

Regular Town Council Workshop

August 17, 2026

1:30 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.

- A. To join, click link or copy it to your browser: <https://us02web.zoom.us/j/88199262654?pwd=KOD3PXuHOJWLI7bI3skKroR9FwbGRf.1>
Or join at www.zoom.com with Webinar ID: **881 9926 2654** and Password: **83001** or by phone: **253 205 0468**

II. CALL TO ORDER AND ROLL CALL

III. WORKSHOP ITEMS

- A. Town Fees & Fee Waiver Policies (PM26-017) (Tyler Valentine & Kelly Sluder, 90 mins)
- B. 2026 Ecosystem Health Indicator Report (Tanya Anderson & Matteo Morello, 30 mins)
- C. Land Development Regulations Changes to Address Large Development Impacts (PM26-011) (Paul Anthony, 60 mins)

IV. MATTERS FROM MAYOR AND COUNCIL

- A. Board and Commission Reports

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:	August 17, 2026	Meeting Title:	Workshop
Submitting Department:	Planning & Building	Presenter:	Tyler Valentine & Kelly Sluder
Agenda Item:	Town Fees and Fee Waiver Policies	Public Comment:	Yes

Purpose & Policy Considerations.

The purpose of this item is to discuss and receive feedback and direction from the Town Council regarding the Town's current fee waiver policies, the purpose and philosophy of the Building and Planning Department's fees, and building permit fees for new construction. This discussion provides an opportunity for Council to consider broader policy questions, including how development fees should be assessed, the purpose they are intended to serve, and under what circumstances fee waivers should be granted. The overarching goal is to obtain clear policy direction from the Council regarding the philosophy and long-term approach to Building and Planning fees.

No final decisions are made tonight. Council's direction will guide staff in bringing back formal resolutions and fee schedule changes for adoption at future meetings.

Recommendation.

Staff is seeking the Town Council's direction on the following three items:

- Item A - Goals and Purpose of Building and Planning fees: Staff do not have a formal recommendation on the appropriate cost recovery percentage. Staff is presenting the question and the data and looking to Council for direction.
- Item B - Building Permit Fees for New Construction: Staff recommend Council direct staff to bring back a valuation-based fee schedule for final adoption at a future Regular Council meeting.
- Item C - Fee waiver policies: Staff recommend establishing a consistent policy that all third-party review costs are the responsibility of the applicant and are not eligible for waiver (Key Question 3). On the other fee waiver questions, staff is presenting the options and looking to Council for direction.

Background.

Note to the Reader: For clarity, this report is organized into the three sections listed above: Items A, B, and C. Each section contains a separate **Background** and **Analysis** discussion specific to that topic.

Item A - Goals and purpose of Planning and Building fees

The Planning and Building Department does not have a formal fee philosophy adopted by the Town Council. However, the Town's Land Development Regulations (LDRs), which address development review permits including planning and building permits, require the Town Council to establish a fee schedule by resolution and specify that the purpose of these fees is to offset the costs associated with processing applications. In other words, Planning and Building fees are intended to recover a portion of the Town's costs of providing development review services rather than generate a net positive revenue. As such, these fees have been used to recover a portion of the costs of office space, vehicles, personnel, code books, professional services, training, and other operational expenses necessary to administer the development review process.

In general, the Planning and Building Department's fee structure makes planning review relatively affordable to applicants but increases fees when landowners pursue actual construction (building permits). This approach is typical of most Planning and Building Departments. It also means that given the relatively small share of overall Department expenditures attributable to Planning services, increasing Planning fees alone would have a limited impact on the Department's overall cost recovery percentage.

More specifically, the Building Department's permit fees for new residential and commercial construction are currently calculated based on square footage but are based on valuation (i.e., estimated construction costs) for remodels and additions. Planning application fees are set differently from building permit fees. Rather than being based on square footage or construction valuation, planning application fees are periodically evaluated against comparable communities to ensure they remain fair, reasonable, and generally consistent with peer jurisdictions.

In 2025, staff completed a fee comparison and found that the Town of Jackson's planning fees were generally consistent with comparable communities, but depending on the permit type, the average Town fees fluctuated above and below the other communities. This range reflects the wide variation in how peer communities structure their planning fees and does not by itself indicate that Jackson's fees are too high or too low.

Over the past ten years, the Building Division has collected approximately \$7.5 million in fees, while the Planning Division has collected approximately \$675,000, for a combined total of just over \$8 million. If no changes are made, fee revenues are expected to continue fluctuating around the 50% to 60% cost recovery range based on the volume and complexity of development activity, consistent with historical trends.

Item B – Building Permit Fees for New Construction

During FY2027 Building Department fees were increased by CPI and the proposed change to shift fees from new construction from square footage to valuation was tabled. The Town Manager directed staff to bring the proposed change from square footage to valuation for new construction forward in conjunction with this broader discussion regarding the Town's fee philosophy and fee waiver policy.

The Building Department's permit fees for new residential and commercial construction are currently calculated based on square footage, but are based on valuation (i.e., estimated construction costs) for remodels and additions. The use of square footage methodology for new construction is a holdover from the previous Uniform Building Code (UBC), which required square footage-based fee calculations. The new International codes instead base building permit fees on building construction valuation rather than square footage. This change was intended to better reflect local construction costs, allowing permit fees to adjust as construction values increased or decreased over time.

Although the industry standard has shifted toward valuation-based fees, the Town has not transitioned to a valuation-based methodology for new construction, but has adopted valuation-based fees for remodels and additions. Staff are not aware of the original rationale behind this distinction that was made in 2000. In 2018, the Building Department revisited the option of transitioning new construction to a valuation-based methodology. However, the Town Manager recommended against the change at the time and the Council concurred due to concerns that increasing permit fees could create additional financial burdens for smaller-scale residential builders and individual homeowners constructing single-family homes.

Item C – Current Town of Jackson Fee Waiver Policies

The Town has adopted three fee waiver policies (listed below) intended to support projects that advance community objectives and public benefits. While each policy was adopted to address specific community needs and priorities, they have been established at different times and under varying circumstances. As development patterns, housing needs, public infrastructure demands, and community priorities continue to evolve, the Town Council may wish to evaluate whether the existing fee waiver framework remains appropriate and fiscally sound. This discussion provides a brief summary of the current fee waiver policies along with examples of projects, project types, and/or applicants who fall under each policy. It is important to note upfront that all three policies waive permit review fees only, they do not waive impact fees such as water and sewer capacity fees which are deposited into dedicated enterprise funds and legally restricted to their intended purposes.

1. General Fee Waiver (private development)

- Summary:

Fee waiver requests were first formally allowed in the mid-1990s via resolution. Currently, the Town reviews requests to waive fees pursuant to Resolution 26-11 (2027 fee schedule), which is listed in the fee schedule under “Planning Permit”. Although this fee waiver policy is located under Planning Permits, it has been used to request waivers from all Town fees related to planning and building on a case-by-case basis. According to the current language, the Town Council may reduce, defer, or waive application fees upon request if the proposed project advances significant community goals which include, but are not limited to, the following:

1. A project that is sponsored by a governmental entity, or a project that received public funding.
2. A project that provides extraordinary charitable, civic, educational, or similar benefits to the community.

Recent examples of private projects approved for this fee waiver include the Jackson Hole Community School Conditional Use Permit (CUP) for a new middle school, Browse ‘N Buy by St. John’s Episcopal Church, the 20-unit residential project by the Presbyterian Church of Jackson Hole, and the Jackson Hole Jewish Community CUP.

2. Teton County/Town of Jackson Cooperative Agreement (government/gov-sponsored development)

- Summary:

The Town and County entered into a Cooperative Agreement in 1998 (attached) regarding the payment of development review fees for Town of Jackson, Teton County, and Joint Board projects. Staff note that this agreement was established to formalize a long-standing collaborative relationship between the two jurisdictions and to provide clear guidance on when fee waivers would apply to Town and County entities, boards, and affiliated projects, as well as the specific project types and fees eligible—or ineligible—for waiver. The agreement applies to County projects located within Town limits, as well as Town projects located within County limits. Staff’s understanding is that the Cooperative Agreement does not cover state and federal agencies such as the school district, Wyoming Game and Fish, the United States Forest Service, etc.

Examples of projects using this fee waiver include the Fire Station #1 expansion, Recreation Center expansion, Teton County Fairgrounds Community Building, Teton County General Services Building addition, new START facility, and the Teton County Justice Center. Because Special Purpose Excise Tax (SPET) projects are required by the state to fall under a local government entity, SPET projects fall under this agreement.

3. 100% Deed-Restricted

- Summary:

The Town has historically waived development-related fees for 100% deed-restricted housing projects developed by entities other than the Jackson/Teton County Housing Department (which is already exempt from such fees under the Cooperative Agreement) under the general fee waiver option described above. These fee waivers have typically been granted on a case-by-case basis for projects undertaken by organizations such as the Jackson Hole Community Housing Trust, Habitat for Humanity, and public-private partnerships developing 100% deed-restricted housing.

To establish a more consistent and proactive approach, the Town Council directed staff during its July 19, 2021, Town Council Workshop (staff report attached) to prepare a resolution that would automatically waive certain fees for any project consisting of 100% permanently deed-restricted housing,

regardless of the project sponsor or developer. Although Council provided this direction, the resolution was never finalized or brought forward for adoption due to an oversight on staff's part.

Examples of projects using this fee waiver include Jackson Street Apartments, East Kelly Habitat Townhomes, 440 West Kelly, 105 Mercill Condos, 174 North King Street Condos, School District Housing on South Park Loop Road, Redmond/Hansen Townhomes, and Hitching Post.

Analysis and Key Questions.

Item A - Goals and Purpose of Building and Planning Fees

Staff analyzed Building and Planning Department expenditure and revenue data for the ten-year period from July 1, 2016, through June 30, 2026 (FY2017–FY2026). During this period, the Department achieved an average combined annual cost recovery rate of approximately 62%. This percentage is not an adopted cost recovery target or policy objective; rather, it represents the historical average resulting from annual fluctuations in revenues and expenditures over the analysis period. Please see the attached 10 Year Expenditure Revenue Figures. Staff notes that there are many other Town, County and Joint departments (engineering, housing, legal, admin, fire, etc.) involved in the development review process that are not included in this data.

As explained above under Background, the vast majority of this cost recovery is generated through building permit fees. In comparison, Planning Division fees recover a much smaller portion as these fees are much lower and cover a much broader set of activities, such as zoning review, entitlement processing, and long-range planning activities, that occur earlier in the development process and include functions that provide broader community benefits beyond individual development applications.

Because neither the LDRs nor the adopted building codes establish a required cost recovery level, staff are seeking Council feedback and direction regarding the appropriate cost recovery philosophy for Building and Planning services. Specifically, Council may wish to consider whether the Town should maintain its current level of cost recovery (approximately 62%), increase recovery toward full cost recovery (to be defined), or pursue another approach.

Before discussing the policy questions below, Council should consider the following:

- The Building and Planning Department is unique among Town departments in that it currently achieves the highest level of cost recovery through user fees. This reflects the direct relationship between development activity and the services provided by the Department.
- Item B (below) proposes a revised building permit fee methodology based on project valuation for all new construction. If supported by Council, this change alone would significantly increase building permit fees and, consequently, increase the Department's overall cost recovery without requiring a change to the Town's current cost recovery approach.
- Any increase in fees would directly affect the broader development community (both individual landowners and professional developers), who are seeking development approvals and permits. Projects eligible for existing fee waivers would continue to be exempt from applicable waived fees depending on what, if any, changes Council makes to the fee waiver policy (discussed below).

➤ Key Question #1 - What cost recovery goal does Council want to establish for Building and Planning services? Potential options include:

- Maintain the current historical level of cost recovery of approximately 62%.
- Increase cost recovery toward 100%.
- Decrease cost recovery.

Staff recommends that Council set a goal of between 60%-75% cost recovery for the Planning and Building Department. Staff has proposed a range due to the many variables that will go into this number each year, but to provide a goal for Council and staff to annually review against when setting Planning and Building fees.

Item B - Building Permit Fees for New Construction

The Town Building Official is proposing to transition the building permit fee for new construction from a square-footage-based methodology to a valuation-based methodology for several reasons. First, a valuation-based approach is consistent with the building codes adopted by the Town since 2000. Second, the vast majority of peer communities assess building permit fees based on project valuation rather than square footage. Finally, a valuation-based methodology more accurately reflects the cost and complexity of construction because it adjusts with market conditions and inflation. As construction costs increase, permit fees increase proportionally. Conversely, when construction costs decline during economic downturns, permit fees automatically decrease, reducing the financial burden on applicants during more challenging economic conditions. It is important to note that the proposed transition to a valuation-based fee methodology is not expected to affect permit fees for remodels and alterations, as these projects are already assessed based on the estimated valuation of the proposed work.

If the Town Council adopts the proposed valuation-based methodology, fees associated with new construction are expected to increase and would be borne by property owners and developers of new commercial and residential projects. Accordingly, the Town Council must weigh the benefits of increased cost recovery for the Town against the additional financial impact on development. To help inform that discussion, staff has prepared several case studies illustrating how the proposed valuation-based fee methodology would affect permit fees for representative commercial and residential (single-family) construction projects.

Commercial New Build:

- Example: Hotel and Restaurant (110,755 sf and valued at \$40 million) - Paid a total of \$81,395 in plan review and permit fees. Under the new fee schedule, the total fee would have been \$153,579. An increase of 89%.
- Example: Condos / short-term rental development (31,504 sf and valued at \$24 million) - Paid a total of \$58,739 in plan review and permit fees. Under the new schedule, the total fee would have been \$96,780. An increase of 65%.

Single Family New Build:

- Example: New single-family home (4,870 sf and valued at \$2 million) - Paid a total of \$10,424 in plan review and permit fees. Under the new fee schedule, the total fee would have been \$18,667. An Increase of 79%.
- Example: New single-family home (4,994 sf and valued at \$2 million) - Paid a total of \$7,200 in plan review and permit fees. Under the new fee schedule, the total fee would have been \$18,667. An increase of 159%

- Key Question #2 - Does Council support changing from a square footage basis to one based on valuation for new construction?

Staff recommend yes. The valuation-based methodology is consistent with current building codes, is the standard approach used by peer communities, and more accurately reflects the actual cost and complexity of construction.

Item C - Current Fee Waiver Policies

There are currently three types of fee waivers as described above:

1. General Fee Waivers (applies to any qualifying private development);
2. 100% Deed-Restricted Housing projects; and
3. County/Town Cooperative Agreement (applies to all local governmental projects).

What Fees Are Waived? Before evaluating the Town's fee waiver policies, it is important to understand which fees are eligible for waiver. For purposes of this discussion, the fees collected by the Town can generally be grouped into two categories: permit review fees and development fees. Under each of the Town's three existing fee waiver policies, only permit review fees are eligible for waiver. These fees are intended to recover a portion of the Town's cost of processing development applications, conducting plan reviews, issuing permits, and code inspection.

Development fees, such as water and sewer capacity fees, are not eligible for waiver regardless of the project type or sponsoring entity. Unlike permit review fees, development fees are assessed to offset the direct impacts of new development and are used to directly fund staff dedicated to mitigating those impacts on the community, such as operating and maintaining our sewer treatment plant. These fees are deposited into dedicated enterprise funds and, by law and policy, may only be used for their intended purpose. They are not deposited into the Town's General Fund, where most other revenues are collected and appropriated.

The following table summarizes how each of the Town's three fee waiver policies applies to the various fee categories.

Fee Type	General Fee Waiver Request	100% Deed Restricted	Cooperative Agreement
Planning Application	Waived	Waived	Waived
Building Permit (in-house)	Waived	Waived	Waived
Building Permit Addendum (in-house)	Waived	Waived	Waived
Building Permit (3 rd party consultant)	Not waived*	Not waived*	Not waived*
Building Permit Addendum (3 rd party consultant)	Not waived*	Not waived*	Not waived*
Mechanical Permit	Waived	Waived	Waived
Electrical Permit (3 rd party via Fire/EMS)	Not waived	Not waived	Not waived
Plumbing Permit	Waived	Waived	Waived
Fire Permit (County required fee)	Not waived	Not waived	Not waived
Fire WUI Permit (County required fee)	Not waived	Not waived	Not waived
Water/Sewer Connection	Not waived	Not waived	Not waived
Water/Sewer Capacity	Not waived	Not waived	Not waived
Public right-of-way permit	Not waived	Not waived	Not waived
Park & School Exactions	Not waived	Not waived	Not waived
Bond Required	Yes	Yes	No

Waived = Town does not collect money

Not waived* = 3rd -party consultant (WC3) is paid directly by the Town, then the applicant reimburses the Town.

Not waived = Town collects money

How much has the Town waived? Over the past decade, the Town has waived approximately \$1.7 million in fees, an average of \$170,000 per year, representing about 17% of fees over the same period. Three important facts put this number in context.

First, 73% of the waived fees came from projects under the Cooperative Agreement, 25% from 100% deed-restricted housing projects, and 2% from the general fee waiver. The Cooperative Agreement is by far the largest driver of waived fees.

Second, if Council approves the valuation-based fee methodology in Item B, the dollar amounts of future fee waivers would increase significantly, potentially by 80% or more, because waived fees are calculated using the same methodology as collected fees.

Third, the largest single waiver in the ten-year period was the Teton County Justice Center at \$321,180, followed by Hitching Post at \$162,779 and Jackson Street Apartments at \$127,560. These three projects alone account for approximately 36% of all fees waived over the decade.

The following table identifies notable projects and the corresponding fee waiver amounts in order of highest to lowest:

- Justice Center (\$321,180)
- Hitching Post (\$162,779)
- Jackson Street Apartments (\$127,560)
- START expansion (\$116,580)
- Parks and Recreation housing (\$115,215)
- Parks & Recreation expansion (\$113,279)
- Redmond Street Rentals (\$98,175)
- Redmond/Hansen Townhomes (\$85,820)
- Benson/Brown Habitat Townhomes (\$73,038)
- School District Housing on South Park Loop Road (\$67,080)
- Teton County School District Transportation Facility (\$60,479)
- Flat Creek Apartments (\$56,938)
- Browse N Buy (\$56,744)
- 174 North King Street Condos (\$55,530)
- 105 Mercill Condos (\$52,229)
- Fire Station #1 expansion (\$37,379)
- Presbyterian Church development (\$35,050)
- 440 West Kelly (\$34,479)
- Teton County General Services Building addition (\$25,267)
- Teton County Fairgrounds Community Building (\$12,000)

What projects require third-party review and who pays the review fees on a “waived” project?

The Building Department does not currently have an adopted policy establishing when third-party plan review is required. Instead, the Building Official has discretion to determine when third-party review is appropriate based on the size, complexity, and anticipated review timeline of a project. In practice, third-party review is typically reserved for large and/or complex commercial, multi-family, and mixed-use developments that require additional review capacity beyond the Department’s typical eight-week turnaround. The Town does not utilize third-party review services for one- and two-unit residential developments. Staff also strives to notify applicants as early in the review process as possible when a project is expected to be referred for third-party review.

The Town’s longstanding practice for waived projects requiring third-party review has been to pass the cost of third-party review directly to the applicant. This includes both the initial review and subsequent addendums (changes to an issued building permit after it has already been approved). Under this process, the Town initially reimburses the third-party reviewer and is subsequently reimbursed by the applicant for the associated review costs.

There have been a limited number of instances where the Town paid third-party review costs and was not reimbursed. These situations resulted from differing interpretations between the applicant and the Town regarding whether a fee waiver applied to third-party review expenses. While these circumstances have been rare, they highlight the need for additional clarity regarding the treatment of third-party review expenses under the Town's fee waiver policies.

What benefits does the Cooperative Agreement provide to the Town, County, and community? As discussed in the background section above, the Teton County/Town of Jackson Cooperative Agreement provides both governmental and community benefits. From an intergovernmental perspective, it fosters cooperation and strengthens the working relationship between the Town and County by supporting projects undertaken by each jurisdiction. From a community perspective, it helps advance projects that provide significant public benefit, including essential public facilities and permanently deed-restricted affordable and workforce housing.

That said, while the agreement is reciprocal in nature, staff are not aware of any Town-sponsored projects located within unincorporated Teton County for which the County has waived its development application or permit fees under the agreement. As a result, from a fiscal perspective, the agreement has had a greater financial impact on the Town than on the County, as the Town has waived fees for a substantially greater number of County-sponsored projects than it has received in reciprocal fee waivers.

In addition, staff note that Specific Purpose Excise Tax funding has been used for many projects subject to the cooperative agreement that could have been used to pay the permit fees. Any amendment to or withdrawal from the Cooperative Agreement may include notification and/or discussion with the Board of County Commissioners.

- Key Question #3.a – Does Council support the current General Fee Waiver policy (applies to any qualifying private development) as administered, and/or what amendments would Council like to consider?

Staff do not have a formal recommendation on this question.

- Key Question #3.b – Does Council support the current 100% Deed-Restricted Housing project fee waiver policy as administered, and/or what amendments would Council like to consider?

Staff do not have a formal recommendation on this question.

- Key Question #3.c – Does Council support the current County/Town Cooperative Agreement (applies to all local governmental projects) fee waiver policy as administered, and/or what amendments would Council like to consider?

Staff do not have a formal recommendation on this question.

- Key Question #4 – When a project's fees are waived but the application requires third-party review, should the applicant pay 100% of the third-party review costs?

Staff recommend yes, establishing a consistent policy that all third-party review costs are the responsibility of the applicant and are not eligible for waiver, regardless of project type or applicant status. The current practice is generally consistent with this, but ambiguity has led to disputes in a small number of cases. A clear written policy would resolve that ambiguity and prevent future disputes.

Possible Alternatives.

The Council has the following options for each of the three items. Council may reach different conclusions on each item independently:

- Item A – Goals and Purpose of Building and Planning Fees:

Alternative 1: Modify the cost recovery and set an annual percentage target (e.g., 75% cost recovery). Should Council choose this option, Staff recommend that additional time be given to analyze the fiscal impacts of such direction and bring that analysis back at a future workshop meeting.

Alternative 2: Continue this item to the next regularly scheduled workshop and request additional analysis.

- Item B – Building Permit Fees for New Construction:

Alternative 1: Make no changes and maintain the current method of square footage for calculating new builds and valuation for remodels. Staff do not recommend this alternative because the methodology is outdated and inconsistent with current codes and peer practice.

Alternative 2: Continue this item to a future workshop and request additional analysis. Staff do not have a recommendation on this alternative.

Item C - Current Fee Waiver Policies:

Alternative 1: Modify one or more of the fee waiver policies. Should Council choose to modify or opt out of the Cooperative Agreement, Staff recommend that additional time be given to consult with internal staff and the Town Attorney. This alternative will likely involve a workshop-style discussion with the Board of County Commissioners.

Alternative 2: Continue this item to the next regularly scheduled workshop and request additional analysis.

Comprehensive Plan and Priority Alignment.

As provided below, these items implicate some Comprehensive Plan policies and goals.

- Policy 8.1.e: Budget for service delivery: Budgeting allows for an annual commitment to service delivery objectives. Each year, the Town and County will evaluate service delivery objectives during the budgeting process, make appropriate modifications to the delivery approach, and affirm the desired service level with the appropriate amount of funding. Without adequate funding, even the most thoughtful and strategic approach will fall short of its objectives, so a careful budgeting process is essential.

These items align with the above policy because it supports the need to ensure Building and Planning services have adequate resources to maintain desired service levels. Evaluating fees as part of the budgeting process helps determine whether user fees appropriately contribute toward the cost of providing development-related services. If fees do not sufficiently recover service delivery costs, additional General Fund support may be needed.

- Policy 8.2.c: Require mitigation of the impacts of growth on service levels: Developers should pay their fair share of the costs of future facilities and services necessitated by new development. Costs for added facilities and services as a result of development should not be passed on to existing residents. New developments create additional demand for existing services and facilities, which impacts service delivery levels. Development will be required to provide exactions and/or impact fees that will cover the proportionate cost of public facilities and infrastructure required as a result of growth. These exactions and impact fees will be updated and evaluated regularly based on desired level of service and infrastructure and facility needs. Until

nexus studies are in place to update exaction and impact fee requirements, the existing exactions and fees will be used to mitigate the impacts of growth on service levels.

Although the fees discussed for this item are not impact fees, they are directly related to the broader objective of recovering the costs associated with development. As such, staff finds they are consistent with the policy because they ensure new development contributes its fair and proportionate share toward the costs of administering the development review process. These costs include office space, vehicles, personnel, code books, professional services, training, and other operational expenses necessary to provide Planning and Building Department services.

Fiscal Impact.

The fiscal impact of this item depends largely on the Town Council's direction regarding the policy questions discussed above. The potential impacts of each item are summarized below:

- Item A – Goals and Purpose of Building and Planning Fees: Establishing a higher or lower cost recovery objective would directly affect fee revenues. A higher cost recovery target would generally increase revenues, while a lower target would reduce them. If no changes are made, fee revenues are expected to continue fluctuating around the 50% to 60% cost recovery range based on the volume and complexity of development activity, consistent with historical trends.
- Item B – Building Permit Fees for New Construction: Approving the proposed transition to a valuation-based methodology for new construction permit fees would increase fee revenues significantly. Staff cannot calculate the exact annual revenue increase because it depends on future construction activity, project valuations, and permit volumes, all of which vary from year to year. However, based on the case studies included in this report, commercial permit fees would increase by approximately 65% to 89%, while single-family residential permit fees would increase by approximately 79% to 159% for new construction.
- Item C – Current Fee Waiver Policies: The fiscal impact of maintaining the existing fee waiver policies is difficult to quantify. Staff estimate that approximately 17% of Building and Planning Department fee revenue has been waived under the three existing fee waiver policies. However, more than 70% of those waived fees are attributable to the Cooperative Agreement which includes several SPET-funded projects that occur on an infrequent and unpredictable basis. If the Town Council modifies or discontinues the Cooperative Agreement, fee revenues would be expected to increase substantially over time as qualifying Town and County projects would no longer be exempt from applicable Building and Planning fees.

All fiscal impacts depend on formal resolutions and fee schedule changes that staff will bring back for Council adoption at future Regular Council meetings.

Staff Impact.

Staff have spent approximately 60-80 hours on this item to date. We expect to spend another 10-20 hours on future workshop research and finalizing resolutions. This estimate may increase depending on whether Council directs staff to provide additional analysis.

Attachments and Links.

10 Year Expenditure Revenue Figures

Annual Fee Schedule Redline

General Fee Waiver

Cooperative Agreement

July 2021 Workshop on 100% Deed Restricted Housing

Suggested Motion.

Item A: I move to set a goal of between 60%-75% cost recovery for the Planning and Building Department consistent with this staff report, dated August 17, 2026, and as discussed by the Council at this workshop.

Item B: I move to direct staff to bring back staff's recommended changes to the fee schedule resolution for the Building and Planning Department, including the valuation-based fee assessment for new construction, to a future Regular Town Council meeting for final consideration, consistent with this staff report, dated August 17, 2026, and as discussed by the Council at this workshop.

Item C.1: I move to [maintain or modify] the current General Fee Waiver policy consistent with Council discussion at this workshop, and direct staff to present updated policies and/or documents as necessary at a future meeting.

Item C.2: I move to [maintain or modify] the current 100% Deed-Restricted Housing project fee waiver policy consistent with Council discussion at this workshop, and direct staff to present updated policies and/or documents as necessary at a future meeting.

Item C.3: I move to [maintain or modify] the current County/Town Cooperative Agreement fee waiver policy consistent with Council discussion at this workshop, and direct staff to present updated policies and/or documents as necessary at a future meeting.

	Expenditures:	6/30/2017	6/30/2018	6/30/2019	6/30/2020	6/30/2021	6/30/2022	6/30/2023	6/30/2024	6/30/2025	6/30/2026
101-1710-____-__	Planning	763,005	1,004,472	818,306	943,218	655,211	854,083	895,269	802,389	937,651	1,069,327
101-2410-____-__	Building	354,302	361,052	393,025	372,209	375,269	431,536	480,580	535,926	557,267	599,393
	Building Dept. Revenue Lines										
101-0000-42120-000	Contractor Licenses	73,071	75,081	79,415	79,191	83,293	101,768	98,927	91,093	73,660	128,093
101-0000-42130-000	COQ License Renewal	6,750	8,560	7,270	8,953	11,825	23,134	25,450	26,103	45,650	27,861
101-0000-42210-000	Building Permits	262,335	309,548	438,490	360,413	645,408	780,989	586,994	787,860	531,063	473,346
101-0000-42214-000	Mechanical Permits	5,466	8,498	11,080	18,055	22,487	33,260	23,881	20,365	17,376	25,499
101-0000-42216-000	Plumbing Permits	12,238	18,980	20,670	34,552	39,838	49,970	25,828	27,742	48,053	21,846
101-0000-44710-000	Plan Review Fees	11,979	18,400	16,525	9,239	13,313	41,014	33,780	277,578	163,311	165,987
101-0000-42240-000	Grading/Erosion fees	400	3,250	2,700	2,700	4,350	5,454	2,380	2,924	1,917	6,192
101-0000-42242-000	Demolition Permits	2,300	1,400	1,300	1,000	1,100	1,400	900	2,300	777	10,521
	Subtotal	374,538	443,717	577,449	514,103	821,614	1,036,988	798,140	1,235,965	881,807	859,345
	Planning Dept. Revenue Lines										
101-0000-42212-000	Sign Permits	4,575	5,605	4,500	3,300	5,055	5,761	5,310	8,277	7,533	5,656
101-0000-42230-000	Development/Variance Permits	62,923	78,071	85,200	89,290	79,553	14,470	48,816	46,813	55,296	57,911
101-0000-42234-000	Final Plat	-	-	925	-	-	-	-	-	-	-
	Subtotal	67,498	83,676	90,625	92,590	84,608	20,231	54,126	55,090	62,829	63,567
	Planning (Rev-Exp)	(695,506)	(920,797)	(727,681)	(850,629)	(570,604)	(833,852)	(841,143)	(747,299)	(874,822)	(1,005,760)
	Building (Rev-Exp)	20,236	82,665	184,424	141,894	446,345	605,452	317,560	700,039	324,540	259,952

Building Permit (IBC)		\$ Current Fee	\$ Proposed Fee
15.04.020 7	Deposit on Building Permit		
	Non-refundable, applied to full BP fee	575.00	
15.04.090	New Buildings and Additions		
	Single Family Residence	1.73/sf	
	Commercial, Office, Multi-family and similar	1.15/sf	
	Warehouse, storage and similar	1.73/sf	
15.04.090	New Buildings; Additions; Remodels and Alterations		
<u>Total Valuation</u> <u>Fee Calculation</u>			
\$1 to 17,000		294.00	
\$17,001 to 40,000	\$294 for the first \$17,000 plus \$12 for each additional \$1000 or fraction thereof, to and including \$40,000		
\$40,001 to 100,000	\$560 \$564 for the first \$40,000 plus \$10 for each additional \$1,000 or fraction thereof, to and including \$100,000		
\$100,001 to 500,000	\$1,180 \$1,164 for the first \$100,000 plus \$8 for each additional \$1,000 or fraction thereof, to and including \$500,000		
\$500,001 to \$1,000,000	\$4,400 \$4,364 for the first \$500,000 plus \$6 for each additional \$1,000 or fraction thereof, to and including \$1,000,000		
\$1,000,001 to \$5,000,000	\$7,275 \$7,364 for the first \$1,000,000 plus \$4 for each additional \$1,000 or fraction thereof, to and including \$5,000,000		
\$5,000,000 and up	\$21,073 \$23,364 for the first \$5,000,000 plus \$2 for each additional \$1,000 or fraction thereof		
	Plan Review Fee		
	Plan review fee assessed @ 65% of building permit fee (cost per/sf + cost per total valuation as provided above)		
15.04.090	Permit Noncompliance Fee		
	Permit fee doubled for work done without permit	2x permit fee	
15.04.090	Other Inspections		
	Outside normal business hours	115.00/hr	250.00/hr
	Re-inspection under Section 305(g)	87.00/hr	159.00/hr
	No fee specifically indicated	87.00/hr	159.00/hr
	Review of revisions made to Approved Plan (addendums)	115.00/hr	159.00/hr; 2 hr min.

Planning Permit	\$ Current Fee
Fee Waiver	
The Town Council may reduce, defer, or waive Planning, Building, and Engineering Department application and review fees, where applicable, upon request if the proposed project advances significant community goals, which include but are not limited to, the following:	
1. A project that is sponsored by a governmental entity, or a project that received public funding.	
2. A project that provides extraordinary charitable, civic, educational, or similar benefits to the community.	
Such requests shall be submitted, for action by the Town Council, to the Planning Director within 30 days of receipt and prior to the submittal of an application. All requests shall be made prior to initiating a project as set forth in LDR Article 8. Administrative Procedures. Fee waivers apply to all review fees incurred by 3rd-party consultants, including all reviews of an initial building permit and all subsequent addendums. Review fees required by the Jackson Hole Fire EMS Department are not waived.	
Fees are non-refundable once processing has commenced unless staff has determined that the permit is unnecessary.	
General Pre-Application Conference (per Pre-App meeting)	
Sketch Plan, Special Use, Planned Unit Development	834.00
Conditional Use, Development Plan, Map Amendment	417.00
Development Option Plan	417.00
Grading & Erosion Control	209.00
Optional/Elective Conference with:	
Staff	209.00
Planning Commission or Town Council	Original Fee
Design Review Committee	277.00
Physical Development	
Sketch Plan, Development Plan	3,476.00
Sign Permit	
Per Sign	104.00
Master Signage Plan	417.00
Basic Use Permit	696.00
Basic Use Permit - Short-Term Rental	
Initial Application Fee - per bedroom	543.00
Annual Renewal Fee	543.00
Conditional Use Permit	
Use Permit only	3,476.00
Concurrent with application requiring public hearing	696.00
Special Use Permit	3,476.00
Development Option or Subdivision	
Development Option Plan	696.00
Subdivision Plat, <i>plus technical review fee</i>	1,391.00
Exempt Land Division	No Charge
Boundary Adjustment	
Plat Required, <i>plus technical review fee</i>	1,391.00
Without Plat, <i>plus technical review fee</i>	626.00
Interpretations	
Formal Interpretation	696.00
Zoning Compliance Verification	696.00

COOPERATIVE AGREEMENT
FOR
PAYMENT OF FEES FOR PUBLICLY SPONSORED OR CO-SPONSORED
PROJECTS

This Agreement is entered into effective the 2nd day of February, 1998 by and between TETON COUNTY, WYOMING (hereinafter referred to as "County"), and THE TOWN OF JACKSON, WYOMING (hereinafter referred to as "Town"), and is made pursuant to the provisions of Section 16-1-101 of the Wyoming Statutes (1977).

WHEREAS, in exercising, performing or carrying out any power, authority, duty or function legally vested in any one or more of them by Wyoming law, any one or more counties, municipal corporations or special districts may cooperate with and assist each other, and

WHEREAS, the County and the Town, and their subsidiary entities, periodically engage in sponsoring or co-sponsoring projects that involve the development of land and the construction of improvements; and

WHEREAS, both County and Town have adopted regulations or ordinances that require developers to comply with certain development regulations and to pay certain development and permit fees and charges for the review, permitting, administration and regulation of said projects, as well as for providing the public infrastructure that supports the impacts of such development; and

WHEREAS, the Mayor and Council of the Town and the Board of Commissioners of the County recognize the clear need to foster and maintain good relations between the Town and County governments; and

WHEREAS, the Mayor and Council of the Town and the Board of Commissioners of the County recognize that funds which support their activities are often drawn from the same group of citizens, and that the imposition of certain fees will be unnecessarily burdensome and superfluous;

NOW, THEREFORE, in consideration of the foregoing and of the cooperation to be had between the parties, they hereto agree as follows:

1. **PURPOSE.** The purpose of this Agreement is to provide for the waiver of and exemption from payment of certain development and permit fees and charges for the review, permitting, administration and regulation of Town or County sponsored projects or projects co-sponsored by them.

2. **EXEMPTED PARTIES.** The exemptions provided for herein shall apply to the Town of Jackson and all of its boards and affiliated entities, the County of Teton and all of its official boards and affiliated entities (including but not limited to the Library, Fair, Museum, and Hospital Board, and Housing Authority) and to all jointly created boards or affiliated entities (including but not limited to the Park and Recreation Board, Fire Department, START Board, and Recycling Board) (the "exempted agencies").

3. **FEES AND OTHER REQUIREMENTS WAIVED.** The Town and County agree that exempted agencies shall not be required to pay any development application, plan review or permit fees assessed by either party, including building, plumbing, mechanical, electrical, encroachment, fire line or sign fees (the "waived fees"). In addition, none of the exempted agencies shall be required to furnish any usually required bond or financial assurances related to landscaping, infrastructure or public improvements.

4. **FEES AND OTHER REOUREMENTS NOT WAIVED.** Notwithstanding the foregoing, all exempted agencies shall still be required to pay to the appropriate agency all direct costs of review and processing applications and permits including all charges by independent consultants or engineers, and all publication and mailing costs. In addition, all exempted agencies shall still be subject to requirements to pay development exactions, water and sanitary sewer system fees, affordable and employee housing fees or exactions, and parking fees, as well as such other fees as may be established from time to time that are not specifically waived in paragraph 3. above.

IN WITNESS WHEREOF, the undersigned have executed this Cooperative Services Agreement on behalf of the parties hereto, to be effective as of the day and year first above written.



BOARD OF COUNTY COMMISSIONERS OF
TETON COUNTY, WYOMING

By: Robert Shervin
Robert Shervin, Chair

Attest: Valerynn Conner
Clerk



TOWN OF JACKSON, WYOMING

By: Barney Oldfield
Barney Oldfield, Mayor

STAFF REPORT



Meeting Date:	19 July 2021	Meeting Title:	Town Council Workshop
Submitting Department:	Joint Housing Department & Community Development	Presenter:	April Norton & Tyler Sinclair
Agenda Item:	Consideration of Fee Waivers for Permanently Deed Restricted Housing Developments	Public Comment:	Yes

Purpose & Policy Considerations.

The Town Council ("Council") will consider which fees, if any, to waive for permanently deed restricted housing developments. This will allow staff to consistently apply the policy set by Council and will give developers a clearer understanding of which fees they can expect to pay, and which fees will be waived.

Requested Action.

Staff is asking Council for direction on which fees to waive for projects that are 100% permanently deed restricted housing for the local community.

Recommendations.

Attached to this staff report is a list of fees, the reason for the fees, and staff recommendations to waive, reduce, or keep the current fee as-is for 100% permanently deed restricted development. The department that charges the fee provided the recommendation for the fee.

Background.

Over the past few years, the Town and County have expanded their participation in public-private partnerships to build new permanently deed restricted housing. Previously, the Town and County partnered predominantly with local housing non-profits such as the Jackson Hole Community Housing Trust (Housing Trust) and Habitat for Humanity (Habitat) to build deed restricted housing. More recently, we have entered into more private-public partnerships with private developers to construct deed restricted housing. As these developments have come through the Town's permitting process, questions about what fees to waive and what fees should not be waived have arisen. The same is true for 100% deed restricted housing projects proposed by private developers with no involvement by the Town. Town fees associated with housing projects typically fall into the following categories:

1. Planning
2. Building
3. Public Works
 - Streets and other Public Spaces
 - Utilities
4. Other

Currently, the Town reviews requests to waive fees pursuant to Resolution 21-08, which states under "Planning Permit" the following:

The Town Council may reduce, defer, or waive application fees upon request if the proposed project advances significant community goals, which include but are not limited to, the following:

1. A project that is sponsored by a governmental entity, or a project that received public funding.

2. A project that provides extraordinary charitable, civic, educational, or similar benefits to the community.

Such requests shall be submitted, for action by the Town Council, to the Planning Director within 30 days of receipt and prior to the submittal of an application. All requests shall be made prior to initiating a project as set forth in LDR Division 5100.

