

Special Joint Information Meeting

TOWN COUNCIL & COUNTY COMMISSIONER MEETING

April 25, 2022

2:00 PM

Council Chambers and via Zoom

Chair: Mayor Morton Levinson

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I. ZOOM LINK FOR PUBLIC PARTICIPATION

To join, click the link or copy to your browser: <https://us02web.zoom.us/j/82467279921?pwd=cWlsYzQvVVBESDIONFJhckw3VW9LQT09>

If the link does not work, join at zoom.com with Webinar ID **824 6727 9921** Password: **83001**

or join by phone **+1 253 215 8782** with Webinar ID **824 6727 9921** and Passcode **83001**

II. CALL TO ORDER AND ROLL CALL

III. DISCUSSION/ACTION ITEMS

- A. Long Range Annual Indicator Report and Work Plan (Tyler Sinclair)
- B. Rec Center Discussion (Steve Ashworth)

IV. 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.



Town Council & Board of County Commissioners JOINT INFORMATION MEETING AGENDA DOCUMENTATION

PREPARATION DATE: April 20, 2022

MEETING DATE: April 25, 2022

SUBMITTING DEPARTMENT: Long-Range Planning

DEPT DIRECTORS: Chris Neubecker, Tyler Sinclair

PRESENTER: Long-Range Planning

SUBJECT: 2022 Annual Indicator Report and Fiscal Year 2023 Implementation Work Plan

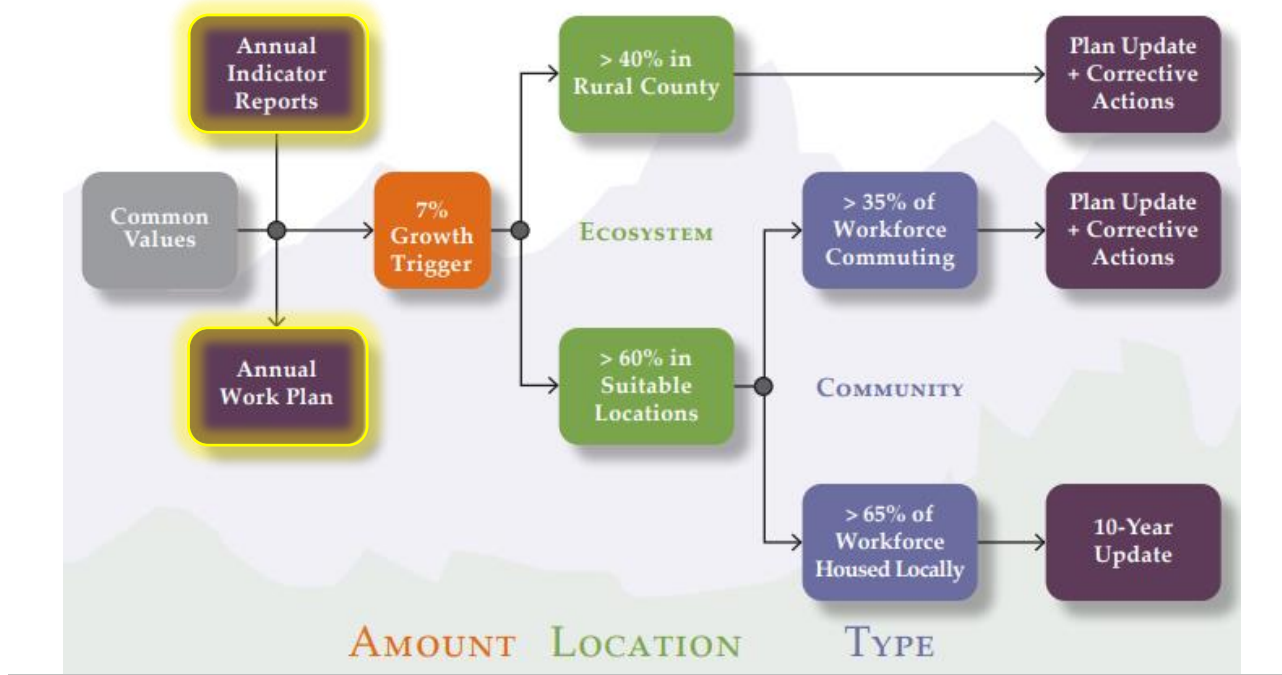
PURPOSE/REQUESTED ACTION

1. Review the 2022 Comprehensive Plan Indicator Report to inform the Fiscal Year 2023 Comprehensive Plan Work Plan.
2. Approve a Fiscal Year 2023 Implementation Work Plan. The Boards will be presented with a draft Work Plan recommended by staff and the Town and County Planning Commissions. The Boards can approve the Work Plan as recommended or make specific changes prior to approval.

BACKGROUND

The Annual Indicator Report and Work Plan operate in conjunction with the Comprehensive Plan's Adaptive Management Program to implement the Comprehensive Plan, Integrated Transportation Plan, and Housing Action Plan. The Annual Indicator Report facilitates evidence-based planning and consistent data trend records as our community works toward achieving its shared vision. It is designed as a check-in on the community's progress and informs the scope and prioritization of the projects in the Annual Work Plan. The Work Plan identifies implementation tasks 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.

Adaptive Management Program

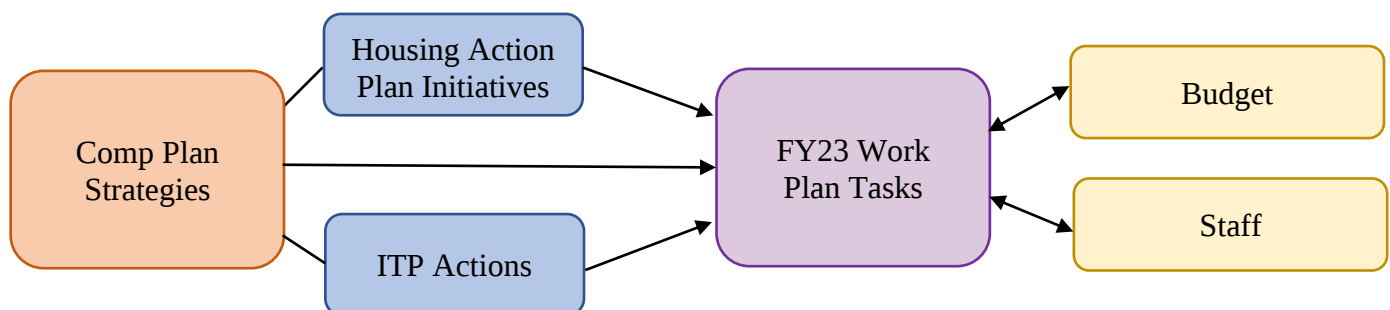


The **Annual Indicator Report** provides consistent data trends in an effort to facilitate evidence-based planning as our community works toward achieving its shared vision. It is designed as a check-in on the community's progress, and informs the scope and prioritization of the projects in the Annual Work Plan.

- The report presents data for the previous calendar year (January 2021-December 2021), unless data availability lags, in which case the most recent reporting will be for 2020.

The **Work Plan** identifies and prioritizes implementation tasks to be undertaken in the next fiscal year.

- The plan presents tasks for the upcoming fiscal year (July 2022 – June 2023)
- The plan includes Teton County projects, Town of Jackson projects, and projects that will be carried out jointly by both jurisdictions, some of which will need to be funded in the County and/or Town budgets
- All tasks are based on the Strategies found in the [Jackson/Teton County Comprehensive Plan](#) or are objectives of the [Housing Action Plan](#) or [Integrated Transportation Plan](#).



STAFF ANALYSIS

Staff uses the approved Work Plan to manage fiscal and staff resources toward achieving the tasks prioritized by the Town Council and Board of County Commissioners. This is the opportunity for the Board of County Commissioners and Town Council to direct staff efforts and set public expectation for Long-Range projects that will occur from July 2022 to June 2023.

This annual exercise is consistent with Comprehensive Plan Adaptive Management Policies:

- **Policy 9.2.a: Monitor Indicators Annually**

If the Adaptive Management evaluation at 7% growth is the community's exam, the indicator reports are our annual progress report. The indicators monitor not only the Adaptive Management targets but the other measures of each of the community's goals. Each spring, the community should review the indicators listed below [in the Comp Plan] and other appropriate indicators to inform budgets and set an implementation work plan that will promote optimization of all 8 community goals... each indicator is or should be:

- *relevant to a chapter goal of the Plan;*
- *reliably accessible annually; and*
- *understandable to the community*

- **"Policy 9.2.b: Establish an Implementation Work Plan Annually**

A work plan for implementing the community's Vision will be established each year as part of the budget process. In setting the work plan, the community should evaluate the work completed over the past year, review annual indicators, and prioritize strategies for implementation based on how well the community is achieving our Vision and which implementation measures are most needed. The work plan will be composed of the strategies from the Common Values to be implemented the following year... The resources required to implement the strategy will be considered, along with the parties responsible for implementing the strategy, the timeframe for implementing the strategy, and the goal of the implementation. As strategies are completed and/ or new best practices, technology and information become available, the work plan may include strategies that are not listed in the Common Values. However, every task in the work plan should be:

- *relevant to a principle of the community that needs to be addressed;*
- *implementable by the responsible party; and*
- *effective in addressing the relevant community principle"*

The Town of Jackson and Teton County have engaged in joint planning since 1994. While each jurisdiction has its own version of the Land Development Regulations (LDRs), there is only one Joint Comprehensive Plan, one joint Annual Indicator Report, and one joint Annual Work Plan. This means that the FY 23 Work Plan must be approved by both jurisdictions for it to be adopted. While in the past, County-only or Town-only Work Plan tasks have been directed by each Board separately, coordinating timing and shared resources required of those tasks is an important benefit of setting the Work Plan jointly. Tasks identified as "joint" are those designed for cooperative and balanced resource sharing and oversight to advance common or interdependent strategies included in the Comprehensive Plan, Integrated Transportation Plan, or Housing Action Plan. Agreement of both the Board and Council toward joint tasks in the Work Plan has historically resulted from collaboration with a focus on efficiency toward achieving joint goals. Joint tasks also provide a balance of jurisdictional oversight on issues that bridge legal boundaries to affect the community valley-wide.

Staff has identified and will present on six high-level takeaways in this year's Indicator Report that speak to both successes in and threats to achieving our community-wide goals. These key trends are identified in the "Are We Living Our Values?" section of the Indicator Report, but the report also provides further detail on each of our individual indicators.

Fiscal Year 2022

Fiscal Year 22 saw the completion of several major initiatives, and a few are recommended to be carried forward into the next fiscal year (shown in FY 23 below). Completed milestones include:

- Adoption of the new County Hog Island zoning amendments
- Updated wildlife friendlier fencing requirements in the County
- New wildlife feeding and bear resistant trash standards in the County
- Completion of the Joint Housing Nexus Study and Regional Housing Needs Assessment
- Town of Jackson update on the definition of Family
- Filling of the Joint Regional Transportation Planning Administrator
- Filling of the Town Ecosystem Stewardship Administrator

- Filling of the County Public Works Project Manager position

In addition, the Joint Northern South Park Neighborhood Plan, while shown on the FY 23 workplan as a “rollover” project is anticipated to be completed through the hearing process in July of 2022. The public release draft of the plan has been released for public comment and public hearings for adoption have been scheduled.

Fiscal Year 2023

Based on data presented in the 2022 Indicator Report, tasks identified in prior Work Plans, and priorities outlined in early 2022 Town Council and Board of County Commissioners retreats, staff recommends these implementation projects as top priorities for FY 23 (July 2022 – June 2023):

JOINT TASKS	
In Progress (and to roll over to FY23)	New (beginning in FY23)
• Northern South Park Neighborhood Plan (Planning) <i>To be complete July 2022</i> • Indicator Data Standardization – Smart Gov (Planning) • Housing Nexus Study (Housing) <i>Complete April 2022</i> • Housing Needs Assessment (Housing) <i>Complete March 2022</i> • Indicator Report (Planning – ongoing) • Workplan (Planning – ongoing) • Ongoing Data Requests & Comp Plan Coordination (Planning)	• Road and Pathways Standards LDR Update (Public Works) • Northern South Park Implementation (Planning)
TOWN TASKS	
In Progress (and to roll over to FY23)	New
• Hillside LDRs Update (Planning) • Review of Character Changes: Town Stable and Transitional Subareas (Planning) • Municode (Planning) • Town LDR Cleanup (Planning- ongoing) • Town Water Quality (Town Public Works & Planning) • LDR and Zoning Map Amendments (Planning - ongoing)	• Sign Standards (Planning) • Climate Action Plan (Ecosystem Stewardship) • Karns Meadow Master Planning (Parks & Recreation) • Lodging & Short Term Rentals (Planning) • Wildlife Feeding & Bear Resistant Trash Cans (Planning) • Ecosystem Indicators (Ecosystem Stewardship) • Town Workforce Housing Mitigation LDRs (Planning)
COUNTY TASKS	
In Progress (and to roll over to FY23)	New
• Natural Resource Regulations & Tiered Habitat Mapping (Planning) • Large Lot Subdivision (Planning) • TCSPT Management (Planning - ongoing) • LDR Cleanup (Planning – ongoing) • LDR and Zoning Map Amendments (Planning – ongoing) • Wildlife Crossings Master Plan Implementation (Public Works) • ITP capital improvement transportation projects - Tribal Trails (Public Works) • Water Quality Initiatives (Public Works)	• County Workforce Housing Mitigation LDRs (Planning) • Highway 22 Capital Multi Modal Transportation Improvement Projects (Public Works)

Staff notes that the Fairgrounds Master Planning project added by the Town Council and the Board of County Commissioners in last year’s Work Plan that was anticipated to begin once the Northern South Park Neighborhood plan was completed has been moved to Future Tasks – Non-Budgeted. Staff made this recommendation finding that the Fairgrounds may not be as imminent of a priority due to the anticipated successful completion of the Northern South Park Neighborhood Planning process, as well as discussion of a possible Fairgrounds lease extension beyond 2026. For FY 2023, staff have recommended completing FY 2022 Workplan tasks underway but not yet completed including updates to the LDRs as a result of the completion of the Housing Nexus Study, along with the Town Hillside Regulations, and County Natural Resource Regulations & Tiered Habitat Mapping project. In addition, staff recommends holding off on beginning any new major tasks, such as new zoning for the Aspens (Aspens Subareas 12.1 & 12.3), until completion of FY 2022 tasks still in progress. Staff notes, that future unassigned projects are listed in the Work Plan under the “Future Tasks – Non-Budgeted and/or Unscheduled” section.

PLANNING COMMISSION ANALYSIS

The Town and County Planning Commissions met jointly on April 20, 2022, to review the 2022 Indicator Report and draft FY23 Work Plan presented by staff, discuss recommended changes, and make a recommendation to the Board of County Commissioners and Town Council.

The *County* Planning Commission voted 4:0 with Commissioner Mateosky absent to recommend approval of the proposed FY23 Implementation Work Plan dated April 11, 2022, with the following amendment:

1. To direct staff to begin exploring scenario planning exercises and opportunities to prepare for future policy decisions around community growth management and build out.

The Town Planning Commission voted 7:0 to recommend approval of the proposed FY23 Implementation Work Plan dated April 11, 2022 as presented by staff.

Discussion among Planning Commissioners on the proposed FY23 Work Plan included the following:

- Commissioner Lurie (TC): Suggested that future scenario planning be added to the Work Plan to prepare for reaching full buildout and growth management planning. She also expressed concern that Ecosystem Stewardship has been neglected by the community implementation of the Comprehensive Plan including in the Indicator Report, with a lack of indicators, and in our community's Long-Range Planning Work Plan project prioritization. She suggested reestablishing a task force for ecosystem stewardship that could help to develop the remaining indicators. Staff responded that the Town has recently hired an Ecosystem Stewardship Coordinator position, whose role will be focused on some of this work. Staff also noted that several ecosystem stewardship-related projects have recently been completed in the County, including wildlife-friendlier fencing regulations and bear conflict and wildlife feeding standard updates. The wildlife feeding standards will also be extended to the Town as part of the FY 23 Work Plan.
- Commissioner Muromcew (TC): Agreed with removing the Fairgrounds planning from the Work Plan this year, given the sensitivity of the project and the other ongoing projects on the Work Plan.
- Commissioner Wilson (TOJ): Sought confirmation from staff that the recommended Work Plan tasks are realistic and achievable. Staff confirmed that given anticipated staffing levels, the recommended Work Plan is realistic, although some projects may not begin until the second half of the fiscal year.

Planning Commissions reviewed the 2022 Indicator Report and made the following comments:

- Commissioner Lurie (TC): Asked what will happen when 2012 buildout has been reached and suggested that the community and Long-Range Planning staff begin scenario planning to prepare for how to address buildout and the cap, especially in consideration of the future development of Northern South Park.
- Commissioner Rockey (TC): Asked about data sources and greenhouse gas emissions from aviation. She suggested looking at the average annual change in home sales from 2015-2019, rather than from 2012-2019, to provide a clearer picture of how housing prices were escalating prior to the pandemic.
- Commissioner Muromcew (TC): Asked for clarification around the American Community Survey data on active transportation and mode share and suggested that Friends of Pathways may have additional data. Staff noted that the Regional Transportation Planning Administrator is actively working to compile more data on this and other local transportation indicators.
- Commissioner Schuler (TOJ): Asked whether the rise in natural gas emissions were primarily driven by residential or commercial uses. Staff clarified that the Lower Valley Energy data indicates the largest increases are being driven by commercial natural gas usage.

ATTACHMENTS

- 2022 Indicator Report
- Draft FY 23 Implementation Work Plan (dated April 11, 2022)

STAKEHOLDER ANALYSIS

The entire Town of Jackson/Teton County community is a stakeholder and staff invites feedback from any community member or organization. This effort is guided by the adopted Comprehensive Plan which has undergone extensive public outreach in an effort to establish adopted Strategies for carrying out the Policies of the Comprehensive Plan.

PUBLIC COMMENT

No public comment on this item has been received by Planning Staff up to the date this staff report was released.

FISCAL IMPACT

Fiscal impacts associated with each identified project have been provided in the proposed Work Plan. Actual financial commitments will be considered by the elected officials and as part of adoption of the Town and County budgets.

STAFF IMPACT

The FY 23 Implementation Work Plan accounts for all the Joint Long-Range Planning Department's time. It also requires time from Town Planning Staff, County Planning Staff as well as other Town and County Departments.

The 2022 Indicator Report required 200 hours of Long-Range Planning staff time to complete, as well as additional time for review by the Town Community Development Director and County Planning Director.

LEGAL REVIEW

County: Gingery

Town:

RECOMMENDATIONS

The Town Planning Commission recommends **approval** of the FY 23 Implementation Work Plan dated April 11, 2022, as presented by staff.

The County Planning Commission recommends **approval** of the FY 23 Implementation Work Plan dated April 11, 2022, as presented by staff, with the following amendment:

1. To direct staff to begin exploring scenario planning exercises and opportunities to prepare for future policy decisions around community growth management and buildout.

The Community Development Director and the Planning Directors recommend **approval** of the FY 23 Implementation Work Plan dated April 11, 2022.

SUGGESTED MOTIONS

Town Council: I move to approve the proposed FY 23 Implementation Work Plan dated April 11, 2022.

Board of County Commissioners: I move to approve the proposed FY 23 Implementation Work Plan dated April 11, 2022.



2022 Annual Indicator Report

April 15, 2022

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The Jackson/Teton County Comprehensive Plan, adopted in 2012 and updated in 2020, 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 to regularly ask: *Are we living our values?*

An Indicator Report is produced every year as a check-in on the community's progress toward achieving our Vision and goals. Through the annual presentation and analysis of indicators tied to our Common Values, we can better understand how we are measuring up to Comprehensive Plan goals and inform annual Work Plans to direct progress where it is most needed.

The annual Indicator Report and Work Plan are reviewed concurrently so that trends identified in the Indicator Report can be considered when prioritizing future actions and resource allocations in Work Plan.

This report begins with a discussion of the effects of the COVID-19 pandemic on the indicators and data in 2020 and 2021. Next there is a brief discussion of efforts to develop data sources and methodologies for indicators identified in the updated Comprehensive Plan that have not yet been established. Next, we examine Planning Staff's overall perspective and high-level takeaways on the data reported this year. Finally, each of the three Common Values is assessed by analyzing its associated indicator data.

What is an Indicator?

An indicator is a measurable data metric that can be monitored annually to provide insight on how well our community is achieving agreed-upon community values.

Each indicator should be relevant to a chapter goal of the Comprehensive Plan, reliably accessible annually, and understandable to the community.

Unpacking 2020, the Pandemic Era, and Looking Ahead

The 2021 Indicator Report was the first opportunity to look back and attempt to quantify the initial impacts of the COVID-19 pandemic on our community. At the same time, the 2021 report introduced several new indicators and revised methodologies that were outcomes of the 2020 Comprehensive Plan update. As with past indicator reports, not all data sources used to produce this report provide data through the most recent year, and consequently, some indicators lag behind others or use projections that will be replaced in the following year's report when finalized data is available.

The pandemic has produced data challenges throughout the country, as the pandemic impacted the reliability of estimates, surveys, and existing methodologies. The Census Bureau was challenged to collect American Community Survey data in 2020 and has chosen to not report standard ACS 1-year estimates for 2020 due to concerns about data quality standards and nonresponse bias. The changes in travel and work behaviors initiated by the pandemic, as well as the swings in jobs and hiring, meant that 2020 data, and some 2021 data, broke dramatically with existing patterns and trends. These shifts in behavior may signal a need to reconsider the underlying methodology and assumptions behind some of our indicators. For example, the Effective Population indicator is based on assumptions about second home occupancy that were challenged by changes

in behavior at the outset of the pandemic. As a result, the Effective Population indicator is not reported for 2020, and staff will look to assess the effectiveness of the model moving forward.

But it is also important to be patient and recognize that some 2020 data points deserve an asterisk and should be evaluated within larger patterns. As with each year's indicator report, the analytical emphasis should be on *overall trends* more than on the results of any individual year. With the pandemic not yet over, it will likely continue to have noticeable effects in our indicators for years to come. The broader questions to be considered are: what results are short-term pandemic effects and what trends are here to stay?

For example, newly available jobs and employment data from the Bureaus of Economic Analysis and Labor Statistics confirm that the total number of jobs in 2020 declined for the first time since 2009, led by contractions in the hospitality sector. These contractions were most significant in the spring and summer of 2020, with some rebound in fall and winter that appears to have continued into 2021. This temporary decline in jobs in 2020 had cascading effects on other indicators, especially the calculation of the percentage of workforce living locally. The 2020 Percentage of Workforce Living Locally indicator shows an increase of 6% from 2019, however, we should be cautious not to celebrate that result, as we know that 2020 was not representative of the larger and long-term employment picture in our community. See that indicator for additional discussion of the 2020 result, the 2021 projection, and the 2021 Housing Needs Assessment findings.

Last year, initial 2020 data revealed the emergence of certain immediate pandemic impacts, particularly related to travel and lodging, vehicle miles traveled and transit ridership, and housing costs. Some of these effects were accelerations of existing trends (rising housing costs), others were breaks with recent patterns. This year's report offers the opportunity to assess a more comprehensive set of data for 2020 as well as initial 2021 data to enhance the picture of the pandemic era in our community.

With the combination of continued pandemic uncertainty, inflation, and labor shortages, additional volatility can be expected in future years. This report will be an important tool in assessing what new trends are establishing and what effects are short term aberrations emerging from the pandemic and related factors.

Developing New Indicators

The update to the Comprehensive Plan adopted in 2020 reevaluated the indicators that are tracked and reported annually. It also directed a shift from tracking policy-related indicators to tying indicators directly to specific goals identified in each Comprehensive Plan chapter. The updated Comprehensive Plan has identified some indicators that have not yet been developed, and staff intends to initiate projects to develop methodologies and data sources for these remaining indicators.

In summer 2021, staff began collecting data to track cost of living and multimodal travel times. This effort involved recording prices of a variety of goods and services in the community to establish price baselines for comparison in future years. The methodology for this price survey was derived from the Cost of Living Index (coli.org), published by the Council for Community and Economic Research. Staff intends to continue to collect this data annually and refine the results and methodology to begin reporting changes to the cost of living in future indicator reports. Staff also began efforts to track travel times for different modes (single occupancy vehicle, START Bus, bicycle, e-bike) across designated local and commuter travel routes in the winter and summer. This preliminary data will provide a baseline but will be enhanced by improvements to START Bus travel tracking and additional, future transportation studies. These preliminary efforts and data are not included in this year's report.

