

Special Joint Information Meeting

TOWN COUNCIL & COUNTY COMMISSIONER MEETING

April 23, 2019

2:00 - 5:00 PM

Town Council Chambers

Chair: Mayor Muldoon

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**

I. CALL TO ORDER AND ROLL CALL

II. DISCUSSION/ACTION ITEMS

- A. Comprehensive Plan Amendment to Add Subarea 7.3 Munger Mountain Residential
AMD2019-0001/P19-043 (Tyler Sinclair and Steve Westbay)
Continued from April 8 Meeting
- B. Annual Indicator Report and Implementation Work Plan MSC2019-0010/P19-020 (Tyler Sinclair and Steve Westbay)
Continued from April 8 meeting

III. ADJOURN

Please note that at any point during the meeting, the Chairman or Mayor may change the order of items listed on this agenda. In order to ensure that you are present at the time your item of interest is discussed, please join the meeting at the beginning to hear any changes to the schedule or agenda.



JOINT INFORMATION MEETING TOWN OF JACKSON & TETON COUNTY AGENDA DOCUMENT

PREPARATION DATE: March 29, 2019

MEETING DATE: April 8, 2019
and **APRIL 23, 2019**

APPLICANT: Y2 Consultants, LLC

SUBMITTING DEPARTMENT: Long-Range Planning

DEPARTMENT DIRECTORS: Tyler Sinclair & Steve Westbay

PRESENTER: Tyler Sinclair

SUBJECT: AMD2019-0001/P19-043: Comprehensive Plan Amendment to Add 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 Subarea 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

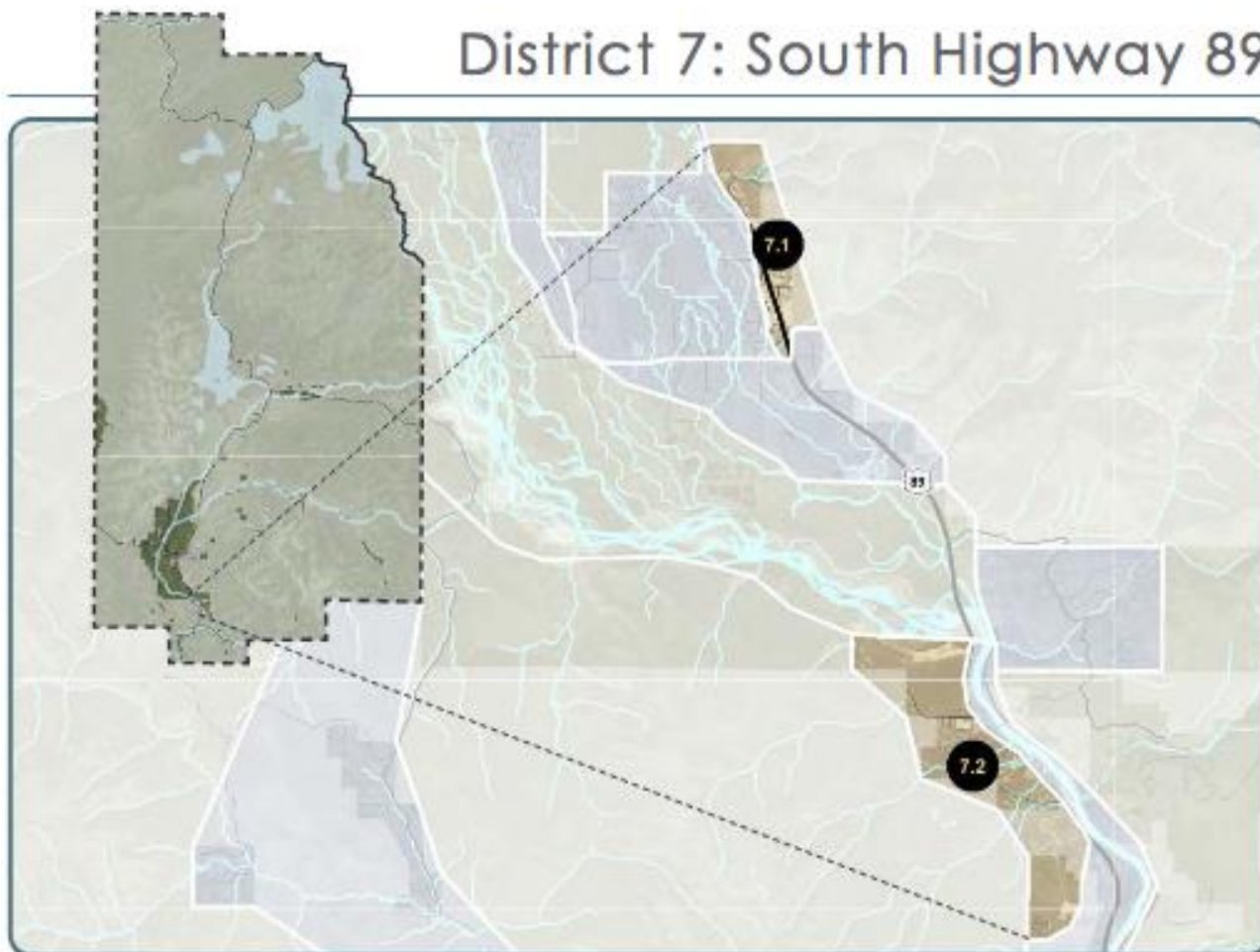
 Generally Present;
  Partially Present;
  Generally absent

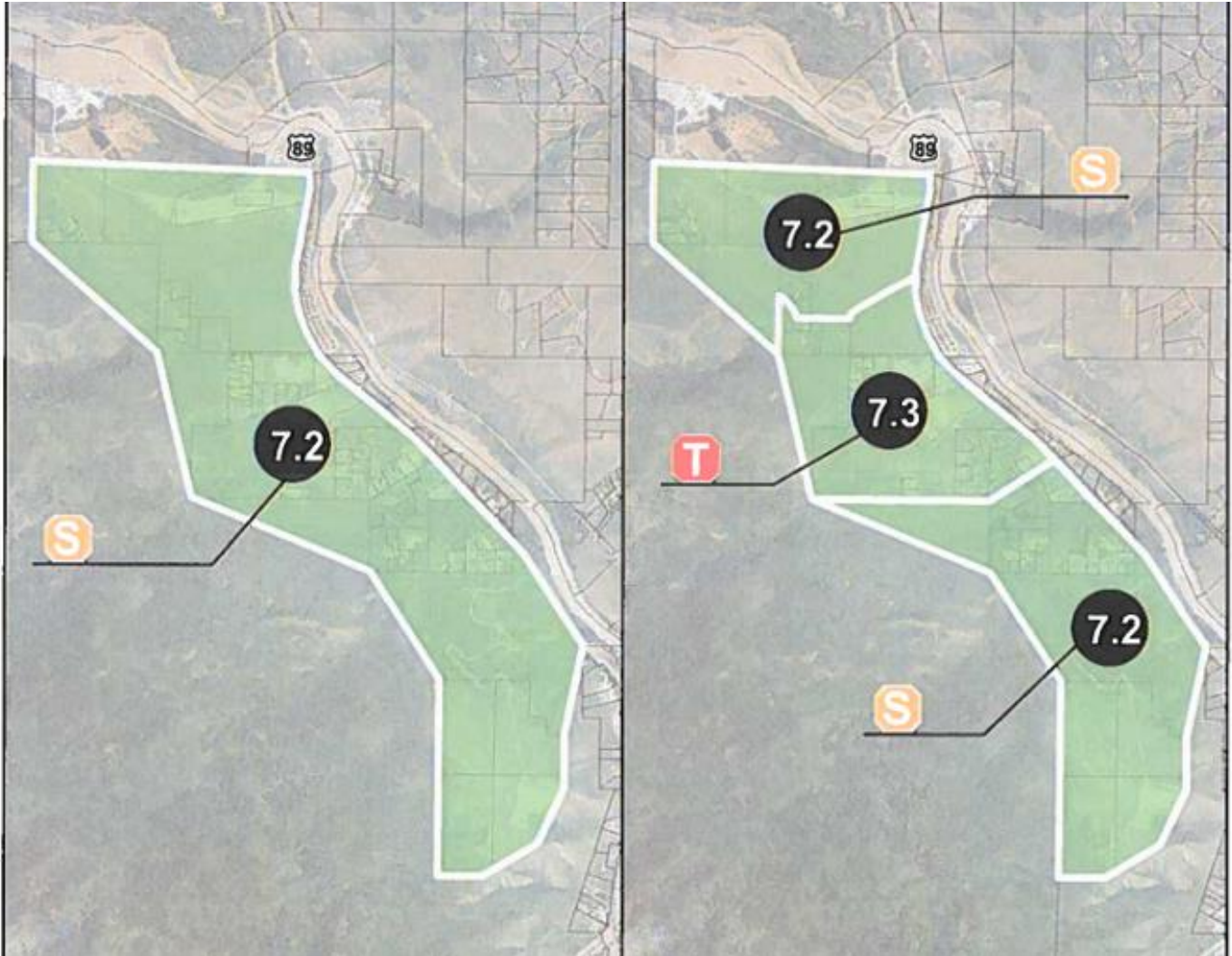
IV-54

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 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



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.

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.

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 made its own motion and recommendation on this item and are presented separately below.

Key issues identified by the Planning Commissions focused on the infrastructure and service improvements made in the Hog Island area since 2012 (specifically highway improvements, school construction and sewer line extension), the appropriate process for consideration of changes to the desired future character of this area as represented in the Comprehensive Plan, and how residential density is limited and allocated in the Town and County.

In his Staff presentation, Mr. Sinclair clarified that this application does not propose to remove the cap on residential buildout established to maintain 1994 residential density in the Town and County, so at this time increased density in Hog Island would be pulling units from density allocated for Town or other Complete Neighborhoods. In response, Commissioner Mateosky asked how reasonable it is for an additional approximately 1800 residential units to be built in the Town of Jackson. Mr. Sinclair said that number is correlated with the reduced density in the County resulting from a Rural rezone in 2016. Commissioner Mateosky further contemplated if preferable types of housing variety (i.e. single-family homes) could be reasonably accommodated in Town and if pulling some density from Town into Complete Neighborhoods in the County would allow for more variety in unit types. Mr. Sinclair clarified that all approximately 1800 available unbuilt residential units do not have to be located in Town, they just have to be located in Complete Neighborhoods and Hog Island is a Complete Neighborhood. Mr. Sinclair's point was that there is prioritization of increased density in Complete Neighborhoods in the County as represented in the Comp Plan so the preferred method for reviewing proposed changes to the Comp Plan is during the county-wide comprehensive Growth Management Program Update.

Commissioner Rockey wanted to know more about Hog Island zoning in 2015; she remembers an emphasis on local business for that area; are there limited areas in the Town and County for that type of light industry home business use? Mr. Sinclair agreed that areas for that use are limited and that recently the intensity of use of some home business in Hog Island has been in conflict with the goal of maintaining rural residential character. Commissioner Rockey asked if there are other areas of the County that would accommodate a light industrial home business use. Mr. Sinclair said no, there is no other area identified for live/work uses such as Hog Island, other than Subarea 7.1 which may also accommodate those uses.

Commissioner Petri asked if there is a chance that Munger Elementary would become a neighborhood school rather than a magnet school. Mr. Sinclair didn't know since it is the decision of the school district; but he noted that it was originally intended to be a neighborhood school before the magnet program was located there.

Commissioner Mateosky wanted to know why the current zoning of the Robertson parcel only allows for one detached single-family unit per 35 acres. Mr. Sinclair said that this area hasn't been rezoned yet to match the desired future character of the 2012 Comprehensive Plan so density allowances will change when that zoning update occurs.

Commissioner Vandenberg thought there should be an affordability component integrated in this application. Mr. Sinclair said there currently is no incentive program in the County to provide affordable housing and that the option for a Planned Unit Development for Affordable Housing was intentionally removed from the County. The applicant would only have to provide affordable workforce housing per the affordable workforce housing regulations effective at the time of development.

Commissioner Mateosky wondered how the sewer connection and school could not inevitably prompt growth in the Hog Island area; why did the Town allow a sewer line if they didn't want growth in that area? Did WYDOT not communicate their 5-lane plan for the highway? Mr. Sinclair responded that the County/Town were informed of WYDOT's plans but did not agree that a higher capacity road correlates with allowance for higher residential density within the highway corridor. Further, the Town was put in a difficult position knowing the School District was locating a school in Hog Island and felt that water quality would be better protected by a connection to the Town sewer system rather than limiting the school's only option to a septic system. The Town made it clear at the time that future density was not considered in the decision to allow the school to connect to the sewer. Mr. Sinclair affirmed that the Town of Jackson decides who connects to the sewer.

Commissioner Esnard requested staff input regarding the Family Exempt Subdivision State legislation (WY HB 196) and its effect on land use considerations. County Attorney Keith Gingery provided an overview of the statute, noting that it applies to this site and County-wide. Whereas Teton County previously applied all standards of the LDRs to parcels resulting from state-exempt land divisions, this new statute disallows any board of county commissioners, through the establishment of minimum lot size requirements or otherwise, to prevent residential or agricultural use of these parcels. As applied, this statute will have the most impact on family exempt subdivisions. Parcels resulting from an exempt family subdivision that did not meet the minimum lot size for the zone were previously considered undevelopable since they did not comply with all relevant standards of the LDRs. With this statute in effect, county zoning standards cannot impose a minimum lot size for parcels created via family exempt subdivisions nor prevent their use by other means. This discussion was relevant to the application because some commissioners expressed a concern that if the Hog Island area isn't addressed by the County/Town, the result may be uncontrolled exempt family subdivisions with no planning framework.

In summary discussion among the County Planning Commission, Commissioner Mateosky felt that the location's character has changed (school & central sewer service) warranting consideration of the application proposal. Commissioner Rockey agreed that the area's character has changed but reviewing Hog Island as part of the Growth Management Program could help avoid unintended consequences resulting from an approval of this application. Commissioner Lurie also felt the site would be best discussed as part of a holistic review with the Growth Management Program Update. Commissioner Esnard stated that the character has changed with the highway expansion and the central sewer service extension, but he is not in support of the amendment application and would prefer another means of working cooperatively with landowners and the community.

Among the Town Planning Commission, Commissioner Gale expressed that the Growth Management Program review will be a long process with zoning amendments that also need to occur, and the application supports affordable housing development, so the amendment application is warranted. Commissioners Wilson and Smits were open to supporting the amendment. Commissioners Beaulieu, Vandenberg and Petri felt amending the Comp Plan for Hog Island should be assessed as part of the FY 20 Work Plan.

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 and a summary was provided in the application. All written comments received to date are attached to this report. Public comment was received at the Planning Commission joint meeting and is included in the draft minutes for that meeting.

LEGAL REVIEW

Gingery

ATTACHMENTS

- Application
- July 2016 Memo regarding MMES consistency with the Comprehensive Plan
- Planning Commission Draft Minutes
- Public Comment

RECOMMENDATIONS

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.

Town Planning Commission Recommendation

At their March 20, 2019 meeting, the Town of Jackson Planning Commission voted 3 in favor and 4 opposed to recommend **APPROVAL** of **P19-043**, to add Subarea 7.3 – Munger Mountain Residential to the Comprehensive Plan, dated January 25, 2019, based on the findings recommended by the Planning Directors. The motion failed with a vote of 3 in favor and 4 opposed.

At their March 20, 2019 meeting, the Teton County Planning Commission voted 1 in favor and 3 opposed to recommend **APPROVAL** of **AMD2019-0001**, to add Subarea 7.3 – Munger Mountain Residential to the Comprehensive Plan, dated January 25, 2019, based on the findings recommended by the Planning Directors, with Commissioner Muromcew recused. The motion failed with a vote of 1 in favor and 3 opposed.

SUGGESTED MOTION

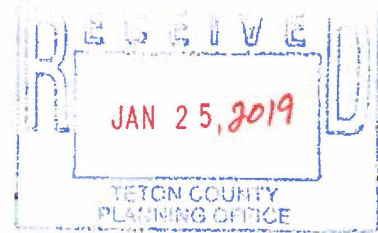
I move to \APPROVE of AMD2019-0001 (County) / Town P19-043 (Town), to add Subarea 7.3 – Munger Mountain Residential to the Comprehensive Plan, dated January 25, 2019, subject to any conditions identified at this meeting, pursuant to the conditions recommended by the Planning Directors, being able to 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 Board and Council.

*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>AMD2019-001</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.

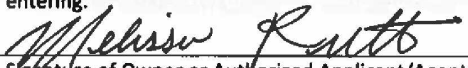
FORMAT.

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

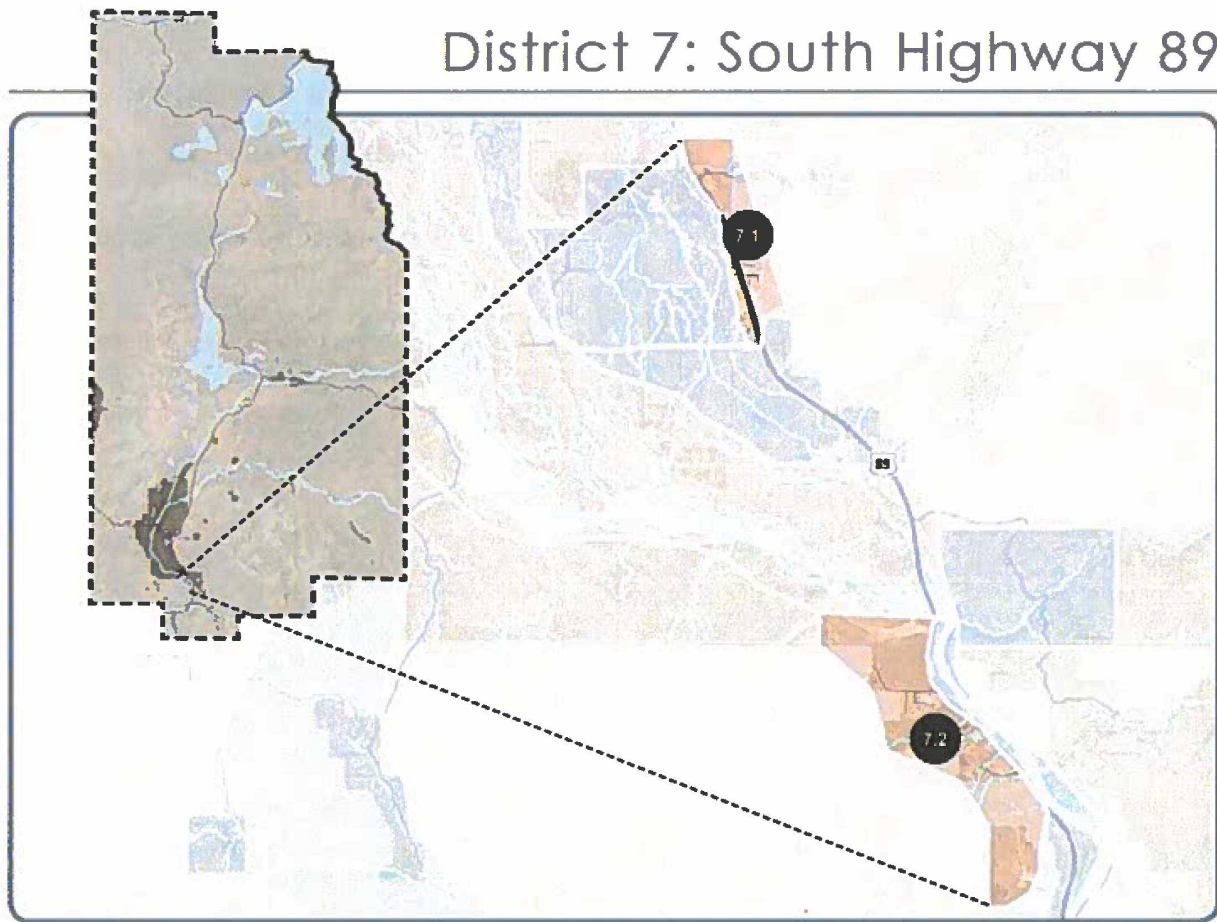
Please contact me at your earliest convenience if you have any questions or concerns.

Sincerely,

Melissa Ruth
Associate Planner
melissa@y2consultants.com

Enclosures:

District 7: South Highway 89



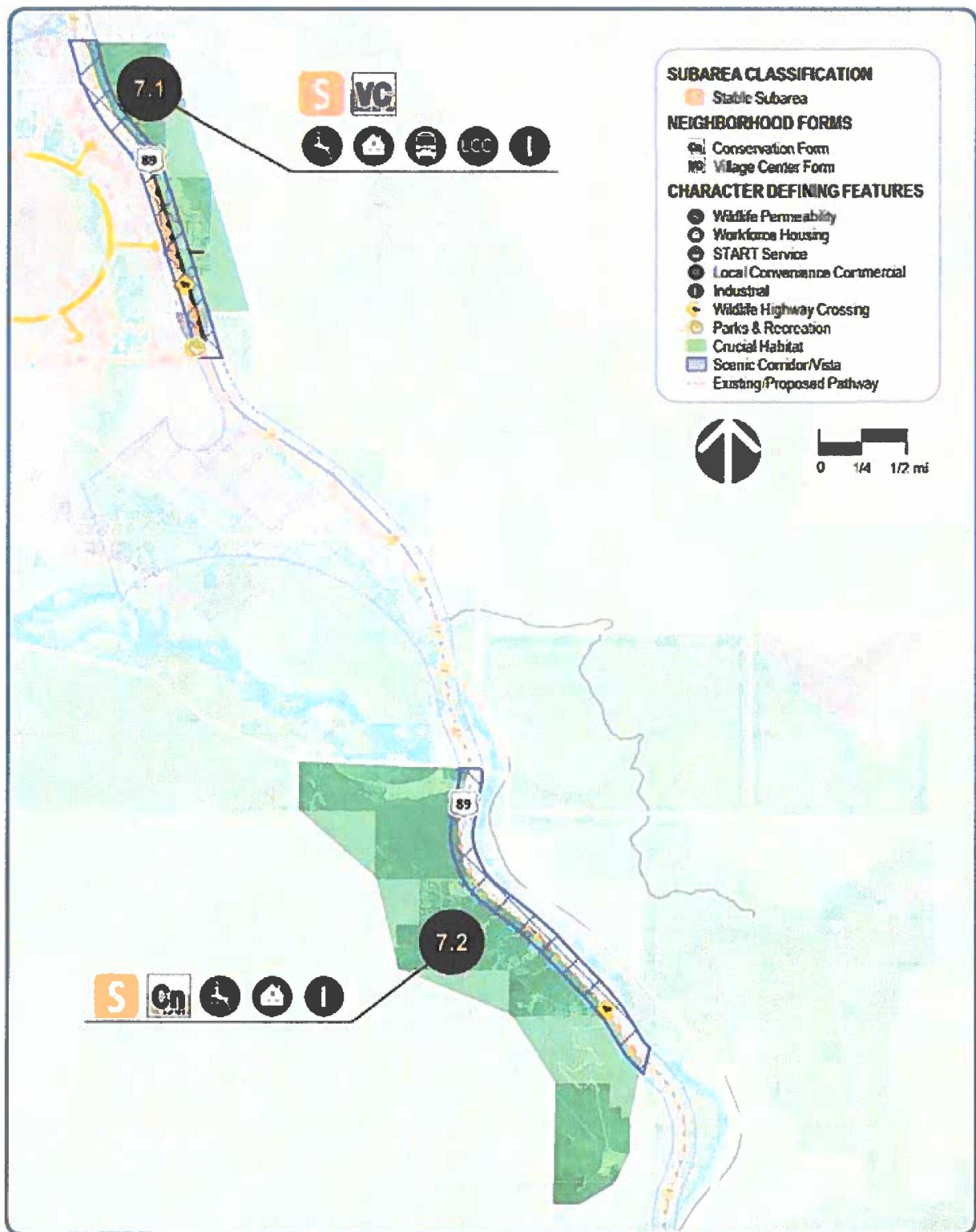
Complete Neighborhood + Rural Area Chart

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



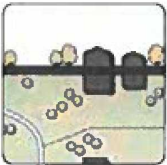
Village Center
Form

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.



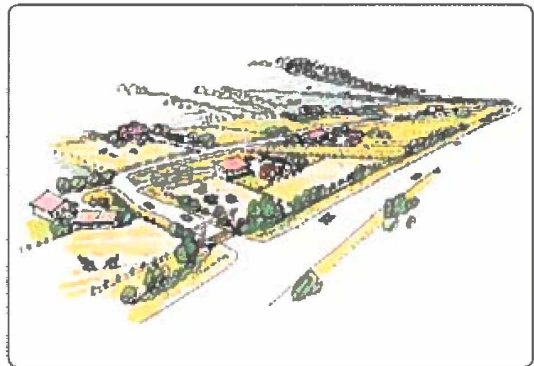
7.2: Hog Island Home Business



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

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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@tetoncountyywy.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:

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(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.

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By Allie Gross//

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.

[Buy Now](#)

By Allie Gross//

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.

[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.

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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.

