Regular Town Council Workshop

March 16, 2026
1:30-5:00 PM
Town Council Chambers
Chair: Arne Jorgensen

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I. 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 Town Council by emailing electedofficials@jacksonwy.gov.

To join, click link or copy it to your browser: https://us02web.zoom.us/j/83243795282?pwd=pZ7VNnxhcoZrechu6ivc5Y3bWbF7Zq.1

Or join at zoom.com with Webinar ID: **832 4379 5282** and Password: **83001** or by phone: **+1 669 900 9128**

II. CALL TO ORDER AND ROLL CALL

III. WORKSHOP ITEMS

A. Utility Rate Amendment & Water Efficiency (Irrigation) Ordinance (Johnny Ziem, 90 mins)

B. Review of FY26 Sales & Lodging Tax To Date, FY27 Sales & Lodging Tax Projections, and Property Tax Mills to be Assessed (Tyler Sinclair & Kelly Thompson, 30 mins)

C. Visioning Changes to LDRs to Address Development Impacts (Paul Anthony, 60 mins)

IV. MATTERS FROM MAYOR AND COUNCIL

A. Board and Commission Reports & Meeting Check-In

V. UPCOMING AGENDA UPDATE

A. Council Priorities

VI. ADJOURN

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

STAFF REPORT

Meeting Date:	March 16, 2026	Meeting Title:	Workshop
Submitting Department:	Public Works	Presenter:	Johnny Ziem
Agenda Item:	Utility Rate Amendment & Water Efficiency (Irrigation) Ordinance	Public Comment:	Yes

Purpose & Policy Considerations.
The purpose of this item is to present to the Council updates to Title 13 of the Town of Jackson Municipal Code:

1. Utility rate and fee amendments to both water and sewer utilities
2. The addition of a new master meter water rate structure
3. Consideration of an irrigation ordinance and the thresholds at which irrigation restrictions would go into effect

Recommendations.
Staff recommend approving the amendments to Title 13 of the Jackson Municipal Code, which would 1) amend utility (water and sewer) rate and fee amendments, 2) add a new master meter water rate structure and 3) incorporate an irrigation ordinance and proposed thresholds when restrictions would go into effect.

Background.
1. Utility Rate and Fee Amendment

The Council has approved amendments to Title 13 of the Jackson Municipal Code regarding increases to water and sewer rates & fees in 2021, 2022 and 2023. These rate increases were designed to keep up with inflation, increased operational fund expenses, and increased capital expenditures. The most recent water and sewer rate updates (2023) were made effective January 1, 2024, and included the following rate changes:

- An 8% increase for all users of the Town water system, which included both a base rate and a volume charge
- An 8% increase for all users of the Town sewer system, which included both a base rate, volume charge, and sewer strength charge
- A 7.6% increase to the 3 Creek Capital Replacement Charge
- A 7.6% increase to both sewer and water capacity fees
- An 8% increase to septic dump fees

2. New Master Meter Water Rate Structure

The Town of Jackson retained Raftelis to evaluate and develop a new master meter water rate and pricing structure to equitably recover the costs of providing water service to master metered developments. Master metered developments may receive treated municipal water through a single metered connection, thus allowing the Town to bill one owner of the facility and not the end users. This allows the Town to bill one development instead of installing multiple meters at each specific property/lot. For example, if a new 60 lot development was approved to connect to the Town's water system, instead of installing a meter in each home, there will be one master meter installed on the water main to that development.

3. Water Efficiency (Irrigation) Ordinance

The last time the Council discussed a water conservation ordinance was on October 20, 2025, at the Town Council Workshop. During that presentation, staff sought Council direction to work on water conservation tools, which would include a permanent water conservation ordinance. The Council directed staff to draft an amendment to Title 13 of the Jackson Municipal Code to reduce water use for irrigation purposes and present the ordinance for discussion at a future

Council meeting. This staff report will present a high-level framework of the draft ordinance, including phases, irrigation schedules, and thresholds at which irrigation restrictions would go into effect.

Analysis & Key Questions.

1. Utility Rate and Fee Amendment

As part of the 2020 Rate Study, staff identified a process for amending water and sewer rates & fees that would allow for annual/biennial (high-level) rate reviews. Rate reviews are conducted to evaluate inflation, operational fund expenses, cash reserves, and non-growth-related capital expenses. The chart below outlines water and sewer rate and fee increases from the 2020 Rate Study to most recent 2023 amendment:

	2020 Rate Study	2022 Rate Review	2023 Rate Review
Water User Rates	8%	6%	8%
Sewer User Rates	6%	3%	8%
Capacity Fees	Structural Change*	9.3%	7.6%
3 Creek Capital Replacement Charge	Structural Change*	8.9%	7.6%
Septic Dump Station	9%	3%	8%

Note – Structural Change*: The 2020 Rate Study overhauled the structure of Capacity Fees and the 3 Creek Capital Replacement Charge thereby creating a new fee.

There are three main factors that are driving amendments to both water and sewer rates: increases in operational costs, cost of construction, and an increase in capital expenditures. Increases in water fund expenditures over the past two years include a 9% increase in operational budgets and an increase of 58% in capital expenditures, driven by two projects that cost more than estimated (Gregory Lane water project and the High School Road pumphouse). The Council approved using roughly $3,000,000 from the water fund to complete both projects. Increases in sewer fund expenditures over the past two years include a 7% increase in operational budgets and an increase of 36% in capital expenditures, driven by one project that cost more than estimated (Gregory Lane sewer project). The Council approved using more than $1,000,000 from the sewer fund to complete the project.

For this water and sewer rate review, staff retained the services of Raftelis, with the review beginning in the fall of 2025 and completing in February of 2026. Staff are proposing the following amendments to water and sewer rates & fees beginning on June 1, 2026:

1. Water User Charges: Staff recommend a **25% increase** for all users of the Town water system, which includes both a base rate and volume charges. This increase to the base and volume chargers is proposed to cover increases in operational fund expenses, to maintain cash reserves for the water fund, and to provide for inflationary increases to non-growth-related capital expenses.
2. Sewer User Charges: Staff recommend a **10% increase** for all users of the Town sewer system, which includes both a base rate and a volume charge, and the same increase for sewer strength charges. Like the water fund, this increase to the base and volume charges is proposed to cover increases in operational fund expenses, to maintain cash reserves for the sewer fund, and to provide for inflationary increases to non-growth-related capital expenses.
3. Water/Sewer Capacity Fees: Staff recommend a **5.2% increase** in both water and sewer capacity fees. Water and sewer capacity fees are one-time fees paid when a development/single-family home physically connects to Town infrastructure. This fee is used for new and replacement costs for capital infrastructure. This increase reflects the cost change in the Engineering New Record Construction Cost Index (ENR-CCI). The ENR-CCI is a national index that tracks contractor costs across twenty cities in the country. The ENR-CCI index is used for capacity fees because it provides an accurate, specialized measure of inflation for the labor and materials required to build infrastructure, ensuring that capacity fees keep pace with rising cost of construction.

4. 3 Creek Capital Replacement Charge: Staff recommend a **5.2% increase** to this fee as the basis for this increase follows the same methodology using the ENR-CCI index above.
5. Septic Dump Station Fees: Staff recommend a **10% increase** to septic dump station fees, which is consistent with the overall sewer user charges increase.

Staff have attached to this report, Water and Sewer Customer Bill Impacts based upon the recommended changes presented above for consideration.

Alternatively, Council may consider phasing in water and/or sewer rate increases over a period of years. Should Council choose this direction, staff would need to complete additional analysis to understand the overall impact on each utility fund. Phasing in rate increases for the water fund would impact the water reserve and the schedule for future water capital projects. Specifically, with the approval of the 2020 Rate Study, the water (and sewer) reserve policy was set to cover six months of operational costs. The water reserve currently is below that target. Should the Council choose to phase in water rate increases over time, the water reserve would be replenished at a slower rate affecting the recommended capital replacement schedule.

Key Policy Question #1: Does the Council wish to adjust Town water and sewer rates as presented?

Staff recommend implementing the water and sewer rates as presented.

Possible alternatives for this item include:

1. The Council may choose not to amend water and sewer rates at this time, or
2. The Council could choose a phased approach to amending water and sewer rates, which may influence future capital projects and scheduling, i.e. 10% in year 1 and 15% in year 2, 10% year 3, etc.
3. Other

2. New Master Meter Water Rate Structure

Master metered developments receive treated municipal water through a single metered connection, thus allowing the Town to bill one owner of the development from a single point. This allows the Town to bill one development instead of installing multiple meters at each specific property/lot.

This new rate structure is being proposed primarily to manage, monitor, and charge for water usage at single-family residential properties where a single water main serves the entire site. Master meter's show improved infrastructure management (water leaks), centralized tracking of water usage for each development, reduced Town water billing administrative burdens, and improved cost recovery for the system.

The following are some of the Town's key objectives in identifying a residential master metered pricing structure:

- Ease of administration and maintenance for Town staff
- Consistency with single-family residential tiered volume rates and rate structures; providing conservation pricing signals for efficient indoor and outdoor water use
- Equitably recovering the cost of water services provided
- Clarity for customers
- Applicability and adaptability to diverse master meter customers

The master meter rate structure will follow the same pricing schedule as set forth for all single-family residential properties, including the same price structure for base fees and for the tiered volume rate as it exists today. The only difference between residential tiered water rates and the master meter tiered water rates is the scalability.

Since a development requiring the use of a master meter will take years to complete build-out, staff recommend scaling the number of gallons allotted for each tier based on the number of active water taps. See table below as an example:

Residentail Volume Tiers	**Tiers (gallons)**		**Master Meter Tiers**	**Tiers (gallons)**
Tier 1	0 to 2,000		Tier 1	0 to 20,000
Tier 2	2,001 to 6,000	**X 10**	Tier 2	20,001 to 60,000
Tier 3	6,001 - 25,000	**Active**	Tier 3	60,001 to 250,000
Tier 4	25,001 to 50,000	**Taps**	Tier 4	250,001 to 500,000
Tier 5	50,001 to 100,000		Tier 5	500,001 to 1,000,000
Tier 6	Over 100,000		Tier 6	Over 1,000,000

Key Policy Question #2: Does the Council wish to add a new master meter rate structure as presented?

Staff recommend adding a new master meter rate structure as presented.

Possible alternatives for this item include:
1. The Council may choose not to implement a master meter rate structure.
2. The Council may choose to add additional tiers to the water restriction schedule,
3. Other.

3. Water Efficiency (Irrigation) Ordinance

Staff recommend drafting an update to Title 13 of the Jackson Municipal Code that will mandate when irrigation restrictions go into effect when a pre-determined threshold is met. The Water Division Manager, under the supervision of the Public Works Director, will determine when implementation of the ordinance is needed based on the following criteria: ability to provide adequate fire flow, water use patterns, and overall water system usage data. Staff recommend the following phases and thresholds to be amended in Title 13 of the Jackson Municipal Code:

Phase 1 Voluntary Water Restrictions

Phase 1 irrigation restrictions are voluntary irrigation restrictions to encourage reducing outdoor water use to manage infrastructure strain or drought. Since Phase 1 is a "voluntary" phase, this phase will always be active during the irrigation season.

Area	Day(s)	Time(s)
Area 1. Last whole number in address is even	Even numbered days of the month	Overnight, 6:00 p.m. to 9:00 a.m.
Area 2. Last whole number in address is odd	Odd numbered days of the month	Overnight, 6:00 p.m. to 9:00 a.m.

Phase 2 Mandatory Water Restrictions

Phase 2 irrigation restrictions are mandatory irrigation restrictions to mandate reducing outdoor water use to manage infrastructure strain and drought. Since Phase 2 is a mandatory phase, this phase will be triggered when Zone 3 of the Town's water system's maximum daily demand flow routinely exceeds a buffer of 1,500 gallons per minute (gpm) for more than one hour daily, for five non-consecutive days within a 7-day period or any other cause affecting system capacity.

