

CITY OF CHEYENNE

PLANNING COMMISSION MINUTES November 03, 2025 6:00 P.M.

MEMBERS' PRESENT: Bob Mathia, Boyd Wiggam, Tony Laird, Meghan Connor, Lonnie Olson, Amy Hernandez

MEMBERS' ABSENT: Darrell Hibbens

CITY STAFF PRESENT: Charles Boom, Planning & Development Director; Connor White, Planner II; Morgan Dennis, Planner I; Gisele Pacheco, Office Manager

OTHERS' PRESENT: Christopher Yaney, Jennifer Corso, Athen Mores, Erin Gates, Kelly Hafner, Bracken Atkinson, Chris Joannes, Ryan McKell, Kristina Richardson

ITEM 1: CALL MEETING TO ORDER / ROLL CALL

Bob Mathia, Chair, called the meeting to order at 6:00 PM.

Roll Call: Done by Connor White, Planner II. There was a quorum with one member absent.

ITEM 2: APPROVAL OF MINUTES

Tony Laird made the motion to approve the meeting minutes from September 15, 2025. Lonnie Olson seconded the motion.

Bob Mathia, Chair, asked if there was any discussion regarding the minutes from September 15, 2025.

No further discussion of the September 15, 2025 meeting minutes, and all approved at 6:02 PM.

Tony Laird made the motion to approve the meeting minutes from October 06, 2025. Lonnie Olson seconded the motion.

Bob Mathia, Chair, asked if there was any discussion regarding the minutes from October 06, 2025.

No further discussion of the October 06, 2025 meeting minutes, and all approved at 6:04 PM.

ITEM 3: DISCLOSURES

ITEM 4: PLANNING PROJECTS

ITEM A: PUDC-25-138: Assigned Zoning – County Pocket Annexation #8

Case Planner: Connor White, Planner II

Connor White, Planner II, read the item into the record.

Connor White, Planner II, presented the item into the record.

Bob Mathia, Chair, asked if there were any questions from the Commission.

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Boyd Wiggam referenced the split lots and asked whether there was any archival or historical information regarding the county zoning prior to its redesignation as (LU) Land Use, and whether that information was considered in the analysis.

Mr. White explained that Parcel 8 had previously been zoned (MR) Medium Density Residential. If the parcel had remained zoned (MR) with the former 1 to 1 zoning approach still in place, then the entire area under discussion would also be zoned (MR) Medium Density Residential. However, while the previous zoning is being acknowledged, the new regulations and assigned zoning must be evaluated under the current (LU) Land Use framework, which allows for a broader range of uses than what was previously permitted. Instead of applying a 1 to 1 comparison, staff is determining zoning based on how the property is used, the zoning of surrounding parcels, and what zoning would support consistent and appropriate land use once annexed from the county into the city. Mr. White further clarified that the previous zoning designations were not utilized in determining the proposed assigned zoning.

Mr. Wiggam asked whether, aside from Parcel 8 or any other parcels with proposed assigned zoning, the recommended zoning would differ from what would have occurred under the previous county zoning classifications.

Mr. White responded that Parcels 1 through 7 had all been zoned (MR) Medium Density Residential in the county prior to the (LU) Land Use changes. Parcel 9 had been zoned (CB) Community Business and remains designated as Community Business. Parcel 12 also remains (MU) Mixed Use. However, even if the 1 to 1 comparison had been applied with no county zoning changes, the City would still have reviewed Parcel 12 differently due to complications created by its existing split zoning. Half of the parcel is already zoned (MUB) Mixed Use Business within city limits. If the remaining half were annexed, the result would be one parcel with conflicting zoning designations. Although parcel lines differ, an owner seeking to replat would be required to request a zone change to consolidate the parcel under one zoning classification. Mr. White noted that the only parcel differing from its previous county zoning is Parcel 8, and staff is recommending that the northern half of Parcel 8 be designated (MUB) Mixed Use Business rather than its former (MR) Medium Density Residential county zoning prior to the (LU) Land Use change.

Mr. Mathia asked if there were any further questions or discussion from the Commission. Hearing none.

Mr. Mathia opened the meeting for public comment. Hearing none, public comment was closed.

Mr. Mathia asked if there were any further questions or discussion from the Commission. Hearing none.

Lonnie Olson made the motion to recommend that the Governing Body approve the assigned zoning for land south of Laramie Street, east of T-Bird Drive, north of East Lincolnway and US30, and west of Parsons Place to (MR) Medium-Density Residential, (MUB) Mixed Use Business, and (CB) Community Business as shown in the attached zone change map, noting that the project meets the review criteria for review. Tony Laird seconded the motion.

