



Board of County Commissioners - Staff Report

Meeting Date:	July 16, 2024	Submitting Dept:	Planning & Building Services
Presenter:	Chandler Windom	Agent:	Mila Dunbar-Irwin & Jaclyn Knori
Property Owner:	Teton County, WY	Applicant:	Jorgensen Associates, Inc.
Subject:	CUP2024-0001: Stilson Transit Center		

REQUESTED ACTION

A Conditional Use Permit, pursuant to Section 8.4.2 of the Teton County Land Development Regulations (LDRs) for a new Transportation/Infrastructure use, the Stilson Transit Center and Park-n-Ride.

BACKGROUND/DESCRIPTION

PROJECT DESCRIPTION

Teton County is proposing to construct a new Transit Center/ Park-n-Ride at the Stilson parking lot. This new facility is an element of the Federal BUILD Grant that was obtained to assist Teton County with implementing the Teton Mobility Corridor Improvements (TMCI) being funded by the grant. The Stilson Transit Center/Park-n-Ride is the largest of the 13 component projects in the TMCI. The Transit Center will serve as a hub for START (Southern Teton Area Regional Transit) in attempts to reduce the number of single-occupancy vehicles on the roads and improve local and regional connectivity.

Stilson had historically been used as an off-site parking area for the Jackson Hole Mountain Resort and was previously permitted through CUP1996-0010/DEV1996-0047. Parking at Stilson is a mitigation element of Transportation Demand Management in the Teton Village Area I Master Plan. More recently, an Exempt Land Division and a Boundary Adjustment (EXD2023-0003/BDJ2023-0001) were completed in order to facilitate a land transfer from the Jackson Hole Mountain Resort (JHMR) to Teton County, WY. This land transfer was a necessary part of securing the \$25 million Federal BUILD Grant funds as a local match requirement.

The Transit Center is proposed at 2,900 sf and will include restrooms, six bus bays, covered bicycle parking, bike share, public e-bike charging, electric vehicle charging, and will be served by a paved parking lot with approximately 385 spaces. Part of the proposal also includes rerouting Beckly Park Way around the northwest side of the new Transit Center lot to facilitate better traffic flow through the overall site.

EXISTING CONDITIONS

Lot 7 currently contains a gravel parking lot with approximately 369 vehicle parking spaces along with portions of Beckly Park way and adjacent pathways. There are no existing structures on the site.

LOCATION

Lot 7 is adjacent to 1455 N Beckley Park Way and located at the northwest corner of the intersection of State Highway 22 and Moose-Wilson Road (State Highway 390).

Legal Description: Lot 7 Stilson Park Subdivision Amended

PIDNs: 22-41-17-23-1-15-003

Site Size: 5.40 acres

Character District: 9- County Valley/8- River Bottom

Subarea: 9.3- Existing County Valley/ 8.1- Existing River Bottom

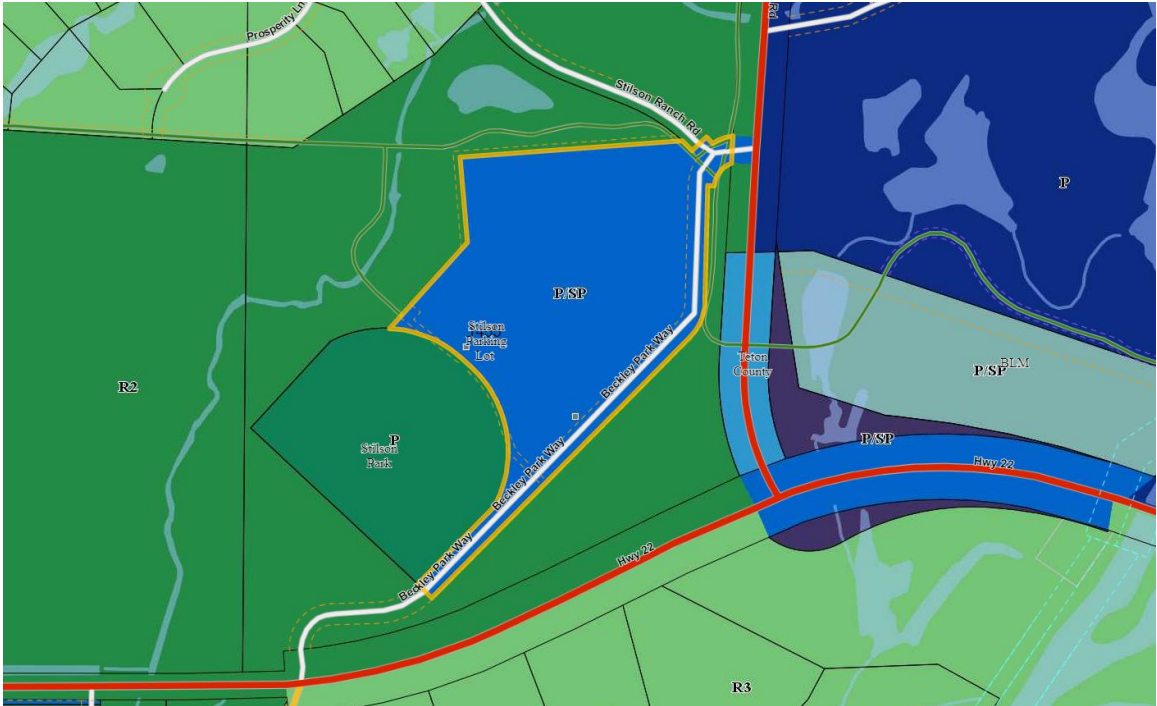
Zone: Public/Semi-Public (P/SP)

Overlay: Scenic Resource Overlay & Natural Resources Overlay (Partially)

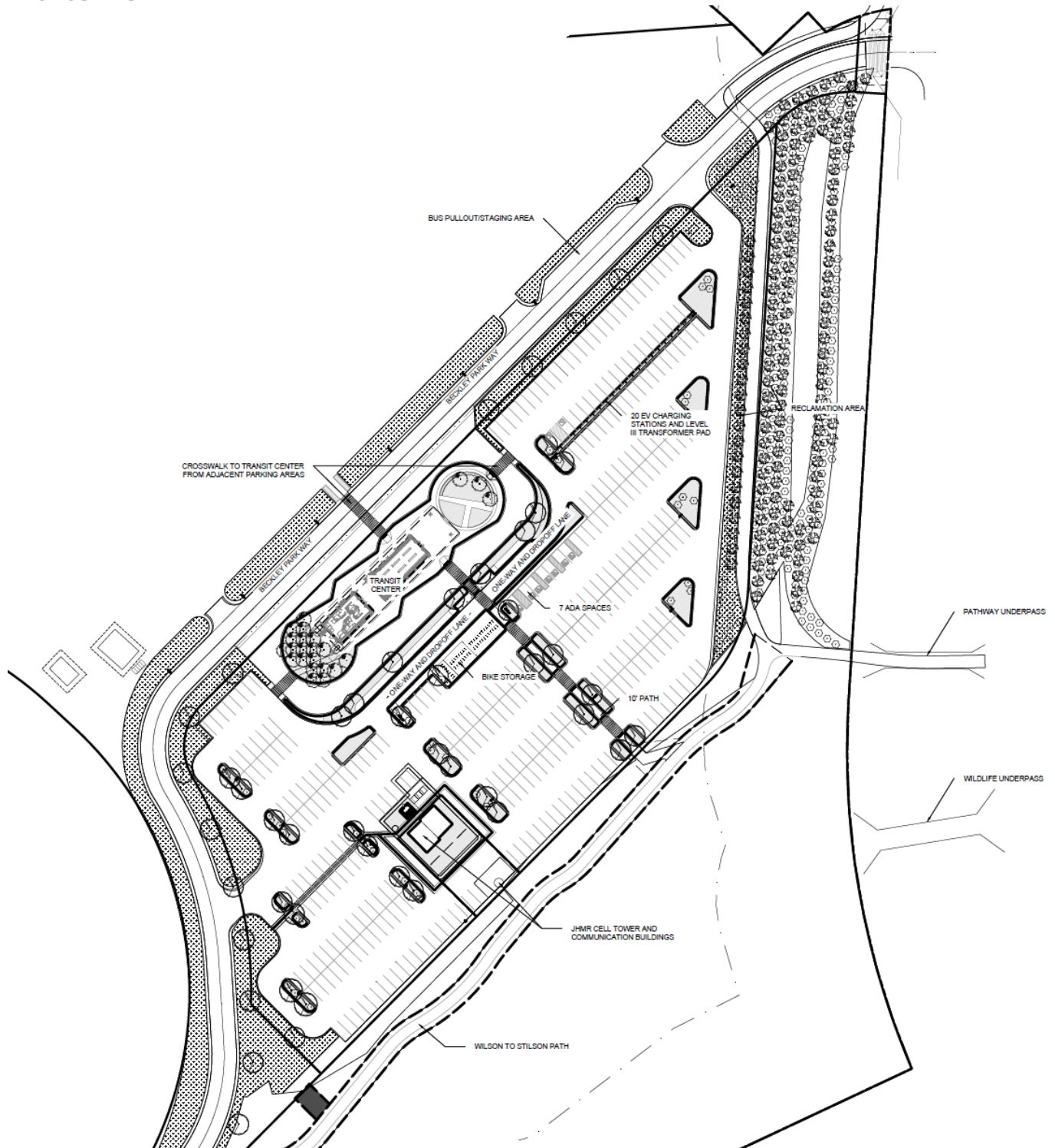
AERIAL MAP



ZONING MAP



PROPOSED SITE PLAN



STAFF ANALYSIS

The proposed Stilson Transit Center and Park-n-Ride aims to create a transit hub that is centrally located between Jackson, Teton Pass, and Teton Village. The facility will support alternative modes of transportation and upgrade the level of service at Stilson. Staff has reviewed potential impacts to the Natural and Scenic Resource Overlays as well as compliance with the Public/Semi-Public (P/SP) zone.

RELATIONSHIP TO THE CHARACTER DISTRICT

- Character District: 9- County Valley / 8- River Bottom
- Subarea: 9.3- Existing County Valley Subdivisions/ 8.1 – Existing River Bottom Subdivisions
 - *Classification:* Conservation
 - *Neighborhood Form(s):* Conservation Form

Existing and Future Desired Characteristics:

The site is on the boundary between two character districts, although the classifications and neighborhood forms are the same for both subareas. The proposed use will continue to meet the desired future character of the County Valley and River Bottom Districts. The goals of these districts include preserving wildlife habitat and scenic vistas. The County Valley District also emphasizes the transportation role of State Highways 22 and 390. The future character of these roadways should include additional capacity for alternate modes as well as wildlife-vehicle collision mitigation, such as wildlife crossings, and scenic enhancement. The transit center will contribute to the desired future characteristics of these districts and support the connectivity and mobility for residents, area workers, and visitors.

Policy Objectives:

This proposal for the new transit center will enhance the public amenities at Stilson and meet the policy objectives of both districts by providing greater transit access. See the attached analysis of the Policy Objectives for the County Valley & River Bottom Districts.

Subarea Character Defining Features:

Per the Jackson/Teton County Comprehensive Plan, Existing County Valley Subdivisions and Existing River Bottom Subdivisions are both conservation subareas that predominantly support rural residential development. Protecting wildlife habitat and scenic viewsheds are goals with new development, with a specific focus on improving wildlife permeability. The transit center and other improvements aim to maintain and potentially enhance wildlife movement through the site. The new development was designed with consideration of the recently constructed wildlife underpass crossings.

RELATIONSHIP TO THE APPLICABLE LAND DEVELOPMENT REGULATIONS

Transportation/Infrastructure Uses (Section 6.1.10)

Complies. A Transit Center is not a clearly identified use in the LDRs, however falls under Transportation/Infrastructure Uses. The category, which includes parking as a primary use, is defined as “A transportation or infrastructure use is the use of land or water to provide for the movement or storage of vehicles, water, sewage, power, or other utilities.” There are no use-specific standards for parking or general transportation uses as well as no zone-specific standards for these uses in the Public/Semi-Public zone. A Conditional Use Permit is however required per the zoning. A retail coffee space is included in the transit center proposal, which qualifies as an incidental use per LDR Section 6.1.2.B.2, “An incidental use is a use that is commonly integrated into the operation of a principal use, even if the incidental use would be classified as a different use if it were separated.” In this case the incidental retail use will only exist because of the primary Transit Center use. Incidental uses do not require separate use permits.

Natural Resources (Div. 5.1, 5.2)

Complies as conditioned. Pursuant to Section 8.2.2, an Environmental Analysis (EA) was completed prior to this application, EVA2023-0005, although the property is only partially within the mapped Natural Resources Overlay (NRO). This most recent EA review was limited only to the proposed transit center construction and rerouting Beckley Park Way. Comments on the application were collected from the Wyoming Game & Fish Department and Teton County Public Works. It was noted during the review that some stakeholders desired a more

comprehensive understanding of future development in Stilson, such as possible improvements by JHMR, adjacent roadway projects by WYDOT, and Teton County Parks & Recreation plans for Stilson Park. However, as those plans are not yet available, it was not possible for the EVA2023-0005 application to anticipate currently unknown impacts. Efforts were made by the applicant team to maintain wildlife permeability through the Stilson site with the new wildlife underpasses in mind, including shifting development farther away from the eastern side of the site and moving Beckley Park Way towards the middle of the parking lot and away from the cottonwood forest. The site does contain moose and elk crucial winter ranges. Through the EA review it was found that the project was not anticipated to have an adverse impact on these protected animal species and impacts to natural habitats will be minimal. Approximately 98% of the project area disturbances will be in previously developed or low priority vegetative covertypes. Some conditions were recommended, the most relevant of which are copied below.

