

Special Town Council Workshop

July 20, 2020

2:00 PM

Town Council Chambers

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I. WEBEX LINK FOR PUBLIC PARTICIPATION

To join, click on the link or copy it to your browser:

<https://townofjacksonwy.webex.com/townofjacksonwy/onstage/g.php?MTID=eef9181548cdb02408154402703ca3a79>

If the link does not work, join at webex.com with Meeting ID **146 294 8585** Password: **toj**

II. CALL TO ORDER AND ROLL CALL

III. WORKSHOP ITEMS:

- A. Draft Release of Water & Sewer Systems Capacity Study (Johnny Ziem, 60 Minutes)
- B. Fire Station One Discussion (Larry Pardee, 60 Minutes)
- C. FY2021 Comprehensive Plan Implementation Work Plan, Northern South Park Neighborhood Plan, and Associated Rezone Applications (Tyler Sinclair, 60 Minutes)

IV. UPCOMING WORKSHOP ITEMS

- A. 8/10 second Monday for potential workshop
- B. 8/17 Communication and Governance
- C. 8/17 Bus Privileges for Ski Pass Holders
- D. 8/17 Updates to Water and Sewer System Rates & Capacity
- E. 8/17 Legal Review of JMC Title 5
- F. 9/14 *pending* Town Square & Historic Preservation LDR Update
- G. 9/21 Review Proposed Ordinance Changes related to Rate & Capacity Study
- H. 9/21 Advertising on Public Property
- I. *Upcoming* Continuing Legal Review of JMC
- J. *Upcoming* Special Event Requirements (Non-Alcoholic options and Sustainability Efforts)
- K. *Upcoming* One Percent for Art
- L. *Upcoming* St. John's Hospital Memorandum of Understanding

V. ADJOURN

Please note that at any point during the meeting, the Mayor and Council 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.



TOWN OF JACKSON

WORKSHOP DOCUMENTATION

SUBMITTING DEPARTMENT: Public Works

PRESENTER: Johnny Ziem

WORKSHOP DATE: July 20, 2020

SUBJECT: Draft Release of the Water and Sewer Capacity Study

PURPOSE OF WORKSHOP ITEM

The purpose of this item is to provide Council an overview on the current and future water and sewer capacity needs for the Town of Jackson, including an executive summary of the Systems Evaluation Report for the Water and Sewer Capacity Study. A short, pre-recorded presentation on capacity can be found here:

<https://youtu.be/JiLiDlaMBFc>

DESIRED OUTCOME

The desired outcome for this staff report and presentation:

1. To provide an overall understanding of the existing water and sewer service areas and current capacities for service delivery
2. To provide an understanding of capacity needs for anticipated population/density demands mandated within Town limits and within the contractual service areas outside of Town limits
3. To provide a correlation between future capital planning improvements and level of service that may affect future changes in utility rate structures.

BACKGROUND/ALTERNATIVES

Council last discussed the Rate and Capacity Study at the April 20th, 2020 Council Workshop, where staff presented information focused on the preliminary financial model for the utility rate study and potential issuance of future debt service for a water capital project (Zone 3 Tank). Today's presentation builds upon that initial financial model discussion by summarizing and articulating the current and future capacity demands on the Town's water and sewer systems. The next Council presentation will take place during the August workshop where the focus will be on the Citizen Review Committee's final report and future rate structure recommendations. A timeline for future meetings and discussions is provided (see Attachments).

In addition to providing water and sewer services within the town limits, the Town also provides water service to a limited number of Teton County residents and treats sewer for several outlying districts outside of the town limits, within Teton County. The major systems located outside of the Town limits that are connected to the Town's Sewer System include: 3 Creek Subdivision, Wilson Sewer District (including Teton Science School), Spring Creek Ranch, Gros Ventre Utility Company, Jackson Hole Airport, Rafter J, Melody Ranch, Adams Canyon, and the Munger Mountain Elementary School. The major systems located outside of the Town limits connected to the Town's Water System include: 3 Creek Subdivision, Saddle Butte, and the Teton Science School.

Generally, the systems connected outside of the town limits own, operate, and maintain their own infrastructure. In the unique case of the 3 Creek Subdivision, the Town owns, operates, and maintains the water and sewer infrastructure within that private development.

All of the aforementioned satellite systems were allowed to connect under various agreements and terms. Additionally, the Town has annexed or inherited systems, or portions of systems, from private streets and neighborhoods for which the Town did not have oversight of development or construction, some of which do not meet current codes and/or standards.

Existing Capacity Study

Nelson Engineering was contracted to perform an analysis of the Town of Jackson's existing water and sewer systems, including an asset analysis of the existing infrastructure components and conditions thereof. Nelson Engineering discussed system issues with Public Works staff, inspected storage tanks, well houses, booster stations, valve vaults, the Wastewater Treatment Plant, and sewer lift stations, which was required under the existing capacity study scope. Existing water meter data was collected from Town staff and placed in the water and sewer geographic information system (GIS) so that existing water and sewer transmission and distribution facilities could be evaluated. Water and sewer models were evaluated to determine deficiencies within the existing system. Working with Town staff, Nelson Engineering updated the current capital improvement plans (CIP) for both water and sewer. Additionally, Nelson Engineering recommended potential improvements needed for both aging infrastructure and those assets lacking capacity based on maximum day demand.

Future Capacity Study

As the potential buildout of the Town and connected service areas are realized over time, the future capacity analysis will assist in planning for both water and sewer systems based on maximum day demand. Flows were projected for the entire county regardless of whether the Town provides water and sewer service to the property. This was done to develop an average flow potential for each type of land use. Using this information, future flows were then calculated based on the current service area boundary for the Town water and sewer systems. By using this analysis, both future water and sewer capacity buildout scenarios were established for the Town and surrounding service area.

COMPREHENSIVE PLAN ALIGNMENT

- Section 8: Quality Community Provision
 - Principle 8.1: Maintain current, coordinated service delivery
 - Principle 8.2: Coordinate the provision of infrastructure and facilities needed for service delivery

STAKEHOLDER ANALYSIS

Stakeholder analysis for this item included multiple meetings and discussions between staff and Nelson Engineering concerning the condition of current infrastructure, asset management, future CIP projects and specific system characteristics. Further stakeholder involvement will include providing the future capacity report to the Citizen Review Committee (CRC) for consideration of future rate changes that will support the CIP model.

FISCAL IMPACT

Fiscal impact for the Capacity Study will affect both short-term and long-term new capital projects and replacement of current aging infrastructure. Some projects such as the new Zone 3 water tank will necessitate the issuance of debt to pay for the design and construction of that asset. The most significant fiscal impact to understand is the relationship between the Town's future capacity needs and future utility rates: as the Town's operational and construction costs increase overtime, so will the rates paid by users of the system for the level of service provided.

STAFF IMPACT

Staff impact for this item included time spent with Nelson Engineering both gathering data and providing current and future capital planning efforts. Additional time was spent reviewing both the draft capacity report and draft future capacity report, which were summarized in the Executive Evaluation Report Summary provided (see Attachments).

LEGAL ISSUES

Though there are no legal issues for the purposes of this staff report, there will be legal time spent updating the Town ordinance governing rates (Chapter 13 of the Municipal Code: Utilities).

ATTACHMENTS

- Rate and Capacity Timeline and Proposed Schedule
- Water and Sewer Systems Evaluation Report Executive Summary

RECOMMENDATION

Staff's recommendation:

1. Endorsement of the Water and Sewer Systems Evaluation Report Summary (see Attachments) which includes both the methodology and assumptions for growth within the Town and connected service areas.
2. Correlation between the future water and sewer capacity demands as the basis for subsequent water and wastewater rate forecasting.

SUGGESTED MOTION

No motion recommended at this time.

Rate and Capacity Timeline and Proposed Schedule

	19- Oct	19- Nov	19- Dec	20- Jan	20- Feb	20- Mar	20- Apr	20- May	20- Jun	20- Jul	20- Aug	20- Sep	20- Oct	20- Nov
Council Award's Rate & Capacity Study Contract														
CRC Committee Formation														
CRC Committee Meetings														
Public Meeting Presentation on Rates														
Preliminary Funding Model Council Workshop														
Utility Capacity Study Council Workshop (July 20, 2020)														
Rate Structure Recommendations Council Workshop & CRC Report Out														
Presentation of Proposed Rate Ordinance Workshop														
1st - 3rd Readings of New Rate Ordinance Adoption														

TOWN OF JACKSON WATER AND SEWER SYSTEMS EVALUATION REPORT EXECUTIVE SUMMARY



PREPARED FOR:



PREPARED BY:

NELSON
ENGINEERING since 1964
Professional Engineers & Land Surveyors
• JACKSON, WY • BUFFALO, WY •

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1 Executive Summary

1.1 Introduction

The Town of Jackson (TOJ) is a resort community located in western Wyoming. The year-round population of the TOJ is approximately 10,000 residents. The TOJ is within Teton County, which has a year-round population of approximately 20,000 residents. In addition to the year-round population, the TOJ sees about four million visitors per year.

