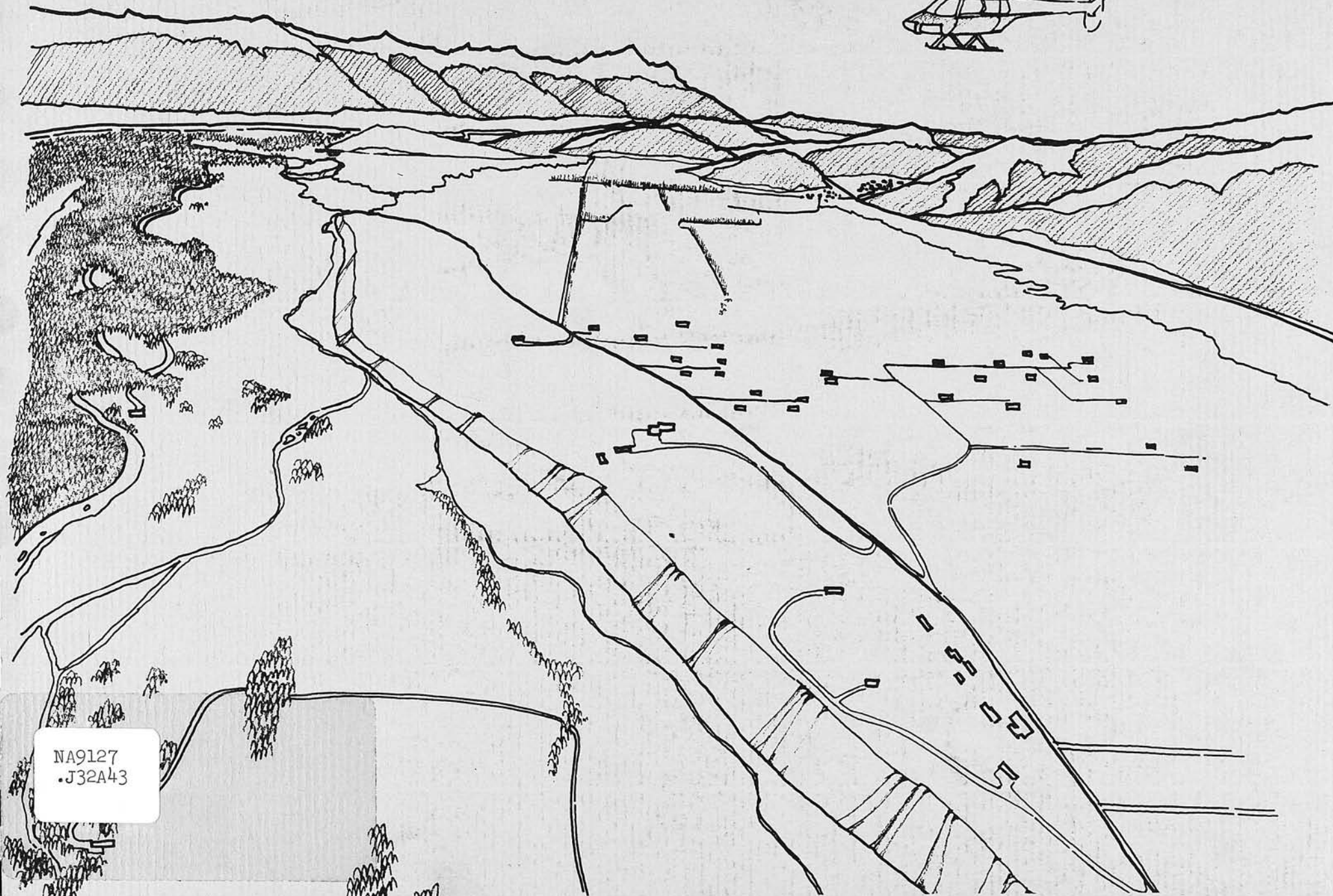
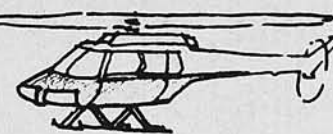


JACKSON HOLE, WYOMING

R/UDAT

AIA

1982



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Photo credit—*Jackson Hole News*

A STRATEGY FOR SOUTH PARK



CRANDALL "I saw, each year, the increasing hordes of automobile tourists sweep the country like locusts."

Struthers Burt, in "The Nation", 1926

Courtesy of Virginia Huidekoper, from Early Days in Jackson Hole.

PREFACE

Frederick Jackson Turner wrote that the American frontier closed at the turn of the century. The Lower 48 had reached a mean density of two persons per square mile. Congress had decided about the time of the Northwest Ordinance that this density would signal that a place should be regarded as settled. Most of the West has been struggling since Turner's time to prove that it isn't so, that the Old West and the frontier aren't closed, but alive and well.

Maybe we're kidding ourselves. Maybe Tony Lama boots and Stetson hats can't hold back sharp-edged, technological reality. If 4,000,000 visitors a year, countless cars, and the impedimenta of massed vacationers are the real Jackson Hole, perhaps this valley has joined Lahaina, Carmel, Sante Fe, and scores of other places in an end to innocence. But if the frontier dwells in the heart and the imagination, a remembrance of things past, and a celebration of freedom, there will be a place for the cowboy in all of us to survive and to endure against the corrosive demands of a high-tech society.

Even that special place will not survive if assaults on all our senses crush imagination. R/UDAT's in other places have faced the same question many times: How can millions of Americans enjoy the freedom to experience their national heritage without doing it irreparable harm? The answer lies, every time, not with the visitor, but with the resident. Preserving a heritage always falls to those who sweep away the traces of the last footsteps of the last visitor heading home. So it will be now and in the future in Jackson Hole.

People have been planning the future of this place for a very long time. We think we have identified at least three generations of planning.

The first generation of planning began 110 years ago when Yellowstone became the first national park, only sixty-five years after John Colter stumbled into this valley following his sojourn with Lewis and Clark. The first generation ended with the filling out of the national parks. Its end coincided with the first mass production of the automobile, the means for thousands, later millions, of people each year to see what God had wrought in Jackson Hole.

The second generation blended with the first. It began in the 1920's with the Snake River Land Company, and it ended with the Lawrence Livingston plan of the 1970's. This was the planning generation that first tried to hold up the close of the frontier. This effort caused bitter resentment on both sides of the planning controversy. Planning seemed a challenge to fundamental rights of property. One historian called it the time "when there was no such thing as getting together and talking it over." It was a symptom of the confrontational planning of this second generation that the Livingston plan was paid for in part by the Nature Conservancy.

We are told that this second period is essentially over, that a third period is beginning. This third and last era may be called the age of "Good bye, Old Paint, I'm a leavin' Cheyenne." Ranching as a gentle and quiet cowboy life on open spaces may be in its last roundup.

This R/UDAT is part of the third

generation of planning for Jackson Hole, part of a process that virtually all sides in the land use controversy favor. They seek a way to put off the day when ranching gives way to a very uncertain and risky future. Environmentalists and landowners bitterly disagree over the abstractions of public-versus-private rights, but they nod in unison to the thought that breaking up old landholdings is a serious threat to the quality of life in this valley. Neither side necessarily welcomes the developer's refrain to potential second-home buyers to "get along, Little Dogies, 'cause you know Wyomin', Wyomin' will be your new home."

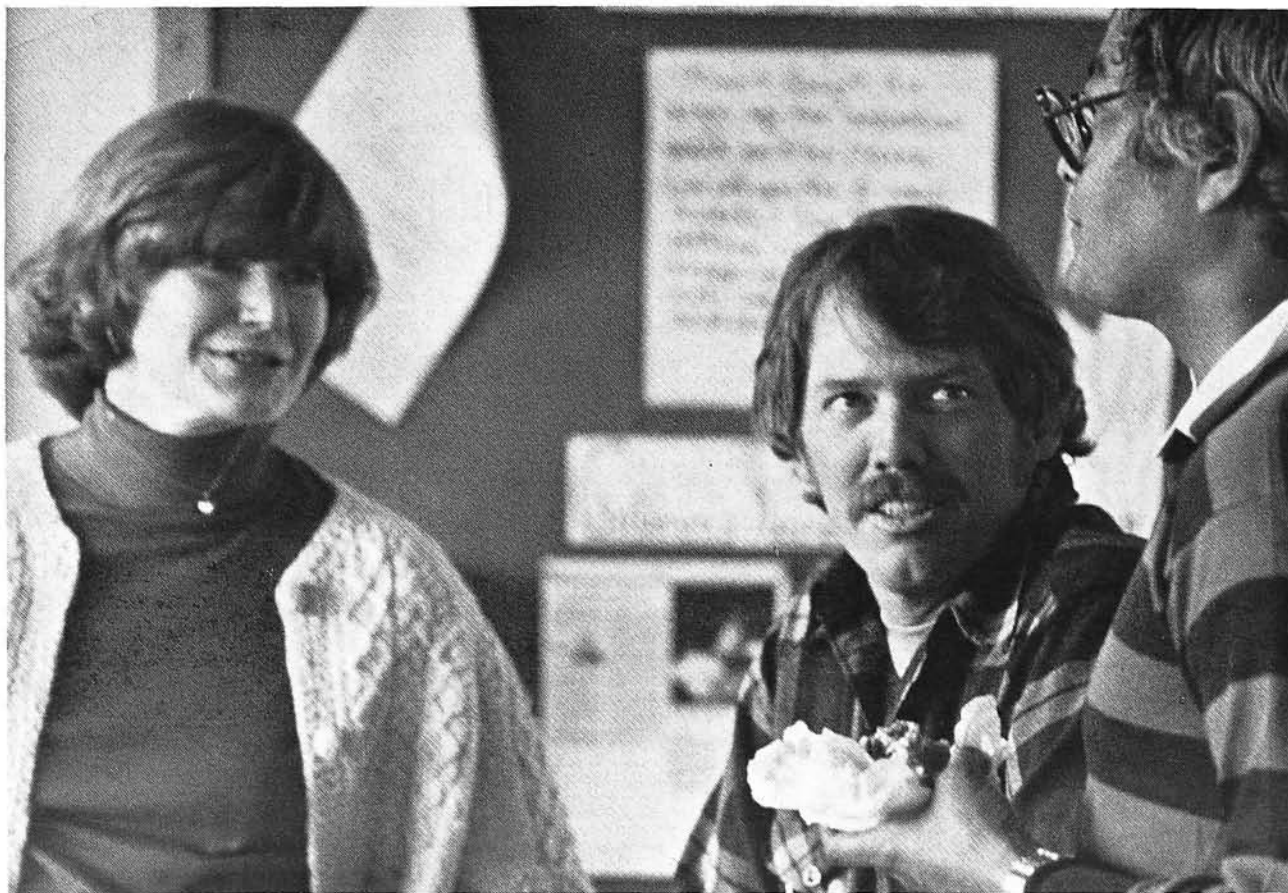
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Photo credit—*Jackson Hole News*

INTRODUCTION



The American Institute of Architects has sent Regional/Urban Design Assistance Teams (R/UDAT) into all corners of the United States since 1967.

R/UDATs arrive by invitation and without preconceptions to deal with environmental, urban, and rural problems ranging from regions to small towns and from recreation to public policy and methods of implementation.

R/UDATs respond to the problems described by local AIA chapters and by reconnaissance teams, which meet with R/UDAT's sponsors from community leadership.

Each team includes professionals with experience and expertise in the problems of the area under study. Members of the team are not compensated, and they agree not to accept commissions from future work that results from R/UDAT's recommendations.

The team acquaints itself with the community and its people... analyzes the problems presented to it in an intensive, short-term effort... presents its conclusions from a detached and fresh perspective... and makes recommendations that may offer a new departure for local planning or action.

OBJECTIVES OF R/UDAT

The objectives of the R/UDAT program are:

to improve the physical environment

throughout the nation;

to illustrate the importance of thoughtful design to urban planning;

to dramatize problems in urban design, stimulating public action toward their solution;

and to give national support to local AIA chapters in their efforts to improve their communities.

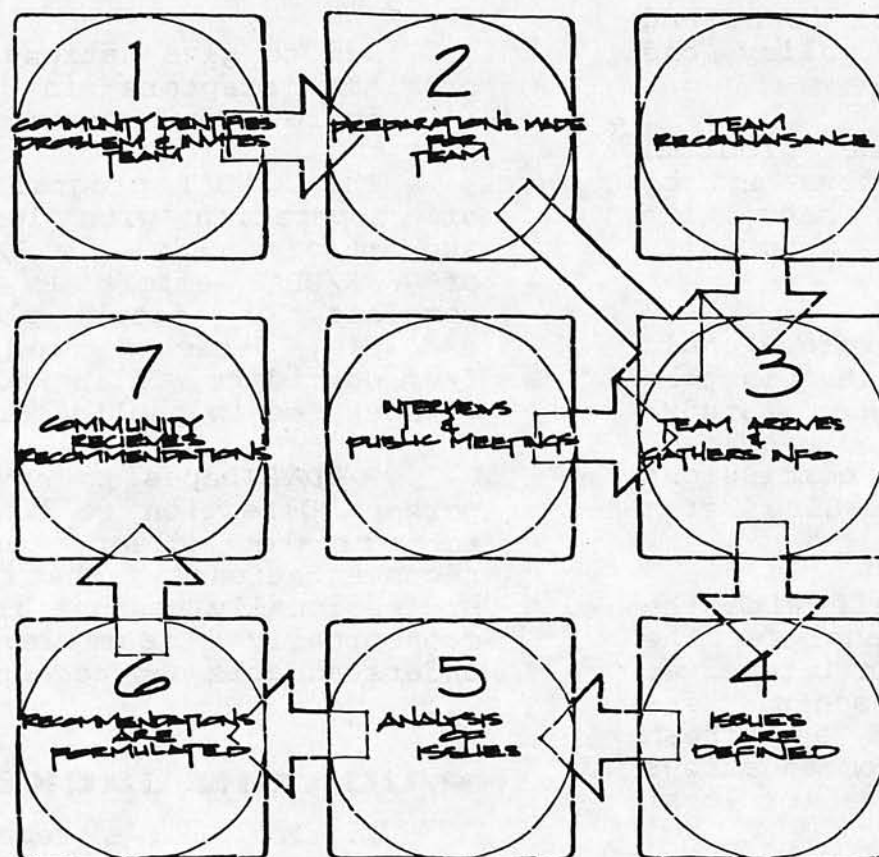
The R/UDAT program requires evidence of cooperation with local leadership in support of receiving a R/UDAT. The outcome of a R/UDAT effort is not to produce a complete or final plan, but a new, credible, detached, and experienced view from outsiders willing to devote their time without fee in public service.

R/UDAT hopes to give new impetus and perhaps direction to community action and to create clear and comprehensive recommendations that are logical, professionally responsible, politically and economically feasible, and publicly understandable and acceptable.

R/UDAT IN JACKSON HOLE

Jackson Hole's request for a R/UDAT team was approved in October 1981. After reconnaissance visits by Ron Straka and Jim Christopher, the R/UDAT team was organized and furnished with extensive background materials on Jackson Hole to read and absorb before the team assembled. The team met in Jackson Hole on March 19, 1982.

R/UDAT PROCESS



After extensive interviews with local officials, planners, and interested citizens, R/UDAT Jackson Hole produced its report for public review on Monday, March 22.

FINANCIAL SUPPORT

This R/UDAT has been sponsored by the Wyoming Chapter of AIA and financed by Teton County, Wyoming.

"It's 4 A.M. and I'm
tired as hell" Jooy



CONTEXT: JACKSON HOLE



PHYSICAL

Location: Jackson, Wyoming, or Jackson Hole as it is popularly known, is in the far northwest corner of the state. It is a small oasis of private property surrounded by the enormous national park and forest system, which includes the Tetons and Yellowstone National Parks. Despite the relative isolation, great distances and travel costs, up to 4,000,000 visitors each year visit the city on their way to or from these magnificent natural wonders. Specifically, it is a two-hour drive from Idaho Falls, Idaho, or a one-hour flight from Salt Lake City.

ENVIRONMENTAL

Called a "hole" as an early name for a valley, the site has its origins in multiple glacial actions. The residual evidence of these can be seen in the flat valley floor with its island-like buttes, meandering rivers and creeks, layered formations exposed along the hills and mountainsides, which define its 50 mile long by 8 mile wide north/south space. The major river is the Snake, which eventually joins the Columbia many miles downstream. The Grand Teton Mountains to the west are the most startling, rising 7,000 feet directly from the valley base to provide both winter and summer sports. Within this dramatic, natural framework, a slowly increasing population has settled to become neighbors with a highly diverse and still numerous wildlife counterpart. It is still possible to see

and be seen by bald eagles (rare), moose, bighorn sheep, elk, trumpeter swans, even grizzlies. The Snake River and its tributaries, specifically along the west side of the South Park, are the habitat of the Cutthroat trout, a highly prized species. The county is but 75,000 acres out of almost 18,000,000 total acres of public, mostly federal, lands.

MULTIPLE OWNERSHIP

There are 5200 - 5500 property owners in Teton County. Yet only four families control a substantial amount of the acreage in the South Park area.

HISTORICAL DEVELOPMENT

Native Americans provide the first evidence of humans in the area. The first settlers of European origin established a series of self sufficient communities providing essential services to the local agricultural population. These communities were small clusters of buildings situated around existing trails within the region (see figure). With the advent of the automobile, the trails became roads, mobility increased, and Jackson's role as the focus of the region was strengthened. Subsequently, some of the smaller less hospitable communities, e.g., Zenith and Mormon Row, died out.



ECONOMIC

In order to develop a strategy for the South Park area, it is important to view the economic issues from a larger frame of reference. Thus, we have broadened our horizons to provide an overview of both past and projected economic trends and patterns by looking at the County as a whole.

ECONOMIC ENVIRONMENT

A review of the economic environment of Teton County highlights one dominant factor: growth.

