

**AGENDA**  
**Planning and Zoning Commission**  
**October 16, 2024 – REGULAR MEETING**  
**5:30 PM**

The New Business items have been placed on the agenda in the order they were received. Please note that at 8:00 p.m., the Commission will evaluate the remainder of the agenda to determine if time constraints will permit the full agenda to be heard at this meeting. All items not heard at this meeting will be postponed to the next regularly scheduled PC/BOA meeting.

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

**PLEASE SILENCE ALL ELECTRONIC DEVICES DURING THE MEETING**

**1. ZOOM LINK FOR PUBLIC PARTICIPATION**

The Town reserves the right to close Public Comment via Zoom at any time. In-person comment will continue to be taken and written comments can always be submitted to the Planning Department at [planning@jacksonwy.gov](mailto:planning@jacksonwy.gov).

I. To join, click link or copy it to your browser: <https://us02web.zoom.us/j/88084233725?pwd=PLP4n9abTMgML7rL80M657cQuRbOEp.1>

Or join at zoom.com with Webinar ID: **880 8423 3725** and Password: **83001**

2. CALL TO ORDER
3. ROLL CALL
4. MATTERS FROM THE PUBLIC
5. APPROVAL OF MINUTES
  - I. September 18, 2024 Regular Meeting
6. OLD BUSINESS
7. NEW BUSINESS
8. BOARD OF ADJUSTMENT
9. PLANNING COMMISSION
  - I. P24-130 Karns Meadow CUP (Tyler Valentine)
10. AGENDA FOLLOWUP
11. MATTERS FROM THE COMMISSION
12. MATTERS FROM STAFF
13. ADJOURN

**MINUTES**  
**PLANNING AND ZONING COMMISSION**  
**TOWN OF JACKSON, WYOMING**  
**September 18, 2024**  
**UNAPPROVED**

The Planning and Zoning Commission met in a regular session on September 18, 2024, in the Town Council Chambers located at 150 E. Pearl in Jackson, at 5:30 pm. This meeting was held in-person and via Zoom.

Upon roll call the following were found to be present:

BOARD: Katie Wilson, Anne Schuler, Abigail Petri, Stephanie Wise, Thomas Smits

STAFF: Paul Anthony, Lynsey Lenamond, Mary Tippetts

**MATTERS FROM THE PUBLIC:** None.

**APPROVAL of MINUTES:**

A motion was made by Anne Schuler and seconded by Abby Petri to approve the August 28, 2024 special meeting minutes. Katie Wilson called for the vote. The vote showed all in favor and the motion carried. A motion was made by Anne Schuler and seconded by Abby Petri to approve the September 4, 2024 regular meeting minutes. Katie Wilson called for the vote. The vote showed 4-0 with Thomas Smits abstaining and the motion carried.

**PLANNING COMMISSION:**

**PM24-004 Large Building Design**

**STAFF PRESENTATION:** Paul Anthony

Staff reviewed the item's progress at the last meeting. He reminded Commission where they were on the discussion of maximum building size.

**PUBLIC COMMENT:** James Lemkemeier made comment regarding short term rentals.

**COMMISSION DISCUSSION:**

Commission discussed their feelings on parking being included in max size and what difference there should be in the downtown area. Commission unanimously agrees that the use is not important. Commission is split on max size. Three are in favor of a 75k habitable max size, and 2 are in favor of a 40-50k max size.

Thomas Smits left the meeting at 6:10 pm.

All agree that below ground circulation is okay, above ground is not. Definition of a hotel is a moot point if use is not important. Commission feels 1500sf for short term rentals is appropriate and that hotels should not be incentivized with a 10sf bonus. Commission feels that using the sketch plan threshold should be used as the trigger for CUPs. Commission feels the CUP requirements should



apply in the highway corridor. Regarding max façade length, Commission agrees to downtown 200 ft, and on corner lots 300 ft, in highway corridor 250 ft and 400 ft for corners. Commission supports the 2 for 1 bonus being subject to the max building size and an onsite requirement.

Commission requests that a note be included to Council that they would like a deeper look into the Future Potential Action list, and that the bigger picture be looked at.

**MOTION:**

A motion was made by Abby Petri and seconded by Anne Schuler to recommend approval to the Town Council of LDR Text Amendment PM24-004 based upon the findings presented in the staff report, the departmental reviews, Planning Commission's recommendations at this meeting, and subject to this staff report dated September 18, 2024. Katie Wilson called for the vote. The vote showed all in favor and the motion carried.

**MATTERS FROM COMMISSION:** None.

**MATTERS FROM STAFF:**

Staff has done Pre App meetings regarding the Pearl St. Bagel block for a mixed use building. They are also still in the Pre App process on the 6 blocks across the street. They have received a Pre App from Mogul Capital. Staff is also in Pre App on the Justice Center. The Virginian project has gone to the DRC but BCC and Council are still deciding how many units it will be.

**Adjourn:** A motion was made by Anne Schuler and seconded by Abby Petri to adjourn the meeting. Katie Wilson called for the vote. The vote showed all in favor and the motion carried. The meeting adjourned at 7:06 pm.

minutes:ll

# STAFF REPORT



|                               |                                                                                                                             |                        |                     |
|-------------------------------|-----------------------------------------------------------------------------------------------------------------------------|------------------------|---------------------|
| <b>Meeting Date:</b>          | October 16, 2024                                                                                                            | <b>Meeting Title:</b>  | Planning Commission |
| <b>Submitting Department:</b> | Planning Department                                                                                                         | <b>Presenter:</b>      | Tyler Valentine     |
| <b>Agenda Item:</b>           | Conditional Use Permit for the Karns Meadow Master Plan to allow Outdoor Recreation uses within Karns Meadow Park (P24-130) | <b>Public Comment:</b> | Yes                 |

## Purpose & Policy Considerations.

A Conditional Use Permit (CUP) is required in the Public/Semi-Public (P/SP) and Park & Open Space (P) zoning districts by the Town of Jackson Land Development Regulations (LDRs) for “Outdoor Recreation” uses. The proposed project, which includes a one+ mile loop pathway, parking lot, public restroom, recreational lawn, and picnic shelter, are considered Outdoor Recreation uses (i.e., a public park).

## Requested Action.

The applicant, Teton County Parks & Recreation (TCP&R), is requesting approval of a CUP for the Karns Meadow Master Plan to allow Outdoor Recreation uses within Karns Meadow Park, which consists of six tracts of land owned by the Town of Jackson (Tracts 1-6), and one tract owned by Jackson Hole Land Trust (Tract 8).

## Recommendation.

The Planning Director recommends **approval** of CUP P24-130 for the Karns Meadow Master Plan to allow Outdoor Recreation uses within Karns Meadow Park, subject to the departmental reviews attached hereto and the following conditions:

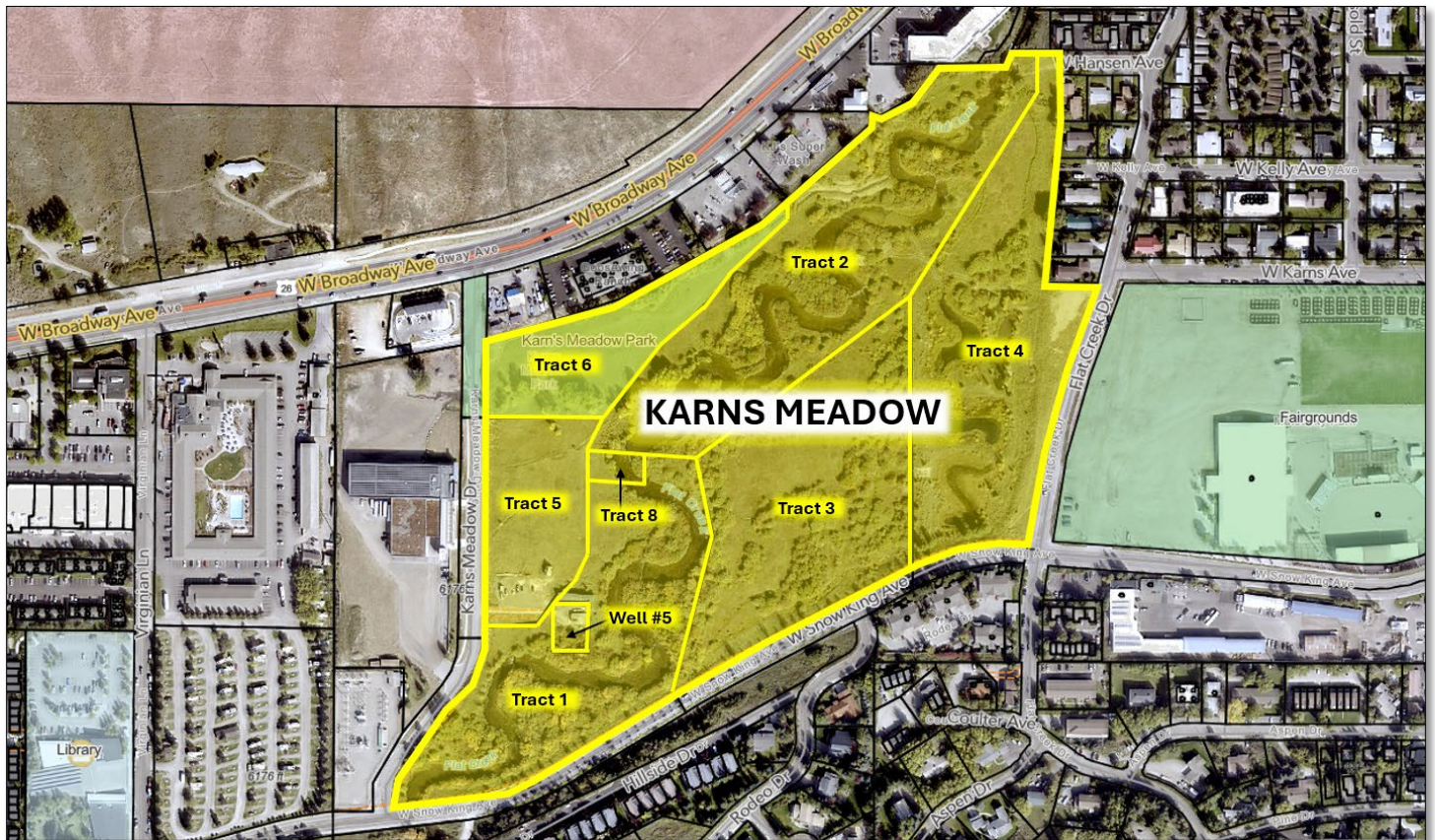
1. A 2:1 mitigation plan will be required at the time of physical development permit submittal. The mitigation plan shall address and summarize the disturbance areas, the mitigation goals and details, proposed fencing, proposed irrigation, proposed weed control, a summary of costs, and a monitoring program. All mitigation work shall be completed within 1 year of completing the project and be satisfactorily inspected by the Town. Prior to the Town’s inspection, the EA Consultant shall conduct a site inspection of the 2:1 mitigation and provide a written summary to the Town.
2. Prior to Town Council review, the applicant shall revise the site plan to accurately depict the dimensions of the NL-3 zoned portion of Tract 4.
3. Prior to Town Council review, the applicant shall demonstrate the final amount and location(s) of bike parking in accordance with the LDRs.
4. Prior to Town Council review, the signage plan shall be updated to identify all locations and content of signage that address nighttime and winter closures and the prohibition of camping and dogs.
5. Prior to Town Council review, the applicant shall clarify the construction season for Tracks 5 & 6.

## Key Policy Questions.

1. Does the Planning Commission have a desire to incorporate any of the eight recommendations provided by the Environmental Analysis consultant as requirements?
2. Does the Planning Commission find that the proposed recreational turf lawn fits into the intent for Karns Meadow to be a “Natural Park” as defined by the conservation easements?
3. Should special events be prohibited in Karns Meadow Park?
4. Should the Town take a more proactive approach to enforcing the rules of the park (i.e., illegal parking, camping, dogs, etc.)?

### Project Location.

The subject property, Karns Meadow, consists of Tracts 1-6 & Tract 8. An aerial photo and zoning map are shown below:



### Background/Project Description.

#### Background:

During the summer of 2003, representatives from the Town of Jackson and the Karns family began discussions and negotiations for the purchase/sale of an approximately 42-acre tract of land known as “Karns Meadow”. To assist the Town financially and to secure the property for public use in perpetuity, the parties partnered with the Jackson Hole Land Trust (Land Trust) to protect the property with a conservation easement. In short, the intention behind the conservation easements is for Karns Meadow to be a “Natural Park” providing limited park amenities that will enhance public access while preserving the natural resources of the property. To allow the Town to purchase the property over time (from 2003 to 2008), Karns Meadow was split into seven parcels: six Town-owned parcels (Tracts 1-6) and one Trust-owned parcel (Tract 8). The splitting of the parcels also allowed for slightly different uses in the various tracts based on their location, ecological value, and unique characteristics.

Fast-forward to 2022, the Council added the Karns Meadow Master Plan (master plan) to their work plan as a priority project which would involve a rezone for Karns Meadow, an Environmental Analysis (EA), and CUP. The Council’s first direction to staff, which came out of the October 17, 2022, workshop, was to move forward on a rezoning application for all Karns Meadow tracts because the zoning at that time, Neighborhood Low Density-1 (NL-1), was inconsistent with the conservation easement. Zoning Map Amendment P23-079 was later approved

on July 17, 2023, which rezoned Tracts 1-3, 6 & 8 to Park & Open Space (P), Tract 4 to P and Neighborhood Low Density-3 (24,000 sf portion along Flat Creek Drive), and Tract 5 to Public/Semi-Public (P/SP).

At the October 17, 2022, workshop the Council also directed staff to move forward with Public Engagement Alternative Number One (one of several alternatives for the master plan) and present three draft site plans from 2003, 2014 & 2016 to the public for input. Public Engagement Alternative Number One included the following specific improvements from those site plans to be analyzed as part of the master plan: A perimeter non-motorized loop pathway, picnic shelter, public restroom, and parking lot. The master plan would be presented to the Council through a separate CUP process which is the purpose of this item.

In 2023, an EA (P23-006) was submitted which was required according to LDR Section 8.2.2.B. because the proposed Karns Meadow Park is located within the Natural Resource Overlay (NRO). Town staff reviewed and completed the EA and found it to comply with the LDRs subject to a condition related to 2:1 mitigation and a habitat enhancement plan. The EA approval letter and the final updated EA & Development Impact Assessment are attached to this staff report. In addition, the EA consultant provided eight recommendations that are intended to further reduce impacts on the park, wildlife, and natural resources. The eight recommendations, with staff responses, can be found below under the Environmental Analysis section of the staff report.

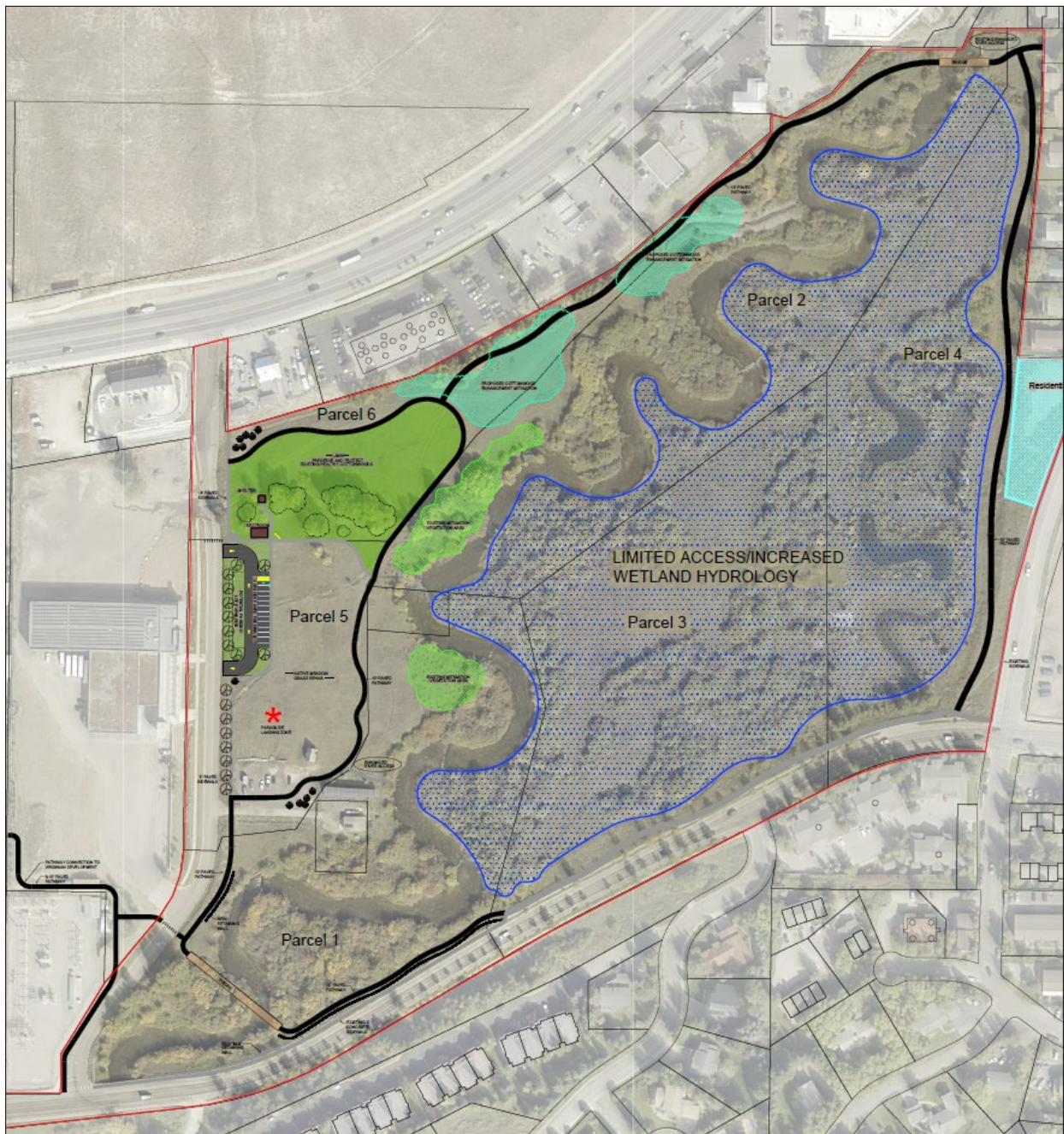
Finally, staff finds it important to emphasize that at the time of purchasing Karns Meadow, the previous Suburban zoning would have allowed the 42 acres to be subdivided into potentially 80-100 single-family home lots. Through the efforts made by the Town, Karns family, and Land Trust roughly 20 years ago, this large area of centrally-located land was conserved in a significant way. Now that the majority of conservation has been achieved, the outstanding effort is to follow through with the intended desire of the Karns family to make this a public park, which is one of the main reasons the Karns family sought to sell the land to the Town.

#### Project Description:

The applicant, TCP&R, is requesting approval of a CUP for the Karns Meadow Master Plan to allow Outdoor Recreation use (i.e., a public park) within Karns Meadow. The plan calls for new vehicular access from Karns Meadow Drive that includes two new curb cuts, a one-way drive aisle, a 14-space parking lot, and a reserved expansion area that could be later paved to expand the parking lot by 14 more spaces should additional parking be deemed necessary. The parking lot is directly adjacent to park amenities to the north including a picnic shelter, public restroom, and 1.36-acre recreational lawn area. The existing gravel parking lot located south of the new parking lot will be reclaimed to native vegetation.

New 5'-wide sidewalks are proposed along the north half of Karns Meadow Drive that connect to the parking lot and adjacent amenities. The new sidewalks also connect to a proposed 10'-wide, one+ mile paved (asphalt) multi-use loop pathway which mostly borders the outer perimeter boundaries of the park (note - the pathway segments shown on the west side of Karns Meadow Drive adjacent to the START and Lower Valley Energy properties are not part of this application). The multi-use pathway can be accessed by foot or bike from Karns Meadow Drive, Snow King Avenue, and West Hansen Avenue. The multi-use pathway includes two bridges spanning Flat Creek: one located in the northeastern corner of the site near West Hansen Avenue (roughly 90' in length) and the other located in the southwest corner of the site near the intersection of Snow King Drive and Karns Meadow Drive (roughly 190' in length). All amenities and improvements will be ADA-accessible. Finally, the Mercer cabin will be removed from the property but those details are part of a separate application. Below on the following page is a map of Karns Meadow showing the proposed improvements:





Operationally, the park is proposed to be open from dawn to dusk, May 1<sup>st</sup> to November 30<sup>th</sup>, and be closed entirely from December 1<sup>st</sup> to April 30<sup>th</sup> in line with the United States Forest Service winter closure. The applicant is not proposing any lighting or winter uses. The parking lot will not be plowed during the winter and overnight parking will be prohibited during the months it is open for use. The picnic shelter will operate on a first-come-first-serve basis and will not allow reservations for private parties and special events. As proposed, the pathway will be treated like any other pathway in Town allowing both pedestrians and bicyclists, including e-bikes. In addition, dogs will continue to be prohibited in the park (whether on or off leash) per the Municipal Code but will continue to be allowed on the sidewalks along Snow King Avenue & Flat Creek Drive. Camping as well will continue to be prohibited. Equestrian use will be permitted on the property but no improvements for horse trailer parking are proposed due to the proximity to the Rodeo grounds. Finally, the open grassy area southeast

of the new parking lot will function as a paraglide landing zone, but there are no proposed physical changes to this portion of the site.

### Analysis.

Staff has reviewed the proposed physical improvements and use for the subject property, and as conditioned, have found them to be in compliance with the P and P/SP zone standards and consistent with the desired future character described in the 2012 Comprehensive Plan. Because the P and P/SP zones are intended to accommodate a wide variety of public-serving and institutional uses, there are few set dimensional standards to allow for flexibility in providing such uses. In addition, staff finds that the proposed improvements and uses comply with the allowed uses within the conservation easements for each tract and are consistent with a “Natural Park” as defined in the conservation easement. Below is an LDR Compliance table for the P & P/SP zones.

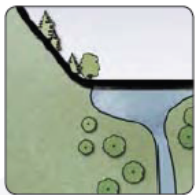
| LDR Compliance             |                         |                         |                                                                                                                  |           |
|----------------------------|-------------------------|-------------------------|------------------------------------------------------------------------------------------------------------------|-----------|
| Standard                   | P/SP                    | P                       | Proposed                                                                                                         | Complies? |
| LSR                        | n/a                     | n/a                     | 0.938                                                                                                            | Yes       |
| Lot Coverage               | n/a                     | n/a                     | 0.001                                                                                                            | Yes       |
| Street Setback (Karns)     | n/a                     | n/a                     | 50' (restroom and shelter)                                                                                       | Yes       |
| Street Setback (Snow King) | n/a                     | n/a                     | +700' (restroom and shelter)                                                                                     | Yes       |
| Side Setback (north)       | n/a                     | n/a                     | +50' (restroom and shelter)                                                                                      | Yes       |
| Side Setback (east)        | n/a                     | n/a                     | +1,000' (restroom and shelter)                                                                                   | Yes       |
| Height                     | n/a                     | n/a                     | 15' (shelter)<br>18'-1" (restroom)                                                                               | Yes       |
| Stories                    | n/a                     | n/a                     | 1                                                                                                                | Yes       |
| FAR                        | n/a                     | n/a                     | n/a                                                                                                              | Yes       |
| Landscaping                | n/a                     | n/a                     | New trees/screening along Karns to screen parking.                                                               | Yes       |
| Fencing                    | n/a                     | n/a                     | None proposed. If proposed, the wildlife-friendly fencing standards apply to NRO.                                | Yes       |
| Exterior Lighting          | Dark Sky Compliant      | Dark Sky Compliant      | No lighting is proposed.                                                                                         | Yes       |
| Flat Creek Setback Buffer  | 50'                     | 50'                     | Varies for the pathway. Pathways are permitted within the creek buffer per LDR Section 5.1.1.D.2.g.              | Yes       |
| Wetland Setback Buffer     | 30'                     | 30'                     | Varies for the pathway. Pathways are permitted within the wetlands buffer per LDR Section 5.1.1.D.2.g.           | Yes       |
| Irrigation Ditch           | 15'                     | 15'                     | n/a                                                                                                              | Yes       |
| Parking                    | Independent Calculation | Independent Calculation | 14 spaces initially. Potentially a total of 28 spaces. Please see the <u>Parking &amp; Access</u> section below. | Yes       |
| Affordable Housing         | Exempt                  | Independent Calculation | No housing is proposed or required. Please see the <u>Affordable Housing</u> section below.                      | Yes       |



## Comprehensive Plan Alignment

Karns Meadow is located within Subarea 4.5 which is a subarea specific to Karns Meadow that speaks to its importance as a wildlife habitat and wildlife movement corridor. The subarea acknowledges that there are desired recreational amenities that were envisioned in the original land exchange and those amenities will need to be carefully balanced with the needs of wildlife. Staff finds that through the original conservation efforts made by the Karns family, Town of Jackson, and Land Trust nearly 20 years ago, which removed the potential for creating anywhere between 80-100 single-family home lots, followed by the EA that analyzed the impacts of the final proposed master plan, the proposed CUP meets the subareas' goals of carefully balancing the needs of wildlife while still achieving the goal of implementing some of the desired recreational amenities that were envisioned in the original land exchange. More details on the EA can be found below under the Environmental Analysis section. Directly below is Subarea 4.5 for reference:

### 4.5: Karns Meadow



Preservation  
Form

This PRESERVATION Subarea should continue to serve as wildlife habitat and a key wildlife movement corridor in the future. Moving forward wildlife needs will need to be carefully balanced with providing the recreational and other amenities envisioned in the original land owners conveyance of the property. The future addition of a street connection through this district will improve connectivity for all modes of transportation and create a separation between the developed and undeveloped portions of the area.



## Consistency with Conservation Easement

Staff finds that the proposed CUP is consistent with the conservation easement, which limits and restricts each tract to certain allowed uses and physical improvements above and beyond the underlying P & P/SP zoning. As stated in the conservation easements, all tracts allow a "Natural Park" and up to a 10'-wide paved pathway for pedestrians and bicyclists and thus the proposed 10'-wide paved pathway, and intention to use all tracts as a "Natural Park", complies with the allowed uses. A "Natural Park" is defined in the conservation easements as follows:

*"The term "Natural Park" shall refer to a public park the use of which is limited to informal and limited public recreation use including fishing, hiking, biking (limited to the pathway reserved in subsection IIIC.2.(a)), cross county skiing, handicapped access, picnicking, and other informal recreational activities not requiring alteration of the existing natural condition of the Property such as kite flying, and playing catch or frisbee" (CE 1-6)*

With regards to the other proposed amenities, the parking lot proposed on Tract 5 (zoned P/SP) is an allowed use, and the public restroom and picnic shelter proposed on Tract 6 are also allowed uses. Staff does question whether the 1.36-acre recreational lawn, which proposes alterations to the natural native grasses to turf lawn, meets the desired intention of a "Natural Park" as defined above. The above definition speaks to allowing informal recreational activities that do not require alteration of the existing natural condition of the property, but staff also understands that the recreational lawn would create a more friendly and accessible space for activities such as picnicking, kite flying, playing catch or frisbee, that are also listed in the definition of a "Natural

Park". Currently, staff is not opposing the recreational lawn and can make the CUP findings with it included in the master plan. Staff, however, has identified the recreational lawn as a key policy question and is seeking the Planning Commission's feedback on whether it should remain, be removed, or be shrunk in size.

### **Parking and Access**

One of the project's main regulatory issues is determining the proper parking requirement. Outdoor Recreation uses require an independent calculation in both P/SP and P zones which puts the burden on the applicant to justify the parking demand specific to the needs of the use. Because there is no specific parking standard for a public park similar to parking standards used for brick-and-mortar businesses such as a restaurant or an office, the applicant considered the anticipated number of daily users of the park based on the demands of existing parks, factored in that a large percentage of users live within walking or biking distance, and considered that Karns Meadow is intended to be used primarily by walkers and bikers and will not be a gathering space for special events and private parties similar to other Town parks. The applicant states that based on these considerations, they do anticipate that the majority of users will access the park on foot or bike, some of whom may use the park as a cut-through, so the parking was intentionally set low to incentivize non-motorized travel to the site. The applicant further states that if parking demand exceeds the provided parking, an additional 14 spaces could be added, for a potential total of 28 spaces.

Based on the factors considered and presented by the applicant, staff finds that 14 spaces are sufficient to meet the park's needs. The proposed master plan is not intended to be used as intensively as other Town parks such as Miller Park or Phil Baux but is rather designed and intended to be a lower intensity "Natural Park" primarily serving walkers and bikers. Staff finds that the proposed parking strikes a good balance of providing parking and access for those who aren't in walking or biking distance, especially those with disabilities, but also doesn't incentivize single-vehicle trips by treating the parking lot as a trailhead similar to the Cache Creek parking lot. Another reason staff supports the proposed parking plan is because the picnic shelter will not be available for reservation for private parties or events which will reduce the potential for larger gatherings and further justifies setting the initial parking amount lower.

