

AGENDA
Joint Planning and Zoning Commission
March 7, 2019 – SPECIAL MEETING
5:30 PM

This Joint Planning and Zoning Commission Special Meeting will take place at the Teton County Commissioners Chambers - 200 S. Willow Street

The New Business items have been placed on the agenda in the order they were received. Please note that at 9:00 p.m., the Commission will evaluate the remainder of the agenda to determine if time constraints will permit the full agenda to be heard at this meeting.

NOTICE: THE VIDEO AND AUDIO FOR THIS MEETING ARE STREAMED TO THE PUBLIC VIA THE INTERNET AND MOBILE DEVICES WITH VIEWS THAT ENCOMPASS ALL AREAS, PARTICIPANTS AND AUDIENCE MEMBERS

PLEASE SILENCE ALL ELECTRONIC DEVICES DURING THE MEETING

1. CALL TO ORDER
2. ROLL CALL
3. MATTERS FROM THE PUBLIC
4. APPROVAL OF MINUTES
5. OLD BUSINESS
6. NEW BUSINESS
7. BOARD OF ADJUSTMENT
8. PLANNING COMMISSION
 - I. Item P19-020: 2019 Annual Indicator Report and Fiscal Year 2020 Implementation Work Plan
 - II. Item P19-043: Comprehensive Plan Amendment to Subarea 7.3 - Munger Mountain Residential - Updated 3/4/19
9. MATTERS FROM THE COMMISSION
10. AGENDA FOLLOWUP
11. MATTERS FROM STAFF
12. ADJOURNMENT



JOINT PLANNING COMMISSION MEETING TOWN OF JACKSON & TETON COUNTY AGENDA DOCUMENTATION

PREPARATION DATE: February 28, 2019
MEETING DATE: March 7, 2019

SUBMITTING DEPARTMENT: Long-Range Planning
DEPT DIRECTORS: Tyler Sinclair & Steve Westbay
PRESENTER: Tyler Sinclair

SUBJECT: 2019 Annual Indicator Report and Fiscal Year 2020 Implementation Work Plan
(MSC2019-0010/P19-020)

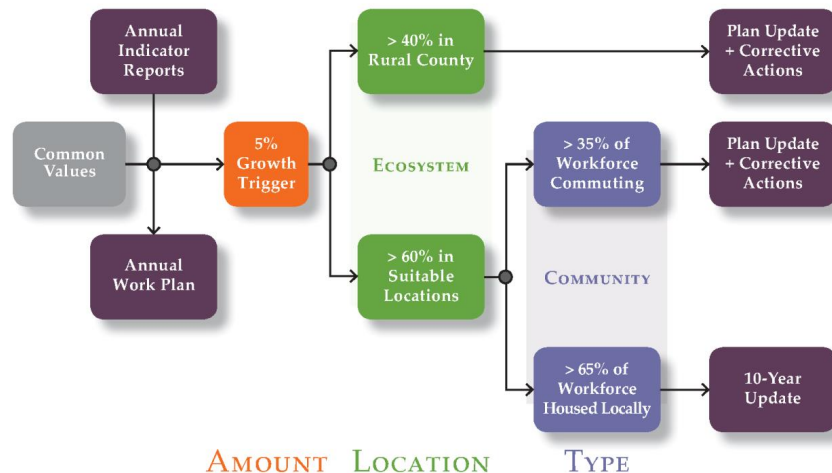
PURPOSE/REQUESTED ACTION

1. Commissioners should review the indicator report and come prepared to ask questions and discuss the report in the context of setting the work plan for FY 20.
2. Commissioners should review the workplan and take action subject to any changes or amendments proposed by the Commissions, based upon review of the indicator report and Commission priorities. Discuss priorities for Comprehensive Plan implementation in FY 20 (July 2019 – June 2020). The Planning Commission's recommendation should focus on prioritizing specific LDR Update and Comprehensive Plan Administration tasks for the coming fiscal year and beyond.

BACKGROUND

The Annual Indicator Report and Work Plan operate in conjunction with the Growth Management Program to adaptively implement the Comprehensive Plan. The Annual Indicator Report facilitates evidence-based planning as our community seeks to achieve the Comprehensive Plan Vision. It informs the scope and prioritization of the projects in the Annual Work Plan. The Work Plan identifies and prioritizes the Comprehensive Plan implementation efforts to be undertaken in the next fiscal year. The Work Plan includes Teton County projects, Town of Jackson projects, and projects that will be carried out jointly by both jurisdictions.

Growth Management Program



The Growth Management Program is a quantitative review structure that provides the measurability and accountability needed to ensure the community will achieve the Comprehensive Plan Vision. The Growth Management Program is made up of four parts: a trigger (amount of residential growth), two targets (location and type of growth), corrective actions, and a 10-year regular Plan update.

Annual Indicator Reports and Annual Work Plans are not directly a part of the Growth Management Program. Instead, they supplement the Program, helping us monitor progress towards meeting Growth Management Program targets and identifying annual efforts that will move us closer to those targets. The Growth Management Program and the role Indicator Reports and Work Plans play in informing the Growth Management Program are represented in the graphic above.

STAFF ANALYSIS

Purpose: The purpose of this item is to prioritize LDR Updates and Comprehensive Plan Administration projects for fiscal year FY 20 as a recommendation to the Town Council and Board of County Commissioners. The entire Work Plan is presented to the Planning Commission to provide the overall workload context for the Planning Commission discussion. While Planning Commission comments are welcome on the entire Work Plan, the Planning Commission action is limited to the content under its authority – LDR Updates and Comprehensive Plan Administration. Staff uses the approved Work Plan to allocate its fiscal and staff resources. This is the opportunity for the Planning Commission to recommend any alternative priorities it would like the Board and Council to consider.

The Town of Jackson and Teton County have engaged in joint planning since 1994. While each jurisdiction has its own version of the LDRs, there is only one Joint Comprehensive Plan, one joint Annual Indicator Report, and one joint Annual Work Plan. This means that the FY 20 Implementation Work Plan must be approved by both jurisdictions in order for it to be adopted. That being said, throughout the 2012 Comprehensive Plan adoption process, the Town and County Planning Commissions provided split recommendations on issues on which they did not agree. As such, each Planning Commission will make its own motion and provide its own recommendation on this item. Each recommendation will be presented to Town Council and the Board of County Commissioners for their consideration.

Scope: The 2019 Annual Indicator Report compiles data available as of January 2019 to provide trend analysis of the 19 indicators related to the 3 Common Values of Community Character outlined in the Comprehensive Plan.

The FY 20 Implementation Work Plan includes implementation projects from the Comprehensive Plan, the Integrated Transportation Plan (ITP), and the Housing Action Plan so that the Board, Council and advisory bodies can see the magnitude of all the community's planning workload in one place, knowing that there is plenty of other community business to attend to as well. Implementation of the ambitious policies and strategies in all of these plans is an enormous work load for the staff and advisory boards responsible for each project; and even more so for the public, the Board of County Commissioners, and Town Council responsible for all projects.

Recommendation: Based on review of the data presented in the 2019 Indicator Report, staff has identified three Comprehensive Plan implementation projects as the top priorities for FY 20 (July 2019 – June 2020):

- **Joint Comprehensive Plan Review (Growth Management Program):** As discussed above, the Growth Management Program is a systematic review of the Comprehensive Plan principles, policies, strategies, and indicators to identify corrective actions that are needed before it is too late to make the corrections. The Growth Management Program was triggered in 2016 upon hitting 5% growth in residential units since adoption of the Comprehensive Plan. In 2017 the Board and Council chose to delay the Growth Management Program because the Engage 2017: Housing, Parking, and Natural Resource Updates needed to be complete, especially the Town District 3-6 Zoning Updates and Housing Mitigation Requirements Update, before the community could accurately reflect on and adapt the Comprehensive Plan principles, policies, and strategies.
- **Town Square Zoning Updates + Historic Preservation LDRs:** These updates are unlikely to be affected by the Growth Management Program and can occur concurrently with the Growth Management Program review. Town Square is a Character District composed of Stable subareas, where zoning updates are unlikely to include significant shifts from current allowances. Historic preservation LDRs are proposed to be included with the Town Square zoning because of the number of historic structures in the Town Square Character District but are actually standards that may be applied Townwide and Countywide as applicable.
- **County Natural Resource Protections Update:** Adoption of updated natural resource protection standards is the final component to complete Engage 2017 and would mark completion of almost all the marquee projects discussed in the Comprehensive Plan.

Since adoption of the Comprehensive Plan in 2012, staff has found that there is a limit to the number of large policy projects that can be undertaken simultaneously while still leaving room for the unanticipated priorities that arise throughout the year. The reason Work Plan prioritization is important is because staff recommends the Board of County Commissioners and Town Council only undertake 3 policy projects for a two-year 'session' of the Board and Council (typically this is 1 Joint project, 1 Town project and 1 County project).

At the same meeting they are prioritizing the above projects and others, the Town and County will decide on a proposed Comprehensive Plan Amendment for Subarea 7.2 Hog Island Business Park. The amendment application was made by a member of the public and is required by the Comprehensive Plan to be considered concurrently with the Annual Indicator Report and Work Plan. Although the application is limited to a section of Subarea 7.2 centered around the Munger Mountain Elementary School site and the proposed Work Plan places the Hog Island Zoning project in FY 21, review of this application may prompt a comprehensive re-evaluation of the desired future character and zoning for Hog Island.

The FY 20 Work Plan spans a single session of seated Council members and Commissioners which provides the advantage of consistency and flexibility for projects that span 2019 and 2020. However, the current lack of staff capacity is a disadvantage that should be carefully considered when prioritizing projects. The FY 20 Work Plan is structured assuming a fully functioning Joint and County Planning staff with the local knowledge and expertise to complete the list of complex community-oriented tasks. Two important positions that must be filled to achieve this Work Plan include the Joint Principal Long-Range Planner and the Joint Principal Transportation Planner. The County also has important positions to be filled including Senior Current Planner and Director of Planning and Building Services. Without these positions the tasks in this Work Plan will be delayed six to 12 months.

The Town of Jackson and Teton County have engaged in joint planning since 1994. While each jurisdiction has its own version of the LDRs, there is only one Joint Comprehensive Plan, one joint Annual Indicator Report, and one joint Annual Work Plan. This means that the FY 20 Implementation Work Plan must be approved by both jurisdictions in order for it to be adopted. That being said, throughout the 2012 Comprehensive Plan adoption process, the Town and County Planning Commissions provided split recommendations on issues on which they did not agree. As such, each Planning Commission will make its own motion and provide its own recommendation on this item. Each recommendation will be presented to Town Council and the Board of County Commissioners for their consideration.

ATTACHMENTS

- 2019 Annual Indicator Report
- FY 20 Implementation Work Plan

STAKEHOLDER ANALYSIS

The entire Town of Jackson/Teton County Community is a stakeholder and staff invites feedback from any community member or organization.

PUBLIC COMMENT

No public comment has been received up to the time this staff report was released.

FISCAL IMPACT

Not applicable. Fiscal impact associated with each identified project has been provided in the proposed work plan. Actual financial commitment will be considered by the elected officials and as part of adoption of the Town and County budgets.

STAFF IMPACT

The FY 20 Implementation Work Program accounts for all the Joint Long-Range Planning Department's time and about half of each Planning Director's time. It also requires half of full-time employee Town Planning Staff time and a fourth of full-time employee County Planning Staff time. Current planning issues taking precedent over long-range planning efforts has been, and will remain, the biggest challenge in completing Implementation Work Plans.

LEGAL REVIEW

Gingery.

RECOMMENDATION

The Town Planning Director and the County Planning Director recommend **approval** of the FY 20 Implementation Work Plan, dated February 28, 2019.

SUGGESTED MOTIONS

Town Planning Commission: I move that the Town of Jackson Planning Commission recommend **approval** of the FY 20 Implementation Work Plan, dated February 28, 2019.

County Planning Commission: I move that the Teton County Planning Commission recommend **approval** of the FY 20 Implementation Work Plan, dated February 28, 2019.



2019 Annual Indicator Report

February 28, 2019

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The Jackson/Teton County Comprehensive Plan, adopted in 2012, sets a community vision based on 3 Common Values of Community Character: Ecosystem Stewardship, Growth Management, and Quality of Life. It also establishes an adaptive management program that requires the community regularly ask: are we living our values?

This report helps our community answer that question through the presentation and analysis of 19 indicators. The report begins with Planning Staff's perspective on whether we are living our values. Following that perspective are sections presenting the indicator data for each Common Value. Each of these sections begins with major takeaways from the indicator data, followed by the indicators themselves, and concludes with suggestions for next steps to improve our performance in each Common Value.

Are We Living Our Values?

The starting place for any evaluation into whether or not we are living our values is the Comprehensive Plan growth targets – 60/40 and 65%. Setting these targets was a 5-year process. Implementing them has been the focus of the past 6-years of work. The exciting indication is that our efforts are paying off.

The 60/40 target is that at least 60% of growth occurs in areas of existing development and services – areas the Comprehensive Plan refers to as Complete Neighborhoods. The 60/40 target provides Ecosystem Stewardship by directing development out of wildlife habitat, scenery and open space. It provides Growth Management by aspiring to shift the location of development instead of add development. And, it provides Quality of Life by locating people within walking distance of jobs, services, and other people.

The 65% target is that at least 65% of the workforce lives locally. The 65% target provides Ecosystem Stewardship by avoiding increased emissions and wildlife-vehicle conflict that comes with commuting. It provides Growth Management by truly balancing the demand and supply of housing rather than just displacing the supply to elsewhere in the ecosystem. And it provides Quality of Life by keeping local workers here to volunteer, spend money, raise families, respond to emergencies, and contribute to the community in a meaningful way.

In July 2018 we achieved a major milestone, as 62% of development potential is now assigned to Complete Neighborhoods. Additionally, almost half of that potential is tied to permanent conservation or workforce housing incentives. And the growth has not just been directed to the right location, it has been directed to the

The Community in 5 Trends

Since Comp Plan Adoption in 2012:

- 62% of potential residential development is in Complete Neighborhoods (35% in 2012)
- 59% of actual residential units have been built in Complete Neighborhoods (55% from 2002-2011)
- The percentage of the workforce living locally has fallen from 59% to 57% (from 2007 to 2012 it fell from 65% to 59%)
- Annual growth in jobs (3.6%), effective population (1.9%-3.3%) and Vehicle Miles Traveled (3.4%) has far outpaced physical growth (0.6%-1.2%)
- Effective Population and VMT are growing the fastest in winter and the shoulder seasons.

best location. Most of the redirected potential is in the Town of Jackson, the community's primary Complete Neighborhood with the most services.*

Indications are that the success is more than just theoretical. The policy decisions are having real impact. From 2012-2018 (since the Comprehensive Plan was adopted) 59% of new residential units have been built in Complete Neighborhoods, in the 7 years prior only 55% were. From 2012-2017, the percentage of the workforce living locally declined by only 2 percentage points (from 59% to 57%); in the 5 years prior it declined 7 points.

A significant amount of time and money has been invested in the marquee moves to ensure growth is in the right location and of the right type, and early results are favorable. The reality is that we need to be patient before we can judge the degree of success and determine whether more action or corrective action is needed. It can take years before land use policy is truly reflected in development decisions. Patience will require avoiding one-off "solutions" that do not fit into the comprehensive program just established. Such "opportunities" might provide short-term success, but will preempt and preclude the desired long term vision of the community.

In the meantime, the less emphasized goals in the Comprehensive Plan need attention. Vehicle Miles Traveled (VMT) in 2017 exceeded the community's goal for 2035. Job growth continues to occur faster than the community can accommodate, despite extensive land use control efforts. For years the focus has been the location and type of growth – for good reason. Now it is time to let those programs thrive, while we focus on implementing the other policies in the Comprehensive Plan that are needed to support them.

Common Value 1: Ecosystem Stewardship

Preserving and protecting the area's ecosystem is the core of our community character, and thus monitoring our impacts on the ecosystem annually is an important way to ensure our growth does not compromise the health of the ecosystem. The indicators are intended to help us monitor whether we are growing as a community in a way that still preserves the abundant wildlife, quality of natural resources and scenery, open space, and climate long into the future.

- Location of Growth
- Permanently Conserved Land
- Energy Load
- Wildlife Vehicle Collisions

2018 Ecosystem Stewardship Takeaways

- 66% of units built in 2018 were in Complete Neighborhoods, an all-time, single-year high. Since 2012, 59% of new units have been built in Complete Neighborhoods, bringing us closer to our Comprehensive Plan target of 60% of growth occurring in previously developed areas.
- Years with more growth tend to be the years with a higher percentage of growth in Complete Neighborhoods. This indicates that Complete Neighborhood projects tend to have more units, which shows community resolve in sticking to the Comprehensive Plan principles and avoiding large scale rural development. But it also illustrates that Rural units are easier to consistently develop year after year.
- This year, Residential Potential data shows that 62% of future residential growth can be expected in Complete Neighborhoods. The jump up to 62% from last year's 53% of future residential growth in

* In 2015 the County removed ~2,300 units of potential from Rural Areas as part of the updates to the rural zoning and conservation development incentives. That same update created the Complete Neighborhood Planned Residential Development tool (CN-PRD) that allows some of those units to be realized in a Complete Neighborhood in association with conservation. Through the Downtown zoning adopted in 2016 and residential zoning adopted in July 2018, the Town enabled use of those units in Town in association with the provision of restricted workforce housing.

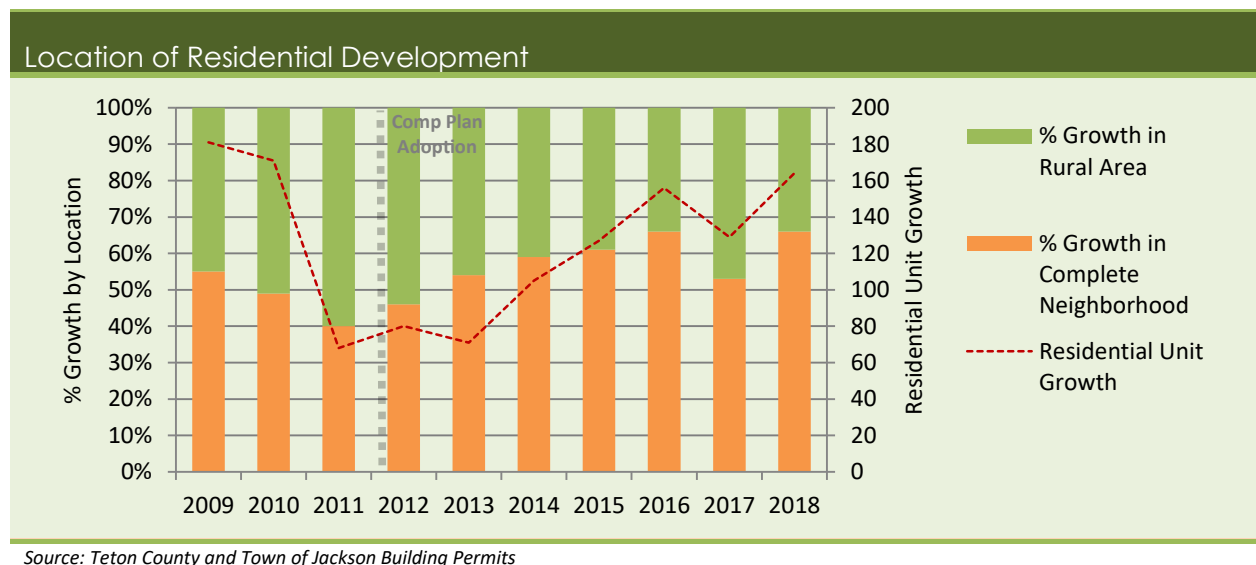
Complete Neighborhoods is a result of the adoption of the Engage 2017: Town Zoning & Parking – Districts 3-6 Updates in July, 2018. The Town Zoning & Parking Update was the second step in a two-step process to meet the Comprehensive Plan’s 60/40 goal. This is a significant accomplishment in the long-term success of the Comprehensive Plan.

- Acres of land in conservation is growing as fast (1.1% per year) as residential development (1.2% per year). As the amount of undeveloped, unconserved land diminishes, the ability of conservation efforts to keep up with development is a significant accomplishment.
- Electricity consumption data indicates conservation efforts are yielding success in the goal of maintaining 2011 energy loads. The significant drop in per capita energy use in winter, even as effective population has grown significantly is the reason for the success. A more thorough accounting of energy used, including air and ground transportation, would give us a better indication of success in meeting the community goal.
- Data for Wildlife Vehicle Collisions was also unavailable this year. Last year’s data shows that Wildlife Vehicle Collisions are visibly impacted by year to year variability in snowpack.

Ecosystem Stewardship Indicators

Location of Growth (Goal: $\geq 60\%$ in Complete Neighborhoods)

The location of growth in complete neighborhoods indicates the community’s ability to direct growth out of areas of habitat, scenery, and open space and into areas of infrastructure, amenities, and vitality. Location of Growth is the primary target established in the Comprehensive Plan to indicate Ecosystem Stewardship. The goal is for at least 60% of growth to occur in complete neighborhoods.

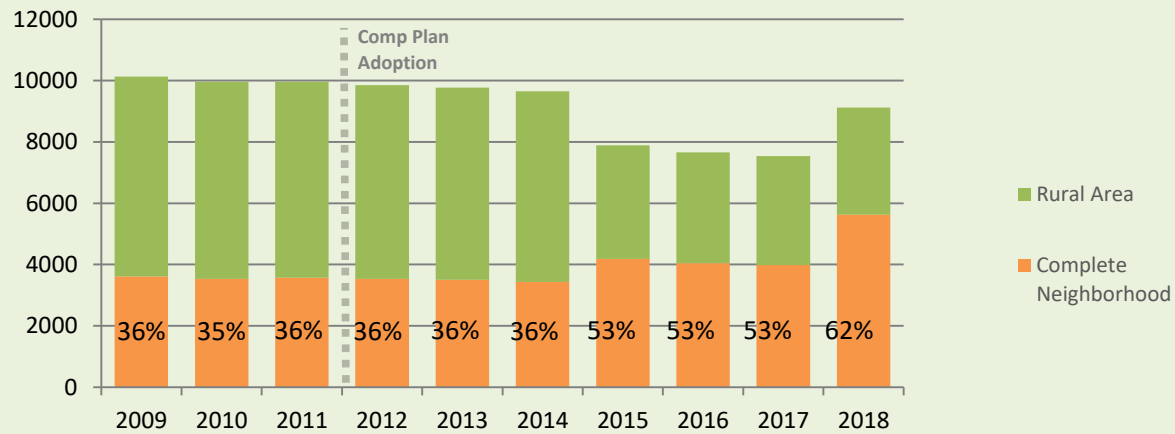


The location of growth *potential* (defined as buildout minus what is actually built on the ground) projects where future growth will occur, rather than past development patterns. Potential decreases as units are built. It is also impacted if buildout is increased or decreased. The way to shift the location of potential is reduce buildout in one area and increase it in another.

Definition of Potential

Potential	=	Buildout	-	Built
		(LDRs applied to all parcels as if vacant)		(What is actually on the ground)

Location of Residential Potential

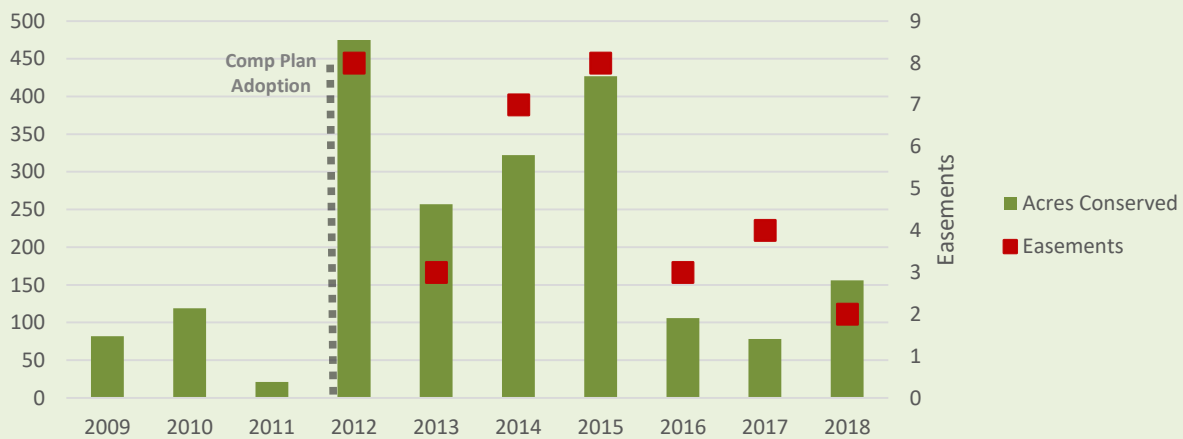


Source: Teton County and Town of Jackson

Permanently Conserved Land (Goal: Increase)

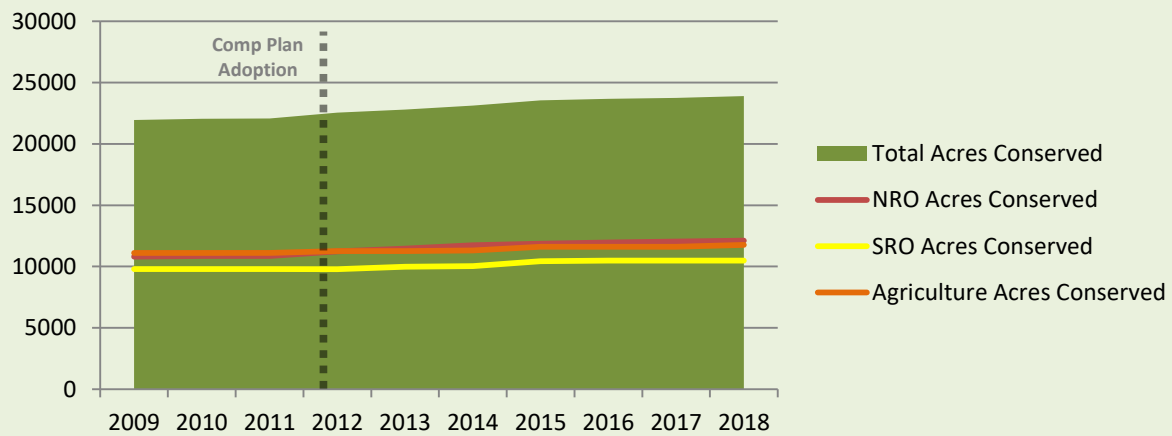
Monitoring permanently conserved land is an indicator of the community's progress in preserving areas of wildlife habitat, natural resources, scenic resources, and agricultural character. The goal of the Comprehensive Plan is to increase such conservation, although no specific conservation targets are identified.

Acres Conserved and Number of Easements by Year



Source: Teton County; Jackson Hole Land Trust; Teton Regional Land Trust

Total Acres Conserved by Conservation Value

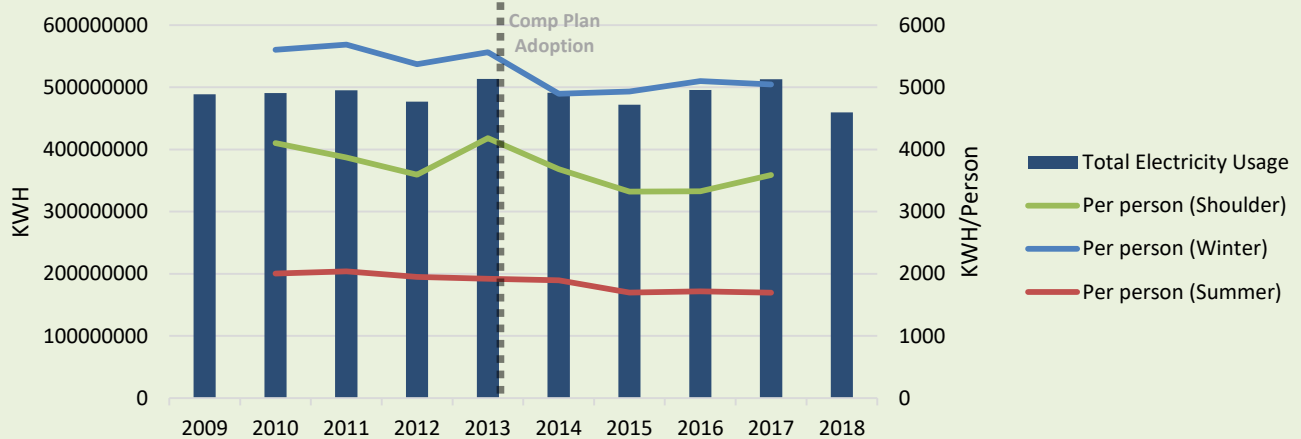


Source: Teton County; Jackson Hole Land Trust

Energy Load (Goal: Maintain)

Energy Load measures the electricity used annually in Teton County. The Comprehensive Plan establishes an objective to maintain the community's overall energy load at the 2011 level even as we grow in population.

Commercial/Residential Electricity Usage & Usage per Person (by season)



Source: Lower Valley Energy

Wildlife Vehicle Collisions (Goal: Decrease)

Wildlife vehicle collisions are an indicator measuring the impacts of physical development and transportation growth on wildlife movement. It is also a measurement of the community's ability to provide safe wildlife crossings. The WVC Indicator follows the biological year (May through April) rather than the calendar year. This better captures the effects of weather patterns on wildlife.



Ecosystem Stewardship Next Steps

- **Zoning Updates.** Completion of the Teton County Natural Resource Protections Update will represent a positive step forward for ecosystem stewardship.
- **Monitor.** The tools adopted to achieve the shift of development potential into complete neighborhoods need time to take hold. Early results are positive, but as the market adjusts to the new tools the community needs to remain patient as it evaluates what is working and what is not.
- **Research.** Our community continues to ask for further research into the status of our ecosystem health. Suggestions for research include a cumulative impacts study and a carry capacity study, both looking at how humans in our area impact the health of the Greater Yellowstone Ecosystem.
- **Easements.** This step has been carried forward from last year's Report: Acceptance of new easements by the Teton County Scenic Preserve Trust would provide another option for conservation and allow the public to encourage easements in strategic natural resource or scenic resource locations. The Town and the County should focus efforts on conserving the most valuable habitat first. This can be measured by the number of conservation easements occurring within the Natural Resource Overlay (expected to be updated with the Natural Resource Protections Update).
- **Wildlife Crossings.** In May, 2018, the Wildlife Crossings Master Plan was completed. The report can be viewed here: <http://jacksontetonplan.com/295/Wildlife-Crossings-Master-Plan>. It identifies appropriate locations for developing safe crossings for wildlife. Implementation will begin with development of a crossing at the intersection of Hwy 22 and 390.

