



# Appendix B: 1994 Plan Analysis





# 1994 COMPREHENSIVE PLAN ANALYSIS

10/15/07

Prepared for: Town of Jackson and Teton County  
By: Clarion, Collins Planning, and Fehr & Peers





# 1994 Plan Analysis - Executive Summary

This Executive Summary presents the findings of the Plan Analysis Report.

## **Major Themes of the 1994 Plan**

The 1994 Plan focuses on a number of major themes, including:

1. Location of Development
2. Development Patterns and Character
3. Protection of Natural, Scenic, and Agricultural Resources
4. Affordable Housing
5. Transportation
6. Balance between Resorts and Community

Other topics not addressed in the 1994 Plan are: Sustainability and climate change, shifting economy (from tourism to professional and service-based businesses), and design principles for Town development and redevelopment.

## **How Does the 1994 Plan Address the Major Themes?**

### **1. Location of Development**

The 1994 Plan sets the groundwork for the location of development. Chapter 1 describes geographical location for land use patterns as follows:

#### **Unincorporated Teton County Locations for Development**

1. Preservation of open space (hay meadows in South Park, Spring Gulch, ranchlands along Teton Village Road, Buffalo Valley and Alta);
2. Maintaining neighborhood conservation areas in previously developed areas;
3. Anticipated growth at Teton Village and Grand Targhee, and limited commercial growth near the Aspens, Wilson and Hoback Junction;
4. Affordable housing centers in the northwest corner of South Park on the south side of High School Road and in Wilson and Hoback Junction.



#### **Town of Jackson Locations for Development**

1. Preserve steep hillsides around town;
2. Preserve jurisdictional wetlands along Flat Creek in the Karns Meadow and immediately north of High School Road;
3. Provide higher density in West Jackson;
4. Provide visitor commercial in the town core and Snow King and provide community services along West Broadway;
5. Provide a park-n-ride at the intersection of highways 189 and 22;
6. Provide a pedestrian network around the Town Square; and,



7. Provide design improvements along West Broadway in terms of internal circulation, signage, landscaping, and other techniques to improve the visual entrance.

## **2. Development Patterns and Community Character**

One of the 1994 Plan's themes is to manage growth to preserve the community's character. The plan refers to several elements that contribute to community character, such as maintaining a socially diverse population and protecting natural resources. Other key components of character are defined as the pattern of development and relationship between the volume of development and surrounding land area. The 1994 established character districts: Urban, Suburban, and Rural, and mapped the county this way. The plan also proposed clustering.



## **3. Protection of Natural and Scenic Resources, and Agriculture**

Resource Protection is a major theme—to protect natural and scenic resources, open space, and agriculture. The plan contains several goals aimed at protecting wildlife habitats and migration routes, scenic areas, and other sensitive lands. It also promotes the continuance of agriculture. It established the foundation for the Natural and Scenic Overlays (NRO and SROs) that are now in the Land Development Regulations (LDR).



## **4. Affordable Housing**

The 1994 Plan (and updates) establishes goals to provide a variety of affordable housing for Teton County's socially and economically diverse population and establish a balanced program of incentives, requirements, and public and private actions to provide affordable housing. The 1994 Plan established that 25% of future population increases needed affordable housing. However, the 2007 Housing Needs Assessment has suggested that at least 40% of new residential development be affordable. The plan also identifies some locations for affordable housing.



## **5. Transportation**

Chapter 8 of the plan (adopted in 2000) establishes goals for transportation addressing: land use (mixed-use villages, Jackson "Town as Heart," increased density, and conservation easements), alternative modes of travel (transit and pathways), roads and streets, funding, and administration.



## **6. Balance between Resorts and Community**

A theme of the 1994 Plan is to remain a community first and a resort second.

## **Other Topics 1994 Plan Didn't Address that are Relevant Now**

- Sustainability and climate change (energy and resource use).
- Shifting economy from tourism to professional and services-based economy (the "new" economy).
- Detailed design guidance for downtown Jackson development and redevelopment.



## How Has Community Accomplished 1994 Plan Aims?

Themes	Locations or Measures	Meeting Aims?	Comment
<b>1. Location of Development</b>			
<b>Open Space</b>	Overall Preservation	●	Major emphasis of the 1994 Plan.
	South Park, Hog Island	○	Not all areas permanently protected.
	Alta and Buffalo Valley	○	Lands still intact, but permanent protections not in place.
	Teton Village Road	◐	A mix of development and easements. 2,500 acres protected.
	Spring Gulch	●	1,200 acres protected by easements.
<b>Areas for Commercial Development</b>	Commercial Overall	◐	Plan limited commercial to designated areas, but future projects are uncertain.
	Wilson	◐	Plan not explicit on how to develop Wilson.
	Areas outside Plan locations	○	Commercial development has occurred in areas not specified by 1994 Plan.
<b>Affordable Housing Centers Location</b>	Wilson	●	Successful projects.
	Other Locations	◐	Plan doesn't provide guidance and housing projects have occurred in unspecified areas.
<b>Town Development</b>	Redevelopment	◐	Need to reconcile "character" and "redevelopment"
<b>2. Development Pattern and Community Character</b>			
	Cluster Subdivisions – open space	◐	Used a limited number of times. Most development on prior subdivided lands.
	Cluster subdivisions scattered	◐	Widely scattered around county instead of near "nodes" of development.
	Town Redevelopment	○	No guidance
<b>3. Preservation of Natural, Scenic, Agricultural Resources</b>			
	Scenic Corridors	●	Well established along most highways.
	Conserved Acreage	●	9,000 acres (24%).
	Wildlife Habitat	◐	May need to address connected habitat and migration corridors better.
<b>4. Affordable Housing</b>			
	Amount of Affordable Housing Since 1995	◐	Meeting 1994 plan's goals, but still huge shortfall. Incorporate Housing Needs Assessment recommendations.
	Location of Affordable Housing	◐	Some inconsistencies with the plan. Update plan to clarify locations.
	Agriculture	◐	Active in areas with less development pressure (e.g., Alta and Buffalo Valley).
<b>5. Transportation</b>			
	Daily Traffic Volumes	○	Rate of growth exceeds plan projections (by 15% to 200%)
	Mixed-Use and Higher Density Nodes	○	A lot of debate over appropriate density (e.g., South Park) and have not had intended effect on traffic.
	Alternative Modes	●	Pathways and especially transit.
<b>6. Resort/Community Balance</b>			
	2020 Projections	◐	Community structure has shifted due to housing costs and commuting patterns

**KEY:** ● = very well | ◐ = moderate success | ○ = has not achieved, or needs adjustment

This page blank



# TABLE OF CONTENTS

<b>Overview .....</b>	<b>1</b>
<b>Comprehensive Plan Background .....</b>	<b>1</b>
<b>Contents .....</b>	<b>3</b>
<b>General Observations and Conclusions.....</b>	<b>4</b>
1. Location of Development.....	4
2. Development Pattern and Community Character .....	5
3. Preservation of Natural and Scenic Resources, Agriculture .....	6
4. Affordable Housing .....	6
5. Transportation .....	6
6. Resort/Community Balance.....	7
<b>Plan Analysis .....</b>	<b>8</b>
<b>Development Location.....</b>	<b>8</b>
How Does the 1994 Plan Address this Topic? .....	8
Development Location Analysis.....	8
Futures Map for Unincorporated County .....	8
Futures Map for Town .....	14
<b>Development Patterns and Community Character.....</b>	<b>16</b>
How Does the 1994 Plan Address this Topic? .....	16
Development Patterns and Community Character Analysis .....	17
Family Subdivision Exemptions .....	18
Town Development .....	18
<b>Protection of Natural and Scenic Resources, Agriculture .....</b>	<b>19</b>
How Does the 1994 Plan Address this Topic? .....	19
Open Space and Resource Protection Analysis .....	19
<b>Affordable Housing .....</b>	<b>21</b>
How Does the 1994 Plan (and Amendments) Address this Topic? .....	21
Affordable Housing Analysis .....	21
Amount of Affordable and Employee Housing .....	21
Location of Affordable Housing .....	22
Balanced Program of Incentives, Requirements, and Public – Private Actions .....	23
<b>Transportation .....</b>	<b>24</b>
How Does the 1994 Plan (and Amendments) Address this Topic? .....	24
Transportation Analysis .....	24
Transportation and Land use.....	24
Alternative Modes of Travel and Transportation Demand Management.....	25
Streets and Roadways.....	28
<b>Balance Between Resorts and Community.....</b>	<b>29</b>
How Does the 1994 Plan Address this Topic? .....	29
Resort/Community Balance Analysis.....	29
Resort Units compared to Total Units .....	29

