

To: Mary Gibson, Jackson Hole Conservation Alliance **Date:** September 18, 2015
From: Todd Chase, AICP, LEED^{AP} and Timothy Wood, FCS GROUP
Re: Teton/Jackson Strategic Planning: Market Findings and Recommendations

INTRODUCTION

The purpose of this Memorandum is to assess market and demographic trends that are influencing development in the Town of Jackson and Teton County, Wyoming. The Jackson Hole Conservation Alliance (Alliance) hopes to use this work to inform the ongoing discussion and pending revisions to the Land Development Regulations (LDRs) for the Town and County. Particularly, the focus is on market viability and code tools to encourage the protection of open space, in part by the transfer of development rights from the rural areas to the Complete Neighborhoods and in the Town of Jackson.

Another purpose of this work is to provide actual market and population trends, so that planning can be based on real-world data and facts.

The consulting team conducted several work activities, including:

- ◆ Reviewing background documents, plans and studies;
- ◆ Interviewing local stakeholders;
- ◆ Assessing trends in population, housing, building activity, employment and visitation; and
- ◆ Documenting current and anticipated levels of development under status quo and potential rezoning with regard to dwelling units, commercial floor area, and hotel rooms.

Please refer to attached bibliography and stakeholder interview summary.

TRENDS AND FORECASTS

Background

Only 3% of the land in Jackson/Teton County is privately owned. Given the limited amount of private land supply and the magnetic appeal of this unique area, increasing demand (by primary and vacation homeowners) has driven up real estate land values to levels rarely observed in rural and small town locations. The dynamics of limited private land supply in the face of rising demand have created community planning challenges in Jackson for decades. However, with

challenges there are often new opportunities that can emerge to help communities deal with growth and development.

The adopted Jackson/Teton County Comprehensive Plan (the Plan) establishes critical goals and policies that serve as the foundation for preserving and enhancing three community values:

1. Ecosystem Stewardship
2. Growth Management
3. Quality of Life

Each goal informs the others.

New policies in the Plan include:

- ◆ The comprehensive plan calls for a dedicated funding source for affordable housing.
- ◆ It sets a new standard of providing housing for 65% of Teton County's workforce within the county.
- ◆ The plan calls out the need to assist full-time, year-round workers through housing policies.

The Plan places emphasis on enhancing wildlife habitat as its highest goal. The Plan establishes several typologies for growth, with the goal of guiding growth in Town and County Complete Neighborhoods to help ensure that people elect to live in already developed areas, obviating development on open space. The Plan encourages implementation of mixed-use zoning, creation of a retail shopping district, and standards for building complete streets for cars, buses, pedestrians and bicycles. The Plan supports development within "transitional subareas", or areas in which development has been less than ideal.

To the extent possible, we have identified important assumptions that are embodied by the Plan in the following analysis.

Housing Needs

While the Teton County, Wyoming real estate market is characterized by significant levels of investment by absentee land owners, it is also very enticing to year-round and seasonal residents/workers and vacationers.

In 2014 there were an estimated 22,933 residents in Teton County (those claiming local residence) according to the U.S. Census estimates. Over the past few decades, population, households, and housing units have grown faster in Teton County than in Wyoming or the nation. Between 2000 and 2010 the County added 3,043 people, 1,285 households, and 1,448 dwellings. Since 2010, growth has slowed significantly in Teton County to about half the rate of growth prior to the Great Recession (see **Figure 1**).

In addition to the slowdown in building construction attributed to the Great Recession, there are multiple reasons that explain the recent drag on growth and housing development in Teton

County. Interviews with local real estate experts suggest that the Town of Jackson (which has historically accounted for about 50-60 percent of the County's growth) is now primarily built-out with few remaining privately owned vacant development lots. Existing property owners may also be awaiting the adoption of new LDRs by Town/County officials, which could increase the amount of development allowed in areas of the Town and County. To some degree more restrictive bank lending practices have probably hampered the level of speculative investment in vacation properties. These factors, in spite of historically low interest rates, have combined to reduce the growth rate and recent development in Teton County and the Town of Jackson.

Figure 1. Change in Population, Households and Housing Units, 1990 to 2013

Population	Change: 1990-2000		Change: 2000-2010		Change: 2010-2013	
	Number	% CAGR	Number	% CAGR	Number	% CAGR
Jackson Town	3,939	6.3%	930	1.0%	200	0.7%
Teton County (excl. Jackson)	3,139	4.0%	2,113	2.0%	881	2.4%
Teton County	7,078	5.0%	3,043	1.6%	1,081	1.7%
Wyoming	26,111	0.6%	83,927	1.6%	19,597	1.1%

Source: July 1 Census estimates 1990-2012); and American Community Survey (2013, 2014), compiled by FCS GROUP.

CAGR = compounded annual growth rate.

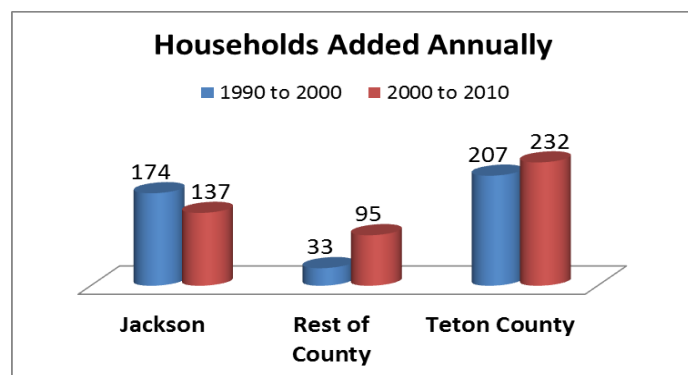
Households	1990	2000	2010	Change: 1990-2000		Change: 2000-2010	
				Number	% CAGR	Number	% CAGR
Jackson	1,884	3,631	3,964	1,747	6.8%	333	0.9%
County (excl. Jackson)	2,684	4,057	5,009	1,373	4.2%	952	2.1%
Teton County	4,568	7,688	8,973	3,120	5.3%	1,285	1.6%

Source: Jackson-Teton County Comprehensive Plan, Appendix B, Table 1.

Housing Units	1990	2000	2010	Change: 1990-2000		Change: 2000-2010	
				Number	% CAGR	Number	% CAGR
Jackson	1,901	3,457	3,898	1,556	6.2%	441	1.2%
County (excl. Jackson)	3,039	4,068	5,075	1,029	3.0%	1,007	2.2%
Teton County	4,940	7,525	8,973	2,585	4.3%	1,448	1.8%
<i>Jackson capture rate</i>	38%	46%	43%				

Source: Jackson-Teton County Comprehensive Plan, Appendix B, Table 1. Compiled by FCS Group.

Note: Household estimates derived from U.S. Census; Housing Unit estimates derived from City/County research and building permit data. CAGR = compounded annual growth rate.

