

# Phase II and Phase III Plan for Downtown Pinedale, Wyoming



November 28, 2011

Prepared for:

The Town of Pinedale

Prepared by:  
Arnett Muldrow and Associates

PO Box 4151  
Greenville, South Carolina 29609  
[www.arnettmuldrow.com](http://www.arnettmuldrow.com)  
864-233-0950

in partnership with:  
Orion Planning Group

Mahan Rykiel Associates

Community Design Solutions

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## **1.0 Introduction and Background**

### **1.1.1 Community and Downtown Overview**

Pinedale, Wyoming is a city of just over 2,000 located in Sublette County in the central western portion of the state near the Green River and along the majestic Wind River Range. The community was located strategically along ancient animal migratory paths that evolved into some of the most famous cross-country trails in the nation. The Mountain Men, trappers and traders, would meet near Pinedale to trade, resupply, and swap items during the 1830's – an event that is honored each year in the town's most well known celebration.

The Town of Pinedale wouldn't settle until the end of the 19<sup>th</sup> century when local ranchers created a post office. The town itself was laid out in 1904 on ten acres of Peterson and Graham family property. Early in its history, Pinedale would be both a community of commerce, governmental presence (the Forest Service built an office in Pinedale in 1905, and even tourism. The community, from its earliest days, was promoted for its access to the natural environment that surrounded it.

Although, located over 100 miles from the nearest Railroad (an accolade later used to promote the community), the town grew through the early part of the 20<sup>th</sup> century and was incorporated in 1912 (regarded as one of the "newer" towns in Wyoming). Franklin Street was the earliest "Main Street" in Pinedale and was home to saloons, a hotel, and commercial establishments.

Two significant events changed Pinedale in its early years. The first was the completion of a road from Rock Springs to the community and the second was Pinedale's designation (over nearby Big Piney) as the County Seat of the newly created Sublette County.

The roads brought visitors to Pinedale and subsequent waves of new residents each with their own goal of starting life new in this spectacular yet rugged place. Pinedale emerged as an early stop for the growing number of motorists experiencing the nearby National Parks in the northwestern portion of the state. Many charming roadside cabins and inns remain in town and the "Main Street" gradually shifted from Franklin to Pine.

Energy production created the most recent changes to Pinedale in the late 20<sup>th</sup> century as first oil and then natural gas extraction brought new prosperity, new people, and new challenges to Pinedale. The community has grown, seen boom and bust, and has created a quality of life for residents that includes remarkable parks, community facilities (including excellent schools, a Library, and the Pinedale Aquatic Center).

Pinedale's downtown itself has seen ups and downs. Many residents of the community travel well over an hour to shop in big box stores in Rock Springs and Jackson and make annual trips to Idaho Falls or Salt Lake City for "big shopping." Downtown still has a wide assortment of

restaurants, shops, and modern day “saloons” that attract both locals and visitors. Yet some are concerned of a lack of business, critical mass, and a declining visitor base.

Most recently, Pinedale has become an active participant in the state and national Main Street Program and downtown and has formed a board of directors exploring the potential of the community to revitalize downtown. This group in direct partnership with the Town of Pinedale commissioned this Phase II and Phase III study of downtown. The Phase I study included substantial improvements to road infrastructure including sidewalks, curb and gutter installation, landscaping, and designated parking along many of downtown’s streets. The projects are well underway. The Town commissioned the Downtown Master Plan process to discuss and address many of the needs and wants identified in prior Town processes including beautification, pedestrian amenities, walkable, economic development, communication and working together, utilizing public/private partnerships and civic groups, infrastructure, tourism, recreation, more arts and cultural activities, more businesses, more stuff to do, retaining our authenticity and youth. Main Street Pinedale was established in response to these community desires and due to the high level of interest encouraged the Town to conduct a public planning process. The downtown process followed the multiple phases of infrastructure upgrades that Town had been undergoing the last several years to upgrade aging water and sewer, address drainage issues, and much needed street resurfacing including sidewalks.

Recognizing the need to further the efforts of revitalization, the Town of Pinedale and the Pinedale Main Street program commissioned this study of downtown to look at the market forces at work in the Town; the potential to develop and redevelop key parcels and sites throughout downtown; and to explore policies and strategies to implement these recommendations.

## **1.2 The Planning Process**

The process for the plan began in the last week of June of 2011 with an initial reconnaissance visit to Pinedale with a select portion of the project team. This visit included a detailed tour of downtown and the community, meetings with a steering committee designated to oversee the plan process, several interviews with key stakeholders, and an initial public input meeting.

The initial visit provided the project team the opportunity to start the project in earnest over four days in late August of 2011. Behind the scenes, the team was reviewing prior plans, coordinating mapping, and synthesizing input from the initial visit. The second trip included six team members working on an intensive schedule. The trip included ongoing interviews with individuals, small groups, and property owners; a second public input meeting; an update briefing for the steering committee; and a final presentation of the design teams work on Wednesday, June 24<sup>th</sup>.

The team made a final visit to Pinedale on August 22<sup>nd</sup> and 23<sup>rd</sup> of 2011 to present the revised version of the plan, host an implementation workshop, and gather final feedback for refinements to be incorporated into this work.

Over the course of the project well over 100 participants from Pinedale contributed their thoughts, ideas, and suggestions to the planning team.

### **1.3 Acknowledgements**

The project team wants to extend our sincere thanks to Kate Grimes, the Town Planner for Pinedale for all of her hard work lining up interviews, coordinating workspaces, and providing the team valuable guidance throughout the process. The team would also like to thank the steering committee for their valuable contribution to the plan. The steering committee consisted of:

Kris Bachellor  
Janet Bellis  
Sam Bixler  
Barbara Boyce  
Charlotte Faler  
Nora Farrand  
Wendy Walter

Their expertise on the community was invaluable throughout the process. Additional thanks goes to the many partner groups and individuals that participated in the study including the Sublette County Chamber of Commerce, the Sublette Economic Resource Council, and the Pinedale Travel & Tourism, and Pinedale Fine Arts Council.

Finally, the team wants to thank the citizens of Pinedale for their warm hospitality during our visits, their insight into the future of their community, and their commitment to keeping downtown an integral part of the success of Pinedale. We sincerely wish that this plan will serve you well and will contribute to the ongoing success of such a dynamic community.

### **1.4 Community Input**

High levels of stakeholder involvement and participation are the hallmark behind the process behind the development of any successful plan. All told, more than 100 people participated and provided input via individual interviews, small group roundtables, and three public open sessions.

Following is a condensed, topical synopsis of community and stakeholder input collected during the course of the planning effort. The information and ideas shared by participants provide a strong framework for the Phase II and Phase III Plan. However, the opinions reflected below do not necessarily reflect the thoughts of the consultant team or the Town of Pinedale, they are meant to be used as a guide for the decisions to be made in the plan.

*Assets Include:*

- Civic buildings and spaces: Visitors Center, Library, Pinedale Aquatic Center, Museum of the Mountain Man

- New visitor center
- Murals
- Growing variety of artists and craftspeople
- Number of “mom and pop” shops
- “Nostalgic signage” (rustic west, mid-20<sup>th</sup> century highway, neon, etc.)
- Scenic natural context: Pine Creek, Fremont Lake, nearby mountains, access to wildlife
- Southern gateway community for Jackson and the National Parks
- The weather
- Parks and open green spaces: American Legion Park, Boyd Skinner Park, open space adjacent to middle school, CCC Ponds Recreation Area
- Trail system for pedestrians and cyclists
- History: ranching community, remnant buildings on Franklin Avenue, motels on Magnolia Street
- Local culture: “friendly,” “laid back,” “caring,” “authentic”
- Local destinations: Rodeo Grounds, White Pine Ski Hill, golf course, brew pub
- Community events, including the Green River Rendezvous, cancer fundraiser, Rocky Mountain Elk Foundation event
- Investments made possible through revenue from the presence of the energy industry, namely infrastructure improvements
- Curb and gutter and sidewalks are big improvement for downtown streets
- After school shuttle from elementary school to Pinedale Aquatic Center
- After school programs at Pinedale Aquatic Center
- Lack of fast-food restaurants downtown
- American Legion Park works well for events but could use better lighting
- Lots of motorcycle traffic to and from Sturgess - opportunity for more events to capture this audience and bring them downtown
- Lack of hotel facilities (not booked by workers) to accommodate visitors coming for events

*Challenges/Disadvantages Include:*

- Lack of affordable housing for singles, young couples and young families
- Limited senior housing/independent living downtown
- Managing the cycles of the energy industries. There is a heavy demand placed on town services and infrastructure when gas fields, for example, are being set up. When the “rig hands” leave and only the production staff remains, there no longer exists the demand and many public services and local businesses lose money. In addition, downtown Pinedale hasn’t been able to capture as many dollars from cyclical workers due to camps set up by the energy companies.
- Disconnect between what some landlords/property owners expect to get from rents and what local independent businesses can afford.
- The weather
- Too many vacant lots
- Condition of some of the buildings downtown – vacant/underutilized/not maintained

- Pine beetle kills have left dead trees
- “Boring” Town Hall building
- The “on wheels” mentality; people will regularly go out of town for services, recreation
- Many in the public perceive there to be inadequate parking downtown; while this is not true for cars, however, there is the need to accommodate horse trailers and RV’s that is very real. This is important as it relates to Pinedale’s economy and is further complicated by the weather (i.e. snowfall).
- Conflicting views by stakeholders as to how to best manage and promote growth in Pinedale (proactive historic preservation, design guidelines for new development, holistic thinking about how downtown functions vs. “live and let live,” no change)
- Similar conflicting views about the value/timing of adding medians to Pine Street.
- Concerned that provisions were not made for watering new plantings in bulb-outs
- Sidewalks aren’t necessary
- Children cross Pine Street on a regular basis to get between high school/PAC and skate park/library – concern for safety
- Lack good/large meeting space
- Fine Arts Council does not have strong presence (visible location) in downtown core – challenge is finding affordable rents
- Courthouse Park not fully utilized – Rendezvous Festival should consider some street closure for vendors so lawn can be open for events
- Skinner Park could be better utilized for Rendezvous Festival and other events