Area	Day(s)	Time(s)
Area 1. Last whole number in address is even	Even numbered days of the month	Overnight, 6:00 p.m. to 9:00 a.m.
Area 2. Last whole number in address is odd	Odd numbered days of the month	Overnight, 6:00 p.m. to 9:00 a.m.

Phase 3 Mandatory Water Restrictions
Phase 3 irrigation restrictions are mandatory irrigation restrictions to mandate reducing outdoor water use to manage infrastructure strain or drought. Since Phase 3 is a mandatory phase, this phase will be triggered when, after implementation of Phase 2 mandatory irrigation restrictions, Zone 3 of the Town's water system's maximum daily demand flow continuously exceeds a buffer 1,500 gpm over a two-week period or any other cause affecting system capacity.

Area	Day(s)	Time(s)
Area 1. Last whole number in address is even	Tuesday, Saturday	Overnight, 6:00 p.m. to 9:00 a.m.
Area 2. Last whole number in address is odd	Sunday, Wednesday	Overnight, 6:00 p.m. to 9:00 a.m.

Key Policy Question #3: Does the Council wish to add irrigation restrictions as presented?

Staff recommend adding irrigation restrictions as presented.

Possible alternatives for this item include:
1. The Council may choose to add additional phases to the water restriction schedule,
2. The Council may choose to remove one or more phases, or
3. The Council may decide to make amendments to any phase.
4. Other.

Possible Alternatives.
Please see alternatives provided for each section above.

Comprehensive Plan & Priority Alignment.
- Principle 1.2 – Preserve and enhance surface water and groundwater quality
- Principle 2.5 – Conserve energy through waste management and water conservation
- Principle 8.1 – Maintain current, coordinated service delivery

Fiscal Impact.
The proposed water and sewer rate increases will affect all users of the Town's utility system. For new development, there will be a fiscal impact of increased water and sewer capacity fees (5.2%) for connecting to the Town's water and sewer systems. For water users, there will be a 25% increase in the water volume and base charges and for sewer users there will be a 10% increase in the sewer volume and base charges. Additionally, there will be a 5.2% increase to the 3 Creek Capital Replacement charge and a 10% increase to Septic Dump Station fees.

Staff Impact.
Staff impact for this item required roughly 30 hours of staff time for the Public Works Director and Town Engineer to review existing use data, design a new master meter rate structure, and analyze the proposed rate amendments. There was additional time from Administration for review and approval of this staff report.

Attachments or Links.

- Water and Sewer Customer Bill Impacts

Suggested Motion.

I move to approve amending the Town of Jackson Municipal Code Title 13, as presented in the staff report dated March 16, 2026, with an effective date of June 1, 2026, and direct staff to bring draft ordinances back for first reading, as follows:

1. Amend water and sewer rates & fees as presented.
2. Add a new water utility master meter rate structure as presented.
3. Add a water efficiency ordinance as presented.

Customer Bill Impacts

WATER			
1) Typical Residential Customer - Winter			
	2024	**2026**	**Change - $**
Base Rate: 3/4 Inch Water Meter	$12.59	$15.74	$3.15
Water Usage based on 10,000 gallons	$18.32	$22.88	$4.56
Monthly Bill	$30.91	$38.62	$7.71
1) Typical Residential Customer - Summer			
	2024	**2026**	**Change - $**
Base Rate: 3/4 Inch Water Meter	$12.59	$15.74	$3.15
Water Usage based on 50,000 gallons	$189.37	$236.78	$47.41
Monthly Bill	$201.96	$252.52	$50.56
2) Typical Commercial Customer			
	2024	**2026**	**Change - $**
Base Rate: 3/4 Inch Water Meter	$12.59	$15.74	$3.15
Water Usage based on 20,000 gallons	$43.74	$54.72	$10.98
Monthly Bill	$56.33	$70.46	$14.13
2) Typical Restaurant Customer			
	2024	**2026**	**Change - $**
Base Rate: 1.5 Inch Water Meter	$32.67	$40.84	$8.17
Water Usage based on 20,000 gallons	$140.94	$176.32	$35.38
Monthly Bill	$173.61	$217.16	$43.55
2) Typical In-Town Irrigation Customer			
	2024	**2026**	**Change - $**
Base Rate: 1 Inch Water Meter	$18.76	$23.45	$4.69
Water Usage based on 60,000 gallons	$183.86	$229.68	$45.82
Monthly Bill	$202.62	$253.13	$50.51
2) Typical 3 Creek Irrigation Customer			
	2024	**2026**	**Change - $**
Base Rate: 1 Inch Water Meter	$23.08	$28.85	$5.77
Water Usage based on 100,000 gallons	$983.01	$1,228.84	$245.83
Monthly Bill	$1,006.09	$1,257.69	$251.60

SEWER

1) Typical Residential Customer

	2024	2026	Change - $
Base Rate: 3/4 Inch Water Meter	$12.85	$14.13	$1.28
Water Usage based on 4,000 gallons	$5.06	$5.56	$0.50
Monthly Bill	$17.91	$19.69	$1.78

2) Typical Commercial Customer

	2024	2026	Change - $
Base Rate: 3/4 Inch Water Meter	$12.85	$14.13	$1.28
Water Usage based on 20,000 gallons	$49.32	$54.18	$4.86
Monthly Bill	$62.17	$68.31	$6.14

2) Typical Restaurant Customer

	2024	2026	Change - $
Base Rate: 1.5 Inch Water Meter	$26.26	$28.89	$2.63
Water Usage based on 60,000 gallons	$278.98	$306.82	$27.84
Monthly Bill	$305.24	$335.71	$30.47

2) Typical Lodging Customer

	2024	2026	Change - $
Base Rate: 2 Inch Water Meter	$35.20	$38.72	$3.52
Water Usage based on 100,000 gallons	$408.66	$448.84	$40.18
Monthly Bill	$443.86	$487.56	$43.70

STAFF REPORT

Meeting Date:	March 16, 2026	**Meeting Title:**	Town Council Workshop
Submitting Department:	Administration/Finance	**Presenter:**	Tyler Sinclair and Kelly Thompson
Agenda Item:	Review FY26 Sales & Lodging Tax To Date, FY27 Sales & Lodging Tax Projections, and Property Tax mills to be assessed	**Public Comment:**	Yes

Purpose & Policy Considerations.
The purpose of this item is to review Fiscal Year 2026 (FY2026) sales and lodging tax revenue collections to date and to discuss and seek Council input on setting initial Fiscal Year 2027 (FY2027) sales and lodging tax budget projections and property tax assessment for preparation of the FY2027 Budget.

Recommendations.
Staff recommend that the Council initially set FY2027 sales tax projections at a 3% growth rate over estimated FY2026 collections and set FY2027 lodging tax projections at a 1% growth rate over estimated FY2026 collections. Staff make no recommendation on property tax assessment.

Background.
The Town of Jackson has started staff level work drafting the FY2027 budget. Staff and Council review the current year FY2026, sales and lodging tax collections quarterly as Town policy established in the annual budget.

Analysis & Key Policy Questions.
One of the first steps in preparing the FY2027 budget is to discuss and determine projected annual revenue rates for the upcoming fiscal year. The projected rates allow the Town Manager and staff to draft a budget that provides an estimate for both proposed budget revenues and expenditures for Council consideration. The Town utilizes all resources available to discuss and determine revenue projections including current and forward-looking revenue and expenditure trends and indicator information. Town staff use available methods, trends, and public sources to make this estimate. Finally, staff notes that regardless of the agreed upon percentages, these are only estimates and staff and Council will need to be diligent in monitoring actual revenue collections during the Fiscal Year and adjust as necessary.

<u>Sales and Lodging Tax</u>
Looking back, the Town projected a 2% increase in sales tax collections for the FY2026 budget over FY2025 actual sales tax collections. As of January, actual collections are at 2.8%. This trend means we are approximately $127,000 ahead of projections for FY2026. Final sales tax collection will largely be dependent upon June, which accounts for 11% of annual collections. Based upon collections year to date and projections until the end of the year staff anticipate we will end the fiscal year close to our projected amount of $25,790,000.

The Town projected a 3% increase in lodging tax collections for the FY2026 budget over FY2025 actual lodging tax collections. As of January activity, actual collections are at 2.2%. This trend means we are approximately $11,000 behind projections for FY2026. Final lodging tax collection will largely be dependent upon June, which accounts for 13% of annual collections. Based upon collections year to date and projections until the end of the year staff anticipate we will end the fiscal year close to or behind our projected amount of $1,968,000.

Staff notes that for this year with the cancelation of the Hill Climb, March collections may be important to track. Historically March accounts for 8% of annual sales tax and 7% of annual lodging tax. Staff anticipate that March sales tax should not be significantly affected with continued Teton Village activity including the Rendezvous Fest. Staff do find that March Town lodging tax collections projected to be $138,000 could be impacted as it is collected at point of sale.

Staff finds that since the adoption of the budget the following local and regional events and trends may have impacted the budget to date and should be considered as we look forward:

- National Park Service statistics for 2025 (https://irma.nps.gov/Stats/Reports/Park):
  - Grand Teton National Park reported increased visitation of 5% from 2024 to 2025
  - Yellowstone National Park reported flat visitation from 2024 to 2025

Department of Revenue reporting utilizes County-wide activity; there is no sales tax data available that is specific to municipal boundaries only County-wide.

The six industries identified in the table below are significant to Teton County activity. They account for 78% of sales tax sources. Below compares FY2025 vs FY2026 activity for July – January.

When considering resources and agencies to assist in making this projection, staff focused on information related to the 6 largest sales tax categories in Teton County as follows:

Minor Industry Code	% of Total Collections
Retail Without Building & Mail-order	24%
Traveler Accommodation	22%
Full-Service Restaurants	11%
Building Material And Supplies Dealers	7%
Electronic Shopping And Mail order Houses	8%
Government - Motor Vehicle Tax	6%
	78%

Building on this staff looked at the percentage change in these 6 categories over the past year:

Minor Industry Code	% of Total Collections	Increase / -Decrease from Prior Period July - January 2025 vs 2026	
Retail Without Building & Mail-order	24%	5%	175,925
Traveler Accommodation	22%	6%	223,267
Full-Service Restaurants	11%	8%	141,718
Building Material and Supplies Dealers	7%	0%	1,195
Electronic Shopping and Mail-order Houses	8%	-2%	(19,065)
Government - Motor Vehicle Tax	6%	-3%	(23,753)
	78%		499,286

Based upon review of this information and discussions with category professionals, staff offer the following general observations:

- **Retail w/out Building & Mail Order**
  - This is the largest category including all types of retail sales excluding Building Materials and Electronic Shopping and Mail Order, for example office supplies, sporting goods, furniture stores, liquor, auto and machine equipment and parts, etc.
  - This category has seen 5% growth from last year. Staff finds that the transition from brick and mortar retail to electronic sales seems to have stabilized in recent years. Staff looks at trends in effective population, which gives an indication of the amount of people including locals, commuters, and tourists in the valley purchasing goods when considering this area. In addition, staff finds that the increased wealth in the community that has risen significantly in the past few years is affecting this trend upward even as effective population and visitation may be seeing less of an increase.

- Staff finds that a modest increase in this category consistent with FY2026 is reasonable for FY2027.

- **Travel Accommodations**
  - The Travel and Tourism Board is projecting a 1.2% increase in Lodging tax collections for FY2027. As a result, staff is recommending a 1% increase for the Town for FY2027.
  - Important topics to consider for FY2027 are an increase/decrease in American's travelling abroad impacting local visitation and a recent trend that "booking pace" (the amount of time prior to travel guests books), is significantly decreasing making it much harder to project future visitation. Staff also note that historically, in times of economic/political uncertainty, travel domestically and to National Parks have increased while international travel has declined.
  - Town has not added new significant Lodging supply over the past year to increase its share of Lodging Tax, which is collected at the point of sale.
  - For the first 7 months of FY2026, occupancy is flat with Average Nightly Rates up 6% over last year. It will be important to track summer visitation to see how/if the high average daily rates affect occupancy and length of stay, which could impact local spending.
  - Forward looking trends continue to be less of an accurate measure than historically noted. This is local/nationwide trend of reservations occurring closer to vacation date. This practice is more impactful on winter bookings, as visitors are waiting for snow reports before booking travel.

