

SHERIDAN RAILROAD HISTORIC DISTRICT MASTER PLAN



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EXECUTIVE SUMMARY

[to be completed for final draft]

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PART 1 – BACKGROUND AND CURRENT SITUATION

I. INTRODUCTION

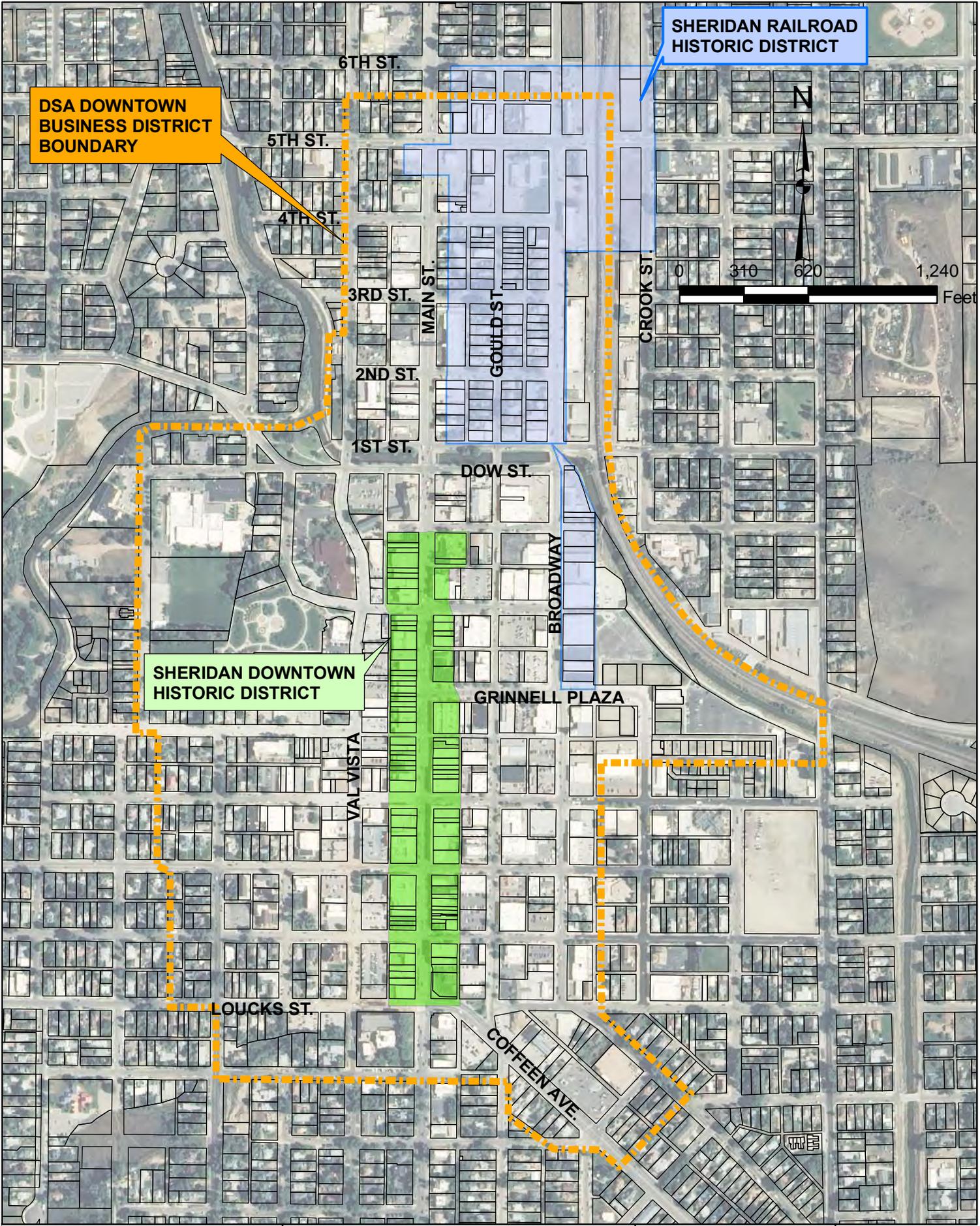
A. Brief History of Sheridan Railroad Historic District

The Sheridan Railroad Historic District (District) is depicted in Figures 1 and 2. It was listed on the National Register of Historic Places in 2004. As stated in the National Register nomination, the District is significant as the historic transportation hub for Sheridan and surrounding communities, and for its association with the social, commercial and industrial trends that contributed to the early development of Sheridan. The District retains many of the original buildings dating back to the early railroad era, including two depots, a railroad hotel and railroad workers' housing.

As the name implies, the District exists because of the railroad's arrival and importance in Sheridan. Although Sheridan was settled before the arrival of the railroad (in 1890 it had a population of 281), the railroad transformed the small settlement into a major center for transportation, industry and commerce. The Chicago, Burlington and Quincy Railroad Company (CB&Q) arrived in Sheridan in 1892. The railroad skirted the already established downtown area (what is now the Sheridan Downtown Historic District, a second area within Sheridan with a National Historic District designation) and established its headquarters about one-half mile to the northeast. Immediately, buildings were constructed to serve the railroad, including a wood depot (1892), blocks of housing for railroad workers, and within a year, the magnificent Sheridan Inn (1893).

The Sheridan Inn was built by the CB&Q and the Sheridan Land Company as a part of the railroad's development program. Designed by Nebraska architect Thomas Kimball, who was also president of the Sheridan Land Company, the Inn had 64 bedrooms on the second and third floors, each with its own dormer window. It featured the first bathtubs and first electric lights in the region. Downstairs was a 160-seat dining room as well as a lobby, kitchen and the "Buffalo Bill Bar." Colonel William F. "Buffalo Bill" Cody operated the Inn from 1894 to 1896, and auditioned acts for his Wild West Show from the Inn's expansive porch. Besides hosting many distinguished guests, the Inn provided lodging for railroad workers, new residents of Sheridan and Inn employees, and provided meals for many others in the Sheridan community.

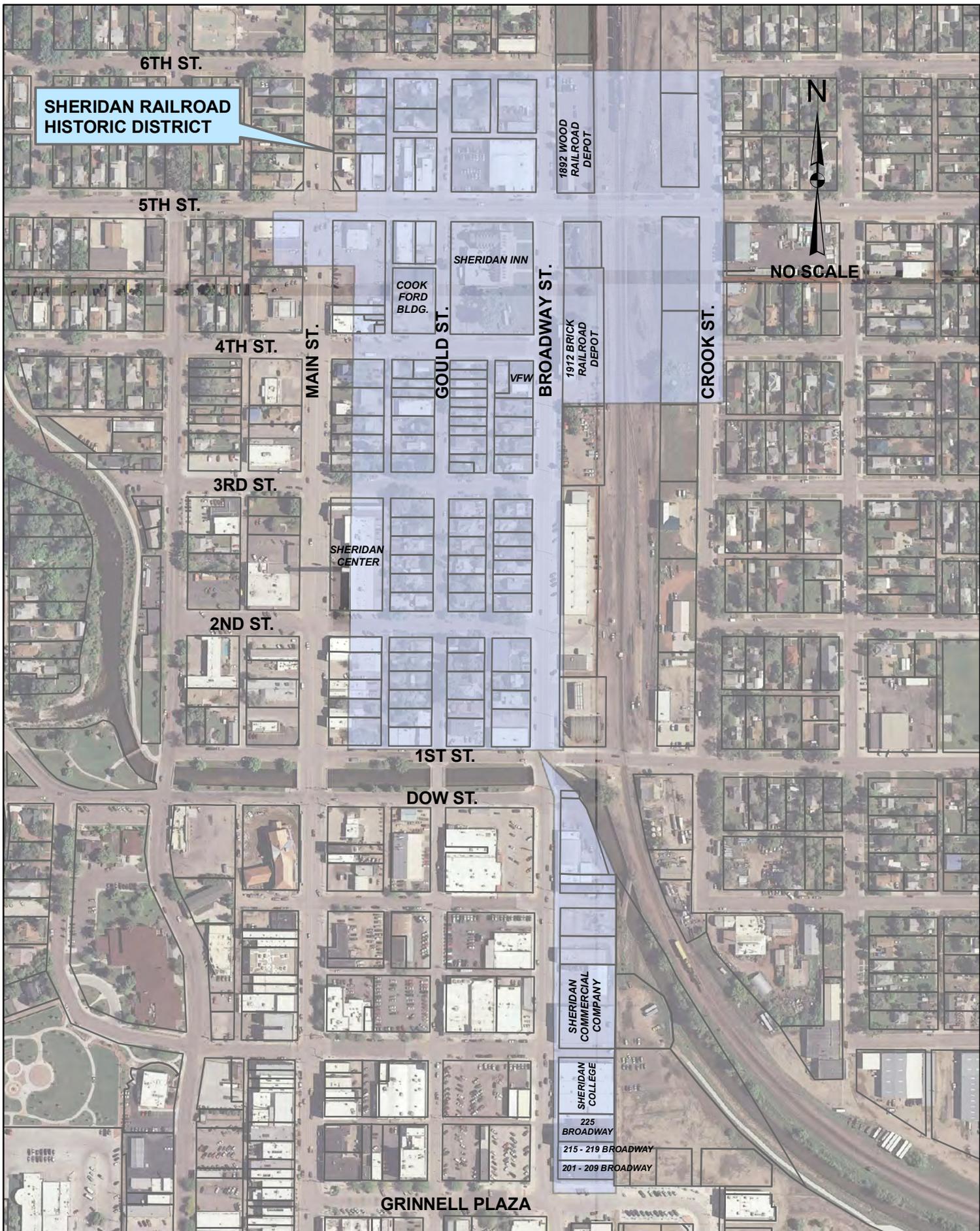
After the arrival of the CB&Q, the city grew quickly, with its population increasing to 1,559 by 1900. By this time, the two blocks immediately to the south of the Sheridan Inn (along Broadway and Gould Streets) were almost completely built out with workers' housing, and some commercial businesses such as grocery stores had opened to serve the new neighborhood. In 1902, the rail line to Billings was completed, thus linking Sheridan with Yellowstone National Park and the Pacific Northwest. Sheridan became an important division point on the railroad, with a repair yard comprising a roundhouse and tie plant, as well as elevators, telegraph offices and stockyards. The railroad itself employed many people in Sheridan, but it



**DSA DOWNTOWN
BUSINESS DISTRICT
BOUNDARY**

**SHERIDAN RAILROAD
HISTORIC DISTRICT**

**SHERIDAN DOWNTOWN
HISTORIC DISTRICT**



also spurred the growth of other industries, especially coal mining. It opened up markets for local agricultural products, and flouring mills, a sugar factory and a brewery were built in the early 1900s.



Figure 3- Sheridan c. 1900 looking southwest with Sheridan Inn and housing near tracks (courtesy The Wyoming Room, Sheridan County Fulmer Public Library)

With the increase in passenger and cargo traffic, the original depot soon had to be replaced with a larger, more substantial building. The old depot was moved to its present location on 5th Street and Broadway, and a new, brick depot was built in its place in 1912. During this period, the blocks around the Sheridan Inn filled with houses, including shotgun cottages, pyramidal cottages and gable-front houses. The Burlington Café (now the VFW, located at the southwest corner of 4th Street

and Broadway), a restaurant and pool hall were built across from the depot to serve railroad passengers and local businesses, including grocery stores, a bakery, a meat market, a pharmacy, hardware stores and rooming houses began to appear, especially on Fifth Street and Main Street.

Further south on Broadway, the railroad built brick warehouses which backed up onto the rail line. A hardware and farm implement store opened at 201 Broadway in 1908, joining the Sheridan Commercial Company which had relocated to 303 Broadway from downtown when the railroad arrived in 1892. Sheridan Commercial's original building on Broadway was a large, two-story complex, with a rooming house on the second floor. It burned down in 1915 but was immediately replaced with the current building, which remains in close to original condition today.

The District reached its building peak around 1915. With the introduction of the automobile in the early decades of the 20th century, the importance of the train began to wane. Sheridan's electric streetcar system was replaced with buses in 1926, Buffalo Bill's livery stable behind the Sheridan Inn was replaced with an auto dealership and garage (Cook Ford Building) in 1923, and filling stations were built at the corner of 5th and Main Streets. During this period, garages began to appear in the backyards of houses, replacing earlier stables. Meanwhile, the neighborhood businesses, especially grocery stores, continued to thrive through the middle of the 20th century.

Although passenger rail service ended in Sheridan in 1969, the area designated as the District remains remarkably intact and continues to function as a mixed residential and commercial neighborhood, anchored by the Sheridan Inn. As

stated in the National Register nomination, “Today, tourism is an important part of the Sheridan economy, but instead of arriving by rail, tourists arrive by automobile and admire Sheridan’s rail transportation past.”

B. Listing on the National Register of Historic Places

The District comprises approximately 15 blocks, with 151 properties (buildings and structures), 113 of which are contributing to the historic character of the District. The Sheridan Inn was previously recognized as a National Historic Landmark, the highest designation for historic properties in the country. There are 87,000 properties listed on the National Register of Historic Places nationwide, 524 in Wyoming. The Sheridan Inn is one of 2,500 National Historic Landmarks nationwide, and one of 22 in Wyoming.

Listing on the National Register of Historic Places is an honorary designation. It means that the National Park Service recognizes that this District is significant in American history and culture. Listing is a result of a rigorous process of research, documentation and evaluation, followed by approvals at the state and federal levels. It is a source of pride for residents and building owners.

Although listing on the National Register does not come with any requirements for maintenance or rehabilitation, the National Park Service does provide voluntary standards, called The Secretary of the Interior’s Standards and Guidelines for the Treatment of Historic Properties, that, when followed, help to ensure that changes to historic buildings will result in retention of the buildings’ historic character.

Listing on the Register provides a measure of protection from federally funded or licensed projects that could negatively impact historic properties. It also provides the opportunity for property owners to apply for tax credits for rehabilitation of income-producing properties.

A National Register Historic District is also a draw for tourists. People like to visit historic districts when they travel, and studies have shown that heritage visitors stay longer and spend more money than the average tourist.

C. Purpose of Plan/Statement of Goals

A master plan for a historic area should originate from our roots in the past. Cities grow and evolve, but their character and identity are a reflection of their history. The historical aspects of a community, particularly one with a fascinating past such as Sheridan, define the city as we like to remember it and as we traverse through it today.

Preservation of buildings and features that were constructed in the past allows one to trace the history of an area. Projects from different eras can identify the social, economic, and political climate of the time. Historic preservation of resources with cultural, social, or architectural significance affords a community’s citizenry a tangible link to the past that reinforces the heritage of which they are a part. The

preservation of historic structures contributes to the richness and diversity of an environment in a manner that cannot be otherwise created.

Along with preserving the buildings themselves, it is important to maintain the mix of residential and commercial properties that is a character-defining feature of the District. As will be seen in subsequent sections of this master plan, a goal of this master plan is to maintain this sense of neighborhood intermingled with workplace, and to strive for a continuance of owner-occupied homes that generally results in properties that are better maintained.

To address these concerns and keep Sheridan's past a part of its present and future, Sheridan County and the Downtown Sheridan Association (DSA) have authorized use of specific grants to develop a master plan of the District. This plan will implement a vision for maintaining Sheridan's historic resources located within the District while maintaining consistency with the overall community vision set forth in the City of Sheridan's (City) various master plans. The plan is intended to serve as a policy document to guide decisions made by the City, County, DSA and owners of property within the District. It is also a goal of the City and the DSA to use this document to provide basic information about historic preservation to property owners.

The plan describes the District and the designated resources within it. It also provides information about historic preservation and recommendations for improving existing infrastructure, buildings and activities within the district.

The goals of this master plan are fourfold:

- Preserve the historic character of existing historic buildings;
- Maintain the mix of residential and commercial development within the District in the approximate proportions that they exist today;
- Improve the economic vitality of the District; and
- Make the District the center of Sheridan's creative economy.

II. REVIEW OF RELEVANT PLANS AND OTHER DOCUMENTS

A. Existing Master Plans and Strategies

Several master plans and related documents have been prepared over the past years relating to the areas encompassed by this master plan. They include the following:

1. East Side (Whitney Benefits) Master Plan – Discussion Draft (2003); PowerPoint (2005);
2. North Main Area Master Plan (2009);
3. Scenic Character Plan (2011);
4. Downtown Sheridan Association Master Plan (2001);
5. Downtown Sheridan Economic Development Strategy (2010);
6. "Tradition, Expression and Recognition: Creative Opportunities in the New West" (study of impact of the arts in Sheridan) (2008);

7. Target Industry Profile for Forward Sheridan plan (2007)
8. Sheridan County Housing Needs Assessment (2006); and
9. Sheridan Joint Area Use Plan (2009).

These various plans and documents have been reviewed as part of the preparation of the master plan, and salient points and thoughts contained within them have been incorporated into this plan. Of particular relevance within these plans and documents are efforts and recommendations leading to economic development within the District, while maintaining the historic significance of the area.

B. Existing Codes and Ordinances

Sheridan Zoning Ordinance

The City's Zoning Ordinance is an appendix to the Sheridan Municipal Code. It is administered by the City's Planning Department. The complete ordinance requirements are available online at: www.city-sheridan-wy.com. They are summarized and referenced below.

Zoning Districts: The District is comprised of two zoning district types: "B2 – Business District" and "M1 – Industrial District." There is one portion of land designated as a park at the southeast corner of 5th and Broadway streets. The City's zoning map is shown in Figure 4.

B2 – Business District

B2 zoning defines the majority of the District. This zoning includes all blocks west of Broadway plus the block east of Broadway between Alger and Mandel, and the southern half of the block east of Broadway between Grinnell and Alger.

This zone generally permits all uses, except for heavy or hazardous manufacturing, industrial uses, and uses that produce obnoxious emissions or noise; for example stockyards, petroleum refineries, forge plants, etc. Height restrictions are limited to "a height greater than the width of the widest street on which the building has frontage; provided that a portion of a building may be erected to a greater height if such portion is set back from all lot lines a distance of one (1) foot for each foot of such additional height." There are no regulations to maintain front, rear or side yards for any building.

M1 – Industrial District

M1 zoning is located east of Broadway and includes:

- both railroad depots,
- the vacant lots to the east side of the railroad tracks that are located between 3rd and 6th Streets,
- the block on Broadway between Dow and Mandel, and
- one half of the block on Broadway between Alger and Grinnell, which includes the Sheridan College Broadway Building.

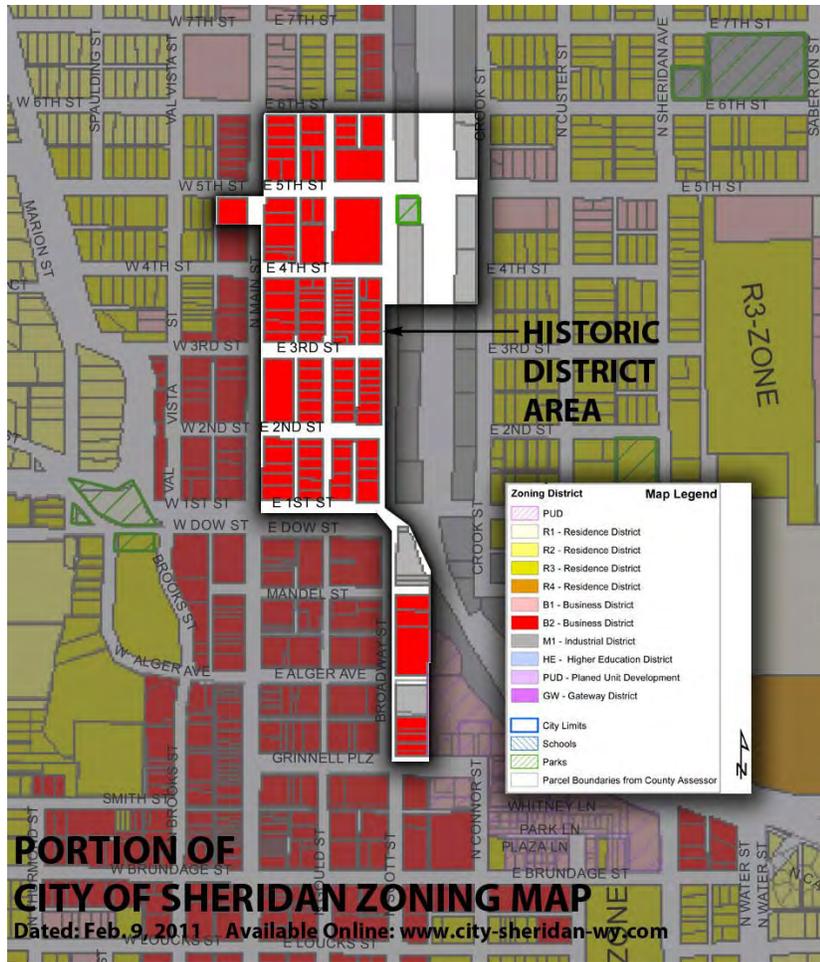


Figure 4 – City of Sheridan Zoning Map

This zoning type is less restrictive than B2, but limits similar uses as noted above in the B2 uses. Height restrictions are set at 75', and setbacks are the same as mentioned in B2 requirements.

These zones are the two most permissible uses defined by the City's zoning ordinance. Both zoning districts have relatively few restrictions on use, height and size requirements. Therefore, properties have many options for use and few restrictions on modification to existing buildings. Due to the historic nature of the District, there may be some permissible uses that would be unsuitable for the character of the buildings or otherwise a detriment to the District. For example, both historic train depots are in the M1 – Industrial District, which is the most permissible district on the zoning map. Though improbable, this opens up the potential for these buildings to be used for an industrial purpose that would require major modifications to the building, compromising the historic integrity with an undesired use. The City would have little control on usage as long as these modifications meet code requirements.

Due to the existing zoning, there is a potential for site uses that would be detrimental to the historic fabric of the District as a whole. For instance, there is no regulation for building telecommunication towers in an M1 zone. This type of structure may not be desirable in a location in which it would detract from a historic site and is generally out of context.

The permissible building setback limits in the B2 and M1 zoning are advantageous for retaining historic character for certain buildings in the District. For instance, not requiring a setback limit allows for some of the smaller historic houses to be restored with original features in close proximity to lot lines as previously built. In more restrictive zones, this may not be the case.

Sheridan Building Codes

The current building codes enforced by the City are listed below. The City has made amendments to specific portions of the referenced codes. A list of the specific amendments is posted on the City's website at www.city-sheridan-wy.com. These codes will remain in effect until the City adopts the 2012 editions, which is anticipated by January of 2013 pending the state's review and adoption.

- International Building Code 2006 Edition
- International Residential Code 2006 Edition
- International Existing Building Code 2006 Edition
- International Fuel Gas Code 2006 Edition
- International Plumbing Code 2006 Edition
- International Mechanical Code 2006 Edition
- Uniform Code for the Abatement of Dangerous Buildings 1997 Edition
- National Electrical Code 2011 Edition
- International Fire Code 2006 Edition

The enforced code of particular interest to the District is the International Existing Building Code (IEBC). As its name indicates, this code specifically relates to existing buildings and references specific requirements of the International Building Code (IBC) where work is required to meet the requirements of the IBC. Conformance becomes increasingly more stringent based upon four classified levels of alteration, with the most requirements occurring if there is a "change of occupancy" (a change in purpose or level of activity of use). In other words, the less work that is performed, the less code requirements are applicable. In general, the provisions of this code are less restrictive than that of the IBC, especially in buildings with historic value. This allows for work to be completed on the building without compromising its historic character (and increased project costs). There are cases in which major rehabilitation of a historic building would be unaffordable if required to meet the IBC, but become affordable by meeting the IEBC. If a building is a contributing building to a historic district, it is considered a historic building under the IEBC provisions; therefore, it falls under the purview of the exceptions for historic buildings.

Per Section 308.1 of the IEBC:

“Historic Buildings. The provisions of this code relating to the construction, *repair, alteration, addition,* restoration and movement of structures and *change of occupancy* shall not be mandatory for historic buildings where such buildings are judged by the building official to not constitute a distinct life safety hazard.”

The above excerpt of the IEBC indicates how historic buildings can satisfy Code requirements by meeting only life safety standards, thus allowing work to be carried out without compromising its historic character. However, this approach requires that the building official agree that the work does not pose a “distinct life safety hazard.” It is left to the judgment of the building official what is acceptable on a case-by-case basis. Therefore, this approach necessitates coordination and ultimate support from the authorized building official in the design phases of a construction project. Through coordination with the building official, the requirements of the IEBC can be used to determine the minimum standards of life safety.

Additionally, there are requirements that historic structures must comply with the Americans with Disabilities Act (ADA), which is a federal civil rights law that supersedes both the IBC and IEBC. There is no “grandfathering” of these requirements on existing buildings, and even historic buildings are not exempt from meeting these requirements. However there are provisions under the ADA that allow exceptions to modification requirements. Below is an excerpt from the Q & A section on ADA's website (www.ada.gov):

Q. What are the ADA requirements for altering facilities?

A. All alterations that could affect the usability of a facility must be made in an accessible manner to the maximum extent feasible. For example, if during renovations a doorway is being relocated, the new doorway must be wide enough to meet the new construction standard for accessibility. When alterations are made to a primary function area, such as the lobby of a bank or the dining area of a cafeteria, an accessible path of travel to the altered area must also be provided. The bathrooms, telephones, and drinking fountains serving that area must also be made accessible. These additional accessibility alterations are only required to the extent that the added accessibility costs do not exceed 20% of the cost of the original alteration. Elevators are generally not required in facilities under three stories or with fewer than 3,000 square feet per floor, unless the building is a shopping center or mall; the professional office of a health care provider; a terminal, depot, or other public transit station; or an airport passenger terminal.

III. DESCRIPTION OF SHERIDAN RAILROAD HISTORIC DISTRICT AND ANALYSIS OF HISTORIC INTEGRITY

A. Overall Description and Definition of Historic Character

The District comprises approximately 15 blocks just north and east of the original downtown commercial center of Sheridan. The District comes within one block of the Sheridan Downtown Historic District, which is also designated as a National Historic District, having been listed on the National Register of Historic Places in 1984. (See Figure 1.) The District lies within two early city plats, the Sheridan Land Company First Addition (1892) and the Palmer Addition (1892, re-platted 1907). The District's boundaries extend approximately from the Burlington Northern Santa Fe (BNSF) Railroad tracks west to Main Street, and from Grinnell Street north to Sixth Street.

The District is primarily residential, with a railroad core at the north end comprising the Sheridan Inn, two depots, a former railroad lunch room and a steam engine, and an industrial/commercial core at the south end comprising a warehouse and commercial buildings. Gould Street is almost entirely residential, while Main Street and Broadway both contain a mix of residential and commercial buildings. The lots are oriented east-west, with most of the buildings fronting on the north-south streets. Concrete sidewalks are located along all streets of the District, and alleys run north-south down the center of most of the blocks. In keeping with its residential nature, Gould Street is about half as wide as Main and Broadway. Commercial and warehouse buildings front directly on the sidewalk; the exception is new buildings, which have parking in front.

The typical residential lots in the District are 25' wide, considerably narrower than in other Sheridan neighborhoods. House setbacks are generally uniform, and most yards are landscaped with evergreen and deciduous trees, lawns and shrubs, with concrete sidewalks separating the yards from the street (with the exception of some boulevard areas on 2nd, 3rd and 4th Streets). Most of the houses in the District were built between 1892 and 1910 to house railroad workers. They are generally small (300 to 1,200 square feet), one- to two-story, vernacular residences built of wood, with little ornamentation. Most have remained in residential use, and their basic form remains unchanged. Most residential lots contain a one or more detached garages, sheds or other outbuildings.

At the south end of the District, on the east side of Broadway, is a three-block section of one-to-two-story brick industrial (warehouse) and commercial buildings. Several warehouse buildings have loading docks at the front and/or the rear. These buildings front the sidewalk, creating a more urban feel. Scattered throughout the District, on Broadway, Fifth Street and Main Street, are one- and two-story commercial structures that originally housed businesses used by the local residents, including grocery stores, hardware stores, drug stores and boarding houses.

Historic Character

The historic character of the District reflects its railroad past. Like hundreds of other towns across the country that were developed by the railroad, roads were laid out in a grid pattern parallel and perpendicular to the railroad tracks. Warehouses, grain elevators and industrial buildings were lined up along the tracks, houses were compact and close together, and goods and services were within walking distance of both. Soon after settlement, shade trees were planted along residential streets. This pattern is still visible within the boundaries of the District today.