Second and Vacation Homes.....	31
<b>Themes not Addressed in 1994 Plan.....</b>	<b>29</b>

## **Figures**

Figure 1: Teton County/Town of Jackson Locator Map .....	2
--	---

## **Tables**

Table 1: County Cluster Subdivisions .....	18
Table 2: Town Mixed-Use Developments.....	18
Table 3: 1994 Plan-Identified Affordable Housing Locations and Projects .....	23
Table 4: START Ridership (2000 to 2007) .....	26
Table 5: Percentage Increase in Transit Riders between Town of Jackson and Teton Village .....	26
Table 6: Percentage Increases in Transit Riders on the Town Shuttle:.....	26
Table 7: Goals and Traffic Counts.....	27
Table 8: Approved Resort Master Plans .....	30
Table 9: Ratios of Resort Units Compared to County Overall, 1992 and 2020 Projected .....	30

---

# OVERVIEW

---

## COMPREHENSIVE PLAN BACKGROUND

Jackson and Teton County adopted the core of the Comprehensive Plan in 1994, at the same time the Land Development Regulations (LDR) were adopted. The initial adoption occurred with the recognition that several key topics still needed completion, and the town and county adopted additional chapters, and the relevant LDR, in subsequent years, as follows:

- Chapter 5, Affordable Housing: The analysis of affordable housing was performed in 1994, and the county and town adopted Chapter 5, Affordable Housing in early 1995.
- Chapter 8, Transportation: The chapter was prepared during 1998 and 1999 and adopted in January, 2000.
- The town and county also considered, but did not adopt, impact fees in 1996.

The 1994 Plan replaced a comprehensive plan and LDR that had been in place since 1978. A major stimulus for the 1994 Plan was a series of traffic projections and the resultant roadway improvements they foretold. The community realized that a significant amount of growth was occurring and feared that the character of the town and county were about to change.

As result, the town and county launched a joint planning effort designed to produce a single comprehensive plan and LDR for both jurisdictions. Central to the effort was the objective to direct growth away from a blanket of three and six acre lots that the county's plan and LDR at the time allowed. The town and county hired a consulting firm to prepare a community character-based Comprehensive Plan and LDR. The consultants completed their work and the town and county planning commissions further developed the plan to its completion.



Figure 1: Teton County/Town of Jackson Locator Map

## CONTENTS

Evaluating the effectiveness of the 1994 Plan can take various forms, largely because the plan is highly qualitative in its goals and objectives and lends itself to variable interpretations. But this review attempts to focus on measurable items that relate to several major themes of the 1994 Plan and the recurring topics in local planning discussions.

This Analysis report reviews several fundamental elements of development and growth, recognizing that overlap exists across the various elements. More specifically this review considers:

1. The location and pattern of development;
2. Type and character of development, that has occurred since 1994 -- reviewed for consistency with the plan goals;
3. Accomplishments toward open space and natural resource protection;
4. Affordable housing;
5. Transportation; and,
6. The balance between resort development and community development.

# GENERAL OBSERVATIONS AND CONCLUSIONS

The 1994 Plan stresses maintaining the character of the community and establishes qualitative goals to guide development. While this character approach defines the community's values, it de-emphasizes quantitative goals and only generally describes the vision in geographic terms. However, the 1994 Plan describes "Community Issues Maps" and a "Futures Map" that outline areas for open space preservation, development, and affordable housing centers. The progress toward pursuing the outline of the plan's key themes and community vision is reviewed below.

## 1. Location of Development

### Open Space Preservation

- **Overall Preservation:** Maintaining open space and scenic corridors along the major roadways, and in Alta and Buffalo Valley, has been very well accomplished to date. Essentially the entire length of the Highway 22 corridor has been preserved by open space easements with a single 50 acre parcel of land remaining unprotected just west the Highway 22 / Highway 390 intersection.
- **South Park/Hog Island:** Large tracts of open spaces remain along the Highway 189/191 corridor through South Park and Hog Island, however, three large parcels remain available for development. The largest parcel, the Hereford Ranch immediately south of town, presents significant planning questions for the community as this property continues to provide open space and scenic views while lying in the path of development and providing opportunities to meet some of the community's development needs. The other key parcels along this corridor are on Hog Island south of the Evans gravel processing site and south of the Wyoming Department of Transportation facility.
- **Alta and Buffalo Valley:** Alta and Buffalo Valley have experienced the least amount of development changes since 1994 and continue in a rural character, but offer significant planning questions for the future. Approximately 1,000 acres of land in Alta is actively ranched, but the long-term viability of this activity is in question. The future use of this land will have a large impact on the character of Alta. The Hatchet Ranch in Buffalo Valley has been preserved as open space, but additional land along the highway corridor remains available for development.
- **Teton Village Road:** A portion of the ranch lands along the northern end of Highway 390 have been developed by the recent expansion of Teton Village, while the remainder of the road corridor in this vicinity has been protected by open space easements.
- **Spring Gulch:** Finally, preserving Spring Gulch has been an emphasis of the land owners in the area, and the Spring Gulch Preserve and the area remains largely open space.

### Areas Suitable for Development

- **Commercial Development/Unincorporated County:** The 1994 Plan has successfully limited commercial development in the unincorporated county to the designated areas, thereby avoiding additional commercial sprawl. However, the proposed development



plans at Teton Village, including the Snake River Associates land, and Grand Targhee Resort are very large scale and long-range plans. The 1994 Plan does not provide sufficient guidance for the community to evaluate these plans and relate them to the community's vision.

- **Wilson:** While Wilson is identified as an area appropriate for development, the 1994 Plan is not explicit in how this village should be developed. Projects that have occurred in Wilson, such as Wilson Meadows and the Housing Authority's project on the old Wilson School site have been very controversial due to differing perspectives on the 1994 Plan for the area.
- **Outside of 1994 Plan Locations:** Furthermore, the 1994 Plan does not address how much and where development should occur outside of the few locations targeted in the 1994 Plan. The projected population growth in the 1994 Plan far exceeds the capacity of the locations that are identified as appropriate for growth, but the 1994 Plan does not establish clear direction for managing this additional development.

### **Affordable Housing Centers**

- **Wilson:** The 1994 Plan successfully steered affordable housing to Wilson in the form of Wilson Meadows and the Housing Authority's development on the old Wilson School site.
- **Other Locations not in 1994 Plan:** The demand for affordable housing outstrips the capacities of the identified housing centers. Additional significant affordable housing developments exist (Millward) and are proposed (Osprey Creek) along Highway 390 and in South Park (Sage Meadows) where land and infrastructure are available. The 1994 Plan fails to identify an ample number of areas for affordable housing, much as it insufficiently plans for the projected overall population growth.

