

# Unified Planning Work Program

OCT '23 - SEPT '24





**Prepared by:**

Cheyenne Metropolitan Planning Organization

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**In coordination with:**

Wyoming Department of Transportation

Federal Highway Administration

Federal Transit Administration

Approved by the MPO Policy Committee on September 21, 2023

Patrick Collins – City of Cheyenne Mayor

Linda Heath – Laramie County Commissioner

Ralph Tarango – WYDOT District Engineer

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# Introduction

The Unified Planning Work Program (UPWP) is prepared annually and describes the work activities, which will be undertaken by the Cheyenne Metropolitan Planning Organization (MPO). The MPO staff is devoted to intermodal transportation planning activities that continually strive to create a more effective, efficient, and safer transportation system.

The purpose of the UPWP is to provide local officials and participating agencies with a method to ensure the local and federal transportation planning resources are allocated in accordance with established governmental policies. It also provides a tool for the financial management of the programs. The UPWP gives a general overview of the planning process and a description of the planned work program for the coming fiscal year.

# Consolidated Planning Grant (CPG)

The Cheyenne MPO continues to successfully utilize the Consolidated Planning Grant (CPG). The CPG combines the Federal Highway Administration's Planning Funds (PL) and the Federal Transit Administration's 5305d Planning Funds into one budget and at the 90.49/9.51 federal matching ratios. The CPG allows the Policy Committee to access Transit 5305d Planning Funds and use those funds for any transportation planning needs. The MPO bills Wyoming Department of Transportation (WYDOT) for the monthly activities. WYDOT in turn receives federal reimbursement from FHWA. The transit planning activities are combined with the MPO activities. The Cheyenne Transit Program's Administration and Operations Grant is a direct recipient of FTA Section 5307 funds. While these funds may be used for planning purposes, no 5307 dollars are currently allocated in this UPWP.

## Title VI Statement

The Cheyenne MPO is committed to compliance with Title VI of the Civil Rights Act of 1964, the Civil Rights Restoration Act of 1987, Executive Order (EO) 12898 on Environmental Justice (EJ) and all related nondiscrimination statutes, rules, regulations and executive orders. The MPO assures that no person or group(s) of persons shall, on the grounds of race, color, age, disability, national origin, gender, or income status, be excluded from participation in, be denied the benefits of, or be otherwise subjected to discrimination through the federally-mandated metropolitan transportation planning process undertaken by the MPO.

It is also the policy of the MPO to ensure that all its plans, programs, procedures, policies, and activities do not have disproportionate adverse effects on minority and low income populations. Minority and low-income communities, as identified through the United States Census, will be engaged to facilitate their full and fair participation in the metropolitan transportation planning process.

# MPO Structure

## **Policy Committee**

Coordination of the overall transportation planning process for the Cheyenne Urban Area is provided by the Policy Committee of the Cheyenne Metropolitan Planning Organization. The membership of the Policy Committee includes the Wyoming Department of Transportation and elected representatives of the City of Cheyenne and Laramie County. The FHWA shall have a representative as an ex-officio members of the committee.

The Policy Committee reviews and approves the overall work program and the Transportation Improvement Program (TIP). The Policy Committee also makes policy determinations concerning the long- and short-range elements of transportation planning. The Policy Committee acts as the approval authority for the federally financed surface transportation projects in the urban area. Much of the coordination of the program and the discussion related to transportation issues takes place within the Policy Committee.

## **Technical Committee**

Coordination and expertise at the technical level is provided by a variety of professional engineers, planners, and other technically oriented employees from participating agencies. Also represented in this technical process are Laramie County School District #1, Cheyenne Regional Airport, Cheyenne Transit Program, non-motorized transportation (Greenway), F.E. Warren Air Force Base, members from the trucking and railroad industries, local utility companies, Emergency Management, Cheyenne LEADS, and other groups such as local builders and developers. The Technical Committee provides a forum for discussion on issues as they relate to plans, programs, and individual projects and effectively establishes communication and coordination on a technical level.

## **Citizens Committee**

Citizen input is obtained through the Citizens Advisory Committee. When necessary, the City and/or County Planning Commissions are utilized for public meetings or hearings. A significant amount of public access to the planning process is through the MPO's web site and Facebook. The MPO's public activity is also advertised through e-mail and standard media advertising.