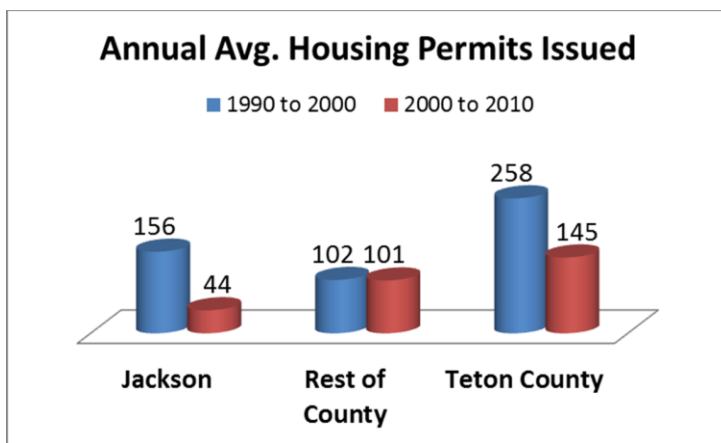


Within Teton County, the level of permitting activity by residential dwelling type shows that there has been steady demand for single family detached housing with 103 new dwellings absorbed annually on average between 2009 and 2013. New multifamily dwellings have been increasing at an annual average rate of 46 per year during this time frame. Construction of duplexes and townhomes increased at an average rate of only 3 units per year during this time frame (see **Figure 2**).

Figure 2. Annual Residential Building Permits Recorded in Teton County

Dwelling Type	2009	2010	2011	2012	2013	Avg. Annual Absorption
Single Family	62	73	60	91	127	103
Two Family	2	0	0	0	0	1
Three and Four Family	0	6	0	0	0	2
Five or More Family	25	36	58	31	35	46
Total	89	115	118	122	162	152

Source: U.S. Census Bureau Building Permits Survey (with data provided by Teton County); compiled by FCS GROUP.



The Jackson/Teton County Comprehensive Plan includes a near-term population and household forecast for year 2020. The growth forecast included in the Plan (summarized in Figure 3) projects a future level of 26,671 people and 11,235 households in Teton County by 2020. While the population growth forecast included in the Plan is considered to be long-range and not necessarily a target, it does provide a basis for understanding the amount of housing and non-residential development land area that is needed over the next 10+ years.

Figure 3. Population and Household Forecast: 2010 to 2020

Population	Past Growth (U.S. Census)			Forecast Growth	
	1990	2000	2010	2015	2020
Jackson	4,708	8,647	9,577	-	-
County (excl. Jackson)	6,465	9,604	11,717	-	-
Teton County	11,173	18,251	21,294	24,703	26,671
Households	1990	2000	2010	2015	2020
Jackson	1,884	3,631	3,964	-	-
County (excl. Jackson)	2,684	4,057	5,009	-	-
Teton County	4,568	7,688	8,973	10,406	11,235

Source: Jackson/Teton County Comp Plan Appendix B, Table 2. Compiled by FCS Group.

The annual population growth forecast from the Comprehensive Plan was utilized by FCS Group to forecast housing demand in Teton County. To do this, we utilized most current Census data to calculate the ratios of: year-round population living in group quarters (dormitory, congregate care, hospital care, etc.); and family housing by development type (single family and multifamily housing) and average household size. Next, we utilized housing inventory data to account for both year-round and part-time residents. Finally, we factored in tenancy (owner vs. renter) and housing type preferences (single family detached, townhomes, and apartments/condominiums).

Our findings indicate the Comprehensive Plan baseline forecast expects 396 new dwelling units (DUs) in Teton County annually by 2020, or a total of nearly 4,000 dwellings over 10 years. This level of demand excludes the additional demand created by seasonal group quarters workers, but includes the demand generated by full-year and part-year residents. While this level of housing development is derived from assumptions set forth in the Comprehensive Plan and U.S. Census estimates, it is about 50% higher than the level of housing absorption that has actually occurred in Teton County over the past few years. The disparity between Comprehensive Plan housing growth forecasts and recent market trends may be attributed to several factors:

- ◆ The lingering impact of the Great Recession which has significantly curtailed investments in second and third homes;
- ◆ Limited housing supply and lack of buildable lands for major housing subdivisions in Jackson and Teton County;

- ◆ Lack of affordable housing options and high price levels that tend to limit market absorption to very high net worth households; and
- ◆ Local land development regulations (LDRs) have been in flux for many years, which may have unintended land banking consequences as property owners await to see if additional development will be allowed on their land holdings once new LDRs are adopted.

As shown in **Figure 4**, the forecasted level of housing demand by tenancy (excluding group quarters residents) is 36% owner-occupied, 28% rental-occupied, and 37% second homes/fractional ownership units. The forecasted level of demand by housing type/preference is 75% single family detached, 17% townhomes/plexes (duplex, tri-plex, quad-plex), and 19% apartments/condominiums.

Figure 4. Teton County Annual Housing Needs Forecast (10+ years)

Proj. Avg. Annual Growth	Number	Units
Population ¹	538	people
Pop in Group Quarters ²	21	people
Workforce ²	353	people
Employed Workforce ²	334	people
Households ¹	226	households
Families ²	136	families
Housing Units ²	396	DUs
Projected Housing Demand ²		
Owner-occupied	141	DUs
Renter-occupied	110	DUs
Second Homes/Fractional owner	145	DUs
Total Housing Demand	396	DUs
Projected Housing Demand by Type ²		
Single family Detached	256	DUs
Townhomes/Plexes	66	DUs
Apartments/Condominiums	74	DUs
Total Housing Demand	396	DUs

1. Based on forecast shown in Figure 3.

2. Assumes proportions per 2012 Census estimates for Teton County. Analysis by FCS Group.

The Comprehensive Plan establishes policies of accommodating future housing growth in strategic locations with the desired goal of accommodating 60% of the housing in Complete Neighborhoods and 40% of the housing in the remainder of the county. These policies are intended to focus housing in Complete Neighborhoods that are planned to have adequate services, infrastructure, and transportation to safely and efficiently accommodate added people while fostering open space and wildlife conservation in rural areas. The findings indicate that the

average annual demand for housing in Teton County is approximately 237 dwellings per year in Complete Neighborhoods and 158 dwellings per year in the remainder of the county.

We would expect to see rural housing types comprised of single family detached homes (some with accessory dwellings). The housing preferences within Complete Neighborhoods would include a mix of single family, townhomes/plexes, and apartments/condominiums as shown in **Figure 5**.

The annual demand for workforce housing in Teton County assumes the policy of providing housing for at least 65% of the net new workforce. The findings shown in **Figure 6** indicate that the average annual demand for workforce housing in Teton County is at least 68 dwellings per year, including 38 owner-occupied units (typically single family homes, townhomes or plexes) and 30 renter-occupied units (typically apartments or shared housing quarters). It should be noted that these workforce housing forecasts assume the minimum policy target of providing attainably-priced housing opportunities for 65% of the workforce within Teton County. Actual workforce housing demand is likely much greater than the estimated presented herein due to current pent-up demand by local workers that commute long-distances to their residences, and the Plan goal of housing 65% of seasonal workers in group quarters or long-term rental units.

