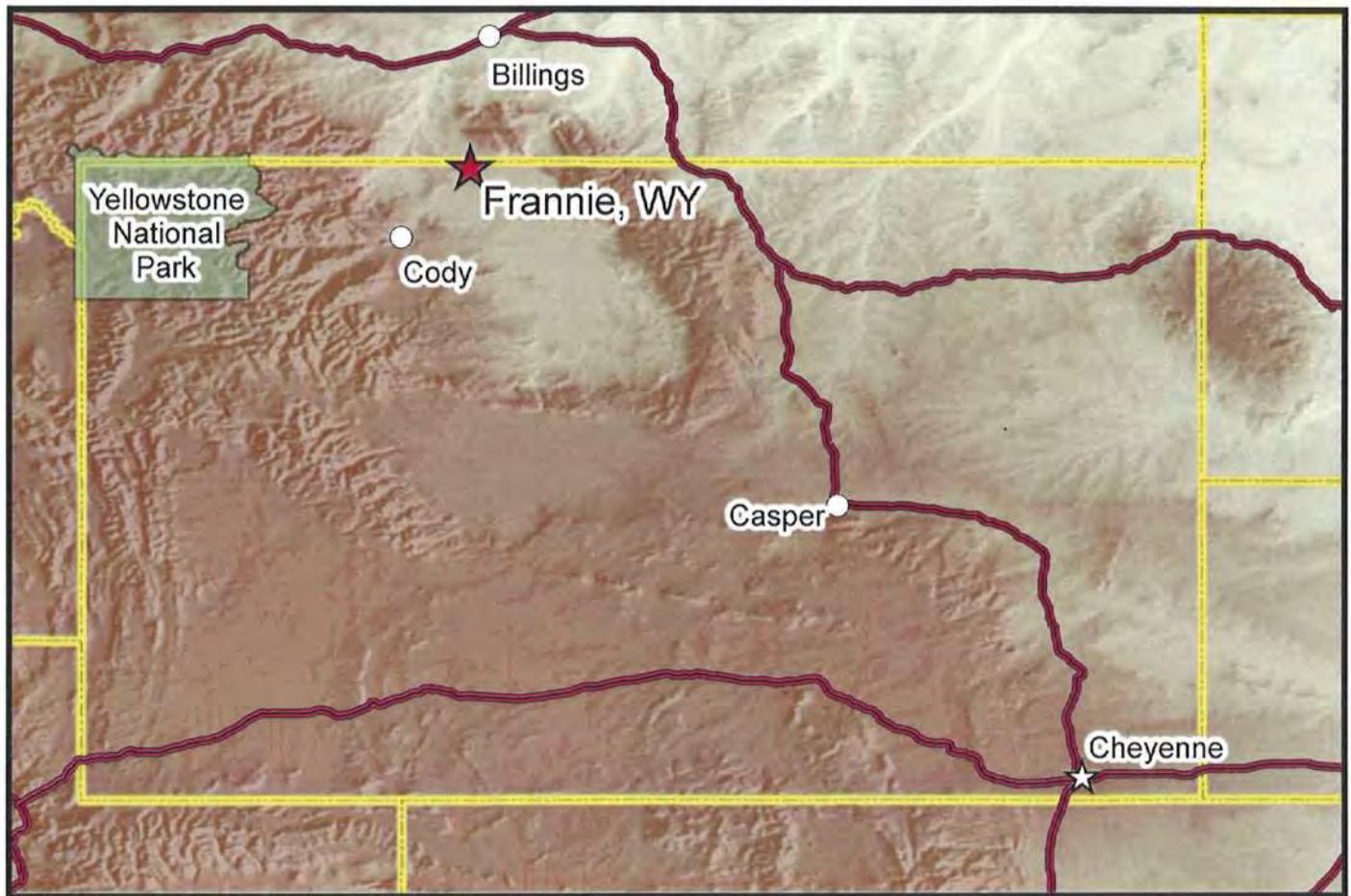


Town of Frannie Community Development Plan



FINAL REPORT

MAY 10, 2005

Town of Frannie Community Development Plan

May 10, 2005

Prepared for:

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TOWN OF FRANNIE COMMUNITY DEVELOPMENT PLAN

Final - May 10, 2005

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CHAPTER ONE

INTRODUCTION

1.1 PURPOSE

The Frannie Community Development Plan is intended to provide a guide for future community development in Frannie, Wyoming. The community development plan outlines strategies and related recommendations that will help to:

- Encourage the retention and establishment of small business investments;
- Provide a vision for the general location of future land uses;
- Improve and expand community infrastructure; and,
- Determine a course of action regarding the potential acquisition and use of Frannie Elementary School.

The identification and prioritization of recommended community development strategies will also enable more effective coordination with various State of Wyoming and federal agencies that may provide financial or technical support for the implementation of selected strategies. The Community Development Plan will enable these agencies to gain a better understanding of:

- available community assets,
- the issues influencing future community development,
- the resources required to implement recommended strategies, and,
- the desired vision of the Town of Frannie concerning future land uses, economic development, and infrastructure expansion within the community.

While this report was prepared by the Town of Frannie, the Community Development Plan is a guide for the community, as well as municipal government. The implementation of the Community Development Plan requires a commitment from the people who live in Frannie and have made investments for homes and small businesses. Consequently, the Community Development Plan brings together a set of strategies that need to be undertaken and completed by municipal government, community organizations, small business owners, other community residents, as well as the public agencies that serve them.

1.2 SCOPE

The Frannie Community Development Plan brings together a combination of analyses that examine a variety of community development issues and opportunities. These analyses are integrated to provide direction to the community concerning

future economic development, the general location and relationship of future land uses, and the type of infrastructure improvements needed to support future land uses in the community.

1.3 PLANNING PROCESS

A series of tasks were completed by Pedersen Planning Consultants (PPC) to formulate the Frannie Community Development Plan. However, a variety of community leaders and Frannie residents were involved in the planning process between November 2004 and May 2005.

PPC initially reviewed the findings and recommendations made by the Wyoming Rural Development Council that published a Frannie Resource Team Report in March 2003. Subsequently, PPC interviewed various community leaders and municipal representatives that provided valuable insights concerning community issues, priorities, and potential community development opportunities. Representatives of various industrial companies, Big Horn School District #1, and regional community organizations brought a somewhat different perspective of Frannie in the context of the regional economy, as well as public and community services, in north central Wyoming.

A detailed examination was made of various demographic and economic characteristics of the Frannie community to ascertain relevant trends influencing future community development. This information was correlated with information gained during interviews with various community leaders.

A land use database and related geographical information system (GIS) were developed by PPC using available Big Horn and Park County Assessor records and a window survey of community land uses on January 14, 2005. The general location of the municipal water and wastewater systems was determined through the review and incorporation of selected spatial data files into the Frannie GIS.

The preceding tasks enabled Pedersen Planning Consultants to refine its understanding of community development issues and identify specific community development opportunities. The strategies for addressing community development needs and opportunities were an outgrowth of community insights and recommendations, as well as the community development experience of Pedersen Planning Consultants.

The Frannie Town Council and its Economic Development Committee reviewed the draft Community Development Plan report which was submitted to the Town of

Frannie in March 2005. Review comments provided by the Town of Frannie led to further refinements to the draft report before its public distribution.

The scope of community development objectives and strategies was refined and expanded through discussions with the Frannie Town Council and the Frannie Economic Development Committee on April 16, 2005. During the same meeting, PPC led Frannie Town Council and Economic Development Committee members through a matrix evaluation of eight specific community development objectives. This process enabled Frannie Town Council and Economic Development Committee members to individually rate the importance of each community development objective. Cumulative scores of the Town Council and Economic Development Committee members determined the overall priority of each community development objective. These priorities were subsequently used by PPC to determine schedules for the implementation of the more specific strategies associated with each community development objective.

Additional insights were received from the general public during a public hearing on April 21, 2005. A summary of public comments received during the public hearing is presented in Appendix A.

1.4 ORGANIZATION OF THE PLAN REPORT

The Frannie Community Development Plan report comprises seven chapters that are organized in the following manner:

- Chapter One - Introduction
- Chapter Two - Community Assets
- Chapter Three - Significant Factors Influencing Future Community Growth
- Chapter Four - Potential Use of Frannie Elementary School
- Chapter Five - Community Perceptions
- Chapter Six - Conclusions and Recommendations
- Chapter Seven - Community Development Objectives, Strategies, and Implementation Plan

1.5 CONSULTATION

The preparation of the Frannie Community Development Plan involved various residents and community leaders in Frannie, municipal representatives, local management from regional industrial companies, as well as representatives of various private and public agencies that serve the Town of Frannie.

Public Agencies

Town of Frannie

Frannie Town Council

Jerry Dart, Mayor

La Dawn Davis, Councilwoman

John Ellis, Councilman

Nick Loftus, Councilman

Miriam Roberts, Councilwoman

Jeannie Christman, Councilwoman

Municipal Staff

Mike McKee, Chief of Police

John Miller, Director of Public Works

Diane Wagner, Town Clerk/Treasurer

Julie Moore, Deputy Town Clerk/Treasurer

Economic Development Committee

Jeannie Christman

Shane Roberts

Daren Wagner, former Mayor

Dana Yates

Town Engineering Consultant

Scott Lewis, P.E., Inberg-Miller, Powell

Big Horn School District #1

Brian Lee, Chair, Board of Directors

Kevin Mitchell, Superintendent

Karma Sanders, Principal, Frannie Elementary School

Michael Simmons, Director of Facilities, Cowley, WY

Mark Cozzins, Facility Maintenance, Deaver, WY

Wyoming Department of Transportation

Sherman Wiseman

Wyoming Highway Patrol

Dennis Woodward, Supervisor, Frannie Port of Entry, Frannie, WY

Utilities

Brian Lee, Owner and Manager, Frannie-Deaver Utilities

Brian Lee, Board Member, Shoshone Municipal Pipeline

Private Enterprise

Randall Banning, Plant Manager, Wyoming Lime Producers, Frannie, WY
Ray Bode, Factory Manager, Western Sugar Cooperative, Lovell, WY
Daniel Bowles, Manager, Sage Creek Plant, Wyo-Ben, Inc., Lovell, WY
Pat, Rick & LuAnne Campbell, Owner-managers, Frannie Tack Shop, Frannie, WY
Jeanne Christman, Office Coordinator, Montana Limestone Company, Warren, MT
Melanie Ellis, Co-Owner and Manager, Frannie Bar, Frannie, WY
Scott McColloch, Attorney-at-Law, Greybull, WY
Dennis Walker, Safety Manager, Bentonite Performance Minerals, Lovell Plant,
Lovell, WY

Community Organizations and Quasi-Public Agencies

Brian Lee, Volunteer Firefighter, Powell Fire Department
Denise Anderson, Director, Lovell Senior Center

Other Frannie Residents

Gary Patterson
Barbara Phillips
Alice Zlomke

CHAPTER TWO COMMUNITY ASSETS

2.1 LOCATION AND ACCESS

The Town of Frannie is located in north central Wyoming about two miles south of the Montana border. Frannie is situated in the northwest corner of Big Horn County and northwest corner of neighboring Park County (Figure 2-1).



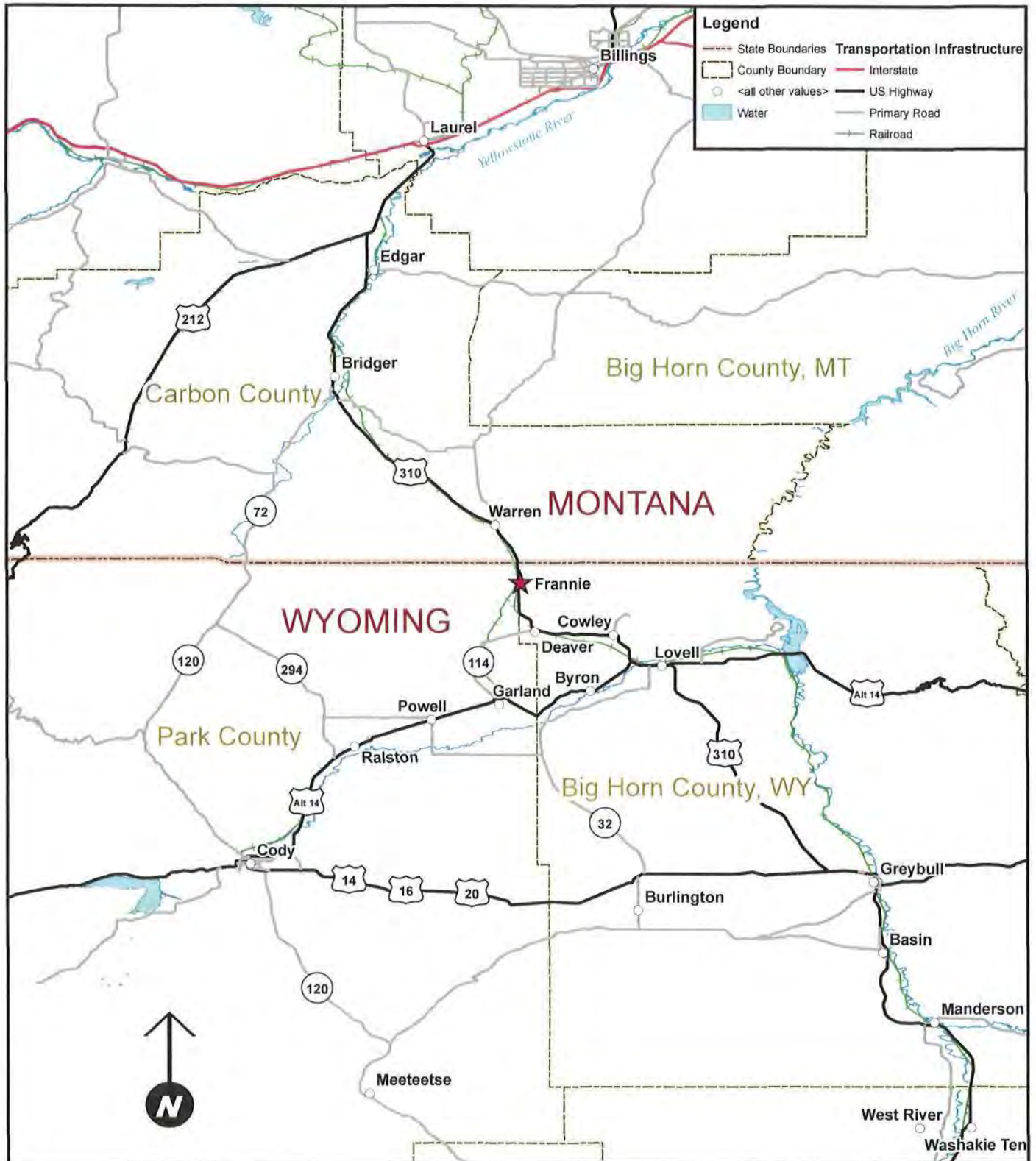
Frannie is accessible via U.S. highway 310. Frannie is approximately 22 miles from Powell, Wyoming and 18 miles from Lovell, Wyoming. The Town of Deaver, southeast of Frannie, is only six miles from Frannie. The larger communities of Powell, Wyoming and Billings, Montana are about 25 miles and 74 miles, respectively, from Frannie.

2.2 RESIDENT POPULATION

2.2.1 Size and Distribution of the Community

In April 2000, the Town of Frannie had a resident population of 209 persons (U.S. Census Bureau, 2000). Approximately 86 percent, or 180, of Frannie residents lived east of U.S. Highway 310 in Big Horn County. The remaining 29 Frannie residents (14 percent) lived west of U.S. Highway 310 in Park County.





Community Development Plan

Regional Location Town of Frannie

0 5 10 20 30 40 Miles

Prepared by: Pedersen Planning Consultants
P.O. Box 66, Encampment, WY, 82325 Tel: 307-327-5434

Figure 2-1

2.2.2 Community Growth

The Town of Frannie experienced significant population growth between 1990 and 2000 (Table 2-1). The resident population of Frannie grew from 148 residents in 1990 to 209 residents in 2000. A growth rate of more than 41 percent (U.S. Census Bureau, 1990 and 2000) indicates that the Town of Frannie outpaced the growth of resident population in both Big Horn County (8.9 percent) and Park County (10.1 percent).

Discussions with community residents suggest that the growth of Frannie between 1990 and 2000 can be attributed to the presence of Frannie Elementary School, the availability of nearby industrial employment, lower housing prices, and a friendly community atmosphere (Roberts, 2004; Davis, 2004; and Christman, 2004).

Table 2-1
Resident Population Trends
Selected Big Horn and Park County Communities
1990 - 2000

<i>Place</i>	<i>1990 Population</i>	<i>2000 Population</i>	<i>1990-2000 Change (persons)</i>	<i>1990-2000 Change (percent)</i>
State of Wyoming	453,588	493,782	40,194	8.9
Park County	23,178	25,786	2,608	11.3
Powell	5,292	5,373	81	1.5
Cody	7,897	8,835	938	11.9
Big Horn County	10,525	11,451	926	8.8
Basin	1,180	1,238	58	4.9
Burlington	184	250	66	35.9
Byron	470	557	87	18.5
Cowley	477	560	83	17.4
Deaver	199	177	(22)	(11.1)
Frannie	148	209	61	41.2
Greybull	1,789	1,815	26	1.5
Lovell	2,131	2,281	150	7.0
Manderson	83	104	21	25.3

Source: U.S. Census Bureau, 1990 and 2000

From May 2000 through December 2003, 12 births and five deaths occurred within the resident population of Frannie (McCaffrey, 2005). Consequently, the natural growth rate of the community increased seven persons.

2.2.3 Family Size and Age Characteristics

The average family size in Frannie is 3.35 people per family (U.S. Census Bureau, 2000). This family size is larger than the family sizes of Big Horn County, Park County and the State of Wyoming.

The average age of Frannie residents is about 33 years (U.S. Census Bureau, 2000) while the average age of Big Horn County and Park County residents is approximately 39 and 40 years, respectively. Consequently, the Town of Frannie has a somewhat younger resident population. A closer examination of different age groups reveals other trends that are also important to future community development (Table 2-2).

In 2000, a significant proportion (37 percent) of the Frannie resident population was 19 years old or younger. Between 1990 and 2000, this age group experienced a growth of approximately 26 percent (16 residents). All of the growth experienced by this age group can be attributed to residents between 10 to 19 years of age (Table 2-2). There was an increase of 29 residents in this age group. In contrast, the number of residents under nine years old age group declined by 13 residents which resulted in a net increase of 26 residents under the age of 19 years. These characteristics suggest that Frannie's youth population was aging, few younger families of child-bearing age, i.e., 20-34 years of age, were apparently moving into the community, and existing younger families were bearing few children.

Table 2-2 Frannie Resident Population Change by Age Groups 1990 - 2000				
<i>Age Group</i>	<i>1990 (persons)</i>	<i>2000 (persons)</i>	<i>Increase / Decrease (persons)</i>	<i>Change 1990- 2000 (percent)</i>
Under 5 years	19	15	-4	-21.1
5 to 9 years	23	14	-9	-39.1
10 to 14 years	14	26	12	85.7
15 to 19 years	5	22	17	340.0
20 to 24 years	4	11	7	175.0
25 to 34 years	22	20	-2	-9.1
35 to 44 years	17	31	14	82.4
45 to 54 years	11	29	18	163.6
55 to 59 years	5	11	6	120.0
60 to 64 years	7	8	1	14.3
65 to 74 years	13	10	-3	-23.1
75 to 84 years	7	11	4	57.1
85 years and over	1	1	0	0.0
All Ages	148	209	61	41.2
Source: U.S. Census Bureau, 1990 and 2000.				

Between 1990 and 2000, the 20 to 24 year old age group increased by 7 individuals and, by 2000, represented approximately 5 percent of Frannie's resident population. When compared to other smaller communities in Big Horn County, Frannie had a somewhat greater proportion of residents in this age group (Table 2-3). The higher proportion of persons in this age group suggests that there may be community assets, e.g., nearby industrial job opportunities and/or lifestyle, that appeal to the persons in this age group.

Table 2-3 20-24 Year Old Age Group Percentage of Total Population Selected Wyoming Communities 2000	
<i>Community</i>	<i>Proportion of Total Population Between 20 and 24 Years of Age (%)</i>
Basin	3.2
Burlington	0.8
Deaver	4.5
Frannie	5.2
Manderson	1.0
Source: U.S. Census Bureau, 2000.	

Demographic trends for the 25-34 year old age group present a different picture. In 2000, the 25 to 34 year old age group included 20 persons and declined somewhat during the previous decade. This trend, coupled with the declining population for persons less than 10 years old, may suggest that Frannie is not as attractive to younger persons who are entering the work force and/or beginning to raise families.

The 35 to 54 year old age group, which represented approximately 29 percent of Frannie's 2000 population, included the majority of Frannie's labor force and parenting base. Between the 1990 and 2000, this age group grew by 32 persons and accounted for over half of the total population increase during this time period. These trends suggest that Frannie is more appealing to this age group that generally has greater work experience and made more financial investments, e.g., home, in the community. Regional recreational opportunities in north central Wyoming may also offer considerable appeal to this age group.

Residents who are nearing, or of, retirement age include persons that are 55 years and older. In 2000, the 55+ age group in Frannie represented 41 residents, or almost 20 percent of the total community population. This age group grew by eight persons between 1990 and 2000 which suggests an interest by many older residents to remain in Frannie during their retirement years. It is also important to note that, in 2000, 16 Frannie households included residents that were 65 years and older. Seven of these persons lived alone.

2.2.4 Length of Residency and In-Migration

Approximately 70 percent of Frannie's residents in 2000 lived within the community in 1995 (U.S. Census Bureau, 2000). This data suggests that a significant proportion of Frannie residents have lived within the community for a considerable period of time.

The remaining 30 percent moved to Frannie from other communities within the United States. Roughly 26 percent of the persons who moved to Frannie between 1995 and 2000, moved from another community within their current county of residence (Big Horn or Park County). Local relocations from another place of residence in Big Horn County or Park County may have been prompted by more favorable housing prices in Frannie.

Forty-five percent of the incoming population moved to the community from another Wyoming community outside of Big Horn County or Park County. These relocations were probably generated by job relocations or new employment.

The remaining 29 percent moved to Frannie from another state in the western United States. This in-migration probably was derived from job-related moves, as well as some persons moving for retirement purposes.

2.3 ECONOMY

2.3.1 Labor Force

The labor force in the Town of Frannie includes 139 persons over 16 years of age (U.S. Census Bureau, 2000). However, only eighty-five persons were considered to be in the civilian labor force. Seventy-six of these residents were employed; nine persons (10.6 percent) unemployed.

In April 2000 approximately 70 percent (53 persons) of employed Frannie residents worked in private enterprise as salary or wage workers. Almost 15 percent of employed Frannie residents worked for state or local government. Over 14 percent of the employed labor force represented self-employed workers that likely operate home-based occupations.

Approximately 24 percent of employed persons living in the Town of Frannie worked in the educational, health, and social services industry in April 2000 (Table 2-4). The mining industry employed approximately 18 percent of Frannie's employed workers. The level of mining employment demonstrates the importance of the bentonite and limestone mining industries to the local economy. Other important employers include the construction, retail trade, as well as the transportation, warehousing and utilities industries.



Roughly half of Frannie's employed labor force commuted outside of the community to their place of employment in 2000. The average commute to work for those working outside of the community was approximately 29 minutes.

Table 2-4 Employment by Industry Town of Frannie 2000		
<i>Industry</i>	<i>Number of Employed Persons</i>	<i>Proportion of Employed Labor Force (percent)</i>
Agriculture, Forestry, Fishing and Hunting	0	0
Mining	14	18
Construction	8	11
Manufacturing	4	5
Wholesale Trade	2	3
Retail Trade	8	11
Transportation, Warehousing, and Utilities	9	12
Information	0	0
Finance, Insurance, Real Estate, and Rental and Leasing	0	0
Professional, Scientific, Management, Administrative, and Waste Management Services	2	3
Educational, Health and Social Services	18	24
Arts, Entertainment, Recreation, Accommodation and Food Services	7	9
Other Services (except public administration)	0	0
Public Administration	4	5
Employed Civilian Population 16 Years and Over	76	100
Source: U.S. Census Bureau, 2000		

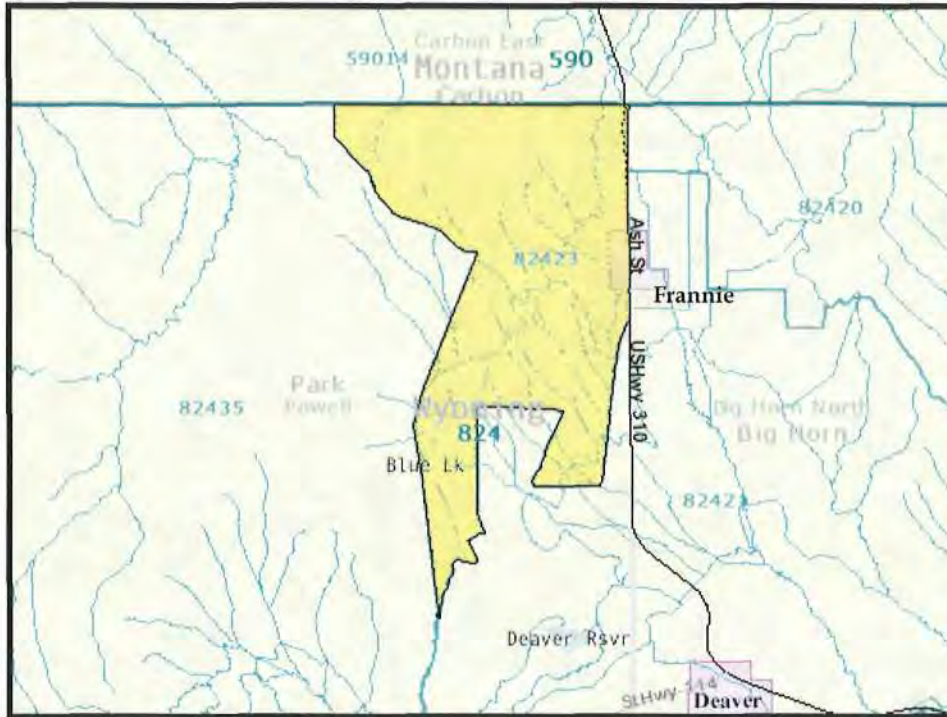
2.3.2 Number and Size of Business Establishments

In March 2001, there were approximately six private businesses with paid employees that were located within the Frannie zip-code area - 82423 (Figure 2-2). These businesses employed approximately 38 persons (U.S. Census Bureau, 2004).

Between 1998 and 2001 there were between six and seven business establishments located within the Frannie zip code area. During this time period, these business establishments collectively employed up to 41 persons in 1998 and as low as 34 persons in 1999. Between 1999 and 2001, the number of persons employed by these establishments remained near 38 persons.

Local private sector employment in Frannie is largely derived from the mining and transportation industries (Table 2-5). Montana Limestone Company, Wyoming Lime Producers, and Warren Trucking provide employment for about 9 to 12 Frannie residents. Montana Limestone Company and Warren Trucking are located several miles north of the 82423 zip code area, but clearly are important sources of employment for Frannie residents.

Figure 2-2
Frannie (82423) Zip Code Area



Source: U.S. Census Bureau, 2005.