Mr. Mathia asked if there were any further questions or discussion from the Commission. Hearing none.

Roll Call: Motion to approve the item was passed unanimously.

ITEM B: PUDC-25-210: Assigned Zoning – KT Subdivision, Scenic Development 7th Filing

Case Planner: Morgan Dennis, Planner I

Connor White, Planner II, read the item into the record.

Morgan Dennis, Planner I, presented the item into the record.

Bob Mathia, Chair, asked if there were any questions from the Commission.

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Boyd Wiggam referenced the county's broad (LU) Land Use designation as well as the proposed zone change agenda item and asked staff to clarify why a zone matching the adjacent parcel to the south was not assigned.

Mr. White explained that staff did not assign a zone consistent with the adjacent parcel because a zone change application is currently in process, and the entire parcel is not zoned (NR3) Neighborhood Residential High Density. A portion of the property is not included in the requested zone change, and (AG) Agricultural is an appropriate holding zone for that remaining area. He added that when evaluating large areas of land, the city generally leans toward the current use. Assigning (AG) Agricultural is appropriate because, if the zone change is denied, the (AG) Agricultural designation would allow for similar uses to those currently permitted in the county. Due to the potential denial of the request to rezone the property to (NR3) Neighborhood Residential High Density, the city determined that it would not be appropriate to zone the entire parcel as NR3 and instead assign (AG) to the remaining portion, as it reflects the existing county use and is appropriate for the parcel's location within the city.

Mr. Mathia asked if there were any further questions or discussion from the Commission. Hearing none.

Mr. Mathia opened the meeting for public comment. Hearing none, public comment was closed.

Mr. Mathia asked if there were any further questions or discussion from the Commission. Hearing none.

Tony Laird made the motion to recommend that the Governing Body approve the assigned zoning for land north of East Carlson Street and west of Converse Avenue to (AG) Agricultural, noting that the project meets the review criteria for approval. Lonnie Olson seconded the motion.

Mr. Mathia asked if there were any further questions or discussion from the Commission. Hearing none.

Roll Call: Motion to approve the item was passed unanimously.

ITEM C: PUDC-25-222: Zone Change – KT Subdivision, Scenic Development 7th Filing

Case Planner: Morgan Dennis, Planner I

Connor White, Planner II, read the item into the record.

Kelly Hafner, CivilWorx LLC Agent, presented the item into the record.

Bob Mathia, Chair, asked if there were any questions from the Commission.

Boyd Wiggam referenced Converse Avenue and Dell Range and asked whether the agent could explain if any traffic studies had been completed, or if traffic volumes or other traffic concerns related to the projected density along Converse Avenue had been considered by the city.

Mr. Hafner explained that when the application was submitted, it initiated discussions between the development stakeholders, the property owners, and the city regarding long term roadway planning. Beginning in the summer, similar conversations took place with the property owner and stakeholders to determine the direction of the long term road plan for the area. These discussions also include how Rue Terre will bisect the section. The Metropolitan Planning Organization (MPO) has also been involved to address broader transportation needs.

Mr. Mathia asked if there were any further questions or discussion from the Commission. Hearing none.

Morgan Dennis, Planner I, presented the staff report into the record.

Mr. Mathia asked if there were any further questions or discussion from the Commission.

Tony Laird noted that, based on the review of the plat, there were concerns regarding lot size and access through public access streets or rights of way. Mr. Laird asked whether access would be addressed during the platting stage and whether the city would coordinate with the developer to ensure compliance with code requirements.

Mr. White confirmed that access will be reviewed during the platting stage. Lot size and access were not evaluated as part of the zone change application, as the purpose of the zone change review is to consider the zoning itself and determine whether the requested (NR3) Neighborhood Residential High Density designation is appropriate for the land use.

Mr. Mathia asked if there were any further questions or discussion from the Commission.

Mr. Wiggam referenced the earlier question regarding the transportation network and its projected impact and asked whether staff could address concerns about existing or planned future improvements to the transportation network along the north side of Storey and the north side of Converse Avenue, assuming full buildout at the proposed density.

Mr. White explained that the applicant has engaged in discussions with the Metropolitan Planning Organization, the City of Cheyenne Engineer, Planning and Development, landowners, and other stakeholders to help determine the road network, as continued development in the area will require additional connections. These discussions are ongoing to determine what those connections will be and how the network will function. While the application before the Commission is a zone change request, and the department does not typically review traffic studies at this stage, the application was reviewed by City Engineers and the Metropolitan Planning Organization, and no comments were provided regarding traffic demand. Those details are addressed during the platting and site plan processes. The site plan review will determine requirements for the transportation network, including what development can occur at each stage prior to constructing additional improvements.