Fees are non-refundable once processing has commenced unless staff has determined that the permit is unnecessary.

Although this fee waiver policy is located under Planning Permits, it has been used to request waivers from all Town fees related to the planning and development of housing projects on a case by case basis subject to the above listed criteria. The Housing Department is requesting to amend the current policy to automatically waive certain fees for projects that will be 100% permanently deed restricted housing in a more pro-active and consistent manner.

Staff also notes that the Town and County entered into a 1998 cooperative agreement for payment of fees for Town of Jackson, Teton County, and Joint Board projects as follows:

1. PURPOSE. The purpose of this Agreement is to provide for the waiver of and exemption from payment of certain development and permit fees and charges for the review, permitting, administration and regulation of Town or County sponsored projects or projects co- sponsored by them.

2. EXEMPTED PARTIES: The exemptions provided for herein shall apply to the Town of Jackson and all of its boards and affiliated entities, the County of Teton and all of its official boards and affiliated entities (including but not limited to the Library, Fair, Museum, and Hospital Board, and Housing Authority) and to all jointly created boards or affiliated entities (including but not limited to the Park and Recreation Board, Fire Department, START Board. And Recycling Board) (the "exempted agencies").

3. FEES and OTHER REQUIREMENTS WAIVED. The Town and County agree that exempted agencies shall not be required to pay any development application, plan review or permit fees assessed by-either party, including building, plumbing, mechanical, electrical, encroachment. fire line or sign fees (the "waived fees"). In addition, none of the exempted agencies shall be required to furnish any usually required bond or financial assurances related to landscaping, infrastructure or public improvements.

4. FEES AND OTHER REOUJREMENTS NOT WAIVED. Notwithstanding the foregoing, all exempted agencies shall still be required to pay to the appropriate agency all direct costs of review and processing applications and permits including all charges by independent consultants or engineers, and all publication and mailing costs. In addition, all exempted. agencies shall still be subject to requirements to pay development exactions, water and sanitary sewer system fees, affordable and employee housing fees or exactions, and

parking fees, as well as such other fees as maybe established from time to time that are not specifically waived in paragraph 3. above.

Analysis.

By waiving or reducing fees, development costs are lowered, public-private partnerships can achieve greater affordability, and private development of permanently deed restricted housing may be catalyzed. The exemption or reduction of a development from fees, however, will affect departmental budgets and should also be considered.

Key Questions

1. Does the Town desire to replace the current waiver policy, which allows case-by-case consideration with one that predetermines all fee waivers as a matter of policy upfront?

Staff comment: Staff finds that the current process has served the Town well giving Council the ability to review requests on a case-by-case basis grounded upon consistent criteria. Staff also understands the need for the Housing Department and developers to know what fees they will be responsible for sooner and to have more predictability prior to the execution of private/public partnership agreements.

Staff recommendation: Staff is supportive of switching to a more predictable system for all applicants. With that said, staff notes that this will eliminate the ability of applicants to come before Council and make individual requests based upon their unique circumstances. Staff finds that this new approach will reduce the amount of staff time devoted to such requests as it will become a staff level administrative function, as opposed to the current Council level review and consideration.

2. Does the type of deed restriction matter when considering whether to waive Town fees?

Staff comment: As proposed, all types of deed restrictions approved by the Housing Department would qualify an applicant for waived fees. Most recent public/private partnerships have utilized workforce housing deed restrictions and not Affordable restrictions. The Housing Trust and Habitat for Humanity have their own deed restrictions that are reviewed and approved by the Town. Staff finds that policy decisions around a fee waiver policy could be linked to the overall affordability of a project. As public/private partnerships are a relatively new tool utilized by the Housing Department, staff finds this an appropriate policy consideration to waive certain fees to incent deed restricted housing.

Staff recommendation: To allow all types of deed restrictions to qualify applicants to receive Town fee waivers. This recommendation acknowledges the difficulty of having the private sector produce Affordable workforce housing for members of the community making less than 120% of annual median income. If waivers required some amount of Affordable workforce housing, staff finds that this would greatly reduce the ability of the Town to enter into such agreements and/or require the Town to subsidize the projects to a much greater extent.

3. Should the Town waive all Town fees (see attached) for 100% deed restricted projects?

- **Planning Fees**

Staff comment: Staff finds that 100% deed restricted housing projects are primarily exempt from all public hearing and public review processes. As a result, the fees to process these applications are minimal although staff time is exceptionally high. These fees have historically been waived.

Staff recommendation: To waive all Planning fees associated with 100% deed restricted housing. Staff finds that this is an appropriate use of staff time to assist these projects through the development review process and that the minimal fee should be waived.

- **Building Fees:**

Staff comment: The Building Department has historically been a 100% cost recovery program for the Town. Waiver of these fees by the Town will affect overall cost recovery. Providing Plan Review and Inspection services to housing projects take a significant amount of time. These fees have historically been waived.

Staff recommendation: To waive all Building fees associated with 100% deed restricted housing. An exception to this would be the cost for third party plan review or special inspections required at a cost to Town, these costs would be the responsibility of the applicant.

- **Public Works Streets and Other Public Spaces Permitting Fees:**

Staff comment: Staff generally view these fees similar to Building fees described above.

Staff recommendation: To waive the majority of Engineering fees associated with 100% deed restricted housing with a few exceptions for fees associated for work in the Public Right of Way (see attached). Staff find that there should be a consistent approach by all Town departments related to fees.

- **Public Works Utility Fees:**

Staff comment: Staff view utility fees or impact/capacity fees different from the above-described fees as they are required to offset the direct impact of a development on the associated utility (sewer and water) to the overall Town system. Unlike other services and fees these fees are tracked and obligated in their own dedicated enterprise fund for the limited use for that purpose separate from use in the Town General Fund where all other fees are placed.

Staff recommendation: Staff recommends not waiving Engineering Utility fees associated with 100% deed restricted housing. Should Council choose to subsidize housing projects in this manner, the Town would need to transfer funds for the associated amounts from the General Fund to the Water and/or Sewer enterprise accounts to cover the cost, the fees are never “waived” for these costs.

4. Should the Town waive bonding or other security for 100% permanently deed restricted housing projects?

Staff comment: The Town requires applicants to bond for a variety of improvements as part of a typical application including but not limited to landscaping, grading, utilities, right of way improvements, etc. to ensure these improvements are completed and if not, the Town has the ability to complete the work itself.

Staff recommendation: To require bonding or other security for typically required improvements for 100% deed restricted housing projects. Staff finds that this recommendation is consistent with the recommended waiver of planning, building and engineering fees described above in order to incentivize the development of deed restricted housing. Staff notes that should the applicant not complete said improvements the Town may be responsible to complete said work to ensure the life, safety and welfare of the community is maintained. An example of this may include a partially completed grading or foundation work and the removal of utilities from a partially constructed site.

To assist in considering the magnitude, and to add to the overall discussion of this topic, staff have attached a breakout of the fees, and whether they were waived or paid associated with four (4) recent housing projects in the Town for consideration.

Stakeholders in this policy discussion include Town and County taxpayers, community members seeking Affordable or Workforce housing, local businesses, tourists, and various Town departments.

Alternatives (Optional).

Council may choose to provide direction from the existing policy or provided above.

Comprehensive Plan & Priority Alignment.

Principle 5.1—Maintain a diverse population by providing workforce housing.

We will ensure that at least 65% of the local workforce lives locally to maintain a diverse local population, an important aspect of our community character. Providing quality housing opportunities for the local workforce sustains the socioeconomic diversity and generational continuity that preserve our heritage and sense of community.

Policy 5.4.c: Promote cooperative efforts to provide workforce housing

The diversity, generational continuity, and stability sought by the community also benefits employers and developers. Housing agencies and organizations should continue to cooperate with government and non-government employers as well as developers to pursue housing solutions that are mutually beneficial to all parties involved and the community. Housing agencies and organizations should also provide housing advice, sample contracts, sample deed-restrictions, and other aid to facilitate the development of workforce housing and raise awareness of the benefits of workforce housing.

Fiscal Impact.

Significant, depending on Council direction. Please see the attached Housing Development Fee Comparison table for more information.

Staff Impact.

Staff have spent approximately 20 hours completing this report.

Implementing Council's direction, should it change from current policy, will require the drafting and presentation of a resolution for consideration at a future meeting.

Attachments or Links.

Town Fee Schedule with Staff Recommendations

Housing Development Fee Comparison

Suggested Motion. *Council always has the option to adopt, approve with conditions, continue, or deny items.*

I move to direct staff to draft and/or revise applicable Town resolutions or Cooperative Agreements to adjust the Town Fee Waiver Policy for 100% deed restricted housing developments and the associated Planning, Building, Engineering and Utility fees as recommended by staff in this staff report dated July 19, 2021, with the following amendments:

-
-
-
-

Town Fee Schedule with Staff Recommendations

Application	Reason	Fee	Staff Recommendation
Planning			
Development Plan	Prerequisite for subdivision.	\$3005	Waive
Subdivision Plat	Required to plat.	\$1202	Waive
Planning Pre-App		\$721	Waive
Grading Pre-App	Required when plan level grading permit is required.	\$180	Waive
Variance		\$601	Waive
Conditional Use Permit		\$3005	Waive
Signs		\$90	Waive
Zoning Compliance Verifications		\$601	Waive
Text and Map Amendments		\$1803	Waive
Boundary Adjustments		\$1202	Waive
Building			
Building Permit	Currently waive fees if project receives public funding, is sponsored by governmental entity, or provides extraordinary charitable, civic, educational, or similar benefits to community.	Single-family: \$1.06/SF Multi-family: \$0.75/SF	Waive
Construction Staging Plan		Varies	Waive
Demolition Permit		Varies	Waive
Mechanical/Fuel Gas Permit	Currently waive fees if project receives public funding, is sponsored by governmental entity, or provides extraordinary charitable, civic, educational, or similar benefits to community.	Varies	Waive
Electrical Fee Schedule		Varies, depends on valuation of electrical work	Waive
Plumbing Permit Fee Schedule	Currently waive fees if project receives public	Varies	Waive

	funding, is sponsored by governmental entity, or provides extraordinary charitable, civic, educational, or similar benefits to community.		
Public Works - Streets and Other Public Spaces			
Encroachment Permit			Waive
Utility excavation in public street	Patching seams accelerate road surface degradation requiring capital improvement sooner	\$337	Retain
Utility excavation in public alley	Patching seams accelerate road surface degradation requiring capital improvement sooner	\$169	Retain
Utility excavation in public easement	Patching seams accelerate road surface degradation requiring capital improvement sooner	\$169	Waive if on property rather than PROW
Driveway cuts/curb cuts installation/replacement	Installing/replacing with the project postpones need for capital improvements	\$169	Waive
Curb and gutter installation	Installing/replacing with the project postpones need for capital improvements	\$169	Waive
Sidewalk installation	Installing/replacing with the project postpones need for capital improvements	\$169	Waive
Construction-related activities - Occupying of street travel lane - Occupying of public alley - Occupying of time-restricted parking space	For travel lanes, additional reviews, traffic, and street management/oversight must occur	\$337/day \$169/day \$84/day/space	Retain Waive Waive

House-moving	Project could recoup this charge from private owner at destination	\$42 plus hourly charges for town staff that assist in the moving.	Waive
Public Works – Utilities			
Capacity Fee – water meter	part of cost of service provision based on the property being connected to our systems	Varies, depends on size of water meter	Retain
Capacity Fee – fire line	part of cost of service provision based on the property being connected to our systems	Varies, depends on size of line	Retain
Service Line Provision (Water) - Saddle Fees - Tapping Sleeves Fees	Supports healthy utility enterprise funds to provide service, prevents other ratepayers from subsidizing public facilities	Varies, depends on size of line	Retain
Water Rates	Supports healthy utility enterprise funds to provide service, prevents other ratepayers from subsidizing public facilities	Varies, depends on user charges and base charges	Retain
Wastewater Rates - Base Charges - Volume Rates	Supports healthy utility enterprise funds to provide service, prevents other ratepayers from subsidizing public facilities	- Varies, depends on meter size \$2.27 total (residential class 1)	Retain
Wastewater Capacity Fee - Residential Unit, House, Condo with laundry, Townhouse, Apartment (2 bed or more) - Apartment, Studio, or 1-bed with laundry	Supports healthy utility enterprise funds to provide service, prevents other ratepayers from subsidizing public facilities	\$2,172/unit \$1,088/unit \$869/unit	Retain

Apartment, Studio, or 1-bed w/o laundry			
Wastewater Connection Fee	Supports healthy utility enterprise funds to provide service, prevents other ratepayers from subsidizing public facilities	Varies, depending on saddle size	Retain
Water Meter Provision Fees	Supports healthy utility enterprise funds to provide service, prevents other ratepayers from subsidizing public facilities	Varies, depending on meter size	Retain

Housing Development Fee Comparison

Project	Planning Fees Waived (Paid)	Building SF	Building & Engineering Fees Waived (Paid)
521-547 E Hall Avenue	Total Waived = \$5,000	10 units x 1,470 SF	Total Waived =\$39,021
Applicant/Owner - JH Community Housing Trust	Total Paid = \$300	2 units x 1,209 SF	Total Paid = \$36,654
		Total 17,118 SF	
825 W SNOW KING AVENUE – The Grove	Total Waived = \$10,000	4,735 SF	Total Waived =\$32,400
Applicant: Habitat for Hum.	Total Paid = \$1,000		Total Paid = \$ 15,228
Owner: TCHA			
174 N KING STREET	Total Waived =\$2,600	42,434 SF	Total Waived = \$42,734
Applicant: JH Community Housing Trust	Total Paid =\$0		Total Paid = \$48,835.38
Owner: ToJ			
440 W Kelly	Total Waived = \$400	11,051 SF	Total Waived = \$11,051
Applicant: Jacob Roller (Developer)	Total Paid = \$400		Total Paid = \$31,014.95
Owner: ToJ			
105 Mercill	Total Waived = 3,900	54,384 SF	Total Waived = \$63,812
Applicant: DA Architecture	Total Paid = \$500		Total Paid = \$51,000.34
Owner: Teton Co.			
Redmond Street Rentals	Total Waived = \$3,600	5 units x 1,600 SF	Total Waived =\$36,785.5
345-355 Redmond & 559-579 E Hall	Total Paid = \$0	2 units x 8,340 SF	Total Paid = \$82,072.25
Applicant: JH Community Housing Trust		1 unit x 12,103 SF	
Owner: ToJ		Total 36,783 SF	

STAFF REPORT



Meeting Date:	August 17, 2026	Meeting Title:	Workshop
Submitting Department:	Administration	Presenter:	Tanya Anderson & Matteo Morello
Agenda Item:	2026 Ecosystem Health Indicator Report	Public Comment:	Yes

Purpose or Policy Considerations.

The purpose of this item is for Council to review the 2026 Ecosystem Health Indicator Report to gain a better understanding of the current state of the ecosystem and potential policy implications.

Recommendations.

This is an informational item only.

Background.

One of the primary roles of the Ecosystem Stewardship Administrator is to collect and evaluate metrics that indicate the health of the ecosystem, with a goal of delivering an annual report to the community. In 2023, staff developed a list of indicators to determine ecosystem health. These indicators are based upon the goals of the Jackson/Teton County Comprehensive Plan and received significant input from community stakeholders. Council approved the selected indicators at the December 18, 2023, Town Council Workshop, and the first Ecosystem Health Indicator Report was presented to Council on August 18, 2025. Council directed staff to continue tracking the indicators that were presented in the report annually, to post it on the Town's website, and to collaborate with the External Affairs Department to share it more widely with the public. Councilors expressed an interest in seeing The Report expand in future years and to include indicators for Flat Creek in addition to the Snake River. Councilors also expressed an interest in finding ways to share out the results and use the data to encourage and reinforce conservation values. The Report is now posted on the Town of Jackson website. Sections of the report have been used in a wide variety of presentations to the community, and the full report was presented to Systems of Conservation, which is a collaboration of nonprofit organizations, agencies, and individuals who engage in conservation work.

The 2026 Ecosystem Health Indicator Report begins with an executive summary that provides an overview of the report, a concise snapshot summarizing trends, and a summary that uses the interpretations of data and trends within the report to generate recommendations regarding community and municipal action, education, and continued monitoring. Each indicator is rated using a green, yellow, or red status to reflect current conditions, along with an arrow indicating whether those conditions are improving, declining, stable, or highly variable. A key is provided in the executive summary detailing threshold values for each rating. The executive summary is followed by a detailed, data-based analysis of each indicator, focusing on data from the most recent year (2025) and incorporating long-term trends where available. A table of contents is available to help guide readers to specific sections of the report.

For the 2026 report, staff added *E.coli* as an indicator of ecosystem health in Flat Creek. That section of the report was authored by David Lee, the Water Resources Specialist at the Teton Conservation District, who manages water quality sampling in Flat Creek and other local waterways. The 2026 report also includes a section on microplastic pollution in Flat Creek. That section was authored by Kirsten Kapp, Professor of Biological Sciences, and Jennifer Jarlinski, Research Assistant, at Central Wyoming College. Per- and polyfluoroalkyl substances (PFAS) are not included in the 2026 report, as that was a one-time study included in the report last year. All other indicators remain the same.

Analysis & Key Questions.

The full 2026 Ecosystem Health Indicator Report is attached. Staff encourages Councilors to read the report, particularly the executive summary, state of the ecosystem snapshot, and status summary.

For the indicators that were evaluated, most conditions either remained similar to what was reported in 2025 or improved. Air quality in 2025 was somewhat better than it was in 2024. There were fewer bear conflicts reported in the Jackson district in 2025 than at any other time since 2009, Chronic Wasting Disease (CWD) prevalence decreased in deer and remained stable in elk, and volunteers continue to remove and improve fencing that impedes wildlife movement. No quagga or zebra mussels were detected in local water, though more watercraft that were inspected had invasive mussels attached and had to be decontaminated. Thanks to impressive efforts at eradicating invasive weeds and some additional funding, the number of acres affected by invasive plant species decreased. There were fewer days that Snake River water temperatures met or exceeded 68 degrees Fahrenheit, and water temperatures at Moose never reached 68 degrees. In Flat Creek, EPT Taxa Richness improved for macroinvertebrates, which indicates that conditions in Flat Creek may be improving.

Two indicators showed decline: Snake River Discharge and Light Pollution. The decline in discharge, or streamflow, is related to the increased intensity of the fall rampdown in releases from the Jackson Lake Dam, which can lead to abrupt losses of connectivity with side channels and strand fish and other aquatic life. Light pollution continues to increase in the Town. While data are missing from for several months and results are inconclusive, the months for which data were available showed an increase in light pollution. The Town should continue to convert Town-owned lighting to dark sky compliant lighting and work with residents and businesses to do the same.

Two new indicators provide additional context. Microplastics are present in Flat Creek, and tire particles comprise the largest category of microplastics sampled. These data underscore the importance of implementing the strategies within the Strategic Stormwater Protection Plan to reduce the impact of stormwater runoff on our local waterways. *E.coli* in Flat Creek sometimes exceeds the threshold for human health, most commonly after rainstorms, indicating that pollutants such as pet waste get washed into our streams after storms. Increased education, outreach, and vigilance around pet waste disposal can improve our water quality, as can some types of stormwater pollution prevention. Additionally, recreators should use caution in local waterways after rainstorms. *E. Coli* exceedances in Flat Creek that are not associated with rainstorms occur in stretches south of Town, where there are greater inputs from agriculture. Reducing exceedances in those stretches of the Creek will require different mitigation strategies.

Overall, ecosystem health appears to be improving. However, there are many factors that lead to the conditions observed, including weather and funding. The Ecosystem Health Indicator Report is intended to show long-term trends, not annual oscillations. Environmental conditions that determine the bounty of the berry crop play a large role in how many bears seek food sources closer to humans and could lead to an increase in bear conflicts. Two elk tested positive for CWD on the National Elk Refuge in the first few months of 2026, which could portend a higher prevalence in the region than has been recorded the past two years. A single watercraft entering local waterbodies with quagga or zebra mussels attached could forever change the health of our aquatic ecosystem. The increase in the number of vessels inspected with invasive mussels attached underscores the importance of increased vigilance and education. Local and regional wildfires could severely degrade air quality. Finally, while Snake River temperatures appeared to have almost recovered after record-high numbers of days with temperatures at or above 68 degrees Fahrenheit in 2021 and 2022, massive drawdowns in Jackson Lake this summer to supply downriver irrigators with water after a winter with a lower-than-average snowpack threaten to send us back into a cycle of exceeding our water temperature threshold again. Already this summer, water temperatures have exceeded 68 degrees on multiple dates while experts predict Jackson Lake levels will be drawn to record-low levels. After a report that is largely positive and shows improvement, next year's report is likely to show decline.

The Ecosystem Health Indicator Report is intended to do more than provide an annual report; it should be used to inform policy actions, communications strategies, and annual budgets. Data should help guide decision-making aimed at improving ecosystem health in future reports. In addition to supporting the agencies and organizations that collect data and conduct work on the ground to remove fencing, decontaminate vessels, test for CWD, and collect water quality samples, the Town can play an active role in ecosystem stewardship. Updates to the Town's Land Development Regulations, such as the current update to the Natural Resource Overlay, support healthy streams and wildlife

populations. Council has prioritized updating fencing regulations in the next year to reduce the risk of entrapment and entanglement. Communication campaigns can educate recreators about the risk of *E. Coli* in streams after rainstorms while encouraging pet owners to pick up after their pets in a timely manner. The Town can lead by example by continuing to prioritize invasive weed removal projects on our properties and budgeting for timely conversions of Town-owned lighting to Dark Sky-compliant lighting. The Town should continue to support and participate in wide-ranging efforts to reduce human-bear conflicts through education and bear-resistant infrastructure. Dedicating funding to implementing stormwater management programs will be critical to reducing the amount of microplastics, sediment, and other pollutants entering Flat Creek, improving habitat quality and species diversity. Finally, the Town can also take an active role in commenting on CWD and changes to feedground management and practices related to the drawdown of Jackson Lake. While the Town is not responsible for the management of either of these things, our voice is respected and can be used to encourage practices that minimize the spread of CWD and support our native cold-water fish, supporting both a healthy ecosystem and our local economy.

Staff is able to provide an annual Ecosystem Health Indicator Report with the same indicators and similar formatting to what is presented in the 2026 Ecosystem Health Indicator Report using existing staff capacity, including a summer intern or seasonal staff with experience in data visualization and coding. Without the help of summer interns with appropriate skill sets, The Report would either have been significantly shorter, or the Ecosystem Stewardship Administrator would have had to stop working on other projects. While some small additions or expansions could be made in future years, the addition of new indicators that require significant resources or additional monitoring will require designated funding and may require the support of additional staff or consultants. In future years, it would be wise to allocate funding for contract support.

Unless given a different directive from Council, staff will work with the External Affairs department to post the 2026 Ecosystem Health Indicator Report on the Town of Jackson website and consider other ways to share the results with the public. Staff will continue tracking the same indicators with minor changes and additions and will return to Council in approximately one year to report out.

Possible Alternatives.

This item is informational only.

Comprehensive Plan & Priority Alignment.

Principle 1.1: Maintain healthy populations of all native species.

Principle 1.2: Preserve and enhance surface and groundwater quality.

Principle 1.3: Maintain the scenic resources of the community.

Strategy 1.G.S.1: Identify appropriate indicators that measure the status of, and progress towards, the Chapter 1 goal.

Strategy 1.G.S.2: Establish an Ecosystem Stewardship target for an Adaptive Management Program that will be used to track the Town and County's progress toward goals related to this chapter, including evaluation of threats to the ecosystem's health, and opportunities for helping preserve and protect it.

Fiscal Impact.

The data for the indicators presented in the 2026 Ecosystem Health Indicator Report was collected through requests to partner organizations and publicly accessible databases. Most data were analyzed by staff using current staff work hours and an estimated 50% of the staff time of one summer intern at a value between \$3,000 and \$4,000. Expanding the indicators evaluated would have a fiscal impact in one of three ways: 1) Hiring contract labor to conduct an ecological study, 2) Hiring additional staff or contract labor to create the report or sections of the report, or 3) The opportunity cost of existing staff allocating more time to this project and, subsequently, less time to other projects.

Staff Impact.

30% of the Ecosystem Stewardship Administrator's job description is dedicated to ecosystem stewardship, which includes the Ecosystem Health Indicator Report, among other things. Work on this report fell within that percentage. Interns have dedicated time to this project over the past three summers, averaging 200-300 hours per summer. Should interns with the appropriate skill set in data management and coding not be available in future years, the Ecosystem Stewardship Administrator would need to either spend significantly more time on this project or hire additional support. If the Ecosystem Stewardship Administrator were to dedicate more time to this project, other projects would need to be reduced or eliminated.

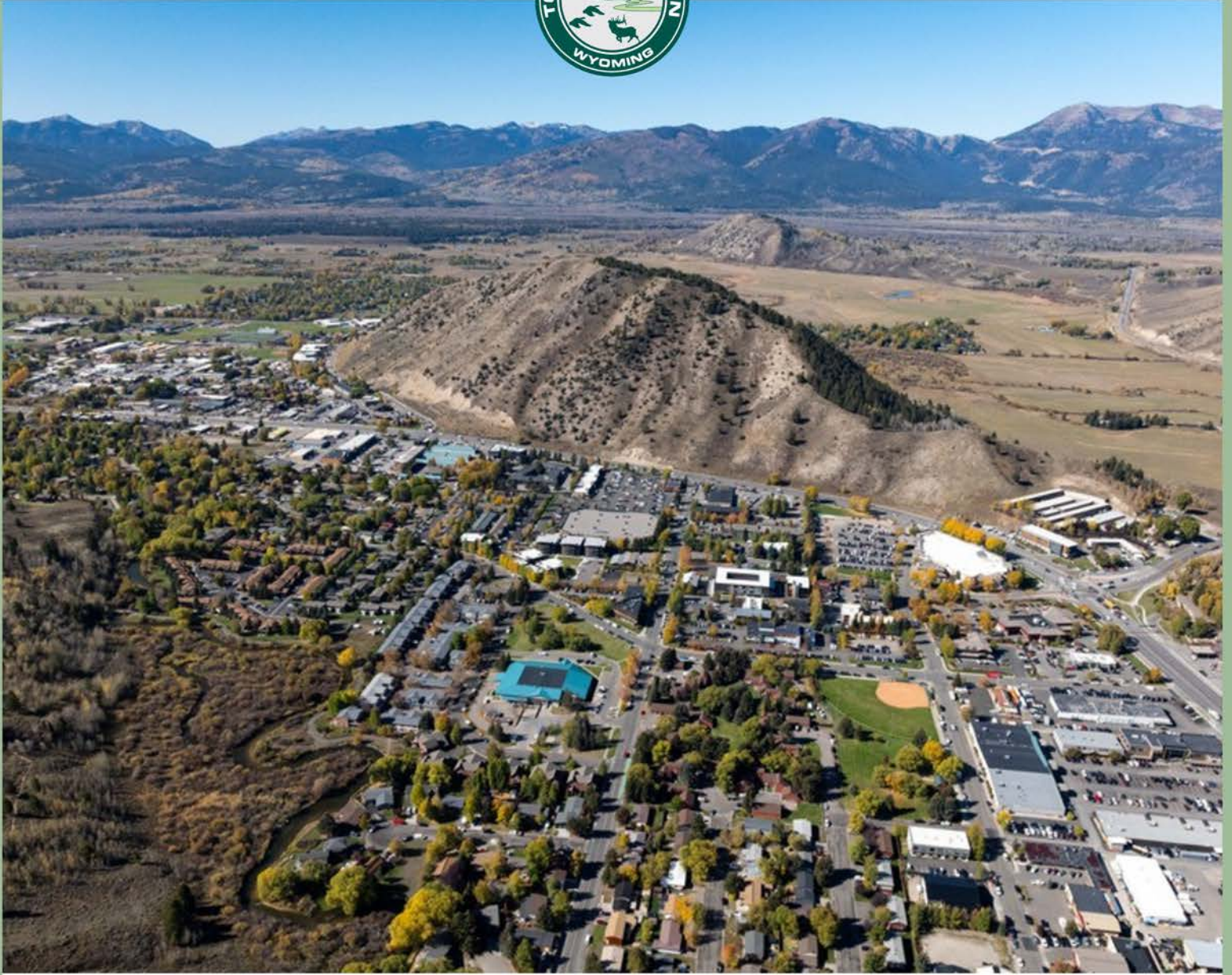
Attachments or Links.

2026 Ecosystem Health Indicator Report

[2025 Ecosystem Health Indicator Report](#)

Suggested Motion.

N/A.



Town of Jackson Ecosystem Health Indicator Report

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Executive Summary

The vision of the Jackson/Teton County Comprehensive Plan is to *preserve and protect the area's ecosystem in order to ensure a healthy environment, community, and economy for current and future generations*. To actualize this vision, we must define a healthy environment, community, and economy, and measure progress towards achieving it. The answers may lead us to protect aspects of the ecosystem that are functioning and healthy, or to take actions to improve conditions that are not. A healthy ecosystem is *intact in its physical, chemical, and biological components and their interrelationships, such that it is resilient to withstand change and stressors*. Ecosystem health indicators may reflect one or more of these components.

A healthy environment is inextricably connected to a healthy community and economy. Air pollution, water pollution, and light pollution impact the health of our environment; they also impact human health, increase medical expenses and insurance premiums, and are expensive to clean up. Healthy wildlife populations are critical for a functioning ecosystem; they are also important for the economic health of outdoor recreation industries, for the ability of community members to hunt and fish and to pass those traditions on to the next generation, and for visitors and locals alike to experience a sense of awe for the natural world. Human-wildlife conflicts impact populations by altering wildlife behaviors, which can lead to animals being relocated or euthanized; conflicts can also lead to property damage, physical injury, or death for humans, livestock, and pets.

The goal of this report is to provide an overview of ecosystem health through an analysis of thirteen key indicators that provide a glimpse of air quality, water quality, wildlife, habitat, and landscape health. Indicators allow us to focus on a few important markers of ecosystem health rather than attempting to track every component of the ecosystem.

The geographic scope of the Ecosystem Health Indicator Report is the Snake River Headwaters Watershed above the confluence of the Gray's River. Parts of Teton County that are west of Teton Pass are not included in this report, nor are parts of the watershed south of the Teton County line unless noted. No data from the southern end of Yellowstone National Park are currently included, though they may be added in future reports. However, since water, air, light, plants, and wildlife all move within and across boundaries, data collected outside of the geographic focus is occasionally introduced for context. Geographic delineations like hunting zones also cross boundaries, and data gathered in geographic zones that differ from watershed boundaries sometimes expand or alter the geographic scope.

Work on the Ecosystem Health Indicator Report began in 2022 with stakeholder interviews and continued in 2023 with a series of focus group meetings. Attendees were asked to define what a healthy ecosystem looks like, how it could be measured, and what our targets should be. Attendees were then asked to select the most important indicators of ecosystem health in their areas of expertise. Dozens of statements generated by participants were summarized into a working definition of a healthy ecosystem and ten statements of desired conditions, which are included in this executive summary.

The first Ecosystem Health Indicator Report was published in 2025. Most of the indicators utilize long-term data sets to analyze trends while taking a deeper dive into the conditions observed in the previous year. Indicators are evaluated using the calendar year, with the exception of Chronic Wasting Disease (CWD), which is reported according to the biological year that extends from June 1 to May 31 of each year.

The 2026 Ecosystem Health Indicator Report includes 11 out of the 12 original indicators that were included in the 2025 report. The section on per- and poly-fluoroalkyl substances (PFAS) in Flat Creek has been removed, as the data set was based on a study conducted last summer and no new information is available. Two new sections have been added: *E. coli* in Flat Creek and microplastics in Flat Creek. Both of these sections have been authored by the individuals who conducted the research and who are not staff of the Town of Jackson. The *E. coli* section was written by David Lee, Water Resources Specialist for the Teton Conservation District. The microplastics section was written by Kirsten Kapp, Professor of Biological Sciences at Central Wyoming College Jackson, and student researcher, Jessica Jarlinski. Footnotes and references in sections authored by guest researchers are included within the chapters they drafted; all footnotes and references for sections authored by Town of Jackson staff can be found at the end of the report.

Eleven sections were written by Town of Jackson staff using data that is publicly available through respected websites such as the United States Environmental Protection Agency, Wyoming Department of Environmental Quality, United States Geological Survey, and STARS4ALL. Regional and local data sets were provided upon request by the Wyoming Game and Fish Department, Grand Teton National Park, Teton County Weed and Pest, Teton Conservation District, and the Jackson Hole Wildlife Foundation. One visual created by the Wyoming Game and Fish Department is used in the Aquatic Invasive Species section, and one visual created by the Teton Conservation District appears in the Macroinvertebrate section. All other visuals were created by Town of Jackson staff.

The Town of Jackson Ecosystem Health Indicator Report offers an assessment of key environmental indicators that are crucial for understanding the health of the ecosystem. By examining current conditions and trends, this report provides information that will help guide effective management and policy decisions. It is impossible to simplify the health of our ecosystem into a pass or fail grade. Rather, ecosystem health is a point along a spectrum. However, in an attempt to quantify those points, each indicator has been assigned a grade of “good” (green), “moderate” (yellow), or “poor” (red). Trends are indicated by arrows going up if conditions are improving, down if conditions are declining, and with a wavy line if the trend is highly variable or does not show a clear trend. Indicators with a “poor” grade require immediate action, and those with a “moderate” score have room for improvement. Indicators rated “good” also require attention to ensure that they remain healthy. It is less expensive to invest in protection of the environment than to pay for cleanup later.

Readers may want to go straight to the State of the Ecosystem Snapshot to view all of the indicators, their status, and how they are trending. The Status Threshold Key outlines how the indicator’s status was determined. The Status Summary provides a sentence or two about each indicator and potential mitigation measures or next steps. Finally, readers can use the table of contents to navigate to a more detailed analysis of each indicator. References and footnotes are at the end of the report and can be used to find more information.

Definition of Healthy Ecosystem and Vision Statements

A healthy ecosystem is intact in its physical, chemical, and biological components and their interrelationships, such that it is resilient to withstand change and stressors.

We have a healthy environment if:

1. Air quality is within healthy ranges for our community, there are no harmful algal blooms in high alpine lakes, and future generations can enjoy the same clarity and visibility of the Teton Range that we enjoy today.
2. The Milky Way is visible from anywhere in Teton County.
3. Our surface waters sustain cold water fisheries and are free of invasive species, our groundwater is not depleted from present levels, and we can safely recreate in surface waters and drink from the faucet.
4. Invasive species are eradicated.
5. There is an appropriate collage of native plant habitats with rich species diversity and sufficient reproductive success to maintain healthy populations over time.
6. Habitat is ample, provides natural connectivity between intact patches, and is void of barriers to wildlife movement or ecological processes.
7. Topsoil is retained and has the biological, chemical, and physical properties needed to support natural functions.
8. Land use efficiently supports natural systems, provides resilience to disturbance, and mitigates the impacts of climate change.
9. Our community understands and values our unique water resources, values healthy land and is aware of the threats and impacts of soil degradation, values wildlife and recognizes its importance as a main driver of our economy, has the knowledge and tools to prevent the spread of invasive species, and is ecologically literate.
10. Our community anticipates wildfires, flood, drought, and natural disaster risk, has a resiliency plan, and implements it.

State of the Ecosystem Snapshot

Indicator	Status	Trend	Target
Air Quality: Particulate Matter 2.5	Good ●	↗	Annual average PM2.5 concentrations below 9 µg/m³ and 24-hour averages below 35 µg/m³
Air Quality: Particulate Matter 10	Good ●	→	Annual average PM10 concentrations below 20 µg/m³ and 24-hour averages below 150 µg/m³
Light Pollution: Night Sky Brightness	Poor to Moderate ●	↓	The Milky Way is visible at night from anywhere in Teton County and has a maximum magnitude of 21 or higher
Water Quality: Snake River Water Temperature	Moderate ●	↗	Temperature in the Snake River does not exceed 68°F
Water Quality: Snake River Discharge (Streamflow)	Moderate ●	↓	The hydrograph below Jackson Lake Dam mimics the natural hydrograph and includes a strong spring flush
Water Quality: Macroinvertebrates	Moderate ●	↗	Macroinvertebrate EPT species richness of 24 or greater in local streams
Water Quality: Flat Creek <i>E. coli</i>	Moderate ●	↗	Single-sample concentrations do not exceed 235 MPN/100mL, and the moving 5-sample average does not exceed 126MPN/100mL in any section of Flat Creek
Water Quality: Flat Creek Microplastics	Undefined	N/A	Targets, status, and trend are undefined, as there are no national standards or long-term data sets, and the results of these data are still preliminary
Invasive Species: Spread of Aquatic Invasive Species	Good ●	→	No quagga or zebra mussels are detected in regional waterways
Invasive Species: Spread of Invasive Plant Species	Good ●	↑	Fewer than 12,000 acres are affected by invasive species
Wildlife: Fencing Modified or Removed	Moderate ●	↑	Fencing does not interfere with critical wildlife corridors
Wildlife: Human-Wildlife Conflicts	Good ●	↗	Fewer than 50 total bear conflicts annually in the Jackson District and Grand Teton National Park
Wildlife: Spread of CWD	Moderate ●	→	≤1% of tested animals are CWD positive

Status Thresholds Key

	Good	Moderate	Poor
PM2.5	Annual PM2.5 concentration is $\leq 9 \mu\text{g}/\text{m}^3$; Daily 24-hour averages are $\leq 35 \mu\text{g}/\text{m}^3$	10 or fewer 24-hour periods are $> 35 \mu\text{g}/\text{m}^3$	Annual PM2.5 concentration is $> 9 \mu\text{g}/\text{m}^3$; More than 10 24-hour periods are $> 35 \mu\text{g}/\text{m}^3$
PM10	Annual PM10 concentration is $< 20 \mu\text{g}/\text{m}^3$; Daily 24-hour averages are $< 150 \mu\text{g}/\text{m}^3$	10 or fewer 24-hour periods are $> 50 \mu\text{g}/\text{m}^3$	Annual PM10 concentration $> 20 \mu\text{g}/\text{m}^3$; More than 10 24-hour periods are $> 50 \mu\text{g}/\text{m}^3$
Night Sky Brightness	The maximum nightly Jackson magnitude in Summer is ≥ 21	The maximum nightly magnitude is between 20 and 21	The maximum nightly magnitude is < 20
Water Temperature	0 days have water temperatures $\geq 68^\circ\text{F}$ at any site	≤ 5 days have water temperatures $\geq 68^\circ\text{F}$ at any site	> 5 days have water temperatures $\geq 68^\circ\text{F}$ at any site; ≥ 1 day $> 70^\circ\text{F}$ at any site
Streamflow	Downstream hydrographs model that of Flagg Ranch peak runoff and decline		Peak runoff downstream of the Jackson Dam does not match Flagg Ranch
Macroinvertebrates	EPT species richness ≥ 24	EPT species richness ≥ 10	EPT species richness < 10
<i>E. coli</i>	No exceedances in any stretch of Flat Creek	Between 1 and 5 exceedances of either the single-sample threshold or the moving 5-sample average in one year	Greater than 5 combined exceedances of either the single-sample threshold (235 MPN/100mL) or the moving 5-sample average (126 MPN/100mL) in one year
Aquatic Invasive Species	No zebra or quagga mussels detected in waterways		Zebra or quagga mussels detected in waterways
Invasive Plant Species	$< 12,000$ Acres are impacted by invasive species	12,000 to 15,000 acres are impacted by invasive species	$> 15,000$ acres are impacted by invasive species
Fencing	No harmful fencing remains in critical wildlife corridors	Net decrease in fencing in critical wildlife corridors	Net increase in fencing in critical wildlife corridors
Wildlife Conflicts	≤ 50 total bear conflicts annually	Between 50 and 100 total bear conflicts annually	> 100 conflicts annually
Spread of Disease	$\leq 1\%$ CWD prevalence for all species	$\leq 20\%$ CWD prevalence for all species	$> 20\%$ CWD prevalence for all species

Status Summary

The 2026 Ecosystem Health Indicator Report provides insight into our ecosystem's health through 13 key indicators. These findings can help guide local policy, management, and educational strategies to preserve and protect our ecosystem.