*Physical Planning Efforts Should:*

- Consider the future: think beyond the present in terms of community needs
- Provide opportunities for small business or other local investment in favor of accommodating “big box” stores or franchise food
- Consider the location of a grocery store in addition to Ridley’s (the words “different,” “better,” and “more variety” were stated in the town meeting)
- Consider a downtown location for a new Town Hall building if one were to be built
- Create pedestrian connections that tie in to trail system
- Encourage a pedestrian- and bike-friendly downtown
- Provide parking resources for trailers, RV’s, etc.
- Incorporate more murals and visual art
- Create opportunities for affordable residential rental properties, particularly for singles, couples and young families
- Respond to the rapid growth of the west end of downtown
- Encourage downtown renovations/infill in favor of sprawl
- Be aware of the wants/needs of tourists
- Ensure quality of life for locals, not just tourists
- Consider location of proposed vegetation to avoid past mistakes (i.e. conflicts with utilities, lack of water, disrupt visibility)
- Create alternative link between elementary and high schools (and PAC)
- Create better bike and pedestrian connections to downtown



- Consider the large number of kids that disperse into the downtown area between 3 and 6 PM
- Visible space for Fine Arts Council with gallery space
- Provide for more outdoor concerts/events in Courthouse Park

*Marketing Efforts Should:*

- Plan more events and festivals downtown
- Better promote downtown to groups coming through (ie: motorcycle traffic going to Sturgess, next year's state Recreation and Park conference, etc.)
- Recruit another grocery store, meat processing plant, bowling alley, clothing stores, bakery, barber shop, non-smoking bar, restaurants
- Include training on good customer service
- Enhance web and Facebook presence of the community
- Re-connect with the visitors to the area after a period of time where marketing was not funded and the energy industry kept hotel rates high and fostered among some an image that Pinedale was not visitor friendly

*Policy Efforts Should:*

- Ensure that Pinedale maintains its own distinct look and not mimic efforts like Jackson to become overly "quaint" or "touristy"
- Enhance a cooperative process between the government and the public
- Explore a new commercial zoning district outside of downtown that will allow limited light industrial uses in order to accommodate them in more flexible locations.
- Recommendation for getting rid of the code language that embeds uses from one zoning category to the next (e.g. we want housing in downtown but not necessarily single family units)
- Examine how the zoning code can support mixed-use development downtown (housing units on second floors, first floors that encourage foot traffic, etc.)
- Streamline allowed uses in the general commercial zoning category
- Review the parking analysis currently being drafted by the Town.
- Offering brief suggestions to improve the development process for applicants (and the town staff)

## **2.0 Building the Market: The Recruitment/Retention Plan**

### **2.1 Issues and Assessment**

Pinedale has witnessed marked change over the past several decades. Much of that change has occurred in the last ten years as the community grew by 52% to 2030 in the year 2010. By 2020, the community is expected to grow by another 25% to approximately 2500 citizens. The same pattern has happened in Sublette County, which surpassed 10,000 residents in the 2010 census and grew by 58% since 2000. Again, the County is expected to absorb another 2,200 residents by 2020.

- As a result of this growth one in every three citizens of Pinedale is a “newcomer” having settled in the area since 1990. Many of these residents are involved in the energy industry or its support services unlike traditional residents whose primary income was related to ranching. Still other residents are retirees and second home residents seeking the scenery and access to outdoor amenities that are so plentiful in the region.
- Income levels in the Town are very high with a median household income of \$63,619. This is \$11,000 higher than the median household income of a typical Wyoming Household and 27% higher than the typical American household. (Sublette County’s median household income is nearly identical at \$63,761)
- Over half of the population of Pinedale is under the age of 40 (56%) and over one in every four residents (28.3%) is 21 and younger.

### **2.2 Zip Code Analysis of Pinedale**

As already mentioned in the input section of this report, Pinedale serves a trade area that extends beyond the limits of the town itself into a larger outlying area in Sublette County. To reinforce knowledge and understanding about the customer trade patterns for downtown Pinedale and the town as a whole, twelve businesses and the Chamber of Commerce/Visitors Center participated in a ten day long zip code survey of customers. Unlike other techniques that tend to use arbitrarily picked boundaries for customer trade zones (radial definitions, drive time studies, and Reilly’s model), the zip code method can be used for a reinforced definition of Pinedale’s trade areas based on actual customer shopping patterns as determined by the zip code tracking.

While every trade area definition method has its flaws, zip code tracking provides insight into local versus visitor traffic, cross shopping among shops, and patterns with regard to shop types. This is only a “snapshot” of customer shopping patterns but it an insight never before seen in prior studies of the Pinedale market.

The twelve retail businesses and the Chamber of Commerce visitor center participated in the zip code survey during a ten-day period in late August and early September of 2011. Shopkeepers were provided with a form to record customer zip codes and asked to keep the log for all customers during the survey period. Visitors from outside of the immediate area

were also asked if Jackson and/or the National Parks were included in their travel plans. In all, the participants recorded 1104 individual customer visits during the survey.

### **2.2.1 Zip Code Results**

The results of the zip code survey illustrated below. Except where specified, all of the results below represent only the businesses that participated in the survey.

#### *Overall Results*

- Participants in the survey recorded customers from 338 unique American zip codes representing forty-four states, the District of Columbia, and thirteen foreign countries.
- Excluding the Visitors Center, the number of unique American zip codes still numbered 250 with 38 states and six foreign countries.
- This amount of visitor traffic places Pinedale among the top tier of visitor oriented communities in the over 200 communities where we have conducted similar studies. It is important to bear in mind however, that late August and early September represent a “shoulder season” where children were back in school in much of the country (including Denver and Salt Lake City). This visitation component of Pinedale is likely to have greatly increased during late July and will most certainly decrease during the winter months and the mud season.
- Colorado was the most frequent out of state visitor at 4% of the overall traffic, Utah was second at 2% of the traffic and other states/countries comprised 20% of the overall traffic.
- All told over one in every four customers was from outside of Wyoming. (We do recognize that some Utah and Colorado visitors are likely to be workers employed by energy companies in the area and not necessarily tourism oriented visitors.)

#### *Pinedale and its Environs:*

- Despite the breadth of visits from around the country and world, nearly half of the customers reported living in the Pinedale zip code itself 82941.
- Both Boulder and Big Piney were the next most reported zip code with 7% and 6% of the customers respectively.
- Daniel and Cora had 4% and 3% of the visits.
- All told Sublette County zip codes accounted for two thirds of the overall visits to the participating merchants.

#### *Other in Wyoming:*

- The rest of Wyoming accounted for 8% of the customer visits to the participating merchants with 2% from Rock Springs and 1% from Jackson.

Figure One depicts the information presented above.

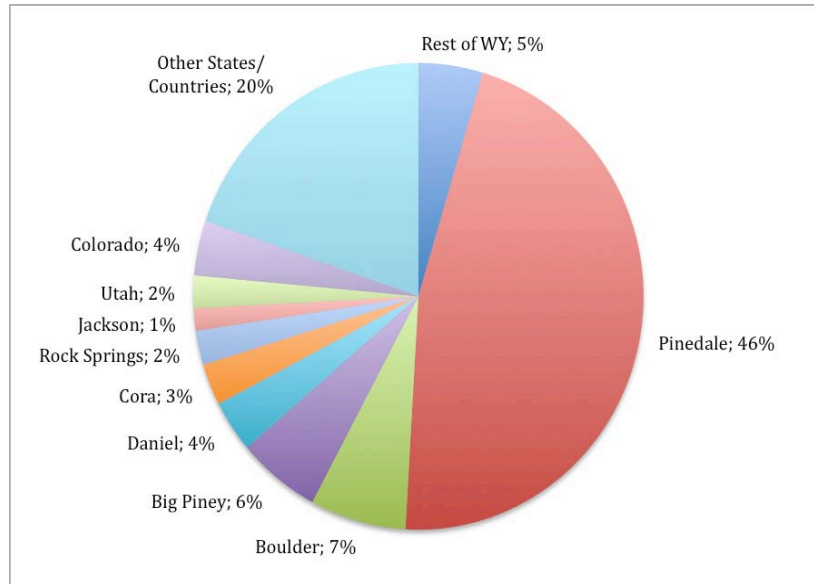


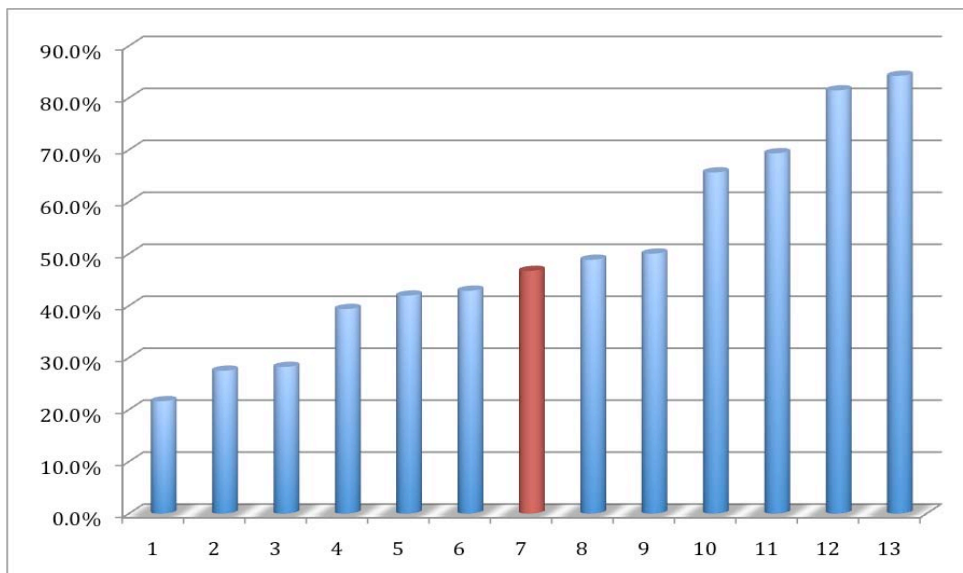
Figure 1: Breakout of customer visits by zip code.