### **Town Development**

- **Redevelopment:** Town development generally has been consistent with the 1994 Plan Vision Statement, however, the plan and vision for town do not address the full range of issues. Most significantly, the 1994 Plan does not address redevelopment issues as the town enters a significant redevelopment phase. The general goal of preserving community character has not been reconciled with the desire for, and inevitability of redevelopment.

## **2. Development Pattern and Community Character**

The 1994 Plan describes a pattern of residential development for the county that differs from the pattern that had evolved during prior years. Cluster subdivisions with associated open space are promoted as a way to allow development to continue while protecting the community's character.

- **Cluster Subdivisions—Preservation of Open Space:** The cluster subdivisions work moderately well in preserving open space. The cluster subdivision lots average 2.7 acres in size with an average of 4.3 acres of open space. However, the cluster model has been used only 33 times since 1994, creating 337 residential lots. In the unincorporated county 1,555 building permits have been issued during the same time period, indicating that most of the residential development occurred on prior subdivided land or on large unsubdivided tracts.
- **Cluster Subdivisions—Scattered:** While clustering and open space preservation occur within these developments, cluster subdivisions are widely scattered throughout the county

and only the subdivisions adjacent to Wilson are located near a node of existing development.

- **Town Redevelopment:** The 1994 Plan provides insufficient analysis and guidance on the town's impending redevelopment phase.

### 3. Preservation of Natural and Scenic Resources, Agriculture

- **Scenic Corridors:** Protection of the scenic corridors has been very well established along most major roadways.
- **Preserved Open Space – Acres:** Over 9,000 acres of open space has been preserved by conservation easements in the natural resource area (26% of the sensitive lands). Since 1994, 175 new building sites have been approved in the natural resource area on 773 acres. These sites have 1,775 acres of required open space.
- **Wildlife Habitat:** While many acres of open space have been created in the natural resource overlay area, the scattered nature of development raises concerns about the fragmentation of wildlife habitats. A broader approach to protecting wildlife sensitive areas may be needed than the open space requirements that are applied on individual developments.

### 4. Affordable Housing

- **Amount of Affordable Housing Since 1995:** The amount of affordable and employee housing that has been developed since 1995 is impressive and appropriate to meet the community's quantitative goals. However, while the quantitative goals established in 1995 are being reasonably met, the housing problem is getting worse and the 1995 goals do not reflect the region's current needs.
- **Location of Affordable Housing:** While the locations of the affordable housing developments generally match the locational criteria in the comprehensive plan, there are a few inconsistencies. Pioneer Homestead is a multi-family housing development for the senior population in East Jackson, but is logically located adjacent to the existing senior housing development. The Millward housing development and the proposed Osprey Creek development on Highway 390 raise questions about the appropriateness of their locations. This highway corridor is not called out in the 1994 Plan as a location for affordable housing. And finally, Old West Cabins and the affordable units in the Hog Island subdivision are located in areas not listed for affordable units.
- **Affordable Housing Provided a Variety of Ways:** The inventory of affordable and employee housing units has been produced in a variety of ways that include developer requirements and incentives and direct public initiatives.

### 5. Transportation

- **Daily Traffic Volume:** Daily traffic volume has been growing about 3% per year on the major roadways outside of the Town of Jackson. This rate of growth exceeds the 1994 Plan projections by 15% to 200%. Traffic growth on major roads in the town are reasonably consistent with the Plan goals.
- **Mixed-Use Development Policies:** The land use policies in the comprehensive plan designed to redirect development and slow traffic growth have not been fully embraced. Increased density at Teton Village and recent legislative changes in town begin to implement the policies, but the land use policies in the 1994 Plan have not had the intended effect on traffic growth.



- **Alternative Modes:** The creation of opportunities for alternative modes of travel has been achieved through the accomplishments of the transit system and pathway program, and the transit ridership has grown significantly in recent years. Despite the growth in transit ridership, traffic growth continues to exceed Plan goals.

## **6. Resort/Community Balance**

- **2020 Projections for Balance:** Projecting current trends in residential development to 2020 and assuming full build out of the resort master plans indicate that resort accommodations will be a smaller proportion of the total community development. However, the region has seen significant shifts in resort development, away from tourism-based and increasingly towards lifestyle residential-based. Skyrocketing housing prices have also led to impacts on the town's workforce population, of which an increasing percentage now lives elsewhere and commutes, leading to a less socially-diverse community than 10 years ago.

## PLAN ANALYSIS

This section addresses in more detail the key themes of the 1994 Plan, including:

1. The location and pattern of development;
2. Type and character of development, that has occurred since 1994 -- reviewed for consistency with the plan goals;
3. Accomplishments toward open space and natural resource protection;
4. Affordable housing;
5. Transportation; and,
6. The balance between resort development and community development.

## DEVELOPMENT LOCATION

### **How Does the 1994 Plan Address this Topic?**

Chapter 1, Community Vision, of the 1994 Plan establishes a vision statement to guide land development applications and public investments. This chapter presents a geographical description of planning issues and opportunities as the link between the vision statement and the goals of the 1994 Plan. The geographical description is referred to as the “Community Issues Maps” and the “Futures Map.” This review assesses the progress toward achieving the community vision by using the geographical description in Chapter 1 to analyze the location of land developments and the pro-active initiatives of the community.

### **Development Location Analysis**

#### **Futures Map for Unincorporated County**

The Futures Map for the unincorporated county is described in the 1994 Plan as consisting of the following objectives:

1. Preservation of open space (hay meadows in South Park, Spring Gulch, ranchlands along Teton Village Road, Buffalo Valley and Alta);
2. Maintaining neighborhood conservation areas in previously developed areas;
3. Anticipated growth at Teton Village and Grand Targhee, and limited commercial growth near the Aspens, Wilson and Hoback Junction;
4. Affordable housing centers in the northwest corner of South Park on the south side of High School Road and in Wilson and Hoback Junction.

The development location in the unincorporated county has followed this visual outline very well, as described below. However, it is important to note that not all of the properties of the areas listed have been permanently protected.

## 1. Open Space Preservation

### South Park and Hog Island

- The entryway into the Valley through South Park generally continues to have a rural character dominated by open space, although much of the open space along this corridor has not been protected by easements and is available for development.
- The most noticeable hay meadows are the Hereford Ranch and the southern end of Melody Ranch. The future plan for the more than 800 acres of the Hereford Ranch is one of the most significant planning questions in the Valley as this land provides scenic views and clearly lies in the path of development.*(Hereford ranch photo)*
- The southern portion of Melody Ranch, south of South Park Loop Road, is designated for open space as a condition of the approval of the Melody Ranch development. As the remaining phases of this development are platted, additional land along the highway will be protected by open space easements. Approximately 75 additional dwelling units are approved for this land and will eventually be developed. This future subdivision will be set back to the western boundary line of the ranch, preserving the ranch land in the foreground as viewed from the highway.
- A large land holding in excess of 200 acres south of the Evans gravel operation and another land holding of about 100 acres south of the Department of Transportation facility remain undeveloped on Hog Island.
- 341 acres of the U Lazy U Ranch on South Park Loop Road has been preserved by open space easement.
- With the exception of the Hog Island Subdivision and the Wyoming Department of Transportation (WyDOT) facility, most of the development along this corridor has occurred within the existing developed areas.
- The WyDOT facility, a small industrial park in front of this facility, and the residential subdivision occupy about 75 acres. Other development in South Park has occurred in the Melody Ranch subdivision and in the business park area along the highway.



*Hereford Ranch (Collins)*



*WyDOT facility (Collins)*

### **Spring Gulch**

- Spring Gulch has remained as open space largely due to the open space easements recorded by the land owners in this area and the efforts of the Spring Gulch Preserve and Jackson Hole Land Trust. Approximately 1,200 acres of Spring Gulch has been protected by open space easements.



