



Planning Commission - Staff Report

Subject: DEV2022-0008 & ADJ2022-0013: Development Plan for Grand Targhee Cabins at Grand Targhee Resort

Agent/Applicant: Jorgensen Associates, Inc.

Property Owner: Grand Targhee Resort, LLC

Presenter: Hamilton Smith

REQUESTED ACTION

A Development Permit pursuant to Section 8.3.2 of the Teton County Land Development Regulations (LDRs) to permit twenty-eight (28) lodging cabin units in the Grand Targhee Resort Residential and Accommodation Plan Area (West) within the Planned Resort zone. This staff report includes a concurrent analysis and recommendation of an Administrative Adjustment pursuant to Section 8.8.1, to adjust the Steep Slope Development standards of Section 5.4.1 of the LDRs.

BACKGROUND/DESCRIPTION

BACKGROUND

In December 1969 the Resort was issued a Special Use Permit by the Forest Service and commenced operation as a winter recreation site. The Resort initially consisted of two lifts, a single rope tow and a 16-unit hostel and cafeteria. The Resort was originally founded as a nonprofit organization to serve the residents of Teton Valley. In 1971 a Master Development Plan (MDP) was prepared and included a mountain capacity of 6,000 skiers, construction of 475 units in the base area, snowmobile trails, a golf course, and a summer trailer park. Construction of the Sioux Lodge was completed in 1971. The Resort went under private ownership in 1973.

The 1980s brought a change of ownership, snow cat tours and new skier terrain. In 1990 a fire destroyed most of the Resort's base area followed by a complete rebuild. In 1991 a new MDP was completed that included both on-mountain and base area development at the Resort with substantial planned upgrades. The new MDP included an Environmental Impact Statement (EIS). Daily capacity was revised to 5,130 skiers and base area facilities expansion included development of 686 units of lodging, 98,342 sq. ft. of skier services, 37,900 sq. ft. of commercial space, eight lifts and a summer trail network.

In 1997 the Resort changed hands to the current owner, Grand Targhee Resort, LLC. Another EIS was prepared for base area lands and a parcel to the north. In 1997 a land exchange was initiated that resulted in 120 acres in the base area becoming private lands. 400 acres of private lands valued for grizzly bear habitat and wetlands known as Squirrel Meadows was proposed for transfer to the Forest Service.

The 2000s saw completion of the land exchange, expansion of skier terrain, and new and improved lifts in the National Forest. The land exchange traded 400 acres of prime grizzly bear habitat, adjacent to and surrounded by existing protected habitat in northwest Teton County, WY in the Targhee National Forest for 120 acres of lower value habitat and developed land cover at the Resort base. The 120-acre parcel was configured in such a way to minimize night lighting viewable from Teton Valley and reduce natural resource impacts. The transfer included the base area entitlements of the 1995 MDP and the 2000 Record of Decision, including 37,900 sq. ft. of commercial floor space, 970 residential and lodging units and skier capacity of 5,130. The ensuing County master plan amendment increased commercial space and decreased lodging and residential units.

In 2006 the Resort was zoned Rural based on LDRs at the time and an application for Planned Unit Development was submitted, requesting 875 residential/ accommodation units, approximately 60,000 sq. ft. of commercial use, approximately 118,000 sq. ft. of resort services and amenities and 1,930 parking spaces. In 2008 the Board of County Commissioners granted approval to decrease the lodging units and increase commercial space, approving 450 housing and lodging units, 3,500 Average Peak Occupancy (APO) and 150,000 sq. ft. of nonresidential use with 36 conditions. A final EIS was performed which excluded all sensitive lands from the transfer, resulting in the

irregular shape of the parcel and a reduction in acreage from 158 to 120. Accordingly, the Resort is not located in the current Natural Resources Overlay (NRO).

The Grand Targhee Resort First Amended Master Plan (GTRMP) was approved by the Board of County Commissioners on February 11, 2019. The Master Plan implements two Plan Areas; the Resort Center Plan Area (RCPA) and the Residential Accommodation Plan Area (RAPA). Given a Resort Area orientation of east to west, the RCPA is located approximately in the center, contains 35.7 acres and has an allowance of 360 units. The RAPA is located on to the east and west of the RCPA, contains 84.3 acres and has an allowance of 90 units. The gross floor area for Commercial Uses and Resort Support Uses (as defined earlier in the Master Plan) shall not exceed 150,000 sq. ft. of Community Facilities (as defined in the Master Plan), employee housing units, parking areas, and basements (as defined by the LDRs) shall be excluded from this gross floor area calculation.

Grand Targhee Resort, LLC Chronology:

- 1973- Master Plan/ Special Use Permit approved by Targhee National Forest
- 1989- Approval of a Conceptual Master Plan for Big Valley Corp.
- 1997- Grand Targhee Resort, LLC acquires ownership of the Resort
- 1997- US Forest Service Land exchange; 120 acres in the base area for 400 acres of grizzly bear habitat
- 2006- Resort was zoned Rural by Teton County (DBA2006-0002)
- 2008- Teton County Board of County Commissioners granted first Master Plan
- 2017- Grand Targhee updated its Caribou-Targhee National Forest Master Development Plan (MDP)
- February 11, 2019-effective date of the Grand Targhee Resort First Amended Master Plan

PROJECT DESCRIPTION

The Development Plan (DEV) proposes Phase I for Targhee Cabins in the 84.3-acre Residential and Accommodation Plan Area (RAPA West) of Grand Targhee Resort (GTR). The proposal is for a new subdivision for 28 lodging cabin units and supporting infrastructure, including vehicular and pedestrian access and parking, within approximately 17.5 acres in the RAPA West area. This proposal is an allowed use per Division 2.2.D.2. of the GTRMP, effective February 11, 2019.

Application Project Description:

In collaboration with Prospect JH, five concept cabins are being considered for short-term rental: two different two-bedroom cabins; a three-bedroom cabin; a four-bedroom cabin and, a five-bedroom cabin. These cabin-types vary in size and architecture to further create a woodland cabin-like experience and work with the existing grade and vegetation when possible to maintain and preserve the woodland setting and scenic vistas. These cabin-types range from 1,800 square feet (two-bedroom) to 3,000 square feet (five-bedroom). Two of the proposed lodging units (Lots 7 & 8) will be ADA Compliant.

A concurrent Administrative Adjustment application has been submitted to allow a 20% increase in the Steep Slope standards, such that development would be allowed on natural slopes up to 36%. Given that this application is linked to the overall density and design of the concurrent development plan application, the Planning Director has elevated the application for Administrative Adjustment to be heard concurrently with the development plan.

EXISTING CONDITIONS

This 17.5-acre site in the southern portion of the resort is within the RAPA West. It is generally secluded and forested with an existing road, two points of access to East Alta Ski Hill Road with access to additional overflow parking. This area is currently undeveloped except for the existing road that dates back to at least 1994, per the Teton County aerial photo imagery available via the Teton County map server. The site is partially encumbered by steep slopes as represented in this application and the concurrent application for Administrative Adjustment (ADJ2022-0013) to the Steep Slope standards. The site is not within either the Scenic Resources Overlay (SRO) or the Natural Resources Overlay (NRO). Sketch Plan and PUD Amendment processes vetted potential environmental

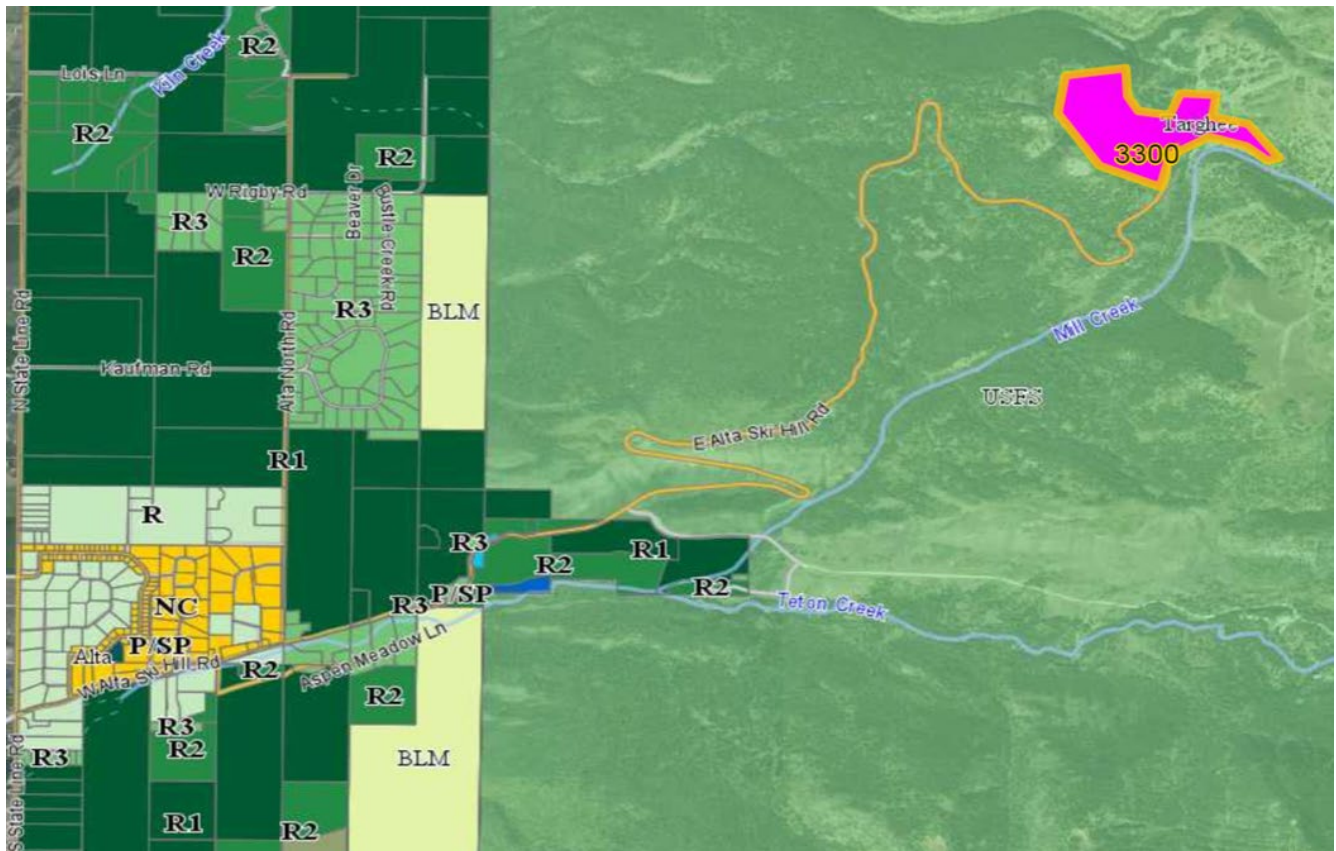
impacts within the project area, and thus additional environmental analysis (EA) submittal was not required as a prerequisite to this application.

