of Main and South Sumner presents a wonderful opportunity for a unique commercial development that could bolster existing adjacent business, keep the tourist moving through the business district, and enrich the local community.

The master plan reorientates the parking on the west side of Sumner, provides a defined entrance for Lochen Booth with improved linkage and greater visibility from Main Street, provides an outdoor plaza, and a building infill on a portion of the gas station facing Main Street.

Lochen Booth is a rough gem - one of a kind business; together with its building, it has much potential for future development. The Main Street association should explore options to reinforce this existing business by clustering compatible development that appeals to the tourist as well as local community. Options to explore for the Lochen Booth building and the adjacent gas station could include:

- **A series of small shops.** The shops should be compatible and benefit from one another's traffic. An art gallery (the upper level of Lochen Booth could be an ideal location), an antiques store, ice cream and candy store, bookstore featuring regional books and quality gift items such as candles, cards, and jewelry, and a specialty sporting-goods store are examples of compatibility. The merchandise at all of these shops should reflect genuine local color, be unique, and of high quality. Discount, mass-produced wares can be found at Pamida.

- **Promotions.** Bolster these businesses by creating events such as book signings, food tastings, artist and artisan demonstrations, and educational seminars. These seminars should be linked to the merchandise of the shops and could cover a wide range of topics such as fly-tying, rock climbing, leather working, and local history.

On the north side of Main (block 7) at the corner of Main and North Seneca stands the remains of...
Blocks 6 and 11

These westernmost downtown blocks of Main Street lie between Seneca and Railway. The prominent historical building on the block 6 (north side of Main) is the Antlers Hotel. As noted earlier, this building is in a state of disrepair and not open to the public. The architectural rendering depicts complete restoration of this building due to its potential to reclaim its former position as a main attraction and focal point for downtown Newcastle. There is no question that the complete restoration of this historic building would be an expensive, laborious process.

The master plan locates a parking lot with a landscaped plaza facing Main Street on this block. This lot and plaza should serve to bolster both adjoining businesses - Hardware Hank and the Main Street Diner. The lot will offer convenient customer parking for the hardware store; the outdoor plaza offers an opportunity for additional customers to the Main Street Diner. The diner could expand and diversify its food offerings. With a pleasant outdoor space adjacent to the restaurant, new food selections appropriate for take-out and snacks would be in order.

The exterior of the B. Carter warehouse is historically intact and the building could be put to a number of uses:

- **Marketing skills.** Develop a basic seminar and brochure on the art of window display. Clean windows, filled with artfully displayed wares and community information will instill vitality and interest to the streetscape. Many of these businesses are not retail shops per se, but strategies can be employed to utilize these windows to good advantage.

- **Business infill.** An appropriate commercial choice for this block would be a business with appeal to young people (tap into the movie crowd) such as an arcade. Or better yet, perhaps a business that could appeal to both seniors and young people such as a music store or dollar store.
Expand Hardware Hank. The hardware store has a strong customer base. With the proposed parking lots—adjacent to the east and on Railway, plus more activity downtown due to the revitalization, the hardware store may want to consider expanded product and service lines.

To improve its overall composition, the rendering depicts only signage changes to the Masonic Lodge building. For its neighbor to the west, Miles Photography, masonry cleaning (removing the paint) and enlarging the windows are small improvements that could be made.

Clean up the showroom and create a display of the vintage vehicles. Even if the building remains closed to the public, the view into the building could be most interesting for the tourist and serve to create more diversity along the street.

Develop a community asset. Thought should be given to actually opening the building perhaps for special publicized occasions at a minimum, perhaps develop a business.

The Pinnacle Bank anchors block 11. Many of the buildings in this block on the south side of Main Street could be restored to their historic look with minimal effort, others would require more extensive work. The architectural rendering depicts a unified, cohesive look for this block.

Masonry cleaning, and the cleaning of historic surfaces in general, is not an exact science. To date, there is no one formula that will be suitable for cleaning all historic building surfaces. Although there are many commercial cleaning products and methods available, it is impossible to state definitively which of these will be the most effective without causing harm to the building fabric. It is definite, however, that sandblasting and the use of abrasive cleansers must be avoided since both permanently damage historic fabric, that is in many cases, irreplaceable. In the end, it may be that the best solution is no solution, and the paint must remain on the brick. Further help on this subject is available through the National Park Service or the Wyoming State Historic Preservation Office (see Appendix B).

An empty lot between Miles Photography and the Bronco Bar offers expansion opportunities for adjoining businesses or infill of a new building. The rendering depicts an infill of a typical two-story commercial building with large storefront windows on the street level and punched windows above. A temporary solution for this lot would involve clean-up, minimal landscaping, and perhaps a changing out door display of regionally appropriate artifacts, sculpture, or antique machinery.

The Bronco Bar, Discount Appliance, and Corner Bar buildings have been significantly altered over the course of time. Suggestions shown for potential restoration include removal of some of the more modern wooden additions to the storefronts and replacing the bricked-in storefronts with more expansive plate glass...
windows and recessed entries.

The businesses on this block are a diverse lot and the Main Street program should be ready to work with these businesses to assist in marketing strategies, techniques of window and showroom display, and signage. Additionally, the program should work with the business owners to better define their merchandise and services to meet the needs of the community and to be appealing to the tourist as well.

E. Summary

The initial step in this revitalization is to establish a Main Street program to steer development of the downtown district. As the program matures, it should develop a full range of promotional activities and business support services to assist downtown businesses with financing for building restoration, business expansion, and marketing skills. It is important that the downtown development does not occur by happenstance; the goal is to create a cohesive, unique district.

Local government should be proactive during this revitalization period and do all that is possible to support and promote positive change. It can play an especially strong role in supporting streetscape enhancement and building renovation. Through zoning ordinances and zoning and tax incentives, it should encourage creative, but compatible, development in underutilized upper floors of downtown buildings.

Historic restoration and rehabilitation is a long involved process that requires community commitment and support. Although downtown Newcastle has suffered tremendous losses to its historic fabric due to fires and building removal, there is still great potential for historic restoration and revitalization.

The master plan includes a wide range of historic restoration and preservation possibilities for downtown buildings:

- Relatively inexpensive improvements such as signage and masonry cleaning.
- Mid-range options of replacing modern storefront infills with a style more depictive of the original brick and glass storefront character.
- Complete restoration as in the case of the Antlers Hotel.
VIII. IMPLEMENTATION
A. Implementation

A legally formed Main Street organization consisting of a private-public partnership is necessary to fund and implement the downtown revitalization. With this organization in place, there will be avenues for financing and development opportunities not available to property and business owners acting individually.

