

**AGENDA**  
**PLANNING AND ZONING MEETING**  
**December 13, 2018**  
**6:00 P.M.**  
**COUNCIL CHAMBERS**  
**CITY HALL, 200 NORTH DAVID**

Meetings can be viewed online at [www.casperwy.gov](http://www.casperwy.gov) on the Planning Commission web page.

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PLANNING AND ZONING POLICY  
PUBLIC STATEMENTS

1. Use of Cellular telephones is not permitted, and such telephones shall be turned off or otherwise silenced during the Planning and Zoning Meeting.
2. Speaking to the Planning and Zoning Commission (These guidelines are also posted at the podium in the Council Chambers).
  - Clearly state your name and address.
  - Please keep your remarks pertinent to the issue being considered by the Planning and Zoning Commission.
  - Please do not repeat the same statements that were made by a previous speaker.
  - Please speak to the Planning and Zoning Commission as you would like to be spoken to.
  - Please do not address Applicants or other audience members directly.
  - Please make your comments at the podium and directed to the Planning and Zoning Commission.
3. The City of Casper Planning and Zoning Commission is a volunteer body composed of members of the Casper Community, and appointed by the Casper City Council. The Commission acts as a quasi-judicial panel, making final decisions on some specific items, and recommendations to the City Council on others as dictated by law. The Commission may only consider evidence about any case as it relates to existing law. The Commission cannot make or change planning or zoning laws, regulations, policies or guidelines.

**AGENDA**

- I. **CALL TO ORDER**
- II. **MINUTES:** November 15, 2018 meeting cancelled (The Planning Department did not receive any cases)

### **III. PUBLIC HEARINGS:**

- A. **PLN-18-031-Z** – Petition for a Zone Change of Lots 4, 5, & 6, Block 19, Wyoming Industrial Park Addition (Replat Block 19, Lots 4-8), located at 1037& 1005 Foster Road, and 925 Salt Creek Parkway, from PUD (Planned Unit Development) to M-1 (Limited Industrial). Applicant: Advanced Wall Systems.

### **IV. COUNCIL ACTIONS:**

The following item(s) have been approved by the City Council since the last Planning and Zoning Commission meeting.

### **V. SPECIAL ISSUES:**

- A. Resolution of support.
- B. New Commissioner Appointments
- C. Presentation to Outgoing Commissioners.

### **VI. COMMUNICATIONS:**

- A. Commission
- B. Community Development Director
  - 1) Old Business Items
  - 2) New Business Items
- C. Council Liaison
- D. OYD and Historic Preservation Commission Liaisons
  - 1) Minutes from November 5, 2018, Historic Preservation Commission Meeting (attached)
- E. Other Communications

### **VII. ADJOURNMENT**

December 7, 2018

MEMO TO: Don Redder, Chairman  
Members of the Planning and Zoning Commission

FROM: Liz Becher, Community Development Director  
Craig Collins, AICP, City Planner

SUBJECT: **PLN-18-031-Z** – Petition for a Zone Change of Lots 4, 5, & 6, Block 19, Wyoming Industrial Park Addition (Replat Block 19, Lots 4-8), located at 1037 & 1005 Foster Road, and 925 Salt Creek Parkway, from PUD (Planned Unit Development) to M-1 (Limited Industrial). Applicant: Advanced Wall Systems.

Recommendation:

If, after the required public hearing, the Planning and Zoning Commission finds that the proposed zone change meets the minimum requirements of the Casper Municipal Code, and is in conformance with the Comprehensive Land Use Plan, staff recommends approval of the zone change with a “do pass” recommendation to the City Council.

Code Compliance:

Staff has complied with all public notice requirements of Section 17.12.170 of the Casper Municipal Code pertaining to zone changes including notification of property owners within 300 feet by first class mail, posting of the property, and publishing legal notice in the Casper Star-Tribune. Staff has not received any public comments regarding this case.