LOCATION

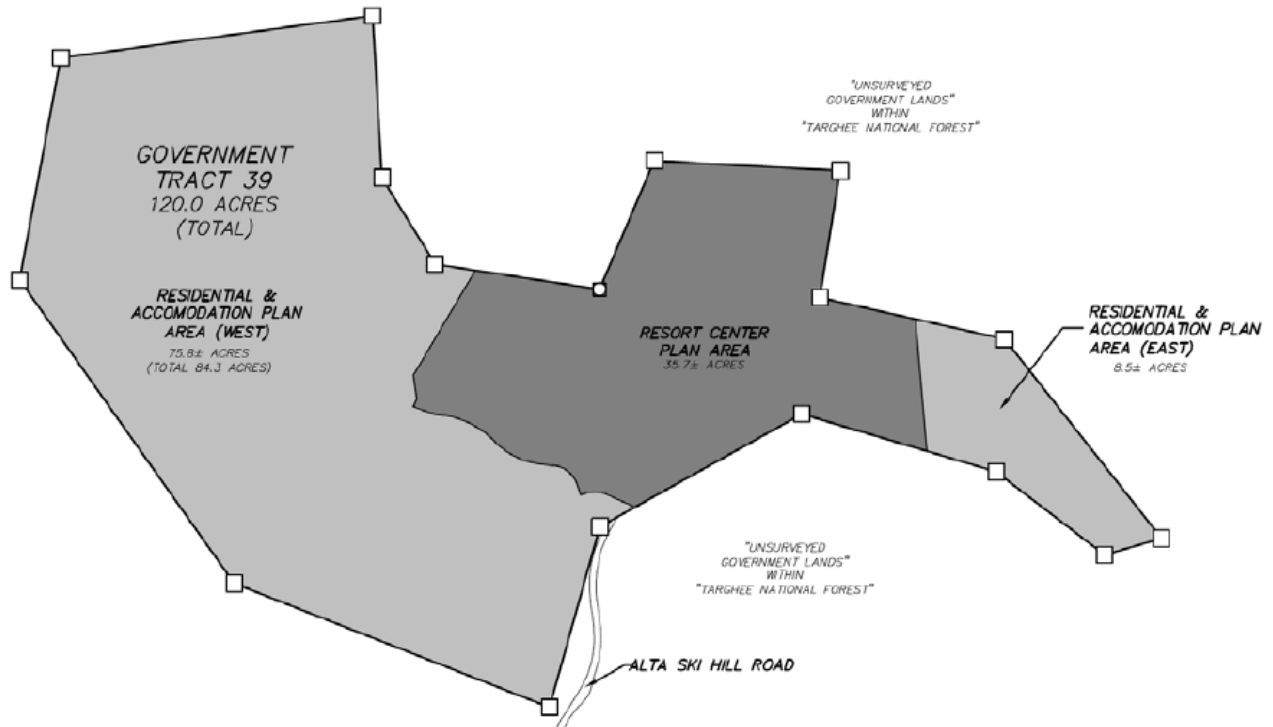
The subject property is located at 3300 E Alta Ski Hill Road, Alta, WY, generally located 7.7 miles northeast of Alta, WY.

Legal Description: Tract 39, Being Parts of Unsurveyed SE1/4 SEC. 11 & SW1/4 SEC. 12, TWP. 44, RNG. 118
PIDN: 22-44-18-11-4-00-001
Site Size: 119.97 acres
Character District: 14: Alta (Rural)
Subarea: 14.3 - Grand Targhee Resort (Transitional, Resort/Civic Form)
Zone: Planned Resort (PR)
Overlay: N/A

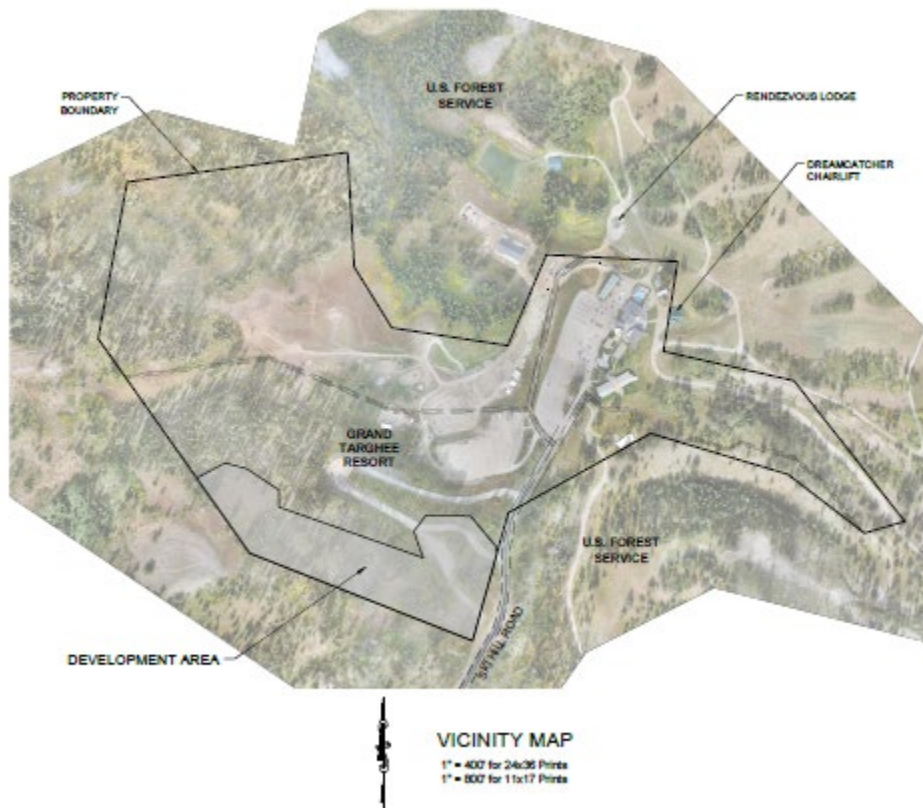
ZONING/VICINITY MAP

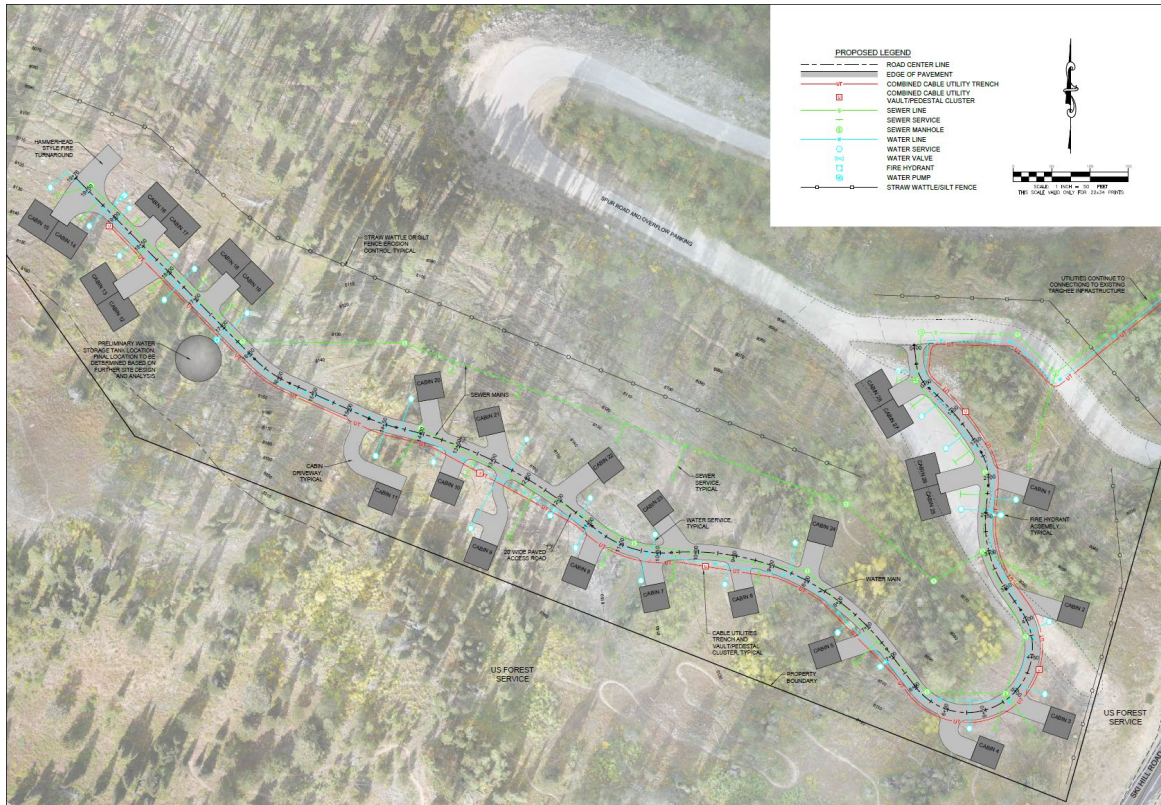


MAP OF PLAN AREAS – GRAND TARGHEE RESORT MASTER PLAN FIGURE 1.6.1



PROPOSED DEVELOPMENT AREA (SHADED)



PROPOSED SITE PLAN**STAFF ANALYSIS***ADJ2022-0013*

The applicant seeks relief from the Steep Slope Development standards, pursuant to Section 5.4.1 of the Land Development Regulations (LDR). The current standard prohibits development on slopes in excess of 30%. The request is to allow a 20% increase in the steep slope standard. The outcome of the adjustment would impact placement of portions of six cabins and the entirety of a seventh, out of the 28 cabins proposed. Given that the overall site plan is taking advantage of an existing access route, which reduces overall impacts of the development, the use of the Administrative Adjustment to allow the comprehensive site plan to work will result in minimization of impacts. Staff is able to make the findings for this adjustment and have identified no key issues as a component of the analysis.

DEV2022-0008

A Development Plan is required for the proposed application pursuant to GTRMP Section 2.2.B.12. & Section 2.2.D.2.), which require a Development Plan and subdivision plat after Sketch Plan approval for physical development within the RAPA. The application site plans reflect the development concept that was approved at Sketch Plan, specifically the spur road extension along which the cabins are located. The LDR checklist is attached to this Staff Report and evaluates project compliance with all Development and Use standards of the LDRs. This application complies with all standards evaluated in the LDR checklist.

GTRMP DIVISION 1 & 2 COMPLIANCE

There are no Key Issues for evaluation given that the Development Plan application is consistent with the Sketch Plan concept that was approved by the Board of Commissioners and complies with LDR standards.

The following Master Plan requirements are integral to the analysis of Development Plan and Administrative Adjustment findings.

Section 1.2.C.1. **Intent**

General: The purpose of the Planned Resort Zone is to provide for a mix of recreational, retail, and service-oriented activities, which has a high degree of self-containment and provides economic and other benefits to the community. The Planned Resort Zone is intended to guide the creation or continuation of a planned development configured around a major recreational activity. Over time, Grand Targhee will evolve in accordance with the Master Plan to reflect technical innovations, user preference, market conditions, and competition in the ski resort industry.

Section 1.2.C.2. Character and Design: *The character objective for Grand Targhee is a clustered resort center with its own sense of place. Important characteristics are:*

- a. a transition in density, intensity and character from the center to adjacent Forest Service natural lands;*
- b. a distinct center, defined both by buildings and activities;*
- c. a mix of land uses, varying from a center of high intensity mixed commercial, skier amenities,*
- d. accommodation, and recreational uses to lower density areas with predominantly residential/accommodation uses;*
- e. clear edges, defined both by buildings and open spaces, that distinguish the center from surrounding National Forest lands;*
- f. a continuity in building size, architecture, and individual site design;*
- g. pedestrian streetscapes and pedestrian connections throughout the village center;*
- h. creation of a sense of arrival;*
- i. a visitor destination with a strong sense of place; and*
- j. a destination ski area.*

Section 1.3.D.1. **Phasing Plan**

Phase One (Section 1.1.4. & 2.2.E.2.) Duplexes/Cabins/Single-Family Lots - 30 Units

Complies. The application is consistent with the Resort Phasing Plan that accommodates up to 30 Units in the RAPA. Consistent with Section 2.2.E.1., which states as follows, "... development of infrastructure that is adequate to support any proposed development within the RAPA, including roads, parking, water and wastewater facilities, must be completed concurrently with or prior to the completion of the development dependent on such infrastructure". This standard will be evaluated at the time of subdivision plat.

