

CHAPTER 7

COMMUNITY FACILITIES

A. ISSUES

Like many communities experiencing surges of growth, the Town of Jackson and Teton County have faced a number of shortfalls in necessary community facilities which they have been working to address in recent years. Several key facility needs have recently been addressed or are in the process of being addressed. A number of issues remain to be resolved within this Comprehensive Plan or through detailed facility and site selection studies now underway.

This chapter of the Plan addresses short-term needs over the next five to ten years and needs associated with ultimate build-out under this Plan with regard to schools; parks and recreation; arts and cultural facilities; human services; hospital; fire protection; utility systems; solid waste disposal; and maintenance facilities. Transportation needs are discussed in Chapter 8 of this Plan. The Town and County have located sites for the necessary facilities which ensure that growth needs will be served, in an effort to acquire land before it is no longer available or very expensive to obtain.

The Town and County also have chosen not to design community facilities for the peak population of maximum visitor and resident occupancy. This Plan is community character driven, not infrastructure driven, meaning the balance between the demands for resort, commercial and residential growth must be maintained. For example, while motorists might wish to see free flowing traffic conditions on major arterials throughout the summer season, the size of the roads required for this level of service and their cost may not be consistent with the character of Jackson Hole or the community's ability to pay for that service. Water supply and sewage treatment facilities, however, are designed for peak conditions, for health and safety reasons.

Schools

There presently are five school facilities located in the Town of Jackson, as follows:

1. The high school is a relatively recently constructed facility (1970's), located at the south end of Town;
2. The new middle school opened in September 1992, on the high school campus;
3. The kindergarten center, the school administrative offices, and Western Wyoming High School are located on Glenwood Avenue.
4. and 5, two elementary schools are located off the Town Square, one the same site as the former junior high school, and another adjacent to the National Elk Refuge.

There are also four outlying elementary schools in the County, located in Wilson, Kelly, Moran and Alta.

Table 7.1 portrays historical growth in Teton County school enrollments from 1960 to the present. It illustrates that while growth in elementary school enrollments approximately parallels the growth in the County's total population, enrollment at the junior and high schools has hardly risen since 1980. It can be postulated that this lack of growth may be due to the difficulty of finding affordable family style housing in Teton County, which has displaced many persons with growing families. It is also possible that some high school students attend private schools outside of the County.

Table 7.1 Teton County School Enrollment, 1960-1991				
Year	K-6	7-8	9-12	Total
1960	345	123	303	771
1970	Data is not available for this period			
1980	939	238	519	1696
1991	1,207	284	526	2017

Looking specifically at the existing facilities in the Jackson area and Wilson, where much of this Plan's growth is anticipated, the following comparison of enrollments to capacity can be made.

Table 7.2 School Enrollments and Capacities				
School	Current Student Enrollment	Design Guideline*	Size (sq. ft.)	Student Capacity
Jackson Elementary	325	50-100 sq. ft. per student	24,712	500
Colter Elementary School	300	100 sq. ft. per student	35,576	350
Middle School	440	125 sq. ft. per student	84,000	600
High School	500	150 sq. ft. per student	96,433	600
Wilson Elementary	204	50-100 sq. ft. per student	18,725	225
* Note: The suggested design guidelines in Table 7.2 are provided by the State of Wyoming. The guidelines have been modified by the County School District, as applied to existing schools, based on the number of classrooms and other facilities within individual buildings.				

If growth in enrollment is proportional to the expected growth in population indicated in Chapter 2, it could be expected that school enrollment would increase by about 150%, to about 5,000 students. A more likely scenario, however, is that growth in second homes and homes for retired persons could continue to outpace construction of homes for residents. For planning purposes, it is concluded that school enrollment will double at build-out (which could occur over the next 40 to 50 years), to about 4,000 students.

The School Superintendent has projected another elementary school will be needed in the next 5-6 years, and additional elementary schools will be needed every 5-7 years thereafter, ultimately adding 3-4 schools above the present inventory. Two likely locations for new elementary schools within the next ten years are the Wilson area, where the existing facility is overcrowded and is not appropriate for expansion, and the South Park area.

State of Wyoming guidelines suggest that an elementary school site contain ten acres, with an additional acre for every 100 students above the baseline of 500 students. The eight acre site purchased in the late 1980's for the middle school cost \$182,000, or about \$23,000 per acre. This land cost is probably quite low in today's market, with a more realistic cost being in the \$50-75,000 per acre range. The recent cost to build and equip the middle school was about \$75-80 per square foot, which translates to a total construction cost of approximately \$6.3 to \$6.7 million.

A new elementary school designed for 500 students would contain 25,000 square feet. At an estimated cost of \$75-80 per square foot to build and equip, that would amount to a cost of \$1.875 to \$2 million, not including land costs. Constructing 4 such schools would cost in the range of \$7.5 to \$8 million, plus land costs.

The newly built middle school and the high school will both need to be expanded. Expansion potential was anticipated at the current campus. If enrollment doubled at the middle school, it would require a 50% expansion of the facility, which would cost \$3.15-3.35 million (50% of the cost to construct the new building).

Because the high school is relatively close to its current capacity, its size might need to be virtually doubled to handle a doubling in enrollment. Adding 90,000 square feet to the building, at a current cost of \$75-80 per square foot, would cost \$6.75 to 7.2 million. Such a project might occur in two phases, with the first such expansion anticipated within the next 10 years.

Parks and Recreation Facilities

Existing Facilities

The Town and County parks and recreation facilities are jointly administered by the Teton County/Town of Jackson Parks and Recreation Department. As listed in Table 7.3, there are nine parks in and around the Town of Jackson (including those managed cooperatively with the school district) and one park in Wilson.