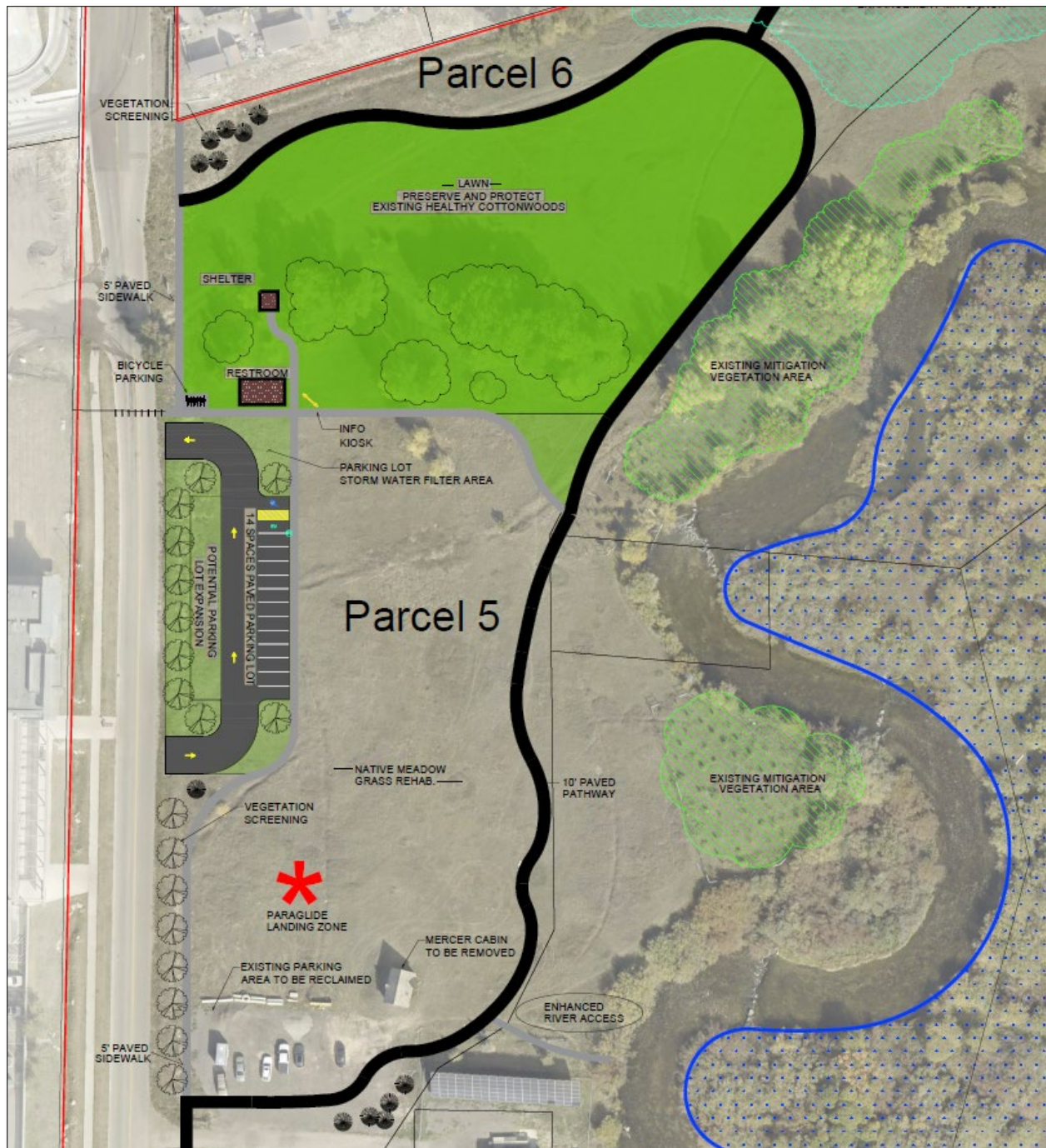
If in the future the parking demand increases to the point where the initial 14 spaces are not sufficient, staff supports the idea of setting aside the expansion area that could add up to 14 more spaces. The EA analysis assumed a disturbance area equal to 24 parking spaces so the additional 14 spaces could be added in the future without the need to amend the EA or master plan because the larger parking lot is being evaluated now (and potentially approved) as part of the current CUP process. One outstanding question is what triggers the need for additional parking, and if deemed necessary, who makes that decision (i.e., staff or Council)? Staff's initial response is that because the conservation easements and zoning allow parking on Tract 5 with no specified minimums or maximums, and because the larger parking lot was analyzed in the EA, staff recommends that TCP&R be permitted to add the future spaces without additional formal approvals per this CUP (i.e., do not need to amend the master plan) but with prior notification to Town officials. Since the future expansion area is relatively small and does not impact the higher-value habitats such as the Willows, Cottonwoods, or wetlands, this further adds to staff's justification for letting TCP&R decide.

Finally, staff finds that the proposed ADA space, four EVSE-capable spaces, and one EVSE-installed space comply with the LDRs. The applicant is proposing bike parking just north of the parking lot, however, the exact amount has not yet been determined but there appear to be 6 bike racks. Similar to vehicle parking, bike parking requires an independent calculation. To ensure adequate bike parking is provided, staff has added a condition of approval requiring the applicant to demonstrate the amount of bike parking prior to Town Council review. In addition, staff recommends that the applicant consider whether bike parking should also be located at other park entrances to accommodate those who desire to bike to the park to walk on the loop pathway, fish, recreate,



etc. Finally, staff supports the overnight parking ban, which is consistent with all Town parks, and supports not plowing the parking lot during the winter consistent with the proposed winter closure. The applicant is aware that proper signage will be needed to ensure the parking lot, and park use in general, is used as intended. Please see the Signage section before for more details on signage.

Below is a closer view of the proposed improvements on Tracts 5 & 6 which include the parking lot, public restroom, picnic shelter, recreational lawn, 5'-wide sidewalk (light gray), and portions of the 10' pathway (black):



### Public Restroom & Picnic Shelter

Staff finds that the proposed public restroom and picnic shelter, both of which are located on Tract 6, comply with the allowed uses in the conservation easements and physical development standards for the P zoning district. As shown in the LDR Compliance table above, the P zone has very few applicable physical development

standards (i.e., no setbacks, no height limits, no FAR max, etc.) but both structures do comply with the 50' Flat Creek setback and 30' wetlands setback. Overall, staff finds that the location of these amenities nearby to the parking lot and road where noise from vehicles already occurs is practical and considerate of impacts on the park. Clustering these amenities close together also reduces the linear amount of sidewalk needed to access both amenities.

The public restroom design is typical of most park restrooms which is comprised of two restrooms and a mechanical room. The dimensions are roughly 14' by 28' and the gabled-roof structure is roughly 18' tall with shed roofs projecting out from both sides. The exterior materials include split-faced CMU, fiber cement panels, and asphalt shingle/corrugated metal roofs. The picnic shelter is also typical of shelters in other Town parks and is most similar to the shelter at Russ Garaman Park (photo below). The proposed gabled-roof wood shelter is comprised of a concrete pad with two day-use picnic tables covered by a 15' tall metal roof structure. As stated by the applicant, the shelter will not be available for reservation but will be available on a first-come-first-serve basis which by default disqualifies it from being used for any special events or private parties. Photos of both structures can be found below:



Staff would like to point out that special event use on Tracts 5 and 6 is permitted according to the conservation easements which means Council could consider approving a special event request within the park, potentially in the proposed recreational lawn area. However, if the Council believes that Karns Meadow is not an appropriate location for special events, then the Council could outright prohibit special events through this CUP as a condition of approval. Ultimately, whether special events should be prohibited or not is a policy decision for the Town Council and it is flagged as a key policy question. At this time, staff is not recommending that special events be prohibited primarily because staff can envision some public interest in using the park for small special events that highlight the wildlife and natural habitat of the park, perhaps for education purposes. The Town would control the size and purpose of any requested special events.

### **Loop Pathway and Bridges**

The physical improvement that takes up the largest amount of space is the 10'-wide paved (asphalt) multi-use loop pathway that generally straddles the perimeter of the park. As previously noted, up to a 10' wide paved pathway is permitted in the conservation easements and zoning. However, neither the conservation easements nor zoning provide standards that dictate where a pathway and associated bridge can or cannot be located. The LDRs do have a 50' Flat Creek buffer setback and a 30' wetlands buffer setback for nearly all physical and site development, but LDR Section 5.1.1.D.2.g exempts pathways and their associated bridge crossings from both buffers.

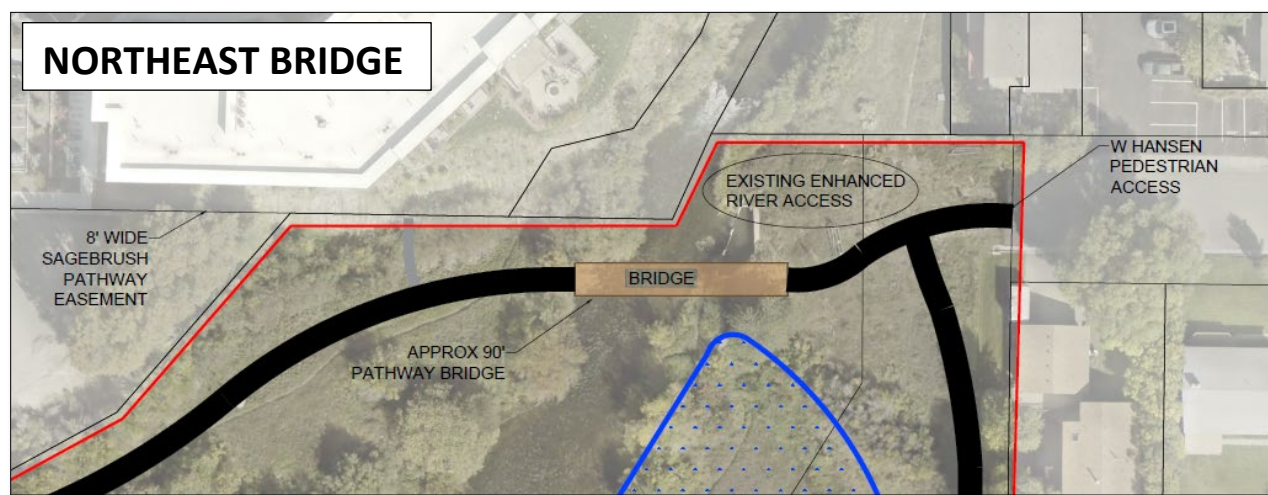
The EA, however, did provide recommendations on the pathway location based on efforts to minimize impacts on wildlife and their habitat. The pathway alignment that resulted from the EA, which is highlighted in the

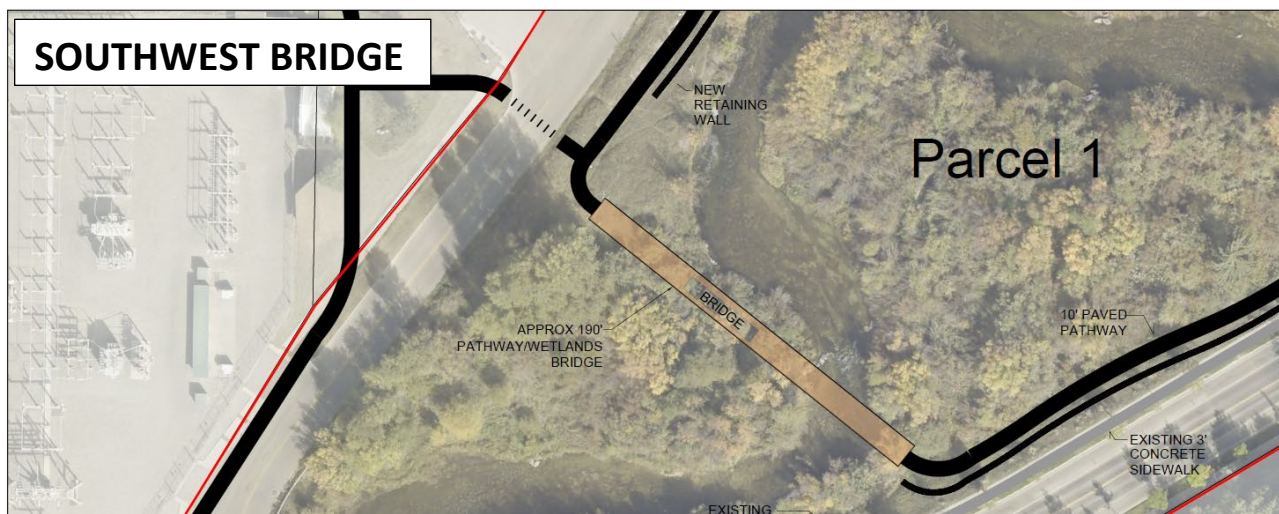


proposed CUP, does seek to avoid the creek setback buffer, the wetland buffer, and higher-value habitat areas such as Willows to the greatest extent possible for a loop pathway. The majority of disturbance occurs in areas with Agricultural Meadows habitat type which are lower in wildlife habitat value. Although the pathway is mostly independent of any existing street sidewalks, there is a +/-1,000 linear foot stretch along Snow King Avenue (starting at Flat Creek Drive) where the pathway merges with the sidewalk. This particular stretch of Snow King Avenue has site challenges due to grade change and so the proposed plan calls for the removal of the existing 4' sidewalk and replacing it with the 10' multi-use pathway. Staff, including Pathways Coordinator Brian Schilling, find that merging the sidewalk and pathway along this section of Snow King Avenue is a logical solution to the grade change and finds that it reduces redundancy and impacts on the park. The final pathway alignment, however, will be field-fitted to ensure its impact does not exceed what was contemplated in the EA, and if possible, be aligned to avoid habitat impacts beyond the EA.

Staff did observe that the proposed site plan does not appear to accurately reflect the dimensions of the NL-3 zoned portion of the park on Tract 4 that was approved as part of the most recent Zoning Map Amendment. Essentially, the actual NL-3 portion is wider than what is drawn and could potentially overlap with the proposed pathway. This portion of Tract 4 has future development rights for single-family home development (i.e., three future NL-3 lots) and to fully understand the extent to which the pathway overlaps these future lots, assuming it does overlap, staff has added a condition of approval requiring the applicant to update the site plan with accurate dimensions prior to Town Council review. Ultimately staff would prefer that the final pathway alignment avoid overlapping with the NL-3 zoned portion to remove any potential for conflicts with future development. However, if they overlap it would not automatically mean that development potential is impacted. At this time, staff is not posing any initial concerns as it relates to the master plan or pathway alignment but is requiring an accurate site plan so that the Town Council, who owns Track 4, is aware of any potential encumbrances on their residential zoned land. Staff has flagged this as a key policy question for the Town Council.

The pathway also includes two Flat Creek bridge crossings: one crossing in the northeast corner of the park and the other bridge crossing in the southwest corner of the park. Similar to the pathway, these bridges are exempt from the creek and wetland buffer setbacks, are permitted in the conservation easements, and thus staff finds that they comply with all applicable regulations. Staff also finds that the bridges allow users a better experience of the park's natural beauty from within the park versus experiencing the park from its perimeter, such as walking along the street. Staff also finds that both bridges help facilitate the goal of having an independent loop pathway system that is less reliant upon existing street sidewalks. Below are two site plan images of both bridges:





From an accessibility standpoint, the park provides various entry points from all adjacent streets making it easy and inviting for public visitation from nearly any direction. Regarding the pathway surface, staff finds that a paved asphalt pathway is not only consistent with the direction of the Town Council but is allowed in the LDRs and conservation easements. Staff finds also that a paved pathway, versus gravel or dirt, will provide access and mobility for the highest variety of users, including those with disabilities or strollers, and provide a level of durability and longevity that dirt or gravel cannot offer. Staff furthermore supports the applicant's proposal to design the pathway to encourage slow speeds for non-pedestrian uses through speed-appropriate horizontal curves, chicanes, and other features. However, the final details of these speed-calming measures will be determined later in conjunction with the physical development permits and in coordination with the Pathways Coordinator.

A final element not yet addressed is the proposed retaining walls, one along Snow King Avenue and one along Karns Meadow Drive both in the southwest corner of the park. The applicant states that retaining walls in these locations are needed due to the change in grade. Staff notes that retaining walls are permitted in the park because they directly serve the allowed pathways. Although the exact height and length of the walls are not yet known, the applicant states that they will not be taller than 4' and will be designed so that wildlife permeability is not significantly impacted. Wyoming Game & Fish flagged this as a potential concern and provided recommendations on the final retaining wall design that include, but aren't limited to, stair-stepping the wall and including breaks in the wall along Snow King Avenue. The applicant has stated they will consider these recommendations and work to incorporate them to the extent possible.

### **Landscaping**

The LDRs exempt P/SP and P zones from landscaping standards. The applicant is proposing to add landscaping along the northern half of Karns Meadow Drive in order to screen the parking lot and provide shade for the new sidewalks. All proposed landscape species will be native and comply with the municipal code's standards surrounding fruit-bearing species. Aside from the required removal of any native vegetation which is addressed in the EA, the applicant states that they do not plan on removing any healthy Cottonwood trees. As a general rule, damaged or diseased trees can be removed from public rights of way and public property provided they follow the standards in chapter 12.24 – Protection and Care of Trees of the municipal code.

### **Signage**

Currently, the LDRs exempt signage in the P & P/SP zones. The location, amount, and type of signage placed in Town parks have traditionally been the responsibility of TCP&R and staff is not proposing that that be changed.



Although a final signage plan has not yet been developed, the applicant states that signage will be placed at the Karns Meadow Drive pedestrian entrance identifying the critical wildlife activity and the management practices that protect the watershed and wildlife corridor. Additional signage will be placed at the Karns Meadow Drive and West Hansen pedestrian entrances restricting dogs per Town ordinance. Staff supports signage at these two pedestrian entrances but signage should also be included at all formal pedestrian entrances to ensure adequate public education/warning on the park rules. At a minimum, signage at all locations should state the park's nighttime/winter closure along with the prohibition of camping and dogs (both on and off leash). Staff has added a condition of approval requiring that the signage plan be updated before Town Council review to identify the locations and content of signage.

Enforcement of park rules, specifically on issues such as illegal street/overnight parking, camping in the park, and the presence of dogs within the park, will be handled similarly to any other Town park. It is common knowledge that dogs are already prohibited in all Town parks yet as an observation, most parks regularly have dogs within them both on and off leash. The topic of whether the Town should change its approach to enforcing the dog laws in parks, or to change the rules to allow dogs in parks, is a larger policy decision for the Town Council. At this time staff is not recommending any change to its current enforcement methods. However, because Karns Meadow is unique from other Town parks due to its ecology and presence of wildlife, staff has flagged this topic of enforcement as a key policy question.

### **Noise / Visual**

Staff finds that from a noise and visual standpoint, the proposed CUP will have negligible impacts on adjacent neighbors. The primary park entrance, which includes the parking lot, public restroom, picnic shelter, and recreational lawn, is located along Karns Meadow Drive which is not adjacent to any residential neighborhoods. Landscaping will also be placed along Karns Meadow Drive to help screen the parking lot and provide shade for the new sidewalks. Perhaps the largest effort made by the applicant to reduce noise and visual impacts is proposing a nighttime closure from dusk to dawn (no lighting) and winter closure from December 1<sup>st</sup> through April 30<sup>th</sup>. These efforts not only reduce impacts on adjacent neighborhoods but also reduce noise and visual impacts during the most critical months for wildlife. Overall, any minor noise and visual impacts will be far less than the noise and visual impacts from the existing roads and traffic adjacent to the park.

### **Environmental Analysis (EA)**

As previously stated, an EA was completed earlier this year (attached) which analyzed the proposed physical improvements and uses that were incorporated into this CUP. Staff reviewed the EA and found that it complied with the standards in LDR Section 5.2.1.E. The purpose of an EA is not to prohibit development or use on a particular piece of land, but rather to ensure development and use minimize impacts on wildlife and their habitats through optimal site design and mitigation of unavoidable impacts where necessary.

Through the EA review process, which involved several alternative design meetings, the master plan evolved and improved to better address wildlife needs and reduce wildlife impacts. The primary example of this is the newly proposed winter and nighttime closure which is a significant effort to minimize impacts on wildlife. Another example is the alignment of the loop pathway seeks to avoid, to the greatest extent possible, the 50' creek setback and 30' wetlands buffer compared to previous versions of the plan. A third example would be the change in the parking configuration from originally being perpendicular to Karns Meadow Drive to now being parallel which is less intrusive on the park.

In total, all proposed improvements are estimated to impact roughly 3.9 of the 42 acres within Karns Meadow. Of that 3.9 acres of impact, 3.41 acres is considered Agricultural Meadow which is the lowest value habitat in

the park. All impacted high-value areas (Ordinal Ranking 3 or higher) will be mitigated at a 2:1 ratio and a habitat enhancement plan will be submitted as part of the physical development permits required to construct the park improvements. The majority of habitat enhancement will occur along the northern boundary which is comprised of denser Willows and this area is important because it serves somewhat as a safe landing zone for wildlife after they have crossed West Broadway from the East Gros Ventre Butte to the north.

The purpose of the CUP is not to re-review or re-evaluate the EA, but rather to confirm whether the CUP is consistent with the EA. As previously stated, staff has found the CUP to be consistent with the EA and there are no obvious changes to the proposed physical development that are necessary based on the conclusions of the EA. Within the final EA analysis, the EA consultant provided eight recommendations for the Town to consider that are aimed at further reducing wildlife impacts. It is staff's understanding that the proposed CUP and master plan comply with the LDR requirements for an EA and habitat mitigation, thus the EA recommendations are provided as supplemental options for the applicant and Town to consider to further reduce potential impacts. Staff provides a response (see below) to each recommendation but does not find that any single recommendation rises to the level of needing to be required but is supportive of the applicant trying to implement many of the recommendations to the degree practical. Requiring the applicant to adhere to any of the eight recommendations is a policy question for the Town Council to consider. The applicant has also provided a response to each recommendation, and they are currently supportive of adhering to recommendation #4 but are not supportive of adhering to the other seven recommendations. Below is Planning staff's response to each of the eight recommendations:

1. EA Consultant Recommendation: Removal of the northern spur pathway as it is duplicative of the sidewalk connection to the circular pathway.

**Staff Response:** *Staff is generally supportive of this recommendation and agrees that the northern spur (specifically the pathway section north of the recreational lawn that branches off from the 10' pathway junction and connects to Karns Meadow Drive) is duplicative. However, staff can still make the CUP findings if this spur remains. Should the Council decide to remove the northern spur, the overall plan will still accomplish the goal of a loop pathway around the park.*

2. EA Consultant Recommendation: Avoid introducing additional grass species by avoiding the installation of a landscaped lawn on Tract 6. Rather than introducing landscaping, the existing grass species could be simply mowed. This would maintain the grass species present and avoid the introduction of species that may not benefit ungulates and other wildlife species as winter forage. Furthermore, the avoidance of a landscaped lawn area would be in line with the Conservation Easement's definition of "Natural Park" which emphasizes "the preservation of the existing natural features" (Conservation Easements Section III.M, Definitions). Lastly, if natural grasses were allowed to grow unmaintained in the late summer/ fall, this would contribute to available winter forage for ungulates.

**Staff Response:** *Staff is generally supportive of this recommendation but also recognizes the potential community need for unprogrammed grassy areas for recreation as stated by the TCP&R Department which has emphasized that. the grass area is an important component of the overall park plan. As such, staff do not find that it must be removed to comply with the LDRs. However, the removal of the turf area would tend to create a more "natural" park character.*

3. EA Consultant Recommendation: The parking lot could be minimized to the smallest number of spaces expected or avoided by utilizing or creating on-street parking along Karns Meadow Drive. As with the meadow, this parking lot should remain closed and unplowed during the winter months.

**Staff Response:** *Staff is generally supportive of this recommendation and finds that the current proposed parking lot of 14 spaces accomplishes this goal. Thus, staff does not deem it necessary to add the recommendation as a condition of approval. Regardless, the Planning Commission and Town Council will have the opportunity to discuss the number of proposed parking as part of this CUP and will have the option to decrease, or increase, the amount of parking. Staff does however agree that the parking lot should remain closed and unplowed during the winter months which is what the applicant is proposing. In addition, staff has not studied the concept of on-street parking along Karns Meadow Drive, nor has Council directed staff to do so. This parking alternative would involve a larger discussion around the future desired use of Karns Meadow Drive and consultation with START to better understand possible operational conflicts with buses. With that being said, staff is open to having that conversation should the Council desire on-street parking.*

4. EA Consultant Recommendation: Field-fit pathway and infrastructure alignment to avoid impacting high-value habitats (e.g. cottonwoods and wetland areas) where possible.

**Staff Response:** *Staff is supportive of this recommendation. This will ensure that certain improvements can be shifted or aligned to avoid high-value habitats that were not identified on the plans but were observed in the field.*

5. EA Consultant Recommendation: Limit special events to a small number of people and have them take place primarily during daylight hours, avoiding dusk and dawn when wildlife species are more likely to be present in the meadow. Furthermore, if party tents are a component of the special event, these should be constructed and removed on the same day as the event. This same-day removal would protect wildlife, particularly ungulate species, from becoming entangled in the tent's rigging.

**Staff Response:** *Staff is generally supportive of this operational recommendation but is not making a recommendation to place specific restrictions on special events at this time. As discussed above, the Council can allow, condition, or prohibit special events as it sees fit and staff is confident that that process can be used to limit special events in the park.*

6. EA Consultant Recommendation: A measure to limit the impact of pathway infrastructure would be to build gravel surface or natural surface (dirt) trails rather than a paved surface pathway. A paved surface would increase run-off into the creek; increase the speed that users travel; increase the area of impact (greater fragmentation/ larger, construction limits of disturbance); and visually be a stark contrast with the surrounding vegetation. In comparison to a paved surface, a gravel or dirt path would slow run-off into the creek, slow the speed of users, have a smaller area of impact; and visually blend into the landscape. However, dirt trails near the waterway have the potential to increase sedimentation into the creek. Limiting sedimentation into the creek could be designed for using best management practices.



Regardless of the surface, maintaining path alignment as far away from the waterway as possible is beneficial to the waterway.

**Staff Response:** *Staff does not find that a gravel/dirt pathway is required to comply with the LDRs and the NRO development standards. In addition, staff is not recommending a gravel or dirt pathway because the original plan presented to the Town Council at their 2022 Workshop showed a paved pathway and the Council directed staff to pursue that plan. With that being said, the Council could decide as part of this CUP that the pathway should be gravel or dirt and staff would not be opposed. Staff does agree that the pathway alignment should be as far away from the waterway and the proposed plan, along with field-fit alignments, seeks to accomplish this goal.*

7. EA Consultant Recommendation: Pathway use by only non-motorized riders (e.g. no e-bikes or motorized scooters) would slow the speed of users and minimize potential human-wildlife conflicts.

**Staff Response:** *Staff is neither recommending nor opposing the idea of prohibiting motorized travel (e.g., e-bikes) in the park. We do not find, however, that doing so is necessary to comply with the LDRs. Doing so would to some degree “disconnect” the park’s pathways from the larger Town-wide pathways system for e-bikers who are a growing portion of our commuters and pathways users. However, the Council could choose to further limit and restrict the pathway to non-motorized users as part of this CUP review process.*

8. EA Consultant Recommendation: The southern bridge and associated habitat fragmentation and vegetation removal could be avoided by maintaining the pathway along the roadway and then building a pathway bridge immediately adjacent to the roadway bridge. In the future when the roadway bridge is replaced, it could be redesigned to be both wildlife-friendly and incorporate a pathway.

**Staff Response:** *Staff does not find that removing the southern bridge is required to comply with the LDRs and the NRO development standards. In addition, staff is not recommending removing the southern bridge because the Town Council, at their 2022 Workshop, directed staff to pursue a loop pathway within the park and the southern bridge is part of the loop pathway system. However, the Council could choose to remove the southern bridge crossing and route park users adjacent to Snow King Drive and Karns Meadow Drive as part of this CUP review process and staff would not be opposed.*

### **Affordable Housing**

No housing is proposed as part of this application. Section 6.3.1.C.13 of the LDRs state that uses in the P/SP zone are exempt from the standards of Division 6.3 Affordable Workforce Housing Standards. However, Outdoor Recreation uses in the P zone require an independent calculation which the applicant has provided. In brief, the applicant states that the proposed uses, maintenance, and operations will not generate any new employees and can be managed by existing staff. Staff agrees with the applicant's conclusion and finds that the proposed improvements and ongoing maintenance/management are minor enough that they do not generate a housing requirement and can be managed without a need to add staffing. Staff would also like to point out that several uses that are exempted from housing in P/SP are not exempted from housing in P which reflects an inconsistency in the regulations. Hypothetically, if Karns Meadow had been zoned 100% P/SP and Outdoor Recreation uses were proposed, the LDRs would automatically exempt the application from affordable housing. Staff has flagged this to be addressed in a future LDR clean-up to ensure there is consistency between the P and P/SP zones as it

relates to affordable housing requirements. However, for the purpose of this request, staff finds that no housing is required.

### **Construction**

The applicant states that construction on Tracks 1-4 & 7 (i.e., pathways and bridges) will be restricted to April through June to reduce impacts on amphibians. However, it is not clear when construction on Tracks 5 & 6 (i.e., the parking lot, public restroom, shelter, and recreational lawn) would occur. Staff has added a condition requiring that the applicant clarify the construction season for Tracks 5 & 6 prior to the Town Council review.

### **Public Comment**

Several community members have provided written and verbal comments on this item. Please see the attached comments.

### **Findings.**

Pursuant to Section 8.4.2.C (Conditional Use Permit Standards) of the Land Development Regulations, the following findings shall be made for the approval of a Conditional Use Permit.

1. *Compatibility with Future Character. The proposed Conditional Use shall be compatible with the desired future character of the area.*

**Complies.** Subarea 4.5 of the Comprehensive Plan essentially states that there needs to be a balance between the desired recreational amenities that were envisioned in the original land exchange and the needs of wildlife. Staff finds that through the original conservation efforts made by the Karns family, Town of Jackson, and Land Trust, followed by the EA that analyzed the impacts of the final master plan, the proposed CUP meets the subareas' goals of carefully balancing the needs of wildlife while still achieving the goal of implementing some of the desired recreational amenities that were envisioned in the original land exchange. Examples of considering the needs of wildlife include the winter and nighttime closure, no lighting, clustering the parking lot, public restroom, shelter, and pathway alignments that seek to avoid the wetlands and Flat Creek buffer setbacks.

2. *Use Standards. The proposed Conditional Use shall comply with the use-specific standards of Division 6.1.*

**Complies.** Staff finds that the proposal is compliant with the standards of Division 6.1. The proposed Outdoor Recreation use is an allowed use within the P & P/SP zoning districts with the approval of a Conditional Use Permit.

3. *Visual Impacts. The design, development, and operation of the proposed Conditional Use shall minimize the visual impact of the proposed use on adjacent lands.*

**Complies.** Staff finds that the proposed design, development, and operation of the CUP will minimize the visual impact on adjacent lands. The majority of improvements are pathways, sidewalks, and a parking lot which are at-grade and create negligible visual impacts. In addition, visual impacts are minimized by locating the park amenities (i.e., parking, public restroom, shelter) off Karns Meadow Drive which is not directly adjacent to any single-family neighborhood. Furthermore, the fact that no lighting is proposed minimizes any nighttime visual impacts on adjacent lands.

4. *Minimizes adverse environmental impact. The development and operation of the proposed Conditional Use shall minimize adverse environmental impacts.*

**Complies.** Staff finds that the proposed CUP minimizes adverse environmental impacts and is consistent with the EA that was completed in 2024 (P23-006). The EA analyzed the proposed physical improvements and uses and staff found that the EA was compliant with the LDRs. It is important to clarify that an EA is not intended to prohibit physical development and/or use, but rather ensure that physical development and/or use are done in a way that minimizes impacts on wildlife. The largest effort made by the applicant to reduce impacts was the nighttime and winter closure from December 1<sup>st</sup> through April 30<sup>th</sup>.

