

AGENDA

Planning and Zoning Commission

March 20, 2019 – REGULAR MEETING

5:30 PM

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. All items not heard at this meeting will be postponed to the next regularly scheduled PC/BOA meeting of April 3, 2019 or to a special meeting scheduled by the Commission.

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
 - I. December 19, 2018
5. OLD BUSINESS
6. NEW BUSINESS
7. BOARD OF ADJUSTMENT
8. PLANNING COMMISSION
 - I. ITEM P18-338 & 339: A REQUEST FOR APPROVAL OF ZONING MAP AMENDMENTS TO CHANGE ZONING TO PUBLIC/SEMI PUBLIC FOR THE PROPERTIES LOCATED AT 460 AND 660 EAST BROADWAY.
 - II. ITEM P19-43: AMENDMENT TO COMPREHENSIVE PLAN SUBAREA 7.3 - MUNGER MOUNTAIN
9. MATTERS FROM THE COMMISSION
10. AGENDA FOLLOWUP
11. MATTERS FROM STAFF
12. ADJOURNMENT

**MINUTES
SPECIAL MEETING
PLANNING AND ZONING COMMISSION
TOWN OF JACKSON, WYOMING
December 19, 2018**

The meeting of the Planning and Zoning Commission was called to order at 5:30 p.m. on 12/19/18, in the Town Hall Council Chambers.

ROLL CALL:

☒ Anne Schuler, ☒ David Vandenberg, ☒ Katie Wilson, ☒ Abby Petri, ☒ Chris Beaulieu,
☒ William Gale, ☒ Thomas Smits

STAFF: Paul Anthony, Tyler Valentine, Brendan Conboy

MATTERS FROM THE PUBLIC: N/A

APPROVAL OF MINUTES:

December 5, 2018

A motion was made by: Ann Schuler seconded by: Chris Beaulieu
Motion approved by a 7 to 0 vote

OLD BUSINESS: N/A

PLANNING COMMISSION

1. **ITEM P18-267:** REQUEST FOR APPROVAL TO AMEND THE OFFICIAL ZONING MAP FROM URBAN COMMERCIAL (UC) TO DOWNTOWN CORE (DC) FOR TWO PROPERTIES LOCATED AT 135 & 175 EAST BROADWAY AVENUE.

STAFF PRESENTATION: Paul Anthony

APPLICANT PRESENTATION: Jeff Golightly

PUBLIC COMMENT:

Public comment was provided by: Michael Stern (Teton County Historic Preservation Board); Emily ???; Katherine Wonson (TCHPB); Ryan Nourai (Jackson Hole Conservation Alliance); Matt Faupel; Michael Kudar; and Shane Rothman.

PC DISCUSSION:

The PC discussed the relative advantages and disadvantages of approving the rezoning now or waiting for staff and the Council to have time to develop and consider additional zoning tools for historic preservation in the next year or so. Most members felt that the Town should take the time it needs to address historic preservation, both on the site and town-wide, before the applicant's property should be updated with new zoning. Most members seemed to agree that a denial of the rezone would not guarantee protection of the property but was the right thing to do under all the circumstances. Other members were concerned that this risk was too great to accept and so better to take the proposed restrictions to preserve the Café Genevieve cabin (and other protections for the other two structures) as provided by the applicant.

MOTION:

Based upon the findings for an amendment to the Official Zoning Map as presented by the applicant and by the Commission for Item P18-267 related to 1) consistency with the purposes and organization of the LDRs; 2) improved implementation of the desired future character in the Comprehensive Plan; 3) need to address changing conditions or a public necessity; and 4) consistency with other adopted Town Ordinances, I move to recommend **approval** to the Town Council to change the zoning from Urban Commercial (UC) to Downtown Core (DC) for the properties located at 135 & 175 East Broadway Avenue and legally described as parcels PT SW1/4SW1/4, SEC. 27, TWP. 41, RNG. 116 and PT SW1/4SW1/4, SEC. 27, TWP. 41, RNG. 116, subject to this staff report and the departmental reviews attached hereto.

A motion was made by: Katie Wilson seconded by: Anne Schuler
Motion approved by a 5 to 2 (Thomas Smits & David Vandenberg) vote

2. **ITEM P18-274 & 323:** REQUEST FOR APPROVAL OF A CONDITIONAL USE PERMIT FOR A WIRELESS COMMUNICATIONS FACILITY AND ADMINISTRATIVE ADJUSTMENT TO THE SIDE SETBACK FOR ONE OF THE STEALTHING ELEMENTS AT THE PROPERTY LOCATED AT 1024 GREGORY LANE.

STAFF PRESENTATION: Tyler Valentine

APPLICANT PRESENTATION: Tamara Shively

PUBLIC COMMENT: N/A

PC DISCUSSION:

Question about notification of individuals (yes, property notifications)

- generally a good job at hiding facility, good location
- conflict between stealth vs location

MOTION:

Item A: Based upon the findings as presented in the staff report and as made by the applicant for Item P18-274, I move to make findings 1-8 as set forth in Section 8.4.2.C (Conditional Use Permit Standards) of the Land Development Regulations relating to 1) Compatibility with Future Character; 2) Use Standards; 3) Visual Impacts; 4) Minimizes adverse environmental impact; 5) Minimizes adverse impacts from nuisances; 6) Impact on Public Facilities; 7) Other Relevant Standards/LDRs; and 8) Previous Approvals for a Conditional Use Permit and recommend to Town Council approval of a wireless communications facility on the existing building located at 1024 Gregory lane, subject to the department reviews attached hereto and the following condition of approval:

1. The lessee shall maintain the stealth Wireless Communication Facility as often as necessary and at its sole expense to ensure that the stealth elements remain in their approved condition such that they continue to i) blend in with the surrounding nature and architecture, ii) ensure that the presence, purpose and nature of the Facility are not readily apparent to a reasonable observer, and iii) provide stealth benefits in light of the weathering and aging of the stealthing material and the building to which it is attached.
2. The applicant shall provide a landscape replacement plan with associated costs at the time of Building Permit submittal for the plantings that require removal. The recommended location of new plantings should be to the west adjacent to the equipment area.

A motion was made by: Abby Petri seconded by: Anne Schuler
Motion approved by a 7 to 0 vote

Item B: Based upon the findings as presented in the staff report and as made by the applicant for Item P18-323, I move to make findings 1-5 as set forth in Section 8.8.1.C (Administrative Adjustment) of the Land Development Regulations relating to 1) Applicability; 2) Better Supports Purpose of Zone; 3) Compatibility with Future Character; 4) Impact on Public Safety & Health; and 5) Not Subject to Incremental Administrative Adjustments and recommend to Town Council approval of an 8' side (south) setback where 10' is required for a stealth wireless projection on the existing building located at 1024 Gregory Lane, subject to the department review attached hereto.

A motion was made by: Abby Petri seconded by: Anne Schuler

Motion approved by a _7_ to _0_ vote

3. **ITEM P18-301:** REQUEST FOR APPROVAL OF A CONDITIONAL USE PERMIT FOR A ROOF MOUNTED WIRELESS COMMUNICATIONS FACILITY AT THE ST. JOHNS MEDICAL FACILITY LOCATED AT 555 EAST BROADWAY AVENUE.