The ten parks contain a total of over 40 acres of active and passive land and offer residents and visitors a wide variety of recreation opportunities, including at least 1 ball field, 2 little league fields and 4 soft ball fields; 6 multiple use green spaces; 3 tennis courts; 2 volleyball courts; 2 rodeo arenas; 5 picnic areas; and a variety of other facilities.

The Department categorizes park lands into the following types:

- Low Impact Parks - A park which has the purpose of providing a safe and protected play area for children, and an open green area for unorganized play and park amenities for all age groups, including comfort stations.
- High Impact Parks - A park which has the purpose of providing areas for competitive recreation activities, along with other park amenities and comfort stations.
- Neighborhood Parks - A park which has the purpose of providing a safe play area for all age groups and which is easily accessible from the users' home.
- Passive Parks - A park which has the purpose of providing passive recreation areas.

Table 7.3 summarizes the park acreage, type and jurisdiction for the existing parks in the community.

Two factors need to be established to determine the adequacy of current park land and recreation facilities and future needs to meet the demand from growth. First, a determination needs to be made as to whether to plan facilities based solely on the resident population or whether to also include the visitor population.

It has been determined that visitors are users of the Town and County's active and passive parks. However, since visitors are drawn to the area by its national parks, national forests and ski areas, it is reasonable to conclude their use of these facilities is well below that of residents. Therefore, the Park and Recreation

Department has determined that an equivalent user population of 20,000 persons should be employed when evaluating the adequacy of existing park land and recreation facilities.

Table 7.3 Park Acreage, Type and Jurisdiction			
Park Name	Acreage	Type	Jurisdiction
Mike Yokel	3.72	Low impact	Town
Miller Park	3.21	Low impact	School Dist.
Powderhorn	1.70	Low impact	Town
Jackson Rec. Complex	6.00	High Impact	School Dist.
Wilson Park	4.58	High Impact	School Dist.
Rodeo Grounds	12.87	High Impact	Town
Baux Park	1.63	Neighborhood	Town
Snow King	1.50	Neighborhood	Town
Town Square	1.09	Passive	Town
North Park	5.53	Passive	Elk Refuge

The second factor to establish is the level of service standard to apply. Standards should reflect the characteristics of the population being served and should recognize the range of public and private recreation opportunities available in the community.

As with many resort communities, the Town of Jackson and Teton County boast a very active population which demands recreation facilities at levels beyond those of the general population. However, the community is blessed with an abundance of federal lands and private recreation areas which meet some of this demand. The Town and County hereby adopt the nationally recognized planning standard of 10 acres of park land per 1,000 persons. Each 10 acres should be comprised of 7 acres per 1,000 persons of low and high impact park lands, 2.5 acres per 1,000 persons of neighborhood park lands and 0.5 acres per 1,000 persons of passive park lands.

The Town and County have also identified standards for recreation facilities, based on recommendations of the National Recreation and Parks Association (NRPA). Some standards, such as those for tennis and basketball courts and swimming pools are best suited to urban areas, and are not applicable to resort communities. The standards should, therefore, be viewed as maximum guidelines, with development of such facilities to be based on actual demand.

Table 7.4 summarizes the current deficit in park land and recreation facilities needed to serve an equivalent population of 20,000 persons. Based solely on the standards (but not taking into consideration recreation participation rates, or a survey of community recreation priorities, (which are also important factors in recreation facilities planning), deficits currently exist for the following:

1. an additional 158 acres of park land;
2. 3 softball fields and 1 soccer field;

3. 4 pools, 17 tennis courts and 37 basketball courts; and
4. a recreation center and a public golf course.

A recreation center costing about \$5.3 million is now under construction, and an indoor ice rink opened in May, 1993. Taking into account the actual demand for facilities, the Recreation Department has identified the following as its short term priority needs:

1. 6-8 soft ball and baseball fields, for various league activities and 4 multi-purpose soccer-type fields;
2. 4 tennis courts, 4 outdoor basketball courts and 2 sand volleyball courts; and
3. A public golf course.

Exclusive of the golf course, these recreation areas could probably be provided in several new parks containing a total of 10-15 acres of land.

A group analyzing space needs for the County Fair believes a site of up to 120 acres is needed, probably in the South Park or Wilson areas. The fair grounds could also provide the opportunity for horse shows, dog shows and eventually the Rodeo, when conditions require it to move from its present site to a new location.

Future Needs

Future demand for park land and recreation facilities will be a function of the increase in population due to planned residential growth. An analysis conducted during the planning process indicated that one possible build-out scenario involved approximately 8,500 additional residential units and 900 employee housing units. The average household size in Teton County is 2.4 persons per unit. This means an additional 22,560 persons would be added to the population at build-out. Information is not available to determine the percentage of this population which will be full time residents. Therefore, the analysis in Table 7.5 is based on serving the full addition of 22,560 persons, which should be considered the maximum likely.

Recent park development experience indicates that it costs approximately \$65,000 to develop an acre of park land, taking into account design, development, contingencies and other costs. This experience reflects development of a range of facilities, including soccer fields with lights and irrigation, active and passive areas and ball fields. While land acquisition costs will depend upon the location and the physical characteristics of the parcel, a cost in the range of \$50-75,000 per acre can be anticipated.

With a cost in the range of \$115,000 to \$140,000 to acquire and develop each acre of park land and a current deficit plus future need of over 350 acres, costs could range from \$40 to \$50 million. Since park land must be provided by all new subdivisions in the Town and County, some of this cost will be paid by new development. However, the Town and County should commit tax resources to make up the significant existing deficit of park land, including money from the Capital Facilities Tax and the general fund.