5. *Minimizes adverse impacts from nuisances. The development and operation of the proposed Conditional Use shall minimize adverse impacts from nuisances.*

**Complies.** Staff finds that the proposed CUP will have minimal adverse impacts from nuisances. Because the park will be limited to daytime use only from May 1<sup>st</sup> through November 30<sup>th</sup>, noise impacts will be no greater than the existing noise generated from traffic along the adjacent roadways. Visual impacts are also minimized due to the park's nighttime closure which does not include lighting.

6. *Impact on Public Facilities. The proposed Conditional Use shall not have a significant adverse impact on public facilities and services, including transportation, potable water and wastewater facilities, parks, schools, police, fire, and EMT facilities.*

**Complies.** Staff finds that the proposed CUP will not have significant impacts on public facilities and services. The only minor impacts include the sewer connection for the public restroom and routine lawn maintenance which are typical of other town parks.

7. *Other Relevant Standards/LDRs. The development and operation of the proposed Conditional Use shall comply with all standards imposed on it by all other applicable provisions of the LDRs and all other Town Ordinances.*

**Complies.** Staff finds that the proposed physical improvements and use comply with the provisions of the LDRs and with all other Town Ordinances. The applicant will be required to follow and adhere to all currently adopted codes related to buildings/structures, grading and erosion control, 2:1 mitigation, and other codes related to use which include, but aren't limited to, the Municipal Code.

8. *Previous Approvals. The proposed Conditional Use shall be in substantial conformance with all standards or conditions of any prior applicable permits or approvals*

**Complies.** As conditioned, staff finds that the proposed CUP is in substantial conformance with the EA (P23-006).

#### **Staff Impact.**

The amount of staff time to review, meet with the applicant, research, and write this report including future work to send final letters is roughly 50 hours.

#### **Attachments or Links.**

Applicant Submittal

Department Reviews

Final Updated EA, Development Impact Assessment, and Final Approval Letter  
Public Comment

**Suggested Motion.**

I move to **recommend approval** of Item P24-130 to the Town Council for a Conditional Use Permit for the Karns Meadow Master Plan to allow Outdoor Recreation uses within Karns Meadow Park, based upon the findings and conditions presented in the staff report, the departmental reviews, and subject to this staff report dated October 16, 2024.





**PLANNING PERMIT APPLICATION**  
**Planning & Building Department**

150 E Pearl Ave. | ph: (307) 733-0440  
P.O. Box 1687 | [www.townofjackson.com](http://www.townofjackson.com)  
Jackson, WY 83001

**For Office Use Only**

Fees Paid \_\_\_\_\_ Date & Time Received \_\_\_\_\_  
Application #s \_\_\_\_\_

**Please note:** Applications received after 3 PM will be processed the next business day.

**PROJECT.**

Name/Description: Karns Meadow CUP  
Physical Address: Karns Meadow Park, Karns Meadow Dr. Jackson WY 83001  
Lot, Subdivision: See Attached PIDN: See Attached

**PROPERTY OWNER.**

Name: Town of Jackson Phone: 307-733-3932  
Mailing Address: PO Box 1687, Jackson WY ZIP: 83001  
E-mail: \_\_\_\_\_

**APPLICANT/AGENT.**

Name: Teton County/Jackson Parks and Recreation Phone: 307-732-8485  
Mailing Address: PO 811, Jackson WY ZIP: 83001  
E-mail: mmoran@tetoncountyWY.gov

**DESIGNATED PRIMARY CONTACT.**

\_\_\_\_\_ Property Owner ☒ Applicant/Agent

**TYPE OF APPLICATION.** Please check all that apply; review the type of application at [www.townofjackson/200/Planning](http://www.townofjackson/200/Planning)

**Use Permit**

\_\_\_\_\_ Basic Use  
☒ Conditional Use  
\_\_\_\_\_ Special Use

**Relief from the LDRs**

\_\_\_\_\_ Administrative Adjustment  
\_\_\_\_\_ Variance  
\_\_\_\_\_ Beneficial Use Determination  
\_\_\_\_\_ Appeal of an Admin. Decision

**Physical Development**

\_\_\_\_\_ Sketch Plan  
\_\_\_\_\_ Development Plan  
\_\_\_\_\_ Design Review

**Subdivision/Development Option**

\_\_\_\_\_ Subdivision Plat  
\_\_\_\_\_ Boundary Adjustment (replat)  
\_\_\_\_\_ Boundary Adjustment (no plat)  
\_\_\_\_\_ Development Option Plan

**Interpretations**

\_\_\_\_\_ Formal Interpretation  
\_\_\_\_\_ Zoning Compliance Verification

**Amendments to the LDRs**

\_\_\_\_\_ LDR Text Amendment  
\_\_\_\_\_ Map Amendment

**Miscellaneous**

\_\_\_\_\_ Other: \_\_\_\_\_  
\_\_\_\_\_ Environmental Analysis



**PRE-SUBMITTAL STEPS.** To see if pre-submittal steps apply to you, go to [www.townofjackson.com/200/Planning](http://www.townofjackson.com/200/Planning) and select the relevant application type for requirements. Please submit all required pre-submittal steps with application.

Pre-application Conference #: P23-079 Environmental Analysis #: P23-006  
Original Permit #: \_\_\_\_\_ Date of Neighborhood Meeting: \_\_\_\_\_

**SUBMITTAL REQUIREMENTS.** Please ensure all submittal requirements are included. The Planning Department will not hold or process incomplete applications. Partial or incomplete applications will be returned to the applicant. Go to [www.townofjackson.com/200/Planning](http://www.townofjackson.com/200/Planning) and select the relevant application type for submittal requirements.

Have you attached the following?

- NA **Application Fee.** Fees are cumulative. Go to [www.townofjackson.com/200/Planning](http://www.townofjackson.com/200/Planning) and select the relevant application type for the fees.
- X **Notarized Letter of Authorization.** A notarized letter of consent from the landowner is required if the applicant is not the owner, or if an agent is applying on behalf of the landowner. Please see the Letter of Authorization template at <http://www.townofjackson.com/DocumentCenter/View/845/LetterOfAuthorization-PDF>.
- X **Response to Submittal Requirements.** The submittal requirements can be found on the TOJ website for the specific application. If a pre-application conference is required, the submittal requirements will be provided to applicant at the conference. The submittal requirements are at [www.townofjackson.com/200/Planning](http://www.townofjackson.com/200/Planning) under the relevant application type.

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

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

Signature of Property Owner or Authorized Applicant/Agent

Name Printed

Date

Title

| <b>PID</b>           | <b>Owner</b>            | <b>Lot, Subdivision</b>                                                                                 |
|----------------------|-------------------------|---------------------------------------------------------------------------------------------------------|
| 22-41-16-33-2-00-031 | Town of Jackson         | PT SE1/4NW1/4, SEC 33, TWP 41, RNG 116.                                                                 |
| 22-41-16-33-1-00-033 | Town of Jackson         | T. W1/2NE1/4 & PT. SE1/4NW1/4 SEC. 33, TWP. 41, RNG. 116 KARNS MEADOW TRACT 2 (T-46D)                   |
| 22-41-16-33-1-00-035 | Town of Jackson         | PT. W1/2NE1/4 SEC. 33, TWP. 41, RNG. 116 KARNS MEADOW TRACT 4 (T-46D)                                   |
| 22-41-16-33-1-00-034 | Town of Jackson         | PT. SW1/4NE1/4, PT. SE1/ENW1/4 & PT. NE1/4SW1/4 SEC. 33, TWP. 41, RNG. 116 KARNS MEADOW TRACT 3 (T-46D) |
| 22-41-16-33-2-00-026 | Town of Jackson         | PT. SE1/4NW1/4 & PT. NE1/4SW1/4 SEC. 33, TWP. 41, RNG. 116 KARNS MEADOW TRACT 1 (T-46D)                 |
| 22-41-16-33-2-00-011 | Town of Jackson         | PT. SE1/4NW1/4 & PT. NE1/4SW1/4 SEC. 33, TPW. 41, RNG. 116 (WELL #5)                                    |
| 22-41-16-33-2-00-028 | Town of Jackson         | PT. SE1/ENW1/4 SEC. 33, TWP. 41, RNG. 116 KARNS MEADOW TRACT 5 (T-46D)                                  |
| 22-41-16-33-2-00-027 | Jackson Hole Land Trust | T. SE1/4NW1/4 SEC. 33, TWP. 41, RNG. 116                                                                |

**Jackson Hole Land Trust**

690 S Highway 89, Suite 101  
Jackson WY 83001

PO Box 2897  
Jackson WY, 83001

[info@jhlandtrust.org](mailto:info@jhlandtrust.org)  
307-733-4707

**Town of Jackson**

PO Box 1687  
Jackson WY 83001  
307-733-3932

# Karns Meadow Masterplan Development Conditional Use Permit

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Appendix A – Karns Meadow Conservation Tract Uses

Appendix B – Karns Meadow Park Management and Use Recommendations

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## Introduction/Background

Karns Meadow is a 41-acre parcel of mostly undeveloped land surrounded by single-family residential areas to the south and east, multi-family and commercial areas to the north, and industrial areas to the west. The property surrounds a meandering section of Flat Creek and encompasses eight separate lots, each with a distinct conservation easement held by the Jackson Hole Land Trust. The eight parcels are managed as a single entity and are collectively referred to in this document as “Karns Meadow” or “The Property.”

The Karns family sold the property to the Town of Jackson in six separate parcels from 2003 to 2009 and collaborated with the Jackson Hole Land Trust to establish conservation easements that define the conservation values and permitted uses for each parcel. On December 4th, 2023, the Jackson Town Council approved the Karns Meadow Zoning Map Amendment P23-079 to further align the property zoning with the intentions of the conservation easements.

Originally completed on May 28th, 2019, and preceded by an addendum on July 11th, 2024, an Environmental Analysis was prepared for Teton County Parks and Recreation by EcoConnect Consulting to evaluate the developmental impacts of park amenities in Karns Meadow. The environmental assessment, as required by the Town of Jackson Land Development Regulations, includes the impact assessment of the development of specific park features and park uses outlined in this Conditional Use Permit.

The purchase of Karns Meadow Park by the Town of Jackson and the accompanying conservation easements, specifically tailored for 'Natural Park' uses, highlight the intention to provide limited park amenities that will enhance public access while preserving the natural resources of the property. Since the official purchase of the Karns parcels, several design iterations have been evaluated with a range of recreational and non-recreational uses.

In the Early 2010s Karns Meadow development plans included fishing decks, playground facilities, sand volleyball courts, and a nearly 3.5-acre combined transit center and 100+ space parking facility. While all approved uses in the conservation easements, these amenities were vocally opposed by members of the community and wildlife advocates, establishing a consensus among the public and staff that the range of allowed uses in conservation easements may not go far enough to protect the character and environmental value of Karns Meadow. In the late 2010s, additional design iterations were produced and again, allowed conservation easement uses, such as Nordic skiing, illuminated pathways, and winter usage, were deemed too detrimental to the park’s ecology to be pursued.

The current development plans for the park, outlined in this document, represent the evolution of years of park design iterations that focus on creating low-impact amenities that protect natural resources while providing convenient and safe community access. The general park uses and amenities proposed in this plan were established under the direction of a 2022 town council workshop and have been shaped through design iterations involving Parks and Recreation staff, Town/County Pathways, and feedback from environmental consultants. These design changes, including alterations of pathway

alignments to avoid sensitive wetlands and stream setbacks, as well as restrictions on winter and nighttime usage, demonstrate a concerted effort to balance ecological preservation with the growing community need for accessible recreational spaces.

## Deed Restrictions on Use

Distinct conservation easements held by the Jackson Hole Land trust define the specific uses of the property. The purpose of the conservation easements are to preserve the conservation values “including, but not limited to, the public recreational values of the Property, and to restrict the use of the Property to those uses, that are inconsistent with such values and interests” (CE 1-6). While each individual tract easement varies in allowed uses, all maintain the grantor the right to establish and maintain a “Natural Park” as defined below.

*“The term “Natural Park” shall refer to a public park the use of which is limited to informal and limited public recreation use including fishing, hiking, biking (limited to the pathway reserved in subsection III.C.2.(a)), cross-county skiing, handicapped access, picnicking, and other informal recreational activities not requiring alteration of the existing natural condition of the Property such as kite flying, and playing catch or frisbee” (CE 1-6)*

A summary of the distinct allowed uses of each tract parcel outlined by the conservation easements are provided in **Appendix A**.

## Zoning

Tracts 1, 2, 3, and 6 are currently zoned (P) for Park & Open Space. Tract 4 is a split zone with a 24,000-sf portion of the land adjacent to Flat Creek Drive zoned (NL3) Neighborhood Low Density 3, and the remainder of the parcel zoned (P) Park & Open Space. Tract 5, adjacent to Karns Meadow Drive, is zoned (P/SP) Public/Semi-Public.

## Affordable Housing Standards

Affordable Housing Standards (TOJ LDRs Div 6.3) are exempt for Outdoor Recreation Uses on (P/SP) zones.

Developed Recreation on (P) zones require an independent calculation for affordable housing. Parks and Recreation is requesting an exemption from affordable housing standards due to the following as development and maintenance of Karns Meadow Park do not generate a need for new Parks and Recreation employees, and its operations can be managed by existing staff. The scale of development and operations does not justify a need for affordable housing mitigation.

## Project Description

### Overview

This proposed plan provides improved access to the property in the form of clustered ADA compliant amenities near Karns Meadow Drive including a parking lot, restroom facility, picnic shelter, and 1.36-acre recreational lawn. Around the perimeter of the property, an accessible 1+ mile paved loop,

inclusive of 2 bridges spanning flat creek, provides a unique natural park experience in the densifying urban Midtown Jackson area.

This development plan proposes a winter closure (December 1 – April 30) coinciding with the USFS closure on Snow King ridge to the south of the meadow and restricted in-season park hours of dawn to dusk.

### **Picnic Shelter**

Adjacent to the parking facility on Tract 6 will be a covered picnic shelter containing two day-use picnic tables. As outlined in the Management and Use Recommendations (**Appendix B**), the shelter will not be available for reservation and will be made available for drop-in use only. An ADA-compliant pathway connecting the parking lot to the shelter will be provided.

### **Public Restroom**

A restroom building shall be placed on Tract 6, adjacent to the Tract 5 parking lot. The restroom shall be sized to accommodate park users and will retain an architectural character consistent with the meadow and facilities located on similar Parks and Recreation properties. The restroom will be ADA-compliant, with ADA pathways connecting to the adjacent parking lot.

### **Recreation Lawn**

On Parcel 6, surrounding the picnic shelter and restroom building, the department intends to maintain a 1.36-acre area of landscaped lawn. This area, bordered by the pathway loop to the east, the ADA sidewalk to the south, the Karns Meadow Drive sidewalk to the west, and the northern pathway connector (referred to in the EA as Spur Loop) to the north, will provide an accessible, comfortable space for traditional recreational activities in an otherwise entirely natural state park setting.

Recreational activities are explicitly allowed use outlined in Section C9 of the Tract 6 easement. Removal of existing vegetation “as necessary for the construction and maintenance of the improvements” is also a protected use under the Rights Reserved by Grantor (CE Tract 6).

### **Parking**

Off-street parking will be provided on tract 5 aligned in parallel to Karns Meadow Drive. The off-street parking shall be one-way circulation and provide 13 spaces, and 1 ADA space. Of the 14 total parking spaces, 30% or (4) shall be Electric Vehicle Supply Equipment Capable, and 5% or (1) space shall have Electric Vehicle Supply Equipment Installed. Camping and overnight parking will be prohibited. Parking spaces will not be plowed during the seasonal closure.

The town of Jackson LDRs do not specify minimum required parking spaces for non-programmed recreational areas. It is desired that Karns Meadow serve the residents of the surrounding and growing neighborhoods. There is an expectation that most users will access the park by walking or biking, as seen in several in-town parks. Available parking spaces have been intentionally set low to reinforce the expectation of non-vehicular access the park amenities and to preserve land available for recreation and wildlife. An additional area set aside for a future parking expansion, if needed, will be made available west of the proposed driveway circulator.

Parking will be limited to passenger vehicles and vans. Equestrian use is allowed on the property, however no specific dedicated improvements are made for the use. No horse trailer parking will be developed due to the proximity of the fairgrounds parking.

Dedicated bicycle parking will be provided at the Karns Meadow Drive parking area in accordance with Town regulations.

### **Circulator Pathway**

Explicitly listed as an allowed use in all six conservation easements is the development and maintenance of a paved “combination bicycle, pedestrian, and cross-country ski pathway, not to exceed ten feet” (CE Tract 1-6). Figure 1 outlines the layout of this proposed paved pathway, which is intended to highlight and provide enhanced accessibility to the natural features of the park while preserving the critical ecological features. The proposed location of this pathway was established both through locations identified in the conservation easements (CE Tract 2 & 4) and through on-site alignment adaptations to avoid wetlands. The proposed pathway alignment will avoid delineated wetlands; however, it will cross through the Town of Jackson’s 30-ft wetland buffer and 50-ft stream buffer. Public pathways are a permitted use within stream and wetland buffers (TOJ LDRs 5.1.1.d.2.g).

The proposed pathway will be paved, 10 feet in width, and will be designed to encourage slow speeds for non-pedestrian uses through speed-appropriate horizontal curves, chicanes, and other features as appropriate. A paved pathway, as opposed to gravel, provides an accessible surface for users with mobility aids such as wheelchairs or strollers, and offers additional durability and longevity. In the low wetland topography of Karns Meadow, a paved pathway will provide a low-maintenance alternative that can withstand foot and cycle traffic and varying weather conditions with minimal erosion or displacement concerns.

To avoid redundancy, the existing Snow King Avenue sidewalk to the south of the property, which is currently non-compliant with Town detached sidewalk standards, will join with the proposed pathway to create a new combined sidewalk/pathway alignment that meets Town engineering standards and establishes a wider vegetation buffer from the roadway. Where the pathway and sidewalk join, the surface will transition to a 10-foot-wide concrete sidewalk that meets ADA standards. Currently, the sidewalks on Snow King Avenue are 4 feet in width.

Per town ordinance, dogs are not permitted in the park with the exception of the paved concrete sidewalk along the south, along Snowing Ave and the proposed sidewalks along Karns Meadow Dr.

### **Bridges**

The proposed 1.0-mile combined-use pathway features two bridges spanning Flat Creek. The bridges will maintain the typical 10-foot pathway width and provide a wearing surface suitable for pedestrians, cyclists, and accessible users. The proposed structures will conform to applicable Town of Jackson engineering standards and shall provide sufficient span lengths to not impede the natural movements of Flat Creek.



The northern bridge is situated at the northern end of Tract 2, with the eastern abutment located near the West Hansen Avenue pedestrian access and the western abutment south of the Sagebrush Apartments. At this location, the plan proposes a prefabricated single-span structure spanning the field-verified bank-full width (approximately 40 feet) at this location.

The proposed southern bridge is located on Parcel 1 at the southwestern section of the Karns Meadow property. Characterized by dense willow and low-elevation wetlands, this bridge will incorporate gradual elevated approaches intended to minimize disturbance to the wetland soil and seasonal high-water flow. The overall elevated structure will be approximately 190 feet in length, with the main spanning superstructure consisting of a 40-foot single-span bridge across flat creek. As indicated in the EA addendum, this southern bridge, considered an essential crossing, will require habitat mitigation at a two-to-one ratio where wetland areas are disturbed. Habitat mitigation is required to include a monitoring program to ensure the completion of mitigation efforts.

The Environmental Analysis report describes bridge height considerations to accommodate wildlife travel under the structure. It is the intention of the design to balance the structure height with pathway accessibility and approach ramp disturbance areas.

### **Drainage and Grading**

The existing drainage pattern of Karns Meadow is a natural surface drainage system, with Flat Creek serving as the primary drainage channel. Nearly all ground cover is classified as impervious, with small portions classified as disturbed impervious (e.g., gravel parking, irrigation ditches, small structures). On the eastern side of the park, Tract 4 contains a wetland stormwater detention area serving approximately 27% of the Town of Jackson.

The proposed plan preserves the existing drainage patterns of the property. The addition of impervious surfaces from pathways and sidewalks will not change the rate of stormwater runoff, increase erosion, or lead to increased sediment accumulation in Flat Creek. The proposed parking lot, the largest concentrated addition of impervious surface, will be managed through stormwater best management practices (BMPs) and will not contribute to additional stormwater runoff to adjacent properties.

Prior to construction, the proposed plans will require an Erosion and Sediment Control Plan. Erosion control measures shall include both permanent and temporary measures to reduce erosion and pollution during construction. Construction plans shall accompany a Plan Level grading permit prepared by a licensed professional engineer in the State of Wyoming and reviewed by the Town of Jackson.

### **Existing Uses**

The Mercer Cabin will be removed from the Karns Meadow property. The land use previously proposed for the Mercer Cabin relocation along the inner pathway loop will remain as existing and/or be reclaimed as necessary.

The Town of Jackson owns and operates a municipal water well and solar array system located on an inholding parcel within Tract 1. This inholding parcel is not encumbered by a conservation easement and contains a town water supply pump house. Access to these facilities is granted via an access easement

across Tract 5. The proposed parking area along Karns Meadow Drive will replace the existing gravel parking area across Tract 5, and the area shall be reclaimed.

## General Operations

### Operations, Administration and Maintenance

Karns Meadow Park shall continue to be managed and maintained by the Parks and Recreation Department. The property will be open from dawn to dusk daily, with a seasonal winter closure mirroring the December 1 – April 30 USFS Winter Habitat closure on Snow King Ridge. Daytime use hours eliminate the need for lighting anywhere within the park. A full list of Management and Use Recommendations is included in Appendix B.

### Signage

At the Karns Meadow Drive entrance, signage will identify the critical wildlife activity and the management practices that protect the watershed and wildlife corridor.

Signage restricting dogs per the town ordinance will be posted at the Karns Meadow Drive entrance as well as at the W Hansen pedestrian access.

## Parks and Recreation Responses to Environmental Analysis Recommendations

Included in the July 11, 2024 Karns Meadow Environmental Analysis Addendum are a list of 8 design and use recommendations. The following responses and justifications have been curated by Parks staff:

### 1. Removal of the Northern Spur Pathway:

Parks staff views the "Northern Spur Pathway," a 400-foot-long east-west section of the pathway at the northern end of Parcel 6, connecting the Karns Meadow Drive sidewalk with the greater pathway loop, as a necessary component of the Karns Meadow pathway system. In addition to providing a defined boundary for the Parcel 6 recreational lawn area, this section of the pathway offers users a shorter, accessible loop route within the park. Tract 6 provides the gentlest grade throughout the meadow and therefore may be utilized by mobility-limited individuals as a short and safe alternative to the greater loop.

### 2. Avoiding the installation of a landscaped lawn on Tract 6:

The inclusion of 1.36 acres of maintained lawn area provides space for traditional informal recreational activities in an otherwise natural park setting. Park user surveys indicate a demand for informal accessible areas that can serve a diverse range of community members and uses. The recent and proposed development of high-density housing in the Midtown Jackson area surrounding Karns Meadow Park, including the 90-unit Sagebrush Apartments and the 200-unit Virginian development, further suggests a community need for accessible recreational space for residents living in dense, urbanized configurations.

### 3. Reduced/removal of parking lot:

The proposed parking lot, featuring 14 total spaces including 1 ADA space, was established based on observations at similar urban neighborhood parks. The number of available parking spaces has been intentionally set below the standards established by the American Planning Association to reinforce the preference for non-vehicular access to park amenities and to preserve land for recreation and wildlife. The existing roadway configuration of Karns Meadow Drive, with its dedicated 12-foot travel lanes, does not allow for the inclusion of on-street parking without major design adjustments.

**4. Field-fit pathway and infrastructure alignment:**

Parks staff intends to field-verify all pathway alignments and proposed infrastructure locations on-site prior to construction. Modifications to avoid sensitive vegetation, steep slopes, and existing wetlands, where feasible, will be incorporated without drastically altering the design intentions.

**5. Limitations on special events:**

Special event use on Parcels 5 and 6 shall remain in place as outlined within the conservation easement. Special events are limited in number and must be approved by the Jackson Town Council.

**6. Consideration of Gravel/Dirt Pathways:**

The primary justification for the proposed asphalt pathways is to provide the widest range of park accessibility for users. In its current state, Karns Meadow is defined by natural features and grade changes that pose obstacles to mobility-challenged users. In addition to its longevity and maintenance benefits, asphalt provides a smooth, stable, and consistent surface that accommodates a diverse range of ages and abilities.

**7. Exclusion Motorized Users (E-Bike & Scooters):**

It is the intention of Parks staff to maintain the pathway system within Karns Meadow under the same operating regulations established for the broader pathway system. Pathway regulations, as established in Title 8 – Pathways, state that Class 1, Class 2, and Class 3 electric bicycles may be used on all pathways owned and maintained by Teton County.

The Karns Meadow pathway loop will be designed to encourage slow speeds for non-pedestrian uses through speed-appropriate horizontal curves, chicanes, and other features as necessary. It is expected that electric bicycles will frequent the Karns Meadow pathway system; however, most cyclists are anticipated to prefer the dedicated cycle path on Snow King Avenue as the most direct cycling route.

**8. Removal of Southern Bridge:**

The overall intention of the Karns Meadow pathway loop is to provide an accessible, natural recreational pathway network that highlights the ecological value of Karns Meadow. While the property is surrounded by dense mixed-use zoning, the internal pathway loop offers a unique urban escape into a natural setting. Directing users to exit the park onto the existing, non-compliant, 3-foot sidewalk on the north side of the Snow King Avenue bridge does not achieve the objective of the pathway system. The design intention of the southern park bridge is to

provide a distinctive elevated pathway experience that spans Flat Creek and the abutting wetlands.

## Conditional Use Findings

### Is compatible with the desired future character of the area:

The development of Karns Meadow Park is consistent with the Jackson/Teton County Comprehensive Plan's stated goals to enhance natural features in the built environment to support the Complete Neighborhood concept.

*"Karns Meadow, Flat Creek, Cache Creek, and Fish Creek are examples of important natural features that contribute to the character of developed areas. Such resources provide an opportunity to create a series of pathways and greenways that link parks and recreational amenities within a Complete Neighborhood and connect them to adjacent federally-managed lands such as the Bridger-Teton National Forest"*  
(2012 Comprehensive plan 3.2.f)

In addition, the proposed improvements to Karns Meadow are consistent with the following common values for growth management and quality of life. The proposed plan:

- (3.2.a) enhances the quality, desirability and integrity of Complete Neighborhoods by providing quality public space and "additional amenities" that will offer local recreation opportunities.
- (3.2.e) promotes quality public spaces in Complete Neighborhoods by improving the existing amenities at Karns Meadow to make them more accessible to people of various ages, ability and with different needs;
- (4.3.a) preserves and enhances the Stable Subarea by providing quality public space and a local park;
- (4.4.a) maintains and improves public spaces by enhancing accessibility and access and expanding the parks' features to meet the needs to the community
- (4.4.d) enhances natural features in the built environment by linking recreational facilities to natural amenities.

### Complies with the use specific standards:

Per the Town of Jackson's Use Standards, Division 6.1, outdoor recreation use in the Park and Open Space and Parks zone requires a conditional use permit.

### Minimizes adverse visual impacts:

Karns Meadow Park amenities will be attractively designed and landscaped among the existing trees and wetland shrubs, providing a unique natural environment. Additional tree screening will be provided along Karns Meadow Drive to further shelter the park amenities.

### Minimizes adverse impacts from nuisances:



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The proposed improvements to Karns Meadow will adhere to several aspects of the LDRs and address concerns regarding nuisances. These include provisions for:

- a. Light: The park is restricted to day use only. No supplementary lighting will be provided.
- b. Noise: Noise impacts from the new development are expected to be no greater than existing noise generated from traffic or other park and recreation activities.

**Minimizes adverse impacts on public facilities:**

The proposed amendments and enhancements pose minimal impact and strain on public facilities. Restroom facilities will require connection to the town sewer system and routine maintenance provided by Parks and Recreation. The landscaped lawn on Tract 6 will require maintenance typical of other town parks managed by Parks and Recreation.

**Complies with all other relevant standards of these LDRs and all other Town Ordinances:**

This project complies with the standards outlined in the Town of Jackson Land Development Regulations, Division 8.4.2 Conditional Use Permit; Division 4.2.1 Public/Semi-Public and Division 4.2.2 Park and Open Space zone intents, use standards and allowed uses.

**Is in substantial conformance with all standards or conditions of any prior applicable permits or approvals:**

Approval of the Comprehensive Plan has positioned Karns Meadow to be an informal natural park, where uses such as pedestrian amenities and open space are encouraged. Previous design iterations, which did not progress to the CUP stage, proposed uses consistent with the conservation easements but were deemed too impactful on the critical habitat of Karns Meadow. The proposed additions to the park—the pathway loop, picnic shelter, restroom, and lawn area—are consistent with the evolution of the park's uses over time and reflect the needs of the community.