STAFF PRESENTATION: Brendan Conboy

APPLICANT PRESENTATION: Tamara Shively

PUBLIC COMMENT: N/A

PC DISCUSSION: N/A

MOTION:

Based upon the findings as presented in the staff report and as made by the applicant for Item P18-301, I move to make findings 1-8 as set forth in Section 8.4.2.C (Conditional Use Permit Standards) of the Land Development Regulations relating to 1) Compatibility with Future Character; 2) Use Standards; 3) Visual Impacts; 4) Minimizes adverse environmental impact; 5) Minimizes adverse impacts from nuisances; 6) Impact on Public Facilities; 7) Other Relevant Standards/LDRs; and 8) Previous Approvals for a Conditional Use Permit and recommend to Town Council approval of a wireless communications facility on the roof above the east entrance to the Professional Office Building located at the St. John's Medical Center at 555 East Broadway, subject to the department reviews attached hereto and the following condition of approval.

1. The lessee shall maintain the stealth Wireless Communication Facility as often as necessary and at its sole expense to ensure that the stealth elements remain in their approved condition such that they continue to i) blend in with the surrounding nature and

architecture, ii) ensure that the presence, purpose and nature of the Facility are not readily apparent to a reasonable observer, and iii) provide stealth benefits in light of the weathering and aging of the stealthing material and the building to which it is attached.

A motion was made by: Thomas Smits seconded by: Chris Beaulieu
Motion approved by a _7_ to _0_ vote

NEW BUSINESS: N/A

MATTERS FROM COMMISSION: N/A

AGENDA FOLLOWUP: N/A

MATTERS FROM STAFF: PC Bylaws

ADJOURN:

A motion was made by: Ann Schuler seconded by: Chris Beaulieu
Motion approved by a _7_ to _0_ vote



TOWN OF JACKSON PLANNING COMMISSION AGENDA DOCUMENTATION

PREPARATION DATE: FEBRUARY 15,
2019 MEETING DATE: MARCH 20, 2019

SUBMITTING DEPARTMENT: PLANNING
DEPARTMENT DIRECTOR: TYLER SINCLAIR
PRESENTER: TYLER SINCLAIR

SUBJECT: **ITEMS P18-338 & 339:** A REQUEST FOR APPROVAL OF ZONING MAP AMENDMENTS TO CHANGE ZONING TO PUBLIC/SEMI PUBLIC FOR THE PROPERTIES LOCATED AT 460 AND 660 EAST BROADWAY

OWNER: TETON COUNTY HOSPITAL DISTRICT

APPLICANT: BRETT BENNETT, HOYT/CTA ARCHITECTS

REQUESTED ACTION

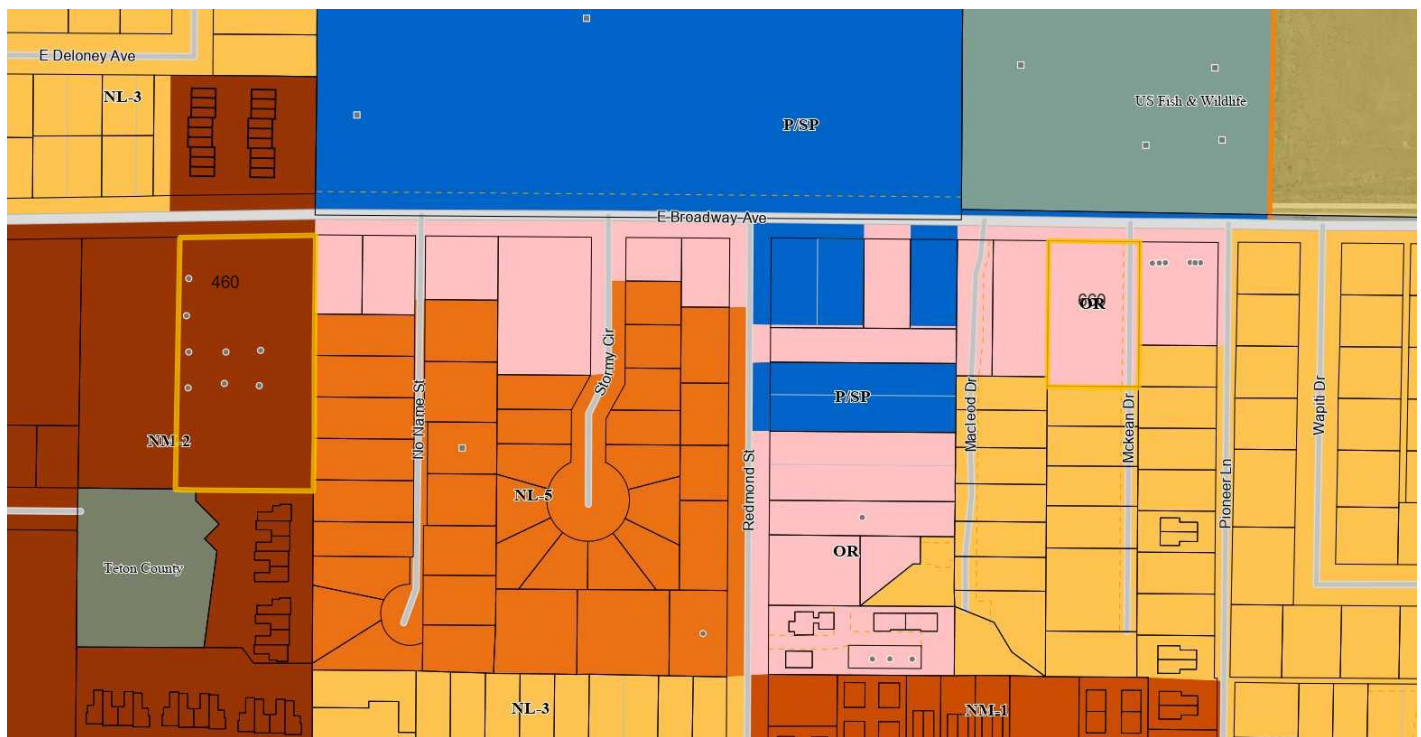
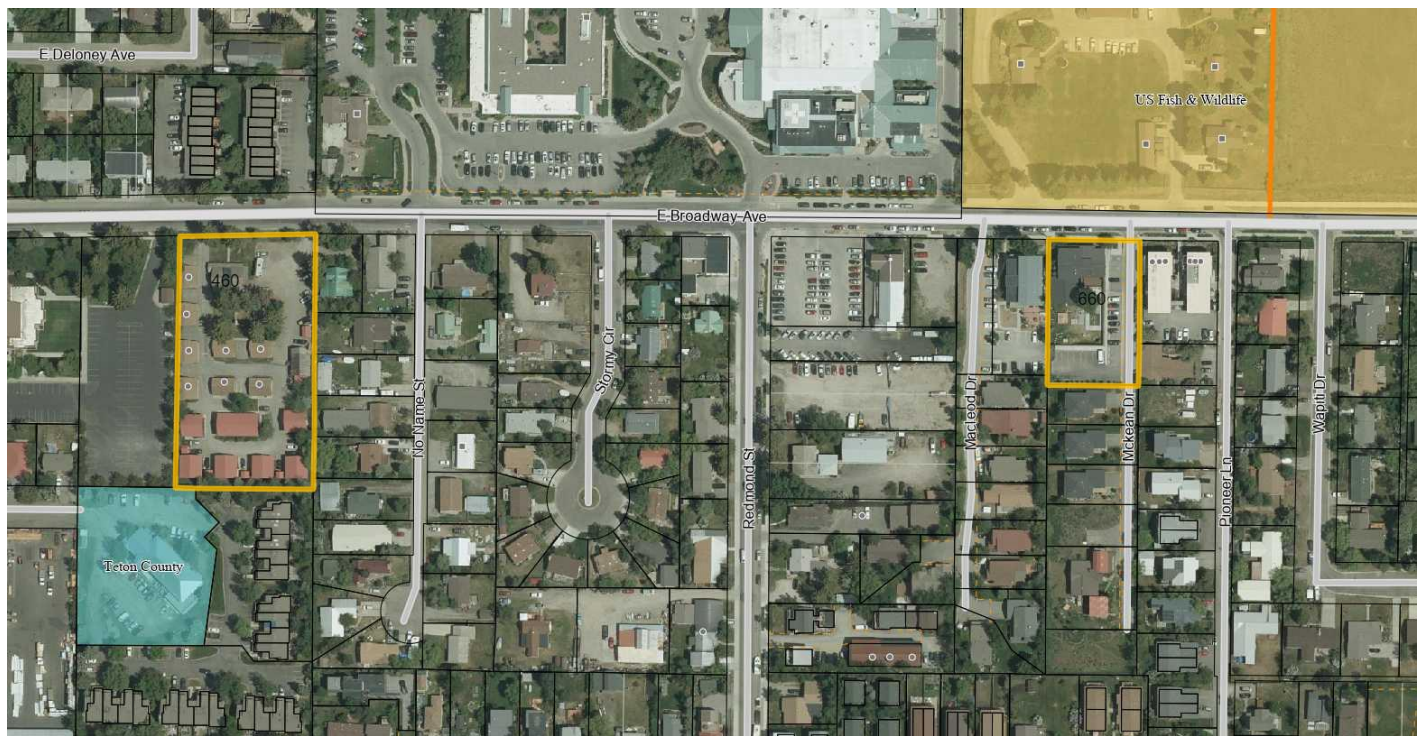
The applicant is requesting approval for Zoning Map Amendments to change zoning to Public/Semi Public for the properties located at 460 and 660 East Broadway Avenue.