Arts, Cultural and Other Facilities

The Arts Task Force, representing twelve arts groups in Teton County, conducted a survey in 1991, indicating a significant amount of cultural activity taking place, supported by a high level of community involvement. There are presently no public performance or exhibition facilities in Teton County, other than the high school auditorium and school gymnasiums. Walk Festival Hall is a summer only performance facility owned and fully utilized by the Grand Teton Music Festival. Other cultural events and programs occur in privately-owned facilities which are rented or leased.

The lack of long-term, secure facilities is a constraint which inhibits arts groups from creating programs to meet current and future community demands. The Arts Task Force is conducting a cultural facilities needs assessment to identify and prioritize existing and future needs. The potential for cooperation with Central Wyoming College is also being explored.

**Table 7.4
Analysis of Current Park and Recreation Deficits**

Type of Facility	Planning Standard	Current Inventory	Demand (Standard x Equivalent Population)	Current Deficit
Low/High Impact Park Land	7 acres per 1,000 persons	32.08 acres	140 acres	107.92 acres
Neighborhood Park	2.5 acres per 1,000 persons	3.13 acres	50 acres	46.87 acres
Passive Park	0.5 acres per 1,000 persons	6.62 acres	10 acres	3.38 acres
Softball Field	1 per 3,000 persons	4 fields	7 fields	3 fields
Baseball Field	1 per 6,000 persons	3 fields	3 fields	none
Soccer Field	1 per 10,000 persons	1 field	2 fields	1 field
Swimming Pool	1 per 5,000 persons	none	4 pools	4 pools
Tennis Court	1 per 1,000 persons	3 courts	20 courts	17 courts
Basketball Court	1 per 500 persons	3 courts	40 courts	37 courts
Recreation Center	1 per 25,000 persons	1 center (under construction)	1 center	none
Public Golf Course	1 per 5,000 persons	none	1 course	1 course
Indoor Rink	1 rink per 25,000 population	1 rink	1 rink	none
Pathways	40 miles per 25,000 population	none	32 miles	32 miles

Table 7.5 Analysis of Future Park and Recreation Needs			
Type of Facility	Planning Standard	Future Need (Standard x 22,500 Population)	Current Deficit Plus Future Need
Low/High Impact Park Land	7 acres per 1,000 persons	157.5 acres	265.42 acres
Neighbor-hood Park	2.5 acres per 1,000 persons	56.25 acres	103.12 acres
Passive Park	0.5 acres per 1,000 persons	11.25 acres	14.63 acres
Softball Field	1 per 3,000 persons	7 fields	10 fields
Baseball Field	1 per 6,000 persons	4 fields	4 fields
Soccer Field	1 per 10,000 persons	2 fields	3 fields
Swimming Pool	1 per 5,000 persons	4 pools	8 pools
Tennis Court	1 per 1,000 persons	22 courts	39 courts
Basketball Court	1 per 500 persons	45 courts	84 courts
Recreation Center	1 per 25,000 persons	1 center	1 center
Public Golf Course	1 course per 25,000 persons	1 course	2 courses
Indoor Rink	1 rink per 25,000 persons	1 rink	1 rink

In the near future, it is anticipated that the Hardeman Barn will be renovated and provide for community meeting rooms. The Wildlife of the American West Museum is currently building a new museum facility on the Rising Sage site north of Town. Consideration has also been given to creating a cultural complex in Jackson with practice and performance space for dance, visual arts, and theater. A Cultural Facilities Board is conducting a feasibility study and working with town, county, and school representatives to identify potential sites.

A new location for the library, which currently operates out of a small facility on King Street, has been acquired. The new site is adjacent to Snow King Avenue near the Virginian Lodge. The library has initiated architectural design work for a new building and expects to be seeking capital facility tax support in the near future.

Human Services

Jackson and Teton County provide financial support to several social service agencies and organizations who in turn provide services essential to community welfare. Like most other governmental or quasi-governmental service providers, these agencies are experiencing increasing demands as visitation and resident population grows.

The Teton County Community Mental Health Center (Jackson Hole Community Counseling Center) reports annually increasing client contacts for at least the past five years. The Pioneer Homestead Senior Service Center in FY 1991-1992 served more than 14,000 meals to 587 people, and another 3,200 meals to 72 homebound seniors. They provided health services to another 53 people whose only alternative would be a residential care facility. However, Pioneer's facilities are limited to a point where they often turn people away from organized activities. A new facility is expected to break ground on the current impound yard in the Spring of 1994.

The Van Vleck House Youth and Family Service Center have already served as many clients in the first six months of FY 1992-1993 as they did in all of FY 1991-1992. The Learning Center, Community Children's Project (CCP) and the Jackson Hole Historical Society and Museum are also facing increased demands without increasing resources.

Hospital

A new hospital facility was opened in 1991 on the site of the existing hospital, on East Broadway. The old hospital provided 39 patient beds in a 45,000 square foot facility; the new hospital provides 41 in-patient and 4 out-patient beds in a 72,000 square foot facility. A new nursing home has also opened on the site, providing 60 patient beds in a 28,000 square foot facility. The prior hospital was converted to an orthopedic institute and medical office complex.

Summer is the peak use period for the hospital, while the ski season has a lower peak. The hospital is experiencing more off-season use, due to valley growth. There appears to be room for expansion on this site, although this need is not now anticipated.

Fire Protection

The Town of Jackson and Teton County maintain a volunteer Fire Department, with buildings in each of five fire protection zones. These buildings are located in Jackson, Wilson, Hoback Junction, Moran and Alta. The County contracts with Driggs to provide fire protection services for Alta.

A planning study was conducted for the fire department by Protection Consultants of Idaho Falls in 1990. It determined that three additional buildings were needed in order to have an engine response within 1.5 miles of all buildings where a significant housing density exists. These three areas are:

- Teton Pines;
- Rafter J; and
- Gros Ventre Junction.