Table 2-5
Frannie Area Business Establishments
2001

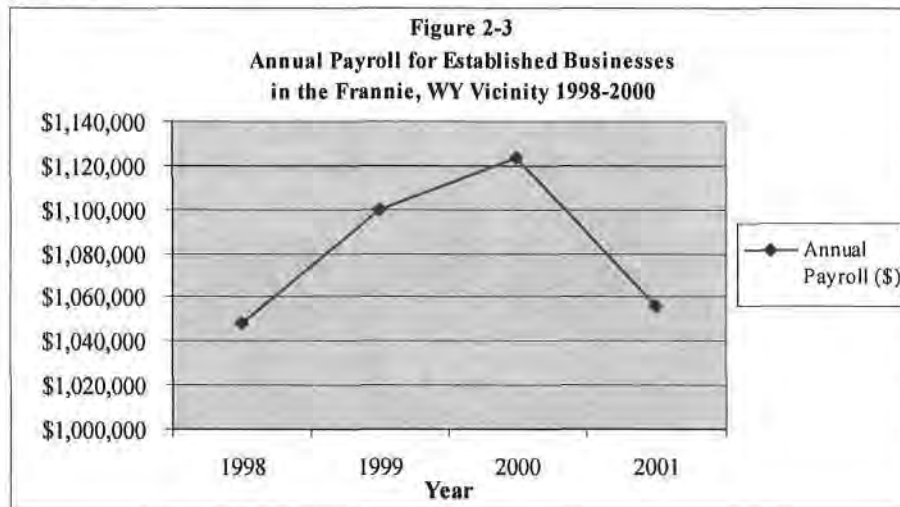
Industry	Number of Established Businesses by Size of Employment Group				
	1-4 persons	5-9 persons	10-19 persons	20-49 persons	Total Business Establishments
Mining	0	0	0	1	1
Utilities	1	0	0	0	1
Retail Trade	1	0	0	0	1
Transportation	0	0	1	0	1
Arts, Entertainment and Recreation	1	0	0	0	1
Other Services	1	0	0	0	1
All Sectors	4	0	1	1	6

Source: U.S. Census Bureau, 2004.

The size of the business establishments in 2001 confirms that much of the economic activity in Frannie is conducted by small business enterprises. One exception is Wyoming Lime Producers (WLP), which employs approximately 13 persons; three of these employees reside in Frannie.

2.3.3 Income

The business establishments located within the 82423 zip code area generated an annual payroll of \$1,056,000 to the employed labor force in 2001 (U.S. Census Bureau, 2004). Short term trends indicate that between 1998 and 2001 annual payrolls steadily increased to a high of \$1,123,000 in 2000, before declining to the 2001 level (Figure 2-3). Despite this decline in total payroll, 2001 income levels remained higher than the 1998 payrolls.



Source: U. S. Census Bureau, 2004.

Direct income that is derived from sole proprietorships in Frannie is not reflected in the annual payroll estimates made by the U.S. Census Bureau. Consequently, the amount of income generated from small businesses in Frannie is believed to be higher than the estimated values.

In 1999 the median household income for the 70 households located within Frannie was \$33,750 (U.S. Census Bureau, 2000). Approximately 10 households (14 percent) Frannie households earned less than \$10,000 in 1999. Nevertheless, the average household income of \$33,750 suggests that employment by residents in Frannie's 70 households may generate \$2.36 million per year. Consequently, there is a considerable amount of potential household income that can be expended and invested within the local economy.

2.4 LAND USE

In order to evaluate existing land uses and opportunities for future land use expansion, Pedersen Planning Consultants established a land use database for all properties in the Town of Frannie using ArcView GIS software. The related land use database was developed by PPC using Big Horn and Park County Assessor records, as well as onsite observations of existing land uses in January 2005.

The land use database reveals that there are about 322 land parcels that encompass approximately 250 acres within the municipal boundaries of Frannie. The type of land uses occurring on these land parcels is summarized in Table 2-6.

Table 2-6 Land Uses in the Town of Frannie January 2005		
<i>Land Use Category</i>	<i>Number of Lots/Parcels</i>	<i>Estimated Area of Land in Use (acres)</i>
Agriculture	6	92.0
Community Facility	1	0.2
Commercial	35	4.2
Industrial	1	19.0
Public Facility	29	19.7
Recreation	8	5.7
Residential	206	25.8
Undeveloped	36	83.2
Totals	322	249.8
Sources: Big Horn County Assessors Office, 2004; Park County Assessors Office, 2004; and Pedersen Planning Consultants, U.S.		

2.4.1 Residential

In April 2000, 85 housing units were documented during the 2000 Census. Seventy-four of these units were occupied. Eighty-one percent of these units were owner occupied; the remaining 19 percent were renter occupied. Eleven housing units were documented as vacant residential structures.

The January 2005 land use database indicates that the number of total housing units in Frannie declined to 76 residential units in January 2005 (Table 2-7). Approximately 43 homes were detached single-family dwellings. The remaining 33 residential structures were manufactured homes on permanent or temporary foundations. Consequently, it appears that the number of single-family dwellings declined during the past five years, but the number of manufactured and mobile homes has increased slightly. The differences in the April 2000 and January 2005 housing inventories suggest that some manufactured homes have been removed when some residents moved to another community. In addition, some of the single family dwellings counted in April 2000 may have been manufactured or mobile homes.

Table 2-7 Type of Housing Units in Frannie January 2005	
<i>Housing Unit Category</i>	<i>Estimated Number of Units</i>
Residential (Total)	76
Single-Family Dwelling	43
Perm. Mfg./Mobile Home	20
Temp. Mfg./Mobile Home	13
Sources: Pedersen Planning Consultants, 2005.	

There were approximately 206 lots associated with residential land uses in January 2005 (Figure 2-4). The majority of lots in residential use comprised between 100 and 7,500 square feet of land area (Table 2-8). Most of these lots are situated east of U.S. Highway 310 and west of Deal Street. A significant number of developed residential properties in Frannie contain one or more adjoining lots. These adjoining lots typically represent extended lawn areas and/or contain small workshops or storage buildings. Some vacant lots are also used for the storage of recreational vehicles.

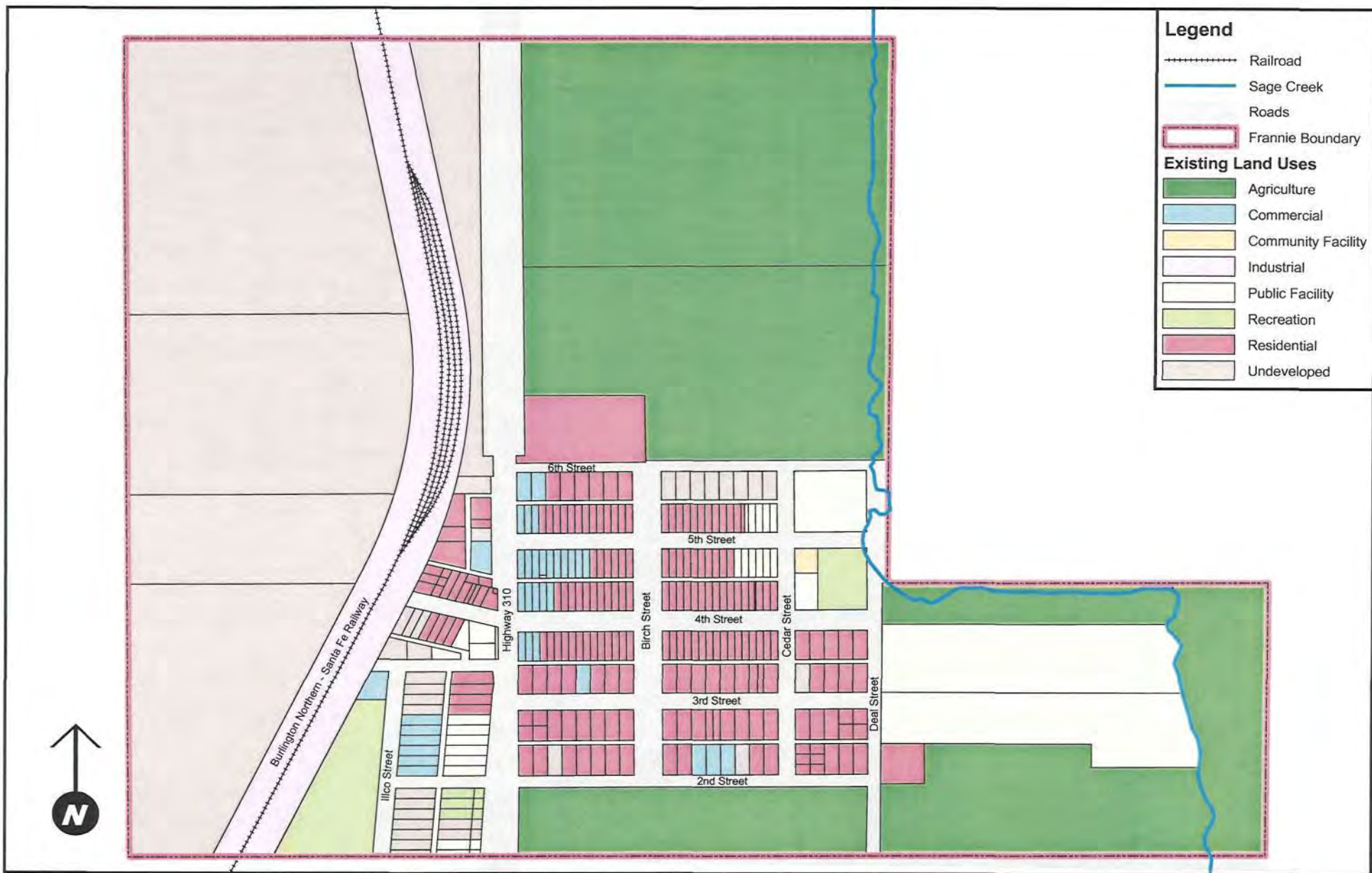
Table 2-8 Size of Lots in Residential Use Town of Frannie January 2005	
<i>Lot Area Range</i>	<i>Number of Lots in Residential Use</i>
100 s.f. - 4,500 s.f.	136
4,501 s.f. - 7,500 s.f.	65
7,501 s.f. - 15,000 s.f.	3
15,001 s.f. - 4 acres	2
Total Lots	206
Source: Big Horn County Assessor's Office, 2004; Park County Assessor's Office, 2004; and Pedersen Planning Consultants, 2005.	

2.4.2 Commercial

In January 2005, there were 35 lots in Frannie that were associated with commercial land uses. There lots included approximately ten commercial structures located within the town; three of the structures were unoccupied.

The seven occupied commercial structures in Frannie include two telecommunication buildings, one commercial office, one commercial shop, the Frannie Bar, OK Used Cars and Frannie Auto Repair. The commercial lots are concentrated primarily along U.S. Highway 310.





Frannie Community Development Plan

Existing Land Uses Frannie, Wyoming

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Figure 2-4

2.4.3 Public Facilities

There are 29 lots used in conjunction with public facilities. These lots encompass approximately 20 acres of land. The majority of this acreage, 18.5 acres, comprises the lands used for the municipal wastewater treatment system.



There are six public facilities in Frannie. These public facilities include structures associated with Frannie Elementary School, the Frannie Town Hall and Library, the community brick house, Big Horn County Fire District #1, the Wyoming Port of Entry and the U.S. Post Office.



2.4.4 Recreational Parks

Eight land parcels, encompassing almost six acres of land, are associated with public outdoor recreation. These parcels include two municipal parks and one ball field.



The ball field is located on the west side of Illico Street. The ball park includes a backstop and two dugouts, a dirt infield and a grassed outfield. The community ballfield has not been in use for about 11 years, but appears to be in good condition.



Michael Fleming Memorial Park is situated east of the ballfield and west of highway 310. This park includes landscaped open space and a picnic shelter.

A second municipal park is located next to Frannie Town Hall. This park includes a covered picnic pavilion, a basketball court, volleyball court, playground, and a unique small rock display that depicts the major mountain ranges in Wyoming.



2.4.5 Community Facilities

The one community facility in Frannie is vacant. The American Legion Hall is located on municipal-owned property at the corner of Fifth and Cedar Streets. The Town of Frannie has pending plans to demolish this building once the Town receives ownership of the building.

2.4.6 Agriculture

Some lands within Frannie are used primarily for agricultural purposes, but also contain a rural residence and other structures supporting agricultural operations. These lands are situated east of U.S. Highway 310 near the north, south and east boundaries of town. Approximately 83 acres of land are used for agricultural purposes and related rural residential uses.



2.5 INFRASTRUCTURE

An essential component of future community development is the availability of infrastructure that supports agricultural, residential, commercial, and industrial land uses, as well as public and community facilities. In Frannie, these land uses are supported by:

- the Shoshone Pipeline Regional Water System,
- the municipal sewer system;
- municipal roads and U.S. Highway 310;
- Burlington Northern-Santa Fe Railway;
- TCT West Telecommunications facilities and services;
- electrical energy distribution provided by Pacific Power, and,
- natural gas supplied and distributed by Frannie-Deaver Utilities.

Each of these supporting facilities and systems are briefly described in the following paragraphs.

2.5.1 Water System

2.5.1.1 Water Supply

The Town of Frannie is a part owner of the Shoshone Municipal Pipeline. This regional water system serves the north central Wyoming communities of Frannie, Cody, Powell, Deaver, Lovell, Byron, and Cowley. Each of these communities has equal shares of ownership despite variable levels of water consumption.

Shoshone Municipal Pipeline obtains surface water from the Buffalo Bill Reservoir which is located about six miles west of Cody, Wyoming. The Shoshone Municipal Joint Powers Board has a water service contract with the U.S. Board of Reclamation to deliver 9,725 acre-feet of water to the Shoshone Municipal Pipeline system. The

Bureau of Reclamation provides an average of roughly 2,800 acre-feet to Shoshone Municipal Pipeline (Lidstone and Associates, Inc., 2003). Surface water from the reservoir is treated by Shoshone Municipal Pipeline at a central water treatment plant in Cody that supports the entire regional water system (Lee, 2004).

2.5.1.2 Water Storage

A 250,000-gallon water storage tank supports the delivery of potable water to the Frannie water distribution system. The storage tank is owned by Shoshone Municipal Pipeline (Anderson, 2005).

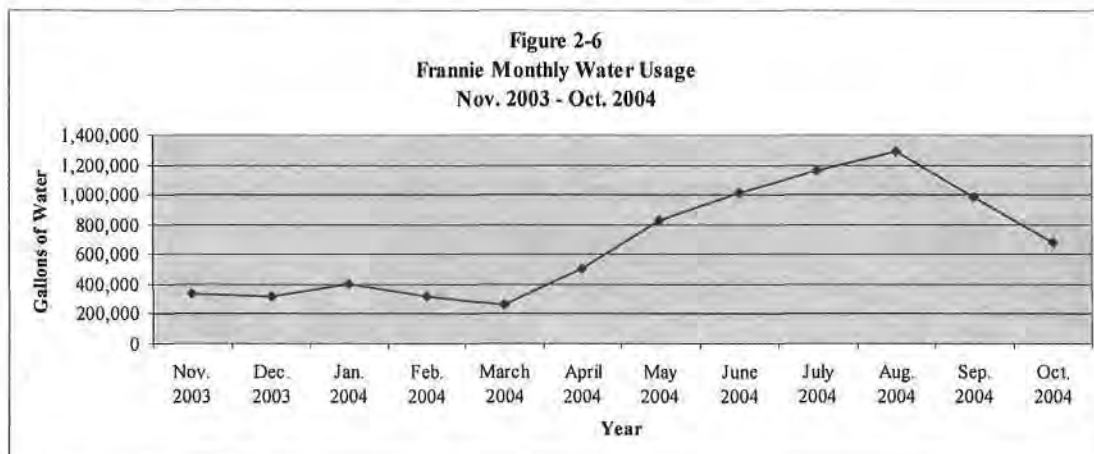
2.5.1.3 Water Distribution

The municipal water system was completely replaced in 2003. This improvement included all water distribution lines, as well as valves, fire hydrants, and other appurtenances (Miller, 2004).

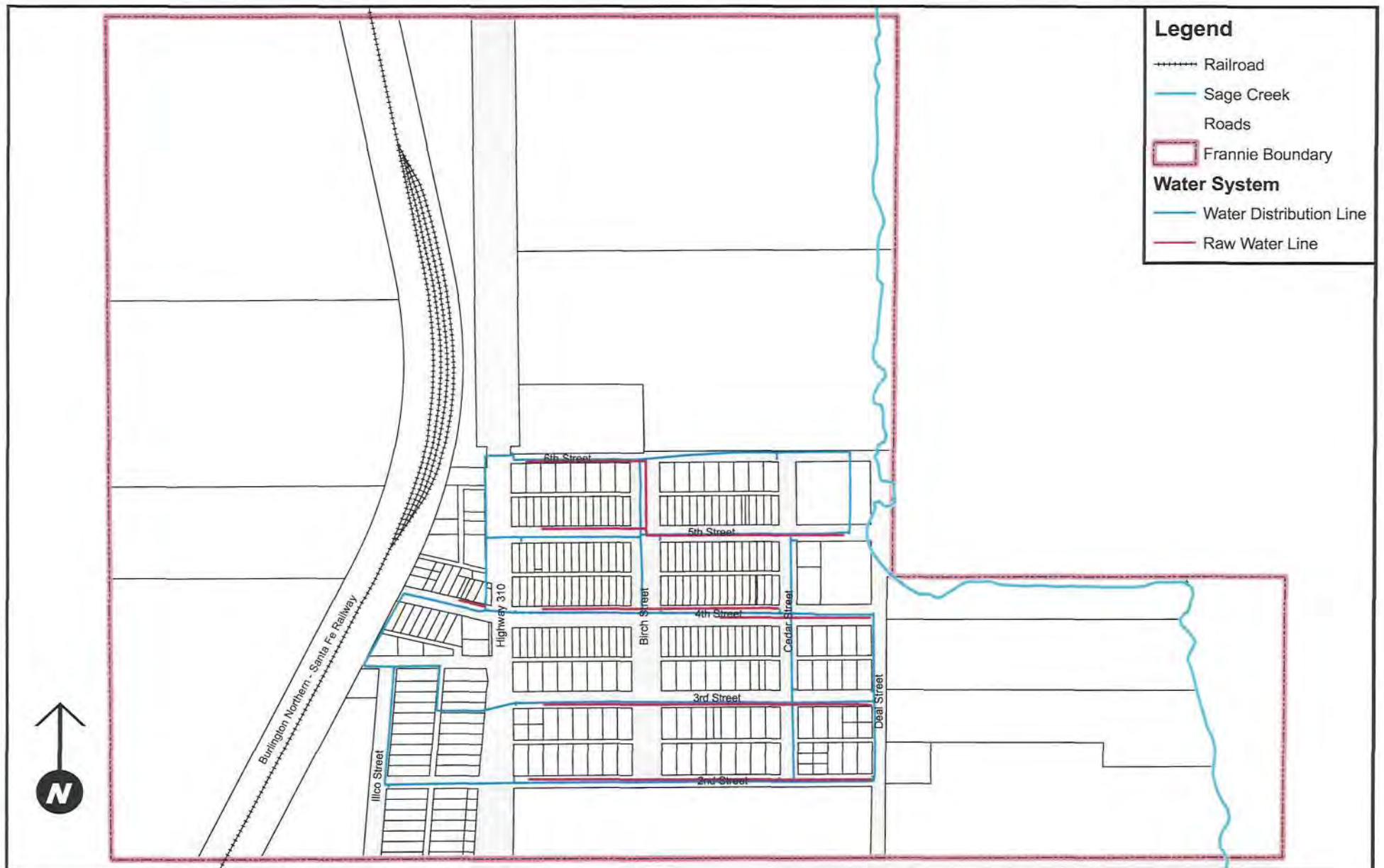
The Frannie water system is comprised of 6 and 8-inch water distribution lines that are buried underground within street right-of-ways (Figure 2-5). However, some 8-inch feeder mains also are within the system between the storage tank and the distribution system (Miller, 2004). Fire hydrants incorporated into the distribution have a 500 gpm capacity.

2.5.1.4 Potable Water Consumption

Available water meter data indicates that the Frannie community used approximately eight million gallons of water during the twelve-month period between November 2003 and October 2004 (Figure 2-6). Monthly water consumption varied during this period with higher consumption occurring in the late spring, summer and early fall seasons when greatest irrigation occurs. In contrast, lower consumption occurred during the winter months of November through March when irrigation uses are discontinued.



Source: Town of Frannie, 2004.



Frannie Community Development Plan

0 400 800 1,600 2,400 Feet

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Water System Frannie, Wyoming

Figure 2-5

Available water meter data for the November 2003 – October 2004 period indicates that the majority of water consumed in the Town of Frannie can be attributed to residential land uses (Table 2-9). During this time period, residential land uses accounted for approximately 64 percent of the community's total water consumption. The combined average daily water demand for all residential structures was 14,077 gallons. In October 2004, there was approximately 70 total residential structure using water in Frannie. Thus the average daily water demand per residential facility is 201 gallons per day.

Table 2-9 Average Day Water Demand by General Land Use Category November 2003 to October 2004		
<i>Land Use Category</i>	<i>Annual Water Consumption (gallons)</i>	<i>Average Day Water Demand (gallons per day)</i>
Agriculture	98,000	268
Commercial	128,000	351
Community Facility	0	0
Industrial	0	0
Public Facility	929,000	2,545
Brick House	206,000	564
Fire Department	180,000	493
Frannie Elementary	378,000	1,036
Music Building	44,000	121
Port of Entry	36,000	99
Town Hall	59,000	162
U.S. Post Office	26,000	71
Recreation	1,770,900	4,852
Residential	5,138,000	14,077
Single Family Dwelling	3,486,000	9,551
Permanent M.H./Mfg. Housing	1,041,500	2,853
Temporary M.H./ Mfg. Housing	610,500	1,673
Total	8,063,900	22,093
Source: Town of Frannie, 2004; Pedersen Planning Consultants, 2005.		

Since the average household size in Frannie was 2.82 persons in 2000, each Frannie resident consumed about 71 gallons of water per day for residential purposes. Recognized national water consumption rates (Metcalf and Eddy, Inc., 1972)) and the experience of Pedersen Planning Consultants suggest that Frannie's residential water consumption is not excessive and within a reasonable level of consumption for smaller rural communities.

An evaluation of water meter data for the November 2003 – October 2004 period also enabled a determination of the average daily demand for several other general types of land uses. Commercial operations accounted for 1.6 percent of the town's annual

water consumption. The five commercial facilities that are actively connected to the water system consumed an average 70 gallons of water per day.

Nearly 12 percent of the Town of Frannie's annual water consumption (929,000 gallons) can be attributed to public facility uses. Water consumed by the Frannie Elementary School accounted for a large proportion of the total water consumed by public facilities. Water consumption from other significant public facilities included the community brick house and fire department. Roughly 82 percent of all public facility water consumption is generated from the operation of these three public facilities (Table 2-9).

2.5.1.5 Non-Potable Irrigation System

The Town of Frannie also operates a separate non-potable water distribution system that is used primarily as a source of irrigation water for public and private lawn areas. The water supply for this system is obtained from a groundwater well near Frannie Elementary School. The former potable water distribution system is used for water distribution.

2.5.2 Sewer System

2.5.2.1 Wastewater Generation

Using available water meter records, Pedersen Planning Consultants made a rough estimate of the volume of average daily wastewater generation in Frannie. This estimate was made by assuming that roughly 70 percent of all average day water consumption is ultimately discharged into the municipal wastewater system. Using these assumptions PPC estimates the average daily flows to the municipal wastewater treatment system are about 15,465 gallons per day (Table 2-10).

Table 2-10 Estimated Wastewater Generation Town of Frannie October 2003 - November 2004			
<i>Month</i>	<i>Average Day Water Demand (gallons)</i>	<i>Water to Wastewater Ratio</i>	<i>Estimated Average Daily Wastewater Flows (gallons)</i>
November	11,233	0.7	7,863
December	10,129	0.7	7,090
January	12,774	0.7	8,942
February	11,321	0.7	7,925
March	8,355	0.7	5,848
April	16,700	0.7	11,690
May	26,613	0.7	18,629
June	33,597	0.7	23,518
July	37,323	0.7	26,126
August	41,548	0.7	29,084
September	32,800	0.7	22,960
October	21,871	0.7	15,310
<i>Total (Yearly)</i>	<i>22,093</i>		<i>15,465</i>
Source: Town of Frannie, 2004 and Pedersen Planning Consultants, 2005.			

2.5.2.2 Wastewater Collection

Frannie's sewer system, which was installed in 2003, is comprised almost entirely of 8-inch sewer collection lines. The sewer collection system generally runs east-west down alleys (Figure 2-7).

Prior to discharge to the sewer oxidation ponds, the sewer collection lines are between 10 and 12-inches in diameter (Miller, 2004).

2.5.2.3 Wastewater Treatment

The Town of Frannie uses a non-aerated oxidation pond system to treat collected wastewater flows. This system includes three pond cells that are connected in series. Sewage enters the treatment system via the main sewer trunk line west of the oxidation ponds.

The treatment system is designed to initially enter the west pond (pond 1), subsequently flow northeast to pond 2, and then flow south to pond 3. Control structures with adjustable weirs are used on each pond to maintain desired water elevations. *"The weirs also function as emergency spill-ways to prohibit over-topping of the dikes."* (Engineering Associates, 1986). Treated wastewater flows are, theoretically, discharged from pond 3 into Sage Creek. However, limited average daily flows in the municipal wastewater system, which are roughly 15,000 gallons per day, actually generate only occasional discharges into Sage Creek (Peterson, 2000; Miller, 2004).

2.5.3 Natural Gas

Frannie-Deaver Utilities, which has 220 residential customers, is the retail supplier of natural gas in Frannie. In late 2004, the retail price offered by Frannie-Deaver Utilities was \$5.95 per mcf of natural gas, as well as an additional \$8.00 monthly service charge (Lee, 2004).

This company obtains some of its natural gas supply from nearby Wilson Basin and the Frannie Oil field. Frannie-Deaver Utilities can provide competitive prices because the company maintains contracts with companies that operate in nearby natural gas fields.

2.5.4 Electrical Energy

Pacific Power distributes electrical energy to the Town of Frannie. A substation owned by Pacific Power is situated about 3.3 miles west of the community. Electrical energy is carried to a site on the south side of Frannie via a 34.5 kV distribution line. At this point, two 100 kVA transformers step down the voltage to a 4.16 kV distribution system within the community (Larson, 2005).



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0 400 800 1,600 2,400 Feet

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Sewer System Frannie, Wyoming

Figure 2-7

Frannie presently generates only about 100 to 150 kVa of electrical energy demand in 2005. Pacific Power engineering representatives indicate that the company could easily provide up to 5 MVA of electrical energy demand. This potential energy supply represents a considerable amount of available energy to support the current and future electrical energy demands of the community (Larson, 2005).

2.5.5 Telecommunication Services

TCT West provides various broadband telecommunication services such as VDSL (Very High Bit Rate Digital Subscriber Line) and ASDL (Asymmetric Digital Subscriber Line) within a service area that includes 16 communities in north central Wyoming. These opportunities include a combination of telephone, television, and Internet connection services (Leithead, 2004).

Available telecommunication services from TCT West can support small businesses that are significantly dependent upon the efficient transfer of larger data sets via the Internet. These capabilities are an important community asset that may facilitate the future recruitment of some types of small businesses to Frannie.

2.5.6 U.S. Highway 310

2.5.6.1 Available Regional Access

U. S. highway 310 (US 310) is the primary vehicular access to Frannie that provides access to Montana and Wyoming locations north and southeast of the community. This highway is a two-lane paved highway.

North of Frannie, U.S. Highway 310 provides access to Warren, Bridger, Edgar and Laurel, Montana. In Laurel, US highway 310 intersects with U.S. Highway 212 that continues northeast to Interstate Highway 90 and Billings, Montana. Southwest of the U.S. Highway 310/U.S. Highway 212 intersection, U.S. Highway 212 continues to other Montana communities such as Red Lodge.