## **City/County Departments & WYDOT**

To further facilitate coordination at the local level, all transportation planning activities are coordinated with the City Planning and Development Department, County Planning Office, Public Works, and WYDOT. This assures coordination and inter-relation of transportation projects with the overall comprehensive planning process for the area. The major types of projects requiring necessary and effective coordination are the developments of master plans, economic development, housing programs, recreational plans, and other plans for the city, county, urban (area-wide), and state jurisdiction concerns.



# FY '24 Program Administration

## FY '24 Consolidated Planning Grant Funding

The FY '24 UPWP approved CPG budget is \$1,085,494 with a funding split of 90.49% Federal share and 9.51% local match. The local match is equally split between the City of Cheyenne and Laramie County, with each entity contributing 4.755%. Additionally, \$460,000 in funding is being carried forward from previous years.

## Program Administration

Nearly half of the MPO budget is allocated to staffing to implement the objective of developing transportation projects, manage the transportation planning process, and recommend projects within the Cheyenne MPO Planning Boundary.

All activities included in program administration are conducted exclusively by MPO staff in accordance with the Master Agreement between the Cheyenne MPO, WYDOT, FHWA, and FTA. The work activities conducted by staff are highlighted below.

## Personnel – \$495,500

The CPG provides funding for MPO staff to conduct the following activities:

- Grant Administration
- UPWP Preparation
- TIP Preparation
- Meetings and Minute Preparation
- Annual Obligation Report – Program of Projects (POP)
- Quarterly Progress Reports
- Monthly Financial Reports
- Interagency Coordination
- Project/Development & Management



## Daily Administrative Duties

The City Planning & Development Department and the MPO equally share an office manager position. The office manager processes all financial transactions along with preparation of minutes and other administrative duties.

## Monthly Activities

Regular meetings with city/county staff for program/project monitoring, preparation of reports to city council/county commissioners, and management of consultant contracts are regular monthly activities.

## Quarterly Activities

MPO staff will assist with preparation of the Policy Committee, Technical Committee, and Citizens Committee meetings. Additionally, the MPO will prepare financial and narrative reports to FHWA and FTA as required.

## Yearly Activities

Preparation of the annual UPWP, biennial TIP, transportation planning budgets, short range planning documents, grant applications, and other required documents of FHWA and FTA.

Other activities performed by MPO staff include the collection and analysis of information and data on land use, traffic, roadway conditions, and transportation systems. Collected information is utilized to update planning as necessary.

## Operating Costs – \$94,494

The budget for operating costs to the MPO includes cost and rent allocation to the city, travel and training, office supplies, postage, repairs and maintenance, and copy machine rental including some eligible expenses allocated to Cheyenne Transit.

FY ' 24 Funding Breakdown for Program Administration		
Federal Share	Local Match	Total
\$522,413.57	\$56,108.43	\$589,994.00

# FY '24 Programs

## **MPO GIS Support – \$9,500**

The MPO was instrumental in organizing and planning the GIS program in its early years. Now that the GIS program is self-sufficient, the MPO contributes through software licensing and cooperative plan updates. Work by the GIS Executive Committee continues. The MPO Director serves as one of the six voting members of the GIS Cooperative. All GIS program coordination is accounted for in this line item.

## **Auto CAD 3D Support License – \$3,200**

The MPO contributes 1/6 share to the city for the annual license. The Planning Technician uses the software to help Planning and Engineering with providing conceptual drawings.

## **TransCAD Support License – \$1,500**

The GIS Coordinator utilizes ESRI GISPRO software to update work history to be uploaded into Cheyenne's TDM. The GIS files (land use, business location) are be uploaded into TransCAD. The Senior Planning Technician will be tasked with learning the TransCAD so that the MPO can perform inhouse for updates the on current and 25-year road network runs and special scenarios for future ideas and/or what if options..

## **Traffic Software Video Processing – \$2,500**

The Senior Planning Technician uses video processing through Spack Solutions to process 24 hour turning movement counts to help provide turning movements for warrant analysis, ADT counts from each leg of an intersection, school crossing warrants for requested studies by the City Engineering and/or Laramie County Public Works, and any specialty studies requested by departments.

### On-Going Traffic Modeling – \$58,030

The MPO collects annual traffic counts to assist with maintaining the travel demand forecast modeling. Recently, the MPO selected Quality Traffic Data, LLC, to conduct 400 24-hour traffic counts this fall for a cost of \$38,030. Additionally, \$15,000 is budgeted for assistance from Kimley Horn to maintain the forecasting model and \$5,000 for Spack Solutions to process video camera traffic counts.

