Revitalization of Downtown Upton
Upton, Wyoming
April 16, 2001

This Report was prepared under an award from the U.S. Department of Commerce Economic Development Administration.
Revitalization of Downtown Upton
Master Plan
Upton, Wyoming

April 16, 2001

in conjunction with
North East Wyoming Economic Development Coalition
The Town of Upton
Wyoming Business Council
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, Upton is the second largest community in Weston County. The master plan focuses on revitalizing Upton’s business district and redeveloping a centralized, core downtown area.

Specifically, the study area of this master plan is the Second Street frontage property from town limit to town limit and Pine Street from Fourth Street to Railway Street.
Before Highway 16 was built through Upton in the 1930's, a downtown district was located on Pine and Railway Streets. As a result of the highway, businesses gradually relocated along the highway, and the historic downtown was largely abandoned.

Upton's commercial district has been on the decline over the past several years and contributing factors include the following:

- 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 a decentralized manner — further away from the center of town toward the town limits. Existing business parcels have been largely ignored, rather than remodeled or rebuilt.

C. Goals and Objectives

This master plan endeavors to provide appropriate avenues to revitalize downtown and reestablish a core 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 enhance the quality of life for Upton residents, bolster existing businesses, bring in new businesses, and attract young families to the settle in the community.

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.
- Locale, climate, transportation routes and modes.
- Regional and local economic base.
- Demographics - past, current, and future trends
- Community resources, opportunities, services, and amenities.
- Commercial real estate - history, architectural style, past and current utilization, present condition, and development opportunities.
- 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.
- Town of Upton 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 enhances the sidewalk system, adds street trees and shrubs, provides seating and gathering areas, and improves parking and circulation. The plan also suggests development solutions to reestablish a central, concentrated commercial district.

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

F. Conclusion

Although downtown Upton 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 Upton community, positive change can take place.
II. INTRODUCTION
A. Introduction

Recognizing that a healthy downtown is crucial to the heritage, economic health, and civic pride of the entire community, Upton is looking for answers to define, enhance, and revitalize its central business district.

A healthy downtown retains and creates jobs. Since long-term revitalization establishes capable businesses that use public services and provide tax revenues for the community, a healthy downtown means a stronger tax base. 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 and private decisions to locate to a community.

B. Mission

The primary purpose of this master plan is to enhance community identity and heritage, develop a center of activity, and formulate a comprehensive guideline for the Town of Upton to establish 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.

Specific objectives are as follows:

- To research, understand, and analyze the issues of locality, culture, and demographics that have shaped the current economic conditions of downtown Upton.

- To develop a comprehensive revitalization approach that will serve as a catalyst for business opportunities and job creation within the downtown study area for low to moderate income individuals.

- To recommend improvement concepts that will...
D. Scope of Planning Study

The Designworks consultants, working in conjunction with the Town of Upton, NEWEDC, Wyoming Department of Transportation (WYDOT), Upton Downtown Committee, and members of the Upton 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 Upton'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.
  - Storm water drainage.

- **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 and maintenance issues.
  - Implementation and funding.

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

The study area is located on both sides of Highway 16 (Second Street) within the city limits of Upton. Concentrated consideration will be the area of Second Street between the east and west intersections of State Highway 116. Additionally, Pine Street south to the rail yard, the historic, but now largely abandoned business district, will be included as will Pine Street north to the high school.

F. Community Profile

Location

Located in sparsely populated Weston County (less than three persons per square mile) in northeastern Wyoming, Upton is situated within the boundaries of the Thunder Basin National Grasslands. This locale is a place of great diversity and scenic drama where the pine forests and mountains meet the high plains, shortgrass prairie. Inyan Kara, Devils Tower, the Bear Lodge Mountains, and Black Hills lie to the north and east of Upton. To the west and south are the high plains, ranching, dry land agriculture, coal and oil fields. The nearest communities include Newcastle, the county seat of Weston County, approximately 20 miles southeast of Upton; Sundance, Wyoming, approximately 26 miles northeast; and Moorcroft, Wyoming, approximately 26 miles northwest of Upton. Highway 16 links Upton to Newcastle and State Highway 116 links Upton to Sundance and Moorcroft. Access to Interstate 90 is found at both Sundance and Moorcroft.

Both highways 16 and 116 possess scenic and historic interest for the tourist. The east-west route, U.S. Highway 16, connects Upton 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. Highway 116 leads to Inyan Kara, Devils Tower, and the Bear Lodge Mountains.

The two regional commercial centers closest to Upton are Gillette, Wyoming - 48 miles to the northwest, and Rapid City, South Dakota - 110 miles to the northeast. The nearest large, metropolitan center is Denver - 388 miles to the south.

Climate

The elevation of Upton is 4,367 feet above sea level. The climate is semi-arid and sunshine is abundant. Upton 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 71.5 degrees F., and average January temperature is 18 degrees F.

Population

According to the 1990 census, Upton was home to 980 of the county's 6,518 residents. Currently Upton's population is estimated at 979 persons, and the Wyoming Department of A&R Division of Economic Analysis predicts only a slight increase in population by the year 2008.

Demographics

The community's racial/ethnic mix is quite homogenous with over 98 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 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 twelve 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 Upton, specifically, the largest employers by numbers of employees are education, Weston School District #7; government, Town of Upton and Weston County; bentonite production, American Colloid; oil and gas services, Tyvo; and financial services, Union State Bank.

**Government/Tax Structure**

Upton has a mayor-town council form of government. Fire protection is provided by a volunteer fire department; a town police department provides law enforcement.

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 property's fair market value, are as follows:

- 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 of oil and gas 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. Eighty percent of the sales tax funds state government, the counties receive 20 percent.

**Community Services**

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

**Transportation**
- Railroad - Burlington Northern Santa Fe (freight only).
- Bus Service - Powder River Transport.
- Airport - Upton Municipal Airport (GA).
- Motor carriers - Dixon Brothers, Patton Trucking, Stevenson Trucking.

**Utilities**
- Electricity - Black Hills Power & Light.
- Natural Gas - Northern Gas of Wyoming.
- Water - Town of Upton.

**Communications**
- Newspaper - Weston County Gazette (weekly publication).
- Radio Station - KASL am (from Newcastle) and most Gillette WY stations.
- Telephone - RT Communications.
- Cable Television - AT&T Cable.
- Cellular Phone - Advanced Communication System, Commnet Cellular.

**Medical**
- Cedar Hills Family Clinic.
- Public Health Nurse, Home Care - Weston County Home Healthcare.
- Ambulance and EMT.

**Other Services and Facilities**
- Senior Housing.
- Senior Citizens Center.
- Community Center.
- Library - Upton Branch Library.
- Old Town - Restored homestead buildings.
- Daycare - funding in place for 1 licensed children’s.
- Churches - 5.
- Museum - Red Onion.
- Schools - 1 elementary, 1 middle /high school.

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**Introduction**
- Community and Adult Education - courses offered through Eastern Wyoming College and the University of Wyoming.
- Nine-hole golf course.
- City park.

A bond issue passed in May 2000 to build a new high school. Construction of this school is underway at Poplar Street and Third Avenue.

G. History

Originally known as Irontown due to its location on the banks of Iron Creek, the community of Upton traces its roots back to the mid-1880's. The settlement functioned as a supply town for cowboys, ranchers, and newly arriving homesteaders.

After the demise of the cattle industry in the winter of 1886 - 1887, many of the area ranchers and homesteaders turned to raising sheep. A series of large pens were built northeast of Ironwood to serve as a central sheep shearing location.

Soon the railway line extended from Newcastle to the site of the sheep shearing pens. A graders' camp sprang up near the pens, and the Burlington Missouri Railroad named the workers' camp Merino after the principle breed of sheep raised in the area.