Section 1.3.D.3. Phasing of Public Exactions: *The public exactions generated from residential development required in accordance with Section 3.3 of the Master Plan, and as set forth below, shall be provided commensurate with development. The developer may provide exactions in advance of the timeline identified below, and shall be credited for any exactions provided prior to any requirement.*

- a. A land dedication for parks or Community Facilities shall begin prior to the commencement of Phase Three of the Phasing Plan set forth in Table 1.3.D.1.*
- b. Certificates of occupancy for the Community Facilities defined in Section 3.3 of the Master Plan shall be issued prior to commencement of Phase Three of the Phasing Plan set forth in Table 1.3.D.1.*

Complies. The application initiates the beginning of Phase One of resort development. No exactions are due at this time.

Section 1.3.D.4. **Other Requirements**

- a. An Emergency Management Plan shall be implemented within one (1) year of the approval and recordation of the first final plat within the Resort.*

- b. A Declaration of Covenants, Conditions and Restrictions shall be recorded in the office of the Teton County, Wyoming Clerk concurrent with the recordation of the first final plat. Design Guidelines to accompany the Covenants, Conditions and Restrictions shall also be approved and implemented.

Complies, as conditioned. See below, Recommended Conditions of Approval.

Section 2.2.B.1 Physical Development, Structure Location and Mass:

B.1. Structure Location and Mass					
	LSR (min)	All Setbacks (Min)	Height (max)	FAR (max)	Lot Size (min)
Primary residential uses	.25	Established by specific building envelopes	28'	.40	15,000 sf.
Non-residential accessory structure	.25	Established by specific building envelope	20'	n/a	n/a
Attached Multi Family	.25	Established by specific building envelopes	33'	1.9	6,000 sf.

Complies, as conditioned. The application is consistent with the physical development standards for the RAPA. The Purpose of the RAPA is to allow for residential and accommodation uses such as single-family residences, townhouses, and cabins, all of which are residential and lodging units that allow for short-term rental. The application does not, however, call out the distinction that the height maximum for primary residential uses is 28', which will therefore be included as a recommended Condition of Approval. The remaining physical development standards will be evaluated at the time of applications for grading and residential building permits.

GTRMP DIVISION 3. STANDARDS APPLICABLE TO OVERALL RESORT ZONE

Section 3.1.D. APOs A maximum of 3,500 APOs (Average Peak Occupancy) shall be permitted at the Resort.

Complies. This application represents a total of 112 APOs.

Section 3.3 Development Exactions. A development exaction is a requirement that a developer dedicate land for public use or improvements, or pay a fee in-lieu of dedication, with such fee being used to purchase land for public facilities or to construct public improvements needed to serve a proposed residential development.

Complies. The GTRMP provides the allowance for a fee-in-lieu of land dedication. Required Development Exactions, prioritized for Alta Services, will be completed in accordance with Section 3.3 of the Master Plan and determined at the time of Subdivision Plat application and collected prior to recording the new Plat.

Section 3.4.A. Affordable and Employee Housing Standards. Prior to approval of the first Development Plan for the Resort, a system must be in place to provide oversight on restricted housing units. The Jackson/Teton County Affordable Housing Department (the "Housing Department") will work with Teton County, Idaho to develop a system of oversight. The Resort shall make the Housing Department aware when it is preparing to submit its first application for a Development Plan, and will work with the Housing Department to develop a workable system to ensure that Employee and Affordable Housing standards are being complied with and monitored. An annual monitoring report shall be presented to the Housing Department to document compliance with the terms of the applicable housing mitigation plan.

Complies as conditioned. Given the Resort's location proximate to Teton County, Idaho, the Master Plan has reserved allowances for development of employee housing in the neighboring communities of Driggs and Victor, Idaho. This allowance will offset impacts to existing workforce housing stock. As represented in the application, the following applies, "The Short-Term Rental use for the 105 bedrooms for Targhee Cabins will require that 13.65 employees be housed (0.13 per bedroom). Grand Targhee Resort completed an Employee Housing project for 96 employees in the City of Driggs, Idaho. This project will be used ... for housing mitigation for [this proposal] and

future projects. As mitigation is required, units will be deed restricted in accordance with the rules and regulations of the Jackson Teton County Housing Department.” Please see the attached memo from the Housing Supply Specialist, Jackson/Teton County Affordable Housing Department, Kristi Malone (Attachments) for a more detailed review of the Affordable and Employee Housing Standards, with recommended conditions of approval that are adopted in this Staff Report.

***Section 3.4.B. Real Estate Transfer Fee.** For the benefit of creating affordable and workforce housing, a declaration of restrictive covenant for a real estate transfer fee will be recorded against all units within the Resort subject to the Affordable or Employee housing requirement. The covenant will run with the encumbered properties and bind all future owners thereof. The covenant will require the payment of a half percent (0.5 %) real estate transfer fee on the closing of the transfer, sale and resale of residential lots and units within the Resort (excepting the transfer and sale of lots and units by the developer).*

Complies. The transfer fee shall be in effect prior to the first final plat for any development within the Resort, therefore this restrictive covenant shall be required prior to approval of the final plat for this development.

***Section 3.5.A.3. Employee Transit Shuttle System.** The existing employee transit shuttle system will continue to operate and will be expanded to carry a minimum of 70% of total Employees At One Time (“EAOT”) at build-out of the Resort. During Phase One of development 33% of employees shall be using the employee transit shuttle system.*

Complies. An annual monitoring plan shall be required upon the approval of the first Development Plan and shall continue until complete build-out of the Resort. Once the Resort is completely built out, the annual monitoring requirement will expire. The transit infrastructure and operations exist to carry up to 33% of employees at this time. Ridership has not reached this level, varying between 7% and 19% of daily employees utilizing the employee transit shuttle system between 2020 and 2022 (GTR 2021-2022 Interim Traffic Monitoring Report). The initial findings of the first interim report indicate areas where the GTR can emphasize improvements to reach desired employee transit ridership.

***Section 3.5.D. Road Impact Fees During Construction Phase.** Prior to the earlier of either Final Development Plan approval or the issuance of any physical development permit at Grand Targhee Resort that will utilize Ski Hill Road, Grand Targhee shall present to the Teton County Engineer a proposal prepared by an independent, qualified engineering firm with staff experienced in road design, construction and maintenance. The proposal shall include a formula that calculates a road impact fee representing the proportional impacts of development during the construction phase beyond that which would ordinarily occur on a county road. The impact area for this fee shall be defined as Ski Hill Road beginning at Stateline Road to the termination of the public portion of the road at the Resort boundary. The proposal shall consider the proportionate share of traffic generated by the proposed construction, relevant ADT data, and a cost analysis, and is subject to final approval by the County Engineer.*

Complies as conditioned. The proposed condition of approval will recommend that Development Plan permit approval not be granted until the County Engineer acknowledges that a sufficient Road Impact Fee proposal has been submitted by the applicant and that the proposal has been given final approval by the County Engineer.

***3.6.D.5. Site Planning, Pathways and Pedestrian Facilities.** Pathways and pedestrian facilities, including access for the disabled, shall be integral components of the site design. The site shall provide an attractive, outdoor atmosphere that encourages use and reliance upon pathways and walkways.*

Complies as conditioned. The focus of this transitional subarea is to create a year-round, small scale resort community that is pedestrian oriented. The GTRMP requirements applicable to all areas of the resort zone include the site planning expectation that pathways and pedestrian facilities shall be integral components of the site design. Please refer to Plan Review Committee comments by the Teton County Regional Transportation Planning Administrator for a complete treatment of pedestrian access requirements and suggested improvements to include with the development plan under current review (Attachments). Staff has revised the recommendation to locate a shuttle stop on Ski Hill Road, as the intent of the applicant is to minimize disturbance along the steep

slopes adjacent to Ski Hill Road, and to avoid directing any foot traffic towards the Ski Hill Road Corridor. Based on correspondence with the Transportation Planning Coordinator, the following are recommended conditions of approval.

- a. Provide a shuttle stop along the development access road in the immediate vicinity of the cabins to support the possible 242 trips per day. Initially this could be a concrete pad with a pole sign to indicate it is the stop serving the cabins.
- b. Design a pathway or trail that will allow walk/ski access to the shuttle stop from cabins (See Figure 1 below for general placement, grading/slope permitting).
- c. Provide sidewalks or pathways along one side of Ski Hill Road with a safe separation from vehicle traffic to permit cabin tenants to safely walk to the Resort Center.
- d. Provide sidewalks or pathway connections between Cabin 15 on west end and Cabin 28 on east end.

STAKEHOLDER ANALYSIS

DEPARTMENTAL REVIEWS

The application was thoroughly vetted at Sketch Plan by the County Engineer, Building Official, Jackson Hole Fire/EMS and the Road and Levee Department.

The current applications were sent to the following Departments and Stakeholders for comments.

- Teton County Engineer – Amy Ramage
- Teton County Building Official – Billy Nunn
- Battalion Chief – Fire Marshal, Jackson Hole Fire/EMS - Raymond Lane
- Teton County Integrated Solid Waste & Recycling, Director – Brenda Ashworth
- Teton County Road & Levee, Director - Dave Gustafson
- Teton County Sheriff – Matt Carr
- Teton Conservation District, Executive Director – Carlin Girard
- Teton County Parks & Recreation, Director – Steve Ashworth
- Community Pathways, Pathways Coordinator – Brian Schilling
- Teton County Surveyor – Todd Cedarholm
- Housing Supply Specialist, Jackson/Teton County Affordable Housing Department – Kristi Malone
- Teton School District #1 Exec. Dir. of Communications/District Services - Charlotte Reynolds
- Regional Transportation Planning Administrator – Charlotte Frei
- Wyoming Game and Fish Department, Jackson Region, Wildlife Management Coordinator - Cheyenne Stewart
- Teton Basin Ranger District, Caribou-Targhee NF, District Ranger – Jay Pence
- Teton County, ID Board of County Commissioners, Chair – Cindy Riegel
- Teton County, ID Senior Planner – Jade Krueger
- Wyoming Department of Transportation, Resident Engineer - Bob Hammond
- Wyoming Department of Environmental Quality, Northwest District Engineer - James Brough

Any responses provided by the time this staff report is published are found in Attachments, below.

PUBLIC COMMENT

Notice of this hearing for an Administrative Adjustment and Development Plan was distributed to all property owners within 800 feet of the site on December 9, 2022 and posted at the entrance to the site on December 30, 2022. As of the publishing of this report no comments have been received from the public.

LEGAL REVIEW

Gingery

RECOMMENDATIONS

PLANNING DIRECTOR RECOMMENDATION: ADJ2022-0013

The Planning Director recommends **APPROVAL** of **ADJ2022-0013** dated November 3, 2022, an Administrative Adjustment pursuant to Section 8.8.1, to adjust the Steep Slope Development standards of Section 5.4.1. of the LDRs, based on the findings recommended below, with no conditions.

PLANNING DIRECTOR RECOMMENDED FINDINGS

Pursuant to Section 8.8.1. of the Land Development Regulations, an administrative adjustment shall be approved upon making all of the five (5) findings for the application:

1. Complies with the applicability standards of this Section:

Can Be Made. Pursuant to 8.8.1.B.5, the grade of developable slopes may be adjusted up to 20%. In this case, the request is to allow a 20% increase in the steep slope standard to allow development on natural steep slopes up to a grade of 36%. The outcome of the adjustment would impact placement of portions of six cabins and the entirety of a seventh, out of the 28 cabins proposed.

2. Either:

- a. Compensates for some unusual constraint of the site or proposal that is not shared by landowners generally, or*
- b. Better protects natural and scenic resources, or*
- c. Better supports the purpose of the zone;*

Can Be Made. Staff finds that the application meets subsection “b.” of this Finding, as the proposed development better protects natural and scenic resources through reduction of the overall project area footprint. The requested relief on a small percentage of the approximately 17.5-acre project area is an allowance that enables the applicant to utilize the space accessed by the existing spur road, without increasing separation between proposed cabin sites.