Many of the houses were likely built by the railroad to house its workers. Most adhere to a simple square or rectangular floor plan and are constructed of wood, with little or no ornamentation. Most are one story in height. Most commercial buildings are built of red brick, symmetrically divided into bays by brick piers, with arch-topped window and door openings and corbelled cornices. A few are constructed of stone, and some of the later commercial buildings are trimmed with glazed brick or terra cotta. With a few exceptions, the buildings in the District would be considered vernacular, since they do not exhibit distinctive qualities of any particular architectural style. The three-story Sheridan Inn, with its sweeping gambrel roof, rows of shed-roofed and gable-roofed dormers, and open wrap-around porch, is an exceptional building for Sheridan and for Wyoming. Designed by architect Thomas Kimbell to resemble a Scottish hunting cottage, the Inn occupies its own half block and its own place in the architecture of the District.

More detailed information about the buildings in the D, including noteworthy individual buildings, can be found in Part 2.

B. Overall Condition and Historic Integrity

Condition can be defined as the physical quality of the structure and materials, and their deterioration or lack thereof. Historic integrity, as defined by the National Register of Historic Places, is the ability of a property to convey its historic significance. A building can be in poor physical condition and still impart its historic significance, thus having good historic integrity.

For the National Register of Historic Places, historic integrity is analyzed using seven characteristics: location, setting, design, workmanship, materials, feeling, and association. All of the buildings in the District have high integrity of location and setting; the buildings have remained in the same location for more than 50 years, and the setting has not changed dramatically since the period of significance. For the other aspects of integrity, a rating system was used in the National Register nomination. A rating of 3 was assigned to buildings that retain a high degree of integrity, and a rating of 2 was assigned to buildings that have experienced some changes but still contribute to the overall historic character of the District. Some buildings with replacement siding or roofing that are in good condition and retain original features such as porch supports, windows, doors and trim, were rated 3. Buildings with replacement windows and/or siding that still retain their original form and at least some recognizable historic features were rated 2. Buildings rated 1 are

determined noncontributing/non-intrusive, either due to extensive alterations that obscure the historic form of the building, or due to age (less than 50 years old). A rating of 0 was given to modern intrusions that do not contribute to the historic character in any way.

The National Register District nomination lists 111 individual properties comprising a total of 150 buildings and structures (111 primary resources and 39 outbuildings). Of the 111 primary resources, 95 were designated as contributing to the District in 2004. Of these, 38 were rated 3 and 57 were rated 2.

An analysis of changes in the District since 2004 indicates that, of the 38 contributing buildings rated 3, 33 would still be considered to have high integrity; one has been demolished. Of the 57 buildings rated 2, 48 would still be considered to have good integrity; four have been demolished, including one shotgun house. Overall in the District, ten contributing buildings have diminished integrity due to alterations that are not in keeping with the District's historic character. Six contributing buildings and five contributing outbuildings have been demolished in the past eight years, including one of the signature shotgun houses. Two new buildings have been constructed, neither of which is in keeping with the overall design elements of the District. All of these changes point to the need for a master plan to guide preservation and development of the District in the future. Refer to the building list in the Appendix A for further information about specific properties in the District.

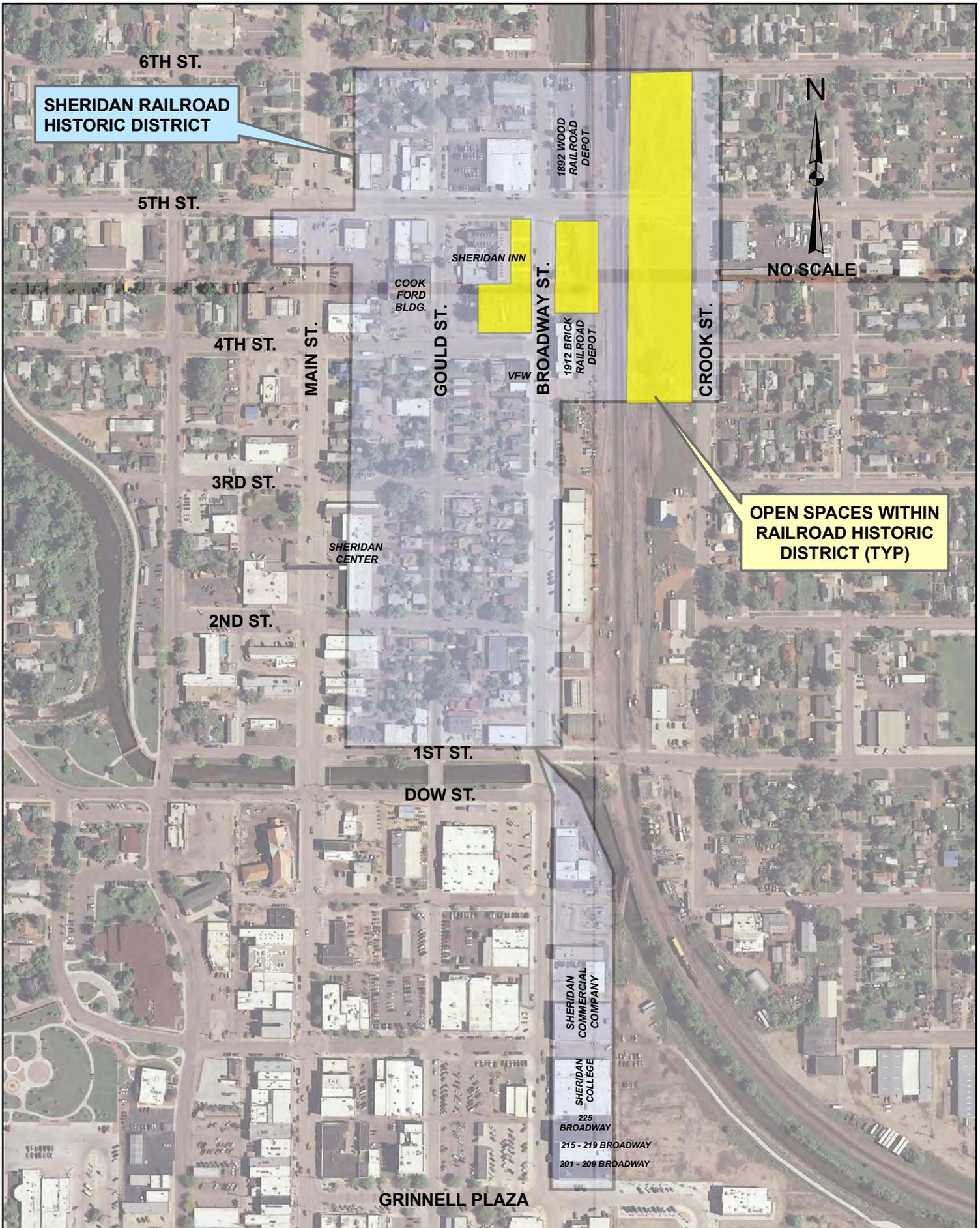
The overall condition of buildings in the District ranges from poor condition, with noticeable structural and material deficiencies, to excellent condition. Many of the houses in the District have suffered from deferred maintenance and are in need of paint, window repair and porch repair. However, none of the conditions appears to be serious enough to warrant demolition. Many of the brick buildings need to be repointed.

C. Building and Land Uses

Land use within the District is approximately 60% residential and 40% commercial. A few buildings have a mix of residential and commercial use. Most of the buildings are currently occupied.

D. Open Space

Figure 5 shows areas of open space and property owners of these open space areas within the boundary of the District. As can be seen, there is little actual open space within the District, and practically no public open space (although the open space contained within the private Sheridan Inn property might be construed as "public" open space). The vast majority of the open space is located on the east side of the BNSF railroad tracks. Adding in the Sheridan Inn property, the area of land shown as open space in Figure 5 is approximately four acres.



E. Property Ownership

Based on information provided by the Sheridan County Assessor's Office, it is estimated that there are 101 private properties within the boundaries of the District (compared to 111 properties listed in the National Register), of which 60 are considered to be residential properties. In order to determine how many residential properties within the District are owner occupied, the address of the current owner of record was compared to the property's physical address. If the two addresses were different, it was assumed that the property was being rented vs. being occupied by the owner.

Based upon this methodology, it was estimated that approximately 61% of the residential properties within the District are rental units, and 39% are owner-occupied.

F. Infrastructure

All lands within the District are located within the City. The condition of the infrastructure owned and maintained by the City within the District is discussed below.

1. Streets and Utilities

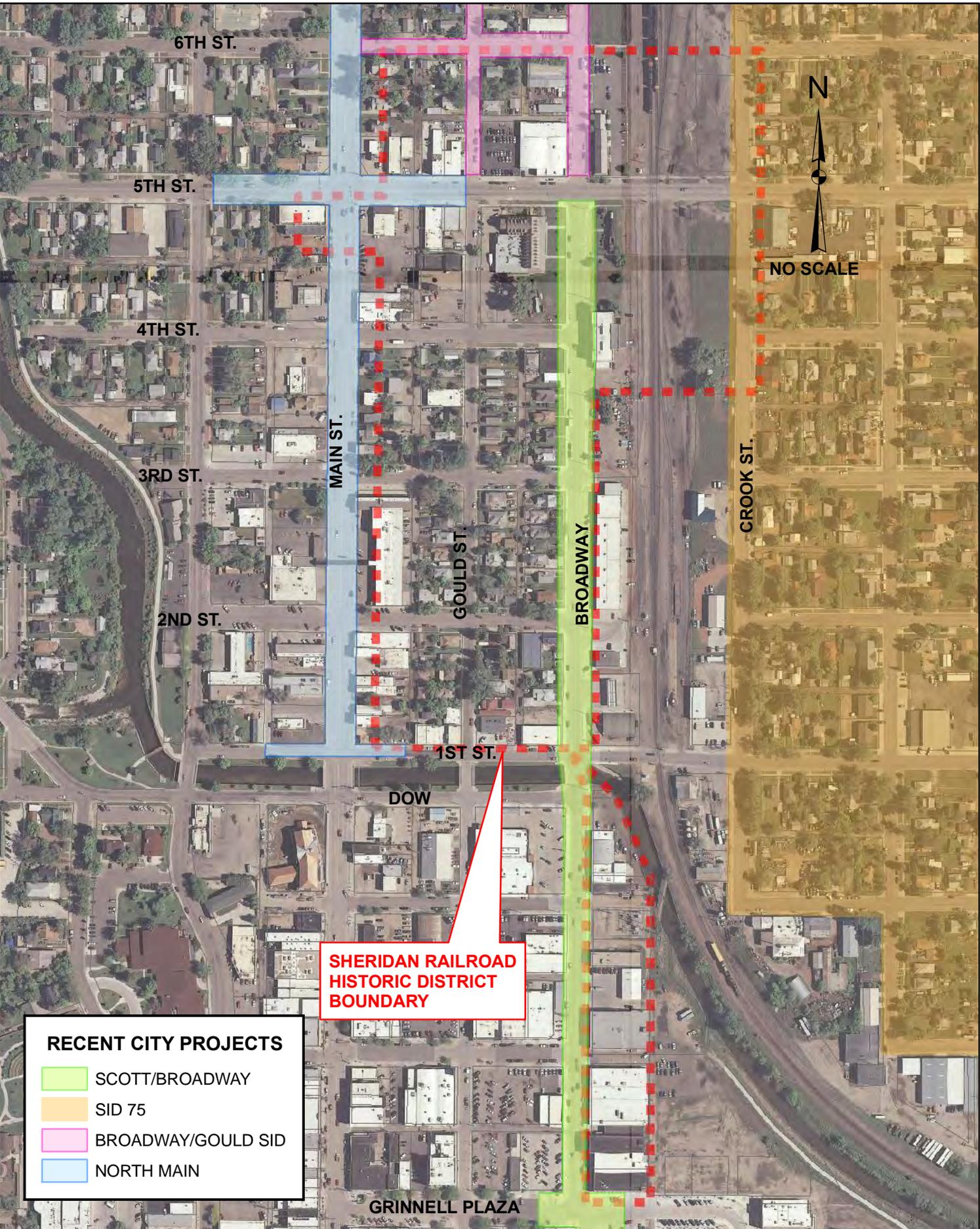
The City, in conjunction with the Wyoming Department of Transportation (WYDOT), has been very aggressive in reconstructing many of the streets within the District. Recent City projects within the District include the following:

- Special Improvement District 75 (completed in 2001);
- Scott/Broadway (completed in 2006);
- Broadway/Gould Special Improvement District (completed in 2008); and
- North Main (completed in 2011 in conjunction with WYDOT).

With all of these projects, streets and sidewalks were reconstructed, and water, sanitary sewer and storm drain improvements were performed. These improvements have resulted in much of the area being provided service with new, updated infrastructure. Figure 6 depicts the locations and extents of these various, recent improvement projects. As this figure shows, the streets in which infrastructure improvements have **not** been made within the last 15 years constitute primarily the residential sector within the District; to wit:

- Gould Street: 1st to 5th;
- 1st Street: North Main to Broadway;
- 2nd Street: North Main to Broadway;
- 3rd Street: North Main to Broadway; and
- 4th Street: North Main to Broadway.

For the above streets in which infrastructure improvements have not been made, the situation is much different than for those streets that were recently reconstructed. Some asphalt streets are in poor condition due to transverse and



**SHERIDAN RAILROAD
HISTORIC DISTRICT
BOUNDARY**

- RECENT CITY PROJECTS**
- SCOTT/BROADWAY
 - SID 75
 - BROADWAY/GOULD SID
 - NORTH MAIN

alligator cracking, as well as utility patches that have accumulated over time. The age of the concrete sidewalks, coupled with the proliferation of older trees with extensive root systems causing the sidewalks to heave, have resulted in many sidewalks to be in a poor state of repair. Lack of adequate curb and gutter in many areas not only impedes proper storm drainage, but also fails to provide an adequate barrier to prevent landowners from “jumping the curb” with their vehicles and parking them in the boulevard area between the street and home. Such is the case along several east-west cross streets. (See Figure 7.) Old clay sewer pipes (some installed during the 1930s or before) have problems with roots entering at joints, increasing both maintenance and the likelihood of backups. Small, corroded water mains of similar age as the sewer mains impede flows adequate to fight fires.



Figure 7 - Example of parking within boulevard areas of streets in District

The streets listed previously that have not been reconstructed were part of the City's most recent (2009) PavePro street condition assessment. The results of this City-wide street assessment recommended the following for those streets that had not recently been reconstructed:

- | | |
|--|---------------------------------|
| • Gould Street: 1 st to 5 th | Preventive Maintenance Only |
| • 1 st Street: North Main to Broadway | Preventive Maintenance Only |
| • 2 nd Street: North Main to Broadway | Preventive Maintenance Only |
| • 3 rd Street: North Main to Broadway | Complete Street Reconstruction |
| • 4 th Street: North Main to Broadway | Complete Street Reconstruction. |

Although recommended for complete street reconstruction, the 3rd and 4th Street sections between North Main and Broadway are not on the City's current five-year capital improvement program that was developed in 2010. As a result, not only are these two street sections not slated for reconstruction, but all five street sections listed above have no defined schedule for replacement and upgrade of the old water and sewer lines any time in the near future.

2. Traffic Flow

Although the principal streets within the District are now in good condition, a significant bottleneck to traffic flow exists due to the north-south mainline BNSF railroad track's at-grade crossing of 5th Street. A count of trains in the area shows that the average number of trains on a daily basis that restricts movement of traffic along 5th Street and 1st Street is 32. These trains result in significant, numerous traffic delays along the important 5th Street arterial. Eastbound vehicular traffic along 5th Street occasionally backs up from the track into the North Main intersection, creating a problem with north-south bound traffic on Main Street as well as on 5th Street. This congestion problem is anticipated to increase if and when Powder River

coal is transported to Far East markets through large terminals to be located in Oregon and Washington.

The lack of signalization at the intersection of Broadway and 5th Street can be a problem. However, due to this intersection's proximity to the congestion caused by the railroad traffic, the problem is usually disguised. It would become more apparent if the congestion due to the rail traffic is resolved. Until then, a traffic signal would probably create more problems than it would solve due to the frequent traffic backup into this intersection when trains are crossing 5th Street.

3. Pathways

In 2007, the City updated its pathway master plan. The City has adhered to this master plan update by making several improvements in the area, mostly within the southern portions of the District. The Little Goose Creek pathway ends just behind the Sheridan College building at Broadway and Alger. At this point, the pathway becomes a street-oriented route, extending west along Alger to connect with Whitney Commons. As identified in the pathway master plan, an important future connection of the pathway would be an extension of the Little Goose Creek pathway north to Little Goose Creek, where it would link to the main Goose Creek pathway via a "Riverwalk" development along Little Goose Creek. The existing pathway system and proposed Riverwalk extension are discussed more extensively in Part 3, Section II.

4. Parking

The 2010 Downtown Sheridan Economic Development Strategy listed better parking management as a target objective for the overall Sheridan downtown area. Clearly, parking is an overarching issue for the entire downtown area, of which the District is a part.

Specifically, parking has historically been a problem within the District in the vicinity of the Sheridan Inn during major events held at this location. Recently opened restaurants at 4th and Main and at 5th and Main, coupled with the existing restaurant located within the Sheridan Inn, have exacerbated the area's parking deficiencies. Locating a parking space close to these three restaurants on weekend evenings can be a challenge. Even employees of these restaurants can have difficulty finding parking close enough to their place of employment.

5. Landscaping and Streetscape Features

In addition to the basic street and utility infrastructure improvements that have recently been completed within the District, the City has become very proactive in completing landscaping and streetscape features concurrently with these infrastructure projects. Examples of these amenities include:

- Decorative streetlights that conform to other areas of Sheridan. These streetlights follow a theme of exhibiting lighting from a previous era within Sheridan.
- Landscaping and other features, including trees, iron tree grating, benches and trash receptacles.

Artwork has also been placed at street corners and other locations accessible to the public.



Figure 8 – Example of North Main landscaping and streetscaping features installed with infrastructure improvements

Landscaping and streetscaping features were installed as part of both the Scott/Broadway and North Main projects within the District. Figure 8 depicts an example of street lighting and landscaping recently installed by the City in conjunction with the North Main project implemented by WYDOT.

IV. THREATS AND OPPORTUNITIES

This section outlines threats to the integrity and character of the District, as well as opportunities for improvement of the District. This includes perceptions of the District in the community and among building owners and residents, based on comments at the scoping meeting and subsequent interviews.

A. Need for Continued Economic Vitality

The District was once at the core of Sheridan's economic vibrancy. The railroad offered employment for many Sheridan citizens, as did the businesses which sprang to life to serve the railroad. Today, the restaurants and small businesses located within the District sustain, and some thrive. That said, recently reported financial difficulties being experienced by the owners of the Sheridan Inn point to the need for increased economic vitality in the District.

While it is unrealistic to assume that the businesses existing within the District would return to being Sheridan's bedrock of employment (i.e., during the railroad era), it is generally believed throughout the state, region and even nation that Sheridan is a special place. People choose to live in Sheridan rather than are forced to live here. Furthermore, the District, through a combination of unique history, close proximity to downtown, and potential for housing close to places of employment, offers a special setting within Sheridan.

One of the documents reviewed as part of the formulation of this master plan was the 2008 document entitled Tradition, Expression, and Recognition: Creative Opportunities in the New West. This document recognized the unique qualities that exist within Sheridan, and within the District in particular. These unique qualities include a beautiful setting close to the Big Horn Mountains, a vibrant and colorful

history that embodies the American West, businesses engaged in a continuation of the spirit of that American West, and an active yet safe downtown area that fosters a sense of community. They have given birth to a “creative economy” in which various forms of “the arts” have led to employment for many.

An opportunity exists within the District to capitalize upon the unique nature of the area to foster the maturation of this creative economy. This opportunity is expounded upon in the Recommendations section of this master plan.

B. Deterioration and Obsolescence of Existing Infrastructure

While Section III.F highlighted the considerable investment made by the City in certain areas of the District, this section also discussed the fact that some areas are still in need of infrastructure improvements. These needed infrastructure improvements include not only include streets and utilities, but also parking and pathway enhancements. Some relate to the age of the existing infrastructure, while others relate to the obsolescence of the materials installed in a previous era. Failing to address this deterioration and obsolescence threatens the District by diminishing the overall appearance of the area and the functionality of the infrastructure.

Recommendations on specific infrastructure improvements are discussed in the Recommendations section of this master plan.

C. Deteriorating Condition of Some Structures and Buildings

Most of the original houses and apartments in the District are located on small, fairly inexpensive lots. This current situation, coupled with the fact that many of the existing houses are now rental properties that have not been well maintained, puts these properties at risk. With the current zoning in the District, the deteriorating condition of some of the residences, especially the original shotgun and pyramidal houses, may make those properties attractive to commercial developers that might desire to purchase three or four properties, demolish the existing homes, and thus provide for construction of new commercial buildings and/or parking.

As was discussed in Section III.E, 61% of the residences within the District are rental units vs. being owner-occupied. A cursory analysis also revealed that those residences that were owned by the occupant were generally found to be in better overall condition than those in which the owner was absent. This data reflects the general belief that pride in ownership often leads to properties being kept in better repair. Thus, it would benefit the District to promote owner occupancy wherever possible.

Commercial buildings in the District that have not been well cared for also face challenges. Overall major maintenance of commercial buildings is required in order to maintain the viability of building envelopes, roofs, mechanical and electrical systems, windows, and parking lots. If this maintenance has been deferred, then the cost to repair and/or rehabilitate these buildings increases.

Older buildings may also contain asbestos, lead paints, or other hazardous materials that need to be abated to facilitate comprehensive rehabilitation.

An influx of capital investment into the District to repair and rehabilitate existing structures would help secure the future of many of the structures. The good news is that most properties are small and can be improved for fairly modest investments. With Sheridan's continual need for affordable housing, this District presents a great opportunity to pursue grant funding, private investment and charitable assistance to provide the monetary support needed to improve many of the properties and give them new life. Historic preservation incentives, such as the 20% rehabilitation investment tax credit, can be used to offset the costs of improving those income-producing buildings that are contributing to the District (see Part 2, Preservation Incentives and Other Programs). As discussed in the Recommendations section of this master plan, another action that can be taken to protect the future of many properties in the District is to consider overlay zoning for this area to eliminate or minimize the threat that smaller historic buildings will be demolished and replaced with new, larger buildings.

D. Lack of Guidelines for New Construction Within the District

Currently there are no guidelines for rehabilitation or new construction within the District. In addition, as mentioned earlier, the current zoning in the District does not protect the existing residences. Without guidelines and/or an overlay zoning ordinance for new construction, there is no control beyond the current zoning and applicable building codes for what can be constructed in the District. Simple factors such as the location of the building on the site, suggested types of materials, fencing, signage, and exterior lighting can easily be directed through fairly non-restrictive guidelines. Without such guidelines, the District is at risk of losing its character and integrity, which at this point is still fairly well intact as evidenced by the high number of contributing properties in the District.

Certainly, construction guidelines that become part of an ordinance for this District would provide the greatest insurance in preserving the character of the District, but even non-adopted or non-enforceable guidelines would be better than none at all. Given the history of Sheridan and much of the character already established here, most designers and developers will want to construct buildings that integrate with their surroundings and are an asset to the community. Some suggested guidelines are outlined in the Sheridan Railroad Historic District Recommended Guidelines for Rehabilitation of Historic Buildings and Compatible New Construction, found in Appendix B.

E. Lack of Education and Incentives to Preserve Historic Buildings

As noted above, since 2004 eleven contributing buildings in the District have been demolished, including one shotgun house. Ten contributing buildings have diminished integrity due to alterations that are not in keeping with the District's historic character. This loss of historic fabric poses a significant threat to the historic integrity of the District, and its future as a center for the arts in Sheridan. Without a

comprehensive program to educate property owners and residents about the significance of the District, and to provide incentives such as grants, tax credits and technical assistance to help them rehabilitate their historic buildings, there is reason to believe that this trend will continue.

The section on historic preservation (Part 2 of this plan) provides detailed information about rehabilitation guidelines and preservation incentives that could greatly improve the chances that property owners will choose to preserve, rather than demolish, their historic buildings. Also, as mentioned above, changes could be made to the zoning code to make it more difficult to demolish or alter historic buildings.

F. Increased Railroad Traffic Through Sheridan

Section III discussed current problems created by the existence of the mainline BNSF track delaying east and west bound traffic along 5th Street. This problem also exists, to a degree, at 1st Street, although this latter street is not as important to Sheridan traffic flow as 5th Street. This previous section highlighted the fact that the congested traffic problem is anticipated to increase with the possibility of transporting Powder River coal to Far East markets.

Over the years, several alternatives to the 5th Street at-grade railroad crossing have been considered. Both overpasses and underpasses have undergone scrutiny, with each alternative having its own set of problems. For an overpass, the required grades would result in construction of major structures along 5th Street adjacent to the Sheridan Inn, both discouraging access to this area and creating a somewhat unsightly large structure. An underpass would likely require continual pumping of groundwater to keep free of standing water. Additionally, groundwater quality in the area may be questionable due to over a century's use of this area as a heavy industrial area. Traffic patterns in the area could also be severely restricted by construction of either an overpass or underpass.

An alternative under current consideration is the construction of additional trackage to the north of Sheridan that would allow the BNSF mainline track to bypass the City. Although local spurs would likely remain in use, the amount of time in which east and westbound 5th Street traffic would be disrupted would decrease significantly. Forward Sheridan is currently spearheading a feasibility study that would weigh the costs and benefits of relocating the railroad to the north of the City. The relocation would also likely require the movement of the current rail maintenance yard (located just north of the District) the north of the City.

G. Use of Broadway As One-Way Arterial

The current City transportation plan identifies Broadway as a future one-way arterial. To date, Broadway has not become a one-way street. This may be due to the fact that the far south end of Broadway (known as Scott Street) does not have good connectivity to either Coffeen Avenue or Sheridan Avenue. As a result, the

majority of the motoring public prefers to use Sheridan Avenue and Main Street for north-south movement purposes vs. Broadway.

Should more direct connections to Sheridan and/or Coffeen Avenues be constructed in the future, there will be an increase in arterial traffic flow along Broadway. Such traffic increase may detract from the quality of residential life as well from the visitor experience in the District.

H. Lack of District Recognition

Despite the unique character of the District, few inside or outside of Sheridan actually know of its existence. Although some structures within the District receive a good deal of attention (most notably, the Sheridan Inn), there is essentially no information available to residents and tourists about the District, its history and its National Historic District designation. It is doubtful if many of the property owners within the District even know of this important designation. No information is available on any local websites that would typically provide such material, such as the websites for Sheridan County, the Sheridan County Chamber of Commerce, and Sheridan Travel and Tourism. The City's website offers only a map of the District's boundaries. Even the one sign in Sheridan announcing the existence of a historic district within Sheridan (the sign located immediately west of the 5th Street I-90 interchange – see Figure 9) is incorrectly located, as it alludes to a historic district boundary being entered into, when in fact the District's easterly boundary is actually located approximately ½ mile west, and the boundary for the Sheridan Downtown Historic District is located even further away.

There is much that could be done that would increase recognition of the District by local citizens and visitors. Increased recognition could potentially increase land values in the area, develop pride of ownership of property owners within the District, and enhance the overall experience of visiting the District. Ideas for increasing recognition of the District are included in the Recommendations section of this master plan.



Figure 9 – Existing sign on 5th Street just west of the I-90 interchange

PART 2 – HISTORIC PRESERVATION

This section of the master plan contains more specific information about the historic buildings in the District, their historic preservation (including general guidelines for the treatment of historic buildings) and information about preservation incentives and other programs. Guidelines tailored to the District are included as a separate document in the Appendix.

I. Summary of Building Types and Noteworthy Design Features

Following are brief descriptions of the predominant building types in the District:

Residential



Pyramidal Cottage: a square, 1-story cottage, with a peaked, hipped roof, sometimes truncated or forming a short ridge at the top. Chimneys are most often placed at or near the peak of the roof. Variations include porches, placement of doors (center or to one side), windows and rear additions.



Shotgun Cottage: a single story house, one room wide and two or more rooms deep, usually capped by a gable-front roof and often with a front porch.



Gable-front Cottage/House: 1- to 2-story, rectangular residence with the gable (or gambrel) facing forward and containing the front entrance.



Gabled-L Cottage/House: 1-2 story residence with a front-facing gable and an intersecting side gable, forming an L shape.