### 2.2.2 Information by Business

The preceding information examined how the stores did in aggregate when all results are combined into one “pot” of figures. This section looks at the results by retail store to determine if there are any anomalous figures that emerge with particular stores. To protect the confidentiality of the individual store results, the names of the stores are not included in the charts. The red bar indicates the overall percentage visits for all participating businesses.

#### PINEDALE

Overall 46% of the customer traffic is from residents from the 82941 zip code. Six businesses had over this percentage (with a high of 83%) and six had below this percentage (with a low of 20%). This variation shows that a singular “locals only” focus for marketing Pinedale would be beneficial to some but not all of the businesses that participated in the survey. These results are illustrated in Figure 2.



### PERCENT "AREA" BY BUSINESS

"Area" zip codes included Pinedale 82941, Boulder 82923, Big Piney 83113, Daniel 83115, and Cora 82925. These zip codes accounted for 66% of the overall visits to Pinedale businesses. Five businesses had visits over 66% from these zip codes and seven had under. However, only two businesses had less than half of their customers from the five area zip codes. By and large, these zip codes represent most of Sublette County. Figure three below illustrates the results.

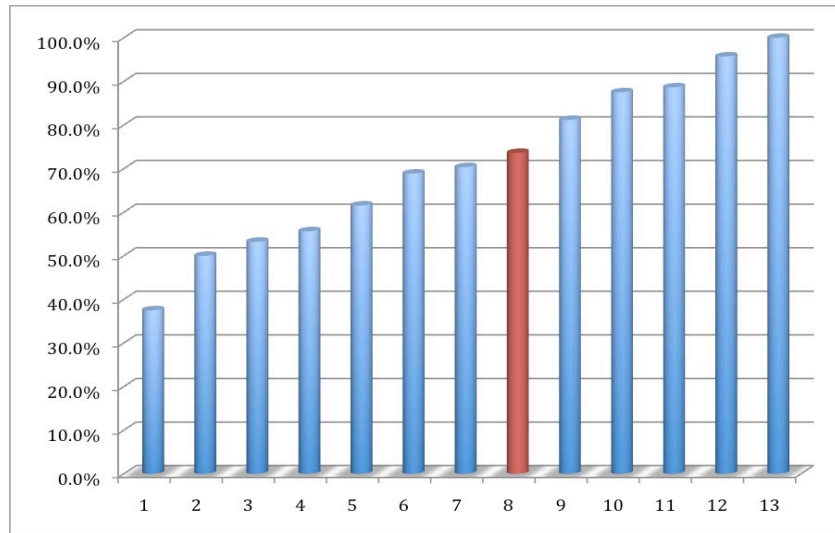


Figure 3: Percent visits by business for five Pinedale area zip codes.

### VISITOR TRAFFIC

Figure four presents the percentage of out-of-state/country visitor traffic reported by each business. Again, the red bar represents the overall results of 28% from out of state/country. Again the businesses were split with some highly dependent on visitor traffic with over 50% from out of state/country while one business reported no visits from outside of Wyoming.

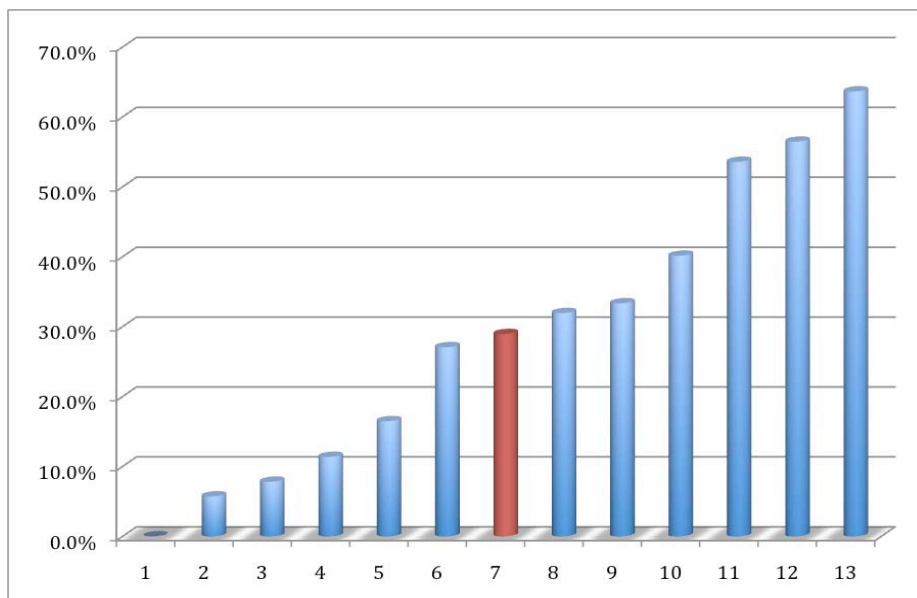


Figure 4: Percent out of state/country visitor traffic by business.

### **2.2.3 Retail Trade Patterns in Pinedale and Sublette County**

Anecdotal evidence from interviewees, shopkeepers, and others indicate that there is a long tradition of Pinedale residents leaving the community for shopping excursions in larger cities. Typically either Jackson or Rock Springs (each at over a one hour drive) is cited as a place where local shoppers spend money. Some do this on a regular basis while others try to spend their money in Pinedale on a more regular basis. Both Idaho Falls and the nearest large city shopping destination of Salt Lake City are also cited as less frequent but important retail destinations for local customers. The Sublette County Chamber of Commerce has launched a shop local initiative that is generating some interest from local shoppers. However, it must be said that the local market's offerings are limited in some areas exacerbating the opportunities for some shoppers to do all of their purchasing locally.

An examination of retail trading patterns in Sublette County confirms the anecdotal evidence. According to Neilson/Claritas, a national market tracking firm, retail sales in Sublette County were estimated to be \$82.7 million in 2010. Residents of Sublette County had expenditures of \$154.2 million. Consequently, each year Sublette County residents spent a MINIMUM of \$71 million outside the County. This \$71 million dollars is called retail "leakage." The Town of Pinedale alone leaks nearly \$26 million in sales each year.

This presents a significant market opportunity for retail development in Pinedale. This opportunity is amplified by several factors that make the leakage number conservative.

- First, this figure is a "snapshot in time." Pinedale has experienced a lot of growth and retail development tends to "follow the rooftops."
- Second, this snapshot in time applies to future growth as well, as both the County and the Town continue to grow, it is likely that Pinedale will be the benefactor of some of the commiserate retail growth.
- Third, and perhaps most importantly, visitor and tourism spending is not counted in the retail assessment figures. Recollect that out of state visitor traffic in a "shoulder season" in Pinedale businesses accounted for 26% of the overall customer traffic in the community. Executing sales to visitors is a key prong in any retail strategy for Pinedale.

Using the most conservative estimates however with a thumbnail of \$300 sales per square foot for any retail space and only a 10% capture rate, Sublette County could support another 23,667 square feet of retail. This means that 9 out of every 10 dollars could continue to leave the community each year (to Rock Springs, Jackson, Salt Lake City, and the internet), NO growth could happen, and NO additional visitor traffic could be courted and the community could support this amount of retail space. The potential for growth is undeniable but there are underlying challenges to retail development in Pinedale that will be explored in the following section.

### **2.2.4 Observations and Opportunities**

- Pinedale is not a "tourist only" or "locals only" retail destination. It is clearly a mixture of local, regional, and visitor shopping as evidenced by the zip code participation. This points to a multi-pronged marketing strategy that cannot neglect one target market for the other.

However, if the community has relied only on a “single pronged” strategy it compromises the ability of businesses to succeed. Furthermore, a mixed clientele makes merchandising a store, servicing a restaurant, and telling the story of the offerings even more complex.

- The Chamber/Visitors Center is the single largest generator of browsing activity in local shops. Of those who stopped in multiple locations, most had entered the Visitors Center. Yet, many visitors did not browse more than one or two stores. Downtown Pinedale in particular lacks a critical mass of shopping in a pedestrian friendly atmosphere to encourage extended browsing of shops. Fifty percent of the “visitor” shoppers indicated that they were going to or coming from the National Parks or Jackson. This presents Pinedale a unique opportunity to market itself as a distinct and unique destination from the others. (Nearly ALL of the visitors at the Chamber/Visitors Center reported that they were going to the Parks/Jackson)
- Just because a market is there to support a business does not mean that the business will be successful. Residents of Pinedale are likely to continue to journey long distances to do major shopping excursions. This is a problem consistent to many small communities. However, opportunities do exist to grow the retail base in Pinedale.
- The successful shop in the community is going to have to appeal to locals and visitors (especially to be able to survive the extended winter months).
- Finally, anecdotal evidence indicates that real estate prices and rents are still riding on the high levels of the peak of the most recent energy boom. It is very difficult for “mom and pop” stores to survive on high rental rates. The result is that stores will frequently “churn” in a downtown setting with many opening and closing. This gives the feeling that “nothing can survive” here even though there is a market. The community should strongly consider a way to bolster small businesses and give them a firmer footing so that they can eventually afford full market rates.

## 2.3 Recommendations

**2.3.1 Consider a Micro-Enterprise Retail Project In or Near Downtown:** The market snapshot of Pinedale clearly indicates the potential for additional retail/restaurant development in the community provided it carefully caters to both the visitor and the local/regional market. Many small businesses face serious challenges during their start up phase especially in markets where real estate values are high and seasonal visitation affects business plans. More and more often, communities are exploring micro-enterprise retail projects to help small business owners start up while at the same time creating a “critical mass” of shopping and a destination for locals and visitors. The old Pine Creek Motel presents an opportunity for redevelopment into such a facility for Pinedale. The site is at a prominent gateway to downtown Pinedale.

Such a facility could be an initial home of the Pinedale Fine Arts Council while it awaits a permanent home and could be home to small shops, businesses, and services. Our recommendation is that the facility is not simply limited to artist galleries and studios but include a wide array of businesses provided they generate customer foot traffic.