Figure 5. Teton County Annual Housing Needs Forecast by Location (10+ years)

Proj. Avg. Annual Growth		Dwelling Units	
Housing Demand by Location ¹			
Complete Neighborhoods (60% capture) ²		237	DUs
Rural County (40% capture) ²		158	DUs
	Total	396	
Rural County Housing Demand by Type			
Single family & Accessory Dwellings		158	DUs
Complete Neighborhoods Housing Demand			
Single family		98	DUs
Townhomes/Plexes		66	DUs
Apartments/Condominiums		74	DUs
	Total	237	DUs

Source notes:

1. Based on forecast shown in Figure 4.

2. Based on Jackson-Teton County Comp Plan Policy 9.1.b.

3. Assumes proportions per 2012 Census estimates for Teton County.

Figure 6. Teton County Annual Workforce Housing Needs Forecast (10+ years)

Proj. Avg. Annual Growth	Units	Number
Employed Workforce ¹	people	334
Local Housing Need (@65%) ²	people	217
Household Type ³		
Family Households	people	130
Non-family Households	people	87
Number of People per Household ³		
Family Households	people	3.46
Non-family Households	people	2.84
Housing Demand by Tenancy ³		
Owner Occupied	DUs	38
Renter Occupied	DUs	30
Total	DUs	68

Source notes:

1. Based on forecast shown in Figure 4.

2. Based on Jackson-Teton County Comp Plan Policy 9.1.c.

3. Assumes proportions per 2012 Census estimates for Teton County. Analysis by FCS Group.

The Town of Jackson is the largest service center and complete neighborhood in Teton County and should continue to be the focus of accommodating future development. If we assume a Town capture rate of growth ranges from 40% to 50%, we can determine a range in housing needs for the future. As indicated in **Figure 7**, it is forecasted that the annual housing need for Jackson would range from 95 to 119 dwelling units per year, and this would likely require 10 to 13 acres of land annually. If 1/3 to 1/2 of this residential land demand could be accommodated by infill and redevelopment, then the Town would need about 5 to 9 acres of vacant land annually (50 to 90 acres over 10 years) to realize the housing growth forecasts implied by the Comprehensive Plan.

Figure 7. Town of Jackson Annual Housing Needs Forecast Range (10+ years)

	Lower capture rate (@40%)	Upper capture rate (@50%)	Units
Jackson Housing Demand (dwellings)			
Single family	39	49	DUs
Townhomes/Plexes/Infill	26	33	DUs
Apartments/Condominiums	30	37	DUs
Total	95	119	DUs
Other Complete Neighborhoods (dwellings)			
Single family	49	59	DUs
Townhomes/Plexes/Infill	33	39	DUs
Apartments/Condominiums	37	44	DUs
Total	119	142	DUs
Grand total	214	261	
Jackson Land Demand (acres)			
Single family	7	9	acres
Townhomes/Plexes/Infill	2	3	acres
Apartments/Condominiums	1	1	acres
Total	10	13	acres
Other Complete Neighborhoods (acres)			
Single family	9	11	acres
Townhomes/Plexes/Infill	3	3	acres
Apartments/Condominiums	1	2	acres
Total	13	16	acres
Grand total	23	28	

Source: analysis by FCS Group based on preceding Figures and stated assumptions:

		Units per acre
Avg. Density Assumptions:		
Single family		5.5
Townhomes/Plexes		12
Apartments/Condominiums		28

Summary of Housing Needs for Jackson

The current focus of our analysis is on the amount of development and land needed within the Town of Jackson to accommodate anticipated growth in Teton County. This analysis indicates that the Town should plan on adding 95 to 119 dwellings annually (950 to 1,190 dwellings over 10+ years) to meet future housing needs, which assume policy objectives of accommodating 60% of the growth in Complete Neighborhoods and housing 65% of the workforce locally.

Policies aimed at encouraging infill and redevelopment would help lower the amount of vacant land required to meet the added housing needs, which helps reduce sprawl, one of the goals of the Plan. However, some vacant land (about 5 to 9 acres annually) should be utilized to accommodate growth in a planned and orderly fashion. **It is recommended that about 25 to 45 acres of vacant and redevelopment land be planned for housing developments in the Town of Jackson every 5-10 years to meet the goals and policies established in the Comprehensive Plan.** The next step would be to determine if that land supply exists in Town and if so, where, so it can be zoning accordingly and reserved for this planned growth under the Plan goals.

SUMMARY OF HOUSING NEEDS FOR COMPLETE NEIGHBORHOODS

Policies aimed at encouraging development within Complete Neighborhoods should be utilized to help promote rural land conservation. The baseline housing need forecast provided in **Figure 7** indicates that these housing policies would likely require about 119 to 142 dwellings to be constructed annually within Complete Neighborhoods in addition to the units we noted above for the Town of Jackson. Hence, about 65 to 80 acres of vacant land should be planned for housing development in Complete Neighborhoods (other than the Town of Jackson) annually to meet the goals and policies established in the Comprehensive Plan.

It is recommended that each Complete Neighborhood be strategically planned for future development. This could occur through refinement plans that evaluate vacant and buildable tax lots, open space, view sheds, and the need for public facilities (roads, parks, trails, sewer, water, etc.). This would entail an open public engagement process with the affected neighborhoods to discuss how to accommodate additional development and where streets and infrastructure should be located and funded, and any required code and zoning revisions.

Since the Plan was adopted in 2012, the community has been so focused on code implementation that this refinement planning has not begun and lands in town and Complete Neighborhoods have not been readied for new residential development. Thus, out-migration to areas outside of Teton County is occurring and until code tools and the refinement planning are in place, this out-migration will increase, pushing the community away from rather than toward the goal of housing 65% of the workforce locally.

Analysis of Complete Neighborhood Planned Residential Development (CN-PRD)

Potential Teton County Land Development Regulations (LDRs) proposed by Teton County staff include goals to “encourage conservation and preservation of rural areas of the community in exchange for additional development in complete neighborhood areas identified as appropriate for growth.” The new approach would allow each CN-PRD area to include a minimum of 70 gross acres of conservation area, with potential for some rural land reserved for development, and a transfer of an increase of development rights into Complete Neighborhoods.

To analyze this new approach, FCS Group conducted a sensitivity analysis based on the annual housing needs forecast discussed previously. Two scenarios have been evaluated: 1) existing conditions with no participation in the CN-PRD program, and 2) 20% participation in the CN-PRD program. The findings shown in **Figure 8** indicate that the annual average *rural housing demand* of 158 dwellings was projected in the Comprehensive Plan (baseline forecast). **If this amount of new rural housing demand is developed at an average density of 35 acres per unit, it could result in development of at 5,530 gross acres annually, or up to 55,300 acres over 10 years.**

With only 31,258 acres of private vacant land and 10,003 acres of agricultural land in rural Teton County as of October 2007 (Comprehensive Plan, Appendix B-13, Table 7), **there is potential that the remaining private-owned vacant rural lands could be vastly depleted and developed within as little as 10 years (baseline forecast scenario).**

If we assume that 20% of the forecasted rural housing demand (equates to about 32 units per year) is voluntarily “transferred” to Complete Neighborhoods through participation in a some form of transferrable development rights (TDR) program, then at least 1,100 acres of rural land area could be conserved annually. These forecasts are based on extrapolated Comprehensive Plan growth forecasts, which are about 50% higher than recent market activity levels. Hence, it is recommended that an effective transferable development rights (TDR) strategy should identify about 140 acres of vacant/redevelopment land within Complete Neighborhoods every 5-10 years.

Please note that these findings are based on potential increases in year-round population within the Town and County. Actual demand and housing development activity is dependent upon individual property owner participation, developer participation, and underlying market economics.