*Spring Gulch open space (Collins)*

### **Teton Village Road**

- This road corridor is a major source of planning related issues and questions. The ranch lands that provide open space along the northern end of this road have seen both additional development and open space preservation since 1994.
- Over 2,500 acres of open space has been preserved along the WY 390 corridor. A state school section of land also is located along this road corridor maintaining 640 acres of open space.
- The Snake River Associates development plan is under construction adjacent to Teton Village on approximately 1,500 acres former ranch meadows.



SRA ranch lands (Collins)

### Buffalo Valley and Alta

- Buffalo Valley and Alta have seen the least amount of change from development. In Buffalo Valley, the Jackson Hole Land Trust and USFS have worked to preserve over 1,200 acres of land in open space easements. Very little land has been developed and the rural character created by open space continues to exist.
- Alta has significant open spaces that are active ranch lands despite several small scale subdivisions being approved since 1994. Approximately 460 acres were developed as residential subdivisions while about 1,000 acres remain in private ranch lands. Another key open space feature in Alta is Teton Canyon, approximately 140 acres of land that remains in open space but not protected by easement.

### Highway 22

- While the Futures Map does not call out the Highway 22 corridor for open space preservation, this is a key corridor for achieving the community's vision. As result of the efforts of the Jackson Hole Land Trust land along this corridor has been substantially preserved.
- Over 3,500 acres of land have been protected by open space easements along the Highway 22 corridor.



Open space / agriculture (Collins)



## 2. Neighborhood Conservation in Previously Developed Areas

The 1994 Plan introduced the concept of clustering residential development and creating associated open space. This was a significant departure from the prior comprehensive plan that was adopted in 1978 which allowed residential development based on site characteristics such as ground water depth and slope. As result of this change in the pattern of development many subdivisions that preceded the 1994 Plan were recognized as “Neighborhood Conservation” areas. These earlier residential developments have continued to in-fill and experience limited additional development consistent with the neighborhood pattern.



*Rafter J subdivision (Collins)*

## 3. Anticipated Growth at Teton Village, Grand Targhee, Aspens, Wilson and Hoback Junction

The community’s vision for the unincorporated county identified several areas as appropriate for growth. Commercial growth was envisioned as being limited to these areas.

- The county approved Teton Village Master Plan in 1998 which clarified the future of this resort. The Master Plan approved a 20-year build out plan that can accommodate residential and lodging uses for an average occupancy of 5,240 persons and slightly over 200,000 square feet of commercial development.
- In 2006, the county approved a plan by Snake River Associates to expand the Village onto approximately 1,500 acres of adjoining ranch land. This development contains a small expansion of the Teton Village commercial core, over 300 housing units and a golf course.
- Since adoption of the 1994 Plan, a land exchange between the owners of Grand Targhee Resort and the U.S. Forest Service resulted in this resort becoming private land. It had previously existed on federal land. Plans to expand Grand Targhee from the existing 96 residential units to approximately 600 are currently before the County Commissioners.
- The Aspens and Teton Pines area has seen limited commercial development pursuant to prior approved master plans for this area.
- The village of Wilson has seen limited commercial development, namely a small barber shop, a commercial building at the corner of West Street and Highway 22, an expansion of the Lundy gas station and two medical office buildings at the corner of HHR Ranch Road and Highway 22. Wilson also experienced residential growth from Wilson Meadows and H-H-R Ranch.
- The community market in Hoback Junction has been expanded and a limited amount of additional commercial development has occurred in this area.

- Not addressed in the 1994 Plan are additional areas that experience growth pressures. The southern half of WY 390 has been developed with the Millward affordable housing neighborhood and another housing development is proposed for the neighboring parcel. And while South Park is in the path of development it is not identified as a growth area.
- The locations identified in the 1994 Plan as suitable for growth are insufficient to accommodate the projected population increase, and the plan provided no further plans for development. Further, the 1994 Plan provided insufficient guidance on the character and amount of growth appropriate for each identified area.



(a) Teton Pines, (b) Teton Village (Collins)



Hoback Junction (Collins)



Wilson commercial (Collins)

#### 4. Affordable Housing Centers in NW Corner of South Park, Wilson and Hoback Junction

- The affordable housing cluster has not occurred in the northwest corner of South Park because the Hereford Ranch remains undeveloped. But approximately 155 affordable housing units/lots have occurred further south in Melody Ranch and Sage Meadows.
- Wilson Meadows and the old Wilson school site provide 41 affordable housing units/lots in Wilson. The school district also owns 2 ½ acres of land for a future staff housing in Wilson.
- No affordable housing has been developed in Hoback Junction other than the accessory units over the grocery. This area has an uncertain water supply and is limited by steep slopes.
- Three affordable housing developments have occurred, and one is proposed, outside of the identified housing centers. The Millward affordable housing project with 49 units, and the proposed Osprey Creek development on the adjacent parcel with 80 units (1/2 proposed as affordable units) are located on the southern half of WY 390. Sage Meadows contains 23 affordable units near the intersection of South Highway 89 and South Park Loop Road. Finally, an additional 20 units are proposed adjacent to the Melody Ranch development in South Park. A subdivision on Hog Island also provides 6 affordable housing units.



*Affordable housing in unincorporated county – Millward on WY 390 (Clarion)*

#### Futures Map for Town

The Futures Map for the Town of Jackson is summarized in the 1994 Plan as follows:

1. Preserve steep hillsides around town;
2. Preserve jurisdictional wetlands along Flat Creek in the Karns Meadow and immediately north of High School Road;
3. Provide higher density in West Jackson;
4. Provide visitor commercial in the town core and Snow King and provide community services along West Broadway;
5. Provide a park-n-ride at the intersection of highways 189 and 22;
6. Provide a pedestrian network around the Town Square; and,
7. Provide design improvements along West Broadway in terms of internal circulation, signage, landscaping and other techniques to improve the visual entrance.

Each of these objectives is summarized in the sections below.



### 1. Preserve Steep Hillsides

- No new development has occurred on the hillsides around town since 1994; however, a 39 unit residential development was recently approved for the north side of Snow King Mountain.

### 2. Preserve Jurisdictional Wetlands

- Karns Meadow remains undeveloped and the town has purchased the creek corridor which contains extensive wetlands. The owner of much of the remaining meadow and Jackson Hole Land Trust have recorded an open space easement on another 26 acres of this site.
- The land immediately north of High School Road has been developed with the Smith Plaza and an expansion of the industrial park.

### 3. Provide Density in West Jackson

- With one exception, all of the higher density development that has occurred since 1994 has been in West Jackson.
- West Jackson is the location of several residential developments (Willow Brook, Elk Run, Ponderosa Village and Creekside) that pre-date the 1994 Plan.
- New developments since 1994 provide additional residential development. Webster Laplant provides approximately 200 residential units across from the new post office. 810 West is another higher density development that provides 36 units near the library. And, the housing authority's affordable housing development at the corner of Snow King Avenue and Flat Creek Drive is another multi-family development.
- Only Pioneer Homestead, an expansion of the existing senior housing complex, is a high density residential development that has occurred in a location other than West Jackson.

### 4. Provide Visitor Commercial and Community Services in Core

- Nearly all of town's visitor commercial services are downtown and the community services are located in West Jackson.



*Commercial and Visitor Services in Core (Clarion)*

- New Albertsons Shopping Plaza, Smiths Plaza, Car Corner, Buffalo Junction, Sidewinders development, four banks and four large office buildings are major community services located in West Jackson.



*Office Development in Jackson (Collins)*

- Businesses around the square have converted to visitor commercial and Snow King Resort is developing the condominium portion of the resort master plan.

