

**REGULAR CITY COUNCIL  
MEETING**

**October 28, 2025**

**7:00 PM**

**City Hall**



**CITY OF MILLS**  
EST. 1921

**Mayor:**

Leah Juarez

**Council President:**

Brad Neumiller

**Council Members:**

Cherie Butcher

Sara McCarthy

Tim Sutherland

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**MINUTES**

**CALL TO ORDER**

Mayor called the meeting to order at 7:03 pm

**ROLL CALL**

Present:

Mayor Juarez

President Neumiller

Council Butcher

Council McCarthy

Council Sutherland

**PLEDGE OF ALLEGIANCE**

**PUBLIC HEARINGS**

1. Ridgewest Rezone

Mayor closed the Council Meeting at 7:03pm

Mayor Juarez now declared the Public Hearing opened for the consideration of Ridgewest Rezone. The hearing will be conducted in accordance with the state statutes, Mills Council procedures and other applicable laws. The hearing has been set and advertised in accordance with the statutes. I could ask those individuals who wish to address the council on this issue to approach the lectern and state your name for the record. Do I have a report from staff?

The City Planner, Casey Coates addressed council. City Planner Casey Coates presented the proposed rezoning request for Mountain Meadows No. 2, Lot 2A. This is the first hearing at which action may be taken on the item.

The property is currently zoned Urban Agriculture (UA), and the applicant is requesting to rezone it to Residential 1 (R-1), which allows single-family residential development.

Adjacent Land Uses:

- North: Charter Heights Subdivision – Urban Agriculture (UA)
- South: County property – Light Industrial (LI)
- East: Robertson Hills – Residential 1 (R-1)
- West: County property – Urban Agriculture (UA)

Mr. Coates noted that there have been no changes since the previous hearing. The rezoning aligns with the City's continuity and zoning initiative and meets existing infrastructure capacity and local housing demand. The area is identified in the 2016 Natrona County Land Use Plan as suitable for development and selenium mitigation.

The proposed rezoning meets all applicable requirements within Title 17 of the City Code. The purpose of the rezoning is to promote the health, safety, and welfare of the community and to encourage the most appropriate use of land, conserving the value of surrounding properties.

Reclassification to R-1 would allow for low-density residential development consisting of detached single-family dwellings and compatible uses such as schools, parks, and related facilities. The proposal complements nearby development, including the new charter school and the recently constructed park located directly across the street.

Public Comment Summary (from prior hearing):

- Donald Oaks, adjacent landowner, submitted a letter in opposition.
- Mary Peterson, adjacent landowner, provided public comment in opposition.
- Dan Schiringer, local business owner with nearby stables, was neutral on the request but raised concerns regarding drainage and stormwater management, which have since been addressed through coordination with City staff and engineering.

Mr. Coates concluded that the rezoning conforms to the purpose and intent of Title 17 and recommended approval.

The Mayor asked, is there anyone in the audience who wished to speak in favor of this item?

Sean Gustafson, with ECS Engineers and author of the associated subdivision plat, spoke in support of the rezoning request.

Mr. Gustafson stated that he and ECS Engineers agree that the proposed Residential 1 (R-1) zoning is appropriate for the area and consistent with the City's continuity and zoning initiative.

He noted that the engineering design and platting process are actively addressing the concerns raised at previous meetings, including:

- Incorporation of detention areas to capture and slow stormwater runoff;
- Consideration of intersection geometry and traffic flow within the subdivision; and
- Other infrastructure elements to ensure compatibility with surrounding development.

Mr. Gustafson added that the engineering and subdivision plans will be submitted to the City for full review in the near future. He offered to answer any questions or respond to any comments during the hearing.

The Mayor asked two more times, is there anyone in the audience who wished to speak in favor of this item? Is there anyone in the audience who wishes to speak in opposition of this item?

Donald Oaks, adjacent property owner, addressed the Council regarding the proposed rezoning of Mountain Meadows No. 2, Lot 2A. Mr. Oaks stated that he and his family own approximately 180 acres west of the proposed subdivision and are major property owners along the east–west boundary of the project area.

Mr. Oaks referenced a letter of opposition submitted on October 20, confirming that the Council had received and reviewed the correspondence. He read an excerpt of his letter into the record, noting the following key concerns:

- The proposed subdivision is in sharp contrast to the historical land use of surrounding properties to the south and west.
- Stormwater drainage from multiple nearby subdivisions currently flows onto his private property at the west end of Poison Spider Lane, causing flooding during heavy rain events, even with existing retention basins.
- The addition of over 80 new homes and associated infrastructure (streets, rooftops, gutters, and storm drains) would substantially increase runoff, likening the effect to “adding a paved parking lot across 27 acres.”