By Allie Gross//

[Buy Now](#)

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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Alan & Wendy	Farnsworth
Philip & Freddie	Wilson
Bucking Chutes, LLC	
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Eric	Rahilly
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Jeffrey & Debera	Lutz
Tammy	Clark
Mathias & Amy	Litzelman
Brandon & Amy	Wilson
Josh & Stacey	Dieckmann
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
Christopher John	Rorke
Cody Jae & Mary Elizabeth	Hansen
Cathy Toolson Living Trust	
Koose Family Limited Part.	
George	Engler
Zachary Reid	Vosika
Randall	Johnston
Shawn Evans Hawkins Turstee	
Betty L Cook Revocable Trust	
Mikel Shane Evans Custodian for Evan Samuel Hawkins	
Juan Carlos & Christina Hernandea Montiel	
Stephen & Della	Walsh
Jamie & Willilam	Jackson
David Evans Trustee	
Eric	Vik
Kasey & Leanne	Mateosky
Mikel & Kaye	Evans
Greg	Epstein
Luther	Propst
Mark	Barron
Mark	Newcomb
Natalia	Macker
Tyler	Sinclair

Augusta	Friedsmith
Carol	Linton
Dawn	Pruett
Don	Baker
Jacqueline	Erdman
Jason	Dunlop
Jean Day	Day
Josh Mickelson	Mickelson
Kendra	Heimbuck
Maggie	Hunt
Mark Dalby	Dalby
Meredith	Adams
Patty	Lummis
Richard	Uhl
Todd	Cedarholm
Barbara	Herz
Bruce	Hayse
Cynthia	Hogan
Elizabeth	Masek
Joe	Albright
John	Kren
Karen	Connelly
Michael	Tennican
Paul	Beaupre
Scott	Gibson
Amy	Minella
Arne	Jorgenson
Berte	Hirschfield
Bob	Hartman
Bomber	Bryan
Brandie	Orchard
Dale	Hoyt
Frances	Tessler
Jim	Moses
Kim	Stertz
Margot	Snowdow
Stan	Zaist
Lynne	Wagner
Anne	Creswell
Skye	Schell
Amy	Robinson
April	Norton
Bets	Mollinet
Danielle	Holdyn Haigh

Dennis	Callaghan
Don	Opatrny
Jeff	Collins
Larry	Thal
Laura	Bonich
Laurie	Andrews
Matt	Faupel
Mary Kate	Buckley
Matt	Mcreeedy
Ty	Montgomery
Sid	Stanfill
Ari	Goldstein
Carol	Peck
John	Hebberger
Mark	Hendrickson
Susan	Scarlata
Alan	Brumsted
Annie	Band
Betsy	Carlin
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Kate	Mead
Keith	Gingery
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Bayless	Byron
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Chase	Lockhart
Chris	Agnew
Cody	Lockhart
Dave	Dufault
Harry	Statter
Libby	Erker
Liz	Gibbs
Melissa	Turley
Paul	Anthony
Polly	Friess
Rachel	Merrell
Regan	Kohlhardt
Reed	Armijo
Scott	Pierson
Clair	Storrs
Bob	McLaurin
Bill	Wotkyns
Steve	Westbay
Susan	Johnson
Ty	Ross
Jesse and Tom	Eastman
Alex	Klein
Katherine	Conover
Brian	Schilling
Anna	Olson
Larry	Huhn
Dell & Leora	Robertson
Connie	Hatfield
Dorthy	Terrel
Steve	Robertson
Ella	Fillmore

Hazen
Alan

Hatfield
Belliveau



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ENGINEERING, SURVEYING & PLANNING
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Via Hand Delivery

April 2, 2019

Kristi Malone
Tyler Sinclair
Steve Westbay
kmalone@tetoncountywy.gov
tsinclair@jacksonwy.gov
swestbay@tetoncountywy.gov

RE: AMD2019-0001 and Hog Island Timelines

Dear Planning Staff,

During the March 20th meeting, the Town Planning and Zoning Commission voted unanimously to move the review of the Hog Island subarea into the Growth Management Plan. Subsequently, on March 25th, the County Planning Commission unanimously voted to move the review of the Aspens and Hog Island into the Growth Management Plan to be reviewed in FY20 (beginning July 1). Both Planning Commissions have shown interest in elevating the review of the Hog Island area on the work plan but a specific timeline for review and adoption has not been discussed.

We feel it is important to discuss the timelines and review periods for:

1. Denial of AMD2019-0001 and prioritization of review of the Hog Island in the FY20 work plan
 - a. If Hog Island revisions are “elevated” to the top of the workplan, what is the timeline for staff review?
 - b. What is the timeline for the revisions to be heard at Planning Commission?
 - c. What is the timeline for the revised Hog Island area to be voted on by the Joint Elected Officials?
2. Denial of AMD2019-0001 and inclusion of the Hog Island area into the Growth Management Plan (GMP)
 - a. Tyler stated that the GMP would take longer if Hog Island was added to the scope for review. If the GMP review begins at the beginning of FY 20, July 1, what is the anticipated completion date of the GMP with Hog Island added?
 - b. What is the outcome of the GMP? The Comprehensive Plan can only be reviewed once per year alongside the Annual Indicator Report; if Hog Island is reviewed under the GMP, and determined to be an appropriate place for workforce housing density, what is the next step? Does a Comprehensive Plan Amendment follow the GMP? Would that occur in the spring of 2020 or if the current amendment is continued could it begin immediately after the GMP?
 - c. When would the elected officials be voting on changes to the Comp Plan based on the GMP?



We ask these questions because there has been much discussion regarding the process that we have followed in pursuing a 100% deed restricted workforce housing neighborhood in Hog Island. Staff informed us that a Comprehensive Plan Amendment was required prior to submission of a rezone application or development plan for the neighborhood because the existing Subarea anticipates large lots with a focus on light industry rather than residential.

The applicant has until November of 2019 to work with the staff, elected officials, and public to discuss the future of this area before the contract for sale expires, at which point, the Robertson family may not extend the deadline. Given the unique opportunity to create a more defined vision for the Hog Island area, is there another mechanism to allow this area to be re-discussed as a location for workforce housing in a more expedited way?

I look forward to your responses to the above questions regarding the timelines for review regarding the Hog Island Subarea and AMD2019-0001.

Sincerely,

Melissa Ruth
Planner
melissa@y2consultants.com

MEMO



Date: July 11, 2016
To: Town Council
From: Alex Norton, Principal Long-Range Planner
Subject: Munger Mountain School and Sewer Connection Comprehensive Plan Consistency and Compliance Review

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

BACKGROUND

Project Description

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

Site Description

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

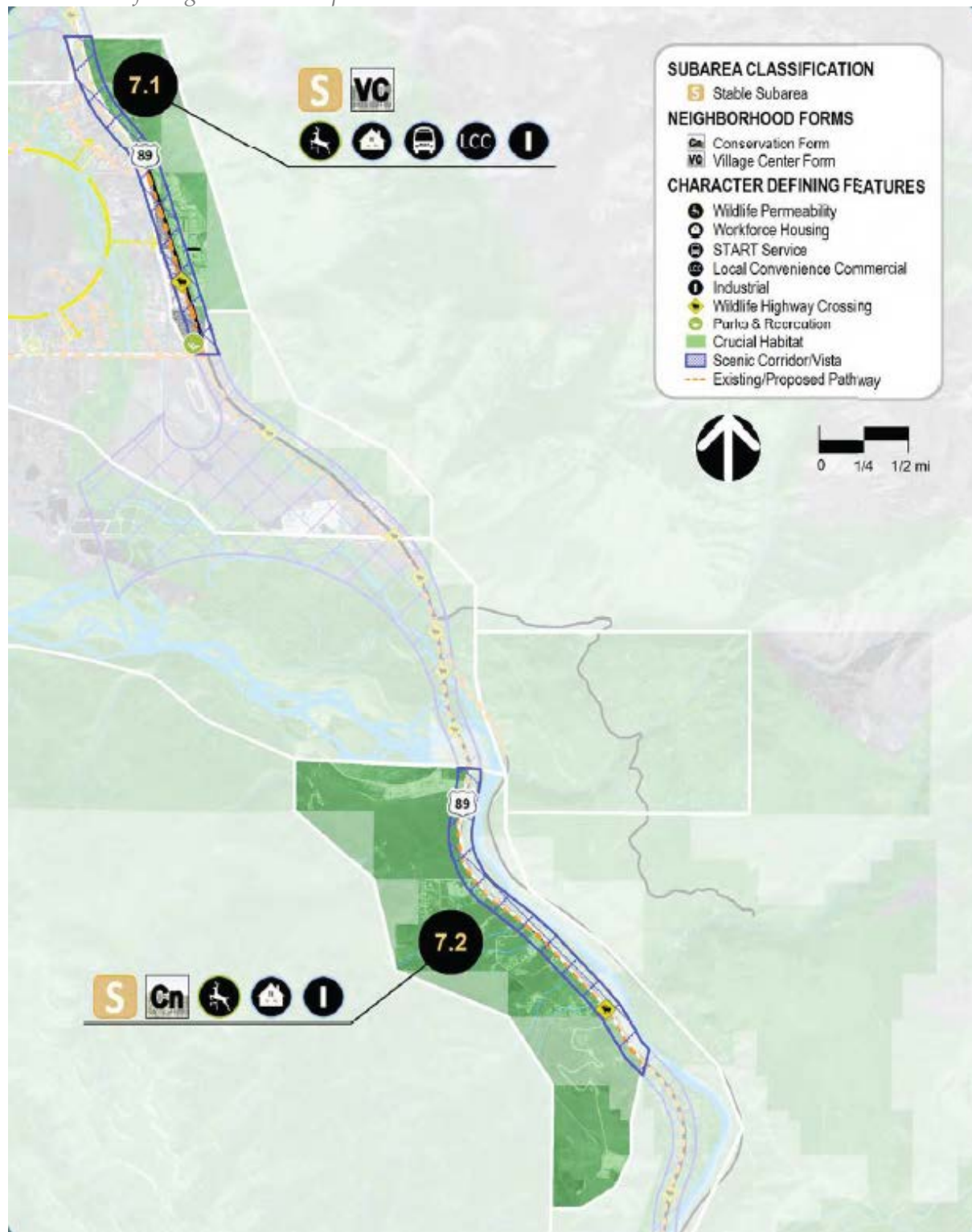
The subject property was purchased by the School District in December 2015. Prior to that date the property had been part of the Robertson family agricultural holding. The remaining 84.36 acres of the Robertson holding borders the property to the west and south. To the east of the property is S. Highway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

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

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

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)

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 (± 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.

MINUTES
JOINT TOWN OF JACKSON/TETON COUNTY, WY PLANNING COMMISSION
SPECIAL MEETING: March 7, 2019

This special meeting of the Joint Planning Commission was called to order at 5:30PM in the Board of County Commission Chambers with Karen Rockey, County Chair, and David Vandenberg, Town Chair, presiding.

ROLL CALL:

TETON COUNTY:

Present	Karen Rockey
Present	Sue Lurie
Present	Kasey Mateosky
Present	Glen Esnard

TOWN OF JACKSON:

Present	William Gale
Present	David Vandenberg
Present	Katie Wilson
Present	Anne Schuler
Present	Chris Beaulieu
Present	Abigail Petri
Present	Thomas Smits

STAFF: Tyler Sinclair (Town Planning Director), Kristi Malone (Joint Senior Long-Range Planner)

APPROVAL OF MINUTES: None.

ADOPTION OF AGENDA

TETON COUNTY

MOTION to adopt agenda as presented: Mateosky

SECONDED: Esnard

VOTE: The vote showed 4 in favor, 0 opposed. The motion Passed.

TOWN OF JACKSON

MOTION to adopt agenda as presented: Schuler

SECONDED:

VOTE: The vote showed 7 in favor, 0 opposed. The motion Passed.

MATTERS FROM THE PUBLIC: None.

OLD BUSINESS: None.

NEW BUSINESS:

1. MSC2019-0010/P19-020: 2019 Annual Indicator Report and Fiscal Year 2020 Work Plan

STAFF PRESENTATION: Mr. Sinclair presented the 2019 Indicator Report and proposed Fiscal Year 2020 Work Plan. He clarified that no action is required on the Indicator Report, but each Planning Commission (Town and County) would make a recommendation on the proposed FY 20 Work Plan to the

electeds for both Town and County to make a decision at their April 8, 2019 special joint meeting.

Commissioner Vandenberg asked about WY HB196 (i.e. family subdivision exemptions) and how it will affect the statistics presented in the indicator Report. Mr. Sinclair responded that we may not see the full affect for years, but development resulting from family exempt subdivision will be factored into the indicators as it is built.

Commissioner Rockey asked how Teton County's natural resource regulations compared to other similar locations as represented in the Small Mountain Town conference that took place in Canmore in late November 2018. Mr. Sinclair thinks we are on the forefront and new natural resource regulations would bring us up even further by progressing the standards we initiated in 1994. Commissioner Rockey asks how we compare to the Tahoe area and Mr. Sinclair said that they have the advantage of applicable federal legislation, watershed-based plans, and performed a carrying capacity study.

Commissioner Gale asks if we need to change local regulations in light of changes that occurred at the State level during legislative season. Mr. Sinclair said these State-level changes may be impactful (exempt subdivision, private school exemption, affordable housing discussion) and that the joint electeds had a conversation at their Monday retreat on how to better coordinate with Cheyenne, increase face to face communication and get more involved in State-level decisions, etc. Commissioner Mateosky would like more clarification on family subdivision rules and private school legislation.

Commissioner Rockey asked what impact Hidden Hollow development has on the statistics presented. Mr. Sinclair noted that none of the units were included in this Indicator Report because they are counted once they are built (i.e receive Certificate of Occupancy). Mr. Sinclair continued that the multi-unit apartments are coming online soon as part of Phase One, and some are restricted as affordable and some are workforce-restricted. Commissioner Schuler commented on the high rental rates for the Hidden Hollow apartment units and Mr. Sinclair responded that only the units restricted as affordable have restrictions on rental rates but the high rental rates for these new units with amenities may adjust market rental rates for units that are older or have less amenities, thereby increasing affordability of units across the market.

Commissioner Schuler asked if there is a risk that people won't want to commute to Jackson from neighboring communities anymore as those communities become more attractive. Mr. Sinclair said that it is possible, but market strength in Jackson has historically supplied higher wages than surrounding communities so commuting will likely continue.

Commissioner Petri asked how many people are living here locally and telecommuting or working remotely. Mr. Sinclair said we do not have data for that in the Indicator Report.

Commissioner Esnard noted that if effective population and jobs are growing at a higher rate than physical development and housing, is there a point that this trend creates a lag on economic growth? (i.e could not house employees locally eventually lead to a lack of employees to sustain business activity?) Mr. Sinclair said yes, some discussion of this possibility occurred in D2 zoning for Town.

Karen asks where business park/home businesses are being tracked as a use? Mr. Sinclair went to slide on employment by sector; source is US bureau economic analysis specific to Teton County.

Glen asked why housing affordability indicators use median with no weighting and if there is a difference

in using median and mean for income.; Mr. Sinclair discussed how affordability percentage was adjusted. Commissioner Schuler also agreed that mean should be included, and Mr. Sinclair responded that more information on how income and affordability are assessed will be provided in the Housing Supply Plan prepared by the Housing Department.

Regarding the Work Plan, Commissioner Vandenberg asked why the Flat Creek Corridor task was separated from Town Natural Resources task and Mr. Sinclair explained that the Town Council has previously requested that this task be completed prior since natural resources will likely take longer to complete.

Commissioner Rockey asked if the Aspens and Hog Island will be tangentially reviewed in the update to the Growth Management Program. Mr. Sinclair said that right now, zoning updates for those areas would be designed to match the existing Comp plan direction; if GMP update or Hog Island Comp Plan Amendment occurs, zoning would be designed to reflect those changes.

APPLICANT PRESENTATION: n/a; Planning Staff is applicant.

PUBLIC COMMENT:

Scott Pierson: Would like to see Hog Island rezone task moved up as a priority and potentially see Aspens rezone moved further into the future to accommodate the Hog Island task.

Leah Zamesnik (on behalf of JH Conservation Alliance): Encouraged prioritization of natural resource updates.

PC DISCUSSION:

Mr. Sinclair clarified that individual Commissioners, whether Town or County, may speak to other jurisdiction's items/priorities.

Mr. Sinclair explained "outreach/education" task after Commissioner Esnard asked.

Mr. Sinclair estimated that GMP update will start in next 60 days.

Karen asked if we can do an update to the Work Plan when associated Town/County Departments are fully staffed; Mr. Sinclair said, yes, we can add a staffing and progress update as a matter from staff on future agendas.

Commissioner Vandenberg proposed not making a decision on FY 20 Work Plan at this time since Hog Island Comp Plan Amendment item is to be heard next on the agenda and may influence prioritization. Commissioner Mateosky agreed. Commissioner Rockey agreed.

Commissioner Smits was okay with town scope and was prepared to vote to approve FY20 Work Plan. Commissioner Schuler agreed, Commissioner Vandenberg agreed.

Glen commented that last year, one of the recommendations was to move up Hog Island and North South

Park rezones as a priority; he thought Hog Island should be moved up sooner in the Work Plan.

Anne thought Northern South Park should be paired with the Hog Island rezone since it is the next option for preferred housing location according to the Comp Plan.

TETON COUNTY:

MOTION: Commissioner Mateosky motioned to continue this item to the March 25, 2019 regular meeting of the Teton County Planning Commission

SECONDED: Commissioner Esnard

VOTE: The vote showed 4 in favor, 0 opposed. The motion Passed.

TOWN OF JACKSON:

MOTION: Commissioner Wilson motioned to recommend approval of the FY 20 Work Plan as presented by Planning Staff.

SECONDED: Commissioner Schuler

VOTE: The vote showed 7 in favor, 0 opposed. The motion Passed.

2. AMD2019-0001/P19-043: Comprehensive Plan Amendment to add Subarea 7.3 Munger Mountain Residential

STAFF PRESENTATION: Tyler Sinclair

Mr. Sinclair briefly discussed process; any proposed Comp Plan Amendment has to be reviewed concurrent with an annual Indicator Report and Work Plan. This application review does not include discussion of proposed zoning, site plans, and is strictly a Comp Plan discussion. Mr. Sinclair clarified that if this proposed amendment is not approved, new zoning for Hog Island (as task represented in FY20 Work Plan) would be created to meet the existing character description in the Comp Plan.

The only other Comp Plan Amendment that has occurred since adoption of the 2012 Comp Plan was for Hidden Hollow in Town.

Mr. Sinclair clarified that this application does not propose to remove the cap on residential buildout established to maintain 1994 residential density so at this time, increased density in Hog Island would be pulling units from density allocated for Town or other Complete Neighborhoods. In response, Commissioner Mateosky asked how reasonable it is for an additional 1800 units to be built in the Town of Jackson. Mr. Sinclair said that number comes from reduced density in the County resulting from an intentional rezone in 2015. Commissioner Mateosky further contemplated if preferable types of housing variety (i.e. single-family homes) could be reasonably accommodated in Town and if pulling some density from Town into Complete Neighborhoods in the County would allow for more variety in unit types. Mr. Sinclair clarified that all 1800 available residential units do not have to be located in Town, they just have to go in complete neighborhoods and Hog Island is a complete neighborhood; Mr. Sinclair's point was that there is prioritization of complete neighborhoods in the County and where density should be allocated so the preferred method for reviewing proposed changes to the Comp Plan is during the county-wide comprehensive Growth Management Program Update.

Commissioner Esnard found the "patience, progress takes time" message of the Indicator Report to be

ambiguous. Mr. Sinclair responded that the 60%/40% complete neighborhood/rural goal and the 65% workforce housed locally goal are two of the best indicators; if these indicators rapidly decline, we would know its time to make immediate changes and staff's opinion is that we are not at that point yet. Commissioner Esnard noted that those are lagging indicators and there are earlier indicators that should be considered like unbuilt units coming online. Mr. Sinclair said some of this info will be presented in the Housing Supply Plan by the Affordable Housing Department.

Commissioner Rockey wanted to know more about Hog Island zoning in 2015; she remembers an emphasis on local business for that area; is there limited areas in the Town and County for that type of light industry home business use? Mr. Sinclair agreed that areas for that use are limited and that recently the intensity of use of home business and maintaining rural residential character has come into question. Commissioner Rockey asked if there are other areas of the County that would accommodate that use. Mr. Sinclair said no, there is nothing as obviously set up for live/work uses as Hog Island, but Subarea 7.1 may also accommodate those uses.

Commissioner Petri asked if there is a chance that Munger would become a neighborhood school rather than a magnet school. Mr. Sinclair didn't know since it is the decision of the school district; it was originally intended to be a neighborhood school before the magnet program was located there.

Commissioner Mateosky wanted to know why the zoning of the Robertson parcel only allows for one detached single-family unit per 35 acres. Mr. Sinclair said that this area hasn't been rezoned yet to match the desired future character of the 2012 Comprehensive Plan so density allowances will change when that zoning update occurs.

Commissioner Vandenberg thought there should be an affordability component integrated in this application. Mr. Sinclair said there currently is no incentive program in the County to provide affordable housing and that the option for a Planned Unit Development for Affordable Housing was intentionally removed from the County because of ineffectiveness. The applicant would only have to provide affordable workforce housing per the affordable workforce housing regulations effective at the time of development.

Commissioner Mateosky wondered how the sewer connection and school could not inevitably prompt growth in the Hog Island area; why did the Town allow a sewer line if they didn't want growth in that area? Did WYDOT not communicate their 5-lane plan for the highway? Mr. Sinclair responded that the County was informed of WYDOT's plans but did not agree that a higher capacity road correlates with allowance for higher residential density within the highway corridor; further, the Town was in a position knowing the School District was locating a school in Hog Island and felt that water quality would be better protected by a connection to the Town sewer system rather than limiting the school's only option to a septic system. The Town made it clear at the time that future density was not considered in the decision to allow the school to connect to the sewer. Mr. Sinclair affirmed that the Town of Jackson decides who connects to the sewer.

APPLICANT PRESENTATION: Scott Pierson, Y2 Consultants

The main premise of Mr. Pierson's presentation was that significant changes have occurred in the Hog Island area, including a sewer line, school and highway improvements, that should warrant a reconsideration of the desired future character of this area in the context of the Comprehensive Plan.

Commissioner Mateosky asked Mr. Pierson if the Town of Jackson has confirmed potential for a high-

density neighborhood to connect to the Town sewer. Mr. Pierson responded that he is working with the Town of Jackson, School District and utility easement holders to explore a sewer connection.

PUBLIC COMMENT:

Kendra Heimbuck, Teton Habitat for Humanity: fully support affordable and workforce housing options; support continuing exploration of housing at this site.

Phil Wilson: Previously applied for 84 units on 20 acres in Hog Island area; he regretted not working first with the local community and realized they did not want change only after he applied; he expressed that the local community still feels that way and that a high-density neighborhood will change the community character beyond what is desired.

Fernando Ramos: As a business owner he thinks workforce housing is needed for his employees and that this location should be further explored.

Bill Watkins, Flitner Strategies (hired by applicant): Presented a letter from Hospital CEO supporting further exploration of workforce housing at this site.

Leah Zamesnik, JH Conservation Alliance: Does not support a Comp Plan amendment without more comprehensive review; urged Town/County to incorporate this item in the Growth Management Program update and to request a more detailed proposal from the applicant including transit, walkability, wildlife, required deed restriction for local workforce ownership and not just occupancy considerations; felt that if density is moved to Hog Island, it should be removed as a potential elsewhere in the County to maintain a balance.

Harrison Chip, School District employee: supports the application; commented on inability for locals to stay in Jackson/Teton County especially with gap in availability of housing for dual income families (i.e. make too much to qualify for affordable and too little for market purchase); thinks this proposal provides variety of housing options.

Diana Vaughn, neighbor, owns 2 acres on the Snake River: has witnessed lots of wildlife use of this area; thinks proposal is overly ambitious and may eliminate rural environment with traffic and wildlife impacts. Munger should be neighborhood school.

Kelly Morris, neighbor: supports maintaining ability for home businesses to locate in Hog Island; thinks the current Comp Plan desired future character is sufficient to create zoning for one-acre to five-acre parcels so residential density can be increased but still maintain the character of area; concerns about ability to connect to sewer and water quality.

PC DISCUSSION: None.

TETON COUNTY:

MOTION: Commissioner Esnard motioned to continue this item to the March 20, 2019 special joint meeting of the Teton County and Town of Jackson Planning Commissions.

SECONDED: Commissioner Lurie

VOTE: The vote showed 4 in favor, 0 opposed. The motion Passed.

TOWN OF JACKSON:

MOTION: Commissioner Schuler motioned to continue this item to the March 20, 2019 special joint meeting of the Teton County and Town of Jackson Planning Commissions.

SECONDED: Commissioner Beaulieu

VOTE: The vote showed 7 in favor, 0 opposed. The motion Passed.

MATTERS FROM COMMISSION: None.

AGENDA FOLLOWUP: None.

MATTERS FROM STAFF: None.

A motion for adjournment was made by Commissioner Mateosky and Commissioner Esnard seconded. The meeting was adjourned at 9:00 p.m.

Respectfully submitted: km

Karen Rockey, County Chair

ATTEST:

Susan Johnson, County Planning Manager

David Vandenberg, Town Chair

ATTEST:

Tyler Sinclair, Town Planning Director

- Digital recording on file-

MINUTES
JOINT TOWN OF JACKSON/TETON COUNTY, WY PLANNING COMMISSION
SPECIAL MEETING: March 20, 2019

This special meeting of the Joint Planning Commission was called to order at 6:00PM in the Town Council Chambers with Karen Rockey, County Chair, and David Vandenberg, Town Chair, presiding.

ROLL CALL:

TETON COUNTY:

Present	Karen Rockey
Present	Sue Lurie
Present	Kasey Mateosky
Present	Glen Esnard
Present	Alex Muromcew

TOWN OF JACKSON:

Present	William Gale
Present	David Vandenberg
Present	Katie Wilson
Present	Anne Schuler
Present	Chris Beaulieu
Present	Abigail Petri
Present	Thomas Smits

STAFF: Tyler Sinclair (Town Planning Director), Steve Westbay (County Planning Director)

APPROVAL OF MINUTES: n/a, no minutes have been provided since last meeting.

ADOPTION OF AGENDA - This was a Town-led Meeting for continuation of an item from the March 7, 2019 Joint Planning Commission meeting. No action on the agenda adoption occurred.

MATTERS FROM THE PUBLIC (not on the agenda): None.

OLD BUSINESS: Hog Island Comp Plan Amendment (AMD2019-0001/P19-043) continued from March 7, 2019 Joint Planning Commission meeting.