To support implementation of the plan presented in this report, several avenues of funding are available for Newcastle. A number of these options are described in this chapter. For further information, Appendix B contains a listing of contacts and publications to obtain detailed program information.

B. Loan Pools and Programs

Availability of funding from conventional sources is often a stumbling block for many small business owners and private individuals involved in downtown revitalization projects. Most local banks are not in the business of analyzing new business ideas, projects, or developments and seldom make long-term business loans. Rather they traditionally are involved in short-term working capital loans – lines of credit, or small business loans based on the business’s past performance, cash-flow sufficiency, and collateral reserves. Communities that rely on local banks too heavily for business capital will find many of its small businesses constantly cash-poor and excessively vulnerable to movements in short-term interest rates.

Loan pools have become one of the most popular, innovative, and valuable economic development tools available to downtowns. Main Street programs can help make low-interest loans available for façade renovation, property acquisition, and working capital for new and existing businesses. These loans benefit the city through increased property valuations and tax revenues, and for the investor, the loan pool takes some of the risk out of downtown rehabilitation projects and makes them more cost effective. Downtown benefits because the pool stimulates development. Because the loans usually only fund a portion of a project cost, the projects usually mean additional loans, accounts, and customers for participating banks and financial institutions and help banks meet requirements of the Community Reinvestment Act.

Loan programs are diverse and can be structured in a variety of ways. Some are quite small, others large. Some fund only façade improvements, others provide working capital for expansion and relocation. To lower a loan’s overall interest rate, some loan pools blend interest-free or low-interest funds, such as Urban Development Action Grants paybacks, Industrial Revenue Bonds or revenue generated from special taxing districts, with private funds loaned at prevailing commercial interest rates. Others combine low and no-interest funds from private foundations with funds from local banks to capitalize the loan pools. In some communities, participating banks, commit equal amounts of money to the loan pool; in others, banks provide funds in proportion to the size of their holdings. In some programs, borrowers receive loans from a common pool, and in others, the borrower’s own bank makes the loan. Some pools expire upon depletion and must be reseeded to continue; some are “revolving” with loan repayments automatically replenishing the fund. Some loan funds have been created with the help of state enabling legislation; others exist merely through the determination and coordination of banks, Main Street projects, and local citizens. The most common type of loan program is one in which local lending institutions agree to capitalize a loan pool and offer loans to qualified projects at reduced interest rates - usually 50 to 75 percent of the prevailing prime rate.

Designing a pool:

- Determine what type of projects will be funded, for example façade improvement.
- Determine the size of the loan pool to ensure adequate monies for the type of projects to be funded.
- Determine how the pool will be capitalized. One funded by both private and public sectors reflects the commitment of both sectors of downtown revitalization and, therefore, can make downtown development even more enticing to investors.

- Determine how the loan pool will be marketed. The Main Street program, local government, and local banks should all disseminate information about the loan program.

- Determine how the loan program will be managed - loan committee, standardized applications, who will approve projects such as façade design.

- Determine how each loan project will be completed. Take before and after photos. Track what results have occurred due to the improvements.

- Develop data collection procedures to ensure data availability to evaluate progress. Multi-year goals should be broken down into one-year objectives.

C. Municipal Level Programs

Local government plays an important role in downtown revitalizations. Options for funding capital improvements include 1% capital facilities sales tax financings, general obligation and revenue bond transactions, special improvement districts, tax increment financing, business improvement district financing, tax-exempt leasing, and collaborations with the private sector in Main Street programs.

Common forms of municipal financing include the following:

**Special Improvement Districts (SID's):**
A municipality can form an Improvement District for the purpose of financing improvements within the boundaries set for that district. Bonds may be sold for a maximum term of 15 years and are secured by assessments levied on property within the district. Assessments can be based either on the linear footage of frontage within the improvement area or on total area of the property in the half block which fronts on the improvements. A resolution from the City council would be required to form the district. If owners of more than 50% of the property within the district file objections, the district must be abandoned. If owners of more than about 30% of the property oppose the project, this would be a signal of potential resistance that could impact other possible funding sources.

Many types of improvements could be financed with a SID, including sidewalks, curb and gutter, streets, water, and sewer. Landscaping and other enhancements may also be eligible, depending on the opinion of the local bond counsel. SID funds can provide a local match for other funding sources.

**General Obligation Bonds:**
Following an authorizing election, Newcastle may sell municipal general obligation various purpose bonds to finance utility improvements, street lighting, and other downtown Improvements. The bond issue is limited to 4% of a municipality’s assessed valuation. The bonds must be secured with a community wide property tax increase. This option is probably one of the least desirable for an enhancement project.

**General Fund - Capital Improvements:**
The City of Newcastle could potentially fund portions of the improvements out of the city’s general fund, if the capital improvements have been budgeted. This funding could only be used for non-state highway improvements. These funds could provide a local match for other funding sources.

**Tax Increment Bonds (TIF):**
This type of financing captures the incremental gain in taxes generated as a result of property redevelopment and improvements within a redevelopment area and allows the use of incremental gains in property and sales tax revenues to amortize bonds issued to defray the cost of the redevelopment processes that generated the increment. Tax increment bonds can be sold by a city to improve a downtown area. Tax increment bond proceeds can be used to fund any type of public improvement within the TIF District. This includes streets, curb and gutter, sidewalks, lighting, signage, landscape, utilities and more. A TIF does not require a municipal vote.
Municipal government can also influence the course of downtown development through zoning incentives and mixed use zoning, through exercising powers of eminent domain for land assembly, excess condemnation, land readjustment, and land development sale/lease arrangements.

Some other types of municipal-level programs are:

**Community Development Corporation:**
Local economic development corporations (EDCs) - usually regarded as semi-public because their purpose is to generate local economic development and not to realize a profit. Generally EDCs are created and partially funded by the public sector. They also raise money by issuing notes, stock, bond, or from contributions. Typical activities of EDCs involve real estate transactions such as acquiring land and rehabbing existing or constructing new facilities and then leasing the development for commercial or public purposes.

**Downtown Development Authorities (DDAs):**
In many ways, DDAs resemble a small municipality in that they have a specific jurisdictional boundary and a governing board of people who own homes, businesses, or property within that jurisdiction. They often have taxation power and have the authority to float tax-exempt municipal bonds. DDAs typically invest in businesses, lend to businesses, build and own real estate, and earn a surplus from successful business ventures.