**Table 1: Summary of Development Standards**

| <b>1. Structure Location and Mass</b> | <b>(P/SP) LDR Standard</b> | <b>(P) LDR Standard</b> | <b>Karns Meadow Park<br/>(cumulation of Individual Parcels)</b> | <b>Complies?</b> |
|---------------------------------------|----------------------------|-------------------------|-----------------------------------------------------------------|------------------|
| LSR                                   | N/A                        | N/A                     | 0.938                                                           | Yes              |
| Lot Coverage (max)                    | N/A                        | N/A                     | 0.001 (Picnic and Restroom Buildings)                           | Yes              |
| Street Setback (min)                  | N/A                        | N/A                     | 50' (Shelter to Karns Meadow Dr.)                               | Yes              |
| Side Setback (min)                    | N/A                        | N/A                     | N/A                                                             | Yes              |
| Rear Setback (min)                    | N/A                        | N/A                     | N/A                                                             | Yes              |
| Height (max)                          | N/A                        | N/A                     | 15' Shelter                                                     | Yes              |
| Stories (max)                         | N/A                        | N/A                     | 1                                                               | Yes              |
| Stories (LO) (max)                    | N/A                        | N/A                     | N/A                                                             | Yes              |
| FAR (max)                             | N/A                        | N/A                     | 0                                                               | Yes              |

| <b>2. Maximum Scale of Development</b> | <b>(P/SP) LDR Standard</b> | <b>(P) LDR Standard</b> | <b>Karns Meadow Park</b> | <b>Complies?</b> |
|----------------------------------------|----------------------------|-------------------------|--------------------------|------------------|
|                                        | N/A                        | N/A                     | N/A                      | Yes              |

| <b>3. Building Design</b> | <b>(P/SP) LDR Standard</b> | <b>(P) LDR Standard</b> | <b>Karns Meadow Park</b>                   | <b>Complies?</b> |
|---------------------------|----------------------------|-------------------------|--------------------------------------------|------------------|
|                           | Design Review Required     | Design Review Required  | Restroom and Shelter plans to be submitted | Yes              |

| <b>4. Site Development</b> | <b>(P/SP) LDR Standard</b> | <b>(P) LDR Standard</b> | <b>Karns Meadow Park</b> | <b>Complies?</b> |
|----------------------------|----------------------------|-------------------------|--------------------------|------------------|
|                            | N/A                        | N/A                     | N/A                      | Yes              |

| <b>5. Landscaping</b> | <b>(P/SP) LDR Standard</b> | <b>(P) LDR Standard</b> | <b>Karns Meadow Park</b> | <b>Complies?</b> |
|-----------------------|----------------------------|-------------------------|--------------------------|------------------|
|                       | N/A                        | N/A                     | N/A                      | Yes              |

| <b>6. Fencing</b> | <b>(P/SP) LDR Standard</b> | <b>(P) LDR Standard</b> | <b>Karns Meadow Park</b> | <b>Complies?</b> |
|-------------------|----------------------------|-------------------------|--------------------------|------------------|
|                   | N/A                        | N/A                     | N/A                      | Yes              |

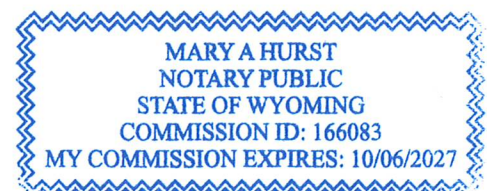
| 7. Environmental Standards                                                                                                                                                                            | (P/SP) LDR Standard | (P) LDR Standard | Karns Meadow Park          | Complies? |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------|------------------|----------------------------|-----------|
| Flat Creek - South of Hansen Buffer                                                                                                                                                                   | 50' <sup>1</sup>    | 50' <sup>1</sup> | Varies – Pathway Exemption | Yes       |
| Wetland Buffer                                                                                                                                                                                        | 30' <sup>1</sup>    | 30' <sup>1</sup> | Varies – Pathway Exemption | Yes       |
| Irrigation Ditch Setback                                                                                                                                                                              | 15'                 | 15'              | N/A                        | Yes       |
| Natural Resource Overlay                                                                                                                                                                              | EA Required         | EA Required      | EA Reviewed by Planning    | Yes       |
| <sup>1</sup> Per Town of Jackson Land Regulations, public pathways are a permitted use within stream and wetland buffers upon receipt of applicable permits<br>(TOJ LDR Section 5.1.1.D.2.g., Buffer) |                     |                  |                            |           |

| 8. Scenic Standards | (P/SP) LDR Standard | (P) LDR Standard | Karns Meadow Park             | Complies? |
|---------------------|---------------------|------------------|-------------------------------|-----------|
| Exterior Lighting   | N/A                 | N/A              | No exterior lighting provided | Yes       |

| 9. Scenic Standards      | (P/SP) LDR Standard                                                      | (P) LDR Standard                                                         | Karns Meadow Park                                                                                                                                                          | Complies? |
|--------------------------|--------------------------------------------------------------------------|--------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------|
| Steep Slopes             | Development prohibited >25%                                              | Development prohibited >25%                                              | Slopes >25% avoided                                                                                                                                                        | Yes       |
| Unstable Soils           | No Building in Unstable Soils                                            | No Building in Unstable Soils                                            | USGS Soil Survey Suitable Rating                                                                                                                                           | Yes       |
| Fault Areas              | Comply with Seismic Code 3, Engineering Review Required                  | Comply with Seismic Code 3, Engineering Review Required                  | Structures Will Comply                                                                                                                                                     | Yes       |
| Floodplains              | Comply with Ch. 15.30 Flood Damage Prevention, Municipal Code of Jackson | Comply with Ch. 15.30 Flood Damage Prevention, Municipal Code of Jackson | Structures constructed within regulatory floodway shall meet provisions of 15.130. Specifically 15.30.160 – Non Residential Construction within Special Flood Hazard Areas | Yes       |
| Wildland Urban Interface | Comply with Town Building Codes for WUI design standards when applicable | Comply with Town Building Codes for WUI design standards when applicable | Property not located within WUI Zone                                                                                                                                       | Yes       |

| 10. Signs | (P/SP) LDR Standard | (P) LDR Standard | Karns Meadow Park | Complies? |
|-----------|---------------------|------------------|-------------------|-----------|
|           | N/A                 | N/A              | See narrative     | Yes       |

| 11. Grading, Erosion Control, Stormwater | (P/SP) LDR Standard | (P) LDR Standard    | Karns Meadow Park                                            | Complies? |
|------------------------------------------|---------------------|---------------------|--------------------------------------------------------------|-----------|
| Grading                                  | 5.7.2 LDR Standards | 5.7.2 LDR Standards | Will Comply and Require Staff Review During Development Plan | Yes       |
| Erosion Control                          | 5.7.3 LDR Standards | 5.7.3 LDR Standards | Will Comply and Require Staff Review During Development Plan | Yes       |
| Stormwater Management                    | 5.7.4 LDR Standards | 5.7.4 LDR Standards | Will Comply and Require Staff Review During Development Plan | Yes       |





| <b>PID</b>           | <b>Owner</b>    | <b>Lot, Subdivision</b>                                                                                 |
|----------------------|-----------------|---------------------------------------------------------------------------------------------------------|
| 22-41-16-33-2-00-031 | Town of Jackson | PT SE1/4NW1/4, SEC 33, TWP 41, RNG 116.                                                                 |
| 22-41-16-33-1-00-033 | Town of Jackson | T. W1/2NE1/4 & PT. SE1/4NW1/4 SEC. 33, TWP. 41, RNG. 116 KARNs MEADOW TRACT 2 (T-46D)                   |
| 22-41-16-33-1-00-035 | Town of Jackson | PT. W1/2NE1/4 SEC. 33, TWP. 41, RNG. 116 KARNs MEADOW TRACT 4 (T-46D)                                   |
| 22-41-16-33-1-00-034 | Town of Jackson | PT. SW1/4NE1/4, PT. SE1/4NW1/4 & PT. NE1/4SW1/4 SEC. 33, TWP. 41, RNG. 116 KARNs MEADOW TRACT 3 (T-46D) |
| 22-41-16-33-2-00-026 | Town of Jackson | PT. SE1/4NW1/4 & PT. NE1/4SW1/4 SEC. 33, TWP. 41, RNG. 116 KARNs MEADOW TRACT 1 (T-46D)                 |
| 22-41-16-33-2-00-011 | Town of Jackson | PT. SE1/4NW1/4 & PT. NE1/4SW1/4 SEC. 33, TWP. 41, RNG. 116 (WELL #5)                                    |
| 22-41-16-33-2-00-028 | Town of Jackson | PT. SE1/4NW1/4 SEC. 33, TWP. 41, RNG. 116 KARNs MEADOW TRACT 5 (T-46D)                                  |

**Town of Jackson**

PO Box 1687

Jackson WY 83001

307-733-3932



Town of Jackson  
150 E Pearl Avenue  
PO Box 1687, Jackson, WY 83001  
P: (307)733-3932 F: (307)739-0919  
www.jacksonwy.gov

Date: 8/13/2024

## LETTER OF AUTHORIZATION

### NAMING APPLICANT AS OWNER'S AGENT

**PRINT** full name of property owner as listed on the deed when it is an individual OR print full name and title of President or Principal Officer when the owner listed on the deed is a corporation or an entity other than an individual: MAXWELL R. LUDINGTON Title: PRESIDENT

Being duly sworn, deposes and says that Jackson Hole Land Trust is the owner in fee of the premises located at: \_\_\_\_\_  
Name of legal property owner as listed on deed

Address of Premises: PID 22-41-16-33-2-00-027 Karns Meadow Park, Karns Meadow Dr. Jackson WY

Legal Description: PT. SE1/4NW1/4 SEC. 33, TWP. 41, RNG. 116, Parcel 22-41-16-33-2-00-027  
Please attach additional sheet for additional addresses and legal descriptions

And, that the person named as follows: Name of Applicant/agent: Teton County Parks and Recreation

Mailing address of Applicant/agent: PO 811, Jackson WY 83001

Email address of Applicant/agent: mmoran@tetoncountywy.gov

Phone Number of Applicant/agent: 307-733-5056

Is authorized to act as property owner's agent and be the applicant for the application(s) checked below for a permit to perform the work specified is this(these) application(s) at the premises listed above:

- ☐ Development/Subdivision Plat Permit Application ☐ Building Permit Application  
☐ Public Right of Way Permit ☐ Grading and Erosion Control Permit ☐ Business License Application  
☐ Demolition Permit ☐ Home Occupation ☐ Other (describe) Conditional Use Permit

Under penalty of perjury, the undersigned swears that the foregoing is true and, if signing on behalf of a corporation, partnership, limited liability company or other entity, the undersigned swears that this authorization is given with the appropriate approval of such entity, if required.

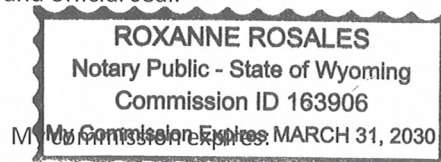
Maxwell R. Ludington  
Property Owner Signature  
PRESIDENT

Title if signed by officer, partner or member of corporation, LLC (secretary or corporate owner) partnership or other non-individual Owner

STATE OF Wyoming )  
 ) SS.  
COUNTY OF Teton )

The foregoing instrument was acknowledged before me by Max Ludington this 13  
day of August 2024. WITNESS my hand and official seal.

Roxanne Rosales  
Notary Public







|                                      |          |                   |                   |          |  |  |
|--------------------------------------|----------|-------------------|-------------------|----------|--|--|
| Project:<br>Karns Meadow Masterplan  | Address: | Date:<br>7/4/2022 | Scale:<br>1"=300' | Sheet #: |  |  |
| Drawing Title:<br>Tract Allowed Uses |          | Drawn By:<br>RR   | Version:          |          |  |  |





## Karns Meadow Management and Use Recommendations

1. Karns Meadow Park shall adhere to the winter closure dates outlined in the [Greater Snow King Winter Closure](#) - All human activity is prevented from December 1st until April 30<sup>th</sup>.
2. Karns Meadow Park shall be considered open from dawn to dusk. No park lighting is provided.
3. Per the town ordinance, dogs are not permitted in the park with the exception of the paved concrete sidewalk along the south, along Snow King Ave. Signs shall be posted at all pedestrian access points indicating no dogs allowed citing town ordinance.
4. A park regulations and restrictions sign shall be placed within the park adjacent to the facility restroom.
5. Construction will be restricted from April thru June for all tracts except 5 and 6 to reduce impacts on amphibians when they are most vulnerable. In addition, P&R shall follow Wyoming Game and Fish recommendations for equipment cleaning for capital and maintenance work completed in parcel 1 thru 4 to prevent the spread of amphibian chytrid fungus”
6. Equestrian use is allowed on the property, however no specific dedicated improvements shall be made for the use. No horse trailer parking shall be developed due to the proximity of the fairgrounds parking.
7. Paraglide landing is permitted in the park within Track 5 (delineated by the red x).
8. Fishing and floating in Flat Creek is permitted per Wyoming Game and Fish regulations. No specific fishing access improvements shall be made. River access improvements shall be maintained in the northeast corner of the parcel, and are proposed to be added on the west side of the creek as identified by the ellipse.
9. The CUP application shall identify locations for benches and bear-resistant trash and recycling bins throughout the site as appropriate. No trash receptacles will be installed along or adjacent to the pathway



10. Access road to Town of Jackson infrastructure (on parcel 1 and 5) shall be gated and locked at Karns Meadow Drive to prevent public parking and/or public vehicle access within the park. No parking for Park access signs shall be installed at the northeast trail access.
11. Picnic shelter shall be for drop in use only (no exclusive reservations). The shelter shall accommodate a maximum of two picnic tables.
12. The Mercer Cabin shall be removed from the Karns Meadow property.
13. Special event use on parcel 5 and 6 shall remain in place as outlined within the conservation easement. Special events are limited in number and are required to be approved as a special event by the Jackson Town Council.
14. All vegetation on site shall be managed with a balance of ecological value and public safety. P&R shall maintain vegetation along trails, sidewalks, pathways and other public use areas per the standards of Crime Prevention through Environmental Design (CPTED) and International Society of Arboriculture (ISA).
15. Parks and Recreation shall evaluate opportunities to utilize existing water rights to irrigate and sustain cottonwood development and/or mitigation, as well as a source for grass/lawn irrigation.
16. P&R shall continue to work with Teton County Weed and Pest to maintain and evaluate opportunities to enhance the noxious weed program for the entire park.
17. Overnight camping, parking and general use shall remain prohibited.
18. P&R reserves the right to temporarily close or restrict trail and/or meadow access due to sensitive ecological activity. Such closures shall be discussed and approved by the Town of Jackson Town Manager.
19. Town of Jackson Public Works Department shall have priority access to parcels 1 & 4 for routine and capital maintenance of water system, thaw well, photovoltaic, stormwater and treatment wetland infrastructure. Town of Jackson Public Works Department shall also have priority access to the entire parcel for critical winter ice management for public safety and the protection of public and private infrastructure.

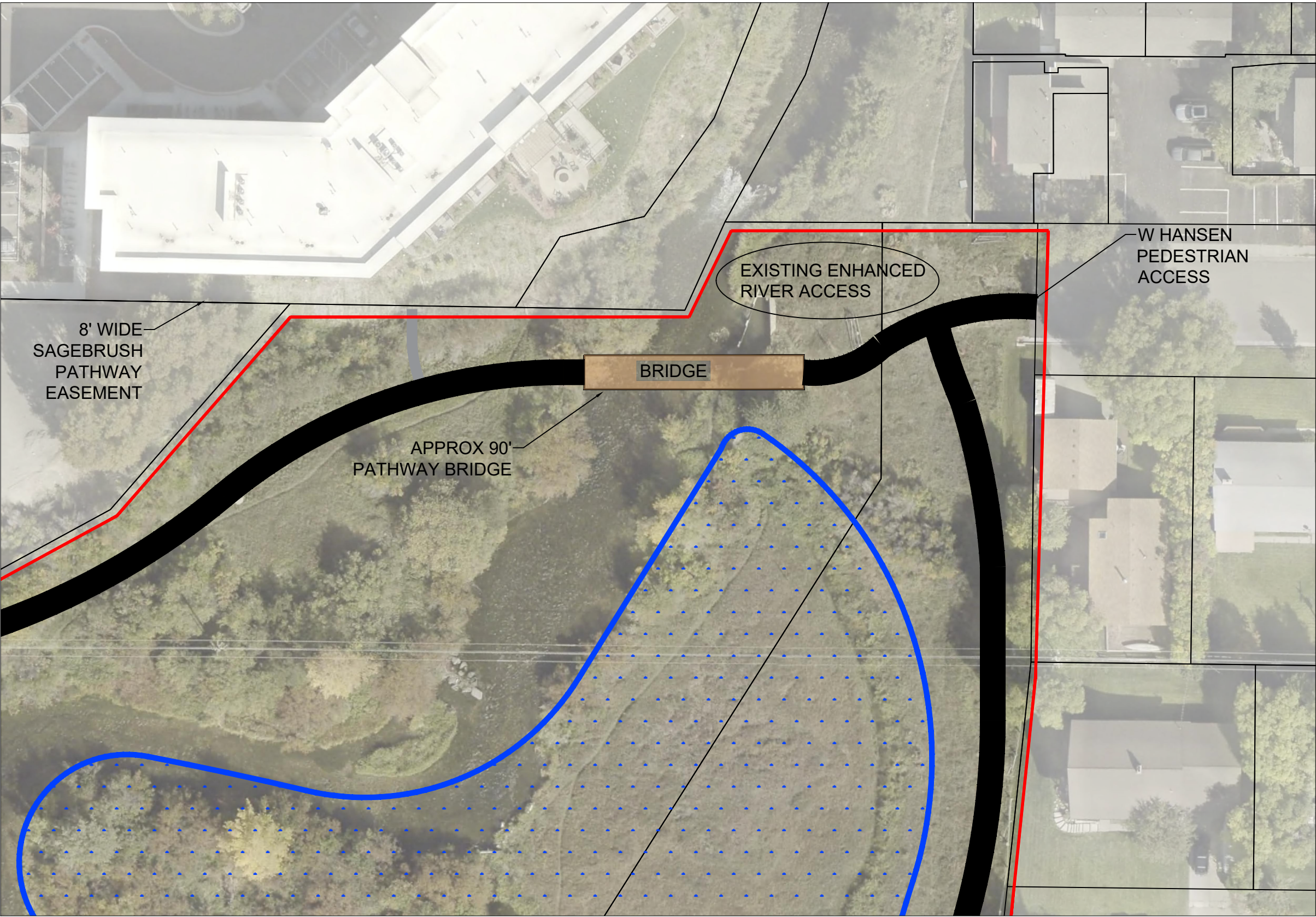








1 Karns Meadow Drive Proposed Park Amenities  
2.0 1:500 SCALE



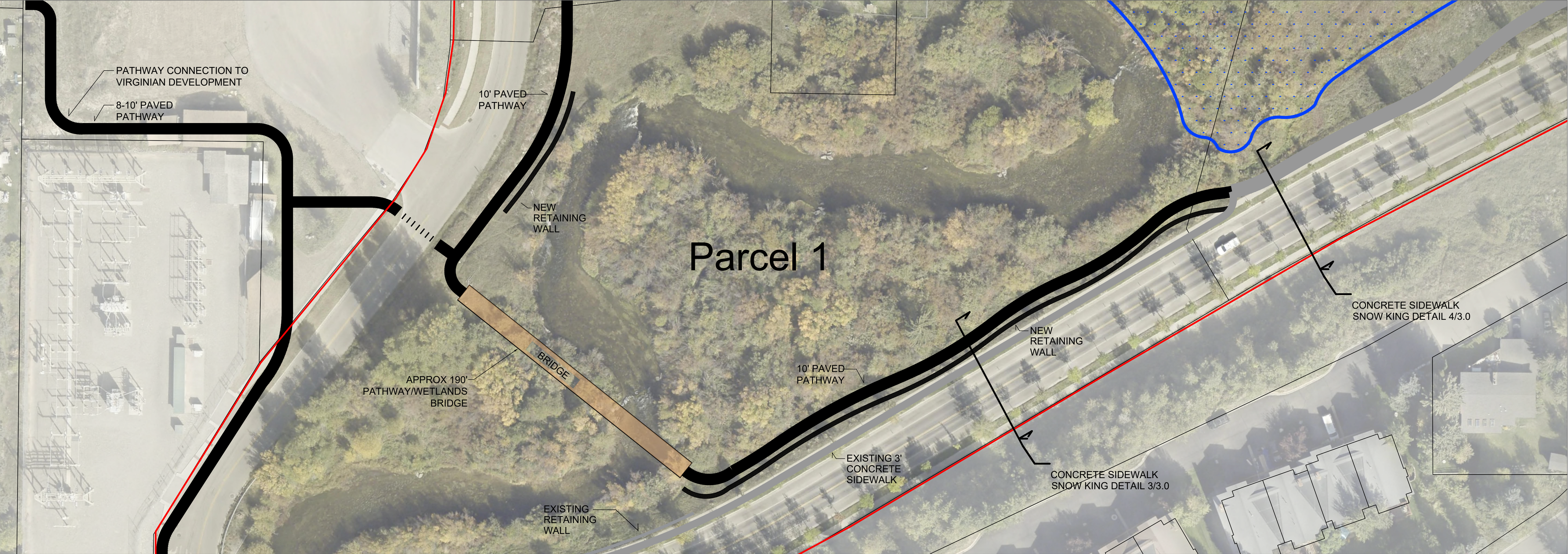
2 Karns Meadow Tract 2 Bridge  
3.0 1:500 SCALE



3 TRACT 2 BRIDGE OPTION  
2.0 NOT TO SCALE

|                                                    |                                                       |                   |                      |                        |  |     |
|----------------------------------------------------|-------------------------------------------------------|-------------------|----------------------|------------------------|--|-----|
| Project Title:<br>Karns Meadow V3 Development Plan | Address:<br>690 W Snow King Ave,<br>Jackson, WY 83001 | Date:<br>7/29/24  | Scale:<br>See Detail | Sheet #:<br><br>2 of 4 |  | 2.0 |
| Drawing Title:<br>Layout Plan                      |                                                       | Drawn By:<br>MSM  | Version:<br><br>v3   |                        |  |     |
|                                                    |                                                       | Checked By:<br>SA |                      |                        |  |     |

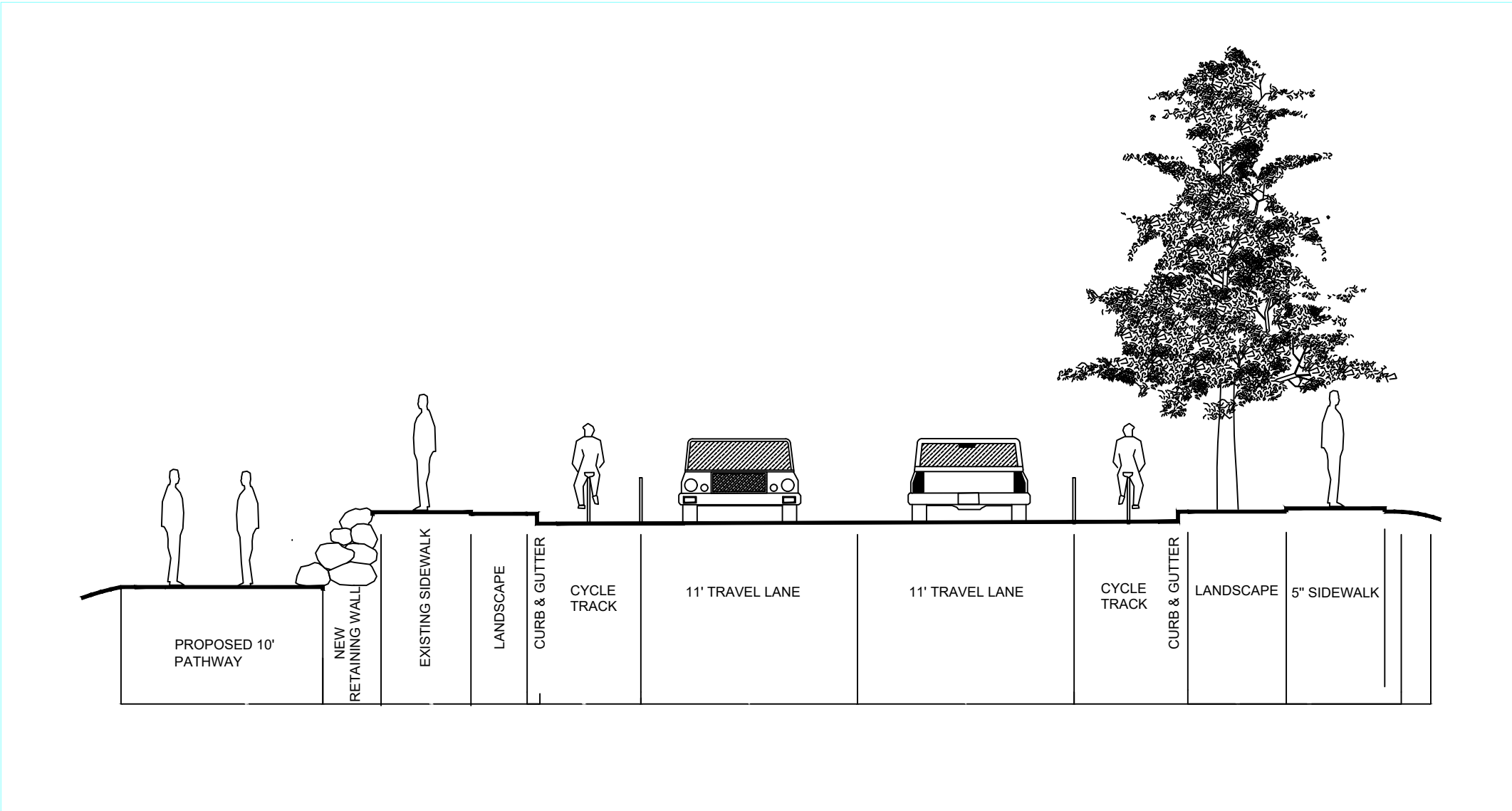




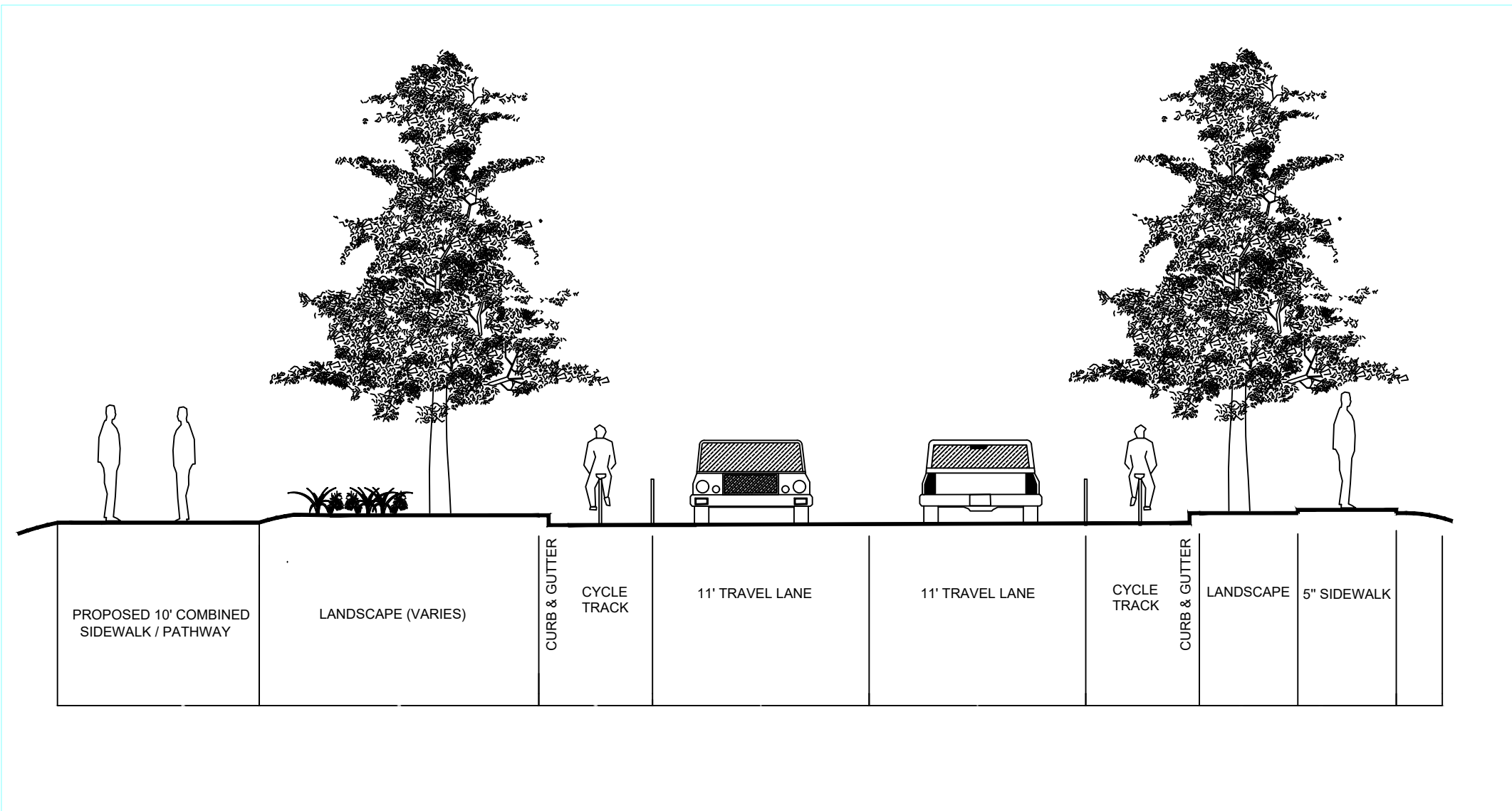
1 SNOW KING CONCEPT DETAIL B  
3.0 1:400 SCALE



2 TRACT 1 BRIDGE OPTION  
3.0 NOT TO SCALE



3 SNOW KING AVE SECTION LOOKING EAST  
3.0 NOT TO SCALE



4 SNOW KING AVE SECTION LOOKING EAST  
3.0 NOT TO SCALE





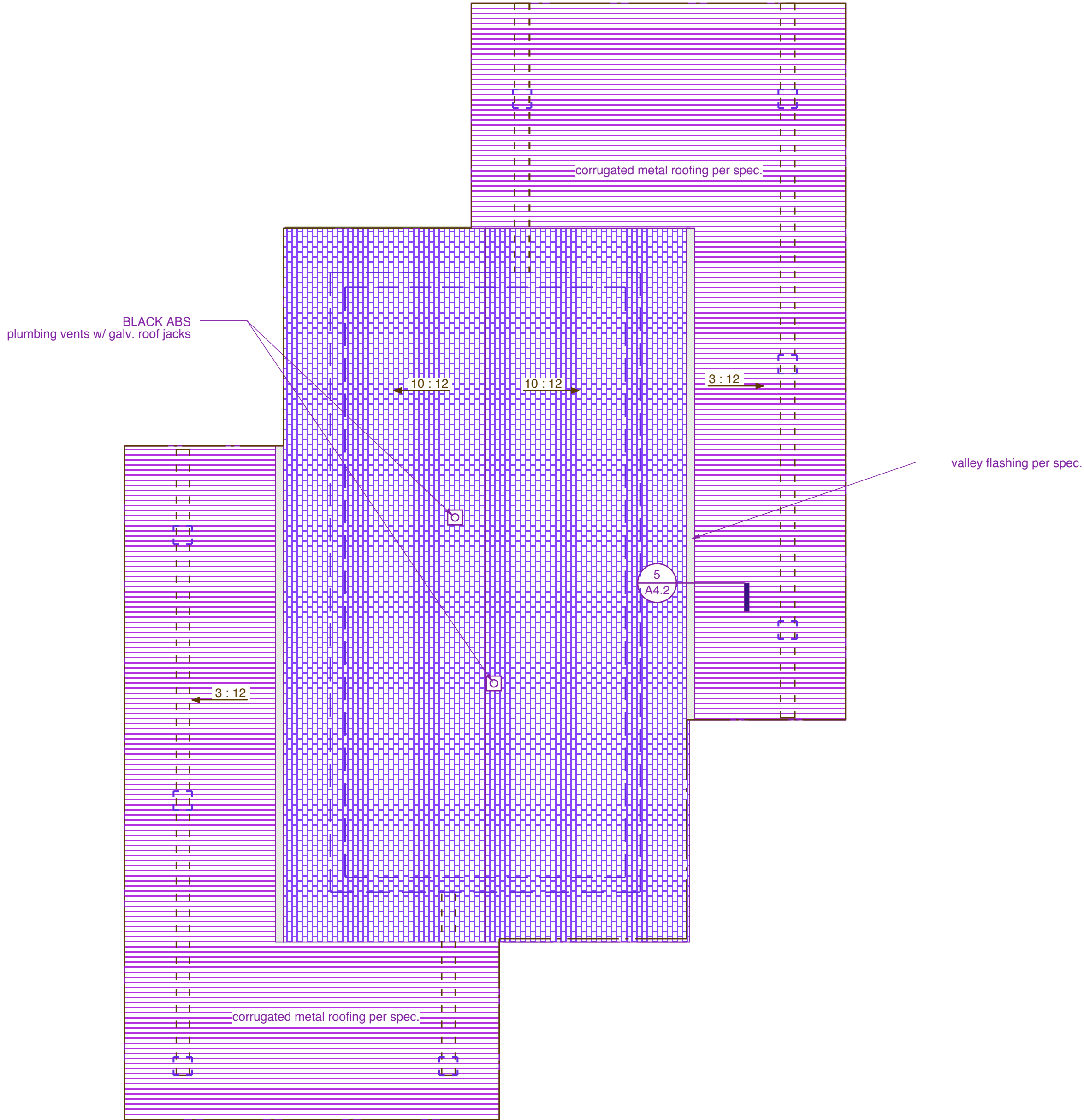
**3** **PARK RESTROOM FACILITY**  
**3.0** FOOTPRINT: 14' x 28'  
 HEIGHT: 18'  
 AMENITIES: DOUBLE STALL MALE & FEMALE RESTROOM,  
 MAINTENANCE CLOSET, DRINKING FOUNTAIN,

**3** **PARK SHELTER**  
**3.0** FOOTPRINT: 10' x 18'  
 HEIGHT: 15'  
 AMENITIES: (2) PICNIC TABLES, WILDLIFE TRASH  
 RECEPTACLE



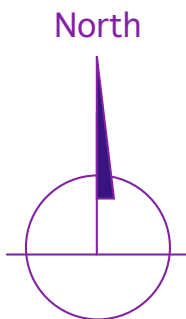






**Roofing Notes**

1. Typical underlayment = 30 lb roofing felt.
2. Provide 3'-0" ice & water shield @ ridge & valleys, and 3'-0" up from eaves - typical.
3. Provide galvanized roof jack @ plumbing vent penetrations & cover seams w/ 6" min. ice & water shield covering.
4. Provide painted valley flashing per spec to match corrugated roofing & siding, as well as inside & outside corner flashings at siding corners and endwall connections.
5. Provide painted roof edge & endwall flashings to match corrugated roofing & siding at canopy shed roof per spec.