On September 25, 1890, a post office was established, and Merino and Irontown merged into one community. At the time, the vicinity population was approximately 400 with 250 persons residing in Merino and an additional 150 persons living in the surrounding area. However, within a year, the population declined to a point that in August of 1891, the post office closed. By 1893, the settlement's population dwindled to twenty. In a large part, this decline in population was probably due to the railroad construction crews moving on. In 1892, the settlement came back to life when the Burlington Railroad built a depot and supply station. Once again, a post office opened in Merino in 1893.

The Burlington Railroad took an active interest in the community and built a water system to serve the railroad and town as well as a coal delivery system for the locomotives. The railroad also built new livestock corrals so that local ranchers would have a shipping point to load their stock for markets in Omaha and Kansas City. With the arrival of construction workers for the water and coal system, a business district grew north from the railroad tracks. The street was named Pine Street.

In 1901, the name of the community changed for a third and final time to Upton, so named in honor of George Upton, then the local Burlington railway agent. Credit for the town's motto "The best town on earth" is credited to Frank Burdick, a railroad promoter for the Upton area. Burdick started a newspaper, The Upton News Letter, that was published until 1920.

By 1909, Upton was home to a telephone service, the Ranch and Home Telephone Company; a bank, Upton State Bank; a Methodist church, a school, several retail businesses, a hotel, saloons, restaurants, a lawyer, doctor, and barber. With the change from a railway siding to a thriving community, the citizens decided to establish a local government. An elected mayor and councilmen were sworn into office on October 18, 1909. Appointed officials included a clerk, treasurer, marshal, and a police judge.

In the early 1930's, a highway was built between Moorcroft and Upton. The highway brought about the demise of the business district along the railroad tracks and north on Pine Street. Businesses gradually abandoned these locations, and new businesses built along the highway.

American Colloid, one of the nation's largest producers of bentonite, has had a production plant in Upton since 1928. Originally, the bentonite was used by foundries, as insulation, and in asphalt emulsions. In the 1970's, the market expanded to include...
need to upgrade its offerings on several fronts such as housing, entertainment, retail, and professional services.

include products for taconite and oil well drilling. Today, one of the prime uses of bentonite is for kitty litter. Plant capacity is now several hundred thousand tons per year as compared to 765 tons in its first year of operation.

**H. Summary**

As it looks to the future, Upton 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.

On the plus side, 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 in the Upton vicinity. A new multi-million dollar high school facility is under construction, and funding has been secured to operate a licensed daycare center. On the horizon, is the construction of a waste coal powered electrical generation plant, continued expansion of the coal, oil and gas fields nearby, an ethanol plant, and expansion of DM&E Railroad. These employment opportunities will bring workers with good paying jobs looking for a place to live.

In order for Upton to attract young families, there is a
III. PLANNING PROCESS
A. The Participants

The North East Wyoming Economic Development Coalition (NEWEDC) sponsored this master plan. 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 for the residents in the area.
- Assist communities within the five counties with economic development projects.

The Upton Downtown Committee was an active participant throughout the planning process. The committee provided invaluable assistance as a resource for background materials. Additionally, the committee 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. Committee members included Tom Barritt committee chairperson, business owner, and mayor; Steve Hampton, businessman and representative for downtown businesses; John Eisenhauer, former mayor; Darryl Small, Union State Bank; Dwight Moose, Chamber of Commerce president and school superintendent; and Carmen Diehl, Upton business and property owner.

The Upton branch of the Weston County Library and Red Onion Museum provided assistance with historical records and photographs.

Joni Kachelhoffer, resident engineer with the Wyoming Department of Transportation provided base map information. Mark J. Gillett, WYDOT district manager, was actively involved throughout the planning process. He coordinated street design issues with WYDOT specifications in terms of traffic flow and safety standards and provided information on the various transportation funding programs.

Residents of Upton were involved in 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 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 Upton 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 meetings and design workshops were held in Upton which included the following:

Project Kick-off Meeting: On September 12, 2000, a meeting took place at Town Hall in Upton. Participants in the meeting included the Upton Downtown Committee; Betty Blenkush, research and grant specialist with NEWEDC; and Randy Fisher and Nancy Hovdenes of Designworks.

Topics discussed included definition of the project study area, issues of concern to address in the study, funding vehicles for public works projects, conditions in the community relevant to this study, and availability of information for base mapping purposes.
Upton recently received state funding to build a new high school, and a bond issue passed in the county for the local match of the project. Another positive was funding approval for a licensed children's daycare center.

Concerns focusing on Second Street included street drainage problems - flooding occurs during heavy rain storms, the need to upgrade lighting on Second Street, lack of zoning regulations, poor impression of Upton due to several vacant buildings and junk-filled lots along the highway, the possibility of extending sidewalks further west to provide better pedestrian accessibility and linkage to the west area of Upton, and establishing a design theme to define the business district. As an outcome of the kick-off meeting, a public workshop was scheduled and Designworks began research and base mapping work.

Community Input Workshop. On October 18, 2000, Designworks sponsored a day-long workshop at the Stagecoach Inn. The purpose of this workshop was to introduce the revitalization project to the citizens of Upton and to obtain their suggestions for improvements of the downtown district. Graphics on display included a property ownership plan, building use and identification plan, and small-scale aerial photography of the downtown area.

Upton Downtown Committee Meeting. On October 18, 2000, the committee met with the consultants to further discuss the project. Issues to consider in the master plan included area economic development such as the DM&E railroad expansion, an ethanol plant, and electrical power generation plant fueled by waste coal. These developments could bring young families to Weston County looking for a place to live. Upton should be ready to provide this home by improving entertainment and recreation opportunities for community youth, by providing more housing, and by expanding retail businesses and professional services.

Design issues focused on establishing a core downtown area with linkage to historic downtown on Pine Street south to the railway yard and improving handicapped accessibility. Another issue discussed was future use for the existing high school building once the new school is completed. Conversion of the school to apartments, a business center, town government offices and maintenance shops, and museum were discussed as potential uses for the school complex.

Street issues included new lights with underground wiring, correction of storm water drainage problems, and easy to maintain boulevard design. Tom Barritt suggested that some of the project implementation could be accomplished with labor from the National Guard and detainees at the Honor Camp in Newcastle. As a way to involve more community leaders in the project, it was suggested to schedule a meeting with the Chamber of Commerce that meets the second Tuesday of each month.

WYDOT Meeting. On November 15, 2000, WYDOT representatives, Mark Gillett from Sheridan and Rich Douglas from Cheyenne; Mark Lidstrom, Town of Upton; Don Sharkby, BHP&L; Upton downtown committee members Tom Barritt, Steve Hampton, and John Eisenhauer; Betty Blenkush, NEWEDC; and Randy Fisher, Designworks; met to discuss street design parameters, infrastructure improvements to lighting, storm water drainage, sidewalks, curb and gutter, and WYDOT funding opportunities for on-system and off-system enhancements.

Concept Design Review. On December 6, 2000, the consultants met with the Upton Downtown Committee. The primary purpose of this meeting 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 to incorporate into the master plan.

Concept Design Review Meetings. On February 1, 2001, the design team submitted the refined design concept to the Upton Downtown Committee for their review.

Final Master Plan Presentation. On March 20, 2001, the consultants presented the master plan during a special community meeting held at the elementary school auditorium.

C. Citizen Input

In an effort to accurately assess matters of importance to the Upton residents, Designworks prepared and distributed a Citizen Input Questionnaire. The survey requested information on social, economic, and physical components of the downtown area, specifically, and in Upton, generally. Survey responses were compiled and considered in
formulating a number of the concepts proposed in this plan. Twenty-one citizens completed questionnaires; twenty-four 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.** Forty-eight percent of the respondents characterized the image of Upton as poor and another thirty-eight percent rated the image as average. Run-down buildings, vacant buildings, and junk-filled lots throughout the business district were cited as projecting an image of a town lacking in community pride. Several respondents noted that current streetlights also contribute to Upton's poor image - the lighting is inadequate, and the poles and overhead electrical lines are unsightly.