Commercial



Flat-roofed commercial: a simple, one-to-three-story, rectangular commercial building, often with a parapet roof (plain, shaped or stepped) and ornamentation at the cornice line (corbelling or decorative brickwork). Two- and three-story buildings may have apartments or rooms in the upper stories.

Noteworthy Design Features

In addition to the overall form, historic character is determined by materials and architectural details. Following are some noteworthy design features of buildings in the District.

Houses

Most houses in the District were originally sided with wood clapboards or novelty siding, laid horizontally, with vertical corner boards; some gable ends were covered in decorative wood shingles. On about one-half of the houses, the original wood siding has been replaced with asbestos shingles, aluminum siding or vinyl siding and, in rare cases, stucco or vertically-scored plywood panels (T-111). Foundations are concrete, or in a few cases, stone ashlar.

Roofs are medium-to steeply-pitched gable and hipped roofs, with one gambrel roof. They were originally sheathed with wood shingles but most are now sheathed with asphalt shingles in a variety of mostly subdued shades of grey, green and brown. Most roofs have boxed eaves that extend one foot or longer, and one or more brick chimneys extending from near the ridge of the roof. A few of the larger houses have gable-roofed dormers.

Windows and doors are often the most decorative features of houses in the District. Windows are generally double-hung sash, vertically oriented and rectangular in shape, at least twice as long as they are wide (except for Cottage-style windows),

with plain wood trim and, in some cases, a shallow window hood. Decorative windows may be one of the following types:

- Prairie style: the upper portion of the window is divided by vertical muntins, forming anywhere from 3 to 7 vertical panes.
- Queen Anne: the upper sash of the window contains small panes of colored glass or unusual glazing patterns.
- Cottage: similar to Queen Anne, but wider, usually used in a parlor or dining room.

Original doors are wood paneled in a variety of configurations, often with an upper rectangular or oval light. Screens and storm sash have been added to many of the windows and doors.

Most of the houses originally had open porches with hipped, gable or shed roofs, turned or rectangular posts, and wood or concrete decking, sometimes left open and sometimes surrounded by plain wood railings or knee walls that match the walls of the house. Some houses have decorative cut-out brackets on the porch posts, and a few porches have columns or square piers. Some porches have been enclosed.

Most yards in the District are landscaped with grass, shrubs and deciduous trees, with lawns that extend to the sidewalk without fencing. Trees are mature and extend over the street on Gould. Where they exist, front fences are wire or chain link, not solid. Wood (privacy) fences are more common along the alleys and occasionally between properties or separating the front and back yards.

Since the District pre-dates the automobile, many properties originally had small barns or stables for horses and wagons or buggies. Some of these still exist and have been converted to garages. Also significant are the early single-car garages dating from the first few decades of the 20th century, especially those that have the original three-part, wood, hinged doors with upper lights.

Warehouses

Warehouses were constructed along the railroad tracks starting circa 1900. There are three remaining warehouse buildings at the south end of the District. They are one to two stories in height, with brick piers dividing the walls into symmetrical bays lit by segmental-arch topped windows. Warehouse buildings have loading docks and bays in rear and front. The flat, parapeted roofs have brick corbelling at the cornice line.

Commercial buildings

Commercial buildings in the District are also built primarily of red brick, although there are two stone commercial buildings and one constructed of tan brick. Later

commercial buildings are constructed of concrete block. They range from one to three stories in height. Most of the historic buildings have flat, parapeted roofs with some form of decoration at the cornice line, consisting of brick corbelling or decorative patterns in brick, glazed brick and terra cotta. A few commercial buildings on Main Street have decorative, Italianate-style cornices of pressed tin or cast iron, as well as cast-iron columns and window hoods. Buildings originally designed for retail use have storefront windows which cant in at the doorway. At least one building (Dollarwise) retains its original full-length transom of small leaded-glass lights. Ghost signs can be seen on a few of the commercial buildings, such as Cook Ford, Lou's Transfer and Storage, and the OK Corral.

II. Noteworthy Individual Buildings

While the District gains its significance from the entire grouping of buildings set in a railroad landscape, certain individual buildings are especially noteworthy for their architectural and/or historical significance. Locations for these buildings are shown in Figure 2. A short description of each of these buildings follows:

Sheridan Inn: The Sheridan Inn is listed as a National Historic Landmark, the highest designation of a historic property in the United States. Built as a railroad hotel, the three-story, L-shaped Inn is distinctive for its massive gambrel roof punctuated by two rows of dormers that extend the length of the facade: 15 shed-roofed dormers on the second floor offset by 13 gable-roofed dormers with trefoil bargeboards on the third floor. The roof extends in the front to shelter a wide, open porch. The building is sheathed in clapboard and has a wood-shingled roof and a stone foundation. A massive, rectangular stone chimney extends from the front slope of the roof.

The Sheridan Inn has operated almost continuously since it opened in 1893. Its historic role as the center of social life in Sheridan continues to this day. Since 1990, the Inn has been owned and operated by the Sheridan Heritage Center, Inc., (SHC) a nonprofit organization which saved the building from demolition by purchasing the property from bankruptcy court. As part of its activities associated with the Inn, SHC is currently in the process of rehabilitating the interior for hotel use.



Figure 10 – The Sheridan Inn

The Inn is a noteworthy building in the District, due to its architectural and historic significance as well as its continued role as a social center, with a dining room, bar and banquet and meeting rooms. The re-opening as the Inn as a hotel will greatly enhance the appeal of the District.

Original 1892 Wood Sheridan Railroad Depot: Located across 5th Street and Broadway from the Sheridan Inn is Sheridan's original rectangular, gable-roofed, wood-frame depot. The depot was constructed in 1892 and moved to its present location in 1912 when the new brick depot was built. As noted in the National Register nomination, "the building has been remodeled several times but still retains the overall look and character of the original." The walls are sheathed with replacement novelty siding, and the roof is sheathed with wood shingles. A wide, pent roof extends around three sides of the building between the first and second floors, providing a sheltered loading and unloading area for passengers. The building is surrounded on three sides by a modern wooden deck with a wood and metal railing.



Figure 11 – 1892 wood railroad depot

Sheridan is fortunate to have retained its original wooden depot. In most other communities, these buildings were demolished when they were replaced with newer buildings, or when the railroad ceased passenger operations. The depot is in good condition, having been recently rehabilitated on the exterior and remodeled on the interior for offices. It is currently occupied by the Sheridan Artists' Guild Etal (SAGE), which uses it for educational purposes and as a work

environment for burgeoning artists.

1912 Brick Sheridan Railroad Depot (now known as Rails Brews & Cues): The two-story, red brick, Classical-Revival style depot was built by the CB&Q in 1912 to replace the original passenger depot. The building is symmetrical in plan, with a central block and slightly projecting wings on both the main (west) and rear facades. It rests on a raised foundation of smooth-faced, cast concrete blocks that resemble cut stone. Paired brick pilasters decorate the corners of the building, and a classical-style portico with four brick piers topped with plain, stone capitals marks the central entrance. A wide frieze, divided by a cornice, leads to a flat roof trimmed in concrete. To the south of the depot is a paved lot constructed of bricks laid on edge. Segments of brick sidewalk remain at several places adjacent to the depot.



Figure 12 - 1912 brick depot

The central portion of the depot originally housed the ticket office and main waiting room, with the ladies' waiting room in the north wing and the baggage waiting room in the south. The building ceased to be used for railroad purposes in the mid-1980s and was sold to a private owner. It is currently used as a bar and pool hall. The depot retains much of its original materials, but the brickwork and other exterior features are in need of repair. It is a noteworthy building in the District due to its architectural and historical significance and strong ties to the railroad. It is a potential candidate for reuse.

Cook Ford Building: The former Kerr Motor Company Building, built in 1923, is one of the few stone buildings in the District. The stone is painted white and has ghost signs advertising Cook Ford on the front and sides of the building. The two-story building features large east-facing multi-pane windows and overhead doors with transoms. Three paired, nine-over-nine, double-hung windows on the north bay of the second floor indicate use of the space within as an apartment. The south elevation features a tower with a monitor roof housing, and a lift which brought cars to the upper level parking areas.



Figure 13- Cook Ford Building

This building is privately owned and for sale. It is currently used for storage of automobiles. It is a noteworthy building in the District due to its architectural and historical significance as the first automobile dealership in the District. It is a good candidate for adaptive use.

Sheridan Commercial Company: The Sheridan Commercial Company is the longest operating business in the District, having moved to the District from downtown when the railroad arrived in 1892. This one-story, neoclassical-style brick building was built in 1916 to replace a building that burned the previous year. With

its glazed terra cotta decoration, it is one of the most ornate buildings in the District. The central entrance is framed by a terra cotta Classical-style surround with paired, 8-sided battered columns decorated with a stylized floral motif supporting a full entablature and cornice. The façade is decorated with terra cotta panels and stringcourses with geometric patterns.



This building is privately owned and remains in excellent condition. It is a noteworthy building in the District due to its architectural and historical significance and provides an important commercial function in the District.

Figure 14 – Sheridan Commercial Company

Warehouse buildings

201 - 209 Broadway: This two-story, flat-roofed, brick warehouse building was built in 1908 as Diefendorfer & Dinwiddie Hardware Warehouse. The south section of Mac's Moving and Storage (215 Broadway) is actually part of this building, as can be ascertained by looking at the rear of the building. The façade consists of three bays separated on the second story by brick pilasters, with brick corbelling at the cornice. A concrete loading dock leads to a central entrance with a replacement overhead wood door. A modern, open structure of large timbers with an upstairs balcony has been added to the façade, changing the historic character of the building. The window openings are topped by two- and three-row rowlock brick, segmental arches. All but a few windows are replacement double-hung or stationary sash. The secondary entrance facing south has been elaborated with an arched entrance not in keeping with the warehouse character of the building, and the brick on the upper story of the façade has been painted. The rear loading platform has been removed, and a privacy fence now obscures the lower portion of the rear of the building.

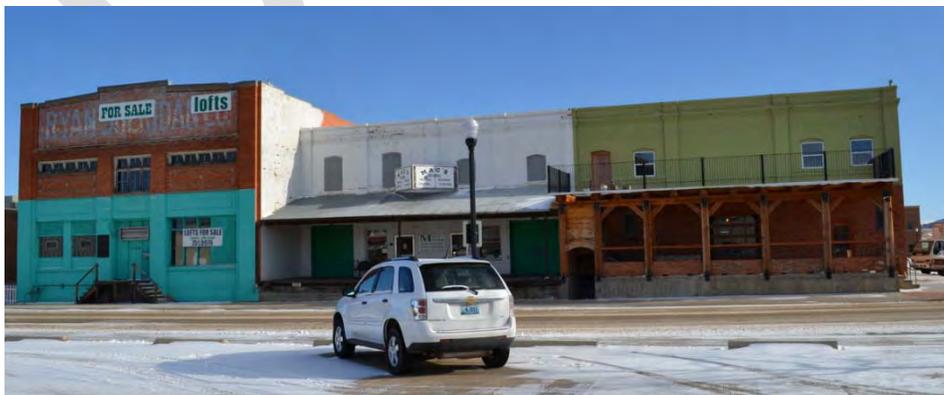


Figure 15 – 201 – 225 Broadway

215 – 219 Broadway (Mac's Moving and Storage): This two-story, flat-roofed brick warehouse was built in two sections, with the southern section being part of 201-209 next door, and the northern section built between 1912 and 1920 as JA Church Cold Storage Warehouse. The façade is divided into four bays. The second story matches 201-209 N. Broadway, with brick pilasters, a corbelled cornice, and a single, segmental arched window opening in each bay, with the brick sill stretching the length of the bay. The windows in the older (south) section are slightly shorter than those in the north section. A shed-roofed awning supported by metal posts extends from above the first floor, sheltering a wood-decked, concrete-block loading dock.

225 Broadway: This two-story, stepped parapet-roofed, brick warehouse was built in 1910 as a grocery warehouse. Brick pilasters divide the façade into three bays. The first story has been changed from the original, with glass block and wood paneling filling in all or part of the window and door openings, and paint covering the brick. Raised brick panels decorate the space above the openings. The second story appears to be original. A brick cornice divides the second story and the parapet, which is topped with a slightly projecting course of lighter brick. A ghost sign reading "Ryan Sheridan Company" is painted in the parapet. Ghost signs advertising Ryan and various food products are also visible on the north elevation. A one-story, modern, concrete-block addition is set back to the north of the building. The rear (trackside) elevation is in original condition with original windows and loading doors.

III. Guidelines for Treatment of Historic Buildings

A. Treatments for Historic Buildings

There are four basic treatments for historic buildings:

- preservation,
- rehabilitation,
- restoration, and
- reconstruction.

As defined by the National Park Service:

Preservation is the act or process of applying measures necessary to sustain the existing form, integrity, and materials of an historic property. Work, including preliminary measures to protect and stabilize the property, generally focuses upon the ongoing maintenance and repair of historic materials and features rather than extensive replacement and new construction. New exterior additions are not within the scope of this treatment; however, the limited and sensitive upgrading of mechanical, electrical, and plumbing systems and other code-required work to make properties functional is appropriate within a preservation project. A good example of preservation is the Sheridan Commercial Company, shown in Figure 14.

Rehabilitation is defined as the act or process of making possible a compatible use for a property through repair, alterations, and additions while preserving those

portions or features which convey its historical, cultural, or architectural values. Many rehabilitation projects result in **adaptive use** – an appropriate new use for a historic building. A good example of rehabilitation and adaptive use is the original 1892 wood railroad depot, which has been rehabilitated for commercial use.

Restoration is defined as the act or process of accurately depicting the form, features, and character of a property as it appeared at a particular period of time by means of the removal of features from other periods in its history and reconstruction of missing features from the restoration period. The limited and sensitive upgrading of mechanical, electrical, and plumbing systems and other code-required work to make properties functional is appropriate within a restoration project. A good example of restoration is the Sheridan Inn, shown in Figure 10.

Reconstruction is defined as the act or process of depicting, by means of new construction, the form, features, and detailing of a non-surviving site, landscape, building, structure, or object for the purpose of replicating its appearance at a specific period of time and in its historic location.

The proper treatment for a historic building depends on its historical importance, its physical condition, its proposed use, and mandated code requirements. For example, the Sheridan Inn, as a National Historic Landmark, has exceptional historical significance and is thus a good candidate for **restoration**. The majority of buildings in the District are not individually listed on the National Register, but as a group they contribute to the significance of the District. The most appropriate treatment for these buildings is **rehabilitation**, which allows them to be upgraded for a compatible new use (or continuing use) while still retaining the characteristics that make them contributing buildings in the District.

B. Rehabilitation Standards

The Secretary of the Interior's Standards for the Treatment of Historic Properties are the general guidelines used nationwide to determine the best treatment for historic buildings. These standards are intended to “promote responsible preservation practices that help protect our Nation's irreplaceable cultural resources.” They are intended to preserve and protect historic character, while allowing properties to continue their useful functions and evolution. One way to understand the concept is to imagine a former resident from many decades ago returning to the area and recognizing the property - not because it has not changed, but because the gradual changes over time respected the overall historic character.

Following are the Standards for Rehabilitation:

1. A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships. An example of a new use requiring minimal change is the adaptation of a warehouse for Sheridan College classroom use.

2. The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided.



3. Each property will be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historic properties, will not be undertaken. An example of adding conjectural features or elements from other historic properties is the arched doorway added to the south elevation of the warehouse building at 209 Broadway.

Figure 16 – Sheridan College Building at 245 Broadway

4. Changes to a property that have acquired historic significance in their own right will be retained and preserved. For example, the addition to the baggage storage wing on the south side of the brick depot while it was still in use as a train depot has acquired historic significance as an indication of the building's change through time. (See Figure 17.)



Figure 17 - Baggage storage area on south side of 1912 Brick Railroad Depot

5. Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.



Figure 18 - Examples of masonry deterioration on buildings within the District

6. Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and, where possible,

materials. Replacement of missing features will be substantiated by documentary and physical evidence.

7. Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.

8. Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.

9. New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work shall be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment. While additions to historic buildings must be compatible with the old, they should not try to imitate the historic building; an observer should be able to distinguish between the original and the addition.

10. New additions and adjacent or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

C. Guidelines for Sheridan Railroad Historic District

Rehabilitation guidelines and guidelines for compatible new construction created specifically for the District can be found in Appendix B.

IV. Preservation Incentives and Other Programs

Communities throughout the country use a variety of incentives to encourage preservation and rehabilitation of historic buildings. Following are some available programs, as well as suggestions for programs that could be introduced by the City and/or the DSA. Programs intended primarily for housing rehabilitation are included under Recommendations in Part 3.

A. Federal Rehabilitation Tax Credits

The major preservation incentive available to private property owners is the federal rehabilitation tax credit. Since enacted in 1976, the federal rehabilitation tax credits have generated more than \$62 billion of private investment in historic buildings. In 2011 alone, the federal rehabilitation tax credit generated \$4 billion in private investment. More than 38,000 projects nationwide have been completed using the rehabilitation tax credit. If a project qualifies for a 20% tax credit, 20% of the value of the rehabilitation project can be used by the developer or packaged and sold to an entity needing tax losses, thus creating equity needed to obtain financing for a project. The Plains Hotel in downtown Cheyenne is a Wyoming example of a

rehabilitation project that benefitted from the federal rehabilitation tax credit. The Plains underwent a major rehabilitation in 2003. \$3.1 million of the total \$3.21 million project cost was eligible for a tax credit. As a result, investors received a \$620,000 tax credit for the project.

Two tax credit options are available to property owners for rehabilitation of income-producing buildings. A 20% federal tax credit is available for substantial rehabilitation of a certified historic structure, and a 10% federal tax credit is available for substantial rehabilitation of a non-historic structure built prior to 1936. The 10% credit cannot be used for buildings listed on the National Register or contributing to a National Historic District. There are no federal rehabilitation tax credits for rehabilitation of owner-occupied homes.

There are four basic requirements for using the 20% rehabilitation tax credit:

1. The building must be a "certified historic structure" (individually listed on the National Register or contributing to a National Register Historic District).
2. After rehabilitation, the building must be used for an income-producing purpose for at least five years.
3. The rehabilitation costs must be at least \$5,000 or equal to the adjusted-cost basis of the building, whichever is greater.
4. Work must comply with The Secretary of the Interior's Standards for Rehabilitation and must be approved by the National Park Service.

Allowable rehabilitation costs include:

- construction costs,
- architectural, engineering and design fees,
- builder, contractor and developer fees,
- appraisal fees,
- interim financing (loan fees and interest), and
- property taxes and insurance during construction.

The Wyoming State Historic Preservation Office (SHPO) is the first point of contact for the federal rehabilitation tax credit program. SHPO can provide detailed information and advice to ensure that a project complies with federal standards and gains the approval of the National Park Service. More information on this program is available at <http://www.nps.gov/tps/tax-incentives.htm>.

B. Property Tax Relief

Property tax incentives for rehabilitation are generally authorized through state-enabling legislation as a local option; i.e., once passed by the state legislature, it is up to local governments to decide if they want to offer property tax relief. Examples of property tax incentives used in some states include:

- freezing property taxes at the pre-rehabilitation level for a certain number of years, and then slowly increasing them to the post-rehabilitation level;

- offering a property tax rebate for rehabilitation of a historic building; and
- offering a certain percentage reduction in property taxes for rehabilitation of a historic building.

Currently, Wyoming statutes do not allow for property tax relief for rehabilitation. Property taxes are already low (with most property assessed at 9.5% of market value), thus there is little motivation for the State of Wyoming to offer special incentives. However, there is a tax exemption for improvements to residential property for handicapped access.

C. Grants and Loans

Historic Architectural Assistance Fund (HAAF): This program provides preliminary architectural and engineering services to owners of historic buildings, in order to address issues related to building rehabilitation and use. Typical projects funded by the program include building assessments, structural analysis, building code and ADA analysis, schematic planning for rehabilitation, and schematic design for façades and signs. The fund is available to private, nonprofit and government owners of historic buildings who wish to maintain or improve the historic integrity of the property. Proposed work must meet The Secretary of Interior's Standards for Rehabilitation. The program is managed by the Wyoming Main Street Program (for Main Street communities) and SHPO. As of 2012, SHPO will no longer be offering HAAF grants; however, grants will continue to be offered through Main Street, and it is possible that the Alliance for Historic Wyoming will be able to provide grants for other historic buildings.

Rehabilitation grants: Many cities and towns have developed special grant programs to encourage preservation of historic buildings. These grants can bridge the gap between a project's cost and its anticipated revenue. Generally, a private recipient of a grant is required to submit to review of rehabilitation plans and, in the case of large grants, may be required to grant a façade easement to ensure that the city's investment is protected.

Funding for grant programs can come from the city's general fund, CDBG funds, or tax increment financing. Another possible source of matching grant money for a rehabilitation program is the Wyoming Cultural Trust Fund (see below).

Revolving funds: A preservation revolving fund (or revolving loan fund) is a pool of capital designed to be used for the preservation of historic buildings, with the assumption that money loaned through the fund will be returned to fund future projects. Revolving funds for historic preservation have been used since the 1960s to save, rehabilitate and protect historic properties. These funds are usually administered by a nonprofit historic preservation organization and are targeted to a specific neighborhood. Loan funds can provide a catalyst for revitalization of a historic neighborhood by encouraging residents to invest in their properties. The funds can also be used to purchase, rehabilitate and resell historic properties, often with easements to protect them in perpetuity.

One of the best known and established preservation revolving funds in the country is the Providence, Rhode Island Preservation Society Revolving Fund (PPSRF), established in 1980. The Revolving Fund uses its substantial capital assets to purchase endangered historic properties and resell them to qualified owners, and to make low-interest rehabilitation loans to homeowners who would not qualify for conventional financing due to income level and/or the condition of the home or neighborhood. Funds are loaned on a short-term basis and are returned to the fund when the property is sold or the loan is repaid, allowing the fund to take on a continuous series of projects. To maximize its impact, PPSRF targets its resources to specific historic neighborhoods that are in need of revitalization. PPSRF has loaned more than \$2.5 million for 146 restoration projects since its founding 22 years ago.

Preservation revolving funds are generally created in partnership with local banks and/or community investment corporations, and can be funded through bank loans, public and foundation grants, city funds, CDBG funds and other sources.

Easements also offer incentives to qualified building owners. If an owner donates an easement to a municipality or nonprofit organization, the value of the easement is tax deductible as a charitable contribution on the owner's federal tax return. In return, the city protects the historic property from demolition while keeping the property on the local tax rolls.

With the donation of a historic preservation easement, a property owner gives away certain property rights, usually the ability to alter the façade of the property without permission from the easement holder. In order to take advantage of the federal income tax deduction, property owners must donate the easement in perpetuity to a qualified organization for conservation purposes. In addition, the property must be listed in the National Register of Historic Places or be a contributing structure in a National Register Historic District. Currently there is one historic preservation easement in effect in the District: the Sheridan Community Land Trust holds an easement on the Sheridan Inn.

Wyoming Cultural Trust Fund (WCTF): This fund was established by the Wyoming State Legislature in 1998, but was not funded until 2005. The WCTF provides matching grants to nonprofit and governmental cultural, historical, and arts organizations for "innovative projects for the enjoyment, appreciation, promotion, preservation, and protection of the state's arts, cultural and historic resources."

Grants up to \$50,000 are awarded, although the average award is approximately \$15,000. Projects that are funded by the WCTF include:

- Visual Art – photography, sculpture, painting, experimental, graphics,
- Performing Arts – theatre, dance, music,
- Historic and Architectural Preservation – conservation, survey, preservation planning, restoration or rehabilitation,
- Community Cultural Celebrations, and
- Cultural Tourism.

Typical projects in the District that could potentially be funded by a WCTF grant include:

- Establishing a grant fund or revolving fund for rehabilitation of historic houses,
- Sponsoring workshops for homeowners on how to rehabilitate their houses,
- Sponsoring art events and art works,
- Planning and rehabilitation of an individual historic property, and
- Developing a walking tour and other heritage tourism activities.

D. Other Incentives

In addition to financial assistance, local governments can encourage historic preservation in other ways. If a local government decides a project is in the city's interest, it can:

- create density allowances compatible with existing buildings, thus reducing pressure to demolish and replace;
- allow variances in requirements such as building footprint to lot size ratio, to allow additions to existing historic buildings;
- adopt adaptive use ordinances that recognize mixed uses, adjust parking requirements, and otherwise remove barriers to adaptive use of historic buildings;
- adopt building codes for historic buildings;
- acquire property for redevelopment through purchase or condemnation;
- provide loan-packaging services; and/or
- provide infrastructure improvements such as sidewalks, street improvements, public transit improvements, parking garages, etc.

E. Case Studies in Use of Preservation Incentives

Following are two examples of major rehabilitation projects in Fort Collins, Colorado which were financed using a combination of investment dollars, grants and loans, and other historic preservation incentives.

Case Study #1 – Northern Hotel, Fort Collins, Colorado

The Northern Hotel, a National-Register-listed hotel in downtown Fort Collins, was rehabilitated by Funding Partners for Housing Solutions, a nonprofit community development financial institution, which acquired the property in 1999 for \$1.5 million and completed a major rehabilitation three years later. The Northern Hotel now provides 47 apartments for low-income seniors. The first floor retail space is leased to a mix of tenants, including Starbucks Coffee Company, a clothing store, a mountain/backpacking store and a shoe store. The 1930s-era façade of the building was restored, and historic interior features were retained in the rehabilitation project.

The Northern Hotel project was the result of years of work and planning by the City of Fort Collins, the Historic Fort Collins Development Corporation (a nonprofit historic preservation organization), and local housing advocates. A limited partnership, Northern Hotel Fort Collins LLP, was formed for purposes of financing and carrying out the rehabilitation work. Both state and federal rehabilitation tax credits played a major role in the successful financing of this \$11 million project.



Northern Hotel Project
\$11,756,000

- City of Ft. Collins general funds - \$670,000
- Fort Collins DDA - \$331,000
- City of Ft. Collins CDBG - \$235,000
- Fed. Home Loan Bank of Topeka - \$250,000
- Colorado Historical Society - \$470,000
- Colorado Division of Housing - \$450,000
- Sale of tax credits - \$5,000,000
- Construction loan - \$2,950,000
- Deferred developer fee - \$1,400,000

Figure 19– Northern Hotel, Fort Collins, CO

Case Study #2 – Armstrong Hotel, Fort Collins, Colorado

The Armstrong was the last remaining historic hotel in Fort Collins when it was purchased by Steve and Missy Levinger in 2002. The hotel had been in decline since the 1970s, and finally closed its doors in 2000. The Levingers had a new vision for the Armstrong as a boutique hotel, with restaurants in the first-floor retail spaces. The Armstrong is now a 43-room hotel with a popular coffee shop, a Mongolian barbecue restaurant, a gourmet butcher and deli shop, a massage



Armstrong Hotel, Fort Collins
(1923; rehab, 2003)

- \$1.2 million: owner investment
- \$2.85 million: conventional bank loans
- \$171,000: State Historical Fund grant
- \$285,000: grant from DDA (TIF)
- \$567,000: Federal rehab tax credit
- \$50,000: CO state rehab tax credit
- \$10,000: 0% interest loan, City of Fort Collins
- \$1,800: City of Fort Collins, for design assistance

“Our partnerships with the State Historical Fund, Downtown Development Authority and the City happened because they saw the benefits to the city and local economy and we saw the benefit of making this a better project.” – Steve Levinger, owner

Figure 20 – Armstrong Hotel, Fort Collins, CO

therapy spa in the first floor, and a banquet facility in the basement. The Levingers received city, state and federal financial assistance for this project, which has resulted in 100 new jobs in downtown Fort Collins and an increase in annual property tax revenue from \$28,000 before rehabilitation to \$63,000 after.

V. Certified Local Governments

A Certified Local Government (CLG) is a city or county that has made a commitment to historic preservation and has been certified by the state's SHPO and the National Park Service. CLGs are eligible for matching grants for historic preservation projects.

The CLG program was established in 1980 through amendments to the National Historic Preservation Act. Its purpose is to create a preservation partnership between local, state and national governments focused on promoting historic preservation at the grassroots level. The program is administered by the National Park Service and the SHPOs in each state. Ten percent of each SHPO's share of the Historic Preservation Fund is required to be passed through to local governments through the CLG program.