Five indicators are currently in good condition, but they require continued attention to maintain that status.

1. Local air quality improved slightly from 2025, and PM2.5 annual and daily averages were below regulatory thresholds. Historic PM2.5 exceedances correspond with periods of wildfire smoke. Our community recently created a Wildfire Smoke Ready Plan and is working to improve communication with various sectors of the public regarding health impacts and best practices.
2. PM10 annual and daily averages are also well below regulatory thresholds. Hourly concentrations are occasionally high for short periods. Public education programs can inform visitors and residents when there are elevated hourly concentrations so sensitive individuals can avoid exposure.
3. No zebra or quagga mussels have been detected in local waterways. Watercraft inspections and invasive species prevention programs should be continued.
4. Supplemental funding and dedicated efforts to remove invasive plant species have resulted in a decrease in the acreage affected by invasive species. Ongoing vigilance is needed to continue to make progress.
5. Human-bear conflicts decreased significantly in 2025, recording the fewest conflicts in the past decade. While increased compliance efforts are one factor in this success, environmental conditions and the availability of food sources outside of neighborhoods are also factors. Our community needs to continue education and compliance efforts.

Six indicators fall into the moderate category, which means that action should be taken to improve conditions and prevent further decline.

1. Snake River temperatures have largely recovered from the high temperatures reported in 2021 and 2022, when Jackson Lake levels were lower than usual to support irrigation for downriver water users. While there were no days in 2025 that water temperatures exceeded 68°F at Moose, water temperatures occasionally exceeded 68°F at the Below Flat Creek monitor, stressing aquatic life and limiting recreational fishing. Jackson Lake is being drained again this summer to support irrigation. The combination of low lake levels with higher than usual summer temperatures and a declining snowpack is sending the Snake River into another cycle of warm water temperatures. Climate models predict higher air and water temperatures in the future, which will exacerbate this issue. Locally,

stormwater management practices and green infrastructure can help reduce the amount of heated runoff entering streams. Identification and protection of cold-water refugia could help protect native fish species. Regionally, drought management practices will become more important as food producers navigate drier conditions in the West. Educating anglers about best practices is critical for protecting local fish populations. Engaging and collaborating with downstream users to ensure adequate water resources for all water users, including fish and other aquatic species, will be critical to protect the health of the Snake River into the future.

2. Snake River Streamflow moved from good to moderate in the 2025 report due to the scale of the rampdown in the fall of 2025. An Idaho State University study is currently researching the impact of the fall rampdown and can help guide policy recommendations once completed.
3. Flat Creek's macroinvertebrate diversity has declined since the 90s, but improvements in stormwater treatment, the addition of new thaw wells, and habitat restoration could support recovery. Macroinvertebrate diversity increased in 2025 and is tied for the highest EPT species richness recorded since the installation of the stormwater treatment wetlands at Karns Meadow. Continued monitoring is important for tracking changes.
4. E. coli concentrations in Flat Creek exceeded the single-sample concentration threshold once within the Town limits in 2025, immediately following a rainstorm. Increased education about the importance of picking up pet waste, along with increased enforcement, can help keep E. coli concentrations in our local streams lower. Buffer zones and green infrastructure that treats stormwater runoff can also improve water quality. Discouraging recreation in streams 24-48 hours after large rainstorms can limit human exposure.
5. Wildlife fencing removal and improvement efforts have made significant progress, but barriers remain in migration corridors. Addressing fencing outside of Teton County is crucial to maintain migration corridors for local herds. GIS mapping of existing fencing will help identify the areas of greatest impact.
6. Finally, while Chronic Wasting Disease (CWD) prevalence in elk remains low in Teton County hunt areas, infection rates in deer remain above the target of less than 1% of individuals tested. The low number of deer tested make it difficult to accurately assess prevalence. This highlights the importance of hunter education, testing, and safe carcass disposal, as well as larger, ongoing conversations around feedground management.

The only indicator categorized as poor to moderate is light pollution.

1. Light pollution has increased in recent years, and the Milky Way is not consistently visible from the Town of Jackson. Despite recent updates to lighting regulations, increases in light pollution related to new development may be outpacing the positive impacts of

conversions to dark-sky compliant lighting. While this indicator fell into the “poor” category as defined by our status thresholds key, a lack of data for roughly half of the year in Jackson left gaps in the data. Thus, staff chose to assign a “poor to moderate” status. Improvements to lighting infrastructure, including Town and County-owned infrastructure, enforcement of shielding ordinances, and community education could help reverse this trend.

Microplastics were not rated because there are no clear standards for microplastic pollution, and the results of the study in Flat Creek are still pending. However, we can learn from the preliminary results and take action to protect our local streams from microplastics. Reducing the use of single-use plastics and improving waste collection and transportation systems can help keep microplastics out of our waterways. Dedicating funding and staff time to implementing the strategies outlined in the Strategic Stormwater Program Plan, including buffer zones and green infrastructure, will help mitigate the impact of microplastics, including tire particles, that wash from our streets into our streams.

Many of Jackson’s environmental indicators show signs of strength, especially where local organizations and agencies are making progress and leading educational initiatives. However, moderate and poor indicators reflect how development, recreation, pollution, resource management, and climate change pose threats to our ecosystem. Protecting ecosystem health depends on a continued commitment to strong local policy, community involvement, and investment in long-term resilience.

Air Quality

Particulate Matter 2.5

Status: Good



Trend:

Overview: Particulate Matter 2.5 (PM2.5) is defined as particles with a diameter ≤ 2.5 micrometers that originate from sources such as vehicle exhaust, smoke, industrial emissions, and dust. PM2.5 particles can harm the respiratory systems in animals, including humans, and can lead to declines in lichen and plant populations. PM2.5 harms humans by penetrating deeply into the lungs and bloodstream, posing serious health risks.ⁱ Due to their small size, PM2.5 particles can travel long distances from their source before being deposited by gravity or diffusion (dry deposition) or washed out of the atmosphere by precipitation (wet deposition). Atmospheric deposition can impact water quality by carrying pollutants to remote alpine lakes and other habitats.ⁱⁱ

Metric: PM2.5 concentration is measured in micrograms per cubic metric ($\mu\text{g}/\text{m}^3$).

Target: Annual average PM2.5 concentrations below **9 $\mu\text{g}/\text{m}^3$** and 24-hour averages below **35 $\mu\text{g}/\text{m}^3$** per United States Environmental Protection Agency (US EPA) guidelines for human healthⁱⁱⁱ. 35 $\mu\text{g}/\text{m}^3$ corresponds to an Air Quality Index (AQI) of 100.

Methods: Hourly PM2.5 data was obtained from the U.S. Environmental Protection Agency's collection of pre-generated data files for air quality. The analysis used measurements recorded from the Jackson State or Local Air Monitoring Station (Jackson SLAMS), an official monitoring location operated by the Wyoming Department of Environmental Quality (WYDEQ). This station has continuously monitored the air quality of the Jackson area since March 3, 2021.

Summary:

- From March 3, 2021 thru December 31, 2021, there were 6 24-hour periods measured $\geq 35 \mu\text{g}/\text{m}^3$, and 21 days had hourly measurements $\geq 35 \mu\text{g}/\text{m}^3$.
- 2022 average annual PM2.5 was $2.8 \mu\text{g}/\text{m}^3$, 0 24-hour periods measured $\geq 35 \mu\text{g}/\text{m}^3$, and 2 days had hourly measurements $\geq 35 \mu\text{g}/\text{m}^3$.
- 2023 average annual PM2.5 was $1.8 \mu\text{g}/\text{m}^3$, 0 24-hour periods measured $\geq 35 \mu\text{g}/\text{m}^3$, and 2 days had hourly measurements $\geq 35 \mu\text{g}/\text{m}^3$.
- 2024 average annual PM2.5 was $3.8 \mu\text{g}/\text{m}^3$, 2 24-hour periods measured $\geq 35 \mu\text{g}/\text{m}^3$, and 10 days had hourly measurements $\geq 35 \mu\text{g}/\text{m}^3$.
- 2025 average annual PM2.5 was $2.26 \mu\text{g}/\text{m}^3$, 0 24-hour periods measured $\geq 35 \mu\text{g}/\text{m}^3$, and 5 days had hourly measurements $\geq 35 \mu\text{g}/\text{m}^3$.

Findings:

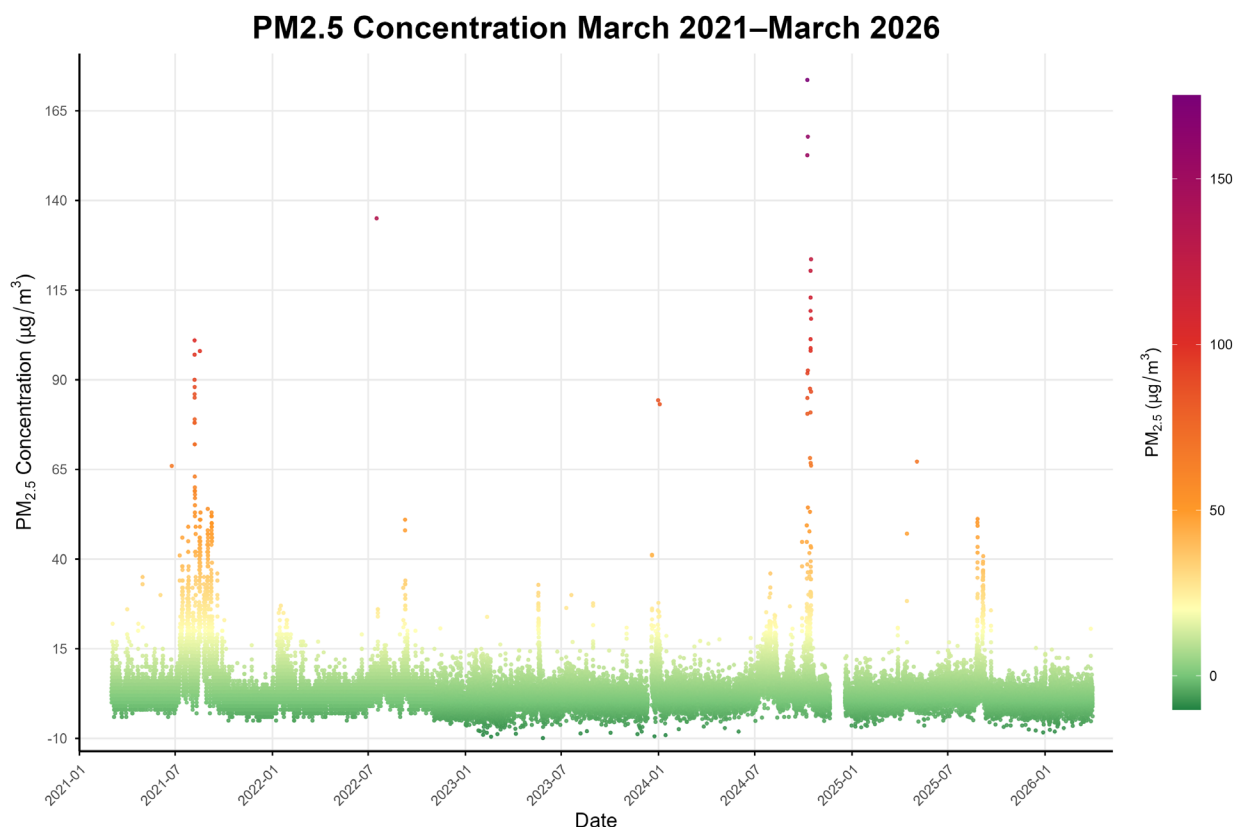


Figure 1. PM_{2.5} measurements from Jackson State Local Air Monitoring Systems (SLAMS) taken hourly from March 2021 – March 2026. Source: Wyoming Department of Environmental Quality (WYDEQ) and United States Environmental Protection Agency (US EPA).

Figure 1 shows hourly measurements taken at the Jackson SLAMS station since March 2021, and the majority of samples fall within the desired range of $\leq 35 \mu\text{g}/\text{m}^3$. The largest spikes correspond to periods of wildfire smoke in the summer of 2021 and fall of 2024. Smaller spikes occurred in August and September of 2025, and in January in some years.

The annual average PM_{2.5} concentration was $2.8 \mu\text{g}/\text{m}^3$ in 2022, $1.8 \mu\text{g}/\text{m}^3$ in 2023, $3.8 \mu\text{g}/\text{m}^3$ in 2024, and $2.26 \mu\text{g}/\text{m}^3$ in 2025. Since hourly data collection began at the SLAMS site in its current location in February of 2021, the annual average PM_{2.5} concentration has not exceeded the EPA threshold of $9 \mu\text{g}/\text{m}^3$. The 2025 annual average PM_{2.5} concentration was 40.5% lower than the 2024 annual average, and 25.5% higher than the 2023 annual average.

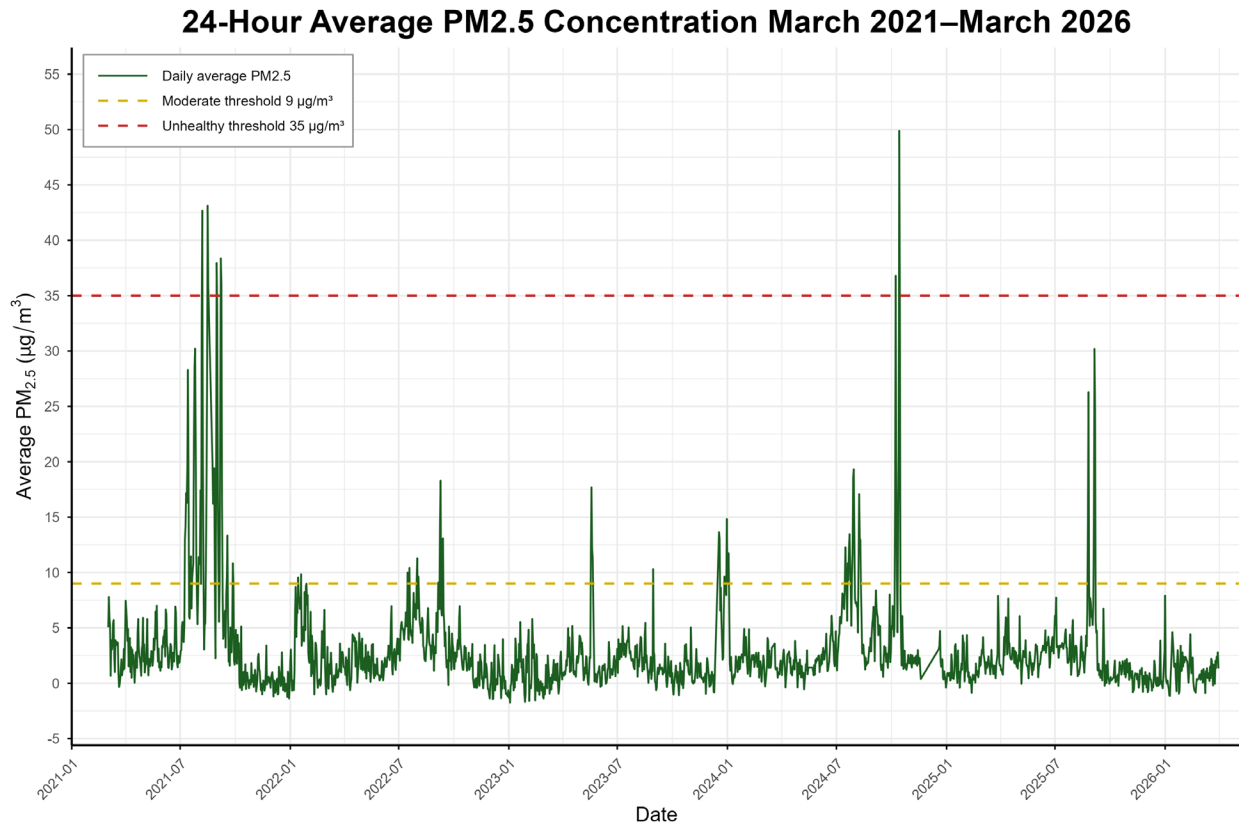


Figure 2. 24-hour PM2.5 averages between March 2021 and March 2026. Source: WYDEQ.

Figure 2 shows the daily 24-hour average PM2.5 concentrations from the winter of 2021 to the spring of 2025. In 2025, there were zero days that the 24-hour averages exceeded the 35 $\mu\text{g}/\text{m}^3$ limit. Four 24-hour exceedances occurred in 2021, none occurred in 2022 or 2023, and two occurred in 2024. In 2025, 5 days had single-hour measurements that exceeded 35 $\mu\text{g}/\text{m}^3$, which is a decrease from 10 days in 2024, and an increase from two days each in 2022 and 2023.

Unusually sensitive individuals may experience negative impacts when PM2.5 24-hour average concentrations are at moderate concentrations between 9 $\mu\text{g}/\text{m}^3$ and 35 $\mu\text{g}/\text{m}^3$ (WYDEQ). The 24-hour averages reached moderate levels on 42 days in 2021 between March 3 and December 31, 13 days in 2022, 9 days in 2023, 25 days in 2024, and 5 days in 2025. Most days on which 24-hour averages reached moderate concentrations took place in the summer or fall, and a few occurred in early January.

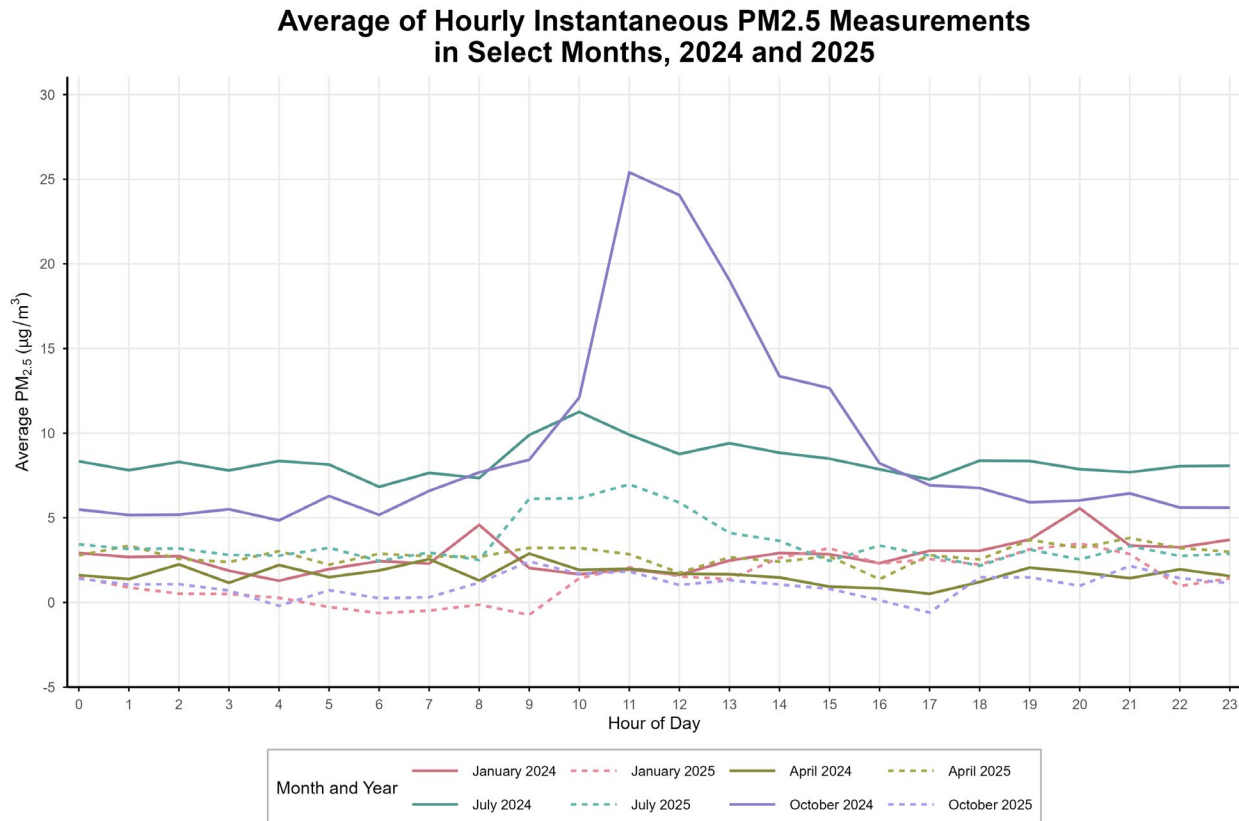


Figure 3. Average of Hourly Instantaneous PM_{2.5} concentrations at each hour of the day in January, April, July, and October of 2024 and 2025. Source: WYDEQ.

Figure 3 displays the average PM_{2.5} concentrations at each hour of the 24-hour day in four different months and seasons in 2024 and 2025. The two years show similar patterns in that PM_{2.5} concentrations were lower in January and April than in July in both years, and that summer PM_{2.5} concentrations start to rise around 8 am and fall again in the afternoon in both years. However, hourly concentrations of PM_{2.5} are drastically different in October, which can be attributed to the Pack Trail Fire in October of 2024 and the lack of large wildfire smoke events in October of 2025.

Discussion: PM_{2.5} levels in Jackson during 2025 mostly remained within the desired range. Annual averages stayed below the 9 µg/m³ threshold for healthy air quality. However, short-term spikes into the moderate range occurred in August and September due to wildfire smoke.

There are several factors that could cause seasonal and daily fluctuations in PM_{2.5} levels. In winter, specifically in early January, morning inversions and ice crystals can trap pollutants near the ground, which increases PM_{2.5} levels. Additionally, emissions from motor vehicles and wood stoves are potential sources of particulate matter pollution that fluctuate seasonally. In the

height of summer, dry conditions, heightened vehicle traffic, and regional wildfire smoke transported through winds could contribute to an increase in PM2.5.

Throughout the year, PM2.5 concentrations are elevated during the morning commuting hours. However, levels are not consistently elevated in the afternoon and evening. The observed decrease in PM2.5 after the morning peak suggests that afternoon wind and storm activity may help disperse pollutants, particularly during periods of wildfire smoke. These seasonal and hourly patterns reveal the importance of continuous monitoring, as short-term exposure to elevated PM2.5, especially during outdoor activity, can pose health risks for sensitive individuals.

Status: PM2.5 concentrations are good. Both the annual average and the daily 24-hour averages met the target. Trends are variable and highly dependent upon the presence of wildfire smoke.

Particulate Matter 10

Status: Good ●

Trend: →

Overview: Particulate Matter 10 (PM10) are particles with a diameter ≤ 10 micrometers. The particles originate from many of the same sources as PM2.5, along with dust and debris from construction sites, agriculture and open-lands, industry, pollen, unsealed dirt roads, and fragments of bacteria. PM10 particles are harmful to wildlife and plants and can disrupt food sources and decrease reproductive success. Additionally, atmospheric deposition of PM10 can affect soil and water quality. **Error! Bookmark not defined.** PM10 can cause a variety of human health issues, including lung inflammation and tissue damage. **Error! Bookmark not defined.** PM10 concentrations have been sampled hourly at the Wyoming Department of Environmental Quality (WYDEQ) Jackson State Local Air Monitoring Systems (SLAMS) station on High School Road since 2021.

Metric: PM10 concentration is described in microgram per cubic metric ($\mu\text{g}/\text{m}^3$).

Target: Annual average PM10 concentrations below **20 $\mu\text{g}/\text{m}^3$** per the World Health Organization (WHO) and 24-hour averages below **150 $\mu\text{g}/\text{m}^3$** per United States Environmental Protection Agency (US EPA). A PM10 concentration of 150 $\mu\text{g}/\text{m}^3$ corresponds to an AQI of 100. The US EPA also states that the 24-hour threshold should not be exceeded more than once every three years.

Methods: Hourly PM10 data was obtained from the Environmental Protection Agency's collection of pre-generated air quality data. Measurements are recorded at the Jackson State or Local Air Monitoring Station (Jackson SLAMS), AQS site 56-039-1006 located on High School Road. Continuous PM10 monitoring has been conducted at this site since March 3, 2021.

Summary:

- From March 3, 2021 thru December 31, 2021, no 24-hour periods measured $\geq 150 \mu\text{g}/\text{m}^3$, and 7 days had hourly measurements $\geq 150 \mu\text{g}/\text{m}^3$.
- 2022 average PM10 was 12.6 $\mu\text{g}/\text{m}^3$, no 24-hour periods measured $\geq 150 \mu\text{g}/\text{m}^3$, and 4 days had hourly measurements $\geq 150 \mu\text{g}/\text{m}^3$.
- 2023 average PM210 was 11.6 $\mu\text{g}/\text{m}^3$, no 24-hour periods measured $\geq 150 \mu\text{g}/\text{m}^3$, and 11 days had hourly measurements $\geq 150 \mu\text{g}/\text{m}^3$.
- 2024 average PM10 was 13 $\mu\text{g}/\text{m}^3$, no 24-hour periods measured $\geq 150 \mu\text{g}/\text{m}^3$, and 8 days had hourly measurements $\geq 150 \mu\text{g}/\text{m}^3$.
- 2025 average PM10 was 13 $\mu\text{g}/\text{m}^3$, no 24-hour periods measured $\geq 150 \mu\text{g}/\text{m}^3$, and 5 days had hourly measurements $\geq 150 \mu\text{g}/\text{m}^3$.

Findings:

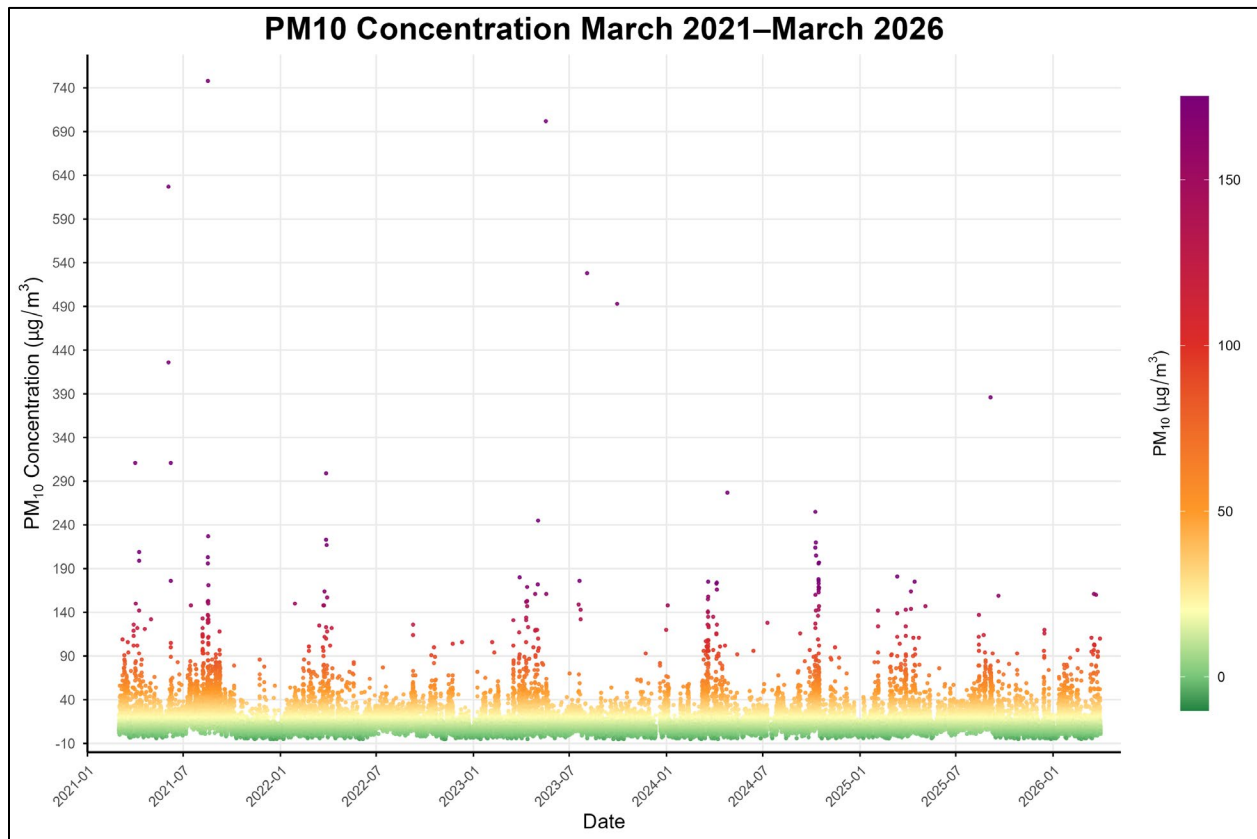


Figure 4. PM₁₀ concentration readings from March 2021 - March 2026. Measurements taken hourly.
Source: WYDEQ.

Figure 4 shows the hourly PM₁₀ concentrations at the Jackson SLAMS site on High School Road. Concentrations usually fall within the healthy range, with a small number of samples showing moderate or high concentrations. The past three annual averages were below the WHO threshold of 20 µg/m³, measuring 11.6 µg/m³ in 2023 and 13 µg/m³ in 2024 and 2025.

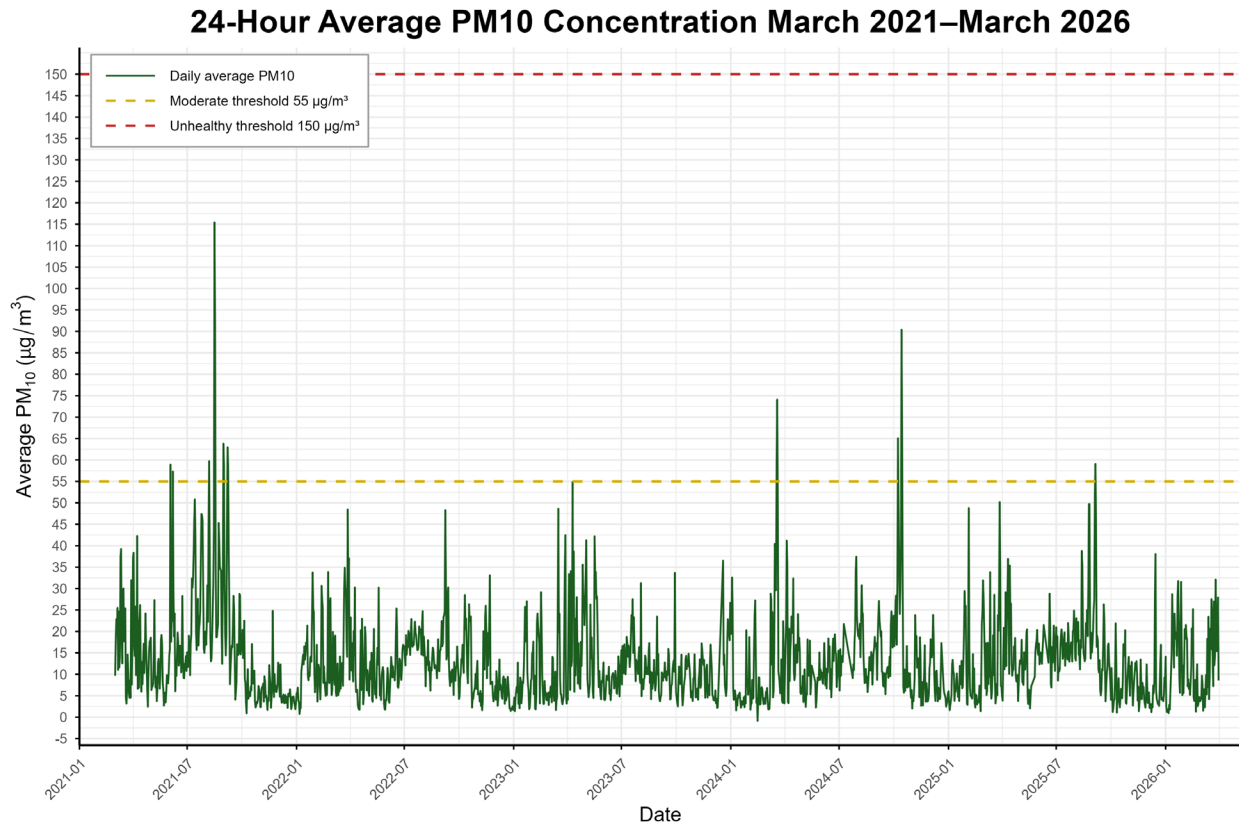


Figure 5. 24-hour average PM10 concentrations between March 2021 and March 2026. Source: WYDEQ.

Figure 5 shows that between March 2021 and April 2026, no days exceeded the 24-hour average threshold, which meets the EPA daily and 3-year standards. However, 6 days in 2021, 4 days in 2022, 11 days in 2023, 8 days in 2024, and 5 days in 2025 had single-hour measurements ≥ 150 $\mu\text{g}/\text{m}^3$.

While the EPA lists $150 \mu\text{g}/\text{m}^3$ as the 24-hour threshold for unhealthy levels, WYDEQ notes that sensitive individuals should consider reducing prolonged or heavy outdoor activity when PM10 reaches moderate levels of $55 \mu\text{g}/\text{m}^3$. In 2025, 1 day reached PM10 concentrations $\geq 55 \mu\text{g}/\text{m}^3$ and $< 150 \mu\text{g}/\text{m}^3$. In 2024, 5 days reached moderate PM10 concentrations, whereas 2023 and 2022 had no 24-hour averages $\geq 55 \mu\text{g}/\text{m}^3$. There were 52 days in 2022, 50 days in 2023, 62 days in 2024, and 68 days in 2025 where single-hour measurements exceeded $55 \mu\text{g}/\text{m}^3$.

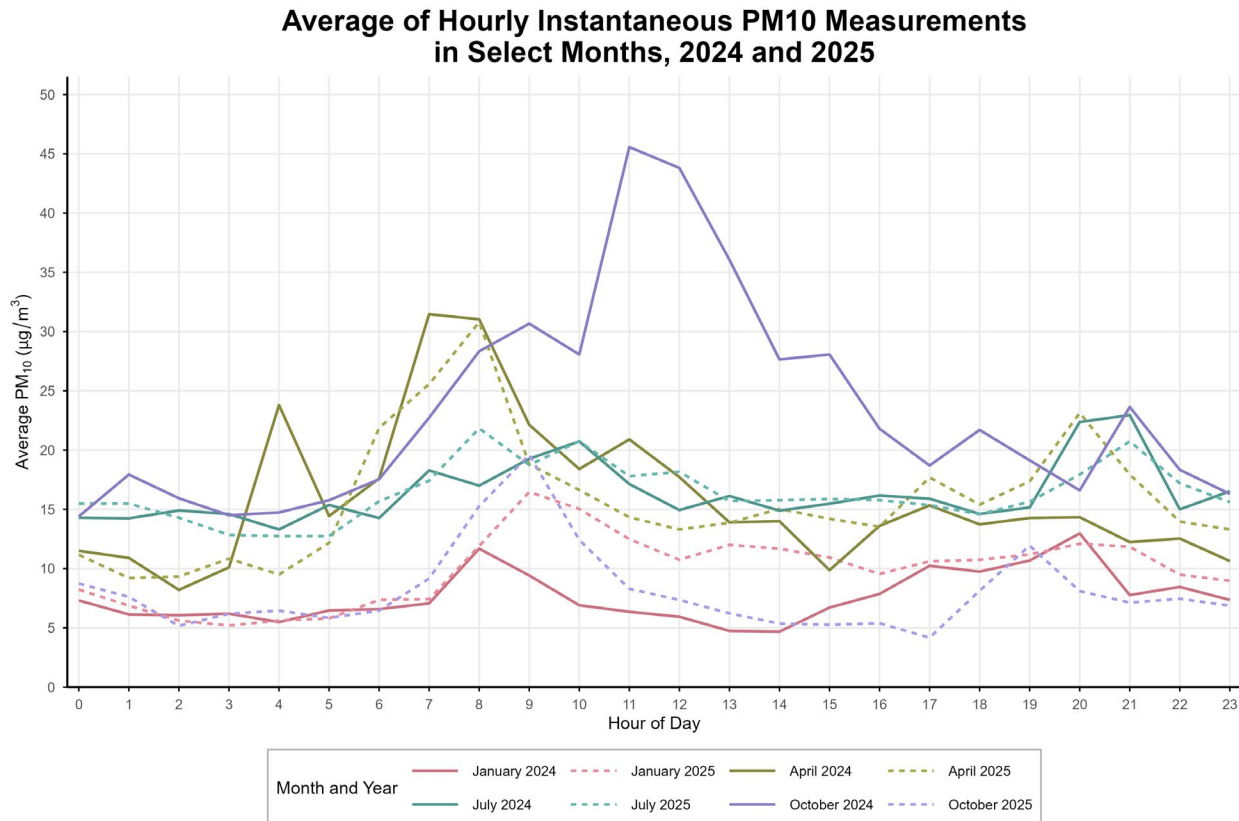


Figure 6. Average of Hourly Instantaneous PM10 concentrations at each hour of the day in January, April, July, and October of 2024 and 2025. Source: WYDEQ.

Figure 6 shows average PM10 concentrations at each hour of the 24-hour day in four months of 2024 and 2025, each representing a different season. January experienced the lowest PM10 concentrations in both years, with higher concentrations during daytime hours. In April of both years, concentrations were highest in the early mornings, peaking at 7 or 8 am. In July of both years, PM10 concentrations were highest in the evening hours between 7pm and 9 pm, with another slight increase in the morning. October looked very different between the two years due to the presence of wildfire smoke in 2024 that was largely absent in 2025.

Discussion: PM10 concentrations in Jackson were within the desired range from 2021 through 2025, with no annual or 24-hour averages exceeding thresholds. However, there are temporal patterns that highlight potential exposure risks during certain times of day and year. Elevated PM10 levels in the morning and early evening may correspond to vehicle emissions during rush hour and dust from unpaved roads. In the spring, early morning spikes may also be linked to morning street sweeping, which is essential in Jackson for removing debris and pollutants that accumulate during winter. These elevated concentrations typically occur when fewer humans are outside. Pollen is another potential springtime contributor to springtime PM10 peaks, with pollen counts typically highest in the early morning. Dust can also be blown for hundreds of miles away, contributing to higher PM10 concentrations.

Although long-term trends indicate that PM10 levels remain well within a healthy range, short-term spikes into the moderate and unhealthy range can pose risks to sensitive individuals.

Status: PM10 averages in Jackson are good. PM10 concentrations remained below the annual and 24-hour thresholds.

