CASPER HISTORIC PRESERVATION COMMISSION
AGENDA
October 3, 2022

MEMBERS
Jeff Bond, Connie Hall, Robin Broumley, Pinky Ellis, Maureen Lee, John Lang, Anthony Jacobsen, Carolyn Buff, Paul Yurkiewicz, Bob King

STAFF
Liz Becher, Community Development Director
Craig Collins, City Planning Division

P &Z Liaison
Ken Bates

Meet at 8:30 AM – Location – Downstairs Meeting Room in City Hall, (200 North David Street.)

I. Call meeting to order.
   a. Approve minutes of the May 9, 2022, meeting.*(June field trip & July/August no meeting)*

II. Introduction of members/guests present

III.
1. Attendance & Potential Changes to Rules and Regulations **(Connie)**
2. Christmas Parade **(Connie)**
3. Proposed Historic Trails Center Field Trip **(Connie)**
4. Bishop Home request for support letter to obtain grant funding
5. Commission openings – Terms ending this December *(Carolyn, Pinky, Anthony, Maureen, Paul)*

IV. Old Business:
   a. OYD Committee Update – *(August 29, 2022 minutes)* **(Connie and John)**
   b. P & Z Commission Update *(No meeting in September)* **(Liaison)**
   c. Demolition Permit Update – Review of photos at meeting
      i. 2031 Mariposa Blvd.
      ii. 331 S. Jackson
      iii. 833 N. Park
      iv. 835 Missouri
      v. 918 E 2nd
      vi. 141 N. Lincoln
      vii. 4830 S. Oak
      viii. 245 N. Park
      ix. 616 E B St.
      x. 1215 S. David

xi. 1419 E. 2nd
xii. 1411 E 2nd
xiii. 420 E. 5th St.
xiv. 1445 E 2nd St.
xv. 311 S. Conwell

d. Sub-Committee reports
    i. Mapping/GIS – Completion of online map and Action Item 2.A.1 (Strategic Plan)
    ii. Social Media/Outreach/Education – (**Maureen, Paul)**

V. Other Business, public comments, and general discussion.

Next meeting is scheduled for **November 14, 2022**.

CASPER HISTORIC PRESERVATION COMMISSION
MINUTES OF THE REGULAR MEETING
May 9, 2022

In attendance: Jeff Bond, Anthony Jacobsen, John Lang, Paul Yurkiewicz, Robin Broumley, Bob King, Connie Hall, Pinky Ellis,

Absent: Maureen Lee, Erich Frankland, Carolyn Buff

Staff: Liz Becher, Community Development Director
Craig Collins, City Planning Department
Kristie Turner, Administrative Assistant III

Guest:

Jeff Bond called the meeting to order at 8:31 a.m.

Approval of Minutes

Mr. Bond asked if everyone had read the minutes of the April 11, 2022, meeting and asked if there were any corrections. No corrections were noted.

Minutes from April 11, 2022, were approved unanimously.

Introduction of Guest

James Brown, Allan Fraser, and Bart Rea

New Business

- James Brown, Allan Fraser, Bart Rea presented their report "Locating the Custard Wagon Fight" on the Battle of Red Butte. A copy of the report will be available to the group.
- May is Historic Preservation Month
  - Meeting at Black Tooth Brewery @ 4pm on May 13, 2022.
  - Jeff will call to inquire if brochures will be ready.

Old Business

Due to length of presentation no other reports or updates were discussed.

SHPO/CLG Grant Project **(Jeff/Staff)**
No Report

OYD Committee Update **(Connie and John)**
No Report

P&Z Commission

No Report

Demolition Permits **(Staff)**

No Report

Sub-Committee reports

- Ghost Signs (**John and Connie**)
  - No Report
- Brochures and Mobile App (**Paul, Jeff, Ann and Robin**)
  - No Report
- GIS map of historic properties and surveyed properties for website (**Jeff and Anthony**)
  - No Report
- Field Visits/Tours (**Robin and Connie**)
  - No Report
- Social Media/Outreach/Education (**Maureen, Paul and Ann**)
  - No Report
- Strategic Plan progress/review (**Jeff**)
  - No Report

Other Business

The next meeting will be June 13th in the Downstairs Meeting Room at City Hall.

Meeting adjourned at 10:15 a.m.

Respectfully submitted,

Liz Becher
Community Development Director

OLD YELLOWSTONE DISTRICT ADVISORY COMMITTEE MEETING
Monday, August 29, 2022 at Black Tooth Brewery – Outside Patio

The OYD held its monthly meeting at 4:00 p.m., on Monday, August 29, 2022.

Members Present:	Phillip Rael Joe Hutchison Maribeth Plocek Amber Pollock Carol Martin Tyler Cessor Karen Meyer Kelly Ivanoff Steve Freel Jamie Haigler Mike McIntosh
Members Absent:	Julie Condelario
Liaisons Present:	Renee Hahn (ARAJPB), Connie Thompson and John Lang (Historic Preservation)
Staff present:	Liz Becher
Guests present:	Garry and Tara Yake (residents), Vickie Ujvary (CPA office), Dawn Kropatsch (Montessori School), Martin Axlund (True Development – Brick & Bond), Police Chief Keith McPheeters, Carla Mills-Laatsch (City Licensing Specialist)

CALL TO ORDER:

Chairman Pollock welcomed everyone, ascertained a quorum, and called the meeting to order at 4:03.

APPROVAL OF THE JULY 25 MINUTES:

Chairman Pollock asked for the approval of the July 25, 2022 meeting minutes. Mr. Cessor moved to approve the minutes, Ms. Meyer seconded. All members voted aye; minutes were approved.

INTRODUCTION OF GUESTS/PUBLIC COMMENTS:

With the large number of guests, Chairman Pollock asked everyone to introduce themselves.

OLD BUSINESS:

Note: Chairman Pollock put the Agenda Items on hold to allow time for the New Business topics.

NEW BUSINESS:

Ash Street/Concert Event Issues - All
Chairman Pollock abstained from the discussions.

The discussions were a group sharing of issues surrounding the summer concerts in the OYD. The neighborhood residents and businesses shared that while they love the live, work, play goals of the OYD, there were issues with the recent concert events. The comments are summarized:

- The Gaslight concerts are loud – most recently the past Saturday night. Neighborhood buildings feel the vibrations. Sound checks appear to go longer than necessary.
- Three (3) Mini-"bombs" were deployed by the concert vans in the alley on July 20 at 1:58 a.m. The noise rattled the neighborhood and awakened the residents who attempted to personally reach out to the revelers.
- Communication to the OYD neighbors is poor about when events will be held. Little notification. There has been a lack of response to calls into the Gaslight management and ownership.
- Ash Street is closed for an unreasonable time for concert set-up – many times from 10 a.m. the day of, until 3 a.m. after the concert. Business access MUST be flagged on the street cones. Customers to the area are of all ages and physical abilities.
- Garbage is excessive after the concerts and the neighborhood has to self-clean.
- Some businesses reported that personal gates were left open into yards following concerts.
- David Street Station events have been okay.
- Police foot patrol is welcomed. Questions arose about event security protocols.
- Bus parking would preferred in the alley, not on the street.
- ART Walk nights bring many kids along Ash Street.
- Montessori School still needs alley access for parent pickups even on concert nights.
- Rats have been seen in trash dumpsters after concert events.

In summary, everyone agreed that the OYD needs a Win-Win. The Police Chief shared the decibel maximum (65 after 9 p.m.) and the need to ensure that concerts have egress plans in place for the attendees. He will follow-up with Pete Maxwell (one of the

Gaslight owners). Carla Mills-Laatsch said she would review the City's application/process for downtown events.

Neighborhood Development Plans/Discussion – Martin Axlund

Mr. Axlund shared that his development team is completing the Black Tooth Brewery project, and the retail and food fits for the Nolan. The townhome projects (3 along David and 4 along Midwest) are starting. The townhomes will each be 2,500 sf with a 1,000 sf rooftop space. He shared that the Nolan townhomes will be the first market-rate project in the OYD. The townhomes are listed at $925,000 each. He shared that Nolan West will be the properties along Ash Street; the former warehouse west of ART 321 will be undergoing redevelopment; and the former Stalk-ups lot will see future development. He stated that Brick & Bond (True Companies) is committed to the OYD.

Property Activity in the OYD

Mr. Cessor announced that a new mural has been painted on the west wall of ART 321.

OTHER BUSINESS:

Historic Preservation Commission Liaison Report

No report.

ARAJPB Liaison Report

No report.

NEXT MEETING:

The next meeting is scheduled for September 26 at 4:00 p.m. Located TBD.

ADJOURN:

A motion was made to adjourn. The business meeting adjourned at 5:06p.m.

(Minutes prepared by Liz Becher)
Respectfully Submitted,

Amber Pollock
Chairperson

From: Susan Bishop
To: Craig Collins; Planning; Jeff Bond
Cc: Randy Hein; "Erich Frankland"
Subject: FW: Request for Letter of Support for the Cadoma Foundation (Historic Bishop Home.
Date: Friday, September 16, 2022 7:19:56 AM

CAUTION: This email originated from outside of the organization. Do not click links or open attachments unless you recognize the sender and know the content is safe.

Hi Craig and Jeff,

I have not received a response to my request, so am resending to ensure that you received it. Please let me know if you are willing to provide a letter of support for our Wyoming Cultural Trust Fund grant. I am sending this follow up from my personal email because one of our patrons said their email showed it was suspicious. Hope to hear either yea or nay from you soon.

Thanks for your consideration.

Susan

From: info@cadomafoundation.org <info@cadomafoundation.org>
Sent: Sunday, September 11, 2022 3:26 PM
To: 'planning@casperwy.gov' <planning@casperwy.gov>; Jeff Bond <jeff@heinbond.com>
Subject: Request for Letter of Support for the Cadoma Foundation (Historic Bishop Home.

Dear Craig and Jeff,

The Cadoma Foundation is submitting a grant request to the Wyoming Cultural Trust Fund to install air conditioning in the Historic Bishop Home. The grant requires three letters of support. In the past, the Casper Preservation Commission has supported our requests, and I hope that we can count on you again. The suggested plan recommends that we install two systems; one for the 2nd and 3rd floor and a separate one for the main floor. The construction of the house makes it possible to install vents and returns with sensitivity to the historic structure. The cost is about $15,000 for each system. The technician suggested installing the ducts and vents in the crawl space that surrounds the attic room on 3 sides. The vents would be in the ceiling of the second floor and a wall in the attic. For the first-floor system the vents and ducts would run through the crawl space accessed from the basement. The cooling units would sit in the west side yard and the lines could run adjacent to the downspouts. We believe this plan would allow for minimum effect on the historic architecture and integrity of the home.

Due to the cost, we plan on doing one system at a time starting with the 2nd and 3rd floors. We have tried to keep the home in the period of 1907; however, the past two summers have proven the environment of the home to be extremely warm. The temperatures have reached

over 90 degrees inside on several days which has raised concerns about the effects on the home's collections. Additionally, the environment is uncomfortable for staff and visitors. While air conditioning would address both concerns, it would provide the additional benefit of allowing the home to be used for more events during the summer months.

The home is becoming a greater destination site for tourists and the community. Each year our traffic has increased. We believe the home serves a vital purpose for the community as the only historic house museum open to the public. Please let me know if the Commission could provide a support letter for our grant request. The grant deadline is October 1. We would like to complete our submission by September 25. If you agree to a support letter, we will need it on the Commission's letterhead, signed by a representative and sent to me as a pdf or word document attachment—whichever is easier for you.

I truly appreciate you considering this request and am willing to provide any assistance. Please do not hesitate to ask me for clarification or more information.

In gratitude,

Susan

Susan Bishop
President

Cadoma Foundation
Phone: 303 722 9322 Mobile: 307 235 5277
Web: www.cadomafoundation.org
Email: info@cadomafoundation.org

Meeting date		Jeff Bond		Robin Broumley		Carolyn Buff		Frank "Pinky" Ellis		Erich Frankland		Connie Hall		Anthony Jacobsen		Bob King		John Lang		Maureen M. Lee		Paul Yurkiewicz
10-Jan-22		x		x		x								x		x		x				x
14-Feb-22 Field Trip- M Building		x		x		x						x		x		x		x		x		x
14-Mar-22		x		x		x		x				x		x		x		x		x		x
11-Apr-22		X		x		x		x				x		x		x		x				x
9-May-22		x		x				x				x		x		x		x				x
13-June-22 Field Trip - 724 S. Durbin		x		x		x		x				x		x		x		x		x		x
July/August - No meetings																						
12-Sept - 22 - Field Trip Battlefield Tour												x		x				x				

CASPER

HISTORIC PRESERVATION PLAN 2019

PREPARED FOR

City of Casper &
Casper Historic Preservation Commission

PREPARED BY

Preservation Solutions LLC
August 2019



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Acknowledgements

CITY OF CASPER

Charles Powell, Mayor

Kenneth Bates	Shawn Johnson
Steve Freel	Khrystyn Lutz
Bob Hopkins	Ray Pacheco
Mike Huber	Chris Walsh

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Craig Collins, City Planner, City Staff Liaison
Dee Hardy, Planning Associate
Kenneth Bates, City Council Liaison
Terry Wingerter, Planning & Zoning Comm. Liaison
Jeff Bond, Chair

Maureen Lee, Vice Chair	Constance Lake
Ann Berg	John Lang
Robin Broumley	Carrie Merrill
Frank “Pinky” Ellis	Connie Hall
Cynthia "Cyd" Grieve	Dandee Pattee

WYOMING STATE HISTORIC PRESERVATION OFFICE

[vacant], Certified Local Government Coordinator
Brian Beadles, Historic Preservation Specialist
Shane McCreary, Cultural Records Manager

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Sheri Freemuth
Preservation Planner

Introduction

Casper's heritage dates back to the mid-1800s and extends through the twentieth century, during which time it has experienced boom times of meteoric growth as well as periods of recession. With continued pressure for growth and infill development citywide, it is important that the City ensure it effectively manages and balances the maintenance of its cultural resources in concert with new development.

When integrated into the planning process and targeted at identifiable areas, historic preservation provides a level of certainty and permanence that is necessary to attract investment. Preserved commercial business areas and residential neighborhoods create stability of population, a greater tax base, and less drain on municipal services. To aid the City's development and transformation in the future, the City has chosen to continue to enhance its public policy options of considering historic preservation in City actions.

Buildings, structures, and sites from the past – early farmhouses and mid-century neighborhoods, institutional and commercial buildings – provide tangible links to Casper's rich history for residents and visitors today, providing opportunities for promoting economic development and heritage tourism. Not only do Casperites value these indications of the past, but City planning and policy documents recognize the importance of the assets that are Casper's cultural resources as economic anchors in the community.

Purpose of the Preservation Plan

The Historic Preservation Plan (HPP) outlines the essential components for a viable preservation program as an integral part of Casper's community planning. The HPP is a guiding document identifying community priorities for the preservation of cultural resources and sets forth related goals, policies, and action steps toward their implementation.

It will be used by the City and its preservation partners to guide and monitor preservation efforts in the community. Businesses, property owners, and members of the general public may also use the HPP to learn about the program and the status of preservation efforts. Preservation is a part of many community interests, including housing, sustainability, transportation, livability, and economic development; therefore, the HPP

approaches historic preservation as an integral element of community development. It seeks to balance broader community objectives with its core mission of retaining cultural resources. It touches on many subjects that appear in other City planning documents while presenting additional program-specific actions related to the components of a complete preservation program.

Across the country, municipalities turn to historic preservation as an effective means of enhancing their quality of life, fostering economic development, and building community pride. To guide historic preservation efforts, it is accepted best practice to complete a preservation plan to assist policy makers and community leaders with the often interrelated and overlapping programs and procedures regarding historic preservation. The intent of the HPP is to outline goals and related, specific action steps toward those goals to preserve, develop, and maintain historic buildings, structures, and sites over the next ten years. The plan includes recommendations for strengthening protection efforts, encouraging preservation as an economic development tool, cultivating public awareness and partnerships, as well as increasing heritage tourism efforts.

This program receives federal funds for the identification and protection of historic properties. Under Title VI of the Civil Rights Act of 1964 and Section 504 of the Rehabilitation Act of 1973, the U.S. Department of the Interior prohibits discrimination on the basis of race, color, national origin, age, or handicap in its federally assisted programs. If you believe you have been discriminated against in any program, activity, or facility as described above, or if you desire further information, please write to: Chief, Office of Equal Opportunity Programs, United States Department of the Interior, National Park Service, 1849 C Street NW, MS-2740, Washington, D.C. 20240.

This publication has been funded in part with federal funds from the National Park Service, Department of the Interior. However, the contents and opinions do not necessarily reflect the views or policies of the Department of the Interior.

Benefits of Preservation

Preservation has intrinsic value not only in celebrating a community's history and prehistory, but dozens of studies conducted nationwide have demonstrated that historic preservation is an economically sound, fiscally responsible, and cost-effective strategy that produces visible and measurable economic benefits to communities.



139 N. Grant St.

Nationally known real estate professional Donovan D. Rypkema, author of *The Economics of Historic Preservation*,[1] emphasizes that commitment to preservation may be one of the most effective acts of fiscal responsibility governmental entities can undertake. The State of Wyoming and the federal government recognize the role preservation can play in strengthening local economies. To encourage sustainable communities and preservation of important cultural resources they provide incentives to encourage rehabilitation of historic buildings and other preservation activities. (See Appendices B and C for specific federal and state financial incentives.)

Nationwide, the most successful revitalization efforts incorporate historic rehabilitation as the core of their strategies. These efforts demonstrate time and again that the most successful approach toward creating sustainable communities combines the old and the new; capitalizing on the aesthetics and craftsmanship of earlier eras and enhancing a community's fabric and character.

Historic settings are increasingly sought after by the public because they offer quality craftsmanship and materials, provide authenticity and variety, and encourage human interaction in a familiar context. Moreover, preservation has demonstrated practical value as a tool for economic development and environmental stewardship. Studies conducted by various institutions and organizations, including Rutgers University, the National Trust

[1] Donovan D. Rypkema, *The Economics of Historic Preservation: A Community Leader's Guide* (Washington, D.C.: National Trust for Historic Preservation, 2005).

for Historic Preservation, and the Brookings Institution, have shown preservation provides the following benefits.

1. Historic Preservation Stabilizes and/or Increases Property Values

Studies across the country have shown that in most cases listing in either the National Register of Historic Places or local historic districts stabilizes property values and nearly always enhances resale values. The value of rehabilitated properties in a community's historic core increases more rapidly than the real estate market in the larger community. Studies from Texas, New York, Philadelphia, New Jersey, Colorado, Utah, and elsewhere all reported that historic designation increased property values from between 5 percent and 70 percent.[2] The value of a property is determined by the buildings and public improvements around it; thus, rehabilitation of a historic property directly benefits adjacent property owners and nearby businesses.

2. Historic Preservation Capitalizes on Existing Public Investments

Older neighborhoods and commercial centers represent considerable taxpayer investment in infrastructure and building construction. Conservation of the historic core, older neighborhoods, and sites of historic and aesthetic value can be one of the best tools in recovering and extending the worth of past investments while stimulating new economic activity. Streets, sewer lines, sidewalks, utilities, and so forth represent considerable public investments. Historic preservation directs development toward existing infrastructure, thus avoiding the need for and cost of new improvements. Rehabilitation of individual buildings can be more attainable and stabilizing to a local economy than a single large economic development project.

3. Historic Preservation Creates Jobs

Historic preservation consistently outperforms other industries in job creation, household income, and impact on other industries. Comparatively, historic preservation activity creates more jobs than comparable new construction activity, and often produces more jobs per dollar spent than leading industries. Typically, between 60 and 70 percent of historic rehabilitation project costs go toward labor. This has a beneficial domino effect throughout the local economy as laborers on rehab projects are typically hired locally.

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[2] *Profits Through Preservation: The Economic Impact of Historic Preservation in Utah* (Washington, D.C.: Place Economics, 2013); *The Economic Power of Heritage and Place: How Historic Preservation is Building a Sustainable Future in Colorado* (Denver: Clarion Associates of Colorado, 2011); and Brookings Institution, Metropolitan Policy Program, *Economics and Historic Preservation: A Guide and Review of the Literature*. Available from http://www.brookings.edu/~/media/research/files/reports/2005/9/metropolitanpolicy-mason/20050926_preservation.pdf.

4. Historic Preservation Promotes Downtown Revitalization

Nationwide, historic preservation has proven to be an effective economic development tool for downtown revitalization efforts. The physical appearance of buildings and streetscapes reflects a community's overall vitality and economic health; rehabilitation of historic buildings not only raises individual property values, but also reinforces and often raises the property values of adjacent properties. Since 1980, the National Main Street program has provided a model that has been used by downtowns across the country to stimulate $74.73 billion in total private and public investments in more than 2,000 communities across the country; in Wyoming, the Wyoming Business Council oversees the Main Street program, which can be implemented in towns and cities of any size. Furthermore, maintaining the strength of a community's older commercial and residential areas, including both rehabilitated historic buildings and well-designed new buildings, can attract larger commercial ventures, even if they do not locate in the historic core.

5. Historic Preservation Encourages Tourism

Heritage tourism is a consistently growing industry nationwide and historic resources are among the strongest assets for attracting visitors; in 2013, 76 percent (or 129.6 million) of the 170.4 million leisure travelers in the U.S. participated in some sort of cultural or heritage activity.[3] Studies confirm cultural heritage visitors spend more and take longer trips compared to other travelers. More and more tourists are looking for the authentic "insider" experience and seek out what makes a community unique. Cultural resources directly reflect a community and region's evolution and differentiate it from other areas, providing a one-of-a-kind connection to the heritage tourist.

[3] History Colorado and Colorado Preservation, Inc., "Preservation for a Changing Colorado," 2017. Available from https://www.preservationbenefitscolorado.com/celebrating-colorado.

Preservation Landscape

Federal, State, and Local Preservation Network

A network of individuals and public, private, and non-profit organizations contributes to the interpretation and preservation of Casper's cultural resources and historic built environment. At the heart of this effort in Wyoming is the State Historic Preservation Office (SHPO), which serves as a clearinghouse for information on preservation laws, financial incentives, and activities. To guide statewide preservation activities, the SHPO produced *Wyoming's Comprehensive Statewide Historic Preservation Plan, 2016-2026*.

The SHPO reviews projects in accordance with Section 106 of the National Historic Preservation Act of 1966 (as amended) and other state and federal statutes. It also administers important federal preservation programs of the National Park Service (NPS), including the Community Preservation Program (also known as Certified Local Government) and the Federal Historic Preservation Tax Incentives Program, and is the go-to for adding Wyoming properties to the National Register of Historic Places.

The City of Casper is partnered with the Wyoming SHPO and NPS through its designation as a Certified Local Government (CLG). Together, and with the many partner organizations listed below, they make up Wyoming's preservation landscape. See Appendix A for more.

Preservation Network	Public	Private
Federal/ National	National Park Service (NPS) Advisory Council on Historic Preservation	National Trust for Historic Preservation (NTHP) Preservation Action Nat'l Alliance of Statewide Organizations National Alliance of Preservation Commissions National Main Street Center American Assoc. of State & Local History Association for Preservation Technology Society for American Archaeology
State	State Historic Preservation Office (SHPO) Regional Offices for the NPS Wyoming Main Street	Alliance for Historic Wyoming Wyoming State Historical Society (WSHS) Regional Offices for the NTHP
Local	Casper Historic Preservation Commission Natrona County Historic Preservation Commission	Natrona County Chapter of the WSHS Fort Caspar Museum Other local history & preservation orgs.

Preservation in Casper

The City of Casper, in cooperation with the Casper Historic Preservation Commission, should be commended for their accomplishments over the years. For more than three decades, the people and government of Casper have engaged in the active preservation of their history, culture, and architecture. The programs and initiatives of both private and public institutions have fostered an understanding and acknowledgment of the city's historic significance and relevance in state and national contexts. Casper's citizens may be justifiably proud of the accomplishments their efforts have enabled. These efforts can be attributed to private organizations and the taxpayer, City of Casper Planning Department, and the Casper HPC.

Private Organizations

Until the establishment of publicly funded programs, historic preservation in Casper and Natrona County was restricted to the endeavors of private citizens. Civic efforts resulted in the preservation of pioneer sites and structures and the collection of artifacts of importance to the city and county. The earliest historic preservation activities in the county were the focus of clubs and member organizations, such as the Freemasons and the Daughters of the American Revolution.[4] Their work in the late 1910s and early 1920s resulted in the marking of Independence Rock and the Fort Caspar site. Local preservation efforts gained momentum in 1925 when citizens established the Natrona County Historical Society (NCHS), itself an outgrowth of an early pioneer organization.[5] The work of the NCHS resulted in acquisition of much of what is now Fort Caspar Museum and the collection of historical artifacts and archival materials.

A half-century later, in May 1981, the NCHS co-sponsored with the Casper-Natrona County Planning Office what appears to be the city's first official observance of Historic Preservation Week, an event that was part of a month-long program of the National Trust for Historic Preservation celebrating preservation successes and educating the public on preservation topics.[6] This was an early and significant collaboration of private and public

[4] "Masonic Fete Draws Hundreds, Trail Markers to Be Unveiled," *Casper Star-Tribune*, July, 3, 1920, 1.
[5] "Historians of Natrona Form Organization," *Casper Star-Tribune*, January 22, 1925, 1.
[6] Historic Preservation Month began in 1973 as an educational program of the National Trust for Historic Preservation. Many state and local organizations use this to promote programs and events. "Historical Week Marked," *Casper Star-Tribune*, May 13, 1981, C4.

entities, a partnership that continued through the mid-1980s with the planning of a historic resource survey. This survey would be the first systematic attempt by the local government to inventory historic sites in Natrona County.[7] In 1985, the County received a $13,000 federal grant, administered through the SHPO, to survey historic buildings and archaeological sites and to conduct oral histories of longtime residents.[8] In June 1986, the Board of County Commissioners established the Natrona County Historic Preservation Commission, and tasked the panel with overseeing the survey project.

This interest in local history and historic sites coincided with a renewed focus on revitalizing downtown Casper. In July 1985, the City Council approved Resolution 85-110 authorizing the City's participation in the Main Street Program, which was administered by the State of Wyoming.[9] The local program was managed jointly by the City, the Casper Downtown Association, and the Casper Downtown Development Corporation.[10]

Casper Historic Preservation Commission

The City of Casper then formed its own historic preservation program on September 1, 1987, when the Council adopted Ordinance No. 66-87 establishing the Casper Historic Preservation Commission (CHPC) and outlining the program's structure.[11] The commission was comprised of volunteers with varied interests and expertise in historic preservation and facilitated by City Planning Department staff. With Certified Local Government (CLG) status in place by the end of September 1987, a grant from the Wyoming State Historic Preservation Office (SHPO) funded the CHPC's first project – survey of 45 buildings and seven nominations to the National Register of Historic Places.[12] (It is unclear which NRHP listings were a result of this endeavor, as SHPO and NPS records show no nominations between 1983 and 1993.)

An early test of the CHPC and its staff liaison was in handling inquiries about the proposed South Wolcott Street Historic District, "a [National Register of Historic Places] project undertaken independently by the SHPO, largely without the concurrence of the City."[13] The district was successfully nominated in November 1988 around the same time the

[7] "Historical Society Sets Special Meeting," *Casper Star-Tribune*, January 23, 1986, C1.
[8] "Historical Site Survey Slated For County," *Casper Star-Tribune*, November 1, 1985, A3.
[9] Today, the Wyoming Business Council administers the Wyoming Main Street Program. For more information about the program, see Appendix C.
[10] "Legal Notice," *Casper Star-Tribune*, July 22, 1985, A11; "GOP Women Slate Meeting," *Casper Star-Tribune*, February 26, 1986, B3.
[11] CLG Certification Documents, 1987 (Wyoming SHPO files).
[12] Wyoming CLG Annual Report Form for 1987, Feb. 1988, 2; Casper Historic Preservation Commission Activities, 1987-91, 1.
[13] Casper Historic Preservation Commission Activities, 1987-91, 1.