- Similar concerns were raised before the Council in spring 2024 regarding flooding and drainage ditches, but he felt those concerns were not adequately addressed at that time.
- The developer's prior representations of nearby developments were described as inconsistent, citing that earlier advertisements had shown ½- to 2-acre lots, which would have been more compatible with surrounding rural properties.

Mr. Oaks also shared calculations estimating that, based on 27.124 acres of development—with roughly 80% of the area converted to impervious surfaces—approximately 197,000 gallons of stormwater could be generated during a half-inch rain event. He expressed concern that much of this water could flow toward the west and south, flooding his property and neighboring driveways. Mr. Oaks asked who would be liable for property damage if the City approved the rezoning and subdivision and subsequent flooding occurred.

#### Response and Clarification:

Council President Neumiller requested clarification from Sean Gustafson of ECS Engineers regarding stormwater direction. Mr. Gustafson explained that the majority of the runoff will not flow northwest as suggested, but rather will be directed south and east toward a dedicated detention pond designed to detain and slowly release stormwater. He estimated the drainage split to be approximately one-third to the northwest and two-thirds to the south and east, and noted that the engineering team continues to work closely with City staff to address previous concerns regarding stormwater management and site design.

Mayor Juarez confirmed that staff would ensure Council members receive a copy of Mr. Oaks' letter for the official record.

Francis Ackley, resident of the Plat View Estates Subdivision, addressed the Council and read prepared remarks opposing the proposed rezoning of Mountain Meadows No. 2, Lot 2A.

Mr. Ackley stated that he has lived in Plat View Estates for more than five years and understands that some development may occur on the subject parcel even without a zoning change. However, he expressed opposition to the rezoning for several reasons.

He began by noting that, in his view, the developer has misrepresented intentions for the property over time. Specifically, he stated that during the approval process for the charter school land sale, the developer had told the Planning and Zoning Commission there was no intent to rezone from Urban Agriculture (UA). He also referenced prior comments by Mary Peterson, who had reported being told by the developer that the project would include 20 to 25 lots, not the 86 lots currently proposed—information that influenced her agreement to relocate an access right-of-way on her property.

Mr. Ackley then addressed specific Planning and Zoning considerations noted in the staff report:

- He questioned the rationale that the rezoning would “align zoning with Robertson Hills to the east,” asking why similar weight was not given to the Plat View Estates neighborhood immediately north, which remains rural in character.
- He observed that the parcel is surrounded on other sides by Urban Agriculture (west), Residential (north), and Light Industrial (south), and argued that if adjacency is justification for rezoning, then all adjacent zoning types should be considered, not selectively.
- He questioned the staff statement that R-1 zoning would create a “compatible transition” between nearby subdivisions, asking “compatible to whom?”

Regarding housing demand, Mr. Ackley challenged the conclusion that the rezoning is justified based on market need. He cited that Plat View Estates, with 45 lots developed over the past six to seven years, still has six lots undeveloped or unsold, suggesting that housing demand in the area is not as strong as represented. He added that residents have endured years of windblown dirt, trash, and property damage from ongoing construction activities

at both the subdivision and nearby school, and that the proposed project could extend these impacts for more than a decade, given historical building rates.

Mr. Ackley also disputed the staff reference to the 2016 Natrona County Land Use Plan as supporting the rezoning for “selenium mitigation.” He stated that he had reviewed the plan multiple times and found no mention of selenium mitigation in connection with the subject property, calling the reference “a complete fabrication.” He pointed out that the plan merely notes that many creeks and streams in the county contain high selenium concentrations and that this parcel is not unique in that regard. He recommended removing the selenium justification unless documentation could be produced to verify it.

Mr. Ackley further noted several citation errors in the staff report, listing each as follows:

- Title 17.02.010 — not found; likely intended to reference 17.10.065 Zoning Map Amendments.
- Title 17.05.020 — refers to definitions, not zoning maps or district boundaries.
- Title 17.10.020 — pertains to land use permit processing, not zoning amendments.
- Title 17.10.030 — should reference 17.10.070.

He encouraged the Mayor to direct staff to verify and correct these citations before proceeding. If the information cannot be verified, he recommended tabling the hearing until factual references can be provided, noting that inaccuracies raise concern as to whether Title 17 was properly consulted.

Mr. Ackley concluded by reiterating his opposition to the rezoning, stating that the land should remain as currently zoned to preserve the rural nature of the surrounding area.