Southeast of Frannie, U.S. Highway 310 provides access to the Big Horn County communities of Deaver, Cowley, and Lovell. Greybull and Basin are accessible via connections from U.S. Highway 310 to U.S. Highway 14, 16, and 20. U.S. Highways 16 and 20 continue south to other Wyoming communities such as Worland, Shoshone, Thermopolis, Riverton and Lander.

U.S. Highway 310 also connects to State highway 114 approximately 5.5 miles south of Frannie. State highway 114 provides vehicular access to and from Garland, Powell, and Cody via U.S. highway alternative 14. Heading west, connections to U.S. Highways 14,16, and 20 continue to Yellowstone National Park.

2.5.6.2 Vehicular Traffic Volumes

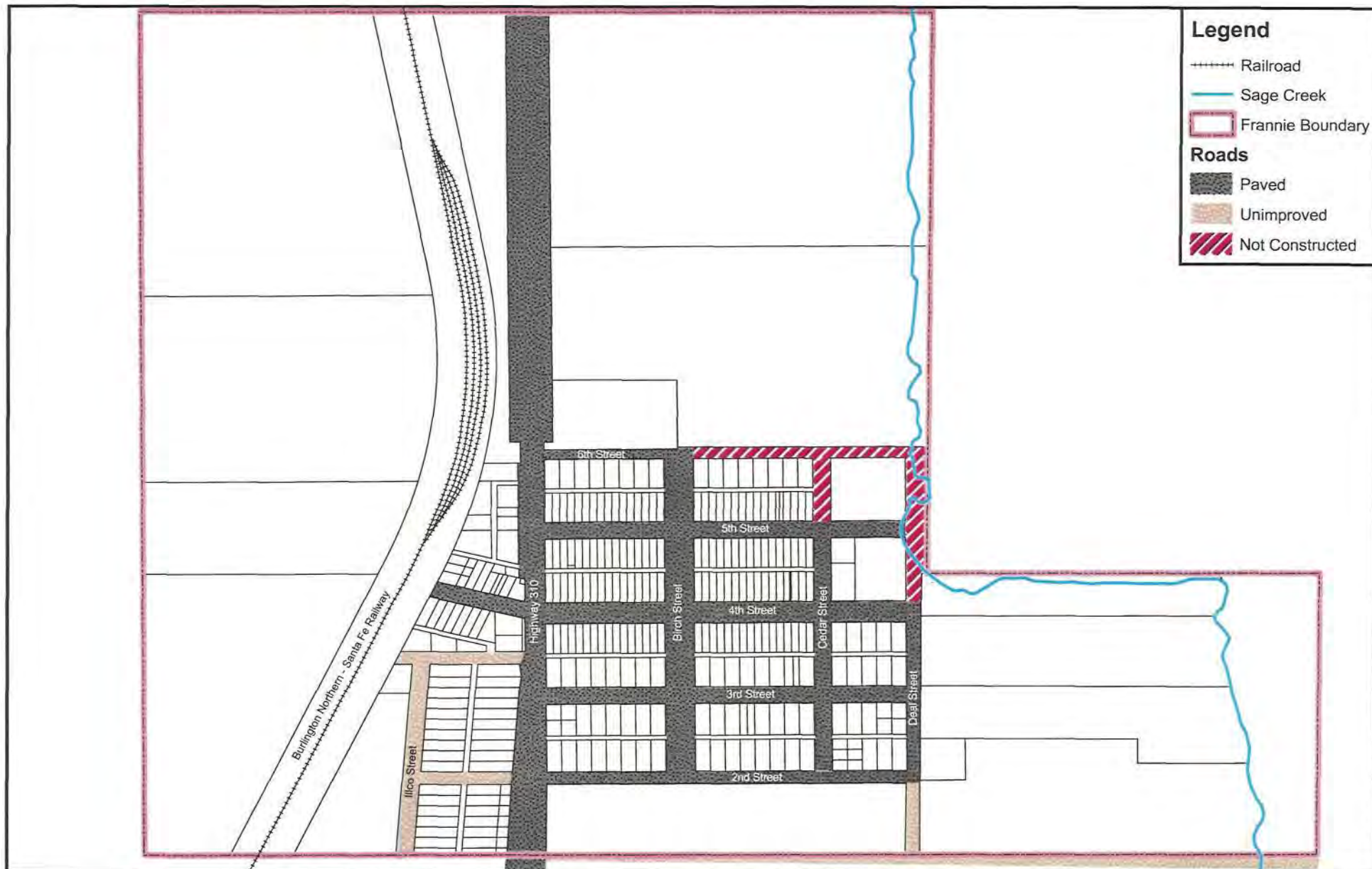
Available vehicular traffic counts within and in the vicinity of Frannie provide some insights concerning the amount of traffic along U.S. Highway 310. In 2003, average daily traffic volumes along U.S. Highway 310 (Table 2-11) included approximately 1,520 vehicles per day traveling south and 1,370 vehicles heading north (Wiseman, 2004). Passenger vehicles (including light trucks) comprise approximately 82 percent of the vehicle traffic entering or leaving Frannie. The remaining vehicles traveling along U.S. Highway 301 represent larger trucks, e.g., semi-truck and trailer.

Table 2-11 Average Daily Traffic Volumes U.S. Highway 310 In Vicinity of Frannie 2001 - 2003									
Sample Location	2003			2002			2001		
	Pass. Veh.	Trucks	All Veh.	Pass. Veh.	Trucks	All Veh.	Pass. Veh.	Trucks	All Veh.
US Hwy 310 at Frannie southern municipal limit	1,240	280	1,520	1,370	260	1,630	1,440	260	1,700
US Hwy 310 at Frannie northern municipal limit	1,120	250	1,370	1,110	210	1,320	1,170	220	1,390
US Hwy 310 at junction with State Hwy 114	1,280	300	1,580	1,470	280	1,750	1,540	280	1,820
State Hwy 114 at junction with US Hwy 14A	1,270	80	1,350	1,080	80	1,160	1,260	90	1,350
US Hwy 310 at junction with US Hwy 14A	2,280	310	2,590	2,230	340	2,570	2,360	340	2,700
Source: Wiseman, 2004									

2.5.7 Municipal Roads

The municipal road network in Frannie consists of both paved streets and unimproved roads (Figure 2-8). Road segments along the east side of Sixth Street and the north end of Cedar Street represent "paper roads" that have not yet been developed. These roads were probably never developed since vehicular access to Frannie Elementary School was already available via Fifth Street.





During the construction of recent water improvements in 2003, municipal streets were damaged through the required excavation of trenches and related backfill operations that were performed by the municipal contractor. In February 2005, the Frannie Town Council budgeted funds for the improvement of the paved street segments that were damaged during the construction of water system improvements. The construction of these improvements began in April 2005 and continues at the time of this report.



2.5.8 Burlington Northern Santa Fe Railway

2.5.8.1 Existing Rail Line and Rail Yard

Frannie is located on Burlington Northern Santa Fe Railway Company's (BNSF) Casper Subdivision which runs south to southeast from the interchange with the Montana Rail Link in Laurel, MT. This segment of the BNSF rail system, which is approximately 313 miles in length, extends from Laurel, MT through Lovell, Greybull, Worland, Thermopolis, and Casper, WY.

The main rail line that passes through Frannie is situated west of U.S. Highway 310. This rail line is a well maintained 136 lb. rail.

A rail yard is also located immediately adjacent to the main line (Figure 2-9). The rail yard includes four tracks ranging in length from 1,348 to 1,525 feet, a 5,242-foot siding, and a wye that connects to the Cody Subdivision. The Cody sub-division is a branch line that extends between Frannie and Cody.





Frannie Community Development Plan

0 400 800 1,600 2,400 Feet

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BNSF Rail Yard
Frannie, Wyoming

Figure 2-9

2.5.8.2 Rail Operations

The Casper Subdivision is a low-density rail line that carries limited rail traffic. In November 2004, BNSF ran between six and eight through trains per day between Laurel, MT and Casper, WY, as well as three to four local trains that originated in Greybull and Cody.



Historically, the Frannie Yard was utilized by BNSF as an interchange point for local trains between Frannie and Cody.

However, in the second and third quarter of 2004, BNSF cancelled these trains, leaving the Frannie Yard essentially unutilized. The Cody traffic now runs on a Cody - Greybull local train.

2.5.8.3 Existing Rail Business

The lone rail shipper in the vicinity of Frannie is Wyoming Lime Producers, a limestone producer that is located about one mile north of town on the BNSF main line. This plant is serviced by either through trains or the Cody - Greybull local, depending upon daily schedules and train capacity.

CHAPTER THREE

SIGNIFICANT FACTORS INFLUENCING FUTURE COMMUNITY GROWTH

3.1 INTRODUCTION

Chapter Three evaluates selected issues concerning various community assets. The analysis of these assets includes a forecast of Frannie's future resident population, source of current economic activity, anticipated land use demands, and the availability of lands to support future community expansion.

Chapter Three also examines related industry trends associated with bentonite and limestone mining. Both of the industries are important sources of employment that will influence the future ability of various residents to remain in Frannie or relocate to other mining employment locations.

3.2 FUTURE SIZE OF THE RESIDENT POPULATION

3.2.1 State of Wyoming Population Forecast

The Wyoming Department of Administration and Information, Economic Analysis Division, forecasts that the resident population of Frannie will increase very slightly between 2005 and 2010 (Table 3-1). In the development of municipal population forecasts, the Wyoming Department of Administration and Information, Economic Analysis Division, uses time series analyses that rely upon historical population trends to forecast future population. This analytical method typically assumes that factors influencing future population growth, e.g., fertility, mortality and migration will not change significantly.

However, the Frannie community is influenced primarily by potential shifts in available employment. Mining, for example, is an important source of employment for local residents. Similar to other natural resource-based industries, the mining industry is subject to a variety of factors that can influence future mining production and related employment levels at regional bentonite and limestone mining operations.

Table 3-1 State of Wyoming Population Forecast Town of Frannie 2000 - 2010	
<i>Year</i>	<i>Population</i>
2000	209
2001	207
2002	207
2003	208
2004	208
2005	208
2006	209
2007	210
2008	211
2009	212
2010	213

Source: Wyoming Department of Administration and Information, Economic Analysis Division, 2004.

3.2.2 Future Natural Growth Rates

From May 2000 through December 2003, there were 12 births and five deaths among the Frannie resident population (McCaffrey, 2005) that resulted in a positive natural growth of seven persons during this period. A continuation of positive natural growth rates in Frannie is dependent upon a potential growth of women in their child-bearing years, i.e., 20 to 34 years of age, and the related presence of more married families.

Some modest growth in the 20 to 34-year old age group may be realized through the potential development of some greater community amenities. It is suspected that this age group already is attracted to the community because of lower land and housing prices, the availability of industry employment, and/or various opportunities for outdoor recreation in the regional area surrounding Frannie.

3.2.3 Prospects for Future In-Migration

Some modest population growth can be expected to take place between 2005 and 2015 due to lower land and housing prices. However, any sustained growth in the number of new housing starts and/or home renovations will be influenced more by the future availability of expanded commercial services. Future increases in housing and expanded commercial services in Frannie are inherently dependent upon each other.

The potential use of Frannie Elementary School, for example, for a combination of commercial business operations and community functions could provide an important impetus for the gradual attraction of new investors for both housing and a number of small businesses in the community.

Potential increases in regional mining employment could also fuel some new housing investments in Frannie. However, regional mining company representatives contacted by PPC suggest that regional mining employment can be expected to remain stable, but probably not expand during the next 10 years.

3.2.4 Prospects for Future Out-Migration

Insights gained from local residents in November 2004 suggest that more residents may leave the community once Frannie Elementary School closes at the end of the 2004-2005 school year. While there is widespread community disappointment concerning the closure of the school, this reality will not necessarily generate an out-migration because residents will:



Frannie School Computer Lab

- continue to be able to send their children to another Big Horn School District #1 school via a school bus and attend school with existing classmates; and,
- continue to enjoy a lower housing cost in Frannie compared to other neighboring communities in Big Horn County and Park County.

Any potential out-migration is more likely to be influenced by the future loss of employment at nearby and regional mining operations, or other larger employers in the surrounding regional area. Interviews with representatives of the regional bentonite and limestone mining industries in November 2004 point to rather stable mining employment in north central Wyoming and south central Montana during, at least, the next 10 years because of recent permit authorizations for limestone mining near Warren, MT, available bentonite reserves east of Lovell, and the creation of more diverse market channels by some bentonite production companies in the region.

A greater factor influencing potential out-migration is the lack of community amenities such as no banking services, no gas station, no doctors and no grocery store. While the distance to Powell and Lovell is less than 25 miles, some residents of the community perceive the lack of these services as a disadvantage of residing in the community.

Another important segment of the resident population are those persons nearing or in their retirement years. Two senior residents interviewed in November 2004 indicated that most persons in the 55+ age group would prefer to remain in Frannie during their retirement years. However, this preference will clearly be influenced by the accessibility to medical services, as well as opportunities for social interactions with other residents in their age group.

3.2.5 Stability Of Regional Employment Opportunities

Several industrial operations are located in the regional area surrounding Frannie. A brief overview of the bentonite and limestone mining industries, as well as sugar beet industry, is presented in the following paragraphs to provide some insights concerning the stability of these regional employment opportunities.

The future viability of nearby mining and sugarbeet processing operations will influence the future availability of jobs for some existing Frannie residents. These employment opportunities also represent an important community asset that can be used to market Frannie as a desirable place to new incoming industrial workers that may be relocating to Big Horn County.

3.2.5.1 Bentonite Mining and Processing

Regional bentonite companies in Big Horn County mine and process sodium bentonite. When wet, this type of bentonite clay can swell up to 15 times its original volume. Since the 1920s, sodium-type bentonite has been used as an additive to oil well drilling mud and as a binding agent in foundry sand (M-I Mining and Waterwell, 2005).

Regional bentonite companies transport products to oil and gas exploration and production markets. Regional mining and processing operations continue to supply an important customer base in the Gulf Region, as well as Texas, Oklahoma, and Kansas. North of Big Horn County, Canada which continues to be an important market as it continues to expand oil and gas exploration and production.

Some bentonite companies in the region, e.g., Bentonite Performance Minerals, also sell products to the iron ore pelletizing, absorbent, environmental, and specialty end-use markets (The Casting Industry Suppliers Association, 2005). Manufacturers of kitty litter represent a significant portion of those markets (Walker, 2004). The diversity in customer base likely strengthens the long-term financial viability of the company and will help sustain regional employment opportunities.

Selected bentonite industry representatives indicated that they envision that mining and processing operations will generally remain steady to, at least, 2010. Ample mining reserves in Big Horn County could sustain current production levels for up to 30 to 40 years if the market demand for sodium bentonite is sustained (Walker, 2004; Bowles, 2004). Consequently, it appears that regional bentonite mining and processing companies will continue to sustain existing employment opportunities in Big Horn County for, at least, the next several years.

3.2.5.2 Limestone Mining and Processing

Montana Limestone Company, which is a subsidiary of Dakota Coal Company, operates a limestone quarry operation east of Warren, Montana. Dakota Coal Company is a subsidiary of Basin Electric Power Cooperative which is based in Bismarck, North Dakota.

The limestone quarry near Warren, Montana was originally developed to provide limestone to the sugarbeet industry (Basin Electric Power Cooperative, 2005). Montana Limestone continues to provide crushed limestone to



Photo source: Basin Electric Power Cooperative, 2005.

sugar beet producers in Worland and Lovell, WY; Billings and Sidney, MT; Fort Morgan, CO; and Scottsbluff, NE (Christman, 2004).

Wyoming Lime Producers, located approximately one mile north of Frannie, is also a customer of Montana Limestone. Montana Limestone hauls raw limestone to Wyoming Lime seven days a week. Wyoming Lime burns the limestone and mixes it into quick lime.

Montana Limestone Company is nearing the depletion of existing mining reserves. However, the company expects to receive a permit authorization from the State of Montana in the near future to mine some nearby lands containing significant limestone reserves. The pending authorization to mine these lands would provide the company with some 70 years of additional limestone reserves (Christman, 2004).

Montana Limestone Company annually mines and processes some 600,000 tons of crushed limestone. With new reserves being mined, Montana Limestone could ship from 800,000 to 1.0 million tons per year.

Montana Limestone employed approximately 15 people in November 2004. Five to six of these employees were Frannie residents.

During the next five years, Montana Limestone Company does not expect any change in employment. Beyond five years, the company may need three to five more people to serve as operators for crushing equipment. The company would hope to locate future personnel in the area surrounding their limestone mining operations (Christman, 2004).

3.2.5.3 Lime Production

Wyoming Lime Producers, established in 1993, operates a limestone processing plant about one mile north of Frannie. This company is a division of Dakota Coal Company.

The lime kiln at this facility converts limestone to a high calcium lime via a high-heat calcining process. Cooled lime is subsequently crushed to customer specifications and loaded onto rail cars or trucks for delivery to Basin Electric's coal-based power plants. The lime is an important ingredient that is used to remove sulfur dioxide from stack emissions from coal-fire power plants and water treatment facilities in Wyoming, Montana and North Dakota (Basin Electric Power Cooperative, 2005).



Nearby Montana Limestone Company is the source of limestone that is processed. Warren Transport, based in Billings, delivers limestone to Wyoming Lime Producers. This company employs some 50-60 truck drivers. However, Warren Transport also operates a truck maintenance facility in Warren, MT.

Wyoming Lime Producers employs 13 persons. Three of the 13 employees are Frannie residents. Other employees live in Powell, Deaver, Cowley, Garland, and Montana (Banning, 2004).

Wyoming Lime Producers produce approximately 100,000 tons of lime per year. Company management envisions that production levels will remain generally stagnant during the next three to five years. Concurrently, employment will remain stable during this period (Banning, 2004).

Beyond 2010, it is conceivable that Wyoming Lime Producers may increase production to support the potential development of more coal-fired power plants. Should an additional barrel eventually be installed at Wyoming Lime to support increased lime production, such an expansion would probably create about three new jobs (Banning, 2004).

3.2.5.4 Sugarbeet Processing

Western Sugar Cooperative is a low-cost domestic producer of sugar. The Lovell, Wyoming facility processes raw sugar beets and produces bagged sugar for wholesale users of sugar.

Western Sugar operates five sugar beet plants in four states. These include Lovell, Wyoming; Torrington, Wyoming; Scottsbluff, Nebraska; Ft. Morgan, Colorado; and Billings, Montana.



The Lovell operation has been operating since 1916. This plant is the smallest sugar beet factory in the United States. In 2004, the plant expects to produce approximately 1.10 million cwt of sugar which is slightly less than its 2003 production level of 1.14 million cwt. Plant production has decreased somewhat during the past four years.

The future level of production at the Lovell plant is influenced primarily by the market allocations that the U.S. Department of Agriculture determines for each sugarbeet processor in the United States and U.S. Territories. These allocations, which are called Overall Allotment Quantities (OAQ), are annually determined by the USDA in accordance with provisions of the 2002 Farm Act. The allocations,

which are based on shares of domestic sugarbeet production during the crop years of 1998 through 2000, are established to help reduce potential over-supplies of processed sugar and help stabilize processed sugar prices in the marketplace.

The Western Sugar Cooperative is one of nine sugarbeet processors in the United States. Its allocation in FY 2005 is 438,449 short tons, raw value which is comparable to its initial allocation in 2003 (U.S. Department of Agriculture, Economic Research Service, 2005).

Western Sugar Cooperative (WSC) employs about 35 persons annually at its Lovell plant. During the harvest season (September through February), the plant labor force increases to approximately 65 to 70 workers. There are also several additional workers associated with the management of WSC's agricultural operations and 45 workers associated with harvesting sugar beets for a six month period. The entire labor force includes one employee from Frannie.

Since the current OAQ for Western Sugar Cooperative is comparable to initial allocations, no reductions in production at the Lovell plant appear to be imminent. For this reason, it appears that employment in the regional sugarbeet processing industry appears stable for, at least, the next five years.

3.2.6 Anticipated Resident Population Between 2005 and 2015

PPC made estimates of the future resident population of Frannie between 2005 and 2015 through its consideration of anticipated in and out-migration, anticipated natural growth rates, as well as anticipated gains or losses in local employment via regional industrial operations and the potential expansion of small business operations in the community. The forecast period was limited to 10 years since the forecasting of future population growth beyond 10 years is highly speculative in light of ever-changing demographic and economic trends.

By 2015, PPC forecasts that the resident population of Frannie will rise to approximately 244 residents (Table 3-2). The anticipated resident population increase between 2005 and 2015 is expected to include a natural growth (birth minus deaths) of 14 persons, an anticipated in-migration of 39 persons, and an out-migration of roughly 30 residents.



These forecasts suggest that the future population of the community will remain relatively stable through 2007, but will begin a gradual increase in population around 2008. Thereafter, the increase is expected to continue through 2015 as the community gradually:

**Table 3-2
Anticipated Resident Population
Town of Frannie
2000-2015
(Number of Persons)**

<i>Year</i>	<i>Births</i>	<i>Deaths</i>	<i>In- Migration (new residents)</i>	<i>Out- Migration¹</i>	<i>Net Population Change</i>	<i>Forecasted Population</i>
Census 2000						209
2000	0	1	N/A	N/A	-1	208
2001	2	1	N/A	N/A	1	209
2002	5	3	N/A	N/A	2	211
2003	5	0	N/A	N/A	5	216
2004	3	0	13	11	5	221
2005	3	1	3	2	3	224
2006 ²	2	0	0	0	2	226
2007	3	1	3	2	3	229
2008	2	2	4	3	1	230
2009	4	2	4	3	3	233
2010	3	1	5	4	3	236
2011	2	2	5	4	1	237
2012	4	2	4	3	3	240
2013	3	1	4	3	3	243
2014	2	2	6	5	1	244
2015	3	1	4	3	3	247

Sources: McCaffrey, 2004; U.S. Census Bureau, 2003; Wyoming Housing Database Partnership, 2004; Wagner, 2005; Pedersen Planning Consultants, 2005.

Notes: 1: Available drivers' license surrender data was used as a basis to estimate out-migration. 2: Estimates of potential in-migration are based on potential employment opportunities in regional industrial operations, the potential development of community amenities, and the potential expansion of small business operations in the community.

- makes commitments to stimulate greater community development,
- markets community assets, and,
- encourages some modest land use expansion for, at least, for new residential and commercial land uses.

It is important to note that some coal bed methane exploration activity is taking place in portions of northeast Park County at the time of this report. Should available reserves hold promise for future investments into expanded exploration and production, this region could experience a multi-year period of coal bed methane exploration and production on private lands. However, reliable sources indicate that is premature to assume investments by one or more companies to explore and develop coal bed methane resources (McColloch, 2005). Consequently, a potential coal bed methane labor force was not incorporated into population forecasts for Frannie during the 2005-2015 period.

If realized, such operations would temporarily generate an influx of drilling crews and lease operators to support coal bed methane exploration and production. If temporary housing opportunities are available in Frannie, a segment of this potential labor force could generate temporary increases in the resident population in the community during the 2005-2015 period.

3.3 RETAIL TRADE IN BIG HORN AND PARK COUNTIES

Before a community makes efforts to encourage greater retail activity, it is important to understand recent trends associated with retail trade in Big Horn and Park Counties. Such an analysis enables a better understanding of residents' attraction to local retail stores, as well as potential retail trade opportunities.

3.3.1 Retail Sales Volumes

Total retail sales for Big Horn County grew from about \$38.7 million in 2000 to nearly \$40.9 million in 2003. Park County's total retail sales also rose from \$213.1 million in 2000 to \$238.3 million in 2003.

3.3.2 Capture of Retail Sales

The calculation of a pull factor is one approach used to measure the relative strength of retail sales. The pull factor indicates the extent to which an economy captures and loses retail sales to another community. A pull factor of 1.0 indicates that a local economy is capturing the expected amount of retail sales given population, retail sales and per capita income. A pull factor greater than 1.0 indicates that a community economy is capturing more retail expenditures than it is losing. A pull factor less than 1.0 indicates that a community is losing more retail trade sales than it is capturing. A pull factor less than 1.0 is commonly referred to as "retail leakage".

Available data for the 2000-2003 were used to calculate retail pull factors for Big Horn County (Table 3-3) and Park County (Table 3-4). Over this time period, the retail pull factors in both counties remained relatively constant. In Big Horn County the retail pull factor was considerably less than 1.0 suggesting that the county is losing a significant proportion of its retail trade to other communities. Park County's retail pull factor was considerably closer to 1.0 than Big Horn County; however, Park County is also losing some retail trade to other communities. Consequently, both Big Horn County and Park County residents are choosing to travel outside their respective counties to purchase certain retail items. Some of the retail leakage in Big Horn County is clearly occurring through retail expenditures in neighboring Park County. For example, some Frannie residents indicated to PPC that many residents of Frannie regularly travel to Powell, in neighboring Park County, to make various types of retail purchases, particularly groceries.

Table 3-3
Total Retail Sales in Big Horn County
2000-2003

<i>Year</i>	<i>Resident Population</i>	<i>Local Per Capita Income (\$)</i>	<i>Total Retail Sales (\$)</i>	<i>Number Of Establishments</i>	<i>Sales Per Establishments (\$)</i>	<i>Per Capita Sales (\$)</i>	<i>Pull Factor</i>
2000	11,461	20,638	38,760,198	157	246,880	3,382	0.60
2001	11,310	22,588	40,410,920	139	290,726	3,573	0.60
2002	11,212	22,847	40,845,370	139	293,852	3,643	0.59
2003	11,199	22,847	40,856,868	139	293,934	3,648	0.60

Source: Wyoming Department of Administration and Information, Division of Economic Analysis, 2004; U.S. Department of Commerce, Bureau of Economic Analysis, 2004; State of Wyoming Department of Revenue, 2004.

Table 3-4
Total Retail Sales in Park County
2000-2003

<i>Year</i>	<i>Resident Population</i>	<i>Local Per Capita Income (\$)</i>	<i>Total Retail Sales (\$)</i>	<i>Number Of Establishments</i>	<i>Sales Per Establishments (\$)</i>	<i>Per Capita Sales (\$)</i>	<i>Pull Factor</i>
2000	25,786	27,089	213,126,798	2,067	103,109	8,265	0.90
2001	25,802	29,323	224,786,283	2,108	106,635	8,712	0.90
2002	25,948	30,279	225,493,486	2,108	106,970	8,690	0.85
2003	26,284	30,279	238,301,984	2,108	113,046	9,066	0.90

Source: Wyoming Department of Administration and Information, Division of Economic Analysis, 2004; U.S. Department of Commerce, Bureau of Economic Analysis, 2004; State of Wyoming Department of Revenue, 2004.

3.3.3 Source of Retail Leakage

To determine where retail leakage is occurring in local retail trade, actual retail trade sales in 2003 were correlated with potential retail sales for eight different merchandise groups in Big Horn (Table 3-5) and Park Counties (Table 3-6).

Table 3-5
Total Retail Sales by Merchandise Category
Big Horn County, WY
2003

<i>Merchandise Group</i>	<i>Proportion of Total Sales (%)</i>	<i>Potential Sales</i>	<i>Actual Sales</i>	<i>Surplus or Leakage</i>	<i>Surplus or Leakage as a % of Potential</i>
Building Material & Hardware	17	8,174,521	7,099,030	-1,075,491	-13
General Merchandising	1	14,420,525	599,555	-13,820,969	-96
Food Stores	32	11,523,706	12,880,608	1,356,902	12
Auto Dealer and Gas Services	17	6,943,861	7,142,514	198,653	3
Apparel and Accessories	1	1,929,091	387,275	-1,541,816	-80
Home Furnishing	4	3,294,767	1,638,268	-1,656,499	-50
Restaurants	12	11,088,951	4,821,227	-6,267,724	-57
Miscellaneous Retail	15	11,576,656	6,288,392	-5,288,264	-46
Total Retail Sales	1820	67,966,580	40,856,868	-27,109,712	-40

Source: Pedersen Planning Consultants, 2004; Wyoming Department of Administration and Information, Division of Economic Analysis, 2004; U.S. Department of Commerce, Bureau of Economic Analysis, 2004; State of Wyoming Department of Revenue, 2004.