### **5. Develop Park N Ride**

- A park-n-ride facility has been developed in the Karns Meadow.

### **6. Upgrade Pedestrian Network**

- The town continues to maintain and upgrade the pedestrian network in downtown.

### **7. Provide Design Improvements**

- The town installed sidewalks and street trees along the West Broadway entrance to town. The informal frontage access road that connects adjoining businesses continues to exist, however the circulation route can be more clearly defined with signage, and landscaping.

## **DEVELOPMENT PATTERNS AND COMMUNITY CHARACTER**

### **How Does the 1994 Plan Address this Topic?**

One of the fundamental themes of the 1994 Plan is to manage growth to preserve the community's character. Chapter 3 of the 1994 Plan states that "the preservation and enhancement of community character is perhaps the most fundamental and pervasive growth and development issue facing Teton County." The 1994 Plan refers to several elements that contribute to community character, such as maintaining a socially diverse population and protecting natural resources.

Chapter 3 directly addresses community character and defines a key component of character as the pattern of development and the relationship between the volume of development and surrounding land area. During the 1994 Plan process, the county and town were mapped in character districts for the purpose of analyzing community character in terms of the ratio of the volume of development to the surrounding land area. These districts are:

- Urban,

- Suburban, and
- Rural.

Chapter 3 further introduces the concept of clustering development with open space set asides. This pattern of development deviated from the development that had occurred prior to 1994 in a checker board pattern of 3 to 20 acre lots. This community character approach in which development was clustered with linked open space laid the basis for Land Development Regulations. One of the specific purposes for the new regulation was to allow a higher density when clustering development than could be achieved by larger 35 acre lots in a grid pattern.

## **Development Patterns and Community Character Analysis**

One way to evaluate the effectiveness of the 1994 Plan is to identify the number of subdivisions developed via the community character approach, and the number of times the character of an area was altered. Since 1994, 33 cluster subdivisions have been approved that created 337 residential lots. These developments occupy 2,340 total acres and result in 1,436 acres of open space, or 61% of the land area of the subdivisions. The development area from these subdivisions total 904 acres. On average, the cluster subdivisions generate residential lots with 2.7 acres of development area and 4.3 acres of open space.

The cluster subdivisions are widely scattered throughout the county and very few of them are located adjacent to existing nodes of development. While a degree of clustering is achieved on the individual development parcels, a dispersed pattern of development continues to occur.

**Table 1: County Cluster Subdivisions**

<b>Subdivision Locations</b>	<b>Number of Lots</b>
Hoback Canyon	7
Snake River Canyon	63
Hog Island	21
Porcupine Plateau	7
South Park	3
Stilson @ WY 22 – WY 390	27
Wilson	88
North of Town	4
Teton Village	2
Alta	46

Source: County Planning Department map of subdivisions, August, 2007

The following developments resulted in zoning changes that altered the character of their respective sites:

- Hog Island subdivision (rezoned from rural to suburban);
- Old West Cabins redevelopment;
- Three Creek golf course development (grand fathered master plan);
- Wilson Meadows (rezoned from rural to suburban);
- Snake River Associates expansion to Teton Village (rezoned from rural to resort); and
- WyDOT facility on Hog Island.

## Family Subdivision Exemptions

Out of reach of the 1994 Plan are statutory exemptions that remove certain types of development from local planning purview. An example is a recently enacted provision in the state statute that creates an exemption from county subdivision review referred to as the family subdivision exemption. This exemption allows land owners to subdivide their land and create new lots, without local governmental approval, for the purpose of conveying them to family members. These lots are not designed to cluster development or achieve the open space set aside described in the 1994 Plan.

In the unincorporated county as of July, 2007, 54 subdivisions have occurred under the family exemption, creating 134 lots, 40% as many as were created by cluster subdivisions. These lots occupy 580 acres and average 4.3 acres in size. 70 of the lots (52%) are smaller than three acres, which was the minimum lot size under the 1978 Comprehensive Plan and prior development regulations. Ten of the subdivisions creating 40 lots were created on 170 acres in Alta. Another 20 subdivisions occurred in the Hoback Junction area creating 52 lots on 200 acres.

## Town Development

The community character goals of the 1994 Plan also apply to the Town of Jackson. Chapter 3 discusses the modest scale of structures in the town's residential neighborhoods and commercial center and establishes a goal to preserve the character of some existing neighborhoods and commercial centers and to enhance other areas through redevelopment. However, there is very little discussion on which areas are slated for redevelopment. The 1994 Plan does not consider in detail town development issues and the discussion on the community character fails to provide sufficient guidance now that the town is experiencing a significant redevelopment phase.

The Community Character chapter of the 1994 Plan describes Jackson as "small town urban" and very little development occurred for several years after plan adoption. However, recent changes to the Land Development Regulations have provided for more intense development. The scale of development in town is beginning to change. In the interest of accommodating redevelopment and mixed-uses, a development option was created that allows increased floor area and building height in several town zoning districts. Six developments have been approved pursuant to this option and five of them exceed the initially adopted floor area limitations. These developments are summarized in the following table (Table 2: Town Mixed-Use Developments). The goal of preserving community character has not been reconciled with the pressures for redevelopment; this is a topic that will be more closely addressed in the 2007 Plan update.

**Table 2: Town Mixed-Use Developments**

Location	Floor Area	Approved FAR	Base FAR
199 E. Pearl	60,725	1.74	1.3
420 S. Hwy. 89	30,400	.42	.25
260 N. Millward	27,500	.92	.46
30 S. King	17,100	1.14	1.3
295 N. Glenwood	19,700	1.41	.46
Millward - Simpson	289,500	2.14	.8

Source: Town Planning Department development application list, August, 2007.



*Town of Jackson Mixed-Use at 199 E. Pearl (Collins)*



*Town of Jackson redevelopment on Millward Street (Collins)*



## PROTECTION OF NATURAL AND SCENIC RESOURCES, AGRICULTURE

### **How Does the 1994 Plan Address this Topic?**

A major theme of the 1994 Plan is the preservation of natural and scenic resources, open space and agriculture. The Plan establishes several goals aimed at protecting wildlife habitats and migration routes, scenic areas and other sensitive lands. Goals also promote the continuance of agriculture. The 1994 Plan establishes the foundation for the creation of Natural Resource and Scenic Resource overlays that became a part of the Land Development Regulations. Wildlife habitats and migration routes constitute the Natural Resource Overlay (NRO) and scenic corridors and ridge tops make up the Scenic Resource Overlay (SRO). A review of the development and open space preservation efforts in these sensitive areas is an indicator of the effectiveness of the 1994 Plan.

### **Open Space and Resource Protection Analysis**

Open space is commonly preserved by conservation easements in Teton County. The Jackson Hole Land Trust, Teton County Scenic Preserve Trust and the Nature Conservancy have been the leaders in securing easements. As of August, 2007, approximately 20,437 acres have been protected by conservation easements, or fee ownership by the Jackson Hole Land Trust. This represents about 26.7% of the 76,500 acres of private land in the county.



Approximately 45% of the private land in Teton County or 34,900 acres is mapped as Natural Resource Overlay (NRO) in the Land Development Regulations. Open space easements have protected 9,018 acres of the NRO, or 26%.

The zoning overlays do not prohibit development in the sensitive lands and since 1994, 38 residential developments have been approved in the NRO. These developments resulted in 175 residential lots on 773 acres of development area, or building envelope, and 1,775 acres in required open space easements.

345 dwelling units have been constructed in the NRO since 1994, representing 22% of the 1,555 units that were permitted in the unincorporated county. Approximately 31% of the dwelling units (290 units) permitted during 1978 to 1994 were located in areas that were later mapped as NRO.