Common Value 2: Growth Management

Responsible growth management means proactively planning for the community we want – with rural open spaces and high quality, Complete Neighborhoods that enhance walkability and vitality. It also means proactively adapting to population growth in a way that preserves our community vision. The following indicators monitor types of development, our day-to-day population, whether we are achieving goals to keep buildout levels below 1994 buildout levels, and what initiatives are being undertaken to address growth in our community.

- Growth by Use
- Effective Population
- Buildout
- Comp Plan Implementation
- Redevelopment

Growth Management Takeaways

- The Growth Management Program was triggered in 2016 when residential growth exceeded 5% since adoption of the Comprehensive Plan in 2012. As of 2019, residential development has grown 8.5% since 2012. The Growth Management Program (GMP) is a quantitative review program required by the Comprehensive Plan at 5% residential growth. It is intended to use data presented in the Annual Indicator Report and elsewhere to evaluate whether the community is meeting the goals outlined in the Comprehensive Plan. The GMP is also an opportunity to pause and evaluate whether our community vision, values, principles, or policies have changed; and then adjust our implementation strategies accordingly.
- The growth we are feeling in our community is not physical growth. Instead it is the growth in the number of *people* at any one time in this community. This concept was first introduced in last year's Indicator Report. Since 2012, the growth of the Indicators that describe the growth we experience personally has outpaced growth in physical development. Effective Summer Population grew an average of 1.9% per year, Effective Winter Population grew 3.3% per year, Effective Shoulder Season Populations grew 2.3% per year, jobs grew 3.6%, and Vehicle Miles Traveled grew 3.4%. By comparison, our community grew physically by only 1.2% in residential units, 0.6% in lodging units, and 0.8% in commercial floor area.
- As evident from the growth rates above, effective population is growing fastest in the winter and shoulder seasons. On a daily basis nonresidents now outnumber residents in the winter and almost equal the number of residents in the shoulder seasons. This trend is supported by traffic data that shows a significant annual Vehicle Miles Traveled (VMT) increase despite declines in summer peak traffic. It should be noted that growth in the shoulders and winter is an economic development goal of the Comprehensive Plan, and that while Summer Effective Population has experienced the slowest growth, Summer Effective Population is still much greater than the other seasons.
- There is a pool of 2,190 units to be used for the Workforce Housing Bonus (Town) and Complete Neighborhood – Planned Residential Development (County). Workforce housing and conservation incentives are enabled with plenty of potential, without any increase to community buildout. This is a major community achievement that weaves Ecosystem Stewardship, Growth Management, and Quality of Life values together.
- The Town and County have dedicated significant resources to directing growth into Town and ensuring it will be workforce housing. Those tools need time to work. And while they do other policies and strategies of the Comprehensive Plan need attention.

Residents & Non-Residents in
Teton County at any one time in
summer (2017)

21,777 
Permanent Residents

46,933 
Non-residents

Growth Management Indicators

Amount of Growth by Use (Goal: Monitor | GMP Trigger: 5% Residential)

Growth by Use measures the different types of development occurring in Teton County. It illustrates, for example, whether the development that has occurred in the last several years has primarily consisted of residential unit growth, lodging unit growth, or non-residential floor area growth. Residential unit growth is of particular importance in the Comprehensive Plan. 5% growth in residential units from adoption of the Comprehensive Plan triggers the Growth Management Program.

Growth by Use					
	2018	Growth Since 1/1/12		10-Year Growth	
Use	Growth	Amount	%	Amount	%
Non-Residential Floor Area					
Agriculture	0	5,538	0.5%	7,810	1%
Outdoor Recreation	183	30,368	9%	91,452	35%
Restaurant/Bar	12,553	37,694	9.2%	52,410	13%
Office	8,840	47,082	3.7%	142,115	12%
Retail	-15,375	79,269	5%	98,589	6%
Industrial	9,097	109,471	7.7%	146,755	11%
Institutional	89,454	170,679	8.8%	270,836	15%
Non-Residential Floor Area	102,756	480,101	6%	809,967	11%
Residential Units					
Agriculture	0	2	0.9%	3	1%
Detached Single Family Dwelling	105	551	9.3%	783	14%
Attached Single Family Dwelling	23	132	7.1%	269	16%
Apartment	45	153	9.9%	203	14%
Mobile Home	0	0	0.0%	0	0%
Residential Units	173	838	6.7%	1,258	14%
Guesthouse	24	131	17.3%	199	29%
Lodging Units					
Conventional Lodging Units	106	319	5.4%	382	7%
Lodging Units	106	319	5.4%	382	7%

Source: Teton County and Town of Jackson

Effective Population (Goal: Monitor)

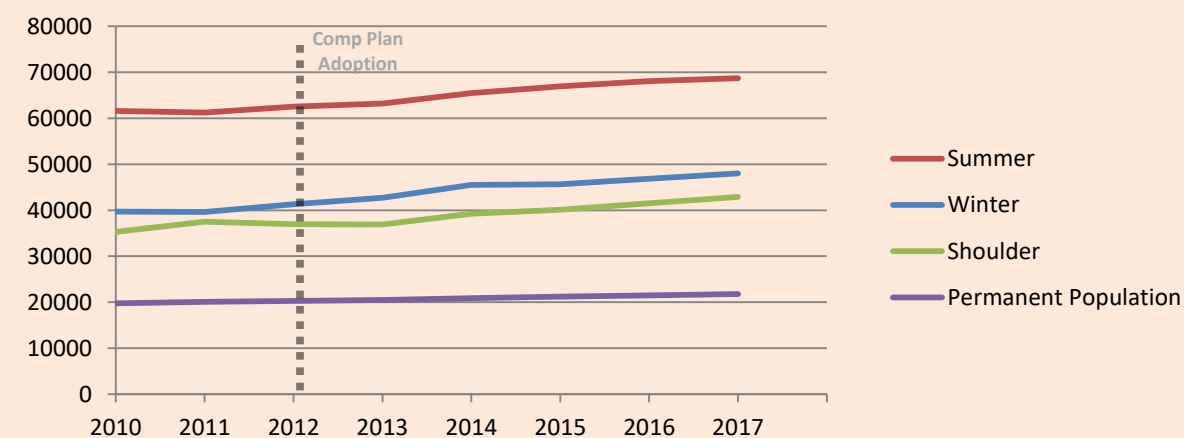
Effective population indicates the true, day-to-day number of people in Teton County, considering not only permanent residents, but also commuters, seasonal residents, seasonal workers, and visitors. Effective population is an important indicator to monitor because it more accurately represents the number of people who are impacting community facilities and resources in Teton County.

2017 Effective Population

	Summer	Winter	Shoulder
Permanent Residents	21,777	21,777	21,777
Daily Commuters	7,636	7,636	7,636
Seasonal Residents	4,267	2,958	1,730
Seasonal Workers	12,067	6,497	5,710
Visitors	22,963	9,146	6,036
Effective Population	68,709	48,014	42,889

Source: American Community Survey, Bureau of Labor Statistics, Chamber of Commerce, USFS, GTNP, YNP

Effective Population by Season



Source: American Community Survey, Bureau of Labor Statistics, Chamber of Commerce, USFS, GTNP, YNP

Buildout (Goal: <1994 Levels)

Buildout measures the maximum amount of development permitted on a property. Buildout is determined by changes to Jackson/Teton County zoning regulations, conservation easements and other deed restrictions on the development of a property, and transfers of property ownership from a private party to federal ownership and vice versa.

The table below represents changes to base zoning. The decrease in buildout since 2012 on the last row of the table is the number of units that are available using the Complete Neighborhood incentives in the Town (Workforce Housing Bonus) and County (Complete Neighborhood – Planned Residential Development). In order to maximize use of the incentives they only get counted against buildout on a project-by-project basis once a project is approved. As base zoning changes and projects are approved using the incentives this “pool” of incentive units will shrink.

Changes in Buildout			
Year	Residential Units	Lodging Units	Nonresidential Floor Area
1994-2011	-564	?	?
2012	-31	0	0
2013	-12	0	0
2014	-14	0	0
2015	-2,201	0	0
2016	-76	89	94,379
2017	15	0	-30,651
2018	129	0	30,098
2012-2018	-2190	89	93,827

Source: Teton County and Town of Jackson

Annual Comprehensive Plan Monitoring and Implementation (Goal: Complete)

Annual monitoring and implementation of the Comprehensive Plan is included as an indicator to ensure that adequate time and resources are being dedicated to Comprehensive Plan implementation. It also ensures the community is taking the time to monitor these indicators. Each year the Town and County adopt a Work Plan to allocate resources toward implementation of the Comprehensive Plan. Below is a review of all the tasks undertaken to implement the Comprehensive Plan since it was adopted in 2012.

Comprehensive Plan Implementation		
Task	Date Complete	Comp Plan Strategies Implemented
Land Development Regulation Updates/Studies		
Housing Nexus Study	October 2013	5.3.S.1
Vegetation Mapping	December 2013	1.1.S.1
Joint LDR Restructure	December 2014	3.3.S.2, 3.3.S.3
County Rural LDRs Updates	December 2015	1.4.S.1, 1.4.S.2, 1.4.S.3, 3.1.S.1, 3.1.S.2, 3.3.S.2, 3.3.S.3
Town District 2 and LO Zoning	November 2016	4.1.S.1, 4.2.S.2, 4.2.S.4, 4.2.S.6, 4.4.S.3, 4.4.S.4
Focal Species Study	April 2017	1.1.S.2
Nonconformities LDRs Cleanup	May 2016	3.3.S.2, 3.3.S.3
County Nuisance LDRs	July 2016	3.1.S.1, 3.2.S.2
Town Adult Entertainment LDRs	March 2017	3.2.S.1
Exterior Lighting LDRs Update	September 2016	1.3.S.2
Town ARU Allowance	November 2016	5.2.S.2
Wildland Urban Interface LDRs	December 2016	3.4.S.2, 3.4.S.3
2016 LDR Cleanup	January 2017	3.3.S.2, 3.3.S.3
Housing Mitigation LDRs	July 2018	5.1.S.1, 5.2.S.2, 5.3.S.2, 5.4.S.3, 5.4.S.4
Town District 3-6 Zoning	July 2018	4.1.S.1, 4.1.S.2, 4.2.S.4, 4.3.S.1, 4.4.S.3, 5.2.S.1, 5.4.S.3, 5.4.S.4
County Natural Resource LDRs	75% complete	1.1.S.3, 1.1.S.4, 1.1.S.5, 1.1.S.6, 1.1.S.7, 1.2.S.1, 1.2.S.2
Town Hillside LDRs	25% complete	3.4.S.1, 3.4.S.3
Snow King Master Plan Alternatives	July 2018	3.2.S.4
Other LDR & Zoning Amendments	Continuous	

Comprehensive Plan Implementation		
Task	Date Complete	Comp Plan Strategies Implemented
Comprehensive Plan Administration		
2012 Work Plan	June 2012	Principle 9.2
2013 Indicator Report & Work Plan	May 2013	Principle 9.2
Standardize Data Collection	50% complete	Policy 9.2.a
2014 Indicator Report & Work Plan	May 2014	Principle 9.2
2015 Indicator Report & Work Plan	August 2015	Principle 9.2
2016 Indicator Report & Work Plan	April 2016	Principle 9.2
2017 Indicator Report & Work Plan	April 2017	Principle 9.2
2018 Indicator Report & Work Plan	April 2018	Principle 9.2
2019 Indicator Report & Work Plan	April 2019	Principle 9.2
2019 Growth Management Program	5%	Principle 9.1
Joint Public Engagement	Continuous	3.3.S.1
Provide Data to Others	Continuous	Policy 8.1.a
Other Coordination	Continuous	
Integrated Transportation Plan (ITP) Implementation		
ITP	September 2015	7.1.S.1, 7.1.S.4, 7.1.S.6, 7.1.S.8, 7.1.S.9
Town Community Streets Plan	April 2015	7.2.S.1
Town District 3-6 Parking Study	December 2017	4.1.S.1, 4.1.S.2, 5.4.S.3, 7.3.S.1
Joint Regional Traffic Model	January 2019	
Wildlife Crossings Master Plan	May 2018	
Town Managed Parking Plan	75% complete	
START Funding	75% complete	
Restructure of TAC into RTPO	75% complete	
Housing Action Plan Implementation		
Housing Action Plan (HAP)	November 2015	5.4.S.1, 5.4.S.2
Housing Authority Restructure	December 2016	HAP: 1
2016 Housing Supply Plan	October 2016	HAP: 2
Housing Rules and Regulations	July 2018	HAP: 3B
2017 Housing Supply Plan	November 2017	HAP: 2
2018 Housing Stock Portfolio	75% complete	HAP: 2F
Online Intake Form	February 2018	HAP: 2F, 3C, 4B
2018 Housing Supply Plan	June 2018	HAP: 2

Redevelopment vs. New Construction (Goal: Monitor)

Redevelopment vs. New Construction is an indicator that measures the balance between redevelopment of existing, developed sites and new construction on vacant sites. This indicator is an important measure of whether redevelopment in Town and other Complete Neighborhoods is being achieved and for what purpose. It will also be an indicator of the workforce housing implications from additions and remodels.

Staff is still working on the best way to measure this indicator. Future reports will include analysis of development of previously vacant sites versus already developed sites. However, minor remodels and other construction activities that do not require a building permit will always be difficult to include in any analysis.

A related analysis is the change in value from reinvestment in areas of the community, which may be available from the Assessor.

Growth Management Next Steps

- **Growth Management Program.** We triggered the Growth Management Program in 2016. The review of community vision, values, principles and policies mandated by the Growth Management Plan will be carried out this spring. Staff recommends that the Growth Management Program review include a review of whether the indicators in this document are the right indicators for measuring Comprehensive Plan success. An important part of measuring success is setting realistic goals. Not all the indicators in this document are associated with specific goals. Such goals could be established in the Growth Management Program.
- **Manage the Growth We Feel.** If we are not growing physically, then why are we growing in terms of the number of people in our community? And is it the growth in the number of people in our community that is driving the growth in jobs, or are the jobs bringing the people to our community? Or is it a feedback loop where more people beget more jobs which begets more people? Lastly, if we are growing in terms of the number of people but not in terms of physical growth, how do we effectively manage population growth using tools that are limited to control of physical development? Do we need a new suite of tools for managing our growth?
- **Research.** Continue to refine estimates of seasonal residents, employees, and commuters. Information on characteristics of visitors such as length of stay and mode of arrival would better inform planning for visitor impacts. Continue to analyze the buildout impacts of zoning updates.

Common Value 3: Quality of Life

The first two Common Values of the Comprehensive Plan – Ecosystem Stewardship and Growth Management – work to protect the natural character and the physical character of the community. The third Common Value – Quality of Life – works to protect the emotional aspect of our character. We identify as a diverse community with many different lifestyles and employment opportunities. We value the ability for all residents to have access to a spectrum of employment opportunities, affordable housing, and safe, efficient transportation. The indicators below evaluate our progress towards achieving the Quality of Life vision outlined in the Comprehensive Plan.

- Local Workforce
- Housing Affordability
- Workforce Housing Stock
- Jobs, Housing Balance
- Lodging Occupancy
- Employment by Sector
- Vehicle Miles Traveled
- START Ridership
- Trips by Walk/Bike
- Level of Service

Quality of Life Takeaways

- The percentage of the workforce living locally is at 57%. While the trend shows a continuing decline, the decline since 2012 (59% to 57%) has been much more gradual than the previous 5 years (65% to 59%). This trend highlights the importance of zoning updates like the Affordable Workforce Housing Mitigation rates and the Town Zoning & Parking Updates, which provide balance between demand and supply for workforce housing.
- Housing affordability of improved for a second year, when looking at all homes – though the median home still cost nearly 3 times what the median family could afford. This improvement in relative affordability was largely due to a significant increase in median income after years of relatively little change to income. Meanwhile, detached single-family homes got less affordable, emphasizing the importance of smaller, multi-family units to the workforce housing supply.
- Like the last three years, only 38% of the community's housing stock is occupied by occupied by second homeowners, retirees, or left vacant. This percentage has decreased since 2010, a positive trend

reflecting the construction of more than 200 deed restricted homes since 2010 as well as a growing supply of market ownership and rental units that are occupied by that workforce. 55 units restricted for the workforce were added last year.

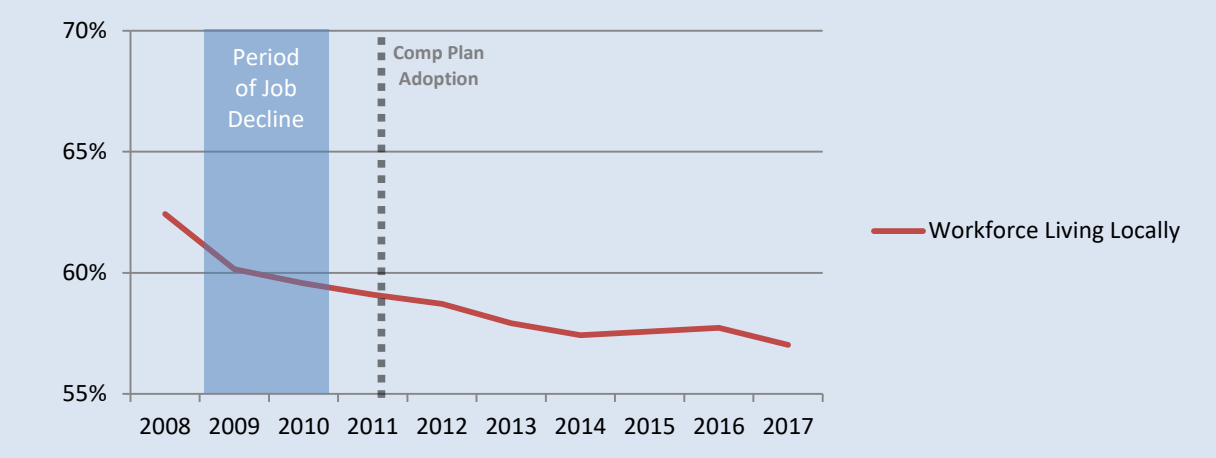
- Economic growth in the community continues to be some of the strongest in the nation. Average annual job growth since 2012 is 3.6%, compared to a national annual average since 2012 of 2% (Bureau of Economic Analysis, 2017). Local Employment has grown 2.9% per year; Effective Summer Population, 1.9%; Effective Winter Population 3.3%; Effective Shoulder Population, 2.3%; Vehicle Miles Traveled 3.4%; and Median Market Home Price, 8.7%. While this growth certainly provides service that contribute to our Quality of Life, it is also the source of many of the challenges that detract from our Quality of Life.
- The indicators that measure the health of community character are not as strong as those of our economy. The average annual growth rate since 2012 for housing is 1.2%, Permanent Population is 1.4% and Median Income is .6%.
- As noted in the Growth Management section above, the economic growth is most pronounced in the shoulder and winter seasons an indication of success with regard to the Comprehensive Plan economic development principle of growing the economy without growing physically.
- Annual Vehicle Miles Traveled (VMT) grew by 24% in 2017 to over 590,000,000 miles. This is especially shocking because the Integrated Transportation Plan (ITP) goal for VMT in 2035 is only 560,000,000 miles. It is even more shocking when coupled with a decline in summer traffic on Highway 22 and Highway 390. Over half of the VMT increase in 2017 was on S. Highway 89. Another quarter was on Highways 22 and 390 in the shoulder seasons and winter. The ITP lays out a transportation vision, but also lays actions that must be taken to implement that vision.
- START Ridership continues to climb, but the climb is only at the rate of effective population growth. More people are riding because more people are here, not because we have taken any of the actions in the ITP. Ridership will continue to grow with effective population, but so will VMT unless something changes in regard to the community's approach to travel.
- The Difference between winter and summer per capita START ridership illustrates the potential for a Transportation Demand Management program to incentivize use of public transportation.

Quality of Life Indicators

Local Workforce Percentage (Goal: $\geq 65\%$)

The Comprehensive Plan establishes a goal of ensuring at least 65% of the workforce lives locally to maintain the “community first, resort second” character of the valley. When the community first identified loss of a local workforce as an issue in the early 90s, over 85% of the workforce lived locally. The percentage of the workforce living locally is the primary target for achieving the Quality of Life envisioned in the Comprehensive Plan.

Percentage of the Workforce Living Locally

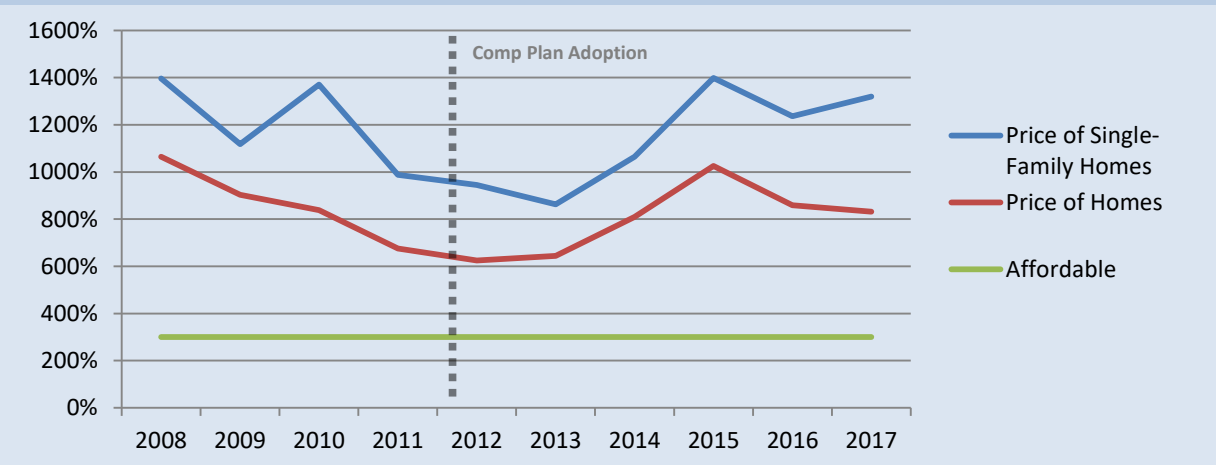


Source: US Bureau of Labor Statistics, US Bureau of Economic Analysis

Affordability of Housing (Goal: Monitor)

Housing affordability has long been considered a primary reason for the loss of the local workforce. The community monitors this indicator to understand the relationship. A home sale that is 300% of income is considered affordable. In 2015, for example, that the median home sold was only affordable to a family making more than three times the median income.

Median Home Sale as a Percentage of Median Income



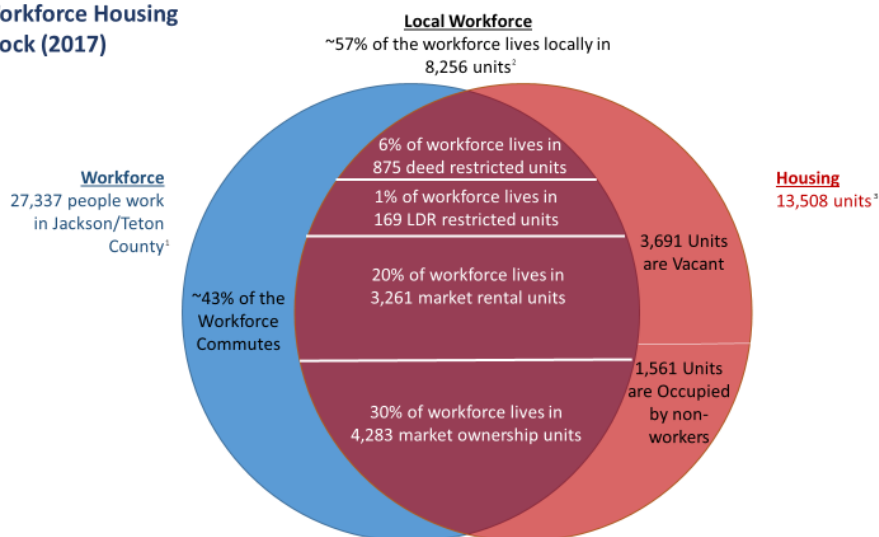
Sources: HUD, Teton County Assessor, David Viehman

Workforce Housing Stock (Goal: Monitor)

Workforce Housing Stock measures the percentage of housing stock that is occupied by the workforce. Given that housing affordability is one of the primary causes for loss of local workforce, it is important to understand the type of residential units that are occupied by the workforce in relation to the type of development that is being allowed and built.

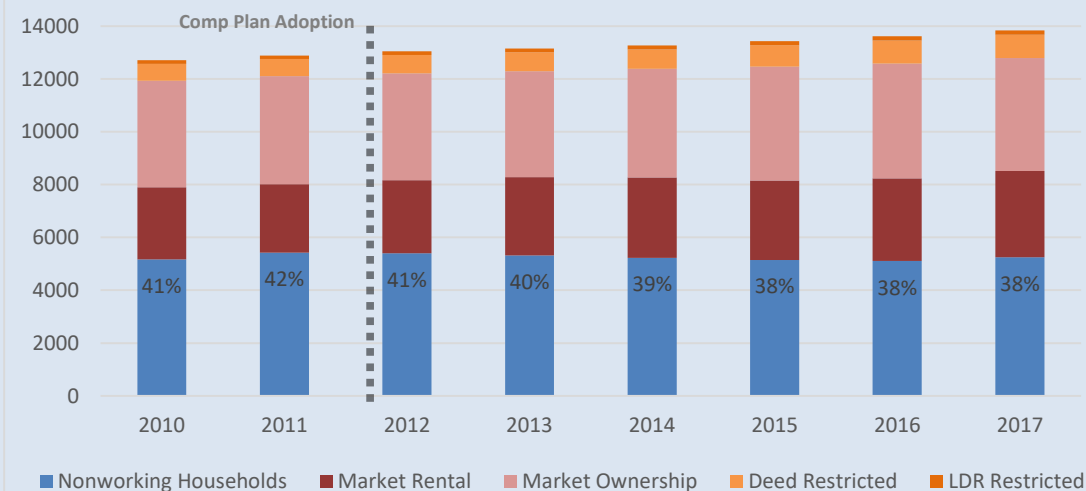
Workforce Housing Stock 2017

Workforce Housing Stock (2017)



Sources: Bureau of Economic Analysis, assuming 1.2 jobs per person; 2015 5-Year American Community Survey, data adjusted to fit 2010 Decennial Census; Bureau of Economic Analysis, Bureau of Labor Statistics, 5-Year American Community Survey Selected Economic Characteristics

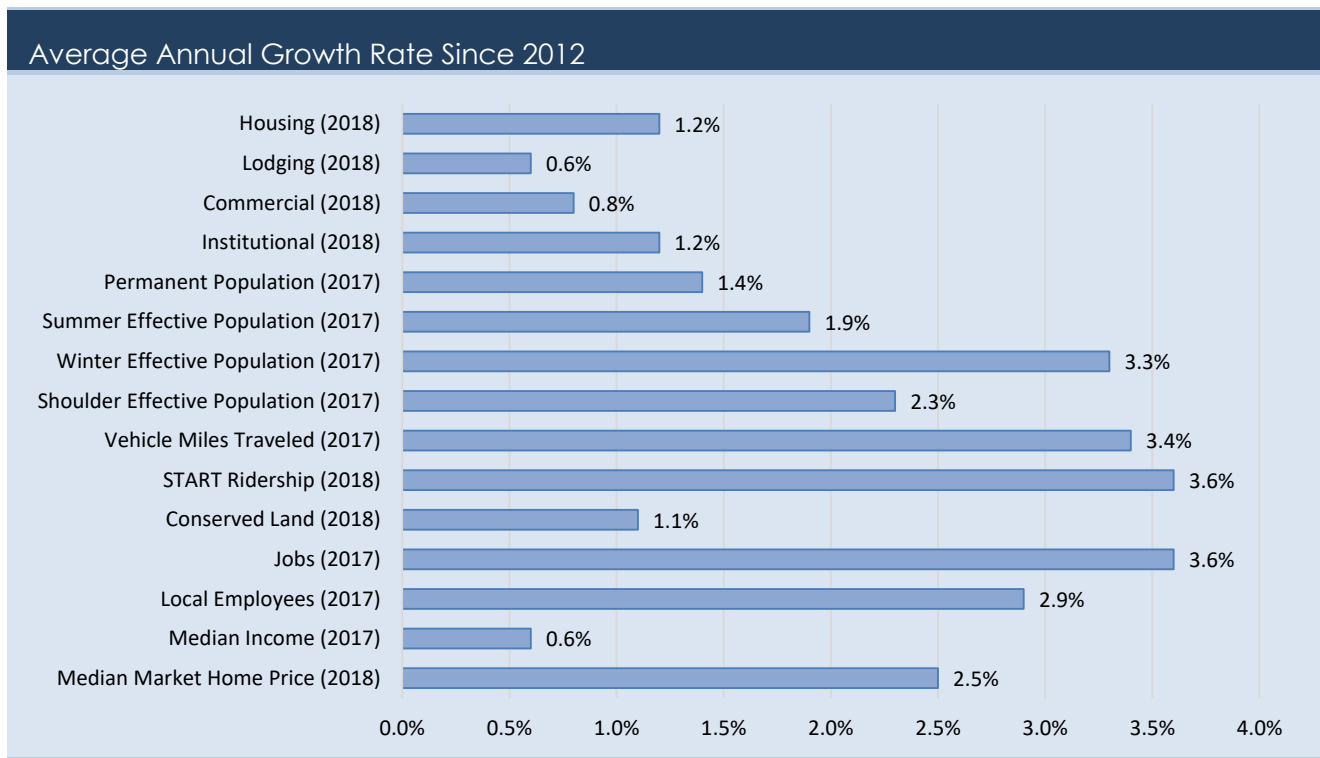
Workforce Housing Stock vs. Non-workforce Housing Stock



Sources: Teton County Housing Department, Teton Community Housing Trust, Habitat for Humanity, Bureau of Economic Analysis, 5-Year American Community Survey Selected Economic Characteristics

Jobs, Housing Balance (Goal: Monitor)

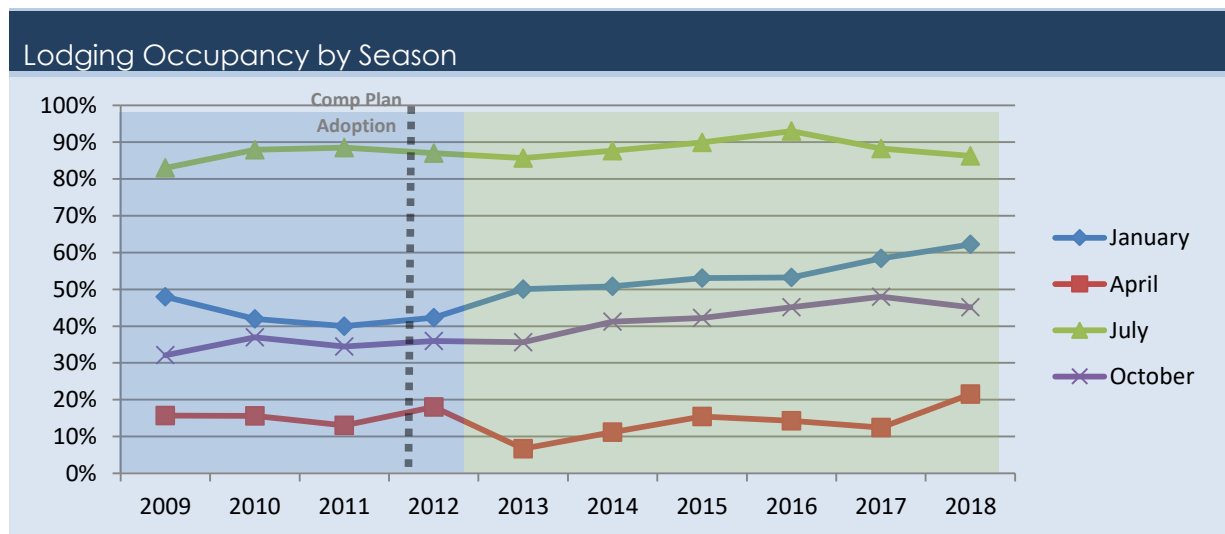
The Jobs, Housing Balance Indicator measures the relationship between various indicators. It is used to gain insight into how indicators are correlated with one another.