Table 3-6
Total Retail Sales by Merchandise Category
Park County, WY
2003

<i>Merchandise Group</i>	<i>Proportion of Total Sales (%)</i>	<i>Potential Sales</i>	<i>Actual Sales</i>	<i>Surplus or Leakage</i>	<i>Surplus or Leakage as a % of Potential</i>
Building Material & Hardware	0	31,783,146	25,240,056	-6,543,090	0
General Merchandising	33	56,068,074	79,267,353	23,299,279	42
Food Stores	13	44,805,027	30,892,038	-13,912,989	-31
Auto Dealer and Gas Services	4	26,998,250	10,713,918	-16,284,332	-60
Apparel and Accessories	3	7,500,448	6,812,907	-687,541	-9
Home Furnishing	4	12,810,300	8,416,570	-4,393,730	-34
Restaurants	16	43,114,666	38,153,374	-4,961,293	-12
Miscellaneous Retail	16	45,010,901	38,705,770	-6,305,131	-14
Total Retail Sales	100	264,259,125	238,301,984	-25,957,141	-10

Source: Pedersen Planning Consultants, 2004; Wyoming Dept. of Administration and Information, Div. of Economic Analysis, 2004; U.S. Dept. of Commerce, Bureau of Economic Analysis, 2004; State of Wyoming Dept. of Revenue, 2004.

3.3.3.1 Big Horn County

This analysis reveals that the strongest retail merchandise group in Big Horn County is food stores (Table 3-5). A surplus in retail sales by auto dealers and gas service establishments was also evident. These retail services are experiencing little retail leakage and an apparent customer loyalty from Big Horn County residents. In contrast, all other merchandise groups are experiencing some degree of retail leakage. This is particularly true for general merchandise, as well as apparel and accessories. However, considerable leakage also occurred with retail expenditures associated with local restaurants, home furnishing stores, as well as building materials and hardware stores.

An examination of comparable retail leakage data for Big Horn County in 2000, 2001 and 2002 suggests that:

- an earlier surplus in potential retail sales for building materials and hardware items rapidly declined.
- potential retail sales for the auto dealers and gas services merchandising group remained relatively constant between 2000 and 2002, but experienced a 12 percent growth in potential retail sales between 2002 and 2003.
- food stores in Big Horn County steadily experienced a growing surplus of potential retail sales from 1999 through 2003.

Otherwise, trends for other merchandise categories were generally comparable to the 2000-2002 period.

3.3.3.2 Park County

General merchandising was the strongest retail merchandise group in Park County in 2003 (Table 3-6). The Wal-Mart store in Cody was a likely source for many of these expenditures. Residents of various Big Horn and Park County communities frequently travel to Cody and Powell because stores carrying general merchandising stores are either unavailable or have a limited range in merchandise choices.



All other merchandising groups in Park County experienced various degrees of retail leakage in 2003. However, greater retail leakage occurred in retail expenditures associated with auto dealer and gas services, home furnishing, and food stores.

Comparable data for Park County for 2000, 2001 and 2002 indicates that overall retail leakage in retail trade remained relatively constant between 2000 and 2003. However, there were significant differences in trends between most merchandise groups.

General merchandise group was the dominant retail group. The surplus in potential sales gained eight percent between 2000 and 2003.

Restaurants witnessed a significant decline in potential retail sales between 2000 and 2003. This merchandise group fell from a 15 percent surplus of potential sales in 2000 to a leakage of 12 percent by 2003.

Other merchandising groups such as food stores, auto dealers and gas services and building materials and hardware also experienced considerable retail leakage between 2000 and 2002. Retail expenditures for apparel and accessories were erratic, but significant during the 2000-2002 period.

3.3.4 Implications of Regional Retail Trends

The implications of retail trends in Big Horn County and Park County suggest there are opportunities for increasing retail sales in various merchandise categories. While there is opportunity, the local market is very accustomed to shopping in other communities outside of Big Horn and Park Counties.

In Big Horn County roughly 40 percent of the potential retail sales volume in 2003 was made outside of the county. In contrast, only 10 percent of the potential retail sales volume in 2003 in Park County was made outside of the county.

Since the Frannie resident population represents a very small retail market, any future retail development will need to aggregate a somewhat larger consumer base.

The nearby Town of Deaver, for example, clearly represents a logical extension of the potential local market in Frannie. Some existing entrepreneurs, e.g., Frannie Tack Shop and Frannie Bar, already attract some business from customers outside of Big Horn County and other states.

The aggregation of a somewhat larger consumer base will require local entrepreneurs to consider and pursue creative marketing opportunities to attract residents of the community, potential visitor traffic along U.S. Highway 310, as well as potential shoppers from other communities in Big Horn County and Park County. In a smaller retail market, it is also possible to combine the unavailability of some retail products and services into one or more retail stores in order to generate adequate cash flow and multiple sources of revenue.



3.4 AVAILABILITY OF DEVELOPABLE LANDS AND VACANT BUILDINGS

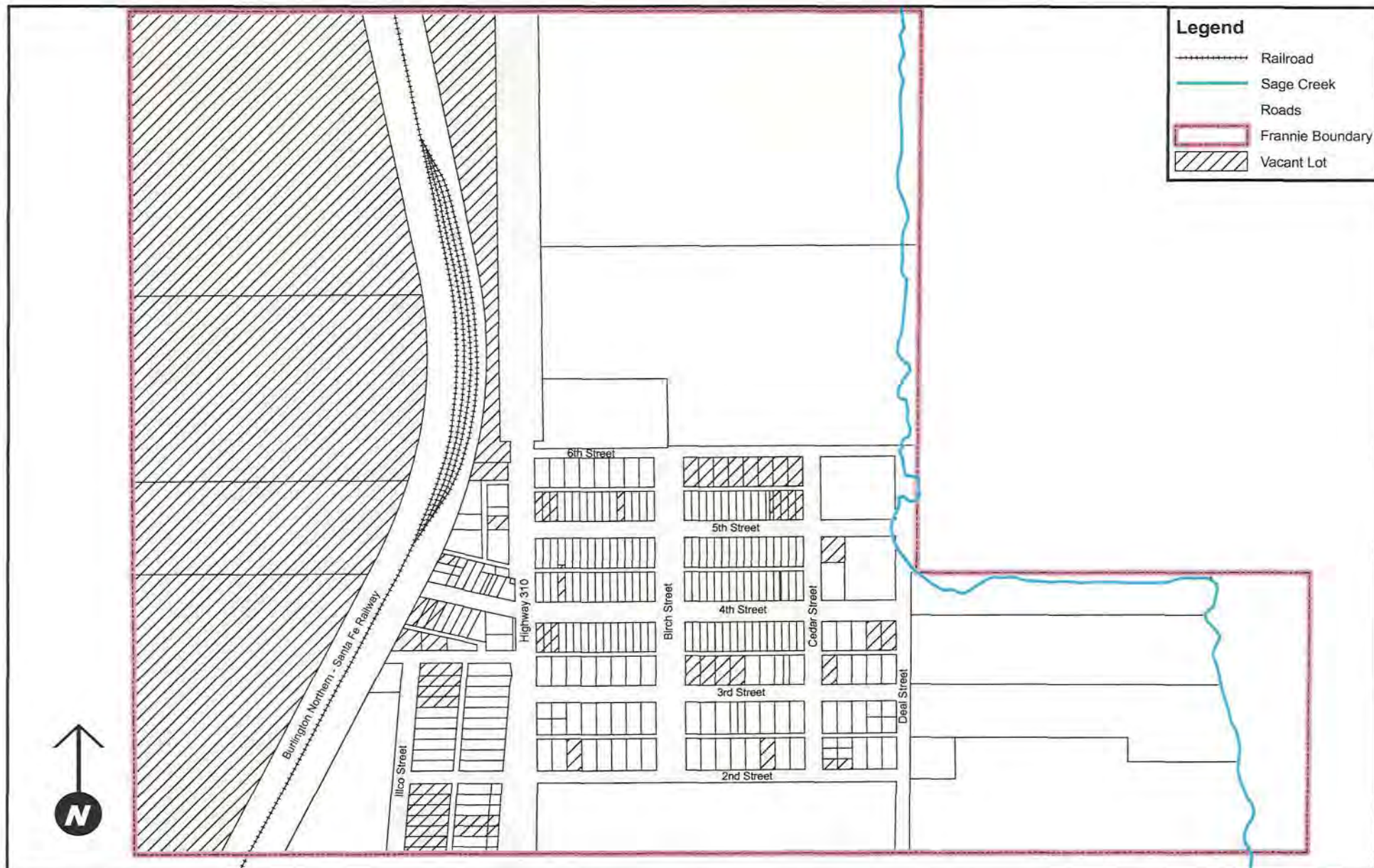
An essential component to future community development is the availability of vacant land and/or buildings that can support future land use expansion for a variety of land uses. PPC evaluated these community assets through the use of the geographical information system developed for this project.

There are approximately 36 undeveloped parcels of land in the Town of Frannie. These land parcels do not include adjoining lots associated with an existing home or business, but rather vacant and/or undeveloped lots that currently are not used for any apparent purpose (Figure 3-1).

In addition, there are several parcels of land along U.S. Highway 310 and Illco Street, which are presently used for the storage of miscellaneous supplies, equipment or vehicles, that represent potential areas suitable for future land use expansion. The potential opportunities for the future development of these lots would require the removal or relocation of stored materials from these properties.

Other areas of the community include lands that may be under-utilized properties that could be converted to other future land uses. These areas, e.g., lands north of Sixth Street, could provide area for longer term community expansion.

Each of these land use expansion opportunities are identified and discussed more specifically in the following paragraphs.



Legend

- Railroad
- Sage Creek
- Roads
- Frannie Boundary
- Vacant Lot

Frannie Community Development Plan

0 400 800 1,600 2,400 Feet

Prepared by: Pedersen Planning Consultants
P.O. Box 66, Encampment, WY, 82325 Tel: 307-327-5434

Vacant Properties Frannie, Wyoming

Figure 3-1

3.4.1 North of Sixth Street

North of Sixth Street on the east side of U.S. Highway 310, there is 58-acre parcel that is owned by Dwayne "Buck" Homewood. This property is under a 10-year contract sale agreement to three Frannie residents.



The sale of the property is subject to a pre-payment penalty if the buyers complete their purchase of the property prior to the end of the 10-year contract period. Consequently, the buyers of the property will probably not own this acreage for, at least, several years.

The 58-acre property is presently used for some livestock grazing. In the long-term, this property represents a logical long-term expansion area for future residential development. Water distribution and sewer collection lines do not extend beyond Sixth Street. However, the potential extension of the municipal water distribution and sewer systems to this property is very feasible because of general topographic elevations and property configuration.

3.4.2 West of Frannie Elementary School

South of Sixth Street, between Birch Street and Cedar Street, there are eight undeveloped lots that are situated west of Frannie Elementary School. Vehicular access to these lots is available via Birch Street as Sixth Street does not extend west to Frannie Elementary School, and Cedar Street does not extend north to Sixth Street. Potable water distribution and sewer collection lines already serve this area.



These lots are considered suitable for residential and/or commercial expansion. Single family residential housing is already located along the north side of Fifth Street between Birch Street and Cedar Street. Vacant houses at the west end of Fifth Street, which are owned by Big Horn School District #1, could be renovated and/or redeveloped for single-family housing. The house at 229 Fifth Street (the former Music Room) is in the best structural condition. The adjacent house at 263 Fifth Street will require considerable renovation or replacement.

Potential commercial expansion on the west end of Fifth and Sixth Streets would be particularly appropriate if the Town of Frannie pursues development of a commercial-community services complex at Frannie Elementary School. The two vacant houses at 229 and 263 Fifth Street, which were previously mentioned as a potential



Vacant house west of Frannie School

housing opportunity, could also house small commercial offices or retail services, e.g., hair salon. The concentration of some commercial services in this area would facilitate the aggregation of consumer traffic in a area where a variety of commercial and community services could be located. If Frannie Elementary School were to be purchased by the Town of Frannie, the purchase could also include these buildings unless Big Horn School District #1 chooses to auction these facilities separately.

3.4.3 Frannie Elementary School

The elementary school complex represents a significant community expansion opportunity for retail commercial operations, community services, and public recreation. The feasibility of pursuing this opportunity is evaluated in Chapter Four.

3.4.4 American Legion Hall

The American Legion Hall is located south of Frannie Elementary School. This facility, which is presently owned by the U.S. Government, is in poor structural condition. Once the Town of Frannie acquires ownership of this facility, this building could be demolished and the site could become available for long term public facility expansion. In the short term, the site could be filled with some road base material and leveled to establish a small vehicular parking lot that could support future activities at the adjoining municipal park, Community Brick House, the Town Hall, and Frannie Elementary School.



American Legion Hall



Municipal Park

3.4.5 Highway 310 Frontage

Vacant and undeveloped properties along the east side of U.S. Highway 310 represent potential opportunities for some future commercial expansion.

- On the southeast corner of the Sixth Street/U.S. Highway 310 intersection, there are two lots that are presently used for the display of used equipment. Water and sewer collection systems are readily available to support this potential commercial site.
 - Three adjoining lots, which are located on the northeast corner of the Fifth Street/U.S. Highway 310 intersection, comprise the site of the former Frannie Mercantile Store that is presently unoccupied. This building probably requires considerable renovation and/or redevelopment to accommodate future commercial expansion. However, connections to water distribution and sewer collection are in close proximity to this site.
- 
- A trailer sales operation is located south of the former Frannie Mercantile Store along the east of U.S. Highway 310. This site is a promising site for a potential retail operation that seeks to draw a significant portion of potential business from highway traffic. The existing trailer sales operation probably relies significantly upon potential customers from outside of the community as local residents probably do not generate an adequate amount of business to sustain this commercial enterprise.
 - The former site of the former Popcorn Cottage operation along the east side of U.S. Highway 310 contains an unoccupied commercial building that probably requires redevelopment to attract future commercial investment. Water distribution and sewer collection lines are located near the property.
 - Three adjoining residential lots are situated at the southeast corner of the U.S. Highway 310/Forth Street intersection. Two of the lots closest to the highway are used for the storage of smaller equipment. Water distribution and sewer collection lines are in close proximity to these lots. The equipment would need to be removed from these properties to make them available for future commercial development. However, the property owner of these lots may not be receptive to future commercial expansion since they comprise two-thirds of an existing residential property.

- Immediately south of the Frannie Port of Entry is Michael Flemming Memorial Park and the Shoshone Municipal Pipeline water storage tower. If Flemming Memorial facilities could be relocated to a nearby site, e.g., a portion of Outlot A, a commercial site could be established to attract highway business. Because of its adjacency to the Frannie Port of Entry, this location could support the establishment of a truck stop and related convenience store operation.



3.4.6 Properties Adjoining the BNSF Rail Yard

A sliver of undeveloped properties lies west of U.S. Highway 310 between the highway and the main line of the Burlington Northern Santa Fe Railway. This property may have potential to support some smaller industrial operation and/or the establishment of a team track facility along the existing rail yard. If some seasonal rail service was ever developed for regional visitor traffic, it is also conceivable that some of this area could support some limited commercial development.



3.4.7 Properties West of the Frannie Port of Entry

There are several lots situated immediately west of the Frannie Port of Entry. OK Used Cars has stored an inventory of used cars in these lots. In the future, this area might support some future commercial expansion. The property is not immediately adjacent to U.S. Highway 310, but unpaved vehicular access is available from the highway via 2nd Street. Otherwise, the property is situated near existing water distribution and sewer collection lines.



3.4.8 Undeveloped Municipal Property West of BNSF Main Rail Line

An undeveloped, vacant property, comprising approximately 45 acres is situated west of the BNSF main rail line. Roughly 13 to 18 acres of this property are situated within the municipal boundary of Frannie; remaining portions of the site are within the unincorporated area of Park County.

This property could represent an attractive site for potential light industrial land uses in light of relatively convenient access to U.S. Highway 310 and the BNSF main line. The Town of Frannie could potentially lease this property to one or more companies in order to gain some revenue and, possibly, help generate the creation of a few jobs for local residents.

Road access to the site would be necessary to enable truck traffic to the site. An easement across adjacent Marathon Oil property would also need to be acquired prior to the initiation of any road access improvements and eventual authorization of vehicular access to future users of the municipal property.

3.5 FUTURE LAND USE DEMANDS

A forecast of future land use demands is necessary to gain a sense of the extent of land use expansion that may be necessary to support anticipated population growth, as well as future public and private investments. Land use demands were determined by PPC through an examination of its forecasts of future resident population, the availability of vacant lands and buildings that may support future land use expansion, and the community's desire and commitment to encourage future land use expansion. The determination of land use demands for the Town of Frannie also represents important conclusions that were used to develop a general land use map for the community (see Chapter Five).

3.5.1 Residential

Future housing demands in Frannie will primarily be influenced by the migration of persons to and from Frannie, as well as housing replacements associated with the gradual aging and deterioration of the existing housing stock. As stated earlier, the resident population of Frannie is expected to rise to approximately 244 residents by the year 2015 (Table 3-2). It is anticipated that such growth will include a natural growth of 14 persons, an anticipated in-migration of 39 persons, and an out-migration of roughly 30 residents between 2005 and 2015.

Assuming an average household size of 2.82 persons, new incoming residents will gradually require roughly 14 housing units between 2005 and 2015. The future demand for housing will, at the same time, be offset by the availability of roughly 11 housing units as departing residents sell their homes and leave the community.

Consequently, the net demand for housing generated from in-migration will be approximately three homes between 2005 and 2015 (Table 3-7). However, this estimate assumes that incoming residents will desire to purchase an existing home in the community. Those in-migrants that choose to build and/or purchase a new home would generate additional housing demand.

Table 3-7 Future Housing Demand Town of Frannie, Wyoming 2005 - 2015 Period	
	<i>Houses</i>
In-Migration Housing Demand	14
(less) Houses Available from Out-Migration	11
New Houses Needed by In-Migrants	3
Current housing Stock (2005)	76
Number of Homes built after 1979	10
Demand for Replacement Homes for Existing Population ¹	66
Total Future Housing Demand 2005 - 2015 (homes)	69
Note: 1) It has been assumed that all residential structures that are 45 years or older will have been replaced by 2015.	
Source: U.S. Census Bureau, 2000; Pedersen Planning Consultants, 2005.	

At the same time, about 89 percent of the existing housing inventory in Frannie will be 45 years or older by the year 2015. PPC estimates that about 66 homes will gradually need replacement by 2015 as existing homes in the community age and deteriorate (Table 3-7).

Anticipated population in-migration and housing replacement needs in Frannie will generate a cumulative housing demand of about 69 homes between 2005 and 2015.

3.5.2 Commercial

Future land use demands for commercial activity in Frannie will be generated from community demands for various types of retail services, as well as some professional and technical services. Interviews of selected Frannie residents suggest that some resident demands already exists for retail operations such as a general mercantile store, convenience store and gas station, a limited banking service via an ATM machine, and a local eating establishment. These operations are in addition to those consumer demands already established for liquor sales by Frannie Bar, saddle and tack supplies provided by nearby Frannie Tack Shop, as well as used cars and new trailers sold by Ok Used Cars.

Professional and technical services already include two or three oil and gas service companies, as well as a day care operation. In order to encourage community growth, future residents may desire to have other services such as a real estate agency, bookkeeper, hair salon, and an attorney's office available in the community. A general physician's office would also be in demand, particularly if the physician had experience with geriatrics.

It is likely that many of the existing and potential professional and technical services may represent home-based occupations. However, some of these services, e.g., bookkeeper, could benefit from greater exposure within a retail trade and professional services environment.

In the context of Frannie, potential floor space requirements for each of these operations will vary considerably for each of these types of commercial operations (Table 3-8). These requirements are highly dependent upon the configuration of the building space that is used and the preferences of the business owner. If the potential commercial operations were established in Frannie between 2005 and 2015, potential commercial operations could generate over 13,000 square feet of floor space demand (Table 3-8).

**TABLE 3-8
POTENTIAL FLOOR SPACE REQUIREMENTS
VARIOUS COMMERCIAL OPERATIONS**

Type of Commercial Operation	Floor Space Requirement (square feet)
<i>Retail Trade</i>	
General Mercantile Store	2,500-3,500
Small Cafe	800-1,200
Convenience Store	3,200-4,000
Automated Teller Machine (ATM)	64
<i>Professional and Technical Services</i>	
Bookkeeper	200-400
Day Care Center	Minimum Requirement: 35 sf/child of indoor space and 75 sf/child of outdoor space
Real Estate Company	400-1,000
Attorney's Office	400-800
Hair Salon	200-400
Physician's Office	600-1,000

Source: Pedersen Planning Consultants, 2005.

3.5.3 Industrial

The potential demand for light industrial operations is considered limited in light of Frannie's distance from the customer base of industrial manufacturers, the size of the community, and a limited labor pool to draw from. However, the potential demand for some land area to support light industrial land uses is not inconceivable because of the availability of:

- Potential industrial expansion area on the west side of Frannie, e.g., municipal-owned parcel;
- the availability of the BNSF main line and rail yard adjacent to the potential industrial expansion area;
- convenient accessibility to U.S. Highway 310; and,
- bentonite and limerock resources in the region surrounding Frannie.

In the event that potential coal bed methane development expands in northeast Park County, contractors associated with exploration and production activities will require light industrial sites for the temporary storage of pipe, equipment, and vehicles.

3.5.4 Public Facilities

The Town of Frannie recently acquired the Community Brick House facility at the corner of Cedar and Fifth Street. This facility is being used to accommodate various meetings and social gatherings.

There are no planned expansions to any existing public facilities in the community. However, Big Horn County School District #1 plans to close Frannie Elementary School at the end of the 2004-2005 school year.



Should the Town of Frannie pursue the potential acquisition of this property, the Town of Frannie has a potential opportunity to operate and maintain a small gymnasium/multi-purpose room and community library that are located within the existing school facility. In addition, remaining rooms of the school could be leased for a combination of commercial and community facility uses. These opportunities and their related feasibility are discussed more fully in Chapter Four.

3.5.5 Community Facilities

There are no community facilities, e.g., churches, that are privately-owned and generally available for public use. During the 2005-2015 period, the development of new community facilities could occur with potential future demands for:

- a day care center; and/or,
- a church facility.

At the present time, a day care center operation is already in operation in the home of one Frannie resident. A church facility in the Town of Deaver is attended by some Frannie residents. In the event that either of these two community facilities discontinued their operations, a potential demand would likely be generated for the development of a new community facility.

3.6 CAPACITY OF SUPPORTING UTILITY SYSTEMS

One of the essential elements to encouraging future land use expansion is the availability of various utility systems. In their absence, potential investors seeking to build or purchase a new home, or establish a new business, will quickly turn to potential investment opportunities in other communities.

Section 2.5 provides a brief description of municipal water and wastewater systems, U.S. Highway 310 and municipal streets, the local electrical distribution network, gas distribution system, and available telecommunication services. In contrast, section 3.6 generally examines the capacity of these systems to support existing and anticipated land uses.

3.6.1 Water System

3.6.1.1 Adequacy of the Water Supply

In terms of capacity, Shoshone Municipal Pipeline presently has the authority to provide a continuous 70 gallon per minute (gpm) supply over a 24-hour period to the Town of Frannie. The present authority to provide a continuous 70 gallon per minute flow over a 24-hour period indicates that Shoshone Municipal Pipeline can supply the Town of Frannie with up to 100,800 gallons per day of treated water. This volume compares to an average day demand of about 22, 093 gallons per day for the entire system between November 2003 and October 2004.



Should some future economic expansion occur within the community that exceeds the present rate of supply, the Shoshone Municipal Pipeline board would have to modify its agreement with the Town of Frannie (Anderson, 2005). However, given the size of its water service contract with the U.S. Bureau of Reclamation, there is presently a significant volume of surface water that potentially could be delivered in the event that Frannie experienced a substantive increase in future potable water demand.

3.6.1.2 Hydraulic Capacity of the Distribution System

Inberg-Miller Engineers designed the recently installed water system improvements for the Town of Frannie in 2000-2001. During its preparation of the design, Inberg-Miller Engineers evaluated the hydraulic capacity of the proposed water system to support fire flows at 24 fire hydrants in the system. Results from the hydraulic analysis, which was made through the use of WaterCAD software, indicated that the proposed distribution system would adequately support assumed fire flow demands of up to 2,000 gallons per minute if distribution system pressures of 58-60 pounds per square inch (psi) could be maintained.

In its analysis, it appears that Inberg-Miller made no analysis of anticipated average day or peak day water demands. However, such demands would be considerably less than those required to sustain future fire flows.

3.6.1.3 Monitoring of System Capacities

In terms of future community development, it is important that the adequacy of the water system be monitored in the context of potential land use expansion. The most likely expansion of the community will occur north of Frannie where the eventual extension of the municipal water distribution system is feasible. Potential commercial uses may be developed along U.S. Highway 310 and new industrial uses may eventually occur on the west side of Frannie.

The capability of the municipal water system to support future residential expansion and other proposed land uses within the community should periodically be examined by the director of public works. A hydraulic capacity analysis of the water system should be made about once every five years to determine the adequacy of water distribution line sizes, system pressures, and related water storage. Such an analysis made be made more frequently in the event that that a potential use of a significant volume of water is contemplated by a potential investor or other proposed land uses within the community.

3.6.2 Sewer System

3.6.2.1 Collection System Capacity

Inberg-Miller Engineers recently designed wastewater system improvements for an 8-inch sewer collection system in Frannie. No hydraulic capacity analysis was apparently made of the new sewage collection system prior to its construction. However, the present volume of average daily flows, i.e., roughly 15,465 gallons per day, suggests that the collection system has more than ample capacity for the transport of flows to the oxidation pond treatment system.

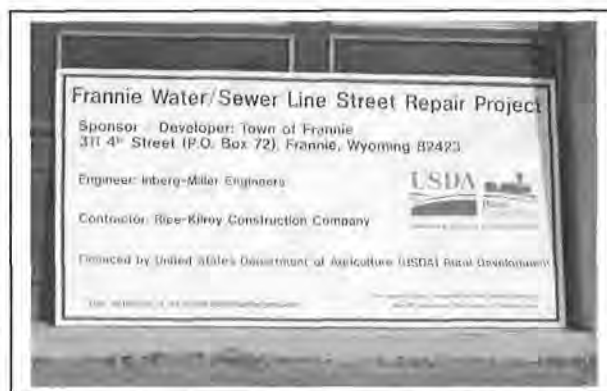
3.6.2.2 Treatment System Capacity

The oxidation pond treatment system has a storage capacity of approximately 11.26 acre feet or 3,668,082 gallons, of wastewater (Roberts, 1991). Average daily flows of roughly 15,465 gallons per day indicate the treatment system has considerable capacity to treat increased volumes of wastewater.

This disparity between average daily flows and treatment capacity may influence the water quality of treated effluent. Limited flows are generating some buildup of sludge within one or more of the pond treatment cells (Miller, 2004). The periodic removal of sludge is needed to sustain the long-term capacity of the wastewater treatment system, as well as to maintain acceptable water quality levels for wastewater effluent.

3.6.3 Undeveloped Municipal Road Right-of-Ways

The municipal road network in Frannie contain adequate capacity to support existing land uses and related vehicular traffic between 2005 and 2015. Ongoing improvements to municipal roads, which were damaged during the construction of recent water and sewer improvements, will enhance road safety and the efficiency of the road network.