Designated scenic areas make up 24,185 acres and 8,883 of them, or 37%, are protected by open space easements. (Some open space acreage is in both the NRO and SRO.) Since the 1994 adoption of the SRO, 16 residential developments were approved in scenic areas. These developments created 243 new building sites on 492 acres of development area. Open space easements were recorded for 1,608 acres of land in these developments.



*Teton County Scenic Foreground (Collins)*

## **Development Location on Individual Sites**

In addition to the amount of land area developed and protected in the resource areas, the quality of the open space is important. A development area can fragment a wildlife habitat area or block a scenic view despite the requisite open space being protected. An informal review of several development files suggest that the regulatory tools that designate the areas for development and for open space work well on an individual development by development basis. A more effective strategy to protect natural resources may include a broader picture that expands beyond the boundaries of an individual development proposal. This is particularly the case of wildlife habitat, which can best be evaluated at the regional landscape level.

## **Agriculture Preservation**

Despite adopted goals and open space objectives, agriculture has a much diminished presence in the community compared to 1994. Alta is the exception as that rural community continues to be

characterized by agriculture. However, soaring land values, development pressure and the physical constraints of Jackson Hole have led to the decline of agriculture. Significant areas in Spring Gulch and along the Highway 22 corridor have been protected through easements and other measures, but it is unlikely that agriculture will continue in the valley as a primary economic activity.



*Agriculture - Spring Gulch, permanently protected (Collins)*

## AFFORDABLE HOUSING

### **How Does the 1994 Plan (and Amendments) Address this Topic?**

The two housing goals in the 1994 Plan (and subsequent housing section updates) are to:

1. provide a variety of quality affordable housing for Teton County's socially and economically diverse population; and,
2. establish a balanced program of incentives, requirements, and public and private actions to provide affordable housing.

### **Affordable Housing Analysis**

#### **Amount of Affordable and Employee Housing**

Since the 1995 adoption of Chapter 5, Affordable Housing, 819 affordable and employee housing units have been built in the community. (J.H. Community Housing Trust and T.C. Housing Authority). This inventory represents an annual average of 75. Assuming an average household size of 2.3 (2000 Census reports an average household size of 2.36) the affordable / employee housing inventory houses about 1,900 residents, approximately 10% of the current population. Since 1994, the affordable and employee housing efforts have housed about 34% of the population increase.

The affordable housing analysis completed in 1994 identified a backlog need for 400 affordable housing units and an on-going annual need of 80 units. A combination of incentives and development requirements were established to address the pent up backlog of demand and the growing demand associated with new development.

Affordable and employee units for 34% of the new population exceeds the conclusion from the 1994 housing analysis that 25% of future population increases needed affordable housing, appearing to keep pace with the rising demand. This view leaves only the additional 9% of the population increase placed in affordable housing as reducing the back log demand. These percentages are compared to the current planning goals that were established in 1995, and do not represent more recent housing analyses that have been performed. A Housing Needs Assessment completed in 2007 by the Teton County Housing Authority recommends that 40% of new residential development be affordable housing. This recommendation and the conclusions from this more recent housing assessment are being reviewed by the town and county and have not yet been adopted into the comprehensive plan.

Comparing the housing inventory with the number of new workers in the county is another way to view the effectiveness of the housing program. The Bureau of Labor Statistics estimates the number of wage and salary jobs increased by 4,500 between 1994 and 2005. Assuming one worker per affordable/employee unit, the inventory houses about 18% of the new workers.

While the quantitative review of affordable and employee housing production is reasonably on target with the comprehensive plan goals, the problem is getting worse, and the goals have not been updated to reflect changing conditions. Interviews with community stakeholders and employers report affordable housing as their biggest problem. The median single-family house price is reported by the local real estate industry as exceeding \$1,000,000 and essentially no housing unit is available under for a price under \$500,000. Practically all of the new employees in the county are unable to afford housing. The Housing Authority's 2007 Needs Assessment reports that the percentage of the workforce residing in the county decreases by 3% every five years, replaced by commuting workers.

## Location of Affordable Housing

In addition to the affordable housing centers discussed above, the 1994 Plan generally addresses housing compatibility. The plan identifies several geographic areas and lists the type of affordable unit that matches the area. Table 3 (1994 Plan-Identified Affordable Housing Locations and Projects), on the next page, compares the major affordable housing developments to the list.



*Affordable housing projects in Jackson –Twelve Pines (Collins)*



**Table 3: 1994 Plan-Identified Affordable Housing Locations and Projects**

<b>Locations and Listed Unit Types</b>	<b>Major Projects/Type of Units</b>
<b>East Jackson:</b> accessory units and lot by lot in-fill; no multi-family complexes.	<ul style="list-style-type: none"> <li>▪ Flat Iron (attached units)</li> <li>▪ Arbor Place (single-family and attached)</li> <li>▪ Pioneer Homestead (multi-family)</li> <li>▪ Twelve Pines (single-family)</li> <li>▪ St. Johns' Hitching Post (converted motel).</li> </ul>
<b>West Jackson:</b> all types of housing.	<ul style="list-style-type: none"> <li>▪ Webster LaPlant (multi-family)</li> <li>▪ 810 West (townhouse)</li> <li>▪ Shervins (multi-family)</li> <li>▪ Ponderosa Village (townhouse)</li> <li>▪ Karns Hillside (multi-family)</li> </ul>
<b>Cottonwood Park/Gregory Lane.</b> All types of housing	<ul style="list-style-type: none"> <li>▪ Three Creek (single-family and condominium)</li> <li>▪ Mountain View Meadows (attached)</li> <li>▪ Eagle Village (multi-family)</li> <li>▪ Smiths Plaza (dormitory)</li> </ul>
<b>South Park:</b> attached housing, single family, townhouses, condominiums.	<ul style="list-style-type: none"> <li>▪ Melody Ranch (townhomes and single-family)</li> <li>▪ Sage Meadows (single-family and attached)</li> <li>▪ JHCHT at Melody Ranch (single-family and attached)</li> </ul>
<b>Wilson:</b> accessory units, single-family, townhouses and condominiums.	<ul style="list-style-type: none"> <li>▪ Wilson Meadows (single-family and attached)</li> <li>▪ Wilson Park on old school site (single-family)</li> </ul>
<b>Resorts:</b> all types except single-family.	<ul style="list-style-type: none"> <li>▪ On site accessory units in commercial developments at Teton Village</li> <li>▪ Attached units at Golf &amp; Tennis</li> <li>▪ On-site townhouses at Snow King</li> </ul>
<b>Downtown:</b> SRO, dorms, apartments, accessory units	<ul style="list-style-type: none"> <li>▪ On-site units in PMUD; Hilton Homewood Suites</li> </ul>
<b>Alta:</b> accessory units only.	<ul style="list-style-type: none"> <li>▪ No affordable housing has been developed</li> </ul>
<b>Hoback Junction:</b> all types provided utility services can be provided	<ul style="list-style-type: none"> <li>▪ Accessory units over the Hoback Store</li> </ul>
<b>Others Not in Locations Listed in Plan:</b> Millward; Osprey Creek; Old West Cabins; Hog Island subdivision lots	<ul style="list-style-type: none"> <li>▪ Single-family</li> </ul>

### **Balanced Program of Incentives, Requirements, and Public – Private Actions**

The second housing goal in the 1994 Plan to establish a balanced program for developing affordable housing has been very well executed. The Housing Authority's Needs Assessment reports that the affordable and employee housing inventory created since 1994 has been produced through a variety of methods as follows:

- About 51% of the units resulted from requirements placed on developers;
- 15% were generated through incentives in the LDR;
- 10% from private employers; and
- 15% from direct development by the housing agencies and Pioneer Homestead.