- **Downtown Improvements.** Storm water drainage problems need to be corrected. During heavy rains, Second Street floods causing storm water to jump the curb on the south side of the street and flow into buildings. Storefront renovation, street trees, improved pedestrian circulation including handicapped accessibility, traffic and informational signage improvements, and sidewalk furnishings such as bike racks, benches and waste receptacles were all noted as desired improvements.

- **Zoning.** Many respondents indicated the need for a zoning ordinance and felt the lack of one was a direct contributor to the unsightly condition of their business district.

- **Historic Preservation.** Forty-eight percent of the respondents were in favor of historic preservation and building renovation; however, twenty-nine percent were strongly opposed. An even greater percentage - sixty-seven percent - 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 business improvement and economic development, for a better mix of businesses and services, and for additional cultural, social, and recreational opportunities in Upton. Tourism was highly favored as an avenue for downtown economic development. With seventy-one percent responding favorably, there was high 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:

- Off-street parking accommodations.
- General community clean-up.
- Development geared to attract young families to Upton.
- Post education use for the present high school building (rather than demolition) after the new school is in operation.

### 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 Upton Downtown Committee and WYDOT was maintained throughout the planning process. As a potential 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 Town.

It was our intent, through providing good design and planning, to provide the best possible backdrop to encourage economic reinvestment in downtown Upton.
IV. EXISTING CONDITIONS AND ISSUES
A. Existing Conditions

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

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:

1. Owner
2. Address
3. Size
4. Age
5. Type of merchandise, range of goods and services
6. Number of employees

7. Franchise affiliations

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

Location:

Despite its location on both federal and state highway systems, Upton is a relatively isolated community in a sparsely-populated geographic region. Casual traffic from Interstate 90 (26 miles away) is not likely. Residents travel to other communities for many of their shopping, recreational, and professional services needs.

Zoning:

There are currently no zoning regulations in force in Upton. The lack of building and zoning codes is quite apparent and highly visible along Highway 116. Retail, industrial, and residential land uses intermix, and many parcels of property are home to a diverse assortment of junk materials. Also apparent is a high percentage of empty buildings. These buildings stand vacant and have fallen victim to the devastation of time, disuse, and the elements.

Business Development Incentives:

There are currently no city or county tax incentive programs available to encourage commercial development in a concentrated downtown area.

B. Business Inventory

A block by block inventory of building usage on Second Street between the east and west intersections of Highway 116 follows:

Block 3, Third Addition (south side of Second between Ash and Pine):
- Lot 1 and 2 (partial) - Western Bar and Cafe, 45 ft. frontage on Second Street; one-story building; built - 1940; 4976 sq. ft.
- Lot 1 and 2 (partial) - one-story, vacant building, not open to public; formerly operated as a movie theater.
- Lot 1 and 2 (partial) - one-story, vacant building, not open to public; built - 1940; 1394 sq. ft.

All too typical streetscape scene in Upton's commercial district. An empty building on the corner of Ash and Second with boarded up windows on a lot of weedy, broken-up paving.
Western Bar and Café on the far right. Adjacent to the left is the former Sage movie theater. The theater is closed as are the rest of the businesses on this block.

Block 1, First Addition (south side of Second between Ash and Willow):
- Lot K, H, J - vacant lot, approximately 140 ft frontage on Second Street and 135 ft. frontage on Pine Street.
- Lot L (partial) - two-story, vacant building, not open to public, formerly operated as a custom meat packing plant; 68 ft. frontage on Second, 38 ft. frontage on Pine; built - 1940; 1350 sq. ft.
- Lot L (partial) - one-story, vacant building, not open to public; approximately 37 ft. frontage on Second; built - 1974; 1302 sq. ft.
- Lot L and M (partial) - one-story building, not open to public, formerly operated as C-K Clothing; 35 ft. frontage on Second Street; built - 1950; 1840 sq. ft.

Block 2, First Addition (north side of Second between Willow and Birch):
- Lot 1 - single family residence; 86 ft. frontage on Second Street; built — 1924; 1312 sq. ft.
- Lot 4 (partial) - vacant lot.
- Lot 4 partial - one-story, vacant building, not open to public; approximately 125 ft. frontage on Second Street; built - date unknown; 3200 sq. ft.

Block 3, First Addition (north side of Second between Willow and Birch): Lot L (partial) - one-story, vacant building, not open to public; approximately 37 ft. frontage on Second Street; built - 1974; 1302 sq. ft.

Block 4, East Addition (north side of Second between Willow and Birch):
- Lots 1 through 8, partial 9 and 10 - Arrow Services (gas station, convenience store, propane delivery); approximately 400 ft. frontage on Second; built - 1981; 2351 sq. ft.

Block 15, Neiman (south side of Second between Birch and Highway 116):
- Lots 1 through 8, partial 9 and 10 - Arrow Services (gas station, convenience store, propane delivery); approximately 400 ft. frontage on Second; built - 1981; 2351 sq. ft.

Block 15, Neiman (south side of Second between Birch and Highway 116):
- Lots 1 through 8, partial 9 and 10 - Arrow Services (gas station, convenience store, propane delivery); approximately 400 ft. frontage on Second; built - 1981; 2351 sq. ft.

Block 4, Third Addition (north side of Second between Ash and Pine):
- Lot 7 - vacant lot; approximately 120 ft. frontage on Second Street.
- Partial lots 8 and 9 - vacant lot; 31 ft. frontage on Second.
- Lots 8, 9, 10 (partial) - one-story brick building houses New Wave Beauty Salon, and Hampton Insurance; residential in the rear; 50 ft. frontage on Second Street; built - 1947; 6222 sq. ft.
- Lots 8, 9, 10 (partial) - Weston County Gazette, newspaper; one-story brick building; 25 ft. frontage on Second Street; built - 1939; 2075 sq. ft.
- Lots 8, 9, 10 (partial) - Upton Town Hall and Red Onion Museum; one-story brick building; 29 ft. frontage on Second Street and 135 ft.
Block 5, Third Addition (north side of Second between Pine and Willow):
- Lots 9 and 10 (partial) - Upton Drug Store; 140 ft. frontage on Second Street, 55 ft. frontage on Pine Street; one-story block building; built - 1963; 2700 sq. ft.
- Lots 11 and 12 (partial) - parking lot; approximately 65 ft. frontage on Second Street.
- Lots 11 and 12 (partial) - Sam's Construction; 75 ft. frontage on Second Street, approximately 65 ft. frontage on Ash Street. One-story shop building; built - unknown; 1600 sq. ft.

Block 14, Nelmar Addition (north side of Second between Birch and Juniper):
- Lots 1 through 5 - Odds and Ends Trading Post - 2nd hand store, storage for construction equipment; approximately 250 ft. frontage on Second Street, one-story building; built - unknown; sq. footage - unknown.
- Lot 6 - Town of Upton Maintenance Shop; approximately 100 ft. frontage on Second Street; one-story building; built - unknown, sq. footage - unknown.
- Lots 7, 8, partial lot 9 - vacant, formerly Dairy Dell Restaurant; approximately 100 ft. frontage on Second Street, one-story building; built - 1958; 1392 sq. ft.
- Partial lot 9, 10, and 11 - one story vacant building, approximately 100 ft. frontage on Second Street; built - unknown; 1232 sq. ft.
- Lots 12, 13 - vacant motel, approximately 180 ft. frontage on Second Street; one-story building; built - unknown; 3706 sq. ft.