The study suggests the County should obtain the needed sites and establish the buildings, equipment and staff for the stations. The Fire Department estimates that it will cost \$300,000 to build each station, exclusive of equipment needs, and expects both the Teton Pines and Rafter J stations to be built in the next five years. Land purchase costs will not be incurred for these sites, as Teton Pines has already designated a lot for a fire station and the Rafter J station can likely be integrated with other public facilities planned for the area, such as the proposed state highway maintenance facility. Final resolution of these alternatives has not yet been achieved.

The Department does not expect to have to purchase additional equipment for these stations. Instead, an engine will be moved from Jackson to serve the Rafter J area and a pumper, which will be purchased in 1993-94 for \$200,000 will be transferred from Wilson to Teton Pines, when that station is built. The Jackson station has recently been expanded, but this is for offices, meeting rooms and training areas, not for additional equipment.

Construction of the station at Gros Ventre Junction is contingent upon increased demand for fire services due to further development of the area, and is not expected for 6-8 years. The Fire Chief concludes that once

equipment is transferred from the existing stations to the new stations, there will be sufficient space at all stations for the next ten years. Are-assessment of the adequacy of facilities to meet ultimate build-out is recommended at that time.

Utility Systems

The Town of Jackson runs the principal water supply and sewage treatment systems in Jackson Hole. The water system extends throughout the Town and to a limited number of areas outside of Jackson. The sewer system covers a more extensive area, including service to Spring Creek, Rafter J and some portions of South Park.

In general, both the water and sewer systems exhibit some current limits to growth, as described below. Recent evaluations of both systems have determined that these problems should not, ultimately, prevent growth from occurring. In other words, the constraints can all be technically overcome, at some cost to the community.

Water Supply

The Town is currently able to provide a water supply capacity of about eight million gallons per day (MGD). The maximum daily demand for water reached a peak from 1986 to 1988, dropped slightly thereafter, due to the installation of water meters, but has now grown back to its peak, at about 6 - 6.5 million gallons a day. Water is obtained from four wells, with a new well planned in the South Park area.

There does not appear to be any near term limit on the amount of water which is available to the system. There are, however, several areas around Town with constraints to growth due to the size of certain links in the distribution system, the lack of water storage capacity, or because of the limited extent of the system outside of Town. Future development, will, therefore, require provision of additional water supply and storage facilities. The Town has recently initiated an analysis of its water system needs.

There are several small water systems serving denser pockets of development throughout the rest of Teton County. Teton Village is presently adding to its water supply and storage capacity to meet its planned build-out. The systems at the Aspens/Teton Pines, the Golf and Tennis Club Resort, and in Spring Creek are already sized to accommodate their own build-out. Squaw Creek Water District, which serves the Game Creek and Squaw Creek area is pursuing new water sources. Generally, water supply is adequate on the west bank, provided it does not become contaminated from inappropriate or inadequate wastewater disposal practices.

Wastewater Treatment - Town of Jackson Plant

The Town of Jackson sewage treatment plant, which discharges to Flat Creek and through subsurface percolation beds, is nearing its present capacity. Its original design capacity of 3.5 MGD has recently been restored by improvements to its aeration facilities.

A "201" study of plant expansion needs has recently been completed. The study analyzed two potential build-out projections (neither of which exactly match this Plan's projection). The "low build-out projection" reflects the following increases:

- the number of residential units served would increase from about 2,900 to about 7,600, based on growth in areas presently served in and around Town, plus provision of service to 3,200 units in South Park, and limited service in Spring Creek; and
- expansion of the number of hotel/motel rooms from about 2,000 to 2,800, restaurant/bar seats from 3,300 to 4,700, and campground spaces from 1,050 to 1,100, principally within areas already served by the system.

The low build-out projection has been calculated to result in a total plant loading of approximately 4.85 MGD.

The "high build-out projection" reflects the following increases:

- the number of residential units served would be approximately 11,000. The major increases over the low build-out projection include service to an additional 3,000 units in South Park, more extensive service in Spring Creek and connection of the Golf and Tennis Club Resort to the system.
- an additional 900 hotel/motel units in Spring Creek would be served, along with additional 500 restaurant/bar seats and 500 more campground spaces than assumed for the low projection.

The high build-out projection has been calculated to result in a total plant loading of approximately 6.6 MGD.

It should be noted that neither projection anticipates treating wastewater from west of the Snake River at the Town sewage plant. Instead, the Town of Jackson sewage treatment plant service area includes all of the Town of Jackson, County development in Suburban and higher intensity districts and development clusters within areas north of the existing plant site and east of South Park Loop Road. The Town of Jackson may also serve County Suburban or higher intensity development near this service area provided that:

1. The planned capacity of the sewage treatment plant is adequate to accommodate the proposed development in the Town and the service area, plus the proposed development in the County; or,
2. The Town determines that no permitted developments will lose sewage treatment plant capacity, there are plans to expand the plant, and the Town can receive adequate fees to pay for the expansion needed to cover the demands of both the development and any necessary off-site system improvements.

The 201 study has evaluated a number of different plant expansion and upgrading alternatives. The selected alternative is to expand the existing plant at its present site by the addition of more percolation beds, the creation of approximately 40 acres of new wetlands near the discharge area and discharge to the Snake River.

It is anticipated that the plant expansion program will occur in two phases, first to 5.0 MGD, then to 6.5 or 7.0 MGD, responding to both the low and high build-out projections. The first phase is scheduled to be completed in 1995 at a cost of approximately \$9.375 million. The second phase expansion is estimated to cost only \$1.25 million, because of certain economy of scale improvements made during the first phase of construction.