### Cheyenne Transit Support Software – \$43,939

Annual licensing for transit modeling software including routing and scheduling.

### Equipment Purchases – \$8,000

This line item is equally split between the MPO and Cheyenne Transit. The MPO will be purchasing four replacement Countcam3 cameras to perform annual traffic counts throughout the planning area. Transit will utilize their funds for general equipment upgrades.

FY ' 24 Funding Breakdown for Programs		
Federal Share	Local Match	Total
\$92,271.75	\$9,697.25	\$101,969.00

# FY '24 Projects

## Parsley Extension – College to High Plains Wallick Drive – Parsley to Division

A comprehensive study was conducted in 2016 to examine three proposed road alignments for the east-west High Plains corridor from I-25 to College Avenue. The selected route produced 35% design plans which now conflict with proposed development on one of the larger tracts. As such, the alignment will be shifting slightly south. Moving forward, this project will mostly be development driven.

The north-south corridor identified as Parsley Boulevard from College Avenue to the proposed High Plains Road is now a critical linkage within the transportation network to accommodate future development. A minor arterial is proposed for this corridor, which would eventually connect to High Plains Road. Additionally, intersection improvements will be necessary at Parsely & College with a realignment to the west.

Another important connection is a future collector road from Parsley extended to Division Road. This segment is known as Wallick Drive, which is slated for design and construction for 2024 from South Greeley Highway to Division.

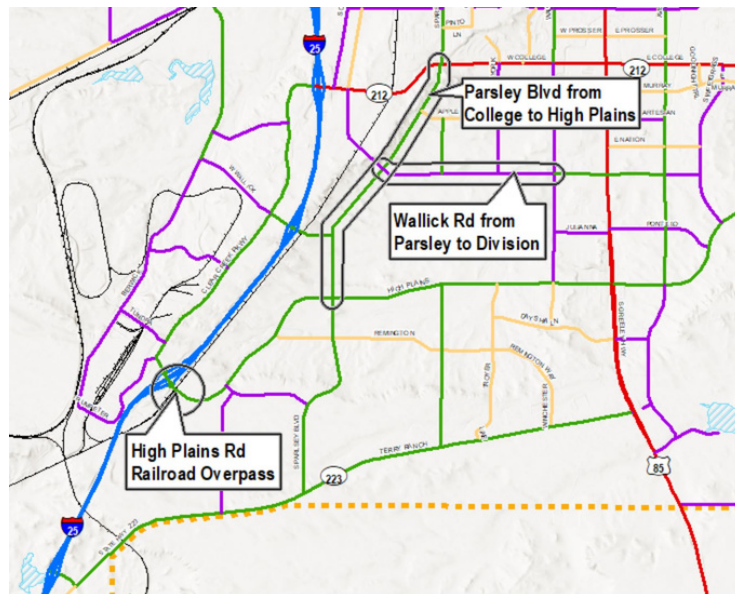
These two concurrent corridor studies will provide for 35% design for the anticipated industrial and residential development over the next decade. See next page for a detailed map.

FY ' 24 Parsley/Wallick Corridor Studies		
Federal Share	Local Match	Total
\$135,745	\$14,265	\$150,000

# High Plains RR Overpass

The High Plains Road Corridor Study from 2016 identified a connection at the I-25 interchange that was constructed in 2011. The study suggests an overpass from the eastern roundabout at the interchange with an bridge structure over the BNSF railroad right-of-way. Page 4 of the Appendix to the study only shows location and proposed grade; however, additional structural engineering is needed to further design the bridge to 35%.

This railroad overpass is the lynchpin for successful development of the vast amount of land north of Terry Ranch Road and to accommodate near term proposal for a 800,000 square foot data center and for future commercial, industrial, and residential growth of Cheyenne.



FY '24 High Plains RR Overpass		
Federal Share	Local Match	Total
\$75,106.70	\$7,893.30	\$83,000

# Passenger Rail Service Development Plan

Historically, Cheyenne hosted passenger rail service by the Union Pacific in the early years of the railroad and more recently served by Amtrak beginning in 1971 until its discontinuance 26 years later. There is strong movement to bring back Amtrak with service to the Front Range in Colorado.