Mr. Wiggam noted that he understands the timing but emphasized the concern about whether the existing arterial roads are designed to accommodate the increased traffic volumes associated with high density development along Converse Avenue and Storey Boulevard, or whether roadway expansion would be necessary. He stated that this seems to be the appropriate time to consider whether the area is prepared for the anticipated traffic increase.

Mr. White deferred the question to the City of Cheyenne Engineer Department or the Metropolitan Planning Organization.

Christopher Yaney, Metropolitan Planning Organization Director, commented that in the Section 20 area, the MPO is coordinating with landowners and the Engineering Department, and various traffic patterns within the area have been reviewed. The routes that have been finalized are Carlson Street between Powderhouse and Converse Avenue, considering traffic volume and flow within the area, and Rue Terre from the southern dead end connecting to Carlson Street, with a future connection planned to Storey Boulevard. The southern half of Rue Terre will be permanent, while the northern half will remain temporary with a flexible alignment to allow potential adjustments along the access to Storey Boulevard. The traffic volume on these routes is expected to accommodate the projected development, including high density residential traffic. Mr. Yaney confirmed that Carlson Street in this area will be able to handle traffic generated by apartment complexes, and access control measures will be implemented to prevent congestion at entry points. The Engineering Department and the MPO will continue to evaluate improvements at Carlson Street and Converse Avenue, including the potential installation of a signal or a roundabout, which will be determined as traffic volumes approach capacity. Analysis is ongoing to determine whether the area will require a major or minor arterial classification.

Mr. Wiggam asked whether the focus might be misaligned, noting that the primary concern is the potential traffic volumes along Converse Avenue downstream near Dell Range. He emphasized that trips generated within the development could increase traffic on Dell Range or Converse Avenue, potentially creating congestion, and that planning for these impacts would be appropriate.

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Mr. Yaney commented that the intersection of Dell Range and Converse Avenue is currently under analysis to determine the appropriate size and design needed. Multiple scenarios are being evaluated by the City of Cheyenne to address traffic volumes at this intersection. The Metropolitan Planning Organization has provided the City of Cheyenne Engineering Department with several suggestions, and the department is reviewing these ideas along with additional options for intersection improvements.

Mr. Wiggam asked whether the analysis assumes traffic volumes generated solely by the proposed development or includes full buildout volumes for the area.

Mr. Yaney responded that the analysis considers all traffic from the site as well as the full buildout of Section 20, projecting volumes through 2050 to identify potential issues and determine the best solutions.

Mr. Wiggam referenced the discussion regarding rezoning the corner of Storey Boulevard and Converse Avenue to (CB) Community Business. The prior discussion focused on whether the Commission was comfortable with the potential for commercial development in the area, noting that while the zoning was appropriate, access to the commercial area was limited. He noted that the current request is for high density residential, rather than (MU) Mixed Use, and asked whether there are plans or other zoning designations that could accommodate the applicant's development goals while allowing commercial opportunities.

Mr. White explained that no other zoning was considered because the applicant specifically requested (NR3) Neighborhood Residential High Density. Other zones, such as (MUB) Mixed Use Business, could accommodate the requested development, but different design standards apply, including requirements for buildings to be located closer to the street, which may not align with the applicant's vision. Additionally, the remainder of Section 20 is not yet fully planned; this request pertains only to a portion of the area. Staff is recommending approval of the (NR3) designation because it meets the development criteria and aligns with the applicant's request.

Mr. Wiggam noted that the applicant had implied the zone change request was for the entire area north of Storey Boulevard to (NR3) Neighborhood Residential High Density and asked for clarification on the specific area included in the request.

Mr. White clarified that the application applies only to the area being annexed. Land north of Storey Boulevard is not currently annexed and therefore cannot be zoned at this time. The applicant is seeking approval of a zone change specifically for Lot 2 and Lot 3, which comprise the land being annexed. Any property north of the annexation area remains under county jurisdiction.

Mr. Mathia asked if there were any further questions or discussion from the Commission. Hearing none.

Mr. Mathia opened the meeting for public comment. Hearing none, public comment was closed.

Mr. Mathia asked if there were any further questions or discussion from the Commission. Hearing none.

Boyd Wiggam made the motion to recommend that the Governing Body approve the zone change request for land north of East Carlson Street and west of Converse Avenue from (AG) Agricultural and (CB) Community Business to (NR-3) Neighborhood Residential- High Density, as shown in the attached zone change map, noting that the project meets the review criteria for approval. Tony Laird seconded the motion.