## TRANSPORTATION

### **How Does the 1994 Plan (and Amendments) Address this Topic?**

Chapter 8, Transportation, the most recently adopted chapter of the 1994 Plan, was prepared through 1998-99 and adopted in January, 2000. It is the most detailed Plan chapter and establishes goals designed to slow the normal growth in traffic through a series of approaches. Key to these mitigation approaches are alterations to the land use pattern to reduce the dependency on the automobile and the enhancement of alternative modes of travel. Transportation goals fall into five basic categories:

1. Land use;
2. Alternative modes of travel;
3. Roads and streets;
4. Funding; and
5. Administration.

### **Transportation Analysis**

#### **Transportation and Land use**

##### **Mixed-Use Villages**

The county executed design charrettes in Wilson and Hoback Junction that jointly considered land use and transportation elements in the two communities. A significant result of the charrettes is the adopted policy amendment to the 1994 Plan promoting mixed-use villages. The county currently is preparing mixed-use village amendments to the Land Development Regulations. A basic idea of the mixed-use village concept is to place commercial services in proximity of residential development and thereby reduce the reliance on the automobile.

A part of the concept of mixed-use villages directs future development from dispersed locations into the villages, or development nodes. This concept is viewed as promoting transit between the nodes and town as well as increasing pedestrian travel within the nodes from the close proximity of residences and services. This concept has been acted on at Teton Village but has not yet been fully embraced or implemented in other parts of the county.

##### **Jackson—Town as Heart of the Region**

Chapter 8 also contains the planning concept of “Town as Heart of the Region” which calls for increased residential development in town as an approach to reduce the growth in commuter traffic between home and the work place. The Transportation Plan calls for adding 1,200 residential units to the town’s baseline projected growth and to off-set these units by shifting an

equivalent number of units from outlying areas into mixed-use villages or by eliminating them through conservation easements.

The town adopted a package of zoning amendments referred to as the Downtown Redevelopment District that included opportunities for increased residential development in town, but the adoption was subsequently reversed in a citizen initiated referendum. Many opponents to the amendments cited the absence of a density off-set as the reason for the ultimate failure of the initiative. The current town development regulations allow flexibility for adding residential units above commercial business but they continue to be a point of controversy and are being discussed for further refinements.

### **Density to Slow Traffic Growth**

While there have been planning efforts and some legislative decisions consistent with the land use goals of the transportation plan, evidence is not yet available to demonstrate the intended goal of slowing traffic growth. While an organizing planning idea has been redirecting future development to the existing nodes of development in an attempt to mitigate traffic growth, the community has not yet acted on this goal in an effective way.

### **Conservation Easements**

Another land use approach identified in Chapter 8 is the continued support of open space through conservation easements. Largely through the work of the Jackson Hole Land Trust, conservation easements continue to be secured that remove development rights. The county planning staff reports that, since the 1994 Plan adoption, development rights for 906 residential units have been extinguished by conservation easements from the potential county-wide build out. They also point out that zoning changes, or pending changes, increase the allowed density, and when considered with the conservation easements result in a net decrease of 355 residential units from the build out potential.

## **Alternative Modes of Travel and Transportation Demand Management**

Creating opportunities and incentives for alternative modes of travel is a key theme of the Transportation chapter. An expanded transit program, improved bike/pedestrian system; transportation demand management strategies (TDM) and home mail delivery were outlined as actions to promote alternative modes of travel.

### **Southern Teton Area Rapid Transit (START)**

Chapter 8 establishes the goal of capturing 5% of the total summer daily trips by transit by 2020. Ridership on the Southern Teton Area Rapid Transit (START) has grown significantly in recent years and the majority of the annual increases have been in local riders as shown in the following tables (Tables 4 through 6).



START bus stop at The Aspens and START Bus. (Clarion and Collins)

Table 4: START Ridership (2000 to 2007)

	2000	2001	2002	2003	2004	2005	2006	2007 <sup>1</sup>
Location								
Town – Teton Village	136,000	146,000	142,000	154,000	209,500	255,800	302,743	331,000
Town Shuttle	144,000	192,500	193,500	208,000	214,000	257,041	305,608	334,000

<sup>1</sup> estimated based on first 7 months

Source: START Bus System, August, 2007.

Table 5: Percentage Increase in Transit Riders between Town of Jackson and Teton Village

Period:	00-01	01-02	02-03	03-04	04-05	05-06
Increase/Change						
Increase in total riders	7.4%	(2.7%)	8.5%	36.0%	22.1%	18.4%
Change in local riders	3.1%	11.9%	26.7%	56.3%	22.8%	20.1%

Source: START Bus System, August, 2007.

Table 6: Percentage Increase in Transit Riders on the Town Shuttle

Period:	00-01	01-02	02-03	03-04	04-05	05-06
Increase/Change						
Increase in total riders	33.7%	0.5%	7.5%	2.9%	20.1%	18.9%
Change in local riders	n/a	3.8%	16.0%	12.4%	33.9%	8.2%

Source: START Bus System, August, 2007.

## START: Alpine and Driggs/Victor

In addition to increased use of the transit system in the Valley, START now operates commuter routes to Alpine and Driggs/Victor. The first full year for the Alpine route was 2004 when it carried 13,250 riders. The 2006 ridership was 32% higher at 17,800. The Driggs/Victor route started in the spring of 2007 and is beginning to develop a ridership.

All of the action items related to transit have been accomplished (5-year Transit Development Plan that will soon be updated; organizational and funding decisions; full-time transit coordinator; location for park-n-ride). Although START still must depend on annual appropriations from town and county governments (rather than have access to a long-term funding source) the transit commitment by the community is being implemented.

## Targeted Goals in Traffic Growth

A key transportation goal in the comprehensive plan is to decrease the growth in traffic through alternative modes of travel and changes in the land use pattern. Chapter 8 contains 1996 traffic counts for several key roadway segments and establishes targeted traffic counts for 2020 that reflect the plan's implementation strategies. The Plan established targeted traffic growth rates ranging from 1% to 3% for several roadways. The Wyoming Department of Transportation provided traffic counts in 2002 that are compared to the Plan goals. Table 7 (Goals and Traffic Counts) below shows the 2020 goal, and the 1996 and 2002 traffic counts. The table also compares the interim traffic goal to the actual traffic counts.

**Table 7: Goals and Traffic Counts**

	So. HWY @ Rafter J	WY 22 @ S.R. 22 bridge	WY 390 @ Nethercott	WY 390 North of Aspens	Broadway @ Maple Way	Broadway @ Flat Creek	Broadway @ Town Sq	Milward TRK Route	Pearl Ave
<b>2020 Goal</b>	29,000	31,000	20,000	9,000	43,000	56,000	24,000	13,000	14,000
<b>1996 Count</b>	16,800	17,700	12,600	5,200	30,000	40,300	21,000	9,000	12,500
Acceptable 24 Year Traffic Growth	12,200	13,300	7,400	3,800	13,000	15,700	3,000	4,000	1,500
Acceptable Annual Traffic Growth	508	554	308	158	542	654	125	167	63
Acceptable Annual Traffic Growth	3%	3%	2%	3%	2%	2%	1%	2%	1%
<b>2002 Counts</b>	20,300	22,600	15,400	8,100	35,100	39,500	19,400	7,800	9,900
6 Year Growth Allowance	3,050	3,325	1,850	950	3,250	3,925	750	1,000	375
Actual 6 Year Traffic Growth	3,500	4,900	2,800	2,900	5,100	(800)	(1,600)	(1,200)	(2,600)
Traffic Growth Beyond Projections	450	1,575	950	1,950	1,850	(4,725)	(2,350)	(2,200)	(2,975)
<b>% Traffic Growth Beyond Projections</b>	<b>15%</b>	<b>47%</b>	<b>51%</b>	<b>205%</b>	<b>57%</b>	<b>-120%</b>	<b>-313%</b>	<b>-220%</b>	<b>-793%</b>

Source: 1994 Plan (as amended in 2000) and Wyoming Department of Transportation, 2007.