Currently there are 1,600 CLGs nationwide and 20 in Wyoming, including Sheridan County. The Sheridan County CLG is led by Billie Little of Leiter. Although this CLG is eligible to sponsor historic preservation projects within the Sheridan city limits, the City could benefit from having its own CLG in order to establish historic preservation guidelines and be eligible for its own matching grants from the Wyoming SHPO. As an example, both Casper and Natrona County are CLGs.

Although not a requirement of becoming a CLG, creating a local historic district overlay zone is an opportunity which has been used by at least one municipality in Wyoming. Douglas passed an ordinance in 2010 establishing the Downtown Douglas Historic District, an overlay district within the Downtown Business Zone. The ordinance defines the district boundaries and requires that new construction, building additions and building modifications comply with the Rehabilitation Standards for the Downtown Douglas Historic District (basically The Secretary of the Interiors Standards for the Treatment of Historic Properties) and the Downtown Area Design Guidelines. The ordinance creates a panel made up of representatives from the City of Douglas Planning Commission, the Historic Preservation Commission, and Main Street, which reviews applications for building permits and determines if they are in compliance with the standards and guidelines (See Appendix 2 for text of City of Douglas' ordinance).

Benefits to Sheridan becoming a CLG include the following:

- A CLG provides a focus within the City for historic preservation and a stronger preservation influence in the community.
- CLG commission members are eligible for training in historic preservation offered by the SHPO, and become advocates for historic preservation at the local level.
- CLGs conduct preliminary review of all nominations to the National Register of Historic Places for properties within the city limits.
- CLGs can establish rehabilitation standards, design guidelines and overlay zoning for historic districts (such as in Douglas), and participate in review of applications for modifications to historic buildings.

- CLGs are eligible for annual matching grants for historic preservation projects. Examples of projects in Sheridan that could be funded with a CLG grant include:
 - surveying blocks adjacent to existing historic districts to determine eligibility for the National Register,
 - preparing National Register nominations,
 - sponsoring workshops (such as “This Place Matters” workshop on housing rehabilitation),
 - creating public outreach materials such as publications, videos, exhibits, and walking tour brochures,
 - developing design guidelines, and
 - rehabilitation or restoration of National Register listed properties.

How to Create a CLG

In order to become certified, each local government is required by the National Park Service to comply with the following:

1. Enforce appropriate state or local legislation for the designation and protection of historic properties. Currently, Wyoming does not have state legislation for the designation and protection of historic properties. If and when such legislation takes effect in Wyoming, historic preservation review commissions shall enforce it. If a local government has legislation for the designation and protection of historic properties, its historic preservation review commission will enforce it.
2. Establish and maintain an adequate and qualified historic preservation review commission. In Wyoming, preservation review commissions or boards are created by a city resolution or county ordinance. Each commission consists of at least three and no more than eleven members appointed by the chief elected official of the local government (the mayor or county commissioner). Members are chosen for their interest and professional abilities in architecture, history, architectural history, planning, prehistoric and historic archeology, folklore, cultural anthropology, curation, conservation, landscape architecture, real estate, or other related disciplines.
3. Maintain a system for the survey and inventory of properties. This is accomplished in cooperation with the Wyoming SHPO and can be funded through the CLG matching grant program.
4. Provide for adequate public participation in the local historic preservation program as a whole. Commissions must comply with local, state, and federal public participation regulations. Commission meetings must be open to the public and minutes from each meeting made available for public access. The commission will provide for public participation in the National Register of Historic Places nomination process and will publish and disseminate their procedures to the public. Each of the above requirements should be included in the city or county code and the bylaws or rules of practice for the Commission.

5. Attend Yearly Historic Preservation Training. At least one person from the Commission must attend a minimum of one training session each year. Training may include local, state, or national events.
6. Satisfactorily perform the responsibilities delegated to it under the National Historic Preservation Act. Each CLG will be evaluated by the Wyoming SHPO no less than once every four years.

Application Process

In order to become a CLG, the City must pass a basic ordinance creating a historic preservation commission. The chief elected local official or his/her designee of the local government must submit the following to the Wyoming SHPO:

1. The legal instrument(s) creating the commission.
2. Any laws that provide for the designation and/or protection of historic properties within the jurisdiction of the applicant.
3. A list of current or proposed commission members and demonstration of their interest, competence, or knowledge in historic preservation including information sufficient to allow the Wyoming SHPO to establish the qualifications of professional members. If the membership of the proposed commission does not meet the professional qualifications stipulated in state procedures, the applicant must provide written information concerning how it has sought qualified professionals to participate in CLG activities.
4. A copy of the Local Government Certification Agreement.

Detailed information about how to apply for CLG status in Wyoming, including all required forms, is available in the [CLG Handbook](http://wyoshpo.state.wy.us/CLG/Handbook) (wyoshpo.state.wy.us/CLG/Handbook).

PART 3 – RECOMMENDATIONS

Introduction

The purpose of this section of the master plan is to provide recommendations for improvements and programs to preserve and revitalize the District, descriptions of the public benefits derived by implementation of these recommended improvements and programs, and the means by which the recommended improvements and programs are integrated with the existing area.

The recommendations discussed in this section are summarized below.

- I. Foster Development of a “Creative Economy” Within the District
- II. Improve Infrastructure within the District
- III. Encourage Historic Preservation of National Register Buildings and Compatible New Construction
- IV. Facilitate Rehabilitation of the Existing Residential Neighborhood Within the Historic District
- V. Encourage the Continued and Adaptive Use of Key Buildings in the District
- VI. Use Zoning and Building Codes to Encourage Historic Preservation
- VII. Promote Relocation of BNSF Railroad Main Line to North of Sheridan
- VIII. Discourage the Use of Broadway as a One-way Arterial
- IX. Create a Sheridan Certified Local Government
- X. Promote and Educate About the District
- XI. Support Creation of a Downtown Development Authority
- XII. Provide a Financing Plan
- XIII. Support Partnerships

Each recommendation is discussed below.

I. Foster Development of a “Creative Economy” Within the District

In 2008, a document entitled Tradition, Expression, and Recognition: Creative Opportunities in the New West was produced by the Regional Technology Strategies and the Alliance for Creative Advantage. This document was funded by the U.S. Department of Commerce’s Economic Development Administration, the Wyoming Business Council (using Community Development Block Grant funds), the Northern Wyoming Community College District/Sheridan College, Forward Sheridan, and the Sheridan Area Chamber of Commerce. The document states that, as of 2006, it was estimated that 1,123 people in Sheridan and Johnson Counties earned their living from the “creative content of what they produce, support and/or sell.” This “creative economy” was defined as those employed in:

- the visual, literary and performing arts;
- the entertainment media and digital arts;
- product and environmental design via the application art to products, packaging, advertising and branding or design of buildings, grounds, interiors, or web sites; and

- cultural heritage and preservation, public and private museums, historical sites, and cultural institutions that attract and serve tourists.

The document estimated that this segment of the economy added approximately \$21.5 million to the economy of Sheridan and Johnson counties. In addition, the businesses engaged in the creative economy contributed significantly to the tax base of each county. In downtown Sheridan, for example, an estimated 37 businesses (56% percent of the downtown establishments) represented or sold products of the region's creative economy.

A creative economy in Sheridan would include not only those involved in artistic endeavors, it could expand upon Sheridan's unique place and designation as one of the country's leading communities for local production of Western-themed products and services. Sheridan businesses that produce or fabricate Western-related clothing and equipment (e.g., King Ropes, Tom Balding's Bits and Spurs, Barry King Tools) already exist, offering employment that counters the popular claim that "no one makes anything in America anymore." Such businesses potentially offer more employment opportunities directly related to production of goods and materials than strictly an "arts district."

The 2008 document furthermore recognized that the historical, scenic and cultural environment within Sheridan and Johnson Counties was a principal reason why these entrepreneurs were here. Its recommendations included the following:

1. take systemic action to strengthen the creative economy, including formation of a Creative Economy Council, integration of the creative economy into regional development plans and programs, and expansion of cultural relationships and networking opportunities;
2. develop and preserve the physical environment for the arts and design, by improving signage, displays and mapping for the downtown areas and regions, supporting new arts centers, repairing and preserving the local architectural heritage, offering location incentives to artists;
3. assist artists in more effectively marketing their work and in reaching a larger customer base; and
4. strengthen the growth of the creative economy by expanding the delivery of the programs and services at Sheridan College.

Based upon these findings and recommendations, the District appears to offer many advantages in being the epicenter of Sheridan's creative economy. The area offers numerous buildings with historic character and distinction, as well as the vestiges of storied characters from the past such as Buffalo Bill Cody and Crazy Horse. The allure of the majestic Big Horn Mountains offers an enticing location for artists to practice. If one views the exhibits presented by SAGE at the 1892 wood railroad depot, it is easy to understand the impact that the Sheridan environment has on the artists' tendencies and interests.

The District is also currently a destination of many tourists who could potentially purchase the products of those engaged in the creative economy. The District is

located within easy walking distance to downtown Sheridan, as well as local restaurants, the Sheridan County Fulmer Public Library and various theaters. It also encompasses historic buildings and residences in need of repair and restoration that could provide locations for arts-in-training centers or in which to foster artistic development.

At the present time, the 1892 wood railroad depot located at the northeast corner of 5th Street and Broadway is occupied by artists who both create and display their art works, as well as by non-profit organizations. These artists pay a commission to SAGE on the art that they sell. A few artists and the non-profits pay rent for studio and office space. SAGE uses these revenues to pay the current building owner a monthly fee sufficient to offset operation and maintenance costs of the building.

Creation of a creative economy is not unusual nationwide; indeed, there are numerous foundations (e.g., the Ford Foundation, the Kresge Foundation, the Andrew W. Mellon Foundation, and the Rockefeller Foundation, to name a few) that participate in collaborations to accelerate “creative placemaking” across the U.S. Federal partners in these collaborations include the National Endowment for the Arts (NEA) and the Departments of Housing and Urban Development, Health and Human Services, Agriculture, Education and Transportation. ArtPlace, for instance, is a collaboration of the above foundations and federal agencies which “believes that art, culture and creativity expressed powerfully through place can create vibrant communities.”

Artspace (not to be confused with ArtPlace) is a nationwide nonprofit organization dedicated to creating, fostering and preserving affordable space for artists and arts organizations. Artspace has become America’s leading advocate for developing space for artists, as well as the leading nonprofit real estate developer for the arts. Artspace also provides consulting services to local governments, arts organizations, developers, universities and others interested in creating or retaining affordable space for artists and arts organizations. Artspace consultants help communities identify and develop affordable housing for artists, preserve historic buildings for artists and arts organizations, revitalize distressed neighborhoods, and create a new arts-friendly identity.

The City or DSA could apply for a WBC planning-only grant to bring an Artspace consultant to Sheridan as a preliminary step in developing the creative economy. The consultant would work with the community on a step-by-step plan to develop the arts in the District. A typical one-day visit costs \$6,250 and a 2-day visit costs \$12,500. For a limited time, 25% of consulting costs are paid for by a matching grant from the NEA. Consulting services may also lead to Artspace becoming a partner in an arts-related development project.

Although most of Artspace’s projects have been in the Midwest, following is an example of an Artspace project in progress in the Rocky Mountain Region. A similar strategy could be applied to any of the currently vacant buildings described above.

Artspace – Loveland, CO



The arts-friendly city of Loveland is home to America's largest outdoor sculpture show, which annually attracts more than 50,000 visitors to this northern Colorado city. Loveland is also home to Art Castings of Colorado, one of the nation's premier bronze sculpture foundries. The first municipality in the state to enact an Art in Public Places program in 1985, Loveland received the Governor's Award for Excellence in the Arts in 2008.

No wonder, then, that when civic leaders began looking for a way to repurpose the historic Loveland Feed & Grain Building on the edge of downtown, they quickly turned to the arts – and to Artspace. The result was an ambitious plan for a new arts campus that will incorporate both the Feed & Grain structure and a new live/work project next door.

Phase 1, the residential building, will contain 30 units of affordable live/work housing for artists and their families plus a large ground-floor gallery/community room. Now in predevelopment, it is scheduled to go into construction in 2013 and into operation one year later. In Phase 2, the Feed & Grain Building will be renovated and transformed into artist studios and a home for arts organizations and creative businesses. A large outdoor community space will tie the two structures together.

Figure 21– Artspace case study, Loveland, CO

Implementation of recommendations by an Artspace or other arts planning consultant could be funded by the Wyoming Business Council's Business Ready Community (BRC) Grants Program. For example, the 1892 wood railroad depot could be purchased for the purpose of becoming the focus of the creative economy in Sheridan. The BRC grants program for downtown development (which was recently used in Sheridan to fund the WYO Theater improvements) allows for a maximum award of \$1 million, and requires a 15% local match, which could conceivably come from private foundations with an interest in seeing a proliferation of the arts in Sheridan. The building could continue to house artists engaged in their work, as well as serve as a venue to display their works. Due to its location near the main entrance for tourists to the District (i.e., entering Sheridan from I-90 onto 5th Street), this building could also serve as a focal point for dissemination of information about the District, including maps, handouts and publications explaining the District's unique history. Wyoming Business Council staff members have preliminarily indicated that they would support a grant application for the purchase of a historic building for an arts center under its BRC Downtown Development program.

Only cities, towns and joint powers boards are eligible to apply for the Wyoming Business Council's BRC funding. It would therefore be necessary for the City, Sheridan County or an existing or newly-created joint powers board to make application to the Wyoming Business Council. The Sheridan Economic and

Educational Development Authority Joint Powers Board, a joint powers board comprised of the City, Sheridan County School District #2 and Sheridan College, might be such an existing joint powers board.

Once funding is procured, a long-term lease could be negotiated between the applicant and a local entity that would be willing to operate and maintain the facility purchased utilizing the Wyoming Business Council monies. SAGE, for instance, might be that local entity. An example of such an arrangement is the City's Wyoming Business Council application to fund improvements to the WYO Theater. Although the City obtained the Wyoming Business Council grant and now owns the WYO Theater, it leases the facility to WYO Theater, Inc., a 501(c)3 non-profit organization, which utilizes these facilities and is responsible for their upkeep as part of the lease arrangement.

Other possible uses of WBC funds for the purpose of building a creative economy include rehabilitation of commercial and/or residential buildings for the purpose of developing arts training centers, arts incubators or artists' housing. The Cook Ford building, for instance, could be rehabilitated to have public parking or parking for artists-in-residence on the first floor, with studios and small apartments on the second floor. Another possibility would be to purchase and rehabilitate one or more of the "shotgun" houses in the area around the Sheridan Inn for similar artistic functions. A shotgun house could serve as a rental unit for those wishing to pursue their artistic endeavors in this unique setting.

II. Improve Infrastructure Within the District

A. Streets, Utilities and Streetscape Improvements

For those areas shown in Figure 6 in which infrastructure improvements have not recently been performed, efforts should be made to complete them. Such improvements should be similar to those constructed along North Main and Broadway; i.e., new streets, curb and gutter, sidewalks, water, sewer and storm drainage, and streetscape improvements such as decorative street lighting, tree planting in boulevard areas, or within grated opening in sidewalk areas, benches, trash receptacles, and locations for sculpture and similar artwork. Installation of these improvements will likely result in a revitalization of District properties as is now being seen along North Main as a result of improvements completed in 2011.

However, in light of the fact that the recent Sheridan street assessment has recommended that solely preventive maintenance be performed on several of these streets in the near future (vs. total street reconstruction), and that the other streets for which total reconstruction was recommended have not been included on the City's five-year capital improvement program, it is unlikely that street improvements – along with related sidewalk, curb, streetscape, and utility replacements and upgrades – will occur any time soon with funding that is conventionally available for such purpose. Those improvements are itemized as follows:

- reconstruct streets, replace curb, gutter, sidewalks and utilities, and install streetscape improvements along 3rd Street from Main to Broadway;
- reconstruct streets, replace curb, gutter, sidewalks and utilities, and install streetscape improvements along 4th Street from Main to Broadway;
- rotomill and overlay Gould Street from 1st Street to 5th Street from Main to Broadway, and replace deteriorated sections of sidewalk and curb and gutter;
- rotomill and overlay 1st Street from Main to Broadway, and replace deteriorated sections of sidewalk and curb and gutter; and
- rotomill and overlay 2nd Street from Main to Broadway, and replace deteriorated sections of sidewalk and curb and gutter.

These outstanding projects have an estimated cost of \$1,710,000.

Representatives of the Wyoming Business Council have been contacted to determine if these street improvements might be eligible under the Council's BRC Grants program. They have indicated that these improvements would have to show direct economic development for the District and the City in order to become eligible. There is also the possibility that parking improvements might be eligible for the BRC Grants Program – if it could be demonstrated that they would generally improve business opportunities and investment in the area.

Due to the apparent lack of funding for the above-listed improvements in the District, it may be some time before they are completed. The City should be made aware of the importance of their need to the District, with an objective of including them in future capital improvement and rotomill-and-overlay programs. As an alternative to the above, it is recommended that short-term efforts be made to replace those sidewalks and curbs that are currently in poor condition. In conjunction with these spot replacements, some of the overhanging trees in the neighborhood (particularly along North Gould) should be trimmed back. The spot sidewalk and curb replacements, along with the tree pruning, would improve the appearance of the area and acceptability of the area for walking tours of the District. These improvements would also hopefully motivate individual property owners to improve their properties as well.

In an effort to discourage the parking of vehicles within the boulevard areas of 2nd, 3rd and 4th Streets between Main and Broadway that are within the City rights-of-way (as seen in Figure 7), sod and tree plantings in the boulevard areas should be considered. These landscaping improvements, however, should only be considered if the adjacent property owners would agree to maintain the newly-landscaped areas. Otherwise, these boulevard areas will revert to their existing condition. Concurrent with any improvements in the boulevard areas should be parking enforcement to eliminate the current practice of parking on these boulevards.

As part of any discussions on street improvements for the District, it is likely that the widening of Gould Street north of 1st Street will be considered. Gould Street south of Dow is a busy north-south route through downtown Sheridan. It provides an

alternative route to North Main, even though its lesser width (28 feet, in comparison to a typical minor collector street width of 39 feet and typical minor arterial street width of 41-53 feet) is not conducive to effective traffic movement.

Once Gould Street crosses Little Goose Creek and enters into the District, its street width increases slightly, to approximately 30 feet. Gould's narrow width forces vehicular traffic to slow down both through the downtown area and in the area within the District (north of 1st Street) that is almost exclusively residential. Due to the need to maintain the historic residential nature of this section of Gould, if and when North Gould is reconstructed, its street width should be maintained at its current width.

B. Parking

As discussed previously, the lack of available off-street parking in the District during the evening hours between 4th and 5th Street and between North Main and Broadway is a distinct problem within the District. With that said, and due to the fact that:

- the properties in the area are almost entirely developed, and
- the demolition of buildings (in order to increase parking availability) should generally be discouraged,

the question to create additional parking becomes: Where?

A small parking lot has recently been constructed just north of the North Main – 5th Street intersection to provide spaces for employee parking for the new restaurants. This new lot provides approximately 20 additional parking spaces. Another possible additional area for new off-street parking development is at the northwest corner of North Gould and East 4th Street (south ½ of the Cook Ford property), which could provide approximately 30 additional spaces. It is our understanding that there have been discussions with the current landowner relating to the purchase or lease of this area for parking, but that these discussions have not proven fruitful.

An opportunity may also exist to secure parking arrangements on lands immediately adjacent to the District with property owners whose businesses are not open during the evening. An example of such a business is Star Video, located at the southwest corner of 4th Street and North Main. If this option is pursued, discussions should be held with WYDOT to install a pedestrian crossing light along North Main at 4th Street to provide for a safe crossing into the District area. While other off-street parking opportunities may also exist adjacent to the District, they are generally not in close proximity to the parking problem areas. If available parking is located too far from the ultimate destination, the public will probably forsake using the parking lot and instead try to find on-street parking closer to their actual destination point.

The City is currently implementing a plan to widen the surface of 4th Street between Main and Gould to provide diagonal on-street parking along the north side of 4th Street. Historically, only parallel parking was available at this location, which is also

the case for the remainder of 4th Street between Main and Broadway, and both 2nd and 3rd Streets between Main and Broadway. Two to three additional parking spaces will become available by implementing this minor improvement project. If this minor project proves worthwhile, an additional option to increase available parking would be to expand this program to convert parallel parking to diagonal parking along these three east-west side streets (2nd, 3rd, and 4th Streets). To do so, however, would involve elimination of the boulevard areas within the right-of-way of these three streets. While many of these boulevard areas are not currently in good condition (as was discussed in previous sections), their conversion to diagonal parking vs. use as a boulevard area would likely detract from the walking-tour experience that is a recommended objective of this master plan.

C. Pathways or Walkways

Part 1, Section III.F discussed the current location of the Little Goose Creek pathway with respect to the District and its extension directly into the downtown area at Broadway and Alger, with an eventual connection into the Goose Creek pathway. As a general rule, pathways are more popular in areas that avoid at-grade street crossings. In order to minimize such street crossings, a more effective route to connect to the existing Goose Creek pathway would be by:

- extending the Little Goose Creek pathway further north and west across 1st Street, then
- linking to a pathway that would extend west to the confluence of Big Goose Creek and Little Goose Creek, connecting to the existing pathway at this point.

This route was recommended in the City's most recent pathways master plan.

In 2006, the City and DSA proposed construction of a "Riverwalk" along Little Goose Creek that would provide for the linkage between the pathways located along Little Goose Creek and Big Goose Creek. A conceptual drawing of what the Riverwalk might look like is shown in Figure 22. This project would involve a major reconfiguration of streets and utilities along Little Goose Creek in this area (and perhaps complete elimination of 1st Street between Broadway and Val Vista), where currently a vertical concrete walled channel exists on both sides of the street. The Riverwalk project has not been identified in the City's current pathway master plan as a high-priority project, primarily due to the anticipated high cost to construct the Riverwalk system. (No actual project costs have yet been developed.) However, its benefit to the District and Sheridan in general to both



Figure 22 - Conceptual Drawing of Riverwalk along Little Goose Creek (courtesy of DSA and Steady Stream Hydrology)

beautify the Little Goose Creek stream bank and extend the Little Goose Creek pathway effectively to the Goose Creek pathway is a strong reason to promote its

eventual implementation.

New sidewalks have been constructed along North Main and Broadway with recent infrastructure projects. As a result, much of the District has adequate walkways, with the exception of the aforementioned deteriorated sidewalks in most of the residential neighborhoods. The City should become cognizant of the need to repair and/or reconstruct sections of the sidewalks in these areas, in order to create a more pleasing neighborhood and viable walking routes for both local residents and tourists who frequent the District.

III. Encourage Historic Preservation of National Register Buildings and Compatible New Construction



Figure 23 – 1912 brick depot

A high percentage (75%) of buildings in the District are *contributing* – meaning that they contribute to the overall historic character of the District and therefore are considered to be National Register-listed resources. As stated in many studies and plans commissioned by the City and Sheridan County, preservation of historic resources is a priority of the citizens of Sheridan. In order to preserve these resources to the greatest extent possible, this plan recommends the following:

- Adopt the Sheridan Railroad Historic District Recommended Guidelines for Rehabilitation of Historic Buildings and Compatible New Construction (Guidelines) developed as part of this master plan and included in the Appendix. These general guidelines, which cover both commercial and residential properties, will help property owners who want to retain the historic character of their properties and the District, while making necessary improvements.
- Make the Sheridan Railroad Historic District Recommended Guidelines for Rehabilitation of Historic Buildings and Compatible New Construction available to the public, especially to property owners within the historic district, either through the DSA and/or City websites, or as a publication.

- Encourage new construction within the District to be compatible with the existing historic character by sharing the Guidelines with building officials and property owners. The Guidelines include specific recommendations to encourage new construction that is compatible with, but not identical to, the existing historic fabric of the District, as called for in item # 9 of The Secretary of the Interior's Standards for the Treatment of Historic Properties, which states: "New additions, exterior alterations, or related new construction cannot destroy historic materials, features, and spatial relationships that characterize the property. The new work shall be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment."
- Consider creation of a local historic district which would formally adopt these guidelines and provide a process for encouraging their use throughout the district. This has been done in Douglas, Wyoming, where the city council passed an ordinance requiring that new construction, building additions and building modifications comply with the Rehabilitation Standards for the Downtown Douglas Historic District and the Downtown Area Design Guidelines. The text of the Douglas ordinance is included in the Appendix. Significant public education and input will be required before considering this step.
- Encourage use of the federal rehabilitation tax credits as described in Part 2 under preservation incentives.
- Provide financial incentives to property owners to rehabilitate their buildings following the Guidelines prepared as part of this master plan. Examples of financial incentives are found in Part 2. Specific recommendations include:
 - Rehabilitation grants: These grants can bridge the gap between a commercial project's cost and its anticipated revenue, and can provide an incentive to homeowners and landlords to follow rehabilitation guidelines in making improvements to their properties. Funding for a grant program can come from the city's general fund, CDBG funds, a matching grant from the Wyoming Cultural Trust Fund, tax increment financing, and/or other sources.
 - Revolving funds: A preservation revolving fund is a pool of capital designed to be used for the preservation of historic buildings, with the assumption that money loaned through the fund will be returned to fund future projects. Loan funds can provide a catalyst for revitalization of a historic neighborhood by encouraging residents to invest in their properties. The funds can also be used to purchase, rehabilitate and resell historic properties, often with easements to protect them in perpetuity. Funding for a revolving loan program can come from the city's general fund, CDBG funds, partnerships with local banks, a

matching grant from the Wyoming Cultural Trust Fund and/or tax increment financing.

IV. Facilitate Rehabilitation of the Existing Residential Neighborhood Within the Historic District

The Sheridan County Housing Needs Assessment (2006) includes the following proposed housing goals:

1. Provide a full range of housing choices in Sheridan County. Special efforts should be directed to the housing needs of groups not easily served by the private market. Those groups include moderate and lower income families of various sizes, elderly households on fixed incomes, and those with special challenges.
2. Promote the preservation and affordability of existing housing stock and older neighborhoods by improving the housing and upgrading neighborhood infrastructure and conditions.
3. Create innovative partnerships between government and the private sector by adopting ordinances, plans and policies to expand housing opportunities and support economic diversity.
4. Facilitate and support housing activities carried out by community groups and individuals.

The recommendations included in this section of the master plan are in line with the above-referenced goals.

A. Create a Non-profit Housing Corporation Focused on the District

Currently there is no entity in Sheridan responsible for developing affordable housing. Sheridan does not have a local housing authority, and the recent dissolution of the Sheridan Housing Action Committee (SHAC) has created a gap in Sheridan's capacity to structure the complex deals required for affordable housing programs. Improving the housing in the District will require a concentrated effort on the part of the City, the DSA and other interested entities. Although these individual entities can initiate some of the steps outlined below, a nonprofit housing corporation with the mission to improve housing in this particular district will have more success in attracting funding and volunteers, and in creating momentum for preservation. A non-profit housing corporation (similar to SHAC) could:

- Raise money from public and private sources to purchase, rehabilitate and resell historic homes (see Revolving Funds discussion in Part 2);
- Sponsor neighborhood housing rehabilitation programs; and/or
- Provide information and assistance to homeowners.

B. Raise Money from Public and Private Sources to Purchase, Rehabilitate and Resell Historic Homes

Communities nationwide have found that focusing rehabilitation initiatives at the block or neighborhood level, as opposed to house-by-house, yields the best results. Just a few successful rehabilitation projects within a targeted area can create the impetus for broader neighborhood preservation. Once property owners see that investments are being made in their neighborhood, they are much more likely to invest themselves. Three case studies of successful neighborhood revitalization programs are included in Appendix D.

Most of the houses in the District are currently occupied, and approximately 61% are rental units, many with out-of-town owners. A nonprofit housing corporation could create a revolving fund through a combination of foundation grants, contributions from local lenders, private equity and possibly tax increment financing (see below), in order to purchase a portfolio of houses within one or two blocks, rehabilitate them and resell them to qualified buyers. The corporation and would-be owners could take advantage of existing federal programs for developing and purchasing affordable housing. The Wyoming Community Development Authority (WCDA) is the entity in Wyoming charged with managing federal housing programs in the state. WCDA can provide assistance in putting together a team of lenders for a community development program, and can meet with neighborhood residents to discuss opportunities for financing affordable housing.