Undeveloped municipal street right-of-ways are situated between 5th and 6th Streets at the north ends of both Cedar Street and Deal Street. Similarly, another undeveloped right-of-way is situated along 6th Street between Birch Street and Cedar Street.

As stated earlier, the north end of Cedar Street (between 5th Street and 6th Street) would desirably be developed for a vehicular parking lot that could serve the proposed Frannie Center and a proposed assisted-living facility. However, a future extension of 6th Street, between Birch Street and Cedar Street, could also provide a primary or secondary access to the proposed assisted-living facility in Block 22.



The north end of Deal Street should be limited to a rear access for commercial users of Frannie Center. This road right-of-way may be subjected to groundwater flows from nearby Sage Creek. If so, local soils would probably not provide adequate foundation support for the construction of a potential municipal street extension in this area.

3.6.4 Electrical Energy

As stated earlier, Pacific Power engineering representatives indicate that its electrical supply and distribution system could easily accommodate an expansion of up to 5 MVA of electrical energy demand.

CHAPTER FOUR

POTENTIAL USE OF FRANNIE ELEMENTARY SCHOOL



4.1 GENERAL

Chapter Four evaluates the feasibility of purchasing and making use of the Frannie Elementary School building which Big Horn County School District 1 is scheduled to close in June of 2005. This evaluation explores potential commercial and public uses for the structure, requirements for facility management, operation and maintenance.

Pedersen Planning Consultants also examined the potential costs associated with the start-up, operation, and maintenance of this facility. The amount of floor space in the school facility and potential facility uses were correlated with anticipated management and operation and maintenance costs to calculate lease rates that would be needed to support the long-term management, operation and maintenance of the facility.

4.2 EXISTING SCHOOL PROPERTY

4.2.1 Location

The Frannie Elementary School building is located in the northeast part of Frannie at 311 Fifth Street. The school building is accessible from U.S. Highway 310 and Fifth Street.

4.2.2 School Site

Frannie Elementary School is situated on a lot that contains approximately 75,000 square feet of land area. In addition to the school building, this parcel also contains a playground, two vehicular parking areas, and a separate building for a boiler that supplies heat to the school.



4.2.3 School Facility





The Frannie Elementary School was constructed sometime in the 1980's. The entire facility contains approximately 13,456 square feet of floor space and is partitioned into 13 main rooms (Table 4-1). Appendix C provides an existing inventory of the school facility with photos. The rooms in this facility can be generally classified into three different types of uses (Figure 4-1).

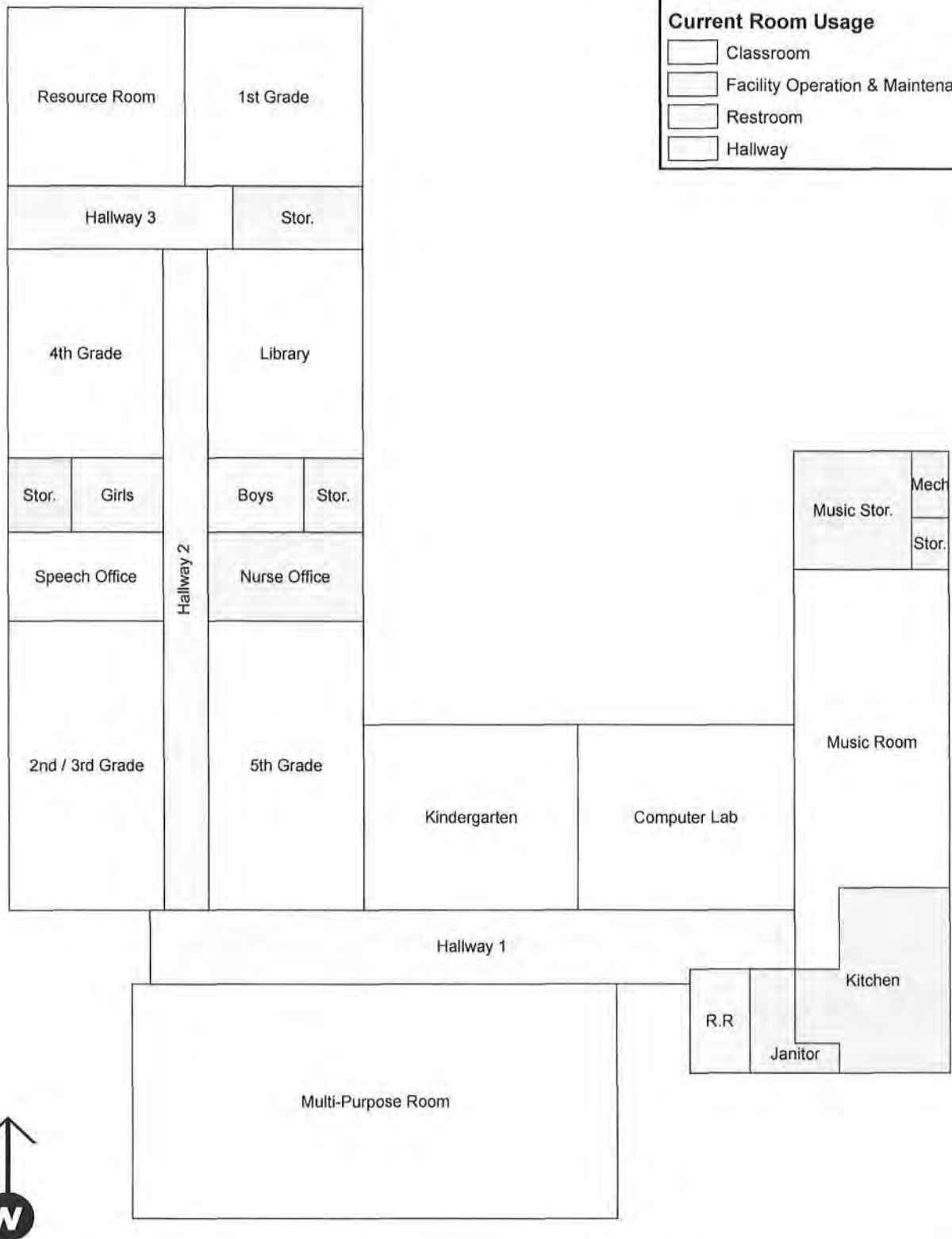
Table 4-1 Floor Space Contained in Main Rooms Frannie Elementary School		
Room Name (Current Use)	Floor Area (sq. ft.)	Approximate Dimensions (feet)
Kindergarten Classroom	752	29.5 x 25.5
1st Grade Classroom	576	24 x 24
2nd / 3rd Grade Classroom	819	39 x 21
4th Grade Classroom	588	28 x 21
5th Grade Classroom	819	39 x 21
Computer Lab	765	25.5 x 30
Library	578	27.5 x 21
Multi-Purpose Room	2,115	70.5 x 30
Music Room	810	--
Kitchen	192	--
Resource Room	576	24 x 24
Speech Room	231	21 x 11
Nurses Room	231	21 x 11

Source: Frannie Elementary School, 2004; and Pedersen Planning Consultants, 2004.

Legend

Current Room Usage

	Classroom
	Facility Operation & Maintenance
	Restroom
	Hallway



Community Development Plan

0 10 20 40 60 Feet

Prepared by: Pedersen Planning Consultants
P.O. Box 66, Encampment, WY, 82325 Tel: 307-327-5434

Frannie Elementary School Current Floor Plan

Figure 4-1

- Classrooms are those rooms that are currently used for student instruction.
- Support facilities that are essential to the day-to-day operation of the school, but are not directly related to student teaching, include the kitchen, nurse's room, resources room, and storage closets.
- Common space areas represent hallways and restrooms that are used by both school staff and students.



4.3 POTENTIAL USES AND DEVELOPMENT STRATEGY

Information gained from interviews of various business and community leaders in November 2004 indicates that the community of Frannie believes that there is a shortage of commercial, recreational, and community services in the community. The Frannie School building represents a significant community asset that could be utilized to help stimulate economic growth and community development in Frannie. The design and layout of this structure lends itself towards a multi-use facility that might appropriately be named "Frannie Center".

A combination of public uses in the same facility could provide a gathering place for residents of Frannie. The regular use of Frannie Center by the general public for meetings and social functions, recreation, selected public services, and public could create a small market for some types of commercial use. At the same time, the potential availability of some public recreational opportunities, a community library, and some complementary commercial operations may, in turn, attract some commercial tenants.

PPC has developed two conceptual floor plans that each present potential combinations of potential commercial and community uses (Figures 4-2 and 4-3). Each of these plans attempts to use existing building partitions and functionality of the floor plan layout to eliminate costly renovation costs. Potential uses of the building are discussed more fully in the following paragraphs.

Legend

Plan 1 Layout

- Community Facility
- Commercial
- Facility Operation & Maintenance
- Restroom
- Hallway



Community Development Plan

0 10 20 40 60 Feet

Prepared by: Pedersen Planning Consultants
P.O. Box 66, Encampment, WY, 82325 Tel: 307-327-5434

Frannie Elementary School Plan 1

Figure 4-2

Legend

Plan 2 Layout

- Community Facility
- Commercial
- Facility Operation & Maintenance
- Restroom
- Hallway



Community Development Plan

Frannie Elementary School
Plan 2

4.3.1 Private Commercial Uses

In view of the perceived needs of the Frannie community and the current layout of the building, PPC envisions three potential types of commercial uses that could be incorporated into the Frannie Center. These commercial uses include:

- offices for small businesses,
- small retail stores, and,
- a coffee shop that might provide a combination of table service, as well as some fast-food products.

4.3.1.1 Commercial Offices

The conceptual floor plans include commercial office space located in the northwest part of the building. This area provides an attractive commercial office space environment for one to three small businesses. The quieter and more secluded work environment would be, for example, conducive to consultants, bookkeepers and accountants, lawyers, and other professional services. Other sole proprietors of small businesses in Frannie or Deaver, who are presently working in their homes, might also be attracted to these spaces to gain more floor space and/or a less distracting work environment to support their business operations.

This area is conveniently accessible from the west end of Hallway 1 and the south end of Hallway 2. Hallway 3 also provides a separate access from an existing vehicular parking area that is situated west of Hallway 3. The vehicular parking area on the west side of the building could be reserved for those who will lease the commercial office spaces.

4.3.1.2 Retail Trade

The center of building, which is accessible via the west entrance to the building, represents an attractive location for retail trade and/or a private day care center (Figures 4-2 and 4-3). Retail trade activity, e.g., a used clothing store, would be enhanced by convenient access from the southwest entrance to the building, as well as via Hallways 1 and 2. All users of the building would be regularly exposed to these retail operations because of their central location within the building and convenient access (Figures 4-2 and 4-3). It is also reasonable to assume that some business will be generated by persons making use of the center for senior citizen functions, recreation, and other community events.

4.3.1.3 Coffee Shop

The east wing of the building represents a good commercial location for a commercial coffee shop and related fast food operation. This opportunity is enhanced through the

availability of a commercial kitchen and some fixed kitchen equipment. If requested, other kitchen equipment might also be left by Big Horn County School District #1. The adjoining room, which currently serves as a music room, could serve as a logical dining area that would be associated with the coffee shop. The same room could be used to support private dinner meetings for various community organizations.

The close proximity of the planned coffee shop to the proposed senior center could represent an important market for this establishment. Many senior centers in Wyoming provide lunch and/or occasional evening meals. The coffee shop operator might be able to obtain a food services contract with the Lovell Senior Center to provide such meals. The coffee shop could also provide coffee and tea, cold beverages, pastries, and other snacks to seniors as small groups of residents meet informally during non-meal hours of the day.

The coffee shop could also cater to potential lunch-time service to persons operating small businesses in the northern wing of Frannie Center. Similar to senior citizens, those operating small businesses or other community services in the building also represent a market for coffee and tea, cold beverages, pastries, and other fast-food products before and after lunch.

Wedding receptions, other social functions, and public meetings are some of the uses that that can be accommodated in the multi-purpose room. Persons who organize these events may seek catering services that could be provided or supported by the coffee shop owner. Persons who would use the multi-purpose room for recreational purposes during daytime and early evening hours might also generate some business for beverages and snack foods.

4.3.2 Community Uses

In each of the conceptual floor plans there are four rooms that are designated for community based uses. Based upon perceived needs of the community, PPC has identified the following potential community uses in the facility:

- community library,
- multi-purpose room for community recreation and various social events,
- medical clinic,
- senior center, and,
- youth center.

4.3.2.1 Community Library

The existing school library room could ideally be used for a community library. Because the room is currently used as a library, virtually no improvements would need to be made to convert the room into a community library. Relocation of the current community library from the Frannie Town Hall into this facility would open up space in the town hall and, at the same time, increase the size of the community library.

If desired, Big Horn County School District #1 could be requested to leave existing book shelves to support future operation of a community library. While not essential to the operation of a community library, it may be desirable to eventually install a computer and internet capabilities to provide a link to other information resources.

4.3.2.2 Multi-Purpose Room

The current multi-purpose room could become a new community multi-purpose room. Such a room could be used to accommodate public meetings and a variety of community social events. The existing stage provides a location where some performances could take place, e.g. small community theater presentations. The room could also be occasionally leased for private meetings and parties.

The opportunities for recreational activities in this room are also significant. Existing basketball rooms provide opportunities for informal or organized basketball or volleyball play, as well as organized fitness programs. With the addition of several weight lifting and cardiovascular training machines, a small proportion of this room could be used as a fitness center.

4.3.2.3 Medical Clinic

A small medical clinic could be established within the existing computer lab. This facility could provide a place for preventative health program activities, e.g., flu shots, that might be conducted by a county public health nurse.

A first responder program, which could be organized by local nurses and/or the Frannie Volunteer Fire Department, might also be based at this clinic to support local medical emergencies. The operation of such a program would ideally be supported financially and technically by one of the nearby hospitals in Powell, Lovell or Cody.

4.3.2.4 Senior Center

The two conceptual floor plans include a senior center in the school computer lab. A senior center at this location could provide an informal gathering place for seniors that would provide some comfortable furniture and furnishings for informal get-togethers, tables for board games and/or weaving projects, a computer center, a writing table, as well as a reading area.

The computer lab is an ideal location for a senior center because it is directly across from the main entrance on the south side of the building. Access for the disabled is also available from a second entrance on the southwest side of the building.

This room is also conveniently adjacent to the proposed coffee shop. Such a location would further enhance informal meetings of senior residents at the Frannie Center.

Should the Town of Frannie also be able to acquire lots 1 through 8 in Block 22, the Town of Frannie can encourage the development of an assisted-living facility adjacent to the school facility. The availability of a senior center inside the school facility will, in essence, provide a significant recreational outlet for future residents of an assisted-living housing complex, as well as other residents nearing or in their retirement years.

4.3.2.5 Youth Center

A youth center could be established adjacent to the senior center in the existing kindergarten classroom. The center could include some board games, computer games, and general meeting area where youth of the community could come to.

It is conceivable that some sort of after-school program might be able to be established in this room. Such a program already operates at Frannie Elementary School between 3:15 and 5 pm. This program is organized and administered by the Health Coalition in Lovell. The after-school program encourages up to 30 kids to complete homework, holds cooking craft activities, takes students on outings, e.g., movies.

The youth center would also be adjacent to the multi-purpose room where youth of the community could engage in more active recreational activities. The coffee shop could also provide a source for hot and cold beverages, as well as snacks.

The adjacency of a youth center and a senior center is not considered compatible. Senior residents are more sensitive to louder noises.

The youth center would require onsite supervision and monitoring of youth activities. Otherwise, unsupervised activities might adversely impact retail trade and other small business operations.

4.4 OPPORTUNITIES FOR OWNERSHIP

Informal discussions with some Big Horn County School District #1 board members and the district superintendent suggest that the District may be receptive to selling the elementary school to the Town of Frannie for a nominal cost, e.g., less than \$100. The facility may be made available by Big Horn County School District #1 for a very nominal cost because, otherwise, the District would have to incur significant expenditures for facility demolition within three years of school closure (Mitchell, 2004).

In purchasing the facility, the Town of Frannie would have to assume responsibility for:

- obtaining all perils and liability insurance coverage for the use of the facility, and
- bearing the cost for facility management, facility operation and maintenance, and occasional facility repairs.

In terms of ownership it would be preferable for the Town of Frannie to own the facility, rather than establishing another non-profit community organization. Municipal ownership would enable the Town of Frannie to obtain property and liability insurance coverage at a somewhat lower cost.

In order to initiate the transfer of ownership to the Town of Frannie, the Town of Frannie needs to prepare a more specific letter to Big Horn School District #1 that expresses its desires to obtain the school property and adjoining properties for a specified cost. At the time of this report, the Town of Frannie has already transmitted a letter of interest to the Big Horn County School District #1. However, in its letter, the Town made no firm commitment to acquire the property.

4.5 FACILITY MANAGEMENT

4.5.1 Facility Manager

The Frannie Center would need a facility manager. This person would be a full-time employee responsible for supervising the day-to-day management needs of the facility. Such tasks may include scheduling and preparing for community events, bookkeeping, marketing the building's rental spaces, coordinating with the facility maintenance person, and serving as a liaison between facility users and the Town of Frannie.

4.5.2 Facility Maintenance Person

The operation and maintenance of the Frannie Center will also require a facility maintenance person. This person will most likely be a part-time employee who would be responsible for the general maintenance of the building. This employee would work under the direction of the facility manager and perform all custodial and maintenance services associated with the building and the building site.

The facility maintenance person would be responsible for performing custodial services in the common areas of the Frannie Center. Through lease agreements, each lessee will be responsible for keeping their individual floor spaces clean. However, the facility maintenance person could also provide janitorial services to lessees for a nominal cost.

When the services of a service contractor are required to support the work of the facility maintenance person, the facility maintenance person would supervise and inspect the work of any contractor that is hired by Frannie Center. However, the services agreement authorizing contractor services would desirably be prepared and negotiated by the facility manager in close coordination with the facility maintenance person.

4.6 FACILITY START-UP COSTS

Facility start-up costs include some initial expenditures that will need to be incurred before Frannie Center is opened for private and public use.

Some limited furniture, fixtures and equipment will be required to support the activities of the facility manager and facility maintenance person. Such items will likely include a computer, an office desk, chairs, and filing cabinets.

Signage is necessary to facilitate the marketing of commercial operations and community activities at Frannie Center. Because the building is situated two blocks east of Highway 310, a sign is required that identifies the location of Frannie Center, as well as promotes the availability of commercial services. Such a sign should be located at a location adjacent to the highway 310 right-of-way and visible to both north and south-bound vehicular traffic.

An additional sign is needed onsite to identify Frannie Center. The onsite sign would ideally contain the names of the businesses and organizations located within the Frannie center. An onsite could be substituted effectively with attractive, larger lettering on the building exterior.

Exercise equipment is desirable to support uses within the community multi-purpose room. However, such equipment is not essential and not required prior to opening of the Frannie Center. PPC expects that expenditures for recreational equipment may be incurred within the first two years of the facilities operation. However, such equipment may also be able to be acquired via corporate, family or individual donations.

4.7 OPERATION AND MAINTENANCE COSTS

There will be several costs associated with the operation and maintenance of the Frannie Center. These costs can be grouped into several categories: labor, insurance, utilities, office supplies, as well as maintenance and anticipated repairs. Each of these categories contains several cost elements that are described in the following paragraphs.

4.7.1 Labor

The labor costs associated with this project include the wages or salaries of the facility manager and maintenance person. In the profit-loss model it was assumed that the wage for the full-time facility manager will be \$19,000 per year. The annual wage for the part-time facility maintenance person will be \$10,000 per year. Both of these wages are within current income ranges of persons in similar occupations within Big Horn County (Wyoming Department of Employment, 2005).

4.7.2 Insurance

Informal discussions with Nelson Insurance in Powell indicate that the Town of Frannie would prudently secure all perils insurance coverage for the school facility. Such coverage could be obtained for roughly \$0.27/\$100 of building value. A representative of Nelson Insurance suggested that a reasonable replacement value would be \$80 per square foot. Since the building contains 13,456 square feet of floor space, the total replacement value of the school facility would be roughly \$1,076,480 (Borcher, 2005). Consequently, the estimated cost of the all perils insurance coverage is about \$2,906 per year.

The Town of Frannie has liability coverage that it regular obtains from Local Government Liability Pool in Cheyenne, WY. Representatives of this company indicate that an expansion of Town of Frannie's municipal liability coverage to cover new operations at the school facility would generally be based upon the total operating costs of the facility. The cost of expanded coverage is estimated to be roughly \$500 per year (Lauer, 2005).

4.7.3 Utilities

PPC considered four different utility costs in estimating the total utility costs. The costs considered in this analysis include costs associated with:

- electrical energy,
- natural gas,
- water and sewer, and.
- telecommunications.

Electric energy records for Frannie Elementary School between August 2003 and June 2004 were examined to determine the annual electricity costs for the building. During this time period, electrical energy costs were roughly \$6,717.

Similarly, recent natural gas records were examined revealing that the average annual cost for this utility was approximately \$6,295.

Water records made available by the Town of Frannie indicate that the annual water costs associated with use of the school building was almost \$800. In the Town of Frannie, water fees also include the use of the municipal wastewater system.

Based upon discussions with TCT West representatives, PPC estimates that it will cost approximately \$60 per month for phone and internet access. On an annual basis, telecommunication costs will be roughly \$720.

4.7.4 Maintenance and Anticipated Repairs

Maintenance costs include those costs associated with maintaining normal wear and tear and use of the facility. These costs, exclusive of labor by the facility maintenance person, are expected to cover the costs associated with procuring maintenance supplies, as well as the performance of some occasional repairs by local contractors, e.g. electricians or plumbers. This cost category includes costs such as building exterior and interior repair, electrical and HVAC repair, landscaping, plumbing repair, and roof repair. It is estimated that these costs will range between \$1,300 and \$4,400 annually.

4.8 FACILITY REPAIR RESERVE ACCOUNT

The facility management and operation budget should include some cushion for unforeseen facility repairs. PPC has assumed that unexpected repairs will represent approximately five percent of total anticipated operating costs for years 1 through 5. Unforeseen costs and repairs might include expenditures for circumstances such as:

- frozen water distribution lines within a portion of the building that break during an unusually cold winter storm; or,
- flood damages associated with boiler malfunction and frozen water distribution lines.

In the event that unexpected repairs are not realized in a given year, a budget surplus will be realized. Such funds should be transferred into a facility repair reserve account. Such an account could provide the facility with a modest financial cushion when future unexpected repairs occur and additional funds are needed.

4.9 REVENUES

The estimated revenues for the Frannie center can be grouped into two categories; room rental revenues and user fee revenues. The estimated room rental revenues are based on an assumed monthly lease rates per square foot. The following formula was used to calculate annual lease rates that are reflected in the profit-loss model:

$$\text{Room Area}_{\text{sq.ft.}} \times \text{Lease Rate}_{\$/\text{sq.ft./month}} \times 12_{\text{months}} = \$ \text{Annual Floor Space Lease Price}$$

The model assumes that regardless of the floor space use, the full floor space lease price must be paid. In other words, a community based organization, public agency, or private company would be charged the same monthly lease rate for the use of any floor space. The differences for each price would vary only due to the size of each space. Some of the community floor space uses could be paid for, in part, by grants or private donations.

User fee revenues will be derived from the use of the community multi-purpose room. One possibility is to use the recreational potential of the multi-purpose room to create a membership program for residents of Frannie and Deaver, as well as employees of nearby companies such as Wyoming Lime Producers and Montana Limestone Company. A membership program would allow people to buy annual individual, family or company memberships to use of the indoor court and exercise equipment found within the multi-purpose room. Access to the multi-purpose for recreational purposes could be limited through the use of electronic entry cards to all individual, family and company members.

Additional user fee revenue may be generated through the use of the multi-purpose for events and meetings. The room can be rented by the hour for events such as wedding receptions, banquets, church gatherings, plays or musical performances and other similar events.

4.10 PROJECTED FINANCIAL FEASIBILITY OF THE FRANNIE CENTER

In order to assume responsibility for the operation and maintenance of the Frannie Center operation and facility repair costs must be offset by revenue generated through the lease of the facility to private and public users. PPC has developed a profit-loss model designed to help evaluate the financial viability of operating the Frannie Center by determining the lease rates that would be required to support initial facility start-up expenditures, annual operation and maintenance costs, and occasional facility repairs of the building.

PPC prepared profit-loss statements for the two conceptual floor plan scenarios (Tables 4-2 and 4-3). These statements include anticipated revenues, estimated operating costs, market floor space lease rates, break-even floor space lease rates, as well as accumulated profit or loss that would provide or diminish cash flow in years 2 through 5.

The formula used to calculate a break-even lease rate was:

$$\left(\frac{\text{Total Yearly Expenses } \$/\text{yr.} - \text{Rental User Fee Revenue } \$/\text{yr.}}{\text{Total Rental Floor Space } \text{sq. ft.} \times 12 \text{ months}} \right) = \text{Breakeven Price } \$/\text{sq. ft./month}$$

The break-even rate is a lease rate that will theoretically generate no profit for operation of Frannie Center. The leasing of floor space in Frannie Center at breakeven rate the Frannie Center will generate revenues that equal the costs.

A more prudent financial approach is to incorporate a modest additional charge to the break-even lease rate, e.g., 3 percent per year, that incorporates consideration of future inflation. This represents a market price per square foot which was used to calculate potential lease revenues for each space within the building. The addition of an inflation charge will generate some additional funds that could be incorporated into the facility repair reserve account to support unexpected facility repair costs, or simply kept into the checking account of Frannie Center to support future cash flow.

The profit-loss model also calculated the common space charges that are part of the overall lease rental price. This calculation enables the Town of Frannie and potential lessees to gain a sense of the costs associated with these building amenities. For example if the total lease rate is \$0.60 sq.ft./month and the common space charge is \$0.15sq.ft./ month, lessees of floor space within the building would actually be paying only \$0.45 per sq.ft./ month for the actual rental space in each room that is leased. The calculation used to determine the common space charge per square foot of rental space was as follows:

$$\left(\frac{\text{Total Common Space } \text{sq.ft.}}{\text{Total Floor Space } \text{sq.ft.}} \right) \times \frac{(\text{Total Monthly Expenses } \$/\text{month} - \text{Rental User Fee Revenues } \$/\text{month})}{\text{Total Rental Floor Space } \text{sq.ft.}} = \text{Common Space Cost } \$/\text{sq.ft. of rental space}$$

Given the location and characteristics of utilities supporting the building, utility costs were included in the total lease rate. The existing use of a central boiler for heating of the building is the primary reason for this approach. In addition, the re-installation of new electrical panels and gas distribution lines to each room in the building would unnecessarily generate additional facility start-up costs and, as a consequence, increase future floor space lease rates.