The TOJ provides water and sewer service to the residents and businesses within the town incorporated limits. In addition to providing services within the town limits, the TOJ also provides water to a limited number of Teton County residents and treats wastewater for several outlying sewer districts in Teton County. There are additionally a few privately owned systems that the TOJ allows to connect to the water and sewer systems.

The TOJ is responsible for operating, maintaining, and if needed, expanding the existing TOJ facilities. These responsibilities include supply, treatment, conveyance, and transmission of both water and sewer systems.

1.2 Project Description

This 2020 Water and Sewer Capacity Study for the TOJ is Part 2 of a comprehensive study commissioned by the TOJ. Part 1 is a Water and Sewer Rate Study being performed by Raftelis Financial Consultants, Inc out of Denver, Colorado.

This study reviewed the existing water and sewer system capacities and formed a list of recommendations for improvements to the existing systems. The study also performed a review of the future buildout flow capacities of the water and sewer systems. NE contracted with OPS Strategies to perform projections on future buildout water and sewer demands. These growth projections allowed NE to review the systems capacity to accommodate obligated growth.

The existing water and sewer infrastructure was analyzed to determine modifications or improvements which are needed to address existing systems capacity and future buildout capacity. Recommendations from this study were included with the TOJ's Ten Year Water and Sewer CIP plans to provide a comprehensive water and sewer masterplan to address current and future uses.

2 Existing Water System Capacity Analysis

The extents of the existing water system are shown on Figure 1. The TOJ provides water to private and commercial customers within the TOJ limits and also to a few residents and businesses in Teton County. There are approximately 4900 water customers within the TOJ and 95 customers outside of the TOJ limits within Teton County. The TOJ water system consists of seven supply wells, three storage tanks, three booster stations, and approximately 334,000 linear feet of water mains.

2.1 Service Area

Figure 1 indicates the existing service area of the TOJ Water System. The service areas outside of the TOJ limits are noted on the figure. Those customers are the Teton Science School, Three Creek Subdivision, and Saddle Butte Subdivision. Figure 1 also indicates the locations of the supply wells, storage tanks, pressure reducing valves, water pressure zones, and booster stations. The TOJ service area is separated into three pressure zones, with Zone 3 being separated into 2 subzones with check valves. The pressure zones are also indicated on Figure 1.

2.2 Inventory of Existing Water System

For this capacity study, NE completed a visual inspection of the TOJ above-ground water components, including those within vaults and manholes. The Manager of the TOJ Water Division, John Ryan, was present during the inspections to discuss operation and maintenance issues with each component. The inventoried facilities included the tanks, pump stations, wells and well buildings, vaults, and booster stations. Each component was visited and catalogued, NE inspected the system components for physical condition and operational capability. Review at each site included taking photos and field notes, and quick inspection for needed repairs.

2.3 Existing Water Use

Water demand in the TOJ system varies seasonally, daily, and hourly. Irrigation and tourist impacts increase the demand significantly in the summer months. To determine water usage, meter data was gathered from the TOJ Finance Department. Meter data from January 2016 through December 2019 was collected for each customer. The meter data was associated with a parcel and parcel number. Water usage based on specific properties allowed NE to determine water use based on land use. Determining an accurate water demand for various locations and users within the system allowed NE to analyze the system components to determine if capacity is adequate when looking at current water demand.

NE utilized the existing TOJ water hydraulic model and performed an update to the water demands in the model based on the metered flow throughout the entire water system. The model was populated with metered values of water sold, placed in a correct location through the model GIS component.

2.4 Evaluation of Existing Water System

Evaluation of the water system included a site visit with the Manager of the TOJ Water Division, discussions with personnel, review of existing conditions, updating the existing water model, and performing model run scenarios.

Based on the review of the existing water system, performing hydraulic analysis of the system, and discussion with operators and the TOJ Public Works department, several upgrades to the water system were recommended in the report. Several of these have been previously identified and marked for future funding in the TOJ's 10-year water CIP plan. Other additional recommendations were identified from this capacity study. The report contains a list of the recommendations, the most pressing issues identified with the water system was the need for storage and additional supply in Zone 3 of the water system. This zone is on the west side of town, where a 2 million gallon storage tank is recommended along with an additional well source and redeveloping Well #7.

3 Existing Sewer System

The extents of the existing sewer system are shown on Figure 4. The TOJ provides sewer service to TOJ residents and several out of town residents. There are approximately 4900 sewer customers within the TOJ and 1400 customers outside of the TOJ limits within Teton County. The TOJ sewer system consists of seven sewer lift stations, 284,000 feet of sewer main, and one sewer treatment plant.

3.1 Service Area

Figure 4 indicates the existing service area of the TOJ Sewer System. In addition to the residents of the TOJ, the sewer system serves several Teton County residents. The areas served outside the TOJ include, Three Creek Subdivision, Wilson Sewer District, Teton Science School, Rafter J Subdivision, Melody Ranch Subdivision, Spring Creek Ranch, Gros Ventre Utility Company, Jackson Hole Airport, Adams Canyon, South Park Service Center Subdivision, Valley View Subdivision, Munger Mountain School, and some private residences.

3.2 Inventory of Existing Sewer System

For this capacity study, NE completed a visual inspection of the TOJ above-ground sewer components, including those within vaults and manholes. TOJ Sewer Department employee Sam Stephens, was present during the inspections to discuss operation and maintenance issues with each component. The inventoried facilities included the lift stations and locations of collection system maintenance issues. The evaluation of the sewer system also included a site evaluation of the wastewater treatment plant with Vista Engineering who was contracted to perform a review of the treatment capability of the facility. Each component was visited and catalogued, NE inspected the system components for physical condition and operational capability. Review at each site included taking photos and field notes, and quick inspection for needed repairs.

3.3 Existing Sewer Flows

Much like the water meter flows, wastewater influent flows were gathered from October 2016 through October 2019. Over that period high flows occur in June/July, then slowly drop until September when there is a steep drop through November, a shape increase through January occurs then flows slowly lower until March with another slow down until May. With the exception of the high flows occurring in June, the flows pretty much directly correlate to tourist activity in the Town and County. High visitor numbers occur in late June through middle of September, then tourist activity drops until the holiday season, with a slight increase during ski season through March. Visitor numbers again drop off until the end of May.

To compare the amount of flows attributed to TOJ customers verse flows from Teton County customers, data acquired from the TOJ was analyzed for 2019. The TOJ has categorized flows from contributing sewer districts based on billings. The flows to the plant which were quantified separately were Wilson Sewer District, Gros Ventre Utility, Munger School, Airport, Spring Creek, Melody Ranch, Three Creek, and Rafter J. The smaller individual users outside the TOJ were included with the TOJ flow since this percentage is fairly small when comparing the total flow. The data indicated that during June, July, and August 2019 the percentage of total flow experienced at the WWTP attributed to non-TOJ users was between 18%-20%.

3.4 Evaluation of Existing Sewer System

Evaluation of the sewer system included a site visit with TOJ Sewer Department personnel, discussions with personnel, review of existing conditions, updating the existing sewer model, and performing model run scenarios. The evaluation also included a site visit of the treatment plant and discussions with the operators. Also included was a design review of the existing WWTP.

Along with the visual and operational review with the system, the existing sewer model was utilized to determine any shortcomings within the system based on existing development. The model runs included peak domestic flows to determine inadequate facilities. The GIS was reviewed to determine the locations of dated clay sewer mains which require upgrading.

Based on the review of the existing sewer system, several upgrades were recommended in the report. Much like the water system, several of these have been previously identified and marked for future funding in the TOJ's 10-year sewer CIP plan. Additional recommendations were identified from this capacity study and included in the improvements list.

The evaluation of the Jackson WWTP reviewed the current operating configuration of the lagoon system to confirm treatment capacity still conforms to the design capacity. The review performed by Vista Engineering noted that the treatment capacity will still meet the design capacity of 5.0 MGD. Also noted in the discussion is that by working with Wyoming DEQ, increasing the summer treatment capacity to 6.5 MGD is very feasible.