This facility could be extremely beneficial to existing businesses and property owners in downtown as well. For existing businesses, this facility would provide a critical mass for ongoing browsing in Pinedale. For existing property owners, this facility would serve as both a filter (to wean out potentially unsuccessful businesses) and a generator of leads (as businesses desire to expand they are very likely to look at existing spaces in Pinedale). Such a facility should be viewed not as competition for existing space but as augmenting the offerings and alternatives in Pinedale while strengthening upstart businesses.

**2.3.2 Explore an Arts Related Catalyst Project:** Both an arts and an expanded meeting facility have been discussed for Pinedale over a period of several years. Additionally, some have contemplated replacing the dated modular Town Hall facility in downtown. Rather than multiple facilities (for meetings, the arts, and Town Hall functions), the project team envisions a multi-use concept that would result in a very efficient use of funds, space, and staffing to allow such a facility to serve many purposes. The configuration of this facility could happen in phases over time and could include a variety of multi-use spaces such as a flexible meeting room, break out rooms, studios, and a “black box” theatre. These facilities located in a downtown setting can be strong catalysts to generate foot traffic from visitors and residents who will use the various components of the project and will show a strong signal to the private sector that Pinedale is committed to investing in its downtown. The details and plans for this project are explored in section 3.2.3 of this report.

**2.3.3 Deploy a Façade Assistance Program to Assist Investments in Buildings:** Pinedale is already exploring a façade assistance program to provide matching funds to property owners who wish to invest in their buildings. To illustrate the potential of small inexpensive improvements to facades, property owners in Pinedale volunteered to have their buildings examined by the project team’s architect to explore improvement alternatives. The following examples show several key buildings in downtown Pinedale and their recommended improvements. An appendix to this report entitled Pinedale, Wyoming: A Guide to Downtown Character provides suggestions and guidance for treatment of building renovations that are respectful of Pinedale’s history while providing for modern improvements. The project team wants to extend our sincere thanks to the participating property owners who allowed us to explore renovation options for their buildings.



## Before and After Photo-Rendering: Former Pinedale Garage



**Figure 5:** Existing Conditions – The current conditions reveal most of the original features of the building when it served as the Pinedale Garage (see inset historic photo) with the exception of the recessed entry bay. The upper facade lacks and detail to break up an otherwise large, blank wall. Finally, the building is in need of a fresh coat of paint or stain.



**Figure 6:** Proposed Conditions – Since the proposed adaptive reuse of this building is as a working art gallery/studio, reconfiguring the front facade to include the recessed entry as existed historically would prove beneficial for transferring large pieces of sculpture, paintings, etc. The addition of new signage and gooseneck light fixtures serve to break up the monotony of the upper facade. The proposed brand of the studio, “Garage Gallery,” recalls the historic use of the building.

## Before and After Photo-Rendering: Cowboy Shop



**Figure 7:** Existing Conditions – The Cowboy Shop is a local landmark in Pinedale and serves a very active and faithful clientele. Over time, the store has expanded from its corner location to include the middle store and eventually the right-most structure. As a result, the appearance of the structure is not unified and the rightmost building is in a style incompatible with those to its left. Moreover, the sign is too large for the upper facade space and the perpendicular sign at the corner no longer serves the business for which it is currently advertising.



**Figure 8:** Proposed Conditions – In order to unify all three buildings and pay homage to the traditional American West Style of a simple false front, the rightmost building would receive a false front tall enough to conceal the angular nature of the roof. The middle building's false front would be raised to a height that splits the difference between the height of the left and right building parapet. This has the added benefit of providing a suitably scaled backdrop for their sign. Additional gooseneck lights and small signs and icons serve to promote the items for sale in the Cowboy Shop as well as to break up the monotony of the upper facade. Finally, the perpendicular sign panels are removed and replaced with signs that promote the Cowboy Shop.

**Before and After Photo-Rendering: Corral Bar**

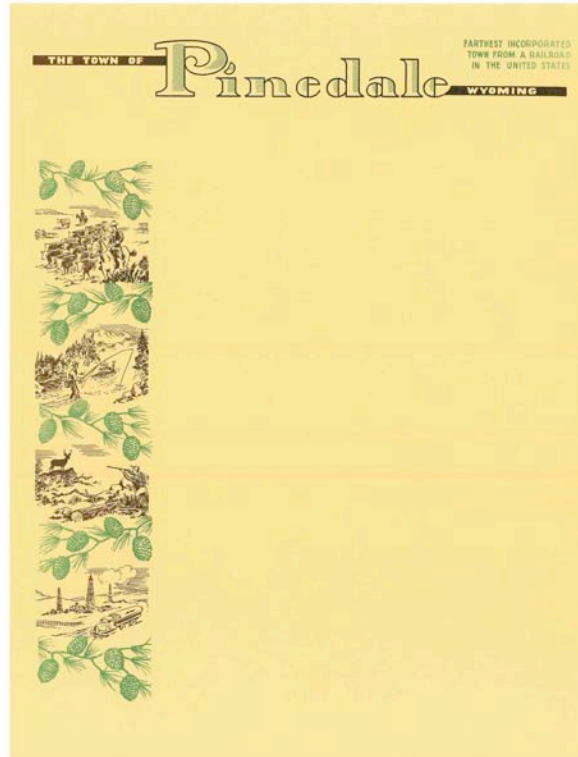


**Figure 9:** Existing Conditions – Similar to the Cowboy Shop, the Corral Bar has acquired adjacent buildings over time, some of which are not aesthetically compatible with their original building. Additionally, the plethora of signs create a chaotic appearance to the overall complex.



**Figure 10:** Proposed Conditions – By using a common siding and awning approach both buildings are unified visually. Also, by minimizing the signage, more attention is actually drawn to the signs that remain...one of which is a local landmark: the flashing neon sign of the "World Famous Corral Bar. The utilization of standing seam metal roofing on the awnings retains the form of the previous wood batten awning yet provides better weather resistance.

**2.3.4 Develop a Comprehensive Marketing and Branding Program:** From its earliest decades, Pinedale has been a place for people to visit and enjoy the stunning outdoor setting that surrounds the town. Even some of the earliest town letterhead showcases the many visitor benefits of the town and evidence of the early hospitality industry in Pinedale remains through one of the best preserved collections of roadside motels, dining establishments, and bars in the region.



*Figure 11: Town Stationary from the 1930's era, note both the visitor attractions and the energy industry.*

The community has a very distinct image and is proud of its uniqueness. Pinedale's "authenticity" is one of the most often cited benefits of the community alongside its access to some of the lesser known but equally stunning hiking, fishing, and hunting destinations in Wyoming. A often cited tagline on the eastern gateway to the community is indicative of the spirit of Pinedale, it reads: "All the Civilization You Need." This humorous message tells more about Pinedale than at first glance. First, it is a slight contrast reference to Pinedale's neighbor Jackson and it sets an expectation for the visitor that Pinedale will be civilized but "not too much."

Complex issues have led to discussions about the value and extent that Pinedale should market its visitor appeal. Press coverage of the local energy industry has led some to misperceptions about the appeal of Pinedale as a visitor destination while inflated prices and high room demand during the recent energy boom have driven other visitors away. Despite these complications, Pinedale remains an attractive, viable, and unique visitor destination.



### 3.0 Building Downtown: Private Investment Opportunities

#### 3.1 Issues and Assessment

Pinedale has several vacant or underutilized properties that – when taken in context with the recommendations described above – become future opportunities for positive investment in downtown. The list below groups these properties into four areas of downtown, each with their own feel and scale of development:

- West Gateway Area: The Pine Creek Motel; the meat locker; and the old Town Shop property at the intersection of Pine St. and Lincoln Ave. adjacent Pine Creek.
- Town Hall Block: The block bounded by Pine St., Mill St., Franklin Ave. and Lake Ave.; and the vacant lot at the corner of Pine St. and Fremont Ave.
- The Lodging District: The blocks primarily located on the north side of Maybell Avenue between Franklin and Sublette Avenues and the parking lot at the intersection of Magnolia Street and Maybell Avenue.
- East Gateway Area: Several vacant or underutilized properties along South Pine Street between Bridger Avenue and Hill Street; road frontage and parking layout of Ridley’s; the open lot at the corner of Magnolia Street and Bridger Avenue; and the open lot behind Rendezvous Point Senior Center along Faler Avenue.

Several advantages exist when looking at these areas as opportunities for future investment downtown. First, the properties that comprise these districts are largely on or in proximity to Pine Street and Tyler Avenue, which are streets that currently provide direct connections to the aforementioned civic and natural assets of downtown Pinedale. These three districts also help focus investment where there is the greatest ease of access for both residents and visitors, increasing the opportunity for return on investment. Lastly, the West and East Gateways bookend downtown and could serve as markers for visitors that they have arrived in the special place that is Pinedale.

