



COMPREHENSIVE PLAN

UPDATE

EXISTING CONDITIONS SNAPSHOT

January 30, 2008

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INTRODUCTION

This report presents current information on the socio-economic and land use conditions and trends of Jackson/Teton County, Wyoming that should be considered as the Comprehensive Plan is updated.

Current information and data for the region is available in the Teton County Housing Needs Assessment (EPS, 2007), the Sustaining Jackson Hole report (Charture Institute, Chamber, Northern Rockies Cooperative, 2005), as well as the 1994 Plan Analysis report (Clarion, Collins, Fehr & Peers, 2007). Therefore, this report does not aim to replicate information already available, but instead provides a brief overview of either information unavailable in those other sources or new information that helps inform the comprehensive plan update. (See: www.jacksontetonplan.com for other reports and links.)

SOCIO-ECONOMIC FACTORS

The highly desirable lifestyle in Teton County attracts many residents, including retirees and dot-com entrepreneurs with the financial means to live anywhere they choose. The arrival of these newcomers has had large implications for Teton County; since 1993 it has been named as the wealthiest or second-wealthiest county in the United States almost every year. This statistic can give the impression that all county residents are affluent. However, a closer look yields a more complex picture of the socio-economic character of Teton County, both within and among communities.

POPULATION AND HOUSEHOLDS

The most recent population figure available for 2005 is in the Teton County Housing Needs Assessment (Table 15). It estimated the full-time population of Teton County to be 19,705 people in 8,300 households. As indicated in Table 1, below, from 1990 to 2000 the County as a whole grew by 7,078 people and 3,120 households, or an average of 312 households per year (5% annually). The Town of Jackson absorbed more than half of the growth (3,939 people and 1,747 households), while the unincorporated balance of the County added 3,139 people and 1,373 households, at a rate of 137 households per year.

Table 1: Population and Household Trends, 1990-2000.

Geography	1990	2000	Total #	Annual #	Annual %
Population					
Jackson	4,708	8,647	3,939	394	6.3%
Remainder of County	6,465	9,604	3,139	314	4.0%
Teton County	11,173	18,251	7,078	708	5.0%
Households					
Jackson	1,884	3,631	1,747	175	6.8%
Remainder of County	2,684	4,057	1,373	137	4.2%
Teton County	4,568	7,688	3,120	312	5.3%
Housing Units					
Jackson	2,236	3,861	1,625	163	5.6%
Remainder of County	4,824	6,406	1,582	158	2.9%
Teton County	7,060	10,267	3,207	321	3.8%

Source: Teton County Housing Needs Assessment, 2007.

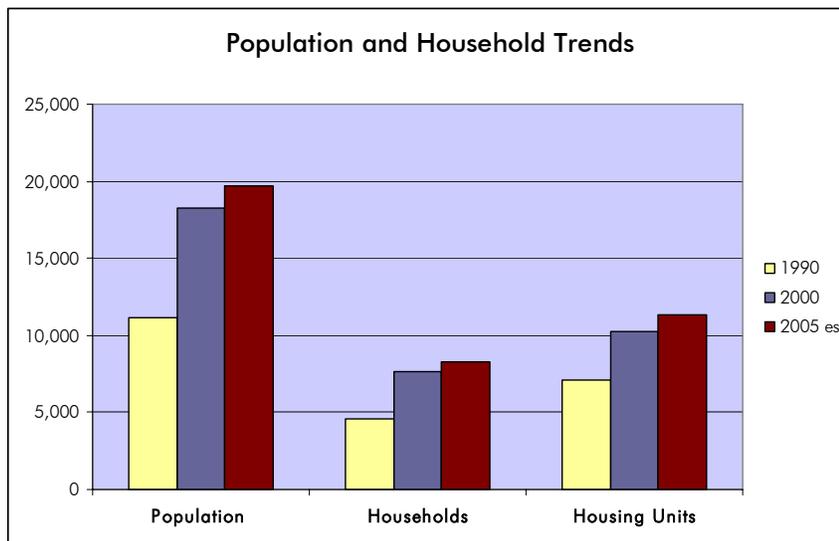


Figure 1: Population and Household Trends

COMMUNITY DIVERSITY

The ethnic diversity within the community is changing. One notable trend is the steady increase in the Latino population as a component of residents and the workforce. The Teton County Public Health Department estimates the countywide Latino population in 2006 at 2,700 people. Latinos represent 15 percent of the population of Teton County. Since 1995, the population has increased about 400 percent. Table 2 below also shows the steady increase of the Hispanic

population since the 1970s, with an increase of 650 percent from 1990 to 2000 (according to the U.S. Census).

Table 2: Change in Hispanic Population in Teton County

	1970	1980	1990	% change	2000	% change
Teton County, WY		132	158	20%	1,185	650%
Jackson			81		1,024	1164%
Moose-Wilson Road					29	
Wilson					13	
Rafter J					21	
South Park					6	
Hoback					38	

Source: U.S. Census, 2000.

Another notable trend is the rising numbers of Eastern Europeans who reside in the county as seasonal workers for the national parks and summer tourism industry. However, no quantitative data is readily available to support this observation.

AGE

The Teton County population is aging. The percentage of people under the age of 30 is dropping, while the percentage over the age of 50 is growing. As of 2004, the largest age group in Teton County is 30 to 39 years (18 percent of the population). Fifty-three percent of the population is 39 years or younger. The next largest age group is 40 to 49 years with slightly less than 18 percent of the population. The 50-59 year old group is growing fastest, at 16 percent of the 2004 population. The population older than 59 drops sharply, with 60- to 69-year olds making up 8 percent of the population, while people 70 years or older account for just 5 percent. (Note: Page 33 of the Housing Needs Assessment shows a chart that documents these changes in population—increases in 50-years+ age group, and declines in 0-9 year-old age children.) (HNA, 2007).

INCOME

Per Capita Income

Per capita income in Teton County has increased dramatically in recent decades, from approximately \$20,000 in 1985, when it was slightly above the U.S. national average, to over \$89,000 in 2005—more than two and a half times the national average. The total personal income of Teton County residents has increased by slightly more than \$600 million (in current dollars) between 1985 and 2005.

(Note: If available, we will add a statistic on changing or increasing number of residents earning less than \$30,000 a year. It used to be over 60 percent of the workforce.)

Income by Place

Significant differences in per capita and median household income exist within Teton County. Table 3 shows differences in household income and income per capita by place in Teton County in the year 2000.

Table 3: Population, Households, Per Capita and Household Income by Place, Teton County, 2000.