Casper Planning Department transferred CHPC administrative responsibilities to Fort Caspar and contracted for a HPC coordinator.[14]

Public education activities dominated CHPC efforts from 1988 to 1991, particularly since other initiatives like survey and National Register nominations for which they applied to the SHPO for funding but did not receive assistance. The CHPC met on December 19, 1991, for an important strategy session at which the commission developed goals and plans for the next three years.[15] As a result, the CHPC sponsored a variety of preservation and public history projects between 1992 and 1996, including: National Register nominations; a Multiple Property Documentation Form (MPDF) and two related nominations covering buildings in Casper designed by the local architectural firm Garbutt, Weidner, and Sweeney; survey of Oregon Trail sites; interpretive signage at the Mormon Ferry Crossing, along the Platte River Parkway, and in the downtown area; production of a historic tour brochure; and the reprinting of Robert Spurrier Ellison's 1930 publication *Independence Rock: The Great Record of the Desert*.

Despite these successes, the CHPC staff liaison regularly noted in annual reports of the mid-1990s the challenges in preserving historic properties due to lack of available funding and absentee owners. A renewed focus on these challenges was the topic of a day-long conference in April 1996 on empty buildings, which was jointly hosted by the Casper HPC and the Wyoming SHPO.[16] Empty buildings in downtown Casper prompted a group of concerned citizens to form the nonprofit organization Historic Casper in order to promote storefront renovations, downtown residential development, removal of non-historic facades on historic buildings, and reuse of abandoned buildings.[17] The group was short-lived and disbanded in July 1997.

The success of the historic tour brochure, produced with CLG grant funding in 1993-94, resulted in reprintings and revised printings in the late 1990s and early 2000s. Commissioners promoted the CHPC, downtown Casper, and the popular brochure by giving tours. Spin-off educational promotions included "Where is it? A Local Puzzler," a regular feature in the *Casper Journal* that included a photograph of a local architectural element, and "Days Gone By," a weekly television spotlight on local history.[18]

[14] Casper Historic Preservation Commission Activities, 1987-91, 1; "Legal Notice," *Casper Star-Tribune*, November 25, 1988, B11.
[15] Memo from Edna Kennell to Members of the Historic Preservation Committee, Nov. 20, 1991.
[16] "Meeting Today on Restoring Casper's Empty Buildings," *Casper Star-Tribune*, April 27, 1996, C1.
[17] Memo to Historic Casper members from Carol Plummer, Treasurer, August 11, 1996.
[18] Wyoming CLG Annual Report Form for 2001, Mar. 2002, 2.

In the mid-2000s, the CHPC's annual reports note completion of an increasing number of reviews of and comments upon proposed cell tower projects and their potential impacts on cultural resources.[19] In 2005, the CHPC, SHPO, and General Services Administration (GSA) signed a Memorandum of Agreement (MOA) detailing the mitigation for the demolition of the GSA's historic Morad Building located at 133 S. Wolcott Street.[20] Meanwhile, the CHPC maintained efforts to nominate properties to the NRHP, and in 2008, at the City's request, the federal government designated Casper a Preserve America community, an honor administered by the Advisory Council on Historic Preservation recognizing communities that protect and celebrate their heritage and use their historic resources for economic development and community revitalization.

Casper again hosted the state's annual historic preservation conference in 2011, and since then the CHPC has largely focused on downtown Casper. Discussion of a possible downtown historic district led to the completion of a "sidewalk survey" of downtown buildings followed by hiring Preservation Solutions LLC to complete a cultural resource survey.[21] Two phases of survey in the downtown and Old Yellowstone districts took place through 2015 culminating in a report identifying NRHP-eligible properties and recommending potential historic district boundaries.[22] After years of focus on the historic downtown – by private citizens, advocacy and development groups, and the CHPC – the Casper Downtown Historic District was entered into the National Register of Historic Places on October 17, 2016.[23]

Concurrent to the district listing process, the City hosted public meetings and listening sessions in order to update its multi-year comprehensive plan. The City's Planning Department interviewed the CHPC and members participated in discussion that helped shape the plan, which was published in 2017 as *Generation Casper*.

[19] These reviews were part of the Section 106 review and compliance process. See Appendix A for an elaboration.
[20] Summary of Annual Reports, 2001-2016, Casper HPC files.
[21] Wyoming CLG Annual Report Form for FY2013, December 31, 2013, 5.
[22] Wyoming CLG Annual Report Form for FY2015, December 31, 2015, 5.
[23] Wyoming CLG Annual Report Form for FY2016, December 31, 2016, 4.

Timeline of Local and Regional Preservation Activities

* Endeavors not funded or managed by the City of Casper

1925	Natrona County Historical Society established*
1936	Fort Caspar Museum established, buildings reconstructed*
1966	Independence Rock first Natrona County property listed in NRHP*
1967	First full-time paid staff at Fort Caspar Museum
1971	Fort Caspar first Casper-area property listed in NRHP
1981	First local observance of Historic Preservation Week in May, coordinated jointly by Natrona County Historical Society and the Casper-Natrona County Planning office
1982	City of Casper builds visitor center at Fort Caspar Museum
1985	Natrona County Historic Preservation Committee forms; awarded $13,000 for survey historic buildings and archeological sites and oral histories*
1986	Downtown Casper Main Street forms; Board of County Commissioners approves formation of the Natrona County Historic Preservation Commission
1987	Downtown Casper Development Corporation reveals Casper Downtown Development Plan; City of Casper becomes Certified Local Government (CLG)
1988	Downtown Development Authority (DDA) formed; City contracts with Fort Caspar to coordinate CLG business; South Wolcott Street Historic District listed in NRHP*
1990	Beginnings of first local inventory of cultural resources
1992-93	Four NRHP nominations and one property survey completed and interpretive signage installed at the former Mormon Ferry Crossing
1993-94	Historic Tour Brochure produced (15,000 copies printed), and interpretive signage installed along the Platte River Parkway
1994-95	Casper HPC sponsors reprint of Robert Spurrier Ellison's 1930 publication *Independence Rock: The Great Record of the Desert*
1995-96	Casper HPC partnered with DDA and the Visitor and Convention Bureau to install interpretive signage downtown; MPDF and two related NR nominations completed documenting Casper buildings designed by architectural firm Garbutt, Weidner, and Sweeney
1996	Historic Casper forms with the objective of revitalizing the downtown area*
1997	Historic Casper dissolves due to lack of interest
2002	National Historical Trails Interpretive Center opens*
2004	Alliance for Historic Wyoming established*
2008	Federal government designates Casper a Preserve America community
2011	Casper hosted annual Preserve Wyoming conference; Casper HPC partnered with DDA to design historic-themed banners for downtown
2012	Historic Preservation Program Rules and Regulations Updated
2014-15	Downtown Casper and Old Yellowstone districts surveyed
2016	Casper Downtown Historic District added to NRHP

Previous Activities – National Register Listings

National Register Property Name	Location	Date Listed
Independence Rock	Highway 220, SW of Casper	1966
Fort Caspar	4001 Fort Caspar Rd	1971
Pathfinder Dam	SW of Casper	1971
Casper Buffalo Trap	Restricted	1974
Bridger Immigrant Road---Waltman Crossing	West of Casper	1975
Fort Caspar (Boundary Increase)	4001 Fort Caspar Rd	1976
Martin's Cove	SW of Casper	1977
Stone Ranch Stage Station	NW of Casper	1982
Midwest Oil Company Hotel	136 E 6th St	1983
Townsend Hotel	115 N Center St	1983
South Wolcott Street Historic District	S of Downtown Casper	1988
Rialto Theater	100-201 E 2nd St	1993
Consolidated Royalty (Conroy) Building	137-141 S Center St	1993
Casper Fire Department Station No. 1	302 S David St	1993
Natrona County High School	930 S Elm St	1994
Tribune Building	216 E 2nd St	1994
North Casper Clubhouse	1002 E L St	1994
Casper Motor Company--Natrona Motor Co.	230 W Yellowstone Hwy	1994
Church of Saint Anthony	604 S Center St	1997
Elks Lodge No. 1353	108 E 7th St	1997
Roosevelt School	140 E K St	1997
Kerr Federal Building	111 S Wolcott St	1997
Bishop House	818 E 2nd St	1998
Ohio Oil Company Building	159 N Wolcott St	2001
Casper Army Air Base	8500 Fuller St	2001
Masonic Temple	105 N Center St	2005
Grant Street Grocery and Market	815 S Grant Ave	2008
Odd Fellows Building	136 S Wolcott St	2009
Turner--Cottman Building	120-130 W 2nd St	2015
Dean Morgan Junior High School	1440 S Elm St	2016
Casper Downtown Historic District	Downtown Casper	2016

Previous Activities – Cultural Resource Survey

Survey Project	**Date**
Survey undertaken by Natrona County HPC	1985-86
Casper HPC's first survey, approx. 45 buildings	1987-88
4 buildings (Natrona County High School, North Casper Clubhouse, Natrona Motors Building, and Tribune Building) and two sites (Child's Fork of the Oregon Trail and Mormon Ferry Crossing)	1992-93
Downtown & Old Yellowstone Districts - Phase I	2014
Downtown & Old Yellowstone Districts - Phase II	2015

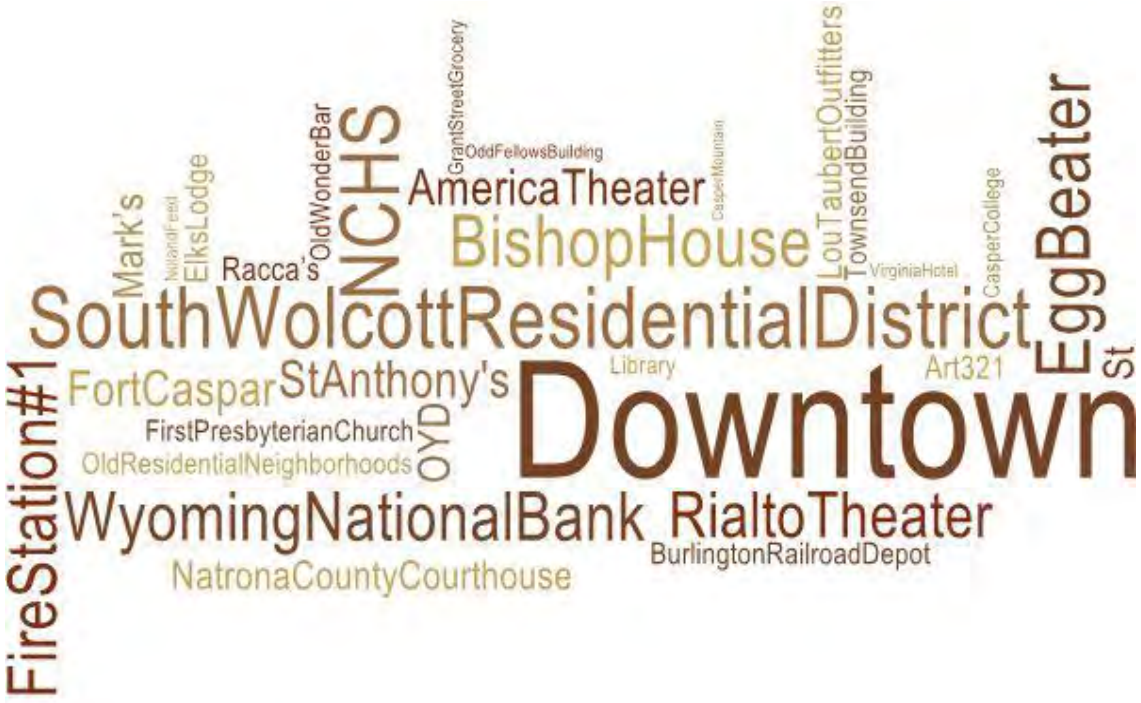
Status of Historic Preservation in Casper

Results of Public Opinion Poll

For over five months, from October 2018 through February 2019, a public opinion poll was undertaken to gather thoughts and opinions from the general public regarding historic preservation in Casper. Almost two hundred (181) respondents completed the survey either online or on paper copies circulated by CHPC. Results of the public input are illustrated in Appendix G.

Overall, respondents indicated strong support of preservation activities citywide. Retention of community character and an improved understanding of the past were identified as the top reasons such activities are important to Casperites.

The vast majority of respondents (~78%) were longtime (20y+) residents of Casper and are lay citizens that identified simply as "interested in Casper's preservation" (~75%). Respondents ranged in age from 18 to over 65 years of age. The Word Cloud below illustrates which buildings respondents found most important to Casper's identity.



The poll documented respondents only somewhat agree that Casper recognizes and appreciates its own historic resources. Downtown and the historic commercial core was overwhelmingly listed as the most threatened of Casper's historic resources. Lack of interest/understanding, development pressure, and lack of funding were the top three identified threats.

Poll data indicates the top priorities upon which the CHPC should focus efforts are in the following areas:

- Education to increase broad understanding of historic preservation
- Funding for preservation activities
- Strengthening of the role of historic preservation in local planning

Recommendations - Goals & Action Steps

Overview

Casper has, over the years, initiated a number of efforts to preserve its cultural resources. In place over thirty years, Casper's historic preservation program has cultivated a strong community commitment to its heritage and historic resources.

Continued development of a preservation program within the context of City planning can provide a level of stability that is necessary to attract investment by means of preserved landscapes that accommodate appropriate new construction. Furthermore, conservation of historic and prehistoric resources is one of the best tools toward leaving a legacy of Casper's heritage while fueling new economic and educational activity.

To aid the city's development and transformation in the future, the City should continue to implement public policy promoting preservation in targeted areas, while integrating it into the City's planning and land use processes.

Based on review of past performance, existing conditions, and public input, three major goals have been identified. The City's historic preservation program would benefit from the policy objectives and action steps specifically outlined under the following goal categories (related Action Steps are compiled in a prioritized list on page 32):

Goal 1: Strengthen Historic Preservation Efforts

Goal 2: Cultivate Public Awareness and Partnerships

Goal 3: Encourage Preservation as an Economic Development Tool

Goal 1: Strengthen Preservation Efforts

As a seasoned CLG, the Casper HPC has the opportunity to amplify its historic preservation program in a variety of ways. While identification and designation are key planning tools, HPC capacity development and coordination with other City programs and departments are necessary actions toward the effective function of a citywide preservation program.

Policy Objective 1.A: Strengthen the Capacity of the Historic Preservation Program

Action 1.A.1: Staff and HPC Training

Who: City, HPC

When: 2020, ongoing

How: City staff, and HPC members attend annual SHPO and/or *National Alliance for Preservation Commissions* trainings and workshops; reach out to these entities and other partners for technical assistance; seek out relevant webinars to attend regularly as a group.

Considerations: Poll data indicates "Education of decision-makers and others who influence the fate of the built environment" (Question 7) and "Strengthen the role of historic preservation in local planning and community revitalization" (Question 10) as high priorities.

Action 1.A.2: Expand HPC Network

Who: City, HPC

When: 2020-2022

How: Network among the building trades, realtors, Chamber of Commerce members, diverse populations, and so forth; invite directly; if necessary, adjust bylaws to accommodate at least a few more members to ensure quorum is easily attained for all scheduled meetings.

Considerations: Confirm if there are any present or pending vacancies; include a non-voting student position to tap into the area collegiate network. Additional means by which to provide more capacity to constituents include requesting involvement and guidance from SHPO, as well as contracting a professional preservation consultant for 5-10 hours per month using a small amount of City funds or a CLG grant.

Action 1.A.3: Actively Participate in Section 106 Consultation

Who: HPC, SHPO, applicable federal agencies (e.g. WYDOT, BLM, HUD, GSA, etc.)

When: 2020, ongoing

How: Notify SHPO of HPC interest in notification and participation in all forthcoming federally triggered projects; actively participate in the development of mitigation efforts to resolve proposed Adverse Effects to historic properties.

Considerations: Section 106 regulations place major emphasis on consultation with interested parties. The HPC should take an active role in participating in the project review and comment process. See Appendix A for more information on Section 106. Further, poll data indicates "Development pressure, teardowns, and sprawl" and "Lack of interest/awareness/lack of understanding of the value and fragility of heritage buildings/sites (Question 5) as the most serious threats facing historic properties. An informed and engaged HPC could address these threats.

Policy Objective 1.B: Coordinate City Guiding Policies with Preservation Planning

Historic preservation is an important tool in Casper's economic development, sustainability, public health, housing, and land use toolkit. In this respect, it is a vital part of broader community development policies and objectives. Coordinated efforts across City divisions will strengthen the program.

Action 1.B.1: Amplify preservation language in City guiding documents where needed

Who: City, HPC

When: 2023-2025

How: Review the Generation Casper Comprehensive Plan and other guiding documents; identify areas where elaborations or implementation strategies can facilitate execution specific goals.

Considerations: See Generation Casper's Strategic Action Plan Table 5-2, #2 and #20. These specifically call out City and HPC actions related to training, heritage tourism, historic building survey, and financial incentive packages for rehabilitation, which were further substantiated by the public opinion poll and this Plan.

Action 1.B.2: Expand monitoring and reporting of the preservation program to assure a high level of performance

Who: City, HPC

When: 2020, ongoing

How: Develop a simple reporting form measuring program activity and tracking progress against the Goals and Action Steps outlined herein; amplify the existing reporting protocol for sharing information about HPC actions with both the Planning and Zoning Commission and City Council by implementing proactive in-person engagement conducted not just by City staff, but by the HPC commissioners themselves.

Considerations: Poll data identifies the education of "decision-makers" as a top priority (Question 7); familiarizing municipal representatives, which inherently change regularly, is an ongoing process of explaining the role of the HPC and each of the programs it oversees at the local level.

Action 1.B.3: Horizontally integrate historic preservation into other City planning/development efforts

Who: City, HPC, City Council, other relevant commissions (e.g. Planning and Zoning Commission, Architectural Review Committee)

When: 2023, ongoing

How: Coordinate and conduct an annual interdepartmental work session related to cultural resources; collaborate within City departments to promote best practices and benefits of historic preservation; establish annual goal-setting sessions with other City departments; ensure mutually supportive actions and identify any areas of concern; link all previous survey data into the City GIS system to facilitate easy mapping as a planning tool.

Considerations: Coordinate with Natrona County entities and County HPC as well if deemed useful/necessary. Proactively keeping City departments and boards apprised of HPC actions and policies boosts the effectiveness of HPC efforts.

Policy Objective 1.C: Identification and Designation

By improving two fundamental historic preservation tools – historic resource inventory and historic register listings – the City can provide property owners with economic development tools, streamline federal project review, and substantiate other preservation planning efforts. Additionally, the identification of properties eligible for listing in the National Register is a key component of economic development (see Goal 3 below).

Action 1.C.1: Develop a Survey Plan

Who: City, HPC

When: 2023-2025

How: Identify planning needs, citizen interest, available funding, and nature of historic resources; identify sources for future research, historical themes, expected property types, and geographic areas that appear to contain a high concentration of historic resources; develop a plan to efficiently document these areas based on Commission priorities.

Considerations: Themes upon which survey could be directed include Depression-era New Deal projects (e.g. WPA and CCC resources), cultural influences of immigrants and minorities (e.g. Scandinavian builders, African American history), site-specific historic events potentially warranting place markers (e.g. historic trail, important building that is no longer extant), Standard Oil Addition (270+ acres SW of downtown), Mid-Century Modern architecture, and the works of locally prominent architects/builders (e.g. Leon Goodrich, William Dubois); additional survey themes could include North Casper, the mixed industrial-residential area east of downtown near the railroad tracks, Casper Mountain Hogodon Ski Area/Eadsville, Valley Hills mid-century residential neighborhood, Casper College, institutional buildings citywide (i.e. schools, churches, government buildings), and updates of previous NRHP listings (e.g. Wolcott Historic District, Garbutt & Widener MPDF).

Action 1.C.2: Undertake Pre-Redevelopment Survey

Who: HPC, HP students, volunteers

When: 2023, ongoing

How: Apply for CLG grant; hire a qualified preservation professional; include volunteer support from HPC and HP students from Casper College.

Considerations: As both publicly funded and private redevelopment projects are anticipated, at least reconnaissance-level pre-demo survey should be completed, particularly for buildings more than 45 years of age; SHPO can provide technical assistance as to best practices for inventory of historic resources.

Action 1.C.3: Pursue Multiple Property Documentation Form (MPDF) "Historic Residential Resources of Casper"

Who: City, HPC

When: 2026-2029

How: Apply for CLG grant; hire a qualified preservation professional

Considerations: Though some of Casper's early twentieth century grand, high-style homes have been listed in the National Register, there are a high number of working-class cottages, multi-unit dwellings, and mid-century neighborhoods that retain integrity and warrant documentation.

Implementation Table – Goal 1

Goal	Policy Objectives and Action Steps	2020-2022	2023-2025	2026-2029
Goal 1: Strengthen Protection and Preservation Efforts	**Policy Objective 1.A: Strengthen Capacity of Historic Preservation Program**			
	Action 1.A.1: Staff & HPC training	ongoing		
	Action 1.A.2: Expand HPC Membership			
	Action 1.A.3: Actively Participate in Section 106 Consultation	ongoing		
	Policy Objective 1.B: Coordinate County Guiding Policies with Preservation Planning			
	Action 1.B.1: Amplify preservation language in City guiding documents as needed			
	Action 1.B.2: Expand monitoring and reporting of the preservation program to assure a high level of performance	ongoing		
	Action 1.B.3: Horizontally integrate preservation into other County planning/development efforts		ongoing	
	Policy Objective 1.C: Identification and Designation			
	Action 1.C.1: Develop a Survey Plan			
	Action 1.C.2: Undertake Pre-Redevelopment Survey		ongoing	
	Action 1.C.3: Pursue MPDF “Historic Residential Resources of Casper”			

Goal 2: Cultivate Public Awareness & Partnerships

Public awareness and partnerships promote policies that support preservation efforts and expand the base of preservation players, engaging partners in collaborative preservation activities. While the City staff typically acts as coordinator, advocacy efforts should be shared across a broad base of independent community organizations, private citizens, nonprofit organizations, and so forth. Leveraging the capabilities of these organizations supports broad community involvement and facilitates efficient use of City resources in other aspects of the preservation program.

Policy Objective 2.A: Increase Access to Information

Among the best practices for administering a preservation program is the provision of convenient access to information needed by property owners and other users. This includes making information on Casper's cultural resources, historic buildings, the Historic Preservation Program, and best practices for historic building maintenance and rehab readily available.

Action 2.A.1: Expand and Improve HPC website

Who: City, HPC, HP student intern

When: 2020-2022

How: Obtain a website domain that redirects to the official City HPC website; review other county HPC websites for reference; add links to the following to improve access to information about the Casper HPC and preservation, in general;

- National Register-listed properties and nominations
- Historic resource survey documents, archival research sources, and so forth
- Secretary of the Interior's Standards
- National Park Service preservation briefs for rehabilitation best practices
- List of surveyed properties, inventory forms, eligibility assessments, survey map
- Other City or County entities interrelated to HPC, as appropriate
- Natrona County Historical Society/Natrona County HPC

- Alliance for Historic Wyoming

Considerations: Access to information and transparency is a priority. Currently the City website has only minimal information and which is not easily found. Property owners, developers, and builders/constituents in general, need clear guidance for the treatment of historic resources to make informed decisions about their properties. See Spokane City/County Historic Preservation Office for an example (historicspokane.org).

Policy Objective 2.B: Raise Awareness and Promote Preservation Education

Action 2.B.1: Recognize good rehabilitation efforts

Who: City, HPC

When: 2020, ongoing

How: Step 1: develop a protocol/procedure for an annual recognition program, perhaps as part of an annual open house or during Historic Preservation Month (May); Step 2: create a form letter for City Council signatures; present to property owner; send press release to newspaper; post photos and award on City/HPC website.

Considerations: Publicly recognize private entities that undertake "responsible development" or "growing the community while preserving Casper's heritage." Poll data indicates Casperites think the most serious threat to historic resources is lack of awareness and understanding (Question 5), and that a top priority of the HPC should be education of the general public about the importance of preserving and using historic buildings (Question 7).

Action 2.B.2: Arrange rehabilitation skills training workshops for local trade workers, preservation partners, and the general public

Who: City, HPC, SHPO, Alliance for Historic Wyoming

When: 2026-2029

How: Apply for a CLG grant; coordinate with SHPO and/or Alliance for Historic Wyoming to arrange for a rehabilitation techniques training program; promote the event to both property owners and local trade workers.

Considerations: The public opinion poll indicates a desire for educational opportunities related to appropriate procedures for historic building stewardship (Question 9); HPC outreach classes at Casper College would be an effective vehicle for this action step.

Action 2.B.3: Promote preservation success stories and local history through smartphone-compatible walking and driving tours

Who: City, HPC staff, HPC, HP students

When: 2026-2029

How: Step 1: research available options and costs for compiling information, producing tours, and promotion; determine what geographic areas and/or thematic resources on which to focus. In addition to buildings, themes could include wall-painted "ghost" signs, historic trails, site-specific historic events;
Step 2: apply for tourism and/or CLG grant funding, as necessary;
Step 3: launch and promote tours.

Considerations: Many communities have produced smartphone-compatible walking tours that range from less expensive and publicly available apps to costlier custom-designed platforms. See the *Implementation Tools* section for a list of examples.

Policy Objective 2.C: Improve Partnerships and Collaboration

Action 2.C.1: Encourage public participation in the preservation program

Who: City, HPC, general public

When: 2020, ongoing

How: Hold HPC meetings and other hearings in the evening to allow for more public participation; meet in a location that can accommodate larger numbers of individuals; engage residents and property owners in researching and nominating resources for designation; regularly invite constituents to comment on City preservation activities.

Considerations: In addition to professionals, lay people should also participate in the system at a variety of levels. When property owners, builders, and/or developers understand how the system operates, they can make informed decisions about historic properties. In addition, HPC meetings could rotate locations citywide to ensure engagement with communities represented, heighten participation, and represent transparency to constituents.

Action 2.C.2: Work with economic development partners

Who: City, HPC, Chamber of Commerce, and other relevant potential partners

When: 2023, ongoing

How: Identify potential economic development partners; engage directly and consult to determine areas of mutual interest; propose inclusion of historic resources in redevelopment policies and economic development plans.

Considerations: Poll data indicates "Encourage historic preservation as an economic development tool" while maintaining historic integrity as a top priority (Question 10).

Action 2.C.3: Develop a preservation consortium to consolidate efforts and improve coordination between organizations and agencies

Who: City, HPC, and various partners listed below

When: 2023, ongoing

How: Identify and contact representatives (e.g. board members or staff) from various organizations or agencies that have a mission either wholly or partially involving history and/or cultural resources; meet regularly to share ideas, actively collaborate on promotional efforts, coordinate fundraising efforts, and so forth.

Considerations: Suggested members would include Natrona County Historical Society, Natrona County HPC, Natrona County Parks, various City and County libraries, WYDOT, BLM, and Casper College history department staff.

Implementation Table – Goal 2

Goal	Policy Objectives and Action Steps	2020-2022	2023-2025	2026-2029
Goal 2: Cultivate Public Awareness and Partnerships	**Policy Objective 2.A: Increase Access to Information**			
	Action 2.A.1: Expand and Improve HPC website			
	Policy Objective 2.B: Raise Awareness and Promote Preservation Education			
	Action 2.B.1: Recognize good rehabilitation efforts	ongoing		
	Action 2.B.2: Arrange rehabilitation skills training workshops			
	Action 2.B.3: Promote preservation successes and local history through smartphone-compatible tours			
	Policy Objective 2.C: Improve Partnerships and Collaboration			
	Action 2.C.1: Encourage public participation in the preservation program	ongoing		
	Action 2.C.2: Work with economic development partners		ongoing	
	Action 2.C.3: Develop a preservation consortium		ongoing	

Goal 3: Encourage Preservation as an Economic Development Tool

Heritage appreciation aside, historic preservation is a proven economic development tool that has demonstrated effectiveness in revitalization efforts nationwide. The City can facilitate private investment in historic buildings in a number of ways, by packaging and promoting existing incentives, efficiently approaching regulatory processes impacting private rehab projects, and investigating opportunities to develop new incentives.