A summary of the building use in the downtown study (Second Street from town limits to town limits and Pine Street north to school, south to rail yard):

**Government:**
- Town Hall
- Police Station
- Town Maintenance Shop
- Post Office
- County Library
- 1 bank
- 2 insurance agencies

**Dining/entertainment/accommodations:**
- 2 restaurants
- 2 bars
- 2 motels
Personal Services:
2 beauty salons

Organizations:
AF and AM Lodge

Retail Stores:
1 variety (liquor, videos, novelties, soda fountain)
2 convenience/gas station
1 second hand/antiques
1 grocery store
1 hardware store/lumber yard
1 farm/ranch supply

Other:
1 newspaper
1 museum
1 medical clinic
1 school
1 utility office
4 construction/industrial
3 automotive repair/towing
1 electrical/plumbing contractor and supply

C. Building Condition Issues

Most of the original buildings in Upton are long since gone. As mentioned earlier, when Highway 16 was constructed through Upton in the 1930's there began a migration of businesses from Pine Street to the highway. There are some buildings of early twentieth century vintage still standing on Pine Street. These are one-story, store front buildings of wood construction, and for the most part these buildings are abandoned and in poor condition. The one exception is a group of buildings used by Jones Electric, an electric and plumbing contractor. This business is operated only during a part of the year. There are quite a number of vacant lots where buildings no longer stand. Many of these lots are junk filled. A number of residences are now located on the southernmost block of Pine Street as well as a one story apartment complex.
An interesting building remains to the north of Jones Electric. Although its storefront has been extensively altered with stucco covering and the replacement of windows with an overhead garage, door, the original decorative cornice remains, and the angled front of the building follows the street alignment.

On the next block of Pine there stands one historic building, a stone building known in Upton as the old Shamrock Hotel. This two-story building has architectural merit, but has also undergone façade alterations over the years. The exterior has been covered in a dark brown paint, windows modified, and a car port and porches added to the structure.

The earliest commercial buildings on Second Street date back to the late 1930's. A series of storefronts is located on both sides of Second between Ash and Pine. On many of these one-story brick buildings, the original store front remains largely intact with only minor alterations. Most of the storefronts on the south side of the street are currently vacant.

**D. Commercial District**

Upton lacks a downtown in the true sense of the term. There isn't a concentrated commercial district. Rather, businesses are staggered along the highway from town limit to town limit with a great number of vacant buildings and empty lots interspersed. Upton has little diversity in terms of retail shopping, professional services, and entertainment opportunities.

**Street Issues:**

From just west of Ash Street to the east town limits of Upton, Second Street, or Highway 16, through Upton is a four-lane road. As a part of the state highway system, the street is maintained and renovated by WYDOT. There are no stop lights or stop signs on the highway within the city limits. The road is in fairly good condition, but it hasn't been the subject of any work or improvements for a number of years. Generally traffic flows freely, and there is a substantial amount of truck traffic through town.

A problem exists with storm water drainage. During heavy rain storms, the existing storm sewer system is unable to keep up with the flow of water entering Second Street from the north causing localized flooding.
on the south side of the street.

In addition to the storm sewer system, sanitary sewer and water lines cross underneath Second Street at several intersections. Buildings have no uniform setback along the street.

Parking:

There is parallel parking along Second Street and also on Pine Street. Many businesses have parking lots, for the most part unpaved. A shortage of parking is most apparent in the area of Second and Pine where the bank, post-office, town hall, and museum are all in close proximity. A number of the vacant lots along Second Street are used informally for parking purposes.

Street Lighting:

Street lighting is inadequate and unsightly along Second Street. The poles are wood and the wiring is above ground. Upgrading the lighting is a high priority for the citizens of Upton.

Signs:

There are no signage regulations in Upton and there is little in the way of attractive signage. Businesses utilize both freestanding and building-front signs. A number of businesses lack signage altogether.

Pedestrian and Bicyclist Conditions:

Sections of Second Street have sidewalks - primarily on curb. Some of the sidewalk is in good repair and fairly recently installed. Other sections either lack sidewalk altogether, or it is in poor repair. There are no walks west of Ash Street. Along Second Street east to the intersection of Highway 116, there is sidewalk on both sides of the road. From Highway 116 east there is sidewalk only on the north side of the street. This portion of sidewalk extends to the highway rest area and is heavily utilized for walking, jogging, and biking.

The citizens of Upton consider upgrading the walks along Second and also on Pine Street to be priority issues. The sidewalks on Pine north and south of Second are either non-existent or in very poor condition.

With no stop signs at the intersections, crossing the four-lanes of Second Street can be difficult for the pedestrian, particularly for children, seniors, and handicapped individuals.

There are no outdoor spaces within the study area for people to socialize, rest, or watch the world go by.

E. Other Issues

School relocation:

Currently the high school is located on Pine Street north of Second. A new school complex is under construction southeast of this location on Poplar just north of Second Street. This new location will cause a change in the town's traffic patterns. There is strong public sentiment that once the existing school is abandoned, the building be put to use rather than demolished.

Housing:

In November of 1999, the State of Wyoming's Department of A&I Division of Economic Development conducted a housing needs assessment survey for Upton. One hundred and ninety-five households responded to the survey.

Of the householders who reported being dissatisfied with their housing, most were in the $30,000 to $34,999 annual income range and displayed excellent residential stability. The median number of years in their current housing unit was eight to ten.
The survey findings concluded that the dissatisfaction primarily came from a combination of two things: 1) people outgrowing their current dwelling due to changes in family size or composition, or lifestyle changes such as an accumulation of additional vehicles, furnishings, or hobbies that require additional space, and 2) a limited number of housing units to choose from at any given time for those wishing to upscale in their housing choices.

Development recommendations resulting from the survey state there is a good market for an additional ten to fifteen single family homes with three to four bedrooms, two plus bathrooms, and two-car garages in the $75,000 to $100,000 price range. The report further recommended that it may also make sense to build a limited number of lower-cost housing units - perhaps ten stick-built homes and five manufactured homes - with the above mentioned amenities. Priced in the $60,000 to $70,000 range, these homes would be attractive to families looking to upscale, but facing high child rearing costs and not able to take on higher mortgage payments. With Upton's priority for bringing additional families to the community, housing availability is a critical issue.
V. DESIGN AND PLANNING CRITERIA
A. 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 Upton's downtown is not readily identifiable. What was once the core commercial district on Railroad Avenue and Pine Street, before Highway 16 was built, has been largely abandoned. Upton's commercial district has lost its defining identity in terms of a concentrated shopping, services, and socializing zone. This didn't happen overnight, but rather a slow, but steady change over a number of years as commercial development relocated to Second Street.

Today, Upton's businesses are thinly spread from city limit to city limit - over a mile's distance - and set in a highway environment. The physical setting discourages pedestrian activity and is, therefore, counterproductive to commercial endeavor. Without a concentrated hub of businesses, the ability to conveniently shop from store to store and to interact socially is all but non-existent.

Local business activity is further exacerbated by a loss of trade/market share to other communities. In an automobile-oriented, rural society, we almost take it without question the necessity of traveling considerable distances for the merchandise, entertainment, and services not found locally. Even though travel is expected, many sales and social opportunities are lost. People often decide to just go without, and a community's quality of life is diminished.

B. Design Elements

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. 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; and therefore, invite shoppers 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 cornice 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 façades, 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 should be relatively constant. Wide buildings should be divided into separate bays, reinforcing the overall proportions of the streetscape.

- **Setback.** Downtown buildings should 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, should be relatively constant. The height of second-floor windows should also be 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 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.

Upton's oldest storefronts date back to the early twentieth century and are located on Pine Street south of Second Street. If these remaining buildings could be rehabilitated, they would serve to support the unique heritage of Upton's early years.

The best example of intact storefront commercial buildings in Upton are the one-story brick storefronts on Second between Ash and Pine built in the 1930's and 1940's. Although these buildings have received some facade alterations over the years, their original simple and straightforward style with little in the way of architectural embellishment is readily discernible yet today.

While these buildings are one-story and, therefore, lacking in the upper façade component, they none the less were designed to incorporate many of the characteristic features of good storefront design. The attached narrow buildings provide the opportunity for density and diversity within a small area and feature large glass display windows, recessed doorways, uniform setback, continuity of design, building material, and height.