Wastewater Treatment - Remainder of County

In other areas of the County, three types of sanitary sewer service situations exist. One situation occurs in areas where lot size, density, soil, or groundwater conditions are such that existing individual on-site system failures are likely; Wilson is one such area. These areas are problem areas which need to be corrected. A second situation is where the density of existing or proposed development is such that individual on-site systems can adequately dispose of sewage. The third condition is where existing or proposed development is of a density that requires the provision of a centralized sewage treatment system. For example, certain planned developments or development clusters will require a centralized system.

Three small wastewater treatment plants currently operate within the County. The plants are located at Teton Village, the Aspens/Teton Pines and the Golf and Tennis Club Resort.

The Teton Village plant is a 0.5 MGD tertiary treatment plant which utilizes ground water injection for final disposal. The plant is designed to serve only the population anticipated from existing platted lands at the base area, and not any of the unplatted lands owned by the Ski Corporation or others. It presently runs at about

0.25 to 0.35 MGD on the average day and peak day, respectively. Studies are presently underway examining expansion alternatives for this plant, to determine whether there are surface disposal options or if ground water injection will continue.

The Aspens/Teton Pines plant is also a 0.5 MGD tertiary treatment plant which utilizes ground water injection for final disposal. The plant was designed to serve these developments and also has the capacity to handle some additional surrounding development.

The Golf and Tennis Club Resort plant is a smaller, secondary treatment plant which discharges to a ditch which does not reach the Gros Ventre River. The plant is not designed to serve any other nearby developments, however, the plant could be rendered obsolete in the future by extending the sewer line in Spring Creek.

The need for centralized sewage treatment systems in new development areas should be looked upon as a means of eliminating the sewage disposal hazard areas. Where any new development requires a centralized system, the County should determine the feasibility of connecting that system to adjoining or nearby areas.

In this regard, a study of groundwater conditions on the West Bank of the Snake River (the "West Bank Study") was just completed for the County. The West Bank Study evaluated the character district maps prepared for a draft of this Plan, in order to determine where potential areas of high density development could contaminate ground water due to the close proximity of septic tanks to water supplies. The study concludes that "with existing zoning and proposed zoning, there is a need to provide a community system for the Wilson area and to expand the Teton Village wastewater treatment facilities".

Therefore, the study evaluated maximum daily sewage flows from development in areas where denser development is anticipated, these being areas in and around Wilson, the Aspens/Teton Pines, and Teton Village. The build-out projection for these areas is calculated to result in a total sewage loading of approximately 2.1 MGD.

Seven system alternatives were evaluated to serve this demand, including connection to the Town of Jackson plant, construction of a regional plant near Wilson, expansion of the Teton Village plant and expansion of the Aspens plant, and various other combinations. Costs for these alternatives range from a low of \$11.7 million, to a high of \$16.65 million. The study recommends that a feasibility study be conducted of the most viable alternatives for a centralized sewage treatment system on the West Bank. The alternatives which are recommended for further analysis are as follows:

- Install a new interceptor from the Teton Village plant to a new 2.1 MGD land treatment facility south of Wilson, on the east side of the Snake River. This alternative is estimated to cost \$11.7 million.
- Construct a new 1.0 MGD Teton Village plant; expand the Aspens plant by 0.17 MGD; and construct a new 0.5 MGD treatment plant south of Wilson, each of which would discharge to the Snake River. This alternative is estimated to cost \$13.6 million.
- Construct a new 1.0 MGD Teton Village plant, which would use land treatment for disposal; retain the existing Aspens plant but provide an outfall line for disposal to the Snake River; and construct a new 0.66 MGD treatment plant south of Wilson, discharging to the Snake River. This alternative is estimated to cost \$15.6 million.

Design of Wastewater Facilities

As the above analysis illustrates, a wide range of central sewage treatment system options is available. The traditional sewage treatment plant, which mechanically and chemically treats sewerage and discharges the treated water to a stream, is one of the most familiar. The traditional sewage treatment plant can be modified to discharge the treated water to new wetlands or through injection wells to groundwater. Another basic type of system uses storage lagoons, where the wastewater is oxygenated by aeration and treatment is

accomplished by natural means. In these systems, the treated water may be released to new wetlands, sprayed on crops or woodlands, or released to shallow soils by subsurface fields.

This Plan recommends using the aerated lagoons as the preferred treatment method. This is because the relatively generous open space ratios planned for the rural areas of the County can eliminate the land costs associated with the provision of such systems. Second, the maintenance costs of the aerated lagoons is much lower than chemical/mechanical systems. Third, the lagoon systems have a built-in safety margin.

The discharge of sewage wastes directly to the Snake River or its tributaries, or from deep wells to aquifers, is undesirable. The recommended means of disposal is some form of land treatment, discharge to new wetlands, spray irrigation, or the use of subsurface fields. The recommended means of disposal not only fits well with the open space ratios, but also provides the additional ability to use the nutrients that remain in the treated wastewater. This can lower the cost of treating the sewage, provided adequate storage areas are provided for those periods of the year when climate prevents land application from occurring.

The Plan contemplates the use of many of these sewage treatment systems. Each will have to be properly designed to fit the individual requirements of each site, its soils, and neighboring uses. The policies above are intended to encourage systems that best fit the needs of the rural areas and which tend to minimize the cost of providing service.

Management of Sewage Treatment Systems

The County and Town should develop a single management agency for central sewage treatment systems, funded entirely by the system users. A single management agency, rather than numerous individual operators, is the best way to provide high quality sanitary sewer service in a cost-effective manner. It also provides the greatest accountability to the public for the safe management of the system. Small plants are very costly to manage individually. However, a public agency that runs several such systems can achieve economies of scale in their management.