- **Full-Service Restaurants**
  - This category seems to track comparable to Travel Accommodations but is impacted by effective population or the total number of people in the valley, which has increased recently with second homeowners staying for longer periods of time and overall being wealthier and spending more.
  - Staff finds that a modest increase in this category, consistent with FY2026, is reasonable for FY2027.

- **Electronic Shopping and Mail Order Houses**
  - This category experienced significant growth starting with the pandemic. Staff noted above that the transition from brick-and-mortar shops has stabilized.
  - Staff finds that a increase in this category consistent with FY2026 is reasonable for FY2027.

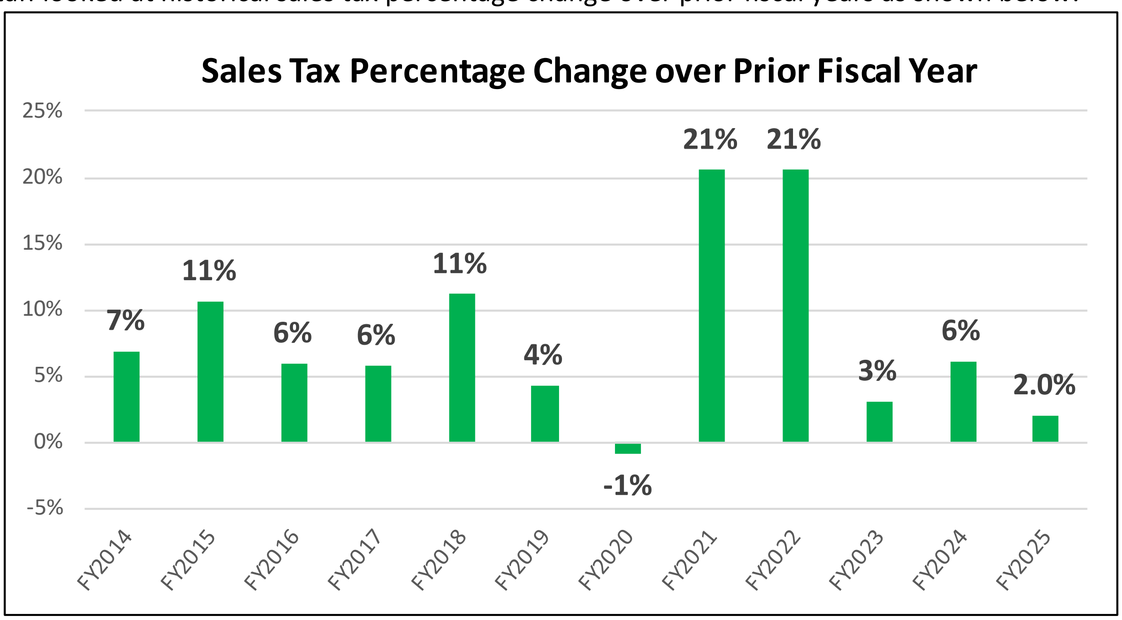
- **Building Material and Supplies Dealers**
  - Building materials and supplies is a small and historically stable revenue category, representing 7% of total sales tax collections. Because of its limited share, even a significant swing in construction activity, up or down 50%, would only shift overall Town revenue by approximately 3%.
  - Residential construction has averaged approximately 150 units per year over the past two decades and has been relatively stable over that period. The more important driver of sales tax revenue in this category is not permit volume but project value, as wealth in the community has increased, so has the cost per square foot, meaning higher tax revenue per unit even when the number of permits stays flat or declines. Construction labor, not demand or zoning, is currently the primary constraint on how quickly projects move forward.
  - For 2027, single-family detached home construction is expected to be flat to down, the Town and County approved 48 new units in 2025, below recent annual averages, likely reflecting softening demand, high interest rates, and broader economic uncertainty.
  - Multi-family construction activity in FY2027 is highly contingent on project timing. All of the following projects may begin construction over the next year including 221-units at Virginian Lane, 13-units at S4 Flats, 36-units at Nelson Drive, 32-units at the Virginian Motel and 10-units at the Presbyterian Church. Staff find that if all of these projects proceed this will be an above average year conversely if some or all of these projects do not happen construction activities could be down.
  - About half of building permit activity is remodels/residential additions that do not add commercial floor area, lodging units, or residential units. This steady pace of construction activity generally protects building

permit activity from significant variation year to year. However, remodel activity is expected to remain strong or increase, and continued wealth effects are anticipated to offset softer permit volume.

- For FY2027, staff anticipate construction of new commercial development, driven mostly by larger projects, will be lower. The only large commercial project anticipated to begin construction in FY27 is one of the three Snow King Condominium buildings. Other potential projects, including the Dauntless Hotel, and the Mogul Hotel could begin construction at the end of FY27 but we estimate that most of its construction activity will be in FY28 and FY29. Also, the Teton County Justice Center will likely begin construction in FY26 but most construction will happen in FY28 and FY29 (and possibly FY30). Staff note public projects are often tax exempt for building materials and thus should not be considered.
- Taking these factors together, stable remodel activity, wealth driven value increases offsetting softer permit volume, and larger projects either delayed or weighted toward future fiscal years, staff recommends a flat projection for this category in FY2027, consistent with FY2026 estimated collections.

- **Government – Tax Collected on Motor Vehicles**
  - Prior years saw growth in this category, which may have been attributed to increases in effective population, with more second homeowners staying longer in the valley and thus purchasing more vehicles. The current year is flat, with no significant growth expected.
  - Overall, the cost of vehicles has risen significantly in recent years due to supply chain shortages leading to additional increases in this category.
  - Staff finds that a flat projection in this category consistent with FY2026 is reasonable for FY2027.

In addition, staff looked at historical sales tax percentage change over prior fiscal years as shown below:



Staff notes that the community has experienced continuous growth in sales tax collections year over year since 2014, at an average of 6% per year when 2021 and 2022 are excluded.

Based upon review of this information staff recommend a 3% growth rate increase above FY2026 estimated revenue for Sales Tax and 1% increase in Lodging Tax collections. This would generate approximately $26,560,000 in Sales Tax, $770,000 of which would be additional recurring revenue for FY2027 over FY2026 and $1,990,000 in Lodging Tax approximately $22,000 of which would be additional recurring revenue for FY2027 over FY2026. This estimated tax revenue is expected to fund 77% of the General Fund. Included below is a chart showing a range of sales tax projections by percentage change and dollar value for consideration.

Sales Tax Projection:

	FY2026 Estimated	FY2027 Projection 2%	3%	4%
1% Local Sales Tax (5th Cent)	$ 11,596,000	$ 11,830,000	$ 11,940,000	$ 12,060,000
1% State Sales Tax	$ 14,194,000	$ 14,480,000	$ 14,620,000	$ 14,760,000
Total Sales Tax	$ 25,790,000	$ 26,310,000	$ 26,560,000	$ 26,820,000
Dollar Change		$ 520,000	$ 770,000	$ 1,030,000

Note: Each 1% adjustment increases or decreases revenue by $260,000.

Lodging Tax Projection:

	FY2026 Estimated	FY2027 Projection 1%	2%	3%
Lodging Fund - 30% Visitor Impact	$ 1,476,000	$ 1,490,000	$ 1,510,000	$ 1,520,000
General Fund - 10%	$ 492,000	$ 500,000	$ 500,000	$ 510,000
Total Sales Tax	$ 1,968,000	$ 1,990,000	$ 2,010,000	$ 2,030,000
Dollar Change		$ 22,000	$ 42,000	$ 62,000

Note: Each 1% adjustment increases or decreases revenue by $22,000.

In addition, staff is recommending continuing our adaptable budgeting process for FY2027. Similar to previous fiscal years, we propose that the Town review revenue projections quarterly and if we are leading budget projections in a notable way, we work with Council to add funding to Council priorities that were not included in the adopted budget. If projections are lagging, staff will recommend adjustments to expenditures.

<u>Key Question #1: Does Town Council approve moving forward with an initial projection of a 3% increase above FY2026 estimated revenue for Sales Tax collections to begin development of the FY2027 budget?</u>

<u>Key Question #2: Does Town Council approve moving forward with an initial projection of a 1% increase above FY2026 estimated revenue in Lodging Tax collections to begin development of the FY2027 budget?</u>

<u>Property Tax</u>
Wyoming state statute allows municipalities to assess up to 8.0 mills. A property tax mill levy was first approved by Council in FY2022 and has been approved annually every year since via the budget process. The Town assessed 0.5 mills for Fiscal Year FY2026, projected to collect approximately $429,000. One significant unknown in this process is assessed value change. These are usually published around May. Staff have estimated residential assessments at a 4% increase and commercial assessments at a 10% increase to prepare estimates for the FY2027 budget, which may be adjusted at Council's direction. 4% residential is due to maximum increase per statute. 10% commercial increase is consistent with prior year budget processes. Staff will adjust projections in May when Assessor Notice of Assessments are published. The FY2027 estimated collection from 0.5 mills is $455,000. Below is a table presenting projected property tax revenue at 1.0 mill increments for FY2027.

Mills	0.50	1.00	2.00	3.00	4.00	5.00	6.00	7.00	8.00
Projection	455,000	910,000	1,820,000	2,730,000	3,640,000	4,550,000	5,460,000	6,370,000	7,280,000

When thinking about property taxes, it is important to note that there are many entities involved in determining the total amount of property tax that an owner is required to pay. See below overview of 2025 county-wide mill levy assessment.

TETON COUNTY MILL LEVIES FOR 2025						
PURPOSE	**2024 LEVY**		**2024 TAX**	**2025 LEVY**		**2025 TAX**
WY State School Foundation Program	12.000	$	49,287,758.40	12.000	$	45,665,453.17
County General Fund (Includes Library)	6.879	$	28,254,207.50	7.879	$	29,983,175.46
Weed and Pest Control District	1.000	$	4,107,313.20	1.000	$	3,805,454.43
County School Fund (Local)	6.000	$	24,643,879.20	6.000	$	22,832,726.59
School Dist. Levy (Mandatory)	25.000	$	102,682,830.00	25.000	$	95,136,360.78
School Dist. Levy - BOCES Region 5	0.050	$	205,365.66	0.000	$	-
School Dist. Levy – BOCES CWC	0.150	$	616,096.98	0.150	$	570,818.16
TCSD #1 Recreation	0.900	$	3,696,581.88	1.000	$	3,805,454.43
TCSD #1 Early Childhood Care & Education	0.100	$	410,731.32	0.100	$	380,545.44
Teton County Hospital Fund Levy	3.000	$	12,321,939.60	3.000	$	11,416,363.29
Teton Conservation District	0.520	$	2,135,802.86	0.670	$	2,549,654.47
TOTALS	55.599		$228,362,507	56.799		$216,146,006

Key Question #3: Does the Town Council want to maintain the assessment of 0.5 mills of property tax to begin development of the Fiscal Year 2027 budget?

Possible Alternatives.
See above

Comprehensive Plan & Priority Alignment.
In order to take actions that align with and move our goals forward as outlined in the Comprehensive Plan, a sound budget is necessary, and that includes setting projected sales and lodging tax revenue. Chapter 8 - Quality Community Service Provision calls for *"Timely, efficient and safe delivery of quality services and facilities in a fiscally responsible and coordinated manner."*

Fiscal Impact.
There is no fiscal impact associated with this report. The fiscal impact of revenue projections and revenue alternatives have been provided throughout the report.

Staff Impact.
The staff impact of preparing this information is approximately 20 hours.

Attachments or Links.
None

Suggested Motions.

Item 1
I move to approve an increase of 3% sales tax and 1% lodging tax as revenue projections for the development of the draft FY2027 Budget.

Item 2
I move to set the property tax assessment at 0.5 mills for development of the draft FY2027 Budget.