Several of the remaining indicators will be developed by new Town and County staff in coming years. Specifically, the hiring of the Regional Transportation Planning Administrator in 2022 will help to bolster the development of new and enhancement of existing transportation indicators, including travel time and mode

share comparisons. Similarly, the Town is in the process of hiring an Ecosystem Stewardship Coordinator, and the FY2023 Work Plan includes a task for that position to develop a set of indicators related to the Comprehensive Plan Community Value of Ecosystem Stewardship, including indicators of: Health of Native Species, Water Quality, Access to Natural and Scenic Resources, and Air Quality.

Are We Living Our Values?

The 2022 Indicator Report offers a deeper dive into the trends of recent years and the effects of the post-2020 era on the community and provides an opportunity to analyze with data the patterns and trends that the community may be feeling on the ground. Staff has identified the high-level takeaways below.

Residential Vacancy is Declining. The number of vacant units in the community, including units for occasional use (second homes) has been declining since 2012, when there were 2,591 vacant units. The decline accelerated in 2020, with 1,215 vacant units (a 53% decrease since 2012). Over the same period, our lodging occupancy has continued to grow in shoulder seasons along with increases in residential unit production, annual greenhouse gas emissions, and vehicle miles traveled. The decline in vacancy should be monitored moving forward, as the character of our community may be starting to shift from seasonal to year-round, leading to more people in the valley full time year-round without a connection to new construction or job growth.

Housing Costs Continue to Rise. The intensity in housing sales initiated in 2020 did not cool off in 2021. Last year, the median sale price for a home (townhomes, condos, detached single-family) in the community was \$1,840,000, up from \$1,450,00 in 2020 and \$1,025,000 in 2019 (26% and 80% increases respectively). According to the Jackson Hole Report, the median price for a single-family home was \$3,000,000, which has more than doubled since 2017. Regarding rentals, data compiled by the Jackson Teton/County Affordable Housing Department shows that market rents for studio apartments rose 30% from Q4 2019 to Q4 2021, while rents for 3-bedroom apartments rose 11% over the same period.

Residential Growth is Diversifying and Producing More Units. With 236 new units produced in 2021 (the largest year since 2006), and 676 units produced over the last 3 years, the community is experiencing a residential building boom. The large quantity of units produced is being driven by a more diverse set of housing products. In 2021, 141 apartments, 29 attached single-family dwellings, and 65 detached single-family dwellings were built. Apartment and attached housing products have grown in recent years, even as demand and production of detached single-family homes has remained high. Simultaneously, the Workforce and Affordable Housing incentive tools adopted in the Town of Jackson in 2016 are proving to be successful in producing deed-restricted housing units.

Growth is in the Right Locations. The Comprehensive Plan's core Growth Management goal aims for more than 60% of growth to occur in complete neighborhoods. In 2021, 79% of new residential units were built in Complete Neighborhoods, a single year high since 2002. This reflects continued success in directing development out of ecologically sensitive and scenic rural areas and into areas with amenities and infrastructure since the adoption of the Comprehensive Plan in 2012. Existing development potential suggests that this trend will continue, with 61% of future residential units located in Complete Neighborhoods.

Transit Ridership Significantly Impacted by COVID-19. Despite the arrival of vaccines and a surge of tourism in 2021, START transit ridership was lower in 2021 than in 2020, which was bolstered by a pre-pandemic January and February. While ridership recovered in subsequent months compared to 2020, 2021 ridership was only 47% of 2019 levels. After a steady trend upward in riders leading into 2020, how and when will ridership return?

Greenhouse Gas Emissions are Accelerating. While short-term changes to travel and commuting patterns in 2020 resulted in a slower increase in GHG emissions, commercial air travel and vehicle miles traveled rebounded in 2021, with associated emissions estimates setting new highs. Per capita emissions are also growing, suggesting these increases are not just due to our growing effective population. Despite enhancements in efficiency, the growth of natural gas usage since 2018 has been a key contributor to increased emissions over the past three years. The impact of the growth of inefficient (large square footage, detached single-family) residential units on emissions estimates is not quantified in the model but should be considered.

Common Value 1: Ecosystem Stewardship

Preserving and protecting the area's ecosystem is the core of our community character and economy. Monitoring our impacts on the ecosystem annually is an important way to ensure our growth does not compromise the health of the ecosystem. These 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.

- Health of Native Species
- Conservation vs. Subdivision of Rural Open Space
- Water Quality
- Access to Natural and Scenic Resources
- Greenhouse Gas Emissions
- Air Quality

Ecosystem Stewardship Indicators

The following indicators are identified in the Comprehensive Plan to assess and monitor the Ecosystem Stewardship goals of Chapters 1 and 2. During the GMP and Comprehensive Plan update, new indicators were identified to track the community's progress toward those goals. Consequently, some new indicators have not yet been developed and are not reported this year.

The updated Comprehensive Plan includes strategies to develop an Ecosystem Stewardship target related to the Adaptive Management Program and to develop indicators to track the achievement of the Chapter 1 goal: *Maintain healthy populations of all native species and preserve the ability of future generations to enjoy the quality natural, scenic, and agricultural resources that largely define our community character.* Development of these indicators is identified as a task for the Ecosystem Stewardship Coordinator position in the FY2023 Work Plan.

The community has had success protecting habitat by limiting subdivision and development in Rural Areas in recent years and directing growth to Complete Neighborhoods. However, greenhouse gas emissions have been rising steadily since 2012 and were not significantly slowed by the onset of the COVID-19 pandemic.

Indicators to Be Developed

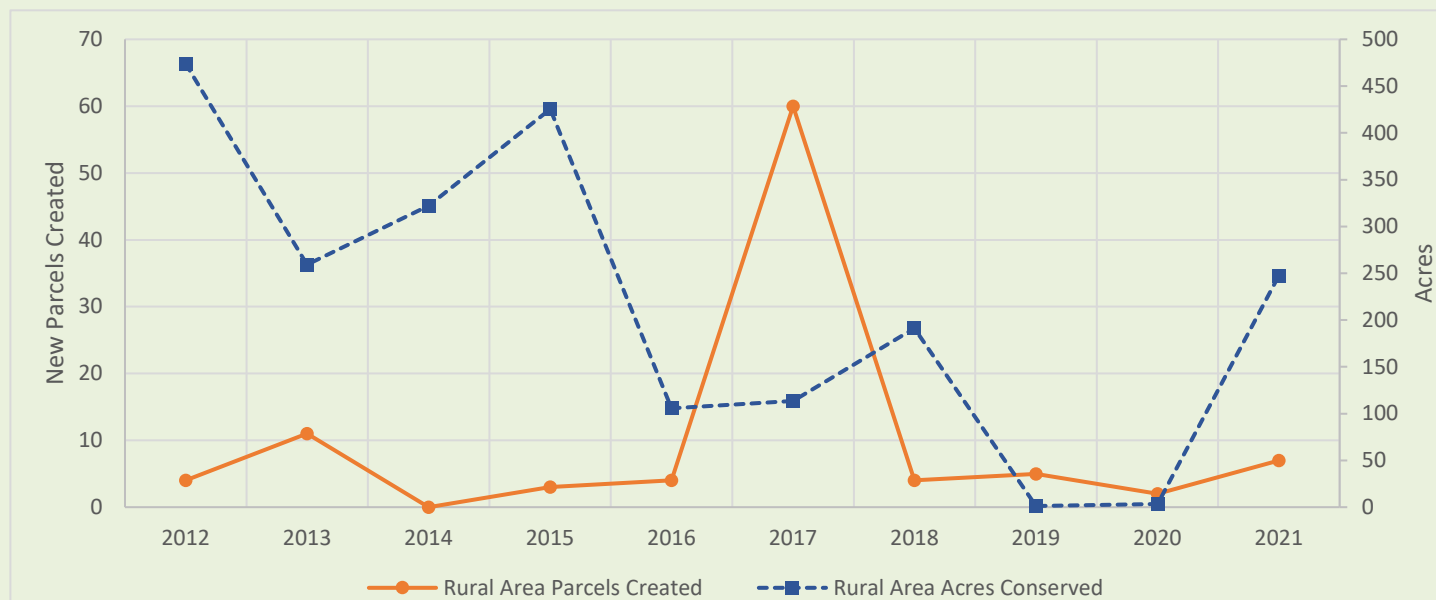
- Health of Native Species
- Water Quality
- Access to Enjoyment of Natural and Scenic Resources
- Air Quality

Conservation vs. Subdivision of Rural Open Space

Monitoring permanently conserved land and subdivision of rural areas 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 conserve more than subdivide rural acres. This indicator also reports rural area development potential removed via zoning changes and conservation easements as well as new parcels created in rural areas.

- Goal: More Conservation than Subdivision of Rural Areas
- Chapter 1: Stewardship of Wildlife, Natural Resources and Scenery
- Trends and Takeaways
 - Both subdivision and conservation of rural areas had been relatively low in recent years, following the changes to the Rural zoning subdivision allowances in 2016. This was an expected outcome of the effort, which also decreased development and subdivision potential in rural areas.
 - However, in 2021, 248 acres were added under conservation easements through the Jackson Hole Land Trust.
 - New land division in rural areas has primarily come through 35 acre and family exemptions, with fewer than 7 new parcels created each year since 2018. With the limited amount of additional subdivision occurring in rural areas, we are likely to continue to see more growth occur in Complete Neighborhoods.

Conservation vs. Subdivision of Rural Open Space

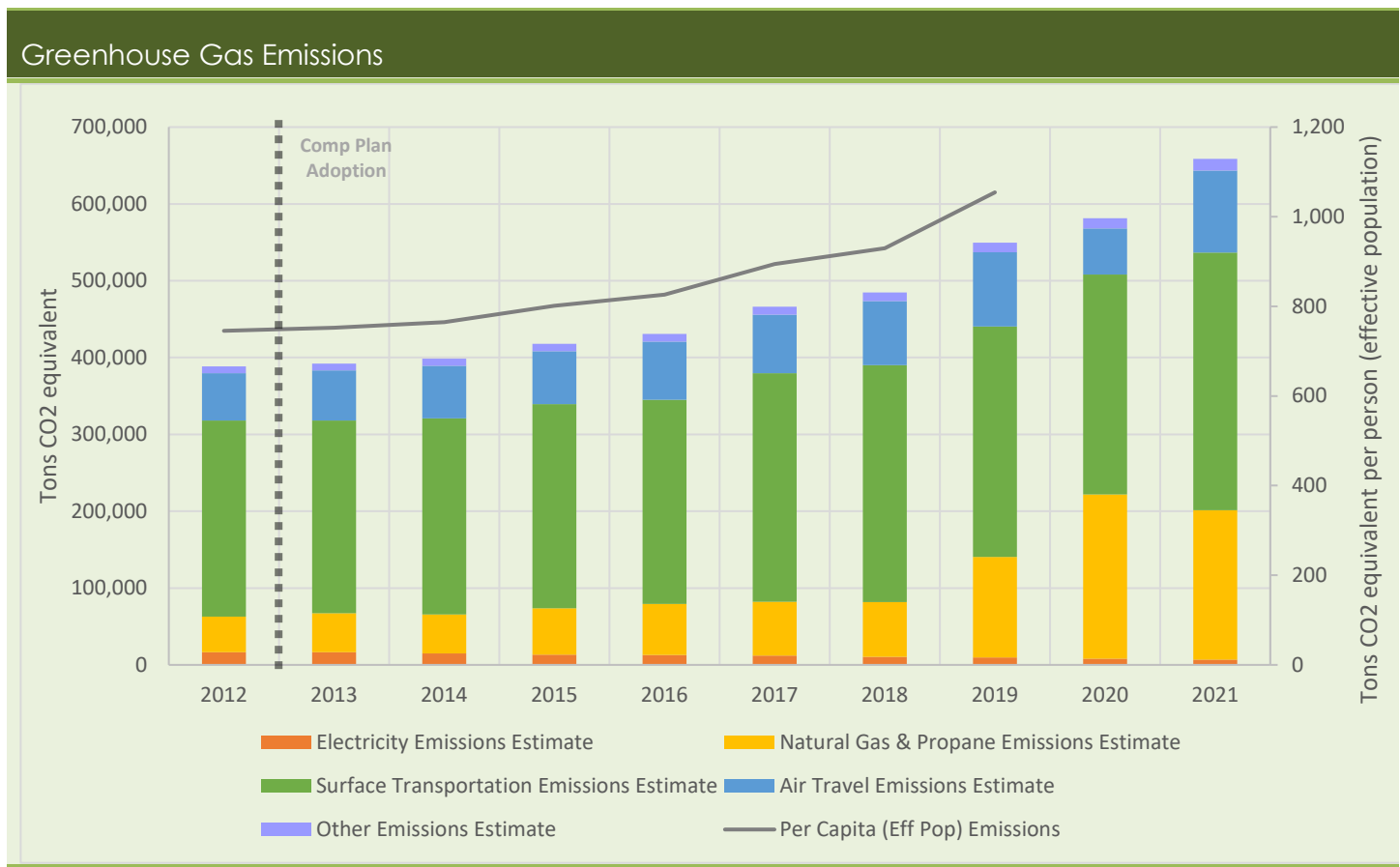


Source: Teton County; Jackson Hole Land Trust; Teton Regional Land Trust

Greenhouse Gas Emissions

This new indicator estimates the overall greenhouse gas (GHG) emissions in the community, considering a variety of sources that include air and surface transportation and residential and commercial energy usage. It is based on and benchmarked to the Yellowstone-Teton Clean Cities Greenhouse Gas Emissions inventories conducted in 2008 and 2018.

- Goal: Emit less greenhouse gases than we did in 2012.
- Chapter 2: Climate Sustainability
- Trends and Takeaways
 - Emissions have trended upward over the past 10 years, with faster growth since 2018 due to significant increases in emissions from additional natural gas usage with the expansion of natural gas infrastructure in Teton County. Simultaneously, emissions from electricity continue to decline with increases in efficiency.
 - Despite our growing effective population, the growth of per capita emissions over this period indicates that these emissions increases are not solely tied to our growing effective population.
 - Adjustments to electricity and gas usage data from Lower Valley Energy in 2021 have revealed that the onset of the COVID-19 pandemic in 2020 did not result in declines in emissions, as reported in the 2021 Indicator Report. Despite the declines in commercial air travel and vehicle miles traveled in 2020, GHG emissions were bolstered by natural gas usage. The resumption of “normalcy” in 2021 resulted in new emissions highs and increased surface and air transportation emissions.



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 where development and growth are occurring, whether we are achieving our goals to keep buildout levels below 1994 buildout levels, and what initiatives are being undertaken to address growth in our community.

- Location of Growth
- Buildout
- Workforce Housing Pipeline
- Percentage of jobs, housing, shopping, education, and cultural activity in Town
- Growth by Use

Growth Management Indicators

The following indicators are identified in the Comprehensive Plan to assess and monitor the Growth Management goals of Chapters 3 and 4.

The community has continued to have success managing growth, even though growth and development have increased over recent years. Residential growth is meeting the Comprehensive Plan target of more than 60% in Complete Neighborhoods, and the type of residential growth has diversified with increases in apartments and attached townhomes and condos which offer greater levels of affordability than detached single family residences. Looking ahead, the community is well positioned to continue building on recent success, with 61% of potential residential growth remaining in Complete Neighborhood areas.

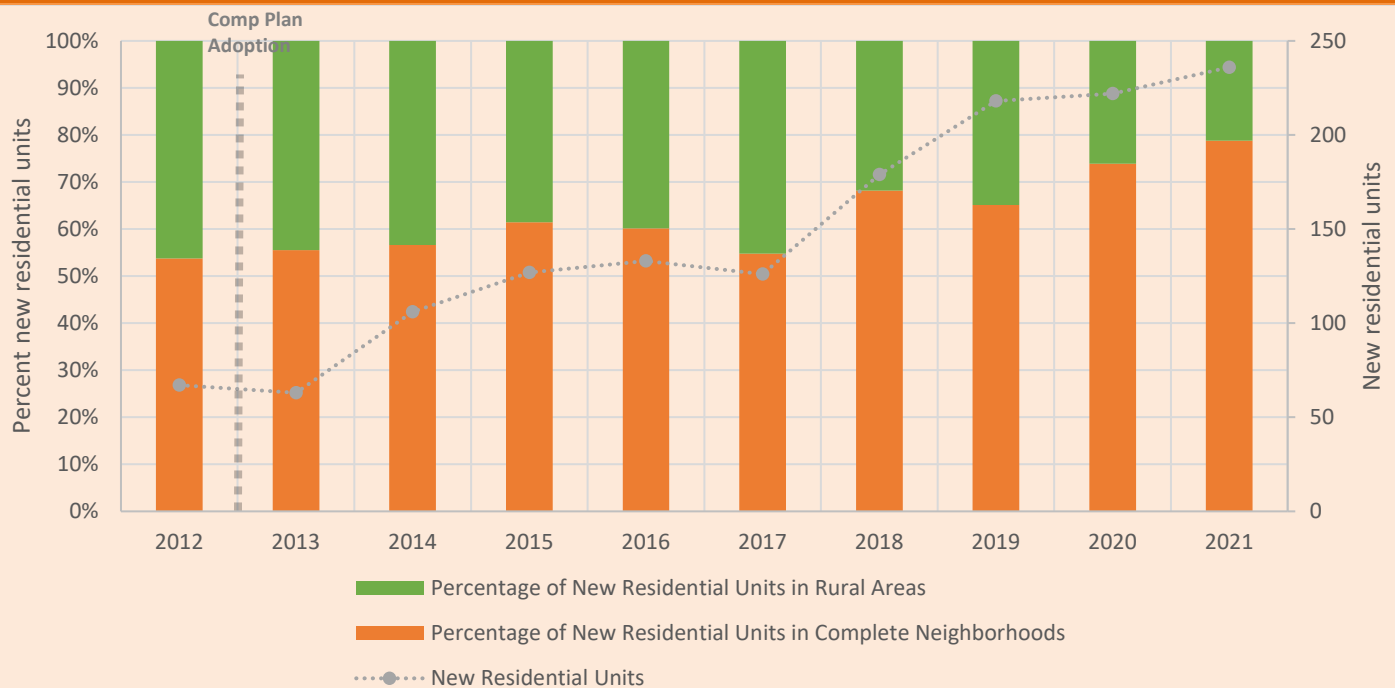
The community has also ramped up production of deed-restricted Workforce and Affordable residential units in recent years, and the Workforce Housing Pipeline suggests that more development of restricted and rental units is on the way.

Location of Growth

Locating 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 a key target established in the Comprehensive Plan to track Growth Management. The goal is for at least 60% of growth to occur in Complete Neighborhoods. This indicator includes two metrics: Location of Actual Growth and Location of Potential Growth. Location of Actual Growth measures residential unit completions by location while Location of Potential Growth tracks the remaining development potential allowed by zoning across Complete Neighborhoods and Rural Areas.

- Goal: $\geq 60\%$ of future growth in Complete Neighborhoods
- Chapter 3: Responsible Growth Management
- Trends and Takeaways
 - Location of Actual and Potential Growth are key community successes since adoption of the Comprehensive Plan in 2012, when less than 60% of actual and potential growth was in Complete Neighborhoods.
 - In 2021, 79% of residential units built were in Complete Neighborhoods, a single-year high going back to 2002.
 - Since hitting a low of 63 units in 2013, new residential units have risen consistently, with the trend continuing in 2021 with 236 new residential units.
 - Apartments and attached units enabled through Town of Jackson zoning are driving a significant amount of the residential unit development in recent years.
 - Location of Potential Growth remains at 61% in Complete Neighborhoods and 39% in Rural Areas. The Complete Neighborhood potential growth percentage is expected to decline over time if units continue to be built at high rates in Complete Neighborhoods compared to Rural Areas, as we have seen in recent years.

Location of Actual Residential Growth



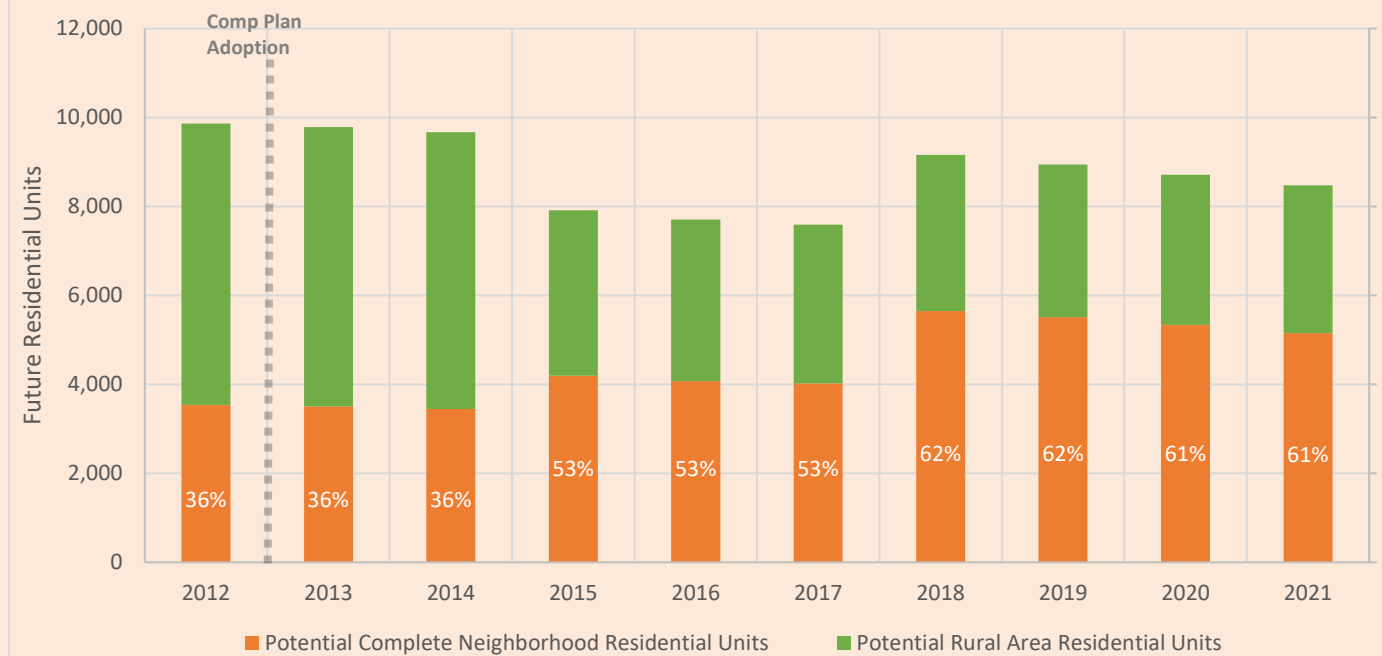
Source: Teton County and Town of Jackson Building Permits

Definition of Potential

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

The location of growth *potential* (defined as buildout minus what is already built) forecasts where future growth will occur based on remaining allowances. Growth potential decreases as units are built. Potential is also impacted if buildout allowance is increased or decreased. The way to shift the location of growth potential is to reduce buildout in a Rural Area and/or increase it in a Complete Neighborhood (or vice versa). For example, allocating additional buildout potential in Northern South Park with new zoning would increase the percentage of potential residential growth in Complete Neighborhoods.

Location of Potential Residential Growth



Source: Teton County and Town of Jackson

Amount of Allowed Growth (Buildout)

Buildout measures the change in the maximum amount of development permitted throughout the community. Change in buildout is determined by:

1. Changes to Jackson/Teton County zoning regulations;
2. Conservation easements and other restrictions on the development of a property;
3. Transfers of property ownership from a private party to federal ownership and vice versa; and
4. Use of the Workforce Housing Floor Area Bonus (2-for-1 Bonus), Deed Restricted Housing Exemption, and Planned Residential Development (PRD) incentives.

To maximize use of the incentives, units produced using incentive tools only get counted as an increase in buildout upon project approval. The residential unit count in the last row of the table is the number of units that are available for future use of the incentives. The incentives cannot be used if their use would make the last row greater than zero.

- Goal: ≤2012 Buildout
- Chapter 3: Responsible Growth Management
- Trends and Takeaways
 - 2,088 residential units remain in the buildout pool. 57 units (46 workforce, 11 market) were approved in 2021 using the Town of Jackson 2:1 Workforce Housing Density Bonus Tool and Floor Area Exemption for Deed-Restricted Housing. Additional projects that will take advantage of this bonus in 2022 are currently in the works, including the Jackson Street Apartments.