**Non-profit corporation, charitable trust, community foundation:**
An organization formed to carry out a limited set of activities deemed to be for the public good. The most desirable status tax status under the Internal Revenue Code is 501(c) 3. With this designation, any surplus revenues are tax exempt, and donations by private individuals to the corporation are usually tax-deductible.

**Real Estate Investment Trust (REIT):**
These corporations are generally exempt from federal income tax. Typical activities involve buying building, and managing, and loaning funds for large-scale real estate projects.

**Condominium Associations:**
Real estate organizational structure in which several distinct physical parts of the development project are privately owned. The private owner then becomes a member of an association and owns other parts of the project in common. In regard to downtown development, an applicable arrangement could consist of office/retail/housing space, parking lots, and plaza or park space.

**D. Historic Preservation Funding**

Beginning in the 1960's when Americans were becoming increasingly aware of the damage happening to their heritage by modern development, programs and laws were enacted in an effort to counteract these effects. The National Historic Preservation Act of 1966 is the nation's central historic preservation law. It establishes the legal and administrative context within which local historic preservation commissions relate to, and participate in, the national historic preservation program. This act has been strengthened and elaborated on several times since it's beginning. On a national level, it provides for tax incentive and funding programs now being used to restore historic buildings throughout the United States.

In addition to the incentive programs available at the national level, several states offer their own tax incentive programs for historic preservation at the state level. They include tax credits for rehabilitation, tax deductions for easement donations, and property tax abatements or moratoriums.

To date tax incentive and funding programs available in Wyoming are those offered at the national level and administered through the state. Many, although not all, of the programs require that a property be listed on the National Register of Historic Places to qualify. To that end, a brief explanation of the register and it requirements is included.

**The National Register of Historic Places:**
The National Register of Historic Places is the nation's official list of districts, buildings, sites, structures, and objects significant in American
history, architecture, archeology, engineering and culture. The National Park Service under the Secretary of the Interior administers the National Register. It is designed to identify, recognize and to some degree, protect significant historic resources. Listing on the register does not restrict the right of property owner, nor does it prevent destruction of historic properties, but benefits the owner in several ways including making the properties eligible for federal grants when available.

A property can be listed on the register either individually or as part of a historic district. To be listed on the register, a property must be nominated by the state. As a part of the National Historic Preservation Act of 1966, the Federal Government established, at the state level, a State Historic Preservation Office (SHPO). The SHPO office has the responsibility of identifying historic properties and nominating properties to the National Register. This involves assisting those individuals who own historic properties and who are interested in getting their property registered.

Ordinarily, National Register forms to nominate properties are prepared by local citizens or by the staff of the State Historic Preservation Officer. These nomination forms are then submitted to a state review board. This review board makes a recommendation to the State Historic Preservation Officer either to approve the nomination if in the board’s opinion it meets the National Register criteria or to disapprove the nomination if it does not. If in agreement with the property owner or a majority of owners in a district, the State Preservation Officer will forward the nomination to the National Park Service. If the National Park Service approves the nomination, the property (or historic district) is officially entered in the National Register.

The National Register Criteria for Evaluation are designed to guide state and local governments, federal agencies, and others in evaluating potential entries in the National Register. The criteria were developed to recognize the accomplishments of all peoples who have made a contribution to our country’s history and heritage.

Currently, there are two buildings in Newcastle listed on the National Register of Historic Places. They are the Newcastle Main Post Office on West Main Street and the Wyoming Army National Guard Calvary Stable (Anna B. Miller Museum). The Weston County Courthouse has also been nominated for the Register.

To date, a registered historic district has not been established or nominated for downtown Newcastle. Unfortunately, downtown Newcastle has experienced several fires on its Main Street resulting in the loss of a good portion of the historic fabric. Today, as a consequence of this loss, it is questionable as to whether, as a district, downtown Newcastle can still meet the requirements of the National Register criteria. An interested owner is better advised to pursue an individual nomination for their building.

On the state level, the Wyoming State Historic Preservation Office is available to assist owners who are interested in listing property on the Register. Property owners interested in preservation tax incentives need to first look at obtaining a National Register listing for their property. SHPO will not list a building without the owner’s consent and will not actively pursue a nomination without initial interest by the owner.

On the local level, the City of Newcastle is a Certified Local Government (CLG). The National Historic Preservation Act of 1966 provides for the certification of local governments whose historic preservation programs meet prescribed standards. CLG, in turn, is eligible for special grants-in-aid and technical assistance from SHPO to assist them in carrying out preservation activities at the local level. At least 10% of the annual Historic Preservation Fund grant made to the States under the Act must be distributed to the CLGs. Then, in turn, the Newcastle CLG may offer assistance to owners interested in the Register.

Tax incentives for the preservation and rehabilitation of historic properties are among the most useful tools a local government can use to protect and enhance its historical environment. There are several federal tax incentives that apply to particular kinds of preservation activities for particular purposes. The two most widely used federal incentives, however, are the historic rehabilitation tax credit and the charitable contribution deduction.

Implementation
Historic Rehabilitation Tax Credit:
The Tax Reform Act of 1986 permits owners and some lessees of historic buildings to take a 20% income tax credit on the cost of rehabilitating such buildings for industrial, commercial, or rental residential purposes. A similar 10% income tax credit is available for non-historic buildings built before 1936.

A tax credit differs from an income tax deduction. An income tax deduction lowers the amount of income subject to taxation. A tax credit, however, lowers the amount of tax owed. In general, a dollar of tax credit reduces the amount of income tax owed by one dollar. The 20% rehabilitation tax credit equals 20% of the amount spent in a certified rehabilitation of a certified historic structure. The 10% rehabilitation tax credit equals 10% of the amount spent to rehabilitate a non-historic building built before 1936.

Regarding the 20% rehabilitation tax credit only, the law also permits depreciation of such improvements over 27.5 years for a rental residential property and over 31.5 years for non-residential property. The rehabilitated building must be a certified historic structure that is subject to depreciation, and the rehabilitation must be certified as meeting standards established by the National Park Service (NPS).

A certified historic structure is any structure, subject to depreciation as defined by the Internal Revenue Code, which is listed individually in the National Register of Historic Places or located in a registered historic district and certified by the Secretary of the Interior as contributing to the historic significance of the district.