4 Future Capacity Analysis

The future capacity analysis allows the TOJ to plan future needs in both the water and sewer systems as the buildout potential of the TOJ and Teton County continues to be realized. This analysis included working with the TOJ and Teton County (TC) Planning Departments and current land development regulations to predict future buildout water and sewer demands at buildout.

These future water and sewer projections were then modeled in the existing water and sewer system configurations to evaluate future capacity needs within the systems.

4.1 Future Use Projections

Future flows were projected for all parcels within Teton County based on land use and overall development potential as allowed by the current Land Development Regulations, although these projections were performed county wide, only those parcels within the existing service boundaries, both the TOJ and Non TOJ customers, were utilized in the capacity evaluation. Determining the future flow projections within the service area boundaries required three individual steps.

The three steps in the buildout flow projection were:

1. Determine August (peak water) and winter (sewer) flow by land use.
2. Project land use at buildout.
3. Apply the flow-by-land-use model to the projected buildout.

Flows acquired in the existing capacity analysis based on individual parcels were utilized to determine the maximum flows based on land use. Teton County Assessor records and planning department records were used to determine the land use of each parcel within Teton County. Following determination of the flows by land use, the land use at buildout was estimated utilizing maximum floor area allowed for individual parcels based on current TOJ and Teton County zoning. Once this data was gathered a projected buildout water and sewer demand was estimated for each parcel within the existing service area boundaries.

4.2 Buildout Water System Capacity

The same methodology was utilized to perform the future capacity analysis that was used for the existing capacity. The future water demands were projected for the TOJ and also the areas outside the TOJ which are currently served by the TOJ water system utilizing the same peaking factors. Water demands were projected for Zones 1, 2, 3A, and 3B of the TOJ Water System along with Saddle Butte, Teton Science School, and 3 Creek. The calculated maximum monthly demand of the water system increases by approximately 69% at buildout from current demands.

4.3 Future Water System Analysis

The projected water demands were utilized to analyze the existing water system to determine long range recommendations for the water system to supply the increased flows. As with the existing water capacity analysis, the TOJ water model was utilized to determine hydraulic deficiencies within the system.

As with the existing capacity analysis, the most important items to address in the water system are the construction of the storage tank in Zone 3, redeveloping Well #7, and construction of a new Well #9 within Zone 3. The analysis did not indicate other large scale modifications to the system to address the buildout flows.

4.4 Buildout Sewer System Capacity

As with the water system capacity, the buildout sewer system capacity analysis used the same methodology to determine flows, the existing sewer system was reviewed using the buildout projected flows. The wastewater flows projected included not only the TOJ but also Teton County to address the satellite districts. The outlying areas include the Wilson Sewer District, Gros Ventre Utilities, Munger Mountain School, Airport, Spring Creek, Melody Ranch, 3 Creek, Rafter J, Teton Science School, and Adams Canyon Sewer. Just as with the water system, components of the sewer system were analyzed with recommendations noted such that the TOJ can perform some basic sewer system master planning efforts for buildout demands.

4.5 Future Sewer Demands

The future sewer demands were projected for the TOJ and the satellite districts which are currently served by portions of the TOJ collection system and the WWTP. Sewer demands were projected for the TOJ, Wilson Sewer, Airport, Spring Creek, Gros Ventre Utilities, Melody Ranch, Rafter J, Munger Mountain, Three Creek, and North South Park. As described in the report, the TOJ and Teton County have reserved 570 units for the CN-PRD zoning. These units may be located in a different location in the future but the number will still not be greater than 570 units. As a worst-case scenario on the TOJ system, it was assumed

that all of these will be connected to TOJ water and sewer in the North South Park region. Comparisons between existing peak flows and future peak flows for each service area indicated an overall increase in 125% for the peak buildout daily flow.

4.6 Future Sewer System Analysis

The projected sewer demands were utilized to analyze the existing sewer system to determine long range recommendations for the system to address the increased flows. As with the existing sewer capacity analysis, the TOJ sewer model was utilized to determine capacity deficiencies within the system. In addition to analyzing the existing sewer system components, NE also reviewed the sewer system and identified potential future expanded service areas outside of the TOJ.

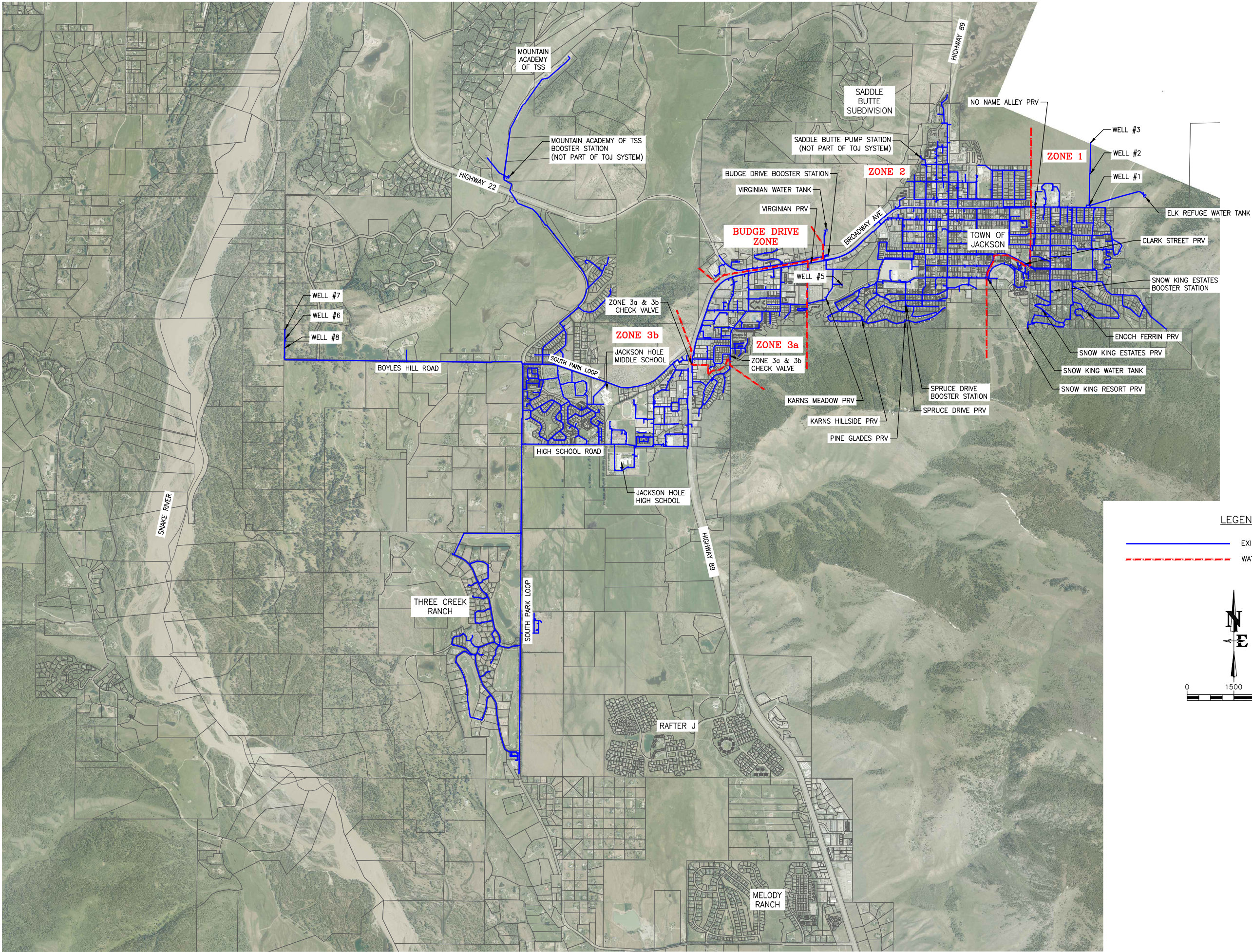
4.7 Wastewater Treatment Plant

The analysis of the WWTP indicated that WYDEQ permit discharge requirements will be met for the current design and permitted maximum treatment daily volume of 5.0 MGD. The existing plant evaluation noted that with minimum improvements to the plant and operations, and an amended WYDEQ permit, the plant could treat up to 6.5 MGD in the future. Using the calculated estimated flows for all of the currently serviced customers both in the TOJ and out, the calculated buildout flows are close in the winter and slightly over in the summer to the plant capacity. The average daily flow in the winter is projected at 4.24 MGD and 5.64 MGD in the summer. General operational procedure is to begin the planning process for increased WWTP capacity when 85% of the existing capacity is met. Reviewing the average growth in Teton County over the past 15 years indicates that in 30 years the plant capacity will increase to the 85% threshold. There are a few alternatives which may be investigated for increasing the capacity of the system. The existing lagoons could be expanded but this is restrictive as there may not be enough suitable land adjacent to the existing lagoons. A mechanical WWTP could be constructed, like an oxidation ditch or some newer improved technology.