The Front Range Passenger Rail (FRPR) initiative is seeking to establish service from Pueblo to Fort Collins utilizing the BNSF rail line that loosely follows the US 287 corridor. Cheyenne is motivated to be part of the conversation and it desires to find a solution to extend service from Fort Collins from the same BNSF corridor.

If passenger service is feasible, it is critical that a desirable location is established to build a rail station. While the historic depot in downtown still exists it likely is not a viable option. Other considerations include several properties along the Reed Avenue Corridor, the current BNSF railyard, or an entirely new location on the periphery of the city.

The purpose of this project would be to prepare a Service Development Plan to assist with coordinated efforts of FRPR to ensure passenger rail is extended north to Cheyenne.

Passenger Rail Station Feasibility Study		
Federal Share	Local Match	Total
\$52,958.37	\$5,565.63	\$58,524



# Henderson Greenway Underpass

In 2020, a new greenway connector was constructed along the Henderson Ditch from Belaire Avenue south to the greenway paralleling the UPRR trail. The Henderson Greenway project would connect this segment with a crosscut section to Cahill Park along Henderson Drive/Ditch to Omaha Road and Grove Drive. Two critical intersections, Lincolnway and Nationway, will be examined for the feasibility of an underpass. This proposed linkage will connect several underserved neighborhoods to the overall greenway system.



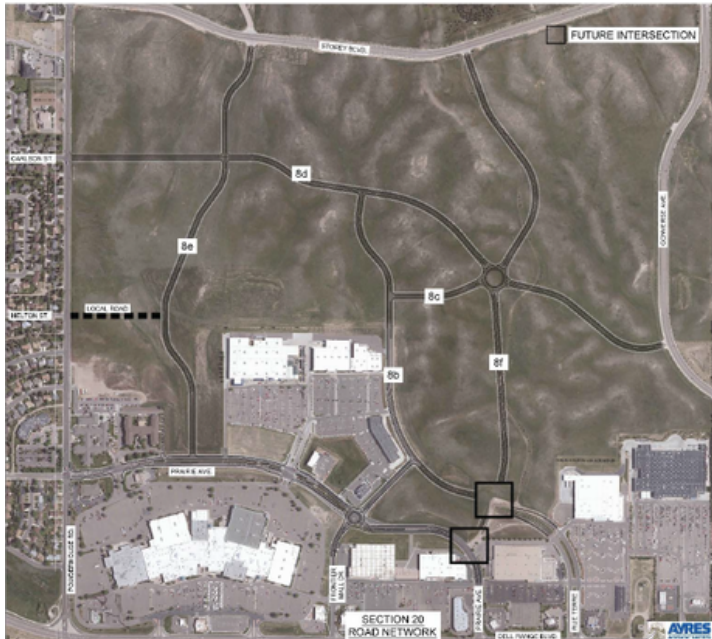
FY ' 24 Henderson Greenway Underpass		
Federal Share	Local Match	Total
\$81,441	\$8,559	\$90,000



# Section 20 – Major Collector Network Design

The MPO conducted a study in 2016 on the second phase of the Dell Range Corridor examining a potential road network on land known as Section 20. The northern 350 acres of land is undeveloped at this time; however, there are development pressures to see activity on this site in the near term.

The purpose of this new study would be to determine the final alignment of two major collector roads: 1) the Carlson/Plain View connector from Powderhouse to Converse; and 2) Rue Terre from Dell Range to Storey. Working closely with the landowner, it is important to establish these corridors to facilitate future local road network design within Section 20. The final document will provide for 35% design of the right-of-way for both corridors.



FY ' 24 Section 20 – Major Collector Network Design		
Federal Share	Local Match	Total
\$90,490	\$9,510	\$100,000



# In House Plans

MPO staff is excited to tackle two in-house plans for the first time. With the technical and design experience available, staff will be preparing a Complete Streets document and begin updating the Connect 2045 Long Range Transportation Plan, which must be reviewed every five years. The MPO has budgeted \$5,000 to assist with the preparation of these documents.

Complete Streets is an urban design concept that supports multiple mobility uses within the public right-of-way which enables safe access to all people. The intent of this document would be to establish design guidelines that help inform possible changes to the Uniform Development Code of the City of Cheyenne.

Connect 2045 Transportation Plan was prepared in 2020 by Kimley Horn. The thorough update to Plan Cheyenne is a building block for another update rather than a complete overhaul. Staff will utilize current data and trends to update the charts, maps, and cost projections.