SCOPING STAFF REPORT

Meeting Date:	March 16, 2026	Meeting Title:	Town Council Workshop
Submitting Department:	Planning	Presenter:	Paul Anthony
Agenda Item:	Visioning changes to LDRs to Address Development Impacts	Public Comment:	Yes

Purpose & Policy Considerations.
The purpose of this workshop is for Council to build on its previous conversations (i.e., its initial list of "five things" related to specific LDR amendments) to identify additional desired LDR changes to improve development outcomes in the Town.

Recommendations.
Staff have no recommendation.

Background.
The Council has had multiple workshops since October 2025, to discuss options for improving the LDRs to better address concerns that new development, especially large projects are happening in a manner (e.g., size, pace, use, etc.) that may not be consistent with the community's current needs and vision. Growing public comment expressing frustration with traffic congestion, lack of workforce housing, impacts to surface and groundwater resources, and protection of our small town and western character has helped to bring attention to this issue.

Throughout these workshops, staff have worked to facilitate the Council's discussion and offer helpful ideas. At the most recent workshop on January 20, planning staff presented Council with a list of potential LDR amendments for consideration. The Council conceptually supported many of these changes and directed staff to work on drafting LDR text for future discussion. These changes have been informally termed the "five things" and are summarized below for reference.

1. **2:1 Workforce Housing Bonus**. The goal is to consider ways to improve the deal for the public by increasing the number and/or affordability level of the deed restricted units in comparison to market units. A range of options are under consideration, including increasing the ratio to require more deed restricted units, creating a sliding scale where the more units (or higher deed restrictions) a developer offers the more market floor area they get, and setting limits on the maximum size a deed restricted unit can be.
2. **3rd-story Stepback.** The direction here is to consider increasing the current 10' stepback and 60% encroachment allowance to perhaps a 15' or 20' stepback with a lower percentage of encroachment allowed. This would reduce the perceived height of buildings and increase natural light into the streetscape.
3. **Reconsidering certain Land Uses, such as Short-term Rentals.** While not interested in removing short-term rentals as a use in the Lodging Overlay, Council supported exploring a limit on the percentage that short-term rentals could be of a project (e.g., no more than 30%).
4. **Basement Regulations and Definition.** Council supported changing the LDRs to count habitable basement floor area against the maximum building size limits (40,000sf/50,000sf) recently adopted. Council also wanted more information on the potential impacts of deep basements on groundwater and whether basement depth should be capped. The current definition of a basement might need to be amended to address these and other related issues.
5. **Design Guidelines:** Council directed staff to add to the FY27 Work Plan a comprehensive update of the Design Guidelines. This will require the assistance of a consultant and will involve significant public outreach.

While no other major LDR amendments were identified at the January 20 workshop, Council discussed the fact that they desired more discussion on this important topic. In particular, Council wanted an opportunity to have a higher-level discussion about what is and is not working well in new development without being overly focused on specific LDR changes. By discussing these higher-level concerns, the hope is to then identify whether an LDR change could address the issue or whether the problem is, in fact, something bigger or different from what an LDR change could address.

As mentioned in previous staff reports, in considering additional changes to the LDRs, the Council should keep in mind LDR work that is currently underway or recently completed. In 2024, Council enacted a 6-month temporary moratorium that ended in November 2024, that adopted new LDRs that reduced the physical size of new buildings to 40,000sf/50,000sf in most zones and added a "Big Building" Conditional Use Permit (CUP) process. Previously, the LDRs had no maximum building sizes. In addition, per the FY26 Work Plan currently underway, planning staff are working on an LDR update to the Town's Natural Resource Overlay (NRO), creek setbacks, and wildlife friendly fencing standards.

Analysis & Key Questions

Staff have no new information or analysis to provide Council for this workshop, and this is intentional. Instead, this workshop is designed to be a Council-driven conversation where individual members can articulate their concerns about development and growth in the Town and community and what they would like to do about it. The goal is not for Council to identify specific LDR changes it wants to see (although it is fine to do so) but to identify aspects of development that Council believes need to be reinforced, modified, or prohibited. Based on this feedback, staff will then identify whether there are specific LDR changes that can be proposed to achieve the Council's objectives. If not, staff may suggest alternative methods for achieving the objective.

In addition, the intent is that any suggested changes should be simple enough that they are not policy-level changes that would require amendment to the Comprehensive Plan but instead could be done immediately as LDR amendments in this fiscal year (by July 1, 2026). These LDR changes would be added to the "five things" already identified by Council. Larger or more complex LDRs amendments could be assigned to the FY27 or FY28 Planning Work Plans, assigned to other Town Departments if appropriate, or wait for additional future action.

Thus far, Council has focused most of its comments on new development in the commercial downtown area and not on development in the Town's residential neighborhoods or highway commercial areas. For the sake of efficiency, staff recommend that the Council continue to focus on the downtown area and leave other areas of Town to future LDR amendments if necessary.

Prior to the workshop, staff offer to provide a walking tour of downtown Jackson for no more than two Council members at a time so that a public meeting is not legally triggered. The general purpose will be to look at specific recent (and older) developments to help Council members identify what they like and what they would like to improve about development in Town. Critiquing development, whether good or bad, is much easier for most people when looking at actual buildings and streetscapes compared to having theoretical conversations about zoning rules and regulations in a hearing room. The hope is that walking the streets of Jackson will help members to connect their thoughts about development to actual development examples. The tours will also help Council members come to the workshop prepared with specific suggestions for staff to work on. Below is a list of projects that staff would prioritize for Council to visit during the tour:

- The Jacksonian (under construction at E. Pearl and S. Cache);
- The Cloudveil Hotel
- Hotel Jackson
- The Glenwood/Gill Condominiums
- Arts District West Condominiums
- The Wort
- Town Square

- Springhill Suites
- Various streetscapes associated with the above projects

Key Question: As you consider various developments in Town, what are your top two development-related concerns (beyond the "five things" already discussed) you would like staff to work on in FY26?

Possible Alternatives.
Alternatives include not identifying any additional work items or not moving forward with the "five things" at this time.

Comprehensive Plan & Priority Alignment.
A central theme of the Comprehensive Plan is that the Town of Jackson (and especially our downtown) is the community's primary place of business, culture, and services. For example, Chapter 4: Town as Heart of the Region, includes the following policies that the Council may want to consider as part of the workshop's visioning exercise:

- Policy 4.1.d: Maintain Jackson as the economic center of the region;
- Policy 4.2.d: Protect the image and function of the Town Square;
- Policy 4.2.e: Maintain lodging as a key component in the downtown;
- Policy 4.4.a: Maintain and improve public spaces.

Collectively, these and other similar policies make it clear that Jackson's downtown is a special place for locals and visitors alike. In addition, this "visioning" workshop fits well with Policy 10.2.b: Use Adaptive Management to ensure we are Achieving our Vision, which establishes the principle that the community will need to continually reassess and refine our LDRs and, possibly, the Comprehensive Plan, to make corrective actions to keep the Plan relevant and effective.

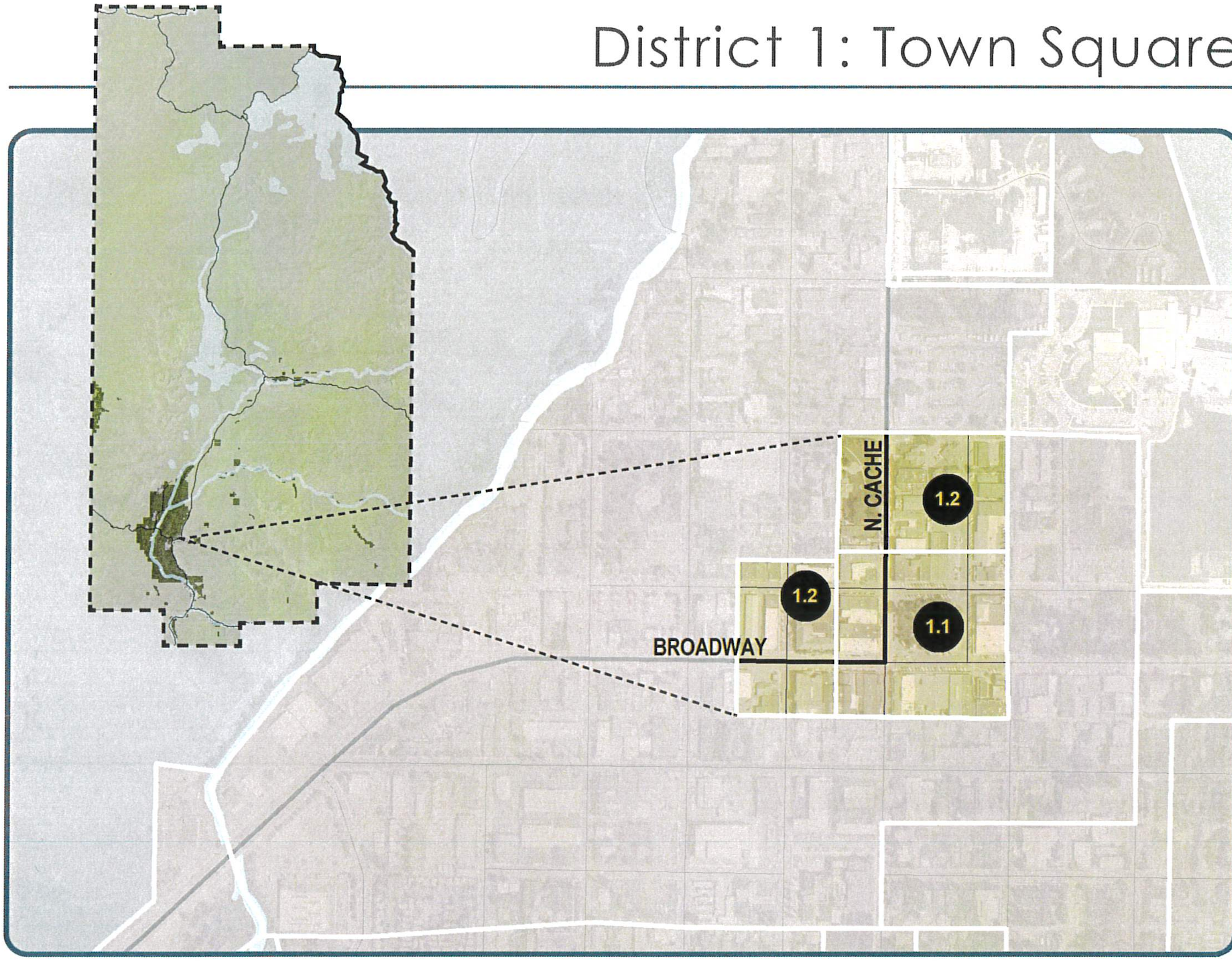
Fiscal Impact.
The fiscal impact cannot be determined until the Council provides direction to staff on how it wants to proceed with new or additional changes to the LDRs.

Staff Impact.
The staff impact will be determined once a clear direction is established for how to proceed with new or additional changes to the LDRs. Town staff believe that most LDR changes as presented can be achieved as part of the FY26 Work Plan, except for larger or more complex changes, such as updating the Design Guidelines, which would be done in FY27.

Attachments or Links.
District 1: Town Square and District 2: Town Commercial Core in the Illustrating Our Vision section of the Jackson / Teton County Comprehensive Plan

Suggested Motion.
I move to direct staff to bring back LDR changes that address the development-related concerns discussed by the Council at this workshop as part of the FY26 Work Plan.