Policy Objective 3.A: Utilize, Package, and Promote Existing Programs & Incentives

Action 3.A.1: Compile historic rehabilitation development incentive packages

Who: City, HPC

When: 2026-2029

How: Identify vacant, blighted, and/or currently NRHP-eligible buildings; review all available programs and incentives for applicability; create a one-page layperson's incentives guide for each particular building; see Appendices B and C for various incentive programs available.

Considerations: Poll data indicates financial incentives (i.e. grants, tax incentives, low-interest loans) are the top three tools deemed effective by Casperites (Question 8). In particular, the former Wyoming National Bank (aka Wells Fargo) building at 234 E. 1st St. would greatly benefit from local landmark listing and a preservation feasibility study.

Action 3.A.2: Notify property owners of available incentives and facilitate their use

Who: City, HPC

When: 2020, ongoing

How: Review historic building inventory information; identify good candidates for various grant programs and notify property owners; develop and generate informational handouts and website links to inform and assist property owners.

Considerations: Poll data indicates financial incentives (i.e. grants, tax incentives, low-interest loans) are the top three tools deemed effective by Casperites (Question 8). At the same time, the poll identified the need for outreach and

education in the areas of historic building rehabilitation and associated financial incentives (Question 9).

Action 3.A.3: Coordinate historic preservation incentives with economic development agencies

Who: City, HPC, Chamber of Commerce, economic development entities

When: 2026, ongoing

How: Work to identify potential partners with an economic development mission (e.g. redevelopment agencies, chamber of commerce, city and county economic development staff). Work with these partners to identify sites and property owners that may benefit from this information. Use their networks/programs to promote preservation incentives.

Considerations: Include real estate associations and the Casper Area Economic Development Alliance, particularly as it relates to any projects incentivized by the Federal Economic Opportunity Zones Program.

Action 3.A.4: Develop economic incentives to protect cultural resources

Who: City, HPC

When: 2026, ongoing

How: Step 1: Identify cultural resources with the potential to come into conflict with future development; Step 2: research incentive programs utilized by successful preservation entities nationwide; Step 3: develop incentive tools that facilitate avoidance of adverse impact and/or fund resource documentation prior to development.

Considerations: Poll data indicates financial incentives (i.e. grants, tax incentives, low-interest loans) are the top three tools deemed effective by Casperites (Question 8). Investigate options to purchase or swap land containing the most important sites for the purposes of establishing conservation easements and utilize Wyoming SHPO grants and other available funding sources, as applicable. Work to establish local preservation incentives by means of streamlined codes review, reduced landfill tipping fees, and so forth.

Any City-funded or City-facilitated projects should use nationally recognized best practices in adaptive reuse and historic preservation to avoid hindering historic integrity. Early consultation with SHPO regarding design can avoid costly delays, as can the inclusion of a preservation professional and/or an

architecture firm familiar with the Secretary of the Interior's Standards. The City should endeavor to exemplify best practices by including HPC review of and comment on proposed work on NRHP-eligible buildings whenever feasible.

Implementation Table – Goal 3

Goal	Policy Objectives and Action Steps	2020-2022	2023-2025	2026-2029
Goal 3: Encourage Preservation as an Economic Development Tool	**Policy Objective 3.A: Utilize, Package, and Promote Existing Programs & Incentives**			
	Action 3.A.1: Compile historic rehabilitation development incentive packages			
	Action 3.A.2: Notify property owners of available incentives and facilitate their use	ongoing		
	Action 3.A.3: Coordinate historic preservation incentives with economic development agencies			
	Action 3.A.4: Develop economic incentives to protect cultural resources			

Prioritized Action Steps

Tier 1 Action Steps (years 1-3)
Action 1.A.1: Staff & HPC training
Action 1.A.2: Expand HPC Network
Action 1.A.3: Actively Participate in Section 106 Consultation
Action 1.B.2: Expand monitoring and reporting of the preservation program to assure a high level of performance
Action 2.A.1: Expand and Improve HPC website
Action 2.B.1: Recognize good rehabilitation efforts
Action 2.C.1: Encourage public participation in the preservation program
Action 3.A.2: Notify property owners of available incentives and facilitate their use
Tier 2 Action Steps (years 4-6)
Action 1.B.1: Amplify preservation language in City guiding documents as needed
Action 1.B.3: Horizontally integrate preservation into other County planning/development efforts
Action 1.C.1: Develop a Survey Plan
Action 1.C.2: Undertake Pre-Redevelopment Survey
Action 2.C.2: Work with economic development partners
Action 2.C.3: Develop a preservation consortium
Tier 3 Action Steps (years 7-10)
Action 1.C.3: Pursue MPDF “Historic Residential Resources of Casper”
Action 2.B.2: Arrange rehabilitation skills training workshops
Action 2.B.3: Promote preservation successes and local history through smartphone-compatible tours
Action 3.A.1: Compile historic rehabilitation development incentive packages
Action 3.A.3: Coordinate historic preservation incentives with economic development agencies
Action 3.A.4: Develop economic incentives to protect cultural resources

Implementation Tools

The following implementation tools – National Register designation, Main Street Community certification, and smartphone-compatible interpretation – are recommended ways to achieve the goals outlined in this plan. These three well-established tools are used by communities big and small throughout the U.S. to preserve, leverage, and interpret historic resources of all kinds. Appendices B and C list possible funding sources for using these implementation tools.

National Register Designation

Concurrent with identification of historic resources is the need to target specific resources for protection through proactive measures such as nominating eligible properties for listing in the National Register of Historic Places and thus qualifying them for voluntary participation in federal and state incentive programs.

The National Register program provides several ways to nominate properties based on their level of significance, architectural integrity, and proximity to other historically significant resources. Properties can be nominated individually, as part of a thematically linked Multiple Property Documentation Form (MPDF), or as contributing elements to a historic district.

Individually Eligible Properties

The City should support property owners toward nominating individually eligible properties for listing in the National Register of Historic Places. The City can support registration by maintaining a list of potentially individually eligible properties and notifying owners of the benefits of listing, such as rehabilitation tax credit incentives, as well as the procedures for nominating properties. The windshield survey, designed as a "first-look" at a broad group of historic resources, identified numerous properties with sufficient historic architectural integrity to be eligible for individual listing in the National Register of Historic Places.[24]

[24] The National Register criteria also serve as the basis for locally designating historic properties. Additional research, evaluation, and consultation with the Wyoming State Historic Preservation Office's National Register program staff will be necessary to pursue preparation of individual nominations for these properties.

Multiple Property Documentation Form Nomination

A National Register MPDF is a cover document that provides the history and development trends for a thematic grouping of historic properties. An MPDF may be used to nominate and register thematically related properties simultaneously or to establish the registration requirements for properties that may be nominated in the future. This form is included at the end of this section, and includes sample text for a recommended MPD for Casper...

The MPDF format provides an economy of scale by allowing similar resources to be nominated under one cover document, thus avoiding redundancy. Furthermore, the ability to nominate similar properties over a period of time provides flexibility to a nomination process that is dependent on owner support. The MPDF format also assists in preservation planning and cultural resource management because it establishes registration requirements for similar properties that may be nominated in the future, thus providing the advantage of predetermining the shared physical and thematic characteristics of particular functional or architectural property types to facilitate future identification and evaluation.

In Wyoming, there are already a number of existing National Register MPDFs that could be used to nominate historic resources in Casper. These existing MPDFs cover resources associated with historic motor courts and motels, schools, post offices, truss and arch bridges, ranches and homesteads, and buildings designed by Garbutt, Weidner, and Sweeney.[25]

This approach using a MPDF is best suited for much of Casper. Not only does this approach align with the scope and scale of the city, it enables the nomination of scattered individual and small groupings of potentially eligible resources with shared histories. The MPDF approach to nomination allows for the comparison of like types of properties by linking them with common themes, associations, and development trends. Using professionally accepted documentation standards, a MPDF can provide the City with a complete picture of the community's historic resources so that decisions to recognize specific buildings or areas will not be made arbitrarily. Lastly, once a MPDF has been approved, property owners or the City can initiate NRHP nominations that require significantly less time and effort to prepare.

[25] A listing these MPDFs can be found on the Wyoming SHPO website at http://wyoshpo.state.wy.us/index.php/programs/planning-historic-contexts/all-contexts

The Casper HPC should sponsor the preparation of a locally focused MPDF for the "Historic Residential Resources of Casper, Wyoming." Windshield surveys have already identified a number of early to mid-twentieth century residential properties that warrant individual listing in the National Register, but many others may qualify as part of a thematic grouping for their significant associations with the patterns of residential development of Casper.

A MPDF for the "Historic Residential Resources of Casper, Wyoming" would treat the entire city as the subject area and could include a variety of historic themes and types of residential properties. The document might include themes or contexts such as "Historic Apartment Buildings of Casper, Wyoming," and/or "Working Class Dwellings of Casper, Wyoming." The MPDF then identifies property types that have shared physical characteristics and/or histories and provides guidance on integrity based on comparisons of similar properties located elsewhere in the city. With a completed MPDF, subsequent National Register nominations of thematically related properties need only provide the physical description and history of the resource(s) being nominated and only reference the contexts, property types, and registration requirements outlined in the MPDF.

Many communities nationwide and across Wyoming now employ the MPDF nomination approach, which emphasizes the use of historic contexts as a streamlined way to organize research information and to evaluate potentially significant individual properties and districts as they are identified (e.g. Industrial Railroad Facilities in Cheyenne, Wyoming; Pioneer Ranches/Farms in Fremont County, Wyoming). With hundreds of properties to survey throughout Casper, the MPDF approach will yield significant benefits in survey and evaluation consistency, quality, and efficiency. The standards for preparing a MPDF are presented in detail in the National Register Bulletin *How to Complete the National Register Multiple Property Documentation Form*.

NPS Form 10-900-b OMB No. 1024-0018

United States Department of the Interior
National Park Service

SAMPLE

National Register of Historic Places Multiple Property Documentation Form

This form is used for documenting property groups relating to one or several historic contexts. See instructions in National Register Bulletin *How to Complete the Multiple Property Documentation Form* (formerly 16B). Complete each item by entering the requested information.

__X__ New Submission _____ Amended Submission

A. Name of Multiple Property Listing

Historic Residential Resources of Casper, Wyoming

B. Associated Historic Contexts

(Name each associated historic context, identifying theme, geographical area, and chronological period for each.)

- Settlement and Residential Development of Casper - c. 1890-1970
- Residential Architectural Styles and Building Forms - c. 1890-1970

C. Form Prepared by:

name/title
organization
street & number
city or town state zip code
e-mail
telephone date

D. Certification

As the designated authority under the National Historic Preservation Act of 1966, as amended, I hereby certify that this documentation form meets the National Register documentation standards and sets forth requirements for the listing of related properties consistent with the National Register criteria. This submission meets the procedural and professional requirements set forth in 36 CFR 60 and the Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation.

_____ _____ _____
Signature of certifying official Title Date

_____
State or Federal Agency or Tribal government

I hereby certify that this multiple property documentation form has been approved by the National Register as a basis for evaluating related properties for listing in the National Register.

_____ _____
Signature of the Keeper Date of Action

NPS Form 10-900-b OMB No. 1024-0018

SAMPLE

United States Department of the Interior
National Park Service

Historic Residential Resources of Capser, Wyoming — Wyoming
Name of Multiple Property Listing — State

Table of Contents for Written Narrative

Create a Table of Contents and list the page numbers for each of these sections in the space below.
Provide narrative explanations for each of these sections on continuation sheets. In the header of each section, cite the letter, page number, and name of the multiple property listing. Refer to *How to Complete the Multiple Property Documentation Form* for additional guidance.

Page Numbers

E. Statement of Historic Contexts

(If more than one historic context is documented, present them in sequential order.)

- Settlement and Residential Development of Casper, Wyoming - c. 1900-1970
  - -Era of Town Formation, c. 1890-1910
  - - Advent of a Transportation Network, 1910-1930
  - - Great Depression & World War II, 1930-1945
  - - Post-War Recovery & the Modern Era, 1945-60
  - - Casper in the 1960s and 1970s
- Residential Architectural Styles and Building Forms, c. 1900-1970
  - - Single-family Residential Forms
  - - Multi-famiy Residential Forms
  - - Residential Styles in Casper

F. Associated Property Types

(Provide description, significance, and registration requirements.)

Single-family Dwelling
Multi-family Dwelling
Residential Historic District

G. Geographical Data

H. Summary of Identification and Evaluation Methods

(Discuss the methods used in developing the multiple property listing.)

I. Major Bibliographical References

(List major written works and primary location of additional documentation: State Historic Preservation Office, other State agency, Federal agency, local government, university, or other, specifying repository.)

Paperwork Reduction Act Statement: This information is being collected for applications to the National Register of Historic Places to nominate properties for listing or determine eligibility for listing, to list properties, and to amend existing listings. Response to this request is required to obtain a benefit in accordance with the National Historic Preservation Act, as amended (16 U.S.C.460 et seq.).
Estimated Burden Statement: Public reporting burden for this form is estimated to average 250 hours per response including time for reviewing instructions, gathering and maintaining data, and completing and reviewing the form. Direct comments regarding this burden estimate or any aspect of this form to the Chief, Administrative Services Division, National Park Service, PO Box 37127, Washington, DC 20013-7127; and the Office of Management and Budget, Paperwork Reductions Project (1024-0018), Washington, DC 20503.

Main Street Community Designation

Since 1980, the National Main Street program has provided a model that has been used by downtowns across the country to stimulate economic development within the context of historic preservation in communities across the country. In Wyoming, the Wyoming Business Council oversees the Main Street program, which can be implemented in towns and cities of any size. In 1985, the Casper City Council authorized the City's participation in the program, but Casper does not currently participate.

The Wyoming Main Street program provides communities with technical assistance for revitalization of commercial business districts using the National Trust for Historic Preservation's Main Street Four Point Approach:

1. **Organization**: Organization establishes consensus and cooperation by building partnerships among the various groups that have a stake in the commercial district.
2. **Promotion**: Promotions communicate a commercial district's unique characteristics, its cultural traditions, architecture, history and activities to shoppers, investors, visitors and potential business and property owners.
3. **Design**: Design means getting downtown into top physical shape; preserving a place's historic character and creating a safe, inviting environment for shoppers, workers and visitors.
4. **Economic Vitality**: Economic vitality is a strategy to retain and expand successful business by providing a balanced commercial mix, sharpening the competitiveness and merchandising skills of business owners, and attracting new businesses that the market can support. Converting unused or underused commercial space into economically productive property also helps boost the profitability of the district.

The Main Street approach is incremental; it is not designed to produce immediate change. In order for a community to succeed, a long-term revitalization effort requires careful attention to every aspect of downtown.

The Main Street Four Point Approach is a community-driven and common-sense way to address a variety of issues and problems facing traditional business districts. The Main Street approach advocates a return to community self-reliance, local empowerment and the rebuilding of traditional commercial districts based on unique assets such as distinctive architecture, a pedestrian-friendly environment, personal service, local ownership and a sense of place.

The Wyoming Main Street program provides increasing degrees of technical and architectural assistance to three tiers of communities:

- **Aspiring communities** are exploring downtown revitalization and wish to become an affiliate or certified community within the next two years.
- **Affiliate communities** are in the beginning stages of downtown revitalization. Wyoming Main Street provides access to training and some on-site assistance.
- **Certified communities** have paid staff and mature downtown development programs. Wyoming Main Street provides access to training, on-site assistance and resources for additional technical assistance.

Heritage Tourism: Smartphone-Compatible Walking and Driving Tours

With so much historical information already compiled in existing walking and driving tours and in National Register documents, smartphone compatible tours are within reach. Historical societies and preservation organizations throughout the U.S. have developed smartphone compatible tours on platforms ranging from publicly available to custom-designed apps. This tool could introduce new audiences to the work of the HPC and its partners.

Examples include:

- The Landmark Society of Western New York offers six self-guided walking tours of Downtown Rochester that are accessible on mobile devices via the familiar Google Maps app. They have made the tours available as PDFs that can be downloaded and printed in advance. *landmarksociety.org/programs/tours-special-events/landmark-walking-tours/*
- The City of Bellingham, Washington, offers three self-guided walking and driving tours of historic districts and corridors. These tours, funded in part through a National Park Service grant, are accessed via the City's website on a custom-designed app and include interactive story maps and audio clips. *cob.org/services/planning/historic/pages/historic-tours.aspx*
- Humanities Kansas (HK) used Clio, a free crowdsourced mobile history app, to create *Walk with Me/Camino Conmigo*, a walking and driving tour of Latino cultural sites in several Kansas communities. *humanitieskansas.org/get-involved/kansas-stories/places/join-the-movement-on-the-map*

Historic Resources

Historic Themes & Contexts

The City of Casper is a significant regional commercial center in central Wyoming and has long been a cultural, commercial, and transportation hub of the surrounding region. This rich history is reflected in its surviving historic cultural resources.

To fully appreciate the significance of Casper's cultural resources, it is important to understand the forces that influenced the evolution of the county in general, as well as the development trends that occurred regionally, statewide, and nationally. The National Park Service defines historic context as "a broad pattern of historical development in a community or its region that may be represented by historic resources."[26] According to the Secretary of Interior's *Standards for Preservation Planning, Identification, and Evaluation*, proper evaluation of the significance of historic resources can occur only when they are assessed within broad patterns of a community's historical development. Only then may the National Register criteria for evaluating property eligibility be accurately applied.

The following historic contexts address the development of the city over a period of approximately one hundred years and provide a means of organizing information about properties that share common historic, architectural, or cultural themes.[27] Casper's property types relate to these themes. When historic resources are viewed in relationship to the context within which they developed, it is possible to apply the established criteria for evaluating eligibility for designation to the national and local historic registers.

Exploration and Migration

European-American explorers and fur trappers traveling through what is now central Wyoming during the early to mid-nineteenth century encountered native inhabitants including tribes of the Cheyenne, Arapahoe, and Sioux nations. Their traditional lands – those on which they trapped, traded, planted, and ranged – included what is now Natrona County.

[26] National Park Service, *National Register Bulletin: Guidelines for Local Surveys* http://www.nps.gov/history/nr/publications/bulletins/nrb24/chapter1.htm (accessed March 25, 2019).
[27] These themes should not be confused with a comprehensive history of Casper. It is expected that these local contexts will be added to and modified as additional survey and documentation efforts take place in the future.

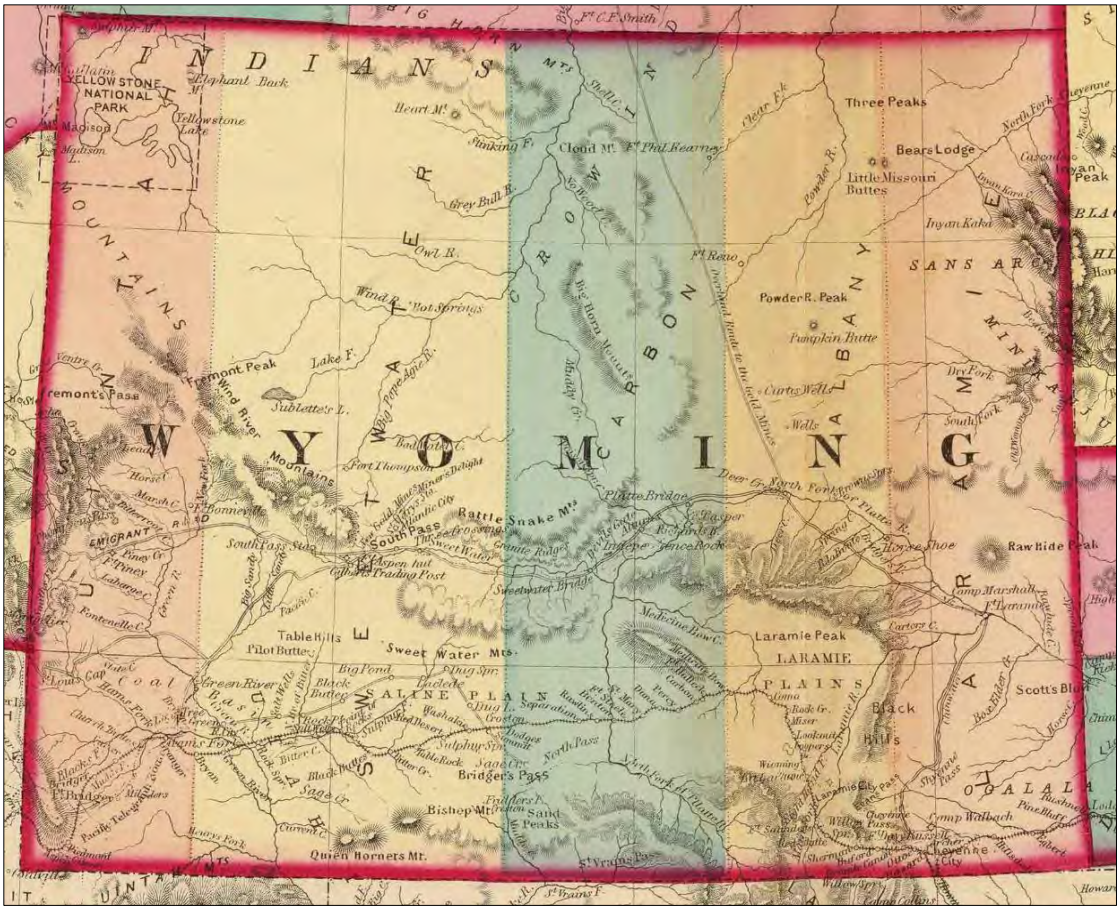
After the 1803 Louisiana Purchase, the onset of various westward migrations – including Mormon resettlement beginning in 1846, the 1849 California gold rush, those prompted by the drought and cholera epidemics in the Ohio River Valley during the mid-1850s, and later the 1859 Colorado gold rushes and the 1862 Homestead Act – all drew people west to lands newly organized by the U.S. government. The increased use of overland emigrant trails, several of which crossed through present-day Natrona County and Casper, prompted the first major encroachment by non-Indians into the area.

To serve the influx, ferries, bridges, and trading posts sprang up along these trade routes. In what became Natrona County, the first documented European-American settlement dates to the 1850s establishment of bridges crossing the North Platte River in the vicinity of present-day Casper. While the Mormons had operated a seasonal ferry across the river for several years, John Richard's 1852 construction of a bridge over the North Platte a few miles down from the Mormon ferry and Louis Guinard's subsequent establishment of a bridge and trading post near the Mormon ferry in 1859 facilitated the travels of increasing numbers of emigrants.

Pressures created by these events resulted in increased incursion onto native lands with the establishment of a U.S. military installation (1859), Pony Express Station (1860), and transcontinental telegraph line (1861) at the Platte River Bridge,[28] as well as treaty violations and resultant conflict. Treaties ceding the lands of Wyoming's indigenous tribes to the U.S. government finally forced their relocation to reservations, among them the Wind River reservation established in 1868 for the Shoshone, and less than ten years later, the Northern Arapahoe as well.[29] Once Indian removal was complete, the government could survey the land and sell it to newly arrived settlers.

From 1854 to 1868, the organization and reorganization of territorial and state boundaries in the West occurred numerous times, and present-day Wyoming was variously part of the Nebraska Territory, Dakota Territory, and Idaho Territory. Migration across Wyoming and the rapid growth of railroads across the West encouraged speculators' development and new towns sprang up along railroad lines. Though Wyoming had only 8,104 non-Indian residents, sufficient non-native settlement had

[28] This site was later named Fort Caspar after Lieutenant Caspar Collins, a young soldier who died during conflict there. "Fort Caspar," National Park Service Website https://www.nps.gov/poex/planyourvisit/fort-caspar.htm (accessed March 25, 2019).
[29] Mark Junge, *A View from Center Street: Tom Carrigen's Casper* (Denver: Sprint Denver, 2003), 46. Reportedly, Wind River Reservation was the only reservation chosen by the tribe obligated to live there.



1872 Stedman, Brown & Lyon Atlas of the United States, detail of Wyoming
Courtesy David Rumsey Historical Map Collection online

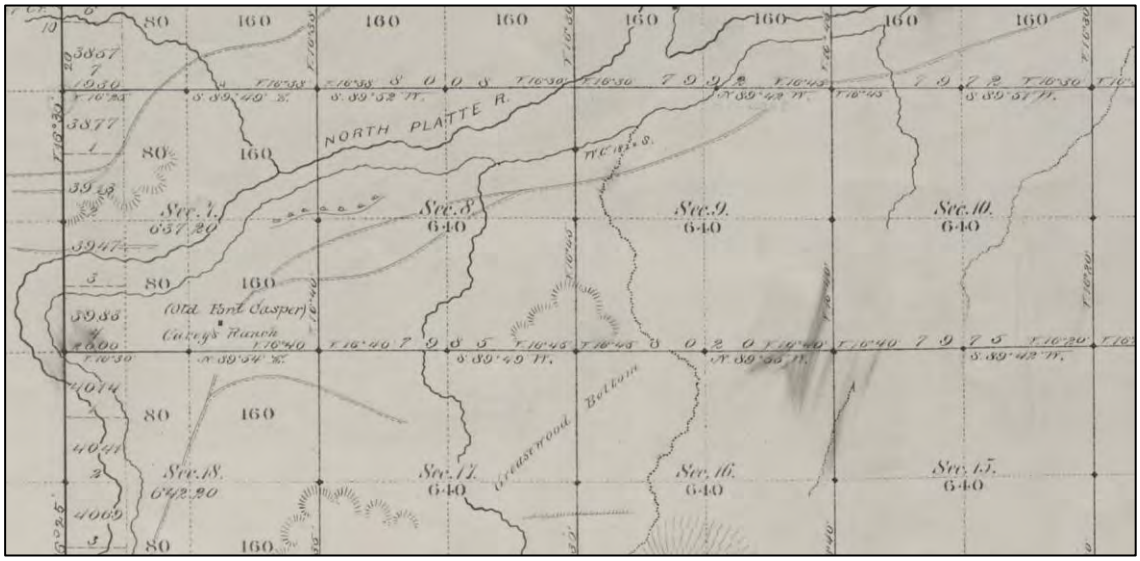
occurred to support the establishment of the Wyoming Territory in 1868. The pending completion of the Union Pacific Railroad in turn stimulated an immediate influx of immigrants pushing increasingly farther west across the state. Upon completion of the Union Pacific line in 1869, the population of the Wyoming Territory doubled – from 14,750 residents in 1870, to 28,500 in 1877.[30]

Though statewide population grew rapidly during the first decade of territorial status, settlement and economic activity were sluggish in the North Platte River basin due to lack of transportation and continued sporadic conflicts with native tribes.[31] Initially settlement remained largely in the southeastern part of the Wyoming territory, but with better

[30] Alfred James Mokler, *History of Natrona County Wyoming 1888-1922* (Chicago: R.R. Donnelley and Sons, 1923), 4.
[31] Wyoming State Historical Society, "North Platte River Basin: A Natural History," http://www.wyohistory.org/encyclopedia/north-platte-river-basin?page=2 (accessed March 25, 2019).

connections and new lands opening up, it spread throughout the territory during the 1880s.[32]

Most of these earliest settlers established ranches and farmsteads in Wyoming's vast rural areas. Homesteaders and ranchers began sparse settlement in central Wyoming Territory by the 1870s, among them the Goose Egg Ranch, which ran 15,000 cattle across the vast range of what became Natrona County about ten miles west of present-day Casper. The only settlement notations on the 1881 Government Land Office survey map for the township (T33N R79W) are "Old Fort Caspar" and "Carey's Ranch," both in Section 7 (about two miles west-southwest of present-day downtown Casper).