Table 4-2
5 Year Profit-Loss Projection
Plan 1
Frannie Center

	Yr 1	Yr 2	Yr 3	Yr 4	Yr 5
Revenues (assumes 100% occupancy)					
Floor Space Lease Revenue					
Office Rental Revenue					
1st Grade Classroom Rental Revenue	\$3,802	\$3,940	\$4,009	\$4,147	\$4,285
4th Grade Classroom Rental Revenue	3,881	4,022	4,092	4,234	4,378
Resource Room Rental Revenue	3,802	3,940	4,009	4,147	4,285
Retail Space Rental Revenue					
2nd / 3rd Grade Classroom Rental Revenue	5,408	5,602	5,700	5,897	6,093
5th Grade Classroom Rental Revenue	5,405	5,602	5,700	5,897	6,093
Medical Clinic Rental Revenue					
Kindergarten Classroom Rental Revenue	4,963	5,144	5,234	5,414	5,595
Café / Bakery Rental Revenue					
Music Room & Kitchen & Storage Rental Revenue	8,303	8,605	8,766	9,058	9,360
Community Library Rental Revenue					
Library & Storage Rental Revenue	4,772	4,945	5,032	5,206	5,379
Senior Center Rental Revenue					
Computer Lab Rental Revenue	5,049	5,233	5,324	5,508	5,692
Community Multi-Purpose Room Rental Revenue					
Multi-Purpose - Revenue	13,959	14,467	14,720	15,228	15,736
Total Rental Revenues	\$59,961	\$61,498	\$62,577	\$64,735	\$66,893
Misc. User Fee Revenue	\$600	\$600	\$600	\$600	\$600
Total Revenues	\$59,961	\$62,098	\$63,177	\$65,335	\$67,493
Costs					
Labor					
Facility Mgr. Wages	\$19,000	\$19,000	\$19,000	\$19,000	\$19,000
Maintenance Mgr. Wages	10,000	10,000	10,000	10,000	10,000
Total Labor Costs	\$29,000	\$29,000	\$29,000	\$29,000	\$29,000
Insurance					
All Perils Insurance Cost	\$2,907	\$2,907	\$2,907	\$2,907	\$2,907
Liability Insurance Cost	500	500	500	500	500
Total Insurance Costs	\$3,407	\$3,407	\$3,407	\$3,407	\$3,407
Utilities					
Electric	\$6,717	\$6,717	\$6,717	\$6,717	\$6,717
Natural Gas	6,295	6,295	6,295	6,295	6,295
Telecommunication	720	720	720	720	720
Water / Sewer	797	797	797	797	797
Total Utilities Costs	\$14,529	\$14,529	\$14,529	\$14,529	\$14,529
Furniture, Fixtures & Equipment					
Computer	\$2,000	\$0	\$0	\$0	\$0
Desks and Filing Cabinets	600	0	0	0	0
Exercise Equipment	0	3,000	0	0	0
Sign Costs	3,000	0	0	0	0
Total Furniture, Fixtures & Equipment Costs	\$5,600	\$3,000	\$0	\$0	\$0
Office Supplies					
Total Office Supplies Cost	\$50	\$50	\$50	\$50	\$50
Maintenance and Anticipated Repairs					
Cleaning Supplies and Equipment	\$300	\$300	\$300	\$300	\$300
Building Exterior	2,500	100	150	200	2,500
Building Interior	200	250	3,000	350	400
Electric	105	110	115	120	125
HVAC	200	300	400	450	500
Landscaping	500	250	275	300	325
Plumbing	200	250	300	50	400
Roof	50	50	500	100	100
Total Maintenance and Anticipated Repairs Costs	\$4,055	\$1,610	\$3,040	\$1,870	\$4,650
Facility Repair Reserve Account	\$2,832	\$2,580	\$2,601	\$2,443	\$2,582
Total Yearly Expenses	\$59,473	\$54,176	\$54,627	\$51,299	\$54,218
Yearly Profit Loss Plan 1	\$468	\$7,923	\$8,550	\$14,036	\$13,275
Accumulated Profit or Loss		\$8,390	\$16,940	\$30,977	\$44,252
Market Prices (\$/square foot/month)	\$0.55	\$0.57	\$0.58	\$0.60	\$0.62
Common Space Charge (\$/square foot/month)	0.12	0.11	0.11	0.10	0.11
Price Less Common space Charge (\$/square foot/month)	\$0.43	\$0.46	\$0.47	\$0.50	\$0.51
Breakeven Price (\$/square foot/month)	\$0.55	\$0.50	\$0.50	\$0.47	\$0.50

Table 4-3
5 Year Profit-Loss Projection
Plan 2
Frannie Center

	Yr 1	Yr 2	Yr 3	Yr 4	Yr 5
Revenues (assumes 100% occupancy)					
Floor Space Lease Revenue					
Office Rental Revenue					
1st Grade Classroom Rental Revenue	\$3,802	\$3,940	\$4,009	\$4,147	\$4,283
4th Grade Classroom Rental Revenue	3,881	4,022	4,092	4,234	4,373
Resource Room Rental Revenue	3,802	3,940	4,009	4,147	4,283
Retail Space Rental Revenue					
2nd / 3rd Grade Classroom Rental Revenue	5,405	5,602	5,700	5,897	6,093
Day Care Center Rental Revenue					
5th Grade Classroom Rental Revenue	5,405	5,602	5,700	5,897	6,093
Youth Center Rental Revenue					
Kindergarten Classroom Rental Revenue	4,963	5,144	5,234	5,414	5,595
Cafe / Eatery Rental Revenue					
Music Room & Kitchen & Storage Rental Revenue	8,303	8,605	8,756	9,058	9,360
Community Library Rental Revenue					
Library & Storage Rental Revenue	4,772	4,945	5,032	5,206	5,379
Senior Center Rental Revenue					
Computer Lab Rental Revenue	5,049	5,233	5,324	5,508	5,692
Community Multi-Purpose Room Rental Revenue					
Multi-Purpose - Revenue	13,959	14,467	14,720	15,228	15,736
Total Rental Revenues	\$59,341	\$61,498	\$62,577	\$64,735	\$66,893
Misc. User Fee Revenue	8600	8600	8600	8600	8600
Total Revenues	\$59,341	\$62,098	\$63,177	\$65,335	\$67,493
Costs					
Labor					
Facility Mgr. Wages	\$19,000	\$19,000	\$19,000	\$19,000	\$19,000
Maintenance Mgr. Wages	10,000	10,000	10,000	10,000	10,000
Total Labor Costs	\$29,000	\$29,000	\$29,000	\$29,000	\$29,000
Insurance					
All Perils Insurance Cost	\$2,907	\$2,907	\$2,907	\$2,907	\$2,907
Liability Insurance Cost	500	500	500	500	500
Total Insurance Costs	\$3,407	\$3,407	\$3,407	\$3,407	\$3,407
Utilities					
Electric	\$6,717	\$6,717	\$6,717	\$6,717	\$6,717
Natural Gas	6,295	6,295	6,295	6,295	6,295
Telecommunication	720	720	720	720	720
Water / Sewer	797	797	797	797	797
Total Utilities Costs	\$14,529	\$14,529	\$14,529	\$14,529	\$14,529
Furniture, Fixtures & Equipment					
Computer	\$2,000	\$0	\$0	\$0	\$0
Desks and Filing Cabinets	600	0	0	0	0
Exercise Equipment	0	3,000	0	0	0
Sign Costs	3,000	0	0	0	0
Total Furniture, Fixtures & Equipment Costs	\$5,600	\$3,000	\$0	\$0	\$0
Office Supplies					
Total Office Supplies Cost	\$50	\$50	\$50	\$50	\$50
Maintenance and Anticipated Repairs					
Cleaning Supplies and Equipment	\$300	\$300	\$300	\$300	\$300
Building Exterior	2,500	100	150	200	2,500
Building Interior	200	250	3,000	350	400
Electric	105	110	115	120	125
HVAC	200	300	400	450	500
Landscaping	500	250	275	300	325
Plumbing	200	250	500	50	400
Roof	50	50	500	100	100
Total Maintenance and Anticipated Repairs Costs	\$4,055	\$1,610	\$5,040	\$1,870	\$4,650
Facility Repair Reserve Account	\$2,832	\$2,580	\$2,601	\$2,443	\$2,582
Total Yearly Expenses	\$59,473	\$64,176	\$64,627	\$51,299	\$54,218
Yearly Profit Loss Plan 1	\$468	\$7,923	\$8,550	\$14,036	\$13,275
Accumulated Profit or Loss		\$8,390	\$16,940	\$30,977	\$44,252
Market Prices (\$/square foot/month)	\$0.55	\$0.57	\$0.58	\$0.60	\$0.62
Common Space Charge (\$/square foot/month)	0.12	0.11	0.11	0.10	0.11
Price Less Common space Charge (\$/square foot/month)	\$0.43	\$0.46	\$0.47	\$0.50	\$0.51
Breakeven Price (\$/square foot/month)	\$0.55	\$0.50	\$0.50	\$0.47	\$0.50

4.11 MARKETING STRATEGY

As previously stated it will be the job of the facility manager to actively market the facility. PPC believes that the facility, its events, its rental space, its businesses and its organizations need to be marketed in various mediums. Advertisements could be placed in local community newspapers and on the radio.

The Wyoming Business Council contains a commercial property database. This electronic database, accessible through the Wyoming Business Council website, provides an opportunity for Wyoming communities to list commercial properties at no cost.

PPC believes that the target market will be individuals, businesses and organizations within 20 miles of Frannie. Special attention must be paid to sole proprietorships and local organizations within Frannie.

Local companies with operations and assets in the vicinity of Frannie may have some interest in obtaining some limited commercial floor space at Frannie Center. Such companies may include Burlington Northern-Santa Fe Railway, Wyoming Lime, Montana Limestone, or TCT West. These companies may benefit from having a space outside nearby offices where they can hold special meetings, provide employee training, and/or perform selected administrative tasks.

Various potential public agencies, which could represent potential lessees of floor space for community uses, include organizations such as the Lovell Senior Center, one of the nearby county or community hospitals, and the Wyoming Business Council.

Existing small business owners in Frannie should be encouraged to make use of commercial space in Frannie Center. Doctors, lawyers, consultants, bookkeepers and accountants, real estate brokers, and other professional services in Deaver, Lovell, Cowley, or Powell should also be contacted to identify the availability of floor space. Other possible lessees may include individual technical services, e.g., computer repair. The more marketable professional and technical services are those that are not reliant upon walk-in traffic.

With the availability of a multi-purpose room and related recreational opportunities, potential small business owners can also be offered a free recreational membership for one year or longer. This amenity is a rare benefit to small business owners in north central Wyoming, but it may be one of those factors that can help market the facility.

In the event that the local market in Frannie and other north central Wyoming communities does not exhaust the potential occupancy of the building, some target markets will need to be pursued by the facility manager and/or a consultant. The preparation and airing of some effective commercial radio advertisements on National Public Radio in Wyoming might also prove to be an effective opportunity to discover other potential leads.

CHAPTER FIVE

COMMUNITY PERCEPTIONS

5.1 INTRODUCTION

Chapter Five presents an overview of community perceptions concerning future community development in Frannie.

Pedersen Planning Consultants (PPC) developed this overview through an initial review of the Frannie Community Assessment that was made by the Wyoming Rural Development Council (WRDC) in March 2003. The Frannie Community Assessment includes, in part, a documentation of community issues that were gained via listening sessions, interviews, and written comments from local residents (Wyoming Rural Development Council, 2003).

PPC supplemented this information with further community insights that were obtained via more recent interviews of selected community residents, small business owners, community leaders, regional industrial employers, utility company representatives, and some public agencies between November 2004 and March 2005. The interviews were conducted primarily at the Frannie Community Brick House, or at the place of business of the person being interviewed.

The individual interviews were structured to:

- assess general community attitudes toward future community development;
- identify community assets and constraints that will influence future community development;
- correlate and refine the number of community issues identified in the March 2003 WRDC Community Assessment to those issues that were considered more important to facilitate future community development;
- identify potential economic development opportunities; and,
- gain community recommendations and preferences concerning how to address community development issues, and pursue potential economic development opportunities.



This information provided considerable context and further insights to the issues identified by WRDC in March 2003. PPC documented information gained from each interview.

5.2 COMMUNITY ASSETS

5.2.1 Quality of Life

Frannie residents have chosen to make their homes in a small town that affords them a certain quality of life that is generally not available in larger communities. Frannie residents point to the desirability of a safe, peaceful, and less crowded living environment that enjoys a low crime rate, clean air, and a pleasing physical environment near the Pryor and Big Horn Mountains. In Frannie, everybody knows everybody, neighbors are generally supportive and helpful, and most people are friendly and considerate towards each other. Further, many residents believe that Frannie has strong community leaders, a great sense of family and community spirit, and an atmosphere that encourages good values.



5.2.2 Available Services

Frannie has some valuable services and resources available in the community. The Frannie Fire Department is ideally situated along U.S. Highway 310. Volunteers provide fire suppression and emergency medical services. The Fire Department and the municipal police chief are first responders who have received considerable training. Several residents are licensed professional nurses (LPN) or certified nursing assistants (CNA).

The U.S. Post office is a short walk or drive from home. Elderly residents can receive some support from hospital staff, as well as the senior center in Lovell. The community library is viewed as a valuable asset that can be further expanded and open more often to facilitate greater public access. The availability of on-line banking is an appreciated option to regularly traveling to regional banks.

5.2.3 Infrastructure

Residents generally feel fortunate to have adequate water, sewer and wastewater services in the community.

Some residents view the Port of Entry as an asset because of existing employment opportunities and its potential to help attract visitors to the community. These assets and available rail access could help the community draw greater economic investment and expansion.



Exceptional broadband services available from TCT West greatly facilitate telecommunications via the Internet, telephone and television.

The basketball and volleyball court adjacent to the Frannie Town Hall provides desirable outdoor recreational opportunities in the community.



5.2.4 Community Leaders

Most residents appear to believe that Frannie has good, strong, and knowledgeable community leaders. They regard their town council and municipal government as a community asset.

There is lack of enforcement of municipal regulations. Some residents view that zoning, for example, would help make the community more attractive to future investment.

5.3 CONSTRAINTS TO FUTURE COMMUNITY DEVELOPMENT

5.3.1 Closure of Frannie Elementary School

A major community asset in the community has been Frannie Elementary School. This facility has provided employment for some residents and a convenient location for residents to send their children for education and participate in after-school programs. The school has also provided both indoor and outdoor recreational opportunities. This facility has also provided a social gathering



place for the community when parents and children come together for various school programs and activities. The pending closure of Frannie School represents an erosion of social interactions within the community. Some residents fear that the loss may further diminish other existing community services.

5.3.2 Lack of Commercial Services

Many Frannie residents see the need for other services, particularly commercial services. There is no place to buy groceries or purchase gasoline for the cars and trucks. Some desire to have banking services closer to home. There are no doctors in town which forces families and senior citizens to travel to other nearby communities for medical services.

Some community residents struggle with the balance between a desire to sustain a small town atmosphere versus the desire to have greater accessibility to more commercial services. Some residents have suggested that community expectations for greater commercial services are unreasonable. Other residents say that an expanded availability of services is an important factor that will influence how long they remain in the community.

Community leaders and many residents recognize the need to make some changes to affect the economic environment in Frannie. However, they struggle with identifying reasonable and effective approaches that may be used to attract future investments in homes and new small businesses. In addition, they wonder whether desired commercial services can actually operate profitably within Frannie.

5.3.3 Telecommunications

The lack of long distance extended area services requires Frannie residents to pay long distance charges when calling people in other nearby communities such as Lovell and Cowley.

Emergency 9-1-1 calls are automatically routed to Powell. If the emergency is located in Park County, Park County Fire and Police will handle the call directly. If an emergency is located in Big Horn County, the 9-1-1 call is transferred to Lovell who will then dispatch the appropriate Big Horn County crew. Further, Park County does not have "enhanced" 911 capability which would provide Park County with an automatic identification that would give the location from which the call was made.

5.3.4 Factionalism within the Community

Uncertainties and some anxiousness concerning the future of the community have contributed to the formation of some social factions in the community. These factions often work against each other and set up barriers to community development and a more positive social environment. Some longer term residents say that now there is less unity and more apathy to community development issues that have led to an overall reduction in community involvement. Many folks that have worked hard to support past community efforts now represent a tired base of volunteers.

5.3.5 Infrastructure and Facilities

Some residents are dismayed at the costs associated with the Town of Frannie's installation of new water meters and water/sewer connections to homes and businesses. They believe that the imposition of higher fees discourages future small business investments in the community.

The development of some truck parking would help draw some greater business from truckers passing through the community.



5.3.6 Community Aesthetics

Various residents believe that Frannie is not an attractive community. They point to the visibility of junk cars and other "eyesores" in the community that need to be cleaned up.

5.3.7 Community Leaders

Some residents of the community view the Town Council as anti-business. They believe that the Town Council restricts growth through some of its actions.

Other Frannie residents believe that further land use controls, e.g., zoning, are not desirable for the community.

5.3.8 Lack of Area for Land Use Expansion

Some residents indicate that there is a lack of building sites in the community. Aside from the development of most platted parcels, poor soils and drainage affect the development of some properties.

5.3.9 Lack of Jobs and Businesses

Some residents view that the community demonstrates a lack of community support for local businesses. Others believe that the community lacks initiative in its approach to encouraging economic development.

The growth in business in Frannie is stifled by a limited consumer base and a lack of retail business. In addition, there is limited available labor force to support future business expansion.

5.4 POTENTIAL ECONOMIC DEVELOPMENT OPPORTUNITIES

5.4.1 Use Frannie School

A number of residents have expressed interest in seeing Frannie School being used for other commercial and community activities. The facility is considered to be a valuable community asset even without the presence of educational uses. A related concern, however, is the ability of the Town of Frannie to operate the facility without generating significant impacts upon the municipal budget.

5.4.2 Establish New Small Business Enterprises

Various residents believe that a variety of small businesses could be developed in Frannie. Such businesses might include enterprises such as a truck stop/convenience store, an RV campground, general mercantile store, a "First Stop" in Wyoming café, a commercial greenhouse, and other retail stores. Others envision more industrial opportunities such as the establishment of an ethanol plant.

5.4.3 Develop Attractions to Lure Motorists to Stop in Frannie

Some residents have expressed that there are opportunities to attract more visitors through the establishment of a business that offered tours of the area. Visitors could arrange to participate in day tours through a local company.

If an AmTrak Station could be established in Frannie, such a facility could also be used to attract some visitor traffic to the community. Others suggested the development of a state rest area facility adjacent to an existing park, e.g, Michael Fleming Park.

5.4.4 Expand Recreational Opportunities

Various residents have expressed the need for greater recreational opportunities such as:

- Flat, open grassy area for football/soccer;
- Walking paths
- Public restrooms at existing parks
- Public swimming pool
- Organized recreational events and recreation program
- skate board park
- picnic shelters and more picnic tables
- Recreation facility for teens, younger children, and seniors

5.4.5 Develop a Community Center

A general concept among various residents is an apparent desire to establish a community center. Concurrently, residents see a need for a place for seniors to meet, social and public health services,

5.4.6 Assisted-Living Facility for Seniors

Some Frannie residents perceive a need for the development of assisted-living facilities for senior citizens in the community.

5.4.7 Expand Community Services

Residents have expressed a variety of ideas for an expansion of community services. Some have suggested the concept of organizing a first responder group and area clinic for Frannie and Deaver residents. The community has various persons who have received first responder training and/or actively work as licensed professional nurses or certified nursing assistants.

In terms of transportation, some residents have recommended the development of a community bus that would primarily serve school-aged children and senior citizens. The bus system would help enable residents to gain access to community services in other communities.

Some residents have proposed that the community library obtain videos and books on taps. In addition, some would like to see the library open more often.

5.4.8 Promote the Community

Some residents suggest that the community could market itself better. Some have expressed the need to establish an area chamber of commerce that might be organized in cooperation with Deaver. Others recommended that the community should seek to have a community section incorporated into the Lovell's community newspaper.

5.4.9 Establish a Business Park

The establishment of a business park on the west side of Frannie has been suggested by some residents to promote greater economic development.

CHAPTER SIX

CONCLUSIONS AND RECOMMENDATIONS

6.1 INTRODUCTION

Chapter Six further refines and clarifies community development issues and provides recommended courses of action to address community development needs and opportunities. The analyses presented in Chapters Two, Three and Four provide the basis for the refinement of community development issues and opportunities.

The Frannie Town Council, the Frannie Economic Development Committee and PPC representatives met together on April 16, 2005^{a)} to discuss preliminary conclusions of the Community Development Plan and recommended community development strategies. These discussions led to a further refinement of community development issues, opportunities and strategies.

6.2 PROSPECTS FOR FUTURE COMMUNITY DEVELOPMENT

Frannie, Wyoming, is a bedroom community that continues to sustain itself through the entrepreneurial efforts of local small business owners, as well as those employed in the regional economy. Bentonite mining and processing, limerock mining and processing, lime production operations, and related transportation services are core components of the economy that primarily support household incomes in the community. Other jobs in education, the Frannie Port of Entry, and other social services also provide important sources of employment and income.

Frannie has many community assets that make it an attractive place to live. The community has a small town atmosphere that contains friendly and helpful residents. Many residents have lived in the community for a considerable amount of time and have committed many hours to make Frannie a better place to live. At the same time, the community struggles to deal with the reality of the pending closure of Frannie Elementary School. The community is in search of a new "foundation", or more common ground, to keep Frannie viable and attractive as a place to live, work and invest.

Frannie is close to a variety of regional employment opportunities and vehicular traffic congestion to and from work is not an issue. Frannie is one of several bedroom communities that families and workers have to choose from in north central Wyoming. Its desirability as a place to live, raise families, and work is based largely upon the availability of land for future land use expansion, the accessibility to some shopping and commercial service opportunities, amenities that provide some

opportunities for indoor and outdoor recreation, as well as some interaction with friends and neighbors.

Future prospects for community development are bright in light of recent improvements to municipal water and sewer systems, and the municipal road network. These assets are supplemented by ample electrical energy supplies, available natural gas, and telecommunication services.

One of the important catalysts needed to encourage future community development is the availability of lands and structures to expand existing land uses and locate new investments. Frannie is blessed with vacant lands and structures that can be used to stimulate a modest expansion of various land uses that can make the community attractive for future economic investment by both homeowners and small businesses.

But the implementation of these opportunities will require a greater commitment and cooperation upon residents of the community and adjacent landowners to look beyond the current condition of Frannie to a vision of what the community can become. There must be greater give and take between community residents and adjoining landowners to help stimulate future investment for new homes, businesses, as well as expanded community and public facilities.

The Town of Frannie must also be prepared to take more aggressive actions to encourage community development that will differ considerably from the roles assumed by larger communities in Wyoming and Montana. Municipal government will also likely need to provide some incentives to persons who are prepared to invest in Frannie.

Potential investors, from within and outside of the community, need to understand the future vision of the community before they make an investment. In the absence of this information, potential investors can become uncertain about the desire of the community to support their new business, as well as the location(s) that they may desire to develop. A final portion of Chapter Six provides a community land use plan map. This map and supporting rationale express and recommend a general vision concerning the type and location of future land uses in Frannie.

The following paragraphs provide some specific recommended actions that the community can pursue to stimulate future land use expansion and investment. These recommendations are also summarized in Chapter Seven where specific projects are identified and accompanied with responsibilities and schedules assigned for their implementation.

6.3 ACQUIRE FRANNIE SCHOOL AND RELATED PROPERTIES

One of the more attractive community development opportunities in Frannie is the Frannie Elementary School facility that is scheduled to close at the end of the 2004-2005 school year. The school facility and two vacant residential buildings lots west of the school are important community assets that can provide floor space for:

- Commercial retail trade, an eating establishment, as well as various professional and technical services.
- Community facilities such as community library, a senior center, and a medical clinic.
- Indoor recreational opportunities for basketball, volleyball, and fitness activities.
- Outdoor recreational playground opportunities for younger children.
- Facility management and building operation and maintenance.

The recommended acquisition of these facilities by the Town of Frannie would enable the community to help sustain existing small businesses and encourage the establishment of new small business enterprises. In combination, these opportunities would expand employment and income opportunities in the community.

West of the school, there are also eight vacant lots on the south side of Sixth Street (Block 22, lots 1 through 8). These lots comprise about 56,000 square feet, or almost 1.3 acres, of land area. The 1.3-acre site holds considerable promise for the potential construction of a small assisted-living facility complex or the potential development of two or three sites for new commercial enterprises. The development of a vehicular parking area within the undeveloped right-of-way at the north end of Cedar Street (between 5th Street and 6th Street) could provide additional parking for visitors to the proposed assisted-living facility, as well as commercial and community uses within the proposed Frannie Center.

The school facility, as well as the two vacant residential buildings lots and eight vacant lots west of the school, are presently owned by Big Horn County School District #1. Informal discussions with school district superintendent and a member of the school district board suggest that Big Horn County School District #1 may be willing to sell the facility for a very nominal cost if planned land and facility uses would generate substantive benefits to the community.

6.3.1.1 Pursue Acquisition of the School with Big Horn County School District #1

The Town of Frannie expressed its general interest to acquire these properties in a December 8, 2004 letter to district superintendent Kevin Mitchell. A follow-up conversation with the district superintendent should be made by a representative of the Town Council who should also deliver a more detailed request for the sale of these properties to the Town of Frannie for \$100. This letter should indicate the Town of Frannie's desire to:

- purchase the school facility on Block 21, lot 1, in its existing condition, as well as other fixed and portable equipment in the kitchen, other rooms of the school, and the outdoor playground that may be costly for the school district to relocate, but would be useful to the community to support planned facility uses.
- Purchase the two buildings that are situated on Block 22, the east half of lot 20, as well as lots 21 through 24.
- Purchase the eight vacant lots west of the school that are situated within Block 22, lots 1 through 8.
- Request the opportunity to make a formal presentation to the Big Horn County School District board that outlines the purpose and scope of its proposed purchase.

Through discussions with the superintendent, the Town representative should also determine appropriate dates for vacancy of the properties by the Big Horn County School District #1, the potential sale of the property by the school district, and the future occupancy of the property by the Town of Frannie.

6.3.1.2 Pursue Grant Funding to Support Initial Facility Improvements

Should the Town of Frannie be able to negotiate a reasonable sales price for the property, it should apply for a grant and/or loan that may be available via the Wyoming Community Facilities Program. Enrolled Act 114 from the 2005 Wyoming State Legislature indicates that grant funds or loans made via this new program may consist of projects that include:

- The expansion, renovation, or remodeling of existing surplus governmental facilities;
- The purchase of an interest in, or cooperative agreements for the expansion, renovation, or conversion of school facilities to the extent the facilities exceed statewide school building and facility adequacy standards established by the School Facilities Commission.

Proposed projects are to be related to economic development or the enhancement of the quality of life in a community. Recommended uses of the school facility, which are presented in greater detail in Chapter Four, include uses that are intended to address both of these program objectives. Grant or loan applications are to be made to the Wyoming Business Council which will administer this program.

Any Wyoming Community Facilities grant or loan application should include a request for funds for, at least, the following:

- The purchase and installation of signage along U.S. Highway 310 and new commercial lettering on the exterior of the Frannie Elementary School building. An electronic sign in front of the school property is also desirable to advertise commercial services in the building, as well as scheduled community activities.
- Replacement of interior carpet in main hallway
- Painting of selected portions of building exterior
- Development of vehicular parking lot on west side of school facility using the undeveloped street right-of-way at the north end of Cedar Street (between 5th and 6th Street).

6.3.1.3 Organize Management, Operation and Maintenance, and Marketing Functions

If the school facility is successfully acquired, the Town of Frannie will need to structure the management, operation and maintenance, and marketing functions for the new community center which might appropriately be named and marketed as "Frannie Center".

As outlined in Chapter Four, the Town of Frannie will need to hire a facility manager that will be responsible for supervising the day-to-day management needs of the facility. Such tasks may include scheduling and preparing for community events, bookkeeping, marketing the building's rental spaces, supervising and coordinating with the facility maintenance person, and serving as a liaison between facility users and the Town of Frannie. While the day-to-day marketing functions of Frannie Center will be performed by the facility manager, the Town of Frannie may, if necessary, consider using a consultant to help market selected types of small businesses outside of Frannie and north central Wyoming.

The operation and maintenance of the Frannie Center will also require a facility maintenance person. This person will most likely be a part-time employee who would be responsible for the general maintenance of the building. This employee would work under the direction of the facility manager and perform all custodial and maintenance services associated with the building and the building site.