APPLICABLE REGULATIONS

Section 8.7.2 Zoning Map Amendment

LOCATION

The properties are located at 460 and 660 East Broadway Avenue, legally known as, Lot B and PT. W 1/2 LOT 5, BLK. 1 REDMOND-1 TRACT A. An aerial photo and zoning map are shown below:



BACKGROUND

Existing Site Characteristics:

460 East Broadway Avenue

The subject property is currently zoned Neighborhood Medium Density-2 (NM-2) and is occupied by the Hitching Post Lodging and Residential facility owned and operated by St. John's Medical Center. The existing site contains both non-conforming structures and non-conforming uses specifically including short term rentals outside of the Town Lodging Overlay.

660 East Broadway Avenue

The subject property is currently zoned Office Residential (OR) and is occupied by the St. John's Medical Center, Day Care. On June 2, 2014, the Town Council approved a Conditional Use Permit to allow a Day Care Center and an associated Final (Intermediate) Development Plan on the property.

Project Description:

The applicant is requesting approval of Zoning Map Amendments to rezone the two properties to Public/Semi-Public (P/SP) consistent with all other St. John's properties in the vicinity. There are no requests for additional physical development or uses being proposed at this time.

STAFF ANALYSIS

Division 4.2 Civic Zones of the Land Development Regulation's states that the purpose of these zones is to:

Civic zones accommodate public and semi-public uses that are necessary to the community and require flexibility from the standards of the complete neighborhood and rural area zones.

More specifically, Section 4.2.1. Public/Semi-Public - Town of the LDRs states the following as the intent of the P/SP zone:

A. Intent

The purpose of the Public/Semi Public - Town (P/SP-ToJ) zone is to provide locations for new and existing uses and facilities of a public or semi-public nature. In particular, the P/SP-ToJ zone is intended to allow flexibility for public and semi-public uses and facilities that often have unique functional needs, such as for height, floor area, setbacks, and impervious surface, that cannot be accommodated in other zoning districts. Land in the P/SP-ToJ zone and/or facilities operated therein may be under the control of federal, state, or local governments, or other governmental entities such as a school district or hospital district. It is not the intent of these LDRs that property in the P/SP-ToJ zone retain that designation after the property is divested by the public entity. At the time P/SP-ToJ designated land is transferred, or is proposed to be transferred, into private ownership, the property shall be reclassified to an appropriate zoning district to allow private use pursuant to the Jackson/Teton County Comprehensive Plan.

Staff finds that the current ownership and existing uses of the subject properties by the St. John's Medical Facility are consistent with the purpose and intent as stated above.

As described in the applicant's submission, the purpose of the proposed rezone requests is to allow the expansion and/or incorporation of the existing and future uses into the St. John's Medical Center campus. The purpose of the P/SP zoning district specifically states that the use of this zoning district is appropriate for hospital facilities.

Staff notes that the Public\Semi Public zoning district has no specific dimensional limitations placed on projects in regard to Floor Area Ratio (FAR) and Landscape Surface Ratio (LSR), however the remainder of the LDRs do apply for issues such as parking, lighting, landscaping, etc. The P/SP zoning district instead requires all allowed uses to complete a Conditional Use Permit review by the Town to ensure all proposals

are in keeping with the Jackson/Teton County Comprehensive Plan and are compatible with surrounding land uses.

Staff Findings

Zoning Map Amendments. The findings for Zoning Map Amendments found in Section 8.7.2.C must be made:

1. *The proposed project is consistent with the purposes and organization of the LDRs.*

Complies. Staff finds the proposed project to be consistent with the purpose and intent of the LDRs, specifically the P/SP zoning district. The purpose of the P/SP zone is to provide locations for new and existing uses and facilities of a public or semi-public nature. In particular, the P/SP zone is intended to allow flexibility for public and semi-public uses and facilities that often have unique functional needs, such as for height, floor area, setbacks, and impervious surface, that cannot be accommodated in other zoning districts. Land in the P/SP-ToJ zone and/or facilities operated therein may be under the control of federal, state, or local governments, or other governmental entities such as a school district or hospital district.