District 1: Town Square



Complete Neighborhood + Rural Area Chart

	DEFINITION	2012	FUTURE	
COMPLETE NEIGHBORHOOD	Defined Character/High Quality Design	●	●	1-3 story, western character, pedestrian vibrancy, street wall
	Public Utilities	●	●	Water, sewer, storm sewer
	Quality Public Space	●	●	George Washington Memorial Park
	Variety of Housing Types	○	◐	Condominiums, lofts, apartments
	Walkable Schools, Commercial + Recreation	●	●	Post Office, START, Limited convenience commercial, schools, parks
	Connection by Complete Streets	◐	●	Alternative transportation a priority
RURAL	Viable Wildlife Habitat + Connectivity	○	○	
	Natural Scenic Vistas	○	○	
	Agricultural + Undeveloped Open Space	○	○	
	Abundance of Landscape over Built Form	○	○	
	Limited, Detached, Single family Res. Development	○	○	
	Minimal Nonresidential Development	○	○	

Legend: ● Generally Present; ◐ Partially Present; ○ Generally absent

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2012 + Future Desired Characteristics

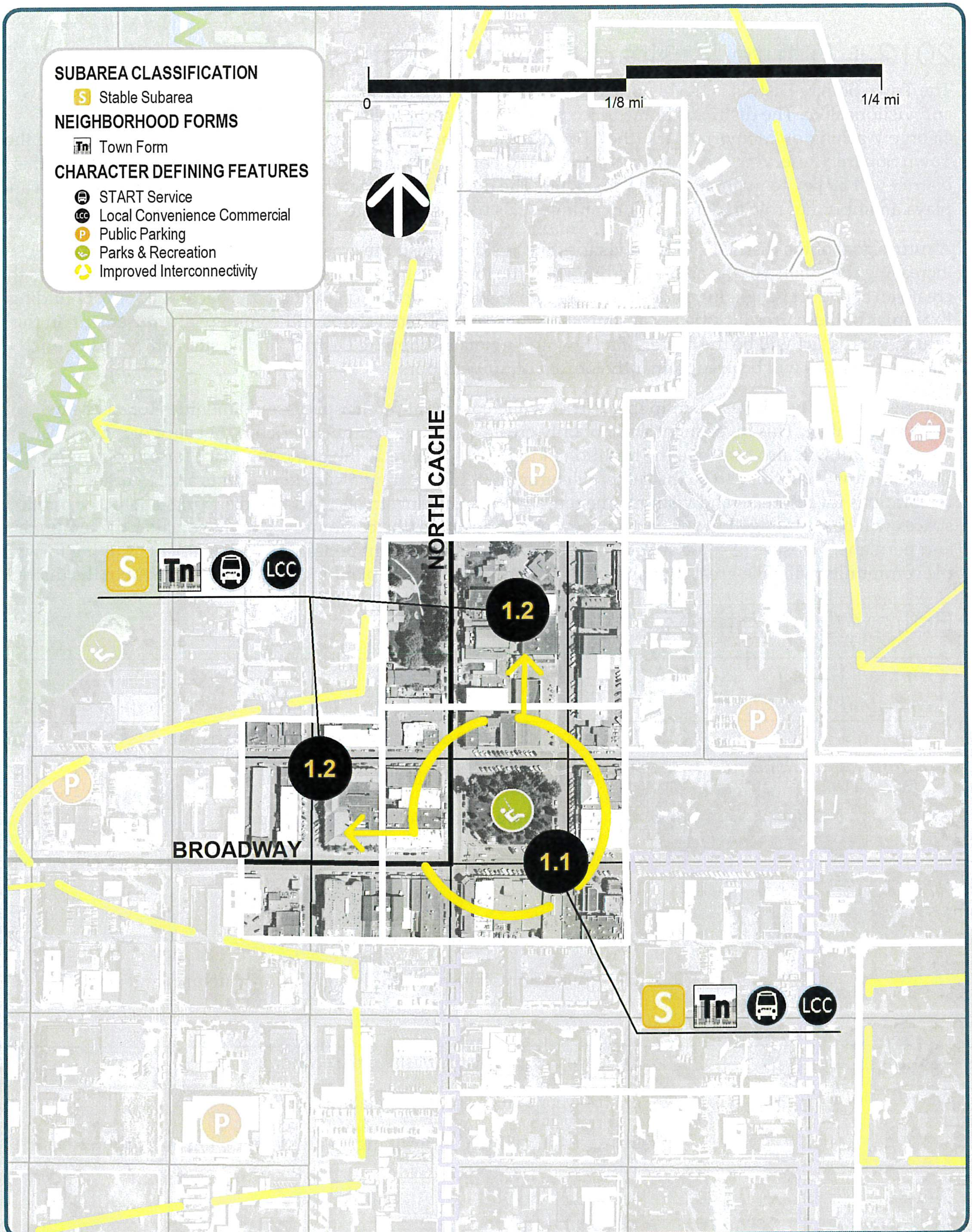
The Town Square District is the historic center of Jackson Hole and the central gathering space for residents and visitors alike. The district is home to iconic buildings and public spaces, including the Cowboy Bar, George Washington Memorial Park (the "Town Square"), and the sawtooth building profiles surrounding the Town Square. Preserving the western character and heritage found in the buildings and public spaces in this district will be key to maintaining the character. The district is the center of the visitor experience in Town and plays an important role in defining our community's western heritage and overall community identify.

A future goal of the district is to have visitors and residents visit the area more often and stay longer, increasing the vitality of the area and supporting the local economy. To support this goal, commercial uses that create an active and engaging pedestrian experience, will be located on the first and second floors of buildings. Examples of these uses include restaurants, bars, a variety of retail shops and commercial amusement. In the future, the district will be the center of a Downtown Retail Shopping District, and as such office, residential and lodging uses will be predominantly located on upper floors.

Future community reinvestment in the district will create great public spaces and amenities for residents and visitors alike. This investment will not only create a positive visitor experience that supports our local economy, but will also continue the tradition of the Town Square as the gathering place for our community. The district will continue to be the center of community life, hosting a variety of events and community celebrations for residents and visitors. The temporary closure of streets, parking lots, parks and other public spaces will be encouraged to support such events. In addition, the community should consider the temporary and permanent closure of some streets to vehicles to create a vibrant pedestrian environment. Moving forward, the community will take great care and consideration in all future planning and redevelopment in the district.

Policy Objectives

Common Value 1: Ecosystem Stewardship	N/A
Common Value 2: Growth Management	4.1.d: Maintain Jackson as the economic center of the region 4.2.c: Create vibrant walkable mixed use Subareas 4.2.d: Protect the image and function of Town Square 4.2.e: Maintain lodging as a key component in the downtown 4.4.a: Maintain and improve public spaces 4.4.c Continue traditions and community events 4.5.a: Identify and preserve historically significant structures and sites
Common Value 3: Quality of Life	6.2.a: Enhance tourism as the basis of the economy 6.3.a: Ensure year-round economic viability 7.1.a: Increase the capacity for walking, biking, carpooling and riding transit


SUBAREA CLASSIFICATION
S Stable Subarea
NEIGHBORHOOD FORMS
Tn Town Form
CHARACTER DEFINING FEATURES
START Service
Local Convenience Commercial
Public Parking
Parks & Recreation
Improved Interconnectivity
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1/4 mi
NORTH CACHE
BROADWAY
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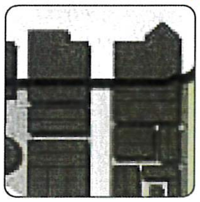
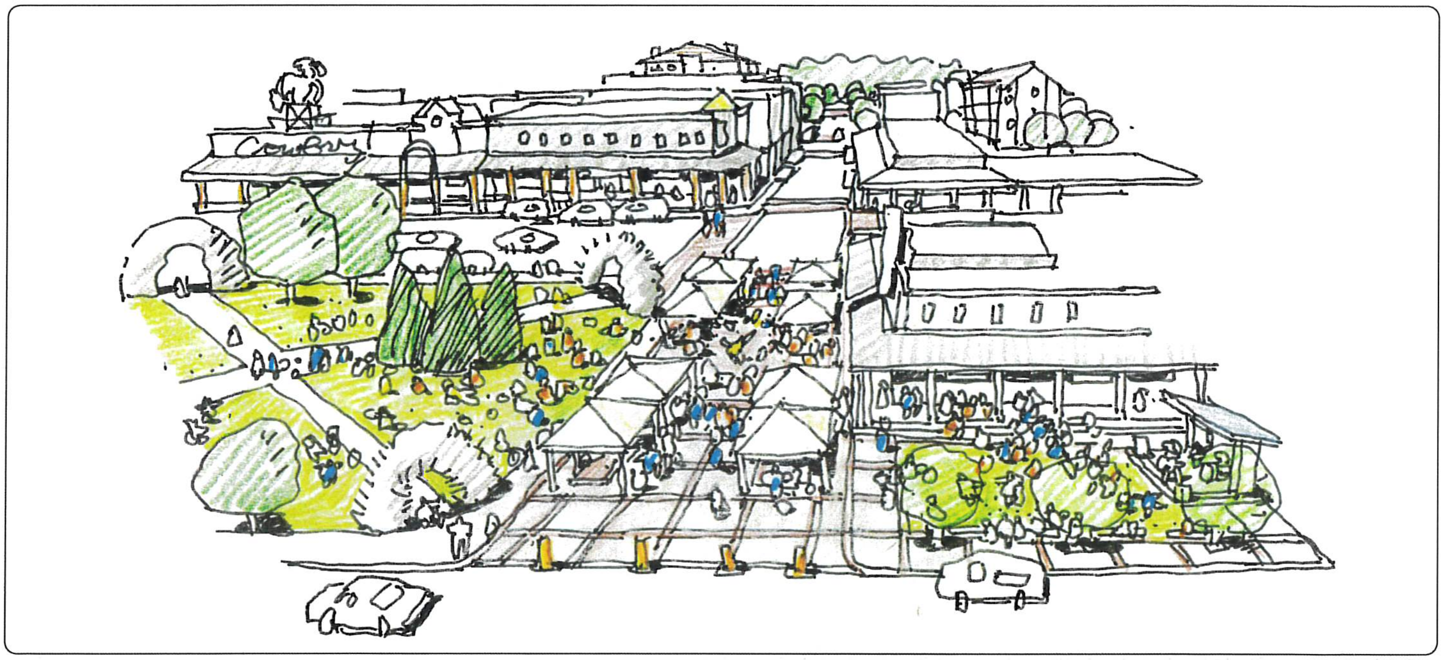
Character Defining Features

1.1: Inner Square

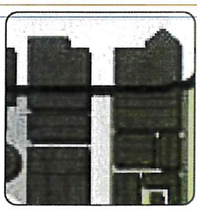


Town Form

This STABLE Subarea will focus on maintaining western character by retaining or replicating the built environment. Building heights directly fronting the Town Square should not exceed two stories. Buildings should be located near the street to create an attractive street front. A desired western architectural style and approach will be defined. The continuation of covered wooden boardwalks is vital to maintaining the desired western character. Parking will be provided predominately in public lots, underground, and on street to create a vibrant, walkable area oriented to pedestrians.