1. Temporary development impacts shall be reclaimed with a natural vegetative cover type of equal or higher value upon completion of construction.
2. A Final Mitigation Plan is required prior to the issuance of any physical development permits. Within one year of completion of the construction, the required mitigation shall be implemented. Mitigation shall be monitored for at least 3 growing seasons (no surety is required from other Teton County agencies).
3. Construction management and timing for the Transit Center shall consider wildlife permeability, such as phasing work across the site with smaller areas of construction barriers to prevent wildlife entrapment while also maintaining pathways for wildlife movement around the construction areas. Construction equipment and material staging locations should be located the furthest distances possible from the wildlife underpasses.
4. Outdoor Construction shall be limited to daytime hours only, year-round, to reduce impacts to wildlife.
5. Landscaping within the parking lot shall be plant species that are less palatable to ungulates. If trees are to be planted, regular removal of limbs at least 10 feet above the ground is required. Temporary fencing around individual trees is permitted.
6. Approved bear resistant trash containers are required per Section 5.1.3, Wild Animal Feeding, Land Development Regulations. At construction sites, all trash receptacles for trash that includes food, food wrappers, or other bear attractants shall be bear-resistant. Containers shall be kept closed and latched at all times. Non-bear-resistant dumpsters or trailers may only be used to store construction trash that does not contain bear-attractants.

Some of these standards are typical for development in the NRO or Teton County generally, such as mitigation, reclamation of temporary impacts, and bear resistant trash containers, and will be added to future physical development permits. The others which are specific or unique to the transit center development will be repeated in the recommended conditions for this permit. Specific hours of outdoor construction are recommended for ease of enforcement as well as minimizing impacts to the surrounding neighborhoods.

Scenic Resources Overlay (Section 5.3.2)

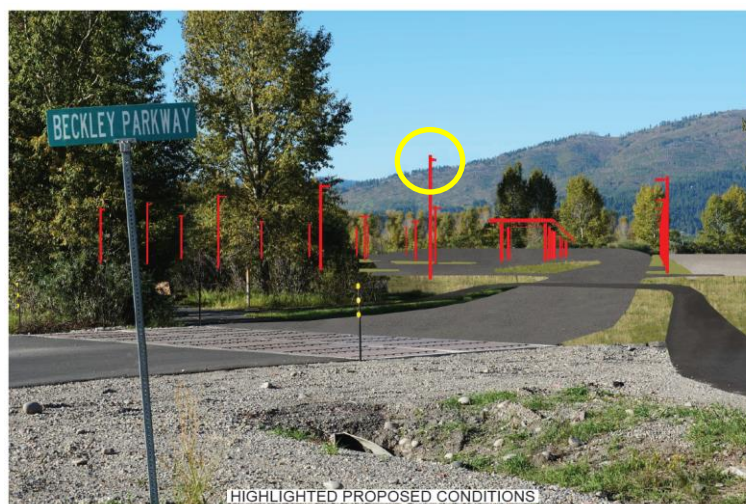
Complies as conditioned. The application has demonstrated compliance with the Scenic Resources Overlay, with one condition. In this area, which is at the corner of the Moose-Wilson and Highway 22 Scenic Areas, the standards aim to protect broad open meadows and unobstructed views of the surrounding mountains. For development which is shown to be visible from the designated corridors or viewpoints, the analysis shall demonstrate, in accurate perspective format, the measures proposed to blend the development into the context of the setting. The new transit center is predominantly shielded from view behind an existing stand(s) of vegetation, which is a supported location of structures in the foreground standards. The following foreground standards are therefore applicable. *“Behind Existing Stand of Vegetation. When located in the Foreground behind an existing stand of vegetation, including vegetation which has grown naturally on the site and vegetation planted as an agricultural wind row, the physical development, use, development option, or subdivision shall comply with the following standards.*

- i. *Scale. The scale of the physical development, use, development option, or subdivision shall not interrupt or obscure the existing occurring stand of vegetation behind which it is located.*
- ii. *Supplementary Vegetation. Where natural vegetation does not adequately screen the physical development, use, development option, or subdivision as determined by the visual analysis, native vegetation shall be planted to augment the existing vegetation and maintain the visual integrity of the view shed.*
- iii. *Preservation of Existing Vegetation. Existing vegetation shall be preserved to the maximum extent practicable”*

According to the visual resource analysis provided by the applicant, the existing vegetation will block the view of the transit center from most public vantage points. The one area where the new development will be most visible is from the northern intersection of Moose-Wilson (Hwy 390) and Beckley Park Way.



The buildings, located within the existing parking lot, will be single-story and use earth-tone and non-reflective exterior materials. Supplementary vegetation is proposed in landscape islands between the transit center and the Highway. There will be some parking lot light poles, proposed at approximately 30 feet tall. LDR Section 5.3.2.H.1 requires that *“Physical development shall not penetrate the Skyline on buttes and hillsides, as viewed from State highways, Spring Gulch Road, South Park Loop Road and Alta County, except in the case of an existing lot of record where there is no other siting alternative that complies with the standards of these LDRs.”* This skylining prohibition applies to all types of physical development, including the light poles. Staff recommends that the closest light pole in the rendering (highlighted in the image below) be reduced in height slightly or relocated so as to not protrude above the hillside in the background. All other Scenic Resource Overlay standards appear to have been met.



Exterior Lighting (Section 5.3.1)

Complies. The proposed lighting plan complies with the exterior lighting standards, however, is utilizing some exemptions available for complex uses and public safety. Section 5.3.1.D states “**Complex Uses.**

1. *Complex uses such as special events, construction sites, parking structures, urban parks, theme and amusement parks, ornamental and architectural lighting of bridges, public monuments, statuary and public buildings, correctional facilities, and industrial sites all have unique requirements for nighttime visibility and often have limited hours of operation. They shall be exempted from the above standards of this Section, if the below standards are met or if their lighting has been approved via issuance of a Conditional Use Permit or Special Event Certificate of Compliance.*
2. *Maximum height. Exterior luminaires shall not exceed a maximum post height of 60 feet.*
3. *Fully Shielded. Each luminaire shall be fully shielded in either its orientation or by landscaping to prohibit glare and light trespass to adjacent residential property and must be installed and maintained with minimum aiming angles of 25 degrees downward from the horizontal.*
4. *Lights Extinguished. Lights shall be extinguished by 10:00 PM or at the conclusion of the event, whichever is later. Lighting is not allowed to remain on overnight. Such lighting shall be fitted with mechanical or electronic timers to prevent lights being left on accidentally overnight by enabling them to be automatically extinguished.*
5. *Maximum lumens. Overall site illumination for a complex use shall not exceed a total of 550,000 lumens.”*

The proposed light fixtures will be 30 feet tall, which matches those existing light poles in the parking lot. The fixtures will be fully shielded, but the total site output will be a maximum of 625,280 lumens. In addition, lighting will not be fully extinguished at night, for which the applicant is requesting to utilize the exemption per the standards in Sec. 5.3.1.A.1 “*Exempt Lighting... Lighting determined necessary by the Planning Director to preserve public safety.*” The following was provided by the applicant per the exemption request; “*Due to safety concerns, the parking lot and Transit Center lights will remain on overnight to accommodate late and early parking lot and transit users. However, the lights will be on adaptive motion control so they have 30% brightness when no one is using the area immediately around them starting in the evening and ending in the daytime.*

All lights have both a photocell and a 24/7 clock to allow for programming based on light levels and/or time of day as appropriate.” As the transit center will be a public facility the proposal meets the public safety exemptions as applicable. LDR Section 5.3.1.A also exempts “*Lighting required by Teton County Building Codes.*” This exemption will apply to the transit center exits and entrances, further reducing the total lumen output for the site. The applicant team has provided an updated memo which is attached to this report which further explains the lighting plan and programming with an emphasis on public safety.

**Parking Lot/ Paving (Div 6.2)**

Complies. The proposed Transportation/Infrastructure use does not generate a parking or loading requirement. The proposal does aim to increase the number of parking spaces now on Lot 7 from the current 369 spaces up to 380 spaces, in response to current usage and anticipated growth in the transit market across the region. Disability and Bike Parking are provided in accordance with LDR Sections 6.2.2.C & D. Paving of outdoor off-street parking areas, aisles and access drives in the Public/Semi-Public zone is required by LDR Section 6.2.5.A.2. When the original parking lot use of Stilson was proposed by the Jackson Hole Ski Corporation via CUP1996-0010/DEV1996-0047, the applicant was also granted a Variance, VAR1997-0014, for paving and parking lot dimensions. That Variance allowed for the gravel parking lot and reduced parking space dimensions. However, with this updated Transit Center proposal, the current LDRs requiring paving of the parking area will now apply, as demonstrated in the application proposal. Landscape islands are also provided to avoid large expanses of asphalt.

STAKEHOLDER ANALYSIS

DEPARTMENTAL REVIEWS

The application was sent to the following departments and agencies for review. As Teton County Public Works is the applicant, represented by Jorgensen Associates, significant outreach did occur with other Teton County departments and government agencies prior to the submittal of this permit application. So, although no written response was received from some departments, those stakeholders already had opportunities to have their feedback incorporated into the final proposal.

- Teton County Engineer, Amy Ramage (no response)
- Teton County Regional Transportation Planning Administrator - Dr. Charlotte Frei (no response)
- Teton County Road and Levee- Dave Gustafson (no response)
- Jackson/Teton County Fire Marshal – Raymond Lane (no response)
- Jackson/Teton County Parks & Rec Director – Steve Ashworth (no response)
- Jackson/Teton County START Director – Bruce Able (no response)
- Jackson/Teton County Pathways Director – Brian Schilling (no response)
- Town of Jackson Assistant Public Works Director – Johnny Ziem (no response)
- Wyoming Game and Fish Department – Cheyenne Stewart (comments attached)
- Wyoming Department of Transportation – Darin Kaufman (comments attached)

PUBLIC COMMENT

Notice of this hearing was mailed to property owners within 800 feet of the site on May 10, 2024, and posted on the site on May 31, 2024. As of the publishing of this report several public comments have been received which are attached to this report. The majority of commenters had concerns about the exterior lighting remaining on at night. The applicant completed several public workshops related to the BUILD Grant prior to the submittal of this application, including a meeting on January 10th, 2023, focused on the Transit Center. These public meetings prior to the application submittal are considered optional per the LDRs.

PLANNING COMMISSION ANALYSIS

This item was first heard at the June 10, 2024, Planning Commission meeting. The Planning Commission heard a presentation from staff, a presentation from the applicant, and public comment. The Planning Commissioners discussed the application. The Planning Commissioners then voted to continue the item to the June 24, 2024, meeting to continue discussions and complete a site visit. On June 24, 2024, at 1:30 pm a site visit to the Stilson lot was led by the applicant team. There was not a quorum of Planning Commissioners at the site visit, however Commissioner Lurie attended in person and Commissioner Rockey attended a portion of the presentation virtually. The Planning Commission then convened later that same day at their regular meeting and continued to discuss the application. The Commissioners discussed impacts to wildlife in the area and possible conditions regarding exterior lighting and paving. Commissioner Rockey moved to recommend approval with an additional condition that the exterior lighting operations be reviewed by the BCC one year following the Certificate of Occupancy on the transit center. The Planning Commissioners voted 1-2 (Commissioners Kelly & Lurie opposed, Commissioner Muromcew absent, and 1 position vacant) on the suggested motion, resulting in a recommendation of denial for the transit center Conditional Use Permit. Commissioners Kelly and Lurie expressed that they were unable to make the findings that the proposed transit center was compatible with the desired future character of the area or that it minimizes adverse environmental impacts, specifically due to proximity to the wildlife underpasses. Commissioner Kelly also could not make the finding five that the proposed use minimized adverse impacts from nuisances due to the exterior lighting being on at night.

LEGAL REVIEW

A. Moore

RECOMMENDATIONS

PLANNING COMMISSION RECOMMENDATION

The Planning Commission recommends **DENIAL** of **CUP2024-0001**, for the new Teton County Transit Center & Park-n-Ride, unable to make the findings pursuant to Section 8.4.2.

PLANNING DIRECTOR RECOMMENDATION

The Planning Director recommends **APPROVAL** of **CUP2024-0001**, for the new Teton County Transit Center & Park-n-Ride, with the following conditions, based on the findings recommended below.

1. Construction management and timing for the Transit Center shall consider wildlife permeability, such as phasing work across the site with smaller areas of construction barriers to prevent wildlife entrapment while also maintaining pathways for wildlife movement around the construction areas. Construction equipment and material staging locations should be located the farthest distances possible from the wildlife underpasses.
2. Outdoor Construction shall be limited to 8 AM-6 PM from October through March and 7 AM-7 PM April through September, to reduce impacts to wildlife and neighbors.
3. Landscaping within the parking lot shall be plant species that are less palatable to ungulates. If trees are to be planted, regular removal of limbs at least 10 feet above the ground is required. Temporary fencing around individual trees is permitted.
4. Prior to construction the applicant shall demonstrate to the Planning Director that all new light poles are designed in a manner (e.g. location and/or height) to fully avoid skylining as viewed from State Highways.