Light Pollution

Night Sky Brightness

Status: Poor to Moderate●

Trend: ↓

Overview: Light pollution disrupts ecosystems by interfering with the natural behaviors of wildlife, specifically those of nocturnal species and migratory birds. It also affects human health by disrupting circadian rhythms, which can contribute to sleep disorders and other health issues.^{iv} Light pollution decreases visibility of the Milky Way, limiting access to a desired natural resource.

Metric: Magnitude per arc second squared ($\text{mag}/\text{arcsec}^2$) is a measure of how bright the sky is on an inverse scale; the higher the magnitude, the darker the sky. In this report, it will be referred to simply as magnitude (mag).

Target: The target for Jackson is for the Milky Way to be visible at night. This equates to a magnitude of ~ 21 and higher

Methods: Sky brightness is measured in Town of Jackson and at the Kelly Campus of Teton Science Schools in Grand Teton National Park. Data is downloaded from the STARS4ALL website. To restrict reporting to the darkest times of the night, only measurements between midnight and 3 am are used to calculate the annual average magnitude. The maximum magnitude is the highest recording at each location in that calendar year.

Summary:

- The 2022 maximum magnitude in Jackson reached 20.99; in Grand Teton National Park it reached 23.10.
 - The 2023 maximum magnitude in Jackson reached 20.50; in Grand Teton National Park it reached 23.09.
 - The 2024 maximum magnitude in Jackson reached 20.45; in Grand Teton National Park it reached 23.09.
 - The 2025 maximum magnitude in Jackson reached 19.95; in Grand Teton National Park it reached 23.10.
-

Findings:

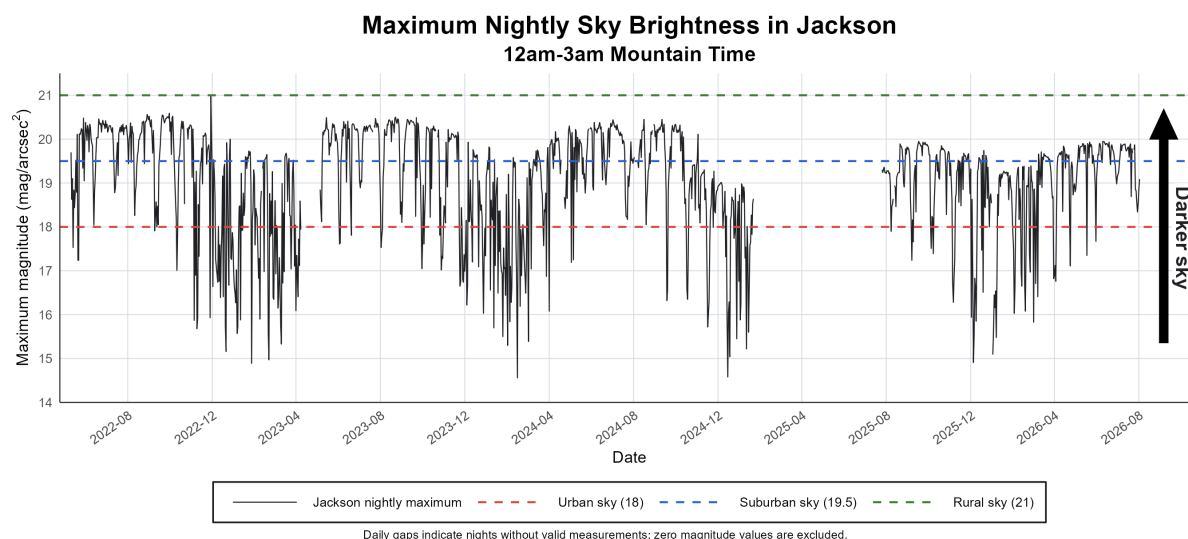


Figure 7. Maximum nightly magnitude in Jackson from May 11, 2022 – August 2, 2026. The higher the magnitude, the darker the night sky. Source: Wyoming Stargazing and STARS4ALL.

Figure 7 shows sky brightness in the Town of Jackson from May 11, 2022, to August 2, 2026, revealing a moderate level of light pollution. The average maximum magnitude in 2025 was 18.90, indicating that the town experienced a sky brightness comparable to a bright suburban sky. On the darkest night in 2025, the maximum magnitude reached 19.95, which does not meet the target of a semi-rural sky (~21) and the ability to view the Milky Way. Due to an equipment malfunction, data are missing between late January and late July, 2025. For the six months for which there were data, the average nightly maximum magnitude was 0.1 lower than it was in 2024, showing an increase in sky brightness and a decline in our dark skies.



Figure 8. The Bortle Scale visualized. Bortle, J. E. (2001).

Figure 8 shows the Bortle scale, which is a qualitative assessment of sky brightness. Rural sky levels of 3-4 correspond to a magnitude of 21, Suburban sky levels of 5-6 correspond to a magnitude of 19.5, and Urban sky levels of 7-8 correspond to a magnitude of 18. Over the past two years, the darkest nights in the Town of Jackson measure a magnitude between 19.5 and 20.5, which corresponds to a 4.5 to 5 on the Bortle scale. The darkest night sky in the Town of Jackson is closest to that of a Suburban Sky.

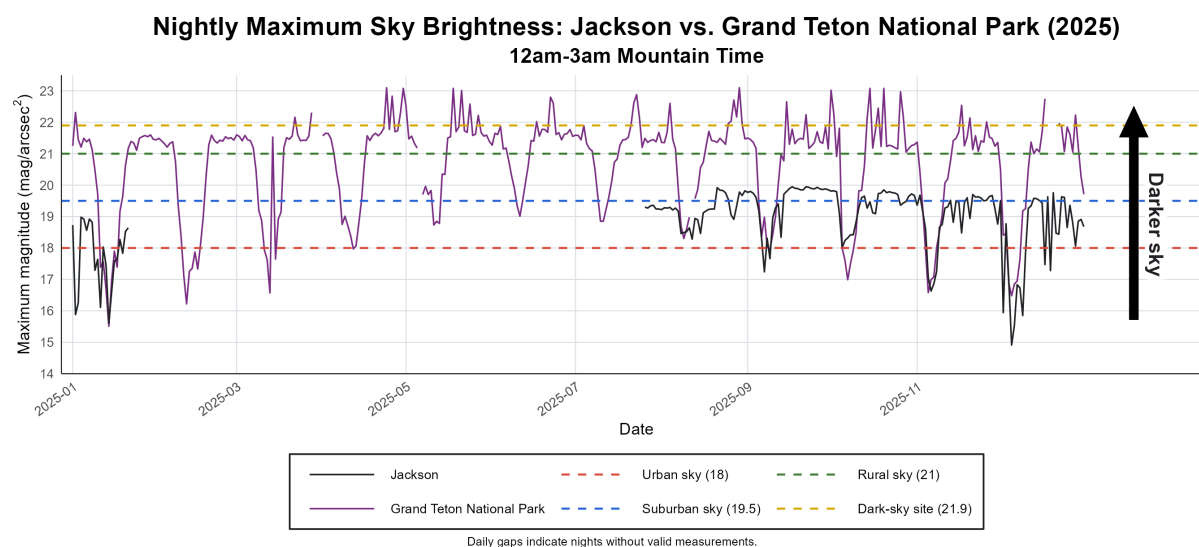


Figure 9: Max Magnitude in Jackson and Grand Teton National Park (GTNP) in 2025. Source: Wyoming Stargazing, GTNP, and STARS4ALL.

Monitoring of sky brightness began at the Teton Science Schools Kelly Campus in Grand Teton National Park (GTNP) in 2022. Figure 9 compares the maximum nightly magnitude in GTNP and Jackson for 2025. The nightly maximum magnitude in GTNP was consistently higher than in Jackson and frequently exceeded a magnitude of 21.9, which corresponds to a 1-2 and dark sky site on the Bortle scale. The darkest night in GTNP reached a magnitude of 23.10. The average of each nightly maximum magnitude was 20.7.

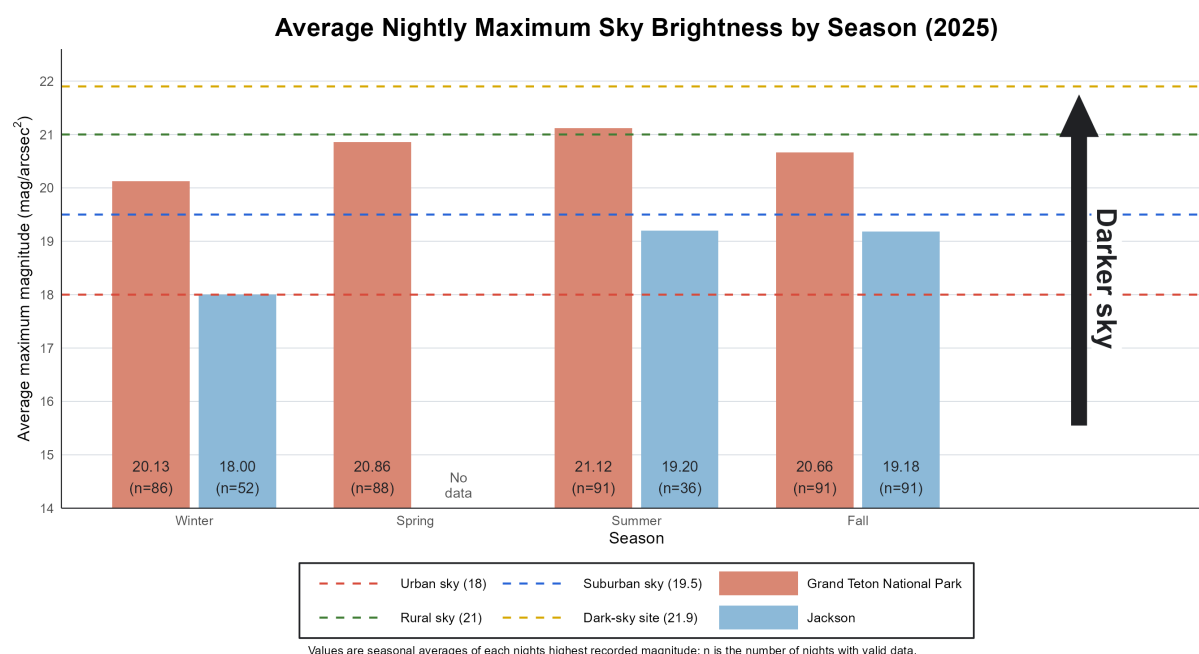


Figure 10. Average nightly magnitude by season in 2025 for Jackson and GTNP. Source: Wyoming Stargazing, GTNP, and STARS4ALL.

Figure 10 displays the seasonal averages in Jackson and GTNP in 2025. In Jackson, winter had the lowest average maximum magnitude (18.07) and the highest light pollution, while fall had the highest average maximum magnitude (19.21) and was the darkest month of 2025. This differs slightly from our results in 2024, when summer had the highest average maximum magnitude. This change may be due to the missing data in June and July of 2025. Winter in GTNP had the lowest average nightly maximum (20.25) of any season. Summer in GTNP had the highest average maximum (21.19). The difference in average magnitudes between Jackson and GTNP is 12.13% in winter, 10.27% in summer, and 8.03% in fall.

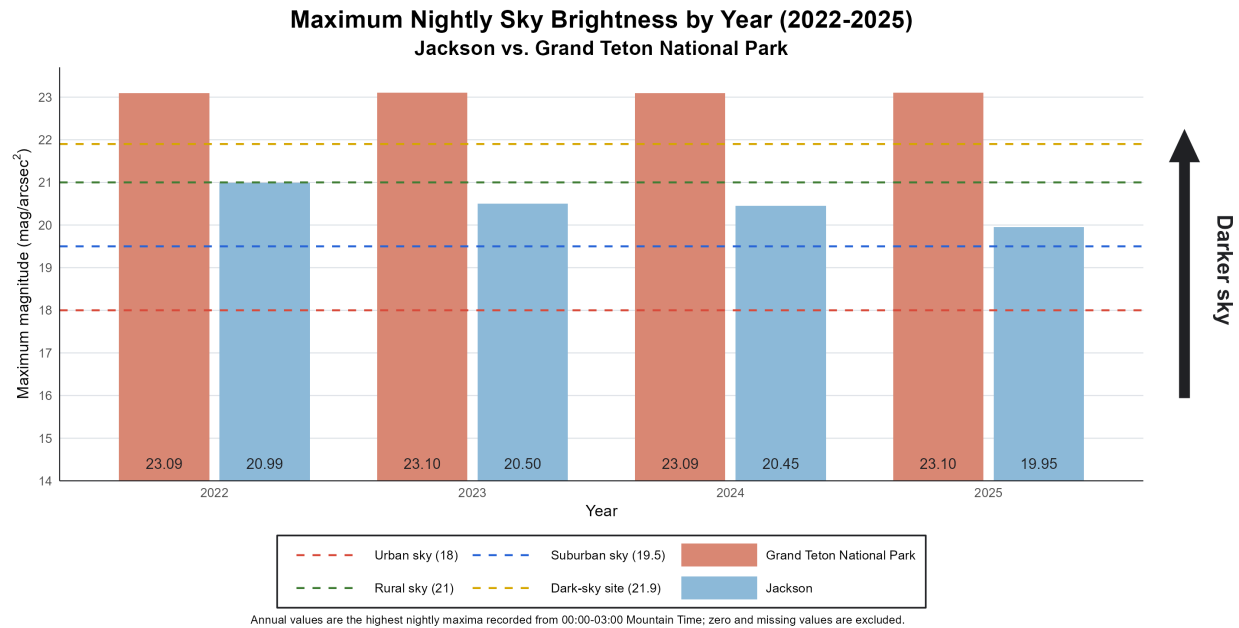


Figure 11: Max Magnitude in Jackson and Grand Teton National Park (GTNP) 2022-2025. Source: Wyoming Stargazing, GTNP, and STARS4ALL.

Figure 11 shows the maximum recorded magnitude for Jackson and GTNP between the years of 2022 and 2025. The maximum magnitude in GTNP has remained relatively stable over this 4-year time frame, while the maximum magnitudes recorded by the Jackson sensor display a steady decline.

Discussion: While Grand Teton National Park often experienced night sky magnitudes above 21, the maximum magnitude in Jackson was below the target at 19.95. The downward trend in Jackson’s maximum magnitude indicates increasing sky brightness, potentially due to expanded urban and rural development and poor lighting practices. An equipment malfunction prevented data collection for roughly half the year. While the maximum magnitude was below 20 in 2025, it is possible that there were darker nights during the months when data were not recorded. However, the average nightly maximum magnitude decreased by 0.1 during the months when data were recorded, showing a general decline in the health of our night skies.

Both Jackson and GTNP had the highest light pollution in the winter. Cloud cover, snow albedo that reflects moonlight, atmospheric clarity, and the reflection of light in ice crystals in the atmosphere all contribute to increased sky brightness in the winter. However, the difference in sky brightness between the Town of Jackson and GTNP is greater in the winter, indicating that other factors may also be contributing. Holiday lights, winter recreation in town, and reduced tourism activity in the park are potential factors for the seasonal difference.

Status: Light Pollution in Jackson is poor to moderate and declining. The darkest nights in Jackson do not reach the target magnitude of 21, and in 2025 the darkest night in Jackson that was

recorded was below 20, our threshold for “moderate” conditions. However, lack of data for 6 months of the year, including two in the summer months that are traditionally the darkest, made it impossible to determine that there were not darker nights than the ones recorded. For the 6 months for which there was data, there was a slight decline of 0.1 in the average nightly maximum magnitude. Thus, this indicator was ranked “poor to moderate” and declining.

Water Quality

Snake River Summer Water Temperature

Moderate ●

Trend: ↗

Overview: River temperature influences the metabolic rates and life cycles of aquatic organisms, including fish and macroinvertebrates.^v Temperature changes can affect dissolved oxygen levels, nutrient cycling, and the overall health and diversity of the ecosystem. River temperature is an essential component of ecosystem health and resilience.

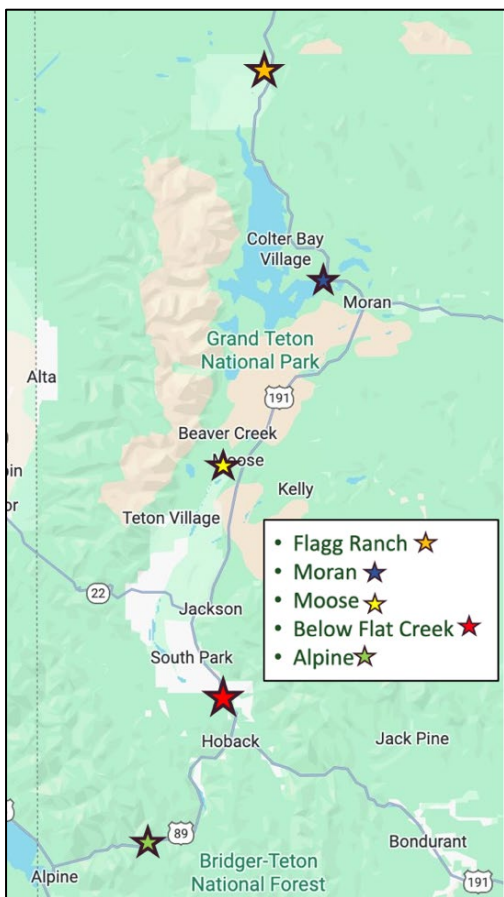


Figure 12: Map of select water monitoring sites along the Snake River.

The United States Geological Survey (USGS) tracks temperature along the Snake River to monitor ecosystem health. For this report, three USGS monitoring locations were chosen to compare the Snake River upstream and downstream of Town and County inputs: Moose, Below Flat Creek, and Alpine. The Moose site is located in Grand Teton National Park near Moose, WY. It has fewer human inputs than downstream sites, which makes it a good benchmark to compare with the southern USGS monitoring sites.^{vi} The Below Flat Creek site, located near Swinging Bridge, is downstream of Flat Creek, the Town of Jackson, the Wastewater Treatment Plant, and the majority of development in the County. The Alpine location, upstream of the Town of Alpine, is further downstream in the Snake River Canyon and exhibits more stream shading than upstream reaches and also demonstrates influences from the Hoback River.

Data from the Alpine location are available starting in May 2023 and data from the Below Flat Creek location are available starting in May 2022. Data from the Moose location (Figure 14) are available starting in 2013.

Metric: Temperature (°F) is measured in three locations along the Snake River from May 1 through October 31.

Target: Below 68°F. Grand Teton National Park recommends not fishing when river temperatures reach and exceed 68°F for the health of freshwater fish populations.

Methods: Data was collected continuously via USGS’s automated sensors installed at monitoring locations. These sensors recorded river temperature in degrees Celsius at fixed 15-minute intervals. USGS publishes their data to its water data website, where it is available for download.

Summary:

- Avg. daily max. summer temperature at Moose in 2022 was 59.1°F with 32 days $\geq 68^{\circ}\text{F}$.
 - Avg. daily max. summer temperature at Moose in 2023 was 58.2°F with 9 days $\geq 68^{\circ}\text{F}$.
 - Avg. daily max. summer temperature at Moose in 2024 was 57.7°F with 2 days $\geq 68^{\circ}\text{F}$.
 - Avg. daily max. summer temperature at Moose in 2025 was 55.5°F with 0 days $\geq 68^{\circ}\text{F}$.
-

Findings:

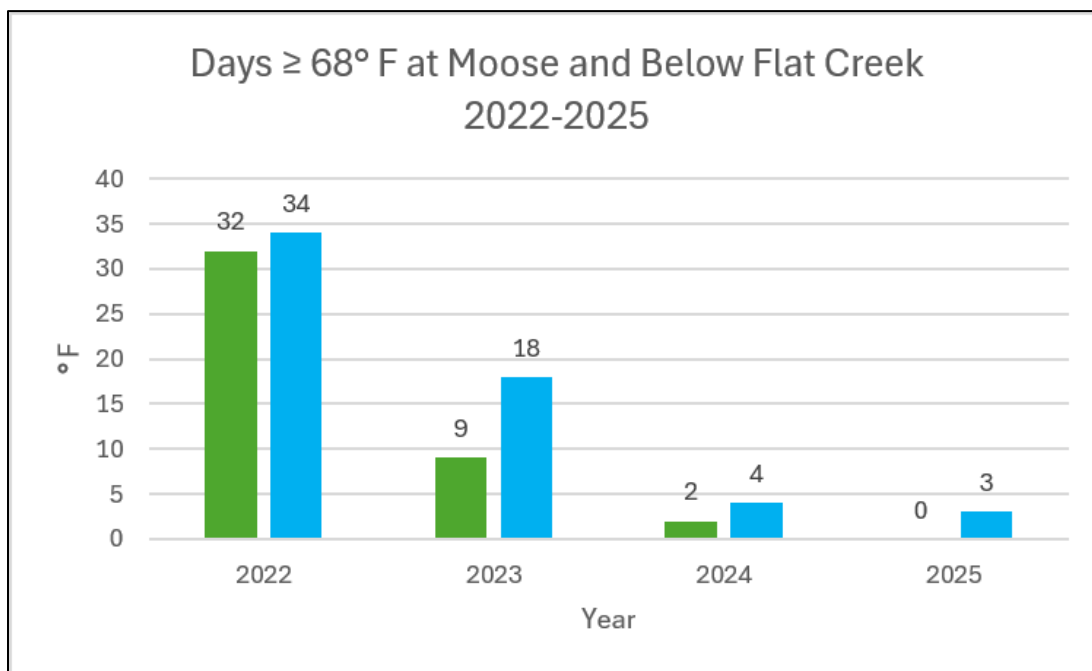


Figure 13: Number of Days over 68°F at Moose and below Flat Creek 2022 - 2025. Source: USGS.

Figure 13 shows the number of days at the Moose and Below Flat Creek locations that reached or exceeded 68°F over a four-year period. No days reached the threshold at the Alpine location. 2022 had the highest number of exceedances at both Moose and Below Flat Creek. The number of exceedances at both locations has declined steadily over the past four summers. In the summer of 2025, there were no exceedances at Moose and 3 at the Below Flat Creek sampling location. Between the three sites, there were 66 total instances where the daily maximum water temperature reached or exceeded 68°F in 2022, 27 instances in 2023, 6 instances in 2024, and 3 instances in 2025.

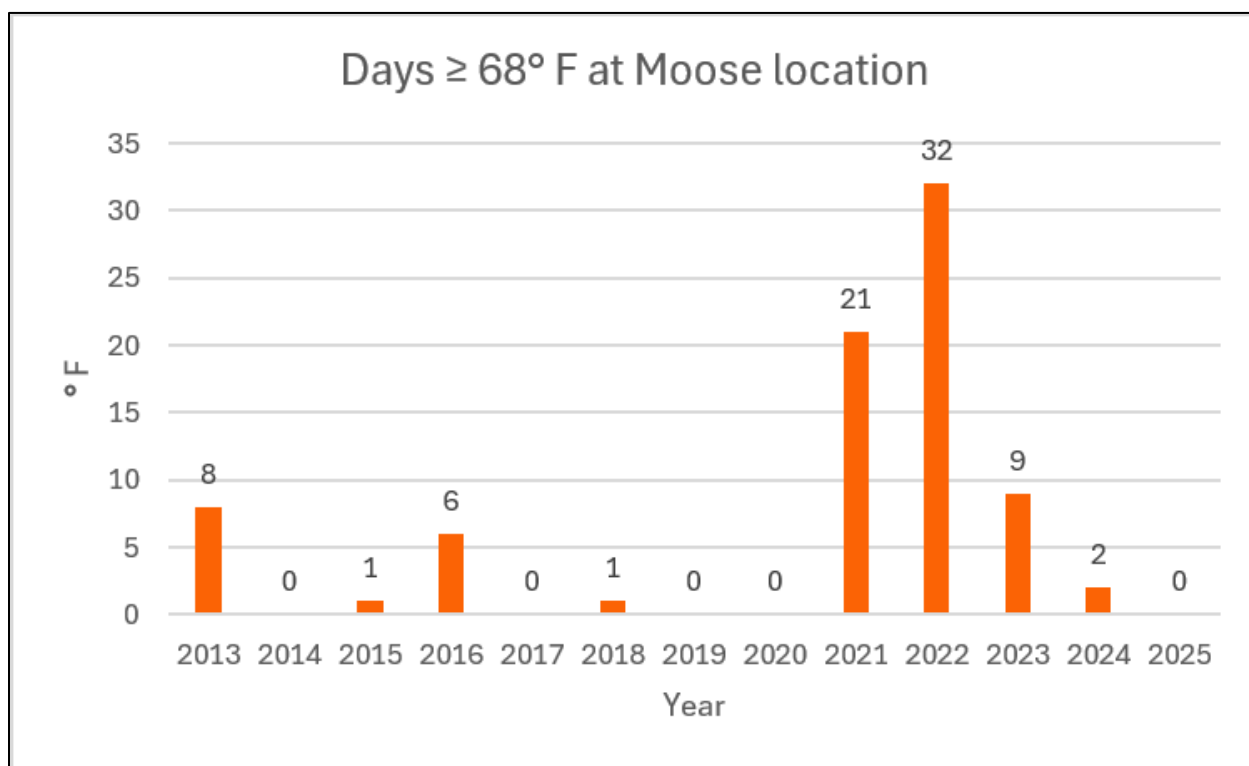


Figure 14. Number of days the Snake River at Moose water temperature was above critical temperature thresholds (68°F) for fish populations since 2013. Source: USGS.

Figure 14 shows the number of days with exceedances at the Moose sampling location. Between 2013 and 2020, fewer than 8 days per year had daily maximum temperatures that reached or exceeded 68°F. That number increased to 21 days in 2021 and 32 days in 2022 before decreasing to 9 days in 2023, 2 days in 2024, and zero days in 2025.

Discussion: Many natural factors contribute to river temperatures, including daytime high air temperatures, overnight low air temperatures, annual snowpack, speed of snowpack melt, influx from geothermal features and springs, shade, water depth and flow, channel width, and thermal pollution from industry and stormwater runoff. Therefore, water temperature varies throughout the Snake River. Additionally, the Bureau of Reclamation’s ability to release water from the dam affects the fullness of Jackson Lake and streamflow, which can impact temperature downstream. Examining temperatures at four sites does not provide a full picture of water temperature in the Snake River. Areas of the river with the highest temperatures may not be represented; likewise, cold-water refugia are also not represented. However, these sampling locations provide longitudinal data that can be used to observe trends and investigate correlations. Correlation does not equal causation.

Some possible reasons for temperature increase between these locations include changes in water depth, channel width, flow rate, and shade. Additionally, the stretch of the Snake River

between the Moose and Below Flat Creek sampling locations receives greater inputs from agriculture, stormwater runoff, and discharge from the wastewater treatment plant, all of which could contribute to higher water temperatures.

Daytime high air temperatures and overnight low temperatures both increased over the observed period, but do not directly correlate with water temperature trends. Air temperature is one factor in the many that contribute to water temperatures. However, the high number of exceedances in 2021 and 2022 aligns with periods of low lake levels at Jackson Lake Dam, as drought conditions downstream required increased water releases to support agriculture. The water that passes through the dam normally comes from deep water that is colder than surface water, but lower lake levels may have led to increased solar warming of the water released. It will be important to continue to monitor water temperatures in the Snake River and note correlations with fluctuations in the lake level as we enter into another period of drawdown.

Status: Summer water temperatures in the Snake River are moderate. Temperatures exceeded 68°F for zero days at Moose and three days Below Flat Creek in 2025.

Snake River Discharge (Streamflow) Status: Moderate ● Trend: ↓

Overview: Streamflow depends on many variables, including winter snowpack, the timing of snowmelt, rainfall intensity, dam releases from Jackson Lake, and the landscape's capacity to absorb moisture. In Teton County, peak runoff typically occurs between mid-May and mid-June.^{vii} A strong flood pulse supports healthy ecosystems by enabling the exchange of nutrients between the river and the floodplain and seed dispersal along riverbanks.^{viii} However, excessive flooding can threaten nearby human life and property. Likewise, abrupt decreases in flow can strand fish and other aquatic life.

Metric: Cubic feet per second (cfs) measures the amount of water passing through a given point per second.

Target: Streamflow below Jackson Lake Dam mirrors the natural hydrograph, with Flagg Ranch (above the dam) serving as an unregulated, natural target. The target is a strong spring peak, with a steady and consistent reduction in streamflow throughout the summer season that mimics natural flows.

Methods: Continuous and daily streamflow data was retrieved from the United States Geological Survey (USGS) sensors installed across 5 monitoring locations along the Snake River. Continuous measurements were recorded at 15-minute intervals, while daily values represented USGS-calculated daily means. This data is available for download on USGS's website.

Summary:

- A natural peak streamflow occurs in late May/ early June at Flagg Ranch.
- Streamflow in the Snake River increases downstream.
- Streamflow at the Moose, Below Flat Creek, and Alpine locations model the peak runoff of Flagg Ranch.
- In the summer of 2024, releases from the Jackson Lake Dam decreased by approximately 928.16 cubic feet per second over four days in the fall.
- In the summer of 2025, releases from the Jackson Lake Dam decreased by approximately 1768.92 cubic feet per second over four days in the fall.

Findings:

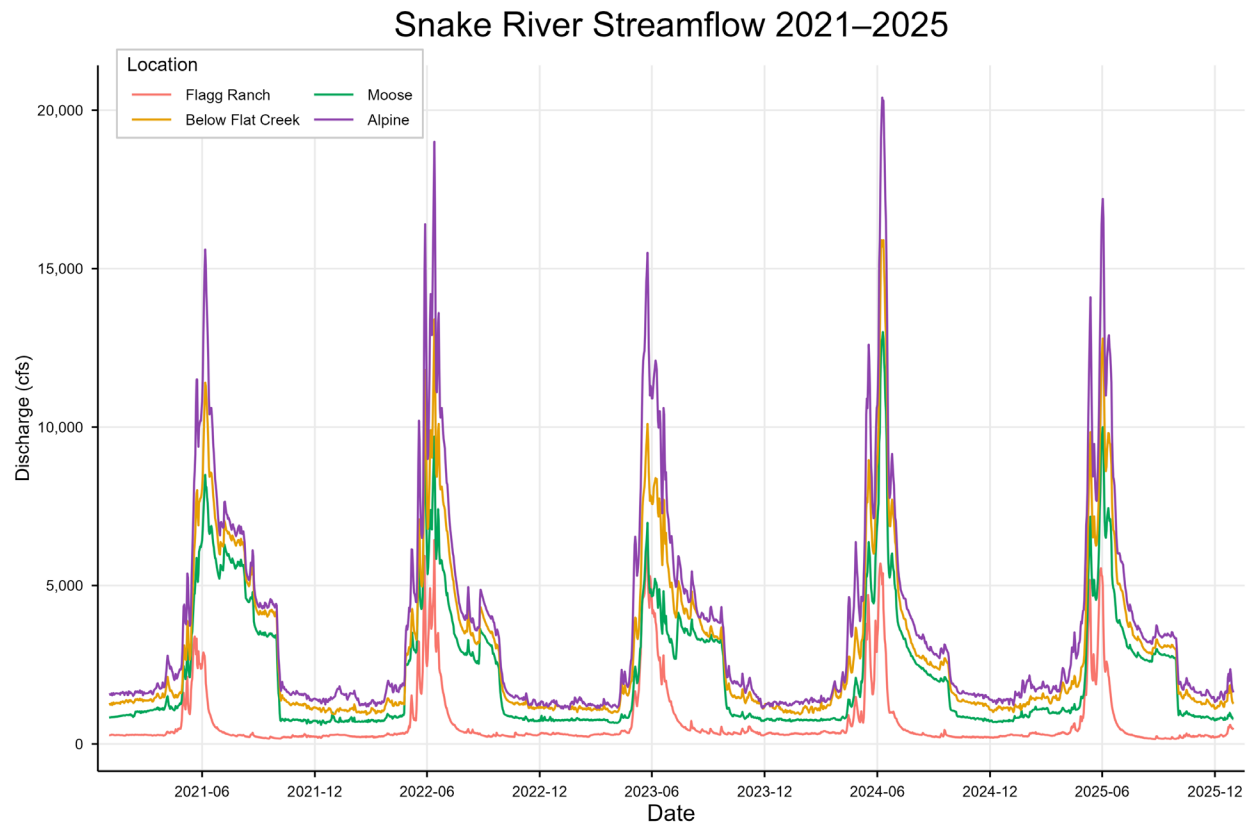


Figure 15. Streamflow from 2022-2025. The Flag Ranch location measures natural/unregulated flow, whereas streamflow at the other locations is controlled by the Jackson Lake Dam. Source: USGS.

Figure 15 shows that peak runoff occurs simultaneously at all of the locations annually. The spring flush provides moisture to fragmented landscapes, supports the dispersal of some specialized plants, and distributes nutrients and biomass in the floodplain during a period when many species of wildlife are migrating and birthing. The strong spring flush exhibited throughout the watershed is a sign of a healthy ecosystem. However, the period for a high streamflow is much shorter at Flag Ranch than at the other three locations. The extended high streamflow downstream is the result of operations at Jackson Lake Dam.

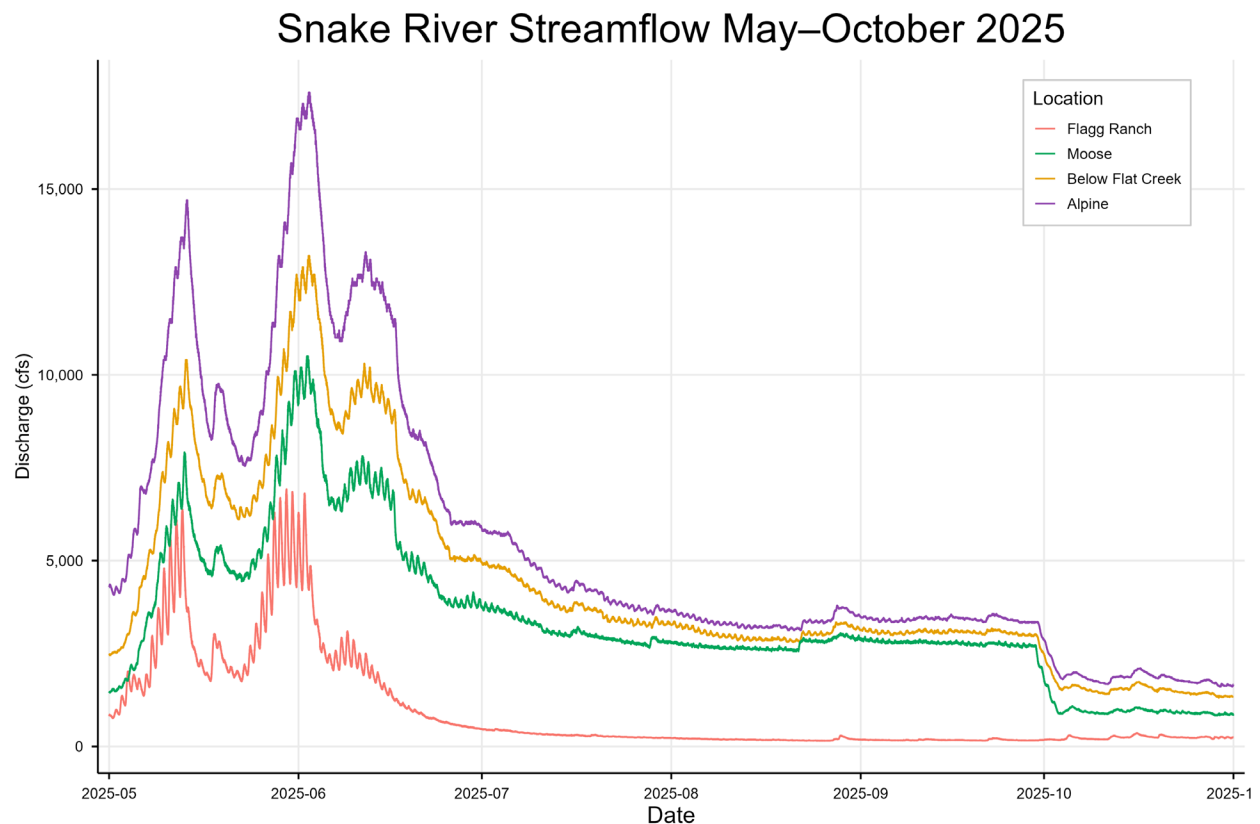


Figure 16. Summer 2025 discharge at Flagg Ranch and three locations below the dam. Source: USGS.

Figure 16 displays how the natural river flow at Flagg Ranch had two peak periods in the spring. The other three locations experience a small third increase along with extended elevated discharge rates, revealing the impact of water released at the dam. Peak streamflow in 2025 was 10,500 cfs at the Moose gauge, 13,200cfs at the Below Flat Creek gauge, 17,600 cfs at the Alpine gauge, and 6,920 at the Flagg Ranch gauge.

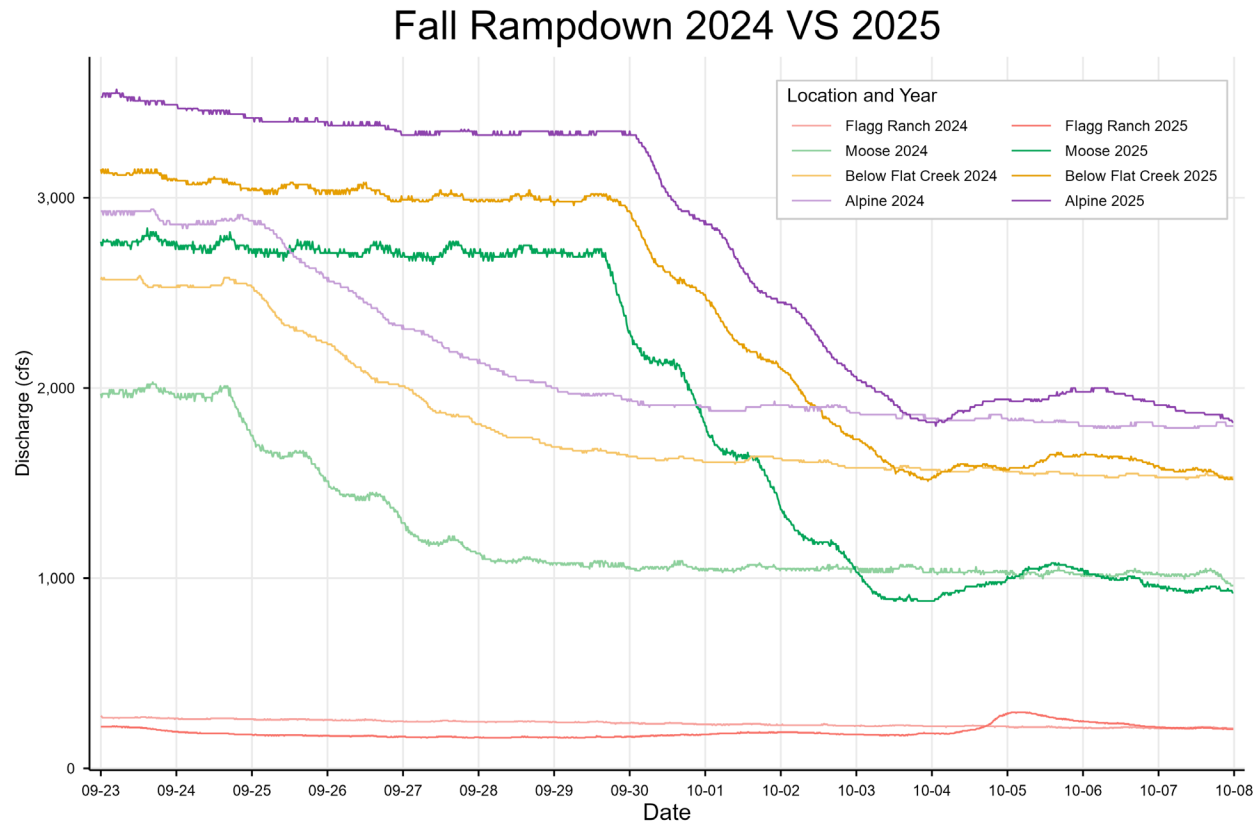


Figure 17: Fall rampdown in 2024 and 2025.