With minimal rehabilitative alterations such as uniform building signage, harmonious canopies, and the removal of add-on façade coverings, they could be quite attractive along the streetscape and serve as a model for future commercial development with buildings constructed of similar brick, and designed with clean lines and expanses of glass.

Most of the commercial buildings in Upton, however, are not storefronts, but rather stand alone buildings and lacking in any sort of architectural compatibility.

D. Great Streets

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.

The scale of Second Street in proportion to the buildings is somewhat problematic. Over time, the street has been widened to accommodate four lanes of traffic as well as on-street parallel parking. The street's width calls for taller buildings or vice-versa, a narrower street for the height of the existing buildings. As neither changing the width of Second Street nor the height of the existing building is remotely feasible, streetscape enhancements of lighting and trees can be introduced to add a degree of verticality thus occasioning a more proportional, attractive streetscape.

The opportunity to design a great downtown street exists with the redevelopment of the block of Pine Street just south of Second. Being off the state highway system and with little in the way of existing buildings (west side), there is a wonderful opportunity to design a pedestrian - friendly, human scaled 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.
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.

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.

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.

Since most businesses on Second Street are stand-alone and have parking lots, a shortage of convenient parking really isn't an issue in Upton. More to the point, it's a matter of aesthetics—converting available parking to attractive parking. The one exception to the parking situation in Upton is the block of Pine just north of Second. This is a busy section of town, and parking shortages do occur.

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 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.

G. Summary

**Good Downtown Districts:**

- Have lots of people in them.
- Are physically comfortable. With buildings and amenities placed correctly, the streetscape design provides for wind protection, warmth and sunlight when it is cool, and coolness and shade when it is hot.
- Allow for leisurely, safe walking. The pedestrian is not alone, not crowded, and is safe from vehicles.
- Provide reasonably paced traffic flow.
- 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 translate 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 auto friendly, but are cold and boring to the pedestrian.

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 façades 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. 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 and create a visual/psychological separation of the street and from the sidewalk.

Lights placed with regularity, under 20 ft. in height, with white versus transparent globes (to be seen also during the day against trees, sky, buildings) also enhance the visual complexity of the streetscape.
VI. DESIGN RECOMMENDATIONS
A. Design Overview

During the planning process, several alternative designs were prepared and presented to the Upton Downtown Committee.

The following recommendations represent a pragmatic design solution for downtown Upton that provides streetscape enhancements approved by the committee, town government, and citizenry that will improve the image and utility of downtown Upton and that will also meet WYDOT safety and design criteria for Second Street. These enhancements provide for lighting, circulation, and parking needs; comfortable and inviting outdoor spaces; new building infills; and suggestions for architectural rehabilitation of existing buildings. In sum, these enhancements serve to define a central business district unique to Upton that will provide for expanded development opportunities.

Upton 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 Upton as well as development geared toward attracting young families to the community. Design recommendations strive to present a cohesive streetscape that is mindful of all these issues.

The master plan improvements fall sequentially into four phases. The first phase essentially targets improvements along Second Street and north on Pine to Fourth Street. Due to the extensive scope of Phase I, it is divided into sub-phases IA, IB, and IC for cost estimates and implementation recommendations. The second phase focuses on a commercial district fronting both sides of Pine on the first block south of Second Street. Phase III improvements center on changes to the existing high school grounds. Phase IV concentrates on the block of Pine between First and Railway and proposes rehabilitation of the remaining Pine Street historic buildings between First and Railway in conjunction with relocation and expansion of the Old Town tourist attraction to that block.

B. Phase I

The master plan recommends the following improvements along Second Street:

- Replace the aging wooden pole, overhead-wired street lights with metal pole, underground-wired fixtures. This change will not only improve the lighting as far as safety concerns but will additionally have a pronounced impact on the aesthetics of the business district. This improvement extends the length of Second Street from town limit to town limit.
- Replace sections of existing sidewalk in poor condition and extend sidewalk to locations not currently serviced by sidewalk. Sidewalks are added from Ash Street west to the town limits and on the south side of Second Street from the Highway 116 intersection east to the town limits. With the exception of the blocks between Ash and Willow, this sidewalk is five foot wide and set to back of curb. Due to the widening of Second Street to four driving lanes plus parallel parking on both sides of the street, the remaining right of way does not allow space for boulevards. Additionally, the town and citizens felt it would be difficult to maintain an attractive boulevard area along the mile plus stretch through town. A contiguous route of sidewalk in good condition will not only improve the aesthetics of Second Street but will also provide safe and convenient pedestrian linkage throughout the business district.
- Correct street drainage problems. A combination of cleaning existing storm sewers and adding inlets on the south side of Second where the most severe problems exist will alleviate storm water flooding problems.
- Clean-up property and buildings The high percentage of unkempt buildings and lots fronting Second Street contributes to the down and out character of Upton's business district. Many of the operating businesses have a salvage yard décor with weedy lots serving as depositories for stored building materials and old vehicles, buildings in need of paint, and windows in need of washing. The high percentage of empty commercial buildings and
vacant lots magnifies the problem. An initial low-cost, high impact activity of the Upton Downtown Committee should be to develop a public awareness campaign and clean-up strategy. An annual, organized community work day with the widespread support of business/property owners, service organizations, students, and town government would make a major impact on the appearance of the street. Work should be combined with fun. A meal and entertainment event at the end of the day would bolster the participants' spirits. In addition to the work day, enforceable zoning codes should be developed and implemented.

**Second Street Parking**

During the design phase, the consultants studied on-street parking conditions. No change from the present parallel parking is recommended. As many businesses have parking lots, for the most part a parking shortage does not exist. Additionally, WYDOT does not favor diagonal parking on the highway system primarily due to safety concerns for potential increased accidents with vehicles backing out of parking stalls.
**District Definition**

To establish a core downtown area with identifiable physical boundaries, and to increase its utility, safety, and comfort, the master plan recommends the following improvements:

- Add street trees from the intersection of Ash on the west to the Highway 116 intersection on the east. Dollar for dollar, the impact created by these trees is an extremely cost effective enhancement to the streetscape. These trees will 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.

- Employ design elements of corner nodes, planters, seating areas, increased sidewalk width, specialty paving patterns, and decorative lighting along Second Street from Ash to Willow. The increased level of enhancement on these
three blocks will help define a core commercial zone. These design elements feature the following items:

- Corner nodes at the intersection of Pine and Second 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. The additional space gained in the nodes allows for planters and seating.

- Sidewalk width on these three block varies to abut with building fronts. This is the busiest section of town, and the sidewalk is designed to utilize the entire available right of way space. The wider walk allows pedestrian traffic to stroll, window shop, and enter and exit businesses with ease.
Sidewalk 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 a prime consideration. For Upton, the paving detail provides interest, rhythm, and unity along these three blocks while being mindful of construction and maintenance costs.

- Decorative street lights are spaced at regular intervals along the three blocks of Second Street. These lights illuminate the district at night for pedestrian safety and comfort, and contribute additional visual intricacy both day and night.

A landscaped seating area conceals the empty lot just west of the Hampton Insurance building from street view. A sidewalk connects with the seating area and runs along the west side of the building and provides better pedestrian access to the side and rear of the building.

### Off-Street Parking

Adequate, convenient, and well-designated parking space is an important component to Upton's downtown revitalization. However, converting existing or potential commercial space, especially that fronting Second 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. In the vicinity of Pine and Second Streets, parking shortages do occur since there is a greater concentration of operating businesses and services – bank, town hall, museum, drug store, newspaper office, restaurant, two bars, beauty shop and insurance agency. Should the vacant storefronts on the south side of the street be reopened, the need for extra parking would only be more pronounced. The master plan provides for additional parking by better utilizing space already used for off-street parking purposes—whether
formally or informally. The lots are well-defined and designated, convenient, and landscaped to enhance the downtown district as follows:

- A twenty-space lot is located in front of the AF & AM Lodge.
- An eighteen-space lot is located on the east side of Upton Drug and Union State Bank.
- A twelve-space lot is located west of Sam's Construction.