1

**Roof Plan - Restroom Structure**  
1/4" = 1'-0"

**Note:**

HandsOn Design architectural drawings represent design intent only. Refer to individual structural drawings for beam sizes, connection details, foundation reinf., etc. Refer to individual Site Plans for orientation, paving, signage etc.

Owner Approval Status: \_\_\_\_\_  
Phase: \_\_\_\_\_ Date: \_\_\_\_\_

Signature: \_\_\_\_\_

Issue dates prior to full release: \_\_\_\_\_

date: \_\_\_\_\_ issued to: \_\_\_\_\_ restrictions: \_\_\_\_\_

**Release Status of this drawing:**

The Release Status of this drawing is indicated by the statement following the lowermost box in which a mark has been placed.

☐ Progress Print: No part of this drawing is released for construction purposes.

by: \_\_\_\_\_ date: \_\_\_\_\_

☐ Partial Release: Only to the extent noted hereon, parts of the drawing are released for only the purposes listed above or below.

by: \_\_\_\_\_ date: \_\_\_\_\_

☐ Full Release: This drawing is hereby fully released for the purpose of construction or this project only.

by: \_\_\_\_\_ date: \_\_\_\_\_

**Revisions after full or partial release:**

Mark: \_\_\_\_\_ issued to: \_\_\_\_\_ restrictions: \_\_\_\_\_



**2 Stall Restroom Prototype**

**Roof Plan**

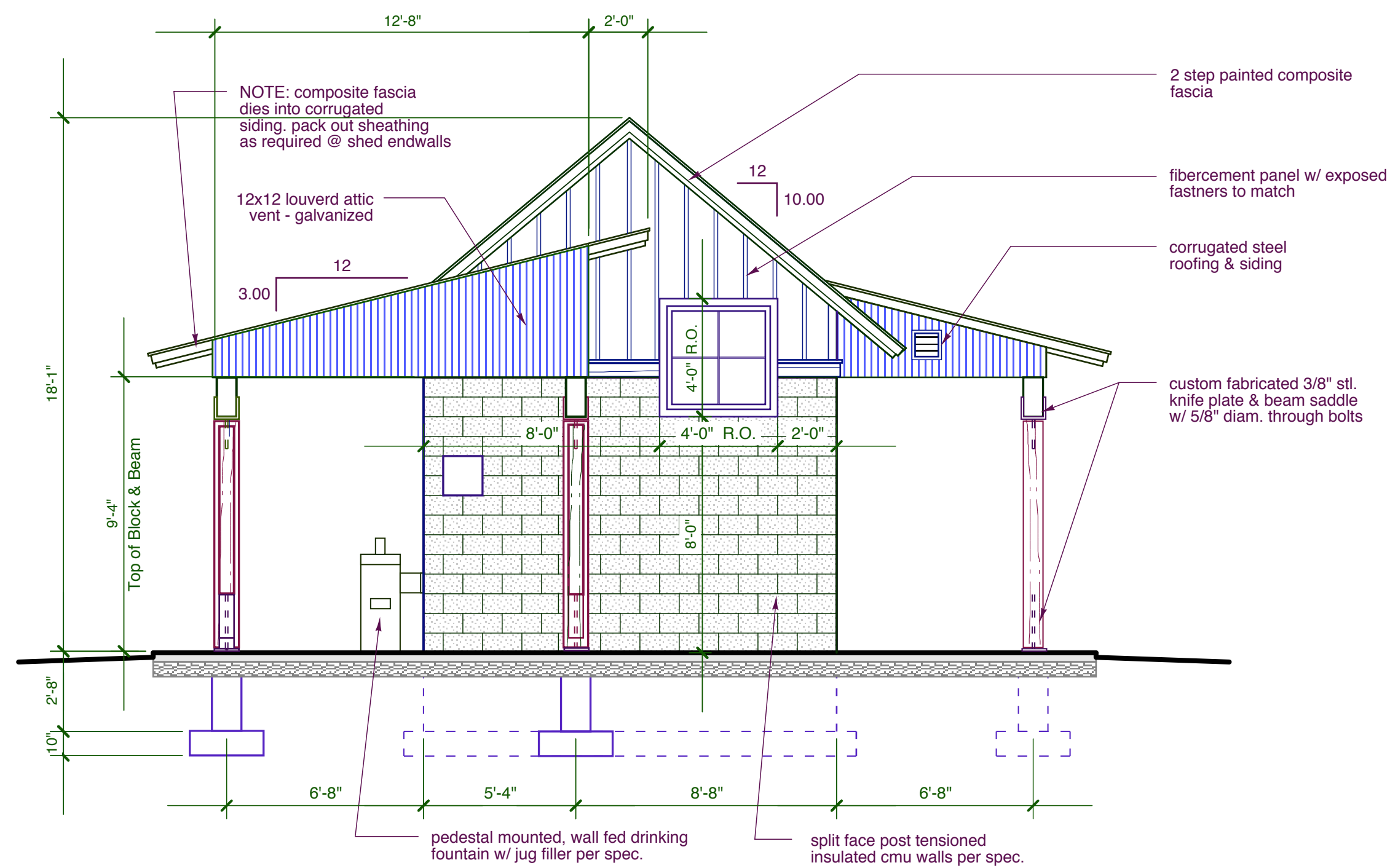
**HandsOn Design**

P.O. Box 956, Wilson, WY, 83014  
(307) 732-1645, ph 732-1646 fax.  
handson@onewest.net

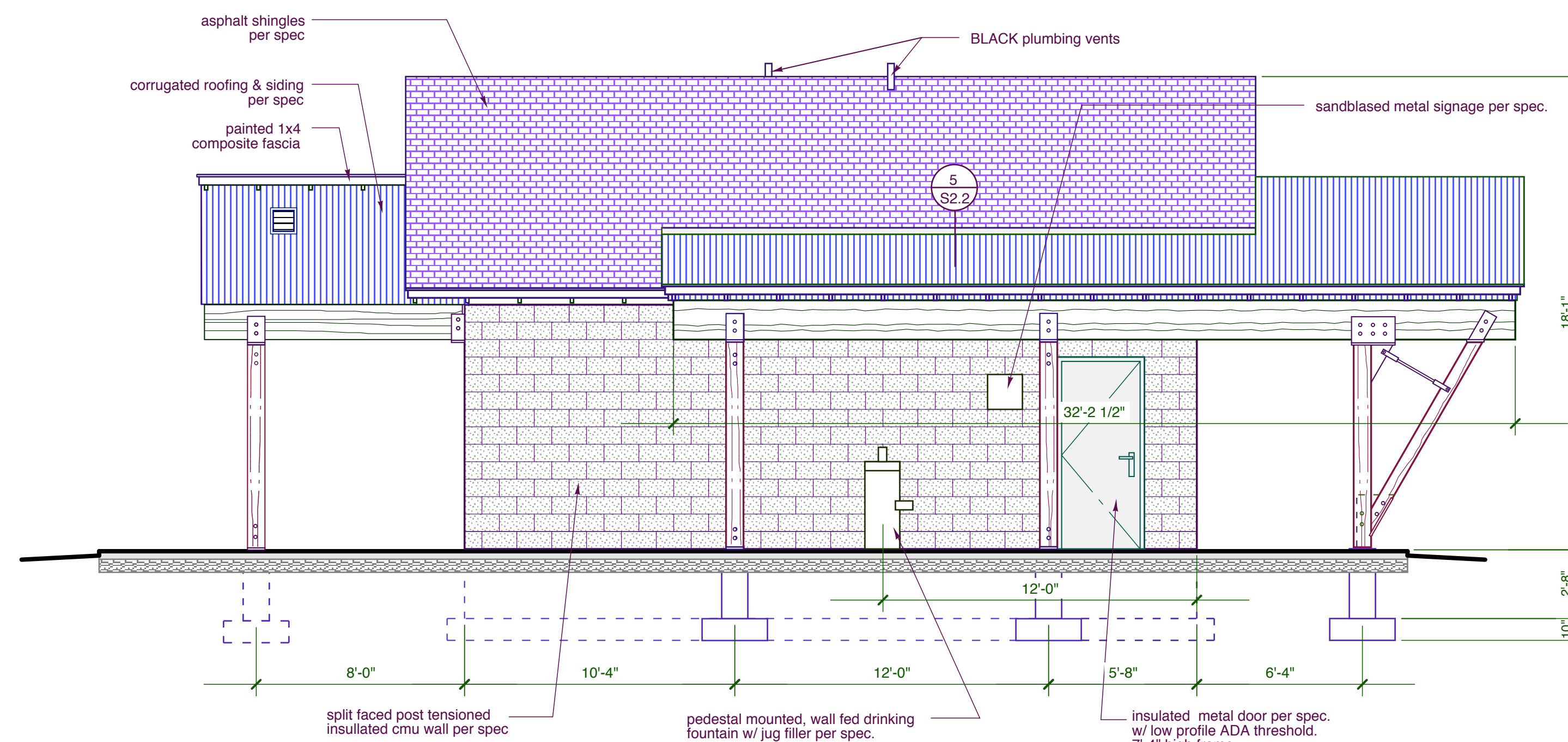
Issue date: 1/4/08

Dwg.no. **A1.2**

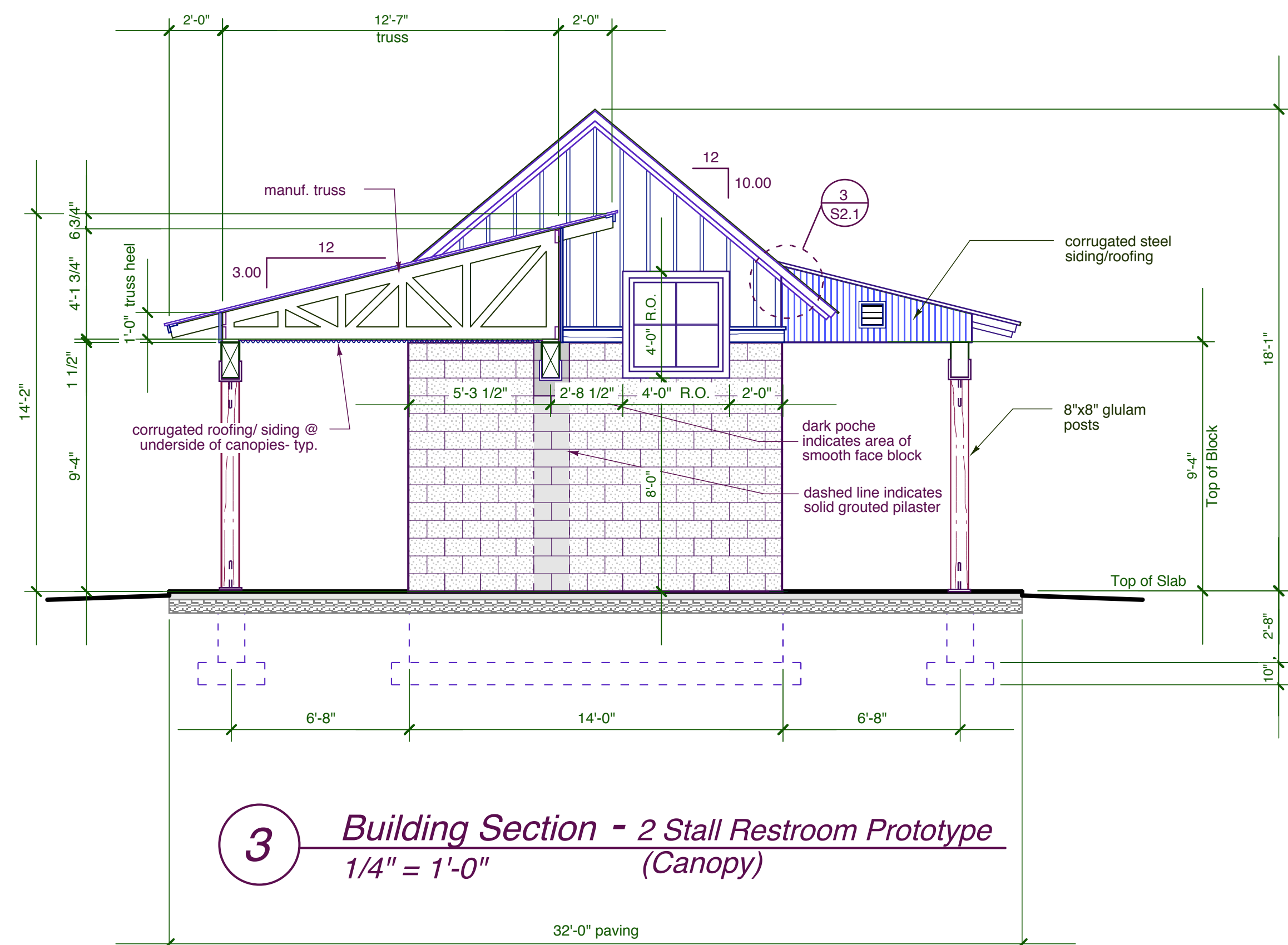




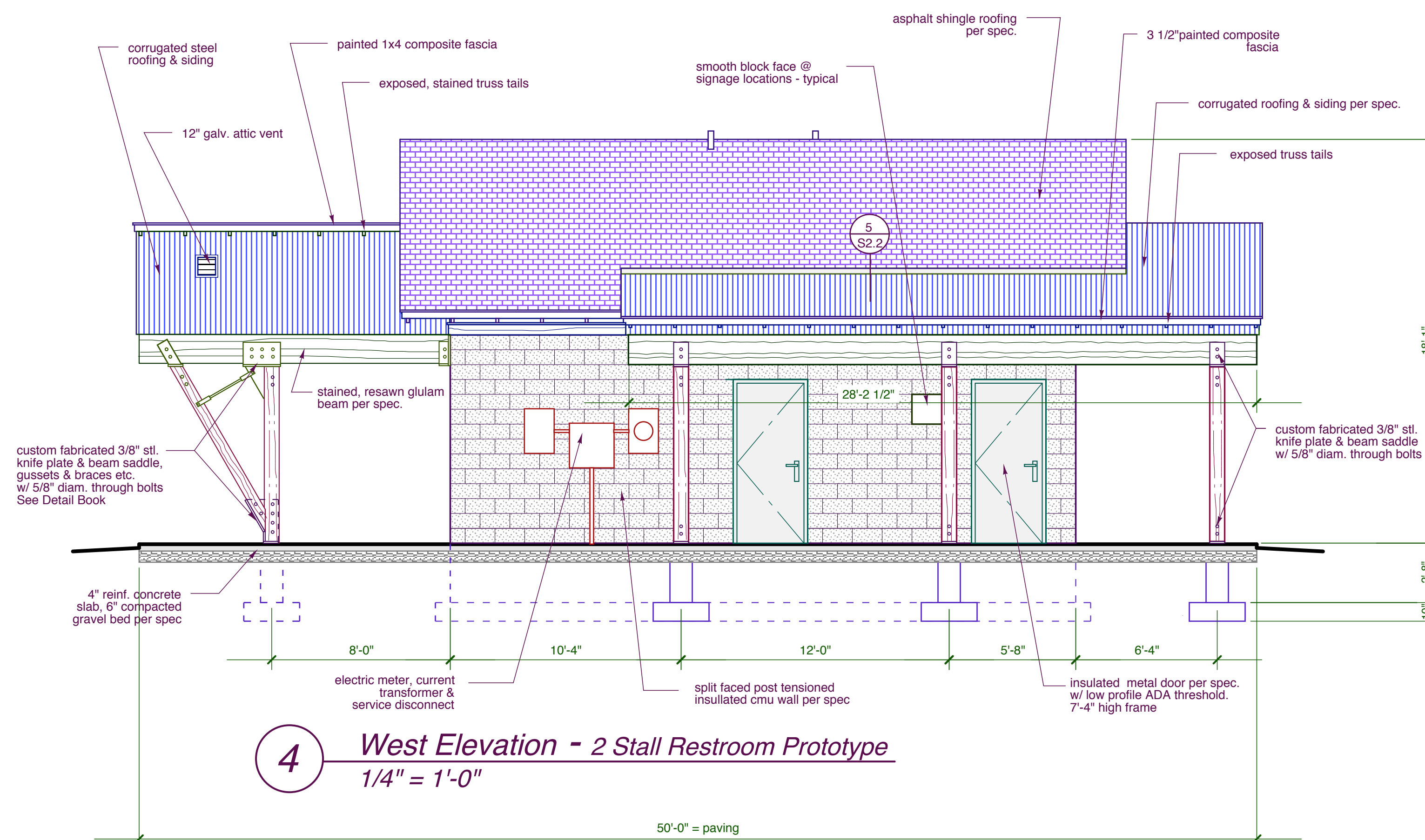
1 North Elevation - 2 Stall Restroom Prototype  
1/4" = 1'-0"



2 East Elevation - 2 Stall Restroom Prototype  
1/4" = 1'-0"



3 Building Section - 2 Stall Restroom Prototype  
1/4" = 1'-0" (Canopy)



4 *West Elevation - 2 Stall Restroom Prototype*  
1/4" = 1'-0"

Owner Approval Status: \_\_\_\_\_  
Phase: \_\_\_\_\_ Date: \_\_\_\_\_

100

Signature: \_\_\_\_\_

*Issue dates prior to full release:* \_\_\_\_\_

*date:*      *issued to:*      *restrictions:*

*Release Status of this drawing:*

The Release Status of this drawing is indicated by the statement following the lowermost box in which a mark has been placed.

*Progress Print: No part of this drawing is released for construction purposes.*

by: \_\_\_\_\_ date: \_\_\_\_\_

Partial Release: Only to the extent noted hereon, parts of the drawing are released for only the purposes listed above or below.

by: \_\_\_\_\_ date: \_\_\_\_\_

*Full Release: This drawing is hereby fully released for the purpose of construction of this project only.*

by: \_\_\_\_\_ date: \_\_\_\_\_

Revisions after full or partial release:

Mark: issued to: restrictions:



## 2 Stall Restroom Prototype

## Elevations

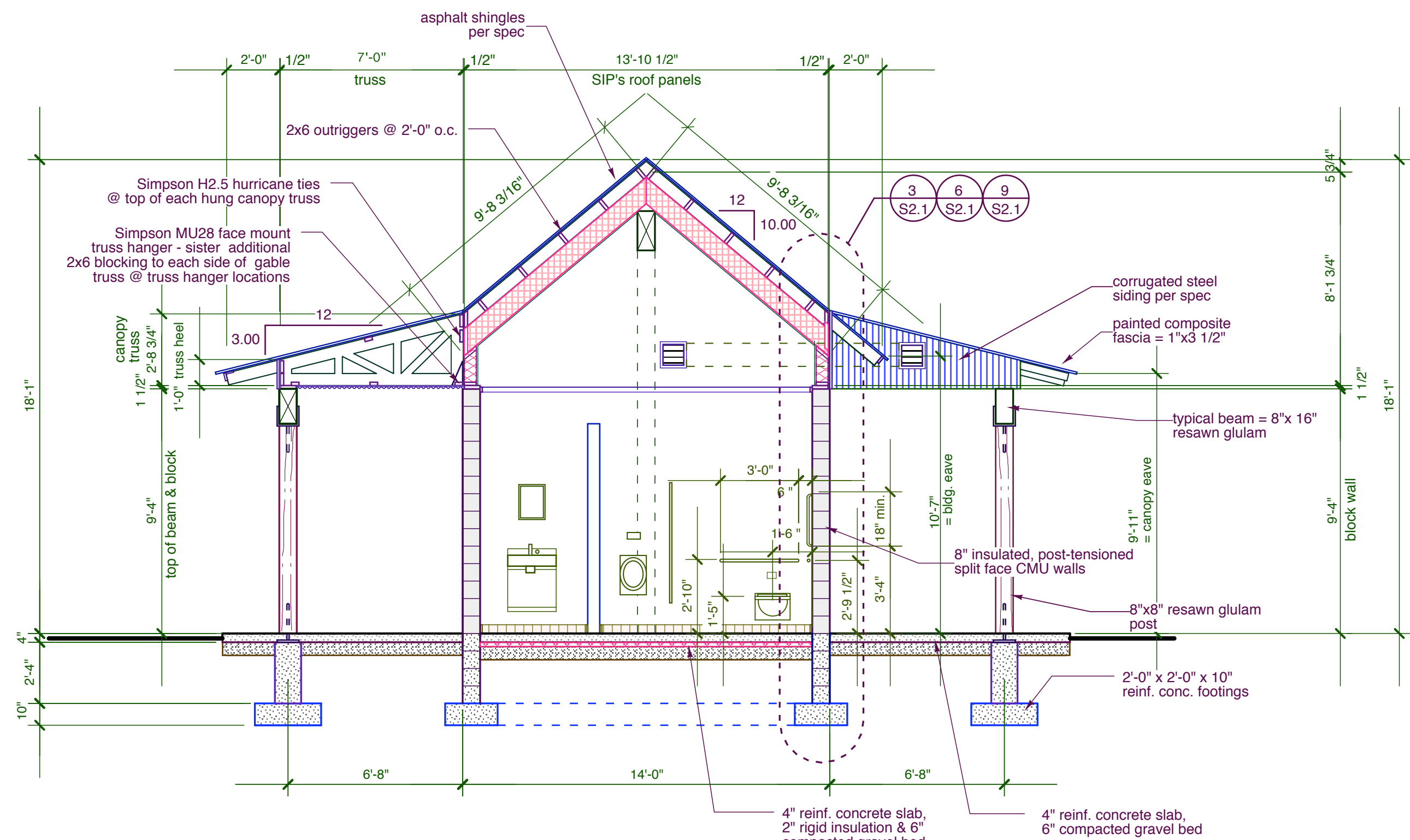
## HandsOn Design

P.O.Box 956, Wilson, WY, 83014  
(307) 732-1645. ph 732-1646 fax.  
handson@onewest.net