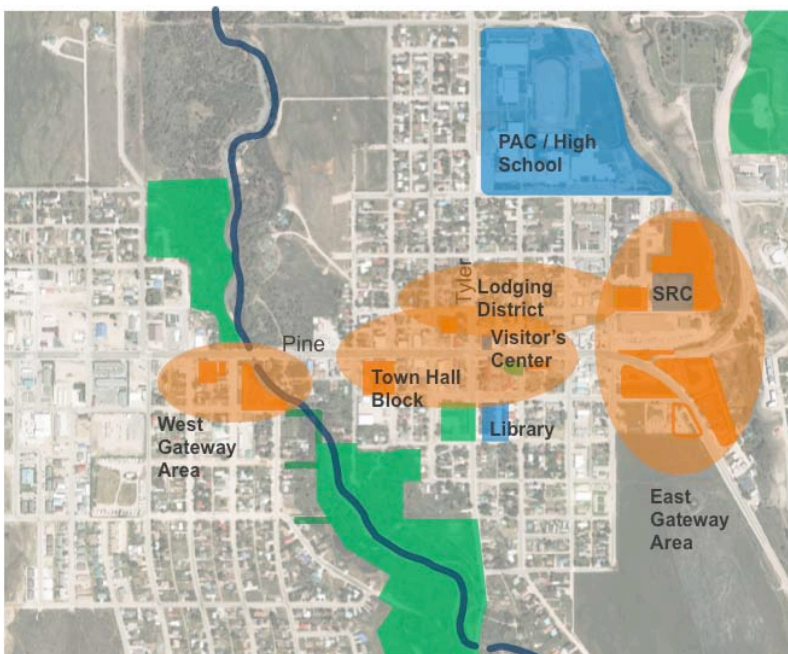
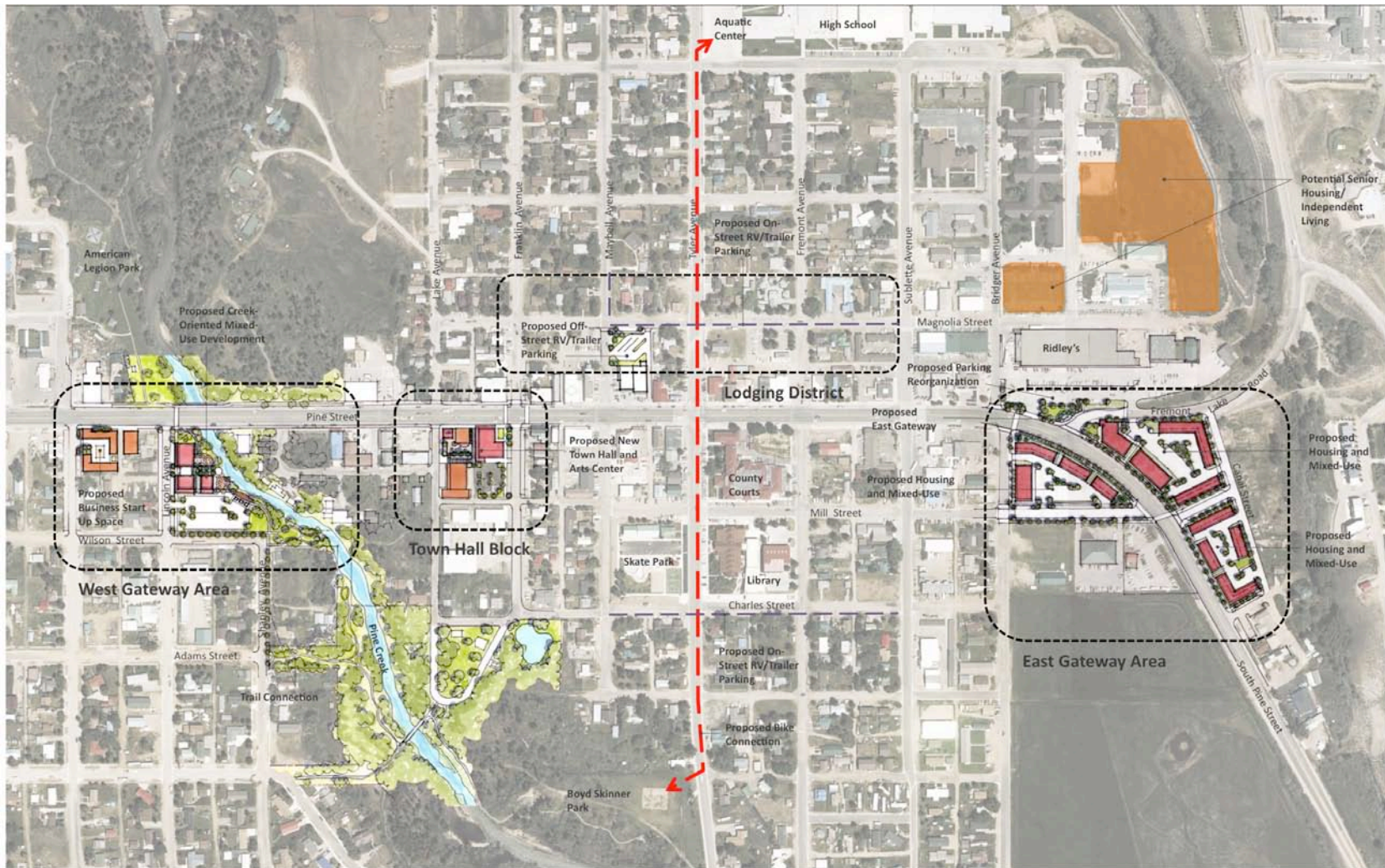


Figure 13: Diagram depicting major community attractions, districts, and park amenities.

### 3.2 Recommendations and Master Plan Illustration

**Figure 14:** The master plan illustration below shows the relation among recommended site improvements described in detail sections that follow.



**Phase II and III Downtown Plan: Overall Illustrative Plan**

Pinedale, Wyoming

Arnett Muldrow Associates | Orion Planning Group | Mahan Rykiel Associates | Community Design Solutions

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**3.2.1 Improve the West Gateway Area, Pine Creek Motel Site:** The West Gateway Area is comprised of two major sites including the old Pine Creek Motel and the old Town Shop property (to be discussed below). Both of these sites are pivotal in the “first impression” of downtown Pinedale as a visitor arrives from the North. The former Pine Creek Motel represents an incredible opportunity to reuse this unique building as a micro enterprise retail catalyst close to the downtown core and at the west gateway to downtown (as discussed in Chapter 2). The existing building footprint lends itself well to small and expandable start-up space for businesses. As they become successful, they can relocate to vacant spaces within the downtown core. Specific physical recommendations include:

- Remove “newer” addition along Lincoln Avenue to open up views into courtyard. This portion of the building is clearly not part of the original design and is out of scale with the primary building.
- Create parking court where former parking was located. Consideration should be given, however, to designing the space so that it functions as a parking lot most of the time, but occasionally functions as an attractive event or gathering space some of the time.
- Provide a green gathering area where the portion of building was removed. Plant with low shrubs and taller shade trees to preserve sight lines into the parking court (and to businesses) from Pine Street.
- Incorporate former meat locker building into the development to provide a building footprint to businesses requiring more space or dimension than that which could be accommodated in the motel building. Consider creating a “pass-through” pedestrian connection from the courtyard to the meat locker building in place of one of the former motel rooms.
- Protect and preserve the existing Spruce trees along the Pine Street frontage.



*Figure 15:* Existing Conditions—the Pine Creek Motel is a classic example of American Roadside Architecture. With the exception of the wood panel clad





*Figure 16: Proposed Conditions—The proposed redevelopment use for this site is a micro-enterprise retail site. The individual room configuration that makes them ideally suited for business start-up spaces. The parking court provides easy access to the offices for workers and visitors alike. The removal of the later addition provides visual access into the interior of the court. The conversion of this property from its previous motel use to an micro-retail use can be done at nominal costs due to the condition and layout of the existing structures. Moreover, this rehabilitation would maintain the essential form of the historic motor court maintaining its historic reference for years to come.*

**3.2.2 Improve the West Gateway Area: Lincoln Avenue Property.** The Town of Pinedale should continue negotiations to acquire property to the south (corner of Lincoln Avenue and Wilson Street) to provide for a large development site bounded by Pine Street, Pine Creek, Lincoln Avenue and Wilson Street.

- Establish west gateway for downtown and provide gateway park space at the corner of Lincoln Avenue and Pine Street to provide a “green” gateway to downtown. Incorporate gateway signage within this area. In addition, this park space will allow for the preservation of the existing trees and will complement American Legion Park and allow for a pathway link between American Legion and Boyd Skinner Parks.
- In general, locate new buildings at the northern end of the property to take advantage of relationship to Pine Creek and visibility from Pine Street. Any buildings developed on this site will need to be designed with four “front facades” as all frontages are equally important. Any service areas should be carefully integrated

into the building design. There are numerous ways to design new buildings for the site, two of which are illustrated in the following pages and described below.

- Building Option 1: This option assumes that the Town Hall will stay in its current location as described below under Section 3.2.3. The old Town Shop site should, therefore be preserved for mixed-use development that would benefit from a location on Pine Creek and one with high visibility from Pine Street. A restaurant use or outdoor store could be two such uses.
  - Develop multiple small-footprint buildings oriented to the Lincoln Avenue street edge and organized to create a courtyard/gathering area adjacent to the creek.
  - Utilize 2-story buildings and consider upper floor residential or office space.
  - Integrate service areas into the building design to minimize negative visual impact. Illustration shows gated service area accessed off of Lincoln Avenue, between two buildings.
  - Utilize landscape, special paving and outdoor seating to create dining and gathering areas.
  - Allow for public pathway access along Pine Creek, linking American Legion Park with Boyd Skinner Park as described below.
  - Consider space for seasonal “pavilions” or market stalls.
  - Consider deck/boardwalk structures that allow for interaction with the creek.
- Building Option 2: This option assumes a single building located on the old Town Shop site, such as a new Town Hall and community event/meeting/arts space, should there continue to be interest locating the Town Hall to this site.
  - Create strong street edge along Lincoln Avenue with buildings.
  - Utilize 1-2 story buildings and divide massing into smaller components. One building component could utilize Town Hall functions while the other could accommodate arts, meeting and event spaces.
  - Create gathering area behind the building adjacent to the Creek.
  - Allow for public pathway access along Pine Creek, linking American Legion Park with Boyd Skinner Park as described below.
- Both options should create an outdoor amenity area that could:
  - Locate small gathering area at the corner of Pine Street and Lincoln Avenue to help reinforce visual connections to American Legion Park and to preserve existing trees at gateway.

- Incorporate boardwalk features and native plant materials to emphasize the creek environment.
- Create expanded passive park space (picnic tables, paths, playground elements) within the right-of-way area extending from Wilson Street.
- Both options should provide for public pathway connection to American Legion Park and Boyd Skinner Park.
  - Create a trailhead at the corner of Pine Street and Lincoln Avenue and meander path through development site and along creek edge.
  - Provide pathway link along east side of Shanley Street to tie Lincoln Avenue site with path connection to Boyd Skinner Park within the Adams Street right-of-way.
- Both options should also locate surface parking (approximately 80 spaces) on the southern portion of the site along Wilson Street and the lower portion of Lincoln Avenue.
  - Provide landscape setback that allows for street trees and other landscape treatments (such as low hedge) along the parking perimeter. This will help to define the street edge.
  - Limit curb cuts into parking area to 1-2 to allow for continuous streetscape treatment.