STAFF PRESENTATION: Completed last meeting but Tyler Sinclair gave a brief update. Mr. Sinclair summarized the March 15, 2016 staff memo with the recommendation options that may be considered by the respective commissions.

APPLICANT PRESENTATION: Completed last meeting but the applicant representative (Melissa Ruth) made a brief presentation on the proposed amendment.

PUBLIC COMMENT: Completed last meeting.

PC DISCUSSION:

County Planning Commission

Commissioner Meteosky: The location's character has changed (school & central Sewer service), warranting consideration of the application proposal.

Commissioner Rockey: Character has changed but reviewing Hog Island as part part of the Growth Management Program could help avoid unintended consequences resulting from an approval of the application.

Commissioner Lurie: Agrees with the staff recommendation (denial) and the site would be best discussed as part of a holistic review with the Growth Management Program.

Commissioner Muromcew: Is open to discussing the proposal as part of the FY 20 Work Plan.

Commissioner Esnard: Requested staff input regarding the Family Exempt Subdivision State legislation (WY HB 196) and its effect on land use considerations. County Attorney Keith Gingery provided an overview of the statute, noting that it applies to this site and all property. Commissioner Esnard stated that the character has changed with the highway expansion and the central sewer service extension, but is not in support of the amendment application.

Town Planning Commission

Commissioner Gale: The Growth Management Program review will be a long process; zoning amendments would also need to occur. The application supports affordable housing development and the amendment application is warranted.

Commissioner Wilson: Is open to supporting the amendment.

Commissioner Beaulieu: Agrees that this amendment application should be assessed as part of the FY 20 Work Plan.

Commissioner Vandenberg: Agrees with the staff recommendation of denial.

Commissioner Smits: Supports the proposed amendment application.

Commission Petri: Agrees that this amendment application should be assessed as part of the FY 20 Work Plan.

TOWN PLANNING COMMISSION:

MOTION: Commissioner Schuler motioned to approve the item.

SECONDED: Commissioner Smits

VOTE: The vote showed 3 in favor, 4 opposed. The motion failed.

COUNTY PLANNING COMMISSION:

MOTION: Commissioner Esnard motioned to approve the item.

SECONDED: Commissioner Muromcew

VOTE: The vote showed 1 in favor, 3 opposed, with Commissioner Muromcew abstained. The motion failed.

NEW BUSINESS: None

MATTERS FROM COMMISSION: None.

AGENDA FOLLOWUP: None

MATTERS FROM STAFF: None

At 6:36PM the County Planning Commission Closed their meeting.

Respectfully submitted: km

Karen Rockey, County Chair

ATTEST:

Susan Johnson, County Planning Manager

David Vandenberg, Town Chair

ATTEST:

Tyler Sinclair, Town Planning Director

- Digital recording on file-

Kristi Malone

From: Carol Kaminski <ckwyo78@onewest.net>
Sent: Monday, April 1, 2019 12:08 PM
To: Tyler Sinclair; Kristi Malone; Steve Westbay
Subject: FW: Please NO upzone for Hog Island!

[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.]

Dear Planning Dept:

Y2 suggested we let the planning dept know our views on their proposal to change zoning on Hog Island. **I fully support your recommendation of denial** of an amendment to the Comprehensive Plan to add a new, "village form" sub-area on Hog Island to facilitate high-density housing and commercial use. We did not ask for the unnecessary 5-lane highway, and had no voice whatsoever regarding the building of the MM elementary school and it's sewer line, so those decisions do not justify this application. Any new housing should be located as close as possible to where the jobs are: Town and the Village Road.

Please continue to make the case to the Commissioners that this application should be denied, and not get further consideration in the scheduled review of the GMP review of the Comp plan. See below the letter I wrote to the Town and County officials.

Thank you,
Carol Kaminski
Jackson

On Mar 3, 2019, at 5:59 PM, Carol Kaminski <ckwyo78@onewest.net> wrote:

Dear Town and County officials:

At your joint retreat on March 4 please agree to table this unprecedented application to amend the comprehensive plan that will allow a massive upzone on one piece of property on Hog Island. Any changes should be part of an overall look at the entire area south of the South Park Loop Road.

The number of lots proposed would nearly double the amount of residences in our area, and surely open the floodgates to more requests for high density variances.

What happened to the Town as Heart concept? In the time I've lived here, south of town has been subject to Evans Construction increasing the original 10 acre mining permit to nearly 100 acres, the Melody Ranch gravel pit flooding the roads with heavy truck traffic and dust, and the WyDot building and yard with its ugly yellow quonset storage. There's Weed and Pest, and the industrial metal buildings on the highway that are supposedly "home businesses." The county put a pathway thru the middle of 3 properties on Henry's Road over our objections, and now there is a constant stream of strangers and their bad dogs next to my house. You also made plans to develop the BLM parcel 26 into a giant commercial boat launch without bothering to notify any of us adjacent landowners, and then you took 2.3 acres of our property that we, and previous owners, paid taxes on.

Likely because the county refused to allow the Robertson's a permit for a seasonal RV park, or even a

family lot split, 20 acres was sold off in a secret backroom deal to the TCSD. So, now we have a humongous school, with its horrible lighting, more traffic, and its big sewer line that the Town allowed. That is the entire reason this push for an upzone is taking place.

The various government entities have made all these decisions without, or in spite of, input from this working class neighborhood. We just don't have the population numbers and the checkbooks to litigate like, for example, the wealthy out at JH golf and tennis, or Willowbrook and I think because of that, things are allowed down at this end of the valley that would not be allowed anywhere else.

Do the right thing- take a step back and don't rush to go forward with a change to the comprehensive plan without a substantial amount of input from our community, and I mean the community who lives down here.

Sincerely,
Carol Kaminski
6746 Henry's Rd
Jackson

Sent from my iPad

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Kristi Malone

From: Tyler Sinclair <tsinclair@jacksonwy.gov>
Sent: Monday, April 1, 2019 7:18 AM
To: Kristi Malone; Steve Westbay
Subject: FW: Munger Mountain Workforce Housing

FYI

From: John Stennis <js@gydearchitects.com>
Sent: Friday, March 29, 2019 4:42 PM
To: Town Council <electedofficials@jacksonwy.gov>; County Commissioners (commissioners@tetoncountywy.gov) <commissioners@tetoncountywy.gov>
Cc: Editor, JH News & Guide <editor@jhnewsandguide.com>; Tyler Sinclair <tsinclair@jacksonwy.gov>; melissa@jhnewsandguide.com; Ben Graham <town@jhnewsandguide.com>; Cara Froege <county@jhnewsandguide.com>
Subject: Munger Mountain Workforce Housing

Dear Elected Officials,

Workforce housing is one of the top priorities our community continues to face, and we have many uphill battles in achieving it under new development regulations that no longer incentivize its construction. As a former Planning Commissioner and architect, I have long advocated for smart housing solutions and I want to generally support the Munger Workforce Housing development. I, like many of you, was disappointed with the School District's decision to build Munger outside of a complete neighborhood but where there was a wall, now we have window. With a school, sewer line, and a much higher capacity highway, I think we should take this opportunity to re-envision the Hog Island area and plan for a complete neighborhood on this end of the valley with housing, business, and local convenience not unlike the Aspens or Wilson. Larry already has a strong track record of providing high quality housing solutions to the valley and I have not doubt that he will work with you and staff to develop a project we can all be proud of and address a serious community need.

I ask that you take action at the April 8th JIM meeting and prioritize housing solutions not housing setbacks. I appreciate all that you do, and I know it's not always easy to lead in a community as passionate as ours, but I think this is a long-term decision you can all be proud to stand behind.

Best,

John

JOHN STENNIS
ASSOCIATE

PO BOX 4755 50 WEST BECAWAY
JACKSON WY 83301
307 733 7503

gydearchitects.com



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Kristi Malone

From: Kendra Hühn <kendrahuhn@gmail.com>
Sent: Friday, March 29, 2019 6:05 PM
To: Board Of County Commissioners; Tyler Sinclair; Steve Westbay; Kristi Malone; Melissa@y2consultants.com
Subject: Munger Mountain Workforce Housing
Attachments: Letter.pdf

To My Fellow Community Members,

To this email, I have attached a letter regarding the Munger Workforce Housing Project proposed in Hog Island. It contains my own background and experiences within the housing community and I would be beyond grateful if it could be read critically but openly.

If you have any questions or conversations feel free to contact me at any point!

Thank you sincerely,
Kendra Shipp
307-690-4469

Kendra Shipp

PO 8072
Jackson, WY 83002
(307) 690-4469
kendrahuhn@gmail.com

29th March 2019

Elected Officials

Teton County, Town of Jackson

To Our Elected Officials,

My name is Kendra Shipp and I have lived in Jackson my whole life. I went through the public school system here and have worked on the Town Square since I was old enough to work. I now manage Teton Toys, a not so little retail toy store inside of Lee's Tees and am familiar with the ins and outs of living in a tourist town. I get to talk with many of Jackson's visitors and locals, many of which are families who have since moved away or families who have very recently moved into Jackson.

I have been eagerly following the Munger Mountain Workforce Housing proposal since the first public meeting at the Lodge on February 7th. The reason Larry's plan really stood out to me when he explained his vision to my husband and I, who have been adamantly looking for years now is because it is an opportunity for middle class local workers to not only live in Jackson but become a part of the community more than current projects (and any projected projects) allow.

I know that you are fully aware of our housing shortages and problems in the county and have done wonderful work at creating affordable housing, that at one point we were in the running for. This year my husband and I's hard work paid off and we make more than we ever have, which disqualified us from any affordable housing efforts. And though we are preparing to start a family in the very near future, we are still just a couple with no dependants and no longer qualify for more than a one bedroom with affordable housing anyway. It makes preparing for the future and a family very difficult.

Now we are in the population of Jackson who has found a way to make it work but can't afford to buy any of the homes in Jackson. Any rare properties we might be able to afford would take all the money we make the next 30 years for only a one or two bedroom home that was built 30+ years ago. Or they are

condos or townhomes that always share walls with neighbors or don't have a yard for kids to play in or workspace for projects.

The Munger Mountain project not only gives us an opportunity to purchase land and build a substantial home for the same cost of buying a much older and smaller home in town but it also allows us to be in charge of owning and upkeeping our own home and giving us the comfort of knowing we can grow our roots, know our neighbors and grow in the community as well.

I understand that Hog Island is not zoned for this specific purpose but growth there is now inevitable and shouldn't be overlooked too quickly. The longer a project like this one gets put off, the more likely we are to see another Hidden Hollow as far as price points go. This is the perfect location for a new neighborhood due to not only all of the new developments in and around Hog Island but because of the access to town it provides.

Traffic may not be perfect until we can integrate START, however it shouldn't ever be a huge problem due to that easy access (unless families like ours continue to move into Alpine and work in Jackson). Not to mention, the new 5 lane highway has worked wonders on congestion, which we've experienced first hand just down the road where it has been completed!

This area of town is and will always be beautiful, no matter the congestion next to the school, a beautiful view and quiet spot is only a 2 minute drive away thanks to this incredible place we live.

All I'm asking is for you to very strongly consider this proposal and not sweep it under the rug right now. We love this place we live in but are starting to feel like we're being forgotten. We just want to see something done and in the works that helps us become our own entity in Jackson. I can see people arguing about where our next neighborhood should be for every single proposal in the next 20 years but we have a proposal now that provides everything we need and all it requires is communication, some tweaking and attention. Larry knows how to finish a job and how to do it right, and his passion along with all of yours for the town of Jackson can make this a reality.

I greatly appreciate your time to read this letter and, even more, your patience, understanding and willingness to listen to everything up to this point for this project!

Sincerely,

Kendra Shipp

Kristi Malone

From: Kelly Ryan
Sent: Thursday, March 7, 2019 11:49 AM
To: Kristi Malone
Subject: Fw: Munger Mountain proposed development

From: Diane Guslander <dianeguslander@gmail.com>
Sent: Thursday, March 7, 2019 11:46 AM
To: Kelly Ryan
Subject: Re: Munger Mountain proposed development

[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.]

Dear Commissioners,

I will not be able to attend the meeting tonight; but would like my voice heard on the proposed housing development in Hog Island. I am a business owner and a local resident for 40 years. I live in Game Creek subdivision and daily commute on the highway to work. I was not supportive of the Munger Mountain School when the issue came up. But since our school board decided to put a school in this predominately rural and industrial area; then it is only natural to build a housing subdivision surrounding it. I support building family neighborhoods near our schools. It encourages our children to walk and bike to school. I think a well planned subdivision would add a community character to what I see is currently industrial sprawl mixed with a few scattered homes south of town.

Our community needs a new subdivision of homes for the families that work and live in our community. The town has room for apartments but not for this kind of subdivision. From what I have seen this location is not a wildlife corridor; and has the road, sewer and water to support this kind of endeavor.

Sincerely,

Diane Guslander
Great Northern Coffee

Kristi Malone

From: Kelly Ryan
Sent: Thursday, March 7, 2019 3:49 PM
To: Kristi Malone
Subject: Fw: Alliance comments: Hog Island comp plan amendment
Attachments: Alliance - Hog Island comp plan comments for PC.pdf

From: Skye Schell <skye@jhalliance.org>
Sent: Thursday, March 7, 2019 3:40 PM
To: County Planning Commission; Tyler Sinclair; Leah Zamesnik
Cc: Town Council; Board Of County Commissioners
Subject: Alliance comments: Hog Island comp plan amendment

Dear Town & County Planning Commissioners,
Please see our attached comments re: the proposed Hog Island comp plan amendment you'll discuss tonight.
Highlights include:

- We commend the applicant & Planning Directors
- We do not support amending the Comprehensive Plan without extraordinarily good reasons
- Please establish clarity on the rationale for this proposed amendment: is it strategic or opportunistic?
- While we would not support building a new suburban "bedroom community" in a rural area, we could potentially support a proposal that sets a model for responsible planning and good community design.
- If we amend the Comprehensive Plan to add new density in one location, we should simultaneously amend it to remove density in another location

Our reasoning behind those ideas is all attached. Please reach out if you'd like to discuss our recommendations and requests.

Thank you for your service,
Skye

p.s. Tyler, please forward to the Town Planning Commission, as I don't have their contact information

--
Skye Schell
Executive Director
Jackson Hole Conservation Alliance

office (307) 733-9417 x1
www.jhalliance.org
fb [JHConservationAlliance](https://www.facebook.com/JHConservationAlliance)



Teton County Planning Commission
Town of Jackson Planning Commission

March 7, 2019

RE: Comprehensive Plan Amendment Proposal for Hog Island

Dear Town & County Planning Commissioners,

Thank you for considering our comments regarding the proposed Comprehensive Plan amendment.

First, we commend the applicant and their team for bringing forward a proposal to meet a community need, and for engaging our community prior to required public hearings. We hope the input they heard will result in positive changes to their development proposals.

Second, we commend the Town & County Planning Directors for their deep and thoughtful treatment of the immediate and long-term consequences of these decisions. This staff report is exceptional in its clear background and context, its level of analysis, and its direct recommendations. In general, we support the analysis and recommendations. Please allow us to share our approach as well.

First: we do not support amending the Comprehensive Plan without extraordinarily good reasons. The Comp Plan was carefully crafted and based in years of community engagement. It presents a strong vision for protecting what we love about Jackson Hole: our ecosystem, our community, and our quality of life. The Comp Plan has a strong growth management framework and is our best bulwark against sprawl. We should only change it as part of a holistic county-wide smart growth strategy, and only when we know the changes will result in real benefit to the shared values outlined in the Plan.

Please start by establishing clarity on the rationale for this proposed amendment. We have heard two very different lines of reasoning: either (1) Hog Island is generally the right place for a lot of new housing; or (2) this amendment would enable a specific opportunity.

- (1) If Hog Island is the right and **strategic** place for more density, in general, than we don't need to talk about what projects might look like. However, the Planning Directors make a strong recommendation that Hog Island is not, in the abstract, the right place for more density. Also, this determination should come from the Growth Management Program update that you and our elected representatives are embarking on soon – you'll take a strategic and holistic look at how and where we should grow. *Please wait until that strategic update is complete before considering specific amendments.*
- (2) Even without believing that Hog Island is the strategic place for more density, one could make the case that this developer's interest (and recent actions of WYDOT, TCSD, etc) create a rare **opportunity** that we should not waste. In this case, we absolutely need to know, and agree on, what the developer intends to build. *We cannot support a Comp Plan amendment to enable a specific project unless we wholeheartedly support the project.*

Protecting the wildlife, wild places, and community character of Jackson Hole.
685 S. Cache St. • P.O. Box 2728 • Jackson, WY 83001 • (307) 733-9417 • info@jhalliance.org • JHalliance.org



While we would not support building a new suburban “bedroom community” in a rural area, as might be proposed in Hog Island, we could potentially support a proposal that sets a model for responsible planning and good community design.

Principles for this model include:

- Creating a true “village” among the network of villages around our community – in the context of a coherent valley-wide growth strategy
- Designing a *walkable neighborhood* with enough density to support a real “village center” with neighborhood services (like a market, transit center, neighborhood school, gym, community center, library, etc) so that residents don’t need to drive for their daily routines, and so it functions as a real community
- Fully identifying and protecting – and even enhancing – the most important on-site *wildlife habitat and wildlife movement permeability*
- Bringing in a significant amount of development rights from higher-value parcels (as identified by the new natural resource tier map) to offset the upzone – creating *real conservation value* (through existing incentive tools or a true transfer of development rights program)
- Including *ownership* deed-restrictions (not merely occupancy) so we can rest assured that this neighborhood will permanently allow *locals* to invest in our community for the long term (instead of just being affordable during the first sale, and then becoming high-cost rental stock owned by outside real estate investors).

We encourage potential developers to propose plans consistent with these principles, and we would welcome an in-depth discussion of truly responsible and forward-thinking planning.

Finally, if we amend the Comprehensive Plan to add new density in one location, we should simultaneously amend it to **remove density in another location to maintain parity** with the current Plan “buildout cap”.

Thank you for your consideration, and please use us as a resource as you engage in these important discussions regarding the future of our valley.

Sincerely,

Skye Schell
Executive Director
Jackson Hole Conservation Alliance

Protecting the wildlife, wild places, and community character of Jackson Hole.

685 S. Cache St. • P.O. Box 2728 • Jackson, WY 83001 • (307) 733-9417 • info@jhalliance.org • JHalliance.org

Re: From Paul Beaupre

From: Connelly, Karen kconnelly@tetonhospital.org

To: Bill Wotkyns bill@wotkyns.com

 **Date:** Thursday, March 7, 3:42 PM

St. John's Medical Center is supportive of further exploration of the Munger Mountain opportunity for workforce housing. We believe that this project could be a vital part of a solution for housing and a valuable tool to help St John's ensure that critical staff for medical services is available in our community. Currently, we face significant challenges helping manager/director level employees (many of whom are part of two-income families) to secure stable, quality, housing for their families. While St John's has independently worked to provide housing for many tiers of our employee base, we believe there is a need for the housing opportunity presented by this project. We encourage the community to continue exploring feasibility, including a willingness to consider revisiting the Comp Plan related to the whole community opportunity in the Munger Mountain area to house essential community workers.

Paul Beaupre, MD



CEO St John's Medical Center

Sent from my iPad

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From: [Tyler Sinclair](#)
To: [Tiffany Stoltz](#)
Subject: FW: Munger Mountain proposed development
Date: Thursday, March 07, 2019 3:49:25 PM

From: Kristi Malone <kmalone@tetoncountywy.gov>
Sent: Thursday, March 7, 2019 11:50 AM
To: Tyler Sinclair <tsinclair@jacksonwy.gov>
Subject: FW: Munger Mountain proposed development

Public comment

From: Kelly Ryan <kryan@tetoncountywy.gov>
Sent: Thursday, March 7, 2019 11:49 AM
To: Kristi Malone <kmalone@tetoncountywy.gov>
Subject: Fw: Munger Mountain proposed development

From: Diane Guslander <dianeguslander@gmail.com>
Sent: Thursday, March 7, 2019 11:46 AM
To: Kelly Ryan
Subject: Re: Munger Mountain proposed development

[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.]

Dear Commissioners,

I will not be able to attend the meeting tonight; but would like my voice heard on the proposed housing development in Hog Island. I am a business owner and a local resident for 40 years. I live in Game Creek subdivision and daily commute on the highway to work. I was not supportive of the Munger Mountain School when the issue came up. But since our school board decided to put a school in this predominately rural and industrial area; then it is only natural to build a housing subdivision surrounding it. I support building family neighborhoods near our schools. It encourages our children to walk and bike to school. I think a well planned subdivision would add a community character to what I see is currently industrial sprawl mixed with a few scattered homes south of town.

Our community needs a new subdivision of homes for the families that work and live in our

community. The town has room for apartments but not for this kind of subdivision. From what I have seen this location is not a wildlife corridor; and has the road, sewer and water to support this kind of endeavor.

Sincerely,

Diane Guslander
Great Northern Coffee

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From: [Tyler Sinclair](#)
To: [Tiffany Stolte](#)
Subject: FW: Alliance comments: Hog Island comp plan amendment
Date: Thursday, March 07, 2019 3:45:32 PM
Attachments: [Alliance - Hog Island comp plan comments for PC.pdf](#)

From: Skye Schell <skye@jhalliance.org>
Sent: Thursday, March 7, 2019 3:41 PM
To: Teton County Planning Commission <planningcom@tetonwyo.org>; Tyler Sinclair <tsinclair@jacksonwy.gov>; Leah Zamesnik <leah@jhalliance.org>
Cc: Town Council <electedofficials@jacksonwy.gov>; County Commissioners <commissioners@tetonwyo.org>
Subject: Alliance comments: Hog Island comp plan amendment

Dear Town & County Planning Commissioners,
Please see our attached comments re: the proposed Hog Island comp plan amendment you'll discuss tonight. Highlights include:

- We commend the applicant & Planning Directors
- We do not support amending the Comprehensive Plan without extraordinarily good reasons
- Please establish clarity on the rationale for this proposed amendment: is it strategic or opportunistic?
- While we would not support building a new suburban “bedroom community” in a rural area, we could potentially support a proposal that sets a model for responsible planning and good community design.
- If we amend the Comprehensive Plan to add new density in one location, we should simultaneously amend it to remove density in another location

Our reasoning behind those ideas is all attached. Please reach out if you'd like to discuss our recommendations and requests.

Thank you for your service,
Skye

p.s. Tyler, please forward to the Town Planning Commission, as I don't have their contact information

--

Skye Schell
Executive Director
Jackson Hole Conservation Alliance

office (307) 733-9417 x1
www.jhalliance.org

fb [JHConservationAlliance](#)

Help Build [Safe Wildlife Crossings for JH!](#)



Teton County Planning Commission
Town of Jackson Planning Commission

March 7, 2019

RE: Comprehensive Plan Amendment Proposal for Hog Island

Dear Town & County Planning Commissioners,

Thank you for considering our comments regarding the proposed Comprehensive Plan amendment.

First, we commend the applicant and their team for bringing forward a proposal to meet a community need, and for engaging our community prior to required public hearings. We hope the input they heard will result in positive changes to their development proposals.

Second, we commend the Town & County Planning Directors for their deep and thoughtful treatment of the immediate and long-term consequences of these decisions. This staff report is exceptional in its clear background and context, its level of analysis, and its direct recommendations. In general, we support the analysis and recommendations. Please allow us to share our approach as well.

First: we do not support amending the Comprehensive Plan without extraordinarily good reasons. The Comp Plan was carefully crafted and based in years of community engagement. It presents a strong vision for protecting what we love about Jackson Hole: our ecosystem, our community, and our quality of life. The Comp Plan has a strong growth management framework and is our best bulwark against sprawl. We should only change it as part of a holistic county-wide smart growth strategy, and only when we know the changes will result in real benefit to the shared values outlined in the Plan.

Please start by establishing clarity on the rationale for this proposed amendment. We have heard two very different lines of reasoning: either (1) Hog Island is generally the right place for a lot of new housing; or (2) this amendment would enable a specific opportunity.

- (1) If Hog Island is the right and **strategic** place for more density, in general, than we don't need to talk about what projects might look like. However, the Planning Directors make a strong recommendation that Hog Island is not, in the abstract, the right place for more density. Also, this determination should come from the Growth Management Program update that you and our elected representatives are embarking on soon – you'll take a strategic and holistic look at how and where we should grow. *Please wait until that strategic update is complete before considering specific amendments.*
- (2) Even without believing that Hog Island is the strategic place for more density, one could make the case that this developer's interest (and recent actions of WYDOT, TCSD, etc) create a rare **opportunity** that we should not waste. In this case, we absolutely need to know, and agree on, what the developer intends to build. *We cannot support a Comp Plan amendment to enable a specific project unless we wholeheartedly support the project.*



While we would not support building a new suburban “bedroom community” in a rural area, as might be proposed in Hog Island, we could potentially support a proposal that sets a model for responsible planning and good community design.

Principles for this model include:

- Creating a true “village” among the network of villages around our community – in the context of a coherent valley-wide growth strategy
- Designing a *walkable neighborhood* with enough density to support a real “village center” with neighborhood services (like a market, transit center, neighborhood school, gym, community center, library, etc) so that residents don’t need to drive for their daily routines, and so it functions as a real community
- Fully identifying and protecting – and even enhancing – the most important on-site *wildlife habitat and wildlife movement permeability*
- Bringing in a significant amount of development rights from higher-value parcels (as identified by the new natural resource tier map) to offset the upzone – creating *real conservation value* (through existing incentive tools or a true transfer of development rights program)
- Including *ownership* deed-restrictions (not merely occupancy) so we can rest assured that this neighborhood will permanently allow *locals* to invest in our community for the long term (instead of just being affordable during the first sale, and then becoming high-cost rental stock owned by outside real estate investors).

We encourage potential developers to propose plans consistent with these principles, and we would welcome an in-depth discussion of truly responsible and forward-thinking planning.

Finally, if we amend the Comprehensive Plan to add new density in one location, we should simultaneously amend it to **remove density in another location to maintain parity** with the current Plan “buildout cap”.