Figure 17 compares the fall rampdown in 2024 and 2025 at four sites on the Snake River. Flagg Ranch is included as a reference, as it is upstream of the Jackson Lake Dam and not affected by the rampdown. Discharge was lower when the rampdown began in 2024 than it was in 2025. While rampdowns took place over four to five days in both years, the daily decrease in discharge was greater in 2025. Thus, the hydrograph shows a steeper rampdown in 2025. Past studies have shown that steep rampdowns can be more detrimental to fish and other aquatic life. This topic is currently being studied by Idaho State University researchers.

Jackson Dam Ramp Down 2024 vs. 2025

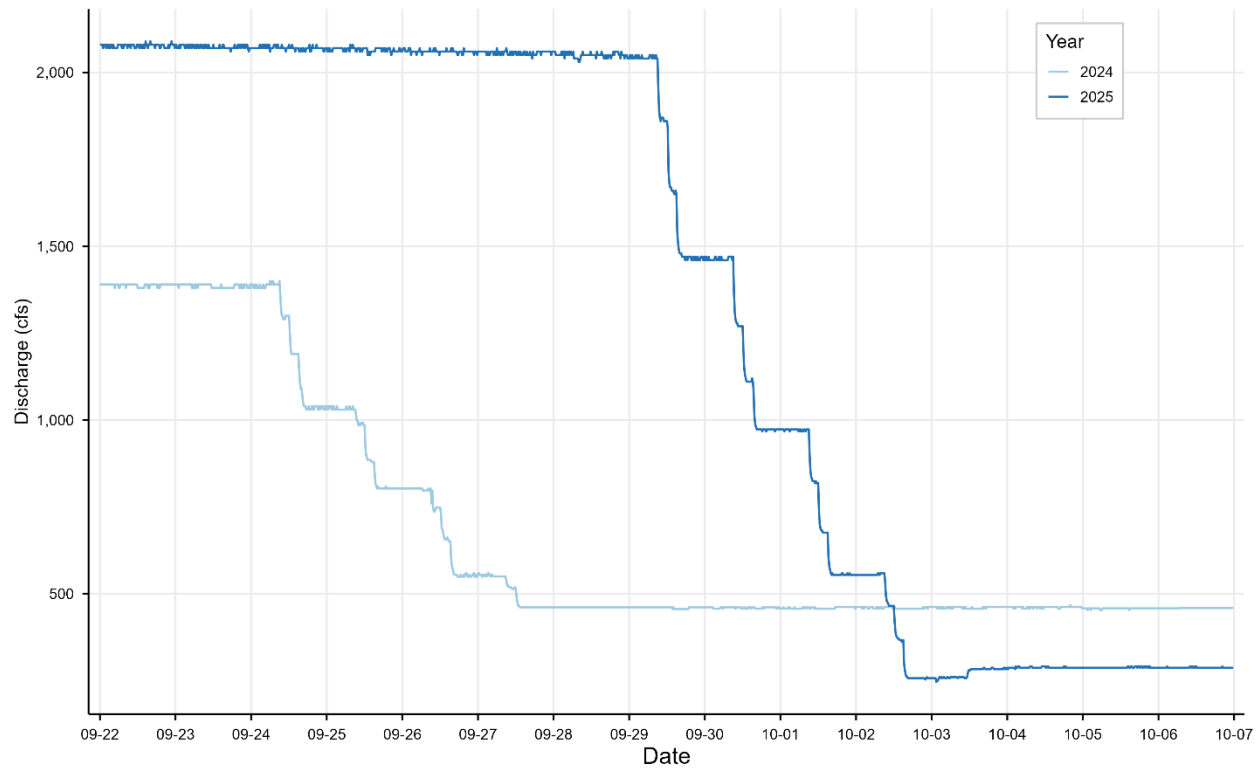


Figure 18: A comparison of the rampdown at the Jackson Lake Dam (Moran monitoring station) in 2025 and 2024.

Figure 18 shows the difference in the rampdown in 2024 and 2025 at the USGS monitoring station at Moran, which is a few hundred feet downstream of the Jackson Lake Dam. Over roughly four days in late September of 2024, streamflow decreased by 928.16 cubic feet per second. Over four days in late September and early October in 2025, streamflow decreased by 1768.92, an increase in discharge of 90.6%.

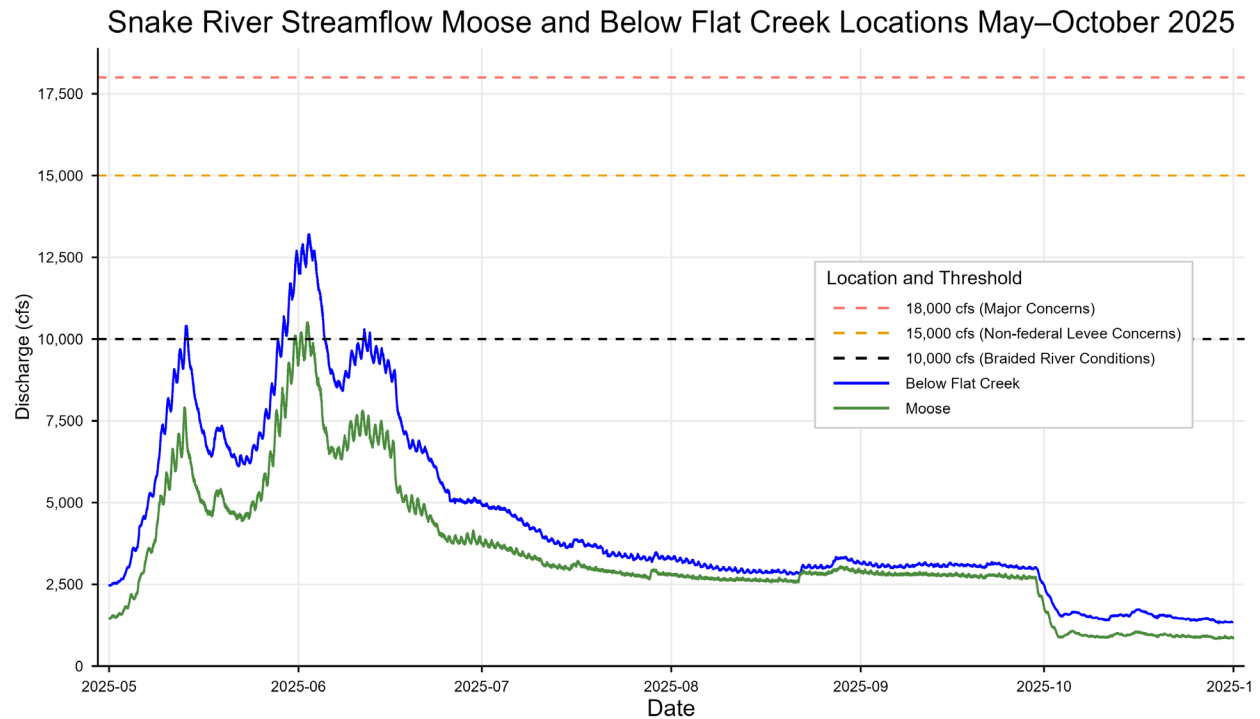


Figure 19. Summer Discharge at Below Flat Creek and Moose locations with levee damage thresholds. Source: USGS.

Development along the Snake River floodplain has included the use of levees to constrain the natural flow of the river, mitigate potential flood damage, and protect human life and property. Although periodic “flushes” with high streamflow are crucial for ecosystems, too much discharge can threaten human infrastructure. Additionally, flooding can cause environmental harm if human-made structures are washed into waterways. Figure 19 shows discharge at Moose and Below Flat Creek relative to three thresholds: braided river conditions, non-federal levee concerns, and major levee concerns. The thresholds on the graph indicate how often the levees must be checked and managed to ensure they are stable. In 2025, streamflow exhibited natural braided river conditions and did not reach or exceed the non-federal levee concern level of 15,000 cfs during peak runoff.

Discussion: Since the Snake River below the Jackson Lake Dam is greatly impacted by human infrastructure and management, a good indicator of ecological health of the river system is if hydrographs downstream are similar to those upstream of the dam. Between 2021 and 2025, the hydrographs of the three downstream sites model that of the Flagg Ranch location during peak runoff season, though they maintain higher flows throughout the summer to support downstream irrigation.

A high peak streamflow is crucial to ecosystems but can negatively impact human infrastructure. Releasing water from the dam allows for an extended period of high discharge rate at

downstream locations, which is critical for downstream agricultural irrigation. Downstream locations also receive influxes from tributaries and groundwater, so streamflow should increase along the Snake River from Flagg Ranch to Alpine. Decreased discharge at downstream locations could indicate greater ecological problems, such as severe drought or excess diversions. Currently, streamflow increases between each downstream location, indicating that influxes from tributaries are reaching the Snake River.

While the Snake River hydrograph for 2025 shows a high peak streamflow at downstream sites, an increase in streamflow at downstream sites, and expressed maximum discharge that is typical of braided rivers, it also shows a steep rampdown in the fall when dam operators begin storing water for the next agricultural season. The rampdown was spread out over four to five days, similar to the rampdown in 2024. However, the daily decrease in flow was greater than in 2024. Currently, researchers from Idaho State University, alongside partners like Trout Unlimited and the Teton Conservation District are studying how aquatic life is affected during the annual rampdown. While we do not yet have results from this study, the rampdown in 2025 is more similar to the rampdown that was observed in 2021, when flows from the Jackson Lake Dam decreased from 2,100 cfs to 240 cfs between October 1 and October 5. During that period, a total of eight side channels lost complete connectivity with the main stem of the Snake River, with five of those channels losing connectivity between October 1 and October 2, during the largest daily decrease in surface area of the Snake River.^{ix}

Status: Streamflow in the Snake River is considered moderate. While the peak runoff timing at the three downstream locations matches that of the natural flow measured at Flagg Ranch, the fall rampdown exhibited a large decrease in daily discharge. This indicator of ecosystem health is in decline relative to conditions observed in 2024.

Flat Creek Macroinvertebrates

Status: Moderate ● Trend: ↗

Overview: Benthic macroinvertebrates are tiny insects that live in streams and play a critical role in the aquatic food web. Some live their entire lives in streams, but many live there only as juveniles and emerge from the water to live their adult lives on land. Some species of macroinvertebrates are sensitive to changes in water quality and stream habitat, such as pollution, water temperature, and sediment loads.^x Thus, monitoring macroinvertebrates can reveal a lot about stream health.

Metric: “EPT” refers to three insect orders that are sensitive to water pollution: Ephemeroptera (mayflies), Plecoptera (caddisflies), and Trichoptera (stoneflies). *Taxa* are defined as taxonomic groups of any rank, such as species, family, or genus. *EPT Taxa Richness* is the total number of distinct taxa of these three major orders of stream insects in a sample.

Target: 24 species is the expected EPT Taxa Richness of a healthy local stream (WYDEQ). Cache Creek upstream of the Town of Jackson is the reference for a healthy local stream.

Methods:

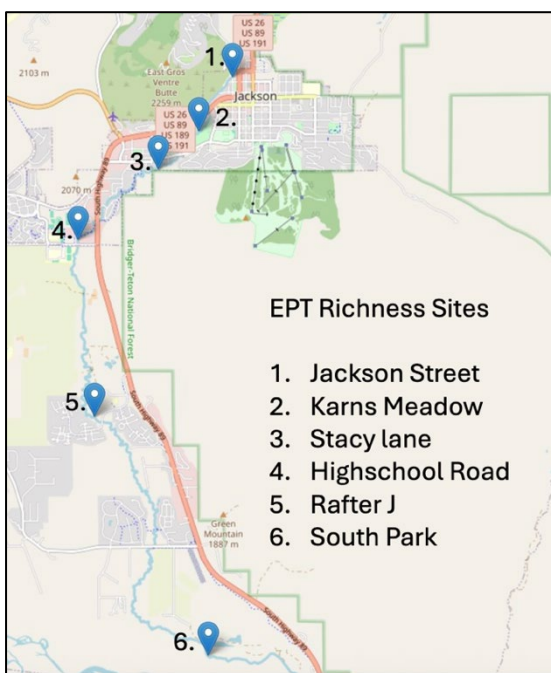


Figure 20: EPT Richness sampling sites.

Once annually in September, Teton Conservation District (TCD) collects macroinvertebrate samples at six sites on Flat Creek. Four of these sites are located within the Town of Jackson, and two are downstream of Town. TCD has collected macroinvertebrate samples at High School Road since 1996, and at the additional five locations along Flat Creek since 2013 (Figure 20). A standardized area of the streambed at each site is scrubbed to release macroinvertebrates into a net, and these samples are processed and identified by a laboratory in Missoula, MT.

Summary:

- EPT Richness in Flat Creek peaked in 1997 at 18 species.
- EPT Richness in Flat Creek was lowest in 2002 at 9 species.
- EPT Richness in Flat Creek in 2025 measured 16 species.

Findings:

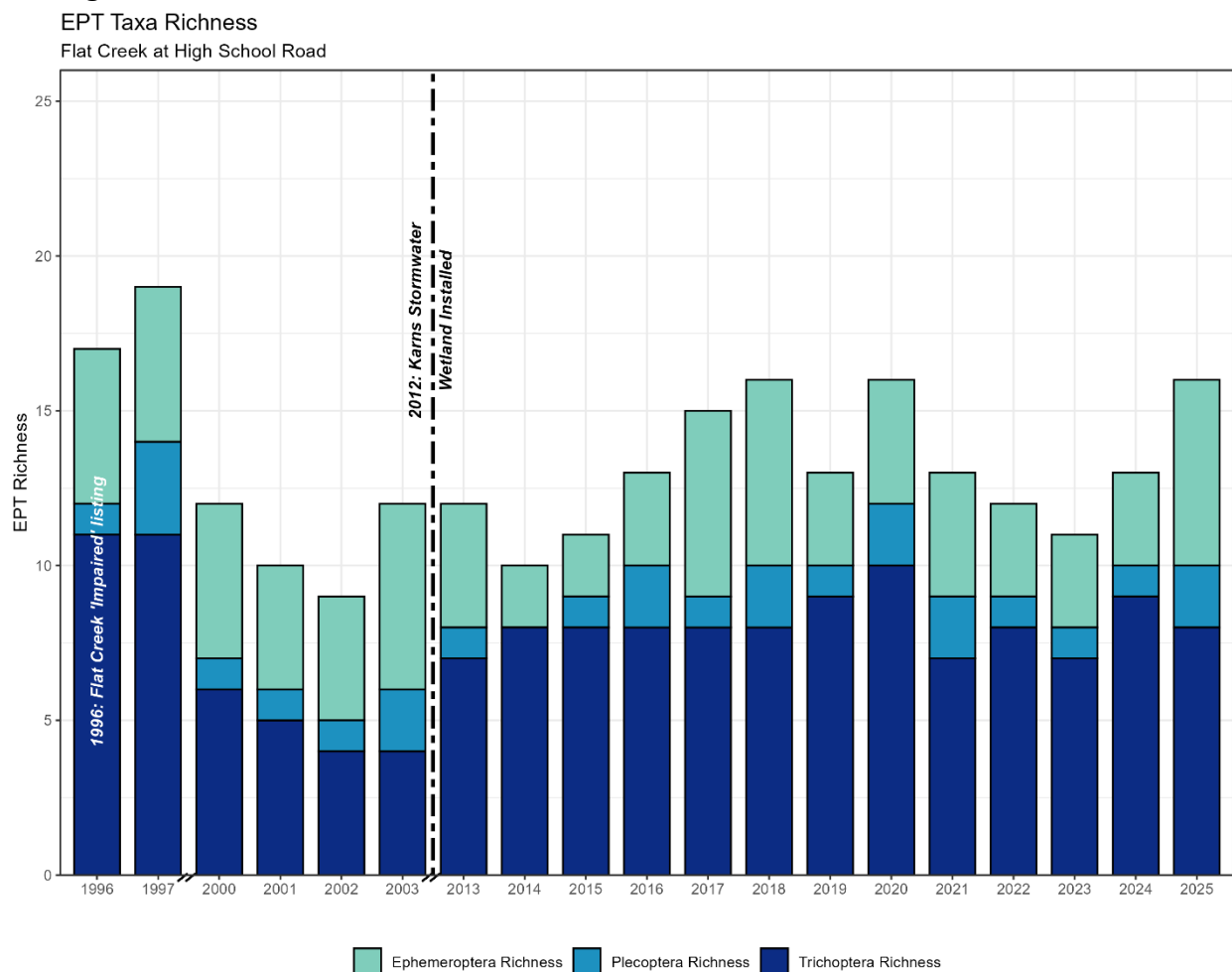


Figure 21. EPT Richness in Flat Creek at High School Road from 1996 - 2025. Data and visual from Teton Conservation District.

At the High School Road sampling location, EPT richness was highest in the late 1990s, declined in the early 2000s, and increased after the installation of the Karns Meadow Stormwater Treatment Wetland in 2012. EPT richness declined again in 2021, 2022, and 2023 before increasing again in 2024 and 2025. EPT richness in 2025 equals the relatively high richness seen in 2018 and 2020, which had the highest EPT richness measured since the late 1990s. EPT richness at the other five sites on Flat Creek has remained relatively consistent in recent years. Four of the other five sites showed no net change in overall EPT richness between 2024 and 2025, though the distribution among the three taxa varied from year to year. One site, Flat Creek at Karns Meadow, showed a slight decline in EPT richness between 2024 and 2025, though EPT richness at that site was greater in both 2024 and 2025 than it was in 2023.

Discussion: Many factors influence EPT richness, and some natural fluctuations should be expected. For example, low streamflow correlates with higher stream temperatures, which could

decrease EPT richness. Flat Creek is heavily influenced by human activities, including pollution from illegal dumping and stormwater runoff, and the alteration of the stream bed that occurs when heavy equipment is used to break up frazil ice (anchor ice) to mitigate flooding. The Flat Creek hydrograph is influenced by irrigation diversions that augment stream flows through the Town of Jackson and divert water to agricultural fields at multiple locations upstream and downstream of the High School Road sampling location. These anthropogenic changes to the natural stream flow could also impact EPT richness.

Efforts to reduce and treat stormwater runoff and associated pollution and sedimentation within the Town of Jackson may contribute to increased EPT richness. For example, stormwater treatment units were installed in 2025 as a part of the Gregory Lane construction, which should reduce sedimentation and some other pollutants from an area near Flat Creek that is more industrial than most of the watershed. Additionally, the Teton Conservation District attained funding for the installation of two new thaw wells in Flat Creek. With some additional construction oversight, troubleshooting, and financial support from the Town of Jackson, the wells were installed in the winter of 2025/2026. The addition of two new wells should decrease the number of days heavy equipment is needed to break up ice and could contribute to future improvements in EPT richness. In the winter of 2024/2025, Town of Jackson Public Works staff entered Flat Creek with heavy equipment to break up ice nine times; staff did not enter Flat Creek to break up ice a single time in the winter of 2025/2026. Frazil ice formation is related to weather conditions, which are highly variable year to year. It will take several years of data, including some with unseasonably cold periods, to see the true impact of the new thaw wells. Continued monitoring of EPT richness provides a record of stream health before and after these investments are made to improve water quality in Flat Creek. As the Town of Jackson implements the Strategic Stormwater Program Plan that was approved by the Town Council on December 15, 2025, changes in EPT Taxa Richness should continue to be monitored as an indicator of improvements in stream health.

Status: EPT Taxa Richness in Flat Creek is moderate. The species count is above the 2002 low of 9 species and, in 2025, was tied for the highest richness seen since 2013. However, it has not reached the target level of 24.

Flat Creek *E. coli* concentrations

Status: Moderate ● Trend: ↗

Overview: *E. coli* (*Escherichia coli*) are bacteria that reside in the intestines of warm-blooded animals. They are considered “fecal indicator bacteria”, or bacteria that correlate with the presence of fecal material from warm-blooded animals in waterbodies. Flat Creek has been designated “impaired” by the Wyoming Department of Environmental Quality due to *E. coli* concentrations since 2020. The impaired segment for *E. coli* stretches from the Town of Jackson boundary on High School Road down to the confluence with the Snake River.

Metric: *E. coli* concentrations are reported in the most probable number of organisms per 100 mL of water (MPN/100 mL).

Target: There are two targets for *E. coli* concentration in water. The first target is a single-sample concentration of 235 MPN/100 mL, above which there is increased risk of waterborne pathogenic illness from swimming, particularly through nasal and oral pathways. The second target is a moving five-sample average of 126 MPN/100 mL over the summer recreation season, above which the stream is designated as “impaired” by *E. coli* bacteria.

Methods:

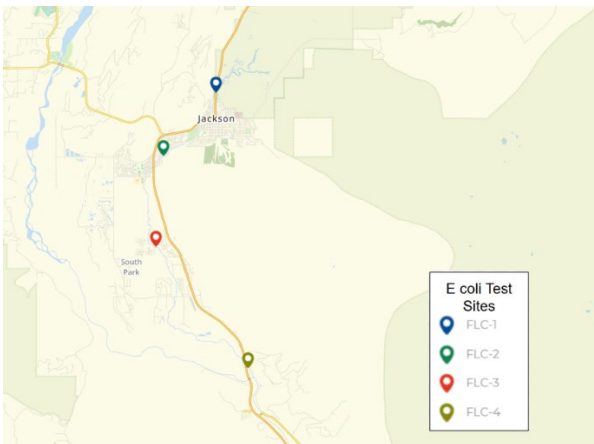


Figure 22. *E. coli* sampling sites.

Teton Conservation District (TCD) collects *E. coli* samples at four sites on Flat Creek on average every two weeks. Two of these sites are located within the Town of Jackson, and two are downstream of the Town. TCD has collected *E. coli* samples at High School Road since 2024. In 2023, data were collected with support from Protect Our Water Jackson Hole. TCD partners with the Teton County Health Department to support the installation of signage where there is increased risk of pathogenic illness based on sampling data.

Summary:

- Flat Creek is impaired for *E. coli* bacteria. Its five-sample moving average has been above 126 MPN/100 mL.
- Flat Creek typically does not exceed the single-sample maximum of 235 MPN/100 mL, particularly within and above the Town of Jackson.
- Single-sample concentrations of *E. coli* are highest 24-48 hours after a rain event.

Findings:

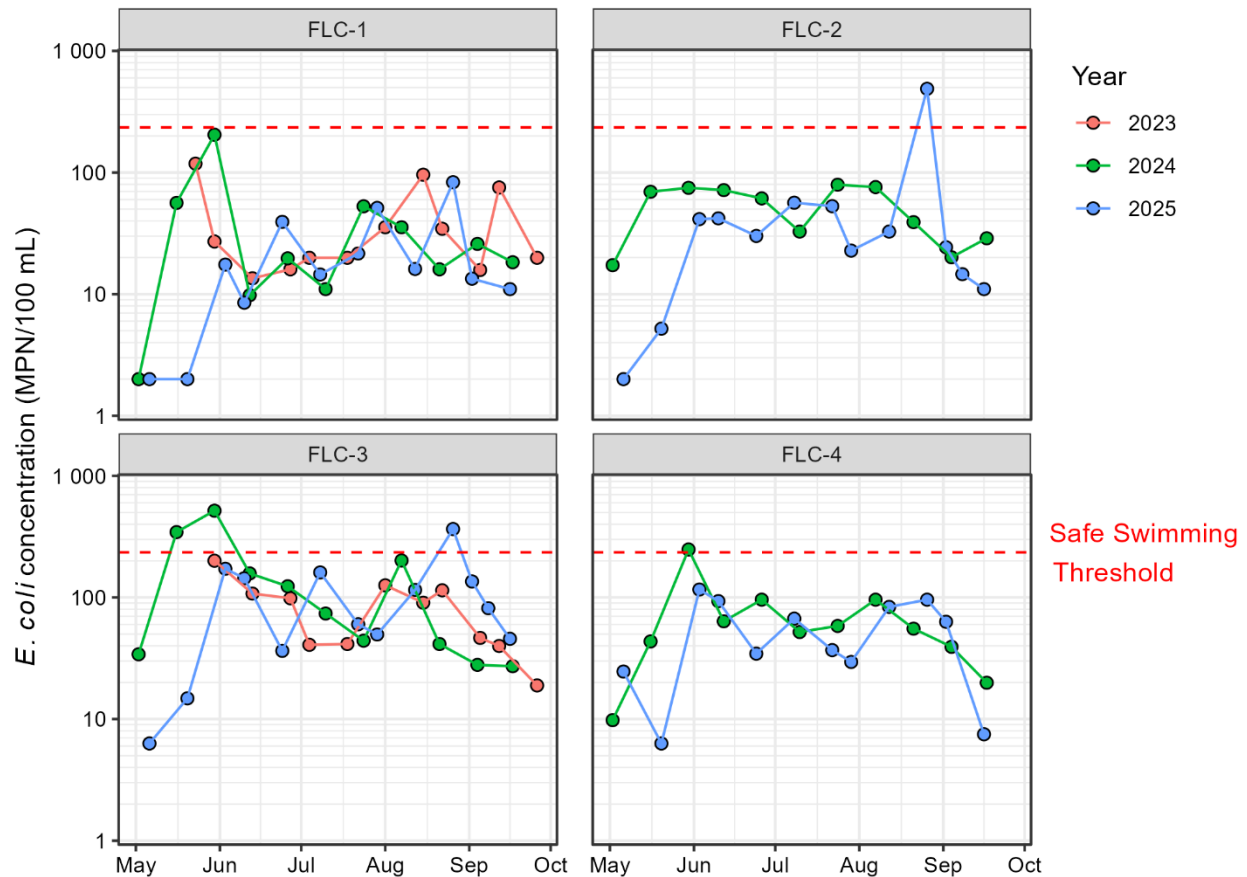


Figure 23. *E. coli* concentrations at four sites in Flat Creek in 2023, 2024, and 2025. Data and visual from Teton Conservation District.

E. coli in Flat Creek is lowest at the two upstream sites within the Town of Jackson. Below the Town of Jackson, *E. coli* concentrations increase through Rafter J Ranch and subsequently decrease near the confluence of the Snake River. *E. coli* concentrations are highest in Flat Creek in the months of May and June, but can also be elevated later in the summer when Flat Creek streamflow decreases given a consistent level of fecal presence and a lower dilution factor.

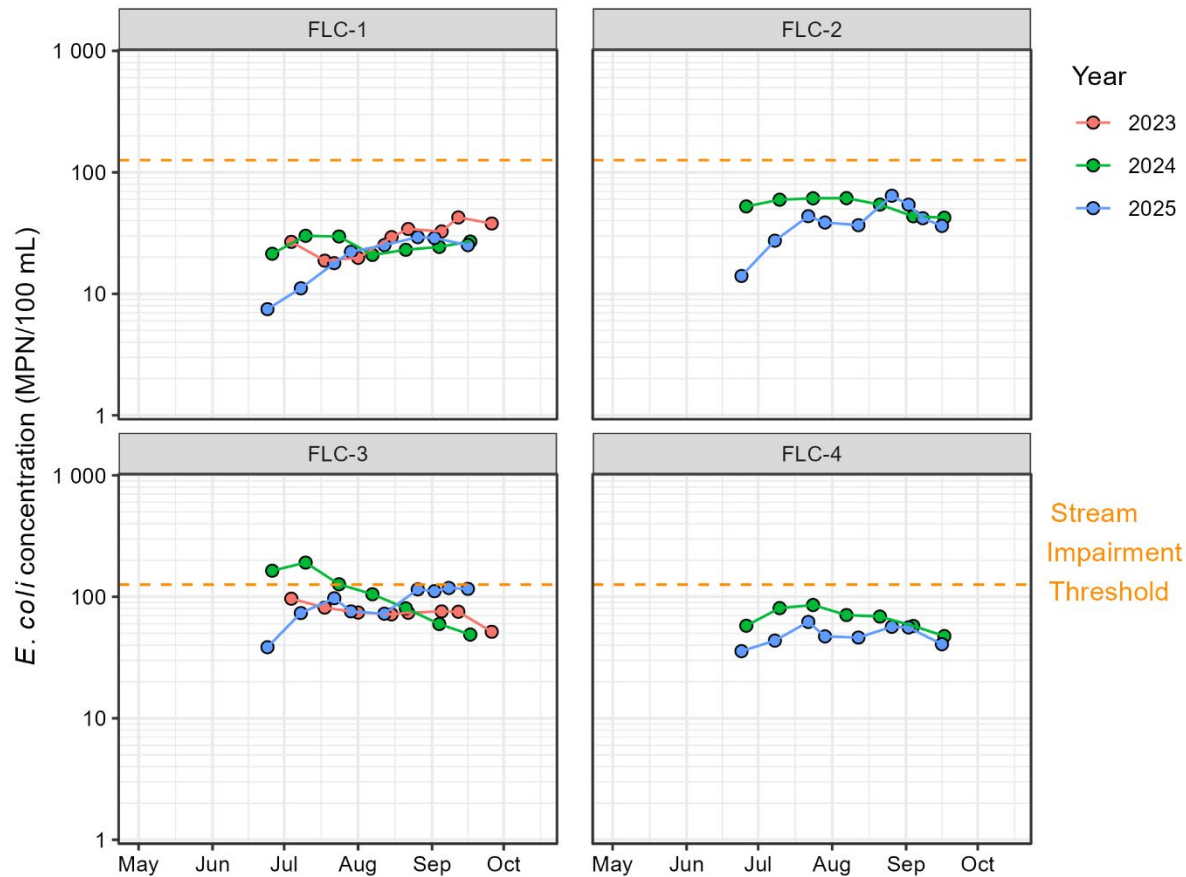


Figure 24. *E. coli* moving average concentrations at four sites in Flat Creek in 2023, 2024, and 2025. Data and visual from Teton Conservation District.

E. coli moving average concentrations exceed the stream impairment threshold of 126 MPN/100 mL only at FLC-3, downstream of the Town of Jackson. At the sites within the Town, and at the site nearest the Snake River, moving average concentrations are below the stream impairment threshold.

Discussion: Sources of *E. coli* in streams range from wildlife, livestock, pet waste, and failing wastewater infrastructure. *E. coli* can be influenced significantly both by land use changes and from heavy precipitation. Heavy rain, especially if preceded by a long period of dry conditions, can flush existing fecal material into adjacent waterbodies. This is a primary reason for short-duration increases in *E. coli* concentration in Flat Creek. In August 2025, one such rain event resulted in concentrations of *E. coli* above the safe swimming threshold of 235 MPN/100 mL in Garaman Park, which decreased shortly thereafter. This is the only occurrence of high *E. coli* concentrations that has been documented in Garaman Park.

Efforts to increase riparian buffers near Flat Creek, which greatly increase filtration and detention of *E. coli* bacteria, can significantly reduce *E. coli* concentrations in Flat Creek where concentrations are high. Riparian exclusion of livestock is a primary driver of *E. coli* reductions in streams nationwide.¹ While Flat Creek does not have an abundance of septic systems adjacent to the stream and relies primarily on sewer infrastructure to transport wastewater to the treatment facility, a single failing septic system can introduce *E. coli* bacteria into Flat Creek.

Status: *E. coli* concentrations in Flat Creek is moderate. While the stream is impaired for *E. coli* concentrations, concentrations within the Town of Jackson have only exceeded the safe swimming threshold of 235 MPN/100 mL once.

¹ Timothy J.Y. Lim, Robert Sargent, Rebekah Henry, Tim D. Fletcher, Rhys A. Coleman, David T. McCarthy, Anna Lintern. Riparian buffers: Disrupting the transport of *E. coli* from rural catchments to streams, *Water Research*, Volume 222, 2022, 118897, ISSN 0043-1354, <https://doi.org/10.1016/j.watres.2022.118897>.

Overview: Microplastics (MPs), defined as small plastic particles less than 5mm in size, are a complex and ubiquitous emerging contaminant. Our understanding of microplastic pollution has grown exponentially in recent years, as has the overall production and consumption of plastic. It is now widely understood that MP pollution is ubiquitous across all environmental compartments (marine and freshwater systems, soil, rain, snow, biota and atmosphere), yet little is known about the abundance, characteristics and distribution of MPs in the Greater Yellowstone Ecosystem (GYE). While it is well-established that MPs result in adverse impacts to organisms and ecosystem processes, at what concentration is less understood. Monitoring MPs in ecosystems is essential for understanding the scope of the problem and for developing effective strategies that address the greater problem of microplastics in our public waterways and terrestrial environments.

To determine critical baseline data on MPs pollution in Flat Creek, Central Wyoming College has developed a monitoring study to help inform on the extent of MP pollution in Flat Creek. This report presents preliminary data on MPs, including black rubbery tire wear particles (TWPs). As the study is still underway, results are from two sampling dates (August 13th and September 10th, 2025) and are preliminary in that advanced chemical analysis is still in progress.

Metric: MPs/L

Target: Currently there are no established Threshold Limit Values (TLV's) or Maximum Daily Limits (MDLs) for microplastics.

Methods:

Surface water samples were collected from the top 20cm at four sites along Flat Creek monthly from August -November, 2024 and June-September, 2025 (see Figure 25). Samples were collected using a 20cm plankton net (Wildco[®] mesh size 80 μ m, diameter

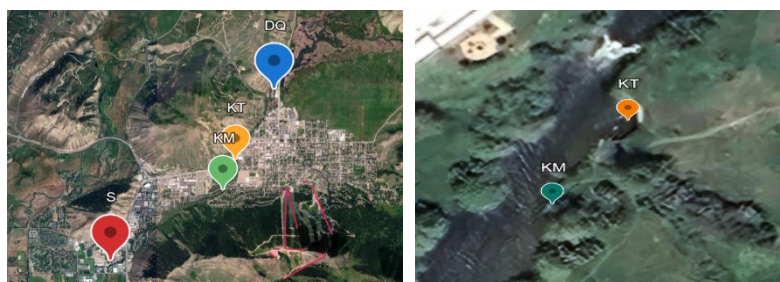


Figure 25. The four sampling sites (Dairy Queen (DQ), Kelly Tube (KT), Karns Meadow (KM) and Smiths (SM)) along Flat Creek.

20.32cm, net material Nitex[®] nylon) submerged just below the surface for ~1-2 minutes (depending on flow rates determined by a Sea-Gear Flow Meter. Three grab samples (~1.8L) were also collected at each site (~1.8L) but are not included in this report.

Due to the variation of sizes, shapes and polymer types that comprise MPs, they are a diverse and complex suite of contaminants (Rochman et al, 2019) making their identification and potential environmental effects in ecosystems challenging. Therefore, a multi-methodological approach with various stages of analysis is required.

Each sample is poured through an 80µm stainless steel sieve and digested with 30% H₂O₂ to digest the organic material. Density separation (1.5g/mL potassium carbonate) is used to separate microplastics from the denser sediment. Optical microscopy is used as Phase 1 to screen for potential microplastic particles and tire wear particles. Phase 2 will apply Nile Red staining and fluorescence to help identify clear and natural-colored particles overlooked by optical microscopy. Phase 3 will apply chemical analysis using micro-FTIR-ATR to confirm and identify the polymer type of each particle.

The results reported here are from Phase 1 of samples collected from three (KT, KM, and SM) of the four sites on August 13th and September 10th, 2025 (n=6). Numbers reported are likely conservative, as they represent only potential microplastics identified in Phase 1 in our analysis and likely underrepresent clear particles and fibers that may escape through the net during sampling. Also, particles smaller than 80µm are not reported.

Summary:

- MPs were identified in all samples collected on August 13th and September 10th, 2025
- Microparticles range from 0.07 – 0.25MPs/L
- 58% of all MPs identified in samples so far are black rubbery particles, most likely from tire wear
- Highest numbers (0.25MPs/L) were identified at the Smiths sampling site after a rainfall event

Findings:

The microparticles reported here were identified using optical microscopy by morphology, color, heat and probing with forceps. Chemical analysis has not yet been completed on these particles. Therefore, the numbers in this report are conservative and are subject to change as additional steps in the analysis are complete.

Upon completing analysis in Phase 1, a mean of 0.125 ± 0.07 MPs/L were observed in all samples ($n=6$) collected on August 13th and September 10th, 2025. The number of particles observed per site ranged from 74-541 (mean = 185, median = 115.5). Of the 1108 MPs observed to date, 6% are films (thin and flexible), 12% are fragments (irregularly shaped and hard), 24% are fibers, and

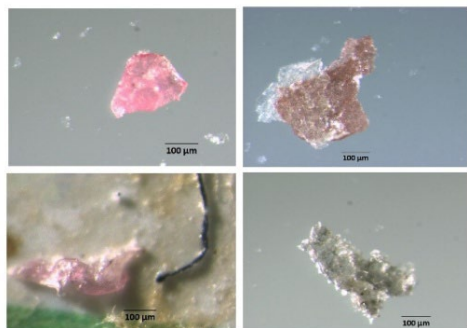


Figure 16. Examples of MPs observed. Upper left is a fragment, upper right is a film, lower left is a fragment and fiber, and lower right is a film.

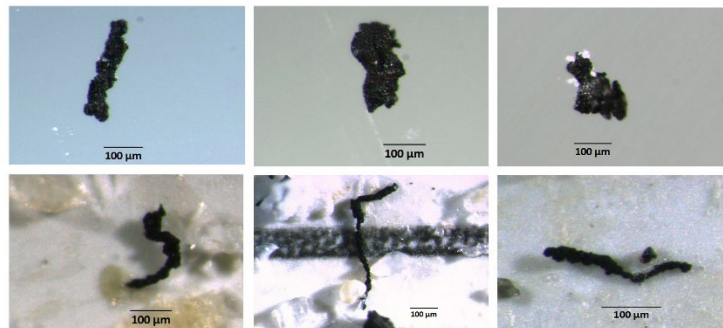


Figure 27. Examples of tire wear particles observed in this study.

58% are black rubbery particles similar to tire wear particles reported in other studies (see Figures 26 and 27).

With Phases 2 and 3 of analysis not yet complete, it is difficult to draw conclusions based on the limited data. However, tire wear particles are prevalent in all samples (Figure 28) and are highest in the Smiths sample on September 9th (Figure 29) which could be the result of a rain event the day prior. Although these data are conservative and require further analysis, identification of tire wear particles using optical microscopy has been reported a reliable identification method in other studies (Hossain et al, 2026). Therefore, it is not expected that the number of TWPs reported in these samples will change with further analysis.

Discussion:

Microplastic (MP) pollution is a multi-faceted problem requiring interdisciplinary

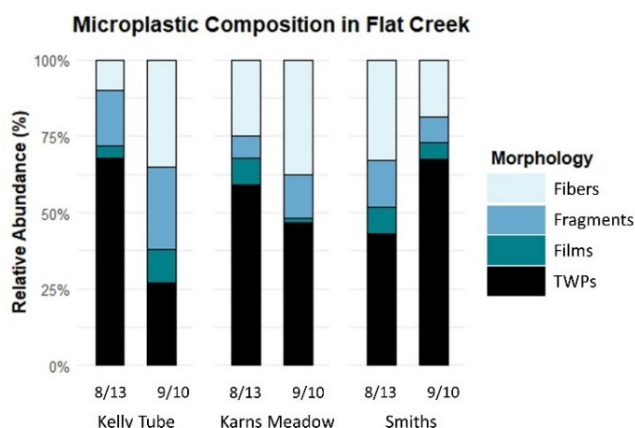


Figure 28. Relative abundance of MP types observed per sampling site. Tire wear particles (TWPs) are prevalent in all samples and are highest at the Smiths location on 9/10/25.