4.8 Future Sewer System Conclusions/Recommendations

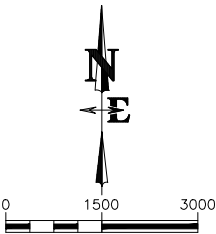
Many of the recommendations for the sewer system which will accommodate the increased capacity needs were identified in the existing capacity analysis. Unlike the water system, there are no major impacts to the sewer system which will need to be addressed for the buildout flows other than those noted in the existing system capacity.

S:\proj\2019\336-01 (Town of Jackson - 2019 Water and Sewer Comprehensive Capacity - CIP)\4 Drawings\DWG\Water CIP Exhibits\dwg Exhibit A TOJ EXISTING WATER SYSTEM - Feb 12 2020 09:00:00 pm PLOTTED BY: jlgreene DWG FORMAT: E30



LEGEND

- EXISTING WATER MAIN
- WATER ZONE DELINEATION



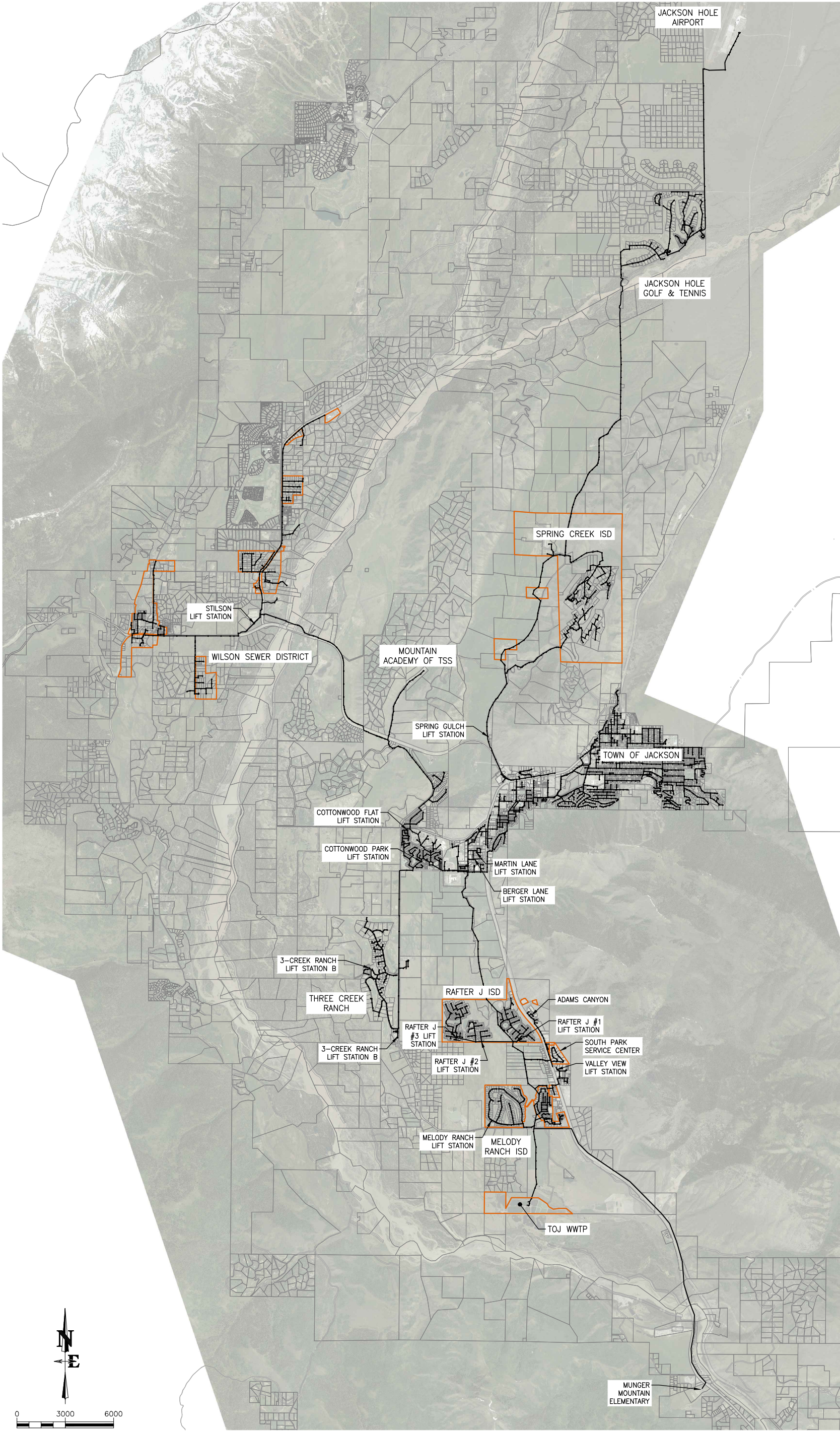
DRAWING NO
FIGURE 1

JOB TITLE
TOWN OF JACKSON
WATER & SEWER CAPACITY STUDY

DRAWING TITLE
TOWN OF JACKSON WATER SYSTEM

**NELSON
ENGINEERING**
P.O. BOX 1599, JACKSON WYOMING (307) 733-2087

DATE	1/30/2020	REV.
SURVEYED	-	
ENGINEERED	MB	
DRAWN	BIG	
CHECKED	MB	
APPROVED	MB	



DRAWING NO FIGURE 4	JOB TITLE TOWN OF JACKSON WATER & SEWER COMPREHENSIVE CAPACITY STUDY JACKSON, WYOMING	DRAWING TITLE TOWN OF JACKSON SEWER SYSTEM	NELSON ENGINEERING P.O. BOX 1599, JACKSON WYOMING (307) 733-2087	DATE 2/11/2020	REV.
JOB NO 19-336-01				SURVEYED GIS	
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TOWN OF JACKSON

WORKSHOP DOCUMENTATION

SUBMITTING DEPARTMENT: Administration

PRESENTER: Larry Pardee

WORKSHOP DATE: July 20, 2020

SUBJECT: Fire Station One

PURPOSE OF WORKSHOP ITEM

The purpose of the workshop item is to discuss options for the Town's portion of the funding shortfall for Fire Station One and receive direction from Council.

DESIRED OUTCOME

The desired outcome is for the Town Council to select an option on funding the Town's portion of the budget shortfall for Fire Station One and direct staff to conduct an after action review of decision points throughout the project with a focus on learning from the process in order to improve for future capital construction.

BACKGROUND/ALTERNATIVES

At the July 6 JIM the County Commissioners voted to approve the Costs to Finish and Schedule to Finish from Wapiti Corporation for Fire Station 1 construction as presented in the amount of \$4,425,283.74, authorize additional project funding in the amount of \$758,903 for owner-direct expenses, and authorize the use of Fund 13 fund balance as presented. The request of the Town Council was to concur with the Teton County Board of County Commissioner's approval of the Costs to Finish and Schedule to Finish for Fire Station 1 construction as presented today and approve the use of Fund 13 fund balance in the amount of \$800,000 and the additional allocation of \$790,798.33 in Town of Jackson FY21 funding. However, the Town Council did not take action on that request and instead deferred the decision to the July 20, Town Council workshop. At the July 6 JIM, the contractor noted the financial risk involved if a decision is delayed further. Even with spending down the fund balance, the remaining total request of the Town of Jackson in direct funding for FY21 is \$1,675,798.33. Link to the meeting agenda with staff reports from the July 6 JIM:

<https://jacksonwy.civicclerk.com/Web/Player.aspx?id=397&key=-1&mod=-1&mk=-1&nov=0>

Town staff has considered multiple options to meet the County's request and acknowledges the value of completing this project in a timely fashion. The Town of Jackson has approved the FY21 budget and it includes funding \$885,000 towards this project in our Capital Projects fund. In addition, as presented in a memo to Council on May 15, 2020, an option for providing a portion of the Town's share of the value of the change order is to quitclaim over to the County, the Town's ownership of 50% of Lot 6 which sits under Fire Station One on Pearl Avenue, valued at \$825,000. Staff has considered the value of retaining ownership of this lot and supports the transfer of ownership in exchange for crediting the Town for a portion of the shortfall for the project.