A registered historic district is any district listed in the National Register or any district which is designated under a state or local statute which has been certified by the Secretary of the Interior as containing criteria which will substantially achieve the purpose of preserving and rehabilitating buildings of significance to the district, and which is certified by the Secretary as meeting substantially all of the requirements for the listing of districts in the National Register.

A certified rehabilitation is any rehabilitation of a certified historic structure which the Secretary has certified to the Secretary of the Treasury as being consistent with the historic character of such structure and, where applicable, with the district in which such structure is located.

In order to get a building or rehabilitation certified, NPS requires that owners complete a special form, the Historic Preservation Certification Application (Form 10-168), for all certification requests. The form is divided into three parts: Part 1 for evaluating the historic significance of a building, Part 2 for describing rehabilitation work, and Part 3 for requesting certification of completed work.

All applications are submitted to, and reviewed by, the State Historic Preservation Officer (SHPO) before submission to NPS. NPS makes the final certification decision after considering the SHPOs recommendations.

Part 1 evaluations need not be prepared for buildings already individually listed on the National Register. A building within a district must be certified, based on review of a Part 1 application, as contributing to the significance of that district. Part 1 applications are also used to gain preliminary determinations of significance for individual buildings not yet listed in the Register; these determinations become final when such buildings are actually listed.

Proposed rehabilitations are described on Part 2 of the application form. NPS issues a preliminary approval of proposed work to projects that, as described, meet the Secretary of the Interior's Standards for Rehabilitation. The preliminary approval becomes final when the work is completed and NPS can certify that the "Standards" have, in fact, been met.

NPS charges a fee for reviewing rehabilitation certification requests, based on the cost of rehabilitation. Historic Preservation Certification Application forms are available from SHPOs and the NPS Regional Offices.

Charitable Contribution Deduction:
Taxpayers may deduct from their federal income tax the value of historically important land areas and certified historic structures donated to governments and other appropriate recipients for historic preservation purposes. Donations of partial interests in such properties (e.g., easements) are also deductible.
The range of properties on which deductions can be claimed for donations is broader than that on which the rehabilitation credit can be claimed. Archeological sites, rural historic districts, and other land areas on or eligible for the National Register are included, as are land areas within historic districts and lands adjacent to properties individually listed on the Register where such areas contribute to the historical integrity of such properties. Properties do not have to be depreciable in order for the charitable contribution deduction to be taken.

E. Tea-21 Funding

Transportation enhancements were initially provided in the Intermodal Surface Transportation Efficiency Act of 1991. During the 6 years of the funding cycle, over $20 million was spent on statewide transportation enhancement projects.

In Wyoming and nationwide, the acceptance of this program by municipal and county governments led to its continuation in the succeeding federal transportation act passed in 1998 called the Transportation Equity Act for the 21st Century or TEA-21.

TEA-21 retained the enhancement program intact with only minor modifications. The Wyoming Transportation Enhancement Program has been fashioned into two separate categories: Transportation Enhancement Activities – State (TEAS) or those located on or adjacent to the State Highway System (SHS), and Transportation Enhancement Activities – Local (TEAL) for those projects that are sponsored by local entities and generally located off or away from the State Highway System.

Transportation enhancements are transportation-related activities that are designed to strengthen the cultural, aesthetic, and environmental aspects of the nation’s intermodal transportation system. Enhancement are of three major categories: non-motorized facilities, such as pedestrian and bicycle pathways; aesthetic improvements, such as landscaping and other scenic beautification; and historic preservation of transportation facilities, such as renovation/rehabilitation of an historic depot. Eligibility, however, is further defined to include historic preservation in general.

A transportation enhancement project must relate to surface transportation and have at least one of the following features: function – the proposed project must serve as a functional component of the overall transportation system; proximity – the proposed project must be located or situated within the viewshed of the transportation system, or impact – the proposed project must have a positive impact on the overall transportation system.

The Main Street in downtown Newcastle is a state highway and, therefore, any projects proposed for this area would fall in the TEAS or “on system” category. To date, TEAS funding in Wyoming has been assigned until the year 2003. Proposed projects are evaluated as they are received. Funding for projects can be awarded for amounts up to $200,000 with a 10% match. The TEAS process is handled through a written request to the WYDOT District Engineer. The request is evaluated and reviewed with consideration to its merit as an addition to or enhancement of the state highway system. A major consideration is its affect on highway safety.

A project to be eligible under a “historic” category should be listed on, eligible for, or determined to be a prime candidate for the National Register of Historic Places. The State Historical Preservation Officer will assist in these determinations. In most cases, public access is essential to any enhancement project, and the site must be accessible to the public at all times. Exceptions to this are seasonal conditions, posted hours of operation, and sites unable to meet ADA requirements.

Property owners interested in TEA-21 funding should first contact the WYDOT District Engineer to discuss their proposed project and determine its eligibility.

F. State Level Programs

Joint Powers Act Loan Program:
The Wyoming Office of State Lands and Investments provides loans from funds within the State’s Permanent Mineral Trust Fund. The program aids cities, counties, and special districts in providing infrastructure needs and other facilities for the public good. Joint Powers Act
loans vary in term from 5 to 30 years at an interest rate of 7.25 percent.

**Community Development Block Grants:**
Community Development Block Grant (CDBG) funding is administered by the Wyoming Business Council. Qualifying economic development projects include planning only, technical assistance, job training, downtown development, convertible loans, float loan, and infrastructure projects. The program budget for the year 2000 was $3.4 million. In addition to administering the CDBG program, the Wyoming Business Council is a resource for other economic development activities and has developed strategic partnerships with business, industry, education, and civic groups on a statewide level.

**G. Federal Level Programs**

The U.S. Small Business Administration (SBA), through its Wyoming district office, offers a number of financing resources:

**Small Business Investment Company (SBIC) Program:**
SBICs licensed by the Small Business Administration, are privately organized and privately managed investment firms. They are participants in a vital partnership between government and the private sector economy. With their own capital and with funds borrowed at favorable rates through the federal government, SBICs provide venture capital to small independent businesses, both new and already established.

**Certified Development Company (CDC) Program:**
Provides growing businesses with long-term, fixed-rate financing for major fixed assets, such as land and buildings. A Certified Development Company is a nonprofit corporation set up to contribute to the economic development of its community or region. CDCs work with the SBA and private sector lenders to provide financing to small businesses.