	Population	Households	Per Capita Income	Median Household Income
All Teton County	18,251	7,688	38,260	54,614
Alta	400	141	40,680	56,750
Jackson	8,647	3,631	25,004	47,757
Wilson	1,294	563	65,489	93,354
Teton Village	175	88	66,928	80,000
South Park	864	350	32,458	63,864
Rafter J Ranch	1,138	432	28,078	63,199
Moose Wilson Rd	1,439	625	71,291	56,842
Hoback	1,453	577	32,753	64,679

Source: State of Wyoming Department of Administration and Information, Economic Analysis Division.

Sources of Income

Between 1993 and 2006, sources of income have shifted as well. More of the total income of all Teton County residents now comes from investments (non-labor sources such as dividends, interest and rent (approximately 50 percent), than from wages (approximately 48 percent). Just two percent comes from transfer payments such as social security or unemployment benefits. This shift has occurred over time, but is very different from the balance of income sources in Teton County during the 1970s, when nearly 70 percent of income was from wages. By comparison, nationally in 2005, wages account for about seventy-five percent of all income, and investments bring in less than 20 percent of all income.

JOBS

Teton County has added approximately 20,000 jobs since 1970, with the most rapid increases beginning in 1985. The County had less than 5,000 total jobs in 1970, approximately 10,000 in 1985, and nearly 25,000 jobs in 2005. Wage and salary jobs account for nearly 75 percent of those jobs, down from 80 percent in 1970.

Types of jobs have also changed. An increasing number of Teton County’s residents are self-employed. The percentage of jobs that are non-farm proprietors has increased since 1970, particularly in recent years, to just over 20 percent. Farm jobs have decreased to below one percent as available land has been converted from agricultural to other uses—notably residential development.

The trend of jobs per capita suggests that many Teton County jobs are filled by workers living outside the county, because the County has a ratio of jobs to population of 1.26. (Source: Bureau of Economic Analysis, Claritas, EPS, 2004 figures) This also means that some of the wages paid for jobs in Teton County are not part of the total income for County residents. These wages are reported as income in other locations.

HOUSING

Housing Units

The number of housing units, housing prices, and home values have all been increasing steadily in Teton County. Between 1990 and 2000, 3,207 new housing units were built. Nearly 1,900 more have been added between 2000 and 2007. Because a significant amount of the 3 percent of privately owned land in Teton County has largely been developed, conserved, or is zoned for rural densities, constraints on the market have increased average housing prices substantially.

Prices and Affordability

The 2007 Teton County Housing Needs Assessment provides a great deal of current information about the prices and affordability of housing in Teton County, which we have not replicated here. Moreover, the 1994 Plan Analysis (draft, August 2007) covers this topic to some degree. In sum, while the community has made headway in providing affordable housing in recent years, most local workers are priced out of free-market homes. In 2005, the average priced condominium was \$450,000 and the average priced single family home was \$1.2 million. (Teton County Housing Needs Assessment, 2007). Housing prices continue to increase. Local appraisal sources report the average price at the end of 2007. to be \$1.8 million.

Second Homes

In the past, many Teton County homes were used as “second” homes owned by non-residents for seasonal and vacation use. This has become less true in recent years. According to HUD data, the percent of Teton County homes used as a primary home increased from 65 percent in 1990 to 80 percent in 2007 (echoing a trend found in many resort communities during this decade). (Sustaining Jackson Hole, 2005). During this time, many formerly second homes in Teton County were occupied as primary residences, which allowed the county population to grow faster than total housing stock (as indicated in Table 1).

Within Teton County, the percentage of homes that are second homes varies greatly by place, from 75 percent in Teton Village at the base of the ski resort to less than three percent in the Town of Jackson, as shown in Table 4, below. The Census data shows nominal change in that figure from 1990 (20.6 percent) to 2000 (20.7 percent). (Note: The figures for second home ownership from the Sustaining Jackson Hole report and the Census are not the same, however, they seem to be related closely enough that we may need to clarify how both sources can be correct.)

Table 4: Housing Units and Second Homes in Teton County, 2000

	Housing Units	Percent Second homes
All Teton County	10,267	21%
Alta	181	19%
Jackson	3,861	3%
Wilson	706	16%
Teton Village	396	75%
South Park	392	7%
Rafter J Ranch	466	6%
Moose Wilson Road	1,183	38%
Hoback	678	11%

Source: State of Wyoming Department of Administration and Information, Economic Analysis Division.

LIVABLE WAGES & INCOME LEVELS

Wages are decreasing as a proportion of total income in Teton County, however, many residents get most of their income from wages and salaries. Teton County average annual wage or salary per job in 2005 was just over \$33,000 (only slightly higher than the Wyoming state average).

While the percentage of Teton County residents below the poverty line is quite low (about 2 percent in 2000), the high cost of living in Teton County leaves some working people struggling to make ends meet. The cost of living in Teton County, due to factors including the cost of housing, is quite high. (More than 21 percent of Teton County residents spent more than 35 percent of their household income on rent in 2000.) Table 5 indicates the hourly wages (after tax income and gross annual income) needed to meet basic expenses in Teton County.

Table 5: Baseline Livable Income Required in Teton County, Wyoming

	One Adult	One Adult, One Child	Two Adults	Two Adults, One Child	Two Adults, Two Children
Hourly Wage	\$9.36	\$16.44	\$12.55	\$18.38	\$22.42
Monthly After-Tax Income	\$1,388	\$2,438	\$1,861	\$2,725	\$3,325
Annual After-Tax Income	\$16,653	\$29,258	\$22,337	\$32,698	\$39,894
Annual Gross Income	\$19,466	\$34,200	\$26,110	\$38,221	\$46,633

Source: Poverty in America Living Wage Calculator, August 2007.

Table 6 shows the typical hourly wage for a variety of types of jobs in Teton County. Note that most job types in Teton County, including many essential services jobs, pay lower hourly wages than the livable hourly wage rate for the area (shown in Table 5, above).

Table 6: Typical Hourly Wages by Occupational Area, Teton County, 2007

Occupational Area	Hourly Wage
Management	\$33.84
Computer & Mathematical	\$25.97
Architecture & Engineering	\$24.70
Legal	\$23.20
Business & Financial	\$22.45
Healthcare Practitioners & Technical	\$21.48
Life, Physical, & Social Science	\$20.70
Education, Training, & Library	\$17.28
Arts, Design, Entertainment, Sports, & Media	\$16.83
Installation, Maintenance, & Repair	\$15.73
Community & Social Services	\$15.64
Construction & Extraction	\$14.42
Protective Service	\$14.00
Production	\$12.91
Office & Administrative Support	\$12.26
Transportation & Material Moving	\$11.54
Farming, Fishing, & Forestry	\$11.24
Healthcare Support	\$10.84
Sales & Related	\$9.82
Building & Grounds Cleaning & Maintenance	\$9.57
Personal Care & Service	\$9.10
Food Preparation & Service-Related	\$8.27

Source: Poverty in America Living Wage Calculator

Generally, local data on job growth shows the lowest paying sectors are growing the fastest and the highest the slowest. The Housing Support Study (2002) demonstrated this, but the data should be updated.