GROWTH INDICATORS IN TETON COUNTY

1970-1980

	<u>1970</u>	<u>1980</u>	<u>% Increase</u>
Population	4,823	9,355	48%
Employment	3,150	6,952	55%
Tourism			
Park Visitation	3,352,464	3,489,034	4%
Skier Days	65,954	120,000	45%

The statistics which describe the local economy indicate dramatic increases, particularly during the last decade. Population doubled during the 1970's to a level of nearly 10,000 people today. Tourism (as measured by visitation to Grand Teton National Park) has risen from 2.6 million in 1967 to a peak of nearly 4,000,000 in 1977. After a dip in the

late 1970's, the figure has rebounded to 3.6 million visitors annually. Studies show that summer tourism effectively doubles the true population of the Town of Jackson. Employment, which is directly related to the County's tourism industry base, has kept pace with the number of employees growing from 3,150 in 1970 to nearly 7,000 by 1980.

While tourism is on the rise, the County's second largest industry, agriculture, is declining. Sagging demand coupled with rapidly escalating costs have made ranching a marginally profitable business at best.

Teton County is no different than many of the other isolated resort areas that we have analyzed during the past 10 years. From the historic trends we can describe a conceptual model of the local economy which indicates that for each infusion of new tourist-related activity (summer visitors, winter skiers, or development of resorts) there is the creation of jobs. Service employees directly relate to those visitors whereas hotel workers and other jobs serve both the tourist and employees. In other resort areas this "multiplier effect" has shown that for every new hotel room or equivalent condominium unit, 0.3 to 0.5 jobs are created which relate directly to the resort and another 0.2 to 0.3 jobs are created in the local service sector. It is important to note, however, that without the infusion of these tourist related activities, the Teton County employment base will grow at a much slower rate as there is nothing to stimulate it.

HISTORICAL PATTERNS OF DEVELOPMENT

The dynamic growth of the past decade has resulted in a rather chaotic pattern of real estate development as shown in the next Table.

HOUSING TYPES UNINCORPORATED IN TETON COUNTY SUBDIVISIONS		
	1976-1981	
	<u>1976</u>	<u>1981</u>
Single Family	339	881
Condominiums	255	1,089
Undeveloped Single Family Lots	1,595	2,806

The large number of plotted-but-undeveloped lots most graphically reflects this grid-like pattern. Moreover, the trend towards second homes and condominiums is also evident. In total 20% of the County's housing stock are owned by non residents.

Of course this dramatic development, driven by the rapid rise in the tourist and second home industry, has created a number of problems. Lack of affordable housing has been the one most mentioned. For a physical point of view the piecemeal development also is undesirable.

FUTURE GROWTH

A number of future growth scenarios have been examined by the Town and County Planning Agencies. Most are based on percentage increases from the 1980 base. If instead, the future is viewed on the basis of what actually happened during the dynamic decade of the 1970's, less threatening growth projections are evident. Based on the numerical trends established during the 1970's, a population of some 14,000 permanent residents by 1990 is projected. This will generate an average annual demand for permanent housing of some 170 units per year. An additional 50 to 100 second home units might also be demanded with no external stimulation of growth. We feel that even these levels of demand might be conservative if summer tourism were to stabilize, a trend envisioned by a number of the people we interviewed. The holding capacity of the Teton County tourism infrastructure, such as roads and available campsites, may be reaching capacity.

The implications for developing a strategy for South Park are numerous. Were the area to capture an optimistic one-third of the projected demand during the next decade (70-90 units per year), a relatively small amount of acreage would be absorbed. Thus, it is clear to us that the tourism sector is the real key to determining the growth potential for South Park and there can be a number of different growth scenarios which address this sector of the local economy.

LEGAL IMPLICATIONS

One of the ironies of modern American law is found in common misunderstanding of the sources for local government's power to plan for the use of land and misapprehension of the limits of that power. Many citizens feel at least challenged, if not threatened, by the process of land-use planning and control; and others are certain that land-use regulation at any level is inconsistent with fundamental rights to own and enjoy real property. To some, land-use planning and regulation are new phenomena, apparently cooked up in a process to rival Byzantium.

Out of self-interest, some of the actors in the land-use arena routinely describe local government's powers over land development as narrow, circumscribed, and entirely dependent on specific legislative authority for each action taken. At the other end of the spectrum, some local officials, environmentalists, and their allies insist that land-use planning derives from an almost limitless police power, needs no legislative imprimatur beyond a general land-use regulation enabling act, and need not even be especially democratic.

The reality of land-use law and process is quite different from these opposing views. Although the United States Supreme Court has for several decades left the 50 states relatively free to develop local, home-rule notions

of the limits of land-use planning and regulation, the Court has whenever necessary reiterated that the power over land-use at the state and local level is derived from the broadest power of government itself, the police power, the power to legislate for the public health, safety, and general welfare. The 50 states have been remarkably consistent in their adherence to this basic notion, although among the states' perceptions of the ultimate limits of the police power over land use vary widely.

In recent years, there has been increasing evidence that several states are opting for a participatory form of land-use regulation, in which the average citizen is encouraged to partake of the planning process before a comprehensive plan is written and adopted. It has even become accepted and common in some states to accompany the adoption of land-use plans by a plebiscite, a referendum on the plan at a local election. There are some who view this development with great uneasiness, believing that they see in it not the grass-roots democracy that a referendum is intended to foster, but the potential for perpetually ad hoc, arbitrary, and unjust tinkering with private rights in property.

There is no reason why Wyoming or Jackson Hole should indulge in this debate, because no plan that does not command at least the respect, if not the common support, of the population of a small and close-knit community can possibly succeed. If process is the essence of liberty, it is the cornerstone of public acceptance of local government. Citizens will accept without quarrel regulations that inhibit

their freedom of action in reasonable ways so long as they believe those regulations were adopted with due process and a fair regard for the landowner's right to "a day in court" before regulations are adopted. But regulations imposed by a process seen as unfair, no matter how benign they may be in substance, will never command the consistent respect and obedience that is essential to a law that must be imposed repeatedly in administrative action on a daily basis.

There is on the part of some landowners lingering resentment at the way the Livingston comprehensive plan was formulated and adopted. Even the appearance of unfairness is sometimes sufficient to generate a certain level of long-term public discontent. The most common criticism of the Livingston planning process is that it did not seem to be based on, or even to care much about, the common wisdom, history, and shared values of this valley. Some citizens complain that their efforts to meet the outside consultants were either rebuffed or met at best with impatience. Certain landowners argue that the resulting plan appeared more suited to an urban or metropolitan environment and seemed to have been imposed on Teton County whether or not it fit and whether or not it reflected the consensus in this county over the proper balance of private and public rights in the use of land. They contend, finally, that the county refused to submit the plan to a plebiscite and that no amount of public meetings could ever substitute for the finality and fairness of a secret ballot.

There was, of course, no legal requirement that the plan be adopted only after a vote of the people and ample precedent for its adoption by vote of elected officials. Likewise, the use of experienced consultants from other places is neither novel nor unwise.

At bottom, the argument may simply be over a land-use system that permits others than the owners to participate in the decision how land will be developed or used. But that is an issue of constitutional dimension on which no plebiscite would be competent to decide. The decisions of our Supreme Court have long since determined that the use of land is no more immune from legitimate regulation than the use of an automobile or the tactics employed in business. The value of a plebiscite over the comprehensive plan in Teton County would thus be limited, not to changing the underlying law, but to determining the will of the people to plan, or not to plan.

There is always a countervailing risk to be matched against the advantages of retaining outside consultants, the risk that they will not appreciate in a short period of time the local, historical, and firmly-held views of the people for whom they are hired to plan.

We feel that any future amendments to the comprehensive plan should be formulated only after any outside consultants are instructed to make time to acquaint themselves with the problems of the county and the attitudes of its citizens.

Once a comprehensive plan has been adopted, we have no confidence in the claim that it lacks support in Wyoming law, and recent decisions of the Wyoming Supreme Court bear us out. Wyoming, like its sister states in the West, has adopted a sympathetic and supportive view of the powers of local government to plan and regulate land use. The police power has long been defined as the power to experiment and to fashion new means to deal with developing problems. Our research demonstrates that the courts in Wyoming agree. It would be a significant disservice and source of confusion for local legal advisors to suggest otherwise or to undermine the efforts of local planning officials and elected representatives to use the powers that are theirs in the law under the police power.

Finally, we have heard the argument that while Wyoming cities have power from the legislature for comprehensive planning, Wyoming counties do not. This, however, is essentially the argument made in the recent Snake River Ventures case in the Wyoming Supreme Court, by the justices in dissent. Their failure to win their colleagues to this view seems ample proof that there is no essential difference in land use authority between Wyoming cities and counties; and we have heard that other Wyoming counties are taking Snake River Ventures at face value, as well they might.

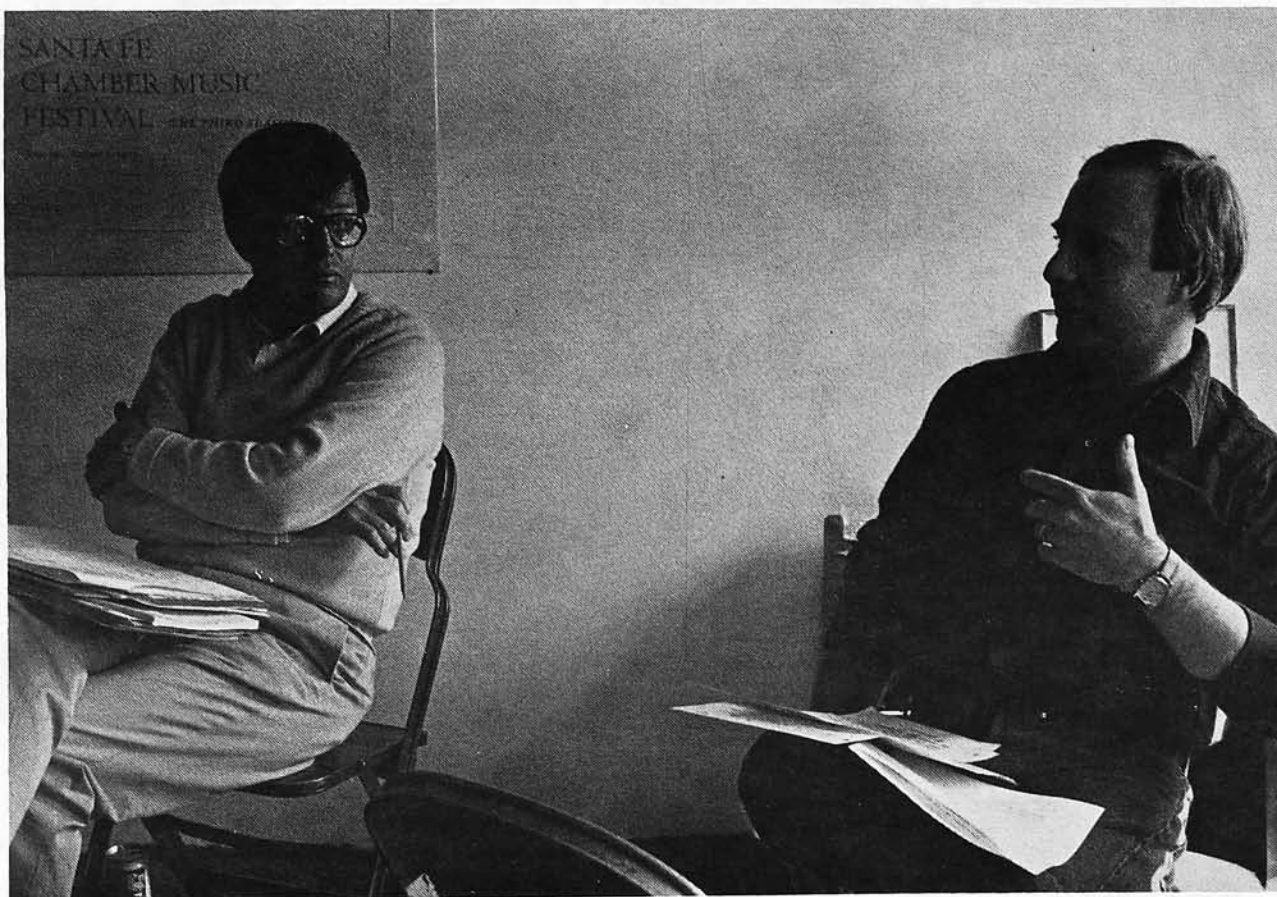
In the last analysis, people get from their land-use planning and regulation, as from most other episodes in life, pretty much what they deserve.

If county and city officials adopt an inflexible resolve that they will overcome the natural tensions that come up between cities and counties and will overlook narrow claims of "turf" and political advantage, the people will benefit. Their interests are the same; only their attitudes and unwillingness to continue to dialogue sometimes get in the way of consensus.



Photo credit—*Jackson Hole News*

PLANNING & POLICY CONCEPT



"The essential character of Jackson Hole, the quality of the environment, the ranching activity, and the sense of community, should be preserved." (Teton County Comprehensive Plan)

RATIONALE

For more than four years the Comprehensive Plan has been the principal guide for land-use and development in Teton County. The plan includes basic features of long-range planning plus standards and regulations commonly associated with zoning ordinances. It is probably too early to judge the utility and effectiveness of the plan but it is possible to compare it with plans in use in other areas. Having made such a comparison, we conclude that it is a highly technical, ambitious, and professional plan. However, the plan is not truly comprehensive and is somewhat unclear about intended development patterns and potential. That is, the plan lacks some traditional components of long-range planning such as traffic circulation, open space, housing and public services. And, the structure of the plan, with its density bonuses, performance standards, and undefined urban expansion area, is such that no one can know either the magnitude or the nature of the development that will result from the plan. For example, a 200 acre parcel designated Residential-Agricultural-3 could be developed as 67, three acre homesites or 134 higher density units with 100 acres of open space.

COMMUNITY VALUES

We have come away from the numerous public and private discussions with the citizens of Teton County with the feeling that there is considerable agreement on the most valued aspects of the place. Concern for the natural environment, the wildlife, the rural character, and the special balance of individualism and cooperation are cited as the most valued aspects of Jackson Hole. Where there are differences, they relate to the relative value of these various aspects, to the means by which they should be preserved or to the question of whether they can be preserved.

Resolution of these differences rests squarely with the Jackson Hole community. Perhaps we can best serve to comment on the likelihood of current planning policies succeeding in preserving the character of Jackson, to describe concepts in use elsewhere which could improve the potential for success, and to suggest techniques, procedures, and standards by which an overall concept might be implemented.

We believe that the Comprehensive Plan is insufficient to preserve the character of Jackson Hole and insure development of high quality commensurate with the setting. Two options remain if preservation of the character is to be pursued: 1) build on and improve the existing plan; 2) embark on a wholly new planning strategy. For reasons both pragmatic and philosophical, we have chosen to concentrate on the former, i.e., augmentation of the existing plan.

AUGMENTATION OF THE EXISTING PLAN

Three assumptions rest at the base of the strategy to augment the existing comprehensive plan:

- 1) Some aspects of the natural environment are so important to the character of Jackson Hole and are so sensitive to the intrusion of development that no development should be allowed.
- 2) In most areas clustered development is preferred to such a degree that scattered "ranchette" development should not be permitted.
- 3) Preservation of ranching and wildlife is so essential to the character and economy of Jackson Hole that exceptional protection techniques are justified.

The broad riparian network associated with the Snake River and its tributaries, the major scenic vistas looking into South Park from Route 22 and Route 89, the steep or unstable lands, the primary flood plains, and avalanche paths strike us as the types of natural phenomena which should preclude residential development, particularly when they coincide. On some properties, clustering development will be sufficient to avoid these natural features. Other properties may lack any land suitable for development, in which case a combination of techniques including regulation,

conservation, easement dedication, land trust acquisition, and an informal system of transfer of development rights may be used to implement the policy. Low density "ranchette" development is so consumptive of land and resources, and difficult to serve that it should not be the basic pattern of development except in those areas committed to such a pattern by existing lot sizes or development. Regulations making clustering mandatory, but preserving the density bonuses, can be legally implemented and would be adequate to promote a more efficient development pattern.