2. *The proposed project improves implementation of the desired future character defined in the Illustration of Our Vision chapter of the Comprehensive Plan.*

The proposed development is located within the Comprehensive Plan, District 2 - Town Commercial Core, Subarea 2.6 Mixed Use Office and Residential which states:

2.6: Mixed Use Office and Residential

This TRANSITIONAL Subarea is envisioned to be a pedestrian-oriented mixed use area comprised of mixed use office or multifamily residential structures. The subarea currently contains a variety of single family residential, multifamily residential, office and institutional uses such as St. John's Hospital, the National Elk Refuge Headquarters and Town and County administrative facilities. The future development pattern should locate buildings toward the street predominantly two stories in height. Parking should be minimized and screened from the view of the public right of way. Office, residential and local convenience commercial should be located on the first level with residential above and behind. Some limited local convenience commercial is desirable to serve the surrounding residential areas with the goal of reducing trips outside the neighborhood. The existing institutional uses shall remain as anchors to the local economy that provide many jobs and services to the community. The bulk, scale and intensity of the St. John's campus has always been and will continue to be of a higher intensity than the surrounding mixed use and residential neighborhoods. Particular care and attention will be necessary to ensure a successful integration between this mixed use subarea and the adjacent Core Residential (Subarea 3.2). Particular attention will need to be given to the location of buildings, parking, types of uses, and intensity of uses to ensure a successful transition.

Complies. Staff finds that the application is consistent with the described vision for Subarea 2.6. The proposed rezone and ownership by St. John's is consistent with the intent and vision for the area with St. John's specifically identified as a critical component.

In addition, Staff finds that the application should be reviewed for consistency specifically with the policy objectives of District 2 - Town Commercial Core as follows

Common Value 1: Ecosystem Stewardship

Complies. Not Applicable.

Common Value 2: Growth Management

Policy 4.1.b: Emphasize a variety of housing types, including deed-restricted housing

Complies. The existing Hitching Post property supports a variety of housing types.

Policy 4.1.d: Maintain Jackson as the economic center of the region

Complies. St. John's provides opportunities for Teton County residents to attain local health care options and is one of the largest employers in the community.

4.2.d: Create a Downtown Retail Shopping District

Complies. Not Applicable.

4.2.f: Maintain lodging as a key component in the downtown 4.4.b: Enhance Jackson gateways

Complies. Not Applicable.

4.4.b: Enhance Jackson gateways

Complies. Not Applicable.

4.4.d: Enhance natural features in the built environment

Complies. Not Applicable.

Common Value 3: Quality of Life

Policy 5.2.d: Encourage deed-restricted rental units

Complies. Not Applicable.

Policy 6.2.b: Support businesses located in the community because of our lifestyle

Complies. Not Applicable.

Policy 6.2.c: Encourage local entrepreneurial opportunities

Complies. Not Applicable.

Policy 7.1.c: Increase the capacity for use of alternative transportation modes

Complies. The St. John's campus provides a unique opportunity to incorporate alternative transportation modes throughout the campus because it constitutes an employment hub and activity center large enough to support START ridership and other alternative modes of travel.

3. *The proposed project is necessary to address changing conditions or a public necessity.*

Complies. Staff finds that the proposed project is necessary to address the institutional and facility needs of St. John's.

4. *The proposed project is consistent with other adopted Town Ordinances.*

Complies. Staff finds that the proposed project is consistent with all other Town Ordinances.

ATTACHMENTS

Department Reviews
Applicant Submittal

STAKEHOLDER ANALYSIS

The entire community are stakeholders in this application, specifically including local neighbors, patients, and employees of the facility.

PUBLIC COMMENT

None.

FISCAL IMPACT

There will be no significant fiscal impact to the Town if the proposed project is approved.

STAFF IMPACT

There will be no significant impact to staff resources if the proposed project is approved.

LEGAL REVIEW

Complete.

RECOMMENDATIONS/ CONDITIONS OF APPROVAL

The Planning Director recommends **approval** of Zoning Map Amendments (P18-338 & 339) to change zoning to Public/Semi Public for the properties located at 460 and 660 East Broadway Avenue, subject to the department reviews attached hereto.

SUGGESTED MOTIONS

Item A: Based upon the findings for a Zoning Map Amendment as presented in the staff report for P18-338 and by the applicant related to 1) The proposed project is consistent with the purposes and organization of the LDRs.; 2) Consistency with the Comprehensive Plan; 3) Public necessity; 4) Consistency with other adopted Town Ordinances I move to recommend approval to the Town Council approval of a Zoning Map Amendment for the property located at 460 East Broadway Avenue from Neighborhood Medium Density-2 (NM-2) to Public-Semi-Public (P/SP-ToJ), subject to the department reviews attached hereto.

Item B: Based upon the findings for a Zoning Map Amendment as presented in the staff report for P18-048 and by the applicant related to 1) The proposed project is consistent with the purposes and organization of the LDRs.; 2) Consistency with the Comprehensive Plan; 3) Public necessity; 4) Consistency with other adopted

Town Ordinances I move to recommend approval to the Town Council approval of a Zoning Map Amendment for the property located at 660 East Broadway Avenue from Office Residential (OR) to Public-Semi-Public (P/SP-ToJ), subject to the department reviews attached hereto.



<http://jacksontetonplan.com>

kmalone@tetoncountywy.gov

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200 S. Willow Street
Jackson, WY 83001

307-733-3959

MEMO

To:	Joint Town of Jackson and Teton County Planning Commissioners
From:	Kristi Malone, Senior Long-Range Planner
Date:	March 15, 2019
Subject:	AMD2019-0001/P19-043: Process Update

AMD2019-0001/P19-043 Munger Mountain Comp Plan Amendment: At the Special Joint Planning Commission meeting on March 7, 2019, at which Town Planning Commissioners Vandenberg, Petri, Schuler, Beaulieu, Wilson, Smith, and Gale and Teton County Planning Commissioners Rockey, Esnard, Lurie, and Mateosky were in attendance, item number two, AMD2019-0001/P19-043 for a Comprehensive Plan Amendment, was presented by staff and the applicant and public comment was taken. Both Town and County Planning Commissions closed public comment and continued this item to be heard at another Special Joint Planning Commission meeting scheduled for March 20, 2019 at 6pm in the Town Council Chambers. This meeting will begin with discussion among Planning Commissioners and will result in the Town Planning Commission and County Planning Commission each making a separate motion and vote on the item in order to provide a recommendation to the Town Council and Board of County Commissioners prior to their joint meeting on April 8, 2019.

Planning Staff has prepared the following recommendation options to facilitate discussion and making motions:

- **Recommend approval:** This item will go to the joint Town and County electeds for a decision with the Planning Commission recommending approval and the Planning Directors recommending denial. If approved, the Planning Directors recommend adding the following conditions:
 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.

- **Recommend denial:** This item will go to the joint Town and County electeds for a decision with the Planning Commission recommending denial and the Planning Directors recommending denial.

Please see attached additional application materials Planning Staff received from Y2 Consultants on March 15, 2019.