PLANNING DIRECTOR RECOMMENDED FINDINGS

Pursuant to Section 8.4.2 of the Land Development Regulations:

1. ***Is compatible with the desired future character of the area;***
Can be made. The proposed use is compatible with the County Valley and River Bottom Districts of the Comprehensive Plan.
2. ***Complies with the use specific standards of Div. 6.1.and the zone;***
Can be made. There are no use specific standards for Transportation/Infrastructure Parking uses in either Divi 6.1 or the Public/Semi-Public Zone.
3. ***Minimizes adverse visual impacts;***
Can be made as conditioned. The application demonstrates compliance with the Scenic Resources Overlay, with the one recommended condition.
4. ***Minimizes adverse environmental impacts.***
Can be made as conditioned. The proposal will result in minimal impacts to high priority habitats and aims to maintain wildlife permeability through the site. Conditions regarding construction timing and landscape plantings are recommended per the EVA2023-0005 review.
5. ***Minimizes adverse impacts from nuisances;***
Can be made. The proposal aims to reduce the possibility of nuisance by better organizing the Stilson parking area with the new transportation hub. Expanding the opportunities for alternative modes of transportation has the potential to improve traffic conditions. Exterior lighting will all be shielded and include motion-sensor controls.
6. ***Minimizes adverse impacts on public facilities;***
Can be made. The proposed project is a public facility and will not cause an adverse impact.

7. *Complies with all other relevant standards of the LDRs and all other County Resolutions; and*

Can be made. Staff finds that the application complies with all relevant standards of the LDRs and other County Resolutions as reviewed in this staff report.

8. *The application is in substantial conformance with all standards or conditions of any prior applicable permits or approvals.*

Can be made. The application is in substantial conformance with prior reviews and approvals applicable to this proposal, BDJ2023-0001, EXD2023-0003, EVA2023-0005, PUD2022-0001, CUP2014-0005, & DEV2014-0009, as well as the original permits for the Stilson Park Planned Residential Development DEV1996-0047 and CUP1996-0010.

ATTACHMENTS

- [CUP2024-0001 Application \(digital only\)](#)
- CUP2024-0001 Updated Memorandum (Dated 6/17/24)
- Plan Review Committee Comments
- Public Comment
- [EVA2023-0005 \(digital only\)](#)

SUGGESTED MOTION

(All motions are made in the affirmative even though the Planning Commission recommends denial.)

I move to **APPROVE CUP2024-0001**, for the Teton County Transit Center and Park-n-Ride, with four recommended conditions, based on the findings recommended by the Planning Director.

1. Construction management and timing for the Transit Center shall consider wildlife permeability, such as phasing work across the site with smaller areas of construction barriers to prevent wildlife entrapment while also maintaining pathways for wildlife movement around the construction areas. Construction equipment and material staging locations should be located the farthest distances possible from the wildlife underpasses.
2. Outdoor Construction shall be limited to 8 AM-6 PM from October through March and 7 AM-7 PM April through September, to reduce impacts to wildlife and neighbors.
3. Landscaping within the parking lot shall be plant species that are less palatable to ungulates. If trees are to be planted, regular removal of limbs at least 10 feet above the ground is required. Temporary fencing around individual trees is permitted.
4. Prior to construction the applicant shall demonstrate to the Planning Director that all new light poles are designed in a manner (e.g. location and/or height) to fully avoid skylining as viewed from State Highways.

Attachment 1: Response to Comprehensive Plan District Policy Objectives.

1.1.b. Protect wildlife from the impacts of development.

Complies as conditioned. The proposal minimizes impacts to wildlife. Conditions are suggested to further protect wildlife from construction.

1.1.c. Design for wildlife permeability.

Complies. The proposal is designed to maintain wildlife permeability and support the wildlife underpass crossings.

1.1.h. Promote the responsible use of public lands.

Complies. The proposed transit center will encourage responsible transportation choices for those recreating in or traveling to public lands.

1.2.a. Buffer waterbodies, wetlands, and riparian areas from development.

Complies. All natural resource buffers are maintained.

1.3.a. Maintain natural skylines.

Complies as conditioned. The proposal does not result in any impacts to skylines as conditioned.

1.3.b. Maintain expansive hillside and foreground vistas.

Complies as conditioned. The proposal does not result in any impacts to hillside or foreground vistas.

1.3.c. Maintain natural landforms.

Complies. The proposal results in very little manipulation of the natural topography in this area.

1.4.a. Encourage non-development conservation of wildlife habitat.

Complies. The application proposed to expand on areas for wildlife movement and tie into recently constructed wildlife underpasses.

1.4.b. Conserve agricultural lands and agriculture.

Not applicable. There are no existing agricultural lands or uses on the site.

1.4.c. Encourage rural development to include quality open space.

Complies. The site was previously subject to a Rural Planned Residential Development that resulted in the adjacent conservation area on Lot 4 with the Teton County Scenic Preserve Trust. No additional open space is required.

3.1.b. Direct development towards suitable Complete Neighborhood subareas.

Not applicable. The site was identified as a suitable location for these transportation infrastructure improvements.

3.1.c. Maintain rural character outside of Complete Neighborhoods.

Complies. The proposed transportation use will maintain a rural scale.

5.3.b. Preserve existing workforce housing stock.

Not applicable. The site does not contain any existing housing.

6.1.b. Promote eco-tourism.

Complies. The transit center will promote eco-conscious transportation choices for tourists and residents.

7.1.f. Complete major transportation projects based on Major Capital Group approach.

Complies. The proposal is an element of a major transportation project.

7.2.d. Reduce wildlife and natural and scenic resource transportation impacts.

Complies. The proposal will encourage alternative forms of transportation that are anticipated to reduce impacts on natural and scenic resources.



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June 17, 2024

Ms. Chandler Windom
Teton County Planning and Building
200 S Willow Street
PO Box 1727
Jackson, Wyoming 83001

RE: Teton County BUILD Grant – Stilson Transit Center

Dear Ms. Windom:

We appreciate the opportunity to submit this memorandum for consideration with the Conditional Use Permit (CUP2024-0001) for the Stilson Transit Center. This document provides the timeline of approvals, stakeholder and public engagement, and conceptual history for the Stilson Transit Center. The history begins in 1997 with the approval of DEV1996-0047 granted to the Jackson Hole Ski Corporation, which established the park-and-ride use in its current location. We have also included details on the Basis of Design considerations, which informed many of the decisions made to date.

Sincerely,

Jorgensen Associates



Jaclyn Knori, PE



Mila Dunbar-Irwin

Stilson Transit Center Vision Statement

included in the Teton Mobility Corridor Improvements (TCMI) BUILD Grant Project

“The Stilson Transit Center project will serve as a focal point for transit and active transportation connectivity, while improving transit access to destinations across Teton County, Wyoming and Teton County, Idaho. The new transit center aims to provide modern transit and multimodal options for residents, workers, and visitors to reduce congestion and advance climate sustainability; while respecting the surrounding unique natural environment and ecosystems.”

History and Basis of Design

Jackson Hole Mountain Resort (JHMR) and Teton Village Association (TVA) originally developed (and continues to operate) a park-and-ride facility on a gravel lot at the site of the Stilson Transit Center project in the Stilson Park Subdivision. The need for an upgraded transit hub at Stilson has been well established via multiple transportation plans and analyses over the last decade. Elements of the future Stilson Transit Center have been included in the Teton Village Master Plan (1998), the Master Plan Assessment for the Stilson Park-and-Ride (2015), WYDOT Transit Improvement Assessment (2019), the Teton County Integrated Transportation Plan (2020), and as part of the BUILD Grant application (2020).

The new Stilson Transit Center is envisioned as a multimodal hub providing transit and active transportation connectivity to important destinations throughout Teton County, Wyoming and neighboring Teton County, Idaho. The transit center is located at the junction of Wyoming Highway (WYO) 22 and WYO 390 where the current JHMR park-and-ride lot exists, and will continue to connect the Town of Jackson to the east, JHMR and Teton Village to the north, and the community of Wilson and multiple communities across the Idaho state line to the west. The new Wilson-to-Stilson pathway segment has been designed and constructed to integrate with the new Transit Center and will allow for more residents and commuters to take advantage of bus transportation rather than driving single occupancy vehicles.

The new Stilson Transit Center has been designed in conjunction with a core group of stakeholders involved from the beginning, including Teton County and Town of Jackson staff, Wyoming Department of Transportation (WYDOT), Wyoming Game and Fish (WYGFD), START, TVA, and JHMR. There have been multiple Joint Information Meetings held during which the Teton County Board of County Commissioners and Town Council discussed and voted on various design elements, including the asphalt parking lot. In addition, the public has been invited to participate in the discussion via public information sessions held in the evenings at locations throughout Teton County. The Transit Center in its current program has been advanced to 100% design with the support and direction of the Teton County Board of County Commissioners, Town Council, staff, stakeholders, and partners. A full timeline of this process is included in Appendix A.

Project Description

The project includes final planning, design, and Federal and local environmental clearances for the proposed transit center as the precursor steps required to advance to the construction phases. Teton County, Town of Jackson, and the Federal Transit Administration (FTA) are local and Federal lead agencies, respectively. Specific components of the project include:

- Transit center site (approximately 5.4 acres) dedicated to transit/multi-modal uses and associated facilities, parking, access roads, and pathways. Land for the future transit center and park-and-ride was donated in February 2024 by JHMR as part of the local BUILD Grant match.
- Modern 2,900 sq. ft. transit center facility including six bus bays, climate-controlled waiting area, public restrooms, coffee kiosk, transit information and amenities as recommended by transportation consultant LSC – transportation planning professionals.
- Multimodal access improvements and upgrades including pedestrian and bike connections to the new transit center, bike parking, and opportunities to accommodate future human powered or electric/alternatively powered micromobility devices (i.e. e-bikes, etc.).
- Park-and-ride lot with up to 380 paved spaces including electric vehicle charging (upgrading the existing 369 spaces currently on the new County Lot).
- New access road linking the transit center and park-and-ride lot to WYO 22 and WYO 390. The new access road is realigned to move the traffic use away from the vegetated triangle near the new wildlife crossings.
- Transit center connections to planned pedestrian and bike pathway improvements adjacent to the new transit center.
- Design and placement of the transit facilities, grading, drainage, and water quality improvements that respect the area’s natural habitat and Snake River floodplain ecosystem.
- Natural and drought tolerant landscaping appropriate to the high mountain valley/high plain area.
- Vegetative enhancements to the eastern side of the site to enhance the cottonwood habitat.
- Site lighting compliant with Teton County’s 2022 Dark Sky Regulations.

History

The current lot is part of TVA and JHMR’s Transportation Demand Management (TDM) efforts to move people more efficiently to/from the Jackson area and the Village. The TDM efforts began in 1998 following the approval of the Teton Village Master Plan in March 1998. The approval required “the public use of the parking lot at Stilson Ranch for a transit stop, park-and-ride or similar public function to be agreed on in the future.” The goal of this requirement is to reduce traffic on WYO 390 and keep it a rural road. In the original agreement, the 1325 parking spaces allowed at Stilson are for day skiers, employees of JHMR, and other commercial properties. Since then, the resort has expanded, and the parking lot accommodates more visitors and employees while working to manage the corresponding increase in vehicular traffic.

A modern transit facility to serve the entire community at this location has been discussed since the Master Plan Assessment for the Stilson Park-and-Ride in 2015 (WYDOT, 2019). Feasibility planning was completed through a partnership between Teton County, START, and JHMR. The planning and engagement processes determined that this site is the preferred location for a modern transit facility, park-and-ride, and active transportation connections targeted at encouraging the use of transit ridership through careful

design. In 2020, the Board of County Commissioners, with the support of the Town Council, directed staff to apply for a Better Utilizing Investment to Leverage Development (BUILD) Grant from the US Department of Transportation. This application included a suite of transportation projects, one of which was the Stilson Transit Center. Teton County, JHMR, Town of Jackson, and multiple other partners were successfully awarded the funds later that same year. This grant has been directly supporting the design of the proposed transit center and the development of 12 other mobility and infrastructure improvement projects in the region and will support active transportation connectivity as well. The site planning, concept design, and federal environmental clearance of the transit center were completed in May 2022 and allowed the project to access the funding provided by the 2020 BUILD grant and advance to final design and construction phases by complying with the local required planning applications.

The project team held multiple stakeholder meetings with County and Town staff, START, WYDOT, WYGFD, JHMR and TVA to determine the best configuration of the facilities on the site and completed a conceptual design sufficient to advance the NEPA process, Environmental Analysis, and new property boundary location, which required a Boundary Adjustment and Exempt Land Division (BDJ2023-0001 and EXD2023-0003, approved September 7, 2023). Once the property boundary was established, JHMR donated 5.4 acres of land for the Stilson Transit Center to Teton County. This property transfer was completed in February 2024.

The new Stilson Transit Center will be developed within a larger area known as Stilson Park, which consists of about 50.82 acres, 13.92 acres of which Teton County owns (8.52 as park land and 5.4 for the future transit facility) and 36.92 acres owned by JHMR. Approximately 26.52 acres of JHMR's property is under the Teton County Scenic Preserve Trust easement. Teton County and JHMR planning for the larger Stilson area will explore wildlife corridors and complementary uses and may be conducted as a collaborative effort or independently. Stakeholders, such as WYGFD, will be heavily involved in this process.