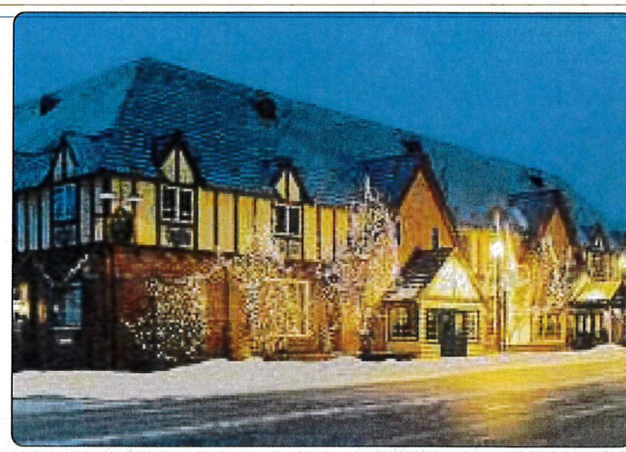


1.2: Outer Square

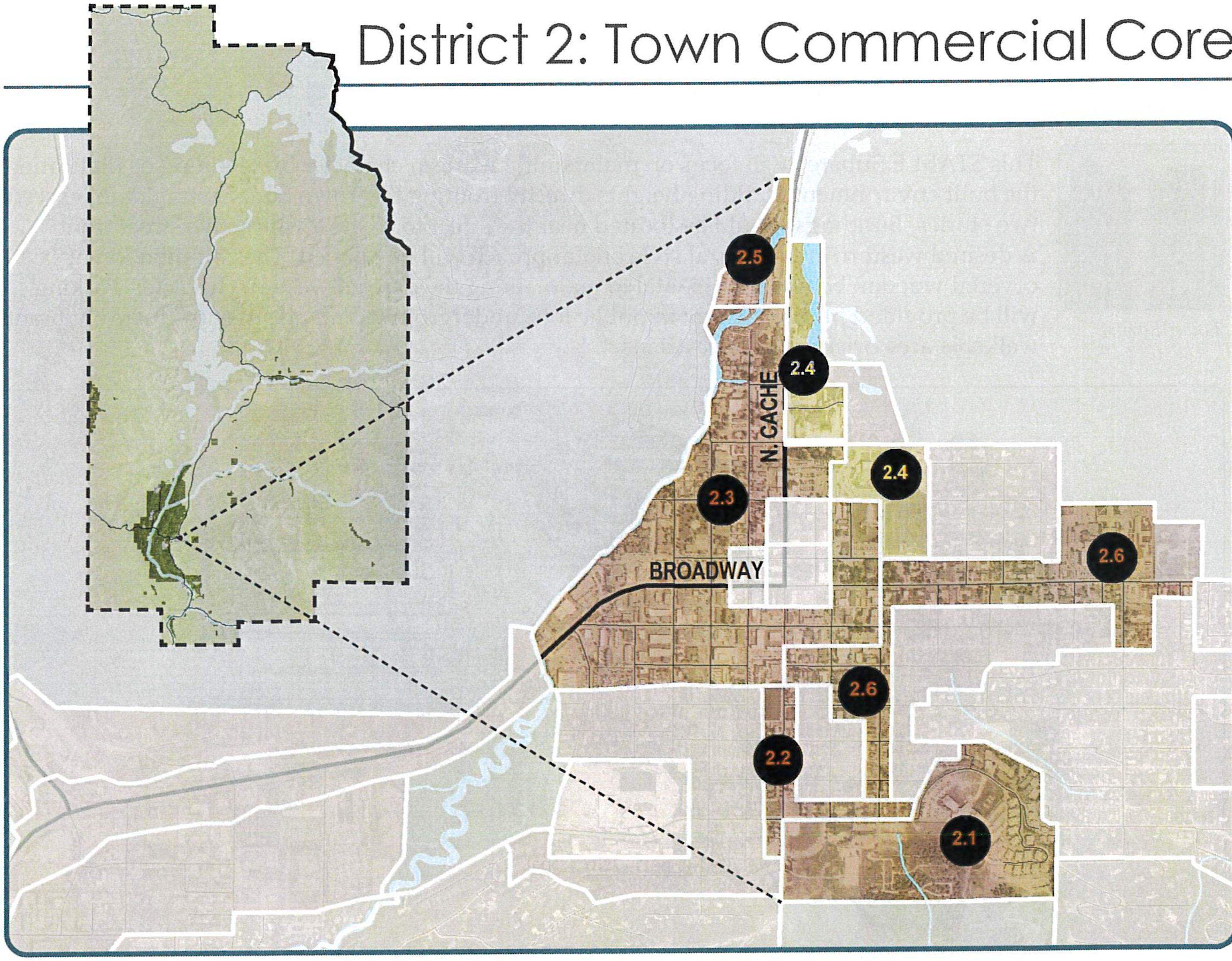


Town Form

This STABLE Subarea will focus on maintaining western character consistent with the character of the district. Building heights will be allowed up to three stories, to provide lodging, residential and other non-residential uses on upper floors supporting our tourist economy and Growth Management goals. Buildings should be located near the street to create an attractive street front. A desired western architectural style and approach will be defined in coordination with the Inner Square (Subarea 1.2). The continuation of covered wooden boardwalks is vital to maintaining the desired western character. Parking will be provided predominately in public lots, underground, and on street to create a vibrant, walkable area oriented to pedestrians.



District 2: Town Commercial Core



Complete Neighborhood + Rural Area Chart

	DEFINITION	2012	FUTURE	
COMPLETE NEIGHBORHOOD	Defined Character/High Quality Design	○	●	2-3 stories, vibrant pedestrian mixed use, street wall
	Public Utilities	●	●	Water, sewer, storm sewer
	Quality Public Space	●	●	Miller Park, Phil Baux Park, Snow King, Center for the Arts
	Variety of Housing Types	◐	●	Duplex, condominiums, apartments, multifamily
	Walkable Schools, Commercial + Recreation	●	●	Post Office, START, Limited convenience commercial, school, parks, pathways
	Connection by Complete Streets	◐	●	Alternative transportation a priority
RURAL	Viable Wildlife Habitat + Connectivity	○	◐	Flat Creek enhancements
	Natural Scenic Vistas	○	○	
	Agricultural + Undeveloped Open Space	○	○	
	Abundance of Landscape over Built Form	○	○	
	Limited, Detached, Single family Res. Development	○	○	
	Minimal Nonresidential Development	○	○	

Legend: ● *Generally Present;* ◐ *Partially Present;* ○ *Generally absent*


0
1/4 mi
1/2 mi
SUBAREA CLASSIFICATION
Stable Subarea
Transitional Subarea
NEIGHBORHOOD FORMS
Village Form
Village Center Form
Town Form
Resort/Civic Form
CHARACTER DEFINING FEATURES
Wildlife Permeability
Workforce Housing
START Service
Local Convenience Commercial
Gateway
Public Parking
Parks & Recreation
School
Crucial Habitat
Road Corridor Enhancement
Flat Creek Corridor Enhancement
Key Transportation Network Project
Improved Interconnectivity
T VC LCC
2.5
T Tn LCC
2.3
NORTH CACHE
2.4
S R/C
T Vll LCC
2.6
EAST BROADWAY
2.6
T Vll LCC
2.2
SNOW KING AVE.
T R/C LCC
2.1

2012 + Future Desired Characteristics

The Town Commercial Core is the economic hub of Teton County. The district contains a significant amount of the community's commercial uses, employment opportunities and lodging capacity. The future goal is to create a vibrant pedestrian-oriented mixed use district with a variety of non-residential and residential uses. A key component of achieving this goal will be to have visitors and residents visit the area more often and stay longer by increasing the availability of lodging and residential units and creating a vibrant Retail Shopping District.

Our community will strive to find creative solutions to develop the district into a year-round economic hub, by maintaining high lodging occupancy and sales tax collections during the shoulder seasons (April-May and October-November). Finding the correct balance of non-residential, non-profit and residential uses will be key to ensuring that the district remains economically and socially viable. In addition, it will be important to provide opportunities for local entrepreneurs and businesses that choose to locate in the community for our lifestyle.

The district is anchored by two primary economic and community centers, each with their own unique identity and role - Snow King Resort (Subarea 2.1) and Downtown (Subarea 2.3). A key goal of the district will be to better connect these subareas for each to benefit from the other's vitality, complementary uses, and activities while supporting the overall success of the district as the center for our tourist based economy.

Historically, buildings have been one, two or three stories, oriented both to the street and to large parking areas provided onsite. New buildings should be pulled to the street, creating an attractive street wall with parking located predominantly underground or out of sight. In the future the district should be defined by strategically located public parking lots and on street parking. This will create a welcoming pedestrian experience where visitors and residents park once and enjoy a variety of uses and community events on foot. Flat Creek is the significant natural feature of this district. Future enhancements and redevelopment should seek to incorporate Flat Creek as a recreational and ecological amenity for the entire community. An important goal of the district will also be the enhancement of the northern gateway into Town at the Flat Creek bridge consistent with Policy 4.4.b.

The gridded network of streets and alleys create connectivity and redundancy for both pedestrians and the automobile and should be maintained. Future improvements to the district's streetscape to create inviting public spaces and accommodate a wide array of complete street amenities will be essential to achieving a vibrant mixed use district. Public reinvestment in this district will be encouraged to create great public spaces and amenities for residents and visitors alike.

Policy Objectives

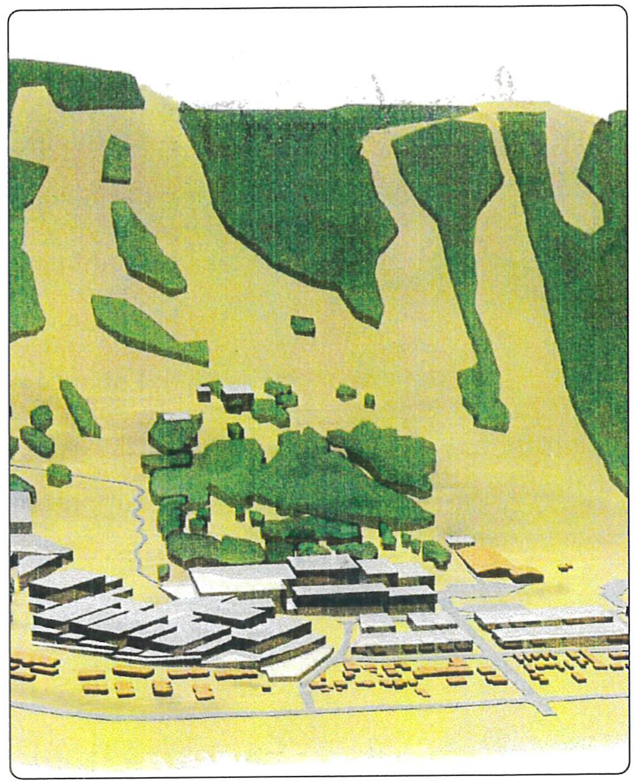
Common Value 1: Ecosystem Stewardship	N/A
Common Value 2: Growth Management	4.1.b: Emphasize a variety of housing types, including deed-restricted housing 4.1.d: Maintain Jackson as the economic center of the region 4.2.c: Create vibrant walkable mixed use Subareas 4.2.e: Maintain lodging as a key component in the downtown 4.4.b: Enhance Jackson gateways 4.4.d: Enhance natural features in the built environment
Common Value 3: Quality of Life	5.2.a: Provide a variety of housing options 6.2.b: Support businesses located in the community because of our lifestyle 6.2.c: Encourage local entrepreneurial opportunities 6.3.a: Ensure year-round economic viability 7.1.a: Increase the capacity for walking, biking, carpooling and riding transit

Character Defining Features

2.1: Snow King Resort

Resort/ Civic Form

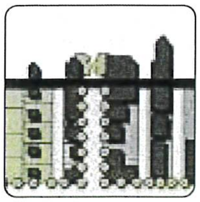
This TRANSITIONAL Subarea is currently subject to the Snow King Resort Master Plan. The plan seeks to create a vibrant mixed use resort complex, including a multi-faceted conference/convention center and community facility that contributes to the economy of Downtown and also serves as a permeable border between the Town and Snow King Mountain. The resort has long been an integral part of the community, playing the role of the "Town Hill", providing a host of winter and summer recreational amenities.



In the future, the subarea will complement Downtown (Subarea 2.3) lodging and tourist amenities. Lodging will be provided in a variety of types and forms from hotel rooms to condominiums, to support the local tourism-based economy. The size and scale of structures will often be larger than those typically allowed in other subareas of Town, as resorts typically require a larger critical mass necessary to support visitor functions. Though buildings will tend to be larger than in other districts, the subarea will maintain an abundance of open space in relation to the built environment as a key to a successful resort experience.

Consistent with the master plan, Snow King Avenue will be developed into a mixed use corridor that includes a variety of commercial uses while still serving as a major transportation corridor in the community. Along with this it will be important to create a more visible and attractive base area along Snow King Avenue to attract residents and visitors to the many amenities and recreational opportunities found there.