MSC2019-0010/P19-020 Indicator Report and FY 20 Work Plan: Also consider that if you recommend denial of the Munger Mountain Comp Plan Amendment item but feel that amending the Comprehensive Plan to increase density in the Hog Island area should be considered in the broader context of the upcoming Growth Management Plan update you can make a motion prioritizing this task in the FY 20 Work Plan regarding item MSC2019-0010/P19-020. Otherwise, Hog Island area zoning will be updated consistent with the current Comprehensive Plan desired future character in FY 21 as indicated in the proposed FY 20 Work Plan. The Town Planning Commission voted to recommend approval of the proposed FY 20 Work Plan at the March 7, 2019 joint meeting. The County Planning Commission continued review of the FY 20 Work Plan item to their next regular meeting on March 25, 2019.

In an effort to follow up on some of the questions posed by Planning Commissioners at the March 7, 2019 meeting, Planning Staff provides the following additional information:

- Specific timeframes for tasks represented in the FY 20 Work Plan are listed in the upper right corner of the tables presented for each task.
- Employment by Sector data presented in the Indicator Report is specific to Teton County, WY and was collected from the U.S. Bureau of Economic Analysis based on the 2017 North American Industry Classification System.
- More data on affordability measures, workforce housing stock, and units coming online in the near future will be provided in a presentation of the 2019 Housing Supply Plan by Housing Department Director April Norton at a future Planning Commission meeting. In the meantime, here is data collected on existing owner and rental deed restricted housing in Teton County and approved but not yet built residential development:

Restricted Ownership Units								
Bedrooms	0-50	50-80	0-120	80-120	Workforce	Attainable	Total	% Total
1	7	20	18	8	4	1	58	10.84%
2	13	43	53	58	23	24	214	40.00%
3	36	21	44	73	29	46	249	46.54%
4	0	2	0	2	1	9	14	2.62%
Total	56	86	115	141	57	80	535	100.00%
% Total	10.47%	16.07%	21.50%	26.36%	10.65%	14.95%	100.00%	



Restricted Rental Units		
Bedrooms	0-120	% Total
Studio	55	16.22%
1	66	19.47%
2	45	13.27%
3	8	2.36%
4	0	0.00%
Dorm Beds	165	48.67%
Total	339	
Missing: 55 ARUs, 5 Employment Rentals		

Sketch Plan Approvals with Unbuilt Units as of 1/1/2019			
Webster Laplant - JHMR Dorms	24	Employer	Rent
Shooting Star West	15	None	Own
Total Sketch Plan Units	39	Total Restricted	24

Development Plan Approvals with Unbuilt Units as of 1/1/2019			
Sporting Club Employee Housing	4	Employer	Rent
Center Street Hotel	4	<120%	Rent
Hidden Hollow - Townhome	20	None	Own
Hidden Hollow - SF Lots	13	None	Own
Grove Phase 3	8	<80%	Own
550 W. Broadway - Sagebrush Apts.	32	Workforce	Rent
551 W. Broadway - Sagebrush Apts.	58	None	Rent
TSS Mad Dog Ranch	2	<120%	Rent
1255 W Highway 22 - Westview TH	4	None	Own
1255 W Highway 22 - Westview TH	16	Workforce	Own
Pine Glades PUD	16	None	Own
Total Dev. Plan Units	177	Total Restricted	66



Building Permits Issued but not Finaled as of 1/1/2019			
400 W Snow King (Parks & Rec)	21	Employer	Rent
Hidden Hollow - apartments	14	<120%	Rent
Hidden Hollow - apartments	60	Workforce	Rent
Hidden Hollow - apartments	63	None	Rent
825 S. Snow King - Grove 3	4	<80%	Own
833 W. Snow King - Grove 3	4	<80%	Own
Old West Cabins	12	ARU	Rent
Rabbit Row	11	ARU	Rent
Rabbit Row	1	<120%	Rent
SRSC Employee Dorm	15	<120%	Rent
Teton Brewing (Stillwest)	3	<120%	Rent
Bank of Jackson Hole	2	ARU	Rent
Brushbuck	1	<120%	Rent
85 E. Snow King	1	<120%	Rent
160 E. Broadway - Kismett II	2	<120%	Rent
160 E. Broadway - Kismett II 2:1 Bonus	1	Workforce	Rent
160 E. Broadway - Kismett II 2:1 Bonus	1	None	Rent
265 E Broadway	1	<120%	Rent
ARU to Main House (in County)	20	ARU	Rent
Detached Single Family Dwelling	165	None	Own
Attached Single Family Dwelling	20	None	Own
Total Building Permit Units	422	Total Restricted	153

Attachment:

- Additional application materials received from Y2 Consultants on March 15, 2019



y2consultants.com
307 733 2999

CONSULTANTS

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

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March 15, 2019

RE: AMD2019-001 Recommended Motion and Conditions of Approval

Dear Kristi,

As authorized agent for the applicant, Y2 submits the following recommended motion and conditions of approval to the Joint Planning Commission for consideration during the March 20th meeting:

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 the following conditions, 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 Joint Planning Commission.

1. Applicant will work with the Planning Directors to further define Subarea 7.3 boundaries if necessary.
2. Appropriate modifications, as identified by the Planning Director(s), shall be made to the Character Defining Features for Subarea 7.3 to more clearly define the appropriate density as Village Form.
3. An illustration shall be provided by the applicant in the style of the illustrations for other Transitional subareas that depicts the desired character.
4. The Complete Neighborhood + Rural Area Chart shall be modified to match the existing and future desired character.
5. Wildlife permeability, workforce housing, and START public transit service shall be identified as Character Defining Features on the map of the subareas.
6. The description for District 7 and existing subareas shall be updated to match existing character and the new Subarea 7.3.
7. Housing-related policy objectives shall be added to the Policy Objectives for District 7 including but not limited to:
 - a. Policy 2.2a: Enhance suitable locations as Complete Neighborhoods
 - b. Policy 3.1b: Direct development toward suitable Complete Neighborhood subareas
 - c. Policy 3.2.a: Enhance the quality, desirability, and integrity of Complete Neighborhoods
 - d. Policy 3.2.d: Emphasize a variety of housing types
 - e. Policy 3.3.d: Develop neighborhood plans
 - f. Policy 3.5.c: Maintain control over our own community Vision
 - g. Policy 4.1.b: Emphasize a variety of housing types, including deed-restricted housing

- h. Policy 5.2.d: Encourage restricted rental units
- 8. Applicant will work with Planning staff to develop a neighborhood plan for the new Subarea 7.3 – Munger Mountain Residential to ensure the desired future character is achieved and existing uses are considered.