Existing Site and Transit Conditions

Stilson Park is located in the northeast quadrant of the key junction of WY 390 (Moose Wilson Road) and WYO 22 (Teton Pass Highway), five miles west of Jackson, one mile east of Wilson, and seven miles south of Teton Village. It currently consists of three large gravel lots, with a capacity of 600 spaces plus 725 overflow spaces (*allowed* per the Teton Village Master Plan updated in June of 2023), along with a 1,200 square foot passenger/bathroom building and bus loading area. Lot 7, now owned by Teton County, currently contains 369 gravel parking spaces and Lot 6 owned by JHMR currently contains 231 spaces with an allowed 725 overflow spaces. The 369 improved parking spaces on County land will continue to be counted as part of the Teton Village Master Plan spaces.

The START Board of Directors has implemented the START Routing Plan 2020-2025. This plan has resulted in several significant changes in START service, including implementation of express service between Teton Village and Jackson, a new Teton Village – South Jackson Route (serving Stilson Park) and doubling of the Teton Valley commuter service. In addition, the TVA Improvement and Service District contracts for the provision of the “Stilson Express” service, which provides free shuttle service during the winter ski season between Stilson Park and Teton Village (JHMR).

Stilson Transit Center – Purpose and Need

The project team researched and reviewed past planning for the transit center, as well as anticipated growth in the transit market across the region as context. Data sources included:

- Existing and future social and demographic data;
- Transportation, land use, housing, environmental, wildlife, and economic development plans;
- Previous site planning options for the transit center; and,
- Recent transportation project plans and designs including the Jackson/Teton Integrated Transportation Plan (ITP), the Teton County Comprehensive Plan, the Transit Improvements.
- Assessment for the Jackson-Wilson Road (Snake River Bridge), WYDOT's and Teton County's wildlife crossings, the START 2020-2025 Route Plan, etc.

Consistent with the ITP, the Teton County Comprehensive Plan, WYDOT's and Teton County's wildlife crossings, and START's 2020-2025 Route Plan, development of the project's transit center infrastructure seeks to:

- Provide greater transit access;
- Improve local and regional connectivity;
- Support the ongoing development of a frequent transit network;
- Support the connectivity and mobility for residents, area workers, and visitors;
- Integrate multimodal options, specifically pathway connections;
- Support of regional air quality and sustainability efforts;
- Locate new infrastructure to support sensitive landscapes and wildlife; and,
- Enhance safety.

Growth in permanent residents, seasonal residents and increasing visitor numbers to Jackson Hole, Teton Valley (Idaho), and Grand Teton National Park have compounded existing traffic congestion. In 2019, Teton County's Indicator Report described the growth that individuals feel personally has outpaced growth in physical development. Since 2012, effective summer population grew an average of 1.9% per year, effective winter population grew 3.3% per year, effective shoulder season populations grew 2.3% per year, and jobs grew 3.6% (Teton County/Town of Jackson, 2019). By comparison, the development of essential community infrastructure grew by only 1.2% in residential units, 0.6% in lodging units, and 0.8% in commercial floor area (Teton County/Town of Jackson, 2019).

The ITP-projected goal for vehicle miles traveled (VMT) in 2035 for Teton County is 560,000,000 miles. In 2017 the annual VMT in Teton County grew by 24% to over 590,000,000 miles, already outpacing the 2035 goal of 560,000,000 (Teton County/Town of Jackson, 2019). To see these numbers go down, transit and alternative transportation use must go up. The current ITP goal for transit ridership in 2035 is 3,600,000 annual users. Service improvements, improved routes, and TDM efforts have seen START ridership nearly quadruple since 2000 and has grown 20% since 2013 (Teton County/Town of Jackson, 2020). In 2018, approximately 60% of JHMR guests and just under 60% of JHMR employees reported using the bus to reach the JHMR instead of driving personal automobiles (WYDOT, 2019). The new Stilson Transit Center is intended to directly support all of these goals.

As VMT increases, greenhouse gas (GHG) emissions increase. The U.S. Environmental Protection Agency (EPA) estimates that passenger vehicles in the US from 2010 have emitted an average of .0046 grams of nitrogen dioxide emissions, and .0071 grams of methane per mile. Both emissions have a direct impact on the formation of tropospheric ozone (EPA Center for Corporate Climate Leadership, 2020). From 2013 through 2018, annual Jackson Hole area VMT grew by 27%, driven by a 14% increase in per capita driving, as well as by a resurgence in national park attendance, encouraged by the National Park Service's 100th anniversary in 2016 (Teton County/Town of Jackson, 2020). At the same time, GHG emissions grew by 23% from 2013 through 2018 (Teton County/Town of Jackson, 2020). The ITP aims to reduce the 2018 VMT by 8%, and GHG emissions by 17% by 2035. The ITP specifically calls for implementing more robust transit infrastructure, transit routes, and active transportation utilizing the County's pathways. The Stilson Transit Center and surrounding pathway connections are proposed as key components in meeting future mobility and climate goals.

Historically, transit usage has been highest among households with less income, those with no access to a vehicle, and those that spend a high percentage of their income on housing. Workforce housing has been cited as the most critical issue facing the region. The high cost of housing and limited housing stock affordable to the majority of workers has continued to diverge. Affordability has pushed workers further away from jobs and requires more time/longer trips to access jobs and necessary services. The regional workforce has been moving to the relatively more affordable communities in Teton Valley (Idaho) and Star Valley (Lincoln County, WY). This movement highlights the importance of transit connectivity to/from the neighboring communities to address the increase in VMT associated with this shift. In 2019, the percentage of the workforce living locally in Jackson Hole was 57%. While the trend shows a continuing reduction (59% to 57% in 2012), the decline has been much more gradual than the previous 5 years (65% to 59%) (Teton County Housing Department, 2020).

Congestion during peak periods in the winter and summer seasons impairs mobility and access for all users along WYO 22 and WYO 390. Traffic conditions result in long platoons of vehicles in steady traffic streams on the two-lane highways. This condition makes access to and from the highways difficult and results in queuing and delay. Travel times from Jackson Hole Town Square to Teton Village increase by 40-60% during peak travel times (WYDOT, 2019). Buses also experience these traffic delays due to congestion. Traffic volumes are anticipated to continue to increase from 23,000 vehicles per day (2018) to 35,000 vehicles per day in 2035, with an annual growth rate of 2.5% within the WYO 22 and 390 intersection. (WYDOT, 2019).

Potential for Expanded Transit Service

The START Routing Plan discussed above is intended to direct the growth of transit services through 2025, and to support an annual ridership of 1,750,000. For a longer-range assessment of future transit services, the best source document is the [ITP](#) (Charlier Associates, September 2015), prepared for the Town of Jackson and Teton County. This plan includes aggressive strategies to reduce growth in private vehicle use, of which a key is an expansion in annual transit ridership to 3,600,000 passenger-trips per year. Key strategies include improvements in transit service to the Jackson Hole Airport and Grand Teton National Park, Bus Rapid Transit service between Jackson and Teton Village, expanded commuter service, and

revisions to services within the Town of Jackson. Of these, those that could impact bus activity at Stilson Park include:

- Bus Rapid Transit / Increase Transit Service on The Jackson – Teton Village Corridor;
 - Result: increased frequency of service along the corridor (such as a bus in each direction every 8 to 10 minutes at peak times)
 - Would not increase the scheduled number of buses onsite at any one time but could increase the chance that additional buses are onsite due to traffic delays
 - Provide curb space (non-loading space) along the north side of Beckley Park Way northeast of the transit center to provide space for buses to pull over and wait for departure of a previous bus, without blocking through travel lanes
- Increase Frequency of Teton Pass Commuter Route;
 - Result: more frequent use of the bus bay allocated for this use but would not increase the peak number of bays required
- Service to Grand Teton National Park – Stilson Park; and,
 - Result: non-winter intercept lot for transit service into the National Park, if a new roadway connection between WY-390 near Teton Village and US 26 near the Jackson Hole Airport is constructed
 - Highly controversial
 - If implemented, Stilson Park could be used in the non-winter months for intercept purposes
- Intercept Parking for Jackson.
 - If paid parking in the downtown Jackson commercial core is implement, this could create a new pattern of transit demand among persons (largely employees) that choose to drive to Stilson Park and use transit services to avoid the parking fees
 - Existing peak transit demand is in the opposite direction (from Jackson in the AM and to Jackson in the PM) in the peak winter season, paid parking would largely result in more bi-directional use of existing services in the peak season and potentially additional service in the non-winter seasons
 - Paid parking in Jackson would not impact the peak requirements at the transit center.
- High Occupancy Vehicle (HOV) Lanes
 - Wyoming Legislature approves Senate Bill SF21 in February 2023, which authorized HOV lanes in Wyoming as recommended by Jackson Hole Transportation Study, commissioned by Jackson Hole Conservation Alliance, to reduce congestion on WYO 22.
 - Provision of transit priority or managed HOV lanes along Highway 22 to ensure operational reliability for START bus.
 - If HOV lanes are implemented, this could create a new pattern of transit demand among persons that choose to drive to Stilson Park and use transit services to that get HOV priority.

Basis of Design – Parking, Lighting, and Property Boundary

Parking

At the June 5, 2023, Joint Information Meeting, the Board of County Commissioners and Town Council elected officials voted to approve asphalt surfacing for the parking lot at the Stilson Transit Center. Early in the 30% design phase, both gravel and paved surfacing were considered for the parking lot. The current Teton County LDRs require parking lots to be paved in the P/SP zone. The discussion during that meeting is part of the public record.

Lighting

The main considerations for lighting design were public safety, efficiency, and Dark Sky compliance. Through consultation with lighting professionals, Teton County Public Works and the Teton County Sheriff, staff ultimately recommended LED lights with a 3000K color temperature. Staff was uncomfortable recommending a lighting design that is known to be detrimental to public safety. The considered light design includes lower temperature lights with a low Color Rendering Index, making it difficult to detect facial expressions, body movements, and colors both visually and on camera. The design team considered it essential and a responsibility of Teton County and START to ensure public safety at a facility designed specifically for broad public use.

The 30' light pole height is recommended to allow for the minimum number of poles needed to allow light to illuminate the public property and avoid light trespass over site boundaries. 30' is the height of the light poles currently at Stilson. An alternative design with shorter poles would necessitate 2 to 3 times the number of light poles and islands, which would decrease the parking available and increase the visual impact of the light poles.

All parking lot lights will be downcast and shielded LEDs with minimal or no light trespass off property, in compliance with Teton County Dark Sky Land Development Regulations. Lighting calculations have shown a Global Illuminance (fc) value of 0 or 1 around the entire edge of the property, with the majority of locations being 0. Luminaires are proposed to be DSX2 Size 2 LEDs with a color temperature of 3000K and emitting 18,970 lumens at full brightness. The light pattern will be controlled and forward oriented, so there will be no backlighting or spillover. They will be installed facing directly at the ground. In addition, the lights can and will be dimmed at night, and would rarely all be at full brightness during the darkest hours (which is in concurrence with the current operation).

The lights will be programmed based on the START bus schedule and each has an integrated motion sensor. In addition, the transit building has a lighting contactor/photocell/24-hour time clock combination, which is programmable to turn all site lighting and transit building exterior lighting off at the required times. The lighting system will include five circuits/zones on the site to allow Teton County and START to adaptively manage the lights with adjustments based upon the parking lot usage and time of year. Appendix B shows the five zones to include: the transit facility; bike shelter; Beckley Park Way; parking lot core; and parking lot exterior. Additionally, the lighting configuration will also allow Teton County and START to have the opportunity to light the entire public facility at times when it is deemed necessary.

The County has chosen these programmable light fixtures and lighting zones so that they can have the most flexibility to best accommodate all users of the area, along with wildlife movement and permeability considerations.

Property Boundary

The property boundary for the donated Teton County parcel was designed to accommodate the Stilson Transit Center and associated parking lot and facilities, pathways, Beckley Park Way re-route, and the eastern cottonwood habitat to be expanded/enhanced (most of which is under conservation easement held by the JH Scenic Preserve Trust). In addition, the existing cell tower facility needed to be accommodated. After many months of negotiations between Teton County and JHMR representatives, the current boundary was proposed and finalized via the Boundary Adjustment, Exempt Land Division, and eventual property transfer.