Thank you for your consideration, and please use us as a resource as you engage in these important discussions regarding the future of our valley.

Sincerely,

Skye Schell
Executive Director
Jackson Hole Conservation Alliance

From: [Beaupre, Paul](#)
To: [Town Council](#)
Subject: Sustainable workforce Housing and the Munger Mountain workforce site
Date: Thursday, March 28, 2019 2:38:06 PM

Dear Councilors,

Thank you for all that you do. I am writing in support of serious consideration for the sustainable workforce housing project proposed for the Munger Mountain site. St. John's will require about 300 units of sustainable workforce housing over the next 5 years. Currently we have 60% (700 employees) of our workforce that live in Teton County and 66% of those are over the age of 55 years old. As these employees retire I will not be able to afford to place new employees in their homes. We are trying to take care of some of our concerns by developing land in Alpine, however I need a critical number of nurses and techs to be able to run my ED, OR, ICU, main nursing floor, and radiology that must live in Teton county. We must have some projects that ensure they will not become second homes to people living elsewhere or we put the hospitals future at risk. Please consider these facts carefully as you make this decision.

Respectfully yours,

Paul Beaupre, MD
St. John's Medical Center
Chief Executive Officer
625 E. Broadway
PO Box 428
Jackson, WY 83001
307-739-7525 Phone
307-203-6179 Cell
307-739-7522 Fax
pbeaupre@tetonhospital.org

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From: [Mark LaJohn](#)
To: [Town Council](#)
Subject: Workforce housing/Munger mtn.
Date: Friday, March 29, 2019 11:50:57 AM

Dear City Council,

I am writing to voice my support of the Workforce Housing project proposed for the Hog Island area.

As a resident and citizen of the City of Jackson since 1982 I have witnessed the evolution of workforce housing go from an issue of a somewhat limited housing supply, consisting of generally old substandard housing options at somewhat inflated prices, which resulted in more of an inconvenience and socioeconomic blemish on Jackson Hole, to the now current state of affairs which has toppled the tipping point of being a real housing crisis.

Over the years we can identify multiple reasons for the current crisis, some reasons are directly related to each other and some are completely independent of other. Some of the reasons should have reasonably been anticipated and “planned” for, and some could not have been anticipated. There is no benefit in pointing fingers as to how Jackson got to this point, other than recognizing what mistakes were made and learning from them.

Although, the social and economic issues surrounding the current housing crisis can be complex, the underlying fundamental concept for the cause is as basic as it gets...Supply and Demand. For as long as I’ve lived here, the County has looked to the Town of Jackson to provide for the bulk of the “Workforce Housing”, which is reasonable on its face for a normal city/county growth pattern, but as we know the growth pattern and the enormous economic forces driving Jackson’s growth for the past 20 years is anything but normal.

While the demand for real estate has skyrocketed and our visitor accommodations and occupancies have skyrocketed and demand for a supporting workforce has skyrocketed, our supply of workforce land and development opportunities has, by and large, remained stagnant. In recent years the City of Jackson has taken it upon themselves (in part because the County’s Comprehensive plan tells you to) to carry this entire burden and address the crisis by increasing the opportunities to add density within the City limits by approximately 1,800 people. I take great exception to this approach. Killing the the heart and soul of Jackson Hole, by making it a city dormitory is, in my opinion, a misguided approach.

The time is long overdue for the County to come to the "Housing Table" and participate in the process of providing for meaningful solutions to help mitigate this crisis AND its time for you, our City representatives, to establish that position and protect your constituents, their sense of community and the quality of their residential neighborhoods, by saying the town has carried far more than their fair share of this burden and it’s time to look elsewhere in the County for “meaningful” added densities.

The Munger Mountain Workforce Housing proposal provides for:

- * 100% deed restricted homes
- * No 2nd homeowners, ever
- * 150 +/- detached single-family homes for working families

- * Connects to new sewer system
- * Incorporates START bus service
- * Utilizes updated transportation corridor
- * Privately financed - no tax dollars or public funding

This proposal is providing the right product, in the right place for the right reasons. The opportunity to have a meaningful impact in providing housing for our nurses, teachers, tradesmen etc. is EXTREMELY rare.

So, as my elected City representatives, I ask you to seize this opportunity and show your support for the Munger Housing Project at the April 8th meeting.

Thank you for your consideration in this matter and otherwise for all the time you invest in providing for all the residents of the City of Jackson.

Best Regards,

Mark LaJohn

Mark LaJohn
President
Teton Management, Inc
(307) 733-9251
mlajohn@tetondata.com

Kristi Malone

From: Kelly Ryan
Sent: Tuesday, April 2, 2019 10:18 AM
To: Kristi Malone
Subject: Fw: Complete Neighborhood at Munger Mountain

From: David Landes <skijackson@icloud.com>
Sent: Friday, March 29, 2019 5:24 PM
To: Board Of County Commissioners
Subject: Complete Neighborhood at Munger Mountain

Dear County Commissioners:

We all are acutely aware of our need for workforce housing.

From what I have learned of the proposal for housing near the Munger school, and with the exception of “a variety of housing types”, this proposal appears to meet the goal of the Comprehensive Plan. The infrastructure is already teed up: sewer; school; walkability and bike paths; an enhanced transportation corridor; and it appears, the ability to effectively use START.

There are those who hold the Comprehensive Plan sacred. But plans most often don’t keep up with the pace of the real world. (Our traffic growth vs what was planned is a case in point). Plans need to remain organic to reflect how we want to act and live in our community as the outside influences press on us.

As with you, I have questions about this proposal that are probably worth asking: Can an amendment to the Plan be allowed if there is a trade-off for downzoning or rezoning elsewhere? Why single family housing only? Why not include some multi family as well? This location looks prime for more density.

Affordable housing for the working and middle classes is largely left to individual municipalities and counties to deal with. We have a real opportunity for you, our leaders, to create a more sustainable community.

Please consider this seriously at your April 8 meeting.

And, thank you for your service

David Landes
Teton County, WY

From: [John Stennis](#)
To: [Town Council](#); [County Commissioners \(commissioners@tetoncountywy.gov\)](#)
Cc: [Editor, JH News & Guide](#); [Tyler Sinclair](#); [melissa@jhnewsandguide.com](#); [Ben Graham](#); [Cara Froege](#)
Subject: Munger Mountain Workforce Housing
Date: Friday, March 29, 2019 4:39:51 PM
Attachments: [image001.png](#)

Dear Elected Officials,

Workforce housing is one of the top priorities our community continues to face, and we have many uphill battles in achieving it under new development regulations that no longer incentivize its construction. As a former Planning Commissioner and architect, I have long advocated for smart housing solutions and I want to generally support the Munger Workforce Housing development. I, like many of you, was disappointed with the School District's decision to build Munger outside of a complete neighborhood but where there was a wall, now we have window. With a school, sewer line, and a much higher capacity highway, I think we should take this opportunity to re-envision the Hog Island area and plan for a complete neighborhood on this end of the valley with housing, business, and local convenience not unlike the Aspens or Wilson. Larry already has a strong track record of providing high quality housing solutions to the valley and I have not doubt that he will work with you and staff to develop a project we can all be proud of and address a serious community need.

I ask that you take action at the April 8th JIM meeting and prioritize housing solutions not housing setbacks. I appreciate all that you do, and I know it's not always easy to lead in a community as passionate as ours, but I think this is a long-term decision you can all be proud to stand behind.

Best,

John

JOHNEMAILSIG122217



gydearchitects.com

Kristi Malone

From: Kelly Ryan
Sent: Tuesday, April 2, 2019 10:18 AM
To: Kristi Malone
Subject: Fw: Munger Moutain housing

From: Bob Robertson <tetonwaterworks@yahoo.com>
Sent: Tuesday, April 2, 2019 9:11 AM
To: Board Of County Commissioners
Subject: Munger Moutain housing

To the Teton county commissioner my name is Bob Robertson I am in full support of the Munger mountain project I have 12 blood family members, this would allow us to take care of are mom and dads estate, it has been close to 16 year in limbo would like your aproveal on this manner thanks Bob Robertson



Dear Teton Board of County Commissioners,

I am writing to express my support for a workforce housing solution next to Munger Mountain Elementary School. The effects of the housing crisis in Jackson are being felt every day by people across our community, and now is the time to take real action to support our working families.

Children's Learning Center loses 3-4 teachers every year who leave CLC and move from the valley due to housing issues....their rents have been raised and are no longer affordable, they have not even been able to find a decent place, or they grow tired of a long commute. Currently over half of our teaching staff lives out of town which presents huge challenges to keep our schools open on bad weather days. We have found it increasingly difficult to hire and retain good teachers who find it nearly impossible to find affordable housing. Despite reports that our housing market is growing and progress is being made, I can tell you that those results just aren't being felt by many low to middle income working people like our teachers who are the backbone of our community.

I encourage you to carefully consider the opportunity to gain a significant number of housing units being presented for Munger Mountain and vote on April 8 to prioritize the project as part of this year's plan.

Thank you for your hard work, as always, and I appreciate your time and consideration on this important topic.

Best regards,

Patti Boyd
Executive Director

From: [Kristi Malone](#)
To: [Tiffany Stolte](#)
Subject: FW: Special meeting regarding low income housing project
Date: Wednesday, April 03, 2019 9:48:07 AM

Public Comment—Hog Island

From: Kelly Ryan <kryan@tetoncountywy.gov>
Sent: Wednesday, April 3, 2019 8:03 AM
To: Kristi Malone <kmalone@tetoncountywy.gov>
Subject: Fw: Special meeting regarding low income housing project

From: connie hatfield <hatfield_81211@yahoo.com>
Sent: Tuesday, April 2, 2019 6:06 PM
To: Board Of County Commissioners
Subject: Special meeting regarding low income housing project

I am a co trustee for the Leora Maude Robertson Trust and have been advised of the special meeting regarding this property. I am Connie Hatfield and I have twelve direct decendants, but we do not live in WY and are unable to attend the meeting.

I spend a few days at the ranch every spring and the morning I leave (about 6:00) I pass a solid line of cars until

I turn at the Snake River/Hoback Junction. These are workers who are coming up Snake River Canyon to work

in the Jackson area. Some of them are my relatives. They cannot afford to live in Jackson.

This commute is not only expensive, but a lot of their time is spent driving to work and returning home. This is precious time they could and should spend with their families.

These workers are the heart of the community and if low income housing can be made available, I feel it is your responsibility to do so.

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From: [Kristi Malone](#)
To: [Tiffany Stolte](#)
Subject: FW: Work force housing near Munger Elementary
Date: Wednesday, April 03, 2019 9:30:13 AM

Public Comment—Hog Island

From: Kelly Ryan <kryan@tetoncountywy.gov>
Sent: Wednesday, April 3, 2019 8:04 AM
To: Kristi Malone <kmalone@tetoncountywy.gov>
Subject: Fw: Work force housing near Munger Elementary

From: Todd Ellingson <TEllingson@bojh.com>
Sent: Tuesday, April 2, 2019 6:36 PM
To: Board Of County Commissioners
Subject: Work force housing near Munger Elementary

First off thank you for your public service.

I want to pass along my support for the potential development of entry level local based housing project near Munger Mountain. As a local banker and employer of entry level professional bankers loan administration support staff and young credit analysts for now 26 years it has never been more urgent to have some housing stability that is not over Teton Pass or in Star Valley. Our staff that commutes do not have the time or appetite to volunteer for hardly any community volunteer services let along the missing of work on road closure days. I believe this is an excellent location for local families and more logical to use Start Bus services and have young families walk to bike to the new school. Thanks again for all your service to the community. Please don't let this opportunity pass by.

Sincerely

Todd H. Ellingson
Senior Vice President - Lending & Wealth Management
Bank of Jackson Hole PO Box 7000 Jackson, WY 83002-7000
Fed Ex: 975 W. Broadway Jackson, WY 83001
W 307.732.3054; C 307.690.4273
Tellingson@bojh.com
NMLS # 711790

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From: [Kristi Malone](#)
To: [Tiffany Stolte](#)
Subject: FW: Work Force Housing
Date: Wednesday, April 03, 2019 9:29:13 AM

Public Comment—Hog Island

From: Kelly Ryan <kryan@tetoncountywy.gov>
Sent: Wednesday, April 3, 2019 8:02 AM
To: Kristi Malone <kmalone@tetoncountywy.gov>
Subject: Fw: Work Force Housing

From: ponderosa@wyom.net <ponderosa@wyom.net>
Sent: Tuesday, April 2, 2019 5:41 PM
To: Board Of County Commissioners
Subject: Work Force Housing

To Whom it May Concern:

Munger Mountain - Hog Island would be an excellent choice to have work force housing . Due to the lack of housing available for working Mom & Dads in Teton County this seems like a perfect opportunity for them to be able to get affordable housing in the community.

Thank You ,
Hazen Hatfield, Matt Hatfield, Brad Hatfield, Greg Hatfield,

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From: [Kristi Malone](#)
To: [Tiffany Stolte](#)
Subject: FW: Munger Mountain proposed development
Date: Wednesday, April 03, 2019 9:30:48 AM

Public Comment—Hog Island

From: Kelly Ryan <kryan@tetoncountywy.gov>
Sent: Wednesday, April 3, 2019 8:04 AM
To: Kristi Malone <kmalone@tetoncountywy.gov>
Subject: Fw: Munger Mountain proposed development

From: George Hein <ghein37@yahoo.com>
Sent: Tuesday, April 2, 2019 11:02 PM
To: Board Of County Commissioners; council@jacksonwy.gov
Subject: Munger Mountain proposed development

Commissioners and Council,

I am writing in regards to the proposed Munger Mountain housing development for workforce housing. I feel that this is an opportunity that if managed correctly could be a positive for the community. It is a fine line we walk in Teton County between conservation and development, but this zone deserves to be considered given the its proximity to a recently built elementary school, the water and sewer infrastructure that services the school and possibly could be expanded upon to easily service housing, the expansion of the highway between town of Jackson and Hoback and a land owner / developer who appears interested in turning this parcel into deed restricted workforce housing which there still is a need. I feel recently the housing authority has prioritized high density apartment style housing in town, and while this does fill some needs of the community it often ignores certain segments of our working class who may not always qualify or fit these types of developments. I would consider myself very fortunate to have the ability to work and live in this community, but I also feel that I am witnessing first hand the real estate market push out young professionals and families who cannot afford to stay here as rents and real estate become increasingly more unattainable.

That being said the workforce housing moniker can be a slippery slope and does not necessarily always benefit what would be considered true workforce of Jackson. A recent example would be the \$3,500 dollar a month asking price for rents in the Hidden Hollow project that roughly equates to a \$700,000 mortgage payment.

If this project were to receive consideration it must be with the strictest guidelines to insure that the developer is hitting a specific need based demographic that has

become stranded between the free market and the housing authority that does not have the inventory for them in the category 4 or workforce levels. I feel that workforce housing designation should also be reviewed as its free market component may not really benefit the community as I feel that this designation may be too porous in its restrictions and thus be abused or not be able to keep future affordability for these homes. Just having a 30 hr work requirement may not be an adequate enough measure to ensure a project like this would serve the community. Thank you for your time in considering this project and I look forward to hearing what you all have to say.

George Hein
Teton County resident
205 Nelson Dr
Jackson, WY 83001

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From: [hogisland03](#)
To: commissioners@tetoncountynywy.gov
Subject: Munger Mountain Housing Project
Date: Tuesday, April 02, 2019 1:45:20 PM

I am in support of the Munger Mountain housing project. The infrastructure is available, the highway is expanding into four lanes and the housing is needed.

The land surrounding this property has already been built up with the new school and residential homes. There is very little property left in the county to move forward with new housing options.

Thank you for your time and consideration.

Respectfully,

Kevin Hatfield

Sent via the Samsung Galaxy A6, an AT&T 4G LTE smartphone

From: [CINDY KING](#)
To: [Town Council; commissioners@tetoncountywy.gov](#)
Subject: Munger Mountain Worforce housing
Date: Tuesday, April 02, 2019 8:57:13 AM

To all concerned:

I am one of the owners at JB Mechanical Inc., we have lost two great employees in the last year do to housing short. One person had just got married, wanted to start a family and of course wanted to buy a house. The other was older and want to sell his house and get one all on the ground floor. He could not find house in the same price range, he could purchase if he sold his. He sold his house and moved to Idaho Falls.

I am for the Munger Mountain project.

Thank you,

Cindy King
JB Mechanical, Inc.

307-733-5242

From: [Kristi Malone](#)
To: [Tiffany Stolte](#)
Subject: FW: Munger Mountain/Hog Island Support Letter
Date: Wednesday, April 03, 2019 9:46:18 AM
Attachments: [image.png](#)
[CC Hog Island Housing Support 4-2-19.doc](#)

Public Comment – Hog Island

From: Kelly Ryan <kryan@tetoncountywy.gov>
Sent: Tuesday, April 2, 2019 4:46 PM
To: Kristi Malone <kmalone@tetoncountywy.gov>
Subject: Fw: Munger Mountain/Hog Island Support Letter

From: Anna Olson <anna@jacksonholechamber.com>
Sent: Tuesday, April 2, 2019 4:25 PM
To: Board Of County Commissioners
Subject: Munger Mountain/Hog Island Support Letter

Please find attached a letter on behalf of the Jackson Hole Chamber of Commerce in support of reviewing the application by the Munger Mountain Housing team for it to be added to the Growth Management Plan and have this process approved at the April 8 JIM meeting.
Thank you

Anna Olson
President/CEO

307 201 2305
Jackson Hole Chamber of Commerce
PO Box 550 // 260A W Broadway
Jackson, WY 83001
JacksonHoleChamber.com



Upcoming Events: Benefits 101: 3rd Tuesday of Every Month

April 4 – [Chamber Mixer Medicine Wheel Wellness](#)

April 11 – [Business Over Breakfast \(BOB\) – Business Sustainability and Plastic Bag Ordinance](#)

Learn More: [Be Well Jackson Hole](#)

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4/2/2019

Dear County Commissioners,

To achieve increased and successful workforce housing solutions the Jackson Hole Chamber of Commerce supports a thorough and timely analysis of the Munger Mountain/Hog Island application as part of the Growth Management Plan (GMP).

We encourage and applaud you for finding a smart solution to reviewing this application with a possible outcome that could result in housing for hundreds of our workforce.

The Jackson Hole Chamber of Commerce recently surveyed our membership in 2019 (over 900) and for the third year in a row concern for finding qualified part-time and full-time employees, lack of availability of workforce housing and retaining qualified employees rank in the top 4 business challenges, and housing was identified as the #1 challenge facing the valley.

On behalf of the board and membership we encourage open mindedness when reviewing this housing application, it provides solutions, that make sense given the current set of factors that now exist in Hog Island, namely an elementary school for 500 children, a four-lane highway to town and a connecting bike path.

The Chamber of Commerce recognizes the lack of workforce and deed restricted housing in our community and has prioritized supporting solutions for this. As a project that will provide a private solution for a large segment of our workforce we fully support consideration and approval of this application by the Munger Mountain Workforce Housing team.

Yours sincerely,

Anna Olson
President/CEO Jackson Hole Chamber of Commerce

From: [Kristi Malone](#)
To: [Tiffany Stolte](#)
Subject: FW: Munger Housing
Date: Wednesday, April 03, 2019 9:48:38 AM

Public Comment—Hog Island

From: Kelly Ryan <kryan@tetoncountywy.gov>
Sent: Wednesday, April 3, 2019 8:53 AM
To: Kristi Malone <kmalone@tetoncountywy.gov>
Subject: Fw: Munger Housing

From: Matt Bowers <bowersarchitecture@gmail.com>
Sent: Wednesday, April 3, 2019 8:15 AM
To: council@jacksonwy.gov; Board Of County Commissioners
Subject: Munger Housing

Dear Commissioners and Councilmen,

To much of the valley, this housing proposal stinks of back door dealing. You scratch my back- we'll scratch yours (make a deal for the school plot and we'll help you get top dollar on your next land sale). Though the backers of this proposal cloak themselves as do gooders, make no mistake, the only real motivation is the \$\$\$ which everyone involved in this development stands to make. Giving this proposal an inch will only further the valley's negative perception of the county's land planning practices and their inability to follow the regs they created.

Help me understand why this land owner should be entitled to development and density rights any different than their neighbors? The idea of a separate node of density in Hog Island is completely against the comp plan. This community cannot keep adjusting policy with knee-jerk reactions in the name of a fabricated battle cry, the "Workforce Housing Crisis". Every business in the valley that has been paying wages proportionate to living costs, or providing housing, is doing just fine. Don't cater to those who chose to underpay. They know, all too well, their battle cry will place the problem in the hands of the tax payers.

There are likely not more than 30 homes in all of Hog island now. The idea of manipulating regulations in a rural zone to allow 200 postage stamp homesites makes zero sense. It sprawls density across the valley, puts evermore stain on our traffic system, and will destroy the character of hog island as the community knows it (and loves it).

Don't govern on a case by case basis. Focus on fair, simple, and even handed solutions for housing that more evenly distribute and integrate the development. A simple change allowing property owners rights to two ARUs (if meeting site development and parking regs) would provide volumes of workforce housing, developed at a pace the community can manage, while not jeopardizing the character of any valley community. All done without creating a new department or hiring more staff to manage.

Our community trusts you to be the leaders we elected. Please, be calm and a voice of reason. Follow the comp plan. There is no *crisis* at hand.

--

Matt Bowers, AIA, LEED AP

MB ARCHITECTS, LLC

2090 E. Horse Creek Rd.
Jackson, WY 83001
307-413-5808

Correspondence, including e-mail, to and from employees of Teton County, in connection with the transaction of public business, is subject to the Wyoming Public Records Act and may be disclosed to third parties.

Kristi Malone

From: Kelly Ryan
Sent: Monday, April 8, 2019 9:38 AM
To: Kristi Malone
Subject: Fw: Hog Island development

From: john murray <john.murray@jackson-wyoming.com>
Sent: Monday, April 8, 2019 9:37 AM
To: Board Of County Commissioners
Subject: Hog Island development

Dear supervisors:

I live just north of Munger Mountain and I oppose changing the zoning for Hog Island to include high density housing. As much as we need to Increase affordable housing in the county, placing it in Hog Island is the wrong approach. It will increase light pollution, increase automobile traffic, and deplete wildlife habitat. Please do not change the Hog Island Zoning to allow dense housing in that area.

Thank you!

John Murray
(307) 690-8204

Sent from my iPhone

Kristi Malone

From: Kelly Ryan
Sent: Monday, April 8, 2019 8:09 AM
To: Kristi Malone
Subject: Fw: Munger Mountain Residential Subarea 7.3 proposal

From: henry phibbs <phibbslaw@icloud.com>
Sent: Sunday, April 7, 2019 9:53 PM
To: Board Of County Commissioners; council@jacksonwy.gov
Subject: Munger Mountain Residential Subarea 7.3 proposal

Dear County Commissioners, Mayor Muldoon and Council Members:

I am writing this note to you to give my strong support for an open, public consideration of the major project being proposed by Larry Huhn on Hog Island, the Munger Mountain Residential proposed new zone, Subarea 7.3

As someone who has been involved in community planning in Teton County for more than 40 years, I believe we have reached a point where we must seriously and openly consider any legitimate opportunity to create significant numbers of permanently protected workforce housing units.

Hog Island isn't the perfect location for urban level density, that location is the property immediately south of high school road. The Gill and Lockhart property is not available for the expansion of town density as the families have chosen not to develop. That is their absolute property right. The fact that there may be a better ideal location for urban density development should not confuse or delay the time sensitive public discussion that should be held regarding this proposal.

The Hog Island property adjacent to the new Munger Mountain School is going to be developed. The extension of the sewer line to the new school has made that a certainty. The only question is what that development will look like and whether it will provide some desperately needed workforce housing that is protected.

The only time that a meaningful public discussion about this opportunity can be held is while the property is still available. Delaying that discussion will deny our community the chance to learn about and discuss the opportunity being presented. If the new form of deed restriction doesn't work for the community, fine, don't approve the new zoning.

Good local plans are built on the vision and values of communities. Our town and county plan has those foundations. But good local plans must be capable of adjustment to take into account rare opportunities to address critical local needs.

Please do not deny our community the chance to publicly discuss and consider this proposal.

Thanks to all of you for your hard work on behalf of our community and valley.

Hank Phibbs

Kristi Malone

From: Kelly Ryan
Sent: Monday, April 8, 2019 8:08 AM
To: Kristi Malone
Subject: Fw: Proposed Munger Mountain Subdivision

From: ARMOND N ACRI <anacri_WY@msn.com>
Sent: Sunday, April 7, 2019 8:50 PM
To: Board Of County Commissioners
Cc: Town Council
Subject: Proposed Munger Mountain Subdivision

Please listen to your staff and deny the request to add a dense subdivision next to Munger Mountain School. I would be the first to admit the Comp Plan is not perfect, but it is the result of years of public input. To ignore the plan would be an insult to the community.

When I first drove into the Town of Jackson from the South 29 years ago, my initial reaction to seeing the dense development of Rafter J, well outside the city limits, was “who allowed this mess?” (My actual thoughts were more colorful, I have edited them.) I continue to have the same reaction every time I drive by there, even though I have many friends who live there and love it. Our community was clear, going forward we will not make that mistake again and put density far away from services. We also do not want to put density in random locations and put services there.

The Comp Plan is clear, the place to develop is the North end of South Park. If Mr. Huhn wants to develop property to provide housing for workers, he should be working with the appropriate landowners for his project. His plan should fit the Community’s Plan, not the other way around. Thank you.