Table 7, below, shows the percentage of families in Teton County and in places within the county that meet the U.S. Census definition for “poverty”. The middle column also indicates the percentage of families making \$35,000 or less in annual income (a number that falls within the range of “living wage” minimal annual income for various family configurations, (as indicated in Table 5 above). In the far right column, the table lists the percentage of families with a total income of \$200,000 or more (the highest income category reported in the census data).

Overall, the data in Table 7 suggest that substantial numbers of families have a relatively low income compared to the cost of living in Teton County. The table also indicates that the affluent families that drive up countywide average income figures are not distributed evenly throughout the communities of Teton County.

Table 7: Families in Poverty and Selected Annual Family Income Percentages by Place, Teton County, 2000

	In Poverty	Below \$35K	Above \$200K
Teton County	2%	19%	11%
Alta	11%	18%	10%
Jackson	3%	24%	3%
Wilson	0%	11%	21%
Teton Village	0%	32%	34%
South Park	5%	20%	0%
Rafter J Ranch	6%	13%	2%
Moose Wilson Rd	2%	15%	33%
Hoback	0%	16%	8%

Source: State of Wyoming Department of Administration and Information, Economic Analysis Division, 2007.

COMMUTING

A sign of the impact of high cost of housing in Teton County is the increasing trend in the region of numbers of commuting workers. The Teton County Housing Needs Assessment states that the resident work force is declining 3 percent every five years, replaced by commuters. In 2005, an estimated 33 percent of people who worked in Teton County commuted from outside the County—residing in places with lower cost housing such as Victor and Driggs, ID and Alpine and Star Valley, WY. (Teton County Housing Needs Assessment, 2007). The Wyoming Workforce Development Council estimates a high net inflow of workers to Teton County, and a negative outflow of workers from Teton County to other areas, compared to other counties in the state. (Wyoming Workers Commuting Patterns Study, 2006).

SEASONAL POPULATION FLUCTUATIONS

Because of the enormous influence attraction of the national parks and public lands in the Jackson Valley, it is important to recognize the great variation of population in the valley from season to season—both visitors and seasonal workers. This seasonal fluctuation has implications for services and facilities of the town and county and private providers, such as the hospital. It is difficult to pinpoint exact numbers of visitors and seasonal workers. The Housing Needs Assessment report contains some of the data, including employee turnover by season, and unfilled jobs by season and type. In addition, Sustaining Jackson reports contain detailed information on the summer, winter, and shoulder season recreational activities and visitors.

The national parks and public lands are an enormous draw for visitors and locals. Through 2004, Grand Teton National Park averaged about 2.7 million visitors per year and Yellowstone averaged about 3 million visitors a year. Total visits in 2005 were 5,299,093. Visits to Bridger-Teton National forest are increasing, with total visitors in 2000 at just over 3 million visitors. (U.S. National Park Service).

Downhill skiing drives the winter tourism economy. The three ski areas combined had annual skier days of approximately 455,400 in 2005. (HNA, 2007).

Hotel and lodging accommodations are also difficult to pinpoint exactly. According to the Jackson/Teton County planning departments, the Average Peak Occupancy (APO) units approved for the resorts in the county and town were 8,732 in 2005. By 2005, just over 4,000 of the approved resort units were built. The Town of Jackson has 5,200 hotel rooms (Wyoming Business Council, 2007).

LAND USE

This section provides a summary of current land use and development patterns in Teton County and the Town of Jackson as well as growth and development capacity.

GENERAL OWNERSHIP - COUNTYWIDE

The federal government owns 97 percent of the land in Teton County. Of the federal land, the National Park Service owns about 45 percent of the land, the Elk Refuge accounts for one percent, and the Forest Service owns and manages almost 51 percent. A number of other state and local agencies and trusts own land throughout the Town of Jackson and unincorporated county, leaving approximately 74,640 acres (2.8 percent) in private ownership, as shown in Table 8.

Most of the private land is located in Jackson Valley (approximately 60,000 acres). 1,182 acres of private land are within the Town of Jackson. The outlying communities of Alta and Buffalo Valley have 6,890 acres and 4,030 acres of private land respectively. (See Ownership map and Table 8)

Table 8: Countywide Ownership

	County (ac)	Town (ac)	Total (ac)	%
Private Land	73,364	1,271	74,635	2.8%
Federal				
National Park Service	1,219,919		1,219,919	45.2%
Federal	4	0	4	0.0%
Forest Service	1,365,835	21	1,365,857	50.6%
Fish and Wildlife	24,698	8	24,706	0.9%
BLM	2,652		2,652	0.1%
<i>Subtotal Federal</i>	<i>2,613,108</i>	<i>30</i>	<i>2,613,138</i>	<i>97%</i>
State				
State	4,777	39	4,815	0.2%
State Game and Fish	2,510	0	2,510	0.1%
State Highway	40		40	0.0%
<i>Subtotal State</i>	<i>7,326</i>	<i>39</i>	<i>7,365</i>	<i>0.3%</i>
Local				
Teton County	192	16	208	0.0%
Habitat	1		1	0.0%
Hospital		18	18	0.0%
J.H. Affordable Housing	1	3	3	0.0%
J.H. Community Housing	3	1	4	0.0%
Land Trust	588	0	588	0.0%
Library		4	4	0.0%
School	77	29	106	0.0%
Science School	879	6	885	0.0%
County Housing Authority	13	6	18	0.0%
Town	144	172	316	0.0%
<i>Subtotal Local</i>	<i>1,897</i>	<i>254</i>	<i>2,151</i>	<i>0.1%</i>
Total	2,695,696	1,594	2,697,290	100.0%

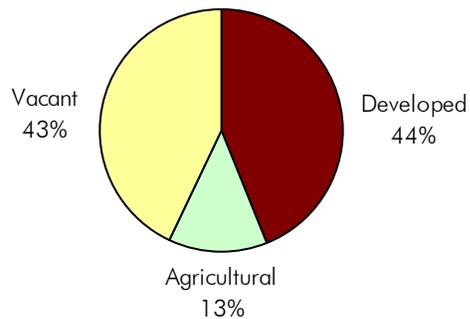
Source: Teton County Parcel Data, October, 2007.