Tax Increment Financing (TIF) can be used to fund affordable housing projects. TIF is a tool used by local governments, including downtown development authorities, to stimulate economic development in a targeted geographical area. When a TIF district is established, the "base" amount of property tax revenue is recorded based on the status quo before improvements. As the District is improved and property tax revenue rises, the difference between the "base" and the increased tax revenue is captured by the tax increment district as revenue which can in turn be used to fund additional projects. Some states and localities require that a portion of TIF revenue be allocated for affordable housing, since development often results in an increase in housing costs. For example, the State of Utah mandates that municipalities that have adopted TIF after May 2000 and generate \$100,000 of annual tax increment revenue must set aside a minimum of 20% percent of the funds collected for affordable housing within TIF boundaries. The City of Portland, Oregon dedicates 30% of TIF revenues from all urban renewal districts citywide to an affordable housing set aside fund for individuals and families earning 80% median family income or less.

C. Sponsor Neighborhood Housing Rehabilitation Programs

As noted in the [Sheridan County Housing Plan](#), the best and least expensive source of affordable housing is the existing housing stock. Many of the houses in the District are priced so that they are affordable to low-income and first-time homebuyers. However, because of deferred maintenance, many of the houses do not meet the

standards required to secure a loan to purchase the house. Housing rehabilitation programs can help elderly and low-income residents who cannot afford to maintain and/or improve their homes. With the help of volunteer programs and low-interest loans, these homeowners will be able to bring their homes up to current health and safety standards, which would in turn allow first-time homebuyers to purchase these homes once they come on the market. There are several existing programs at the local and state level to encourage housing rehabilitation. A non-profit housing corporation could partner with these and other sponsors to bring these programs to the District.

1. WCDA's Community Pride and Revitalization Program, WCDA

The Community Pride and Revitalization Program encourages the use of volunteer labor to rehabilitate houses for elderly, disabled and low-to-moderate-income homeowners. Wyoming Community Development Authority (WCDA) provides matching grants of up to \$20,000 per year to cities, towns or counties to help purchase materials for volunteer rehab programs. Cities partner with volunteer labor organizations to provide services such as painting, roofing, window repair or replacement, furnace replacement, yard clean-up and landscaping, construction of handicapped ramps and energy conservation measures. Partner organizations include World Changers, Habitat for Humanity and Rebuilding Together.

2. World Changers

World Changers is a national organization run by the North American Mission Board of the Southern Baptist Convention. The City of Casper has partnered with World Changers to rehabilitate more than 300 housing units since 1996. World Changers provides the volunteer labor (young people from Southern Baptist churches throughout the country), and the City provides the materials, using Community Development Block Grant (CDBG) funds for its match for the WCDA grant. World Changers work teams come to Casper for one week, and usually are able to rehabilitate about 20 housing units during that period.

3. Habitat for Humanity

Habitat for Humanity of the Eastern Bighorns (HFHEB), an affiliate of Habitat for Humanity International, works to eliminate poverty housing and homelessness from Sheridan and Johnson Counties. HFHEB partners with homeowners, volunteers and community organizations to build and rehabilitate affordable homes.

4. Rebuilding Together

This organization, formerly Christmas in April, is the nation's leading nonprofit organization providing critical home repairs, modifications and improvements for America's low-income homeowners. The organization works through local affiliates; Wyoming does not have a local affiliate at this time.

5. Habitat for Humanity “A Brush with Kindness”

This program, administered by the HFHEB, is an on-going program which uses volunteers and a construction manager to carry out specific projects to improve housing for low-income residents. Projects include roof repair/re-roofing, painting, clean-up and landscaping, and interior improvements such as plumbing. It is available on an application basis to any homeowner in Sheridan who meets the income eligibility requirements.

A targeted effort to encourage homeowners in the District to apply for assistance from the *Brush with Kindness* program could result in significant physical improvements to the houses in the neighborhood.

6. Rehabilitation Grant Programs

As mentioned in Part 2, Section IV (Preservation Incentives and Other Programs), many cities and towns across the country have developed special grant programs to encourage preservation of historic houses and other buildings. Matching grants can pay up to one-half the cost of a rehabilitation project. Generally, a homeowner who receives a grant must submit to review of rehabilitation plans and guarantee that they will use the house as their primary residence for an agreed-upon number of years, usually 5 – 10. Funding for grant programs can come from the city's general fund, CDBG funds, grants from foundations and/or programs such as the Wyoming Cultural Trust Fund or TIF.

An example of a rehabilitation grant program such as this is Boston's Historic HomeWorks Program, a city-run program that offers matching grants of up to \$7,500 for historically appropriate exterior repairs and improvements. The applicant must be an owner/occupant, and must agree to use the house as their primary residence for 10 years. The program is designed especially to assist elderly homeowners living on small, fixed incomes, who do not have the means to keep up with home maintenance.

7. Programs for Rental Housing

Although the above programs focus on owner-occupied homes, there is also a need for safe, affordable rental housing in Sheridan. The Sheridan County Housing Needs Assessment noted a shortage of rental units, and recommended a rental rehabilitation loan fund to provide low interest loans to investors to make needed repairs, in order to prevent vacancy and neighborhood blight.

D. Provide Information about Existing Affordable Housing Programs

While the programs recommended above are designed to be carried out by a nonprofit housing corporation (such as the former SHAC), the following recommendations could be carried out by the City and/or DSA in the absence of a targeted housing agency.

Programs to purchase and/or rehabilitate homes are available in Wyoming but may not be well known. In addition to the recommendations above, it is recommended that residents of the District be informed about existing programs that they can participate in on an individual basis. WCDA staff members are available to participate in public meetings to share information about their programs, including how to apply, eligibility requirements and loan terms.

1. WCDA Standard Loan

WCDA works with lenders to provide low interest loans to finance purchase of single family homes. WCDA single-family mortgage loans are available to first-time homebuyers who meet the income eligibility requirements, have a good credit history, and purchase a home that meets the WCDA purchase price limitations. WCDA works with participating lending institutions to offer affordable mortgage loans and down payment loans. Participating lenders in Sheridan include: Buffalo Federal Savings Bank, First Federal Savings Bank, First Interstate Bank, First National Bank of Buffalo and Wells Fargo Home Mortgage, Inc.

2. WCDA's Spruce Up Wyoming

Spruce Up Wyoming, a program of the WCDA, provides financing for purchase and rehabilitation of existing homes in sub-standard condition. There are two separate programs: Spruce Up Wyoming I for first-time homebuyers, and Spruce Up Wyoming II for homebuyers and owners who meet the income eligibility requirements of the program.

Spruce Up Wyoming I is for home purchase only. Applicants must be first-time home buyers who meet the income and purchase price limits and have a need for at least \$5,000 in essential repairs.

Spruce Up Wyoming II provides loans for:

1. home purchase and rehabilitation;
2. home refinance and rehabilitation (for owners who have owned the home for one year or more); and
3. purchasing a home after a third party has rehabilitated it in accordance with program requirements.

Thirty-year loans at a fixed rate of 4% interest are available through the program to families whose total family annual income does not exceed \$77,000. Homes must be at least 20 years old, and homeowners must complete a minimum of \$15,000 of rehabilitation. The program requires that five major components of the home are in safe operating condition as a result of the loan: roof, gutters and downspouts; heating system; electrical system; plumbing system; and foundation.

E. Provide Information on How to Rehabilitate Existing Residences

Owners of historic homes need specific information about the history of their homes, and how to maintain and update them without destroying the features that

make them historic. Workshops, a homeowners' guide and architectural assistance are three ways to share this information.

1. Workshops for Homeowners

Homeowner workshops encourage neighborhood engagement while providing useful information to homeowners. These can be structured in a variety of ways, but should include information on the historic nature of the neighborhood, how to research one's own home, basic rehabilitation techniques, and where to go for help. Information about programs to assist with purchase and rehabilitation of homes could also be provided as part of a workshop series. As an example, the Albany County Historic Preservation Board, in partnership with the University of Wyoming American Studies Program and the West Side League of Neighbors, has planned a series of workshops to educate and inform residents of Laramie's West Side neighborhood about the history of their houses, and how they can be rehabilitated for current use while retaining their historic character. The total cost of planning, promoting and presenting the workshops is \$14,000, paid for by a Certified Local Government grant matched by in-kind donations by volunteers with the Albany County Historic Preservation Board and the West Side League of Neighbors. The series of three workshops will include an open house offering on-the-spot help with researching the history of houses in the neighborhood, presentations by a preservation architect, and a "building doctor" visit by a preservation architect to five homes in the neighborhood, to provide rehabilitation advice. More information about the workshops is included in Appendix D.

2. Homeowners' Rehabilitation Guide

Many owners of historic houses are hesitant to rehabilitate their houses because they are afraid of doing the wrong thing, or they are intimidated by perceived regulations associated with historic districts. A user-friendly homeowners' rehabilitation guide can be a useful tool in encouraging owner-initiated rehabilitation of historic houses. A homeowners' rehabilitation guide can interpret The Secretary of the Interior's Guidelines for Rehabilitation in easy-to-understand language aimed specifically at owners of the types of houses found in the District. The guide can emphasize low-cost solutions and maintenance tips, as well as where to get additional help.

The Homeowners' Rehabilitation Guide for the District might include the following:

- General do's and don'ts,
- Siding: how to repair, when to replace,
- Windows and doors: how to repair, when to replace,
- Dealing with lead paint and asbestos,
- Exterior and interior painting,
- Roof and chimney repair,
- Porches,
- Energy efficiency,
- Fencing and landscaping,
- Maintenance, and

- Assistance programs and where to get help.

3. Historic Architectural Assistance Fund (HAAF)

The HAAF program provides preliminary architectural and engineering services to owners of historic buildings, to address issues related to building rehabilitation and use. Typical projects funded by the program include building assessments, structural analysis, building code and ADA analysis, and schematic planning for rehabilitation. The fund is available to private, nonprofit and government owners of historic buildings who wish to maintain or improve the historic integrity of the property. A HAAF grant could be used to hire a preservation architect to provide architectural services for a group of houses in the District.

V. Encourage the Continued and Adaptive Use of Key Buildings in the District

The following buildings are exceptional for their historic and architectural significance and are key buildings in the District. Their continued preservation and use are critical to the success of the District.

Sheridan Inn



Figure 24 – Sheridan Inn

As noted previously, as a National Historic Landmark the Sheridan Inn is a good candidate for restoration. This plan supports the current effort to restore the Sheridan Inn and reopen it as an Inn – a function that will greatly enhance the District, bringing more history-oriented visitors to the area.

Original 1892 Wood Railroad Depot

As one of the oldest depots in the state, the original wood depot is a significant historic building in the District. Its location on 5th Street directly adjacent to the railroad tracks makes it the first building in the District visible from the east and a key feature in the east gateway. Having been recently rehabilitated, the building is in excellent condition.



Figure 25 – 1892 wood depot

As indicated previously, the depot is currently used by the SAGE as an art center. Its interior configuration allows for exhibit space, workshops, meeting rooms and storage, with offices on the second floor. SAGE is currently leasing the building from the property owner for the cost of taxes, insurance and utilities.

This plan recommends the continued use of the 1892 railroad depot as an arts center, in conjunction with development of the creative economy. The building has already proven to be a suitable facility for making, learning about and showing art, and its prominent location in the District (across the street from the Sheridan Inn and close to potential studio and artist-in-residence spaces) is ideal for the center of Sheridan's proposed focus on employment relating directly or indirectly to the arts. It is also recommended that the Depot serve as the entry point for visitors to the District, providing maps, information and brochures.

1912 Brick Railroad Depot (currently known as Rails, Brews and Cues)



Figure 26 – 1912 brick depot

This building is owned by Arthur and Linda Erickson, who operate a pool hall and bar in a portion of the first floor. The owners recognize the historic value of the building, and are interested in improving it. The brick depot is approximately 8,700 SF on the first floor, which includes an early addition for passenger baggage storage on the south side, and the original 6,600 SF on the second floor. In addition, the owners or previous owners have enclosed the original porte-cochere and converted it into a bar (approximately 1300 SF), and have added both a lean-to storage shed to



Figure 27 – Interior of 1912 brick depot

the west side of the porte-cochere (approximately 1500 SF) and a 2000 SF wood deck to the north side.

Currently only a portion of main floor of the building is being used, and the second floor is entirely unused. The building is in fair to poor condition, with serious deterioration of the brickwork and concrete parapet caps, some which require replacement. Large portions of the exterior brick walls need repointing and some in some cases, brick replacement. Windows need to be repaired. A cell-phone tower recently located next to the building detracts from the historic character of the property.

The current use is an appropriate one for the building, but the building is currently underutilized due to the amount of space that is unused, or used for secondary functions such as storage. The building presents many opportunities for appropriate uses which could co-exist with the existing business. It contains large, open spaces on the first floor which would be suitable for a number of public uses, including meetings and special events, a dinner theater, a live music venue, a restaurant and/or retail space. The second floor was originally used for offices for the railroad, and could be rehabilitated for rental office space or a reception hall if the spaces were consolidated.

Figure 28 is a schematic floor plan of the 1912 depot showing the potential of the space and how it could be converted into one of the described suitable uses. This hypothetical floor plan is intended to illustrate the possibilities of using the building to its full potential and should not be considered a recommendation nor construed as a statement that the existing use is unsuitable.

Because this building is contributing to the National Register of Historic Places, a substantial rehabilitation following the Secretary of the Interior's standards could qualify for a 20% tax credit (see Part 2 on Preservation Incentives and Other Programs).

BRICK DEPOT

RAILS BREWS AND CUES

841 BROADWAY

CURRENT OWNER: ARTHUR AND LINDA ERICKSON

FORMER CHICAGO, BURLINGTON AND QUINCY RAILROAD DEPOT



POTENTIAL USES:

- RESTAURANT/DINNER THEATER (CONCEPT SHOWN)
- MUSIC VENUE
- RETAIL SPACE
- MUSEUM OR GALLERY
- SHARED CURRENT USE WITH UPPER LEVEL RECEPTION HALL

NOTE: MAIN LEVEL USE COULD REMAIN AS CURRENTLY USED, WITH MINOR REVISIONS TO ACCESS AND UTILIZE UPPER LEVEL WHICH IS CURRENTLY VACANT.

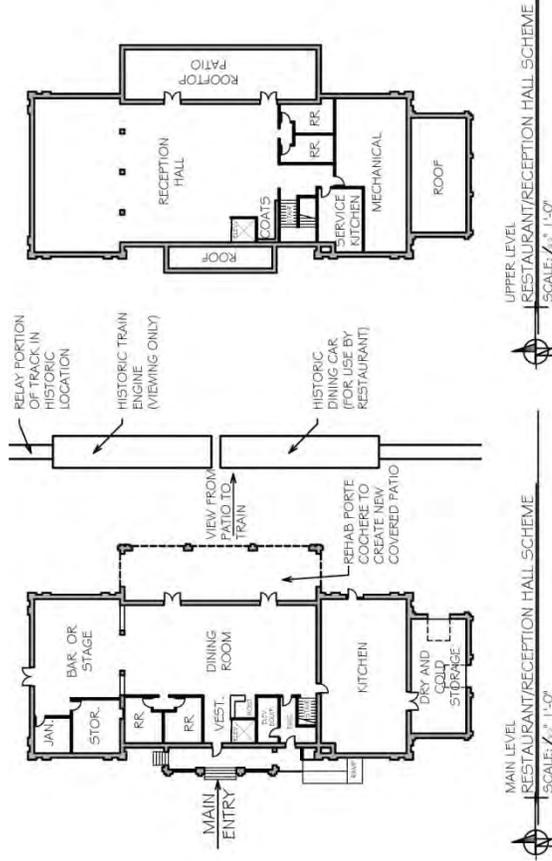


Figure 28- Schematic Floor Plan for Possible Adaptive Use of 1912 Brick Railroad Depot

Cook Ford Building



Figure 29 – Cook Ford Building

This two-story stone building contains large open spaces that could be adapted for a number of commercial uses and/or space for living quarters. The building is owned by John Small and has been for sale for about ten years. It is currently used as auto storage and repair, but it is currently underutilized. The building has approximately 10,000 SF on the first floor, 10,000 SF in the basement and 7,500+ SF on the second floor. It opens up to a 5,700 SF concrete roof deck (originally automobile parking). A large vehicle elevator, identified by the tower feature on the south façade, provides access to all floors.

The building is in need of some repair, with problems of rising damp and missing mortar. There is no handicapped-accessible entrance for a major portion of the building, south of the demising wall. The large windows are in need of major repair or replacement, and were not intended for conditioned space.



Figure 30 – Interior of Cook Ford Building

The building lends itself to a number of potential uses. Built originally as an auto dealership, it is suitable for use as a parking garage, a definite need in this neighborhood. This would be an appropriate historical use, since before it was an auto dealership, the lot housed Buffalo Bill's stables. Parking on the main level could also be combined with another use on the upper story. The large, open garage space lends itself to uses such as studios for industrial arts and sculpture, gallery space, or a theater. This building

could also be adapted to accommodate a restaurant, wine bar, live music venue, brewery, or a combination of any of the above, as well as retail space, professional offices and apartments.

Figure 31 is a schematic floor plan showing the potential of the space and how it could be converted into one of the described suitable uses. This floor plan should not be considered a recommendation nor construed as a statement that the existing use is unsuitable.

Because this building is also contributing to the National Register of Historic Places, a substantial rehabilitation following the Secretary of the Interior's standards could qualify for a 20% tax credit (see Part 2 on Preservation Incentives and Other Programs).

Sheridan Commercial Company



Figure 32 – Sheridan Commercial Company

This building is in excellent condition and remains in its original use as a hardware store. It is an important contributor to the District, both the building itself and the business housed in it.

Warehouse buildings, 201 – 227 Broadway

These three buildings have similar floor plans, with large open spaces on one or two stories. They could be adapted for use as a restaurant, large studio space for artists, and/or lofts or live/work or live/retail units, which is compatible with Chapter 2 of the City's Future Land Use plan for livable urban neighborhoods. Figure 33 is a schematic floor plan showing the potential of the spaces and how it could be converted into one of the described suitable uses. This floor plan should not be considered a recommendation nor construed as a statement that the existing use is unsuitable.

COOK FORD

844 N. GOULD
 CURRENT OWNER/USE:
 JOHN SMALL - AUTO REPAIR



POTENTIAL USES:

- BREW PUB (CONCEPT SHOWN)
- PARKING GARAGE (BASEMENT AND MAIN LEVEL)
- AUTO REPAIR SHOP (NORTH PORTION)
- AUTO DEALERSHIP (ORIGINAL FUNCTION)
- MUSEUM OR ART GALLERY (CAPABILITY FOR VIEWING AND HANDLING LARGE SCULPTURES)
- ART STUDIO/CLASSROOM
- PROFESSIONAL DESIGN STUDIO
- RECEPTION/ASSEMBLY HALL (ANNEX TO SHERIDAN INN)
- RESTAURANT
- DANCE HALL OR NIGHT CLUB
- RETAIL OR WHOLESALE BUSINESS
- YOUTH ACTIVITY CENTER (PAINT BALL, LASER TAG, ETC.)

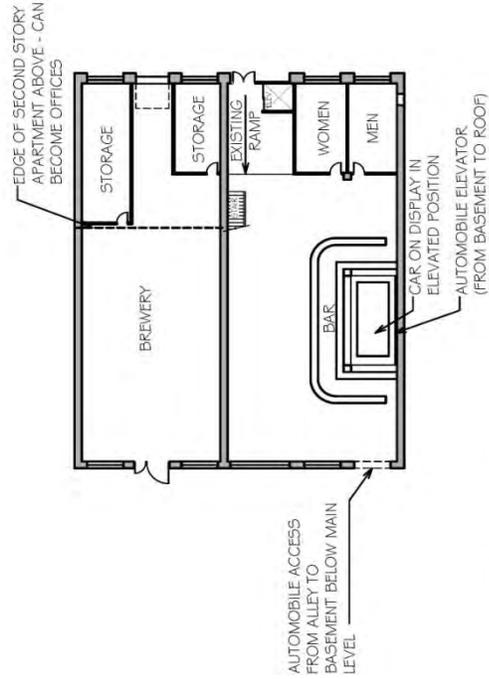


Figure 31 – Schematic floor plan for possible adaptive use of the Cook Ford Building

WAREHOUSES

201-227 BROADWAY
 CURRENT OWNERS/USES (FROM NORTH TO SOUTH):
 JOHN SMALL - VACANT
 MAC'S MOVING AND STORAGE - STORAGE
 SHERIDAN HISTORIC PROPERTIES - VACANT



POTENTIAL USES:

- LIVESTOCK RETAIL UNITS (CONCEPT SHOWN)
- RESTAURANT AND/OR BAR
- RECEPTION HALL
- DANCE HALL OR NIGHT CLUB
- RETAIL OR WHOLESALE BUSINESS

NOTE: USES COULD BE INCORPORATED WHOLLY OR IN PART INTO EXISTING BUILDINGS OR USES

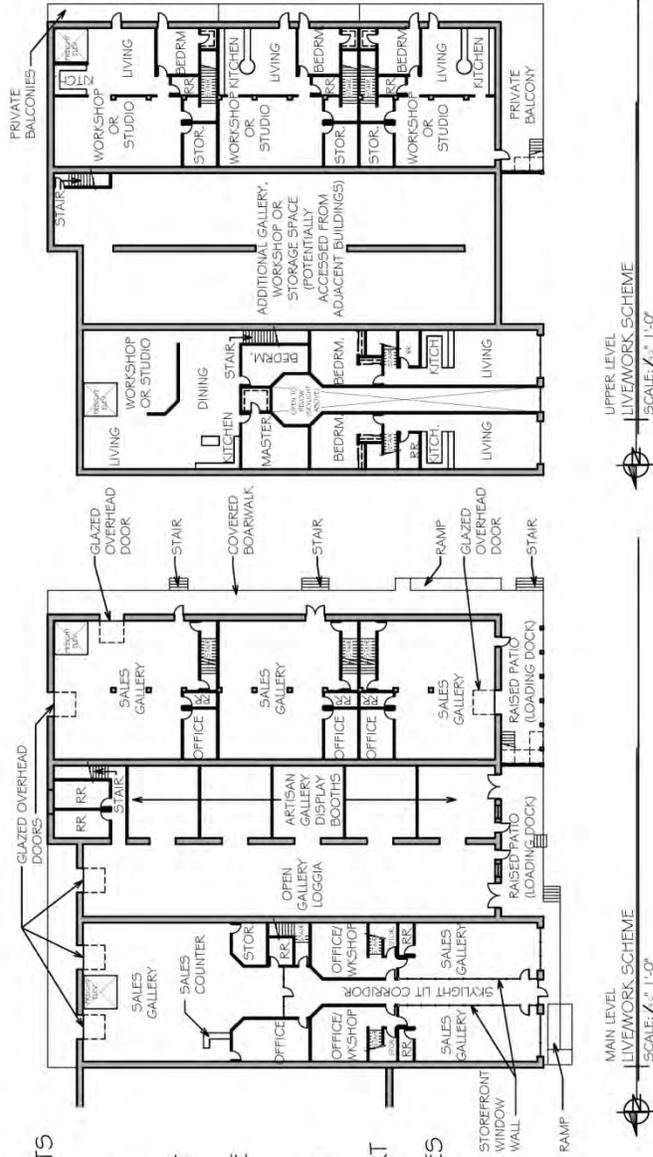


Figure 33 – Schematic floor plan for possible adaptive use of warehouse building

201 Broadway is currently empty, with space available for lease. It has undergone some remodeling, with a front deck, new windows and doors and a new entrance on the south elevation, repaired and operating original freight elevator and relatively new roof; however, the exterior brickwork needs to be repaired and repointed. The recent rehabilitation may have disqualified this building as a candidate for a 20% investment tax credit. The building dimensions are approximately 50' x 150', with 7,700 SF of space on all three floors (basement and two upper stories).



Figure 34 – 201 Broadway

209 Broadway (Mac's Moving and Storage) is a two-story warehouse still in use as a storage facility. The building is in fair condition. It has a relatively new roof, new windows and doors and is approximately 50' x 150' with 7,700 SF of space on each floor. The current use is suitable for the building. Because this building is contributing to the National Register of Historic Places, a substantial rehabilitation following the Secretary of the Interior's standards could qualify for a 20% tax credit.



Figure 35 – 209 Broadway

225 Broadway is a vacant, two-story warehouse building owned by John Small, who is currently advertising lofts for sale. The building is in fair condition; it is in need of brick repair and repointing, especially the corbelling on the west facade. Windows and doors are also in need of repair or replacement. The building dimensions are approximately 50' x 150', with 7,700 SF of space on each floor. Because this building is contributing to the National Register of Historic Places, a substantial rehabilitation following the Secretary of the Interior's standards could qualify for a 20% tax credit.

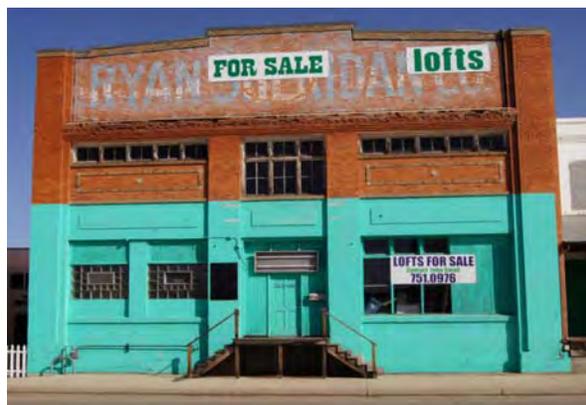


Figure 36 – 225 Broadway

VI. Use Zoning and Building Codes to Encourage Historic Preservation

A. Recommendations Concerning the Zoning Ordinance

We do not at this time recommend making any changes to the existing zoning ordinance. However, we do recommend that the city consider adding a historic overlay zone to the District in order to diminish the threat of significant changes that could affect its character. In general terms, overlay zoning is a regulatory tool that places a special zoning district over an existing zone. The overlay zone creates special conditions (regulations and/or incentives) in addition to those of the underlying base zone. Overlay zones are often used to protect historical areas or encourage or discourage specific types of development.

As previously mentioned, the District is comprised of two zoning district types: “B2 – Business District” and “M1 – Industrial District.” These two zones are the most permissible in the City ordinance. Although it allows for new buildings to conform to the building massing of the historically contributing commercial buildings, this zoning does not regulate the massing or use of the lots which have historically been used as residences. Since the majority of the neighborhood was developed before the practice of enacting zoning ordinances, it is not uncommon for a neighborhood such as the District to have commercial and residential uses interspersed, a feature that is an important part of the historic fabric of the District. Historic overlay zoning could reinforce this unique character of the District and could prevent the District from becoming entirely commercial as the current zoning allows. Overlay zoning will also provide protection from the type of threats from nonconforming uses previously mentioned in Part I, Section II.B.

B. Recommendations Concerning the Building Code

We do not recommend any amendments to the building codes or modifications to the enforced codes. We **do**, however, recommend that owners and their design professionals interested in doing work on historic buildings consult the International Existing Building Code (IEBC) which is currently utilized by the City. The IEBC has provisions in which a building is allowed to be reviewed within a historic context where applicable, as well as other provisions providing limits to requirements of modifications based upon the extent of work. Please refer to the description and advantages of the IEBC previously mentioned in Part I, Section II.B.

VII. Promote Relocation of BNSF Railroad Main Line to North of Sheridan

As mentioned previously, Forward Sheridan is currently investigating the feasibility of relocating the main BNSF railroad track north of Sheridan, thereby essentially eliminating the present and future traffic congestion caused by increasing volumes of coal shipments to the West Coast for shipping to the Far East. The relocation appears to be a more viable alternative to solving the current traffic congestion along 5th Street when compared to either an overpass or underpass at this existing at-grade crossing.

This plan recommends that the City, the DSA and District property owners and residents support this relocation concept. Not only will moving the main track out of Sheridan greatly alleviate the current traffic congestion along 5th Street, but it will also provide the following advantages:

- Additional parking options become available on the east side of the tracks.
- Elimination of the almost continual railroad traffic will greatly enhance the viewscape at the entrance to the District from I-90 on 5th Street.
- Abandoned railroad tracks could be converted to needed pathways, forming a link to other pathways through the District. The right-of-way could also be used to help interpret railroad history.

The BNSF may be reluctant to provide the entire relocation funding and establish a precedent for every city or town through which their rail traffic passes on the way to the West Coast. Due to the benefits that would accrue to the State of Wyoming by increased volume of coal traffic, there is the strong possibility that the State would help with the costs for the relocation. Relocation would help mitigate the impacts on Sheridan in general, and property owners and residents within the District in particular, if the coal traffic volume does in fact increase.