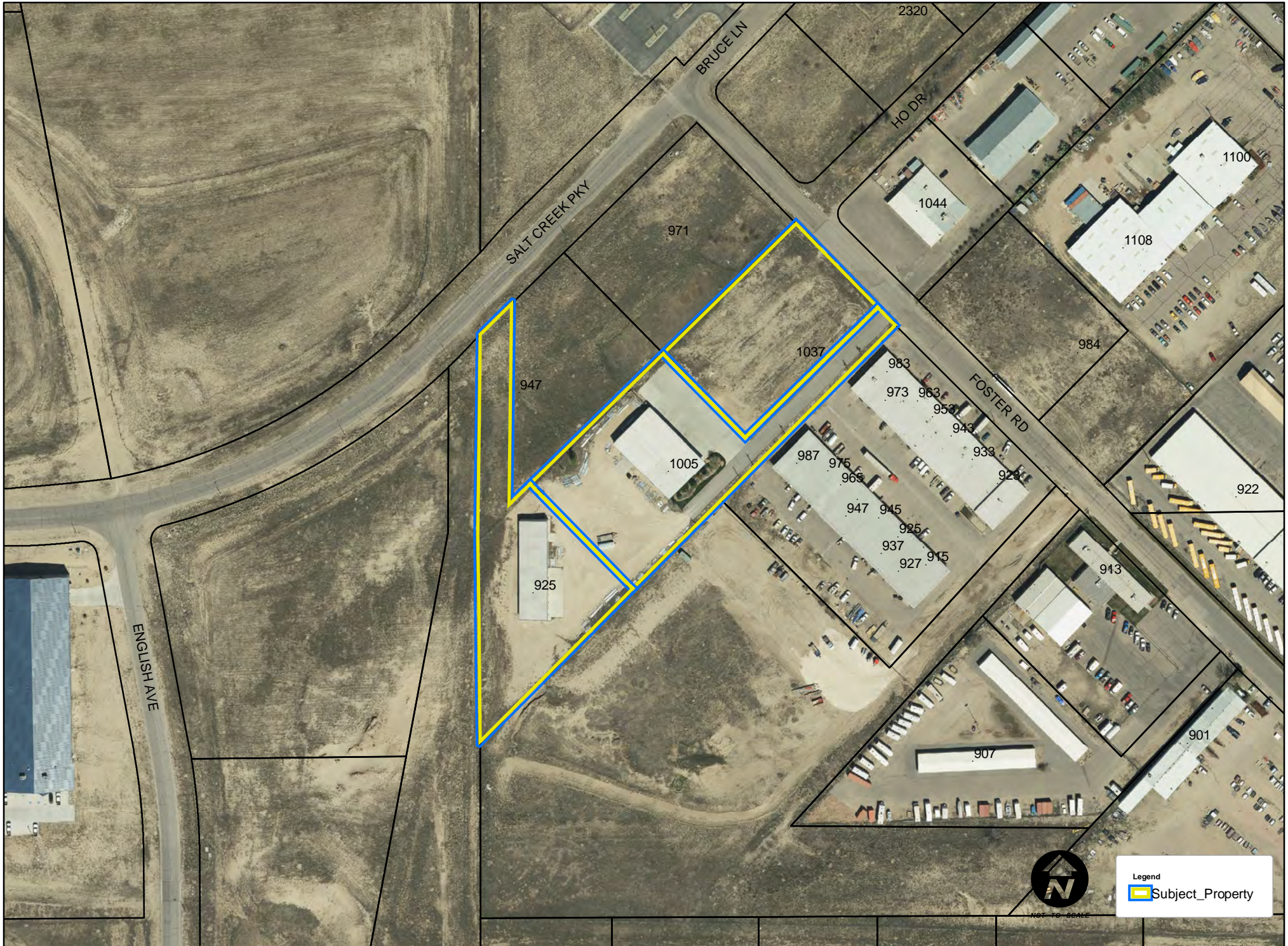
Summary:

Advanced Wall Systems has requested a zone change of their properties, Lots 4-6, Block 19, Wyoming Industrial Park Addition, from PUD (Planned Unit Development) to M-1 (Limited Industrial). The properties being rezoned are located directly south of the intersection of Foster Road and Salt Creek Highway. Surrounding zoning is a mix of PUD (Planned Unit Development) and M-1 (Limited Industrial), and land uses in the immediate area are primarily industrial, with the exception of the Natrona County Detention Facility, located directly to the north. In researching the history of the PUD (Planned Unit Development) zoning of the area, staff found that the subject property, along with the surrounding area, was annexed into the City in 1981 as a platted, and semi-developed subdivision that was previously created in the County. The annexation ordinance did not establish City zoning for the properties, as would always happen with an annexation today; therefore, it is assumed that the property was most likely zoned PUD (Planned Unit Development) by Natrona County, and that zoning classification was automatically adopted by the City.