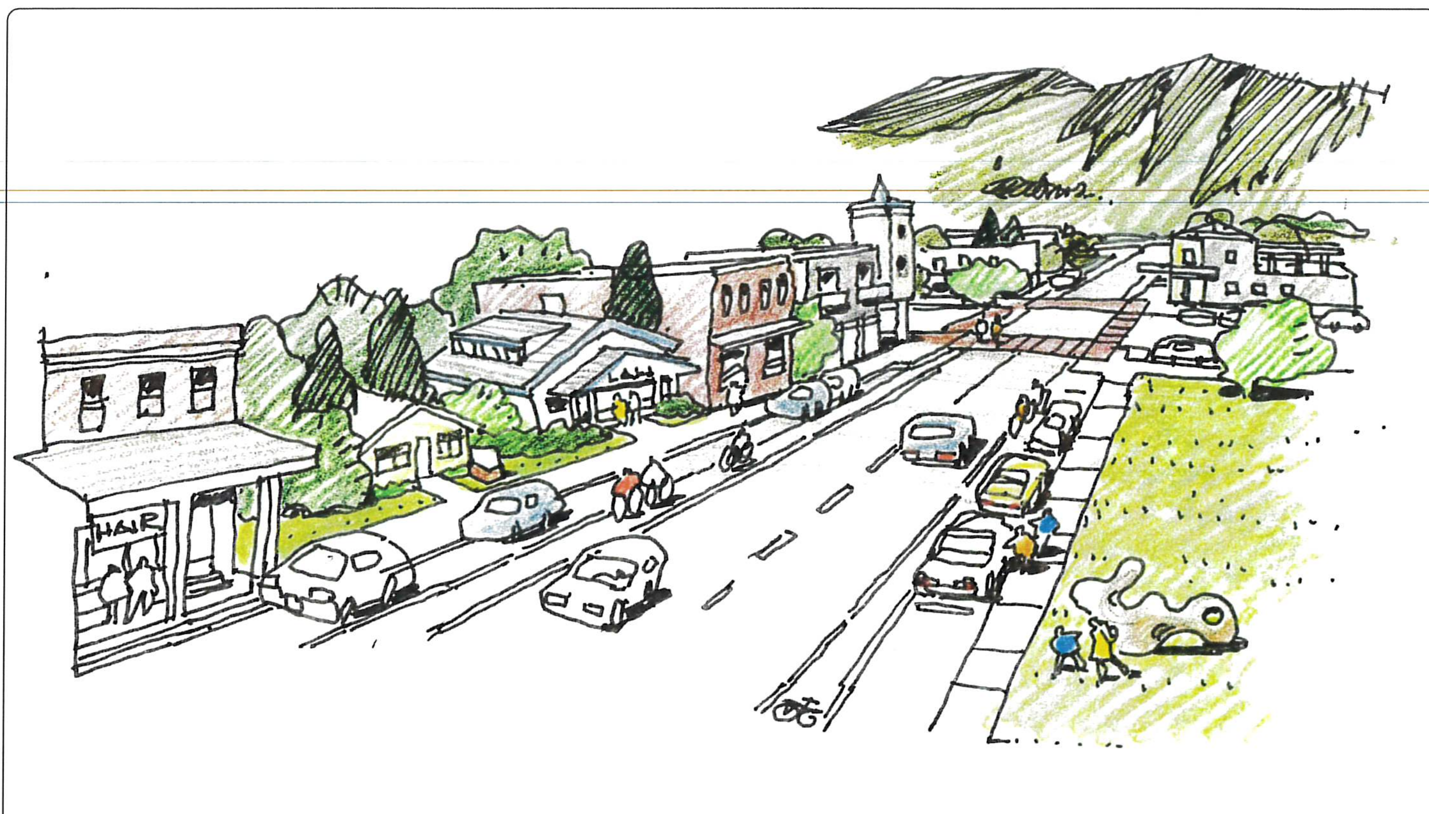
2.2: Snow King and South Cache Corridors



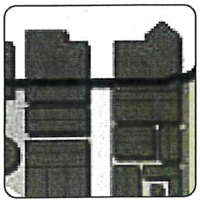
Village Form

This TRANSITIONAL Subarea is envisioned as a pedestrian-oriented mixed use corridor comprised of mixed use and/or multifamily residential structures. The goal of the corridor will be to provide an attractive pedestrian link between Snow King Resort (Subarea 2.1) and Downtown (Subarea 2.3). The corridor is anchored by the Center for the Arts, the community hub for cultural events and activities and other public spaces, including the Center for the Arts Park, Phil Baux Park and the Snow King base area.

The goal of this subarea will be to provide an attractive pedestrian link between Downtown, Snow King and the many under-utilized public spaces in the area. To achieve this, ground-level uses should add vitality and street life that support the Center for the Arts and attract residents and visitors to the subarea. Upper floors should provide residential uses, designed to promote workforce housing. Buildings should be two stories in height and front the street. Particular care and attention will be necessary to ensure a successful integration between this mixed use subarea and the adjacent Core Residential (Subarea 3.2). Particular attention will need to be given to the location of buildings, parking, types of uses, and intensity of uses to ensure a successful transition.

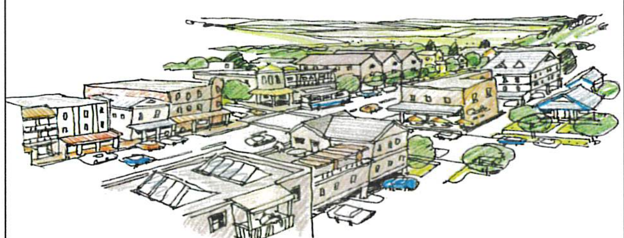


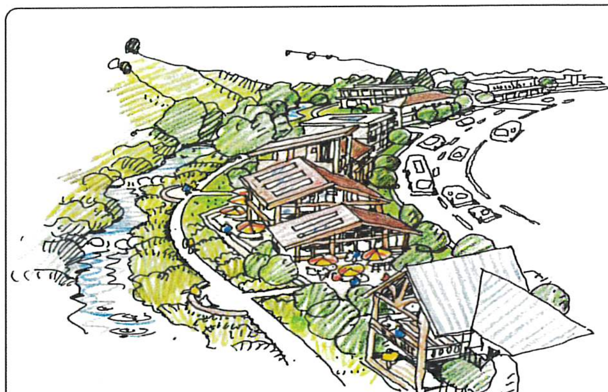
2.3: Downtown



Town Form

This large, mixed use, TRANSITIONAL Subarea currently consists of a variety of retail, restaurant, office and other commercial activities, along with long-term residences and lodging in a variety of building sizes and forms. Downtown is the center of civic, cultural, economic and social activity for our community as well as the center of the visitor experience, as a significant amount of lodging is located here. The 2012 character and built form is varied and inconsistent.





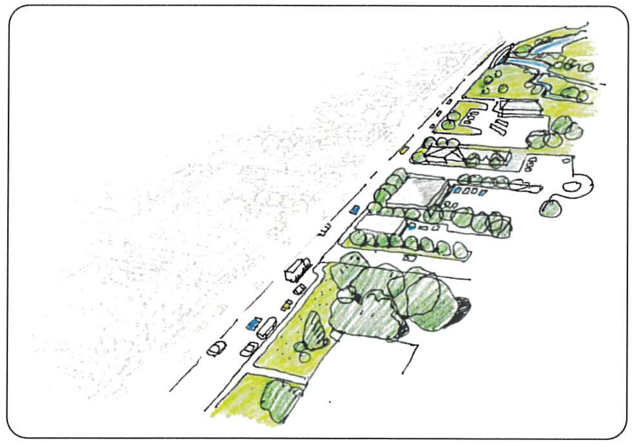
The goal of this subarea is to create a vibrant mixed use area by accommodating a variety of uses and amenities. The subarea will be the starting point for the development of a refined Lodging Overlay boundary and future discussion of the type and size of lodging desired. A key challenge will be to provide a balance between lodging and long-term residential housing. Future structures will be predominantly mixed use, while multifamily structures will be allowed if it properly addresses the street. Commercial uses that create an active and engaging pedestrian experience will be predominantly located on the first and second floors of buildings. Examples of these uses include restaurants, bars, a variety of retail shops and commercial amusement. Furthermore, as portions of the subarea will be located within a future Downtown Retail Shopping District, uses such as office, residential and lodging will be predominantly located on upper floors.

A goal of this subarea will be to create a consistent building size and form. In the future, a variety of two to three story buildings are desired. A fourth floor could be considered when a project is providing additional benefits such as, workforce housing. Buildings should be located to create an attractive street wall and take advantage of good urban design principles including massing, articulation and the provision of public space. The pedestrian realm will be of great importance in this mixed use subarea, and emphasis should be placed on adding improvements focusing on the pedestrian experience. Parking should continue to be provided predominately in public lots and on street to create a vibrant, walkable area that is oriented to the pedestrian. On-site parking should be predominantly underground or screened from view. Future redevelopment should enhance the Flat Creek corridor for recreational and ecological purposes. Buildings should front onto the creek to provide opportunities for interaction and enjoyment of this community resource.

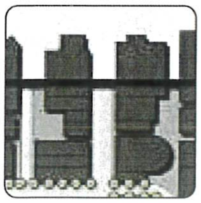
2.4: Public/Civic Campus

Resort/ Civic Form

This STABLE Subarea is defined by institutional facilities such as the Davey Jackson Elementary School, the Teton County/Jackson Recreation Center, and the various State and Federal Agencies along North Cache Street. This area will continue to provide these essential public services in a central location consistent with the sustainability and community service policies of the Plan. In the event that lands within this subarea are conveyed into private ownership, any development of non-public uses could require this subarea to be amended.

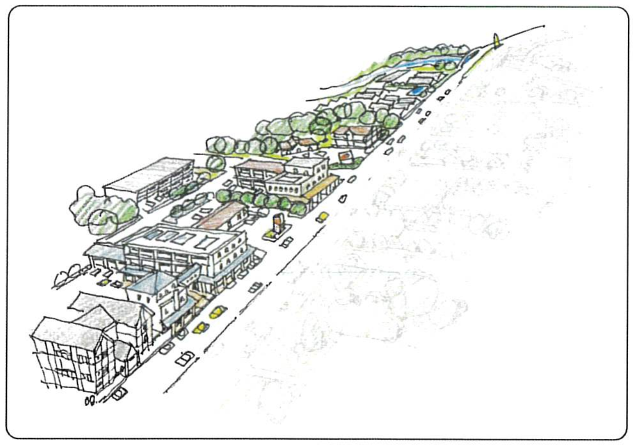


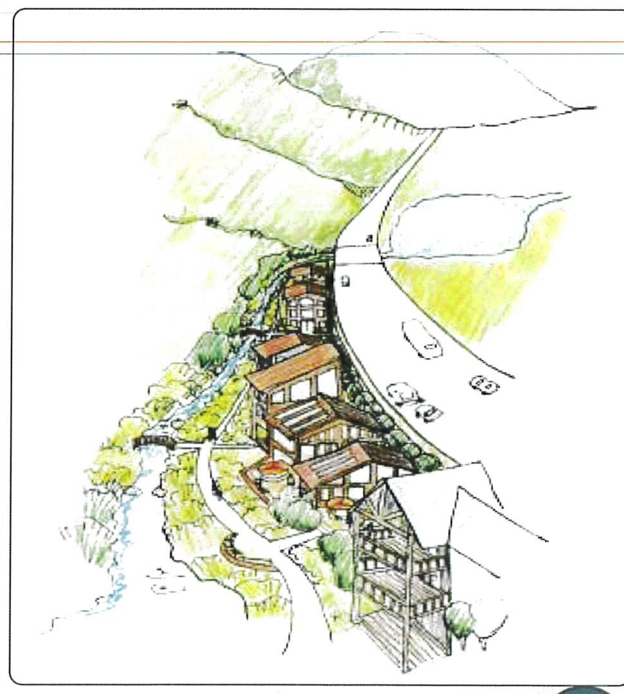
2.5: North Cache Gateway



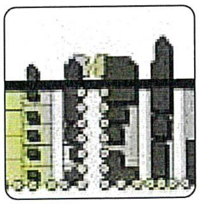
Village Center Form

This mixed use, TRANSITIONAL Subarea will be characterized as a key gateway into the Town from the National Parks and the airport to the north. Flat Creek enhancement is of great importance here, and redevelopment should seek to promote Flat Creek as a recreational and ecological amenity. The 2012 mix of non-residential and residential uses, including workforce housing, are appropriate. The redevelopment of these uses should take the form of two and three story buildings that address North Cache Street and the Flat Creek corridor, with an emphasis on providing workforce housing. Redevelopment should maintain wildlife permeability and enhance the natural form and function of Flat Creek and the undeveloped hillsides. Future structures will be predominantly mixed use, while multifamily will be allowed if it properly addresses the street. Building designs should incorporate techniques to mitigate height such as stepping back upper floors from the streetscape.