Changes in Buildout			
Year	Residential Units	Lodging Units	Nonresidential Floor Area
1994-2011	-564	?	?
2012	-32	0	0
2013	-12	0	0
2014	-14	0	0
2015	-2,195	-317	-451
2016	-76	89	94,379
2017	15	0	-30,651
2018	127	0	32,477
2019	5	-22	-9,339
2020	39	0	-8,102
2021	55	0	0
2012-2021	-2088	-250	78,313

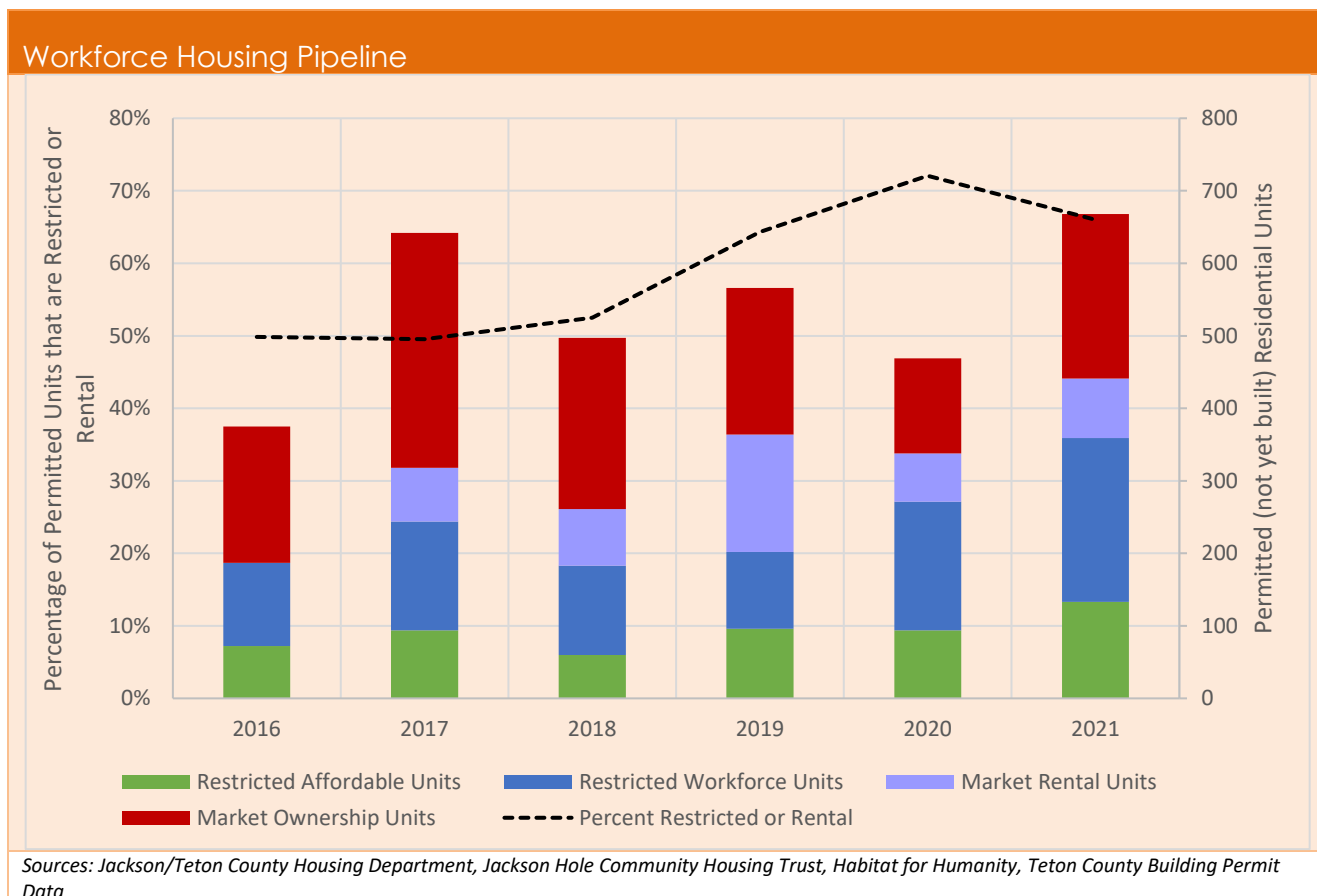
Source: Teton County and Town of Jackson

Maximum Buildout (2012 allowances)			
Maximum Buildout (2012)	=	Potential +	Built + Development Pool
		6,388 units	11,299 units
		(LDR allowances applied to parcels that have not yet been realized)	(What is actually on the ground)
			2,088 units
			(Development entitlements that have been removed from buildout since 2012)

Workforce Housing Pipeline

Workforce Housing Pipeline tracks units with initial approvals that have not yet been built. It is a new indicator in 2021 but has been reported in the Housing Supply Plan since 2017. Given that housing affordability is one of the primary causes for loss of local workforce, it is useful to see the expected units in development and whether they are rentals and/or restricted. The Workforce Housing Pipeline includes residential applications in the Town and County that have received Sketch Plan, Development Plan, or Building Permit approval.

- Goal: Monitor
- Chapter 3: Responsible Growth Management
- Trends and Takeaways
 - As of the end of 2021, 668 units were in the housing pipeline; the highest number of units since reporting began. 66% of those units are either deed-restricted or rental units, which is down from the high mark (72%) set in 2020 but constitute more overall units: 441 vs. 338.
 - 226 permanently deed-restricted Workforce units and 133 permanently deed-restricted Affordable units are currently in the pipeline, together making up more than 50% of units in the pipeline going into 2022.
 - Much of the market ownership share of the pipeline (227 units) consists of single-family dwellings in the County, which saw very high building permit activity in 2021. Per the findings of the 2021 Nexus Study, this type of residential development (large, single-family) has the most significant impacts on the community through job generation. This increase follows a consistent decline in market ownership units in the pipeline from 2017 through 2020.

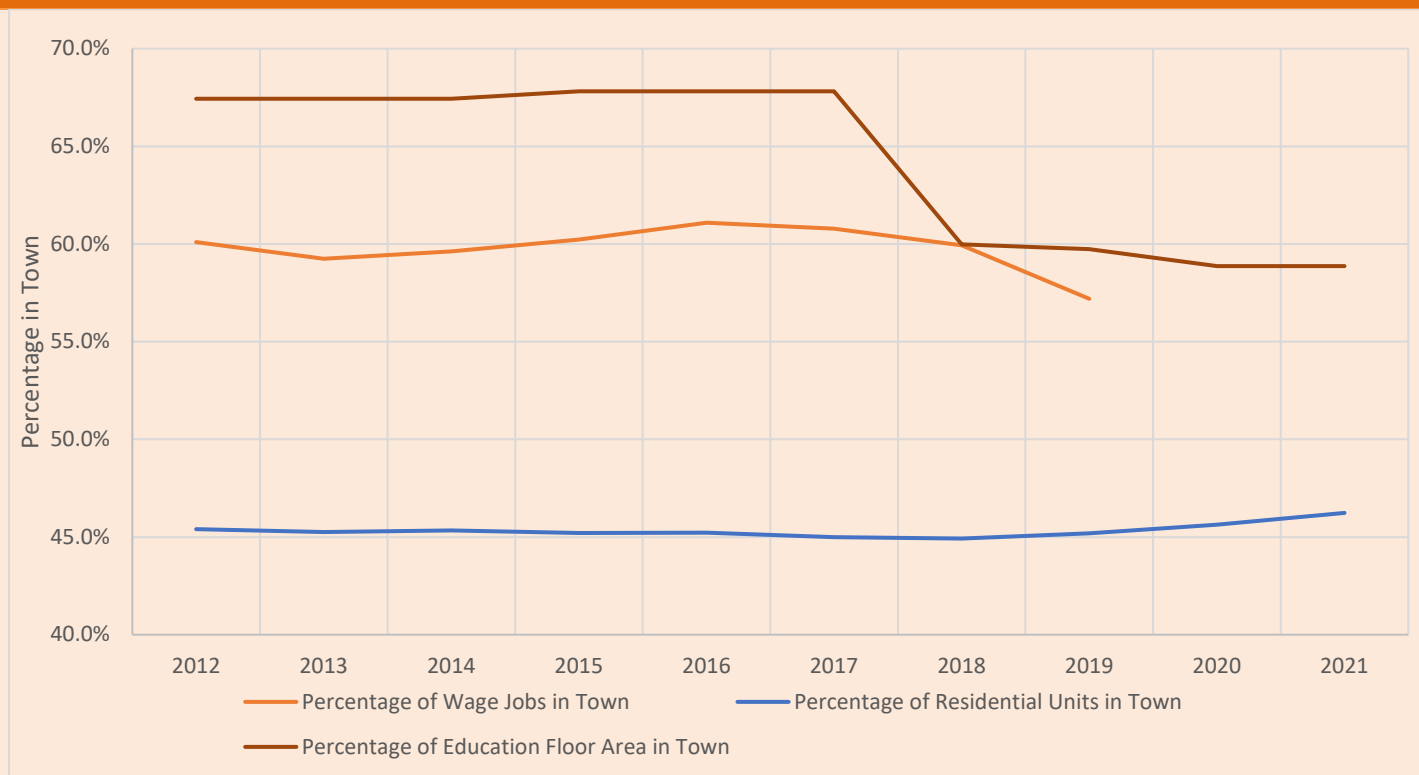


Percentage of Jobs, Housing, Shopping, Education & Cultural Activity in Town

This is a new indicator for 2021 that is used to ensure that the community is meeting the Comprehensive Plan Chapter 4 goal that the Town of Jackson will continue to be the primary location for jobs, housing, shopping, educational and cultural activities. Methods for tracking retail sales and cultural activity need to be developed.

- Goal: $\geq$ 2012 levels
- Chapter 4: Town as the Heart of the Region – The Central Complete Neighborhood
- Trends and Takeaways
 - The percentage of jobs in town declined in 2019 by 3% after remaining relatively steady since 2012. This appears to be driven by a rise in accommodation and food services jobs outside of the Town. The full impact of the COVID-19 pandemic on job locations is still not yet clear due to lagging data, however, overall jobs, particularly in accommodation and food services industries, did decline in 2020, which may have additional effects on this metric in the short term.
 - The construction of Munger Mountain Elementary School has decreased the percentage of educational floor area in Town.
 - Construction of apartments and other attached units in the Town has sparked an increase in the percentage of residential units in Jackson after remaining relatively flat since 2012. Single family detached units continue to be built throughout the County, but the residential production in the Town is now outpacing the County growth.

Percentage of Jobs, Housing, Shopping, Education and Cultural Activity in Town



Source: Teton County and Town of Jackson Building Permits, Longitudinal Employment Housing Dynamics (LEHD)

Amount of Growth by Use

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. It is not tied directly to a chapter goal, but it is an important indicator for assessing Common Value 2 and is used to identify when to initiate the new Adaptive Management Program. The 5% growth in residential units triggered in 2017 initiated the Growth Management Program and the subsequent Comprehensive Plan update. The new trigger is 7% residential unit growth from the 2020 count.

Staff has identified the need to track and breakout short-term rental eligible properties from residential units and conventional lodging units retroactively and moving forward. As of the publication of this report, the number of short-term rental permits issued in the Town of Jackson was 195.

- GMP Trigger: 7% Residential Growth from 2020
- Common Value 2: Growth Management
- Trends and Takeaways
 - The community's residential unit mix continues to diversify, with 141 apartments and 29 attached single-family dwellings added in 2021.
 - The number of apartments has grown 28% (by 437 units) since 2012, which is the greatest percentage increase in that time among residential unit types.
 - Despite the growth of apartments and attached single-family units, detached single-family residential units have still grown 12% since 2012, which accounts for 732 new units, the highest amount of any unit type.
 - Change of use remodels and redevelopment led to an overall decline of 7,633 sf of non-residential, non-lodging floor area in 2021, however, some of that loss can be attributed to the addition of 100 units of lodging and associated floor area. Since the end of 2012, residential floor area and lodging units have grown 7.56%, while residential units have grown nearly twice as fast.

Growth by Use						
Use	2021 Growth	Growth Since 2020	Growth Since 2012		10-Year Growth	
			Amount	%	Amount	%
Non-Residential Floor Area						
Agriculture	6,096	0.6%	23,476	2.3%	23,476	1.7%
Outdoor Recreation	3,300	0.9%	46,071	13.5%	46,071	13.5%
Restaurant/Bar	-3,058	-0.7%	35,853	8.4%	35,853	8.4%
Office	-17,123	-1.3%	40,362	3.2%	53,968	4.2%
Retail	7,373	0.5%	77,994	5.2%	77,994	5.2%
Industrial	-8,370	-0.5%	141,474	10.2%	154,425	11.1%
Institutional	4,149	0.2%	238,310	11.8%	268,268	13.3%
Non-Residential Floor Area	-7,633	-0.1%	603,540	7.6%	660,055	8.3%
Residential Units						
Agriculture	2	0.9%	8	3.8%	8	3.8%
Detached Single Family Dwelling	65	1.0%	732	12.3%	781	13.2%
Attached Single Family Dwelling	29	1.4%	234	12.7%	248	13.5%
Apartment	141	7.6%	437	28%	441	28.3%
Mobile Home	-1	-0.3%	-1	-0.3%	-1	-0.3%
Residential Units	234	2.1%	1,402	14.3%	1,469	14.9%
Guesthouse	40	4.2%	228	29.9%	240	31.4%
Lodging						
Conventional Lodging Units	100	1.6%	434	7.4%	460	7.8%
Lodging Units	100	1.6%	434	7.4%	460	7.8%

Source: Teton County and Town of Jackson

Common Value 3: Quality of Life

The first two Common Values of the Comprehensive Plan – Ecosystem Stewardship and Growth Management – protect the natural character and the physical character of the community. The third Common Value – Quality of Life – protects 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.

Quality of Life Indicators

The following indicators are identified in the Comprehensive Plan to assess and monitor the Quality of Life goals of Chapters 5, 6, 7, and 8. During the GMP and Comprehensive Plan update, new indicators were identified to track the community's progress toward those goals. Consequently, some indicators have not yet been developed and are not reported this year.

- Local Workforce
- Housing Stock Profile
- Annual Growth Rate Comparison
- Lodging Occupancy
- Jobs by Industry
- Capital Project Group Benchmarks
- Travel Time
- START Ridership
- Active Transportation Mode Share
- Wildlife Vehicle Collisions
- Level of Service
- Effective Population

The COVID-19 pandemic had noticeable impacts on transportation levels in 2020 and 2021. This impact appears to have affected public transportation disproportionately, with major decreases in START Ridership in 2020 that rebounded in 2021 but remain low. Vehicle miles traveled, which declined slightly in 2020 compared to previous years, reached new highs in 2021.

Housing costs continue to increase faster than wages, an existing trend exacerbated by the pandemic and its effects. However, the past few years have also seen successes in the production of additional deed restricted housing, which is helping to retain local workers in our community even as jobs have grown.

Indicators to be Developed

- Travel Time (SOV vs. Walk/Bike/Bus)
- Level of Service

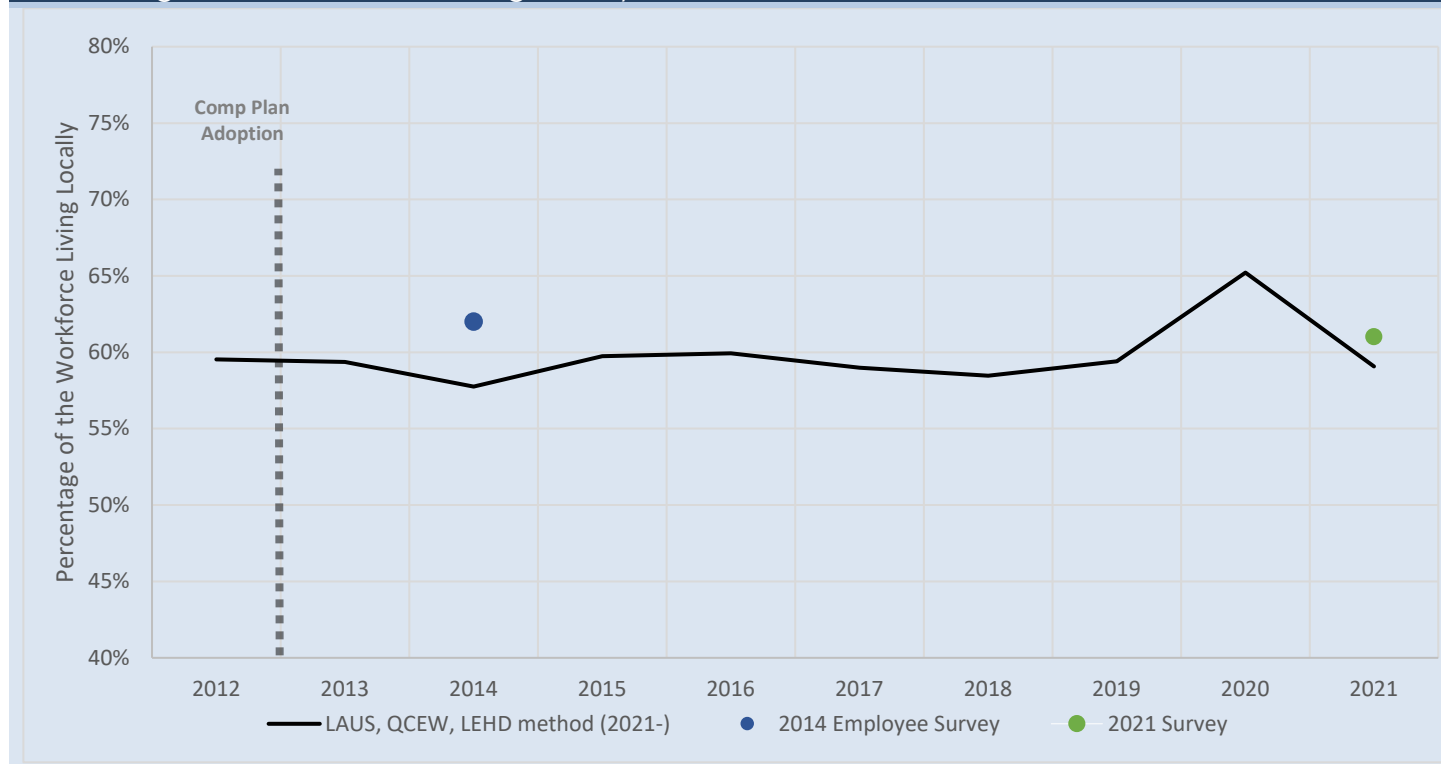
Local Workforce Percentage

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 identified loss of local workforce as an important issue in the early 1990s, 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. A “local worker” is defined as a member of the local workforce who lives in Jackson Hole, as opposed to commuting from neighboring communities like Star Valley, WY or Teton Valley, ID.

Beginning this year, a new methodology is being used to calculate this indicator. The previous methodology, which was benchmarked against the 2014 Regional Housing Needs Assessment and the 2005 Local Housing Needs Assessment, is also reported. The 2021 Housing Nexus Study and Regional Housing Needs Assessment will provide data to ground truth this indicator.

- Goal: ≥ 65% of the workforce living locally
- Chapter 5: Local Workforce Housing
- Takeaways and Trends
 - The percentage of the workforce living locally has generally remained stable just below 60% since 2012, indicating that local housing is keeping pace with the additions of new jobs. However, future retirement of long-time, local workers presents a significant threat to this stability.
 - In 2020, the data is showing that the indicator spiked to 65%, up from 59% in 2019. However, the spike in the percentage of workforce living locally in 2020 is due to the pandemic effects on data inputs. The number of jobs in the community declined in 2020, compared to previous years, meaning that the denominator in this equation shrank. The number of jobs also fluctuated significantly throughout 2020. The 2020 number should not be interpreted as a success, but as an aberration because of the dramatic effects of the pandemic on businesses and behavior in 2020.
 - To illustrate the irregularity of 2020 data on the long-term trend, staff has included the 2021 projection, using preliminary employment data that will be refined over the next two years. However, even with this preliminary data, the trend line is returning to ~59% in 2021, consistent with the past decade’s trend. The Housing Needs Assessment was also conducted in September 2021, and like past assessments, offered the opportunity to ground truth the indicator and methodology. The Housing Needs Assessment is reporting that 61% of the workforce is living locally. It should be noted that this percentage fluctuates throughout the year with the number of jobs and that historically the summer season has had the highest percentage of workforce living locally.

Percentage of the Workforce Living Locally

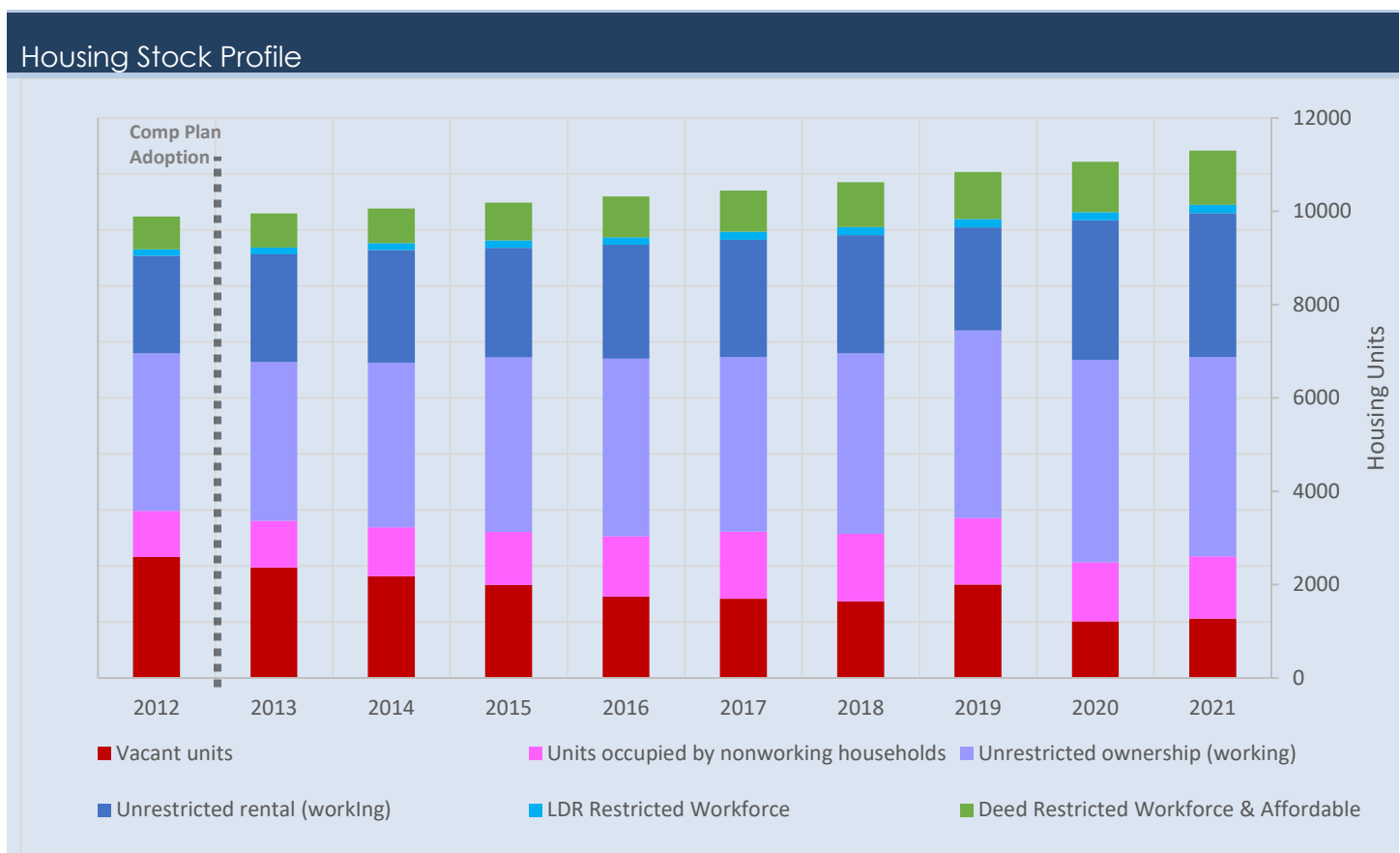


Source: US Bureau of Labor Statistics, US Bureau of Economic Analysis, US Center for Economic Studies

Housing Stock Profile

The Housing Stock Profile shows the status and tenure of the existing housing stock. Given that housing affordability is one of the primary causes for loss of local workforce, it is important to understand the types of residential units that are occupied by the workforce in relation to the type of development being built.