Armond Acri
Jackson, WY

Sent from [Mail](#) for Windows 10

Kristi Malone

From: Kelly Ryan
Sent: Friday, April 5, 2019 3:20 PM
To: Kristi Malone
Subject: Fw: For April JIM: strategic planning, sustainable public funding, Hog Island
Attachments: 2019 April JIM workplan comments Alliance.pdf; 2019 March JIM Cumulative study request.pdf; Alliance - Hog Island comp plan comments for PC.pdf

From: Skye Schell <skye@jhalliance.org>
Sent: Friday, April 5, 2019 3:12 PM
To: Town Council; Board Of County Commissioners
Cc: Tyler Sinclair; Leah Zamesnik; Steve Westbay
Subject: For April JIM: strategic planning, sustainable public funding, Hog Island

Dear Mayor, Councilors and Commissioners,

Thank you for the opportunity to comment on the upcoming joint planning workplan. We appreciated your conversation at the March Joint Retreat, as well as recent discussions at the Joint Planning Commission. We would like to express our support for two key “meta priorities”:

1. Strategic community planning
2. Sustainable public funding for our priorities

Please see our full comments attached.

I have also re-attached our March comments regarding the workplan, and our Hog Island comments we sent to the Planning Commissions.

Please let me know what you think and be in touch with any questions.

Thanks for your service,
Skye

--

Skye Schell
Executive Director
Jackson Hole Conservation Alliance

office (307) 733-9417 x1
www.jhalliance.org

[Homepage - Jackson Hole Conservation Alliance](http://www.jhalliance.org)

www.jhalliance.org

Funding for Wildlife Crossings: SPET November 2019. Mar 15, 2019. Last week, Town and County officials voted to hold a Specific Purpose Excise Tax (SPET) election in November 2019.

fb [JHConservationAlliance](#)

Help Build [Safe Wildlife Crossings for JH!](#)



Teton County Planning Commission
Town of Jackson Planning Commission

March 7, 2019

RE: Comprehensive Plan Amendment Proposal for Hog Island

Dear Town & County Planning Commissioners,

Thank you for considering our comments regarding the proposed Comprehensive Plan amendment.

First, we commend the applicant and their team for bringing forward a proposal to meet a community need, and for engaging our community prior to required public hearings. We hope the input they heard will result in positive changes to their development proposals.

Second, we commend the Town & County Planning Directors for their deep and thoughtful treatment of the immediate and long-term consequences of these decisions. This staff report is exceptional in its clear background and context, its level of analysis, and its direct recommendations. In general, we support the analysis and recommendations. Please allow us to share our approach as well.

First: we do not support amending the Comprehensive Plan without extraordinarily good reasons. The Comp Plan was carefully crafted and based in years of community engagement. It presents a strong vision for protecting what we love about Jackson Hole: our ecosystem, our community, and our quality of life. The Comp Plan has a strong growth management framework and is our best bulwark against sprawl. We should only change it as part of a holistic county-wide smart growth strategy, and only when we know the changes will result in real benefit to the shared values outlined in the Plan.

Please start by establishing clarity on the rationale for this proposed amendment. We have heard two very different lines of reasoning: either (1) Hog Island is generally the right place for a lot of new housing; or (2) this amendment would enable a specific opportunity.

- (1) If Hog Island is the right and **strategic** place for more density, in general, than we don't need to talk about what projects might look like. However, the Planning Directors make a strong recommendation that Hog Island is not, in the abstract, the right place for more density. Also, this determination should come from the Growth Management Program update that you and our elected representatives are embarking on soon – you'll take a strategic and holistic look at how and where we should grow. *Please wait until that strategic update is complete before considering specific amendments.*
- (2) Even without believing that Hog Island is the strategic place for more density, one could make the case that this developer's interest (and recent actions of WYDOT, TCSD, etc) create a rare **opportunity** that we should not waste. In this case, we absolutely need to know, and agree on, what the developer intends to build. *We cannot support a Comp Plan amendment to enable a specific project unless we wholeheartedly support the project.*

While we would not support building a new suburban “bedroom community” in a rural area, as might be proposed in Hog Island, we could potentially support a proposal that sets a model for responsible planning and good community design.

Principles for this model include:

- Creating a true “*village*” among the network of villages around our community – in the context of a coherent valley-wide growth strategy
- Designing a *walkable neighborhood* with enough density to support a real “village center” with neighborhood services (like a market, transit center, neighborhood school, gym, community center, library, etc) so that residents don’t need to drive for their daily routines, and so it functions as a real community
- Fully identifying and protecting – and even enhancing – the most important on-site *wildlife habitat and wildlife movement permeability*
- Bringing in a significant amount of development rights from higher-value parcels (as identified by the new natural resource tier map) to offset the upzone – creating *real conservation value* (through existing incentive tools or a true transfer of development rights program)
- Including *ownership* deed-restrictions (not merely occupancy) so we can rest assured that this neighborhood will permanently allow *locals* to invest in our community for the long term (instead of just being affordable during the first sale, and then becoming high-cost rental stock owned by outside real estate investors).

We encourage potential developers to propose plans consistent with these principles, and we would welcome an in-depth discussion of truly responsible and forward-thinking planning.

Finally, if we amend the Comprehensive Plan to add new density in one location, we should simultaneously amend it to **remove density in another location to maintain parity** with the current Plan “buildout cap”.

Thank you for your consideration, and please use us as a resource as you engage in these important discussions regarding the future of our valley.

Sincerely,



Skye Schell
Executive Director
Jackson Hole Conservation Alliance



Teton County Board of County Commissioners

April 23, 2019

Dear Commissioners,

Thank you for your support of housing for our local workers. As you know, ShelterJH is a membership organization dedicated to saying **yes to housing** – especially for our neighbors in most need – and in doing so, building a diverse and healthy community that benefits all of us.

We have watched the Hog Island / Munger housing proposal with great interest. **We believe creating a new local-workforce-owned neighborhood is a good idea.** A “local’s neighborhood” means that the people that work for our local businesses can invest in our community, can build wealth, and can contribute to the success of our community for the long term.

As you consider Comprehensive Plan and zone changes to create a workforce-owned neighborhood, please:

1. Require 100% workforce **ownership deed-restrictions**, which requires the buyer to work for a local business and occupy the home as their sole residence.
2. Limit the **initial sales price** to be income appropriate to middle-income working households, such as between \$350 - \$450K, depending on number of bedrooms.
3. Include the standard 3% **appreciation caps** on future sales to retain the community’s investment in density by maintaining a supply of income appropriate workforce housing.
4. Invest fees-in-lieu to “buy-down” the initial sales price on some units and record an Affordable Housing Ownership deed restriction to **offer opportunities to lower- and moderate-income families.**
5. **Facilitate partnerships** with the business community to invest in their employees and layer on funding, such as down payment assistance, to make the homes more affordable.

As always, the devil is in the details. As a community, we have learned that if there aren’t appreciation caps on resale in the deed restriction, homes won’t remain available to our middle class at prices they can afford – and if there aren’t ownership restrictions, homes won’t remain owned by local workers. Please work hard to ensure that if you allow a new “neighborhood for locals,” it actually lives up to the promise.

Sincerely,

Mary Erickson, Christine Walker, Mike Welch and Skye Schell
ShelterJH Policy Team

Kristi Malone

From: Kelly Ryan
Sent: Monday, April 22, 2019 2:39 PM
To: Kristi Malone
Subject: Fw: Munger Mountain Workforce Housing - please vote to amend the comp plan

From: Patty Lummis <patty@lummismail.com>
Sent: Monday, April 22, 2019 2:34 PM
To: Board Of County Commissioners; council@jacksonwy.gov
Subject: Munger Mountain Workforce Housing - please vote to amend the comp plan

Dear Commissioners and Councilors,

I've served as a volunteer with Habitat for Humanity for about 10 years. I started as a volunteer, then joined a committee, and finally the Board. As the current Board President, I've spent quite a bit of time talking with others and thinking about affordable workforce housing in the Jackson community.

I truly appreciate the time and energy that you and the staff, as well as previous elected officials, have put into the challenges of getting more affordable housing built for our workforce. Despite the challenges, everyone has agreed that a goal of our community is to house more of our workforce in Jackson so that fewer people commute up through the canyon or over Teton Pass to get to work.

Please vote to amend the comp plan for the Hog Island area to allow increased density for workforce housing.

The Hog Island area already has seen some substantial change in the past several years. The construction of the elementary school, the extension of the sewer line and the widening of the highway have already changed some of the character of the neighborhood. And the large land holdings there will likely be sold and subdivided – especially given the recent state legislation regarding subdivisions. Amending the comp plan to allow the Munger Mountain Workforce Housing plan to move forward will create more affordable home ownership options restricted to those working in Teton County.

Affordable housing benefits employers, the workforce and the community. Stable, affordable housing for the workforce creates positive change for families stressed by rising rents and multiple moves. Employers benefit by having more stability for their workforce. And the community benefits because people employed locally who live locally also volunteer and shop locally.

I hope that the approved plan in Hog Island will support workforce housing for a range of workers in Teton County. An amendment to the Comp Plan is necessary for Mr. Huhn to move forward with his plans. My understanding is that he has an option on the property that will expire at the end of this year. So, to take up his option, he needs to know that his project can move forward.

Please seize this opportunity to make a substantial, positive impact for our Teton County workforce.

I hope you will vote in favor of an amendment to the comp plan to allow the project to move forward.

Kind regards,

Patty Lummis
Board President
Habitat for Humanity of the Greater Teton Area

Kristi Malone

From: Kelly Ryan
Sent: Monday, April 22, 2019 1:12 PM
To: Kristi Malone
Subject: Fw: Comment on MMWH

From: Warren Samuels <warren.samuels@tetonscience.org>
Sent: Monday, April 22, 2019 1:09 PM
To: Board Of County Commissioners
Subject: Comment on MMWH

Dear County Commissioners and Town Council Members,

Thank you for the progress you have made with the Munger Mountain housing development. I've heard that you have considered moving the MMWH project to the Growth Management Plan, but if I understand the process correctly, I believe that means there won't be time to act on the opportunity before the timing runs out on the property. I am writing to ask you to vote yes on amending the Comp Plan to allow for the Munger Mountain Workforce Housing project to move forward.

My name is Warren Samuels and my family will be moving out of the area in June because of cost of living, specifically cost of housing.

My hope is that one day we can return, but that in the meantime others in our position are able to make this place work. This project moving forward can have that kind of impact.

I have lived in this community for the past five years and work as the Director of Enrollment Management for Teton Science Schools. I have also coached lacrosse for Jackson Hole Lacrosse. Three years ago we moved to Teton Valley, Idaho because of affordability. Now, with a 2nd kid on the way, my wife and I need to prioritize our family. My wife, Nikki will be taking a few years off of work to raise our little guys. We quickly realized that we cannot afford appropriate housing on EITHER side of the pass on just my salary alone. Since we are committed to Nikki staying home for a few years and prioritizing our family, we must move out of the area.

This is hard for us. While we are excited about our next chapter, our hearts are here - it's just too hard to make it work from a housing perspective. This must be THE priority. Families shouldn't have to make detrimental financial decisions to make this place work. The free market will continue to push families like us out. I would consider the long-term, indirect economic and social impacts of not keeping good families and people in the valley.

Thank you again for your hard work and consideration. I recognize there are lot of needs and constituents that you serve which makes your job tough.

Thank you,
Warren Samuels

--

Warren Samuels

Director of Enrollment Management for the TSS Independent Schools | Journeys School of Teton Science Schools

p: 307.732.7745

web | facebook | blog | linkedin

Teton Science Schools inspires curiosity, engagement and leadership through transformative place-based education.

April 22, 2019

Teton County Board of Commissioners

Re: Munger Mountain Workforce Housing

Dear County Commissioners,

Thank you for taking the time and effort to work through this very important and critical housing issue affecting the welfare of the Teton County workforce.

My name is Richard Uhl, 20+ year resident of Teton County, and concerned citizen, wanting to see housing built that is critical for keeping a local workforce, and seeing it built in an appropriate area of our county. In my opinion, the area targeted at Munger Mountain, is a practical choice and practical location for all the reasons that have been stated earlier by others and there is no need to continue to reiterate them here.

There is opposition to not have the density in this location, however there is a mix that will work, whether it is the full scope of 150+ homes or something less that is deemed appropriate for the developer, community and neighbors. There is a win, win, win situation that can be achieved.

Please vote "yes" on amending the Comp Plan to allow for the Munger Mountain Workforce Housing project to move forward. We do not have time to discuss a lot of other options at this time, for risk of losing the developer's option on this piece of property.

Please show the leadership this county needs, by moving forward with a "yes" vote at the JIM on April 23rd.

Again, thank you for all your hard work and consideration with such an important matter.

Sincerely,

A handwritten signature in black ink, appearing to read "Richard L. Uhl, Jr.", with a large, stylized initial "R" and "U".

Richard L. Uhl, Jr.

Kristi Malone

From: Kelly Ryan
Sent: Monday, April 22, 2019 11:44 AM
To: Kristi Malone
Subject: Fw: Munger Mountain

From: Bruce Hawtin <bhawtin@hawtinjorgensen.com>
Sent: Monday, April 22, 2019 11:43 AM
To: council@jacksonwy.gov; Board Of County Commissioners
Subject: Munger Mountain

Dear Members of The Jackson Town Council and The Teton County Commissioner,

First, thank you for the time you spend moving our town and county forward.

Munger Mountain: I think allowing a school to be built at Munger Mountain was the worst planning decision that has ever been made in the fifty years I have lived in Teton County. What is done, is done, and now we move forward.

I support affordable/workforce housing being built adjacent to the Munger Mountain School. I support the first step of amending the comprehensive plan to allow for more density at Munger Mountain. With this amendment passing, I look forward to commenting on what the developer has in mind. I will be particularly interested in what suggestions the Wyoming Highway Department will have in terms of controlling the added traffic on and off that property coupled with the Munger Mountain School traffic.

Thank you for giving me the opportunity to briefly comment on this very important project. For me, providing housing for our workforce and maintaining a whole, healthy, town and county, is our number one priority. There isn't a single day that goes by that I don't have the opportunity to talk to someone about the need for affordable, workforce housing. Designing and building workforce housing is the easy part. Proving a consistent source of funds is the challenge. Nothing new in this statement.

Best Regards,
Bruce

Kristi Malone

From: Kelly Ryan
Sent: Monday, April 22, 2019 8:13 AM
To: Kristi Malone
Subject: Fw: Proposed Hog Island Development

From: Ian Johnston <iojohnsto@gmail.com>
Sent: Friday, April 19, 2019 4:46 PM
To: Board Of County Commissioners
Subject: Proposed Hog Island Development

Teton County Commissioners,

I hope this email finds you all well.

I am writing to you today in support of the proposed housing development at hog island. I am a 28 year old CPA and was able to return to the valley after having the privilege of growing up here. The place is very dear to me, as I am sure it is to you. I've been following this proposed development very closely, and am frankly very surprised to see as much opposition to it on the commission as I have. Speaking as someone how does not qualify for "affordable housing" here in the valley, but makes far too little to afford a \$1 million house in east Jackson, Cottonwood, or Rafter J, I feel as though this project would be exactly what is needed for people like me. Per Larry Huhn's plan, lots can be sold for around \$200,000, and manufactured homes can be affordably built on the lots to make home ownership in the valley within the reach of the professional worker in the valley (total cost around \$500,000). The deed restricted nature of the proposal would allow competition among buyers who work in the valley, instead of the competition that we now face with buyers from outside the valley with very deep pockets. It feels like a no brainer to me to approve this project and assess its outcome so that it can be a model for future smart development around the valley, which will need to occur to support our local workforce.

The "professional" class of worker in Jackson seems to be forgotten when conversations around developments like this occur. The accountants, lawyers, small business owners, nurses, and many others make "too much" to qualify for affordable units, but make FAR too little to afford a \$5,000 per month mortgage payment, or a \$200,000 down payment. When private sector solutions like this come up that would require no subsidy, no taxpayer dollars, and only approval by the requisite local government branches, I don't know why our local government is so quick to deny.

Per the comprehensive plan (which, in my opinion, is quite unrealistic and outdated when seen in the light of where we find ourselves in 2019), hog island is to remain rural. But where in the comp plan is there room for housing for the "professional" worker? The west bank has traffic problems, north of town is almost completely federal land, and town itself has been built to capacity. The stretch of land between the southern border of town and the southern border of hog island is ideal for placing new neighborhoods. We already have 5 lanes, schools, and infrastructure. If not for a development like the one proposed on hog island, can you tell me where I might expect to own a home one day in this valley?

I appreciate your consideration and your hard work. I hope that you will consider the opinions of this Jackson resident when you make your decision.

Best,

Ian Johnston, CPA

Kristi Malone

From: Kelly Ryan
Sent: Friday, April 19, 2019 1:09 PM
To: Kristi Malone
Subject: Fw: NO on Comprehensive Plan Amendment to Add Subarea 7.3

From: ck78@onewest.net <ck78@onewest.net>
Sent: Friday, April 19, 2019 12:27 PM
To: Board Of County Commissioners
Cc: council@jacksonwy.gov
Subject: NO on Comprehensive Plan Amendment to Add Subarea 7.3

Dear Commissioners and Council:

I know, I know, you're tired of hearing from me... Thanks for your service. I will be gone during the JIM meeting and after listening to all the discussions want to make a few points:

It is not the job of the government to fast track a proposal to facilitate a real estate deal, and changing the Plan before *they* have a detailed plan or the contract is signed is putting the cart before the horse. I don't care for the "scare" tactics the developer is hanging over you: that it's now or never.

Just because this proposed subdivision will be deed restricted to employees does not mean it will be affordable now or in the future.

Mr Pierson's suggestion that this should go forward because all those new sewer hook ups will help the TCSD pay for the sewer line from the school that never should have been placed in that location is laughable.

His contention that this proposal is good because it will make it possible for residents to possibly add hundreds of dogs and cats to this area adjacent to livestock and the wildlife habitat of Munger Mountain is likewise ridiculous.

It seems that none of those in favor of this actually live down here.

It would be much better to allow this property to be subdivided as the current zoning in subarea 7.2 allows or a family split. Either of those options will be a better alternative than nearly tripling the number of residences in this neighborhood.

Vote NO to adding subarea 7.3 and not give it further consideration in the scheduled review of the GMP review of the Comp plan.

Carol Kaminski
Henrys Road
Jackson
733-2161

Kristi Malone

From: Kelly Ryan
Sent: Friday, April 19, 2019 1:08 PM
To: Kristi Malone
Subject: Fw: Regarding Munger Mountain Workforce Housing

From: R. Layne <scpbrown03@yahoo.com>
Sent: Friday, April 19, 2019 12:13 PM
To: Board Of County Commissioners; council@jacksonwy.gov
Subject: Regarding Munger Mountain Workforce Housing

My name is Layne Brown, we live down in the area of the Munger Mountain project. My concern is that you have a few projects already being developed under the "Workforce Housing " title. I think you should wait and see how these projects develop and what they add to the community. These projects are in town and should help with the traffic. If we are trying to make our community more "green" , then I believe the traffic that this project will create, to the already crowded roads, should be looked at seriously! Let's not add to the traffic situation, when the workforce projects that are underway, should help with this!

Thank you for your time and concern on this! Layne Brown

Sent from my iPhone

Kristi Malone

From: Kelly Ryan
Sent: Friday, April 19, 2019 1:07 PM
To: Kristi Malone
Subject: Fw: Munger Mountain Workforce Housing

From: Rebekkah Kelley <rebekkahkelley@gmail.com>
Sent: Friday, April 19, 2019 12:05 PM
To: Board Of County Commissioners; council@jacksonwy.gov
Subject: Munger Mountain Workforce Housing

Dear Commissioners and Town Council,

I am writing in SUPPORT of the Munger Mountain workforce housing proposal. As a life-long resident of Jackson who is now raising a family here, I feel a neighborhood such as what is being proposed is something the community will benefit from immensely. It reminds me of the Rafter J or Cottonwood subdivisions which are very desirable places for families to live and get away from the hustle and bustle of our busy tourist town. Neighborhoods such as these allow residents a piece of Jackson to call their own. While I applaud the affordable housing efforts that are being made in town, most of those options are extremely cramped, have too little green space, and only lower income families can qualify. I believe the Munger Mountain project will be the perfect type of housing for the people who are in-between qualifying for traditional affordable housing yet not able to compete on the open market. Rafter J and Cottonwood used to be for the working class families and now they are getting purchased by 2nd homeowners and retirees. The workforce restriction on the Munger Mountain project is the perfect solution to that problem. I feel strongly that this is the type of neighborhood that will benefit LOCALS in perpetuity.

Please vote to approve the requested amendment to the Comp Plan!

Sincerely,

The Kelley Family

Kristi Malone

From: Kelly Ryan
Sent: Monday, April 8, 2019 9:38 AM
To: Kristi Malone
Subject: Fw: Hog Island development

From: john murray <john.murray@jackson-wyoming.com>
Sent: Monday, April 8, 2019 9:37 AM
To: Board Of County Commissioners
Subject: Hog Island development

Dear supervisors:

I live just north of Munger Mountain and I oppose changing the zoning for Hog Island to include high density housing. As much as we need to Increase affordable housing in the county, placing it in Hog Island is the wrong approach. It will increase light pollution, increase automobile traffic, and deplete wildlife habitat. Please do not change the Hog Island Zoning to allow dense housing in that area.

Thank you!

John Murray
(307) 690-8204

Sent from my iPhone

Kristi Malone

From: Kelly Ryan
Sent: Monday, April 8, 2019 8:09 AM
To: Kristi Malone
Subject: Fw: Munger Mountain Residential Subarea 7.3 proposal

From: henry phibbs <phibbslaw@icloud.com>
Sent: Sunday, April 7, 2019 9:53 PM
To: Board Of County Commissioners; council@jacksonwy.gov
Subject: Munger Mountain Residential Subarea 7.3 proposal

Dear County Commissioners, Mayor Muldoon and Council Members:

I am writing this note to you to give my strong support for an open, public consideration of the major project being proposed by Larry Huhn on Hog Island, the Munger Mountain Residential proposed new zone, Subarea 7.3

As someone who has been involved in community planning in Teton County for more than 40 years, I believe we have reached a point where we must seriously and openly consider any legitimate opportunity to create significant numbers of permanently protected workforce housing units.

Hog Island isn't the perfect location for urban level density, that location is the property immediately south of high school road. The Gill and Lockhart property is not available for the expansion of town density as the families have chosen not to develop. That is their absolute property right. The fact that there may be a better ideal location for urban density development should not confuse or delay the time sensitive public discussion that should be held regarding this proposal.

The Hog Island property adjacent to the new Munger Mountain School is going to be developed. The extension of the sewer line to the new school has made that a certainty. The only question is what that development will look like and whether it will provide some desperately needed workforce housing that is protected.

The only time that a meaningful public discussion about this opportunity can be held is while the property is still available. Delaying that discussion will deny our community the chance to learn about and discuss the opportunity being presented. If the new form of deed restriction doesn't work for the community, fine, don't approve the new zoning.

Good local plans are built on the vision and values of communities. Our town and county plan has those foundations. But good local plans must be capable of adjustment to take into account rare opportunities to address critical local needs.

Please do not deny our community the chance to publicly discuss and consider this proposal.

Thanks to all of you for your hard work on behalf of our community and valley.

Hank Phibbs

Kristi Malone

From: Kelly Ryan
Sent: Monday, April 8, 2019 8:08 AM
To: Kristi Malone
Subject: Fw: Proposed Munger Mountain Subdivision

From: ARMOND N ACRI <anacri_WY@msn.com>
Sent: Sunday, April 7, 2019 8:50 PM
To: Board Of County Commissioners
Cc: Town Council
Subject: Proposed Munger Mountain Subdivision

Please listen to your staff and deny the request to add a dense subdivision next to Munger Mountain School. I would be the first to admit the Comp Plan is not perfect, but it is the result of years of public input. To ignore the plan would be an insult to the community.

When I first drove into the Town of Jackson from the South 29 years ago, my initial reaction to seeing the dense development of Rafter J, well outside the city limits, was "who allowed this mess?" (My actual thoughts were more colorful, I have edited them.) I continue to have the same reaction every time I drive by there, even though I have many friends who live there and love it. Our community was clear, going forward we will not make that mistake again and put density far away from services. We also do not want to put density in random locations and put services there.

The Comp Plan is clear, the place to develop is the North end of South Park. If Mr. Huhn wants to develop property to provide housing for workers, he should be working with the appropriate landowners for his project. His plan should fit the Community's Plan, not the other way around. Thank you.

Armond Acri
Jackson, WY

Sent from [Mail](#) for Windows 10

Kristi Malone

From: Kelly Ryan
Sent: Friday, April 5, 2019 3:20 PM
To: Kristi Malone
Subject: Fw: For April JIM: strategic planning, sustainable public funding, Hog Island
Attachments: 2019 April JIM workplan comments Alliance.pdf; 2019 March JIM Cumulative study request.pdf; Alliance - Hog Island comp plan comments for PC.pdf

From: Skye Schell <skye@jhalliance.org>
Sent: Friday, April 5, 2019 3:12 PM
To: Town Council; Board Of County Commissioners
Cc: Tyler Sinclair; Leah Zamesnik; Steve Westbay
Subject: For April JIM: strategic planning, sustainable public funding, Hog Island

Dear Mayor, Councilors and Commissioners,

Thank you for the opportunity to comment on the upcoming joint planning workplan. We appreciated your conversation at the March Joint Retreat, as well as recent discussions at the Joint Planning Commission. We would like to express our support for two key "meta priorities":

1. Strategic community planning
2. Sustainable public funding for our priorities

Please see our full comments attached.

I have also re-attached our March comments regarding the workplan, and our Hog Island comments we sent to the Planning Commissions.

Please let me know what you think and be in touch with any questions.

Thanks for your service,
Skye

--

Skye Schell
Executive Director
Jackson Hole Conservation Alliance

office (307) 733-9417 x1
www.jhalliance.org

[Homepage - Jackson Hole Conservation Alliance](http://www.jhalliance.org)

www.jhalliance.org

Funding for Wildlife Crossings: SPET November 2019. Mar 15, 2019. Last week, Town and County officials voted to hold a Specific Purpose Excise Tax (SPET) election in November 2019.

fb [JHConservationAlliance](#)

Help Build [Safe Wildlife Crossings for JH!](#)



Teton County Planning Commission
Town of Jackson Planning Commission

March 7, 2019

RE: Comprehensive Plan Amendment Proposal for Hog Island

Dear Town & County Planning Commissioners,

Thank you for considering our comments regarding the proposed Comprehensive Plan amendment.