**Preferred/Certified Lenders:**
Lenders who have been heavily involved in SBA loan-guaranty processing and have met certain criteria. They receive a partial delegation of authority and are given a three-day turnaround by the SBA on their applications.

**Wyoming Pre-Qualification Pilot Loan Program:**
Intermediaries assist prospective borrowers in developing viable loan application packages and securing loans.

The U.S. Department of Agriculture (USDA), through its Wyoming offices, offers a number of financing resources.

**USDA Rural Development Programs:**
Grants and insured and guaranteed loans for single family homes, multiple-family projects, community facilities, utility and business loans and grants, and leasing programs. Community facilities direct or guaranteed loans are available to public entities in rural areas and towns of up to 50,000 people.

**G. Foundation Grants**

The Wyoming Community Foundation supports rural development and community development statewide and focuses its grants in the general area of arts and culture, civic projects, education, conservation and natural resources, and health and human services. Awards typically range from $500 to $5,000; however, larger and smaller awards are made at times. As noted earlier, Newcastle could form its own community foundation for purposes of downtown revitalization.

**H. Private Funding**

From large infusions of capital to labor for special projects, maintenance and clean-up activities, private investors, civic groups, and citizen volunteers are valuable sources for funding and implementation.
Appendix A

Following are the tabulated responses to the citizen input surveys. The first survey was completed only by business and property owners in the downtown study district. The second survey was completed by community members at large. Under "Comments" are verbatim participant responses.


Downtown Revitalization Master Plan Project
Newcastle, Wyoming
CITIZEN INPUT QUESTIONNAIRE

The purpose of this questionnaire is to obtain input and comments from the citizens of Newcastle to better understand the problems and needs of the community. Your participation in this workshop and completion of this questionnaire is appreciated!!

1. Please indicate your association with the Newcastle Downtown Revitalization Master Plan Project. (check all that apply)*

- 5% Project Facelift Committee
- 5% North East Wyoming Economic Development Coalition
- 10% Historical Society
- Weston County Representative (agency/department)
- Town of Newcastle Representative (agency/department)
- State of Wyoming (agency/department)
- Other Governmental Representative (agency/department)
- Burlington Northern Railroad Representative
- 50% Property or Business Owner outside Downtown Area
- 55% Resident of Newcastle
- Other

*This is in addition to status as downtown business/property owner or governmental official.
2. Please rate what you believe to be the most important problem or concern that the Newcastle Downtown Revitalization Project should address? (Please rate: 1-most important to 10-least important)  (results in terms of no.1)

65%  Image of Newcastle
10%  Circulation - vehicular and/or pedestrian
0    Handicapped accessibility
10%  Parking
0    Security
0    Recreation/Park Development
10%  Social/Cultural Development
0    Historic Preservation/Renovation
15%  Maintenance/Clean-up
45%  Business Improvement & Economic Development
10%  Downtown Improvements (lighting, benches, trees, etc)
Other: __________________________________________

3. Image - Please indicate your characterization of the image of Newcastle. (check one only)

________ Good Image  35% Average Image  65% Poor Image

Other Comments: Its getting better. Very jarky - needs cleaning very badly; looks like its on hard times.

4. Businesses and Services - Please indicate your experience with the availability and convenience of shopping and personal services In Newcastle. (check one only)

5% Good Mix of Businesses and Services  25% Adequate Mix of Businesses and Services
70% Poor Mix of Businesses and Services

Other Comments: Retail shopping is inadequate except for liquor; Very little retail shopping on Main St.; Plenty of services, few goods; We need more businesses - we are close to Rapid and the $s go to SD; Needs new and different businesses; Relative.
5. Social/Recreational/Cultural Opportunities - Please indicate your impressions about the social, recreational, and cultural opportunities for the citizens of Newcastle. (check only one)

5% Above Average 35% Adequate Facilities and Opportunities Available
80% Need Additional Facilities and Opportunities

Other Comments: Most opportunities provided by things outside Newcastle. Needs lots of help. Relative.

6. Vehicular circulation - Please indicate your impressions about the flow of traffic and adequacy of parking within the downtown area. (check all that apply)

70% Traffic lights and signs are well-placed and adequate.
50% On-street parking space is adequate.
15% Street parking - parking lots are well-placed and adequate.
35% Traffic circulation and access is adequate.


7. Housing - Please indicate your impressions about the need for and benefit of additional housing, such as apartments, in the downtown area. (check one only)

25% Downtown businesses and services would benefit from downtown residential housing.
25% Housing in walking distance from businesses and services would benefit and attract certain community members.
25% Housing is adequate in downtown area.
25% Housing in downtown area is not desirable.

Other Comments: Housing is inadequate in all areas. Apartments on second level would increase traffic as well as keep main floor open for business.

8. Historic Preservation - Do you believe the downtown area would benefit from efforts to preserve and/or restore historic buildings? (check one only)

40% Strongly Agree 10% Strongly Disagree 5% No Opinion
15% Building appearance doesn't impact downtown activity
Other Comments: Not sure, it has its place and would be accepted if brought up in the right manner. There aren’t many old buildings left to renovate; Strongly agree if money exists to do so: The downtown area needs to be occupied by successful retail businesses, restored empty buildings wouldn’t help.

9. Appearance/Aesthetics - Do you believe the downtown building style, signs, walks, and streetscape amenities should be of a consistent and compatible nature? (check one only)

40% Strongly Agree  10% Strongly Disagree  5% No Opinion

15% Uniformity of style and appearance doesn’t impact downtown activity.

Other Comments: You could have variety & it could still be attractive if it’s well kept; Agree, but not strongly.

10. Economic Opportunities/Community Growth - Please indicate the type of economic development you perceive as feasible and desirable for the community of Newcastle. (check all that apply)

____ Do Not Support Any Development
72% Tourism
50% Retirement/Vacation Communities
35% Medical Services
25% Educational Services
20% Industry
10% Governmental Facilities
20% Transportation
35% Natural Resources
65% Commercial/Service

11. Safety - Please indicate your impressions of safety and informational features in the downtown areas. (check all that apply)

65% Existing street and informational signs are adequate.
90% Traffic lights and signs are adequate.
70% Street lighting is adequate.
50% Crosswalks/sidewalks are adequate.
45% Handicapped accessibility is adequate.