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

Sincerely,

Melissa Ruth
Planner
melissa@y2consultants.com

Scott Pierson
Senior Planner
scott@y2consultants.com



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

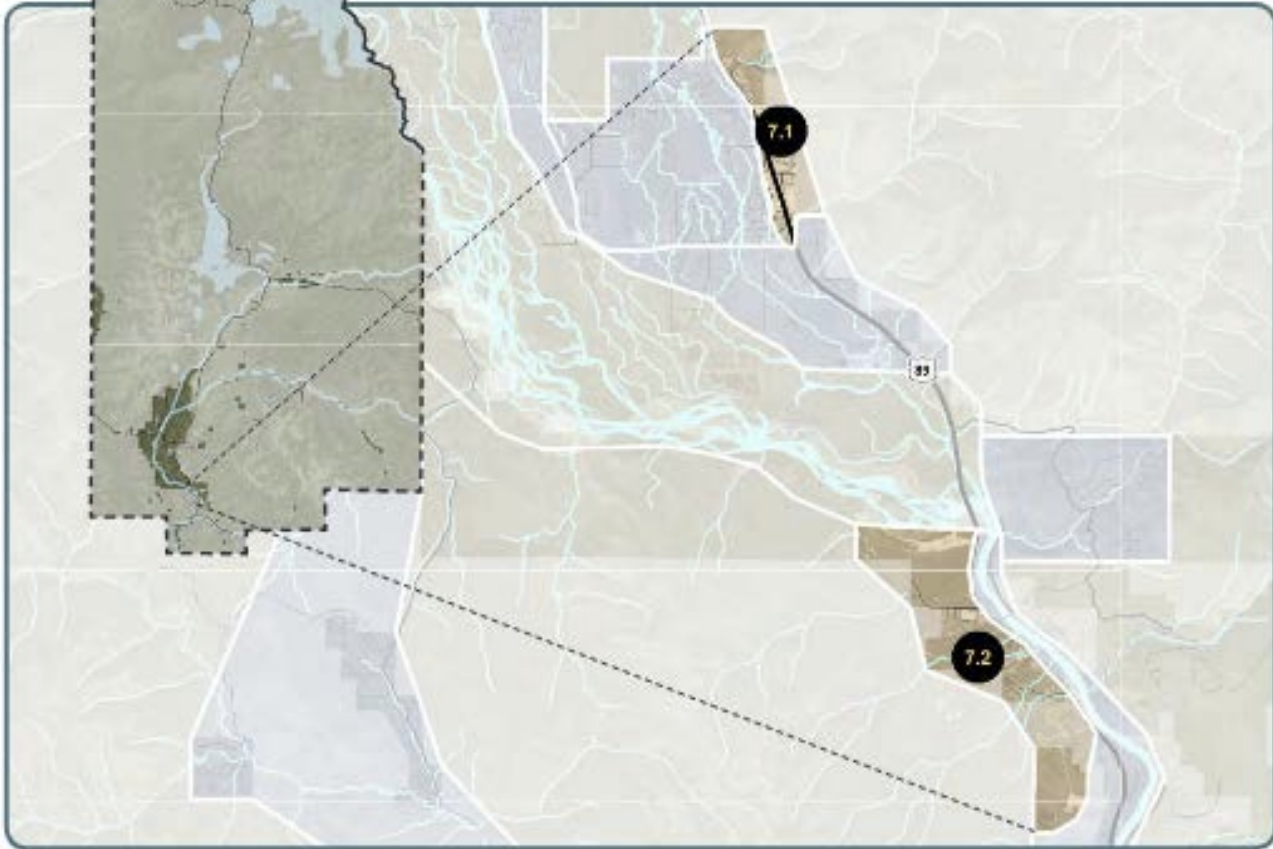
Legend:  Generally Present;  Partially Present;  Generally absent

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

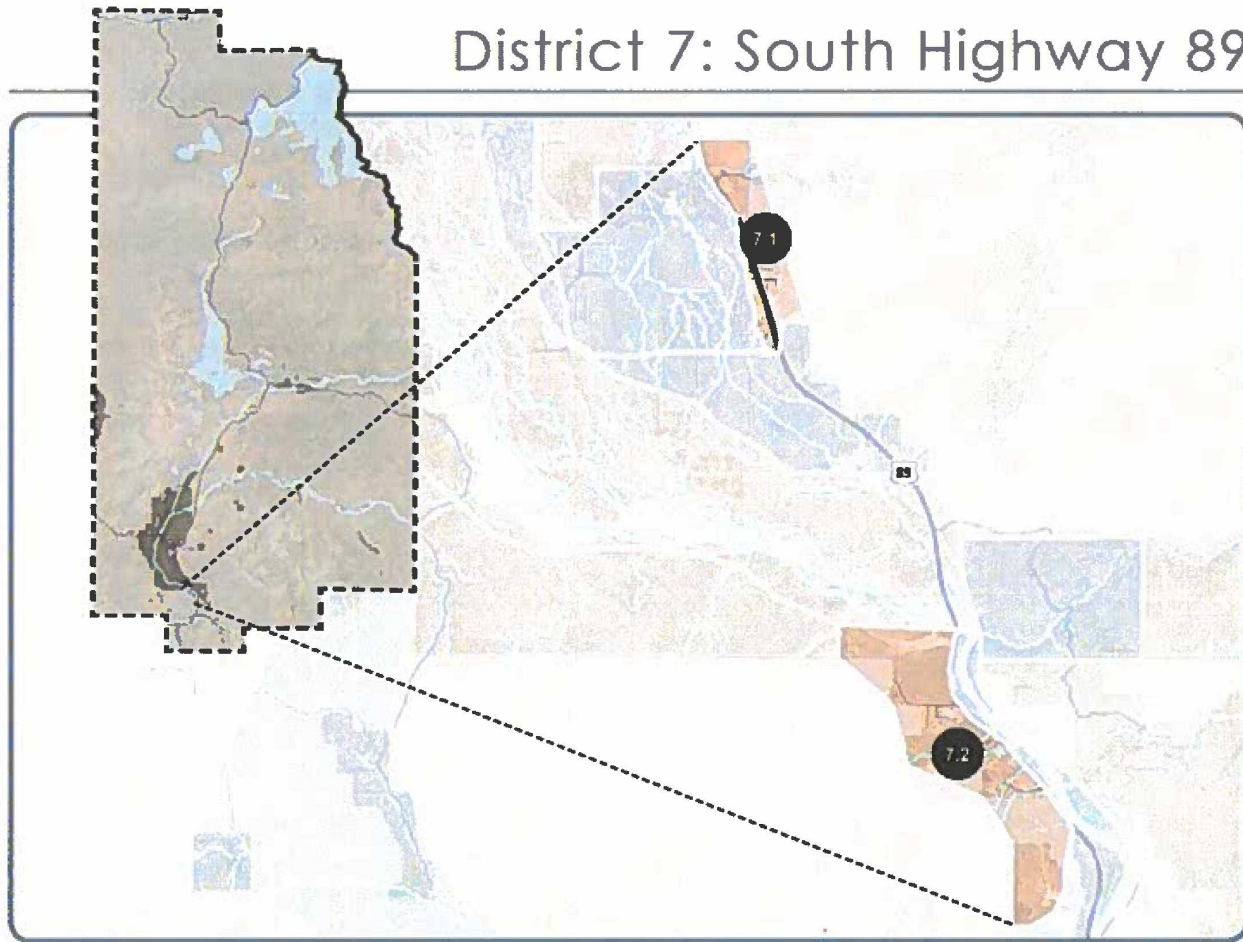
Please contact me at your earliest convenience if you have any questions or concerns.