APPENDIX A

Timeline

August 8, 1997	DEV1996-0047 approved by Board of County Commissioners for: <ul style="list-style-type: none"> 600-vehicle parking lot with overflow spaces for an additional 725 vehicles, a 1,200sf building, 28 single-family lot subdivision, and 8.5-acre unlighted park limited to ball fields and similar athletic facilities.
September 11, 1997	Stilson Ranch Subdivision and Stilson Park Subdivision Platted
March, 1998	Teton Village Master Plan Approved <ul style="list-style-type: none"> Approval required: “the public use of the parking lot at Stilson Park for a transit stop, park-and-ride or similar public function to be agreed on in the future” Goal is to reduce traffic on Highway 390 by allowing for up to 1,325 parking spaces at Stilson
2003	Stilson Park-and-Ride Phase 1 Complete by JHMR and TVA
2015	Master Plan Assessment developed for Stilson Park-and-Ride <ul style="list-style-type: none"> Proposed 1,325 parking spaces and loading areas for TVA shuttle and START buses
November 27, 2019	Transit Improvement Assessment by WYDOT <ul style="list-style-type: none"> Master Plan for Stilson Park-and-Ride included Strategies for Stilson: improving the ability of buses to make left turns and installing signal at 390
March 20, 2020	Board of County Commissioners directs staff to apply for the BUILD Grant
April-May 2020	BUILD Application developed with Alta Planning and Design; Stilson Transit Center site initially planned
April 21, 2020	BCC Meeting for agreement with WYDOT to develop wildlife crossings at 22/390 intersection
May 15, 2020	BUILD Grant Application approved by BCC and submitted to USDOT
September 2020	BUILD Grant Awarded to Teton County
November 6, 2020	Jackson Teton County Comprehensive Plan Updated
December 2020	Jackson/Teton Integrated Transportation Plan Published
January 20, 2021	Request for Qualifications advertised for consultant for BUILD Grant administration
June 21, 2021	BCC Voucher Meeting to approve BUILD Grant Consultant award to Jorgensen Associates and Partner Letter of Agreement for BUILD Grant Consultant
August 19, 2021	Agency Workshop #1 Collaboration Meeting <ul style="list-style-type: none"> Attendees: Teton County, Town of Jackson, START, WYGFD, WYDOT, JHMR Meeting goal: to determine potential issues at Stilson site for the design team to research and examine at next workshop

September 14, 2021	<p>Recommended program for Transit Facility presented by LSC Transportation Planning and Traffic Consultants including:</p> <ul style="list-style-type: none"> • 6 passenger bus bays • 2 curb spaces for micro transit • Passenger drop-off/pick-up area • Indoor passenger waiting area of 1500sf • Outdoor passenger waiting area of 1500sf • Public restrooms for peak service • Flex space for passengers of 600-800sf • Maintenance and utility space • Security equipment • Bike storage of 600sf • Public art
October 28, 2021	<p>Agency Workshop #2 Collaboration Meeting</p> <ul style="list-style-type: none"> • Attendees: Teton County, Town of Jackson, START, WYGF, WYDOT, JHMR • Goal: advance transit center footprint to proceed with NEPA and property boundary adjustment
May 3, 2022	NEPA Approved for Stilson Park Transit Center Facility
May 9, 2022	BUILD Paper Grant Agreement Awarded and ready for execution
August 4, 2022	Zoning Compliance Verification for Boundary Adjustment (ZCV2022-0019) submitted to Teton County
September 6, 2022	Teton County Board of County Commissioners approve AMD2022-0002 for Dark Sky Amendment.
September 13, 2022	Conditional Use Permit Pre-Application Conference Request (PAP2022-0106) submitted to Teton County
October 21, 2022	PAP2022-0106 meeting held with County staff
October 11, 2022	ZCV2022-0019 Review complete by Teton County
December 6, 2022	BUILD Grant Open House for the public at Old Wilson School House presenting all BUILD Grant projects including Stilson
January 10, 2023	Stilson Transit Center Public Engagement Meeting at Teton Science School (Coyote Canyon)
January 19, 2023	Joint Information Meeting (JIM) update on BUILD for Board of County Commissioners and Town Council
February 3, 2023	Boundary Adjustment (BDJ2023-0001) and Exempt Land Division (EXD2023-0003) submitted to Teton County by JHMR
February 27, 2023	Wyoming Legislature approves Senate Bill SF21 which authorizes HOV lanes in Wyoming as recommended by Jackson Hole Transportation Study commissioned by Jackson Hole Conservation Alliance.
March 23, 2023	BUILD Grant Open House at Teton County Administration Building

May 2, 2023	Environmental Analysis (EVA2023-0005) for Stilson Transit Center submitted to Teton County
June 5, 2023	<p>Joint Information Meeting (JIM) held to review 30% engineer's estimate and consider key design and funding decisions for Stilson Transit Center including:</p> <ul style="list-style-type: none"> • Window glazing • Geothermal • Solar • Public art • Parking lot surfacing – asphalt or gravel <p>JIM approved high energy efficiency windows, solar panels, geothermal (later removed), public art, and asphalt surfacing. Local match for BUILD grant was also approved using SPET.</p>
June 28, 2023	<p>Text Amendment to the Teton Village Master Plan approved by Board of County Commissioners:</p> <ul style="list-style-type: none"> • Parking shall generally be provided at Stilson including 600 parking spaces with 725 overflow spaces • Of the 600 spaces approximately 369 in the Teton County parcel will be available to general public • County spaces will continue to be credited and counted towards parking requirements of Area One
September 7, 2023	BDJ2023-0001 and EXD2023-0003 approved by Teton County Board of County Commissioners
October 2, 2023	EVA2023-0005 approved with conditions by Teton County Planning staff
October 7, 2023	MSC2023-0049 approved by BCC for \$56,731
November 6, 2023	JIM meeting BUILD Grant Update
November 7, 2023	Grading and Erosion Control Pre-Application Conference
December 6, 2023	Wilson Transportation Meeting at Old Wilson School House
January 12, 2024	PAP2023-0088 meeting held with County Planning Staff
February 6, 2024	Transportation Expo at JH Middle School
February 6, 2024	BCC meeting to approve deed and easements for Stilson Transit Center
February 7, 2024	Transportation Expo at Wilson Elementary School
February 23, 2024	Property Transfer from JHMR to Teton County
February 27, 2024	Conditional Use Permit (CUP2024-0001) application submitted to Teton County
June 10, 2024	CUP2024-0001 heard by Teton County Planning Commission
July 16, 2024	<i>Anticipated Board of County Commissioners CUP Hearing</i>

APPENDIX B

Updated Lighting Plan

ELECTRICAL SITE PLAN SYMBOLS

THIS IS A COMPREHENSIVE SYMBOL SCHEDULE. NOT ALL SYMBOLS ARE APPLICABLE TO THESE DRAWINGS.

- PE —

PRIMARY POWER
- SE —

SECONDARY POWER
- OHP —

OVERHEAD POWER
- Ø

UTILITY POWER POLE
- UTILITY SECTIONALIZING CABINET
- EUG —

UNDERGROUND ELECTRICAL POWER
- L —

LIGHTING
- T —

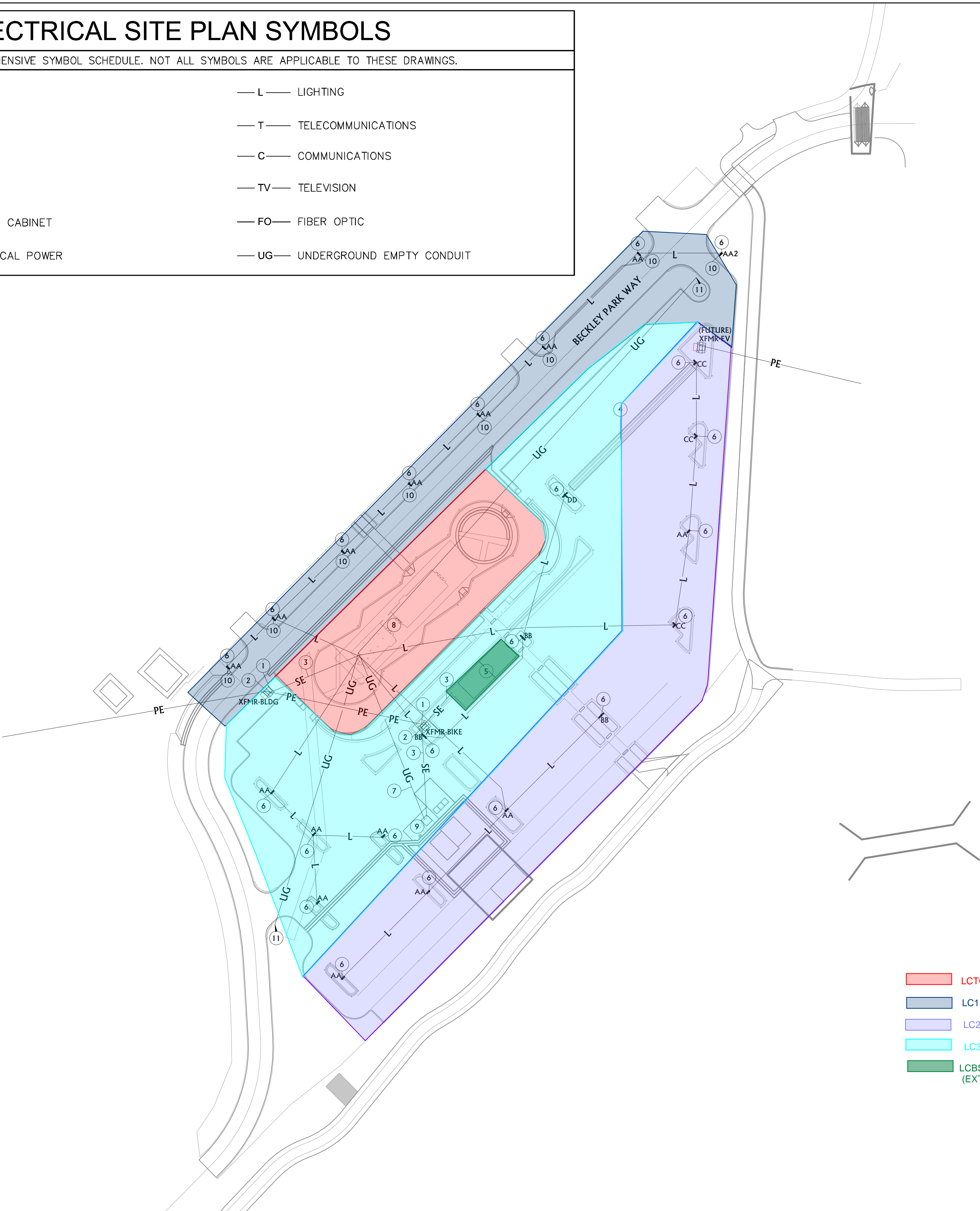
TELECOMMUNICATIONS
- C —

COMMUNICATIONS
- TV —

TELEVISION
- FO —

FIBER OPTIC
- UG —

UNDERGROUND EMPTY CONDUIT



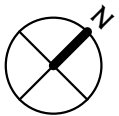
- LCTC = LIGHTING CONTACTOR/PHOTOCELL/TIMECLOCK ASSEMBLY TRANSIT CENTER (EXTERIOR BUILDING LIGHTING)
- LC1 = LIGHTING CONTACTOR/PHOTOCELL/TIMECLOCK ASSEMBLY ROADWAY
- LC2 = LIGHTING CONTACTOR/PHOTOCELL/TIMECLOCK ASSEMBLY BOUNDARY
- LC3 = LIGHTING CONTACTOR/PHOTOCELL/TIMECLOCK ASSEMBLY SITE INTERIOR
- LCBS = LIGHTING CONTACTOR/PHOTOCELL/TIMECLOCK ASSEMBLY BIKE STORAGE BLDG (EXTERIOR BUILDING LIGHTING)

ELECTRICAL SITE PLAN GENERAL NOTES

A	ALL COSTS FROM UTILITY COMPANIES (ELECTRIC, TELECOM) SHALL BE PAID DIRECTLY BY THE OWNER OUTSIDE OF THE PROJECT. COMPLY WITH ALL APPLICABLE UTILITY COMPANY STANDARDS FOR WORK PROVIDED OR INTERFACING WITH THE UTILITY COMPANIES DURING THIS PROJECT.
B	AN EFFORT HAS BEEN MADE TO DOCUMENT EXISTING DIVISION 26/27 UNDERGROUND UTILITIES. THESE UNDERGROUND UTILITIES ARE INDICATED IN A GENERAL LOCATION AND ARE NOT TO BE ASSUMED ACCURATE. CONTRACTOR SHALL BE RESPONSIBLE FOR LOCATION AND VERIFYING EXACT LOCATIONS AND TYPES OF ALL UNDERGROUND UTILITIES. CONTRACTOR SHALL REROUTE, EXTEND, AND/OR REPLACE UTILITIES AWAY FROM BUILDING SITE AND ASSOCIATED PROJECT SITE ALTERNATION REQUIREMENTS. UTILITY EXTENSION, REPLACEMENT, ETC SHALL COMPLY WITH MATERIAL AND INSTALLATION REQUIREMENTS AS INDICATED IN CONTRACT DOCUMENTS.
C	COORDINATE TRENCHING FOR UTILITIES WITH CIVIL DRAWINGS AND GENERAL CONTRACTOR. REFERENCE CIVIL DRAWINGS FOR CONSTRUCTION PHASING DIAGRAMS.
D	FOR ALL LIGHTING CONDUITS SHOWN, PROVIDE A 1" SCH 40 PVC CONDUIT (WITH 1/2" MULE TAPE) IN TRENCH AT 18" BURIAL DEPTH WITH THE EXCEPTION CONDUIT CROSSING UNDER ROADWAYS/DRIVEWAYS SHALL BE 24" BURIAL DEPTH AND A 1" SCH 80 PVC CONDUIT.
E	ROADWAYS/DRIVEWAYS SHALL BE 24" BURIAL DEPTH AND A 1" SCH 80 PVC CONDUIT. CONNECT ALL SITE LIGHTING CIRCUITS (POLE-MOUNTED AND IN-GRADE FLAGPOLE LIGHTING) TO PANELBOARD NLA THRU LIGHTING CONTACTOR. REFERENCE DETAIL 3/E6.0.
F	PROVIDE CONCRETE POLE BASE FOR EVERY TYPE AA, AA2, BB, CC, AND DD LUMINAIRE SHOWN ON THIS DRAWING IN ACCORDANCE WITH DETAIL 1/E6.1 REQUIREMENTS.
G	REFERENCE CIVIL DWG C-401 FOR ALL EXISTING UNDERGROUND UTILITIES, NEW FIBEROPTIC UNDERGROUND CONDUIT, PULLBOXES AND SERVICES TO BUILDINGS. FIELD COORDINATE ALL SITE WORK WITH GENERAL CONTRACTOR AND CIVIL ENGINEER.