1881 Subdivisional Survey of Township 33 North, Range 79 West of the 6th Principal Meridian
Courtesy Bureau of Land Management General Land Office Records

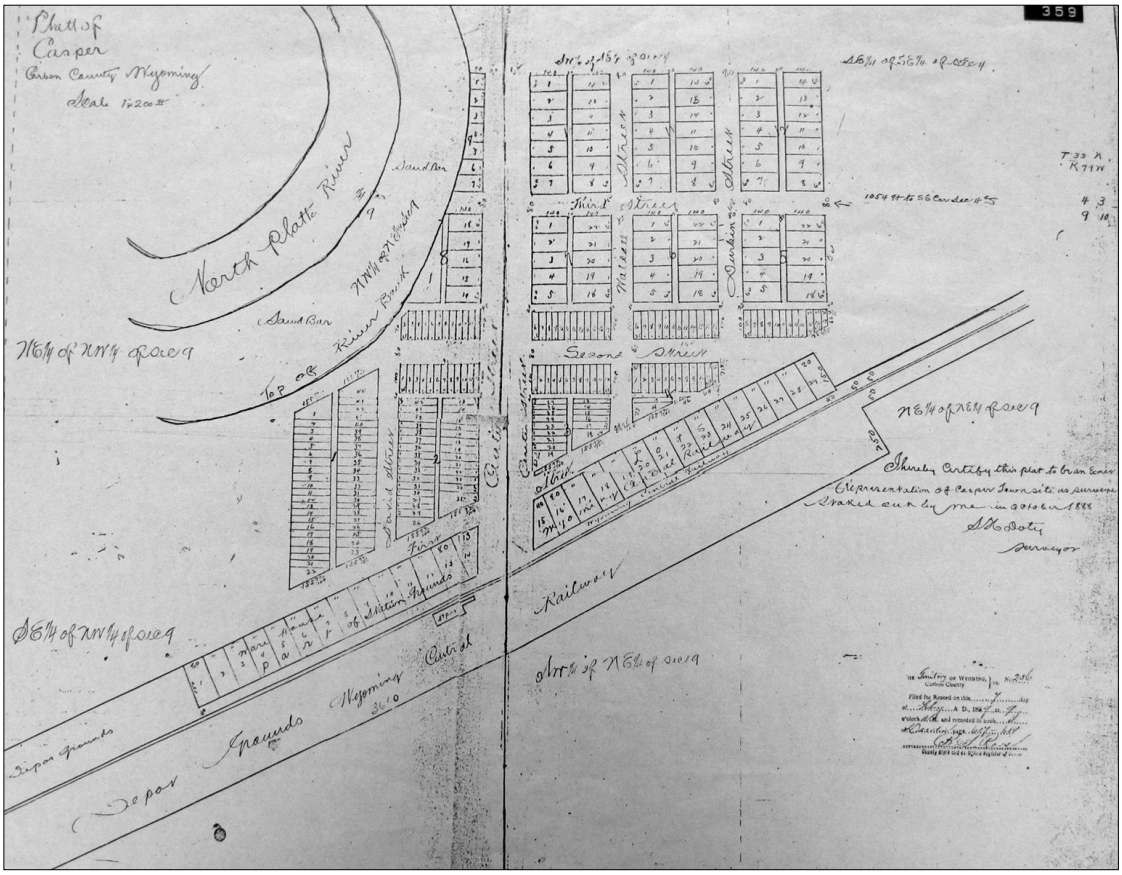
Railroad and Town Development

In the years leading up to and after the Civil War, "railroad mania" swept the nation. Widespread projecting, promoting, and speculating took place with towns fiercely competing for the favor of railroad companies and convenient access to new rail lines. Connection to the railroad was a matter of economic life or death for many growing rural communities.

[32] Wyoming State Historical Society, "North Platte River Basin: A Natural History," http://www.wyohistory.org/encyclopedia/north-platte-river-basin?page=2 (accessed March 25, 2019).

While the Union Pacific Railroad had been completed along the southern edge of Wyoming by 1869, central Wyoming and the area of present-day Natrona County did not enjoy interstate commercial connections via rail until 1888 with the completion of the Wyoming Central Railroad's line heading westward from Nebraska.[33]

Though the railroad town site company had not yet designated an exact location for the new town, pioneers squatted on the sagebrush flat in anticipation of the arrival of the railroad, resulting in construction of a temporary town.[34] The small collection of about a dozen wood structures and tents served as an active hamlet from June 1888 until the railroad town site company could survey and officially plat the Town of Casper later that year, which they located at the railroad's terminus about one mile west of the temporary



1888 Original Town of Casper
Courtesy Natrona County Assessor

[33] The Wyoming Central Railroad was a subsidiary formed by Fremont, Elkhorn & Missouri Valley Railroad of Nebraska to extend a railroad line into Wyoming. The Chicago & Northwestern Railroad absorbed the Fremont, Elkhorn & Missouri Valley Company in 1903.
[34] The first to arrive were John Merritt and C.W. Eads, who situated the first town at present-day McKinley and A Streets.

town. The approximately one hundred residents moved their business buildings and tents to the vicinity of the terminus and such was the beginning of Casper.[35]

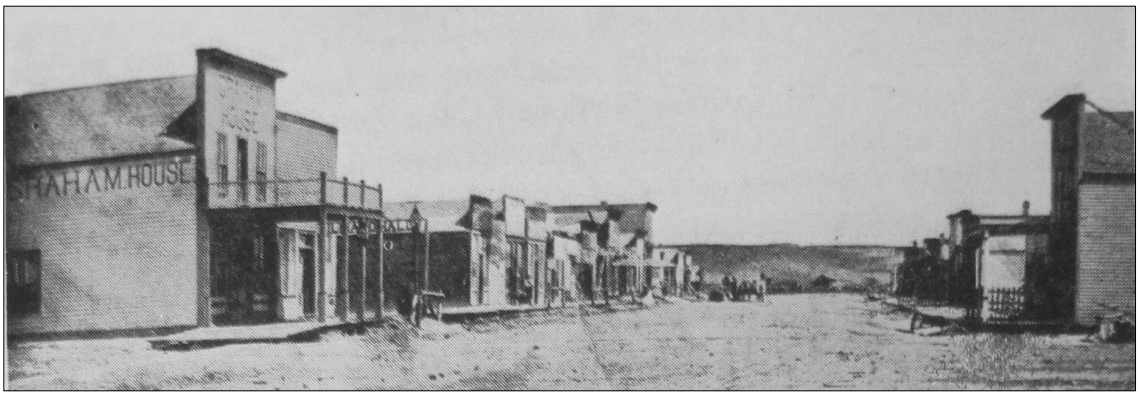
The original plat from October 1888 shows the surveyor's signature, as well as the previous military misspelling of Caspar that has stuck ever since. The town plat comprised twelve blocks and eight streets laid in a grid extending north from the Wyoming Central Railroad tracks. Bounded by a prominent bend in the North Platte River and David Street to the west, Durbin Street to the east, and Fourth Street (East A Street) to the north, the town plan's grid system of streets was oriented with the cardinal points (N-S) and bounded diagonally to the south by the railroad grade traveling northeast-southwest. All streets were 80 feet wide.

As with many railroad towns, particularly a terminus in an area otherwise not served by rail connections, Casper experienced an immediate growth spurt as a shipping point for cattle, sheep, and wool. Within a year of filing the town plat, the town was incorporated and held elections for mayor and city council.

With the arrival of the railroad in 1888, sufficient settlement had occurred that residents of the area petitioned the Wyoming Legislature for the organization of Natrona County as a separate government entity from Carbon County, one of the original five counties of Wyoming. With settlement continuing to push across the state, in 1890 the legislature authorized the separation of Natrona County and a few months later Wyoming became the forty-fourth U.S. state. The county's boundaries outlined approximately 5,400 square miles and was named for the Spanish word for its large native deposits of sodium carbonate, natron. Elections took place shortly thereafter establishing the various county officials and designating the recently platted town of Casper – already with a population of more than 540 individuals – as the county seat.

What had been just a sagebrush flat amidst a bend in the river and convenient place for holding cattle for round-up and branding, was now a county seat town poised for growth.[36] Casper's role as county seat was critical for the nascent community. In rural regions such as Wyoming, from the mid-nineteenth century through the twentieth century, the county administered state and local governmental programs, as well as later

[35] *Casper Chronicles* (Casper, Wyoming: Casper Zonta Club, 1964), 7-8.
[36] Yellowstone Highway Association, "*Official Route Book of the Yellowstone Highway Association in Wyoming and Colorado,*" (Chicago: Wallace Press, 1916), 67. Available from https://archive.org/details/officialrouteboo00yell (accessed March 25, 2019).



Center Street, view N from present-day Midwest Avenue, 1890
History of Natrona County Wyoming: 1888-1922

federal programs. The status of county seat secured Casper's role as an important economic, social, and governmental hub in the region.

Just a few years after its founding, the earliest available Sanborn Fire Insurance Company map, published in 1894, showed Casper with about sixty buildings (commercial and residential) clustered at and around the intersection of Center and 2nd streets. While none of the Original Town plat's twelve blocks were fully developed, all but one (at the river's unstable bank) had at least a few buildings. The new town boasted a depot handling passengers and freight. At least five warehouses, one of which was a wool warehouse, sidled up against the railroad tracks, along with a lumberyard ready to supply construction endeavors. The presence of more than fifty-four dwellings across the town plat, a public school, two churches, and four millineries indicated a settled place with families. However, the presence of six lodging houses/hotels, five saloons, and a beer bottling plant suggested a different and more transient side.[37]

Casper's development during its first few years of existence was notable, particularly considering the nationwide effects of the Panic of 1893, a serious economic depression that drove unemployment rates up to between twelve and eighteen percent nationwide. Despite the strained economic conditions, Casper prospered with its railroad line providing direct connections to Omaha and indirect links to Kansas City, Chicago, and beyond. The town quickly became a shipping point for beef, wool, and later, crude oil and its byproducts.[38] The railroad brought new investors to Casper who filed new plats and

[37] None of these buildings are extant.
[38] Wyoming State Historical Society, "North Platte River Basin: A Natural History," http://www.wyohistory.org/encyclopedia/north-platte-river-basin?page=2 (accessed March 25, 2019).



1894 View of Casper, south from present-day 1st Street between Wolcott and Durbin
Courtesy History of Natrona County Wyoming 1888-1922

started businesses to serve the incoming immigrants to the new town. Both the Capitol Hill and Park Additions were filed in 1896, adding fifteen blocks to the east and southwest of downtown.

Only fifteen years a town, Casper showed remarkable growth by 1903. Population had increased by about 65 percent and the town's limits had expanded. Several major municipal improvements had been made since 1894 including a new courthouse on David Street next to the jail, a gravity-fed water system (supplied by mountain streams), a fire department with twenty-eight volunteers, and a city hospital, as well as a telephone exchange and post office building. More than fifty new buildings appeared in the central area on what were vacant lots just a few years earlier, and many older buildings had been replaced altogether or significantly expanded. New institutions included a Catholic church, a brick IOOF hall, and a public reading room. At the same time, four "female boarding" houses and five saloons offered alternate goings-on.

Major private investments included Casper Electric Light Company and the Pennsylvania Oil and Gas Company refinery – both abutting the south side of the railroad grade. Other developments within the railroad corridor included a new freight house across the tracks from the passenger station, livestock corrals, at least six warehouse buildings associated with Lander Transportation Freighting Company, and a much-expanded lumber yard.

Following the strained market conditions of the 1890s, the United States entered a period of prosperity. International demand for agricultural products provided farmers with expendable income to purchase tractors and automobiles, thus improving both production and market access. In central Wyoming, the 1905-1911 construction of the Pathfinder Dam on the North Platte River southwest of Casper promised irrigation of thousands of acres of previously un-farmable land and drew increased homesteading to the region.[39] By 1915, many ranches had shifted to sheep as a speedier return on investment and Casper became one of the largest sheep and wool markets in the country. Around this time, Natrona County ranchers owned more than two million sheep, which produced more than six to eight million pounds of wool annually during the 1910s. By contrast – only 1,500 head of cattle were marketed during the same period.[40]

Early twentieth century growth in Casper called for a second electric light company, two additional grade schools, and "more miles of first-class cement sidewalk than any place of its size in the United States."[41] In 1917 Mountain States Telephone constructed a handsome telephone exchange and office building on 2nd Street with 634 customers; by 1923 subscribers had more than septupled to 4,606. The post office status jumped from fourth class to second class in just two years and had a new federal building by 1919. In



c1915 View of Casper, view north-northwest from near present-day Collins Drive and Durbin Street
Note Carnegie Library dome at right and IOOF Building at far left
Courtesy Casper College Western History Center P140871

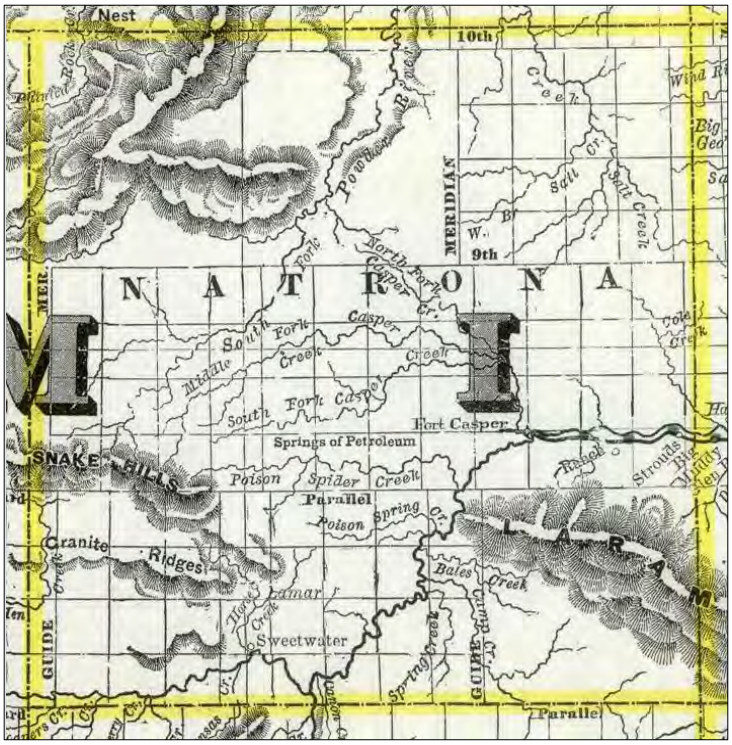
[39] "North Platte River Basin: A Natural History," and "*Official Route Book of the Yellowstone Highway Association*, 85.
[40] *R.L. Polk & Co.'s Casper City and Natrona County Directory 1917-1918* (Salt Lake City, Utah: R.L. Polk & Co., 1917).
[41] "*Official Route Book of the Yellowstone Highway Association*," 78.

1921, Casper invested $85,000 in new firefighting equipment and construction of a new fire station. Evidence of all this development is further substantiated by the pattern of new plats filed during this period. While only two additions took place between 1888 and 1909, between 1910 and 1929 twenty-nine new plats were filed, adding 376 lots to Casper.

Photographs and maps document this transformation of Casper from its initial 'boom town' character dominated by wood-framed, false-front commercial buildings, to a mature central business district comprised primarily of masonry buildings. Brisk construction activity supported five architects by 1920, and the 1921 Sanborn map shows at least four blocks occupied by lumber yards along the Chicago and Northwestern Railroad tracks. Within just a few decades, Casper had grown from a temporary town waiting for the railroad tracks to a mature city and major western trading hub.

Oil Industry

In 1889, Pennsylvania oilman Philip Shannon jumpstarted the Wyoming oil industry when he first acted on a claim in central Wyoming. His 1,000-foot well about forty miles north of Casper started the boom of the Salt Creek fields that would change the course of Wyoming history. By 1895, the Pennsylvania Oil and Gas Company constructed the first refinery in the state at Casper and oil was hauled the nearly fifty miles by draft horse or mule teams, taking five days in good weather.[42] While access to rail trade spurred general



1889 Rand McNally Map of Wyoming
Courtesy Wyoming State Library's wiki.wyomingplaces.org
Note "Springs of Petroleum" notation

[42] Works Projects Administration, Writers' Program, *Wyoming: A Guide to Its History, Highways and People* (New York: Oxford University Press, 1966), 177.

economic growth, it was these beginnings of the oil industry infrastructure that anchored Casper as it entered the twentieth century.

While the area's ranching conditions and railroad connections were promising and major engines for the local economy, the most significant economic stimulus to Natrona County and the young town of Casper was the increasingly efficient exploitation of oil. Casper area activity in oil extraction and refining had been initially slow to boom due to limitations of transporting the crude oil. However, with the advent and widespread popularity of the automobile, the gasoline byproduct of oil became the main product of interest and greater investments in transportation of crude took place.

Extraction at the Salt Creek oil fields became more significant by 1908 as out-of-state entities took notice. By 1910 Midwest Oil Company of Colorado began construction of a pipeline between Salt Creek and their new refinery just west of Casper. Standard Oil Company of Indiana came to Casper shortly thereafter and by 1912 had built a twenty-still refinery at a cost of $4.5 million. By 1916, the two companies had invested millions in infrastructure development in and around Casper to process and refine thousands of barrels a day for shipment nationwide, with refineries covering about 200 acres and employing more than 1,000 men between them.[43] The Salt Creek Field produced nearly half the state's entire production in 1918, and by 1923 was producing 35 million barrels annually – nearly 5 percent of nationwide production. Casper rightfully became known as "Oil City."

With oil and a second railroad on its way, meteoric growth in Casper commenced. By 1912, Casper boasted about 3,300 residents – nearly four times its population just twelve years earlier. By this time, Casper's citizens enjoyed electric lights, sewers, and water works, as well as a Carnegie Library and a new high school. Churches of four denominations and twelve lodge halls served the community, as did the more than thirty fire boxes throughout town available to alarm the fire department. A state hospital and railroad roundhouse and repair shops offered employment.

Continued demands for agricultural products and mineral resources created by the United States' entry into World War I spurred continued immigration. The approximately 8,474 residents in 1917 nearly doubled to about 15,400 residents in just two years.[44] The population boom during the early twentieth century is made clear by a review of the

[43] "*Official Route Book of the Yellowstone Highway Association*," 72.
[44] *R.L. Polk & Co.'s Casper City and Natrona County Directory 1920-1921* (Salt Lake City, Utah: R.L. Polk & Co., 1920).

statistics from 1890 to 1925, with notable spikes related directly to oil industry and railroad development.

In 1913, Casper sealed its status as an important regional railroad hub when it welcomed its second rail connection, the Chicago, Burlington and Quincy Railroad. This connected Casper directly to the major markets and export hubs of Chicago, Denver and Omaha, as well as connections to Seattle and Portland via Billings.[45] The new Chicago, Burlington and Quincy depot was finished in 1916 at the north end of Wolcott and reportedly was soon shipping a trainload of gasoline every hour for the war effort.[46]



1916 Chicago, Burlington & Quincy Depot, 360 N. Wolcott St.

With the oil boom came a surge in construction including hotels, industrial and wholesale warehouses full of extraction supplies, office buildings for oil company staff and other professionals such as



c1930 View of Casper, view southeast from the Yellowstone Highway coming in from west of town
Courtesy David Historical Collection, Casper College Western History Center P01s022f03n001

[45] "*Official Route Book of the Yellowstone Highway Association*," 72.
[46] Casper Walking Tour, 23.

geologists, surveyors, and land attorneys. In 1915-1916 "more than 300 dwellings [sic] houses [went up…with] some forty or fifty in the course of construction" and another 250 houses were under construction in 1917.[47] By 1916, a large artificial ice plant and two natural ice companies, a creamery, cheese factory and ice cream factory operated in Casper, and "with the wave of prohibition sweeping the country there has been built in Casper within the past two years a first-class brewery that is manufacturing and shipping what is said to be a very fine article of beer and is doing a large and profitable business."[48]

The Early Automobile Era in Casper

During the first years of the twentieth century, car ownership in Wyoming grew at a rapid pace as a result of the increasing affordability of vehicles and increasingly improved roads. In 1918, Wyoming residents owned ten times the automobiles they did just five years earlier. By 1920, though the state had a population less than 195,000, residents owned 24,000 cars – one for every eight Wyomingites. Ten years later, population had increased by only about sixteen percent, but the number of automobiles statewide increased by more than 158 percent to 62,000 cars statewide – one for every 3.5 citizens.

Paved, "all weather" roads appeared across Natrona County and, though initially planned for horse-drawn traffic, they further stimulated automobile use. A 1916 account reported "the county roads leading out of Casper in all directions are well kept and in first-class condition," and Casper's "streets are well graded and…are usually in excellent condition…perhaps one reason why the number of automobiles owned by its citizens is far in excess of the average."[49] Casperites owned more than six hundred automobiles at the time, and one thousand by 1920. Accompanying Casper's ongoing physical road improvements, the city adopted new naming

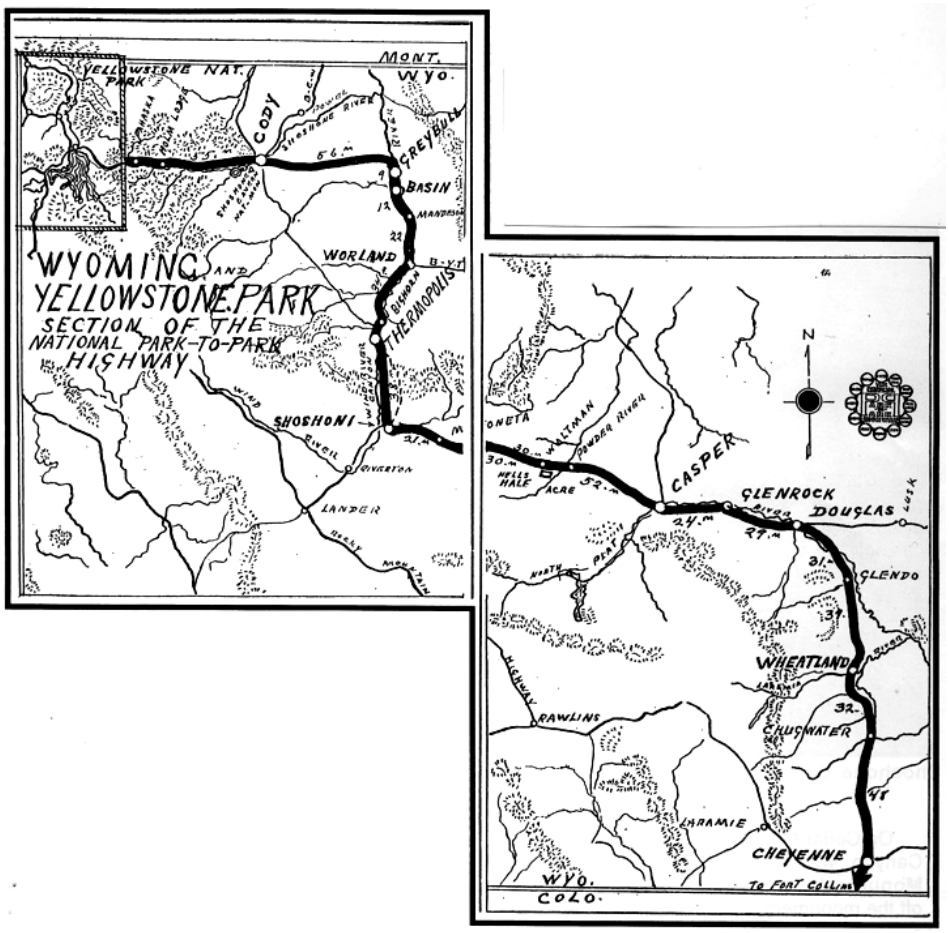


1917 View of Casper, view southwest from 2nd and Wolcott
Courtesy Mokler Collection, Casper College Western History Center

[47] "*Official Route Book of the Yellowstone Highway Association*," 78 and 1917 city directory.
[48] "*Official Route Book of the Yellowstone Highway Association*," 81-85.
[49] "*Official Route Book of the Yellowstone Highway Association*," 78-86.

and numbering systems for its city street network between 1907 and 1912 and again between 1918 and 1921.

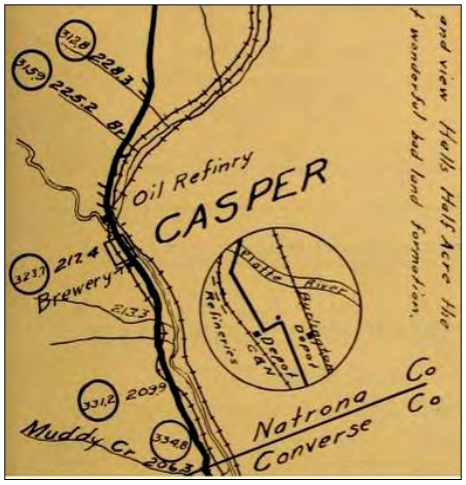
During this period auto tourism was becoming important and the identification of regional and transcontinental auto routes became vital. To provide travelers with a document of the growing network of roads and identified roadside necessities along the way, town boosters and national automobile clubs planned touring routes and published guidebooks directing "autoists" from state to state.[50] Among the early long distance highways in Wyoming was the Yellowstone Highway, which traveled through Casper on its way



Route of the Yellowstone Highway c1916
Courtesy of the PlaygroundTrail.com

[50] Elizabeth Rosin and Dale Nimz, National Register of Historic Places Multiple Property Documentation Form, "Roadside Kansas," (Kansas City, Missouri; Rosin Preservation, 2009), E-7.

between Denver/Rocky Mountain National Park and Yellowstone National Park.[51] A 1913 scouting trip by Good Roads promoter, M.R. Collins of Douglas, Wyoming, identified the route. Two years later, upon Yellowstone National Park's 1915 allowance of automobiles in the park and establishment of Rocky Mountain National Park the same year, the Yellowstone Highway became the first section completed of the much longer National Park-to-Park Highway. Established in 1920, this highway linked twelve national parks in the western states.[52] Along the route, drivers followed yellow-painted rocks with a large black "H" or telephone poles featured the black "H" over a yellow and brown background.[53]



Yellowstone Highway through Casper
Official Route Book of the Yellowstone Highway Association, 1916



Yellowstone Highway Official Marker
Official Route Book of the Yellowstone Highway Association, 1916

The 1916 auto touring pamphlet, "Official Route Book of the Yellowstone Highway Association in Wyoming and Colorado," promoted the auto trail and provided information on tourist camps and conveniences along the way, including a map that showed Casper with "a large and active Automobile Club" and advertisements from forty-two different Casper businesses. Among those that advertised were hotels, drugstores, theaters, and automobile associated businesses, as well as the Golden Rule Department Store, Townsends Merchandise, and Wigwam Bakery/Confectionary.

Casper benefitted greatly from the increased traffic traveling through town on this auto trail, which drew new automobile related businesses and commercial development along its route through town. Horse-powered transportation gave way to automobiles during this period, with the replacement of livery stables and blacksmith shops with auto garages. The route of the Yellowstone Highway, particularly as the highway left Casper to

[51] Not to be confused with the Yellowstone Trail, established in 1912 and traveling between Boston and Seattle, with a spur down to Yellowstone National Park.
[52] Lee Whiteley, "The Yellowstone Highway," http://www.yellowstonetrail.org (accessed March 25, 2019).
[53] "*Official Route Book of the Yellowstone Highway Association*)," 1.

the west, supported roadside commercial businesses directed at the transient traveler, as well as industrial and service entities associated with the refineries at the west edge of town.