If the Town concurs with spending down the fund balance, the remaining total request could be provided as follows:

Fire Station One Completion	
Town of Jackson 5th cent Capital Projects Fund	\$ 850,798.33
Quitclaim Value of 1/2 of Lot 6	\$ 825,000.00
Town's Portion of Outstanding Amount for FY21	\$ 1,675,798.33
Town's Portion of Outstanding Amount for FY22	\$ 186,199.00

It is staff's understanding that this funding builds in a contingency for any other cost overruns that may occur, but we have also been informed this may not be the last change order for this project.

Should Teton County reject the offer of a quitclaim deed for this property in lieu of the additional payment, the issue would come back before the Town Council and other options will be provided for consideration.

Staff recommends the Town Council select Option 1 below that quitclaims the property to Teton County and requires a direct payment out of the Capital Projects Fund to finish this project.

The Council has several options

1. Spend down the fund balance, quitclaim the property to Teton County, and make a direct payment out of the Capital Projects Fund to complete the project.
2. Quitclaim the property but provide no further direct payment.
3. Reject the request for additional funding from Town of Jackson to complete Fire Station One and deny the quitclaim transfer.
4. Other

COMPREHENSIVE PLAN ALIGNMENT

Quality community service provision is the focus of Section 8, and Fire/EMS services are critical core services in the community.

STAKEHOLDER ANALYSIS

The stakeholders involved in this decision include the citizens of the Town of Jackson that are served by Fire/EMS out of Fire Station One, guests to the community that would receive fire and ambulance services out of this station, staff members of Teton County and the Town of Jackson involved with financial management and Fire/EMS services, as well as members of the community that might benefit from other capital projects that could occur should payment from the 5th cent Capital Projects Fund not occur. Other stakeholders include the contractors working on the project and their ability to complete the project in a timely fashion.

FISCAL IMPACT

The fiscal impact of staff's recommended Option 1 would be a direct expense of \$850,798.33 from FY21 funds as well as spending down Fire Fund 13 balance in the amount of \$800,000. An additional fiscal impact would be relinquishment of ownership of a portion of Lot 6.

STAFF IMPACT

Teton County is managing this project. However, a significant amount of Town staff time has been spent analyzing the project, the funding shortfall, and options for consideration. Staff estimates approximately 40 hours of total staff time has been spent addressing this shortfall.

LEGAL ISSUES

Ongoing.

ATTACHMENTS

None.

RECOMMENDATION

Staff recommends the Town Council select Option 1 above that spends down the fund balance, quitclaim the property to Teton County, and requires a direct payment out of the Capital Projects Fund.

SUGGESTED MOTIONS

Staff suggests three separate motions below:

I move to concur with the Teton County Board of County Commissioner's approval of the Costs to Finish and Schedule to Finish for Fire Station 1 construction as presented on July 6, 2020 and approve the use of Fund 13 fund balance in the amount of \$800,000, and provide a direct payment of \$850,798.33 from the 5th cent Capital Projects Fund.

I move to direct staff to draft a letter to Teton County offering to quitclaim ownership of 50% of Lot 6 under Fire Station One in lieu of a direct payment of an additional \$825,000 from the Town of Jackson and upon acceptance direct the Mayor to execute any and all necessary documents to complete this transaction.

I move to direct Town staff to work with Teton County staff and conduct an after action review of decision points throughout the project with a focus on learning from the process in order to improve for future capital construction.



TOWN OF JACKSON

WORKSHOP DOCUMENTATION

SUBMITTING DEPARTMENT: Community Development

PRESENTER: Tyler Sinclair

WORKSHOP DATE: July 20, 2020

SUBJECT: FY2021 Comprehensive Plan Implementation Work Plan, Northern South Park Neighborhood Plan, and Associated Rezone Applications (P19-020)

PURPOSE OF WORKSHOP ITEM

The purpose of this item is to continue to review and provide direction on FY21 Long-range Work Plan, including but not limited to the Northern South Park Neighborhood Plan task, and to discuss the relationship to the Teton County Rezone applications in Northern South Park.

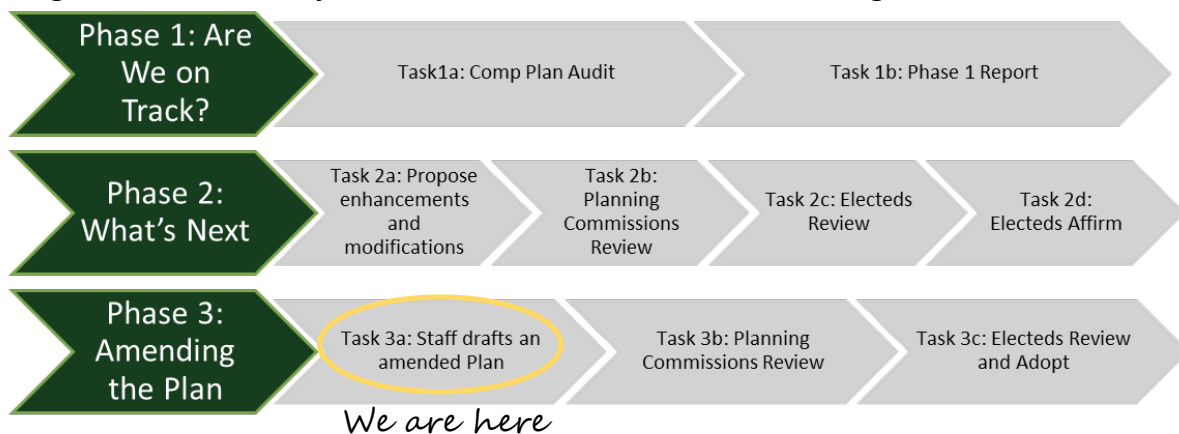
DESIRED OUTCOME

For the Town Council to amend their previous motions related to these items if necessary and to provide additional direction and motions on these topics as deemed necessary.

BACKGROUND/ALTERNATIVES

Comp Plan Update:

This project began in May 2019, was prompted by the Growth Management Program threshold for community growth and is shared jointly between the Town of Jackson and Teton County. We are in the third and final phase of the Update to the 2012 Jackson/Teton County Comprehensive Plan with the goal of joint adoption of an updated Plan that recognizes the community's successes since 2012 and enhances our goals for the future.



At the July 13, 2020 Special Joint Information Meeting (JIM) a motion was made by Hailey Morton Levinson and seconded by Arne Jorgensen to begin the public comment period of the Proposed Amendments to the 2012 Jackson/Teton County Comprehensive Plan, to direct staff to advertise in the official newspaper of the town our intent to adopt amendments to the 2012 Jackson/Teton County Comprehensive Plan, to set a hearing date before the Jackson Planning Commission and a hearing date before the Town Council with the following changes to the proposed amendments to the 2012 Jackson/Teton County Comprehensive Plan directed at this meeting:

1. Edit the draft to replace Subarea 5.6 with the text provided in the redline included in the May 18, 2020 Staff Report with the following sentence removed: "An exception to the neighborhood plan requirement is the allowance for development when associated with provision of meaningful permanent open space by clustering development into the subarea from a Conservation or Preservation Subarea." (from 5/26/2020 JIM suggested motion)

2. Edit the draft to split Strategy 3.3.S.5 into two separate Strategies with one on Northern South Park and one on the Fairgrounds site. (from 5/26/2020 JIM suggested motion)
3. Add a Strategy to identify locations in the County that may be appropriate for higher residential density to meet community-wide workforce housing goals. (from 5/26/2020 JIM suggested motion)
4. Remove the following language from Subarea 5.6: “One possible option to be considered is a future east-west connector between South Park Loop Road and Highway 89” and replace with: “The neighborhood plan will include options to improve transportation, circulation and connectivity within and around the Subarea.” (from 6/1/2020 BCC meeting)
5. Change language in Subarea 5.6 to specify that the neighborhood plan will be “completed by the County in consultation with the Town” (from 6/1/2020 BCC meeting)
6. Add a new bullet point to the Neighborhood Plan Strategy 3.3.S.5 stating “referencing Town zoning concepts for guidance and use Town infrastructure standards”

Based upon this direction Council will complete final review and consideration of the updated Comprehensive Plan in September/October depending on how many meetings the Planning Commissions take to provide their recommendation.