Ranching and some herds of big game wildlife in Teton County are dependent on the lands of the valley floor. Much of the character of the county is dependent on their continued utilization of the valley floor. The economics of ranching makes protection extremely difficult. Faced with similar problems, communities elsewhere have used techniques such as these:

1. Require that the most suitable lands for ranching be preserved in logical management units as the open space component of any cluster development.
2. Require that the open space be managed for ranch, or wildlife, as appropriate. The obligation should remain with the developer or home owner association.
3. Establish and enforce conditions on the development to minimize

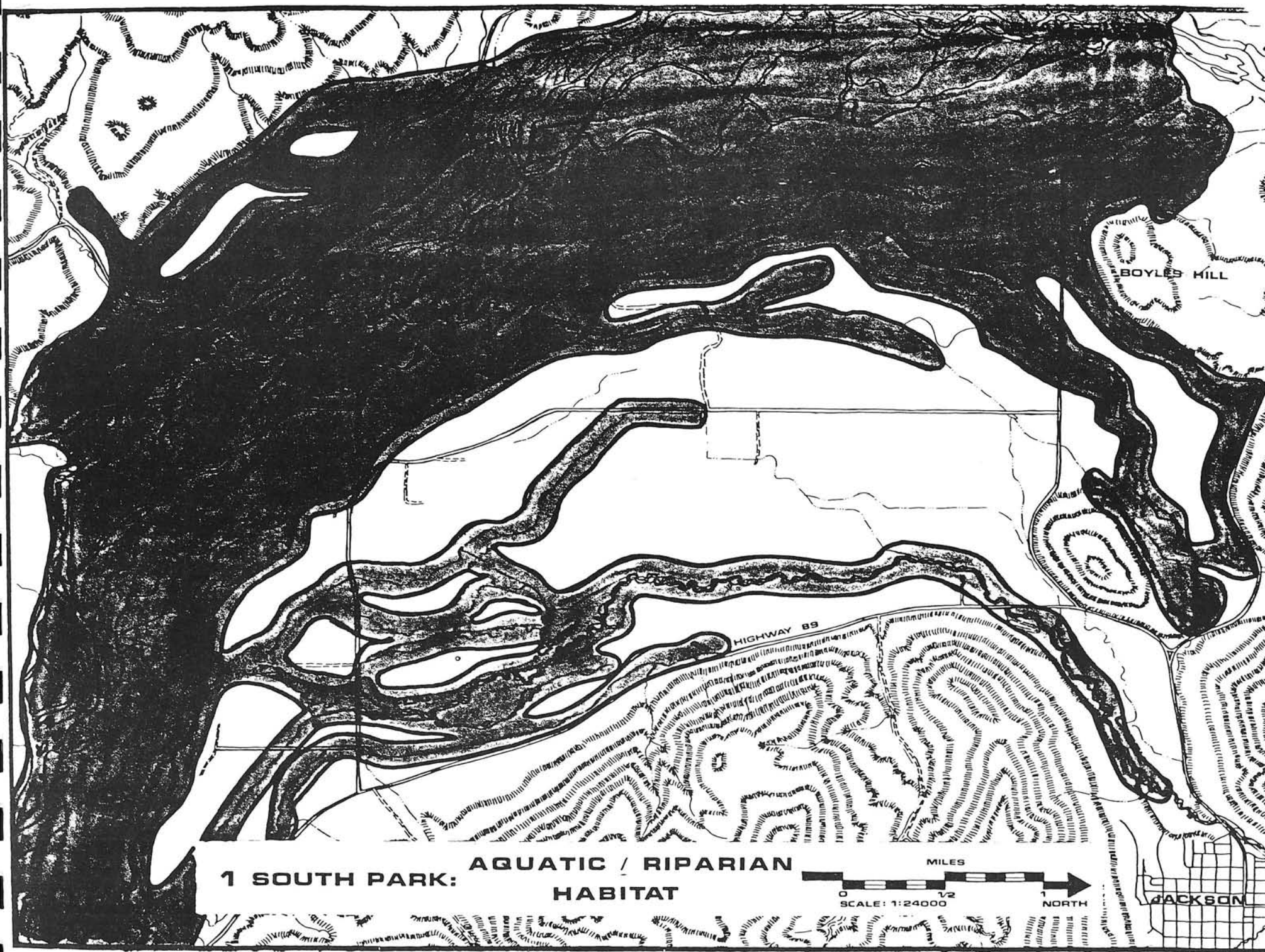
MAPPING: NATURAL AND PHYSICAL CONSTRAINTS

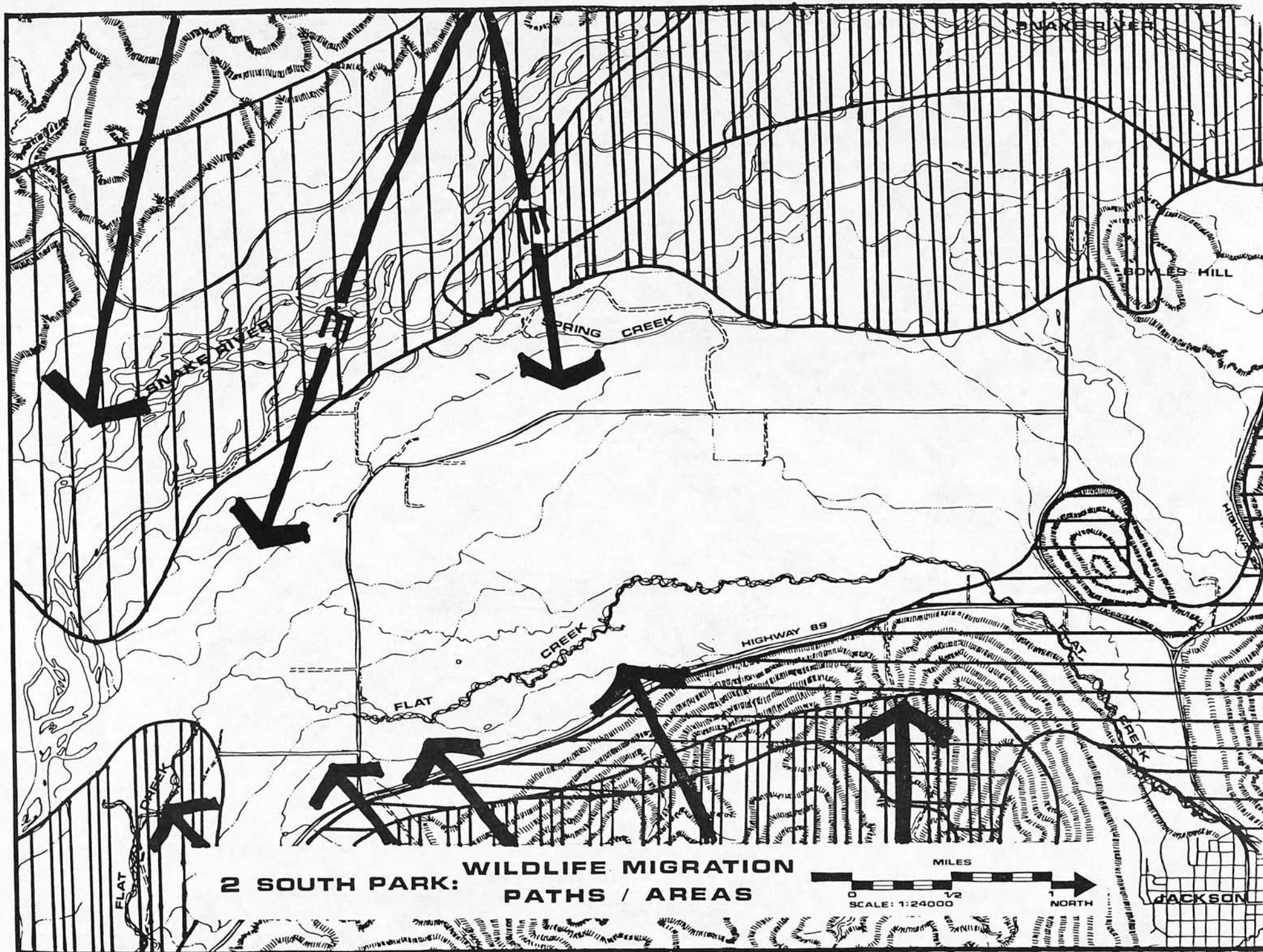
THE FOLLOWING NATURAL AND PHYSICAL CONSTRAINTS WERE UTILIZED THROUGH AN OVERLAY PROCESS TO DETERMINE POTENTIALLY DEVELOPABLE AREAS IN SOUTH PARK.

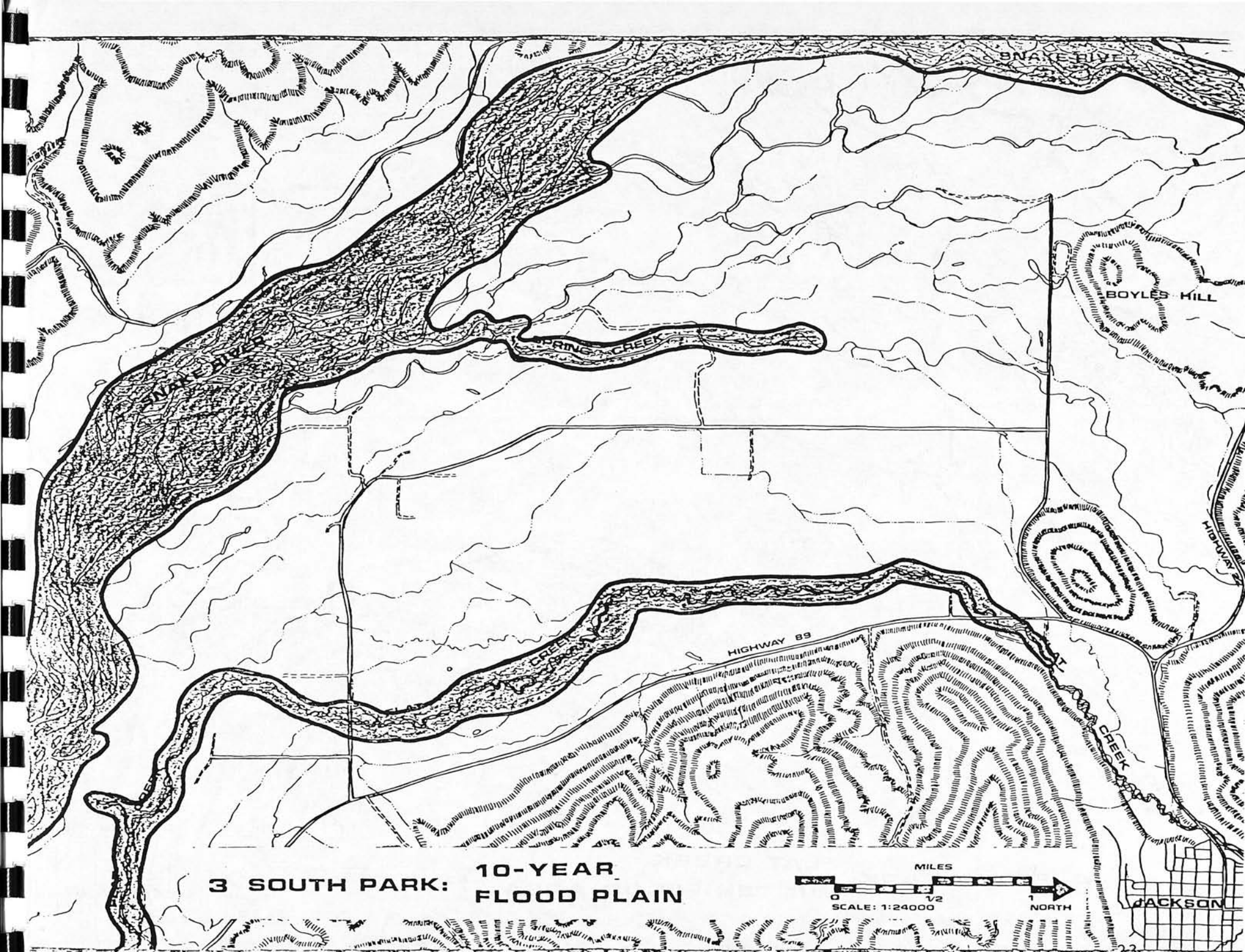
- 1 AQUATIC/RIPARIAN HABITAT
- 2 WILDLIFE MIGRATION PATH/AREAS
SOURCE: IZAAK WALTON LEAGUE OF AMERICA
- 3 10-YEAR FLOOD PLAIN
- 4 FLAT CREEK WINTER FLOOD AREA
- 5 HILLSIDE MODERATELY STEEP/POTENTIALLY UNSTABLE
- 6 HILLSIDE STEEP/NATURALLY UNSTABLE
SOURCE: LIVINGSTON AND ASSOCIATES

COMPOSITE MAP:

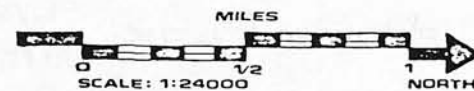
- 7 ENVIRONMENTAL SENSITIVITY



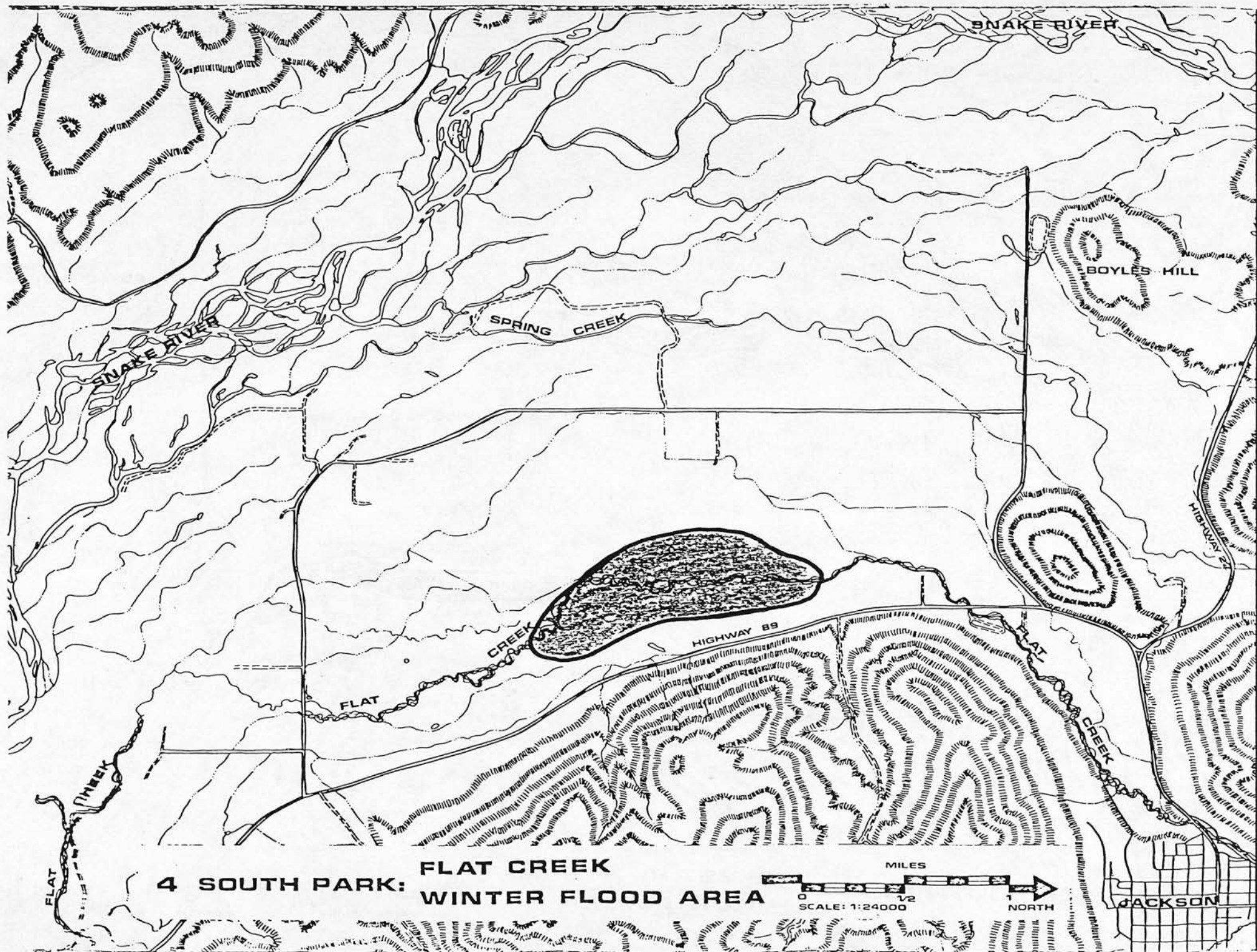


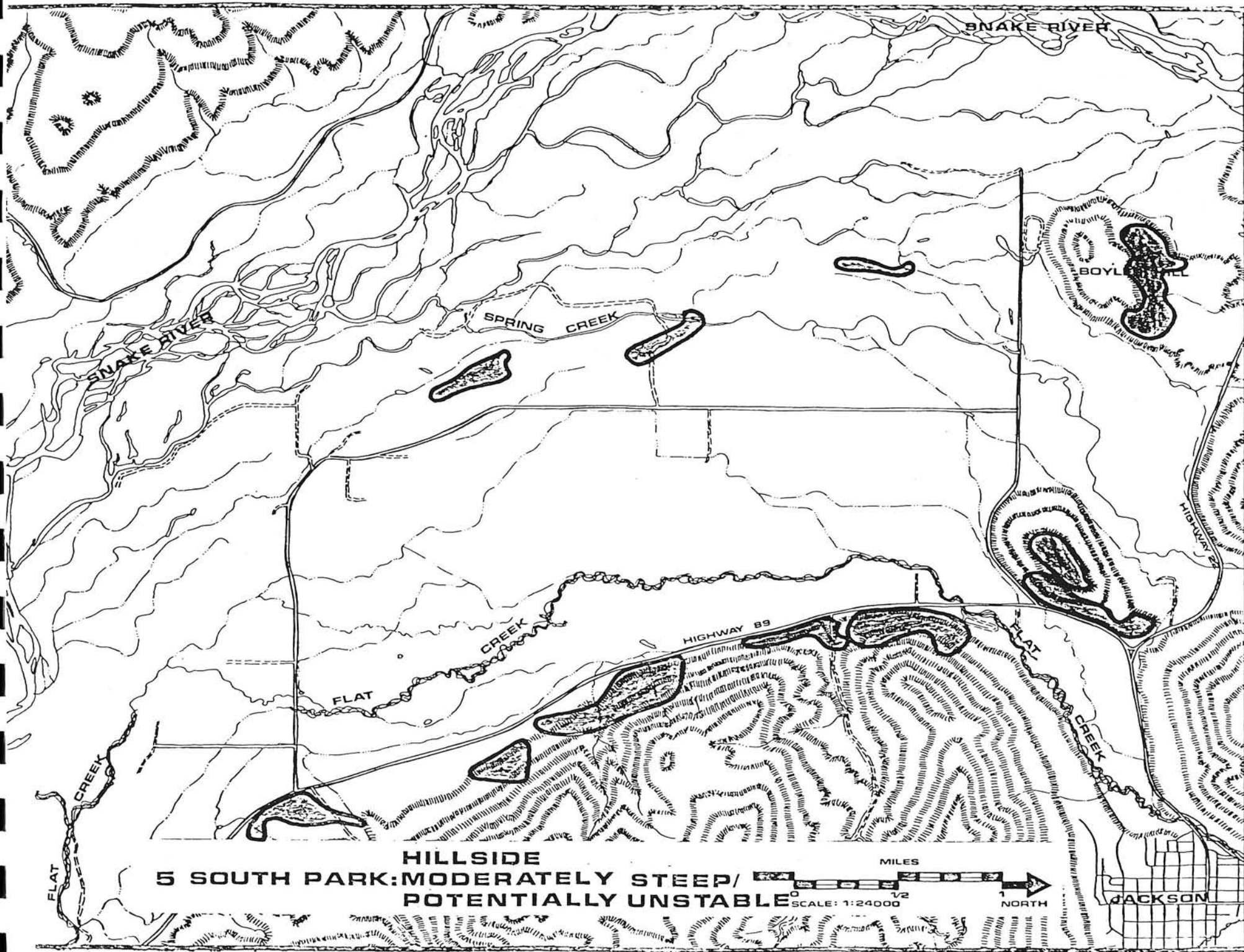


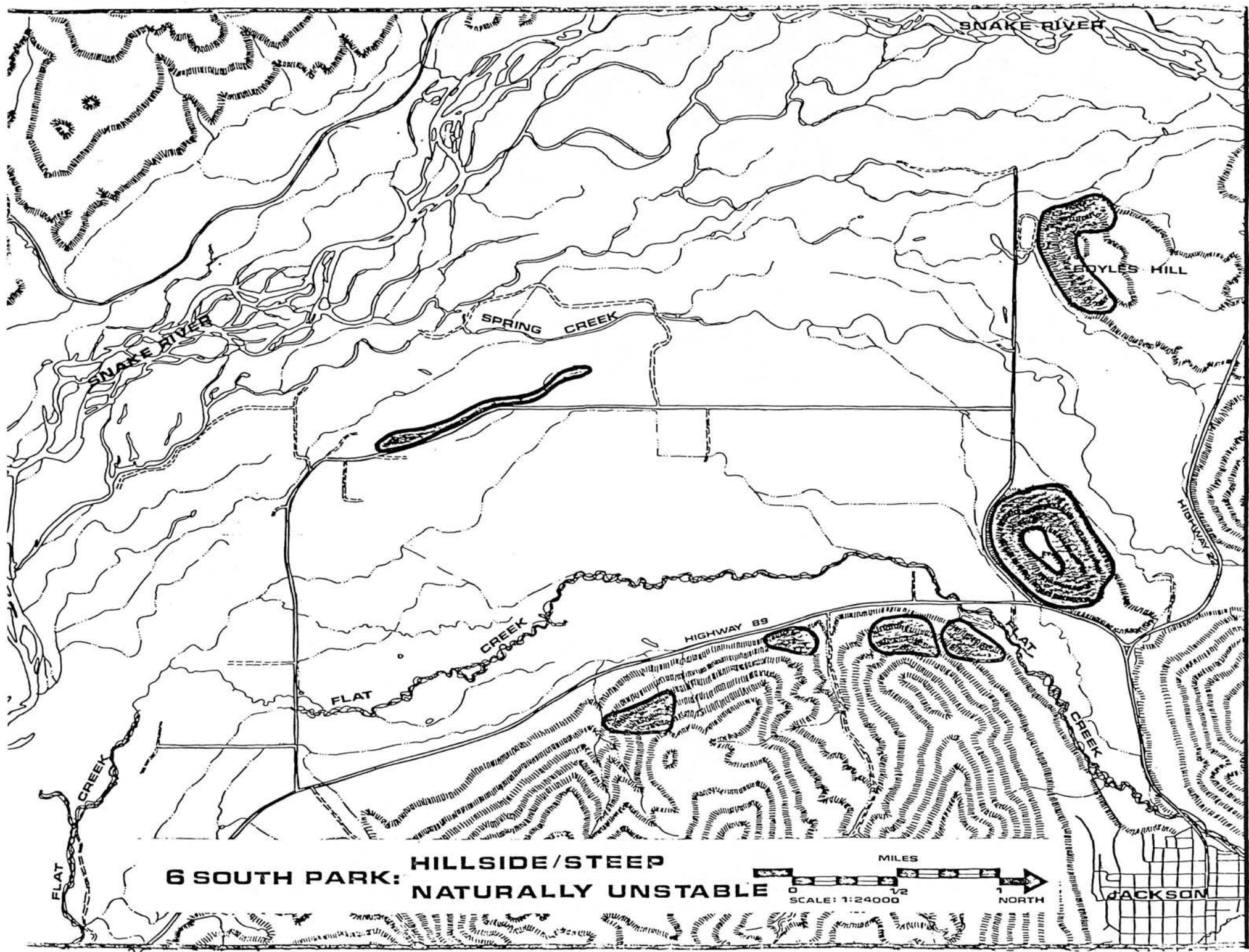
3 SOUTH PARK: 10-YEAR FLOOD PLAIN



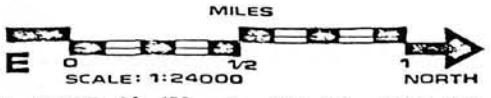
JACKSON

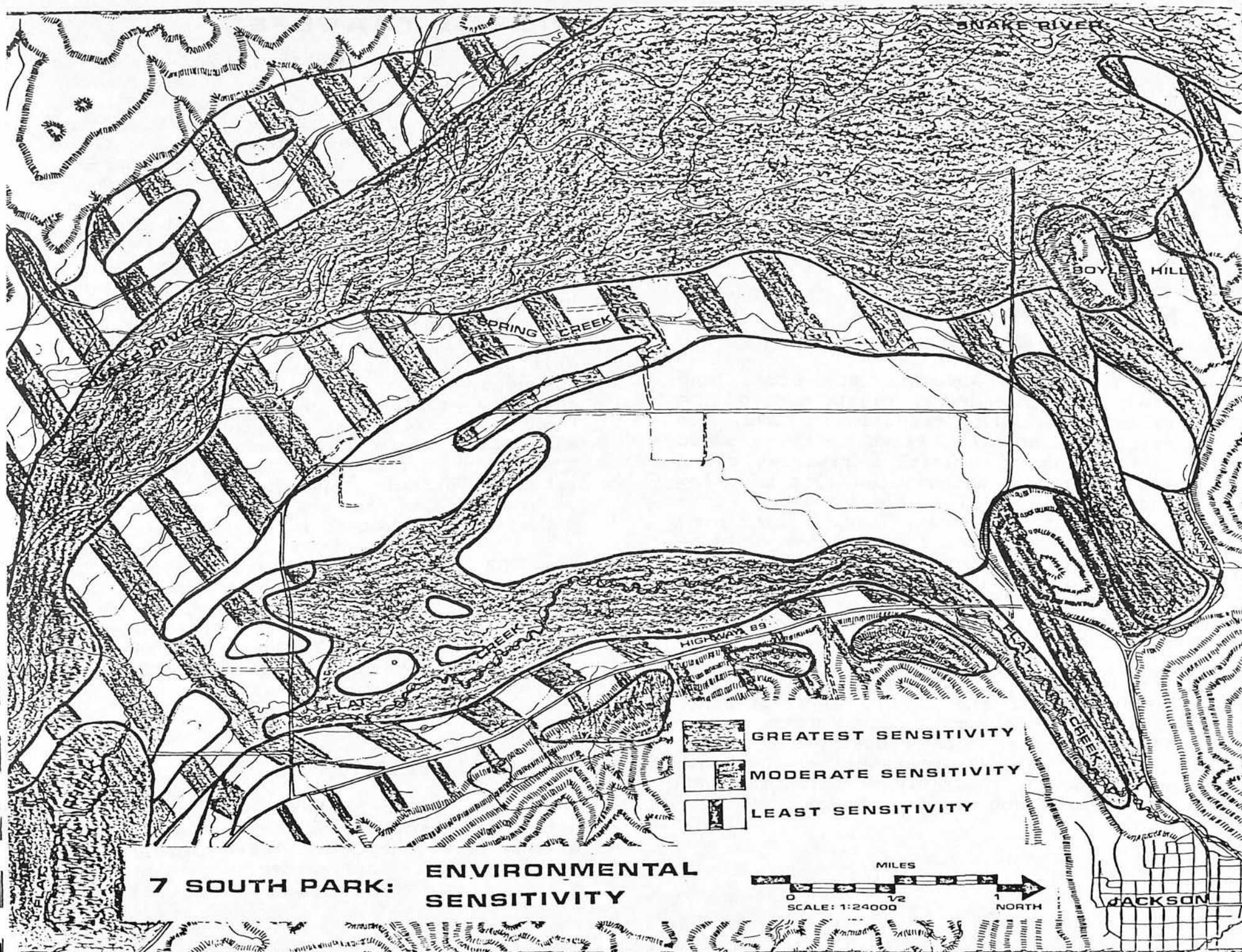






**6 SOUTH PARK: HILLSIDE/STEEP
NATURALLY UNSTABLE**





7 SOUTH PARK: ENVIRONMENTAL SENSITIVITY

residential and ranching conflicts.

4. Assure that the design of the development permits efficient ranch operation.
5. Encourage conservation, easement dedication, land trust acquisition, and transfer of development rights as techniques to minimize the development pressure on ranch land.

SOUTH PARK CONCEPT

The South Park concept is a broad land use policy intended to retain most of the valley in its traditional use, to maintain scenic views, to avoid destruction of sensitive riparian areas and animal migration paths, yet to allow economically feasible residential development on the large remaining ranches. Residential structures would be located in relatively small portions of the site at higher than typical net densities, while the remaining area would be allocated to the minimum required for a functioning ranch.

Because three ranches occupy the highest percentage of the scenic road frontage view, (Von Gontard at the south end of Rte 89, Porter midway northward towards the Rte 89/Rte 22 intersection, and Brown along Rte 22) their preservation in ranch uses would achieve the goals summarized above.

RANCH RETENTION USING RIGHTS TRANSFER

Proximity to the existing town center is the logical location for new development at higher densities by virtue of the availability of existing services and convenience destinations. Lower densities would seem more appropriate further away from the center. Under present planning controls there is no mechanism to assure this desired pattern. If a transfer of development rights (TDR) system were arranged, the property owner distant from the center could exchange his development rights with a near-in property owner either for money or some other item of agreed upon value. Multiple exchanges could also be arranged. Such a system is not without serious problems. A full development rights transfer system would be expensive and difficult to administer. An informal system of exchange between land owners without direct involvement of local government is the only system with any potential for success in Teton County.

The TDR system as proposed would not be adequate to protect all the ranching and sensitive lands recommended for protection in the concept. The system is best considered supplementary to the more traditional techniques of regulation and privately sponsored protection.

CIRCULATION

South Park would be served by an upgraded arterial roadway following the present alignment of the South Park Road and fed by east-west collectors. Except for existing roadways these collectors would

not connect to the existing State Route 89. Neighborhood street systems would in turn feed the east-west collectors.

The basic traffic engineering objective of the circulation system would be to maintain the traffic carrying capacity and integrity of Route 89 for through traffic, unimpeded by local residential trips. As a result, the privacy and integrity of the new residential areas west of the highway would also be preserved.

To maintain the traffic objectives for Route 89, commercial development and other traffic generating uses should not be considered along the highway.

At its northern end, serious consideration should be given to retaining a corridor through the Spring Gulch as a future bypass for through traffic. An improved connection between Route 89 via Route 22 and an upgraded Spring Gulch Road may serve as a more immediate bypass.

Route 89 should continue as the major north-south route through Jackson. A one-way system will be required to improve the capacity.

Other modes of transportation such as bicycles and horses should be provided for, either adjacent to the auto right-of-way or in the open space system.

OPEN SPACE

Open space is a crucial amenity in both the economy and imagery of Jackson. It is not only a matter of scenery for which millions of visitors spend their disposable income each year to see, but a component of the surfaces on which animals feed and humans work and live and play. Of course, it also provides the channels along which we walk, drive and conduct other activities together with the wildlife who share it.

The South Park concept we have proposed would retain open space for its economic, esthetic and functional purposes in the following ways:

1. As part of functioning ranches made more economically feasible by appropriate land use and development policies;
2. As part of lands dedicated as conservation or scenic easements by property owners in return for favorable tax benefits;
3. As land or as certain easement rights acquired by non profit bodies;
4. As lands precluded from development by regulation where the benefits to public health, safety and welfare are clearly demonstrated.

DENSITY

Generally it is recommended that the residential densities of actual development areas be increased in the

South Park area to accommodate the demand for housing and to reduce the rate at which land is consumed. Nevertheless, the concept does not advocate increasing the total development potential above that which is allowed by the Comprehensive Plan except in the urban expansion area. The concept promotes cluster development at densities up to 12-15 units per acre with substantial residual open space. We believe the highest densities should be closest to the existing center of the city. Current proposals for the designated urban expansion area contemplate approximately 600 units in the 160 acre parcel or 3.75 per acre. We believe this area could be designed to accommodate a larger number of households while still retaining amenity and high standards of architecture.

Higher densities are advocated not only because we believe it will enable more people to live in Jackson without loss of open space, but because of the possibility that lower housing costs may result. The concept of affordable housing may be illusory however, particularly in a community such as Jackson where competition for housing could become even keener as environmental quality becomes an even more important criterion to those seeking first or second homes. Tourism, Jackson's major industry, also indirectly inflates the cost of housing as some visitors return as permanent residents.

Higher densities also provide a greater potential for incorporation into resort and recreation oriented residential communities with golf and

equestrian facilities. While these developments are not guaranteed market successes, their physical design characteristics typically contain considerable permanent open space and relatively compact, efficiently sited buildings. Scenic values are also recognized as an economic benefit to such projects, as is high quality architecture. Thus, although we would not advocate special efforts to attract resort development, the assets of this type of use should be kept in mind.

Building height has also not been a specific concern of the team. However, it is our opinion that from four to six stories would be a maximum beyond which the overall urban design character of Jackson in its central area would be threatened. If the character of downtown Jackson business activity were to exhibit signs of major changes including the kinds of factors which make taller buildings feasible, urban design analyses and policies should be prepared so that a minimum of negative impact would result. At the present time the tallest building in the county and city is The Americana Hotel at 6 or 7 stories (65') depending on which side is being faced. Since a six story residential building would exceed city height limits (35'), extra height may provide a basis for bonus provisions to achieve open space or other amenities.

Diverse forms for higher density should be sought in all new development. So-called town houses, garden apartments, cluster housing, mid-rise multi-story, atrium or court housing and other forms

of building for multiple occupancy are examples in which walls are shared but privacy is maintained, and reasonable access to exterior open space for personal and shared use is possible.

"We don't want to sell but
we've got to"

"Everyone wants five acres,
a buckrail fence and a
St. Bernard"

"In a few years there won't
be any game animals left,
just like in Colorado"

Table 17

NET FISCAL IMPACT OF THE SPRING CREEK RANCH DEVELOPMENT
ON ALL LOCAL ENTITIES

	Year of Operation									
	1	2	3	4	5	6	7	8	9	10
<u>Annual Revenue</u>										
City of Jackson	--	--	\$ 38,654	\$ 50,876	\$ 66,038	\$ 83,911	\$104,380	\$123,317	\$145,254	\$156,327
Teton County	\$ 12,038	\$ 14,160	40,969	52,266	66,135	81,880	99,532	117,017	129,484	135,121
Teton County School District	52,160	61,124	76,172	95,202	118,157	142,974	170,336	200,317	201,696	201,696
One-Time Revenues ^{1/}	--	31,200	42,000	54,000	57,600	57,600	58,800	60,000	--	--
Fire Protection Fund	518	606	757	945	1,173	1,420	1,691	1,988	2,001	2,001
Total	\$ 64,716	\$107,090	\$198,552	\$253,289	\$309,103	\$367,785	\$434,739	\$502,639	\$478,435	\$495,145
<u>Annual Costs</u>										
City of Jackson	\$ 1,590	\$ 3,435	\$ 5,566	\$ 8,016	\$ 10,823	\$ 14,022	\$ 17,672	\$ 21,816	\$ 26,500	\$ 31,800
Teton County										
Alternative I	63,030	72,110	84,135	94,337	106,589	120,363	135,670	152,667	171,689	186,420
Alternative II	25,530	31,610	40,395	47,097	55,571	65,263	76,162	88,398	102,278	111,456
Teton County School District	--	--	10,740	27,062	54,275	85,671	121,750	163,060	210,197	226,995
Capital Costs ^{2/}	40,879	40,879	40,879	40,879	40,879	40,879	40,879	40,879	40,879	40,879
Total--Alternative I	\$105,499	\$116,424	\$141,320	\$170,294	\$212,566	\$260,935	\$315,971	\$378,422	\$449,265	\$486,094
Alternative II	\$ 67,999	\$ 75,924	\$ 97,580	\$123,054	\$161,548	\$205,835	\$256,463	\$314,153	\$379,854	\$411,130
<u>Net Fiscal Impact</u>										
Alternative I	(\$ 40,783)	(\$ 9,334)	\$ 57,232	\$ 82,995	\$ 96,537	\$106,850	\$118,768	\$124,217	\$ 29,170	\$ 9,051
Alternative II	(\$ 3,283)	\$ 31,166	\$100,972	\$130,235	\$147,555	\$161,950	\$178,276	\$188,486	\$ 98,581	\$ 84,015

^{1/} One-time sewer connection fees.

^{2/} Figure includes road and bridge, fire department, and school district capital costs.

Source: Economics Research Associates.

ECONOMIC POLICY

The ability to implement these planning and design policies and recommendations depends on the capacity of the private and the public sector to understand each other's needs and goals.

PRIVATE/PUBLIC INTERFACE

Preservation of open space and view corridors and most particularly, preservation of the "Jackson Hole Way of Life" is a critical goal for the developer. Adherence to the design standards as set forth above are also consistent with the developer's goals. Good design creates value and therefore improves the developer's economic feasibility. Members of the team have analyzed virtually every major resort area in the western hemisphere and can conclude that those projects which are well-designed (we call them Planned Recreational Communities) are the ones which are more marketable and tend to sell for higher prices. The most feasible developments tend to be ones which are large enough in size to provide a variety of both manmade and natural amenities and control large enough parcels to create a sense of "community".