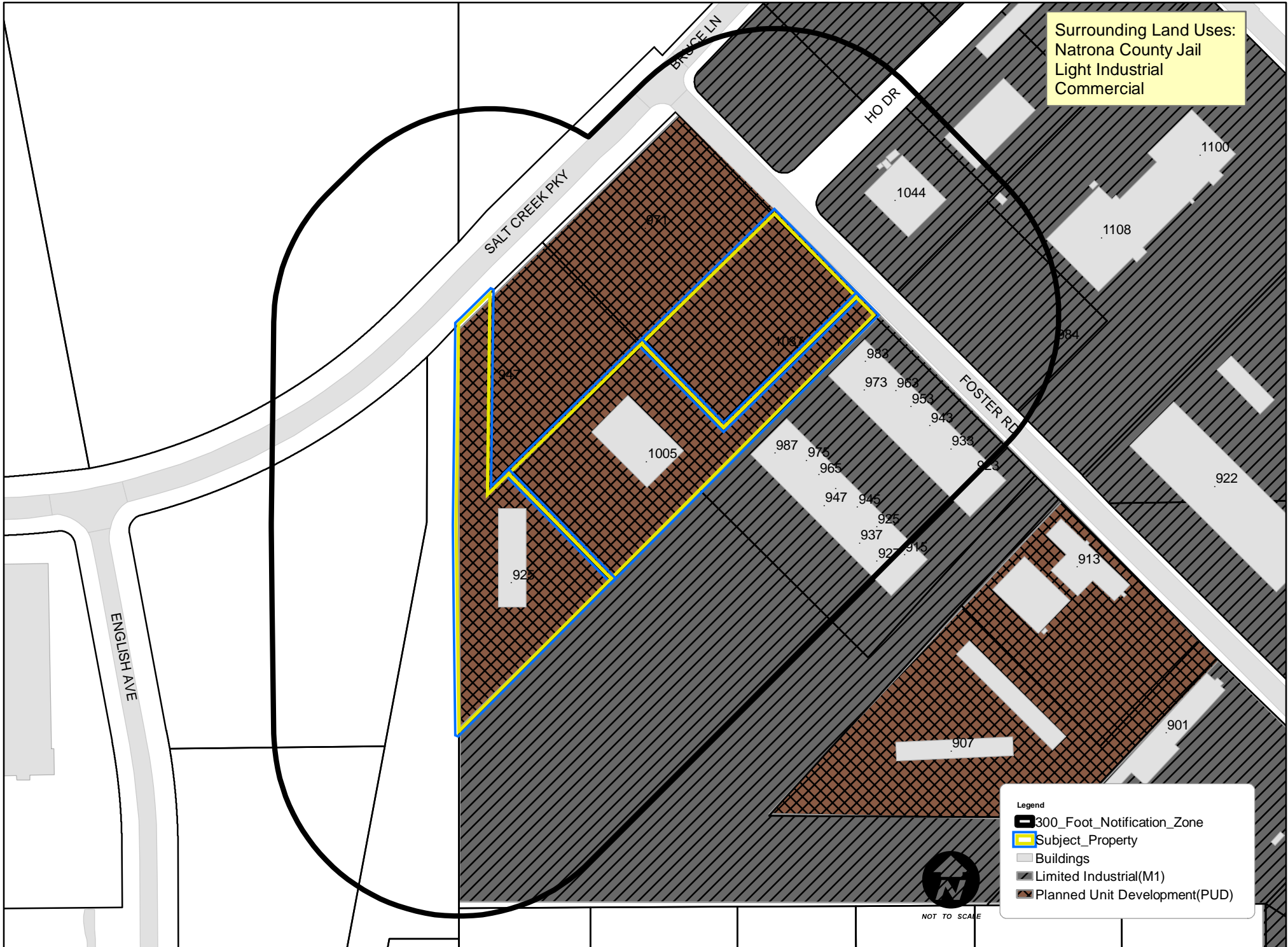
Under City requirements, when a property is zoned PUD (Planned Unit Development), a development/site plan is required to be submitted and approved concurrently. It is odd to have a property in the City that is zoned PUD (Planned Unit Development) with no approved development plan associated with it that establishes development guidelines and allowable land uses. The applicants plan to develop the vacant portion of their property in the near future. In order to do so, under the current PUD (Planned Unit Development) zoning, they would be required to seek approval of a development plan from both the Planning and Zoning Commission and the City Council. In discussions with the applicant, staff suggested that the PUD (Planned Unit Development) zoning of the property is unnecessary and burdensome, and that the property would be more appropriately zoned M-1 (Limited Industrial), as much of the surrounding area is currently zoned.