Source: Town of Jackson, Teton County, American Community Survey, US Bureau of Economic Analysis, US Bureau of Labor Statistics

Lodging Occupancy by Season (Goal: Increase)

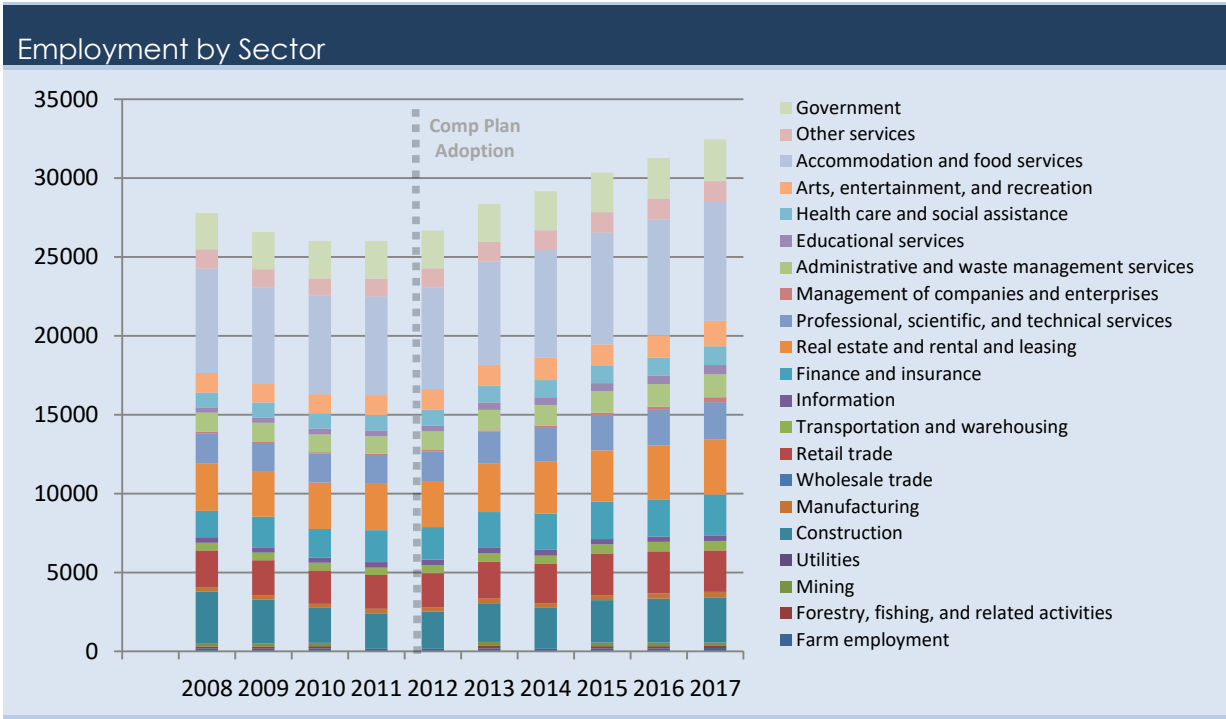
Lodging Occupancy by Season measures the percentage of available lodging units that are occupied in Teton County. The Comprehensive Plan identifies a goal of improving shoulder season occupancy to utilize existing lodging capacity and increase economic activity.



Source: 2007-2012 Data from Rocky Mountain Lodging Report. 2013-2015 Data from the Jackson Hole Chamber of Commerce using improved methodological procedures.

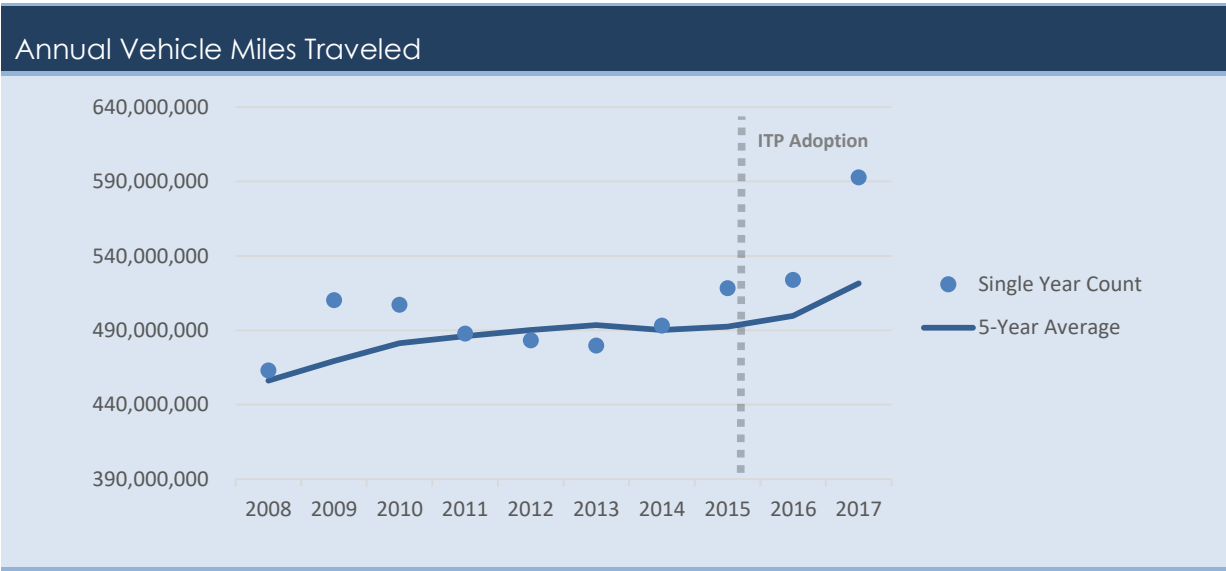
Employment by Sector (Goal: Monitor)

Employment by Sector measures the diversity of employment opportunities in the community. It shows not only when there were declines in employment opportunities (see years 2009-2010 in the chart below), but it also shows variability in different employment sectors.



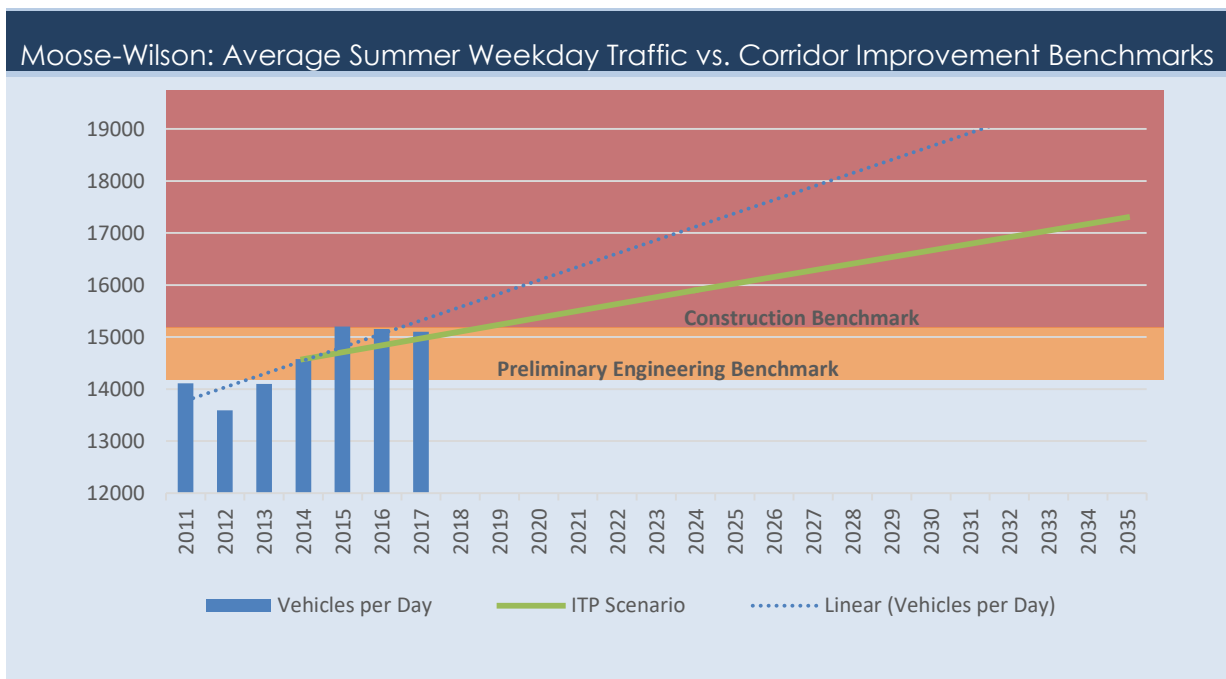
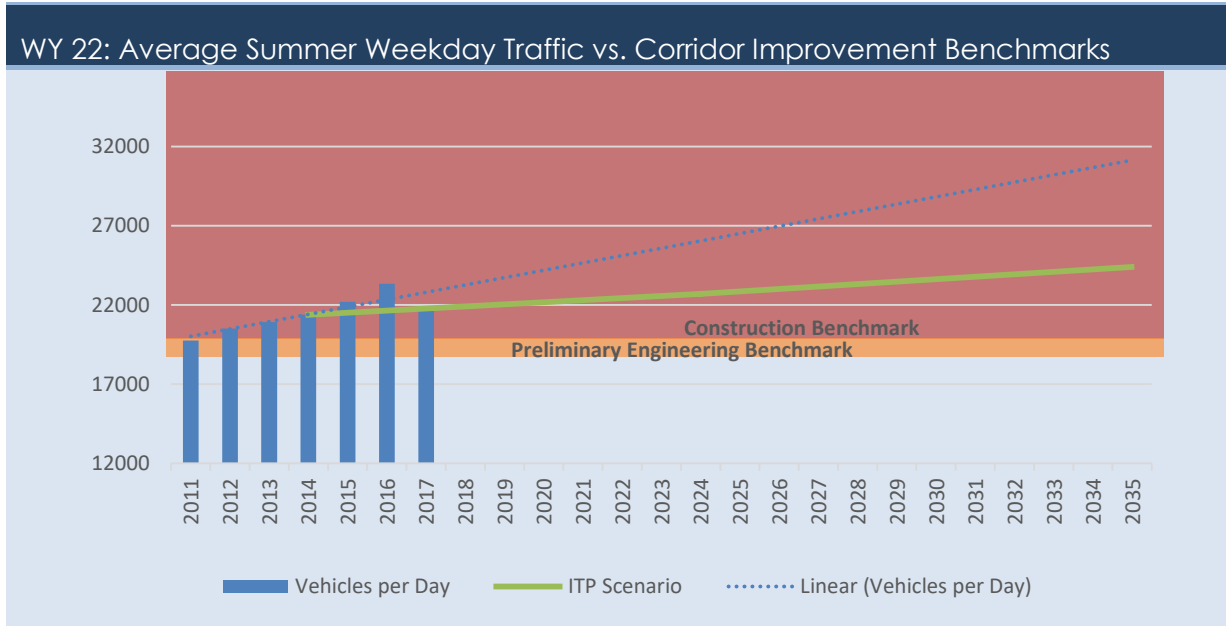
Vehicle Miles Traveled (Goal: $\leq 525,000,000$ in 2024 & $\leq 560,000,000$ in 2035)

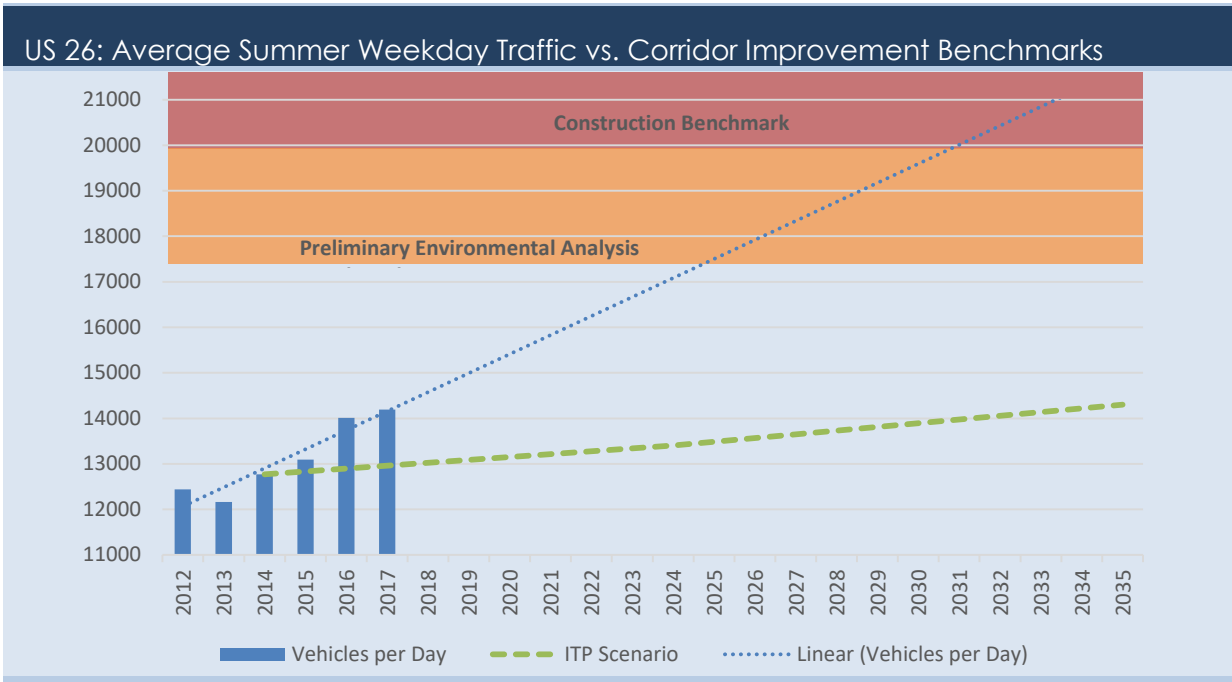
Vehicle miles traveled is a measurement of how many miles are driven within Teton County on an annual basis. It helps us understand if we are achieving Comprehensive Plan goals of meeting transportation demands through alternative transportation modes such as transit, cycling, and walking.



Corridor Improvement Benchmarks

The Corridor Improvement Benchmarks are a series of 3 indicators that monitor the number of vehicles per day on Highway 22, the Moose-Wilson Road, and US 26 against corridor improvement benchmarks identified in the Integrated Transportation Plan (ITP). Once these benchmarks are reached, a suite of capital improvement projects in the respective road corridor is triggered.

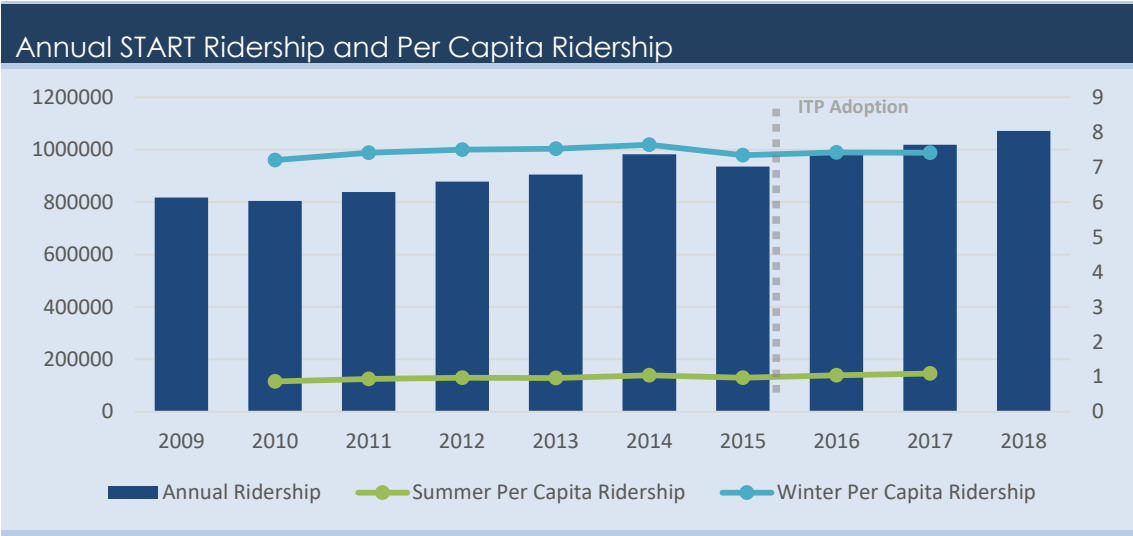




Source: WYDOT

START Annual Ridership (Goal: $\geq 1,800,000$ by 2024 & $\geq 3,600,000$ by 2035)

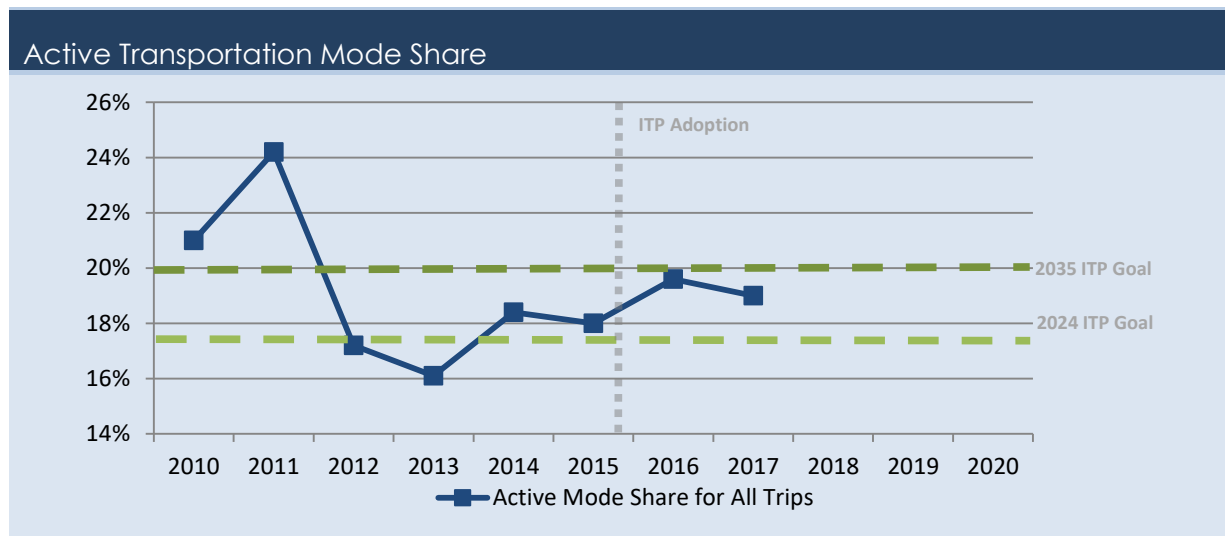
START Annual Ridership measures the annual number of trips made on public transit. The Integrated Transportation Plan establishes objectives of achieving 1.8 million riders in 2024 and 3.6 million in 2035.



Source: START

Active Transportation Mode Share (Goal: $\geq 18\%$ by 2024 & $\geq 20\%$ by 2035)

Active Transportation Mode Share measures the percentage of trips made by walking or cycling. The Integrated Transportation Plan identified active transportation mode share goals of 18% by 2024 and 20% by 2035.



Source: ITP Dashboard, American Community Survey

Level of Service (Goal: Monitor)

While the Town and County continue to transition toward budgeting that is based on maintaining level of service, standard definitions and metrics for each community service have not yet been developed.

Quality of Life Next Steps

- **Discuss.** Our community continues to have conversations about the ‘growing pains’ we are experiencing. These conversations will continue to be important throughout the Growth Management Program process as they will define whether we want to continue being the community described in the Comprehensive Plan or whether we want to change direction. These conversations will need to focus on the difficult tradeoffs we must make as a community including: How do we balance the need for building new affordable workforce housing with community character and ecosystem stewardship values? How do we promote the right kind of growth for our community rather than the resort type that continues to create low-paying service industry jobs? And how do we protect the values of our community while not exporting our problems to other, neighboring communities?
- **Implement and Monitor.** Last summer, the community adopted three significant updates that will have an impact on quality of life in our community: Affordable Workforce Housing Mitigation Updates, the Housing Department’s Rules and Regulations, and the Town Zoning & Parking Update. These three projects will impact workforce housing in our community. Their policies and regulations should continue to be implemented and their effect should be monitored.
- **Charters.** This step has been carried over from last year’s Report: The first step in the process of designing Capital Group 1 and Capital Group 4 to address the vehicle volume on WY-22 and east-west through Town is to complete the project charter process outlined in the Integrated Transportation Plan.
- **Add Capacity.** This step has been carried over from last year’s Report: Increase capacity for transit, bike, and walk trips. Seek funding for expanded transit service to increase the number of rides per person. Continue to carry out sidewalk improvements and winter maintenance in Town. Embrace new

paradigms in transportation related to sharing cars, rides, etc. as the community has already done with the bike-share program. Hiring a Transportation Planner will help with these initiatives.

- **Research.** This step has been carried over from last year's Report: Refine data collection processes through Town and County building permits to develop a more accurate inventory of existing housing stock. Develop a methodology for understanding how additions and remodels impact the affordability of existing housing stock. Develop a methodology for understanding how median rent compares to median income. Include a measure of median home price, including restricted product, to reflect the volume of restricted home sales and their impact on the market.



FY 20 Implementation Work Plan

Comp Plan | ITP | Housing Action Plan

February 28, 2019

Since 2012, the Comprehensive Plan, Integrated Transportation Plan (ITP), and Housing Action Plan have been adopted; and staff structures have been created specifically to implement each plan. Implementation of the ambitious policies and strategies in the three plans is a fulltime workload for the individual departments and advisory boards responsible for each plan. The FY 20 Implementation Work Plan presents the projects from all three plans together to illustrate the workload on those responsible for them all – the public, the Board of County Commissioners, and Town Council.

FY 20 Work Plan Summary

Staff Capacity

The FY 20 Work Plan is structured assuming a fully functioning Joint and County Planning staff with the local knowledge and expertise to complete the list of complex community-oriented tasks. Two important positions that must be filled to achieve this Work Plan include the Joint Principal Long-Range Planner and the Joint Principal Transportation Planner. The County also has important positions to be filled including Senior Current Planner and Director of Planning and Building Services. Without these positions the tasks in this Work Plan will be delayed six to 12 months.

Priorities

1. **Joint Comprehensive Plan Review (Growth Management Program):** As discussed above, the Growth Management Program is a systematic review of the Comprehensive Plan principles, policies, strategies, and indicators to identify corrective actions that are needed before it is too late to make the corrections. The Growth Management Program was triggered in 2016 upon hitting 5% growth in residential units since adoption of the Comprehensive Plan. In 2017 the Board and Council chose to delay the Growth Management Program because the Engage 2017: Housing, Parking, and Natural Resource Updates needed to be complete, especially the Town District 3-6 Zoning Updates and Housing Mitigation Requirements Update, before the community could accurately reflect on and adapt the Comprehensive Plan principles, policies, and strategies.
2. **Town Square Zoning Updates + Historic Preservation LDRs:** These updates are unlikely to be affected by the Growth Management Program and can occur concurrently with the Growth Management Program review. Town Square is a Character District composed of Stable subareas, where zoning updates are unlikely to include significant shifts from current allowances. Historic

preservation LDRs are proposed to be included with the Town Square zoning because of the number of historic structures in the Town Square Character District but are actually standards that may be applied Townwide and Countywide as applicable.

3. **County Natural Resource Protections Update:** Adoption of updated natural resource protection standards is the final component to complete Engage 2017 and would mark completion of almost all the marquee projects discussed in the Comprehensive Plan.

Table 1: Tasks & Timeframes

Task	FY 19	FY 20	FY 21
	2019	2020	
LDR Updates and Studies			
County Natural Resource LDRs (Engage 2017)	<		
Town Hillside LDRs			
Joint Biannual LDR Cleanup			
Town Square Zoning/Historic Preservation LDRs			
Town Natural Resource LDRs			
Town Flat Creek Corridor			
Joint Stormwater Quality LDRs			
County Hog Island Zoning			
LDR & Zoning Map Amendments			
County Aspens Zoning		?	
Joint Business Park Zoning		?	
County Road/Utility LDRs		?	
Comprehensive Plan Administration			
Joint Standardized Data Collection	<		
Joint Comp Plan Review (GMP)			
Joint Annual Indicator Report			
Joint Annual Work Plan			
LDR and Comp Plan Education and Outreach			
Data Requests			
Other Comp Plan Coordination			
Integrated Transportation Plan Implementation			
Joint START Funding	<		
Joint Restructure of TAC into RTPO	<		
Town Managed Parking Plan			
County Capital Group 1 Charter/Concept Design			>
Joint Capital Group 4 Charter/Concept Design			
Wildlife Crossings Master Plan			>
Joint ITP Technical Update			
Joint Park 'n Ride Study and TDM Framework		?	
ITP Education and Outreach			
Other ITP Implementation			
Housing Action Plan Implementation			
Housing Nexus Study			
Grove Phase 3 Development	<		>
Town 174 N. King St. Development	<		
County Housing Supply at Jackson/Kelly			>
Town Karns Meadow Tract 4			
County Housing Supply on Mercill			>
Joint Annual Housing Supply Plan			
Housing Capital Programs			
Housing Data Collection and Maintenance			
Housing Compliance			
Housing Education and Outreach			
Housing Management			

Ecosystem Stewardship

Growth Management

Quality of Life

Achieving Our Vision

FY 20 Work Plan Introduction

The purpose of the FY 20 Implementation Work Plan is to present all the community’s planning projects for land use, transportation, and housing in one place so that the Board of County Commissioners and Town Council can prioritize their efforts and public focus knowing there is plenty of other community business to attend to as well.

References to “LDRs” stands for Land Development Regulations.

The FY 20 Implementation Work Plan tasks are organized chronologically based on anticipated completion date and representative Comprehensive Plan Common Value rather than by priority.

Each project description is color coded by the Comprehensive Plan Common Value it implements.

Ecosystem Stewardship

Growth Management

Quality of Life

Achieving Our Vision

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FY 20 Work Plan Tasks

2019 Anticipated Completion

The following tasks are anticipated to be completed by the end of 2019. Detailed descriptions of the projects are below.

County Natural Resource LDRs

Goal: Utilize the vegetation mapping (completed in 2013) and focal habitat study (completed in 2017) to update the Natural Resources Overlay (NRO) and other natural resource protection standards by December 2019. Habitat protection will be updated to be a tiered system that is based on relative critical value. Standards and review requirements applicable in various areas will relate to the

Progress	80%				
Timeframe	Feb. 2017 – Dec. 2019				
Task Lead	County Planning				
Resources	FY 17	FY 18	FY 19	FY 20	Total
ToJ Pro. Services	\$ 3,000	\$7,000	\$0	\$0	\$ 10,000
Co. Pro. Services	\$ 22,000	\$ 43,000	\$0	\$5000	\$ 65,000
Long-Range Planning	100 hrs.	200 hrs.	200 hrs.	200 hrs.	700 hrs.
Planning Director	20 hrs.	80 hrs.	80 hrs.	80 hrs.	260 hrs.
County Planning	100 hrs.	400 hrs.	400 hrs.	200 hrs.	1100 hrs.

relative habitat value of the area so as to contribute to the short and long-term protection of the health of the habitat network. The County will take the lead on this effort as it has broader applicability in the County. The Town will ultimately adopt those portions relevant in Town but may do so through a later separate process once the County has refined the standards through its adoption process.