LAND DEVELOPMENT STATUS

Countywide

The map data indicates that of the private land in the county, 30,939 acres are developed for residential and non-residential uses (44 percent of the private lands). 10,003 acres are agricultural (13 percent of private lands) and 31,257 acres are vacant (i.e., these may be agricultural but without a structure). (Note: Of these vacant and agricultural lands, 11,025 acres are restricted from development by conservation easements, and 30,234 acres still have potential for development.)

Private Land Uses



In addition, 1,431 acres of vacant land in the unincorporated county have current building permit applications that are either closed or pending.

County Planning Areas:

Teton County is vast and its communities are dispersed. It is helpful to consider what types of development patterns are in which locations and where the vacant land remains. Generally, most of the agricultural and vacant lands are in the Jackson Valley (around the Town of Jackson) while a quarter are in the more remote areas of Alta, Buffalo Valley, and Kelly. Vacant and agricultural areas with potential for development (i.e., private lands without easements) are distributed as follows (from North to South):

- Buffalo and Kelly: 3,574 acres
- Alta: 5,229 acres
- Area around the Airport and Golf and Tennis: 2,342 acres
- Aspens and Pines: 689 acres
- Fall Creek, south of Wilson: 630 acres
- Greater Wilson Area: 768 acres
- South Park area: 4,227 acres
- Hog Island and Hoback: 2,969 acres
- All other areas (including Spring Gulch and near Teton Village): 8,426 acres

(See Table 9 and Development Status map.)

Town of Jackson

Within the current Town of Jackson corporate limits, most parcels of land in the town contain development structures, but significant increases in density are permitted under current regulations. The town has 458 acres of public land (including parks, schools, libraries, hospitals, and other civic uses). Of the private lands, 1,001 acres are developed and 135 acres are vacant on 145 lots of varying sizes (i.e., only 12% of land is vacant). The only location where the town can physically expand is to the south—toward South Park because of steep terrain and public lands limiting expansion in other directions. Also, because so little vacant land exists, development pressure is currently occurring for redevelopment, especially close to the town square and downtown. The 1994 Plan Analysis report documents the recent projects in downtown.

The Teton County Housing Needs Assessment (2007) also indicates that fewer vacant properties are available for sale or development, and the prices per lot have increased greatly as a function of supply and demand. The GIS data confirms that trend.

Table 9: Development Status (for County and Town)

	County (ac.)	Town (ac.)	Total (ac.)	% of private
Public	2,623,496	458	2,623,954	
Agricultural / Vacant	10,003	0	10,003	13.6%
Developed	30,939	1001	31,940	43.6%
Vacant	31,258	135	31,393	42.8%
Subtotal Private	72,200	1136	73,335	
Total	2,695,696	1594	2,697,289	

Source: Parcel data and Teton County, October 2007.

(Note: Of the vacant and agricultural lands listed in Table 9, 11,025 acres are restricted from development by conservation easements)

EXISTING LAND USE

This section identifies the proportion of lands used for different purposes throughout the county and town.

Teton County—Land Use and Built Structures

According to mapped information, private lands of the county currently consist of 47,081 acres of agriculture and very low density residential development, 15,506 acres of residential, 14,704 acres of planned unit developments, and 546 acres of non-residential development. 9,288 acres are vacant.

In 2005 the unincorporated county contained 7,193 housing units (Housing Needs Assessment, 2007). In 2003, the county had 1,693,394 square feet of commercial. *(Note: this is based on analysis conducted by county staff in 2003. We will need to update it with 2006 figures when available.)*

Town of Jackson—Land Use and Built Structures

In 2005, the Town of Jackson had 601 acres of residential and 363 acres of non-residential (commercial and mixed use) development, according to the GIS analysis. 137 acres were vacant. (See Existing Land Use map.)

In 2005, the town had 4,118 housing units (Housing Needs Assessment, 2007). 4,900,082 square feet of commercial and office development existed in 2006, according to assessor's data.

Town and County—Land Use and Built Structures

Together, in 2005, the town and county had a total of 11,311 housing units (Housing Needs Assessment, 2007). Over 6.5 million square feet of commercial and office development existed throughout the town and county in 2006.

Table 10: Existing Land Use (for County and Town)

Developed Uses	County (ac.)	% of County	Town (ac.)	% of Town	Total (ac.)
Agricultural Residential	47,081	1.7%	0	0.0%	47,081
Residential Single Family	13,614	0.5%	n/a		13,614
Residential Medium/ Multi Family / Town	1,090	0.0%	601	37.7%	1,691
Planned Unit Development	802	0.0%	0	0.0%	802
Non-Residential	546	0.0%	363	22.8%	909
<i>Subtotal</i>	<i>63,134</i>	<i>2.3%</i>	<i>964</i>	<i>60.5%</i>	<i>64,098</i>
Public/Other					
Schools	693	0.0%	74	4.6%	767
Local Public Lands / Quasi Public	495	0.0%	336	21.1%	831
State	3,761	0.1%	0	0.0%	3,761
Federal	2,614,149	97.0%	29	1.8%	2,614,178
Golf	727	0.0%	0	0.0%	727
Open Space / Public	1,619	0.1%	24	1.5%	1,643
Open Space / Land Trust and Private	1,551	0.1%	29	1.8%	1,580
Vacant	9,288	0.3%	137	8.6%	9,425
Right of Way	243	0.0%	0	0.0%	243
<i>Subtotal</i>	<i>2,632,526</i>	<i>97.7%</i>	<i>629</i>	<i>39.5%</i>	<i>2,633,155</i>
TOTAL	2,695,659	100.0%	1,593	100.0%	2,697,252

EXISTING ZONING AND STANDARDS

Teton County and the Town of Jackson have a number of zoning districts (listed in Table 11), special purpose, and overlay districts, as summarized in the Plan and Policy Summary. Acres currently zoned within each district and maximum densities are shown in Table 12 below. (See Generalized Zoning map.) The Land Development Regulations specifications and requirements for each district are the basis for the assumptions to calculate maximum potential development on vacant and agricultural parcels.