Mr. Mathia asked if there were any further questions or discussion from the Commission. Hearing none.

Roll Call: Motion to approve the item was passed by a vote of 4 to 1.

ITEM D: Metropolitan Planning Organization: Connect 2050 - Long Range Transportation Plan

Case Planner: Christopher Yaney, Metropolitan Planning Organization Director

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Connor White, Planner II, read the item into the record.

Christopher Yaney, Metropolitan Planning Organization Director, presented the item into the record.

Bob Mathia, Chair, asked if there were any questions from the Commission.

Boyd Wiggam noted that the projected growth in the plan is approximately 550 individuals per year and recalled that Cheyenne has historically grown at a rate of 0.9 to 1.0 percent per year. Based on long-term population trends, 550 individuals per year appears inaccurate. Mr. Wiggam inquired why the projected growth rate differs from historical averages over past decades.

Mr. Yaney commented that, based on data from the last five years provided by Connect 2045, population growth has slowed. He noted that Ryan McKell, consultant with Kimley Horn, could provide additional information.

Ryan McKell, Kimley Horn consultant, stated that historical population data has been reviewed when considering growth projections. A more detailed analysis could be conducted to assess anticipated regional growth, but the figure of 550 individuals per year reflects the trajectory observed within the MPO region.

Mr. Mathia asked if there were any further questions or discussion from the Commission.

Mr. Wiggam noted concerns about intersections, future traffic volumes, and congestion within the Cheyenne area. He inquired whether the plan projects levels of service after the recommended improvements and requested clarification on how levels of service are determined and rated.

Mr. McKell commented that the analysis considered the level of service under existing conditions, no-build conditions, and assuming the projects recommended in Connect 2050 are implemented. A level of service map can also be included in the plan to illustrate the analysis, and a map is currently included in the draft report.

Mr. Wiggam suggested that it would be beneficial to include both existing levels of service and projected levels once improvements are completed, as the draft report does not fully describe the severity of issues within the transportation network.

Chris Joannes, Kimley Horn Project Manager, explained that the level of service is derived from the regional travel demand model, which evaluates roadway segment capacity. Another aspect of congestion is intersection delay, which is not fully captured in the model. For example, Dell Range has multiple traffic signals with frequent crossings, and these delays are not reflected accurately in the travel demand model. Kimley Horn is reviewing data gathered from the MPO, city, and county to identify where signal-related delays occur. The draft report highlights intersection improvements for the Dell Range corridor, Ridge Road, and College Drive. Although the travel demand model may not indicate a problem, local experience and stakeholder input show congestion issues arising from intersection delays that require attention.

Mr. Wiggam noted that one of the proposed projects creates a link on Storey Boulevard between existing segments. However, segments on either side of the connection remain gravel roads, and he recommended that the analysis extend beyond the connection. He requested that any expansion of Storey Boulevard includes an assessment of the eastern segment that is not currently paved.

Mr. Yaney responded that Kimley Horn will review the feedback and ensure that the area of Storey Boulevard to the east is analyzed further to address the noted concerns.

Mr. Mathia asked if there were any further questions or discussion from the Commission.

Tony Laird referenced the listing of potential and recommended projects, as well as the category breakdown of the recommended projects (Tier 1, Tier 2, and Tier 3). He noted that the top category is program projects and inquired whether the program projects are listed in the report and whether the program covers a five- or six-year period.

Mr. Joannes explained that the program projects are included in the Cheyenne MPO's current Transportation Improvement Program and consist of projects that are funded for construction. The program includes a mix of roadway and active transportation projects, reflecting the items that currently have construction funding.

Mr. Mathia asked if there were any further questions or discussion from the Commission.

Lonnie Olson asked whether the community engagement was representative of Cheyenne as a whole.

Mr. Yaney commented that numerous engagement initiatives have been conducted throughout the project. Kimley Horn hosted pop-up events, sent emails presenting the plan and surveys to committee members and public representatives, and issued legal notices for public meetings to solicit additional input. Based on the Connect 2045 plan and public engagement, the Connect 2050 plan has generated higher volumes of public input, indicating that community engagement has been broadly representative.

Mr. Olson noted that Wyoming is one of the fastest-aging states in the United States and inquired whether the plan accounts for demographic shifts, particularly with respect to age.