FY ' 24 In House Plans		
Federal Share	Local Match	Total
\$4,524.50	\$475.50	\$5,000

# FY '23 Rollover Projects

**Laramie County Rights-of-Way Impact Fee Study \$97,840** – In 2006 the Cheyenne MPO prepared for Laramie County a study entitled “Paving Decisions for Laramie County Roads”. The study helped determine when it became cost efficient for new and 25existing county graveled road to be paved. This project will reanalyze the paving recommendations plus look into the options for developing transportation impact fees for all elements of the roadway within the right-of-way. This includes traffic signs and drainage.

**West Crow Creek Greenway Plan \$134,997.54** – The section of proposed Greenway on Crow Creek between Martin Luther King Park and Gate 2 of F.E. Warren Air Force Base is a critical link to the original Greenway Plan. This proposed greenway section is more important today since the GBSD Missile Program is about to start and the City is about to put out for construction the Enhanced Used Lease (EUL) commercial and housing project in the southwest corner of I-25 and Happy Jack Road. This Greenway corridor would plan and coordinate with 5 key road crossings: 19th Street which is expected to begin very soon, BNSF/Westland Road, I-25 and Happy Jack Road (WYO 210). If the Air Force Base wants a connection into the base the project could extend under Happy Jack and terminate at Gate 2.

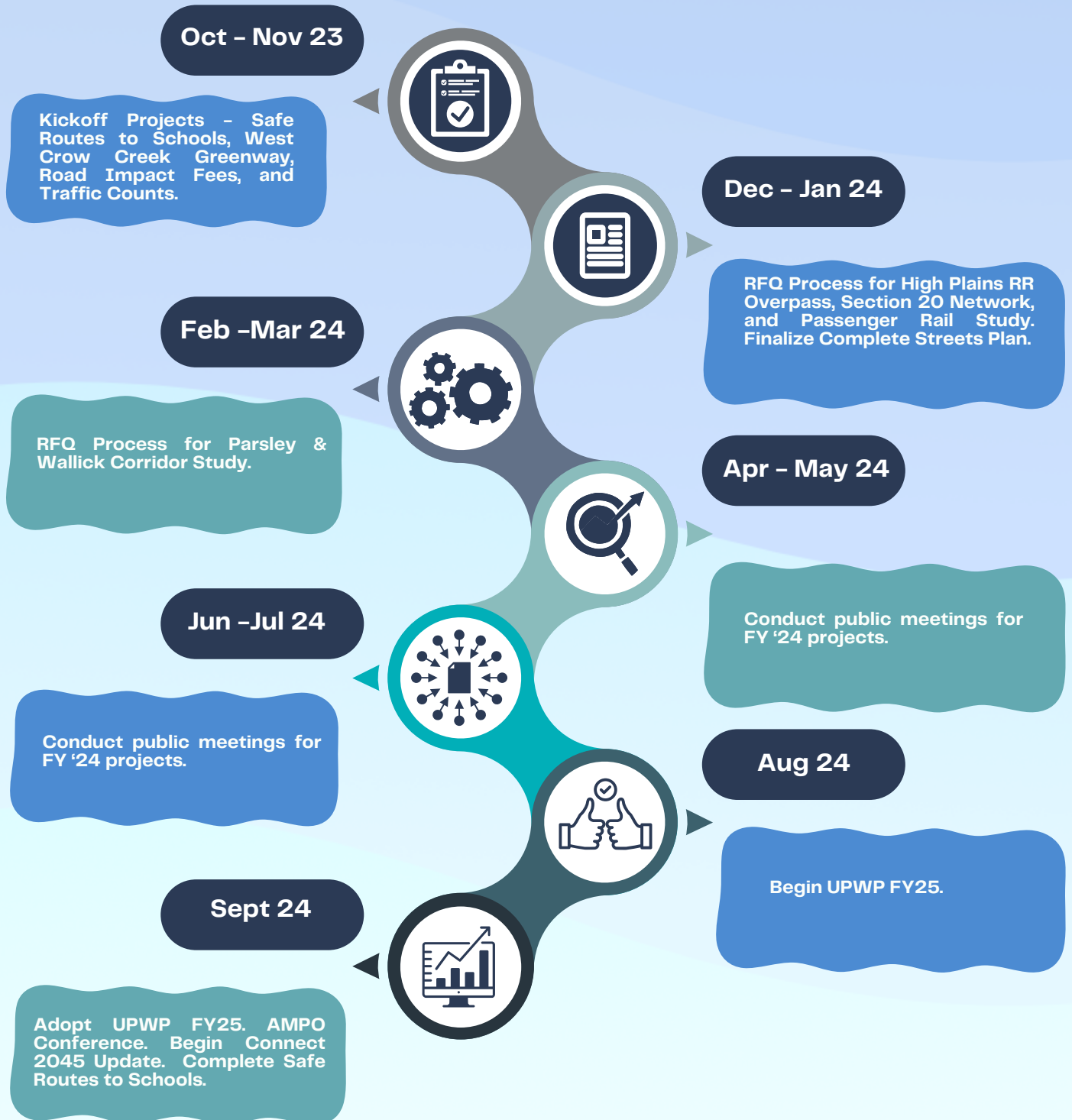
**East Allison Connector** – This project was listed in the UPWP FY '23. With a reprotizing of project for this fiscal year, the project is being postponed until FY '25.