An analysis of the city directories from this period reflects this nationwide trend as it happened in Casper. The 1912 city directory listed two liveries, three harness and saddle businesses, and three horseshoe/blacksmiths, as well as the first listings for automobile-related businesses of just three auto livery/garages. By 1917, the city directory still listed four blacksmiths operating, but now also included listings for seven auto garages, seven separate auto liveries, and numerous automobile-related businesses including filling and repair stations, auto painters, upholsters, tires, tops, and so forth.[54]

Filling and service stations, as well as various automobile associated businesses sprang up to serve both the tourists and the increasing numbers of local automobile owners. By 1925, along the four blocks of West Yellowstone Highway shown on the Sanborn map were three commercial auto garages with a total capacity of more than 260 cars, seven repair/service stations, three auto dealers, a vulcanizing shop, a filling station, and an auto painting shop.[55]

By the mid-1920s, state and federal highway systems started renaming/organizing the named auto trails into numbered routes. A 1925 road map shows state highways 71 and 11 passing through Casper, as well as five named auto trails crossing the West and Midwest – Buffalo Highway, Yellowstone Highway, Glacier-to-Gulf Highway, Grant Highway, and National Park-to-Park Highway. It is worth noting the only paved portion of this road network passing through Casper was that heading north toward the Salt Creek oil fields. Later, the Yellowstone Highway through central Wyoming became part of U.S. 20 between Yellowstone National Park and Boston, Massachusetts.

At a veritable crossroads of local roads, as well as state and federal highways, Casper benefitted from its location as a hub in a system of “all weather” paved roads facilitating travelers, goods transport, and industrial shipping via truck. This locational advantage would prove to help Casper withstand the strained years to come.

[54] Casper city directories 1912 and 1917.
[55] *Sanborn Fire Insurance map of Casper, Wyoming* (New York: Sanborn Map & Publishing Company, 1925. http://proxy.mcpl.lib.mo.us/login?url=http://sanborn.umi.com (accessed December 2013).

Great Depression and the New Deal

Though the onset of the Great Depression is typically defined as the October 1929 collapse of the stock market, a major agricultural recession was already underway throughout Wyoming by the early 1920s. While the 'Roaring Twenties' took place in the general economy, Wyoming farmers and ranchers did not experience this. Federal price supports during World War I caused farmers and ranchers nationwide to expand their production, however these supports were withdrawn and prices for farm products plummeted, forcing many farmers into bankruptcy. On the other hand, the low cost of agricultural products supported the general economy, leaving more money in the general consumers' pockets for purchase of other goods, such as automobiles, radios, furniture, and so forth.

The 1929 stock market crash forced nearly half of the nation's banks to insolvency and the resulting drastic reductions in spending and production led to a sharp rise in unemployment nationwide. By 1933, the value of stock on the New York Stock Exchange was less than a fifth of its peak in 1929 and approximately one-fourth of Americans were unemployed. Businesses shut down, factories closed their doors, and farm income dropped by half. Little private commercial development occurred during the Great Depression and the only significant construction nationwide took place through public building projects.

In particular, the programs of the Works Progress Administration (WPA; renamed Work Projects Administration in 1939), the Public Works Administration (PWA), and the Civilian Conservation Corps (CCC) significantly impacted not only Wyoming's economic conditions, but also its landscape. These programs provided funding to state and local governments for the construction of public improvements, such as buildings, roads, bridges, and dams in order to provide jobs and to stimulate the local economy. Thousands of Wyoming citizens found work through the WPA and the CCC. In Wyoming, federal and state relief monies enabled cities and counties to build courthouses, city halls, libraries, ball fields, auditoriums, memorials, post offices, and park areas, as well as improve public facilities, upgrade municipal infrastructure, and establish soil conservation projects.

These federal and state programs spurred significant improvements in Natrona County and Casper, in particular. Among the public works projects were the construction of the Natrona County Courthouse, reconstruction of Fort Caspar, road and ski trail construction at Casper Mountain, development of Washington Park, and road and bridge improvements countywide. Federal expenditures during this period also strengthened the

regional transportation network, as paved roads were relatively rare in Wyoming at the beginning of the Depression.[56]

In the mid-1930s, the City of Casper commissioned Denver-based planning consultant S.R. DeBoer to produce a master plan for areas outside Casper, including Casper Mountain and Fort Caspar. DeBoer called Casper the logical recreation center of the state, and his plan was to guide recreation and development projects of the CCC, WPA, and others going forward.[57] Improvements completed by the CCC included a new slalom course, a 30-meter ski jump, and a down-mountain trail on either side of the slalom, all served by a new tow that includes a shelter for the tow motor.[58] DeBoer's plan and the CCC improvements laid the foundation for still further recreational improvements at Casper Mountain in the mid-1950s.

Casper Population[59]				
1930	**1940**	**1950**	**1960**	**1970**
16,619	17,964	23,557	38,930	39,361

World War II

The general disruption of private construction resulting from the Great Depression continued after the U.S. entered World War II. As the nation refitted for wartime production, public works efforts also ceased. However, while many rural cities experienced a complete halt in public and private endeavors during the war years, upgrades and expansions continued in Casper, if at a restricted pace.

The opening of the Casper Army Air Field in 1942 brought an influx of people to the area during the war. The base attracted workers from Casper and surrounding areas, and many relied on Casper for housing, daily needs, and entertainment. Casper Mountain, with its newly built CCC ski trails and roads, was a favorite destination for those in search of outdoor recreation.

Post-War Recovery and the Modern Era

Casper emerged from economic and wartime constraints of the previous twenty years ready to transform itself. Rapid development in education, recreation, and industry

[56] Michael Cassity, *Building Up Wyoming* (Cheyenne, Wyoming: Wyoming State Historic Preservation Office, 2013), 30.
[57] "Casper Logical Recreation Center of State – DeBoer," *Casper Star-Tribune*, March 12, 1939, 1-2.
[58] "New Slalom Ski Course on Casper Mountain Will Relieve Congestion," *Casper Star-Tribune*, November 20, 1939, 1-2.
[59] Census, city directories, and Sanborn maps.

contributed to a staggering forty-six percent increase in Casper's population between 1940 and 1960.[60] Thus, housing and infrastructure were just a few of the major issues to be addressed in the post-war and modern eras.

By 1945, Casper's nineteenth and early twentieth-century commercial areas and residential neighborhoods reflected the combined effects of the Great Depression and rationed resources of the wartime period. As in many American cities during this period, Casper's older commercial buildings were updated and remodeled while a wave of new construction significantly altered the city's streetscapes. In the post-war years, both public and private investment contributed to significant changes in Casper, particularly in the central business district and commercial corridors where more than sixty-six new buildings went up by 1970.

From the late 1940s through the 1960s, Natrona County residents approved bonds totaling over $5 million for expansion of the county hospital, construction of a new airport terminal and new jet concourse, two major expansions of the library downtown, and extensive expansions at Casper College. The economic upswing of the period led to a tax rate hitting an all-time high in 1968, "the result of increased schools' demands, and the city's new post office and federal building [that] were under construction."[61]

Among the first major actions following the war was the opening of Casper College in 1945, resulting from years of work by community leaders and boosters to establish a post-secondary educational institution in Casper. Their efforts were energized by the return of servicemen and women after World War II, when colleges and universities all over the U.S. faced growing enrollment numbers. Casper College occupied space in the Natrona County High School and assisted those who had been unable to complete high school and those needing vocational training.[62]

The college developed on a tract of land at the foot of C Hill on the south edge of the city.[63] Citizens passed a bond issue in November 1953 that set in motion the construction of the first building, which accommodated five hundred day-students and included classrooms, laboratories, faculty offices, administrative offices, and a gymnasium. School

[60] Census, city directories, and Sanborn Company maps.
[61] Jean Henry-Mead, *Casper Country* (Evansville, Wyoming: Medallion Books, 2004), 155.
[62] "Opening of Casper College Marks Realization of Persistent Effort: History of Movement For Institution Dates Back More Than 15 Years," *Casper-Star Tribune*, Aug. 30, 1945, sec. 2, 1; and "College Voc-Tech Center Accepted," *Casper-Star Tribune*, Oct. 5, 1967, 12.
[63] "College Campus," *Casper-Star Tribune*, Oct. 7, 1953, 7.

enrollment reached seven hundred students by 1961 when the Casper College Board of Trustees announced a multi-year campus plan. The plan called for the construction of several buildings, with the goal of accommodating 2,500 students.[64] With another $2.3 million bond issue, by decade's end the campus featured three dormitories, the Goodstein Library, a vocational-technical building, a student center, additional classrooms, and a gymnasium-auditorium.[65]



Goodstein Library
Courtesy This is Casper. Wyoming

Meanwhile, the recreational potential of Casper Mountain was reintroduced with talk of a ski resort when the Casper Mountain Ski Club formed the Central Wyoming Ski Corporation in the 1950s. Their efforts culminated in the opening of the Hogadon Ski Area in 1959.[66] Within a decade, there were eight hundred acres of developed park area for recreation during all seasons, with accommodations for camping, picnicking, hiking and horseback riding. The Hogadon Ski Area included "a 2200 foot Constam T-bar lift at Hogadon Basin, rope tows at Nursery Ski Run and Hogadon, night skiing, warming huts and concessions."[67] Additional winter recreational facilities had been completed, including shelter facilities and trails in Beartrap Meadow Park.

Concurrently, residents voiced support for other significant infrastructure improvements. In 1953, voters approved a bond issue supporting the expansion of the Natrona County hospital. The project included renovation of the existing hospital and construction of an annex placed in front of the existing hospital building. The new building opened February 2, 1956.[68] In November 1954, voters approved a bond issue to fund improvements to the Natrona County Airport, which opened in 1949 on the former site of the Casper Army Air Field eight miles northwest of Casper.

[64] "Casper College Campus Plan Could Serve 2,500 Students," *Casper-Star Tribune*, Oct. 15, 1961, 3
[65] "College Voc-Tech Center Accepted," *Casper-Star Tribune*, Oct. 5, 1967, 12; and "Decision – '68: A Guide to Tomorrow," (Casper, WY: Casper and Natrona Development Organization, 1969), 5.
[66] Con Trumbull and Kem Nicolaysen, *Images of America: Casper* (Charleston, SC: Arcadia Publishing, 1913), 75 and 83. Also, Wyoming State Historical Society, "Natrona County, Wyoming" https://www.wyohistory.org/encyclopedia/natrona-county-wyoming (accessed January 18, 2019).
[67] "Decision - '68: A Guide to Tomorrow," (Casper, WY: Casper and Natrona Development Organization, 1969).
[68] "County Hospital Compares to Best in Mountain Area," *Casper-Star Tribune*, Feb. 1, 1956, 10.

As Casper's public infrastructure developed, so too did local industry. By 1960, Casper enjoyed the highest median family income in the state. Over the next decade, per capita income went up another twenty-five percent.[69] Mobil Oil and Continental Oil both expanded exploration and production offices in Casper in 1966 and 1967, respectively. In 1969, Control Data built a forty-acre computer systems plant providing an additional 260 jobs. As a result of such commercial expansions, employment went up over 6.5 percent countywide, while in Casper it increased by over twenty-two percent. Unemployment decreased during the same period – going down from 5.46 percent to 3.93 percent. Concurrently, retail sales also increased about twenty percent, up to $76.8 million, and individual salaries went up about $500 per year. Casper's wealth grew, as twenty-one percent of the state's total deposits for 1968 were with the city's five banks.



1925 Rand McNally Auto Trails Map, Idaho-Montana-Wyoming
Courtesy DavidRumsey.com

Urban Renewal

Looking to capitalize on this success and to take advantage of emerging federal programs, the City turned its attention to downtown. The City authorized the creation of the Urban Renewal Agency on August 20, 1969, in order to administer its $1.5 million in federal funding from the Department of Housing and Urban Development (HUD). A month later, the new agency announced its plan to renovate Casper's Sand Bar district and was seeking

[69] Taking into cost of living increase during the same period, the net income increase was about 5 percent.

contracts for the project's first phase. It planned to hire a "relocation specialist" to interview Sand Bar residents and help them determine what benefits they could receive.[70]

Located along the meandering North Platte River in an area prone to flooding, the Sand Bar district had long been home to many of Casper's working-class and minority residents, as well as some of the city's oldest buildings. In the early- and mid-twentieth century, the area was known for its gambling, prostitution, and crime.[71] The district also was a destination for young servicemen stationed at Casper Army Air Field during World War II.[72] There were numerous attempts over the years by locals and the City government to address the crime, and by the early 1970s the area was described by the Casper Urban Renewal Agency as "a shantytown" and "blighted."[73]

The Urban Renewal Agency spent much of 1970-71 acquiring land to sell for reuse. Several older landmark buildings came down, including both the Gladstone and Henning hotels on Center Street. The City upgraded streets, sidewalks, sewers, and curbs and gutters in the Urban Renewal area in 1972. Land was sold for a variety of redevelopment projects including building expansion for Custom Radio, Inc., the new construction of Milton G. Mooney's new chiropractor office, and new parking areas for Industrial Bearing Supply Co. and Modern Electric Co. The biggest project of the Urban Renewal effort was the construction of Laurel Gardens West, a 102-unit senior citizen residential complex. The $1.02 million project was completed in December 1973.[74] Another high-profile project in the Sand Bar district was the construction of a new city hall, although it was not completed until 1977.[75]

Other Urban Renewal projects in Casper included the Wyoming Community Development Authority Building (1972), the Casper Fire Station No. 1 (1976), the Casper City Hall (1977), the Hall of Justice (1977), and a parking garage (1980) spanning a full half-block at 230 S Wolcott. The impact of these economic and governmental forces is readily apparent, and

[70] "Urban Renewal Agency To Renovate Sandbar," *Casper-Star Tribune*, Sep. 21, 1969, 3.
[71] References from the local newspaper include: "Purge Sandbar of Vice in Five Days or We'll Act, County Tells City," *Casper-Star Tribune*, Apr. 4, 1918, 1; "State Needs More Tom Jessens," *Casper-Star Tribune*, Mar. 21, 1948, 4; and "Manslaughter Charge Slated for Young," *Casper-Star Tribune*, Jun. 11, 1953, 2.
[72] Walter R. Jones, *History of the Sandbar, 1888-1977,* (Casper, WY: BASO, Inc., 1981), 140; also, Con Trumbull and Kem Nicolaysen, *Images of America: Casper* (Charleston, SC: Arcadia Publishing, 1913), 68.
[73] Jones, 163.
[74] "Break Ground Today for Senior Citizen Complex," *Casper-Star Tribune*, Jan. 4, 1973, 2; and "Old Sandbar Land Area Renovated," *Casper-Star Tribune*, Mar. 31, 1973, 9-F.
[75] "New City Hall Is Best," *Casper-Star Tribune*, Sep. 16, 1977, 2.

the resources constructed as a result communicate important information about past transitions in community planning and development.

Residential Development

The winding North Platte River and the angled alignment of the Wyoming Central Railroad influenced Casper's early commercial and residential development. The earliest residences of the late nineteenth and early twentieth centuries were concentrated in the Sand Bar and downtown area and south of downtown along and around Center and Wolcott streets. The National Register-listed South Wolcott Street Historic District includes residences of this early era.

Sanborn Company maps of the early twentieth century illustrate a progression of residential development generally extending east and south of downtown. The Capitol Hill Addition, along the south side of the Wyoming Central Railroad line, and the Park Addition were both platted in 1896 and followed this pattern, as did many subsequent additions. The true heyday of platting and development in Casper occurred between 1910 and 1923, when twenty additions with 391 blocks were platted.



1636 S. Spruce St.

By 1920, Casper development remained almost exclusively south of the river, with residential additions developing farther south and east of downtown. These included the Butler (1910), Kenwood (1912), Casper View (1917), and Glendale (1920) additions to the southeast, and the Sheridan Heights (1912) and White's (1916) additions to the east. By 1922, development had extended the southern, eastern, and western boundaries of the city to include Highland Park (1921), Call-Hart (1921), Community Park (1922), Call-Griffith (1922), and Standard (1922) additions. Still farther south were the new Park Hill (1920), Country Club (1921), Allendale (1921), Thorndale Acres (1920), and Sunnyside Acres (1920) additions. The University Addition was platted east of downtown along the south edge of the Wyoming Central Railroad line in 1922.

Farther afield about two miles southwest of Casper was the much-touted Paradise Valley Country Club and homesite development, where "relaxed suburban life" could be found.[76] Some 1,200 residential lots on the site of the former Glendale Ranch were listed for sale in January 1958 following the opening of the golf course.[77]

Two major housing projects of the Urban Renewal era include the eleven-story Skyline Tower and the two-story, 102-unit Laurel Gardens, both senior housing complexes completed in 1968 and 1973, respectively.



156 Valley Dr.

With its close proximity to Casper, Casper Mountain provided a scenic backdrop that drew prospective residents and housing developers. The suburban east edge of Casper grew rapidly as schools and hundreds of new houses went up, and businesses moved from downtown to the Hilltop and Woolco shopping centers. The development of Interstate 25 drew commercial and hotel investment away from downtown, as did the Eastridge Mall. It opened in 1982 three miles east of downtown, effectively shifting Casper's retail core out of the traditional central business district.

Increasing demands for recreation and housing were being placed on Casper Mountain, and this presented Natrona County with difficult choices. In the early 1980s, planned housing developments at Casper Mountain rallied public pressure for a comprehensive land use plan to guide development. As a result, the Board of County Commissioners of Natrona County placed a moratorium on zone changes and subdivisions at Casper Mountain until the plan was completed.[78] The plan addressed everything from emergency services and fire safety to cultural resources, and the County adopted it in September 1984.

[76] "This Is Casper," pamphlet, c1970, 26.
[77] "Lots in Paradise Valley Are Placed On Sale," *Casper Star-Tribune*, Jan. 19, 1958, 4.
[78] "Casper Mountain Plan," (Casper Mountain Steering Committee, Natrona County Planning Department, August 1984).

CASPER PLATS & SUBDIVISIONS, 1888 TO 1945			
Year Filed	**Plat Name**	**Number of Blocks**	**General Location In/From Downtown**
1888	Original Town	12	-
1896	Capitol Hill	7	E
	Park Addition	8	S-SW
1910	Butler	22	E
1912	Kenwood	16	SE
	Sheridan Heights	10	E
1913	Nelson Addition	16	N
	Burlington Addition	18	N-NE
1914	South Addition	12	SE
	East Burlington	8	E
	Morningside	2	E-NE
1915	Midwest Addition	8	W
	North Burlington	12	N
1916	West Central	4	N-NW
c1916	North Casper	30	N-NE
	Whites	7	E
1917	Casper View	9	SE
1920	Glendale	8	SE
	Thomdale	4	S
	Sunnyside Acres	4	SE
	Park Hill	15	S
1921	Highland Park	32	SE
	North Casper #2	8	NE
	Call-Hart Tracts	16	SE
	Country Club	20	SE
	Allendale	24	SE
1922	Standard Addition (273 acres)	8	SW
	Community Park	16	SW
	Fairview	8	SE
	Call-Griffith	16	SE
	Johnson	16	SE
	University	10	E
1923	Carey's Subdivision	4	S
1935	Liberty	2	N
c1945	Codings Subdivision	1	E

Historic Resources

Associated Property Types

A property type is the categorization of a set of resources that share physical or associative characteristics. Property types link historic events and/or patterns with actual resources that illustrate these contexts. Buildings, structures, and sites in Casper represent a broad range of original historic functions, including commercial, industrial, governmental, educational, religious, and residential. These individual commercial buildings, institutional structures, and other resources are literal reflections of Casper's history and evolution. A selection of Casper's characteristic property types is summarized below. It should be noted some property types can apply to more than one thematic categorization (e.g. Mid-Century *and* Institutional).

Commercial Property Type



200 North Wolcott St.



241 South David St.

Casper has varied historic commercial resources ranging from modest wood-framed buildings to mid-century modern poured concrete buildings. Though One-Part and Two-Part Commercial Block buildings are the dominant commercial property types, larger office buildings and false-front building forms are not uncommon. Most are concentrated in the



242 East 2nd St.

NRHP-listed downtown area and along Casper's main commercial corridors such as 2nd Street, Center Street, and Yellowstone Highway.



236 East Midwest Ave.



363-367 South Ash St.



124 East 2nd St.

Roadside Commercial Property Type

In addition to Casper's traditional commercial properties concentrated downtown, the historic highways passing through Casper feature a number of roadside commercial properties. Automobile-related/associated buildings first appeared along the roadsides of Casper in the early twentieth century and reflect a major transition in the city's history as development spread out in each direction from the central business district. In addition to filling and service stations, automobile dealerships, and parking facilities, roadside architecture also includes motels, tourist camps, roadside restaurants, drive-in theaters, and roadside diversions such as bowling alleys and miniature golf courses.



2800 CY Ave.

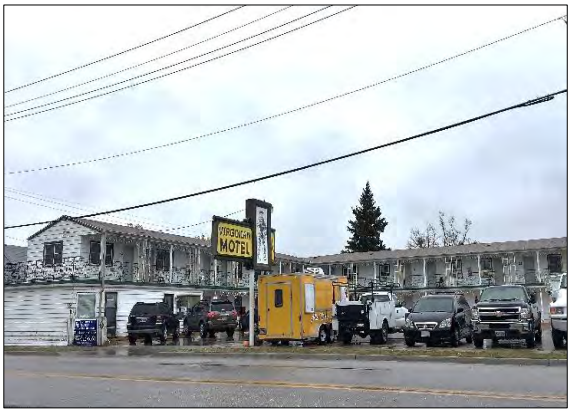
Roadside Commercial Property Type, continued



Former Phillips 66 Filling Station, 1924 CY Ave.



E. 2nd St. at Country Club Rd.



830 E. E St.



728 E. A St.



711 E. Collins Dr.



1130 E. F St.

Residential Resources

Casper's historic residential buildings and neighborhoods reflect the gamut from working class cottages and multi-family dwellings to high style single-family homes. The earliest and more modest homes are folk houses with no clear stylistic categorization. At the same time, many others represent late-nineteenth and early twentieth century styles, such as Prairie Style, Tudor Revival, and Craftsman. Casper also boasts mid-to-late twentieth century styles influenced by the Modern Movement, including Minimal Traditional cottages, single-family Ranch style homes, and Split-Level Houses.

Folk House Forms



c1905 Pyramidal House, 114 N. McKinley St.



c1912 Hall-and-Parlor dwelling, 228 E. 8th St.



c1920 Intersecting Gable alley dwelling, 711 W. 12th St.



c1912 Four-Square dwelling, 742 S. Beech St.

Folk House Forms, continued



c1917 Shotgun dwelling, 116 W. J St.



c1918 Gable-Front dwelling, 1220 Burlington Ave.

Styled Houses



c1900 Second Empire dwelling, 106 N. McKinley St.



c1915 Mixed-Style dwelling, 142 N. Lincoln St.



c1917 Prairie Style dwelling, 700 S. Beech St.



c1921 Craftsman dwelling, 1104 S. Walnut St.



c1948 Minimal Traditional dwelling, 743 E. 13th St.



c1936 Tudor Revival dwelling, 1636 S. Spruce St.

Multi-Family Dwellings



c1920 multi-unit dwelling, 134 W. G St.



c1950 multi-unit dwellings, 1917-1823 S. Boxelder St.



c1964 apartments, "The Capri," 1900 Fetterman Ave.



c1922 Six-unit Apartment Building, 315 E. 8th St.

Multi-Family Dwellings, continued



c1924 Four-unit dwelling, 1110 E. 1st St.



c1920 Multi-Unit building, 139 N. Grant St.

Institutional

Casper has a number of landmark institutional resources, all of which are literal reflections of major investments in community development. Churches, educational facilities, social halls, and governmental buildings exemplify this property type. Typically executed in a popular and identifiable style of the time, these buildings are usually located at major intersections and anchor their respective neighborhood.



First Baptist Church, 514 S. Beech St.

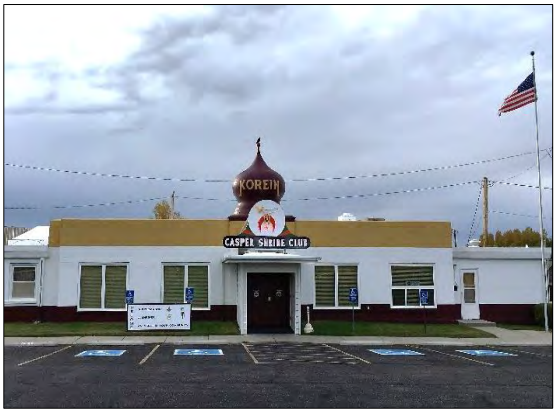


North Casper Clubhouse, 1032 E. L St.



Roosevelt School, 140 E. K St.

Institutional, continued



Korein Temple, Casper Shrine Club, 1501 W. 39th St.



Natrona County Courthouse, 200 North Center St.



Casper Fire Station No. 6, 280 Valley Dr.

Urban Renewal

The impact of federal land clearance and redevelopment programs of the 1960s and 1970s is readily apparent in Casper. During this period, the City actively sought and received federal funding to redevelop blighted areas, such as the Sand Bar west of downtown. Commonly executed in Brutalist-inspired designs, these projects primarily resulted in construction of municipal, state, and/or federal buildings, though examples of commercial buildings and housing projects are also present in Casper. These economic and governmental forces and the resources constructed as a result communicate important information about past community planning and development.

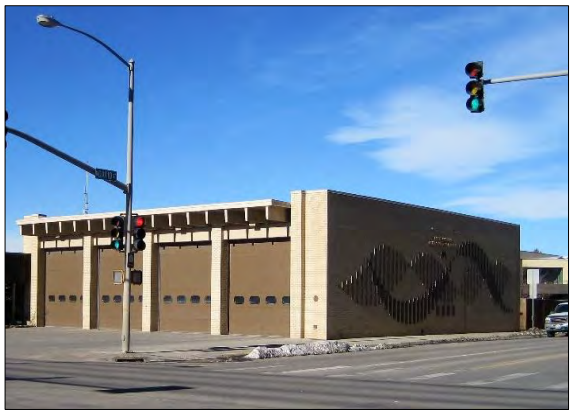
Urban Renewal, continued



1977 Hall of Justice, 201 N. David St.



1973 Brutalist building, 167 S Conwell St.



1976 Fire Station No. 1, 200 W. 1st St.



1970 Cheney Federal Building, 100-150 E. B St.



1977 City Hall, 200 N. David St.



1975, Brutalist office building, 437 S. Spruce St.

Recreational and Landscape Resources

Casper boasts a number of historic recreational resources, cultural landscapes and sites, many of which are landmark features in their respective neighborhoods. In addition to buildings and structures (e.g. Casper Planetarium, Shallenberger Bandshell), Pioneer Park downtown, Washington Park, Casper Mountain (Hogadon) Ski Area, and the green spaces as part of the Casper College campus are historic open spaces that convey patterns of past community planning and development.



1930s Washington Park Grounds, 951 S. Jefferson St.



1930s Casper Mountain Ski Area



c1960 Planetarium, 904 N. Poplar St.

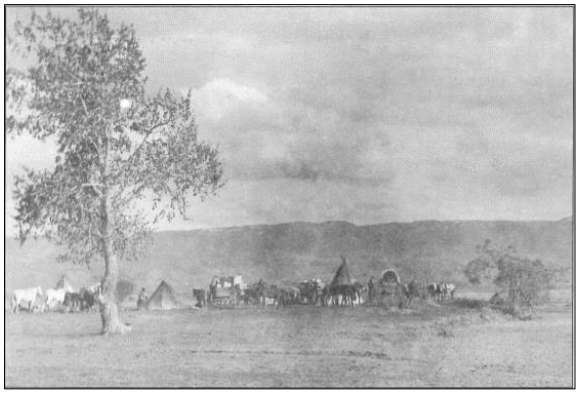


Percy Shallenberger Memorial Bandshell, 1940



1930s, Shallenberger Memorial Bandshell, Washington Park

Recreational and Landscape Resources, continued



Cottonwood Tree, W. Yellowstone Hwy.



Cottonwood Tree, W. Yellowstone Hwy.