Section 17.12.170 of the Casper Municipal Code requires that staff review zoning applications in the context of the approved Comprehensive Land Use Plan, and provide a recommendation to the Planning and Zoning Commission and City Council as to how the zone change is either supported, or not supported by the document. The Comprehensive Land Use Plan is the City's land use and development policy document that describes the values and ideals expressed by the community for its future during an exhaustive public input process. As was the case with the 2000 Comprehensive Land Use Plan, the Generation Casper Comprehensive Plan provides a Future Land Use Plan (FLU), which is found in Chapter Four (4), on Page 4-26. The FLU is an illustrative map that identifies the physical distribution of land uses, and forms the basis for future zoning and land use regulations. The subject properties are in an area designated by the FLU as a "Community Center." In that the entire industrial park is designated as such, with no differing land use designations shown, a zone change to M-1 (Limited Industrial) would be considered to be appropriate in this case.

# Zone Change for Advanced Wall Systems



# Zone Change for Advanced Wall Systems



RESOLUTION OF SUPPORT FOR THE  
REDEVELOPMENT OF THE HISTORIC  
FORMER PLAINS FURNITURE PROPERTIES

WHEREAS, the City of Casper purchased the former Plains Furniture properties (“Nolan Chevrolet properties”) in January of 2016; and,

WHEREAS, the Casper City Council issued a Request for Proposals (RFP) on September 7, 2018, seeking development proposals from potential purchasers of the properties illustrating the economic development potential of the project, with the suggestion that the proposals incorporate mixed use, prioritize historic preservation of existing historic buildings, and fulfill a community need; and,

WHEREAS, the Casper City Council, through its Planning and Zoning Commission liaison, has asked the Planning and Zoning Commission for input and direction to assist the Council in determining what is the best proposal for the properties; and,

WHEREAS, in 2017 the City adopted the Generation Casper Comprehensive Land Use Plan after an extensive year-long public engagement process; and,

WHEREAS, the Planning and Zoning Commission serves in an advisory role to the City Council, and is tasked with implementing the Visions and Goals expressed by the citizens of the City of Casper, as presented in the adopted Generation Casper Plan; and,

WHEREAS, based on public input received during the Generation Casper planning process, which included nine (9) public meetings, six (6) steering committee meetings, six (6) questionnaires/surveys, twenty-five (25) “book a planner” talks/focus groups, eleven (11) newsletters sent to 750 contacts, and seventeen (17) community events; the Generation Casper Plan incorporated the citizens’ priority to support the preservation and adaptive reuse of existing historic structures; and,

WHEREAS, as a result of the extensive public input received, the Generation Casper Plan’s adopted Visions, Principles and Goals were designed to assist the City Council and the Planning and Zoning Commission with understanding the public’s aspirations for the future development of the community; and,

WHEREAS, the Generation Casper Plan supports the idea that historic preservation and economic development are not mutually exclusive, and that historic preservation is integrally related to economic development and cultural tourism, with other entrepreneurial endeavors; and,

WHEREAS, razing viable historic structures forever alters the unique character of the community, and destroys Casper’s collective identity as a special and unique place, and is not supported by any previously adopted plans; and,

WHEREAS, the Planning and Zoning Commission respectfully, but emphatically, provides the following guidance to the City Council with the intention of informing Council of the Casper citizens' documented aspirations for the development of the community, as obtained during the 2017 update of the Comprehensive Plan, and as formally adopted by the Council.