**Outstanding Projects from FY '23**– The following projects will be complete in FY '24: Powderhouse Road Corridor, Van Buren Road Corridor, and Southwest Drive Corridor.

**Safe Routes to School** – This project is entirely being funded from a TAP Grant and private funding for the local match. It is part of the MPO work plan for FY '23, but not included in any of the budget figures.

FY ' 23 Encumbered		
Federal Share	Local Match	Total
\$333,325.87	\$35,030.71	\$368,356.58

# Project Timeline



# UPWP FY '24 Budget

UPWP FY '24 Budget Summary			
	CPG	Local Match	Total
FY '24 Allocation	\$982,263.52	\$103,230.48	\$1,085,494.00
FY '23 Rollover	\$84,149.37	\$8,843.63	\$92,993.00
FY '23 Encumbered Projects	\$333,325.87	\$35,030.71	\$368,356.58
<b>Total</b>	<b>\$1,399,698.76</b>	<b>\$147,104.82</b>	<b>\$1,546,843.58</b>
Personnel	\$448,337.95	\$47,122.05	\$495,500.00
Operations	\$85,507.62	\$8,986.38	\$94,494.00
Programs	\$92,271.75	\$9,697.25	\$101,969.00
Projects - FY '24	440,255.57	\$46,268.43	\$486,524.00
FY '23 Encumbered Projects	\$333,325.87	\$35,030.71	\$368,356.58
<b>Total</b>	<b>\$1,399,698.76</b>	<b>\$147,104.82</b>	<b>\$1,546,843.58</b>

UPWP FY '24 Budget Summary			
FY '24 Projects	CPG	Local Match	Total
High Plains RR Overpass	\$75,106.70	\$7,893.30	\$83,000
Parsley/Walliick Corridor Study	\$135,735	\$14,265	\$150,000
In House Plans	\$4,524.50	\$475.50	\$5,000
Henderson Greenway Underpass	\$81,441	\$8,559	\$90,000
Passenger Rail Service Development Plan	\$52,958.37	\$5,565.63	\$58,524
Section 20 Collector Network	\$90,490	\$9,510	\$100,000
<b>Total</b>	<b>440,255.57</b>	<b>\$46,268.43</b>	<b>\$486,524</b>

# Planning Factors Analysis

## **IIJA Planning Factors**

1. Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency;
2. Increase the safety of the transportation system for motorized and nonmotorized users;
3. Increase the security of the transportation system for motorized and nonmotorized users;
4. Increase accessibility and mobility of people and freight;
5. Protect and enhance the environment, promote energy conservation, improve the quality of life, and promote consistency between transportation improvements and State and local planned growth and economic development patterns;
6. Enhance the integration and connectivity of the transportation system, across and between modes, for people and freight;
7. Promote efficient system management and operation;
8. Emphasize the preservation of the existing transportation system;
9. Improve the resiliency and reliability of the transportation system and reduce or mitigate storm-water impacts of surface transportation; and
10. Enhance travel and tourism.