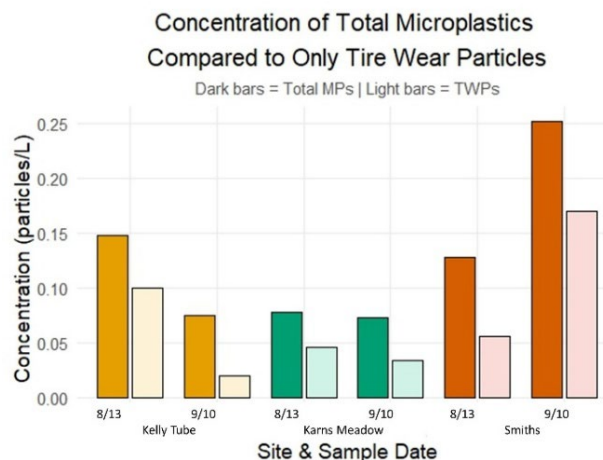


Figure 29. Concentration of MPs and TWPs (per Liter) at each sampling site on 8/13/25 and 9/10/25.

approaches to understand the breadth of the problem and to formulate solutions. As MPs have been reported ubiquitously across all environmental samples from highly populated to remote areas across the globe, it is not surprising that MPs were detected in all samples collected in Flat Creek.

Numbers reported are likely conservative, as they represent only potential microplastics identified in Phase 1 in our analysis and likely underrepresent clear particles and fibers that may escape through the net during sampling. Furthermore, particles smaller than 80µm are not reported.

Nonetheless the high abundance of black rubbery particles from tire wear is important to note. Tire wear particles are identified as a subset up microplastics, contributing ~ 28% to MP emissions worldwide (Hossain et al, 2026) and are gaining increasing attention due to their prevalence in environmental samples and potential environmental implications. The EPA has identified 167 of the 355 chemicals found in car tires that have guidelines to limit their concentration due to known toxicity (Hossain et al., 2026) and their ability to leach into waterways (Peter et al, 2018). One such chemical, 6PPD-quinone (*(N-(1,3-dimethylbutyl)-N'-phenyl-p-phenylenediamine)*), has been linked to mortality events of Coho Salmon in the Pacific Northwest when entering waterways via stormwater runoff (Tian et al, 2021). Rainbow and Brook trout have also shown vulnerability to this chemical (Brinkmann et al, 2019). While results are still in their infancy, the abundance of TWPs observed so far in this study, specifically at the Smith's site after rainfall, suggest that sampling directly for 6PPD-quinone may be an important consideration and complement to this data.

Monitoring MPs in ecosystems is essential for identifying sources and developing effective strategies that address MPs in our public waterways and terrestrial environments. Results from this study can help identify sources of MP pollution and inform managers on the value of implementing microplastic specific mitigation techniques. For example, the implementation of additional green stormwater infrastructures (such as rain gardens along roadsides and near storm drains) have been shown to significantly reduce microplastics, tire wear particles and other pollutants in stormwater effluent (from 91-98%) (Gilbreath et al, 2019; Werbowski et al, 2021).

As population growth and heavy tourism continue to increase, understanding and addressing microplastic pollution is important. Determining baseline levels, tracking trends and recognizing sources are important in identifying priorities for mitigation and effective management strategies in order to preserve the health of our waterways for future generations.

Status: Due to a lack of standardized field and laboratory methods in microplastics research, comparing results across other MPs studies is challenging. Concentrations of MPs in various fresh waterbodies, rivers included, vary greatly. Results reported here are preliminary as analysis is still underway and data is not yet complete, therefore it would be pre-mature to identify MP pollution within Flat Creek as low, moderate or good. Furthermore, as this is the first study to monitor for MPs in Flat Creek long-term data sets are not available.

Acknowledgements

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Werbowski, L. M., Gilbreath, A. N., Munno, K., Zhu, X., Grbic, J., Wu, T., ... & Rochman, C. M. (2021). Urban stormwater runoff: a major pathway for anthropogenic particles, black rubbery fragments, and other types of microplastics to urban receiving waters. *ACS ES&T Water*, 1(6), 1420-1428.

Invasive Species

Aquatic Invasive Species

Status: Good ●

Trend: →

Overview: Aquatic invasive species threaten native species by outcompeting them for resources and by changing the water chemistry. They can spread when equipment and watercraft are not properly cleaned and dried between bodies of water. Some of the most threatening aquatic invasive species include zebra mussels (*Dreissena polymorpha*) and quagga mussels (*Dreissena bugensis*). Both species are small mussels that originated in Eurasia and have infiltrated waterways in 43 U.S states. They cause fisheries to collapse, impair water quality, damage boats and infrastructure, and are hazardous to swimmers. Zebra and quagga^{xi} watercraft inspections are a critical preventive measure to reduce the risk of aquatic invasive species entering local waterways. The number of annual watercraft inspections is a performance measure for aquatic ecosystem health.

Metrics: Number of zebra or quagga mussels detected in Teton County waterways. We also record the number of annual watercraft inspections and mussel-fouled vessels, which indicates efforts to keep invasive mussels out of regional waterways.

Target: No zebra or quagga mussels are detected in Teton County waterways.

Methods: Total water inspections, high-risk water inspections, and decontaminations reported by the Wyoming Game and Fish Department (WGFD) were used to assess aquatic invasive species (AIS) in Jackson's environment. Data comes from all WGFD inspection stations. The aim of these inspections is to detect and prevent the introduction of AIS into state waterways. Inspections are carried out on all out-of-state watercraft entering Wyoming. An inspection is designated high risk if the inspected watercraft last boated on invasive dreissenid mussel-positive water. Decontaminations are watercrafts which were found to have AIS attached and underwent a decontamination process.

WGFD conducts annual field samplings for AIS, though the presence of zebra or quagga mussels has not been reported thus far.

Summary:

- No zebra or quagga mussels have infiltrated Teton County waterways.
- In 2025, invasive mussels were detected on four watercraft during inspection.
- The New Zealand mud snail is the only invasive species currently in waterways.

Findings:

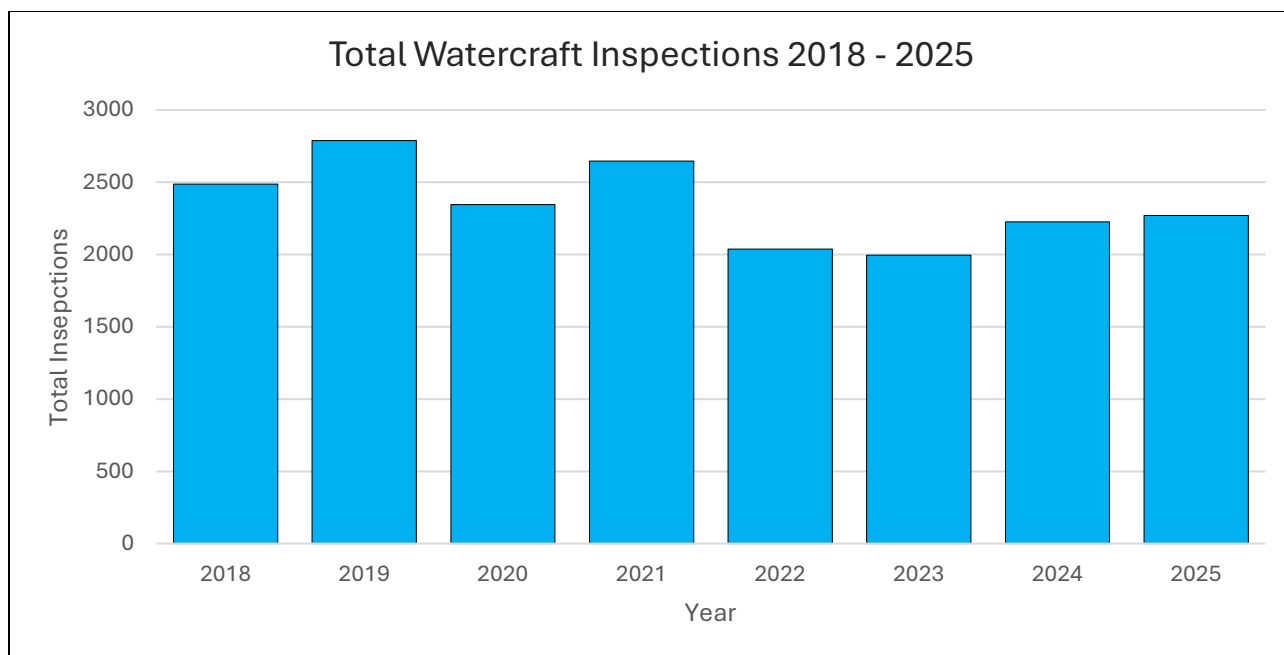


Figure 30: The total number of watercraft vehicles inspected for aquatic invasive species before entering regional waterways from 2018 – 2025. Source: Wyoming Game and Fish Department (WGFD).

Figure 30 shows the number of watercraft inspections that have occurred each year starting in 2018. Inspection rates peaked in 2019 with 2,487 inspections. In 2025, 2,270 vessels were inspected before entering local waterways. Local waterways include the Snake River, Jackson Lake, Jenny Lake, String Lake, Hoback River, the Gros Ventre River, Leigh Lake, Lower Slide Lake, and the Buffalo Fork River.

Inspected Watercrafts with Invasive Mussels Attached

Year	2018	2019	2020	2021	2022	2023	2024	2025
Mussel-Fouled Watercraft	0	0	1	2	1	0	2	4

Figure 31: The number of inspected watercrafts on which invasive mussels were attached from 2018 – 2025. Source: WGFD.

Figure 31 lists the number of vessels on which invasive mussels were detected during inspection. 2020 marked the first year that mussels were detected on a vessel during the period in which we are recording for this report. Since 2018, invasive mussels have been detected on an average of 1.25 vessels annually. There were four detections in 2025, which is the highest number of mussel-fouled vessels detected in a single year in our region during the period of record.

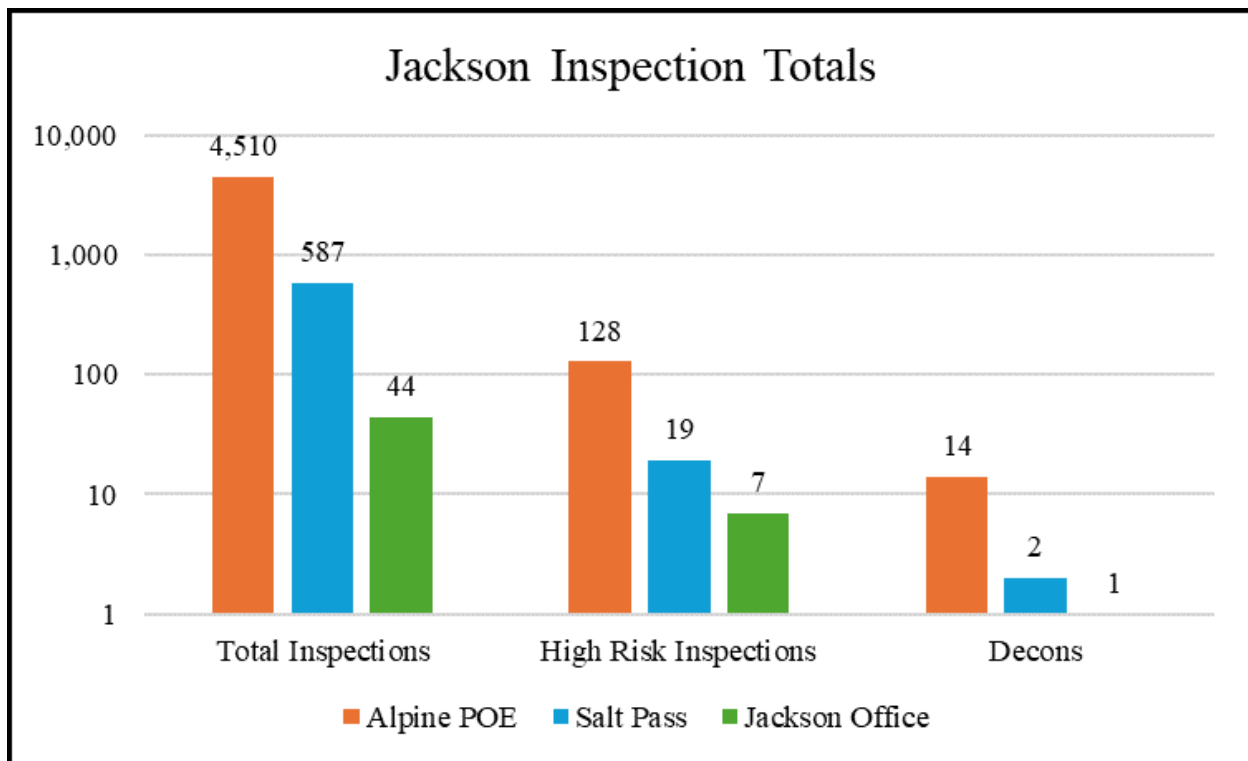


Figure 32: The number of watercrafts inspected designated by location, inspection type, and whether watercraft underwent decontamination for 2025. Source: WGFD.

Figure 32 shows the number of inspections WGFD conducted at their Alpine Port of Entry (POE), Salt Pass, and Jackson office locations, as well as how many were designated as high-risk or required decontamination. High-risk inspections are inspections of vessels that have last boated on dreissenid mussel positive water. Decontamination occurs when a vessel undergoes treatment to mitigate aquatic invasive species risk. In 2025, the WGFD conducted 44 boat inspections in total at their Jackson office. Seven of the inspections were high risk, and one of the high-risk vessels had zebra mussels attached and required a full decontamination. Nearly 16% of the inspections in Jackson were labeled high risk. Salt Pass had the second highest proportion of high-risk inspections with over 3% of their total inspections being labeled as such. 2% of the inspections conducted in Jackson resulted in the need for decontamination, whereas less than 0.5% of inspections resulted in decontamination at other WGFD sites.

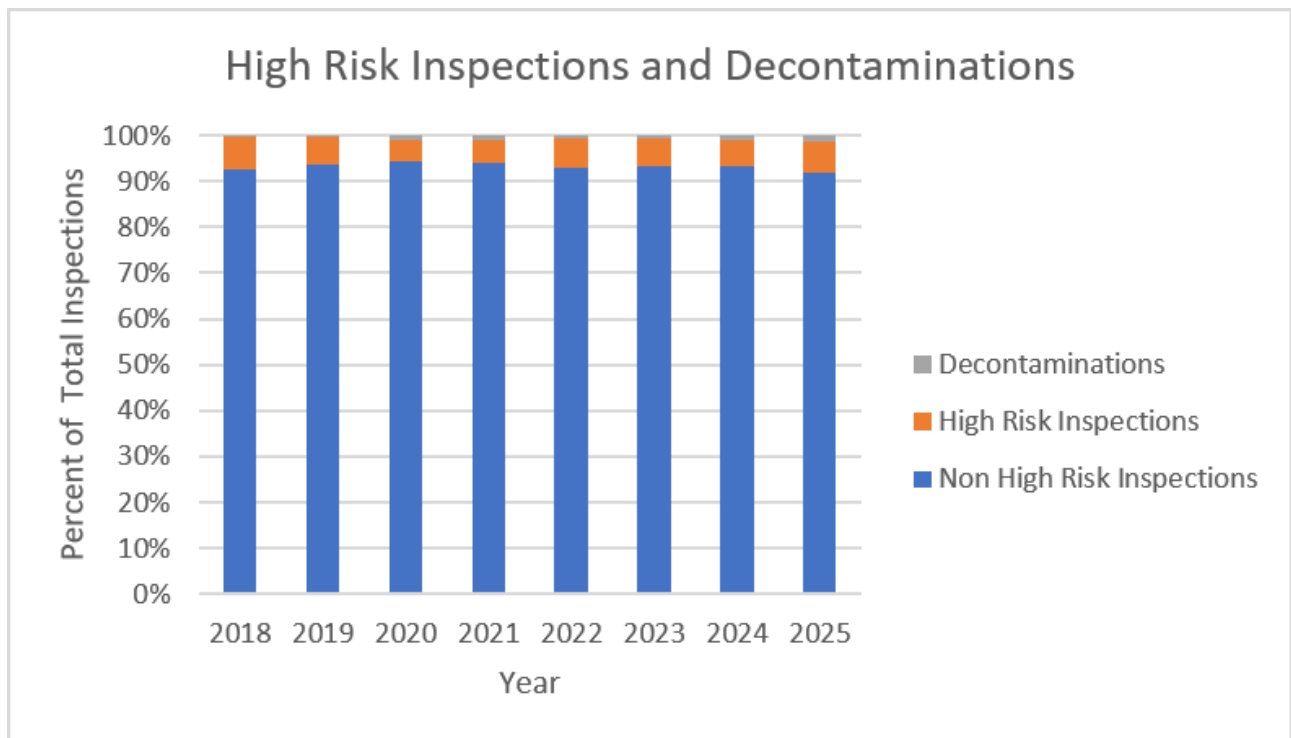


Figure 33: The percentage of total watercraft vehicles inspected for aquatic invasive species before entering regional waterways designated as high risk or resulting in decontaminations from 2018 – 2025. Source: WGFD.

Figure 33 shows high-risk inspections and decontaminations as a percentage of total inspections of vessels entering local waterways. 2025 had the highest proportion of high-risk inspections and decontaminations of any year, with approximately 8% of inspections designated as high risk and almost 1.5% of high-risk inspections resulting in decontamination.

Discussion: Overall, watercraft inspections have effectively prevented invasive zebra and quagga mussels from entering Teton County waterways. Currently, the New Zealand mud snail is the only aquatic invasive that has infiltrated waterways in Teton County. Like the mussels, they outcompete native snails and alter water chemistry. These snails were first introduced by watercraft and fishing gear and were then transported downstream. New Zealand mud snails cannot be removed by native species, as they are not digestible and therefore not a viable food source (WGFD)^{xii}. Populations of New Zealand mud snails have been present in Polecat Creek and the Snake River at Flagg Ranch since at least 2000 (WGFD). Their spread appears to be limited to the upper Snake River above Jackson Lake, though they were documented further upstream in 2025 than in previous years. These populations were sampled south of the Yellowstone National Park Boundary at the Southgate boat ramp.

While zebra and quagga mussels have not been detected in local waterways to date, the percentage of inspections that are high risk is increasing, as is the number of watercraft inspected

with mussels attached. In 2025, WGFD conducted a moderate number of vessel inspections as compared to previous years, yet the number and proportion of invasive mussel-fouled watercraft, as well as vessels that had previously boated on AIS-positive waters, were the largest recordings to date. Maintaining zebra and quagga mussel-free waterways will require maintaining strong detection and mitigation programs and boater education.

Status explanation: Aquatic invasive species are considered good because zebra and quagga mussels have not been detected in local waterways.

Spread of Invasive Plant Species

Status: Good 

Trend: 

Overview: Invasive species outcompete native species that provide critical ecosystem services and wildlife habitat. They also harm soil, and drier species can exacerbate the spread of wildfires.^{xiii} Common invasive plants in the Jackson region include Canada thistle, musk thistle, houndstongue, black henbane, spotted knapweed, and cheatgrass, among others.^{xiv} Total acres treated and the percentage of impacted acreage treated are key performance indicators for measuring efforts to reduce infestation and restore native habitats.

Metric: Acres impacted by invasive species each year.

Target: Fewer than **12,000 acres are affected** by invasive species annually.

Methods: The primary metric for assessing the spread of invasive plant species is acres impacted. Teton County Weed and Pest (TCWP) provided data for impacted acres based on TCWP's annual mapping efforts. When TCWP encounters an invasive plant in their surveying, 0.02 of an acre is mapped as impacted by invasive plants. This method estimates that 0.02 acres is the area that the seed could spread. In reality, the spread of impact for some plants will be much further and for others the spread will be much less. 0.02 acres was chosen for comparability across different species of invasive plants.

Acres treated is the amount of area where herbicide being sprayed on lands impacted by invasive plants. It is measured by volume of herbicide being sprayed which is then converted to acres. Acres treated is a performance metric reported in tandem with acres impacted to show the impressive mitigation efforts that are underway.

TCWP has a "base program" where some areas will always be in the scope of their weed treatment plan every year. However, funding from Local, State, and Federal partners varies each year which affects the scope of TCWP's weeding projects. Generally, TCWP surveys around 6500 acres each year for invasive plants. More information on TCWP's programs and weeding efforts can be accessed on their website².

Summary:

- 2012 had the most acres impacted: 18,417.
- 2024 had the fewest acres impacted: 10,175.
- In 2025, 10,410 acres were impacted, and 438 acres (4.21%) were treated.

² Additional info on TCWP's invasive plant programs can be accessed here:

[Early Detection & Rapid Response | Teton County Weed & Pest](#)

[Management Programs at Teton County Weed & Pest Wyoming](#)

Findings:

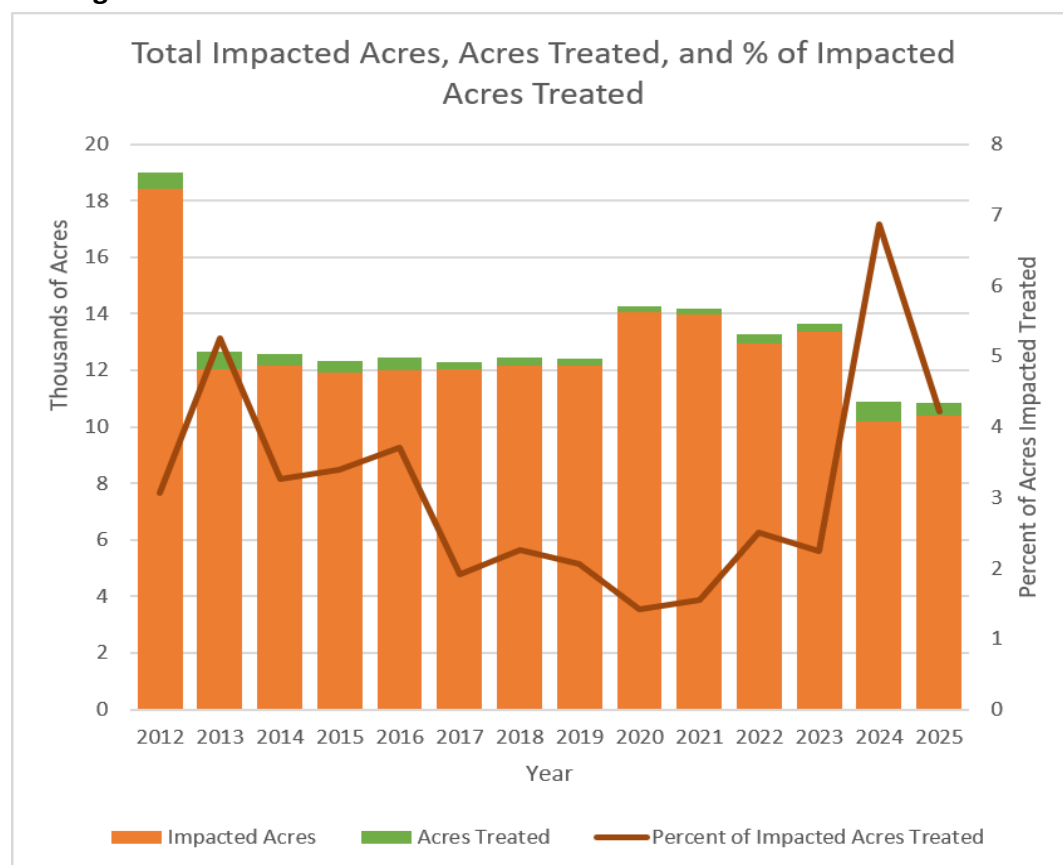


Figure 34: Total acres impacted by invasive species, total acres treated, and the percent of the impacted acreage treated each year 2012-2025. Source: Teton County Weed & Pest (TCWP).

Figure 34 shows the annual acres of land affected by invasive species. The affected acreage peaked in 2012, then remained relatively stable from 2013 through 2019 fluctuating between 11,900 and 12,200 acres. Beginning in 2020, there was a slight increase in impacted acreage, reaching its highest level since 2012 and remaining relatively high through 2023, varying between 14,060 and 12,933 acres. In 2024, impacted acreage decreased to its lowest point since 2012, followed by a slight increase in 2025. In 2025, the impacted acreage was 1,590 acres (13.25%) below the 12,000-acre target.

Figure 34 also displays the percentage of impacted acres treated each year. There is a notable increase in the percentage of impacted lands being treated in 2013 following a period of higher acreage of invasive plants in 2012. In the years following 2013, fewer acres underwent treatment until 2021, when treatment efforts began to increase again. The highest treatment coverage occurred in 2024, when 6.86% of impacted land was addressed following an increase in affected

acres between 2020 and 2023. Treated acreage declined in 2025, though remained higher than average.

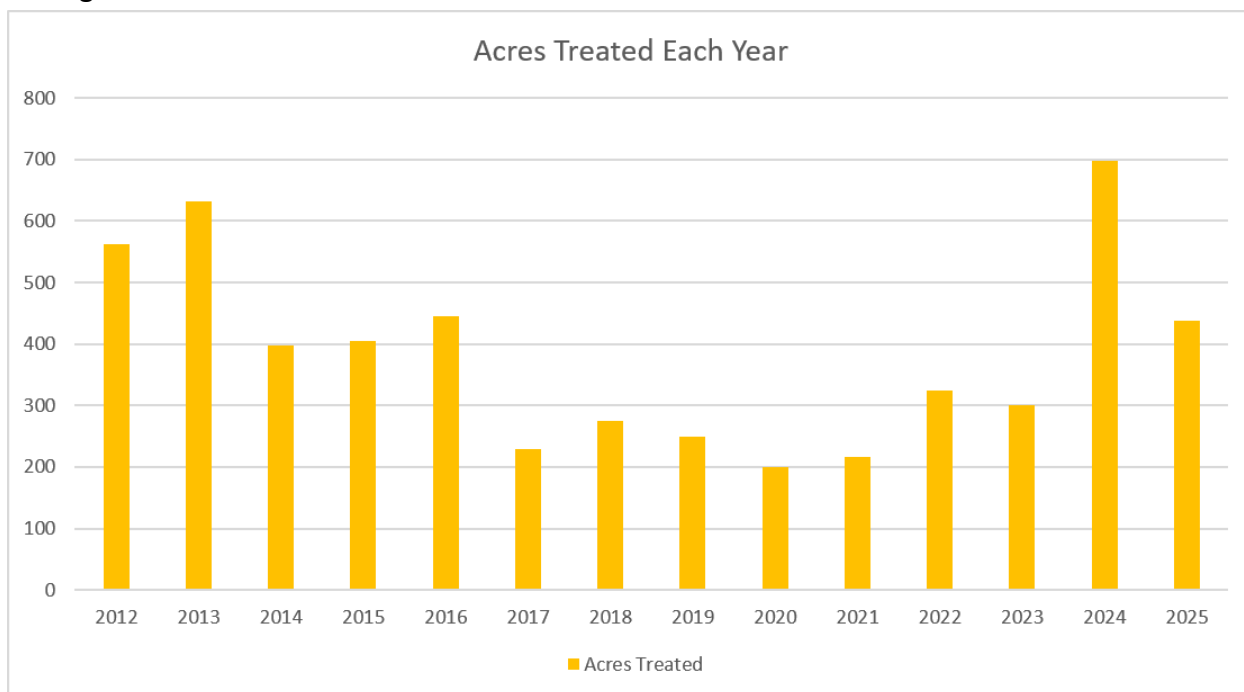


Figure 35: Acres treated for invasive species each year 2012 – 2025. Source: TCWP.

Figure 35 shows the total number of acres treated for invasive species over 14 years. Treatment efforts were high in 2013 and then steadily declined through 2020. From 2021 to 2024, treatment efforts notably increased. Treatment levels declined in 2025 but remain higher than in most previous years. Treatment levels were recorded at their highest during the beginning and end of reporting between 2012 and 2025.

Discussion: Impacted acreage exceeded 15,000 acres in 2012, fluctuated around the 12,000-acre target from 2013-2019, increased between 2020 and 2023, and then decreased in 2024 and 2025 to below the target 12,000-acre threshold. The increased treatment coverage in 2024 and 2025 could explain the decline in acreage impacted by invasive plants. In 2024 and 2025, Teton County Weed and Pest received extra funding from Wyoming Game and Fish and Bridger Teton National Forest, which may have made more rigorous treatment or other weed extermination efforts possible as compared to prior years. Other methods that could reduce impacted acreage include early detection and rapid response to new infestations, improved monitoring, and restoration with native vegetation. In any year, impacted acreage could increase due to factors such as reduced funding or treatment capacity, prolonged droughts that create favorable conditions for invasive plants, soil disturbances from development, and lack of coordination among landowners. These variables could result in more impacted acres in spite of weed extermination efforts. Invasive plant removal efforts are led by Teton County Weed and Pest, private

landowners, and small volunteer groups led by the Jackson Hole Land Trust, Jackson Hole Wildlife Foundation, Teton Conservation District, and other organizations. It is important to note that while a higher percentage of invasives treated can indicate effective management, it may also correspond to higher prevalence levels. Therefore, tracking both impacted acreage and treatment coverage annually is necessary to accurately evaluate ecosystem health.

Status: The spread of invasive species received a good score because the acres impacted by invasive plants in 2025 were below 12,000.

Wildlife

Fencing Modified or Removed

Status: Moderate ●

Trend: ↑

Overview: Fencing is a crucial component of many ranches and farms, but it can interfere with wildlife movements, habitats, and behavior.^{xv} Some fences remain on landscapes long after their original purpose has expired and can be removed to restore habitat connectivity and reduce wildlife injuries. Fencing that still serves a purpose can be modified to limit negative impacts on wildlife. Tracking annual miles of fencing removed or modified, along with total cumulative removals, can reveal new and restored wildlife movement corridors.

Metric: The miles of fencing modified or removed inside and outside of Teton County annually.

Target: Fencing no longer interferes with critical wildlife corridors.

Methods:

Miles of fencing modified or removed inside and outside of Teton County annually is used to assess performance of modifying or removing fencing. Data is collected and provided by the Jackson Hole Wildlife Foundation (JHWF). Every year, JHWF leads projects where they remove or modify wildlife fencing that has the potential to inhibit wildlife movement and behavior. JHWF reports the amount of fence they remove or modify in miles from their annual projects. Some fencing improvements may require seasonal modifications every year.

Summary:

- Tracking of fencing inside Teton County began in 2012 with 7.42 miles of fence removed or modified in the county.
 - Tracking of fencing outside of Teton County began in 2018 with 15.68 miles of fence removed or modified in and outside the county.
 - In 2025, 23.6 miles of total fencing were improved or removed in and outside the county.
-

Findings:

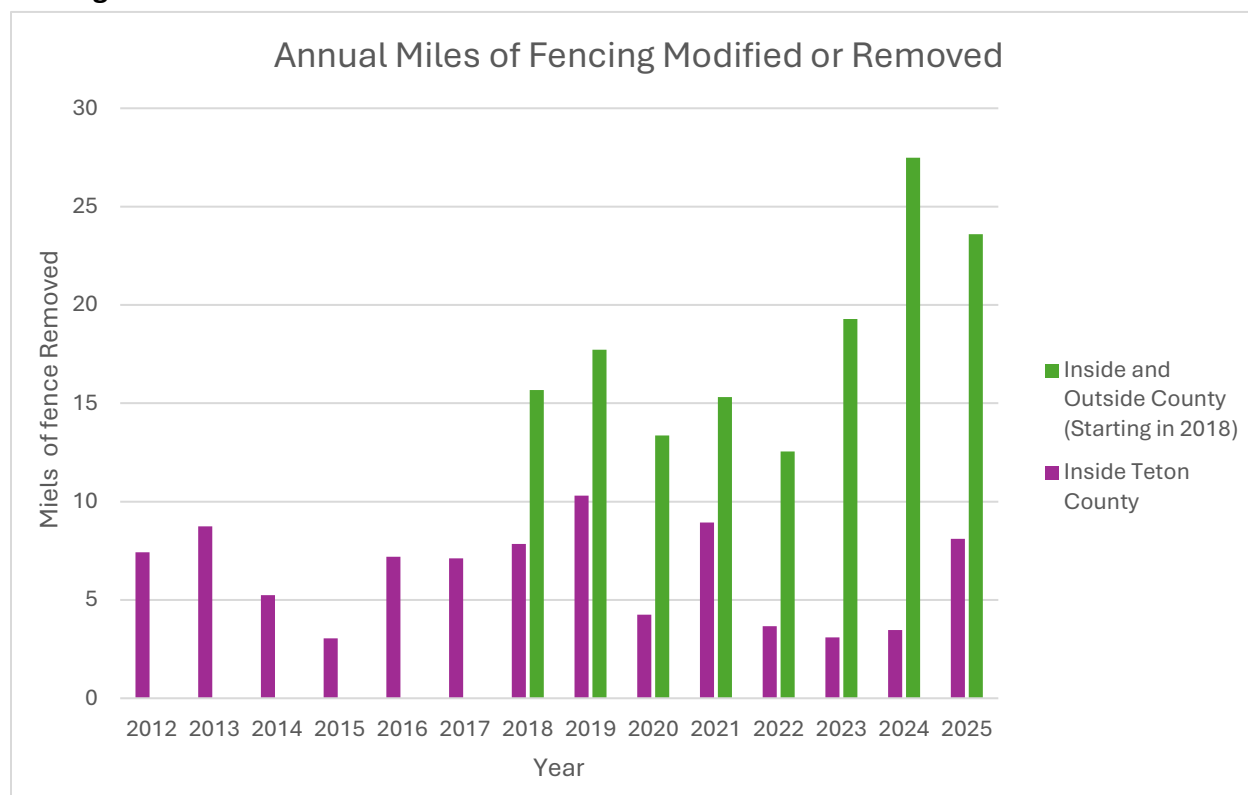


Figure 36: Miles of fencing modified or removed each year in Teton County and in total (Teton County, Sublette County, areas outside Teton and Sublette County, and for Sage Grouse) between 2012-2025. Source: Jackson Hole Wildlife Foundation (JHWF).

Figure 36 shows the miles of fencing that were removed or improved for wildlife each year between 2012 and 2025. Fence improvement and removal in Teton County peaked in 2019 and then reached its second highest peak in 2021. Total miles of fencing removed or improved, which includes data from projects occurring within Teton County and surrounding areas such as Sublette County, sage grouse habitats, and other areas outside of Teton County, is reported beginning in 2018. Between 2022 and 2024, miles of fencing removed or improved within the county decreased while miles of fencing removed or improved outside of Teton County increased. In 2025, 8.1 miles of fencing was removed or improved within Teton County, including 0.4 miles of fencing that bordered a Town of Jackson property on East Gros Ventre Butte. In total, 23.6 miles of fencing was removed or improved in the region in 2025, the second highest number of miles recorded to date. Data collection outside of Teton County began in 2018 and only includes projects supported by the Jackson Hole Wildlife Foundation.

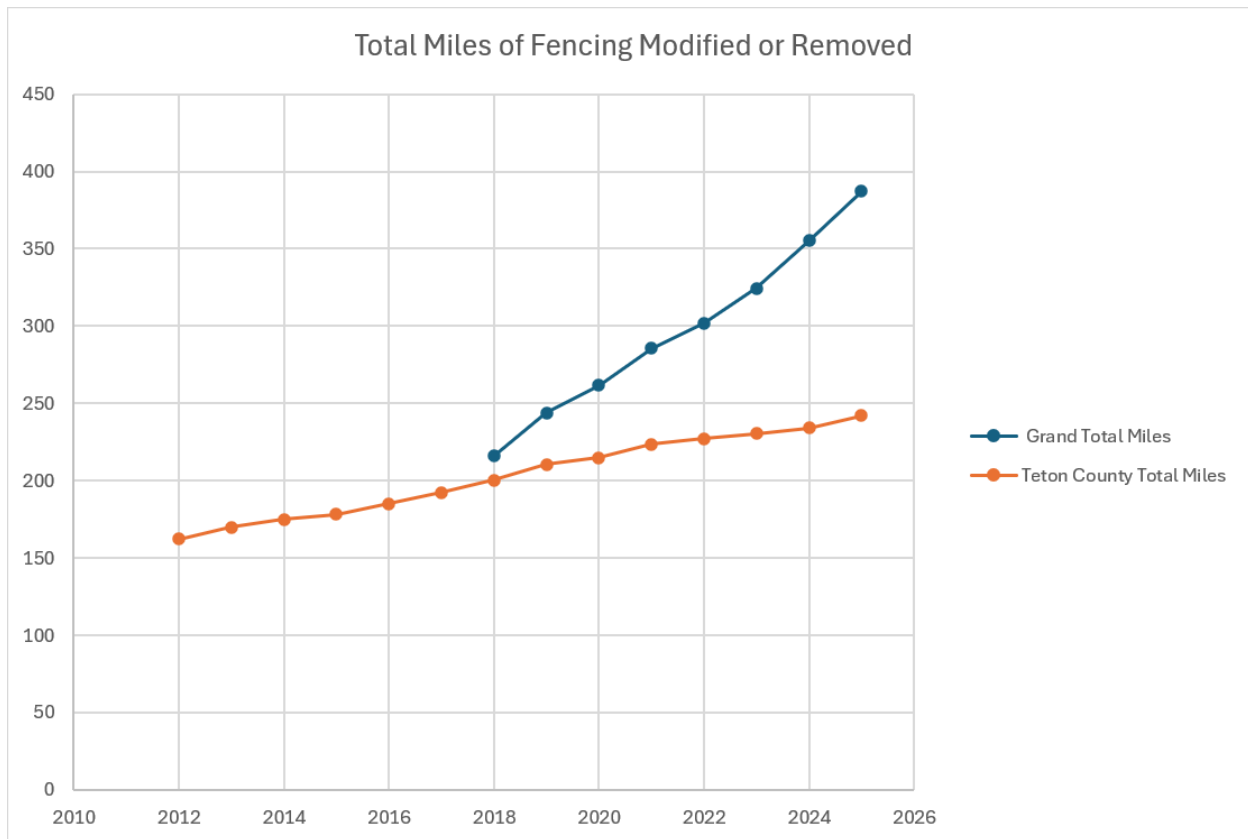


Figure 37: Total miles of fencing that has been modified or removed from Teton County and in total (Teton County, Sublette County, areas outside Teton and Sublette County, and for Sage Grouse) from 2012 to 2025. Source: JHWF.

Figure 37 displays the cumulative miles of fencing modified or removed beginning in 2012 within Teton County and in 2018 in the greater region. JHWF projects modified or removed 162 miles of fencing prior to 2012. In 2025, 8.1 miles of fence were removed or improved in Teton County, increasing the total miles of fencing removed or improved in the County by 3.5 % to 242 miles. Miles of fence removed or improved from projects both inside and outside the county increased by 23.6 miles, increasing the total miles of fence removed or modified from JHWF projects by 8.9% to 387 miles. A small percentage of fencing included in this measurement may be modified annually. While that means some fencing may be counted more than once, it is included in this report because seasonal modifications are an important strategy to improve habitat connectivity for wildlife. This metric shows effort, and annual modifications are included in that effort.