FY21 Work Plan:

Based on the Growth Management Program review, direction provided by Town and County officials on the Comp Plan Update so far, discussion during the FY21 Town and County Budget hearings and data presented in the 2020 Indicator Report, the following Comprehensive Plan implementation projects have been identified for the Long-Range Planning division FY 21 Work Plan (July 2020 – June 2021):

JOINT:

- Growth Management Program Review & Comp Plan Update (ongoing)
- Revisit Workforce Housing Mitigation LDRs
- Northern South Park Neighborhood Plan (Subarea 5.6)
- Indicator Data Standardization

TOWN:

- Town Square Zoning & Historic Preservation LDRs (ongoing)
- Hillside LDRs update (ongoing)
- Flat Creek Corridor
- LDR Cleanup
- Sign Standards

COUNTY:

- Cell Facility LDRs update (ongoing)
- Update Aspens Subarea 12.2 Zoning
- Update Hog Island Subarea 7.2 Zoning

At the July 6, 2020 JIM, Planning staff presented an overview of the draft FY21 Work Plan dated June 29, 2020. The Board and Council focused discussion of alternatives for the Northern South Park neighborhood plan task. The Town Council approved the following motion:

I move to approve the proposed FY 21 Implementation Work Plan dated June 29, 2020 with the following amendments:

- To remove the Neighborhood Plans item for now and replace it with a Neighborhood Plan for Northern South Park only, with the details of process, timeframe and lead agency(ies) to be decided.*
- Provide an update on the Sign Code amendment item including scope and number of staff hours involved for further direction by Town Council*

The Board of County Commissioners requested more time to discuss and refine the Northern South Park Neighborhood Plan task and continued this item to a Special JIM on July 13, 2020.

Town discussion focused on a desire to move the Comp Plan Update, FY21 Work Plan and Neighborhood Planning process for Northern South Park forward so more detailed work could be completed on all items in a timely manner. The Council found that the Neighborhood Planning process scope of work should be further discussed and decided separate from the Comp Plan Update and FY21 Work Plan as this is a more detailed discussion than is appropriate for the Comp Plan Update and is only one item included in the FY21 Work Plan.

Northern South Park Neighborhood Plan:

The Town Community Development Director and the County Planning Director provided in the July 13, 2020 JIM staff report a recommendation that refinements to the scope and process for a Northern South Park Neighborhood Plan be made jointly by the Board and Council at a separate meeting based upon the suggested motion below. Based upon joint priorities and direction, Planning staff is prepared to start the Northern South Park neighborhood planning process immediately.

At their July 6, 2020 Special Town Council meeting, the following was proposed for further discussion, updated to reflect revised timing:

I move to direct town and county staff to prepare a scope of work and request for proposals for a Neighborhood Plan for Northern South Park to be individually presented to the Town Council and County Commission for review and comment and at a Joint Information Meeting for final consideration. The proposed scope of work may include:

- Defined Project Goals and Objectives*
- Density and land use options with complete neighborhood zoning, such as the new Town zoning*
- Affordability Options and Analysis*
- Job Generation Analysis*
- Market Analysis and Projected Population*
- Fiscal Impacts to the County, Town, and future residents*
- Site design and general bulk and scale characteristics*
- Multi-modal transportation connectivity and traffic impacts*
- Community amenities and services (parks, schools, playgrounds, open space, etc.)*
- Infrastructure (drinking water, sewer, drainage, electricity, etc.)*
- Environmental impacts*
- Implementation of Comprehensive Plan values*
- Community and stakeholder engagement and participation*

Planning staff recommends that the Council provide direction on preparation of a Scope of Work and Request for Proposals based on the relevant neighborhood planning needs for this subarea described above and as previously provided to the Town and County in a memorandum titled *Neighborhood Planning Process* dated April 17, 2020, attached.

In addition, Councilman Jorgenson has worked with staff to prepare the following motion for consideration related to this topic specifically related to the process for review and implementation.

I move to direct town and county staff to prepare an outline of process for review and implementation of a Neighborhood Plan for Northern South Park to be individually presented to the Town Council and County Commission for review and comment, and at a Joint Information Meeting for consideration. The proposed process should include three options each with clear criteria:

- *A planning effort managed by our joint long range planning staff, Teton County Commission, and Jackson Town Council; similar to those done in the past*
- *A planning effort managed by Teton County planning staff and Teton County Commission in consultation with the Jackson Town Council as a recommending body*
- *A planning effort managed by Town of Jackson planning staff and Jackson Town Council in consultation with the Teton County Commission as a recommending body*

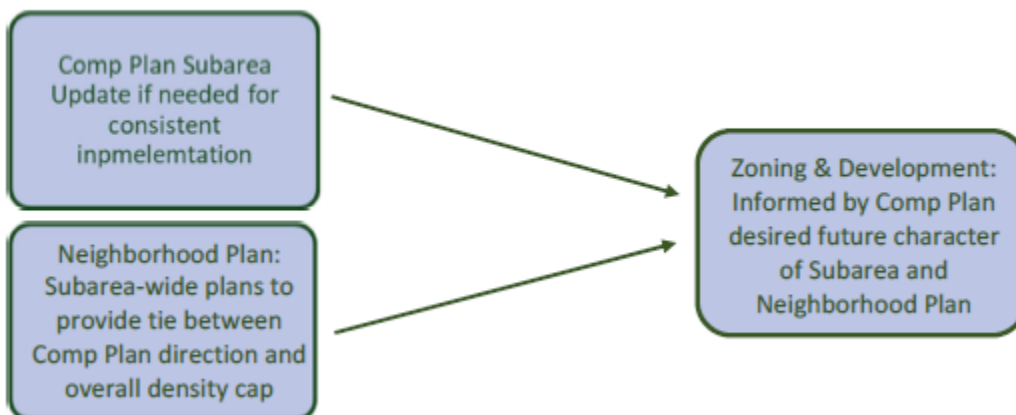
Teton County Rezone Applications in Northern South Park

Teton County is in receipt of a Zoning Map Amendment application for a rezone of 74 acres in Subarea 5.6; Northern South Park. This application is scheduled for review by the County Planning Commission on August 10th and to be considered for a decision from the Board of County Commissioners on September 15, 2020. Additionally, a Pre-application conference request has been made by another landowner in advance of making a Zoning Map Amendment application for a rezone of 117 acres also in Northern South Park.

There seems to be some confusion on the timing and level of joint coordination between the Town and County regarding a Neighborhood Plan and the subsequent rezoning of property. It is staff's recommendation that a Neighborhood Plan be completed jointly between the Town and County and that this Neighborhood Plan be completed prior to the approval of any rezoning in Subarea 5.6 because any such rezoning would need to be consistent with the Neighborhood Plan (not the other way around).

Staff also acknowledges that any proposed rezoning would be the sole responsibility of the jurisdiction in which the land is located, which is Teton County. To reiterate a Neighborhood Plan should first be completed and approved followed by rezoning of any property located in the Neighborhood Plan area. These are separate and distinct actions.

Status: Plans will inform design and implementation of zoning consistent with the community's vision.



In addition, to clarify the current 2012 Jackson/Teton County Comprehensive Plan states that:

The subarea would not be developed in this manner until determined necessary by the community during a Growth Management Program review.

Staff's opinion is that although the need for development of this area has been discussed it has not yet been approved by the Town or County thus the County rezone applications are premature.

Furthermore, to clarify the current 2012 Jackson/Teton County Comprehensive Plan states that:

Should development of the area be needed in the future, it should be the subject of a neighborhood planning effort that addresses traffic congestion along High School Road.

Staff's opinion is that because a Neighborhood Plan has not been completed by the Town or County the County rezone applications are premature.

Finally, the Town may want to provide comment to Teton County regarding the process and authority to connect to Town infrastructure including but not limited to sewer, water, stormwater, roadways, etc. For example, the Town may want to provide comment to Teton County that approval of connection to Town Sewer and Water infrastructure is at the sole discretion of the Jackson Town Council regardless of whether capacity is available or not. Thus, any County properties rezoned for increased density that require connection to Town Sewer and Water should not be approved by the County until such time formal connection and use agreements have been executed and a Neighborhood Plan has been approved.

STAKEHOLDER ANALYSIS

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

FISCAL IMPACT

Contract with Logan Simpson not to exceed \$156,222 for entire project 2012 Comp Plan update process. Preparation of this report and facilitation of this meeting item is performed by staff and does not incur additional costs.

STAFF IMPACT

Staff is serving in informational, facilitation, and support roles for this meeting.

LEGAL ISSUES

None at this time.

ATTACHMENTS

Neighborhood Planning Process memo dated April 17, 2020 prepared for and distributed to the BCC.

RECOMMENDATION

None at this time.

SUGGESTED MOTIONS

FY21 Work Plan

The motion previously made by Town Council is listed below. Should Council choose to make a new motion based upon discussion at that meeting that is possible.