First, we commend the applicant and their team for bringing forward a proposal to meet a community need, and for engaging our community prior to required public hearings. We hope the input they heard will result in positive changes to their development proposals.

Second, we commend the Town & County Planning Directors for their deep and thoughtful treatment of the immediate and long-term consequences of these decisions. This staff report is exceptional in its clear background and context, its level of analysis, and its direct recommendations. In general, we support the analysis and recommendations. Please allow us to share our approach as well.

First: we do not support amending the Comprehensive Plan without extraordinarily good reasons. The Comp Plan was carefully crafted and based in years of community engagement. It presents a strong vision for protecting what we love about Jackson Hole: our ecosystem, our community, and our quality of life. The Comp Plan has a strong growth management framework and is our best bulwark against sprawl. We should only change it as part of a holistic county-wide smart growth strategy, and only when we know the changes will result in real benefit to the shared values outlined in the Plan.

Please start by establishing clarity on the rationale for this proposed amendment. We have heard two very different lines of reasoning: either (1) Hog Island is generally the right place for a lot of new housing; or (2) this amendment would enable a specific opportunity.

- (1) If Hog Island is the right and **strategic** place for more density, in general, than we don't need to talk about what projects might look like. However, the Planning Directors make a strong recommendation that Hog Island is not, in the abstract, the right place for more density. Also, this determination should come from the Growth Management Program update that you and our elected representatives are embarking on soon – you'll take a strategic and holistic look at how and where we should grow. *Please wait until that strategic update is complete before considering specific amendments.*
- (2) Even without believing that Hog Island is the strategic place for more density, one could make the case that this developer's interest (and recent actions of WYDOT, TCSD, etc) create a rare **opportunity** that we should not waste. In this case, we absolutely need to know, and agree on, what the developer intends to build. *We cannot support a Comp Plan amendment to enable a specific project unless we wholeheartedly support the project.*

While we would not support building a new suburban “bedroom community” in a rural area, as might be proposed in Hog Island, we could potentially support a proposal that sets a model for responsible planning and good community design.

Principles for this model include:

- Creating a true “*village*” among the network of villages around our community – in the context of a coherent valley-wide growth strategy
- Designing a *walkable neighborhood* with enough density to support a real “village center” with neighborhood services (like a market, transit center, neighborhood school, gym, community center, library, etc) so that residents don’t need to drive for their daily routines, and so it functions as a real community
- Fully identifying and protecting – and even enhancing – the most important on-site *wildlife habitat and wildlife movement permeability*
- Bringing in a significant amount of development rights from higher-value parcels (as identified by the new natural resource tier map) to offset the upzone – creating *real conservation value* (through existing incentive tools or a true transfer of development rights program)
- Including *ownership* deed-restrictions (not merely occupancy) so we can rest assured that this neighborhood will permanently allow *locals* to invest in our community for the long term (instead of just being affordable during the first sale, and then becoming high-cost rental stock owned by outside real estate investors).

We encourage potential developers to propose plans consistent with these principles, and we would welcome an in-depth discussion of truly responsible and forward-thinking planning.

Finally, if we amend the Comprehensive Plan to add new density in one location, we should simultaneously amend it to **remove density in another location to maintain parity** with the current Plan “buildout cap”.

Thank you for your consideration, and please use us as a resource as you engage in these important discussions regarding the future of our valley.

Sincerely,



Skye Schell
Executive Director
Jackson Hole Conservation Alliance

March 24, 2019

Dear Commissioners,

As I live so far away, I will not be attending the meeting regarding the Robertson property, south of Jackson. Instead, I will represent the opinion of myself, as well as my posterity, by means of this letter.

It has been in the news both in Jackson, other places, and even Gillette, where I live, that there is an extreme shortage of affordable housing in Jackson. Larry Huhn has presented a plan for consideration by the commissioners to develop our family's property, that would therefore create more possibilities for affordable housing there.

There is already a school in place on the land, close to and visible from the highway. Right next to the land is the Wyoming Highway Department, which also is visible and close to the highway.. People who work in Jackson commute from places like Driggs and Afton and all over, due to housing shortages, and do so often on hazardous roads. This property is only 10 miles away from Jackson.

The development of the Robertson property is in the best interests of the community and the residents of Jackson Hole.

We encourage you to approve the development plan for this land, as it is very much needed and makes perfect sense to do so.

Thank you,

Dorothy Robertson Tyrrell (and 28 direct descendants)
Co-Trustee



JOINT INFORMATION MEETING TOWN OF JACKSON & TETON COUNTY AGENDA DOCUMENTATION

PREPARATION DATE: March 29, 2019

MEETING DATE: April 8, 2019

and **APRIL 23, 2019**

SUBMITTING DEPARTMENT: Long-Range Planning

DEPT DIRECTORS: Tyler Sinclair & Steve Westbay

PRESENTER: Tyler Sinclair

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

PURPOSE/REQUESTED ACTION

Review the Fiscal Year 2020 (FY 20) Work Plan, as presented by Staff and as recommended by the Town and County Planning Commissions and take action to set the FY 20 Work Plan, subject to any proposed changes or amendments, based upon priorities for Comprehensive Plan implementation. Discussion should focus on prioritizing specific LDR Updates and Comprehensive Plan Administration tasks for the coming fiscal year (July 2019-June 2020) and beyond.

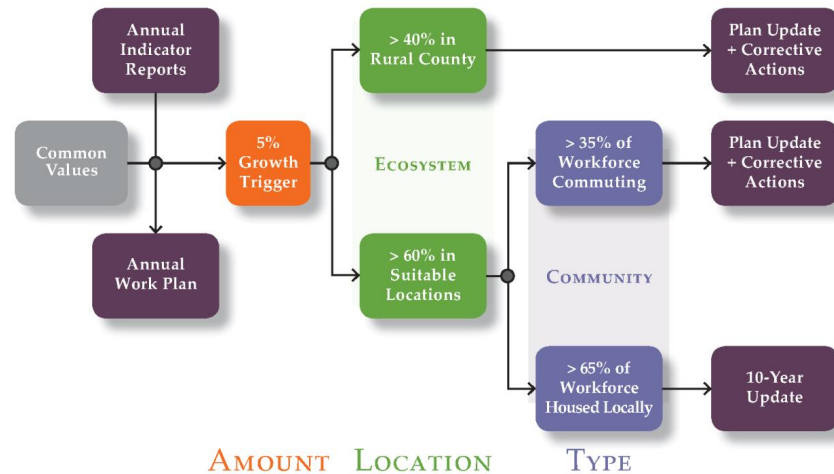
BACKGROUND

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

The completed 2019 Indicator Report was provided at the Joint Town and County Retreat that took place on March 4, 2019. At that meeting, Town Planning Director Tyler Sinclair made a presentation of indicator data, summarized trends as they relate to the three Common Values represented in the Comprehensive Plan, and assessed how these trends indicate progress or decline in reaching community goals. Significant takeaways are that 62% of residential development is occurring in Complete Neighborhoods; trends in the workforce living locally is declining slightly; effective population, job growth and Vehicle Mile Traveled is outpacing physical growth; and the shoulder season effective population and vehicle travel trends are increasing. While review of the Indicator Report should be reflected in the context of setting the Work Plan for FY 20, the action requested to be taken at this meeting is limited to approval of a FY 20 Work Plan. The completed 2019

Indicator Report serves as a reference document to better inform prioritization of planning, housing and transportation tasks moving into the next fiscal year.

Growth Management Program



The Growth Management Program is a quantitative review structure that provides the measurability and accountability needed to ensure the community will achieve the Comprehensive Plan Vision. The Growth Management Program is made up of four parts: a trigger (amount of residential growth), two targets (location and type of growth), corrective actions, and a 10-year regular Plan update. The need for a Growth Management Program Update was triggered in 2016 upon hitting 5% growth in residential units since adoption of the Comprehensive Plan.

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

STAFF ANALYSIS

Purpose: The purpose of this item is to prioritize LDR Updates and Comprehensive Plan Administration projects for fiscal year FY 20 and beyond as direction for Town and County Staff and as an expectation for the community. Staff uses the approved Work Plan to allocate its fiscal and staff resources. This is the opportunity to discuss and recommend alternative priorities.

The Town of Jackson and Teton County have engaged in joint planning since 1994. While each jurisdiction has its own version of the LDRs, there is only one Joint Comprehensive Plan, one joint Annual Indicator Report, and one joint Annual Work Plan. This means that the FY 20 Implementation Work Plan must be approved by both jurisdictions in order for it to be adopted.

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

The FY 20 Implementation Work Plan includes implementation projects from the Comprehensive Plan, the Integrated Transportation Plan (ITP), and the Housing Action Plan so that the Board, Council and advisory

bodies can see the magnitude of all the community's planning workload in one place, knowing that there is plenty of other community business to attend to as well. Implementation of the ambitious policies and strategies in all these plans is an enormous work load for the staff and advisory boards responsible for each project; and even more so for the public, the Board of County Commissioners, and Town Council responsible for all projects.

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

- **Joint Comprehensive Plan Review (Growth Management Program):** As discussed above, the Growth Management Program is a systematic review of the Comprehensive Plan principles, policies, strategies, and indicators to identify corrective actions that are needed before it is too late to make the corrections. The Growth Management Program was triggered in 2016 upon hitting 5% growth in residential units since adoption of the Comprehensive Plan. In 2017 the Board and Council chose to delay the Growth Management Program because the Engage 2017: Housing, Parking, and Natural Resource Updates needed to be complete, especially the Town District 3-6 Zoning Updates and Housing Mitigation Requirements Update, before the community could accurately reflect on and adapt the Comprehensive Plan principles, policies, and strategies.
- **Town Square Zoning Updates + Historic Preservation LDRs:** These updates are unlikely to be affected by the Growth Management Program and can occur concurrently with the Growth Management Program review. Town Square is a Character District composed of Stable subareas, where zoning updates are unlikely to include significant shifts from current allowances. Historic preservation LDRs are proposed to be included with the Town Square zoning because of the number of historic structures in the Town Square Character District but are actually standards that may be applied Townwide and Countywide as applicable.
- **County Natural Resource Protections Update:** Adoption of updated natural resource protection standards is the final component to complete Engage 2017 and would mark completion of almost all the marquee projects discussed in the Comprehensive Plan. Based upon recent direction from the Board of County Commissioners to the County Planning Director, work on this task should be postponed until Joint and County Planning Divisions are sufficiently staffed to ensure completion of the task. This change from the timeline proposed in the FY 20 Work Plan dated February 28, 2019 is represented in the suggested motion, below, amending the timeframe for the County Natural Resource LDRs task “to be determined based on staff capacity.”

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

At this April 8, 2019 joint meeting you will also decide on an application for a Comprehensive Plan Amendment for Subarea 7.2 Hog Island Business Park. The amendment application was made by a member of the public and is required by the Comprehensive Plan to be considered concurrently with the Annual Indicator Report and Work Plan. Although the application is limited to a section of Subarea 7.2 centered around the Munger Mountain Elementary School site and the Work Plan proposed by Staff places the Hog Island Zoning project in FY 21, review of this application may prompt a comprehensive re-evaluation of the desired future character and zoning for Hog Island or reprioritization of when zoning for this area should be addressed.

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

PLANNING COMMISSION ANALYSIS

The Town Planning Commission and County Planning Commission met jointly on March 7, 2019 to review the 2019 Indicator Report and to make recommendations on the LDR Update and Comprehensive Plan Administration portions of the FY 20 Work Plan. At that meeting the Town Planning Commission voted unanimously to recommend approval of the FY 20 Work Plan dated February 28, 2019 as presented by Staff and the County Planning Commission voted unanimously to continue the item.

At their March 20, 2019 meeting, the Town Planning Commission voted unanimously to amend their previous recommendation on the FY 20 Work Plan to include considering the future vision of the Hog Island area/District 7 as part of the Growth Management Program Update scheduled to occur in FY 20. At their March 25, 2019 meeting, the County Planning Commission voted unanimously to recommend approval of the FY 20 Work Plan dated February 28, 2019 as presented by Staff with amendments that the County Natural Resource LDRs task timeframe be listed as “to be determined based on staff capacity”, that consideration of the future vision of Hog Island area/ District 7 and Aspens/Pines/District 12 be included in the Growth Management Program Update scheduled to occur in FY 20, and that the County Planning Commission be updated quarterly on the Growth Management Program Update progress.

Key issues identified by Planning Commissioners focused on the lack of Planning Staff capacity to sufficiently complete tasks, significance of the recent State legislative session on local land use regulations, and the need to incorporate reconsideration of the future desired character of Complete Neighborhoods in the County in response to infrastructure improvements within the context of the Growth Management Program Update. Since this FY 20 Work Plan item was considered concurrently with a Comp Plan Amendment request for Hog Island (AMD2019-0001/P19-043), much discussion centered around the best way to comprehensively address infrastructure and service improvements, density allocation and community character. As evidenced by both Planning Commissions’ recommendations to deny the application for a Hog Island Comp Plan amendment but to specifically include potential revisioning of Hog Island as a component of the Growth Management Program Update in the FY 20 Work Plan, examining the impact of recent changes in Hog Island appears relevant and timely in a more comprehensive context. The County Planning Commission recommended to also include consideration of the future vision of the Aspens/Hwy 390 corridor as a Growth Management Program component. At the Planning Commission public hearings for this Work Plan item, Deputy County Attorney Keith Gingery expressed the importance of maintaining the Aspens Zoning Update task as a priority especially considering the continued litigation against Teton County over minimum lot size/density standards from landowners in that area. Both the Hog Island and Aspens/Teton Pines/Hwy 390 corridor areas were excluded from the April 1, 2016 county-wide rezone of rural areas (to align zoning with the 2012 Comp Plan) and currently maintain the legacy zones established in 1994. In the FY 19 Work Plan, the Aspens Zoning Update task was to begin in January 2019 with a projected completion date of June 2020. With continuation of the County Natural Resource LDRs task beyond the projected completion date and the current lack of staff capacity, the Aspens Zoning Update has not begun and the timeframe is represented as “to be determined” in the FY 20 Work Plan as presented by Staff.

PUBLIC COMMENT

The entire Town of Jackson/Teton County Community is a stakeholder and staff invites feedback from any community member or organization. Written comment on this item is attached to this staff report. Two members of the public provided comment at the March 7, 2019 Joint Planning Commission meeting—Scott Pierson requested that the Hog Island rezone task be moved up as a priority and a representative of the JH Conservation Alliance requested that natural resource updates be prioritized.

FISCAL IMPACT

Fiscal impacts associated with each identified project has been provided in the proposed work plan. Actual financial commitment will be considered by the elected officials and as part of adoption of the Town and County budgets.

STAFF IMPACT

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

LEGAL REVIEW

Gingery.

ATTACHMENTS

- 2019 Annual Indicator Report
- FY 20 Implementation Work Plan (dated February 28, 2019)
- Public Comment

RECOMMENDATIONS

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

The Town Planning Commission recommends approval of the FY 20 Implementation Work Plan dated February 28, 2019 with an amendment to include consideration of the future vision of the Hog Island area/District 7 as part of the Growth Management Program Update scheduled to occur in FY 20.

The County Planning Commission recommends approval of the FY 20 Work Plan dated February 28, 2019 with amendments that the County Natural Resource LDRs task timeframe be listed as "to be determined based on staff capacity," that consideration of the future vision of Hog Island area/District 7 and Aspens/Pines/District 12 be included in the Growth Management Program Update scheduled to occur in FY 20, and that the County Planning Commission be updated quarterly on the Growth Management Program progress.

SUGGESTED MOTION

I move to approve the FY 20 Implementation Work Plan dated February 28, 2019, subject to the changes identified by the Council and Board.



2019 Annual Indicator Report

February 28, 2019

Are We Living Our Values?	1
Ecosystem Stewardship	2
Ecosystem Stewardship Takeaways..	2
Ecosystem Stewardship Indicators...	3
Ecosystem Stewardship Next Steps..	6
Growth Management	7
Growth Management Takeaways.....	7
Growth Management Indicators.....	8
Growth Management Next Steps ...	12
Quality of Life	12
Quality of Life Takeaways.....	12
Quality of Life Indicators.....	13
Quality of Life Next Steps	20

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

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

Are We Living Our Values?

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

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

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

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

The Community in 5 Trends

Since Comp Plan Adoption in 2012:

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

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

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

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

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

Common Value 1: Ecosystem Stewardship

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

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

2018 Ecosystem Stewardship Takeaways

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

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

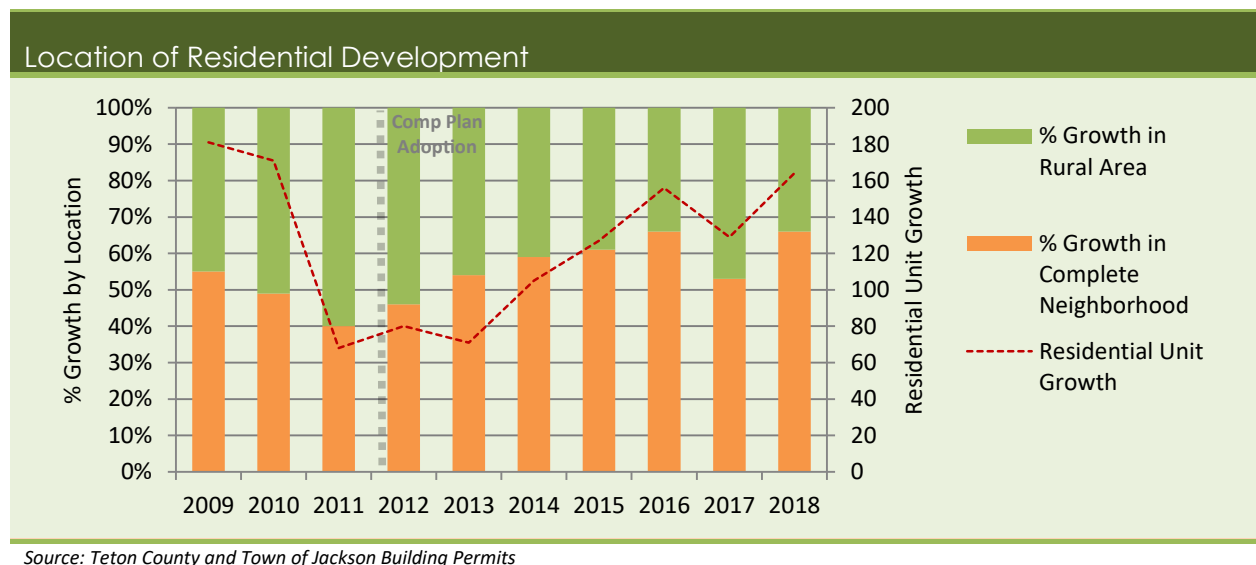
Complete Neighborhoods is a result of the adoption of the Engage 2017: Town Zoning & Parking – Districts 3-6 Updates in July, 2018. The Town Zoning & Parking Update was the second step in a two-step process to meet the Comprehensive Plan’s 60/40 goal. This is a significant accomplishment in the long-term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

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

Ecosystem Stewardship Indicators

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

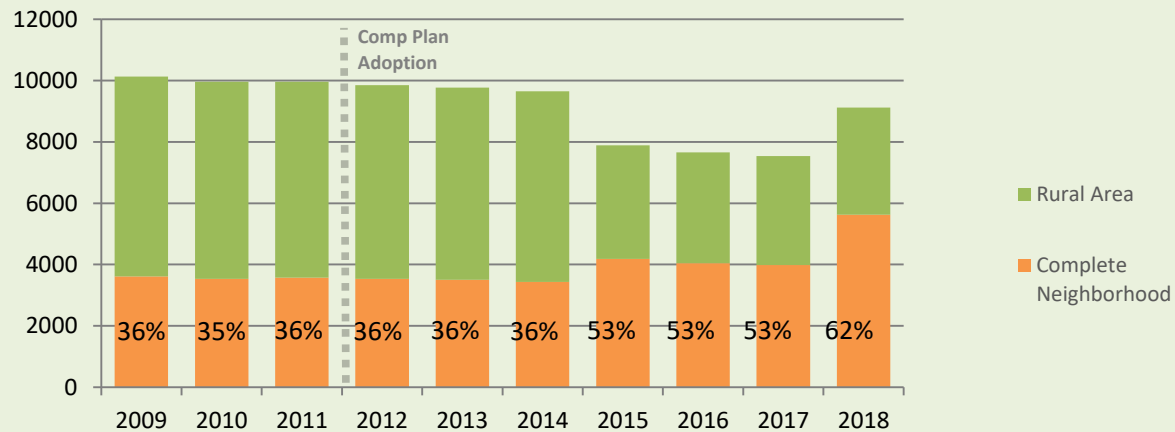
The location of growth in complete neighborhoods indicates the community’s ability to direct growth out of areas of habitat, scenery, and open space and into areas of infrastructure, amenities, and vitality. Location of Growth is the primary target established in the Comprehensive Plan to indicate Ecosystem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



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

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

Location of Residential Potential

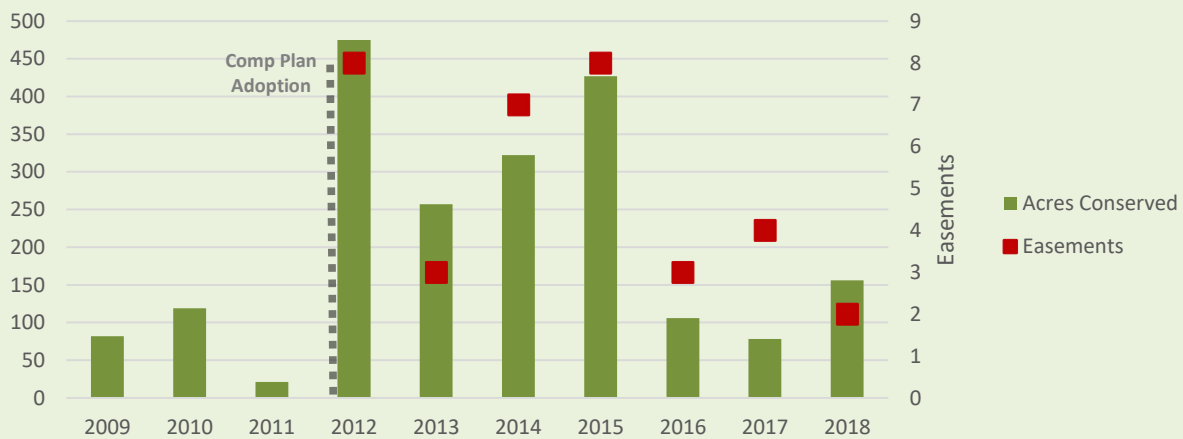


Source: Teton County and Town of Jackson

Permanently Conserved Land (Goal: Increase)

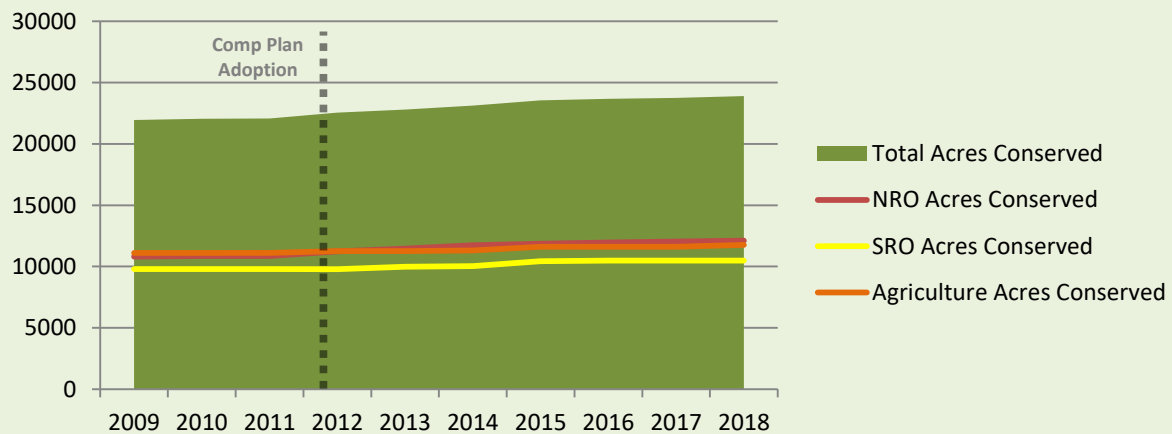
Monitoring permanently conserved land is an indicator of the community's progress in preserving areas of wildlife habitat, natural resources, scenic resources, and agricultural character. The goal of the Comprehensive Plan is to increase such conservation, although no specific conservation targets are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

Acres Conserved and Number of Easements by Year



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

Total Acres Conserved by Conservation Value

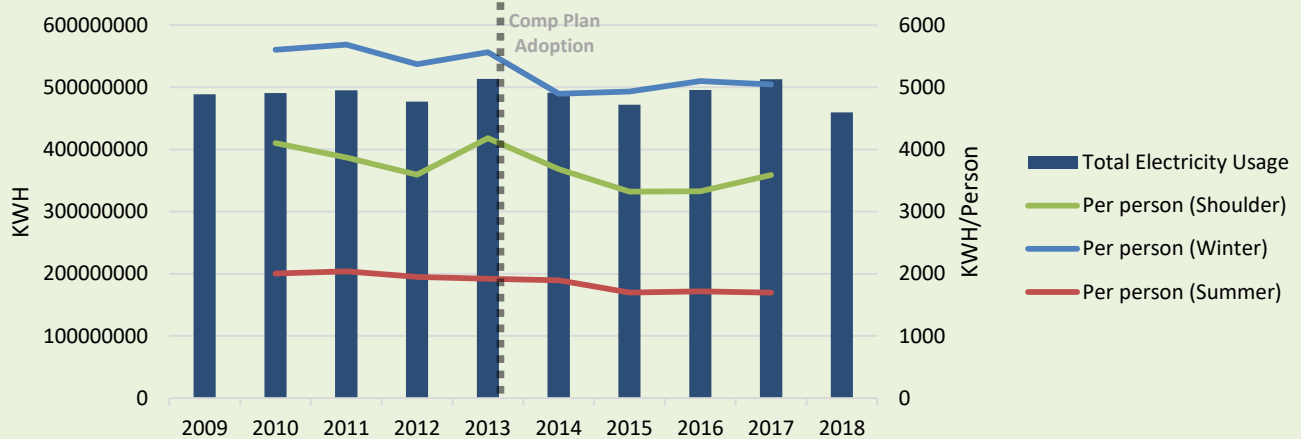


Source: Teton County; Jackson Hole Land Trust

Energy Load (Goal: Maintain)