3. Is consistent with the purpose of the zone and the desired future character for the area described in the Comprehensive Plan;

Can Be Made. The proposed development is consistent with the desired future character of the Grand Targhee Resort subarea, as described in this staff report.

4. Will not pose a danger to the public health or safety; and

Can Be Made. The applicant team includes geotechnical professionals working on a concurrent geotechnical report to accompany the required plan level grading submittal. The professional opinion submitted with the application is that there are no landslide areas or other evidence of mass slope instability. Given demonstrably secure soils, the application to increase impacts on slopes up to 36% does not pose a danger to either public health or safety.

5. The site is not subject to a series of incremental administrative adjustments that circumvent the purpose of this Section.

Can Be Made. This site is not subject to a series of incremental administrative adjustments.

PLANNING DIRECTOR RECOMMENDATION: DEV2022-0008

The Planning Director recommends **APPROVAL** of **DEV2022-0008** dated August 16, 2022, a Development Plan to permit twenty-eight (28) lodging cabin units in the Grand Targhee Resort Residential and Accommodation Plan Area, based on the findings recommended below, with six conditions of approval.

1. Primary Residential Uses shall have a maximum height of 28 feet.

2. For the benefit of creating affordable and workforce housing, the Owner shall record a declaration of restrictive covenant with the Teton County Clerk for a real estate transfer fee that shall be recorded against all units within the Resort subject to the Affordable or Employee housing requirement, within 60 days of final plat approval, and prior to any property conveyance. The covenant shall run with the encumbered properties and bind all future owners thereof. The covenant shall require the payment of a half percent (0.5 %) real estate transfer fee to Teton County on the closing of the transfer, sale and resale of each residential lot and unit within the Resort (excepting the transfer and sale of lots and units by the developer).
3. Development Plan permit approval shall not be granted until the County Engineer acknowledges that a sufficient Road Impact Fee proposal, as described in Section 3.5.D. of the Grand Targhee Resort Master Plan, has been submitted by the applicant and has been given final County Engineer approval.
4. Pursuant to the requirements of Grand Targhee Resort First Amended Master Plan dated February 12, 2019, a phased system of restricted housing oversight is in place to be evaluated by the Board of County Commissioners on or before _____, 2025, two years from the date of approval of this Development Plan. Until this time, the Jackson/Teton County Housing Department shall take primary responsibility for administration of deed restrictions on the housing mitigation units required by approval of this Development Plan and shall work with Teton County, Idaho to develop a transfer of administration. If the Jackson/Teton County Housing Department cannot reach an agreement for a system of compliance and oversight with Teton County, Idaho by this date, the Grand Targhee Resort First Amended Master Plan shall be further amended to reconsider continued allowance of restricted mitigation units located within Teton County, Idaho.
5. Prior to issuance of Building Permits for the proposed short-term rental units, the applicant shall submit a complete Housing Mitigation Plan for the proposed development that:
 - a. demonstrates that the proposed mitigation units are consistent with all “employee unit types” standards defined in section 3.4.C.4 of the Grand Targhee Resort Master Plan.
 - b. demonstrates that the proposed mitigation units are consistent with all “minimum housing size” standards defined in section 3.4.C.2 of the Master Plan.
 - c. demonstrates that the proposed mitigation units are consistent with all “locational criteria” standards defined in section 3.4.E of the Master Plan.
6. Prior to issuance of Certificate of Occupancy on the short-term rental units, each required restricted housing unit shall include, at a minimum, the components of Livability Standards required by Sec. 2-3 of the Housing Department Rules and Regulations, as follows:
 - a. the Livability Standards Questionnaire: (<https://www.tetoncountyny.gov/DocumentCenter/View/15860/Livability-Standards-Questionnaire-Interactive>) shall be completed and submitted to the Housing Department for review along with floor plans that include dimensions and a functional furniture placement diagram for each proposed housing mitigation unit.
 - b. a letter from the Housing Department will be issued to the applicant stating whether the unit(s) are compliant with Livability Standards or whether there are required changes.
 - c. the Housing Department shall inspect the site to ensure units were built to terms of approval.
7. Provide a shuttle stop along the development access road in the immediate vicinity of the cabins to support the possible 242 trips per day. Initially this could be a concrete pad with a pole sign to indicate it is the stop serving the cabins.
8. Design a pathway or trail that will allow walk/ski access to the shuttle stop from cabins (See Figure 1 below for general placement, grading/slope permitting).
9. Provide sidewalks or pathways along one side of Ski Hill Road with a safe separation from vehicle traffic to permit cabin tenants to safely walk to the Resort Center.

10. Provide sidewalks or pathway connections between Cabin 15 on west end and Cabin 28 on east end.

1. Is consistent with the desired future character described for the site in the Jackson/Teton County Comprehensive Plan:

Subarea 14.3: Grand Targhee Resort



Resort/ Civic
Form

The focus of this TRANSITIONAL Subarea is to create a year-round, small scale resort community that is pedestrian-oriented. A primary objective is to enhance year-round visitation and to provide recreation and job opportunities for the local community. This subarea will develop in accordance with the recently approved master plan. The master plan is intended to be dynamic and subject to some evolution in design but not density, intensity, or footprint.



Can Be Made. The proposed cabin development meets the focus of the Subarea, which is to create a year-round, small scale resort community that is pedestrian oriented. This initial phase of development is being developed in accordance with the Master Plan, as amended in 2019. The application is for 28 units, with entitlements for short-term lodging, which represents approximately 30% of the available density within the Residential and Accommodation Plan Area and a small fraction of the 3,500 total approved Average Peak Occupancy (APOs) for the Resort. Four concept cabins are being considered: a two-bedroom cabin; a three-bedroom cabin; and a four-bedroom cabin. These cabin-types vary in size and architecture to further create woodland cabin-like experience. These cabin-types range from 1,800 square feet (two-bedroom) to 3,000 square feet (larger five-bedroom). This development will provide residential and lodging ownership options and provide job opportunities for the local community.

Character District 14: Policy Objectives

1.1.b: Protect wildlife from the impacts of development. The 120-acre Resort area was sized and configured by the National Forest Service in part to avoid valuable wildlife habitat, wetlands and waterbodies. Accordingly, the Resort is not located in the current NRO. An environmental analysis (EA) was performed in 2004 (EVA2004-0034). An EA Revalidation Report was prepared by Alder Environmental September 20, 2016, finding no habitat types protected by the NRO on site or within ½ mile of the parcel.

1.1.c: Design for wildlife permeability. The Master Plan identifies two Plan Areas. The RCPA proposes to concentrate commercial and lodging uses near existing like uses. The RAPA proposes three nodes for primarily residential use. While all areas are connected by roads, the configuration protects large sections of older growth forest allowing for safe wildlife movement through the Resort. The project area is not within the Natural Resources Overlay, and the applicable PUD amendment and Sketch Plan that resulted in the present development entitlements have been thoroughly vetted through the environmental analysis process (EVA2016- 0021).

1.2.a: Buffer water bodies, wetlands and riparian areas from development. There are no surface waters on the 120-acre Master Plan area. The area is located between Dry Creek and Mill Creek but neither creek nor buffer exist on the site. There are no wetlands on or in the vicinity of the project area.

1.4.a: Encourage non-development conservation of wildlife habitat. While the Plan Areas identify open space, the original configuration of the Resort and the land exchange conducted with the Forest Service was intended to allow for development on the 120-acre site while conserving lands off site. Additional conservation off site has been integrated through the Teton Creek Corridor initiative. In addition, the following Condition of Approval addresses non-development conservation of wildlife habitat, as follows:

“The Applicant shall ensure that three hundred (300) acres of land are protected in conservation easement(s), which easement(s) shall be recorded in the Office of the Teton County, Wyoming Clerk. All of the 300 acres shall be located in Teton County, Wyoming on the west slope of the Tetons. This Condition may be met, in part or in full, through the two percent (2%) transfer fee, as described in Condition of Approval No. 5 below. Conservation of the 300 acres of land described herein shall occur no later than ten (10) years after the first Development Plan is approved for any of the 450 units allowed under the Amended Master Plan.”

1.4.b: Conserve agricultural lands and agriculture. This objective is not applicable because no agriculture lands exist on site.

1.4.c: Encourage rural development to include quality open space. While the Plan Areas identify open space on site, the Resorts configuration was intended to conserve quality open space on the adjacent National Forest, reserving that for public use and providing lodging and access in the Resort.

3.1.b: Direct development toward suitable Complete Neighborhood subareas. The Comprehensive Plan identifies Planned Resorts as a master planned area that encourages recreational activities, contributes to community character, and contains a mix of residential and nonresidential uses. While not a Complete Neighborhood a planned resort is similar in its purpose and intent.

3.1.c: Maintain rural character outside of Complete Neighborhoods. This objective is not applicable because the application is for development within the allowances of an existing Master Plan.

3.5.a: Cooperate with regional communities and agencies to implement this Plan. The Resort has a history of coordinating with neighboring Teton County, Idaho through its transportation initiatives. In addition, the Resort has provided funding support to the Teton Creek Corridor Project, located primarily in Teton County, Idaho as part of the Master Plan Community Services Element. The Resort and the Forest Service have a cooperative relationship and most recently Grand Targhee Resort has codified the working relationship with Teton County Search and Rescue, to ensure safe and efficient response times through the deployment of trained Ski Patrol in the event of a Search and Rescue incident.

5.3.b: Preserve existing workforce housing stock. Given the Resort’s location proximate to Teton County, Idaho, the Master Plan has reserved allowances for development of employee housing in the neighboring communities of Driggs and Victor, Idaho. This allowance will offset impacts to existing workforce housing stock. As represented in the application, the following applies, *“The Short-Term Rental use for the 105 bedrooms for Targhee Cabins will require that 13.65 employees be housed (0.13 per bedroom). Grand Targhee Resort completed an Employee Housing project for 96 employees in the City of Driggs, Idaho. This project will be used ... for housing mitigation for [this proposal] and future projects. As mitigation is required, units will be deed restricted in accordance with the rules and regulations of the Jackson Teton County Housing Department.”*

7.1.c: Increase the capacity for use of alternative transportation modes. The Resort has a history of providing alternative transportation modes such as its employee transit shuttle system. Currently at 33% employee usage rate, the phased master plan envisions 70% usage by Phase four. The Transportation Demand Management Plan (TDM) includes additional strategies to decrease demand as the Resort grows including carpool promotion, increasing on site lodging, participation in regional transportation planning efforts, requiring property owners to participate in TDM strategies, day skier shuttle system, summer transit service and private lodging shuttle.

7.3.a: Develop a land use pattern based on transportation connectivity. The goal of this policy is intermodal connection between Jackson and county neighborhoods, which in this application is not applicable. The Resort has developed alternative transportation modes and has plans for expansion of those services connecting with Teton Valley, as described above in 7.1.c.

2. Achieves the standards and objective of the Natural Resources Overlay (NRO) and Scenic Resources Overlay (SRO), if applicable;

Can Be Made. The subject property is not located within either the Natural Resources Overlay or the Scenic Resources Overlay. The location of the 120- acre area was a conscious decision by the Forest Service to locate the Resort in low value habitat and in a hollow, screened from the valley below. The application is consistent with the Sketch Plan and PUD amendment approvals, which identified the RAPA West development node for residential housing at the end of the existing spur road, as proposed. The Sketch Plan and PUD Amendment were fully vetted through Environmental Analysis (EA), and this application was predicated upon that EA recommendation.