Table 11: Town of Jackson and Teton County Zoning Districts

Zoning District	Abbrev.	Town of Jackson	Teton County
Urban Districts			
Urban Commercial	UC / UC2	✓	
Urban Residential	UR	✓	
Auto-Urban Residential	AR	✓	✓
Auto-Urban Commercial	AC	✓	✓
Suburban Districts			
Suburban	SR or S	✓	✓
Rural Districts			
Rural	R	✓	✓
Conservation Districts			
Business Conservation	BC	✓	✓
Neighborhood Conservation	NC / NC2	✓	NC only ✓
Special Purpose			
Office Professional	OP / OP2	✓	OP only ✓
Residential Business	RB	✓	
Business Park	BP	✓	✓
Mobile Home Park	MHP	✓	✓
Public/Semi-Public	P/SP	✓	✓
Park	P	✓	✓
Planned Resort	PR	✓	✓
Planned Unit Development	PUD	✓	✓

Source: *Land Development Regulations, Clarion, 2007.*

Table 12: Town of Jackson and Teton County and Zoning Districts and Potential Intensity

Town of Jackson Assumptions - Maximum Density

Residential	Min OSR/LSR ratio	Max. Gross Density	Adj. Gross Density
Urban Residential (UR)	0.20	23.5	23.5
Urban Commercial (UC) and (UC2)	0.30	23.5	23.5
Auto Urban Residential (AR)	0.45	11.7	11.7
Auto Urban Commercial (AC)	0.40	11.7	11.7
Suburban Residential (SR)	0.25	3.6	4.0
Rural (R)	0.85	0.26	0.70
Neighborhood Conservation (NC and NC2)	0.35	12.0	12.0
Office Professional (OP and OP2)	0.30	23.3	23.3
Residential Business (RB)	0.30	11.7	11.7
Planned Resort (PR)	var.	var.	var.
			use actual Master Plan approved numbers
Non-Residential		(FAR)	Allowed Bonus Density (FAR)**
Urban Residential (UR)	0.10	1.30	1.30
Urban Commercial (UC and UC2)***	0.75	0.65	2.00
Auto Urban Residential (AR)	0.45	0.35	0.42
Auto Urban Commercial (AC)****	0.25	0.25	0.50
Business Conservation (BC)	0.30	0.30	0.30
Office Professional (OP)	0.20	0.65	0.90
Office Professional (OP2)	0.20	0.65	2.00
Residential Business (RB)	0.30	0.32	0.32
Business Park (BP)	0.15	0.41	0.41
Planned Resort (PR)	var.	var.	var.
			use actual Master Plan approved numbers

Source: Town of Jackson, Land Development Regulations, Dimensional Standards Table 2400.

** Options (PMUD) allow higher density in exchange for desired objectives, generally used UC, AR, AC districts

***About 15% of the UC zoning is in the Town Square Overlay. The increment would allow increase from 1.3 to 1.83 FAR.

**** About 10% of the AC is in the lodging overlay district (FAR could be 1.25).

Teton County Assumptions

Residential	Min OSR/LSR ratio	Max. Gross Density	Adj. Gross Density
Auto Urban Commercial (AC)	45.0%	8.0	6.4
Suburban Residential (SR)	35.0%	4.0	3.2
Single Family (NC-SF)	n/a	0.3	0.2
Rural (R) *	var.	var.	var.
Business Park (BP)	30.0%	6.0	4.8
Planned Resort (PR)	30.0%	var	var
			use actual Master Plan approved numbers
Non-Residential		(FAR)	(FAR)
Auto Urban Commercial (AC)	25.0%	0.27	0.22
Office Professional (OP)	30.0%	0.46	0.37
Residential Business (RB)	30.0%	0.30	0.24
Business Park (BP)	15.0%	0.60	0.48
Planned Resort (PR)	var.	var	var
			use actual Master Plan approved numbers

* Rural residential max. gross density varies by lot size and is calculated according to LDRs.

Persons per Household

Persons per Household	2.37
Second Homes (percentage)	20%

Jobs Per Square Feet of Non-Residential

1 job per	240 sf	based on current ratio of 1.26 jobs per population.
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Note: OSR/LSR ratio is the open space and landscape requirement in the LDRs.

Table 13: Zoned Acres – Teton County

Zoning		VACANT	AG
Auto Urban Commercial (AC)		4.7	0.0
Single Family (SF)		4,311.7	22.0
Suburban Residential (SR)		79.8	0.0
Rural (R)		<i>below</i>	<i>below</i>
(General 0-120 acres)	0.086	6,797.1	1,673.0
(General 121-359 acres)	0.171	2,592.8	1,141.5
(General 360+ acres)	0.257	3,119.1	2,903.9
(Alta 0-69 acres)	0.086	1,559.0	0.0
(Alta 70-360 acres)	0.171	2,056.3	401.6
(Alta 360+ acres)	0.257	440.5	386.9
Subtotal		16,564.8	6,506.9
Business Conservation (BC)		3.1	0.0
Office Professional (OP)		0.4	0.0
Business Park (BP)		46.1	0.0
Planned Unit Development (PUD)		5.3	0.0
Planned Development (PD)		1,131.1	0.0
Planned Resort (PR)		260.0	0.0
Total		38,971.8	13,035.8

Table 14: Zoned Acres – Town of Jackson

Zoning	VACANT	BUILT
Urban Residential (UR)	2.4	6.4
Urban Commercial (UC) and (UC2)	2.2	60.1
Auto Urban Residential (AR)	5.3	119.4
Auto Urban Commercial (AC)	2.9	161.9
Suburban Residential (SR)	56.0	150.8
Rural (R)	58.0	96.7
Neighborhood Conservation (NC)*	7.9	254.2
Business Conservation (BC)	0.0	3.4
Office Professional (OP and OP2)	0.6	10.3
Residential Business (RB)	0.0	9.8
Business Park (BP)	0.1	60.6
Planned Resort (PR)	0.0	59.2
Total	135.4	992.8

Standards to Protect Natural Features

Natural Resource and Scenic Resource Overlay Districts

Additional development regulations apply in parts of Jackson/Teton County that are located within the NRO and SRO overlay districts. The purpose of the NRO is to provide protection to the most important and sensitive natural areas throughout the county that provide critical winter habitat and migration routes essential for survival of elk, mule deer, and moose, as well as nesting habitat and trout spawning areas. Development is restricted from migration routes and, from within 300 feet of a trumpeter swan nest, or within 150 feet of cutthroat trout spawning areas or within 400 meters of a bald eagle nest (an amendment to this standard is pending). (Note: This list is not all inclusive; check Section 3270 of County LDRs.)

The purpose of the SRO is to preserve and maintain the County's most frequently viewed scenic resources. It establishes foreground development standards and skyline development standards.

These overlay districts cover large portions of the county and a very small portion of the town is in the NRO. They generally do not diminish the overall density and development potential on lands but do affect the location of structures within parcels.

Natural Features Protection Standards

Jackson and Teton County have development standards in place to protect environmental quality. The rivers, streams, wetlands, and slopes are all shown on the Natural Features map.