Comp Plan Strategies: 1.1.S.3, 1.1.S.4, 1.1.S.5, 1.1.S.6, 1.1.S.7, 1.2.S.1, 1.2.S.2

Status: A draft of the Natural Resource Protection amendments was presented for public review on September 28, 2018. The draft amendments were the product of a significant amount of work completed by the Natural Resources Stakeholder Group and five months public outreach. Additionally, the Focal Species Habitat Map model was completed in 2017. A significant amount of excellent work has been accomplished to move this project forward.

Town Hillside LDRs

Goal: Update Town hillside regulations to incorporate improved landside, rockfall, liquefaction, seismic, and avalanche hazard information and implement best practices for identifying, avoiding, and mitigating risks of development in hazardous areas.

Comp Plan Strategies: 3.4.S.1, 3.4.S.3

Progress	35%				
Timeframe	Jul. 2018 – Dec. 2019				
Task Lead	Long-Range Planning				
Resources	FY 17	FY18	FY 19	FY20	Total
<i>ToJ Pro. Services</i>	\$ 500	\$ 0	\$ 5,000	\$26,000	\$ 31,000
<i>Long-Range Planning</i>	20 hrs.	40 hrs.	110 hrs.	100 hrs.	270 hrs.
<i>Town Planning Director</i>	0 hrs.	0 hrs.	20 hrs.	20 hrs.	40 hrs.
<i>Town Planning</i>	0 hrs.	0 hrs.	20 hrs.	20 hrs.	40 hrs.

Status: This Task was originally identified in the FY16 Work Plan as a subtask of a greater set of miscellaneous amendments. It was begun in June 2017 but put on hold because of the prioritization of the Engage 2017 projects. It was taken up again following the conclusion of the Engage 2017 projects. At the November 15, 2018 Town Council Meeting, Council directed staff to work with a consultant to draft the regulations and carry out geohazard mapping.

Joint Biannual LDR Cleanup

Goal: Revisit LDR updates that have been made in the recent past to cleanup errors and address unintended consequences. Ensure the LDRs are kept current, unlike the period from 1994-2015 when they were largely unattended and became

Progress	50%		
Timeframe	Jul. 2018 – Dec. 2019		
Task Lead	Long Range Planning		
Resources	FY 19	FY20	Total
<i>Long-Range Planning</i>	10 hrs.	90 hrs.	100 hrs.
<i>County Planning Director</i>	0 hrs.	20 hrs.	20 hrs.
<i>County Planning</i>	20 hrs.	20 hrs.	40 hrs.
<i>Town Planning Director</i>	10 hrs.	0 hrs.	10 hrs.
<i>Town Planning</i>	20 hrs.	0 hrs.	20 hrs.

unmanageable. Major unintended consequences that merit more specific review will be addressed as separate tasks. For example, in FY16 the Town and County revisited the nonconforming standards as a separate task from a larger revisit of the restructured LDRs.

Comp Plan Strategies: 3.3.S.2, 3.3.S.3

Status: The Town of Jackson Planning Department has completed their LDR cleanup. The County Planning Department will address their cleanup before Dec. 2019 depending on staffing levels.

Joint Comprehensive Plan Review (GMP)

Goal: Evaluate the community's ability to meet the Comprehensive Plan targets for the location and type of growth. This review is outlined in the Comprehensive Plan as the Growth Management Program (GMP). Analyze why trends have continued or changed, then identify new strategies to better achieve Comp Plan targets. Evaluate

Progress	Initiated		
Timeframe	Jan. 2019 – Dec. 2019		
Task Lead	Long Range Planning		
Resources	FY19	FY20	Total
<i>ToJ Pro. Services</i>	\$ 15,000	\$ 35,000	\$ 50,000
<i>County Pro. Services</i>	\$ 15,000	\$ 35,000	\$ 50,000
<i>Long-Range Planning</i>	500 hrs.	500 hrs.	1000 hrs.
<i>County Planning Director</i>	160 hrs.	160 hrs.	320 hrs.
<i>County Planning</i>	20 hrs.	20 hrs.	40 hrs.
<i>Town Planning Director</i>	160 hrs.	160 hrs.	320 hrs.
<i>Town Planning</i>	20 hrs.	20 hrs.	40 hrs.

whether the appropriate indicators are being tracked. Discuss any changes to the Comp Plan principles and policies needed to address changes in circumstances or the community's Vision.

- **Comp Plan Strategies:** Principle 9.1
- **Status:** This task was originally identified in 2017 when the Growth Management Program was triggered. It was not begun in 2017 in order to allow for completion of the Engage 2017 projects prior to review of the Comprehensive Plan. This task will begin with the seating of the new Council and Board in 2019.

2020+ Anticipated Completion

The following tasks are anticipated to be concluded in 2020 or later.

Town Square Zoning and Historic Preservation LDRs

Goal: Update the zoning in the Town Square Character District to implement the desired future character of the Comprehensive Plan. Town Square zoning may include specific design requirements not included in other zones. Because of the number of historic structures in this area, creation of allowances and incentives for the preservation of historically significant structures will be a part of this project. The historic preservation standards created may then be applied elsewhere in the Town and County. As a result, while the Town will take the lead on the project the County will contribute staff and fiscal resources.

Progress	5%		
Timeframe	Jan. 2019 – Jan. 2020		
Task Lead	Town Planning		
Resources	FY 19	FY 20	Total
<i>ToJ Pro. Services</i>	\$ 18,000	\$ 49,500	\$ 67,500
<i>County Pro. Services</i>	\$ 2,000	\$ 5,500	\$ 7,500
<i>Town Planning</i>	50 hrs.	450 hrs.	500 hrs.
<i>Long-Range Planning</i>	10 hrs.	40 hrs.	50 hrs.
<i>Town Planning Director</i>	50 hrs.	450 hrs.	500 hrs.

Comp Plan Strategies: 4.1.S.1, 4.2.S.1, 4.2.S.4, 4.4.S.3, 4.5.S.1

Status: This Task was started January 2019 and will be completed over the next 12 months.

Joint Standardized Indicator Data Collection

Goal: With methodologies established for calculation of annual indicators, coordinate the data collection system that will allow annual production of indicator reports to be more efficient. Update Town and County tracking databases to facilitate data collection and organize application processing based on amendments to the administrative LDRs.

Progress	50%		
Timeframe	Aug. 2012 – Dec. 2020		
Task Lead	Long Range Planning		
Resources	FY19	FY20	Total
<i>ToJ Pro. Services</i>	\$ 10,000	\$0	\$ 10,000
<i>County Pro. Services</i>	\$ 16,000	\$10,000	\$ 16,000
<i>Long-Range Planning</i>	55 hrs.	145 hrs.	200 hrs.
<i>County Planning Director</i>	10 hrs.	10 hrs.	20 hrs.
<i>County Planning</i>	40 hrs.	40 hrs.	80 hrs.
<i>Town Planning Director</i>	10 hrs.	0 hrs.	10 hrs.
<i>Town Planning</i>	40 hrs.	0 hrs.	40 hrs.

Comp Plan Strategies: Policy 9.2.a

Status: This task was identified in the original FY13 Work Plan. Efforts to establish and document indicator methodology have been completed. With upgrades to the County database software and expected upgrades to the Town database software, coordinating data collection for both jurisdictions will be more easily achieved and is expected to be complete by Dec. 2019.

County Road/Utility LDRs

Goal: Utilizing the Town Community Streets Plan for guidance, the County will work with road, pathway, and utility designers to update the County road, utility, and easement standards.

Comp Plan Strategies: 7.2.S.1, 7.2.S.5, 7.3.S.2

Progress	10%		
Timeframe	TBD		
Task Lead	Transportation Planning		
Resources	FY 19	FY20	Total
Transport. Planning	50 hrs.	50 hrs.	100 hrs.
Long-Range Planning	30 hrs.	30 hrs.	60 hrs.
County Planning Director	10 hrs.	10 hrs.	20 hrs.
County Engineering	0 hrs.	20 hrs.	20 hrs.

Status: This Task was identified as a priority task by the Transportation Advisory Committee upon the hiring of a Transportation Coordinator. Work will begin when the Joint Transportation Planner position is filled.

County Aspens Zoning Update

Goal: Update the zoning in the Aspens Character District to implement the desired future character for the area as described in the Comprehensive Plan. Use applicable Town zoning as a starting point to create new County zones that preserve the residential character of the Aspens character district and transition the commercial area to a more pedestrian oriented form, without increasing the commercial potential.

Comp Plan Strategies: 3.2.S.1, 3.2.S.2, 3.2.S.3, 3.2.S.5, 3.2.S.6

Progress	Not begun	
Timeframe	TBD	
Task Lead	Long-Range Planning	
Resources	FY 20	Total
County Pro. Services	\$ 20,000	\$ 20,000
Long-Range Planning	500 hrs.	500 hrs.
County Planning Director	50 hrs.	50 hrs.
County Planning	50 hrs.	50 hrs.

Status: This Task is predicated on completion of the GMP first.

County WY22 Capital Project Group 1 Charter/Concept Design

Goal: Concurrently plan for and design the following five projects to account for the impacts and overlapping design details within the groups and that part of the regional network:

- Reconstruction of the Y Intersection. **Status:** Complete.
- Tribal Trails Connector, New Roadway **Status:** 5% Complete. Initial design phase.
- WY22 Multilane, Multimodal Improvements, BRT/HOV, Jackson to WY390.

Status: Initiated and ongoing. WYDOT is project lead.

- WY22 Pathway, Wilson to Jackson.

Status: 75% complete with the Wilson to Hwy 22/Hwy 390 section remaining.

- WY22 Wildlife Permeability, Jackson to WY390.

Status: 10% Complete. Wildlife Crossings Master Plan has been completed. Implementation is in initial stages. See Wildlife Crossings Master Plan Implementation for more details.

Progress	10%		
Timeframe	Mar. 2018 – TBD		
Task Lead	Transportation Planning		
Resources	FY 19	FY20	Total
County Pro. Services	\$ 30,000	\$0	\$30,000
Transport Planning	100 hrs.	400 hrs.	500 hrs.
Long-Range Planning	40 hrs.	30 hrs.	70 hrs.
County Planning Director	40 hrs.	60 hrs.	100 hrs.
Town Planning Director	20 hrs.	30 hrs.	50 hrs.
County Engineering	60 hrs.	400 hrs.	460 hrs.

ITP Action Items: Chapter 5- Major Capital Projects: Coordinate with WYDOT to initiate concept planning and design of the southern section of Capital Group 2.

Joint Local East-West Connection Capital Project Group 4 Charter/Concept Design

Goal: These projects will be planned and designed to serve travel to, from and within Jackson Hole and to improve connectivity between local neighborhoods. Design measures will be applied to discourage use of these connections by the pass-through and regional bypass traffic that should remain on the state highway system.

ITP Action Items: Chapter 5- Major Capital Projects: Initiate concept planning and design for the Tribal Trails Connector and South Park Loop Road intersection

Status: This project has not started. The goal is to begin the process in the second half of 2019.

Progress	0%	
Timeframe	Jul. 2019 – Jun. 2020	
Task Lead	Transportation Planning	
Resources	FY 20	Total
County Pro. Services	\$ 20,000	\$ 20,000
ToJ Pro. Services	\$ 10,000	\$ 10,000
Transport Planning	300 hrs.	300 hrs.
Long-Range Planning	30 hrs.	30 hrs.
County Planning Director	40 hrs.	40 hrs.
Town Planning Director	20 hrs.	20 hrs.
County Engineering	300 hrs.	300 hrs.

Wildlife Crossings Master Plan Implementation

Goal: Developing safe wildlife crossings benefits wildlife and human safety and welfare. The Wildlife Crossings Master Plan was completed in May 2018. Implementing its recommendations will be an ongoing project over the next 5 years.

ITP Action Items: Chapter 5- Major Capital Projects: Wildlife Protection

Status: Wildlife Crossings Master Plan has been completed. Implementation is in initial stages.

Progress	10%	
Timeframe	Jan. 2019 – Jan. 2024	
Task Lead	Transportation Planning	
Resources	FY 20	Total
County Pro. Services	TBD	TBD
ToJ Pro. Services	TBD	TBD
Transport Planning	Ongoing	Ongoing
County Planning Director	Ongoing	Ongoing
Town Planning Director	Ongoing	Ongoing
County Engineering	Ongoing	Ongoing

Joint ITP Technical Update

Goal: Perform the 2019 technical update called for in the ITP to incorporate better data and recalibrate the baseline indicators, forecasts and other data components of the ITP, including recalibrating the model used to estimate countywide Vehicle Miles of Travel (VMT) and Person Miles of Travel (PMT). As part of this update the Town and County will explore the potential of using new and emerging data sources, including “big data,” which may provide more accurate and reliable inputs to the model than previously available.

Progress	0%		
Timeframe	Jul. 2019 – Jun. 2020		
Task Lead	Transportation Planning		
Resources	FY 19	FY 20	Total
County Pro. Services	\$ 25,000	\$ 0	\$ 25,000
ToJ Pro. Services	\$ 25,000	\$ 0	\$ 25,000
Transport Planning/Town Planning Director	20 hrs.	100 hrs.	120 hrs.
Long-Range Planning	0 hrs.	0 hrs.	0 hrs.

ITP Action Items: Chapter 6, Regional Transportation Planning Organization (RTPO), Prepare a technical update (data only) of the ITP

Status: Staff has contacted Charlier Associates to assist with this project.

Joint Park 'n Ride Study and TDM Framework

Goal: Complete the 2016 Parking Study Charter by studying regional park 'n ride needs. Develop and implement a Transportation Demand Management program to help achieve the community goal meeting future transportation demand with alternative modes. TDM strategies will complement START operations and will manage performance monitoring and reporting system.

Progress	5%		
Timeframe	TBD		
Task Lead	Transportation Planning		
Resources	FY 19	FY 20	Total
County Pro. Services	\$ 0	\$ 0	\$ 0
ToJ Pro. Services	\$ 0	\$ 0	\$ 0
Transport. Planning	50 hrs.	300 hrs.	350 hrs.
Long-Range Planning	0 hrs.	60 hrs.	60 hrs.
Town Planning Director	0 hrs.	60 hrs.	60 hrs.
START	50 hrs.	50 hrs.	100 hrs.

ITP Action Items: Chapter 4, Transportation Demand Management: Establish a TDM Program

Status: The managed parking program (above) is seen as the first phase of the TDM program. The next phase will develop TDM strategies tailored to commuters, new development, residents and visitors. START has an RFP drafted to solicit services to optimize the current START route to better suit rider needs.

Town Natural Resource LDRs

Goal: Update Town natural resource protection LDRs based on the update to the County natural resource protections update. Utilize a series of small projects, such as stormwater quality regulations, Flat Creek protections, etc. to update the Town's natural resource protections.

Comp Plan Strategies: 1.1.S.3, 1.1.S.4, 1.1.S.5, 1.1.S.6, 1.2.S.1, 1.2.S.2, 4.4.S.5

Status: This task will begin when the County Natural Resource Regulations have been completed (Dec. 2019)

Progress	Not begun.		
Timeframe	Jul. 2020 – Jun. 2021		
Task Lead	Long-Range Planning		
Resources	FY 20	FY 21	Total
Long-Range Planning	150 hrs.	150 hrs.	300 hrs.
Town Planning Director	40 hrs.	40 hrs.	80 hrs.
Town Planning	40 hrs.	40 hrs.	80 hrs.

Town Flat Creek Corridor

Goal: Develop a Flat Creek Corridor Overlay to address the ecological, recreational, and aesthetic values of the corridor while respecting property rights and public access.

Comp Plan Strategies: 4.4.S.5.

Status: This task will begin in 2020.

Progress	Not begun.		
Timeframe	Jan. 2020 – Dec. 2020		
Task Lead	Long-Range Planning		
Resources	FY 20	FY 21	Total
Long-Range Planning	150 hrs.	150 hrs.	300 hrs.
Town Planning Director	40 hrs.	40 hrs.	80 hrs.
Town Planning	40 hrs.	40 hrs.	80 hrs.

Joint Stormwater Quality LDRs

Goal: Maintain water quality essential to both the ecosystem and human health. The Town and the County will strive to exceed state and federal standards for water quality.

Comp Plan Strategies: 1.2.S.1, 1.2.S.2,

Status: This task may be addressed by each jurisdiction separately, or it may be addressed through each jurisdiction's natural resource standards update.

Progress	Not begun.		
Timeframe	Jan. 2020 – Dec. 2020		
Task Lead	Long-Range Planning		
Resources	FY 20	FY 21	Total
Long-Range Planning	40 hrs.	0 hrs.	40 hrs.
County Public Works	200 hrs.	200 hrs.	400 hrs.
County Planning	40 hrs.	40 hrs.	80 hrs.
Town Public Works	200 hrs.	200 hrs.	400 hrs.
Town Planning	40 hrs.	40 hrs.	80 hrs.

Joint Business Park Zoning

Goal: Update zoning allowing light industrial uses. This area specifically includes South Park Business Park (Subarea 7.1).

Comp Plan Strategies: 3.2.S.1, 3.2.S.2, 3.2.S.3, 3.2.S.5, 3.2.S.6, 6.2.S.3, 6.3.S.2

Status: This Task will begin after the GMP, Aspens and Town zoning updates are completed.

Progress	Not begun	
Timeframe	TBD	
Task Lead	Long-Range Planning	
Resources	FY 20	Total
County Pro. Services	TBD	TBD
Long-Range Planning	500 hrs.	500 hrs.
County Planning Director	50 hrs.	50 hrs.
County Planning	50 hrs.	50 hrs.

Housing Study Nexus Update

Goal: Update the Housing Nexus Study to inform sliding scale mitigation requirements.

Comp. Plan Strategies: 5.3.a

Status: This project will begin in 2020.

Progress	Not begun.		
Timeframe	Jul. 2020 – Jun. 2021		
Task Lead	Long-Range Planning		
Resources	FY 20	FY 21	Total
County Pro. Services	TBD	TBD	TBD
ToJ Pro. Services	TBD	TBD	TBD
Long-Range Planning	100 hrs.	100 hrs.	200 hrs.
County Planning Director	10 hrs.	10 hrs.	20 hrs.
Town Planning Director	10 hrs.	10 hrs.	20 hrs.

County Hog Island Zoning

Goal: Update the zoning for the Hog Island Home Business (Subarea 7.2). If updates to the Comprehensive Plan character description occur these updates will be incorporated in updated zoning.

Comp Plan Strategies: 3.2.S.1, 3.2.S.2, 3.2.S.3, 3.2.S.5, 3.2.S.6, 6.2.S.3, 6.3.S.2

Status: This Task will begin following completion of the Growth Management Program and Aspens zoning update.

Progress	Not begun	
Timeframe	Jul. 2020 – Dec. 2020	
Task Lead	Long-Range Planning	
Resources	FY 20	Total
County Pro. Services	TBD	TBD
Long-Range Planning	200 hrs.	200 hrs.
County Planning Director	50 hrs.	50 hrs.
County Planning	50 hrs.	50 hrs.

County Housing Supply at Jackson/Kelly

Goal: Develop the County property at Jackson St. and Kelly Ave. for Teton County Government employee housing and community workforce housing.

HAP Strategies: 2A, 2B, 2E

Status: Negotiations with the adjacent landowner are ongoing.

Next steps: Execute letter of intent to partner.

Timeline	
LOI to Partner	2019 Q2
Release RFP	2020 Q1
Choose Partner	2020 Q2
Groundbreaking	2021 Q2
Cert. of Occupancy	2022 Q4

County Housing Supply on Mercill

Goal: Develop the east half of the Children's Learning Center site on Mercill Ave. for community workforce housing.

HAP Strategies: 2A, 2B

Status: Teton County owns this property, the current tenant on the east side of the property, the Jackson Hole Historical Society, has a signed lease that expires March 31, 2019.

Next steps: Develop RFP for site, release RFP, award project, build project.

Timeline	
Develop RFP	2018 Q4
Release RFP	2019 Q1
Choose Partner	2019 Q2
Groundbreaking	2020 Q2
Cert. of Occupancy	2021 Q3

Karns Meadow Tract 4

Goal: Develop the property for community workforce housing, including Town of Jackson employee housing.

HAP Strategy: 2B, 2E

Status: An environmental assessment for Karns Meadow is underway.

Next steps: Once the EA is complete, staff will work with the Council to determine the highest and best use for the property. Options that will likely be considered include a shared appreciation mortgage pilot program for Town employees, a historic ARU site, a 9 to 24-unit community housing development, and selling the property.

Timeline	
EA Released	2019 Q1
Analyze Options	2019 Q2
Choose Approach	2019 Q3
Release RFP / (Sell)	2019 Q4

Ongoing Tasks

The following tasks are the projects completed on an annual or ongoing basis.

Joint Annual Indicator Report

Goal: Compile and publish annual indicator data. Analyze indicator data and execution of the past year's Implementation Work Plan to inform an Implementation Work Plan for the following year. Constantly monitor community trends and understand how to best achieve the vision of the Comprehensive Plan.

<i>Progress</i>	Annual
<i>Timeframe</i>	Dec. 2019 – Mar. 2020
<i>Task Lead</i>	Long Range Planning
<i>Resources</i>	FY 20
<i>Long-Range Planning</i>	200 hrs.
<i>Planning Director</i>	10 hrs.

Comp Plan Strategies: Policy 9.2.a

Status: This Task is an annual task that is a part of every year's work plan.

Joint Annual Work Plan

Goal: Analyze indicator data and execution of the past year's Implementation Work Plan to establish an Implementation Work Plan for the following year.

Comp Plan Strategies: Policy 9.2.b

Status: This Task is an annual task that is a part of every year's work plan.

<i>Progress</i>	Annual
<i>Timeframe</i>	Dec. 2019 – Mar. 2020
<i>Task Lead</i>	Long Range Planning
<i>Resources</i>	FY 20
<i>Long-Range Planning</i>	60 hrs.
<i>Planning Director</i>	20 hrs.

LDR and Zoning Map Amendments

Goal: Acknowledge the time and resources required for the various LDR and zoning map amendments that are proposed by the public or other departments that are not otherwise a part of this work plan. In recent years, items such as appeals process, short-term rental, adult entertainment businesses, dark skies, reception sites, noncontiguous PRDs, PUD regulations, and rezones have required significant staff, public, and elected official resources. For this task, it should be noted that the time estimates provided in the chart represent the typical amount of time available to spend on miscellaneous amendments, *not the amount of time it will take to achieve these projects*. Projects under this task may be recategorized as separate projects in this work plan if they represent a priority.

Progress	Ongoing
Timeframe	As Requested
Task Lead	Various
Resources	FY 20
Long-Range Planning	220 hrs.
County Planning Director	20 hrs.
County Planning	40 hrs.
Town Planning Director	20 hrs.
Town Planning	40 hrs.

Comp Plan Strategies: variable depending on the amendment proposed by the public, other department, or elected officials.

Status: This is an annual Task that is a part of every year's work plan. Staff is aware that the public, other departments, or elected officials are interested in updating the following:

- Comprehensive Plan Amendment to Hog Island Character Description
- Town/County Cell Tower Standards
- Town of Jackson Sign standards (County sign standards will be completed in FY 23)
- Variance standards for maximum scale of development for Institutional buildings greater than 10,000 sf in County
- County Campground standards
- County levee standards

LDR and Comp Plan Education and Outreach

Goal: Ensure the public is engaged in the implementation of the Comp Plan. Coordinate the public engagement requirements of the tasks in this Work Plan. Communicate the community vision, where it came from, and how it is being achieved.

Comp Plan Strategies: 3.3.S.1 (this task represents the evolution of joint planning since 2012)

Status: This is an ongoing task that evolves with different projects. In general, the resources needed in an odd fiscal year are less than those in an even fiscal year because the bulk of the public engagement on large projects occurs mid-term, during even fiscal years.

Progress	Ongoing
Timeframe	Ongoing
Task Lead	Long-Range Planning
Resources	FY 20
ToJ Pro. Services	\$ 20,000
Co. Pro. Services	\$ 20,000
Long-Range Planning	400 hrs.
County Planning Director	20 hrs.
County Planning	20 hrs.
Town Planning Director	20 hrs.
Town Planning	20 hrs.

Data Requests

Goal: As government and non-government organizations plan for service delivery, the long range planning department can provide consistent data and projections on the population and demographics of the community, limiting consultant fees and standardizing level of service planning across the community.

Progress	Ongoing
Timeframe	As needed
Task Lead	Long Range Planning
Resources	FY 20
Long-Range Planning	100 hrs.

Comp Plan Strategies: Policy 8.1.a

Status: This Task is an annual task that is a part of every year's work plan.

Other Comp Plan Coordination

Goal: In addition to the specific tasks described above, Long Range Planning will provide assistance to other departments and agencies to coordinate consistency with the Comp Plan.

Comp Plan Strategies: various

Status: This Task is an annual task that is a part of every year's work plan.

Progress	Ongoing
Timeframe	Annual
Task Lead	Long Range Planning
Resources	FY 20
Long-Range Planning	100 hrs.
County Planning Director	75 hrs
Town Planning Director	75 hrs.

ITP Education and Outreach

Goal: Ensure the public is engaged in the implementation of the ITP. Coordinate the public engagement requirements of the tasks in this Work Plan. Communicate the ITP goals, where they came from, and how they are being achieved.

Comp Plan Strategies: 3.3.S.1 (this task represents the evolution of joint planning since 2012)

Status: This is an ongoing task that evolves with different projects.

Progress	Ongoing
Timeframe	Ongoing
Task Lead	Transportation Planning
Resources	FY 20
County Pro. Services	\$ 20,000
ToJ Pro. Services	\$ 20,000
Transport Planning	200 hrs.
Long-Range Planning	200 hrs.
County Planning Director	20 hrs.
Town Planning Director	20 hrs.

Joint Annual Housing Supply Plan

Goal: Annually update the 5-Year Housing Supply Plan to inform the public about trends related to workforce housing and the steps being taken to address workforce housing supply and preservation.

Timeline	
Draft 2019 Plan	2019 Q1
Adopt 2019 Plan	2019 Q3

HAP Strategies: 2

Status: 2017 Housing Supply Plan was approved 2017 Q3.

Next Steps: Draft the 2018 Plan and present to the Town Council and Teton County Board of Commissioners for approval.

Housing Capital Programs

Goal: Create assistance programs to catalyze private development of workforce housing.

Timeline	
Develop Program	Ongoing
Program Approval	TBD
Implementation	FY 19/20

HAP Strategies: 2C, 2D, 5B

Status: Developing programs with the Housing Supply Board.

Next Steps: Implement at least one new capital program in FY 19/20.

Housing Data Collection and Maintenance

Goal: Streamline the application process to decrease human error and collect annual demographic and housing demand data. Full on-line applicant "status" e.g. what categories an applicant qualifies for, what paperwork still needs to be uploaded, what data needs to be completed or updated.

Timeline	
On-line Interface	Ongoing
Data Reports	Annually

HAP Strategies: 2C, 2F, 3C, 4B

Status: This work is continuous.

Next Steps: See the Housing Department FY 20 Work Plan for details.

Housing Compliance

Goal: Verify compliance with existing deed-restrictions, including continued compliance with provisions that need to be verified on an annual basis. Objectively, competently and completely investigate any information, complaint, or report of a violation of a deed-restriction.

Timeline	
Compliance	Ongoing

HAP Strategies: 3A, 3C

Status: This work is continuous.

Next Steps: See the Housing Department FY 20 Work Plan for details.

Housing Education and Outreach

Goal: Provide the public with a comprehensive educational experience about the location and types of existing restricted housing stock, the process to purchase or rent a restricted home, data, and the reason the housing programs exist.

HAP Strategies: 2F

Status: Work was completed on five white board videos. Plans are in place to create aerial photos and videos of existing housing and potential locations of future housing with educational narratives. First quarterly newsletter was released 2018 Q4.

<i>Timeline</i>	
<i>Aerial Photography</i>	2018 Q3
<i>Still Photos</i>	Ongoing
<i>Quarterly Newsletter</i>	Ongoing
<i>Update Website</i>	2019Q1
<i>Develop Annual Report</i>	2019 Q1 2020 Q1
<i>Release Annual Report</i>	2019 Q1 2020 Q1
<i>Update Housing Portfolio</i>	2019 Q1 2020 Q1

Next steps: Complete a plan for aerial drone videos and aerial photography. Continue producing quarterly newsletters.

Housing Management

Goal: Manage the Town and County's employee housing rental programs according to each organization's policy. Manage the Grove Phase 1 Rentals to ensure vacancies are kept to a minimum, tenants are qualified, the building is being properly maintained as a safe and enjoyable place for tenants, bills are being paid, and operations and maintenance is on budget. Ensure that HOAs at existing Housing Authority developments are financially healthy and understand their role, CC&Rs, and the Housing Department's Rules and Restrictions.

<i>Timeline</i>	
<i>Employee Rentals</i>	ongoing
<i>Grove Requalification Notice</i>	Annually Q2
<i>Grove Requalify/Renew</i>	Annually Q3
<i>Grove Management</i>	Ongoing
<i>HOA Assistance</i>	Ongoing

HAP Strategies: 3

Status: This work is continuous.

Next Steps: See the Housing Department FY 2020 Work Plan for details.

5-Year Work Plan

This table conveys a longer-term, conceptual plan to prioritize future efforts into years ahead.