DEVELOPER FEASIBILITY

Feasibility literally means "capable of being done". For a developer there are three types:

- Economic
- Physical (Design)
- Political

Quality design helps create value and determine cost. The developer takes in revenues from sales and operations, but to get these revenues incurs a number of costs which include development (infrastructure, construction, land and so forth) and operations. The difference between the two represents his return, against which he has to compare the risk of doing the project. Political feasibility introduces the public sector into the equation.

IMPACT OF THE PROJECT

The public sector is interested in the "cost" of the project, be it monetary or an indirectly measurable socio-economic or environmental impact. The mitigation of these impacts are expenses that need to be borne by either developer or the public sector if the project is to be feasible. In today's times of limited public sector financial capacity, it

falls upon the developer to provide some of the "public" services for which he is directly responsible such as roads, utilities, school sites and so forth as well as being accountable for the environmental impact the project may create. It is important to understand that in tourism areas, the provision for a quality infrastructure package as well as a preservation of environment are also in the developer's best interest. In addition, cultural facilities, a performing arts center, parks, conference centers and so forth add to the visitor's experience. The key for the developer is determining what these costs are and comparing them to this revenues to evaluate the economic feasibility of his project. Often we may even want to subsidize some of these public amenities.

FISCAL IMPACT MODEL

In order for the developer to assess the costs of these services as well as to protect environmental quality there needs to be a method for measuring impact.

The County has already established the requirement for a fiscal impact model for the Spring Creek Ranch project. We concur that this represents a valuable tool for both the public sector and the developer in that it defines a variety of costs and benefits including:

Revenues:

- Sales Taxes
- Fees
- Property Taxes

Costs:

- Water
- Sewer
- Public Administration
- Roads and Streets
- Transportation
- Protection
- Schools
- Hospitals
- Human Services
- Libraries, Recreation

The overall policy should be that each development create a positive fiscal impact. The developer can create special assessment districts to finance much of the infrastructure and recreation needs, and residents of his development will pay taxes which in general should support the County's operations.

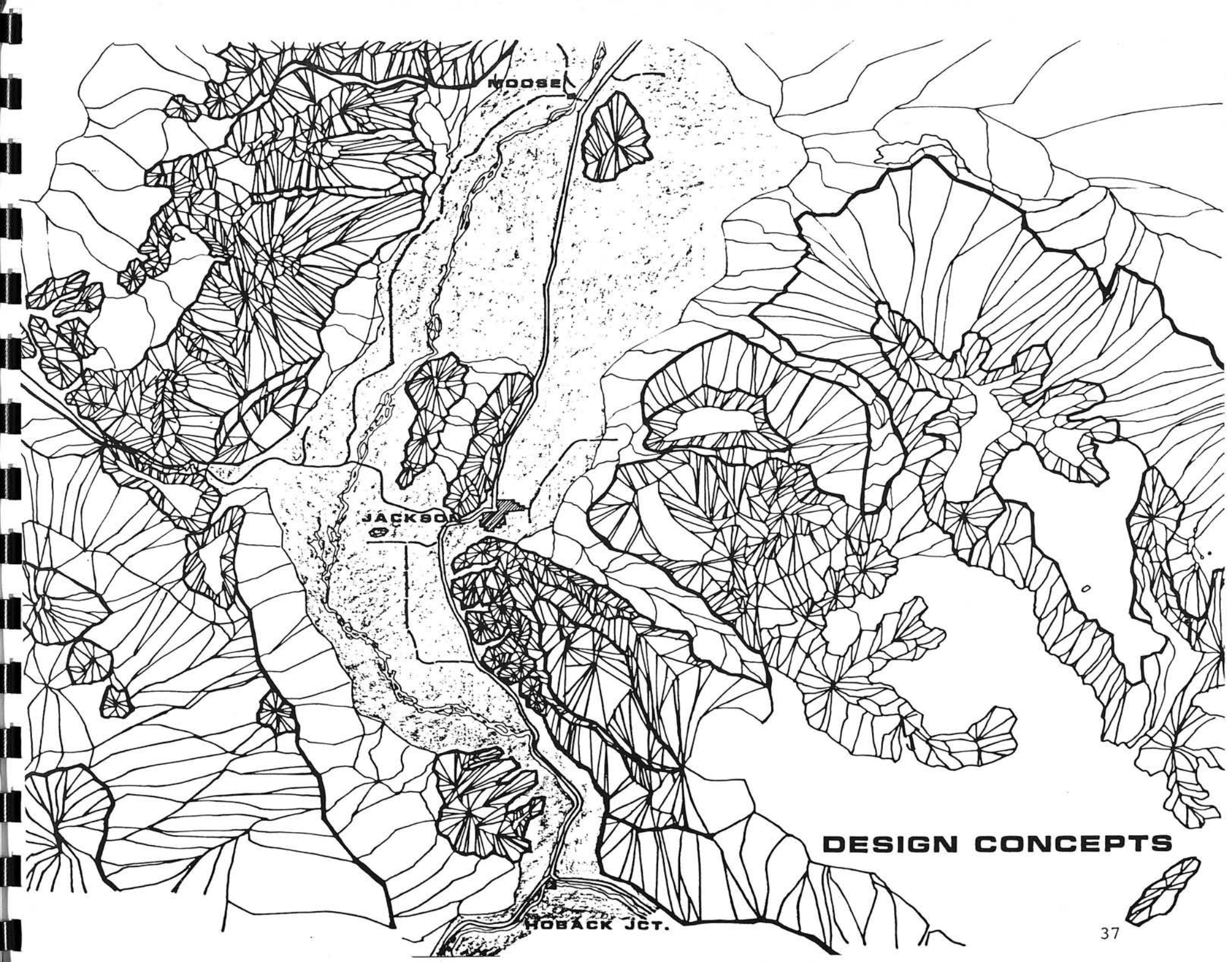
In order to facilitate the fiscal impact process, we recommend the establishment of a formal fiscal impact model which will give the developer a clear understanding of the types of data he needs to provide. In fact this model could be computerized so that slight changes in the processing period could be quickly assessed. Moreover, some consideration should be given to clear understanding of the types of data he needs to provide, as well as including the subjective measurements of other impacts such as open space, visual quality and so forth. A number of cities have a "decision matrix" which give weights to these various impacts including fiscal impact to compare development alternatives.

INCENTIVES AND MITIGATION MEASURES

Specific steps that the local jurisdictions might take to implement the plan involve incentives and mitigation measures including:

Density Bonuses for Affordable Housing. The establishment of a real estate development, particularly a resort or recreation project, creates demand for housing for both employees and primary residents many of whom cannot afford to live in the Valley. A common practice is to require the developer to commit to a certain number of units of "affordable" housing which might be developed either on-site or off-site. In addition, the public sector may require the specific provision for housing for employees who work on site. In ski areas such as Snowbird or Snowmass, the developer is required to provide dormitory type housing for its employees.

Density Bonuses for Open Space or Ranch Preservation. The allocation, donation or sale of lands for open space, scenic vistas or preservation of ranching activities should be acknowledged through the allowance for density bonuses. Once again this is a common practice in communities such as Sonoma, California and is a component of the existing comprehensive plan.



DESIGN CONCEPTS

USING ROADS TO SHAPE GROWTH

Commercial development historically occurs at the intersection of two main roadways. As the village grows, the commercial district also grows, eventually colliding with the original residential areas. At this point one of two things occurs. Either the older residential areas are converted to commercial use, or the commercial areas progress outwards, usually along major roadways (Figures 1 and 2). The latter is occurring in Teton County as substantial strip development has already occurred along Route 89 and may develop along the Teton Village Road.

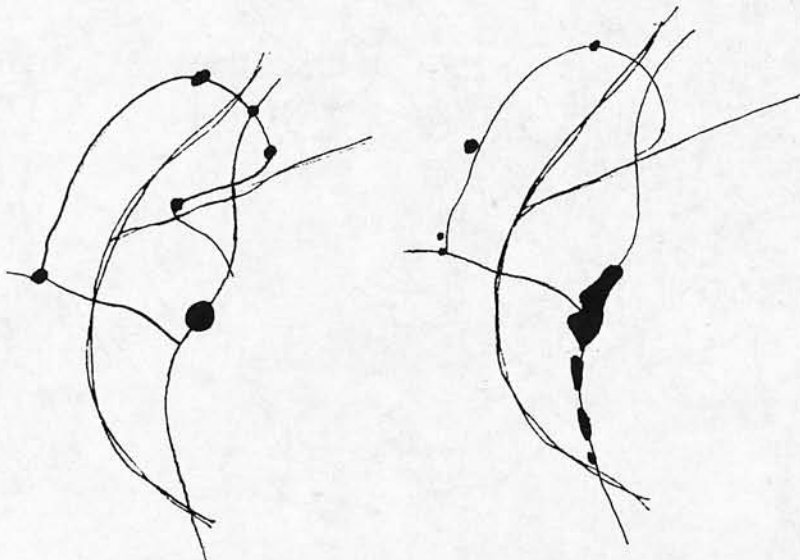


Fig. 1

Fig. 2

If allowed to continue uncontrolled, this type of development will first lead to major safety and automobile congestion problems, and secondly, the area's character will deteriorate. The State Department of Transportation has expressed its concern over the first issue; the fear being that continued strip development will increase access points along this highway to the point where vehicle flow will be seriously impaired and the potential for accidents will increase.

The state can and will take action by either purchasing access rights or by creating a new highway, unless action is taken by the County. The possibility of a new roadway through South Park has already been discussed as a solution to this problem (Figure 3). The disadvantages are obvious and we suggest that limiting access points along the highway is the best solution.

The second issue concerns the view from the highway and of the highway. The importance of the quality of the view from the highway has been demonstrated. We suggest that the road network is an important characteristic of the valley. Besides performing the fundamental role of distributing goods and services, the road also provides people with the view through which they then know the valley.

The relationship between the road network and the services required for additional growth is an important planning consideration. As growth continues, the road system must respond in an appropriate

manner, otherwise roadside development will deteriorate the valley's character.

To address this problem we are recommending a number of possible solutions or tools for achieving the above.

- 1) The purchase of access rights along Route 89 by the Department of Transportation;
- 2) Specific zoning for commercial areas in Jackson, Wilson, Teton Village and the Urban Expansion Areas;
- 3) Adopt guidelines for designating commercial areas.

If strict commercial zoning is to be employed, there must be sufficient area for new commercial development. We have two specific recommendations; one for the Town expansion areas and one for the South Park area.

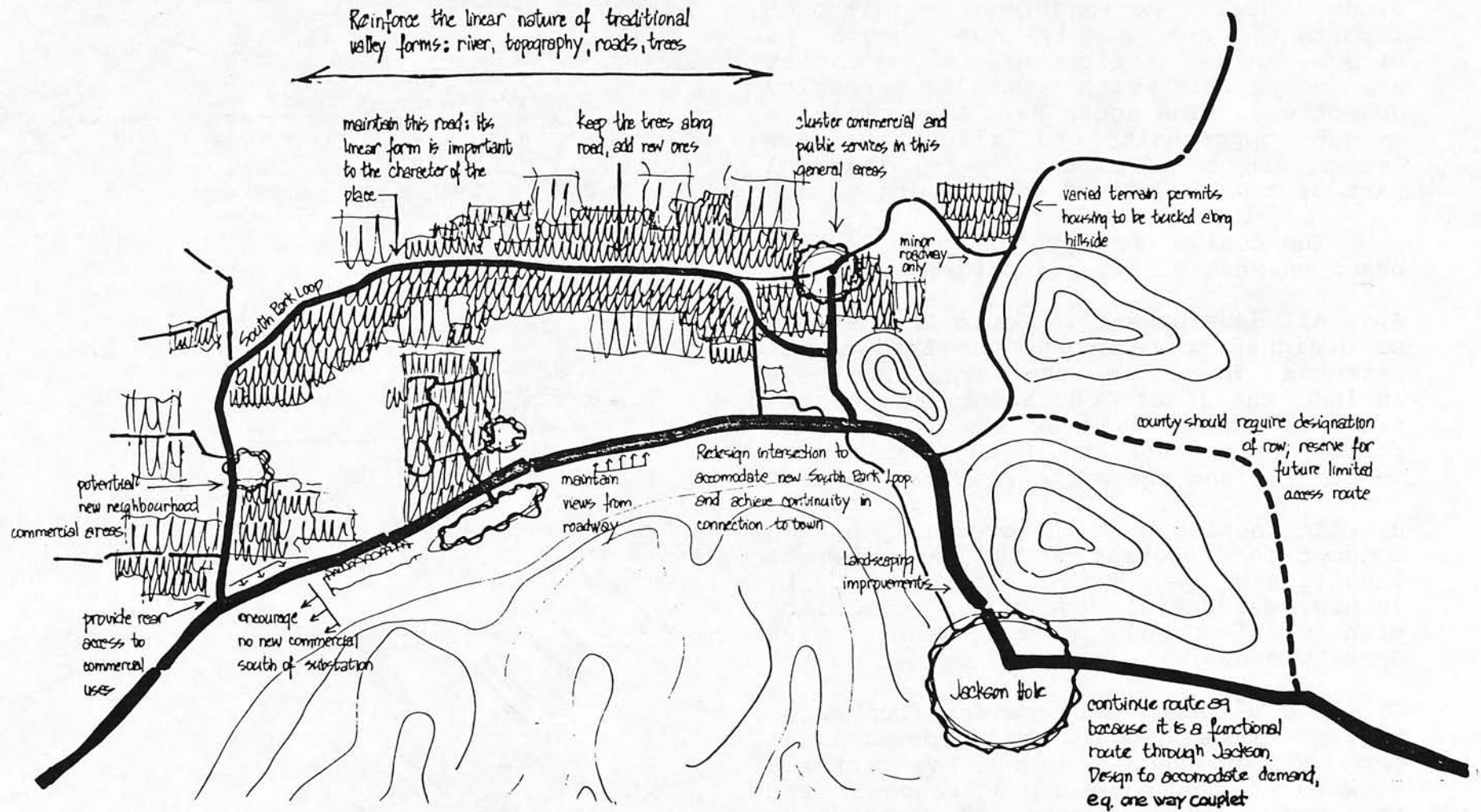
Included in the Town expansion area is a recommendation that a local convenience commercial district be included in the development. In the South Park area, we are recommending that no new areas be permitted to be zoned commercially except those already designated, generally located south and east of the Rafter J Ranch. We recommend that at this time no new access permits be granted either north or south of the substation. Refer to the South Park concept map for details.

Recently, the Teton County Planning Office completed a report that will set guidelines for evaluating future commercial district proposals. We suggest that a system such as this be adopted and used to enhance the planning of commercial districts.

"The future isn't what it
used to be"

"Provide for carefully
planned high density
development"

DESIGN CONCEPT FOR SOUTH PARK



FOCUS ON SOUTH PARK

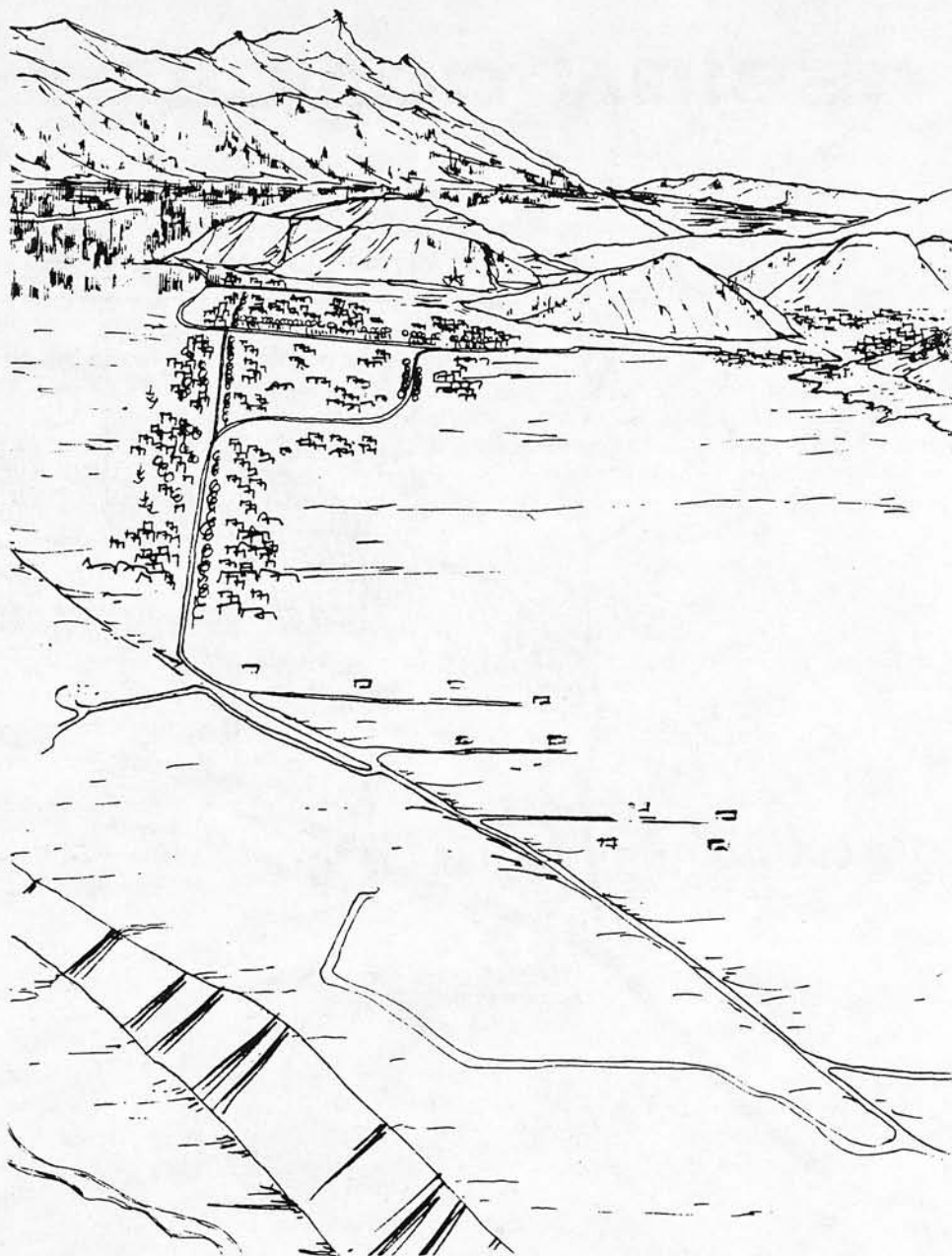
Our analysis of the environmental character and history of development in the Jackson Hole area points clearly to the need for long term design considerations to accompany all planning. Land use designations, although important, are simply not enough to direct future development in ways that are compatible with overall community objectives. The South Park area offers a unique opportunity to illustrate how design can be - must be - an integral part of a well-defined development plan.