Mr. Joannes commented that Kimley Horn considered the higher proportion of seniors in the planning process. One recommendation is to update the transit development plan with the Cheyenne Transit Program. The plan includes several transit-related recommendations; however, the last plan was developed during the COVID-19 pandemic when fixed-route service was not operating, so the focus was on restoring transit services, which has largely been completed. It is strongly encouraged that the MPO coordinate with the Cheyenne Transit Program to update the transit plan to address public transportation needs for seniors.

Mr. Wiggam referenced the previous plan and the significant changes to the future road network required to accommodate Project Cosmo and asked what the most significant changes from the plan developed five years ago were.

Mr. Joannes noted that significant changes have occurred in the buildout transportation network and the future land use map compared to the previous plan, particularly regarding access in the southern portion of the MPO area, portions of which were unincorporated Laramie County but are now within the City of Cheyenne. For Project Cosmo, coordination with WYDOT has occurred regarding access to and from I-25 and crossing the railroad line south of town. Significant changes have been made to the buildout network in the southern area, as well as to the roadway network on the west end of town near I-80. Other than these modifications, the majority of priorities from the previous plan remain, with a primary focus on addressing issues in Central Cheyenne, including roadway congestion, active transportation needs, and community connectivity.

Mr. Wiggam referenced the amended community plan and future roadway plan accommodating the data center. The area had originally been planned for long-range residential land use. He noted that as residential areas shift, transportation needs also change and inquired how future population growth in the southwestern area of the community has been reflected in the plan.

Mr. Joannes noted that while the locations of growth, whether employment or residential, have shifted, the overall control total for the MPO population remains consistent with projections from the previous plan, accounting for five additional years of growth between 2045 and 2050. Residential growth initially anticipated in the south-central area around Project Cosmo was reallocated to other areas, including the Sweetgrass area in the southeastern MPO and the eastern portion of Cheyenne along the US 30 corridor.

Mr. Yaney added that additional population density is projected in Section 20, as well as anticipated growth on the west side of the Air Force Base, which will influence traffic patterns in that direction.

Mr. Mathia asked if there were any further questions or discussion from the Commission.

Mr. Laird noted the construction of Christiansen Road and an additional crossing over the Union Pacific Railroad. The expectation was that the road would carry a majority of traffic, or at least some traffic off College Drive, particularly just north of I-80. However, after reviewing the level of service maps, even in 2050, the segment between 12th Street and I-80 is still projected to operate at a level of service F. He asked whether traffic volumes on Christiansen Road are lower than originally expected.

Mr. Joannes commented that the anticipated traffic volumes on Christiansen Road are uncertain. The team conducted the College Drive Traffic and Planning Study, a WYDOT project completed a few years ago, which identified significant congestion north of I-80 due to high-density retail and employment and closely spaced traffic signals. Future growth is expected to increase use of Christiansen Road as the east end of town continues to build out and urbanize. However, existing congestion and roadway geometry issues mean that many trips do not use Christiansen Road, as doing so would require traveling past intended destinations. Operational improvements along College Drive could help alleviate some of these issues.

Mr. Mathia asked if there were any further questions or discussion from the Commission. Hearing none.

Mr. Mathia opened the meeting for public comment. Hearing none, public comment was closed.

Mr. Mathia asked if there were any further questions or discussion from the Commission.

Mr. Olson requested procedural clarification and asked whether the motion needed to be recommended to the Governing Body for approval.

Mr. White explained that the motion requires approval by the Planning Commission and is not a recommendation. Procedurally, the Planning Commission approves the resolution, and the Council subsequently certifies approval of the plan.

Lonnie Olson made the motion to approve the resolution adopting the Connect 2050 Long Range Transportation Plan, an update to the Connect 2045 Long Range Transportation Plan. Tony Laird seconded the motion.

Mr. Mathia asked if there were any further questions or discussion from the Commission. Hearing none.

Roll Call: Motion to approve the item was passed unanimously.

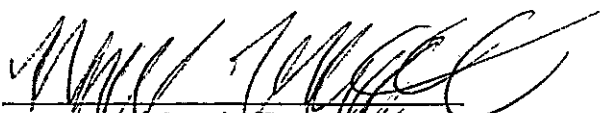
ITEM 5: OTHER BUSINESS/STAFF ANNOUNCEMENTS:

Mr. Mathia opened the meeting to other business from staff or the Planning Commission.

- Connor White presented the following updates:
 - Next Meeting: December 01, 2025
 - Unified Development Code Updated: Assigned Zoning & Campground Regulations
- Charles Bloom presented the following updates:
 - Legislation updates and announcements

ITEM 6: MEETING ADJOURNED: 7:40 PM


Staff Signature


Board Officer

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