Rivers, Streams, and Wetlands

Development is prohibited within wetlands and water bodies. The LDRs also required setbacks for wetlands and water bodies as follows:

- Rivers: 150-foot setback.
- Riparian vegetation: County setback not less than 50 feet and not more than 150. Town setbacks are 20, 25, and 50-foot, depending on the specific stream.
- Wetlands: 30-foot setback.

Slopes

Development is prohibited on slopes steeper than 25 percent and only 50 percent of land area steeper than 25 percent counted in computing permissible density. According to GIS information, about 19,520 acres of private land are covered by slopes that are 25 percent or greater. To calculate development potential for agricultural and vacant parcels, the planning team deducted potential development on steep slopes.

POPULATION AND HOUSEHOLDS – PROJECTIONS

The demographic and housing information in Tables 1 and 4 in the earlier sections provides the information on the population and housing units for the year 2000. Building permit data since 2000 helps bring this information to 2005, as shown in Table 15.

The Housing Needs Assessment report (2007) also includes population and household forecasts through the year 2020, which are also included in Table 15 below. The Wyoming Department of Administration forecasts almost 7,000 new people in Teton County and the Town of Jackson between 2005 and 2020.

Assuming a continued trend of 47% of the population in the Town of Jackson and 53% in the unincorporated county, this means that of the 7,000 new people, the County could have approximately 3,690 new residents and Jackson could have approximately 3,275 new residents.

Table 15: Population, Households, and Housing Units (2005 and 2020 Forecast)

	2000*	2004**	2005***	2010	2015	2020
Population	18,251	19,189	19,705	22,352	24,703	26,671
Jackson	8,647					
Unincorp	9,604					
Households	7,688	8,097	8,300	9,415	10,406	11,235
Jackson	3,631					
Unincorp	4,057					
Housing Units	10,267	11,149	11,311**			
Jackson	3,861	4,090	4,118			
Unincorp	6,406	7,059	7,193			
PP/HH	2.37	2.37	2.37			
2nd home %	25.1%		20%			

Source: WY Department of Administration, Economic and Planning Systems (HNA report, 2007)

* Census

** Housing Units calculated using building permit info in Housing Needs Assessment, Table 14.

(Note: HUD estimates in Sustaining Jackson Hole are higher - 1,635 permits issued 2000-2005, for a total of 11,902.)

Population and households calculated from ratio in HNA Table 55.

*** Population and Households from Table 15 of Housing Needs Assessment, 2007.

DEVELOPMENT POTENTIAL—BUILD OUT

Using a GIS model, the planning team has determined development potential in Teton County and in the Town of Jackson based on current zoning, development constraints (such as conservation easements and topography), and development trends. The modeling exercise incorporates many assumptions which are described in the Appendix.

Generally the buildout exercise indicates that the county has plenty of land to accommodate forecasted population through 2020. The town is almost entirely built out, however redevelopment potential allows the town to accommodate its proportion of the countywide growth.

Potential New Development for the County

Table 16 shows the potential development on vacant and agricultural lands in the county. According to this analysis, if all these lands developed, the county could have an additional 5,200 housing units and a population of 9,050 people. In addition, it could have 1.2 million square feet of non-residential commercial and office space.

Potential New Development for the Town

Table 17 shows the potential development on vacant lands and for redevelopment in the town. Under current zoning, the town could accommodate 3,950 new housing units and 6,870 people and 664,500 square feet of commercial and office. Zoning options in certain non-residential districts could allow almost 1,120 additional new housing units and 1.7 million additional square feet of mixed-use square footage, which could be a combination of office, commercial, and residential uses. Redevelopment brings many changes in addition to square footage. The replacement of existing housing units with higher cost units is an ongoing trend with redevelopment.

**Table 16: Unincorporated Teton County – Potential Development
Teton County - Land Use Calculations**

				Potential New Development			Additional Infill			Total New	
Residential	% of mix	Min OSR/LSR ratio	Adj. Gross Density	Vacant (Acres)	Housing (Units)	Population (People)	Underbuilt (Acres)	Housing (Units)	Population (People)	Housing (Units)	Population (People)
Auto Urban Commercial (AC)	20%	45.0%	6.4	1	6	10	0	0	0	6	10
Suburban Residential (SR)	100%	35.0%	3.2	80	255	444	0	0	0	255	444
Single Family (SF)	100%	n/a	0.2	4,312	862	1,500	22	4	7	866	1,507
Rural (R)	100%	var.	var.	16,565	1,943	3,380	6,507	903	1,570	2,845	4,951
Office Professional (OP)	30%	30.0%	15.0	0	2	3	0	0	0	2	3
Planned Resort (PR), Planned Development (PD) and PUD	var.	var.	var.	1,396	1,229	2,138	n/a	n/a	0	1,229	2,138
Residential Subtotal				22,354	4,297	7,477	6,529	906	1,577	5,204	9,054
Non-Residential		Ineff. Factor	(FAR)	(Acres)	(SF)	(Jobs)	(Acres)	(SF)	(Jobs)	(SF)	(Jobs)
Auto Urban Commercial (AC)	80%	25.0%	0.22	4	27,025	113	0	0	0	27,025	113
Business Conservation (BC)	100%	30.0%	0.30	3	28,358	118	0	0	0	28,358	118
Office Professional (OP)	70%	30.0%	0.37	0	3,159	13	0	0	0	3,159	13
Business Park (BP)	100%	15.0%	0.48	46	819,311	3,414	0	0	0	819,311	3,414
Planned Resort (PR), Planned Development (PD) and PUD	var.	var.	var.	above	295,600	1,232	n/a	n/a	n/a	295,600	1,232
Non-Residential Subtotal				53	1,173,452	3,658	0	0	0	1,173,452	4,889

Source: GIS, Teton County, Land Development Regulations, Dimensional Standards Table, Clarion, 2007.