The existing Town system and the new County system should have separate accounting and funding. The Town system should continue to operate as it has, with expansions, if required, programmed in advance and built by the operator. The County system should be created through a different approach, by constructing the system in conjunction with private developments.

The County should identify major areas where sanitary sewer service is needed, either to eliminate existing problem areas or to serve new development proposed by this Plan. Work should begin before a development is proposed to identify service areas and the maximum populations to be served. This task should be accomplished within 18 months of the adoption of this Plan. Thus, when actual developments are proposed, the County will know what additional areas should be served and will be able to provide the developer's engineer with the projected off-site service demands.

The developer would be expected to build the plant to a capacity needed to serve the projected service area, and turn the facility over to the management agency, following its construction and testing. The developer should be compensated through hook-up charges for all off-site needs. This means that the County must have a system installed in these developed areas and provide a special service area to permit the cost of the system to be paid off via taxes over a twenty- to thirty-year period. The County will also have to require the existing area being served to connect to the system, so that the developer can be quickly compensated for the additional costs involved. The management agency should have specific procedures for this set forth.

The agency will also have to work out a program for the acquisition of the existing sewage treatment plants. The least costly and most cost-efficient plant should be acquired first. A long-range capital investment program may be required to accomplish this.

Other Utilities

Electricity service is provided to the area by Lower Valley Power and Light (LVP&L). LVP&L is working to assure an adequate supply to meet future power needs through its contract with the Bonneville Power Association (BPA) and by encouraging conservation methods in new construction and retrofitting of existing development.

If peak demand for power keeps increasing, BPA will upgrade the transmission systems to the Teton substation within 3 to 5 years and LVP&L will need to add new transmission capacity within the next 10-20 years. LVP&L has been investigating the potential for meeting this demand through natural gas, because of the environmental impacts of new electric transmission lines. Providing natural gas service will also allow conversion of some fireplaces to gas burners, creating the side benefit of improved air quality in the area. Providing two sources of power will also provide LVP&L with greater flexibility to meet peak power demands.

The constraint to providing natural gas service to the area is that the existing pipeline will have to be extended by 40-70 miles, depending upon routing. Demand for this extension must be demonstrated not only in Jackson Hole, where it apparently exists, but also in Afton, where there is not currently sufficient demand. Demand in Afton would likely only be created by an industrial project, such as a gas turbine generator.

Telephone service is also experiencing a capacity problem, but all indications are that this problem is technically resolvable and should not influence future growth in the community.

Burying utility lines underground is preferable for the community than the use of overhead lines from an aesthetic and health/safety standpoint; underground easements must first be secured. Where they are not obtained, utilities can borrow easements from the Wyoming Highway Department, but such easements must be vacated at the department's request. Vacating an easement usually requires that transmission lines be relocated, and underground lines are costly to move. Therefore, the ideal solution is to secure wide enough rights of way to cover utility to construct and maintain the distribution systems necessary to adequately serve the valley. With proper right-of-ways, utilities could place as much of their transmission and distribution systems as possible underground, which will help limit the need for unsightly overhead lines. Another solution may be to designate utility corridors, but prohibit the use of overhead lines.

Solid Waste Disposal

Teton County generates approximately 20,000-21,000 tons of solid waste each year. The County has an annual contract with a private firm, which provides the equipment necessary to collect the solid waste and transport it to the County's transfer station, where it is consolidated. From there, the firm transports it to the landfill in Sublette County, for ultimate disposal. The County pays about \$35 per ton for this service. There is also a \$5 per ton surcharge levied for the purpose of financing a permanent recycling facility.

The transfer station is an approximately 10,000 square foot building with three bays, which is operating at about 90-95% of its capacity. The site contains 40 acres, and is located on land leased from the Forest Service and BLM. There is room at the facility to add one more bay, however, there are other technical operating constraints at the site which also need to be resolved. The costs of this expansion, which will likely occur in the next five years, have not yet been analyzed.

The landfill in Sublette County has an expected life of about 20 years. There are efforts being made to purchase additional land to extend its useful life. Since it is highly unlikely that a landfill site could be found within Teton County, other options have been considered. Incineration has been examined, and was determined to have a price tag in the range of \$10 million.

Public Maintenance Center

Town maintenance functions, including those for the transit system, occur at the Town's existing site near the Rodeo grounds. There appears to be sufficient room at the Town site to meet its present maintenance needs. The County presently has a contract with the Town for its maintenance needs, which also occur at this site.

Teton County recently purchased Adams Canyon, about 20 useable acres three miles south of town in an industrial zone, for a consolidated public maintenance center. A total of about 50-60 acres is needed to accommodate the following uses: Highway Department (maintenance/heavy uses and a separate driver's license center); County uses, including the recycling collection facility and sorting center and County Sheriff (principally the impound lot and animal shelter); Town-County Park and Recreation storage; U.S. Forest Service (heavy uses only; visitor center to remain on North Cache Street); and Game and Fish Service (heavy uses only). It may be appropriate to separate the public serving uses (driver's license) from the heavy maintenance uses, requiring two sites to be developed.

B. SUMMARY STATEMENT OF GOALS AND OBJECTIVES

Goals:

1. Anticipate community facility needs due to planned levels and locations of growth.
2. Maintain up-to-date Town and County development exactions, and/or adopt impact fees which ensure that growth pays its fair share of the costs of park and recreation facilities, transportation, water supply and wastewater treatment facilities, fire protection facilities, government facilities and schools.

Objectives:

1. Reserve locations for new facilities in accordance with the planned areas of growth and build these new facilities when the demand exists.
2. Maintain a 5-10 year capital facilities program which sets priorities for constructing necessary facilities which are consistent with and implement the Comprehensive Plan.