The conceptual sketches in figures 17, 18, and 19 below illustrate several views of one alternative for the plan for Lincoln Avenue. Both plan alternatives are shown on the following pages in figures 20 and 21. These alternatives also illustrate the proposed relationship with both Town Creek and the Pine Creek Motel site.



*Figure 17: Three-dimensional model view of redevelopment of the Lincoln Avenue site looking eastbound along Pine Street.*



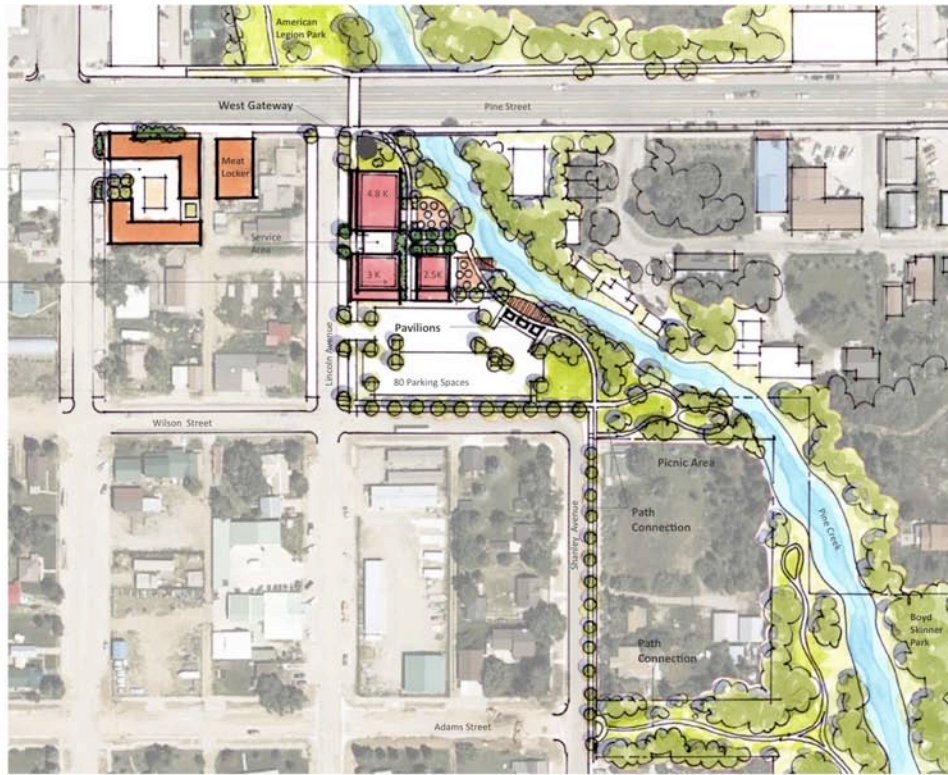
*Figure 18: View of the site along Lincoln Avenue looking to the Northwest.*



*Figure 19: View of the site from Town Creek illustrating how outdoor space and park areas can be incorporated into the development of the site.*

Figure 20

- Pine Creek Motel Site**
- Renovated Motel Building
  - Gathering Area
  - Parking Court
  - Preservation of Existing Trees
  - Connection to Meat Locker
- Lincoln Avenue Property**
- Mixed-Use Development
  - 10,300 SF (2 FL)
  - Gathering Areas
  - Gateway Park
  - Preservation of Existing Trees
  - Parking: 80 Spaces
  - Pavilions
  - Pathway Connection



**Phase II and III Downtown Plan: West Gateway Area Option 1**

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Figure 21

- Pine Creek Motel Site**
- Renovated Motel Building
  - Gathering Area
  - Parking Court
  - Preservation of Existing Trees
  - Connection to Meat Locker
- Lincoln Avenue Property**
- Town Hall/Arts/Meeting Space
  - 15,400 SF (1-2 FL)
  - Gathering Areas
  - Gateway Park
  - Preservation of Existing Trees
  - Parking: 80 Spaces
  - Pathway Connection



**Phase II and III Downtown Plan: Illustrative Plan**

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**3.2.3 Renovate/Enhance the Town Hall Block.** Realizing that Pinedale has already pursued a large multi-purpose arts center, the team recommends that the community reconsider such a facility as an integrated Town Hall and Arts Center that shares uses creating better efficiency and a more stable management strategy for the facility. In so doing the community would need to explore the feasibility of acquiring adjacent properties within block, to allow for maximum flexibility and expanded Town Hall facilities with ability to provide meeting and event space. This would allow for the following:

- Construct a new Town Hall building (7,800 SF, 2 floors) at the corner of Pine Street and Franklin Avenue to anchor this important intersection at downtown’s historic core.
  - Utilize a two-story building to provide additional second-floor office and meeting space.
  - Consider meeting rooms with large storefront windows along Pine Street so that public meetings are visible and help activate the street edge.
  - Consider incorporating small civic space at the intersection of Pine and Franklin.
- Renovate adjacent building to the west along Pine Street as arts/meeting space (2,500 SF).
- Allow for new building construction at the corner of Pine Street and Lake Avenue. This expansion could be connected to the adjacent building but should be designed to be visually independent from the existing structure.
- Convert existing service and parking area off of Lake Avenue to outdoor gathering and exhibit space for the arts. The space could be designed to still allow for parking or some service activity while being an aesthetically pleasing space.
- Convert alleys from Lake and Pine to pedestrian access spaces (that still would allow for emergency vehicular access) to integrate all of the parcels within this block. Consider use of special paving, lighting, plant material and arts to activate these spaces.
- Renovate existing vacant building along Lake Avenue and Mill Street (5,400 SF). This larger footprint building could contain arts space, meeting space and/or “black-box” theater.
- Locate surface parking at the southeast corner of the block at the corner of Franklin and Mill, allowing for a landscape strip and street trees along the perimeter. A surface lot could accommodate approximately 27 parking spaces that supplement on-street parking.

The plans and sketches on the following pages illustrate the concepts for these phased improvements.

Figure 22



## Phase II and III Downtown Plan: Town Hall Block

Pinedale, Wyoming

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*Figures 23, 24, 25: Three dimensional sketch views of the potential redevelopment of the Town Hall site into a multi-use facility.*





**3.2.4 Lodging District:** There exists the opportunity to enhance and promote a “Lodging District” along Magnolia Street from Franklin Avenue to Sublette Avenue based on the existence of the Chambers House Bed & Breakfast, the Log Cabin Motel and Teton Court as well as re-use of the Sundance Motel (across Pine Street). Magnolia Street could provide important links from this District to the Pinedale Historic District at Franklin Street; Tyler Avenue; the open lots adjacent the Rendezvous Point Senior Center (and future development that could occur in these areas); and Ridley’s Family Market. In the same way, Franklin Avenue has the potential to be a significant link between Valley Road, the Historic District, Town Hall and Boyd Skinner Park.

- Continue to maintain the “informal” scale of this district.
- Work with bed and breakfast on expansion plans.
- Provide off-street parking for RV’s or trailers on vacant lot at the corner of Magnolia Street and Maybell Avenue. Explore multiple layouts for parking, however, maintain some landscape perimeter areas between parking and street. Two options are illustrated.
  - Option 1 shows 3 angled spaces accessed internally with two parallel spaces for trailers. While this option provides the easiest access without requiring reverse movements, it is less efficient than Option 2.
  - Option 2 shows 8 spaces that are accessed from an internal drive as well as from Magnolia. These would require backing out of the spaces. See included plan in figure 26 below.



Figure 26: Two options for handling off-street RV parking along Maybell Avenue.

**3.2.5 East Gateway Area:** This is the one of the few options close to the downtown core to provide a substantial amount of housing attractive to young professionals and “empty-nesters.”

- Consider reorganization of existing surface parking at Ridley’s to enhance the east gateway. There is excess pavement near the entrance of Pine Street. The parking lot could be reorganized using standard dimensions to capture additional green space behind the gateway sign where additional landscaping could be provided.
- Assemble properties for mixed-use development with an emphasis on housing. Consider property bounded by South Pine Street, Bridger Avenue and Mill Street and properties bounded by South Pine Street, Canal Street and Fremont Lake Road.
  - Orient buildings to street to continue scale and character of Pine Street within downtown core.
  - Allow for sidewalks and street trees and special landscape to provide high quality pedestrian experience.
  - Articulate building facades to help animate the street edge.
- Explore variety of housing options (2-3 floors) including multi-family and townhouse units. Suburban –style housing should be avoided.
- Provide for some retail opportunities on lower floors, particularly along Pine Street and near the intersection of Fremont Lake Road.
- Locate surface parking to side and rear of buildings so that parking does not visually dominate the area. Provide on-street parallel parking on adjacent streets.

This plan is illustrated in figure 27 on the following page.

**3.2.6 Work with Sublette County** to explore options for creating additional senior housing near recreation center and existing senior housing. This has been discussed in the past and this site offers an ideal setting for future senior housing provided the site constraints and environmental issues are addressed.

Figure 27



### Phase II and III Downtown Plan: East Gateway Area

Pinedale, Wyoming  
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September 23, 2011



## **4.0 Connecting the Dots: Public Investment Plan**

### **4.1 Issues and Assessment**

Downtown Pinedale is set largely on a traditional grid pattern amidst the scenic landscape of southwest Wyoming and bisected by US Route 191, which provides the primary means of access from the surrounding region. For the purposes of Phase 2 and 3 of the Master Plan, particular focus was given to the area of downtown bounded by Valley Road to the north, B St/Bridge Ave to the south, Pine Street at the intersection of Hill Street to the east and Madison Avenue to the west. Community leaders and stakeholders defined this area in an effort to maximize the potential impact of recommendations resulting from this report. The resource team did, however, look at downtown from a broader context to help inform planning strategies at site and building scales.