VIII. Discourage Use of Broadway as A One-Way Arterial

As discussed in the previous section, the current City transportation plan identifies Broadway as a one-way arterial; however, the conversion to a one-way arterial has not been achieved principally due to the lack of good connectivity to arterials such as Coffeen Avenue or Sheridan Avenue. While good traffic flow is always important to a community, recommendations within this section have promoted the development of the District's tourism potential. Walking tours of landmark buildings throughout the District would be a part of this tourism development, including noteworthy buildings along Broadway such as the 1892 wood railroad depot, the Sheridan Inn and the 1912 brick railroad depot. In light of this, the District would become a more "tourist-friendly" area if Broadway did not become a one-way arterial, with its associated higher speed limits and increased traffic loading. Furthermore, one-way traffic could exacerbate the problem with speeding through the District, which is disturbing to Broadway homeowners in particular. Therefore, it may be advantageous for the property owners within the District to discourage use of Broadway as such an important component of Sheridan's transportation system.

IX. Create a Sheridan Certified Local Government

As mentioned in Part 2 Section V, a CLG is a city or county that has made a commitment to historic preservation and has been certified by the state's SHPO and the National Park Service. CLGs are eligible for matching grants for historic preservation projects. Currently there are 20 CLGs in Wyoming, including Sheridan County. Although this CLG is eligible to sponsor historic preservation projects within the Sheridan city limits, the City could benefit from having its own CLG in order to

establish historic preservation guidelines and be eligible for its own matching grants from the Wyoming SHPO.

Benefits to Sheridan becoming a CLG include the following:

- A CLG provides a focus within the City for historic preservation and a stronger preservation influence in the community.
- CLG commission members are eligible for training in historic preservation offered by the SHPO, and become advocates for historic preservation at the local level.
- CLGs conduct preliminary review of all nominations to the National Register of Historic Places for properties within the city limits.
- CLGs can establish rehabilitation standards, design guidelines and overlay zoning for historic districts (such as in Douglas), and participate in review of applications for modifications to historic buildings.
- CLGs are eligible for annual matching grants for historic preservation projects. Examples of projects in Sheridan that could be funded with a CLG grant include:
 - surveying blocks adjacent to existing historic districts to determine eligibility for the National Register,
 - preparing National Register nominations,
 - sponsoring workshops (such as “This Place Matters” workshop on housing rehabilitation),
 - creating public outreach materials such as publications, videos, exhibits, and walking tour brochures,
 - developing design guidelines, and
 - rehabilitation or restoration of National Register listed properties.

Information about how to become a CLG, and the application process, is included in Part 2.

X. Promote and Educate About the District

Part 1, Section IV (Threats and Opportunities) discussed the current lack of District recognition. This section spells out various recommendations to promote the District as a special place to property owners, residents, tourists and those living in Sheridan County.

A. Provide Appropriate Signage for the District

At the present time, there is no way to easily determine when one is within or outside the District. There should be a means of directing visitors and the general public to the District, and letting them know when they are entering, are within, or are exiting the District. Each is discussed more fully below.

- **Signs Directing the Public to the District.** At the present time, motorists along I-90 are not notified of the existence of any National Historic District in Sheridan – either the District itself or the Sheridan Downtown Historic District. The sole interstate highway signage notifies motorists of the Sheridan Inn as a

National Historic Landmark (Figure 37). Most communities have signage directing motorists to the National Historic District located within their city or town. Buffalo, for instance, has such signs for their National Historic District, including along both I-25 and I-90 and at their US Highway 16 interchange (Figure 38).

Communications with WYDOT's district engineer have revealed that the "brown and blue" informational signs along highways are actually State of Wyoming Division of Tourism signs that WYDOT allows within its rights-of-way. The Division of Tourism typically pays 100% of the cost of the signs. WYDOT has historically erected the signs at no cost to the local entity; however, in the future it is likely that 50% of the erection cost will be borne by the local entity, with the Division of Tourism paying the remaining 50%. A ballpark cost for sign erection is \$1,000 per sign, thus the local entity would be required to pay \$500 for such a sign. The Division of Tourism considers funding requests for these signs on a biennial basis.



Figure 37 – Existing I-90 sign indicating National Historic Landmark



Figure 38 – Existing sign at Buffalo I-90 exit

While certain federal standards exist for the attributes of "brown and blue" interstate signs, there is currently discussion between WYDOT and the Division of Tourism relative to modifying these attributes so that each community can institute their own distinct "brand" on such signage.

It is recommended that the current signs indicating the Sheridan Inn as a National Historic Landmark be modified to instead state "National Historic District," or perhaps "National Historic Districts," in order to notify motorists of the existence of both this District and the Sheridan Downtown Historic District. Additionally, it is recommended that "National Historic District" directional signage (as per Figure 38) be mounted at the exits off of I-90 at the 5th Street interchange. Local funding for erection could potentially come from the 4% Lodging Tax program currently in place to promote tourism in Sheridan.

- **Signs Indicating Entrance to the District.** For local Sheridan residents, and for those who are enticed by interstate highway informational signage that there is a national historic district within Sheridan, it is necessary that entrance signage for the District be placed so that one knows that he/she is now entering the District's boundaries, and is therefore now in a unique location within Sheridan. For this reason, it is recommended that entrance signs be located at key locations along the principal routes entering the District. Four intersections are recommended for larger entrance signage:
 1. At the 5th Street/Crook Street intersection (east entrance to the District), possibly by relocating the existing sign on the north side of 5th Street near I-90 (Figure 9) so that it correctly indicates the location of the "Entrance to Historic District";
 2. Just north of the 5th Street/Main Street intersection (north entrance);
 3. Just west of the 5th Street/Main Street intersection (west entrance); and
 4. Just south of the 1st Street/Main Street intersection (south entrance) or, alternatively, just south of the 1st Street/Gould Street or Grinnell Plaza/Broadway intersections.

An example of such a larger entrance sign is shown in Figure 39.

The 5th Street/Crook intersection in particular would be an ideal location for a sign indicating entrance into the District. At this location, one could view in the foreground the existing BNSF railroad tracks, the antique locomotive engine, the two railroad depots, and the Sheridan Inn. In the background is an excellent view of the Big Horn Mountains.

For entrances to the District via side streets other than at the four intersections listed above, less expensive signs can fulfill this purpose, by using such means as locating them on stop signs or similar signs (Figure 40).

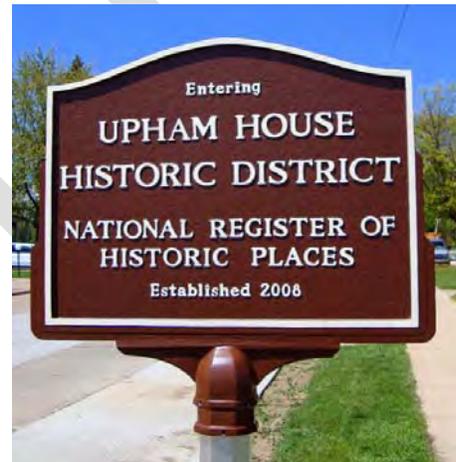


Figure 39 – Example of National Historic District larger entrance sign



Figure 40 - Examples of National Historic District Signs on Various Sign Posts

- Notification Signs Within the District.** Presently, there is no notification to indicate that one is within the District. Business owners, property owners, renters and visitors to the District would all benefit from knowing that they live, work or recreate within a special area of Sheridan.

Various communities utilize a number of signage methods for this purpose. Cheyenne uses parking signs with unique signage. Other communities mount signage on the top of street signs to provide notification of the district's location and existence. Two examples of such signs are shown in Figure 41.



Figure 41 - Examples of National Historic District signage within a District

B. Create a Railroad Interpretive Park

Currently the entrance to the District from the east is marred by vacant lots, billboards and railroad safety barriers. Creation of a Railroad Interpretive Park on currently vacant land east of the tracks on the north side of Fifth Street would

provide a fitting entrance to the District, and provide a place where visitors are introduced to the history and significance of the area they are about to enter. Historic railroad cars owned by Sheridan Heritage Center, Inc. could be restored and set up in this park. The installation of historic railroad cars would provide a strong visual clue that the visitor is entering an area rich in railroad history. This property would also be an appropriate location for a future interpretive center on the history of the railroad in Sheridan (see Figure 42).



Figure 42: Illustration showing potential use of land east of the railroad tracks at Fifth Street for a Railroad Interpretive Park (illustration courtesy of David Frank)

The historic railroad cars (shown in Figure 43) are in need of restoration. It is recommended that the local model railroad club and Burlington Northern Railroad be contacted to assess their willingness to participate in a volunteer project to restore the cars.



Figure 43– Abandoned rail cars proposed for restoration and relocation to Railroad Interpretive Park

A conceptual drawing of a possible Railroad Interpretive Park is shown in Figure 44. Development of the Railroad Interpretive Park would involve the following steps:

1. Purchase vacant lots east of the railroad right-of-way;
2. Place easement on land to protect view of the District;
3. Develop interpretive and landscaping plans for site;
4. Restore historic railroad cars and move to the property ;
5. Develop interpretive kiosks to introduce visitors to the District;
6. If, in the future, active train tracks are removed from this area, retain the rails and embed them in concrete to preserve the physical reminder of the railroad.



Figure 44– Conceptual drawing of Railroad Interpretive Park as seen from the west, approaching the tracks (courtesy of David Frank)

Purchase of the land and development of the park, as well as restoration of the railroad cars, can qualify for the WYDOT's Transportation Enhancement and Activities – Local (TEAL) program (more information on TEAL grants is provided under Financing Plan).

C. Disseminate Information About the District

While the Sheridan County Chamber of Commerce and Sheridan Travel and Tourism Board provide considerable information about Sheridan at the Visitors Center located just northeast of the 5th Street and I-90 interchange, it would be advantageous to disseminate information specifically about the District at a location close to or within the District's boundaries, such as the Railroad Interpretive Park outlined above. The 1892 wood railroad depot could also serve as the focal point for dissemination of information about the District and its history. Alternatively,

the lobby of the Sheridan Inn and the Sheridan County Museum could serve as points of information dissemination.

Information that would be made available about the District could include the following:

- Walking tour guides (similar to or in conjunction with DSA's Historic Downtown Sheridan Walking Tour) that would allow interested parties to view these buildings, and to learn more about Sheridan's railroad era. These guides could be designed with QR codes that would link to the DSA or another website for more information (historic photos, oral interviews, etc. about the property).
- Information about local restaurants, bars, etc., which are always popular destinations for tourists and visitors as part of their overall District experience, particularly if they have just conducted a walking tour.

Included as part of information dissemination, and in conjunction with the proposed walking tours, kiosks or interpretive signs could be erected at key buildings. Obviously, for buildings that are privately owned, placing kiosks on private property would require permission of the property owner. However, the kiosk, if installed appropriately, could prove to be an attraction to possible customers (if a business) or add value to the property (if a residence).

The City has recently signed an agreement with an experienced supplier that would provide for a wayfinding sign system throughout Sheridan. The wayfinding sign system could perform similar functions as many of the signs previously discussed, and could be used in conjunction with any kiosks erected to route interested parties to the various points of interest.

Examples of wayfinding systems in various cities are shown in Figure 45.



Figure 45 -- Examples of wayfinding signs in other communities



D. Incorporate the District into Public Events such as the Sheridan WYO Rodeo

Buildings within the District are already at the forefront of the Sheridan WYO Rodeo, which is a traditional Sheridan event. The Sheridan Inn acts as a centerpiece for downtown events during “Rodeo Week” and the annual parade held during that same week. Thousands of parade attendees congregate at the Inn following the Friday parade for lunch, music and libations.



Figure 46 – Sheridan Inn in the 1890s (courtesy of The Wyoming Room, Sheridan County Fulmer Public Library)

Despite the Inn’s popularity during that period, there are additional opportunities that could be pursued to make the District an attraction for those visiting Sheridan during Rodeo Week and other public events held in the Sheridan area. Visitors to Sheridan during Rodeo Week are seeking daytime activities before the main evening events. Potential new daytime activities that could be held include the following:

1. Conduct guided walking tours (or tours using the Sheridan Trolley) of the District, showcasing the many historic structures and buildings that made the railroad era in Sheridan so important. The tours could show where the railroad employees lived, worked and shopped. The walking tours could be conducted by persons dressed as characters from the past in appropriate costumes.
2. Schedule art shows at the 1892 wood depot building.
3. Conduct ceremonial Indian dances on the front lawn of the Sheridan Inn.
4. Invite story tellers from the surrounding Native American tribes to tell the story of the Rosebud Creek Battle and similar important local historical events from their viewpoint.
5. Conduct a pool tournament at the 1912 brick railroad depot.
6. Arrange for a display of model railroads from area enthusiasts.
7. Conduct activities for kids, such as a sidewalk chalk art contest, Western art camp, architectural scavenger hunts or dressing up in historic costumes.

8. Approach BNSF about the possibility of pulling a special dining car into Sheridan during the week of the rodeo to offer visitors a chance to eat a meal in a historic train car.

XI. Support Creation of a Downtown Development Authority

The subsequent section of this master plan discusses funding options for programs recommended in this plan. Regardless of the various grants and private foundation funds that could be used to implement these recommendations, there will undoubtedly be the need for matching monies, as well as administration of any programs that move forward. A downtown development authority (DDA) could provide the mechanism for these valid purposes. If the boundaries of a proposed DDA are drawn to include the business areas contained within the District, the businesses within both the DDA and the District would have every right to request at least a portion of the DDA's revenues be utilized towards projects and programs that benefit owners of property within the District.

The DSA is currently investigating the feasibility of creating a DDA. This feasibility study is considering issues such as:

- the best means of obtaining revenues (e.g., individual property assessments, TIFs, etc.);
- the amount of money that would be necessary to successfully operate a viable DDA;
- the possible boundaries for the DDA; and
- the integration of a DDA into the current organizations that exist to serve to downtown Sheridan, such as DSA, the Sheridan County Chamber of Commerce, the City and County, Forward Sheridan, etc.

Recommendations on the creation of a DDA are expected to be available by the fall of 2012. At that time, it will be better known if the DDA can assist in obtaining the objectives of the programs contained within this master plan.

As a minimum, and if the DDA does not move forward, the DSA should expand the DSA's downtown business district boundary to include the entire District. At the present time, and as shown on Figure 1, some of the District lies outside of the boundaries of the DSA (in the northeast corner of the downtown business district). Due to the relationship of DSA and the objectives of the District as stated in this master plan, it makes good sense to include the District within DSA's downtown district boundary.

XII. Provide a Financing Plan

Accompanying any plan for recommended improvements should be a means by which these improvements can be funded. As an overarching premise for funding for the District, this plan recommends that the City fund the public infrastructure required for the area, with the City, Sheridan County or joint powers board being

the applicant for specific capital projects which could be turned over to a non-profit organization via a long-term leasing arrangement such as what was consummated between the City and the WYO Theater, Inc. An example of such a specific capital project would be the purchase of the 1892 wood railroad depot around which the creative economy would center. For promotional materials and items related to attracting visitors and tourists, the Sheridan Travel and Tourism Board would be a logical source of funding. The Board provides recommendations to the City regarding the use of the City's 4% lodging tax that can potentially be utilized for such promotional purposes. With the exception of BRC funding for use in developing the creative economy, any expenditures on private homes or businesses could utilize the various programs discussed in previous sections.

Some projects may not be eligible for public funds, or there may be the need for local match that the City may elect not to provide. In those cases, it may be possible to use funds from a future DDA (if implemented) or private foundations.

Additional discussion on specific programs that might provide funding follows.

A. Public Infrastructure and Other Publicly-funded Projects

Recent infrastructure and streetscape public improvements constructed within the District over the past few years have utilized a variety of funding mechanisms, including the following:

- WYDOT (for North Main Street improvements);
- American Resource and Recovery Act Grant funds (for North Main Street improvements);
- Wyoming State Loan and Investment Board (SLIB) Consensus Grant and Natural Gas Impact Grant funds;
- Special assessment monies (for Broadway/North Gould and the special improvement districts on the east side of the railroad tracks); and
- City local matches, such as:
 - capital facilities tax funds;
 - optional 1% sales tax funds; and
 - monies from the City's water and sewer fund.

Some of these listed funding sources (e.g., WYDOT, American Resource and Recovery Act, Natural Gas Impact) were for specific projects, or are no longer available. However, the other funding mechanisms defined above could be sources of funds for infrastructure improvements in the area. Special assessment monies would require approval of the landowners proposed for assessment before being implemented. The use of SLIB funds or City funds (defined above as local matches) would require approval of the City Council.

As discussed above (Foster Development of a "Creative Economy" Within the District), the opportunity exists for utilizing monies that are available from the **Wyoming Business Council's BRC grants program**. This state program provides financing (both grants and loans) for publicly-owned infrastructure that serves the

needs of businesses and promotes economic development within communities such as Sheridan. Cities, counties and joint powers boards are eligible to apply for funding. Public infrastructure that is eligible for funding includes basic infrastructure (e.g., water; sewer; streets, etc.) and certain amenities within an area proposed for economic and educational development. Recreational facilities are also deemed eligible.

The BRC program funds six types of projects, three of which may be applicable to the District:

1. Community Readiness Projects – This program can be used when no specific business is committed to expand or locate in the community. It can be used to fund infrastructure to prepare a community for future business development under a specific community plan, such as this master plan. The maximum grant award is \$1 million with a 15% match.
2. Downtown Development Projects – This program can be used to fund Community Readiness projects located in a downtown or Main Street Program area, which Sheridan is. The maximum grant award is \$1 million with a 15% match. This program is the one that was discussed in Part 2, Section II as a potential source of funding for a core building to promote the “creative economy.”
3. Community Enhancement Projects – This program can be used to fund infrastructure to improve aesthetics or quality of life to make a community attractive for business development. No specific business must be committed to expand or locate within the community. The maximum grant award is \$250,000 , with a 50% match. The recent improvements to the Maverik Store – converting it into the DSA's executive offices – were funded using this program.

Per the Wyoming Business Council's website, “revenue generated by the applicant or a private developer through publicly funded infrastructure projects must be recaptured by the applicant at a rate negotiated between the applicant and other partners and commensurate with the public investment. A revenue recapture plan must be designed demonstrating how the recaptured funds will be managed and utilized for the purpose of economic development. The viability and thoroughness of the recapture plan for revenue generating projects will anticipate revenue streams and prioritize economic development initiatives to be paid for with the revenue while allowing the community flexibility to respond to opportunities.”

The Wyoming Business Council's website further states “the intent of the revenue recapture plan is to ensure that the BRC funding allocated to a project will continue to remain in the community, fostering community and economic development activities. The following are some examples of eligible uses for recaptured funds: revolving loan fund, façade improvements, downtown development, beautification, marketing, matching funds for future grants, public infrastructure improvements encouraging economic development, trainings and seminars, and economic development studies and plans. Up to 50% of revenue recaptured funds can be used for operational expenses. If revenue recaptured

funds are used for operational expenses, they must have a 100% cash match from local economic development investments."

As can be seen from the above, the use of any monies that become available from the Wyoming Business Council comes with the commitment that economic development needs to result from the State's investment in the local community. Therefore, the funding applicant (City, Sheridan County or joint powers board) would be responsible for demonstrating the economic development benefits derived.

The Wyoming Business Council also administers the **CDBG program** in Wyoming. The Business Council is given broad authority to design and structure a program that meets the community and economic development needs of Wyoming communities. Any project funded with CDBG funds must meet one of three federally-imposed national objectives:

1. It must benefit to low and moderate income families;
2. It must eliminate slums and blight; or
3. It must meet an urgent community development need that poses a serious and immediate threat to the health or welfare of the community.

Due to the low-income housing located in parts of the District, there is the possibility that CDBG funds could be utilized in this area. The City would be the government entity that would apply for the CDBG funds. It may do so on behalf of other units of government, non-profit and even for-profit businesses, and special interest groups. Recent projects within Sheridan that have utilized CDBG funds have included the Senior Center, HFHEB and the now-defunct SHAC.

If the property owners within the downtown area elect to form a **DDA**, an additional governmental entity is created that would serve as a possible source of funds for infrastructure and other improvements. The amount of available funding would be contingent upon the decision on how revenue sources would be obtained (TIF, or property tax assessment), and whether or not the governing body of the DDA would agree to utilize available funds for projects within the District.

WYDOT Transportation Enhancement and Activities – Local (TEAL) grants: WYDOT awards approximately \$2 million per year to public, tax-supported entities in Wyoming for transportation enhancement projects. Grants are \$10,000 to \$500,000 and require a 20% local match. The program is very competitive and usually receives twice as many requests as can be awarded with the available funds. Most grant awards are in the \$200,000 to \$300,000 range. TEAL planning-only grants of up to \$50,000 are also available. Applications are accepted between April 15 and June 30 each year, and are reviewed by a committee comprised of WYDOT, elected officials and citizens.

Projects must have a historic or present transportation relationship, which is almost guaranteed for projects within the District. Allowable uses for TEAL funds include acquisition of scenic or historic easements and/or sites, tourist information and welcome centers, landscaping and scenic beautification, historic preservation,

rehabilitation and operation of historic transportation buildings, structures, or facilities and establishment of transportation museums. The City, Sheridan County or a joint powers board could apply for a TEAL grant for several of the projects recommended by this master plan, including development of a Railroad Interpretive Park and purchase and rehabilitation of railroad-related buildings. When TEAL funds are used to purchase property, the purchaser of the property must ensure that it will remain in public use for at least 25 years.

Wyoming Office of Tourism Sign Grant Program: The Wyoming Office of Tourism receives \$400,000 each biennium to fund sign projects along Wyoming's highways. The purpose of the grant program is to nurture Wyoming's tourism industry by creating more visitor friendly and easily accessible destinations. The grant program is a biennial program with nomination forms available in March with a deadline date of mid-May every other year.

Eligible projects include new or refurbishment of existing interpretative signs; directional signs to assist guiding visitors through an area; attraction signs to indicate features and attractions of significant interest, such as cultural, scientific, educational, and recreational facilities; and gateway welcome signs. Signs must highlight Wyoming's historical, scenic, geological, informational, or wildlife viewing areas. Eligible organizations include local municipalities, county governments, tribal governments, state and federal agencies and non-profit organizations including chambers of commerce and lodging tax boards.

Sign grant projects must not exceed \$10,000, with the applicant providing at least 20% cash and/or in-kind match. Eligible costs include design, fabrication and installation.

B. Non-Public Sector Funding

- **Private Sector/Foundation/Corporate Support** Sheridan is very fortunate to have had private sector, private foundation, and corporate financial support for a wide range of projects throughout the local area. Some previous projects in Sheridan have received direct financial support, while others have been undertaken by the non-governmental entity at key locations and in such manner that they dovetail with the goals and objectives of the public sector. The Whitney Foundation, in particular, has been an extremely important benefactor in the cause for constructing improvements utilized by the general public throughout the community. With one of its fundamental purposes being to provide for educational facilities, it may be possible to utilize a portion of its funds to match Wyoming Business Council funding in the creation of the necessary "creative economy" infrastructure, or for other projects within the District. Other private foundations that have expressed interest in this master plan and/or that might consider financially supporting enhancements and projects within the District include the Peter Kiewit Foundation, the BNSF Railway Foundation, the Scott Foundation, and the many additional family foundations that exist in the Sheridan area.

The **Wyoming Community Foundation** (WYCF) is a non-governmental, foundation which makes grants from individual funds contributed or bequeathed by individuals, families, corporations, nonprofit organizations and other sources. WYCF Competitive Grants are awarded to projects or organizations that promote:

- Strengthening the capacity of nonprofit organizations to do their work;
- Leveraging dollars to obtain additional or future funding;
- Collaborating with other nonprofits or programs to enhance services;
- Raising the effectiveness of an organization or particular service to a higher level;
- Focusing on or addressing an identified community issue.

Awards are generally less than \$5,000, although larger grants may be considered. Nonprofit organizations with a 501(c)(3) designation or otherwise tax-exempt agencies that operate in Sheridan and Johnson Counties are also eligible to apply for Sheridan-Johnson Community Foundation (SJCF) Grants which are awarded from various funds, including the Sheridan Johnson Community Foundation Endowment Fund, The Sheridan-Johnson Community Foundation Opportunities Fund, and the Meredith Family Fund.

- **Non-profit Fundraising** Being a 501(C)3 nonprofit organization, DSA is in a position to accept tax-deductible donations from those who recognize the value of enhancing the District. DSA may want to consider soliciting funds to match the various state and federal grants available, or allow for a possible future DDA to perform a similar function. Some elderly citizens who have lived their lives in Sheridan may want to consider bequeathing a portion of their estate to the enhancement of the District. Funding could be used for either capital or operation purposes.
- **Civic Organization Volunteerism** Certain aspects of the implementation of the master plan lend themselves well to volunteerism. For instance, coordinating walking tours, making available information on the District for public dissemination, and assisting with maintenance and rehabilitation of homes within the District could be implemented by those who desire to see the District achieve the status of being a special place within Sheridan. Volunteers would help develop a sense of pride and ownership in the District, its residential neighborhood and its many historic structures.
- **Endowments** The possibility exists an endowment fund could be created through DSA or another related organization that would utilize interest to offset the long-term operation and maintenance costs that might be associated with activities within the District. The Wyoming Cultural Trust Fund is a possible source of funding for an endowment, as

are private corporations or foundations. The Wyoming Community Foundation can provide technical assistance in the development of an endowment fund.

C. Operation and Maintenance Funds

The need for long-term operation and maintenance funding for the recommendations made in this master plan will depend upon the programs actually implemented. For public infrastructure (streets, utilities, streetscape improvements, pathways, District recognition street signage), it is believed that the City will assume this responsibility. If it is decided to move forward to promote the “creative economy” within the District, and the purchase of one or more buildings is accomplished, related operational and maintenance costs must be offset with revenues, in order to avoid being a financial burden upon the City. The direct benefit of attracting tourists and visitors to Sheridan by making enhancements within the District may be good reason to utilize lodging tax dollars to offset some operational and maintenance costs. Similarly, the DSA or a possible future DDA may recognize value in sustaining facilities created within the District because of the economic benefit derived by additional tourism.

As discussed above, the costs to operate the 1892 wood railroad depot for use by SAGE members are borne by SAGE and paid to the owner of the building. This practice could continue. Similarly, if one or more representative homes in the District are rehabilitated for use by an artist-in-residence program, visiting artists would be responsible for rent to offset utilities, taxes, insurance, and other operation and maintenance costs.

XIII. Develop Partnerships

Because the District is not a legal entity in and of itself, any successes derived within its boundaries must be met by the forging of effective partnerships with various organizations. Due to the District being located within the downtown Sheridan area, the City must play a key role in seeing to it that the infrastructure within the District promotes an attractive environment to live, work and visit. Should a joint powers board become the financial vehicle to move forward with development of the creative economy, the governmental entities represented on that joint powers board would become stakeholders. Either DSA, or a possible future DDA, would have to play an important part in seeing to it that the District is recognized as a special place within Sheridan.

The Wyoming Business Council will need to be convinced that an investment in the projects and programs within the District will enhance economic development within the community, particularly if the decision is made to commit to the realization of a creative economy within the District. SAGE must reinforce this commitment by actively recruiting candidates within and outside of Sheridan for use of the facilities that may be procured for the creative economy, and ensuring

that operation and maintenance expenses are met via rent payments or other sources for use of these facilities.

Part 3, Section IV (Facilitate Rehabilitation of the Existing Residential Neighborhood Within the Historic District) contains information on the multitude of programs available for use by property owners to restore or rehabilitate their respective properties. Each program requires the establishment of partnerships between the program providers, the individual property owners, and the City, DSA or future DDA and/or housing agency.

A natural partner for housing rehabilitation is Habitat for Humanity of the Eastern Bighorns (HFHEB), which partners with homeowners, volunteers and community organizations to build and rehabilitate affordable homes. As noted above, partnership with HFHEB might include a targeted effort to encourage homeowners in the District to apply for assistance from the *Brush with Kindness* program, resulting in significant physical improvements to the houses in the neighborhood.

The Sheridan Community Land Trust (SCLT) has a mission “to promote agricultural landscapes, open spaces, wildlife habitat, recreational opportunities, affordable housing, and historical preservation.” SCLT is already a partner in the District, as the owner of a historic preservation easement on the Sheridan Inn, the first of its kind in the state. Although not a current organizational priority, providing affordable housing is part of the mission of SCLT. As noted on its website, “SCLT recognizes the importance that housing plays in the health of our local economy. SCLT is committed to exploring ways of strengthening Sheridan County's diversity of housing stock to insure that the framework of our community is retained while we continue to grow.”