Discussion: Miles of fencing improved or removed within Teton County in 2025 increased from the previous year, and miles of fence modified or removed by JHWF annually are trending upward. This may indicate that fencing in crucial wildlife habitat is being increasingly addressed, that conservation awareness to restore wildlife corridors has grown, that projects undertaken in recent years were easier to accomplish, such as seasonal modifications to fencing, or that wildlife

fencing with high priority for removal or modification was identified. Fencing improvements outside of Teton County are included in this report because they are critical for maintaining healthy wildlife populations, as species migration patterns extend beyond county lines and the health of our local ungulate herds depends on their ability to migrate to and from winter range.

The total miles of fencing improved or removed cannot be used to determine the total miles of fencing remaining. To use this data most effectively, GIS data on the miles of fencing that currently exist in Teton County and in wildlife corridors would be required.

Status: Fencing improved or removed received an overall score of “Moderate”. The efforts of nonprofit organizations and volunteers to remove or improve well over 300 miles of fencing is commendable. However, fencing that impedes movement in critical wildlife corridors remains in the ecosystem.

Human-Wildlife Conflicts

Status: Good 

Trend: 

Overview: Human-wildlife conflicts are encounters that lead to physical harm, property damage, or loss of property or livelihood. Human-bear conflicts often result in the bear being trapped and relocated or euthanized. Unsecured trash is the leading cause of human-bear conflicts in Teton County. Fruit trees, bird feeders, and agricultural activities such as chicken coops and apiaries are also frequent sources of conflicts.^{xvi} The number of conflicts does not directly correlate to a healthy ecosystem or desired population numbers. However, monitoring human-bear conflicts helps gauge the effectiveness of wildlife feeding regulations and the transition to bear-resistant trash bins. Understanding the sources of human-bear conflicts supports effective management, policy, and public outreach efforts.

Metric: The number of conflicts between humans and grizzly bears and black bears each year.

Target: Fewer than 50 total bear conflicts annually in the Jackson District and Grand Teton National Park.

Methods: The number of bear conflicts reported by Wyoming Game and Fish Department (WGFD) and Grand Teton National Park (GTNP) are used to assess the human-wildlife conflict metric for this report. Conflicts reported by WGFD occurred within the Jackson District. The Jackson District is located in the far west of Wyoming and is comprised of Teton County and parts of Lincoln County, Sublette County, and Fremont County. The Wyoming-Idaho border makes the west boundary, Yellowstone National Park marks the northern boundary, and the east boundary follows the Continental Divide south to the divide of the Wyoming Range to Salt Pass. Major towns within the Jackson district include Jackson, Afton, Thayne, Alpine, Wilson, and Bondurant. The district also includes the National Elk Refuge. Conflicts that occur within GTNP are reported separately by the park. Both data sets are included in this report.

Bear conflicts are defined as incidents of a bear obtaining unnatural foods such as human food and garbage, damaging human property, entering human structures, or injuring or killing humans, pets, or livestock, and are reported to the management agency in which they occur.

Summary:

- Since 2017, the highest number of black bear conflicts was in 2024 at 164.
 - Since 2017, the highest number of grizzly bear conflicts was in 2021 at 66.
 - In 2025, there were 31 black bear conflicts and 4 grizzly bear conflicts.
-

Findings:

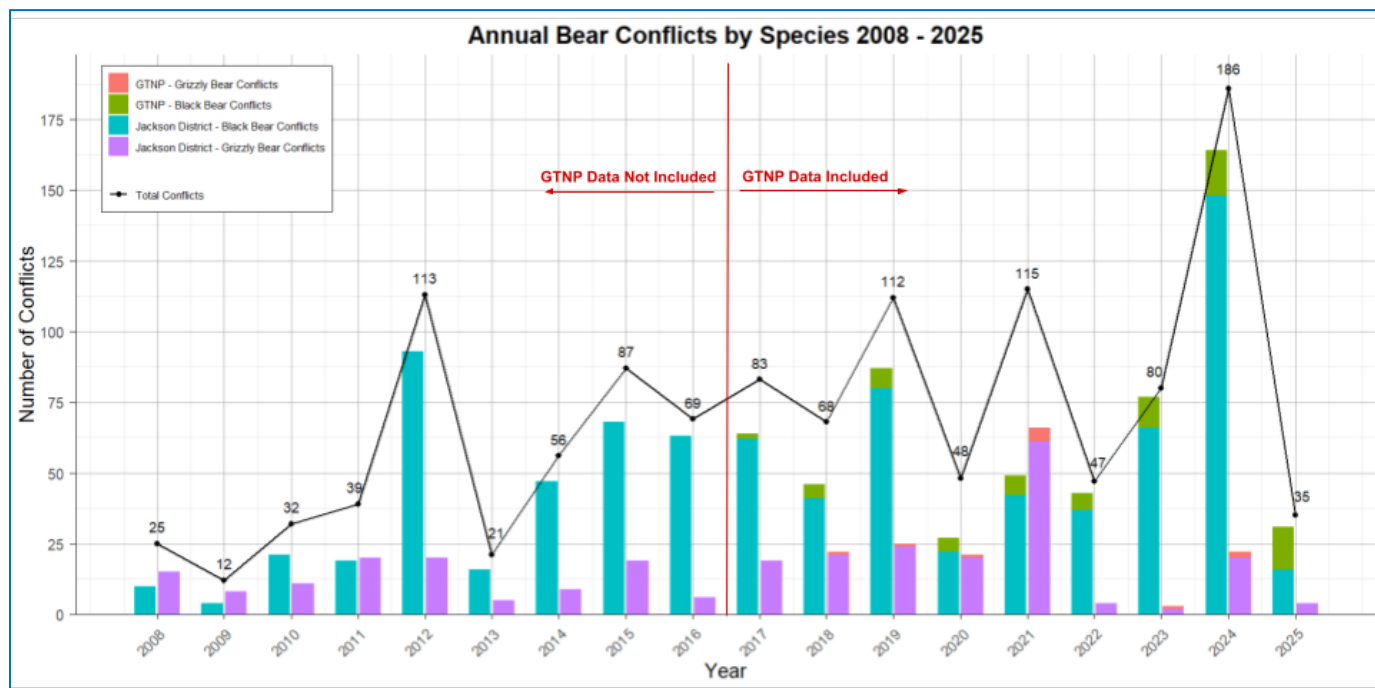


Figure 38: The number of black bear and grizzly bear conflicts in the Jackson District, 2008-2025, and Grand Teton National Park (GTNP), 2017-2025. Source: GTNP and WGFD.

Figure 38 displays the number of grizzly and black bear conflicts in the Jackson District outside of Grand Teton National Park (GTNP), the number of bear conflicts within the park, and the total annual number of conflicts. Data from GTNP is shown beginning in 2017. The number of conflicts has fluctuated annually for both species. Black bear conflicts exceeded grizzly bear conflicts every year except for 2021.

2025 marked the second-lowest year of recorded bear conflicts in the Jackson District since 2008, with only 2009 having fewer reported conflicts. In 2025, black bear and grizzly bear conflicts decreased 89.2% and 80% respectively. Black bear conflicts declined from a high of 148 in 2024 to 16 in 2025, while grizzly bear conflicts decreased from 20 in 2024 to 4 in 2025. Between 2008 and 2025 the average number of reported black bear and grizzly bear conflicts is 47.5 black bear and 16 grizzly bear conflicts.

Of the 20 total bear conflicts in the Jackson District, 13 conflicts were reported in Teton County, three conflicts were in Lincoln County, one was reported in Fremont County, and three were reported in the Town of Jackson. Eight of the 20 bear conflicts that occurred in the Jackson Region were the result of garbage, three were the result of livestock feed, two were the result of fruit

trees, one was the result of bird seed, one was the result of poultry, and one was the result of an unsecured attractant. Two conflicts resulted in property damage, and two conflicts were designated as aggressive encounters.

The three conflicts that occurred within the Town of Jackson happened on Simpson Street and Cache Creek Drive. One conflict involved birdseed, one involved a fruit tree, and one resulted in property damage. Of the three bears that were captured in the Town of Jackson, one was euthanized and two were relocated. Four additional bears were captured in the Jackson District; one was euthanized and three were relocated.

Bear Conflicts in Grand Teton National Park

Year	2017	2018	2019	2020	2021	2022	2023	2024	2025
Black Bear Conflicts	2	5	7	5	7	6	11	16	15
Grizzly Bear Conflicts	0	1	1	1	5	0	1	2	0
Total Conflicts	2	6	8	6	12	6	12	18	15

Figure 39: The number of black bears, grizzly bear, and total conflicts in GTNP and the John D. Rockefeller Memorial Parkway each year, 2017-2025. Source: GTNP.

Figure 39 shows the number of human-bear conflicts inside Grand Teton National Park between 2017 and 2025. 15 black bear conflicts and 0 grizzly bear conflicts were reported in 2025, and total bear conflicts in 2025 decreased from the previous year by 16.7%. However, total bear conflicts and black bear conflicts in 2025 are the second highest since 2017. An average of 8.2 black bear conflicts and 1.2 grizzly bear conflicts were reported annually between 2017 and 2025.

Of the 15 black bear conflicts that occurred in GTNP, eight (53.3%) were the result of human food, two (13.3%) were the result of human garbage, and five (33.3%) conflicts resulted in property damage. While there were no grizzly bear conflicts in GTNP, 1 grizzly yearling was proactively moved to prevent future conflicts.

Discussion: In 2025 there were 35 total bear conflicts in the Jackson District and Grand Teton National Park, which is below the target of 50 annual conflicts and marks the lowest number of recorded conflicts since GTNP data was included in 2017.

Many factors contribute to the number of bear conflicts reported annually, ranging from ecological factors to human behavior to reporting. The decrease in reported bear conflicts in 2025 could be the result of a strong berry crop. It could also be related to improved storage of attractants and the removal of several conflict-prone bears in 2024. Strong berry crops give bears

less reason to seek out human food sources and removal of conflict-prone bears prevents them from creating future conflicts. In 2025 there was an increase in compliance with the Town of Jackson's Bear Conflict Zone. The same year, Bear Wise Jackson Hole helped several businesses in Teton County obtain bear-resistant grease traps, published multiple press releases, and utilized 36 volunteers to harvest 21,500 pounds of apples from 54 trees in Jackson, a common bear attractant. JH Bear Solutions, a nonprofit that provides bear-resistant trash cans to residents and businesses and helps fix bear resistant trash cans with broken latches, distributed 97 bear-resistant cans and repaired 17 throughout the Town and County in 2025. Finally, in 2025 the Teton County Code Enforcement Officer reported 121 "no bear-resistant trash container on the property" violations and 101 of those violations were resolved. Proper bear attractant storage deters bears from entering human-use areas and thus reduces the likelihood of a conflict occurring.

In 2025, vigorous efforts were made to increase compliance with Town and County regulations, increase bear-attractant storage throughout the Town and County, and increase visitor education. An impressive decrease of 151 conflicts from the prior year could point to these efforts successfully mitigating bear conflicts in the area, though it is possible that 2025's strong berry crop largely deterred bears from entering human spaces. Conflict data should continue to be tracked over time so that the leading natural and human causes of annual conflicts can be identified and the effectiveness of current policy and education can be assessed.

Status: Human-wildlife conflicts received an overall score of "Good". There were a total of 35 bear conflicts reported in 2025, which meets the target of ≤ 50 total bear conflicts annually and marks substantial improvement from the previous year. 17 conflicts occurred in the Jackson District excluding of the Town of Jackson (48.6%), 3 conflicts occurred in the Town of Jackson (8.6%), and 15 conflicts occurred in GTNP (42.9%).

Spread of Wildlife Disease

Status: Moderate ●

Trend: →

Overview: Chronic Wasting Disease (CWD) is a neurological disease that affects cervids and has a 100% fatality rate. It is spread through misfolded proteins called prions, which can be transmitted through contact, environmental contamination, and movement of infected individuals. Additionally, it is spread when hunted animals are brought to new environments and disposed of improperly.^{xvii} CWD was first detected in Teton County in a mule deer in 2018. The first detection in an elk in Teton County occurred in December 2020, in Grand Teton National Park. The total count of infected deer, elk, and moose in the state of Wyoming provides insight into the prevalence and potential for further spread into Teton County through species migration and interactions.

Metric: Prevalence of CWD in animals that are tested.

Target: ≤1% of tested animals in hunt areas in Teton County are CWD positive.

Methods: Tissue samples of deer, elk, and moose were collected across the state of Wyoming through Wyoming Game and Fish Department (WGFD) operations of check stations, field personnel, and regional offices. Additional samples are collected by WGFD from outside partners including meat processors, taxidermists, hunters, and federal agencies. Tissue samples, primarily retropharyngeal lymph nodes and/or obex, are collected and tested for CWD.

WGFD also reported on CWD cases among tested specimens in Teton County. These reports included samples collected from specimens in hunt areas located partially or entirely within Teton County.

Summary:

- In 2025, 14.98% of animals tested in Wyoming were CWD-positive.
 - In 2025, 0.68% of elk tested in hunt areas in Teton County were CWD-positive.
 - In 2025, 1.75% of deer tested in hunt areas in Teton County were CWD-positive.
-

Findings:

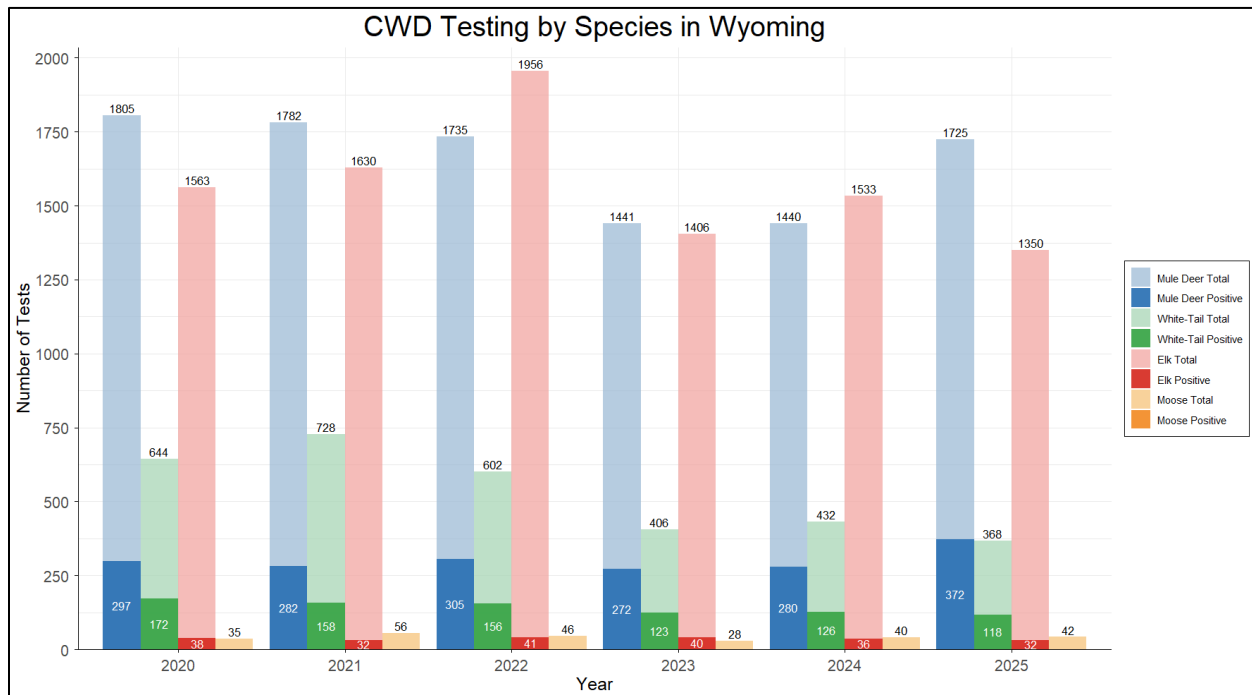


Figure 40: Total number of each species tested and positive for CWD in Wyoming each year from 2020 - 2025. Source: WGFD.

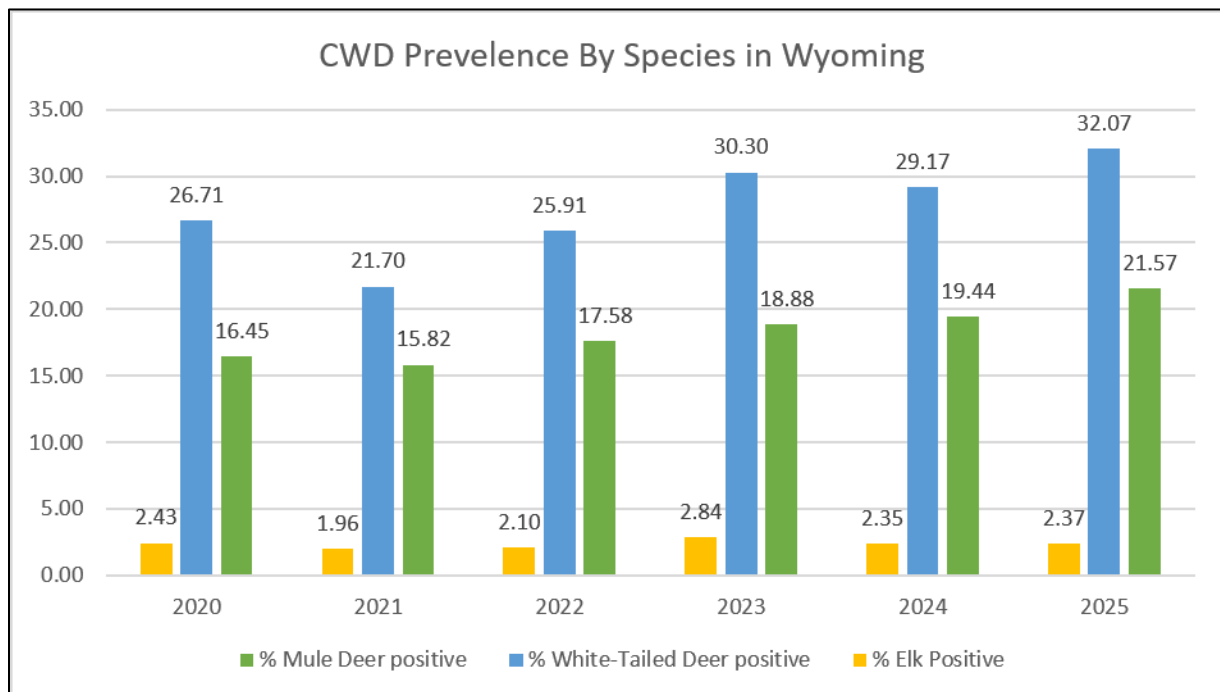


Figure 41: Percent positive (prevalence) for CWD of each individual animal species in Wyoming each year from 2020-2025. Source: WGFD.

Figure 40 displays annual testing for mule deer, white-tailed deer, elk, and moose in Wyoming for 2020 through 2025. Mule deer and elk consistently had the largest sample sizes, while only around 40 moose were tested each year. Every year, the highest number of detections were in sampled mule deer, while the highest proportion of detections were in sampled white-tailed deer. There have been no detections of CWD in moose during this period.

Figure 41 shows CWD prevalence by species each year. White-tailed deer consistently had the highest infection rates, followed by mule deer and then elk. Currently, CWD is more prevalent in deer than in elk in Wyoming and is particularly prevalent in white-tailed deer.

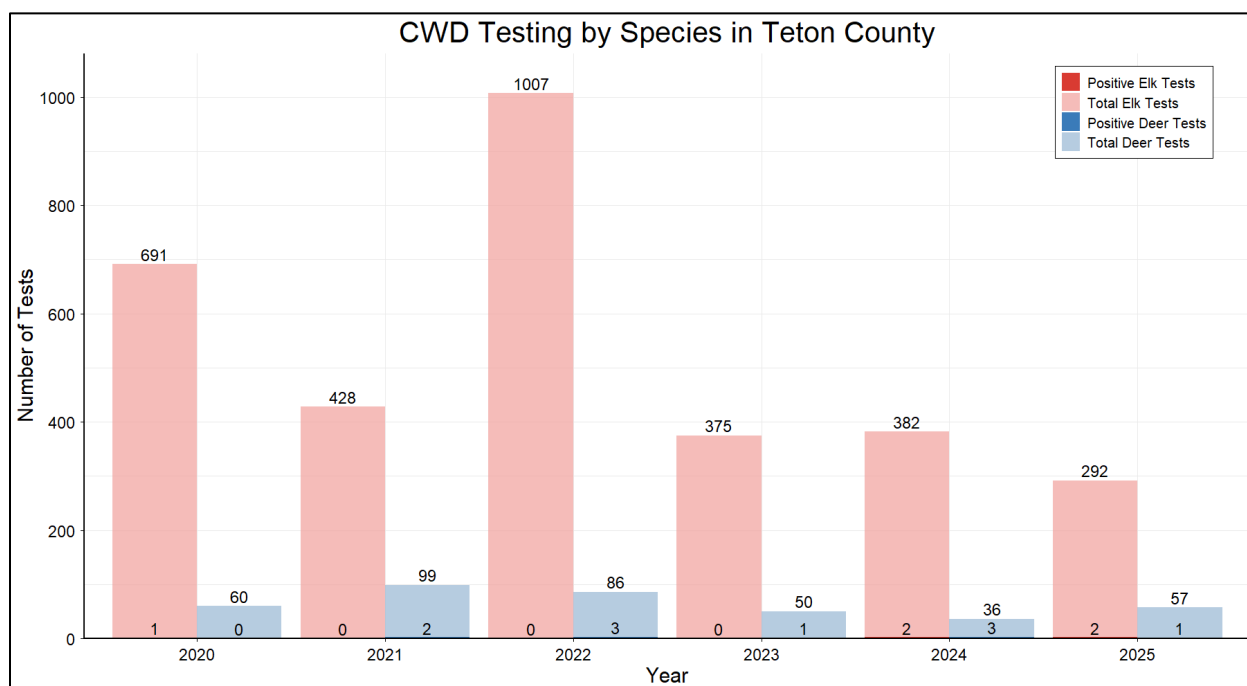


Figure 42: Total number of each species tested and positive for CWD in hunt areas partially or entirely within Teton County each year from biological year (June 1 – May 31) 2020 - 2025. Source: WGFD.

Figure 42 shows the total number of deer and elk that were tested and that were positive for CWD in the Teton County hunt areas between 2020 and 2025. The data include all animals tested (hunter harvest, roadkill, found dead, and juveniles) in deer hunt areas 148, 149, 150, 151, 152, 155, and 156, and elk hunt areas 70, 71, 73, 75, 77, 78, 80, 81, 82, 83, 84, and 85.^{xviii} The sample size of elk is notably larger than deer annually, and the proportion of deer testing positive for CWD is larger every year except 2020 than the proportion of elk. Detections in both species were rare but present in 2025.

CWD Testing and Prevalence by Species in the Teton Region

	Deer			Elk		
	Tested	Positive	Prevalence	Tested	Positive	Prevalence
2020	60	0	0.00%	691	1	0.14%
2021	99	2	2.02%	428	0	0.00%
2022	86	3	3.49%	1007	0	0.00%
2023	50	1	2.00%	375	0	0.00%
2024	36	3	8.33%	382	2	0.52%
2025	57	1	1.76%	292	2	0.68%

Figure 43: Total number of each species tested, positive for CWD, and the percent positive (prevalence) for CWD of deer and elk in hunt areas partially or fully within Teton County each year from biological year (June 1 – May 31) 2020-2025. Source: WGFD.

Figure 43 shows that CWD prevalence in elk has remained below 1% since 2020. In biological year 2025 (June 1, 2025 – May 31, 2026), there were 2 positive cases and a 0.68% prevalence of CWD among 292 sampled elk. CWD prevalence in deer has decreased to 1.76% in 2025 from 8.33% in 2024. This is the lowest prevalence of CWD infection since 2020, when zero cases of CWD were detected in deer. However, the sample rate for deer is low, which leads to a high coefficient of error. While it is important to continue sampling for CWD in deer, prevalence rate comparisons are an unreliable metric until we reach a statistically significant sample size of 200 deer per year. The total number of deer that tested positive for CWD dropped from 3 to 1 between 2024 and 2025.

Discussion: To address the prevalence of CWD in Wyoming, the Wyoming Game and Fish Department established the Chronic Wasting Disease Management Plan in 2020. The plan aims to limit the spread of CWD in deer and elk herds through increased testing, targeted hunting, and changes to winter feeding practices. Since 2020, WGFD has released an annual report on CWD testing throughout the state. They encourage hunters to harvest adult elk and adult male deer, as they tend to have higher CWD positive rates. Additionally, WGFD plans to remove individual animals that exhibit signs of CWD.

Statewide CWD prevalence is much higher in areas that have been experiencing CWD infections for longer durations compared to Teton County. CWD has more recently been detected in Teton County in both deer and elk. WGFD states that individual actions, such as increasing testing of harvested deer, elk, and moose, properly disposing of carcasses, and hunter education, could help detect and manage the disease early.

In 2025, statewide CWD prevalence rose to its highest recorded level to date among all sampled cervid species except for moose, in which no cases of CWD have yet been reported since 2008.

Increases in the prevalence in CWD in other parts of the state pose a threat locally, as many ungulates migrate to and from Teton County annually. Without preventative measures, CWD could become widespread locally and make eradication efforts difficult. Continued monitoring, hunter engagement, and collaboration with state wildlife agencies are essential to keep CWD prevalence as close to zero as possible in the region and maintain healthy wildlife populations.

Status: Spread of CWD is moderate in Teton County. Prevalence in Elk is below 1% and considered good, but deer prevalence was reported at 1.76% and remains above the target of less than 1%. CWD prevalence is higher in many other parts of Wyoming, which puts Teton County at risk of experiencing an increase in CWD prevalence in the future.

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Footnotes

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STAFF REPORT



Meeting Date:	August 17, 2026	Meeting Title:	Workshop
Submitting Department:	Planning	Presenter:	Paul Anthony
Agenda Item:	LDR Changes to Address Large Development Impacts (PM26-011)	Public Comment:	Yes

Purpose or Policy Considerations.

The purpose of this workshop item to confirm Council direction on proposed LDR changes intended to address large development impacts in the Town.

This item was continued from the Council's June 15, 2026, workshop where the Council heard the staff presentation, public comment, and provided brief discussion on each of the LDR issues. This staff report is unchanged from the previous workshop staff report except for minor reorganization and where additional information has been added in response to Council's initial comments provided at the June 15 workshop. Additional information is highlighted in grey.

Recommendations.

Staff do not have a formal recommendation on adoption at this time as this is a workshop item seeking Council direction before drafting final amendments. However, staff have presented specific options for each of the four LDR changes and have stated positions where analysis supports a clear path forward. Staff are seeking Council's direction to proceed with drafting final LDR amendments consistent with the options presented.

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. The Council most recently met on March 16, 2026, and provided input on the various LDR topics. 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 brought attention to this issue. And provided feedback that is incorporated into the options provided in this staff report.

While this item has often been informally called the "5 Things" it is now focused on four specific LDR changes because the update to the Town's Design Guidelines (one of the 5 things) was added as an item to Town Planning's FY27 Work Plan at the Council Annual retreat on January 29, 2026. The four items under current consideration are the following:

1. **2:1 Workforce Housing Bonus.** The general goal is to consider ways to improve the public benefit by increasing the number and/or affordability level of the deed restricted units in comparison to market units.
2. **3rd-story Stepback.** The direction here is to consider increasing the current 10' stepback and 60% encroachment allowance to perhaps a 15' and/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.

Analysis & Key Questions.

As mentioned above, the Council's discussions have centered on exploring options for improving the LDRs to better address concerns that new development, especially large projects in the Downtown area. 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). 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.

Below staff provide the Council specific LDR changes to discuss and affirm as changes it wants staff to present as amendments to the LDRs in a future meeting. In some cases, staff are presenting new information requested by the Council (e.g., options for regulating basements) and looking for further direction from the Council on that topic. However, most of the options provided present options that should be familiar to the Council because they are based on previous Council direction. Staff's goal is to get the Council's support for specific LDR changes at this workshop and then bring back a draft for final approval before moving on to ordinance readings.

Below is a summary of the LDR changes for Council's consideration:

2:1 Workforce Housing Floor Area Bonus

General Background: This project is already on the FY26 Work Plan, so it is considered a high-priority LDR update. The question regarding the 2:1 Bonus is whether the Town (public) is getting the most public benefit it can and whether the incentive should be modified to increase affordability benefits for the public and to better address other associated impacts of the bonus (e.g., increased building size, increased local traffic, etc.). The bonus provides developers with 2 square feet of additional market housing for 1 square foot of deed restricted housing. There is no cap on how much 2:1 bonus can be used on a site (other than regular dimensional/parking limits). To date, developers have only provided workforce occupancy deed restrictions (versus an affordable (income restricted) restriction) because this restriction requires the least subsidy. Please see attached Exhibit A for a summary of projects that have used the 2:1 bonus to date.

Two background facts about the 2:1 bonus tool are worth considering. First, the tool is tied to a bonus pool of residential units created by the downzone of County rural areas in 2016 that removed approximately 2,300 residential units from the County's development potential. The decision was then made by the Town and County to relocate these 2,300 units to areas designated as Complete Neighborhoods in the Comprehensive Plan where services, such as water, sewer, roads, jobs, shops, and other critical needs already exist to serve the additional density. The Town of Jackson is the biggest Complete Neighborhood in the valley and so was informally allocated 1,800 of the units and the County retained 500 units to use in their Planned Residential Development option to promote clustered development and conservation. At this time, there are approximately 500 units remaining in the pool of 2,300 units that can be used in either the Town or County.

Second, if the Wyoming Legislature decides to prohibit housing mitigation in Wyoming (likely to be considered in the Spring of 2027), then the 2:1 tool will likely be the main method for getting new deed restricted units in the Town – except projects developed by the Housing Authority and other non-profit affordable housing developers, or through SPET ballot approvals.

Analysis for making Changes to the 2:1 Bonus: The Jackson Teton County Housing Department has been assisting Planning staff in evaluating potential changes to the 2:1 bonus tool. Given that the current 2:1 bonus tool is based on a 2016 market analysis done by Navigate, LLC, that helped to identify a baseline feasibility that compared the subsidy level of building new deed restricted housing compared to the profit gained from additional incentive market housing. This information was used to calibrate the incentive at a ratio of two square feet of market housing for one square foot of deed restricted housing that we now have in the LDRs. We asked the Housing Department to try to update the primary

variables in the 2016 study to see if the financial feasibility of the incentives has changed significantly in the last 10 years in a way that could guide us in updating the 2:1 ratio. In short, the Housing Department's conclusion is that updating the 2016 study with data from actual 2:1 developments still does not allow for adequate analysis of the financial feasibility of the 2:1 tool because the study's market inputs are too simple (e.g., overly focused on ownership units), we lack sufficient basic market data to correct for the over-simplicity (e.g., reliable data on how incentive works for rental projects), and the existing analysis does not factor for risk (the comparative financial risk of developing rental versus ownership housing).

New information for this staff report:

The Housing Department's June 15, 2026, letter provides the most concrete data the Town has on how the 2:1 bonus is actually working in practice. Two findings stand out.

First, rental workforce bonus units rent for an average of 13% less than comparable market units and serve workers earning 51% to 128% of Area Median Income. Second, workforce ownership bonus units sell for about 58% of market value but serve workers earning 260% to 357% of AMI, a significantly higher income level.

What this means in plain language: the rental bonus units appear to be serving lower-income workers at a mid to high AMI range, while the ownership bonus units are selling to workers who earn two to three times the area median income. One question this raises for Council is whether the ownership bonus units, which serve higher-income households, are providing the level of public benefit the tool was designed to achieve.

The Housing Department data also raise a fundamental question about whether shifting the Workforce deed restriction to some level(s) of an Affordable deed restriction would retain the tool as a development incentive.

Workforce deed restrictions, the only type the 2:1 tool has produced to date, have no annual cap on rent increases. A unit renting affordably today could rent at any price the market will bear in the future because nothing in the Workforce restriction prevents it. Affordable deed restrictions at 120%-160% AMI, for example, work differently. They lock in affordability permanently based on annual rates set by the United States Department of Housing and Urban Development (HUD). Because developers are already charging bonus rental units that are in the 51% to 128% AMI range, staff believe switching to an Affordable 120%-160% AMI restriction would not significantly reduce developer revenue as the rents are already in that range. The public benefit of the switch, however, is substantial: permanent affordability rather than a restriction that can drift upward over time.

Income Ranges Effective May 1, 2026 until next HUD update

How many in your household?	0 - 50% (Affordable)	50% - 80% (Affordable)	MFI (100%)	80% - 120% (Affordable)	120% - 160% (Affordable)	160% - 200% (Workforce)
One	\$51,975	\$83,160	\$103,950	\$124,740	\$166,320	\$207,900
Two	\$59,400	\$95,040	\$118,800	\$142,560	\$190,080	\$237,600
Three	\$66,825	\$106,920	\$133,650	\$160,380	\$213,840	\$267,300

Staff also spoke with a number of developers who have used the 2:1 bonus to better understand the role the tool plays in projects and how they might view changes to it. In general, there was agreement that the tool is very valuable and can be the difference in deciding to build a larger project of rental housing or doing a smaller project or no project at all.

For one developer in the downtown area, the bonus floor area was cited as necessary to make a project profitable to offset their very high land costs from a recent purchase (it's not clear whether the 2:1 bonus is itself increasing land costs in some cases). There was also discussion that bonus units developed outside of the downtown area (e.g., the Gables, The Loop, and Veronica Lane apartments) are much more likely to produce true rental worker housing than those developed in the downtown/Lodging Overlay area where land costs are higher and both the market and restricted units are much more likely to cater to a higher-end user. In terms of concerns with switching from a Workforce restriction to an Affordable 120%-160% AMI restriction, developers cited a few concerns, including the potential loss of revenue, loss of flexibility, and that lenders might view Affordable deed restrictions less favorably and thus offer less favorable lending terms.

One argument raised by developers in favor of the 2:1 bonus – i.e., that it can make a project “pencil,” meaning that a project is only profitable if the bonus can be used – deserves further comment. This fact can cut two ways in terms of workforce housing: 2:1 projects can either create a net increase in workforce units or can create a net decrease depending on circumstances. For example, the Gables project was built on a vacant, constrained portion of a difficult lot so this infill redevelopment provided a net increase in workforce housing. However, in cases like the proposed 150 West Kelly, where 12 existing trailers that provide some level of “naturally occurring affordable housing” are proposed to be replaced by a high-end residential project that includes only six Workforce 2:1 bonus units (all ownership), the net loss in the number and affordability of units will be substantial. It is hard to see how the bonus tool is meeting the community's goals in the latter case unless we assume that the trailers are going to get redeveloped with or without the bonus and the bonus then at least provides some level of deed restricted units. But as long as the 2:1 bonus can be used as a redevelopment tool for sites with and without existing workforce housing, Planning staff feel that we have a responsibility to ensure that we are getting the best deal for the community. We believe the sliding scale 2:1 option provided below is a move in that direction.

In summary, the Planning staff offer the following conclusions about the 2:1 bonus tool:

1. The tool has been very well-used in all zone districts it is allowed (i.e., in the highway corridor, high-density residential areas, and downtown), because it is profitable for developers, which is by design.
2. If market rents are generally considered by the community to be unaffordable, then Planning staff question whether a 13% discount for Workforce units reported by the Housing Department is enough public benefit to justify the additional impacts generated by the 2:1 bonus market units (traffic, intensity of use, building size, energy consumption, etc.) without the assurance of long-term affordability that an Affordable deed restriction provides.
3. When used outside of the downtown and Lodging Overlay (i.e., along the highway corridor), the 2:1 tool usually produces much more local worker housing (e.g., Gables, The Loop, Veronica Lane) than when it is used inside the downtown area (e.g., Glenwood Gill Condos, Mogul hotel) that caters to a significantly higher end market.
4. If the Workforce restriction is replaced with a 120%-160% AMI Affordable restriction, this would likely have a greater negative impact on projects in the downtown/Lodging Overlay than in the highway corridor. This might be beneficial for the Town's overall goals because it would incentivize use of the tool where it is much more likely to produce actual local worker housing.
5. There are two kinds of landowners that use the 2:1 tool:
 - a. Those who are not developers and use the tool to provide housing for their employees and thus often discount their rents from market (e.g., the hospital at 80 E. Karns Avenue), and
 - b. Those who are developers and build units intended to be rented at maximum market rates (The Loop project).

The 2:1 bonus tool should be calibrated to address the latter case because the tool is intended to create an incentive to true market development.

The above analysis leads Planning staff to conclude that the existing 2:1 profit margins are large enough to increase the deed-restriction requirement modestly without losing the incentive. Thus, unless Council wants staff to take additional time to conduct an in-depth study of the 2:1 market feasibility that includes a broader analysis of the local rental market (likely requiring an outside consultant), Planning staff's recommendation is to move forward with the proposed changes to the 2:1 tool using the data and knowledge we already have based on six plus years of experience with the 2:1 tool. If the Housing Department chooses to narrow the affordable housing ranges as has been discussed recently, (e.g., splitting the 120%-160% AMI into a 120%-140% AMI range and 140%-160% AMI range, then Planning staff would recommend modifying the below ranges as well.

1. Proposed new sliding scale:

- 1:1 ratio for workforce restricted units (rental or ownership)
- 2:1 for 120%-160% affordable units (rental or ownership)
- 3:1 for < 120% affordable units (rental or ownership)

In practical terms: under the current 2:1 ratio, a developer who builds one square foot of deed restricted housing receives two square feet of additional market housing. The proposed sliding scale would reduce this incentive for workforce-only restricted units to a 1:1 ratio, one square foot of bonus for one square foot of deed restricted housing, while preserving the more generous 2:1 or 3:1 ratio to incentivize units at deeper affordability levels.

Planning Commission recommendation: **Approval** of sliding scale as proposed by staff.

2. Maximum limit on use of 2:1 bonus tool per project

- 2:1 bonus floor area cannot exceed 30% of base FAR
 - Purpose: To establish that the 2:1 tool is intended as a bonus beyond the base zoning, not as a primary use where it can more than double the size of a single project. This would essentially allow no more than one floor of a three-floor building be 2:1 bonus floor area. Staff recommend that affordable housing projects, such as the Virginian redevelopment, be exempted.
 - Example: If a project in the DC-1 is allowed 20,000 sf of base FAR development, then no more than 10,000 sf of additional 2:1 floor area would be allowed for a total of 30,000 sf for the project.

Planning Commission recommendation: **Denial** of 30% limit on use of 2:1 Bonus in an individual project.