He cited additional excerpts from the 2016 Natrona County Land Use Plan, noting that it emphasizes:

- Limiting soil erosion and protecting air quality in all new development; and
- Requiring Wyoming DEQ approval for development practices to minimize dust and airborne pollution.

Mr. Ackley stated that residents of Platte View Estates have already experienced damage from soil erosion and poor drainage linked to nearby construction and that the City has not sufficiently held contractors accountable. He urged the City to require stronger on-site erosion control measures for future developments and asked whether an improvement and service district has been or will be established for the proposed subdivision, as recommended in the county plan.

Mr. Ackley concluded by thanking the Council for the opportunity to speak.

The Mayor thanked Mr. Ackley for his remarks and asked if he would be willing to provide a copy of his letter so that staff could review and verify the comments and citations he referenced. Mr. Ackley agreed to do so.

The Mayor also noted that the City’s website has recently been updated, and that under the “Community” tab, the Code of Ordinances section now includes the most current version of the City Code, including Title 17. She explained that the online code is searchable by keyword or title and is kept current until new ordinances are adopted. The Mayor reaffirmed that staff would review the concerns and verify the references cited by Mr. Ackley.

The Mayor asked two more times, is there anyone in the audience who wished to speak in opposition of this item? Seeing that there is no others to speak for or against this item, she now declared this public hearing closed at 7:23pm

Mayor opened the Council Meeting at 7:23pm

## **CONSENT AGENDA**

### **Minutes**

2. Council Meeting Minutes

### **City Licenses**

3. New / Renewal Business / Contractor Licenses and Home Occupation Permits

### **Financial Approvals**

4. Financial Breakdown - Check Register & Future ACH/EFT Transactions
5. PAID ACH / EFT Transactions
6. Regular / Police Payroll 10-6-25 to 10-19-25
7. Fire Payroll 10-5-25 to 10-16-25
8. Transmittal Transactions
9. Treasurer's Report
10. Court Report
11. Reserve Transfers

Brad / Tim

Motion made by Council President Neumiller to approve, Seconded by Council Member Sutherland,  
Voting Yea: Mayor Juarez, Council Member McCarthy, Council Member Butcher, Council President Neumiller,  
Council Member Sutherland

## **OPEN DISCUSSION**

No one spoke

## **ORDINANCES AND RESOLUTIONS**

### **12. ORDINANCE NO. 832 FIRST READING**

**AN ORDINANCE AMENDING THE OFFICIAL ZONING MAP OF THE CITY OF MILLS, WYOMING, BY REZONING MOUNTAIN MEADOWS SUBDIVISION, NO. 2, LOT 2A FROM URBAN AGRICULTURE (UA) TO RESIDENTIAL ONE (R-1)**

Motion made by Council President Neumiller to approve, Seconded by Council Member Sutherland.

The Mayor noted that once the letter is received, it will be distributed to all Council Members. It was also noted that this item is currently only at first reading. The three-reading process allows Council time to review and address any concerns that arise. With the information provided in the letter, Council can further evaluate specific items and make any necessary adjustments or changes during the second reading.

Voting Yea: Mayor Juarez, Council Member McCarthy, Council Member Butcher, Council President Neumiller,  
Council Member Sutherland

### **13. ORDINANCE NO. 833 FIRST READING**

#### **ORDINANCE RENAMING MILLS MEMORIAL PARK AS SERVICE AND SACRIFICE PARK**

Motion made by Council Member Butcher to approve, Seconded by Council President Neumiller.

Council Member McCarthy expressed disagreement with the proposed park name and asked whether any other naming options had been considered. The Mayor explained that the name was chosen to honor both first responders and veterans, not only from the Mills area but from Wyoming as a whole. While acknowledging that the name is somewhat lengthy, the Mayor stated it reflects the park's intent and identity and has already been used for fundraising and social media purposes.

It was noted that a community group—including individuals such as Enich, Frank, and several others, some of whom serve on the Park Board—originally met to discuss the naming and overall design of the park. The logo and related materials were developed by that group.

Council Member McCarthy commented that Council had not been involved in the naming process and expressed interest in having more input, since the park is a City of Mills facility. The Mayor agreed that Council participation would be welcome and indicated that while the name is currently established under a registered 501(c)(3) and active fundraising efforts, changes could be made if Council desired.

Council briefly discussed the procedural aspects of the ordinance versus resolution. It was confirmed that only the ordinance was before Council for consideration at this meeting and that it would require three readings for final approval. Council President Neumiller noted that this process allows time for further review, discussion, or tabling if needed before final adoption.