Other Comments: If we have crosswalks, I haven’t seen them; Street lighting could be more attractive; Handicapped parking, especially on South Seneca, is in a ridiculous place.
12. Downtown Improvements - Please indicate what type of physical enhancements you would like to see in the Downtown Revitalization Project Area. (check all that apply)

<table>
<thead>
<tr>
<th>Improvement Type</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Do Not Support Any Improvements</td>
<td></td>
</tr>
<tr>
<td>Street Reconstruction</td>
<td>25%</td>
</tr>
<tr>
<td>Pocket Parks or Public Squares</td>
<td>25%</td>
</tr>
<tr>
<td>Street Lighting</td>
<td>20%</td>
</tr>
<tr>
<td>Interpretive Signs</td>
<td>5%</td>
</tr>
<tr>
<td>Brick or Colored Sidewalks</td>
<td>20%</td>
</tr>
<tr>
<td>Clean-up of Vacant Buildings/Lots</td>
<td>80%</td>
</tr>
<tr>
<td>Benches-Trash Receptacles-Bike Racks</td>
<td>35%</td>
</tr>
<tr>
<td>Store Front Renovation</td>
<td>60%</td>
</tr>
<tr>
<td>Trees and/or Shrub/Flower Plantings</td>
<td>45%</td>
</tr>
<tr>
<td>Directional &amp; Information Signs</td>
<td>10%</td>
</tr>
<tr>
<td>Off-street Parking</td>
<td>40%</td>
</tr>
<tr>
<td>Other</td>
<td></td>
</tr>
</tbody>
</table>

13. Special Attention - Please indicate the most important issue the Newcastle Downtown Revitalization Master Plan Project should explore.

Involvement/support of the downtown business/property owners: Image - cleanup: Use trains as an attraction during daylight and at night kill the whistles so I can sleep; Creating an image that will attract business; Clean-up and activate vacant lots and buildings; Attract retail outlets, bringing in more business; Replacement of most of the sidewalk; More parking - senior citizens utilize virtually all parking in Main St. area; How to attract tourism and business; Again when you drive into Newcastle, there is a lot to be desired. It needs to have people cleaning not just the downtown area, but all over. When you drive in from the west the junk yard needs to either clean up or have fences so that you cannot see it.; Bring in new and different businesses; Attracting high wage employers in growth industries; Restore boulevard on Main.

14. What type of financing would you support for the Downtown Revitalization Project? (Please indicate percent of funding favored - total to equal 100%)

<table>
<thead>
<tr>
<th>Financing Type</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Community-wide Property Tax Increase...</td>
<td>25%</td>
</tr>
<tr>
<td>(General Obligation Bonds)</td>
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</tr>
<tr>
<td>Municipal Level Funding</td>
<td>35%</td>
</tr>
<tr>
<td>(Capital Improvement Fund)</td>
<td></td>
</tr>
<tr>
<td>County Funding</td>
<td>45%</td>
</tr>
<tr>
<td>(Sales Tax Contribution)</td>
<td></td>
</tr>
<tr>
<td>State Funding...</td>
<td>50%</td>
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<tr>
<td>(WYDOT, Farm Loan, CDBG, State Forestry)</td>
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<tr>
<td>Federal Funding...</td>
<td>55%</td>
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<tr>
<td>(TEA-21)(avg. level .34)</td>
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<tr>
<td>Private Contributions Only...</td>
<td>5%</td>
</tr>
<tr>
<td>(No Public Funding)</td>
<td></td>
</tr>
<tr>
<td>Other Grants</td>
<td>5%</td>
</tr>
</tbody>
</table>
SURVEY NO. 2 - Community Member Survey (15 respondents) – April 6, 2000.

Downtown Revitalization Master Plan Project
Newcastle, Wyoming

CITIZEN INPUT QUESTIONNAIRE

The purpose of this questionnaire is to obtain input and comments from the citizens of Newcastle to better understand the problems and needs of the community. Your participation in this workshop and completion of this questionnaire is appreciated!!

1. Please indicate your association with the Newcastle Downtown Revitalization Master Plan Project.
   (check all that apply)

   20% Project Facelift Committee
   13% Historical Society
   13% Weston County Representative (agency/department)
   13% Town of Newcastle Representative (agency/department)
   13% State of Wyoming (agency/department)
   13% Other Governmental Representative (agency/department)
   20% Burlington Northern Railroad Representative
   20% Property or Business Owner outside Downtown Area
   47% Resident of Newcastle
   20% Other Chamber of Commerce, former city councilman

2. Please rate what you believe to be the most important problem or concern that the Newcastle Downtown Revitalization Project should address?
   (Please rate: 1-most important to 10-least important)/(results in terms of no. 1)

   40% Image of Newcastle
   7% Circulation - vehicular and/or pedestrian
   7% Handicapped accessibility
   20% Parking
   0% Security
7% Recreation/Park Development
7% Social/Cultural Development
20% Historic Preservation/Renovation
13% Maintenance/Clean-up
27% Business Improvement & Economic Development
13% Downtown Improvements (lighting, benches, trees, etc.)

Other: Need to shop in local community - 7%. Develop a self-help attitude - don't wait for someone else to make improvements - 7%. Spearfish SD good example - pretty street lights, fountains, statues. - 7%

3. Image - Please indicate your characterization of the image of Newcastle. (check one only)

- Good Image 40%
- Average Image 60%
- Poor Image

Other Comments: Apathy and ignorance, we definitely need an image to work from and cleanup of our community. I love our town - but it isn't pretty. Need 1st impression improvement.

4. Businesses and Services - Please indicate your experience with the availability and convenience of shopping and personal services in Newcastle. (check one only)

- 13% Good Mix of Businesses and Services
- 27% Adequate Mix of Businesses and Services
- 60% Poor Mix of Businesses and Services

Other Comments: Newcastle people really try hard and care; Good variety is available, just scattered and in illogical locations; We desperately need competition for Pamida - clothes and 5 and dime type items, etc.

5. Social/Recreational/Cultural Opportunities - Please indicate your impressions about the social, recreational, and cultural opportunities for the citizens of Newcastle. (check one only)

- 7% Above Average
- 20% Adequate Facilities and Opportunities Available
- 67% Need Additional Facilities and Opportunities

Other Comments: Highschool football takes all of the available resources; Newcastle community tries hard; with New Hope Adult Day Care moving downtown, it has been good for senior services and alternatives for seniors; Something for younger people, teenagers; Not sure; Community type recreation center would be great.
6. Vehicular circulation - Please indicate your impressions about the flow of traffic and adequacy of parking within the downtown area. (check all that apply)

- 60% Traffic lights and signs are well-placed and adequate.
- 33% On-street parking space is adequate.
- 33% Off-street parking - parking lots - are well-placed and adequate.
- 40% Traffic circulation and access is adequate.