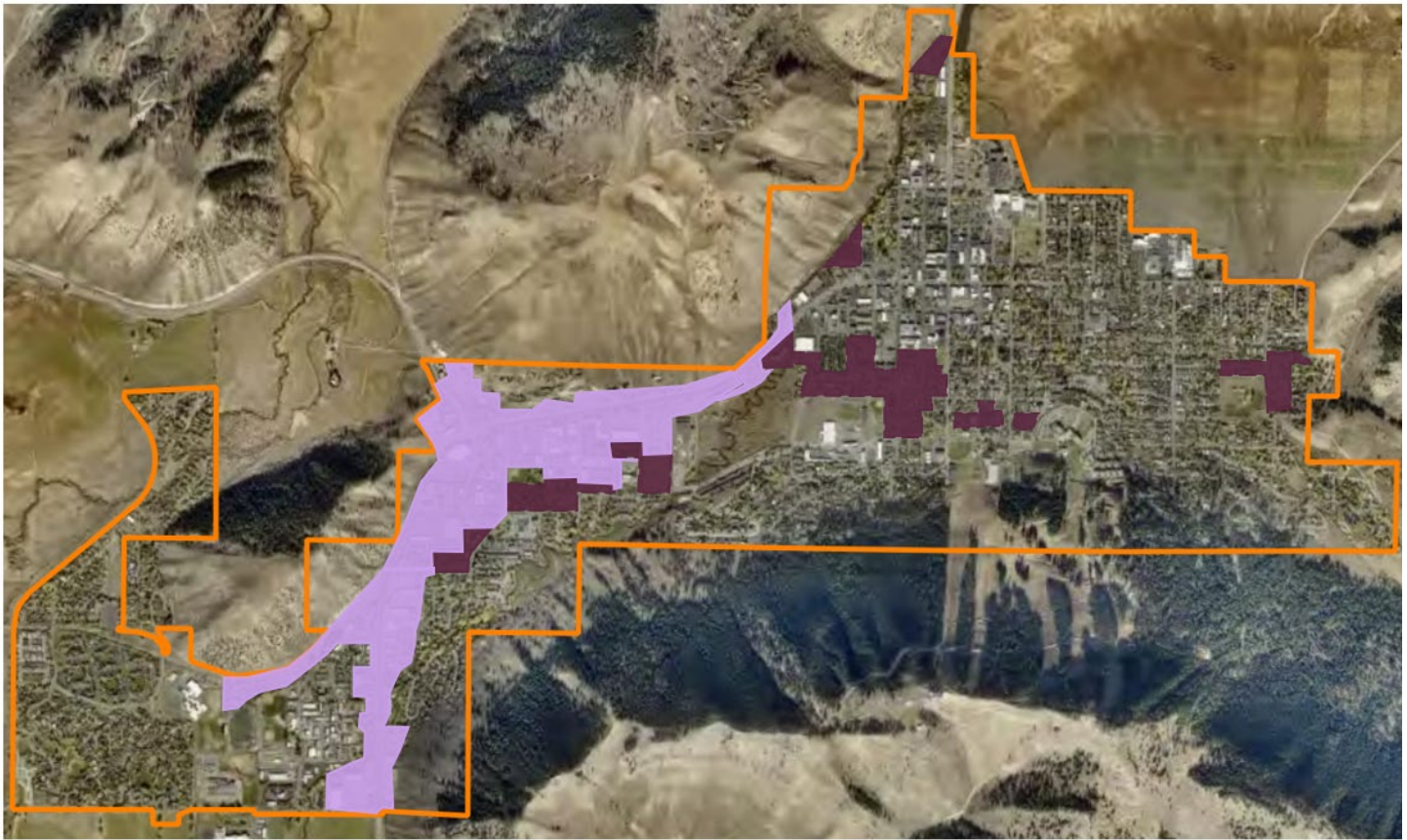
- The Commission denied this option because it supports restricting the 2:1 bonus more by zone district (see option below) rather than through a one-size fits all restriction on all projects.

3. Maximum size of deed restricted unit

- Deed restricted units cannot exceed the following size limits:
 - 1 br – 800 sf
 - 2 br – 1,200 sf
 - 3+ br – 1,500 sf
- Purpose: To avoid the creation of overly large deed restricted units (over 3,000 sf in some cases) that are contrary to the purpose of providing workforce housing units at a size and cost appropriate for local workers. The proposed size limits were recommended by the Housing Department.
- Example: Any project using the 2:1 bonus must ensure that all deed restricted units meet these size limits.

Planning Commission recommendation: **Approval** of proposed maximum sizes for deed restricted units.

4. Option A: Remove use of 2:1 Bonus in downtown zones (DC-1, DC-2, CR-1, CR-2)
 - Purpose: To remove possibility of buildings exceeding the base FAR in the greater downtown area (see map below). This would allow the 2:1 Bonus in the CR-3 and NH-1 zones only along the highway corridor west of Staples and in our highest density residential zone.
 - Example: See map below of CR-3 and NH-1 zones where 2:1 would still be allowed.

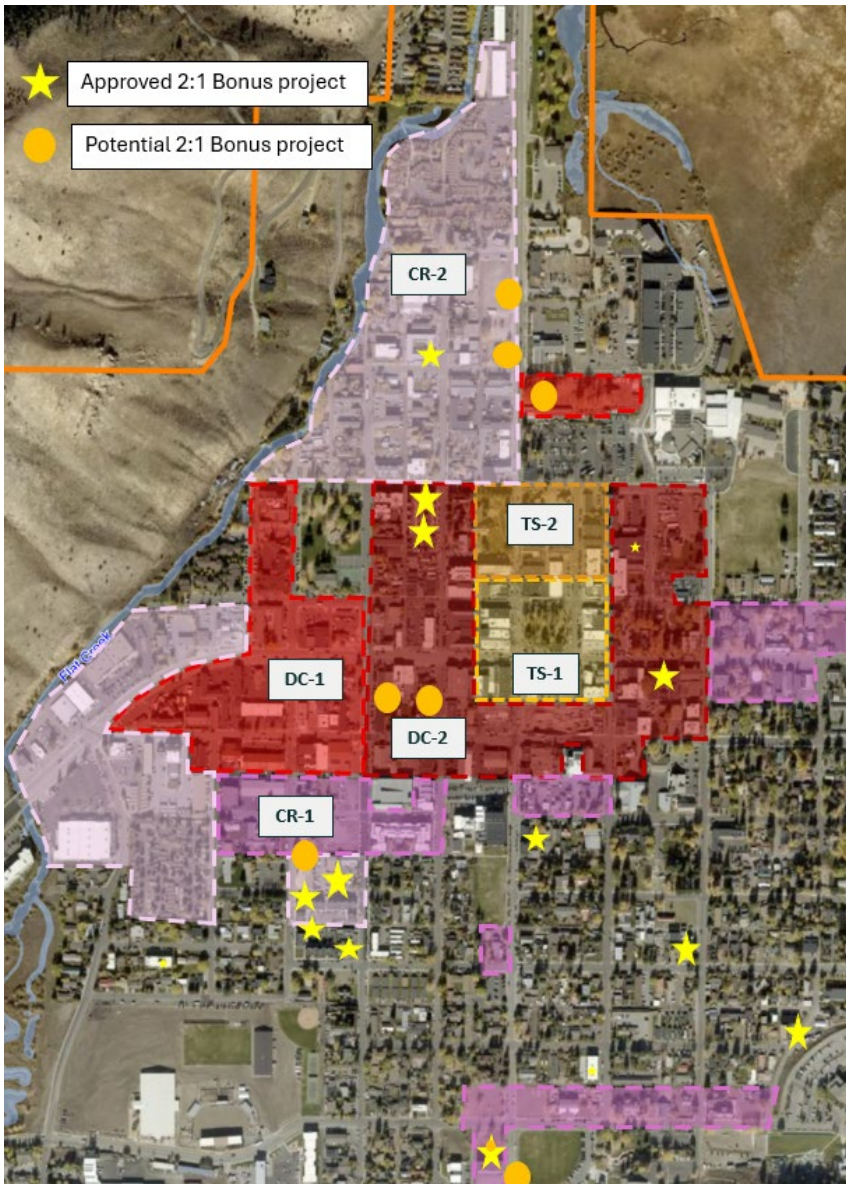


- Commercial Residential-3 (CR-3)
- Neighborhood High Density-1 (NH-1)

- Option B: Remove 2:1 bonus from DC-1, DC-2 zones only to focus specifically on protecting the character of Town Square area.
 - Purpose: The goal is to prohibit additional floor area and larger buildings in the areas closest to the Town Square where they are most likely to be noticed by visitors and impact the Town Square's character.
 - Example: The map below shows all the downtown commercial zones. For this option, the 2:1 bonus would be prohibited from the DC-1 and DC-2 zones shown in red. For reference, this map also shows where 2:1 projects have already been approved or have may be approved in the near future in the downtown area.

Planning Commission recommendation: **Approval** of Option B (remove 2:1 from DC zones only).

- The Commission concluded that allowing additional 2:1 floor area near the Town Square could detract from its small-town character but felt that allowing it in the CR zones immediately surrounding the DC zones was appropriate.



Key Question 1.

Does the Council support the following proposed changes to the 2:1 Workforce Housing Bonus tool?

A. Sliding scale ratios — Replace the current flat 2:1 ratio with a sliding scale: 1:1 for workforce restricted units, 1.5:1 for units affordable to households at 120%–160% AMI, and 2:1 for units affordable to households below 120% AMI.

Staff recommend approval.

B. Cap on bonus use per project — Limit the total 2:1 bonus floor area to no more than 30% of a project's base FAR.

Staff recommend approval.

C. Maximum deed restricted unit size — Cap the size of deed restricted units at 800 square feet for one-bedroom units, 1,200 square feet for two-bedroom units, and 1,500 square feet for units with three or more bedrooms.

Staff recommend approval.

D. Geographic limits — Remove the 2:1 bonus from the DC-1, DC-2, CR-1, and CR-2 zones; or alternatively under Option B, remove it only from DC-1 and DC-2 zones to focus protections on the Town Square area.

Staff recommend that the 2:1 be removed from the DC-1, DC-2, CR-1 and CR-2 zones because these zones are located almost exclusively inside the downtown Lodging Overlay where the 2:1 bonus is much more likely to produce high-end workforce units and market that are not consistent with the goals of the bonus. The 2:1 bonus would then be allowed in the CR-3 (highway corridor) and NH-1 (high-density residential) zones.

Council may support, modify, or decline any of these four components independently.

Third-story Stepback

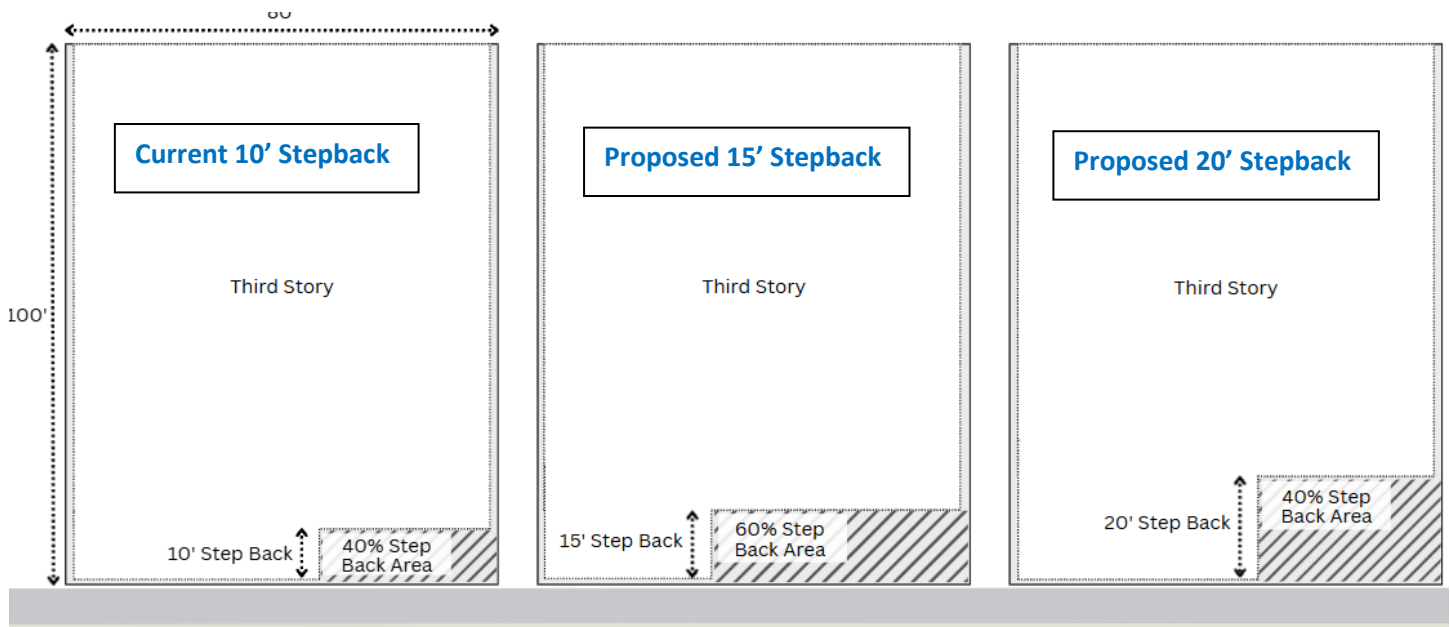
General Background: The LDRs currently require a third-story stepback on all buildings with a third-story (except 100% residential buildings). The required stepback is 10' with an allowance that 60% of the third story (i.e., more than half) does not have to be stepped back. The result is a very modest stepback that often does not effectively reduce the scale of larger downtown buildings that can already be 42'-46' in height. While many of the LDR changes adopted through the moratorium in 2024 addressed building size and scale (e.g., maximum building size limits, maximum building length limits, changes to Design Guidelines related to breaking up the mass of larger buildings. etc.), additional measures to reduce the perceived size of buildings may still be deemed necessary by Council. Increasing the third-story stepback was identified by the Council as one of those measures.

Previous Council Direction: Staff were directed to propose an increased third-story stepback. Options considered included increasing the stepback distance to 15' or 20' and decreasing the allowed encroachment from 60% to something less than 50%.

Recommendations for LDR changes:

- Third-story stepback = 15' with 40% maximum encroachment into third-story stepback; or
- Third-story stepback = 20' with 60% maximum encroachment into third-story stepback; and
- 1 or 2-story buildings: Any street-facing façade above 30' or more in height must be stepped back consistent with 3rd-story stepback requirements (with exceptions for special use buildings e.g., theatres, recreational facilities, etc. that require large volume spaces).
 - Purpose: To reduce the visual effect of “canyoning” where tall buildings loom over both (or one) sides of a street in a way that blocks lights and overwhelms the pedestrian scale character encouraged by the Comprehensive Plan. Staff provides two options of a stepback to allow developers to choose what works best for their project and to avoid cookie-cutter standards that make all buildings look the same. While the increased stepbacks will not reduce the actual height of the building, they will reduce how much of the building one can see as viewed from the street. Applies this same goal to one- or two-story buildings but provides flexibility for uses that truly require large volume spaces, such as theatres or recreational facilities.

- Example: For context, the below graphic compares the current 10' stepback to the two recommended stepbacks of 15' and 20' with allowed encroachments.



Planning Commission recommendation: **Approval** of the 15' and 20' third-story stepbacks as proposed by staff.

Key Question 2.

Does the Council support the recommended changes to the third-story stepback as provided in this staff report?

Staff recommend approval of both new 3rd-story stepback requirements and the 1- or 2-story requirement because these changes will decrease the visual “canyoning” effect of taller buildings while providing developers design options and flexibility for meeting the new standards.

Short-term Rentals

General Background: When considering the character of our downtown and other areas, it is appropriate to consider whether the land uses we allow play a positive or negative role. In this regard, short-term rental condominiums have become a very popular use in the downtown Lodging Overlay (in the last five years, approximately 50 short-term rental units have been built in the downtown and another 100 have been under discussion for development – this does not include the additional 60 short-term rental units approved recently on Lots 53, 57, and 58 in the Snow King Master Plan area). Recent examples in the downtown Lodging Overlay illustrate that short-term rental condominiums tend to be large, expensive, and minimally occupied by visitors, functioning as investment properties rather than active lodging units that contribute to downtown vitality. This is contrary to the Comprehensive Plan’s Policy 4.2.e: Maintaining lodging as a key component in the downtown.

Previous Council Direction: Staff were directed to identify a maximum limit on the percentage of a project that could be dedicated to short-term rentals. The Council did not support options that would outright prohibit short-term rentals in the Lodging Overlay. Also, please note that the Council recently amended the LDRs to cap the size of individual short-term rental units to 1,500 sf in the hope of creating more “family-sized” units that might be more likely rented to visitors rather than serve as pure investment properties for speculative development. There was additional discussion by some Council members regarding the possibility of prohibiting “condo-hotels” but it was not clear to staff whether there was

Council agreement on this item. If Council is interested in taking this step, staff can draft a LDR amendment to do so (assuming there are no legal complications).

New information for this staff report:

At the June 15, 2026, workshop, some Council members expressed more interest in encouraging active ground-floor uses than in capping short-term rental percentages. Staff want to be direct about the tradeoffs involved in that approach.

Requiring active commercial uses, retail, cafes, restaurants, at the ground level is a strategy used in other communities but has a mixed track record. Not all downtown sites can realistically support ground-level commercial, and requirements that cannot be met tend to get waived or modified over time, creating inconsistency. There is also a practical tension: more required commercial development means more employees, more traffic, and other associated impacts that may conflict with other Council goals.

Staff are asking Council to clarify whether the concern about downtown street-level experience is primarily about use, that certain uses are absent and need to be required, or about design, that buildings lack the windows, entrances, landscaping, and human-scale details that make streets feel active and welcoming. These are different problems with different solutions. Use requirements address what happens inside the building. Design standards address what the building presents to the street.

Staff's view is that design standards are more reliably achievable and enforceable in Jackson's context than use mandates. However, staff is not making a recommendation at this time, Council's direction on this question will determine whether staff explores use requirements, design standards, or both as part of the short-term rental discussion.

Recommendation for LDR changes on short-term rentals:

- Limit short-term rentals to no more than 30% of the project size (i.e., about one floor of a three-floor structure).
 - Purpose: To create more vibrant and active uses in new downtown development by limiting the short-term rentals to a maximum percentage of a building. This would prohibit projects that are predominately occupied by short-term rentals that often remain vacant. In practical terms, this would allow one story of a three-story building to be short-term rentals, leaving the about 2/3 of the building reserved for more active uses, which could include traditional hotel rooms.
 - Example: If a project in the DC-1 is allowed 30,000 sf of development, then no more than 10,000 sf of that project may be short-term rental units.

Planning Commission recommendation: **Denial** of 30% limit on use of short-term rentals in individual projects.

- The Commission had a wide-ranging discussion about the pros and cons of short-term rentals but ultimately decided that capping their use in individual projects was not necessary or they were unclear on what unintended consequence it might create. For example, would it then encourage more traditional hotel rooms (and is that a good thing?) or would it really increase vibrancy downtown?

Key Question 3.

Does the Council support the recommended limits on the use of the short-term rentals in individual projects, as provided in this staff report?

Staff recommend approval of limiting short-term rentals to no more than 30% of the project size.

Basements (intensity of use and potential impacts on groundwater)

General Background: Two recent large development projects have raised questions about the Town's current approach to basement regulations. The first project raised concerns that a multi-story basement would significantly increase overall development intensity, including impacts on traffic, roads, and other public infrastructure, and could negatively affect groundwater. A second proposed development near Flat Creek raised concerns because its basement would be located in an area of relatively high groundwater and near existing subsurface environmental conditions where concerns were raised by members of the public and some Council members regarding potential impacts of below-ground development on groundwater quantity or quality. that require careful management. Combined, these two projects called into question our current regulations on basements and whether we needed to make any changes.

The LDRs do not limit the depth or number of stories of basements. They also do not address any potential impacts of basements on groundwater quantity or quality. Instead, because the State of Wyoming manages groundwater, the Town typically generally relies on Wyoming DEQ standards when it comes to specific water quality and quantity impacts from development on groundwater. Building codes further define the construction standards that need to be followed when basements and foundations encounter or approach groundwater. The Engineering Department gets directly involved only when applicants seek to discharge groundwater into the Town's stormwater system, often then requiring pre-treatment of the discharged water and measures to avoid flooding. To date, staff are not aware that reliance on these methods and standards has led to any significant negative impacts to local groundwater resources nor has evidence been provided of such impacts. In addition, with regard to overall building size, the LDRs do not count basements against the new maximum building size limits of 40,000sf and 50,000sf. Thus, theoretically, a developer can currently dig a basement as deep as they deem feasible and put it to any use allowed by the LDRs and building code.

Previous Council Direction: Council wanted to eliminate the current exemption for habitable basement floor area to not count against the maximum building size. They also asked staff to research options for an absolute limit on basement depth and best practices related to basements and groundwater protection.

Additional staff research requested by Council on basement impacts on groundwater: Staff conducted additional research to investigate what, if anything, other communities are doing to limit basement depth to address groundwater impacts beyond following local building codes and good engineering practices. Staff also received a research memo from Protect our Waters Jackson Hole providing their research and input on basement regulations. Based on the combined research, which is not exhaustive, there appears to be few communities that require additional limits on basements to protect groundwater. And communities that do have local requirements, such as those in some Colorado jurisdictions, generally do so to implement State adopted groundwater regulations or programs, often focused on addressing hazardous chemicals or mining-scale activities. There are examples of groundwater-related protections from development in foreign jurisdictions, such as the cities of London and Vancouver and areas in France, but these appear to be based on comprehensive, master plan-level analyses and extensive data that we do not have locally.

Staff's conclusion is that we did not yet find any relevant "model" in any other American community that could be applied easily or appropriately in Jackson. Jackson also exists in a state that has not provided any additional requirements or technical guidance on regulating basement depth and groundwater. As such, any local effort to adopt science-based regulations intended to protect groundwater resources from basement development would involve creating an entirely new and novel regulatory program that would require the expertise of outside consultants (Town staff do not have expertise in this field) and considerable time and money to conduct a highly technical analysis and comprehensive public outreach effort. Such a study would need to collect baseline data to address the threshold question of whether current and past sub-surface developments have, in fact, negatively impacted groundwater resources and, if so, what can be realistically achieved with local land use regulations.

New information for this staff report:

At the June 15, 2026, workshop, Council members expressed concern about basements polluting or compromising groundwater resources. Staff take those concerns seriously and want to be transparent about why we are not recommending additional regulatory action at this time.

The core challenge is that any science-based regulation of basement depth and groundwater impacts would require starting from scratch, there is no model in American communities that translates directly to Jackson's context. Wyoming has not adopted state-level requirements that would give the Town a framework to build on and Town staff do not have the technical expertise to design this type of program in-house. Creating a defensible local program would require outside consultants, significant baseline data collection, and extensive public engagement to identify the problem (and solutions) we are trying to address.

Staff's recommendation to wait for the Mogul hotel groundwater analysis is not a decision to ignore the issue, it is a decision to gather the best available technical information before committing to a regulatory approach. The Mogul analysis will be the most comprehensive groundwater impact study the Town has received and the Town's third-party consultant will provide professional expertise that staff currently lacks. That information will put the Town in a much stronger position to design an effective and legally defensible program if the analysis indicates one is needed.

Staff will report to Council on the findings of the Mogul groundwater analysis through review and presentation of the Mogul hotel Development Plan and will flag any concerns that suggest earlier action is warranted.

Recommendation for LDR changes:

- Eliminate floor area exemption for habitable basement floor area from maximum building size (i.e., 40,000sf /50,000sf). This change would not eliminate the current exemption for non-habitable basement floor area, such as for parking garages.
 - Purpose: To reduce the incentive to create “underground cities” where developers take advantage of our basement floor area exemption by adding much more habitable basement floor area than the community anticipated, bringing with it unwanted development intensity (e.g., traffic, employee generation, housing impacts, etc.) This change would not outright prohibit an “underground city” but it would force developers to choose between using limited valuable habitable floor area for above-ground uses versus underground uses and staff are confident that most developers will choose the former. This change would also apply only for basements when calculating maximum building size, thus the current general LDR exemption for basements from the FAR cap still applies (e.g., a single-family home can still have a habitable basement that does not count against the maximum FAR).
 - Example: If a developer proposes a hotel with 50,000 sf of above ground habitable floor area but that also includes another 20,000 sf of basement floor area dedicated to guest rooms, gym, spa, lobby, and other amenities (i.e., 70,000 sf total habitable floor area), the recommended LDR change would force the developer to either reduce the above ground floor area to 30,000 sf or eliminate the 20,000 sf of basement floor area to ensure they do not exceed the 50,000 sf maximum building size.

Planning Commission recommendation: **Approve** not exempting basement floor area from maximum building size limits.

- Regulations to Limit Basement Depth to protect groundwater. Staff recommend that the Council postpone any action on addressing basement depth and groundwater until after the Mogul hotel development is complete. Through review of that Development Plan application (which should be submitted in the next two or three months), the Town will have the opportunity to analyze the most comprehensive and detailed groundwater remediation report the Town has ever received addressing the impacts of below-ground development on

groundwater quality and quantity. It will also address hydrocarbon contamination and remediation options. Also, because the Town has retained a third-party expert consultant to review the applicant's remediation report and advise us on the efficacy of proposed mitigation measures, we will have access to professional expertise to help us better understand all the relevant scientific, engineering, and policy considerations related to subsurface development impacts on groundwater hydrology.

Planning Commission recommendation: **Approve** postponing further study on impacts of basement on groundwater resources until after Mogul hotel groundwater remediation analysis is reviewed by Town.

Key Question 4.

Does the Council support the recommended change to not exempt habitable basement floor area from maximum building sizes, as provided in this staff report?

Staff recommend approval.

Key Question 5.

Does the Council support the postponing further study on impacts of basement on groundwater resources until after Mogul hotel groundwater remediation analysis is reviewed by Town, as provided in this staff report?

Staff recommend approval.

Planning Commission

The Planning Commission heard this item on March 4, 2026, and June 3, 2026. All Commission recommendations and relevant discussion are provided above within the section for individual LDR item.

Possible Alternatives.

The Council has the following options for each of the proposed LDR changes:

Alternative 1: Direct staff to proceed with the specific options presented. This is staff's preferred path as it allows redline LDR amendments to be drafted and returned for formal action as soon as possible. Staff have stated its position on each item in the Analysis section above.

Alternative 2: Modify one or more of the proposed options before directing staff to draft amendments. Council may direct staff to adjust specific parameters, for example, changing the sliding scale ratios, adjusting the setback distance or encroachment percentage, setting a different short-term rental limit, or modifying the basement floor area provision. Staff can incorporate any specific direction into the redline drafts.

Alternative 3: Request additional analysis on one or more items before providing final direction. Council may determine that one or more items require additional research, stakeholder input, or legal review before staff are directed to draft amendments. Staff note that any additional analysis may delay final adoption of the amendments.

Alternative 4: Decline to proceed with one or more of the proposed amendments. Council may decide not to pursue one or more of the four changes. Staff note that declining the 2:1 bonus changes would leave the existing tool unchanged at a time when the Wyoming Legislature may move to restrict housing mitigation requirements as early as Spring 2027, which could significantly limit future options.

Alternative 5: Defer basement depth regulation as recommended by staff. Staff specifically recommend deferring any action on basement depth and groundwater regulation until after the Mogul hotel Development Plan review is

complete, which will provide the most comprehensive groundwater impact analysis the Town has received to date. Council may accept this recommendation or direct staff to begin the regulatory work in parallel.

Comprehensive Plan & Priority Alignment.

As provided below, the proposed amendments in this item implicate a number of different Comprehensive Plan policies and goals.

2:1 Workforce Housing Bonus:

- Policy 5.4.d: Provide incentives for the provision of workforce housing
- Policy 3.1.b: Direct development toward suitable Complete Neighborhood subareas
- Strategy 3.1.S.2: Explore tools for transferring development potential from Preservation and Conservation Subareas of ecological significance to Stable and Transitional Subareas in the Town and County

The 2:1 workforce bonus tool was created as an innovative incentive to encourage private developers to build deed restricted housing with no public subsidy. It has been very well used and so has implemented Policy 5.4.d. The tool has also directed density from the County conservation areas into the Complete Neighborhood of the Town where there are appropriate services to accommodate additional density, as envisioned in Policy 3.1.b and Strategy 3.1.S.2.

Third-story Stepback

- Policy 4.1.c: Promote compatible infill and redevelopment that fits Jackson's neighborhoods
- Policy 4.2.e: Create a vibrant and walkable mix use Subareas

The proposed change to reduce the third-story stepback is intended to better integrate new, large buildings in the downtown area consistent with Policy 4.1.c. In addition, providing for a more generous stepback will help to open up views within town, make buildings seem less massive, reduce the "canyon" effect, and so make downtown a more enjoyable place to walk.

Short-term Rentals

- Policy 3.2.C: Limit Lodging to defined areas
- Policy 4.2.e: Maintain lodging as a key component in the downtown

While the proposal is to limit the use of short-term rentals in individual projects, doing so retains this visitor-serving use in our Lodging Overlay as intended by the Policies 3.2.C and 4.2.e. that acknowledge the key roles that lodging plays in our local economy and downtown vitality.

Basements

- Policy 3.3.C: Provide predictability in land use decisions.

No Comprehensive Plan policy directly or indirectly addresses basements or subsurface development but the proposal to no longer exempt habitable basement floor area from the maximum building size will add predictability to development so that actual development better matched public expectations in terms of the amount of development allowed by zoning.

Fiscal Impact.

There should be no measurable fiscal impact to the Town if the proposed LDR changes are adopted. No outside professional services were used.

Staff Impact.

Staff have spent approximately 80 hours on this item to date. We expect to spend another 40 hours to finalize the LDR amendments provided in this staff report assuming they are generally approved as presented. This estimate will increase if the Council makes significant additional changes to the amendments.

Attachments or Links.

Exhibit A: List of Approved 2:1 Workforce Bonus Projects.

Suggested Motion.

I move to direct staff to bring back LDR changes consistent with the proposed amendments presented in this staff report, dated August 17, 2026, with changes as discussed by the Council at this workshop.

Exhibit A: Approved 2:1 Workforce Housing Bonus Projects

Summary of 2:1 Bonus Units and Floor Area			
Address	Total Market Units (total sf)	Total Workforce Units (total sf)	Total FAR bonus above base FAR
160 E. Broadway Avenue	1	1	4,397 sf
1120 & 1122 South Park Loop Road	8 (5,080 sf)	5 (4,000 sf)	9,080 sf
645 S. Cache Street	1 (2,667 sf)	1 (1,342 sf)	4,009 sf
174 N. King Street (100% Deed Restricted)	n/a	6 (6,294 sf)	6,294 sf
185 N. Glenwood Street (Glenwood/Gill Condos)	4 (11,089 sf)	4 (6,689 sf)	17,778 sf
10, 12, 14 & 16 E. Simpson Avenue	1 (2,456 sf)	1 (845 sf)	1,355 sf
367 S. Willow Street	1 (235 sf over base*)	1 (999 sf)	1,234 sf
105 Mercill Avenue (100% Deed Restricted)	n/a	30 (25,909 sf)	25,909 sf
445 Vine Street	2 (896 sf)	1 (448 sf)	1,344 sf
440 W. Kelly Avenue (Kelly Place)	n/a	7 (6,942 sf)	6,942 sf
255 S. Highway 90	9 (6,052 sf)	7 (3,423 sf)	9,474 sf
235 Veronica Lane	14 (7,452 sf)	9 (4,274 sf)	11,726 sf
165 N. Glenwood Street (Glenwood/Gill Condos)	1 (2,781 sf)	3 (5,420 sf)	8,201 sf
Jackson Street Apartments	n/a	30 (31,926 sf)	31,926 sf
80 E. Karns Avenue	6 (5,280 sf)	3 (2,622 sf)	8,169 sf
1060 & 1080 South Park Loop Road (The Loop)	67 (43,763 sf)	Workforce: 31 (21,678 sf)	2:1 over base FAR 82,000 sf
Mogul Hospitality N. Cache Street	17 (53,745 sf)	16 (27,840 sf)	97,382 sf
Total Units	132 (141,496 sf)	147 (150,651sf)	253,410 sf



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 approximately 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

COUNCIL'S WORKING CALENDAR 2026		
JANUARY	FEBRUARY	MARCH
JOINT MEETING JANUARY 5	JOINT MEETING FEBRUARY 2	EVENING MEETING MARCH 2
Comp Plan Scoping	Joint Powers Agreement Updates Parks & Rec	Revolving Rights from Housing Trust for Town Employees
	Emergency Management Exercise	Employee Housing Opportunities at 90 Virginian Lane
EVENING MEETING JANUARY 5		
Legislative Approach	EVENING MEETING FEBRUARY 2	SPECIAL JOINT MEETING MARCH 9
Flock Safety Contract Review	N. South Park Area 1 Request for Water/Wastewater	START JHMR Contract
	Annual Liquor License Renewals	90 Virginian Lane
WORKSHOP JANUARY 20		
Water Efficiency	WORKSHOP FEBRUARY 17	WORKSHOP MARCH 16
LDR Updates to Address Development Impacts	Parking Update for Summer 2026	FY27 Budget Revenue & Reserve
	Parks & Rec 5 Year Capital Improvement Plan (CIP)	Visioning Workshop for Changes to LDRs
EVENING MEETING JANUARY 20		Utility Rate Update & Water Efficiency Ordinance
90 Virginian Lane Town Funding Approach	EVENING MEETING FEBRUARY 17	
Nelson Drive Annexation Hearing	S4 Flats Housing Project	EVENING MEETING MARCH 16
	Town Council Salaries	Parklets Check In (Plug 'N Play)
SPECIAL MEETING, RETREAT JANUARY 28 & 29		Karns Meadow Ecological Monitoring Plan
	SPECIAL MEETING, STRATEGIC BUDGET FEB. 19	
		SPECIAL JOINT MEETING MARCH 17, Board Interviews
		SPECIAL MEETING MARCH 18, STRATEGIC BUDGET

APRIL	MAY	JUNE
JOINT MEETING APRIL 6	JOINT MEETING MAY 4, CANCELLED	JOINT MEETING JUNE 1
90 Virginian Lane		Joint Budget Finalization
	EVENING MEETING MAY 4	Fire/EMS Joint Powers Agreement Finalization
EVENING MEETING APRIL 6	Working Agreements Check In & Council Pay Philosophy	
Title 5 & 9: Municipal Code Updates	SPET Allocation for Stilson Transit Center	EVENING MEETING JUNE 1
Executive Session		Update on Parking Garage and Parking Action Plan
	SPECIAL MEETING MAY 5, FY27 BUDGET	Traffic Impact Study LDR Updates (P)
SPECIAL MEETING APRIL 13, FY27 BUDGET		
	SPECIAL JOINT MEETING MAY 11, 90 Virginian Ln.	WORKSHOP JUNE 15
WORKSHOP APRIL 20		Town Long Range Planning Work Plan & Indicator Report
Stormwater Utility Policies	SPECIAL JOINT MEETING MAY 12, FY27 BUDGET	LDR FY26 Development Impact Updates
Joint Powers Agreement Updates—Town Only		START Bus Grant Update
Potential Changes to Bear Conflict Zone	SPECIAL MEETING MAY 13, FY27 BUDGET	
		EVENING MEETING JUNE 15
EVENING MEETING APRIL 20	WORKSHOP MAY 18	Working Agreements Check In
Community School Expansion Conditional Use Permit (P)	Town Employee Housing Strategy	Budget Hearing
Executive Session	Natural Resource Overlay LDR Update	90 Virginian Lane
	Joint Powers Agreement Updates—Town Only	
SPECIAL JOINT MEETING APRIL 27, FY27 BUDGET		
Nonprofits	EVENING MEETING MAY 18	
	145 W. Pearl Ave. Development Plan (P)	
SPECIAL JOINT MEETING APRIL 28, FY27 BUDGET	Teton Village Resort Master Plan Amendments (P)	
Joint Departments	Scoping of Hidden Ranch Speed Limit	
Transportation & Housing Work Plan		
	SPECIAL MEETING MAY 26, FY27 BUDGET	

JULY	AUGUST	SEPTEMBER
JOINT MEETING JULY 6	JOINT MEETING AUGUST 3	EVENING MEETING SEPTEMBER 8
Joint Powers Agreement – Town Update	Housing Rules & Regs Issue Identification	Rodeo Concession Agreement
START Budget Amendment Update	Aquatics Facilities Planning Workshop	FY27 Rodeo Grounds Capital Contribution
Parks & Rec Joint Powers Recap & New Ideas		Affordable Housing Exemptions Scoping Report
Housing Rules & Regs Issue Identification	EVENING MEETING AUGUST 3	Recreation Center Access Policy for Town & County Employees
	Contractor Licensing Municipal Code Amendments (P)	Community Streets Plan Adoption
EVENING MEETING JULY 6	Future Wastewater Treatment Plant Capacity Analysis	
String Lighting LDR Amendment (P)		JOINT MEETING SEPTEMBER 14
	WORKSHOP AUGUST 17	Comp Plan Next Steps
SPECIAL JOINT MEETING JULY 7, BOARD INTERVIEWS	Ecosystem Indicator Report	Parks & Rec Joint Powers Recap & New Ideas
	Building Permit Fees & Waiver Policy	
SPECIAL JOINT MEETING JULY 14, 90 VIRGINIAN LANE	LDR Changes to Address Development Impacts	WORKSHOP SEPTEMBER 28
		Cemetery Master Plan & Fees
WORKSHOP JULY 20	EVENING MEETING AUGUST 17	Health & Human Services & Community Initiatives Update
Community Streets Plan Draft	Update on Parking Garage Management	LDR Update for Wildlife Friendly Fencing/Permeability (P)
Sustainability Plan Update	Dogs In Parks Scoping Report	
Pollinator Protection		EVENING MEETING SEPTEMBER 28
	SPECIAL MEETING AUGUST 18, BOARD INTERVIEWS	Transportation Maintenance Fee and Impact Fee
EVENING MEETING JULY 20		Biennial LDR Update
Virginian Lodge Development Plan (P)	SPECIAL JOINT MEETING AUGUST 31, START FUNDING	
Natural Resource Overlay LDR Update		

OCTOBER	NOVEMBER	DECEMBER
JOINT MEETING OCTOBER 5	JOINT MEETING NOVEMBER 2	JOINT MEETING DECEMBER 7
Housing Rules & Regs		
		EVENING MEETING DECEMBER 7
EVENING MEETING OCTOBER 5	EVENING MEETING NOVEMBER 2	Reimagining Special Events
Update on Parking at Home Ranch	Legislative Approach	
Parklet Program Scoping Report	PI List & Plug 'N Play Review	WORKSHOP DECEMBER 21
Mixed-Use Development Plan 665 S Cache (P)	Traffic Impact Study LDR Update (P)	Town Facilities & Property Master Plan
	Arts District South Development Plan 230 W. Simpson (P)	Rodeo Grounds and Concessionaire
SPECIAL MEETING OCTOBER 13, STRATEGIC BUDGETING		Investment Options Strategic Budgeting 2.0
	WORKSHOP NOVEMBER 16	Rodeo Management Agreement
WORKSHOP OCTOBER 19	Staff Benefit Package Review	
Title 13: Utilities Update	Title 8: Health & Safety Update	EVENING MEETING DECEMBER 21
Town Employee Housing Strategy	Willow/King/Gill Complete Street	
EVENING MEETING OCTOBER 19	EVENING MEETING NOVEMBER 16	
Shifting Meetings to Tuesday	Nelson Drive Solutions	
Hotel Development Plan at 210 N. Glenwood (P)		

CURRENT SCOPING REPORT ITEMS	PLUG 'N PLAY ITEMS	
Changing Speed Limit in Hidden Ranch	Parklets	
Dogs in Parks (August)	Bear Conflict Zone Potential Expansion	
Affordable Housing Exemptions (September)	Working Agreements Check-In (June)	
Parklet Program (October)	Pollinator Protection (July)	
Council Pay Philosophy (in process)	PI List Review (November)	
	Nelson Drive Solutions (November)	
	Shifting Meetings to Tuesday (October)	
	Investment Options Strategic Budgeting 2.0 (December)	
	Cemetery Residency Requirements Policy	
	Analysis of Abstention/Excused Absences/Rules of Debate/Additions	
	Int'l Energy Conservation Building Code Update	
	Drone As First Responder	
	Voluntary Stretch Codes for Building Efficiency	
	Mounted Patrol Implementation	