Figure 8. Sensitivity Analysis of Annual Housing Needs for Rural Areas of Teton County

Rural Single family dwellings Projected Annual Avg. Demand			158	DUs
Scenario 1: 100% development on Rural Lands (@35 acres per unit)				
Land Developed (minimum)			5,530	acres
Scenario 2: 20% rural dev. transfer (20% R-1, 30% R-2, 30% R-3, 20% CN-PRD)				
Land Developed (minimum)			4,085	acres
Land Conserved (minimum)			<u>1,108</u>	acres
	Total		5,193	acres
Scenario 2. Rural Transfer to Complete Neighborhoods				
Dwellings Reduced in Rural areas (1 per 35 acres conserved)			32	DUs
Dwellings Transferred to Complete Communities (1 per 4 acres conserved)			277	DUs
<i>Source: analysis by FCS Group based on prior figures and assumptions included in Teton County draft LDRs, as of March 2015.</i>				
Rural Land Minimum density assumptions:				
	R-1		70	acres
	R-2		70	acres
	R-3		35	acres

COMMERCIAL AND OTHER NEEDS

In addition to planning for housing development, land and buildings will also be needed for employment uses such as commercial/retail, office/services, industrial activities (such as utilities, warehousing/storage, and wholesale activities), and institutional activities (education, government, hospitals, etc). The Jackson/Teton County Comprehensive Plan indicates that the future level of non-residential floor area is to be consistent with allowed zoned development by right in 1994. The level of allowable non-residential development has been estimated by Town/County staff at 6.6 million square feet of floor area (including commercial, office, industrial, etc.) in the 2012 Plan.

Retail

FCS Group undertook a commercial market analysis in order to refine the amount of commercial development for which the community should be planning. Planning is most effective when based on realistic forecasts of future growth in both residents and tourists. Our approach for analyzing future retail demand in Jackson/Teton County is based upon anticipated growth in households, retail buying power, and visitation (sales inflow) expectations. This market-based approach to analyzing retail and visitor spending levels (provided in Appendix A) results in a

20-year retail demand of approximately 1.47 million square feet of retail floor area, or approximately 294,000 square feet every 5+ years.

The 2012 Comprehensive Plan did not attempt to estimate commercial growth needs over the Plan's 20-year horizon. Rather, it honored the existing development rights based on zoning in the 1994 LDRs, so as not to harm existing property owners. It was not based on population projections and retail sales growth projections but rather, was simply a legacy number which the community agreed to maintain.

Office/Service/Industrial

If we assume the Town and County are able to accommodate additional permanent year-round residents and workforce housing in accordance with the Comprehensive Plan, meaning there are no constraints on provision of needed housing (which there are, and these constraints will likely reduce the need for non-residential development that is shown below) and that growth in office/service and industrial is relative to growth in population, we would expect Teton County to require about 157,000 square feet of office floor area and about 176,000 square feet of light industrial floor area every 5+ years (see **Figure 9**). This level of development would likely require up to 23 acres every 5+ years at a 0.42 average floor to land area ratio (FAR).¹

Figure 9. Teton County Non-Residential Development Forecast

Non-Residential Use	Existing Floor Area (SF)	Floor Area (SF) per capita	Proj. Annual SF needed	Proj. SF every 5 + years
Office	1,267,425	58.47	31,441	157,000
Industrial	1,417,546	65.40	35,166	176,000
Total	2,684,971		66,607	333,000

Source: based on preceding findings and current ratios of floor area per capita. FCS Group.

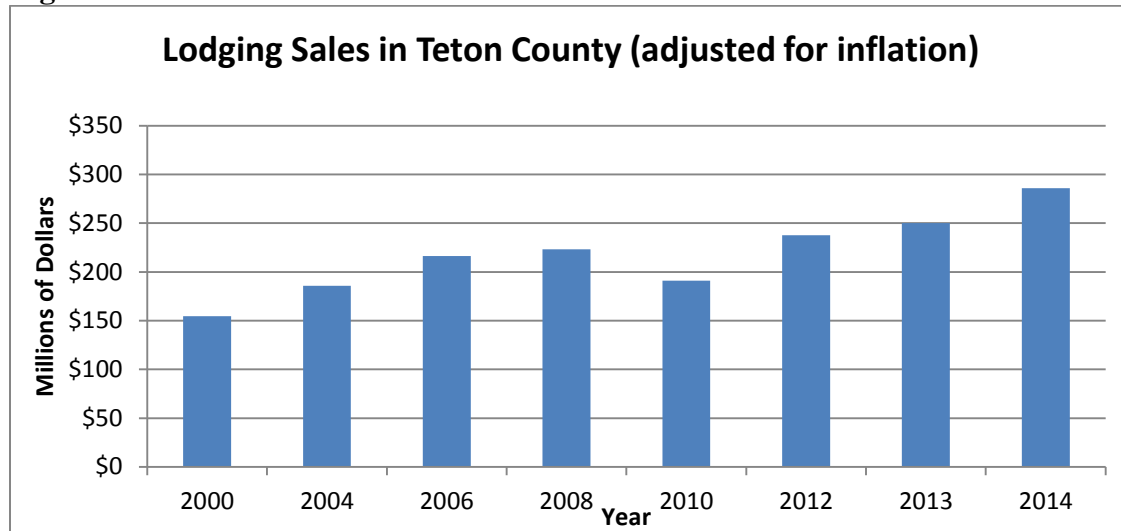
Lodging and Short-term Rentals

While the demand for lodging and short-term rentals is driven by factors such as changes in tourism and business activity, a simplified forecasting approach (used herein) assumes that the current ratio of lodging rooms to population remains constant over time. This results in the forecasted need for approximately 464 hotel rooms, 157 short-term rentals and 52 campsites to be added to the County every 5+ years. The average hotel room size in the United States is 325 net square feet and 418 gross square feet after accounting for common areas. Based on the expected growth levels, the market could support approximately 260,000 square feet of lodging floor area for commercial lodging and short-term rentals (620 rooms) to be added every 5+ years (2,480 rooms in 20+ years) in the Town/County.

¹ It is logical that office and industrial growth would tend to follow growth in population, housing, lodging and commercial, since office and industrial provides locations for service activities, as well as warehousing, distribution, utility services, cleaning services, wholesale trades and suppliers.

The forecasted amount of new lodging would increase the current inventory (5,429 rooms according to Town/County staff) to a total of 7,909 rooms in 20+ years. This level of lodging growth seem reasonable given the fact that it would tap into the growing regional tourism market that has been increasing at healthy pace, since 2010 (see **Figures 10 and 11**).

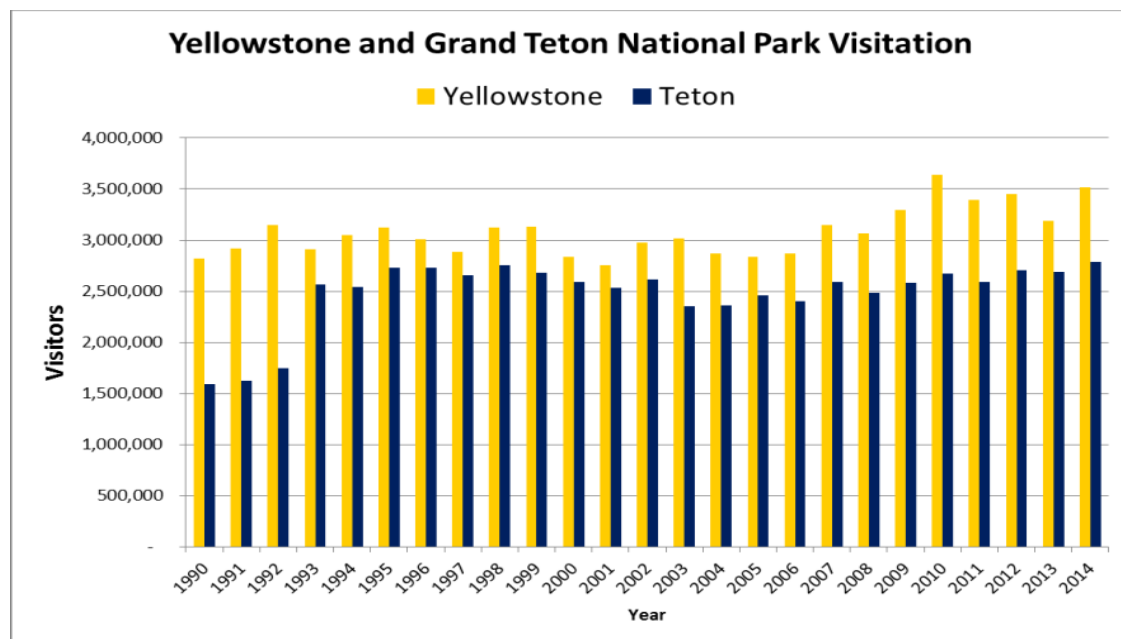
Figure 10



Source: Dean Runyan Associates, compiled by FCS Group.