C. IMPLEMENTATION STRATEGIES

The preceding inventory and analysis has identified a wide array of community facility needs. One strategy to address these needs is to organize them into a short term 5-10 year program and a long term program associated with ultimate build-out.

Table 7.6 provides a summary of community facility needs associated with wastewater treatment, schools, fire protection, parks and recreation, and pathways. Table 7.7 lists the studies currently underway to define other facility needs, including those for transportation facilities. As each study is completed, its recommendations will be added to the program. Three other strategies which should be analyzed are the capital facilities tax, development exactions and impact fees.

Capital Facilities Tax

The Wyoming Statutes authorize local governments to adopt a local option sales tax for the purpose of funding necessary public facilities. In 1989, the Town and County placed four issues on the ballot for voter authorization to impose a one penny sales tax to fund the following projects:

- A \$7.75 million expansion of the hospital;
- A new \$6.5 million middle school;
- A new \$4.5 million recreation center; and
- A new museum.

**Table 7.6
Summary of Short and Long Term Community Facility Needs**

Short Term Priorities		Long Term Program	
Facility	Estimated Cost in million \$	Facility	Estimated Cost in million \$
Expand wastewater treatment plant from 3.5 to 5.0 MGD.	9.375	Expand wastewater treatment plant from 5.0 to 6.5 MGD.	1.25
Build new elementary schools in Wilson and South Park. 1st phase expansion of high school.	3.75-4.0 3.50	Build 2 additional elementary schools. Expand junior high. 2nd phase expansion of high school.	3.75-4.0 3.25 3.50
Build Rafter J, Teton Pines and Gros Ventre Junction fire substations.	0.9	Not yet determined	N/A
Purchase and begin development of about 155 acres of park land, to include a new fair ground. Build recreation center.	? 4.5	Purchase and develop an additional 225 acres of park land.	?
Begin to implement pathways program.	4.0	Continue implementation of pathways program.	4.0

Table 7.7 Community Facility Studies To Accomplish	
1.	Evaluate short term and ultimate Town water supply and storage needs.
2.	Complete detailed assessment of West Bank centralized sewage treatment options.
3.	Evaluate short and long term road needs (in conjunction with State Highway Department)
4.	Formulate new Transit Development Plan (TDP)
5.	Complete assessment of airport needs.
6.	Complete assessment of cultural facility needs.
7.	Up-date pathways system plan.

The voters authorized the sales tax for the hospital, school and recreation center projects, but not for the museum. To date, the hospital and school, which received the greatest number of votes, have been built, having obtained "bridge" financing, secured by tax receipts. Construction of the recreation center started in 1993.

The Capital Facilities Tax provides a mechanism for addressing existing community facility shortfalls identified in this Plan. However, because the tax requires special authorization by voters for each project, it is not a secure technique for meeting demands associated with future growth. Relying solely on this tax for all future capital facility needs could leave the Town and County experiencing the residential and commercial growth projected in this Plan, without providing commensurate infrastructure, park land and similar public needs.

Development Exactions

A development exaction is a governmental requirement that a developer dedicate or reserve land for public use or improvements, or pay a fee in lieu of dedication which is used to purchase land or construct public improvements. Development exactions are typically imposed as conditions of the subdivision process prior to approval of a plat. Although most exactions are imposed for on-site purposes, such as internal streets or park and school sites, communities have had some success in applying exactions for off-site purposes, if directly related to the service needs created by the development.

The Town and County each have had development exactions in place since the 1980's. The Town's Subdivision Regulations provide for the dedication of 9 acres of park land per 1,000 residents and also provide for the dedication of 0.14, 0.17 or .020 acres of land per dwelling unit (for single family, medium density and high density residential uses, respectively) for school sites. The Town park and school dedication requirement may instead be met through a payment-in-lieu, the amount of which is to be determined by an appraisal.

The County's Subdivision Regulations provide for the dedication of 0.03 acres of land per dwelling unit for "parks, pathways, playgrounds, schools and similar public purposes".

To update these exactions to implement the capital facilities needs identified herein, the following analysis was conducted.

First, the land needs for park and school facilities to serve the planned future population was identified. This includes 225 acres of park land and 50 acres of school land (4 new elementary schools at 10 acres each, plus a

10 acre expansion of the junior high/high school campus). Based on an additional population of 22,560 persons, the total land demand would be 0.012 acres per person.

Next, a factor for the number of persons per dwelling unit were derived. Survey data indicates that an average of 2.4 persons occupies each dwelling unit in the Town and County.

Finally, multiplying the 0.012 acre per person land demand by the average household size of 2.4 persons yields a new park and school land exaction of 0.029 acres per unit. At an average land cost of \$60,000 per acre, a cash-in-lieu option of \$1,740 per unit is obtained. Prior to adoption of this revised exaction, it is suggested the Town and County conduct research to quantify the actual occupancy of persons in existing studio, one bedroom, two bedroom and larger dwelling units, and replace the average household size factor with this more specific information.

Impact Fees

One shortcoming of a subdivision exaction is it does not address the impacts of newly built units which do not require subdivision approval. This type of exaction also only addresses the land needs associated with growth, and not facility development costs. Many communities, therefore, have turned to impact fees, which are a type of development exaction which provide a method of calculating both on-site and off-site community facility impacts from all types of development, and to require fee collection either when a plat is filed or a building permit is issued.

Impact fees are a governmental response to the widening gap in rapidly growing communities between infrastructure needs and available fiscal resources. This gap has been caused by the increasing costs of developing new facilities, combined with decreasing federal and state contributions to local budgets and increased local opposition to new taxes.