The design concept for South Park is based on several key principles.

A) All development in South Park should be designed to reinforce the traditional patterns found in the areas. These include the linear characteristic of the place as established by the topographic forms, the streams, the rows of vegetation and the micro climate.

B) In keeping with the overall planning concept for encouraging the retention of significant open spaces in South Park, future residential development should be tightly clustered in recommended high density areas.

C) The value of the scenery from major tourist routes should be a determinant for locating development. The dramatic views from the southern entranceway and the drive along Route 22 should be maintained.





D) South Park loop road should become the spine for development in the area. The trees along this roadway should be maintained wherever possible and new ones should be planted.

E) Small-scale commercial areas, with goods and services for the local neighborhood needs, and sites for schools, churches, etc. should be located within the South Park developed areas.

F) All development proposals should be carefully reviewed by the community to ensure that the site design, building placement and overall architectural character are in concert with community objectives. Several important design principles to consider in these reviews are discussed in the section following.

DESIGN PRINCIPLES

As proposals for new development are made for South Park it will be necessary to review them in terms of the overall planning and design concepts. One of the primary urban design qualities that should be considered in this review is how new development can be designed to achieve a high degree of continuity with existing, valued characteristics found in Jackson Hole.

We have identified a number of urban design principles that are manifest in Jackson Hole. These are described graphically below. They include views, open space, traditional features, edge conditions, color and texture, and rural lifestyle. The list could well be expanded but it serves to illustrate how design principles for reviewing future development can be derived from an examination of existing principles. Put another way, what is good about Jackson Hole today gives us many clues to guide new development. Use them.

A design principle, for example, is found in how the overall design character of the valley is strongly determined by the openness and special patterns. It is both a horizontal and vertical openness; one that accepts building forms in a unique way. Buildings tend to stand out unless they are fitted to the topography through careful site planning. However not all buildings in South Park can be fitted to the landscape to such a degree that they are totally hidden from view.

Most will require some design attention in height, bulk and massing, and density to achieve a sense of continuity with their surroundings.

Change will occur within the valley. Many whom we talked to over the four days expressed concern not only about the quantity of this change but also the quality. We strongly recommend that the county take a much more vigorous stand in reviewing development proposals, paying particular attention to how such proposals relate to the quality of environment that defines Jackson Hole.

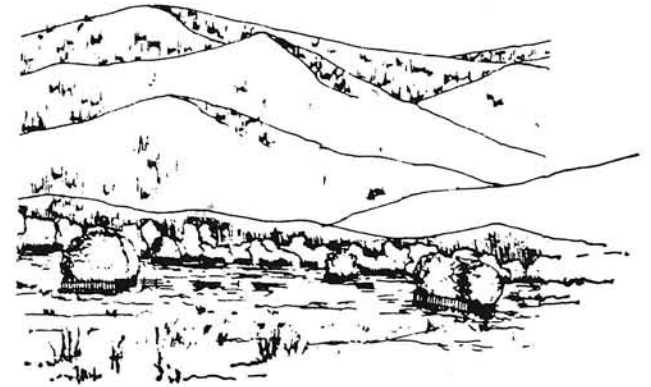
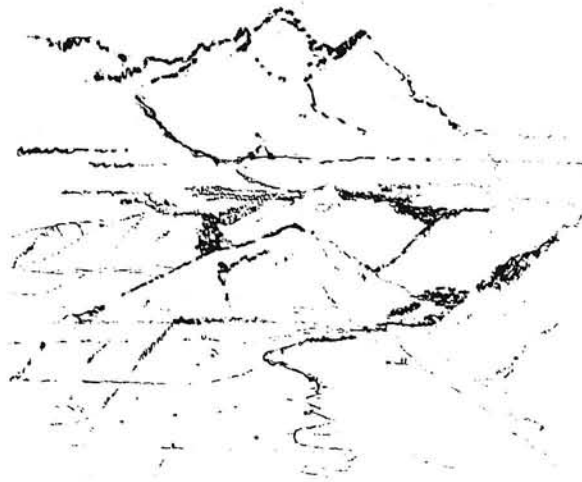
"We know what's best
for our land"

"I hope growth is nice"

open space :

a sense of valley in
relation to mountains,
nature, and lifestyle.
it is important to
preserve open spaces.

existing examples:

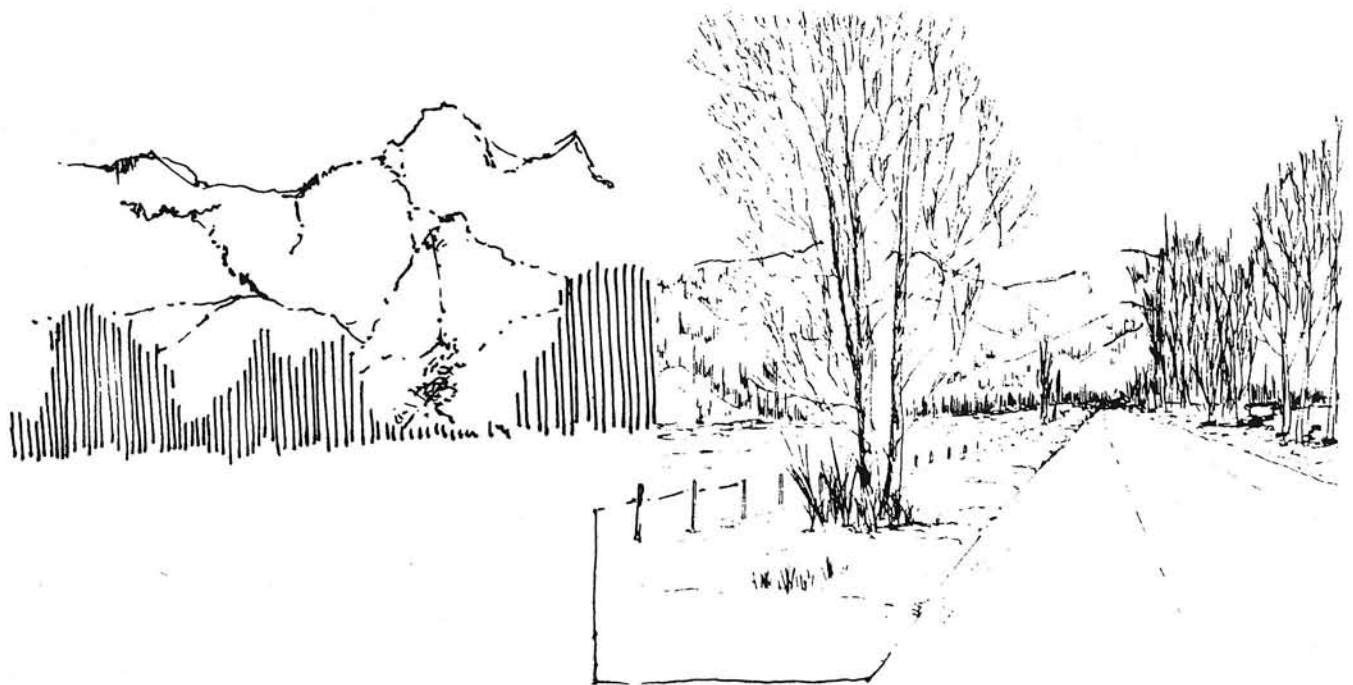


views :

control and preservation
of views is an important
consideration.

valley
mountains ——— positive
rivers
animals

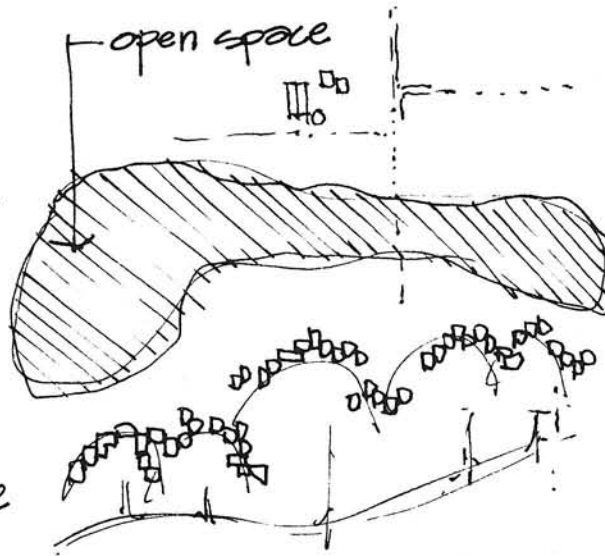
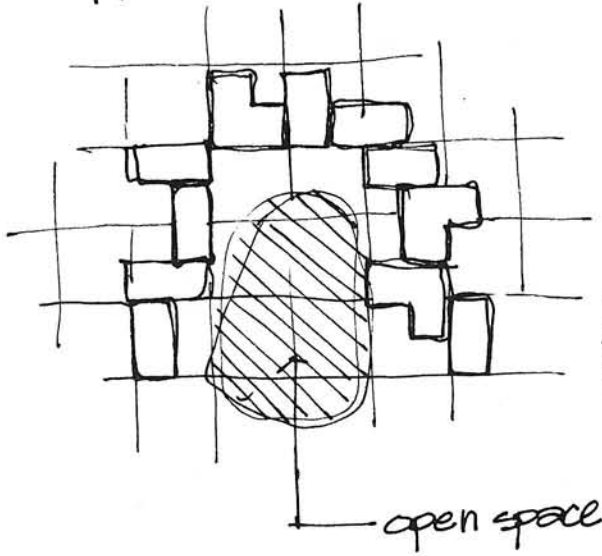
traffic ——— negative
blight



suggestions: cluster

community

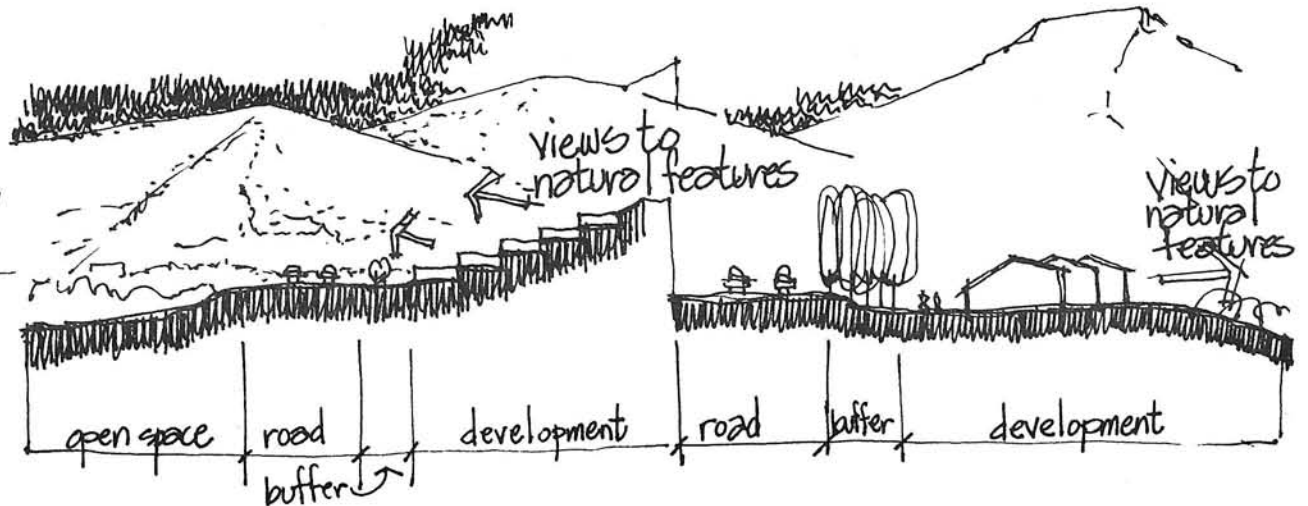
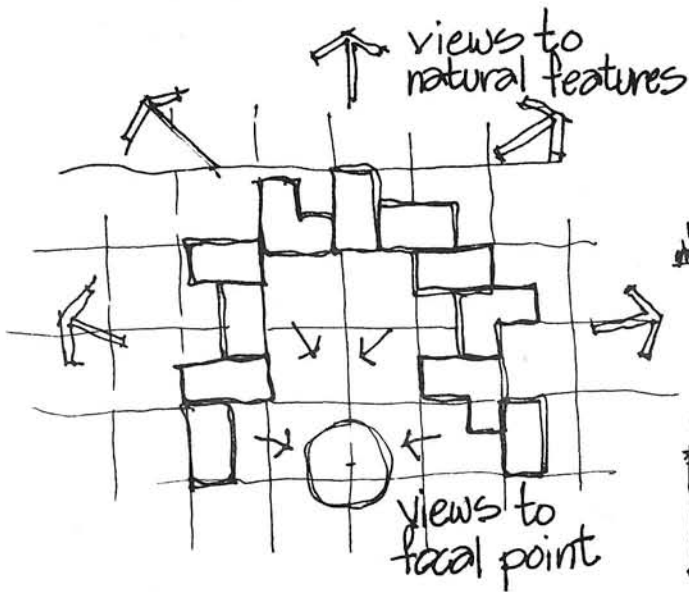
valley



cluster

terrace

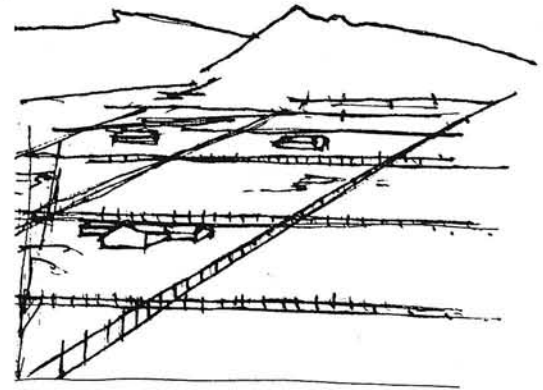
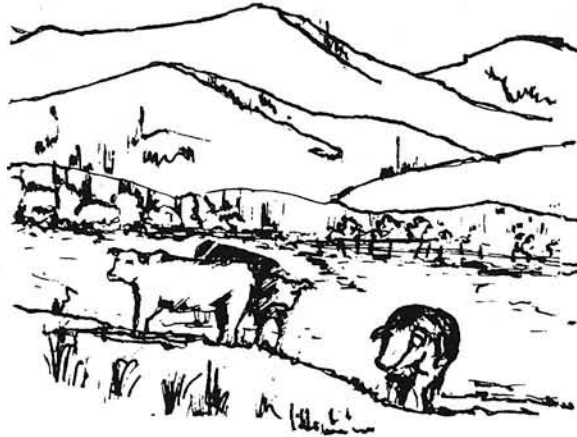
buffers



ranching:

ranching has been important
to people in Jackson Hole, it
is good to preserve it

existing examples:

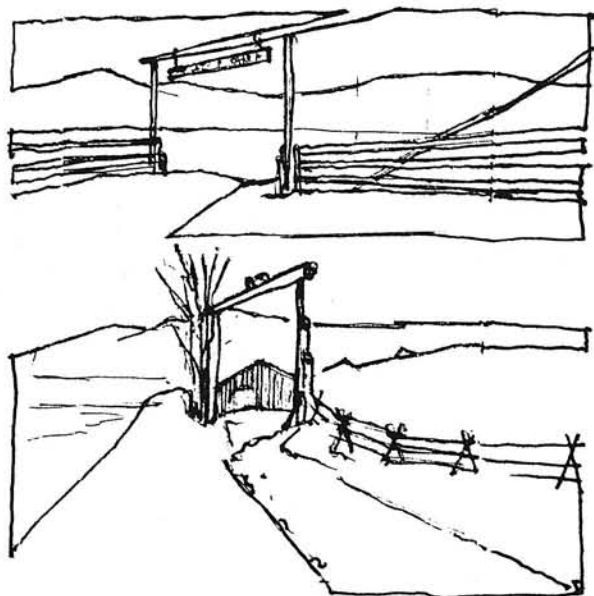


features:

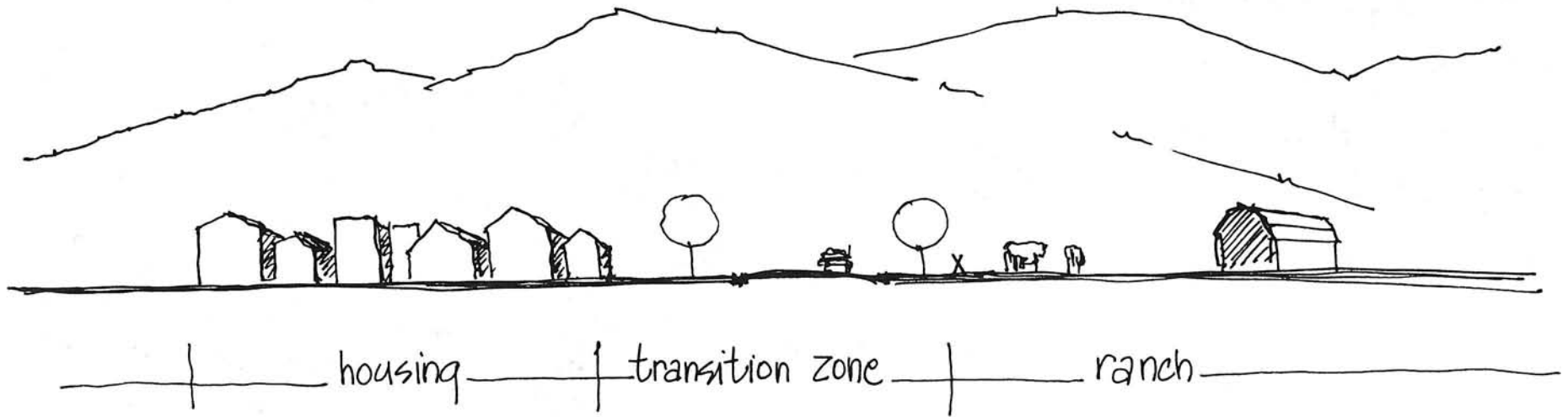
material

form

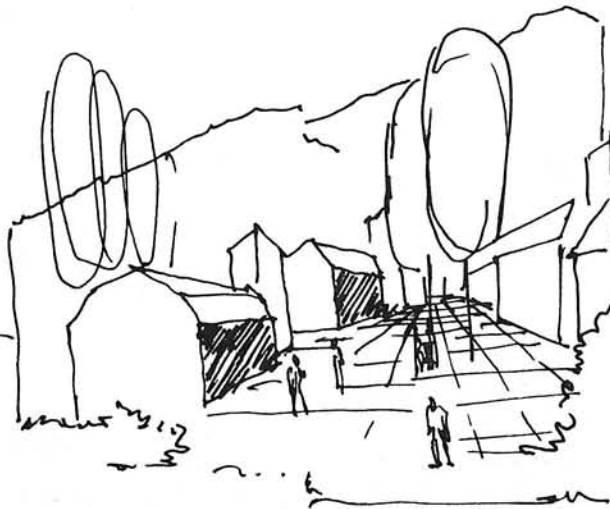
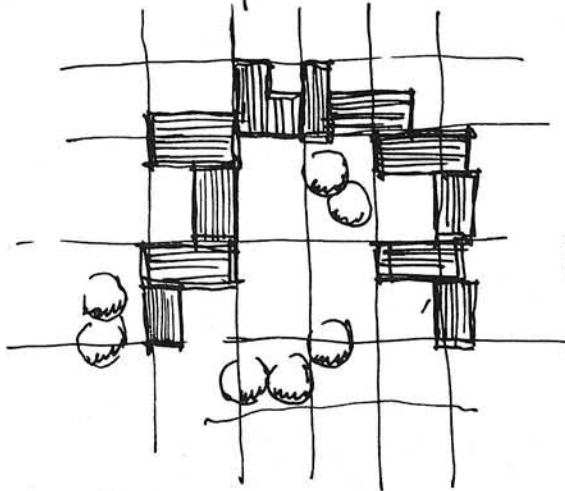
pattern



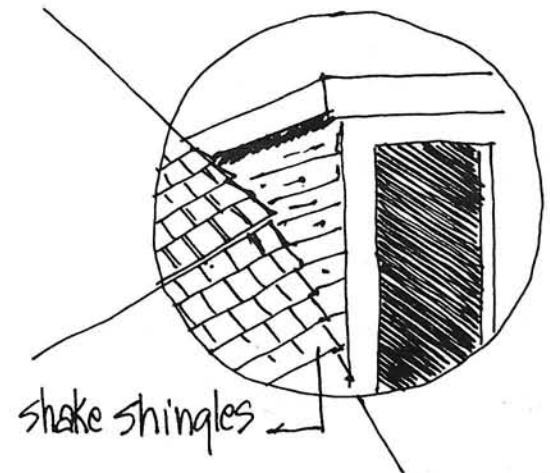
suggestions:



cluster housing:



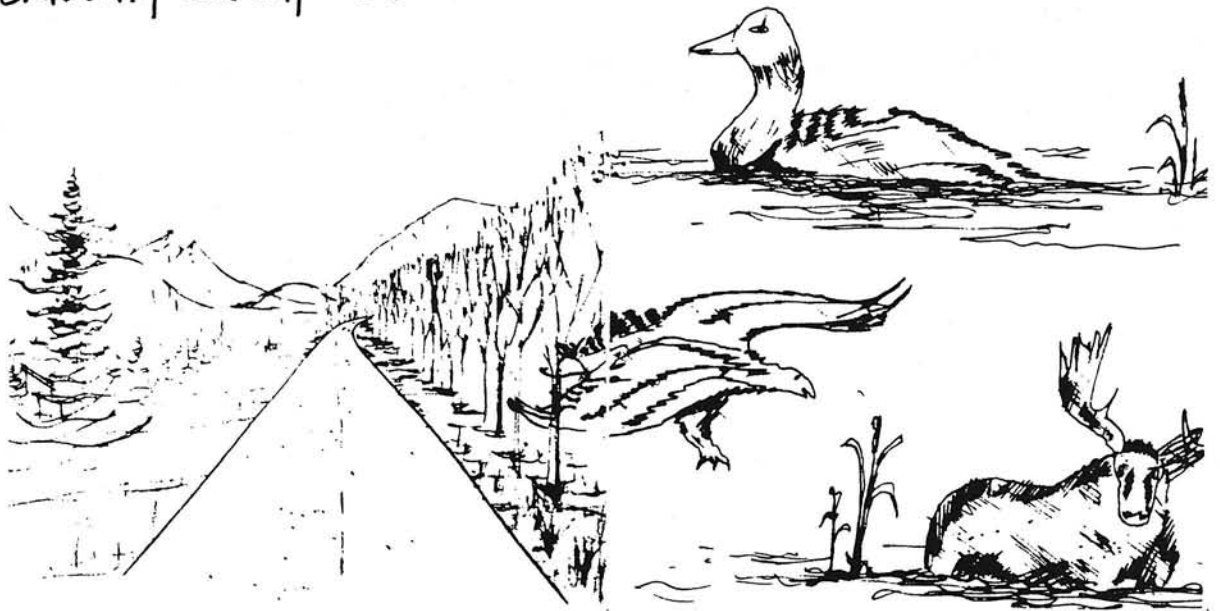
modern treatment of
traditional materials



edges:

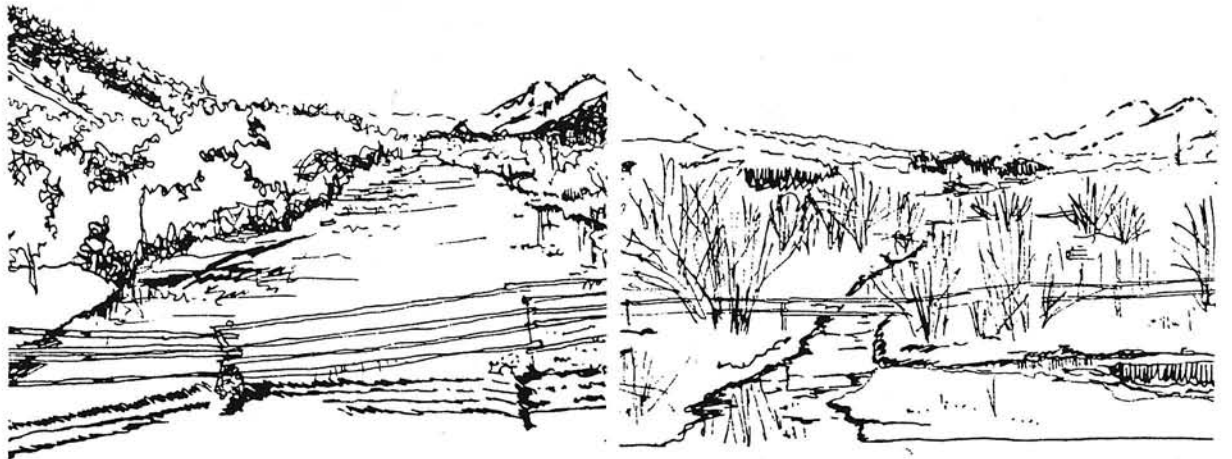
natural edges such as mountains, trees, and rivers could suggest patterns for new development.

existing examples:

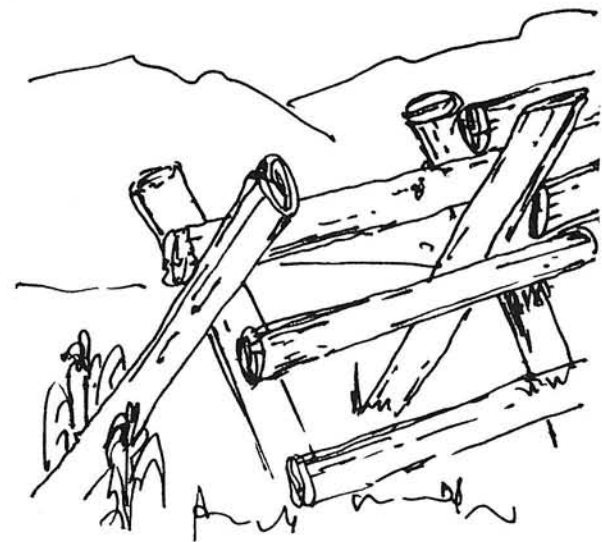
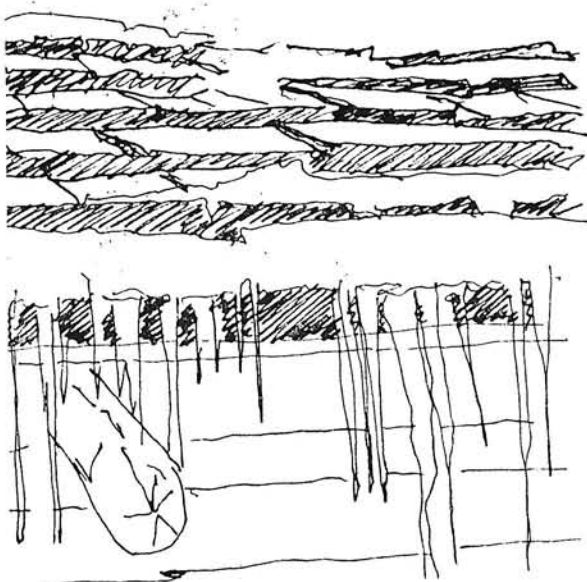
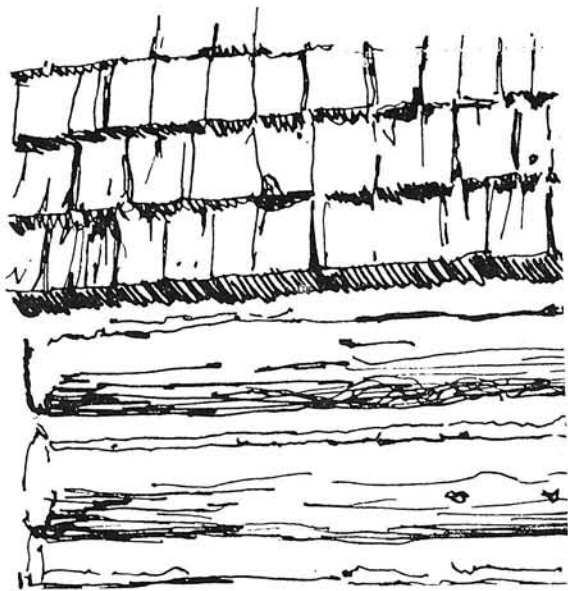
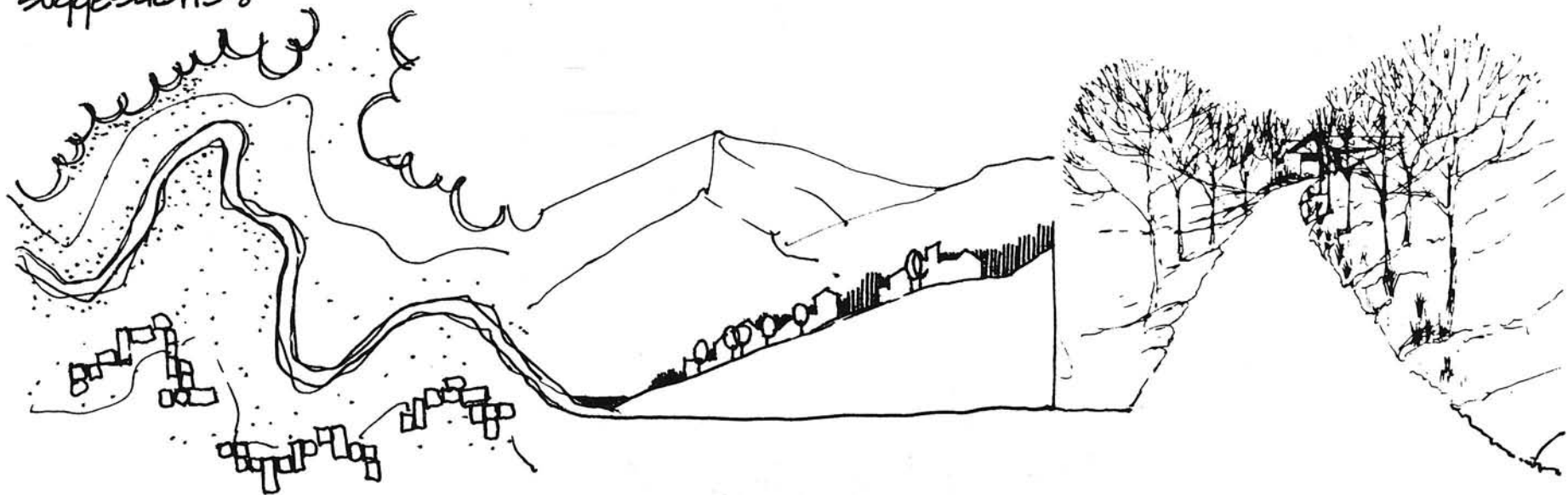


color and texture
(season changes)

indigenous (local)
building materials
and planting materials
allow development to
blend more easily
with nature.



suggestions:

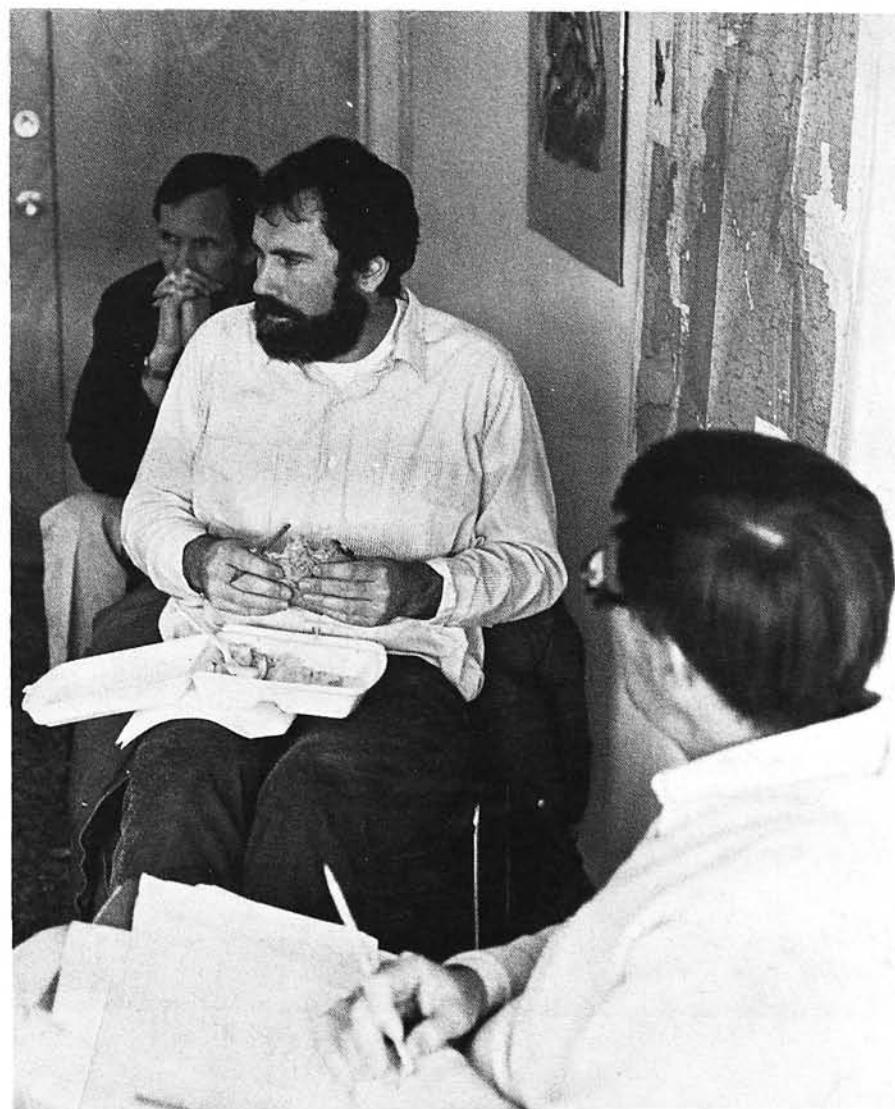


"We must communicate"



Photo credit—*Jackson Hole News*

RECOMMENDATIONS



The body of this report contains a number of specific recommendations as to the policy, design and economic issues related to South Park. A summary of the R/UDAT - Jackson Hole's principal recommendations are presented below.

- Adopt an open space element which identifies riparian habitat, major scenic vistas, and hazardous areas and which prohibits development that conflicts with those essential open space values.