	FY 18-19	FY 19-20	FY 20-21	FY 21-22	FY 22-23	FY 23-24
County Natural Resource LDRs	<					
Town Hillside Regulations	<					
Joint Biannual LDR Cleanup						
Joint Standardized Data Collection	<					
Joint Comp Plan Review (GMP)						
Town Square/Historic Zoning						
County Aspens Zoning		?				
County Road/Utility LDRs		?				
Town Natural Resource LDRs						
Town Flat Creek Corridor						
Joint Business Park Zoning		?				
Housing Nexus Study Update						
Joint Stormwater Quality LDRs						
County Hog Island Zoning						
Town Rural Zoning and PUD Map						
County Historic Preservation LDRs						
Town Road/Utility LDRs (Lighting)						
County Wilson Zoning						
Other County Zoning						
TCSPT/Mitigation Bank Plan						
Joint Subdivision LDRs						
County Sign LDRs						
Evaluate Rural/Nat Res LDRs						>
Biannual Cleanup						
Public Engagement Coordination						
LDR & Zoning Map Amendments						
Communitywide CIP						
Economic Development Plan						
Town Gateway Plans						
Annual Indicators & Work Plan						
Joint Public Engagement						
Data Requests						
Other Coordination						

	FY 18-19	F Y 19-20	FY 20-21	FY 21-22	FY 22-23	FY 23-24
Joint START Funding	<					
Restructure of TAC into RTPO						
Town Managed Parking Plan						
Joint ITP Capital Group 4 Charter						
County ITP Capital Group 1 Charter			?			
Wildlife Crossings Master Plan						
Joint ITP Technical Update						
Joint Regional Parking + TDM Study		?				
County ITP Capital Group 2 Charter						
Joint Public Engagement						
Other ITP Implementation						
Grove Phase 3 Development						
Town 174 N. King St. Development						
County Jackson/Kelly Development						
County Mercill Development						
Karns Meadow Tract 4						
Annual Housing Supply Plan						
Capital Programs						
Data Collection and Maintenance						
Compliance						
Education and Outreach						
Other HAP Implementation						

Completed Work Plan

This is the 7th Implementation Work Plan since adoption of the Comprehensive Plan in 2012. Below is a list of the implementation work completed or substantially completed to date.

Task	Date Complete	Strategies Implemented
Land Development Regulations Updates/Studies		
Housing Nexus Study	October 2013	5.3.S.1
Vegetation Mapping	December 2013	1.1.S.1
Joint LDR Restructure	December 2014	3.3.S.2, 3.3.S.3
County Rural LDRs Updates	December 2015	1.4.S.1, 1.4.S.2, 1.4.S.3, 3.1.S.1, 3.1.S.2, 3.3.S.2, 3.3.S.3
Town District 2 and LO Zoning	November 2016	4.1.S.1, 4.2.S.2, 4.2.S.4, 4.2.S.6, 4.4.S.3, 4.4.S.4
Focal Species Study	April 2017	1.1.S.2
Nonconformities LDRs Cleanup	May 2016	3.3.S.2, 3.3.S.3
County Nuisance LDRs	July 2016	3.1.S.1, 3.2.S.2
Town Adult Entertainment LDRs	March 2017	3.2.S.1
Exterior Lighting LDRs Update	September 2016	1.3.S.2
Town ARU Allowance	November 2016	5.2.S.2
Wildland Urban Interface LDRs	December 2016	3.4.S.2, 3.4.S.3
2016 LDR Cleanup	January 2017	3.3.S.2, 3.3.S.3
Joint Housing Mitigation LDRs	July 2018	5.1.S.1, 5.2.S.2, 5.3.S.2, 5.4.S.3, 5.4.S.4
Town District 3-6 Zoning	July 2018	4.1.S.1, 4.1.S.2, 4.2.S.4, 4.3.S.1, 4.4.S.3, 5.2.S.1, 5.4.S.3, 5.4.S.4
Snow King Master Plan Alternatives	July 2018	3.2.S.4
County Natural Resource LDRs	75% complete	1.1.S.3, 1.1.S.4, 1.1.S.5, 1.1.S.6, 1.1.S.7, 1.2.S.1, 1.2.S.2
Town Hillside LDRs	25% complete	3.4.S.1, 3.4.S.3
Other LDR & Zoning Amendments	Continuous	
Comprehensive Plan Administration		
2012 Work Plan	June 2012	Principle 9.2
2013 Indicator Report & Work Plan	May 2013	Principle 9.2
Standardize Data Collection	50% complete	Policy 9.2.a
2014 Indicator Report & Work Plan	May 2014	Principle 9.2
2015 Indicator Report & Work Plan	August 2015	Principle 9.2
2016 Indicator Report & Work Plan	April 2016	Principle 9.2
2017 Indicator Report & Work Plan	April 2017	Principle 9.2
2018 Indicator Report & Work Plan	April 2018	Principle 9.2
2019 Indicator Report & Work Plan	February 2019	Principle 9.2
2019 Growth Management Program	5%	Principle 9.1
Joint Public Engagement	Continuous	3.3.S.1
Provide Data to Others	Continuous	Policy 8.1.a
Other Coordination	Continuous	

Task	Date Complete	Strategies Implemented
Integrated Transportation Plan (ITP) Implementation		
ITP	September 2015	7.1.S.1, 7.1.S.4, 7.1.S.6, 7.1.S.8, 7.1.S.9
Community Streets Plan	April 2015	7.2.S.1
Town District 3-6 Parking Study	December 2017	4.1.S.1, 4.1.S.2, 5.4.S.3, 7.3.S.1
Joint Regional Traffic Model	January 2019	
Wildlife Crossings Master Plan	May 2018	
Town Managed Parking Plan	75% complete	
Restructure of TAC into RTPO	75% complete	
START Funding	75% complete	
Housing Action Plan Implementation		
Housing Action Plan (HAP)	November 2015	Comp Plan: 5.4.S.1, 5.4.S.2
Housing Authority Restructure	December 2016	HAP: 1
2016 Housing Supply Plan	October 2016	HAP: 2
Housing Rules & Regulations	July 2018	HAP: 3B
2017 Housing Supply Plan	November 2017	HAP: 2
2018 Housing Stock Portfolio	75% complete	HAP: 2F
Online Intake Form	February 2018	HAP: 2F, 3C, 4B
2018 Housing Supply Plan	June 2018	HAP: 2



JOINT PLANNING COMMISSION MEETING AGENDA DOCUMENTATION

PREPARATION DATE: February 28, 2019

MEETING DATE: March 7, 2019

SUBMITTING DEPARTMENT: Town & County Planning

DEPARTMENT DIRECTORS: Tyler Sinclair & Steve Westbay

PRESENTER: Tyler Sinclair

APPLICANT: Y2 Consultants, LLC

SUBJECT: AMD2019-0001: Subarea 7.3 – Munger Mountain Residential

REQUESTED ACTION

To amend the Illustration of our Vision Chapter of the Jackson/Teton County Comprehensive Plan pursuant to the *Amending the Illustration of Our Vision* section found on page AV-16 to add Sub-area 7.3 Munger Mountain Residential.

BACKGROUND/DESCRIPTION

Application Proposal

The application requests the addition of a new sub-area to Character District 7 of the Jackson/Teton County Comprehensive Plan, setting community policy that additional residential density should be concentrated around the Munger Mountain Elementary School. The application proposes that a portion of Subarea 7.2 be re-designated as Subarea 7.3 – Munger Mountain Residential. No changes (other than the boundary) are proposed to Subarea 7.2 – Hog Island Home Business or Character District 7 generally. The application proposes that the new Subarea 7.3 would be:

- Transitional – meaning it is a subarea where most of the community would agree that development/redevelopment or a change in character would be beneficial, a subarea that would benefit from reinvestment and revitalization, and goals for development include improving access to jobs, housing and services and reducing reliance on single-occupancy trips.
- Village Form – meaning 2 story character with residential, local convenience commercial, and civic uses and a variety of housing types, complete streets, and workforce housing. (for reference, subareas that already have a Village Form intensity include 3.1-East Jackson, 4.4-Midtown Residential, 5.5-Cottonwood Park and 11.2-Wilson Townsite)
- Defined by the Munger Mountain Elementary School and Highway 89, preserve the working family residential character of the subarea, and encourage single-family and multi-family workforce housing development.

The applicant's justification for the amendment suggests that the addition of the Munger Mountain School with an associated sewer line connected to the Town Waste Water Treatment Plant, the expansion of South Highway 89 to 5 lanes and the need for workforce housing in the community support the request.

Appropriately, the application does not include any proposed zoning or development that specifically defines what the additional residential density would look like. This application is the prerequisite for any zoning amendment or development application, because the current community vision does not include concentrating a variety of single-family and multi-family housing types in Hog Island. Approval of this application would identify a high-level community commitment to locating new workforce housing development in Hog Island and enable future conversations about the specific zoning needed to implement the vision.

Existing Conditions

The area proposed as Subarea 7.3 currently has about 50 residential units that are located in 2 developments. The average lot size in the developments is 1.9 acres. Surrounding the developments is 120 acres of agricultural land and the Munger Mountain hillside. The proposed Subarea also includes the WyDOT and Weed and Pest Facilities as well as Munger Mountain Elementary School (MMES), which opened in September. MMES is a magnet school providing dual-immersion (English/Spanish) instruction to children from throughout the County who are bussed to the school. There are not currently any other commercial, social, or civic services provided in the area. The area is not currently connected to the Pathway or Transit System. MMES has a sewer connection to the Town sewer treatment plant. No other landowners currently have an agreement with the Town to use that sewer connection.

The area proposed as Subarea 7.3 is currently in Subarea 7.2 – Hog Island Home Business, which is:

- Stable – meaning it is a subarea in which no change to the existing character is necessary, development will be infill that maintains the existing identity or vitality, the subarea may benefit from strategic infill or development of non-existing Complete Neighborhood amenities
- Conservation Form – meaning 1-5-acre lot size, 2 story, residential character designed for wildlife and/or scenery and predominance of landscape over built form.
- Defined by families living and working in residences accompanied by a shop or small contractor yard that accommodates more intense home business.

More broadly, the proposed Subarea is in Character District 7, which is identified in the Comprehensive Plan as a Complete Neighborhood that,

“is and will continue to be defined primarily by its industrial character, which decreases in intensity from north to south. The northern portion of the district [Subarea 7.1] provides for many of the light industry and heavy retail uses vital to the community, with workforce housing accessory to the primarily industrial character. Moving south [Subarea 7.2], the abundance of landscape increases and the character transitions toward rural residential; however, light industrial continues to be a prominent feature as an accessory use.” (pg. IV-56)

The Complete Neighborhood/Rural Area Chart for District 7 is below. The purpose of including this chart in each District is to, *“explain the classification of the district and identify the district's broad focus, basic issues, and opportunities.”* (pg. IV-12) Notably, the existing character of District 7 is more Rural than Complete Neighborhood. However, the District is classified as a Complete Neighborhood to acknowledge the importance and appropriateness of continued light industrial opportunities because nonresidential use is discouraged in Rural subareas.

The Complete Neighborhood enhancements envisioned for the District are: improved highway gateway treatment, sewer in some areas, improved livability of industrial areas, encouragement of ARUs with industrial, improved walkability in the north part of the district, and improved safety for all modes in the north part of the district. However, in no Complete Neighborhood category is the current vision to enhance District 7 into a full Complete Neighborhood.

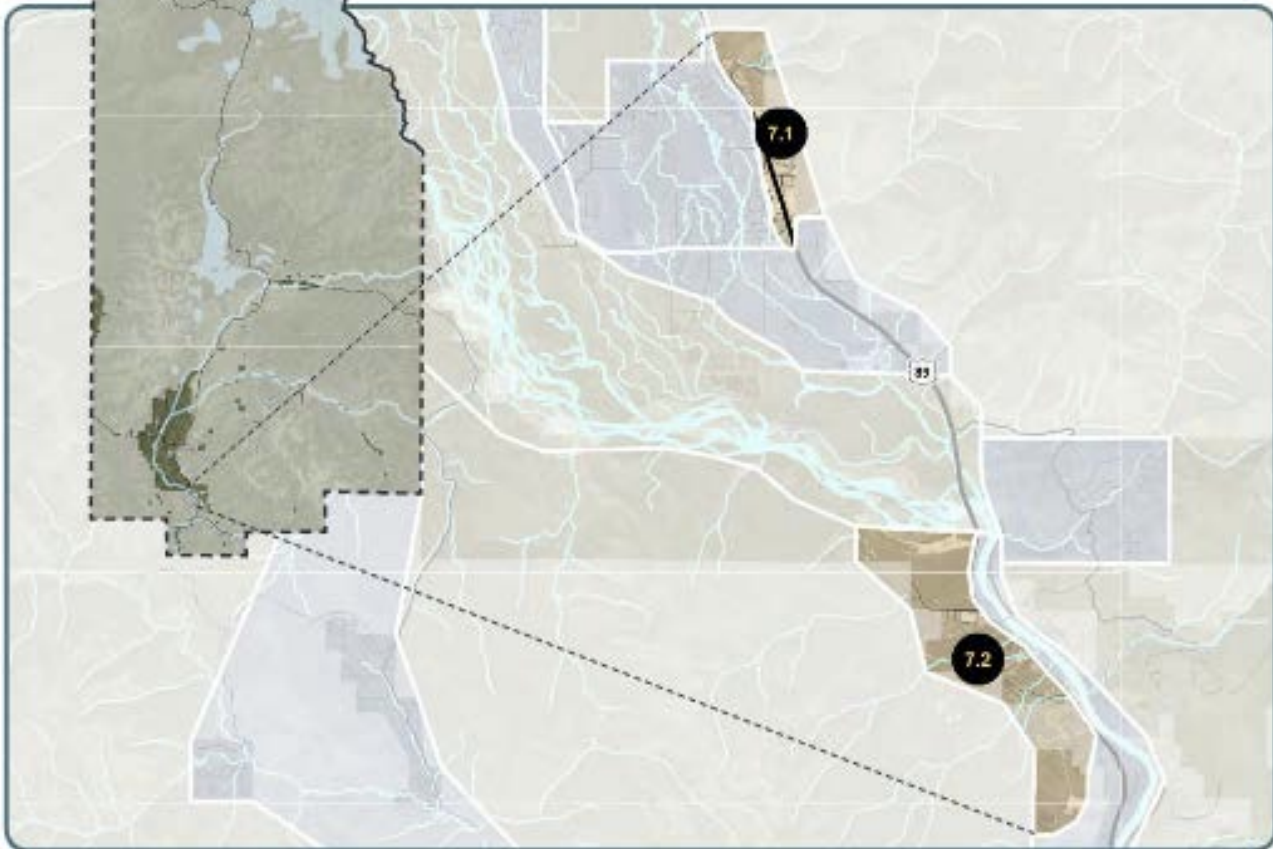
DEFINITION		EXST.	FUTURE	
COMPLETE NEIGHBORHOOD	Defined Character/High Quality Design			Improve highway gateway treatment
	Public Utilities			Sewer in some areas
	Quality Public Space			Improve livability of industrial areas
	Variety of Housing Types			Encourage ARUs with industrial
	Walkable Schools, Commercial + Recreation			Improve walkability in north
	Connection by Complete Streets			Improve safety for all modes in industrial areas
RURAL	Viable Wildlife Habitat + Connectivity			Enhance wildlife permeability and protect habitat
	Natural Scenic Vistas			Enhance foreground and corridor as gateway
	Agricultural + Undeveloped Open Space			Maintain open space through clustered development
	Abundance of Landscape over Built Form			Maintain landscape abundance in south
	Limited, Detached, Single Family Res. Development			Predominately single family in south
	Minimal Nonresidential Development			Accessory nonresidential in south
Legend:  Generally Present;  Partially Present;  Generally absent				

IV-54

Location

Vicinity Map

District 7: South Highway 89





STAFF ANALYSIS

The current vision for Hog Island is clear – single family residences with industrial home businesses that are denser than surrounding Rural subareas, but less dense than other residential Complete Neighborhood subareas. The applicant proposes a different vision for the Subarea, which raises 2 primary questions:

1. Have the existing conditions changed enough since 2012 that the community vision needs to change?
2. Is Hog Island the right place to provide new workforce housing at Village Form density?

The Planning Directors' short answer to both questions is no. Further discussion is below.

Have the existing conditions changed enough since 2012 that the community vision needs to change?

What has changed?

There have been a few significant infrastructure changes in Hog Island since 2012. First, South Highway 89 has been expanded to 5 lanes. This was a change the Comprehensive Plan aspired to avoid. However, the fact that it was not avoided does not mean that community wants this Sub-area defined by a 5-lane highway as the application proposes. In addition, staff notes that creating a suburban land use along the highway may lead to diminished capacity of the highway system, additional traffic congestion and safety issues in the future.

Second, the School District purchased 20 acres in Hog Island in December 2015 on which it constructed Munger Mountain Elementary School (MMES), which opened in September 2018. The Comprehensive Plan aspired to locate the school in South Park, but did not seek to avoid a school in Hog Island. MMES is a magnet school, drawing students from throughout the community and independent from its surrounding land uses. The School District's decision to purchase land in Hog Island was made independent of community land use considerations in 2015 and should not drive land use decisions today.

Lastly, related to the construction of MMES, the Town entered into a sewer connection agreement with the School District that allowed MMES to connect to the Town Sewer treatment plant via sewer line constructed as part of the highway expansion. The Town Sewer treatment plant is located along the Snake River accessed from South Park Loop Road across from and south of the Melody Ranch subdivision. Notably, this is the only change over which the Town or County had any jurisdiction. Town's approval of the connection was conditioned to be clear that the purpose of allowing the connection was to coordinate with the School District (and WyDOT and Weed & Pest) and potentially provide service to the currently envisioned development pattern. The purpose was not, as stated in the application, to catalyze a sprawling development pattern to relieve development pressure from Town.

All of the infrastructure changes listed above were justified independent of, and potentially in conflict with, the community vision for this area found in the Comprehensive Plan. Therefore, none of them necessitate a change in future character of the land use in the area. WyDOT added lanes to South Highway 89 to address existing levels of service on the road and on development projections provided to WyDOT in 2012 based on the current vision for District 7. The School District added an Elementary School to address existing elementary capacity issues – it is statutorily obligated to base its projections on existing enrollment trends. The Town agreed to connect MMES to the Sewer Treatment Plant to cooperate with the School District and address water quality. Each increase in infrastructure was justified independent from any increase in density, which means none of them require a reevaluation of the appropriate density or change to the community vision.

In conclusion, staff finds that the Growth Management Plan (GMP) update to the Comprehensive Plan triggered with the community exceeding the 5% residential growth threshold that requires a community-wide discussion on growth management should be concluded before this request or this request should be considered during that comprehensive review process where other alternatives and amendments will be considered. Staff finds that considering this application before the GMP would be premature and not in the context of a community wide residential and commercial growth discussion upon which the essence of good comprehensive planning is based.

What has not changed?

While lanes of traffic and a magnet school were being added to Hog Island, the community was engaged in significant land use policy updates throughout the Town and County to implement the Vision of the 2012 Comprehensive Plan. Amendments to the County Rural zoning, adopted in 2015, addressed Common Value 1: Ecosystem Stewardship by reducing development potential by approximately 2,370 residential units in areas identified for conservation and preservation while enabling incentives (about 570 units) to promote conservation. Some, or all, of those conservation incentive units could be added to Hog Island through the Planned Residential Development (PRD) or Complete Neighborhood -Planned Residential Development (CN-PRD) tools, accompanied by conservation elsewhere in the Rural areas of the community.

In Town, zoning amendments have been made to enable the use of approximately 1,800 units, removed from Rural areas, to incentivize workforce housing. These amendments achieve the primary targets of the Comprehensive Plan: getting new development in the right location, and ensuring new development provides workforce housing opportunities. In addition to addressing workforce housing supply through Town incentives, workforce housing demand was also addressed through housing mitigation requirements that balance workforce housing demand with supply. The past 6 years of work to achieve the community's goals of 60% of growth in

Complete Neighborhoods and 65% of the workforce living locally are showing signs of success, as documented in annual Indicator Reports. Work remains to implement other principles of the Comprehensive Plan, but that does not mean the community's values or vision have changed.

What has not yet been addressed are any additional light industrial opportunities to keep construction jobs, money, people, and traffic in the community instead of sending it to neighboring communities each night. The light industrial discussion was a difficult and important part of the 2012 Comprehensive Plan and Hog Island Home Business was the community-identified answer. The community still needs a place for light industry. Preserving opportunities for light industry when commercial and residential development are more profitable is an issue that the community has had to consistently address since 1994. Removing a location for potential light industry as a solution to a workforce housing issue that has already been otherwise addressed by 6-12 years of community engagement ignores existing conditions instead of responding to them.

In consideration of the sewer connection in 2016, staff completed an analysis of Comprehensive Plan suitability of a school in the MMES location (attached). That analysis asserts the same position presented above, and taken by the Town Council in 2016, that the presence of a school and/or sewer does not require that additional density be entitled in Hog Island. The community remains notably unique in its ability to separate infrastructure decisions from land use decisions, avoiding the practice common throughout the country of letting the former dictate the latter, leading to sprawl. Our community comprehensive plans have been consistent in choosing to preserve our character and ecosystem over infrastructure availability consistently over our history of land use planning.

This application proposes the opposite position/logic for Hog Island that infrastructure decisions made largely by State institutions should change the direction of the community's Comprehensive Plan. If the Comprehensive Plan vision is to be changed, this is the appropriate process. However, the Planning Directors cannot find that the decisions of WyDOT and the School District necessitate or represent a change to the community's common values with regard to the appropriate land use in the area. Nor can the Planning Directors find that the proposed amendment meets the community's targets for location and type of growth better than the updates that have been adopted over the past 6 years (see below for more details) or that will come as part of future comprehensive discussions where Hog Island's role can be considered properly within the full context of the community. This is especially true in light of the sacrifice of light industrial opportunities that would occur with the approval of the application.

Is Hog Island the right place to provide new workforce housing at Village Form density?

This application is not a question of whether Hog Island is a better location for the workforce than Teton County, Idaho or Lincoln County, Wyoming because the application does not propose to remove the cap on residential buildout. With a fixed number of residential units available to allocate under the community's growth management values (the approximately 2,370 units removed from Rural Areas), the question is whether the units should be in Town as currently enabled or moved 8 miles south of Town as proposed.

Since 2012, the Town and County have been working to place as many potential units as possible into an incentive pool that can only be used in conjunction with incentives that result in permanent conservation or workforce housing. As of July 2018, there is a significant pool of incentive units (about 1,800) that can be built in the Town to create deed-restricted workforce housing. This work achieves the goal of locating at least 60% of new units in Complete Neighborhoods. And, coupled with the housing mitigation requirements, it addresses both the demand and supply side of providing allowances, incentives, and requirements for housing 65% of the workforce locally.

More units cannot be taken from the Rural areas, so more units cannot be added to Complete Neighborhoods to improve work on the 60/40 goal. Also, the County does not have workforce housing incentives in place like the Town, and cannot adopt the Town's because the Town's incentives rely on a more intense urban form than is proposed in the application. In fact, the County's workforce housing density bonuses were consciously removed

as part of the Comprehensive Plan adoption process. The application is presented as an implementation to the Comprehensive Plan, but the implementation the community has been working on for 6 years is better.

It is true that the incentives for housing development in Town are still young, and it can take years for the market to respond to new policy incentives. It is also true that infill can be more difficult than greenfield development. But these are not reasons to abandon the community's Vision. The housing mitigation requirements are intended to balance demand for workforce housing with supply, to keep the community from falling behind while the community becomes familiar with and begins to use the incentives. And, the Comprehensive Plan includes a backup plan if the community's housing goals cannot be met through infill in Town – development of Subarea 5.6 – Northern South Park is the next preferred option, located adjacent to Town.

If the community is going to look beyond Town and Northern South Park for new neighborhood housing solutions, the analysis should be Countywide to include other alternatives that may be closer than Hog Island to Town and/or other services. Below is the description of a Complete Neighborhood from the Comprehensive Plan (pg. CV-2-4). The current character of Hog Island is rural and industrial, not one of high-quality urban design. At this time only MMES is connected to any public utility and all additional connections must be approved by Town Council. To date the Town and community have not had discussions regarding future connections to the Town system. Consideration will need to be given to existing and future capacity, priority of users (i.e. should existing development be served first, before new development), should capacity be used to meet existing environmental and public health concerns first, etc. Staff recommends that these discussions need



complete neighborhoods provide:

- defined character and high-quality design;
- public utilities (water, sewer, and storm sewer);
- quality public spaces;
- a variety of housing types;
- schools, childcare, commercial, recreation, and other amenities within walking distance (1/4 to 1/2 mile) of residences; and
- connection by complete streets that are safe for all modes of travel.

to take place prior to any future significant connections to the Town system outside of the Town. In addition, it should be noted that the sewer line extension is owned by the Teton County School District (TCSD) up to where it connects to the main trunk line at South Park Loop Road and as such any future connection will need permission from Town of Jackson, and TCSD. There are no public spaces currently in the area. At this time MMES is a magnet school that provides regional services rather than neighborhood services. There are no childcare, commercial, recreation, or other amenities within walking distance, nor is Hog Island connected to the Pathway or Transit system. While the application proposes to provide a variety of housing types, that is the only Complete Neighborhood characteristic that would be met. If housing is to be added to Complete Neighborhoods outside of Town, there are other parts of the community that have more existing housing, jobs, retail, transportation, cultural, social, and civic services than Hog Island.

Enabling entitlement of units in Hog Island does not create more units. It moves units from Town, the community's largest and primary Complete Neighborhood, to a location 8 miles south of Town with few services. Contrary to the assertions in the application, Town as Heart does not envision Town as a central business district surrounded by sprawling bedroom communities. The Town as Heart vision is that,

“The Town of Jackson will continue to be the primary location for jobs, housing, shopping, educational and cultural activities.” (pg. CV-2-16)

In the long term, locating units in Hog Island does not avoid commuters, it precludes development in Town and more appropriate locations, which means less incentives for workforce housing and conservation, and more traffic. Staff also has concerns that the proposed increased level of density may not be compatible with the existing low density rural residential use with many home businesses currently in the area.

Enabling development in Hog Island also preempts development in Town and more appropriate locations in the short term. Developers do not put all of their units on the market all at once because that would devalue each unit. Instead, units are placed on the market at an absorption rate that maximizes value relative to the cost of holding onto the entitlement without putting it on the market. If a new Cottonwood Park (about 140 acres, 350 units, Village Form) were developed in Hog Island over the next 15 years it would account for much of the workforce housing absorption, making Town infill projects less financially feasible.

Development of a large housing infusion in Hog Island will hinder short-term and long-term realization of the Community Vision we have been working on since 2007. It took 12 years of discussion to establish the current Vision and to then put the policy in place to implement it. The Planning Directors find that the current community Vision and implementation are better than the one the application proposes. The Planning Directors recommend allowing time for the current Vision to be implemented before rethinking the community Vision. As stated in the Annual Indicator Report, the strength of our community's long-range, strategic Community Vision is in all Common Values working together. Maintaining that strength by avoiding seemingly easy answers that prioritize one Common Value at the expense of the others will take consistent, firm resolve and require patience as we look for results.

[STAKEHOLDER ANALYSIS](#)

Public Comment

Notice of this hearing was published in the Jackson Hole News and Guide on date February 6, 2019. A Neighborhood Meeting was held pursuant to Section 8.2.3 of the Land Development Regulations. All comments received to date are attached to this report.

[PLANNING COMMISSION ANALYSIS](#)

The Town of Jackson and Teton County have engaged in joint planning since 1994. While each jurisdiction has its own version of the LDRs, there is only one Joint Comprehensive Plan. This means that an amendment to the Comprehensive Plan must be approved by both jurisdictions in order for it to be incorporated. That being said, throughout the 2012 Comprehensive Plan adoption process, the Town and County Planning Commissions provided split recommendations on issues on which they did not agree. As such, each Planning Commission will make its own motion and provide its own recommendation on the item. Each recommendation will be presented to Town Council and the Board of County Commissioners for their consideration.

[LEGAL REVIEW](#)

Gingery

[RECOMMENDATION](#)

Town and County Planning Directors' Recommendation

The Town and County Planning Directors recommend **DENIAL** of **AMD2019-0001/P19-043**, to add Subarea 7.3 – Munger Mountain Residential to the Comprehensive Plan, dated January 25, 2019, being unable to make the findings for an amendment to the Illustration of Our Vision chapter of the Comprehensive Plan.

Town and County Planning Directors' Recommended Conditions of Approval

The Planning Directors do NOT recommend approval. However, if approved, the application dated January 25, 2019 needs to be modified in the following ways to ensure the proposed Subarea 7.3 is consistently incorporated into the Comprehensive Plan.

1. Appropriate modifications, as identified by the Planning Directors, shall be made to the Character Defining Features for Subarea 7.3 to more clearly define the appropriate density as Village Form.
2. An illustration shall be provided by the applicant in the style of the illustrations for other Transitional subareas that depicts the desired character.
3. Appropriate modifications, as identified by the Planning Directors, shall be made throughout the rest of District 7 to reflect the new desired future character. Modifications will include but are not limited to: modifications to the Complete Neighborhood + Rural Area Chart, identification of Character Defining Futures on the map of the subareas, modifications to the description for the District and existing subareas, and addition of housing related policy objectives.

Town and County Planning Directors' Recommended Findings

Pursuant to *Amending the Illustration of Our Vision* on page AV-16 of the Comprehensive Plan, to approve an application to amend the Illustration of Our Vision, the Town Council and Board of County Commissioners will find that it:

Better implements the community Vision;

Does NOT Comply. The community Vision is to manage growth so that it occurs in the right location to protect the ecosystem and is the right type to ensure we remain a community first and resort second. The LDR updates adopted by the Town and County from 2014-2018 ensure that a pool of incentives exist so that housing that is built is for the workforce (right type) and in Town (best location). The community Vision also includes a secondary option, development of workforce housing in Northern South Park. Preempting and precluding the success of the current policy and secondary option by enabling additional residential development in Hog Island is contrary to the community Vision.

Is consistent with the principles and policies expressed in the Comprehensive Plan at a communitywide level; and

Does NOT Comply. The community's various policies are described as the strands of a rope, woven together for strength and inseparable for individual use. The housing goals of the community are important, and demand for workforce housing is significant, but the principles and policies expressed at the communitywide level provide context for determination of the appropriate housing solutions.