The above photo is from Letters from Lost Cabin: A Candid Glimpse of Wyoming a Century Ago *by Percy H. Shallenberger, edited by Doug Cooper. Local sources suggest this tree is the same as the one in the current photo, shown at right.*

Industrial Resources

Primarily concentrated along one of Casper's two railroad grades, industrial resources can generally be found northeast and southwest of Downtown. Processing/manufacturing and warehouse buildings have function-specific designs and typically lack applied ornamentation. Character-defining features include vehicular bays, loading docks, and large open interior spaces.



350 N. Kimball St.



538 E. C St.



700 E. C St.

Mid-Century Resources

Mid-to-late twentieth century design is well represented in Casper. Buildings from this era exemplify the local application of contemporary Modernist styles popular nationwide. Typically applied to institutional buildings, banks, and roadside architecture, the Modern Movement aesthetic also appears in the form of Ranch style homes and can be found citywide.



1964, Expressionist bank building, 234 East 1st St.



1961 International Style building, 100 West Midwest Ave.



1967 International Style Goodstein Library



c1958 Ranch style commercial building, 1351 CY Ave.



c1958 Modernist church building, 1930 Boyd Ave.



c1949 Contemporary Style office, 843 S. Center St.

Mid-Century Resources, continued



c1964 Split-Level Ranch Style dwelling, 31 Valley Dr.



c1958 Organic Style dwelling, 716 E. 13th St.



c1956 Contemporary Style house, 1133 Mitchell St.



c1960 Ranch Style house, 2601 Navarre Rd.



c1959 Contemporary Style dwelling, 156 Valley Dr.



c1959 Ranch Style dwelling, 100 Valley Dr.

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Appendix A: Preservation Network

Federal, State, and Local Preservation Network

A network of public and private entities at national, state, and local levels work together to support and carry out preservation activities. A comprehensive list of these partners and a framework for guiding preservation activities in Wyoming can be found in *Wyoming's Comprehensive Statewide Historic Preservation Plan, 2016-2026*.

Preservation Network	Public	Private
Federal/ National	National Park Service (NPS) Advisory Council on Historic Preservation	National Trust for Historic Preservation (NTHP) Preservation Action Nat'l Alliance of Statewide Organizations National Main Street National Alliance of Preservation Commissions American Assoc. of State & Local History Association for Preservation Technology Society for American Archaeology
State	State Historic Preservation Office (SHPO) Regional Offices for the NPS Wyoming Main Street	Alliance for Historic Wyoming Wyoming State Historical Society (WSHS) Regional Offices for the NTHP
Local	Casper Historic Preservation Commission Natrona County Historic Preservation Commission	Natrona County Chapter of the WSHS Fort Caspar Museum Other local history & preservation orgs.

Nationwide, a variety of federal and state laws, as well as incentive programs protect many historic properties. In general, local preservation laws provide the most substantive protection for historic properties.

Federal Public Framework

A number of federal laws affect historic preservation in various ways, by:

- establishing preservation programs for federal, state, and local government agencies;
- establishing procedures for different kinds of preservation activities; and

- creating opportunities for the preservation of different types of resources.

The National Historic Preservation Act of 1966, as amended, is the centerpiece of the national historic preservation program. The primary mandates of the act are as follows:

- Authorization for the Department of the Interior, National Park Service to expand and maintain the National Register of Historic Places;
- Provision for the establishment of State Historic Preservation Officers to administer federal preservation programs;
- Specification of how local governments can be certified for participation in federal programs;
- Authorization for preservation grants-in-aid to states and local governments;
- Provision of a process for federal agencies to consider and mitigate adverse impacts on historic properties that are within their control; and
- Establishment of a rehabilitation tax credit program for private property owners that is also part of the Internal Revenue Code. The tax codes also allow charitable contributions through façade and scenic easements.

National Park Service

All preservation programs are administered by the National Park Service (NPS), Department of the Interior. One component of this charge is the development of programs and standards to direct federal undertakings and guide other federal agencies, states, and local governments in developing preservation planning and protection activities on a local level.

Secretary of the Interior's Standards (nps.gov/tps/standards.htm)

The centerpiece of this effort is the Secretary of the Interior's Standards and Guidelines for Archaeology and Historic Preservation. These standards provide all federal agencies, state historic preservation officers, and other organizations with methodologies and guidelines for the preservation of historic and archaeological resources. These standards and guidelines address issues relating to preservation planning, which includes the identification, evaluation, and protection of historic/cultural resources. They serve as the standards for all projects undertaken with federal funding, incentives, loans, or action by the federal government that impact significant historic resources. They have been upheld in federal and state court decisions. Perhaps most importantly, the standards serve as the base for design guidelines in the majority of designated districts and sites throughout the

United States. In the three decades the standards have been used, they have proven to stabilize and increase property values.

National Register of Historic Places (*nps.gov/subjects/nationalregister/index.htm*)
The National Register of Historic Places is the nation's official list of properties important in the history, architectural history, archaeology, engineering, and culture of the United States. The National Park Service oversees the National Register program. In Wyoming, the State Historic Preservation Office administers the National Register program. Properties of local, regional, state, and national significance may be nominated to the National Register. Resources listed in the National Register include districts, sites, buildings, structures, and objects. Listing a property in the National Register has a number of advantages, including:

- Recognition of the property's value to the community, state, and nation;
- Eligibility for grants and loan programs that encourage preservation;
- Qualification for participation in federal and state rehabilitation tax credit programs; and
- Consideration in planning for federal or federally assisted projects.

Section 106
Section 106 of the National Historic Preservation act of 1966, as amended, requires federal agencies to consider the effect of federally assisted projects on properties listed in or eligible for the National Register of Historic Places. If a project threatens to harm such properties, the federal Advisory Council on Historic Preservation may be consulted in a process designed to promote consideration of ways to avoid or minimize such harm. The federal Advisory Council on Historic Preservation (ACHP) provides a detailed summary at *achp.gov/protecting-historic-properties*.

Federal Law
Other federal laws protecting cultural resources include:

- National Environmental Policy Act of 1969
- Housing and Community Development Act of 1974
- Surplus Real Property Act of 1972
- Public Buildings Cooperative Use Act of 1976
- AMTRAC Improvement Act of 1974

- Emergency Home Purchase Assistance Act of 1974
- The Department of Transportation Act of 1966
- Archaeological and Historic Preservation Act of 1974
- Archaeological Resources Protection act of 1979
- Antiquities Act of 1906
- Historic Sites Act of 1935
- Executive Order 11593, Protection and Enhancement of the Cultural Environment

Certified Local Government Program (*nps.gov/clg/*)

The federal government established the Certified Local Government (CLG) program in 1980 to promote the preservation of prehistoric and historic resources and allow local communities to participate in the national historic preservation program to a greater degree. Prior to this time, preservation programs developed within a decentralized partnership between the federal and state governments, with the states carrying out the primary responsibility for identification, evaluation, and protection of historic properties. Through the CLG program, Congress extended this partnership to the local government level to allow local participation in the preservation planning process. Communities that meet Certified Local Government qualifications have a formal role in the National Register nomination process, establishment of state historic preservation objectives, and participation in the execution of designated CLG grant funds.

Grants-in-Aid Programs

The National Park Service provides grants-in-aid to states to promote preservation activities on the state and local level. In Wyoming, grants are awarded for identification, evaluation, and protection of historic and archaeological resources according to federal and state guidelines.

Federal Preservation Incentives (*nps.gov/tps/tax-incentives.htm*)

Tax incentives for the preservation and rehabilitation of historic properties are among the most useful tools for a local government to encourage the protection of historic resources. The most widely used federal incentives are the historic Rehabilitation Tax Credits and the charitable contribution deduction. Since the passage of the Tax Reform Act of 1986, the most widely used federal tax incentives allowed under the Internal Revenue Code are the Rehabilitation Tax Credits, the Charitable Contribution Deduction (Tax Treatment Extension Act of 1980), and the Low-Income Housing Credit.

State Public Framework

Each state has a State Historic Preservation Officer (SHPO) appointed by the Governor to administer federal preservation programs. The Wyoming SHPO is a division of the State Parks and Cultural Resources agency. The program's responsibilities include:

- conducting ongoing surveys to identify and evaluate cultural resources;
- preparing comprehensive statewide preservation plans;
- nominating properties to the National Register of Historic Places;
- reviewing federal projects for effects on cultural resources;
- administering the rehabilitation state and federal tax credit program;
- administering a range of assistance programs;
- providing public information, education, and training programs; and
- providing preservation technical assistance to counties and local governments

Local Public Framework

As noted above in the discussion of federal programs, local governments strengthen their local historic preservation efforts by achieving Certified Local Government (CLG) status from the National Park Service (NPS). The NPS and state governments, through their State Historic Preservation Offices (SHPOs), provide valuable technical assistance and small matching grants to hundreds of diverse communities whose local governments endeavor to retain what is significant from their community's past for the benefit of future generations. In turn, the NPS and state governments gain the benefit of having a local government partnership in the national historic preservation program. Another incentive for participating in the CLG program is the pool of matching grant funds SHPOs set aside to fund CLG historic preservation sub-grant projects, which is at least 10 percent of a state's annual Historic Preservation Fund (HPF) grant allocation. Grant funds are distributed through the HPF grant program, administered by the NPS and SHPOs.

Jointly administered by the NPS in partnership with SHPOs, the CLG Program is a model and cost-effective local, state, and federal partnership that promotes historic preservation at the grassroots level across the nation. Working closely with such national organizations as the National Association of Preservation Commissions, the CLG program seeks: (1) to develop and maintain local historic preservation programs that will influence the zoning and permitting decisions critical to preserving historic properties and (2) to ensure the broadest possible participation of local governments in the national historic preservation program while maintaining preservation standards established by the Secretary of the Interior.

Appendix B: Federal Incentives

Federal Financial Incentives for Historic Preservation

The **20 percent Federal Rehabilitation Tax Credit** applies to owners, and some renters, of income-producing National Register-listed properties. The amount of tax credits is calculated based on qualified rehabilitation expenditures at the end of the project. Eligible properties must be eligible and/or listed in the National Register of Historic Places. More information relating to the federal program requirements can be found at the following National Park Service website: *nps.gov/tps/tax-incentives.htm*

Transportation Alternatives (TA) is a program that federally funds community-based projects that, among other things, improve the cultural, historic, and environmental aspects of our transportation infrastructure. TA authorizes funding for programs and projects defined as ***transportation alternatives***, including: on- and off-road pedestrian and bicycle facilities; infrastructure projects for improving non-driver access to public transportation and enhanced mobility; community improvement activities such as historic preservation and vegetation management; environmental mitigation related to storm water and habitat connectivity; recreational trail projects; safe routes to school projects; and projects for planning, designing, or constructing boulevards and other roadways largely in the right-of-way of former divided highways.
dot.state.wy.us/home/planning_projects/transportation_programs/enhancements.html

Charitable Contributions/Easement Donation

IRS code provides for income and estate tax deductions for charitable contributions of partial interest in a historic property. Typically taking the form of an easement, in these cases a *certified historic structure* need not be depreciable to qualify and may include the land area on which it is located.

A facade easement on a registered historic building typically must:

- preserve the entire exterior of the building (i.e. front, sides, rear, and height);
- prohibit any change to the exterior that is inconsistent with the building's historic character;
- include a written agreement between the easement donor and the organization receiving the easement contribution; and

- include donor provision of additional substantiation requirements

To qualify for the federal incentive programs, rehabilitation work typically must comply with the Secretary of the Interior's Standards for Rehabilitation, which can be found at the National Park Service's website at nps.gov/tps/standards.htm. The Secretary's Standards are designed to address changes that will allow older buildings to function in the twenty-first century.

Appendix C: State & Other Incentives

State of Wyoming and Other Financial Incentives

Certified Local Government (CLG) Program / Historic Preservation Fund
Jointly administered by the NPS in partnership with SHPOs, the CLG Program is a cost-effective local, state, and federal partnership that promotes historic preservation at the grassroots level. Participation in the CLG program allows access to a pool of matching grant funds set aside for preservation projects, including the NPS' Underrepresented Community Grant. Casper is a CLG and has regular access to these funds.
wyoshpo.state.wy.us/index.php/programs/community-preservation-program-clg
https://www.nps.gov/preservation-grants/community-grants.html

Community Development Block Grant (CDBG) Program
Also administered by HUD, the CDBG program provides annual grants to communities for a wide range of local development needs. This flexible program allocates resources to address issues unique to each community.
portal.hud.gov/hudportal/HUD?src=/program_offices/comm_planning/communitydevelopment/programs

Wyoming Cultural Trust Fund (WCTF)
Managed by the Wyoming State Parks and Cultural Resources division, this program supports projects for all forms of arts and culture, including historic and architectural preservation. Services related to building material conservation, survey, preservation planning, restoration or rehabilitation are eligible. Wyoming nonprofit and governmental entities may apply.
wyospcr.state.wy.us/culturalTrustFund/index.php

Wyoming Main Street
Overseen by the Wyoming Business Council, the Main Street Program can help pool resources and direct them toward downtowns and historic neighborhood business districts. Wyoming Main Street is the state-level coordinating entity that assists Wyoming communities of various sizes with their downtown revitalization efforts. Assistance includes coordination and delivery of technical services and volunteer-training. Fifteen of Wyoming communities are certified or affiliate Main Street communities. Among the

financing programs Wyoming Main Street coordinates are the Challenge Loan Program, Business Ready Community Program, and CDBG Downtown Development Grants. *wyomingbusiness.org/mainstreet*

Wyoming Historic Architecture Assistance Fund (HAAF)

Administered by Wyoming Main Street, this fund covers the cost of architectural and/or engineering services related to the rehabilitation of historic buildings. The fund can support funding for such services as a building assessment, structural analysis, building code and ADA requirements, and façade and signage schematic design. Private, nonprofit, and government entities are eligible to apply. Eligible buildings are generally 50 years of age and rehabilitation work must meet the Secretary of Interior's Standards for Rehabilitation.
wyomingbusiness.org/mainstreet and
wyomingbusiness.org/Uploads/DocumentLibrary/Main%20Street/2018/2019%20pre-application%20final.pdf

Low Income Housing Tax Credits (LIHTC)

Administered by the U.S. Department of Housing and Urban Development (HUD), the LIHTC can be directed toward rehabilitation of existing buildings and is often combined with the Federal Rehabilitation Tax Credit. *huduser.gov/portal/datasets/lihtc.html*

National Trust for Historic Preservation (NTHP)

The National Trust for Historic Preservation provides seed money for preservation projects. Successfully stimulating preservation at the local level, these grants are distributed three times each year.
savingplaces.org/grants#.XJkTB5hKhPY

Appendix D: Additional Resources

Architectural History

McAlester, Virginia Savage. *A Field Guide to American Houses.* Rev. ed. New York: Alfred A. Knopf, Inc., 2013.

Longstreth, Richard. *The Buildings of Main Street: A Guide to American Commercial Architecture,* 1987.

National Register of Historic Places

National Park Service, National Register of Historic Places
nps.gov/subjects/nationalregister/index.htm

National Register Instructional Bulletins
nps.gov/history/nr/publications/

Wyoming State Historic Preservation Office, National Register Program
wyoshpo.state.wy.us/index.php/programs/national-register

Advocacy and Other Sources

National Trust for Historic Preservation
savingplaces.org

Alliance for Historic Wyoming
historicwyoming.org

Place Economics. *Profits Through Preservation: The Economic Impact of Historic Preservation in Utah*, 2013.
preservationutah.org/images/PROFITS_THROUGH_PRESERVATION_complete_final_2.pdf

Clarion Associates of Colorado. *The Economic Power of Heritage and Place: How Historic Preservation is Building a Sustainable Future in Colorado,* 2011.
hermes.cde.state.co.us/drupal/islandora/object/co:11041/datastream/OBJ/view

Donovan Rypkema. *The Economics of Historic Preservation: A Community Leader's Guide,* 2005.

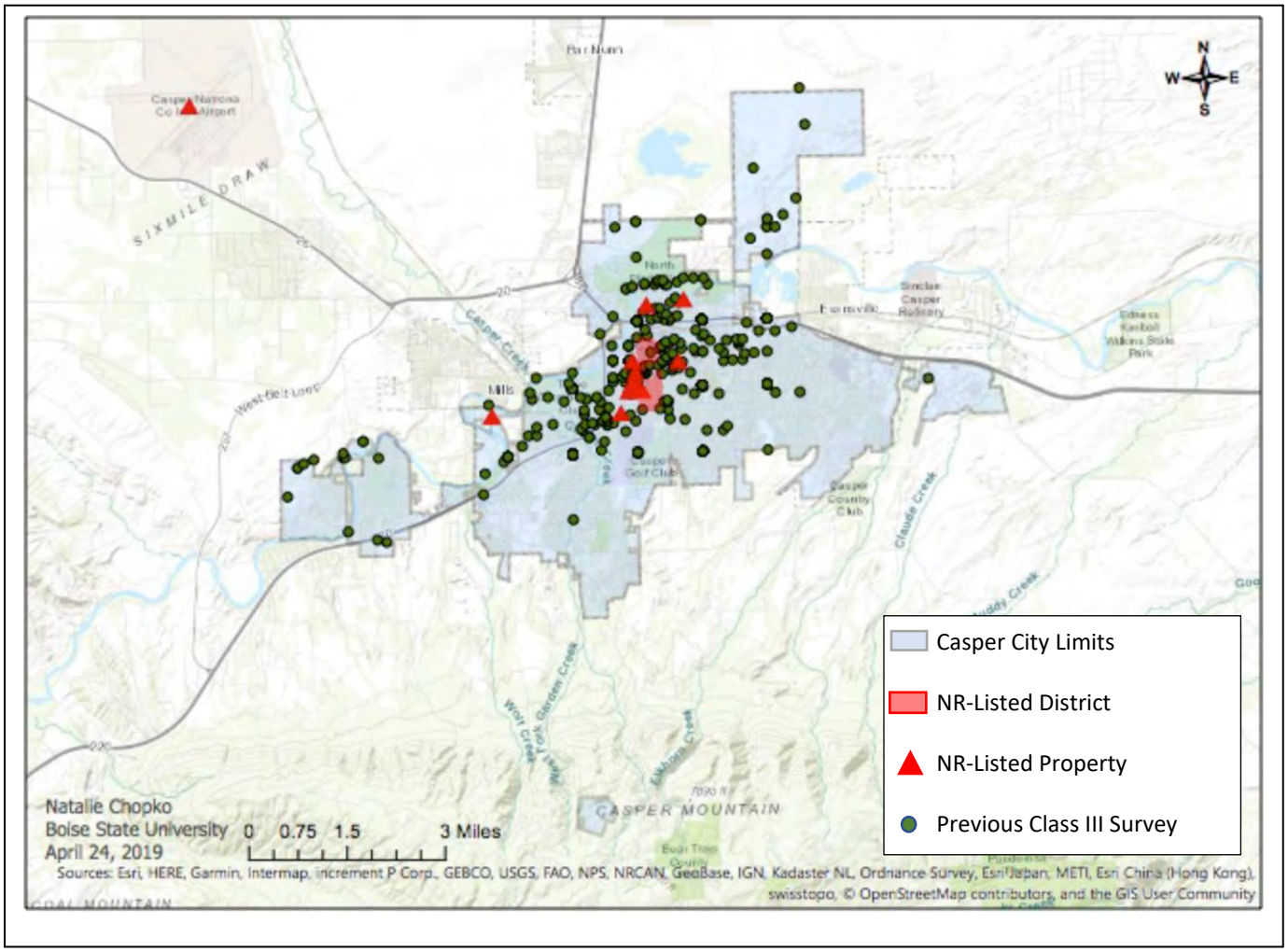
Appendix E: Previous Documentation Maps

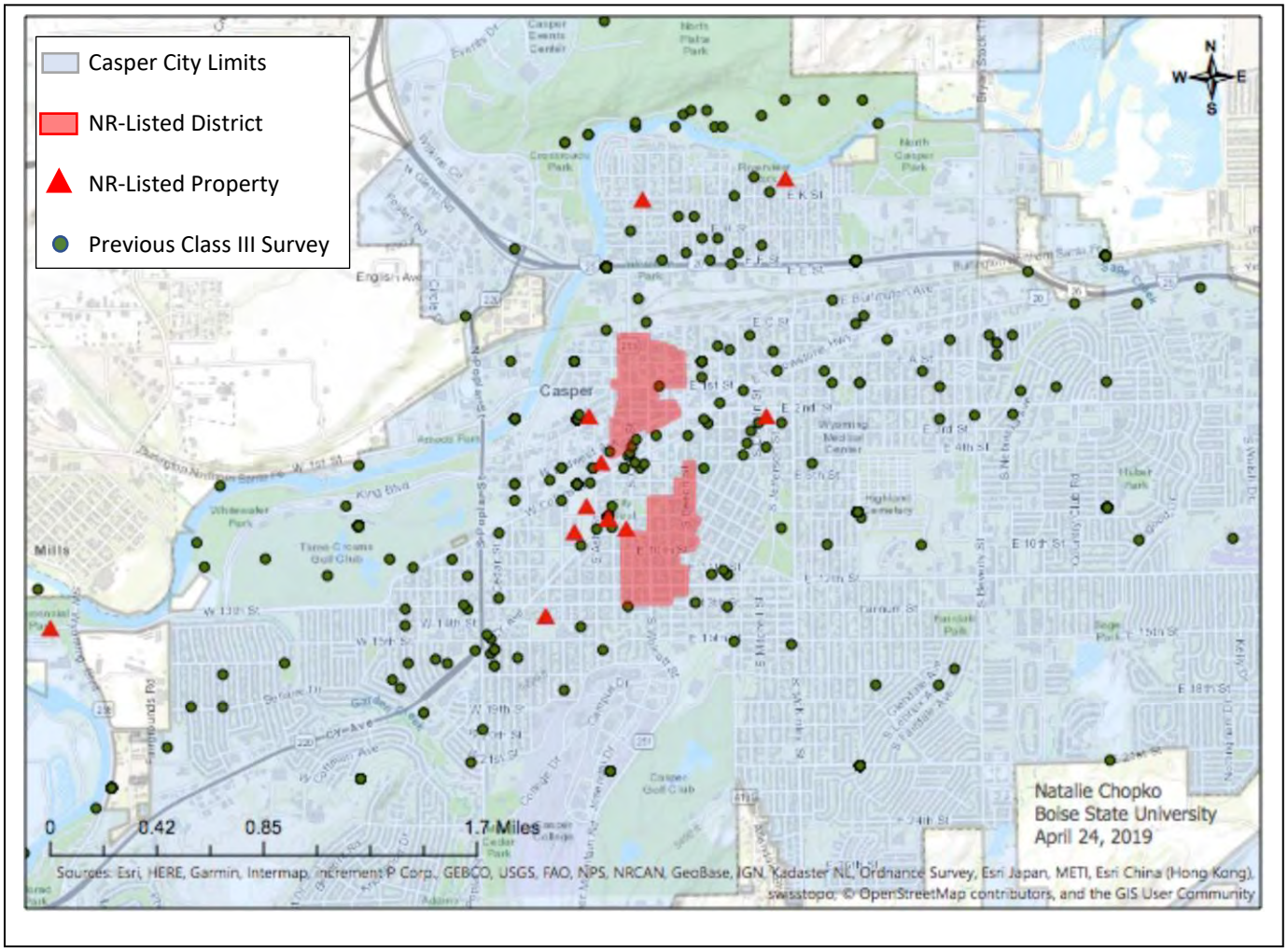
The maps below, generated by the Boise State University (BSU) Geographic Information Systems (GIS) department, illustrate all National Register-listed properties, as well as ***some*** previously surveyed resources, in Casper. This kind of geospatial mapping can be a very useful planning tool, allowing the City and HPC to readily identify areas warranting new survey as well as areas already surveyed and for which useful documentation is available.

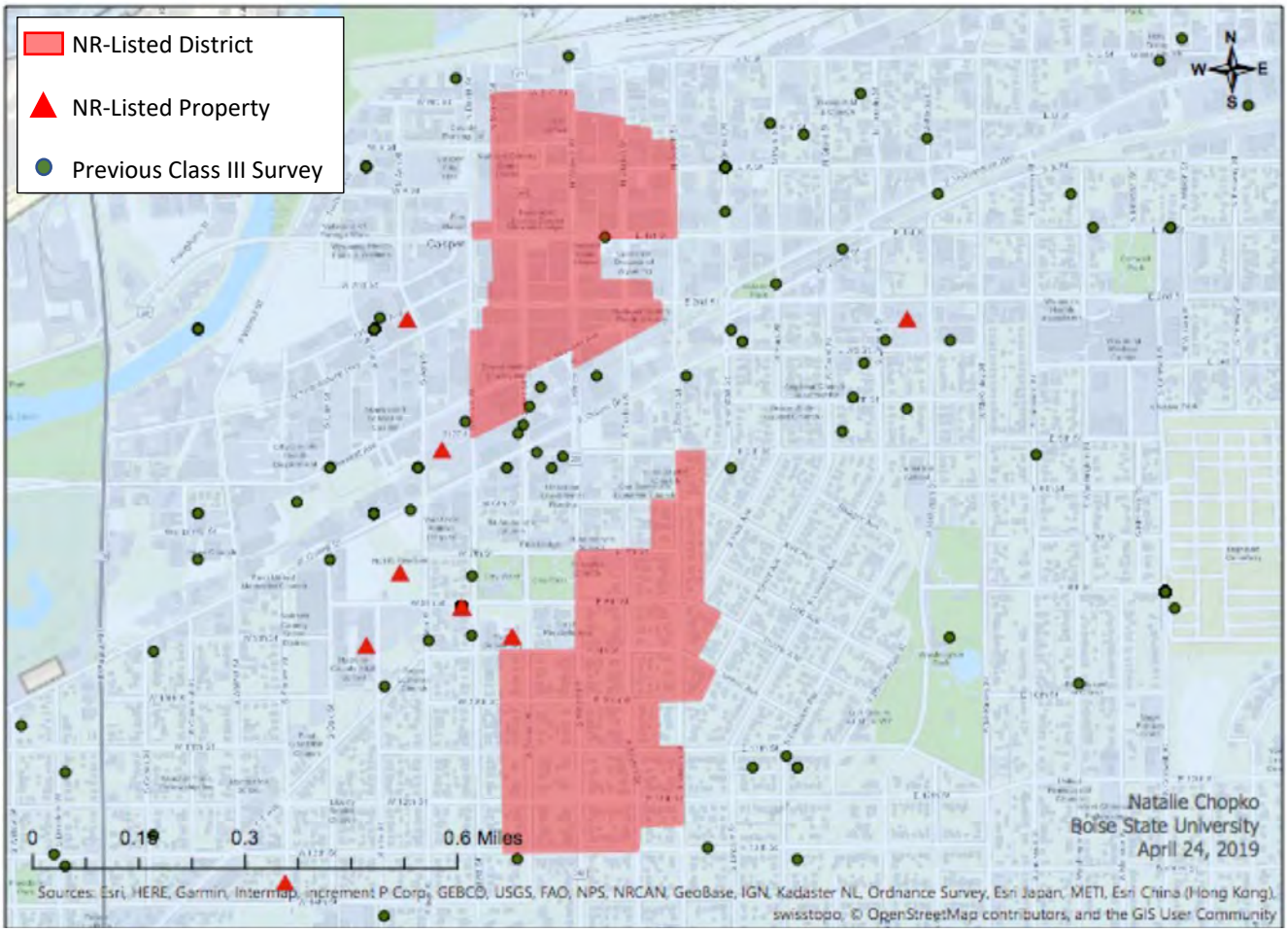
Using shape files provided by the City of Casper, the Wyoming SHPO provided a base data set of all previous Class III surveys, which are illustrated in the maps below.[79] Each green dot represents a site, which can be either a single resource or a group of resources.

The limitations of this data set, and thus the mapping, should be noted prior to drawing conclusions: first, the lack of dates assigned to the data collection prevents the differentiation between recent survey and out-of-date survey in need of updating; second, the lack of any geospatial information for Class I and Class II surveys results in the illustration of only a fraction of previously surveyed properties. Regardless of these two limitations, the maps below still clearly reflect areas likely in need of future survey/study.