- Adopt a policy supporting the transfer of development rights (based on the density assigned in the Comprehensive plan) from sensitive, hazardous, or ranch lands to lands more suitable for development, particularly in areas close to the town of Jackson.

- Resist amending the Comprehensive plan to increase residential density so that an informal Transfer of Development Rights (TDR) system can be given an opportunity to function.

- Encourage the use of private open space protection techniques such as dedication of conservation easements and acquisition of land by the Jackson Hole Land Trust.

- Require that development be clustered as tightly as possible according to the bonus provisions of Chapter V of the Comprehensive Plan except where the existing lot or development pattern makes clustered development impossible or inappropriate.

- Establish policies and regulations which promote continued ranching or wildlife management of open space lands resulting from cluster development of ranches.

- South Park Road - Exclude through traffic to protect residential integrity.

- Allow no further connections to the South Park Area from Route 89.

- Provide rights-of-way for bicycles and equestrian traffic.

- Adopt an urban design policy statement and appropriate documents relating to views, cultural and historic features, and major natural features.

- Adopt building construction laws and permit procedures

- Require a specific plan for all major projects including materials suitable for design review and evaluation

- Develop a fiscal impact model.

- Consider density bonuses for affordable housing, open space, and/or ranch preservation.

- Seek necessary legislative approval to enact a county-wide bed tax to fund important tourist amenities such as the Arts Center, and other non-profit organizations.

"It's like a bottle of wine
ready to pop"

"The pressure on Jackson
Hole will be monumental"

"South Park could be built
out in five years"

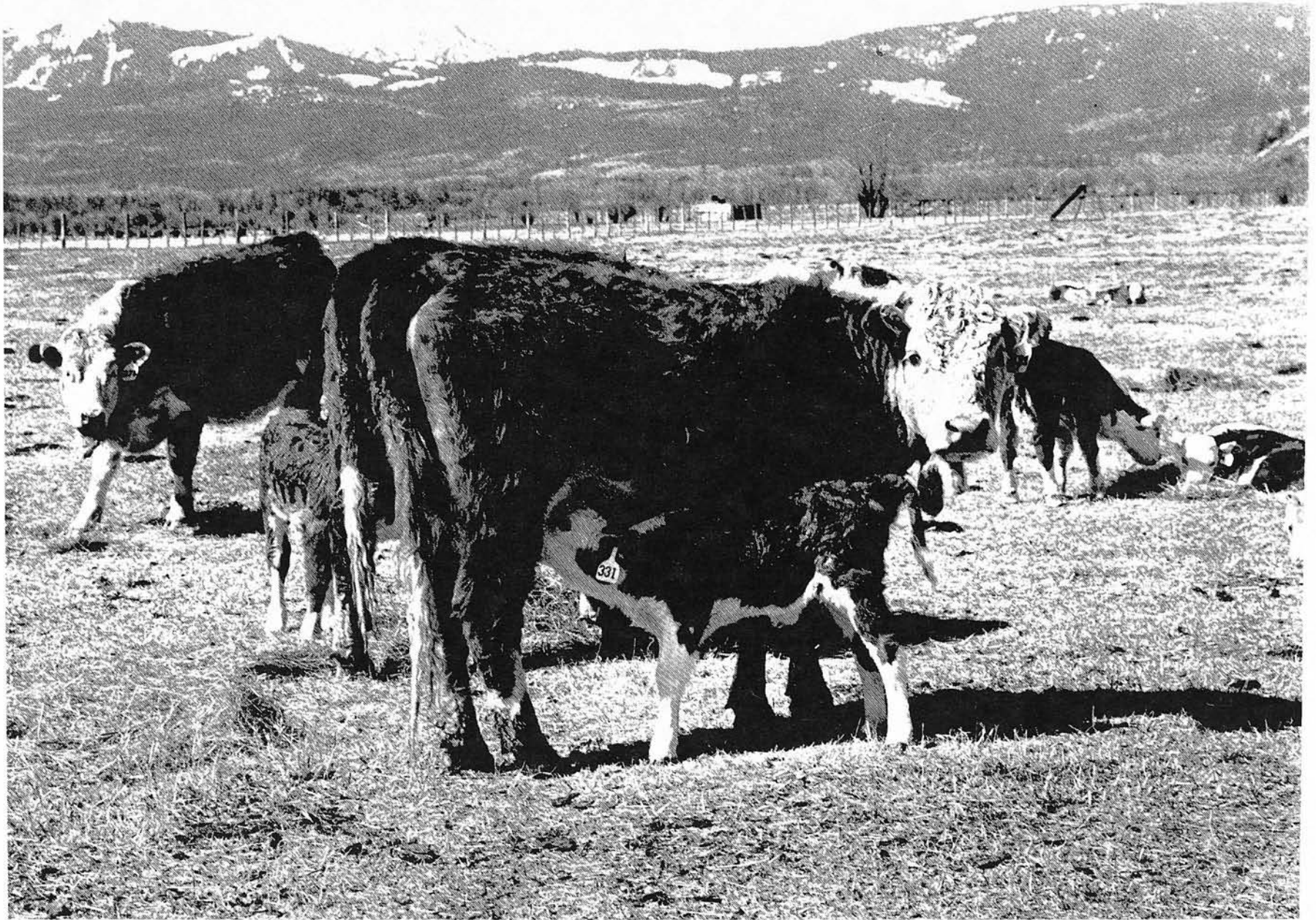
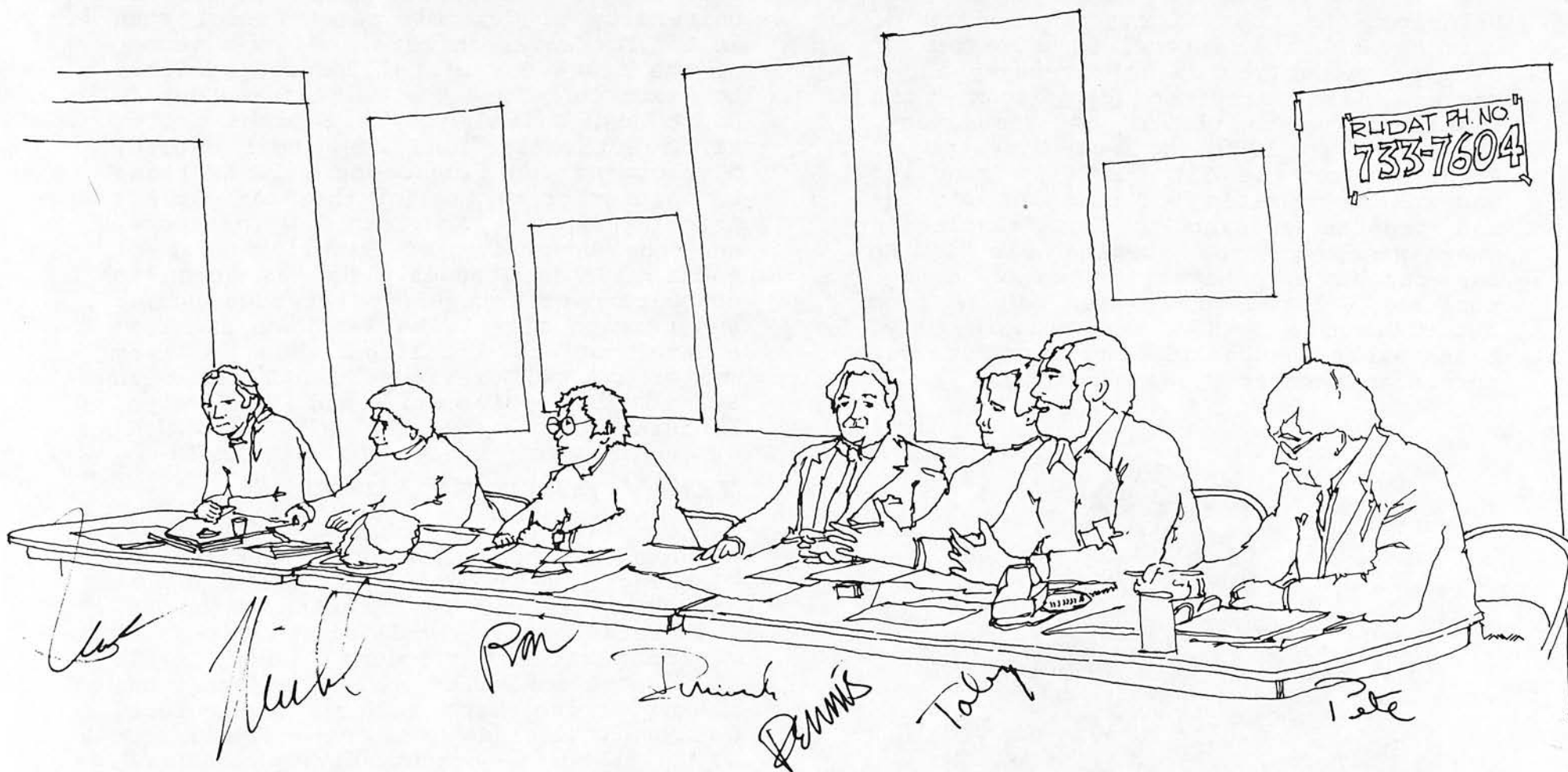


Photo credit—*Jackson Hole News*

ACKNOWLEDGMENTS



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Principal in the architectural firm of Okamoto & Murata - received a Master of City Planning from Yale University and a Master of Architecture from the Massachusetts Institute of Technology. From 1976 to 1980, he was Director of Planning for the City of San Francisco and was responsible for numerous studies and reports leading to San Francisco's award-winning "Urban Design Plan". He has taught extensively on urban design topics. Rai has previously been a team chairman on a R/UDAT in Atlantic City, team member in Honolulu and team resource person in Vancouver, Washington.



TEAM MEMBERS

MALCOLM A. MISURACA

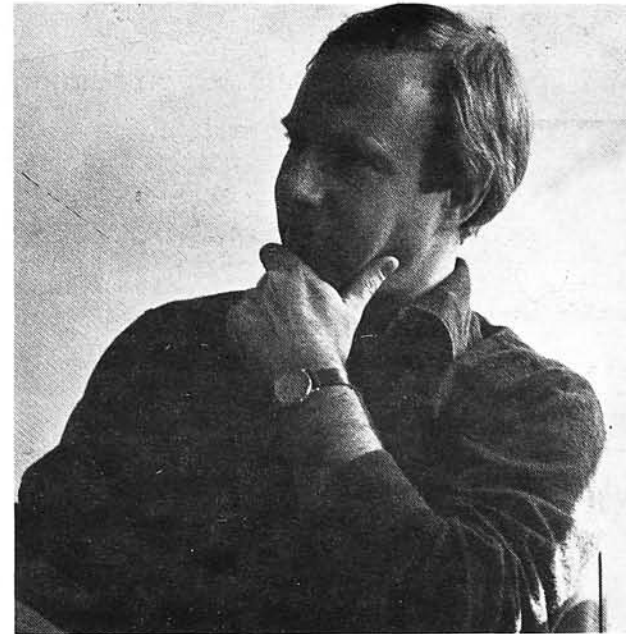
Partner in the law firm of Misuraca, Beyers & Costin of Santa Rosa, California. He graduated from the University of California Law School with an L.L.B. degree in 1962. He is a member of the State Bar of California, admitted to practice before the California Supreme Court and United States Supreme Court. He is active in land use, real estate, development and finance as well as being an instructor in law for the American Bar Association, the American Law Institute, and the University of Hawaii School of Pacific Urban Studies. He has acted as consultant or counsel to numerous public and private clients on land use and real estate matters. Mal has been a team member on two previous R/UDAT teams in St. Louis, Missouri and Lafayette, Louisiana.

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Senior Planner in charge of current planning, Sonoma County Department of Planning. He received his M.A. Degree and Ph.D. Degree in Geography from the University of California at Berkeley. As senior planner for Sonoma County, he is in charge of all phases of regional planning, including resource management, land-use and transportation analysis. He is an associate consultant with LANDA/Jo Duthie Environmental and Resource Management Matters. He has taught on a number of planning issues. Toby has participated as a R/UDAT team member in Oldham County, Kentucky and Gunnison County, Colorado.

MICHAEL L. HORST

Economist and management consultant based in San Francisco. He is presently a Loeb Fellow at Harvard University Graduate School of Design, studying the inter-relationship between good design and marketability. He is a principal and Chief Executive Officer of INTRA (International Tourism and Resort Advisors), a consortium of economists, planners, designers and marketing experts, assisting developers of large scale recreation resorts. Michael was previously a Vice President of Economic Research Associates, one of the oldest real estate consulting firms in the country.



DINWIDDIE LAMPTON, JR.

President of the American Life & Accident Insurance Company of Louisville, Kentucky. Dinwiddie lives on his farm "Hardscuffle" in Oldham County, Kentucky, where he raises cattle and fine horses. He was educated at Culver Military Academy, St. Johns College and Annapolis. Dinwiddie supported a R/UDAT team in Oldham County, Kentucky.

DENNIS M. RYAN, AICP

Chairman, Urban Design Program at the College of Architecture and Urban Planning, University of Washington. He is also an associate professor of urban planning, teaching studio courses in urban planning and design. He received his Master of City Planning in 1968 and his Ph. D. of Architecture in 1976 from the University of Pennsylvania. He acts as an urban design consultant for numerous public and private entities, as well as conducting research and publishing extensively. Dennis has participated as a team member for a R/UDAT in Lansing, Michigan.

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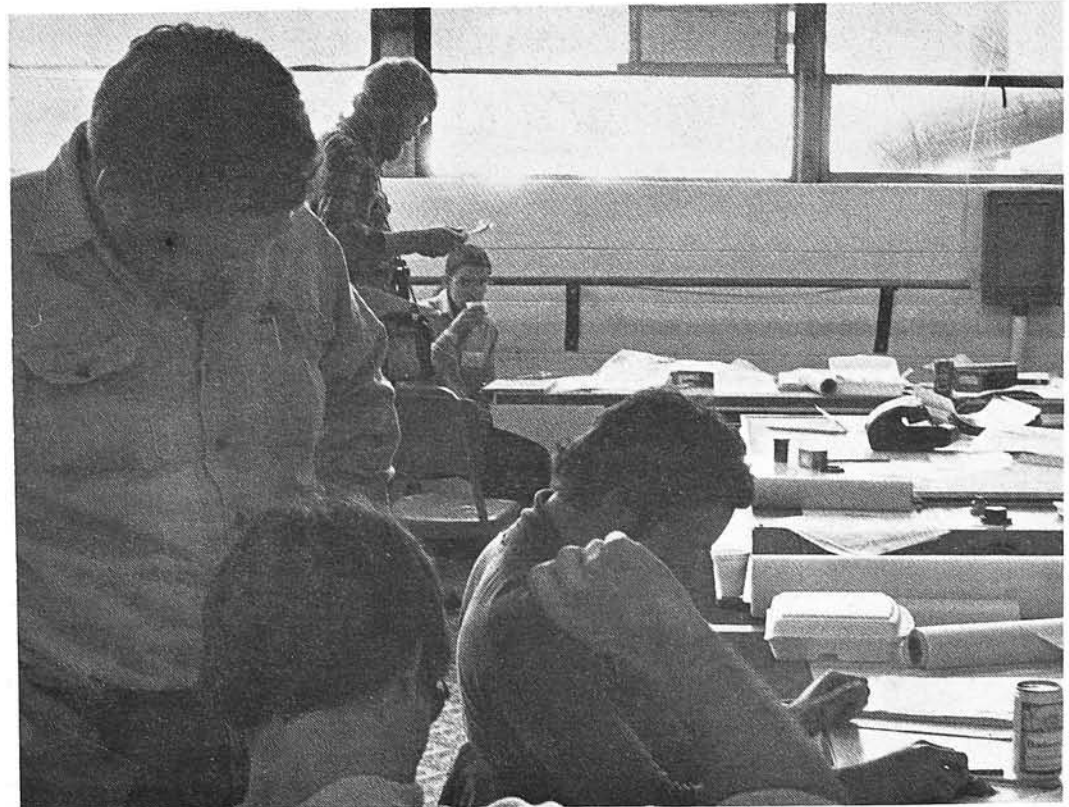
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"We've got to eat too"

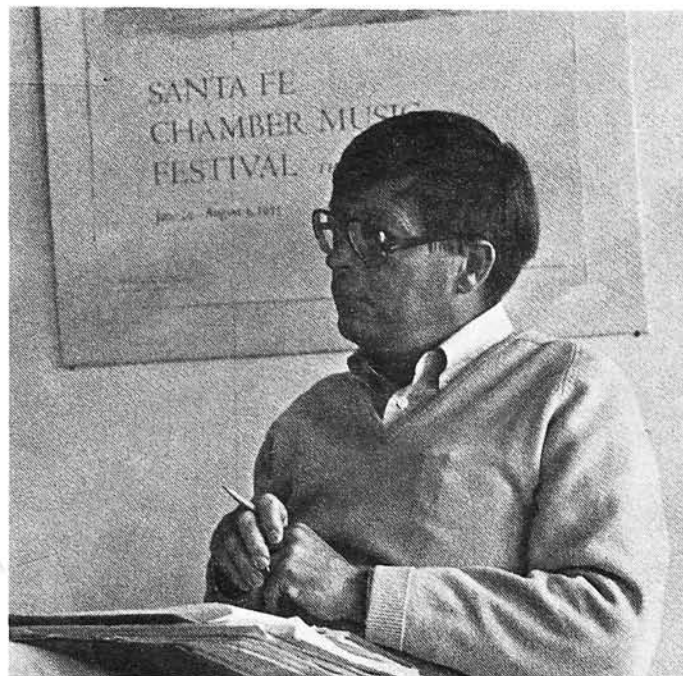


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INTERVIEWS

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The Art Associates
The Music Co-op
Artwest Gallery

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and now, off to the Cowboy Bar.....