There are a number of civic, natural and recreational amenities that characterize Pinedale and are considered assets by many in the community on which to build. Civic amenities include the Pinedale Aquatic Center (PAC), the High School, the open lot used during events at the corner of Magnolia St. and Bridger Ave. (Traders Row). adjacent Rendezvous Point Senior Center, the Pinedale Visitor's Center and Sublette County Public Library. Pine Creek, American Legion Park, Boyd Skinner Park, Courthouse Lawn, the skate park, the recreation fields to the northeast of downtown, and several trails in and around downtown provide natural and recreational resources to downtown residents and visitors alike and help complement the Town's civic assets.

The existing assets combine with the potential investment sites covered in Chapter 2 to present a "connect the dots" strategy for enhancing downtown. Many of the improvements in the infrastructure could occur along Pine Street or Tyler Avenue. These emerge as the most significant thoroughfares in downtown and should be treated as streets that accommodate pedestrian and bicycle users in addition to vehicles and link key assets. Magnolia Street and Franklin Avenue should also be considered as important connector streets in downtown, which serve to compliment Pine Street and Tyler Avenue in facilitating movement of pedestrians, cyclists and vehicles while also tying together important community assets and destinations.

The following recommendations are designed to "set the stage" for quality investment in the properties covered in Chapter 2 by continuing investments in the public realm.

### **4.2 Recommendations:**

**4.2.1 Enhance Downtown Gateways:** Reinforce gateways to the downtown core area with signage and landscaping, specifically at Lincoln Avenue/Pine Street to the west and Fremont Lake Road/Pine Street to the east as described in subsequent recommendations.



**Figure 28:** Existing Conditions – The gateway sign at this location is wonderfully designed, crafted in a rough-hewn manner respective of historic American Western Style traditions. Regrettably, however, it gets lost amidst the visual clutter of signs and absence of a backdrop to distinguish it from the parking lot setting in which it resides.



**Figure 29:** Proposed Conditions – By placing a stand of trees behind the sign, and a hedgerow in front of it, the sign now stands out against a green background. While it is true that it makes the sign now one-directional, it is assumed that by the time a traveler arrives at this gateway location from the west, they would clearly know they have been in Pinedale. Finally, a key recommendation is to simply move the stop sign back 8-10' so it is not directly in front of the gateway sign as shown in the existing conditions photo above.

**4.2.2 Continue Pathway / Bicycle Network:** Continue to reinforce and connect the excellent network of pedestrian paths and bicycle lanes throughout Pinedale. Proper accommodation of pedestrians and bike users serves as a means of promoting positive downtown activity and varied mobility options for residents, in addition to linking existing trails that run along Valley Road, through American Legion Park and through Boyd Skinner Park. For cyclists, striped bike lanes between travel lanes and parallel parking or curbs provide a desirable safe zone for ease of travel. If street widths do not allow for separate bike lanes, “sharrows” are recommended to give motorists visual cues that roads are to be shared with cyclists. Bike storage is also an important component to an effective transportation strategy in downtown. It is important to provide bike racks such as those in front of WLC Engineering Surveying throughout the downtown area as well as some covered bike parking. As illustrated with the bike racks at WLC, there is the opportunity to incorporate public art. Priorities for pathway and bike network include:

- Provide link between American Legion and Boyd Skinner Parks as described in [4.4.2](#) below.
- Provide well-marked bicycle lane along Tyler Avenue, linking PAC/High School with Library and Boyd Skinner Park.
- Continue to work with property owners to allow for bicycle link between the high school and the elementary school to the west.
- Continue to implement sidewalks within the downtown core, particularly along streets heavily traveled by children going to and from school. Incorporate sidewalks (6'-wide min.) wherever possible and provide ample street crossings with pavement striping or alternative paving treatment such as stamped concrete or asphalt (10'-wide min.).

**4.2.3 Develop RV/Trailer Parking Resources:** As already discussed, some convenience parking for RV's and trailers should be provided within the downtown core in the form of off-street parking and on-street parking however, large scale lots should be reserved at the outskirts of the downtown core. Specifically, RV parking should be considered for the following areas:

- Vacant lot at the corner of Magnolia and Maybell for off-street parking in the core.
- Reserved parallel parking spaces along Magnolia Street and portions of Maybell Avenue (north of Magnolia).
- Reserved parallel parking spaces along Charles Street, between Sublette and Maybell Avenues.
- The parallel parking described above could be striped and signed as trailer parking, however, each block face should still allow for some car parking.
- The Town may consider experimenting with restricted hours along certain streets where only trailer and RV parking would be allowed.

- Wayfinding signage should clearly indicate where RV and trailer parking resources are located. This information should also be included on downtown brochures.

**4.2.4 Continue to Enhance Car Parking:** Currently, downtown is well-served by street parking. The new streetscape improvements maximize parking spaces by utilizing 90 degree parking where possible. While in some communities this approach may not be appropriate, it is appropriate in Pinedale, which historically had wide roads with pull-up parking in front of the buildings. The concrete gutter separating the parking spaces from the travel lanes helps to visually break up the large expanse of paving. Following are some recommendations that may help to minimize perceptions that there is inadequate parking (for cars).

- Provide way-finding signage directing visitors to streets where there is underutilized parallel parking.
- Continue to provide sidewalks and attractive streetscape treatments linking parking areas on side streets to downtown core.
- As part of an overall wayfinding and signage system, provide directories and maps showing streets with public parking and include this information in brochures.

**4.2.5 Implement a Wayfinding Signage System:** It is important to note that wayfinding signage should be incorporated to varying degrees along Pine Street, Tyler Avenue, Magnolia Street and Franklin Street, depending on the level of traffic of each street and the important destinations associated with them. This is especially true in areas where tourists and other visitors will be; orienting these users within downtown and providing clarity as to how they may easily access all of its assets contributes to a positive experience and increased exposure for downtown businesses. Wayfinding was a key topic of the Phase I study and remains a critical component in this plan.

## ***5.0 Putting it all in Plan: The Policy and Implementation Strategy***

### **5.1 Issues and Assessment**

The Town's Zoning Ordinance was adopted by Ordinance #23 and subsequently over the years has been updated and amended numerous times. Even with updates, the underpinning of the Ordinance is over 30 years old and not reflective of current zoning and land development practices. Recommendations can be made to update specific sections of the Ordinance, but ultimately the Ordinance should be completely rewritten in order to make the code language more relevant for today's Pinedale.

The Ordinance has two commercial zoning districts that are identical in allowed uses and most standards. The C-1 district (Central Business District) is most relevant for downtown development, and the C-2 district (Highway Commercial District) extends along Pine Street beyond the traditional downtown area. More intensive land uses can be encouraged to locate in the C-2 district by adding them as allowed or conditional uses. This will allow for the expansion of Pinedale's commercial and light industrial base without sacrificing the look and feel of the downtown retail and service core.

A consistent theme heard during the project interviews is the need for additional affordable housing units. In addition, considerable discussion focused on providing more opportunities for mixed-use development that will encourage the reuse of vacant or underutilized upper floor space and stimulate increased activity in the downtown. Offering mixed use development options that encourage commercial development on the ground floor and housing in the upper floors is consistent with what the team heard, and it can be a win-win solution that supports commercial development and adds to Pinedale's housing stock. The key is to be sure this land use option is available to prospective property owners and developers by clearly articulating the standards and process for mixed-use development.

Vehicle parking issues were another item that was raised repeatedly in the public workshops and interviews. Steps are being taken to alleviate several of these issues, including adding RV and trailer parking spaces to the town-owned lot off Magnolia Street and revising the Zoning Ordinance requirements for commercial parking. Right or wrong, many people expect to find parking immediately in front of the business they wish to enter, and they do not want to park further away and walk to the store. This is not necessarily realistic, although parking concerns can be alleviated with wayfinding signs that direct drivers to available spaces and with properly delineated spaces on the streets.

The issue of community character and design was also discussed during many of the meetings with various points of view on how this should be handled. Some felt that the community should take a "hands off" approach to preserving character while others felt that Pinedale was in danger of looking more like Jackson as it grew. Still others felt that the community has an eclectic mix of architectural designs that should be acknowledged and encouraged.



Pinedale is a community with one foot in the past and one foot in the future, while it is straddling the present. The fact is change has already occurred in Pinedale, and it is likely to continue to evolve and change in the coming years. The land use development decisions of today will leave a lasting imprint on the town, and it is therefore critical that a clearly understood land use development process be in place for the use of Town staff and officials, and for the citizens that wish to pursue development projects in the plan. A final recommendation of the plan beyond those of a policy nature is for the community to continue to explore both the financial, investment, and public/private partnership opportunities that could help this plan come to fruition.

## **5.2 Recommendations:**

**5.2.1 *Update Pinedale Zoning Ordinance:*** The Pinedale Zoning Ordinance has been routinely amended in response to changing conditions; however, a wholesale review and update of the entire Ordinance is overdue. For example, the Zoning Ordinance includes zoning districts that do not appear to be used, such as the R-S and I-2 districts. In another example, R-4 (Multi-family) standards for lot sizes should be revised. As they currently exist, these standards do not pencil out for economically viable projects. In one more illustration, Section 475-110 requires open space with multi-family housing, and this does not make sense in a downtown setting. Suggestions to update the Zoning Ordinance include:

- Conduct a thorough review of the Ordinance to identify dated and inconsistent language, overly complicated and/or unnecessary procedures, and gaps in standards that encourage efficient, quality land use development.
- Identify and link Town of Pinedale goals that should be implemented through the Zoning Ordinance.
- Revise entire Zoning Ordinance to reflect best planning practices and Town of Pinedale values.

**5.2.2 *Redefine Commercial Zoning Districts:*** The Town has two commercial zoning districts, one that is focused on the downtown (C-1) and another that is intended for highway commercial land uses (C-2). However, the language and most of the standards for the two zoning districts are identical. By amending the C-2 zoning district to include additional land uses and revising standards to permit limited light industrial uses, the Town will be able to encourage more intensive commercial and light industrial development while also supporting the more traditional downtown commercial land uses (retail and services) in the C-1 zoning district. For example, a meat locker storage business can be added as an allowed use in the C-2 zoning district, therefore providing a service that has been missing from Pinedale since the previous meat locker ceased operations. Reinvigorating the C-2 zoning district to permit limited light industrial uses will also let more businesses be located within the town limits rather than on industrially zoned land in the County. Pinedale does not wish to be overrun with too many industrial land uses, but accommodating limited light industrial uses will help

resolve ongoing issues of non-conforming light industrial uses, such as contractors' yards.