Visitation levels at Yellowstone National Park and Grand Teton National Park have trended upwards over time. As indicated in **Figure 11**, in 2014 the combined visitation for both parks exceeded an all-time high exceeding 6.3 million annual visitors (source: National Park Service).

Figure 11



The forecasted level of market-supportable lodging and short-term rental growth would represent a 46% increase over today's supply (see **Figure 12**). If this growth occurs over the next 20 years, it would be at a 1.9% compounded annual growth rate, which is less than half Teton County's historic (2000 to 2014) inflation adjusted change in lodging sales revenues (4.5%).

Figure 12 Lodging and Short-term Rental Demand Forecast

Non-Residential Use	Existing Rooms/Sites	Rooms per capita	Proj. Annual Net New Demand	Proj. SF every 5 years
Lodging				
Commercial rooms	3,739	0.17	93	464
Short-term rentals	1,268	0.06	31	157
Campsites	422	0.02	10	52
Total	5,429		135	673

Source: based on preceding findings and stated assumptions in the Comp. Plan.

When applying a 60-80% capture rate for the Town of Jackson, this market demand for new lodging and short-term rentals would require the addition of between 1,490 and 2,000 hotel rooms and short-term rentals to be added in the Town over the next 20 years, which compares to the Town's current inventory of 2,434 rooms. This would mean about 14+ new hotels being added in the Town over 20+ years, each requiring about 2-3 acres of land area (28 to 50 total buildable acres). This amount of lodging-related land area demand does not include the area needed to house hotel employees.

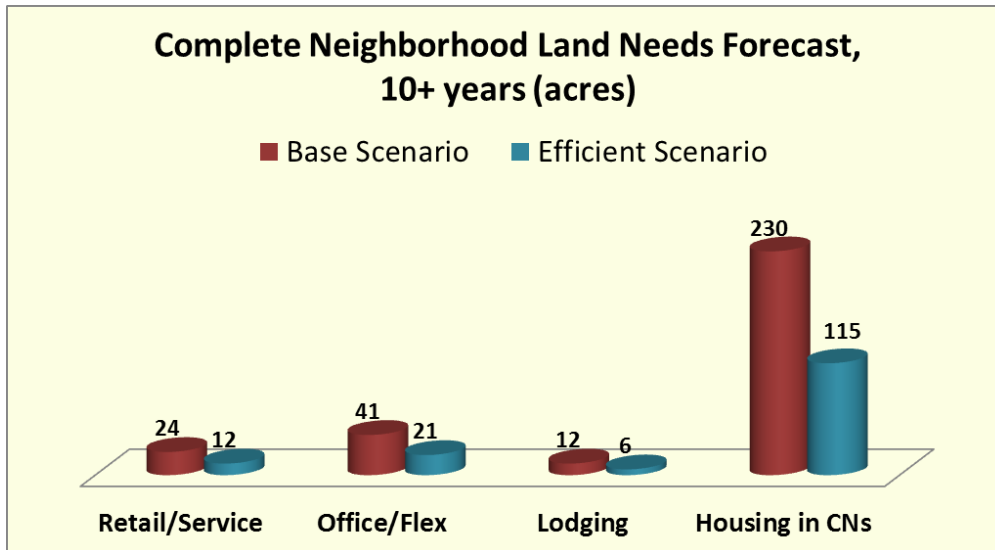
SUMMARY OF LAND NEEDS

The market-based commercial demand forecast combined with a population-based demand forecast for office/industrial suggests that the total amount of commercial/office/industrial development required in Teton County is expected to be about 2.5 million over 20+ years. Lodging related demand is forecasted to add another 1 million square feet over 20+ years. This amount of non-residential growth is well below what is currently allowed within Teton County (6.6 million SF) per the 2012 Plan. Because this is the first time a market projection has been done for planning, it makes sense that the demand does not align with the additional commercial square footage allowed under the 1994 LDRs.

In summary, this analysis indicates that the remaining private vacant rural lands in Teton County will be predominantly developed over the next 15-20 years. Over the next 10+ years, it will be important for the Town/County to accommodate between 115 and 230 acres of housing development in Complete Neighborhoods, and approximately 39 to 77 acres for non-residential uses, plus land for institutional uses such as schools and public buildings (See **Figure 13**).

The lower end of this range in land needs for Complete Neighborhoods could be achieved if proactive public policies are implemented that strive for more efficient use of land within the Town of Jackson and other complete communities. Such policies may include: bonus density allowances for mixed-use housing developments; bonus density allowances for transferable development rights; bonus density allowance for underground parking; and reduced on-site parking requirements.

Figure 13



Source: preceding analysis by FCS Group.

The following illustrations depict ways to increase development on lots within Complete Neighborhoods, without jeopardizing community character.

Figure 14 provides an analysis of a 5,000 square foot lot in a residential zone, and depicts how this lot could be designed to accommodate 1 to 4 dwelling units, with the upper threshold likely requiring a mix of LDR amendments and/or incentive programs.

Figure 14 Single Family Design Options



Figure 15 provides an analysis of a 10,235 square foot lot in a commercial/office zone, and depicts how this lot could be designed to accommodate a mix of office, commercial and housing with on-site parking. Without any minimum density requirement, as little as 4,000 square feet of office/commercial floor area could be built. On the other hand, if LDRs and bonus density incentives are in place for added density, the same site could accommodate 3 story buildings, with approximately 8,400 square feet of office/commercial and 9 dwelling units.

Figure 15 Office/Mixed-Use Design Options



BUILDABLE LAND SUPPLY

As mentioned previously, only 3% of the land supply within Teton County is in private hands. As indicated in **Figure 14**, there was an estimated 135 acres of vacant land in the Town of Jackson (in 2007). Assuming the Town captures the majority of the complete neighborhood land demand (154 to 307 acres of demand over 10 years), **it's very likely that the remaining vacant land supply within the Town will be largely developed within 10 years.**

Figure 14. Development Status for Teton County and Town of Jackson (land acres)

	County	Town	Community	Percent of Private
Community Total	2,695,696	1,594	2,697,290	
Public	2,613,108	30	2,613,138	
Private	78,848	1,286	80,134	3.0%
Agricultural/Vacant*	10,003		10,003	13.1%
Developed	33,587	1,151	34,738	45.6%
Vacant*	31,258	135	31,393	41.2%

Source: Teton County, October 2007. Note, of the vacant and agricultural lands listed, 11,025 acres are restricted from development by conservation easements.

Given the large amount of developed land area in the Town of Jackson, the community will likely experience significant amounts of infill, redevelopment, and out-migration of workers over the coming years.

Based on potential vacant and buildable lands in the Town of Jackson, the Town and the Buildout Taskforce each attempted to estimate the amount of potential new residential dwelling units and non-residential floor area that could be accommodated within current Town boundaries. The results summarized below in **Figure 15** indicate a range of 1,590 to 2,399 dwelling units and 3.56 to 4.89 million square feet of non-residential development (including 680,000 square feet at Snow King Resort).