6.4 ENCOURAGE DEVELOPMENT OF AN ASSISTED-LIVING FACILITY

If lots 1-8 in Block 22 are acquired from the Big Horn County School District #1, the Town of Frannie should encourage the private development of an assisted-living facility. The Town of Frannie can encourage a private investment through the transmittal of relevant information to selected developers of senior housing that are based in Utah, Montana, and other surrounding states.

Prior to transmitting this information to selected developers, the Town of Frannie should prepare a survey to each household that contains one or more persons who are 55 years or older. In April 2000, there were 41 persons in Frannie who were in this age group. The survey should attempt to gain some general demographic information, as well as seek to determine their potential interest in residing within an assisted-living facility in Frannie.

Should survey results indicate a potential demand for, at least, 12 residents, a prospectus concerning the potential development opportunity for an assisted-living facility should be prepared and distributed to selected developers of senior housing. This document will provide:

- available demographic information;
- a forecast of potential demands for assisted-living housing;
- a description of relevant site conditions, vehicular access, and supporting utility systems;
- a description of the potential relationship between the proposed assisted-living facility and the adjoining commercial-community facilities center at Frannie Elementary School;
- a copy of the community land use plan map and/or the entire community development plan report; and,
- other possible incentives that may be offered by the Town of Frannie to attract investment.

Following the distribution of the project prospectus, a representative of the Town of Frannie should make follow-up contacts with each housing developer to answer potential questions and provide clarifications of the information presented in the project prospectus. Any developer that expresses any potential interest should be encouraged to come to Frannie to tour the building site and surrounding community.

Should interest in the development opportunity continue following an onsite visit, a written agreement between the housing developer and the Town of Frannie would be developed. The terms of this agreement may, in part, require the Town of Frannie to relinquish ownership of the property once various conditions are met by the housing developer.

6.5 ENCOURAGE COMMERCIAL HIGHWAY DEVELOPMENT ALONG U.S. HIGHWAY 310

Using the recommended community development plan as a guide, the Town of Frannie has an opportunity to encourage commercial highway development on selected properties in the community that front U.S. Highway 310. Desirable commercial uses along the highway could include, at least, eating establishments,

specialty coffee huts, convenience stores and/or gas stations, mercantile and other retail stores, motels and RV campgrounds that will attract some highway business.

These and other complementary types of private commercial investment may be attracted by the Town of Frannie through its offering of some financial incentives to landowners. The Town of Frannie could, for example, offer free connections to the municipal water and sewer systems to the developer of a new commercial business on the properties identified in the recommended community land use plan. However, such an offer would be contingent upon some conditions such as the developer's commitment to pay regular water consumption fees for, at least, three years, following the connection of the business to the water and sewer systems.

Other potential incentives might include the Town of Frannie's commitment to help market each new commercial business via a municipal website and other community marketing efforts. The same opportunity could be provided to existing retail businesses such as the Frannie Bar and the Frannie Tack Shop.

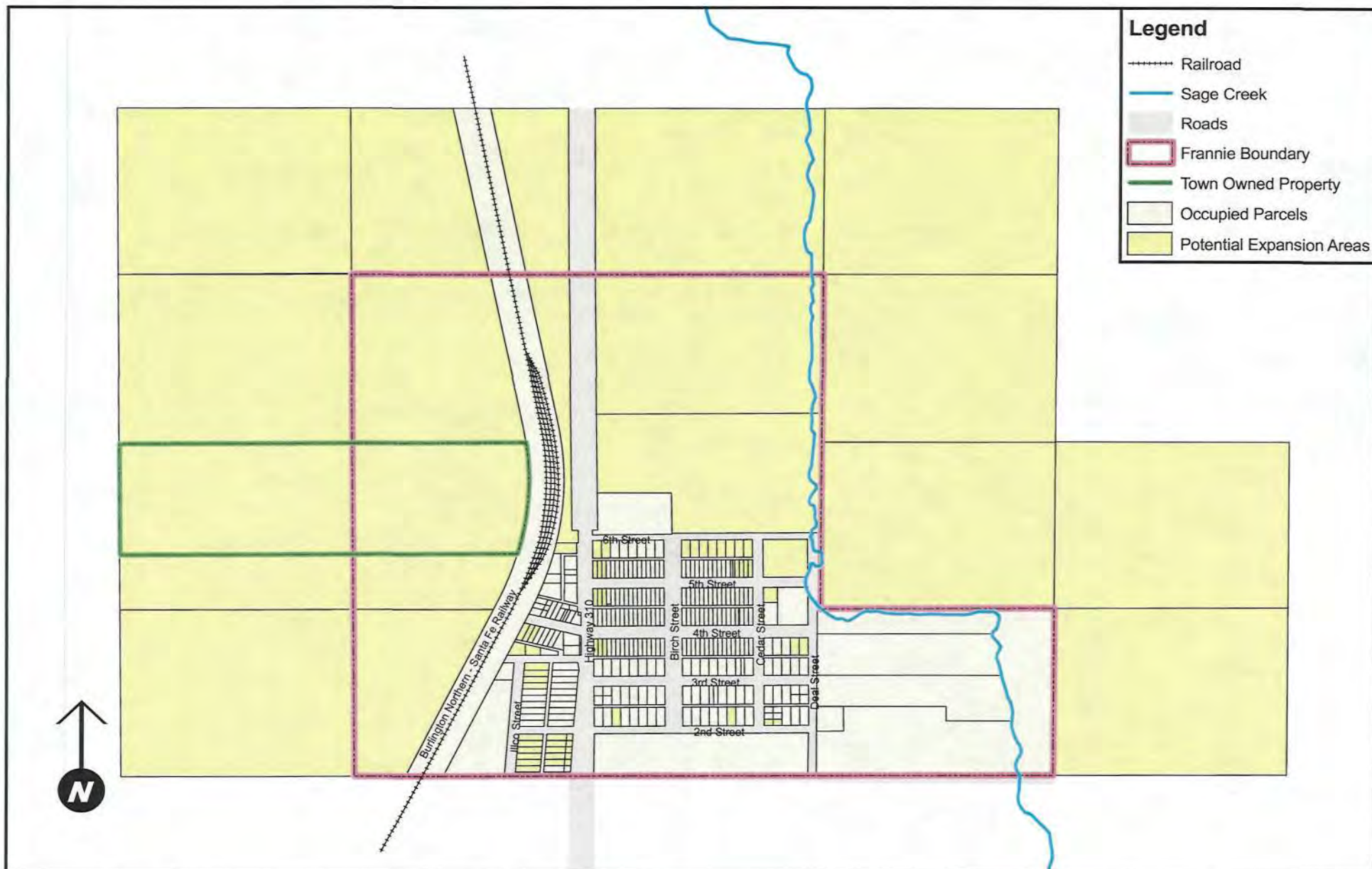
6.6 ENCOURAGE INDUSTRIAL LAND USE ON VACANT MUNICIPAL PROPERTY

One of two vacant municipal properties owned by the Town of Frannie is a 45-acre parcel of surface estate on the west side of Frannie (Figure 6-1). About 30 to 40 percent of this property is situated within the municipal boundary of Frannie; the remaining portions of the property are located within the unincorporated area of Park County.

Vehicular access to the property can be made via U.S. Highway 310 and Fourth Street where a rail crossing is available. However, the Town of Frannie has no legal access to its property from Fourth Street unless it obtains a road easement across the Marathon Oil property immediately south of the 45-acre parcel. The Town of Frannie should contact Marathon Oil to secure an easement across the Marathon Oil property.

Since the 45-acre property is owned by the Town of Frannie, the community has an opportunity to market this vacant land parcel for a variety of industrial land uses. The land would desirably be leased to one or more industrial companies unless one larger company desired to make a long-term investment in the community.

Those lands within the municipal boundary of Frannie would desirably be leased first because of their proximity to Fourth Street, as well as water mains along the west end of Fifth and Sixth Streets. The City would survey each site that is leased to industrial companies.



Frannie Community Development Plan

Opportunities for Land Use Expansion Frannie, Wyoming

Prepared by: Pedersen Planning Consultants
P.O. Box 66, Encampment, WY, 82325 Tel: 307-327-5434

Figure 6-1

Reasonable and attractive lease fees would be offered by the Town of Frannie to stimulate some industrial investment in the community. Each lease agreement would establish reasonable, specific requirements to ensure that industrial sites would be maintained in an attractive manner and not adversely impact nearby residential land uses. For example, reasonable stipulations regarding fugitive dust emissions, time of operations, and general maintenance should be provided in the lease agreements.

The Town of Frannie should also develop of an unimproved access road and water main along the south end of the property (within the municipal boundary) to facilitate vehicular access within the site. Otherwise, each industrial lessee would be responsible for the cost of other onsite improvements such as buildings, connection fees to the water system, and the installation of an onsite wastewater disposal system, e.g., septic tank

6.7 ESTABLISH A FRAMEWORK FOR LOCAL LAND USE MANAGEMENT AND LAND USE CONTROLS

One of the essential steps to community development is keeping Frannie's investment climate attractive to existing and future residents of the community. Zoning is a means of regulating local land uses in order to:

- Separate conflicting land uses;
- Encourage new development in areas desired by the community and reflected in a community land use plan; and,
- Promote quality development which will not harm the health, safety, and welfare of the community

Potential investments associated with the purchase and/or development of new homes and businesses rely upon investor expectations of:

- available developed property or vacant land that can be developed for one or more land uses;
- the legal authority to establish one or more land uses in the community;
- reasonable building setbacks, other site requirements, and building criteria that will help ensure property values and minimize conflicts between adjoining landowners;
- a general vision of land uses where various types of land uses are expected to occur within the community;
- the type of land uses that may occur on properties adjacent to properties being considered for potential investment;
- the availability of supporting utilities to support future land use expansion; and,
- a zoning ordinance and other municipal regulations needed for local land use management, enforcement, and other land use controls.

In section 6.9, a community land use plan is presented that provides a general vision for the type and location of future land uses in Frannie. Upon adoption of the community development plan related community land use plan, the next logical step towards effective land use management is the preparation and adoption of a zoning ordinance and related zoning map.

A reasonable zoning ordinance would include, at least, permitted land uses for various zoning districts, selected building standards, minimum lot sizes, building setback requirements, as well as standards for building construction, vehicular parking and storage, and signage. The zoning ordinance would also include a simple land use and building permit process that would establish processes and procedures for future land use development in the Town of Frannie. A zoning map, which identifies the locations of all zoning districts identified in the zoning ordinance, should also be prepared and subsequently adopted by the Town Council.

In the course of establishing a future zoning ordinance, W.S. 15-1-604 directs a town mayor, with consent of the Town Council, to appoint a municipal planning and zoning commission to recommend zoning district boundaries and appropriate zoning regulations.

In W.S. 15-1-605, the mayor, with consent of the Town Council, may also appoint an administrative officer that is responsible for the administration and enforcement of the zoning ordinance processes and procedures. The municipal planning commission can also serve as a local board of appeals.

6.8 MARKET AND ENCOURAGE FRANNIE AS A DESIRABLE PLACE TO LIVE, WORK AND INVEST

The marketing of a community can be accomplished in a variety of ways. There is no single "silver bullet" that represents the best approach. A combination of marketing actions is usually the most productive strategy.

6.8.1 Establish and Maintain a Website for the Town of Frannie

A website should be developed for the Town of Frannie. The Town of Frannie should retain the services of a website developer in Wyoming to establish, maintain and periodically update the content of the website.

The municipal website should present information about the community that describes:

- the regional location of Frannie,
- community assets,
- community demographics,

- existing small businesses and their related services and/or products, as well as contact information
- potential investment opportunities,
- an adopted community land use map,
- the names and location of regional employers, and,
- a point-of-contact for questions and information.

The website developer should maximize the use of digital photos and digital illustrations from the Community Development Plan report that can be used to sustain interest among those visiting the website.

6.8.2 Use the Resources of the Frannie Economic Development Committee

Since Frannie does not have a local chamber of commerce, it needs an informal organization to help listen to the concerns and ideas of small business owners and, at the same time, serve as a marketing representative for the community. The recently formed Frannie Economic Development Committee comprises four residents who have extensive knowledge and experience about the community. This committee should be encouraged to carry out two important economic development functions.

The Frannie Economic Development should be encouraged to hold informal monthly meetings with local small business owners. The scope of the meetings will be organized to:

- keep small business owners informed about potential economic development issues and opportunities;
- enable small owners to discuss and organize cooperative marketing efforts; and,
- provide constructive recommendations to the Town Council concerning potential actions that might help facilitate future economic development in the community.

The chair of the committee, or other committee representative, will assume the responsibility to regularly report important issues and recommendations to the Frannie Town Council on a monthly basis.

Other economic development committee members should be prepared to provide onsite tours of the community for potential investors that are considering a potential home or business investment in Frannie, but are not familiar with the community. Such tours will enable potential investors to become familiar with available community assets and other factors that might influence their home or small business investment.

One of the economic development committee members should also attend appropriate meetings of the Big Horn County Economic Development Committee. A second option is to periodically coordinate economic development activities with the executive director of the organization that is based in Greybull. Such coordination may reveal potential opportunities that can benefit local small businesses and help expand the marketing effort of the community.

6.8.3 Organize and Perform Annual Town Cleanups

Another essential component to marketing Frannie as a desirable place to live, work and invest is keeping the community physically attractive. Annual cleanups of the community, which once were made on an annual basis, should be re-established and organized. The annual community cleanups will ideally combine the use the volunteer labor of local residents with appropriate equipment and other resources of the Town of Frannie.

The focus of these efforts should be to:

- collect solid waste materials from street right-of-ways, the U.S. Highway 310 right-of-way, and on all private properties.
- Collect and dispose of old appliances, inoperable vehicles, abandoned mobile homes, and other larger items.

These efforts can be encouraged through the transmittal of letters to every household that encourage their participation of a given day. The same letter would advise residents of the opportunity and procedures necessary to surrender inoperable vehicles, abandoned mobile homes, and other larger items to the Town of Frannie for their disposal. Such a service would be offered at no cost to residents on the annual community cleanup day.

A related picnic and barbecue would ideally be held immediately following the community cleanup day effort. The organization of such a gathering enables the mayor and other Town Council members to express their appreciation to Frannie residents.

Prior to the annual community cleanup day, the Frannie Chief of Police will also be need to perform title searches on inoperable vehicles and abandoned mobile homes before residents can release these items to the Town of Frannie for disposal. The collection and disposal of old appliances, inoperable vehicles, and abandoned mobile homes will likely require the short-term lease of a semi-truck and trailer that can be used to haul larger items from the community. A second option is to request the same equipment from nearby companies that may be able to provide such equipment and a driver for the annual community cleanup day.

6.9 Encourage Development of Affordable, Short-Term and Long-Term Housing

One of the key elements to attracting future investment is the availability of existing housing and locations where new housing can be developed. The achievement of this objective begins with the determination of potential locations for single-family, multi-unit and temporary housing, e.g., recreational vehicle (RV) and mobile home parks.

Potential areas for residential expansion areas have been generally identified as part of this community development plan. However, the potential locations for future single-family, multi-unit, and temporary housing need to be more specifically identified in the context of various considerations such as vehicular access, the availability of water distribution and sewer collection systems, and adjoining land uses.

Ultimately, the preferred locations for different types of housing can be incorporated into a zoning ordinance and related zoning map for the Town of Frannie. Using this approach, a zoning ordinance and related zoning map can be used to help keep the community attractive to future residential investment as the Town of Frannie clarifies where various types of residential housing are preferred.

In order to encourage future residential expansion, particularly multi-family and temporary housing areas, some incentives will likely need to be offered to potential developers. For example, the Town of Frannie could offer free water and sewer tap fees to prospective developers.

6.10 Encourage Residential Development North of Sixth Street

This community development plan has already identified a 58-acre parcel north of Sixth Street as a logical location for future residential expansion. The potential development of this property is constrained by an existing contract sales agreement that will not be concluded for, at least, several years. Further, written comments received from one of the future landowners of this property do not suggest an interest in future residential development.

Despite these constraints, the suitability of this site for residential development should be discussed with existing and future owners of the 58-acre site. An informal meeting between Town of Frannie representatives and landowners should a discussion of potential residential development opportunities and possible incentives that could be offered by the Town of Frannie.

Should future landowners eventually express a potential interest in future residential development, the Town of Frannie could seek funds to help support the extension of water distribution and sewer collection lines to this site. Subsequently, an agreement could be negotiated to formalize an understanding of expectations and commitments by both parties.

6.10 COMMUNITY LAND USE PLAN

6.10.1 General

A community vision of future land uses is needed for Frannie to communicate:

- what type of investments the community believes are needed or desired;
- where future land use development should generally occur; and,
- the geographical extent of desirable future land use expansion.

The communication of this general community vision is important to potential investors who may consider Frannie as a place to live, work and invest. The identification of a general community vision enables future investors, from within and outside of the community, to better evaluate the compatibility of their personal and/or business investment interests with the vision of the community. Upon adoption, the general land use plan and the overall community development plan will also provide important rationale that is necessary to establish a zoning ordinance and related zoning map for the Town of Frannie (see section 6.7).

The recommended community land use plan for Frannie (Figure 6-2) presents such a vision for the type and location of future land uses in the community. The community land use plan map presents a combination of agricultural, residential, commercial, and industrial land uses, as well as public and community facilities. The rationale for each of the general land use designations on the community land use plan map are discussed in the following paragraphs.

6.10.2 Recommended Land Uses

6.10.2.1 Agriculture

The lands east of Deal Street and south of 2nd Street continue to be the lands most suitable for future agricultural activities. The municipal-owned property, between Deal Street and Sage Creek which are presently used as a wastewater treatment site, represents one exception.

Some 55 acres of lands north of 6th Street are also suitable for agricultural uses. However, the potential conversion of these agricultural lands to residential use is possible during the next decade because these lands hold considerable promise for eventual residential expansion.



Frannie Community Development Plan

0 400 800 1,600 2,400 Feet

Prepared by: Pedersen Planning Consultants
P.O. Box 66, Encampment, WY, 82325 Tel: 307-327-5434

Community Land Use Plan Frannie, Wyoming

Figure 6-2

A narrow strip of land south of 2nd Street can continue to provide some limited pasture area for livestock such as horses, cattle and sheep. The potential conversion of these agricultural lands is not anticipated due to lower topographic elevations that would constrain future residential expansion.

6.10.2.2 Residential

Developed Properties

In January 2005, there were approximately seven vacant lots between 2nd Street and 4th Street that are adjacent to developed residential properties. These lots could accommodate the potential development of about six single-family homes within existing residential areas. West of U.S. Highway 310, there were an additional five lots that might accommodate the development of roughly three new homes. The availability of municipal street access, as well as convenient connections to municipal water and sewer systems, suggest that all of these vacant properties could be readily developed for new housing. However, none of these properties were known to be for sale in January 2005.

Undeveloped Properties

The 55 acres of land north of 6th Street represent the promising opportunity for future residential expansion in Frannie. The municipal water system already extends to 6th Street. The municipal sewer collection line, in the alley between 5th and 6th Street, already serves residences along both 5th and 6th Street. Vehicular access to the site can easily be achieved through 6th Street. General topographic characteristics of the 50+ acre site and the proximity of water and sewer systems suggest that future system extensions would be feasible.

Should the Big Horn County School District #1 properties in Block 22, lots 1-8, be acquired by the Town of Frannie, these lots represent a suitable site for the development of a smaller assisted-living facility. Such a location would be further enhanced by its adjacency to Frannie Elementary School which would desirably be converted into a combination commercial-community facility complex. If the private development of the Block 22 property for an assisted living facility cannot be encouraged, such lands could feasibly be used for a future expansion of single-family housing.

In contrast, lands south of 2nd Street are not considered desirable for future residential expansion. Lower topographic elevations would require the installation of one or more lift stations to enable connection of new homes to the municipal wastewater system (Lewis, 2005).

6.10.2.3 *Commercial*

Future commercial expansion opportunities could be accommodated within the Frannie Elementary School facility. As stated earlier, this facility could easily accommodate, at least, three commercial offices, a café, and two retail shops without any renovation or partitioning of the building.

The two vacant houses at 229 and 263 Fifth Street are on four lots owned by the Big Horn County School District #1. If these lots are acquired by the Town of Frannie, these lots could house small commercial offices or retail shops, e.g., hair salon. The residential building at 229 Fifth Street (the former Music Room) is in better structural condition. The adjacent house at 263 Fifth Street would require considerable renovation, but a replacement of this building would be preferable.

The future expansion of highway businesses along the east side of U.S. Highway 310 between 4th and 6th Street is desirable to attract potential retail expenditures from those persons passing through the community. Most of this potential expansion will require the demolition and re-development of some former commercial properties. In addition, other commercial facilities could be developed on three vacant lots on the west side of the highway that are situated immediately north of Frannie Bar.

6.10.2.4 *Industrial*

Lands on the west side of Frannie represent the most logical location for future industrial expansion. Many of these lands are presently vacant including one 45-acre parcel that is owned by the Town of Frannie. This area has convenient highway access and nearby rail yard facilities to support the transport of various goods and materials.

South of the municipal property, there are lands owned by Marathon Oil Company that contain some oil storage facilities. Consequently, the potential use of these lands for other industrial purposes will be limited.

West and north of Frannie Bar, there is a narrow strip of land between U.S. Highway 310 and the main line of the Burlington Northern Santa Fe Railway. These lands are designated for potential industrial use in the event that a potential team track facility would ever be established at the existing rail yard to support the transshipment of materials from trucks to rail, or from rail to trucks. The rail yard is a valuable community asset that might eventually be used to support some future industrial purpose.

6.10.2.5 Public Facilities

Existing public facilities are primarily situated along the west side of U.S. Highway 310. These facilities include the U.S. Post Office, the Fire District Hall, and the water storage facility owned by Shoshone Municipal Pipeline.

The Frannie Town Hall and community library are situated adjacent to the Cedar Street/4th Street intersection. The Community Brick House is located on the east end of 5th Street, just west of the American Legion Hall.

The only area of the community that is designated for future public facility expansion is the American Legion Hall site. Once this building is able to be demolished by the Town of Frannie, this site could be used as a vehicular parking lot, an expansion of the adjoining municipal park, or a future expansion of the Town Hall.

6.10.2.6 Community Facilities

There are no privately-owned facilities that are generally available for public use, e.g., churches, in Frannie. However, some of these uses may be incorporated into the Frannie Elementary School facility if the Town of Frannie can acquire this facility from Big Horn County School District #1.

6.10.2.7 Recreation

Recreational land uses are available at the playground adjacent to the Frannie Town Hall, Michael Fleming Park, and the ballfield between Ilco Street and the BNSF main line. Future recreational expansion may occur in conjunction with future residential expansion north of 6th Street. However, the potential availability of these lands for future residential expansion remains uncertain since these properties are presently under a contract sale agreement that extends for, at least, the next several years.

CHAPTER SEVEN

COMMUNITY DEVELOPMENT OBJECTIVES, STRATEGIES, AND IMPLEMENTATION PLAN

7.1 INTRODUCTION

Chapter Seven presents a series of community development strategies that are derived from the conclusions and recommendations outlined in Chapter Six. Each strategy is presented in the context of eight community development objectives. Each community development strategy contains a specific scope of work to be accomplished, an assignment of responsibility for project implementation, a project schedule, and, when appropriate, a project budget.

The project schedule assigned to each strategy identifies a year or multi-year period when a given strategy is to be completed. These schedules were based upon the priorities established by the Frannie Town Council and Frannie Economic Development Committee on April 16, 2005.

Pedersen Planning Consultants led members of the Frannie Town Council and Frannie Economic Development Committee through a matrix evaluation process that enabled each participant to individually assign priorities for 8 community development objectives. Individual scores were totaled and averaged to calculate a cumulative average score for each objective. Higher cumulative average scores for each community development objective reflected a higher priority; lower average scores indicated a lower project priority. The community development priorities derived from the matrix evaluation process are presented in Appendix B.



7.2 COMMUNITY DEVELOPMENT OBJECTIVES AND STRATEGIES

Objective 1: Acquire Frannie Elementary School and other adjacent properties owned by the Big Horn County School District #1.

Priority: 1

Strategy 1A: Pursue Acquisition of Big Horn County School District #1 Properties in Frannie

Scope: The Town of Frannie expressed its general interest to acquire these properties in a December 8, 2004 letter to district superintendent Kevin Mitchell. A follow-up conversation with the district superintendent will be made by a representative of the Town Council who will also deliver a more detailed request for the sale of Big Horn County School District #1 properties to the Town of Frannie for \$100. This letter will indicate the Town of Frannie's desire to:

- Purchase the school facility on Block 21, lot 1, in its existing condition, as well as other fixed and portable equipment in the kitchen, other rooms of the school, and the outdoor playground that may be costly for the school district to relocate, but would be useful to the community to support planned facility uses.
- Purchase the two buildings that are situated on Block 22, the east half of lot 20, as well as lots 21 through 24.
- Purchase the eight vacant lots west of the school that are situated within Block 22, lots 1 through 8.
- Request the opportunity to make a formal presentation to the Big Horn County School District board that outlines the purpose and scope of its proposed purchase.

Through discussions with the superintendent, the Town representative will also determine appropriate dates for vacancy of the properties by the Big Horn School District #1, the potential sale of the property by the school district, and the future occupancy of the property by the Town of Frannie.

Responsibility of Implementation: Frannie Town Council representative and/or consultant

Project Schedule: 2005

Project Budget: None, if completed by Town of Frannie.

Strategy 1B: Pursue Grant Funding to Support Initial Facility Improvements

Scope: Should the Town of Frannie be able to negotiate a reasonable sales price for the property, it will apply for a grant and/or loan that may be available via the Wyoming Community Facilities Program. Enrolled Act 114 from the 2005 Wyoming State Legislature indicates that grant funds or loans made via this new program may consist of projects that include:

- the expansion, renovation, or remodeling of existing surplus governmental facilities; and/or,
- the purchase of an interest in, or cooperative agreements for the expansion, renovation, or conversion of school facilities to the extent the facilities exceed statewide school building and facility adequacy standards established by the School Facilities Commission.

Proposed projects are to be related to economic development or the enhancement of the quality of life in a community. Recommended uses of the school facility, which are presented in greater detail in Chapter Four, include uses that are intended to address both of these program objectives. Grant or loan applications are to be made to the Wyoming Business Council which will administer this program.

Any Wyoming Community Facilities grant or loan application will include a request for funds for, at least, the following:

- The purchase and installation of signage along U.S. Highway 310 and new commercial lettering on the exterior of the Frannie Elementary School building. An electronic sign in front of the school property is also desirable to advertise commercial services in the building, as well as scheduled community activities.
- Replacement of interior carpet in main hallway
- Painting of selected portions of building exterior
- Development of vehicular parking lot on west side of school facility using the undeveloped street right-of-way at the north end of Cedar Street (between 5th and 6th Street).

Responsibility of Implementation: Frannie Town Clerk/Treasurer and/or grant writing consultant

Project Schedule: 2005-2006

Project Budget: \$4,000

Strategy 1C: Organize Management, Operation and Maintenance, and Marketing Functions

Scope: If the school facility is successfully acquired, the Town of Frannie will structure the management, operation and maintenance, and marketing functions for the new community center which might appropriately be named and marketed as "Frannie Center".

A facility manager will be hired to supervise the day-to-day management needs of the facility. Such tasks may include scheduling and preparing for community events, bookkeeping, marketing the building's rental spaces, supervising and coordinating with the facility maintenance person, and serving as a liaison between facility users and the Town of Frannie. The marketing functions of Frannie Center will initially focus upon attracting local businesses and entrepreneurs. However, marketing of commercial space at Frannie Center will, if necessary, be expanded to recruit selected types of small businesses outside of Frannie and north central Wyoming.