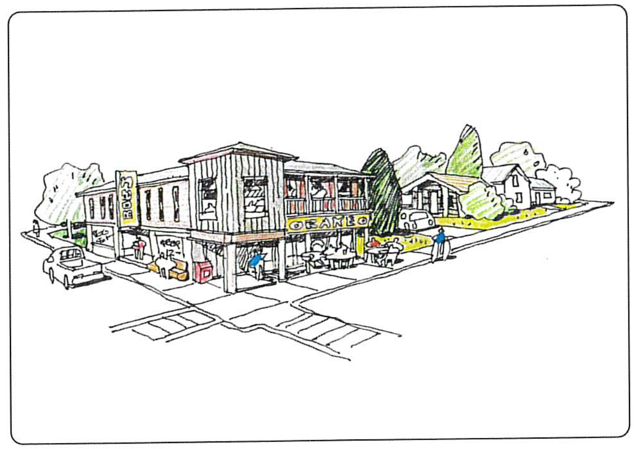




2.6: Mixed Use Office and Residential



Village Form



This TRANSITIONAL Subarea is envisioned to be a pedestrian-oriented mixed use area comprised of mixed use office or multifamily residential structures. The subarea currently contains a variety of single family residential, multifamily residential, office and institutional uses such as St. John's Hospital, the National Elk Refuge Headquarters and Town and County administrative facilities. The future development pattern should locate buildings toward the street predominantly two stories in height. Parking should be minimized and screened from the view of the public right of way. Office, residential and local convenience commercial should be located on the first level with residential above and behind. Some limited local convenience commercial is desirable to serve the surrounding residential areas with the goal of reducing trips outside the neighborhood. The 2012 institutional uses shall remain as anchors to the local economy that provide many jobs and services to the community. The bulk, scale and intensity of the St. John's campus has always been and will continue to be of a higher intensity than the surrounding mixed use and residential neighborhoods. Particular care and attention will be necessary to ensure a successful integration between this mixed use subarea and the adjacent Core Residential (Subarea 3.2). Particular attention will need to be given to the location of buildings, parking, types of uses, and intensity of uses to ensure a successful transition.

Town Council's 'Working Calendar' 2026

Note: This 'Working Calendar' shows all Council meetings and upcoming items at regular meetings that are likely to take 60-90 minutes. Anticipated Planning Items are designated with a (P) after them. This calendar is subject to change and will be shared with Council every two weeks.

Guiding Principles of Council's '26 Work Plan:

1. Ensuring financial responsibility;
2. Increasing Environmental Stewardship;
3. Defining Community Character;
4. Improving County Partnership;
5. Maintaining Town Facilities & Assets;
6. Continuing to Work on Housing & Transportation

<table>
<tr><th colspan="3">COUNCIL'S WORKING CALENDAR | 2026</th></tr>
<tr><th>JANUARY</th><th>FEBRUARY</th><th>MARCH</th></tr>
<tr><td>JOINT MEETING |JANUARY 5</td><td>JOINT MEETING | FEBRUARY 2</td><td>EVENING MEETING | MARCH 2</td></tr>
<tr><td><s>Comp Plan Scoping</s></td><td><s>Joint Powers Agreement Updates | Parks & Rec</s></td><td><s>Revolving Rights from Housing Trust for Town Employees</s></td></tr>
<tr><td></td><td><s>Emergency Management Exercise</s></td><td><s>Employee Housing Opportunities at 90 Virginian Lane</s></td></tr>
<tr><td>EVENING MEETING | JANUARY 5</td><td></td><td></td></tr>
<tr><td><s>Legislative Approach</s></td><td>EVENING MEETING | FEBRUARY 2</td><td>SPECIAL JOINT MEETING | MARCH 9</td></tr>
<tr><td><s>Flock Safety Contract Review</s></td><td><s>N. South Park Area 1 Request for Water/Wastewater</s></td><td>START JHMR Contract</td></tr>
<tr><td></td><td><s>Annual Liquor License Renewals</s></td><td>90 Virginian Lane</td></tr>
<tr><td>WORKSHOP | JANUARY 20</td><td></td><td></td></tr>
<tr><td><s>Water Efficiency</s></td><td>WORKSHOP | FEBRUARY 17</td><td>WORKSHOP | MARCH 16</td></tr>
<tr><td><s>LDR Updates to Address Development Impacts</s></td><td><s>Parking Update for Summer 2026</s></td><td>FY27 Budget Revenue & Reserve</td></tr>
<tr><td></td><td><s>Parks & Rec 5 Year Capital Improvement Plan (CIP)</s></td><td>Visioning Workshop for Changes to LDRs</td></tr>
<tr><td>EVENING MEETING | JANUARY 20</td><td></td><td>Utility Rate Update & Water Efficiency Ordinance</td></tr>
<tr><td><s>90 Virginian Lane - Town Funding Approach</s></td><td>EVENING MEETING | FEBRUARY 17</td><td></td></tr>
<tr><td><s>Nelson Drive Annexation Hearing</s></td><td><s>S4 Flats Housing Project</s></td><td>EVENING MEETING | MARCH 16</td></tr>
<tr><td></td><td><s>Town Council Salaries</s></td><td>Parklets Check-In (Plug 'N Play)</td></tr>
<tr><td><s>SPECIAL MEETING, RETREAT | JANUARY 28 & 29</s></td><td></td><td>Karns Meadow Ecological Monitoring Plan</td></tr>
<tr><td></td><td></td><td></td></tr>
<tr><td></td><td></td><td>SPECIAL JOINT MEETING | MARCH 17, Interviews</td></tr>
<tr><td></td><td><s>SPECIAL MEETING, STRATEGIC BUDGET | FEB. 19</s></td><td></td></tr>
<tr><td></td><td></td><td>SPECIAL MEETING | MARCH 18, STRATEGIC BUDGET</td></tr>
<tr><th>APRIL</th><th>MAY</th><th>JUNE</th></tr>
<tr><td>JOINT MEETING | APRIL 6</td><td>JOINT MEETING | MAY 4</td><td>JOINT MEETING | JUNE 1</td></tr>
<tr><td>Transportation Work Plan</td><td>Joint Budget Finalization</td><td>Joint Powers Agreement Updates</td></tr>
<tr><td>START JPA Update</td><td>Comp Plan Indicator Report</td><td>Joint Planning Coordination</td></tr>
<tr><td>START Transit Development Plan & Van Pool Contract</td><td></td><td>FY27 Budgets</td></tr>
<tr><td></td><td>EVENING MEETING | MAY 4</td><td></td></tr>
<tr><td>EVENING MEETING | APRIL 6</td><td>Natural Resource Overlay LDR Update</td><td>EVENING MEETING | JUNE 1</td></tr>
<tr><td>Town Employee Housing Strategy</td><td></td><td>Update on Parking Garage</td></tr>
<tr><td>Virginian Lodge Development Plan (P)</td><td>SPECIAL MEETING | MAY 5, FY27 BUDGET</td><td>Traffic Impact Study LDRs</td></tr>
<tr><td></td><td></td><td></td></tr>
<tr><td>SPECIAL MEETING | APRIL 13, FY27 BUDGET</td><td>SPECIAL JOINT MEETING | MAY 12, FY27 BUDGET</td><td>SPECIAL MEETING | JUNE 8 (if needed), FY27 BUDGET</td></tr>
<tr><td></td><td></td><td></td></tr>
<tr><td>WORKSHOP | APRIL 20</td><td>SPECIAL MEETING | MAY 13, FY27 BUDGET</td><td>WORKSHOP | JUNE 15</td></tr>
<tr><td>Joint Powers Agreement Updates, Town-Only</td><td></td><td>Town Planning FY27 Work Plan</td></tr>
<tr><td>Stormwater Utility Policies</td><td>WORKSHOP | MAY 18</td><td></td></tr>
<tr><td></td><td>LDR FY26 Development Impact Updates -5 Things</td><td></td></tr>
<tr><td>EVENING MEETING | APRIL 20</td><td>Traffic Impact Study LDRs</td><td>EVENING MEETING | JUNE 15</td></tr>
<tr><td></td><td></td><td>Budget Hearing</td></tr>
<tr><td></td><td>EVENING MEETING | MAY 18</td><td></td></tr>
<tr><td>SPECIAL JOINT MEETING | APRIL 27, FY27 BUDGET</td><td>Working Agreements Check-In</td><td></td></tr>
<tr><td>Nonprofits</td><td>145 W Pearl Ave. Development Plan (P)</td><td></td></tr>
<tr><td></td><td></td><td></td></tr>
<tr><td>SPECIAL JOINT MEETING | APRIL 28, FY27 BUDGET</td><td></td><td></td></tr>
<tr><td>Joint Departments</td><td></td><td></td></tr>
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<tr><th colspan="3">COUNCIL WORKING CALENDAR | 2026 (CONTINUED)</th></tr>
<tr><th>JULY</th><th>AUGUST</th><th>SEPTEMBER</th></tr>
<tr><td>JOINT MEETING | JULY 6</td><td>JOINT MEETING | AUGUST 3</td><td>JOINT MEETING | SEPTEMBER 8</td></tr>
<tr><td>Transportation Impact & Maintenance Fees</td><td>Housing Rules & Regs</td><td>Comp Plan Request for Proposals (RFPs)</td></tr>
<tr><td></td><td></td><td></td></tr>
<tr><td>EVENING MEETING | JULY 6</td><td>EVENING MEETING | AUGUST 3</td><td>EVENING MEETING | SEPTEMBER 8</td></tr>
<tr><td>Stormwater Utility Fees</td><td>Rodeo Concession Agreement</td><td>Biennial LDR Update</td></tr>
<tr><td></td><td></td><td>Community Streets Plan Adoption</td></tr>
<tr><td>WORKSHOP | JULY 20</td><td>WORKSHOP | AUGUST 17</td><td></td></tr>
<tr><td>Community Streets Plan Draft</td><td>Ecosystem Indicator Report</td><td>WORKSHOP | SEPTEMBER 21</td></tr>
<tr><td>Sustainability Plan Update</td><td>Mounted Patrol Implementation</td><td>Cemetery Master Plan & Fees</td></tr>
<tr><td></td><td></td><td></td></tr>
<tr><td>EVENING MEETING | JULY 20</td><td>EVENING MEETING | AUGUST 17</td><td></td></tr>
<tr><td></td><td></td><td>EVENING MEETING | SEPTEMBER 21</td></tr>
<tr><td></td><td></td><td></td></tr>
<tr><th>OCTOBER</th><th>NOVEMBER</th><th>DECEMBER</th></tr>
<tr><td>JOINT MEETING | OCTOBER 5</td><td>JOINT MEETING | NOVEMBER 2</td><td>JOINT MEETING | DECEMBER 7</td></tr>
<tr><td>Housing Rules & Regs</td><td></td><td></td></tr>
<tr><td></td><td>EVENING MEETING | NOVEMBER 2</td><td>EVENING MEETING | DECEMBER 7</td></tr>
<tr><td>EVENING MEETING | OCTOBER 5</td><td>Legislative Approach</td><td>Reimagining Special Events</td></tr>
<tr><td>Update on Parking at Home Ranch</td><td></td><td></td></tr>
<tr><td></td><td>WORKSHOP | NOVEMBER 16</td><td>WORKSHOP | DECEMBER 21</td></tr>
<tr><td>WORKSHOP | OCTOBER 19</td><td>Staff Benefit Package Review</td><td>Town Facilities & Property Master Plan</td></tr>
<tr><td>Title 13: Utilities Update</td><td>Title 8: Health & Safety Update</td><td>Rodeo Grounds</td></tr>
<tr><td>Town Employee Housing Strategy</td><td></td><td></td></tr>
<tr><td></td><td>EVENING MEETING | NOVEMBER 16</td><td>EVENING MEETING | DECEMBER 21</td></tr>
<tr><td>EVENING MEETING | OCTOBER 19</td><td></td><td></td></tr>
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