1. *Stewardship of Wildlife, Natural Resources, Scenery.* Housing units located in Town or Northern South Park have less impact on wildlife, natural resources, and scenery than units located in Hog Island would. The site of the proposed subarea is in the Natural Resources Overlay (NRO) and Scenic Resources Overlay (SRO) and not an appropriate location for a new neighborhood.
2. *Climate Sustainability through Energy Conservation.* By far, the community consumes the most energy through transportation. Moving units from Town or Northern South Park to 8 miles south of Town will increase energy consumption. Another policy of energy conservation is reuse of existing buildings (Policy 2.4.b). Efforts to infill in Town are more energy efficient than greenfield development in the County.
3. *Responsible Growth Management.* The community is committed to not increasing the overall amount of residential development potential. That means that allowing more residential development in Hog Island is removing that development from Town. The incentives adopted by Town to achieve that development potential are less than a year old and need time to be used and evaluated before they are discarded or preempted.
4. *Town as Heart of the Region – The Central Complete Neighborhood.* Town is the primary complete neighborhood and only complete neighborhood that offers all the complete neighborhood characteristics. It is the most appropriate place to add workforce housing. If the recently adopted incentives for Town infill for workforce housing do not work, the Comprehensive Plan identifies Northern South Park, adjacent to Town, as the appropriate location for greenfield development of workforce housing.

5. *Local Workforce Housing.* Providing local workforce housing is not just about building units to address shortages (Policy 5.3.c). It is about maintaining a diverse population (Principle 5.1). The Housing Department, intake form data shows that most demand for restricted housing is for 1 or 2 bedroom units – consistent with the types of units that would be built through Town incentives. It is about strategically locating housing (Principle 5.2) consistent with Character Districts, not amending them. It is about balancing demand and supply through mitigation (Policy 5.3.a) and preserving existing housing stock (Policy 5.3.b) so that the community does not have to try to grow its way out of a growth issue. It is about using a balanced set of tools (Principle 5.4) and following the Housing Action Plan rather than changing the Plan through single-site decision making.
6. *A Diverse and Balanced Economy.* The desired future for District 7 is to provide industrial opportunities to keep the construction industry local as well. Without industrial opportunities in District 7 more and more jobs and construction materials will be imported from neighboring communities, which means higher construction costs, more truck traffic, and money from the community being sent outside the community. The vision of industrial home businesses strikes a balance between housing and economic goals. The application replaces industrial potential with residential and proposes no alternative industrial potential, sacrificing an economic goal of the community that has been a priority since 1994.
7. *Multimodal Transportation.* The goal of the Integrated Transportation Plan is to limit growth in Vehicle Miles Traveled (VMT). Moving housing units from Town to Hog Island increases VMT by 8 miles for nearly every trip taken from those homes. Loss of light industrial opportunities locally will also increase truck trips into the community from outside the community. There is no existing multimodal infrastructure in the proposed Subarea.
8. *Quality Community Service Provision.* There are few services in the Hog Island area. No private landowner has existing access to sewer. MMES is a magnet school. Medical services are in Town or on the Westbank. Civic and cultural services are in Town or on the Westbank. Quality community service provision is better provided in Town or Northern South Park than in Hog Island.

Is consistent with the overall desired character of the district in which it occurs.

District 7 Existing + Future Desired Characteristics

South Highway 89 is the most appropriate location in the community to promote light industrial uses. It is and will continue to be defined primarily by its industrial character, which decreases in intensity from north to south. The northern portion of the district provides for many of the light industry and heavy retail uses vital to the community, with workforce housing accessory to the primarily industrial character. Moving south, the abundance of landscape increases and the character transitions toward rural residential; however, light industrial continues to be a prominent feature as an accessory use. Interspersed with these light industrial home businesses are industrial government uses that require significant land.

While the varying levels of industrial use are the primary element of this district's character and development and redevelopment of such uses is encouraged, efforts to enhance the wildlife value and scenic appearance of the district as a part of the southern gateway into Jackson will be encouraged. While light industrial development is suitable throughout the district, it should be designed and located to protect wildlife habitat, wildlife movement, and scenic open space to the extent possible. Development and redevelopment should avoid crucial wildlife habitat and movement corridors in hillside and riparian areas. Appropriate wildlife crossings or other mitigation of wildlife-vehicle collisions should also be implemented.

Does NOT Comply. The classification of the District as a Complete Neighborhood is not a blank slate aspiration. The desired character is defined by the Complete Neighborhood + Rural Area Chart, Policy Objectives, and Existing + Future Desired Characteristics quoted above – all of which focus on the industrial and otherwise rural character of the District.

The proposed subarea is not consistent with the overall desired character of District 7 as a District that will, “continue to be defined primarily by its industrial character, which decreases in intensity from north to south,” where in the area of the proposal, “abundance of landscape increases and the character transitions toward rural residential; however, light industrial continues to be a prominent feature as an accessory use.” A shift to focus on residential workforce housing provision at a density that exceeds the existing character of the southern area is a shift in the desired future character of the District.

In addition, the Policy Objectives for District 7 are focused on Ecosystem Stewardship and provision of light industrial opportunities. Introducing a new residential neighborhood that would change the character of the area does not implement those objectives. Also, the future characteristics identified in the Complete Neighborhood + Rural Area Chart all call for modest implementation of Complete Neighborhood characteristics in service to the industrial vision.

Is a response to at least one of the following:

- *The policies of the Comprehensive Plan are not being implemented by the current Character District.*
- *The community’s characteristics have substantially changed, warranting a revision to the Character District directly related to the change in characteristics.*
- *The values and priorities of the community have changed, warranting a Character District revision.*

Does NOT Comply. It is true that the zoning in Subarea 7.2 has not yet been updated, and it is true that certain characteristics in the District have changed. But, it is not true that the change in characteristics warrant a revision to the Character District or that the values and priorities of the community have changed. Construction of a magnet school and sewer by the School District, and a highway expansion by WyDOT do not warrant a change in character. Locating development because of infrastructure decisions made with no land use consideration is the definition of sprawl. While that is easy and common throughout the country it is not the Vision of the community. The fact remains that very few economic, transportation, or community services now or in the future will exist in Hog Island and the community’s Vision is to locate growth where services already exist. No principle or policy of the community has changed since 2012, and none is proposed in this application. The community remains committed to its Vision of concentrating residential development primarily in or near Town and providing light industrial opportunities in District 7.

ATTACHMENTS

- Applicant’s Application
- July 2016 Memo regarding MMES consistency with the Comprehensive Plan
- Public Comment – none at this time

SUGGESTED MOTION

I move to recommend APPROVAL of AMD2019-0001 (County) / Town P19-043 (Town), to add Subarea 7.3 – Munger Mountain Residential to the Comprehensive Plan, dated January 25, 2019, subject to any conditions identified at this meeting, pursuant to the conditions recommended by the Planning Directors, being able to make the findings for amendment to the Illustration of Our Vision chapter of the Comprehensive Plan as recommended by the applicant and described by the Commissions.

*Please note that while the above motion is stated in the affirmative as a matter of procedure, the Planning Directors suggest the motion be **DENIED** based on an inability to make the findings for an amendment to the Illustration of Our Vision chapter of the Comprehensive Plan as recommended by the Planning Directors.*



PLANNING PERMIT APPLICATION
Planning & Development Department
Planning Division

200 S. Willow St. | ph: (307) 733-3959
P.O. Box 1727 | fax: (307) 739-9208
Jackson, WY 83001 | www.tetoncountywy.gov



For Office Use Only		
Fees Paid <u>\$1500.00</u>		
Check # <u>5435</u>	Credit Card _____	Cash _____
Application #s <u>AMD2019-0001</u>		

PROJECT.

Name/Description: 7.3 Munger Mountain Residential
Physical Address: _____
Lot, Subdivision: _____ PIDN: _____

OWNER.

Name: N/A Phone: _____
Mailing Address: _____ ZIP: _____
E-mail: _____

APPLICANT/AGENT.

Name: Y2 Consultants, LLC Phone: (307) 733-2999
Mailing Address: PO Box 2870 ZIP: 83001
E-mail: melissa@y2consultants.com ; scott@y2consultants.com

DESIGNATED PRIMARY CONTACT.

____ Owner ☒ Applicant/Agent

TYPE OF APPLICATION. Please check all that apply; see Fee Schedule for applicable fees.

Use Permit	Physical Development	Interpretations
☐ Basic Use	☐ Sketch Plan	☐ Formal Interpretation
☐ Conditional Use	☐ Development Plan	☐ Zoning Compliance Verification
☐ Special Use		
Relief from the LDRs	Development Option/Subdivision	Amendments to the LDRs
☐ Administrative Adjustment	☐ Development Option Plan	☐ LDR Text Amendment
☐ Variance	☐ Subdivision Plat	☐ Zoning Map Amendment
☐ Beneficial Use Determination	☐ Boundary Adjustment (replat)	☐ Planned Unit Development
☐ Appeal of an Admin. Decision	☐ Boundary Adjustment (no plat)	☒ Comprehensive Plan Amendment

PRE-SUBMITTAL STEPS. Pre-submittal steps, such as a pre-application conference, environmental analysis, or neighborhood meeting, are required before application submittal for some application types. See Section 8.1.5, Summary of Procedures, for requirements applicable to your application package. If a pre-submittal step is required, please provide the information below. If you need assistance locating the project number or other information related to a pre-submittal step, contact the Planning Department. If this application is amending a previous approval, indicate the original permit number.

Pre-application Conference #: _____ Environmental Analysis #: _____
Original Permit #: _____ Date of Neighborhood Meeting: _____

SUBMITTAL REQUIREMENTS. One hard copy and one electronic copy, as practicable, of the application package (this form, plus all applicable attachments) shall be submitted to the Planning Department. Please ensure all submittal requirements are included. The Planning Department will not hold or process incomplete applications. Partial or incomplete applications will be returned to the applicant.

Have you attached the following?

- ☒ **Application Fee.** Fees are cumulative. Applications for multiple types of permits, or for multiple permits of the same type, require multiple fees. See the currently adopted Fee Schedule in the Administrative Manual for more information.
- ☐ **Notarized Letter of Authorization.** A notarized letter of consent from the landowner is required if the applicant is not the owner. Please see the Letter of Authorization template in the Administrative Manual for a sample.
- ☒ **Electronic Submittal.** A complete digital file of the application with attachments/plans.
- ☐ **Corporations and Partnerships.** If the owner is a partnership or corporation, proof that the owner can sign on behalf of the partnership or corporation.
- ☒ **Response to Submittal Checklist.** All applications require response to applicable review standards. These standards are outlined on the Submittal Checklists for each application type. If a pre-application conference is held, the Submittal Checklists will be provided at the conference. If no pre-application conference is required, please see the Administrative Manual for the applicable Checklists. The checklist is intended as a reference to assist you in submitting a sufficient application; submitting a copy of the checklist itself is not required.

FORMAT.

The main component of any application is demonstration of compliance with all applicable Land Development Regulations (LDRs) and Resolutions. The submittal checklists are intended to identify applicable LDR standards and to outline the information that must be submitted to sufficiently address compliance with those standards.

For some submittal components, minimum standards and formatting requirements have been established. Those are referenced on the checklists where applicable. For all other submittal components, the applicant may choose to make use of narrative statements, maps, drawings, plans and specifications, tables and/or calculations to best demonstrate compliance with a particular standard.

Note: Information provided by the applicant or other review agencies during the planning process may identify other requirements that were not evident at the time of application submittal or a Pre-Application Conference, if held. Staff may request additional materials during review as needed to determine compliance with the LDRs.

Under penalty of perjury, I hereby certify that I have read this application and associated checklists and state that, to the best of my knowledge, all information submitted in this request is true and correct. I agree to comply with all county and state laws relating to the subject matter of this application, and hereby authorize representatives of Teton County to enter upon the above-mentioned property during normal business hours, after making a reasonable effort to contact the owner/applicant prior to entering.


Signature of Owner or Authorized Applicant/Agent

Melissa Ruth
Name Printed

JAN 25, 2019
Date

Associate Planner
Title



Teton County Planning Department
200 S Willow Street
Jackson, WY 83001

January 25, 2019

RE: Comprehensive Plan Amendment: Subarea 7.3 Munger Mountain Residential

Dear Staff,

Please accept this letter and accompanying attachments as our formal application for a Comprehensive Plan Amendment to define a new Subarea within District 7.

Enclosed please find the following:

- Planning Permit Application
- LDR Text Amendment fee for \$1,500
- Existing District 7 Language
- Proposed Language for Subarea 7.3 Munger Mountain Residential
- Proposed Boundaries
- Narrative and Findings

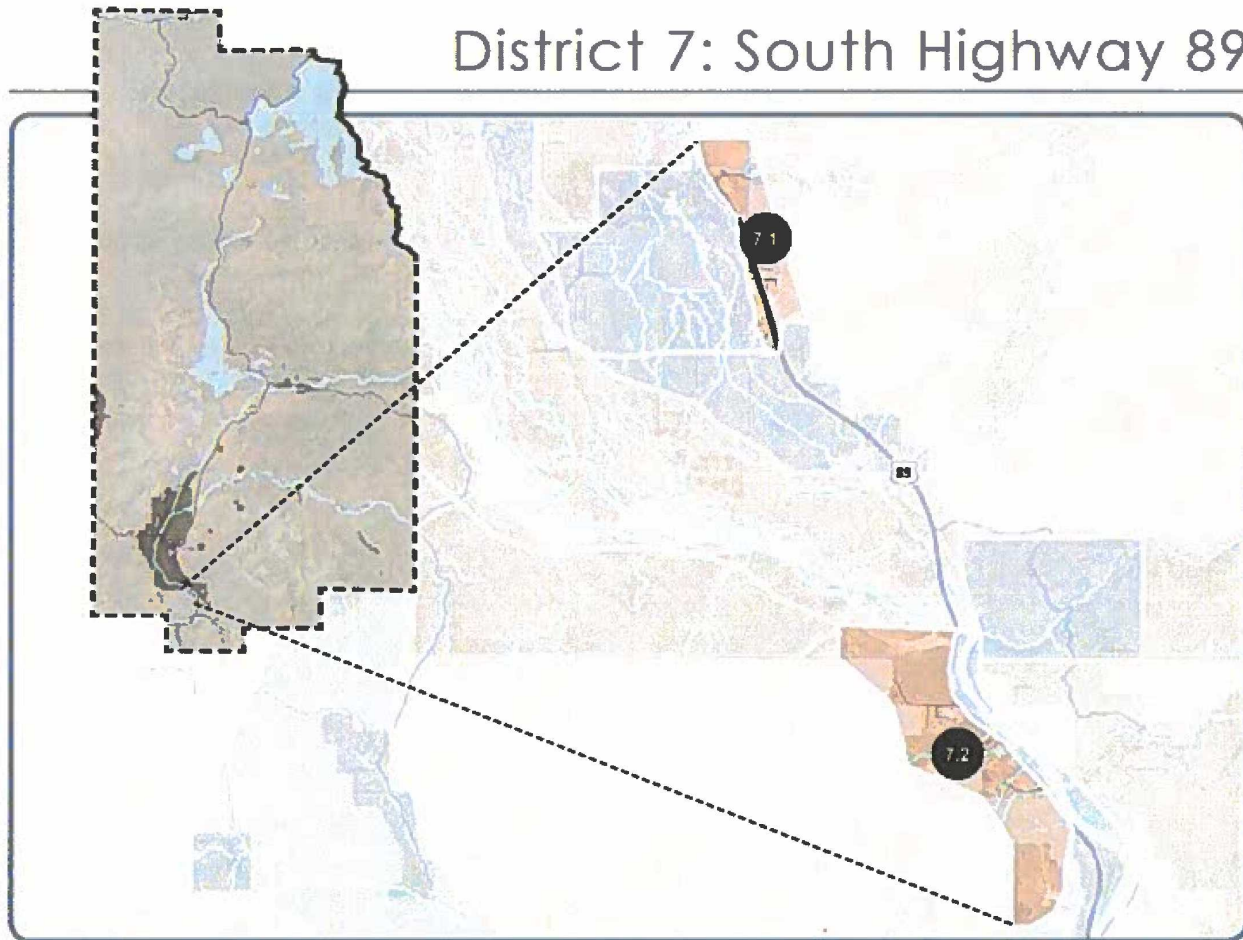
Please contact me at your earliest convenience if you have any questions or concerns.

Sincerely,

Melissa Ruth
Associate Planner
melissa@y2consultants.com

Enclosures:

District 7: South Highway 89

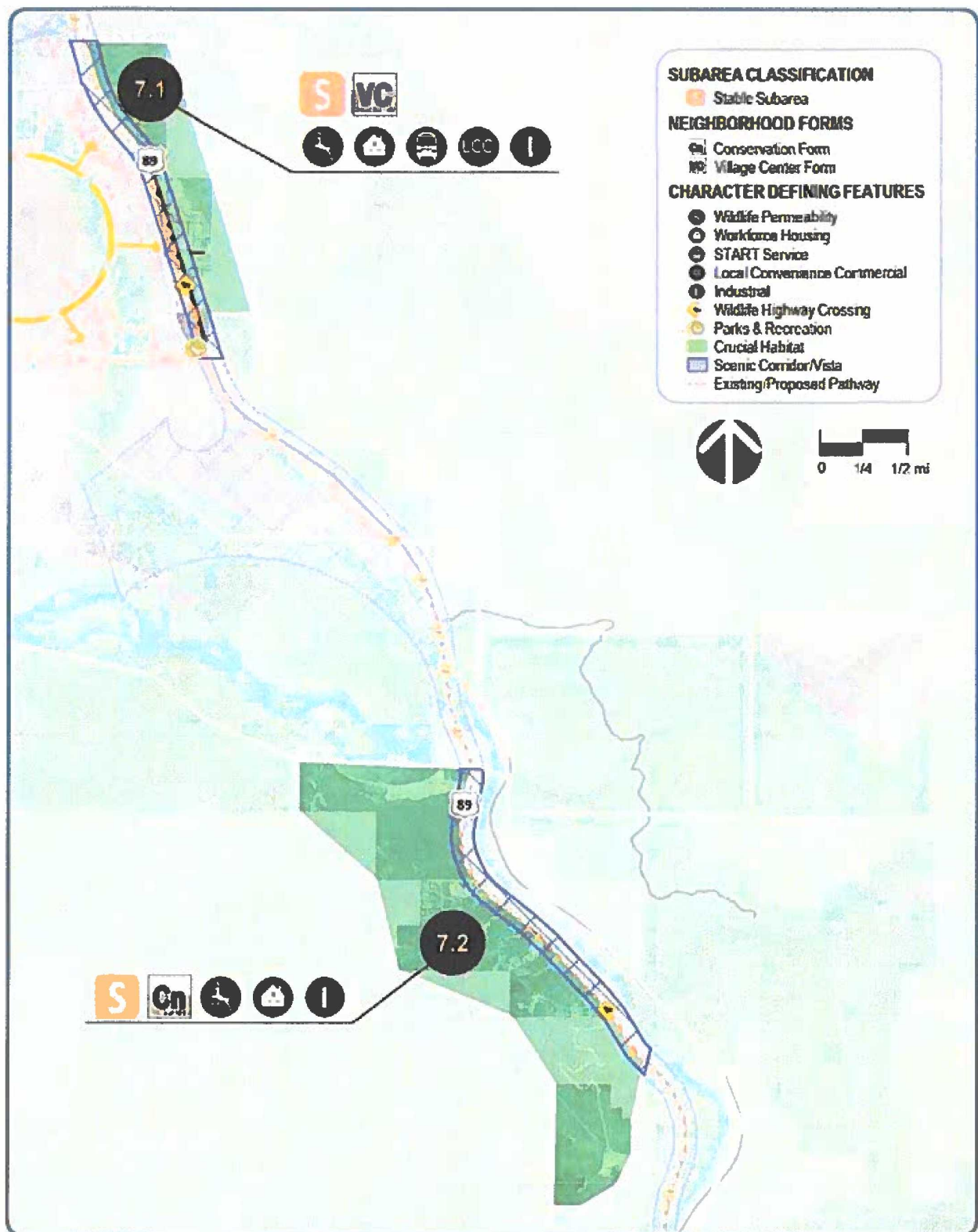


Complete Neighborhood + Rural Area Chart

	DEFINITION	EXST.	FUTURE	
COMPLETE NEIGHBORHOOD	Defined Character/High Quality Design			Improve highway gateway treatment
	Public Utilities			Sewer in some areas
	Quality Public Space			Improve livability of industrial areas
	Variety of Housing Types			Encourage ARUs with industrial
	Walkable Schools, Commercial + Recreation			Improve walkability in north
	Connection by Complete Streets			Improve safety for all modes in industrial areas
RURAL	Viable Wildlife Habitat + Connectivity			Enhance wildlife permeability and protect habitat
	Natural Scenic Vistas			Enhance foreground and corridor as gateway
	Agricultural + Undeveloped Open Space			Maintain open space through clustered development
	Abundance of Landscape over Built Form			Maintain landscape abundance in south
	Limited, Detached, Single Family Res. Development			Predominately single family in south
	Minimal Nonresidential Development			Accessory nonresidential in south

Legend: Generally Present; Partially Present; Generally absent

IV-54



Existing + Future Desired Characteristics

South Highway 89 is the most appropriate location in the community to promote light industrial uses. It is and will continue to be defined primarily by its industrial character, which decreases in intensity from north to south. The northern portion of the district provides for many of the light industry and heavy retail uses vital to the community, with workforce housing accessory to the primarily industrial character. Moving south, the abundance of landscape increases and the character transitions toward rural residential; however, light industrial continues to be a prominent feature as an accessory use. Interspersed with these light industrial home businesses are industrial government uses that require significant land.

While the varying levels of industrial use are the primary element of this district's character and development and redevelopment of such uses is encouraged, efforts to enhance the wildlife value and scenic appearance of the district as a part of the southern gateway into Jackson will be encouraged. While light industrial development is suitable throughout the district, it should be designed and located to protect wildlife habitat, wildlife movement, and scenic open space to the extent possible. Development and redevelopment should avoid crucial wildlife habitat and movement corridors in hillside and riparian areas. Appropriate wildlife crossings or other mitigation of wildlife-vehicle collisions should also be implemented.

Policy Objectives

<i>Common Value 1: Ecosystem Stewardship</i>	1.1.b: Protect wildlife from the impacts of development
	1.1.c: Design for wildlife permeability
	1.3.b: Maintain expansive hillside and foreground vistas
<i>Common Value 2: Growth Management</i>	3.2.b: Locate nonresidential development to Complete Neighborhoods
<i>Common Value 3: Quality of Life</i>	5.3.b: Preserve existing workforce housing stock
	6.2.c: Encourage local entrepreneurial opportunities
	6.2.d: Promote light industry
	7.3.b: Reduce wildlife and natural and scenic resource transportation impacts



Character Defining Features

7.1: South Park Business Park



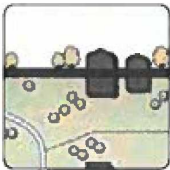
Village Center
Form

This STABLE Subarea is defined by light industry and protection of light industrial opportunities is the priority. Light industrial development and redevelopment will be promoted. Bulk, scale, and use allowances will first and foremost accommodate light industry and heavy retail. A secondary goal is to enhance the appearance of the highway corridor as a gateway. Development should

be located, designed and landscaped to provide as scenic a corridor as possible, given the industrial priority. The limited local convenience commercial that exists should be maintained with enhanced connection to Southern South Park (Subarea 10.1). Residential units should continue to be accessory to industrial uses or incorporated as live/work units. While these units may not be appropriate for all households because of the industrial priority of the subarea, they do provide workforce housing opportunities. Livability of these units should be maximized to the extent possible given the industrial priority through design and provision for pedestrian connections to public land, local convenience commercial, and bike paths. As wildlife also depend on the hillside and move across the highway in this subarea, attention should be given to wildlife permeability through development and across the highway.



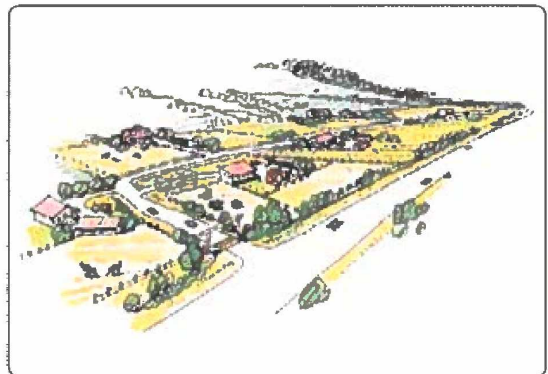
7.2: Hog Island Home Business



Conservation
Form

This STABLE Subarea is defined by families living and working in residences accompanied by a shop or small contractor yard that accommodate more intense home businesses. The goal is to preserve the long-term, working family residential character of the subarea, with residents operating businesses out of their homes as an accessory use. This subarea should not

transition into an industrial area like South Park Business Park (Subarea 7.1), although the existing gravel and concrete and heavy government uses will continue to be appropriate. Nor should it transition into a highway commercial neighborhood like Hoback Junction (Subarea 8.4). Lots will be larger than in other Stable Subareas and contain an abundance of landscape, with shops and barns generally being larger than homes. This subarea is a part of the gateway to Jackson and includes crucial wildlife habitat at the base of Munger Mountain. As a result, development should be located and designed to protect both a scenic foreground along the highway and wildlife habitat. Wildlife permeability through development and across the highway is an important consideration in this district and building and site design should facilitate wildlife movement.



January 25, 2019

PROPOSED LANGUAGE

7.3: MUNGER MOUNTAIN RESIDENTIAL (VILLAGE FORM)

This residential TRANSITIONAL Subarea is defined by the Munger Mountain Elementary School and Highway 89. The goal is to preserve the long-term, working family residential character of the subarea, and encourage thoughtful workforce housing development in the form of single family and multifamily residential development. Development should include a mix of ownership and rental units in close proximity to Complete Neighborhood amenities. Density should be higher in this subarea than surrounding subareas in order to concentrate development adjacent to the school and preserve surrounding open space. Pedestrian and bicycle connections should be enhanced, to improve safety of travel within the subarea and to the North.

Development should be located and designed to protect both the scenic foreground along the highway. Development should also occur in a manner that is sensitive to hillsides, and smaller building footprints should be encouraged in order to provide open and/or landscaped areas. This subarea also functions as a wildlife movement corridor. Wildlife permeability through development and across the highway is an important consideration in this district and building and site design should facilitate wildlife movement.




 1:35,000
FIGURE 1

District 7: South Highway 89
 Proposed Munger Mountain Residential Subarea
 Teton County, Wyoming
 Date: 1/24/2019

 **Y2 CONSULTANTS**

 y2consultants.com
 307.733.7999
 ENGINEERING, SURVEYING & PLANNING
 LANDSCAPE ARCHITECTURE, GIS
 NATURAL RESOURCE SERVICES



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307 733 2999

ENGINEERING, SURVEYING & PLANNING
LANDSCAPE ARCHITECTURE, GIS
NATURAL RESOURCE SERVICES

January 25, 2019

SUBAREA 7.3 MUNGER MOUNTAIN RESIDENTIAL

Teton County has long grappled with its shortage of workforce housing, particularly housing that is attainable by the average local worker. While the new affordable housing mitigation rates will provide some housing for the local workforce over the long term, a larger-scale housing development – focused on the needs of families and workers – would go a long way to dramatically reduce the shortfall. New housing developments within the Town, like the Sagebrush Apartments, The Grove, and Hidden Hollow will begin to address the shortage of housing in Teton County, but what is truly needed is another residential neighborhood, attractive to growing families and professionals.

This application for amendment to the Comprehensive Plan (the “7.3 Application”) brings to the County’s attention a potential solution to the housing shortage. The “Munger Mountain” neighborhood is located within the southern portion of District 7 between the Snake River Bridge and Ross Plateau. Currently designated as Subarea 7.2, the area consists of residential development with ARUs and accessory light industrial development and is one of the few areas in Teton County appropriate for this diversity of development.

The 2012 Comprehensive Plan (Comp Plan) Subarea 7.2 as defined in 2012, “will continue to be defined primarily by its industrial character...” However, the new Munger Mountain Elementary School (MMES) diverges from this objective, at the same time enhancing the neighborhood’s appropriateness for workforce housing. Other recent use transitions in the Hog Island (Munger Mountain) area include WYDOT interest in housing on its 14.4-acre site, Highway 89 improvements, a new sewer line to the Town of Jackson sewer treatment plant, the new Hoback Junction Fire House, and various Conditional Use Permits in the Ross and KDC Subdivisions for Home Businesses and Occupations. Therefore, it is appropriate to carve out a new Subarea to address these changes. The proposed Subarea 7.3 would incorporate the changes in the neighborhood character and direct the future character of the Munger Mountain neighborhood.

PROPOSED COMPREHENSIVE PLAN DISTRICTS 7.2 AND 7.3

The 2012 Comp Plan Subarea 7.2: Hog Island Home Business District anticipates low-density, residential development with large lots and accessory, industrial home-businesses. This area of our valley is in transition, and it is appropriate to reevaluate and update the Desired Future Character. Existing surrounding lots are primarily residential, with a few light industry and heavy retail uses sprinkled throughout.

The current proposed amendment seeks to split Subarea 7.2 into two complementary zones – a new Subarea 7.3 geared toward providing housing for local workers, and a re-delineation of the Subarea 7.2 boundary as a result. The attached map (Figure 1) shows the proposed boundaries for the revised Comprehensive Plan Subarea 7.2 and the proposed Comprehensive Plan Subarea 7.3: Munger Mountain Residential. Proposed Subarea 7.3 would encompass

the area from the irrigation ditch on the Evans family parcel north of the WYDOT site to the edge of the existing Suburban Zoning District, Hog Island Subdivision.

MMES has inherently changed the character of Subarea 7.2; it is therefore necessary to amend the "Illustration of Our Vision" section for Subarea 7.2 to better reflect the now-Existing Character of the area. Rather than propose a complete alteration to Subarea 7.2, the proposed Subarea 7.3 would focus on uses surrounding the new MMES and the existing neighborhood residential use. The revised Subarea 7.2 boundary would encompass the remainder of what is currently Subarea 7.2, with no changes necessary to the "Illustration of Our Vision" section or the Existing/Future Character section.