**Architectural Enhancements**

The master plan suggests low to moderate cost renovations to the storefronts between Ash and Pine. These improvements give the buildings a cohesive, complementary style that enhances the streetscape. The renovations consist of removing add-on façade materials; cleaning and painting; and adding complimentary signage and awnings.

- A twenty-space lot is located in front of the AF & AM Lodge.
- An eighteen-space lot is located on the east side of Upton Drug and Union State Bank.
- A twelve-space lot is located west of Sam's Construction.

**Pine Street—North of Second**

The master plan calls for improvements on Pine Street north to Fourth. This mixed use neighborhood contains residences, businesses, library, medical center, and high school.

The improvements consist of replacing aging sidewalk, planting street trees, and adding decorative street lights, all of which will enhance the block and provide good visual and pedestrian connection to and from Second Street.

The citizens of Upton are most concerned with the future of the existing high school complex once their new school is in operation. Since there is strong sentiment to preserve the building, the town government and community leaders are pursuing a number of options for the building such as its conversion to a government center, residential housing, daycare, or business center.

**C. Phase II**

There is exceptional potential to develop a core business district on the first block of Pine south of Second Street. Additionally, since this block of Pine is off the highway system, there is greater flexibility in street and sidewalk design.

By converting underutilized space to storefronts, parking lots, and pedestrian walks and plazas, an excellent opportunity exists to develop a
concentrated shopping area consisting of retail shops, professional services, and social/entertainment establishments appealing to both the community and tourist.

- **On-street parking.** Phase II of the Master Plan depicts diagonal parking on Pine Street. The diagonal parking design affords a greater number of parking spaces on this block over parallel parking. With diagonal parking on both sides of this street, there is the potential for forty-three parking stalls.

- **Off-street parking.** Two parking lots provide additional parking. The lots provide comfortable, well-defined linkage to the commercial district for both the motorist and pedestrian. The existing alleys are utilized to access the lots from Second Street; vehicles exit from the lots on First Street. A system of walks, pedestrian corridors, and crosswalks offer convenient pedestrian linkage from lots to businesses. The lots are designed to accommodate automobiles as well as larger vehicles such as trucks with trailers and motor homes. Negative visual impact of the lots on the streetscape is minimized by their orientation and perimeter landscaping.

- **Building Inflfs.** From the alleyway east to Pine, the half block directly across from town hall is largely undeveloped. The master plan proposes siting a series of storefronts on this vacant land. The density of storefronts supported by streetscape amenities of wide sidewalks, plaza areas, ample parking, and a

Phase II focuses on developing the first block of Pine south of Second. Parking lots flank both the east and west sides of the development. The vacant lot on the west side of the street is converted to new storefront and plaza space. On the east side of the street, new buildings and outdoor pedestrian space combine with existing buildings. Diagonal parking on Pine maximizes on-street parking potential.
central pedestrian corridor has the potential to provide diversity and comfort in a compact area. On the east side of the block, the master plan calls for incorporating existing buildings with planned expansion. As with the west side of Pine, a pedestrian corridor links the buildings to a perimeter parking lot and ample outdoor space is provided for pedestrians.

D. Phase III

The master plan proposes a tree-lined boulevard to buffer the south side of the school grounds from adjacent residential property. The oldest section of the school, locally referred to as 'the mansion', in conjunction with a free-standing building are removed from the property to make way for an outdoor courtyard. Protected from the north and west winds, the courtyard provides a pleasant and functional outdoor space with an extended season of usage. Building windows could be oriented to the courtyard to bring the view indoors, and a series of doorways opening onto the courtyard could provide highly a functional route of pedestrian access in and out of the building. Defined parking space on the south and east side of the property provides 60 off-street parking stalls. The drive-through lane between the parking lots affords for both a convenient passenger pick-up and delivery zone and a smooth flow of vehicular traffic between lots.
E. Phase IV

Phase IV of the master plan calls for preserving and restoring the remaining early twentieth century buildings on Pine between First and Railroad. There is room to relocate additional old buildings from other sections of town thus creating a denser, more cohesive cluster of era buildings.

In addition to the early twentieth century buildings, Old Town, which is currently located on the west edge of Upton, could be relocated to this block. The attraction could be further developed to include not only homestead and ranch buildings, but also could depict early town development with its historical ties to the railroad and stock corrals. With the more centralized location, the attraction would draw people (tourists) into the heart of town. The increased traffic would bolster existing businesses as well as support new ones.

F. Summary

In summary, the master plan's streetscape enhancements strive to provide good design geared toward fostering a setting most conducive to invigorating downtown's economic activity and re-establishing a core district as the unique heart of Upton.

The plan centers on four distinct, yet inter-related components. Phase I focuses on Second Street...
infrastructure improvements of lighting, storm water drainage, and sidewalks. It also begins to establish a central business district through street trees, decorative lighting, parking provisions, and architectural enhancements. In conjunction with clean-up of the buildings and lots, these enhancements lay the groundwork to establish a progressive atmosphere and bolster a sense of community pride.

The second phase further defines a central business district that, as it develops over time, will allow for greater community self-sufficiency, keep local dollars at home for local reinvestment, and attract new families to Upton.

The third phase focuses on site layout for the school property on Pine. This is a valuable property to redevelop that will serve to strengthen the business community. With its Pine Street location close to the bank, post office, library, and medical clinic, conversion of all, or at least a portion, of the building (perhaps the upper levels) to residential housing makes a great deal of sense.

Phase IV seeks to preserve the unique heritage of Upton and allow expanded tourism opportunities.
VII. ECONOMIC DEVELOPMENT
A. Revitalization Overview

Downtown revitalization is a coordinated, incremental process involving a commitment to good design, a dedicated organization to serve as catalyst for change, quality promotional programs, and economic restructuring through strengthening and diversifying the existing economic base. Upton did not lose its economic strength overnight and so neither can it be regained overnight.

The master plan's streetscape enhancements strive to provide good design geared toward fostering a setting most conducive to invigorating downtown's economic activity and re-establishing a core district as the unique heart of Upton.

To cause meaningful, long-term downtown revitalization, a strong public sector/private sector partnership is essential. Composed of community leaders who understand their community and possess a strong commitment to improve Upton, an organization such as the Upton Downtown Committee is essential to provide leadership and to steer the direction of downtown improvements over the course of time.

Changing attitudes and overcoming investor and consumer skepticism regarding downtown's ability to regain economic viability and vitality is a huge obstacle to overcome that requires image building through a multi-pronged marketing approach consisting of special events, a consistent message, and an effective, on-going public awareness or publicity campaign.

In order for the marketing component of downtown revitalization to be successful, there must be widespread participation from the business community to sponsor special retail sales and events and to assist with special events such as parades, dances, festivals, flea markets and farmers' markets. In other words, plan a calendar of promotional events that gets people downtown throughout the year.

Lastly, blow your own horn to keep downtown in the public eye and publicize each and every positive change and event happening downtown. Through 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 consumers will associate Upton's business district with good experiences and positive values.

Economic development must be real and action-oriented; it must embody the economic desires of a broad spectrum of the community's citizenry. Communities are in competition with one another. Those towns, cities, metropolitan areas, and states that do not plan, lose. A small community such as Upton 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 Upton 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 outside 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. 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 Downtown Organization 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 Organization 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, the greater number of the intercept and telephone surveys conducted, the better. 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 stores. 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 ten or twenty 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.

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 Organization through a code or symbol chosen by the business owner. Each month the business owner sends a report to the Organization identified only by the symbol or code. The Organization will be able to track sales levels and trends without knowing what businesses are actually generating the sales.