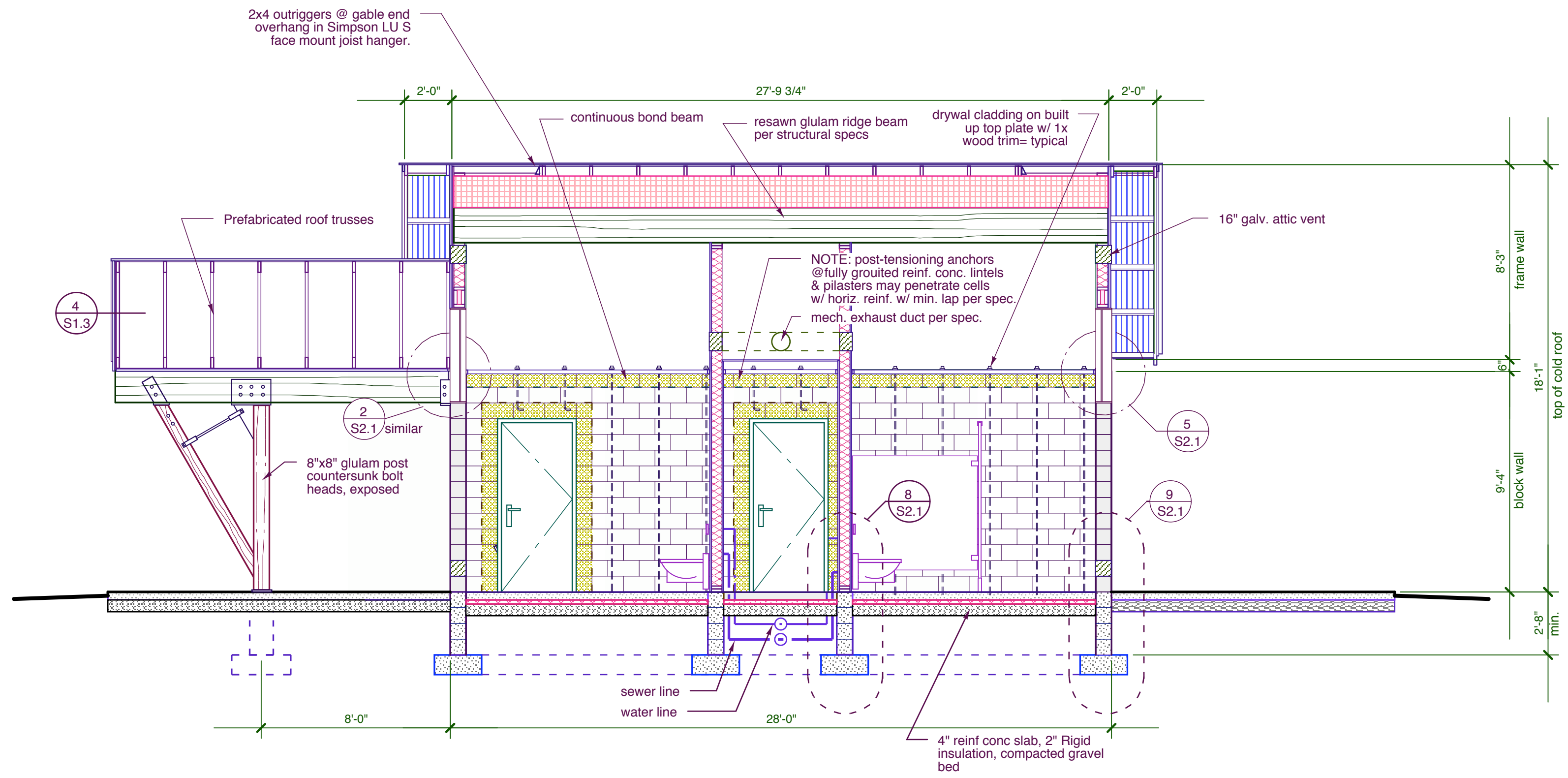
Issue date: 1/4/08

Dwg.no. **A2.1**

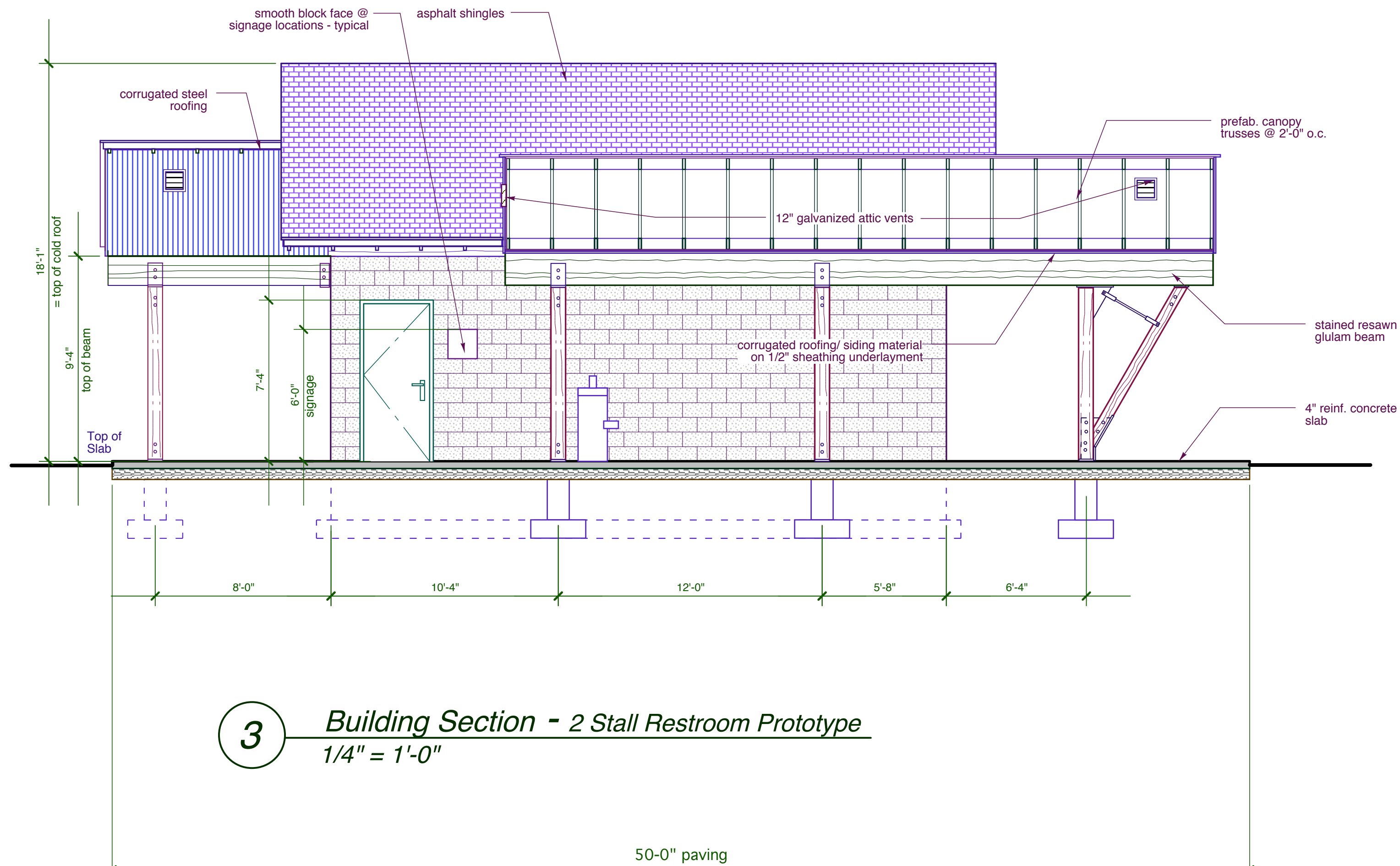




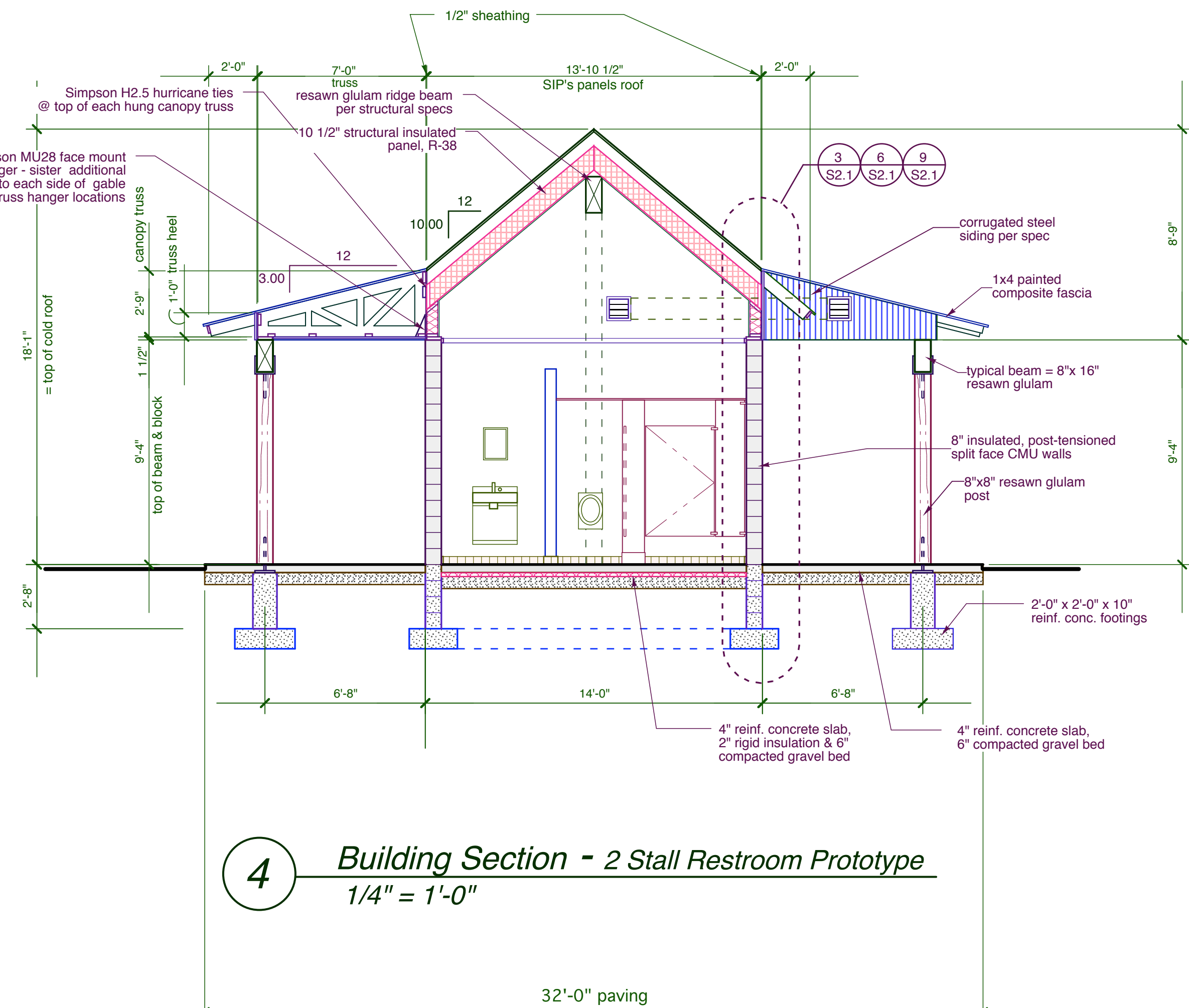
**1** Building Section - 2 Stall Restroom Prototype  
1/4" = 1'-0" showing typical fixture locations



**2** Building Section - 2 Stall Restroom Prototype  
1/4" = 1'-0"



**3** Building Section - 2 Stall Restroom Prototype  
1/4" = 1'-0"



**4** Building Section - 2 Stall Restroom Prototype  
1/4" = 1'-0"

Issue dates prior to full release:  
date: issued to: restrictions:

**Release Status of this drawing:**

The Release Status of this drawing is indicated by the statement following the lowermost box in which a mark has been placed.

Progress Print: No part of this drawing is released for construction purposes.

by: date:

Partial Release: Only to the extent noted hereon, parts of the drawing are released for only the purposes listed above or below.

by: date:

Full Release: This drawing is hereby fully released for the purpose of construction of this project only.

by: date:

**Revisions after full or partial release:**

Mark: issued to: restrictions:



**2 Stall Restroom Prototype**

**Building Sections**

**HandsOn Design**

P.O. Box 956 Wilson, WY 83014  
(307) 732-1645, ph 732-1646 fax  
handson@onewest.net

Issue date: 1/4/08

Dwg. no. **A3.1**



Workflow Notes

| Permit Number | Begin Date | Step Type                             | Text                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  | Created By | End Date |
|---------------|------------|---------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------|----------|
| P24-130       |            | ENGINEERING<br>DEPARTMENT<br>COMMENTS | <p>CONDITIONAL USE PERMIT APPROVED w CONDTITIONS</p> <p>P24-130<br/>ADDRESS: Karns Meadow Park, Karns Meadow Drive<br/>OWNER: Town of Jackson<br/>APPLICANT: Teton County/Jackson Parks and Recreation</p> <p>10/1/2024<br/>Ismael Jimenez, Brian Lenz, 733-3079</p> <p>DATE OF SUBMITTAL: 08/19/2024<br/>DATE OF MATERIALS: 08/15/2024<br/>REVISION NO.: 00</p> <p>The engineering division has reviewed your application for a CONDITIONAL USE PERMIT submitted on and with application materials as dated above.</p> <p>CONDITIONS OF APPROVAL:<br/>1.Additional Water or Sewer Capacity fees will be assessed with the restroom building permit and any irrigation connections.<br/>2.The Town has water, sewer, and stormwater utilities crossing all the tracts, as well as power utilities, that require access from adjacent roads. All pathways within the park shall be designed and built to a road standard that can be accessed by necessary equipment. Coordinate with Town Public Works for more detailed information.<br/>3.Provide/maintain access from adjacent roads to the internal pathways for utility equipment. Old accesses shall be reclaimed.<br/>4.Interior pathway junctions must accommodate utility equipment access.<br/>5.Some pathway sections and the bridges are in FEMA Floodways and Special Flood Hazard areas, no/limited or special construction methods may be required. Flood development regulations and no rise certification may apply.<br/>6.Provide appropriate guards between grade separated sidewalks and pathways.<br/>7.Prioritize Low Impact Development, a.k.a green infrastructure, techniques for stormwater management.</p> |            |          |
|               |            |                                       | <p>WER 14978.00a<br/>Town of Jackson<br/>Karns Meadow Master Plan<br/>Conditional Use Permit<br/>Teton County</p> <p>Tyler Valentine<br/>Senior Planner, AICP</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                     |            |          |



Workflow Notes

| Permit Number | Begin Date | Step Type | Text                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  | Created By | End Date |
|---------------|------------|-----------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------|----------|
| P24-130       |            | OTHER     | <p>Town of Jackson<br/>150 E. Pearl Avenue<br/>P.O. Box 1687<br/>Jackson, WY 83001<br/>tvalentine@jacksonwy.gov</p> <p>Dear Mr. Valentine,</p> <p>The staff of the Wyoming Game and Fish Department (Department) has reviewed the proposed Karns Meadow Master Plan Conditional Use Permit in Teton County. The Department is statutorily charged with managing and protecting all Wyoming wildlife (W.S. 23-1-103). Pursuant to our mission, we offer the following comments for your consideration.</p> <p>The Department appreciates the integration of our previous recommendations to avoid and minimize impacts to aquatic and terrestrial resources into the Master Plan. We also support the following specific elements of the Master Plan as they will further reduce unnecessary impacts:</p> <p>Seasonal big game closure (December 1 through April 30).<br/>Property open from dawn to dusk only.<br/>Dogs are restricted to the sidewalk along Snow King Avenue.</p> <p>One potential source of concern for maintaining wildlife movement is the development of a retaining wall along Snow King Avenue. Retaining walls can act as a hard barrier to wildlife. We are aware that the specifications of the retaining wall, and determining whether a retaining wall is even needed, has not yet been determined. We offer the following recommendations for consideration if development of the retaining wall is pursued:</p> <p>Minimize the size of the horizontal and vertical retaining wall to the extent possible.<br/>A stair-step design is preferable to one large retaining wall (i.e. two 2-ft steps vs. one 4-ft step).<br/>Minimize the number of vertical drops greater than 1 foot as they will prohibit large game neonate, non-game, and young waterfowl movement.<br/>Vertical walls are better for steps, opposed to large boulders that widen the step and make it harder for animals to walk on.<br/>If the wall is longer than 120 feet, add a break to reduce wildlife from searching for areas to cross.<br/>A 2:1 slope should be considered the maximum.</p> <p>Department personnel welcome the opportunity to discuss pertinent Best Management Practices for portions of the project that are being developed in more sensitive area, such as near riparian areas or Flat Creek, as the project moves forward.</p> <p>We appreciate the opportunity to comment. If you have any questions or concerns please contact Ross Crandall, Habitat Protection Biologist, at (307) 367-5615.</p> |            |          |
|               |            |           | See attached letter.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  |            |          |



Workflow Notes

| Permit Number | Begin Date | Step Type                                                  | Text                                       | Created By                   | End Date   |
|---------------|------------|------------------------------------------------------------|--------------------------------------------|------------------------------|------------|
| P24-130       |            | PLANNING<br>DEPARTMENT<br>COMMENTS                         | Conditions are listed in the staff report. |                              |            |
|               | 09/18/2024 | TC PUBLIC NOTICE                                           |                                            | TVALENTINE@JAC<br>KSONWY.GOV |            |
|               | 09/19/2024 | COMPLETENESS<br>REVIEW                                     |                                            | TVALENTINE@JAC<br>KSONWY.GOV |            |
|               | 09/19/2024 | PLANNING<br>COMMISSION<br>REVIEW AND<br>RECOMMENDATIO<br>N |                                            | TVALENTINE@JAC<br>KSONWY.GOV | 09/19/2024 |
|               | 10/01/2024 | DETERMINATION<br>OF SUFFICIENCY                            |                                            | IJIMENEZ@JACKS<br>ONWY.GOV   | 10/01/2024 |
|               |            | PATHWAYS<br>DEPARTMENT<br>COMMENTS                         |                                            |                              |            |
|               |            | FINAL LETTER                                               |                                            |                              |            |
|               |            | INITIAL REPORT                                             |                                            |                              |            |
|               |            | PARKS AND<br>RECREATION<br>DEPARTMENT<br>COMMENTS          |                                            |                              |            |
|               |            | POLICE<br>DEPARTMENT<br>COMMENTS                           |                                            |                              |            |
|               |            | PC KEY ISSUES                                              |                                            |                              |            |
|               |            | FIRE DEPARTMENT<br>COMMENTS                                |                                            |                              |            |
|               |            | TOWN COUNCIL<br>MEETING                                    |                                            |                              |            |
|               |            | LEGAL<br>DEPARTMENT<br>COMMENTS                            |                                            |                              |            |
|               |            | START<br>DEPARTMENT<br>COMMENTS                            |                                            |                              |            |
|               |            | PC ROUGH DRAFT                                             |                                            |                              |            |



# Workflow Notes

| Permit Number | Begin Date | Step Type                               | Text | Created By | End Date |
|---------------|------------|-----------------------------------------|------|------------|----------|
|               |            | BUILDING<br>DEPARTMENT<br>COMMENTS      |      |            |          |
|               |            | FINAL REPORT                            |      |            |          |
|               |            | JOINT HOUSING<br>DEPARTMENT<br>COMMENTS |      |            |          |
|               |            | COMPLETE<br>REPORT                      |      |            |          |
|               |            | PC FINAL DRAFT                          |      |            |          |
|               |            | PC PUBLIC NOTICE                        |      |            |          |





## WYOMING GAME AND FISH DEPARTMENT

5400 Bishop Blvd. Cheyenne, WY 82006

Phone: (307) 777-4600 Fax: (307) 777-4699  
wgfd.wyo.gov

### GOVERNOR

Mark Gordon

### DIRECTOR

Brian R. Nesvik

### COMMISSIONERS

Richard Ladwig, President  
Mark Jolovich, Vice President  
Ashlee Lundvall  
Kenneth D. Roberts  
John Masterson  
Rusty Bell  
Ralph Brokaw

September 16, 2024

WER 14978.00a  
Town of Jackson  
Karns Meadow Master Plan  
Conditional Use Permit  
Teton County

Tyler Valentine  
Senior Planner, AICP  
Town of Jackson  
150 E. Pearl Avenue  
P.O. Box 1687  
Jackson, WY 83001  
tvalentine@jacksonwy.gov

Dear Mr. Valentine,

The staff of the Wyoming Game and Fish Department (Department) has reviewed the proposed Karns Meadow Master Plan Conditional Use Permit in Teton County. The Department is statutorily charged with managing and protecting all Wyoming wildlife (W.S. 23-1-103). Pursuant to our mission, we offer the following comments for your consideration.

The Department appreciates the integration of our previous recommendations to avoid and minimize impacts to aquatic and terrestrial resources into the Master Plan. We also support the following specific elements of the Master Plan as they will further reduce unnecessary impacts:

- Seasonal big game closure (December 1 through April 30).
- Property open from dawn to dusk only.
- Dogs are restricted to the sidewalk along Snow King Avenue.

One potential source of concern for maintaining wildlife movement is the development of a retaining wall along Snow King Avenue. Retaining walls can act as a hard barrier to wildlife. We are aware that the specifications of the retaining wall, and determining whether a retaining wall is even needed, has not yet been determined. We offer the following recommendations for consideration if development of the retaining wall is pursued:

- Minimize the size of the horizontal and vertical retaining wall to the extent possible.



Tyler Valentine  
September 16, 2024  
Page 2 of 2 – WER 14978.00a

- A stair-step design is preferable to one large retaining wall (i.e. two 2-ft steps vs. one 4-ft step).
- Minimize the number of vertical drops greater than 1 foot as they will prohibit large game neonate, non-game, and young waterfowl movement.
- Vertical walls are better for steps, opposed to large boulders that widen the step and make it harder for animals to walk on.
- If the wall is longer than 120 feet, add a break to reduce wildlife from searching for areas to cross.
- A 2:1 slope should be considered the maximum.

Department personnel welcome the opportunity to discuss pertinent Best Management Practices for portions of the project that are being developed in more sensitive area, such as near riparian areas or Flat Creek, as the project moves forward.

We appreciate the opportunity to comment. If you have any questions or concerns please contact Ross Crandall, Habitat Protection Biologist, at (307) 367-5615.

Sincerely,



Will Schultz  
Habitat Protection Supervisor

WS/rc/kgb

cc: U.S. Fish and Wildlife Service  
Chris Wichmann, Wyoming Department of Agriculture





**Teton  
Conservation  
District  
Est. 1946**

Tyler Valentine Senior Planner  
Town of Jackson Planning and Building Department

September 18, 2024

RE: Karns Meadow Conditional Use Permit (Trans Memo P24-130)

Dear Tyler,

Thank you for considering Teton Conservation District's (TCD) review of the proposed park development on Karns Meadow. TCD has reviewed the Trans Memo P24-130 and Conditional Use Permit (CUP). TCD's comments below provide opportunities to reduce the potential natural resource impacts of the proposed actions. TCD is very familiar with the site, its history, and has attended site visits with Town staff and the JH Land Trust, and have been a part of previous planning, concept review, and the Environmental Assessment.

Summarized Comments:

- 1) Redundant sidewalks, pathways, and bridges are currently included and should be eliminated. A broader area sidewalk, pathway and roadway reconfiguration will minimize costs now and, in the future, reduce natural resources impacts.
- 2) The South Flat Creek Pathway Bridge is unnecessary and should be moved for a variety of sound reasons.
- 3) Pathways and bridges should be constructed to minimize intrusion into wetlands and riparian areas.
- 4) The parking area should be designed to minimize intrusion into the park, and instead be focused towards Karns Meadow Drive.

General Comments:

Karns Meadow is being surrounded by high density development that isolate it and heighten human presence in the area. Contrastingly, the meadow is healing from prior disturbance from its time as an agricultural pasture and end point for untreated snowmelt. In fact, the positive trajectory of the riparian vegetation and aquatic habitat are something that the Town of Jackson and the Parks and Recreation Department should be proud of.

The scrutiny of proposed park development at this site is due to the increasingly high value that this site has for wildlife and natural resources amidst the development pressure in the Town of Jackson. The proposal put forth in this CUP addresses many of the primary concerns of TCD and the community by limiting the overall scope of the park and other developments, excluding night and winter activity, and by moving activity to the periphery of the park. However, TCD believes that a few small tweaks to the proposal could further support the balanced vision of the planned

***Conserving our natural resources – air, land, water, vegetation, and wildlife***

|                        |                              |
|------------------------|------------------------------|
| 420 W. Pearl Ave.      | 307/733-2110 P               |
| P.O. Box 1070          | 307/733-8179 F               |
| Jackson, Wyoming 83001 | carlin@tetonconservation.org |





**Teton  
Conservation  
District  
Est. 1946**

activities as summarized in the CUP, "...creating low-impact amenities that protect natural resources while providing convenient and safe community access."

#### Snow King Avenue Pathway Concepts:

The existing sidewalk north of Snow King Avenue should be removed and a single pathway should replace it for the full extent of Snow King Avenue. Consider the amount of vehicular traffic that uses Snow King Avenue every year, as an essential corridor for emergency responders, residents, tourists, construction traffic, trailer traffic, etc. All of these activities are currently occurring in a two-lane road, with a total width (for BOTH LANES) of 20 feet. Currently, the two sidewalks and two bike lanes occupy a width of 22 feet. The proposal to add an additional 10-foot pathway that drops down into the riparian area and an estimated 450-foot retaining wall to accommodate it is excessive and unnecessary. Please consider a simpler, lighter touch option that avoids wetlands and waterbodies, and doesn't add duplicative pavement and higher costing infrastructure.

#### Bridges:

All bridges should be designed to allow floodwaters and large wildlife to cross underneath and around them. When more detailed engineering is completed for bridge construction, TCD would appreciate the opportunity to review the configuration as it pertains to flood conveyance and wildlife movement.

Karns Meadow is one of the very few places in Town where Flat Creek has room to meander. Establishment of bridges results in the need to hold Flat Creek in place, and the proposed southern bridge will further limit the ability for Flat Creek to move laterally. By locating bridges in locations that Flat Creek's location is already 'fixed', it reduces the need for future instream activities such as flood and erosion control and bank stabilization. The northern bridge is located well, and the Snow King Avenue bridge already presents a 'fixed' stream location to build adjacent to.

The CUP cites the exemption of Pathways from the Flat Creek and Wetland Buffer and Land Development Regulations. TCD knows this to be true but wants to encourage the town to limit development within these buffers, as they would require a private land applicant to limit work in these buffers. The Environmental Assessment recommends against the southern bridge. This is not an essential component of this project and there are viable alternatives to limit the pathway's impact to stream and adjacent wetlands.

The location of the south bridge across Flat Creek should be reassessed, within the context of a redesigned Snow King Avenue Bridge over Flat Creek and a redesign of the Snow King Avenue, Karns Meadow Drive intersection. The current location adds a redundant crossing location over

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Flat Creek whereas one already exists immediately downstream. This brings more disturbance into the riparian area than is needed. The current sidewalk on the west side of Karns Meadow Drive can be removed, Karns Meadow Drive can be moved west to make space for the new pathway and sidewalk on the eastern side of Karns Meadow Drive. This would make space for a pathway bridge parallel to existing Snow King Avenue bridge. See attachment.

The design intention of the South Bridge as described in the ‘Parks and Recreation Responses to Environmental Analysis Recommendations’ in the CUP, “... to provide a distinctive elevated pathway experience that spans Flat Creek and the abutting wetlands” is costly and an avoidable impact to natural resources. The long span to clear the wetlands and the creek will require significant disturbance and costs, compared to a smaller bridge. There are many existing bridges in the Town of Jackson where Flat Creek can be overlooked, including along Snow King Avenue, as well as those along the pathway system. It is understandable that creating ‘a distinctive elevated pathway experience’ would be of interest to a Parks and Recreation or Pathway organization, however the financial and natural resource costs should be more thoroughly addressed by evaluating a broader scale site alteration that includes the sidewalk and intersection of Karns Meadow Drive and Snow King Avenue. This park development will permanently alter this area, and doing so in a way that considers changes to the existing infrastructure layout is worthwhile.

#### Parking Lot Configuration:

The proposed parking area on the west side of Karns Meadow places parking spots into the meadow and retains potential expansion locations towards the roadway. This design concept, which includes screening of the parking area from the roadway, fragments the meadow, more than is needed. By placing parking on the west side of the parking area, limiting vegetative plantings between Karns Meadow Drive and parking area, connected open space could be left intact. Screening of the parking area from the open space in the park, with vegetative plantings east of the parking area makes more sense from a wildlife perspective than putting screening between the road and the parking area, which unnecessarily establishes screening between two areas used for vehicles.

#### Vegetation:

Consider opportunities to limit the initial area of lawn to a minimum. Then assess how the area gets used. Lawn area can always be increased, but the initial costs and long-term need for water and turf management could potentially be decreased if lawn area is minimized initially.

Trees planted in association with this project should be protected from beavers with wire cages. Beavers will persist even if removed from this location, so planning for their presence and impact is warranted.

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This location is an excellent place to implement hand/manual removal of some of the common weed species, because it is small in area and self-contained and could be adopted by a crew of volunteers. TCD is always available to discuss vegetative plantings and reclamation opportunities.

Please reach out if you have any questions about these comments.

Sincerely,

A handwritten signature in black ink, appearing to read 'Carlin Girard'.

Carlin Girard  
Executive Director, Teton Conservation District

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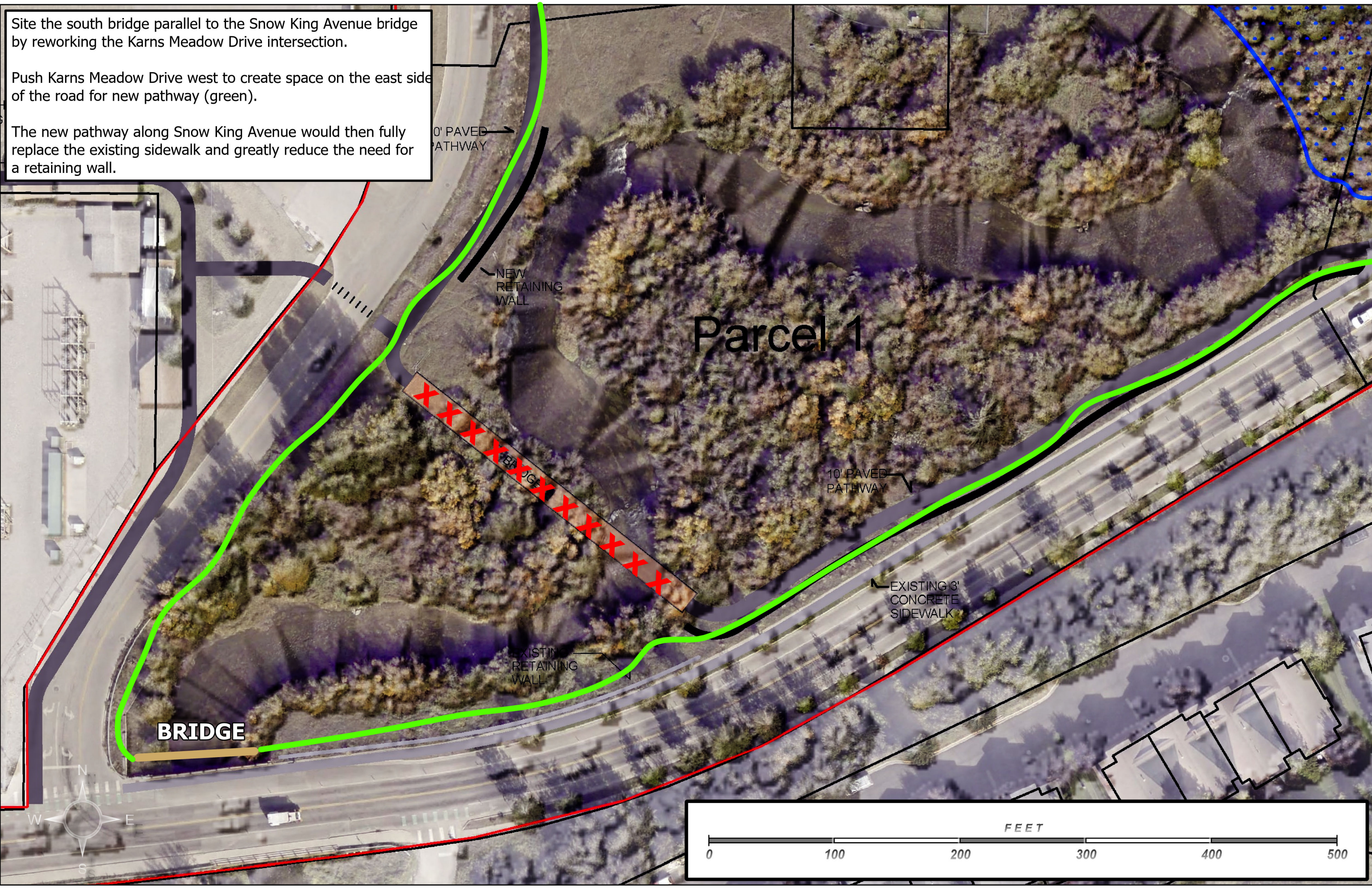
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Site the south bridge parallel to the Snow King Avenue bridge by reworking the Karns Meadow Drive intersection.

Push Karns Meadow Drive west to create space on the east side of the road for new pathway (green).

The new pathway along Snow King Avenue would then fully replace the existing sidewalk and greatly reduce the need for a retaining wall.





# Karns Meadow EA Addendum: Path, Parking, Restrooms & Picnic Pavilion Development Impacts

Town of Jackson

Jackson, WY



July 11, 2024

Prepared for:

Town of Jackson

Attn: Steve Ashworth, Director

Teton County/ Jackson Parks and Recreation Department

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## INTRODUCTION

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This Development Impacts document is an Addendum to the 2019 Karns Meadow Environmental Analysis (EA) (EcoConnect, 2019; Submitted P23-006). There is an assumption that the reader has thoroughly reviewed the 2019 Karns EA document in full. The EA provides an overview of past Town and County documents. These documents encourage wise and careful planning and decision making as it pertains to development in and around Karns Meadow. From the Karns Meadow Baseline Report (Segerstrom & Dittmar, 2003), an integral component of the Karns Meadow conservation easement agreements (hereafter “CE” or “CEs”), to the Jackson/ Teton County Comprehensive Plan (2012 and 2020) to the Teton County Wildlife Crossings Master Plan (Huijser, et al., 2018) to the Karns Meadow Environmental Analysis (2019), to the Flat Creek Watershed Management Plan (Teton Conservation District, 2019) one message rings clear through two decades of documents:

*Karns Meadow is a unique property within the Town of Jackson, plays an important ecological role, not only on the property but also in the Flat Creek drainage, and development decisions made for the property may have negative impacts and/or implications with a reach beyond the property boundary.*

The unique planning challenge associated with this property is that any development must be done in a careful and methodical manner as to not unintentionally overstep an ecological threshold; significantly and/ or irreversibly damaging the property’s ecological function and conservation values through the implementation of allowable uses.

It is within this context that the following proposed development was considered. Location and use variables such as location on the property, direct impact on vegetation cover types, fragmentation and core habitat, wetland buffers and functionality, habitat connectivity, time of day and seasonal use and lighting were considered.