- Identify and add commercial and light industrial land uses as allowed or conditional uses within the C-2 zoning district.
- Amend setbacks in the C-2 district to accommodate light industrial land uses.
- Consider adding industrial/commercial parks as permitted uses to the C-2 district. Include specific design standards or develop a Planning Unit Development district that will encourage quality development. These types of projects work best when there are large, vacant properly zoned parcels available, or when there are large underdeveloped areas that a developer can combine and redevelop as a single development, or when the Town takes property and develops it with the basic infrastructure and encourages the types of uses they want to locate there.
- Streamline allowed uses in both commercial zoning categories as is feasible and using language to distinguish between commercial and industrial sales (e.g. retail sales of clothing versus sales of heavy equipment). This may require the use of multiple categories of retail sales that are then limited by zoning district. For instance, the sale and service of farm equipment and implements may be limited to the C-2 district. The Zoning Ordinance can also differentiate between Retail Sales with indoor operations, display, and storage versus outdoor operations, display and storage. If everything is contained indoors, the business can be in either commercial zoning district. If there are outdoor activities and storage, the business can be limited to the C-2 zoning district

**5.2.3 Re-Examine Embedded Land Uses:** The Zoning Ordinance embeds allowed land uses from the least intensive zoning district to the most intensive zoning district. The problem is this encourages land uses that are not at the proper density or scale for downtown development. The solution is to remove the zoning districts that the Town does not want to see embedded in the higher use districts. Housing density is one example. Currently under C-1 allowed uses (Section 475-108, A) #87 states: Other uses as allowed in the R-1, R-2 and R-4 Zoning Districts, provided the lot area and setback requirements as established in said zoning districts are met. If the Town does not want single family units in the C-1 district, remove the single family zoning districts from the list of permitted uses. Next, create a new permitted use to allow multifamily residential uses comparable to what is permitted in the R-4 zoning district. First, though, the Town will need to decide to what extent they support residential land uses in the C-1 district when it is at the expense of commercial development. One option is to allow residential uses on upper floors of buildings that use their base floors for commercial purposes. This coincides with the follow recommendations for mixed use development.

**5.2.4 Support Mixed Use Development:** Allowing a mix of residential, commercial, and service uses in the C-1 zoning district will encourage more foot traffic and activity in

general in the downtown area. It will also stimulate the reuse of underutilized floor space, particularly in upper stories.

- Delete #87 from the list of allowed uses for the C-1 zoning district.
- Insert a new permitted use for Residential Uses.
- Create Residential Use development standards, either new or borrowed from Section 475-110.
- Add the restriction that residential uses can only occur in the upper floors of commercial buildings.
- Delete the stipulation in Section 475-110 that residential uses can be rental only.

**5.2.5 Amend Parking Requirements:** It is not uncommon for towns and cities to have no requirements for downtown parking, with the understanding that the local government is providing parking lot(s). However, Pinedale has a small downtown and needs to be sensitive to local conditions. The Town Planning and Zoning Commission is reviewing the existing parking standards, and the recommendations proposed in the analysis are on target and moving in the right direction. Additional recommendations are:

- Change the amount of parking spaces required for various land uses as appropriate.
- Allow commercial establishments to find off-street parking, including off-site, provided that the spaces are not too far away.
- Allow for shared parking agreements provided there are minimal overlaps in operating hours.
- Allow a limited amount of overlap of businesses counting on-street parking within a certain distance of their storefronts, recognizing business parking typically isn't long term and provided employees do not use the parking intended for customers.
- Require designated parking for residential uses in mixed use developments.
- Maintain parking areas for recreational vehicles, trailers, and large vehicles within walking distance of downtown. The parking lot at Magnolia and Maybell has been paved and stripped for these users, which is an excellent start.

**5.2.6 Defined Development Process:** A clearly articulated land development process is a benefit not only to the public, but also to the Town staff and officials. What developers want more than anything when approaching a town with a project is predictability (how is the process going to proceed) and consistency (is the process applied equally). The approval authority for the development review process should be codified in the section of the Zoning Ordinance that establishes and describes the Planning and Zoning Commission. The procedures that constitute the process do not belong in the Ordinance. If they are, that will require that there be a Code amendment any time there is a change in the process. The procedures are administrative items, and as such

they do not need to be codified. For example, none of these procedures need to be included within the Ordinance: submittal requirements and standards, timelines for review agencies to respond, and the length of time the Town staff has to determine whether a submittal is complete before sending it to review agencies. The bottom line is the process should be transparent about who does what, when it is going to occur, and what the range of outcomes may be. A few recommendations for making the development process user friendly for the public and the Town:

- Have a link to the Town's development review process on the front page of the Town website.
- Create a written hand-out of the development review process that the public can use which describes and graphically displays the review process. References can be cited to sections of the Ordinance that relate to specific types of applications. A brief explanation and graphic of the review process gets how it's done out to the public and removes any doubt about how it's completed in-house. Of course, once it's out there in the public, the process then needs to be followed by staff and the decision makers.
- Require pre-application meetings whenever possible. This will help identify major issues for proposed developments up front before a lot of hard costs are incurred, and it allows the Town to be clear about the approval process.
- Use a single application form that covers all types of applications. A single application form (and submittal checklist) provides a clear indication of what will be required regardless of the application type and lists 99 percent of what may be required, depending on things like the type of development, where it is located, and requirements of different review agencies.
- Have a standard checklist that includes all submittal requirements for all applications. The staff can then check those items that are required for each individual type of submittal.
- Clearly state what the minimum standards are for each submittal item (as in what the contents of a traffic study should be, or what goes on a site plan). An upfront description like this keeps the Town focused on the application without the need to ask for additional information.

**5.2.7 Explore Preserving the Design Character of Pinedale:** Pinedale possesses a rich blend of architecture that ranges from humble western style to eclectic roadside style to sensitive contemporary western expressions and everything in between. The net result of this assemblage of styles is an architectural authenticity to the downtown area. What is called for in light of this bounty is an appreciation for each style as well as tools and techniques to preserve the best of each expression.

An architectural character guide has been included as an appendix to this report to educate property owners and the general public about the characteristics that make each of these styles unique and important to the overall architectural stock in Pinedale.

It is widely held that the best way to foster pride in ownership and a community-wide preservation ethic is to understand the historical background and unique features of the buildings in our respective downtowns. By way of example:

- The American Western Style with its rough-hewn craftsmanship, false fronts and wooden awnings that characterized the Old West boomtown era. (e.g. Moosely Mailboxes and the adjacent buildings)
- The Roadside Style with its neon signs, human-scaled motor courts and bright, saturated colors that were popularized with the evolution of the automobile. (e.g. Rivera Lodge and Patio Grill)
- The Contemporary Western Style with its creative interpretations of the historic American Western Style without gimmicky imitations that respect that heritage while being true to contemporary building materials and methodologies. (e.g. Sublette County Library and Wells Fargo Bank)

Additional techniques are available to enhance the appearance of Pinedale's downtown buildings. It is essential that these enhancement approaches understand the historic roots of each style so that appropriate design recommendations are made. However, it is imperative to recognize that enhancing the physical appearance of downtown, its open spaces, its infrastructure and its buildings is not, in and of itself, enough. Serious consideration must also be given to addressing the underlying economy of the place in terms of its business mix and retail retention and recruitment strategies. The purpose of these building-related recommendations is to enhance the overall appearance of downtown to maximize your historic architectural assets as a prime competitive advantage for commerce and housing within an authentic setting.

**5.2.8 Explore a Private Sector Investment Fund or Club:** Although Pinedale is a small community, it benefits from many local citizens, part time residents, and corporate interests that have a vested interest in seeing the community succeed. Pinedale should work in concert with its partners at the Sublette Economic Resource Council (SERC) to explore a private sector investment funds (or clubs) to invest in some of the properties illustrated in this plan. Such an investment would allow local control with community minded ideals to solicit private sector funds. In some cases, these projects could evolve into public private partnerships. It is unlikely that such an investment fund will yield large monetary dividends for investors but would certainly benefit the community.

## **6.0 Implementation Strategy and Action Plan**

The attached “Strategy Board” summarizes all of the projects and recommendations included in this plan. The board is a working document for benchmarking and ongoing evaluation of the implementation process. The strategy board summarizes all of the recommendations of the plan into one sheet of paper.

The projects are divided into three time frames. The first series of projects are demonstration projects that should begin immediately. For the most part, these are simple projects that will be highly visible, have significant impact and should be completed within the first year after the plan is adopted. The second set of projects is labeled “next steps.” Some of these are more advanced projects while others are continuations of projects that began during the demonstration period. The next step projects should be completed within the second year of the plan. The final series of projects are long-term or plan completion projects. While this category remains largely empty, many of the projects begun in the next steps phase will not be completed until later. Over time this category will continue to fill up as priorities evolve. Each timeframe for the strategy board might also represent the ongoing fulfillment of steps taken in earlier time frames.

The strategy board and its recommendations represent a “living document.” As time goes by and implementation proceeds, some priorities will shift while other ones will arise. The implementation strategy board should be evaluated periodically, no less than annually. This evaluation process will allow for finished tasks to be indicated on the board, for responsibilities to be shifted between parties, and for time frames to be adjusted for individual projects.

Each of the plan strategies and visions are outlined in the strategy board. It is important to remember the ultimate planning, development, and marketing strategies that each project supports. Of course, each of these strategies is linked with one another, but failure to achieve any one goal does not negate the ability to achieve others.

Pinedale is at a significant point in its life as a town. At just over a century old as an incorporated place, Pinedale has witnessed marked change. Future change is inevitable and the Town and its citizens have the opportunity to influence how those changes occur so Pinedale can remain a great place to live, work, and enjoy the stunning setting that surrounds it.