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

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



Source: Lower Valley Energy

Wildlife Vehicle Collisions (Goal: Decrease)

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



Ecosystem Stewardship Next Steps

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

Common Value 2: Growth Management

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

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

Growth Management Takeaways

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

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

21,777 
Permanent Residents

46,933 
Non-residents

Growth Management Indicators

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

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

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

Source: Teton County and Town of Jackson

Effective Population (Goal: Monitor)

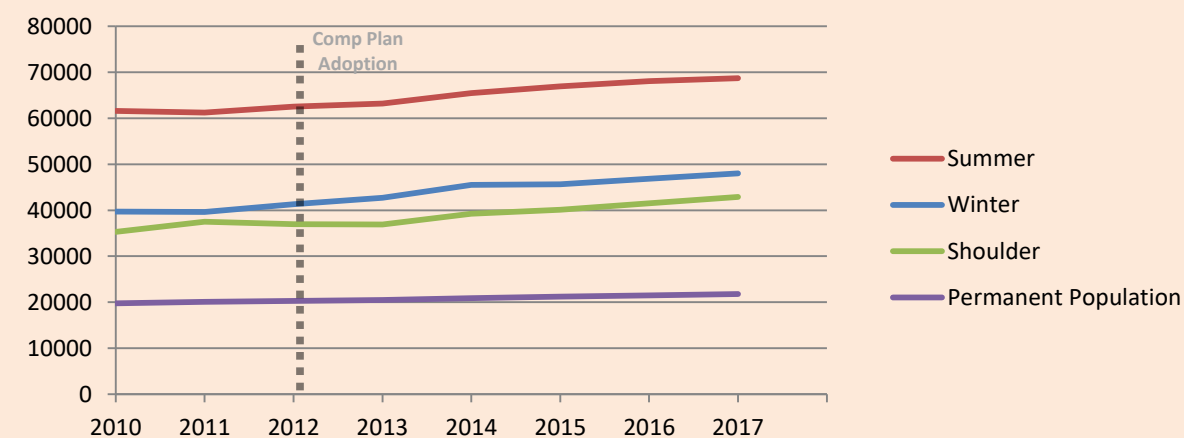
Effective population indicates the true, day-to-day number of people in Teton County, considering not only permanent residents, but also commuters, seasonal residents, seasonal workers, and visitors. Effective population is an important indicator to monitor because it more accurately represents the number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

2017 Effective Population

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

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

Effective Population by Season



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

Buildout (Goal: <1994 Levels)

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

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

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

Source: Teton County and Town of Jackson

Annual Comprehensive Plan Monitoring and Implementation (Goal: Complete)

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

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

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

Redevelopment vs. New Construction (Goal: Monitor)

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

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

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

Growth Management Next Steps

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

Common Value 3: Quality of Life

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

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

Quality of Life Takeaways

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

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

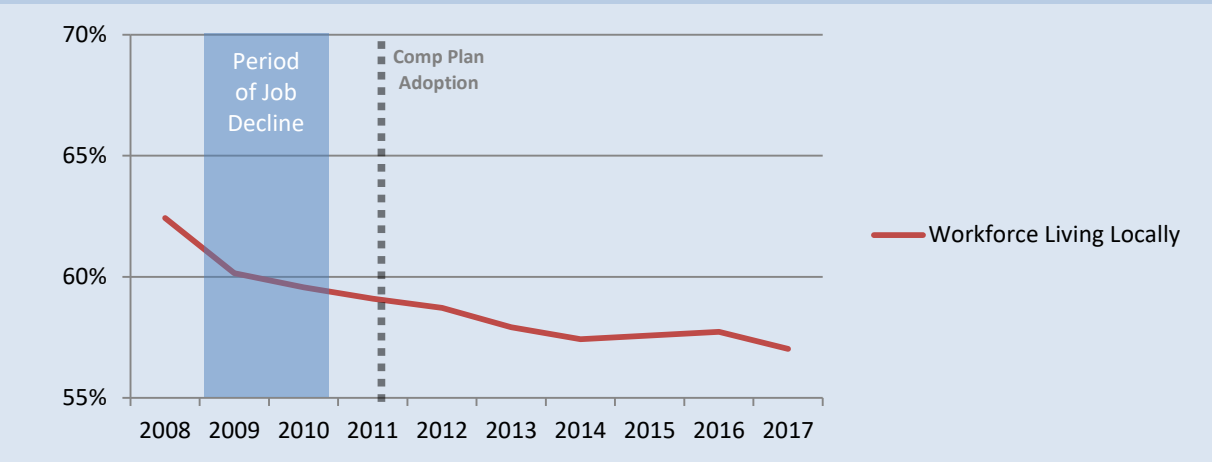
- Economic growth in the community continues to be some of the strongest in the nation. Average annual job growth since 2012 is 3.6%, compared to a national annual average since 2012 of 2% (Bureau of Economic Analysis, 2017). Local Employment has grown 2.9% per year; Effective Summer Population, 1.9%;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

Quality of Life Indicators

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

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

Percentage of the Workforce Living Locally

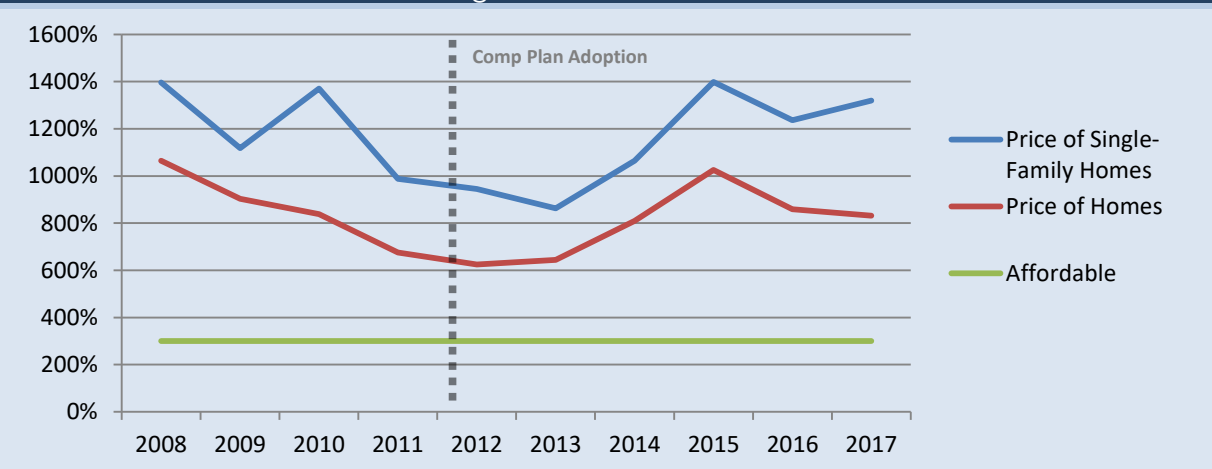


Source: US Bureau of Labor Statistics, US Bureau of Economic Analysis

Affordability of Housing (Goal: Monitor)

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

Median Home Sale as a Percentage of Median Income



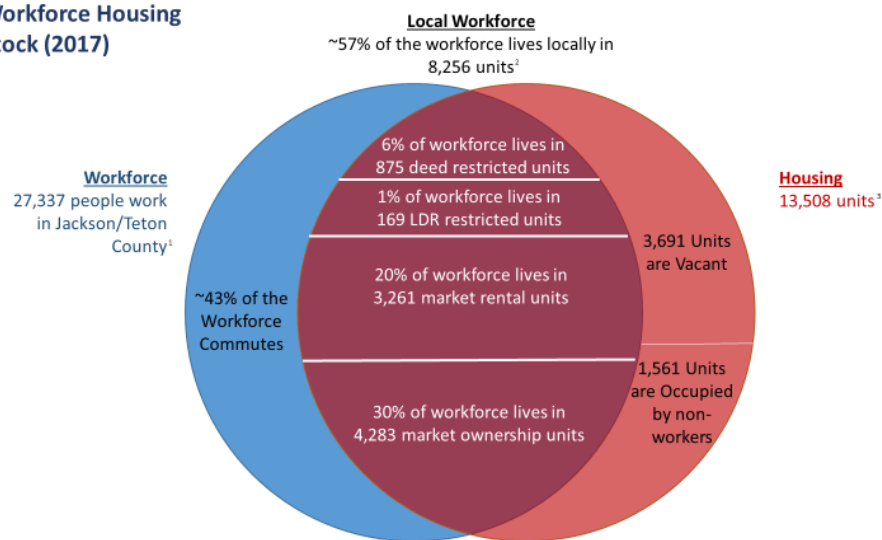
Sources: HUD, Teton County Assessor, David Viehman

Workforce Housing Stock (Goal: Monitor)

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

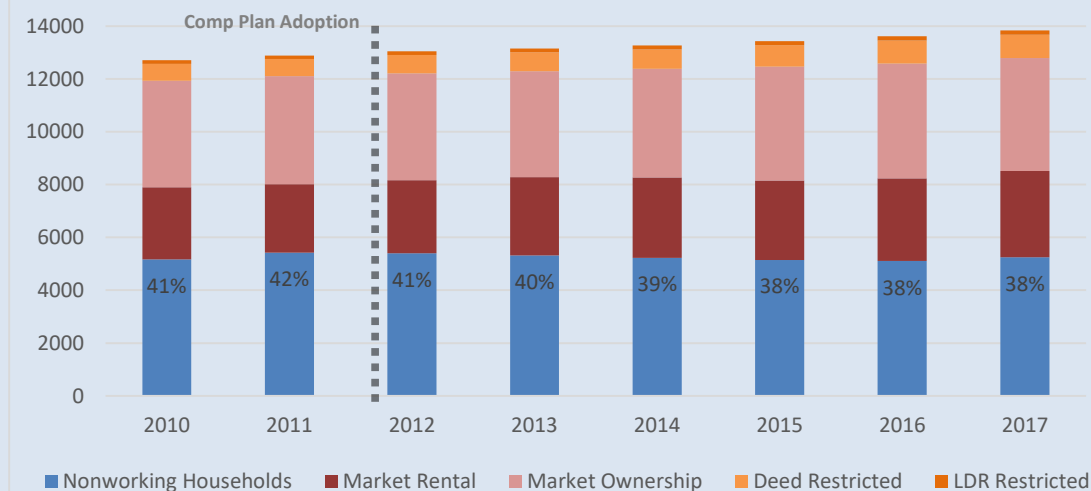
Workforce Housing Stock 2017

Workforce Housing Stock (2017)



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

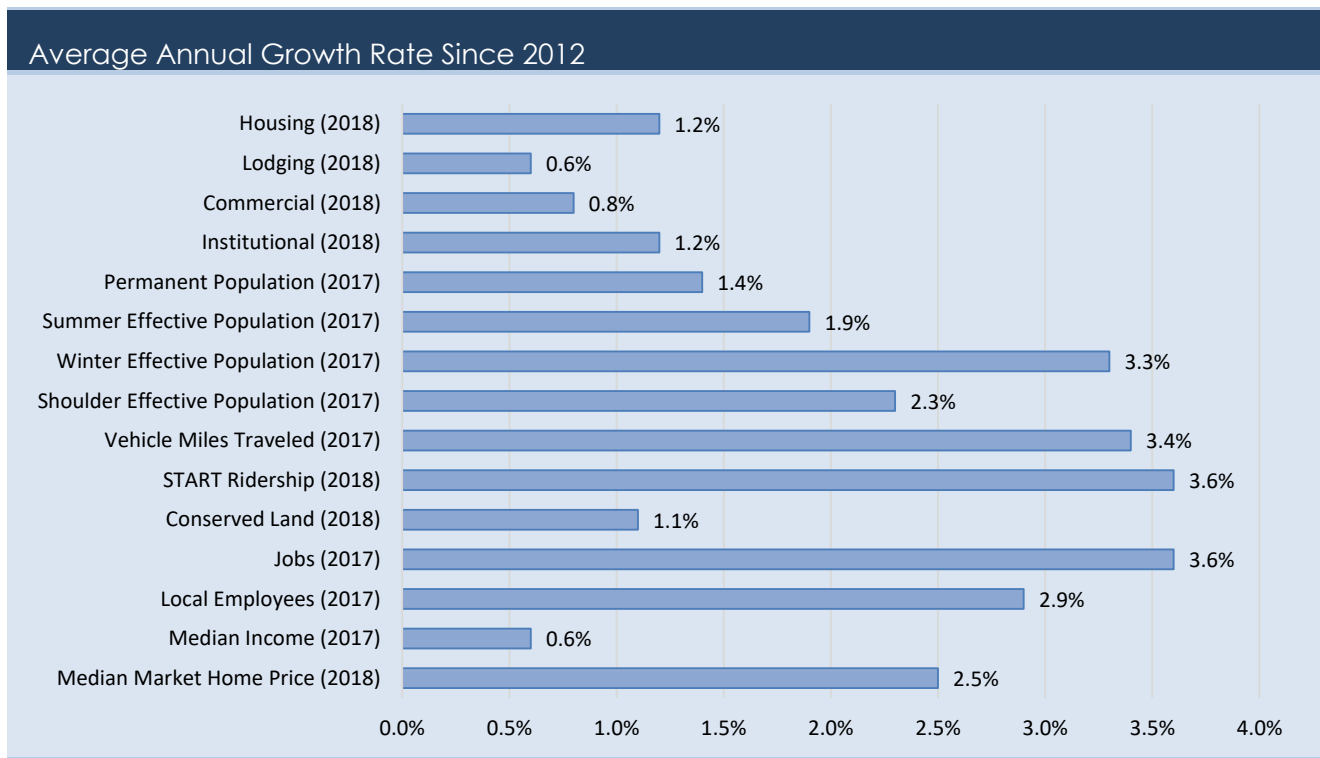
Workforce Housing Stock vs. Non-workforce Housing Stock



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

Jobs, Housing Balance (Goal: Monitor)

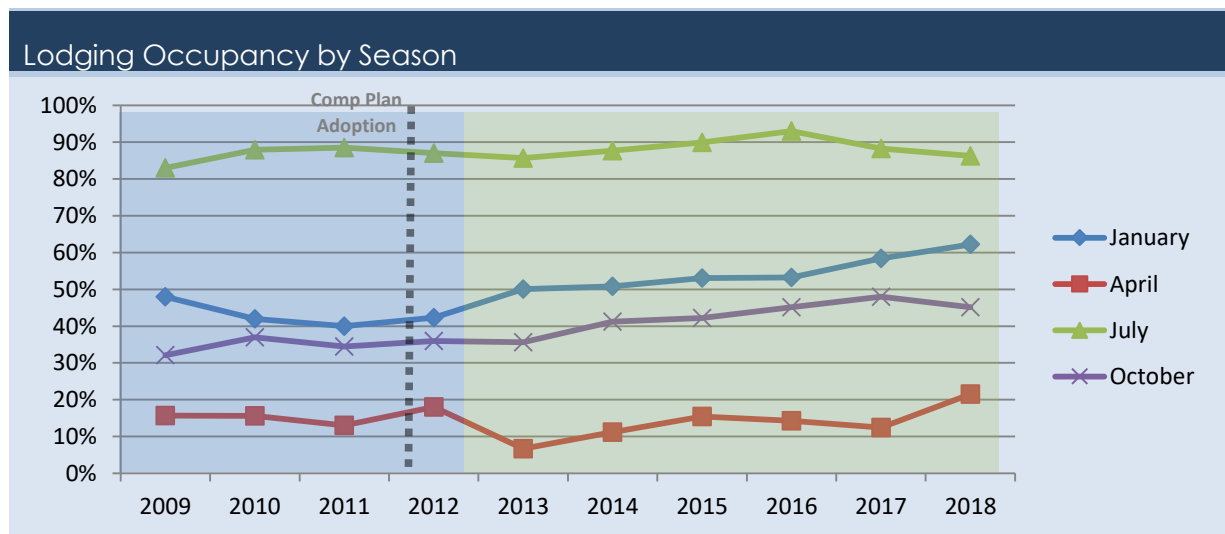
The Jobs, Housing Balance Indicator measures the relationship between various indicators. It is used to gain insight into how indicators are correlated with one another.



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

Lodging Occupancy by Season (Goal: Increase)

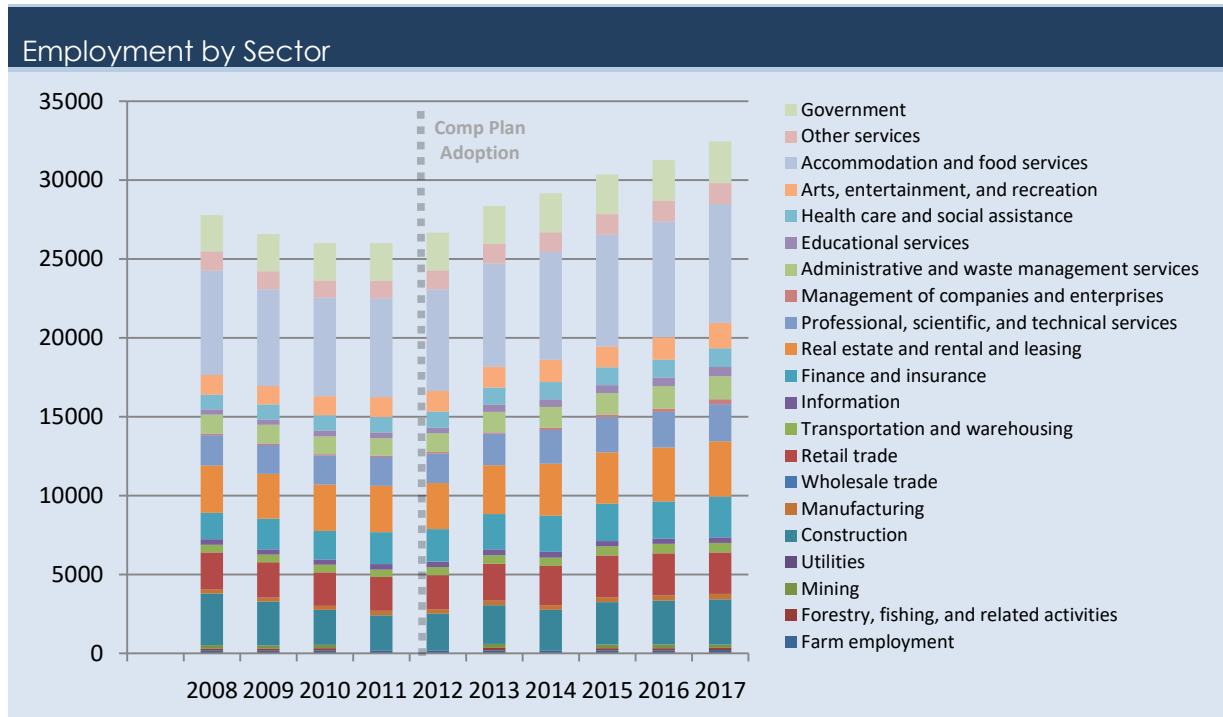
Lodging Occupancy by Season measures the percentage of available lodging units that are occupied in Teton County. The Comprehensive Plan identifies a goal of improving shoulder season occupancy to utilize existing lodging capacity and increase economic activity.



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

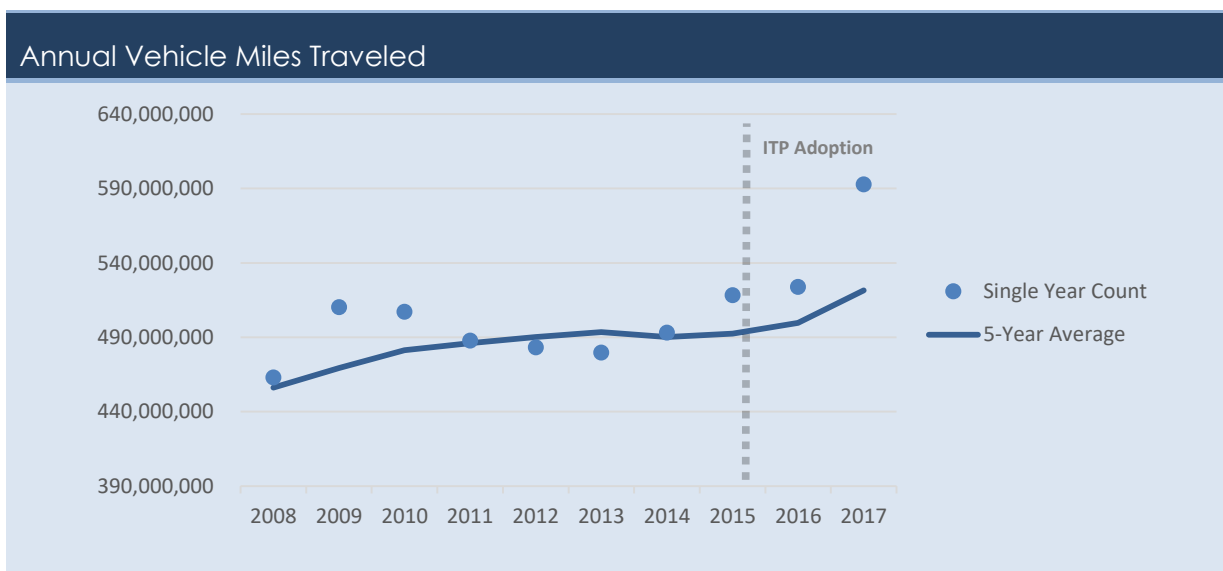
Employment by Sector (Goal: Monitor)

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



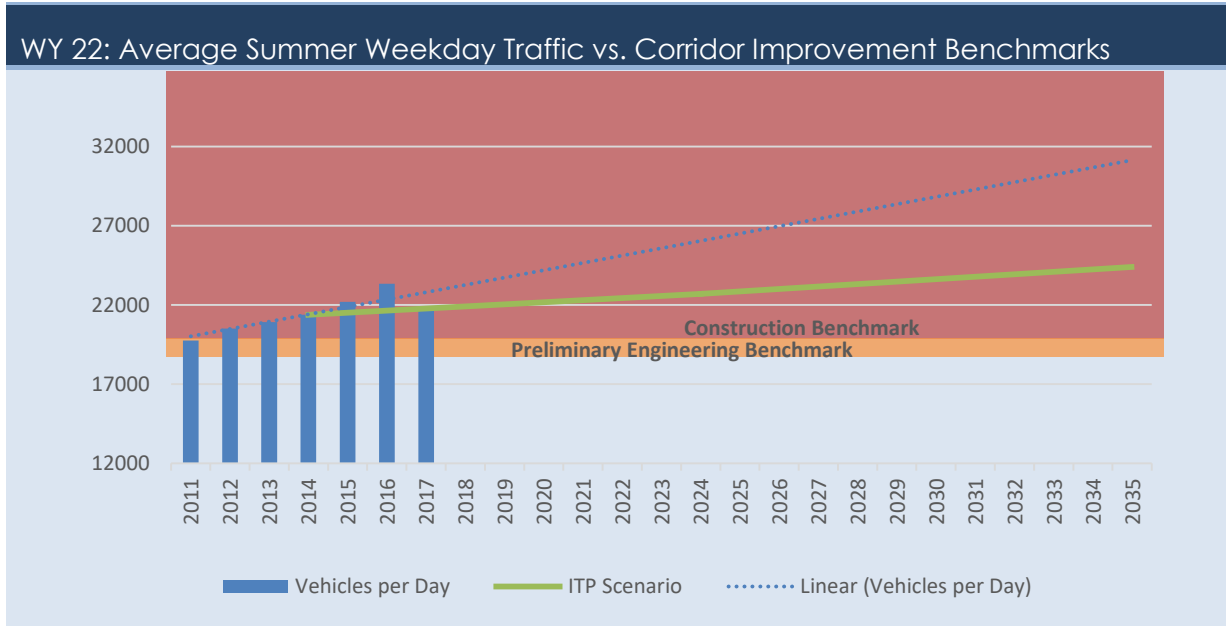
Vehicle Miles Traveled (Goal: $\leq 525,000,000$ in 2024 & $\leq 560,000,000$ in 2035)