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 Upton is a quality place to live and work. This brochure should contain many high-quality color pictures of the people, architecture, landscapes of Upton, 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.

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 taxing entities, 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.

D. Revitalization Summary

The initial step in this revitalization is to establish a downtown organization 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 buildings and land to establish a core downtown area.
VIII. IMPLEMENTATION
A. Phasing and Estimated Cost of Construction

To achieve the proposed master plan improvements, strategies and priorities for implementation must be developed. This involves developing a timeline of key sequential activities such as estimating project costs, obtaining funding sources, securing professional services, and engaging in the actual construction process.

The table below lists the estimated cost of construction for Phase I improvements as described in the Design Recommendations section of this report. For implementation and cost estimate purposes, Phase I is broken into three components as follows:

**Phase IA**

Improvements on Second Street between Ash and Willow; improvements on Pine from Second Street north to Fourth Street.

**Phase IB**

Improvements on Second Street between Willow Street and the east intersection of Highway 116.

**Phase IC**

Improvements on Second Street from the intersection of Ash Street west to the town limits and on Second Street from the east intersection of Highway 116 east to the town limits.

<table>
<thead>
<tr>
<th>DESCRIPTION OF ACTIVITY</th>
<th>PHASE IA Cost ($'s)</th>
<th>PHASE IB Cost ($'s)</th>
<th>PHASE IC Cost ($'s)</th>
<th>TOTAL PHASE I</th>
</tr>
</thead>
<tbody>
<tr>
<td>Demolition Work and Site Preparation</td>
<td>26,400</td>
<td>26,400</td>
<td>28,800</td>
<td></td>
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<tr>
<td>Utility Improvements</td>
<td>47,400</td>
<td>24,200</td>
<td>26,600</td>
<td></td>
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<tr>
<td>Electrical &amp; Lighting Improvements</td>
<td>155,040</td>
<td>138,400</td>
<td>516,000</td>
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<tr>
<td>Pavement</td>
<td>62,160</td>
<td>30,720</td>
<td>57,600</td>
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<tr>
<td>Site Structures and Furnishings</td>
<td>28,960</td>
<td>1,520</td>
<td>3,040</td>
<td></td>
</tr>
<tr>
<td>Irrigation System</td>
<td>10,928</td>
<td>9,248</td>
<td>0</td>
<td></td>
</tr>
<tr>
<td>Landscaping Improvements</td>
<td>20,400</td>
<td>22,240</td>
<td>0</td>
<td></td>
</tr>
<tr>
<td>Contingency—10%</td>
<td>35,129</td>
<td>25,273</td>
<td>63,204</td>
<td></td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>$386,417</strong></td>
<td><strong>$278,001</strong></td>
<td><strong>$695,244</strong></td>
<td><strong>$1,359,662</strong></td>
</tr>
</tbody>
</table>
The following table contains estimated cost of construction for Phases II, III, and IV for the improvements described in the Design Recommendation section of this report.

**Phase II**

Site development of a business district fronting Pine Street between Second and First Streets.

**Phase III**

Site development at the location of the current high school on Pine Street.

**Phase IV**

Site development on Pine Street between First and Railway Streets.

<table>
<thead>
<tr>
<th>DESCRIPTION OF ACTIVITY</th>
<th>PHASE II</th>
<th>PHASE III</th>
<th>PHASE IV</th>
<th>TOTAL PHASE II, III, IV</th>
</tr>
</thead>
<tbody>
<tr>
<td>Demolition Work and Site Preparation</td>
<td>40,800</td>
<td>36,800</td>
<td>12,800</td>
<td>3,108,276</td>
</tr>
<tr>
<td>Utility Improvements</td>
<td>40,800</td>
<td>14,000</td>
<td>3,200</td>
<td></td>
</tr>
<tr>
<td>Electrical &amp; Lighting Improvements</td>
<td>147,200</td>
<td>71,200</td>
<td>76,960</td>
<td></td>
</tr>
<tr>
<td>Pavement</td>
<td>251,600</td>
<td>134,000</td>
<td>25,600</td>
<td></td>
</tr>
<tr>
<td>Site Structures and Furnishings</td>
<td>54,080</td>
<td>7,520</td>
<td>46,240</td>
<td></td>
</tr>
<tr>
<td>Irrigation System</td>
<td>10,800</td>
<td>14,320</td>
<td>0</td>
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</tr>
<tr>
<td>Landscaping Improvements</td>
<td>33,400</td>
<td>28,320</td>
<td>9,440</td>
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</tr>
<tr>
<td>Contingency—10%</td>
<td>57,868</td>
<td>30,616</td>
<td>17,424</td>
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<tr>
<td>Total</td>
<td>$636,548</td>
<td>$336,776</td>
<td>$191,664</td>
<td>$1,164,988</td>
</tr>
</tbody>
</table>

**B. Loan Pools and Programs**

To support implementation of the plan presented in this report, several avenues of funding are available for Upton. 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.

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. Downtown revitalization programs can help make low-interest loans available for façade renovation, property acquisition, and working capital for new and existing businesses.

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, downtown revitalization 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 downtown revitalization 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 downtown revitalization 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 town 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, Upton 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 Town of Upton could potentially fund portions of the improvements out of the town'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 its 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 its 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.

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, Weston County has a Historic Preservation Board. The National Historic Preservation Act of 1966 provides for the certification of local governments whose historic preservation programs meet prescribed standards. The CLG 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 CLG's. Then, in turn, the Weston County CLG may offer assistance to owners interested in the Register or other projects of historical significance.

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.

**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 stature 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 building 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. Approximately 60 percent of Wyoming's annual enhancement allotment has been reserved by the Transportation Commission for the TEAL program and the remaining 40 percent has been reserved for the TEAS program.

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. Projects may be awarded funding up to $200,000.

Second Street in downtown Upton is on the state highway system, and, therefore, enhancement projects proposed for this area would generally fall in the TEAS or “on system” category. TEAS projects may be matched as high as 90.49 percent federal and 9.51 percent local/state. For projects with an obvious benefit to the state highway system, WYDOT may opt to provide the required local/state 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.

Locally sponsored TEAL projects are 80 percent federally funded and matched with 20 percent local funding. With prior approval, WYDOT can allow the use of “in kind” match such as the donation of right-of-way, labor, and equipment donations. TEAL projects are administered by WYDOT through an annual competitive application process.

Property owners interested in TEA-21 funding for a project under a “historic” category, should first contact the WYDOT District Engineer to discuss their purposed project and determine its eligibility. Generally, the property 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.

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, SBIC’s 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.

**H. Foundation Grants**

**The Wyoming Community Foundation:**

This 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, Upton could form its own community foundation for purposes of downtown revitalization.

**I. 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.
IX. APPENDICES
Following are the tabulated responses to the citizen input survey. Twenty-one Upton community members completed this survey on October 8, 2000. Participant responses are recorded verbatim in the Other Comments sections of this tabulated survey.