Assumptions

Persons per Household = assumed to be 2.37 pp/hh (20% second homes)

Persons per Housing Unit = assumed to be 1.74 (based on 2005 ratio)

1 Job Per Square Feet = 240

**Table 17: Town of Jackson – Potential Development
Town of Jackson Land Use Calculations**

			Potential New Development			Potential Redevelopment*				Total New	
Residential	% of mix	Adj. Gross Density	Vacant (Acres)	Housing (Units)	Population (People)	Underbuilt (Acres)	Max. Housing (Units)	Adj Housing (Units)	Adj. Population (People)	Housing (Units)	Population (People)
Urban Residential (UR)	80%	23.5	1.9	45	79	5	120				
Urban Commercial (UC) and (UC2)	20%	23.5	0.4	10	18	12	282				
Auto Urban Residential (AR)	50%	11.7	2.7	31	54	60	698				
Auto Urban Commercial (AC)	20%	11.7	0.6	7	12	32	379				
Suburban Residential (SR)	100%	4.0	56.0	224	390	151	603				
Rural (R)	100%	0.70	58.0	41	71	97	68				
Neighborhood Conservation (NC)	100%	12.0	7.9	95	165	254	3,050				
Office Professional (OP and OP2)	30%	23.3	0.2	4	7	3	72				
Residential Business (RB)	70%	11.7	0.0	0	0	7	80				
Additional Units in UC, UC2, AC, BP**	n/a	n/a	5.2	38	66	283	2,052				
Planned Resort (PR)	var.	var.	n/a	93	162	n/a	0				
Residential Subtotal			127.7	588	1,022	621	7,405	3,287	5,720	3,875	6,742
						ADJUSTED, 50% HOUSING		3,362	5,851	3,950	6,873
						ADJUSTED MAX, 50% HOUSING		4,486	7,805	5,073	8,828
Non-Residential	(FAR)	(Acres)	(SF)	(Jobs)	(Acres)	Max (SF)	Adjusted (SF)	(Jobs)	(SF)	(Jobs)	
Urban Residential (UR)	20%	1.30	0.5	27,181	113	1	72,484				
Urban Commercial (UC) and (UC2)	80%	0.65	1.8	49,833	208	48	1,361,337				
Auto Urban Residential (AR)	50%	0.35	2.7	40,402	168	60	910,186				
Auto Urban Commercial (AC)	80%	0.25	2.3	25,265	105	130	1,410,473				
Business Conservation (BC)	100%	0.30	0.0	0	0	3	44,431				
Office Professional (OP and OP2)	70%	0.65	0.4	11,892	50	7	204,144				
Residential Business (RB)	30%	0.32	0.0	0	0	3	40,981				
Business Park (BP)	100%	0.41	0.1	1,786	7	61	1,082,292				
Planned Resort (PR)	var.	var.	n/a	395,000	1,646	above					
Non-Residential Subtotal With Base Zoning			7.7	551,359	2,297	313	5,126,328	226,246	943	777,605	3,240
Non-Residential Subtotal Adjusted with Options (85% of max)						MAX	8,495,311	3,595,229	14,980	4,146,587	17,277
Total						ADJUSTED, 50% HOUSING		113,123	471	664,482	2,769
						ADJUSTED MAX, 50% HOUSING		1,797,614	7,490	2,348,973	9,787

Source: Town of Jackson, Land Development Regulations, Dimensional Standards Table 2400.

* Calculated by assuming maximum development minus existing development

** Additional Units in UC, UC2, AC and BP reflect employee/affordable units that can be exempt from FAR. (Calculated at .25 FAR for these categories and divided by 1,500 sf to obtain units)

Assumptions

Persons per Household = assumed to be 2.37 pp/hh (20% second homes)

Persons per Housing Unit = assumed to be 1.74 (based on 2005 ratio)

1 Job Per Square Feet = 240

Built Capacity

Teton County (unincorporated)

Housing Units and Non-Residential Development

Approximately 7,200 housing units and 4.6 million square feet of non-residential development are in the unincorporated county today.¹ As noted above, the county has capacity, based on current zoning, for an additional 5,200 housing units and 1.2 million square feet of non-residential development. Adding the existing housing units and non-residential uses to potential new development in the county yields a build out capacity of 12,400 housing units and 5.8 million square feet of non-residential commercial and offices, based on current zoning.

Population

The county has more than enough land to accommodate all the projected population increase of 7,000 residents through 2020. Assuming the county might continue to absorb half of the population increase, as it has in recent years, the county has capacity to accommodate two and a half times half of the population growth that might occur in the county.

Town of Jackson

Housing Units and Non-Residential Development

Approximately 4,100 housing units and 4.9 million square feet of non-residential development are in the town today. As noted above, the town has capacity, based on current base zoning, for an additional 3,950 housing units and 664,500 square feet of non-residential development. Adding the existing housing units and square footage to potential new development in the town yields a build out of 8,070 housing units and 5.6 million square feet of non-residential commercial and offices (using base zoning). Zoning options could result in a buildout of almost 9,200 housing units and 7.2 million square feet of commercial and office space in the town.

Population

Under current base zoning, the town's vacant land could not accommodate half of the region's projected population increase through the year 2020; however, with redevelopment lands the town could accommodate almost twice the projected countywide population that might occur in the town without zoning options.

Combined Total

Given current zoning, the county and town together could accommodate a population of 35,630 people (20,470 housing units) and up to 11.4 million square feet of commercial and office space, with most non-residential development occurring in the town. Zoning options could result in a buildout of 37,580 people (21,580 housing units) and 13.1 million square feet of commercial and office space.

¹ 2005 figures for residential (Housing Needs Assessment, 2007); 2006 figures for non-residential (Teton County Assessor, 2007) for both county and town.

INFRASTRUCTURE AND SERVICE DISTRICTS

(Note: This section may need additional information on any additional infrastructure or services that might have implications or constraints for planning.

Water and Sewer

Water and sewer infrastructure systems are a consideration in planning future density nodes and land use patterns.

Water

The Town of Jackson obtains all of its water from groundwater and serves the incorporated town limits as well as a number of subdivisions up Spring Gulch Road to Spring Creek Resort, including:

- Saddle Butte,
- Three Creeks, and
- Teton Science School.

The town currently operates seven wells that draw roughly 8,670 gallons/minute (7.3 mg/d) – significantly below their permitted water rights of 11,100 gallons/minute (9.5 mg/d). The town’s abundance of water is due in part to its planning a supply that meets state standards for production based on peak summer demand. The large tourism fluctuation in the summer more than doubles water demand that the town must meet—from a winter peak demand of 3 mg/d to a summer peak demand of 7.3 mg/d.

Recently approved developments will close this gap slightly; they are anticipated to increase the committed production from 7.3 mg/d to 8.2 mg/d. If future development necessitates the addition of an eighth well, the town already has purchased the site for the future well. In addition, the town has 2.8 mg of water storage capacity.

In addition, Wilson Meadows is in the Aspen/Pines sewer district but has its own water district. Rafter J and Melody Ranch have their own water districts but receive sewer from the town (as indicated below). Aspen Pines and Teton Village have their own districts for both water and sewer. The county contains several other very small districts.

Sewer

The Town of Jackson operates an aerated lagoon sewage treatment system with the capacity to treat 5 mg/d, but currently uses only half of that capacity (2.5 mg/d peak). If future development necessitates additional capacity, the current treatment facility can be upgraded to provide an additional 1 mg/d of capacity.