The Mayor noted that much of the paperwork and documentation has already been established under the current park name. The community group originally involved in the project selected the name and has used it in connection with fundraising, social media, and the park's identity materials. The Mayor stated that if Council feels strongly about changing the name, the necessary documents and materials could be re-established under a new name, and the community groups that have already been engaged and expressed support could be updated accordingly.

The Mayor suggested that, if Council wishes to continue the discussion, a work session or additional meeting could be scheduled to allow further input and to involve Council members in ongoing fundraising efforts.

Voting Yea: Mayor Juarez, Council Member McCarthy, Council Member Butcher, Council President Neumiller, Council Member Sutherland

### **14. RESOLUTION NO. 2025-35**

#### **RESOLUTION SUPPORTING THE ENACTMENT OF S. 1455 THE UNIQUE ZIP CODE ACT, TO ESTABLISH A SINGLE ZIP CODE FOR THE COMMUNITY OF MILLS**

Motion made by Council Member McCarthy to approve, Seconded by Council Member Sutherland,

Voting Yea: Mayor Juarez, Council Member McCarthy, Council Member Butcher, Council President Neumiller, Council Member Sutherland

### **15. RESOLUTION NO. 2025-36**

#### **A RESOLUTION SUPPORTING H.R. 3095, TO ESTABLISH A UNIQUE ZIP CODE FOR THE CITY OF MILLS, WYOMING**

Motion made by Council President Neumiller to approve, Seconded by Council Member McCarthy,  
Voting Yea: Mayor Juarez, Council Member McCarthy, Council Member Butcher, Council President Neumiller,  
Council Member Sutherland

**16. RESOLUTION NO. 2025-37**

**RESOLUTION SUPPORTING THE ENACTMENT OF S. 2364 TO ESTABLISH A SINGLE  
ZIP CODE FOR THE COMMUNITY OF MILLS**

Motion made by Council Member Butcher to approve, Seconded by Council Member Sutherland,  
Voting Yea: Mayor Juarez, Council Member McCarthy, Council Member Butcher, Council President Neumiller,  
Council Member Sutherland

**17. RESOLUTION NO. 2025-38**

**RESOLUTION CONCERNING DAY TO DAY AND ITINERANT SALESMEN**

Motion made by Council President Neumiller to approve, Seconded by Council Member Sutherland,  
Voting Yea: Mayor Juarez, Council Member McCarthy, Council Member Butcher, Council President Neumiller,  
Council Member Sutherland

**18. RESOLUTION NO. 2025-39**

**RESOLUTION CONFIRMING APPOINTMENT OF REPRESENTATIVE OF THE CITY OF  
MILLS TO THE NATRONA COUNTY TRAVEL AND TOURISM COUNCIL**

Motion made by Council Member Butcher to approve, Seconded by Council Member Sutherland,  
Voting Yea: Mayor Juarez, Council Member McCarthy, Council Member Butcher, Council President Neumiller,  
Council Member Sutherland

**COUNCIL APPROVALS**

**20. Civil Engineering Professionals Inc - Amendment No. 2**

Motion made by Council Member Butcher to approve, Seconded by Council Member McCarthy,  
Voting Yea: Mayor Juarez, Council Member McCarthy, Council Member Butcher, Council Member Sutherland,  
Abstain: Council President Neumiller

**21. LifeFlight Transfer Incentive Policy**

Motion made by Council President Neumiller to approve, Seconded by Council Member Butcher,  
Voting Yea: Mayor Juarez, Council Member McCarthy, Council Member Butcher, Council President Neumiller,  
Council Member Sutherland

**ADJOURNMENT**

Mayor Juarez asked for a motion to adjourn meeting at 7:34pm. Council Member McCarthy made a motion,  
Seconded by Council Member Butcher. Voting Yea: Mayor Juarez, Council Member McCarthy, Council Member  
Butcher, Council President Neumiller, Council Member Sutherland

**AGENDA SUBJECT TO CHANGE WITHOUT NOTICE**

*City Hall will be closed on Tuesday, November 11, 2025 in observance of Veterans Day.*

*The regular City Council meeting is rescheduled to Monday, November 10, 2025 at 7:00 PM*

**NEXT MEETING** - November 10, 2025 at 7:00pm / November 25, 2025 at 7:00pm

**NEXT WORK SESSION** - November 10, 2025 at 6:00pm / November 25, 2025 at 6:00pm

In accordance with the Americans with Disabilities Act, persons who need accommodation in order to attend or participate in this meeting should contact City Hall at 307-234-6679 within 48 hours prior to the meeting in order to request such assistance.

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Mayor, Leah Juarez

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City Clerk, Sarah Osborn