The traffic volumes for 2002 exceed the interim targets for the road segments in the county and for the segment of Broadway south of the "Y" intersection. The South Highway at Rafter J experienced traffic growth 15% above the interim goals in the Plan. Traffic growth on Highway 22 at the Snake River bridge exceeded the targeted goal by 47%. Highway 390 at Nethercott and north of the Aspens saw traffic growth 51% and 205%, respectively above the targeted goals.

However, the 2002 traffic volumes for the in-town segments are below the targeted goals. The town shuttle operated by START experienced a significant increase in ridership beginning in 2001 and 2002, perhaps creating a positive impact of traffic growth. The town shuttle carried 25,000 passengers in July, 2002.

## Improved Bike/Pedestrian Opportunities

The shared use pathway program has made substantial progress since its inception in 1996 in expanding the network of pathways. In the summer of 2007, 27.1 miles of paved pathways exist with another 1.7 miles scheduled for construction later in the year. Another 13.7 miles of pathways construction have been funded for 2007 to 2010. After 2010, more than 14 additional miles are slated for future construction. Usage counts are difficult to obtain and the Pathways Department continues to test and perfect an accurate counting method.

Non-construction objectives also have been accomplished. A local pathways group, Friends of Pathways, has formed and is very active in promoting pathways. A new 5-year Pathway Plan has been completed and adopted by the town and county, and voters have supported pathways with their approval in the Special Purpose Excise Tax election.



*Bicycles and Pathway (Collins)*

## Transportation Demand Management (TDM) Strategies

Evidence exists that the TDM techniques have a positive impact on Teton Village traffic demand, however, the broad based community wide TDM strategies have not been spearheaded. The Jackson Hole Mountain Resort began issuing free START bus passes with all ski passes in December, 2002. The locals' ridership on the town to Teton Village transit route increased from 75,000 to 95,000 between 2002 and 2003. Free skier parking at Teton Village was eliminated in December, 2003, and the locals ridership increased from 95,000 to 148,500 between 2003 and 2004, an increase of 56%. Local riders have continued to increase on this route by approximately 20% per year as Teton Village expands.

## Streets and Roadways

Chapter 8 identifies several road construction projects, most of them are on state highways and under the jurisdiction of the Wyoming Department of Transportation. To date, none of the streets and roadway projects have been implemented with the exception of the double left-turn lane at High School Road and the south highway.



## BALANCE BETWEEN RESORTS AND COMMUNITY

### **How Does the 1994 Plan Address this Topic?**

A goal of the 1994 Plan is to remain a community first and a resort second. The 1994 Plan also contains discussion about maintaining a balance between resort development and the community; however, it does not provide guidelines to define the balance. This review analyzes the ratio of visitor accommodations to the total community development.

### **Resort/Community Balance Analysis**

Since 1994, four resorts in the town and county submitted and received approval of master plans that reflect their build out condition. The resorts were Teton Village, J. H. Golf & Tennis, Snow King and Astoria Hot Springs (now named Snake River Canyon Ranch). The Teton Village resort was expanded by a subsequent approval on the adjoining Snake River Associates land and Grand Targhee is presently before the county with a proposed master plan.

In an attempt to assess the quantitative balance between resorts and the community, this analysis compares the amount of resort lodging/residential units to the total residential units in the county. This comparison is done for the 1992 condition and also for the projected at build out of the resorts. Comparisons also are made in the estimates of second homes in the county.



*Snow King Resort development (Collins)*

### **Resort Units compared to Total Units**

Tables 8 and 9 below show the approved resort master plans and compares the number of lodging and resort residences to the total number of dwelling units in the county.

**Table 8: Approved Resort Master Plans**

<b>Project</b>	<b>APO/Units in Master Plans</b>	<b>Pre-master Plan Units</b>
<b>Teton Village – 1</b>	5240 APO (estimate 655 dwelling units; 1,310 lodging units)	1,314 APO (estimated as 151 dwelling units; 325 lodging units)
<b>Teton Village – 2 (SRA)</b>	448 APO (estimate 112 dwelling units)	0
<b>Snake River Canyon Ranch</b>	252 APO (estimate 63 dwelling units)	0
<b>Jackson Hole Golf &amp; Tennis</b>	240 guests (estimate 60 dwelling units)	0
<b>Snow King</b>	93 condominiums, 918 hotel rooms,	204 lodging units
<b>Grand Targhee</b>	Currently under review by the county. This analysis assumes 550 units are approved	96 units

Source: Resort Master Plans, August, 2007.

**Table 9: Ratios of Resort Units Compared to County Overall, 1992 and 2020 Projected**

	<b>1992</b>	<b>2020, Projected</b> (20 years after resort plan approvals)
<b>Lodging Units-to-Dwelling Units</b>		
Lodging Units	6,671	9,534
Dwelling Units	7,121	12,877 <sup>1</sup>
Ratio Lodging : Dwellings	0.94 : 1	0.74 : 1
<b>Lodging Units-to-Households</b>		
Lodging Units	6,671	9,534
Households	5,192	11,235 <sup>2</sup>
Ratio Lodging : Households	1.28 : 1	0.85 : 1

<sup>1</sup> Based on average permits per year for 2000-2005 (174), 2007.

<sup>2</sup> Teton County Housing Authority (TCHA) Needs Assessment, 2007.

Sources: 1992 data extrapolated from 1994 Plan; 2020 Projects incorporate data from Resort Master Plan approvals; August, 2007.

The community is experiencing more residential growth than has been approved at the resorts. If recent building permit totals (2000 – 2005) continue through 2020 and the resorts fully develop their approved master plans, the ratio of lodging units to dwelling units will be lower than in 1992. The same projection holds true for the ratio to households as well. This analysis suggests that the goal of remaining a community first and a resort second should be achieved strictly on the basis of the numbers; however, many in the community suggest that the characteristics of the community have changed significantly over the past 10 years, as has the balance between resort and community. Two factors have influenced this shift; changing characteristics of the resident population, and “resort lifestyle” trends. Citizens note that the resident community is less socially diverse than in the past, largely due to workforce housing affordability issues, causing many to live outside of the region and commute to work. Another force that is influencing the community is the



trend away from short-term tourism, shifting to a lifestyle resort-based economy of “permanent non-residents” that own property here but do not reside here.

## Second and Vacation Homes

The 1994 Plan estimated that 25 to 35% of the housing stock at the time was second or vacation homes. HUD calculated the number of homes to be the primary residence of the owners to be 65% in 1990, and 80% in 2000. The U.S. Census reports that the percentage of Teton County’s housing stock that was seasonal or recreational homes was constant between 1990 and 2000 at 20.6%.

Lower Valley Power and Light provides service to 10,735 residential dwellings in Teton County and they mail the power bill to out of county addresses for 2,231, or 20.8%. However, observers note that the actual number of non-resident home owners may be higher, as many non-resident owners maintain their primary residency in the county for tax purposes.

Thus it is difficult to determine if the community is seeing an increase in the proportion of the housing stock devoted to second homes or vacation houses.



*Golf course development (Collins)*

## THEMES NOT ADDRESSED IN 1994 PLAN

the 1994 Plan does not address several contemporary issues that the community is concerned with today, including:

- Sustainability and climate change (energy and resource use),
- Shifting economy (from tourism to professional and service-based) and
- Detailed design principles and guidance for Downtown Jackson.

Other themes may emerge during this update process. The plan update will address these topics and others.

This page blank