[79] The Wyoming SHPO has varying levels of survey documentation. Class I survey is a compilation and analysis of existing cultural resource data and information. Class II survey is generated from field investigation and records a sampling of cultural properties within a specified area, while Class III survey records all cultural properties that can be identified for a specific area.


N
W
E
S
Casper City Limits
NR-Listed District
NR-Listed Property
Previous Class III Survey
Natalie Chopko
Boise State University
April 24, 2019
0 0.75 1.5 3 Miles
CASPER MOUNTAIN
SIXMILE DRAW
Casper Creek
West Belt Loop
Claude Creek
Sources: Esri, HERE, Garmin, Intermap, increment P Corp., GEBCO, USGS, FAO, NPS, NRCAN, GeoBase, IGN, Kadaster NL, Ordnance Survey, Esri Japan, METI, Esri China (Hong Kong), swisstopo, © OpenStreetMap contributors, and the GIS User Community


Casper City Limits
NR-Listed District
NR-Listed Property
Previous Class III Survey
N
W
E
S
Casper
Mills
0
0.42
0.85
1.7 Miles
Natalie Chopko
Boise State University
April 24, 2019
Sources: Esri, HERE, Garmin, Intermap, increment P Corp., GEBCO, USGS, FAO, NPS, NRCAN, GeoBase, IGN, Kadaster NL, Ordnance Survey, Esri Japan, METI, Esri China (Hong Kong), swisstopo, © OpenStreetMap contributors, and the GIS User Community


NR-Listed District
NR-Listed Property
Previous Class III Survey
N
W
E
S
0
0.15
0.3
0.6 Miles
Natalie Chopko
Boise State University
April 24, 2019
Sources: Esri, HERE, Garmin, Intermap, increment P Corp., GEBCO, USGS, FAO, NPS, NRCAN, GeoBase, IGN, Kadaster NL, Ordnance Survey, Esri Japan, METI, Esri China (Hong Kong), swisstopo, © OpenStreetMap contributors, and the GIS User Community

Appendix F: Glossary

Certified Local Government (CLG)

A local city or county government certified or approved by the State Historic Preservation Office (SHPO) as a local partner in preservation. A CLG has an appointed Historic Preservation Commission to oversee survey and inventory of historic resources, develop and maintain community planning and education programs, and participate as a consulting party in the Section 106 process.

Cultural Resource

Generally any historic building, structure, or site; in state or federal law, a cultural resource may be defined as any building, structure, or site listed in or eligible for listing in the National Register of Historic Places. Often called “historic resource” in common parlance.

Historic Preservation Commission

A body of volunteers consisting of members appointed by the Casper Mayor and City Council and who are responsible for administration and implementation of the city’s historic preservation ordinance. Members represent a variety of professional backgrounds including archaeologists, attorneys, architects, as well as lay members of the public.

Multiple Property Documentation Form (MPDF)

A Multiple Property Documentation Form (MPDF) is a NRHP tool that nominates groups of related significant properties. Not a nomination in its own right, a MPDF is a cover document that serves as the basis for evaluating the NRHP eligibility of resources with shared themes, trends, and/or patterns of history. The MPDF identifies the shared historic contexts and the property types representing those contexts, facilitating the evaluation of individual properties. Furthermore, an MPDF streamlines the method of organizing information collected in surveys and research typically required for NRHP registration and/or preservation planning purposes. “As a management tool, the thematic approach can furnish essential information for historic preservation planning because it evaluates

properties on a comparative basis within a given geographical area and because it can be used to establish preservation priorities based on historical significance."[80]

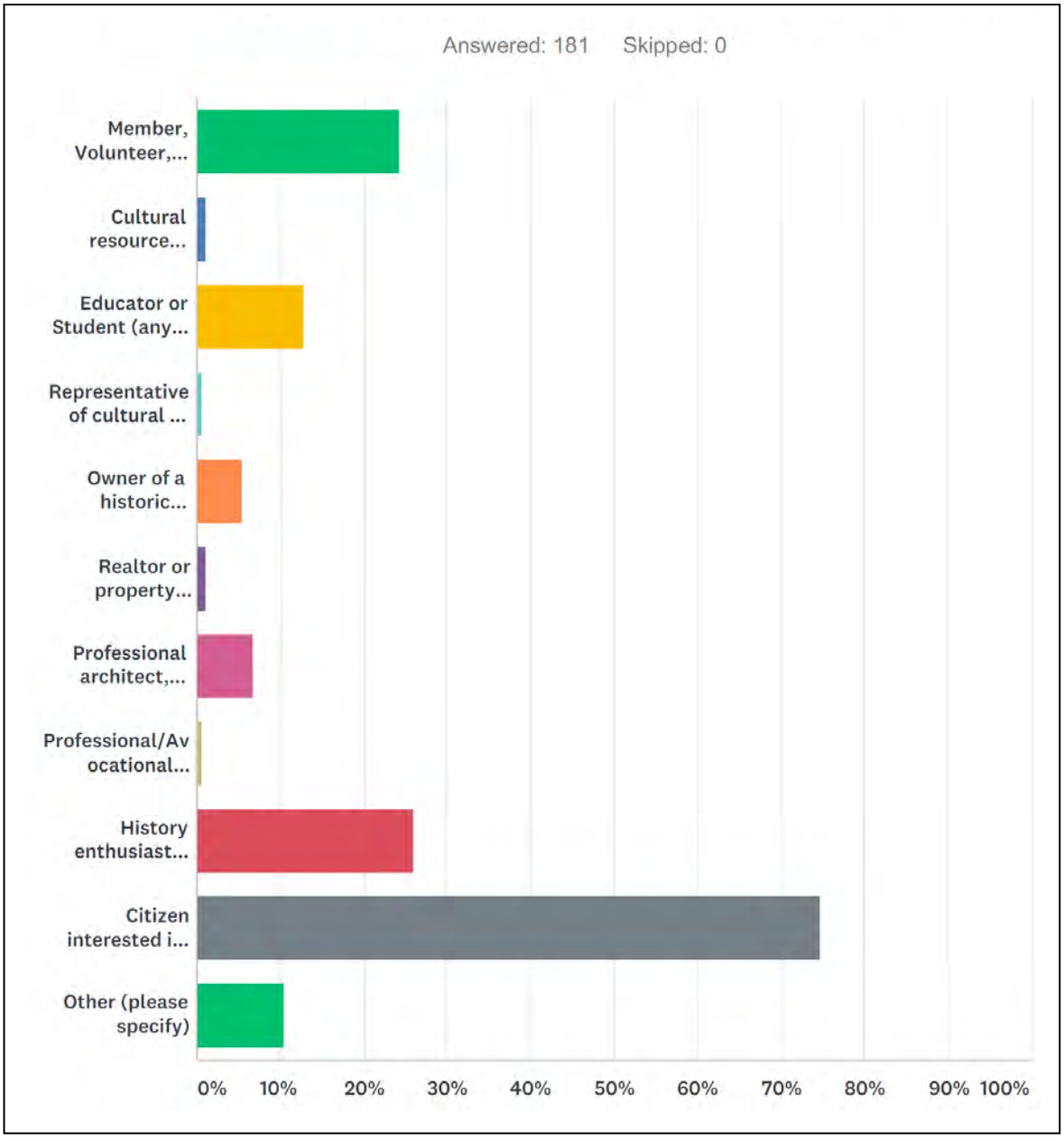
State Historic Preservation Office (SHPO)

The governmental office that administers historic preservation programs for the State of Wyoming, oversees Wyoming's management of the National Register of Historic Places program, and assists local governments through the Certified Local Government (CLG) program.

[80] Definition paraphrased directly from the National Park Service's National Register Bulletin on MPDFs. Lee, Antoinette, and Linda McClelland, *How to Complete the National Register Multiple Property Documentation Form* (Washington, D.C.: U.S. Department of Interior, National Park Service, 1999).

Appendix G: Public Opinion Results

Question 1: Please describe yourself.



Question 1. (Cont.)

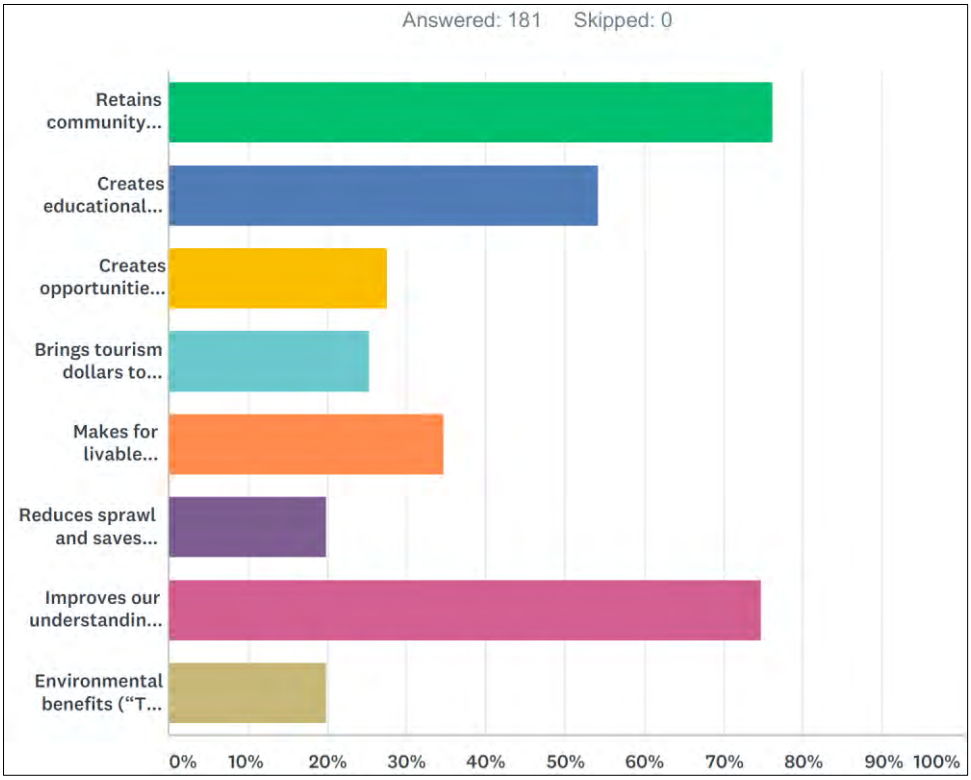
ANSWER CHOICES	RESPONSES	
Member, Volunteer, and/or Staff of historical society, library, museum, arts organization, historic preservation commission, or nonprofit	24.31%	44
Cultural resource manager consultant or professional historian	1.10%	2
Educator or Student (any level)	12.71%	23
Representative of cultural or ethnic group (please specify below)	0.55%	1
Owner of a historic property	5.52%	10
Realtor or property developer	1.10%	2
Professional architect, engineer, or planner	6.63%	12
Professional/Avocational archaeologist	0.55%	1
History enthusiast and/or heritage tourist	25.97%	47

Question 2: What are your favorite buildings in Casper? What places define Casper's History for you personally?

This open-ended question garnered several hundred responses. The top responses are ranked as follows (number of responses) and illustrated in the Word Cloud above.

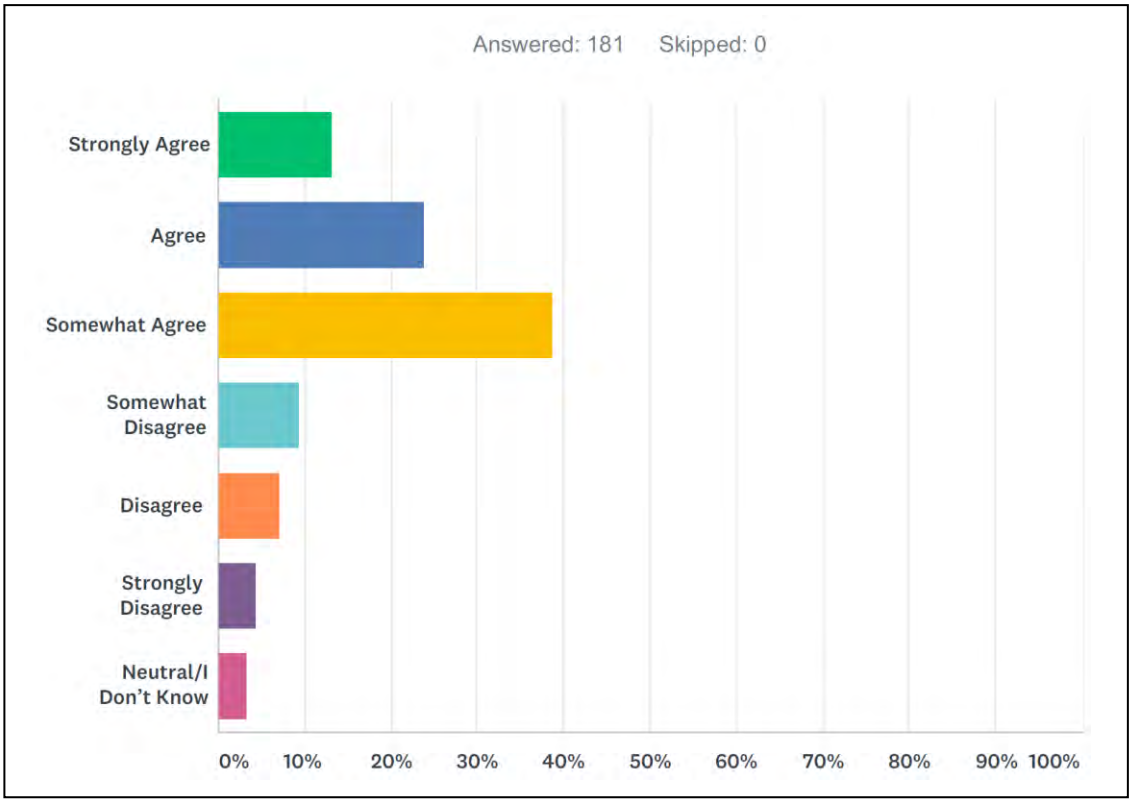
Downtown (63)
South Wolcott Residential District (31)
Natrona County High School (NCHS) (30)
Bishop House (29)
Wyoming National Bank/Egg Beater (27)
Rialto Theater (25)
Fire Station #1 (24)
St. Anthony's Catholic Church (17)
Fort Caspar (16)
American Theater (16)
Old Yellowstone District (14)
St. Mark's Episcopal Church (13)
Natrona County Courthouse (12)
Lou Taubert's Outfitters (10)
Elks Lodge (9)
First Presbyterian Church (9)
Old Residential Neighborhoods in general (9)
Art 321/Racca's (9)
Townsend Building (8)
Burlington Depot (8)
Old Wonder Bar (pre-remodel) (7)
Library (6)
Casper College (5)
Grant Street Grocery (4)
Oddfellows Building (3)
Virginia Hotel (3)
Noland Feed (3)
Casper Mountain (2)

Question 3. How important are the aspects listed below to you as they relate to preserving Casper's heritage? Choose the three most important.



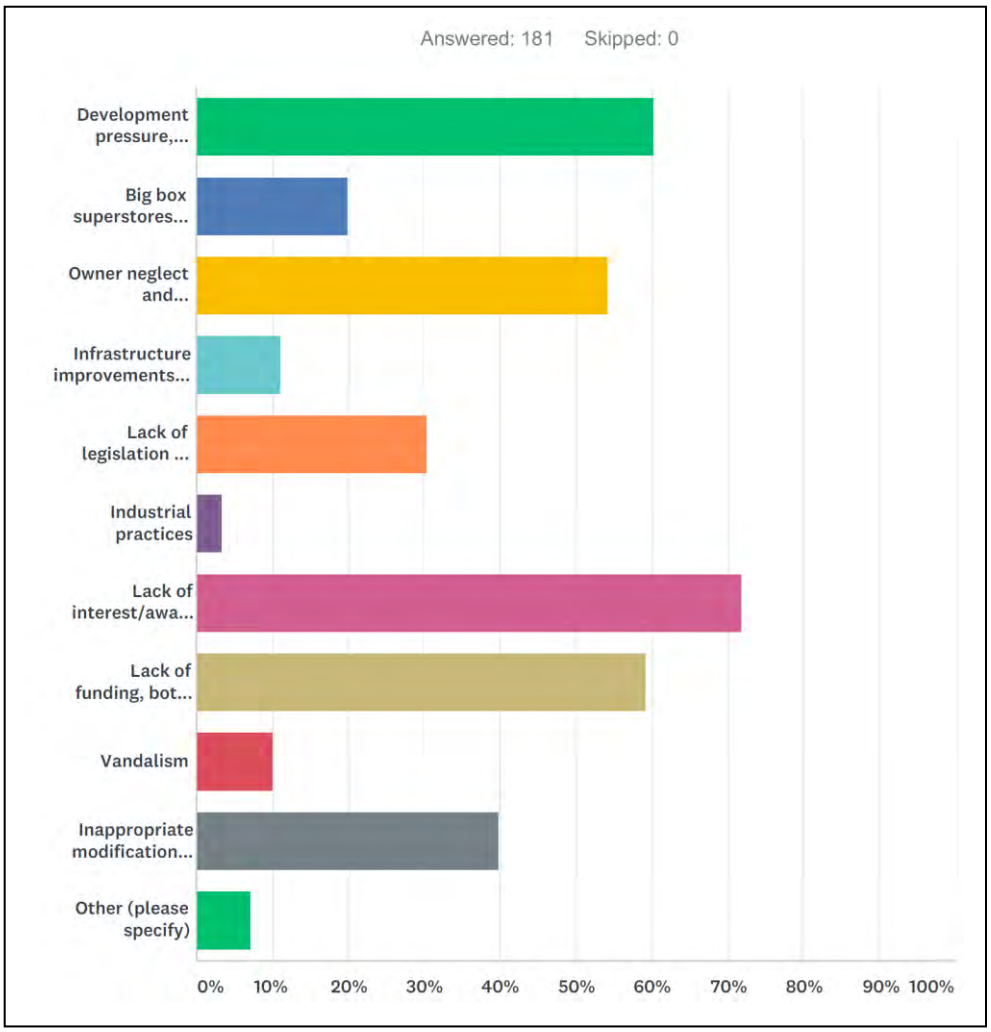
ANSWER CHOICES	RESPONSES	
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Cultural resource manager consultant or professional historian	1.10%	2
Educator or Student (any level)	12.71%	23
Representative of cultural or ethnic group (please specify below)	0.55%	1
Owner of a historic property	5.52%	10
Realtor or property developer	1.10%	2
Professional architect, engineer, or planner	6.63%	12
Professional/Avocational archaeologist	0.55%	1
History enthusiast and/or heritage tourist	25.97%	47
Citizen interested in Casper's preservation	74.59%	135
Other (please specify)	10.50%	19
Total Respondents: 181		

Question 4. How strongly do you feel about the following statement? Casper recognizes its own historic or prehistoric properties through efforts in historic preservation activities."



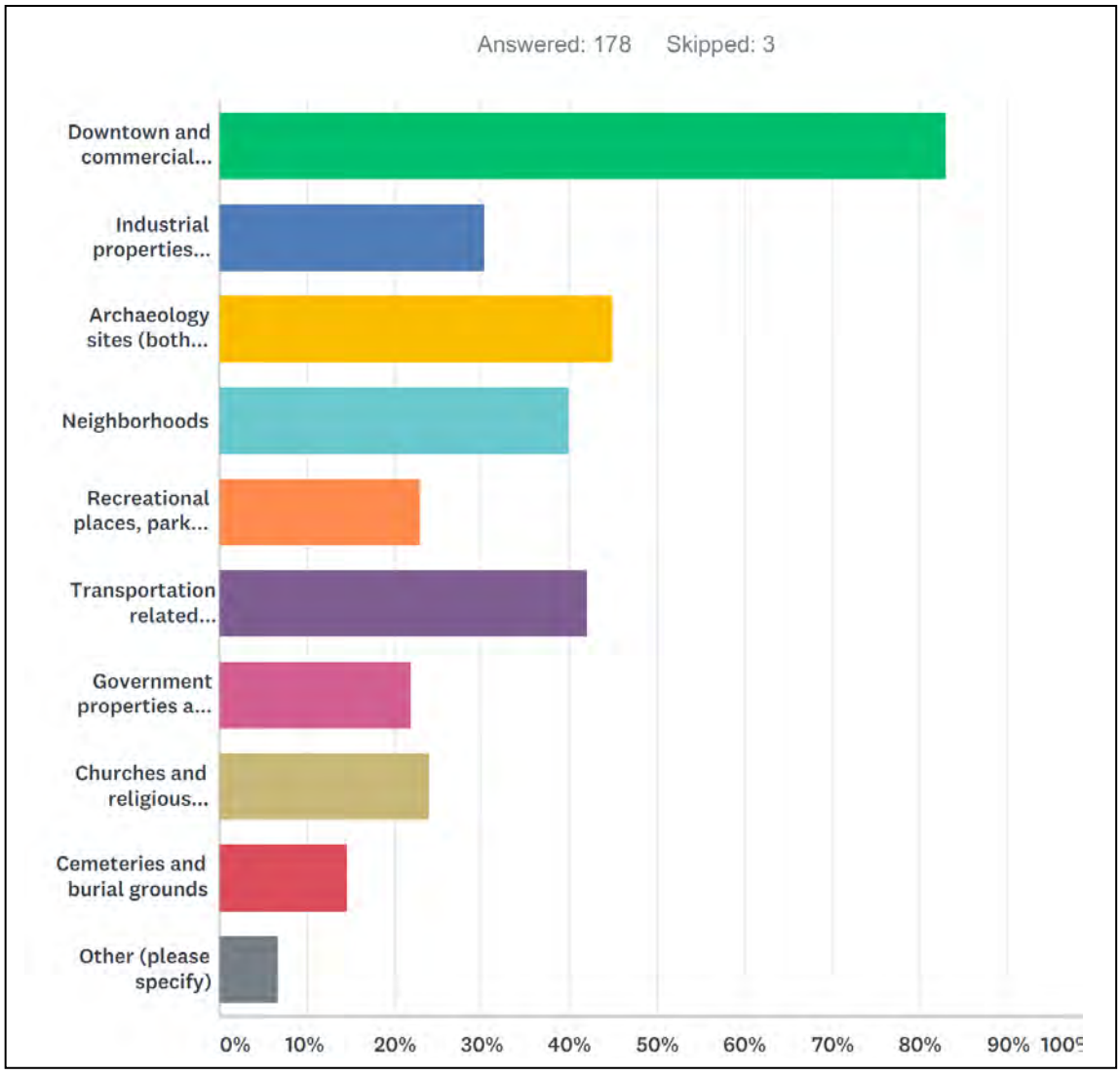
ANSWER CHOICES	RESPONSES	
Strongly Agree	13.26%	24
Agree	23.76%	43
Somewhat Agree	38.67%	70
Somewhat Disagree	9.39%	17
Disagree	7.18%	13
Strongly Disagree	4.42%	8
Neutral/I Don't Know	3.31%	6
Total Respondents: 181		

Question 5. In Casper, what do you believe are the most serious threats facing historic properties? Choose up to four.



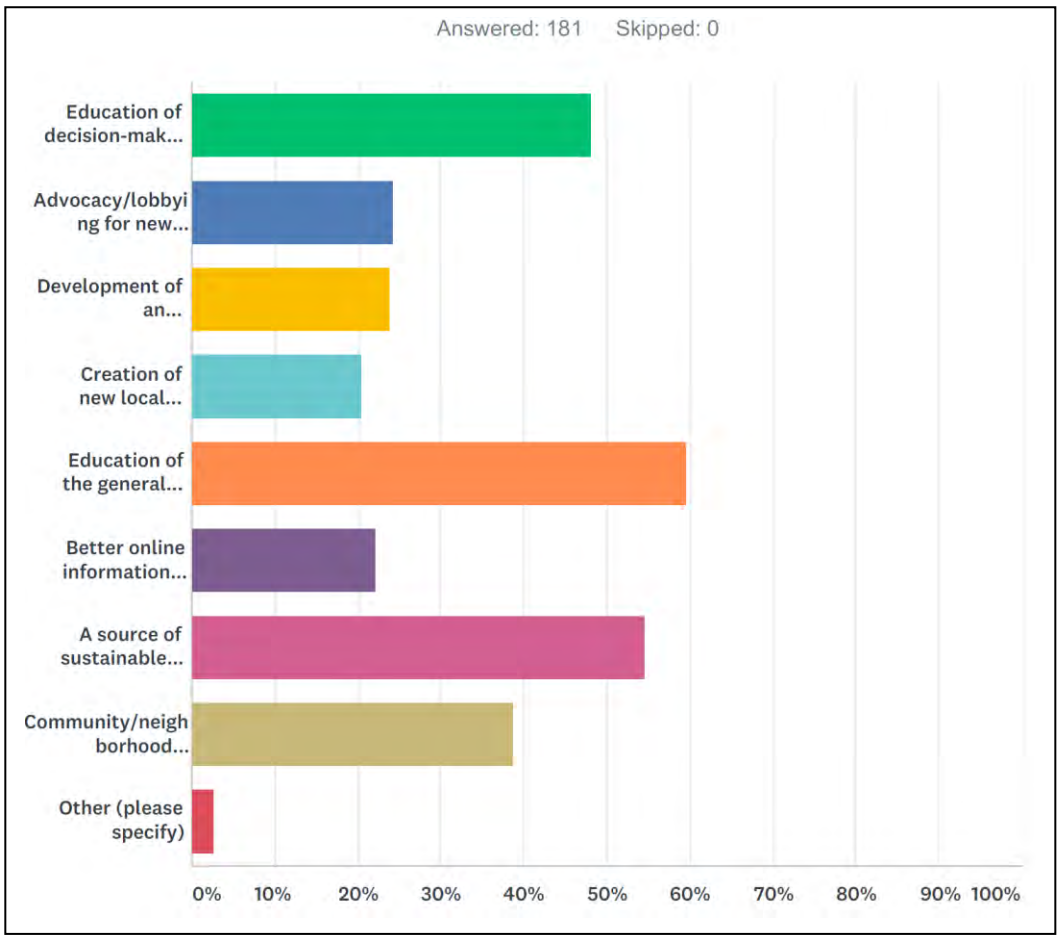
ANSWER CHOICES	RESPONSES	
Development pressure, teardowns, and sprawl	60.22%	109
Big box superstores driving out local businesses	19.89%	36
Owner neglect and disinvestment	54.14%	98
Infrastructure improvements, road construction, cell towers, power lines, etc.	11.05%	20
Lack of legislation or ineffective legislation to protect cultural sites/lack of appropriate enforcement	30.39%	55
Industrial practices	3.31%	6
Lack of interest/awareness/lack of understanding of the value and fragility of heritage buildings/sites	71.82%	130
Lack of funding, both public or private	59.12%	107
Vandalism	9.94%	18
Inappropriate modifications and treatments to historic properties	39.78%	72
Other (please specify)	7.18%	13
Total Respondents: 181		

Question 6. In Casper, which historic or prehistoric properties do you believe are the most threatened? Choose up to six.