As stated in the 2019 Karns Meadow EA:

One of the critical questions for the management of Karns Meadow is: what is the threshold of use and development that pushes this ecological system to a decreased level of function where wildlife species are no longer able to find suitable habitat? Thresholds of human use/ activity and impacts from development on natural systems are difficult to assess and include a variety of variables working in concert, or discordance, with each other. The temporal pace of human development is much faster than that of ecological adaptation and recovery. The unique location of Karns Meadow surrounded by human development makes the determination of these thresholds even more difficult (EcoConnect, 2019).

## MINIMIZING IMPACTS

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The proposed development addressed below is a version of the development option sketched in the Karns Meadow Jackson Hole Land Trust Conservation Easement documents (JHLT 2003-2009). The proposed development is intended to minimize impacts while maintaining the conservation easements’ values and enacting some of the conservation easements’ allowable uses.

This proposed development was considered within the context of limiting impacts to natural resources and ecological systems within the Town of Jackson’s Natural Resources Overlay. The Town of Jackson’s Land Development Regulations Section 5.2.1.E. Impacting the NRO (Town LDRs v. Jan 31, 2024) directs that

“the location of the proposed development shall minimize impacts on the areas protected (e.g., crucial migration routes, crucial winter range, nesting areas). For the



purposes of this standard, "minimize" is defined as locating development to avoid higher quality habitats or vegetative cover types for lesser quality habitats or vegetative cover types. Only when avoidance is not practicable due to significant topographical constraints related to the property, may higher quality habitats or vegetative cover types be impacted." (Section 5.2.1.E. Impacting the NRO)

Furthermore, the Town of Jackson's Land Development Regulations Section 5.2.1.D. Applicability of NRO Standards, states that

"in addition to all other standards required by these LDRs, all physical development, use, development options and subdivision within the NRO shall comply with all standards of this section, unless exempted" (Section 5.2.1.D. Applicability of NRO Standards).

The *use* aspect of this proposed development requirement is particularly pertinent to the application of proposed development of public entities such as within Karns Meadow. While the location of the proposed amenities is definitively of importance and applicable to the minimization of impacts on higher quality habitats or vegetative cover types, so too are the uses for which these amenities are designed. As was addressed in the Habitat Impact Assessment section of the Karns Meadow EA (EcoConnect 2019), how people use amenities (e.g. walk, bike, etc.) and factors such as the speed with which they move through that landscape affect their impacts on wildlife. Therefore, in this development impacts analysis, not only is the location of proposed development addressed but also the proposed uses for the proposed development. This is done in an effort to minimize impacts from both location and use variables in accordance with not only Section 5.2.1.E Impacting the NRO but also Section 5.2.1.D Applicability of NRO Standards.

As with most development, impacts to vegetation, intensity of human use and potential impacts to wildlife can be more effectively mitigated within the planning process than in hindsight. One challenge to mitigating impacts from human use is that these mitigation options are often associated with the *active management* of human use. Planning to mitigate impacts of development through passive management of human use is both preferred and more effective than relying on active enforcement. An example of passive management planning would be to build a path appropriate for the intended user group and activity rather than a path designed to accommodate all user groups and activities with the plan to patrol this trail for unintended uses.

## **DEVELOPMENT IMPACT VARIABLES**

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The Jackson/ Teton County Comprehensive Plan (Jackson/ Teton County Planning, 2012 and 2020) identifies Karns Meadow as a Preservation Subarea. Preservation subareas are "Subareas in which no change to the existing undeveloped character of the scenic resources and wildlife habitat is necessary" (Comp Plan, 2020, pg. CV-2-4). Furthermore, the conservation easements encumbering Karns Meadow put forth a vision of a "Natural Park...the use of which is limited to informal and limited public recreational use" (Conservation Easements Section III.M, Definitions). Furthermore, "the phrase 'informal and limited public recreational use' shall refer to use by individual[s]...The phrase shall include groups engaging primarily in wildlife observation and/ or study, or social activities such as picnics" (Conservation Easements Section III.M, Definitions).

Therefore, it is within this context of these overarching documents, and the Comprehensive Plan and Conservation Easements' goal to preserve and promote the observation and enjoyment of nature, that the Town of Jackson Land Development Regulations guide the analysis of development impacts. Within this analysis, the impacts from human use (TOJ LDR Section 5.2.1.D. *Applicability of NRO Standards*),



location and direct impacts to vegetation (Section 5.2.1.E. *Impacting the NRO*) are considered. To this end, variables analyzed are the following:

### **Location and Direct Impacts on Vegetation**

Location and direct impacts to vegetation are often used as *the* measures of impacts (TOJ LDR Section 5.2.1.E. *Impacting the NRO*). Direct impacts to vegetative cover are measured in area impacted (e.g. acres). Location is considered relative to “avoid[ing] higher quality habitats or vegetative cover types for lesser quality habitats or vegetative cover types” (TOJ LDR Section 5.2.1.E. *Impacting the NRO*).

### **Fragmentation and Core Habitat**

Fragmentation is the process of breaking apart and increasing the edge of a continuous, vegetative cover type into more numerous parts. Physical development is often the cause of fragmentation.

Fragmentation may apply to the breaking apart of continuous ecological systems (e.g. forests, riparian areas) or movement/ permeability corridors. The concept of clustering development together, including with existing development, is often considered a means of locating development to minimize fragmentation (TOJ LDR Section 5.2.1.E. *Impacting the NRO*).

Karns Meadow is a habitat island within the broader context of the Town of Jackson’s human development. As was highlighted in the 2003 Conservation Easement’s Natural Resources Inventory, Karns Meadow’s unique position of providing a habitat island surrounded by human development increases the importance within this broader landscape (Segerstrom & Dittmar, 2003). Beyond this landscape scale importance, the string of dense willows traversing the meadow and bordering Flat Creek on both sides provides refuge, shelter and forage for wildlife, particularly ungulates and avian species, from the surrounding disturbances.

### **Wetland Buffers and Functionality**

The Flat Creek watershed is an important ecological system within Teton County and surrounding the Town of Jackson (Teton Conservation District, 2019). Within this watershed, Karns Meadow functions as a component of this larger riparian system providing for the treatment of storm water (natural wetlands and constructed, wetland treatment ponds), the retention and absorption of flood waters protecting downstream properties from flooding (particularly in winter and spring months), and as a stopover area of natural habitat for species moving along the Flat Creek riparian corridor (e.g. moose, mule deer, Trumpeter Swans, Western Tanagers, etc.). As stated in the 2003 Conservation Easement’s Natural Resources Inventory, “the property’s location is within the only reach of Flat Creek remaining in the Town of Jackson that is natural on both banks and surrounding environs. ... The manner in which the Property is conserved will, to a degree, determine the function and health of the entire Flat Creek drainage” (Segerstrom & Dittmar, 2003). The Town of Jackson LDRs protect wetland and waterways by “prohibit[ing] physical development and use on and within a certain distance of these resources” (TOJ LDR Section 5.1.1. A. Purpose).

### **Habitat Connectivity**

Habitat connectivity provides for wildlife species’ ability to move through the landscape and is protected by the Natural Resources Overlay (TOJ LDR Section 5.2.1. Natural Resources Overlay Standards).

Movement and migration patterns allow wildlife species to access seasonal resources and therefore survive in this landscape. Karns Meadow is the last remaining parcel of natural habitat within and through town development. Located at a pinch point of development between the surrounding buttes and public lands, this property provides habitat connectivity and seasonal habitat for a variety of wildlife species throughout their annual cycle/ the seasons (e.g. deer, moose and other ungulates, canines and



avian species). Refer to the 2019 Karns Meadow EA for more information; in particular the “Impacts to Wildlife Habitat Viability and Movement” section (EcoConnect, 2019).

Additionally, the 2019 Karns Meadow EA Appendix D “Historic Aerial Imagery” displays the development infill that, overtime, has placed increasing pressure on the natural resources within Karns Meadow (EcoConnect, 2019). This on-going development infill and, more recently, larger-scale development, translates to a constant and accelerating loss of permeability for wildlife.

It is within this development context that wildlife’s remaining habitat connectivity is tenuous. A complete loss of habitat connectivity will relegate wildlife species to circumnavigating the Town of Jackson to access higher-quality habitat that is within sight across the span of town development. The reality is that many wildlife species, if not all, will not succeed in this circumnavigation/ route finding. The movement patterns that support wildlife species’ ability to survive could be lost. As the CE’s Natural Resource Inventory document states, maintaining both wildlife and natural resource connectivity between the property and surrounding natural resources will be “challenging... but doing so is critical [to] maintaining the conservation values” of the conservation easements (Segerstrom & Dittmar, 2003).

### **Time of Day and Seasonality of Use**

Time of day and seasonality are particularly important development impact variables. Wildlife use of the meadow is highest from dusk to dawn. Therefore, human use during this timeframe will have greater impacts on wildlife than during daylight hours. Likewise, wildlife’s access to natural resources is more limited in the winter than in the summer. During high snow years, wildlife (particularly ungulates) are pushed into town/ lower elevations in search of appropriate habitat and lower snowpacks. High snow years are also when snow persists into the spring season. This scenario of limited wildlife habitat and favorable conditions for winter recreation inherently impact wildlife in winter habitats through increased human use. The implicit increase of human use in a limited wildlife resource increases the probability for human wildlife conflicts.

Studies of impacts (see 2019 EA “Human Use”) on mule deer from recreational use have direct implications for winter, recreational use in Karns Meadow. Mule deer and moose use of Karns Meadow is typically highest during the evening and morning hours, particularly in the winter months (dusk to dawn). Therefore, the impacts of recreational use in Karns Meadow would be greatest when impacting crucial wildlife activities such as resting in cover habitat and foraging in the winter months. Greater impacts to wildlife use of an area contribute to a decrease in that area’s viability as suitable habitat regardless of season. A decrease in suitable habitat “may be of particular concern where ‘islands’ of public lands are surrounded by urban or suburban development, because wildlife in these areas may not be able to extend their home ranges to include less disturbed habitat” (Miller, Knight, & Miller, 2001). “If management objectives include minimizing disturbance to wildlife habitat, new trails should follow existing edges and avoid water and forage resources, wildlife travel corridors, and escape terrain” (Taylor & Knight, 2003).

It follows then that human use of Karns Meadow in the winter has a greater impact on wildlife than human use in the summer. Additionally, human use between dusk and dawn has a greater impact on wildlife than human use during daylight hours. Lastly, human use at higher speeds (e.g. bikes, e-bikes and skate skis versus walking) increase the likelihood of human-wildlife conflict.



## Lighting

Although allowed for in the conservation easements, lighting of a pathway is not being proposed and was therefore not considered in this analysis. Additionally, lighting of the parking lot and restroom facilities is not proposed. If lighting were to be added to the development proposal, this would increase the negative impacts of these amenities. Since the park hours are dawn to dusk, the negative impacts of lighting would not be justified under the guidance of avoid, minimize and mitigate (Section 5.2.1.E. Impacting the NRO). As proposed, the avoidance of lighting within a dark, habitat island has the least negative impact on wildlife.

The insertion of lighting into a currently dark, habitat island would negatively affect that area's use by wildlife and therefore the viability of the habitat. Recommendations from the literature to maintain landscape corridors include "the general rule that less light is better for animal movement" (Rich & Longcore, 2006) and "an obvious solution to managing negative effects of road lighting in conservation areas is to avoid the use of road lighting altogether" (Blackwell, DeVault, & Seamans, 2015). Avoidance of lighting has the least impact on wildlife.

If lights are deemed necessary, downcast lights (fully shielded where the shield extends below the bulb by a meaningful amount) would be less impactful than shielded lights with shorter shields. Furthermore, a change in the bulb color (e.g. red versus white) has been shown to have less impact on some species (Cole & Barber, 2020) and should be considered.

## PROPOSED DEVELOPMENT

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### Overview

The proposed development (Figure 1) has clustered the parking lot, restroom facility and picnic shelter amenities near Karns Meadow Drive and has primarily located these amenities within the agricultural meadow cover type on Tracts 5 & 6. The agricultural meadow cover type is appropriate for this development as opposed to willows, wetland systems and cottonwoods.

The proposed development impacts analysis does not include a consideration of pets or lighting. Analysis assumes that dogs will not be allowed as this is a prohibited use. If dogs are allowed (including informally) then the impacts associated with human use should be increased several times as a degree of impact. No lighting is proposed. Karns Meadow Park will be open from dawn to dusk. Therefore, no lighting will be needed including on the outside of restrooms and in the parking lot.

### One Mile Circular Combined Use and Northern Spur Pathways

All conservation easements include the allowable use of a combination use pathway (henceforth "pathway"). This pathway should "not exceed 10 feet in width" (CE for Tract 1). This pathway's approximate location is identified in the conservation easement's exhibit (e.g. CEs for Tracts 2 & 4) and has an approximately 1.0+ mile loop alignment around the perimeter of the meadow. The pathway alignment to be analyzed (Figure 1) is similar to that drawn in the conservation easements. At the time of the easements (2003-2009) resources for non-motorized travel and recreation along all four exteriors of the meadow were either not available or newly developed (e.g. Snow King Avenue unprotected bike lane). Furthermore, in 2003 cross-country skiing facilities within the Town of Jackson were limited. Two decades later, the resources for non-motorized travel and cross-country skiing facilities within the Town of Jackson and Teton County are extensive.

Since 2003, opposition to a circular pathway in Karns Meadow has been put forth primarily based on concerns for the impacts on habitat quality, connectivity, fragmentation and disturbance. Those voicing concern have included the Wyoming Game and Fish Department (WGFD) in a 2012 comment letter



stating, “in general, we discourage pathways or trails that are designed as loops because the habitat within the interior is compromised by disturbance occurring on all sides” (WGFD, 2012).

When thinking about connectivity of habitats across the meadow between public lands, the north-south direction of travel and line of sight permeability rise to the forefront as important to wildlife species. This north-south direction of travel is between public lands adjacent to Karns Meadow on both sides. Furthermore, the connection that Karns Meadow provides between public lands is the only connection traversing the Town of Jackson. Without this Karns Meadow connection, wildlife species will be forced to navigate through developed areas (potentially not permeable) or circumnavigate the Town of Jackson in order to access public lands to the north and south of Town.

The combination use pathway is proposed to be 1.0± mile long and 10 feet wide with a layout appropriate for bicycles, the fastest user group. The layout has been modified from that presented in the conservation easements to avoid most wetland areas (some wetlands and wetland buffers are not avoided), fenced, mitigation plantings installed in recent years for other projects, and to provide access to both the park facilities as well as fully circumnavigating the meadow.

### **Bridges**

The proposed, combined use 1.0 mile pathway includes two bridges. The northern bridge is located at the northern terminus of Flat Creek within Karns Meadow near the Broadway Avenue automobile bridge and the West Hansen Avenue pedestrian access to the meadow. The southern bridge is located in the southern section of Flat Creek within dense willow habitat near Snow King Avenue. Both avenues (Broadway and Snow King) have automobile and pedestrian bridges with unprotected bike lanes that cross Flat Creek.

### **Northern Spur Pathway**

In addition to the 1.0± mile circular pathway, the proposed development includes an additional 0.06± mile northern spur section connecting the larger loop pathway to Karns Meadow Drive in the northwest corner of the property (hereby referred to as “northern spur”). This northern spur, in combination with 5 ft wide paved sidewalk amenities, creates a 0.4± mi interior loop primarily located on Tracts 5 & 6.

### **Sidewalks**

The existing sidewalk along Snow King Avenue will be maintained on the southwestern portion of the meadow. The proposed pathway on the southeastern portion of the meadow will replace the existing sidewalk in this location. Additionally, 5-foot wide, paved sidewalks are proposed as components of the park amenities on Tracts 5 & 6. These proposed sidewalks connect the 1.0 mile circular pathway to the parking lot, both south and east of the parking lot. Additionally, sidewalks parallel Karns Meadow Drive north of the parking lot to the northern spur pathway and to the picnic pavilion and restrooms. A total of 0.16± miles of new sidewalks are proposed within a 4.5± acre area within Tracts 5 & 6.

### **Parking, Picnic Pavilion and Restrooms**

A parking lot, picnic pavilion and restroom building are proposed on Tracts 5 & 6 in the western portion of Karns Meadow.

As proposed, the restroom building and picnic shelter would be located on Tract 6 with an adjacent parking lot located on Tract 5 as permissible under the Conservation Easements allowable uses. Included in Tract 5's allowable uses, the parking lot must be located to “protect natural resources” (Tract 5 Restrictive Covenant recorded December 2, 2008). Therefore, the parking lot was aligned in parallel to Karns Meadow Drive rather than at a 90-degree angle to the roadway. A parallel alignment as proposed



increases the distance from Flat Creek and lessens the potential barrier and disruption that a parking lot and associated human activity may have on wildlife movements.

The picnic shelter and restrooms would be accessed by the proposed sidewalks to the north of the parking lot on Tract 6. While all three facilities (parking lot, picnic shelter and restrooms) are located primarily within the agricultural meadow cover type, a string of cottonwood trees are located within this same area. The location of picnic pavilion to the north of the cottonwoods is meant to utilize the shade from the cottonwoods

## **PROPOSED USE**

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### **Nighttime and Seasonal Closure**

While the conservation easements require that Karns Meadow be closed to the public from 10pm to sunrise (Conservation Easements Section III.D, Prohibited Uses) the proposed development plan includes two provisions that are more restrictive than the conservation easements. These two restrictive provisions will minimize effects of human use on wildlife beyond what is allowed under the conservation easements.

The development plan proposes that Karns Meadow be open from dawn to dusk during the spring through fall (May 1 – November 30) and closed to all human use during the winter months (December 1 – April 30). This nighttime closure after dusk and before dawn allows for the avoidance of all lighting around parking, restroom or picnic facilities. The complete closure during the winter months is meant to coincide with the public lands closure on Snow King ridge to the south of the meadow (Greater Snow King Winter Closure of Big Game Crucial Winter Range USFS 36 CFR 261.53 (b)).

As discussed in the EA (EcoConnect, 2019), the likelihood of human-wildlife conflicts and negative impacts by human activity on wildlife species in Karns Meadow is highest during the winter months when wildlife species (primarily mule deer and moose) have less ability to adapt to human activities and are restricted by snowpack and limited natural resources. Therefore, the proposed closure of Karns Meadow during the winter months significantly minimizes the overall, negative impacts of increased human use within Karns Meadow on wildlife. Furthermore, wildlife use of the meadow is likely highest from dusk to dawn, therefore the nighttime closure to human use will further minimize the negative impacts of increased human use on wildlife within Karns Meadow.

### **Domestic Pets**

This analysis assumes that dogs/ domestic pets will not be allowed as this is a prohibited use in Karns Meadow. If dogs are allowed (including informally) then the impacts associated with human use should be increased several times for degree of impact on wildlife and on water quality. Studies in Flat Creek, Cache Creek and Game Creek have shown dogs as a source of *e.coli* and increased erosion in and around streams with nearby recreational trails (Teton Conservation District, 2003). Per Town Ordinance, dogs are not permitted in the park with the exception of the sidewalk along Snow King Avenue (TCPR, 2024).

### **Proposed User Groups**

Proposed users can be categorized into three groups: (1) park users/ picnickers, (2) slower speed users, (3) higher speed users. Camping and overnight parking remain prohibited.

#### **Park Users/ Picnickers**

Picnic pavilion users (i.e. picnickers) are expected to be small in number; limited by a maximum of two picnic tables and no exclusive reservations (TCPR, 2024). Furthermore, it is expected that these users will



spend the majority of their time clustered under the picnic pavilion and in the general area of Tract 5's agricultural meadow cover type and the proposed, landscaped lawn.

The paraglider's landing zone will be maintained on Tract 5. Paragliders are expected to have limited time spent in Karns Meadow as they land, pick up their equipment (e.g. wing) and exit the meadow.

Tract 5 & 6 conservation easements allow for Special Events. These conservation easements allow for no more than six special events to be held annually. Special events are defined as events at which attendance exceeds 50 people (Tract 5 Restrictive Covenant Section II.G, Definitions). Per the Karns Meadow Management and Use Recommendations document, all special events will require approval as a special event by the Jackson Town Council (TCPR, 2024). Impacts to wildlife in Karns Meadow from these picnic and special event users would primarily be from both unpredictable movements and noise levels.

### **Slower Speed Users**

Pedestrians and ADA users of the pathway are expected to move at a slower speed and, therefore, be able to react (e.g. stop) in an effort to avoid human-wildlife conflicts more easily than higher speed users. Furthermore, the slower speeds of these users allow wildlife to have more time to anticipate approaching humans and react accordingly.

Equestrian use will be allowed on the property but no dedicated development will be provided. Horse trailer parking is available at the Rodeo Grounds. Based on current use, equestrian users are expected to continue to be infrequent users of Karns Meadow. Equestrian riders will have a higher vantage point and be able to avoid human-wildlife conflicts in a similar fashion to pedestrians.

Enhanced creek access is proposed on Tract 1 from the proposed pathway to Flat Creek. This access would mirror the existing improved access near West Hansen Avenue and facilitate creek access for both floating the creek as well as fishing.

Slower speed users will continue to have impacts on wildlife both from their presence as well as from their noise levels. Louder groups will have more impact on wildlife than quieter groups.

### **Higher Speed Users**

Cyclist moving along the pathway at higher speeds (even if at reduced cycling speeds) are the most likely to surprise wildlife and be involved in a human-wildlife conflict. Cyclists, particularly solo cyclists, have a propensity to rapidly approach with little or no auditory warning. In areas where the pathway users are visually screened from wildlife, human-wildlife conflicts could be a persistent concern at any time of day but particularly during the dawn and dusk timeframes.

### **Noise Impacts**

Recent research conducted in the Bridger-Teton National Forest found that noise alone caused strong anti-predator responses in wildlife (Zeller, et al., 2024). Furthermore, this research found that wildlife abundance (i.e. presence) the week following noise events was 1.5 times lower than previous to the noise event (Zeller, et al., 2024). This research has strong implications for the often unseen impacts of human use on wildlife, particularly from noise. Not only do wildlife display anti-predator responses such as fleeing and increase vigilance in reaction to recreation sound (e.g. voices) but wildlife also avoid using those areas for some time after these interactions with humans.



## PROPOSED DEVELOPMENT IMPACTS: VEGETATION

Impacts to vegetation by the proposed development is illustrated in Figure 2 and summarized in Tables 1-3 below. All proposed development was buffered by 2 ft on either side to estimate the limits of disturbance based on initial drawings. Overlapping limits of disturbance, such as from the parking lot and adjoining sidewalk, were removed so as to not double count the proposed impacts. Limiting impact calculations in this way is a direct benefit of clustering development. If the infrastructure were to disperse, impacts to vegetation would increase. Furthermore, a surveyed final design and field-fitting of proposed development could limit development impacts to higher value vegetation.

### One Mile Circular Combined Use and Northern Spur Pathway

Cottonwood impacts may be avoided through specific development plans and precise location of both the picnic pavilion and the cottonwood trees.

**Table 1. Impacts to Vegetative Cover Type by Proposed Pathways, Bridges and Access Paths (acres)**

| Feature                             | Surface            | Agricultural Meadow | Cottonwoods | Willows     | Open Water  | Developed   | Total       |
|-------------------------------------|--------------------|---------------------|-------------|-------------|-------------|-------------|-------------|
| <b>Pathways*</b>                    | Paved - 10 ft wide | 1.62                | 0.04        | 0.06        | <0.01       | 0.04        | 1.76        |
| <b>Northern Bridge</b>              | Bridge- 10 ft wide | <0.01               |             | <0.01       | 0.02        | <0.01       | 0.02        |
| <b>Southern Bridge</b>              | Bridge- 10 ft wide | 0.01                |             | 0.04        | 0.02        |             | 0.07        |
| <b>Retaining Wall</b>               | Concrete           | 0.06                |             |             |             |             | 0.06        |
| <b>Stream Access Path - Western</b> | Gravel - 8 ft wide | 0.02                |             | 0.01        |             |             | 0.03        |
| <b>Stream Access Path - Eastern</b> | Gravel - 8 ft wide | 0.02                |             |             |             |             | 0.02        |
| *inclusive of Northern Spur         | <b>Total</b>       | <b>1.73</b>         | <b>0.04</b> | <b>0.11</b> | <b>0.04</b> | <b>0.04</b> | <b>1.96</b> |

Contained within the 1.62 acre of impacts to agricultural meadow vegetative cover type from Pathways listed in Table 1 is approximately 0.13 acres of impacts resulting from the northern spur pathway. Furthermore, the impacts to willows listed above under pathway result from areas where the proposed pathway alignment is constrained by the property boundary or where the pathway connects with one of the two, proposed bridges over Flat Creek.



## Sidewalks

**Table 2. Impacts to Vegetative Cover Type by Proposed Sidewalks (acres)**

| Feature          | Surface           | Agricultural Meadow | Cottonwoods | Willows | Open Water | Developed | Total |
|------------------|-------------------|---------------------|-------------|---------|------------|-----------|-------|
| <b>Sidewalks</b> | Paved - 5 ft wide | 0.19                | 0.01        |         |            | <0.01     | 0.20  |

The 0.01 acres of cottonwood impacts listed above could likely be avoided through a surveyed final design and field-fitting of the sidewalk around the cottonwood trees. Since the placement of the picnic pavilion and restrooms proximate to the cottonwood trees is desired, it is to the advantage of the proposed development to maintain these mature, cottonwood trees.

## Parking, Picnic Pavilion and Restrooms

**Table 3. Impacts to Vegetative Cover Type by Proposed Parking, Restrooms and Picnic Pavilion (acres)**

| Feature                | Surface              | Agricultural Meadow | Cottonwood  | Willow | Open Water | Developed   | Total       |
|------------------------|----------------------|---------------------|-------------|--------|------------|-------------|-------------|
| <b>Parking</b>         | Paved                | 0.34                |             |        |            | 0.01        | 0.35        |
| <b>Restrooms</b>       | Building             | 0.02                | <0.01       |        |            |             | 0.02        |
| <b>Picnic Pavilion</b> | Building             | 0.01                |             |        |            |             | 0.01        |
| <b>Lawn</b>            | Landscaping<br>Grass | 1.12                | 0.24        |        |            |             | 1.36        |
|                        | <b>Total</b>         | <b>1.49</b>         | <b>0.24</b> |        |            | <b>0.01</b> | <b>1.74</b> |

As with the sidewalks above, the <0.01 acres of cottonwood impacts listed could likely be avoided through a surveyed final design and field-fitting of the sidewalk around the cottonwood trees. The placement of the picnic pavilion and restrooms proximate to the cottonwood trees and associated shade is a desired development design element. It is, therefore, to the benefit of the proposed park to maintain these mature, cottonwood trees.

The landscaped lawn impact above is proposed for the area between the traversing sidewalk and the northern spur pathway. This area is approximately 1.4± acres in size inclusive of both agricultural meadow and cottonwood vegetative cover types. As with the restrooms and picnic pavilion, it is to the benefit of the proposed park to maintain these mature cottonwood trees.



## PROPOSED DEVELOPMENT IMPACTS: FRAGMENTATION, CORE HABITAT AND CONNECTIVITY

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### Proposed Development Impacts: Wetlands, Wetland Buffers and Functionality

While the proposed pathway alignment has been adapted to avoid delineated wetland areas (EA ARI, 2019) where feasible, the proposed pathway alignment does cross through the Town of Jackson's regulated 30-ft wetland buffer and 50-ft stream buffer (TOJ LDR Section 5.1.1, Waterbody and Wetland Buffers) as well as delineated shrub wetlands (i.e. willows) (Figure 3). Per Town of Jackson Land Regulations, public pathways are a permitted use within stream and wetland buffers (TOJ LDR Section 5.1.1.D.2.g., Buffer). The Town of Jackson may permit impacts to wetland areas if the pathway is considered an essential crossing when no alternative site is available under TOJ LDR Section 5.1.1.3.b.iii., Essential Crossings When No Alternative Site. If permitted, impacts to wetlands would be mitigated for at a two to one ratio (TOJ LDR Section 5.1.1.3.b.iv., Wetland Impacts Require Mitigation).

The location of this pathway, and associated users, proximate to the stream, wetland resources and core willow habitat constitutes fragmentation of the willow habitat at and near the north and south bridges. Additionally, in areas proximate to these bridges where willow habitat is located near or up to the property boundary, the pathway is directly impacting the willow wetland habitat as it approaches the bridge locations. In general, a loop configuration, such as with this pathway design, is discouraged as it isolates the interior habitat and fragments the overall habitat. In areas where development is close to a stream (e.g. within a minimum of 100 ft) concerns for stream health/ water quality, amphibian habitat, fisheries habitat, introduction of aquatic invasive species and general disturbance to wildlife species all apply (EA, 2019).

### Ungulate Species

Based on moose and mule deer observations (e.g. NMJH, WGFD WOS; EA Figures 5 & 6), moose and mule deer use the core willow habitat year-round for forage and cover as well as the open, agricultural meadows. Based on the extensive and tall nature of Karns Meadow's core willow habitat, it is likely that these observational data do not adequately record the use of this core habitat by ungulates, particularly moose and mule deer. Moose collar data for a cow and calf pair in 2023-2024 winter indicate extensive use of this core, willow habitat during the winter months (*A. Courtemanch, pers. commun.*). These collar data indicate that this cow/ calf pair traversed Karns Meadow with all collar data points contained within this willow system.

The insertion of bridges, both north and south, across and through this core, willow habitat is fragmentation of this central, natural resources on the property. The northern bridge is proposed in a location near the north end of the core habitat on the property where current development (e.g. residential development, the Cache Creek manmade confluence and the Broadway Avenue vehicle/ pedestrian bridge) have limited the presence of willows and the width of the core habitat. Therefore, this northern bridge represents less fragmentation of the habitat than the southern bridge.

The proposed, southern bridge location is within a dense stand of willow habitat that encompasses almost the entire span of the property in this location. The insertion of a pathway bridge through this location would remove willow habitat, split a large patch of willows into two and increase edge effects into the southern, interior of this core habitat. The wetland system within Karns Meadow is not only important wildlife habitat, but it also functions to absorb and control flood waters within the Flat Creek watershed. The unique, flooding capacities of Flat Creek both in the winter and spring are an essential variable in the health and productivity of this core, willow habitat and the Flat Creek Watershed as a whole. Likewise, the core, willow habitat and associated wetland soils are essential to Karns Meadow's abilities to absorb these flood waters.