Other Comments: We need better street markings. If you don't live here, who knows where to drive, turn, park & where the lanes even are. We've watched visitors really struggle.

7. Housing - Please indicate your impressions about the need for and benefit of additional housing, such as apartments, in the downtown area. (check one only)

- 33% Downtown businesses and services would benefit from downtown residential housing.
- 27% Housing in walking distance from businesses and services would benefit and attract certain community members.
- 7% Housing is adequate in downtown area.
- 13% Additional housing in downtown area is not desirable.

Other Comments: We really need more rental units that are affordable for low-medium income. Don't know if housing is adequate. Need more housing downtown. Any life is an improvement. Housing in the downtown area (apartments over businesses) and commons areas are a great idea to keep a flow of life - people coming and going in our downtown all times of day and night; Neutral on these issues.

8. Historic Preservation - Do you believe the downtown area would benefit from efforts to preserve and/or restore historic buildings? (check one only)

- 73% Strongly Agree
- 7% Strongly Disagree
- 13% No Opinion

Building appearance doesn't impact downtown activity.

Other Comments: Is and has been eclectic; but people have little $; Only if used.

9. Appearance/Aesthetics - Do you believe the downtown building style, signs, walks, and streetscape amenities should be of a consistent and compatible nature? (check one only)

- 67% Strongly Agree
- 7% Strongly Disagree
- 13% No Opinion
- 7% Uniformity of style and appearance doesn't impact downtown activity.
Other Comments: It would be nice, but there's already quite a mix of styles. Variety is the spice of life. I don't think we need individual businesses to follow a theme, but we do need zones and ordinances that control the types of buildings. We do need uniformity of the common areas, sidewalks, street lights, etc.

10. Economic Opportunities/Community Growth - Please indicate the type of economic development you perceive as feasible and desirable for the community of Newcastle.  
(check all that apply)

<table>
<thead>
<tr>
<th>Economic Development Type</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Do Not Support Any Development</td>
<td>67%</td>
</tr>
<tr>
<td>Tourism</td>
<td>67%</td>
</tr>
<tr>
<td>Retirement/Vacation Communities</td>
<td>67%</td>
</tr>
<tr>
<td>Medical Services</td>
<td>27%</td>
</tr>
<tr>
<td>Educational Services</td>
<td>47%</td>
</tr>
<tr>
<td>Industry</td>
<td>60%</td>
</tr>
<tr>
<td>Governmental Facilities</td>
<td>20%</td>
</tr>
<tr>
<td>Transportation</td>
<td>27%</td>
</tr>
<tr>
<td>Natural Resources</td>
<td>33%</td>
</tr>
<tr>
<td>Commercial/Service</td>
<td>33%</td>
</tr>
</tbody>
</table>

11. Safety - Please indicate your impressions of safety and informational features in the downtown areas.  
(check all that apply)

<table>
<thead>
<tr>
<th>Safety Feature</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Existing street and informational signs are adequate.</td>
<td>40%</td>
</tr>
<tr>
<td>Traffic lights and signs are adequate.</td>
<td>53%</td>
</tr>
<tr>
<td>Street lighting is adequate.</td>
<td>53%</td>
</tr>
<tr>
<td>Crosswalks/sidewalks are adequate.</td>
<td>20%</td>
</tr>
<tr>
<td>Handicapped accessibility is adequate</td>
<td>13%</td>
</tr>
</tbody>
</table>

Other Comments: Need better street markings. Accessibility is very poor to many stores and the sidewalks.

12. Downtown Improvements - Please indicate what type of physical enhancements you would like to see in the Downtown Revitalization Project Area.  
(check all that apply)

<table>
<thead>
<tr>
<th>Improvement Type</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Do Not Support Any Improvements</td>
<td>33%</td>
</tr>
<tr>
<td>Street Reconstruction</td>
<td>33%</td>
</tr>
<tr>
<td>Pocket Parks or Public Squares</td>
<td>47%</td>
</tr>
<tr>
<td>Benches-Trash Receptacles-Bike Racks</td>
<td>53%</td>
</tr>
<tr>
<td>Store Front Renovation</td>
<td>53%</td>
</tr>
<tr>
<td>Trees and/or Shrub/Flower Plantings</td>
<td>53%</td>
</tr>
</tbody>
</table>
13. Special Attention - Please indicate the most important issue the Newcastle Downtown Revitalization Master Plan Project should explore.

Cleanup vacant building, please repaint Butlers Lochen Booth - it is a crime to offend our eyes with cheap, ugly tackiness and it is terribly done! Convention Center is a great potential! Signage for downtown @ 16 & 86.

14. What type of financing would you support for the Downtown Revitalization Project?

(Please indicate percent of funding favored - total to equal 100%)

- 27% Community-wide Property Tax Increase... (General Obligation Bonds)
- 13% Municipal Level Funding... (Capital Improvement Fund)
- 27% County Funding... (Sales Tax Contribution)
- 27% State Funding... (WYDOT, Farm Loan, CDBG, State Forestry)
- 33% Federal Funding... (TEA-21)
- 7% Private Contributions Only... (No Public Funding)
- 7% Other... a rich person can help.
Appendix B

Reference, Publication and Information Guide

The National Register of Historic Places

For more information see *The National Register of Historic Places Publication*. This publication and additional information are available from:

<table>
<thead>
<tr>
<th>The National Park Service</th>
<th>The Rocky Mountain Regional</th>
</tr>
</thead>
<tbody>
<tr>
<td>U.S. Department of the Interior</td>
<td>National Park Service</td>
</tr>
<tr>
<td>P.O. Box 37127</td>
<td>12795 W. Alameda Parkway</td>
</tr>
<tr>
<td>Washington D.C. 20013-7127</td>
<td>PO Box 25287, Denver Federal Center</td>
</tr>
<tr>
<td><a href="http://www.nps.gov">www.nps.gov</a></td>
<td>Denver, CO 80225-0287</td>
</tr>
</tbody>
</table>

Wyoming State Historic Preservation Office
The Barrett Building
2301 Central Avenue
Cheyenne, Wyoming 82002
(307) 777-7697

Preservation Tax Incentives

For more information see, *Preservation Tax Incentives for Historic Buildings*. This publication and additional information is available from:

<table>
<thead>
<tr>
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<th>The Rocky Mountain Regional</th>
</tr>
</thead>
<tbody>
<tr>
<td>(see above)</td>
<td>(see above)</td>
</tr>
</tbody>
</table>

For more information see *The Rehabilitation Investment Tax Credit Publication*. This publication and additional information are available from

Wyoming State Historic Preservation Office
(see above)
National Register Criteria for Evaluation

The quality of significance in American history, architecture, archeology, engineering, and culture is present in districts, sites, buildings, structures and objects that possess integrity of location, design, setting, materials, workmanship, feeling, and association and:

a. that are associated with events that have made a significant contribution to the broad patterns of our history; or

b. that are associated with the lives of persons significant in our past; or

c. that embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or

d. that have yielded, or may be likely to yield, information important in prehistory or history.