In addition to its incorporated limits, the town provides sewer service to locations in the county, including:

- Three Creeks,
- Wilson Sewer District (but not Wilson Meadows)
- Melody Ranch
- Rafter J
- Valley View Sewer Co
- Teton Science School
- Ranches at Jackson Hole
- MRDN Corp
- Spring Gulch
- Spring Creek Ranch Subdivision
- Jackson Hole Golf and Tennis
- Gros Ventre Utility

In addition, in the unincorporated county, several independent sewer districts exist for the purposes of providing water and/or sewer. They are: Teton Village; Aspens/Teton Pines; Wilson Meadows; Jackson Hole Golf & Tennis; Rafter J; and Melody Ranch. (Note: will verify capacity and status of these independent districts.)

Schools

All schools in the county are within a single school district, Teton County School District #1. The district includes six elementary schools, one middle school, and two high schools and has a current (2007-2008) enrollment of 2,320 students. The Schools map illustrates the location of each school. Table 18 below shows changes in enrollment by school for since the 2000-2001 school year.

Table 18: Teton County School District Enrollment Trends 2000-2008

School	2000 to 2001	2007 to 2008	% change 2001 to 2008
Elementary			
Alta	53	50	-5.7%
Colter	263	344	30.8%
Jackson	342	420	22.8%
Kelly	47	37	-21.3%
Moran	20	12	-40.0%
Wilson	218	227	4.1%
Subtotal	943	1,090	15.6%
Middle			
Jackson Hole	561	494	-11.9%
Subtotal	561	494	-11.9%
High			
Jackson Hole	688	686	-0.3%
Summit	49	50	2.0%
Subtotal	737	736	-0.1%

Like the county itself, the student population is predominantly (75.9%) white, with a second largest racial population of Hispanic (21.8%). Over 85% of the diversity is concentrated in four of the 16 geographic areas defined and used by the school district in its enrollment tracking: Town of Jackson ((39.1%), West Jackson (36.7%), Hog Island /Hoback (5.7%), and Melody (4.2%).

The school district is tracking birth trends at St. John’s Medical Center, which has seen a sudden increase in births. The school district is just starting to feel the growing pains of new approved developments. More students are being enrolled in the school districts than ever before, especially in Jackson, where the new Jackson Elementary School may be too small when it opens in fall 2009. Board members suggest that plans for a new elementary school will have to start immediately to accommodate the rapid increase of students. (Source: “Births Worry District,” Jackson Hole News, Oct. 1. 2007)

Table 19: Teton County School District Student Demographic Composition

Race	Total	% Total
Asian	34	1.5%
Black	6	0.3%
Hispanic	496	21.8%
American Indian	12	0.5%
White	1,724	75.9%
Total	2,272	100.0%

Fire Stations

Fire station locations (Town, Hoback; Adams Canyon in South Park, Highway 390, Teton Village, Buffalo Valley, Alta). Currently the region has only three river crossings, although only one is in a convenient location on Highway 22. In addition to the fire station locations, EMT services are less widely distributed. Discussions are occurring about how to have emergency services on both sides of the river to serve the Jackson Valley after an earthquake, fire, landslide or other disaster.

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Teton County School District #1 www.tcsd.org/

APPENDIX

ASSUMPTIONS FOR CALCULATING BUILD OUT FOR JACKSON / TETON COUNTY

For County:

General Assumptions

- Calculations build on GIS data bases as of September 2007.
- Existing land use units are based on 2006 Assessor Data.
- Calculations apply to parcels that are “vacant” and “agricultural”, but not developed.
- Calculations apply to parcels that do not have conservation easements in place. (Easements are taken out).
- Calculations apply to private lands only, not public lands.
- For the county, the adjusted gross density assumes a 20% reduction factor to reflect trends from recent years. This appears in the Adjusted Gross Density column. It is derived by multiplying the number of “maximum units” according to current zoning by 80%.
- For the county, an inefficiency factor is applied to the non-residential potential development to account for roads and other facilities that may need to occur on a site.
- We are not counting potential guest houses and ARUs.

For Rural parcels in the county

We also looked at the following factors:

- According to current regulations, 50 percent of an area on slopes greater than 25 percent cannot develop). We applied a 20% reduction factor on top of other rural parcel calculations to generally address the steep slopes, since parcel-specific slope data is not available.
- Wetlands and water body setbacks are counted in the land area for density calculation. In other words, no deductions are applied for these resources. However, these are likely accounted for in other adjustment factors.
- The size of the parcel determines the rural density, as shown in the following table. The density multiplier is applied to the open space acreage as well as non-open space when computing allowed density.

Maximum Allowed Densities in the County in Rural Zoning District

Base Site Area	Multiplier
0 – 120 acres	0.086 du/ac. (70% open space)
121 – 359 acres	0.171 du/ac. (70% open space)
>= 360 ac	0.257 du/ac (85% open space)
Alta; 0 – 69 acres	0.086 du/ac (70% open space)

	space)
Alta, 70 – 360 acres	0.171 du/ac (70% open space)
Alta, > = 360 acres	0.257 du/ac (85% open space)

Residential and Non-Residential Units and Population

- We applied assumptions about the mix of residential and non-residential development for each land use category. That is shown in the table as “% of Mix”.
- To calculate for housing units we multiplied the vacant and agricultural acres by the Adjusted Gross Density, including all the rural residential assumptions listed above.
- For population, we multiplied the housing units by a factor of 1.74. This is the 2005 ratio between housing units and population and is also the average over the past 20 years.
- To calculate for non-residential square footage, we multiplied the vacant and agricultural acres by the Floor Area Ratio (FAR) and Landscape ratio columns.
- We assumed 1 job per 240 square feet of non-residential space.
- We added in resort master plan entitlements that have not yet been built as potential development.

For Town:

General

- Calculations build on GIS data bases September and October 2007.
- Existing land use units are based on 2006 Assessor Data.
- Calculations apply to “vacant” lands only.
- We calculate maximum development potential for all parcels (vacant and developed) according base zoning in zoning district.
- Calculations apply to private lands only, not public lands.
- We calculating potential redevelopment for all developed parcels by subtracting 2006 square footage and units from maximum square footage and units. This is shown as a range from:
 - Minimum with base zoning.
 - Maximum with options (reduced by 15% to account for parcels that have recently redeveloped).

We used the same assumptions as the county to calculate population and jobs.

Definitions:

Housing Units are the built structures that accommodate residential use. Not all units are 100% occupied all the time.

Households include all the people who occupy a unit.

Non-residential Square Footage is the building space that accommodate non-residential use, including commercial, office, industry, and services.

Population is the number of full time occupants (per census counts) who inhabit the county or town. To calculate population from the housing units generated by the GIS system, which measures acres, we used a factor of 1.74.