**Downtown Revitalization Master Plan Project**
**Upton, Wyoming**

**CITIZEN INPUT QUESTIONNAIRE**

The purpose of this questionnaire is to obtain input and comments from the citizens of Upton 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 Upton Downtown Revitalization Master Plan Project.
   (check all that apply)

<table>
<thead>
<tr>
<th>Percentage</th>
<th>Association</th>
</tr>
</thead>
<tbody>
<tr>
<td>19%</td>
<td>Upton Downtown Committee</td>
</tr>
<tr>
<td>10%</td>
<td>North East Wyoming Economic Development Coalition</td>
</tr>
<tr>
<td>14%</td>
<td>Historical Society</td>
</tr>
<tr>
<td>5%</td>
<td>Weston County Representative (agency/department)</td>
</tr>
<tr>
<td>19%</td>
<td>Town of Upton Representative (agency/department)</td>
</tr>
<tr>
<td></td>
<td>State of Wyoming</td>
</tr>
<tr>
<td></td>
<td>Other Governmental Representative (agency/department)</td>
</tr>
<tr>
<td>24%</td>
<td>Downtown Property or Business Owner</td>
</tr>
<tr>
<td>24%</td>
<td>Property or Business Owner outside Downtown Area</td>
</tr>
<tr>
<td>76%</td>
<td>Resident of Upton</td>
</tr>
<tr>
<td>10%</td>
<td>Other Chamber of Commerce, Community Education</td>
</tr>
</tbody>
</table>

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

<table>
<thead>
<tr>
<th>Percentage</th>
<th>Problem</th>
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<tbody>
<tr>
<td>43%</td>
<td>Image of Upton</td>
</tr>
<tr>
<td>19%</td>
<td>Circulation - vehicular, pedestrian, handicapped accessibility</td>
</tr>
<tr>
<td>0%</td>
<td>Parking</td>
</tr>
<tr>
<td>0%</td>
<td>Security</td>
</tr>
</tbody>
</table>
10% Recreation/Park Development
24% Historic Preservation/Renovation
10% Maintenance
33% Business Improvement & Economic Development
33% Downtown Improvements (lighting, benches, trees, etc.)

Other: Need more crosswalks; Develop entry buildings and lots in core area downtown; Brighter, larger lights put back in; Making what we already have look nice; Zoning; Zoning; Concerned about the drainage problem. Flooding on Second Street when heavy rain occurs.

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

12% Good Image 38% Average Image 48% Poor Image

Other Comments: We need a good mix of businesses and services which we do not have now; People are on a whole very compassionate in Upton; The town itself is pretty but existing buildings look rundown; The only reason for not rating poor is for the trees we have; What we have isn't kept up, no sense of pride; Excessive vacant buildings on main highway, high lack of maintenance; Good areas, very poor areas. Improvement would follow economic development.

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

___ Good Mix of Businesses and Services 50% Adequate Mix of Businesses and Services
50% Poor Mix of Businesses and Services

Other Comments: We need some new businesses in Upton; Our businesses try to support the people, impossible to compete with larger stores. We could use more for the kids of the community; High percentage of bars and gas stations in relation to other businesses; We need a good mix of businesses & services which we do not have now.

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

9% Above Average 29% Adequate Facilities and Opportunities Available
62% Need Additional Facilities and Opportunities

Other Comments: Upton has the potential for good development focusing on clean-up of what we have and go from there.
6. Vehicular circulation - Please indicate your impressions about the flow of traffic within the downtown area.  
(check one only)

14% Above Average 62% Adequate  24% Needs Improvement

Other Comments: Low traffic.

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.
38% Housing in walking distance from businesses and services would benefit and attract certain community members.
10% Housing is adequate in downtown area.
19% Additional housing in downtown area is not desirable.

Other Comments: Disabled housing: We need housing, but I don't know if it should be downtown (as small as the town is); There is a housing shortage (apartments and housing).

8. Parking - Please indicate your impressions of parking in the downtown area.  
(check one only)

57% Parking is adequate.  38% Additional parking is needed

Other Comments: Again what we have can always be improved.

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

48% Strongly Agree  29% Strongly Disagree  14% No Opinion

Building appearance doesn’t impact downtown activity

Other Comments: I think priority should be old school; Old high school building should be preserved (say for) a museum; Maybe one or two buildings (like the old Shamrock Hotel) but would rather put the money elsewhere; Some buildings could be improved, others need to be demolished; In moderation – yes; We do not have much worth preserving.
10. **Appearance/Aesthetics** - Do you believe the downtown building style, signage, walks, and streetscape amenities should be of a consistent and compatible nature? (check one only)

67% Strongly Agree  
19% No Opinion

6% Strongly Disagree

Uniformity of style and appearance doesn't impact downtown activity.

Other Comments:  Would support house zoning. Houses in one area, trailers and modulars in another zone.

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

- Do Not Support Any Development
- 62% Tourism
- 38% Retirement/Vacation Communities
- 43% Medical Services
- 57% Educational Services
- 67% Industry
- 29% Governmental Facilities
- 33% Transportation
- 48% Natural Resources
- 52% Commercial/Service

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

- 33% Existing street and informational signage is adequate.
- 24% Traffic signs are adequate.
- 24% Street lighting is adequate.
- 14% Crosswalks/sidewalks are adequate.
- 5% Handicapped accessibility is adequate.

Other Comments: Could be some more signs and more bright lighting; Some signs are worn off and unreadable; Street signage all needs improvement; Traffic flows through town in excessive speeds, a traffic light would help; The stop sign on Pine needs changed for safety; Need stoplights at intersection.
13. **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>%</th>
<th>Improvement Type</th>
</tr>
</thead>
<tbody>
<tr>
<td>29%</td>
<td>Street Design</td>
</tr>
<tr>
<td>19%</td>
<td>Pocket Parks</td>
</tr>
<tr>
<td>48%</td>
<td>Street Lighting</td>
</tr>
<tr>
<td>19%</td>
<td>Interpretive Signs</td>
</tr>
<tr>
<td>33%</td>
<td>Pedestrian Circulation</td>
</tr>
<tr>
<td>33%</td>
<td>Benches-Trash Receptacles-Bike Racks</td>
</tr>
<tr>
<td>71%</td>
<td>Store Front Renovation</td>
</tr>
<tr>
<td>48%</td>
<td>Trees and/or Shrub/Flower Plantings</td>
</tr>
<tr>
<td>48%</td>
<td>Directional &amp; Information Signs</td>
</tr>
<tr>
<td>43%</td>
<td>Off-street Parking</td>
</tr>
<tr>
<td></td>
<td>Other</td>
</tr>
</tbody>
</table>

13. **Special Attention** - Please indicate the most important issue the Upton Downtown Revitalization Master Plan Project should explore? Old school should be included in revitalization; Storefront renovation & continuity; Insist the trashy places be cleaned up by people's homes; To improve the appearance of existing buildings & businesses. Clean up junk & look into a zoning housing development. Put up fences around junk yards, especially the one that you see coming into town; Improving image of town; Clean-up of older buildings; Several buildings need to be demolished. City hall is very poor image. Zoning needs to be in place. Future maintenance is important; Aesthetics, economic development; Getting all people involved in the project; More business development; Restore old school building as a museum (Red Onion).

13. 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>%</th>
<th>Financing Type</th>
</tr>
</thead>
<tbody>
<tr>
<td>5-33%</td>
<td>Community-wide Property Tax Increase... (General Obligation Bonds)</td>
</tr>
<tr>
<td>5-33%</td>
<td>Municipal Level Funding (Capital Improvement Fund)</td>
</tr>
<tr>
<td>10-100%</td>
<td>County Funding (Sales Tax Contribution)</td>
</tr>
<tr>
<td>20-60%</td>
<td>State Funding... (WYDOT, Farm Loan, CDBG, State Forestry)</td>
</tr>
<tr>
<td>10-100%</td>
<td>Federal Funding... (Tea-21))</td>
</tr>
<tr>
<td>10-33%</td>
<td>Private Contributions Only... (No Public Funding)</td>
</tr>
<tr>
<td></td>
<td>Other</td>
</tr>
</tbody>
</table>
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:

The National Park Service
U.S. Department of the Interior
P.O. Box 37127
Washington D.C. 20013-7127
www.nps.gov

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

The Rocky Mountain Regional National Park Service
12795 W. Alameda Parkway
PO Box 25287, Denver Federal Center
Denver, CO 80225-0287

Preservation Tax Incentives

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

The National Park Service
(see above)

The Rocky Mountain Regional National Park Service
(see above)

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.
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) 874-2300

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 books 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.malnst.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.seo.state.wy.us/wconsprog/consdir

Wyoming Foundations

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