The facility manager will also regularly coordinate its overall program activities with the Frannie Town Council. For example, the facility manager will establish procedures that enable the Town Council to compare actual management, operation and maintenance expenditures with annual budget allocations that will be established for Frannie Center.

The operation and maintenance of the Frannie Center will also require the hiring of a facility maintenance person. This person will most likely be a part-time employee who would be responsible for the general maintenance of the building. This employee will work under the direction of the facility manager and perform all custodial and maintenance services associated with the building and the building site.

Responsibility of Implementation: Frannie Town Council

Project Schedule: 2007

Project Budget:

\$29,000 (Facility Manager and Facility Maintenance personnel)

\$\$6,000 (purchase of furniture, fixtures, equipment, and supplies)

Objective 2: Market and Encourage Frannie as a Desirable Place to Live, Work and Invest

Priority: 2

Strategy 2A: Establish and Maintain a Website for the Town of Frannie

Scope: A website will be developed, maintained and periodically updated for the Town of Frannie. The municipal website will present information about the community that describes:

- 1) the regional location of Frannie,
- 2) community assets,
- 3) community demographics,
- 4) existing small businesses and their related services and/or products, as well as contact information
- 5) potential investment opportunities,
- 6) an adopted community land use map,
- 7) the names and location of regional employers, and,
- 8) a point-of-contact for questions and information.

The use of digital photos and digital illustrations from the Frannie Community Development Plan report and other sources will be used in the development of the website.

Responsibility of Implementation: Frannie Town Council and private website developer

Project Schedule: 2006-2015

Project Budget: \$3,500 (website development and initial domain fees)
\$2,000 (annual update of website by website developer)

Strategy 2B: Make Continued Use of the Frannie Economic Development Committee

Scope: The Frannie Economic Development Committee, which comprises four residents of the community, has extensive knowledge and experience about the community. This committee will be encouraged to carry out, at least, three important economic development functions.

The Frannie Economic Development will be encouraged to hold informal monthly meetings with local small business owners. The scope of the meetings will be organized to:

- keep small business owners informed about potential economic development issues and opportunities;
- enable small owners to discuss and organize cooperative marketing efforts; and,
- provide constructive recommendations to the Town Council concerning potential actions that might help facilitate future economic development in the community.

The chair of the committee, or other committee representative, will assume the responsibility to regularly report important issues and recommendations to the Frannie Town Council on a monthly basis.

Other economic development committee members will be prepared to provide onsite tours of the community for potential investors that are considering a potential home or business investment in Frannie, but are not familiar with the community. Such tours will enable potential investors to become familiar with available community assets and other factors that might influence their home or small business investment.

One of the economic development committee members will also be requested to attend appropriate meetings of the Big Horn County Economic Development Committee. A second option will be for the designated committee representative to periodically coordinate economic development activities with the executive director of the organization that is based in Greybull. Such coordination may reveal potential opportunities that can benefit local small businesses and help expand the marketing effort of the community.

Responsibility of Implementation: Frannie Economic Development Committee

Project Schedule: 2005-2015

Project Budget: \$300 annual budget for reimbursement of travel expenditures

Strategy 2C: Organize and Perform Annual Town Cleanups

Scope: Annual cleanups of the community, which once were made on an annual basis, will be re-established and organized. The annual community cleanups will combine the use the volunteer labor of local residents with appropriate equipment and other resources of the Town of Frannie.

The focus of annual community cleanup efforts will be to:

- collect solid waste materials from street right-of-ways, the U.S. Highway 310 right-of-way, and on all private properties.
- Collect and dispose of old appliances, inoperable vehicles, abandoned mobile homes, and other larger items.

Resident participation will be encouraged through the transmittal of letters to every household that announces the date of the planned annual cleanup. The same letter will advise residents of the opportunity and procedures necessary to surrender inoperable vehicles, abandoned mobile homes, and other larger items to the Town of Frannie for their disposal. Such a service will be offered at no cost to residents on the annual community cleanup day.

A related picnic and barbecue will be held immediately following each community cleanup day effort. Volunteers will be recognized for their efforts.

Prior to the annual community cleanup day, the Frannie Chief of Police will perform title searches on inoperable vehicles and abandoned mobile homes before residents can release these items to the Town of Frannie for disposal. The collection and disposal of old appliances, inoperable vehicles, and abandoned mobile homes will likely require the short-term lease of a semi-truck and trailer that can be used to haul larger items from the community. A second option is to request the same equipment from nearby companies that may be able to provide such equipment and a driver for the annual community cleanup day.

Responsibility of Implementation: Frannie Town Clerk Treasurer, Chief of Police, Director of Public Works and community residents

Project Schedule: 2005-2015

Project Budget: \$5,000

Objective 3: Encourage Industrial Land Use on Vacant Municipal Property

Priority: 3

Strategy 3A: Make the 45-acre Municipal Parcel in West Frannie Usable for Industrial Use

Scope: Vehicular access to the 45-acre municipal property can be made via U.S. Highway 310 and Fourth Street where a rail crossing is available. However, the Town of Frannie has no legal access to its property from 4th Street unless it

obtains a road easement across the Marathon Oil property immediately south of the 45-acre parcel. Marathon Oil will be contacted to secure an easement from 4th Street across the Marathon Oil property.

The Town of Frannie will also develop an unimproved access road and water main along the south end of the property (within the municipal boundary) to facilitate vehicular access within the site and the connection of industrial operations to the municipal water system. Otherwise, each industrial lessee will be made responsible for the cost of other onsite improvements such as buildings, connection fees to the water system, and the installation of an onsite wastewater disposal system, e.g., septic tank

Responsibility of Implementation: Frannie Town Clerk/Treasurer and consultant

Project Schedule: 2006-2007

Project Budget:

Strategy 3B: Prepare a Lease Agreement and Establish Lease Fees for Future Industrial Users

Scope: In preparation of future efforts to market the municipal property for future industrial use, a standard lease agreement and related lease rates will be established for the 45-acre municipal parcel in west Frannie. Reasonable and attractive lease fees will be incorporated into the lease agreement to stimulate some industrial investment in the community.

The standard lease agreement will also establish some reasonable conditions to ensure that future lessees will maintain the industrial sites in an attractive manner and not adversely impact nearby residential land uses. For example, reasonable stipulations regarding fugitive dust emissions, the time of operation, and general maintenance will be included in the lease agreements.

Once a lease agreement is established with a given industrial user, the selected industrial site will be surveyed to establish specific lease area boundaries for the lessee.

Responsibility of Implementation: Frannie Town Attorney and Frannie Town Council

Project Schedule: 2006

Project Budget: \$5,000

Strategy 3C: Market the 45-acre Municipal Parcel for Industrial Use

Scope: Since the 45-acre property is owned by the Town of Frannie, the community has an opportunity to market this vacant land parcel for a variety of industrial land uses. The land will desirably be leased to some smaller industrial companies unless one larger company desires to make a long-term investment in the community. Lands on the 45-acre property, which are within the municipal boundary of Frannie, will be leased first because of their proximity to 4th Street, as well as water mains along the west end of 5th and 6th Streets.

Market efforts will initially be focused upon existing industrial companies in north central Wyoming that might be considering an expansion or relocation of their operations. In the event that ongoing potential coal bed methane exploration activities are expanded in northeast Park County, drilling exploration contractors should also be contacted to market the 45-acre property as an ideal location for the storage of pipe, equipment and vehicles.

Marketing materials will initially be prepared that describe the industrial lease area. These materials will identify, at least, the following types of information:

- 1) regional location of the industrial land;
- 2) available highway and rail access;
- 3) site improvements such as unimproved access road and water main;
- 4) other community assets; and,
- 5) commercial businesses in the community that might provide some support to industrial operations and their employees.

A combination of telephone and e-mail communications will initially be used to determine the potential interest of industrial companies. Site visits to companies expressing more serious potential interest will be made to answer more specific questions and gain more insights concerning the operations of the potential industrial lessee. During the site visit, a draft lease agreement will also be presented for their consideration and signature.

Responsibility of Implementation: Consultant

Project Schedule: 2006-2007

Project Budget: \$10,000

Objective 4: Encourage Commercial Highway Development Along U.S. Highway 310

Priority: 4

Strategy 4A: Offer Financial Incentives to Private Landowners

Scope: The Town of Frannie will encourage commercial highway development on selected properties in the community that front U.S. Highway 310 through the offering of some financial incentives to private landowners. These incentives will be made to encourage the development of desirable commercial uses along the highway such as eating establishments, specialty coffee huts, convenience stores and/or gas stations, mercantile and other retail stores, motels and RV campgrounds that will attract some highway business.

Free connections to the municipal water and sewer systems will be offered to the developer of a new commercial business on the properties identified in the recommended community land use plan. However, this offer will be contingent upon some conditions, e.g., the developer's commitment to pay regular water consumption fees for, at least, three years, following the connection of the business to the water and sewer systems.

Some general marketing of each existing and new commercial business in Frannie will also be made through the promotion of these businesses on a new municipal website (see Strategy 2A). This website will, in part, provide the name of each business in the community, a point-of-contact, as well as the type of products and services that are available.

Responsibility of Implementation: Frannie Town Council, Public Works Director and Town attorney

Project Schedule:

Project Budget: \$10,000

Objective 5: Establish a Framework for Local Land Use Management and Land Use Controls

Priority 5

Strategy 5A: Appoint a Frannie Planning and Zoning Commission and Administrative Officer

Scope: A municipal planning and zoning commission will be appointed to recommend zoning district boundaries and appropriate zoning regulations for the Town of Frannie. The same body will eventually serve as a local board of appeals when a zoning ordinance is adopted. The municipal planning and zoning commission can also serve as a local board of appeals.

An administrative officer will be appointed to administer and enforce the municipal zoning ordinance processes and procedures.

Responsibility of Implementation: Mayor of Frannie with consent of Frannie Town Council

Project Schedule: 2006

Project Budget: \$4,000 (training and related travel expenditures for planning and zoning commission and administrative officer)

Strategy 5B: Prepare and Adopt a Zoning Ordinance and Related Zoning Map

Scope: Hold a public information meeting to outline the purpose and statutory authority of municipal zoning and its relationship to the Frannie community land use plan. The meeting will also be held to identify issues that residents would like to see addressed by the zoning ordinance. Document the concerns and recommendations of meeting participants. Discuss community insights and recommendations with members of the Frannie planning and zoning commission and administrative officer.

Prepare a draft zoning ordinance that will, at least, establish permitted uses for various zoning districts and provided selected building standards, minimum lot sizes, building setback requirements, vehicular parking and storage requirements, and signage criteria. Prepare a draft zoning map that outlines the location of proposed zoning districts.

Present the draft zoning ordinance and related zoning map in a public hearing that is advertised, at least, 15 days prior to the hearing. Facilitate a discussion of

the ordinance and related zoning map. Document the concerns and recommendations of meeting participants.

Make revisions to the draft ordinance and zoning map and submit the revised zoning ordinance and map to the Frannie Town Council for their consideration. Following further discussion and consideration, adopt a new zoning ordinance and zoning map.

Responsibility of Implementation: Frannie Town Council and consultant

Project Schedule: 2006-2007

Project Budget: \$6,000

Objective 6: Encourage Development of Affordable Short-Term and Long-Term Housing

Priority: 6

Strategy 6A: Determine Potential Locations for Single-Family, Multi-Unit, and Temporary Housing and Incorporate Into a Municipal Zoning Map

Scope: Identify potential locations for single-family, multi-unit and temporary housing, e.g., recreational vehicle (RV) and mobile home parks. Correlate this effort with potential areas that have already been generally identified as potential residential expansion areas as part of this community development plan. Potential housing locations for future single-family, multi-unit, and temporary housing will be more specifically identified in the context of various considerations such as vehicular access, the availability of water distribution and sewer collection systems, and adjoining land uses. Ultimately, the preferred locations for different types of housing will be incorporated into a zoning ordinance and related zoning map for the Town of Frannie (see Objective 5).

Responsibility of Implementation: Frannie Town Council and consultant selected for preparation of zoning ordinance and related zoning map

Project Schedule: 2006

Project Budget: budget incorporated in strategy 5B

Strategy 6B: Offer free water and sewer taps to landowners or potential residential developers in selected multi-unit housing locations.

Scope: Develop criteria, procedures and conditions related to the offering of free water and sewer taps to landowners or potential residential developers who are willing to invest in a residential development project within the community.

Establish a municipal incentive fund within the municipal budget that can be used to support the Town of Frannie's cost to make these installations. Allocate sufficient funds that will enable the Town of Frannie to offer incentives for up to two potential residential development projects in one year.

Responsibility of Implementation: Frannie Town Council and Town Clerk/Treasurer

Project Schedule: 2007

Project Budget: \$10,000

Objective 7: Encourage Development of Affordable Short-Term and Long-Term Housing

Priority: 7

Strategy 7A: Meet with existing and future owners of 58-acre parcel north of Sixth Street to discuss potential incentives for residential development.

Scope: The suitability of the 58-acre parcel north of Sixth Street for future residential development will be discussed with existing and future owners of the 58-acre site. An informal meeting between Town of Frannie representatives and landowners will be scheduled. This discussion will identify potential residential development opportunities and possible incentives that could be offered by the Town of Frannie to stimulate residential development.

Responsibility of Implementation: Representative(s) of Frannie Town Council, Frannie Public Works director, and engineering consultant

Project Schedule: 2009

Project Budget: \$300 (engineering consultant)

Strategy 7B: *Seek funds for the extension of water transmission and sewer mains into the area north of Sixth Street.*

Scope: Should future landowners eventually express a potential interest in future residential development, grant funds will be sought to help support the extension of water distribution and sewer collection lines to the 58-acre site.

Responsibility of Implementation: Frannie Town Clerk/Treasurer, Frannie Public Works director

Project Schedule: when appropriate

Project Budget: \$500 (travel expenses for meetings with potential granting agency representatives)

Strategy 7C: *Negotiate residential development opportunity with landowners and/or residential developers.*

Scope: Should landowners eventually express interest in potential development of their lands for residential purposes and grant funds are secured to provide some incentive, an agreement between the landowners and the Town of Frannie will be negotiated to formalize an understanding of expectations and commitments by both parties.

Responsibility of Implementation: Representative(s) of Frannie Town Council, Frannie Town Attorney

Project Schedule: when appropriate

Project Budget: \$2,000 (Town attorney)

Objective 8: Encourage Development of an Assisted-Living Facility

Priority: 8

Strategy 8A: *Prepare and Transmit Relevant Information to Selected Developers of Assisted-Living Facilities*

Scope: If lots 1-8 in Block 22 are acquired from the Big Horn County School District #1, the Town of Frannie will encourage the private development of an assisted-living facility.

The Town of Frannie will initially prepare a survey to each household that contains one or more persons who are 55 years or older. The survey will attempt to gain some general demographic information, as well as seek to determine their potential interest in residing within an assisted-living facility in Frannie.

Should survey results indicate a potential demand for, at least, 12 residents, a prospectus concerning the potential development opportunity for an assisted-living facility will be prepared and distributed to selected developers of senior housing that are based in Utah, Montana, and other surrounding states... This document will provide:

- 1) available demographic information;
- 2) a forecast of potential demands for assisted-living housing;
- 3) a description of relevant site conditions, vehicular access, and supporting utility systems;
- 4) a description of the potential relationship between the proposed assisted-living facility and available assets in the adjoining Frannie Center;
- 5) a copy of the community land use plan map and/or the entire community development plan report;
- 6) possible incentives that may be offered by the Town of Frannie to attract investment; and,
- 7) state housing programs that might provide additional project financing incentives.

Following the distribution of the project prospectus, a representative of the Town of Frannie will make follow-up contacts with each housing developer to answer potential questions and provide clarifications of the information presented in the project prospectus. Any developer that expresses any potential interest will be encouraged to come to Frannie for a tour of the proposed building site and surrounding community.

Responsibility of Implementation: Frannie Town Council and planning consultant

Project Schedule: 2008

Project Budget: \$8,000

Strategy 2B: Tour Interested Housing Developers and Establish a Contractual Agreement

Scope: Should interest in the development opportunity continue following an onsite visit, a written agreement will eventually be established between the developer of the assisted-housing developer and the Town of Frannie. This agreement will be prepared to ensure the implementation of commitments made by both parties.

Responsibility of Implementation: Frannie Town Council and Town attorney

Project Schedule: 2008-2009

Project Budget: \$7,000

7.3 IMPLEMENTATION PLAN

7.3.1 Community Development Strategies

The community development strategies are presented in a concise format to facilitate their use during future Town Council discussions concerning community development and related municipal budget decisions. The same strategies also provide a useful summary that can be used by the Town of Frannie to convey intended community development strategies to potential investors, as well as various county, state and federal agencies.

The Town of Frannie should update community development strategies on an annual basis. The completion of planned projects, changes in the composition of the Town Council, new economic development opportunities, changes in demographic and economic trends, or other factors will prompt changes in community development priorities. Similarly, a need to revise or delete existing strategies, or establish new ones, will also become apparent.

7.3.2 Community Land Use Plan

A community land use plan is presented in Chapter Six as part of the Frannie Community Development Plan. The general land use plan presented in Chapter Six is an important guide that, in part, is necessary to develop future zoning for Frannie. From the perspective of land use law, it is important to establish the rationale for recommended land use relationships in the community prior to the preparation and adoption of any zoning regulations and related zoning map.

Following a public hearing and the receipt of public comments, the Town Council should make appropriate revisions to the draft Community Development Plan and publish a final version of the document. Subsequently, the Frannie Town Council should adopt the final Community Development Plan. The ordinance or resolution that is adopted by the Frannie Town Council should reflect, in part, that the community development plan and related planning process satisfies the context and procedural requirements for the preparation of a municipal master plan in the State of Wyoming. These requirements are outlined in Title 15 of the Wyoming Statutes.

7.3.3 Future Completion of Community Development Strategies

The future completion of community development strategies will require a serious commitment by the Frannie Town Council, municipal staff, and other community residents. The scope of recommended strategies indicates that other technical resources, e.g., town attorney, website developer, as well as planning and engineering consultants, will be necessary to help accomplish various strategies that are contained in the community development plan.

Supporting technical and professional resources that are needed, in part, to complete the community development strategies, can be retained in, at least, the following ways:

- The Town of Frannie can retain services from each consultant on a project basis with each consultant estimating and providing services on an hourly basis.
- The Town of Frannie can hire an individual or smaller consulting firm to coordinate the implementation of all strategies that require some technical and professional services.
- The Town of Frannie can request available technical services from the Wyoming Business Council, the Big Horn County Economic Development Committee, and other governmental agencies.

One of the critical aspects of community development is to establish some degree of continuity in Frannie's future community development. The Frannie Town Council needs to interact with a central point-of-contact, from within or outside of the community, that can keep abreast and expedite all of the community development projects.

It is desirable that a coordinator of the community development effort is capable of performing many of the required technical tasks. When additional services are required, the same individual must also be familiar with how needed services are carried out. Equally important is the ability of the coordinator to be able to effectively communicate project concepts and requirements with potential investors, local residents, supporting public agencies, and other concerned parties.

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APPENDIX A

SUMMARY
OF
PUBLIC HEARING
COMMENTS

Frannie Town Hall
April 26, 2005

April 21, 2005

Public Hearing "Frannie Community Development Plan" Meeting Minutes

In attendance were:

Mayor: Jerry Dart

Council: Jeannie Christman, John Ellis, Miriam Roberts, and Nick Loftus

Deputy Clerk/Treasurer: Julie Moore

Consultants: Jim and Sandy Pedersen

Guests: Barbara Phillips, Dawna Hazen, Sherrie Hettinger, Viola Stingley, and Brenda Kawano

Jerry opened meeting at 7:04 P.M. He talked about the Council's Strategies as well as their priorities in the growth of the Frannie Community. He then introduced and turned over meeting to Jim and Sandy Pedersen of Pedersen Planning Consultants. Jim took over and mentioned that it was important to get the opinion and any questions, concerns from the public. Jim explained the meaning of Town Development Planning, land use plans, water, sewer, and roads. Then he started the video.

Community Assets and Strengths

- *Quality of Life
- *Available Services
- *Infrastructure
- *Community Leaders

Use the school for a Multi-purpose Community Office

- *Café
- *Senior Center
- *Hair Salon
- *Day Care
- *Physicians Office
- *Bookkeeper
- *Town Library
- *Store

The cost per office per square foot of room would average \$.63

Temporary housing expansion north of Sixth Street would be helpful

Objective #1 Pursue Elementary School

- Grant for funding
- Organize Management

Objective #2 Encourage Assistant Living Facility

Objective #3 Encourage Commercial Development by the Highway

Objective #4 Encourage Industrial Land Use on Vacant Property

Objective #5 Establish Framework for Local Land Use Management and Land Use Controls

Objective #6 Market and Encourage Frannie as a Desirable Place to Live

Objective #7 Encourage Development of Affordable Short-term and Long-term Housing

Objective #8 Encourage Residential Development North of Sixth Street

Mayor Jerry Dart took over and asked the public if they had any questions. In addition, he asked how they feel about the Frannie Town Council's Priorities.

April 21, 2005

Public Hearing "Frannie Community Development Plan" Meeting Minutes

Barbara Phillips said that the council is on the right track as far as their priorities

There were no other comments from the public at this time.

Jerry explained why the school is our number one priority. \$15,000.00 a year is an estimate on what it would cost the town for utilities on the school building; this does not include any repair work that may appear. Can the town afford this? Council would like feedback on this.

Miriam pointed out that some of the School Boards members are not in favor of giving the school building to the Town of Frannie. She went on to explain her concerns as far as being able to acquire the school.

What would the rental fees be if we did acquire the school?

Barbara Phillips' concerns with the Senior Center being in the school building would be that the seniors could not afford to pay a fee for the use of the room.

Jim brought up that the transportation fees could be cut in order to afford this space. There may be other ways to get the funding to be able to do so.

Jerry said the Growth Perception is steady as we go. Do we, as a community want to see expansion?

No comment from the public.

Miriam said that it would be nice to have a clinic available in the community.

Jerry went on about the talk of Coal Methane moving in. If this Boom does happen, we, as a town, need to have streets, businesses already set up. Jerry's point of view that someone from out of town may come in put gas stations, etc. Then Frannie will be left out if we do not have businesses available or land available for growth. If we have this available then they will stray here and businesses will have a profit. But if we do nothing then Frannie will be left in the dust.

Jim Pedersen said that the Frannie Center, where the school is now, would be ideal in this growth situation.

Jerry wants to encourage the town of thinking about possible growth opportunities

West side of town have it set up for industrial companies to come in , help them get started.

April 21, 2005

Public Hearing "Frannie Community Development Plan" Meeting Minutes

If this boom does happen, there are a possible 500 new jobs in the area, along with that is increases in property taxes etc.

Jim Pedersen said that people driving by may see the growth of Frannie and decide to settle here and stay, if it is set up right.

Miriam asked Jim and Sandy what date the Council was to Accept/Reject the Community Development Plan. It is May 17, 2005.

Jerry once again asked for the publics comments on the community development plan for Frannie.

Barbara Phillips said we need to do something; we have already lost food, gas etc.

John Ellis said we need to do something: write down what you would like to see. Without the town's input, we are wasting time and money.

Jeannie Christman suggested that we invite the public to the next Town Council meeting to get their input. Miriam Roberts said tonight was the meeting that the public was invited to get their input.

Barbara Phillips suggested a town potluck to get everyone going.

The comment period was to end tonight, however, the Council members extended it to May 2, 2005.

Miriam said the Town Council would make the decision since the public had no comments.

Brenda Kawano wanted to know what the town was going to do about the water holes in town. Jerry explained the process to them and everyone started to leave.

No changes to the Plan at this time. Jim would like to contact Grizzly Engineering and ask some questions on labor estimates as well as the number of wells being brought in.

Jim suggested that we show the school board out plans with the school building and they may be more perceptive of the idea of us have the building.

Start revising the Plan

The meeting adjourned at 9:00 P.M., but by no one specific.

Minutes recorded by Julie Moore and Sandy Pedersen

APPENDIX B

Frannie Elementary School Facility Inventory January 2005



Multi-Purpose Room

Area

1,717 square feet

Dimensions

60.5 x 33 feet – Main Room

10 x 33 feet – Platform

Permanent Fixtures

-3 Large Storage Closets

-330 Square Foot Platform

Potential Uses

-Community Multi-Purpose Room

-Recreation, Events and Meetings

-Mercantile / Convenience Store



Kitchen

Area

192 square feet

Permanent Fixtures

- Convection Oven
- Mixer
- 6 Burner Stove
- Portable Steam Table
- Triple Washing Sink
- Pots and Pans
- 9-inch Meat Slicer
- Walk-in Refrigerator
- Shelves
- Food Prep Sink and Partial Sink
- Storage Closet
- Outside Access

Potential Uses

- Commercial Café / Eatery Kitchen



Music Room

Area
810 square feet

Occupancy
52 – 60 persons

Permanent Fixtures

Potential Uses
-Commercial Café / Eatery Dining Room



Computer Lab / School Office

Area

723 square feet

Dimensions

25 x 33 feet

Permanent Fixtures

-23 Cabinets

-Sink

Potential Uses

-Senior Center



Kindergarten Classroom

Area

724 square feet

Dimensions

25 x 33 feet

Permanent Fixtures

-26 Cabinets

-Sink

Potential Uses

-Medical Clinic

-Youth Center



2nd / 3rd Grade Classroom

Area

820 square feet

Dimensions

21 x 39 feet

Permanent Fixtures

- Shelves Under 3 Feet
- Sink

Potential Uses

- Rental Retail Space



5th Grade Classroom

Area

820 square feet

Dimensions

21 x 39 feet

Permanent Fixtures

- Shelves Under 3 Feet
- Chalk Board
- Coat Hooks on South Wall
- Sink

Potential Uses

- Retail Rental Space
- Day Care Center



4th Grade Classroom

Area

591 square feet

Dimensions

21 x 28 feet

Permanent Fixtures

- Shelves on West Wall
- 4 Cabinets
- Sink

Potential Uses

- Commercial Office



Library

Area

591 square feet

Dimensions

21 x 28 feet

Permanent Fixtures

- Storage Closet with Direct Outside Access
- No Sink

Potential Uses

- Community Library



1st Grade Classroom

Area
568 square feet

Dimensions
24 x 24 feet

Permanent Fixtures
-Sink

Potential Uses
-Commercial Office



Resource Room

Area

568 square feet

Dimensions

24 x 24 feet

Permanent Fixtures

- Shelves Under 3 Feet along North Wall
- Sink

Potential Uses

- Commercial Office Space



Speech Room

Area

251 square feet

Dimensions

11 x 21 feet

Permanent Fixtures

-Storage Closet

Potential Uses

-Facility Operator's Office



Nurses Room

Area
172 square feet

Dimensions
11 x 21 feet

Potential Uses
-Janitor's Closet



APPENDIX C

**MATRIX EVALUATION
OF
COMMUNITY PRIORITIES**

RESULTS
MATRIX EVALUATION OF
COMMUNITY DEVELOPMENT PRIORITIES
 Completed April 16, 2005 by Town of Frannie Officials

Item No.	Objective	Cumulative Town Officials Score	Town Priority
1	Acquire Frannie Elementary School and other adjacent properties owned by the Big Horn County School District #1.	59	1
2	Encourage development of an assisted-living facility	37	8
3	Encourage commercial highway development along U. S. Highway 310	49	4
4	Encourage industrial land use on vacant municipal property	51	3
5	Establish a framework for local land use management and land use controls	48	5
6	Market and encourage Frannie as a desirable place to live, work and invest	53	2
7	Encourage development of affordable, short-term, and long-term housing.	43	6
8	Encourage residential development north of 6th Street	40	7