I move to approve the proposed FY 21 Implementation Work Plan dated June 29, 2020 with the following amendments:

- To remove the Neighborhood Plans item for now and replace it with a Neighborhood Plan for Northern South Park only, with the details of process, timeframe and lead agency(ies) to be decided.
- Provide an update on the Sign Code amendment item including scope and number of staff hours involved for further direction by Town Council

Northern South Park Neighborhood Plan

Item #1

I move to direct town and county staff to prepare a scope of work and request for proposals for a Neighborhood Plan for Northern South Park to be individually presented to the Town Council and County Commission for review and comment and at a Joint Information Meeting for final consideration. The proposed scope of work may include:

- Defined Project Goals and Objectives
- Density and land use options with complete neighborhood zoning, such as the new Town zoning
- Affordability Options and Analysis
- Job Generation Analysis
- Market Analysis and Projected Population
- Fiscal Impacts to the County, Town, and future residents
- Site design and general bulk and scale characteristics
- Multi-modal transportation connectivity and traffic impacts
- Community amenities and services (parks, schools, playgrounds, open space, etc.)
- Infrastructure (drinking water, sewer, drainage, electricity, etc.)
- Environmental impacts
- Implementation of Comprehensive Plan values
- Community and stakeholder engagement and participation

Item #2

I move to direct town and county staff to prepare an outline of process for review and implementation of a Neighborhood Plan for Northern South Park to be individually presented to the Town Council and County Commission for review and comment, and at a Joint Information Meeting for consideration. The proposed process should include three options each with clear criteria:

- A planning effort managed by our joint long-range planning staff, Teton County Commission, and Jackson Town Council; similar to those done in the past
- A planning effort managed by Teton County planning staff and Teton County Commission in consultation with the Jackson Town Council as a recommending body
- A planning effort managed by Town of Jackson planning staff and Jackson Town Council in consultation with the Teton County Commission as a recommending body

Northern South Park Rezone Applications

I move to direct staff to prepare a letter to Teton County providing the following comments related to rezoning applications in North South Park:

-
-

ATTACHMENT 1:



PLANNING & BUILDING

Building Division
Code Enforcement
Long-Range Planning
Planning Division

April 17, 2020

Teton County Board of Commissioners
Delivered via Email

Re: Neighborhood Planning Process

Dear Commissioners,

At your April 13, 2020 Voucher Meeting, you requested that Planning Staff prepare an informational memo on the process of neighborhood planning. This memo analyzes neighborhood plans as they are defined and described in the 2012 Jackson/Teton County Comprehensive Plan, and also provides a more general scope and description of neighborhood planning within the professional discipline of land use planning.

2012 Comprehensive Plan: The following excerpts identify all references to “neighborhood plans” or “neighborhood planning” within the 2012 Jackson/Teton County Comprehensive Plan currently in effect. Emphasis has been added to highlight use of these terms within the surrounding text.

“Neighborhood plans” are introduced in Policy 3.3.d to support *Principle 3.3 Manage growth predictably and cooperatively*:

*“Policy 3.3.d: Develop **neighborhood plans***

*Focused **neighborhood plans** may be developed where additional detail is necessary to implement the desired future character in a specific subarea. The Illustration of Our Vision chapter generally describes the desired character for all Character Districts, but there may be instances where implementation of certain strategies requires a more detailed, design oriented planning process for a specific subarea in order to ensure the desired future character is achieved.”*

This Policy can be put into action through the following Strategy:

*“3.3.S.4: Develop **neighborhood plans** for specific areas within Character Districts as necessary.”*

Neighborhood plans are also included as Strategies to implement growth management values in Town:

*“4.2.S.1: Complete a **neighborhood plan** for the Town Square Character District. The plan should include design standards and use descriptions.”*

*“4.2.S.3: Initiate **neighborhood plans** for specific mixed use subareas.”*

*“4.3.S.1: Initiate **neighborhood plans** for Transitional Subareas.”*

Neighborhood planning is also referenced in the *Illustration of Our Vision* chapter of the Comprehensive Plan for Subarea 5.6 Northern South Park:

*“This TRANSITIONAL Subarea is identified as a possible location for future residential development at a similar density to the adjacent West Jackson Residential (Subarea 5.5) neighborhoods. While the priority of the community is to first infill and redevelop other already developed Stable/Transitional Subareas in order to meet the Growth Management goals of the Plan; if necessary, this subarea is a suitable location to meet those goals due to its close proximity to many existing Complete Neighborhood amenities. The subarea would not be developed in this manner until determined necessary by the community during a Growth Management Program review. An exception to this requirement would be the allowance for development when associated with an opportunity to provide meaningful permanent open space by clustering development into the subarea from a Conservation or Preservation Subarea. Should development of the area be needed in the future, it should be the subject of a **neighborhood planning** effort that addresses traffic congestion along High School Road. One possible option to be considered is a future east-west connector road between South Park Loop Road and Highway 89. An appropriate Flat Creek buffer will also need to be established in order to ensure the wildlife, natural and scenic values associated with this community resource are maintained.”*

The introduction to the *Illustration of Our Vision* chapter provides some clarity on the intent and purpose of defining the future desired character of Subareas:

“Finally, for each subarea, Character Defining Features are described to ensure the desired character is illustrated. The Character Defining Features provide the greatest level of site specific detail; however the characteristics are still conceptual and will inform specific regulations, incentives and programs...”

In Land Use Planning: Within the general context of professional land use planning, neighborhood plans are broadly defined and may take various forms, processes and timelines. The American Planning Association provides the following policy guidance on neighborhood plans:

“The neighborhood plan is intended to provide more detailed goals, policies, and guidelines than those in the local comprehensive plan. Neighborhood plans often emphasize potential partnerships among government agencies, community groups, school boards, and the private sector—partnerships that can act to achieve neighborhood goals. These plans are often developed through highly

*collaborative processes involving citizens, businesses, nongovernmental organizations (NGOs), and the local government of the neighborhood” (Steiner, F. and K. Butler (2007). *Planning and Urban Design Standards*. John Wiley & Sons, Inc).*

“In many cases neighborhood plans function as extensions of an adopted local comprehensive plan. They refine the community’s vision for a subarea of the jurisdiction and provide more specific goals, policies, and implementation guidance. However, relatively few cities have a systematic neighborhood planning program that divides the entire geographic extent of the jurisdiction into neighborhood planning areas. Rather, most cities intermittently engage in neighborhood planning when particular areas are experiencing or anticipating dramatic changes” (Morley, D. (2016). “PAS Quick Notes: Neighborhood Planning”. American Planning Association).

Further direction on process indicates that neighborhood plans are most commonly completed prior to large rezones and manifest in zoning regulations tailored to implement the plan:

“The most common implementation tools for municipally adopted neighborhood plans are zoning codes and public investments. Cities often amend zoning regulations or design guidelines based on land-use and development recommendations in neighborhood plans. In some cases, cities translate these recommendations into new context-specific zoning districts. Similarly, cities often use neighborhood plan recommendations to guide infrastructure and programming investments” (Neighborhood Planning. (2020). Retrieved from <https://www.planning.org/knowledgebase/neighborhoods/>).

A brief summary of neighborhood planning published by the American Planning Association, is attached to this memo as a resource for further reading.

From a land use perspective, it is important for neighborhood plans in our community to address:

- Density and land use
- Affordability – Housing – Job Generation
- Project Goals and Objectives
- Market Analysis and Projected Population
- Fiscal Impacts
- Site design and general bulk and scale characteristics
- Multi-modal transportation connectivity and traffic impacts
- Community amenities and services (parks, schools, playgrounds, open space, etc.)
- Infrastructure (drinking water, sewer, drainage, electricity, etc.)
- Environmental impacts
- Implementation of Comprehensive Plan values
- Community and stakeholder engagement and participation

Although a formal Request for Proposals and bidding process has not yet been undertaken, Planning Staff has discussed general timeline and budget options for developing neighborhood plans for the following neighborhoods: Northern South Park, fairgrounds, and midtown. Estimated consultant fees would be around \$600,000 with over 800 work hours dedicated from Long-Range Planning Staff. Neighborhood planning could begin in fiscal year 2021 and could take a year or more to complete, depending on the detail of the plan and the level of community involvement. Discussion around options and alterations to this initial estimate can be focused on upcoming consideration of the Long-Range Fiscal Year 2021 Work Plan.

What is Zoning? In contrast to neighborhood plans which are advisory and help determine the desired vision for the future of the area, zoning is one of the legal tools to implement the plan. Zoning is the process of identifying the allowed uses, density, building size and location of structures within a designated area. Zoning is adopted through the Land Development Regulations (LDRs) and is the law that regulates land development (in addition to building and other safety codes). The LDRs (called a Zoning Code or Development Code in some communities) also specify the process that an applicant must follow to obtain permission (permit) to develop land or structures. Once adopted, zoning regulations must be followed to remain in compliance with local laws.