Sincerely,

Melissa Ruth
Associate Planner
melissa@y2consultants.com

Enclosures:

District 7: South Highway 89

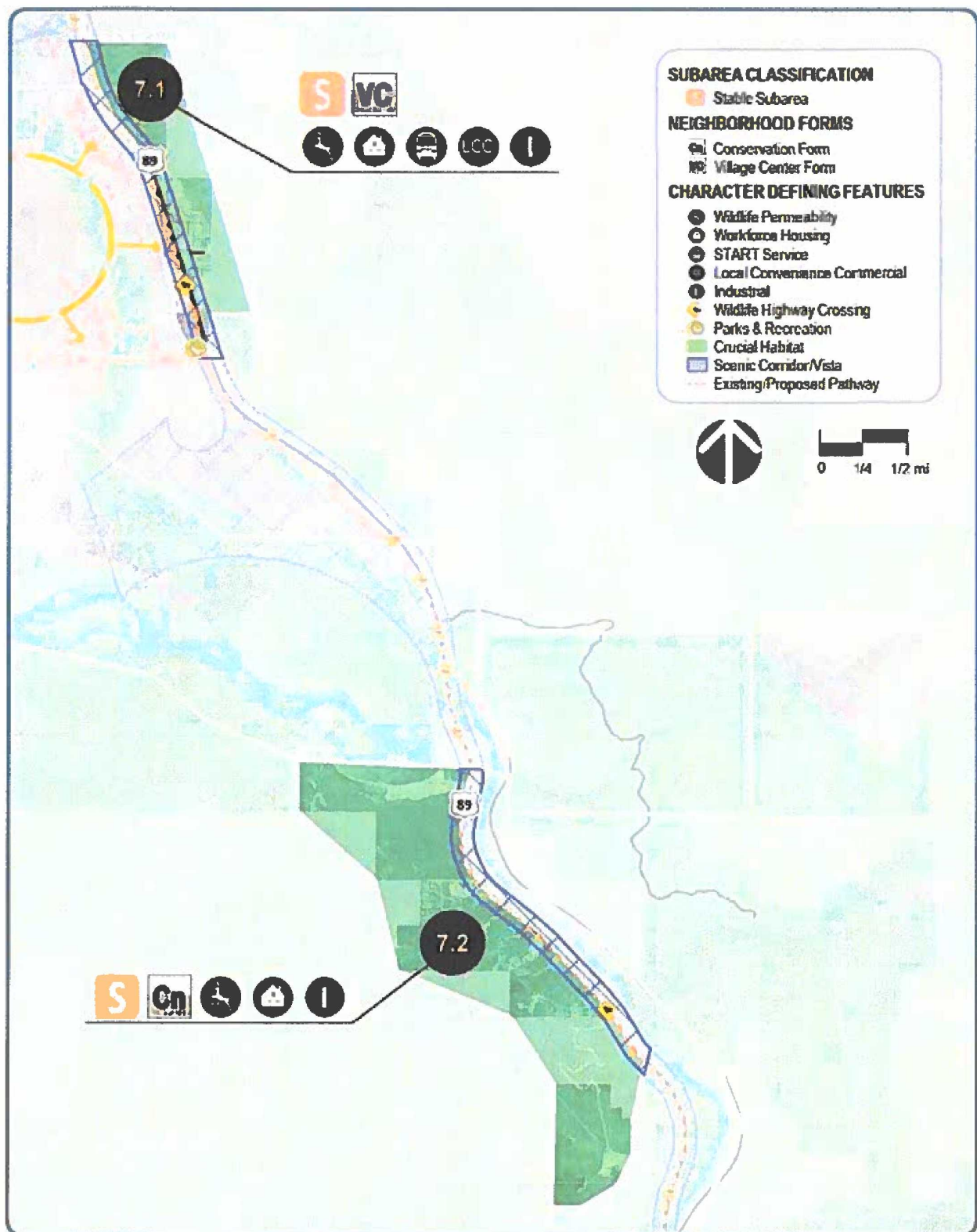


Complete Neighborhood + Rural Area Chart

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



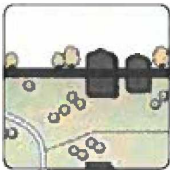
Village Center
Form

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.



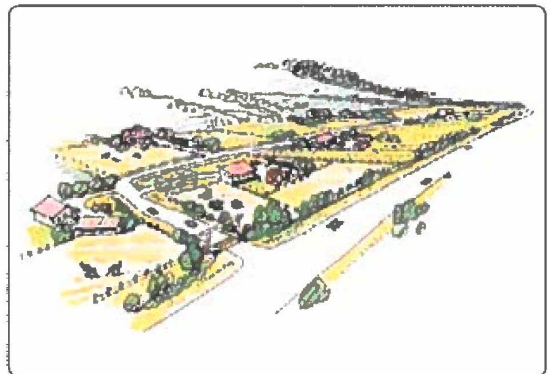
7.2: Hog Island Home Business



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.



N
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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CONSULTANTS

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//

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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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“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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Bodee & Lisa	Wilson
William & Cynthia	Wiley
Hog Island Properties, LLC	
James Heron Living Trust	
Faye Robertson Living Trust	
Luke	Mullendore
Eric & Kashia	Hiltbrunner
Mary Ann	Robertson
Thomas & Lee Ellen	Judge
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Cody Jae & Mary Elizabeth	Hansen
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Matt	Mcreehy
Ty	Montgomery
Sid	Stanfill
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Mark	Hendrickson
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Annie	Band
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Jess	Tuchscherer
Kate	Mead
Keith	Gingery
Bill	Hoglund
Clay	Geittmann
David	Landes
Don	Watkins
Hugh	O'Halloran
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Jesse	Stover
Leslie	Mattson
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Missy	Falcey
Ned	Jannotta
Stephanie	Thomas
Arne	Jorgenson
Hailey	Morton Levinson
Jim	Stanford
Jonathan	Schechter
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Kieth	Compton
Ted	Wells
Brad	Hovinga
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
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Paul	Anthony
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Regan	Kohlhardt
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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.