Detailed analysis of buildable lands and potential development by zone and tax lot has not been provided by the Town/County so we have no way of verifying the accuracy of these forecasts. However, if we assume that they are in the ballpark of what is possible, we can compare them with our findings to identify issues for additional consideration.

Figure 15. Development Potential for Town of Jackson

	Comp. Plan 4/3/2009 Draft Appendix I	Buildout Taskforce
Mix of Use	100% residential or 100% commercial	varies by lot: 75/25 or 100%
Town Square FAR	1.83	1.83
UC & UC-2 FAR	.80 and 1.3	.80 and 1.3
AC - FAR	0.325	0.325
AC/LO - FAR	0.65	0.65
OP & OP2 - FAR	.46 and .65	.46 and .65
Affordable/Employee Units	not included	included
Snow King Potential	680,000 SF	658,000 SF
Accessory Res. Units	included	included
Planned Res. Development	PUD used instead	Included
Dwelling Unit Size	1200/1500 SF	1200 SF
Approved PMUDs	some included	All FDP included
Potential Dwelling Units	1,590	2,399
Non-Res. floor area (SF)	4,856,000	3,562,647

Source: Jackson/Teton County Comp. Plan, Appendix I, page I-11.

SUMMARY

The findings contained in this memorandum indicate that the long-term housing and non-residential development demand within Teton County and the Town of Jackson will likely far exceed the supply of available/buildable land. This dynamic will result in additional emphasis on redevelopment within Complete Neighborhoods (including the Town of Jackson) and out-migration of workers.

While the long-term average annual growth forecasts derived from the Comprehensive Plan appear to be well above the rate of growth that has occurred over the past five years, they provide a basis on which to document land needs and potential housing requirements within Complete Neighborhoods.

Based on the Comprehensive Plan policies, long-term housing growth in the Town of Jackson should be planned for 1,900 to 2,380 dwellings over the next 20 years. In comparison to the development potential estimates shown in **Figure 13** (base scenario), this level of development may be possible to achieve, and will likely require creative ways to accommodate housing through a variety of techniques. It is recommended that the Town/County consider a number of “smart growth” planning techniques such as: minimum density requirements, reduced parking requirements and shared-parking allowances, and bonus density allowances (when underground parking or attainable housing is constructed) and fee waivers for new accessory dwellings.

The ability for the rural CN-PRD land development regulations to result in measurable voluntary participation in conservation easement restrictions will be dependent upon many factors

including: ease of application process, ability to accommodate transferable development in Complete Neighborhoods and potential tax reduction levels received by participants. Each of these factors will need to be evaluated in more detail to better predict the benefits derived from this new program.

It appears that the anticipated levels of office, industrial, and lodging development expected by the Comprehensive Plan are reasonable long range forecasts. However, this study has not evaluated the near-term supply/demand balance for non-residential uses, nor the ability to meet specific market demand requirements (other than commercial retail).

The total amount of non-residential (commercial, office, industrial and lodging) development required in Teton County in the long term is likely less than what the Comprehensive Plan anticipates. **Hence, there may be an opportunity to “repurpose” some of the future commercial areas within Complete Neighborhoods for more housing, including both workforce and affordable housing elements.**

POLICY CONSIDERATIONS AND NEXT STEPS

These findings shed light of the level of planned growth and development anticipated in Teton County and within the Town of Jackson. We recognize that the growth (demand) is likely to exceed the supply of buildable land thereby driving up housing and land prices even higher than today’s levels. There are several land use regulatory techniques and development incentives that could be utilized to help provide more attainable housing and protect additional rural conservation lands as remaining private lands are considered for development over the next few decades. Please refer to a separate policy memorandum on transferable development rights for additional recommendations.

It is recommended that the Alliance continue to work with the Town/County to identify new ways to accommodate additional permanent housing for all income levels, particularly in Complete Neighborhoods. The findings from this Memorandum along with the related work by project team members Skip Swenson and Timothy Lindstrom (Transferable Development Rights) and FCS Group (Financial Feasibility) indicate that a combination of actions need to be undertaken to enable Teton County to implement Comprehensive Plan goals focused on community preservation, conservation and housing attainability. We recommend that the Alliance continue to take a leadership position in addressing the following actions.

Near-term Actions (3-6 months)

- ✓ Analyze and recommend revisions to current Town/County housing fee structures to provide incentives for developers to build deed-restricted long-term rental units.
- ✓ Prepare draft TDR In-Lieu-Fee Program Methodology for review and adoption by County/Town.
- ✓ Identify vacant land opportunities and infrastructure issues/capacity (roads, sewer, water, parks, etc.) in Town and Complete Neighborhoods. Prepare base maps for community outreach efforts.

- ✓ Identify/recommend potential LDR changes that would allow long-term rental housing (deed-restricted units) in commercial and residential zones within the Town of Jackson.

Mid-Term Actions (6 to 12 months)

- ✓ Initiate a series of Community charrettes with local property owners, businesses, and stakeholders to ascertain issues and expectations in each complete neighborhood.
- ✓ Work with stakeholders within each complete neighborhood and County staff to evaluate opportunities for new LDRs in Complete Neighborhoods and evaluate suitability of potential annexation areas.
- ✓ Establish and monitor new TDR In-Lieu-Fee program.
- ✓ Identify new sources and uses of funds for potential sales tax increase.
- ✓ Conduct public education in regard to potential sales tax increase and how new funding would be spent.
- ✓ Provide input on new LDRs to be adopted in Town and County.

STAKEHOLDER INTERVIEWS

Purpose of Interviews

Local stakeholder interviews were conducted to ascertain perceptions regarding market conditions, development opportunities, constraints and land use policy considerations. We would like to thank the following individuals for their time and knowledge shared in this work effort (sorted alphabetically by last name):

- ◆ **Jerry Blann**, President, and **Scott Horn**, Chief Administrative Officer, Jackson Hole Mountain Resort
- ◆ **Liz Brimmer**, Brimmer Communications, Inc
- ◆ **Bill Collins**, Land Use Consultant and former Teton County Planning Director
- ◆ **Jeff Golightly**, President, Jackson Hole Chamber of Commerce
- ◆ **Greg Griffith**, grass roots community organizer and author of the Permanent Protection Linkage Plan (a local TDR concept)
- ◆ **David Hardie and Tim Bradley**, Owners, Contour Investment Properties, Jackson, Wy.
- ◆ **Arne Jorgensen and Bruce Hawtin**, Hawtin Jorgensen Architects
- ◆ **Timothy Lindstrom**, Attorney, author of [A Tax Guide to Conservation Easements](#).
- ◆ **Alex Norton**, Long Range Planner, Teton County and Town of Jackson
- ◆ **Bill Resor**, Snake River Ranch owner and developer
- ◆ **David Vieham**- Broker and author of Jackson Real Estate Report
- ◆ **Christine Walker**, former Teton county housing authority director

ANNOTATED BIBLIOGRAPHY

1999 Town of Jackson Redevelopment Opportunities and Parking Analysis by Fregonese, Calthorpe and Associates

- ◆ 1999 study determined that zoning would be inadequate to achieve Town of Jackson goal of 1,200 dwelling units in the downtown area.
- ◆ When the study was compiled the authors identified a shortfall of 690 parking spaces. Were the Town of Jackson to achieve their goal of 1,200 dwelling units downtown, that shortfall would increase to 3,700.
- ◆ Recommended action includes increased allowable FAR and increased maximum building height.