- Goal: Monitor
- Chapter 5: Local Workforce Housing
- Trends and Takeaways
 - 2021 results are partially forecasted due to a one-year lag in data and may change due to impacts of the 2020 data on the forecast.
 - Vacancy declined noticeably in 2020, to 1,215 units, and is forecast to increase slightly in 2021. However, vacancy has been declining since 2012, when nearly 2,600 units were vacant. This trend means that more people are present in the community full-time, but it also speaks to the lack of housing inventory and escalating price pressures. The largest category of vacant units, per the ACS data, in our community is seasonal, recreational, or occasional use (i.e. vacation homes), so these vacant units are not generally available for use as housing for locals.
 - The total number of units has been increasing, with faster gains in recent years, driven in part by higher numbers of attached units like condominiums and apartments.



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

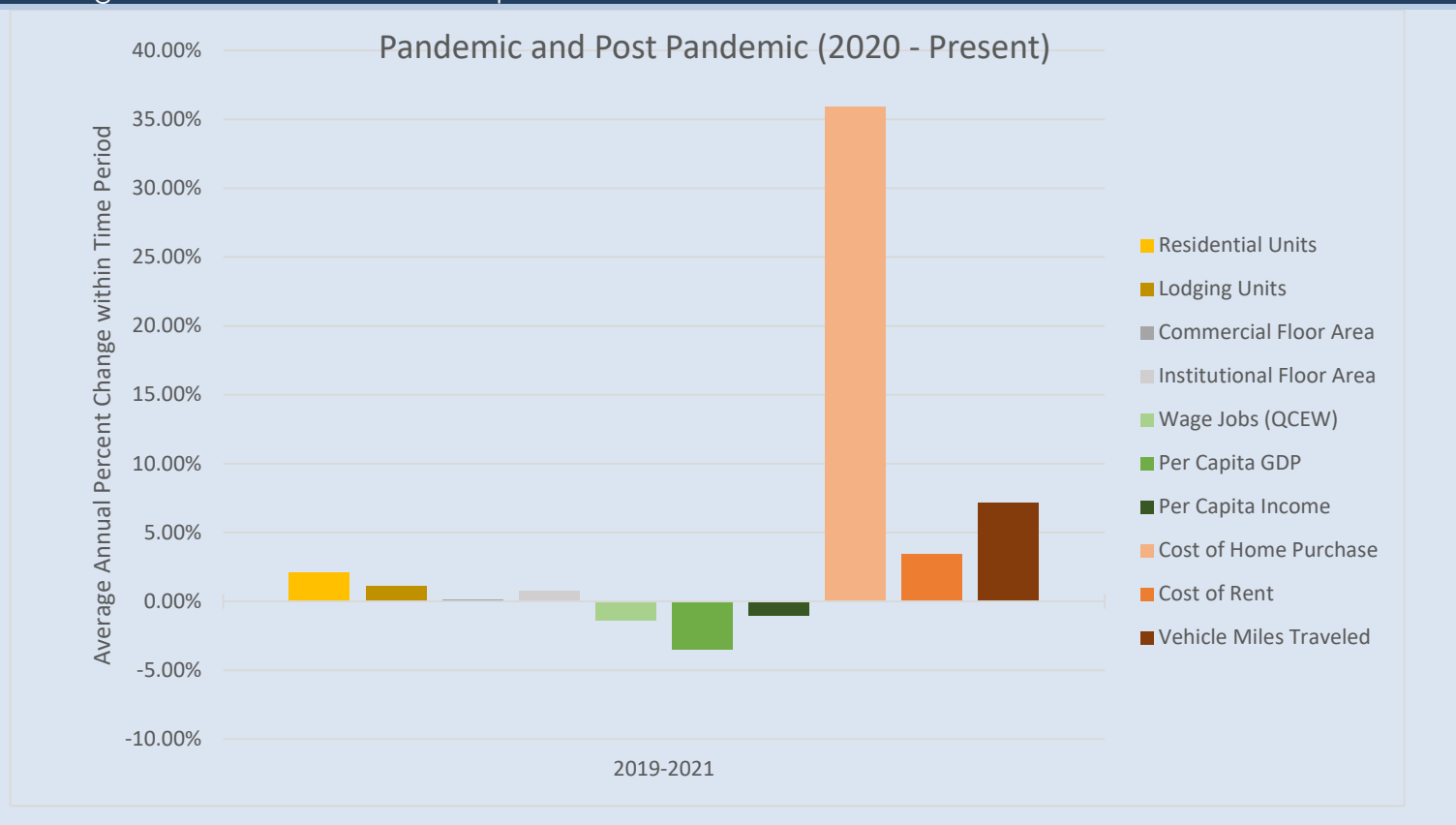
Annual Growth Rate Comparison

The Annual Growth Rate Comparison Indicator measures the average annual rate of change for a variety of different indicators and metrics. Categories include physical growth (residential units and floor area), effective population and jobs, per capita income and GDP, cost of rent and home purchase metrics, and vehicle miles traveled. The indicator is used to compare the growth rate between metrics (e.g. jobs and residential units, or effective population and vehicle miles traveled) to gain insight into how changes to indicators correlate with one another. Beginning with the 2021 Indicator Report, the comparison is broken out into four charts by economic eras: the 2002-2008 real estate boom, the 2008-2012 Great Recession, the 2012-2019 Post-Recession Recovery, and the COVID and post-COVID era beginning in 2020. It is more useful to analyze the average growth rates across these eras to understand the overarching trends associated with each. Due to delays in data and effects of the pandemic on existing methodologies, effective population data is not reported for the COVID and post-COVID era chart this year. Note the differences in the scale of the axes between the four charts below.

Former indicators, Housing Affordability and Vehicle Miles Traveled, have been incorporated into this updated indicator.

- Goal: Balance | Monitor
- Chapter 6: A Diverse and Balanced Economy
- Takeaways and Trends
 - Over the past two years, the cost to purchase a home (median home price / median income) has increased an average of 36% annually, with housing prices continue to skyrocket from 2020 into 2021. Between 2012 and 2019, the annual cost of a home purchased increased an average of 4.67% annually.
 - The cost of rent relative to incomes increased by 15% from 2019 to 2020, and is showing an average increase of 3.4% annually between 2019 and 2021. However, the 2021 median income is a HUD projection and could be high, which would indicate a higher rate of annual change when numbers are revised.
 - Wage jobs in 2021 largely recovered from losses in 2020, when jobs decreased nearly 11%, but 2021 figures remained lower than 2019 counts. The simultaneous growth in residential units in this time, including a large number of attached and restricted units, may offer an opportunity for local housing production to regain ground after trailing job growth from 2012 to 2019.
 - Despite a decline in 2020, vehicle miles traveled averaged an annual increase of 7.2% between 2019 and 2021, driven by large increases in 2021. For comparison, VMTs increased an average of 3.8% annually between 2012 and 2019.
 - Future refinements to the effective population indicator should provide additional clarity into the relationship between our seasonal, full-time, and visitor populations and the noted increases in VMTs.

Average Annual Growth Rate Comparison



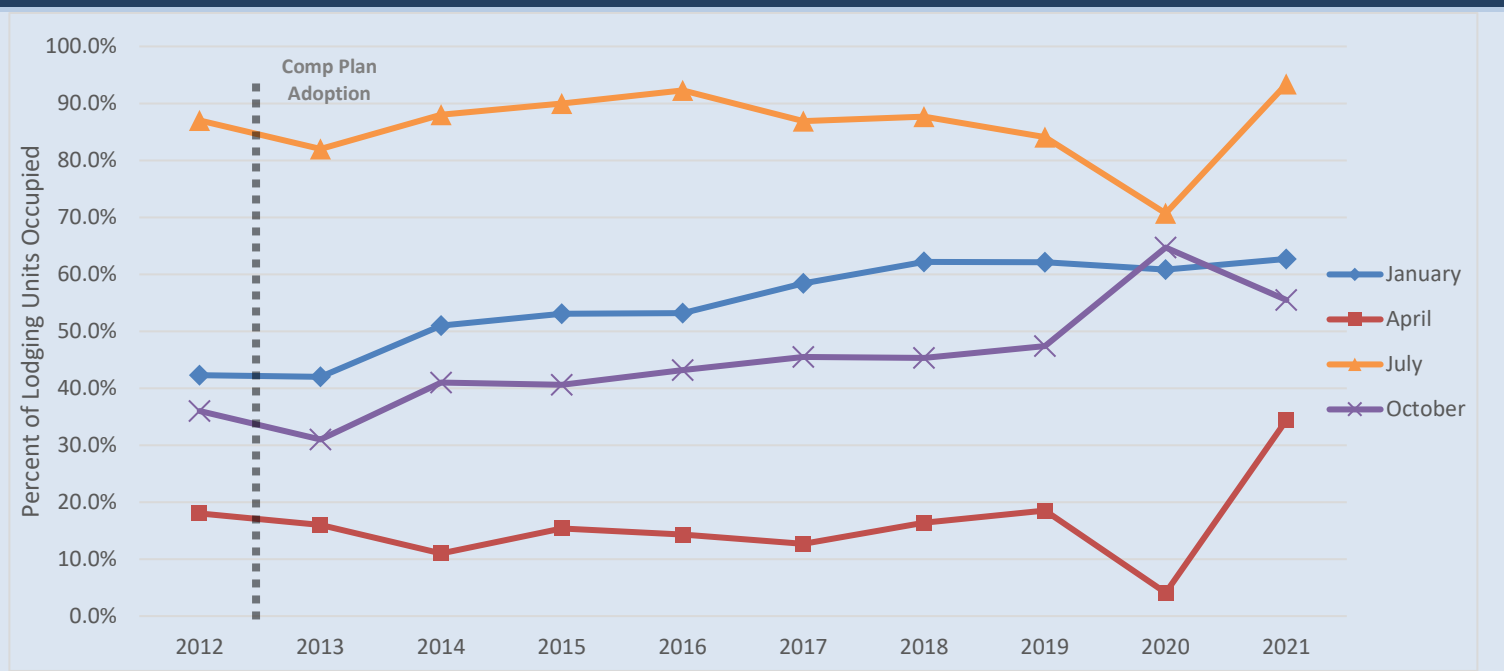
Source: Town of Jackson, Teton County, American Community Survey, US Bureau of Economic Analysis, US Bureau of Labor Statistics, US Department of Housing and Urban Development, WYDOT.

Lodging Occupancy by Season

Lodging Occupancy by Season measures the percentage of lodging units that are occupied in Teton County. In 2020, some lodging facilities did not open due to the COVID-19 pandemic. The Jackson Hole Chamber of Commerce's data reflects occupancy as a percentage of open facilities.

- Goal: Increase Shoulder Season Occupancy
- Chapter 6: A Diverse and Balanced Economy
- Takeaways and Trends:
 - After declining sharply in 2020 due to pandemic-related restrictions, lodging occupancy in April and July both rebounded sharply, setting new highs of 34% and 93% occupancy respectively.
 - October occupancy remained high compared to previous years, at 56%, although it did decline from a 2020 high of 65%. Shoulder season occupancy had been steadily growing and appears to have been accelerated by the pandemic. This trend in shoulder season occupancy should continue to be monitored, as our community appears to be shifting increasingly to a year-round economy and year-round effective population.
 - Global travel restrictions and pent-up demand may have boosted 2021 travel to Jackson Hole. It will be important to monitor these rates in coming years to determine if these more dramatic shifts will be lasting.

Lodging Occupancy by Season

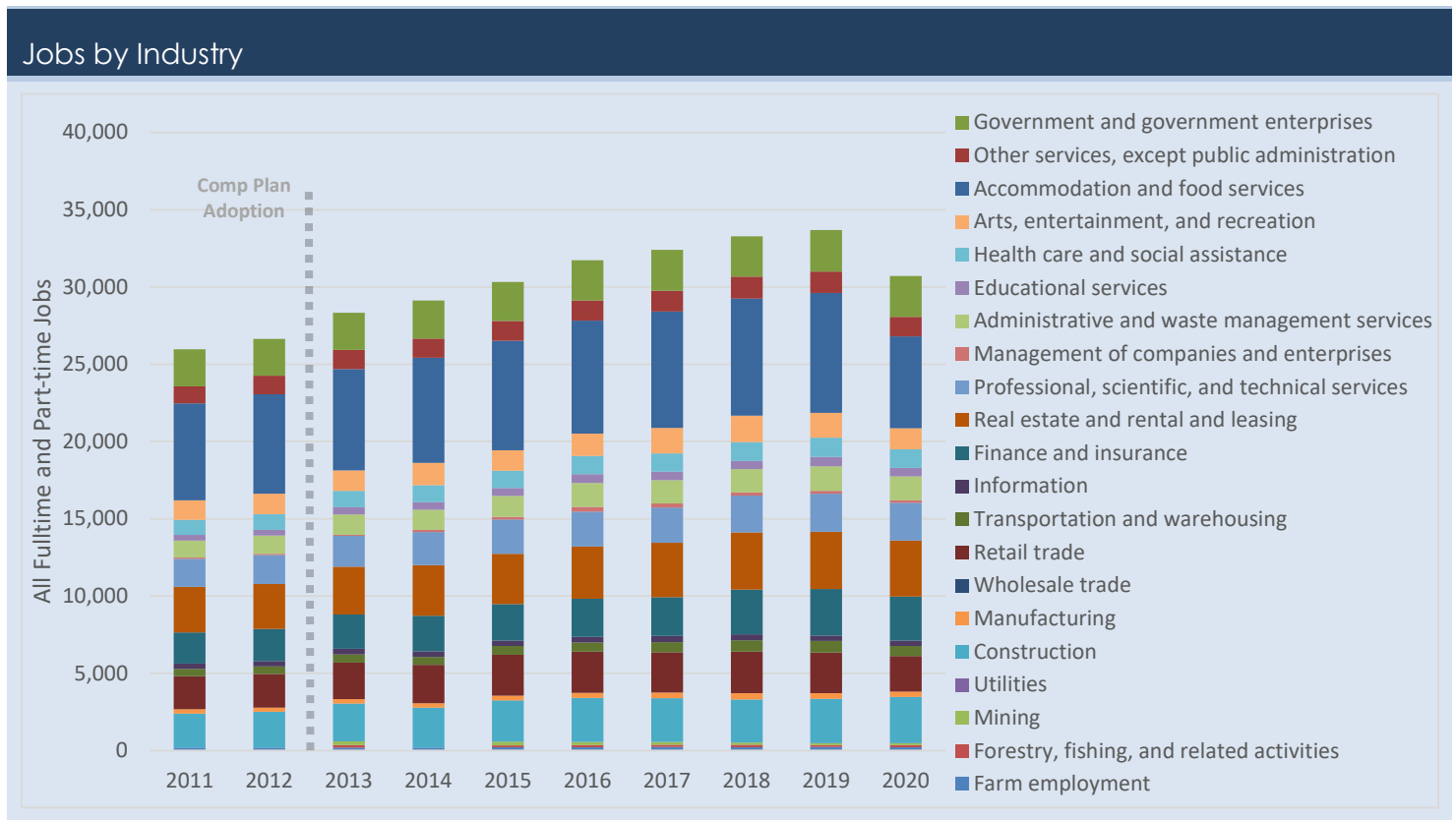


Source: 2007-2012 Data from Rocky Mountain Lodging Report. 2013-2020 Data from the Jackson Hole Chamber of Commerce.

Jobs by Industry

Jobs by Industry measures the diversity of employment opportunities in the community. It shows not only when there was growth and decline in employment opportunities but also variability in different employment sectors.

- Goal: Diversity | Monitor
- Chapter 6: A Diverse and Balanced Economy
- Takeaways and Trends
 - After rising steadily since the economic rebound following the Great Recession, jobs declined in 2020, driven in large part by declines in the accommodation and food services industries. The Bureau of Economic Analysis is reporting 31,040 full time and part time jobs in 2020 in Teton County.
 - Early indications from other data sources show that jobs recovered in 2021, but not to 2019 levels. The 2021 Housing Needs Assessment has identified that nearly 15% of would-be jobs were unfilled, representing a significant signal of continued wage job growth if housing and other conditions can support it.



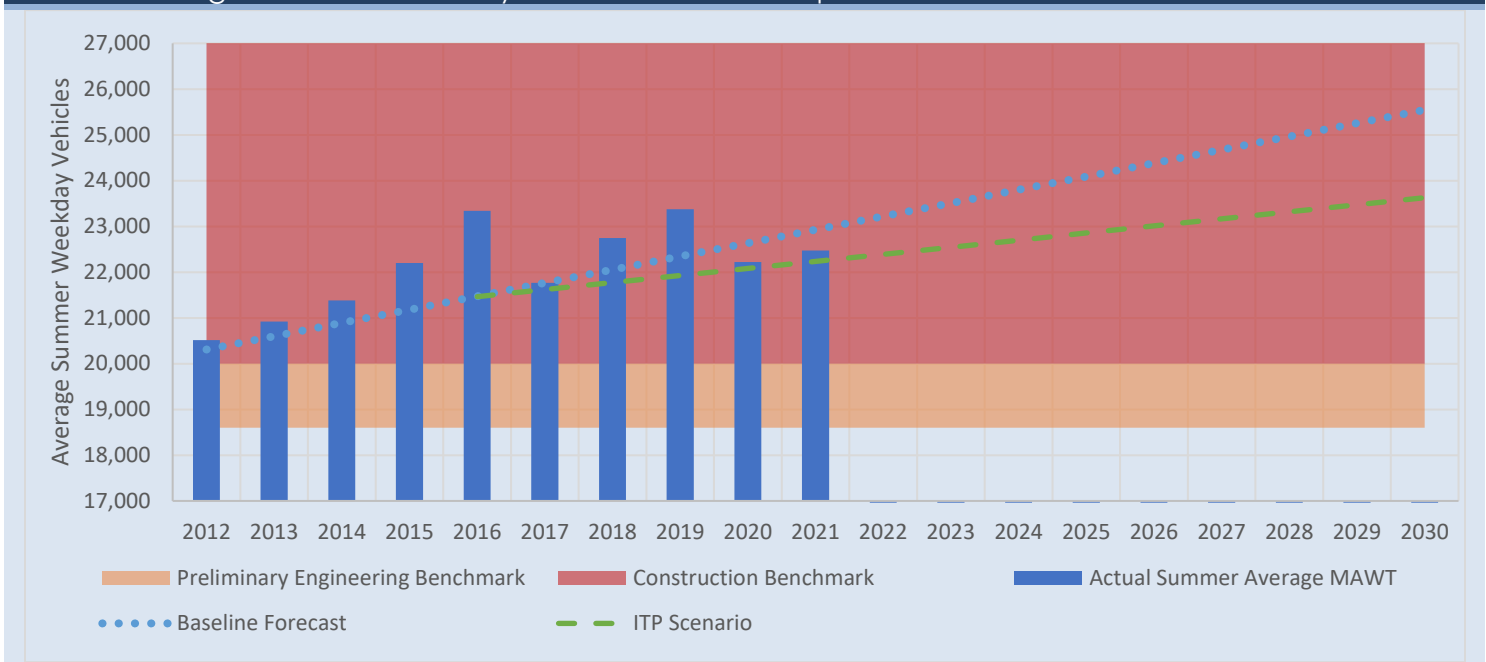
Source: US Bureau of Economic Analysis

Capital Project Group Benchmarks

The Capital Project Group Benchmarks are a series of 3 indicators that monitor the number of vehicles per day on Highway 22, the Moose-Wilson Road, and US 89 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.

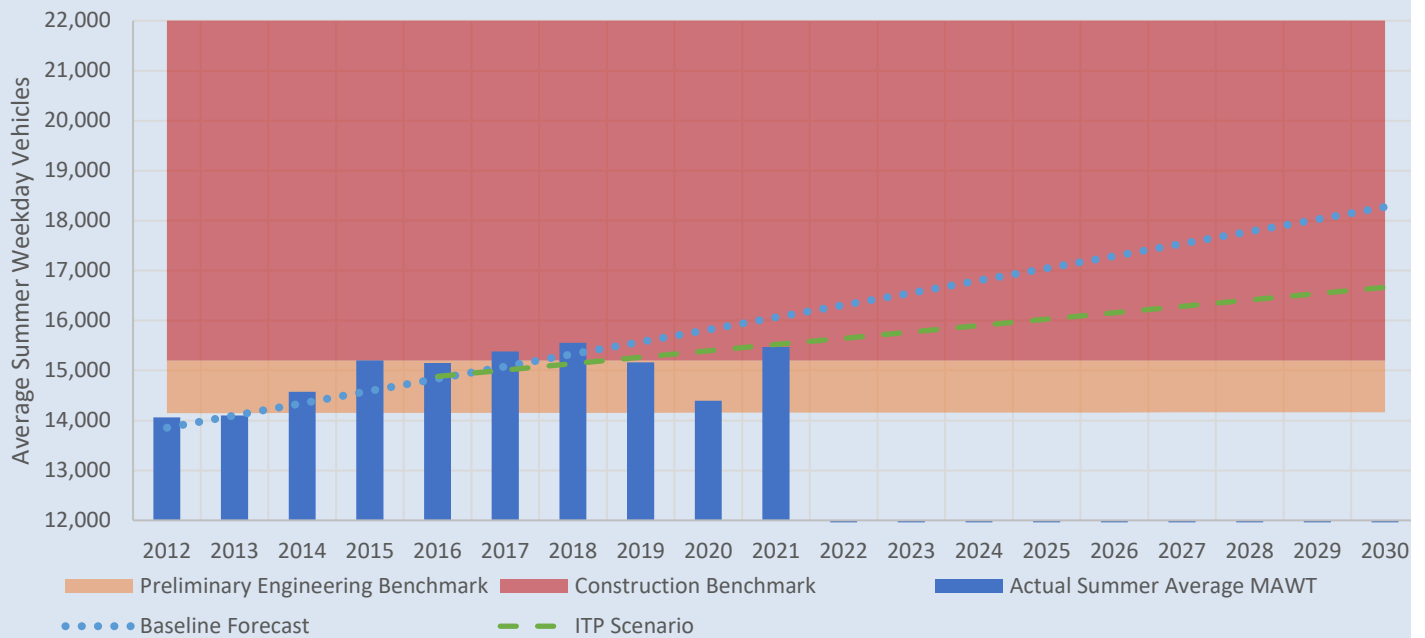
- Goal: Monitor
- Chapter 7: Multimodal Transportation
- Trends and Takeaways
 - After declines in summer weekday traffic in 2020, driven in part by declines in jobs and commuters and visitors, summer weekday traffic rebounded in 2021.
 - North Highway 89 saw the largest increase, with 15,700 average summer weekday vehicles. That is the highest count recorded for North Highway 89 and may reflect a significant jump in tourists visiting the national parks from Jackson in summer 2021, consistent with the record visitation reported by the National Parks Service (NPS).
 - Highway 22 and Moose-Wilson Road summer traffic rebounds were more modest and remained below the ITP baseline forecast. These trends should be monitored moving forward to better understand if post-2020 vehicle travel behaviors are impacting usage of these roads.