ELECTRICAL KEYNOTES

1	FIELD COORDINATE WITH GC FOR EXACT LOCATION OF TRANSFORMER PAD. REFERENCE CIVIL DRAWINGS.
2	EC TO PROVIDE CONCRETE BASE FOR ELECTRIC UTILITY PAD-MOUNTED TRANSFORMER. CONCRETE BASE CAN BE POURED ON-SITE OR ORDERED FROM OLD CASTLE PRECAST. REFER TO LOWER VALLEY ENERGY SERVICE REQUIREMENTS FOR DETAILS. EC TO PROVIDE ALL GROUNDING AS REQUIRED TO MEET ELECTRIC UTILITY STANDARDS ON BOTH THE PAD-MOUNTED TRANSFORMER.
3	EC TO PROVIDE TRENCHING, CONDUIT AND BACKFILL. ELECTRIC UTILITY REQUIRES INSPECTION OF INSTALLATION BEFORE BACKFILL. REFER TO LOWER VALLEY ENERGY SERVICE REQUIREMENTS FOR DETAILS. EC TO PROVIDE ALL RIGID STEEL CONDUIT, RISERS, FASTENERS, LANDING LUGS AS REQUIRED.
4	PROVIDE QUANTITY=20 1" SCH 80 PVC EMPTY CONDUIT (WITH 1/2" MULE TAPE) IN TRENCH AT 24" BURIAL DEPTH EMPTY CONDUIT FOR FUTURE EV CHARGER POWER CONDUCTORS AT APPROXIMATE LOCATIONS SHOWN. REFERENCE CIVIL DRAWINGS FOR ADDITIONAL INFORMATION AND REQUIREMENTS.
5	REFERENCE DWG E2.2 FOR ELECTRICAL BUILDING DRAWINGS OF THE BIKE STORAGE BUILDING.
6	PROVIDE CONCRETE POLE BASE IN ACCORDANCE WITH DETAIL 1/E6.1 REQUIREMENTS.
7	PROVIDE 1" SCH 80 PVC EMPTY CONDUIT (WITH 1/2" MULE TAPE) IN TRENCH AT 24" BURIAL DEPTH FOR TELEMETRY CABLING FROM WELL PUMP BUILDING TO TRANSIT CENTER USING APPROXIMATE ROUTING SHOWN. STUBUP AND SEAL ENDS AS REQUIRED FOR FUTURE USE.
8	REFERENCE DWG E2.1 AND E3.1 FOR ELECTRICAL BUILDING DRAWINGS OF THE TRANSIT CENTER.
9	REFERENCE DWG EW2.1 FOR ELECTRICAL BUILDING DRAWINGS OF THE WELL HOUSE.
10	THE FRONT EDGE (NEAREST TO THE ROADWAY) OF THE CONCRETE POLE SHALL MAINTAIN A MINIMUM SETBACK DISTANCE OF 8 FEET FROM THE EDGE OF ASPHALT PAVEMENT IN ACCORDANCE WITH WYDOT CLEAR ZONE STANDARDS.
11	PROVIDE 1" SCH 80 PVC EMPTY CONDUIT (WITH 1/2" MULE TAPE) IN TRENCH AT 24" BURIAL DEPTH FOR FUTURE MOTORIZED GATE OPERATOR AND CONTROLS FROM LOCATION SHOWN TO TRANSIT CENTER USING APPROXIMATE ROUTING SHOWN. STUBUP AND SEAL ENDS AS REQUIRED FOR FUTURE USE.



1
ES1.0

ELECTRICAL SITE PLAN

1" = 60'-0"

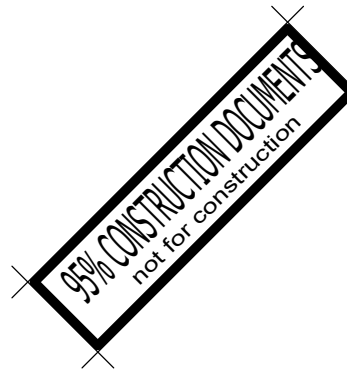


STILSON TRANSIT CENTER
TETON BUILD GRANT
TETON COUNTY, WYOMING



plan one / architects

ARCHITECTS



The professional services of the architect are undertaken for and are performed in the interest of INSIST HERE. No contractual obligation is assumed by the architect for the benefit of any other person involved in the contract.

project: 2105

date: 05/10/2024

revisions:

ES1.0

APPENDIX C

Works Cited

EPA Center for Corporate Climate Leadership. (2020). *Greenhouse Gas Inventory Guidance - Direct Emissions from Mobile Combustion Source*. Washington DC: US EPA.

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Legend

Stilson Transit Center proposed layout, April 2024

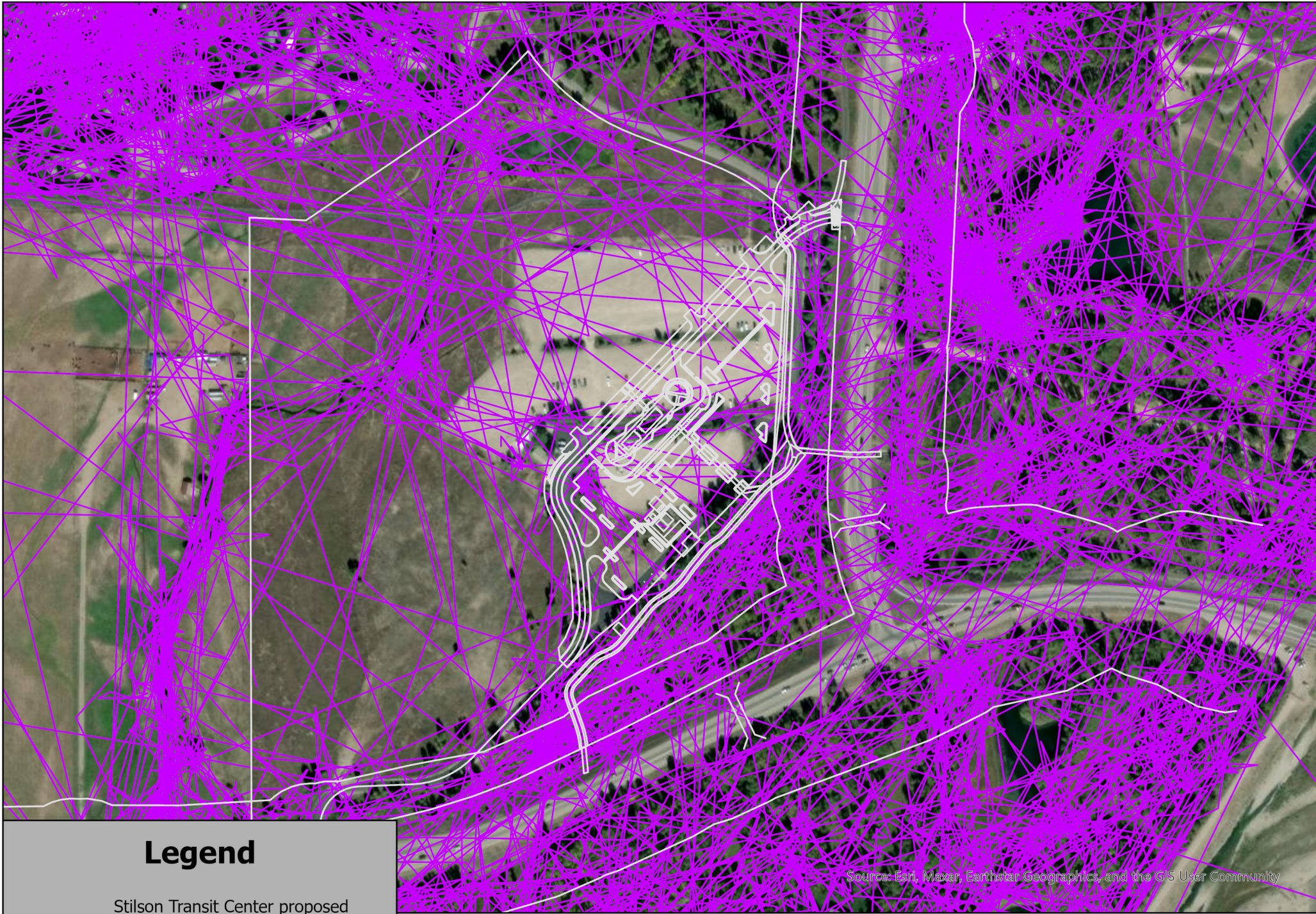
GPS-collared elk movements (9 females, 2018-2023)

Source: Esri, Maxar, Earthstar Geographics, and the GIS User Community



0 0.1 0.2 Miles

Data provided by Wyoming Game and Fish Department and Jorgensen Associates. Map created July 2, 2024.



Legend

Stilson Transit Center proposed layout, April 2024

GPS-collared moose movements (15 females, 2019-2024)

Source: Esri, Maxar, Earthstar Geographics, and the GIS User Community



0 0.1 0.2 Miles

Data provided by Wyoming Game and Fish Department and Jorgensen Associates. Map created July 2, 2024.



WYOMING GAME AND FISH DEPARTMENT

5400 Bishop Blvd. Cheyenne, WY 82006

Phone: (307) 777-4600 Fax: (307) 777-4699

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September 25, 2023

Chris Neubecker
Planning and Building Services Director
Teton County Planning and Building Services
PO Box 1727 | 200 S. Willow Street
Jackson, WY 83001

RE: EVA2023-0005 Stilson Transit Center Concerns & Recommendations

Dear Mr. Neubecker,

The Wyoming Game and Fish Department's Jackson Region staff (Department) have reviewed the Biota response (July 24, 2023) to the Department comments (June 25, 2023) regarding the Stilson Transit Center project Environmental Analysis (EA) update (EVA2023-0005). The Department offers the following concerns with the proposed development and recommendations for your consideration.

Concerns:

The Department is particularly interested in maintaining wildlife population and habitat connectivity in the Snake River corridor. We are increasingly seeing small-scale development proposals in key wildlife corridors in Teton County. We have concerns that cumulative effects of development and disturbance will reach thresholds by which wildlife and habitat connectivity will be compromised. Given the current and potential future development and disturbance in the surrounding properties, this small acreage could play a critical role in maintaining wildlife habitat in this area (Figures 1 and 2).

The proposed development occurs on a parcel zoned Public/Semi-Public, of which approximately half of the parcel is within the Natural Resource Overlay (NRO). According to Teton County Land Development Regulation (LDR) section 5.2.1.A, the purpose of the NRO is to provide protection to the most important and sensitive natural areas throughout the Town and County that provide critical winter habitat and migration routes that are essential for survival of elk, moose, and/or mule deer. Department radio-collar data presented in our June 25, 2023 comment letter confirms the importance of this area for wildlife use.

LDR section 5.2.1.E. specifies that where densities/intensities permitted cannot be achieved by locating development outside of the NRO, then lands protected by the NRO may be impacted pursuant to the standards of subsection 5.2.1.E. The EA did not specify any attempt to relocate the development outside the NRO. Moving the development footprint in order to expand the wildlife corridor on the eastern side of the project was completed "to the extent feasible" without

further explanation regarding why the wildlife corridor couldn't be widened further or the development moved outside of the NRO entirely.

Due to the proposed development being in the NRO and the importance of this property and surrounding properties for wildlife habitat and movement, we believe that an alternative site design analysis should have been included in the EA. Teton County's EA Pre-Application Conference Summary template (EA Checklist) states that the Planning Director may not require analysis of alternative site designs if the applicant can clearly demonstrate through the development statement that the proposed site plan already minimizes potential negative impacts to wildlife, habitats, and natural resource protection. We did not see evidence of this in the EA. We believe that our comments regarding co-location of disturbances and widening the wildlife corridors would be appropriately addressed in an alternative site design analysis.

It is our understanding that the wildlife underpasses and fencing for the Highway 22/390 project are scheduled to be completed at the end of 2024 on the west side of the Snake River, although this could take longer. We also understand that Stilson Transit Center construction is planned to begin at the end of 2024 or beginning of 2025. Wildlife take time to learn new behaviors in response to new human-caused disturbances. We know that the current and on-going wildlife underpass and fencing project will force wildlife to learn new movement patterns and routes, because it is designed to do so. Therefore, the Department is concerned that if 24-hour, year-round construction associated with the EVA2023005 proposal occurs simultaneous to or shortly after the construction and completion of the new wildlife underpasses and fencing project there is a high likelihood that wildlife will learn to avoid the new underpasses as opposed to learning the new routes. We believe that these impacts should have been assessed in further detail in the vicinity impact statement.

Recommendations:

1. **Alternative site design:** We recommend an alternative site design be assessed that minimizes development in the NRO and minimizes impact to wildlife by further widening the corridor between the proposed development and Highway 390 to allow wildlife to access the new Highway 390 wildlife underpass.
2. **Construction timing:**
 - a. If possible, delay start of construction until 2026 to allow wildlife one year to learn new movement patterns and routes through wildlife underpasses before additional disturbance occurs.
 - b. Due to the year-round wildlife use of the area, we recommend restricting construction to daytime hours-only, year-round. Excluding nighttime construction activity would allow wildlife time periods of relative quiet to move through the area and utilize the underpasses.
 - c. We recognize that our standard big game crucial winter range recommendation would be to avoid construction activities from Nov 15-Apr 30. However, if nighttime construction is prohibited to mitigate wildlife impacts, then there will be benefits to completing the project more quickly as opposed to restricting construction over the winter months.