3. Does not have significant impact on public facilities and services, including transportation, potable water and wastewater facilities, parks, schools, police, fire, and EMS facilities;

Can Be Made, as Conditioned. The Capital Improvements Plan and Phasing Plan identify a strategic plan for infrastructure improvements coupled with phased resort expansion. The GTRMP has an allowance for up to 450 units, overall, of which this application represents the initial 28 units. The Resort operates its own transit system for employees and resort goers, and transports 30% of its employees, which reduces impacts to local roads. The phased improvements are coupled to increases infrastructure and mitigation practices for transportation. Water and wastewater are owned and operated by the Resort. Fire and EMS services are contracted through Teton County Idaho. Significant impacts to schools and parks are not anticipated. At the time of drafting of this Staff Report the required Road Impact Fee proposal has not been submitted to the Teton County Engineer. This requirement specifies the following,

“Prior to the earlier of either Final Development Plan approval or the issuance of any physical development permit at Grand Targhee Resort that will utilize Ski Hill Road, Grand Targhee shall present to the Teton County Engineer a proposal -- prepared by an independent, qualified engineering firm with staff experienced in road design, construction and maintenance.

The proposal shall include a formula that calculates a road impact fee representing the proportional impacts of development during the construction phase beyond that which would ordinarily occur on a county road. The impact area for this fee shall be defined as Ski Hill Road beginning at Stateline Road to the termination of the public portion of the road at the Resort boundary. The proposal shall consider the proportionate share of traffic generated by the proposed construction, relevant ADT data, and a cost analysis, and is subject to final approval by the County Engineer.”

The proposed condition of approval will recommend that Development Plan permit approval not be granted until the County Engineer acknowledges that a sufficient Road Impact Fee proposal has been submitted by the applicant, and has been given final approval.

4. Complies with all relevant standards of these LDRs and other County Resolutions; and

Can Be Made. The applicant is proposing a Development Plan, being the first of Phase One under the GTRMP, as amended. The applicant complies with all relevant standards of the LDRs and other County Resolutions.

5. Is in substantial conformance with all standards or conditions of any prior applicable permits or approvals.

Can Be Made, as conditioned. The proposed application is in conformance with prior permits and approvals, including the GTRMP amendment (PUD2017-0005), LDR Text Amendment (AMD2017-0006) and the approved Sketch Plan for development within the Resort (SKC2017-0007). Finding #3, above, addresses the outstanding requirement for a Road Impact Fee proposal, from the applicant, and the recommended condition is a requirement to make the Finding that the development plan application is in conformance with prior applicable permits or approvals.

ATTACHMENTS

- LDR Checklist
- Application:
<https://developmentrecords.tetoncountywy.gov/Portal/Planning/StatusReference?referenceNumber=D EV2021-0005>

SUGGESTED MOTION

I move to recommend **APPROVAL** of **ADJ2022-0013**, dated November 3, 2022, an Administrative Adjustment pursuant to Section 8.8.1, to adjust the Steep Slope Development standards of Section 5.4.1. of the LDRs, based on the five (5) recommended findings, with no conditions.

SUGGESTED MOTION

I move to recommend **APPROVAL** of **DEV2022-0008**, a Development Plan to permit twenty-eight (28) lodging cabin units in the Grand Targhee Resort Residential and Accommodation Plan Area, being able to make all five (5) findings for approval under Section 8.3.2., with six conditions of approval.

1. Primary Residential Uses shall have a maximum height of 28 feet.
2. For the benefit of creating affordable and workforce housing, the Owner shall record a declaration of restrictive covenant with the Teton County Clerk for a real estate transfer fee that shall be recorded against all units within the Resort subject to the Affordable or Employee housing requirement, within 60 days of final plat approval, and prior to any property conveyance. The covenant shall run with the encumbered properties and bind all future owners thereof. The covenant shall require the payment of a half percent (0.5 %) real estate transfer fee to Teton County on the closing of the transfer, sale and resale of each residential lot and unit within the Resort (excepting the transfer and sale of lots and units by the developer).
3. Development Plan permit approval shall not be granted until the County Engineer acknowledges that a sufficient Road Impact Fee proposal, as described in Section 3.5.D. of the Grand Targhee Resort Master Plan, has been submitted by the applicant and has been given final County Engineer approval.
4. Pursuant to the requirements of Grand Targhee Resort First Amended Master Plan dated February 12, 2019, a phased system of restricted housing oversight is in place to be evaluated by the Board of County Commissioners on or before _____, 2025, two years from the date of approval of this Development Plan. Until this time, the Jackson/Teton County Housing Department shall take primary responsibility for administration of deed restrictions on the housing mitigation units required by approval of this Development Plan and shall work with Teton County, Idaho to develop a transfer of administration. If the Jackson/Teton County Housing Department cannot reach an agreement for a system of compliance and oversight with Teton County, Idaho by this date, the Grand Targhee Resort First Amended Master Plan shall be further amended to reconsider continued allowance of restricted mitigation units located within Teton County, Idaho.
5. Prior to issuance of Building Permits for the proposed short-term rental units, the applicant shall submit a complete Housing Mitigation Plan for the proposed development that:
 - a. demonstrates that the proposed mitigation units are consistent with all “employee unit types” standards defined in section 3.4.C.4 of the Grand Targhee Resort Master Plan.
 - b. demonstrates that the proposed mitigation units are consistent with all “minimum housing size” standards defined in section 3.4.C.2 of the Master Plan.

- c. demonstrates that the proposed mitigation units are consistent with all “locational criteria” standards defined in section 3.4.E of the Master Plan.
6. Prior to issuance of Certificate of Occupancy on the short-term rental units, each required restricted housing unit shall include, at a minimum, the components of Livability Standards required by Sec. 2-3 of the Housing Department Rules and Regulations, as follows:
 - a. the Livability Standards Questionnaire:
(<https://www.tetoncountywy.gov/DocumentCenter/View/15860/Livability-Standards-Questionnaire-Interactive>) shall be completed and submitted to the Housing Department for review along with floor plans that include dimensions and a functional furniture placement diagram for each proposed housing mitigation unit.
 - b. a letter from the Housing Department will be issued to the applicant stating whether the unit(s) are compliant with Livability Standards or whether there are required changes.
 - c. the Housing Department shall inspect the site to ensure units were built to terms of approval.
7. Provide a shuttle stop along the development access road in the immediate vicinity of the cabins to support the possible 242 trips per day. Initially this could be a concrete pad with a pole sign to indicate it is the stop serving the cabins.
8. Design a pathway or trail that will allow walk/ski access to the shuttle stop from cabins (See Figure 1 below for general placement, grading/slope permitting).
9. Provide sidewalks or pathways along one side of Ski Hill Road with a safe separation from vehicle traffic to permit cabin tenants to safely walk to the Resort Center.
10. Provide sidewalks or pathway connections between Cabin 15 on west end and Cabin 28 on east end.



TETON COUNTY, IDAHO | Planning Department

December 7, 2022

Sent via email: hsmith@tetoncountywy.gov

Re: DEV2022- 0008 – Grand Targhee Resort Cabins Development Plan Comments

To Teton County Wyoming Planning Staff & Planning & Zoning Commission:

Thank you for the opportunity to review the development proposal for Grand Targhee Resort (GTR). We appreciate being stakeholders in the review process. Teton County, Idaho would like to present the following comments for this proposal:

Section 1: Comments on the GTR Master Plan and Phasing:

Teton County, Idaho (TCID) will have more detailed comments pertaining to the proposed GTR expansion on public lands within the Caribou-Targhee National forest when the Draft Environmental Impact Study (EIS) is released. As stated in the letter dated 6/28/2021, the TCID BoCC is concerned that resort expansion on public land combined with commercial resort development at the base area will result in substantial cumulative negative impacts on the natural resources, public infrastructure, and socio-economics of Teton Valley (both states). The 2022 socioeconomic study conducted by EcoNorthwest lends credence to these concerns. We have observed what happens to communities that allow the transformation of small regional ski resorts into international destinations while promoting real estate investment opportunities; Big Sky and JHMR are prime examples. The first sentence in the narrative associated with this resort cabin proposal confirms this vision: "Grand Targhee Resort, LLC is moving forward with a Development Plan for Targhee Cabins located at the base of *the World Class resort destination*."

We are concerned about the long term impacts on both the iconic and lesser known wildlife species that use the habitat in and around GTR (including private and public lands in Teton County, Idaho). We believe the private land at the base of GTR was inadvertently left out of Teton County Wyoming's Natural Resource Overlay (NRO), especially considering that private land at the base of Teton Village is included in the NRO. The Environmental Analysis (EA) for GTR was approved in a Sketch Plan by Teton County WY (SKC 2017-0007). TCID is concerned with the impacts of continued phased development without updated environmental impact studies before each phase.

TCID requested clarification from TCWY on the phasing plan and associated triggers for public hearings, impact assessment, mitigation measures, and monitoring reports after TCWY re-approved the previous Master Plan for GTR. The hope was that TCWY could help us better understand the requirements for Resort Master Planning and associated development applications for phased development. TCID has tried to compare current LDRs with the original and updated Master Plan for GTR and would still request assistance from TCWY. We are trying to understand *what specific mitigation measures can be requested to reduce impacts from various phases of development within the context of the approved Master Plan and associated conditions of approval?*





One item of note is that there are provisions in TCWY LDR's that requires planned resorts like GTR to identify the provider of all infrastructure facilities and services to meet projected demands: "Where services are to be provided by an entity other than the applicant, documents from the service provider shall demonstrate the commitment and ability to provide such service according to the Planned Resort master plan." (pg 4-25). Teton County, Idaho, City of Driggs, and Teton County Fire/EMS are service providers that have not yet provided the required documentation.

For reference, other items of note in TCWY LDRs as it pertains to Planned Resorts:

- *Planned Resort master plans shall contain a phasing plan that identifies the sequence of resort structures, uses and amenities, installation of infrastructure, implementation of the Transportation Demand Management Plan, Housing Mitigation Plan, and implementation of Planned Resort master plan conditions of approval. This needs to be coordinated with Public Services. The phasing is to have a relationship with the overall resort plan.*
- *Performance Objectives. The County shall establish performance objectives as part of the Planned Resort master plan approval that ensure that development within the Planned Resort achieves the required mitigation of projected impacts on the community.*
- *Monitoring Program. A program for monitoring compliance with performance objectives for each phase of development shall be designed in a collaborative effort between the applicant(s) and the County, and shall be set forth in the Planned Resort master plan approval. The monitoring program shall be implemented by the applicant, or an entity that equitably represents all landowners within the Planned Resort, and will include monitoring of TDM components, affordable workforce housing developments, and other such elements as identified by the Board of County Commissioners.*

We appreciate that monitoring reports are outlined in the master plan. However, we want to express concerns that required mitigation measures and associated monitoring reports connected to phased development lack specific guidelines, timelines, and clarity on how they will impact decision making moving forward.

Section 2: Fire, EMS, Transportation Comments specific to this phase of the GTR Master Plan (DEV2022-0008)

1. Teton County, Idaho Fire Chief Comments:

While Teton County (ID) Fire/EMS has no regulatory authority in regards to this proposal, we are under contract by Teton County, WY to provide for initial fire/EMS response to the areas named in the proposed development. Therefore, in the interest of life, safety and protecting values at risk, such as developed property and the property at Grand Targhee Resort (GTR), we would offer the following comments:

GTR and the proposed development is in the Wildland Urban Interface (WUI) as identified in the Teton County WY Wildfire Protection Plan and there is a direct threat of wildfire potentially impacting the values at GTR. A WUI study was required prior to the first phase of development. TCID requests that this be developed.

We recommend further refining planning for a wildfire response at GTR and developing properties adjacent to it. We also recommend the following:

- **Recommend** developing an evacuation plan for employees and public from GTR down Ski Hill Road. Should Ski Hill Road not be a viable option, a shelter in place plan should be developed.