WY 22: Average Summer Weekday Traffic vs. Corridor Improvement Benchmarks



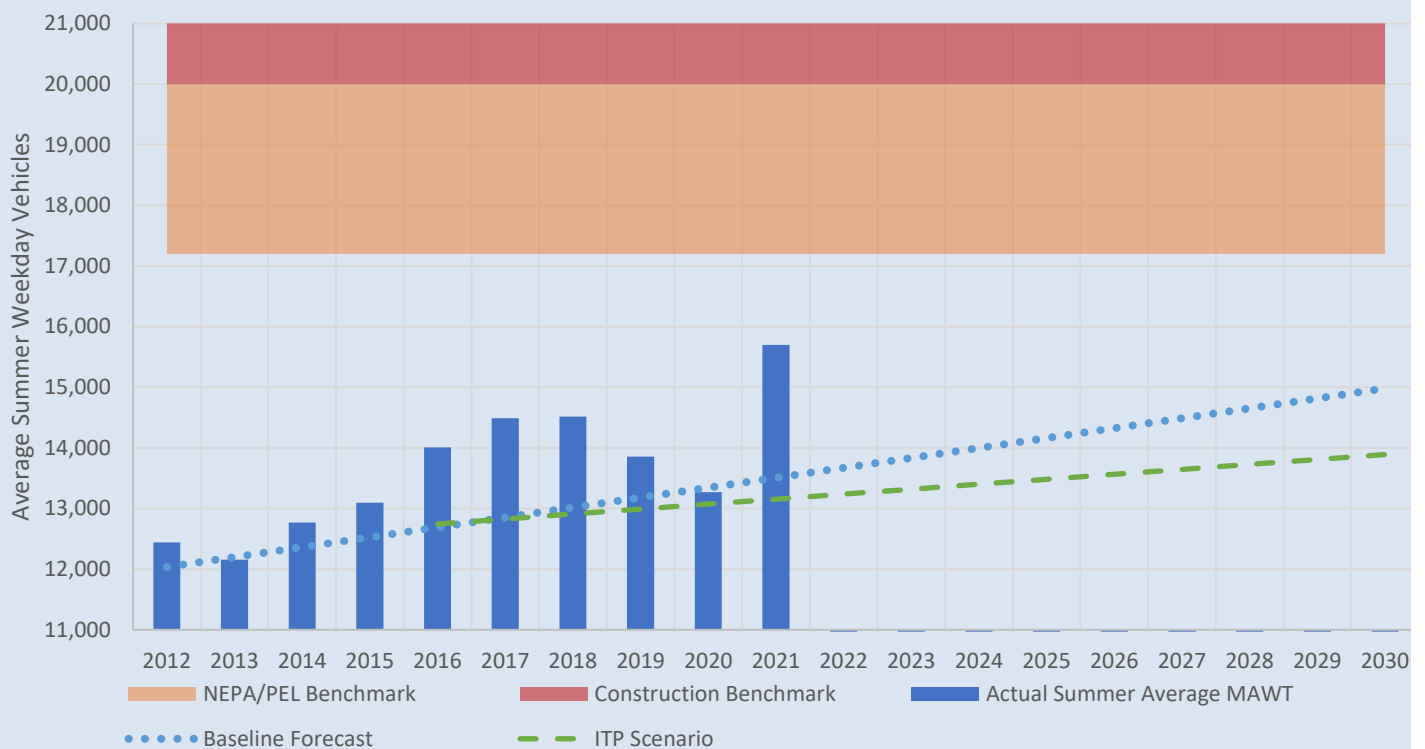
Source: WYDOT

Moose-Wilson: Average Summer Weekday Traffic vs. Corridor Improvement Benchmarks



Source: WYDOT

North 89: Average Summer Weekday Traffic vs. Corridor Improvement Benchmarks

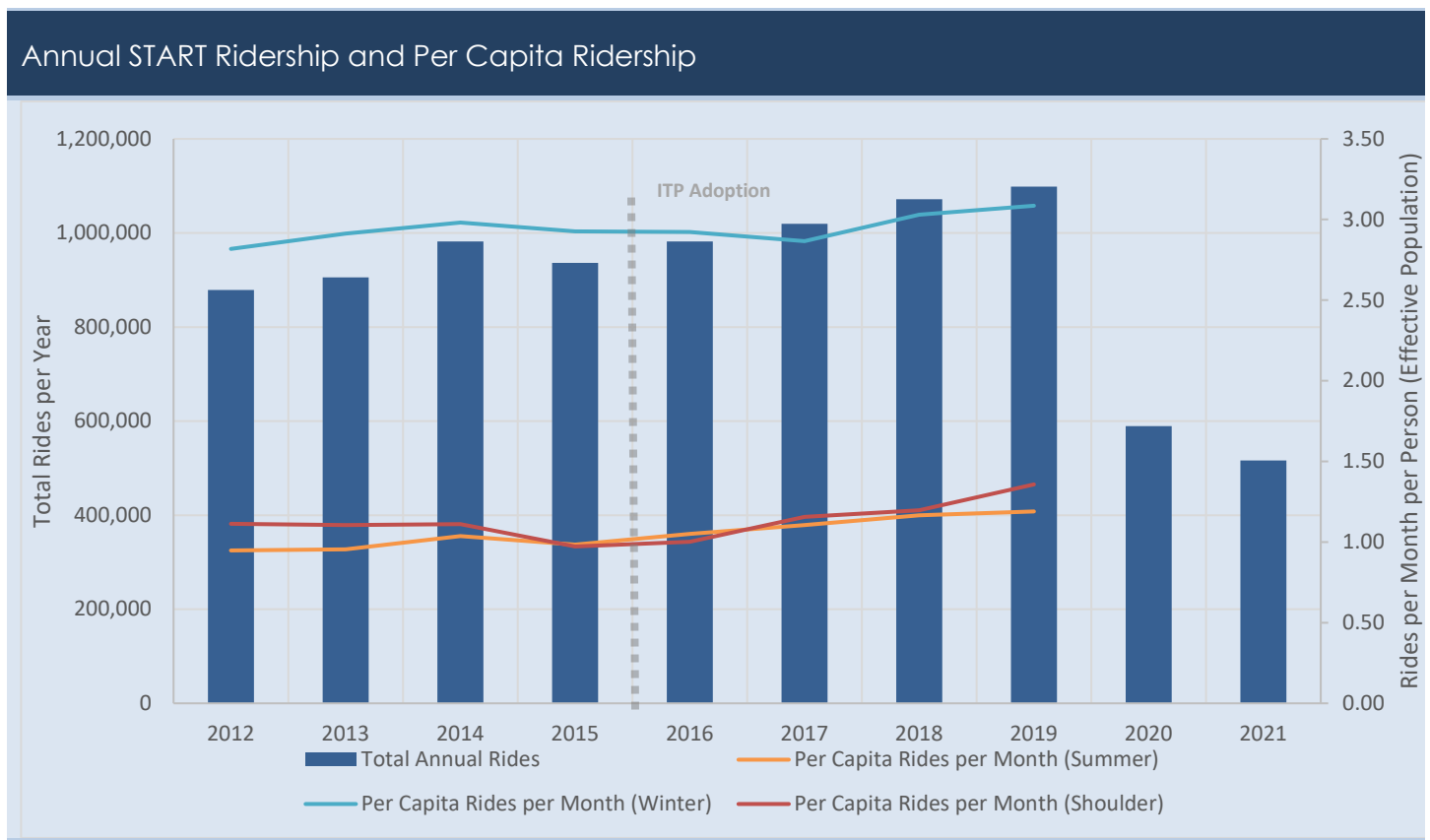


Source: WYDOT

START Annual Ridership

START Annual Ridership measures the annual number of trips made on public transit.

- Goal: ≥ 3.6 million riders in 2035.
- Chapter 7: Multimodal Transportation
- Trends and Takeaways:
 - The decline in ridership driven by the pandemic continued from 2020 into 2021, with even fewer annual riders. Since growing steadily from 2011 to 2019, ridership fell to 516,512 in 2021.
 - Numbers in 2020 were somewhat bolstered by the pre-pandemic ridership in the first three months of the year during the ski season. 2021 showed increases in ridership compared to 2020 from April through December (post-vaccine availability), but these increases still trail pre-pandemic levels.
 - Per capita ridership is not reported in 2020 due to challenge of current effective population methodology to capture 2020 behavior and population effects.

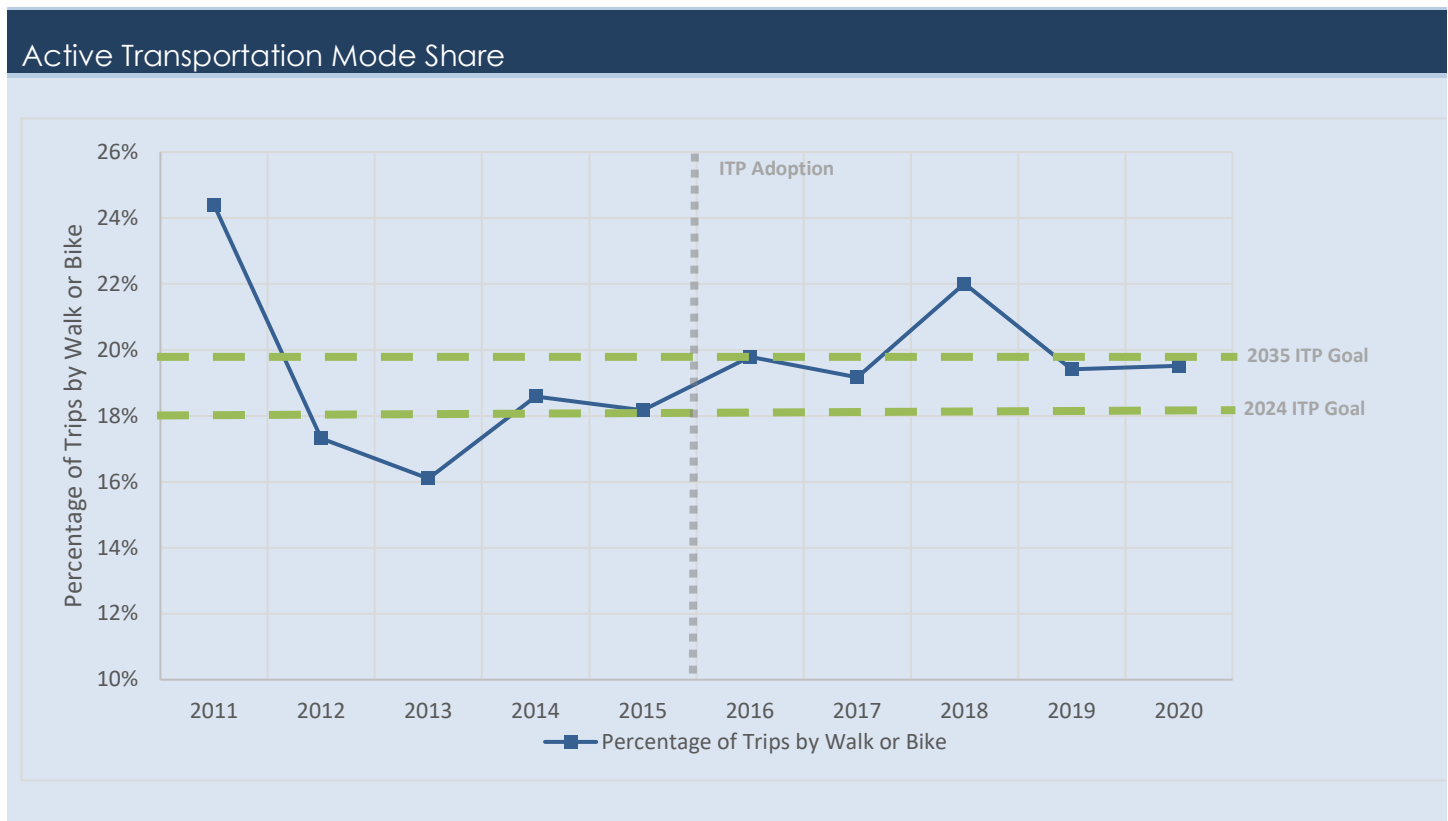


Source: START

Active Transportation Mode Share

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.

- Goal: $\geq 20\%$ by 2035
- Chapter 7: Multimodal Transportation
- Trends and Takeaways:
 - Interestingly, the active transportation mode share was relatively flat from 2019 to 2020, suggesting no major pandemic effects, despite the declines in transit ridership and vehicle miles traveled. 2021 data should provide additional insight into the pandemic's impact on active transportation.
 - After trending upward consistently from a low point in 2013, the active transportation mode share fell 2.5% from 2018 to 2020. This is still above the goal set in the ITP for 2024 but is back below the 2035 goal of 20%.
 - Additional data sources may be available for further review and assessment of the reliability of this data next year, as the Regional Transportation Planning Administrator looks to compile more robust transportation indicators in 2022.

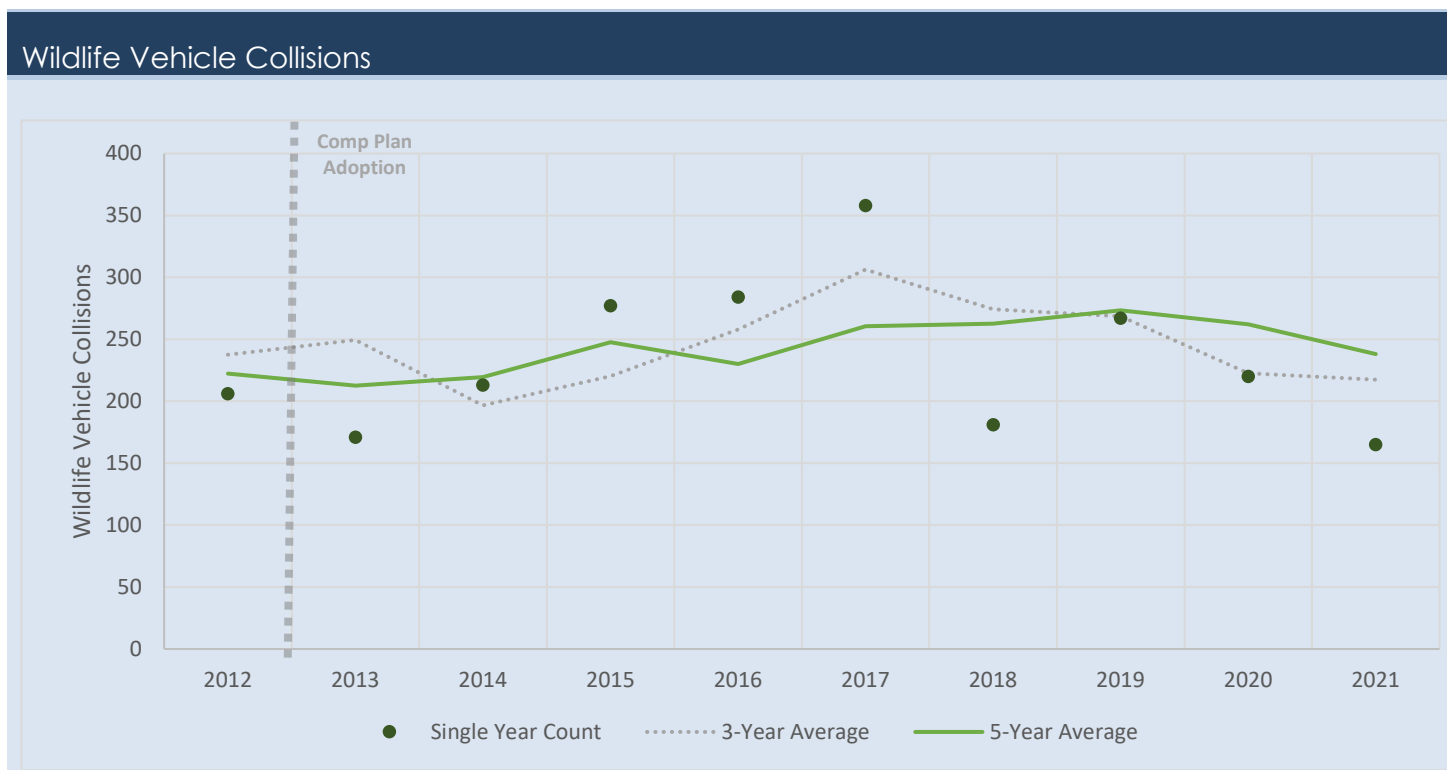


Source: American Community Survey

Wildlife Vehicle Collisions

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.

- Goal: < 2012 level (206 collisions)
- Chapter 7: Multimodal Transportation
- Trends and Takeaways:
 - Following a steady increase in collisions from 2012-2017, the trend of the past 4 years has been downward, with both the 3-year and 5-year trendlines now indicating a shift. The decline in monthly average weekday traffic in 2020 may have effects on both the 2020 and 2021 collisions due to the overlap of the biological and calendar years. However, traffic rebounded in 2021 and next year's report should provide further clarity on the community's overall progress in reducing wildlife vehicle collisions.



Source: Jackson Hole Wildlife Foundation

Effective Population

Effective population indicates the 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, and is the number used when calculating per capita metrics. It is not tied directly to a Comprehensive Plan chapter goal.

The COVID-19 pandemic's widespread impacts on travel and commuter behavior, business closures and job losses, and other factors in our community have called into question the accuracy of the existing methodology for measuring effective population for 2020. Certain underlying assumptions in the model that were defensible prior to the pandemic may need to be reassessed moving forward, such as benchmarking second home occupancy rates to traditional lodging occupancy rates. The dramatic changes in jobs and employment brought about by the rapid closures in spring 2020 and the ensuing recovery also make 2020 a challenging year for analysis.

Planning staff has decided not to report a 2020 Effective Population or related per capita metrics in this year's report, due to a lack of confidence in the existing methodology to accurately capture 2020 effective population.

To analyze the accuracy of the existing methodology for 2020 Effective Population, staff reviewed additional community population data sources. The Jackson Hole Travel and Tourism Board (TTB) contracts with Placer.ai to monitor cell phone data in the Town of Jackson and the national parks to attempt to understand approximately how many people are in the community on a given day. Planning staff analyzed daily average changes in the TTB data from 2019 to 2020 by season to assess high level population effects of the pandemic in 2020:

- Town of Jackson Resident numbers increased 25% in summer, 10% in shoulder seasons, and 7% in winter
 - o These increases could reflect less travel by locals out of the community but also could indicate a higher or more consistent occupancy of second homes in Jackson in 2020 compared to previous years.
- Town of Jackson Visitor numbers decreased only 1.5% in summer, 20% in shoulder seasons (driven by the spring closures), and 13% in winter.
 - o Notably, lodging occupancy was down 16% in July 2020 compared to July 2019, however, the Travel and Tourism Board data suggests that visitors to Jackson declined at a significantly smaller rate in the same span. This may suggest increases in visitors occupying other types of accommodations, or even passing through Town but not spending the night in the community.

The population patterns that developed in 2020 diverged from the underlying assumptions of the current Effective Population methodology. It will be important to monitor the current methodology, TTB cellphone data, and other data sources in next year's Indicator Report to evaluate the Effective Population indicator moving forward. This will include determining if 2020 was an aberration or if post-2020 changes to travel, commute, and hiring patterns will have lasting effects that require the development of a new methodology for calculation of effective population.



Jackson Teton County



DRAFT Fiscal Year 2023 Implementation Work Plan April 11, 2022

Comp Plan

ITP

Housing Action Plan

Approved: 6/7/2021

Introduction

The Jackson/Teton County Comprehensive Plan (Comp Plan), Integrated Transportation Plan (ITP), and Housing Action Plan (HAP) are adopted, and staff structures are in place to implement each plan.

Implementation of the policies and strategies in the three plans is a fulltime workload for the individual departments and advisory boards responsible for each plan.

This Work Plan for the 2023 fiscal year (FY 23 Work Plan) presents projects together from all three plans that require coordination between departments to illustrate the workload on those responsible for them all – the public, Town and County planners, Town and County Public Works, Housing Department, the Board of County Commissioners, and Town Council.

Purpose

The purpose is to present all the community's upcoming coordinated 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, direct fiscal resources, and set expectations for the public on upcoming projects. Each "Task" in this Work Plan corresponds to completing one or more strategies in the Comprehensive Plan, Integrated Transportation Plan or Housing Action Plan—tying broad community visions and values to action items and results. The strategy numbers listed throughout this Work Plan reference Strategies listed in the 2020 updated Comp Plan.



Scope

This FY23 Work Plan identifies tasks that rely on coordinated planning resources through fiscal year 2023 (ending June 2023) and beyond.

Tasks from the Integrated Transportation Plan and Housing Action Plan carried out by Town/County Public Works or the Housing Department beyond the coordinated planning stages are not included in this Work Plan but are represented in Work Plans for those departments.

This Work Plan proposal was developed by staff to reflect interests of the Board of County Commissioners and Town Council but is presented as a draft with the expectation that joint discussion between the Board and Council may result in amendment of the Plan prior to approval. This Work Plan can be revisited and revised jointly throughout FY23 as necessary if staff or fiscal resources change or if priorities shift.

Staff Capacity

This proposed Work Plan is designed to accommodate existing Long-Range staffing levels which include:

- Joint Town and County Long-Range Principal Planner
- Joint Senior Long-Range Planner
- County Associate Long-Range Planner

If the County or Town adds or has vacant staff positions this Work Plan can be revisited to expand and/or contract associated work tasks.

Similarly, if other departments have staff with this expertise, that have hours of availability to contribute this work plan, that would be another opportunity to accomplish and/or expand the work tasks in this Work Plan.

FY23 Long Range Planning Priorities

In addition to annual and ongoing tasks listed in this Work Plan, the Town and County work together to prioritize joint long-range planning tasks each fiscal year.

The Town and County will also each individually prioritize Town-only and County-only long-range planning tasks. The following joint, Town-only, and County-only tasks are recommended for prioritization by staff for the coming fiscal year, in addition to the ongoing and annual tasks that consume much time and resources.

Work Plan Tasks

Each task is represented by an individual chart and narrative. The “**progress**” measure is the percent of task completion at the time this Work Plan was drafted.

In the “**resources**” fields, amounts under FY 23 are estimated staff hours and money to be spent on consultant services by the end of June 2023 (which may be more or less than what was initially budgeted). For years prior to FY 22, those values are for time/money actually spent (which may be more or less than what was initially budgeted). Any estimated values can be updated once the 2022 Fiscal Year has ended, and the 2023 Fiscal Year budget has been approved.

Work Plan Tasks

The Work Plan tasks are organized chronologically based on Fiscal Year and are color-coded by the representative Comprehensive Plan Common Value each task implements.



Work Plan Tasks

JOINT TASKS

In Progress (and to roll over to FY23)	New (beginning in FY23)
- Northern South Park Neighborhood Plan (Planning) <i>To be complete July 2022</i> - Indicator Data Standardization – Smart Gov (Planning) - Housing Nexus Study (Housing) <i>Complete April 2022</i> - Housing Needs Assessment (Housing) <i>Complete March 2022</i>	- Road and Pathways Standards LDR Update (Public Works) - Northern South Park Implementation (Planning)

TOWN TASKS

In Progress (and to roll over to FY23)	New
- Hillside LDRs Update (Planning) - Review of Character Changes: Town Stable and Transitional Subareas (Planning) - Municode (Planning) - Town Water Quality (Town Public Works & Planning)	- Sign Standards (Planning) - Climate Action Plan (Ecosystem Stewardship) - Karns Meadow Master Planning (Parks & Recreation) - Lodging & Short Term Rentals (Planning) - Wildlife Feeding & Bear Resistant Trash Cans (Planning) - Ecosystem Indicators (Ecosystem Stewardship) - Town Workforce Housing Mitigation LDRs (Planning)

COUNTY TASKS

In Progress (and to roll over to FY23)	New
- Natural Resource Regulations & Tiered Habitat Mapping (Planning) - Large Lot Subdivision (Planning) - Wildlife Crossings Master Plan Implementation (Public Works) - ITP capital improvement transportation projects - Tribal Trails (Public Works) - Water Quality Initiatives (Public Works)	- County Workforce Housing Mitigation LDRs (Planning) - Highway 22 Capital Multi Modal Transportation Improvement Projects (Public Works)

Fiscal Year 22 Tasks

These tasks are currently underway and are anticipated for completion by the end of the 2022 Fiscal Year in June 2022. The bulk of fiscal resources and staff time have already been allocated and used for these efforts and no additional budget or staff time is requested for FY 23.

Fiscal Year 22 Tasks

Project	Completion Date
Housing Needs Assessment	March 2022
Housing Nexus Study	April 2022
County Wildlife Feeding & Bear Conflict LDR Update	April 2022
County Hog Island LDR and Zoning Map Amendment	April 2022
Northern South Park Neighborhood Plan	July 2022

Regional Housing Needs Assessment

Progress	100%		
Timeframe	March 2021-March 2022		
Task Lead	Housing Department		
Resources	FY21	FY22	Total
Consulting Services (County)	\$0	\$57,375	\$57,375
Consulting Services (Teton Co. ID)	\$0	\$20,250	\$20,250
Consulting Services (Town of Jackson)	\$05	\$57,375	\$57,375
Housing Department	10 hrs	100 hrs	100 hrs
Long-Range Planning	5 hrs	5 hrs	10 hrs
County Planning Director	10 hrs	20 hrs	30 hrs
Town Planning Director	10 hrs	10 hrs	10 hrs
Town Com. Dev. Director	10 hrs	50 hrs	50 hrs

Comp Plan Strategies:

Policy 5.3.a: Mitigate the impacts of growth on housing

Housing Action Plan Initiatives:

4B: Monitor need to determine funding strategies

Task: Regional study that includes Teton County WY, Northern Lincoln County WY, and Teton County ID which informs what type of housing needs exist and at what price points.