If the proposed bridges are installed in Karns Meadow, particular attention would need to be paid to (1) winter ice cycles, (2) flooding events and (3) the use of this core habitat by wildlife, particularly moose. Bridges would need to be designed to accommodate all three of these natural resources in an effort to minimize further impacts. In particular, how a moose would navigate either around or across a bridge is of importance during the design phase. For the southern bridge location, the streambed is closely bounded by dense willow and/ or existing and proposed retaining walls. Therefore, a moose traveling the streambed would encounter a bridge with little capacity to navigate around the bridge. If a bridge were built low and sturdy enough for a moose to walk across, it would likely sustain damage from winter ice and spring floods. A bridge built high enough for a moose to navigate under would need to provide 12-15 ft of height clearance from the streambed (*pers. commun. A Courtemanch, WGFD & J. Kintsch, ECO-resolutions*). This height would allow a moose to travel under the bridge rather than face an impermeable landscape of dense willows and retaining walls. Neither case is ideal. The proximity of the Snow King Avenue vehicle/ pedestrian bridge provides an alternative and supports a practical means of avoidance of impacts to natural resources (TC LDR Section 5.2.1.E. Impacting the NRO; see “Recommendations for Minimizing Impacts” below).

From a terrestrial perspective, this intact riparian corridor, inclusive of associated uplands in the meadow, is the last remaining terrestrial connection of undeveloped lands through the Town of Jackson. This property provides connectivity to public lands and associated crucial winter range for both mule deer and moose to the north and south. Maintaining this connectivity is critical to movement patterns for both species, particularly in the winter months, as well as one of the essential Conservation Values of the Karns Meadow conservation easements (JHLT CEs 2003-2009 & Segerstrom & Dittmar, 2003).

Within the meadow, the cottonwood strings provide cover for ungulate species, particularly mule deer, accessing the property. The functionality of these cottonwood strings would decrease with increased human use. The majority of mule deer movements have been shown to occur between dusk and dawn (Riginos, et al., 2013). Therefore, maintaining dusk to dawn closures to human use could minimize the impacts to mule deer movements through this area.

## **PROPOSED DEVELOPMENT IMPACTS: WILDLIFE**

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In addition to the fragmentation, core habitat and connectivity impacts on wildlife (particularly mule deer and moose) discussed above, wildlife species potentially impacted by the proposed development include trout, beaver, fox and coyote, Trumpeter Swans, Bald Eagles and other raptors, and songbirds. As is noted in the 2019 EA (See “Other Wildlife Species”) the wildlife species observed in Karns Meadow is extensive and includes not only species listed but the majority of species found in Teton County.

**Trout** – Impacts to instream trout habitats can be minimized by abiding by WGFD’s seasonal construction restrictions which are typically March 31 through July 31. Flat Creek is designated as regionally important tributary of the Snake River (e.g. Yellow Ribbon stream) by WGFD. These construction restrictions are meant to reduce disturbance and sedimentation into a stream by nearby construction activities.

In addition to direct impacts from development activities, increased access to Flat Creek for fishing and floating will likely increase users in the creek. A higher level of human activity in the creek will increase existing impacts such as increased sedimentation from bank and streambed disturbance, impacts to spawning and cover habitats for fisheries.

**Beaver** – Beavers are a known resident in Karns Meadow particularly in side channels within the core willow habitat. Fragmentation of the willow habitat will impact beaver during construction periods as well as directly from the removal of willow vegetation (a primary food and cover resource).



**Fox and Coyote** – Fox and coyote are known to den and forage in Karns Meadow and may be protective of their dens against human activity during the denning season (e.g. spring). Fox and coyote typically adapt to human disturbance. However, this may be an instance where human-wildlife conflicts escalate and the proposed development/ spring human use crosses the threshold of acceptable disturbance for fox and coyote species during the denning season.

**Trumpeter Swans** – Trumpeter Swans use the Flat Creek corridor as a flyway throughout the year and particularly in the winter months. Furthermore, Flat Creek is fed by geothermal waters and therefore may remain open during the winter and critical spring forage season. The closure of Karns Meadow during the winter will minimize impacts of proposed development on Trumpeter Swans. Proposed bridges as obstacles to Trumpeter Swans flying low should be considered within the bridge design process.

**Bald Eagles and Other Raptor Species** – Bald Eagles and other raptor species primarily utilize Karns Meadow as foraging habitat. While no active nests are known, it is likely that some raptor species may use Karns Meadow for nesting. Retention of the sparse, mature trees (e.g. cottonwoods) would increase the chance of raptors nesting in Karns Meadow. Conversely, the increase in human use, particularly around these mature trees will decrease the likelihood of raptors using these trees for nesting habitat. If an active nest is detected in an area of human use, the impacts may be minimized by implementing a temporary closure around the nesting tree until the young have fledged.

**Songbirds** – Songbirds are negatively impacted by edge effects. The fragmentation of dense nesting habitat, such as willows, creates additional edges that allow predator species (e.g. Corvid species: Magpies, Ravens and Crows) to access songbird nests that would be otherwise concealed and inaccessible. Nest survival in Karns Meadow is lower than at other locations surrounded by less human development (Hall & McCabe, 2010). Future fragmentation of the habitat would be expected to further decrease both species richness and species diversity while increasing predation and further lowering nest survival.



## RECOMMENDATIONS FOR ADDITIONAL AVOIDANCE AND MINIMIZATION OF IMPACTS

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The minimization of impacts integrated into the proposed development include operating hours of dawn to dusk, no lighting, no domestic pets (a requirement of the CE), and no winter use, (December 1 – April 30 closure in line with Greater Snow King Winter Closure; Greater Snow King Winter Closure of Big Game Crucial Winter Range USFS 36 CFR 261.53 (b)). Designing the pathway alignment and facilities out of the higher value cover types (emergent wetland areas and cottonwoods) where possible is also a minimization of impacts contained within the proposed development. Nonetheless, recommendations to further avoid and minimize impacts are the following:

- Removal of the northern spur pathway as it is a duplicative of the sidewalk connection to the circular pathway.
- Avoid introducing additional grass species by avoiding the installation of a landscaped lawn on Tract 6. Rather than introducing landscaping, the existing grass species could be simply mowed. This would maintain the grass species present and avoid the introduction of species that may not benefit ungulates and other wildlife species as winter forage. Furthermore, the avoidance of a landscaped lawn area would be in line with the Conservation Easement's definition of "Natural Park" which emphasizes "the preservation of the existing natural features" (Conservation Easements Section III.M, Definitions). Lastly, if natural grasses were allowed to grow unmaintained in the late summer/ fall, this would contribute to available winter forage for ungulates.
- The parking lot could be minimized to the smallest number of spaces expected or avoided by utilizing or creating on-street parking along Karns Meadow Drive. As with the meadow, this parking lot should remain closed and unplowed during the winter months.
- Field-fit pathway and infrastructure alignment to avoid impacting high value habitats (e.g. cottonwoods and wetland areas) where possible.
- Limit special events to a small number of people and have them take place primarily during daylight hours, avoiding dusk and dawn when wildlife species are more likely to be present in the meadow. Furthermore, if party tents are a component of the special event, these should be constructed and removed the same day as the event. This same day removal would protect wildlife, particularly ungulate species, from becoming entangled in the tent's rigging.
- A measure to limit the impact of pathway infrastructure would be to build gravel surface or natural surface (dirt) trails rather than a paved surface pathway. A paved surface would increase run-off into the creek; increase the speed that users travel; increase the area of impact (greater fragmentation/ larger, construction limits of disturbance); and visually be a stark contrast with the surrounding vegetation. In comparison to a paved surface, a gravel or dirt path would slow run-off into the creek, slow the speed of users, have a smaller area of impact; and visually blend into the landscape. However, dirt trails near the waterway have the potential to increase sedimentation into the creek. Limiting sedimentation into the creek could be designed for using best management practices. Regardless of the surface, maintaining path alignment as far away from the waterway as possible is beneficial to the waterway.
- Pathway use by only non-motorized riders (e.g. no e-bikes or motorized scooters) would slow the speed of users and minimize potential human-wildlife conflicts.
- The southern bridge and associated habitat fragmentation and vegetation removal could be avoided by maintaining the pathway along the roadway and then building a pathway bridge immediately adjacent to the roadway bridge. In the future when the roadway bridge is replaced, it could be redesigned to be both wildlife friendly and incorporate a pathway.



## **HABITAT ENHANCEMENT/ MITIGATION PLAN**

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Once a detailed development plan is available and precise locations of development features (parking, restrooms, picnic pavilion, sidewalks, pathway, bridges) have been designed, a habitat enhancement/mitigation plan will be required. Mitigation at a two to one ratio is required for impacts to high value vegetative cover types (e.g. cottonwood and wetland vegetative cover types) (TOJ LDR Sections 5.1.1.D.3., Development of Essential Facilities & 5.2.1.E. Impacting the NRO). This habitat enhancement/mitigation plan will include a monitoring program (TOJ LDR Section 5.2.1.E. Impacting the NRO) to ensure success of the mitigation efforts.

## **CONCLUSION**

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The unique planning challenge associated with the Karns Meadow property cannot be overstated. Within this context, any proposed development should be pursued in a careful and methodical manner so as to not unintentionally overstep an ecological threshold and significantly or irreversibly damage the property's ecological function and Conservation Easement's Conservation Values.

Of the proposed development, those that represent incremental steps toward providing thoughtfully located, human use infrastructure and take into consideration limiting the area and use disturbance to the greatest extent possible are the most likely to represent a balanced, methodical approach.



## **APPENDIX A: FIGURES**

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Figure 1. Proposed Development

Figure 2. Proposed Development and Vegetative Cover Types

Figure 3. Proposed Development, Wetland and Stream Setbacks





**Figure 1:**  
Proposed Development

**Karns Meadow  
Development Impacts**

**Legend**

- Parcels
- Karns Meadow
- Proposed Development**
- Pathway
- Bridge
- Sidewalk
- Access Path
- Retaining Wall
- Parking
- Restrooms
- Shelter
- Lawn

1 in = 200 feet  
0 200 Feet



**Sources**  
TCPR  
- Proposed Development  
Teton County  
- 2024 1 ft Aerial  
- Parcels

July 11, 2024

**EcoConnect Consulting LLC**  
Connecting Ecology and Community  
www.ecoconnecttjh.com





**Figure 2:**  
Vegetation Impacts  
from  
Proposed Development

**Karns Meadow  
Development Impacts**

**Legend**

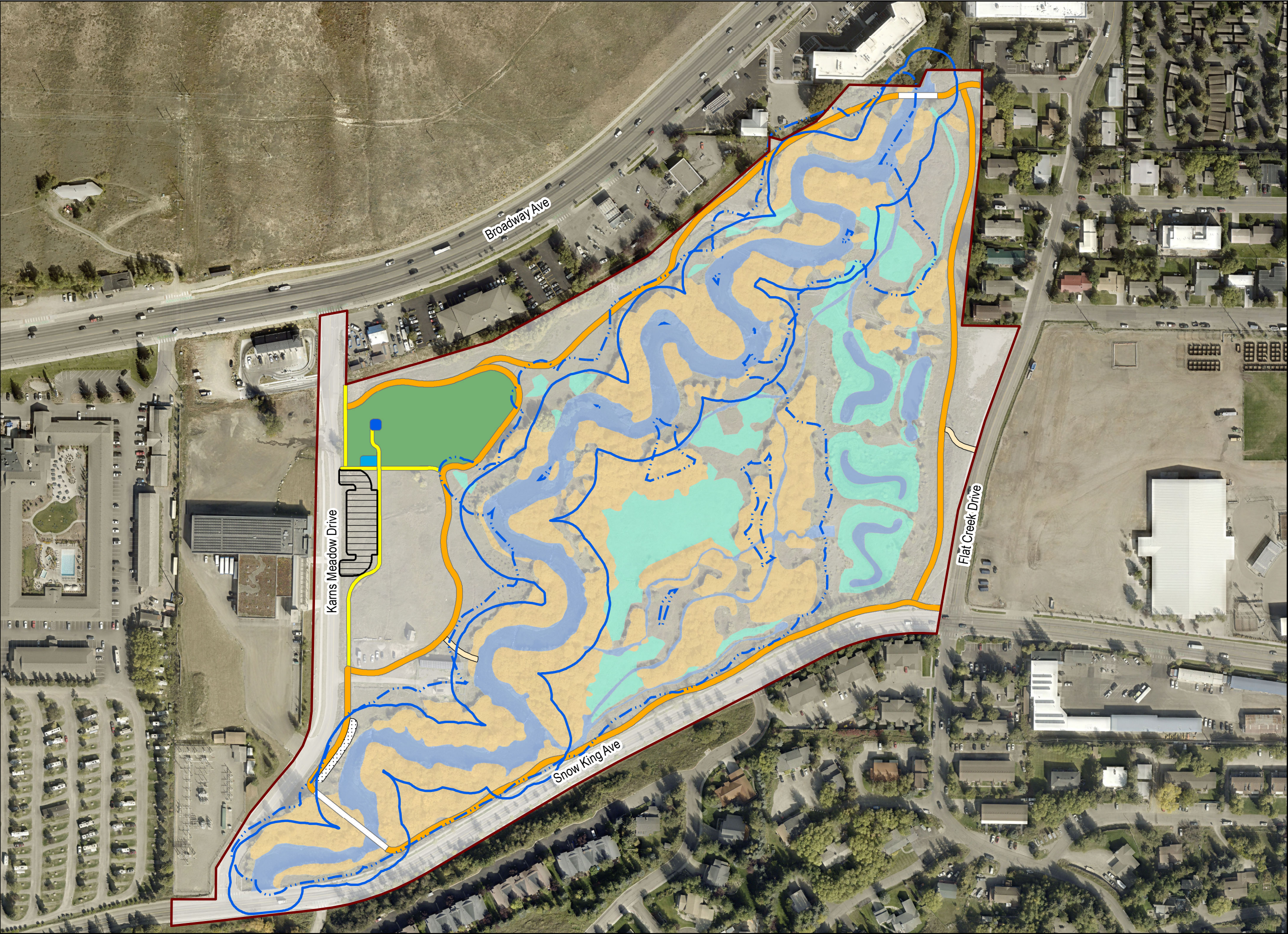
- Karns Meadow
- Vegetation Impacts**
  - Open Water
  - Scrub-Shrub Wetland
  - Cottonwoods
  - Agricultural Meadow
  - Disturbed/ Developed
- Vegetation Cover Type**
  - Open Water
  - Scrub-Shrub Wetland
  - Emergent Wetland
  - Cottonwoods
  - Fall 2018 Mitigation Plantings
  - Mitigation Plantings Added Since 2019
  - Agricultural Meadow
  - Disturbed/ Developed

1 in = 200 feet  
0 200 Feet



**Sources**  
TCPR  
- Proposed Development  
Teton County  
- 2024 1 ft Aerial  
- Parcels





**Figure 3:**  
Proposed Development  
and  
Wetland and Water Buffers

**Karns Meadow  
Development Impacts**

**Legend**

- Karns Meadow
- 30 ft Wetland Buffer
- 50 ft Stream Buffer

**Cover**

- Open Water
- Scrub-Shrub Wetland
- Emergent Wetland

**Proposed  
Development**

- Pathway
- Bridge
- Sidewalk
- Access Path
- Retaining Wall
- Parking
- Restrooms
- Shelter
- Lawn

1 in = 200 feet  
0 200 Feet

**Sources**  
TCPR  
- Proposed Development  
Teton County  
- 2024 1 ft Aerial  
- Parcels



## **APPENDIX B: KARNS MEADOW MANAGEMENT AND USE RECOMMENDATIONS**

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The proposed uses referenced in this document were based on the *Karns Meadow Management and Use Recommendations* internal document dated July 8, 2024 (TCPR, 2024) and included here for reference. Text in [brackets] indicates additional information provided by EcoConnect Consulting. Locations mentioned refer to draft P&R Plan (dated 6/12/2024).

1. Karns Meadow Park will adhere to the winter closure dates outlined in the Greater Snow King Winter Closure [[https://www.fs.usda.gov/Internet/FSE\\_DOCUMENTS/stelprdb5344164.pdf](https://www.fs.usda.gov/Internet/FSE_DOCUMENTS/stelprdb5344164.pdf)]. All human activity is prevented from December 1st until April 30th. Park will be considered open from dawn to dusk. No park lighting is provided.
2. Per the town ordinance, dogs are not permitted in the park with the exception of the paved concrete sidewalk along the south, along Snow King Ave. Signs shall be posted at all pedestrian access points indicating no dogs allowed citing town ordinance.
3. A park regulations and restrictions sign shall be placed within the park adjacent to the facility restroom.
4. WYG&F construction season restriction will be considered April through June for all tracts except 5 and 6. In addition, P&R shall follow recommendations for equipment cleaning for capital and maintenance work completed in parcel 1 through 4 to reduce risk of water quality contamination. [WGFD typically requires seasonal restrictions of March 31 through July 31.]
5. Equestrian use is allowed on the property, however no specific dedicated improvements are made for the use. No horse trailer parking is developed due to the proximity of the fairgrounds parking.
6. Paraglider landing is permitted in the park within Tract 5 (delineated by the red x).
7. Fishing and floating in Flat Creek is permitted per Wyoming Game and Fish regulations. No specific fishing access improvements are made. River access improvements are maintained in the northeast corner of the parcel, and proposed to be added on the west side of the creek as identified by the ellipse.
8. The CUP application will identify locations for benches and trash receptacles (bear proof) throughout the site as appropriate. No trash receptacles will be installed along or adjacent to the pathway
9. Access road to Town of Jackson infrastructure (on parcel 1 and 5) shall be gated and locked at Karns Meadow Drive to prevent public parking and/or public vehicle access within the park. No parking for Park access signs shall be installed at the northeast trail access.
10. Picnic shelter shall be for drop in use only (no exclusive reservations). The shelter shall accommodate a maximum of two picnic tables.
11. The Mercer Cabin will be removed from the Karns Meadow property.
12. Special event use on parcel 5 and 6 shall remain in place as outlined within the conservation easement. Special events are limited in number and are required to be approved as a special event by the Jackson Town Council.
13. All vegetation on site shall be managed with a balance of ecological value and public safety. P&R shall maintain vegetation along trails, sidewalks, pathways and other public use areas per the standards of Crime Prevention through Environmental Design (CPTED) and International Society of Arboriculture (ISA).



14. The department will evaluate opportunities to utilize existing water rights to irrigate and sustain Cottonwood development and/or mitigation, as well as a source for grass/lawn irrigation.
15. P&R will continue to work with Teton County Weed and Pest to maintain and evaluate opportunities to enhance the noxious weed program for the entire park.
16. Overnight camping, parking and general use will remain prohibited.
17. P&R reserves the right to temporarily close or restrict trail and/or meadow access due to sensitive ecological activity. Such closers shall be discussed and approved by the Town of Jackson Town Manager.
18. Town of Jackson Public Works Department shall have priority access to parcels 1 & 4 for routine and capital maintenance of water system, thaw well, photovoltaic, stormwater and treatment wetland infrastructure. Town of Jackson Public Works Department shall also have priority access to the entire parcel for critical winter ice management for public safety and the protection of public and private infrastructure.



## APPENDIX C: RESOURCES

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## PLANNING & BUILDING DEPARTMENT

July 23, 2024

Teton County Parks & Recreation  
PO Box 811  
Jackson, WY 83001

**RE: Item P23-006: Environmental Analysis & Development Impact Assessment for Karns Meadow Master Plan - Tracts 1-6 of Karns Meadow**

Dear Mr. Ashworth:

This letter is to confirm that the Karns Meadow Master Plan (KMMP) application submitted requesting an Environmental Analysis (EA) located at the above-referenced properties, has been reviewed by the Planning Department and the Planning Director recommends approval of the EA to the Town Council subject to the conditions listed below under the Habitat Enhancement section. The EA analyzed the proposed KMMP project which specifically includes a 14-space parking lot adjacent to Karns Meadow Drive, a picnic shelter, a public restroom, a 10'-wide 1.0+ mile paved multi-use loop pathway with two bridges, and a 0.06-mile paved pathway/sidewalk section in the northwestern corner of the site. Operationally, the park is proposed to be open for use from dawn to dusk (no lighting proposed) from May 1<sup>st</sup> to November 30<sup>th</sup> and be closed from December 1<sup>st</sup> to April 30<sup>th</sup>. Because the Town of Jackson is the primary property owner and will act as the developer, the Town Council will ultimately approve, modify, or deny, all proposed physical development and use within the KMMP as part of the Conditional Use Permit (CUP) review process.

When determining whether a development or use located within the Natural Resource Overlay (NRO) complies with the Land Development Regulations (LDR), **Section 5.2.1.E. - Impacting the NRO** states that "where densities/intensities permitted cannot be achieved by locating development outside of the NRO, then lands protected by the NRO may be impacted pursuant to the standards of this Subsection." The standards of Subsection 5.2.1.E. are as follows:

1. **Minimizes Wildlife Impact.** The location of the proposed development shall minimize impacts on the areas protected (e.g., crucial migration routes, crucial winter range, nesting areas). For the purposes of this standard, "minimize" is defined as locating development to avoid higher quality habitats or vegetative cover types for lesser quality habitats or



vegetative cover types. Only when avoidance is not practicable due to significant topographical constraints related to the property, may higher quality habitats or vegetative cover types be impacted.

**Complies.** Prior to the submission of the final proposal for the KMMP, staff followed the review process in LDR Section 8.2.2.F. which requires the EA consultant to have an alternatives analysis meeting with staff to identify potential alternative site designs to be analyzed in the EA. Multiple alternative design meetings were held on April 6, 2023, May 1, 2024, and June 14, 2024, wherein staff and the EA consultant discussed the Town Council's desired goals of the project and how to achieve those goals while minimizing impacts to Karns Meadow.

Staff finds that based on the alternatives analysis meetings, the proposed physical development and uses of the KMMP minimize impacts to the greatest extent possible as required by the LDRs. Regarding the physical development, the loop pathway is designed to avoid, to the greatest extent possible, the 30' wetland buffer, the 50' creek setback, and the higher vegetative cover types (i.e., Cottonwoods and Scrub-Shrub Wetlands). In addition, the proposed plan further seeks to reduce impacts by clustering the parking lot, restroom, and picnic shelter in a small footprint in lower value habitat instead of sprawling development into a larger area.

Regarding use, the park is proposed to be open from dawn to dusk from May 1<sup>st</sup> through November 30<sup>th</sup> and closed from December 1<sup>st</sup> through April 30<sup>th</sup> avoiding impacts during winter months which is a critical time for wildlife habitat within Karns Meadow. Since the park will be "closed" in the evenings, no exterior lighting is proposed. To further limit impacts on wildlife, the proposed plan maintains a prohibition on dogs which are currently prohibited in Town parks via the Municipal Code.

The Development Impact Assessment provided by the EA consultant provides eight additional recommendations (page #16) that seek to further avoid and minimize impacts. Ultimately the Town Council will decide on the final physical development and use and may elevate any of the recommendations provided as conditions of approval as part of the CUP for the Karns Meadow Master Plan. To help assist the Council's decision, staff has provided a response to each of the eight recommendations below on the following page.

2. **Habitat Enhancement.** The developer proposes mitigation and habitat enhancement for the land impacted, either on-site or off-site, on a basis of two acres of mitigation/habitat enhancement for every one acre of land impact. This shall be completed pursuant to a mitigation/enhancement plan, which includes a monitoring program.

**Complies.** As stated in the EA, the proposed areas of disturbance will require a 2:1 mitigation per the LDRs. Since the proposed development will impact cover types ranging from 3-8, a mitigation plan will be required at the time of physical development permit submittal. The mitigation plan shall address and summarize the disturbance areas, the mitigation goals and details, proposed fencing, proposed irrigation, proposed weed control, a summary of costs, and a monitoring program. In addition, a bond for 125% of the cost of



12the 2:1 mitigation shall be provided prior to the issuance of the physical development permit and held until the mitigation work has been completed and satisfactorily inspected by the Town. Prior to the Town's inspection, the EA Consultant shall conduct a site inspection of the 2:1 mitigation and provide a written summary to the Town.

Below are the eight recommendations, with staff responses, provided by the EA consultant that the Council could consider as part of the CUP:

1. EA Consultant: Removal of the northern spur pathway as it is a duplicative of the sidewalk connection to the circular pathway.

**Staff Response:** *Staff is supportive of this recommendation and agrees that the northern spur (specifically the orange pathway section that branches off from the pathway junction and connects to Karns Meadow Drive) is duplicative. Should the Council decide to remove the northern spur, the overall plan will still accomplish the goal of a loop pathway around the park.*

2. EA Consultant: Avoid introducing additional grass species by avoiding the installation of a landscaped lawn on Tract 6. Rather than introducing landscaping, the existing grass species could be simply mowed. This would maintain the grass species present and avoid the introduction of species that may not benefit ungulates and other wildlife species as winter forage. Furthermore, the avoidance of a landscaped lawn area would be in line with the Conservation Easement's definition of "Natural Park" which emphasizes "the preservation of the existing natural features" (Conservation Easements Section III.M, Definitions). Lastly, if natural grasses were allowed to grow unmaintained in the late summer/ fall, this would contribute to available winter forage for ungulates.

**Staff Response:** *Staff is neither recommending nor opposing the idea of keeping the native grassing and not introducing non-native grasses. Based on discussions with the Parks and Recreation Department, we understand that the grass area is an important component of the overall park plan and do not find that it must be removed to comply with the LDRs. However, removal of the turf area would create a more "natural" park character.*

3. EA Consultant: The parking lot could be minimized to the smallest number of spaces expected or avoided by utilizing or creating on-street parking along Karns Meadow Drive. As with the meadow, this parking lot should remain closed and unplowed during the winter months.

**Staff Response:** *Staff has not studied the concept of on-street parking along Karns Meadow Drive, nor has Council direct staff to do so. This parking alternative would involve a larger discussion around the future desired use of Karns Meadow Drive and consultation with START to better understand possible operational conflicts with busses. With that being said, staff is open to having that conversation should the Council desire on-street parking.*



*Because the CUP has not yet been submitted, staff is not making a recommendation on the number of proposed on-site parking spaces, which at this time is 14 spaces. The Council will have the opportunity to discuss the number of proposed parking as part of the CUP and will have the option to decrease, or increase, the amount of parking. Staff does however agree that the parking lot should remain closed and unplowed during the winter months.*

4. EA Consultant: Field-fit pathway and infrastructure alignment to avoid impacting high value habitats (e.g. cottonwoods and wetland areas) where possible.

**Staff Response:** *Staff is supportive of this recommendation. This will ensure that , certain improvements can be shifted or aligned to avoid high-value habitats that were not identified on the plans but were observed in the field.*

5. EA Consultant: Limit special events to a small number of people and have them take place primarily during daylight hours, avoiding dusk and dawn when wildlife species are more likely to be present in the meadow. Furthermore, if party tents are a component of the special event, these should be constructed and removed the same day as the event. This same day removal would protect wildlife, particularly ungulate species, from becoming entangled in the tent's rigging.

**Staff Response:** *Staff is not making a recommendation on special events at this time but agree that any party tents should not be allowed to remain overnight. The Council could choose to limit and restrict special events as part of the CUP review process.*

6. EA Consultant: A measure to limit the impact of pathway infrastructure would be to build gravel surface or natural surface (dirt) trails rather than a paved surface pathway. A paved surface would increase run-off into the creek; increase the speed that users travel; increase the area of impact (greater fragmentation/ larger, construction limits of disturbance); and visually be a stark contrast with the surrounding vegetation. In comparison to a paved surface, a gravel or dirt path would slow run-off into the creek, slow the speed of users, have a smaller area of impact; and visually blend into the landscape. However, dirt trails near the waterway have the potential to increase sedimentation into the creek. Limiting sedimentation into the creek could be designed for using best management practices. Regardless of the surface, maintaining path alignment as far away from the waterway as possible is beneficial to the waterway.

**Staff Response:** *Staff is not recommending a gravel or dirt pathway because the original plan presented to the Town Council at their 2022 Workshop showed a paved pathway and the Council directed staff to pursue that plan. With that being said, the Council could decide as part of the CUP that the pathway should be gravel or dirt and staff would not be opposed. Staff does agree that the pathway alignment should be as far away from the waterway and the proposed plan, along with field-fit alignments, seeks to accomplish this goal.*



7. EA Consultant: Pathway use by only non-motorized riders (e.g. no e-bikes or motorized scooters) would slow the speed of users and minimize potential human-wildlife conflicts.

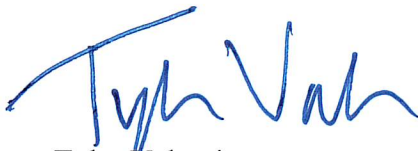
**Staff Response:** *Staff is neither recommending nor opposing the idea of prohibiting motorized travel (e.g., e-bikes) in the park. We do not find that doing so is necessary to comply with the LDRs. The Council could choose to further limit and restrict the pathway to non-motorized users as part of the CUP review process.*

8. EA Consultant: The southern bridge and associated habitat fragmentation and vegetation removal could be avoided by maintaining the pathway along the roadway and then building a pathway bridge immediately adjacent to the roadway bridge. In the future when the roadway bridge is replaced, it could be redesigned to be both wildlife friendly and incorporate a pathway.

**Staff Response:** *Staff is not recommending removing the southern bridge because the Town Council, at their 2022 Workshop, directed staff to pursue a loop pathway within the park and the southern bridge is part of the loop pathway system. However, the Council could choose to remove the southern bridge crossing and route park users adjacent to Snow King Drive and Karns Meadow Drive as part of the CUP review process and staff would not be opposed.*

If you have any questions or need additional information, please contact me at 307-733-0440, ext. 1305.

Sincerely,



Tyler Valentine  
Senior Planner



**From:** Andrew Glenn <drew@glennoms.com>  
**Sent:** Tuesday, October 1, 2024 11:47 AM  
**To:** Town of Jackson Planning Department  
**Subject:** Karns Meadow project

Hi, local resident off of Snow King; our management team wanted us to reach out with any opinions regarding the proposed Karns Meadow development...

I can speak for myself, my family and my employees (am a local business owner) in that we all think this is an absolutely TERRIBLE idea. This is a pristine wetland area, as anyone local can plainly see, and any building project, regardless of what studies may have been done, is going to disrupt a LOT of local habitat, not to mention put housing in the middle of town that NO ONE wants there. There's obviously been a lot to be desired when it comes to city planning in general, but this would be egregious, destructive project, and we can't believe it's actually being considered.

There are, what 8-10k residents who are present 6+ months a year? Betting we could find 7000 signatures in petition?

Won't raise a stink beyond this, rarely weigh in on things of this nature, but there are a lot of strong opinions of dissent on this, and we're hoping this receives a solid VETO from the locals.

best regards,

andrew glenn