FINDINGS:

1. BETTER IMPLEMENTS THE COMMUNITY VISION

Complies. The Community Vision stated in the 2012 Comp Plan is to "preserve and protect the area's ecosystem in order to ensure a healthy environment, community and economy for current and future generations". This vision will be achieved through thoughtful planning processes and conscientious development within Complete Neighborhoods. The 7.3 Application achieves and respects the community vision by reducing the area that is perceived as suitable for development. Currently, all of Subarea 7.2 is suitable for housing, meaning greater impacts to wildlife, scenic resources, and dispersed development. The new Subarea 7.3 and revised Subarea 7.2 condense potential residential development to a smaller area, therefore reducing the potential for development to randomly emerge elsewhere in the County.

Designating a portion of the County as the desired place for local workforce housing also reduces pressure on other, more environmentally sensitive areas to provide such housing. The Munger Mountain neighborhood is already suitable for redevelopment as a residential area because of the existing single-family and other residential development zoning. It is also suitable because of its proximity to transportation services (START bus route), existing utility infrastructure, and the anticipated reduction in Single Occupancy Vehicle (SOV) traffic from people who would otherwise commute from other, more affordable towns South or East of Jackson. With the proposed residential area aimed at preserving the local workforce and providing workforce housing, Teton County could retain a higher percentage of its workforce and reduce the environmental and social costs of SOV traffic out of the County.

The 7.3 Application will also help to protect the character of Jackson. In order to maintain "the Town as Heart" idea discussed in the 2012 Comp Plan's Principle 3.2, necessary services and retail need to be located within Town limits. Retail, lodging, and service are more intense land-uses that generally require higher levels of population and infrastructure for support. Single-family worker housing development is recognized as more appropriately located where retail, lodging, and tourist services are less appropriate, i.e. within Complete Neighborhoods.

2. IS CONSISTENT WITH THE PRINCIPLES AND POLICIES EXPRESSED IN THE COMPREHENSIVE PLAN AT A COMMUNITYWIDE LEVEL

Complies. The 2012 Comp Plan already identifies the Munger Mountain neighborhood as an appropriate place for residential development via the existing Character defining features, and the designation of the entire area

as a Complete Neighborhood. The section "Character Defining Features" of Subarea 7.2 states that the preservation of workforce housing shall be encouraged as well as single-family lots with accessory industrial operations. Complete Neighborhoods are the intended location for residential development in order to cluster new development adjacent to existing development and minimize impacts to wildlife and the environment.

The following are selected Principles from the 2012 Comp Plan with which this 7.3 Amendment is consistent:

Ecosystem Stewardship: Common Value 1 of Community Character, Principle 2.2: Reduce energy consumption through land use

The approval of this Comp Plan Subarea 7.3 Amendment would ensure more economically-accessible housing for local workers, and therefore reduce the daily SOV traffic coming to Jackson Hole from housing outside the County.

The existing land uses are primarily residential with accessory industrial uses granted through CUPs. In conjunction with construction of the new MMES, a sewer collection system including 8" gravity line and 6" force main was installed to service the school and neighborhood. The sewer system connects the neighborhood to the Town of Jackson sewer treatment plant. The pipeline has the capacity to service approximately 500 additional ERUs (1 ERU = 3 bedroom residence), and Town of Jackson staff have indicated that the current capacity of the sewer treatment plant currently could accommodate these additional flows.

Ecosystem Stewardship: Common Value 1, Principle 2.3: Reduce energy consumption through transportation

Currently, the main mode of travel in the area is SOVs with some users utilizing the START bus services. Very little safe bicycle and walking infrastructure is present, despite the completion of MMES. Designation of this area as residential would better enable use of alternative transportation, especially non-motorized transportation. Families with elementary children will be closer to their school and some workers may be closer to their place of work, simplifying biking or walking to work. Proximity to services and jobs associated with MMES, WYDOT, Weed and Pest, and others would potentially reduce the use of SOVs and encourage use of alternative transportation.

Other workers will opt to take the bus instead of driving, especially in the summer when traffic is high, or in the winter when roads may be snowy or icy. Those who would live in the new residential area could conveniently utilize the START bus rather than their personal vehicles due to the proximity of the existing bus route. Additional funding for START or some sort of compensation for any resulting residential development could also be used to mitigate traffic impacts or the need for an additional bus service.

Growth Management: Common Value 2 of Community Character, Principle 3.1: Direct growth out of habitat, scenery and open space

As a community, we have adopted regulations that encourage developers to do other than 1 per 35, due to the potential impacts of habitat fragmentation, migration interruption, and human interaction on animal movement and welfare. Designating a specific area for future residential development potentially reduces the need for development to occur in other parts of the County that may be more environmentally sensitive.

Principles 1.4 (Common Value 1) and 3.1 (Common Value 2) outline the community values of preservation of open space, wildlife habitat and connections, and scenic resources. This 7.3 Amendment area is partially within the Scenic Resource Overlay (SRO) and partially within the Natural Resource Overlay (NRO). The SRO is designated due to the Highway 89 gateway into town. Preserving this area for housing is less impactful upon the existing foreground and hillside vistas than further light industrial development, and is more in character with the existing school and surrounding residential development.

The NRO designation is located along the steep, heavily vegetated slopes west of MMES and east of the highway, but not within the developable pasture-hay field areas between the highway and the base of the western slope. This area will be evaluated for wildlife movement, particularly mule deer. New studies may be necessary to evaluate post MMES construction wildlife movement conditions and corridors.

Growth Management: Common Value 2, Principle 3.2 Enhance suitable locations as Complete Neighborhoods

As detailed in Principle 3.2, Complete Neighborhoods are intended to have the highest potential for low energy consumption due to the proximity of housing to services and jobs. The Hog Island/Munger Mountain area is already considered a Complete Neighborhood and with the completion of MMES, the services and jobs in the area have increased but housing has not. The designation of this proposed 7.3 Amendment area as a residential neighborhood provides affordable housing for those who work in and around the Hog Island area, families that may have children at MMES, or those who currently commute from Alpine or Afton.

As mentioned above, many services, including sewer and electricity, are already available due to the surrounding residential development and MMES. More options, including complete streets are necessary for safety and security of students at MMES and their families. More residential housing will create the necessary density to provide complete streets improvements, and the practical application of alternative modes of transportation.

The proposed Subarea 7.3 supports the idea of “Town as Heart: The Central Complete Neighborhood” because the new 7.3 can reduce the pressure on the Town by providing housing for the increasing number of displaced local workers. The approval of Subarea 7.3 allows the Town to continue to focus on providing the other vital services needed in this community, including restaurant, retail, lodging, and medical services, which are not appropriate in the Hog Island area.

Quality of Life: Common Value 3 of Community Character, Principle 5.1 Maintain a diverse population by providing workforce housing

The community set a goal to house at least 65% of its workforce locally. This is illustrated in 2012 Comp Plan, Quality of Life (Common Value 3), Principle 5.1, Policy 5.1.b: Focus housing subsidies on full-time, year-round workers. This policy has yet to be achieved.

The new housing regulations aim to balance new construction with the housing demand that each development creates. The current (2015) Workforce Housing Action Plan’s Projected Annual Workforce Housing Demand 2015-2024 estimates that the community needs about 280 units annually (“Demand, pg A2-3) in order to meet current and anticipated demand. The proposed Subarea 7.3 would provide a location for those units and minimize the

potential that those units will be constructed in areas less accessible or less appropriate for local full-time workers. The new Subarea 7.3 would allow the community to further its goal of housing at least 65% of the workforce locally by enabling a new local worker family residential neighborhood development.

Quality of Life: Common Value 3, Principle 5.2: Strategically locate a variety of housing types

The Comp Plan asks that a variety of housing options be provided and encourages restricted rental units. This 7.3 Comp Plan amendment fits both objectives by characterizing the Munger Mountain neighborhood as a transitional residential subarea with a focus on preserving the existing workforce housing and encouraging additional workforce housing development over other types of development.

Infrastructure and services already exist in the area. The current characterization of this area as a Stable subarea with lots being larger than other subareas is inaccurate and impractical given the recent adjacent land use changes. Neighboring lots range in size from 0.5 acres to over 2.5 acres, some with single structures, and some with multiple structures per lot. This area is better characterized as a Transitional subarea to be developed as a residential area aimed at providing workforce housing due to the surrounding residential uses and MMES. There is a pressing need for additional housing options accessible to the average Teton County worker and this subarea is one of the few in the County already designated as a Complete Neighborhood, and therefore workforce housing.

Quality of Life: Common Value 3, Principle 5.3 Reduce the shortage of housing that is affordable to the workforce

There is no question that Teton County is facing a critical shortage of housing affordable to the average worker, as shown by the adoption of the new housing mitigation rates in July 2018. Many community members and elected officials are concerned about the ability of local workers to afford housing in the community where they work. Teton County has rapidly become a second-home-owner region, as the natural beauty of the area has driven the cost of raw land and existing housing well beyond what full-time employees can afford, let alone those with families.

This shortage of affordable housing has cascaded into other issues including shortage of critical service workers and local government employees. Many private entities including JHMR have attempted to address the housing shortage by providing seasonal rentals for their full-time employees, but dorm-style and communal living options are not practical for couples or families, as deliberated through the housing mitigation adoption process.

The proposed Subarea 7.3 will enable additional worker housing in a Complete Neighborhood less than ten miles from the Town Square.

3. IS CONSISTENT WITH THE OVERALL DESIRED CHARACTER OF THE DISTRICT IN WHICH IT OCCURS

Complies. The surrounding neighborhood character has transitioned towards a more residential neighborhood, rather than industrial. The proposed Subarea 7.3 is different in character than the rest of the existing Subarea 7.2 because of the construction of MMES, new infrastructure, and additional services now available in the area.

4. IS IN RESPONSE TO AT LEAST ONE OF THE FOLLOWING:

- a. The policies of the Comprehensive Plan are not being implemented by the current Character District.

N/A

- b. The community's characteristics have substantially changed, warranting a revision to the Character District directly related to the change in characteristics.

Complies. The community set a goal to house 65% of the workforce within Teton County. The percentage of the workforce living locally in 2015 was estimated at just 58%, meaning 42% of the workforce were, and likely still are, commuting from outside of the County because they are less able to afford housing options near their place of work.

Character District 7 has changed substantially with the construction of MMES and the new sewer line. These two changes have shifted the focus of the neighborhood from light industrial to more residential in nature, therefore warranting revision of the subareas within District 7. The new sewer line was designed to accommodate future residential development in the area. The existing suburban-style residences, the new MMES, and residences in the Neighborhood Conservation zone are more accurately identified as a separate transitional residential neighborhood, rather than part of a larger light industrial subarea.

- c. The values and priorities of the community have changed, warranting a Character District revision.

Complies. In July, the Teton County Board of County Commissioners and Town of Jackson Town Council approved revised affordable housing mitigation rates on new development, in response to the ongoing housing crises in Teton County. There is a substantial need for additional housing options for working professionals and families.

The Munger Mountain area is already characterized by residential development and the new MMES. This change in the character of the neighborhood warrants more nearby housing in order to create a safer and more functional complete neighborhood around the school.

There has demonstrably been a shift toward prioritization of housing and community from the existing industrial nature of the area. Increasingly, more and more lots have been purchased and developed in this sub-area, primarily for single family and other housing focused purposes.

Kristi Malone
Teton County Planning and Building
Jackson, WY 83001
kmalone@tetoncountywy.gov

February 28, 2019

RE: AMD2019-0001 Public Notice and Comment to-date

Dear Kristi,

I have attached the following documents regarding public input and noticing of the Comprehensive Plan Amendment to add a Subarea 7.3 to District 7 (AMD2019-0001) to be included in your staff report.

1. History and Process of how our team concluded that submitting an Amendment to the Comprehensive Plan was the best approach.
2. Paperless Post Invite and list of recipients for the February 7th Public Meeting
3. Press Release for the February 7th Public Meeting (emailed February 4th to Buckrail, Allie Gross and Cody Cottier at JHN&G, and the team at KHOL)
4. Summary of comments received during the February 7th Public Meeting
5. February 1st JH News & Guide article: discussing the Amendment and the public meeting
6. February 6th JH News & Guide in-depth article: discussing the proposed future housing at Hog Island
7. February 6th JH News & Guide article: Open House Notice
8. February 13th JH News & Guide "Question of the Week": Munger Mountain Housing
9. February 13th JH News & Guide article: February 7th Public Meeting Summary
10. February 20th JH News & Guide Editorial

Please do not hesitate to contact me with any further questions, comments, or concerns.

Sincerely,



Melissa Ruth
Planner
melissa@y2consultants.com

Scott Pierson
Lead Planner
scott@y2consultants.com

HISTORY AND PROCESS:

- November 2018: Larry Huhn approached Teton County Planning Department to discuss his idea to develop a new “workforce” neighborhood on the Robertson Property immediately adjacent to MMES
- December: Tyler S. and County Planning Staff informed Larry that in order to rezone the property to achieve higher density, he would first have to amend the Comp Plan. We were informed that this area was slated to be reevaluated, but not until 2020, as review of the Aspens was the priority.
- Early January 2019: Further discussion with staff informed us that Comp Plan amendments are only reviewed once per year, alongside the annual indicator report. Those meetings were tentatively scheduled for early March-April. A pre-application conference was discussed to outline requirements and timelines.
- January 18th, 2019: Planning Staff informed Y2 that the Amendment had to be submitted 60 days prior to the meeting in order to provide public notice and give adequate time for staff review. Application was submitted 1/25/19.
- February 2019: Public open house was held to inform the valley residents of the concept and garner public input. Generally, attendees were supportive of the idea but were concerned about long term affordability. Valley residents generally recognized a need for more appropriate housing attainable to full-time employees with families. (Public meeting Paperless Post Invite, Press Release, and Summary are attached)
 - Recognizing that we cannot simply “build ourselves out” of the housing problem in Jackson, additional stock of a variety of housing types is necessary to keep residents here long-term. Small one- and two- bedroom apartments are not conducive to the lifestyle of families with pets and toys in Jackson.
- February 2019: March 4th meeting was not noticed, first hearing for Comp Plan amendment is PC on March 7th, and BCC on April 1st.

Media Contact:

Sara Flitner
Flitner Strategies, Inc.
sara@flitner.net
(307) 734-1322

Claire Storrs
Flitner Strategies, Inc.
vcrabun@gmail.com

Munger Mountain Workforce Housing Calls for Dialogue

*Team of local leaders assembles community members to discuss proposed neighborhood
focused on local working families*

JACKSON, WY (February 4, 2019) -- Today a local business person and team of housing and planning experts announce a public engagement process to develop a new residential neighborhood near Munger Mountain Elementary School. The first meeting for this process will be held on February 7, 2019, from 4-6 pm at the Lodge at Jackson Hole Conference Center. All are invited to attend and take part in this forum to discuss 1) the opportunity to provide a new solution to alleviate the local housing crisis, 2) support our vital workforce, and 3) uphold the character and commitments of our community vision.

Larry Huhn, a 40 year Jackson resident and local business owner with deep community roots, and Y2 Consultants, a respected Jackson engineering and planning firm, have teamed up to discuss a new neighborhood aimed at providing housing stock geared towards the reality of working family salaries. In order to meet this local need while respecting the many outside perspectives and differing opinions, the team is prioritizing public dialogue to inform the process.

“As we enter the exploratory phase of this proposal, we are committed to considering the interests of all stakeholders,” said Larry Huhn, the developer. “It is our goal to support the working families of our valley with this neighborhood, but in reality this project will also serve the greater interests of our entire community, so we want to hear the opinions, concerns, and questions of our neighbors throughout the process, starting with this introductory public meeting.”

Huhn and the Y2 Consultants team will provide a brief background of the idea and process, present a broad vision for the neighborhood, and then open the meeting up to a Q&A format. Refreshments will be served. All residents of Teton County are urged to attend, learn more, and offer their perspectives this Thursday from 4-6pm at 920 West Broadway, Jackson, WY 83001.

###

MMH | Public Meeting Notes | 02.07.18

Jackson Hole Conference Center

February 7, 2019

4-6pm MST

Agenda Items :

- Welcome and team introductions by Sara Flitner
 - Innovate for “both, and”
 - You are the expert of your own opinion. Not our desire to persuade, but rather to learn
- Lisa Delaney, Jess Tuchscherer describe impacts of housing shortage on businesses (Lisa), students and schools (Jess)
- Larry Huhn overview and background
 - Resonant message: want to support working families
- Scott Pierson introduces vision
- Work in small groups and then Q&A session led by Sara
 - What is most important to you regarding this issue?
 - What do you need to believe to move forward?
 - What is your biggest concern regarding this proposal?
- Closing thank you and invitation to leave contact info by Scott or Sara

Meeting Notes :

Questions from attendees -

- Deeded acres?
- All Single Family Housing? Or multiple townhouse housing?
- Will Munger School be available to renters/buyers?
- What happens when residents leave or retire? Is there a process?
- Resale market?

Q&A Open Floor (Post Small Groups)

What is most important to you regarding this issue?

- Keeping character in Hog Island - is this the appropriate location to be looking at this?
- Recreation, pets, etc -- how would that impact?
- Balancing how this is put together and the intended people are actually going to live there; is there a system in place that will be able to make this possible?

- TRAFFIC, the loan process, penalties, neighborhood to cater Munger Mountain School.
- Does this meet the needs of who the target demographic is?

What do you need to believe to move forward?

- Concern about the long-term affordability.
- Moderation of owners or renters - what are the restrictions?
- Would it solve the issue if this moved forward?
- An appropriate stepping stone for individuals in the valley to retain staying in the valley.
- Market vs. Affordable.
- Will the town and county actually support this project?
- Benefits must outweigh the costs

What is your biggest concern regarding this proposal?

- Traffic is already a problem - Would we be adding to the problem with housing? (NOTE: others observed traffic was not a problem. Need to get factual answers here.)
- Wildlife in Munger - How will that be affected?
- Water issues down in Hoback and Munger - Will this be a problem?
- Bondurant is in the sewer - will that be an issue?
- Can anyone meet the deed restriction - can anybody buy lots and build out lots - is that going to create a situation in which will be affordable?
- Layout, character, rural character, dark skies, commercial growth, quality of growth, starting price points, will it be forever?
- Business buy-in and multiple lots, workforce as a term is new in the community and uncertain how it compares with affordable. What will that price point look like now and for the future?
- Something needs to be done with housing regardless!
- Cost structure of the property, something gets done, a strong template to create it right, we don't want to see our ranch lands into real estate.
- How do we ensure that long-term affordability?

Comments

- Subdivision built near Hog Island - Going to change the dynamic.
- People who want to stay in the community and can't due to housing problem.
- "Workforce" term - now renting for \$2100/month; Need to look at a lot of building for 85 acres; impact would be way too much and needs to be addressed.
- Hog Island is not really zoned; commercial residence in the future?

- Applauding Larry and his family - how can we make this work rather than how do we kill it? This is an opportunity to make something work.
- Traffic - Traffic isn't that bad, not sure how south of town is affected.
- What happens is you retire?

Next Steps :

1. MMH Quick Call - Late Wednesday next week
2. March 7th - Planning Commission Meeting
3. Email guests who want updates on this meeting

Workforce housing proposed next to Munger school

By Allie Gross Jackson Hole Daily Feb 1, 2019



A proposal for a comprehensive plan amendment seeks to add workforce housing density around Munger Mountain school.

RYAN DORGAN/Jackson Hole Daily

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A new workforce housing neighborhood could be in the works near Munger Mountain Elementary School.

Larry Huhn, owner of Hoback Market who has developed workforce housing at the Old West Cabins south of town, is behind the proposal along with a team of housing and planning experts. Huhn is interested in developing an 84-acre property next to Munger Mountain Elementary for workforce housing.

“As we enter the exploratory phase of this proposal, we are committed to considering the interests of all stakeholders,” Huhn said in a statement.

“It is our goal to support the working families of our valley with this neighborhood, but in reality this project will also serve the greater interests of our entire community, so we want to hear the opinions, concerns, and questions of our neighbors throughout the process, starting with this introductory public meeting,” he said.

The public is invited to an open house focused on the project from 4 p.m. to 6 p.m. Thursday at The Lodge at Jackson Hole Conference Center. The discussion will include a presentation on the project’s vision and allow time for questions.

Adding a workforce housing neighborhood to the area roughly 10 miles south of town requires an update to the town and county comprehensive plan. Under the terms of the current plan, the Hog Island region is defined primarily by its industrial character, along with some rural residential homes.

“The new Munger Mountain Elementary School diverges from this objective, at the same time enhancing the neighborhood’s appropriateness for workforce housing,” an application to amend the comprehensive plan states.

The application for an amendment, filed Jan. 25 by Y2 Consultants, explains that the opening of the school in the fall of 2018, the new sewer line installed for the school, the Wyoming Department of Transportation’s interest in employee housing nearby, and the expansion of south Highway 89 are all reasons to build more housing than originally envisioned.

The application describes the need for a new residential neighborhood for working families, calling the Munger school area a potential solution to the community’s housing shortage.

Proponents are stressing the community’s housing crisis and the need for a public dialogue about the idea.

It’s the county’s first application to amend the comprehensive plan. The only previous amendment to the plan was related to the town to allow for the development of housing at Hidden Hollow on U.S. Forest Service land.

Comprehensive plan amendments must be reviewed by both the town and county. If the comprehensive plan amendment wins approval, several more public reviews and approvals would be required for development, including a rezone.

Contact Allie Gross at 732-7063, county@jhnewsandguide.com or @JHNGcounty.

Hog Island housing proposed

Huhn envisions up to 200 workforce units next to Munger elementary.

By Allie Gross Feb 6, 2019



Up to 200 housing units are proposed on 84 acres in Hog Island.

By Allie Gross//

[Buy Now](#)

The school is open. The sewer line has been laid. The highway to town has expanded to five lanes.

Those ingredients add up to make the Hog Island ideal for a new neighborhood for workforce housing, a developer says.

Larry Huhn, a 40-year resident, has developed housing at Old West Cabins south of town and owns the Hoback Market. He has a vision to build 125 to 200 units of workforce housing on 84 acres in Hog Island next to Munger Mountain Elementary School.

“Our goal is to supply the community with housing options that help average working-class families,” Huhn said in a statement.

The proposal gets to the heart of conflicting goals in the Jackson/Teton County Comprehensive plan, which calls for restricting growth and development to the town rather than outlying areas of the county, but also sets an ambitious goal to house 65 percent of the workforce locally.

Huhn argues that it’s a false dichotomy and that the community can have it all.

“I really believe that there are ways to do ‘both, and,’” he said. “To provide more housing for families and protect our community character. That is why we are starting with conversation, and not with rigid approaches.”

Huhn and his planning team have made it clear that public dialogue about the future of the Hog Island is a priority. Huhn said he wants to hear the opinions, concerns and questions from all residents to help shape the proposal.

“In this world where no one seems to get along anymore we want to get back to basic good manners and talking to each other,” Huhn said. “We’ll learn a lot, and we’ll see if the community still prioritizes people and place. I think it does, but let’s have the conversation.”

The public is invited to an open house Thursday from 4 to 6 p.m. at The Lodge at Jackson Hole Conference Center. The discussion will include a presentation on the project’s vision and time for questions.

Under the terms of the Comprehensive Plan the Hog Island region is defined primarily by its industrial character.

But that changed when Teton County School District No. 1 purchased 20 acres in Hog Island in late 2015 for a new school to relieve elementary overcrowding. Munger Mountain Elementary School opened last fall.

The new school enhances “the neighborhood’s appropriateness for workforce housing,” according to the developer’s application to change the comp plan.

At the time, the district’s choice for the school location drew criticism from community members who argued a school didn’t belong so far from the town. Before the school was built critics warned of increased traffic because kids would no longer be able to walk or bike to school. Also, there’s no START bus stop.

“It’s disappointing the school district chose a site that does not align with our community’s Comprehensive Plan and will pose transportation challenges for both the district and many parents,” former Jackson Hole Conservation Alliance Director Craig Benjamin said in 2016.

Former state Rep. Pete Jorgensen, D-Teton, decried the school location and the need for a sewer extension as “de facto upzoning to permit not only a large school but also eventual town densities.”

The school’s location required construction of a new sewer line to hook up with the town of Jackson’s waste management system. The sewer’s size quickly became a proxy for a broader debate: whether there was an appetite for growth at Hog Island.

Due to worries that a 6-inch sewer main — able to support an extra 300 homes in the region — would open up growth south of town, the Town Council initially settled on 4 inches, only to reverse the decision months later.

Now that 6-inch sewer is in the ground.

The team behind the latest Munger housing proposal recognizes that an amendment to the comp plan is needed to land workforce housing at Munger. It filed an application Jan. 25 to amend the 2012 plan.

The application makes the case that the new school, sewer line and highway expansion have changed Hog Island’s character and the Comprehensive Plan needs to be updated to reflect that.

Skye Schell, executive director of the Jackson Hole Conservation Alliance, said the group hasn’t taken a stance on the proposal. But he’s cautious about adding density in the county before giving updated town zoning, which emphasizes adding workforce housing density in town, a chance.

“The comp plan says, ‘Let’s try to do it in town first,’” he said.

Schell favors a “holistic” look at progress on the Comprehensive Plan before jumping into a specific proposal.

“My hope is we can have those bigger picture conversations, but certainly the intent I’ve heard from the project team of trying to balance housing we need with other community values in the comp plan, that all sounds good,” Schell said.

For Teton County Commissioner Luther Propst, the siting of Munger Mountain Elementary down south was a “terrible land use decision,” but he accepts that it’s now a reality. The Comprehensive Plan calls for continual modification, he said, and because the school’s location has changed the circumstances in Hog Island, the area should be at the top of the county’s priority list for rethinking zoning and housing.

“The Comprehensive Plan has been superseded by circumstances that were beyond the county’s control,” Propst said.

He said any housing must be accompanied by some sort of “transportation center.”

Propst said the community must consider whether a new residential workforce neighborhood is a priority.

It will also have to consider whether increasing density in part of the county like Hog Island means development potential elsewhere should be decreased, he said.

County Commissioner Mark Barron said the county has to pull its weight when it comes to housing density, rather than relying on only the town to absorb thousands of units of residential density from the county's rural areas.

"I just don't think that was realistic," he said.

He sees the Munger Mountain area or northern South Park as two feasible locations.

"I strongly favor the county zoning for another residential neighborhood," Barron said. "I don't see us making a meaningful dent in housing for the people that we say we want to have living in our community."

The proposed neighborhood is the second-ever amendment to the Comprehensive Plan. The first allowed construction of the Hidden Hollow housing complex on former U.S. Forest Service land.

The Board of County Commissioners and the Jackson Town Council were already slated to revisit the Comprehensive Plan, including the changing nature of Hog Island, in 2019. The application for the amendment was required to be filed by Jan. 25 to allow officials to consider the proposed comp plan amendment in conjunction with a broader review of trends and whether policy updates need to be made, said Associate Long-range Planner Regan Kohlhardt.

"The idea behind that is that an amendment isn't evaluated in a vacuum," Kohlhardt said. "It is at least looked at in context, as it relates to how we're doing in meeting our community goals."

Comprehensive Plan adjustments require approval by both the town and county. Elected officials will discuss the proposal at a joint retreat March 4.

Then, Kohlhardt said, the amendment will see a vote by the town and county planning commissions on March 7 and by elected officials in April.

Contact Allie Gross at 732-7063, county@jhnewsandguide.com or @JHNGcounty.

Open house about Hog Island housing proposal is Thursday

Huhn envisions up to 200 workforce units next to Munger elementary.

By Allie Gross Feb 6, 2019



Up to 200 housing units are proposed on 84 acres in Hog Island.

By Allie Gross//

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Huhn argues that it’s a false dichotomy and that the community can have it all.

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“In this world where no one seems to get along anymore we want to get back to basic good manners and talking to each other,” Huhn said. “We’ll learn a lot, and we’ll see if the community still prioritizes people and place. I think it does, but let’s have the conversation.”

The public is invited to an open house Thursday from 4 to 6 p.m. at The Lodge at Jackson Hole Conference Center. The discussion will include a presentation on the project’s vision and time for questions.

[Read more about the proposal here](#) or in this week’s Jackson Hole News&Guide.

Contact Allie Gross at 732-7063, county@jhnewsandguide.com or @JHNGcounty.

Question of the Week, Feb. 13

By Rebecca Noble Feb 13, 2019



"It's nice having it rural down there. It's hard enough to make a turn across traffic down there as is, especially in the mornings with rush hour now that Munger Mountain is open."

Cooper Hadaway,
guide

REBECCA NOBLE / NEWS&GUIDE

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"It's nice having it rural down there. It's hard enough to make a turn across traffic down there as is, especially in the mornings with rush hour now that Munger Mountain is open." —Cooper Hadaway, guide

"The working class people and the people that are single that can't come up with big down payments to buy something that's a quarter of a million or over - they've got to have housing, so I'm in favor of it." —David I. Basye, retired contractor

"It's a great idea because we need more ownership opportunities in affordable housing." — Sarah Graham, nurse

"It's just the wrong place and we're not for it at all. There's some characters that want to make a lot of money and it's going to ruin that community." — Doyle Vaughn, retired pilot

"We need it. The town needs it. The state legislature now is looking at doing away with requirements for [workforce housing]. They're trying to control Teton County and Teton County is unique to Wyoming. We need workforce housing and I am very for it." — Mike Nelson, cashier

Munger housing pitch met with questioning

Long-term affordability, rural character top list of neighbors' concerns.

By Allie Gross Feb 13, 2019



Larry Huhn listens during a discussion last Thursday regarding his proposed housing development in Hog Island. The project would include up to 200 units of workforce housing on 84 acres next to Munger Mountain Elementary School. [Buy Now](#)

RYAN DORGAN / NEWS&GUIDE

Ensuring workers can continue to afford to live in a proposed housing development at Hog Island emerged as a top concern at an open house last week.

“How do we maintain the long-term affordability once we throw it into the potential chaos of the marketplace?” Teton Toys owner Wes Gardner said.

“I will be most interested in the future to learn about the pricing structure and how they plan to ensure the affordability of the homes in perpetuity,” Jackson Hole Community Housing Trust director Anne Cresswell said.

Larry Huhn, a 40-year valley resident, has a vision to build 120 to 200 units of workforce housing on 84 acres next to Munger Mountain Elementary School.