Status: The Regional Housing Needs Assessment is Complete as of March 2022.

Housing Nexus Study

Progress	100%		
Timeframe	March 2021-April 2022		
Task Lead	Housing Department		
Resources	FY21	FY22	Total
Consulting Services (County)	\$0	\$53,630	\$53,630
Consulting Services (Town of Jackson)	\$0	\$53,630	\$53,630
Housing Department	10 hrs	100 hrs	110 hrs
Long-Range Planning	5 hrs	5 hrs	10 hrs
County Planning Director	10 hrs	20 hrs	30 hrs
Town Planning Director	10 hrs	10 hrs	20 hrs
Town Com. Dev. Director	10 hrs	50 hrs	60 hrs

Comp Plan Strategies:

Policy 5.3.a: Mitigate the impacts of growth on housing

Housing Action Plan Initiatives:

5C: Require mitigation of employees generate by growth that cannot afford housing

4.3.S.1: Initiate neighborhood plans for Transitional Subareas.

Task: This study will evaluate the impacts of new commercial and residential development impacts on the need for affordable housing.

Status: The Nexus Study is Complete as of April 2022.

County Natural Resource LDRs – Wildlife Feeding & Bear Conflict Area LDR Update

FY 22

Progress	98%		
Timeframe	March 2021-April 2022		
Task Lead	County Planning		
Resources	FY 21	FY22	Total
Long-Range Planning	50 hrs	200 hrs	250 hrs
County Planning Director	20 hrs	20 hrs	40 hrs

Comp Plan Strategies:

1.1.S.4: Evaluate and amend wildlife protection standards for development density, intensity, location, clustering, permeability, and wildlife-human conflict.

Task: Update the existing Wild Animal Feeding section (in section 5.1.3) and Bear Conflict Area Standards (in section 5.2.2) of the County Land Development Regulations to update and correct the language based on modern data and information related to wildlife and human conflicts occurring today. This update will also include language which would increase enforceability of violations occurring within these sections. The County will work with local experts including ecologists, non-profit organizations, County Code Enforcement, and partnering governmental agencies to update the existing language. The County will take the lead on this effort as it has broader applicability in the County. The Town may 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.

Status: This project is nearly complete and is anticipated to be finalized with the Board of County Commissioners in April of 2022.

County Hog Island LDR and Zoning Map Amendment

FY 22

Progress	100%		
Timeframe	June 2021-April 2022		
Task Lead	Long-Range Planning		
Resources	FY 21	FY 22	Total
Consulting Services (County)	\$0	\$0	\$0
Long-Range Planning	50 hrs	320 hrs	370 hrs
County Planning Director	5 hrs	20 hrs	25 hrs
County Planning	0 hrs	40 hrs	40 hrs
Joint Housing Director	0 hrs	20 hrs	20 hrs

Task: Update the zoning for the Hog Island Home Business area (Subarea 7.2).

Status: Project completed in April of 2022.

Comp Plan Strategies:

- 3.2.S.1: Update zoning and land development regulations within Complete Neighborhoods to achieve the desired character for Complete Neighborhoods as established in Character Districts
- 3.2.S.2: Identify locations for locally-oriented and visitor-oriented nonresidential uses within Complete Neighborhoods based on the Character Districts.
- 3.2.S.3: Update land development regulations for nonresidential areas within Complete Neighborhoods to encourage ground floor vitality and flexible mixed use
- 3.2.S.5: Evaluate and update regulations in Complete Neighborhoods to allow and promote the appropriate variety of housing types identified through the Character Districts.
- 6.2.S.3: Maintain locations for light industry, and evaluate and update regulations relating to live-work light industry opportunities.
- 6.3.S.2: Evaluate and update land use regulations to foster a positive atmosphere and attract appropriate types of business to the community. Promote the types of uses that provide middle income jobs and promote entrepreneurship.

Northern South Park (Subarea 5.6) Neighborhood Plan

FY 22

Task (From FY21/22 Workplan): Prepare conceptual neighborhood plan for Northern South Park to best allocate the community's remaining residential density within the overall cap in a manner that optimizes balanced Comprehensive Plan goals and informs future zoning decisions and development patterns. The neighborhood plan will include:

- 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

Northern South Park (Subarea 5.6) Neighborhood Plan

FY 22

Progress	90%		
Timeframe	December 2020- July 2022		
Task Lead	Long-Range Planning		
Resources	FY21	FY22	Total
Consulting Services (County)	\$118,789.75	\$110,295.60	\$229,085.35
Consulting Services (Town)	\$69,765	\$66,364	\$136,129
Long-Range Planning	800 hrs	1058 hrs	1858 hrs
County Planning Director	200 hrs	200 hrs	400 hrs
Town Planning Director	40 hrs	10 hrs	50 hrs
Town Com. Dev. Director	200 hrs	200 hrs	400 hrs
County Current Planning	10 hrs	10 hrs	20 hrs
Town Planning	10 hrs	0 hrs	10 hrs
Joint Housing Director	80 hrs	80 hrs	160 hrs

Status: The County is under contract with Opticos Design for this project, which is at the end of Phase 4 (of 5 phases). A draft preferred alternative has been completed and reviewed by the project Steering Committee on January 13, 2022. On February 28, 2022 the County Commissioners directed staff to move forward with a contract/scope amendment in the amount of \$11,660.00 in an effort to spend resources on an additional project alternative based on new information from one of the landowners within the Northern South Park planning area. Staff is releasing an amended public draft in mid April of 2022 and will resume with Phase 5 of the project contract. Public hearings for this item are expected to take place from May to July of 2022 barring any additional project changes.

Comp Plan Strategies:

- 3.1.S.4: Explore growth boundaries and associated expansion regulations and criteria for Complete Neighborhoods in the Town and County
- 3.2.S.1: Update zoning and land development regulations within Complete Neighborhoods to achieve the desired character for Complete Neighborhoods as established in Character Districts.
- 3.2.S.2: Identify locations for locally-oriented and visitor-oriented nonresidential uses within Complete Neighborhoods based on the Character Districts.
- 3.2.S.5: Evaluate and update regulations in Complete Neighborhoods to allow and promote the appropriate variety of housing types identified through the Character Districts.
- 3.2.S.8: Explore opportunities to enhance the ecological value, recreational value, and mobility opportunities associated with natural features within Complete Neighborhoods.
- 3.3.S.4: Develop neighborhood plans for specific areas within Character Districts as necessary.
- 3.3.S.5: Begin neighborhood planning (see Policy 3.3.c) Northern South Park. The neighborhood planning effort should include:
 - An analysis of the appropriate amount of development, given the impact such development will have on existing infill opportunities elsewhere in Town because of the overall cap on additional residential units (see Policy 3.1.a);
 - Reference Town zoning concepts for guidance and use Town infrastructure standards; and
 - A resulting plan with enough detail to demonstrate and define how future development will optimize all 8 Chapter goals.
- 4.3.S.1: Initiate neighborhood plans for Transitional Subareas.

Fiscal Year 22-23 Tasks In-Progress

These tasks are currently underway, and work will continue into FY 23 or beyond. FY 23 budget requests may include fiscal resources needed to continue these tasks. No prioritization of these tasks is needed since they were already prioritized in the FY 22 Work Plan, unless there is interest in changing the scope, timeline or resource allocation.

Fiscal Year 22-23 Tasks In-Progress

Project	Estimated Completion Date
Joint Standardized Indicator Data Collection – Smart Gov	April 2022
Town Water Quality Initiatives	June 2022
Town Hillside LDRs	August 2022
County Large Lot Subdivisions	August 2022
Town Review of Character Change in Stable & Transitional Districts	October 2022
Town Implementation of Municode	January 2023
County Water Quality Master Planning	December 2023
County ITP – Tribal Trail	Ongoing
Wildlife Crossings Master Plan Implementation	2030
County Natural Resource LDRs – Tiered Habitat Mapping and LDR Update	TBD

Implementation of Smart Gov

FY 22-23

Progress	90%					
Timeframe	August 2012-November 2022					
Task Lead	Long-Range Planning, Town Planning, County Planning					
Resources	FY 19	FY20	FY 21	FY 22	FY 23	Total
Upfront One Time Software Costs (County)	\$ 0	\$18,500	\$68,000	\$ 0	\$0	\$86,500
Upfront One Time Software Costs (Town)	\$ 0	\$0	\$59,000	\$ 0	\$0	\$59,000
Long-Range Planning	55 hrs	145 hrs	40 hrs	40 hrs	40 hrs	320 hrs
County Planning Director	10 hrs	10 hrs	0 hrs	200 hrs	10 hrs	230 hrs
County Planning	40 hrs	40 hrs	0 hrs	200 hrs	20 hrs	300 hrs
Town Planning Director	10 hrs	80 hrs	40 hrs	80 hrs	0 hrs	210 hrs
Town Planning	40 hrs	0 hrs	40 hrs	120 hrs	0 hrs	200hrs
Housing Department	0 hrs	0 hrs	2 hrs	10 hrs	0 hrs	12 hrs

Comp Plan Strategies:

Policy 9.2.a: Monitor indicators annually

Task: 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.

Status: This task was identified in the original FY13 Work Plan. Efforts to establish and document indicator methodology have been completed. The 2020 GMP/Comp Plan Update refined and amended indicators. Consulting services for the 2020 Annual Indicator Report allowed for current methodologies to be analyzed and standardized in preparation for the updated indicator report. Both Town and County are switching from current inadequate permit database software (TRAKiT and Cityview, respectively) to SmartGov software. These updates will provide consistent management of data between Town and County and will eliminating the need for extensive data cleaning and processing. Additional efficiencies in plan review, permit tracking, and online permit submittal, for both Planning and Building Divisions will result from this update.

Town Water Quality Initiatives

FY 22-23

Progress	5%			
Timeframe	December 2021-June 2023			
Task Lead	Town Public Works			
Resources	FY 21	FY 22	FY 23	Total
Long-Range Planning	0 hrs	10 hrs	0 hrs	10 hrs
Town Public Works	0 hrs	100 hrs	0 hrs	100 hrs
Ecosystem Stewardship	0 hrs	0 hrs	200 hrs	200 hrs
Town Com. Dev. Director	5 hrs	20 hrs	20 hrs	45 hrs
Town Planning Director	0 hrs	10 hrs	20 hrs	30 hrs

Comp Plan Strategies:

1.2.S.1: Evaluate and update natural resource protection standards for waterbodies, wetlands and riparian areas.

1.2.S.2: Evaluate and update surface water filtration standards, focusing on developed areas near important waterbodies.

Task: A clear priority of the 2020 Comprehensive Plan update was the need to maintain and enhance water quality, which is essential to both ecosystem and human health. This task includes three action components:

1. Wastewater Treatment Facility Study (Town)
2. Stormwater Management Program (Town)
3. Wastewater Master planning effort (support County)

Status: Town is finalizing a scope of work to issue a request for qualifications this spring/summer for technical experts. For the Stormwater Management Program, Town hired Wood Environment & Infrastructure Solutions, Inc. to complete Phase 1, assisting staff in preparing a full scope of work, schedule, and cost estimate to budget for and issue an RFP to develop a Town Stormwater Management Program. Phase 1 is complete, and staff hopes to release the RFP for Phase 2 in the coming months. Phase 2 is the work to be done by selected consultant(s) to complete a Stormwater Management Program for the Town including: a review of existing data, development of a comprehensive Stormwater Program, and implementation. The Town hired Otak, Inc. and will hire Y2 Consultants, LLC to complete item 2.2 Mapping on the above list. Other portions of the Phase 2 scope may be performed in advance of the larger Phase 2 contract. Teton County will serve as the lead/contracting entity, with other partners contributing funding and/or staff resources as they are able. Following are the immediate steps planned:

- Prepare a Request for Qualifications (RFQ), conduct selection process and bring consultant recommendation to the Board of County Commissioners.
- Agree to roles and responsibilities within the partnering entities; and
- Work with the contractor to prepare a project scope of work, deliverables, work plan and estimated cost focused on the following goals:
 - Begin Water Quality Data Collection, Assessment and Monitoring Plan
 - Begin Source Water Protection Zone Program in conjunction with Water Quality Planning effort
 - Update LDRs associated with water quality

Town Hillside LDRs

FY 22-23

Progress	80%						
Timeframe	July 2018- August 2022						
Task Lead	Long Range Planning						
Resources	FY 18	FY 19	FY20	FY 21	FY 22	FY 23	Total
Consulting Services (Town)	\$ 0	\$ 0	\$31,269	\$1,970	\$0	\$0	\$33,239
Long-Range Planning	40 hrs	110 hrs	70 hrs	50 hrs	50 hrs	10 hrs	330 hrs
Town Com. Dev. Director	0 hrs	20 hrs	20 hrs	20 hrs	10 hrs	5 hrs	70 hrs
Town Engineer	0 hrs	20 hrs	20 hrs	40 hrs	40 hrs	30 hrs	150 hrs
Town Planning Director	0 hrs	20 hrs	20 hrs	40 hrs	40 hrs	15 hrs	135 hrs
Town Planning	0 hrs	20 hrs	0 hrs	0 hrs	30 hrs	40 hrs	90 hrs

Comp Plan Strategies:

3.4.S.1: Study and map avalanche and landslide areas.

3.4.S.3: Evaluate and update development regulations for naturally hazardous areas based on mapping.

Task: 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. The County may ultimately adopt those portions relevant in the County but may do so through a later, separate process once the Town has refined the standards through its adoption process.

Status: Originally identified in the FY16 Work Plan as a subtask of a greater set of miscellaneous amendments; begun in June 2017 but put on hold because of the prioritization of the Engage 2017 projects; taken up again following the conclusion of the Engage 2017 projects. The consultant group has provided draft hillside development regulations and a hazard map for consideration. The drafts provided were not consistent with the format or processes already formalized by existing Town regulations, so staff has spent significant time adjusting and editing these documents before public release and review. The next step is gathering responses to the draft regulations and map from the stakeholder group comprised of local geological and engineering technical experts and then the text and map amendment proposals will be considered by the Town Planning Commission and Town Council.

County Large Lot Subdivisions

FY 22-23

Progress	0%	
Timeframe	August 2021-August 2022	
Task Lead	Long-Range Planning	
Resources	FY23	Total
Long-Range Planning	80 hrs	80 hrs
County Planning Director	10 hrs	10 hrs
County Planning	10 hrs	10 hrs

Comp Plan Strategies:

3.1.b. Direct Development toward suitable complete Neighborhood subareas.

3.1.c Maintain rural character outside of Complete Neighborhoods

Task: Update the LDRs to require large lot subdivisions (35+ acres) that are exempt from the County process by State law to document the provision or lack of infrastructure for the subdivision. The objective is to avoid problems experienced elsewhere in Wyoming where buyers of lots created via State-exempt subdivision are not made aware that purchased lots are essentially undevelopable due to lack of feasible connection to water, sewer, electrical, etc.

Status: This Task has not begun, but some coordination with the County Attorney's Office to obtain background information has occurred.

Town Review of Character Change in Stable & Transitional Districts

FY 22-23

Progress	50%			
Timeframe	May 2021- October 2022			
Task Lead	Community Development Director			
Resources	FY 21	FY 22	FY 23	Total
Town Planning Director	10 hrs	30 hrs	30 hrs	70 hrs
Town Com. Dev. Director	10 hrs	60 hrs	40 hrs	110 hrs
Housing Department	5 hrs	10 hrs	10 hrs	35 hrs

Task: Review the Town stable and transitional residential areas regarding desired community character compared to observed and data-based recent changes. Data collection and analysis has been completed and LDR amendments are being considered.

Status: Originally identified in the FY16 Work Plan as a subtask of a greater set of miscellaneous amendments; begun in June 2017 but put on hold because of the prioritization of the Engage 2017 projects; taken up again following the conclusion of the Engage 2017 projects. The consultant group has provided draft hillside development regulations and a hazard map for consideration. The drafts provided were not consistent with the format or processes already formalized by existing Town regulations, so staff has spent significant time adjusting and editing these documents before public release and review. The next step is gathering responses to the draft regulations and map from the stakeholder group comprised of local geological and engineering technical experts and then the text and map amendment proposals will be considered by the Town Planning Commission and Town Council.

Comp Plan Strategies:

Policy 3.2.a Enhance Quality, Desirability and Integrity of Complete Neighborhoods - This Policy is in place for stable neighborhoods which may “be enhanced by infill that is consistent with existing patterns and scale of development and includes additional amenities to make the most appropriate places for development more enjoyable places to live.” Many developed neighborhoods are seeing a shift in character as many infill projects include purchase of an older residence, tear down, and re-build with a much larger structure.

3.3.b Provide predictability in land use decisions – Updating these regulations may increase predictability by all including landowners wishing to complete infill development, and neighbors to said development so that folks can generally expect what to see as the result of additional infill being constructed.

3.3.e Preserve historic Structures and Sites – While this Policy speaks to preservation of historic structures, much of a historic building also includes the character of the site around it. New infill development adjacent to historic sites must consider existing character and how the new development will fit within the historic context of the existing neighborhood.

4.1.c. Promote Compatible Infill and Redevelopment that fits Jackson’s neighborhoods – “...redevelopment will be compatible in scale, use and character in Stable Subareas...”

Progress	Initiated			
Timeframe	Completion date by Dec. 2023			
Task Lead	County Public Works			
Resources	FY 21	FY 22	FY 23	Total
Consulting Services (Trihydro Corp.)	n/a	\$325,000	\$841,623	\$1,166,23
County Public Works	0 hrs	400 hrs	1,200 hrs	1,600 hrs
Town Public Works	0 hrs	50 hrs	100 hrs	150 hrs
County General Services	0 hrs	20 hrs	10 hrs	30 hrs

Comp Plan Strategies:

1.2.S.1: Evaluate and update natural resource protection standards for waterbodies, wetlands and riparian areas.

1.2.S.2: Evaluate and update surface water filtration standards, focusing on developed areas near important waterbodies.

Task: In cooperation with partnering entities, Protect our Water Jackson Hole (POWJH), Teton Conservation District (TCD) and the Town of Jackson, Teton County initiated a study and planning effort to shape the current understanding of existing and potential future human-induced threats to both surface water and groundwater quality and develop strategies for reducing impacts. In December 2021 the Commission approved a contract with a water quality consultant team, Trihydro Corporation, to complete a 20-year vision and implementation plan that protects surface water and groundwater resources from future degradation and improves water quality where known degradation is occurring in Teton County. The management plan effort will focus on both the human element of protecting drinking water and the environmental element of protecting water resources. The Plan will provide a clear set of roles and responsibilities for the various local entities that oversee water resources management. The Plan will address management of wastewater, stormwater, and drinking water, as well as surface and groundwater resources. The Plan will identify and characterize known and possible threats to these resources, while outlining detailed mitigation strategies in an Implementation Plan.

Status: Initiated January 2022, 18-month contract with Trihydro Corporation.

Town Implementation of Municode

FY 22-23

Progress	20%	
Timeframe	March 2022-January 2023	
Task Lead	Town Planning	
Resources	FY 23	Total
Upfront One Time Software Costs	\$7,000	\$7,000
County Planning	0 hrs	0 hrs
Town Planning Director	20 hrs	20 hrs
Town Planning	10 hrs	10 hrs

Comp Plan Strategies:

8.1.S.5 Create a portal or clearinghouse where the community can quickly learn more about the various services available in the community.

Task: Contract with Muni Code to publish the Town LDRs in a digital format in order to more efficiently update and manage the Town LDRs through an online, web based system. Rather than staff managing and updating large InDesign files, preparing them for publication, including publishing each time an amendment is made, Municode would complete this work for town staff. Municode would be sent approved ordinances and resolutions for immediate republishing of the LDRs. While the current LDRs will need to be converted into the Muni Code format, which will require some formatting changes, the Municode version will be much easier for the public to use in terms of searching for key terms, printing and copying the LDRs, and researching the legislative history of amendments.

Status: This project has just been in preliminary stages, town staff have investigated the benefits of the program and will be starting this formally in the later half of 2022 if budgeted.

County ITP Capital Projects 1 – Tribal Trail

Progress	45%				
Timeframe	Ongoing				
Task Lead	County Public Works				
Resources	FY 19	FY20	FY22	FY 23	Total
County Pro. Services (Public Works)	\$30,000	\$300,000	\$800,000	\$850,000	\$1,980,000
Long-Range Planning	40 hrs	30 hrs	0 hrs	0 hrs	70 hrs
County Planning Director	40 hrs	60 hrs	40 hrs	0 hrs	140 hrs
Town CD Director	20 hrs	30 hrs	40 hrs	10 hrs	100 hrs
County Engineering	160 hrs	800 hrs	800 hrs	800 hrs	2560 hrs

ITP Action Items: Chapter 5- Major Capital Projects Group 1.

Task: Continue project charter process including design and environmental assessment.

Status: Tribal Trails Connector, New Roadway - 45% Complete—planning and design phase.

Wildlife Crossings Master Plan Implementation

Progress	15%			
Timeframe	Ongoing – 2030			
Task Lead	County Public Works			
Resources	FY 20	FY22	FY 23	Total
County Pro. Services	\$50,000	\$650,000 (SPET)	\$1,915,000	\$2,615,000.00
Town Pro. Services	TBD	TBD	TBD	TBD
County Planning Director	Ongoing	0 hrs	0 hrs	Ongoing
Town Planning Director	Ongoing	0 hrs	0 hrs	Ongoing
County Engineering	Ongoing	Ongoing	Ongoing	Ongoing

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

Task: 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 5-10 years.

Status: Wildlife Crossings Master Plan has been completed. Implementation is in initial stages with SPET funding approved. County Public Works is continuing work on the crossings at the 22-390 intersection and beginning work on the other priority locations , all in cooperation with WYDOT.

County Natural Resource LDRs – Tiered Habitat Mapping & LDR Update

FY 22-23

Progress	70%						
Timeframe	To be determined prior to FY23						
Task Lead	County Planning						
Resources	FY 17	FY 18	FY 19	FY 20	FY22	FY 23	Total
Consulting Services (Town)	\$3,000	\$7,000	\$0	\$0	\$5,000	\$0	\$15,000
Consulting Services (County)	\$22,000	\$43,000	\$0	\$0	\$10,000	\$0	\$75,000
Long-Range Planning	100 hrs	200 hrs	200 hrs	0 hrs	12 hrs	400 hrs	912 hrs
County Planning Director	20 hrs	80 hrs	80 hrs	0 hrs	0 hrs	20 hrs	200 hrs
Town Com. Dev. Director	0 hrs	0 hrs	0 hrs	0 hrs	0 hrs	10 hrs	10 hrs
County Planning	100 hrs	400 hrs	400 hrs	0 hrs	4 hrs	60 hrs	964 hrs
County Public Works	0 hrs	0 hrs	0 hrs	0 hrs	0 hrs	100 hrs	100 hrs

Comp Plan Strategies:

- 1.1.S.4: Evaluate and amend wildlife protection standards for development density, intensity, location, clustering, permeability, and wildlife-human conflict.
- 1.1.S.5: Evaluate mitigation standards for impacts to critical habitat and habitat connections and update as needed.
- 1.1.S.6: Identify areas for appropriate ecological restoration efforts.
- 1.2.S.1: Evaluate and update natural resource protection standards for waterbodies, wetlands and riparian areas.
- 1.2.S.2: Evaluate and update surface water filtration standards, focusing on developed areas near important waterbodies.

Task: Continue to finalize the tiered habitat map previously started and drafted in September of 2018. County Planning is asking to utilize funds and contract with local experts on this project to most efficiently finalize the work that has been completed to date. The effort would at a minimum 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. 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 relative habitat value of the area to contribute to the short and long-term protection of the health of the habitat network. The County will continue 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.

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 of public outreach. Additionally, the Focal Species Habitat Map model was completed in 2017. A contract has been approved and funding is allocated in the FY22 budget for a consultant to assist County Staff with finalizing the tiered habitat map, GIS layers, and re-release of updated information for adoption. This task has been put on hold since the project manager was reassigned to other projects due to staffing issues, and will be resumed once Northern South Park is completed, and no other major priorities are put in front of this effort.