Criteria considerations: Ordinarily cemeteries, birthplaces, or graves of historical figures, properties owned by religious institutions or used for religious purposes, structures that have been moved from their original locations, reconstructed historic buildings, properties primarily commemorative in nature, and properties that have achieved significance within the past 50 years shall not be considered eligible for the National Register. However, such properties will qualify if they are integral parts of districts that do meet the criteria or if they fall within the following categories:

a. a religious property deriving primary significance from architectural or artistic distinction or historical importance; or

b. a building or structure removed from its original location, but which is significant primarily for architectural value, or which is the surviving structure most importantly associated with a historic person or event; or

c. a birthplace or grave of a historical figure of outstanding importance if there is no other appropriate site or building directly associated with his/her productive life; or

d. a cemetery that derives its primary significance from graves of persons of transcendent importance, from age, from distinctive design features, or from association with historic events; or

e. a reconstructed building when accurately executed in a suitable environment and presented in a dignified manner as part of a restoration master plan, and when no other building or structure with the same association has survived; or

f. a property primarily commemorative in intent if design, age, tradition, or symbolic value has invested it with its own historical significance; or

g. a property achieving significance within the past 50 years if it is of exceptional importance.
**The Secretary of the Interior's Standards for Rehabilitation**

1. Every reasonable effort shall be made to provide a compatible use for a property which requires minimal alteration of the building, structure, or site and its environment, or to use the property for its originally intended purpose.

2. The distinguishing original qualities or character of a building, structure, site or its environment shall not be destroyed. The removal or alteration of any historic material or distinctive architectural features should be avoided when possible.

3. All buildings, structures, and sites shall be recognized as products of their own time. Alterations that have no historical basis and which seek to create an earlier appearance shall be discouraged.

4. Changes which may have taken place in the course of time are evidence of the history and development of a building, structure, or site and its environment. These changes may have acquired significance in their own right, and this significance shall be recognized and respected.

5. Distinctive stylistic features or examples of skilled craftsmanship which characterize a building, structure, or site shall be treated with sensitivity.

6. Deteriorated architectural features shall be repaired rather than replaced, wherever possible. In the event replacement is necessary, the new material should match the material being replaced in composition, design, color, texture, and other visual qualities. Repair or replacement of missing architectural features should be based on accurate duplications of features, substantiated by historic, physical, or pictorial evidence rather than on conjectural designs or the availability of different architectural elements from other buildings or structures.

7. The surface cleaning of structures shall be undertaken with the gentlest means possible. Sandblasting and other cleaning methods that will damage the historic building materials shall not be undertaken.

8. Every reasonable effort shall be made to protect and preserve archeological resources affected by, or adjacent to, any project.

9. Contemporary design for alterations and additions to existing properties shall not be discouraged when such alterations and additions do not destroy significant historical, architectural, or cultural material, and such design is compatible with the size, scale, color, material, and character of the property, neighborhood, or environment.

10. Whenever possible, new additions or alterations to structures shall be done in such a manner that if such additions or alterations were to be removed in the future, the essential form and integrity of the structure would be unimpaired.
Appendix B

The Secretary of the Interior's Standards for Evaluating Significance Within Registered Historic Districts

1. A building contributing to the historic significance of a district is one which by location, design, setting, materials, workmanship, feeling, and association adds to the district's sense of time and place and historical development.

2. A building not contributing to the historical significance of a district is one which does not add to the district's sense of time and place and historical development; or one where the integrity of the location, design, setting, materials, workmanship, feeling, and association has been so altered or has so deteriorated that the overall integrity of the building has been irretrievably lost.

3. Ordinarily buildings that have been built within the past 50 years shall not be considered to contribute to the significance of a district unless a strong justification concerning their historical or architectural merit is given or the historical attributes of the district are considered to be less than 50 years old.

TEA-21- Transportation Enhancement Activities

For more information see The Transportation Funding Programs Publication. This publication and additional information are available from:

Wyoming Department of Transportation (WYDOT)
Office of Local Government Coordination
PO Box 1708
Cheyenne, WY 82003-1708
(307) 674-2300

For more information see The TEA-21 User Guide at www.tea-21.org

To determine eligibility and to discuss a proposed project please contact:

Wyoming Department of Transportation (WYDOT)
District Engineers Office
PO Box 668
Sheridan, WY 82801
(307) 674-2300
The National Trust for Historic Preservation

The National Main Street Center works with local governments and development organizations to provide a number of downtown revitalization services from general start-up assistance to highly specialized consultation. The Center conducts workshops and publishes several book on topics relating to downtown revitalization projects. For more information please contact:

National Main Street Center, National Trust
1785 Massachusetts Avenue, NW
Washington, DC 20036
(202) 588-6158
www.maint.org

Community Development Block Grant Program

Northeastern Region Wyoming Business Council
222 S. Gillette Ave., Suite 402
Gillette, WY 82717
(307) 685-0283
www.wyomingtourism.org/wbc

USDA Rural Development Programs

USDA – Worland Sub-Area Office
208 Shiloh Rd.
Worland, WY 82401-2914
(307) 347-2802
www.rurdev.usda.gov/wy

SBA Financing Programs

Small Business Administration
100 East B
Casper, WY 82601
(307) 261-6500
www.sba.gov/wy
Joint Powers Act Loan Program

Wyoming Office of State Lands and Investments
(307) 777-7331
www.sec.state.wy.us/wconsprog/consdir

Wyoming Foundations

Wyoming Community Foundation
221 Ivinson Ave., Suite 202
Laramie, WY 82070-3038
(307) 721-8300
X. EXHIBITS