An impact fee has been defined as "A monetary charge to recoup a proportionate share of the capital costs required to accommodate new development with necessary public facilities". Impact fees provide a way for local governments to apportion the responsibility for financing new roads and other capital facilities among the individual developments which cause the need for new or expanded facilities. The effect of such systems is to shift the financial burden for new public facilities away from the general taxpayer to the specific individuals who are creating the need for, and will benefit from the new or expanded facilities.

Impact fees are a direct descendent of traditional requirements that developers provide all public improvements within a subdivision which are designed to serve its residents. The improvements within the subdivision, however, are clearly only a part of the total spectrum of public facilities and services needed for or affected by a new subdivision. Off-site facilities, such as transportation, schools, and parks, typically serve residents of several subdivisions and need to be integrated into the community-wide system of public facilities so they do not function in isolation from one another.

On-site improvements are directly necessary for an individual subdivision and are, therefore, typically required to be installed by the developer prior to sale of lots or development of new units. Since off-site facilities are required by and benefit more than one subdivision, local governments have turned to impact fees to insure that the proportionate cost of such facilities is borne by new development, instead of having several different developers come together over time to collectively build the needed road or park.

Impact fees have been found by the courts to differ from taxes. Therefore, impact fees can be authorized by local ordinance and do not require a vote of the electors. However, where a tax need not demonstrate a relationship between the amount paid and the benefit received, a fee must have a direct, proportionate relationship.

As with many innovations in land use regulation, the courts have played an important role in the design of impact fee systems. Court rulings require that new residents **not** pay for the infrastructure needs of existing residents and monies collected be spent in a manner that benefits those who paid. The legal concept

describing the courts' intent is known as the "rational nexus test". As applied throughout the Country, the test requires that two findings be made with respect to an impact fee ordinance.

First, the community must be able to demonstrate a reasonable connection between the need for additional facilities and the growth generated by new development. Courts rely heavily on the link between the ordinance and the community's comprehensive plan when applying this test. Plans containing clear and concise public facility and service planning standards that mandate linkage between land use and adequacy of facilities make evident a community's commitment to plan for and regulate growth and development and make for defensible impact fee systems.

The second finding which must be made is that there is a reasonable connection between the expenditure of the fees and the benefits received by the development paying the fees. To meet this test, the contributing development need not exclusively benefit from facilities financed from the fees it pays, but must substantially benefit from them. If the improvements are located such that one may reasonably expect residents or users of that development would use those improvements, then the substantial benefit criteria will have been met. This is in sharp contrast to the legal standard applicable in only a few states (such as Illinois) under which developers can be held financially accountable only for the cost of facilities uniquely attributable to their project.

The rational nexus test provides an explanation for why impact fee calculations may only include capital costs, not those for operations, maintenance and repair. While capital costs can reasonably be connected to the impacts of growth, the ongoing costs are most closely associated with impacts from actual populations, paid by property, sales and other taxes and user charges.

D. RECOMMENDATIONS

1. Insure that growth pays its own way with respect to the need for new community facilities. Make up existing community facility deficits by seeking voter authorization for expenditure of capital facilities tax revenues.
2. Adopt, as an interim measure, an updated development exaction for park and school land, based on a per capita land need of 0.012 acres and a statistical determination of the actual occupancy of persons per bedroom in dwelling units within Teton County. Ultimately, conduct studies for and adopt impact fees for necessary park land and recreation facilities, and for other needs associated with growth, including, but not limited to, roads.
3. New facilities should not be built as an inducement to growth. Building facilities in advance of growth may be appropriate when there are economic benefits to building beyond immediate needs (economies of scale); however, the ability to provide service should not be considered justification for permitting development in areas determined not to be appropriate for growth based on community policies.
4. Whenever feasible, a single agency should be created to administer both the Town and County service systems. For example, a single management agency, rather than individual operators, should administer the Town and County centralized sewage treatment systems, although with different policies for the two systems. The Town system would function based on expansions being programmed in advance and built by the operator, while the County system would be built as part of the construction of private developments.
5. Because of the importance to the community of park land under the jurisdiction of the School District, such as Miller Park and Owen Bircher Park, the Town and County should purchase or otherwise preserve this land for recreation if it is ever threatened with other use.

6. Any impact fee regulation which is adopted should be based on the following policies:
 - a. The regulation should be based on land space needs or a documented estimate of the cost of purchasing land and constructing new public facilities which demonstrates that facility demand is a consequence of growth, not existing developments.
 - b. The regulation should contain a reasonable formula for determining the portion of the cost imposed on new development, such that new developments pay only their proportionate share, and not the entire burden, of the cost of new facilities.
 - c. The regulation should require payment of fees at the time of building permit issuance, unless a fee was previously paid, land was dedicated, or the applicable facilities were built at the time a subdivision plat was filed for the property.
 - d. The regulation should provide for reduction in fees to give the developer credit for any improvements or land dedications made which have general benefit and are provided in excess of those internal to the subdivision. Credits should also be given for any tax payments made in the past by vacant land or to be made in the future by new development, which are spent on capital facilities to serve past growth or correct existing deficiencies.
 - e. The regulation should specify that expenditures will be made within limited geographic service areas, so residents of the new development will likely benefit from facilities for which they paid their fair share.
 - f. The regulation should provide that any funds collected be segregated from other revenue sources and be earmarked for expenditure for only those facilities for which monies were originally collected.
 - g. The regulation should establish a time limit within which the monies collected will be expended, and a procedure for refunds if the time constraint is not met.
 - h. The regulation should include a provision allowing an applicant to prepare an independent assessment of the impacts of the project on the community, to determine whether its unique characteristics make its impacts less than those indicated in the adopted fee schedule.