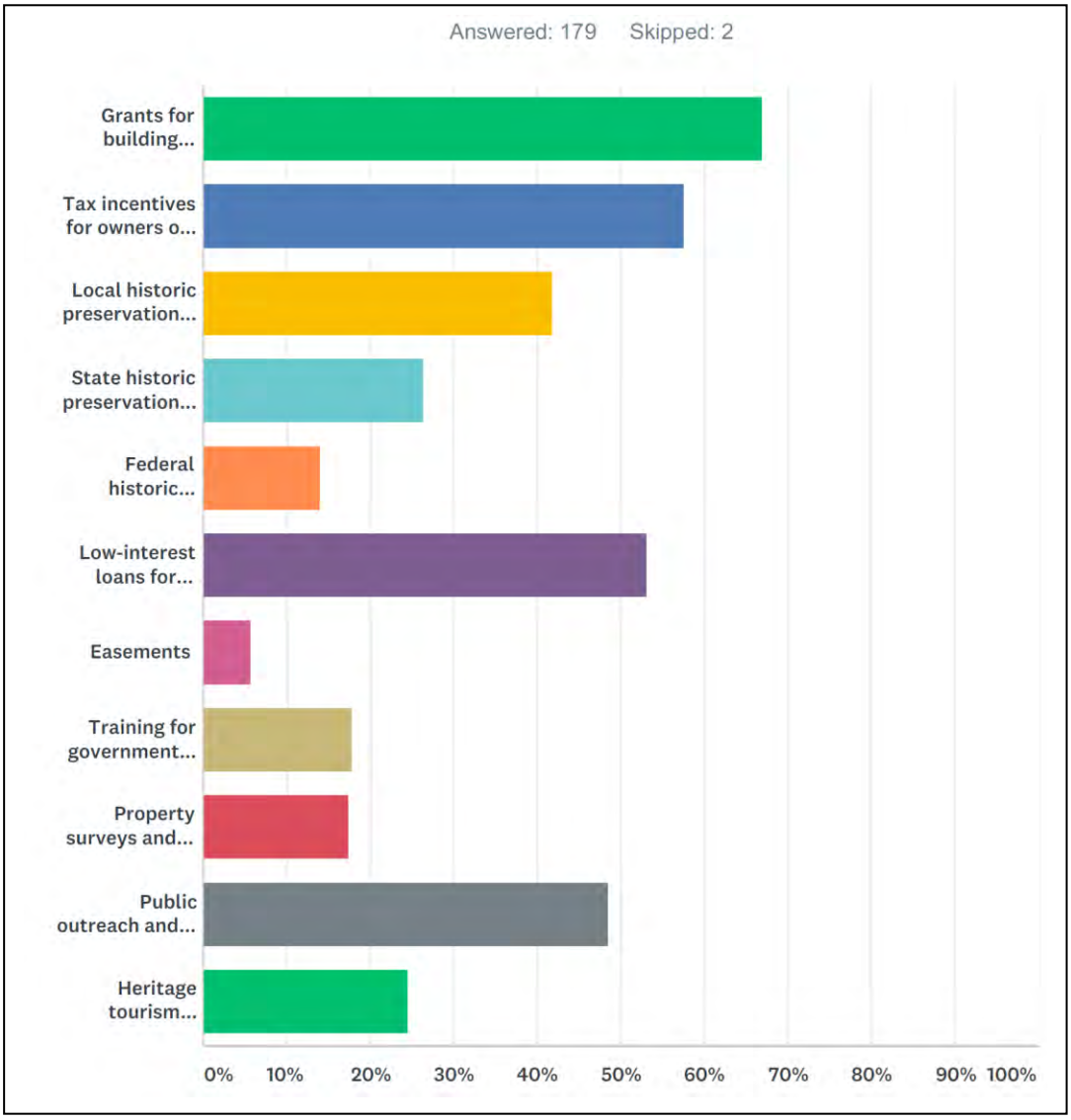
ANSWER CHOICES	RESPONSES	
Downtown and commercial areas	83.15%	148
Industrial properties (warehouses, factories, freight areas)	30.34%	54
Archaeology sites (both prehistoric and historic)	44.94%	80
Neighborhoods	39.89%	71
Recreational places, parks, or trails	23.03%	41
Transportation related resources (bridges, gas stations, motor courts, historic signage, railroad resources, etc.)	42.13%	75
Government properties and public buildings	21.91%	39
Churches and religious buildings	24.16%	43
Cemeteries and burial grounds	14.61%	26
Other (please specify)	6.74%	12
Total Respondents: 178		

Question 7. What issues should be the top priorities for the Casper preservation community to address over the next 5 to 10 years? Choose up to three.



ANSWER CHOICES	RESPONSES	
Education of decision-makers and others who influence the fate of the built environment	48.07%	87
Advocacy/lobbying for new preservation legislation and funding	24.31%	44
Development of an administrative code with rules, policies, procedures, and penalties to put "teeth" in existing legislation	23.76%	43
Creation of new local preservation groups to broaden and strengthen the preservation movement	20.44%	37
Education of the general public about the importance of preserving and using heritage resources	59.67%	108
Better online information about historic places and how to care for them	22.10%	40
A source of sustainable funding to help preserve and maintain historic places	54.70%	99
Community/neighborhood revitalization planning and implementation	38.67%	70
Other (please specify)	2.76%	5
Total Respondents: 181		

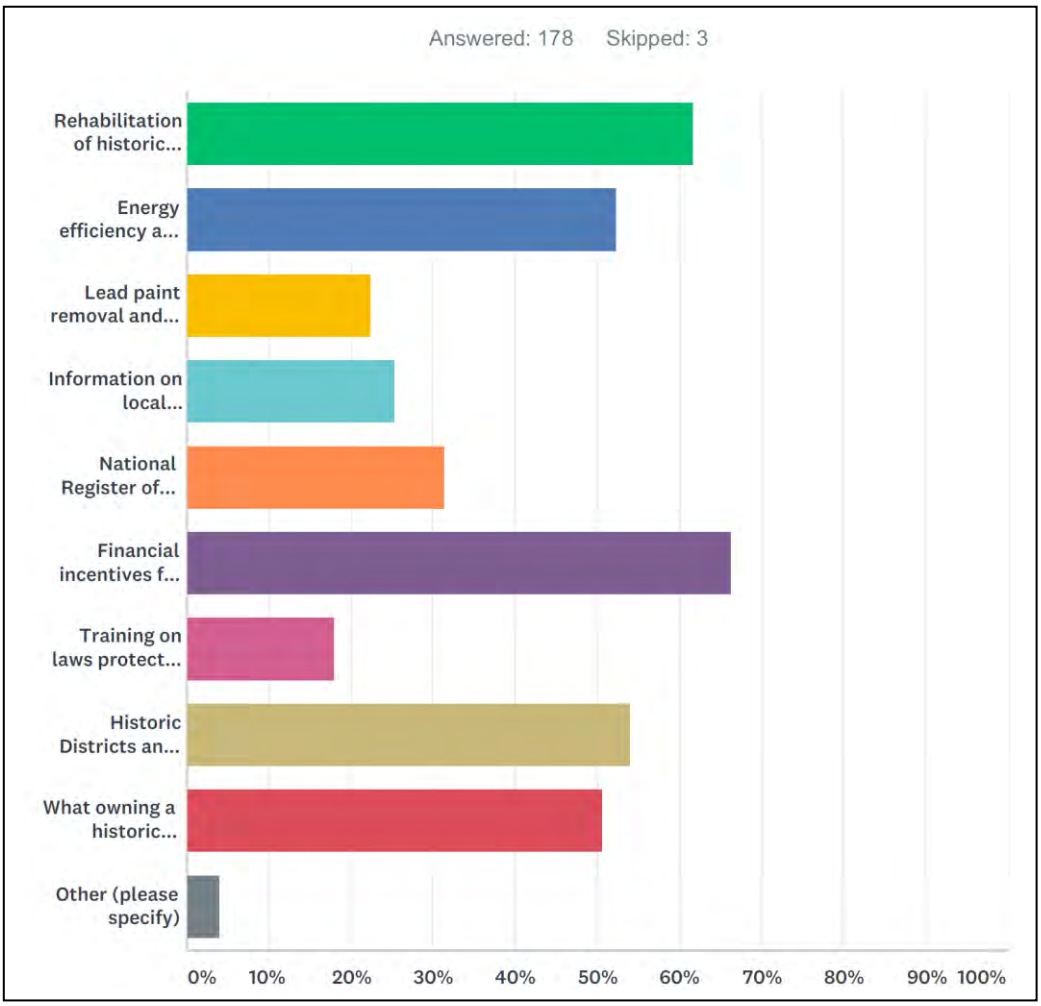
Question 8. Which of the following preservation tools do you think are the most effective and realistic approaches for preserving Casper's historic properties? Choose up to four.



Question 8. (Cont.)

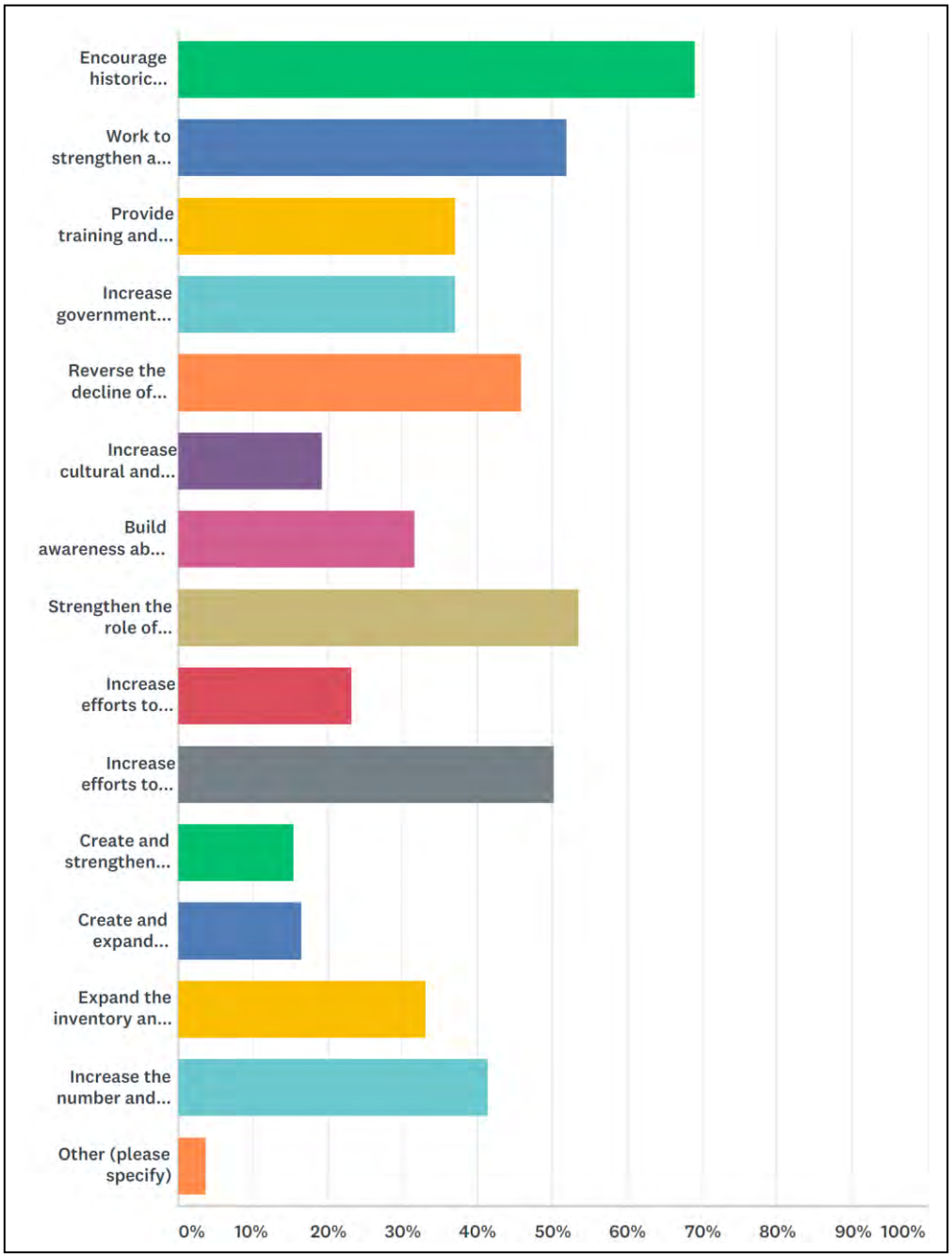
ANSWER CHOICES	RESPONSES	
Grants for building rehabilitation and/or historic resource planning	67.04%	120
Tax incentives for owners of historic properties	57.54%	103
Local historic preservation ordinances and enforcement	41.90%	75
State historic preservation laws and regulations	26.26%	47
Federal historic preservation regulations	13.97%	25
Low-interest loans for rehabilitation	53.07%	95
Easements	5.59%	10
Training for government decision makers	17.88%	32
Property surveys and national register nominations	17.32%	31
Public outreach and education	48.60%	87
Heritage tourism programs	24.58%	44
Total Respondents: 179		

Question 9. What training, information or education topics would be the most useful to you and your community in its preservation efforts? Choose up to five.



ANSWER CHOICES	RESPONSES	
Rehabilitation of historic masonry, woodwork, and/or historic windows	61.80%	110
Energy efficiency and weatherization in historic buildings	52.25%	93
Lead paint removal and safe work practices	22.47%	40
Information on local preservation commissions	25.28%	45
National Register of Historic Places nomination process	31.46%	56
Financial incentives for preservation	66.29%	118
Training on laws protecting resources	17.98%	32
Historic Districts and how they affect you and your community	53.93%	96
What owning a historic property may mean (National Register versus local ordinance and design review)	50.56%	90
Other (please specify)	3.93%	7
Total Respondents: 178		

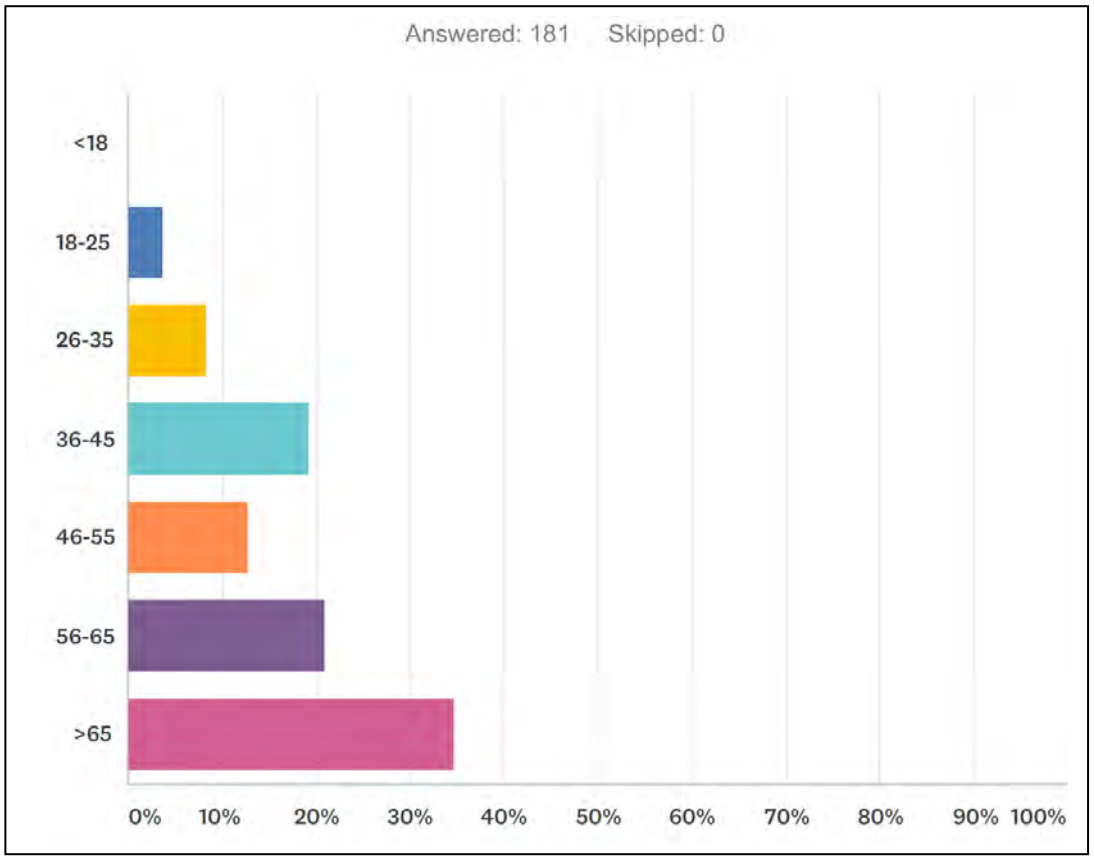
Question 10. Given your perception of the state of preservation in Casper today, please choose the top six goals from the list below that you feel are the most relevant for Casper HPC/CLG and its partners to focus on in the coming years.



Question 10. (Cont.)

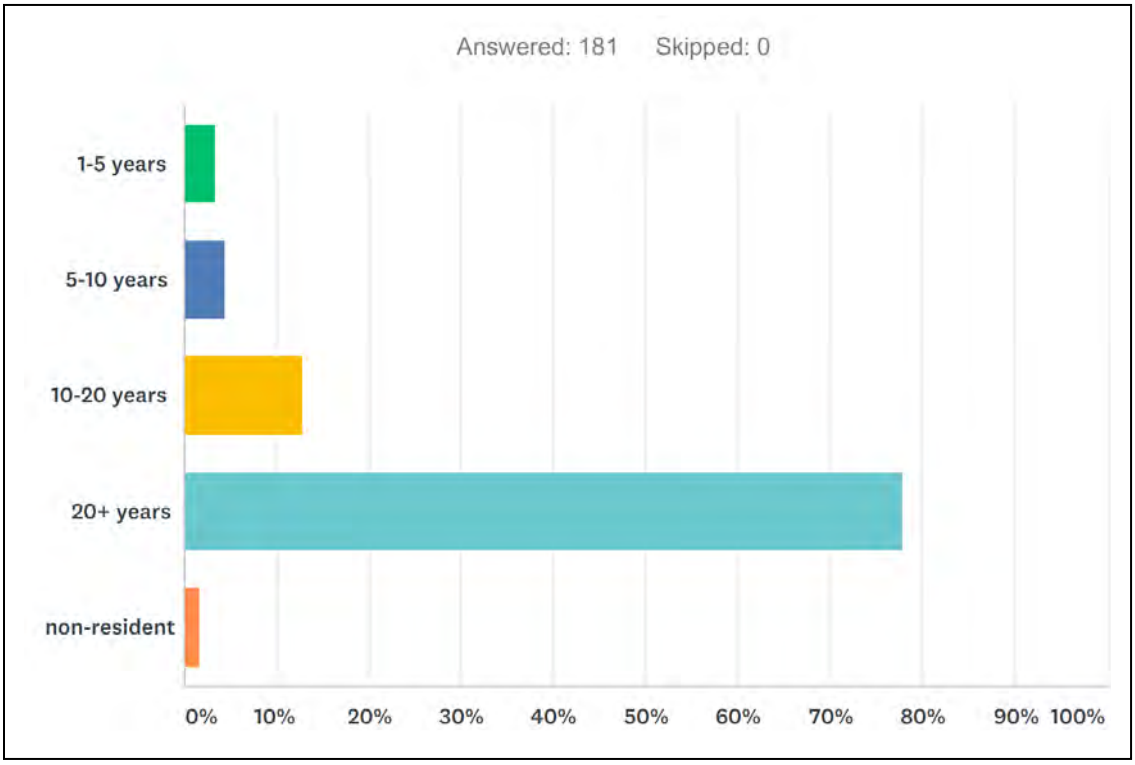
ANSWER CHOICES	RESPONSES	
Encourage historic preservation as an economic development tool while maintaining the integrity of the resources	69.06%	125
Work to strengthen and expand existing financial incentive programs, as well as develop new incentives and funding sources	51.93%	94
Provide training and programs to increase understanding of historic preservation	37.02%	67
Increase government decision makers' understanding of and support for historic preservation	37.02%	67
Reverse the decline of downtown commercial areas	45.86%	83
Increase cultural and ethnic diversity in the preservation movement	19.34%	35
Build awareness about the connections between historic preservation and sustainability	31.49%	57
Strengthen the role of historic preservation in local planning and community revitalization	53.59%	97
Increase efforts to promote heritage tourism	23.20%	42
Increase efforts to identify and protect historic and prehistoric properties	50.28%	91
Create and strengthen historic preservation laws through state legislative action	15.47%	28
Create and expand opportunities for collaboration among Wyoming communities, organizations, and cultural groups	16.57%	30
Expand the inventory and designation of Casper's historic and prehistoric properties for use in planning, education, public information, and protection	33.15%	60
Increase the number and visibility of high-quality preservation projects citywide	41.44%	75
Other (please specify)	3.87%	7
Total Respondents: 181		

Question 11. So the Commission can better understand the constituency, please provide your age range.



ANSWER CHOICES	RESPONSES	
<18	0.00%	0
18-25	3.87%	7
26-35	8.29%	15
36-45	19.34%	35
46-55	12.71%	23
56-65	20.99%	38
>65	34.81%	63
TOTAL		181

Question 12. So the Commission can better understand the constituency, please let us know how long you have lived in Casper.



ANSWER CHOICES	RESPONSES	
1-5 years	3.31%	6
5-10 years	4.42%	8
10-20 years	12.71%	23
20+ years	77.90%	141
non-resident	1.66%	3
TOTAL		181

Appendix H: Historic Preservation Laws & Policies

For a comprehensive listing of federal and state legislation related to historic preservation, see *Wyoming's Comprehensive Statewide Historic Preservation Plan 2016-2026*, pp. 102-106: *http://wyoshpo.state.wy.us/index.php/about-shpo/state-preservation-plan*

Federal Laws

National Historic Preservation Act

The **National Historic Preservation Act** (NHPA) of 1966, and subsequent amendments, establishes procedures and policies concerning historic preservation. This act established and defines the national historic preservation program, including the statutes creating the National Register of Historic Places, Determinations of Eligibility, State and Tribal Historic Preservation Officers, and Section 106. Except in instances where federal monies are involved in construction or rehabilitation, the Act does not specifically affect local properties. *https://www.achp.gov/sites/default/files/2018-06/nhpa.pdf*

The National Trails System Act

The **1968 National Trails System Act, as amended**, established National Recreation, National Scenic, and National Historic Trails. National Scenic and National Historic Trails may only be designated by an Act of Congress.
https://www.law.cornell.edu/uscode/text/16/chapter-27

Wyoming Laws

Relevant state legislation involving the protection of archaeological and cultural resources include the **1935 Wyoming Antiquities Act** (WS 36-1-114) and the **1967 Wyoming State Archaeologist Statute** (WS 36-4-106).
https://www.wyoleg.gov/StateStatutes/StatutesConstitution

City of Casper Laws & Policies

Certified Local Government

Local governments with a historic preservation program that meets specific federal and state standards are eligible for a status as a Certified Local Government (CLG). This certification is awarded by the National Park Service and the Wyoming State Historic Preservation Office. The City of Casper has been a CLG since 1987 (Ordinance 66-87).

Responsibilities of a CLG include maintaining a historic preservation board or commission that is recognized by the local jurisdiction, enforcing state and local preservation laws, maintaining local surveys and inventories, reviewing National Register nominations, allowing for public participation, and reporting annually.

City of Casper Historic Preservation Ordinance

The Casper Historic Preservation program was authorized in 1987 and is outlined in the Casper Municipal Code, Chapter 2.40. The ordinance outlines the purpose of the program as follows:

1. Effect and accomplish the protection, enhancement, and perpetuation of improvements and historic districts which represent or reflect elements of the City of Casper's cultural, social, economic, political, engineering, and architectural history;
2. Safeguard the City of Casper's historic, architectural and cultural heritage as embodied and reflected in such historic structure, sites, and districts as may be identified:
3. Stabilize and improve property values;
4. Foster civic pride in the beauty and noble accomplishments of the past;
5. Protect and enhance the City of Casper's attractions to residents, tourists, and visitors, and serve as a supporter and stimulus to industry and business to strengthen the economy in the City of Casper; and
6. Promote the use of historic structures, sites, and districts for the education, pleasure, and welfare of the residents of the City of Casper.

Regarding the HPC, the ordinance outlines the following:

1. At least two members of the commission shall be professionals in fields of history, archeology, *historic* architecture, architecture, cultural geography, American civilization or planning. All of the members, however, should have a demonstrated interest, knowledge or experience in the fields related to *historic preservation* as stated above.

2. The *historic preservation* commission has the power to:
    a. Conduct cultural resource inventories of structures and areas for the purpose of determining architectural, *historical*, cultural, and/or archeological significance, to maintain and revise detailed listings of significant structures and/or districts;
    b. Recommend to the council criteria for the evaluation and designation of *historic* districts, *historic* overlay zoning districts, buildings, structures, sites or other significant features within the city's jurisdiction. The criteria should be compatible with the criteria of the Department of Interior's criteria for evaluation of potential entries to the National Register of *Historic* Places
    c. Propose *historic* districts, *historic* overlay zoning districts, sites, buildings, structures and facilities which meet criteria because they are significant in American history, architecture, archeology and culture. This recognition of local *historic* districts, *historic* overlay zoning districts, sites, buildings, structures and facilities shall be entitled locally as specified in Section 2.40.100. Proposed designations by the *historic preservation* commission shall be submitted to the city council for their consideration of adoption;
    d. Act as advisors on *historic preservation* issues to appropriate local government agencies located within the city as well as the city council;
    e. Act as advisors to residents and property holders on matters of *historic preservation*;
    f. Promote *historic preservation* awareness through a wide range of activities such as walking tours, education seminars and published materials;
    g. Upon approval of the city council, retain consultants to carry out the duties as listed in this section;
    h. Request appropriate information, cooperation, assistance or studies from any government departments, boards, agencies or commissions; and
    i. Perform such inventories as required.

Related Local Ordinances

Chapter 17.88 of the Casper Municipal Code outlines the **Historic Overlay Code**. This code outlines the process to designate, establish, and/or preserve areas or individual structures, within any established zoning district, having historical significance for the benefit of owners and the general public. It also outlines the procedure for removing historic overlay zoning from a structure or area.

Chapter 17.94 of the Casper Municipal Code outlines the **Old Yellowstone District and South Poplar Street Form-Based Code**. Although it does not regulate the review of proposed projects through the lens of historic and cultural resources, this code applies to an area that includes historic resources. The code is intended to "create a complimentary extension of the downtown, with its own unique character and design, and to provide a framework for achieving the desired built-form characteristics of a downtown, including similar densities, building materials, building orientation, building heights, architecture and a diversified mix of complimentary and interrelated land uses."

Generation Casper Comprehensive Plan

In 2016, the City of Casper hosted public meetings and listening sessions in order to update its multi-year comprehensive plan. The City's Planning Department interviewed the Historic Preservation Commission (HPC) and HPC members participated in discussion that helped shape the plan, published in 2017 as *Generation Casper*.

The plan addresses issues related to historic resources in chapters on endless character, a vibrant urban center, and an undiscovered quality of life. In particular, the following items and actions are called out:

ECH3. Welcoming Gateways: Prioritize the development of pleasing community gateways that promote community pride and present a positive image for the community.

> **ECH3-2. Historic Buildings**: Identify and capitalize on the location, significance, and potential for reuse and/or renovation of historic resources.
>
> **Strategy**: Work with the historic preservation groups to capitalize on the history of the area and buildings to bring people to the urban core and increase tourism. Build on the completed historic building inventory as recommended by the State Historic Preservation Office (SHPO). Identify key properties, buildings and/or districts with redevelopment and/or rehabilitation potential for commercial or other uses.

VUC2. Thriving Centers: Strengthen the economic role of downtown and the OYD as a unifying element for Casper through unique and diverse uses.

> **VUC2-7. Historic Preservation**: Encourage a commitment to the adaptive reuse of vacant buildings to new uses, an investment in architecturally unique and culturally historic structures, and the creation of economic incentives to promote neighborhood preservation and revitalization. Work with local stakeholders on the historic preservation education and renovation of historic buildings.

Strategy: Work with neighborhood groups to create design guidelines/standards for buildings and signage to preserve historical landmarks and architectural features, and ensure that new development complements the existing character. Work with the SHPO and complete a training on tax incentives and financial assistance that makes it easier to rehabilitate historic buildings

UQL4. Integrated Paths: Create a vast network of interconnected open spaces and recreational resources.

UQL4-5. Natural and Historic Routes: Utilize drainageways and abandoned railroad rights-of-way as supplements to the primary parks, open space, greenways, and trails system.