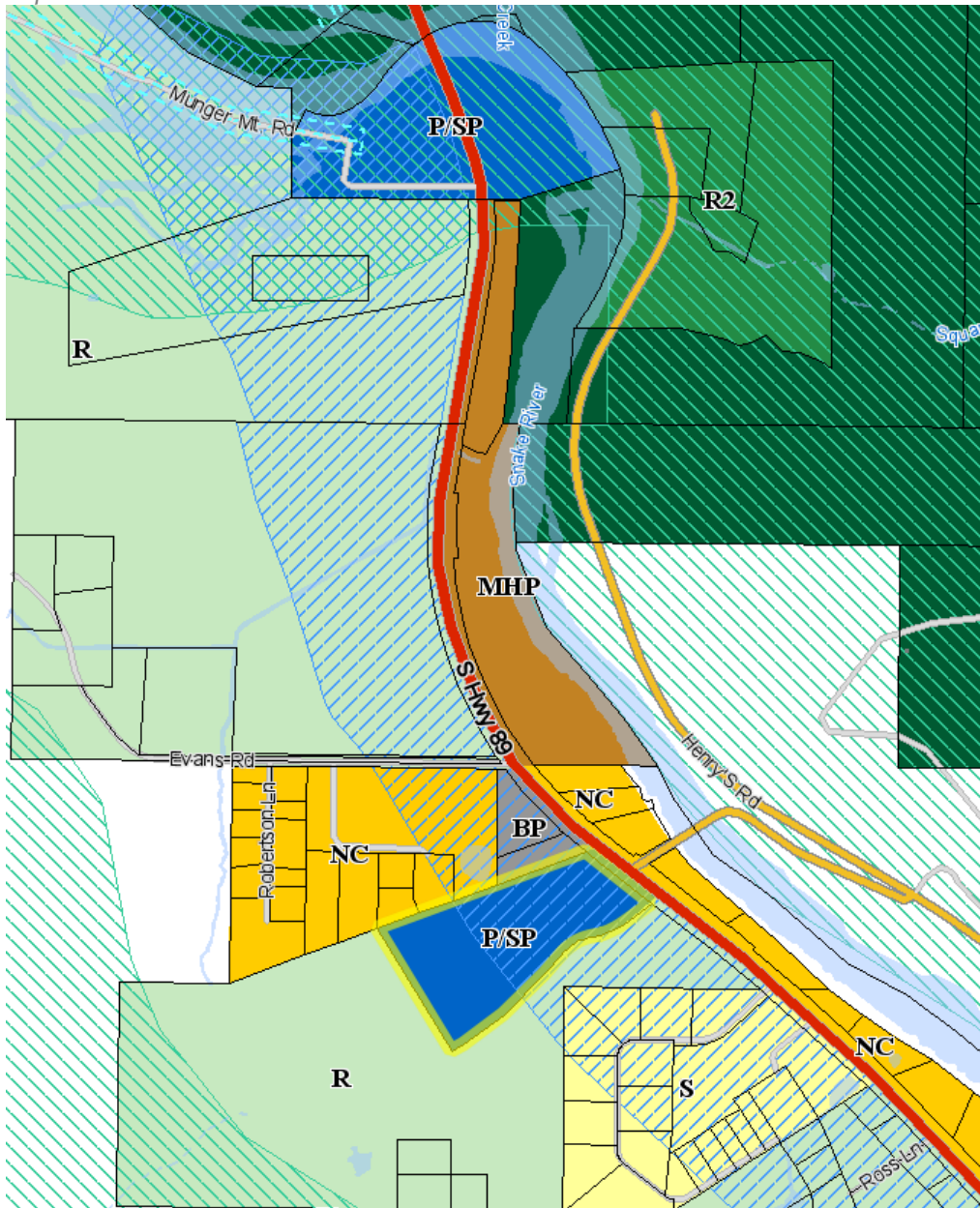
In 1994 the site was zoned Rural – County (R-TC). In June the site was rezoned Public/Semi-Public – County (P/SP-TC) to acknowledge the School District's ownership of the property.

Location

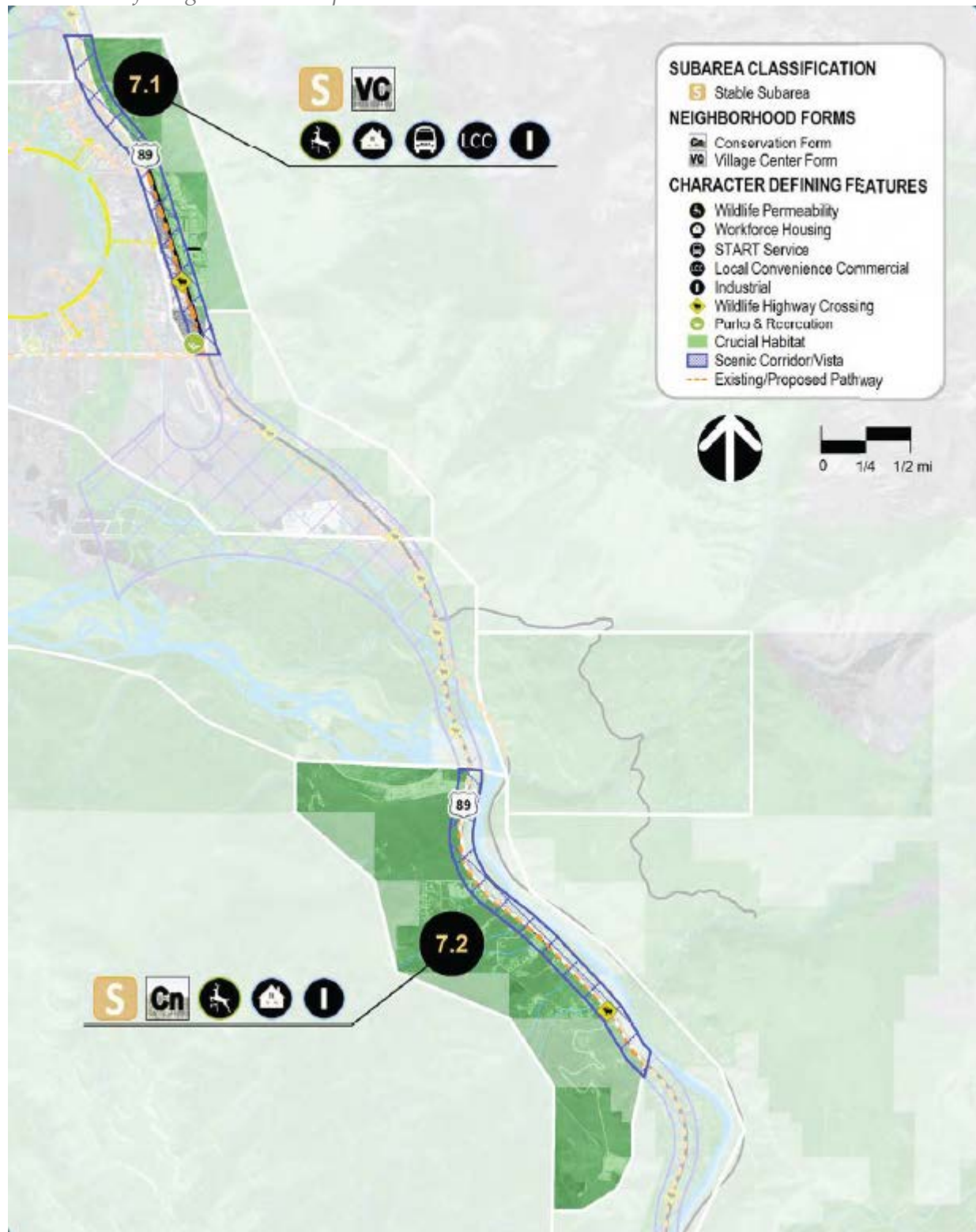
The Munger Mountain School site is located at 7605 South Highway 89, across the highway from swinging bridge, approximately 7 miles south of the Town of Jackson.

PIDN: 22-39-16-03-3-00-043
Property Size: 20.00 acres
Character District: 7: South Highway 89
Subarea: 7.2: Hog Island Home Business
Zoning: Public/Semi-Public - County (P/SP-TC)
Overlay: Scenic Resource Overlay (SRO)

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.