3. **Construction staging area:** We recommend the staging area for construction equipment be located on the opposite side of the development footprint as the wildlife underpasses and as far away from the underpasses as possible.
4. **Cumulative effects:** We strongly encourage Teton County to consider a more holistic approach to planning efforts for the multiple projects slated to occur in the future near the Highway 22/390 intersection. This would allow the County to consider design features that minimize impacts to wildlife (maintain wide wildlife corridors, limited overhead lighting, co-locating disturbances, etc.) and allow the Department to better assess those impacts.

We appreciate the opportunity to review and provide technical comments. If you have any questions, please contact me at 307-733-2321.

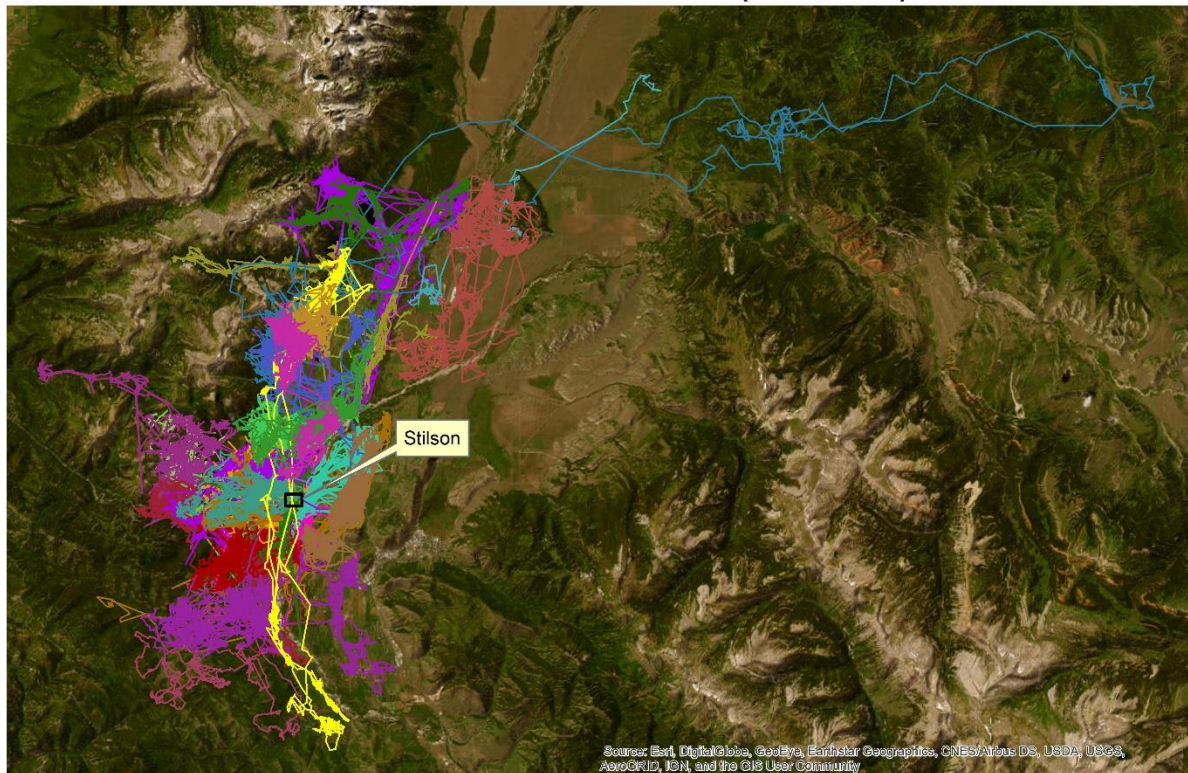
Sincerely,

A handwritten signature in black ink, appearing to read 'A. Stewart', with a stylized flourish at the end.

Cheyenne Stewart
Jackson Region Wildlife Management Coordinator

cc: Brad Hovinga, WGFD
Alyson Courtemanch, WGFD
Gary Fralick, WGFD

Movements of GPS-collared moose captured in residential areas around Wilson and Jackson (2019-2023)



Each color is a different individual moose (29 collared cows). Collars collect a GPS location every 30 minutes. Moose were captured around Wilson, Highway 390, Teton Village, Skyline subdivision, Indian Trails, and southwest of airport. Source: Wyoming Game and Fish Department; June 21, 2023

Figure 1. GPS-collared moose movements from 2019-2023 (29 cows). Moose were captured during winter in residential areas around Wilson, Highway 390, Teton Village, Skyline subdivision, Indian Trails subdivision, and southwest of the Jackson Airport. Approximately 50% of the collared moose were resident and 50% were migratory. The Stilson area (black box) and surrounding area along the Snake River corridor is an important seasonal use, migration, and connectivity area for moose movements through the entire landscape.

Conservation Easements in Jackson Hole

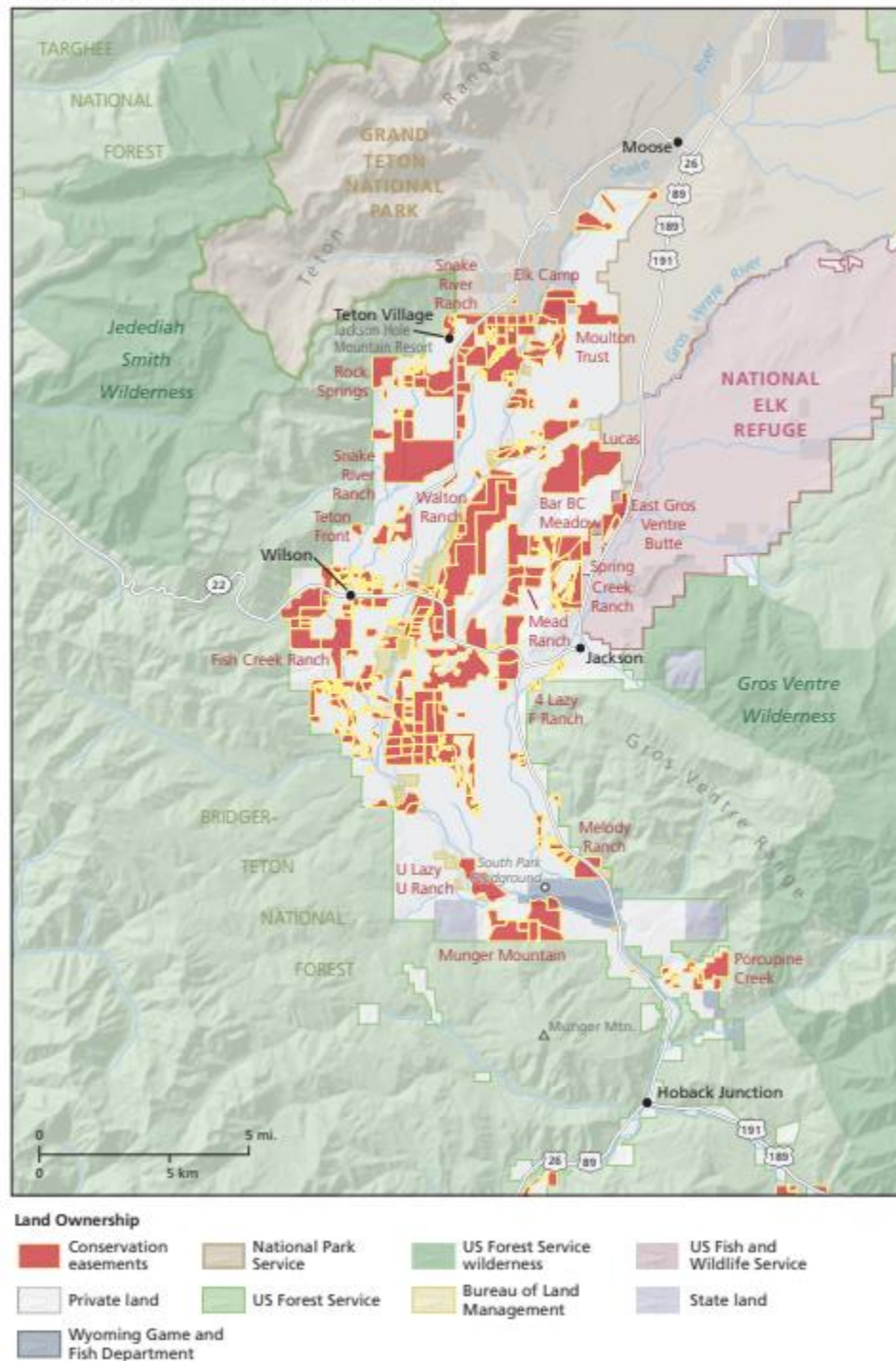


Figure 2. Excerpt from Wild Migrations: Atlas of Wyoming's Ungulates. Shared to depict the lack of protections to maintain the important Snake River Corridor for landscape population and habitat connectivity within the Greater Yellowstone Ecosystem.

From: [Darin Kaufman](#)
To: [Chandler Windom](#)
Subject: Re: Request for comments CUP2024-0001
Date: Tuesday, March 26, 2024 11:18:37 AM

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Chandler,

Thank you for the opportunity to comment.

These are not necessarily permit conditions.

WYDOT has no objections for the proposed

The consultant received WYDOT comments during the design phase.

In most cases this is understood, however if there is any work within the highway right-of-way the necessary permits must be obtained from WYDOT, such as, for any highway access modifications, utility work, and landscaping.

Thank you.

Darin Kaufman, P.E., PTOE

WYDOT District 3 Traffic Engineer

3200 Elk Street

Rock Springs, WY 82902

Office: 307.352.3034

Cell: 307.389.0235

June 8, 2024

Dear Board of County Commissioners,

Subject: Stilson Transit Center CUP (CUP2024-0001)



Thank you for the opportunity to comment on the Stilson Transit Center Conditional Use Permit (CUP) application. To start we want to emphasize and reiterate the importance of Stilson as both a wildlife habitat and a wildlife travel corridor. Stilson is part of the larger Snake River Riparian corridor, the major travel route for wildlife throughout the Valley. GPS collar data confirms what anyone who lives close to Stilson knows – wildlife use this area often. This was recognized back in the 1990's when the County and JHMR had the wisdom to encircle the property with a conservation easement.

The Jackson Hole Conservation Alliance is in support of the Stilson Transit Center, the alternate modes of transportation that the center will foster, and our community's investment in public transit. In this letter we will provide some recommendations to reduce the Stilson Transit Center's impacts on wildlife as well as how Commissioners can do their part to ensure the community investment in wildlife underpasses is not wasted.

Outdoor Lighting Impacts on Wildlife

The Conservation Alliance is in support of the Dark Sky efforts implemented into this project as well as the recent work done by the applicant to diversify the number of switches controlling the parking lot lighting, improving the flexibility to program lights to reduce impacts to the wildlife corridor. We also support the ongoing efforts of the Public Works Department to find innovative ways to reduce lighting impacts of the transit center as well as a one-year formal review of the lighting plan (see condition #5 below).

Minimization of Pavement

All of the Stilson Transit Center parking surfaces are planned to be paved with flexible asphalt pavement. Paved surfaces are slippery to ungulates making them difficult to move across. The Alliance recommends minimizing paved surfaces as much as possible, understanding that the current design (and the P/SP zoning) calls for 400 paved spaces. Restricting pavement to these 400 spaces would enable easier wildlife movement around the pavement. As much as possible, we recommend limiting future pavement, especially in or close to the wildlife corridor.

Conditions for Approval

We support the approval of the Transit Center on the following 5 conditions (1-4 are recommended by Planning and #5 came up in the Planning Commission Meeting):

1. Construction management and timing for the Transit Center shall consider wildlife permeability, such as phasing work across the site with smaller areas of construction, barriers to prevent wildlife entrapment, while also maintaining pathways for wildlife movement around the construction area. Construction equipment and material staging locations should be located the furthest distance possible from the wildlife underpasses.
2. Outdoor construction shall be limited to 8AM - 6PM from Oct. - March and 7AM - 7PM April - Sept., to reduce impacts to wildlife and neighbors.
3. Landscaping within the parking lot shall be plant species that are less palatable to ungulates. If trees are to be planted, regular removal of limbs at least 10 feet above the ground is required. Temporary fencing around individual trees is permitted.
4. Prior to construction, the application shall demonstrate to the Planning Director that all new light poles are designed in a manner (e.g. location and/or height) to fully avoid skylining as viewed from State Highways.
5. Exterior lighting operations shall be reviewed *for wildlife efficacy and safety (Alliance's addition)* at a public hearing following one year after Certificate of Occupancy of the proposed Transit Center Building Permit.

In addition to these conditions, there is more the Board of County Commissioners can do to ensure Stilson serves both people and wildlife sustainably. The Jackson Hole Conservation Alliance and our members and followers ask the BCC to:

- Direct Staff to bring a proposal forward to put the Teton **County owned Lot #2 of Stilson Park under conservation easement**. This is one action you can take today to ensure the viability of the wildlife corridor and community investment in safe wildlife crossings for perpetuity! Follow the wisdom of your partners and predecessors who put an easement on the adjacent land surrounding this property.
- **Publicly discuss the merits of pausing development at Stilson after the transit center** is completed to better understand the response of wildlife and efficacy of the new underpasses and wildlife fencing. It's also critically important to set aside staff time and county funding to support WGFD to understand wildlife response and underpass efficacy.
- Direct staff to explore **habitat restoration**, feasibility, and estimated costs for the wildlife corridor on the western side of Stilson Park. This area is protected by a TCSPT

easement and used to have gallery cottonwood forests and could support this vegetation today to improve the efficacy of the wildlife corridor.