NOW, THEREFORE, BE IT RESOLVED THAT THE CASPER PLANNING AND ZONING COMMISSION HEREBY RECOMMENDS, TO THE CITY COUNCIL, that the following points guide the decision on the Nolan Chevrolet properties:

1. Principle VUC2 of Generation Casper explicitly states that the community has asked that the City work to strengthen the economic role of the Downtown and the Old Yellowstone District as a unifying element for Casper, through encouraging unique and diverse land uses. The Plan identifies eight (8) specific goals designed to implement the stated principle, including goal VUC2-7, which reads:

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

And goal VUC2-4, which reads:

*“Development Style:* Encourage compatible development that meets the current style of Downtown and the Old Yellowstone District while being vibrant and creative.”

And goal VUC2-5, which reads:

*“Creative Energy:* Capitalize on the emerging arts/cultural district in the urban center by fostering a culture of creativity and entrepreneurship with a variety of incubator space, art space, live/work units, and shared workspaces.”

2. Based on the above-listed principles and goals, it is clear that the community has expressed support for the protection of history and for maintaining the integrity of the community, especially in the downtown, as a legacy for future generations. Therefore, the Planning and Zoning Commission strongly recommends the adaptive reuse of existing buildings, as opposed to any proposal that would involve the razing of structures;
3. The uniqueness and history of the former Nolan Chevrolet buildings contribute to Casper's identity, which fosters community pride, enhances heritage tourism opportunities, connects us with our origins, and are a resource that no other community in the world can offer;



4. The architectural style of the Nolan Chevrolet buildings complement and enhance the architecture of the surrounding area, and is representative of the quality and type of construction that occurred during the early 20<sup>th</sup> Century. If the existing historic structures were lost, the architectural quality and style could not easily be replicated or replaced;
5. The central guidance of the adopted Old Yellowstone District Plan, as reaffirmed by the Generation Casper Plan, is to prioritize and implement mixed land uses to create a synergy and energy that doesn't exist when a downtown is dominated by large, single land uses. The potential for multiple tenants/business is enhanced by the design of the Nolan Chevrolet structures, as well as the lot configurations;
6. Principle ECH3 of Generation Casper explicitly states that the community has asked that the City work to prioritize the development of pleasing community gateways that promote community pride and present a positive image for the community. The Plan identifies five (5) specific goals in order to implement the stated principle, including goal ECH3-2, which reads:

*“Historic Buildings: Identify and capitalize on the location, significance, and potential for reuse and/or renovation of historic resources.”*

7. Based on the principle/goal listed above, the public has explicitly said that maintaining historic structures provides cultural continuity to the downtown. Casper's history is its culture, and Council should support projects that will preserve and enhance the community's unique amenities and attractions over projects that could be found in practically any community, and would serve to dilute Casper's culture;
8. Although infill development is favored by all existing and adopted plans, encouraging infill does not mean displacing existing viable structures in order to accommodate new construction/development. There are a multitude of developable parcels in the Old Yellowstone District which can be developed without destroying viable historic buildings;
9. Principle RH5 of Generation Casper explicitly states that the community has asked that the City work to promote the beautification and character of Casper through improving the community's urban form in commercial and urban clusters. The Plan identifies two (2) specific goals in order to implement the stated principle, including goal RH5-2, which reads:

*“Urban Form: Require urban form that reflects the desired character of an area including allowing for a mix of uses, encouraging human scale, and using context sensitive or form-based site design.”*

10. The design of the proposals, and the effect on the surrounding uses, and the downtown/Old Yellowstone District should be carefully considered by Council. Redevelopment of the Nolan Chevrolet properties should focus primarily on encouraging a walkable experience, by appealing to the public at a pedestrian scale. Thoughtfully designed sites and land uses can alleviate parking as a land-wasting consideration by creating a strong sense of place where people want to go, are willing to walk to, and which contributes to the overall downtown pedestrian experience;
11. Page 1.14 of the Generation Casper Plan acknowledges that economic development plays a central role in the Plan. Central to this recognition is that a sense of place plays a key role in economic development, which is reflected in the public's support for artistic enrichment and cultural opportunities, especially as a way to enhance the vibrancy of the downtown and its surrounding neighborhoods. As the City considers development in the downtown, the public has explicitly asked that a sense of place be fostered, as not just a nice thing to do, but as a central philosophy of our economic development strategy;
12. Fostering growth and nurturing existing small businesses in the community should be prioritized over development projects that will have fewer diversification benefits;
13. The availability of parking, or the demand on existing downtown parking resources, should be a consideration in determining the future of the Nolan Chevrolet structures and the ultimate land uses that the City Council wishes to encourage in this location.