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

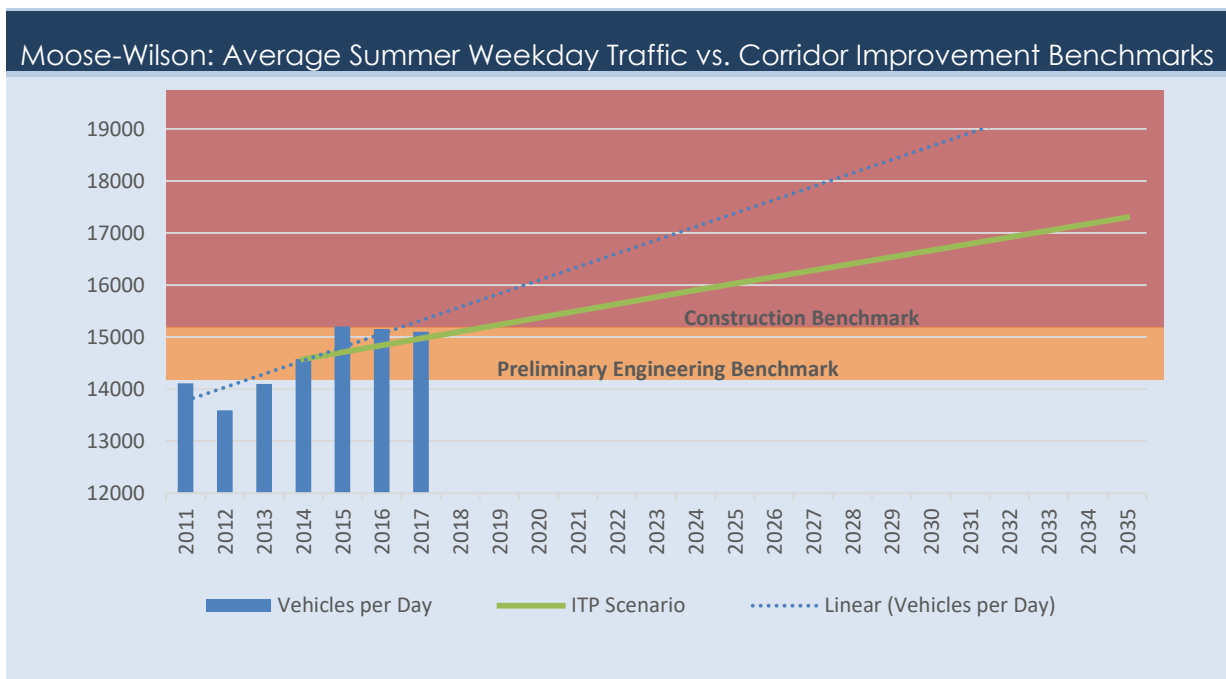


Corridor Improvement Benchmarks

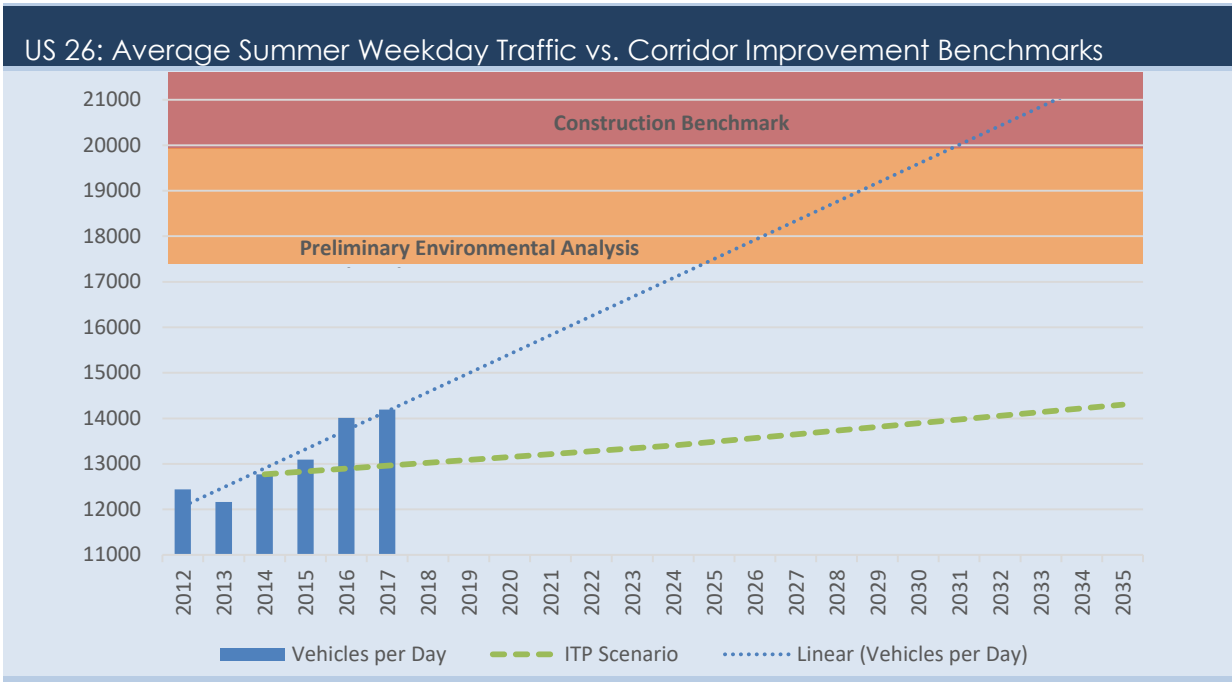
The Corridor Improvement Benchmarks are a series of 3 indicators that monitor the number of vehicles per day on Highway 22, the Moose-Wilson Road, and US 26 against corridor improvement benchmarks identified in the Integrated Transportation Plan (ITP). Once these benchmarks are reached, a suite of capital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



Source: WYDOT



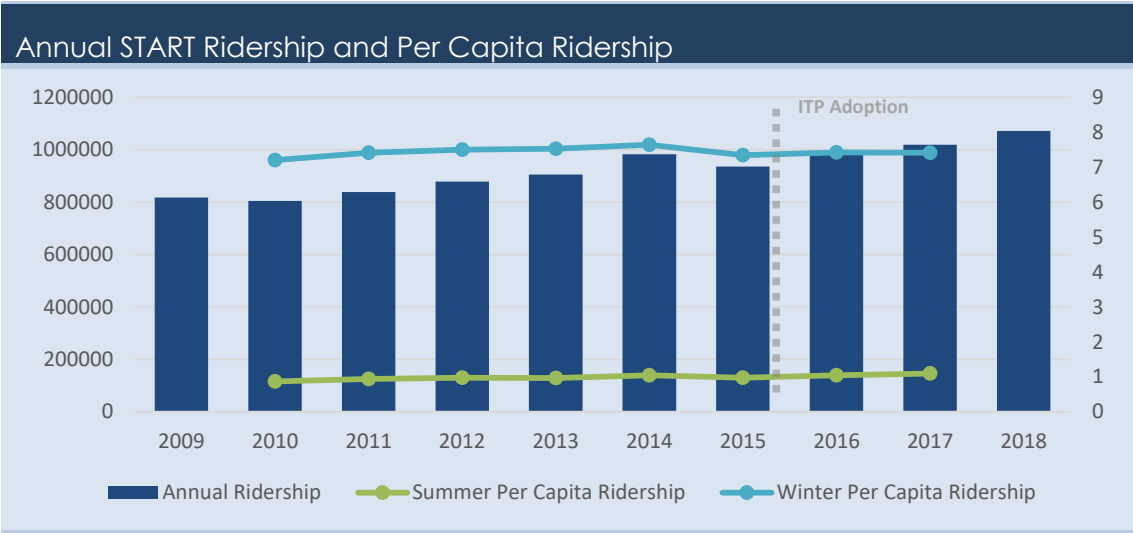
Source: WYDOT



Source: WYDOT

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

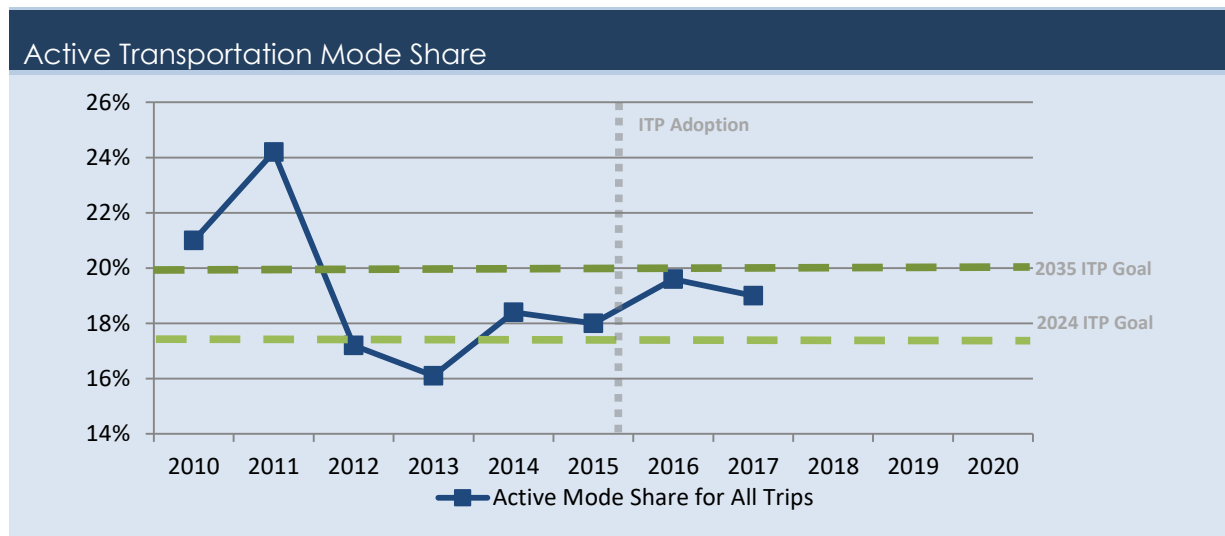
START Annual Ridership measures the annual number of trips made on public transit. The Integrated Transportation Plan establishes objectives of achieving 1.8 million riders in 2024 and 3.6 million in 2035.



Source: START

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

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



Source: ITP Dashboard, American Community Survey

Level of Service (Goal: Monitor)

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

Quality of Life Next Steps

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

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

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



FY 20 Implementation Work Plan

Comp Plan | ITP | Housing Action Plan

February 28, 2019

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

FY 20 Work Plan Summary

Staff Capacity

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

Priorities

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

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

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

Table 1: Tasks & Timeframes

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

Ecosystem Stewardship

Growth Management

Quality of Life

Achieving Our Vision

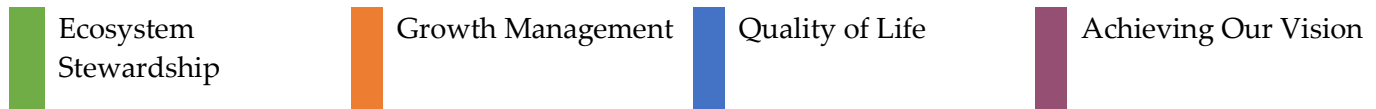
FY 20 Work Plan Introduction

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

References to "LDRs" stands for Land Development Regulations.

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

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



Contents

FY 20 Work Plan Summary	1
FY 20 Work Plan Introduction	4
FY 20 Work Plan Tasks	5
2019 Anticipated Completion	5
2020+ Anticipated Completion	8
Ongoing Tasks	16
5-Year Work Plan.....	23
Completed Work Plan.....	25

FY 20 Work Plan Tasks

2019 Anticipated Completion

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

County Natural Resource LDRs						
Goal: Utilize the vegetation mapping (completed in 2013) and focal habitat study (completed in 2017) to update the Natural Resources Overlay (NRO) and other natural resource protection standards by December 2019. Habitat protection will be updated to be a tiered system that is based on relative critical value. Standards and review requirements applicable in various areas will relate to the	Progress	80%				
	Timeframe	Feb. 2017 – Dec. 2019				
	Task Lead	County Planning				
	Resources	FY 17	FY 18	FY 19	FY 20	Total
	<i>ToJ Pro. Services</i>	\$ 3,000	\$7,000	\$0	\$0	\$ 10,000
	<i>Co. Pro. Services</i>	\$ 22,000	\$ 43,000	\$0	\$5000	\$ 65,000
	<i>Long-Range Planning</i>	100 hrs.	200 hrs.	200 hrs.	200 hrs.	700 hrs.
	<i>Planning Director</i>	20 hrs.	80 hrs.	80 hrs.	80 hrs.	260 hrs.
	<i>County Planning</i>	100 hrs.	400 hrs.	400 hrs.	200 hrs.	1100 hrs.

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

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

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

Town Hillside LDRs

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

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

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

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

Joint Biannual LDR Cleanup

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

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

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

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

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

Joint Comprehensive Plan Review (GMP)

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

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

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

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

2020+ Anticipated Completion

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

Town Square Zoning and Historic Preservation LDRs

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

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

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

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

Joint Standardized Indicator Data Collection

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

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

Comp Plan Strategies: Policy 9.2.a

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

County Road/Utility LDRs

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

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

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

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

County Aspens Zoning Update

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

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

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

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

County WY22 Capital Project Group 1 Charter/Concept Design

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

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

Status: Initiated and ongoing. WYDOT is project lead.

- WY22 Pathway, Wilson to Jackson.

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

- WY22 Wildlife Permeability, Jackson to WY390.

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

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

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

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

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

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

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

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

Wildlife Crossings Master Plan Implementation

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

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

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

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

Joint ITP Technical Update

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

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

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

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

Joint Park 'n Ride Study and TDM Framework

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

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

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

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

Town Natural Resource LDRs

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

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

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

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

Town Flat Creek Corridor

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

Comp Plan Strategies: 4.4.S.5.

Status: This task will begin in 2020.

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

Joint Stormwater Quality LDRs

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

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

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

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

Joint Business Park Zoning

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

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

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

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

Housing Study Nexus Update

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

Comp. Plan Strategies: 5.3.a

Status: This project will begin in 2020.

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

County Hog Island Zoning

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

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

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

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

County Housing Supply at Jackson/Kelly

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

HAP Strategies: 2A, 2B, 2E

Status: Negotiations with the adjacent landowner are ongoing.

Next steps: Execute letter of intent to partner.

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

County Housing Supply on Mercill

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

HAP Strategies: 2A, 2B

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

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

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

Karns Meadow Tract 4

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

HAP Strategy: 2B, 2E

Status: An environmental assessment for Karns Meadow is underway.

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

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

Ongoing Tasks

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

Joint Annual Indicator Report

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

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

Comp Plan Strategies: Policy 9.2.a

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

Joint Annual Work Plan

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

Comp Plan Strategies: Policy 9.2.b

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

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

LDR and Zoning Map Amendments

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

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

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

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

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

LDR and Comp Plan Education and Outreach

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

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

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

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

Data Requests

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

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

Comp Plan Strategies: Policy 8.1.a

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

Other Comp Plan Coordination

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

Comp Plan Strategies: various

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

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

ITP Education and Outreach

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

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

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

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

Joint Annual Housing Supply Plan

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

Timeline	
Draft 2019 Plan	2019 Q1
Adopt 2019 Plan	2019 Q3

HAP Strategies: 2

Status: 2017 Housing Supply Plan was approved 2017 Q3.

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

Housing Capital Programs

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

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

HAP Strategies: 2C, 2D, 5B

Status: Developing programs with the Housing Supply Board.

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

Housing Data Collection and Maintenance

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

Timeline	
On-line Interface	Ongoing
Data Reports	Annually

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

Status: This work is continuous.

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

Housing Compliance

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

Timeline	
Compliance	Ongoing

HAP Strategies: 3A, 3C

Status: This work is continuous.

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

Housing Education and Outreach

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

HAP Strategies: 2F

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

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

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

Housing Management

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

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

HAP Strategies: 3

Status: This work is continuous.

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

5-Year Work Plan

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

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

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

Completed Work Plan

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

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

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



March 1, 2019

Jackson Mayor and Town Council
Teton County Board of County Commissioners

Dear Mayor, Councilors, and Commissioners,

Thank you for the opportunity to provide comment as you review the FY20 Comprehensive Plan implementation workplan. We have three requests for your Joint Retreat discussion:

1. Please prioritize finishing the county natural resource protection updates, and please prioritize Town natural resource protections in 2020
2. Please bring back two staff positions: a natural resources/biology expert and a Teton County Scenic Preserve Trust coordinator
3. Please include time and money to for the county-wide cumulative impact study

1. Please prioritize natural resource protection LDRs

First, thank you for prioritizing the County natural resource LDRs update in recent years. We are glad to be a part of the natural resources stakeholder group (NRSG) and we appreciate your former planning staff's hard work. The stakeholder group has worked hard over two years to develop a new framework. Recognizing that the Planning Department likely won't have capacity in-house, please hire a consultant to both facilitate a few more NRSG meetings (confirm the map/regulations framework, then cover ground we have not yet gotten to: fencing, migrations, incentives, etc) and then draft the new code. The \$5,000 FY20 budget in the workplan seems inadequate for this scope of work. We would welcome the opportunity to help craft that scope, with our colleagues on the NRSG.

→ *Please include a substantive budget for consultants to help the NSRG get a new draft over the finish line in FY19-20.*

Improving the *Town* natural resource protections is also critical. Just two salient examples: bears get into unsecured garbage cans in Town and are killed, and polluted snow piles are pushed or melt into Flat Creek, degrading water quality. It doesn't have to be this way. We should prioritize updating the Town natural resource protections in quick succession to adopting the County LDRs. We are disappointed to see the Town natural resource LDRs scheduled for mid-2020. If we wait another year and a half to start this work, we could lose the momentum the natural resource stakeholder group has built up over the past years, and more bears could needlessly die.

→ *Please move this important effort up the priority list so that it begins as soon as County natural resource protections are updated and adopted.*

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2. Please hire additional natural resources staff

Many of NRSG colleagues have broad interest in the county hiring additional staff to implement the core of our Comprehensive Plan: “preserve and protect our area’s ecosystem.” We are grateful for the work that your staff already do on behalf of the ecosystem, and we know some planners have backgrounds in natural resource management / biology. However, there is no **position focused on natural resources** or conservation.

Additionally, there is no **staffing for the Teton County Scenic Preserve Trust** (TCSPT), which is an important public complement to the excellent private work of the Jackson Hole Land Trust. The 2018 and 2019 Indicator Reports identify TCSPT accepting new easements as a key “next step.” A new staff member would increase the County’s capacity to effectively administer and encourage new easements in locations of high wildlife habitat and scenic value.

The County had both of these positions until the Great Recession. We have been out of the recession for many years now, and our development market is very hot.

→ *Please bring back these positions and their capacity to protect our wildlife, their habitat, and the health of our ecosystem.*

3. Please initiate the cumulative impact study

The Comprehensive Plan outlines a strategy referred to as a “cumulative impact study” as defined in Policy 1.1.e and Strategy 1.1.S.3:

Policy 1.1.E: Understand the impacts of development on wildlife and natural resources - It is a goal of the community to better understand the impacts of development on wildlife. In complex situations, such as understanding impacts of individual developments on an entire ecosystem, science cannot provide precise answers in the timeframe of an individual project because baseline study and years of data are needed. Through the Natural Resource Technical Advisory Board, the Town and County will gather the baseline information needed to create and implement a system to monitor the impacts of growth and development on wildlife, wildlife habitat, and wildlife mobility over time. As we gain a greater understanding of our impact on wildlife, our protection measures should be updated to ensure we are maintaining healthy populations of all native species.

To quote the 2018 Indicator Report “Last year, this Report identified a need to conduct more research on the health of the Greater Yellowstone Ecosystem. This remains the case this year. A cumulative impacts study will help us better understand the impacts of

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development and population growth on our ecosystem, help us develop better indicators of ecosystem health, and indicate which natural resource protections have the most impact.” The 2019 Indicator Report agrees: “Our community continues to ask for further research into the status of our ecosystem health. Suggestions for research include a cumulative impacts study and a carry[ing] capacity study, both looking at how humans in our area impact the health of the Greater Yellowstone Ecosystem.”

For years, this study has stayed on the back burner, perhaps due to a lack of understanding of what it would actually entail. Therefore, **we recently worked with conservation partners to outline a methodology.** As a preliminary outline: first, update the county’s Vegetation Map in 2019-2020. Then, measure change in the map over time – perhaps every six years – looking at land cover, impermeable surface, biodiversity, etc. Additionally, measure wildlife permeability through a method such as CircuitScape for multiple key species.

→ *Please add the “Cumulative Impact Study” to the FY20-21 workplan under “LDR Updates and Studies.” Please coordinate with the Teton Conservation District, as they could be an excellent project leader.*

As is evident throughout the Comprehensive Plan, our community benefits from and deeply values our wildlife and open space. We believe prioritizing and funding County & Town natural resource LDRs, hiring additional natural resources staff, and creating a cumulative impact study will lead to even better protection of our area’s ecosystem.

Please be in touch with any questions and consider us ready to help.

Leah Zamesnik
Conservation Policy Manager
Jackson Hole Conservation Alliance

Kristi Malone

From: Kelly Ryan
Sent: Friday, April 5, 2019 3:20 PM
To: Kristi Malone
Subject: Fw: For April JIM: strategic planning, sustainable public funding, Hog Island
Attachments: 2019 April JIM workplan comments Alliance.pdf; 2019 March JIM Cumulative study request.pdf; Alliance - Hog Island comp plan comments for PC.pdf

From: Skye Schell <skye@jhalliance.org>
Sent: Friday, April 5, 2019 3:12 PM
To: Town Council; Board Of County Commissioners
Cc: Tyler Sinclair; Leah Zamesnik; Steve Westbay
Subject: For April JIM: strategic planning, sustainable public funding, Hog Island

Dear Mayor, Councilors and Commissioners,

Thank you for the opportunity to comment on the upcoming joint planning workplan. We appreciated your conversation at the March Joint Retreat, as well as recent discussions at the Joint Planning Commission. We would like to express our support for two key “meta priorities”:

1. Strategic community planning
2. Sustainable public funding for our priorities

Please see our full comments attached.

I have also re-attached our March comments regarding the workplan, and our Hog Island comments we sent to the Planning Commissions.

Please let me know what you think and be in touch with any questions.

Thanks for your service,
Skye

--

Skye Schell
Executive Director
Jackson Hole Conservation Alliance

office (307) 733-9417 x1
www.jhalliance.org

[Homepage - Jackson Hole Conservation Alliance](http://www.jhalliance.org)

www.jhalliance.org

Funding for Wildlife Crossings: SPET November 2019. Mar 15, 2019. Last week, Town and County officials voted to hold a Specific Purpose Excise Tax (SPET) election in November 2019.

fb [JHConservationAlliance](#)

Help Build [Safe Wildlife Crossings for JH!](#)



Jackson Town Council
Teton County Board of County Commissioners

April 5, 2019

RE: Priorities

Dear Mayor Muldoon, Councilors & Commissioners,

Thank you for the opportunity to comment on the upcoming joint planning workplan. We appreciated your conversation at the March Joint Retreat, as well as recent discussions at the Joint Planning Commission. We would like to express our support for two key “meta priorities”:

1. Strategic community planning
2. Sustainable public funding for our priorities

Strategic community planning

We were struck by the “priorities” list at the retreat, which included a mix of long-term values and goals (“ecosystem & conservation focus & protection,” “prioritizing community over resort town”), high-level strategies (“town/county cooperation”), and near-term tactics (“direction to Travel & Tourism board,” “human services support and funding”). This confusing list points to the need for strategic community planning, which has come up in many recent joint meetings.

Our community has done great work on planning for the future we want, ever since our first Comprehensive Plan (Comp Plan) in 1978. We applaud the Town, County, planning staff, and engaged community members for creating and largely sticking to a visionary Comp Plan document. However, we often get bogged down in immediate issues, or in tail-wags-the-dog / squeaky-wheel “planning” based on opportunities (e.g. Hog Island), instead of a far-reaching and strategic view of **what future do we want** and **how do we get there**. The “Growth Management Program” Comp Plan update is an ideal time to develop a pathway to a holistic strategic vision. We hope the update will call for:

→ Establishing clear **conservation goals** and metrics (analogous to the 65% housing goal) and a **Conservation Action Plan** (like the Housing Action Plan or Integrated Transportation Plan). How much habitat, of what types and values, do our native species need to thrive? How much habitat fragmentation is too much? How many impermeable fences can migratory ungulates handle? What water quality targets do we strive for?

→ Supporting collaborative work to **analyze and visualize future development and conservation scenarios**. Can we achieve the 65% housing goal **and** protect enough habitat for our wildlife? We have started working on this and would like to partner with you and other community members to literally paint a picture of what this community could look like in 20 or 30 years, based on the decisions we make now.

→ Creating a **joint commission** tasked with discussing difficult long-range issues like cumulative impacts of development around the valley, public funding for ecosystem protection, future development scenarios, and regional planning within the Greater Yellowstone Ecosystem.

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Sustainable public funding

The top two “priorities” at your Joint Retreat both explicitly called for funding, and most of the other “priorities” also need funding to succeed. We can’t say it better than the 2012 Comp Plan:

“The community should explore the establishment of a dedicated funding source for conservation easements and other measures that protect the wildlife habitat, habitat connections, and scenery valued by the community. Critical habitat, habitat connections and scenic viewsheds are often located on valuable private land. A dedicated funding source would allow the Town and County to work with conservation groups and private land owners to permanently protect from development and actively steward lands valuable to the community. The funding source could also be leveraged for wildlife protection efforts such as wildlife highway crossings in the Town and County.”
(Policy 1.4.d)

It is now 2019 and we have made no progress (with due respect to the general penny attempt in 2016, which unfortunately excluded conservation). We should create this dedicated funding source and obtain voter approval if needed in 2020. This could be a general penny of sales tax (also funding other community priorities like housing and transportation), an impact fee on development, or could come from other sources. We should also establish a transparent way to spend the funds, perhaps including a “Stewardship Council” to provide incentives to landowners. **Please embark on real community engagement to find out how our community would like to pay for the services we use and need, and for protecting & preserving the area’s ecosystem.**

Sincerely,



Skye Schell

Executive Director

Jackson Hole Conservation Alliance

p.s. Thank you for maintaining County Natural Resource Protections as a top priority, and directing staff to jump back in as soon as the Planning Department can hire key staff. Please also hire consultants to get this over the finish line.

*p.p.s. if you talk about SPET at this meeting, please include a **safe wildlife crossings measure** at the top of your SPET priorities list. Thanks for adopting the Teton County Wildlife Crossings Masterplan. Now, let’s fund and build them – wildlife crossings work!*

March 1, 2019

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Teton County Board of County Commissioners

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→ Please add the "Cumulative Impact Study" to the FY20-21 workplan under "LDR Updates and Studies." Please coordinate with the Teton Conservation District, as they could be an excellent project leader.

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