Thank you for taking the time to consider our comments and for your service to our community.

Sincerely,

A handwritten signature in black ink, appearing to read "Jenny Fitzgerald". The script is fluid and cursive, with the first name "Jenny" being more prominent than the last name "Fitzgerald".

Jenny Fitzgerald
Jackson Hole Conservation Alliance

CC:

Chandler Windom
Steve Ashworth
Heather Overholser
Chris Colligan

June 3, 2024

Dear Teton County Planning Commission and Ms. Windom,

Subject: Stilson Transit Center CUP (CUP2024-0001)



Thank you for the opportunity to comment on the Stilson Transit Center Conditional Use Permit (CUP) application. Although the Jackson Hole Conservation Alliance is in support of the development of a transit center and the encouragement of alternate modes of transportation that the center will foster, we would like to provide a few recommendations that would reduce the Stilson Transit Center's impacts on wildlife, specifically on the viability of the new wildlife underpasses at Stilson.

Outdoor Lighting Impacts on Wildlife and Wildlife Underpasses

The Conservation Alliance is in support of the Dark Sky efforts implemented into this project. However, we are concerned with both the proximity of the proposed lighting to the wildlife underpasses and their movement corridors and with the type of lighting proposed (LED). We recommend that prior to issuing the CUP that the applicant provide analysis to demonstrate that the Stilson Transit Center and the parking lot lighting is designed to have as small an impact as possible on wildlife and the surrounding environment. The detailed lighting plan should be vetted by Wyoming Game and Fish Department and a qualified wildlife lighting professional before plan approval.

Generally, lighting impacts can be minimized through minimizing impacts in each of the following lighting categories (Longore, 2018):

- **Direction** - lights should be specifically directed to illuminate only areas needing light. Light should not be cast on important wildlife habitat and movement corridors. Most importantly, both sides of the wildlife underpasses and travel corridors to and from the crossings should be kept dark and quiet at night (P. Cramer, PhD., personal communication, May 17, 2024). *This includes both transit center and parking lot lighting, but importantly, also road lighting, in coordination with WYDOT.*
- **Duration** - lights should be used for the smallest duration necessary, shutting off promptly when not needed. A dark-night migration period in the fall and spring (with no lighting at night) should be explored for periods of high nighttime wildlife use during annual migration periods. Future data gathered concerning wildlife movement and use after underpass completion can be used to inform these dark-night migration periods.

- **Beckley Parkway**, which should be closed with gates at night to eliminate vehicle disturbance (see below), *should not have any artificial lighting as it is situated in the wildlife corridor.*
- Intensity - Lower intensity light should be preferentially used (because LED lighting is energy efficient, higher intensity light than is needed is often used).
- Spectrum - Lower "temperature" spectrums generally have lower impacts on wildlife (often measured in Kelvin (K) or Correlated Color Temperature (CCT)). The proposed 3000K lighting could be made lower, which has been shown to have decreased impacts to wildlife, human circadian rhythms, and astronomical observations.

Minimization of Pavement

All of the Stilson Transit Center parking surfaces are planned to be paved with flexible asphalt pavement. Paved surfaces are slippery to ungulates making them difficult to move across. The Alliance recommends minimizing paved surfaces as much as possible. Restricting pavement (and artificial lighting) to the areas directly adjacent to the transit center area and circulation roadways would allow for easier wildlife movement around the pavement. We recommend that parking areas not directly adjacent to the transit center be unlit and finished with a gravel or similar surface, as the lot is now and has successfully been for parking needs since it was created. Permeable surfaces will have the added benefit of being superior to pavement for water infiltration and flood control.

Night Time Closure of Beckley Parkway (between the transit center and Hwy 22)

Although the intention of the transit center is to reduce traffic on our roadways, it will increase traffic on Beckley Parkway where wildlife movement from the underpasses will intersect. In an effort to provide the best possible chance for viable wildlife underpasses and to reduce wildlife vehicle collisions, we recommend a nighttime closure of Beckley Parkway for safe wildlife passage (between the Transit Center and Highway 22) . Automated gates on the southwest of the transit center and where Beckley Parkway meets Highway 22 would close the road from dusk to dawn when most animals are moving between habitats.

The Conservation Alliance has reached out to the owner of Beckley Parkway (JHMR) and Teton County Public Works and they are considering the idea. The next step is to reach out to emergency services and START.

Thank you for taking the time to consider our comments and for your service to our community.

Sincerely,



Jenny Fitzgerald

Jackson Hole Conservation Alliance

References:

Longore, T. 2018. [Hazard or Hope?](https://www.researchgate.net/publication/329174799) LEDs and Wildlife. Luger Research.
<https://www.researchgate.net/publication/329174799>.

From: Elizabeth King <elizabeth.emking@gmail.com>

Sent: Sunday, June 16, 2024 5:46 PM

To: Board Of County Commissioners <commissioners@tetoncountywy.gov>; County Planning Commission <planningcom@tetoncountywy.gov>; Chris Neubecker <cneubecker@tetoncountywy.gov>

Subject: Stilson Park area lighting - Just say no

I am a resident of Stilson Ranch. The proposed exterior lighting of the Stilson parking lot will not be fully extinguished at night which is another example of how there is lack of an integrated plan for Stilson. Wildlife corridors, increased traffic, 24 hour lighting - how does this all mesh. What is our priority in the county? Appeasing JHMR or maintaining a baseline of quality of life for wildlife and residents that can attempt to coexist. JHMR's plan has nothing to do with coexisting with wildlife and what makes Jackson Hole so special. Please do not approve this feature of the plan.

Liz King

Elizabeth King
4590 W. Stilson Ranch Road
Wilson, WY 83014

From: LeeAnn InbergSchuff <leeann.schuff@gmail.com>

Sent: Sunday, June 16, 2024 9:51 AM

To: County Planning Commission <planningcom@tetoncountywy.gov>

Subject: Stilson CUP

Dear Planning Commission,

Thank you for your thoughtful approach to the Stilson CUP currently on your docket. The transit center, parking lot and reconfiguring of Beckley Drive are the beginning of ALOT of changes at Stilson. I appreciate your considerations of wildlife and wildlife movements in the area. It is very important to "get this right" and I am pleased that many options are being considered.

I was in attendance and was able to give comments last week. I would like to add a few additional comments. I was admittedly nervous about speaking to the room and omitted several points I wished to make.

- It occurred to me as I listened to each presentation and comment, I was likely the only one in the room that uses Stilson as a transit hub. I ride the bus daily from Stilson to JHMR for 6 months out of the year. I park very early in the morning (630-645 am) and often (usually due to traffic and bus schedule problems) arrive back at Stilson at 630 pm.
- Transit users do not need a 3000 sq. ft., architectural masterpiece. We need a warm, dry place to wait in between buses where we can use a clean bathroom. We need a couple of benches and certainly do not need a lounge or a coffee cart. This is not a visitor center or a place to "hang out", this is a bus stop.
- A bus island that can accommodate 6 buses is ridiculous. I have witnessed over the last 23 years of daily bus riding, ZERO occasions where there are more than 2-3 buses there at once. Generally 1-2 buses is normal and only for brief moments. There can be a safe area to access buses without providing an island (with curb, sidewalks, lighting etc.) that can accommodate 6 buses at once.
- Stilson is currently posted as "No Overnight Parking". I suppose folks arriving in the middle of night could pick up or drop off a vehicle, but it is posted. Honestly employees that work late hours at the village (bar or restaurant) do not ride the bus, but take advantage of free parking after 1 pm in the village. A night closure or at least extinguishing lights, would be possible.
- Paving is unnecessary. Figure out a way to alter the permit to remove that restriction. Gravel is fine and perhaps we lose a few spaces, but maybe that is ok?
- The Applicant needs to "think out of the box" a bit and come up with an idea that can work. We can use this area as a transit center, protect the wildlife corridor, protect our investment in wildlife crossings and satisfy the Build Grant. There is a solution and they need to be inventive and smart.

Thank you very much for your time, energy and your consideration to make this project work for the community and to protect our very precious wildlife neighbors.

Lee Ann Inberg-Schuff

5305 Fish Creek Road

Wilson

leeann.schuff@gmail.com

From: Beth Whiting <maplewind123@gmail.com>

Sent: Tuesday, June 11, 2024 4:26 PM

To: Board Of County Commissioners <commissioners@tetoncountywy.gov>; County Planning Commission <planningcom@tetoncountywy.gov>; Chris Neubecker <cneubecker@tetoncountywy.gov>

Subject: Lighting in Stilson - oppose 24 hr

I am one of the owners of a lot at Stilson Ranches just to the north of the bike path. I do not want the proposed light to be a 24hr lighting! NO WAY do we need this attracting wildlife to the parking area and distracting the beautiful DARK wyoming night sky. 24 hr light just to accommodate a few parkers. NO WAY. We chose this location to be our home for the natural beauty- the key word being "natural".

I strongly oppose this 24hr lighting!

Beth Whiting

Lot 25 owner

--

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Beth cell 802-233-3862

From: Justine Van Buren <justine.vanburen@gmail.com>

Sent: Wednesday, June 12, 2024 11:53 AM

To: County Planning Commission <planningcom@tetoncountywy.gov>; Chris Neubecker <cneubecker@tetoncountywy.gov>; Board Of County Commissioners <commissioners@tetoncountywy.gov>

Cc: Brandon Van Buren <brandon.vanburen@gmail.com>

Subject: Resident Feedback on Stilson Park Area Build Grant Lighting Plan

Hello Commissioners,

My husband, Brandon, and I are property owners at Stilson Ranch.

I am writing to express my concern around the proposed lighting plan for the Stilson Park Area Build Grant.

1. **Proposed height** - We kindly request the commission to be very restrictive on where 60ft poles are implemented. Is it necessary to have 60 ft poles on exterior luminaries? We are optimistic that there is a lighting design that could utilize only 30ft poles and achieve the same results. Please consider how often 60ft poles would truly be utilized relative to the impact and visibility 60 ft poles would have throughout the Wilson / Stilson neighborhoods.
2. **Night time lighting** - We kindly request the commission thoroughly evaluate the need for night time lighting. We have already established that preservation of wildlife corridors is critical to this project. Night time lighting, even reduced and sensor-based, will be very disruptive to local wildlife and residents. We should seek to minimize the environmental impact of this development, which includes light-based pollution. While safety is also a priority for us, we also do not want to encourage the usage of the lot, particularly from 12a - 5a. Further, full usage of lighting for events should be restricted past 10pm, as is common practice in outdoor venues, to be respectful of neighboring developments.

Thank you for your consideration.

Best,

Justine and Brandon Van Buren

From: Edward Randall <erandall4@gmail.com>
Sent: Wednesday, June 12, 2024 9:09 AM
To: County Planning Commission <planningcom@tetoncountywy.gov>; Chris Neubecker <cneubecker@tetoncountywy.gov>
Cc: Board Of County Commissioners <commissioners@tetoncountywy.gov>
Subject: Stilson Ranch — Exterior Lighting

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Dear Commissioners-

Good morning. I trust this finds all of you doing well and enjoying the beginning of another Jackson Hole summer.

My name is Edward Randall. I am the owner at 4605 W. Stilson Ranch Rd. in Wilson. It has been brought to our attention that, along with the development that is proposed at the Stilson Ranch lot, is a proposal for significant 24 hour a day lighting from 30 foot poles. To say that most of us at Stilson Ranch are concerned and protective of our little enclave would be a gross understatement. Nobody wants new development, concrete and increased human and traffic activity anywhere near their locations in Teton County. We are no exception. The purpose of this communication is to express vehement opposition to 24 hour lighting at the Stilson Ranch parking lot. Any development that occurs at this location will absolutely affect wildlife migration patterns as well as quality of life experience for anyone in close proximity to it. My family and I and our guests enjoy taking walks and spending time outside. Having this level of light pollution will not only affect wildlife negatively, but it will most definitely affect our enjoyment of the vast and beautiful Wyoming night sky. Please strongly consider all of the negative impacts of your decisions before making them. I submit this with respect and great appreciation for the work you do on behalf of Teton County and its residents.

Respectfully,

Edward Randall IV
4605 W Stilson Ranch Rd.
Wilson, WY 83014
713-542-2479
erandall4@gmail.com

Sent from my iPhone

From: Charlie Lynch <lynch522tw@gmail.com>
Sent: Monday, June 17, 2024 5:42 AM
To: County Planning Commission <planningcom@tetoncountywy.gov>
Subject: Stilson Ranch Development

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Planning Commission,

We all love the Jackson Hole valley because of the incredible natural beauty and abundant wildlife. It is a never ending battle to protect it, manage development, and limit urban creep. While there are many priorities which need to be balanced, protecting our natural environment needs to be a priority. Otherwise, the unending encroachment of development will turn our wonderful valley into another Park City or Aspen. The obsessive drive by JHMR to pave over Stilson Ranch, a proven epicenter of wildlife migration, has hit a new low with the proposal to light the land throughout the night. So much for caring about dark skies or wildlife. Why was \$7.6 million spent for migration corridors if JHMR is hell bent on turning the area into a mini Teton Village? I appreciate that JHMR wants to develop Stilson while protecting the Village. The value of the Village property is far too high to house their employees. This irresponsible push to destroy Stilson needs to stop. If density and light pollution is required, keep it in areas where it already exists - the Village and Town. Please be the leaders who halted overdevelopment of these critical habitats.

Many thanks,
Charlie

Charles R. Lynch
203.554.6524 - Cell
Sent from my iPhone