How do Neighborhood Plans and Zoning Work Together? In a timeline, neighborhood plans usually come before zoning. Once a neighborhood planning process is completed, zoning can be adopted to start the process of transforming or creating a neighborhood. The neighborhood plan may identify implementation steps necessary to change the zoning. For example, if multi-family dwellings are identified as a desired land use in a plan, but are not a permitted use, the zoning should be updated to add this as an allowed use. Similarly, if there are other uses currently allowed in a zone that are not desirable, such uses may be eliminated from the zoning. To ensure that the right mix of land uses is allowed in an area, a new zone district may need to be created. The new zone district could also include different building setbacks, heights and forms that are not standard in other zone districts. Zones can also be very specific to regulate the “form” of a structure, rather than the use inside, called Form Based Zoning.

The timeframe to adopt zoning will depend of the complexity of the new zone regulations and support from the community. Rezoning property to an existing zone with significant community support could take as little as to six (5-6) months, including Planning Commission and Board of County Commissioner hearings; creating a new zone and/or rezoning without community support would add time to the process.

I look forward to further discussion on these topics, and how they may be used to advance the future planning for the community.

Sincerely,

Chris Neubecker
Teton County Planning Director

Enclosed: Morley, D. (2016). "PAS Quick Notes: Neighborhood Planning". American Planning Association).ISSN 2169-1940

Cc: Keith Gingery, Deputy County Attorney

QUICKNOTES

Neighborhood Planning

Neighborhood plans present recommendations for a discrete, contiguous subarea of a city. Most neighborhood planning areas contain housing as well as commercial, institutional, and recreational uses that serve the local area. Some neighborhood plans cover a wide range of topics relevant to the plan area, while others focus more narrowly on topics of special opportunity or urgency.

Background

Planners have long viewed strong neighborhoods as the fundamental building blocks of healthy cities. Strong neighborhoods are not static. They are dynamic places where residents, institutions, and physical features all change over time. Strong neighborhoods are places where heritage and tradition are valued, and places where both new and long-term residents feel a collective sense of ownership and responsibility.

Neighborhood planning has its roots in the early 20th century concept of the neighborhood unit, popularized by Clarence Perry of the Regional Plan Association in 1929. In Perry's model the neighborhood unit was a predominantly residential district or section of a city centered on neighborhood institutions and ringed by neighborhood-serving shops and services. While few real-world neighborhoods match Perry's unit to a T, his idea influenced a wide range of neighborhood-scale planning initiatives in older cities across the United States in the second half of the 20th century, and has continued to provide inspiration for neighborhood-scale planning and development that aims to replicate traditional neighborhood design.

In many cases neighborhood plans function as extensions of an adopted local comprehensive plan. They refine the community's vision for a subarea of the jurisdiction and provide more specific goals, policies, and implementation guidance. However, relatively few cities have a systematic neighborhood planning program that divides the entire geographic extent of the jurisdiction into neighborhood planning areas. Rather, most cities intermittently engage in neighborhood planning when particular areas are experiencing or anticipating dramatic changes. Furthermore, many neighborhood planning initiatives are self-organized by residents and other neighborhood stakeholders, and the resulting plans may or may not have a formal relationship with the local comprehensive plan.

Defining the Neighborhood

While the term "neighborhood" is familiar to most people, it often takes on different meanings based on context. Planners and local officials may think of neighborhoods primarily as political subdivisions that make it easier to deliver services or analyze small-scale social or economic trends. And these neighborhoods may have relatively arbitrary boundaries (e.g., to ensure that all neighborhoods have roughly the same population), or their boundaries may be more "organic" (e.g., based on changes in land-use patterns, the character of the built environment, or demographic characteristics of residents).

In many cities, residents may have different ideas from local officials and from each other about what defines a neighborhood. They may think of their neighborhood primarily in terms of the spaces and institutions they visit or value the most. Alternately, they may be influenced by real-estate marketing or perceptions about cultural differences. Consequently, it's not uncommon for residents of the same block or even the same building to see different boundaries for their neighborhood.

For a neighborhood planning effort to be successful, all participants must first agree on neighborhood boundaries. Often the best ways to determine appropriate boundaries is to have residents as well as representatives from local government and social service providers draw their own boundaries on the same map. This can help identify areas of common, if not universal, agreement.

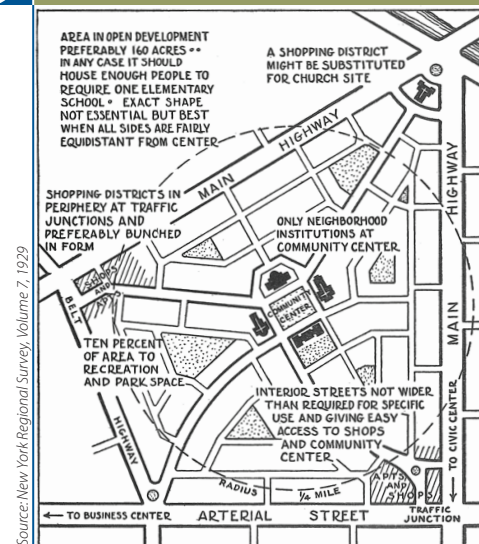


Diagram of Clarence Perry's neighborhood unit.



American Planning Association

Making Great Communities Happen

Defining the Scope

If the neighborhood plan is an extension of the local comprehensive plan, it makes sense to address all of the major functional elements or pertinent themes of the comprehensive plan in the neighborhood plan. In other cases, it may be beneficial to narrow the scope of the plan to a few topics or themes of special relevance or importance to the planning area.

The benefit of a more limited scope is that it can be easier to build support for action around a small set of pressing issues than it can be for a broad set of topics with varying levels of perceived neighborhood-level impacts. Another advantage of limiting the scope of the plan is that it generally makes it easier to go into greater depth on issues of top concern for residents and other stakeholders.

In addition to being more limited in geographic extent than the local comprehensive plan, neighborhood plans also typically have a shorter time horizon. While 20 to 30 years is common for a comprehensive plan, the implementation time frame for neighborhood plans is often between five and 10 years.

Setting Goals and Objectives

In the context of neighborhood planning, goals are general statements about desirable future conditions in the neighborhood, and objectives are measurable outcomes in furtherance of these goals. Often, planners, local officials, or neighborhood leaders use surveys and a combination of online and in-person visioning and goal-setting exercises to help identify potential goals for the planning area. Then, one or more stakeholder working groups may take on the task of refining these goals and establishing objectives. The most successful goals and objectives tend to be those with the broadest base of neighborhood support and the firmest grounding in economic reality.

Detailing Policies and Actions

Beyond goals and objectives, effective neighborhood plans typically include both specific policy statements and action steps. Policies are statements of intent with enough specificity to guide decision making, and actions are directives about capital investments, regulations, programs, or procedures intended to implement each policy. While goals and objectives may remain somewhat abstract, policy statements must suggest a specific course of action, and action steps should make it clear who will do what by when.

Conclusions

The limited geographic extent of a neighborhood plan has both advantages and disadvantages. The narrower focus of neighborhood planning and strong connections that many stakeholders feel to their neighborhoods can lead to a loss of objectivity in the neighborhood planning process. In these cases, neighborhood plans may make it difficult for cities to prioritize scarce resources. With that said, residents, business owners, and institutions may identify more with specific neighborhoods than with the city as a whole. For this reason, it can be easier to engage these stakeholders around planning initiatives that have obvious implications for their homes, businesses, and shared public spaces. Furthermore, neighborhood plans offer opportunities to be more specific about goals, objectives, policies, and actions to guide growth or change within a small area over a relatively short time period.

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FURTHER READING

1. Published by the American Planning Association

Gregory, Michelle. 1998. "Anatomy of a Neighborhood Plan: An Analysis of Current Practice." In *Modernizing State Planning Statutes*, Vol. 2. PAS Report No. 480/481. Chicago: American Planning Association. Available at planning.org/pas/reports/archive.htm.

Jones, Bernie. 1990. *Neighborhood Planning: A Guide for Citizens and Planners*. Chicago: American Planning Association. Available for purchase at planning.org/publications/book/9026753.

2. Other Resources

Colombo, Louis, and Ken Balizer. 2005. "Neighborhood Planning." Available at neighborhoodplanning.org.

Myerson, Deborah. 2004. *Involving the Community in Neighborhood Planning*. ULI Community Catalyst Report No. 1. Washington, D.C.: Urban Land Institute. Available at tinyurl.com/jug84mw.