- **Recommend** all fuel containers be buried to enhance the shelter in place option.
- **Recommend** developing an evacuation plan/policy to include a communications strategy for GTR to effectively communicate with visitors and employees using consistent evacuation language, identifying triggers for evacuation or shelter in place. Work with Teton County Sheriff's Office on development of this plan/policy.
- **Recommend** training and exercising GTR employees on policies and procedures in the event of a wildfire to protect employees and visitors.
- **Recommend** upgrading existing GTR structures to meet International Wildland Urban Interface Codes (IWUC) when possible.
- **Recommend** building all new construction to meet IWUC building code requirements, water storage and flow rate requirements, proper access/ingress requirements and vegetation standard requirements.
- **Recommend** creating a setback or creating defensible space between proposed development and National Forest property to make structures more survivable in the event of a wildfire.
- In conclusion, we **recommend** GTR work with responders from Teton County WY, Teton County ID and the USFS to continue to develop a wildfire response plan, train on the plan and exercise the plan regularly.

2. **Teton County, Idaho Emergency Management Comments:**

The additional units and all development in the Alta area and at the Grand Targhee Resort put increased pressure and demands on our Emergency Management and Emergency Response agencies. When disasters and emergencies occur, Teton County Idaho's agencies will be the first response agencies for all Alta residents and visitors until Teton County Wyoming assets are able to respond. It will likely be an hour or more for those resources to arrive if the Teton pass is open. If the pass is closed we will be the only resources available to assist for much longer. The weight of this additional responsibility hasn't been studied or discussed enough, and should be considered.

Part of the Master Plan for GTR (amended February 12, 2019) states that an Emergency Management Plan will be created and implemented within one year of the first final plat (p 52, Section B). TCID would like to be included in this and have the ability to comment on any draft as the primary service provider. This should be submitted with the first final plat, including the shelter in place plan.

3. **Review Criteria Compliance:**

TCID would like clarification on the definition of a condominium/townhouse plat. Is it condominium based ownership or townhouse based ownership? STRs under individual ownership (instead of owned by GTR) provide different emergency management issues in dealing with multiple property owners and their renters.

Findings for Approval #3. Division 8.3.2.C Development Plan:

The application states that it will not have a significant impact on public facilities and services, including transportation, potable water and wastewater facilities, parks, schools, police fire, and EMS facilities.

Applicant's response is: Complies. This proposal does not result in an increase in the development previously approved for the resort and it will not generate additional impacts on parks, schools, police, fire or EMS facilities beyond what the exaction fees required for this project will cover.





Teton County, Idaho finds that this proposal **does not comply**: The development does generate significant impact on public facilities and services beyond what the exaction fees will cover because the exaction fees only cover TCWY and impacts on facilities and services in TCID are not mitigated, which violates TCWY Comprehensive Plan policies, particularly: Policy 3.3.d: Strive not to export impacts to other jurisdictions in the region. The Town and County will remain conscious of the impacts of all land use decisions on the greater region and ecosystem. It is not the goal of the community to overextend our resources or jurisdiction into adjacent communities or State and Federally managed lands. The Town and County will work with neighboring jurisdictions and State and Federal agencies to develop common goals related to growth, work toward solutions, and identify resources that can benefit all parties. We will lead by example through planning that considers the entire region. TCID requests that an impacts analysis be completed for public facilities and services in Idaho that will be impacted by development at the resort in order to calculate a development impact fee component that will be part of a revenue sharing agreement between TCWY and TCID to mitigate ongoing impacts of GTR on facilities and services in TCID.

4. **Comments Related to Transportation:**

The shuttle is currently not running at the contracted capacity. How will this be addressed? Secondly, what level of contribution toward the park & rides and other transit facilities in Driggs / TCID is expected? GTR has agreed to provide \$130K (at the time, 1/3 of the local match required for the Driggs BUILD grant projects); this has been left up to City of Driggs to pursue and coordinate, with grant fund procurement, land procurement and 2/3 of local match left to the City. As TCID continues to grow, we are concerned about securing a location for a park-and-ride. Where will GTR be locating a park and ride and when will it occur during the phases of development? Further, a formula for GTR share of transit facility expenses should be developed to ensure appropriate participation and remove the burden of negotiation from the City of Driggs.

We are also interested in gaining a better understanding of how TCWY will calculate the fiscal impact of this project on TCID county services and infrastructure. For example, calculation of the road impact fee for Ski Hill Road east of the Idaho border is presently unknown, but is a required component for approval of this phase. A road impact fee should also be assessed for the Idaho side of Ski Hill Road. Additionally, we propose calculating the percentage of all impacts that will occur in Wyoming versus Idaho and sharing revenue accordingly.

5. **Comments Related Housing/ Workforce Housing:**

The 96 units appear to be already fully occupied, and the resort has contacted the City of Driggs about the need for overflow parking. If these units are already full, where are the additional 13 employees proposed to reside? Where will additional employee parking be provided? The shuttle has not been able to meet its contracted schedule obligations due to a driver shortage, which is likely due to a shortage of workforce housing. Teton County, Idaho would like an update on the workforce housing requirements with the resort proposal.

As a note, Teton County Wyoming Housing Department has not contacted Teton County Idaho Joint Housing Authority regarding compliance monitoring of GTR mitigation or employee housing units. There is full support for locating these units in the City of Driggs where there is existing infrastructure, transit, shopping and services. Teton County Idaho requests that TCWY contact Teton County Idaho Joint Housing Authority regarding GTR housing and monitoring.





Thank you in advance for your consideration.

Sincerely,

Teton County Idaho Planning Department
Teton County Fire/ EMS
Teton County Emergency Management
City of Driggs





MEMORANDUM

To: Hamilton Smith
Teton County Planning and Building

From: Kristi Malone
Jackson/Teton County Housing Department

Re: Housing Department Review of Development Plan (DEV2022-0008) for Grand Targhee Cabins
3300 E Alta Ski Hill Road

Date: January 4, 2023

The applicant is requesting approval of a Development Plan for twenty-eight lodging units in the Residential and Accommodation Plan Area (West) of Grand Targhee Resort. In a Planned Resort zone, the proposed development site is subject to the approved Grand Targhee Resort Master Plan. Affordable and Employee Housing Standards are included in Section 3.4 of the Grand Targhee Resort First Amended Master Plan dated February 12, 2019.

Amount of Affordable Workforce Housing Required

Contrary to the current housing mitigation program defined by the LDRs, the Grand Targhee Resort Master Plan retains mitigation requirement output in terms of number of employees to be housed rather than the number of mitigation housing units to be provided. The applicant proposes the following amount of employees to be housed as mitigation for the development proposed in this Development Plan:

"Employees required to be housed – The Short-Term Rental use for the 105 bedrooms for Targhee Cabins will require that 13.65 employees be housed (0.13 per bedroom)."

A conflict exists in the Grand Targhee Resort Master Plan regarding the employees required to be housed for lodging/short-term rental use. The Housing Department requests that the correct value be confirmed by Planning Staff in the staff reports prepared for formal review of this application. Table 2.2.C.2 identifies a mitigation rate of 0.13 employees required to be housed per bedroom of short-term rental use:

C.1. Allowed Uses			C.2. Use Requirements		
Use	Permit	BSA (min)	Density (max)*	Parking (min)	Employees required to be housed
Open Space					
Outdoor Recreation	Y	0 sf		See MP Div. 3	Exempt
Residential					
Detached Single Family	Y	0 sf		2 per unit	Exempt
Attached Single Family	Y	0 sf		2 per unit	Exempt
Cabin	Y	0 sf		1.5 per unit	Exempt
Institutional Residential	Y	0 sf		Independent calc.	Exempt
Mobile Home	B	0 sf		1 per unit	Exempt
Lodging					
Short Term Rental	Y	0 sf		1 per unit	0.13 per bedroom
Campground	Y	0 sf		1 per unit	Exempt
Alternate Dwelling Unit	B	0 sf		1 per unit	0.13 Per bedroom
Bed and Breakfast	Y	0 sf		Independent calc.	0.13 per bedroom
Mobile Home	B	0 sf		1 per unit	0.13 per bedroom

Table 3.4.C.1 2 identifies a mitigation rate of 0.19 employees required to be housed per bed of lodging use:

Table 3.4.C.1 – Housing Ratios	
Use	Employees Required to be Housed
Retail	0.56 per 1,000 sf
Restaurant and Bar	1.35 per 1,000 sf
Lodging and Accommodation (per bed)	0.19 per bedroom
Office	0.05 per 1,000 sf
Other	Independent calc.

In addition to development of uses that generate a requirement to provide employee housing, the Master Plan speaks to the requirement of restrictive covenant for a real estate transfer fee to be recorded against all units within the Resort subject to the Affordable or Employee housing requirement. The Grand Targhee Resort Employee and Affordable Housing Agreement recorded October 11, 2019 as Doc. 979048 in the Teton County Clerk's Records states that, "transfer and sale of Lots and Units owned by Grand Targhee are exempt from the Real Estate Transfer Fee requirement," but that, "as part of any initial sale or transfer, Grand Targhee shall ensure the recordation of the above-described Deed Restriction on all encumbered properties to guarantee that all non-exempt purchasers, transferees, and future owners are on notice of this Real Estate Transfer Fee obligation."

Type of Affordable Workforce Housing Required

Unit Type: Per the Master Plan, "Accessory Residential Units, Alternate Dwelling Units, mobile homes, hotel/motel rooms, cabins, attached dwelling units, detached dwelling units, boarding houses and campground space are all acceptable methods for providing employee housing." The applicant proposes using recently completed six-bedroom rental apartment/dorm unit types to meet this standard. Prior to Building Permit for the proposed short-term rentals, the

applicant needs to demonstrate that the proposed mitigation units are consistent with the Master Plan's "type" standards defined in section 3.4.C.4.

Affordability: Contrary to the current housing mitigation program defined by the LDRs, the Grand Targhee Resort Master Plan retains distinction between Employee Housing mitigation requirements (generated by nonresidential development) and Affordable Housing mitigation requirements (generated by residential development). Proposed development is for primary short-term rental use, so all required mitigation units are to be "Employee" units to which affordability terms are not defined in the Master Plan, but are established as rates proportionate to <120% Median Family Income in the 2018 Housing Department Rules and Regulations.

Unit Size: As noted above, the applicant proposes a housing mitigation requirement of 10.27 employees. The Master Plan attributes one person housed per dorm unit/apartment bedroom and specifies minimum overall and per person unit sizes. This means a minimum of 11 dorm beds or apartment bedrooms must be deed restricted to meet the proposed mitigation requirement. Prior to Building Permit for the proposed short-term rentals, the applicant needs to demonstrate that the proposed mitigation units are consistent with all "minimum housing size" standards defined in section 3.4.C.2 of the Master Plan.

Livability: Section 3.4.A.1 of the Master Plan requires compliance with the Livability Standards outlined in the Housing Department Rules & Regulations. The Housing Department needs to review floor plans and inspect the built units proposed to satisfy the mitigation requirement to ensure each unit meets current Livability Standards.

Compliance with Rules & Regs: The recorded Grand Targhee Resort Employee and Affordable Housing Agreement as well as the Teton County LDRs give the Jackson/Teton County Housing Department authority for oversight of restricted housing units. However, the Master Plan (and associated conditions of approval) require a collaborative oversight program between Teton County, ID and the Jackson/Teton County Housing Department:

"Prior to approval of the first Development Plan for the Resort, a system must be in place to provide oversight on restricted housing units. The Jackson/Teton County Affordable Housing Department (the "Housing Department") will work with Teton County, Idaho to develop a system of oversight. The Resort shall make the Housing Department aware when it is preparing to submit its first application for a Development Plan, and will work with the Housing Department to develop a workable system to ensure that Employee and Affordable Housing standards are being complied with and monitored... If the Housing Department cannot reach an agreement for a system of compliance and oversight with Teton County, Idaho for any reason, the approval to build the housing requirement in Teton County, Idaho will be null and void, and a revised system shall be approved by the Board prior to approval of the first development plan."