SCLT has recently completed an interpretive plan for the coal mining district north of Sheridan, called the “Black Diamond Trail.” The history of the mining district is closely connected with the District, since the trains both needed the coal found near Sheridan to operate, and were needed by the coal companies to transport coal to other areas. The Black Diamond Trail could be connected to the District through an interpretive sign.

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APPENDICES

DRAFT

Appendix A

Listing of Buildings in the Sheridan Railroad Historic District

DRAFT

Bldg #	Address	Rating	Date	Outbuilding	Rating	R (reside)	Building type	Original Use	Current Use	Ownership	Condition/change since 2004/Comments
1	201-209 Broadway	2	1908			C	warehouse	warehouse (Lou's Transfer & Storage)	vacant/for sale?	John Small	New deck and brick facing on facade; new arched entrance on south elevation; replacement windows; example of what not to do with a historic building
2	215-219	2	1912-1920			C	warehouse	warehouse (Mac's Moving & Storage)	same	Mac's M & S	appears to be in same condition
3	225-227	2	1910			C	warehouse	warehouse (2-story)	for sale as lofts	John Small	possible adaptive use; same condition
[NEW]	235 Broadway					C	commercial	NA	Home Décor Shop		new building; set back from sidewalk with picket fence at sidewalk; creates gap and inconsistent design in block
4	245 Broadway	3	1948-49			C	warehouse	warehouse	Sheridan College	EAW Inc (exempt)	good
5	263 Broadway	3	1924			C	commercial	creamery	Sheridan College		gift from Whitney Benefits to Shr. Colege; good example of adaptive use?
6	303 Broadway	3	1916	A.	1	C	commercial	Sheridan Commercial	same	More Hardware	excellent; good example of preservation; warehouse appears to be vacant/for lease
7	331 Broadway	2	1927			C	commercial	Moose Lodge	Harbour Chiropractic	Fred/Deena John	overall bldg in good condition but front openings are messed up; good opportunity to illustrate more appropriate design?
8	363 Broadway (S)	1	c.1910			C	NA	electrical substation	same		
9	401 Broadway	3	1910			C	commercial	laundry	A and K Const.	Larry Baker	poor condition but has historic integrity
10	409 Broadway	1	1956			C	commercial	auto shop	Martini's Detailing	Trust	good condition but not contributing
11	441 Broadway	1	1950			C	commercial	farm implement shop	Consolidated Electrical	Broadway Bldg LLC	good condition but not contributing
12	504 Broadway	3	1924			C	commercial	grocery	Dollar wise	Love Land & Cattle	good condition; good example of commercial building not significantly changed
13	526 Broadway	3	Pre-1903	A. Garage	3	R/C	Queen Anne cottage	house	Taylor Tanning	Ann Schmidt (L)	part of house appears to have been converted for commercial use; no major exterior changes
14	538 Broadway	2	Pre-1903			R	gable-front	house	house	MS Weber, Casper (L)	owned by Ron Richter; ron@sheridanmedia.com; in process of fixing it up; predates RR
15	556 Broadway	1	Unknown	A. Garage	1	R	gable-front	house	house	J&J Lyder (OO)	unchanged
16	606 Broadway	2	1903-05	A. Garage	1	R	gable-front	house	house	E&B Schaffer (OO)	unchanged; could be example of what not to do!
17	616 Broadway	2	Pre-1903			R	gable-front	house	house	T&C Lanham, MT (L)	unchanged
18	626 Broadway	2	Pre-1903			C	pyramidal	house	Sheridan Iron Horse	G Snorff (OO)	unchanged, except trailer parked in front blocking view of this house and the rest of the block; probably mixed residential and commercial
19	632 Broadway	2	Pre-1903			R	pyramidal	house	house	S Read (L)	unchanged
20	640 Broadway	2	Pre-1903			R	pyramidal	house	house	L Andre (L)	unchanged; case study?
21	648 Broadway	2	Pre-1903			R	pyramidal	house	house	W/K Seniff (L)	unchanged
22	648 1/2 Broadway	3	1920-27			C	commercial	shop	vacant/for rent	W/K Seniff (L)	unchanged; possible new use?
23	658 Broadway	3	Pre-1903			R	eave-front	house	house	C Wilkins/L Barnes (OO)	unchanged; rated 3; possible case study for preservation?
24	708 Broadway	2	Pre-1903	A. Garage/carport	2	R	gable-front	house	house	G/S Hunter (OO)	major renovation and enlargement; new siding, windows, changed doors; no longer contributes to district; historic garage doors have been replaced
25	716 Broadway	2	Pre-1903	A. Garage	1	R	gable-front	house	house	D/K Noecker (OO)	unchanged; possible addition of aluminum storm windows
26	726 Broadway	3	Pre-1903			R	pyramidal	house	house	C Adams/D Ingram (L)	unchanged; possibly best example of original pyramidal cottage; use as preservation example?
27	738 Broadway	3	Pre-1903			R	gable-front	house	house	M Fort (OO)	good integrity but poor condition; windows boarded over; case study?
28	758 Broadway	2	c.1908			C	commercial	Restaurant	VFW	VFW (exempt)	unchanged, except ghost signs have been repainted
29	841 Broadway	3	1912			C	commercial	depot	bar	A/L Erickson-Trucano Novelty	Need to examine condition more closely; key building
30	856 Broadway	3	1893			C	commercial	Sheridan Inn	restaurant/hotel	Sheridan Heritage Center	continuing restoration/key building
31	Locomotive (S)	2	1940			NA	NA	Engine	structure	City of Sheridan	unchanged
32	BN Tracks (S)	2	1892			NA	NA	RR tracks	structure		unchanged
	505? N Gould							commercial	salon?	R/M Adair (L)	new building built on previously vacant lot or replacing garage
33	508-510 N. Gould	1	c.1927			R	commercial	commercial	residential	S Read (OO)	unchanged
34	519 N. Gould	1	c.1930	A. B. C. 3 garages	1, 1, 1	R	pyramidal	house	house	D Wiltcheck (OO)	unchanged
35	526 N. Gould	2	c.1912	A. Garage	1	R	pyramidal	house	house	J Kritner (OO)	unchanged
36	529 N. Gould	2	1912-20	A. Garage	1	R	brick pyramidal	house	house	D/E Cote (OO)	unchanged
37	534 N. Gould	2	c.1938			R	pyramidal	house	house	Cosner et al (L)	unchanged; owned by Cosner Construction
38	544 N. Gould	3	c.1938			R	pyramidal	house	house	C Capillupo, Cheyenne (L)	unchanged
39	545 N. Gould	2	1954	A. Garage	1	R	eave-front	house	house	W/M Caster (OO)	unchanged
40	556 N. Gould	1	c.1912	A. Garage	1	R	pyramidal	house	house	C Capillupo, Cheyenne (L)	unchanged; owned by Cosner Construction
41	605 N. Gould	2	Pre-1903	A. Garage	1	R	gable-front	house	house	K Zesch (OO)	unchanged
42	608 N. Gould	2	1939	A. Garage	1	R	gable-front	house	house	Pettit Trust, CA (L)	unchanged
43	615 N. Gould	2	Pre-1903			R	gable-front	stable/carriage house	house	P/T Montagna (L)	unchanged; interesting building and history
44	616 N. Gould	2	Pre-1903	A. Garage	2	R	pyramidal	house	house	S/D Edwards (L)	unchanged; this is a typical renovated cottage; how could it be improved?
45	625 N. Gould	2	1903-08	A. Garage	1	R	pyramidal	house	house	R Murray (L)	unchanged
46	628 N. Gould	3	1908-12	A. Garage	2	R	pyramidal	house	house	V Morris/D Herron (OO)	unchanged; original materials; possible case study?
47	631 N. Gould	2	1903-08	A. Garage	0	R	eave-front	house	house	J/E Ward, NM (L)	unchanged
48	634 N. Gould	3	Pre-1903			R	pyramidal	house	house	B Rae (OO)	unchanged; original materials; possible case study?
49	644 N. Gould	3	Pre-1903	A. Garage	2	R	pyramidal	house	house	R/C Ekwall (OO)	for sale; half-finished wood deck on front; possible case study?
50	645 N. Gould	3	1903-08			R	Queen Anne cottage	house	house	F/G Vigil (OO)	aluminum siding has been applied, covering original clapboard and shingle exterior
51	654 N. Gould	3	Pre 1903			R	pyramidal	house	house	E Flair (OO)	unchanged; good integrity; possible case study?
52	657 N. Gould	2	Pre 1903			R	pyramidal	house	house	J/B Cichonski (L)	front and side openings have been boarded over; vacant?
53	703 N. Gould	3	Pre-1903			R	shotgun	house	house	?	original door and Cottage window replaced
54	706 N. Gould	3	Pre-1903	A. Garage	3	R	hip-roofed cottage	house	house	W/L Looper (OO)	unchanged; good example of preservation; check outbuilding
55	707 N. Gould	3	1908-12			R	shotgun	house	house	T/M Manolis	replacement panel door
56	716 N. Gould	2	Pre-1903			R	eave-front	house	house	E Miech/E Wise (OO)	exterior covered with vinyl siding; all windows replaced
57	717 N. Gould	2	Pre-1903	A. Garage	2	R	gable-front	house	house	M Lindstrom (OO)	Prairie-style window replaced; turned wood railing on deck
58	723 N. Gould	3	Pre-1903			R	shotgun	house	house	Dean Johnson (L)	poor condition - possible case study?
59	726 N. Gould	3	1903-08			R	eave-front	house	house	Nelson Const (L)	unchanged
60	727 N. Gould	2	Pre-1903			R	shotgun	house	house	T/K Johnson (L)	unchanged; case study?
61	731 N. Gould	2	Pre-1903			R	shotgun	house	house	L Conner (L)	unchanged
62	732 N. Gould	3	1947			R	apartment block	apartments	Nelson apartments	Nelson Const (L)	unchanged; good example of preservation
63	737 N. Gould	2	Pre-1903			R	shotgun	house	house	E Johnson (L)	unchanged
64	741 N. Gould	2	Pre-1903			R	shotgun	house	vacant lot	K Mentock (L)	house demolished; lot for sale (672-8386); opportunity for conceptual design for infill?
65	747 N. Gould	2	Pre-1903			R	shotgun	house	house	V/B Horsely (L)	vertical sheet siding applied to exterior; wood shingles covered with asphalt shingles; chimneys
66	748 N. Gould	3	Pre-1903			R	shotgun	house	house	D/P Fox, Manolis (L)	unchanged except for plastic on windows; original materials; case study?
67	753 N. Gould	2	Pre-1903			R	shotgun	house	house	Pettit Trust, CA (L)	unchanged
68	757 N. Gould	2	Pre-1903	A. Garage	1	R/C	shotgun	house	house	Custom Stained Glass	unchanged
69	760 N. Gould	2	1903-08			R	shotgun	house	house	D/P Fox, Manolis (L)	unchanged; case study?
70	844 N. Gould	3	1923			C	commercial	auto dealer	vacant?	M/R King (L)	unchanged; case study?
71	935 N. Gould	2	1922	A. Garage	2	R				Valley Motor	
72	936 N. Gould	2	Pre-1903	A. Garage	1	R				C Dennis/H Hodges (OO)	
73	945 N. Gould	2	Pre-1903	A. Garage	2	R				Valley Motor	
74	954 N. Gould	2	Pre-1903	A. Garage	1	R				K/L Hartse (L)	
75	955 N. Gould	2	Pre-1903	A. Garage	1	R				Valley Motor	
76	511 N. Main	2	1908-12			C		Valentan Hotel	OK Corral Liquor	C Deutsch (OO)	
77	515 N. Main	1	1903-08			C		hotel/rooming house	?	C Deutsch (L)	
78	525 N. Main	1	c.1945			C		commercial/residential	Kosma Heating/AC	J Kosma (OO)	
79	529 N. Main	1	Unknown			C				?	
80	545 N. Main	3	1908-12			C		commercial/residential	Hot Locks?	Cosner Const.	
81	555 N. Main	2	1945-50			C			pharmacy?	Leya Trust (L)	
82	600 N. Main	0	c.1965			C		hotel annex		Sheridan Hospitality Group	
83	709 N. Main	3	1903 & 1939	A. Garage	3	C		house	Sports Alley?	M/M Rathbun	
84	711 N. Main	2	Pre-1903			R		house		J Dygert	
85	723 N. Main	3	Pre-1903	A. Garage	1	R		house		Nelson Const (L)	
86	731-737 N. Main	3	1942	A. Garage	3	C		commercial		Nelson Const	
87	753 N. Main	3	Pre-1903	A. Garage	3	R		house		L/J Wright (L)	
88	803 N. Main	2	1919			C		grocery (Binios)	restaurant	Sisters Five, AZ (L)	
89	811 N. Main	2	1945-50			C		laundry		Big Sky Cycle	Railroad Land & Cattle (L)
90	840 N. Main	2	1912			C		gas station	restaurant?	Eagles (exempt)	
91	847 N. Main	0	c.1980			C		garage		Railroad Land & Cattle (L)	
92	850 N. Main	3	1949			C		eagles		Eagles (exempt)	
93	901 N. Main	3	1937			C		garage		Mid-Continent Oil, NV	
94	925 N. Main	3	1908-12	A. Garage	3	R				Sheridan Econowash (L)	
95	935 N. Main	2	1903-08	A. Garage	2	R			house	B Frigo (L)	
96	945 N. Main	3	1903-08	A. Garage	3	R				F/V Coleman (L)	
97	955 N. Main	2	1903-08	A. Garage	2	R				M Mahoney (OO)	
98	29-41 E. First St.	2	1912-30			C/R?				S Grimshaw (OO)	
99	33 E. 2 nd St.	2	1939			R				?	
100	148 E. 2 nd St.	2	1920-27			R				W/M Caster (L)	
101	117 E. 3 rd St.	3	1903-08			R		shotgun		?	
102	16 E. 4 th St.	3	Pre-1897			R				D/P Fox, Manolis (L)	
103	27 1/2 E. 4th	2	1950			R				?	
104	120 E. 4 th St.	2	Pre-1903			R				Dean Johnson (L)	
105	19 E. 5 th St.	3	1939			C			laundry	Sheridan Econo-Wash (OO)	
106	40 E. 5 th St.	0	unknown			C				Railroad Land & Cattle (L)	
107	43 E. 5 th St.	1	1915			C				L/C Kysar	
108	45 E. 5 th St.	1	c.1970			C				Valley Motor	
109	48 E. 5 th St.	2	1945-50			C				Lemeub LLC (L)	
110	139 E. 5 th St.	1	1947 and later	A. Open shed	1	C				Valley Motor	
				B. Storage Sheds	1	C					
111	201 E. 5 th St.	2	1892			C		old depot		Frank Trust (L)	

Appendix B

Sheridan Railroad Historic District Recommended Guidelines for Rehabilitation of Historic Buildings and Compatible New Construction

The proper treatment for a historic building depends on its historical importance, its physical condition, its proposed use, and mandated code requirements. For example, the Sheridan Inn, as a National Historic Landmark, has exceptional historical significance and is thus a good candidate for *restoration*. The majority of buildings in the District are not individually listed on the National Register, but as a group they contribute to the significance of the Sheridan Railroad Historic District (District). The most appropriate treatment for these buildings is *rehabilitation*, which allows them to be upgraded for a compatible new use (or continuing use) while still retaining the characteristics that make them contributing buildings in the District. The National Park Service defines rehabilitation as "the act or process of making possible a compatible use for a property through repair, alterations, and additions while preserving those portions or features which convey its historical, cultural, or architectural values."

The following guidelines, created specifically for the District, are intended to guide property owners in their efforts to preserve and protect their buildings' historic character, while allowing their properties to continue their useful functions and evolution.

COMMERCIAL BUILDINGS

Commercial buildings in the District are built primarily of red brick, although there are two stone commercial buildings and one constructed of tan brick. Later commercial buildings are constructed of concrete block. They range from one to three stories in height. Most of the historic buildings have flat, parapeted roofs with some form of decoration at the cornice line, consisting of brick corbelling or decorative patterns in brick, glazed brick and terra cotta. A few commercial buildings on Main Street have decorative, Italianate-style cornices of pressed tin or cast iron, as well as cast-iron columns and window hoods. Buildings originally designed for retail use have storefront windows which cant in at the doorway. At least one building (Dollarwise) retains its original full-length transom of small leaded-glass lights. Ghost signs can be seen on a few of the commercial buildings, such as Cook Ford, Lou's Transfer and Storage and the OK Corral.

Commercial Building Rehabilitation Guidelines

Some commercial buildings in the District have already been successfully adapted for new uses, such as the grocery wholesale warehouse at 245 Broadway and the former Sheridan Creamery at 263 Broadway, both of which are now used as educational facilities by Sheridan College. Both of these buildings are good examples of rehabilitation. Most of the historic exterior features and materials have been retained

and the new use is compatible with the design and features of the original. The retention of the prominent Sheridan Creamery sign (see Figure 1) demonstrates the previous use of the building and adds to the historic interest of the District.



Figure 1 – Former Sheridan Creamery and related signage

Other commercial buildings, such as Dollarwise (504 Broadway), Nelson Construction (731-737 N. Main) and the small commercial building at 648½ Broadway are good examples of preservation; the buildings retain most of their original features and have not been significantly altered. The building at 545 North Main (Cosner Construction/Great Escape Spa) retains most of its original features. Although the windows have been replaced, the original window shape, size and trim have been retained.

Following are general guidelines for treatment of commercial buildings.

Exterior walls – brick, and stone: The majority of commercial buildings in the District have exterior walls of brick or stone. Some examples incorporate glazed terra cotta detailing such as the Sheridan Commercial Company (see Figure 2) and glazed brick such as the Sheridan Creamery. The variety of sizes, textures, colors, and bond patterns of these exterior walls are character-defining features and should be maintained and protected. Brick or stone that was originally unpainted should remain so. Painting or covering original brick or stone destroys character-defining features and can trap moisture in the walls. Ghost signs (remnants of historic signs painted on buildings – see Figure 3) are clues to the history of a building and the District at large, and should not be painted over.



Figure 2 – Terra cotta and decorative brickwork on Sheridan Commercial Company building

Brick and stone should never be sandblasted, as this causes irreparable damage. A low pressure wash (under 200 psi) with a neutral detergent, if needed, should be adequate for cleaning without risk of damaging the structure. Paint or other sealers should only be used on those elements that were historically coated. When damage or deterioration is present, repointing of the mortar may be necessary. New mortar should match the original in width, color, composition, and texture. Portland cement or other hard mortars should not be used, since they are too hard for most historic brickwork and will cause damage as the masonry expands and contracts with temperature changes.

Exterior walls – Stucco: Stucco was rarely used in the District. Where present, it should be maintained. When repair is necessary, the damaged material should be removed and patched with new stucco that matches the old in color, composition, and texture. Replacing or repaired stucco with synthetic stucco is discouraged.

Decorative features: Most decoration on commercial buildings is found at the cornice, the uppermost section of molding along the top of a wall or just below a roof. Most cornices on commercial buildings in the District consist of decorative brick corbelling, although there are a few examples of elaborate pressed metal or cast-iron cornices on North Main Street (Figure 4). The cornice is a significant design feature and should not be altered or removed.

Other significant character-defining decorative features might include patterns created from different colored brick and tile, and window and door hoods. These features are very important to the historic character of the building, and should be retained.



Figure 3 – Ghost sign, Cook Ford

Windows and their associated trim and details are important character-defining features. Some call windows the “eyes of a building” because they give a building character and allow one to see inside. Windows generally maintain a common head height and typically align vertically on different stories. The placement and size of windows provide a solid-to-void ratio based on the amount of openings (voids) in relationship to the amount of opaque wall siding (solids).



Figure 4 - Example of a decorative cornice on Main Street

In order to preserve the rhythm of solids and voids, window openings should be maintained in their original configuration. If replacement windows are required, they should fit the existing opening so that the opening does not need to be altered to accommodate the replacement. Several commercial buildings in the District have original openings that have been blocked in (Figure 6). Replacing the original openings would greatly enhance the historic character of these buildings. Where they still exist, original windows should be preserved. Unlike new window units, historic windows can be repaired. If windows *must be replaced*, the original window frame and light configuration (pattern of glass panes) should be replicated in the replacement window.



Figure 3 – Sheridan Inn: restored historic arched dormer windows

Entrances: The entrance is made up of a door, transom, sidelights, and surrounds. Commercial entrances are often recessed between storefront windows (such as Dollarwise and Great Escape Spa). Entrances should retain their original configuration and original components if possible. If a door, transom or

sidelight needs to be replaced, the replacement should match the original in material and design. Creating a new, decorative entrance is discouraged, since this gives a false sense of the historic character of the building. The addition of porches, decks and other features that were not originally part of the building should also be avoided.



Figure 5 – Blocked-in windows, Sheridan Commercial

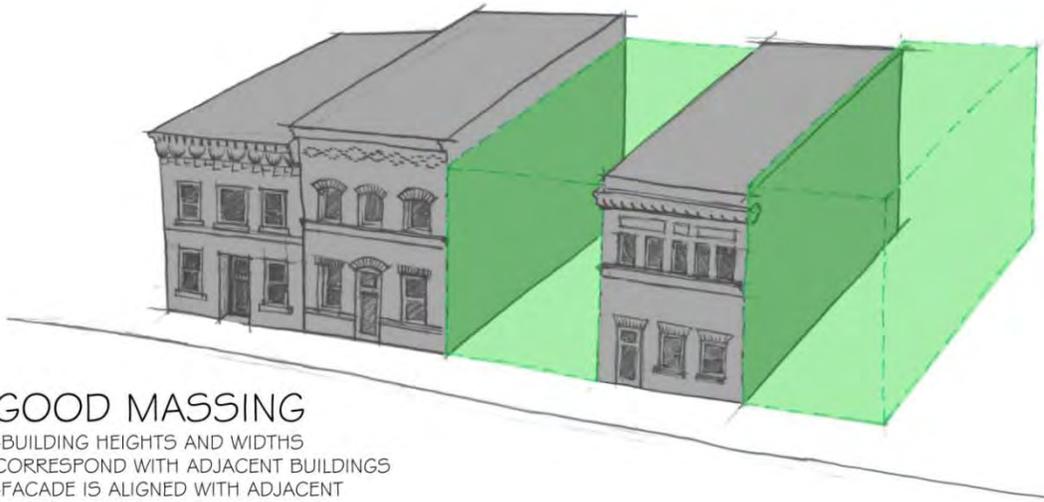
Signs are an important component of design in historic districts. The most appropriate sign sizes, locations, and materials depend on the architecture of a building and its surroundings. Signs should be designed so that they do not compromise the building's character and historic materials. Signs in the District are generally placed in the frieze above the doorway, or just below the cornice.

Commercial buildings – Guidelines for Compatible New Construction

The following guidelines are designed to encourage new construction that is compatible with, but not identical to, the existing historic fabric of the District. When designing new construction in a historic district, it is important to consider item # 9 of The Secretary of the Interior's Standards for the Treatment of Historic Properties: “New additions, exterior alterations, or related new construction cannot destroy historic materials, features, and spatial relationships that characterize the property. The new work shall be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.”

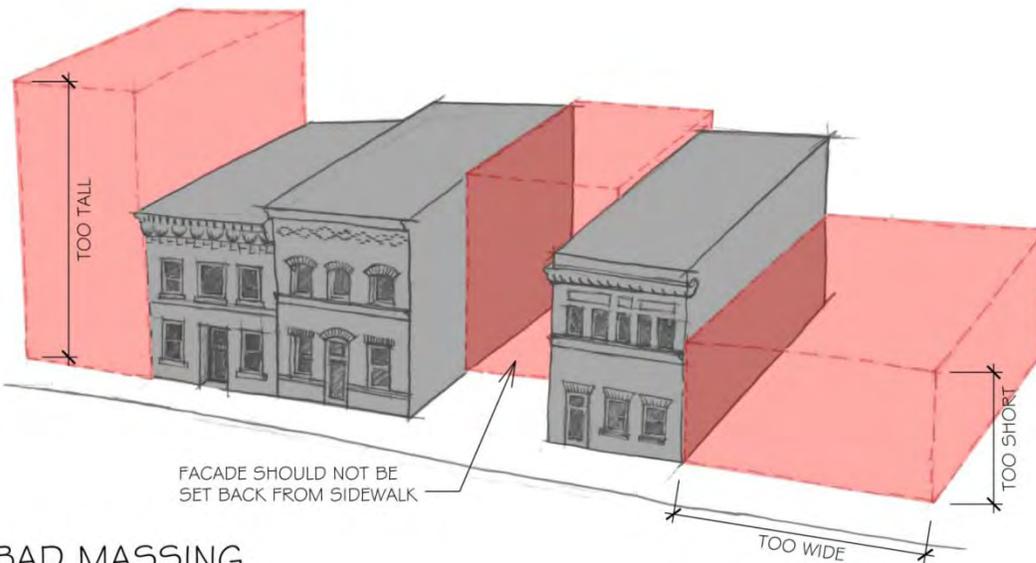
New commercial buildings should match the character of the existing commercial buildings in form, scale, massing and materials. Generally, buildings should be one to three stories in height. Narrow lots are intended to be built out to the edges of the property line, with the exception of the back property line, which should vary depending upon parking or service access requirements.

The mass of buildings is directly related to the historic density of the site. New construction should conform to the density of the surrounding buildings, not necessarily the density of the District. For instance, a one-story commercial building which is built to the property line on three sides adjacent to storefront commercial buildings is appropriate. This same density, though allowed by the zoning, would not be appropriate a few blocks away where the adjacent buildings are single family houses, even though the house may also be single story.



GOOD MASSING

- BUILDING HEIGHTS AND WIDTHS CORRESPOND WITH ADJACENT BUILDINGS
- FACADE IS ALIGNED WITH ADJACENT FACADES



BAD MASSING

While some of the commercial properties in the District are relatively isolated from the surrounding buildings, many are storefront buildings, which are intended to contribute to the scale and fabric of the streetscape as a whole. Any new construction adjacent to, and especially those adjoining storefront buildings, should be responsive to its context. New construction should continue the proportions of the surrounding buildings. Storefronts are intended to relay varying but similar characteristics, and one should not overtly stand out from the rest. They should front directly on the sidewalk, as opposed to being set back with parking in front of the building. A one or three story building should not be built next to two story buildings, and vice versa. The width should also match surrounding properties.



GOOD PROPORTIONS

New commercial buildings should strive for a symmetrical façade. Doors can be single- or double-leaf, paneled or glass. Windows should be vertical in orientation and placed in a regular pattern. If the building has retail space on the first floor, traditional storefront windows are encouraged.

HOUSES

Most houses in the District were originally sided with wood clapboards or novelty siding, laid horizontally, with vertical corner boards; some gable ends were covered in decorative wood shingles. On about one-half of the houses, the original wood siding has been replaced with asbestos shingles, aluminum siding or vinyl siding and, in rare cases, stucco or vertically-scored plywood panels (T-111). Foundations are concrete, or in a few cases, stone ashlar.

Roofs are medium to steeply pitched gable and hipped roofs, with one gambrel roof. They were originally sheathed with wood shingles but most are now sheathed with asphalt shingles in a variety of mostly subdued shades of grey, green and brown. Most roofs have boxed eaves that extend one foot or longer, and one or more brick chimneys extending from near the ridge of the roof. A few of the larger houses have gable-roofed dormers.

Windows and doors are often the most decorative features of houses in the District. Windows are generally double-hung sash, vertically oriented and rectangular in shape, at least twice as long as they are wide (except for Cottage-style windows), with plain wood trim and in some cases a shallow window hood. Decorative windows may be one of the following types:

- Prairie style: the upper portion of the window is divided by vertical muntins, forming anywhere from 3 to 7 vertical panes.

- Queen Anne: the upper sash of the window contains small panes of colored glass or unusual glazing patterns.
- Cottage: similar to Queen Anne, but wider, usually used in a parlor or dining room.

Original doors are wood paneled in a variety of configurations, often with an upper rectangular or oval light. Screens and storm sash have been added to many of the windows and doors.

Most of the houses originally had open porches with hipped, gable or shed roofs, turned or rectangular posts, and wood or concrete decking, sometimes left open and sometimes surrounded by plain wood railings or knee walls that match the walls of the house. Some houses have decorative cut-out brackets on the porch posts, and a few porches have columns or square piers. Some porches have been enclosed.