New Fiscal Year 23 Tasks

The following tasks have not yet begun, and prioritization of timeline, staff and fiscal resources is needed. *This section is the primary focus of setting the FY 23 Work Plan.*

New Fiscal Year 23 Tasks

Project	Estimated Timeframe
Town Climate Action Plan Assistance	June 2022
Town Lodging & Short Term Rental Review Phase I	July 2022
Town Wildlife Feeding & Bear Resistant Trash Can Standards Phase I	August 2022
Northern South Park Implementation	June 2023
Town Sign Standards	June 2023
Town Karns Meadow Master Plan Implementation	Fall of 2023
Town Workforce Housing Mitigation LDRs	December 2023
County Workforce Housing Mitigation LDRs	December 2023
Develop Comp Plan Indicators for Chapter 1 (Town Ecosystem Stewardship)	TBD
Joint Road and Pathway Standards LDR Update	TBD FY 23
Highway 22 Capital Multi Modal Improvement Projects	Varies FY 23 - FY 24

Progress	0%		
Timeframe	July 2021-June 2022		
Task Lead	Ecosystem Stewardship Position		
Resources	FY 22	FY 23	Total
Other Town Staff	100 hrs	100 hrs	100 hrs
Ecosystem Stewardship	0 hrs	400 hrs	400 hrs
Long-Range Planning	20 hrs	0 hrs	20 hrs

Comp Plan Strategies:

2.G.S.2 Develop an Emissions Reduction and Climate Action Plan to identify potential solutions and strategies to reduce our contribution to climate change and better position the Town and County to be able to deal with potential impacts of a changing climate. The Plan should outline implementation responsibilities and include adaptation measures specific to the potential impacts of climate change on our economy.

Task: Town staff will work with the Jackson Hole Climate Action Collective (JHCAC) by providing staff time to assist with project information, facilitation, or leadership in order to help the Collective with climate action and equity projects.

Status: Next steps are to direct staff to dedicate staff capacity to assist the Collaborative with their work efforts. The Collaborative includes several groups working on specific individual projects (i.e. project dashboard website), and there are several items that are listed as projects related to this topic including EV Charging Stations, EV fleet, support green energy opt-out by Lower Valley Energy, water conservation outreach, and updating Comp Plan Chapter 2 as a separate workplan item.

Implementation of Northern South Park

FY 23+

Progress	0%	
Timeframe	July 2022-June 2023	
Task Lead	Joint Long-Range Planning	
Resources	FY23	Total
Consulting Services (County)	\$50,000.00	\$50,000.00
Consulting Services (Town)	0 hrs	0 hrs
Long-Range Planning	500 hrs	500 hrs
County Planning Director	100 hrs	100 hrs
Town Planning Director	20 hrs	20 hrs
Town Com. Dev. Director	50 hrs	50 hrs
County Planning	10 hrs	10 hrs
Town Planning	10 hrs	10 hrs
Joint Housing Director	20 hrs	20 hrs
County Public Works	20 hrs	20 hrs

Task: Prepare the implementation tool (zoning, PUD or other tool) for implementation of the Northern South Park Neighborhood Plan.

Status: This task is anticipated to be highly technical and time consuming utilizing a large amount of staff resources depending upon the agreement between County policy and the needs of the landowners. This task could also utilize a large amount of legal resources regarding the tool, and the tool's ability to ensure that the affordable housing units are constructed in concert with (or prior to) the market rate units within the 5.6 planning area. This task will begin once the Neighborhood Plan has been completed through the public hearing process. Staff has shown a consulting budget of \$50,000.00 however this could change dependent upon the need for further facilitation, outside zoning expertise, or legal land use expertise.

Comp Plan Strategies:

- 3.1.S.4: Explore growth boundaries and associated expansion regulations and criteria for Complete Neighborhoods in the Town and County
- 3.2.S.1: Update zoning and land development regulations within Complete Neighborhoods to achieve the desired character for Complete Neighborhoods as established in Character Districts.
- 3.2.S.2: Identify locations for locally-oriented and visitor-oriented nonresidential uses within Complete Neighborhoods based on the Character Districts.
- 3.2.S.5: Evaluate and update regulations in Complete Neighborhoods to allow and promote the appropriate variety of housing types identified through the Character Districts.
- 3.2.S.8: Explore opportunities to enhance the ecological value, recreational value, and mobility opportunities associated with natural features within Complete Neighborhoods.
- 3.3.S.4: Develop neighborhood plans for specific areas within Character Districts as necessary.
- 3.3.S.5: Begin neighborhood planning (see Policy 3.3.c) Northern South Park. The neighborhood planning effort should include:
 - An analysis of the appropriate amount of development, given the impact such development will have on existing infill opportunities elsewhere in Town because of the overall cap on additional residential units (see Policy 3.1.a);
 - Reference Town zoning concepts for guidance and use Town infrastructure standards; and
 - A resulting plan with enough detail to demonstrate and define how future development will optimize all 8 Chapter goals.
- 4.3.S.1: Initiate neighborhood plans for Transitional Subareas.

Town Sign Standards Update

FY 23+

Progress	0%		
Timeframe	January 2022-June 2023		
Task Lead	Town Planning		
Resources	FY 22	FY 23	Total
Long-Range Planning	0 hrs	20 hrs	20 hrs
Town Planning	0 hrs	50 hrs	50 hrs
Town Planning Director	0 hrs	130 hrs	130 hrs

Comp Plan Strategies:

3.2.S.6: Evaluate and update design regulations to encourage quality public space.

Task: Update Town sign standards to fix inconsistencies and deficiencies in current standards created by emergency LDR amendment required by federal law. In addition, make overdue improvements to design and materials standards and permitting procedures.

Status: This task has not yet been started but will begin after the Town LDR clean-up has been completed.

Town Lodging & Short-Term Rental Review Phase I

FY 23+

Progress	40%	
Timeframe	July of 2022	
Task Lead	Town Planning	
Resources	FY23	Total
Consulting Services	0 hrs	0 hrs
Town Planning Director	40 hrs	40 hrs
Town Com. Dev. Director	60 hrs	60 hrs
Joint Long Range Planning	10 hrs	10 hrs

Comp Plan Strategies:

4.2.S.5: Review the Lodging Overlay boundary and associated regulations and incentives to determine the desired location, type and size of lodging.

Task: Review of development patterns, and other lodging data in the Town and in some instances within Teton County to better understand this land use category including:

- Amount and type of lodging that has been developed over the past 10 years
 - Total amount of square footage
 - Short term rental number of units constructed, and the number eliminated
 - Conventional lodging number of units constructed, and number eliminated
- Number of Short Term Rental Permits
- Amount and type of lodging that is remaining under current zoning
- Occupancy rates by month
- Lodging tax collections by year and month
- Price point of lodging by type and month
- Job Generation and Housing Demand by lodging type

The Town will review the current Comprehensive Plan goals, principles and policies around lodging in order to determine next step alternatives within this phase of the project.

Status:. Council has completed an initial workshop on this item. Staff is currently preparing data and analysis for presentation at the June Council workshop.

Town Wildlife Feeding & Bear Conflict Standards Phase I

FY 23+

Progress	20%	
Timeframe	July 2022 –August 2022	
Task Lead	Long Range Planning	
Resources	FY 23	Total
Com. Dev. Director	20 hrs	20 hrs
Long-Range Planning	100 hrs	100 hrs
County Public Works	100 hrs	100 hrs

Comp Plan Strategies:

1.1.S.4: Evaluate and amend wildlife protection standards for development density, intensity, location, clustering, permeability and wildlife-human conflict.

Task: Amend the Town Land Development Regulations (LDRs) to follow the County's newly updated wildlife feeding & bear resistant trash can LDRs. LDRs will be updated to reflect specific unique circumstances of the Town. This is likely to be a phased approach with an update to residential zone standards first (Phase 1 July 2022-December 2022), and a second phase further investigating commercial areas of the town including municipal facilities (these items may be a longer timeframe).

Status: Preliminary education and alternative analysis has been completed.

Town Karns Meadow Master Plan Implementation

FY 23+

Progress	0%	
Timeframe	FY23 with funding research to begin in FY22	
Task Lead	Parks and Recreation	
Resources	FY23	Total
Ecosystem Stewardship Position	200 hrs	200 hrs
Town Comm. Dev. Director	20 hrs	20 hrs
Parks and Recreation	40 hrs	40 hrs

Task: Planning and development of Karns Meadow Park, including completion of a Master Plan describing all desired improvements followed by the approval of individual or combined conditional use permits for each component of the property. Development will provide activation of the park through outcomes identified in the planning process.

Status: This project has not yet begun. In 2018, Council authorized the Parks and Recreation Department to complete a comprehensive environmental assessment of the property. The assessment recommended the completion of a 'current condition's active management plan,' and sequentially, the completion of the site master plan. The management plan was completed in 2019 and staff has been working to implement the plan over the past two years. The proposed next step is to begin master planning of the site. Funding allocation for planning, design and permitting is part of the FY23 Budget submittal. Master planning could take place in Summer 2022, with the conditional use permit process in Fall of 2022. This would set up for development funding in the FY23 budget, and actual phase one development in Summer/Fall 2023.

Comp Plan Strategies:

- 3.2.S.1: Update zoning and land development regulations within Complete Neighborhoods to achieve the desired character for Complete Neighborhoods as established in Character Districts
- 3.2.S.2: Identify locations for locally-oriented and visitor-oriented nonresidential uses within Complete Neighborhoods based on the Character Districts.
- 3.2.S.3: Update land development regulations for nonresidential areas within Complete Neighborhoods to encourage ground floor vitality and flexible mixed use
- 3.2.S.5: Evaluate and update regulations in Complete Neighborhoods to allow and promote the appropriate variety of housing types identified through the Character Districts.
- 3.2.S.6: Evaluate and update design regulations to encourage quality public space.

Town Workforce Housing Mitigation LDRs

Progress	0%	
Timeframe	December 2022- December 2023	
Task Lead	Long-Range Planning & Housing Department	
Resources	FY 23	Total
Consulting Services (Town)	\$25,000.00	\$25,000
Housing Director	20 hrs	20 hrs
Housing Department	20 hrs	20 hrs
Long Range Planning	100 hrs	100 hrs
Com. Dev. Director	80 hrs	80 hrs
Town Planning Director	80 hrs	80 hrs
County Planning	0 hrs	0 hrs

Comp Plan Strategies:

5.3.5.2: Update current mitigation requirements as necessary.

Task: Town will work to revisit the current structure, rates and exemptions for workforce housing mitigation required by the LDRs. This effort is anticipated to be revisited after the Nexus Study is completed which is anticipated in April 2022. This effort will be separate yet concurrent with the similar County Update that will need to be coordinated between the two jurisdictions.

Status: This Task has not yet begun.

County Workforce Housing Mitigation LDRs

Progress	0%	
Timeframe	December 2022- December 2023	
Task Lead	County Long-Range Planning & Housing Department	
Resources	FY 23	Total
Consulting Services (County)	\$25,000.00	\$25,000.00
Housing Director	20 hrs	20 hrs
Housing Department	80 hrs	80 hrs
Long Range Planning	200 hrs	200 hrs
Com. Dev. Director	10 hrs	10 hrs
County Planning Director	20 hrs	20 hrs
County Planning	20 hrs	20 hrs

Comp Plan Strategies:

5.3.5.2: Update current mitigation requirements as necessary.

Task: The County will work to revisit the current structure and rates for workforce housing mitigation required by the LDRs. This effort is anticipated to begin after the Nexus Study is completed which is anticipated in April 2022.

Status: This Task has not yet begun.

Develop Comp Plan Indicators for Chapter 1 (Ecosystem Stewardship)

FY 23+

Progress	0%	
Timeframe	To be determined	
Task Lead	Ecosystem Stewardship Position	
Resources	FY23	Total
Ecosystem Stewardship	600 hrs	600 hrs
Long Range Planning	10 hrs	10 hrs
Town Com. Dev. Director	20 hrs	20 hrs

Comp Plan Strategies:

- 1.G.S.1: Identify appropriate indicators that measure achievement of the Chapter goal. For example, measuring stewardship of natural resources may include establishing indicators for percent change of site development within the Town and County, or tracking contaminant loading from wastewater discharge at the Town of Jackson treatment facility.
- 1.G.S.2: Establish an Ecosystem Stewardship target for an Adaptive Management Program that will be used to track the Town and County's progress toward goals related to this chapter.

Task: The Town and County jointly use the annual Indicator Report and Adaptive Management Program to evaluate progress in achieving the Comp Plan goals, but measurable and meaningful indicators for ecosystem stewardship need to be evaluated.

Status: This Task has not yet begun but could advance if staff positions are filled for ecosystem stewardship/sustainability coordination.

Joint Road and Pathway Standards LDR Update

Progress	0%	
Timeframe	FY23	
Task Lead	County Public Works	
Resources	FY23	Total
Long Range Planning	100 hrs	100 hrs
County Planning Director	10 hrs	10 hrs
Town Com. Dev. Director	10 hrs	10 hrs
County Public Works -Pathways, Engineering, Road and Levee	250 hrs	250 hrs

Comp Plan Strategies:

7.1.S.2 Consider adopting “complete streets” and/or “context-sensitive” policies and updated road design standards for all roadways.

Task:. Update LDRs for pathway and county road dimensions and geometric standards and guidance with the intent of making them context sensitive to meet the goals of the community.

Status: This task has not yet been started but will begin if budget is approved in FY2023.

Highway 22 Capital Multi-Modal Transportation Projects

ITP **Action** **Items:**
Chapter 5- Major Capital Projects

Progress	Varies	
Timeframe	Varies	
Task Lead	County Public Works	
Resources	FY23	Total
Long Range Planning	0 hrs	0 hrs
County Planning Director	0 hrs	0 hrs
Town Com. Dev. Director	0 hrs	0 hrs
County Public Works	400 hrs	400 hrs
Regional Transportation Planning Administrator	200 hrs	200 hrs

Task:.

- WY22 Multilane, Multimodal Improvements, HOV, Jackson to WY390. **Status:** WYDOT is project lead and has moved up the planning in their STIP to WYDOT's FY2023.
- WY22 Pathway, Wilson to Stilson. **Status:** Continuing planning and design to prepare construction documents. This project is included in the 2020 Teton County BUILD grant. Planning will be completed in FY2022 (full construction documents, easement acquisition, and permitting). Construction intended to be complete by October of 2023.

Status: ongoing

Ongoing Tasks

The following tasks are projects completed annually or on an ongoing basis. Resource allocation to these tasks may be seasonal, as in the case of Indicator Report preparation, or LDR or Zoning Map Amendment applications made by the public. No prioritization of these tasks is needed for FY 23 unless there is interest to remove or add continuous or regular tasks.

OngoingTasks

Project
Joint Annual Indicator Report
Joint Annual Work Plan
Teton County Scenic Preserve Trust
County Biennial LDR Cleanups
Town Biennial LDR Cleanups
County LDR and Zoning Map Amendments
Town LDR and Zoning Map Amendments
LDR and Comp Plan Education and Outreach
Data Requests
Other Comp Plan Coordination

Joint Annual Indicator Report

Ongoing Tasks

Progress	Annual
Timeframe	December-April
Task Lead	Long-Range Planning
Resources	FY 23
Long-Range Planning	200 hrs
County Planning Director	5 hrs
Town CD Director	20 hrs
Town Planning Director	5 hrs
Housing Department	5 hrs

Comp Plan Strategies:

Policy 9.2.a: Monitor indicators annually

Task: 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. Additional hours may be necessary for next year's Indicator Report since the GMP/Comp Plan Update and Data Standardization are underway and will require adjustments to the Indicator Report.

Status: This task occurs annually and is a part of every year's work plan.

Joint Annual Work Plan

Ongoing Tasks

Progress	Annual
Timeframe	December – April
Task Lead	Long-Range Planning
Resources	FY 23
Long-Range Planning	100 hrs
County Planning Director	10 hrs
Town CD Director	10 hrs
Town Planning Director	10 hrs
Housing Department	5 hrs

Comp Plan Strategies:

Policy 9.2.b: Establish an implementation work plan annually

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

Status: This task occurs annually and is a part of every year's work plan.

Progress	Annual
Timeframe	Spring-Fall
Task Lead	Long-Range Planning
Resources	FY23
Long-Range Planning	150 hrs
County Planning	10 hrs
County Planning Director	10 hrs
Consultant Services	\$19,595 (for FY23—varies annually)

Task: Administer the Teton County Scenic Preserve Trust easement. This includes working with a consultant to administer the program. Staff reviews and administers the contract with the consultant team each year. Staff also facilitates any new easements or amendments through the hearing process.

Status: This is an ongoing annual task.

Comp Plan Strategies:

1.4.S.4 – Explore establishment of a dedicated funding source for the acquisition of permanent open space for wildlife habitat protection, scenic vista protection, and agriculture preservation.

1.4.S.6 – Reevaluate the purpose and staffing of the Teton County Scenic Preserve Trust to provide full-time management for the organization and consider the adoption of higher operational standards.

County LDR Cleanups

Ongoing Tasks

Progress	Biennial
Timeframe	July-December
Task Lead	Long-Range Planning
Resources	FY23
Long-Range Planning	80 hrs
County Planning Director	5 hrs
County Planning	15 hrs

Comp Plan Strategies:

3.3.S.2: Evaluate and update base allowances to predictably allow development that is consistent with our Vision.

3.3.S.3: Evaluate and update incentives so that they are performance based, tied to measurable community benefits, limited, and more consistent with base allowances.

Task: 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 unmanageable. Major unintended consequences that merit more specific review will be addressed as separate tasks. Other annual updates that are required by the LDRs include the housing fee in lieu rate and exaction fee rate.

Status: The County went through its latest cleanup in 2020 and is currently working toward a cleanup in late summer/fall of 2022.

Town LDR Cleanups

Ongoing Tasks

Progress	Biennial
Timeframe	July-December
Task Lead	Long-Range Planning
Resources	FY23
Town Planning Director	200 hrs
Town Planning	50 hrs

Comp Plan Strategies:

3.3.S.2: Evaluate and update base allowances to predictably allow development that is consistent with our Vision.

3.3.S.3: Evaluate and update incentives so that they are performance based, tied to measurable community benefits, limited, and more consistent with base allowances.

Task: 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 unmanageable. Major unintended consequences that merit more specific review will be addressed as separate tasks. Other annual updates that are required by the LDRs include the housing fee in lieu rate and exaction fee rate.

Status: The Town of Jackson Planning Department completed one LDR cleanup in January 2019. A second, and more comprehensive, cleanup is needed to keep the Town LDRs updated. These cleanups should occur annually in the second half of the year to keep the LDRs up to date in incorporate any Planning Director interpretations or changes to State law. The County Attorney's office has identified the following changes resulting from the 2021 Wyoming Legislative season that may require updates to the LDRs:

- HB79: relates to State-exempt land subdivisions for gift to family
- HB157: terms of connection to municipal infrastructure
- HB158: relationship between zoning, land use plans (Comp Plan) and land use decisions

County LDR and Zoning Map Amendments

Ongoing Tasks

<i>Progress</i>	Ongoing
<i>Timeframe</i>	As Requested
<i>Task Lead</i>	Various
<i>Resources</i>	FY 23
<i>Long-Range Planning</i>	600 hrs
<i>County Planning Director</i>	60 hrs
<i>Housing Department</i>	20 hrs

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

Task: Acknowledge the time and resources required for the various day-to-day tasks for which staff is responsible. For the Long Range Planning Team, this includes LDR and zoning map amendments. These are projects that are proposed by the public or other departments that are not otherwise a part of this work plan, and in recent years 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 these projects, but that the resources required are variable depending on the number and complexity of applications submitted by the public or requested by other departments and elected officials. Projects under this task may be recategorized as separate projects in this work plan if they represent a greater priority.

Status: This is an ongoing task that is a part of every year's Work Plan.

List of Projects received in FY 22:

- Cidery LDR Amendment
- Events LDR Amendment
- WYDOT Zoning Map Amendment
- Horse Creek LDR & Zoning Map Amendment
- Robertson LDR & Zoning Map Amendment
- Dark Skies LDR Amendment

Town LDR and Zoning Map Amendments

Ongoing Tasks

<i>Progress</i>	Ongoing
<i>Timeframe</i>	As Requested
<i>Task Lead</i>	Various
<i>Resources</i>	FY 23
<i>Long-Range Planning</i>	20 hrs
<i>Town Planning Director</i>	20 hrs
<i>Town Planning</i>	50 hrs
<i>Town CD Director</i>	10 hrs
<i>Housing Department</i>	10 hrs

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

Task: Acknowledge the time and resources required for the various day-to-day tasks for which staff is responsible. For the Long Range Planning Team, this includes LDR and zoning map amendments. These are projects that are proposed by the public or other departments that are not otherwise a part of this work plan, and in recent years 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 these projects, but that the resources required are variable depending on the number and complexity of applications submitted by the public or requested by other departments and elected officials. Projects under this task may be recategorized as separate projects in this work plan if they represent a greater priority.

Status: This is an ongoing task that is a part of every year's Work Plan.

LDR and Comp Plan Education and Outreach

Ongoing Tasks

<i>Progress</i>	Ongoing
<i>Timeframe</i>	Ongoing
<i>Task Lead</i>	Long-Range Planning
<i>Resources</i>	FY 23
<i>Long-Range Planning</i>	80 hrs
<i>County Planning Director</i>	20 hrs
<i>County Planning</i>	20 hrs
<i>Town Planning Director</i>	20 hrs
<i>Town CD Director</i>	40 hrs
<i>Town Planning</i>	20 hrs

Comp Plan Strategies:

3.3.S.1: Consider a joint Town and County staff person to execute the Growth Management Program and otherwise implement the Comprehensive Plan.

Task: 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. This task includes regularly updating the Long-Range Planning website, emailing subscribers to planning updates, coordinating with other departments and local or regional agencies, and providing funding and staffing to public workshops, charrettes and stakeholder meetings.

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

Data Requests

Ongoing Tasks

<i>Progress</i>	Ongoing
<i>Timeframe</i>	As Requested
<i>Task Lead</i>	Long-Range Planning
<i>Resources</i>	FY 23
<i>Long-Range Planning</i>	50 hrs

Comp Plan Strategies:

Policy 8.1.a: Maintain current, coordinated plans for delivery of desired service levels.

Task: As government and non-government organizations plan for service delivery, Long-Range Planning staff 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.

Status: This task occurs annually and is a part of every year's work plan.

Other Comp Plan Coordination

Ongoing Tasks

<i>Progress</i>	Ongoing
<i>Timeframe</i>	Ongoing
<i>Task Lead</i>	Long-Range Planning
<i>Resources</i>	FY 23
<i>Long-Range Planning</i>	100 hrs
<i>County Planning Director</i>	75 hrs
<i>Town Com. Dev. Director</i>	75 hrs

Comp Plan Strategies:
Varies

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

Status: This task occurs annually and is a part of every year's work plan.

Future Tasks – Non-Budgeted and/or Unscheduled

The following tasks are in the line-up for implementation in future years but are not recommended to begin in Fiscal Year 23. Staff and fiscal resources for these tasks will be considered and updated in a future Work Plan, unless there is interest to identify any of these tasks as an immediate priority to be added to the FY 23 Work Plan. Based on limited Staff resources, adding items to the FY 23 Work Plan will require removing other priorities.

Future Tasks – Non-Budgeted and/or Unscheduled

Project
Fairgrounds Neighborhood Plan
County Aspens Zoning Update: Subareas 12.1 and 12.3
County Development Exactions Update
Town Lodging and Short Term Rental Review Phase II
ITP Transportation Demand Management Plan
Town Natural Resource LDRs
Joint Local Connectors Capital Project Group 4 Charter/Concept Design East West Connector
Town & County Business Park Zoning
County Road/Utility LDRs

Fairgrounds Neighborhood Plan

Future Tasks

Progress	0%	
Timeframe	TBD – Likely 1.5 -2 years of work	
Task Lead	Joint Long-Range Planning	
Resources	TBD	Total
Consulting Services (Town & County split TBD)	\$0	\$400,000
Long-Range Planning	960 hrs	960 hrs
County Planning Director	40 hrs	40 hrs
Town Planning Director	100 hrs	100 hrs
Town Com. Dev. Director	200 hrs	200 hrs
Town Planning	40 hrs	40 hrs

Task: Prepare a conceptual neighborhood plan for the Fairgrounds site (Subarea Sub Area: 3.3 - Rodeo Grounds Institutional Area) to best allocate the community's remaining residential density within the overall cap in a manner that optimizes balanced Comprehensive Plan goals and informs future zoning decisions and development patterns. Although this task is identified as joint under the organizing principle of community-wide allocation of density, plans for this area can be led by Town staff. The neighborhood plan will include:

- 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

Status: Significant amounts of staff hours and funding are anticipated for this project. The first step will be to evaluate available staff and fiscal resources relative to other active and upcoming projects. No funding has been allocated to this project, but staff estimates that a minimum of \$400,000 will be required by a consultant to complete the neighborhood plan. Staff recommends tabling this item until implementation of the Northern South Park project is completed.