## Metropolitan Planning Factors

UPWP Elements	1	2	3	4	5	6	7	8	9	10
MPO Program Administration	X	X	X	X	X	X	X	X	X	X
FY '24 Programs	X	X	X	X	X	X	X	X	X	X
FY '24 Projects										
High Plains RR Overpass	X	X		X	X	X	X		X	
Parsley/Walliick Corridor Study	X	X	X	X	X	X	X		X	
Complete Streets		X	X	X	X	X	X	X	X	X
Henderson Greenway Underpass		X	X	X	X	X	X			X
Passenger Rail Service Development Plan	X	X	X	X	X	X	X			X
Section 20 Collector Network	X	X	X	X	X	X	X	X	X	X



Federal Highway Administration  
[Wyoming Division](#)  
2617 E Lincolnway, Ste D  
Cheyenne, WY 82001  
307.772.2101 – Phone

Federal Transit Administration  
[Region 8](#)  
1961 Stout St, Ste 13-301  
Denver, CO 80294  
303.362.2400 – Phone

September 30, 2023

Mr. Luke Reiner, Director  
Wyoming Department of Transportation  
5300 Bishop Boulevard  
Cheyenne, WY 82009

Subject: Approval of Cheyenne and Casper FY 2024 Unified Planning Work Programs

Dear Mr. Westby:

The Federal Highway Administration (FHWA) and Federal Transit Administration (FTA) have jointly reviewed the FY 2024 Unified Work Programs (UPWPs) for the Casper Area and Cheyenne Area Metropolitan Planning Organizations (MPOs) submitted by your office. The FY 2024 UPWP planning documents identify the transportation planning activities to be undertaken in the metropolitan areas during the fiscal year from October 1, 2023 through September 30, 2024 funded with federal and local funds. The Cheyenne Area MPO Policy Committee approved its UPWP on September 21, 2023. The Casper Area MPO Policy Committee approved its UPWP on June 15, 2023.

WYDOT planning staff reviewed the documents and confirmed the documents are substantially in compliance with the applicable Federal directives. After reviewing the documents, FHWA and FTA concur with the finding of WYDOT staff that the UPWPs meet the requirements of 23 Code of Federal Regulations (CFR) 450.308 and FTA Circular 8100.1D (as applicable).

This authorization is subject to the availability of funds. FHWA Planning and Research funds shall be administered in accordance with the provisions of 49 CFR and 23 CFR Part 420. All work program activities must be eligible under 23 U.S.C. 134, 135, 505 or 49 U.S.C. 5303-5305, 5313(b) and the provision of 23 CFR 420 and 23 CFR 450. Annual progress and financial summaries shall be submitted within 90 days after the end of the report period, in accordance with 23 CFR 420.117(c). As federal guidance is developed to implement the new requirement for a 2.5% planning fund expenditure on Safe and Accessible Transportation Options, staff will assist MPOs as they work to identify and document specific MPO activities that meet this requirement in the next UPWPs.

Approval of the UPWPs is not a Federal aid eligibility determination, nor does it constitute an obligation of Federal funds. Each project must satisfy the specific requirements of the program from which federal funds are to be derived, as well as the other federal requirements appropriate before the use of those federal funds can be authorized. Additionally, the approval of the UPWPs will expire on September 30, 2024.



Upon receipt of this approval letter, we request that you inform both the Casper Area and Cheyenne MPOs that their UPWPs have been approved. We appreciate the efforts and cooperation of your staff in reviewing and coordinating the UPWPs with the MPOs. If you have any questions concerning this joint approval action, please contact Mr. Richard Duran of FHWA at (307) 771-2941 or Peter Hadley of FTA at (303) 362-2393.

Sincerely,

**CARLOS C  
MACHADO**

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Date: 2023.09.29 08:48:23  
-06'00'

Carlos Machado  
Division Administrator  
FHWA Wyoming Division

Sincerely,

**DAVID L  
BECKHOUSE**

Digitally signed by  
DAVID L BECKHOUSE  
Date: 2023.09.27  
15:35:30 -06'00'

Cindy Terwilliger  
Regional Administrator  
FTA Region 8

cc: Mr. Jeff Noffsinger, Cheyenne MPO  
Ms. Beth Andress, Casper MPO  
Mr. Mark Gillett, P.E., Chief Engineer, WYDOT  
Mr. Mark Wingate, P.E., State Planning Engineer, WYDOT  
Ms. Julianne Monahan, Planning & Policy Analyst, WYDOT  
Ms. Sara Janes-Ellis, Local Government Coordinator, WYDOT  
Mr. Brenden Schaefer, P.E., State Systems Engineer, WYDOT