Most yards in the District are landscaped with grass, shrubs and deciduous trees, with lawns that extend to the sidewalk without fencing. Trees are mature and extend over the street on Gould. Where they exist, front fences are wire or chain link, not solid. Wood (privacy) fences are more common along the alleys and occasionally between properties or separating the front and back yards.

Since the District pre-dates the automobile, many properties originally had small barns or stables for horses and wagons or buggies. Some of these still exist and have been converted to garages. Also significant are the early single-car garages dating from the first few decades of the 20th century, especially those that have the original three-part, wood, hinged doors with upper lights.

Housing Rehabilitation Guidelines

Ninety-two percent of the houses in the District are contributing to the National Register Historic District; therefore, care should be taken when changes are made to them. The appropriate treatments for historic houses in the District are preservation (for those that



Figure 6 – 726 Broadway, an example of a pyramidal house in close to original condition

have been well maintained and are in good condition) and rehabilitation. Although the recommendations in this master plan apply only to the exterior of the houses in the District, it should be a goal that all houses are brought up to current standards of repair on the interior as well.

Most of the houses in the District have undergone some changes over the years, including new roof sheathing, new siding, replacement windows, enclosing of porches and additions. A few houses (such as 726 Broadway – see Figure 7) appear to be in close to original condition. Owners should be encouraged to retain the historic features of these buildings, including original siding, windows, doors and porch details.

Following are some general guidelines for treatment of residential buildings. Focus is on the principal façade(s) of existing structures visible from the public right-of-way or street.

Exterior Walls

Exterior siding contributes to the character of a building through its pattern, scale, texture, finish, and details. By far the most common original exterior siding material found in the District is wood siding, either lap siding or shiplap (also called novelty siding), with wood shingles sometimes used in the gable ends. Wood siding should be maintained and kept painted, with replacement only of damaged or rotten boards or shingles that are beyond repair. Replacement should be in-kind with the new wood matching in dimension, profile, and spacing. Attention should be paid to the reveal of the siding and the sealing and painting of all parts of the new wood to prevent water infiltration.

Many houses have been re-sided with asbestos, vinyl and aluminum siding. Although some replacement sidings closely mimic the original materials (such as narrow lap aluminum or vinyl siding), they lack the texture and finish of the originals, and re-siding is discouraged. Often original features such as window and door trim are covered over in the process of re-siding, further damaging the historic character of the building. Replacement siding applied more than 50 years ago is in itself historic, and generally should not be removed unless it is badly damaged. In this case, the replacement siding should be removed and the original siding repaired and painted. Siding that contains asbestos is required to be removed by a licensed abatement professional.

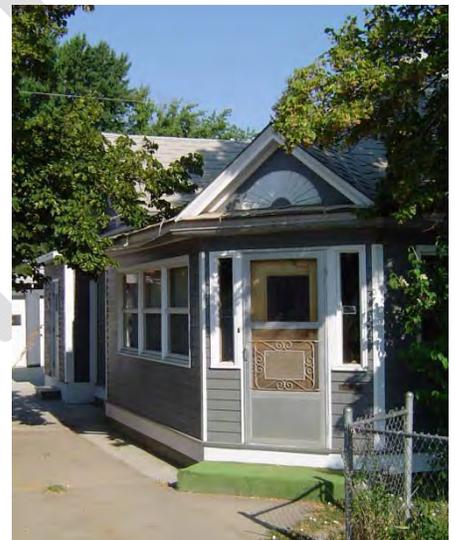


Figure 7 – House with original siding and decorative wall features

Decorative exterior wall features: Most houses in the District lack decorative detail in the wall treatment; however, any corner boards (vertical boards delineating the corner of the house), decorative shingles, trim, barge/fascia board, cornice brackets and soffit are important character-defining features and should be retained.

Roofs

Roofs are a character-defining feature through their shape, slope, material, and details such as cresting, chimneys, eaves, and dormers. Maintaining the character of the roof and its defining features is important to the preservation of a building's historic integrity. Existing roofs that are visible from the public right-of-way should retain their profiles as they relate to shape and slope. Addition of dormers, decks and other exterior roof features are strongly discouraged.

Shape and slope: The roofs found on the houses in the District are primarily gabled, hipped, or some combination of these. The roof shape and slope are generally key features in the style of architecture, building type, and/or age of construction and should be maintained without alteration.

Roofing materials: Most houses were originally sheathed with wood shingles; however, only a few such roofs remain today. The most common roofing material in the District today is asphalt shingles; other materials include wood shingles and standing-seam metal. When replacing roofing materials in the District, architectural fiberglass shingles which most closely approximate the scale, texture, size and color of wood shingles should be used.

Eaves and overhangs enable a roof to provide shade to the structure, allow for ventilation, and reinforce the massing of the structure. The depth of the eaves or overhangs and the construction (exposed rafter tails, soffit, bargeboard, fascia, etc.) can be a defining feature of many styles of architecture. The alteration of a roof overhang or boxing-in of exposed rafter tails should be avoided.

Chimneys are an important architectural feature and reminder of the past, and should therefore be preserved regardless of their functionality. Maintaining the structural integrity of masonry chimneys is important and proper re-pointing techniques should be followed. The application of stucco or otherwise coating a chimney that was not coated historically is discouraged.

Dormers provide light to interior attic spaces and are also character-defining architectural features. New dormers should not be added to primary facades. If a new dormer is needed, it should be located on a secondary elevation that is less visible from the public right-of-way. New dormer designs should consider the scale, massing, and materials of the building. They should not alter the symmetrical character of a property or its architectural style by introducing elements not already found on the structure.

Skylights and solar panels are both modern features that would not have been found on historic architecture. Therefore, their use should be limited to secondary facades that are less visible from the public right-of-way. The materials should be such that reflected light does not draw unnecessary attention to the device. The profile of the device should be as minimal as possible, preserving the character of the roof.

Decorative roof elements: While rare in the District, where they exist, decorative elements such as roof cresting, ridge caps and finials should be retained.

Windows

As mentioned previously, windows and their associated trim and details are important design features of most buildings. In addition to the window units themselves, the rhythm of window openings and the solid-to-void ratios they create are important character-defining features. Windows can also indicate the style and date of a building, and can relate the interior function of a building part, such as a stairwell or

bath, by changes in size or placement from the rest of a structure. Historic houses tend to have openings on every side of a structure, often aligned with one another to create cooling air flow during hot summer months.

In order to preserve the rhythm of solids and voids, window openings should be maintained in their original configuration, and original windows should be preserved. If replacement windows are required (see below) they should fit the existing opening so that the opening does not need to be altered to accommodate the replacement.

The most common window type in the District is the vertically placed double-hung sash. Casement windows, which use hinges to swing open to one side, and sliding windows are also present as are large, fixed single-light windows are often referred to as picture windows. The pattern of panes of glass (referred to as "lights") can help to determine the age and style of a window and therefore the house itself. These patterns are often referred to as (for example) 6-over-6, indicating that the upper sash and lower sash each has six lights. Sometimes a sash is divided up with much more detail, such as into a series of diamonds, referred to as tracery. The pattern of lights is an important character-defining feature of windows and should be retained. Modern "snap-in" muntins which give the appearance of multi-paned windows are not a suitable replacement.

Many of the windows in the District have screens and/or storm windows, some of which may be original. Original screens and storm windows should be retained. If storm windows are proposed to be added, interior applications are most appropriate for historic structures as they allow the historic window to be fully visible on the exterior.

Window maintenance and energy efficiency: When properly maintained, most historic windows will last indefinitely. Repairing of deteriorated windows is almost always possible and is the most appropriate action. Carpenters knowledgeable in window repair are able to assess a window's condition and repair the deteriorated parts with like materials.

Many people are concerned about energy efficiency and its impact on their finances and the environment. However, energy efficiency is often misrepresented by those selling replacement windows. Windows do not account for the bulk of energy loss in structures. This is especially true when windows are well maintained with regular caulking and glazing. Comparing the minimal gain in efficiency with the high price and lower life-span of replacement windows, they rarely make financial sense. Studies have shown that windows account for only for 10-15% of a structure's energy loss. The most gains in efficiency come from properly insulating attics and walls. Storm windows added to the interior or exterior of original wood windows that are properly caulked and glazed can approximate the energy efficiency of double-glazed replacement windows, with much less expense.

Replacement windows: For those instances when a window is found to be deteriorated beyond repair, it is important that the replacement window match the original window in size, shape, type, materials and light division. The light division should maintain a true

divided light through the use of muntins rather than a grid embedded between two pieces of glass or snapped in.

Doors

The doors and surrounding components that make up an entrance are considered contributing elements to the character of structures. Main entrances often include a variety of components intended not just to allow access but also to draw the eye and further the architecture of the structure, whether simple or elaborate. The original doors remaining in the District are predominately wood. Most doors are painted, and have wood panels and glass panes. Original doors and related components are important character-defining features and should be repaired as necessary and retained.

Replacement doors: If an original door has deteriorated beyond repair or a new door is desired to replace an unoriginal and inappropriate door, a new replacement door may be needed. In this case, it is important to retain the original opening size. The opening should not be altered to accept a smaller door or to facilitate a larger door or doors. The details of the door design and style should be consistent with the style of the house. Replacement doors should avoid non-historic decorative elements that are not within the range of design features in the District. However, all main entrances should have some level of detail (glazing, paneling, etc.); solid, flush doors are not characteristic of residential spaces.

Porches

Porches are major character-defining features of historic residences. Porches in the District may be either full-width (extend the length of the façade) or partial-width (Figure 9). Several are contained within the massing of the house (recessed). The location of the porch, its roof type, and its use of screening or other enclosures are other defining features of porches.



Figure 8 – Porch at 723 Main

The porch is usually made up of components such as a roof, columns or other roof supports, a flooring system, railings, and steps. All of these components give the porch its special character and contribute to the historic character of the house. Porch supports are usually wood and may be round (columns), square (piers), turned or battered (getting smaller at the top). A few have decorative brackets. Porch ceilings are often covered in bead board, and floors are often tongue-and-grooved decking. Railings may be simple, turned, or intricately sawn.

Deteriorated porch components should be repaired if possible or replaced in-kind if beyond repair. Missing details should be replaced using the simplest design possible unless documentation or physical evidence suggests otherwise. Because the porch is such an important component of an architectural style, it is not appropriate to alter a

porch to suggest a style or detailing not known to have previously existed at the particular property, and to add a porch where none previously existed.

Several porches in the District have been enclosed, thus changing the character of the façade of the house. It is recommended that the original front porch components be retained, and that enclosures be limited to secondary entrances.

Landscaping, Fences and Outbuildings

The landscape that surrounds the buildings in a historic district also contributes to the District's historic character. Features of the landscape include vegetation, fences, retaining walls and walkways. There is no evidence that fences were historically a feature of the residential landscape of the District, although today several wire or chain-link fences surround the front and/or back yards. Front-yard fences should not be added where they did not traditionally exist, since they alter the character of a neighborhood. Since the topography of the neighborhood is essentially flat, retaining walls are rarely used. If needed, they should be constructed of concrete or stone. Railroad ties and landscaping ties should not be used for retaining walls where visible from the public right-of-way.

Retain existing trees whenever possible. Maintain trees in healthy condition and, if needed, replace diseased and severely damaged trees with a similar species. When planning new landscaping, maintain neighborhood precedents, such as defined or open yards. Landscaping should be scaled to complement the primary elevation of structures. Landscaping should not overwhelm or hide primary elevations.

Outbuildings: Accessory structures found in the District include original carriage houses, barns, garages, and sheds. Few of these are contributing to the District. Exceptions are the early 20th century barns and garages which retain their original features. These should be retained, and the original doors and windows repaired as necessary. New outbuildings should be located out of view of the public right-of-way and be designed so as not to compromise or compete with the main building on the property.

Shotgun Houses

Unique to the District is a row of single-family shotgun houses along Gould between 3rd and 4th Streets (Figure 10). The simplicity and efficiency of these houses illustrate the character and livelihood of those who lived there and the community as a whole in the period in which they were built. Each house comprised just over 300 square feet with a very narrow footprint of about 12 feet wide and 30-35 feet long, with a front porch that wrapped around to the



Figure 9 – Typical shotgun house

south side. Due to their narrow width, shotgun houses utilized adjoining rooms as circulation instead of hallways.

The narrow shape also allowed for two houses to share a common lot while still maintaining separation for privacy. This common lot may have shared services such as a common outhouse in back. The narrow width also allowed for the span of roof structure to be efficiently accomplished with very narrow and short framing members.

Due to their size, most of the shotgun houses have been modified to accommodate a more modern lifestyle. These modifications have historic precedence depending upon when they were made. The most common modifications include small additions to the back or side, or the removal or enclosure of the original wood-framed porches. In general, the historic features of the houses should be retained, such as wood lap siding with vertical corner trim, high pitched gable roof with approximately 12" overhangs and shed-roofed, wood framed front porch.

Each house lends itself to the combined layout of the houses in evenly spaced rows along the street. They should not be considered solely on the integrity of the individual house, but in the context and scale that is created along the road, especially the houses along the east side of Gould. Although some appear to be in good shape, others have not been well maintained and one has been torn down. Rehabilitating the houses in disrepair should be a priority in order to maintain the historic fabric as a whole.

Generally, greater importance is given to a District's prominent structures, while less prominent structures such as these houses are easy to overlook. Their small and awkward size may not have transitioned well to modern daily life, causing them to become undesirable places to live and therefore fall into disrepair. Creativity and special effort may be needed to preserve these houses as part of the District.

Figure 11 is a conceptual sketch of a typical shotgun house and pyramid house which depicts the original character for the purposes of rehabilitation.

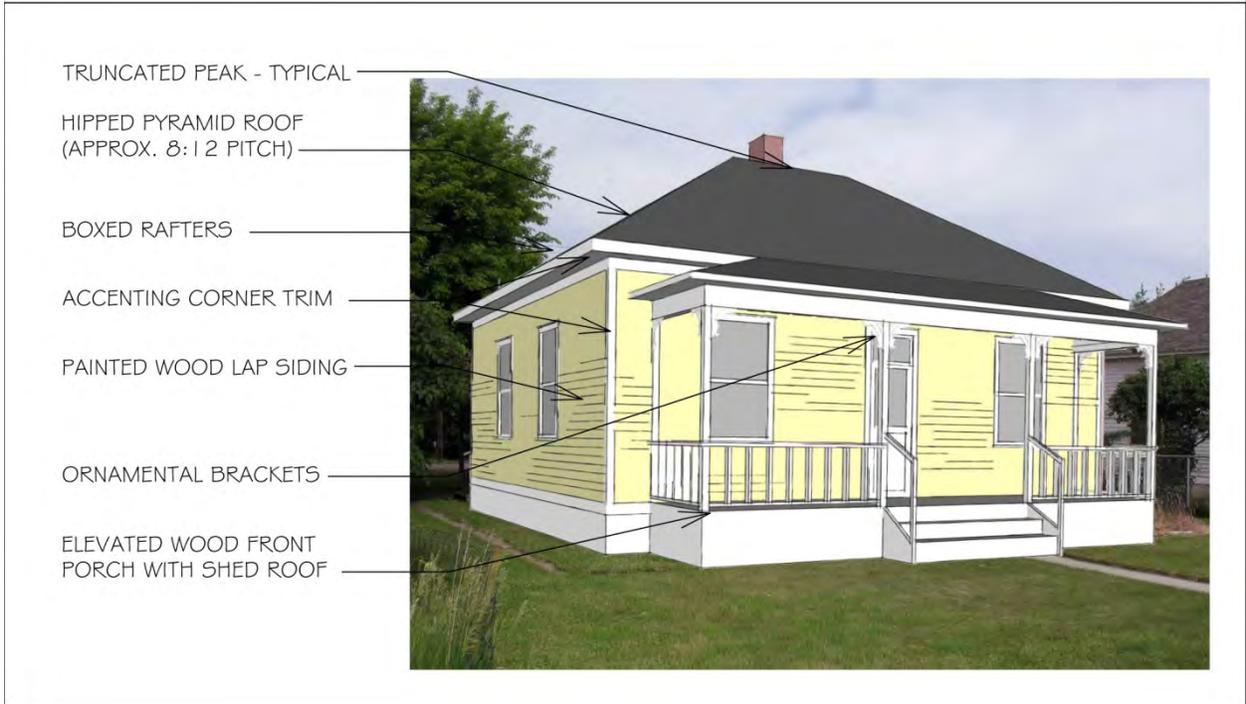


Figure 10 – Conceptual sketch of typical shotgun house and pyramidal house

Houses – Guidelines for Compatible New Construction

Most of the existing houses in the District are one to two stories in height with a square or rectangular floor plan and a cottage character, with little ornamentation or elaboration. New houses constructed in the District should match the character of the existing houses, in form, scale, massing and materials. Houses should not be more than two stories tall and should respect the scale of the neighborhood (see Figure 12).



Figure 11 – New house out of scale with the existing neighborhood

Roofs: Roofs should be gable or pyramidal, to be consistent with existing houses in the neighborhood. New additions should respect the existing building's roof profile. New roofs should be sheathed with architectural fiberglass shingles which most closely approximate the scale, texture, size and color of wood shingles. Roof penetrations should be kept to a minimum. Eaves should extend approximately 1' and be enclosed.

Exterior siding: Wood lap siding 6" or less in width should be used, along with vertical 1-by-4 corner boards. For contrast, decorative shingles can be used in the gable ends. Siding and trim should be painted.

Doors and windows: The front (street-facing) entry to the house should be slightly elaborated, with a paneled door and doorway trim. Avoid non-historic decorative doors that are overly elaborate for the District. Vertical, double-hung windows should be spaced evenly on all elevations, except in the case where a wider (picture) window is desired. Windows should have wood sills and plain wood trim.

Porches: An open front or side porch is a common feature in the District and can be incorporated into a new building. Porches should have wood decks, wood posts, columns or piers, and a shallow hipped or shed roof. Metal scrollwork porch supports are not appropriate.

Fencing and landscaping: Fencing and landscaping should be in keeping with adjacent properties. Privacy fencing is not appropriate for front yards in the District.

Appendix C: City of Douglas Historic Overlay Zoning Ordinance

Douglas Municipal Code: Ord. No. 892, § 1, 7-12-2011

18.52.040 Downtown Douglas historic district

A. District Definition. The downtown Douglas historic district is an overlay district within the CB-1 downtown business zone. The district is established to acknowledge and preserve the character of the area as it has progressed in the community's history. Douglas' downtown has evolved from a frontier community to a turn-of-the-century railroad shipping point serving the outlying agricultural interests, as well as serving as the county seat and commercial center of Converse County. As automobile traffic and tourism increased, the downtown became an important stop on the Yellowstone Highway. More recently, the changing architecture of the downtown has reflected the on again-off again energy boom community of the last half century. The district boundaries are the west side of North 4th Street from E. Walnut Street to Oak Street, turning west and continuing down the north side of Oak Street to South 2nd Street, turning north and continuing down the east side of South 2nd Street to East Center Street, continuing north on East 2nd Street including both sides of the street to East Walnut Street, including the property located at 100 East Walnut Street, and continuing east on East Walnut Street including both sides of the to the point of commencement at the corner of No. 4th Street and East Walnut Street; and inclusive of all property within or facing those boundaries.

B.Regulations Designated. Within this district all new construction, building additions, and exterior modifications shall comply with the rehabilitation standards for the downtown Douglas historic district and the downtown area design guidelines. Repairs due to any unforeseen damages to any building, such as those occurring as a result of severe weather, are excluded from these requirements strictly to the extent required to repair said damage. All such construction and modifications of buildings and/or structures within the overlay zoning district of downtown Douglas historic district within the CB-1 downtown business zone shall be subject to a compliance review by a panel consisting of two (2) members of the Douglas planning commission, two (2) members of the Douglas historic preservation commission, and one (1) member of Douglas Main Street, those members to be named by the respective entities and appointed on an annual basis. The panel shall review each application for compliance with the rehabilitation standards for the downtown Douglas historic district and the downtown area design guidelines subject to additional existing required review processes.

The panel shall make written recommendations and findings to the building official within ten (10) days of filing the zoning certificate application. The building official may modify the permit application to incorporate such recommendations and findings. An applicant may appeal any decision of the building official in compliance with Chapter 2.64 of the Douglas Municipal Code.

Appendix D: Case Studies of Neighborhood Revitalization

Following are three examples of focused neighborhood revitalization programs.

Case Study #1 – Historic Macon (GA) Foundation: Tatnall Square Heights Project

One of the most successful long-term neighborhood revitalization projects in the country is Historic Macon's Neighborhood Revitalization Program. Since 1964, Historic Macon Foundation has purchased, rehabilitated and sold over 140 historic buildings. These projects represent \$10 million in construction investments, creating 2,000 jobs for local workers, and properties rehabilitated through these programs have added \$9.5 million to the local tax base and saved 20,000 tons of debris from entering the landfill. Historic Macon's neighborhood revitalization program aims to save entire historic neighborhoods, block by block. Following The Secretary of the Interior's Standards for Rehabilitation, the organization preserves the character of existing houses in the neighborhood and builds new houses that complement the historic designs. They take advantage of existing affordable housing programs as well as state and federal rehabilitation tax credit programs. The historic neighborhoods targeted by Historic Macon are within walking distance of amenities such as coffee shops, pizza places, drama and music programs, city parks, and schools.

In 1998, the Historic Macon Foundation undertook the revitalization of Tatnall Square Heights, a neglected and declining neighborhood of eighty late 19th- and early 20th-century vernacular houses. At least 50% of the houses had leaking roofs, deteriorated porches and siding, outdated electrical and plumbing systems, and/or inadequate heating, cooling and insulation. Historic Macon Foundation rehabilitated 15 historic houses and constructed 3 new homes on vacant lots. All of these homes have been purchased and are now owner-occupied and protected by deed restrictions. As a result of the project, the percentage of owned-occupied houses in the neighborhood rose from 38% to 68%. Crime decreased, and maintenance of yards and public spaces increased dramatically.

Support for the Tatnall Square Heights project came from the following sources:

Knight Foundation	\$200,000
Historic Macon Foundation Revolving Fund	\$ 50,000
Fickling Family Foundation	\$ 12,000
Central GA Eye Center (located in the neighborhood)	\$ 10,000
First Union National Bank Foundation	\$ 8,000
Donation of Property	\$ 16,000
Value of 0% interest loan of \$168,750 from city	\$ 21,516
Donated of paint and building supplies	\$ 12,600
<u>Challenge Grant matched</u>	<u>\$ 25,000</u>
Total	\$355,116

An unusual aspect of this project was the partnership with nearby Mercer University, which provided financial incentives to its faculty and staff to encourage them to

purchase homes in this neighborhood. Four of the rehabilitated homes and one new home were sold to Mercer employees.

During the course of this project, \$1,800,000 in reinvestment was leveraged in this one small neighborhood. The impact of this project will be felt in many ways: families and individuals have been brought back into the city to live and work; the tax base of the city has been strengthened, and a piece of the historic fabric of our city has been saved.

More information on this project can be found at:

<http://www.historicmacon.org/explore/neighborhood-revitalization#saving-neighborhoods>.

Case Study #2: Chicago's Green Bungalow Initiative

The following case study is excerpted from "The National NeighborWorks® Network: Building the Alliance Between Affordable Housing and Historic Preservation" by Janis Oppelt (*Forum News*, September/October 2005).

In 2000, Mayor Richard M. Daley started the "Historic Chicago Bungalow Initiative," with a goal to preserve and restore bungalows within the city. The mayor decided to focus on bungalows—a signature Chicago housing type that blends Prairie School and Arts and Crafts influences—because they make up almost one-third of Chicago's housing stock, and many are in poor condition. Currently, about 80,000 bungalows exist in the city.

When the mayor announced his Green Bungalow Initiative, Neighborhood Housing Services (NHS) of Chicago went to town. It partnered with the Historic Chicago Bungalow Association (HCBA) to create a "model bungalow block," using four bungalows that were vacant and foreclosed upon in the Chicago Lawn neighborhood of southwest Chicago. (Learn more about these organizations at www.nhschicago.org and www.chicagobungalow.org.)

They hired a local architectural firm that specializes in energy-efficient and "green-building" techniques to design four models: "accessible," "home office," "young professional," and "classic restoration." Each was fit with energy-efficient windows and insulated with recycled materials, such as shredded blue jeans and newspaper made into batts.

The building and reconstruction costs were paid for through the NHS Redevelopment Corporation (NHSRC), the redevelopment arm of NHS, which did the heavy lifting on the development and coordination side. The subsidy for the homes came from the Chicago Departments of Environment and Housing, a HUD grant, a Commonwealth Edison grant, the Illinois Clean Energy Foundation, the Southwest Home Equity Assurance Program, and the Historic Chicago Bungalow Association. Home Depot and Sears also were involved.

Owners of these homes are now enjoying a great benefit— really low fuel bills. They're also seeing positive changes in the neighborhood, as residents have been motivated to make improvements to almost every home on the block.

Case Study #3: Bloomington, Indiana Restorations, Inc.

Bloomington Restorations, Inc. is a nonprofit organization dedicated to the preservation of historic buildings and older neighborhoods in Bloomington and Monroe County, Indiana. The organization's Affordable Housing Program has saved more than 20 endangered houses and sold them to low-income buyers, often first-time owners. The program also builds new houses on vacant lots in historic districts, to fill gaps in neighborhood fabric with new houses that blend with the old. More than 30 households have benefited from the program, which is made possible by federal affordable housing funds granted by the state and/or the City of Bloomington.

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Appendix E: Case Study – “This Place Matters” Workshop

Laramie's West Side Neighborhood shares many attributes of the Sheridan Railroad Historic District. It was traditionally the home of railroad and other industry workers. Houses are generally smaller than in other neighborhoods in Laramie, and most were built in the late 19th and early 20th century. Today, the neighborhood is considered a low-income neighborhood. It was recently surveyed and determined eligible for the National Register of Historic Places, but a nomination has not been completed.

The Albany County Historic Preservation Board, in partnership with the University of Wyoming American Studies Program and the West Side League of Neighbors, has planned a series of workshops to educate and inform residents of Laramie's West Side neighborhood about the history of their houses, and how they could be rehabilitated for current use while retaining their historic character. The total cost of planning, promoting and presenting the workshops is \$14,000, paid for by a Certified Local Government grant matched by in-kind donations by volunteers with the Albany County Historic Preservation Board and the West Side League of Neighbors.

Workshop 1: Is My House Historic?

This workshop will be in the form of an open house, with a brief introductory presentation on researching historic houses. Tables will be set up to help individuals get on-the-spot information about their properties. The following agencies/institutions will be invited to man tables at the Laramie County workshop and answer residents' questions: Albany County Historic Preservation Board, Albany County Historical Society, Albany County Library, Albany County Assessor's Office, Laramie Plains Museum, American Heritage Center, SHPO, UW American Studies Program, Wyoming State Archives, and Alliance for Historic Wyoming.

The purpose of the workshop is to provide “one-stop shopping” for research and architectural history. For example, a homeowner might learn how to look up the date of his/her house using Assessor's records and Sanborn Fire Insurance maps, learn the architectural style or building type of the house, learn what information about the house and the neighborhood could be found in the various archives in Laramie, and learn about the National Register of Historic Places and its impact on property owners and residents. It is hoped that this workshop will spark an interest by homeowners in the history of their houses that will in turn lead to a greater appreciation of the West Side neighborhood and interest in retaining and rehabilitating buildings, and participating in neighborhood events.

Workshop 2: “My Windows Leak!” - How to Take Care of Your Historic House

As a follow-up to Workshop 1, this workshop will help unravel the mystery of historic preservation by demonstrating simple methods for repairing, updating and maintaining historic houses. Using before and after photos and schematic drawings, a preservation architect will make general presentations on these topics and answer residents' questions about their own homes. Participants will be encouraged to bring

photographs to share with presenters and fellow participants. Issues that will be addressed in the workshop include:

- Windows and doors: repair or replace;
- What to do about broken and deteriorated siding;
- Roof features and roofing;
- Interior features;
- Additions.

Workshop 3: Rehabilitation Walking Tour

The third and final workshop will be in the form of a rehabilitation walking tour led by a preservation architect. Based on the issues raised in Workshop 2, workshop sponsors will identify houses within the West Side neighborhood that demonstrate the most common rehabilitation problems, and selected homeowners will be asked to allow their homes to be used as living laboratories for examining these problems. The public will be invited to observe, listen and ask questions as the architect analyzes the problems and recommends solutions.

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