2000 Urban Land Institute Strategies for Addressing Future Growth in Teton County Report

- ◆ Included suggestion of increased FAR (floor area ratio) in downtown Jackson from 0.65 to 2.0 for housing developments.
- ◆ Suggests Town of Jackson and Teton County planners proceed deliberately regarding allowing increased building heights to help promote more affordable housing. Regarding affordable housing, the authors observed that thoughtful dispersal of affordable housing developments would alleviate community anxiety and avoid the creation of a poor district of Jackson.
- ◆ ULI's authors suggested that the Town of Jackson and Teton County undertake land banking to create key sites for housing developments.
- ◆ Authors also recommend: regulatory and policy strategies which include the establishment of a seed fund to encourage employers to construct workforce housing; the consolidation of LDRs for easier interpretation; regulations which encourage the construction of accessory dwelling units; and LDRs which explicitly allow the construction of dormitory housing or manufactured homes.

2007 Economic & Planning Systems Teton County Housing Needs Assessment

- ◆ This report identifies the need for housing which is affordable for those earning less than 120% of area median income.
- ◆ The report identifies a significant rise in the number of people that work in Teton County but live outside the county (an increase from 14% to 32% between 1990 and 2005).
- ◆ The report suggests the community set a goal for the proportion of the workforce living locally (likely the precursor to the 65% goal).
- ◆ The report recommends “keep up” and “catch up” policy goals. Keeping up entails increasing affordable housing units from 15% to 40% of total construction. Catching up entails the construction of 430 to 640 additional affordable housing units in order to bridge the standing gap of workforce housing.

2009 Jackson / Teton County Comprehensive Plan, Appendix I: Future Growth and Build-out

- ◆ Discusses the desire of the community to reduce future development in rural areas of the county from 70% as identified in the 1994 comprehensive plan to 40%.
- ◆ Further establishes a goal of reducing future nonresidential development on rural lands from the 1994 goal of 38% to 27%.
- ◆ Provides a build-out analysis for each district, most of which are similar to those established in the 2014 comprehensive plan.

May 14, 2009 Letter in Response to Draft Recommendations for Wildlife/Natural Resource Protection and Growth Management Letter jointly authored by Laurie Andrews and Peggy Gilday

- ◆ The letter identifies the need to retain the “private land value” by avoiding LDRs that result in down-zoning, as the most reliable and permanent method to conserve natural areas.
- ◆ The letter suggests the creation of a permanent funding mechanism for the purchase of conservation easements.
- ◆ The authors suggest that proposed reductions in rural development potential may undermine conservation efforts incentivized by development allowances.

2010 Blue Ribbon Report “Housing Jackson Hole”

- ◆ Recommendations included zoning for smaller lots which will discourage second home buyers.
- ◆ The panel concluded that the effort to improve affordability ought to utilize the private sector by incentivizing the construction of affordable units. This includes fee waivers, deliberate zoning to encourage affordable housing, and providing developers with technical advice.
- ◆ While the panel cautioned leaders to take measured steps to avoid pushing for 100% affordable developments, they encourage an educational campaign (about the need to support affordable housing) for citizens. After discussing the progress the Town of Jackson and Teton County had made in the realm of affordable housing goals, they became convinced that the goal of housing 65% of Jackson’s workforce locally was achievable. They recommend that such information be disseminated to citizens to create greater buy in.

2012 Town of Jackson / Teton County Comprehensive Plan

- ◆ The comprehensive plan calls for a dedicated funding source for affordable housing.
- ◆ This plan explicitly discusses the standard of housing 65% of Teton County’s workforce within the county.
- ◆ The plan calls out the need to assist full-time, year-round workers, specifically by subsidizing their housing.

2012 Working Draft of Detailed Character Districts by Town of Jackson / Teton County Staff

- ◆ Provides a summary of existing and potential residential and non-residential development in Complete Neighborhoods versus rural areas.
- ◆ Illustrates the difference in development potential between pre and post implementation of comprehensive plan policies, including the implementation of character districts.
- ◆ Illustrates where dwelling units could be built in the future, given new character districts and associated regulations.

2013 Clarion Associates Employee Generation by Land Use Study

- ◆ Establishes underlying economic trends contributing to housing affordability issue in Jackson: while the price of housing in Teton County has risen, wages have stagnated, forcing most service workers to seek housing outside of the county.
- ◆ The study goes on to discuss the need for labor generated by the construction of housing (i.e., construction workers, service providers such as electricians, and critical service providers such as firefighters and police). The report indicates that most workers cannot afford to live in Teton County and uses market data to identify necessary subsidy payments related to the construction of a given square footage of housing. These subsidies would go to pay for affordable housing construction in Teton County.

September 4, 2013 Letter in response to Rural Area Land Development Regulations Jointly Authored by Liz Long and Pete Lawton

- ◆ The authors of the letter suggest that proposed lower rural development densities will discourage land owners to contribute to conservation easements, given that their incentive to do so is gone.
- ◆ The authors laud the introduction of clustering and guesthouse incentives in the draft rural LDRs but suggest that these incentives alone will not achieve long-term conservation of rural land.
- ◆ The authors conclude by encouraging planning staff to increase conservation-related incentives directed at developers.

2014 District 2: Commercial Core Zoning Recommendations by Town of Jackson / Teton County Staff

- ◆ Discusses various zoning types along with related FAR, height and setback restrictions.

2014 District 2 Build-out Analysis: Existing vs. Proposed Downtown LDRs by Town of Jackson / Teton County Staff

- ◆ Provides an analysis of maximum allowable residential and non-residential development, comparing previous LDRs with proposed LDRs.
- ◆ Provides an estimate of the allowable development types within District 2 (i.e. ARU vs residential vs nonresidential etc.) by zoning classification.

2014 Assessment of Workforce Housing Provision and Management for Teton County and Jackson

- ◆ This study recommends the creation of a dedicated funding source for the housing authority in order to pursue the goal of affordable housing in Jackson and Teton County.
- ◆ Recommends the establishment of a housing czar to be the point person for housing decisions in the region.
- ◆ This study also recommends that the housing authority be restructured to either administer deed-restrictions or to develop housing projects. The report suggested that a housing authority which performs both tasks ought not to exist.

2014 Western Yellowstone Regional Housing Needs Assessment

- ◆ This report observes that the majority of job growth in the region is in the hospitality industry. This suggests that, though employment is increasing, the jobs being added are low-paying, exacerbating the issue of workforce housing affordability.
- ◆ This report also recommends that the establishment of a dedicated funding source for affordable housing be explored. One suggestion includes an affordable housing fee on homes in Jackson.
- ◆ The report also suggests a simplification of the in-lieu fee for the development of affordable housing.

2014 Annual Indicator Report by Town of Jackson / Teton County Staff

- ◆ Provides an update on indicators from the 2012 comprehensive plan such as the split of residential development between urban and rural areas (50% - 50% since comprehensive plan adoption).
- ◆ Nominal progress has been made on the issue of access to public transportation. Meanwhile, complete street construction has been implemented at a pace commensurate with comprehensive plan goals.
- ◆ Increase in guesthouse construction (3.4% over two years) is laudable progress towards the goal of more affordable housing.
- ◆ Dwelling unit construction broken down by character district shows County Valley (considered rural) leading all districts with an increase of 46 dwelling units since 2012. Complete Neighborhoods are led by Teton Village and the Town Residential Core with 24 and 17 new dwelling units respectively.