Comp Plan Strategies:

- 3.1.S.4: Explore growth boundaries and associated expansion regulations and criteria for Complete Neighborhoods in the Town and County
- 3.2.S.2: Identify locations for locally-oriented and visitor-oriented nonresidential uses within Complete Neighborhoods based on the Character Districts.
- 3.2.S.5: Evaluate and update regulations in Complete Neighborhoods to allow and promote the appropriate variety of housing types identified through the Character Districts.
- 3.2.S.8: Explore opportunities to enhance the ecological value, recreational value, and mobility opportunities associated with natural features within Complete Neighborhoods.
- 3.2.S.10: Identify locations in the County that may be appropriate for higher residential density to meet community-wide workforce housing goals but is also consistent with all three common values.
- 3.3.S.4: Develop neighborhood plans for specific areas within Character Districts as necessary.
- 3.3.S.6: Begin neighborhood planning (see Policy 3.3.c) the current Fairgrounds. The neighborhood planning effort should include:
 - An analysis of the appropriate use and amount of development, given the impact such development will have on existing infill opportunities elsewhere in Town (see Policy 3.1.a);
 - Discussion of the future location of the Teton County Fair; and
 - A resulting plan with enough detail to demonstrate and define how future development will optimize all 8 Chapter goals.
- 4.2.S.3: Initiate neighborhood plans for specific mixed-use subareas.

County Aspens Zoning Update: Subareas 12.1 and 12.3

Progress	0%	
Timeframe	July 2022-December 2023	
Task Lead	Long-Range Planning	
Resources	FY23	Total
Consulting Services (County)	\$400,000	\$400,000
Long-Range Planning	800 hrs	800 hrs
County Planning Director	90 hrs	90 hrs
County Planning	20 hrs	20 hrs

Task: Second phase of the Aspens Character District zoning update to implement the 2020 Comprehensive Plan. This portion of the Aspens update is expected to be more time consuming than the first phase as there are several PUDs and commercial properties to examine (Aspens commercial and residential areas, Teton Pines). The County will create new County zones and clean up Master Plans for these Subareas that balance the existing character of the multi-family and commercial development with the goals outlined in the Comprehensive Plan. Due to the complexities of the existing regulations and plans in place, the need for outreach and facilitation with an engaged neighborhood, and the potential transformational nature of this project it is expected to be a similar timeframe and budget to the Northern South Park neighborhood planning process.

Status: This task has not yet begun. Staff has anticipated that this task will begin once Northern South Park Implementation and Natural Resource LDRs have been completed.

Future Tasks

Comp Plan Strategies:

- 3.2.S.1: Update zoning and land development regulations within Complete Neighborhoods to achieve the desired character for Complete Neighborhoods as established in Character Districts
- 3.2.S.2: Identify locations for locally-oriented and visitor-oriented nonresidential uses within Complete Neighborhoods based on the Character Districts.
- 3.2.S.3: Update land development regulations for nonresidential areas within Complete Neighborhoods to encourage ground floor vitality and flexible mixed use
- 3.2.S.5: Evaluate and update regulations in Complete Neighborhoods to allow and promote the appropriate variety of housing types identified through the Character Districts.
- 3.2.S.6: Evaluate and update design regulations to encourage quality public space.

County Development Exactions Update

Future Tasks

Progress	0%	
Timeframe	To be Determined Prior to FY 23	
Task Lead	Long-Range Planning	
Resources	FY 23	Total
Consultant Services	TBD	TBD
Long Range Planning	200 hrs	200 hrs
County Planning Director	20 hrs	20 hrs

Comp Plan Strategies:

Policy 10.2b Use adaptive management to ensure we are achieving our vision.

Task: Contract with a consultant to complete a nexus study to update the County's development exaction requirements. Currently, the County requires exactions (land dedication or a fee in lieu) for the school district and parks to offset the impacts of residential development that increases the need for these services. The objective of this task is to evaluate the current nexus between residential development and the induced need for these services to ensure that the exaction requirement is accurate. Also, this task will explore moving from an exaction requirement to an impact fee requirement that more comprehensively accounts for development impacts to schools and parks, but also other important community services such as Fire/EMS, law enforcement, road maintenance, etc.

Status: This task occurs annually and is a part of every year's work plan.

Town Lodging & Short Term Rental Review Phase II

Progress	0%	
Timeframe	July of 2022	
Task Lead	Town Planning	
Resources	FY23	Total
Consulting Services	TBD	TBD
Town Planning Director	TBD	TBD
Town Com. Dev. Director	TBD	TBD
Town Planning	TBD	TBD
Housing Department	TBD	TBD

Task: Upon completion of Phase 1: Data Collection and Review, Council will determine the appropriate next step. Staff have described below four (4) possible alternatives that could be considered by Council upon completion of Phase 1.

- **Alternative 2a: Review of the Amount, Location and Type of Lodging**
 - Scope: This alternative would be similar to the initiative undertaken by the Town in 2012-13 as described above which looked at the desired location of and type of lodging in the community based upon a lodging overlay district.
 - Outcomes: Potential outcomes of this effort would be changes to the current lodging overlay boundaries and types of lodging uses allowed therein
 - Timeframe: 12 months as this would include a public process with a lot of public engagement
- **Alternative 2b: Amendments to the LDRs based upon the current lodging overlay and current allowed uses**
 - Scope: Consideration of potential LDR amendments within the current lodging overlay boundary (no changes) to address issues identified during review of development over the past 10 years and consistency with the Comprehensive Plan including but not limited to:
 - Size of individual units, buildings and facilities
 - Mix of lodging types, i.e., short term rental and conventional lodging, timeshare, fractional, etc.
 - Outcomes: Potential outcomes of this effort would be amendments to the current LDRs
 - Timeframe: 6 months, including public hearing process at Planning Commission and Town Council
- **Alternative 2c: Amendment to the Comprehensive Plan regarding Lodging and LDR amendments**
 - Scope: Consider what role lodging should play in the community town and/or town/county different from what is currently envisioned
 - Outcomes: Possible amendment to the Comprehensive Plan
 - Timeframe: 12-18 months, including a Comprehensive Plan and LDR amendments as this would include a public process with a lot of public engagement and joint consideration by the Town and County
- **Alternative 2d: No further action taken at this time, continue to monitor lodging development only**
 - Scope: Retain current Comprehensive Plan and LDRs
 - Outcomes: Continued monitoring
 - Timeframe: 2 months, no public involvement

Status: This task is scheduled to begin once Phase I is completed.

Future Tasks

Comp Plan Strategies:

4.2.S.5: Review the Lodging Overlay boundary and associated regulations and incentives to determine the desired location, type and size of lodging.

Future Tasks

ITP Transportation Demand Management Plan

Progress	0%
Timeframe	To be determined
Task Lead	Regional Transportation Planning Administrator
Resources	To be determined

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

Task: 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. Upon completion of the regional park 'n ride study it should be considered along with the Town downtown (including paid parking) and residential parking studies to coordinate next steps and implementation.

Status: The managed parking programs completed by Town for residential and downtown areas are the first phase of the TDM program. The next phase will develop TDM strategies tailored to commuters, new development, residents and visitors integrated with the downtown and residential work already completed. This work will be reviewed with the recently filled Regional Transportation Planning Administrator's workplan.

Town Natural Resource LDRs

Progress	0%
Timeframe	After completion of County Natural Resource LDRs
Task Lead	Long-Range Planning
Resources	To be determined

Task: 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.

Status: This task will begin when the County Natural Resource Regulations have been completed. It may alternatively be addressed through corridor plans and water resource protections.

Future Tasks

Comp Plan Strategies:

- 1.1.S.3: Establish a monitoring system for assessing the impacts of growth and development on wildlife and natural resources. Implement actions in response to what is learned to provide better habitat and movement corridor protection.
- 1.1.S.4: Evaluate and amend wildlife protection standards for development density, intensity, location, clustering, permeability and wildlife-human conflict.
- 1.1.S.5: Evaluate mitigation standards for impacts to critical habitat and habitat connections and update as needed.
- 1.1.S.6: Identify areas for appropriate ecological restoration efforts.
- 1.2.S.1: Evaluate and update natural resource protection standards for waterbodies, wetlands and riparian areas.
- 1.2.S.2: Evaluate and update surface water filtration standards, focusing on developed areas near important waterbodies.
- 4.4.S.5: Develop a Flat Creek Corridor Overlay to addresses the ecological, recreational, and aesthetic values of the corridor, while respecting the existing uses and/or property rights along the corridor.

Joint Local Connectors Capital Project Group 4/Concept Design Northern South Park East-West Connector

Future Tasks

<i>Progress</i>	0%
<i>Timeframe</i>	Now – January 2024
<i>Task Lead</i>	Long-Range Planning
<i>Resources</i>	To be determined

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

Task: 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.

Status: Transportation planning and modeling work has been completed as part of Neighborhood Plan for Northern South Park. The East West Connector will be dependent upon the phasing of the buildout of the planning area and obtaining necessary easements.

County & Town Business Park Zoning

Progress	0%
Timeframe	To be determined
Task Lead	Long-Range Planning
Resources	To be determined

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

Status: This Task could begin after the Aspens zoning updates are completed.

Comp Plan Strategies:

- 3.2.S.1: Update zoning and land development regulations within Complete Neighborhoods to achieve the desired character for Complete Neighborhoods as established in Character Districts
- 3.2.S.2: Identify locations for locally-oriented and visitor-oriented nonresidential uses within Complete Neighborhoods based on the Character Districts.
- 3.2.S.3: Update land development regulations for nonresidential areas within Complete Neighborhoods to encourage ground floor vitality and flexible mixed use.
- 3.2.S.5: Evaluate and update regulations in Complete Neighborhoods to allow and promote the appropriate variety of housing types identified through the Character Districts.
- 3.2.S.6: Evaluate and update design regulations to encourage quality public space.
- 6.2.S.3: Maintain locations for light industry, and evaluate and update regulations relating to live-work light industry opportunities.
- 6.3.S.2: Evaluate and update land use regulations to foster a positive atmosphere and attract appropriate types of business to the community. Promote the types of uses that provide middle income jobs and promote entrepreneurship.

Progress	0%
Timeframe	To be determined
Task Lead	County Public Works
Resources	To be determined

Task: 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. Updating the County road standards and LDRs would require more time and probably some public outreach and coordinated planning and would probably cost accordingly more.

Status: This Task was identified as a priority task by the Transportation Advisory Committee upon the hiring of a Transportation Director.

Comp Plan Strategies:

7.2.S.1: Develop a Countywide Integrated Transportation Plan

7.2.S.5: Discuss with neighboring jurisdictions and State and Federal officials the costs and benefits of funding sources and planning options, such as a Regional Transportation Authority.

7.3.S.2: Consider specific provisions for current planning review to require alternative transportation components in new development.

Completed Work Plan Tasks

The following section includes is a list of the implementation work completed or substantially completed since Comp Plan adoption in 2012 to date.

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
Joint Comprehensive Plan Review (GMP)	November 2020	Policy 9.1.a and 9.1.d
LDR Cleanup	July 2020	3.3.S.2, 3.3.S.3
Hog Island Zoning Update	March 2022	
Wildlife Friendly Fencing Update	November 2021	1.1.S.4

Comprehensive Plan Administration		
2012 Work Plan	June 2012	Principle 9.2
2013 Indicator Report & Work Plan	May 2013	Principle 9.2
Standardize Data Collection	70% 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
2020 Indicator Report & Work Plan	April 2020	Principle 9.2
2021 Indicator Report & Work Plan	May 2021	Principle 9.2
2022 Indicator Report & FY 23 Work Plan	April 2022	Principle 9.2
Joint Comprehensive Plan Review (GMP)	November 2020	Policy 9.1.a and 9.1.d
Joint Public Engagement	Continuous	3.3.S.1
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	7.2.S.6
Downtown Parking Study	July 2019	4.1.S.1, 4.1.S.2, 5.4.S.3, 7.3.S.1
ITP Technical Update	December 2020	7.1.S.1, 7.1.S.4, 7.1.S.6, 7.1.S.8, 7.1.S.9
ITP Transportation Lead	February 2022	
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
2019 Housing Supply Plan	April 2019	5.4.S.1
2020 Housing Supply Plan	January 2020	5.4.S.1



BOARD OF COUNTY
COMMISSIONERS TOWN COUNCIL

JOINT INFORMATION MEETING AGENDA DOCUMENTATION

SUBMITTING DEPARTMENT: Parks and Recreation

PRESENTER: Steve Ashworth

MEETING DATE: April 25, 2022

SUBJECT: Authorization of Funding for the Recreation Center Renovation/Expansion Project & Approval of Guaranteed Maximum Price for Construction

STATEMENT/PURPOSE

Authorization of Funding and Award of scope of work for Guaranteed Maximum Price Contract for the Recreation Center Renovation/Expansion Project.

BACKGROUND/ALTERNATIVES

In 2019 the voters of Teton County and Town of Jackson approved a SPET measure to renovate and expand the Recreation Center. The ballot language is as follows:

\$22,000,000 for designing, planning, engineering, construction and equipping the renovation and expansion of the Teton County/Jackson Recreation Center. The renovation and expansion include an additional gymnasium, indoor walking/jogging track, indoor climbing gym, wellness and fitness opportunities, outdoor aquatics splash pad, general youth-to-senior recreation amenities, associated building infrastructure, King Street extension, storm water management systems, and associated site parking, multimodal circulation, and landscaping. Any unexpended funds, including any unused contingency funds, shall be placed into a designated account, the principal and interest of which shall be used for operations and maintenance of the Teton County/Jackson Recreation Center. This project is sponsored by Teton County.

The Board of County Commissioners approved the award of proposal to GE Johnson Construction on May 4, 2021. Wyoming statutes allow for the use of alternative design and construction delivery methods, which includes the use of a construction manager at risk (CMAR). The Wyoming Statutes define a construction manager at risk as a type of construction management delivery in which the construction manager at risk is an advocate for the public entity as determined by the contracts through the preconstruction phase of the project. In the construction phase of a public work, the construction manager at risk is responsible for all project subcontracts and purchase orders and may conduct all or a portion of the public work. Under this delivery method, the construction manager at risk is responsible for providing a Guaranteed Maximum Price (GMP) for the public work to the public entity prior to commencing the public work. In November of 2021 staff received direction and unanimous schematic design approval by the Jackson Town Council and Board of County Commissioners. The direction authorized staff and the design team to proceed with the project to 100% construction documents and solicitation of formal bidding. In the development of the formal bid documents, staff and the design team explored many cost saving and value engineering alternatives. This process has been captured in the cost study log included as an attachment in the staff report. Staff has also completed all entitlement requirements by the Town of Jackson and has received formal planning approval of the project.

The bid documents for the project were formally advertised and solicited in order for the Construction Manager at Risk (CMAR) to present a Guaranteed Maximum Price (GMP) to the public entity contracting for the public work. Bids were publicly opened by GE Johnson Construction on Tuesday April 5th at 1:00 PM MST. Representatives of Teton County, and Wember Owners Representatives were present, and the bid openings were streamed live for contractors.

GE Johnson Construction has assembled the bid results and has provided a Guaranteed Maximum Price (GMP) proposal for consideration. The CMAR contract with GE Johnson approved in September 2021 provided \$35,000 to GE Johnson for preconstruction phase services. The CMAR contract also agreed to a construction manager's fee of \$699,554.00 plus 2.25% of the total cost of the work, which is included within the GMP. The Owner (Teton County is the designated Owner within the CMAR contract) must accept the GMP presented by the CMAR (GE Johnson) before any construction may

commence. Because both the Town of Jackson and Teton County are contributing to the costs of the project above the amount allocated from the SPET ballot, the GMP is being brought today to both the Town of Jackson and Teton County to review. This is with the understanding that the official acceptance of the GMP is done by Teton County, as the owner. The GMP proposal is valid for 30 days from date of issuance. If the Owner and the CMAR do not reach an agreement on the GMP, the Owner may terminate the CMAR contract upon not less than seven days' written notice to the CMAR. The CMAR does retain any funds provided during the preconstruction phase, in this case \$35,000.

Utilizing the cost study log, staff and the design team have identified several add alternate and deduct alternate items to provide value options for award consideration. There are six (6) alternate items in the Base Bid:

- McQuay HVAC Replacement
- Splash Pad and associated plaza/landscape
- Extension of the elevator to the roof for maintenance access
- Synthetic sports court between addition and Davey Jackson Elementary School
- Asphalt paved multi-modal separated pathway along King Street Extension
- Second floor mezzanine boulder walls

In addition to the base bid alternates, the project team is currently pricing, through competitive bidding, seven (7) additional enhancement items. Most of these items have outside funding associated with them or Energy Mitigation Fund consideration. The projects will be brought back to the elected officials for consideration at a future date. The enhancement items currently being bid are:

- Rotunda building envelope renovation (EMP Revenue Consideration)
- Aquatic area lighting renovation (EMP Revenue Consideration)
- Community Shower Building (State of Wyoming Grant Funding Consideration)
- Existing Gym HVAC Renovation and enhancements
- Facility monument sign
- Recycling pad and covered shelter (ISWR Enterprise Fund and 2019 SPET Consideration)
- PV Solar Panel System (EMP Revenue Consideration)

COMPREHENSIVE PLAN ALIGNMENT

The project as presented aligns with the following values of the Teton County/Jackson Comprehensive Plan:

Value 1- Climate Sustainability: The project has been designed to meet and exceed energy building standards. The project has incorporated electric appliances and systems within the both the new and existing facility to reduce overall carbon footprint and accommodate photovoltaic panel systems that would supply onsite the energy use for most of the expanded facility. In addition, the project includes the ongoing effort to improve water quality in the Town through the enhancement to the Cache Creek Tube and storm water treatment facilities. Lastly, the project formalizes the communities' commitment to recycling by incorporating a permanent recycling facility for Integrated Solid Waste and Recycling.

Value 3- Quality of Life: The project, as does all the services within the department serves as a crucial component to the quality of life of the community through providing recreational, social service and health enhancement facilities and programs to the community. The project supports and expands collaborative initiatives with community partners promoting healthy activities and lifestyles, mental health through social engagement, and a facility resource for food insecurity. The project site has incorporated the extension of King Street providing redundancy to the transportation systems, the inclusion of multi modal pathway systems linking the town bike system to the north pathway system, and the inclusion of bike parking public transit access.

STAKEHOLDER ANALYSIS

Utilizing the cost study log, staff and the design team have identified several add alternate and deduct alternate items to provide value options for award consideration. There are six (6) alternate items in the Base Bid:

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- Splash Pad and associated plaza/landscape
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In addition to the base bid alternates, the project team is currently pricing, through competitive bidding, seven (7) additional enhancement items. Most of these items have outside funding associated with them or Energy Mitigation Fund consideration. The projects will be brought back to the elected officials for consideration at a future date. The enhancement items currently being bid are:

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- Existing Gym HVAC Renovation and enhancements
- Facility monument sign
- Recycling pad and covered shelter (ISWR Enterprise Fund and 2019 SPET Consideration)
- PV Solar Panel System (EMP Revenue Consideration)

FISCAL IMPACT

The Guaranteed Maximum Price for the project with GE Johnson Construction for the base bid is \$33,663,002. The current approved and allocated funds for the project is \$22,547,290. Additional funds are being requested from Teton County in the amount of \$7,957,606.25 from the County General Fund and \$1,080,000 from the Energy Mitigation Fund. Additional funds are being requested from the Town of Jackson in the amount of \$6,510,768.75 from the General Fund, \$463,543 from the appropriate restricted utility funds, \$325,000 from the 2010 King Street Extension SPET Fund, and \$129,000 from the Storm Water Treatment DEQ-319 Grant. Additional funds are required due to an increase of project scope and substantial construction escalation since 2019.

Scope Increase- The total dollar amount of scope increase is approximately \$5,855,000. \$2,440,000 is associated with an increase in size and scale of the indoor climbing facility which reflects a square footage increase of 3,250. \$463,543 is the addition of water, sewer and storm drainage work added to the King Street extension portion of the project. \$1,080,000 is energy upgrade features to both new and existing HVAC systems to reduce overall carbon footprint of the building and reduce operational cost. Energy improvements are proposed to be funded utilizing the Teton County Energy Mitigation Fund. Lastly, \$1,900,000 is for the addition of circulation, storage and lobby space due to the redesign of the building. The building redesign was determined to be the most cost-effective means of construction due to the challenges of integrated the old and new facilities.

Construction Escalation- The total dollar amount associated with construction escalation is approximately \$8,200,000. In the development of the cost estimated for the project in 2019, staff utilized existing contracted construction cost of \$371/sf with an escalator of 20%, which was \$465/SF. As a result of the 2020-22 pandemic, supply chain challenges and 40-year high inflation, the project realized an approximate 25% increase through November of 2021 bringing the square footage cost to \$623/SF. In the last five months the construction industry has seen additional escalation in cost by another 11% bringing the formal bid cost of the project to \$703/SF.

STAFF IMPACT

The project is scheduled to begin June 1, 2022. Existing staff offices are scheduled to be modified, and plans are in place to relocate staff within the current multi-purpose room at the existing recreation center. Front desk operations will be set up in a temporary fashion within the current aquatic lobby area. Apart from short or intermittent closures, the recreation center aquatic facility and gymnasium will remain open and accessible to the public throughout the construction period. The proposed construction timeline will extend to December of 2024.

RECOMMENDATION

Staff recommends award of Guaranteed Maximum Price to GE Johnson for the base bid project inclusive of the following alternates: splash pad, extension of elevator to roof, synthetic play court, paved multi-modal pathway, and facility monument sign in the amount of \$33,663,002.

Background.

Working with the Contractor, we feel there remain opportunities to continue value engineering in the following areas:

- Utilization of a hydraulic elevator
- Alternate moisture mitigation application
- Solicit additional and new bids for structural steel

- Explore alternate material and installation application for metal panel siding
- Re-bid polished concrete
- Provide allowance with earthwork sub for keeping re-used materials on site
- Reduce scope of AV/LV/Security scope

The recommended Guaranteed Maximum Price does not reflect any reductions for the above efforts or others. Staff will continue to work with the team to explore options and opportunities to lower the project cost. Any cost savings after the GMP will be returned to the Town and County.

Staff plans to bring back to the Boards a series of enhancement items as listed in the staff report for future consideration along with internal and external funding strategies and sources. Each of the enhancement items are stand-alone projects and are not required for the execution of the base project and the commitment made to the community through the 2019 SPET.

ATTACHMENTS

- GE Johnson Construction CMAR Amendment

SUGGESTED MOTION

Town of Jackson:

Move to support the Guaranteed Maximum Price with GE Johnson Construction, Inc for the Recreation Center Renovation/Expansion Project in the amount not to exceed \$33,663,002 for base bid items and alternate bid items to include Splash pad, extension of the elevator to the roof, synthetic turf play court, asphalt paved multi-modal pathway, and facility monument sign, with the contribution of \$6,510,768.75 from the Town of Jackson General Fund, \$463,543 from the appropriate restricted utility funds, \$325,000 from the 2010 King Street Extension SPET Fund, and \$129,000 from the Town of Jackson Public Works Storm Water Treatment DEQ-319 Grant.

Teton County:

Move to approve the Guaranteed Maximum Price Agreement with GE Johnson Construction, Inc. for the Recreation Center Renovation/Expansion Project in the amount not to exceed \$33,663,002 for base bid items and alternate bid items to include Splash pad, extension of the elevator to the roof, synthetic turf play court, asphalt paved multi-modal pathway, and facility monument sign, with the contribution of \$7,957,606.25 from the Teton County General Fund and \$1,080,000 from the Teton County Energy Mitigation Fund.