With the recent hire of a full-time Executive Director by the Teton County, Idaho Joint Housing Authority, we are confident that a shared oversight system for restricted units located in Teton County, ID for employee-generating uses in Grand Targhee can be established in the next two

years. To satisfy the above Master Plan standard, the Jackson/Teton County Housing Department will commit to management and compliance responsibility for the deed restrictions on the units required for mitigation relevant to approval of this Development Plan, but request that the following condition be included upon approval of this Development Plan:

"Pursuant to the requirements of Grand Targhee Resort First Amended Master Plan dated February 12, 2019, a phased system of restricted housing oversight is in place to be evaluated by the Board of County Commissioners on or before _____, 2025, two years from the date of approval of this Development Plan. Until this time, the Jackson/Teton County Housing Department shall take primary responsibility for administration of deed restrictions on the housing mitigation units required by approval of this Development Plan and shall work with Teton County, Idaho to develop a transfer of administration. If the Jackson/Teton County Housing Department cannot reach an agreement for a system of compliance and oversight with Teton County, Idaho by this date, the Grand Targhee Resort First Amended Master Plan shall be further amended to reconsider continued allowance of restricted mitigation units located within Teton County, Idaho."

The Master Plan also requires that an annual monitoring report be presented to the Housing Department to document compliance with the terms of the applicable housing mitigation plan.

Method for Providing Required Affordable Workforce Housing

The applicant proposes restricting existing residential units built for the purpose of housing Grand Targhee employees.

Location: The Master Plan allows employee housing to be constructed and located off-site in Victor or Driggs, Idaho. Additional locational criteria are provided in Master Plan section 3.4.E. In regard to location, the application only states that, "Grand Targhee Resort completed an Employee Housing project for 96 employees and located in the City of Driggs, Idaho." Prior to Building Permit for the proposed short-term rentals, the applicant needs to demonstrate that the proposed mitigation units are consistent with all "locational criteria" standards defined in section 3.4.E of the Master Plan.

Timing: Per the Master Plan, "the housing commitment generated for each phase of the Resort shall be complete prior to beginning construction of the subsequent phases of the Resort." The units proposed to satisfy the housing mitigation obligation for this phase of the Resort are complete and will be deed restricted prior to issuance of certificate of occupancy on the proposed short-term rental units.

Other requirements of the Master Plan related to but not directly under the purview of the Housing Department, including resident parking and employee shuttle services, were not examined as part of this review.

Process & Recommended Conditions of Approval:

The following conditions are recommended by the Housing Department upon approval of the proposed Development Plan.

1. **Administration of Deed Restriction Terms:** Pursuant to the requirements of Grand Targhee Resort First Amended Master Plan dated February 12, 2019, a phased system of restricted housing oversight is in place to be evaluated by the Board of County Commissioners on or before _____, 2025, two years from the date of approval of this Development Plan. Until this time, the Jackson/Teton County Housing Department shall take primary responsibility for administration of deed restrictions on the housing mitigation units required by approval of this Development Plan and shall work with Teton County, Idaho to develop a transfer of administration. If the Jackson/Teton County Housing Department cannot reach an agreement for a system of compliance and oversight with Teton County, Idaho by this date, the Grand Targhee Resort First Amended Master Plan shall be further amended to reconsider continued allowance of restricted mitigation units located within Teton County, Idaho."
2. **Housing Mitigation Plan:** As noted in this review, some of the required components of a complete Housing Mitigation Plan were not represented in this application. Prior to issuance of Building Permits for the proposed short-term rental units, the applicant shall submit a complete Housing Mitigation Plan for the proposed development that:
 - a. demonstrates that the proposed mitigation units are consistent with all "employee unit types" standards defined in section 3.4.C.4 of the Grand Targhee Resort Master Plan.
 - b. demonstrates that the proposed mitigation units are consistent with all "minimum housing size" standards defined in section 3.4.C.2 of the Master Plan.
 - c. demonstrates that the proposed mitigation units are consistent with all "locational criteria" standards defined in section 3.4.E of the Master Plan.
3. **Required components of livability.** Each required restricted housing unit shall include, at a minimum, the components of Livability Standards required by Sec. 2-3 of the Housing Department Rules and Regulations.

Prior to issuance of Certificate of Occupancy on the short-term rental units,

 - ☐ the Livability Standards Questionnaire (<https://www.tetoncountywy.gov/DocumentCenter/View/15860/Livability-Standards-Questionnaire-Interactive>) shall be completed and submitted to the Housing Department for review along with floor plans that include dimensions and a functional furniture placement diagram for each proposed housing mitigation unit.
 - ☐ a letter from the Housing Department will be issued to the applicant stating whether the unit(s) are compliant with Livability Standards or whether there are required changes.
 - ☐ the Housing Department shall inspect the site to ensure units were built to terms of approval.
4. **Deed Restriction.** To ensure continued compliance with the standards of the Grand Targhee Resort Master Plan and the Teton County Land Development Regulations, the property on which the mitigation housing units are to be located shall be subject to a

deed restriction for Affordable Workforce housing (0-120% MFI) in perpetuity, in a form established and approved by the Housing Department.

Prior to issuance of Certificate of Occupancy on the short-term rental units,

- ☐ a special restriction drafted by the Housing Department using the applicable approved Restriction Template will be recorded on the units/property. The applicant will be responsible for payment of recording fees.
- ☐ the leasing agent or person managing residents shall attend a Compliance Conference with the Housing Department to learn how Affordable Workforce households are qualified for residency in restricted units.

Thank you for the opportunity to review this application. Please contact me with any questions.



December 12, 2022

Dear Mr. Smith,

I have reviewed Development Application 2022-0008 concerning the construction of 28 lodging cabin units. I offer the following comments from the perspective of transportation planning and demand management.

The desired future character of this area is a "year-round, small-scale resort that is pedestrian-oriented". Inconsistent with this character, the applicant is choosing to provide 56 parking spaces instead of the minimum requirement of 48 spaces. The applicant also notes on page 25 that a pathway will be provided to allow pedestrian and cyclist movement between the cabins and the resort area. **No specific pedestrian access is indicated in the conceptual drawings on pages 73 through 78.** The road concept on page 75 shows a 20 foot road, which may not be sufficient for safe separation cyclists, pedestrians, or skiers. A pathway could cross driveways, like a sidewalk, or be a separate pathway north of cabins 16, 20 and 24.

A pathway would permit pedestrians and cyclists to travel between the cabins and the resort amenities. The pathway could be groomed in winter to increase the likelihood of ski in/ski out (or at least skiing in) for the tenants of these cabins. Given the distance between the proposed cabins and the base of chairlifts (~1500-3000 feet), I am concerned that tenants would choose to drive their vehicles to the main parking area to access the resort since no pathway alignment is indicated in this application.

Based on the distance from proposed Cabin 1 to the Dreamcatcher chairlift, I offer the following suggestions to improve the likelihood that cabin tenants will use modes other than driving to access resort amenities:

1. Provide a shuttle stop directly east of proposed cabin 1 along Ski Hill Road to support the possible 242 trips per day. Initially this could be a concrete pad with a pole sign to indicate it is the stop serving the cabins.
2. Design a pathway or trail that will allow walk/ski access to the shuttle stop from cabins (See Figure 1 below for general placement, grading/slope permitting).
3. Provide sidewalks or pathways along one side of Ski Hill Road with a safe separation from vehicle traffic to permit cabin tenants to safely walk adjacent to Ski Hill Road.
4. Provide sidewalks or pathway connections between Cabin 15 on west end and Cabin 28 on east end, or with the connection to Ski Hill Road listed in suggest #2 above. Currently there are no sidewalks or pathways shown in drawings.

I am available to review additional materials related to this application as needed.

Thank you,

Charlotte Frei

Charlotte Frei

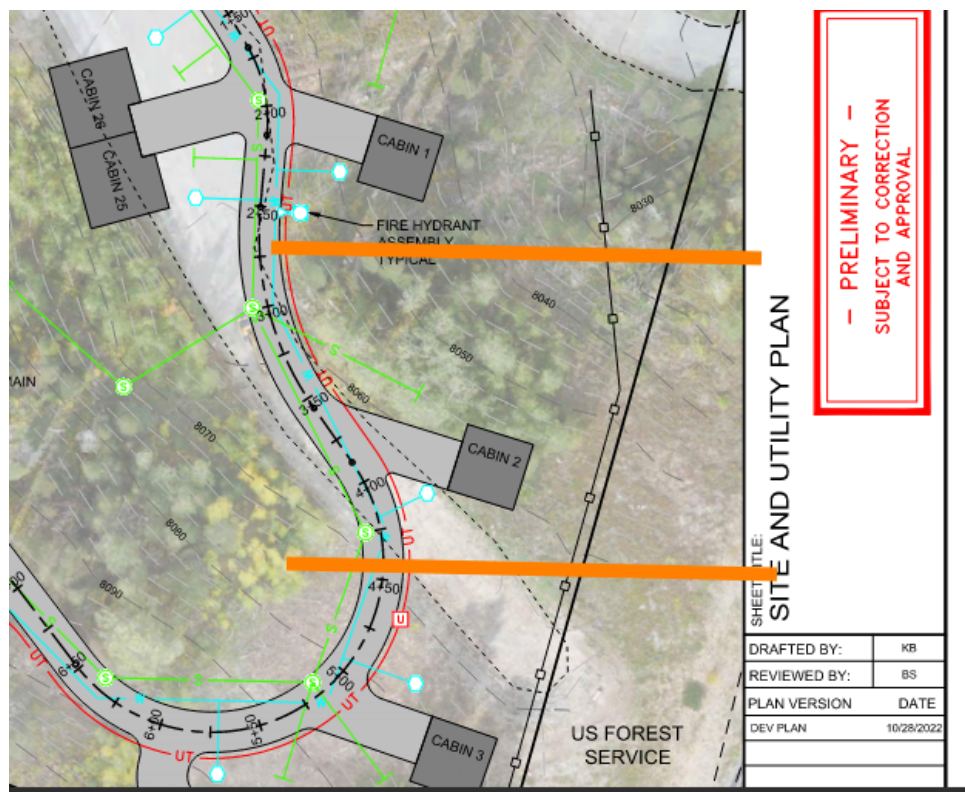


Figure 1. Potential Pathway Locations. Anywhere between cabins 1 and 3 could permit tenant access to walking along Ski Hill Rd.

From: Lisa L. Potzernitz
Sent: Monday, November 28, 2022 8:10 AM
To: Hamilton Smith
Subject: RE: DEV2022-0008, Application Comments Request

Good morning, Hamilton

Comments from JH Fire include but are not limited to the following.

Division 1. Grand Targhee Planned Resort Zone of the development plan application (DEV2022-0008) identifies some fire protection and life safety systems for the proposed 28 lodging cabin units. These include additional water storage to meet fire flow requirements and installation of fire hydrants with 500' spacing or as needed to provide good coverage for firefighting (3. Water Storage e.). Storage tanks with hydrants shall be sized to provide the minimum required fire flow for not less than 2 hours. Access to, location of and adequacy of hydrants to be reviewed pending approval of the development application.

The resort shall meet the requirements of the Teton County, Wyoming Fire Protection Resolution for New Subdivisions based upon the International Fire Code. Current requirements for Fire Apparatus Access Design and Fire Protection Water Supplies as stated in the Teton County Fire Protection Resolution for New Subdivisions and Fire Protection and Life Safety Systems and Appendix D – Fire Apparatus Access Road codes from the International Fire Code will be from the 2021 editions.