2014-2015 Permanent Protection Linkage Plan by Greg Griffiths

- ◆ Permanent Protection Linkage Plan (PPLP) is a proposal to provide the Town of Jackson with unit for unit density transfers from rural conservation areas to complete communities. Up front, the Town of Jackson would be granted 300 units of density rights to “prime the pump.” The town would strategically place these new units to incentivize infill development in areas of town which are identified as high priority. These 300 units would be transferred from several layers of “extinguishment equity” from state school sections at Kelly and Antelope Flats, Land Trust’s Alta Open Space acquisition strategy, and other ongoing easement activities in rural Teton County. Over time, these additional conservation activities would “payback” the 300 units. During this payback period, only some unit transfers would be counted against the initial 300 while others would still move to Jackson to ensure that this process does not dry up the market for rural density transfers.

2015 Jackson Hole Conservation Alliance Newsletter “Agenda 22”

- ◆ This publication calls for a dedicated funding source for workforce housing.
- ◆ This publication includes a case study highlighting the development of the Powderhorn Housing Development. The development, when completed, will house 94 seasonal employees with further build out expected to house up to 120 more. The development is fairly remarkable because it is spearheaded by the Jackson Hole Mountain Resort, a private company.
- ◆ The publication also calls for the establishment of a housing trust fund which would administer private funds, in-lieu fees, and public funds to any community partner willing to increase the production of affordable housing.

2015 Affordable Housing Review Draft by the “No Ribbon” Committee

- ◆ This report suggests strategies to increase affordable housing, including the provision of a single, uniform deed restriction for all affordable housing.
- ◆ The report also suggests a merger between the building departments of Town of Jackson and Teton County.
- ◆ The authors identify that, due to the financial burden of offering ownership housing opportunities, the housing authority should shift its focus to management of rental housing, and grant funding coordination.
- ◆ The establishment of a new housing development authority (nonprofit) is recommended to consolidate development-related skillsets. This can achieve the goal of affordable housing development on time and, importantly, on budget.
- ◆ Clarification and streamlining LDRs and housing authority regulations are recommended to lower the barriers to affordable housing development, given that navigating these regulations currently is difficult, time intensive and costly.
- ◆ Transportation issues are cited as barriers to affordable housing, with recommendations such as decreased parking requirements for affordable developments as well as improved access to public

transit.

2015 Teton County Rural Area Land Development Regulations

- ◆ Describes a proposed rural density transfer policy for Teton County. The new LDR policy would allow for limited density transfer (such as allowing one DU of density transfer to a complete neighborhood per four rural acres conserved, assuming 70 or more acres is to be conserved).

March 13, 2015 Rural Area LDR Presentation by Town / County Staff

- ◆ Provides context and explanation regarding R-1, the purpose of which is focused on conservation. R-1 zoned areas are typically large (over 70 acres) which is a part of the reason they are eyed for preservation. Allowed development is similar to current rural zoning, however, allows “clustering” of development on property and with neighbors in order to reduce infrastructure needs.
- ◆ Provides further context related to R-2 zoning type, the purpose of which is to encourage conservation on already sub-divided lands. No R-2 parcels are over 70 acres. Again, reduced setbacks allow clustering with adjacent properties to save on infrastructure costs.
- ◆ Provides context regarding the R-3 zoning type. R-3 zoned lots are smaller and near Complete Neighborhoods. In some cases, county and city planners used their discretion, in the sense that some larger lots were zoned R-3 given their adjacency to Complete Neighborhoods and some smaller, isolated lots were zoned R-2 because of their distance from Complete Neighborhoods. Allowable development is calculated using the same formula present in current zoning, which is the same with setbacks, while allowable development is not to exceed 10,000 SF.

April 1, 2015 Letter from Jim Wolf to Jackson's Mayor and City Council

- ◆ Mr. Wolf suggests that, given demographic and residential housing stock distribution within Jackson, the town will underperform its residential unit build-out by 31%. He builds his argument by stating that increases in allowable FAR will manifest much more quickly in the commercial sector, resulting in crowding out potential workforce housing development.

APPENDIX

Appendix A
Analysis of Retail Development Potential
Teton County, WY
2015 - 2035

Est. 2015 Est. Households in County ¹	10,406
Proj. 2035 Households in County ¹	16,314
Analysis of Effective Buying Income (EBI)	
Est. 2015 Avg. Household Income ²	\$109,302
Proj. 2035 Avg. Household Income ²	\$120,767
Est. 2015 Aggregate Income (000)	\$1,137,397
Proj. 2035 Aggregate Income (000)	\$1,970,172
Change in Aggregate Income (000)	\$832,775

Store Group	Existing & Future Retail Buying Power					Future 2035 Supportable Retail Development Potential						
	Distribution of Local Income by Store Group ³	2015 Retail Buying Power from Residents (000)	2035 Retail Buying Power from Residents (000)	Change in Retail Buying Power (000)	Estimated Local Expenditure Capture Rate ⁴	Sales Attributed to Local Residents (000)	Sales Attributed to Retail Inflow (000) ⁵	Total Supportable Retail Sales (000)	Required Avg. Annual Sales Per SF ⁶	Supportable Sq.Ft. of New Retail Development ⁷	Supportable Acres of New Retail Development ⁷	Supportable Jobs ⁸
Food & Drug	8.3%	\$94,404	\$163,524	\$69,120	100%	\$69,120	\$17,280	\$86,400	\$547	166,000	10	332
Eating & Drinking	5.0%	\$56,870	\$98,509	\$41,639	100%	\$41,639	\$41,639	\$83,277	\$350	250,000	15	500
General Merchandise	5.5%	\$62,557	\$108,359	\$45,803	90%	\$41,222	\$10,306	\$51,528	\$246	220,000	13	440
Furniture, Fixtures & Appliances	2.2%	\$25,023	\$43,344	\$18,321	90%	\$16,489	\$4,122	\$20,611	\$258	84,000	5	168
Automotive & Transportation	9.6%	\$109,190	\$189,137	\$79,946	90%	\$71,952	\$17,988	\$89,940	\$290	327,000	19	654
Other/Misc.	11.3%	\$128,526	\$222,629	\$94,104	90%	\$84,693	\$21,173	\$105,867	\$261	428,000	25	856
Total	41.9%	\$476,569	\$825,502	\$348,933		\$325,115	\$112,508	\$437,623		1,475,000	88	2,950

Notes:

1/ Derived from household estimates and forecasts shown in Figure 3. Growth rates represent extrapolation of Jackson/Teton County Comprehensive Plan assumptions.

2/ Income estimates are based on U.S. Census 2012, extrapolated by FCS GROUP using U.S. Bureau of Labor Statistics, Inflation Calculator; Income forecast assumes 0.5% annual real growth rate.

3/ Store group sales allocations from U.S. Bureau of Economic Analysis, Consumer Expenditure Survey, Western United States.

4/ Store group capture rate estimated based on understanding of competitive retail inventory inside and outside Teton County.

5/ Retail inflow assumed to account for 50% of eating and drinking sales, and 20% of store sales in all other categories.

6/ Required sales per square foot based on Urban Land Institute, Dollars and Cents of Shopping Centers, extrapolated to 2020 (midpoint) of forecast assuming 0.5% annual real growth rate.

7/ Building area assumes average floor area ratio of 0.35 and average vacancy rate of 5%.

8/ Job estimates assume 500 sq.ft. per worker, derived from Urban Land Institute.

Source: compiled by FCS Group based on above-stated sources and assumptions.