PASSED, APPROVED, AND ADOPTED this \_\_\_\_ day of \_\_\_\_\_, 2018.

APPROVED AS TO FORM:

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CITY OF CASPER, WYOMING  
A Municipal Corporation

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Don Redder  
Chairman, Planning and Zoning Commission

CASPER HISTORIC PRESERVATION COMMISSION  
MINUTES OF THE REGULAR MEETING  
NOVEMBER 5, 2018

In attendance: Connie Thompson, Pinky Ellis, Butch Okes, Ann Berg, Maureen Lee, Jeff Bond,  
John Lang

Absent: Robin Broumley, Constance Lake, Dandee Pattee

Staff: Liz Becher, Community Development Director  
Craig Collins  
Dee Hardy, City Planning Department

Guests: Justin Page, JC Burgers

Chairman Connie Thompson called the meeting to order at 8:32 a.m.

Chairman Thompson asked if everyone had read the minutes of the October 15<sup>th</sup>, 2018, meeting and asked if there were any corrections.

*Pinky Ellis moved to approve October 15, 2018 minutes. Motion was seconded by Maureen Lee. Motion passed unanimously.*

Introduction of Guest/Public Comment

Justin Page (new owner)

- JC Burgers is located at 711 East Collins.
- Plans to remodel/restore building and sign (old Tastee Freez).
- He will invite community to re-opening.
- HP would like preservation considered in the remodel.
- HP would like to keep in historic designation.
- Currently,
  - 30 years since 1959 glass front end added
  - Built in 1935
- John suggested that the Assessor's office could have some info
- Jeff said architecture could be reviewed at Western History Center. Consideration about addition which is used for extra seating. Will be open year-round/not seasonal.
- Justin will fix sign/parking lot resurface too.
- Name will stay as JC Burgers.
- He has several original photos; it is the longest-running restaurant in Casper.

New Business

Review of FY19 CLG Grant Application and approval for Chairperson to sign.

There was discussion about the CLG Grant Application. It was decided that the Commission would review the application and approve it before the Council hears it on November 6<sup>th</sup>.

*Ann Berg moved to have Commission review and approve the application before Council hears it on November 6th. Motion was seconded by Maureen Lee. All those present voted aye. Motion carried.*

Strategic Plan.

Kiosks Update.

John gave an update on the kiosks. Bar D has logos, QR codes, and graphics, and Jeff will provide them with the panel dimensions. They will have wheels.

Tracking volunteer hours reminder.

Connie took surveys to the library. Additional postcards were passed out. John will key in remaining surveys. Reminder: Send in-kind hours to Dee. Liz reported that there will be an OLLI class in the summer that the HP has been asked to conduct.

Next public engagement event.

Connie described the float for the upcoming Christmas Parade, which is the next public engagement event. The focus will be on what was saved and what was lost. Candy canes will be taped to the postcards that will be distributed. Remember to wear the HP t-shirts to the Parade. More walkers are needed; Connie will coordinate a work party.

Connie noted that the Alliance for Historic Wyoming will be at her place for a tour and update. They will also get an update on Lara Musser grant that was previously awarded.

Planning Commission interface/liaison.

Planning and Zoning loved the idea of having a Planning Commissioner as a liaison. They will be given the name of the liaison in December after new appointments have been made. An ad listing the openings for the Commission will run in the Star-Tribune, with applications due November 9<sup>th</sup>. Interviews will follow.

Public Outreach Assignments

Maureen will continue to post to Facebook. She will also post openings on the Commission and a link for the survey.

Old Business

GIS Historic Layer

The historic layer is included in the CLG grant with a tab to be added on GeoSmart of property listings.

Other Business

Next meeting will be December 17, 2018 in Council Meeting Room, 200 North David Street.

*Maureen Lee moved to adjourn, and Ann Berg seconded the motion. Motion passed unanimously.*

Meeting adjourned at 9:43 pm.

Respectfully submitted,

Liz Becher, Community Development Director