“We looked at this piece of property and we said, ‘We honestly believe there is an incredible opportunity sitting here right at our fingertips that will benefit 200 to 300 people and enable them to be a part of the community like we are,’” Huhn said at a Thursday open house about the proposal.

The construction of the school, the school’s large sewer main and the 5-lane highway are some reasons Huhn’s team say the location is ripe for housing density. On Jan. 25 they filed an application to amend the Comprehensive Plan to allow the development. The team has said it wants to incorporate public input into what the proposal looks like.

At a public meeting, a packed house at The Lodge Conference Center rattled through lists of concerns and questions about the project.

Consultant Scott Pierson explained that most of the development would likely occur on the 48 acres of meadows, rather than the rest of the acreage that’s on a hillside and holds higher natural resource values.

“We’re talking about lots that are approximately town-sized,” Pierson said, ideally comprised of single-family homes with their own individual yards.

The idea is the units would be restricted for people working at least 30 hours per week in Teton County.

“We’re trying to find out if the community has enough support to actually pursue this and take it to final fruition,” Pierson said.

Much of the audience focused on the community’s need for more housing inventory.

Kendra Shipp, Huhn’s niece, and her husband have been looking for housing for six years. They both grew up in Jackson Hole.

“This is the first real opportunity we’ve had that shows promise for us, without spending \$1 million and without moving out of Jackson,” Shipp said.

She said the existing affordable housing program is hard to get into, and strict requirements make it tough to land a house for a growing family, because a couple that plans on having kids doesn’t qualify for a 2-bedroom home. They also make more than the income required to qualify for many affordable units, but not enough for a free-market home.

“I’ve never seen any opportunities like this, kind of for that middle-ground middle class,” Shipp said. “But for us, we’re eager to see what happens with it.”

However, a pervasive worry at the meeting was how the units would remain filled with working people and remain affordable for the workforce in the long-term as costs of housing in Teton County continue to rise. A restriction that only dictates the occupant must work full-time in Teton County wouldn’t restrict the unit’s price, and construction in Teton County is expensive.

Thom Kinney, director of human resources for St. John’s Medical Center, is interested in any housing solution that seeks to balance community character and enabling people who provide essential services to live here. Even though staff like nurses are paid well, it often isn’t enough to balance Jackson’s high cost of living, he said.

“We have a lot of employees who fall through that crack, where they’re not making enough to live here but they make too much to qualify for what is technically considered affordable housing,” Kinney said.

Kinney is uncertain that the Munger project can meet that particular need.

Hog Island neighbors had broader concerns about the impact on their community: a potential negative effect on property values, a boom in traffic, impacts on water quality and rural character.

Resident Phil Wilson said the neighbors support employee housing, but feel Hog Island isn’t the right place for a three-fold increase in residential density. He senses neighbors would be OK with 5-acre lots, but are wary of town-sized ones.

“There’s a lot of other places that this could be placed closer to town, less traffic, where there is already infrastructure,” Wilson said. “None of us are against employee housing, we’re just saying it’ll totally change our community. The fact is, we’re a small rural community. You’re talking about a total 180 degrees in the type of community that we’re going to see.”

Wilson added that Hog Island has done its fair share when it comes to hosting county growth.

“The community itself has been subject to, WYDOT moved down there, we didn’t have a say,” Wilson said. “Weed and Pest moved down there, the school was put down there. I think our community has done a lot for Jackson Hole. I think it’s time for some of the other communities to step up for something like this.”

Sara Flitner, a communications strategist who is helping with the project, said the team heard the community’s concern.

“The team is prioritizing that along with the specific data points. How do we ensure this remains affordable, how do we measure what sector of the community need it’s really addressing?” she said.

Flitner said she appreciated the feedback from neighbors and the project’s team plans to study impacts like traffic and look into ways to mitigate them. Overall, Flitner said she was pleased with the positive and civil discussion at the forum.

“Can we just have this conversation without demonizing people who might have legitimate different perspectives?” she said. “If we do that we are much more likely to be able to get to the bottom of, can we move the needle for workforce housing, or are we just not able to find solutions that are sustainable.”

The Teton County Board of County Commissioners and the Jackson Town Council will review the application to amend the comprehensive plan at a joint retreat March 4.

Contact Allie Gross at 732-7063, county@jhnewsandguide.com or @JHNGcounty.

Housing hopes for Hog Island

By Rebecca Huntington Feb 20, 2019



Up to 200 housing units are proposed on 84 acres in Hog Island.

[Buy Now](#)

By Allie Gross//

Rarely will a newspaper call upon its readers to ponder the meaning of a sewer extension.

That's what we wrote in this very spot July 20, 2016, to point out, with a bit of humor, that extending a sewer line to accommodate a new elementary school in Hog Island would lay the plumbing for future growth.

Sure enough, a proposal to build workforce housing at Hog Island has surfaced now that the sewer, school and a recently widened highway are all in place.

Larry Huhn, a 40-year valley resident, has a heartfelt vision to build 120 to 200 units of workforce housing on 84 acres next to Munger Mountain Elementary School.

The county's Comprehensive Plan, which seeks to avoid sprawl into agricultural land and encourage housing in more developed areas, didn't envision Hog Island as a place for workforce housing density. So Huhn and his team must amend the Comprehensive Plan first.

But is Hog Island the county's last hope for building a major workforce housing project on such a scale?

As citizens who packed a recent meeting to vet Huhn's plan pointed out, that all depends on whether the workers can afford the homes that are built there. Huhn's concept calls for workforce housing restrictions similar to those now in play at Hidden Hollow. Jackson's largest housing project in decades, Hidden Hollow, is completing its first phase and was also built under the promise of "workforce housing."

Price listings are now available. Rental units designated as workforce housing are restricted for people who earn 75 percent of their income in Teton County, work and live for 10 months of the year here, and don't own property within 150 miles.

There is no income limit on the workforce units, meaning rent can rise at market rate. Current prices are basically identical to market units, ranging from roughly \$2,100 for a one-bedroom to about \$3,500 for a three-bedroom per month.

Based on current federal housing guidelines, families who spend more than 30 percent of their income on housing are burdened and cannot afford other staples like food and clothing. Based on that, a household has to earn \$75,600 or more to "afford" a one-bedroom rental or \$126,000 or more for the three-bedroom.

Despite that standard, in Jackson, people might willingly spend more than 30 percent of their income to afford a home.

In Teton County residents can apply for deed-restricted affordable housing if they make less than 120 percent of the median family income range for their household size. That's less than \$106,380 for a household of three. Households making more than that are directed to apply for a "workforce home."

Let's investigate workforce housing in Hog Island, with a caveat that the development be structured in a way to guarantee workers can afford to live there in perpetuity. Ideally, Huhn's team and the community will strike more creative solutions than what's already on the ground.

This editorial represents the opinion of the News&Guide's editorial board: Johanna Love, Rebecca Huntington, Kevin Olson and Adam Meyer.

From: Kristi Malone <kmalone@tetoncountywy.gov>
Sent: Thursday, February 28, 2019 5:09 PM
To: Tyler Sinclair <tsinclair@jacksonwy.gov>
Subject: FW: AMD2019-001

Here's the email it was attached to which I probably should have also included...

From: Melissa Ruth <Melissa@y2consultants.com>
Sent: Thursday, February 28, 2019 4:00 PM
To: Kristi Malone <kmalone@tetoncountywy.gov>
Subject: AMD2019-001

[NOTICE: This message originated outside of the Teton County's mail system -- DO NOT CLICK on links or open attachments unless you are sure the content is safe.]

Kristi,

Here's the list of community members and neighbors that received either the Paperless Post Invite or a mailed letter. Some received both the Paperless Post and a mailed letter.

Thanks,
Melissa



Melissa Ruth
Planner

p: (307) 733-2999

a: PO Box 2870 | 180 S Willow St., Jackson, WY 83001

w: <http://www.y2consultants.com/> e: melissa@y2consultants.com

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Faye Robertson Living Trust	
Luke	Mullendore
Eric & Kashia	Hiltbrunner
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Cody Jae & Mary Elizabeth	Hansen
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Skye	Schell
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Matt	Mcreehy
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Jess	Tuchscherer
Kate	Mead
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Derek	Lemon
Rob	Gipson
Alysia	Watkins
Amy	Puccia
Amy	Fulwyler
Bayless	Byron
Brian	Schilling
Bruce	Daigle
Chase	Lockhart
Chris	Agnew
Cody	Lockhart
Dave	Dufault
Harry	Statter
Libby	Erker
Liz	Gibbs
Melissa	Turley
Paul	Anthony
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Regan	Kohlhardt
Reed	Armijo
Scott	Pierson
Clair	Storrs
Bob	McLaurin
Bill	Wotkyns
Steve	Westbay
Susan	Johnson
Ty	Ross
Jesse and Tom	Eastman
Alex	Klein
Katherine	Conover
Brian	Schilling
Anna	Olson
Larry	Huhn
Dell & Leora	Robertson
Connie	Hatfield
Dorthy	Terrel
Steve	Robertson
Ella	Fillmore

Hazen
Alan

Hatfield
Belliveau

MEMO



Date: July 11, 2016

To: Town Council

From: Alex Norton, Principal Long-Range Planner

Subject: Munger Mountain School and Sewer Connection Comprehensive Plan Consistency and Compliance Review

Below is staff's analysis of the consistency of the Munger Mountain School location and sewer connection with the Comprehensive Plan, as requested by Council at its July 5, 2106 Regular Meeting.

BACKGROUND

Project Description

Teton County School District #1 purchased a site in Hog Island in December 2015 with the intent of building an elementary school (Munger Mountain School) to address student capacity needs. The School District's intent is that it will be open for students at the beginning of the 2018-19 school year. As part of the design of the school the School District has requested hookup to the Town Sewer Treatment plant via a sewer line the School District will install. As an alternative the School District will treat its wastewater onsite.

Site Description

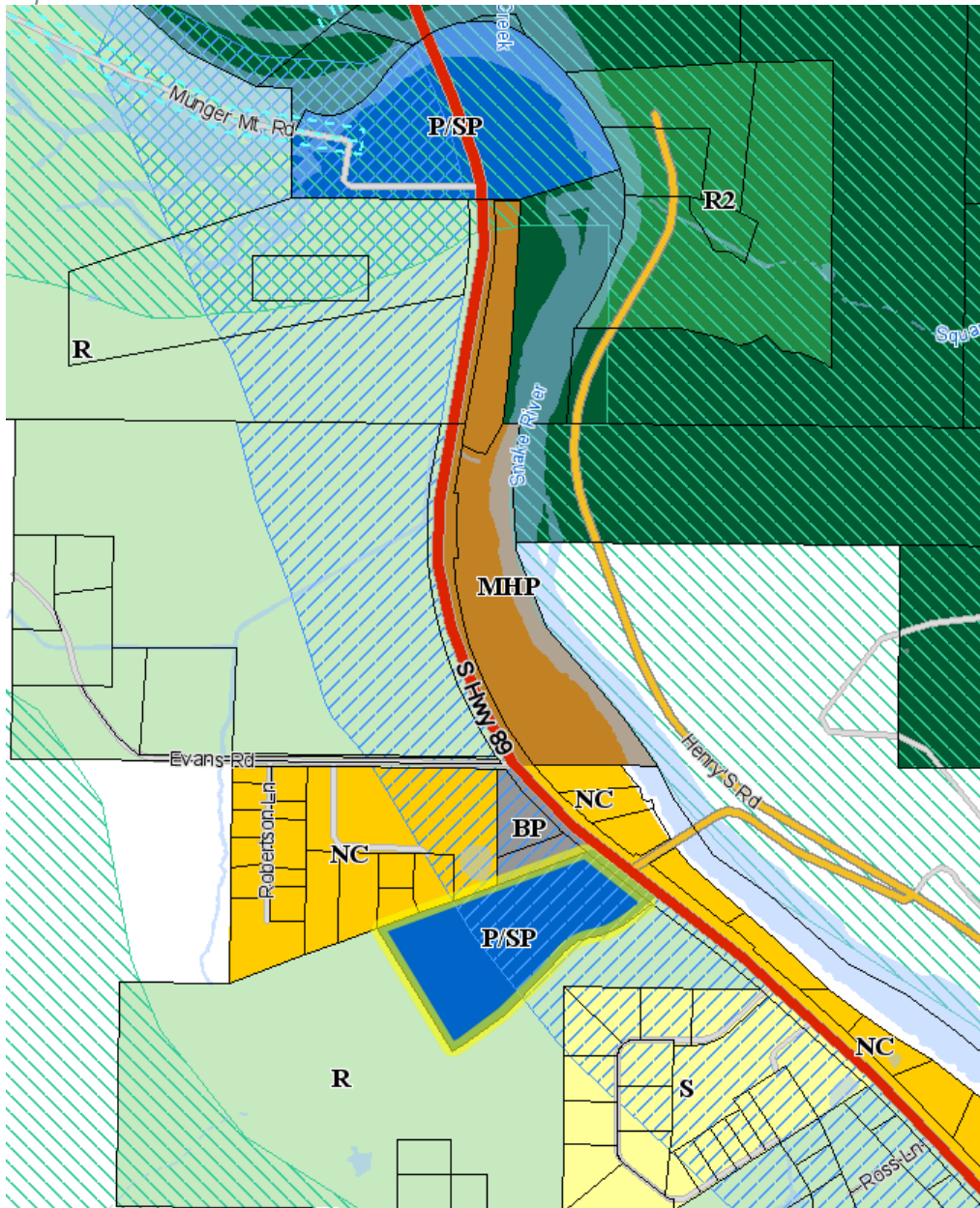
In 2012 the Munger Mountain School site was included in Subarea 7.2: Hog Island Home Business, of the 2012 Comprehensive Plan. The vision for this subarea is to provide light industrial opportunities through home business development similar to the character that exists. However, new zoning to implement the Comprehensive Plan vision has not yet been developed. Staff will begin developing that zoning once the natural resource LDRs are updated.

The subject property was purchased by the School District in December 2015. Prior to that date the property had been part of the Robertson family agricultural holding. The remaining 84.36 acres of the Robertson holding borders the property to the west and south. To the east of the property is S. Highway 89, and across the Highway is Swinging Bridge. To the north of the property is WYDOT, Teton County Weed and Pest, and Hunt Construction.

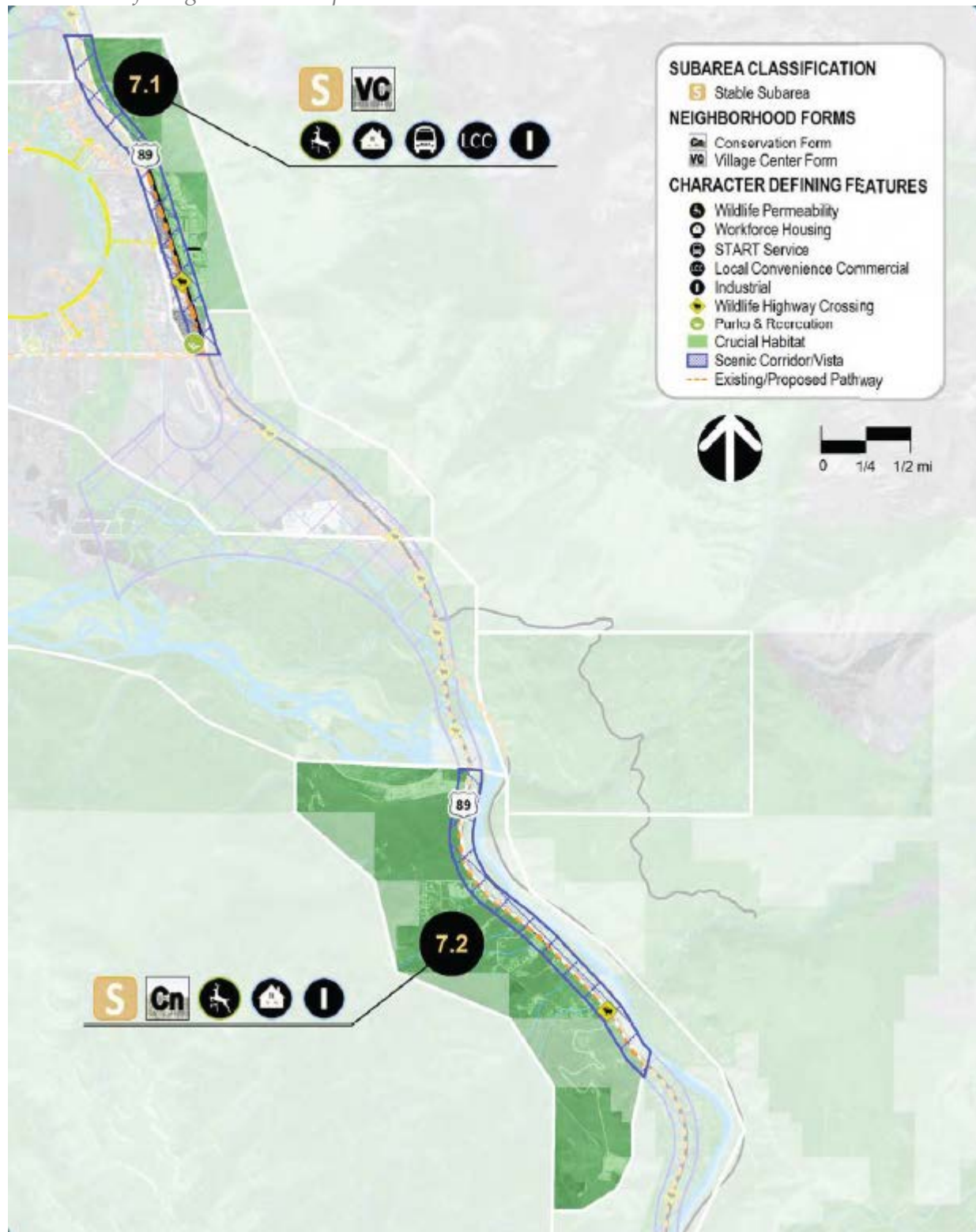
In 1994 the site was zoned Rural – County (R-TC). In June the site was rezoned Public/Semi-Public – County (P/SP-TC) to acknowledge the School District's ownership of the property.

The Munger Mountain School site is located at 7605 South Highway 89, across the highway from swinging bridge, approximately 7 miles south of the Town of Jackson.

Zoning Map



Character Defining Features Map



COMPREHENSIVE PLAN CONSISTENCY

The following analysis of Comprehensive Plan consistency is based on the general location of the site and sewer connection concept. Specific site and sewer design are not available at this time.

Existing + Future Desired Characteristics – District 7: South Highway 89

DEFINITION		EXST.	FUTURE	
COMPLETE NEIGHBORHOOD	Defined Character/High Quality Design			Improve highway gateway treatment
	Public Utilities			Sewer in some areas
	Quality Public Space			Improve livability of industrial areas
	Variety of Housing Types			Encourage ARUs with industrial
	Walkable Schools, Commercial + Recreation			Improve walkability in north
	Connection by Complete Streets			Improve safety for all modes in industrial areas
RURAL	Viable Wildlife Habitat + Connectivity			Enhance wildlife permeability and protect habitat
	Natural Scenic Vistas			Enhance foreground and corridor as gateway
	Agricultural + Undeveloped Open Space			Maintain open space through clustered development
	Abundance of Landscape over Built Form			Maintain landscape abundance in south
	Limited, Detached, Single Family Res. Development			Predominately single family in south
	Minimal Nonresidential Development			Accessory nonresidential in south

Legend: Generally Present; Partially Present; Generally absent

South Highway 89 is the most appropriate location in the community to promote light industrial uses. It is and will continue to be defined primarily by its industrial character, which decreases in intensity from north to south. The northern portion of the district provides for many of the light industry and heavy retail uses vital to the community, with workforce housing accessory to the primarily industrial character. Moving south, the abundance of landscape increases and the character transitions toward rural residential; however, light industrial continues to be a prominent feature as an accessory use. Interspersed with these light industrial home businesses are industrial government uses that require significant land.

While the varying levels of industrial use are the primary element of this district's character and development and redevelopment of such uses is encouraged, efforts to enhance the wildlife value and scenic appearance of the district as a part of the southern gateway into Jackson will be encouraged. While light industrial development is suitable throughout the district, it should be designed and located to protect wildlife habitat, wildlife movement, and scenic open space to the extent possible. Development and redevelopment should avoid crucial wildlife habitat and movement corridors in hillside and riparian areas. Appropriate wildlife crossings or other mitigation of wildlife-vehicle collisions should also be implemented.

As indicated in the chart of existing and future characteristics, Character District 7 is identified as a Complete Neighborhood. District 7 is not a Complete Neighborhood like the Town of Jackson, Teton Village, the Aspens, or Wilson where residents of the District can walk to the services in the District. It is classified as a Complete Neighborhood because it has some services and is identified as appropriate for additional residential and industrial development. Despite its lack of existing Complete Neighborhood features, the vision of the community is that the District is appropriate for industrial and residential growth and that that growth should be accompanied by enhanced amenities in this area.

As indicated by the Character Defining Features map and chart of existing and future character above, a school was not explicitly anticipated in 2012, and many of the services anticipated for the District were anticipated in Subarea 7.1, which is north of the South Park Bridge over the Snake River, adjacent to the existing communities of Rafter J, Melody Ranch, and South Park Ranches. But, the addition of an elementary school at the proposed site is consistent with the classification of the District as a complete neighborhood, and sewer is explicitly identified as an amenity that is anticipated and desired in the District.

The vision for Character District 7 neither explicitly encourages nor discourages a school in the District. And the same can be said of nearly every District in the Comp Plan. There are 3 Character Districts where a new school is explicitly identified as appropriate (District 5: West Jackson, District 10: South Park, District 13: Teton Village). But those affirmations were never intended to represent an exhaustive list that would prohibit a school in another area. For example, educational uses are allowed in many of the new rural zones intended to implement the Comp Plan, most of which are outside of Districts 5, 10, and 13. The community has consistently, consciously acknowledged the need for flexibility in locating public facilities because of the limited supply of land and has never limited public facility location through the Comprehensive Plan.

The description of desired character for District 7 focuses on the community desire for the District to provide industrial opportunities because the Character Districts are aspirational. They focus on encouraging what the community wants to see rather than listing prohibitions. Just because something is not mentioned in a Character District does not mean it is inconsistent with the District.

The community's first choice for an elementary school south of Town might have been District 10, due to the existing infrastructure and population in the area. But, nothing in District 7 discourages location of a school in the area and District 7 is identified as a Complete Neighborhood appropriate for growth. Adding a school and sewer connection in an area identified as appropriate for growth is consistent with the overall vision for growth management in the Comp Plan.

Character Defining Features – Subarea 7.2: Hog Island Home Business

This STABLE Subarea is defined by families living and working in residences accompanied by a shop or small contractor yard that accommodate more intense home businesses. The goal is to preserve the long-term, working family residential character of the subarea, with residents operating businesses out of their homes as an accessory use. This subarea should not transition into an industrial area like South Park Business Park (Subarea 7.1), although the existing gravel and concrete and heavy government uses will continue to be appropriate. Nor should it transition into a highway commercial neighborhood like Hoback Junction (Subarea 8.4). Lots will be larger than in other Stable Subareas and contain an abundance of landscape, with shops and barns generally being larger than homes. This subarea is a part of the gateway to Jackson and includes crucial wildlife habitat at the base of Munger Mountain. As a result, development should be located and designed to protect both a scenic foreground along the highway and wildlife habitat. Wildlife permeability through development and across the highway is an important consideration in this district and building and site design should facilitate wildlife movement.

This Subarea is a workforce housing oriented subarea within a Complete Neighborhood that is identified as an area appropriate for stable infill of undeveloped agricultural land at the density that exists in the current subdivisions ($\pm$ 3 ac.). The intent of this infill is to provide live/work industrial opportunities, which will increase the density of the subarea with workforce housing. As discussed above, location of a school

in an area identified for growth is consistent with the overall growth management principles of the Comp Plan. A school is may also be consistent with the vision for a workforce neighborhood of light industrial home businesses. The Comp Plan makes no mention nor should it to the size of school to be accommodated.

The exact density of housing that will be allowed on the currently undeveloped agricultural land in the Subarea is yet to be determined. The translation of the Subarea direction into zoning is scheduled to begin following the update to the natural resource LDRs. The siting of a school and connection to sewer does not change that conversation. The Jackson/Teton County community has been commendably unique in its ability to not let the presence of public facilities (schools, sewer, roads, etc.) drive its land use decisions. As the Board of County Commissioners implement zoning in this Subarea, the presence of a school site will inevitably impact their discussion, but any change in the direction for this Subarea away from the industrial home business character that is consistent with what exists would require a Comp Plan amendment approved by the Town and County.

The specifics of the natural and scenic resource protections will be accomplished through site design review which is not finalized at this point. At a macro level the preliminary design pushes the building back from the highway protecting the scenic foreground. The site is located away from the base of Munger Mountain which is identified as the most valuable wildlife habitat.

Policy Objectives – Character District 7: South Highway 89

- *1.1.b: Protect wildlife from the impacts of development*

The site is located outside of the Natural Resources Overlay nearer the highway than Munger Mountain, consistent with the Comp Plan direction to locate development in Hog Island away from the base of Munger Mountain. The P/SP-TC zone is not exempt from natural or scenic resource review and an evaluation of the wildlife value and appropriate avoidance and mitigation will be part of the County's review of the final site design. Connection to the sewer system provides better protection for wildlife in the area than onsite treatment.

- *1.1.c: Design for wildlife permeability*

The site purchased by the School District provides wildlife permeability. The site is located adjacent to existing development and does not cut off the critical habitat of Munger Mountain to the west from the Snake River to the east. Incorporation of wildlife permeability best practices and coordination with wildlife crossing plans for this section of the highway will be part of site design. Sewer connection does not positively or negatively impact wildlife permeability.

- *1.3.b: Maintain expansive hillside and foreground vistas*

The site is partially located within the South Highway 89 foreground area of the Scenic Resources Overlay (SRO). Preliminary designs show that the physical development will be pushed back from the highway and that the play fields will be in the highway foreground. Wilson Elementary School successfully implements the same scenic design consideration. Final designs will be reviewed for consistency with the SRO, but the general site allows for avoidance of scenic foregrounds or the opportunity to mitigate in a way that has proven successful in other areas of the community. Sewer connection does not positively or negatively impact foreground vistas.

- *3.2.b: Locate nonresidential development to Complete Neighborhoods*

Character District 7 is a Complete Neighborhood and this policy specifically directs development into Complete Neighborhoods. As discussed above, infill growth is anticipated in Subarea 7.2 and the Comp Plan directs nonresidential development, including institutional development, into Complete Neighborhoods where growth is identified as appropriate. The reason for this direction is to limit impacts on wildlife and the transportation system and to locate services next to residences. Consolidation of development in Complete Neighborhoods also creates the opportunity for community utilities like sewer that are more efficient and have less impact on the ecosystem. In 2012, the commercial, institutional, and utility enhancements in this District were probably anticipated for Subarea 7.1 in order to provide services to the existing population of the southern South Park neighborhoods. But the proposed location is part of the Complete Neighborhood and a better location than elsewhere in rural districts of the County.

- *5.3.b: Preserve existing workforce housing stock*

The proposed school site and sewer connection does not help, nor harm, the preservation of existing workforce housing stock.

- *6.2.c: Encourage local entrepreneurial opportunities*

The proposed school site does not help, nor harm, encouragement of local entrepreneurial opportunities. The school site represents only about 5% of the undeveloped land in Subarea 7.2, leaving plenty of area for the encouragement of entrepreneurial opportunities through future updates to the zoning in the area.

- *6.2.d: Promote light industry*

The proposed school site does not help, nor harm, promotion of light industry. The school site represents only about 5% of the undeveloped land in Subarea 7.2, leaving plenty of area for the promotion of light industry through future updates to the zoning in the area.

- *7.3.b: Reduce wildlife and natural and scenic resource transportation impacts*

This policy provides direction related to transportation system design. The School District and WYDOT have coordinated their anticipated projects to the extent possible. Site design coordination with wildlife crossing plans will be considered at a later date.

Additional Applicable Comp Plan Policies

- *3.2.e: Promote quality public spaces in Complete Neighborhoods*

This policy is not established as a focus of Character District 7, but it is still applicable. As stated in the policy, “public spaces are the building blocks of a vital Complete Neighborhood.” The idea behind Complete Neighborhoods is to make the most appropriate places for growth the most desirable places to live (Comp Plan, p. CV-2-3). Adding a school in a location identified as appropriate for additional light industrial home businesses is consistent with this overall growth management principle. Providing a sewer connection to that facility improves the long-term quality of the facility and further enhances the Complete Neighborhood.

- *4.1.e: Promote Town as a civic and governmental center*

Not Applicable

This policy discusses prioritizing downtown Jackson and the Town limits for public amenities. But, it also states that that prioritization only applies to facilities serving the entire public. Elementary

schools inherently serve a subset of the community in a School District the size of Teton County's and so locating all of the elementary schools in Town would not be consistent with the community's complete neighborhood growth management principle. As discussed above the size of the proposed school is not discussed in the Comp Plan. This policy is not relevant to the sewer connection discussion.

- *8.1.b: Coordinate with independent service providers*

This policy discusses the need for the Town and County to coordinate with the School District to understand level of service goals for providing public education. And, all three jurisdictions have agreed that the current and future elementary school population require additional facilities. There is still room to improve coordination in planning for level of service, but this policy is about working on the front end to understand need and find partnerships and coordination. It is not about the Town and County precluding the decisions of independent service providers. The reality is that the School District is the subdivision of the State tasked with, and responsible for, locating new schools when they are needed. Connection of the site to the sewer represents a coordination between the School District, WYDOT, and Town that is illustrative of the intent of this policy to find efficiency through coordination.

- *8.2.b: Design critical infrastructure and facilities for the peak effective population*

This policy discusses how to size public facilities. The School District has already defined a need for additional capacity to provide the community's desired level of education service. Sewer connection of the site is consistent with the idea that education is one of the community's most important public services and that, as a result, education facilities should be designed to operate a peak occupancy without a decrease in level of wastewater service. Onsite sewer treatment limits the options for expansion of education service on this site and is less reliable – as illustrated by the Airport's current situation.