Sprinklers in the lodging cabin units shall meet requirements of the most current edition of NFPA 13D. A stamped set of sprinkler plans shall be submitted to this office for review and approval prior to any work being done.

Site must anticipate a Fire Protection Program (FPP) during the course of construction in accordance with the current edition of NFPA 241.

**Thanks,
Lisa**



**Teton
Conservation
District
Est. 1946**

Hamilton Smith, Senior Planner
Teton County Planning and Building
PO Box 1727
200 South Willow Street
Jackson, WY 83001

December 2, 2022

RE: DEV2022-0008

Dear Hamilton,

Thank you for the opportunity to review and comment on DEV2022-0008, pertaining to subdivision and creation of 28 lodging cabins on Grand Targhee (3300 East Alta Ski Hill Road, Tract 39, PIDN 22-44-18-11-4-00-001). The Teton Conservation District (TCD) is reviewing this DEV permit focused on opportunities to reduce natural resources issues concurrent with the proposed actions. This review is not based on permitting compliance. TCD staff did not conduct a site visit, but we are generally familiar with the natural resources of the property and area. Primary comments will be categorized by water, soil, and vegetation.

General Comments

A general question that TCD was unable to discern from the application material was what the footprint of the forthcoming subdivision would look like. Based on the statement that a Condominium/Townhouse style subdivision would be sought, is it assumed that only the building footprint will be subdivided? In theory, would all of these lots be available for free market sale? If this information is found in the application, it was not apparent to us. This has implications for future landscaping and water use.

On page 18, the application refers to the Bridger Teton National Forest, where the Caribou Targhee National Forest is likely the correct jurisdiction.

Water

The expansion of the existing drinking water facility seems appropriate. Looking at the publicly available drinking water quality data from this public water system, three topics draw attention. Nitrate concentrations in 2014 spiked to 2.89 mg/L, while almost all other records were very low. In a similar timeframe, 2013, *E. coli* and total coliform were found to be present. Understanding these events and having a strategy to assure wastewater influence will not be an issue moving forward is encouraged. Recent testing shows lead concentrations (0.012 mg/L) nearing the action limit at the point of delivery. These notes are intended to highlight areas of focus, so that further water source development resolves issues, instead of inadvertently exacerbating them.

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

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



**Teton
Conservation
District
Est. 1946**

Using the existing wastewater system also seems appropriate. TCD would encourage the applicant to not only assess this planned hookup relative to the available volume in the treatment plant, but also look at the system's design standards, relative to the actual wastewater character and quality of the inflow and effluent. Given that the proposed development will move the treatment plant very near to its total capacity, it becomes prudent to assure that the facility is capable of producing an effluent quality that does not degrade surface and groundwater resources. TCD has observed instances where the wastewater quality of the inflow is more concentrated than the anticipated wastewater quality from design specifications, resulting a need to reduce plant capacity to meet the desired effluent quality.

Soil

According to the Natural Resources Conservation Service Web Soil Survey, the predominant soil type is an Edgeway-Koffgo-Povey association, which generally consists of less than a foot of soil consisting of organic material and silty/ashy loam, proceeded by silty loam and or gravely loam. This soil type is well drained and not prone to ponding and flooding. The organic material and silty loam in the upper portion of the soil profile could be prone to erosion. Given the site's grade, which is stated to exceed 30% slope and even 36% slope, localized erosion control and reclamation is advised in areas where excavation of slopes occurs. The LDR standards for development on slopes greater than 30% appear appropriate. Quick and thorough reclamation will also reduce long term site destabilization.

Vegetation

Based on the application, landscaped vegetation does not seem to be present. Existing vegetation communities will likely be impacted by development and required fire fuel mitigation, being that this site is within the Wildland Urban Interface. Reclamation of disturbed areas with vegetation types present in the surrounding environment would be beneficial, given that this project is directly adjacent to high functioning, intact native habitats.

Please do not hesitate to reach out to TCD directly to discuss water, soil, vegetation, and other natural resources concerns regarding this and future development at Grand Targhee.

Sincerely,

Carlin Girard
Executive Director

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

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

From: [Dave Gustafson](#)

Sent: Tuesday, November 22, 2022 12:26 PM

To: [Hamilton Smith](#)

Subject: RE: DEV2022-0008, Application Comments Request

Hi Hamilton,

One comment for Road & Levee, the access road within the Alta Ski Hill Road right-of-way will require asphalt pavement, matching the County Road surface. My review indicated the access road will be gravel within the County Road right-of-way. Appreciate the opportunity to review,

Dave

David Gustafson, PLS
Teton County Road & Levee
307-732-8586

From: [Todd Cedarholm](#)

Sent: Tuesday, December 20, 2022 10:35 AM

To: [Hamilton Smith](#)

Subject: RE: DEV2022-0008, Application Comments Request

[NOTICE: This message originated outside of the Teton County's mail system -- **DO NOT CLICK** on links or open **attachments** unless you are sure the content is safe.]

Hi Hamilton,

I left you a message a while back regarding this project. Since JA appears not to have performed a real survey nor presented any boundary information in their application I felt there was nothing for me to comment on. However, I've attached the BLM metes and bounds boundary survey approved in 2001 that actually created this parcel out of the Public Domain. JA should have included this map in their application. An important detail to note is that the acreage stated in the original patent from the USA and on this map is 119.94 acres not the 120.0 acres stated in the application. Feel free to contact me with any questions.

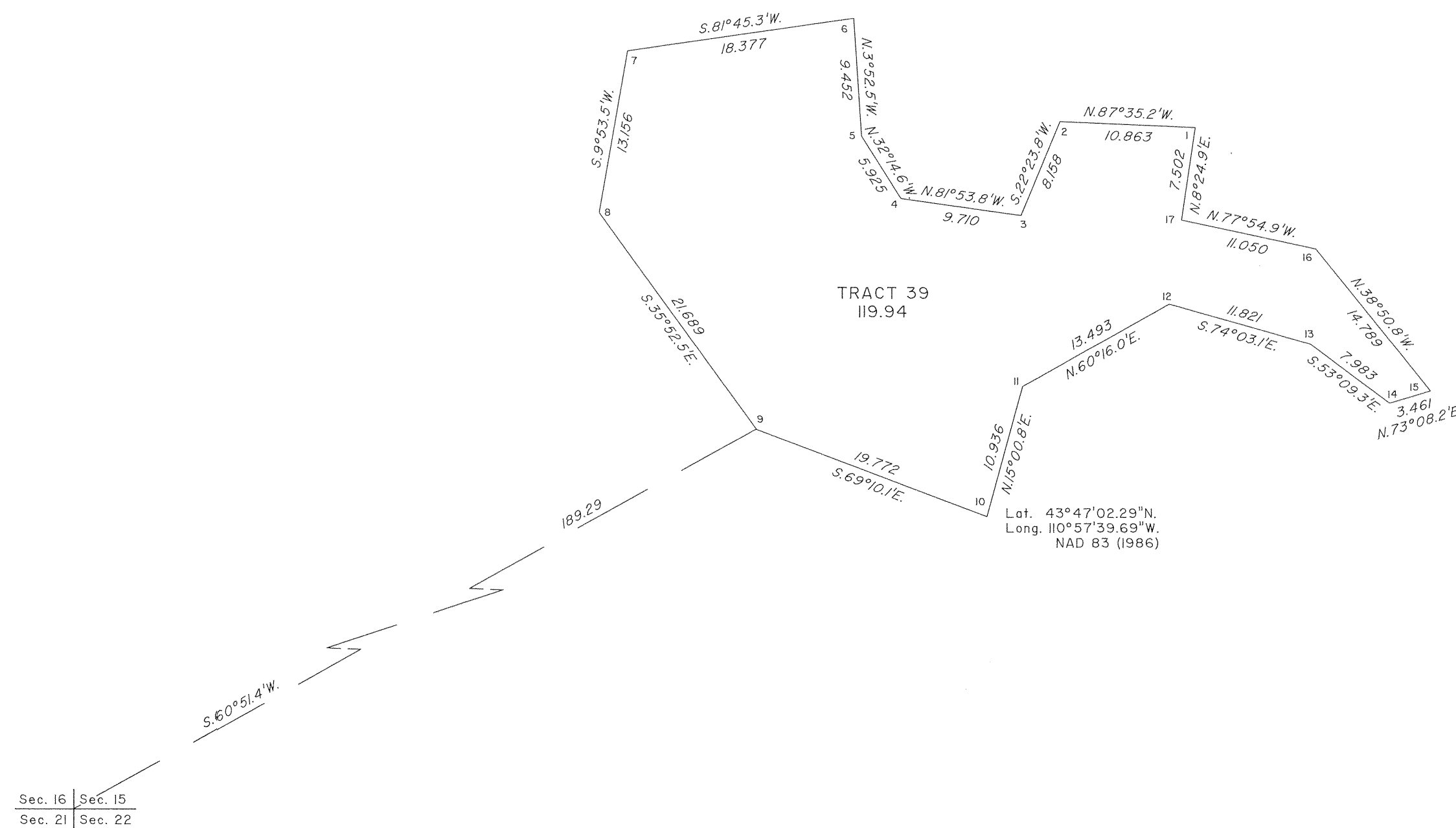
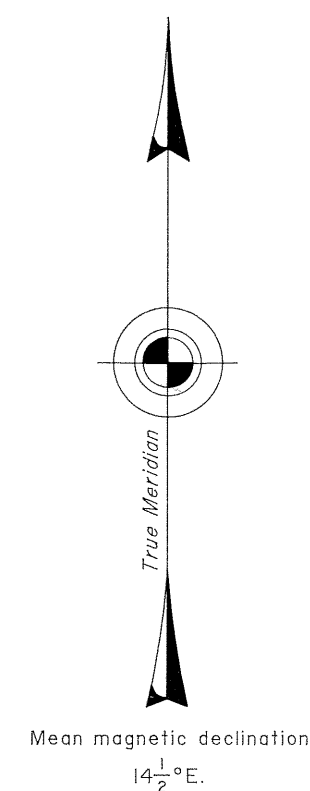
Regards,

Todd Cedarholm PLS
On Sight Land Surveyors, Inc
155 West Gill Ave
PO Box 12290
Jackson, WY 83002

Cell (307) 413-1219
Office (307) 734-6131

TOWNSHIP 44 NORTH, RANGE 118 WEST, OF THE SIXTH PRINCIPAL MERIDIAN, WYOMING.

METES AND BOUNDS SURVEY



A history of surveys is contained in the field notes.

This plat represents the metes and bounds survey of Tract 39, in unsurveyed sections 11 and 12, T. 44 N., R. 118 W., Sixth Principal Meridian, Wyoming.

Survey executed by Kendall F. Adams, Supervisory Cadastral Surveyor and Shelby L. Jordan, Cadastral Surveyor, U.S.F.S., beginning October 20, 2000, and completed October 23, 2000, pursuant to Special Instructions dated October 16, 2000, for Group No. 683, Wyoming.

UNITED STATES DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

Cheyenne, Wyoming

April 23, 2001

This plat is strictly conformable to the approved field notes, and the survey, having been correctly executed in accordance with the requirements of law and the regulations of this Bureau, is hereby accepted.

For the Director
John P. Lee
Chief Cadastral Surveyor for Wyoming

From: Cheyenne Stewart, Wyoming Game and Fish Department, Wildlife Coordinator
Sent: Monday, December 5, 2022 3:00 PM
To: Hamilton Smith
Cc: Alyson Courtemanch
Subject: Re: DEV2022-0008, Application Comments Request

Mr. Smith,

Thank you for the opportunity to comment as well as your time on the phone today. Regional personnel have reviewed the project and do not have any comments on the proposal.

**Cheers,
Cheyenne**

[Click here for the US Forest Service Comments](#)